

WASHINGTON SQUARE REGIONAL CENTER UPDATE PROJECT

Final Report

December 2021



ACKNOWLEDGEMENTS

STAKEHOLDER WORKING GROUP

COMMUNITY MEMBERS AND ORGANIZATIONS

AMINA ABDIRAHMAN, **RESIDENT**
 MOHAMED BAHAMADI, **HAKI COMMUNITY ORGANIZATION**
 MARI YENI DOLORES, **RESIDENT**
 ROCIO DOLORES, **RESIDENT**
 LINDA DOVE, **BETHLEHEM HOUSE OF BREAD**
 RACHAEL DUKE, **COMMUNITY PARTNERS FOR AFFORDABLE HOUSING**
 SABRAH SEIF, **RESIDENT**
 DOLLY SPECHT, **RESIDENT, TIGARD COMMITTEE FOR COMMUNITY ENGAGEMENT**
 JAMIE NOELLE WATSON, **RESIDENT, TIGARD PLANNING COMMISSION**

BUSINESS OWNERS AND OPERATORS

KATI CLINE, **NIMBUS BUSINESS**
 SCOTT FOUSSER, **DEVELOPER, ENTREPRENEUR**
 JEFF GROW, **GREENBURG BUSINESS**
 MARIA HALSTEAD, **WASHINGTON SQUARE MALL**
 JACOB KNUDSEN, **WASHINGTON SQUARE MALL**
 GENE TUPPER, **NIMBUS BUSINESS**

AGENCY PARTNERS

GUY BENN, **TRIMET**
 JEAN SENECHAL BIGGS, **CITY OF BEAVERTON**
 GLEN BOLEN, **ODOT**
 FIONA CUNDY, **TRIMET**
 MARAH B. DANIELSON, **ODOT**
 CHRIS FAULKNER, **CLEAN WATER SERVICES**
 BRIAN HARPER, **METRO**
 STEVE KELLEY, **WASHINGTON COUNTY**
 SUZANNE SAVIN, **WASHINGTON COUNTY**
 ANNA SLATINSKY, **CITY OF BEAVERTON**
 MIKE WILLIAMS, **CITY OF BEAVERTON**

TIGARD CITY STAFF

SUSAN P. SHANKS, **PROJECT MANAGER**
 TOM MCGUIRE, **ASSISTANT COMMUNITY DEVELOPMENT DIRECTOR**
 LLOYD PURDY, **ECONOMIC DEVELOPMENT MANAGER**
 DAVE ROTH, **SENIOR TRANSPORTATION PLANNER**
 SCHUYLER WARREN, **SENIOR PLANNER**
 AGNES LINDOR, **PROJECT PLANNER**
 LAUREN SCOTT, **COMMUNITY ENGAGEMENT COORDINATOR**
 DYLAN DEKAY-BEMIS, **ECONOMIC DEVELOPMENT COORDINATOR**

TIGARD PLANNING COMMISSION

YI-KANG HU, **PRESIDENT**
 NATHAN JACKSON, **VICE PRESIDENT**
 MELANIE BROOK, **COMMISSIONER**
 DARLENE DICK, **COMMISSIONER**
 AHSHA MIRANDA, **COMMISSIONER**
 ALEXANDRIA QUINONES, **COMMISSIONER**
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 CRAIG SCHUCK, **COMMISSIONER**
 KESHAVAN (K7) TIRUVALLUR, **COMMISSIONER**
 JAMIE WATSON, **COMMISSIONER**
 COLE WHITEHURST, **COMMISSIONER**

TIGARD CITY COUNCIL

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 JOHN GOODHOUSE, **COUNCILOR**
 LIZ NEWTON, **COUNCILOR**
 JEANETTE SHAW, **COUNCILOR**
 AISHIKI NAG, **YOUTH CITY COUNCILOR**

CONSULTANT TEAM

BECKY HEWITT, **ECONORTHWEST**
 TYLER BUMP, **ECONORTHWEST**
 OSCAR SAUCEDO-ANDRADE, **ECONORTHWEST**
 JESSICA ZDEB, **TOOLE DESIGN**
 GWEN SHAW, **TOOLE DESIGN**
 KERRY ASZKLAR, **TOOLE DESIGN**
 MARTIN GLASTRA VAN LOON, **SERA ARCHITECTS**
 STEVE FAUST, **3J CONSULTING**
 ANAIS MATHEZ, **3J CONSULTING**
 ANNA GORDON, **VERDE**
 PEDRO MORENO, **VERDE**



TABLE OF CONTENTS

1. INTRODUCTION 4

2. PLANNING PROCESS..... 6

3. WHAT WE LEARNED..... 12

4. WHAT WE HEARD..... 22

5. PROJECT RECOMMENDATIONS..... 26

6. PROJECT IMPLEMENTATION..... 46

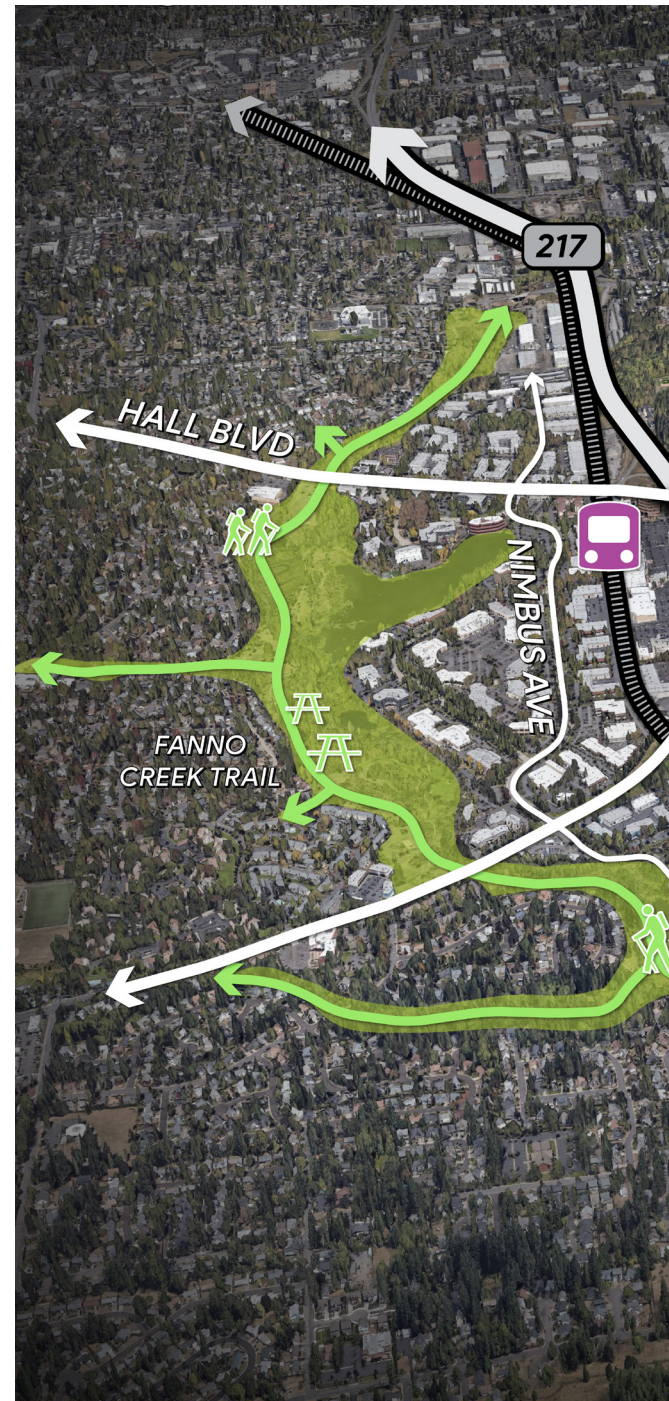


INTRODUCTION

The Washington Square Regional Center (WSRC) is located at 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. Washington Square is one of eight regional centers in the Metro regional growth plan 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. The WSRC is also home to a culturally diverse and growing community.

The first plan for the WSRC from 1999 envisioned the area as a dense, walkable, and vibrant place with more housing options, better transit service, and more urban amenities. The area has made slow progress towards that vision in the past two decades. Additionally, many things have changed since the adoption 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.

Recognizing the WSRC's potential for transformative, equitable, and sustainable growth, the City of Tigard led a 2020-2021 project to update existing policies and the original land use and transportation vision. This project sought to better align future WSRC development with current community needs and aspirations, emerging market trends, and Tigard's goal to be a walkable, healthy, and inclusive community. 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. This report summarizes the project's findings and recommendations.



While the WSRC spans multiple jurisdictions, this report primarily focuses on the portion of the regional center within the City of Tigard and the unincorporated portions of Washington County that are within Tigard's urban planning area and may someday be part of the city. For the purposes of this report, this subset of the regional center is referred to as Tigard's portion of the WSRC.



PLANNING PROCESS

COMMUNITY ENGAGEMENT STRATEGY

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

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.

Outreach to the Metzger Community and Underrepresented Groups

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 Engagement

The project sought input from a broad group of interested parties and community members at key milestones. The input from the general public was balanced with the input received from Metzger community members and underrepresented groups.





ADAPTING TO ENGAGEMENT DURING A PANDEMIC

The WSRC Update Project began in spring of 2020—the early months of the COVID-19 pandemic. Although the City remained committed to meeting the goals of its original community engagement strategy, the uncertainty associated with the length of the social distancing requirements, coupled with the emotional and economic impacts of COVID-19, required alternative engagement strategies to provide meaningful dialogue and input.

The City used the following guiding principles to develop the alternative engagement strategy:

- ▶ **SENSITIVE.** Sensitive to the larger issues that the community may be experiencing because of COVID-19 and the related economic disruptions.
- ▶ **SAFE.** Safe for all stakeholders and project team members through social distancing, direct mailings, and technology.
- ▶ **SUPPORTIVE.** Supportive of those stakeholders who have historically experienced barriers to participation and/or who may currently experience barriers to participation because of COVID-19 through financial or technological assistance.
- ▶ **MEANINGFUL.** Meaningful involvement of stakeholders through a combination of in-depth one-on-one interactions, small-group virtual meetings, and short-format surveys.

COMMUNITY ENGAGEMENT PROCESS

Planning for the future of the WSRC was a collaborative effort, and gathering meaningful input from the community was essential to this effort. The project’s community engagement plan included five rounds of engagement to gather input at different stages of the project. The methods varied from one round to the next, allowing the project team to adapt and respond to changes in the pandemic and emerging project needs.

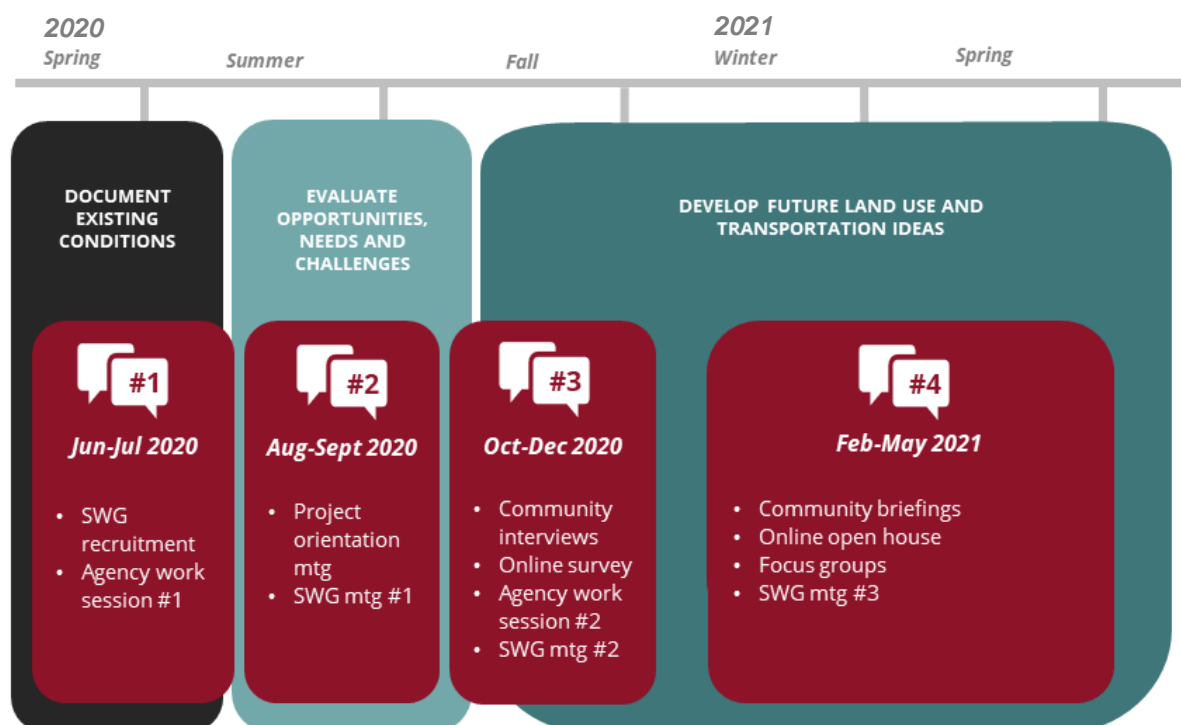
The specific methods used and types of input gathered in each round of engagement are summarized here and also shown below relative to other project tasks. A summary of what the project team heard from the community and how the community’s input shaped project outcomes is provided later in this report.

Round 1: June - July 2020

- **Recruitment:** City staff and Verde recruited residents, small businesses, and community organizations to the SWG. City staff invited representatives from large businesses, service providers, and public agency partners to round out the SWG roster.
- **Agency Work Session #1:** The project team met with public agency partners to solicit information on what may cause or act as a barrier to change in the WSRC.

Round 2: August – September 2020

- **Project Orientation:** SWG community members participated in a project orientation meeting to become familiar with the virtual platform, build camaraderie, and learn more about the project in preparation for the first full SWG meeting.
- **SWG #1—Project Introduction:** The project team provided a presentation on current land use, housing, and market conditions, as well as infrastructure conditions and needs. SWG members discussed what currently works well in the WSRC and what they would like to see change or improve in the future.



Round 3: October – December 2020

- **Community Interviews:** SWG community members and Verde and City staff conducted phone interviews with community members in their networks, asking the same questions discussed at the SWG meeting about what currently works well in the WSRC and what they would like to see change or improve in the future. Interviews were conducted in English, Spanish, and Swahili and garnered a total of 35 responses. Residents were asked additional questions about their housing stability to inform work on residential displacement risk.
- **Online Survey:** Interested parties were asked the same questions about what currently works well in the WSRC and what they would like to see change or improve in the future. Forty-three people participated in the survey.
- **Agency Work Session #2:** The project team met with public agency partners to discuss and coordinate various Highway 217 crossing plans.
- **SWG #2—Sharing Findings and Initial Ideas:** The project team provided a summary of community engagement results from the interviews and online survey and led a discussion on initial ideas for updating the land use and transportation plans for the area. Feedback from the SWG helped to shape these initial ideas into a set of proposed recommendations, which were then broadly vetted in an online open house.

