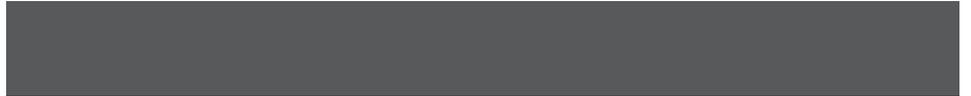




**CITY OF TIGARD,  
CITY CENTER DEVELOPMENT AGENCY**



**PREPARED FOR**  
City of Tigard

**PREPARED BY**  
Leland Consulting Group

**TIGARD DOWNTOWN  
STRATEGY UPDATE/  
FIVE YEAR ASSESSMENT OF  
URBAN RENEWAL  
(DRAFT)**



**LELAND CONSULTING GROUP**

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## Introduction

The health of a community can quickly be diagnosed by observing the health of its downtown. A downtown is the civic and cultural heart of a community and its condition reflects community pride, civic leadership, and their willingness to invest in the central place. Downtown revitalization is, therefore, primarily about economic development. Healthy downtowns help attract employers that recognize how a high quality of life, a vibrant downtown, diverse housing options, and a healthy community in turn combine to attract quality employees.

Recognizing the importance of a strong downtown, Tigard's citizens approved the creation of the City Center Urban Renewal District (the District) on 16 May 2006, putting into place a \$22 million urban renewal district to revitalize downtown Tigard and strengthen its role as the heart of the community. The District has now been in place for five years. As with any plan, periodic reviews are an important way to document past successes, plan for the future, and evaluate if any course corrections are warranted. The recent recession and the reshaped economy that is emerging make this assessment all the more important.

This Downtown Strategy Update, therefore, catalogs the public and private investments that have been made in downtown Tigard since the District's formation. Following this summary, the report presents an outlook of market conditions to identify trends and opportunities to capture new investment over the next five years. Finally, the report revisits the existing development strategy and updates it with a new list of prioritized actions and investments that poises the District to leverage these new market conditions and trends. Such a strategy is essential since the list of potential projects authorized in the City Center Urban Renewal Plan far exceeds the District's \$22 million maximum indebtedness. With more projects than revenues, a strategy helps to ensure that the limited available resources are spent on projects that maximize leverage and further the goals of the Plan.

## Key Findings

Since the District's formation in 2006, the country entered the greatest economic recession in the past 50 years, leading to high unemployment and the virtual extinction of traditional development financing. Despite this challenge, several public and private investments have been made in downtown Tigard, both demonstrating the desirability of downtown as a location for housing and business and simultaneously laying the groundwork for further investment once the market recovers. At the same time, major demographic shifts are taking place that will drastically change the type and scale of housing and services that will be needed in the future. Combined, these conditions point to a very positive outlook for downtowns in general, and downtown Tigard specifically. Some of the key findings from this five-year assessment include:

- The City recently completed the reconstruction of Burnham Street, transforming it from a rutted, pedestrian-unfriendly street to an attractive one with sidewalks, street trees, and ample on-street parking. This improvement sets the stage for private investment in the area.

### WES Station at Tigard

WES service started in 2009, linking downtown Tigard by rail with Wilsonville and Beaverton. Ash Avenue was recently extended to connect to the park and ride lot, increasing Downtown connectivity.



- TriMet opened the Westside Express Service (WES) commuter rail in 2009, linking downtown Tigard by rail with Wilsonville and Beaverton.
- Community Partners for Affordable Housing opened the 48-unit The Knoll senior affordable housing project in April 2011.
- Three property owners have utilized matching urban renewal grants to invest in façade improvements on their buildings, demonstrating a commitment to downtown as a retail destination.
- The first of the Baby Boom generation turned 65 in 2011, setting the stage for a massive shift toward smaller housing in urban locations.
- Retail and other consumer trends are increasingly favoring smaller and more walkable environments.
- The District's finances are healthy, reflecting considerable tax base growth even through the recession, largely from utility properties in the District. There will be a projected total of \$2.1 million in new tax increment revenue through fiscal years 2011/2012 and 2015/2016.

