

**CITY OF TIGARD, OREGON
TIGARD CITY COUNCIL
ORDINANCE NO. 21-**

AN ORDINANCE ADOPTING AMENDMENTS TO THE TIGARD COMPREHENSIVE PLAN AND COMMUNITY DEVELOPMENT CODE SPECIFIC TO THE WASHINGTON SQUARE REGIONAL CENTER, INCLUDING NEW LONG-RANGE GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES IN RESPONSE TO CURRENT COMMUNITY NEEDS AND ASPIRATIONS, EMERGING MARKET TRENDS AND REALITIES, AND TIGARD'S VISION TO BE A WALKABLE, HEALTHY, AND INCLUSIVE COMMUNITY. (CPA2021-00005 and DCA2021-00003)

WHEREAS, Washington Square is one of eight regional centers in the Metro 2040 Growth Concept that is intended to contain compact and urban-scale development with high-quality transit service and multimodal transportation facilities; and

WHEREAS, the first plan for the Washington Square Regional Center (WSRC) was adopted by Tigard in 2000; and

WHEREAS, existing city policy directs a significant portion of Tigard's future employment growth and high-density housing to the WSRC; and

WHEREAS, the WSRC has substantial redevelopment potential but does not yet contain all the desired elements of a regional center; and

WHEREAS, the City of Tigard was awarded a grant from Metro to identify regulatory barriers and develop new policies that support more compact, urban-scale development and multimodal transportation options; and

WHEREAS, the City of Tigard engaged the community in a two-year WSRC planning project that included equitable engagement strategies and outcomes; and

WHEREAS, the City of Tigard developed a new WSRC land use and transportation policy framework for inclusion in Chapter 15 of the Tigard Comprehensive Plan that replaces the original WSRC plan (Ordinance No. 00-18) with new goals, policies, and recommended action measures for guiding future public and private investment in the WSRC; and

WHEREAS, the City of Tigard also drafted minor code amendments to Chapter 18.670 of the Tigard Community Development Code consistent with recent policy decisions that regulate development in the WSRC; and

WHEREAS, the City of Tigard intends to develop a more comprehensive set of WSRC code amendments in the near future to fully implement the new Comprehensive Plan goals and policies adopted herein; and

WHEREAS on November 15, 2021, the Tigard Planning Commission held a public hearing, which was noticed in accordance with city standards, and recommended approval of the amendments with a vote in unanimous support; and

WHEREAS, on December 14, 2021, the Tigard City Council held a public hearing, which was noticed in accordance with city standards, to consider the Planning Commission's recommendation, hear public testimony, and review the findings and conclusions in support of the amendments.

NOW, THEREFORE, THE CITY OF TIGARD ORDAINS AS FOLLOWS:

SECTION 1: The amendments to the Tigard Comprehensive Plan that are attached as Exhibit A are hereby adopted.

SECTION 2: The underline and strikeout amendments to Tigard Municipal Code Title 18 Chapter 18.670 that are attached as Exhibit B are hereby adopted.

SECTION 3: The findings and conclusions that are attached as Exhibit C are hereby adopted as the basis in support of this Ordinance.

SECTION 4: If any provision of this ordinance or the application thereof to any person or circumstance is held invalid, such invalidity does not affect the other provisions or applications of the ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are severable. This City Council hereby declares that it would have adopted this ordinance irrespective of the invalidity of any particular portion thereof and intends that the invalid portions should be severed and the balance of the ordinance be enforced.

SECTION 5: This ordinance shall be effective 30 days after its passage by the council, signature by the mayor, and posting by the city recorder.

PASSED: By _____ vote of all council members present after being read by number and title only, this ____ day of _____, 2021.

Carol A. Krager, City Recorder

APPROVED: By Tigard City Council this ____ day of _____, 2021.

Jason B. Snider, Mayor

Approved as to form:

City Attorney

Date

Tigard Comprehensive Plan

Special Planning Areas | Chapter 15

Washington Square Regional Center

Washington Square Regional Center

Overview

The Washington Square Regional Center (WSRC) encompasses approximately 1,000 acres of commercial and residential land that is located on the northern edge of Tigard, the southeastern edge of Beaverton, and the eastern edge of unincorporated Washington County. While centered on the Washington Square Mall, it extends nearly a mile in all directions from the mall itself. Designated a regional center in 1995, it is one of eight regional centers identified in the Metro 2040 Growth Concept. Regional centers are intended to contain compact and urban-scale development adjacent to major transportation corridors with high-quality transit service and multimodal transportation facilities.

Washington Square was designated a regional center because of its concentration of jobs and stores that are accessible from around the region via Highway 217, Hall Boulevard, Scholls Ferry Road, and multiple transit lines. However, the area does not yet contain all the desired elements of a regional center. The development pattern is predominantly suburban in scale and character, and multimodal transportation facilities are nonexistent or substandard.

The first plan for the WSRC was developed in 1999. It envisioned the area as a dense and walkable commercial hub with lots of housing, urban amenities, and mixed-use development served by commuter rail, multiple bus lines, and a local shuttle. These aspirations are reflected in various chapters of the Comprehensive Plan. It has long been the City's goal to direct a significant portion of Tigard's future employment growth and high-density housing to this area.

This goal still guides long-term planning for the WSRC. However, many things have changed since the development of the original plan. Online shopping has disrupted the retail sector, and technological innovations are changing the way people travel and work. Equity has become a higher priority for the City, and housing and climate issues have become more severe.

In 2020-2021, the City engaged the community in a long-range planning project to update the original plan. The main goal of this update project was to refine the original vision and update existing policies to better align them with current community needs and aspirations, emerging market trends, and Tigard's goal to be a walkable, healthy, and inclusive community per the City's 2020-2025 Strategic Plan. The project team made a special effort to engage community members who reflected the diversity of the WSRC community, particularly those from historically marginalized populations. Hundreds of community members participated in the project and helped shape project outcomes.

The findings, goals, policies, and action measures in this *Special Planning Areas* section are from the 2020-2021 update project. The focus of this section is the portion of the regional center within Tigard's Urban Planning Area, which includes land within Tigard and unincorporated Washington County. For the purposes of this chapter, this subset of the regional center is referred to as the Tigard WSRC.

Key Findings

- **Development of the regional center into a dense, walkable, and vibrant place has been challenging.** The regional center is located within three jurisdictions and served by even more service providers. The various jurisdictions and service providers have not always shared the same priorities over time. More than a dozen zones regulate development in the area, and there is no dedicated funding source to build needed public improvements. The market and physical conditions that would support more intense and compact development on a broad scale do not yet exist.
- **The majority of land in the regional center is devoted to commercial activity in single-use buildings with large surface parking areas.** There is very little vacant land. Existing zoning allows for more intense mixed-use development, but the area remains largely underdeveloped and auto-oriented. Lincoln Center is the exception. It is a compact, multi-story development that provides employment for almost 1,000 employees in over a hundred businesses, but the rest of the area lacks this level of development intensity and diversity. Very little new commercial development has occurred in the last several decades. However, the Washington Square Mall is poised to redevelop portions of its site with taller, mixed-use buildings, potentially signaling additional changes to come.
- **The regional center population is more diverse than the City as a whole and has above average indicators of potential disadvantage.** The regional center is home to roughly 2,000 people. Compared to the city overall, the regional center is home to more renters and households with low and moderate incomes.
- **Renters in and adjacent to the regional center may be at risk for displacement.** Those who live in older, unsubsidized housing; face more discrimination in the housing market; or pay more than 30% of their income for rent (i.e., cost-burdened households) are at particular risk. The conditions that could cause displacement are already present in the area. There is a large renter population (roughly half of whom are cost-burdened) and a number of older, unsubsidized apartment buildings, particularly along Hall Blvd. Moreover, future public or private investment has the potential to make the area more desirable, which can lead to higher rents, redevelopment, or major renovations, particularly if new housing is not built to absorb the increased demand. Large-scale displacement is likely not imminent, but displacement is hard to address after the fact and requires early intervention.
- **The number of employees and businesses in the regional center has declined by about 12 percent since 2003.** Salaries across all industries in this area have declined as well. The lowest-paid employees made up roughly one-third of the 2018 workforce—totaling over 5,000 employees—and earned 33 percent less than their 2003 counterparts.

