City *of* Tigard

Tigard Business Meeting –Agenda

TIGARD CITY COUNCIL

MEETING DATE AND TIME:	JULY 16, 2024 - 5:00 p.m. Executive Session & 6:30 p.m. Business Meeting
MEETING LOCATION:	Hybrid - City of Tigard - Town Hall - 13125 SW Hall Blvd., Tigard, OR 97223 - See PUBLIC NOTICE below

PUBLIC NOTICE: In accordance with Oregon House Bill 2560, this will be a hybrid meeting where some Council, staff or public will participate in person and some will participate remotely.

How to comment:

- Written public comment may be submitted electronically at www.tigard-or.gov/Comments by noon the day before the meeting date.
- If attending the meeting in person, please fill out the public comment sign-in sheet at the front of the room and come to the microphone when your name is called.
- If you prefer to call in, please call 503-966-4101 when instructed to be placed in the queue. We ask that you plan on limiting your testimony to two minutes.
- You may comment by video through the Teams app. Go to this link to learn how to participate by video: July 16, 2024 Council Meeting (https://www.tigard-or.gov/Home/Components/Calendar/Event/6364/372).

Upon request, the City will endeavor to arrange for the following services:

- Qualified sign language interpreters for persons with speech or hearing impairments; and
- Qualified bilingual interpreters.

Since these services must be scheduled with outside service providers, it is important to allow as much lead time as possible. Please notify the City of your need by 5:00 p.m. on the Thursday preceding the meeting by calling: 503-718-2419 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

SEE ATTACHED AGENDA

VIEW LIVESTREAM ONLINE: https://www.tigard-or.gov/boxcast

CABLE VIEWERS: The City Council meeting will be shown live on Channel 21 (1st Tuesdays) and Channel 28 (2nd & 4th Tuesdays) at 6:30 p.m. The meeting will be rebroadcast at the following times on Channel 28:

Thursday 6:00 p.m. Friday 10:00 p.m. Saturday 7:30 p.m. Sunday 11:30 a.m. Monday 6:00 a.m.

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1. EXECUTIVE SESSION: The Tigard City Council will go into Executive Session to discuss the performance review of public officers or employees under ORS 192.660(2) (i). All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions, as provided by ORS 192.660(4), but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public. **5:00 p.m.**

2. BUSINESS MEETING **6:30 p.m.**

   A. Call to Order

   B. Roll Call

   C. Pledge of Allegiance

   D. Call to Council and Staff for Non-Agenda Items

3. PUBLIC COMMENT

   A. Follow-up to Previous Public Comment

   B. Public Comment – Written

   C. Public Comment – In Person

   D. Public Comment – Phone-In

   E. Public Comment – Video

4. CITY MANAGER REPORT **6:40 p.m. estimated time**

5. DOWNTOWN TIGARD REIMAGINED FINAL REPORT **6:45 p.m. estimated time**

6. LEGISLATIVE PUBLIC HEARING: DOWNTOWN REIMAGINED COMPREHENSIVE PLAN AMENDMENTS **7:10 p.m. estimated time**

7. NON-AGENDA ITEMS

8. EXECUTIVE SESSION: The Tigard City Council may go into Executive Session. If an Executive Session is called to order, the appropriate ORS citation will be announced identifying the applicable statute. All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions, as provided by ORS 192.660(4), but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

9. ADJOURNMENT **7:50 p.m. estimated time**

AIS-5490 **5.**

Business Meeting

Meeting Date: 07/16/2024

Length (in minutes): 25 Minutes

Agenda Title: Downtown Tigard Reimagined Final Report

Authored By: Sean Farrelly

Presented By: Redevelopment Project Manager Farrelly

Item Type: Update, Discussion, Direct Staff

Public Hearing Legal Ad Required?: No

Publication Date:

Information

EXPLANATION OF ISSUE

The Downtown Reimagined Land Use and Transportation Recommendations Final Report will be presented.

ACTION REQUESTED

Council is being asked to provide feedback on the report's recommendations. The Land Use and Transportation Recommendations Final Report will be a supplemental attachment to the Comprehensive Plan Amendment.

BACKGROUND INFORMATION

Dates of Previous Considerations:

- June 23, 2020: Consider Resolution of Support for Transportation Growth Management (TGM) Planning Grant
- September 19, 2023: Update on the Downtown Reimagined project
- January 9, 2024: Legislative Public Hearing on Downtown Tigard 2040 Center Boundary Amendment

Future Consideration:

- Winter 2024: Council consideration of amendments to the Development Code and Transportation System Plan

Background and Information

The Downtown Reimagined project is the first step in updating policies to implement the vision of Downtown Tigard as a "vibrant, active, and welcoming city center at the heart of our community, providing transportation, recreational, residential and business opportunities that are accessible to everyone." The main outcome of the project is the Land Use and Transportation Recommendations Final Report ("Final Report"). This includes a framework for amendments to the sections of the Comprehensive Plan, Development Code, and Transportation System Plan that relate to Downtown, as well as recommended implementation measures.

The study area includes the City Center TIF District, with three additional areas on the east side of Hall Blvd.; the planned SW Corridor station area; the area around the Tigard Public Library; and the area around SW Knoll Drive.

The project was funded by a state Transportation Growth Management grant.

Final Report Recommendations:

Current Downtown Zoning and Connectivity Plan
Most of the study area is currently zoned Mixed Use-Central Business District (MU-CBD), which allows a wide range of uses. The intent of this zone and the Downtown Plan District (Chapter 18.650) is to promote the development of a higher density, economically viable, and aesthetically pleasing pedestrian-oriented downtown. The MU-CBD zone currently has four sub-districts with different development standards:

- Highway 99W and Hall Boulevard Corridor
- Main Street - Center Street
- Scoffins Street - Commercial Street
- Fanno - Burnham Street

The maximum density in all four subareas is currently 50 units an acre, with an overlay in the Transit Center vicinity that allows 80 units an acre. The maximum building height is currently 80 feet in most of the plan district, with the exception of the Highway 99W and Hall Boulevard subarea and within 200 feet of Fanno Creek Park, where the maximum height is 45 feet. In accordance with the city's Affordable Housing Plan and state law, density and height bonuses are currently offered to affordable housing developments.

The existing Development Code and Transportation System Plan include a Downtown Connectivity Plan that requires new street and path connections to be implemented when properties are redeveloped.

Recommended Zoning and Connectivity Plan
The Downtown Reimagined Final Report's recommendations for land use and connectivity are a refinement of the existing regulations, rather than a major overhaul. The recommendations would expand the number of subareas to seven within the plan district. A summary of these subareas and their intent follows:

- Main Street: Build on the concentration of ground floor shops and restaurants with one- to six-story buildings.
- Pacific Highway Gateway: Require a strong building presence at Pacific Hwy. and SW Hall Blvd. upon redevelopment with four- to eight-story buildings.
- Burnham Mixed-Use: Encourage high-density, mixed-use housing (four- to eight-story buildings) with active ground floors along SW Burnham St and SW Hall Blvd. Require building heights to step down to Fanno Creek to limit impacts on the natural area and create opportunities to view nature.
- Hall Gateway: Anticipate future large-scale, transit-oriented development (six - to 12-story buildings) in the potential light rail station area.
- Downtown Neighborhood: Allow a range of infill housing options (two- to six-story buildings), such as apartment buildings and row houses, commercial activities, and civic spaces.
- Mixed-Use Employment: Encourage a mix of commercial/office and light industrial uses in two- to six-story buildings.
- Center Street Commercial: Allows incremental commercial use in the near term, with long-term aspirations for increased development intensity with two- to six-story buildings.

Recent state legislation has reduced the applicability of maximum densities for certain housing types. In keeping with this, and to encourage more housing construction, the zoning concept would lift the maximum density requirements.

The recommended connectivity plan in the Final Report simplifies and streamlines the existing connectivity plan, while creating a well-connected and walkable block structure that supports new development. It also reduces the number of new street typologies. A few less significant connections in the current connectivity plan are proposed to be removed or converted from full streets into pathways.

The Final Report includes recommendations for Development Code amendments that seek to simplify the land use review process, while still requiring pedestrian-scale design for new development. This code amendment package is in the current Community Development work program and is anticipated to go before the Planning Commission and then City Council for consideration in late 2024. Transportation System Plan amendments are also expected to be brought to Council for consideration on a separate timeline.

The Final Report has recommendations on open space, including enhancements to Fanno Creek Park and Trail and provisions for open space connectivity. The report also contains housing recommendations that focus on increasing housing options in Downtown and including specific strategies to minimize and mitigate the displacement of affordable housing as redevelopment occurs.

Public Involvement
The project kicked off in April 2022. In August 2022, three language-specific focus groups (Spanish, Arabic, and Chinese/Vietnamese) were held, with a total of 32 participants. The focus group participants were asked about their current perceptions of downtown and their future priorities for the area.

This initial feedback informed the project's priorities and report recommendations:

- Expand on its unique character.
- Increase housing diversity.
- Facilitate additional destinations and amenities to attract visitors.
- Minimize commercial and residential displacement.
- Increase its visibility.
- Enhance and integrate natural assets.
- Provide safe and easy connectivity.

On April 26, 2023, a community workshop was held at the Tigard Public Library. Approximately 35 members of the public attended and provided feedback on alternative plans for guiding Downtown's future land use, and how the transportation system can be improved.

Over the course of the project, five presentations were made to the Town Center Advisory Commission. Two presentations were made to the Tigard Downtown Alliance. The Planning Commission participated in a walking tour of downtown in August 2023 in preparation for two briefings. A presentation focused on connectivity was also made to the Tigard Transportation Advisory Committee.

The three language specific groups were reconvened in September 2023. A total of 23 participants reviewed and gave feedback on the project's recommendations. Overall, the groups expressed support for the project recommendations.

Impacts (Community, Budget, Policies and Plans/Strategic Connection)

Tigard Strategic Plan 2020-2025
Strategic Priority 3: Ensure development and growth supports the vision
Objectives
3.1 Pursue land development that maximizes public health benefits while increasing connections between people and community destinations.
3.2 Focus development-associated resources in parts of the city that have the capacity to serve, house, employ, and attract the most people with the least impact on Tigard's natural systems and the climate
3.3 Understand the effects of development on vulnerable Tigard residents and mitigate these impacts within projects and over time.
3.4 Proactively intervene as necessary to meet the housing needs of all community members.
3.5 Plan and create, in a manner that reduces climate impacts to the maximum extent practicable, especially for those most vulnerable.

City Center TIF Plan

ALTERNATIVES & RECOMMENDATION

The Downtown Reimagined Land Use and Transportation Recommendations Final Report will be considered as a supplemental attachment to the Comprehensive Plan Amendment, which will have a public hearing on May 28, 2024.

ADDITIONAL RESOURCES

N/A

Attachments

Final Report
Presentation

DOWNTOWN TIGARD Reimagined

LAND USE AND TRANSPORTATION RECOMMENDATIONS

FINAL REPORT

FEBUARY 23, 2024

ACKNOWLEDGEMENTS

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This Project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the federal Fixing America's Surface Transportation Act (FAST Act), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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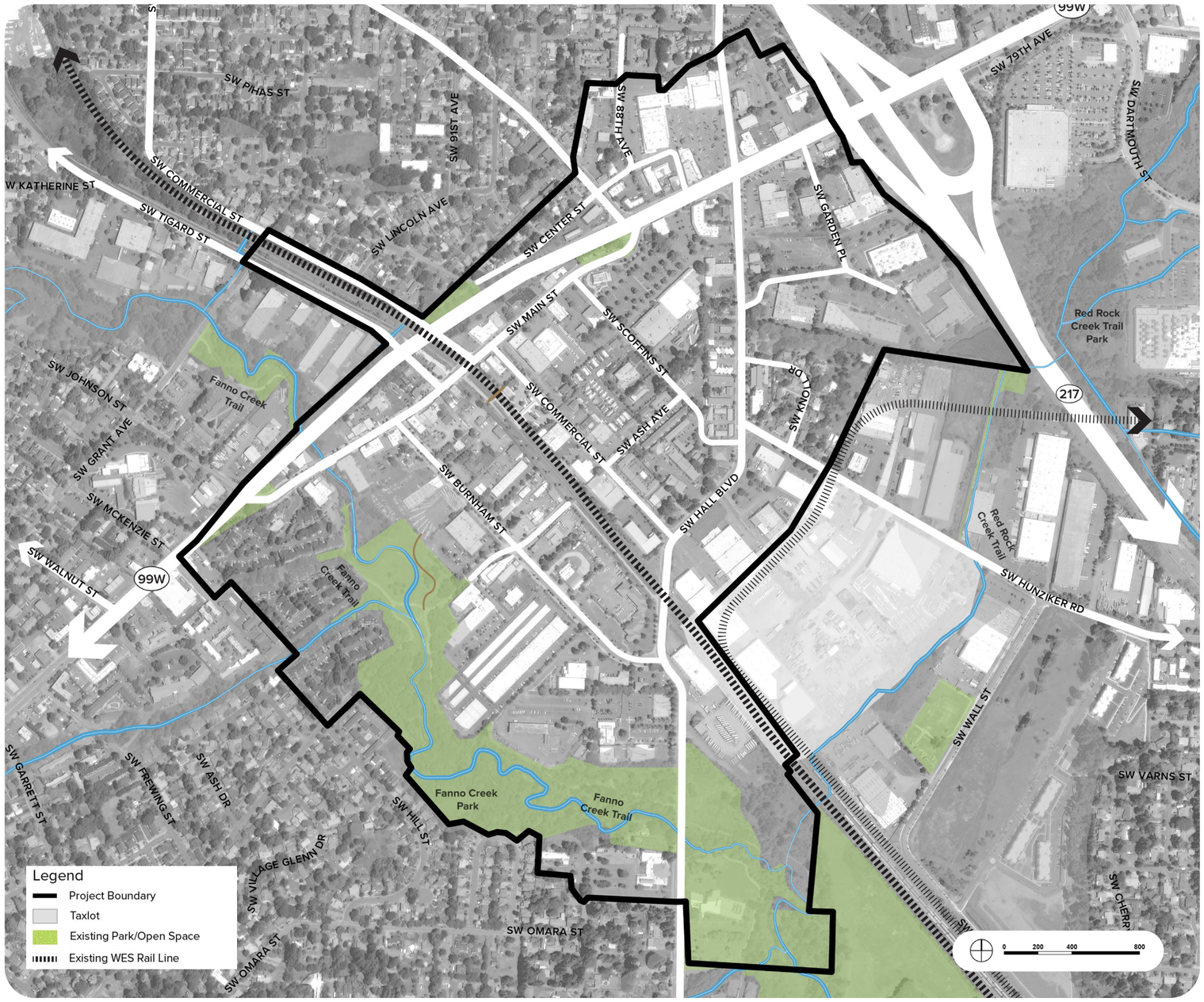
INTRODUCTION

DOWNTOWN REIMAGINED

Our vision of Downtown Tigard is a vibrant, active, and welcoming city center at the heart of our community. It provides transportation, recreational, residential, and business opportunities that are accessible to everyone. (Tigard Downtown Vision 2020).

Located approximately seven miles southwest of Portland, Downtown Tigard centers on historic Main Street and contains a mostly continuous streetscape of pedestrian oriented retail, office buildings, and restaurants. Legacy uses, including automobile-oriented services, warehouses, and industrial uses are spread throughout the district. The northern part of the project area includes many highway-oriented retail shopping centers along OR 99W. Downtown Tigard is bisected by the Southern Pacific and Burlington Northern rail lines.

This Land Use and Transportation Report describes land use, transportation, open space, and housing displacement mitigation concepts for Downtown Tigard that respond to both the existing conditions and the vision and priorities expressed by the Tigard community.



2 PLANNING PROCESS

COMMUNITY ENGAGEMENT STRATEGY

While Downtown Tigard has seen public and private improvements in recent years, it has not seen the level of private investment needed to fully realize Downtown's potential as a vibrant and complete community. The City of Tigard has had a long-standing and community-driven commitment to establishing its downtown neighborhood as a thriving mixed-use place that is active, compact, and walkable. The Downtown Tigard Reimagined project seeks to integrate "Tigard's historic roots with a modernized approach to housing, development, and multi-modal transportation," while also addressing the gap in private investment to achieve these goals.

In order to realize this vision, a robust community engagement strategy was critical. The following guiding principles were identified to set the process up for success:

- *Engagement conversations to be values-based.*
- *The Project Team to apply the principles of the Racial Equity Toolkit to ensure engagement opportunities invite meaningful feedback from all community members, particularly historically underserved groups.*
- *Online engagement opportunities to be as interactive as possible.*
- *The Project Team to involve key affected parties in information collection to demonstrate process integrity and build credibility for recommendations.*
- *The Project Team to identify and work to remove barriers to engagement for vulnerable and historically underrepresented community members.*
- *Concerns and aspirations to be discussed to formulate options for consideration by the City.*

Throughout the process, engagement allowed residents and business owners to provide input, with the City of Tigard emphasizing an inclusive and equitable process. The Downtown Tigard Plan was an opportunity for the City to strengthen relationships with community members and to create momentum for the Plan.

The team engaged the public throughout the project via equitable community focus groups, community engagement events, and creating project awareness via a br anding and communications strategy (logo, key messages, project website, engagement website, social media campaign, e-blasts, direct mailings, and public information materials). Participation of community members and business owners/ operators who are from historically marginalized or underrepresented communities was supported with financial (e.g. stipends, raffle drawings for gift cards, etc) and technological assistance, (e.g., hardware, software, training, etc.).



Fanno Creek Park

Finally, the project team offered a variety of opportunities for all potential stakeholder groups to engage with and influence the project using a variety of communication tools. Stakeholder groups that were approached to participate in the public engagement process included Unite Oregon, Verde, Tigard High School Youth Groups, St. Anthony's Church and School, Muslim Educational Trust, homeowners/commercial property owners and small downtown business owners. Meetings also included focus groups with developers, rail stakeholders and affordable housing stakeholders. Briefings were made to the Tigard Downtown Alliance, and an Open House event was hosted to invite the public to view, comment on, and discuss in-progress framework plans.



Downtown Tigard Open House Event



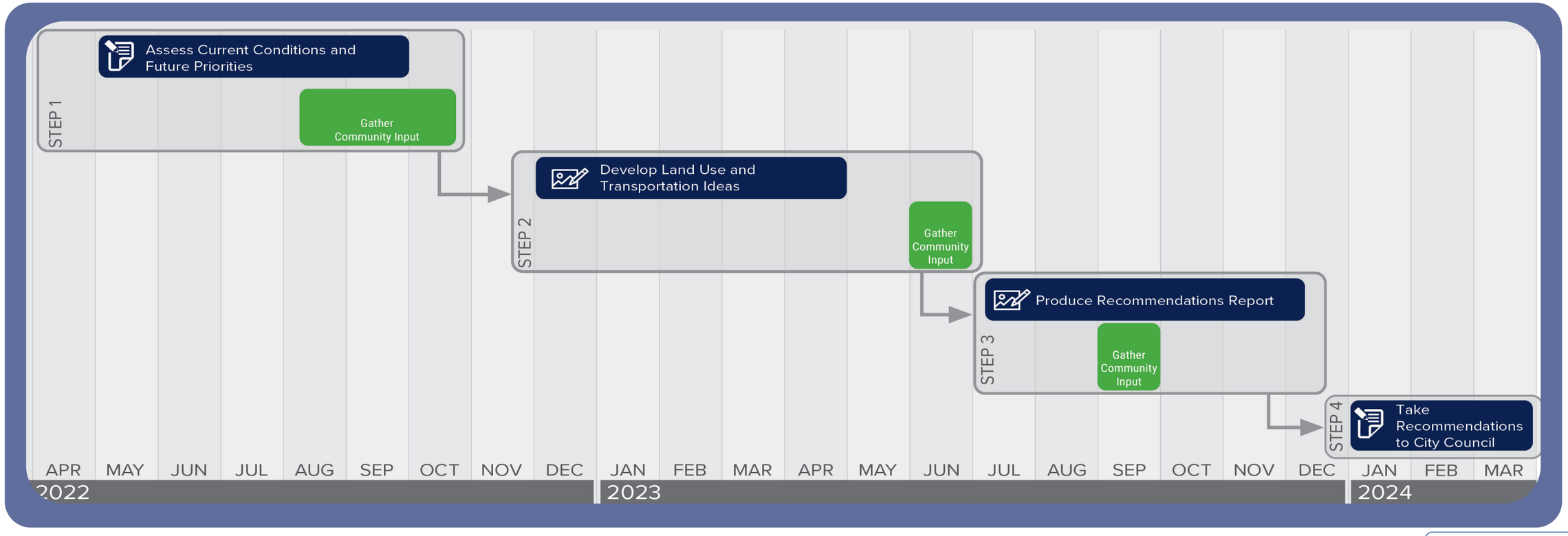
Project Purpose diagram

PROJECT SCHEDULE

Divided into steps, the project schedule accounted for a design and review process that lasted approximately 24 months. The development of design concepts, followed or directly overlapping with a period of community input and Technical Advisory Committee ("TAC") meetings, created a feedback loop. With every step, updates to the schedule were made to ensure all stakeholders understood what point of the process the project was in.

The process behind Downtown Tigard Reimagined was based in analysis and discussion of existing conditions in Spring and Summer of 2022, as well as kicking off community engagement from the very beginning of the project. From Fall 2022 to Summer 2023, the team evaluated what was learned and heard, and began to shape opportunities, identify challenges, and highlight needs based on community feedback.

Finally, this Recommendations Report was prepared to consolidate preferred land use, open space, and connectivity concepts along with anti-displacement and housing strategies. This material is bolstered by a set of implementation recommendations (included in the Appendix). This report is expected to be adopted with Comprehensive Plan amendments in early 2024. Code amendments to implement this plan are expected to be presented to Tigard City Council in late 2024.



TECHNICAL ANALYSIS OVERVIEW + PROCESS

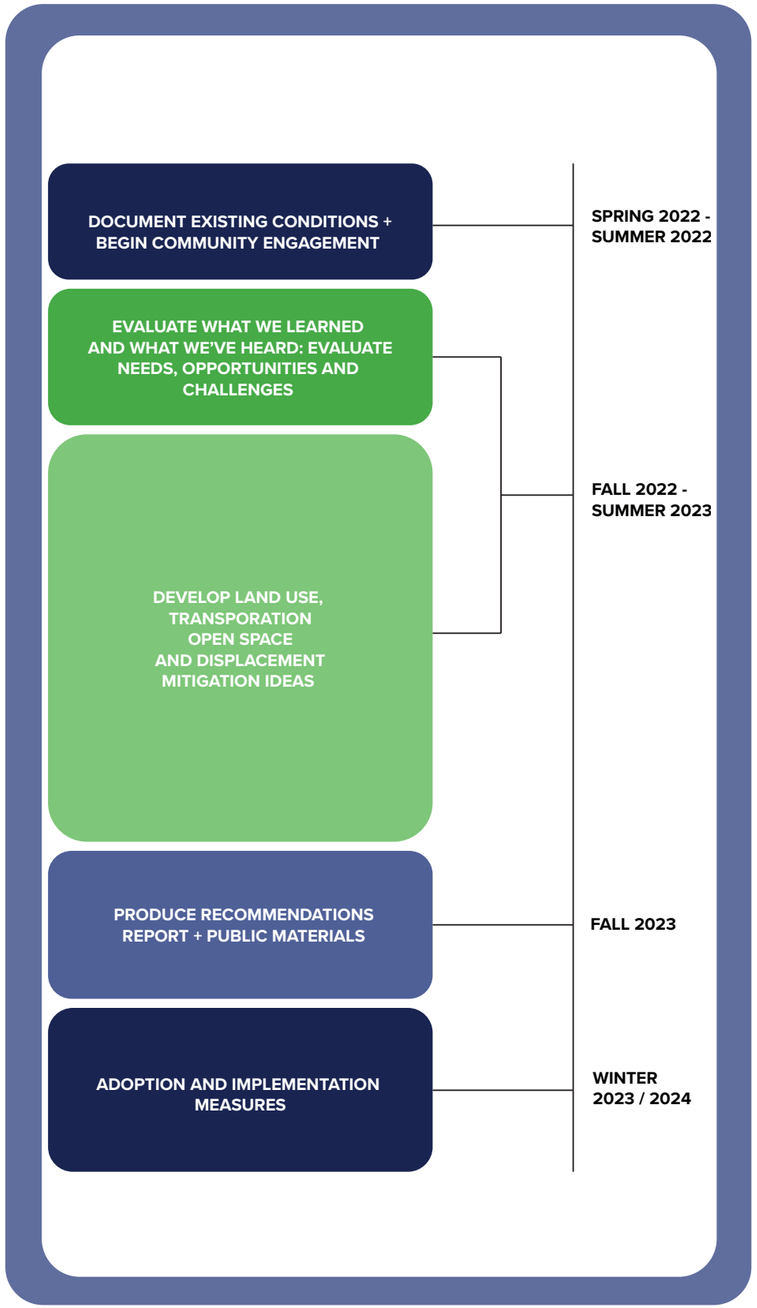
A technical advisory committee was formed with representatives from the City, ODOT, TriMet, Washington County, Metro, Clean Water Services, and the Oregon Department of Land Conservation and Development. The role of this committee was to provide technical review and coordination prior to each outreach milestone in order to support continued collaboration between governments with land use and transportation responsibilities in the Downtown Area. The project team then conducted a series of briefings with Tigard's standing committees including, Town Center Advisory Commission (TCAC), Tigard Transportation Advisory Committee (TTAC), and the Planning Commission. These meetings provided a direct line of communication with stakeholders who are intimately knowledgeable about the Downtown area.

To kick off the technical process, the City of Tigard prepared a quantitative and qualitative report for Downtown Tigard that forecast residential, employment, and economic conditions expected within the next two decades, in addition to existing zoning, land use, code and current development conditions.



Downtown Tigard Open House Event

In addition to the land use and transportation concepts, frameworks for both open space and housing displacement mitigation were also built using many of the community's ideas and feedback. Traffic analysis was conducted according to City standards and ODOT procedures. Draft land use and transportation alternatives were presented within a TAC meeting, along with visual guides distilling the design materials to date for the general public. Each land use alternative described desired land uses and densities. The transportation concepts looked at street grid changes, pedestrian/bike access, improvements to trail alignments, transit access/amenities, rail crossing improvements, and any operational changes that may be needed.



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3 WHAT WE LEARNED

DEMOGRAPHICS + EMPLOYMENT - **BUSINESSES**

Just over half of all jobs in Downtown Tigard are technical or professional jobs. The percentage of manufacturing and skilled trade jobs – just under 30% in 2003 – has dropped to just over 20% by 2020. The wider Tigard area and the project study area have historically had similar business compositions by industry over time, however the study area has had more retail businesses.

There are several subareas within Downtown: Main Street development, auto-oriented development around Hwy 99W/Hall Boulevard, business park development east of Hall Boulevard, industrial development southeast of Hall Boulevard, and eclectic Downtown development between Main Street and Hall Boulevard. Many current land uses in the Downtown area are not consistent with the new vision. Similarly, there are mixed-uses supporting commercial developments, but they are not well-integrated.

In general, the presence of small parcels in Downtown represents a redevelopment challenge, as economically viable uses are more feasible on larger properties.

Types of Employment



~20%
Skilled Trade / Manufacturing

~50%
Technical / Professional

~30%
Other

Land Use



Just over half of all land use is zoned commercial

Business Composition



The Study Area and Tigard generally have similar business compositions by industry over time.

The Study Area consistently has a higher percentage of retail businesses and a lower percentage of technical and professional businesses than Tigard.

DEMOGRAPHICS + EMPLOYMENT - **RESIDENTS**

Approximately 15% of the land use in Downtown Tigard is residential, while around half of the land is used for commercial purposes. There are 403 market rate apartments, 262 market-affordable apartments, 104 regulated affordable apartments, 16 middle housing developments, and 20 detached residences. Currently, 22 units are planned as part of a mixed-use development on Main Street.

Housing in which residents are vulnerable to displacement includes 426 market-rate apartments (most located around the Hall Boulevard/Hunziker Street/Scoffins Street intersection), 37 manufactured homes, and nine single detached homes.

Most of the market-rate apartments are older, and the available data from CoStar shows that rents are more affordable in Downtown Tigard by 18% (or $0.28 per square feet) than city averages ($1.85 per square feet in 2022 Q2).

Housing Stock

- **403** market-rate units
- **262** market affordable units
- **104** regulated affordable units
- **16** middle housing developments
- **20** detached residences

Planned Housing

58
Affordable senior housing units

22
Units planned as part of a mixed-use Main Street development

Rents

18%
Rents are more affordable in Downtown Tigard by 18% (or $0.28 per square feet) than city averages ($1.85 per square feet in 2022 Q2)

Housing at Risk

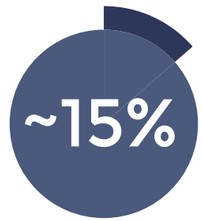
9
Single Detached Homes

426
Market Rate Apartments

37
Manufactured Homes

(About 9 older market-rate apartment properties with a total of 426 units could experience rent increases and/or major remodels that could cause displacement).

Land Use



Approximately 15% of Downtown land use is residential

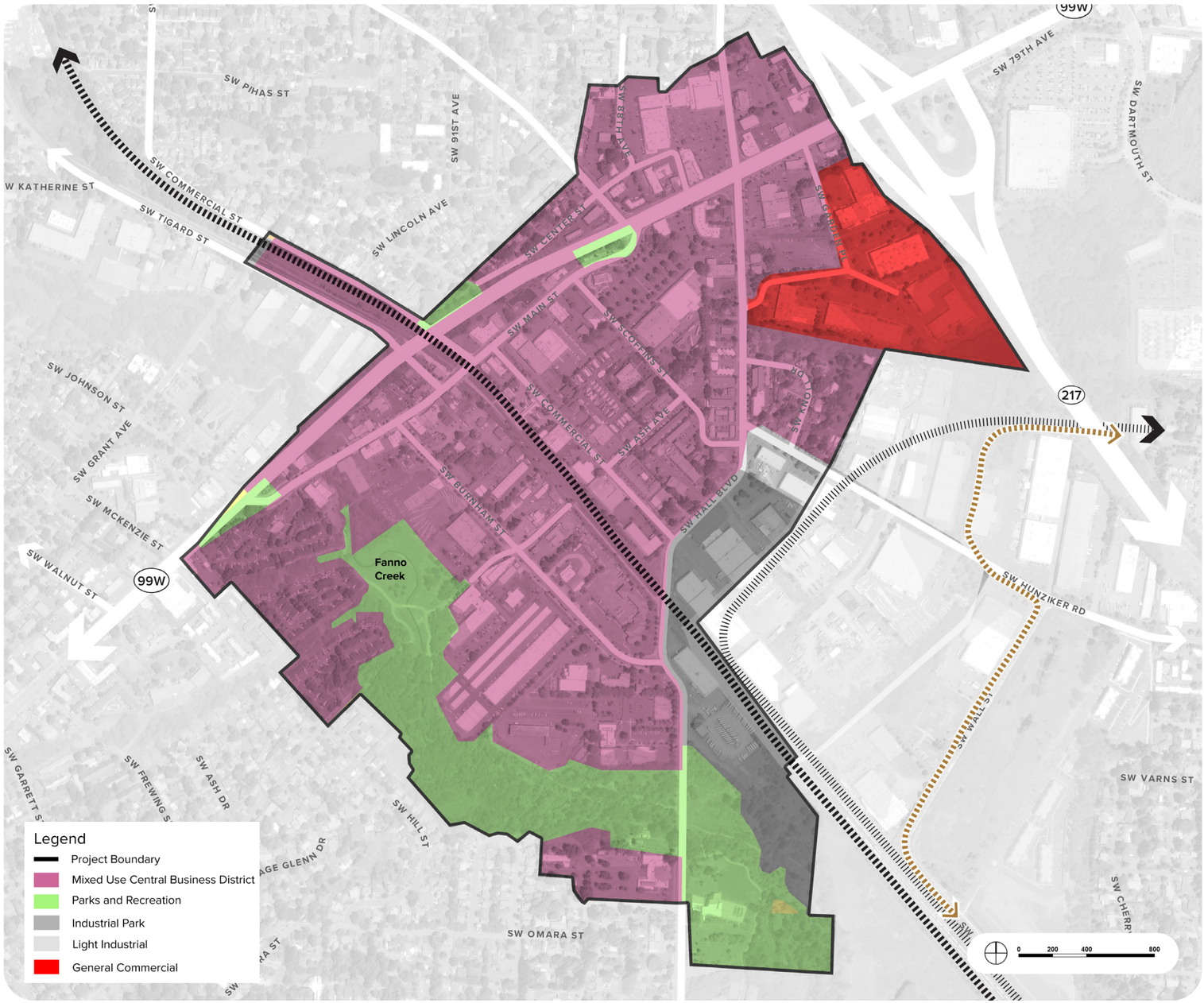
CURRENT LAND USE

Uses on and around Main Street are mostly commercial in nature, with pedestrian-friendly local shops, salons, restaurants, coffee shops, and cafés.

Along Burnham Street, we find an eclectic mix of uses that is often larger in scale and auto-oriented, with surface parking lots abundantly present. The commercial uses here vary, and include a boat dealer, a printshop, a self-storage facility, and several auto-related businesses. Civic uses are grouped along the southern end of the street.

Hall Boulevard in Downtown Tigard is dominated by multifamily housing of varying ages, and light industrial businesses. Some of the residential complexes provide naturally occurring affordable housing. The businesses along Hall Boulevard are mostly local and provide important jobs to Downtown.

The northern part of the project area includes many highway-oriented retail shopping centers, mostly clustered near the intersection of Pacific Highway (99W) and Hall Boulevard. Uses include national retailers, banks, fast-food restaurants, as well as local businesses. Extensive surface parking lots dominate the street interface. However, behind these highway-oriented commercial uses, there is a surprising amount of additional employment uses.



RECENT DEVELOPMENT

With the pending completion of the AVA Roasteria coffee shop with 22 apartments above, Downtown is gaining pedestrian-oriented activity and needed housing. The combination of ground-floor retail below upper-story housing will strengthen the multistory mixed-use character here. Meanwhile, the Attwell stands as the most recent evidence of successful mixed-use urban housing in downtown.

The re-meander of Fanno Creek has dramatically improved the quality of Fanno Creek Park. The open meadows planted with native vegetation provides a welcome contrast with the more forested and enclosed sections of the park.
Universal Plaza capitalizes on this new Fanno Creek experience and embodies the realization of a long-held dream to have an inclusive place to gather in Downtown.

The planned Nick Wilson Memorial Plaza, located where Fanno Creek meets Main Street, promises to celebrate the creek and the late City councilor who helped bring this plaza to life. Extension of the popular Heritage Trail to the south side of Main Street, along the railroad to Ash Avenue is another objective that the community would like to see realized.



Attwell Off Main



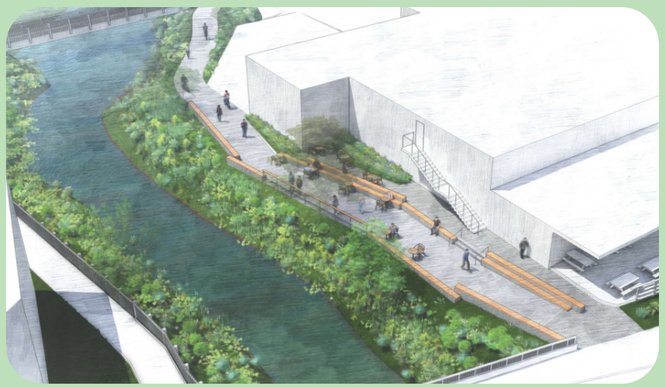
AVA Roasteria



Universal Plaza



Alongside Development



Proposed concept for Nick Wilson Memorial Plaza

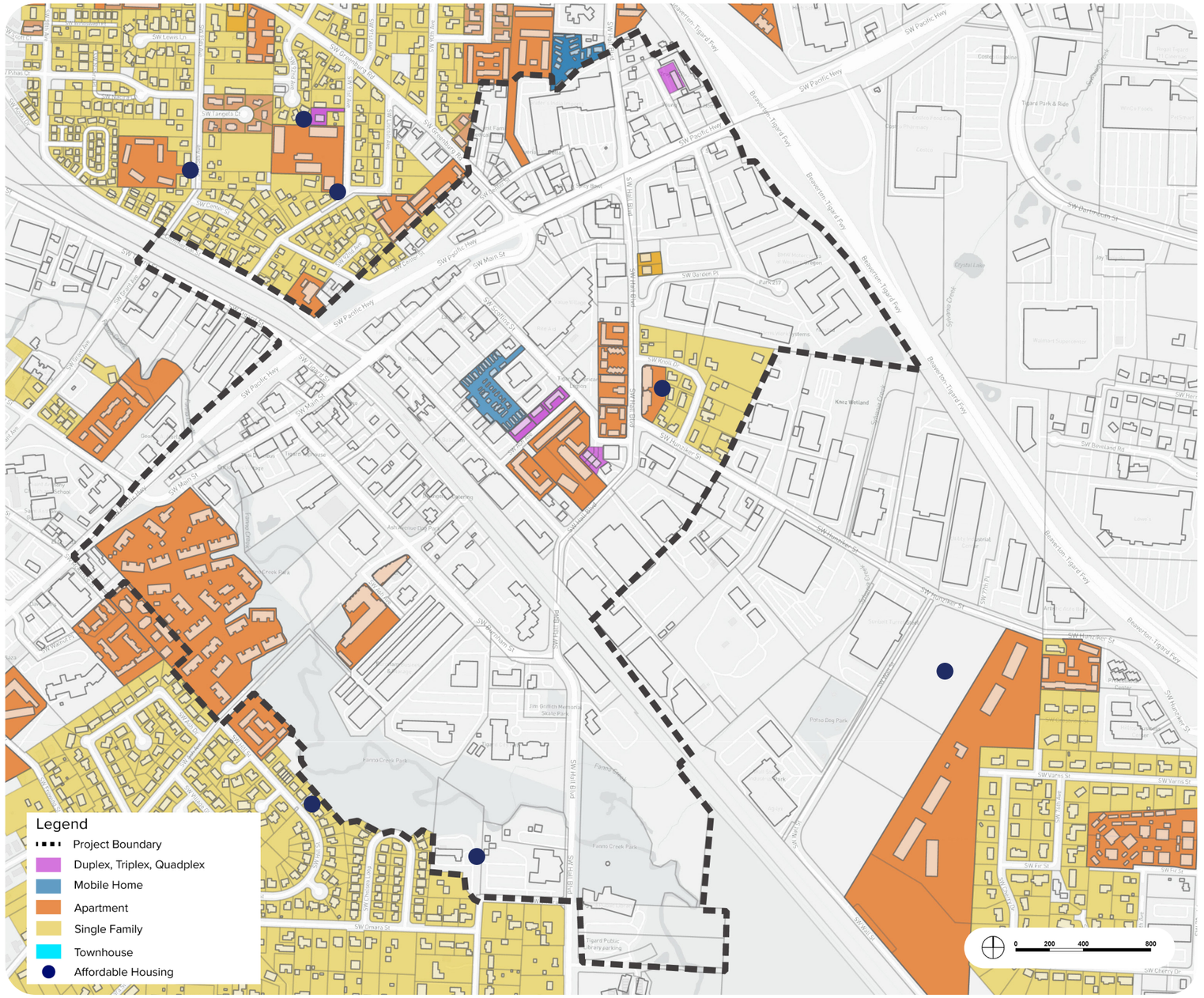
DISPLACEMENT RISK

Displacement occurs when households who are forced to relocate due to factors beyond their control.

- **Who is at risk?** Renters are more likely to be at risk of displacement due to rent increases or redevelopment of older rental housing, even with statewide renter protections. Homeowners are generally protected from rapid increases in property taxes by Oregon law, and can choose whether to redevelop or remodel their property. Low-income renters, individuals without college degrees, people of color, seniors, and those with disabilities may be at higher risk of displacement or have more difficulty finding suitable alternative housing if they are forced to move.

- **How do you measure displacement risk?** While there is no perfect way to measure risk of displacement, renters living in older rental housing may be at greater risk in an area where market conditions are changing. The project team used characteristics of the existing housing stock as a proxy to identify where renter households may be at higher risk.

In general, members of marginalized communities who rent in areas where market conditions are in flux are more likely to be affected by housing displacement.



DISPLACEMENT RISK

The study area includes several types of older rental housing where households may be at higher risk of displacement as market conditions change:

- **Older Market Rate Apartments:** There are 8 older, small- and medium-sized market-rate apartment properties (about 185 total units) concentrated in the center of the study area. Some of these could be redeveloped, impacted by transportation projects, or impacted by potential rent increases and/or major unit remodels. Another large apartment property (over 230 units) that is roughly 30 years old could also experience rent increases and/or major unit remodels. Main St Village, for example, recently underwent remodeling.

- **Manufactured Home Communities:** There is one existing manufactured home community with 37 spaces located in the center of the study area. The site could become a target for redevelopment, which could lead to displacement of current residents. However, existing state laws surrounding redevelopment of manufactured home communities provide some protections to existing residents and mitigate some of the displacement risk.

- **Renter-Occupied Single-Detached Homes:** There are 9 potentially renter-occupied single-detached homes centrally located in the study area with large lots and small house footprints. Renters in those homes could be at risk of displacement due to rent increases, major remodels, or redevelopment of those sites to more intensive uses.

While Oregon state law limits year-to-year rent increases and limits the situations where a landlord can force a tenant to move, redevelopment and major remodels can still cause displacement, and some renters may not be able to absorb increases in rent that are within the state limits.

Potential additional studies for investigation:

- Explore additional tax abatements or other financial incentives to support mixed-income housing development.

- Explore the feasibility of acquisition and rehabilitation of market-rate apartments at risk of displacement pressures.

- Explore the feasibility of preserving existing manufactured housing through non-profit or resident ownership.

- Explore the potential for willing-seller acquisition of existing single-detached homes and redevelopment with affordable housing, with appropriate relocation support for existing residents.



As market conditions change, older apartments, manufactured home communities and renter occupied single homes are at risk.

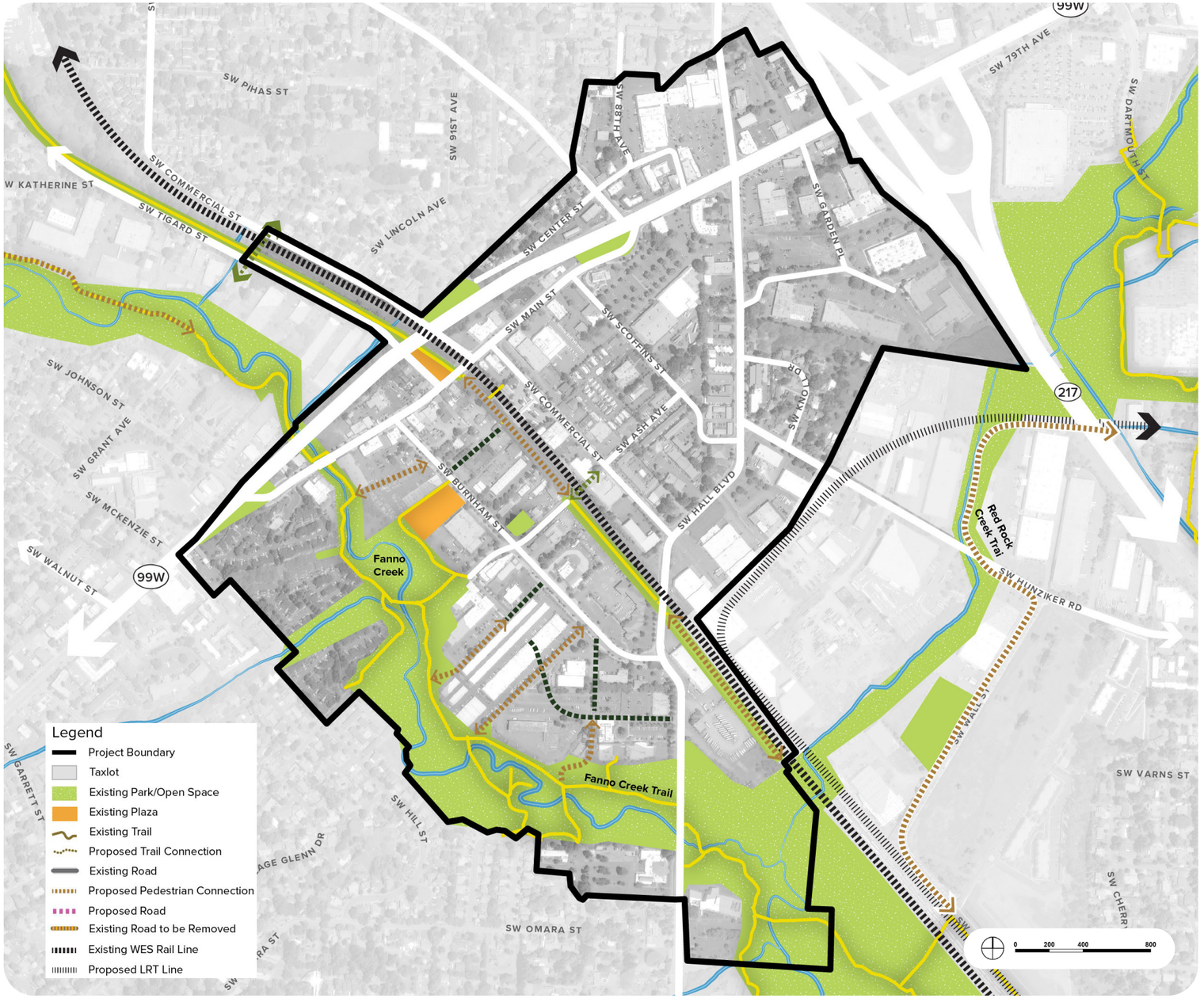
Things we can do to help include exploring financial incentives for mixed income housing development, rehabilitation of market-rate apartments and preserving manufactured homes.

OPEN SPACE

Today, Fanno Creek Park remains the dominant open space feature in Downtown, as it meanders its way from Pacific Highway to Hall Boulevard and beyond. Over time, most of the tributaries to this creek have been paved over and rerouted, effectively rendering them invisible. One tributary remains visible however, despite being challenged by development: Red Rock Creek. This creek flows down the west flank of Mount Sylvania from Interstate 5 to the confluence with Fanno Creek near the Tigard Library. The City has made preservation and improvement of this stream a planning objective and aims to combine that goal with a new paralleling multi-use trail.

Downtown recently celebrated the completion of Universal Plaza, which forms a central community gathering space, while also connecting Downtown with the natural open space qualities of Fanno Creek Park.

Additionally, the gateway features on either end of Main Street provide a visual open space accent that emphasizes a sense of arrival in downtown. Downtown does have a few other open spaces that offer various forms of outdoor recreation: the Jim Griffith Memorial skatepark is popular with the skating community, while the dog park provides ample room for pets and their families. Future man-made open space elements include the Nick Wilson Memorial Plaza, Heritage Trail expansion, and Rock Creek Corridor.



TRANSPORTATION

Key findings of the Existing and Future Transportation Conditions are summarized below:

- The existing intersection operations indicate only one (1) intersection is not meeting operating standards.
- There is a need for investment into the multimodal transporation network in the Downtown Tigard area and establishment of new connections and street types.
- There are existing sidewalk network gaps and a need for improved bike infrastructure on higher volume roadways such as Highway 99W and SW Hall Boulevard.
- The majority of crashes occur on streets that have an incomplete sidewalk network and which have no bicycle infrastructure or on-street bike lanes with no separation or buffer. These streets are designated as Collectors, Arterials, and Principal Arterials.
- The Tigard Transit Center, where several bus lines converge, is located downtown. The transit network will benefit from investment with the SW Corrdor light rail line (though that project is currently on hold).



Main Street



Burnham Street



99W



Railroad crossing (Main Street)



Example of poor lighting and pedestrian safety



Railroad crossing (Hall Boulevard)

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4 WHAT WE HEARD

COMMUNITY VALUES, DESIRES AND CONCERNS

The Tigard community has expressed a range of values, including the importance of affordability and density, cultivation of a unique identity, a focus on recreation, multi-modal/non-vehicular transportation, and inclusive facilities for all ages. Tigard residents would like to see design at the human scale that supports a mix of uses and draws people to businesses, including multi-cultural ones.

Community members hope that Downtown offers more destinations (festivals, markets, events, art markets) in the future and becomes walkable and safe. Additionally, there is a desire for a community center and more youth spaces that can support sports and active recreation. In aesthetic terms, there is a hope from the community for more character defining elements in Downtown's architecture, landscape, and public art.

Concerns from the community include parking and traffic congestion, managing the needs of different age groups, and the safety of residents and public transportation riders. Additionally, there is a concern that the larger public has a hard time defining where Downtown Tigard is.











DEVELOPER FEEDBACK

Tigard's developer community sees a lot of redevelopment potential along Main Street and views Downtown as well-connected to other employment centers in the area. They appreciate the value of its reputable and quality school district, acknowledge a strong presence of natural assets, and view the City of Tigard as pro-development.

Tigard developers would like the City to consider a form-based code and a City Parking Management Strategy to alleviate the parking burden for individual projects. There is also a strong desire to see existing affordable housing rehabilitation grants that could cover issues revealed during the renovation process, as well as greater support for affordable housing in general.

Finally, some concerns expressed include the need for more destinations within Downtown Tigard, and not seeing ample available land in the Downtown area. Developers also noted a lack of flexibility in the current code. The need to protect jobs and fight displacement were listed as additional challenges.











PROJECT PRIORITIES

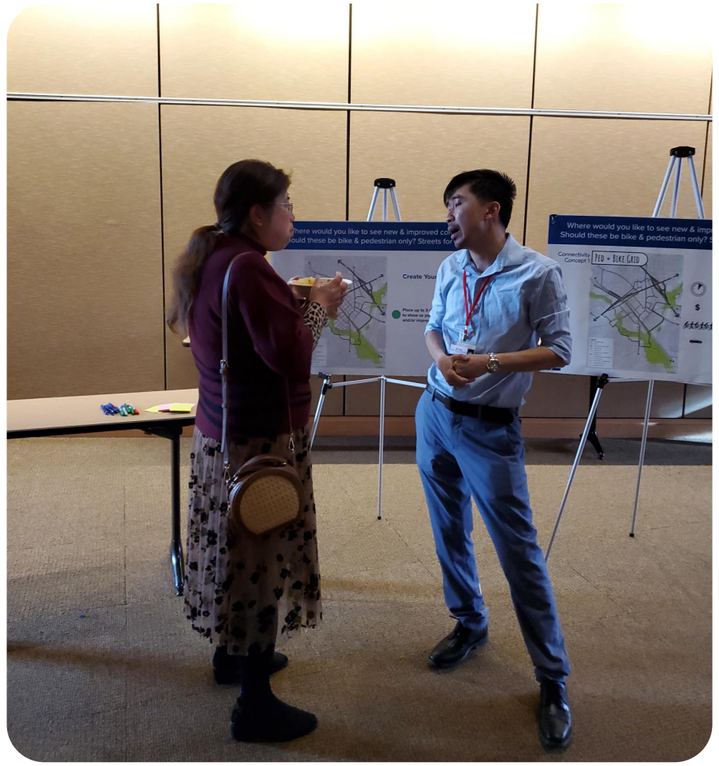
Based on community feedback described in the previous sections, the seven priorities for Downtown Tigard's near-, mid-, and long-term future came into focus. This study centered on seven themes or issues, that were considered holistically:

- Unique Character
- Housing Diversity
- Destinations + Amenities
- Minimize Displacement
- Visibility
- Natural Assets
- Connectivity

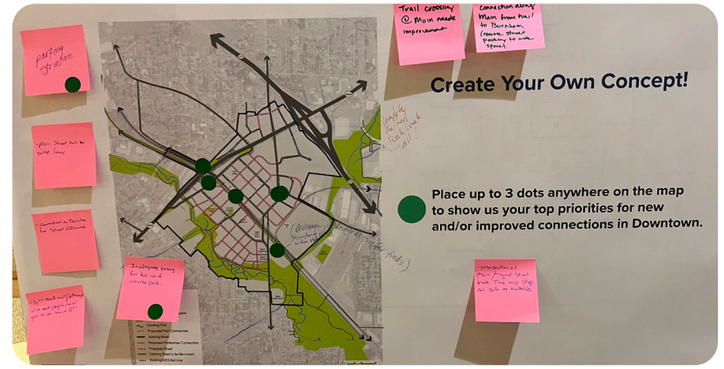
The longer-term future of Downtown Tigard could be heavily influenced by the expansion of the regional light rail transit system. In 2020, voters in the Portland Metro region decided against funding a transportation bill which would have moved the project forward. As a result, planning and design is on hold until funding sources are allocated. This pause puts planning for the mid- and long-term future of Downtown in a higher state of uncertainty. For instance: certainty about a future light rail station at Hall Boulevard and Commercial, as previously planned, would add new gravity to Downtown. Downtown could plan for a new station-centric district in harmony with the existing Main Street-centric core. While public infrastructure investments may still be uncertain, the density recommendations in this report allow the private market to redevelop in higher densities to provide much needed housing.