## Situation Assessment

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### Planning Context

The situation assessment begins with a brief summary of key policy statements that have guided the development and prioritization of projects, both over the past five years of the District and going forward.

#### Tigard Downtown Improvement Plan (TDIP), September 2005

Developed with extensive stakeholder and community input, the TDIP provides a long-term vision and guiding principles for downtown revitalization. The stated purpose of the plan is to “provide the blueprint for the evolution of Downtown Tigard into a vital, vibrant, mixed-use and pedestrian-friendly environment over the next 20-30 years.” The TDIP identifies a series of catalyst projects intended to facilitate downtown revitalization.

#### City Center Urban Renewal Plan, December 2005

The City Center Urban Renewal Plan (the Urban Renewal Plan) describes the goals, objectives, and boundary of the urban renewal area, and the projects that can legally be funded through urban renewal funds. The plan has a maximum indebtedness of \$22 million and duration of 20 years, meaning that no new debt can be issued after Fiscal Year 2025/26. Substantial amendments to the plan such as an increase in the size of the urban renewal district, increase in maximum indebtedness, or duration would require voter approval. Any addition or expansion of a project that is materially different from the list of projects established in this plan would require approval by City Council by resolution to amend the plan.

The Urban Renewal Plan has five main goals and objectives:

1. Revitalization of the Downtown should recognize the value of natural resources as amenities and as contributing to the special sense of place.
2. Capitalize on Commuter Rail and Fanno Creek as catalysts for future investment and development.
3. Downtown’s transportation system should be multi-modal, connecting people, places and activities safely and conveniently.
4. Downtown’s streetscape and public spaces should be pedestrian-friendly and not visually dominated by the automobile.
5. Promote high quality development of retail, office and residential uses that support and are supported by public streetscape, transportation, recreation and open space investments.

Urban renewal funding can be used for a list of specific projects, all of which fall under the following seven classifications:

1. Street Improvements
2. Streetscape Improvements
3. Bike/Pedestrian Facilities
4. Parks
5. Public Spaces

6. Public Facilities
7. Planning and Development Assistance

Additionally, funds can be used for property acquisition from willing sellers within the district.

### **Tigard Downtown Streetscape Design Plan, September 2006**

This plan provides conceptual design to guide streetscape improvements (a TDIP catalyst project) including the recently completed Burnham Street project, the Main Street Green Street and gateway features.

### **Downtown Tigard Comprehensive Plan Chapter, April 2007**

This Comprehensive Plan chapter adopted in 2007 provides the goals, policies, and action measures to guide land use actions in the Downtown. The stated goals include facilitating the development of an urban village; developing and improving the open space system and integrating natural features; and developing comprehensive street and circulation improvements for pedestrians, automobiles, bicycles, and transit.

### **Development Strategy for Downtown Tigard, October 2007**

The Tigard Development Strategy (a.k.a. “the Leland Report”) made several recommendations to guide future development in Downtown Tigard and to help the City and community partners achieve downtown planning goals and objectives set forth in the Tigard Downtown Improvement Plan (TDIP), the City Center Urban Renewal Plan, and other relevant planning documents.

The Strategy Matrix in Table 7 (see appendix) shows the current status of each of these recommendations. Many of the Organizational and Policy Recommendations either have been completed or are currently in progress. These recommendations were meant to increase organizational capacity and leadership early in the process, in order to lay the foundation for success with larger redevelopment projects in later phases. It is now time to update this document with a new timeline and strategy for the next five years.

### **Fanno Creek and Plaza Master Plan, February 2008**

A master plan provides for the restoration of Fanno Creek and the design of a new public plaza to further the “green heart” identified in the TDIP.

### **Tigard Downtown Implementation Strategy, July 2008**

The Downtown Implementation Strategy was developed to guide the City of Tigard’s implementation of urban renewal goals, objectives, and projects. It included a 3-Year Action Plan and a 1-Year Work Program, which summarized priorities and actions to be taken in the start-up phase of the urban renewal plan. The strategy and work plan is meant to be updated on a regular basis in order to measure progress, address current economic situations and move projects that were once considered to be long-term or mid-term projects onto the short-term project list as applicable, or to remove projects that are no longer considered viable. Indeed, this is the purpose of this Downtown Strategy Update.