- **The retail landscape is changing.** The large concentration of existing retail businesses at a highway interchange makes the area relatively attractive for retail businesses serving southeastern Washington County. However, recent retail trends suggest dramatic shifts occurring in the suburbs, especially around suburban shopping centers and malls. Demand for urban-style living and experiential and entertainment retail has increased over the past several years, coupled with the closure of big box stores.
- **Employment areas are in transition.** Existing business parks have lower rents compared to other nearby employment areas. Vacancy rates are high, and some tenant spaces have begun to transition to other uses—such as specialty retail and light manufacturing—indicating reduced demand from traditional office users. These business parks have limited opportunities for redevelopment but offer potential for property owners to improve and modernize their properties to attract tenants who would otherwise look elsewhere in the region.
- **There is strong potential for residential infill development.** Recent and pending construction activity in the area shows fairly strong demand for residential development such as apartments, rowhouses, and detached houses, all of which are consistent with the vision for the area.
- **City regulations are an impediment to desired development.** While existing zoning allows for a variety of development types and scales, development regulations make high-density development prohibitively expensive (because of minimum parking and landscaping requirements) and largely preclude low- and medium-density development (because of minimum density and height requirements).
- **There is good vehicle access to the regional center.** However, travel within the area is difficult for all modes of travel—but especially for people walking and biking—due to barriers created by existing development, major roads, train tracks, and Fanno Creek.
- **Pedestrian and bike facilities are disconnected or non-existent.** All major roads in the regional center have discontinuous pedestrian and bike facilities that are not appropriately sized or buffered for the road conditions. Existing crossings of major roads, including Highway 217, are few and far between, making it difficult for people on foot or bike to access parks, trails, transit, services, and schools. Fanno Creek Trail provides a continuous north-south route for people on foot or bike, but it is difficult to reach without a vehicle.
- **Transit service is present but poorly integrated.** The area is served by multiple bus lines and the WES commuter rail. However, the WES station and the Washington Square Transit Center are separated by Highway 217, and neither offers many amenities for riders. A park and ride lot located between the two is difficult to access by foot or bike from either direction. Additionally, the Southwest Corridor Light Rail Project is being planned for elsewhere, making the area one of only two regional centers not served by light rail.

GOAL 15.1: Develop a coordinated land use and transportation framework that supports development of the Tigard WSRC into a dense, walkable, and vibrant place and that also reflects market realities, community needs and aspirations, and City goals related to sustainable growth.

POLICIES

1. Promote the efficient use of land through regulations, incentives, and partnerships.
2. Allow a complementary mix of land uses that are appropriate in a walkable urban environment.
3. Prioritize high-intensity, transit-supportive development on both sides of Greenburg Rd and along Oak Street. Limit new low-intensity development in these areas to preserve opportunities for higher intensity development over the long-term.
4. Allow incremental increases in development intensity outside of areas prioritized for high-intensity, transit-supportive development.
5. Regulate the design and location of streets, buildings, parking areas, and other site improvements to support the development of a walkable urban environment.
6. Utilize a variety of strategies over time to minimize and mitigate the impacts of increased on-street parking and traffic that potentially may occur with higher intensity development.

RECOMMENDED ACTION MEASURES

- i. Update land use regulations for the Tigard WSRC as follows:
 - a. Zone the areas on both sides of Greenburg Rd, including the Washington Square Mall, for horizontal and vertical mixed-use development in buildings up to 12 stories tall that support a wide range of stores, services, and housing options.
 - b. Zone the areas west of Highway 217 for a mix of commercial and light industrial uses in buildings up to 7 stories tall, with an option for housing on upper stories.
 - c. Zone the areas west of and along Hall Blvd for a variety of housing types and densities in buildings between 1 and 3 stories tall in most places and up to 7 stories tall along Oak Street, with an option for ground floor commercial uses in some locations.
 - d. Zone the existing commercial node along Hall Blvd, roughly between Locust Street and Oak Street, for small-scale neighborhood-serving businesses in buildings up to 2 stories tall, with an option for additional stories if housing is provided on upper stories.
- ii. Update street, site, and building design regulations consistent with these goals and policies.
- iii. Allow a range of building heights by-right and with discretionary approval as a strategy for achieving higher intensity development in targeted areas.
- iv. Incentivize vertical mixed-use development in targeted areas through measures such as height bonuses or the creation of a Vertical Housing Development Zone.
- v. Work with property owners, businesses, residents, and neighborhood or homeowner associations to develop traffic calming or parking management plans as needed.
- vi. Apply City land use designations and zoning classifications to properties in unincorporated Washington County only upon annexation to the City of Tigard.

GOAL 15.2: Implement and advocate for an equitable and inclusive approach to public investment in the Tigard WSRC in which the benefits of development are broadly shared by all.

POLICIES

1. Support the development and preservation of regulated affordable housing.
2. Work to prevent displacement of socially vulnerable households in anti-displacement priority areas.
3. Seek opportunities to expand the amount of green space for active or passive recreation in areas with a large number of market affordable or regulated affordable housing units.
4. Prioritize and advocate for active transportation improvements that improve access to nature, recreation, schools, transit, jobs, and services in areas with a large number of market affordable or regulated affordable housing units.
5. Work to increase business diversity, especially the number of minority- and women-owned businesses in the area.

RECOMMENDED ACTION MEASURES

- i. Partner with culturally diverse community organizations to reach socially vulnerable households, understand their needs and priorities, and involve them in the public investment planning process.
- ii. Look at ongoing funding solutions, such as setting aside development fees, to support development of affordable housing, prevent residential displacement, improve the active transportation network, and expand green space for recreation.
- iii. Implement the Tigard Affordable Housing Plan, especially those policies and programs that support rental housing stability and affordable housing development.
- iv. Offer height bonuses and some City fee exemptions for developments with affordable housing units.
- v. Partner with non-profit and multicultural business partners to support women- and minority-owned businesses.

GOAL 15.3: Prioritize improvements to the active transportation network in the Tigard WSRC to improve safety, access, and comfort for people of all ages and abilities and to advance the City’s climate resiliency and equity goals.

POLICIES

1. Include Tigard WSRC active transportation needs and recommendations in the Tigard Transportation System Plan.
2. Require development to improve the transportation network for all modes of travel in proportion to its impact on the network.
3. Develop one or more safe and comfortable active transportation routes across Highway 217 and along and across Greenburg Rd for people traveling to Fanno Creek Trail, Tigard Heritage Trail, Metzger Elementary School, or Fowler Middle School in coordination with ODOT and Washington County.
4. Advocate for TriMet to provide high-quality transit facilities and services to, from, and within the area that will provide a competitive travel option for workers and residents, resulting in less vehicle miles traveled per capita and related greenhouse gas emissions.
5. Advocate for the applicable road authorities to expand and enhance pedestrian and bicycle facilities, especially on major roads and transit streets.
6. Seek opportunities to connect the area to regional and local trails in Washington County, Beaverton, and Portland.