Round 4: February – May 2021

- **Community Briefings:** City staff presented at seven community organization meetings about the project and upcoming open house. A SWG community member gave a similar presentation at their neighborhood association meeting.
- **Online Open House:** More than 800 people visited the online open house, which was available in English and Spanish, to review information and provide feedback about the proposed WSRC recommendations. More than 230 people provided feedback.
- **Culturally Specific Focus Groups:** SWG community members hosted two focus group discussions with their peers: one with Spanish-speaking community members and another with Swahili-speaking community members. More than 20 people participated in the focus group discussions.
- **SWG #3—Sharing Findings and Recommendations:** The project team provided a summary of community engagement results from the online open house and focus groups and solicited feedback to further refine the proposed recommendations. All feedback from Round 4 was used to prepare the project's final set of recommendations.

Round 5: August – September 2021

- **Project Evaluation:** SWG community members participated in a project evaluation meeting to reflect on their experience in the project and to help the project team understand what had (and hadn't) worked for them from an engagement perspective. SWG members also reviewed the final set of recommendations and assessed whether their organizational and community priorities were reflected in them.
- **Agency Work Session #3:** The project team met with public agency partners to review project recommendations, answer questions, and solicit feedback.
- **Final Project Briefings:** City staff presented the final set of project recommendations to the Planning Commission and City Council. This concluded a series of briefings on the project to these groups. In total, staff briefed the Planning Commission six times and City Council four times over the course of the project.



TECHNICAL ANALYSIS

As a complement to the project’s community engagement efforts, the project team conducted extensive analysis of the built environment, market conditions, and the policy and regulatory context of the WSRC to understand existing conditions, opportunities, and challenges.

The types of analysis conducted are listed below by project task. A summary of what the project team learned from this analysis is provided later in this report.

Document Existing Conditions

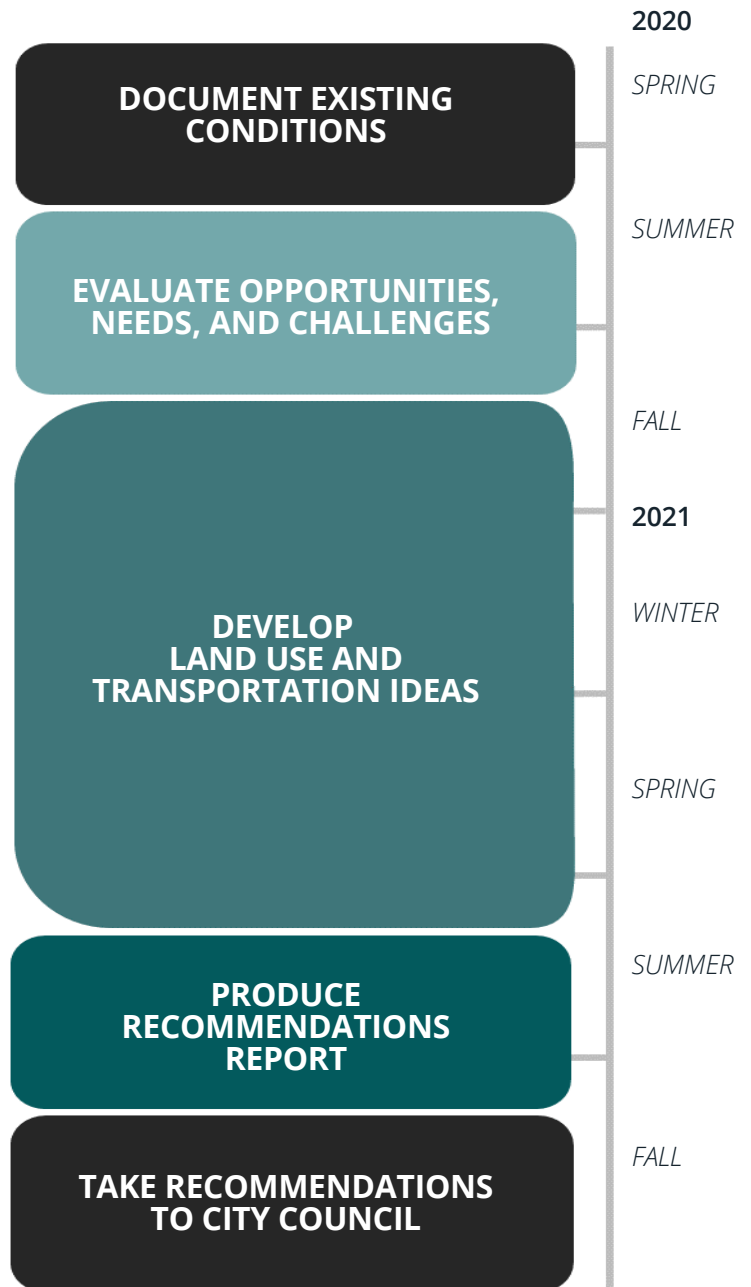
- Analysis of resident demographics and employment composition and trends
- Evaluation of current land uses and development intensities
- Identification of nonconforming development and uses
- Documentation of existing multimodal transportation conditions, including gaps and barriers
- Assessment of infrastructure needs, including stormwater and public utility deficiencies

Evaluate Opportunities, Needs, and Challenges

- Identification of past implementation challenges
- Analysis of market conditions for a range of development types, including apartments, row houses, office, and retail
- Identification of potential redevelopment sites and site-specific development constraints
- Identification of regulatory obstacles to development
- Evaluation of residential displacement risk in the WSRC and adjacent Metzger neighborhood
- Exploration of Transit-Oriented Development opportunities on the Washington Square Mall site

Develop Land Use and Transportation Ideas

- Identification of potential land use and regulatory changes that align with the project analysis findings and the needs and priorities of the community
- Study of potential transportation improvements to Greenburg Road to improve access between the neighborhood and the mall
- Evaluation of active transportation opportunities to improve access to parks, open space, and schools
- Identification of potential housing and economic development strategies that support the land use and transportation ideas





WHAT WE LEARNED

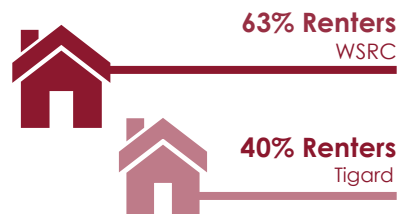
DEMOGRAPHICS AND EMPLOYMENT

The regional center is home to roughly 2,000 people. The area's population is more diverse than the city as a whole and has above-average indicators of potential disadvantage. Compared to the city overall, the regional center is home to more renters and households with low and moderate incomes.

The number of employees and businesses in the regional center has declined by about 12 percent since 2003. Salaries across all industries have declined as well. The lowest-paid employees—those working in the retail and consumer-related industry—made up roughly one-third of the 2018 workforce (totaling over

5,000 employees) and earned 33 percent less than their 2003 counterparts. Lincoln Center consistently has the highest number of employees per acre, and Washington Square Mall consistently employs the greatest number of people.

Who lives here?



Data Source: 2010 and 2017 American Community Survey
WSRC Data: Census Tract 309 Block Group 2

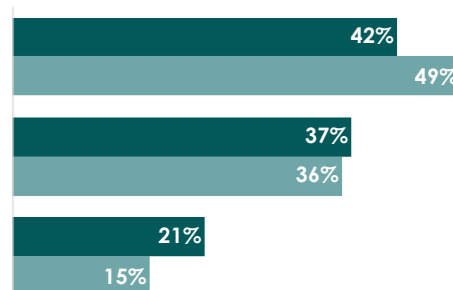
Who works here?



Average Salary by Sector 2003-2018

\$73,549	\$56,182	Technical & Professional
\$30,264	\$20,257	Retail & Consumer-Related
\$88,269	\$67,922	Manufacturing & Skilled Trade

Share of Employment by Sector 2003-2018



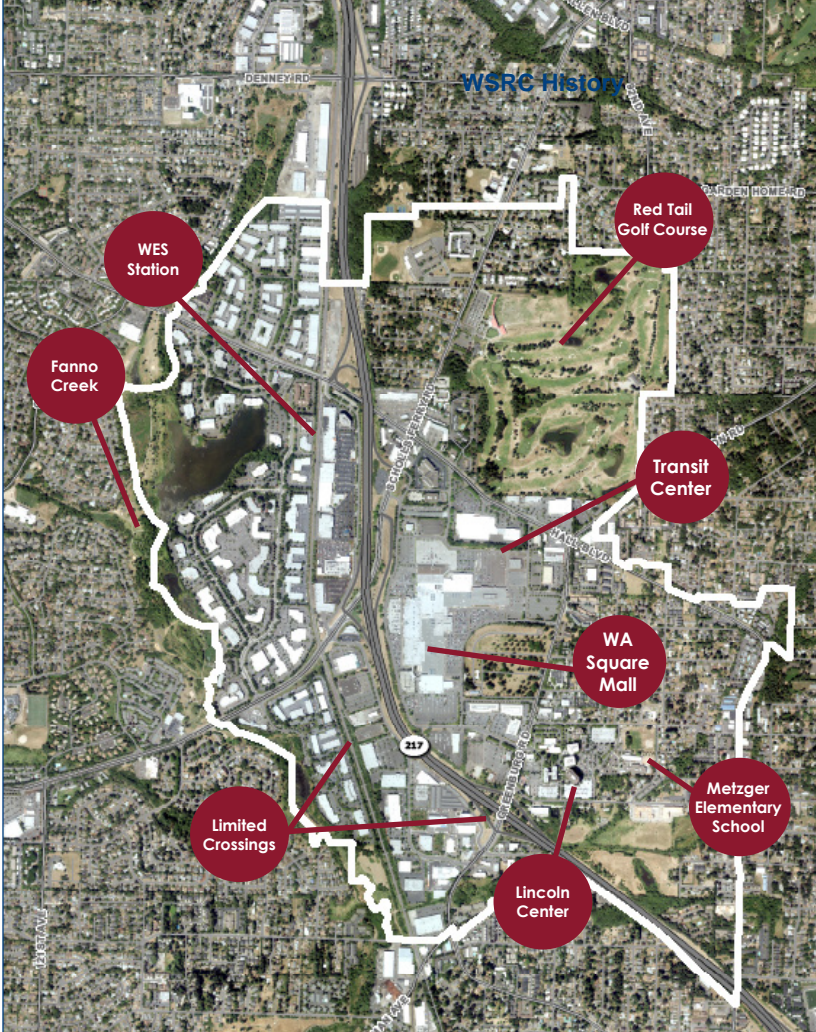
Data Source: OR Emp Dept QCEW Data

LAND USE AND DEVELOPMENT

The WSRC study area is largely developed, and there are very few vacant buildable sites remaining. Much of the vacant land is constrained by wetlands or lacks transportation access.

Most of the land in the regional center is devoted to commercial activity in low-rise buildings. The area is auto-oriented and contains large parking lots and roads with limited pedestrian amenities.

There has been some recent large-format retail development, including a car dealership. Still, many of the existing surface lots are oversized relative to parking needs. There has also been some residential infill development over the years, including one recent multifamily development on Oak Street with two others in the pipeline. The Washington Square Mall also has city approval to redevelop the southern portion of its site where the vacant Sears building and parking lots are located. The mall has plans to build several multi-story buildings in this location as of the writing of this report.



How is land used?



*This includes the RedTail Golf Course



Data Source: Tigard GIS and Metro RLIS



DISPLACEMENT RISK

What is Displacement and Who is at Risk?

Displacement occurs when a household is forced to relocate as a result of changes in the housing market, either because their housing is being redeveloped or undergoing major renovations or because their housing costs are increasing faster than they can afford. Renters are at greater risk than homeowners because, even after the passage of statewide renter protections, they are still subject to changing market conditions and property owners' decisions about redevelopment, remodels, rent increases, etc.

What is the Displacement Risk in the WSRC?

With new development occurring in the WSRC, some existing residents in and adjacent to the regional center may be at risk for displacement. Additionally, public investment in transportation and public amenities, changes to development regulations, and incentives for mixed-use development all have the potential to make the area more desirable. This is intentional, but it may also attract more affluent households to the area, which can impact existing residents and businesses.

While all of these possible changes are not likely to cause substantial near-term risk of displacement, they could increase market pressure on existing housing over the long-term. Additionally, if the area becomes more desirable (with or without public investment) and new housing is not built, this could have an even greater impact on rents for existing housing.

Potential Effects of Future Changes on Residents in the Washington Square Regional Center Area

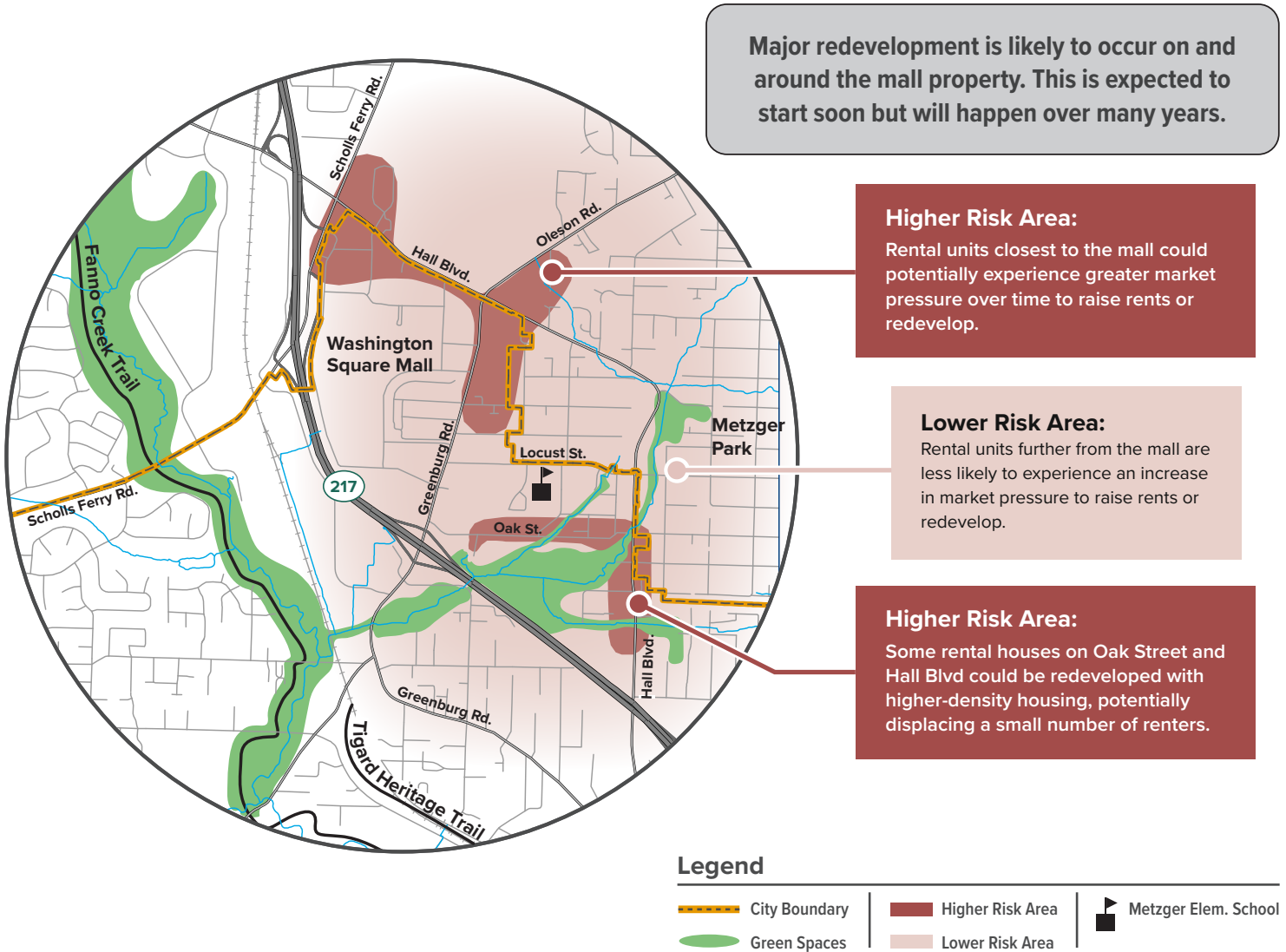
The conditions that could cause current residents to be displaced from their homes are already present here.