The four key strategies addressed in the Downtown Implementation Strategy are as follows:

- Encourage and Facilitate Redevelopment Projects in Downtown
- Improve Fanno Creek Park and Develop an Open Space System in Downtown
- Develop Comprehensive Street and Circulation Improvements in Downtown
- Develop Organizational Leadership and Capacity in Downtown

### **Tigard Downtown Future Vision, January 2009**

This study provides a visual representation of the TDIP and provides a tool to communicate how the downtown could develop over the next 50 years.

### **Downtown Design Guidelines, February 2010**

Tigard Downtown Development and Design Standards have been developed and successfully integrated into the zoning code. The code amendments incorporated some form based code elements, allowing denser development with design standards that require pedestrian orientation.

### **Tigard High Capacity Transit Land Use Plan, in progress**

Spurred by Metro's identification of the SW Corridor as the next priority corridor for high capacity transit, the Tigard HCT Land Use Plan will take a closer look at existing and potential land uses for potential station areas in the general vicinity of the Pacific Highway corridor, including downtown. The plan will develop land use concepts (or "typologies") of vibrant station area communities/ neighborhood centers that could support future transit investments.

## Key Projects

Although development has perhaps been slower than desired for the District, many steps have been made in the right direction, laying the groundwork and establishing a strong base from which to realize a successful urban renewal district. Key public and private projects that have occurred in the District over the past five years are listed in Table 1 and shown on the map in Figure 1. This list includes projects that were the direct result of urban renewal actions or funding as well as private projects – the purpose is to catalog successes that have occurred in the District, not only to gain an understanding of the status of projects funded through urban renewal, but also to show how the District has leveraged private and other government funds. The projects are categorized based on funding mechanisms and type of project: *infrastructure projects* which have received a majority of their funding through city gas tax, Washington County, Metro, ODOT and other local government sources with minor urban renewal contributions; *façade improvement and rehabilitation projects* which are funded through urban renewal and in some cases require matching funds from the property owner; *new construction projects* which were wholly funded without urban renewal assistance; and other smaller *capital improvements* which were also funded without urban renewal assistance.

- Infrastructure.** The major infrastructure projects include the Pacific Highway/99W intersections, Burnham Street, and the new WES station. Over \$21.5 million has been spent in the District, with less than \$500,000 coming from urban renewal funds. Other projects have been recommended for the 2011-12 urban renewal budget such as gateways at Main and Pacific Highway and a surface parking lot.
- Façade Improvement/Rehabilitation.** The Façade Improvement program is focused on Main Street. Urban renewal funds spent to date total \$58,403 in the form of architectural/design assistance and matching grants. These programs have leveraged \$107,599 of total value spent and have helped nine properties, three of which have followed through with physical storefront improvements.
- New Construction.** New construction projects include a two-story office building, an affordable housing project serving seniors, and a self-storage facility, all of which have added nearly \$11 million in value to the district, although the senior housing development, The Knoll, is tax exempt and therefore will not add tax increment. However, it may spur other development in the area and add residents who will help to support businesses located nearby.
- Other Private Capital Improvements.** Other private capital improvements include remodels, additions, and other improvements (the Figure 1 map shows those that were valued over \$30,000.) This is a positive sign for the District, as it shows that even during a recession property owners are willing to put money into improving properties. This will signal to other property owners and developers that there is an increasing interest in the area, which will raise the values of all properties.

### The Knoll at Tigard

The Knoll is a 48-unit, seniors-only (55+) affordable housing project, recently developed within the District by the Community Partners for Affordable Housing (CPAH). The project is located on a bus line, near the WES station, and in walking distance to other amenities such as the library and senior center. The total development cost of the project was \$10.8 million, with \$40,000 provided through the City's affordable housing subsidy funds and \$425,000 from Community Development Block Grants for the public improvements along Hall Boulevard, Hunziker Street, and Knoll Drive. The project was completed without any urban renewal funds. The units were quickly absorbed; according to CPAH, there was a waiting list longer than the number of units before the project even opened in April 2011.