RECOMMENDED ACTION MEASURES

- i. Evaluate alternative pedestrian and bicycle routes from the area north of Highway 217 to the Tigard Heritage Trail northern terminus and the Fanno Creek Trail access on North Dakota Street, including a new Highway 217 overcrossing at 95th Ave.
- ii. Develop street cross sections for Greenburg Rd and Oak Street that reflect their role in the active transportation network, are consistent with their functional classifications, and respond to right-of-way constraints created by existing development.
- iii. Pursue jurisdictional transfer of Greenburg Rd from Washington County to Tigard.
- iv. Pursue Washington County MSTIP funding for Greenburg Rd to improve pedestrian and bicycle safety, access, and comfort between North Dakota Street and Hall Blvd.
- v. Complete pedestrian and bicycle facilities on Oak Street, including a grade-separated pedestrian and bicycle path and intersection improvements at Greenburg Rd, Hall Blvd, and 87th Ave. Reclassify the segment between Greenburg Rd and 90th Ave as a Collector Street.
- vi. Extend Lincoln Street south to Oak Street and reclassify as a Local Street.
- vii. Advocate for Washington County to complete pedestrian and bicycle facilities on 90th Ave, reclassify as a Neighborhood Route, and evaluate for Neighborhood Greenway treatments.
- viii. Advocate for Washington County to evaluate the feasibility of a pedestrian connection between Borders Street and Hall Blvd.
- ix. Advocate for ODOT to improve pedestrian and bicycle safety, access, and comfort along Hall Blvd and Scholls Ferry Rd through measures such as protected bike lanes, sidewalk infill, and enhanced crossings.
- x. Discuss jurisdictional transfer and right-of-way annexation with ODOT for the portion of Hall Blvd within the Tigard WSRC after the jurisdictional transfer discussions for the southern portion of Hall Blvd have concluded.

- xi. Advocate for TriMet and Washington Square Mall to evaluate and modify transit facilities and services as needed in the future to better serve Washington Square Mall as it redevelops, including an evaluation of the need for and location of the Progress Ridge Park & Ride.
- xii. Evaluate and pursue opportunities to connect the area to regional and local trails outside the City during the City's next update of its Trails and Greenways Plan.

GOAL 15.4: Provide recreational opportunities and access to nature for all, especially for households in the Tigard WSRC with little or no private open space.

POLICIES

1. Work to ensure that sufficient publicly-accessible open space is built, such as parks and plazas, to adequately serve existing and future residents, workers, and visitors through the use of acquisitions, incentives, regulations, and partnerships.
2. Improve multimodal access to existing and planned parks and trails.
3. Seek opportunities to expand the amount of green space for active or passive recreation, especially in areas planned for higher intensity development.
4. Seek opportunities to partner with private property owners, public agencies, and public service providers to advance these policies.

RECOMMENDED ACTION MEASURES

- i. Develop a Tigard WSRC Open Space Plan that identifies open space needs, potential land acquisitions or public-private partnerships, funding sources, and priority projects.
- ii. Work to overcome the transportation barriers for people on foot or bike north of Highway 217 traveling to Fanno Creek Trail, Tigard Heritage Trail, and Bagan Park.
- iii. Work to formalize the Washington Square Loop and Metzger-Fowler Loop including, but not limited to, interjurisdictional coordination, community engagement, wayfinding signage, and street improvements.
- iv. Approach private property owners west and north of the planned park on Steve Street to explore interest in and the feasibility of providing public access to the park from Hall Blvd or Spruce Street.
- v. Partner with Washington County to advocate for ODOT to provide a safe crossing of Hall Blvd at or near Hemlock Street to improve access to Metzger Park across Hall Blvd.
- vi. Require higher intensity development to provide public open space or amenities upon redevelopment through regulatory incentives, proportional exactions, or System Development Charge credits.
- vii. Engage private property owners and Clean Water Services in the City-led Washington Square Stormwater Retrofit Project to study the feasibility of retroactively adding aboveground stormwater facilities that also provide public open space or recreation opportunities.
- viii. Partner with Tigard-Tualatin School District to improve Metzger School Park.
- ix. Partner with CPO-4M or other community-based organization to explore interest in Ash Creek wetland restoration, including limited public access, with private property owners.

GOAL 15.5: Facilitate the development of a variety of housing types and densities in the Tigard WSRC to meet the needs of households of all incomes and sizes.

POLICIES

1. Allow housing everywhere in the Tigard WSRC.
2. Support the development of a variety of housing types and densities in single-use and mixed-use buildings.
3. Support the development of needed housing, including middle housing.
4. Encourage housing above ground-floor commercial uses.

RECOMMENDED ACTION MEASURES

- i. Remove regulatory barriers for medium- and high-density housing development.
- ii. Implement the Tigard Affordable Housing Plan, especially those policies and programs that support middle housing development.
- iii. Offer height bonuses for residential mixed-use developments in Hall Blvd “Main Street” area.

GOAL 15.6: Support regional-serving businesses in the Tigard WSRC while working to grow traded-sector and local-serving businesses in order to advance economic mobility for all.

POLICIES

1. Foster economic and business growth by providing incentives and removing regulatory barriers where consistent with these goals and policies.
2. Support and encourage major redevelopment of the Washington Square Mall where consistent with these goals and policies.
3. Utilize a variety of strategies to support Hall Blvd businesses.

RECOMMENDED ACTION MEASURES

- i. Remove regulatory barriers in targeted areas including, but not limited to, minimum requirements for parking, building height, residential density, and floor area ratio.
- ii. Offer height bonuses for commercial mixed-use development in medium-density residential areas.
- iii. Explore the feasibility of a community commercial investment pilot project along Hall Blvd.
- iv. Explore interest in an Oregon “Main Street” designation for Hall Blvd.
- v. Explore interest in a business incubation program to grow the local labor and supply chain.
- vi. Develop a variety of resources and materials in multiple languages for small businesses, such as a list of small business advisors.

GOAL 15.7: Collaborate and coordinate with applicable agencies, service providers, and community partners to implement the Tigard WSRC land use and transportation framework.

POLICIES

1. Advocate for financial and political support at the state and regional levels to realize the land use and transportation vision for the Tigard WSRC in recognition of the critical role it plays within the region and beyond for managing growth and creating climate-resilient and equitable communities.
2. Coordinate with Metro to ensure that the Tigard WSRC goals and policies are consistent with the Metro Regional Framework Plan and Metro 2040 Growth Concept.
3. Collaborate with applicable agencies and service providers to ensure that needed transportation, transit, and utility infrastructure improvements are identified and prioritized for strategic public and private investment.
4. Maintain existing relationships and cultivate new relationships with community partners to advance these goals and policies.
5. Seek funding from a variety of sources to advance these goals and policies.