Additionally, major redevelopment by property owners is expected in the future, and the City is hoping to improve streets, housing options, and access to parks in the area. When a place experiences these kinds of changes, current residents may face higher risk of displacement if:

- ▶ Rents rise faster than they can afford, or
- ▶ Rental property owners require them to move to redevelop or remodel.

Compared to the City overall, this area has a higher share of renters, low-income households, and historically-marginalized community members. These households tend to be at higher risk of displacement than other households.





Legend

- City Boundary
- Higher Risk Area
- Lower Risk Area
- Green Spaces
- Metzger Elem. School



MARKET CONDITIONS AND DEVELOPMENT OPPORTUNITIES

A Changing Retail Landscape

Recent retail trends suggest dramatic shifts occurring in the suburbs, especially around suburban shopping centers and malls. The retail industry has shifted away from brick-and-mortar stores to online shopping, leading to closures of big-box retail stores and an increased demand for urban-style living and experiential and entertainment retail. The COVID-19 pandemic has exacerbated these retail trends but is also disrupting experiential retail and restaurants at present. Overall demand for retail space is likely to hold or decline, but some new, smaller retail spaces could be built (on their own or as part of a mixed-use development) that are better tailored to the format and amenities that are currently in demand.

Employment Areas in Transition

New flex or industrial development is unlikely in the WSRC due to a lack of vacant sites large enough for this type of development and traffic congestion on Highway 217 that makes the area less attractive to production and distribution businesses. Demand for the existing flex and industrial buildings is likely to shift toward other types of businesses that need low-cost flexible space, such as repair businesses, fitness and recreation uses like gyms, and smaller e-commerce and distribution-related companies.

Existing office buildings in the WSRC have lower rents and higher vacancy rates than some adjacent employment areas (e.g., Kruse Way), indicating reduced demand from traditional office users, such as professional services companies. Some may continue to transition to other types of businesses and organizations (e.g., specialty retail, childcare, and religious institutions) while others may be modernized to attract new office tenants, particularly if the area becomes more desirable.

Redevelopment Potential

Most large-scale redevelopment opportunities in the study area are on large commercial sites with underutilized surface parking lots, such as the Washington Square Mall and around the edges of the mall on SW Greenburg Road and SW Hall Boulevard. The mall site itself offers the greatest potential for redevelopment.

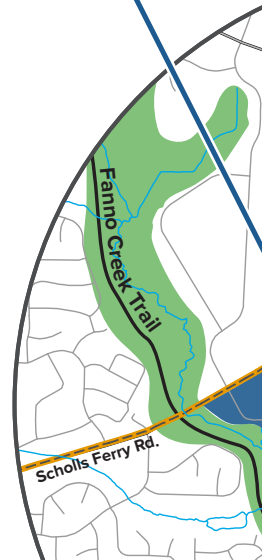
Mall owners will need to introduce other uses and amenities to keep the mall successful as times get increasingly challenging for retailers. To that end, they have already proposed redevelopment on the southern portion of the site that includes an urban plaza, new streets, and several new buildings to support a variety of uses as the market allows, such as entertainment, hospitality, and residential uses. Over the long term, this redevelopment could expand to include a mix of uses, such as office, residential, retail, entertainment, and hospitality. These types of amenities and a concentration of activity could help support residential and commercial development throughout the WSRC.

In Commercial/Employment Areas:

Opportunity for reuse and redevelopment of vacant and underutilized properties.

The market will likely support:

- New car dealerships
- Light manufacturing and industrial uses in existing buildings
- Retail and entertainment uses in new or existing buildings



Challenges for Development:

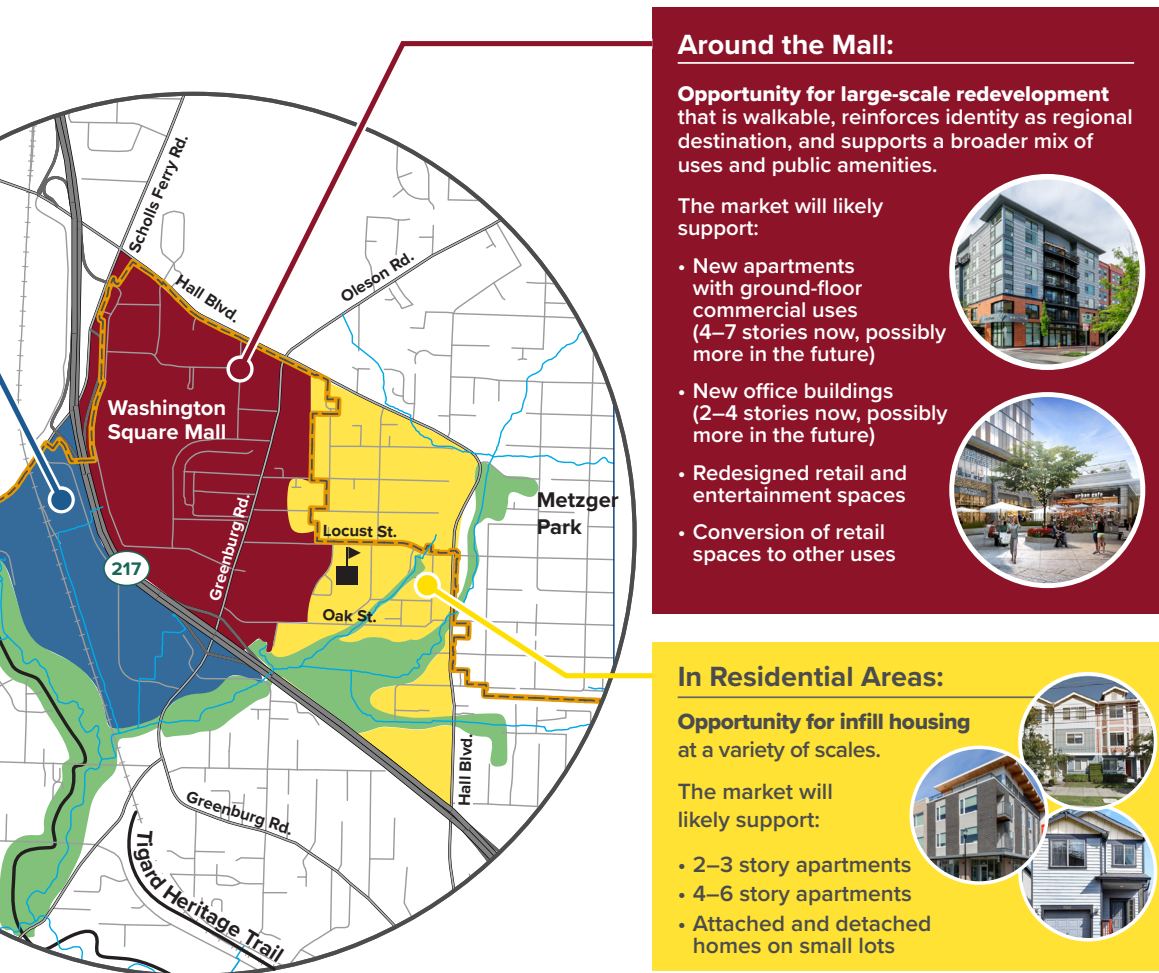
- Minimum height and density requirements are too high in some areas
- Minimum parking requirements increase costs and consume land
- Many light manufacturing uses not allowed in employment areas
- Major redevelopment requires substantial private investment and a strong market

Residential Infill Development

Recent and pending construction activity shows demand for a range of housing types, such as apartments, row houses, and detached houses. There are several small sites with redevelopment potential scattered throughout the WSRC that could support new low- and medium-density housing on their own. Since some of these sites are adjacent to one another, there is also the potential to create a few larger sites that could support a greater variety of housing types, including high-density housing.

Challenges for Development

A wide range of development types and scales are allowed under the existing zoning in the WSRC, from single-family homes to 20-story towers, with taller mixed-use buildings and higher-density housing and office buildings planned for much of Tigard's portion of the WSRC. However, many of the intended types of development would be difficult to develop today due to the cost of high-rise construction and the challenges associated with developing mixed-use buildings. In addition, high parking requirements, lot coverage, and landscaping requirements make high-density development less efficient and harder to build, while lower-density developments (including row houses, low-rise apartments, and single-story retail) often don't meet the existing minimum density and height requirements intended to encourage higher-density development.



Around the Mall:

Opportunity for large-scale redevelopment that is walkable, reinforces identity as regional destination, and supports a broader mix of uses and public amenities.

The market will likely support:

- New apartments with ground-floor commercial uses (4–7 stories now, possibly more in the future)
- New office buildings (2–4 stories now, possibly more in the future)
- Redesigned retail and entertainment spaces
- Conversion of retail spaces to other uses



In Residential Areas:

Opportunity for infill housing at a variety of scales.

The market will likely support:

- 2–3 story apartments
- 4–6 story apartments
- Attached and detached homes on small lots



Legend

- City Boundary
- Green Spaces
- Commercial/Employment Areas
- Around the Mall
- Residential Areas
- Metzger Elem. School

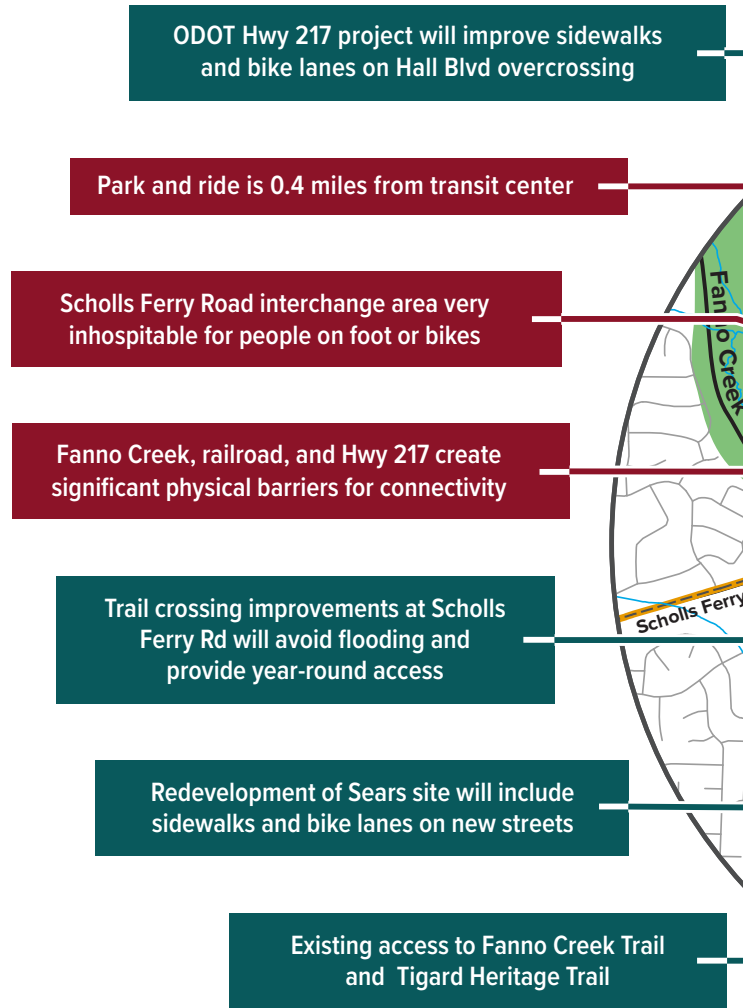
TRANSPORTATION CONDITIONS

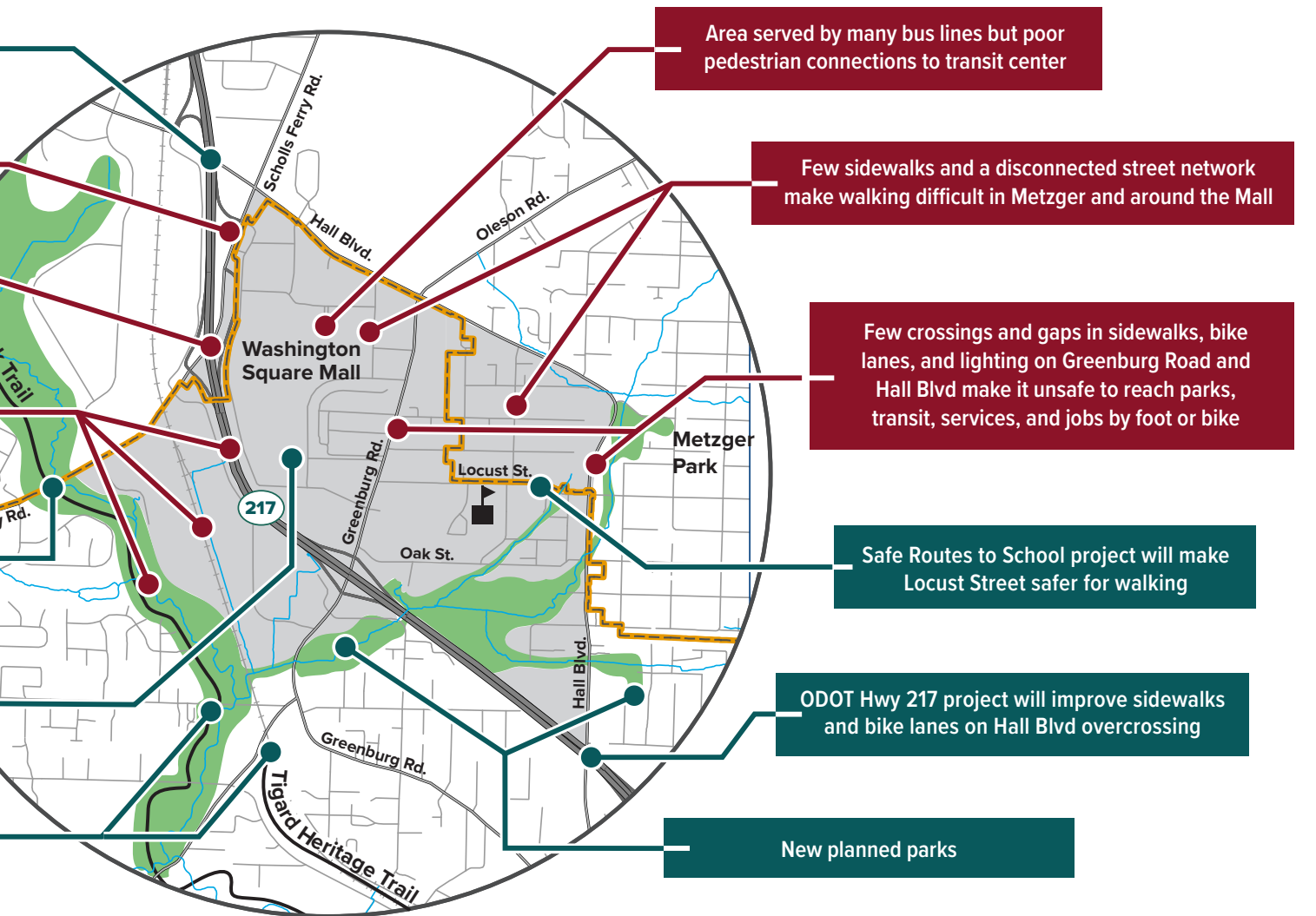
There is good access to the WSRC from around the region, especially by car. However, travel within the area is difficult for all modes of travel, particularly for people walking and biking, due to barriers created by existing development, major roads, train tracks, and Fanno Creek.