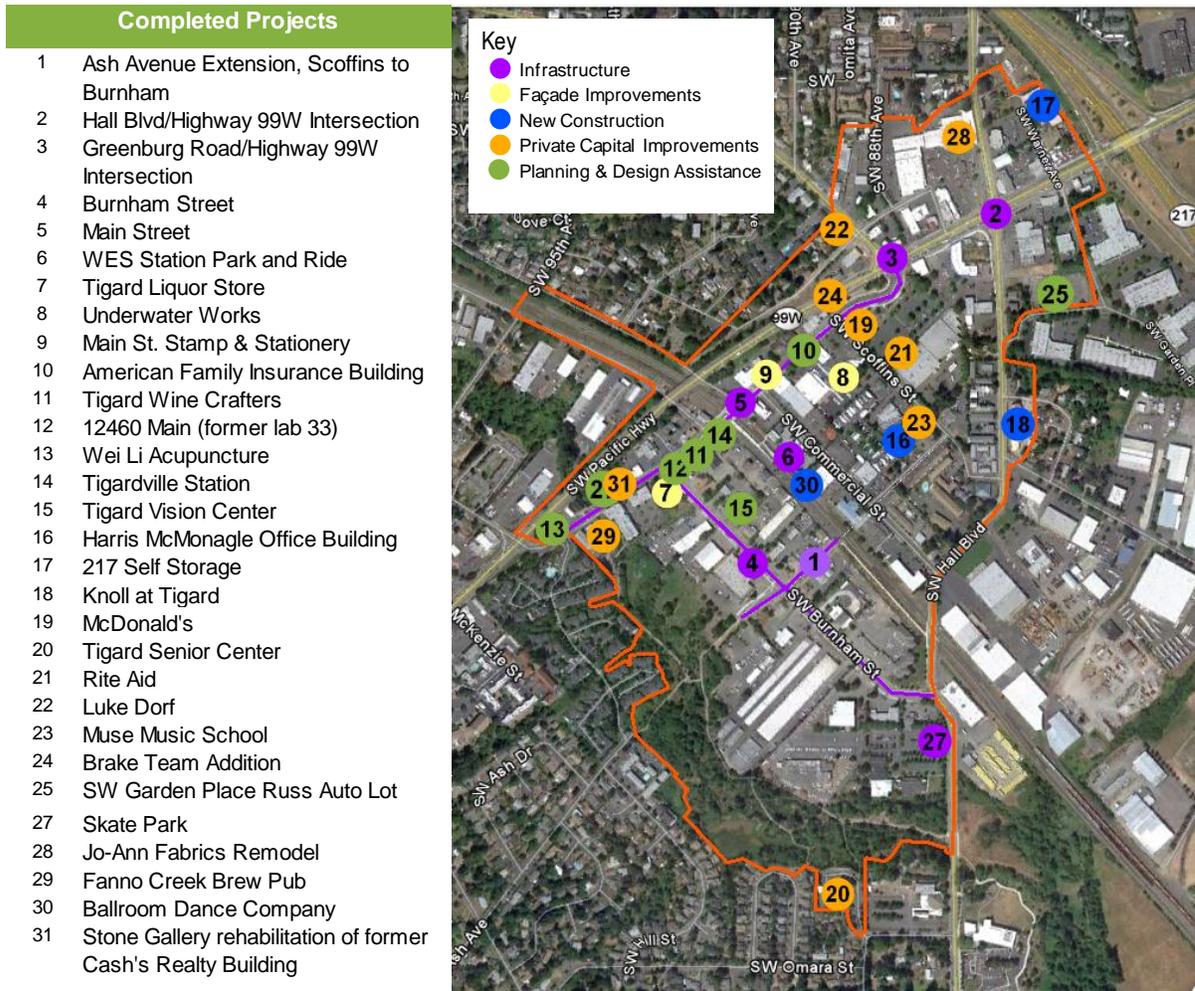
- **Planning and Design Assistance.** In addition to the capital projects noted above, several properties received design assistance through the Façade Improvement program. Separately five development opportunity studies were conducted to evaluate the feasibility of redevelopment, including basic pro formas and conceptual site plans. Finally, the plans for the Main Street Green Street have been refined to the 60 percent level in anticipation of construction in 2012.