RECOMMENDED ACTION MEASURES

- i. Participate in the Oregon Climate-Friendly and Equitable Communities Rulemaking efforts and amend policies and regulations as appropriate for local compliance.
- ii. Work with ODOT to evaluate the feasibility of improving the existing Greenburg Rd bridge over Highway 217 and installing a new pedestrian bridge at 95th Ave over Highway 217.
- iii. Advocate for ODOT to prioritize pedestrian and bicycle improvements along Hall Blvd.
- iv. Discuss jurisdictional transfer and right-of-way annexation with ODOT for the portion of Hall Blvd within the Tigard WSRC after the jurisdictional transfer discussions for the southern portion of Hall Blvd have concluded.
- v. Advocate for Washington County to prioritize MSTIP funding for Greenburg Rd improvements.
- vi. Work with Washington County to transfer jurisdiction of Greenburg Rd from the County to the City.
- vii. Partner with Clean Water Services to complete the City-led Washington Square Stormwater Retrofit Project.

Text shown in ***bold, italic, and underlined*** is proposed to be added.
Text shown in ~~strikethrough~~ is proposed to be removed.

Tigard Municipal Code | Title 18

Tigard Community Development Code | Chapter 18.670

Washington Square Plan District

18.670.020 Applicability

- C. Subdistrict. In addition to the land uses allowed in Table 18.120.1 for the MUC zone, Motor Vehicle Sales/Rental is allowed as a primary use in the subdistrict identified on Map 18.670.A. In addition to complying with all applicable development standards, Motor Vehicle Sales/Rental uses that are primary uses must meet the following standards:
1. Properties located east of Highway 217 must contain all sales and rental inventory, ***materials and equipment***, and vehicle service areas inside a building, except for the existing Motor Vehicle Sales/Rental development located at the northwest corner of Highway 217 and Greenburg Road.
 2. Properties located west of Highway 217 must contain all sales and rental inventory, ***materials and equipment***, and vehicle service areas inside a building or behind a building such that inventory and service areas are not visible from Cascade Avenue.

18.670.025 Application Type and Approval Criteria for Motor Vehicle Sales/Rental Uses

- A. A new Motor Vehicle Sales/Rental Use allowed by Table 18.120.1 that includes maintenance and repair activities as an accessory use requires a site development review or major modification application. The approval authority will approve or approve with conditions a site development review or major modification application when all of the applicable approval criteria listed in Chapter 18.780, Site Development Reviews, or Chapter 18.765, Modifications, are met.***
- B. In addition to the approval criteria identified in Subsection 18.670.025.A above, the approval criteria listed below must be met when a new Motor Vehicle Sales/Rental Use includes maintenance and repair activities as an accessory use and is located on a property identified in Paragraph 18.670.020.C.1.***
1. ***Any adverse impacts from the proposed maintenance and repair activities are mitigated to the extent practicable, including but not limited to noise, odors, and vibrations; and***
 2. ***All customer vehicle drop-off areas associated with the proposed maintenance and repair activities are clearly identified and designed to prevent vehicle idling and queuing outside of a building; and***

3. *The proposed maintenance and repair activities and associated driveways, accessways, drive aisles, and parking areas are located and designed to support pedestrian access, safety, and comfort.*

18.670.100 Street and Accessway Standards

A. The recommended roadway functional classification map and street cross-sections in the Washington Square Regional Center Plan govern the improvement and construction of major streets within the Washington Square Regional Center Plan District, *with the exception of Oak Street as provided below.*

B. *The following street design standards apply to Oak Street between Greenburg Rd and Hall Blvd.*

1. *The cross section for the north side of the street must be consistent with Table 18.910.1 for Collector streets, except that on-street parking is allowed and no bike lane is required; and*
2. *The cross section for the south side of the street must be consistent with Table 18.910.1 for Collector streets, except that on-street parking is allowed and a 12-foot-wide, grade-separated, multi-use path is required in lieu of a bike lane and sidewalk.*

FINDINGS AND CONCLUSIONS

This document contains all applicable city, regional, and state provisions that apply to the package of legislative amendments known as the Washington Square Regional Center Comprehensive Plan Update (CPA2021-00005 and DCA2021-00003) and describes how each provision is met. Provisions that are not included are not considered applicable.

TIGARD COMMUNITY DEVELOPMENT CODE (TCDC)

Title 18 of the Tigard Municipal Code

Chapter 18.710.110 (Legislative Procedure) and Chapter 18.790 (Text and Map Amendments)

- 18.790.020.A Approval process. A legislative amendment application is processed through a
18.710.110.A Legislative procedure, as provided in Section 18.710.110.

FINDING: The proposed Comprehensive Plan Amendment (CPA) and Development Code Amendment (DCA) are being processed through a legislative procedure, as provided in TCDC Section 18.710.110, using the approval criteria outlined in TCDC Section 18.790.020. Additionally, TCDC Section 18.710.110 requires two public hearings: one before Planning Commission (scheduled for November 15, 2021), and one before City Council (scheduled for December 14, 2021). Following a recommendation from Planning Commission, City Council will make a decision on this application. These requirements have been or will be met.

- 18.790.020.B Approval considerations. A recommendation or a decision for a legislative amendment application may be based on consideration of the applicable legal requirements. They may, but do not necessarily include: Oregon Revised Statutes, Oregon Administrative Rules, one or more Statewide Planning Goals, Metro's Urban Growth Management Functional Plan and any other regional plans.

FINDING: The following city, regional, and state provisions apply to the proposed CPA and DCA: Tigard Community Development Code Chapters 18.670, 18.710, and 18.790; Tigard Comprehensive Plan Goals 1, 2, 8, 9, 10, 12, and 14; Oregon Statewide Planning Goals 1, 2, 8, 9, 10, 12, and 14; and Metro Urban Growth Management Functional Plan (Chapter 3.07) Titles 1 and 6. As detailed in the findings below, the applicable city, regional, and state provisions are met for this proposal.

Chapter 18.670 Washington Square Regional Center Plan District

- 18.670.010.A.1 The purpose of this chapter is to implement the vision, concepts, and principles contained in the Washington Square Regional Center Plan, and the recommendations contained in the Phase II Implementation Plan Summary Report prepared by a task force appointed by the City of Tigard.

FINDING: The CPA proposal replaces the 1999 Washington Square Regional Center Plan and Phase II Report with a new Comprehensive Plan section that includes updated goals, policies, and action measures specific to the WSRC. The City anticipates preparing a package of code amendments for the public's consideration within six months of its adoption. This package of future code amendments would be designed to implement many of the newly adopted goals, policies, and action measures and, at a minimum, would include recommendations to change the Tigard

Comprehensive Plan Map and Zoning Map and repeal and replace Chapter 18.670, which currently regulates development in the WSRC. The proposal is consistent with this provision.

- 18.670.010.A.2 Metro’s Regional Urban Growth Management Functional Plan target growth capacity for the Washington Square regional center will be met by allowing mixed-use development within the regional center at densities appropriate for an urban center.

FINDING: The CPA proposal contains new goals and policies that allow vertical and horizontal mixed-use development at densities appropriate for an urban center and that reflect current and projected market realities and community needs and aspirations. The proposal is consistent with this provision.

- 18.670.010.A.3 A mixed-use regional center will contain a variety of districts that vary in scale, predominant use, and character. Distinct districts, connected to each other and to the rest of the region by a multimodal transportation system, will provide a range of working, living, and shopping opportunities.