The bike and pedestrian networks are disconnected and, in some places, nonexistent. All major roads in the regional center have discontinuous pedestrian and bike facilities that are not appropriately sized or buffered for the road conditions. These conditions make walking or biking uncomfortable or unsafe. 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, but the WES station and the 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. In addition, the Southwest Corridor Light Rail Project is being planned elsewhere, making the WSRC one of two regional centers not served by light rail.

Planned projects for the WSRC would address many of these issues, but many of the recommended transportation and transit projects from the original plan have not been implemented due to cost, complexity, or controversy.





Legend

- City Boundary
- Opportunity
- Challenge
- Green Spaces
- Metzger Elem. School



WATER, SEWER, AND STORMWATER INFRASTRUCTURE

Multiple public agencies provide public utility services in the WSRC. The Cities of Tigard and Beaverton share responsibility with the Tualatin Valley Water District for water and with Clean Water Services (CWS) for sewer and stormwater.

There are several infrastructure deficiencies that could be problematic for future WSRC development.

- **Stormwater:** Most existing development in the WSRC, being originally built when there were minimal (if any) stormwater regulations, does not meet current stormwater standards. Large parking lots and buildings, which block rainwater from filtering into the ground, increase the need for stormwater treatment (to remove pollution and improve water quality) and detention (so water reaches streams gradually). Redevelopment of these impervious areas will need to meet current stormwater standards, which will be challenging due to the lack of open space and vacant land for stormwater facilities. However, there may be opportunities for regional or shared facilities and for incorporating stormwater into landscape features on the mall site and other large properties as redevelopment occurs.
- **Sewer:** Two main CWS sewer lines (the Fanno Creek and Metzger Interceptors) currently have insufficient capacity, which could restrict future development. CWS is aware of the issue, and a project to remedy the deficiency is in the planning and study phase as of the writing of this report.

PAST IMPLEMENTATION CHALLENGES

Implementation of the original plan from 1999 has been challenging. Key reasons include:

- The regional center is large. It 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.
- Existing zoning and development standards adopted after the original 1999 plan were intended to facilitate more intense mixed-use, pedestrian-oriented development, but some standards are a barrier to this type of development.
- More than a dozen zones regulate development in the area.
- There has been no dedicated funding source to build the original plan's recommended projects, and there are competing demands for public investment from both Beaverton and Tigard. Downtown Beaverton, Downtown Tigard, and the Tigard Triangle have been the focus of recent planning initiatives and public investments, which will likely attract private investment to these areas over the WSRC.
- The market and physical conditions that would support more intense and compact development on a broad scale do not yet exist.

WHAT WE HEARD

COMMUNITY VALUES, DESIRES, AND CONCERNS

Community input helped the project team understand what residents and businesses valued about the WSRC and what they would like to see change. All of this input helped shape the project recommendations, which are included later in this report.

Several themes stood out for what the community valued about the WSRC:

- Diverse, family-friendly, and safe community
- Great location for freeway access
- Great access to shopping and services

The information to the right summarizes what the community would like to see change in the future. The project recommendations are organized around these needs and aspirations.





Better walking and biking facilities through the neighborhood and mall area and to parks, trails, and transit

- Fill in sidewalk and bike lane gaps on major streets
- Add more crossings on major streets, especially to transit stops, mall, and parks
- Add more lighting along transit streets, particularly along Greenburg Rd in front of the cemetery, and at bus stops
- Add wayfinding signage to major destinations and stores
- Create a safe and easy way to get across Hwy 217 to access parks, trails, and Downtown Tigard



More parks and green space

- Require green space with commercial redevelopment, especially on the mall property
- Add landscaped areas next to sidewalks wherever possible
- Create more kid-friendly outdoor spaces



More Housing

- Actively support more affordable and large-household housing options
- Allow a broader range of housing types, not just apartments, to address community housing needs and the scale of existing housing in the area



More business diversity and commercial vitality

- Actively support bringing a grocery store and multicultural shopping and dining options to the area
- Actively encourage redevelopment of mall parking lots
- Remove barriers to filling vacant buildings



Address traffic issues

- Address speeding through the neighborhood, especially on 90th Ave
- Evaluate intersection operations on Greenburg Rd near Hwy 217 interchange to minimize congestion
- Evaluate left turn locations into and out of mall property along Greenburg Rd

WHAT DO YOU LIKE ABOUT YOUR NEIGHBORHOOD AND THE WASHINGTON SQUARE AREA? WHAT WOULD YOU LIKE TO SEE CHANGE?



"I would like to see more affordable housing for people who don't earn a lot."



"We would like more accessible public transportation that connects with the MAX and a safer way to cross HWY 217"



"Me gusta el mall de Washington Square. Es muy conveniente para hacer compras y tiene un ambiente familiar"

I like the mall in Washington Square. It is very convenient for shopping and has a family atmosphere

Housing Stability

The community interviews conducted during the project revealed that many area renters may be vulnerable to displacement. While homeowners who participated in interviews generally reported feeling stable and experiencing minimal housing cost increases, most renters who participated expressed concerns. Most renter participants said they felt stable at the moment but weren't sure about the future due to rising rents/housing prices or, in some cases, non-COVID-related job losses, property management issues, or family situations. Many reported recent increases in housing costs and struggling to afford housing in the past year.



EVALUATING OUR ENGAGEMENT METHODS

SWG community members said that group orientation prior to meeting with the full SWG was appreciated and helped people feel comfortable. The stipend that was provided to honor their time participating in the project was very helpful for them, especially during the pandemic. Doing outreach to their communities with multilingual interviews and focus groups was a good way to bring their communities' voices into the project. In addition, providing timely, in-language communications and understanding each member's communication preferences was key. SWG members said that they would like to stay engaged with the City on future projects to make their voices heard and continue learning.

"I've been a community leader for decades and this is the first time I was actively invited to participate in something I am passionate about. In the past, I had to seek it out. The process was good for me to witness and then go back to share information with people from a first-person basis and say there is a process, the City does listen."

PROJECT RECOMMENDATIONS

GUIDING PRINCIPLES

- Continue to prioritize high-density, mixed-use development on and around the mall site, 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, and diverse businesses.
- Rightsize 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 and expanding opportunities for new businesses to reuse existing buildings.
- Focus on achievable, high-priority transportation improvements to make it safer and easier for pedestrians and cyclists to get to transit, schools, parks, trails, jobs, and services.
- Support residents and businesses who need access to low-cost housing and commercial space to remain and thrive in the regional center.

CORE RECOMMENDATIONS

Recommendations are organized around the five topics shown below. These topics loosely mirror how the community talked about their needs and aspirations for the WSRC. The graphics that follow summarize the project recommendations by topic.

01 LAND USE

02 HOUSING

03 BUSINESS AND ECONOMIC
DEVELOPMENT

04 TRANSPORTATION

05 PARKS, OPEN SPACE AND RECREATION

A REFINED VISION

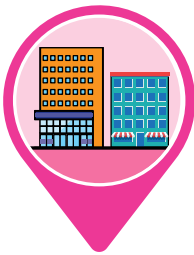
The Washington Square Regional Center of the future is a multicultural hub of activity that is accessible by multiple modes of transportation from across the region. It is easy and comfortable for people to travel by bus, commuter rail, foot, or bike to reach jobs, services, parks, schools, and local amenities. Large parking lots are redeveloped with new buildings at a variety of heights that connect to wide sidewalks and inviting public spaces. New development creates a greener urban environment that benefits people, habitat, and streams. Large and small businesses have opportunities to locate here and grow in place. These changes make the area more attractive, but existing communities of color are not priced out as the area redevelops. All are welcome and have the opportunity to call this area home.



01 LAND USE RECOMMENDATIONS

Help the mall transform into a dense, walkable, and vibrant place

recognizing that mall redevelopment is the primary opportunity for regional center transformation



Mixed-Use Commercial

Wide range of stores and services with high-density housing and pedestrian amenities

- ▶ 1–12 stories
(limits on new 1-story commercial buildings)

Increase opportunities for new and existing businesses

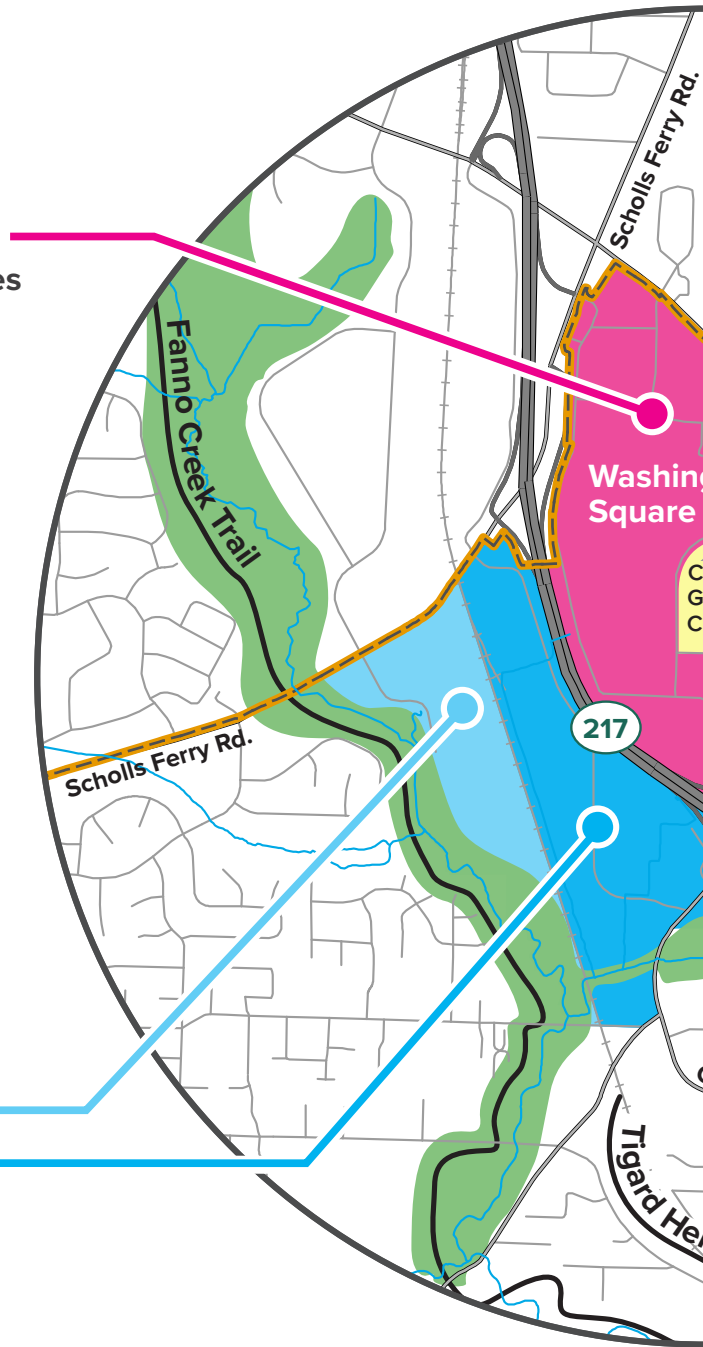
in response to business needs and the changing economy



Mixed-Use Employment

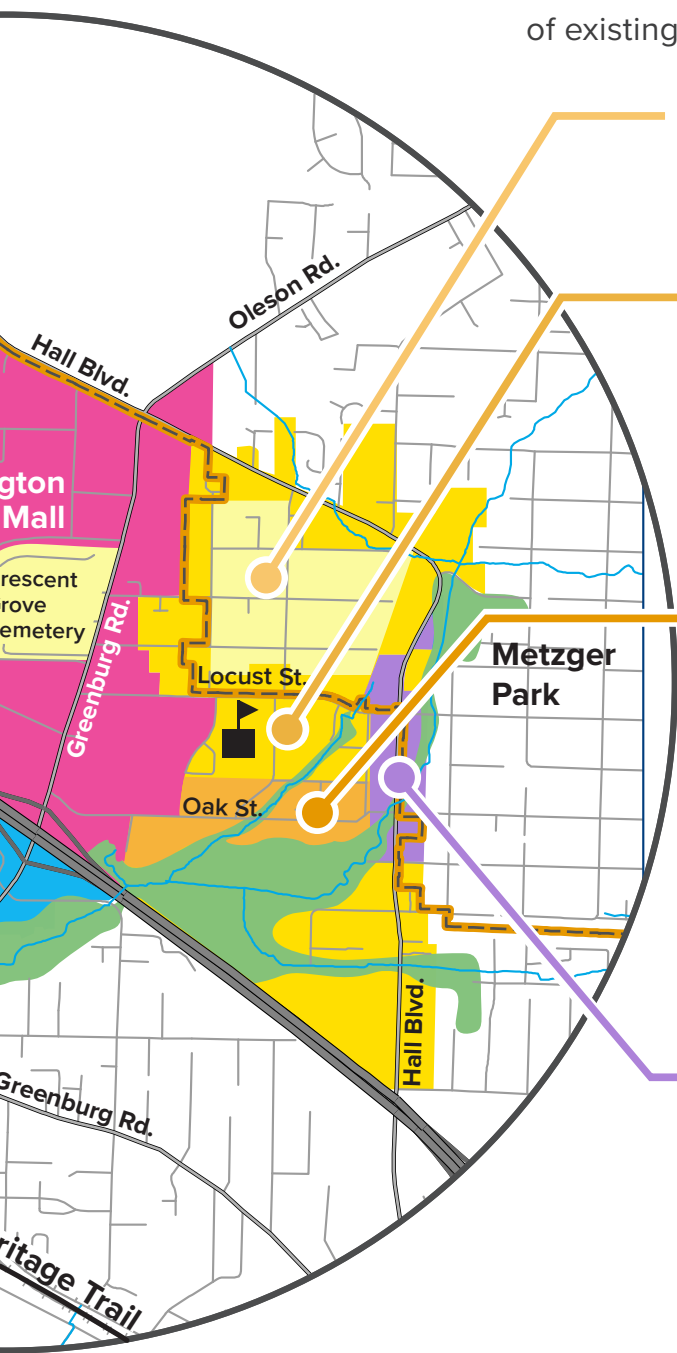
Mix of commercial and light industrial uses with option for housing on upper stories