**Table 1. Completed Projects**

Map #	Projects in the Urban Renewal District (October 2005 to present)	Completion Date	Total Value	Urban Renewal Contribution
<b>Public Infrastructure</b>				
1	Ash Avenue Extension, Scoffins to Burnham	2011	\$1,000,000	\$0
2	Pacific Hwy/Hall Blvd. Intersection Improvements	2011	\$6,000,000	\$0
3	Greenburg Road/Highway 99W Intersection Improvements	2011	\$6,500,000	\$0
4	Burnham Street & Streetscape Improvements	2011	\$7,000,000	\$458,000
6	WES Commuter Rail Station Park and Ride	2009	\$1,000,000	\$0
27	Skate Park	2007	\$500,000	\$0
	<b>Subtotal</b>		<b>\$22,000,000</b>	<b>\$458,000</b>
<b>Façade Improvement - Matching Grants</b>				
7	Tigard Liquor Store	2010	\$80,000	\$25,000
8	Underwater Works	2011	\$19,422	\$9,711
9	Main St. Stamp & Stationery	2011	\$8,970	\$4,485
	<b>Subtotal</b>		<b>\$127,599</b>	<b>\$58,403</b>
<b>Private New Construction</b>				
29	Fanno Creek Brew Pub and 2nd story renovation	2007	\$211,620	n/a
30	Ballroom Dance Company	2007	\$166,000	n/a
16	Harris McMonagle 2 story office building	2008	\$780,000	n/a
17	217 Self Storage	2008	\$3,800,000	n/a
18	Knoll at Tigard Senior Affordable Housing	2011	\$6,400,000	n/a
	<b>Subtotal</b>		<b>\$11,357,620</b>	<b>n/a</b>
<b>Other Private Capital Improvements</b>				
28	Jo-Ann Fabrics Remodel	2006	\$600,000	n/a
31	Stone Gallery rehabilitation of former Cash's Realty Building	2007	\$36,000	n/a
19	McDonald's Tenant Improvement	2008	\$65,000	n/a
20	Tigard Senior Center addition	2008	\$208,000	n/a
21	Rite Aid rooftop mechanical	2010	\$90,000	n/a
22	Luke Dorf (non profit) Remodel and Addition	2010	\$639,000	n/a
23	Muse Music School Tenant Improvement	2010	\$56,700	n/a
24	Brake Team addition (due to intersection improvements)	2011	\$250,000	n/a
	<b>Subtotal</b>		<b>\$1,944,700</b>	<b>n/a</b>
	<b>Total All Capital Improvement Projects</b>		<b>\$35,429,919</b>	<b>\$516,403</b>

Source: City of Tigard, Leland Consulting Group

**Figure 1. Map of all Projects within the Urban Renewal Area**



Source: City of Tigard, Google Earth, Leland Consulting Group

## 2011 Market Snapshot

Economic conditions during the first five years of the Urban Renewal Plan have been tumultuous to say the least. It was created at the peak of the housing bubble when prices were skyrocketing and development booming. Then the bubble burst, prices plummeted, massive layoffs ensued and the economy went free-fall into a recession. Even during this difficult time, several projects, discussed above, were realized within the District. Other positive events during the recession include Tigard voters passing a \$17 million bond measure in November 2010 for the acquisition of parks, 10 percent of which can be used for downtown open space. Also, Tigard's bond rating by Moody's increased from A1 to Aa2, and Standard and Poor's rated the city for the first time, giving it a AA rating (equivalent to the Moody's rating), noting "strong financial policies and practices." These improved ratings mean that the City will be able to borrow money at a lower interest rate which will save residents about \$1.1 million over the life of the parks bond.<sup>1</sup>

This section of the report provides a snapshot of market and economic conditions in order to identify development prospects for the next five years. It begins with a broad overview of regional and national trends and then translates those shifts to the local level, in order to identify what is likely to be achievable in downtown Tigard.