FINDING: The CPA proposal contains new goals and policies that allow development to vary in scale, use, and character based on location. The CPA proposal is a distillation of what the 2020-2021 WSRC Update Project heard from the community and learned through its technical analysis. The rationale for directing different types and scales of development to different areas within the regional center varies widely. In most cases, the final proposal balances competing interests, such as the community’s need and desire for a variety of housing options and their desire, in some cases, to maintain longstanding low-density residential areas.

The CPA proposal also contains new goals and policies that prioritize projects that improve the multimodal transportation network. There is good access to the WSRC from around the region, especially by car. However, travel within the area is difficult for all modes of travel, but especially for people walking and biking, due to barriers created by existing development, major roads, train tracks, and Fanno Creek. The proposal is consistent with this provision.

- 18.670.010.A.4 Improved multimodal transportation links, higher densities, variety of land uses, and enhanced environmental qualities will all contribute to create a desirable, livable community in the face of dramatic population and employment growth

FINDING: The CPA proposal includes several new policies and specific action measures that support the WSRC becoming a “dense, walkable, and vibrant place,” including but not limited to: regulating the design and location of streets, buildings, and parking areas to maximize pedestrian safety, access, and comfort; incentivizing vertical-mixed use development; supporting the development of needed housing; working to improve multimodal access to existing nearby parks and trails; and prioritizing improvements to the active transportation network. The proposal is consistent with this provision.

- 18.670.010.A.5 New mixed-use zoning districts, along with existing residential zoning districts in established areas, are appropriate for the regional center

FINDING: The CPA proposal contains new goals and policies that direct higher-intensity, transit-supportive, mixed-use development on both sides of Greenburg and along Oak Street,

with medium-density development that is primarily residential directly adjacent to these areas that respects the scale of existing housing. The proposal is consistent with this provision.

18.670.020.C In addition to complying with all applicable development standards, Motor Vehicle Sales/Rental uses that are primary uses must meet the following standards:

1. Properties located east of Highway 217 must contain all sales and rental inventory and vehicle service areas inside a building, except for the existing Motor Vehicle Sales/Rental development located at the northwest corner of Highway 217 and Greenburg Road.

2. Properties located west of Highway 217 must contain all sales and rental inventory and vehicle service areas inside a building or behind a building such that inventory and service areas are not visible from Cascade Avenue.

FINDING: The DCA proposal clarifies that materials and equipment must also be screened or inside a building and adds a new section (TCDC.670.025) that addresses new car dealerships east of Highway 217 that include maintenance and repair activities. Staff was directed to develop these amendments by City Council when they approved modifications to the subdistrict on June 1, 2021 that allows car dealerships (Land Use File DCA2021-00001). Given that maintenance and repair activities are prohibited as a primary use in this area, the purpose of these amendments is to minimize the potential impact of maintenance and repair activities on the pedestrian environment when they are accessory to an allowed car dealership. The proposed amendments strike a balance between this outright prohibition and the market reality that many car dealerships include maintenance and repair activities as an accessory use. The proposal is consistent with this provision.

18.670.100 The recommended roadway functional classification map and street cross-sections in the Washington Square Regional Center Plan govern the improvement and construction of major streets within the Washington Square Regional Center Plan District

FINDING: The DCA proposal includes a new cross section for Oak Street between Greenburg Rd and Hall Blvd. This segment of Oak Street was identified in the 2011 Tigard Greenways Trail System Master Plan as the preferred alignment for the Washington Square Loop Trail. A section of this 12-foot wide, grade-separated path on the south side of Oak Street has already been constructed by private development. The proposed amendment codifies this cross section for the entirety of Oak Street between Greenburg Rd and Hall Blvd. The proposal is consistent with this provision.

CONCLUSION: The applicable provisions of the Tigard Community Development Code are met.

TIGARD COMPREHENSIVE PLAN

Goal 1: Community Involvement

- Goal 1.1 Provide community members, affected agencies, and other jurisdictions the opportunity to participate in all phases of the planning process.

FINDING: City staff followed the legislative notice requirements in TCDC Section 18.710.110, including the required 35-day notices to DLCD, ODOT, and Metro. As a courtesy, notice was mailed to individuals on the citywide interested parties list on October 27, 2021, published in the Tigard Times on October 28, 2021, and emailed to Macerich on November 1, 2021. Notice of Public Hearing was also posted on the city’s website, and the two public hearings scheduled before Planning Commission and City Council provide another opportunity for the public to provide input. Extensive community engagement was also conducted throughout the Washington Square Regional Center Update Project.

The project’s community engagement strategy included three major types of outreach:

- **Stakeholder Working Group:** *A Stakeholder Working Group (SWG) was convened to provide feedback to the project team for the duration of the project. The SWG roster consisted of residents, businesses, service providers, community organizations, and public agency partners. This mix was intended to ensure that different types of stakeholders would hear each other’s perspectives. The SWG met as a full group three times during the project, with supplemental meetings for residents and small business owners at the beginning and end of the project. An interpreter provided simultaneous Spanish interpretation for several Spanish-speaking SWG members at all meetings, and key materials were translated into Spanish. Residents and small business owners who participated in the SWG were given an honorarium to compensate them for their participation.*
- **Metzger Neighborhood and Underrepresented Communities Outreach:** *An overarching goal of the project was to conduct “robust business and community outreach to involve the public and historically marginalized communities, particularly the Metzger community, so that they may contribute their knowledge and shape project outcomes.” As a result, the project team engaged Verde—a community-based organization with expertise in community organizing and capacity building—to assist with community engagement efforts in the ethnically and socioeconomically diverse neighborhoods in and adjacent to the project area. Outreach efforts sought to reflect the demographics of the regional center, with an emphasis on reaching marginalized and underrepresented communities and engaging residents in the Metzger neighborhood. Outreach and engagement activities were conducted by Verde, SWG community members, and City staff in English, Spanish, and Swahili.*
- **Broad Public Outreach:** *The project sought input from a broad group of interested parties and community members at key milestones. The input from these activities was balanced with the input received from the targeted outreach described above.*

The project’s community engagement plan included five rounds of engagement to gather input at different stages of the project starting in June 2020. The methods varied from one round to the next, allowing the project team to adapt and respond to changes in the COVID-19 pandemic

and emerging project needs. Input was received from a wide variety of stakeholders through different engagement activities, including but not limited to the following:

- Stakeholder Working Group Meetings
- One-on-one Community Interviews
- Online Survey
- Online Open House
- Community and Professional Organization Presentations
- Culturally-Specific Focus Groups

Hundreds of community members provided input, and the project team used this input to directly shape project outcomes, including the goals, policies, and action measures contained in the CPA proposal. The proposal is consistent with this goal.

Goal 2: Land Use Planning

Goal 2.1 Maintain an up-to-date Comprehensive Plan, implementing regulations and action plans as the legislative foundation of Tigard’s land use planning program.

Policy 5 The City shall promote intense urban level development in Metro-designated Centers and Corridors, and employment and industrial areas.

FINDING: The WSRC is a Metro-designated regional center. The CPA proposal provides the City with a much more detailed set of goals, policies, and action measures than currently exists. Collectively, they promote intense urban level development through: provisions for compact, transit-supportive development that require less parking, incentives for vertical mixed-use development, and recommendations for regulating the location and design of streets, buildings, and parking areas to facilitate the development of a walkable urban environment. The proposal is consistent with this policy.

Policy 18 The Council may at any time, upon finding it is in the overall public interest, initiate legislative amendments to change the Comprehensive Plan text, Plan/Zoning Map(s) and/or the Community Development Code.