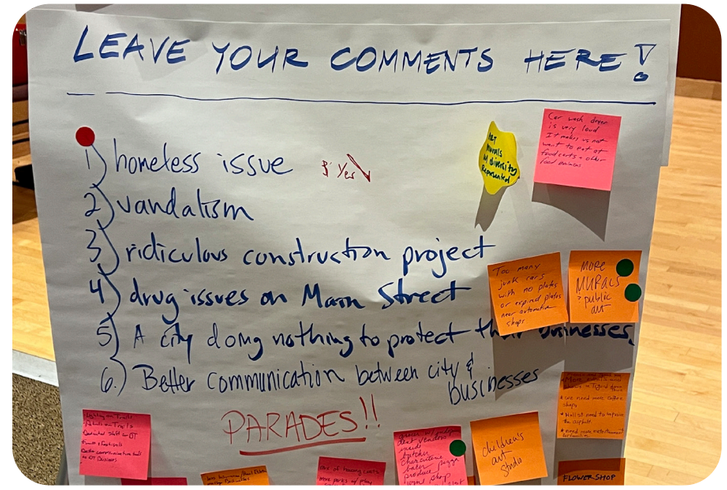
What are the near-term priorities?
Bolstering improvements, such as the recently completed Main Street Green Street Phase 2, will continue to grow the significance of Downtown as the community's commercial, civic, and cultural heart. Planning priorities in this area center on unique character preservation and development, promoting new housing, improving multimodal connectivity, and adding destinations and amenities. From this foundation, the outcome of this study points towards a continued transformation along both sides of Burnham Street, towards Hall Boulevard. Here opportunities center on transforming existing car-centric operations to more urban housing developments and building out the public realm with new pathways to improve multimodal connectivity that will unlock urban redevelopment potential.

Finally, maximizing the impact of Fanno Creek Park as a close in natural asset of significance remains a near term priority. Improving Fanno Creek Park's accessibility, safety, and security is a continued priority, combined with improved visibility and access to this regional open space asset. Outside of the above-mentioned areas of focus, the plan proposes limited transformative planning efforts, until clarity is reached on the future light rail expansion. An exception to this is the priority of preserving naturally occurring affordable housing through anti-displacement actions.

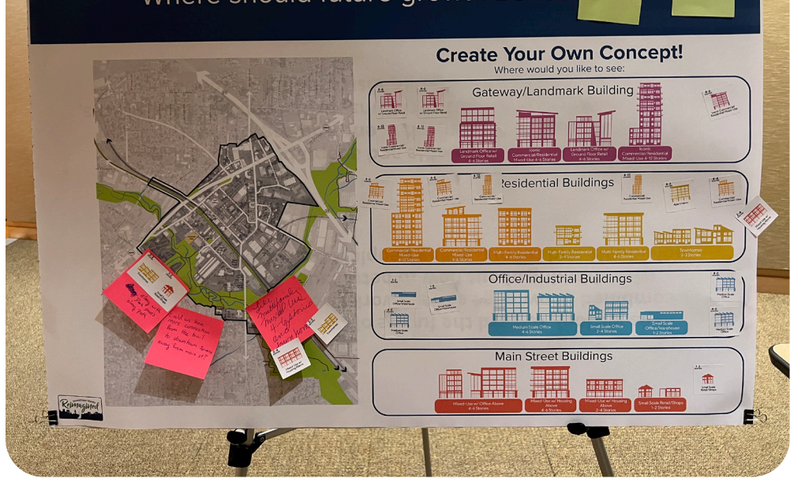





Create Your Own Concept!
Place up to 3 dots anywhere on the map to show us your top priorities for new and/or improved connections in Downtown.


LEAVE YOUR COMMENTS HERE!
1) homeless issue
2) vandalism
3) ridiculous construction project
4) drug issues on Main Street
5) A city doing nothing to protect th businesses
6.) Better communication between city & businesses
PARADES!!


What would you like to see in Downtown?
Mixed-Use Developments
Self-Storage Facilities
Small Businesses
Business Incubators
Apartments
Townhomes/Rowhomes
Recreation Spaces
Resilience Services
Restaurants/Cafes/Pubs
Retail/Grocery
Civic Uses
Auto-Oriented Businesses


Where should future growth be loca
Create Your Own Concept!
Where would you like to see:
Gateway/Landmark Building
Residential Buildings
Office/Industrial Buildings
Main Street Buildings


7:10 – 8:00pm – Visit Open House Stations

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5 PROJECT RECOMMENDATIONS

PROJECT RECOMMENDATIONS

Throughout the course of this work, City staff and the consultant team have been developing frameworks for land use, connectivity, open space, and housing based on community and stakeholder feedback. The land use framework has been created to outline desired land uses, densities, and urban form, while the connectivity framework identifies street grid changes, opportunities for greater multimodal access, improvement to trails and rail crossings, and operational changes. The open space network shows existing open spaces and how proposed enhancements and access might improve the community's experience. Finally, the housing framework outlines existing housing conditions within Downtown Tigard and various strategies to mitigate displacement.

The frameworks have been designed for for public view and comment. They will also be used to guide recommended plan amendments, code changes, and various strategies that support the successful and complete implementation of the concepts within this plan.



LAND USE

This land use concept enhances the vibrancy along Main Street, with a continued focus on retail and restaurants. It prioritizes mixed-use housing intensity in the Burnham area, anticipates transit-oriented development at the Southwest Corridor and gateways along Hall Boulevard.

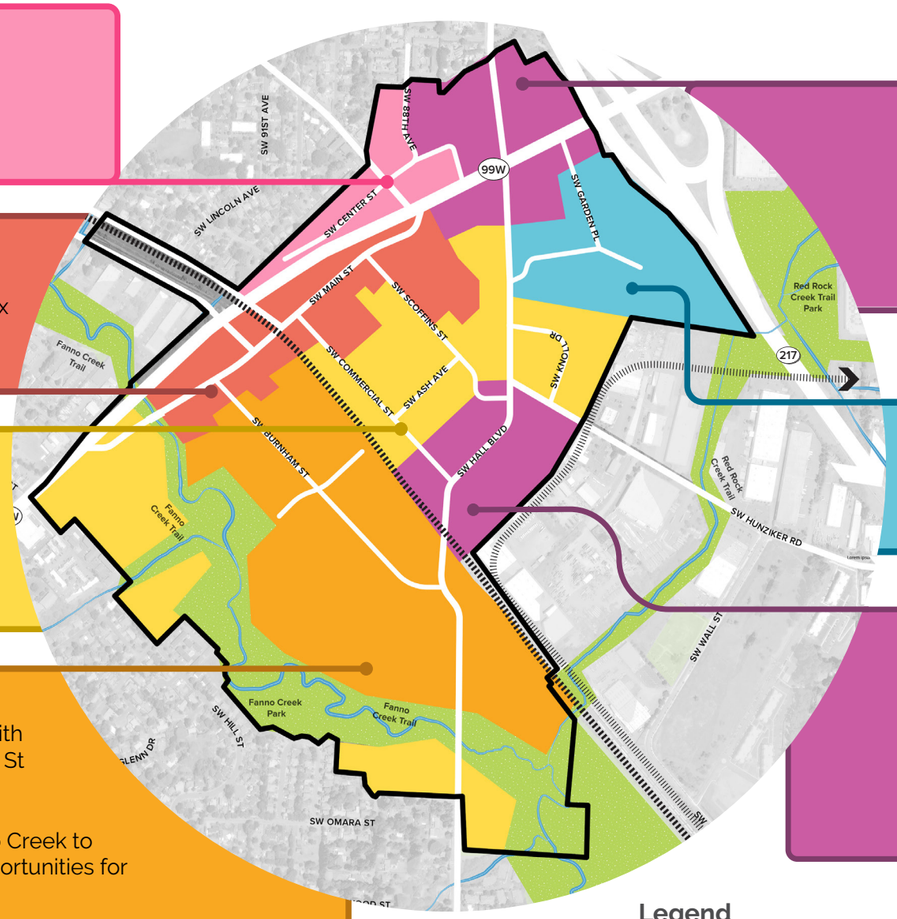
Center Street Commercial
Allow incremental commercial in the near term, with long term aspirations for more increased heights and development intensity.
- ***2-6 story buildings***

Main Street
Build off existing energy with a concentration of ground flloor shops and restaurants through a mix of existing and new development.
- ***1-6 story buildings***

Downtown Neighborhood
Foster a range of infill housing options, such as apartment buildings, rowhomes, and civic spaces to meet the needs of the community.
- ***2-6 story buildings***

Burnham Mixed-Use
Encourage high-intensity mixed-use housing with active ground floors along Southwest Burnham St and Southwest Hall Blvd.

Require building heights to step down to Fanno Creek to limit impacts to the natural area and create opportunities for views.
- ***4-8 story buildings***



Pacific Highway Gateway
Allow incremental commercial development in the near term.

Require a strong building presence at Pacific Hwy and Hall Blvd upon redevelopment.
- ***4 - 8 stories***

Mixed-Use Employment
Mix of commercial/office and light industrial uses.
- ***2-6 stories***

Hall Gateway
Anticipate future large-scale transit-oriented development that includes a relocated on-street bus transit center and light rail station.

Incorporate distinct architecture and strong ground floor activation.
- ***6 - 12 stories***

Legend

- Study Area Boundary
- Rail Line
- Green Space
- Potential SW Corridor Light Rail Alignment
- Center Street Commercial
- Main Street
- Downtown Neighborhood
- Burnham Mixed-Use
- Gateway
- Mixed-Use Employment

CONNECTIVITY

The connectivity concept will create a well-connected and walkable block structure that supports new development. This concept includes active street frontages in Downtown through multi-modal streets, shared streets and pedestrian pathways.

Main Connectivity Priorities

- **Provide new connections in the Burnham area** to support higher intensity development.
- **Allow flexibility in connectivity** alignment and type in Downtown.
- **Increase access to Fanno Creek Trail/Park** with new connections and limit vehicular impacts.
- **Complete Ash Ave pedestrian/bike crossing** and Tigard Heritage Trail crossing of Main St.
- **Reduce size of the Burnham St and Ash Ave intersection.**
- Add crosswalks to Hall Blvd.



Multimodal Streets

- **Balance the needs of all transportation modes** to enable safe use, mobility for all, and active street frontages.
- **Keep speeds at 25 miles per hour** via signage, narrow travel lane widths, parking, and intersection control devices.
- **Use parking as a physical buffer** between the pedestrian realm and the travel way, while encouraging patronage of local businesses.
- **Approximate right-of-way (ROW) widths range from 36 to 60 feet** depending on sidewalk widths and presence of parking.



Proposed Paths

- **Provide non-vehicular access** for walking, biking, and rolling.
- **Keep minimum path widths at 10 feet**, but widen based on surrounding context, land uses, and anticipated user volumes.
- Integrate **landscaping, placemaking, and path amenities**.
- Approximate ROW widths range from 10 to 24 feet.

Shared Streets

- **Provide a comfortable environment** with little modal division while maintaining vehicular access.
- **Use pavers and changes to surface material** to define modal space.
- **Provide parking** on a block-by-block basis or at individual locations.
- **Manage speeds** via traffic calming elements.
- **Approximate ROW widths range from 30 to 42 feet** depending on sidewalk widths.

Legend

- Study Area Boundary
- Green Space
- Plaza
- Rail Line
- Proposed Multimodal Street
- Existing Street
- XXXXX Street Removal
- Proposed Shared Street
- Proposed Path
- At Grade Rail Crossing
- Trail
- Potential SW Corridor

OPEN SPACE

Downtown Tigard's natural assets are part of what makes it unique. As the area evolves, enhancing the natural assets that exist and improving connectivity to those assets will be part of what sets Downtown Tigard apart as a distinct area in the region. Here's how connectivity might look with proposed streets that connect to proposed paths.



Universal Plaza

Enhance and activate the plaza to support development in the Burnham area.

Open Space Connectivity

Improve access to Fanno Creek Trail/Park from Downtown Tigard via pedestrian connections.

Fanno Creek Open Space + Trails

- Use setbacks, building height step-backs, and limited vehicular circulation to protect creek areas.
- Complete Nick Wilson Plaza to improve access to and provide views of FC from Main St.
- Require new streets and paths at redevelopment to increase access to FC.
- Add more wayfinding signage to FC and on the trails.
- Add interactive or interpretive play elements along FC trails for younger visitors.
- Incorporate trail lighting through Downtown Tigard.
- Complete Heritage Trail through Downtown Tigard to provide greater access to FC.

Red Rock Creek Enhancements

- Improve Red Rock Creek Trail rail crossing to allow for better access to FC Trail/Park.
- Incorporate better wayfinding to direct visitors to Downtown Tigard via access to FC trail.

Legend

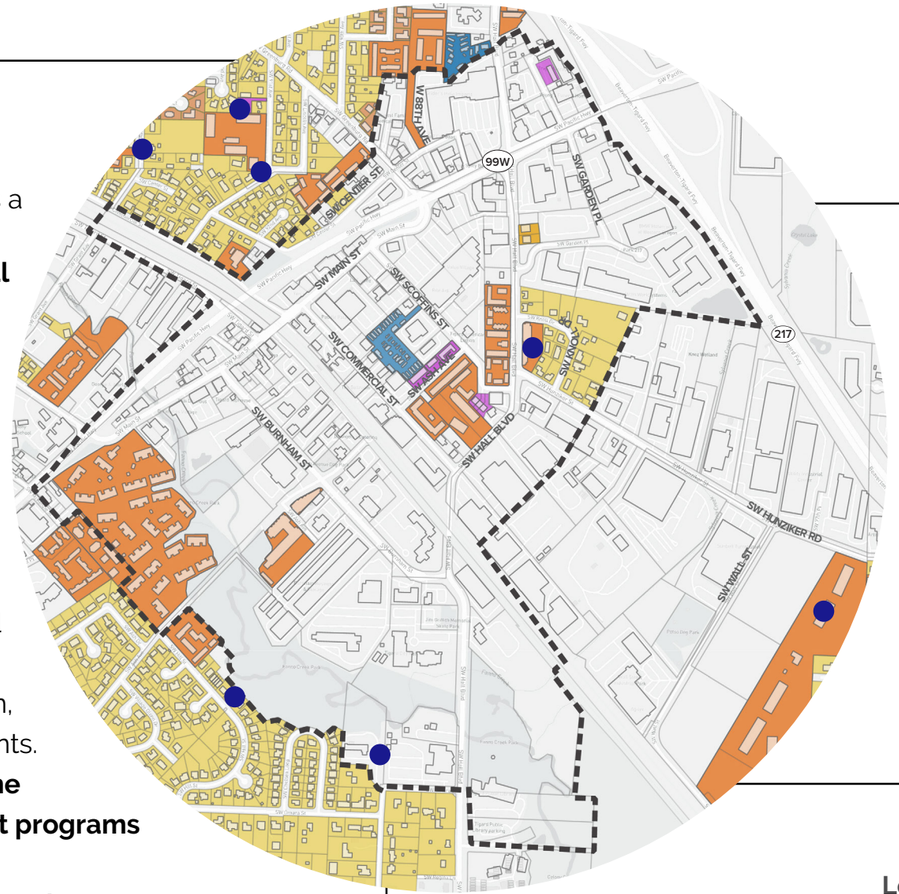
- Study Area Boundary
- Rail Line
- Green Space
- Proposed Multimodal Street
- Proposed Path
- Plaza
- Existing Trail
- Red Rock Creek Trail Improvement

HOUSING

In addition to increasing housing options throughout the Downtown area, specific strategies can assist in minimizing and mitigating the displacement of existing and future affordable housing as redevelopment occurs.

Affordable Housing Interventions

- **Include affordability incentives in city redevelopment projects.**
- In addition to the existing Vertical Housing Development Zone program, which provides a tax abatement to incentivize mixed-use residential development, **consider additional tax abatement programs to incentivize mixed-income residential development and/or affordable homeownership** housing in areas where ground floor commercial is not required.
- **Provide financial or other support for preservation of mobile home communities through tenant or nonprofit acquisition.** Where properties have potential to be preserved, support mobile home owners in accessing funding for rehabilitation, weatherization, and accessibility improvements.
- **Partner to connect residents of mobile home communities to displacement management programs** if needed due to a closure.
- **Purchase detached houses for affordable housing development via willing owners with relocation assistance programs** if needed for existing tenants.



Market Rate Unit Interventions

- **Leverage and/or augment loan programs from outside funding** to help affordable housing non-profits or the Washington County Housing Authority acquire older, low-cost market-rate properties and convert them to regulated affordable units.
- **Support tenant protections via targeted outreach, referrals, funding** for service providers, property owner /manager education (e.g., as part of a rental registration program), or other means.

Legend

- Study Area Boundary
- Apartment
- Duplex, Triplex, & Quadplex
- Mobile Home
- Detached House
- Affordable Housing

SPECIAL STUDIES

Downtown Tigard Reimagined identifies several additional studies/projects for future exploration.

Burnham, Commercial and Main Streets: Community feedback showed a desire to prioritize investment along these streets and increase the comfort for people walking and biking. There is opportunity to calm traffic, provide dedicated spaces for people biking, narrow crossing distances for people walking, and create placemaking opportunities, including parklets or outdoor dining. These improvements can be made at a low cost through paint and restriping.

Hall Boulevard and Hunziker/Scoffins Streets: This is an offset intersection which creates geometric, operational, and safety complexities; addressing these concerns has been a long-identified project in Tigard's Transportation System Plan. Eastbound traffic on Scoffins Street and westbound traffic on Hunziker Street cannot travel through the intersection at the same time. One solution would shift Scoffins Street to the north to meet the alignment of Hunziker Street. However, this would likely require the demolition of 12 apartment units on the northwest corner of the intersection, and should therefore include an anti-displacement strategy for the tenants.



Examples of street improvements (top) and prposed realignment of the Hall-Hunziker-Scoffins intersection (bottom)

SPECIAL STUDIES

Center Street Trail Connection: A pathway connection between Center Street and Tigard Street exists on the north side of OR 99W. The existing connection lacks signage, trail amenities, and lighting which likely contributes to underutilization and safety concerns. The project team recommends wayfinding, trail amenities, and lighting improvements.

Ash Avenue Ped/Bike Crossing: Ash Avenue is currently a neighborhood street on either side of the railroad tracks that does not cross the railroad. Ash Avenue calls for a study of a railroad crossing to connect the two roadway segments. This would likely need to take space from the existing park-and-ride and impact an auto body repair shop and a small factory on the east side of the railroad tracks.

Heritage Trail Park + Ride Gap: The Heritage Trail south of Main Street ends at the Park-and-Ride lot, forcing trail users to walk and bike through the parking lot to access the Heritage Trail near Ash Avenue. The Project Team developed an alternative that fills the Heritage Trail gap through the Park and Ride lot by converting vehicular travel to a one-way, eastbound movement pattern.



Center Street Trail connection (top) and Heritage Trail Park and Ride potential alignment (bottom)

SPECIAL STUDIES

Heritage Trail Crossing at Main Street: This is a top-priority transportation project outlined in the Downtown Tigard Reimagined Plan. Several factors affect the feasibility of this new crossing, with the primary ones being its proximity to the railroad and the complexity of establishing a Quiet Zone, particularly in relation to the necessary infrastructure, such as center medians.

A Quiet Zone aims to eliminate the need for trains to sound their horns when approaching an intersection. This is achieved through a combination of measures, with a centerline median being the most crucial, preventing vehicles from bypassing activated crossing arms.

The Main Street railroad crossing already has existing center medians on both sides, a requirement for establishing a Quiet Zone. However, given the proximity of the TriMet park-and-ride driveway access and the Commercial Street/Main Street intersection, which are within 60 feet of the railroad crossing, additional measures may be necessary. The Federal Railroad Administration may mandate adjustments to the driveway and intersection layouts to increase the separation between the railroad crossing and the nearest driveway access points.

Additionally, there is an opportunity to reconfigure the park-and-ride lot's role and extend the Tigard Heritage Trail to the south. This could address the current driveway on the east side of Main Street, creating a concept that not only facilitates a seamless connection to the Heritage Trail but also simplifies vehicular turning movements near the railroad crossing.

Next step recommendations would be to explore the Quiet Zone process and work to implement Quiet Zone in Downtown Tigard, if deemed feasible and a priority.



Heritage Trail crossing at Main Street Proposal

TRANSIT CIRCULATION + OPERATIONS

There are seven bus lines and one commuter rail line across two transit agencies that serve the study area. These include two frequent service TriMet bus routes (Line 12 and Line 76), as well as one-seat service to downtown Portland, Beaverton, Tualatin, Lake Oswego, Wilsonville, and McMinnville. Tigard Transit Center is the busiest transfer station in Washington County.

Preliminary analysis shows a delay in the transit system for transit users, particularly along Main Street and Pacific Highway leading in and out of Downtown. Opportunities to address existing transit service bottlenecks should be explored as part of a follow up transit service and operations study, such as the Better Bus program, Transit Signal Priority, and exclusive lane concepts. The City can evaluate grant funding opportunities in partnership with ODOT.



Transit Center and WES Station

6 PROJECT IMPLEMENTATION

PROJECT IMPLEMENTATION

A combination of Comprehensive Plan policy, mapping, and Development Code changes are recommended to implement the land use and transportation concepts for Downtown Tigard.

Comprehensive Plan policies: Proposed revisions to land use, transportation, and open space goals, policies, and objectives for Downtown will implement the community's vision for a "vibrant, active, and welcoming city center."

Mapping: A mix of new commercial and employment zoning districts currently being developed by the City as part of the broader Tigard MADE project are recommended to replace the existing Mixed-Use Central Business District (MU-CBD) Comprehensive Plan designation and zoning district. The Downtown Plan District extent should be tightened to focus on the Downtown core and, crucially, the boundaries of the existing subdistricts within the Plan District should be aligned with the recommended land use concept areas. The project will also be implemented through concurrent city-led mapping changes to the extent of the 2040 Town Center to better align with the Downtown area.

Development Code Changes: Significant revisions to the Downtown Plan District standards are recommended to align with the concept specific to each of the downtown subdistricts. Changes are recommended for uses, housing types, development standards, procedures, nonconforming situations, parking, site design, and building design standards. Significant recommendations include:

- **Refining uses, housing types, and development standards specific to each subdistrict**, including scaling individual tenant spaces, increasing minimum and maximum building heights, and increasing minimum density standards while eliminating maximum density standards in order to expand housing opportunities.

- **Streamlining the code by referencing standards and procedures applied city-wide**, rather than maintaining specific Downtown standards and procedures that are not substantially distinct from the city-wide versions. Such an approach would be consistent with the overall approach for the Tigard MADE code updates.

- **Enhancing standards to create active, pedestrian-oriented frontages along key corridors.** There are several recommended standards that – together – will activate key frontages (identified as Main Street, Burnham Street, Hall Boulevard within the Hall Gateway subdistrict, and Hall Boulevard and Highway 99W within 100 feet of the intersection).

- **Minimizing the space for surface parking in order to emphasize buildings and active uses.** The recommended standards address two complementary aspects of this goal by requiring development to include elements that meet the City's desired outcomes and limiting outcomes that are detrimental to an active pedestrian realm, healthy economic activity, and a carbon-responsible downtown.

The full set of recommended implementation actions and considerations can be found in the Appendix to this document.

7 APPENDIX

MEMO

DATE:	February 16, 2024
TO:	City of Tigard staff
FROM:	Elizabeth Decker, JET Planning
CC:	Matthew Arnold, SERA Architects, Nicholas Gross, Kittelson
SUBJECT:	Downtown Tigard Reimagined Final Code Implementation (Task 7.7/7G)
ATTACHED:	Downtown Street Typologies

PURPOSE & BACKGROUND

The Downtown Tigard Reimagined project includes land use, transportation, open space, and housing displacement mitigation concepts for Downtown Tigard that respond to both the existing conditions and the vision and priorities expressed by the Tigard community. The Tigard Downtown Vision 2020 prioritizes "a vibrant, active, and welcoming city center at the heart of our community [with] transportation, recreational, residential, and business opportunities that are accessible to everyone."

This memo provides an overview of the recommended Comprehensive Plan policy, mapping and Development Code changes for Downtown Tigard to implement the land use and transportation recommendations for the Project. The recommendations were developed in concert with the Tigard MADE project, an update to commercial and employment zoning across the city.

This Project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the federal Fixing America's Surface Transportation Act (FAST Act), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

2712 SE 20th Ave / Portland, OR 97202 edecker@jetplanning.net / 503.705.3806

I. COMPREHENSIVE PLAN TEXT UPDATES

The 2027 Tigard Comprehensive Plan, detailing Downtown Tigard planning goals in Chapter 15, Section 1, should be updated to reflect the Tigard Downtown Vision 2020 and direction from this project. Recommended updates include:

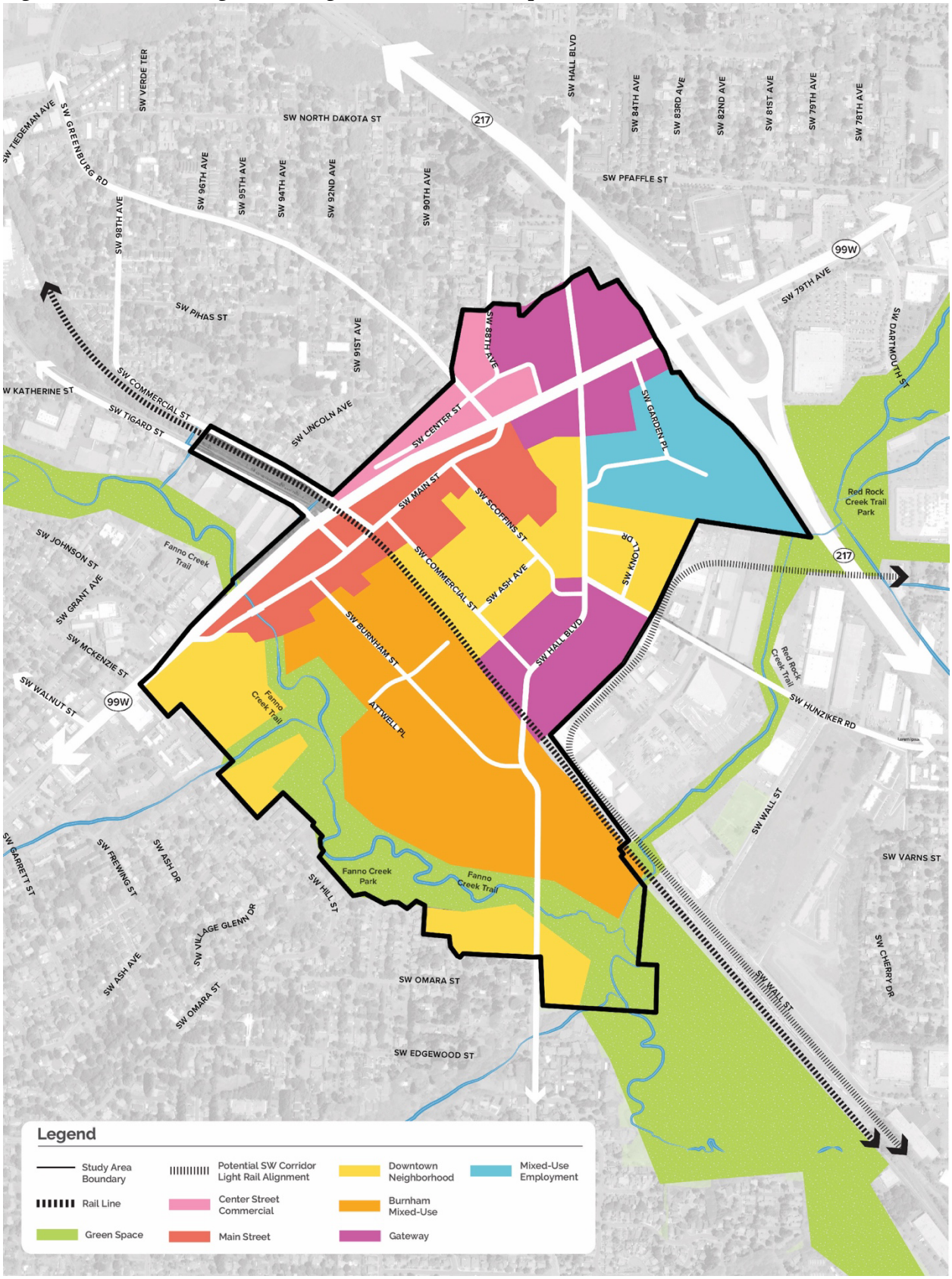
- Update description of recent downtown planning activities to include the Tigard Downtown Vision 2020 and the 2022-2023 Downtown Tigard Reimagined project. (Page 15-1)
- Update Key Findings on existing conditions downtown to the extent information is available, specifically references to the current zoning of the area to match the proposed zoning updates. (Page 15-2)
- Update the goals, policies, and action measures to reflect the 2020 Tigard Downtown Vision and the Downtown Tigard Reimagined land use and transportation concepts, as detailed in Appendix Section A.

II. MAP UPDATES

Map updates across four categories of maps are recommended to implement the preferred land use concept for Downtown Tigard, as shown in Figure 1. Based on review of existing maps relative to the recommended land use concept and code implementation strategies, recommended updates include:

- **Metro 2040 Town Center boundary:** The City has prepared a recommended update to the downtown 2040 Town Center boundary that addresses several issues, including inclusion of the potential future light rail station southeast of Hall Blvd. The City is pursuing adoption and coordination with Metro separate from this project, and no additional action is needed to implement the downtown land use concept.
- **Comprehensive Plan designations:** The current Plan District is designated Mixed-Use Central Business District (MU-CBD). With the move away from MU-CBD zoning, land use designations should be updated for consistency with the proposed zoning.
- **Base zones:** Changes to the base zones for the project area are recommended to implement the downtown land use concept with a mix of updated mixed-use, commercial and employment zones developed with the Tigard MADE project.

Figure 1: Downtown Tigard Reimagined Land Use Concept



The Downtown Plan District is currently zoned Mixed-Use Central Business District (MU-CBD) that allows a mix of active uses that engage pedestrians and generate employment. The full project area includes additional areas along the southern periphery zoned General Commercial (G-C), Industrial Park (I-P), and Light Industrial (I-L). The base MU-CBD zone is only used to set the general purpose and the use standards for the area; all development and design standards are detailed in the Plan District standards and many are differentiated by the various downtown subdistricts. The existing uses permitted and prohibited in the MU-CBD align well with the desired uses in the land use concepts to create a "vibrant, active, and welcoming city center," with some differentiation appropriate between concept areas.

The City is separately working on the Tigard MADE project that updates and replaces the existing commercial, employment and mixed-use zones with proposed Commercial (COM), Mixed-Use Employment (MUE), Mixed-Use Commercial (MUC), and Mixed-Use Residential (MUR) zones. With the move away from current zoning, this memo includes recommendations to replace MU-CBD with a mix of MADE zones in Table 1 below. The City may further consider other approaches to rezoning downtown as the MADE code updates evolve.

The draft MADE code recommendations for the project area are intended to apply the MADE zones with the closest match to the desired uses and housing types for each concept area, thus requiring the fewest use modifications specific to downtown. Two concept areas on the periphery of the project area are relatively easy matches to MADE zones. The Downtown Neighborhood concept area to the southwest of Fanno Creek is intended to be primarily residential, with some ground-floor retail or office opportunities, which aligns with the proposed MUR zone. The Mixed-Use Employment zone on the eastern edge of the project area aligns well with the MUE zone to allow primarily employment uses with optional upper-story residential. The core downtown area that will form the revised Downtown Plan District includes five concept areas with a desired mix of active retail, service, civic, office and residential uses, excluding auto-oriented and storage related uses. The MUC zone is recommended for these concept areas because the desired uses most closely align with the proposed MUC use standards, as detailed in Appendix B.

One of the key distinctions between these five concept areas is whether ground-floor residential is desired. Plan District standards for active ground-floor spaces along key frontages within the different subdistricts are recommended to implement this component of the land use concept, allowing fine-grained implementation of active frontages within the Plan District and individual subdistricts. (See proposed 18.650.060

in Section III.) While several MADE zones could be applied to the different subdistricts to address ground-floor residential concepts, those zones do not align well with the balance of other uses desired for these subdistricts and would thus require detailed exceptions for the Downtown Plan District.

- **Plan District and Subdistrict boundaries:** The specifics of the Land Use and Transportation Recommendations will be implemented through revisions to the boundaries for the Downtown Plan District and its subdistricts. The proposed Plan District, subdistrict, and base zone recommendations, as detailed in Table 1 below, would tighten the boundaries of the Downtown Plan District, replace the existing four subdistricts and one overlay with five subdistricts: Main-Center, Pacific Highway Gateway, Downtown Neighborhood, Burnham Mixed-Use, and Hall Gateway, and rezone two of the concept areas outside the Plan District.

Table 1: Proposed Zoning, Downtown Plan District and Subdistrict Boundary Map Revisions

Land Use Concept Area	Existing Zoning/Subdistrict	Recommended Zoning/Subdistrict
Main Street Center Street Commercial	MU-CBD zone Main-Center subdistrict	**MUC zoning**, ground-floor nonresidential space requirement along Main Street **Main-Center subdistrict**
Pacific Highway Gateway	MU-CBD zone 99W-Hall subdistrict	**MUC zoning**, ground-floor nonresidential space requirement at the 99W & Hall Blvd intersection **Pacific Highway Gateway subdistrict**
Mixed-Use Employment	MU-CBD and C-G zones 99W-Hall subdistrict (portion)	**MUE zoning** **No subdistrict,** remove from Plan District
Downtown Neighborhood: Central downtown	MU-CBD zone Scoffins-Commercial subdistrict and Station Area Overlay (part)	**MUC zoning** **Downtown Neighborhood subdistrict**
Southwest of Fanno Creek	MU-CBD zone Fanno-Burnham subdistrict	**MUR zoning** **No subdistrict,** remove from Plan District
Burnham Mixed-Use	MU-CBD and I-L zones Fanno-Burnham subdistrict and Station Area Overlay (part)	**MUC zoning,** ground-floor nonresidential requirement along Burnham St **Burnham Mixed-Use subdistrict**

Land Use Concept Area	Existing Zoning/Subdistrict	Recommended Zoning/Subdistrict
Hall Gateway	MU-CBD, I-L and I-P zones Scoffins-Commercial and Station Area Overlay	**MUC zoning,** ground-floor nonresidential requirement along Hall Blvd **Hall Gateway subdistrict**

III. DEVELOPMENT CODE UPDATES

Updates to the existing Tigard Downtown Plan District standards (Chapter 18.650) and related Development Code chapters is central to implementation of the Downtown Tigard Reimagined plan. These updates are considered in tandem with the Tigard MADE code changes. Potential intersections and options relative to Tigard MADE updates are noted throughout this section, but will merit a broader reconciliation as the details for both projects are finalized.

Detailed code implementation recommendations are included in Tables 2, 3, and 4, below. Several broader concepts arising with code implementation include:

- **Opportunities to streamline the code by referencing standards and procedures applied citywide,** rather than specific downtown standards and procedures that are not substantially distinct from the citywide versions. Related recommendations include using Modifications and Site Development Review in place of the existing Downtown Design Review, using the Adjustments process in place of specific Downtown Adjustments, and applying the Nonconforming Situations standards rather than pre-existing use and development standards for downtown. This approach reflects the direction the City is pursuing with selected Tigard MADE draft updates, including the revisions to the Washington Square Plan District chapter.
- **Enhancing standards to create active, pedestrian-oriented frontages along key corridors.** There are several recommended standards that together activate key frontages, identified as Main St, Burnham St, Hall Blvd within the Hall Gateway subdistrict, and Hall and 99W within 100 feet of the intersection. Components include:
    - Increasing **minimum building frontage standards** in Table 18.650.1 from 50% to 90% building frontage along the lot line for those key frontages.
    - New **active ground-floor space standard** in 18.650.060 requiring 75% of the building frontage to be developed for nonresidential use with a minimum depth of 20 feet, balancing the goal of activating key frontages with economic development considerations that can make full ground-floor retail or office uses difficult to develop district-wide.

The City should consider developing a map identifying these key frontages and referencing that throughout the code chapter in order to provide greater clarity than listing the various street names within each standard. Over time, the City could also explore adding a category for secondary frontages which merit intermediate standards, such as 75% building frontage rather than the base 50% standard across the district.

- **Minimizing the space for surface parking in order to emphasize buildings and active uses**. The recommended standards address two complementary aspects of this goal, by requiring development to include elements that meet the City's desired outcomes and limiting outcomes that are detrimental to an active pedestrian realm, healthy economic activity, and a carbon-responsible downtown:
    - Expanding the required building presence along key frontages and limiting the width of off-street parking areas adjacent to sidewalks, as well as limiting new driveways to access off-street parking areas, and
    - Significantly reducing maximum surface parking, while allowing development to exceed those maximums by providing additional pedestrian site design amenities.

  This mix of strategies could continue to be refined to tip more towards one side of the equation or the other. Parking maximums are a dynamic field as more cities are implementing them as part of Climate Friendly and Equitable Communities (CFEC) parking reforms. Few cities have experimented with maximums lower than the City's current maximums to date, but near-term innovation is expected on this topic that could help refine the City's approach.

Table 2: Recommended Code Updates for Chapter 18.650, Tigard Downtown Plan District

Code Section	Recommended Updates & Rationale
18.650.010 Purpose	A. Include reference to Downtown Tigard Reimagined Plan. A.1. Remove "urban village" and update with recent downtown vision statement for a "vibrant, active, and welcoming city center." A.5. Unnecessary language and not entirely reflected in code chapter; delete. B. Update and shorten the purpose of the five subareas within the plan district to briefly describe Main-Center, Pacific Highway Gateway, Downtown Neighborhood, Burnham Mixed-Use, and Hall Gateway subdistricts as detailed in the Plan.
18.650.020 Applicability	A. Retain statement on applicability generally, and delete subsection A.1.

Code Section	Recommended Updates & Rationale
	A.2. Delete pre-existing uses and development subsection, including parcel-specific exemptions in subsection (c), and reference Section 18.50, Nonconforming Circumstances, to apply citywide standards more consistently. Apply a 12-month timeframe to terminate nonconforming uses if different from the timeframe adopted citywide with the MADE updates. B. Retain. C. Update list of exempt actions: 1. Maintenance or repair of a building, structure, or site in a manner that is consistent with previous approvals or necessary for safety; 2. Projects undertaken to bring an existing development into compliance with applicable federal and state accessibility regulations; 3. Any modification to the exterior of a building that does not require a building permit, including exterior painting; 4. Interior remodeling ~~not associated with a change of use~~; 5. Temporary structures or temporary uses as defined in Chapter 18.440, Temporary Uses; 6. Any development involving pre-existing small form residential development that is not being converted to a nonresidential use or that has previously been converted to a nonresidential use; 7. ~~Any change of use and associated interior remodeling on a property that is in the Main Street sub-area~~ Change of use to an another allowed use; or 8. Any change to windows, doors, awnings, or other similar exterior elements on facades that are not street-facing.
18.650.030 ~~Approval~~ Review Process 18.650.030.A Procedures	Delete downtown development review and adjustment requirements in favor of using procedures applied elsewhere in code (Site Development Review, Modifications, and Adjustments) • Require site development review for any new development and substantial redevelopment. • Require modifications for changes to existing development. • Require adjustments for departures from Downtown Plan District standards, and add that "Any development that desires or needs more flexibility than available through the adjustment process shall be reviewed as a Planned Development per Chapter 18.770." • Ensure residential review requirements are consistent with overall City residential review procedures and state requirements for clear and objective reviews
18.650.030.B Review thresholds	B.1. Minor modifications. Require Type I minor modification for proposed redevelopment meeting the definition in Section

Code Section	Recommended Updates & Rationale
	18.765.060.A and detail additional specific examples beyond those listed in 18.765.060.B for qualifying downtown development, including: • Any change to windows, doors, awnings, or other similar exterior elements on facades that are street-facing. • Modification of on-site landscaping such as changing hardscape elements and the location of required landscape areas or trees, or reduction in landscaping area which does not reduce the landscaping below the minimum required by Table 18.650.1. • Modification of off-street parking with no increase in parking spaces or paved area. • Addition of new fences, retaining walls, or both. • An increase in the floor area of commercial and mixed-use development by less than 10% or under 5,000 square feet. • Any increase in the floor area or density of residential development that meets all Plan District standards. *(Ed: Explicitly allow these increases as a Minor Modification in Downtown, rather than defaulting to citywide requirement for Major Modification review of any density increase.)* • A change in the type or location of access ways and parking areas where off-site traffic would not be affected. B.2. Major modifications. Require major modification for proposed redevelopment meeting the definition in Section 18.765.070.A and for any action that is not exempt, eligible for a minor modification, or substantial redevelopment.
18.650.040 Approval Criteria **Delete**	A & B. Delete approval criteria with transition away from DDR to other review types. C. Delete separate downtown adjustment process; proposed to incorporate adjustment reference in 18.650.030.A above instead. 1. The approval criteria to "equally or better meet the purpose of the standard" is similar to the adjustment approval criteria in 18.715.050.A. 2. Specific adjustments are no longer needed per recommendations for 18.650.080.
18.650.xxx Uses **option to create new section**	With the proposed application of the new MUC zone to the Plan District, additional limitations on uses are needed. As detailed in Table 4 below, those could either be incorporated into this chapter or Section 18.120.030(C)-(F).
18.650.xxx Housing Types **option to create new section**	With the proposed application of the new MUC zone to the Plan District, additional limitations on housing types are needed. As detailed in Table 4 below, those could either be incorporated into this chapter or Section 18.120.040. Add standards to:

Code Section	Recommended Updates & Rationale
	• Allow apartments everywhere, with a requirement for nonresidential uses within the active ground-floor spaces proposed in Section 18.650.060.A. • Allow rowhouses only within the Downtown Neighborhood (not abutting Hall Blvd) and Burnham Mixed-Use (not abutting Burnham St and Hall Blvd) subdistricts. • Continue to allow existing mobile home parks within the Downtown Neighborhood subdistrict.
18.650.050 Development Standards	A. Development Standards: See recommended edits to Table 18.650.1 in separate Table 3 below. B. Parking: 1. Replace current limitation for parking areas not to exceed 50% of frontage with cross-reference to proposed minimum building frontage requirements (50-90% of the lot frontage) that inversely limit the parking area frontage. Consider how to address existing midblock lots where no other access can be provided. 6. Add standard that any site proposing to provide more than 50% of the vehicle maximum parking spaces for Zone A, detailed in Table 18.410.3, as surface parking must provide additional pedestrian amenities on-site or within the adjacent public right-of-way, such as: additional pedestrian plaza space, enhanced pedestrian pathways through parking areas demarcated with different materials rather than only paint, furnishings within the right-of-way including bicycle parking and benches, additional bicycle parking on-site, etc. F. Fences. To limit visual barriers caused by fences, introduce additional standards such as: • Setting a 3-ft height limit for fences in front yards and 4-ft height limit along any streets or pedestrian paths, with potential exceptions for security and privacy; • Prohibiting fences within front yards along key frontages, including Main St and Burnham St; • Limiting maximum opacity to 30-50% to require more “open” fence styles; and/or • Prohibiting chain link fences. • See also Tigard Triangle standards in 18.660.070.F that include some similar standards. G. Add section on driveways, modeled on Tigard Triangle driveway standards in 18.660.070.G or MADE commercial standards in 18.320.040.F. • Limit driveways on Burnham St and Main St, encourage or require shared access.

Code Section	Recommended Updates & Rationale
	• Note that alleys are required for rowhouses in 18.650.060.G.
18.650.060 Design Standards	A. Add a standard for active ground-floor spaces on key frontages: Main St, Burnham St, Hall Blvd within the Hall Gateway subarea and within 100 feet of the Hall/99W intersection. Require spaces to extend along 75% of the building width, meet a minimum height of 15-16 feet, and a minimum depth of 20-25 feet, coupled with existing window area requirements. See list of code examples in Appendix Section C for specific language ideas. A.2.d. Bolster the weather protection requirement by adding a minimum percentage of the façade that must be covered by the projecting façade elements, such as 50% of the façades along Main St. C.2.a.ii. Remove requirement for porch or balcony for each street-facing dwelling unit or create a broader menu of residential façade elements such as projecting bay windows, building offsets, etc. F. Delete outdoor space requirements (Washington Square and Triangle do not have similar requirements). G. Relocate standard about alley access for rowhouses to the proposed driveway standard and delete this subsection.
18.650.070 Transportation Connectivity	A. Revise outdated reference to the 2035 TSP. B. Reference to TSP figures needs to be updated; Downtown connections now shown in Figure 19 of the 2040 TSP. The TSP figure should be revised to implement the preferred transportation concept. C. Remove or revise thresholds for dedication and improvements for "new street ~~and~~ alley <u>and path</u> connections," if anything further than the general proportionality language in Section 18.910.010 is needed. D. Delete pedestrian pathway standards, which are superseded by new paths detailed in specific locations in the connectivity concept. See additional path standards detailed in Table 4. E. Delete replacement of destroyed structures exemption, if subsection C is removed. F. Retain reference to Improvement Standards in Chapter 18.910, with revisions detailed in Table 4. --. Add subsection allowing FILOC option for downtown; see model in Triangle code, Section 18.660.090.D. Include prioritization of projects eligible for FILOC, based on further discussion by Engineering Department. --. Add subsection addressing sidewalk encroachments (pedestrian amenities, A-frame signs, etc.) based on Triangle code, Section 18.660.090.C.4.e.iv.

Code Section	Recommended Updates & Rationale
18.650.080 Specific Adjustments **Rename Affordable Housing Height Bonus**	A. Delete adjustments to setbacks and rely on existing adjustments standards in Chapter 18.715. B. Delete; outdoor area standards are proposed to be deleted, so no adjustment needed. C. Revise to focus on height bonus, to provide a local bonus meeting or exceeding requirements of ORS 197A.445(9). 1. Revise definitions of affordable housing to be inclusive of "affordable housing" defined in ORS 197A.445(1)(a). 2. Eliminate density bonuses, as maximum density has been eliminated. Restructure height bonuses to allow, at a minimum, three additional stories for development with 100% affordable housing units to meet the ORS 197A.445(9) requirements. Consider a tiered structure for greater incentives: • One additional story for developments with 10% affordable units, • Two additional stories for developments with 20% affordable units (similar to existing bonus), and • Three additional stories for development with more than 20% affordable units.
Maps 18.650.A and 18.650.B	Revise maps consistent with direction in Section II. Consider locating closer to the beginning of the chapter for orientation, near description of the different subdistricts. Add a map of key frontages: Main St, Burnham St, Hall Blvd within the Hall Gateway subarea, and Hall Blvd and 99W within 100 ft of the intersection.

Table 3: Recommended Revisions to Downtown Development Standards, Table 18.650.1

Standard	**~~Main Street (MS)~~ Center**	**~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway**	**~~Seoffins/~~ Commercial (SC) Downtown Neighborhood**	**~~Fanno/~~ Burham (~~FB~~) Mixed-Use**	**Hall Gateway**
Minimum Lot Size	None	None	None	None	None
Minimum Lot Width	None	None	None	None	None
Minimum Setbacks					

Standard	~~Main Street (MS)~~ Center	~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway	~~Seoffins/~~ ~~Commercial (SC)~~ Downtown Neighborhood	~~Fanno/~~ Burham (~~FB~~) Mixed-Use	Hall Gateway
-*Front*	~~0~~ 1 ft.	~~0~~ 1/5 ft. (5 ft for frontage on 99W)	~~0~~ 1 ft.	~~0~~ 1 ft.	1 ft.
-*Street side*	~~0~~ 1 ft.	~~0~~ 1 ft.	~~0~~ 1 ft.	~~0~~ 1 ft.	1 ft.
-*Side*	0 ft.	0 ft.	0 ft.	0 ft.	0 ft.
-*Rear*	0 ft.	5 ft.	5 ft.	5 ft.	5 ft.
Maximum Setbacks					
-Front	10 ft.[1]	25 ft.	20 ft.	10 ft. on Burnham St[1] 20 ft.	10 ft. on Hall Blvd 20 ft.
-Street side	10 ft.[1]	None	None	None	None
Building Height[2]					
-Minimum	~~20 ft.~~ 1 story	~~20 ft.~~ 2 stories, except 4 stories within 100 ft of Hall/99W intersection	~~20 ft.~~ 2 stories	~~20 ft.~~ 2 stories, except 4 stories abutting Burnham St	6 stories
-Maximum ~~[1]~~	~~80 ft.~~ 6 stories	~~45 ft.~~ 8 stories	~~80 ft.~~ 6 stories	~~80 ft. [2]~~ 8 stories except 3 stories within 200 ft. of Fanno Creek Park boundary	12 stories
-First story minimum	15 ft.	15 ft.	None	None	15 ft.
Maximum Lot Coverage	100%	90%	90%	90%, except 80% within 200 ft. of Fanno Creek	100%

Standard	~~Main Street (MS)~~ Center	~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway	~~Seoffins/ Commercial (SC)~~ Downtown Neighborhood	~~Fanno/~~ Burham (~~FB~~) Mixed-Use	Hall Gateway
				Park boundary	
Minimum Landscape Area [3]	0%	10%	10%	10%, except 20% within 200 ft. of Fanno Creek Park boundary	0%
Minimum Building Frontage	50%, except 90% abutting Main St	50%, except 90% within 100 ft of Hall/99W intersection	50%	50%, except 90% abutting Burnham St	50%, except 90% abutting Hall Blvd
Residential Density (units per acre)					
-Minimum [4]	25	~~25~~ 50	25	~~15~~ 25, except 50 abutting Burnham St	50
-Maximum ~~[1]~~	~~50~~ None	~~50~~ None	~~50~~ [5] None	~~50~~ [5] None	None

[1] Setback may be increased to 20 ft if the increased setback area will be used for enhancements to the pedestrian environment, including plaza development, outdoor seating, pedestrian amenities in the public right-of-way, and/or pedestrian-oriented building façade design elements; or for the preservation of natural features for public use or benefit including tree preservation.

[2] Building heights calculated in accordance with the height standards for each type of story detailed in Table 18.320.5.

[3] ~~In the MU-CBD zone,~~ Required landscaping may be provided on roofs or within the abutting right-of-way where the applicant is required to provide landscaping as part of a street improvement in compliance with Section 18.650.070.

[4] Minimum density applies to residential-only development (not mixed-use).

Additional considerations for the development standards in Table 18.650-1:

- The many exceptions noted in the Table could be addressed entirely through footnotes, more of a formatting preference for the City.
- The alternative standards for key frontages along Main St, Burnham St and Hall Blvd in the Hall Gateway district could be specified in the table itself or by referencing a map of key frontages as recommended in the introduction to this section.

Table 4: Recommended Code Updates for Additional Code Chapters

Code Section	Recommended Updates & Rationale
18.50.020.D.1, General Provisions for Nonconforming Circumstances	Either delete exemption for small form residential development in the MU-CBD zone or change to exempt small-form residential within the Downtown Plan District.
18.120.030.E, Restrictions that apply to uses in MUC zone	Several refinements of the proposed MUC use standards are needed to carry forward aspects of the Land Use Concept. These could either be included as restrictions to uses in the MUC zone detailed here, as a separate Uses section in the Downtown Plan District Standards in 18.650, or some combination with cross-references. 3.e: Maximum 40,000 SF allowed gross floor area per tenant should be refined for each subdistrict. A lower limit such as 25,000 SF is recommended for Main Street subdistrict and no limit is recommended for the Pacific Highway Gateway subdistrict. 7. Motor vehicle sales and rental should be prohibited within the Downtown Plan District. 8. Motor vehicle servicing should be prohibited within the Downtown Plan District. 10. Industrial and manufacturing uses should be prohibited within the Downtown Plan District.
18.120.040, Housing Types	Minor refinements are needed to the MUC housing types to reflect the Land Use Concept and proposed Downtown Plan District standards, which can be integrated as limitations to the MUC zone here or as a separate Housing Types section in the Downtown Plan District Standards in 18.650, or some combination with cross-references. E. Revise reference to mobile home parks in the MU-CBD zone. Make mobile home parks a Limited use in the MUC zone in Table 18.120.2 and add a limitation that only mobile home parks lawfully in existence within the Downtown Plan District are allowed.

Code Section	Recommended Updates & Rationale
	F. Add a limitation for the MUC zone cross-referencing the Downtown Plan District standards limiting location of rowhouses. F. Add a limitation for apartments within the MUC zone requiring nonresidential use for required active ground-floor spaces.
Table 18.410.3	Consider adding cross-reference that parking maximums within the Downtown Plan District are further subject to standards in 18.650.050.B.
Table 18.910.1, Minimum Widths for Street Characteristics and Downtown Street Character Types	• Add new downtown street types to the table: Multimodal Streets and Shared Streets. • Add new cross sections for Multimodal Streets and Shared Streets after Figure 18.910.12.
18.910.110 Bikeways and Pedestrian Pathways	• Add subsection requiring Downtown Paths where specified in the TSP (Figure 19, to be amended to reflect the Recommended Connectivity Concept). • Add path cross-section.
18.910.030.CC Traffic Study	• Apply existing triggers for traffic studies to downtown development, with any modifications specific to new CFEC rules

APPENDIX

A. Comprehensive Plan Downtown Tigard Revisions

Recommended edits to specific Downtown Tigard goals and policies within Chapter 15.1 of the Comprehensive Plan include the following, in legislative format.