- ▶ 1–3 stories
- ▶ 1–7 stories



Foster a range of housing options

that meets the needs of the community, respects the scale of existing housing, and acknowledges market realities



Residential

Low density housing

- ▶ 1–3 stories



Mixed-Use Residential

Medium density housing with option for ground floor commercial

- ▶ 1–3 stories

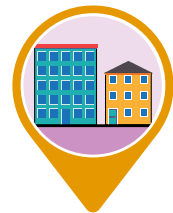
(4 stories if affordable housing or ground floor commercial provided)



Mixed-Use Residential

High density housing with option for ground floor commercial

- ▶ 3–7 stories



Recognize Hall Blvd “main street”

area by applying new land use designation

Neighborhood Commercial

Mix of small-scale businesses with option for housing on upper stories

- ▶ 1–2 stories

(3 or 4 stories if upper-story housing provided)



Legend

- City Boundary
- Green Spaces
- Metzger Elem. School

02 HOUSING RECOMMENDATIONS

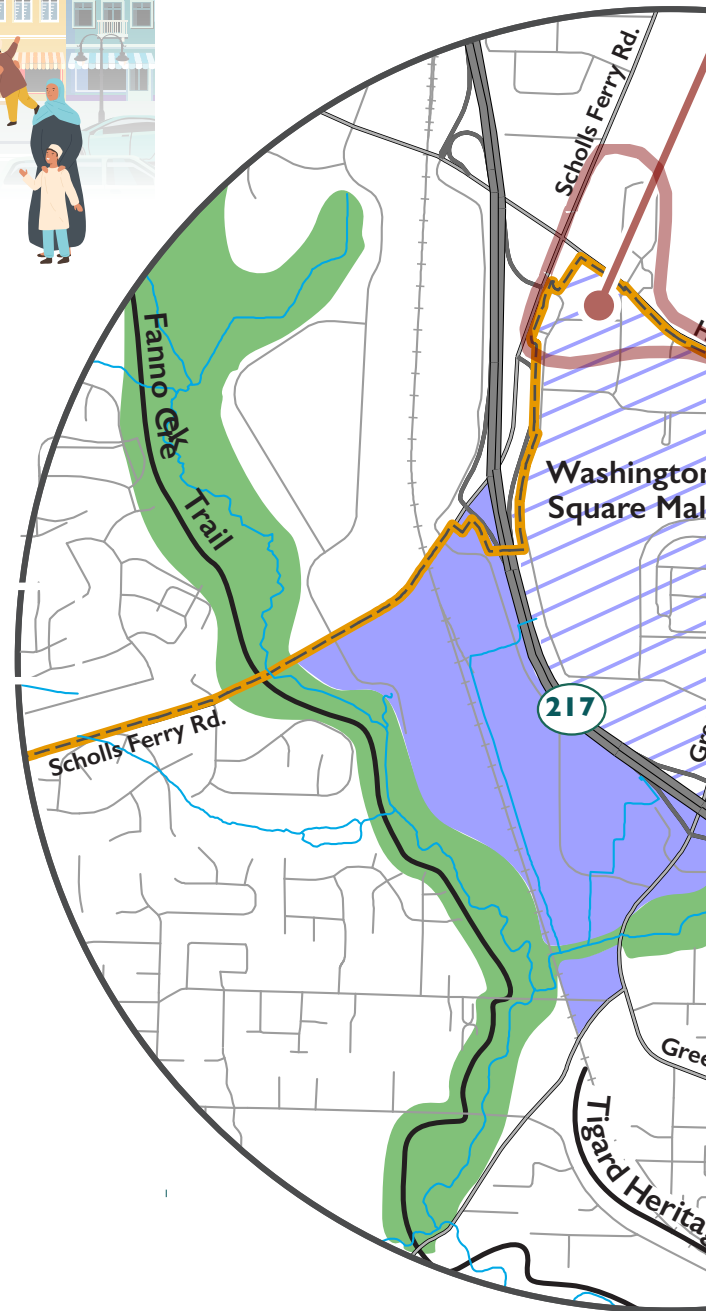


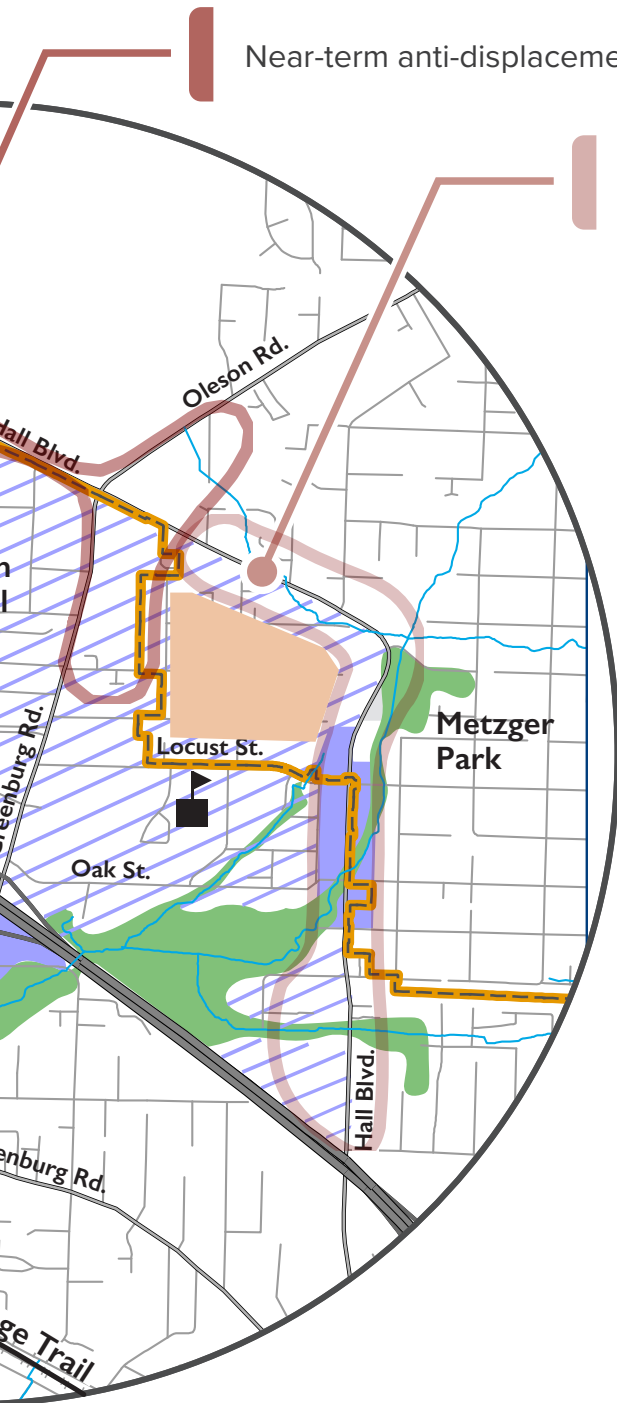
Allow Housing Everywhere

- Housing allowed by itself **and** on upper floors above businesses
- Housing allowed by itself
- Housing allowed on upper floors above businesses

Support the development of a range of housing types

- ▶ Remove regulatory barriers to medium- and high-density housing development
- ▶ Create a revolving loan fund for middle housing development that benefits moderate-income households





Near-term anti-displacement priority area

Longer-term anti-displacement priority area

Support rental housing stability

- ▶ Adopt local tenant protections to supplement statewide protections
- ▶ Create a housing preservation fund
- ▶ Prioritize existing apartment renters in displacement risk areas (see map)

Support the development of more affordable housing

- ▶ Continue to exempt affordable housing projects from some city fees
- ▶ Provide height bonuses for affordable housing projects
- ▶ Consider alternative approaches to supporting affordable housing projects, such as contributing city fees paid by private development

Legend

- City Boundary
- Green Spaces
- Metzger Elem. School

03

BUSINESS AND ECONOMIC DEVELOPMENT RECOMMENDATIONS

Support mall redevelopment

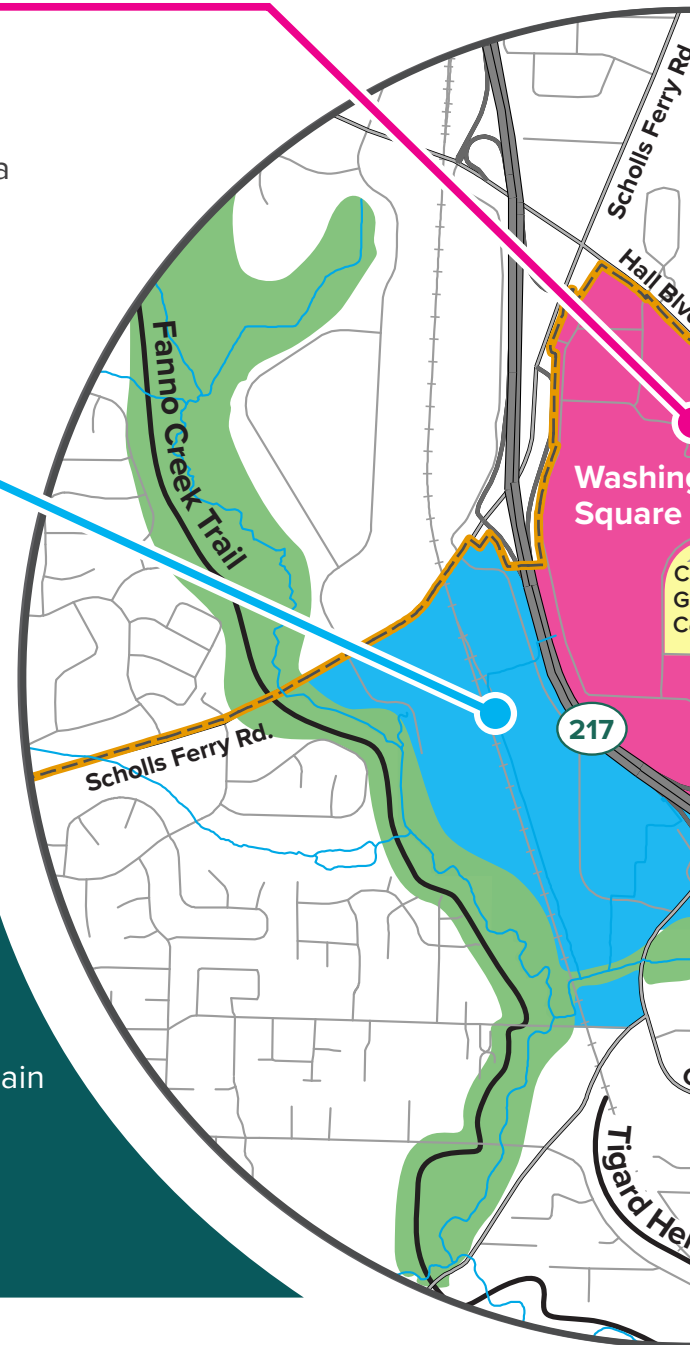
- ▶ Allow buildings at a variety of heights, including single-story buildings
- ▶ Allow a broader range of businesses that are a good fit in a walkable urban environment
- ▶ Reduce parking requirements

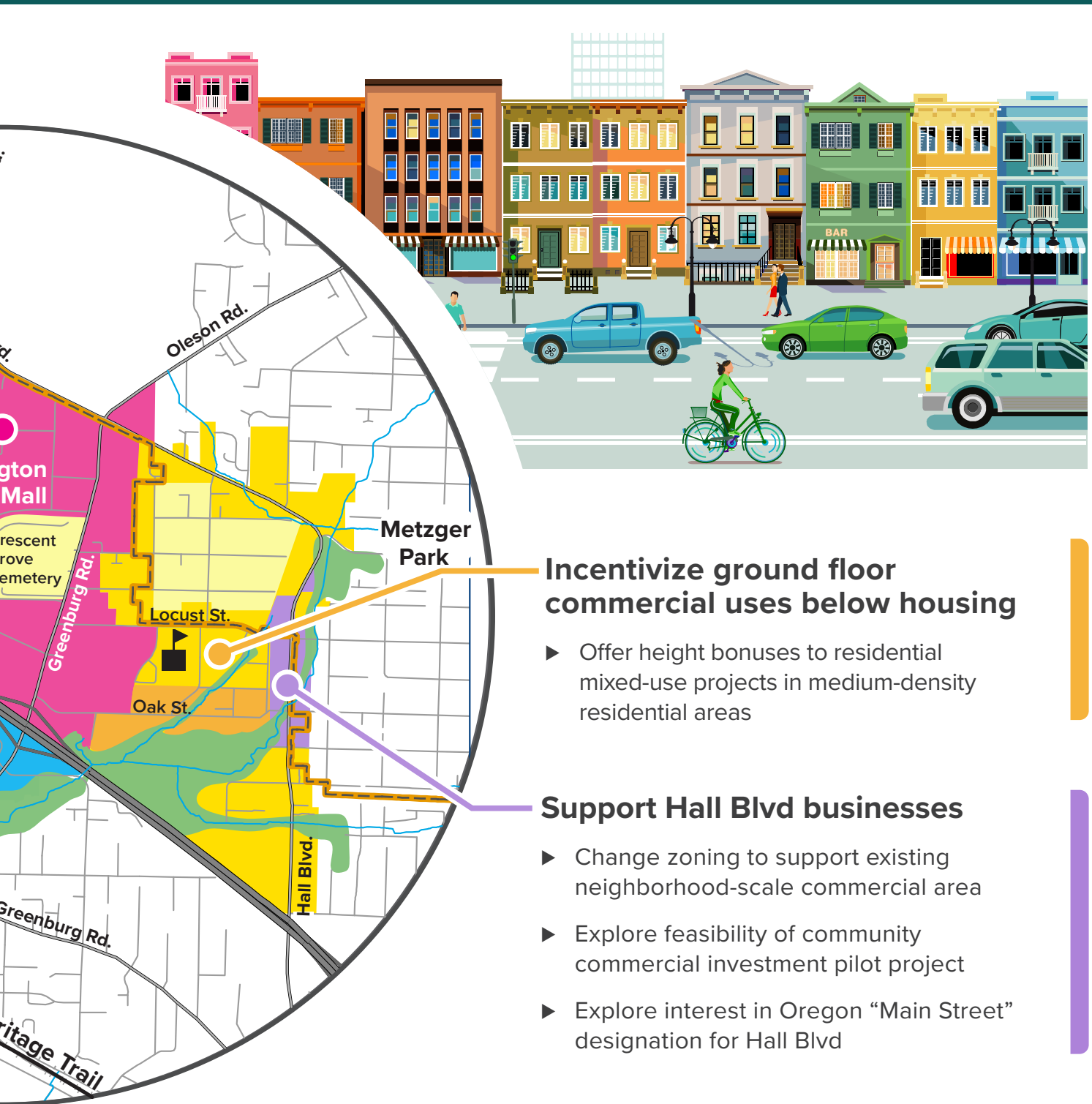
Foster economic growth by removing regulatory barriers