FINDING: City staff initiated the WSRC Update Project in 2019 with City Council support and approval to advance city goals that were in place at the time:

City Strategic Plan Goal 2 – Ensure development advances the vision.

City Council Goal 2 – Promote economic growth and community vitality by identifying and removing barriers to redevelopment in Washington Square Regional Center.

The CPA proposal is the result of the WSRC Update Project, which included a robust community engagement program to ensure that the community’s needs and aspirations shaped project outcomes and reflected their interests. Consistent with the City’s equity goals, the project team made a special effort to engage community members who reflected the diversity of the WSRC community, particularly those from historically marginalized populations. The proposal is consistent with this policy.

Policy 20 The City shall periodically review and, if necessary, update its Comprehensive Plan and regulatory maps and implementing measures to ensure they are current and responsive to community needs, provide reliable information, and conform to applicable state law, administrative rules, and regional requirements.

FINDING: The CPA proposal is the result of a 2-year Washington Square Regional Center Update Project funded in part by a Metro 2040 Planning and Development Grant to update the Tigard Comprehensive Plan consistent with current community needs and aspirations, emerging market trends, and Tigard’s goal to be a walkable, healthy, and inclusive community as directed by the City’s 2020-2025 Strategic Plan. The original plan for this area was developed in 1999, and many things have changed in the last 20 years. Online shopping has disrupted the retail sector, and technological innovations are changing the way people travel and work. Equity has become a higher priority for the City, and housing and climate issues have become more severe. The CPA proposal is a necessary and timely update to the Tigard Comprehensive Plan and the City’s land use program. The proposal is consistent with this policy.

Goal 8: Parks, Recreation, Trails, and Open Space

Goal 8.1 Provide a wide variety of high-quality park and open spaces for all residents.

FINDING: The CPA proposal recommends expanding and enhancing parks and open spaces in and adjacent to the WSRC, where possible. It also recommends prioritizing access to existing or planned parks and trails. The proposal is consistent with this goal.

Goal 8.2 Create a Citywide network of interconnected on- and off-road pedestrian and bicycle trails.

FINDING: The DCA proposal codifies the Oak Street cross section, which includes a grade-separated path on the south side of the street. This path is one segment of the Washington Square Loop Trail. The CPA proposal recommends taking steps to formalize and implement the revised and more financially feasible alignment for the Washington Square Loop Trail and the new Metzger-Fowler Loop Trail, both of which share the same critical gap in their alignments, which is roughly the area between the Hwy 217 Greenburg interchange and the North Dakota, Tiedeman, and Greenburg intersection. This proposal is consistent with this goal.

Goal 9: Economic Development

Goal 9.1 Develop and maintain a strong, diversified, and sustainable local economy.

FINDING: The CPA proposal includes a number of goals and policies that support mall redevelopment, foster economic growth through the removal of regulatory barriers, encourage ground floor commercial uses below housing, and support the small, neighborhood-serving businesses on Hall Blvd. The proposal is consistent with this goal.

Goal 9.3 Make Tigard a prosperous and desirable place to live and do business.

Policy 1 The City shall focus a significant portion of future employment growth and high-density housing development in its Metro-designated Town Center; Regional Center (Washington Square); High Capacity Transit Corridor (Hwy 99W); and the Tigard Triangle.

FINDING: The WSRC is a Metro-designated regional center. The CPA proposal provides the City with a much more detailed set of goals, policies, and action measures than currently exists. Collectively, they promote intense urban level development through: provisions for compact, transit-supportive development that require less parking, incentives for vertical mixed-use development, and recommendations for removing regulatory barriers to medium- and high-density housing. The proposal is consistent with this policy.

Goal 10: Housing

- Goal 10.1 Provide opportunities for a variety of housing types at a range of price levels to meet the diverse housing needs of current and future City residents.

FINDING: The CPA proposal includes several goals and policies that support rental housing stability and the development of a variety of housing types and more affordable housing. It recommends removing regulatory barriers to medium- and high-density housing, adopting local tenant protections to supplement statewide protections, and supporting the development of middle housing and affordable housing with fee exemptions, revolving loan funds, and other similar methods. The CPA proposal also includes a goal specific to equity and inclusion that recommends the City actively work to prevent displacement of socially vulnerable households from high-priority anti-displacement areas. The proposal is consistent with this goal.

Goal 12: Transportation

- Goal 12.1 Develop mutually supportive land use and transportation plans to enhance the livability of the community.

FINDING: The main goal of the WSRC Update Project was to update the land use and transportation policy framework for the area. The project team coordinated closely with land use and transportation staff from affected jurisdictions and road authorities and held three transit-oriented development workshops with TriMet and Macerich representatives. The project team also coordinated closely with the Tigard Transportation System Plan update project. As a result, the CPA proposal includes many interrelated goals and policies that promote transformative redevelopment supported by transit and multimodal facilities, including projects to overcome the Hwy 217 barrier and increase access to nearby parks and trails. The proposal is consistent with this goal.

- Goal 12.3 Provide an accessible, multi-modal transportation system that meets the mobility needs of the community.

FINDING: The DCA proposal codifies the Oak Street cross section, which includes a grade-separated path on the south side of the street. This path is one segment of the Washington Square Loop Trail. The CPA proposal includes a goal to prioritize improvements to the active transportation network and identifies specific projects to fill critical gaps and overcome existing barriers for people walking and biking. The proposal is consistent with this goal.

- Goal 12.5 Coordinate planning, development, operation, and maintenance of the transportation system with appropriate agencies.

Policy 1 The City shall coordinate and cooperate with adjacent agencies and service providers—including Metro, TriMet, ODOT, Washington County, and neighboring cities—when appropriate, to develop transportation projects which benefit the region as a whole, in addition to the City of Tigard.

FINDING: Through the WSRC Update Project, the City coordinated with staff from adjacent agencies and service providers, many of whom served on the project’s Stakeholder Working Group, including but not limited to:

- Metro
- TriMet
- ODOT
- Washington County
- Beaverton
- Portland
- Tualatin Hills Parks and Recreation District
- Clean Water Services

The proposal is consistent with this goal and policy.

Goal 14: Urbanization

Goal 14.1 Provide and/or coordinate the full range of urban level services to lands and citizens within the Tigard City limits.

Policy 3 The City shall, as needed, coordinate and/or participate in planning activities or development decisions within the Tigard Urban Services Area.

FINDING: The CPA proposal includes land use and transportation recommendations for the portion of the WSRC outside city limits in unincorporated Washington County because it is within Tigard’s Urban Planning Area. The CPA proposal also specifies that the City will apply land use designations and zoning classifications to properties in unincorporated Washington County only upon annexation to the City of Tigard. The proposal is consistent with this goal and policy.

Goal 14.3 Promote Tigard citizens’ interests in urban growth boundary expansion and other regional and state growth management decision.

Policy 3 The City shall maintain the low-density residential character of its existing single family residential neighborhoods and accommodate more intense urban land uses in its regional and town centers and within major transportation corridors to be consistent with Statewide Planning Goals and the Metro Framework Plan.

FINDING: The WSRC is a Metro-designated regional center. The CPA proposal provides the City with a much more detailed set of goals, policies, and action measures than currently exists. Collectively, they promote intense urban level development through: provisions for compact, transit-supportive development that require less parking, incentives for vertical mixed-use

development, and recommendations for removing regulatory barriers to medium- and high-density housing. The proposal is consistent with this policy. The proposal is also consistent with Statewide Planning Goals and the Metro Framework Plan as detailed elsewhere in this report.