~~**GOAL:**~~

~~15.1.1: The City will promote the creation of a vibrant and active urban village at the heart of the community that is pedestrian oriented, accessible by many modes of transportation, recognizes natural resources as an asset, and features a combination of uses that enable people to live, work, play, and shop in an environment that is uniquely Tigard.~~

~~**RECOMMENDED ACTION MEASURES:**~~

~~i. Provide public, including members of the development community, with regular informational updates on Urban Renewal progress and an accounting of funds spent by the City Center Development Agency.~~

GOAL:

15.1.2***1*** Facilitate the development of ~~an urban village~~ a vibrant, active, and welcoming city center.

POLICIES:

1. ~~New z~~***Z***oning and design standards~~, and design guidelines shall be developed and used to~~ ***shall*** ensure ***that the Downtown Plan District provides a balance of livability, walkability, and robust economic opportunity.*** ~~the quality, attractiveness, and special character of the Downtown as the "heart" of Tigard, while being flexible enough to encourage development.~~

2. The ***Downtown Plan District*** ~~downtown's land use plan~~ shall ***include and support*** ~~provide for~~ a mix of complementary land uses such as:

   A. retail, restaurants, entertainment, and personal services;

   B. medium and high-density residential uses, including ***both*** rental and ownership housing***, as well as affordable housing opportunities***;

C. civic ~~functions~~ ***uses such as*** ~~(~~government offices, ~~community~~ ***public*** services, ***and*** ~~public plazas, public~~ transit centers~~, etc);~~

D. ~~professional employment and related~~ office ***and professional services*** uses; and

E. ~~natural resource protection,~~ open spaces***, plazas,*** and public parks.

3. The City shall not permit new land uses ***that are not appropriate for an active, pedestrian-oriented downtown,*** such as ***warehousing, manufacturing, industrial services, and auto-oriented uses.*** ~~warehousing; auto-dependent uses; industrial manufacturing; and industrial service uses that would detract from the goal of a vibrant, urban village.~~

4. Existing nonconforming uses shall be allowed to continue, subject to ~~a threshold of~~ ***limits on*** ~~allowed~~ expansion and sunset provisions for discontinued uses.

5. ~~Downtown~~ ***The*** design~~,~~ ***and*** development ***of the Downtown Plan District*** ~~and provision of service~~ shall emphasize public safety, accessibility, and attractiveness as primary objectives ***with an emphasis on the pedestrian experience***.

6. ~~New housing in the downtown~~ ***The Downtown Plan District*** shall ***accommodate*** ~~provide for~~ a ***wide*** range of housing ***opportunities*** ~~types~~, including ownership, ***rental*** ~~workforce~~, and ***regulated*** affordable housing in a high-quality living environment ***while minimizing displacement of existing residents***.

7. ~~New zoning and design guidelines on Main Street will emphasize a "traditional Main Street" character.~~ ***Zoning and design standards shall support an active pedestrian realm with commercial activity along priority street frontages including Main Street and Burnham Street.***

8. The City shall encourage carbon-responsible development in the Downtown Plan District that reduces greenhouse gas emissions and vehicle miles travelled.

RECOMMENDED ACTION MEASURES:

i. Develop design ~~guidelines and~~ standards that ***utilize form-based concepts to*** encourage attractive and inviting ~~downtown commercial and residential~~ architecture***,*** ~~with quality design and permanent materials, particularly in the building fronts and streetscape.~~ ***pedestrian-scale design, and active ground-floor*** frontages. ~~Also develop appropriate density, height, mass, scale, architectural, and site design guidelines.~~

~~ii. Utilize form based code principles in ways that are consistent with state planning laws and administrative rules.~~

ii. ~~iii~~. Adopt non-conforming use standards appropriate to a downtown in transition ***to encourage incremental redevelopment***.

~~iv. Develop code measures to mitigate any compatibility issues when new downtown development occurs in close proximity to the downtown's commuter rail line.~~

iii ~~iv~~. Develop standards for high-intensity residential and mixed-use development near the potential future light rail station.

iv. Provide areas in the downtown where community events, farmer's markets, festivals**,** and cultural activities can be held.

v~~i~~. Designate the downtown ~~area~~ as the preferred location for Tigard's ***core*** civic ***activities.*** ~~land uses.~~

vi~~i~~. Promote an awareness of the downtown's history through measures such as public information, urban design features, and preservation of historic places.

vii~~i~~. Monitor performance of design ~~guidelines,~~ standards and related land use regulations and amend them as necessary.

viii. Implement strategies to assist in minimizing and mitigating the displacement of existing and future affordable housing as redevelopment occurs.

GOAL:

15.1.3***2*** ~~Develop and Improve the Open Space System and Integrate Natural Features into downtown~~ ***Ensure the Downtown Plan District is adequately serve by high-quality parks and open spaces and is well-integrated with natural features such as Fanno Creek***.

POLICIES:

1. ~~Natural resource functions and values shall be integrated into downtown urban design~~ ***The function and health of Fanno Creek shall be considered of primary importance in development within its proximity***.

~~2. The Fanno Creek Public Use Area, adjacent to Fanno Creek Park, shall be a primary focus and catalyst for revitalization.~~ ***Downtown parks and open spaces shall equitably serve the Tigard community, with connections to and access from active transportation facilities.***

3. ~~Development of the downtown shall be consistent with the need to protect and restore the functions and values of the wetland and riparian area within Fanno Creek Park.~~ ***Tree canopy shall be preserved and increased to the greatest extent practicable in order to reduce urban heat island, sequester carbon, and create a hospitable outdoor environment.***

RECOMMENDED ACTION MEASURES:

i. Acquire property and easements to protect natural resources and provide public open space areas, such as park***s*** ~~blocks~~, plazas and mini-parks.

ii. Develop "green connections" linking parks and greenways with adjacent land uses, public spaces and transit.

iii. Incorporate public art into the design of public spaces.

iv. Enhance the landscape and habitat characteristics of Fanno Creek as a key downtown natural resource.

v. Develop and implement strategies to ~~address concerns with homeless persons and vagrancy~~ ***reduce the impact of houselessness on natural systems and protect unhoused residents from flood and other hazards***. ~~in the Downtown and Fanno Creek Park~~.

vi. Develop and adopt scaled development standards such as height, massing, and site design standards to manage intensity of development in proximity to Fanno Creek.

GOAL:

15.1.4***3*** Develop ***a*** comprehensive ***multi-modal transportation network that addresses the City's climate goals and serves the vision of a walkable, well-connected Downtown Plan District.*** ~~street and circulation improvement~~s for pedestrians, automobiles, bicycles, and transit.

POLICIES:

1. ~~The downtown shall be served by a complete array of multi-modal transportation services including auto, transit, bike, and pedestrian facilities.~~ ***The City shall plan for and develop a complete array of multi-modal transportation services, based on a hierarchy prioritizing pedestrian, bike, transit, and automobile access and mobility.***

2. The downtown shall be Tigard's primary transit center for rail***,*** ~~and~~ bus***, and potential future light rail*** transit service and supporting land uses.

3. The City, in conjunction with TriMet, shall plan for and manage transit user parking to ensure the downtown is not dominated by "park and ride" activity***, including consideration of relocating the current park and ride lot***.

4. Recognizing the critical transportation relationships between the downtown and surrounding transportation system, especially bus***,*** ~~and~~ Commuter Rail***, potential future light rail***, Highway 99W, Highway 217 and Interstate 5, the City shall address

the downtown's transportation needs in its Transportation System Plan and identify relevant capital projects and transportation management efforts.

5. Streetscape and public area design shall focus on creating a pedestrian friendly environment without the visual dominance by automobile-oriented uses ***including off-street parking areas***.

6. The City shall ~~require a sufficient, but not excessive, amount of~~ ***manage*** parking ~~to provide~~ for downtown land uses ***to ensure parking is not excessive***. Joint parking arrangements shall be encouraged. ***The City shall allow and encourage the conversion of existing underused parking areas to other uses.***

RECOMMENDED ACTION MEASURES:

i. Develop comprehensive street and circulation improvements for pedestrians, automobiles, bicycles, and transit.

ii. Develop a circulation plan that emphasizes connectivity to, from, and within the downtown in the design and improvement of the area's transportation system, including developing alternative access improvements to downtown, such as connections across Hwy 99W.

iii. Address public safety and land use compatibility issues in the design and management of the downtown's transportation system.

iv. Investigate assigning different roadway designations ***for ODOT-owned and operated facilities*** within the general area of the downtown as means to support ***multi-modal*** transportation access to Town Center development such as the Oregon Department of Transportation's Special Transportation Area (STA), ~~and~~ Urban Business Area (UBA)***, and the Blueprint for Urban Design (BUD). Continue City-led efforts to transfer ownership of SW Hall Boulevard to unlock City's ability to implement a corridor vision.***

v. Implement an integrated downtown pedestrian streetscape and landscape plan.

vi. Acquire property and easements to implement streetscape and landscape plans, and develop needed streets, pathways, ~~entrances to the Commuter Rail Park and Ride lot, and~~ bikeways.

~~vii. Express the themes of an urban village and green heart by utilizing the "unifying elements" palette from the Streetscape Design Plan to design streetscape improvements.~~

viii. Emphasize sustainable practices in street design through innovative landscaping and stormwater management***, climate-resilient infrastructure, and healthy tree canopy*** ~~, and provision of multi-modal infrastructure~~.

~~ix. Encourage sustainability features in the design of Downtown buildings.~~

viii. Develop and implement parking maximums to limit the amount of off-street surface parking in downtown, and to minimize impacts of parking areas and driveways on pedestrian circulation.

ix. Encourage the formation of a Downtown Parking and Transportation Management Association.

x~~i~~. Incorporate the Downtown's public investment~~/~~ ***and*** facility needs into the City's Public Facility Plan and implementing Community Investment Plan.

B. Comparison of Zoning Use Standards

The following comparison between key use standards in the existing MU-CBD zone, which applies to the Downtown Plan District, and proposed commercial and employment MADE zones was completed to inform the recommendations on updated zoning for the Downtown project area. The existing MU-CBD use standards are generally consistent with the project recommendations for a "vibrant, active, and welcoming city center;" variations within downtown concept area are noted below. MUC appears to be the most similar to the existing MU-CBD zone, and thus the desired uses for the Downtown Plan District, based on use standards. MUE and MUR are also recommended for specific concept areas within downtown as detailed in Section II, Table 1 to implement the recommended land use concept.

Table B1: Comparison of Key Use Standards for Downtown and MADE zones

Key Use Standards	Desired Downtown Uses	COM	MUE	MUC	MUR
Apartments	A *Active ground-floor uses required on key frontages*	X	X	A	A
Mixed-use residential with ground-floor nonresidential	A	A	A	A	A
Rowhouses	L *Only within Downtown Neighborhood and Burnham Mixed-Use, not on key frontage*	X	X	A/L[1]	A/L[1]
Indoor sales and service	L	A	L[1, 2]	L[3]	L[4]

Key Use Standards	Desired Downtown Uses	COM	MUE	MUC	MUR
	Limit size per tenant: 25,000 SF for Main Street, 40,000-60,000 SF for others, no limit for Pacific Highway Gateway				
Outdoor sales and service	X	A	X	X	X
Drive-throughs	X	A	X	X	X
Motor vehicle related uses	X	A	L[1, 2]	L[1, 2]	X
Office	A	A	A	A	L[4]
Industrial & manufacturing	X	L[5]	L[5]	L[5]	X
Warehouse & distribution	X	X	L	X	X
Self-storage	X	L[6]	?	X	X

A: Allowed use, L: Limited use, X: Prohibited use

[1] Additional limitations apply in the Washington Square Plan District.

[2] Maximum size is 25,000 SF per tenant.

[3] Maximum size is 40,000 SF per tenant

[4] Only permitted on ground floor of mixed-use development with upper-story residential.

[5] Must be contained within a structure.

[6] Only allowed on upper stories.

C. Sample Active Ground-Floor Design Standard

Example 1: Active nonresidential ground floor space, Milwaukie Downtown Code

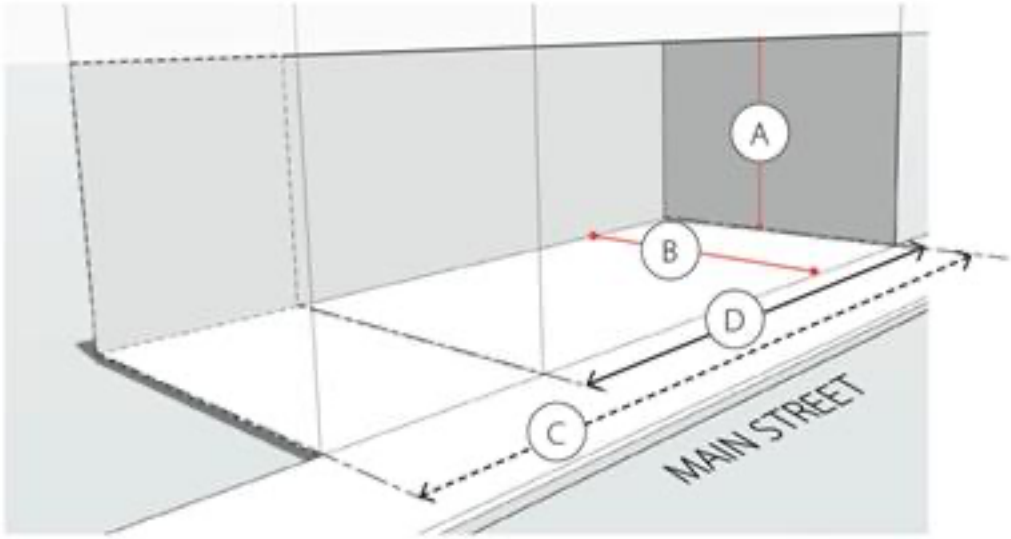
Active Ground-Floor Space Standards. For new buildings fronting Main Street (*Ed:* where ground-floor residential is prohibited), the following standards must be met as illustrated in Figure 19.508.4.A.2.c:

(1) At least 75% of the ground-floor height must be at least 15 ft, as measured from the finished floor to the ceiling, or from the finished floor to the bottom of the structure above (as in a multistory building). The bottom of the structure above is the lowest portion of the structure and includes supporting beams.

(2) At least 75% of the interior floor area adjacent to Main Street must be at least 20 ft deep, as measured from the inside building wall or windows facing Main Street.

Figure 19.508.4.A.2.c

Active Ground-Floor Space Standards



A 15-FT MINIMUM GROUND-FLOOR HEIGHT

B 20-FT MINIMUM DEPTH

C MAIN STREET GROUND-FLOOR SPACE

D STANDARDS APPLY TO 75% OF MAIN STREET GROUND-FLOOR SPACE

Source: Milwaukie Code, Section 19.508.4.A.2

Example 2: Active ground floor design standards, Beaverton Downtown Code

Active Ground Floor Design. Buildings subject to the Active Ground-floor Design rules as identified in Figure 70.20.10.6.1 Active Frontages Map shall be designed to activate the public realm, create interesting and inviting ground-floor spaces, increase transparency into ground-floor spaces, and provide weather protection for ground-floor entrances, and shall meet the following requirements:

a. Floor Height: The minimum floor-to-floor height of the ground floor shall be 16 feet.

b. Transparency: Active frontage areas shall include a minimum 60 percent transparent glazing between 2 and 10 feet in height from sidewalk or terrace grade, providing unobstructed views into the commercial space. Transparent glazing shall have minimum Visible Transmittance (VT) value of 0.60. A lighted display zone 4 feet in depth from the windows may qualify as unobstructed views into the commercial space

for up to 50 percent of the combined storefront window width on each storefront on primary frontages and on the entirety of secondary frontages.

c. Entrances: Primary ground-floor entrances serving active uses shall include weather protection that is a minimum 6 feet wide and 4 feet deep by recessing the entry, providing an awning or other projecting element, or using a combination of those methods.

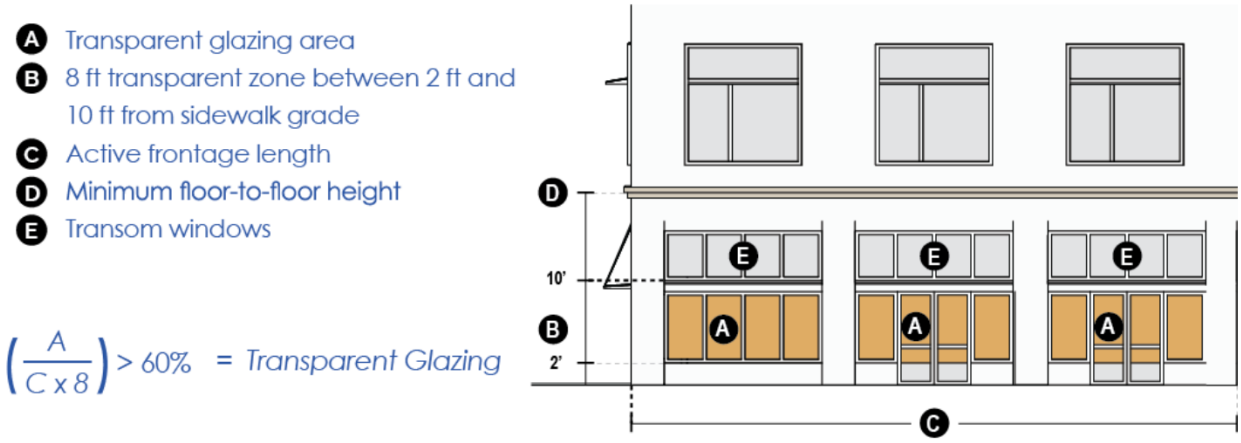
d. Blank Walls: Walls without fenestration or doors shall not exceed 15 feet in length.

e. Awnings, canopies and weather protection, where provided:

   I. When transom windows are above display windows, awnings, canopies and similar weather protection elements shall be installed between transom windows and display windows to allow for light to enter the storefront through the transom windows and allow the weather protection feature to shade the display window.

   II. Awnings may be fixed or retractable.

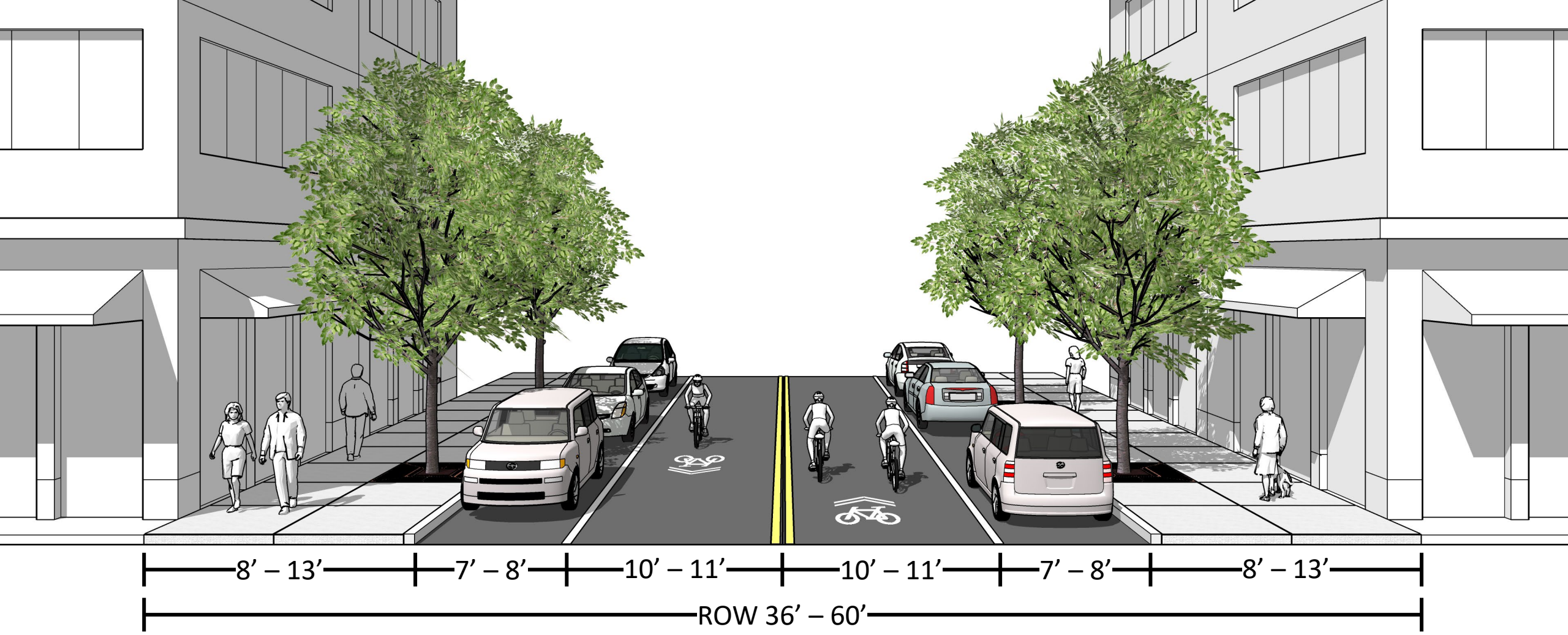
Figure 70.20.10.6.1 Active ground floor design



Source: Beaverton Code, Table 70.20.10.6.A

New Downtown Tigard Street Typologies

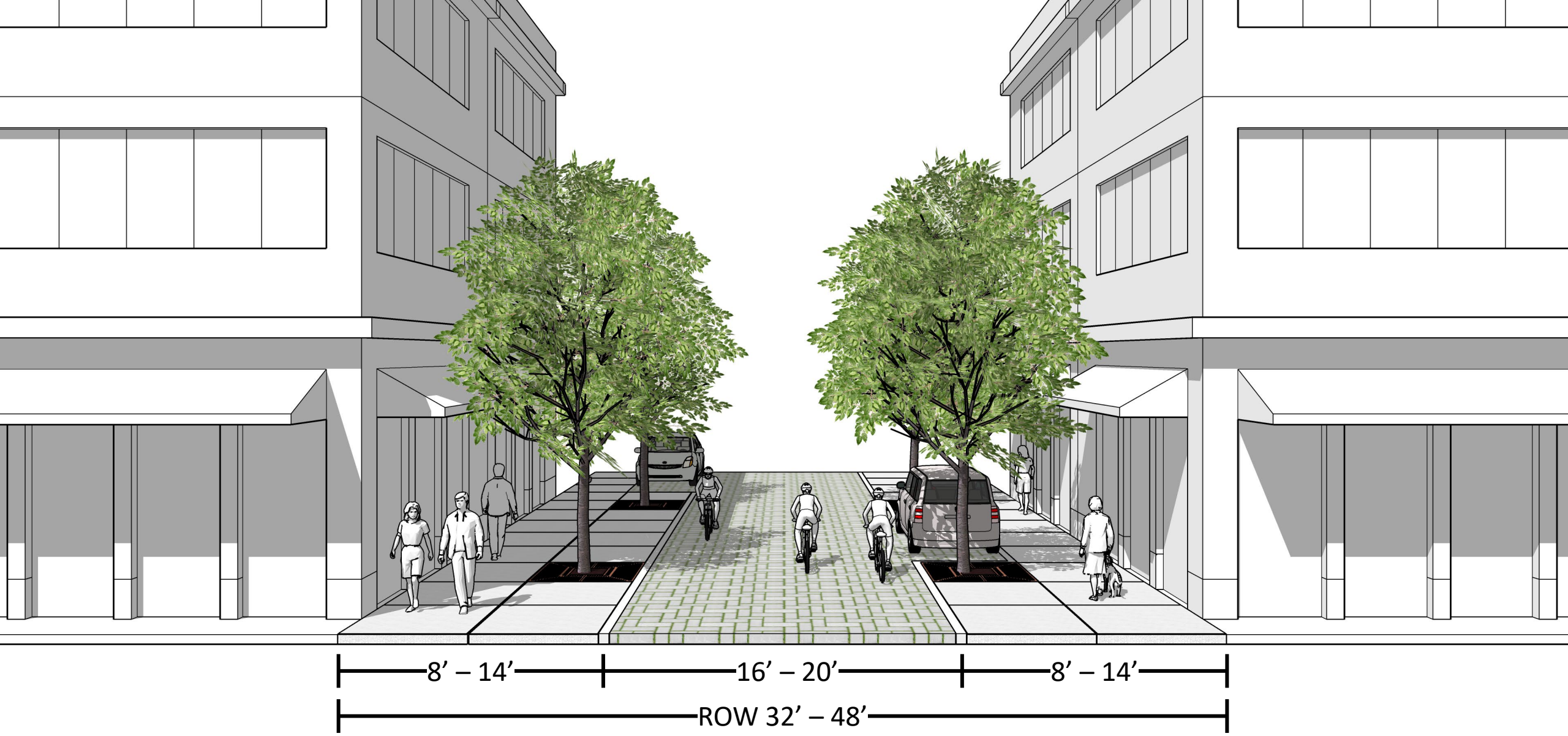
For inclusion in Plan District or Streets code (18.910), including updates to Table 18.910.1



Multimodal Streets are designed to balance the needs of all transportation modes, enabling safe use, supporting mobility for all, and activating street frontages. Target speeds are 25 miles per hour (MPH) and are further managed through traffic calming elements including narrow travel lanes, parking, intersection control devices, and landscaping elements to indicate an urban environment.

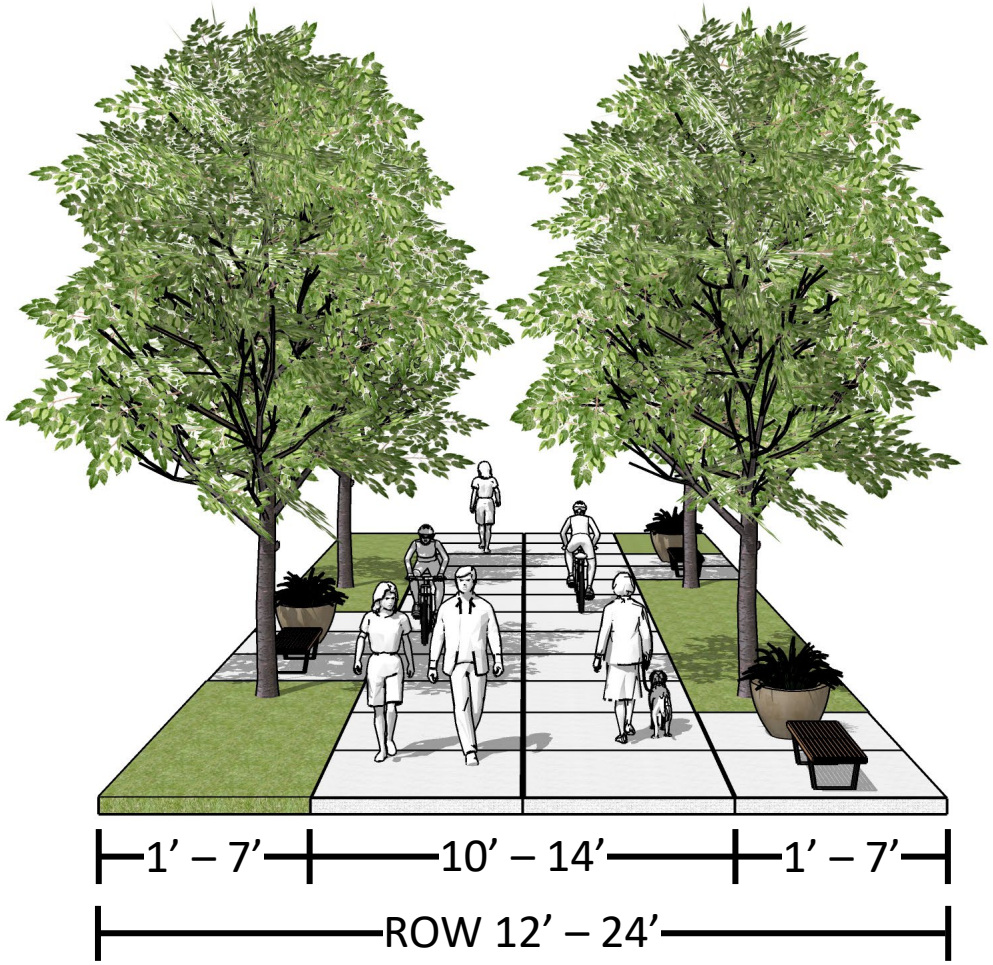
The slow speed environment contributes to comfortable experiences for people biking while sharing the road. Parking serves the dual purpose of providing access to local business as well as a physical buffer between the pedestrian realm and the travelway.

Approximate right-of-way (ROW) widths range from 36 to 60 feet depending on sidewalk widths and presence of parking.



Shared Streets are designed as shared environments, with an emphasis on people, low speeds, and placemaking. Shared Streets provide vehicular access but are catered to giving people a comfortable, social, and welcoming environment with little modal division. Modal space is defined through pavers and changes to surface material. Parking is flexible and can be provided on a block-by-block basis or at individual locations. Speeds are managed through traffic calming elements.

Approximate ROW widths range from 32 to 48 feet depending on sidewalk widths.



Paths are designed for people walking, biking, and rolling and do not provide access for vehicles. Minimum Path widths are 10 feet and can be widened based on surrounding context, land uses, and anticipated path user volumes. Opportunities for landscaping, placemaking, and path amenities are encouraged.

Approximate ROW widths range from 12 to 24 feet.

DOWNTOWN TIGARD
Reimagined



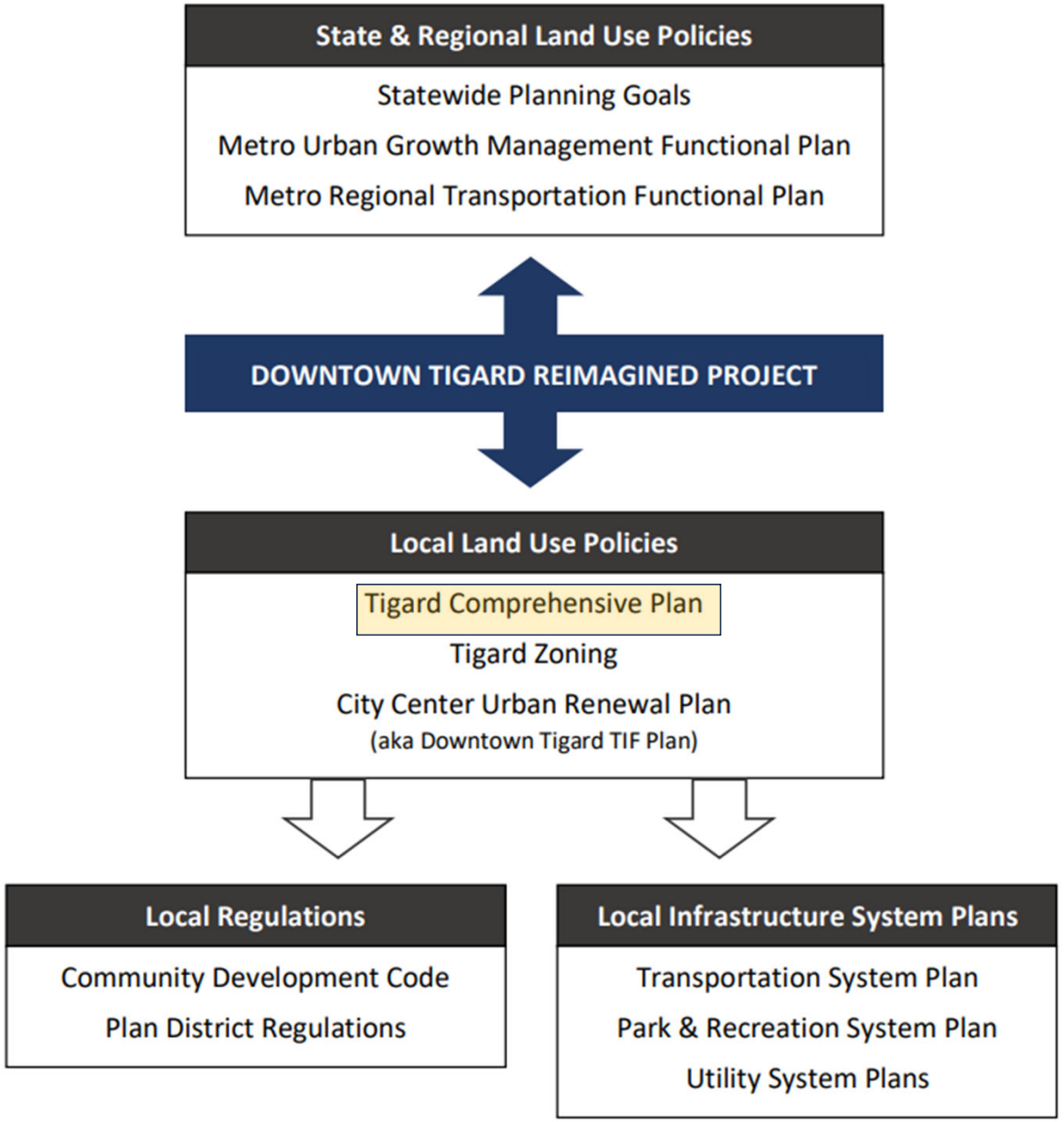
DOWNTOWN TIGARD REIMAGINED:

Land Use and Transportation Recommendations Final Report

Tigard City Council
July 16, 2024

Background & Project Purpose

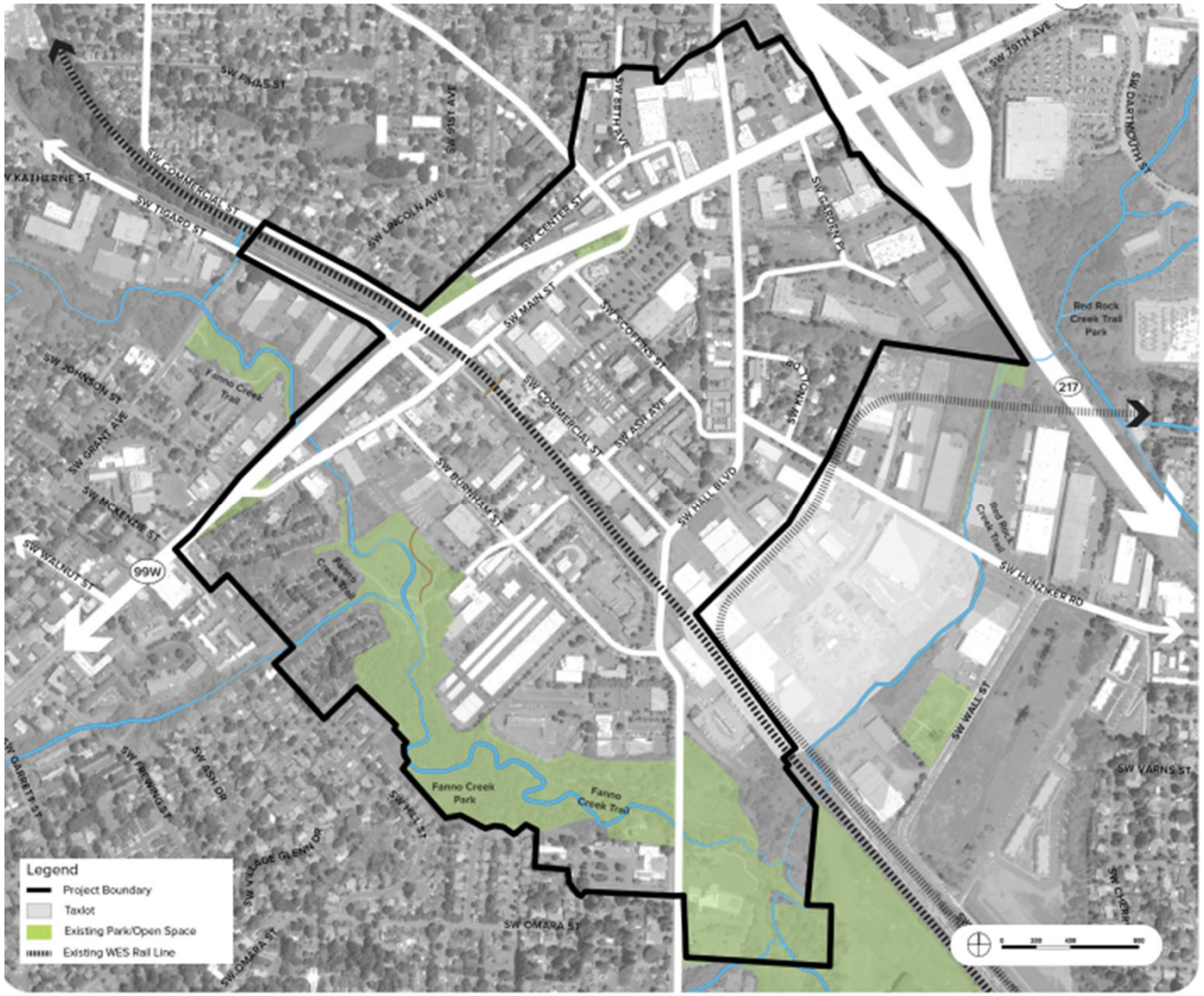
DOWNTOWN TIGARD REIMAGINED
Project Purpose




*"Our vision of Downtown Tigard is a **vibrant, active, and welcoming** city center at the heart of our community. It provides transportation, recreational, residential and business opportunities that are **accessible to everyone**"*
Tigard Downtown Vision 2020
DOWNTOWN TIGARD
Reimagined

DOWNTOWN TIGARD REIMAGINED

Study Area



DOWNTOWN TIGARD REIMAGINED
Tools the City Has to Shape Downtown



Regulations

- Set rules for uses
- Set rules for scale & height
- Regulate building form & relationship to sidewalks & public space



Incentives

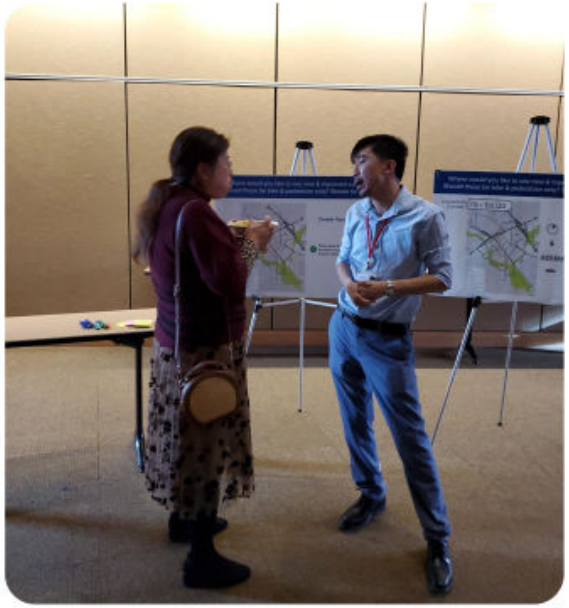
- Reduce or subsidize fees for desired development types
- Allow additional scale & height for desired development types



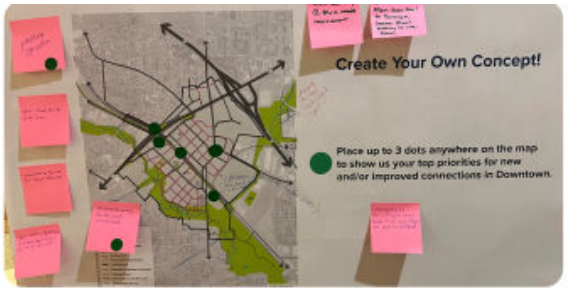
Public Investments

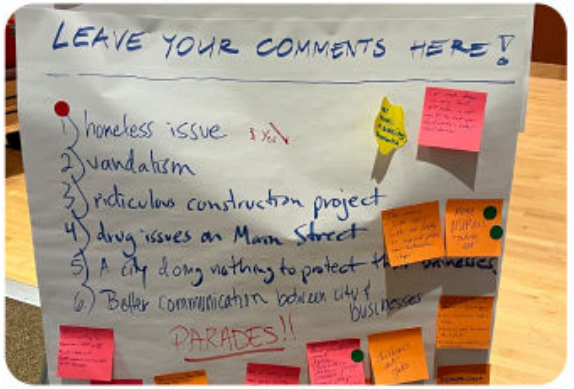
- Use public funds to improve streets, sidewalks, parks, etc
- Use public funds to purchase property for desired development types
- Use public funds to purchase property and create public open spaces (like Universal Plaza)

DOWNTOWN TIGARD REIMAGINED
Community Engagement







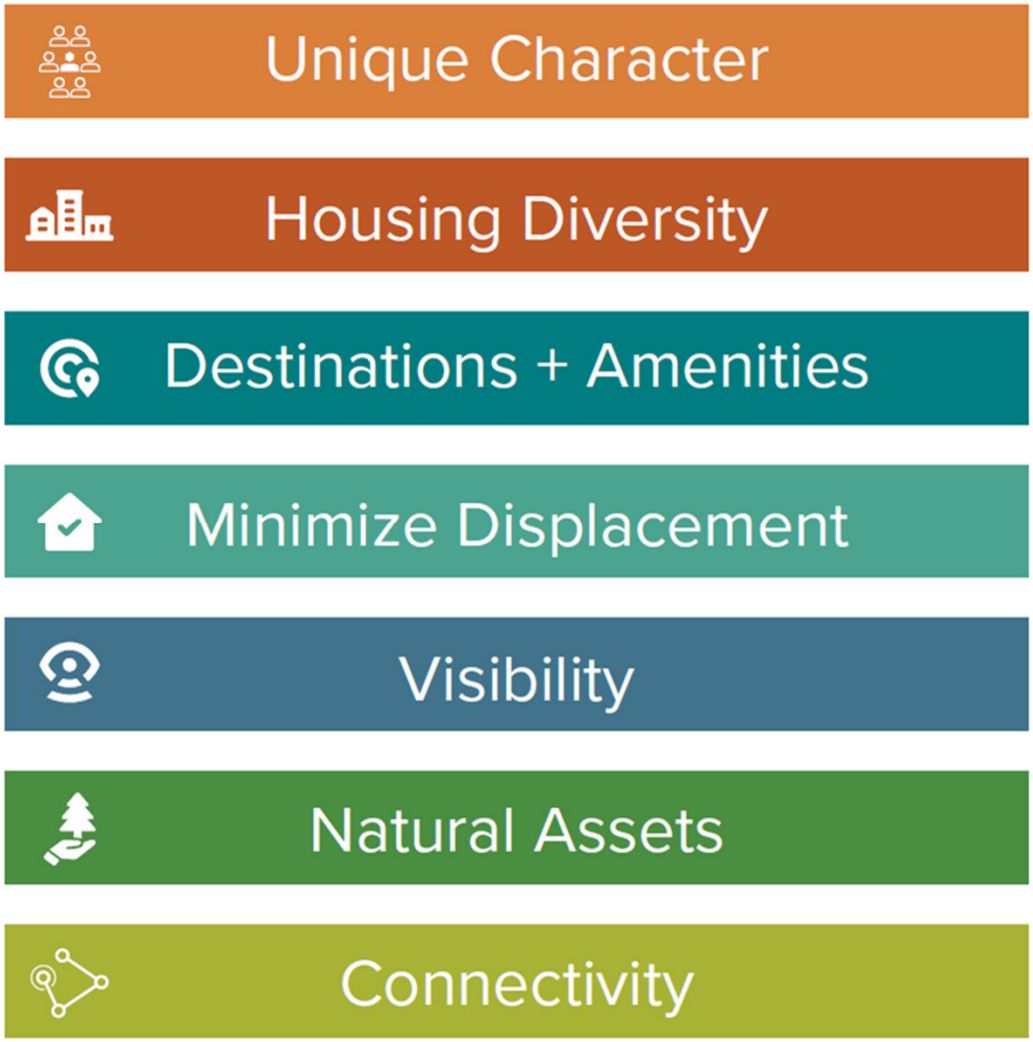








DOWNTOWN TIGARD REIMAGINED
Project Priorities



Recommended Concepts and Strategies

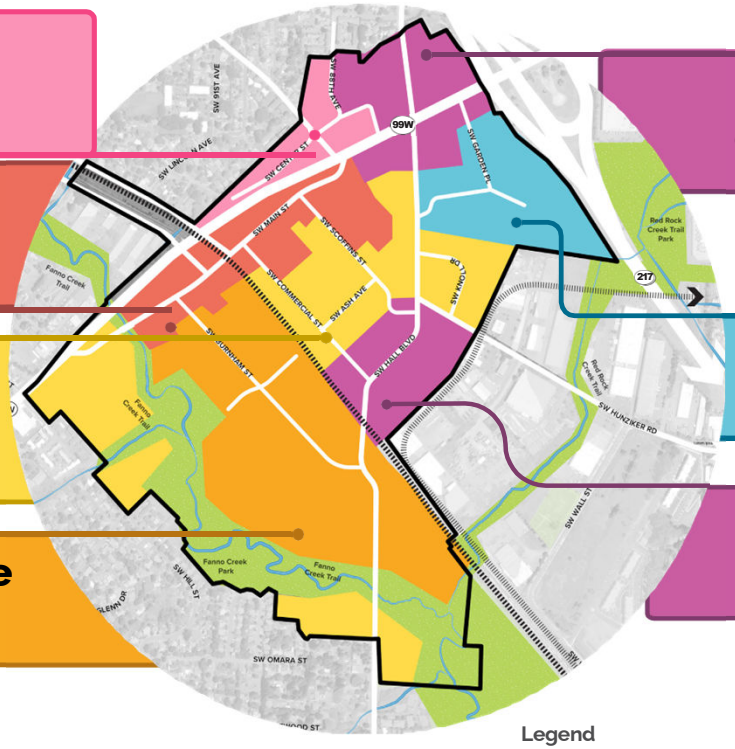
RECOMMENDED LAND USE CONCEPT

Center Street Commercial

Main Street

Downtown Neighborhood

Burnham Mixed-Use



Pacific Highway Gateway

Mixed-Use Employment

Hall Gateway

DOWNTOWN TIGARD Reimagined

RECOMMENDED LAND USE CONCEPT

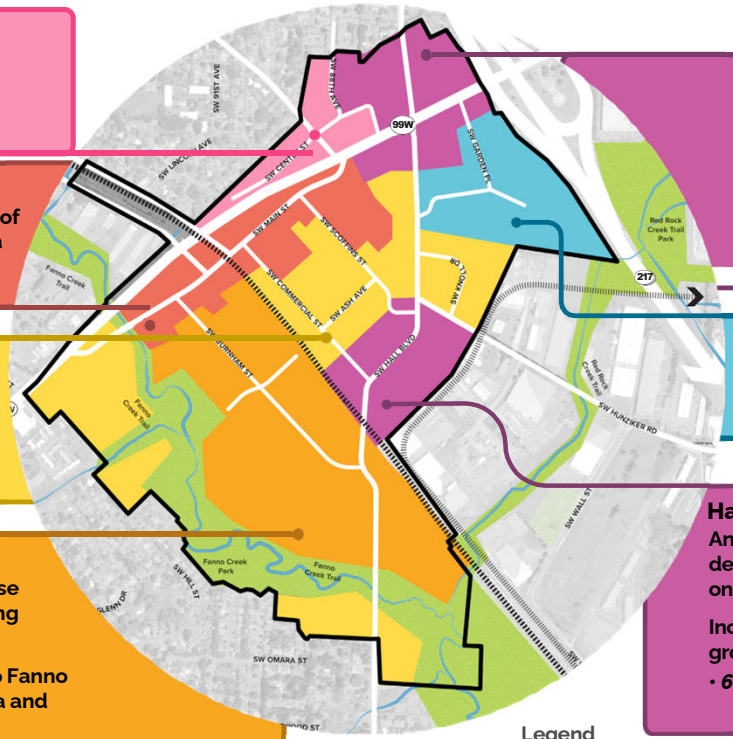
Center Street Commercial
Allow incremental commercial in the near term, with long term aspirations for more increased heights and development intensity.
• ***2-6 story buildings***

Main Street
Build off existing energy with a concentration of ground flloor shops and restaurants through a mix of existing and new development.
• ***1-6 story buildings***

Downtown Neighborhood
Foster a range of infill housing options, such as apartment buildings, rowhomes, and civic spaces to meet the needs of the community.
• ***2-6 story buildings***

Burnham Mixed-Use
Encourage high-intensity mixed-use housing with active ground floors along SW Burnham St and SW Hall Blvd.

Require building heights to step down to Fanno Creek to limit impacts to the natural area and create opportunities for views.
• ***4-8 story buildings***



Pacific Highway Gateway
Allow incremental commercial development in the near term.

Require a strong building presence at Pacific Hwy and Hall Blvd upon redevelopment.
• ***4 - 8 stories***

Mixed-Use Employment
Mix of commercial/office and light industrial uses.
• ***2-6 stories***

Hall Gateway
Anticipate future large-scale transit-oriented development that includes a relocated on-street bus transit center and light rail station.

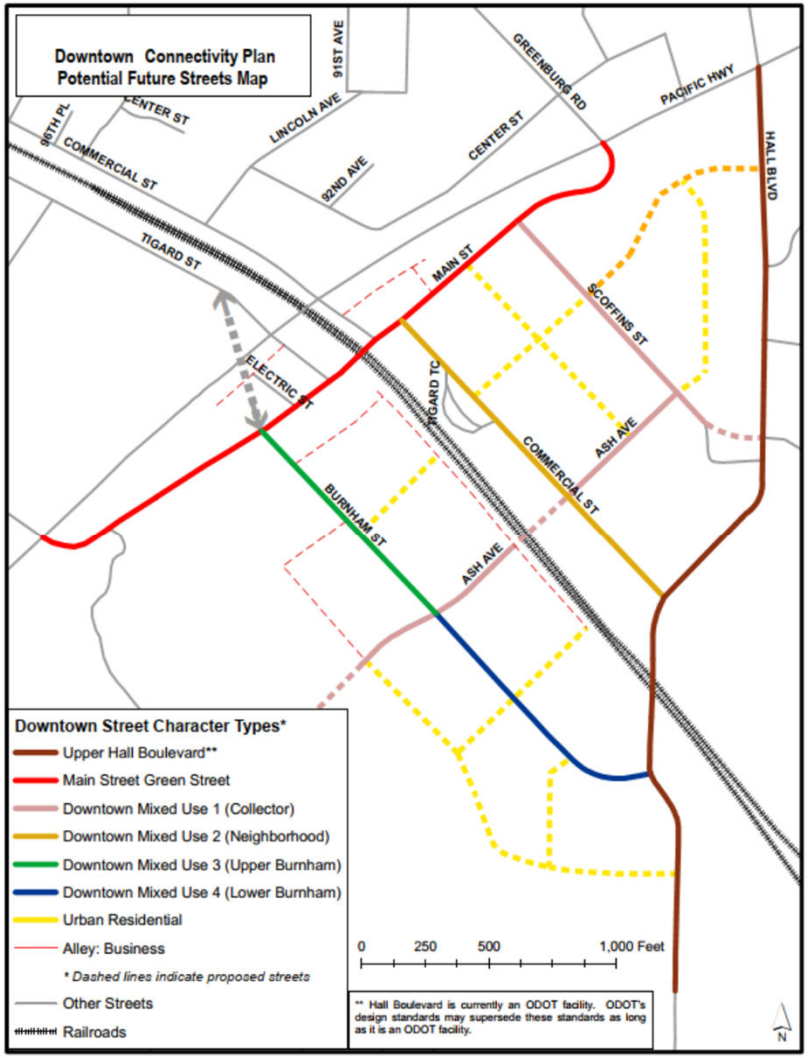
Incorporate distinct architecture and strong ground floor activation.
• ***6 - 12 stories***

Legend

- Study Area Boundary
- Rail Line
- Green Space
- Potential SW Corridor Light Rail Alignment
- Center Street Commercial
- Main Street
- Downtown Neighborhood
- Burnham Mixed-Use
- Gateway
- Mixed-Use Employment

DOWNTOWN TIGARD Reimagined

Existing Downtown Connectivity Plan



CONNECTIVITY RECOMENDATIONS

Main Connectivity Priorities

- Provide new connections in the Burnham area to support higher intensity development.
- Allow flexibility in connectivity alignment and type in Downtown.
- Increase access to Fanno Creek Trail/Park with new connections and limit vehicular impacts.
- Complete Ash Ave pedestrian/bike crossing and Tigard Heritage Trail crossing of Main St.
- Reduce size of the Burnham St and Ash Ave intersection.
- Add crosswalks to Hall Blvd.