### Urban Housing

Strong interest in urban housing has grown in the past two decades. Nationally, the dramatic growth in urban housing continued through the past decade—but stopped abruptly along with virtually all other real estate development at the onset of the recession in 2007. Over the long term, several factors—strong interest in urban environments across many segments of society, smaller households, and aversions to long commutes—will drive urban housing development. The problems in the housing market are largely associated with single-family homes, and in fact the multifamily housing market has benefitted in many ways during the recession. As of spring 2011, the Portland metropolitan area has the distinction of having the lowest apartment vacancy rates in the nation. Tigard is no exception and has one of the lowest vacancy rates in the region, with overall vacancy rates in the Tigard/Tualatin submarket just above two percent as of the second quarter of 2011, as shown in Figure 2.

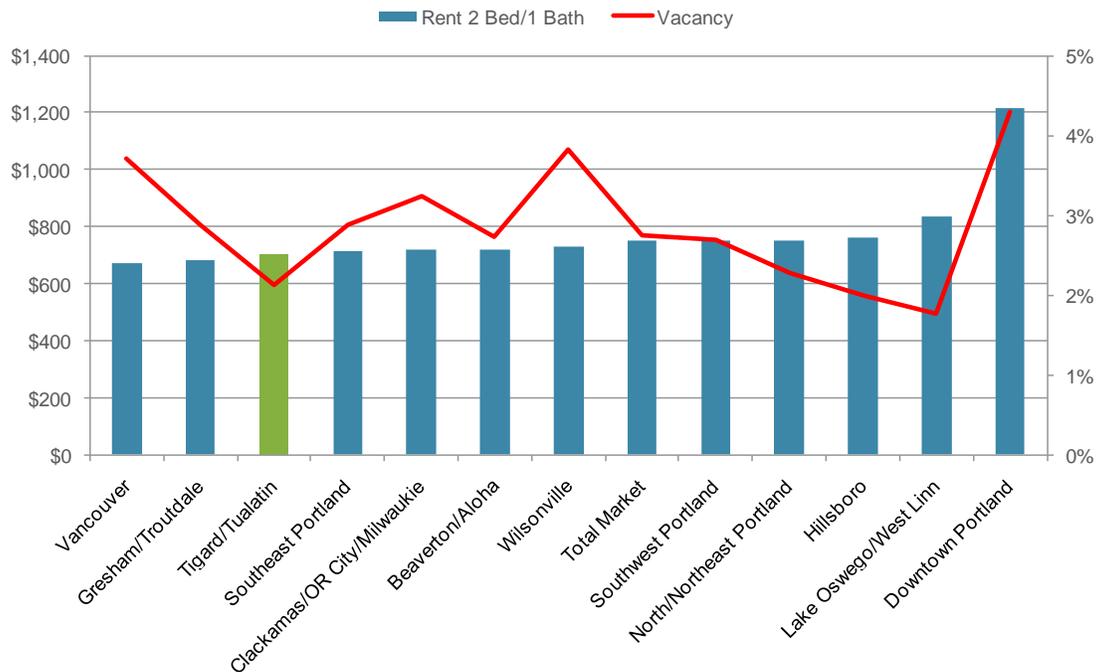
#### Fanno Creek Brew Pub

Local restaurants add a key amenity which helps to attract downtown residents. The Fanno Creek Brew Pub, built in 2007, helps to activate Main Street and draw visitors downtown. It sits adjacent to Fanno Creek.