CONCLUSION: The applicable provisions of the Tigard Comprehensive Plan are met.

Metro Urban Growth Management Functional Plan

Title 1 Housing Capacity

Title 1 requires each city and county to maintain or increase its housing capacity except as provided in section 3.07.120.

FINDING: The WSRC has made very slow progress towards becoming a dense, walkable, and vibrant place in the past two decades. This is partly because zoning and development standards were out of sync with the market and planned public investment never materialized. As a result, the CPA proposal includes several recommendations that are collectively designed to support the development of the WSRC into a principal center of urban life in a way that balances market realities and the community's need for more housing and more housing options. The following is a summary of key findings and recommendations from the WSRC Update Project that relate to housing and that are reflected in the CPA proposal:

- *Continue to prioritize high-density, mixed-use development on and around the mall site, especially high-density housing, recognizing that mall redevelopment is the primary opportunity for regional center transformation.*
- *Seek opportunities to partner with and leverage mall redevelopment to support community desires for open space, housing options, and diverse businesses.*
- *Right-size the aspirations for all other areas, recognizing that tall mixed-use buildings are highly unlikely in these areas for the foreseeable future. Focus on fostering incremental growth and change, such as supporting a range of new housing options, including middle housing.*
- *Support residents who need access to low-cost housing so they can remain and thrive in the regional center.*

The intent of the CPA proposal is to maintain housing capacity and increase housing production in the WSRC. To that end, the CPA proposal includes goals, policies, and action measures designed to facilitate the development of needed housing in more areas of the WSRC. It recommends the following three approaches: 1) expand the areas where medium-density housing is allowed, also known as middle housing, 2) change some areas zoned for mixed-use employment to mixed-use residential, and 3) remove regulatory barriers to high- and medium-density housing.

1) The WSRC is predominantly zoned for mixed-use development, with some areas of low- and medium-density residential. The CPA proposal recommends rezoning the low-density residential areas within the City to medium-density mixed-use residential.

2) The WSRC contains a large area zoned for mixed-use employment east of Greenburg Rd. The CPA proposal recommends rezoning the southern portion of this area to high-density mixed-use residential. At a minimum, this ensures that the remaining developable properties will develop with housing and not commercial-only uses.

3) *The City’s existing regulations are an impediment to high- and medium-density housing. High parking and landscaping requirements make high-density housing less efficient and harder to build, while medium-density housing, such as row houses and low-rise apartments, are often precluded by minimum density and height requirements intended to encourage higher-density development. The CPA proposal recommends removing these regulatory barriers in targeted mixed-use areas, particularly in the mixed-use commercial area in the center of the regional center that is over 100 acres in size and includes Washington Square Mall and other large-format retail stores.*

In closing, the CPA proposal, with its housing-specific goals, policies, and action measures, is intended to create more opportunities for medium- and high-density housing development in the WSRC. It is supported by the extensive technical analysis completed by the WSRC Update Project that included a code audit, market study, development feasibility study, and displacement risk study. The proposal is consistent with Title 1.

Title 6
Centers

The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties to enhance this role.

FINDING: The WSRC has an adopted boundary pursuant to 3.07.620(a)(1), and the CPA proposal is not recommending any modifications. The WSRC Update Project performed an assessment of the regional center pursuant to 3.07.620(a)(2), and the CPA proposal includes new Comprehensive Plan goals, policies, and recommended actions measures in partial compliance with 3.07.620(a)(3) that considered this assessment. The CPA proposal is not changing the Comprehensive Plan designations, zoning classifications, or development standards for this area at this time. The City plans to address these elements of 3.07.620(a)(3) in the near future. The proposal is consistent with Title 6.

CONCLUSION: The applicable provisions of the Metro Urban Growth Management Function Plan are met.

OREGON STATEWIDE PLANNING GOALS

Goal 1 Public Involvement

FINDING: Goal 1 requires the City to provide opportunities for the public to participate in all phases of land use decision making. In this case, the City’s Goal 1 obligations are satisfied by compliance with the procedural requirements for a Legislative Amendment in TCDC Section 18.710.110 and by the extensive community engagement conducted as part of the Washington Square Regional Center Update Project that are detailed earlier in this report in response to the City’s community involvement goal. The proposal is consistent with this goal.

Goal 2 Land Use Planning

FINDING: Goal 2 requires local governments to adopt a comprehensive plan and implementing ordinances that are consistent with its plan. The CPA proposal updates the Tigard Comprehensive Plan, providing the City with a much more detailed set of goals, policies, and

action measures than currently exists. Assuming the CPA proposal is adopted, the City anticipates preparing a package of code amendments for the public's consideration within six months of its adoption. This package of code amendments would be designed to implement many of the newly adopted goals, policies, and action measures and, at a minimum, would include recommendations to change the Tigard Comprehensive Plan Map and Zoning Map and repeal and replace TCDC Chapter 18.670, which currently regulates development in the WSRC.

Goal 2 also requires an "adequate factual base" for legislative decisions. The CPA proposal was developed with the help of a consultant team with expertise in land use planning, multimodal transportation planning, housing and economic analysis, and displacement risk analysis. It is supported by the extensive technical analysis completed by this team, including but not limited to a code audit, market study, development feasibility study, displacement risk study, and nonconforming analysis.

Finally, Goal 2 requires coordination between local governments and state agencies. The City's Goal 2 obligations in this regard were satisfied through ongoing coordination with and notices to affected local, regional, and state governmental entities. The proposal is consistent with this goal.

Goal 8 Recreational Needs

FINDING: Goal 2 requires each community to evaluate its recreation areas and facilities and develop plans to address projected demand. The WSRC Update Project identified the location of existing and planned parks and trails and evaluated how easy they were to access from the WSRC. It determined that access was deficient for all parks and trails that were meant to serve WSRC residents and workers. As a result, the CPA proposal recommends prioritizing park and trail access for people on foot or bike. It also recommends specific action measures to improve access, such as new or improved crossings along Hall Blvd to access Metzger Park, a public access easement from the west or north to access the planned park on Steve Street, and a new pedestrian bridge over Highway 217 to access Bagan Park, Fanno Creek Trail, and Tigard Heritage Trail. The proposal is consistent with this goal.

Goal 9 Economic Development

FINDING: Goal 9 calls for diversification and improvement of the economy. The CPA proposal includes a goal that calls for the City to support regional-serving businesses while working to grow traded-sector and local-serving businesses in a number of ways, including, but not limited to: supporting and encouraging mall redevelopment, fostering economic and business growth by removing regulatory barriers, supporting neighborhood-serving businesses on Hall Blvd, and partnering with non-profit and multicultural business partners to increase the number of women- and minority-owned businesses in the area. The proposal is consistent with this goal.

Goal 10 Housing

FINDING: Goal 10 requires each city to plan for and accommodate needed housing types. To this end, the City adopted a Housing Strategies Report in 2013 that included recommendations for policy changes to allow a wider variety of housing types in Tigard, particularly middle housing development. This was followed by adoption of code amendments in 2018 to allow middle housing development consistent with Senate Bill 1051. The City went on to complete a Housing Needs Analysis (HNA) in 2020 that identified Tigard's future housing needs and available land supply. This analysis determined that Tigard complied with Title 1 of the Metro Urban Growth

Management Functional Plan regarding housing capacity and with the Metropolitan Housing Rule regarding residential densities and housing types. Most recently in 2021, the City updated Chapter 10 of its Comprehensive Plan to incorporate its 2020 HNA.