Multimodal Streets



Proposed Paths

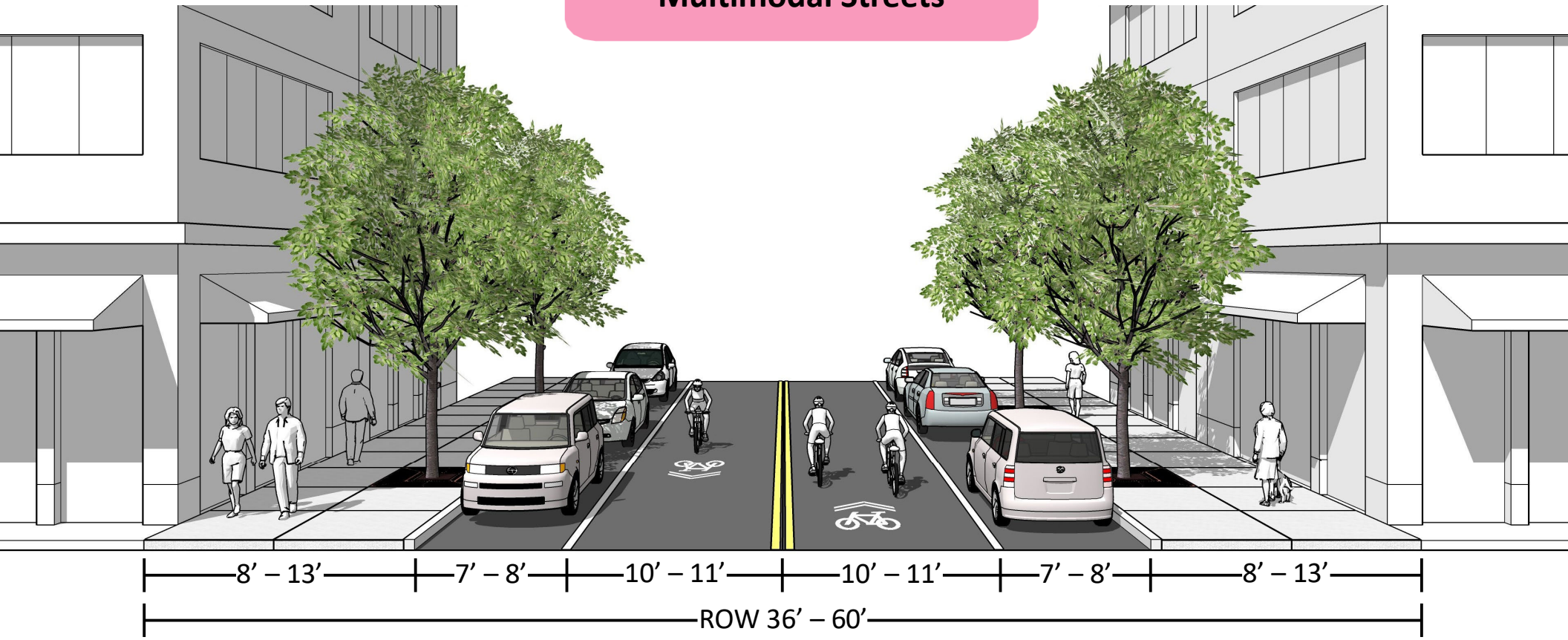
Shared Streets

Legend

Study Area Boundary	Proposed Multimodal Street	Proposed Path
Green Space	Existing Street	At Grade Rail Crossing
Plaza	XXXXX Street Removal	Trail
Rail Line	Proposed Shared Street	Potential SW Corridor

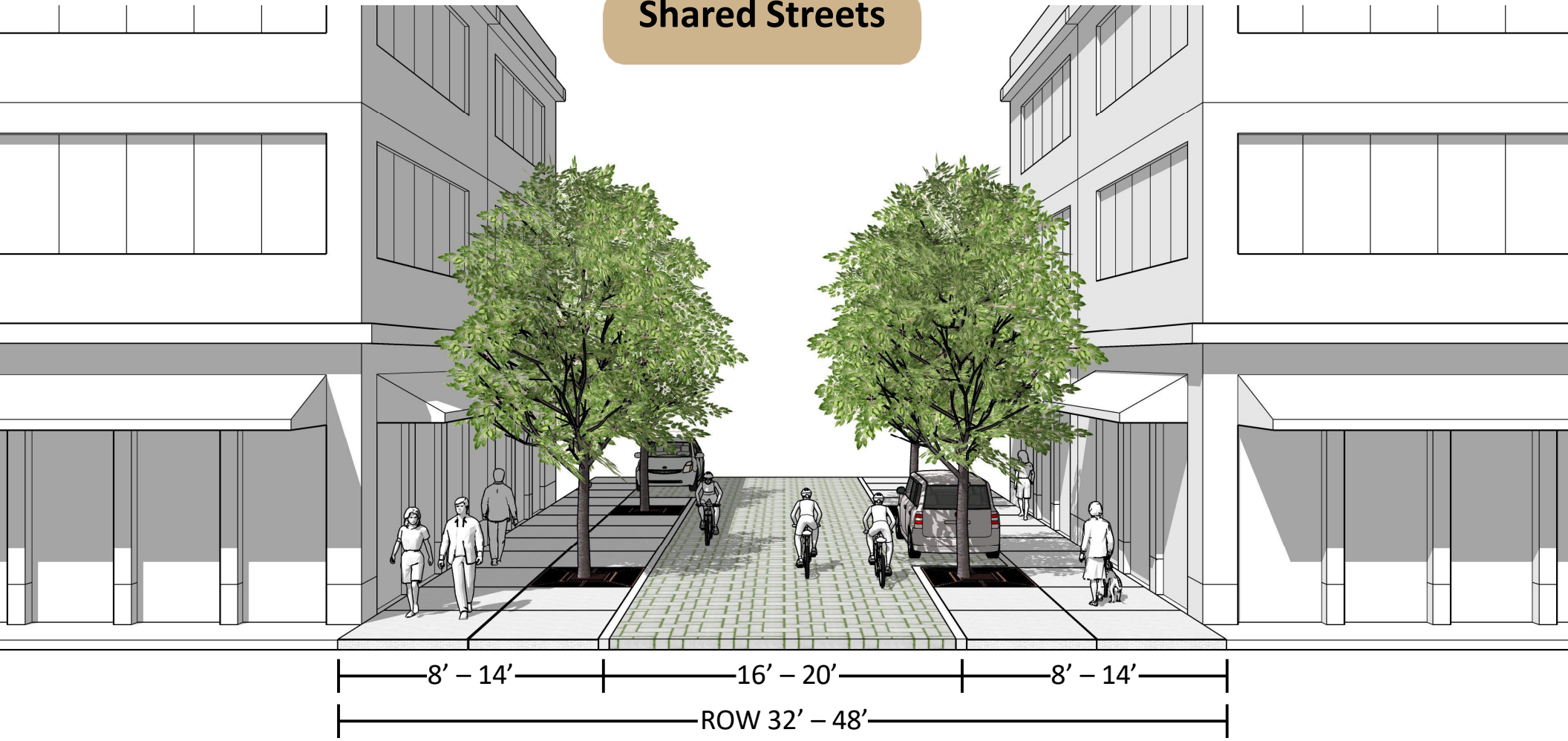
DOWNTOWN TIGARD Reimagined

Multimodal Streets



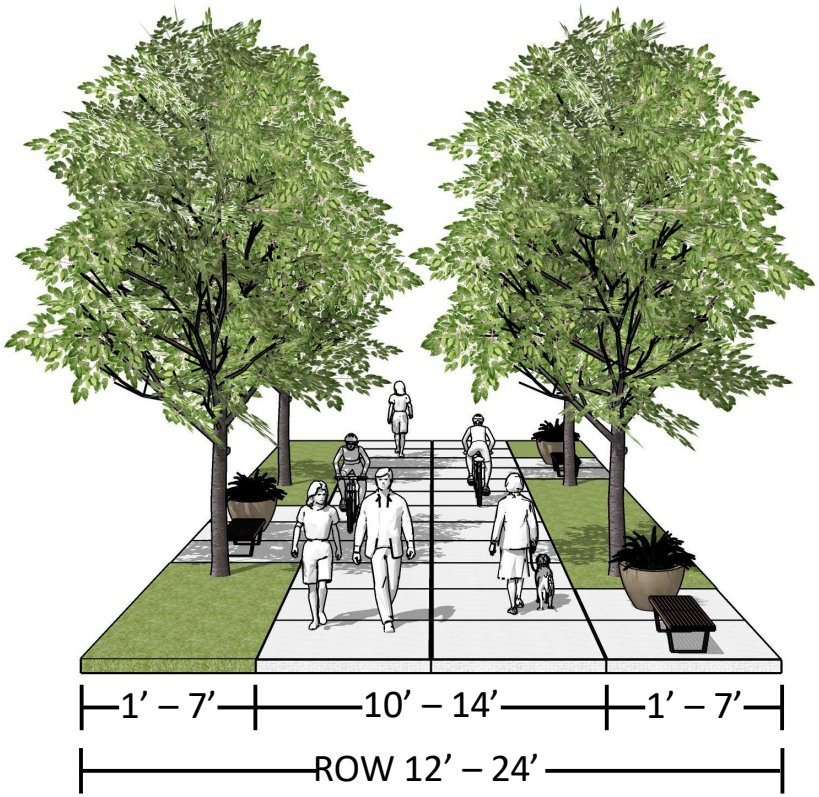
- Multi-modal streets are designed to balance the needs of all transportation modes, enabling safe use, supporting mobility for all, and activating street frontages. Target speeds are 25 miles per hour (MPH) and are further managed through traffic calming elements.
- The slow speed environment contributes to comfortable experiences for people biking while sharing the road. Parking serves the dual purpose of providing access to local business as well as a physical buffer between the pedestrian realm and the travelway.
- Approximate right-of-way (ROW) widths range from 36 to 60 feet depending on sidewalk widths and presence of parking.

Shared Streets



- Shared Streets are designed as shared environments, with an emphasis on people, low speeds, and placemaking. Modal space is defined through pavers and changes to surface material. Parking is flexible and can be provided on a block-by-block basis or at individual locations. Speeds are managed through traffic calming elements. This street type is only proposed as a low volume, local street that would serve mainly as access.
- Approximate ROW widths range from 32 to 48 feet depending on sidewalk widths.

Paths



- Paths are designed for people walking, biking, and rolling and do not provide access for vehicles. Minimum widths are 10 feet and can be widened based on surrounding context, land uses, and anticipated path user volumes. Opportunities for landscaping, placemaking, and path amenities are encouraged.
- Approximate ROW widths range from 12 to 24 feet.

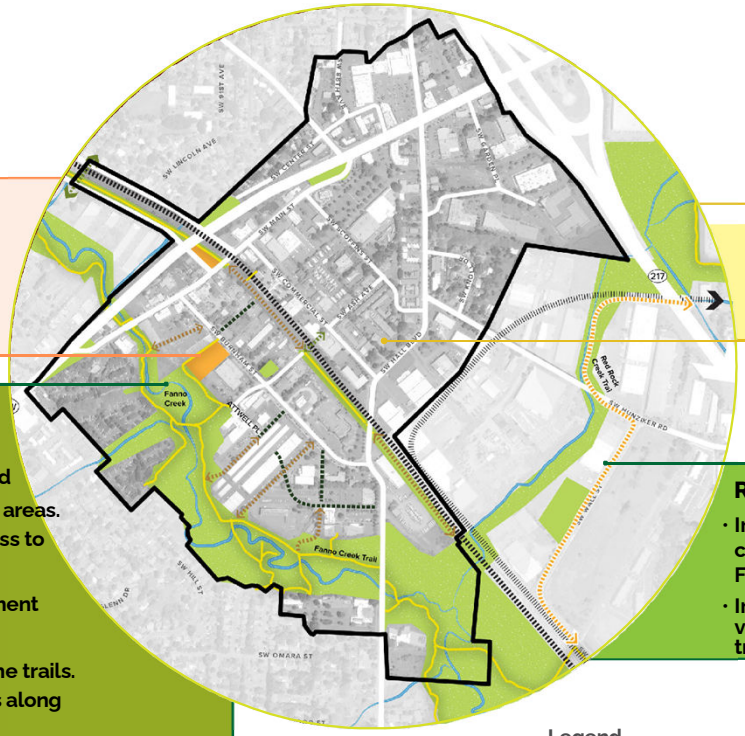
OPEN SPACE RECOMENDATIONS

Universal Plaza

Enhance and activate the plaza to support development in the Burnham area.

Fanno Creek Open Space + Trails

- Use setbacks, building height step-backs, and limited vehicular circulation to protect creek areas.
- Complete Nick Wilson Plaza to improve access to and provide views of FC from Main St.
- Require new streets and paths at redevelopment to increase access to FC.
- Add more wayfinding signage to FC and on the trails.
- Add interactive or interpretive play elements along FC trails for younger visitors.
- Incorporate trail lighting through Downtown.
- Complete Heritage Trail through Downtown.



Open Space Connectivity

Improve access to Fanno Creek Trail/Park from Downtown via pedestrian connections.

Red Rock Creek Enhancements

- Improve Red Rock Creek Trail rail crossing to allow for better access to FC Trail/Park.
- Incorporate better wayfinding to direct visitors to Downtown via access to FC trail.

Legend

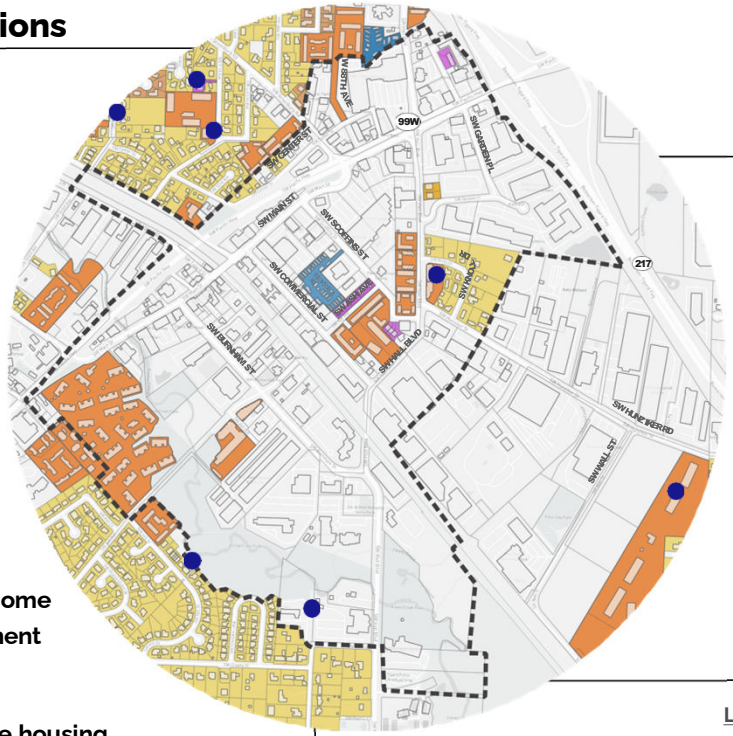
- Study Area Boundary
- Rail Line
- Green Space
- Proposed Multimodal Street
- Proposed Path
- Plaza
- Existing Trail
- Red Rock Creek Trail Improvement

DOWNTOWN TIGARD Reimagined

HOUSING RECOMENDATIONS

Affordable Housing Interventions

- Include affordability incentives in city redevelopment projects
- In addition to the existing Vertical Housing Development Zone program, consider additional tax abatement programs to incentivize mixed-income residential development and/or affordable homeownership
- Provide financial or other support for preservation of mobile home communities through tenant or nonprofit acquisition..
- Partner to connect residents of mobile home communities to displacement management
- programs if needed due to a closure.
- Purchase detached houses for affordable housing development via willing owners with relocation assistance programs if needed for existing tenants.



Market Rate Unit Interventions

- Leverage and/or augment loan programs from outside funding to help affordable housing non-profits or the Washington County Housing Authority acquire older, low-cost market-rate properties and convert them to regulated affordable units.
- Support tenant protections via targeted outreach, referrals, funding for service providers, property owner /manager education (e.g., as part of a rental registration program), or other means.

Legend

- Study Area Boundary
- Apartment
- Duplex. Triplex, & Quadplex
- Mobile Home
- Detached House
- Affordable Housing

DOWNTOWN TIGARD Reimagined

THANK YOU!!!!

DOWNTOWN TIGARD
Reimagined

AIS-5479 **6.**

Business Meeting

Meeting Date: 07/16/2024

Length (in minutes): 40 Minutes

Agenda Title: Legislative Public Hearing: Downtown Reimagined Comprehensive Plan Amendments

Authored By: Schuyler Warren

Presented By: Senior Planner Schuyler Warren

Item Type: Motion Requested
Ordinance
Public Hearing - Legislative

Public Hearing Legal Ad Required?: No

Publication Date:

Information

EXPLANATION OF ISSUE

Consideration of the Downtown Reimagined Comprehensive Plan Amendments and Land Use and Transportation Recommendations Report.

ACTION REQUESTED

The Council is requested to adopt Comprehensive Plan Amendments proposed by the Downtown Reimagined project, as well as the Land Use and Transportation Recommendations Report.

BACKGROUND INFORMATION

Project History

Efforts to revitalize Downtown Tigard date back to 2005 and the Council-approved Tigard Downtown Improvement Plan (TDIP). This plan reflected stakeholder's vision of a vibrant, mixed-use, and pedestrian-friendly downtown.

In 2009, the Town Center Development Agency (TCDA) engaged the University of Oregon's Portland Urban Architecture Research Laboratory to refine and visualize the Tigard Downtown Improvement Plan as a design vision. The document showed how Downtown could grow over 50 years within the framework of the TDIP.

In 2020, as part of the City Center Future Project, the Downtown vision was updated with new visualizations of a potential build out, showing the locations of Universal Plaza, a redeveloped Civic Center campus, a new City Hall, and the SW Corridor light rail station on Hall Blvd. The Tigard Downtown Vision depictions reflected previous planning and conversations with stakeholders. An updated vision statement was also developed with input from the Town Center Advisory Committee (TCAC) and TCDA, "Our vision of Downtown Tigard is a vibrant, active, and welcoming city center at the heart of our community. It provides transportation, recreational, residential, and business opportunities that are accessible to everyone."

That same year, the city received a Transportation and Growth Management grant from the Oregon

Department of Transportation and the Oregon Department of Land Conservation and Development to provide for technical consultant assistance for a project called Downtown Reimagined. Building on the vision set out in previous planning efforts, the goals of the Downtown Reimagined project are to update the Comprehensive Plan policies in line with the vision and modernize the development code to spur growth and ease the path for redevelopment. This work was informed by extensive community engagement, with particular focus on key stakeholders and historically marginalized communities.

From this work, seven priorities were identified:

- Unique Character
- Housing Diversity
- Destinations and Amenities
- Minimize Displacement
- Visibility
- Natural Assets
- Connectivity

These priorities and other feedback from the community shaped the proposals for a set of land use and transportation recommendations, as well as the Comprehensive Plan policy updates needed to effectuate those recommendations. The report attached to this staff report provides more background on this process as well as the recommendations that resulted from the work.

Proposal Description

Comprehensive Plan Chapter 15 – Special Planning Areas - Downtown

The Tigard Comprehensive Plan features a standalone chapter dedicated to policies specific to the downtown area. This focus on downtown is emblematic of its importance as the historic and civic core of the city. The policies that are applied to this area are focused on achieving the vision of the downtown district as the heart of the community and a primary center of civic life. The proposed amendments update this chapter and are provided in Attachment 2.

Planning Context

During the time that the Downtown Reimagined project was being completed, there were changes in state administrative rules that govern planning, particularly transportation planning, in designated Metro 2040 Centers. The Downtown Plan District is part of a larger Metro 2040 Center that includes the Tigard Triangle. The Planning Commission previously considered an amendment to the Metro 2040 Center boundary to align it with the Downtown Plan District boundary to the maximum extent possible. While this has no regulatory impact on the uses and development allowed in the downtown, it does ease the burden on the city to demonstrate compliance with the statewide Transportation Planning Rule (OAR 660-012).

Another contextual piece of the Downtown Reimagined work is the Tigard MADE project to modernize the regulation of Tigard's employment lands. This project ran concurrently with the Downtown Reimagined work and the regulatory outcomes of that work are reflected in many of the recommendations of the Downtown Reimagined work products.

Future Amendments to the Tigard Community Development Code

The proposal under consideration in this action will only update the policies in the City's Comprehensive Plan. A subsequent project will be necessary to fully implement these policies and the recommendations of the Land Use and Transportation Recommendations Report.

In addition, amendments to the Transportation System Plan (TSP) will be needed to fully implement the transportation recommendations of the report. Those could follow in a separate action or be incorporated

into the city's upcoming update to the TSP in 2026.

Dates of Previous and Potential Future Considerations
Previous Consideration:

- June 23, 2020: Consider Resolution of Support for Transportation Growth Management(TGM)Planning Grant
- September 19, 2023: Update on the Downtown Reimagined project
- January 9, 2024: Legislative Public Hearing on Downtown Tigard 2040 Center Boundary Amendment

Future Consideration:

- Winter 2024: Council consideration of amendments to the Development Code and Transportation System Plan

Public Involvement
The project kicked off in April 2022. In August 2022, three language specific focus groups (Spanish, Arabic, and Chinese/Vietnamese) were held, with a total of 32 participants. The focus group participants were asked about their perceptions of downtown and what their future priorities were. The summary of feedback includes these points about Downtown:

- Expand on its unique character
- Increase housing diversity
- Facilitate additional destinations and amenities to attract visitors
- Minimize commercial and residential displacement
- Increase its visibility
- Enhance and integrate natural assets
- Provide safe and easy connectivity

These groups were reconvened in September 2023. A total of 23 participants reviewed and gave feedback on the project's recommendations. Overall, the groups expressed support of the project recommendations.

On April 26, 2023, a public workshop was held at the Tigard Public Library. Approximately 35 members of the public attended and provided feedback on alternative plans for how Downtown's future land use can be guided, and the transportation system can be improved. The feedback informed the project's recommendations.

Over the project, five presentations were made to the Town Center Advisory Commission. Two presentations were made to the Tigard Downtown Alliance. The Planning Commission participated in a walking tour of downtown in August 2023 in preparation for receiving two briefings. A presentation focused on connectivity was also made to the Tigard Transportation Advisory Committee.

Impacts (Community, Budget, Policies and Plans/Strategic Connection)

Tigard Strategic Plan 2020-2025
Strategic Priority 3: Ensure development and growth supports the vision.
Objectives

- 3.1 Pursue land development that maximizes public health benefits while increasing connections between people and community destinations.
- 3.2 Focus development-associated resources in parts of the city that have the capacity to serve, house, employ, and attract the most people with the least impact on Tigard's natural systems and the

climate.

- 3.3 Understand the effects of development on vulnerable Tigard residents and mitigate these impacts within projects and over time.
- 3.4 Proactively intervene as necessary to meet the housing needs of all community members.
- 3.5 Plan and create in a manner that reduces climate impacts to the maximum extent practicable, especially for those most vulnerable.

City Center TIF Plan

Tigard Comprehensive Plan
Review of applicable Comprehensive Plan policies is provided in the Planning Commission Recommendation and Findings provided with this agenda item.

ALTERNATIVES & RECOMMENDATION

Council could instead opt to adopt the Comprehensive Plan text amendments with additional text changes or could decline to amend the Comprehensive Plan at this time.

ADDITIONAL RESOURCES

N/A

Attachments

Ordinance

Exhibit A - Amendments

Exhibit B - Recommendations Report

Exhibit C - Highway Impact Summary

Exhibit D - PC Recommendation

Presentation

CITY OF TIGARD, OREGON
TIGARD CITY COUNCIL
ORDINANCE NO. 24-

AN ORDINANCE AMENDING THE TIGARD COMPREHENSIVE PLAN CHAPTER 15 SPECIAL PLANNING AREAS AND ADOPTING THE DOWNTOWN REIMAGINED LAND USE AND TRANSPORTATION RECOMMENDATIONS REPORT IN SUPPORT OF THESE AMENDMENTS.

WHEREAS, the city has initiated an application to amend the text of the Tigard Comprehensive Plan; and

WHEREAS, Chapter 15 of the Tigard Comprehensive Plan provides goals and policies for areas of special significance in the city, including the Downtown Tigard Plan District; and

WHEREAS, the City received a Transportation and Growth Management grant from the Oregon Department of Transportation to provide recommendations for updated policies within the Downtown Tigard Plan District; and

WHEREAS, the City engaged various stakeholders in the Downtown including businesses, residents, and historically marginalized and disenfranched communities to build a vision for a vibrant downtown; and

WHEREAS, the City desires to modernize the policies of the Comprehensive Plan and align them with other adopted documents including the Complete Streets Policy, the Transportation System Plan, Housing Needs Analysis, and the Affordable Housing Plan; and

WHEREAS, the City has an expressed interest in seeing redevelopment in the Downtown Plan District; and

WHEREAS, parks and open spaces such as Fanno Creek Park, Universal Plaza, and the Tigard Heritage Trail and Outdoor Museum are critical elements of a successful downtown; and

WHEREAS, notice was provided to the Department of Land Conservation and Development and Metro at least 35 days prior to the first evidentiary public hearing; and

WHEREAS, the Tigard Planning Commission held a public hearing on April 1, 2024 and recommended by unanimous vote that Council approve the proposed text amendments; and

WHEREAS, the Tigard City Council held a public hearing on May 28, 2024 to consider the proposed map and text amendments; and

WHEREAS, the Tigard City Council has considered the recommendation of the Planning Commission; and

WHEREAS, the Tigard City Council has considered applicable Statewide Planning Goals and Guidelines adopted under Oregon Revised Statutes Chapter 197; any federal or state statutes or regulations found applicable; any applicable Metro regulations; any applicable Comprehensive Plan Policies; and any applicable provisions of the City's implementing ordinances; and

WHEREAS, the Tigard City Council has determined that the proposed Comprehensive Plan amendments are consistent with the applicable review criteria.

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

SECTION 1: The amendments to the Tigard Comprehensive Plan set forth in Exhibit 'A' are hereby adopted.

SECTION 2: The Downtown Tigard Land Use and Transportation Recommendations Report set forth in Exhibit 'B' and the Highway Impact Summary set forth in Exhibit 'C' are hereby adopted in support of these Comprehensive Plan amendments.

SECTION 3: The findings and conclusions contained in Exhibit 'D' are hereby adopted as the basis in support of this ordinance.

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 _____, 2024.

_____
Carol A. Krager, City Recorder

APPROVED: By Tigard City Council this _____ day of _____, 2024.

_____
Heidi Lueb, Mayor

Approved as to form:

_____
City Attorney

_____
Date

Comprehensive Plan Amendments

Tigard Comprehensive Plan

Chapter 15

CPA 2024-00005

Strikethrough

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

~~**GOAL:**~~

~~15.1.1: The City will promote the creation of a vibrant and active urban village at the heart of the community that is pedestrian oriented, accessible by many modes of transportation, recognizes natural resources as an asset, and features a combination of uses that enable people to live, work, play, and shop in an environment that is uniquely Tigard.~~

~~**RECOMMENDED ACTION MEASURES:**~~

~~i. Provide public, including members of the development community, with regular informational updates on Urban Renewal progress and an accounting of funds spent by the City Center Development Agency.~~

GOAL:

15.1.2***1*** Facilitate the development of ~~an urban village~~ a vibrant, active, and welcoming city center.

POLICIES:

1. ~~New z~~***Z***oning and design standards~~, and design guidelines shall be developed and used to~~ ***shall*** ensure ***that the Downtown Plan District provides a balance of livability, walkability, and robust economic opportunity.*** ~~the quality, attractiveness, and special character of the Downtown as the "heart" of Tigard, while being flexible enough to encourage development.~~
2. The ***Downtown Plan District***~~downtown's land use plan~~ shall ***include and support***~~provide for~~ a mix of complementary land uses such as:
   A. retail, restaurants, entertainment***,*** and personal services;
   B. medium and high-density residential uses, including ***both*** rental and ownership housing***, as well as affordable housing opportunities***;
   C. civic ~~functions~~ ***uses such as*** (government offices, ~~community~~ ***public*** services, ***and*** ~~public plazas, public~~ transit centers~~, etc);~~
   D. ~~professional employment and related~~ office ***and professional services*** uses; and
   E. ~~natural resource protection,~~ open spaces***, plazas,*** and public parks.
3. The City shall not permit new land uses ***that are not appropriate for an active, pedestrian-oriented downtown,*** such as ***warehousing, manufacturing, industrial services, and auto-oriented uses.*** ~~warehousing; auto-dependent uses; industrial~~

~~manufacturing; and industrial service uses that would detract from the goal of a vibrant, urban village.~~

4. Existing nonconforming uses shall be allowed to continue, subject to ~~a threshold of~~ ***limits on*** ~~allowed~~ expansion and sunset provisions for discontinued uses.

5. ~~Downtown~~ ***The*** design~~,~~ ***and*** development ***of the Downtown Plan District*** ~~and provision of service~~ shall emphasize public safety, accessibility, and attractiveness as primary objectives ***with an emphasis on the pedestrian experience***.

6. ~~New housing in the downtown~~ ***The Downtown Plan District*** shall ***accommodate*** ~~provide for~~ a ***wide*** range of housing ***opportunities***~~types~~, including ownership, ***rental***~~workforce~~, and ***regulated*** affordable housing in a high-quality living environment ***while minimizing displacement of existing residents***.

7. ~~New zoning and design guidelines on Main Street will emphasize a "traditional Main Street" character.~~ ***Zoning and design standards shall support an active pedestrian realm with commercial activity along priority street frontages including Main Street and Burnham Street.***

8. ***The City shall encourage carbon-responsible development in the Downtown Plan District that reduces greenhouse gas emissions and vehicle miles travelled.***

RECOMMENDED ACTION MEASURES:

i. Develop design ~~guidelines and~~ standards that ***utilize form-based concepts to*** encourage attractive and inviting ~~downtown commercial and residential~~ architecture***.*** ~~with quality design and permanent materials, particularly in the building fronts and streetscape.~~ ***pedestrian-scale design, and active ground-floor*** frontages. ~~Also develop appropriate density, height, mass, scale, architectural, and site design guidelines.~~

~~ii. Utilize form based code principles in ways that are consistent with state planning laws and administrative rules.~~

ii.~~iii~~. Adopt non-conforming use standards appropriate to a downtown in transition ***to encourage incremental redevelopment***.

~~iv. Develop code measures to mitigate any compatibility issues when new downtown development occurs in close proximity to the downtown's commuter rail line.~~

iii~~iv~~. Develop standards for high-intensity residential and mixed-use development near the potential future light rail station.

iv. Provide areas in the downtown where community events, farmer's markets, festivals**,** and cultural activities can be held.

v~~i~~. Designate the downtown ~~area~~ as the preferred location for Tigard's ***core*** civic ***activities.*** ~~land uses.~~

vi~~i~~. Promote an awareness of the downtown's history through measures such as public information, urban design features, and preservation of historic places.

vii~~i~~. Monitor performance of design ~~guidelines,~~ standards and related land use regulations and amend them as necessary.

viii. Implement strategies to assist in minimizing and mitigating the displacement of existing and future affordable housing as redevelopment occurs.

GOAL:

15.1.~~3~~***2*** ~~Develop and Improve the Open Space System and Integrate Natural Features into downtown~~***Ensure the Downtown Plan District is adequately served by high-quality parks and open spaces and is well-integrated with natural features such as Fanno Creek***.

POLICIES:

1. ~~Natural resource functions and values shall be integrated into downtown urban design~~***The function and health of Fanno Creek shall be considered of primary importance in development within its proximity***.
2. ~~The Fanno Creek Public Use Area, adjacent to Fanno Creek Park, shall be a primary focus and catalyst for revitalization.~~ ***Downtown parks and open spaces shall equitably serve the Tigard community, with connections to and access from active transportation facilities.***
3. ~~Development of the downtown shall be consistent with the need to protect and restore the functions and values of the wetland and riparian area within Fanno Creek Park.~~ ***Tree canopy shall be preserved and increased to the greatest extent practicable in order to reduce urban heat islands, sequester carbon, and create a hospitable outdoor environment.***

RECOMMENDED ACTION MEASURES:

i. Acquire property and easements to protect natural resources and provide public open space areas, such as park**s** ~~blocks~~, plazas and mini-parks.

ii. Develop "green connections" linking parks and greenways with adjacent land uses, public spaces and transit.

iii. Incorporate public art into the design of public spaces.

iv. Enhance the landscape and habitat characteristics of Fanno Creek as a key downtown natural resource.

v. Develop and implement strategies to ~~address concerns with homeless persons and vagrancy~~ ***reduce the impact of houselessness on natural systems and protect unhoused residents from flood and other hazards.*** ~~in the Downtown and Fanno Creek Park~~.

vi. Develop and adopt scaled development standards such as height, massing, and site design standards to manage intensity of development in proximity to Fanno Creek.

GOAL:

15.1.~~4~~***3*** Develop ***a*** comprehensive ***multi-modal transportation network that addresses the City's climate goals and serves the vision of a walkable, well-connected Downtown Plan District*** ~~street and circulation improvement~~s for pedestrians, ***bicycles, transit, and*** automobiles~~, bicycles, and transit~~.

POLICIES:

1. ~~The downtown shall be served by a complete array of multi-modal transportation services including auto, transit, bike, and pedestrian facilities.~~ ***The City shall plan for and develop a complete array of multi-modal transportation services, based on a hierarchy prioritizing pedestrian, bicycle, transit, and automobile access and mobility.***
2. The downtown shall be Tigard's primary transit center for rail***,*** ~~and~~ bus***, and potential future light rail*** transit service and supporting land uses.
3. The City, in conjunction with TriMet, shall plan for and manage transit user parking to ensure the downtown is not dominated by "park and ride" activity***, including consideration of relocating the current park and ride lot***.
4. Recognizing the critical transportation relationships between the downtown and surrounding transportation system, especially bus***,*** ~~and~~ Commuter Rail***, potential future light rail***, Highway 99W, Highway 217 and Interstate 5, the City shall address the downtown's transportation needs in its Transportation System Plan and identify relevant capital projects and transportation management efforts.
5. Streetscape and public area design shall focus on creating a pedestrian friendly environment without the visual dominance by automobile-oriented uses ***including off-street parking areas***.

6. The City shall ~~require a sufficient, but not excessive, amount of~~ ***manage*** parking ~~to provide~~ for downtown land uses ***to ensure parking is not excessive***. Joint parking arrangements shall be encouraged. ***The City shall allow and encourage the conversion of existing underused parking areas to other uses.***

RECOMMENDED ACTION MEASURES:

i. Develop comprehensive street and circulation improvements for pedestrians, automobiles, bicycles, and transit.

ii. Develop a circulation plan that emphasizes connectivity to, from, and within the downtown in the design and improvement of the area's transportation system, including developing alternative access improvements to downtown, such as connections across Hwy 99W.

iii. Address public safety and land use compatibility issues in the design and management of the downtown's transportation system.

iv. Investigate assigning different roadway designations ***for ODOT-owned and operated facilities*** within the general area of the downtown as means to support ***multi-modal*** transportation access to Town Center development such as the Oregon Department of Transportation's Special Transportation Area (STA), ~~and~~ Urban Business Area (UBA)***, and the Blueprint for Urban Design (BUD). Continue City-led efforts to transfer ownership of SW Hall Boulevard to unlock City's ability to implement a corridor vision.***

v. Implement an integrated downtown pedestrian streetscape and landscape plan.

vi. Acquire property and easements to implement streetscape and landscape plans, and develop needed streets, pathways, ~~entrances to the Commuter Rail Park and Ride lot,~~ and bikeways.

~~vii. Express the themes of an urban village and green heart by utilizing the "unifying elements" palette from the Streetscape Design Plan to design streetscape improvements.~~

viii~~i~~. Emphasize sustainable practices in street design through innovative landscaping and stormwater management***, climate-resilient infrastructure, and healthy tree canopy*** ~~, and provision of multi-modal infrastructure~~.

~~ix. Encourage sustainability features in the design of Downtown buildings.~~

viii. Develop and implement parking maximums to limit the amount of off-street surface parking in downtown, and to minimize impacts of parking areas and driveways on pedestrian circulation.

ix. Encourage the formation of a Downtown Parking and Transportation Management Association.

x~~i~~. Incorporate the ~~D~~***d***owntown's public investment~~/~~ ***and*** facility needs into the City's Public Facility Plan and implementing Community Investment Plan.

DOWNTOWN TIGARD Reimagined

LAND USE AND TRANSPORTATION RECOMMENDATIONS

FINAL REPORT

FEBUARY 23, 2024

ACKNOWLEDGEMENTS

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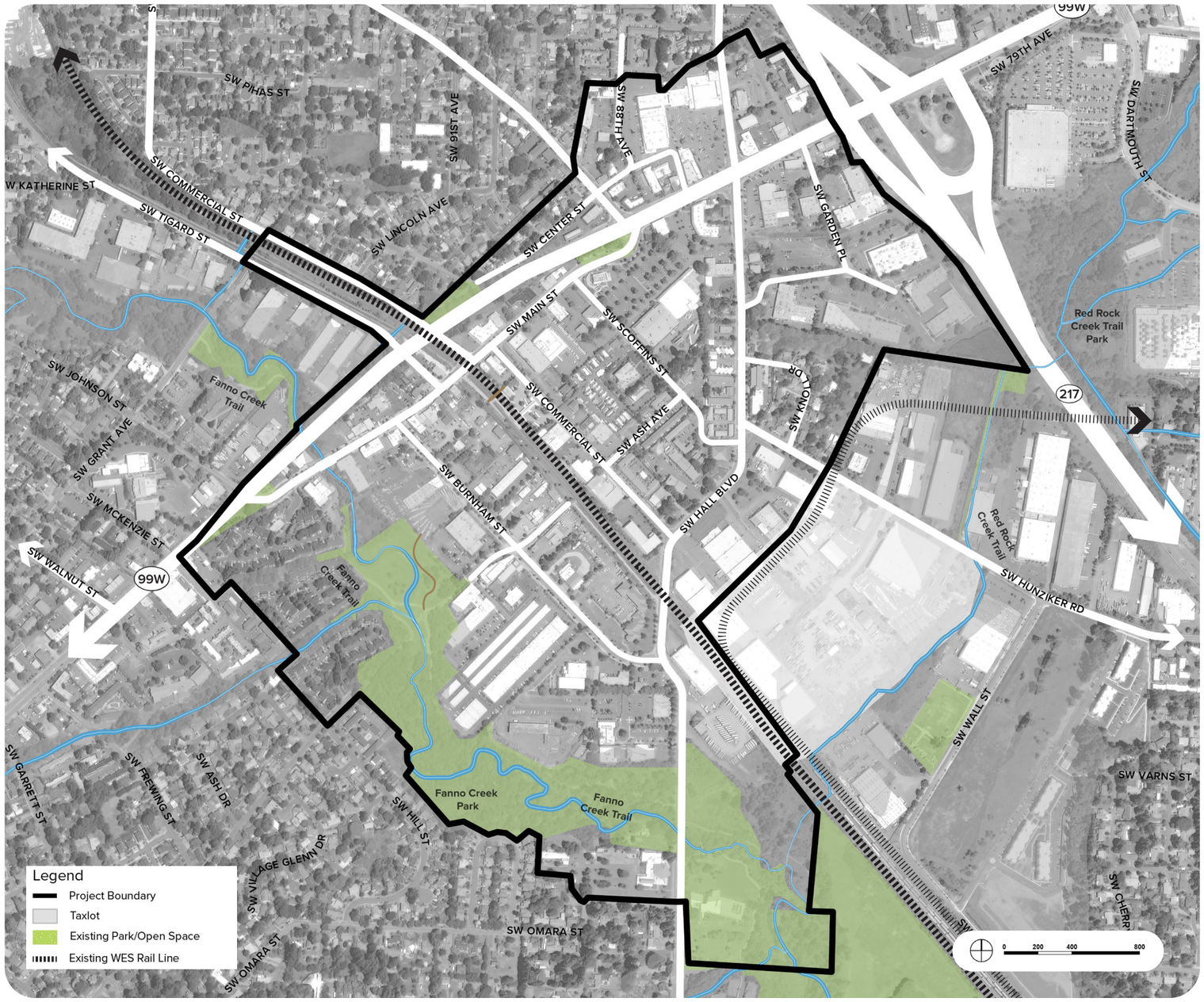
INTRODUCTION

DOWNTOWN REIMAGINED

Our vision of Downtown Tigard is a vibrant, active, and welcoming city center at the heart of our community. It provides transportation, recreational, residential, and business opportunities that are accessible to everyone. (Tigard Downtown Vision 2020).

Located approximately seven miles southwest of Portland, Downtown Tigard centers on historic Main Street and contains a mostly continuous streetscape of pedestrian oriented retail, office buildings, and restaurants. Legacy uses, including automobile-oriented services, warehouses, and industrial uses are spread throughout the district. The northern part of the project area includes many highway-oriented retail shopping centers along OR 99W. Downtown Tigard is bisected by the Southern Pacific and Burlington Northern rail lines.

This Land Use and Transportation Report describes land use, transportation, open space, and housing displacement mitigation concepts for Downtown Tigard that respond to both the existing conditions and the vision and priorities expressed by the Tigard community.



2 PLANNING PROCESS

COMMUNITY ENGAGEMENT STRATEGY

While Downtown Tigard has seen public and private improvements in recent years, it has not seen the level of private investment needed to fully realize Downtown's potential as a vibrant and complete community. The City of Tigard has had a long-standing and community-driven commitment to establishing its downtown neighborhood as a thriving mixed-use place that is active, compact, and walkable. The Downtown Tigard Reimagined project seeks to integrate "Tigard's historic roots with a modernized approach to housing, development, and multi-modal transportation," while also addressing the gap in private investment to achieve these goals.

In order to realize this vision, a robust community engagement strategy was critical. The following guiding principles were identified to set the process up for success:

- *Engagement conversations to be values-based.*
- *The Project Team to apply the principles of the Racial Equity Toolkit to ensure engagement opportunities invite meaningful feedback from all community members, particularly historically underserved groups.*
- *Online engagement opportunities to be as interactive as possible.*
- *The Project Team to involve key affected parties in information collection to demonstrate process integrity and build credibility for recommendations.*
- *The Project Team to identify and work to remove barriers to engagement for vulnerable and historically underrepresented community members.*
- *Concerns and aspirations to be discussed to formulate options for consideration by the City.*

Throughout the process, engagement allowed residents and business owners to provide input, with the City of Tigard emphasizing an inclusive and equitable process. The Downtown Tigard Plan was an opportunity for the City to strengthen relationships with community members and to create momentum for the Plan.

The team engaged the public throughout the project via equitable community focus groups, community engagement events, and creating project awareness via a br anding and communications strategy (logo, key messages, project website, engagement website, social media campaign, e-blasts, direct mailings, and public information materials). Participation of community members and business owners/ operators who are from historically marginalized or underrepresented communities was supported with financial (e.g. stipends, raffle drawings for gift cards, etc) and technological assistance, (e.g., hardware, software, training, etc.).



Fanno Creek Park

Finally, the project team offered a variety of opportunities for all potential stakeholder groups to engage with and influence the project using a variety of communication tools. Stakeholder groups that were approached to participate in the public engagement process included Unite Oregon, Verde, Tigard High School Youth Groups, St. Anthony's Church and School, Muslim Educational Trust, homeowners/commercial property owners and small downtown business owners. Meetings also included focus groups with developers, rail stakeholders and affordable housing stakeholders. Briefings were made to the Tigard Downtown Alliance, and an Open House event was hosted to invite the public to view, comment on, and discuss in-progress framework plans.



Downtown Tigard Open House Event



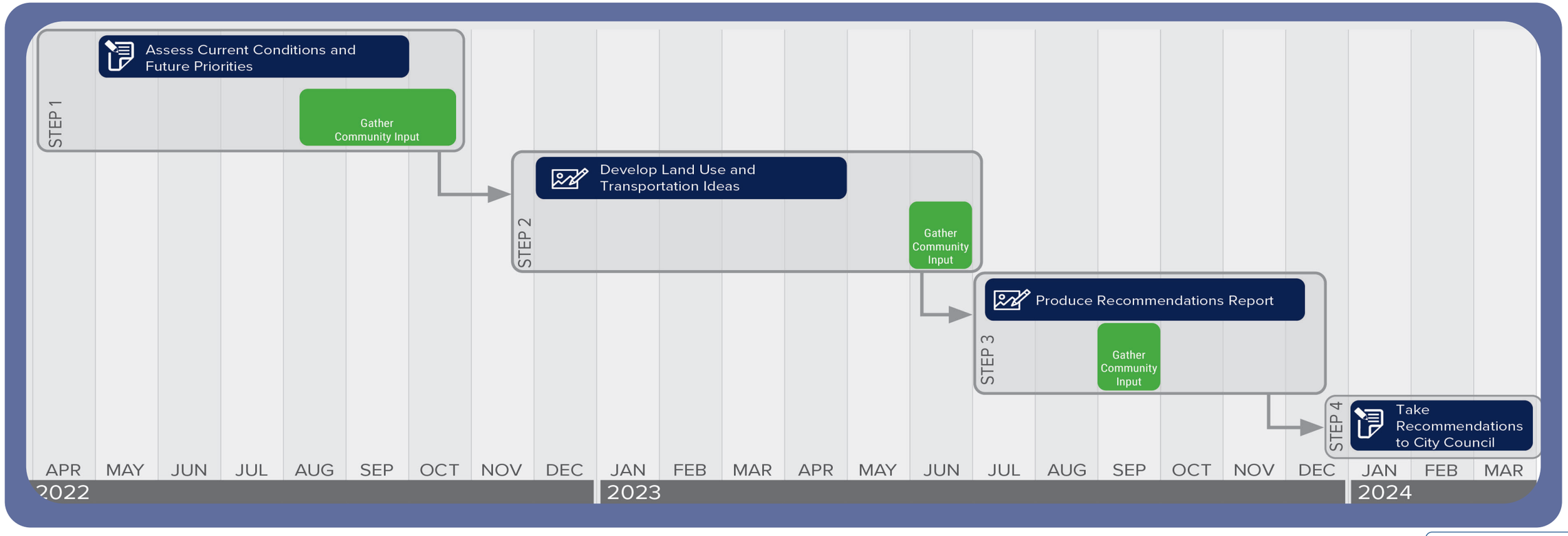
Project Purpose diagram

PROJECT SCHEDULE

Divided into steps, the project schedule accounted for a design and review process that lasted approximately 24 months. The development of design concepts, followed or directly overlapping with a period of community input and Technical Advisory Committee ("TAC") meetings, created a feedback loop. With every step, updates to the schedule were made to ensure all stakeholders understood what point of the process the project was in.

The process behind Downtown Tigard Reimagined was based in analysis and discussion of existing conditions in Spring and Summer of 2022, as well as kicking off community engagement from the very beginning of the project. From Fall 2022 to Summer 2023, the team evaluated what was learned and heard, and began to shape opportunities, identify challenges, and highlight needs based on community feedback.

Finally, this Recommendations Report was prepared to consolidate preferred land use, open space, and connectivity concepts along with anti-displacement and housing strategies. This material is bolstered by a set of implementation recommendations (included in the Appendix). This report is expected to be adopted with Comprehensive Plan amendments in early 2024. Code amendments to implement this plan are expected to be presented to Tigard City Council in late 2024.



TECHNICAL ANALYSIS OVERVIEW + PROCESS

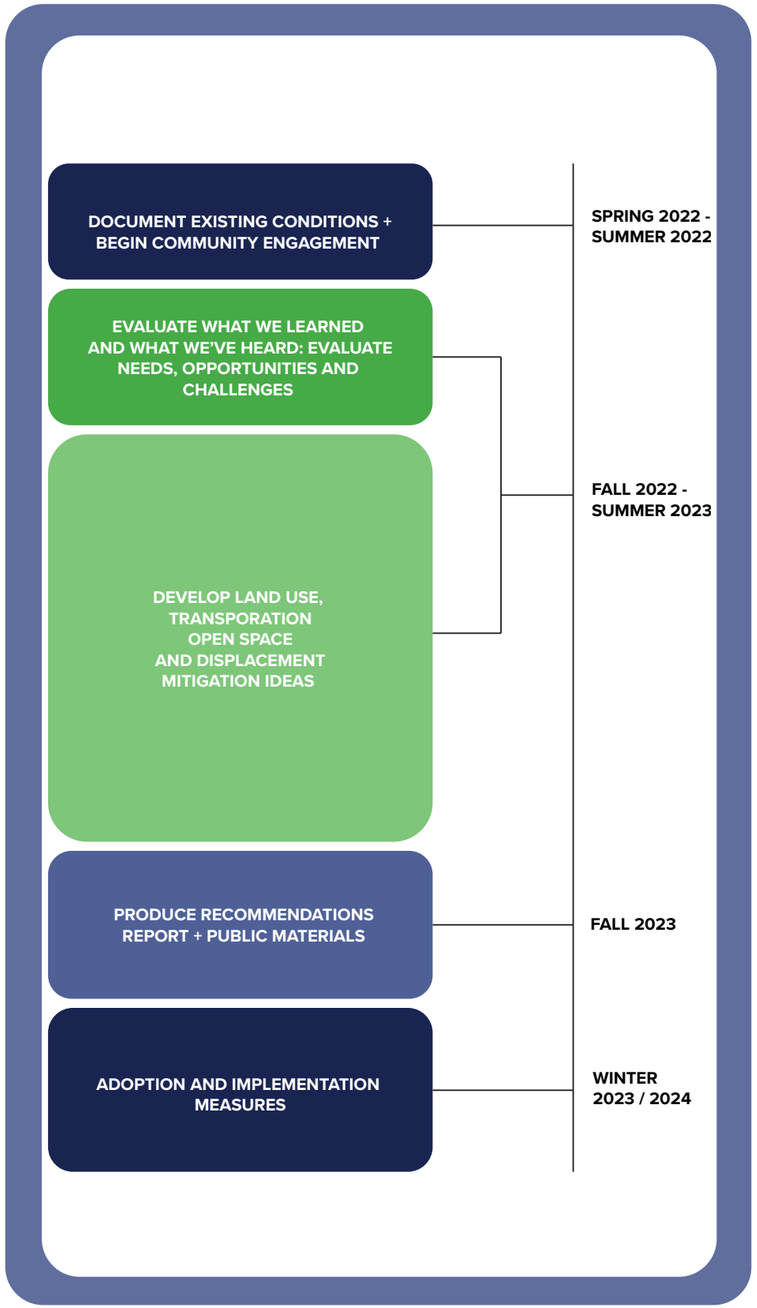
A technical advisory committee was formed with representatives from the City, ODOT, TriMet, Washington County, Metro, Clean Water Services, and the Oregon Department of Land Conservation and Development. The role of this committee was to provide technical review and coordination prior to each outreach milestone in order to support continued collaboration between governments with land use and transportation responsibilities in the Downtown Area. The project team then conducted a series of briefings with Tigard's standing committees including, Town Center Advisory Commission (TCAC), Tigard Transportation Advisory Committee (TTAC), and the Planning Commission. These meetings provided a direct line of communication with stakeholders who are intimately knowledgeable about the Downtown area.

To kick off the technical process, the City of Tigard prepared a quantitative and qualitative report for Downtown Tigard that forecast residential, employment, and economic conditions expected within the next two decades, in addition to existing zoning, land use, code and current development conditions.



Downtown Tigard Open House Event

In addition to the land use and transportation concepts, frameworks for both open space and housing displacement mitigation were also built using many of the community's ideas and feedback. Traffic analysis was conducted according to City standards and ODOT procedures. Draft land use and transportation alternatives were presented within a TAC meeting, along with visual guides distilling the design materials to date for the general public. Each land use alternative described desired land uses and densities. The transportation concepts looked at street grid changes, pedestrian/bike access, improvements to trail alignments, transit access/amenities, rail crossing improvements, and any operational changes that may be needed.



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3 WHAT WE LEARNED

DEMOGRAPHICS + EMPLOYMENT - **BUSINESSES**

Just over half of all jobs in Downtown Tigard are technical or professional jobs. The percentage of manufacturing and skilled trade jobs – just under 30% in 2003 – has dropped to just over 20% by 2020. The wider Tigard area and the project study area have historically had similar business compositions by industry over time, however the study area has had more retail businesses.

There are several subareas within Downtown: Main Street development, auto-oriented development around Hwy 99W/Hall Boulevard, business park development east of Hall Boulevard, industrial development southeast of Hall Boulevard, and eclectic Downtown development between Main Street and Hall Boulevard. Many current land uses in the Downtown area are not consistent with the new vision. Similarly, there are mixed-uses supporting commercial developments, but they are not well-integrated.

In general, the presence of small parcels in Downtown represents a redevelopment challenge, as economically viable uses are more feasible on larger properties.

Types of Employment



~20%
Skilled Trade / Manufacturing

~50%
Technical / Professional

~30%
Other

Land Use



Just over half of all land use is zoned commercial

Business Composition



The Study Area and Tigard generally have similar business compositions by industry over time.

The Study Area consistently has a higher percentage of retail businesses and a lower percentage of technical and professional businesses than Tigard.

DEMOGRAPHICS + EMPLOYMENT - **RESIDENTS**

Approximately 15% of the land use in Downtown Tigard is residential, while around half of the land is used for commercial purposes. There are 403 market rate apartments, 262 market-affordable apartments, 104 regulated affordable apartments, 16 middle housing developments, and 20 detached residences. Currently, 22 units are planned as part of a mixed-use development on Main Street.

Housing in which residents are vulnerable to displacement includes 426 market-rate apartments (most located around the Hall Boulevard/Hunziker Street/Scoffins Street intersection), 37 manufactured homes, and nine single detached homes.

Most of the market-rate apartments are older, and the available data from CoStar shows that rents are more affordable in Downtown Tigard by 18% (or $0.28 per square feet) than city averages ($1.85 per square feet in 2022 Q2).

Housing Stock

- **403** market-rate units
- **262** market affordable units
- **104** regulated affordable units
- **16** middle housing developments
- **20** detached residences

Planned Housing

58
Affordable senior housing units

22
Units planned as part of a mixed-use Main Street development

Rents

18%
Rents are more affordable in Downtown Tigard by 18% (or $0.28 per square feet) than city averages ($1.85 per square feet in 2022 Q2)

Housing at Risk

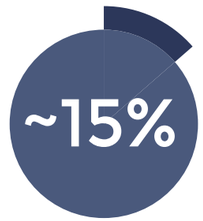
9
Single Detached Homes

426
Market Rate Apartments

37
Manufactured Homes

(About 9 older market-rate apartment properties with a total of 426 units could experience rent increases and/or major remodels that could cause displacement).