- ▶ Allow more types of businesses
- ▶ Allow businesses to more easily expand their operations and grow in place

Facilitate business diversity

- ▶ Continue to partner with non-profit and multicultural business partners to support women- and minority-owned businesses
- ▶ Explore interest in a business incubation program to grow the local labor and supply chain
- ▶ Cultivate a variety of resources for small businesses, such as a list of small business advisors





Incentivize ground floor commercial uses below housing

- ▶ Offer height bonuses to residential mixed-use projects in medium-density residential areas

Support Hall Blvd businesses

- ▶ Change zoning to support existing neighborhood-scale commercial area
- ▶ Explore feasibility of community commercial investment pilot project
- ▶ Explore interest in Oregon “Main Street” designation for Hall Blvd

Legend

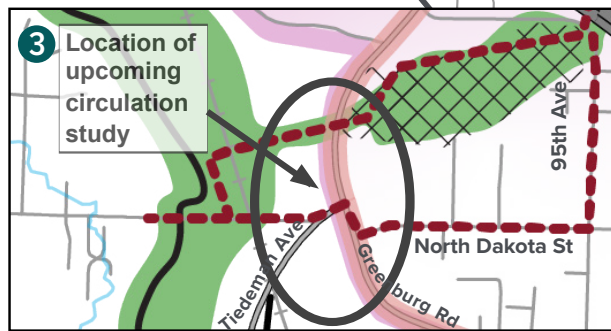
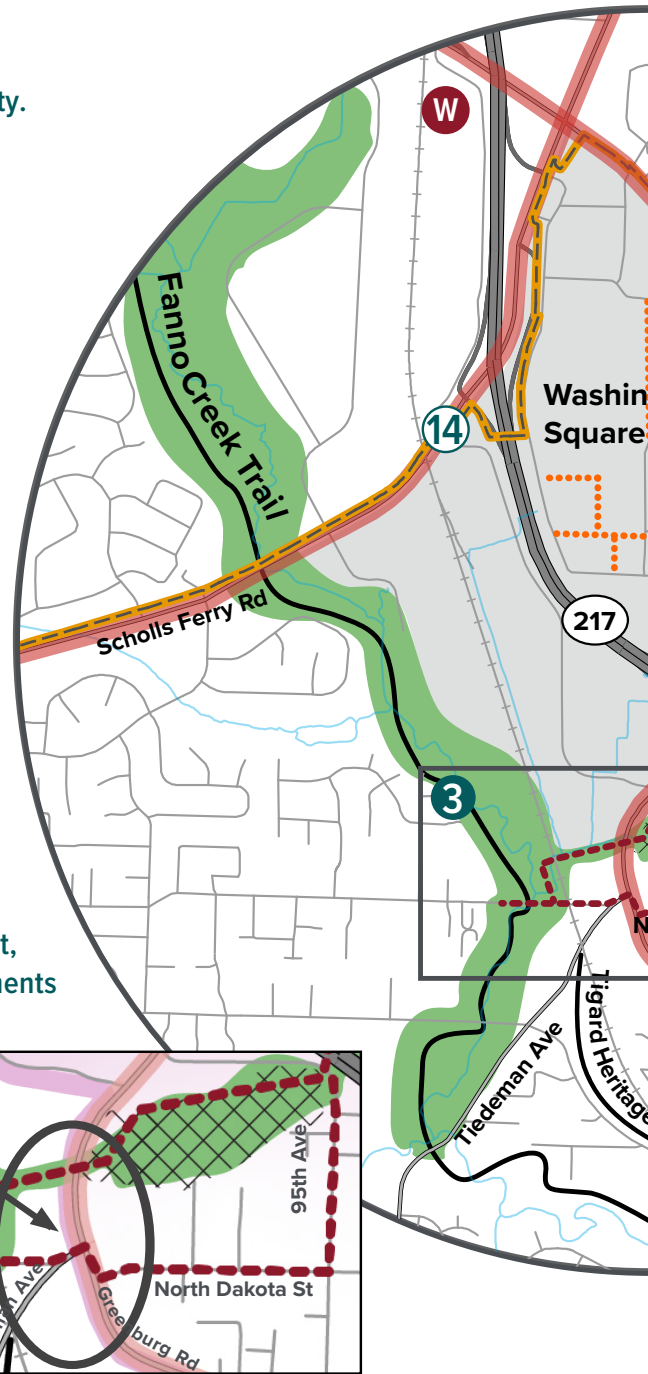
- City Boundary
- Green Spaces
- Metzger Elem. School

04

TRANSPORTATION RECOMMENDATIONS

Priority Projects

- 1** Pursue jurisdictional transfer from Washington County. Enhance pedestrian and bicycle safety and comfort along Greenburg Rd through measures such as separated bike lanes, sidewalk infill, and enhanced crossings.
- 2** Improve pedestrian and bicycle safety and access along Greenburg Rd at Hwy 217 interchange.
- 3** Study the feasibility of alternative pedestrian and bicycle connections to Fanno Creek Trail, including a new Hwy 217 overcrossing at 95th Ave and an off-street connection through the future park (see inset map).
 » This study should build on the upcoming North Dakota/Tiedeman/Greenburg circulation study.
- 4** Improve pedestrian and bicycle safety and access to and across Hall Blvd near Metzger Park.
 » Evaluate need for traffic control at Washington Dr.
 » Evaluate feasibility of pedestrian connection between Borders St and Hall Blvd.
- 5** Complete pedestrian and bicycle facilities on Oak St, including multi-use path and intersection improvements at Greenburg Rd, Hall Blvd, and 87th Ave.



Legend

- | | | |
|----------------|---------------------------|-------------|
| Transit Center | Metzger Elementary School | Park/Green |
| WES Station | City Boundary | Future Park |



- ⑥ Enhance pedestrian and bicycle safety and access along Hall Blvd, through measures such as enhanced mid-block crossings at key locations.
- ⑦ Study the feasibility of a pedestrian and bicycle connection between Hall Blvd and the future park.
- ⑧ Extend Lincoln St south and reclassify as a local street. In the near-term, pave existing soft surface trail.
- ⑨ Complete pedestrian and bicycle facilities on 90th Ave. Reclassify as a neighborhood greenway and evaluate for Neighborhood Greenway treatments.
- ⑩ Study feasibility of adding westbound left turn lane on Hall Blvd at 90th Ave.
- ⑪ Pursue a publicly accessible pedestrian and bicycle connection through the site on Greenburg Rd west of Montage Ln.
- ⑫ Improve the street network with mall redevelopment.
- ⑬ Improve pedestrian access to transit and consider transit service and bus stop changes with mall redevelopment.
- ⑭ Modify northbound bike lane on Scholls Ferry Rd to improve safety.

Green Space
Park

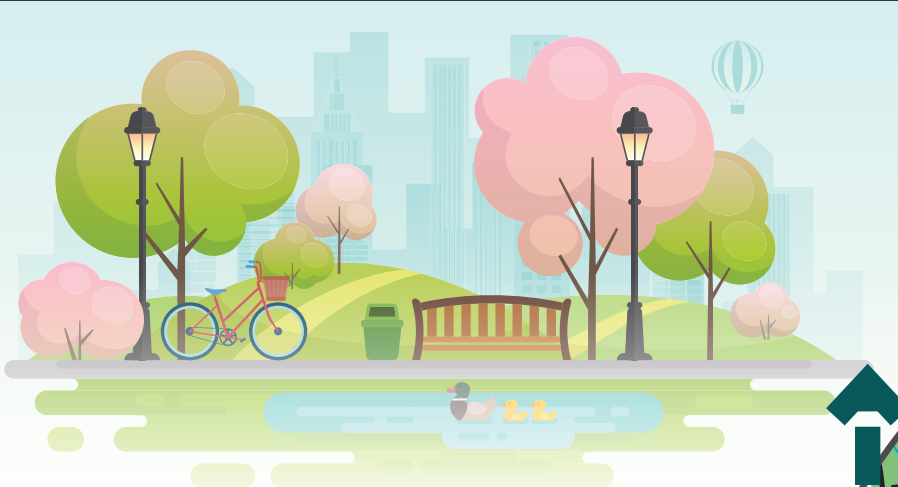
- Alternative Connection
- Future Street

Existing/Proposed Street Classifications

- Arterial
- Collector
- Neighborhood Route

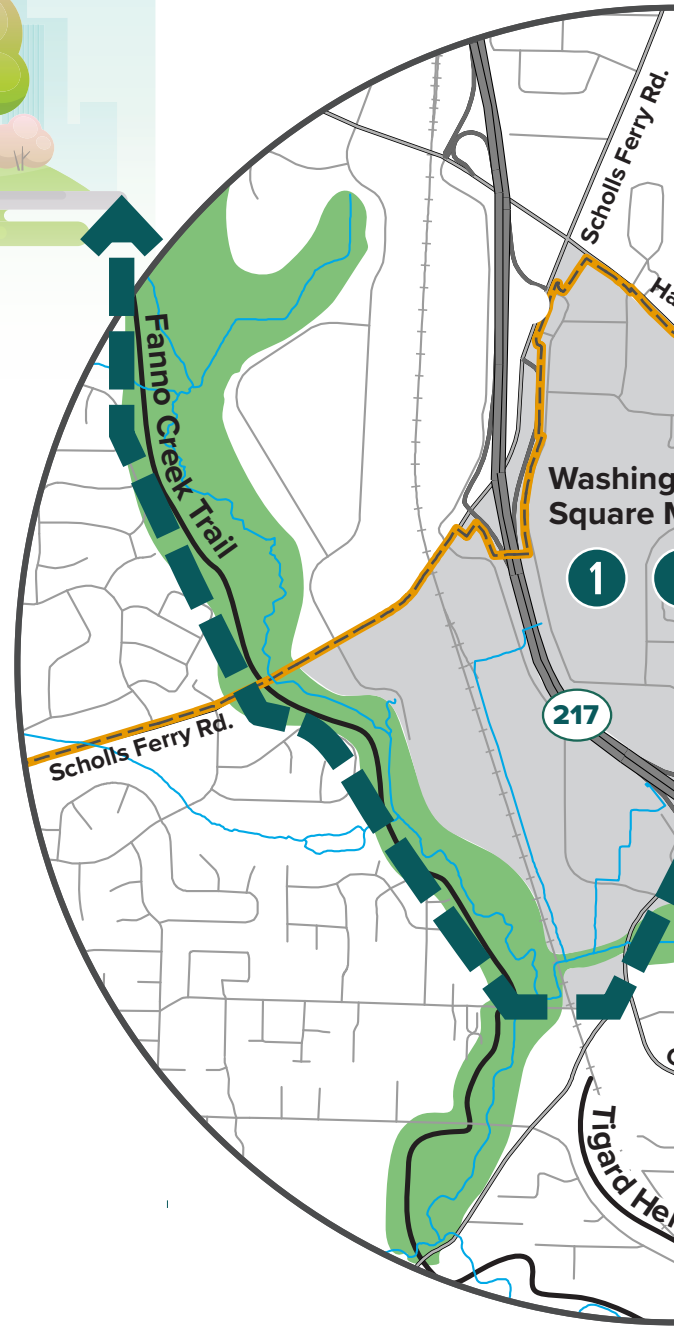
05

PARKS, OPEN SPACE AND RECREATION RECOMMENDATIONS



Expand and enhance parks and open space

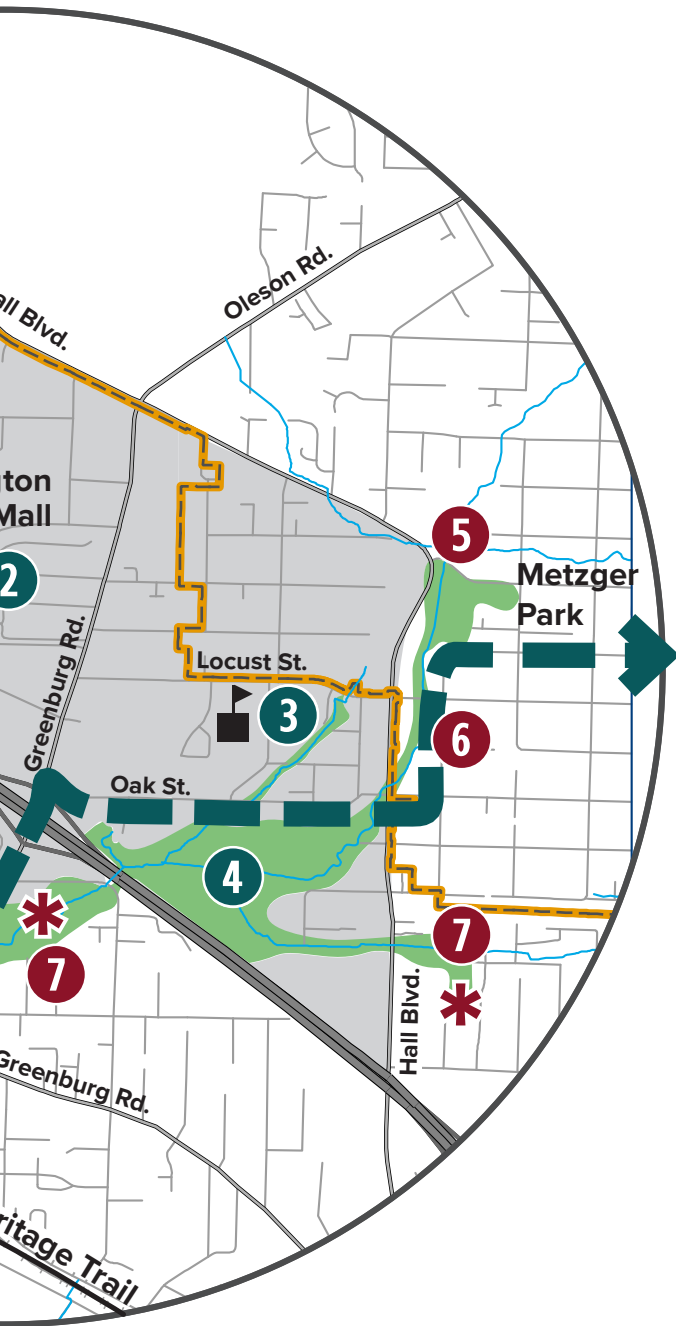
- 1 Ensure the mall includes public outdoor space with mall redevelopment
- 2 Study the feasibility of adding stormwater facilities that also provide public open space, in cooperation with private property owners
- 3 Improve Metzger School Park, in partnership with Tigard-Tualatin School District
- 4 Explore ideas for wetland restoration and limited public access, in cooperation with private property owner



CITY OF Tigard

Legend

Proposed Ped



Improve access to parks and recreational opportunities

- 5** Provide access to Metzger Park across Hall Blvd.
(see Transportation Recommendations)
- 6** Establish a clear and safe ped/bike route on quiet streets that connects neighborhood parks and Fanno Creek Trail, in partnership with Washington County and Portland
(see Special Study C)
- 7** Improve access to future parks from adjacent neighborhoods
(see Transportation Recommendations)

SPECIAL STUDIES

During the course of the project, the project team identified several issues that warranted more detailed study based on priorities that emerged from the community engagement process. These included:

- **Special Study A:** Identify opportunities to enhance transit service and transit-supportive development on the mall site
- **Special Study B:** Identify opportunities to improve conditions on Greenburg Road to make it safer and more comfortable for pedestrians and cyclists
- **Special Study C:** Identify opportunities to improve the walking and biking network to link nearby trails, parks, and schools and enhance access to recreational opportunities and open space

Highlights from these studies and the ideas that emerged for further exploration are summarized on the following pages.