<sup>1</sup> Local Focus, League of Oregon Cities, April 2011

**Figure 2. Portland Area Submarket Apartment Vacancy and Rents, Q1 2011**



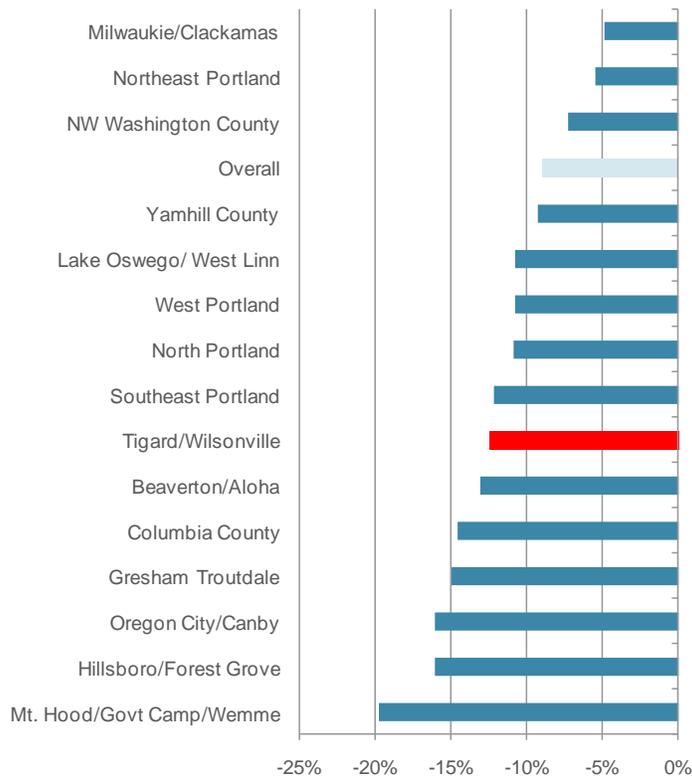
Source: Portland Multifamily Report, Q1 2011, Norris Beggs & Simpson

The low vacancy rate can be attributed to multiple factors, among which is the fact that apartment construction has been below average since 2009, evidenced by the dip in multifamily residential building permits issued in Washington County since 2009. From 2003 to 2008 Washington County issued building permits for an average of 1,022 units annually, but only 332 in 2009, 238 in 2010 and only 35 during the first quarter of 2011.<sup>2</sup> Credit markets are still tight, making it difficult for developers to get financing for large projects. Also, people who may have lost their homes through foreclosure are now moving into the rental market. That combined with demographic trends – namely the two largest generations, the Baby Boom and Gen-Y, collectively moving into their prime rental years – bodes well for the multifamily housing market in the near term. These demographic shifts are not just short-term phenomena, but are expected to boost demand for apartments for the next 10 years.

As for ownership housing, there is evidence, as shown in Figure 3, that single-family homes in the Tigard/Wilsonville submarket have some of the highest depreciation rates in the region, having dropped 12.4 percent in value from the first quarter of 2010 to the first quarter of 2011, whereas the overall average for the region was a 9.0 percent drop. For urban locations such as downtown Tigard, ownership housing is most likely to take the form of condominiums or townhomes. Given the current housing recession, ongoing credit crisis, and demographic shifts, little to no ownership housing should be expected in downtown Tigard over the next five years.

<sup>2</sup> Multifamily Market Analysis, PSU Real Estate Quarterly, May 2011

**Figure 3. Appreciation Rates of Existing Detached Homes from Q1 2010 to Q1 2011, Portland Submarkets**



Source: Residential Market Analysis, PSU Real Estate Quarterly, May 2011.

## Retail: Current Retail and Fundamentals

2010 was a very, very tough year for retailers, retail developers, and commercial property owners, as demonstrated by a sharp drop in consumer spending, the bankruptcy of the nation’s second largest mall operator, General Growth Properties, and many store closures. In recent years, retail has evolved such that, today, retail is about more than shopping—it’s an experience. With many big box retailers having gone out of business in 2009 and 2010, “power center” development saw a sharp decline, while walkable outdoor lifestyle centers and freestanding retail development grew.

Retail has also evolved beyond the mere purchasing of goods and services. Successful retail is centered around experiences and lifestyle choices. Small format grocery stores and neighborhood markets that provide a more intimate and sensory-oriented experience are examples of the type of smaller retail formats that are on the rise. An overview of key local retail trends is provided below.

- Several Main Street retailers have taken advantage of façade improvement and rehabilitation programs offered through the CCDA to improve their storefronts.