Land Use



Approximately 15% of Downtown land use is residential

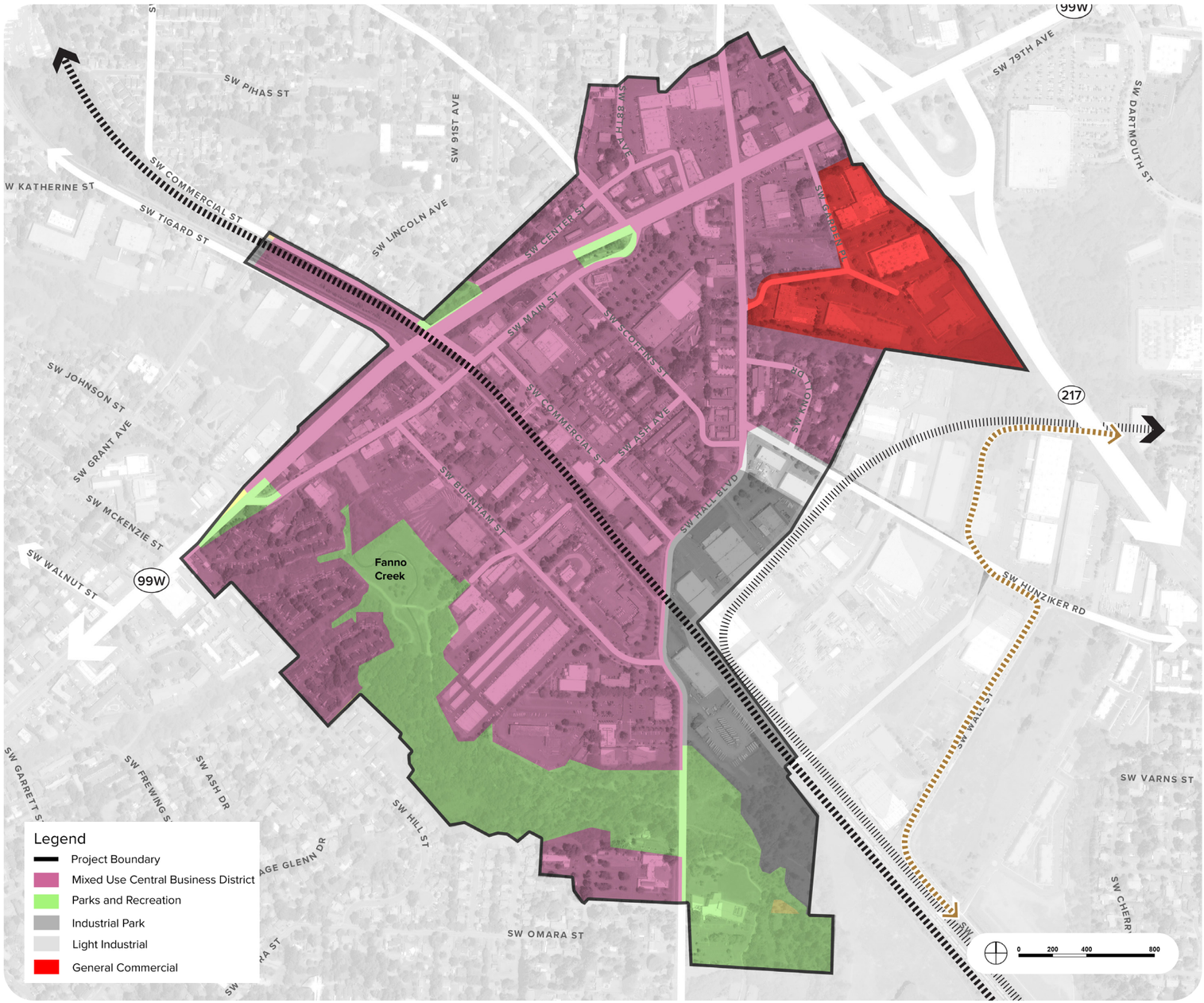
CURRENT LAND USE

Uses on and around Main Street are mostly commercial in nature, with pedestrian-friendly local shops, salons, restaurants, coffee shops, and cafés.

Along Burnham Street, we find an eclectic mix of uses that is often larger in scale and auto-oriented, with surface parking lots abundantly present. The commercial uses here vary, and include a boat dealer, a printshop, a self-storage facility, and several auto-related businesses. Civic uses are grouped along the southern end of the street.

Hall Boulevard in Downtown Tigard is dominated by multifamily housing of varying ages, and light industrial businesses. Some of the residential complexes provide naturally occurring affordable housing. The businesses along Hall Boulevard are mostly local and provide important jobs to Downtown.

The northern part of the project area includes many highway-oriented retail shopping centers, mostly clustered near the intersection of Pacific Highway (99W) and Hall Boulevard. Uses include national retailers, banks, fast-food restaurants, as well as local businesses. Extensive surface parking lots dominate the street interface. However, behind these highway-oriented commercial uses, there is a surprising amount of additional employment uses.



RECENT DEVELOPMENT

With the pending completion of the AVA Roasteria coffee shop with 22 apartments above, Downtown is gaining pedestrian-oriented activity and needed housing. The combination of ground-floor retail below upper-story housing will strengthen the multistory mixed-use character here. Meanwhile, the Attwell stands as the most recent evidence of successful mixed-use urban housing in downtown.

The re-meander of Fanno Creek has dramatically improved the quality of Fanno Creek Park. The open meadows planted with native vegetation provides a welcome contrast with the more forested and enclosed sections of the park.
Universal Plaza capitalizes on this new Fanno Creek experience and embodies the realization of a long-held dream to have an inclusive place to gather in Downtown.

The planned Nick Wilson Memorial Plaza, located where Fanno Creek meets Main Street, promises to celebrate the creek and the late City councilor who helped bring this plaza to life. Extension of the popular Heritage Trail to the south side of Main Street, along the railroad to Ash Avenue is another objective that the community would like to see realized.



Attwell Off Main



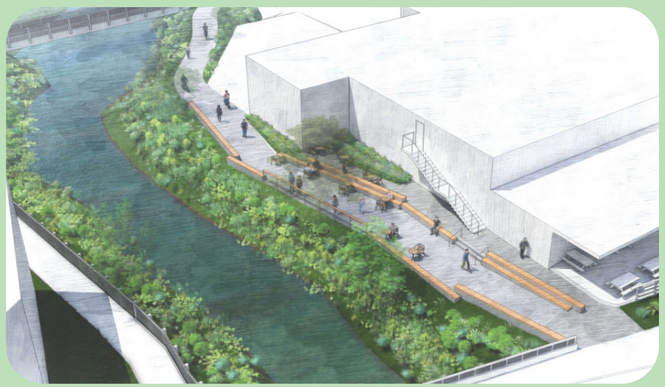
AVA Roasteria



Universal Plaza



Alongside Development



Proposed concept for Nick Wilson Memorial Plaza

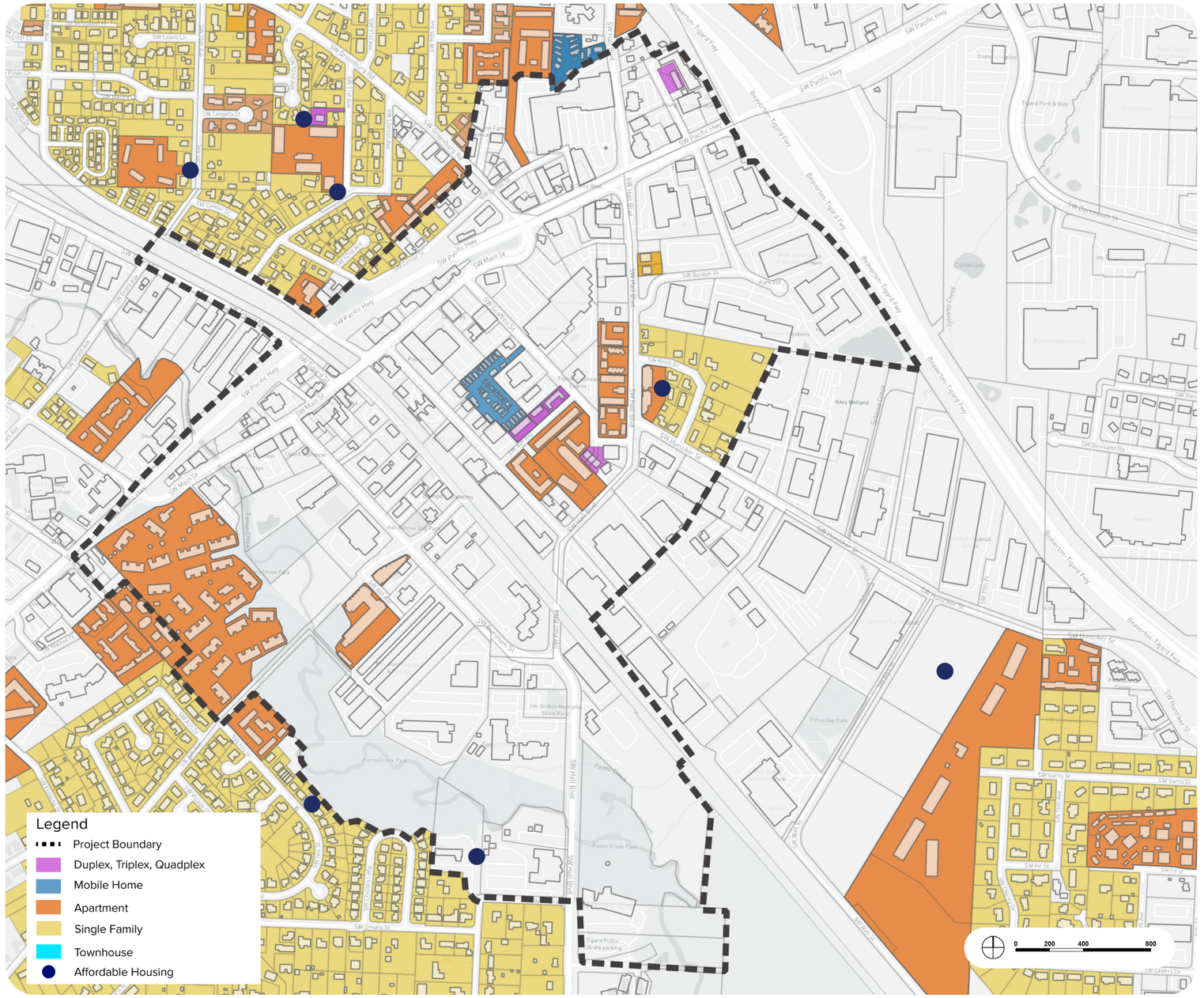
DISPLACEMENT RISK

Displacement occurs when households who are forced to relocate due to factors beyond their control.

- **Who is at risk?** Renters are more likely to be at risk of displacement due to rent increases or redevelopment of older rental housing, even with statewide renter protections. Homeowners are generally protected from rapid increases in property taxes by Oregon law, and can choose whether to redevelop or remodel their property. Low-income renters, individuals without college degrees, people of color, seniors, and those with disabilities may be at higher risk of displacement or have more difficulty finding suitable alternative housing if they are forced to move.

- **How do you measure displacement risk?** While there is no perfect way to measure risk of displacement, renters living in older rental housing may be at greater risk in an area where market conditions are changing. The project team used characteristics of the existing housing stock as a proxy to identify where renter households may be at higher risk.

In general, members of marginalized communities who rent in areas where market conditions are in flux are more likely to be affected by housing displacement.



DISPLACEMENT RISK

The study area includes several types of older rental housing where households may be at higher risk of displacement as market conditions change:

- **Older Market Rate Apartments:** There are 8 older, small- and medium-sized market-rate apartment properties (about 185 total units) concentrated in the center of the study area. Some of these could be redeveloped, impacted by transportation projects, or impacted by potential rent increases and/or major unit remodels. Another large apartment property (over 230 units) that is roughly 30 years old could also experience rent increases and/or major unit remodels. Main St Village, for example, recently underwent remodeling.

- **Manufactured Home Communities:** There is one existing manufactured home community with 37 spaces located in the center of the study area. The site could become a target for redevelopment, which could lead to displacement of current residents. However, existing state laws surrounding redevelopment of manufactured home communities provide some protections to existing residents and mitigate some of the displacement risk.

- **Renter-Occupied Single-Detached Homes:** There are 9 potentially renter-occupied single-detached homes centrally located in the study area with large lots and small house footprints. Renters in those homes could be at risk of displacement due to rent increases, major remodels, or redevelopment of those sites to more intensive uses.

While Oregon state law limits year-to-year rent increases and limits the situations where a landlord can force a tenant to move, redevelopment and major remodels can still cause displacement, and some renters may not be able to absorb increases in rent that are within the state limits.

Potential additional studies for investigation:

- Explore additional tax abatements or other financial incentives to support mixed-income housing development.

- Explore the feasibility of acquisition and rehabilitation of market-rate apartments at risk of displacement pressures.

- Explore the feasibility of preserving existing manufactured housing through non-profit or resident ownership.

- Explore the potential for willing-seller acquisition of existing single-detached homes and redevelopment with affordable housing, with appropriate relocation support for existing residents.



As market conditions change, older apartments, manufactured home communities and renter occupied single homes are at risk.

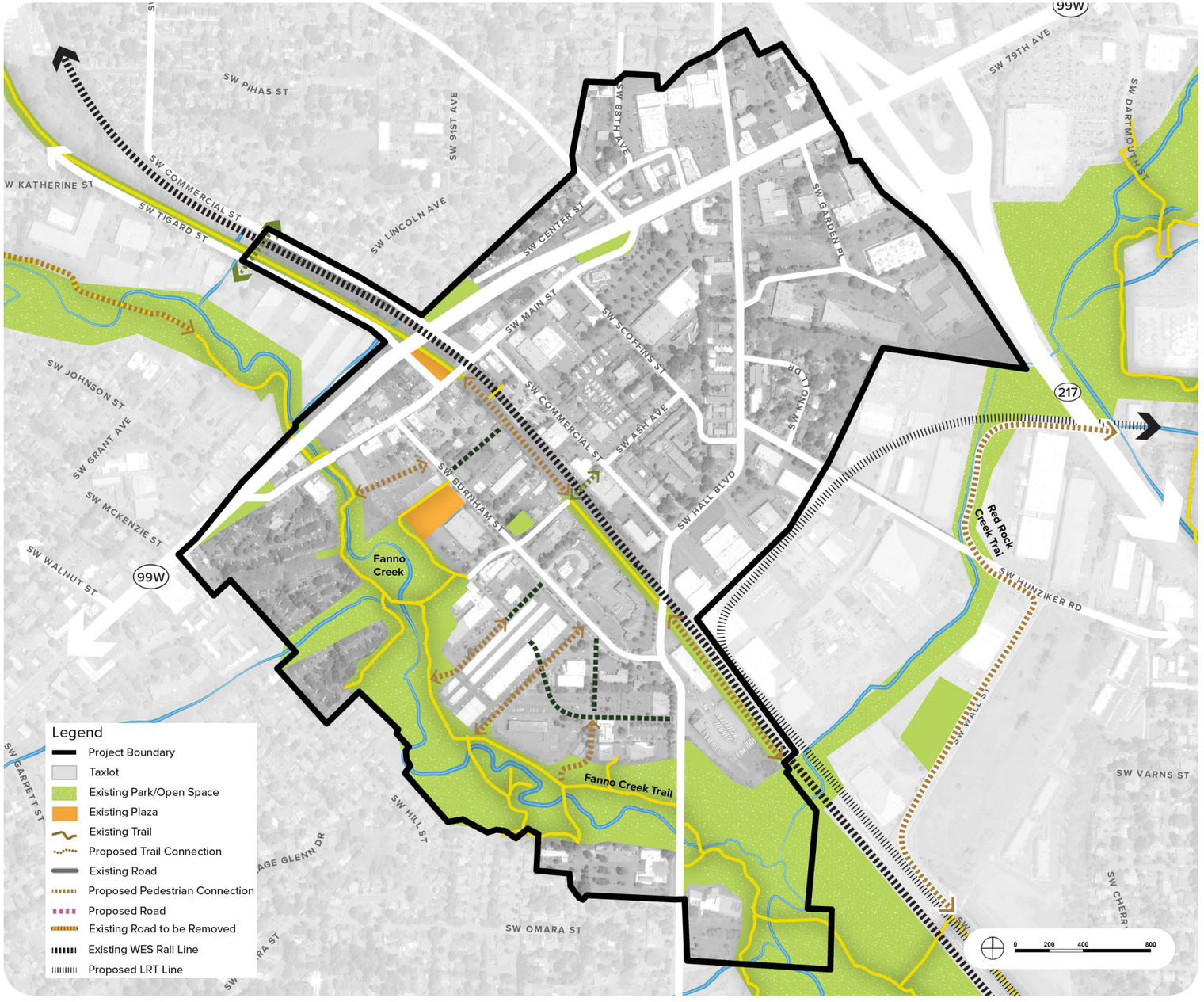
Things we can do to help include exploring financial incentives for mixed income housing development, rehabilitation of market-rate apartments and preserving manufactured homes.

OPEN SPACE

Today, Fanno Creek Park remains the dominant open space feature in Downtown, as it meanders its way from Pacific Highway to Hall Boulevard and beyond. Over time, most of the tributaries to this creek have been paved over and rerouted, effectively rendering them invisible. One tributary remains visible however, despite being challenged by development: Red Rock Creek. This creek flows down the west flank of Mount Sylvania from Interstate 5 to the confluence with Fanno Creek near the Tigard Library. The City has made preservation and improvement of this stream a planning objective and aims to combine that goal with a new paralleling multi-use trail.

Downtown recently celebrated the completion of Universal Plaza, which forms a central community gathering space, while also connecting Downtown with the natural open space qualities of Fanno Creek Park.

Additionally, the gateway features on either end of Main Street provide a visual open space accent that emphasizes a sense of arrival in downtown. Downtown does have a few other open spaces that offer various forms of outdoor recreation: the Jim Griffith Memorial skatepark is popular with the skating community, while the dog park provides ample room for pets and their families. Future man-made open space elements include the Nick Wilson Memorial Plaza, Heritage Trail expansion, and Rock Creek Corridor.



TRANSPORTATION

Key findings of the Existing and Future Transportation Conditions are summarized below:

- The existing intersection operations indicate only one (1) intersection is not meeting operating standards.
- There is a need for investment into the multimodal transporation network in the Downtown Tigard area and establishment of new connections and street types.
- There are existing sidewalk network gaps and a need for improved bike infrastructure on higher volume roadways such as Highway 99W and SW Hall Boulevard.
- The majority of crashes occur on streets that have an incomplete sidewalk network and which have no bicycle infrastructure or on-street bike lanes with no separation or buffer. These streets are designated as Collectors, Arterials, and Principal Arterials.
- The Tigard Transit Center, where several bus lines converge, is located downtown. The transit network will benefit from investment with the SW Corrdor light rail line (though that project is currently on hold).



Main Street



Burnham Street



99W



Railroad crossing (Main Street)



Example of poor lighting and pedestrian safety



Railroad crossing (Hall Boulevard)

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4 WHAT WE HEARD

COMMUNITY VALUES, DESIRES AND CONCERNS

The Tigard community has expressed a range of values, including the importance of affordability and density, cultivation of a unique identity, a focus on recreation, multi-modal/non-vehicular transportation, and inclusive facilities for all ages. Tigard residents would like to see design at the human scale that supports a mix of uses and draws people to businesses, including multi-cultural ones.

Community members hope that Downtown offers more destinations (festivals, markets, events, art markets) in the future and becomes walkable and safe. Additionally, there is a desire for a community center and more youth spaces that can support sports and active recreation. In aesthetic terms, there is a hope from the community for more character defining elements in Downtown's architecture, landscape, and public art.

Concerns from the community include parking and traffic congestion, managing the needs of different age groups, and the safety of residents and public transportation riders. Additionally, there is a concern that the larger public has a hard time defining where Downtown Tigard is.











DEVELOPER FEEDBACK

Tigard's developer community sees a lot of redevelopment potential along Main Street and views Downtown as well-connected to other employment centers in the area. They appreciate the value of its reputable and quality school district, acknowledge a strong presence of natural assets, and view the City of Tigard as pro-development.

Tigard developers would like the City to consider a form-based code and a City Parking Management Strategy to alleviate the parking burden for individual projects. There is also a strong desire to see existing affordable housing rehabilitation grants that could cover issues revealed during the renovation process, as well as greater support for affordable housing in general.

Finally, some concerns expressed include the need for more destinations within Downtown Tigard, and not seeing ample available land in the Downtown area. Developers also noted a lack of flexibility in the current code. The need to protect jobs and fight displacement were listed as additional challenges.











PROJECT PRIORITIES

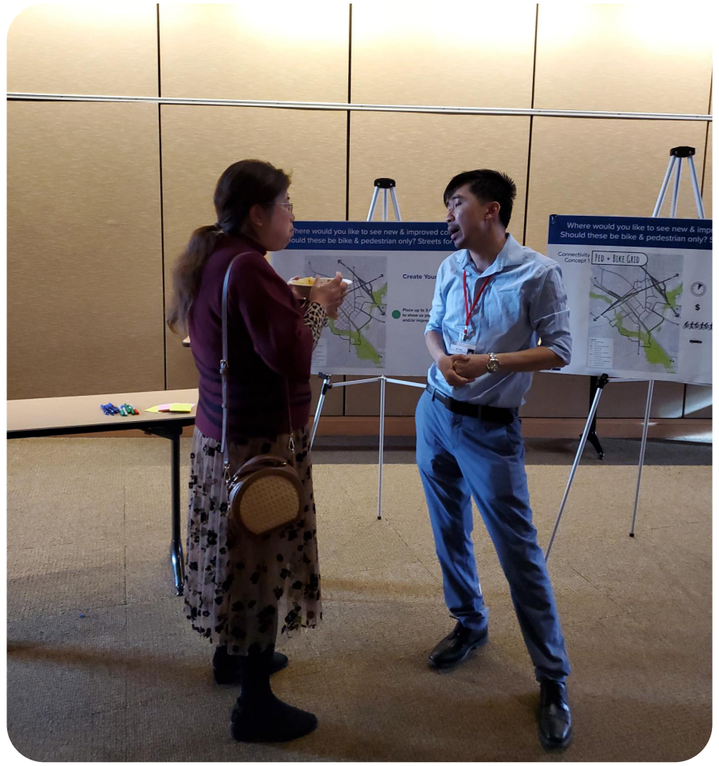
Based on community feedback described in the previous sections, the seven priorities for Downtown Tigard's near-, mid-, and long-term future came into focus. This study centered on seven themes or issues, that were considered holistically:

- Unique Character
- Housing Diversity
- Destinations + Amenities
- Minimize Displacement
- Visibility
- Natural Assets
- Connectivity

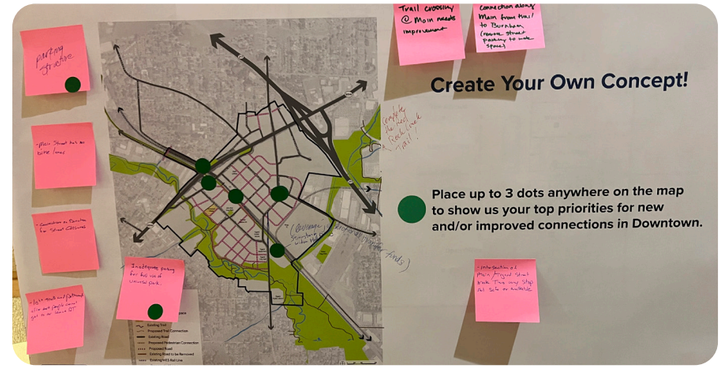
The longer-term future of Downtown Tigard could be heavily influenced by the expansion of the regional light rail transit system. In 2020, voters in the Portland Metro region decided against funding a transportation bill which would have moved the project forward. As a result, planning and design is on hold until funding sources are allocated. This pause puts planning for the mid- and long-term future of Downtown in a higher state of uncertainty. For instance: certainty about a future light rail station at Hall Boulevard and Commercial, as previously planned, would add new gravity to Downtown. Downtown could plan for a new station-centric district in harmony with the existing Main Street-centric core. While public infrastructure investments may still be uncertain, the density recommendations in this report allow the private market to redevelop in higher densities to provide much needed housing.

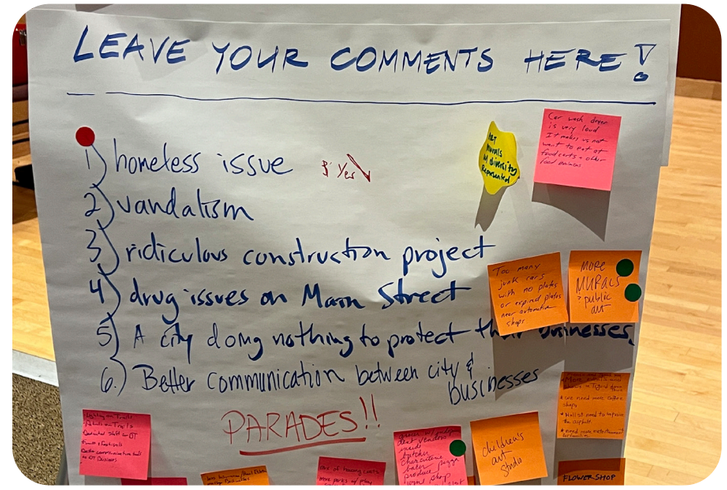
What are the near-term priorities?
Bolstering improvements, such as the recently completed Main Street Green Street Phase 2, will continue to grow the significance of Downtown as the community's commercial, civic, and cultural heart. Planning priorities in this area center on unique character preservation and development, promoting new housing, improving multimodal connectivity, and adding destinations and amenities. From this foundation, the outcome of this study points towards a continued transformation along both sides of Burnham Street, towards Hall Boulevard. Here opportunities center on transforming existing car-centric operations to more urban housing developments and building out the public realm with new pathways to improve multimodal connectivity that will unlock urban redevelopment potential.

Finally, maximizing the impact of Fanno Creek Park as a close in natural asset of significance remains a near term priority. Improving Fanno Creek Park's accessibility, safety, and security is a continued priority, combined with improved visibility and access to this regional open space asset. Outside of the above-mentioned areas of focus, the plan proposes limited transformative planning efforts, until clarity is reached on the future light rail expansion. An exception to this is the priority of preserving naturally occurring affordable housing through anti-displacement actions.

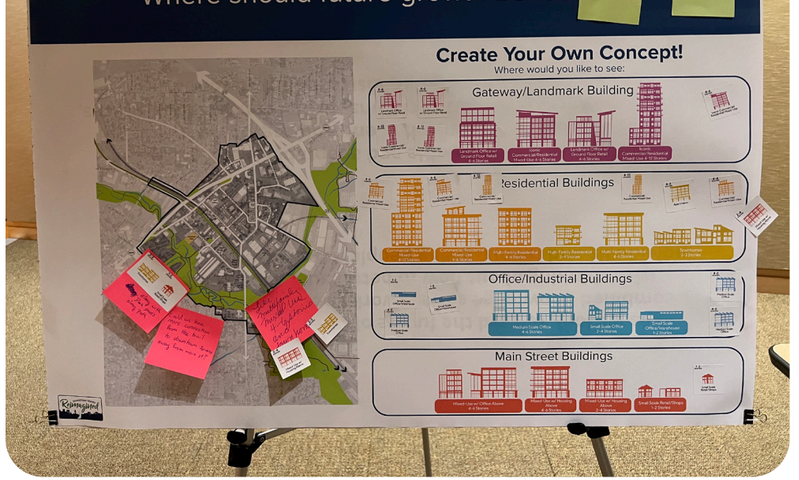





Create Your Own Concept!
Place up to 3 dots anywhere on the map to show us your top priorities for new and/or improved connections in Downtown.


LEAVE YOUR COMMENTS HERE!
1) homeless issue
2) vandalism
3) ridiculous construction project
4) drug issues on Main Street
5) A city doing nothing to protect th businesses
6.) Better communication between city & businesses
PARADES!!


What would you like to see in Downtown?
Mixed-Use Developments
Self-Storage Facilities
Small Businesses
Business Incubators
Apartments
Townhomes/Rowhomes
Recreation Spaces
Resilience Services
Restaurants/Cafes/Pubs
Retail/Grocery
Civic Uses
Auto-Oriented Businesses


Where should future growth be loca
Create Your Own Concept!
Where would you like to see:
Gateway/Landmark Building
Residential Buildings
Office/Industrial Buildings
Main Street Buildings


7:10 – 8:00pm – Visit Open House Stations

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5 PROJECT RECOMMENDATIONS

PROJECT RECOMMENDATIONS

Throughout the course of this work, City staff and the consultant team have been developing frameworks for land use, connectivity, open space, and housing based on community and stakeholder feedback. The land use framework has been created to outline desired land uses, densities, and urban form, while the connectivity framework identifies street grid changes, opportunities for greater multimodal access, improvement to trails and rail crossings, and operational changes. The open space network shows existing open spaces and how proposed enhancements and access might improve the community's experience. Finally, the housing framework outlines existing housing conditions within Downtown Tigard and various strategies to mitigate displacement.

The frameworks have been designed for for public view and comment. They will also be used to guide recommended plan amendments, code changes, and various strategies that support the successful and complete implementation of the concepts within this plan.



LAND USE

This land use concept enhances the vibrancy along Main Street, with a continued focus on retail and restaurants. It prioritizes mixed-use housing intensity in the Burnham area, anticipates transit-oriented development at the Southwest Corridor and gateways along Hall Boulevard.

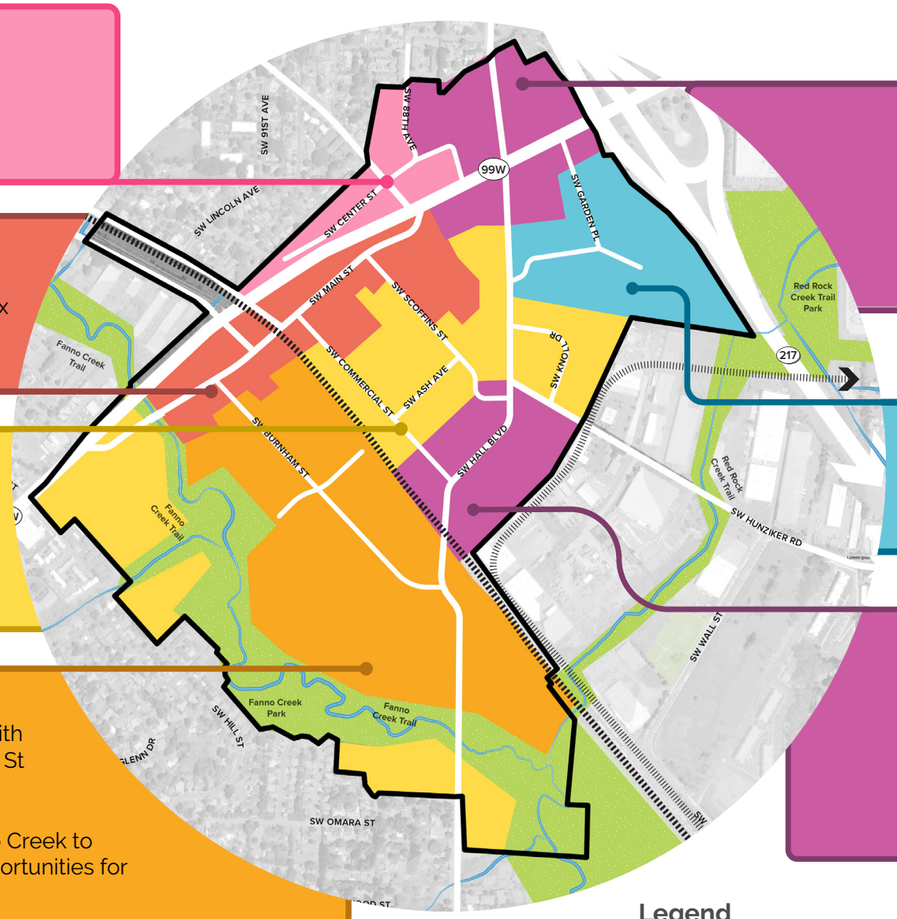
Center Street Commercial
Allow incremental commercial in the near term, with long term aspirations for more increased heights and development intensity.
- ***2-6 story buildings***

Main Street
Build off existing energy with a concentration of ground flloor shops and restaurants through a mix of existing and new development.
- ***1-6 story buildings***

Downtown Neighborhood
Foster a range of infill housing options, such as apartment buildings, rowhomes, and civic spaces to meet the needs of the community.
- ***2-6 story buildings***

Burnham Mixed-Use
Encourage high-intensity mixed-use housing with active ground floors along Southwest Burnham St and Southwest Hall Blvd.

Require building heights to step down to Fanno Creek to limit impacts to the natural area and create opportunities for views.
- ***4-8 story buildings***



Pacific Highway Gateway
Allow incremental commercial development in the near term.

Require a strong building presence at Pacific Hwy and Hall Blvd upon redevelopment.
- ***4 - 8 stories***

Mixed-Use Employment
Mix of commercial/office and light industrial uses.
- ***2-6 stories***

Hall Gateway
Anticipate future large-scale transit-oriented development that includes a relocated on-street bus transit center and light rail station.

Incorporate distinct architecture and strong ground floor activation.
- ***6 - 12 stories***

Legend

- Study Area Boundary
- Rail Line
- Green Space
- Potential SW Corridor Light Rail Alignment
- Center Street Commercial
- Main Street
- Downtown Neighborhood
- Burnham Mixed-Use
- Gateway
- Mixed-Use Employment

CONNECTIVITY

The connectivity concept will create a well-connected and walkable block structure that supports new development. This concept includes active street frontages in Downtown through multi-modal streets, shared streets and pedestrian pathways.

Main Connectivity Priorities

- **Provide new connections in the Burnham area** to support higher intensity development.
- **Allow flexibility in connectivity** alignment and type in Downtown.
- **Increase access to Fanno Creek Trail/Park** with new connections and limit vehicular impacts.
- **Complete Ash Ave pedestrian/bike crossing** and Tigard Heritage Trail crossing of Main St.
- **Reduce size of the Burnham St and Ash Ave intersection.**
- Add crosswalks to Hall Blvd.



Multimodal Streets

- **Balance the needs of all transportation modes** to enable safe use, mobility for all, and active street frontages.
- **Keep speeds at 25 miles per hour** via signage, narrow travel lane widths, parking, and intersection control devices.
- **Use parking as a physical buffer** between the pedestrian realm and the travel way, while encouraging patronage of local businesses.
- **Approximate right-of-way (ROW) widths range from 36 to 60 feet** depending on sidewalk widths and presence of parking.



Proposed Paths

- **Provide non-vehicular access** for walking, biking, and rolling.
- **Keep minimum path widths at 10 feet**, but widen based on surrounding context, land uses, and anticipated user volumes.
- Integrate **landscaping, placemaking, and path amenities**.
- Approximate ROW widths range from 10 to 24 feet.

Shared Streets

- **Provide a comfortable environment** with little modal division while maintaining vehicular access.
- **Use pavers and changes to surface material** to define modal space.
- **Provide parking** on a block-by-block basis or at individual locations.
- **Manage speeds** via traffic calming elements.
- **Approximate ROW widths range from 30 to 42 feet** depending on sidewalk widths.

Legend

- Study Area Boundary
- Green Space
- Plaza
- Rail Line
- Proposed Multimodal Street
- Existing Street
- XXXXX Street Removal
- Proposed Shared Street
- Proposed Path
- At Grade Rail Crossing
- Trail
- Potential SW Corridor

OPEN SPACE

Downtown Tigard's natural assets are part of what makes it unique. As the area evolves, enhancing the natural assets that exist and improving connectivity to those assets will be part of what sets Downtown Tigard apart as a distinct area in the region. Here's how connectivity might look with proposed streets that connect to proposed paths.



Universal Plaza

Enhance and activate the plaza to support development in the Burnham area.

Open Space Connectivity

Improve access to Fanno Creek Trail/Park from Downtown Tigard via pedestrian connections.

Fanno Creek Open Space + Trails

- Use setbacks, building height step-backs, and limited vehicular circulation to protect creek areas.
- Complete Nick Wilson Plaza to improve access to and provide views of FC from Main St.
- Require new streets and paths at redevelopment to increase access to FC.
- Add more wayfinding signage to FC and on the trails.
- Add interactive or interpretive play elements along FC trails for younger visitors.
- Incorporate trail lighting through Downtown Tigard.
- Complete Heritage Trail through Downtown Tigard to provide greater access to FC.

Red Rock Creek Enhancements

- Improve Red Rock Creek Trail rail crossing to allow for better access to FC Trail/Park.
- Incorporate better wayfinding to direct visitors to Downtown Tigard via access to FC trail.

Legend

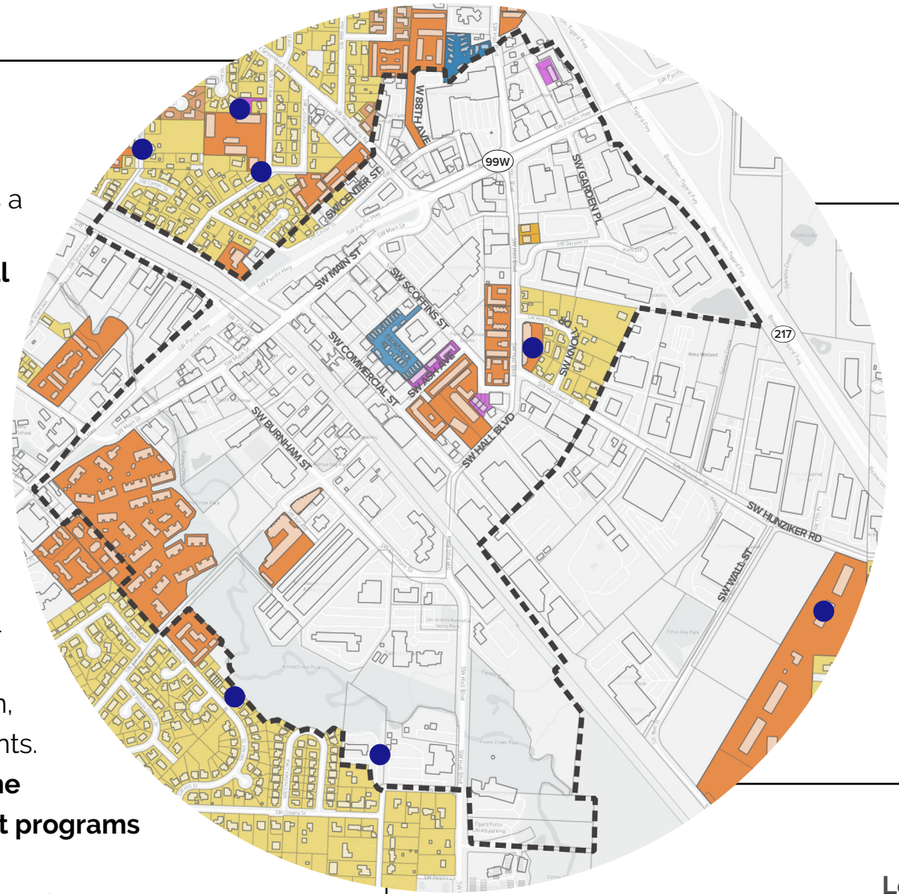
- Study Area Boundary
- Rail Line
- Green Space
- Proposed Multimodal Street
- Proposed Path
- Plaza
- Existing Trail
- Red Rock Creek Trail Improvement

HOUSING

In addition to increasing housing options throughout the Downtown area, specific strategies can assist in minimizing and mitigating the displacement of existing and future affordable housing as redevelopment occurs.

Affordable Housing Interventions

- **Include affordability incentives in city redevelopment projects.**
- In addition to the existing Vertical Housing Development Zone program, which provides a tax abatement to incentivize mixed-use residential development, **consider additional tax abatement programs to incentivize mixed-income residential development and/or affordable homeownership** housing in areas where ground floor commercial is not required.
- **Provide financial or other support for preservation of mobile home communities through tenant or nonprofit acquisition.** Where properties have potential to be preserved, support mobile home owners in accessing funding for rehabilitation, weatherization, and accessibility improvements.
- **Partner to connect residents of mobile home communities to displacement management programs** if needed due to a closure.
- **Purchase detached houses for affordable housing development via willing owners with relocation assistance programs** if needed for existing tenants.



Market Rate Unit Interventions

- **Leverage and/or augment loan programs from outside funding** to help affordable housing non-profits or the Washington County Housing Authority acquire older, low-cost market-rate properties and convert them to regulated affordable units.
- **Support tenant protections via targeted outreach, referrals, funding** for service providers, property owner /manager education (e.g., as part of a rental registration program), or other means.

Legend

- Study Area Boundary
- Apartment
- Duplex, Triplex, & Quadplex
- Mobile Home
- Detached House
- Affordable Housing

SPECIAL STUDIES

Downtown Tigard Reimagined identifies several additional studies/projects for future exploration.

Burnham, Commercial and Main Streets: Community feedback showed a desire to prioritize investment along these streets and increase the comfort for people walking and biking. There is opportunity to calm traffic, provide dedicated spaces for people biking, narrow crossing distances for people walking, and create placemaking opportunities, including parklets or outdoor dining. These improvements can be made at a low cost through paint and restriping.

Hall Boulevard and Hunziker/Scoffins Streets: This is an offset intersection which creates geometric, operational, and safety complexities; addressing these concerns has been a long-identified project in Tigard's Transportation System Plan. Eastbound traffic on Scoffins Street and westbound traffic on Hunziker Street cannot travel through the intersection at the same time. One solution would shift Scoffins Street to the north to meet the alignment of Hunziker Street. However, this would likely require the demolition of 12 apartment units on the northwest corner of the intersection, and should therefore include an anti-displacement strategy for the tenants.



Examples of street improvements (top) and prposed realignment of the Hall-Hunziker-Scoffins intersection (bottom)

SPECIAL STUDIES

Center Street Trail Connection: A pathway connection between Center Street and Tigard Street exists on the north side of OR 99W. The existing connection lacks signage, trail amenities, and lighting which likely contributes to underutilization and safety concerns. The project team recommends wayfinding, trail amenities, and lighting improvements.

Ash Avenue Ped/Bike Crossing: Ash Avenue is currently a neighborhood street on either side of the railroad tracks that does not cross the railroad. Ash Avenue calls for a study of a railroad crossing to connect the two roadway segments. This would likely need to take space from the existing park-and-ride and impact an auto body repair shop and a small factory on the east side of the railroad tracks.

Heritage Trail Park + Ride Gap: The Heritage Trail south of Main Street ends at the Park-and-Ride lot, forcing trail users to walk and bike through the parking lot to access the Heritage Trail near Ash Avenue. The Project Team developed an alternative that fills the Heritage Trail gap through the Park and Ride lot by converting vehicular travel to a one-way, eastbound movement pattern.



Center Street Trail connection (top) and Heritage Trail Park and Ride potential alignment (bottom)

SPECIAL STUDIES

Heritage Trail Crossing at Main Street: This is a top-priority transportation project outlined in the Downtown Tigard Reimagined Plan. Several factors affect the feasibility of this new crossing, with the primary ones being its proximity to the railroad and the complexity of establishing a Quiet Zone, particularly in relation to the necessary infrastructure, such as center medians.

A Quiet Zone aims to eliminate the need for trains to sound their horns when approaching an intersection. This is achieved through a combination of measures, with a centerline median being the most crucial, preventing vehicles from bypassing activated crossing arms.

The Main Street railroad crossing already has existing center medians on both sides, a requirement for establishing a Quiet Zone. However, given the proximity of the TriMet park-and-ride driveway access and the Commercial Street/Main Street intersection, which are within 60 feet of the railroad crossing, additional measures may be necessary. The Federal Railroad Administration may mandate adjustments to the driveway and intersection layouts to increase the separation between the railroad crossing and the nearest driveway access points.

Additionally, there is an opportunity to reconfigure the park-and-ride lot's role and extend the Tigard Heritage Trail to the south. This could address the current driveway on the east side of Main Street, creating a concept that not only facilitates a seamless connection to the Heritage Trail but also simplifies vehicular turning movements near the railroad crossing.

Next step recommendations would be to explore the Quiet Zone process and work to implement Quiet Zone in Downtown Tigard, if deemed feasible and a priority.



Heritage Trail crossing at Main Street Proposal

TRANSIT CIRCULATION + OPERATIONS

There are seven bus lines and one commuter rail line across two transit agencies that serve the study area. These include two frequent service TriMet bus routes (Line 12 and Line 76), as well as one-seat service to downtown Portland, Beaverton, Tualatin, Lake Oswego, Wilsonville, and McMinnville. Tigard Transit Center is the busiest transfer station in Washington County.

Preliminary analysis shows a delay in the transit system for transit users, particularly along Main Street and Pacific Highway leading in and out of Downtown. Opportunities to address existing transit service bottlenecks should be explored as part of a follow up transit service and operations study, such as the Better Bus program, Transit Signal Priority, and exclusive lane concepts. The City can evaluate grant funding opportunities in partnership with ODOT.



Transit Center and WES Station

6 PROJECT IMPLEMENTATION

PROJECT IMPLEMENTATION

A combination of Comprehensive Plan policy, mapping, and Development Code changes are recommended to implement the land use and transportation concepts for Downtown Tigard.

Comprehensive Plan policies: Proposed revisions to land use, transportation, and open space goals, policies, and objectives for Downtown will implement the community's vision for a "vibrant, active, and welcoming city center."

Mapping: A mix of new commercial and employment zoning districts currently being developed by the City as part of the broader Tigard MADE project are recommended to replace the existing Mixed-Use Central Business District (MU-CBD) Comprehensive Plan designation and zoning district. The Downtown Plan District extent should be tightened to focus on the Downtown core and, crucially, the boundaries of the existing subdistricts within the Plan District should be aligned with the recommended land use concept areas. The project will also be implemented through concurrent city-led mapping changes to the extent of the 2040 Town Center to better align with the Downtown area.

Development Code Changes: Significant revisions to the Downtown Plan District standards are recommended to align with the concept specific to each of the downtown subdistricts. Changes are recommended for uses, housing types, development standards, procedures, nonconforming situations, parking, site design, and building design standards. Significant recommendations include:

- **Refining uses, housing types, and development standards specific to each subdistrict**, including scaling individual tenant spaces, increasing minimum and maximum building heights, and increasing minimum density standards while eliminating maximum density standards in order to expand housing opportunities.

- **Streamlining the code by referencing standards and procedures applied city-wide**, rather than maintaining specific Downtown standards and procedures that are not substantially distinct from the city-wide versions. Such an approach would be consistent with the overall approach for the Tigard MADE code updates.

- **Enhancing standards to create active, pedestrian-oriented frontages along key corridors.** There are several recommended standards that – together – will activate key frontages (identified as Main Street, Burnham Street, Hall Boulevard within the Hall Gateway subdistrict, and Hall Boulevard and Highway 99W within 100 feet of the intersection).

- **Minimizing the space for surface parking in order to emphasize buildings and active uses.** The recommended standards address two complementary aspects of this goal by requiring development to include elements that meet the City's desired outcomes and limiting outcomes that are detrimental to an active pedestrian realm, healthy economic activity, and a carbon-responsible downtown.

The full set of recommended implementation actions and considerations can be found in the Appendix to this document.

7 APPENDIX

MEMO

DATE:	February 16, 2024
TO:	City of Tigard staff
FROM:	Elizabeth Decker, JET Planning
CC:	Matthew Arnold, SERA Architects, Nicholas Gross, Kittelson
SUBJECT:	Downtown Tigard Reimagined Final Code Implementation (Task 7.7/7G)
ATTACHED:	Downtown Street Typologies

PURPOSE & BACKGROUND

The Downtown Tigard Reimagined project includes land use, transportation, open space, and housing displacement mitigation concepts for Downtown Tigard that respond to both the existing conditions and the vision and priorities expressed by the Tigard community. The Tigard Downtown Vision 2020 prioritizes "a vibrant, active, and welcoming city center at the heart of our community [with] transportation, recreational, residential, and business opportunities that are accessible to everyone."

This memo provides an overview of the recommended Comprehensive Plan policy, mapping and Development Code changes for Downtown Tigard to implement the land use and transportation recommendations for the Project. The recommendations were developed in concert with the Tigard MADE project, an update to commercial and employment zoning across the city.

This Project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by the federal Fixing America's Surface Transportation Act (FAST Act), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

2712 SE 20th Ave / Portland, OR 97202 edecker@jetplanning.net / 503.705.3806

I. COMPREHENSIVE PLAN TEXT UPDATES

The 2027 Tigard Comprehensive Plan, detailing Downtown Tigard planning goals in Chapter 15, Section 1, should be updated to reflect the Tigard Downtown Vision 2020 and direction from this project. Recommended updates include:

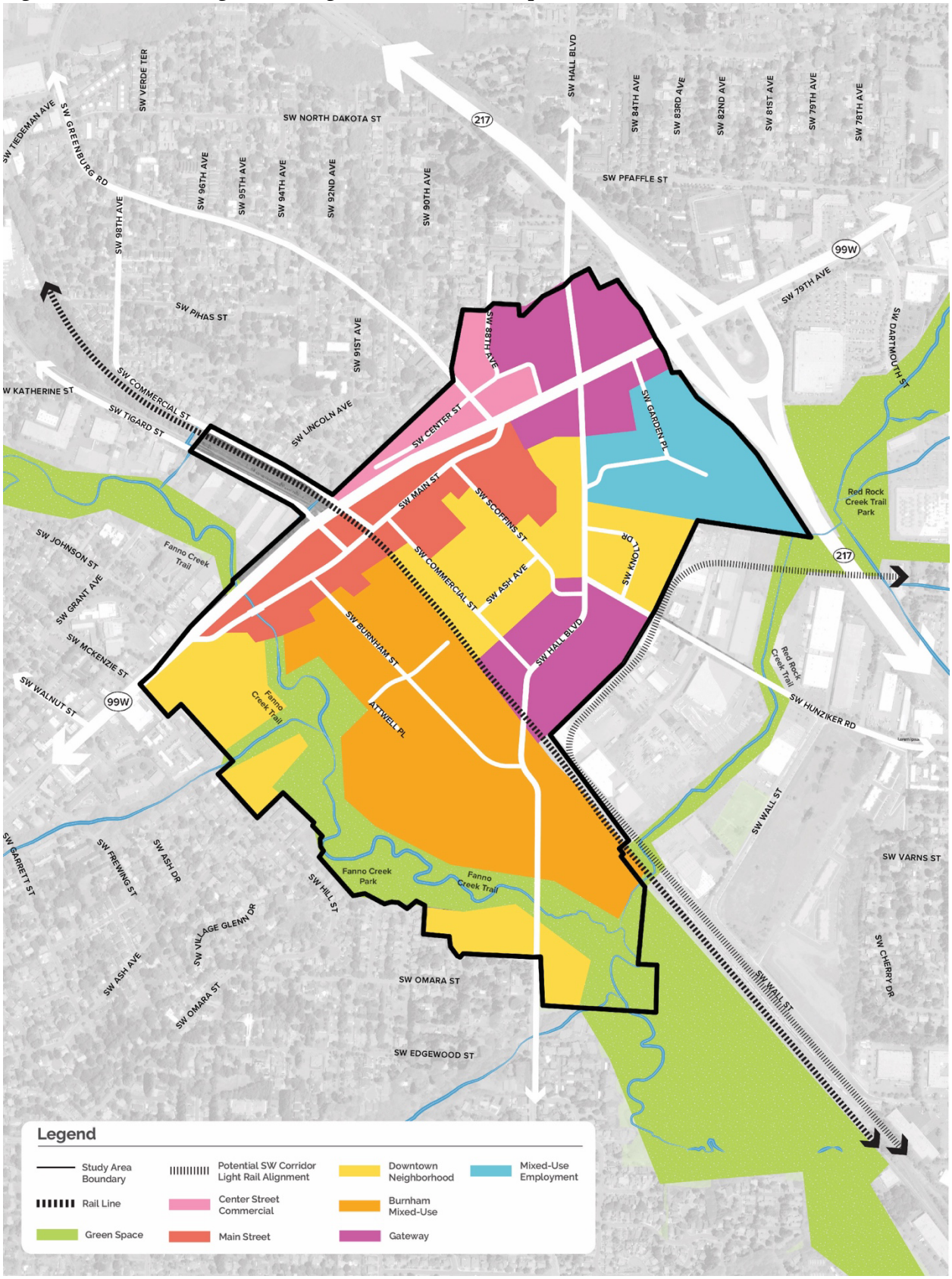
- Update description of recent downtown planning activities to include the Tigard Downtown Vision 2020 and the 2022-2023 Downtown Tigard Reimagined project. (Page 15-1)
- Update Key Findings on existing conditions downtown to the extent information is available, specifically references to the current zoning of the area to match the proposed zoning updates. (Page 15-2)
- Update the goals, policies, and action measures to reflect the 2020 Tigard Downtown Vision and the Downtown Tigard Reimagined land use and transportation concepts, as detailed in Appendix Section A.