A

SPECIAL STUDY: OPPORTUNITIES TO ENHANCE TRANSIT SERVICE AND TRANSIT-SUPPORTIVE DEVELOPMENT ON THE MALL SITE

EXISTING SITE HAS SINGLE-USE BUILDINGS, NO HOUSING, AND MINIMAL OUTDOOR PUBLIC AMENITIES



EXISTING PARKING LOTS ARE NOT PEDESTRIAN FRIENDLY



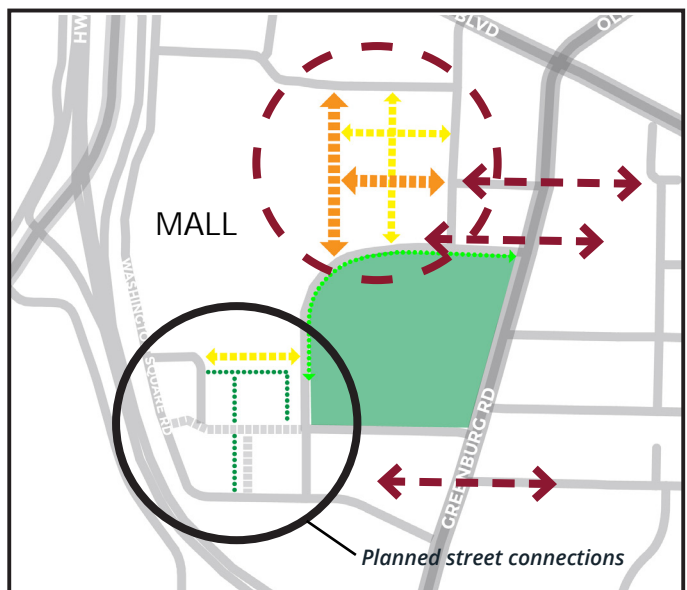
EXISTING TRANSIT CENTER IS AN ISLAND IN A SEA OF PARKING



FUTURE CONNECTIVITY CONCEPT

Transit-oriented development (TOD) is an integrated urban development approach designed to create walkable and sustainable mixed-use communities within easy walking and biking distance of high-quality frequent transit service.

Washington Square Mall is planning to redevelop portions of their property with TOD Design Principles in mind (see next page inset). TriMet and the City want to support and encourage this transformation.





TOD DESIGN PRINCIPLES:

- Human-centric design
- Dense, livable, and complete community
- High-quality public realm and amenities that benefit the mall and the community
- Multimodal transportation options
- Seamless multimodal transfers
- Integration with surrounding neighborhood
- Safe and secure
- Redevelopment and changes to transit service in phases

PLANNED MALL DEVELOPMENT



FUTURE TRANSIT CONCEPT



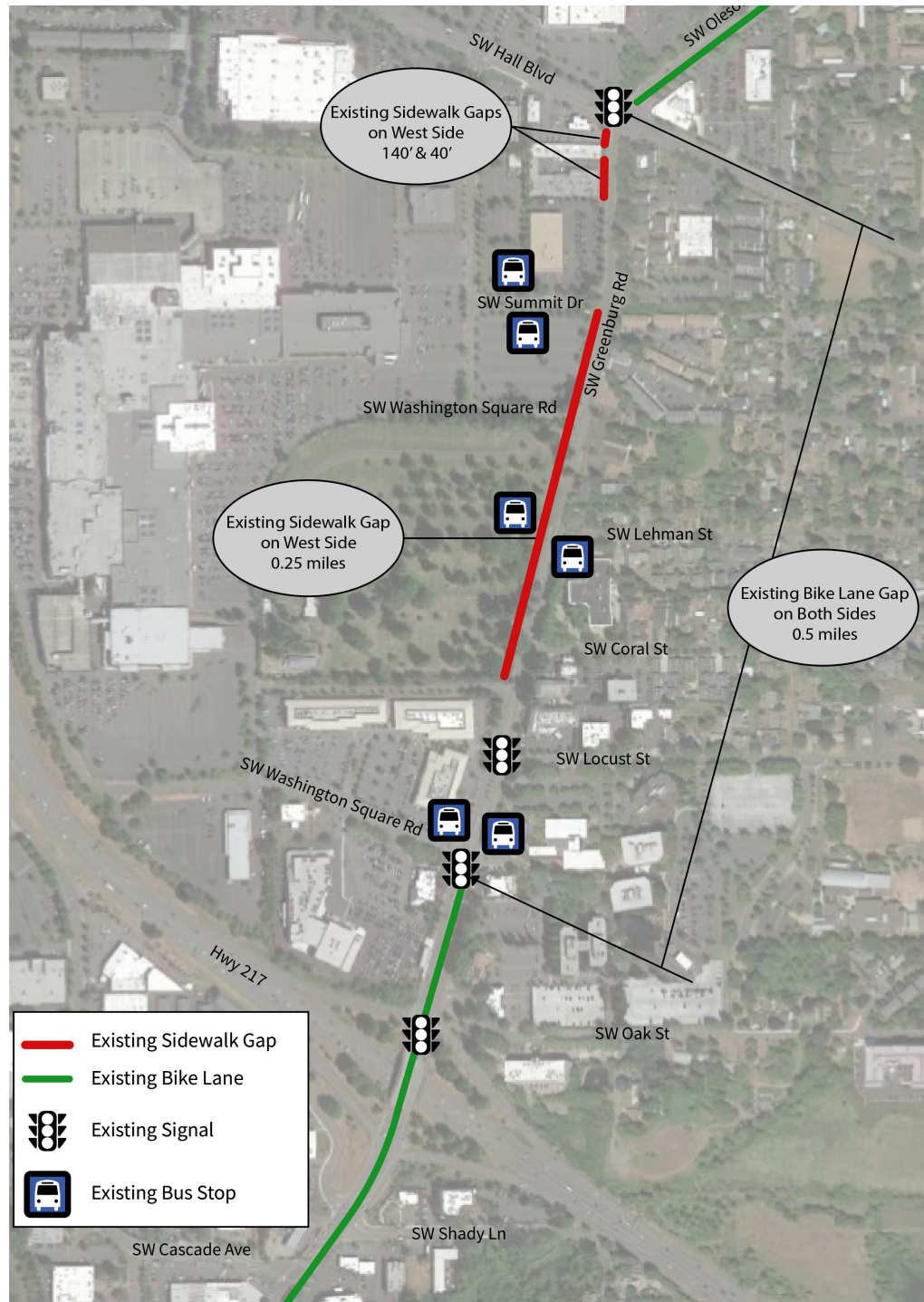
Buses serve the entire site with multiple bus stops.

Image Credit: Macerich

B

SPECIAL STUDY: OPPORTUNITIES TO IMPROVE CONDITIONS ON GREENBURG ROAD TO MAKE IT SAFER AND MORE COMFORTABLE FOR PEDESTRIANS AND CYCLISTS

EXISTING CONDITIONS

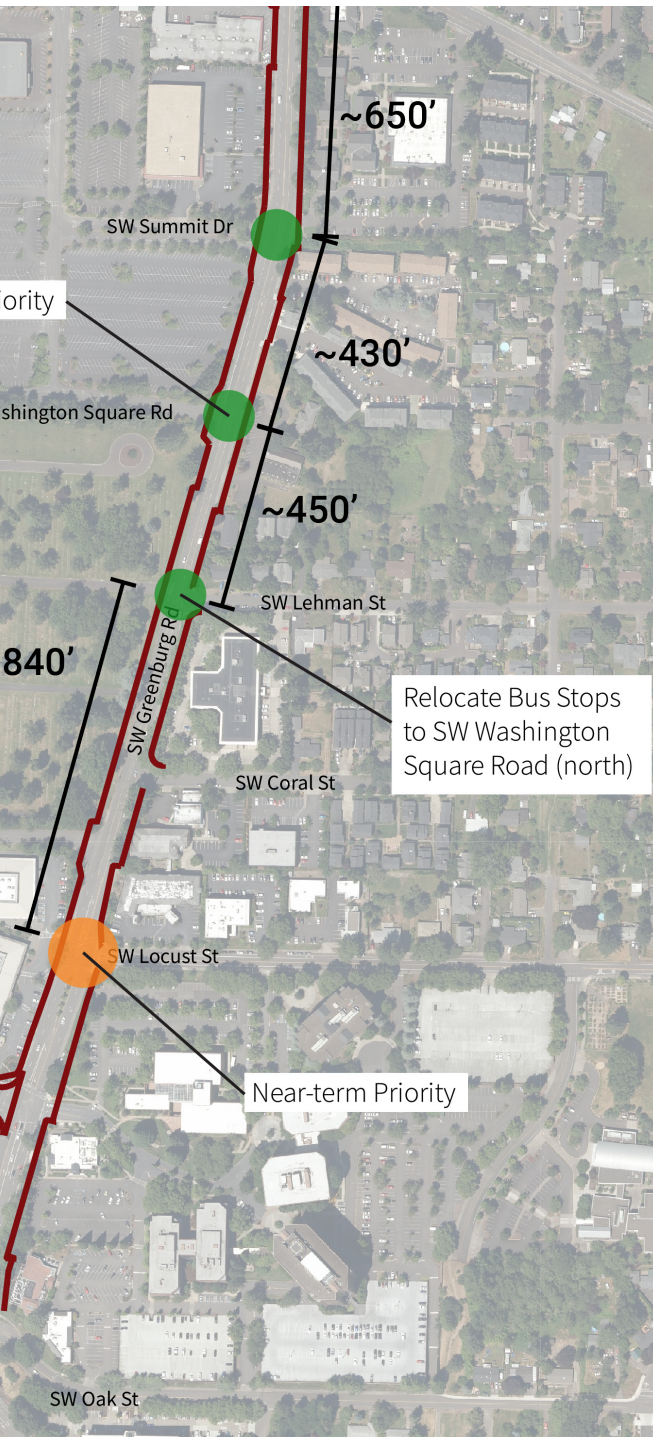


CROSSING RECOMMENDATIONS



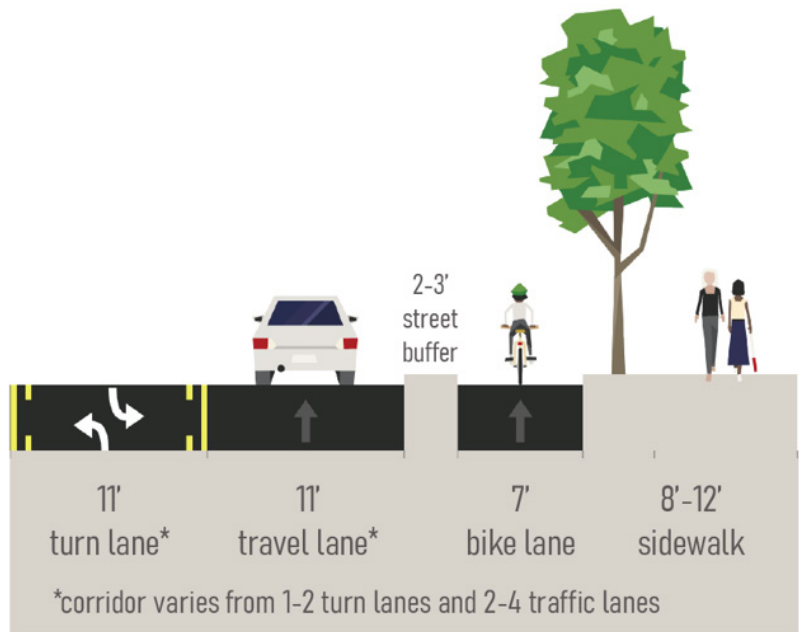
A large variety of businesses are located on both sides of Greenburg Rd that provide the neighborhood and the region with many jobs and services. New housing is being built on the east side of Greenburg Rd, and more housing is anticipated on both sides of the road in the future, most notably on the mall site. Greenburg Rd is also a transit street, and a regional transit center is located on the west side of the road.

Today, Greenburg Rd acts as a barrier for people walking and biking. It is unsafe and uncomfortable because of missing sidewalks and bike lanes, high traffic volumes, and high travel speeds. This study recommends redesigning Greenburg Rd so that it serves as a seam, not a barrier. In order to achieve the vision for this area, residents, workers, and visitors need to be able to safely and comfortably reach destinations, including transit, on both sides of the road, especially as the mall begins to redevelop.



SUMMARY OF RECOMMENDATIONS

- Wider (8' - 12') sidewalks on both sides of street, with landscaping in planting strips or tree wells.
- Wider 7' bike lanes on both sides of street, with 2' - 3' raised buffers to protect bikes from cars.
- Up to 3 additional crossings with signals and reconstruction of the existing crossing at Locust St. to improve safety.
- Narrower 11' vehicle travel and turn lanes to make space for bike lanes and sidewalks.
- Maintain the same number and type of vehicle lanes as exist today in most areas, but remove one southbound turn lane between Washington Square Road and Hall Blvd.
- Acquire small amounts of property from owners in key locations to allow for a consistent design.
- Transfer responsibility for Greenburg Road from Washington County to City of Tigard.
- Request funding from Washington County's Major Streets Transportation Improvement Program.