The City's HNA identified a need of 7,416 housing units over the next 20 years. The analysis also found that the current capacity of buildable lands within the city would only accommodate 4,206 units, leaving a shortfall of 3,210 units. It is worth noting that this figure is likely even higher. The city is required to use data from Metro's forecast to determine housing need. However, a 2020 report by Oregon Housing and Community Services and the Department of Land Conservation and Development demonstrated that the regional figures are low because they only calculate need based on population growth, which does not account for the needs of unhoused residents or the current undersupply of housing. When these factors are taken into account, the report determined that the regional housing need attributed to Tigard may be as high as 12,000 units over the next two decades.

As a result of this demonstrated need for more housing—including affordable housing and higher density housing to make the most of the City's limited land supply—the WSRC Update Project evaluated how to facilitate the development of high- and medium-density housing in the WSRC. This evaluation included a code audit, market study, and development feasibility study. Additionally, and in response to the growing unhoused population, the project also completed a displacement risk study to identify existing housing most likely to redevelop, remodel, or raise rents that could potentially lead to the displacement of socially vulnerable households in the near- or long-term.

The WSRC Update Project subsequently used this information to develop housing and anti-displacement recommendations, and these recommendations are reflected in the goals, policies, and action measures included in the proposed Comprehensive Plan Amendment (CPA) for the WSRC, which is the subject of this staff report. This is significant because development in the WSRC is currently guided by a 1999 plan that was adopted as a standalone document. There are limited references to the WSRC in the Tigard Comprehensive Plan today. The proposed CPA is designed to augment Chapter 15 of the Tigard Comprehensive Plan. This chapter is reserved for special planning areas and currently includes goals and policies for the City's town center. This augmentation will allow for better coordination and alignment between WSRC housing goals and policies and citywide housing goals and policies, which are currently located in Chapter 10 of the Tigard Comprehensive Plan.

The proposed CPA is designed to increase the City's ability to meet its growing housing need as identified in its 2020 HNA. There are seven proposed goals in total, and three in particular relate to housing. These goals and their applicable policies are listed below for reference. They are designed to either increase housing production, particularly high- and medium-density housing, or minimize displacement.

Goal 15.1: Develop a coordinated land use and transportation framework that supports development of the Tigard WSRC into a dense, walkable, and vibrant place and that also reflects market realities, community needs and aspirations, and City goals related to sustainable growth.

- 1. Promote the efficient use of land through regulations, incentives, and partnerships.*
- 2. Allow a complementary mix of land uses that are appropriate in a walkable urban environment.*

3. *Prioritize high-intensity, transit-supportive development on both sides of Greenburg Rd and along Oak Street. Limit new low-intensity development in these areas to preserve opportunities for higher intensity development over the long-term.*

Goal 15.2: Implement and advocate for an equitable and inclusive approach to public investment in the Tigard WSRC in which the benefits of development are broadly shared by all.

1. *Support the development and preservation of regulated affordable housing.*
2. *Work to prevent displacement of socially vulnerable households in anti-displacement priority areas.*

Goal 15.5: Facilitate the development of a variety of housing types and densities in the Tigard WSRC to meet the needs of households of all incomes and sizes.

1. *Allow housing everywhere in the Tigard WSRC.*
2. *Support the development of a variety of housing types and densities in single-use and mixed-use buildings.*
3. *Support the development of needed housing, including middle housing.*
4. *Encourage housing above ground-floor commercial uses.*

Goals 15.1 and 15.5 (including their applicable policies and action measures) are designed to increase housing production in three ways, namely by 1) expanding the areas where medium-density housing is allowed, also known as middle housing, 2) changing some areas zoned for mixed-use employment to mixed-use residential, and 3) removing regulatory barriers to high- and medium-density housing.

1) The WSRC is predominantly zoned for mixed-use development, with some areas of low- and medium-density residential. The CPA proposal recommends rezoning the low-density residential areas within the City to medium-density mixed-use residential.

2) The WSRC contains a large area zoned for mixed-use employment east of Greenburg Rd. The CPA proposal recommends rezoning the southern portion of this area to high-density mixed-use residential. This will ensure that, at a minimum, the remaining developable land will develop with housing and not commercial-only uses.

3) The City's existing regulations are an impediment to high- and medium-density housing. High parking and landscaping requirements make high-density housing less efficient and harder to build, while medium-density housing, such as row houses and low-rise apartments, are often precluded by minimum density and height requirements intended to encourage higher-density development. The CPA proposal recommends removing these regulatory barriers in targeted mixed-use areas, particularly in the mixed-use commercial area in the center of the regional center that is over 100 acres in size and includes the Washington Square Mall and other large-format retail stores.

Goal 15.2 (including its applicable policies and action measures) is designed to support the development of affordable housing and prevent displacement of socially vulnerable households in anti-displacement priority areas. It specifically recommends that the City more fully implement its Affordable Housing Plan, especially those policies and programs that support rental housing stability and affordable housing development. This is because the regional center population has

above average indicators of potential disadvantage. Compared to the city overall, the regional center is more diverse and home to more renters and households with low and moderate incomes.

Additionally, renters in and adjacent to the regional center may be at risk for displacement. Those who live in older, unsubsidized housing; face more discrimination in the housing market; or pay more than 30% of their income for rent (i.e., cost-burdened households) are at particular risk. The regional center has a large renter population (roughly half of whom are cost-burdened) and a number of older, unsubsidized apartment buildings, particularly along Hall Blvd. Moreover, future public or private investment has the potential to make the area more desirable, which can lead to higher rents, redevelopment, or major renovations, particularly if new housing is not built to absorb the increased demand.

In summary, the CPA proposal, with its housing-specific goals, policies, and action measures, is intended to create more housing opportunity, promote housing equity, and mitigate displacement in the WSRC. The proposal is consistent with this goal.

Goal 12 Transportation

FINDING: Goal 12 calls for "a safe, convenient and economic transportation system" that addresses the needs of the "transportation disadvantaged." There is good access to the regional center by car; however, walking and biking within the area can be unsafe and uncomfortable. Large parking lots, highways, busy roads, train tracks, and creeks are difficult barriers to overcome. Despite these challenges, it is more important than ever—from a climate-resiliency and equity perspective—to prioritize funding for transportation improvements for people who need (or choose) to walk and bike to get around, including walking and biking to transit. As a result, the CPA proposal recommends prioritizing improvements to the active transportation network that improve safety and access to nature, recreation, schools, transit, jobs, and services in areas with a large number of market affordable housing units or regulated affordable housing units. The proposal is consistent with this goal.

Goal 14 Urbanization

FINDING: Goal 12 requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. Since the WSRC was designated a regional center in 1995, it has been the City's goal to direct a significant portion of Tigard's future employment growth and high-density housing to this area. The first plan for the WSRC was developed in 1999, but the area has made slow progress towards becoming more intensely developed in the intervening decades. The 2020-2021 WSRC Update Project was initiated by the City to update the existing land use and transportation policy framework in order to better align it with current market realities while still supporting higher intensity development in the area so as to meet Tigard's future growth needs. The proposal is consistent with this goal.

CONCLUSION: The applicable provisions of the Oregon Statewide Planning Goals are met.