II. MAP UPDATES

Map updates across four categories of maps are recommended to implement the preferred land use concept for Downtown Tigard, as shown in Figure 1. Based on review of existing maps relative to the recommended land use concept and code implementation strategies, recommended updates include:

- **Metro 2040 Town Center boundary:** The City has prepared a recommended update to the downtown 2040 Town Center boundary that addresses several issues, including inclusion of the potential future light rail station southeast of Hall Blvd. The City is pursuing adoption and coordination with Metro separate from this project, and no additional action is needed to implement the downtown land use concept.
- **Comprehensive Plan designations:** The current Plan District is designated Mixed-Use Central Business District (MU-CBD). With the move away from MU-CBD zoning, land use designations should be updated for consistency with the proposed zoning.
- **Base zones:** Changes to the base zones for the project area are recommended to implement the downtown land use concept with a mix of updated mixed-use, commercial and employment zones developed with the Tigard MADE project.

Figure 1: Downtown Tigard Reimagined Land Use Concept



The Downtown Plan District is currently zoned Mixed-Use Central Business District (MU-CBD) that allows a mix of active uses that engage pedestrians and generate employment. The full project area includes additional areas along the southern periphery zoned General Commercial (G-C), Industrial Park (I-P), and Light Industrial (I-L). The base MU-CBD zone is only used to set the general purpose and the use standards for the area; all development and design standards are detailed in the Plan District standards and many are differentiated by the various downtown subdistricts. The existing uses permitted and prohibited in the MU-CBD align well with the desired uses in the land use concepts to create a "vibrant, active, and welcoming city center," with some differentiation appropriate between concept areas.

The City is separately working on the Tigard MADE project that updates and replaces the existing commercial, employment and mixed-use zones with proposed Commercial (COM), Mixed-Use Employment (MUE), Mixed-Use Commercial (MUC), and Mixed-Use Residential (MUR) zones. With the move away from current zoning, this memo includes recommendations to replace MU-CBD with a mix of MADE zones in Table 1 below. The City may further consider other approaches to rezoning downtown as the MADE code updates evolve.

The draft MADE code recommendations for the project area are intended to apply the MADE zones with the closest match to the desired uses and housing types for each concept area, thus requiring the fewest use modifications specific to downtown. Two concept areas on the periphery of the project area are relatively easy matches to MADE zones. The Downtown Neighborhood concept area to the southwest of Fanno Creek is intended to be primarily residential, with some ground-floor retail or office opportunities, which aligns with the proposed MUR zone. The Mixed-Use Employment zone on the eastern edge of the project area aligns well with the MUE zone to allow primarily employment uses with optional upper-story residential. The core downtown area that will form the revised Downtown Plan District includes five concept areas with a desired mix of active retail, service, civic, office and residential uses, excluding auto-oriented and storage related uses. The MUC zone is recommended for these concept areas because the desired uses most closely align with the proposed MUC use standards, as detailed in Appendix B.

One of the key distinctions between these five concept areas is whether ground-floor residential is desired. Plan District standards for active ground-floor spaces along key frontages within the different subdistricts are recommended to implement this component of the land use concept, allowing fine-grained implementation of active frontages within the Plan District and individual subdistricts. (See proposed 18.650.060

in Section III.) While several MADE zones could be applied to the different subdistricts to address ground-floor residential concepts, those zones do not align well with the balance of other uses desired for these subdistricts and would thus require detailed exceptions for the Downtown Plan District.

- **Plan District and Subdistrict boundaries:** The specifics of the Land Use and Transportation Recommendations will be implemented through revisions to the boundaries for the Downtown Plan District and its subdistricts. The proposed Plan District, subdistrict, and base zone recommendations, as detailed in Table 1 below, would tighten the boundaries of the Downtown Plan District, replace the existing four subdistricts and one overlay with five subdistricts: Main-Center, Pacific Highway Gateway, Downtown Neighborhood, Burnham Mixed-Use, and Hall Gateway, and rezone two of the concept areas outside the Plan District.

Table 1: Proposed Zoning, Downtown Plan District and Subdistrict Boundary Map Revisions

Land Use Concept Area	Existing Zoning/Subdistrict	Recommended Zoning/Subdistrict
Main Street Center Street Commercial	MU-CBD zone Main-Center subdistrict	**MUC zoning**, ground-floor nonresidential space requirement along Main Street **Main-Center subdistrict**
Pacific Highway Gateway	MU-CBD zone 99W-Hall subdistrict	**MUC zoning**, ground-floor nonresidential space requirement at the 99W & Hall Blvd intersection **Pacific Highway Gateway subdistrict**
Mixed-Use Employment	MU-CBD and C-G zones 99W-Hall subdistrict (portion)	**MUE zoning** **No subdistrict,** remove from Plan District
Downtown Neighborhood: Central downtown	MU-CBD zone Scoffins-Commercial subdistrict and Station Area Overlay (part)	**MUC zoning** **Downtown Neighborhood subdistrict**
Southwest of Fanno Creek	MU-CBD zone Fanno-Burnham subdistrict	**MUR zoning** **No subdistrict,** remove from Plan District
Burnham Mixed-Use	MU-CBD and I-L zones Fanno-Burnham subdistrict and Station Area Overlay (part)	**MUC zoning,** ground-floor nonresidential requirement along Burnham St **Burnham Mixed-Use subdistrict**

Land Use Concept Area	Existing Zoning/Subdistrict	Recommended Zoning/Subdistrict
Hall Gateway	MU-CBD, I-L and I-P zones Scoffins-Commercial and Station Area Overlay	**MUC zoning,** ground-floor nonresidential requirement along Hall Blvd **Hall Gateway subdistrict**

III. DEVELOPMENT CODE UPDATES

Updates to the existing Tigard Downtown Plan District standards (Chapter 18.650) and related Development Code chapters is central to implementation of the Downtown Tigard Reimagined plan. These updates are considered in tandem with the Tigard MADE code changes. Potential intersections and options relative to Tigard MADE updates are noted throughout this section, but will merit a broader reconciliation as the details for both projects are finalized.

Detailed code implementation recommendations are included in Tables 2, 3, and 4, below. Several broader concepts arising with code implementation include:

- **Opportunities to streamline the code by referencing standards and procedures applied citywide,** rather than specific downtown standards and procedures that are not substantially distinct from the citywide versions. Related recommendations include using Modifications and Site Development Review in place of the existing Downtown Design Review, using the Adjustments process in place of specific Downtown Adjustments, and applying the Nonconforming Situations standards rather than pre-existing use and development standards for downtown. This approach reflects the direction the City is pursuing with selected Tigard MADE draft updates, including the revisions to the Washington Square Plan District chapter.
- **Enhancing standards to create active, pedestrian-oriented frontages along key corridors.** There are several recommended standards that together activate key frontages, identified as Main St, Burnham St, Hall Blvd within the Hall Gateway subdistrict, and Hall and 99W within 100 feet of the intersection. Components include:
    - Increasing **minimum building frontage standards** in Table 18.650.1 from 50% to 90% building frontage along the lot line for those key frontages.
    - New **active ground-floor space standard** in 18.650.060 requiring 75% of the building frontage to be developed for nonresidential use with a minimum depth of 20 feet, balancing the goal of activating key frontages with economic development considerations that can make full ground-floor retail or office uses difficult to develop district-wide.

The City should consider developing a map identifying these key frontages and referencing that throughout the code chapter in order to provide greater clarity than listing the various street names within each standard. Over time, the City could also explore adding a category for secondary frontages which merit intermediate standards, such as 75% building frontage rather than the base 50% standard across the district.

- **Minimizing the space for surface parking in order to emphasize buildings and active uses**. The recommended standards address two complementary aspects of this goal, by requiring development to include elements that meet the City's desired outcomes and limiting outcomes that are detrimental to an active pedestrian realm, healthy economic activity, and a carbon-responsible downtown:
    - Expanding the required building presence along key frontages and limiting the width of off-street parking areas adjacent to sidewalks, as well as limiting new driveways to access off-street parking areas, and
    - Significantly reducing maximum surface parking, while allowing development to exceed those maximums by providing additional pedestrian site design amenities.

  This mix of strategies could continue to be refined to tip more towards one side of the equation or the other. Parking maximums are a dynamic field as more cities are implementing them as part of Climate Friendly and Equitable Communities (CFEC) parking reforms. Few cities have experimented with maximums lower than the City's current maximums to date, but near-term innovation is expected on this topic that could help refine the City's approach.

Table 2: Recommended Code Updates for Chapter 18.650, Tigard Downtown Plan District

Code Section	Recommended Updates & Rationale
18.650.010 Purpose	A. Include reference to Downtown Tigard Reimagined Plan. A.1. Remove "urban village" and update with recent downtown vision statement for a "vibrant, active, and welcoming city center." A.5. Unnecessary language and not entirely reflected in code chapter; delete. B. Update and shorten the purpose of the five subareas within the plan district to briefly describe Main-Center, Pacific Highway Gateway, Downtown Neighborhood, Burnham Mixed-Use, and Hall Gateway subdistricts as detailed in the Plan.
18.650.020 Applicability	A. Retain statement on applicability generally, and delete subsection A.1.

Code Section	Recommended Updates & Rationale
	A.2. Delete pre-existing uses and development subsection, including parcel-specific exemptions in subsection (c), and reference Section 18.50, Nonconforming Circumstances, to apply citywide standards more consistently. Apply a 12-month timeframe to terminate nonconforming uses if different from the timeframe adopted citywide with the MADE updates. B. Retain. C. Update list of exempt actions: 1. Maintenance or repair of a building, structure, or site in a manner that is consistent with previous approvals or necessary for safety; 2. Projects undertaken to bring an existing development into compliance with applicable federal and state accessibility regulations; 3. Any modification to the exterior of a building that does not require a building permit, including exterior painting; 4. Interior remodeling ~~not associated with a change of use~~; 5. Temporary structures or temporary uses as defined in Chapter 18.440, Temporary Uses; 6. Any development involving pre-existing small form residential development that is not being converted to a nonresidential use or that has previously been converted to a nonresidential use; 7. ~~Any change of use and associated interior remodeling on a property that is in the Main Street sub-area~~ Change of use to an another allowed use; or 8. Any change to windows, doors, awnings, or other similar exterior elements on facades that are not street-facing.
18.650.030 ~~Approval~~ Review Process 18.650.030.A Procedures	Delete downtown development review and adjustment requirements in favor of using procedures applied elsewhere in code (Site Development Review, Modifications, and Adjustments) • Require site development review for any new development and substantial redevelopment. • Require modifications for changes to existing development. • Require adjustments for departures from Downtown Plan District standards, and add that "Any development that desires or needs more flexibility than available through the adjustment process shall be reviewed as a Planned Development per Chapter 18.770." • Ensure residential review requirements are consistent with overall City residential review procedures and state requirements for clear and objective reviews
18.650.030.B Review thresholds	B.1. Minor modifications. Require Type I minor modification for proposed redevelopment meeting the definition in Section

Code Section	Recommended Updates & Rationale
	18.765.060.A and detail additional specific examples beyond those listed in 18.765.060.B for qualifying downtown development, including: • Any change to windows, doors, awnings, or other similar exterior elements on facades that are street-facing. • Modification of on-site landscaping such as changing hardscape elements and the location of required landscape areas or trees, or reduction in landscaping area which does not reduce the landscaping below the minimum required by Table 18.650.1. • Modification of off-street parking with no increase in parking spaces or paved area. • Addition of new fences, retaining walls, or both. • An increase in the floor area of commercial and mixed-use development by less than 10% or under 5,000 square feet. • Any increase in the floor area or density of residential development that meets all Plan District standards. *(Ed: Explicitly allow these increases as a Minor Modification in Downtown, rather than defaulting to citywide requirement for Major Modification review of any density increase.)* • A change in the type or location of access ways and parking areas where off-site traffic would not be affected. B.2. Major modifications. Require major modification for proposed redevelopment meeting the definition in Section 18.765.070.A and for any action that is not exempt, eligible for a minor modification, or substantial redevelopment.
18.650.040 Approval Criteria **Delete**	A & B. Delete approval criteria with transition away from DDR to other review types. C. Delete separate downtown adjustment process; proposed to incorporate adjustment reference in 18.650.030.A above instead. 1. The approval criteria to "equally or better meet the purpose of the standard" is similar to the adjustment approval criteria in 18.715.050.A. 2. Specific adjustments are no longer needed per recommendations for 18.650.080.
18.650.xxx Uses **option to create new section**	With the proposed application of the new MUC zone to the Plan District, additional limitations on uses are needed. As detailed in Table 4 below, those could either be incorporated into this chapter or Section 18.120.030(C)-(F).
18.650.xxx Housing Types **option to create new section**	With the proposed application of the new MUC zone to the Plan District, additional limitations on housing types are needed. As detailed in Table 4 below, those could either be incorporated into this chapter or Section 18.120.040. Add standards to:

Code Section	Recommended Updates & Rationale
	• Allow apartments everywhere, with a requirement for nonresidential uses within the active ground-floor spaces proposed in Section 18.650.060.A. • Allow rowhouses only within the Downtown Neighborhood (not abutting Hall Blvd) and Burnham Mixed-Use (not abutting Burnham St and Hall Blvd) subdistricts. • Continue to allow existing mobile home parks within the Downtown Neighborhood subdistrict.
18.650.050 Development Standards	A. Development Standards: See recommended edits to Table 18.650.1 in separate Table 3 below. B. Parking: 1. Replace current limitation for parking areas not to exceed 50% of frontage with cross-reference to proposed minimum building frontage requirements (50-90% of the lot frontage) that inversely limit the parking area frontage. Consider how to address existing midblock lots where no other access can be provided. 6. Add standard that any site proposing to provide more than 50% of the vehicle maximum parking spaces for Zone A, detailed in Table 18.410.3, as surface parking must provide additional pedestrian amenities on-site or within the adjacent public right-of-way, such as: additional pedestrian plaza space, enhanced pedestrian pathways through parking areas demarcated with different materials rather than only paint, furnishings within the right-of-way including bicycle parking and benches, additional bicycle parking on-site, etc. F. Fences. To limit visual barriers caused by fences, introduce additional standards such as: • Setting a 3-ft height limit for fences in front yards and 4-ft height limit along any streets or pedestrian paths, with potential exceptions for security and privacy; • Prohibiting fences within front yards along key frontages, including Main St and Burnham St; • Limiting maximum opacity to 30-50% to require more “open” fence styles; and/or • Prohibiting chain link fences. • See also Tigard Triangle standards in 18.660.070.F that include some similar standards. G. Add section on driveways, modeled on Tigard Triangle driveway standards in 18.660.070.G or MADE commercial standards in 18.320.040.F. • Limit driveways on Burnham St and Main St, encourage or require shared access.

Code Section	Recommended Updates & Rationale
	• Note that alleys are required for rowhouses in 18.650.060.G.
18.650.060 Design Standards	A. Add a standard for active ground-floor spaces on key frontages: Main St, Burnham St, Hall Blvd within the Hall Gateway subarea and within 100 feet of the Hall/99W intersection. Require spaces to extend along 75% of the building width, meet a minimum height of 15-16 feet, and a minimum depth of 20-25 feet, coupled with existing window area requirements. See list of code examples in Appendix Section C for specific language ideas. A.2.d. Bolster the weather protection requirement by adding a minimum percentage of the façade that must be covered by the projecting façade elements, such as 50% of the façades along Main St. C.2.a.ii. Remove requirement for porch or balcony for each street-facing dwelling unit or create a broader menu of residential façade elements such as projecting bay windows, building offsets, etc. F. Delete outdoor space requirements (Washington Square and Triangle do not have similar requirements). G. Relocate standard about alley access for rowhouses to the proposed driveway standard and delete this subsection.
18.650.070 Transportation Connectivity	A. Revise outdated reference to the 2035 TSP. B. Reference to TSP figures needs to be updated; Downtown connections now shown in Figure 19 of the 2040 TSP. The TSP figure should be revised to implement the preferred transportation concept. C. Remove or revise thresholds for dedication and improvements for "new street ~~and~~ alley <u>and path</u> connections," if anything further than the general proportionality language in Section 18.910.010 is needed. D. Delete pedestrian pathway standards, which are superseded by new paths detailed in specific locations in the connectivity concept. See additional path standards detailed in Table 4. E. Delete replacement of destroyed structures exemption, if subsection C is removed. F. Retain reference to Improvement Standards in Chapter 18.910, with revisions detailed in Table 4. --. Add subsection allowing FILOC option for downtown; see model in Triangle code, Section 18.660.090.D. Include prioritization of projects eligible for FILOC, based on further discussion by Engineering Department. --. Add subsection addressing sidewalk encroachments (pedestrian amenities, A-frame signs, etc.) based on Triangle code, Section 18.660.090.C.4.e.iv.

Code Section	Recommended Updates & Rationale
18.650.080 Specific Adjustments **Rename Affordable Housing Height Bonus**	A. Delete adjustments to setbacks and rely on existing adjustments standards in Chapter 18.715. B. Delete; outdoor area standards are proposed to be deleted, so no adjustment needed. C. Revise to focus on height bonus, to provide a local bonus meeting or exceeding requirements of ORS 197A.445(9). 1. Revise definitions of affordable housing to be inclusive of "affordable housing" defined in ORS 197A.445(1)(a). 2. Eliminate density bonuses, as maximum density has been eliminated. Restructure height bonuses to allow, at a minimum, three additional stories for development with 100% affordable housing units to meet the ORS 197A.445(9) requirements. Consider a tiered structure for greater incentives: • One additional story for developments with 10% affordable units, • Two additional stories for developments with 20% affordable units (similar to existing bonus), and • Three additional stories for development with more than 20% affordable units.
Maps 18.650.A and 18.650.B	Revise maps consistent with direction in Section II. Consider locating closer to the beginning of the chapter for orientation, near description of the different subdistricts. Add a map of key frontages: Main St, Burnham St, Hall Blvd within the Hall Gateway subarea, and Hall Blvd and 99W within 100 ft of the intersection.

Table 3: Recommended Revisions to Downtown Development Standards, Table 18.650.1

Standard	**~~Main Street (MS)~~ Center**	**~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway**	**~~Seoffins/~~ Commercial (SC) Downtown Neighborhood**	**~~Fanno/~~ Burham (~~FB~~) Mixed-Use**	**Hall Gateway**
Minimum Lot Size	None	None	None	None	None
Minimum Lot Width	None	None	None	None	None
Minimum Setbacks					

Standard	~~Main Street (MS)~~ Center	~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway	~~Seoffins/~~ ~~Commercial (SC)~~ Downtown Neighborhood	~~Fanno/~~ Burham (~~FB~~) Mixed-Use	Hall Gateway
-*Front*	~~0~~ 1 ft.	~~0~~ 1/5 ft. (5 ft for frontage on 99W)	~~0~~ 1 ft.	~~0~~ 1 ft.	1 ft.
-*Street side*	~~0~~ 1 ft.	~~0~~ 1 ft.	~~0~~ 1 ft.	~~0~~ 1 ft.	1 ft.
-*Side*	0 ft.	0 ft.	0 ft.	0 ft.	0 ft.
-*Rear*	0 ft.	5 ft.	5 ft.	5 ft.	5 ft.
Maximum Setbacks					
-Front	10 ft.[1]	25 ft.	20 ft.	10 ft. on Burnham St[1] 20 ft.	10 ft. on Hall Blvd 20 ft.
-Street side	10 ft.[1]	None	None	None	None
Building Height[2]					
-Minimum	~~20 ft.~~ 1 story	~~20 ft.~~ 2 stories, except 4 stories within 100 ft of Hall/99W intersection	~~20 ft.~~ 2 stories	~~20 ft.~~ 2 stories, except 4 stories abutting Burnham St	6 stories
-Maximum ~~[1]~~	~~80 ft.~~ 6 stories	~~45 ft.~~ 8 stories	~~80 ft.~~ 6 stories	~~80 ft. [2]~~ 8 stories except 3 stories within 200 ft. of Fanno Creek Park boundary	12 stories
-First story minimum	15 ft.	15 ft.	None	None	15 ft.
Maximum Lot Coverage	100%	90%	90%	90%, except 80% within 200 ft. of Fanno Creek	100%

Standard	~~Main Street (MS)~~ Center	~~99W/Hall Corridor (99H)~~ Pacific Highway Gateway	~~Seoffins/ Commercial (SC)~~ Downtown Neighborhood	~~Fanno/~~ Burham (~~FB~~) Mixed-Use	Hall Gateway
				Park boundary	
Minimum Landscape Area [3]	0%	10%	10%	10%, except 20% within 200 ft. of Fanno Creek Park boundary	0%
Minimum Building Frontage	50%, except 90% abutting Main St	50%, except 90% within 100 ft of Hall/99W intersection	50%	50%, except 90% abutting Burnham St	50%, except 90% abutting Hall Blvd
Residential Density (units per acre)					
-Minimum [4]	25	~~25~~ 50	25	~~15~~ 25, except 50 abutting Burnham St	50
-Maximum ~~[1]~~	~~50~~ None	~~50~~ None	~~50~~ [5] None	~~50~~ [5] None	None

[1] Setback may be increased to 20 ft if the increased setback area will be used for enhancements to the pedestrian environment, including plaza development, outdoor seating, pedestrian amenities in the public right-of-way, and/or pedestrian-oriented building façade design elements; or for the preservation of natural features for public use or benefit including tree preservation.

[2] Building heights calculated in accordance with the height standards for each type of story detailed in Table 18.320.5.

[3] ~~In the MU-CBD zone,~~ Required landscaping may be provided on roofs or within the abutting right-of-way where the applicant is required to provide landscaping as part of a street improvement in compliance with Section 18.650.070.

[4] Minimum density applies to residential-only development (not mixed-use).

Additional considerations for the development standards in Table 18.650-1:

- The many exceptions noted in the Table could be addressed entirely through footnotes, more of a formatting preference for the City.
- The alternative standards for key frontages along Main St, Burnham St and Hall Blvd in the Hall Gateway district could be specified in the table itself or by referencing a map of key frontages as recommended in the introduction to this section.

Table 4: Recommended Code Updates for Additional Code Chapters

Code Section	Recommended Updates & Rationale
18.50.020.D.1, General Provisions for Nonconforming Circumstances	Either delete exemption for small form residential development in the MU-CBD zone or change to exempt small-form residential within the Downtown Plan District.
18.120.030.E, Restrictions that apply to uses in MUC zone	Several refinements of the proposed MUC use standards are needed to carry forward aspects of the Land Use Concept. These could either be included as restrictions to uses in the MUC zone detailed here, as a separate Uses section in the Downtown Plan District Standards in 18.650, or some combination with cross-references. 3.e: Maximum 40,000 SF allowed gross floor area per tenant should be refined for each subdistrict. A lower limit such as 25,000 SF is recommended for Main Street subdistrict and no limit is recommended for the Pacific Highway Gateway subdistrict. 7. Motor vehicle sales and rental should be prohibited within the Downtown Plan District. 8. Motor vehicle servicing should be prohibited within the Downtown Plan District. 10. Industrial and manufacturing uses should be prohibited within the Downtown Plan District.
18.120.040, Housing Types	Minor refinements are needed to the MUC housing types to reflect the Land Use Concept and proposed Downtown Plan District standards, which can be integrated as limitations to the MUC zone here or as a separate Housing Types section in the Downtown Plan District Standards in 18.650, or some combination with cross-references. E. Revise reference to mobile home parks in the MU-CBD zone. Make mobile home parks a Limited use in the MUC zone in Table 18.120.2 and add a limitation that only mobile home parks lawfully in existence within the Downtown Plan District are allowed.

Code Section	Recommended Updates & Rationale
	F. Add a limitation for the MUC zone cross-referencing the Downtown Plan District standards limiting location of rowhouses. F. Add a limitation for apartments within the MUC zone requiring nonresidential use for required active ground-floor spaces.
Table 18.410.3	Consider adding cross-reference that parking maximums within the Downtown Plan District are further subject to standards in 18.650.050.B.
Table 18.910.1, Minimum Widths for Street Characteristics and Downtown Street Character Types	• Add new downtown street types to the table: Multimodal Streets and Shared Streets. • Add new cross sections for Multimodal Streets and Shared Streets after Figure 18.910.12.
18.910.110 Bikeways and Pedestrian Pathways	• Add subsection requiring Downtown Paths where specified in the TSP (Figure 19, to be amended to reflect the Recommended Connectivity Concept). • Add path cross-section.
18.910.030.CC Traffic Study	• Apply existing triggers for traffic studies to downtown development, with any modifications specific to new CFEC rules

APPENDIX

A. Comprehensive Plan Downtown Tigard Revisions

Recommended edits to specific Downtown Tigard goals and policies within Chapter 15.1 of the Comprehensive Plan include the following, in legislative format.

~~**GOAL:**~~

~~15.1.1: The City will promote the creation of a vibrant and active urban village at the heart of the community that is pedestrian oriented, accessible by many modes of transportation, recognizes natural resources as an asset, and features a combination of uses that enable people to live, work, play, and shop in an environment that is uniquely Tigard.~~

~~**RECOMMENDED ACTION MEASURES:**~~

~~i. Provide public, including members of the development community, with regular informational updates on Urban Renewal progress and an accounting of funds spent by the City Center Development Agency.~~

GOAL:

15.1.2***1*** Facilitate the development of ~~an urban village~~ a vibrant, active, and welcoming city center.

POLICIES:

1. ~~New z~~***Z***oning and design standards~~, and design guidelines shall be developed and used to~~ ***shall*** ensure ***that the Downtown Plan District provides a balance of livability, walkability, and robust economic opportunity.*** ~~the quality, attractiveness, and special character of the Downtown as the "heart" of Tigard, while being flexible enough to encourage development.~~

2. The ***Downtown Plan District*** ~~downtown's land use plan~~ shall ***include and support*** ~~provide for~~ a mix of complementary land uses such as:

   A. retail, restaurants, entertainment, and personal services;

   B. medium and high-density residential uses, including ***both*** rental and ownership housing***, as well as affordable housing opportunities***;

C. civic ~~functions~~ ***uses such as*** ~~(~~government offices, ~~community~~ ***public*** services, ***and*** ~~public plazas, public~~ transit centers~~, etc);~~

D. ~~professional employment and related~~ office ***and professional services*** uses; and

E. ~~natural resource protection,~~ open spaces***, plazas,*** and public parks.

3. The City shall not permit new land uses ***that are not appropriate for an active, pedestrian-oriented downtown,*** such as ***warehousing, manufacturing, industrial services, and auto-oriented uses.*** ~~warehousing; auto-dependent uses; industrial manufacturing; and industrial service uses that would detract from the goal of a vibrant, urban village.~~

4. Existing nonconforming uses shall be allowed to continue, subject to ~~a threshold of~~ ***limits on*** ~~allowed~~ expansion and sunset provisions for discontinued uses.

5. ~~Downtown~~ ***The*** design~~,~~ ***and*** development ***of the Downtown Plan District*** ~~and provision of service~~ shall emphasize public safety, accessibility, and attractiveness as primary objectives ***with an emphasis on the pedestrian experience***.

6. ~~New housing in the downtown~~ ***The Downtown Plan District*** shall ***accommodate*** ~~provide for~~ a ***wide*** range of housing ***opportunities*** ~~types~~, including ownership, ***rental*** ~~workforce~~, and ***regulated*** affordable housing in a high-quality living environment ***while minimizing displacement of existing residents***.

7. ~~New zoning and design guidelines on Main Street will emphasize a "traditional Main Street" character.~~ ***Zoning and design standards shall support an active pedestrian realm with commercial activity along priority street frontages including Main Street and Burnham Street.***

8. The City shall encourage carbon-responsible development in the Downtown Plan District that reduces greenhouse gas emissions and vehicle miles travelled.

RECOMMENDED ACTION MEASURES:

i. Develop design ~~guidelines and~~ standards that ***utilize form-based concepts to*** encourage attractive and inviting ~~downtown commercial and residential~~ architecture***,*** ~~with quality design and permanent materials, particularly in the building fronts and streetscape.~~ ***pedestrian-scale design, and active ground-floor*** frontages. ~~Also develop appropriate density, height, mass, scale, architectural, and site design guidelines.~~

~~ii. Utilize form based code principles in ways that are consistent with state planning laws and administrative rules.~~

ii. ~~iii~~. Adopt non-conforming use standards appropriate to a downtown in transition ***to encourage incremental redevelopment***.

~~iv. Develop code measures to mitigate any compatibility issues when new downtown development occurs in close proximity to the downtown's commuter rail line.~~

iii ~~iv~~. Develop standards for high-intensity residential and mixed-use development near the potential future light rail station.

iv. Provide areas in the downtown where community events, farmer's markets, festivals**,** and cultural activities can be held.

v~~i~~. Designate the downtown ~~area~~ as the preferred location for Tigard's ***core*** civic ***activities.*** ~~land uses.~~

vi~~i~~. Promote an awareness of the downtown's history through measures such as public information, urban design features, and preservation of historic places.

vii~~i~~. Monitor performance of design ~~guidelines,~~ standards and related land use regulations and amend them as necessary.

viii. Implement strategies to assist in minimizing and mitigating the displacement of existing and future affordable housing as redevelopment occurs.

GOAL:

15.1.3***2*** ~~Develop and Improve the Open Space System and Integrate Natural Features into downtown~~ ***Ensure the Downtown Plan District is adequately serve by high-quality parks and open spaces and is well-integrated with natural features such as Fanno Creek***.

POLICIES:

1. ~~Natural resource functions and values shall be integrated into downtown urban design~~ ***The function and health of Fanno Creek shall be considered of primary importance in development within its proximity***.

~~2. The Fanno Creek Public Use Area, adjacent to Fanno Creek Park, shall be a primary focus and catalyst for revitalization.~~ ***Downtown parks and open spaces shall equitably serve the Tigard community, with connections to and access from active transportation facilities.***

3. ~~Development of the downtown shall be consistent with the need to protect and restore the functions and values of the wetland and riparian area within Fanno Creek Park.~~ ***Tree canopy shall be preserved and increased to the greatest extent practicable in order to reduce urban heat island, sequester carbon, and create a hospitable outdoor environment.***

RECOMMENDED ACTION MEASURES:

i. Acquire property and easements to protect natural resources and provide public open space areas, such as park***s*** ~~blocks~~, plazas and mini-parks.

ii. Develop "green connections" linking parks and greenways with adjacent land uses, public spaces and transit.

iii. Incorporate public art into the design of public spaces.

iv. Enhance the landscape and habitat characteristics of Fanno Creek as a key downtown natural resource.

v. Develop and implement strategies to ~~address concerns with homeless persons and vagrancy~~ ***reduce the impact of houselessness on natural systems and protect unhoused residents from flood and other hazards***. ~~in the Downtown and Fanno Creek Park~~.

vi. Develop and adopt scaled development standards such as height, massing, and site design standards to manage intensity of development in proximity to Fanno Creek.

GOAL:

15.1.4***3*** Develop ***a*** comprehensive ***multi-modal transportation network that addresses the City's climate goals and serves the vision of a walkable, well-connected Downtown Plan District.*** ~~street and circulation improvement~~s for pedestrians, automobiles, bicycles, and transit.

POLICIES:

1. ~~The downtown shall be served by a complete array of multi-modal transportation services including auto, transit, bike, and pedestrian facilities.~~ ***The City shall plan for and develop a complete array of multi-modal transportation services, based on a hierarchy prioritizing pedestrian, bike, transit, and automobile access and mobility.***

2. The downtown shall be Tigard's primary transit center for rail***,*** ~~and~~ bus***, and potential future light rail*** transit service and supporting land uses.

3. The City, in conjunction with TriMet, shall plan for and manage transit user parking to ensure the downtown is not dominated by "park and ride" activity***, including consideration of relocating the current park and ride lot***.

4. Recognizing the critical transportation relationships between the downtown and surrounding transportation system, especially bus***,*** ~~and~~ Commuter Rail***, potential future light rail***, Highway 99W, Highway 217 and Interstate 5, the City shall address

the downtown's transportation needs in its Transportation System Plan and identify relevant capital projects and transportation management efforts.

5. Streetscape and public area design shall focus on creating a pedestrian friendly environment without the visual dominance by automobile-oriented uses ***including off-street parking areas***.

6. The City shall ~~require a sufficient, but not excessive, amount of~~ ***manage*** parking ~~to provide~~ for downtown land uses ***to ensure parking is not excessive***. Joint parking arrangements shall be encouraged. ***The City shall allow and encourage the conversion of existing underused parking areas to other uses.***

RECOMMENDED ACTION MEASURES:

i. Develop comprehensive street and circulation improvements for pedestrians, automobiles, bicycles, and transit.

ii. Develop a circulation plan that emphasizes connectivity to, from, and within the downtown in the design and improvement of the area's transportation system, including developing alternative access improvements to downtown, such as connections across Hwy 99W.

iii. Address public safety and land use compatibility issues in the design and management of the downtown's transportation system.

iv. Investigate assigning different roadway designations ***for ODOT-owned and operated facilities*** within the general area of the downtown as means to support ***multi-modal*** transportation access to Town Center development such as the Oregon Department of Transportation's Special Transportation Area (STA), ~~and~~ Urban Business Area (UBA)***, and the Blueprint for Urban Design (BUD). Continue City-led efforts to transfer ownership of SW Hall Boulevard to unlock City's ability to implement a corridor vision.***

v. Implement an integrated downtown pedestrian streetscape and landscape plan.

vi. Acquire property and easements to implement streetscape and landscape plans, and develop needed streets, pathways, ~~entrances to the Commuter Rail Park and Ride lot, and~~ bikeways.

~~vii. Express the themes of an urban village and green heart by utilizing the "unifying elements" palette from the Streetscape Design Plan to design streetscape improvements.~~

viii. Emphasize sustainable practices in street design through innovative landscaping and stormwater management***, climate-resilient infrastructure, and healthy tree canopy*** ~~, and provision of multi-modal infrastructure~~.

~~ix. Encourage sustainability features in the design of Downtown buildings.~~

viii. Develop and implement parking maximums to limit the amount of off-street surface parking in downtown, and to minimize impacts of parking areas and driveways on pedestrian circulation.

ix. Encourage the formation of a Downtown Parking and Transportation Management Association.

x~~i~~. Incorporate the Downtown's public investment~~/~~ ***and*** facility needs into the City's Public Facility Plan and implementing Community Investment Plan.

B. Comparison of Zoning Use Standards

The following comparison between key use standards in the existing MU-CBD zone, which applies to the Downtown Plan District, and proposed commercial and employment MADE zones was completed to inform the recommendations on updated zoning for the Downtown project area. The existing MU-CBD use standards are generally consistent with the project recommendations for a "vibrant, active, and welcoming city center;" variations within downtown concept area are noted below. MUC appears to be the most similar to the existing MU-CBD zone, and thus the desired uses for the Downtown Plan District, based on use standards. MUE and MUR are also recommended for specific concept areas within downtown as detailed in Section II, Table 1 to implement the recommended land use concept.

Table B1: Comparison of Key Use Standards for Downtown and MADE zones

Key Use Standards	Desired Downtown Uses	COM	MUE	MUC	MUR
Apartments	A *Active ground-floor uses required on key frontages*	X	X	A	A
Mixed-use residential with ground-floor nonresidential	A	A	A	A	A
Rowhouses	L *Only within Downtown Neighborhood and Burnham Mixed-Use, not on key frontage*	X	X	A/L[1]	A/L[1]
Indoor sales and service	L	A	L[1, 2]	L[3]	L[4]

Key Use Standards	Desired Downtown Uses	COM	MUE	MUC	MUR
	Limit size per tenant: 25,000 SF for Main Street, 40,000-60,000 SF for others, no limit for Pacific Highway Gateway				
Outdoor sales and service	X	A	X	X	X
Drive-throughs	X	A	X	X	X
Motor vehicle related uses	X	A	L[1, 2]	L[1, 2]	X
Office	A	A	A	A	L[4]
Industrial & manufacturing	X	L[5]	L[5]	L[5]	X
Warehouse & distribution	X	X	L	X	X
Self-storage	X	L[6]	?	X	X

A: Allowed use, L: Limited use, X: Prohibited use

[1] Additional limitations apply in the Washington Square Plan District.

[2] Maximum size is 25,000 SF per tenant.

[3] Maximum size is 40,000 SF per tenant

[4] Only permitted on ground floor of mixed-use development with upper-story residential.

[5] Must be contained within a structure.

[6] Only allowed on upper stories.

C. Sample Active Ground-Floor Design Standard

Example 1: Active nonresidential ground floor space, Milwaukie Downtown Code

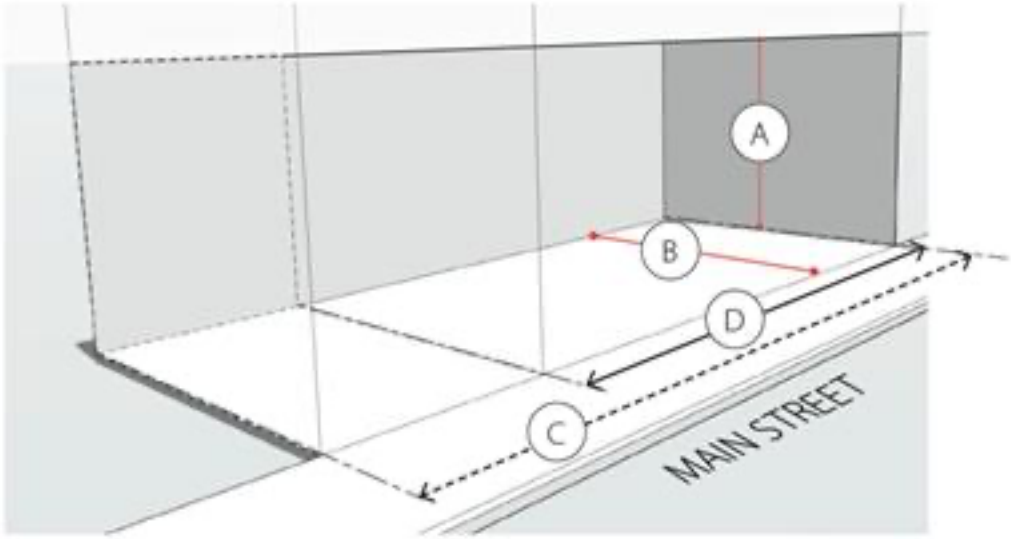
Active Ground-Floor Space Standards. For new buildings fronting Main Street (*Ed:* where ground-floor residential is prohibited), the following standards must be met as illustrated in Figure 19.508.4.A.2.c:

(1) At least 75% of the ground-floor height must be at least 15 ft, as measured from the finished floor to the ceiling, or from the finished floor to the bottom of the structure above (as in a multistory building). The bottom of the structure above is the lowest portion of the structure and includes supporting beams.

(2) At least 75% of the interior floor area adjacent to Main Street must be at least 20 ft deep, as measured from the inside building wall or windows facing Main Street.

Figure 19.508.4.A.2.c

Active Ground-Floor Space Standards



A 15-FT MINIMUM GROUND-FLOOR HEIGHT

B 20-FT MINIMUM DEPTH

C MAIN STREET GROUND-FLOOR SPACE

D STANDARDS APPLY TO 75% OF MAIN STREET GROUND-FLOOR SPACE

Source: Milwaukie Code, Section 19.508.4.A.2

Example 2: Active ground floor design standards, Beaverton Downtown Code

Active Ground Floor Design. Buildings subject to the Active Ground-floor Design rules as identified in Figure 70.20.10.6.1 Active Frontages Map shall be designed to activate the public realm, create interesting and inviting ground-floor spaces, increase transparency into ground-floor spaces, and provide weather protection for ground-floor entrances, and shall meet the following requirements:

a. Floor Height: The minimum floor-to-floor height of the ground floor shall be 16 feet.

b. Transparency: Active frontage areas shall include a minimum 60 percent transparent glazing between 2 and 10 feet in height from sidewalk or terrace grade, providing unobstructed views into the commercial space. Transparent glazing shall have minimum Visible Transmittance (VT) value of 0.60. A lighted display zone 4 feet in depth from the windows may qualify as unobstructed views into the commercial space

for up to 50 percent of the combined storefront window width on each storefront on primary frontages and on the entirety of secondary frontages.

c. Entrances: Primary ground-floor entrances serving active uses shall include weather protection that is a minimum 6 feet wide and 4 feet deep by recessing the entry, providing an awning or other projecting element, or using a combination of those methods.

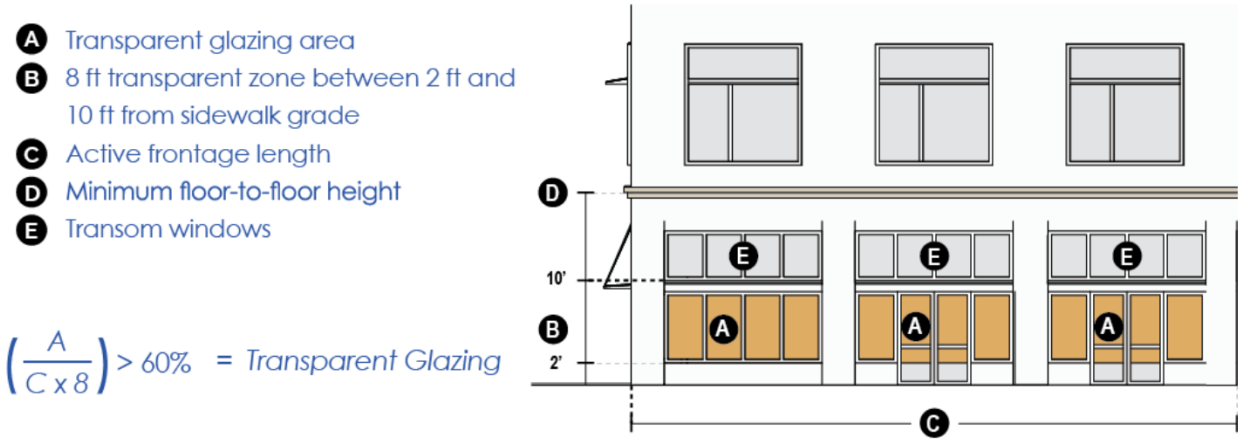
d. Blank Walls: Walls without fenestration or doors shall not exceed 15 feet in length.

e. Awnings, canopies and weather protection, where provided:

   I. When transom windows are above display windows, awnings, canopies and similar weather protection elements shall be installed between transom windows and display windows to allow for light to enter the storefront through the transom windows and allow the weather protection feature to shade the display window.

   II. Awnings may be fixed or retractable.

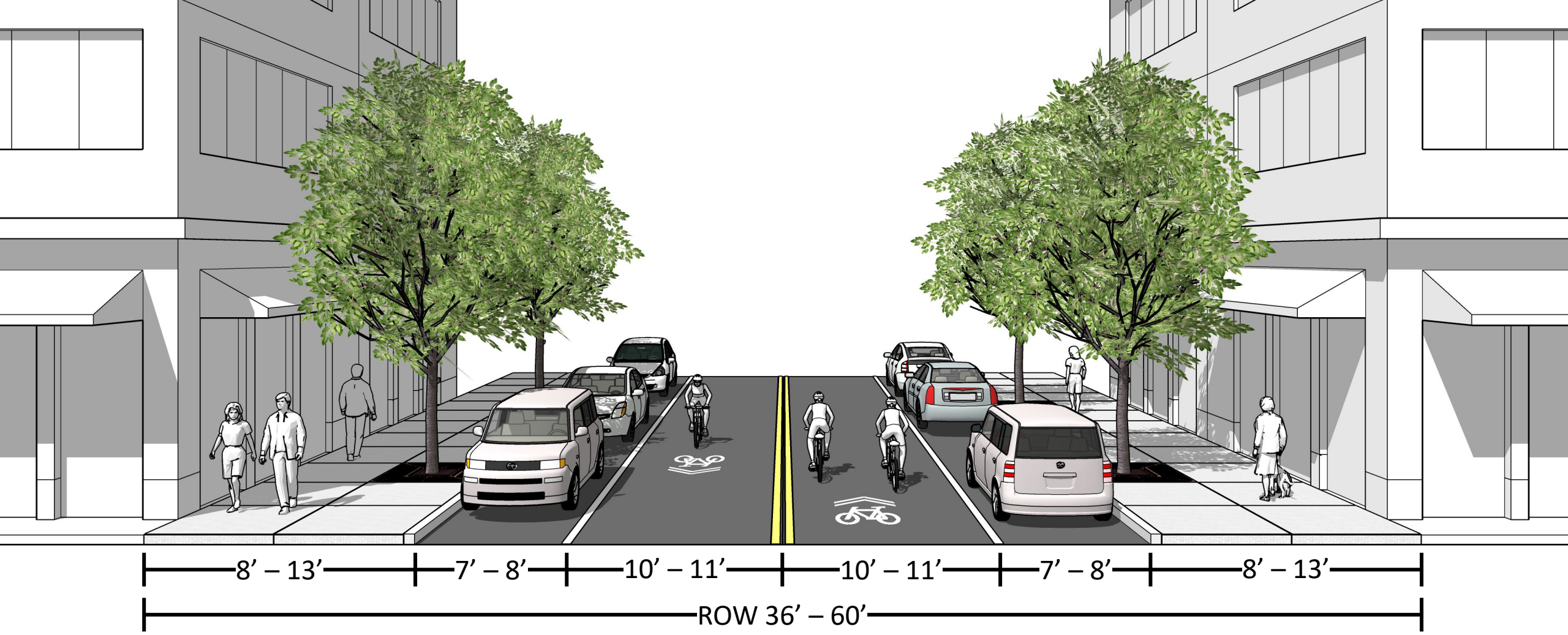
Figure 70.20.10.6.1 Active ground floor design



Source: Beaverton Code, Table 70.20.10.6.A

New Downtown Tigard Street Typologies

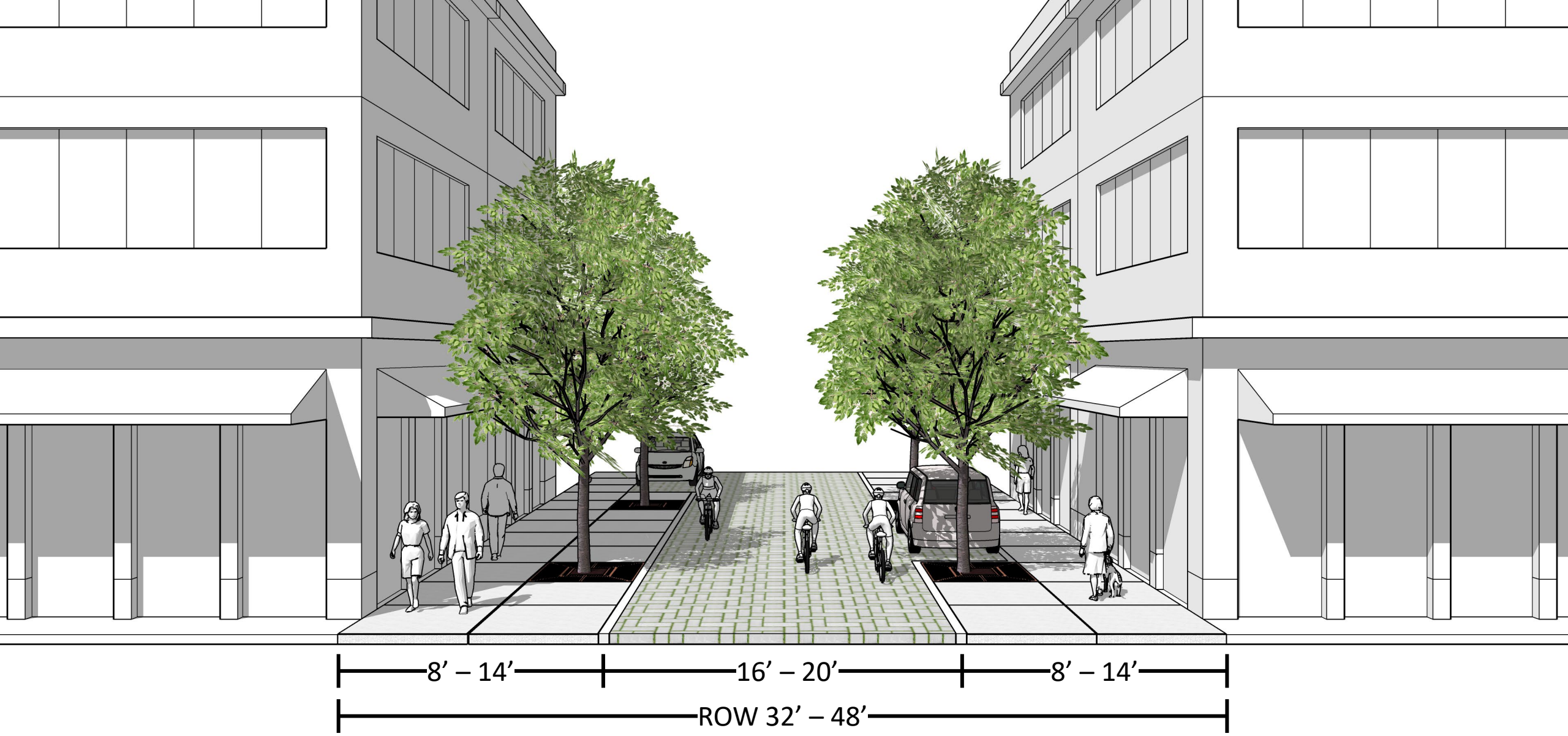
For inclusion in Plan District or Streets code (18.910), including updates to Table 18.910.1



Multimodal Streets are designed to balance the needs of all transportation modes, enabling safe use, supporting mobility for all, and activating street frontages. Target speeds are 25 miles per hour (MPH) and are further managed through traffic calming elements including narrow travel lanes, parking, intersection control devices, and landscaping elements to indicate an urban environment.

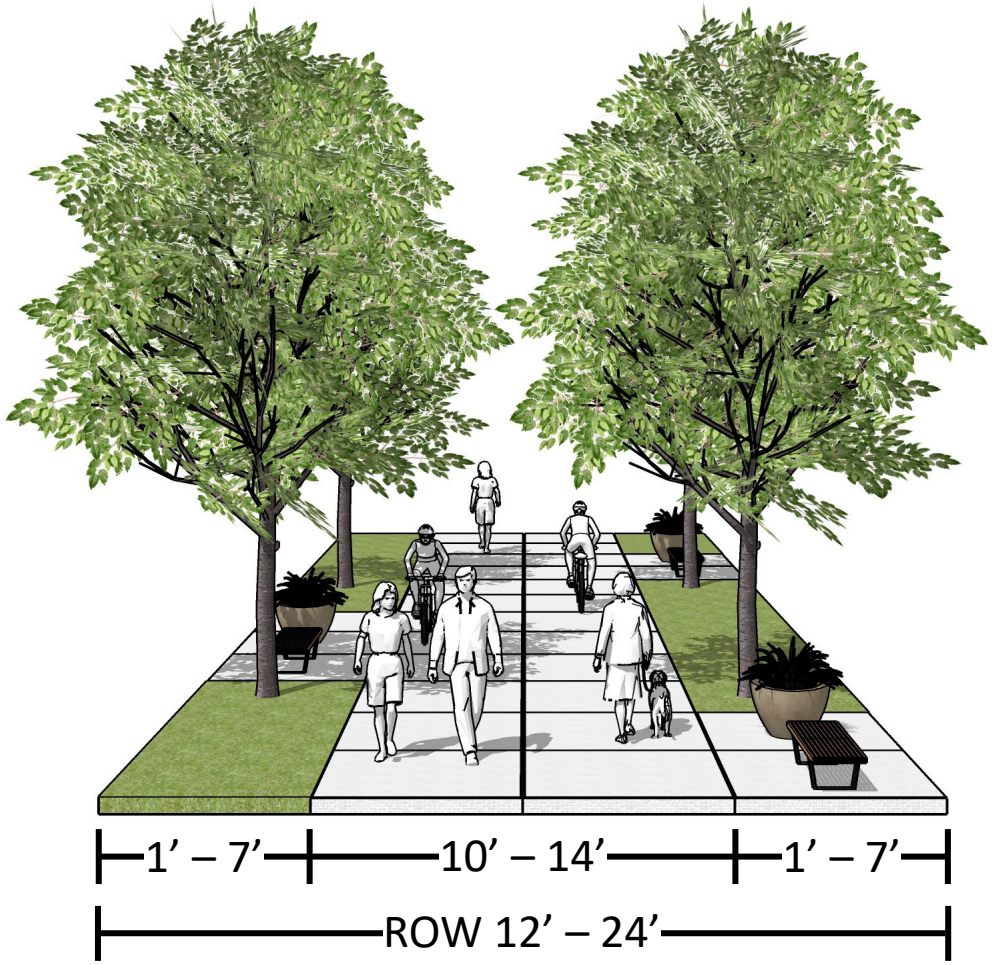
The slow speed environment contributes to comfortable experiences for people biking while sharing the road. Parking serves the dual purpose of providing access to local business as well as a physical buffer between the pedestrian realm and the travelway.

Approximate right-of-way (ROW) widths range from 36 to 60 feet depending on sidewalk widths and presence of parking.



Shared Streets are designed as shared environments, with an emphasis on people, low speeds, and placemaking. Shared Streets provide vehicular access but are catered to giving people a comfortable, social, and welcoming environment with little modal division. Modal space is defined through pavers and changes to surface material. Parking is flexible and can be provided on a block-by-block basis or at individual locations. Speeds are managed through traffic calming elements.