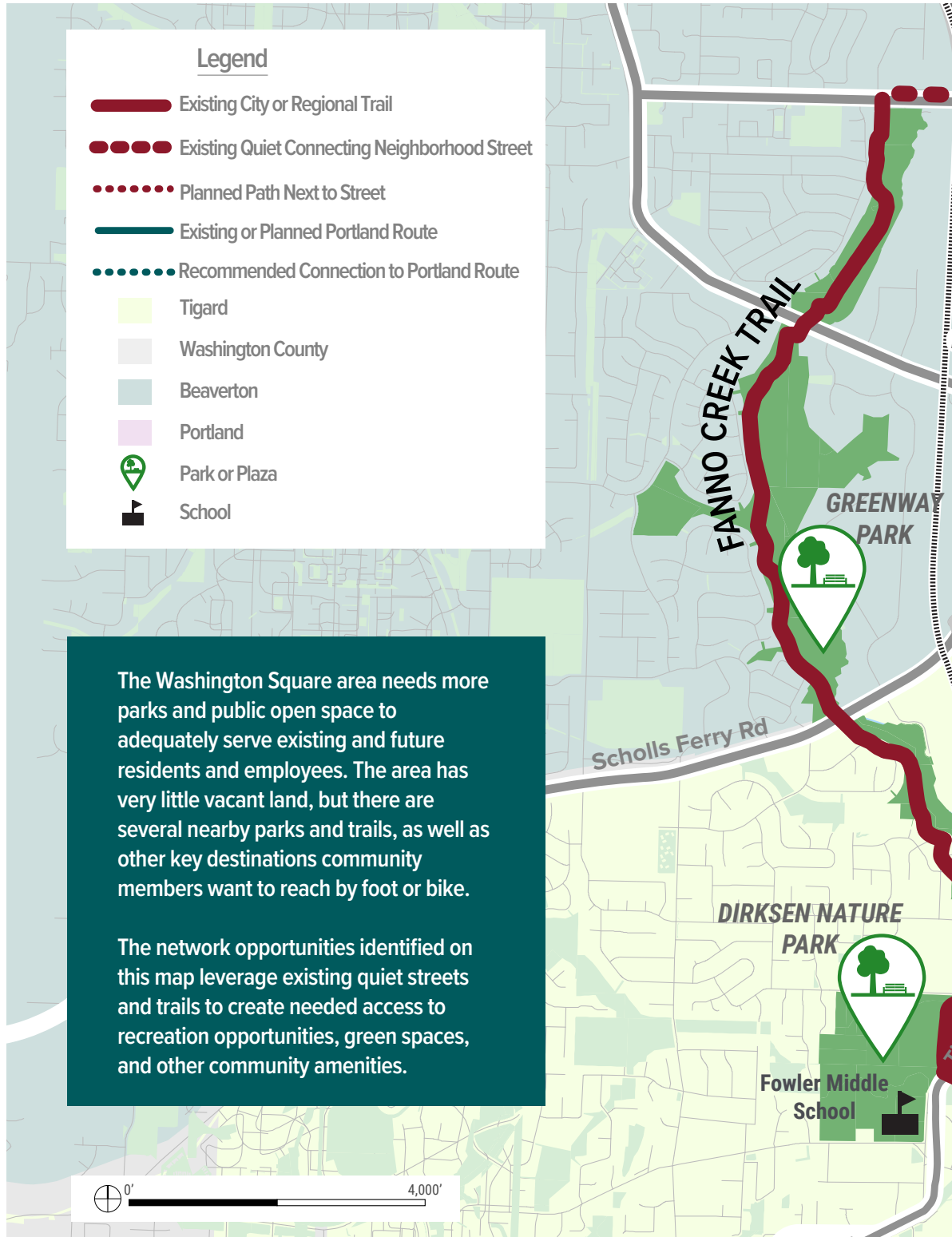


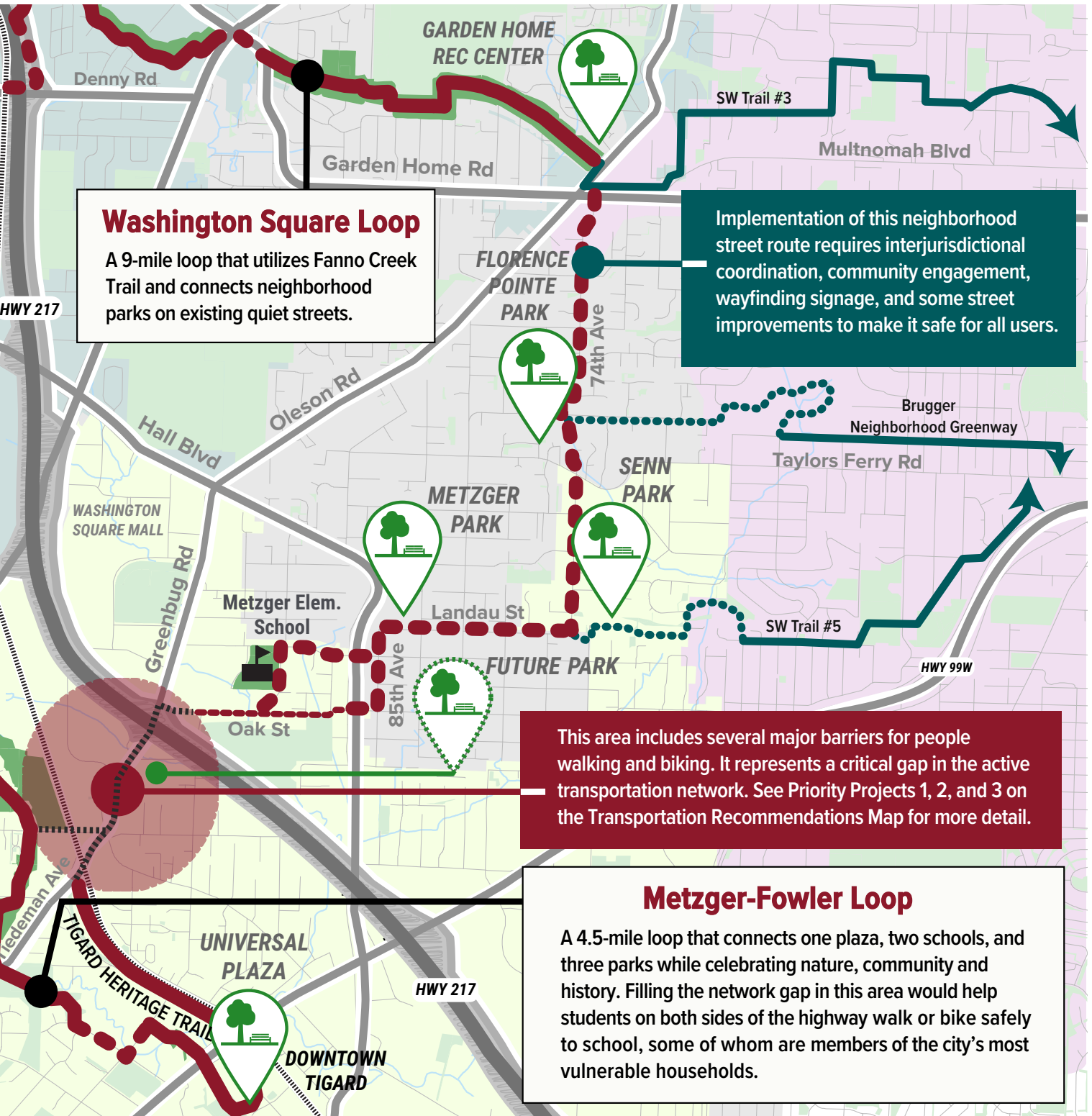
RECOMMENDED STREET DESIGN CONCEPT

*corridor varies from 1-2 turn lanes and 2-4 traffic lanes

C

SPECIAL STUDY: OPPORTUNITIES TO IMPROVE THE WALKING AND BIKING NETWORK TO LINK NEARBY TRAILS, PARKS, AND SCHOOLS AND ENHANCE ACCESS TO RECREATIONAL OPPORTUNITIES AND OPEN SPACE





Washington Square Loop
 A 9-mile loop that utilizes Fanno Creek Trail and connects neighborhood parks on existing quiet streets.

Implementation of this neighborhood street route requires interjurisdictional coordination, community engagement, wayfinding signage, and some street improvements to make it safe for all users.

This area includes several major barriers for people walking and biking. It represents a critical gap in the active transportation network. See Priority Projects 1, 2, and 3 on the Transportation Recommendations Map for more detail.

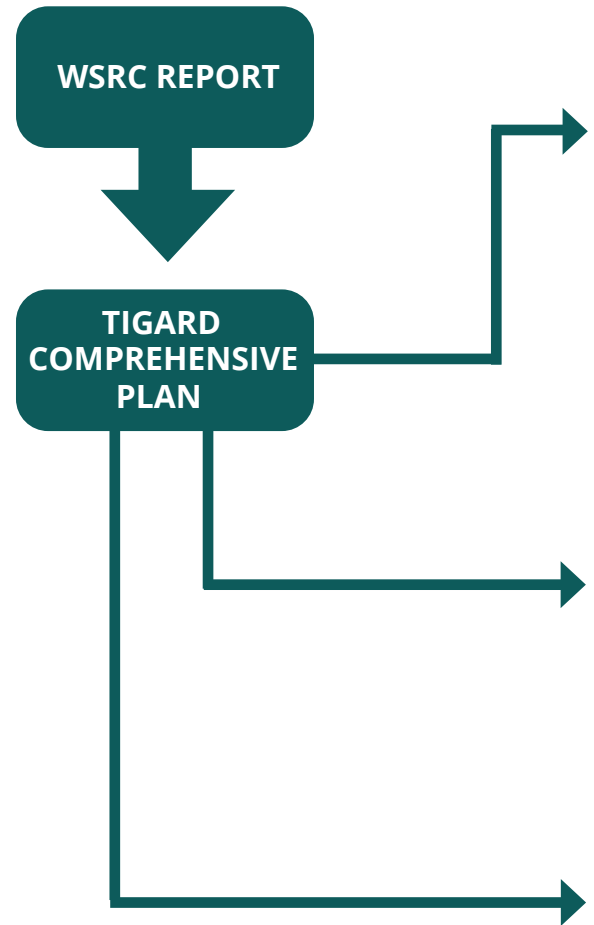
Metzger-Fowler Loop
 A 4.5-mile loop that connects one plaza, two schools, and three parks while celebrating nature, community and history. Filling the network gap in this area would help students on both sides of the highway walk or bike safely to school, some of whom are members of the city's most vulnerable households.

PROJECT IMPLEMENTATION

Implementation of the original plan from 1999 has been challenging. Some of the same obstacles remain, including fragmented planning and leadership with three jurisdictions regulating different parts of the regional center, lack of a dedicated funding source for needed infrastructure improvements, major physical barriers that divide the area, and uncertainty about the extent of the private market's ability to deliver transformational redevelopment on key sites.

The overall approach to implementing this report's recommendations is illustrated in the diagram at right. Next steps include:

- Adopting a new set of goal and policies into the Tigard Comprehensive Plan consistent with the refined vision to guide future development in the regional center.
- Updating development regulations in the Tigard Community Development Code to ensure future development is consistent with the new vision, goals, and policies.
- Aligning City programs and resources to implement project recommendations such as supporting affordable housing, funding sidewalk improvements, and cultivating more resources for small and minority-owned businesses.
- Coordinating with the cities of Beaverton and Portland, Washington County, and other service providers (such as Clean Water Services and Tualatin Hills Parks and Recreation District) to advance planning and implementation for interjurisdictional projects and programs.
- Reaching out to key private property owners to explore potential partnerships.



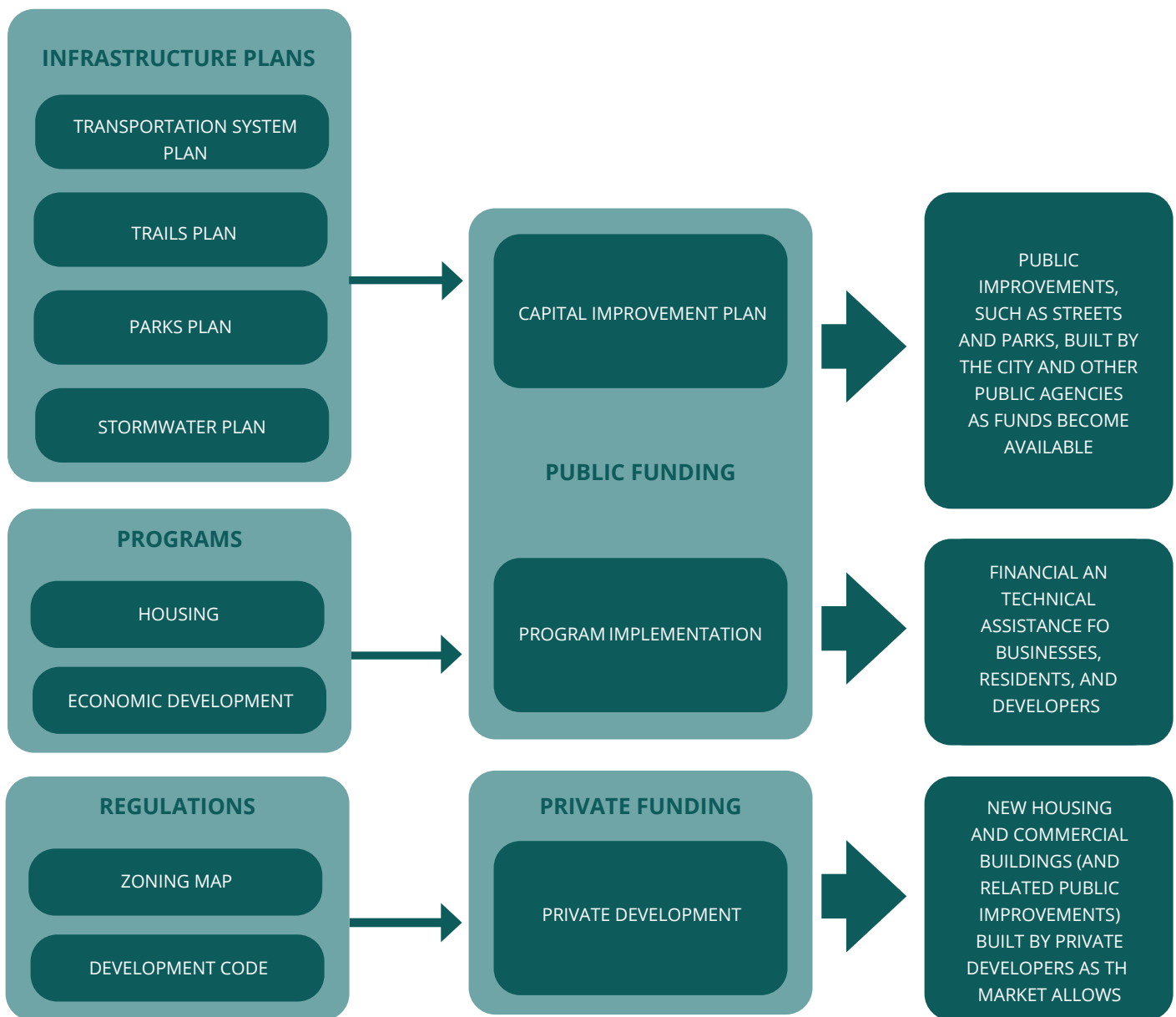
IMPLEMENTATION PRIORITIES

Successful implementation of this report's recommendations will depend on sustained commitment by staff and local officials to the following implementation priorities:

▶ **Interjurisdictional coordination:** With multiple jurisdictions involved, ongoing efforts to engage and partner with Beaverton, Washington County, and the City of Portland will be needed to deliver on many of the goals for this area.

▶ **Centering equity:** Advancing programs that help stabilize less-affluent renters, reduce the risk of displacement, and support diverse business owners is important citywide, but it is particularly important to delivering a future for the WSRC that is both vibrant and inclusive.

▶ **Leveraging the market:** The City will need to be strategic when working to deliver community benefits and advancing the WSRC vision so as to not overburden development in ways that hamper private investment.



► **Funding commitment:** While the project list is more focused and realistic than the one in the original plan, it will still require resources for public investments, particularly for improvements to support walking and biking.