Approximate ROW widths range from 32 to 48 feet depending on sidewalk widths.



Paths are designed for people walking, biking, and rolling and do not provide access for vehicles. Minimum Path widths are 10 feet and can be widened based on surrounding context, land uses, and anticipated path user volumes. Opportunities for landscaping, placemaking, and path amenities are encouraged.

Approximate ROW widths range from 12 to 24 feet.

DOWNTOWN TIGARD
Reimagined

KITTELSON & ASSOCIATES
851 SW 6th Avenue, Suite 600
Portland, OR 97204
P 503.228.5230

Memorandum

November 6, 2023 Project# 23021.047

To: Glen Bolen, AICP; Oregon Department of Transportation (ODOT)
Sean Farrelly, City of Tigard

From: Nick Gross, Susan Wright, PE, PMP

RE: Tigard Downtown Reimagined
Multimodal Transportation Gap Summary & Highway Impact Summary DRAFT

PROJECT OVERVIEW

The Tigard Downtown Reimagined Project (Project) aims to integrate Downtown Tigard's historic roots with contemporary development patterns and respond to community needs for more housing and multimodal travel options. Building upon previous and concurrent planning efforts, this Project aims to modernize the City's approach to development, transportation, and equity by providing recommendations for policies, financial investment, and code changes that:

- Support Transit Oriented Development ("TOD")
- Set new equity and climate policy and implementation goals
- Provide quality walking, cycling and transit choices
- Create a vibrant community through strategic investments

The Project area is primarily zoned Mixed Use-Central Business District (MU-CBD), with small areas zoned General Commercial, Light Industrial, Industrial Park and Parks and Recreation at the edges of the project area. There is no residential zoning within the project area.

The MU-CBD zone is regulated by the Tigard Downtown Plan District, which includes development standards that encourage density and mixed uses, including minimum residential densities, taller ground floor height requirements, reduced parking requirements, small maximum setbacks, and urban-feeling lot coverage and landscape requirements.

Issue

The City's development standards are intended to encourage density and mixed uses; however, these patterns have not come to fruition. The Project is looking at refining building heights by downtown subareas[1] and eliminating maximum residential densities.

To achieve these objectives and vision of the Project, comprehensive plan, development code, and Metro 2040 Center boundary amendments are proposed to allow for and realize the desired development in the downtown core that contributes to a vibrant, active, welcoming, and accessible mixed-use area with increased residential densities and commercial businesses.

[1] Refined building heights are generally consistent with existing development code

STUDY AREA

The Project is located within an existing Metro Region 2040 Center, which is subject to Climate Friendly Areas (CFA) transportation review per OAR 660-012-0325(1). As part of the Project, amendments to the existing Metro Region 2040 Center boundary are proposed.

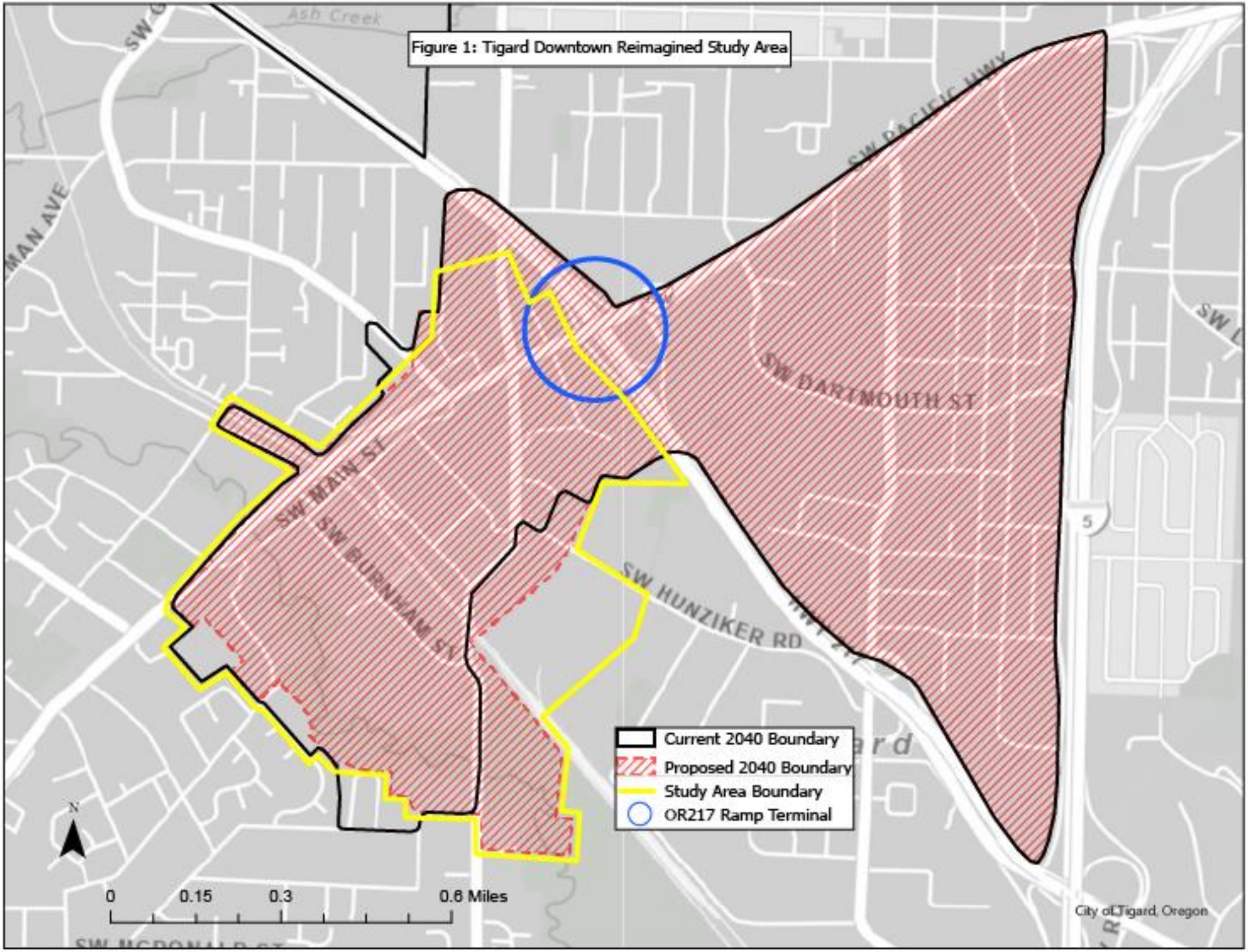
According to the latest round of draft amendments to Chapter 660 – Division 12 Transportation Planning documented as part of the Climate-Friendly and Equitable Communities Corrections & Clarifications Rulemaking, Rulemaking Advisory Committee Meeting 4,Cities and counties considering amendments to comprehensive plans or land use regulations to adopt or expand a 50 climate-friendly area as provided in OAR 660-012-0310 through OAR 660-012-0320, or a Metro Region 2040 51 center, must make findings, including:

> (a) A multimodal transportation study as provided in section (4); and
>
> (b) The multimodal transportation study must include a highway impacts summary as provided in section (5) if the designated climate-friendly area as provided in OAR 660-012-0315 or Region 2040 center contains a ramp terminal intersection, state highway, interstate highway, or adopted ODOT Facility Plan."

The Multimodal Transportation Gap summarizes the existing facility gaps for the automobile, truck/freight, pedestrian, bicycle, Americans with Disability (ADA), and transit networks.

This Highway Impact Summary is intended to address the potential effects on ODOT facilities within the Metro Regional Center or nearby that may occur from proposed changes to the current Comprehensive Plan policies and zoning for the project area.

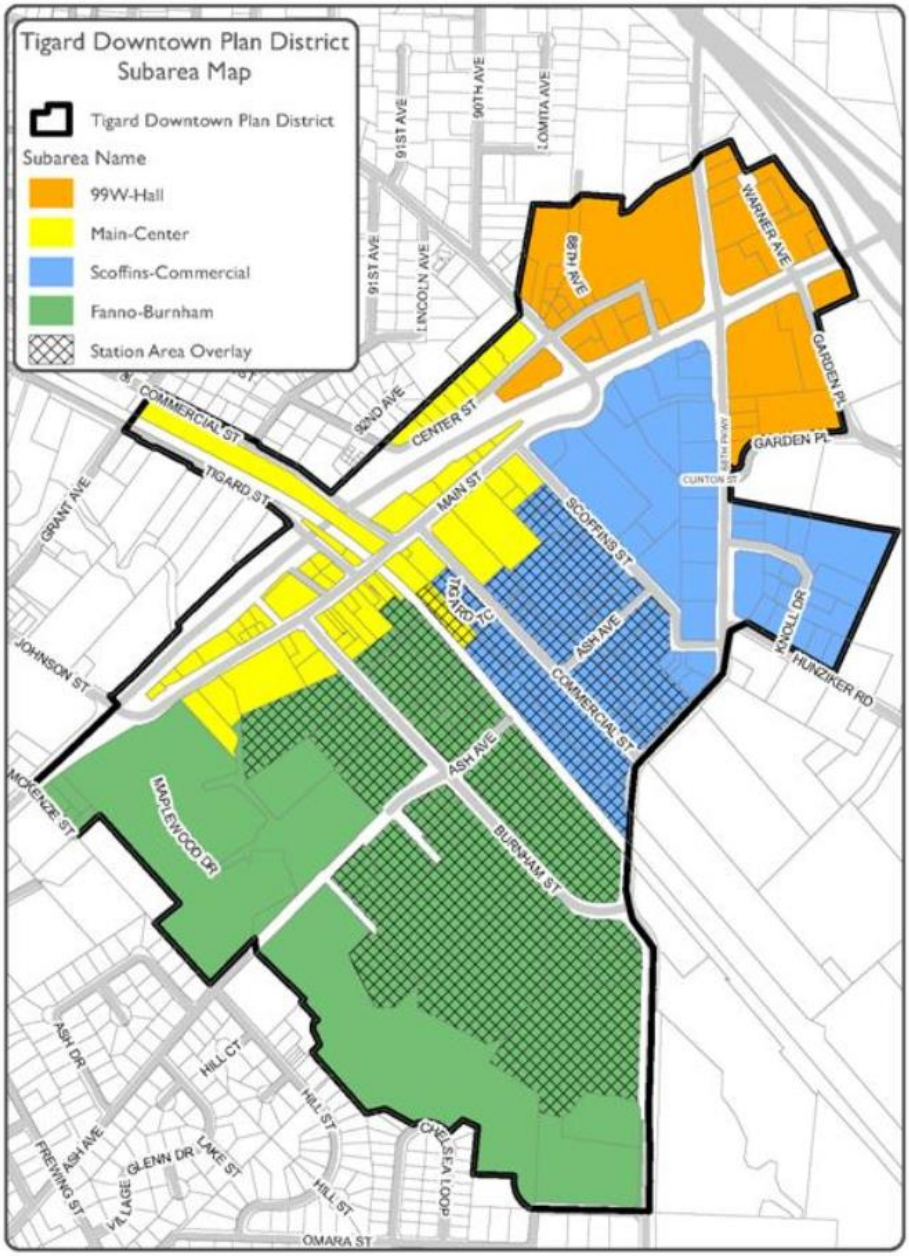
Figure 1 illustrates the Project study area, the proposed Metro Region 2040 boundary, and proximity to the OR217 ramp terminal.


Figure 1: Tigard Downtown Reimagined Study Area
Ash Creek
SW MAIN ST
SW BURNHAM ST
SW DARTMOUTH ST
SW HUNZIKER RD
Current 2040 Boundary
Proposed 2040 Boundary
Study Area Boundary
OR217 Ramp Terminal
N
0
0.15
0.3
0.6 Miles
City of Tigard, Oregon

Existing Downtown Tigard Subarea Map

Most of the project area lies within Downtown Tigard and is zoned MU-CBD[2]. As identified in the City's Development Code, Downtown Tigard is further divided into four (4) unique subareas as well as a Station Area Overlay. Figure 2 illustrates the Subarea Map for Downtown Tigard.

Figure 2: Tigard Downtown Plan District Sub-Areas Map



As part of the Project, modifications to the Subarea Map are proposed as well as changes to expand the Downtown mixed-use zone (MU-CBD) to additional parcels east of Hall Blvd.

[2] https://www.tigard-or.gov/your-government/departments/community-development/planning/zoning

PLANNED TRANSPORTATION IMPROVEMENTS

There are several planned transportation facilities and investments within the Project study area that support vehicular capacity improvements, mode shift from single occupancy vehicles (SOV) to active transportation modes, and safety improvements. These improvement projects are documented in the plans and projects summarized below with further detail of their respective benefits described in Appendix A.

- Southwest Corridor Light Rail Project
- City of Tigard Transportation Safety Action Plan 2019
- City of Tigard Transportation System Plan 2022
- Washington County Transportation System Plan 2019
- Statewide Transportation Improvement Program 2021-2024
- Metro Regional Transportation Plan 2018
- Metro Regional Transportation Plan 2023
- TriMet Pedestrian Plan, 2020

EXISTING TRANSPORTATION NETWORK

The following sections describe specific modal infrastructure for the pedestrian, bicycle, and transit networks, and identifies gaps in those networks. These summaries rely on the information published in the City's recently adopted 2020 Transportation System Plan (TSP) as well as ODOT's TransGIS website.

Automobile Network

The general characteristic of the Project area is that of a Traditional Downtown/Central Business District. The Project area is generally bounded by OR99W (Pacific Highway West) to the north-northwest, OR217 to the east, and Fanno Creek to the south-southwest, with OR141 (SW Hall Boulevard/Beaverton-Tualatin Highway) running north-south through the center.

State Facilities

OR99W (Pacific Highway West)

OR99W (Pacific Highway West) is an Urban Other Principal Arterial with a posted speed of 35mph within the Project area (OR217 southbound ramps [MP 8.69] to SW McKenzie Street [MP 9.56]). West of SW Greenburg/Main Street(MP 8.93), OR99W has a 4-lane section. East of SW Greenburg Road/Main Street, OR99W widens to a 5-lane section approaching the OR217 interchange. Shoulders are provided along OR99W within the Project area with the exception of the segment on and approaching the OR99W viaduct over the Portland & Western Railroad/Westside Express Service Light Rail (MP 9.18 to MP 9.38). OR 99W is classified as a Statewide Highway.

According to ODOT's TransGIS, the Average Annual Daily Traffic (AADT) within the Project area on OR99W is approximately 35,500 with a range of 30,001 to 50,000.

OR141 (SW Hall Boulevard/Beaverton-Tualatin Highway)

OR141 (SW Hall Boulevard/Beaverton-Tualatin Highway) is a 2-lane Urban Minor Arterial with paved shoulders and a posted speed of 30mph between OR99W (MP 4.97) and Tigard City Hall (MP 5.62). Two-way left turn (TWLT) lanes and dedicated left-turn lanes are located intermittently. South of Tigard City Hall, the posted speed increases to 35mph.

According to ODOT's TransGIS, the AADT on OR141 within the Project area is approximately 9,400 with a range of 5,001-10,000 between OR99W and SW Burnham Street and approximately 11,200 with a range of 10,001 – 15,000 south of SW Burnham Street.

Interchange

The OR99W/OR217 southbound ramp terminal is located approximately 100 feet east, and the OR99W/OR217 northbound ramp terminal is located approximately 730 feet east of the Project study area.

Primary Local Streets

The primary local streets within the Project area are SW Main Street, SW Burnham Street, SW Commercial Street, SW Hunziker Street, and SW Scoffins Street. A summary of the roadway characteristics including functional classification, number of lanes, posted speed, and on-street parking is summarized in Table 1.

Table 1: Primary Local Street Characteristics

Roadway	Functional Classification	Number of Travel Lanes	Posted Speed (MPH)	On-Street Parking
SW Main St	Collector	2	20	Yes
SW Burnham St	Collector	2-3	30	Yes
SW Commercial St	Local	2	30	Yes
SW Hunziker St	Collector	2	35	No
SW Scoffins Rd	Collector	2-3	Not Posted	No

In addition to the network described above, the Project has identified a Recommended Connectivity Concept that includes the new local multimodal streets, proposed paths, and shared street connections to facilitate the movement of people in and around the Downtown Tigard area. Appendix B illustrates the Recommended Connectivity Concept.

Study Intersections

The Downtown Tigard Reimagined Plan area includes 11 study intersections analyzed for existing and future motor vehicle traffic operations. These intersections include a mix of Oregon Department of Transportation (ODOT) facilities and City of Tigard facilities. Table 2 describes the intersection jurisdiction and intersection control.

Table 2. Study Intersections and Intersection Control Type

#	Intersection	Jurisdiction	Intersection Control
1	OR 99W/SW Hall Boulevard	ODOT	Signalized
2	OR 99W/OR 217 (southbound ramps)	ODOT	Signalized
3	OR 99W/OR 217 (northbound ramps)	ODOT	Signalized
4	OR 99W/SW Main Street/SW Greenburg Road	ODOT	Signalized
5	OR 99W/SW Main Street/SW Johnson Street	ODOT	Signalized
6	SW Hall Boulevard/SW Hunziker Street/SW Scoffins Street	ODOT	Signalized
7	SW Hall Boulevard/SW Commercial Street	ODOT	Two-Way Stop Control
8	SW Hall Boulevard/SW Burnham Street	ODOT	Signalized
9	SW Main Street/SW Commercial Street	Tigard	One-Way Stop Control[1]
10	SW Main Street/SW Scoffins Street	Tigard	All-Way Stop Control
11	SW Main Street/SW Tigard Street	Tigard	One-Way Stop Control[2]

1. SW Commercial Street northbound stop controlled.
2. SW Tigard Street southbound stop controlled

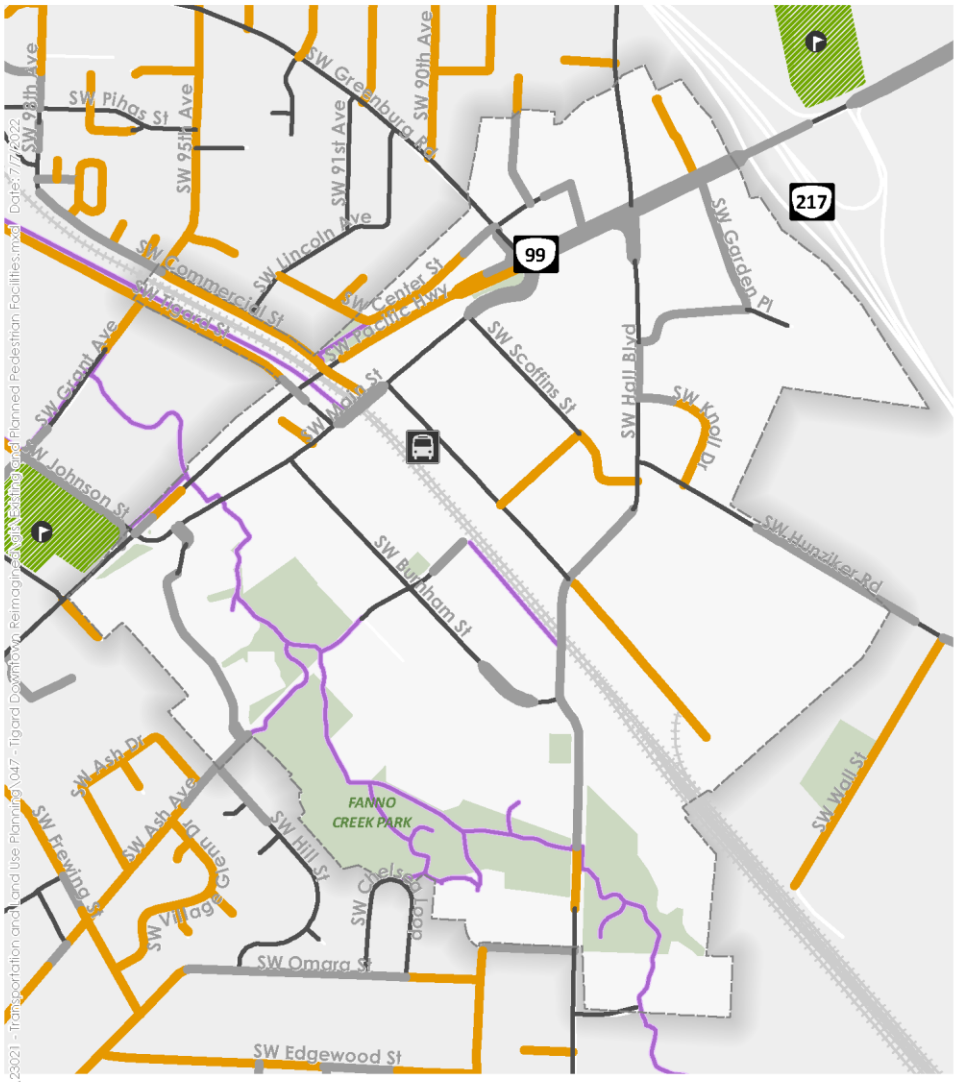
Truck/Freight Network

OR99W is classified as a freight route in the Oregon Highway Plan and is part of the National Freight network. OR99W within the Project area is identified as a Reduction Review (ORS 366.215) Route; however, it is not identified as a High Clearance Route. Trucks compose approximately 3.8 percent of traffic on OR99W within the Project area. None of the local streets within the Project are part of the National or OHP Freight network.

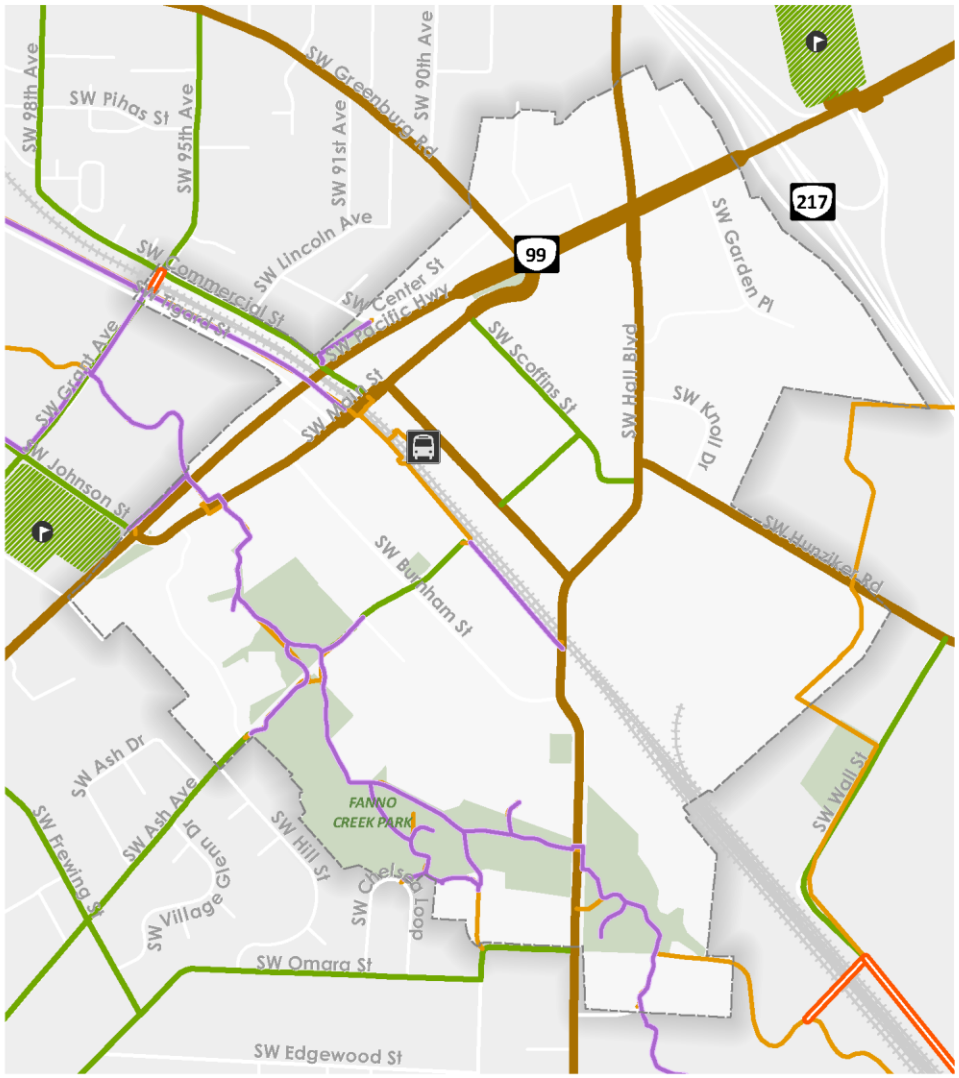
Pedestrian Network and Network Gaps

The City of Tigard's TSP documents the pedestrian network and network gaps within the Project area. Figure 3 illustrates the existing pedestrian and planned pedestrian network for the Project area[3].

[3] ODOT's TransGIS website incorrectly identifies the presence of sidewalks on OR99W.



Existing Pedestrian Network



Planned Pedestrian Network

- Existing Sidewalk on One Side
- Existing Sidewalk on Both Sides
- No Existing Sidewalks
- Existing Trails
- Transit Center
- School
- Parks
- Planned Pedestrian Corridor
- Planned Neighborhood Greenway
- Planned Trail
- Proposed Active Transportation Connection

0 1,000 Feet

Figure 3

KITTELSON & ASSOCIATES

Pedestrian Facilities
Tigard, Oregon

Within the Downtown Tigard Reimagined study area, there are streets with complete sidewalks on both sides, streets with a complete sidewalk on one side, and streets with no complete sidewalks. There is also the Tigard Heritage Trail and the Fanno Creek Trail, the latter of which has overhead flashing beacons at its crossing at SW Hall Boulevard and a rectangular rapid flashing beacon at its crossing with SW Main Street.

Streets with complete sidewalks provide a mixture of curb-tight sidewalks as well as sidewalks that are set back from the curb with street trees or stormwater retention facilities. SW Burnham Street has four midblock crosswalks, three of which include brick pavers on an asphalt street, as well as curb extensions to shorten the pedestrian crossing distance. Similarly, all of the crosswalks on SW Main Street on the west side of the railroad tracks use brick pavers to denote crossings at either intersections or at midblock locations.

Streets with complete sidewalks on one side of the street are somewhat common within the study area. Among the study area streets, SW Hall Boulevard has a complete sidewalk on the west side of the street, but a limited amount of sidewalk on the east side of the street south of SW Hunziker Street. On SW Hunziker Street, there is a complete sidewalk on the north side of the street and a partially complete sidewalk on the south side of the street. SW Tigard Street has a complete sidewalk on the north side of the street, but the south side of the street only has a complete sidewalk near the SW Main Street intersection.

Streets that do not have complete sidewalks vary in where these facilities are lacking. Highway 99W through downtown Tigard has no sidewalks on the bridge over the railroad tracks, but there are sidewalks on either side of the bridge. SW Ash Avenue east of the railroad tracks has no sidewalks at all. And SW Scoffins Street has complete sidewalks north of SW Ash Avenue but no sidewalks south of Ash Avenue.

Bicycle Network and Network Gaps

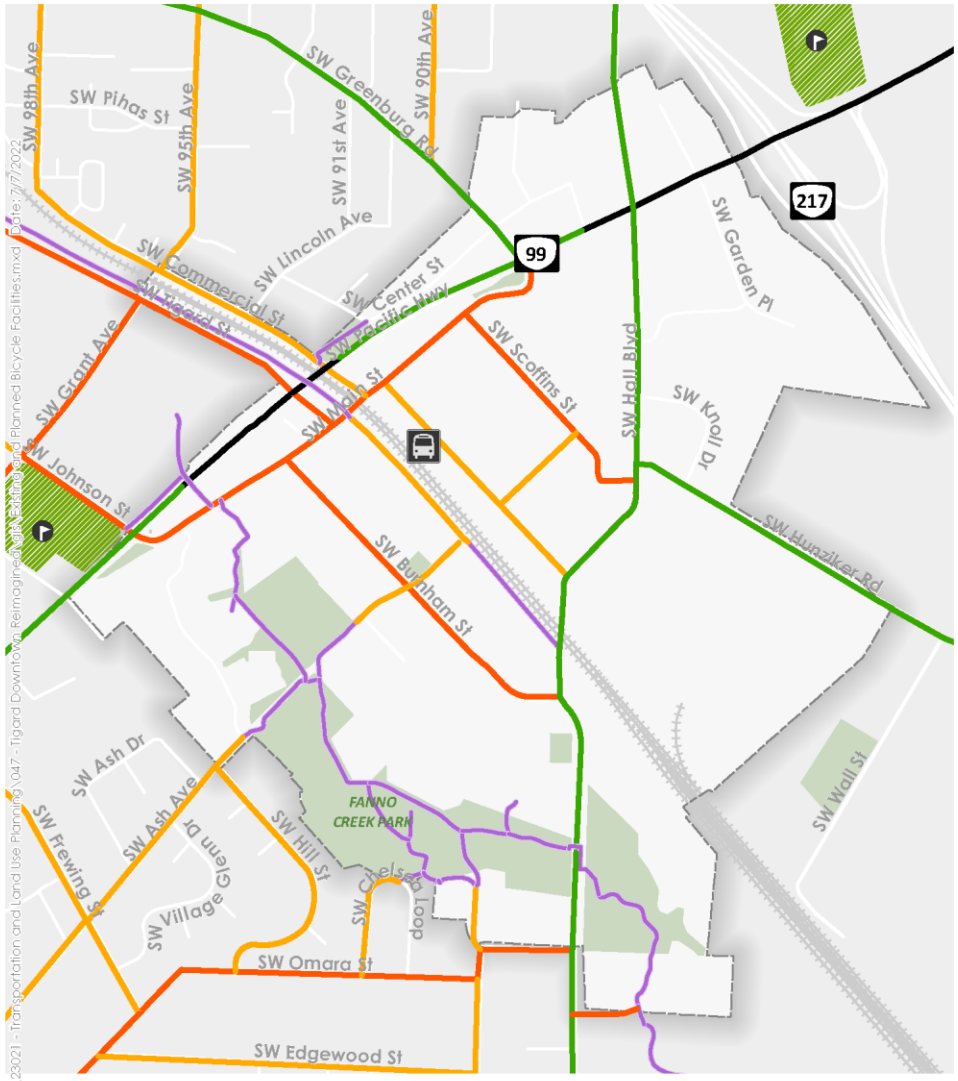
The City of Tigard's TSP documents the bicycle network and network gaps within the Project area. Figure 4 illustrates the existing bicycle and planned bicycle network for the Project area.

On-street bicycle lanes are located on Highway 99W, SW Hall Boulevard, and SW Greenburg Road. Highway 99W is classified as a principal arterial, and SW Hall Boulevard and SW Greenburg Road are both classified as arterials. The Highway 99W bridge over the railroad does not include bicycle lanes.

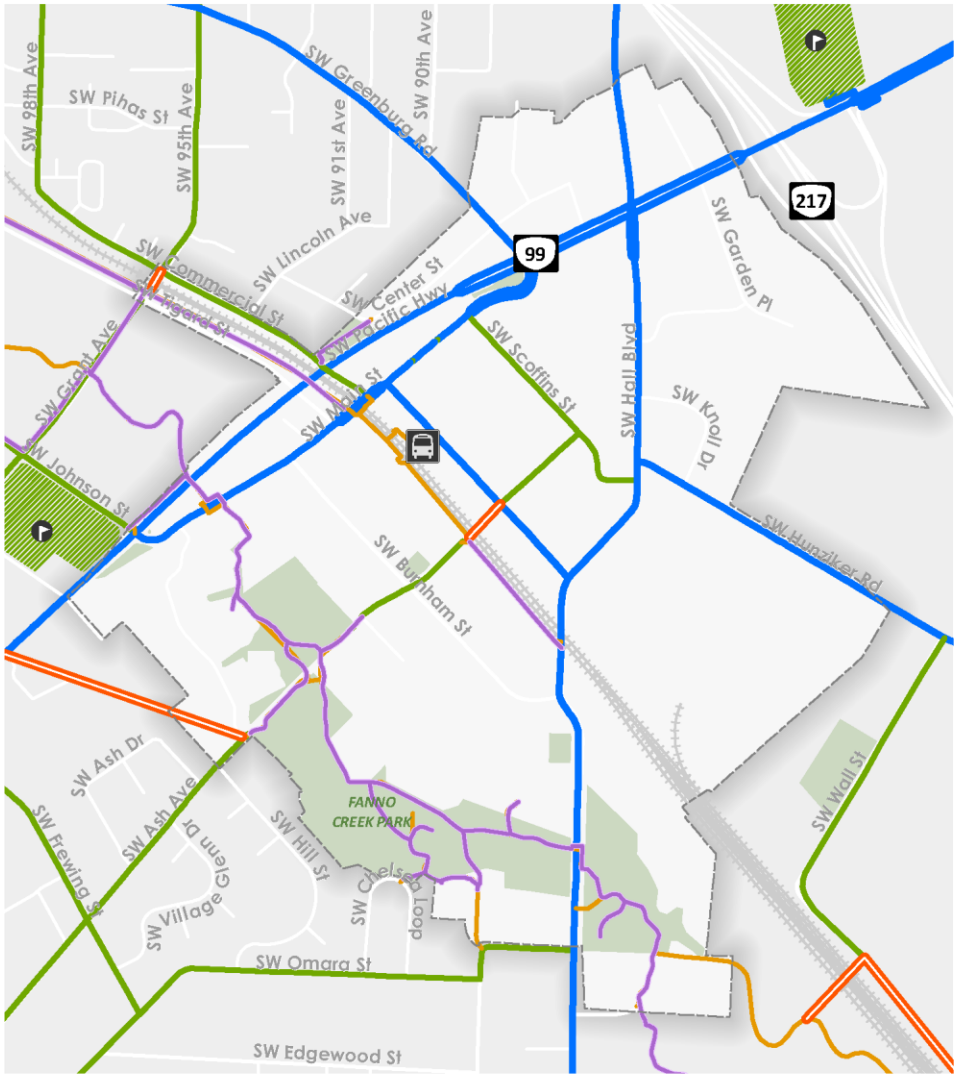
For the remaining street network within the study area, bicyclists must share the roadway with vehicles. SW Main Street, SW Hunziker Street, SW Burnham Street, and SW Scoffins Street are all classified as collector roadways with shared bicycle and vehicular facilities. The remaining streets in the study area are neighborhood roadways.

As shown in Figure 4, two key active transportation connections are proposed to address existing gaps in the active transportation network across the railroad. These proposed active transportation connections include the SW Grant Avenue/SW 9th Avenue railroad undercrossing and the SW Ash Avenue railroad overcrossing.

Addressing these active transportation gaps will increase active transportation access in the study area and improve larger active transportation connectivity by providing lower stress, higher comfortable connections accessible to a broader range of populations. Today, the only grade separated railroad crossing within the study area is OR99W which as described previously, does not include sidewalks or bike lanes.



Existing Bicycle Network



Planned Bicycle Network

- Existing Multi-Use Path
- Existing Bike Lane
- Existing Difficult Connection
- Existing Shared Lane on Moderate Traffic Through Street
- Existing Shared Lane on Low Traffic Though Street
- Transit Center
- School
- Parks
- Planned Major Street Bikeway
- Planned Neighborhood Greenway
- Planned Trail
- Proposed Active Transportation Connection

0 1,000 Feet

Figure 4

Bicycle Facilities Tigard, Oregon

H:\23\23021 - Transportation and Land Use Planning\047 - Tigard Downtown Reimagined\GIS\mxd\Planned Bicycle Facilities.mxd Date: 7/7/2022

American with Disability Act (ADA) Gaps

The following section summarizes the presence and compliance of ADA facilities located along the state highways located in the Project area. The majority of intersections are equipped with ADA infrastructure (ramps, push buttons, detectable warning systems), but based on further review, do not meet ADA compliance.

Pedestrian Ramps

The following intersections do not meet ADA ramp compliance for all corners of the intersection.

- OR99W/SW McKenzie Street
- OR99W/SW Johnson Street/SW Main Street
- OR99W/OR141 (Hall Boulevard/Beaverton-Tualatin Highway)
- OR99W/OR217 southbound ramps
- OR141 (Hall Boulevard/Beaverton-Tualatin Highway)/SW Commercial Street

The following intersections do not meet ADA ramp compliance for most corners of the intersection.

- OR99W/SW Greenburg Road/Main Street – the northwest corner ramp meets ADA compliance; all other corners do not.
- OR141 (Hall Boulevard/Beaverton-Tualatin Highway)/SW Hunziker Road – the northeast corner ramp meets ADA compliance; all other corners do not.
- OR141 (Hall Boulevard/Beaverton-Tualatin Highway)/SW Scoffins Street – the southwest corner ramp meets ADA compliance; all other corners do not.
- OR141 (Hall Boulevard/Beaverton-Tualatin Highway)/SW Burnham Street – the northeast corner of ramp meets ADA compliance; all other corners do not.

Push Buttons

Push buttons are located at all state highway intersections within the Project area; however, all push buttons are flagged as "poor" for functional condition and lack audible signal, making them not compliance to ADA standards.

ADA information including ramp compliance, push button information is provided on ODOT's TransGIS website: ODOT TransGIS (state.or.us).

Sidewalks

Sidewalk conditions on OR99W and OR141 were evaluated as part of the Multimodal Transportation Summary. As previously state and shown in Figure 3, sidewalk gaps are present along OR99W. Where sidewalks exist, they often do not meet ADA compliance for facility widths due to clearance requirements or pinch points (mailboxes, utility poles, signage, railings, etc.)

There remains a need to close sidewalk and ADA infrastructure gaps, consistent with the projects and priorities expressed in the City's TSP.

Transit Network and Network Gaps

Transit service in Downtown Tigard is provided by TriMet and Yamhill County Transit.

There are seven bus lines and one commuter rail line across two transit agencies that serve the Project area. These include two frequent service TriMet bus routes (Line 12 and Line 76), as well as one-seat service to downtown Portland, Beaverton, Tualatin, Lake Oswego, Wilsonville, and McMinnville. Table 3 includes service details for each transit route within the downtown Tigard study area.

Each of these transit routes serves the Tigard Transit Center, which is located on SW Commercial Street to the south of SW Main Street. Tigard Transit Center includes a park and ride, and bike lockers/bike racks. Figure 5 illustrates the existing and planned transit network.

Table 3. Transit Routes Serving Downtown Tigard

Route	Operator	Service Days	Hours	Frequency
WES Commuter Rail	TriMet	Weekdays	5:15 AM – 9:30 AM 3:30 PM – 7:45 PM	45 minutes
12	TriMet	All Days	5:00 AM – 2:00 AM	15 minutes
45	TriMet	All Days	5:45 AM – 8:30 PM (weekdays) 10:30 AM – 7:45 PM (weekends)	60 minutes (weekdays) 75 minutes (weekends)
64	TriMet	Weekdays	2:45 PM – 7:30 PM	30 minutes
76	TriMet	All Days	6:00 AM – 11:50 PM	15 minutes
78	TriMet	All Days	6:00 AM – 11:30 PM (weekdays) 6:00 AM – 8:20 PM (weekends)	30 minutes
94	TriMet	All Days	4:30 AM – 1:10 AM	15 minutes (PM peak) 30 minutes (all other times)
44/44X	Yamhill County Transit	Monday – Saturday	5:10 AM – 8:50 PM (weekdays) 7:45 AM – 7:45 PM (Saturday)	45 minutes (weekday peak) 90 minutes (weekday off-peak) 3 hours (Saturday)

Southwest Corridor Light Rail Project

Metro, TriMet, and the Federal Transit Administration completed the Final Environmental Impact Statement (FEIS) for the Southwest Corridor Light Rail Project in January 2022. The FEIS identified a preferred route through downtown Tigard, beginning with an at-grade crossing of SW Hunziker Street at SW Knoll Drive, then running adjacent to SW Hall Boulevard to SW Commercial Street, where the alignment turns to the south and runs along the eastside of the existing railroad tracks. Figure 5 includes the routing for the proposed Southwest Corridor project.

The Southwest Corridor Light Rail Project was part of a larger transportation funding measure on the November 2020 ballot across the entire Metro region. That measure failed to pass, so design work on the Southwest Corridor Light Rail Project has been paused.

Transit Bottlenecks

During the summer of 2023, TriMet and Metro launched the "Better Bus" program designed to make bus travel more effective and more attractive using a data-driven approach. Preliminary analysis identified in the Better Bus: Simplified Systemwide Review web-based tool provides a detailed look at six evaluation metrics related to transit operations on the entire TriMet bus system. This data was derived from an initial screening of the entire TriMet bus system with exclusion of some geographic locations (e.g., transit mall, Tilikum Crossing, transit centers). High & medium delay locations were identified through the application of a scoring approach using 20 values: four delay and travel time metrics and five time periods. The analysis divided the TriMet service area into 14 subareas and the top 20% of segments within each subarea were selected and incorporated into the Better Bus: Simplified Systemwide Review web-based tool.

Exhibit 1 shows Passenger Delay (passenger hours) per mile per day and Exhibit 2 shows travel time variability (ratio of run times) in Downtown Tigard where transit service is provided.

Exhibit 1: Passenger Delay (passenger hours) per mile per day

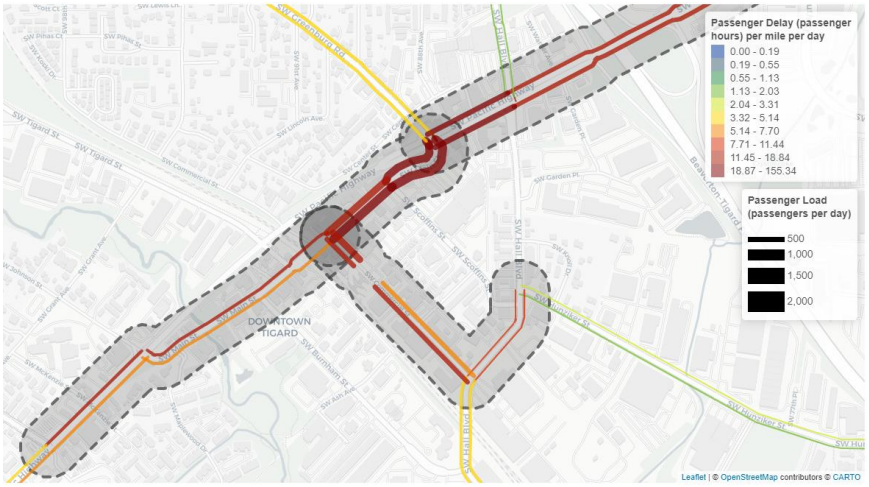
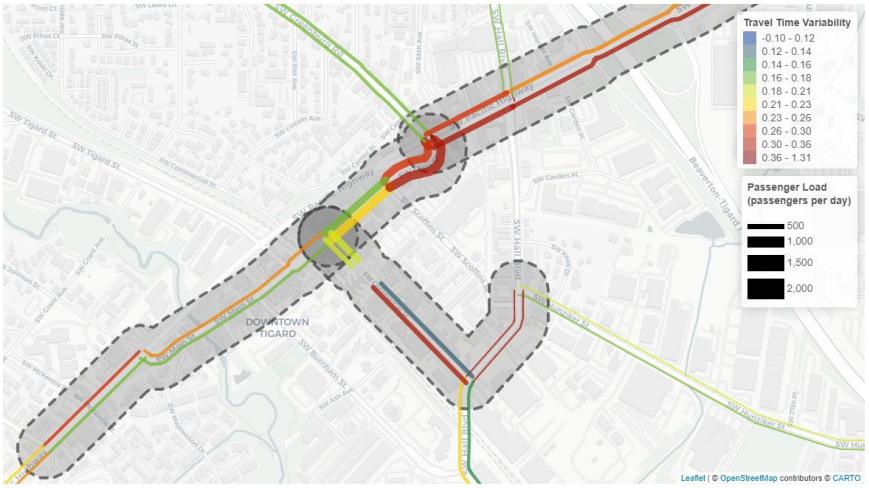
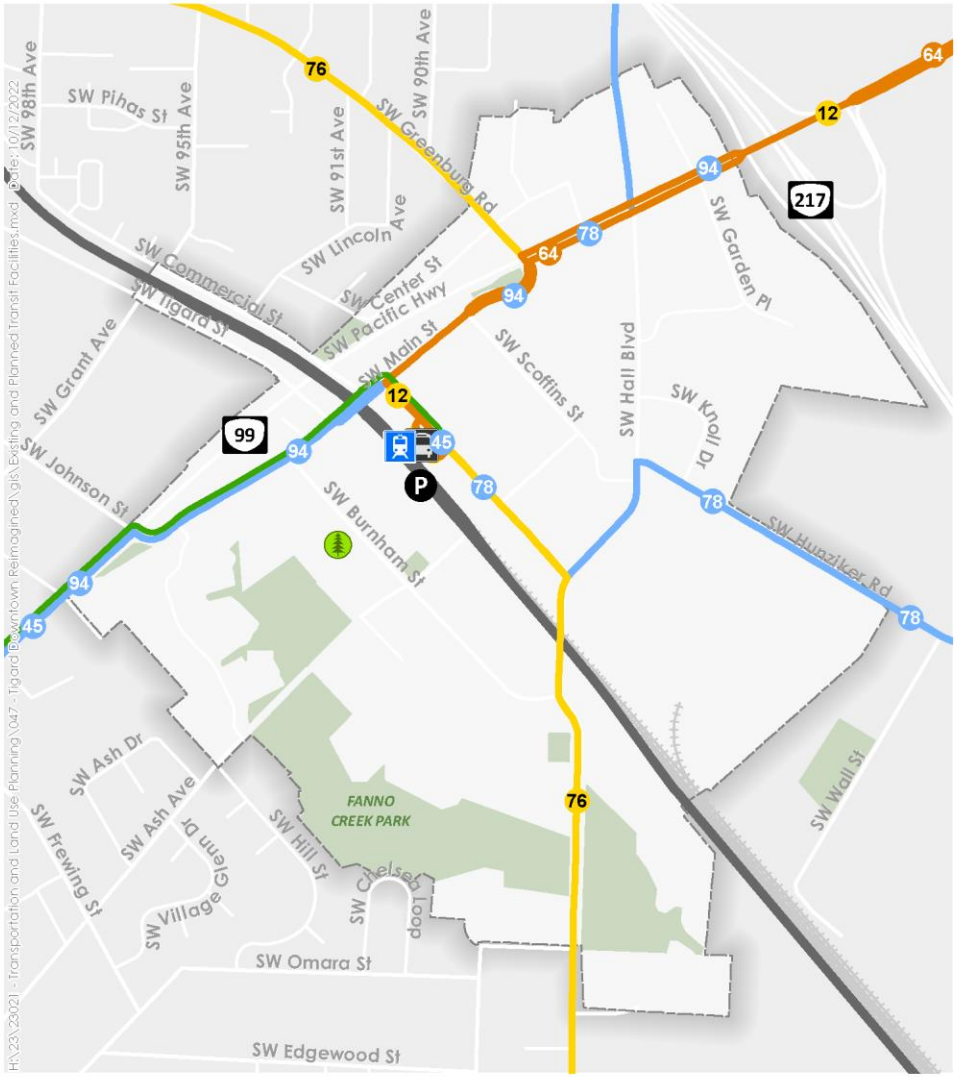


Exhibit 2: Travel Time Variability (ratio of run times)

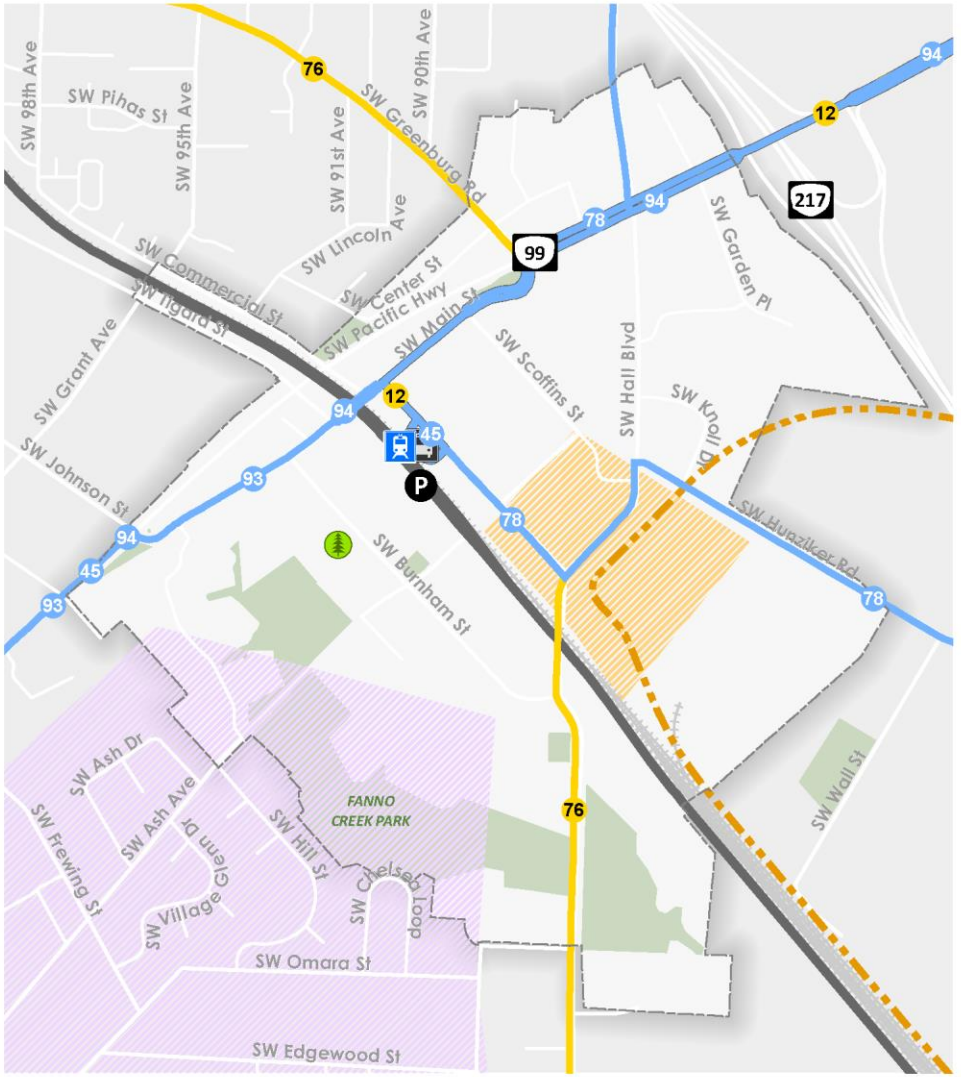


As shown in Exhibit 1, greater than 5 hours of passenger delay is reported along OR99W as well as SW Commercial Street in Downtown Tigard. Exhibit 2 shows high levels of travel time variability at the SW Greenburg Road/OR99W intersection.

Opportunities to address existing transit service bottlenecks including passenger delay and travel time variability should be explored as part of a follow-up transit service and operations study. The City should evaluate grant funding opportunities in partnership with ODOT to address transit bottlenecks and operations.



Existing Transit Network



Planned Transit Network

- Existing Peak Hour Transit
- Existing Frequent Transit
- Existing Regular Transit
- Existing Yamhill County Transit
- Existing TriMet WES Commuter Rail
- Transit Center
- Park-and-Ride
- WES Station
- Future Universal Plaza
- Study Area Boundary
- Planned Frequent Transit Route
- Planned Regular Transit Route
- Planned Southwest Corridor
- TriMet WES Commuter Rail
- TOD Priority Area
- On Demand Service Need

0 1,000 Feet

Figure 5

Transit Facilities
Tigard, Oregon

KITTELSON & ASSOCIATES

EXISTING DEVELOPMENT CAPACITY OF THE CFA

Section 18.650.050 Development Standards of the City's Development Code set the standards for the existing maximum development capacity. The building height maximums and residential density maximums are the most significant development standards impacting development capacity. These standards are summarized below for each of the four (4) subareas within Downtown Tigard.

18.650.050 Development Standards

A. Development standards. Development standards are provided in Table 18.650.1

Table 18.650.1
Development Standards

Standard	Sub-Areas			
	Main Street (MS)	*99W/Hall Corridor (99H)*	*Scoffins/Commercial (SC)*	*Fanno/Burnham (FB)*
Minimum Lot Size	None	None	None	None
Minimum Lot Width	None	None	None	None
Minimum Setbacks				
- *Front*	0 ft.	0/5 ft. (5 ft. for frontage on 99W)	0 ft.	0 ft.
- *Street side*	0 ft.	0 ft.	0 ft.	0 ft.
- *Side*	0 ft.	0 ft.	0 ft.	0 ft.
- *Rear*	0 ft.	5 ft.	5 ft.	5 ft.
Maximum Setbacks				
- *Front*	10 ft.	25 ft.	20 ft.	20 ft.
- *Street side*	10 ft.	None	None	None
Building Height				
- *Minimum*	20 ft.	20 ft.	20 ft.	20 ft.
- *Maximum* [1]	80 ft.	45 ft.	80 ft.	80 ft. [2]
- *First story minimum*	15 ft.	15 ft.	None	None
Maximum Lot Coverage	100%	90%	90%	80%
Minimum Landscape Area [3]	0%	10%	10%	20%
Minimum Building Frontage	50%	50%	50%	50%
Residential Density (units per acre)				
- *Minimum* [4]	25	25	25	15
- *Maximum* [1]	50	50	50 [5]	50 [5]

Today, the maximum units per acre within the subareas in Downtown Tigard is 50 units per acre, with densities of up to 80 units per acre permitted in the Station Overlay as shown above.

One of the primary proposed changes as part of the Project is to eliminate the maximum residential density and rely on maximum building heights and setbacks.

PROPOSED DEVELOPMENT CAPACITY OF CFA

The Project study area has a very small supply of buildable (i.e., vacant) land. Much of what is identified as having a high level of redevelopment potential is in the Fanno Creek vegetated corridor and is not developable.

The two primary changes resulting from the adoption of the Project and updates to the comprehensive plan that could affect development capacity, in addition to other changes affecting the character of future development, are:

- Modifications to the City's Development Code to eliminate residential density maximums.
- Modifications to the subarea boundaries within the Downtown Tigard area and expansion of the downtown zoning to adjacent parcels within the Project area east of SW Hall Boulevard to reflect the preferred land use concept more closely. For example, the sites near the future light rail station are shown with industrial zoning but the preferred concept includes 6-12 story development.

Modifications to the City's Development Code

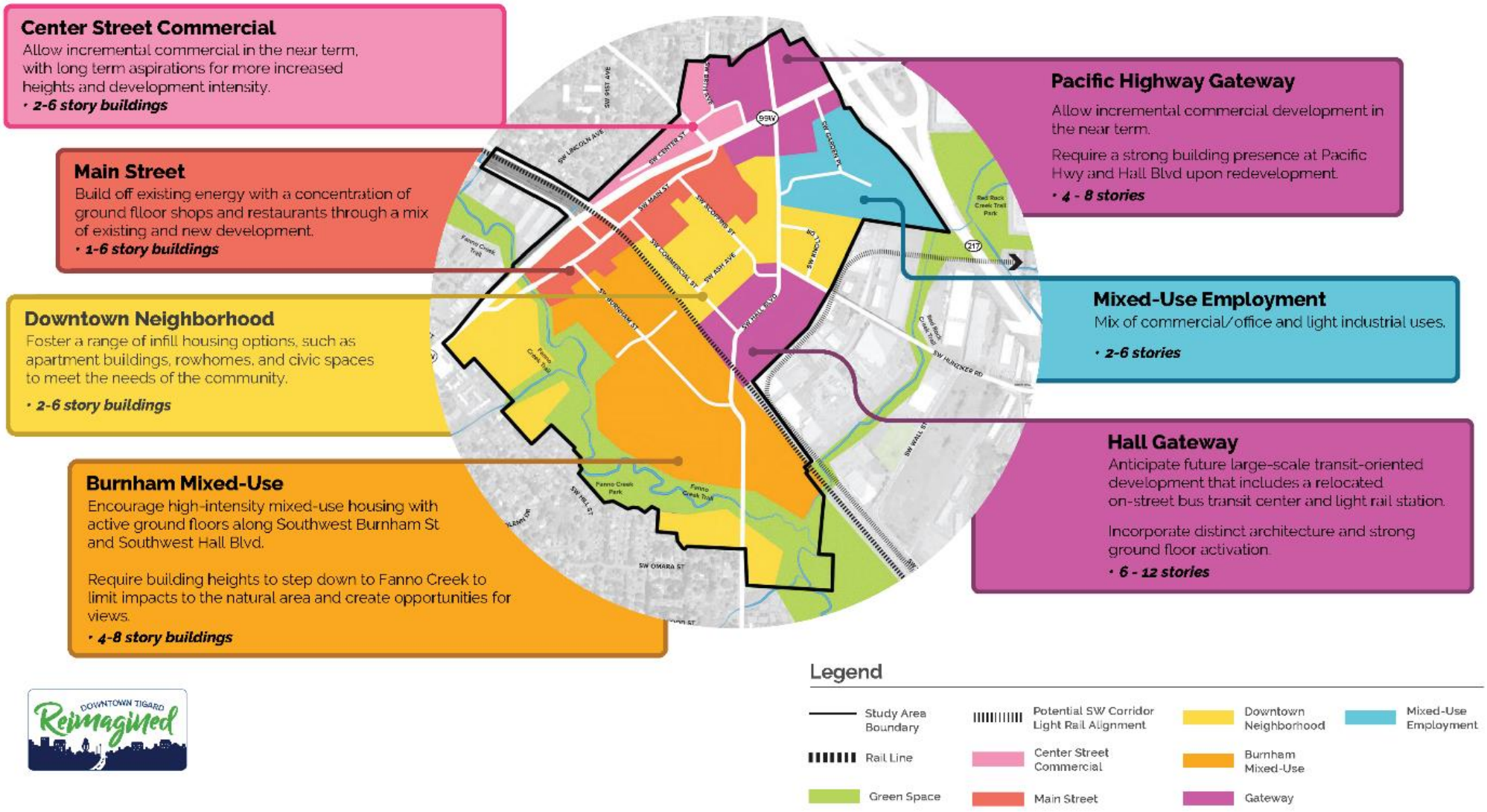
As described earlier, the Project proposes to eliminate maximum residential densities currently set for the downtown subareas and identified within Table 18.650.050 Development Standards in the City's Development Code

Building height maximums are currently set at 80 feet (~7 stories) for the Main Street, Scoffins/Commercial, and Fanno/Burnham subareas and 45 feet (~4 stories) for the 99W/Hall Corridor subarea and any areas within 200 feet of Fanno Creek Park. Building heights by subarea are proposed to be refined as shown in Figure 6. The maximum proposed building heights are primarily 6 stories with some areas up to 8 stories and 12 stories near the future Light Rail Station.

Modifications to Subarea Boundaries

The proposed modifications to the subarea boundaries within Downtown Tigard and expansion of the MU-CBD zoning district boundary are identified as part of the Preferred Land Use Concept. This overlay, illustrated in Figure 6 identifies typologies, general land use types, district areas, and building story recommendations.

Figure 6: Preferred Downtown Tigard Land Use Map



SUMMARY OF ADDITIONAL MOTOR VEHICLE TRAFFIC

As described earlier, **the land use changes associated with the Project will be almost exclusively focused on modifying the subarea boundaries within the existing Downtown zone (MU-CBD), which covers nearly the entire Project Area, and changing the zoning for the properties east of SW Hall Boulevard from industrial to urban mixed-use allowing buildings between 6 – 12 stories in height.**

As a result, the additional motor vehicle traffic generated by the adoption of the Project is primary focused on two changes:

- Refinement of building height maximums and boundary expansion in the Hall Gateway District to accommodate future transit-oriented development.
- Boundary expansion of the Burnham Mixed-Use District to include the Tigard City Library.

Hall Gateway District

The Hall Gateway District is anticipated to include future large-scale transit-oriented development that includes a relocated on-street bus transit center and the addition of a light rail station at Hall Boulevard. The Project also proposes expanding the boundary of the Hall Gateway District southwest of SW Hall Boulevard.

The feasibility of the Hall Gateway District being built out to 6 to 12 story buildings relies on the development of these non-motorized transportation facilities to attract this level of development and make feasible from a market standpoint. If investment like the relocated on-street bus transit center and light rail station do not come to fruition, it is unlikely that development consistent with this plan in the proposed Hall Gateway District would be catalyzed. Because the development associated with the proposed Hall Gateway District is heavily dependent on the investment in these active transportation facilities, **the increase in motor vehicle trips is negligible**. For the negligible amount of increased motor vehicle trips generated by the proposed changes to the Hall Gateway District, the currently planned mitigation and transportation improvement projects identified in Appendix A are anticipated to address the additional vehicular trip impacts.

Burnham Mixed-Use District

The primary change to the Burnham Mixed-Use District is the expansion easterly across SW Hall Boulevard. In this location, high-intensity mixed-use housing with active ground floor is encouraged. Because the Tigard Downtown Plan District Sub-Areas Map already includes most of the Burnham Mixed-use District area, additional trips are only associated with the newly added boundary east of SW Hall Boulevard. Because of the proximity to the planned transit and light-rail station improvements, **the increase in motor vehicle trips is negligible**. For the negligible amount of increased motor vehicle trips generated by the proposed changes to the Burnham Mixed-Use District, the currently planned mitigation and transportation improvement projects identified in Appendix A are anticipated to address the additional vehicular trip impacts.

Existing Transportation Analysis Zones Assumptions

Metro maintains the travel demand model that estimates current and future housing and employment in the region. The estimates are based on the coordinated population forecast, economic forecasts, land use plans, assumptions and desires about how areas will develop or redevelop. Model development and refinement is completed in coordination with local jurisdictions.

The Project study area is primarily covered by four different transportation analysis zones (TAZ) in the model. The table below shows the location of these four TAZs in downtown Tigard and summarizes the projected increase in number of households and in employment between 2015 and 2040. Table 4 below provides further details on household and employment growth.

Table 4: Transportation Analysis Zones – Downtown Tigard

TAZ	2015 Households	2040 Households	Household Increase	2015 Employment	2040 Employment	Employment Increase
1,039	95	95	*0*	3,252	3,555	*303*
1,041	241	904	*663*	674	1,335	*661*
1,042	264	1,141	*877*	505	1,038	*533*
1,043	117	341	*224*	522	735	*213*
Total	***717***	***2,481***	***1,764***	***4,953***	***6,663***	***1,710***

As shown above, growth of approximately 1,764 households and 1,710 employment is projected for the study area. For context, approximately 28 six-story buildings with 10 units per floor is equivalent to 1,700 households.

The proposed changes associated with the Project (subarea boundary and development code modifications) are not anticipated to create new vehicular trips beyond what's anticipated in the 2040 travel demand model. Instead, these changes are proposed to right-size the development code standards that currently limit the reality of the forecasted development from occurring.

The maximum development capacity is unclear at this time; however, these proposed changes are not anticipated to result in 20-year growth exceeding what is currently allocated in the Metro Travel Demand Model. The maximum development capacity is based on full utilization within downtown. Current market conditions and ownerships are not expected to deliver such a level of development within the next 20 years.

Note: An Existing and Future Traffic Conditions Report and Multimodal Transportation and Safety Report (Reference 1) was produced by the Project team. The report documents the Existing Year 2022 and Future Year 2040 traffic conditions.

SUMMARY OF FATAL AND SERIOUS INJURY CRASHES

A summary of fatal and serious injury (Injury A) crashes within the CFA in the five most recent years where data is available is provided below.

There were 306 reported crashes within the Project study area between January 1, 2016 and December 31, 2020. Only crashes that were reported to the police are included below; crashes that resulted in minimal to no vehicular damage with no injury or possible injury may not be reported. The 306 documented crashes are broken down by injury severity below.

- 1 fatal crash
- 8 serious injury crashes
- 29 minor injury crashes
- 126 possible injury crashes
- 142 non-injury crashes

Of these 306 crashes reported within the study area, 197 crashes were reported along Highway 99W, and 93 crashes were reported along SW Hall Boulevard. With 36 reported crashes at the SW Hall Boulevard/Highway 99W intersection, there were a total of 254 crashes on these two corridors alone, representing 83 percent of all crashes within the downtown Tigard study area from 2016 to 2020.

Fatal and Severe Injury A Crashes

One fatal crash was reported in the Project study area during the most recent five-year analysis period. The fatal crash occurred on March 13th, 2018, at 5 PM under clear and dry conditions on SW Hall Boulevard south of SW Scoffins Street. The crash, which involved three vehicles, occurred when a southbound vehicle rear-ended another southbound vehicle. A horizontal curve in the road is present at this location, which the police report indicates to be a factor in the crash. In addition to the crash fatality, one driver suffered a possible injury, and another driver was not injured.

The eight serious injury crashes are detailed in Table 5 below. Of these eight crashes, six occurred on an ODOT facility. There were no reported serious injury crashes in 2019 or 2020. Three of the serious injury crashes involved a motorcycle, one involved a bicyclist, and one involved a pedestrian. There was only one serious injury crash that involved two or more vehicles. Three of the crashes occurred at the Highway 99W/SW Hall Boulevard intersection.

Table 5: Severe Injury A Crashes with Downtown Tigard Study Area – January 1, 2016, to December 31, 2020

Date	Time	Location	Weather Conditions	Crash Type	Description
2/9/2016	2 PM	SW Hall Boulevard/SW Garden Place	Clear and Dry	Rollover – single car collision	A southbound motorcyclist drove over some gravel in the roadway, which led to the collision.
11/23/2016	2 AM	SW Hall Boulevard (south of SW Burnham Street)	Rainy and Dark	Fixed object collision – telephone pole	A southbound driver was driving recklessly in excess of the posted speed limit and crashed into a telephone pole. A bicyclist was also injured subsequent to the collision.
5/14/2017	5 AM	Highway 99W (east of SW Johnson Street)	Cloudy and Wet, Twilight	Fixed-object collision – guard rail	Eastbound driver was driving carelessly and was drowsy and crashed into the guard rail on Highway 99W
5/25/2017	2 PM	Highway 99W/ SW Hall Boulevard	Clear and Dry	Single car collision	Westbound motorcyclist fell off their vehicle
10/30/2017	4 PM	Highway 99W/ SW Hall Boulevard	Clear and Dry	Angle collision	Eastbound driver disregarded the traffic signal, striking a vehicle on SW Hall Boulevard
1/6/2018	12 PM	SW Garden Place (south of Highway 99W)	Cloudy and Dry	Single car collision	Eastbound motorcyclist turning right from driveway to roadway fell off their vehicle
7/26/2018	12 PM	SW Burnham Street (south of SW Ash Avenue)	Clear and Dry	Angle collision involving a bicyclist	Southbound driver did not yield the right-of-way to a northbound bicyclist and struck the bicyclist
12/19/2018	4 PM	Highway 99W/ SW Hall Boulevard	Cloudy and Dry	Collision involving a pedestrian	Southbound driver struck a pedestrian crossing the street outside of the crosswalk

ODOT Safety Priority Index System

The Safety Priority Index System (SPIS) is a method originally developed in 1986 by the Oregon Department of Transportation (ODOT) for identifying potential safety problems on state highways. The Federal Highway Administration (FHWA) accepted SPIS as fulfilling the requirements of the Highway Safety Improvement Program (HSIP).

ODOT's TransGIS website provides SPIS data from 2016 to 2020. Based on a review, the following locations within the Project study area are identified as SPIS sites:

- SW Main Street/SW Johnson Street/OR99W
- SW Main Street/SW Greenburg Road/OR99W
- SW Hall Boulevard (Beaverton-Tualatin Highway No. 141)/OR99W
- SW Hall Boulevard (Beaverton-Tualatin Highway No. 141)/SW Scoffins Street/SW Hunziker Road

Appendix A
Planned Transportation Improvements

APPENDIX A

Southwest Corridor Light Rail Project

Metro, TriMet, and the Federal Transit Administration completed the Final Environmental Impact Statement (FEIS) for the Southwest Corridor Light Rail Project in January 2022. The FEIS identified a preferred route through downtown Tigard, beginning with an at-grade crossing of SW Hunziker Street at SW Knoll Drive, then running adjacent to SW Hall Boulevard to SW Commercial Street, where the alignment turns to the south and runs along the eastside of the existing railroad tracks.

The Southwest Corridor Light Rail Project was part of a larger transportation funding measure on the November 2020 ballot across the entire Metro region. That measure failed to pass, so design work on the Southwest Corridor Light Rail Project has been paused.

City of Tigard Transportation Safety Action Plan 2019

The Tigard Transportation Safety Action Plan (TSAP), completed in September 2019, examined historic crash data across the city to identify future roadway investments to address safety concerns. Of the six locations with site-specific treatments, the segment of Highway 99W from SW Main Street/SW Greenburg Road to SW Hall Boulevard falls within the Project study area.

The TSAP recognizes that there are limited opportunities for safety-focused improvements along this segment because Highway 99W is a seven-lane facility and the Highway 99W/SW Hall Boulevard and Highway 99W/SW Main Street/SW Greenburg Road intersections each have more than 40,000 vehicles that enter each day. However, the TSAP identifies two opportunities for safety-focused improvements – an access management evaluation along Highway 99W in this corridor, and an improvement pedestrian crossing at the SW Greenburg Road/SW Center Street intersection, including curb extensions and a median refuge island.

City of Tigard Transportation System Plan 2022

Tigard on the Move, the city's Transportation System Plan (TSP) was completed in January 2022 and creates a list of transportation projects and programs for the city to implement with available funding over the next 20 years. Projects are grouped into six categories: stronger streets network, urban upgrades and active transportation, connectivity, transit, transportation systems management and operations (TSMO), and special study areas.

TSP Chapter 6. Recommended Investments contains the list of projects.

TriMet Pedestrian Plan, 2020

TriMet's Pedestrian Plan focuses on three primary objectives: Removing barriers to riding transit, improving partnership between cities, counties, and the State, as well as equipping partnering agencies with an access-to-transit lens to help inform their decision-making and support future funding request.

TriMet's Pedestrian Plan identifies needs in and around Downtown Tigard including previously identified projects (sidewalk infill, new roadways and new trails identified in existing plans) and identified gaps (sidewalk gaps identified through the TriMet Pedestrian Plan). These projects are identified in Appendix E, Appendix F, and Appendix G.

Washington County Transportation System Plan 2019

The Washington County Transportation System Plan (TSP) Update provides direct guidance on how to build, operate, and maintain Washington County's major roadway network, while addressing complementary elements of the larger transportation system – including transit, multi-use trails, state highways and freight railroads – maintained by other entities.

No projects are identified within the Project study area based on a review of the Washington Count TSP Update.

Statewide Transportation Improvement Program 2021-2024

OR 217 Auxiliary Lanes Project | Project #: 18841

Construction for the OR 217 Auxiliary Lanes Project began in December 2021 and continues through 2025.

On OR217, add a southbound auxiliary lane from OR10 to OR99W and a northbound auxiliary lane from OR99W to SW Scholl's Ferry Rd (OR210) to improve safety and traffic reliability. Pave road, add protective screening, and bridge updates on Allen Blvd and Denny Rd structures. Pave road, replace joints, and repair deteriorating concrete columns on OR210 over OR217 structure. Add sidewalks and bike lanes to the Hall Blvd (OR141) over OR217 overcrossing to improve bicycle and pedestrian connectivity. Add bridge rail that meets the current standards to the Fanno Creek Bridge. Install signs and technology to capture traffic statistics and improve operations. Add a signal pole base and conduit to the design of the Hall Blvd Bridge replacement.

OR99: I-5 – McDonald St | Project #: 20435

Repave roadway, fill in sidewalk and bike lane gaps, upgrade curb ramps to current standards, improve access management, and address drainage as needed. Includes full signal upgrade at Johnson/Main. This project will repair rutting and surface damage from vehicles and allow safer travel for motor vehicle operators, bicycle riders and pedestrians.

OR141/OR217 curb ramps | Project #: 22431

Construct curb ramps to meet compliance with the Americans with Disabilities Act (ADA) standards.

Metro Regional Transportation Plan 2018

As the metropolitan planning organization for the Portland metropolitan area, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for Clackamas, Multnomah and Washington counties. This is done through periodic updates to the Regional Transportation Plan – now every 5 years. The projects listed below are located within the Project study area.

Tigard Bikeway Improvements | RTP # 11221

Description	Make spot improvements on key low-volume, low speed through-routes to facilitate bike & pedestrian travel; identify them as bike/pedestrian routes.
To	Multiple locations
From	Various
Agency	Tigard
Primary Purpose	Increase travel options/alt. to driving alone
RTP Category	Active Transportation
Estimated Cost (2016 $)	4,300,000
Time Period	2028-2040

Tigard Town Center Pedestrian Improvements | RTP # 10760

Description	Improve sidewalks, lighting, crossings, bus shelters and benches throughout the Town Center including: Highway 99W, Hall Blvd, Main Street, and neighborhood streets.
To	Tigard Town Center
From	Throughout TC area
Agency	Tigard
Primary Purpose	Increase travel options/alt. to driving alone
RTP Category	Active Transportation
Estimated Cost (2016 $)	2,000,000
Time Period	2018-2027

Hall/Hunziker/Scoffins Intersection Realignment | RTP # 11223

Description	Realign offset intersection to cross intersection to alleviate congestion and safety issues.
To	Hall Blvd.
From	Intersection with Hunziker & Scoffins
Agency	Tigard
Primary Purpose	Improve system efficiency
RTP Category	Roads and Bridges
Estimated Cost (2016 $)	10,000,000
Time Period	2018-2027

Ash Avenue Extension | RTP # 11407*

Description	Extend Ash Avenue across the railroad tracks from Burnham to Commercial Street.

To	Burnham Street
From	Commercial Street
Agency	Tigard
Primary Purpose	Improve system efficiency
RTP Category	Roads and Bridges
Estimated Cost (2016 $)	10,000,000
Time Period	2018-2027

Note: the Ash Avenue Extension project is proposed for removal in the draft 2023 Metro Regional Transportation Plan (RTP).

Metro Regional Transportation Plan 2023

The 2023 Regional Transportation Plan and High Capacity Transit Strategy include regional policies and planned projects recommended by transportation agencies to address the region's significant and growing transportation needs.

Public input will help guide decision-makers as they work together to finalize the policies, strategies and projects that will shape greater Portland's transportation system through 2045.

The Joint Policy Advisory Committee on Transportation and Metro Council will take action on approving the 2023 Regional Transportation Plan and High Capacity Transit Strategy in November 2023.

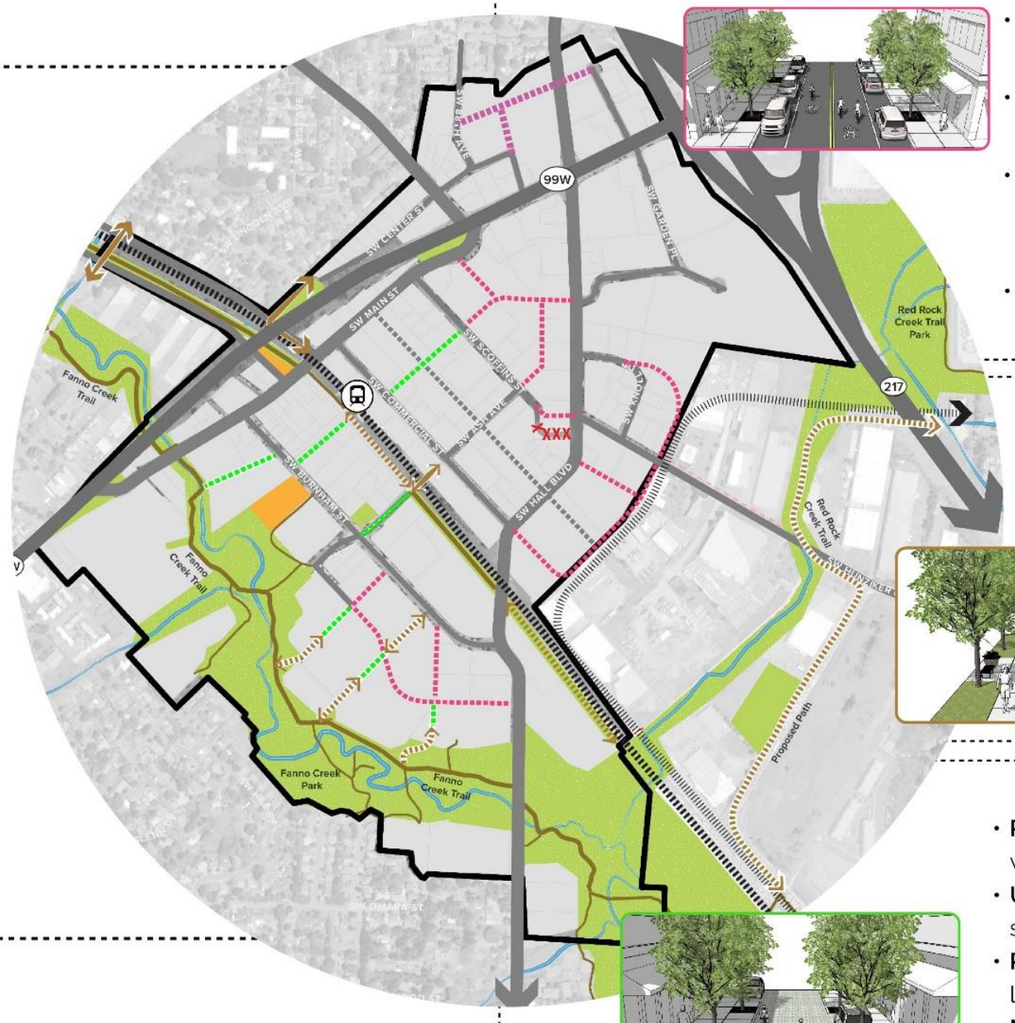
Appendix B
Recommended Connectivity Concept

RECOMMENDED CONNECTIVITY CONCEPT

The connectivity concept will create a well-connected and walkable block structure that supports new development. This concept includes added opportunities for active street frontages in Downtown through a mix of new multi-modal streets, shared streets, and bike and pedestrian pathways.

Main Connectivity Priorities

- **Provide new connections in the Burnham area** to support higher intensity development.
- **Allow flexibility in connectivity** alignment and type in Downtown.
- **Increase access to Fanno Creek Trail/Park** with new connections and limit vehicular impacts.
- **Complete Ash Ave pedestrian/bike crossing** and Tigard Heritage Trail crossing of Main St.
- **Reduce size of the Burnham St and Ash Ave intersection.**
- Add crosswalks to Hal l Blvd.



Street Types

Multimodal Streets

- **Balance the needs of all transportation modes** to enable safe use, mobility for all, and active street frontages.
- **Keep speeds at 25 miles per hour** via signage, narrow travel lane widths, parking, and intersection control devices.
- **Use parking as a physical buffer** between the pedestrian realm and the travel way, while encouraging patronage of local businesses.
- **Approximate right-of-way (ROW) widths range from 36 to 60 feet** depending on sidewalk widths and presence of parking.

Proposed Paths



- **Provide non-vehicular access** for walking, biking, and rolling.
- **Keep minimum path widths at 10 feet**, but widen based on surrounding context, land uses, and anticipated user volumes.
- Integrate **landscaping, placemaking, and path amenities**.
- Approximate ROW widths range from 10 to 24 feet.

Shared Streets

- **Provide a comfortable environment** with little modal division while maintaining vehicular access.
- **Use pavers and changes to surface material** to define modal space.
- **Provide parking** on a block-by-block basis or at individual locations.
- **Manage speeds** via traffic calming elements.
- **Approximate ROW widths range from 30 to 42 feet** depending on sidewalk widths.

Legend

- Study Area Boundary
- Green Space
- Plaza
- Rail Line
- Proposed Multimodal Street
- Existing Street
- XXXXX Street Removal
- Proposed Shared Street
- Proposed Path
- At Grade Rail Crossing
- Trail
- Train Station

RECOMMENDATIONS AND FINDINGS OF THE PLANNING COMMISSION FOR THE CITY OF TIGARD, OREGON

SECTION I. APPLICATION SUMMARY

CASE NAME: **DOWNTOWN REIMAGINED COMPREHENSIVE PLAN AMENDMENTS**

CASE NO.: **Comprehensive Plan Amendment (CPA)** **CPA2024-00005**

PROPOSAL: To amend the Tigard Comprehensive Plan to update the policies and recommended actions for Chapter 15: Downtown Plan District and to adopt the 2024 Downtown Reimagined Land Use and Transportation Recommendations Report as the supporting ancillary document to these policy changes.

The proposed Comprehensive Plan text amendments for the City Council's review are included as **Attachment 1** to the ordinance and summarized below in Section III of this report. The 2024 Downtown Reimagined Land Use and Recommendations Report is included as **Attachment 2** to the ordinance.

APPLICANT: City of Tigard
13125 SW Hall Blvd.
Tigard, OR 97223

ZONES: Downtown Tigard Plan District (MU-CBD)

LOCATION: Downtown

APPLICABLE REVIEW CRITERIA: Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), and Goal 10 (Housing); METRO's Urban Growth Management Functional Plan Title 8; Comprehensive Plan Goals 1.1.2, 1.2.1, 1.2.5, 2.1.3, 2.1.4, 2.1.5, 2.1.6, 2.1.15, 2.1.19, 2.1.20, 2.2.1, 9.1.5, 9.2.2, 9.3.1, 9.3.2, and 10.1.7; and Tigard Development Code Chapters 18.710 and 18.790.

SECTION II. PLANNING COMMISSION RECOMMENDATION

The Planning Commission recommends unanimously that the City Council adopt the amendments to the Tigard Comprehensive Plan and the supporting Land Use and Transportation Recommendations Report with any alterations as determined appropriate by the City Council through the public hearing process.

SECTION III. BACKGROUND INFORMATION AND PROJECT SUMMARY

Project History
Efforts to revitalize Downtown Tigard date to 2005 and the Council-approved Tigard Downtown Improvement Plan (TDIP). This plan reflected stakeholder's vision of a vibrant, mixed-use, and pedestrian-friendly downtown.

In 2009, the TCDA engaged the University of Oregon's Portland Urban Architecture Research Laboratory to refine and visualize the Tigard Downtown Improvement Plan as a design vision. The document showed how Downtown could grow over 50 years within the framework of the TDIP.

In 2020, as part of the City Center Future Project, the Downtown vision was updated with new visualizations of a potential build out, showing the locations of Universal Plaza, a redeveloped Civic Center campus, a new City Hall, and the SW Corridor light rail station on Hall Blvd. The Tigard Downtown Vision depictions reflected previous planning and conversations with stakeholders. An updated vision statement was also developed with input from the TCAC and TCDA: "Our vision of Downtown Tigard is a vibrant, active, and welcoming city center at the heart of our community. It provides transportation, recreational, residential, and business opportunities that are accessible to everyone."

That same year, the city received a Transportation and Growth Management grant from the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development to provide for technical consultant assistance for a project called Downtown Reimagined.

Building on the vision set out in previous planning efforts, the goals of the Downtown Reimagined project are to update the Comprehensive Plan policies in line with the vision and modernize the development code to spur growth and ease the path for redevelopment.

This work was informed by extensive community engagement, with particular focus on key stakeholders and historically marginalized communities.

From this work, seven priorities were identified:

- Unique Character
- Housing Diversity
- Destinations and Amenities
- Minimize Displacement
- Visibility
- Natural Assets
- Connectivity

These priorities and other feedback from the community shaped the proposals for a set of land use and transportation recommendations, as well as the Comprehensive Plan policy updates needed to effectuate those recommendations. The report attached to this staff report provides more background on this process as well as the recommendations that resulted from the work.

Proposal Description
Comprehensive Plan Chapter 15 – Special Planning Areas - Downtown
The Tigard Comprehensive Plan features a standalone chapter dedicated to policies specific to the downtown area. This focus on downtown is emblematic of its importance as the historic and civic core of the city. The policies that are applied to this area are focused on achieving the vision of the downtown district as the heart of

the community and a primary center of civic life. The proposed amendments update this Chapter and are provided in Attachment 2.

Planning Context
During the time that the Downtown Reimagined project was being completed, there were changes in state administrative rules that govern planning, particularly transportation planning, in designated Metro 2040 Centers. The Downtown Plan District is part of a larger Metro 2040 Center that includes the Tigard Triangle. The Planning Commission previously considered an amendment to the Metro 2040 Center boundary to align it with the Downtown Plan District boundary to the maximum extent possible. While this has no regulatory impact on the uses and development allowed in the downtown, it does ease the burden on the city to demonstrate compliance with the statewide Transportation Planning Rule (OAR 660-012).

Another contextual piece of the Downtown Reimagined work is the Tigard MADE project to modernize the regulation of Tigard's employment lands. This project ran concurrently with the Downtown Reimagined work and the regulatory outcomes of that work are reflected in many of the recommendations of the Downtown Reimagined work products.

Future Amendments to the Tigard Community Development Code
The proposal under consideration in this action will only update the policies in the City's Comprehensive Plan. A subsequent project will be necessary to fully implement these policies and the recommendations of the Land Use and Transportation Recommendations Report.

In addition, amendments to the Transportation System Plan (TSP) will be needed to fully implement the transportation recommendations of the report. Those could follow in a separate action or be incorporated into the city's upcoming update to the TSP in 2026.

Summary
The findings below support the adoption of the proposed Comprehensive Plan amendments, as attached to this recommendation and provided in the main Downtown Tigard Land Use and Transportation Recommendations Report.

SECTION IV. APPLICABLE CRITERIA, FINDINGS AND CONCLUSIONS

STATEWIDE PLANNING GOALS AND GUIDELINES
State planning regulations require cities to adopt and amend Comprehensive Plans and land use regulations in compliance with the state land use goals. Because the proposed Comprehensive Plan amendments have a limited scope, only applicable statewide goals are addressed below.

Statewide Planning Goal 1 – Citizen Involvement:
This goal outlines the citizen involvement requirement for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.

FINDING: The city conducted a comprehensive public engagement process as part of the Downtown Reimagined project. The following guiding principles were identified to set the process up for success:

- Engagement conversations to be values-based.
- The Project Team to apply the principles of the Racial Equity Toolkit to ensure engagement opportunities invite meaningful feedback from all community members, particularly historically underserved groups.
- Online engagement opportunities to be as interactive as possible.

- The Project Team to involve key affected parties in information collection to demonstrate process integrity and build credibility for recommendations.
- The Project Team to identify and work to remove barriers to engagement for vulnerable and historically underrepresented community members.
- Concerns and aspirations to be discussed to formulate options for consideration by the City.

The project team held multiple events where community input was gathered, including stakeholder meetings, focus groups, and public open houses. Translation services were provided to the community at these events.

In addition, notice was provided of the hearings to adopt the proposed amendments. Notice requirements area set forth in Section 18.710.110 (Legislative Procedure) of the Tigard Community Development Code. A notice was published in the Tigard Times newspaper on March 14, 2024. Project information and documents were published to the City website prior to the public hearings. A minimum of two public hearings will be held (one before the Planning Commission and the second before the City Council). These hearings present an opportunity for public testimony. A minimum of two drafts of the proposed Comprehensive Plan amendments (Proposed Draft to the Planning Commission, and Planning Commission Recommendation to City Council) were made available to the public for review prior to hearings and adoption. This goal is satisfied.

Statewide Planning Goal 2 – Land Use Planning:
This goal outlines the land use planning process and policy framework.

FINDING: The Department of Land Conservation and Development (DLCD) has acknowledged the city's Comprehensive Plan as being consistent with the statewide planning goals. Changes to the city's Comprehensive Plan must also be consistent with the statewide planning goals. The process for review of Comprehensive Plan changes is the Post-Acknowledgment Plan Amendment (PAPA). The city submitted the draft Comprehensive Plan amendments and the Land Use and Transportation Recommendations Report to DLCD for review through the PAPA process. No comments were received to date. This goal is satisfied.

Statewide Planning Goal 10 – Housing:
This goal requires cities and counties to provide adequate capacity for needed housing. OAR Chapter 660 Division 8, which implements Goal 10, states that "the purpose of the division is to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs."

FINDING: The purpose of this legislative process is to update the city's Comprehensive Plan policies. While Chapter 10 (Housing) of the Tigard Comprehensive Plan is not being amended at this time, the nature of the Downtown Reimagined project implicates Goal 10.

The city's most recent Housing Needs Analysis, adopted in 2021, demonstrated a need for over 7,000 new housing units over the next 20 years. While some of that housing need will be met in Urban Growth Boundary expansion areas like River Terrace 2.0, much of that housing will need to be provided through infill and redevelopment. The city has demonstrated its commitment to housing development in core areas and its 2040 Centers over the past decade. The Tigard Triangle has seen significant development of new housing, much of it regulated affordable housing. The city's regulated affordable housing stock for rental has increased threefold over the past decade, and the city is committing significant financial resources to increasing affordable homeownership, dedicating roughly half a million dollars a year to down payment assistance through Proud Ground, as well as establishing the state's first Middle Housing Revolving Loan Fund to provide construction lending for small-unit housing.

The Comprehensive Plan policies proposed with this amendment focus on increasing the housing capacity in downtown while preserving existing low-cost market rate housing to the maximum extent possible. Much of the increased capacity will come in the form of lifting the caps on density within the Downtown Plan district, an approach that has been long sought by the development community.

Overall, these policies and the development code amendments to follow them are intended to increase housing capacity as well as production.

CONCLUSION: Based on the findings above and the related findings below, the Planning Commission finds the proposed map and text amendments are consistent with applicable Statewide Planning Goals.

METRO'S URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

State planning regulations require cities within the Metro service area to adopt and amend Comprehensive Plans in compliance with Metro's Urban Growth Management Functional Plan. Because the proposed Code Amendments have a limited scope and the text amendments address only some of the topics in Metro's Urban Growth Management Functional Plan, only applicable Titles are addressed below.

Title 8 – Compliance Procedures

Title 8 requires that the city's Comprehensive Plan and plan amendments be consistent with the Urban Growth Management Functional Plan. It also requires that Metro be notified in advance of subsequent amendments to the city's Comprehensive Plan.

FINDING: The Comprehensive Plan has been previously acknowledged by Metro to be in compliance with Title 8. The only portion of the Comprehensive Plan being amended is Chapter 15 – Special Planning Areas. Notice of these proposed amendments have been provided to Metro in accordance with the requirements of Title 8 of the Urban Growth Management Functional Plan.

CONCLUSION: Based on the findings above, the Planning Commission finds that the proposed map and amendments are consistent with the applicable provisions of Metro's Urban Growth Management Functional Plan.

TIGARD COMPREHENSIVE PLAN

State planning regulations require cities to adopt and amend their comprehensive plans in compliance with the state land use goals and consistent with their adopted comprehensive plan goals and policies. The Tigard Comprehensive Plan therefore implements the Statewide Planning Goals, therefore the above findings of compliance with applicable statewide planning goals support the findings of compliance with the Comprehensive Plan.

Comprehensive Plan Goal 1: Citizen Involvement

Policy 1.1.2: The City shall define and publicize an appropriate role for citizens in each phase of the land use planning process.

FINDING: This policy has been met in multiple ways. The Downtown Reimagined project included a comprehensive public outreach program. This program included multiple meetings with stakeholders, focus groups, and two public open houses. Public comment was taken and incorporated into the work products at each of these events. More detail on the process of public engagement is provided in the attached Land Use and Transportation Recommendations Report. Notice was provided in accordance with the requirements set forth in Tigard Development Code Section 18.710.110 (Legislative Procedure). A notice was published in the Tigard Times newspaper on April 1, 2021. Project information and documents were published to the City website prior to the public hearings. A minimum of two public hearings will be held (one before the Planning

Commission and the second before the City Council) at which an opportunity for public input is provided. A minimum of two drafts of the proposed Comprehensive Plan amendments and transportation recommendations (Proposed Draft to the Planning Commission, and Planning Commission Recommendation to City Council) will be made available to the public for review prior to hearings and adoption. This policy is satisfied.

Policy 1.2.1: The City shall ensure pertinent information is readily accessible to the community and presented in such a manner that even technical information is easy to understand.

FINDING: Materials were prepared for public events and meetings with the intent to make them easy to understand and to offer meaningful opportunities for public feedback on the work progress. Events were held for stakeholders with different levels of technical expertise in a way that allowed them to understand the core questions and proposals. Focus groups were held with non-English speaking members of the community, and translation services were provided at public open houses. This policy is satisfied.

Policy 1.2.5: The City shall seek citizen participation and input through collaboration with community organizations, interest groups, and individuals in addition to City sponsored boards and committees.

FINDING: The project team presented to various community groups, including the Tigard Downtown Alliance, the Town Center Advisory Committee, the Tigard Transportation Advisory Committee, among others who were invited to public events. This policy is satisfied.

Comprehensive Plan Goal 2: Land Use Planning
Policy 2.1.1: The City's land use program shall establish a clear policy direction, comply with state and regional requirements, and serve its citizens' own interests.

FINDING: The proposed Comprehensive Plan amendments comply with all state and regional requirements, as the previous findings indicate. The proposed amendments update the Comprehensive Plan policies and recommended action measures to be in alignment with new state laws and rules regarding housing provision. The proposed amendments also establish a clear policy direction for the equitable provision of housing in the city. This policy is satisfied.

Policy 2.1.2: The City's land use regulations, related plans, and implementing actions shall be consistent with and implement its Comprehensive Plan.

FINDING: As demonstrated through the findings and conclusions of this staff report, the proposed amendments are consistent with the Tigard Comprehensive Plan. This policy is satisfied.

Policy 2.1.3: The City shall coordinate the adoption, amendment, and implementation of its land use program with other potentially affected jurisdictions and agencies.

FINDING: Copies of the proposed text amendments were sent to affected agencies and each agency was invited to comment on the proposal. Any comments submitted by affected agencies have been incorporated into this report and the proposed amendments. This policy is satisfied.

Policy 2.1.4: The City's land use program shall promote the efficient use of land through the creation of incentives and redevelopment programs.

FINDING: The proposed Comprehensive Plan amendments include policies that will have the effect of promoting the efficient use of land. Several policies provide guidance in developing new programs and

maintaining existing ones that provide incentives to developers to produce higher-density affordable housing options and to redevelop underutilized properties. These policies will have the impact of increasing density, providing greater housing diversity and opportunity, and diversifying commercial activity in the Downtown in a manner that increases the efficient use of the land. The Downtown Plan District currently includes incentives for affordable housing development and the report includes recommendations to expand these types of programs where possible. This policy is satisfied.

Policy 2.1.5: The City shall promote intense urban level development in Metro-designated Centers and Corridors, and employment and industrial areas.

FINDING: The Downtown is part of a Metro-designated 2040 Center that includes the Tigard Triangle. A previous amendment to the Tigard Comprehensive Plan aligned this 2040 Center Boundary with the Downtown Plan District Boundary. The Downtown Plan District already allows intense urban levels of development. The proposed amendments will increase the intensity of development in the 2040 Center through the lifting of maximum density and will lower barriers to development in this area. This policy is satisfied.

Policy 2.1.15: In addition to other Comprehensive Plan goals and policies deemed applicable, amendments to Tigard's Comprehensive Plan/Zone Map shall be subject to the following specific criteria:

A. Transportation and other public facilities and services shall be available, or committed to be made available, and of sufficient capacity to serve the land uses allowed by the proposed map designation;

FINDING: The Downtown is well served by multi-modal streets, a regional transit hub, and an interconnected trail network. With a focus on walkability and access, the proposed amendments utilize the existing network and ensure that future improvements support development patterns and a transportation network that meet local, regional, and state mobility goals. This criterion is satisfied.

B. Development of land uses allowed by the new designation shall not negatively affect existing or planned transportation or other public facilities and services;

FINDING: No changes to land uses are proposed with these Comprehensive Plan amendments. This criterion does not apply.

C. The new land use designation shall fulfill a proven community need such as provision of needed commercial goods and services, employment, housing, public and community services, etc. in the particular location, versus other appropriately designated and developable properties;

FINDING: No new land use designations are proposed as part of these Comprehensive Plan. This criterion does not apply.

D. Demonstration that there is an inadequate amount of developable, appropriately designated, land for the land uses that would be allowed by the new designation;

FINDING: No changes to land uses are proposed with these development code amendments. This criterion does not apply.

E. Demonstration that land uses allowed in the proposed designation could be developed in compliance with all applicable regulations and the purposes of any overlay district would be fulfilled;

FINDING: All land uses allowed outright in the Downtown Plan District have been allowed for the past 20 years and no compatibility issues have arisen. No concerns about allowed uses were raised by members of the public. This criterion is satisfied.

F. Land uses permitted by the proposed designation would be compatible, or capable of being made compatible, with environmental conditions and surrounding land uses; and

FINDING: All land uses allowed outright in the Downtown Plan District have been allowed for the past 20 years and no compatibility issues have arisen with the surrounding natural areas. No concerns about allowed uses were raised by members of the public. This criterion is satisfied.

G. Demonstration that the amendment does not detract from the viability of the City's natural systems.

The proposed amendments consider the health and viability of the City's natural systems, particularly Fanno Creek and the urban tree canopy, of high importance. Accordingly, particular emphasis is placed on the health and access to these natural areas in the proposed policies. This criterion is satisfied.

Policy 2.1.19: The Planning Commission may at any time recommend to the City Council that it consider initiating legislative amendments to the Comprehensive Plan, Plan/Zoning Maps, and/or Community Development Code.

FINDING: The recommendation of the Planning Commission regarding the proposed changes will be brought to the City Council for consideration of adoption. This policy is satisfied through the provisions of 18.710.110 (Legislative Procedure).

Policy 2.1.20: 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 proposed policies will update the Comprehensive plan, its maps, and implementing measures to better comply with new state laws and regional requirements, as well as locally adopted plans and policies including the Affordable Housing Plan, the updated Housing Needs Analysis, the updated Economic Opportunities Analysis, the Complete Streets Policy, and others. This policy is satisfied.

Policy 2.2.1: The City shall maintain and periodically update policies, regulations, and standards to inventory, manage, preserve, mitigate the loss of, and enhance the community's tree and vegetation resources to promote their environmental, aesthetic, and economic benefits.

FINDING: The proposed policies expand the city's commitment to tree preservation and tree canopy expansion explicitly. This policy is satisfied.

Policy 9.1.5: The City shall promote well-designed and efficient development and redevelopment of vacant and underutilized industrial and commercial lands.

FINDING: The proposed policies will be intended to guide the city's updates to the Development Code to lower barriers to redevelopment of vacant and underutilized commercial lands within the Downtown. A particular emphasis is placed on ensuring that properties redevelop in a way that promotes the city's urban design goals. This policy is satisfied.

Policy 9.2.2: The City shall periodically review and update its policies, land use regulations, and other efforts to ensure the City's land use program is responsive to changes in the economic structure, and is adaptable to businesses[‘] changing development needs.

FINDING: The proposed policies will update the Comprehensive plan, its maps, and implementing measures to better comply with new state laws and regional requirements, as well as locally adopted plans and policies including the updated Economic Opportunities Analysis. This policy is satisfied.

Policy 9.3.1: 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 proposed policies will update the Comprehensive plan to encourage greater employment growth in the Downtown Metro 2040 Center. The focus on mixed-use development will ensure that employees are near jobs and transportation opportunities, meeting regional and local goals. This policy is satisfied.

Policy 9.3.2: The City shall adopt land use regulations and standards to ensure a well designed and attractive urban environment that supports/protects public and private sector investments.

FINDING: The proposed policies focus on the design of the pedestrian realm to ensure that the Downtown redevelops with a focus on walkability and livability through attractive urban design features. This policy is satisfied.

Policy 10.1.7: The City shall provide for high and medium density housing in areas such as town centers (Downtown), regional centers (Washington Square), the Tigard Triangle, and along transit corridors where employment opportunities, commercial services, transit, and other public services necessary to support higher population densities are either present or planned for in the future.

FINDING: The proposed policies focus on preserving existing medium- and high-density housing while lifting the cap on density to encourage more housing development. In addition, the proposed policies encourage affordable housing in the Downtown through investment and incentives. This policy is satisfied.

CONCLUSION: Based on the findings above, the Planning Commission concludes that the proposed comprehensive plan amendments are consistent with applicable provisions of the Tigard Comprehensive Plan.

APPLICABLE PROVISIONS OF THE TIGARD DEVELOPMENT CODE

Section 18.790: Zoning Map and Text Amendments

18.790.020 Legislative Amendments
Legislative amendments are processed through a Legislative procedure, as provided in Section 18.710.110.

FINDING: The proposed amendments are legislative in nature. Therefore, the amendments will be reviewed under the Legislative Procedure as set forth in the chapter. This standard is met.

Section 18.710: Decision Making Procedures

18.710.110 Type IV Procedure
Notice of hearing.

1. All Legislative applications require two hearings, one before the Planning Commission and one

before the City Council.

FINDING: This procedure requires public hearings by both the Planning Commission and City Council. These public hearings will be conducted on April 1, 2024, and May 14, 2024 respectively. This standard is met.

2. A notice of hearing will be provided as required by state law, and an affidavit of mailing will be included in the record that identifies the mailing date and the names and addresses of the mailing recipients.

FINDING: State law provides for specific noticing requirements for legislative changes. Notice must be provided to DLCD of a proposed Post Acknowledgement Plan Amendment at least 35 days prior to the first hearing. Notice meeting this requirement was provided to DLCD on February 26, 2024, 35 days prior to the first hearing. This standard is met.

CONCLUSION: Based on the findings above, the Planning Commission concludes that the proposed Comprehensive Plan amendments and transportation recommendations are consistent with applicable provisions of the Tigard Development Code.

SUMMARY CONCLUSION: As shown in the findings above, the Planning Commission concludes that the proposed amendments are consistent with the applicable Statewide Planning Goals; Metro's Urban Growth Management Functional Plan; applicable Tigard Comprehensive Plan goals and policies, and the applicable provisions of the City's implementing ordinances.

SECTION V. AGENCY COMMENTS

TVF&R, METRO, ODOT, DLCD, CWS, TTSD, Tigard Water District, City of Beaverton, City of King City, City of Lake Oswego, and Beaverton School District were notified of the proposed Comprehensive Plan amendments.

SECTION VI. PUBLIC COMMENTS

No public comments have been received at the time of the staff report.

ATTACHMENTS:

Attachments:

1. Comprehensive Plan Amendments (Strikethrough)
2. Downtown Reimagined Land Use and Transportation Recommendations Report

April 17, 2024

PREPARED BY: Schuyler Warren
Senior Planner — DATE

April 17, 2024

APPROVED BY: Agnes Lindor
Interim Assistant Community Development Director — DATE

April 17, 2024

APPROVED BY: Nathan Jackson
Planning Commission President — DATE

Legislative Hearing:
CPA2024-00005
Downtown Reimagined
Comprehensive Plan Amendments

City Council

July 16, 2024

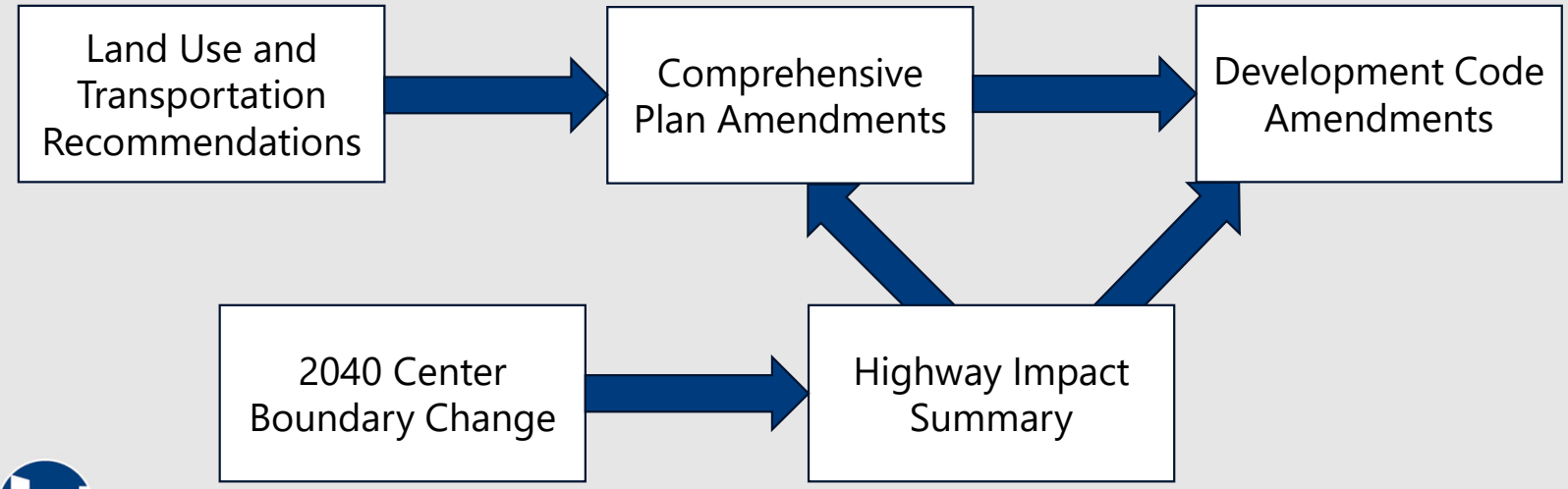
Comprehensive Plan Amendment Package

- Work product of the Downtown Reimagined project
- Implement the recommended policies of the Land Use and Transportation Recommendations Report
- Will inform the next stage of work

Downtown Reimagined Legislative Process



Downtown Reimagined Process



Amendment Summary – Removed Items

- Goal 15.1.1 – extraneous, included in other goals
- Compatibility along commuter rail line – included in other policies
- Form-based code action item – included in earlier policy

Amendment Summary – Edited Items

- Wording changes for better clarity
- Parks and open space goals and policies
  - Goal rewritten to focus on provision of parks and integration of Fanno Creek
  - Equity and access to parks and open spaces
  - Preservation and expansion of tree canopy
  - Implement scaling of building massing along Fanno Creek

Amendment Summary – Added Items

- Parking policies required by Transportation Planning Rule (CFEC)
- Focus on carbon responsible development
- Policy supporting jurisdictional transfer of Hall Boulevard

Next Steps – What to Expect

- Development code amendments
  - Implement the Land Use and Transportation recommendations
  - Informed by and builds on Tigard MADE
- Map amendments
  - Comprehensive Plan Map
  - Zoning Map

Recommendation

- Planning Commission unanimously recommends City Council adopt the amendments as proposed.
- The Community Development team concurs with this recommendation.

Thank You

Discussion and questions