- The other main retail concentration in the District consists of two auto-oriented shopping centers at the intersection of Hall Boulevard and Pacific Hwy/99W. There has been limited investment in Tigard Plaza with a new JoAnn Fabrics, but the shopping center is otherwise in need of refurbishment. Across the street, the Rite Aid and Value Village shopping center is a significant redevelopment opportunity but suffers from fractured property ownership. In both cases, the ongoing credit crisis makes any new investment challenging.
- Big box stores are beginning to develop smaller store formats, as the sales per square foot are higher than larger stores and they can open more stores in closer proximity within a given market.<sup>3</sup>
- Target has announced plans to expand grocery options at the Tigard location (near Washington Square) along with several others in the Portland Metro region. Wal-Mart also has plans to expand grocery options at existing stores and plans for expansion in the Portland Metro region.<sup>4</sup>
- Restaurants and other food and drink establishments will be an important part of the retail mix in the District, as they will activate the area and provide an amenity that directly supports the housing trends discussed above.
- Consultant Michele Reeves, who led several workshops attended by downtown stakeholders in the first half of 2011, made several recommendations on the development of a marketing and revitalization strategy. She recommended the formation of a Downtown organization, leveraging themes and connecting to the community; improving community events; strengthening downtown stakeholder ties, and increasing participation in the storefront improvement program.

## Office and Employment Uses

Office and employment space is one of the toughest building types to attract to small, emerging downtowns. Almost all significant office and employment development takes place within major office districts, where employers can take advantage of existing transportation and other infrastructure, large numbers of skilled employees, and nearby customers, suppliers, and collaborators. In addition, new office development often requires significant parking, which drives up the cost in constrained locations.

Like retail, most new office users in the District will first move into historic buildings, residential conversions, or other vacant spaces. These employers will tend to be small, professional, local-serving, “commercial office” users, such as insurance agents, banks, title companies, lawyers, architects, doctors, and dentists who can often fill first-floor retail spaces.

According to an analysis of four regional brokerage companies, the market-wide office vacancy remains high throughout the Portland metropolitan region with a median of 14.8 percent vacancy as of the first quarter of 2011. Suburban markets near and including Tigard are well above this average. The

<sup>3</sup> Norris, Beggs & Simpson, First Quarter 2011

<sup>4</sup> Retail Market Analysis, PSU Real Estate Quarterly, May 2011

### Tigard Liquor Store

The Tigard Liquor Store is one example of a business which used matching grants to improve the storefront. The \$25,000 grant leveraged an additional \$55,000 in private investment. It now features rock siding on the building and an attractive water feature, adding character and ambience to a key intersection along Main Street.

Before



After



Tualatin/Wilsonville submarket continues to have the highest office vacancy of the region at 32.5 percent. The Washington Square/Kruse Way submarket has a vacancy of 19.2 percent. The District is not well positioned for office uses in the near- or mid-term, especially considering the weakness in surrounding submarkets. Along the periphery of the District, it is possible that some freestanding, new office construction could be built once the market for office space improves. Overall, the District is well located for such uses given its easy access to Highway 217 and proximity to other regional employment and retail destinations.

**Table 2. Suburban Office Submarket by Vacancy Rate**

Submarket	1Q11 Vacancy
Tualatin/Wilsonville	32.5%
Sunset Corridor	24.5%
Columbia Corridor	23.9%
Camas	21.6%
Orchards	21.0%
Cascade Park	19.3%
Wash.Sq/Kruse Way	19.2%
Clackamas Sunnyside	18.0%
SW/Beaverton/Sylvan	16.3%
Johns Landing/Barbur Blvd	15.7%
Vancouver	13.6%
Hazel Dell/Salmon Creek	11.0%
Eastside	10.6%
St. Johns/Central Vancouver	10.3%
Northwest	9.5%
Vancouver Mall	8.6%

Source: Office Market Analysis, PSU Real Estate Quarterly, May 2011, Grubb & Ellis Office Report Q1 2011.

## Demographic Trends

The demographics in Tigard closely resemble those of the Portland Metropolitan region and Washington County, with a few slight variations. The average annual growth rate of 1.54 percent between 2000 and 2010 is right between a slightly higher growth rate for Washington County and a slightly slower rate for the region as a whole. The median household income of \$64,830 is about \$3,000 per year higher than the regional average, but slightly below the Washington County average. Average household size is about the same as the region, and slightly lower than Washington County. Tigard also has a high percentage of one and two person households, with over 60 percent of the households in this category.

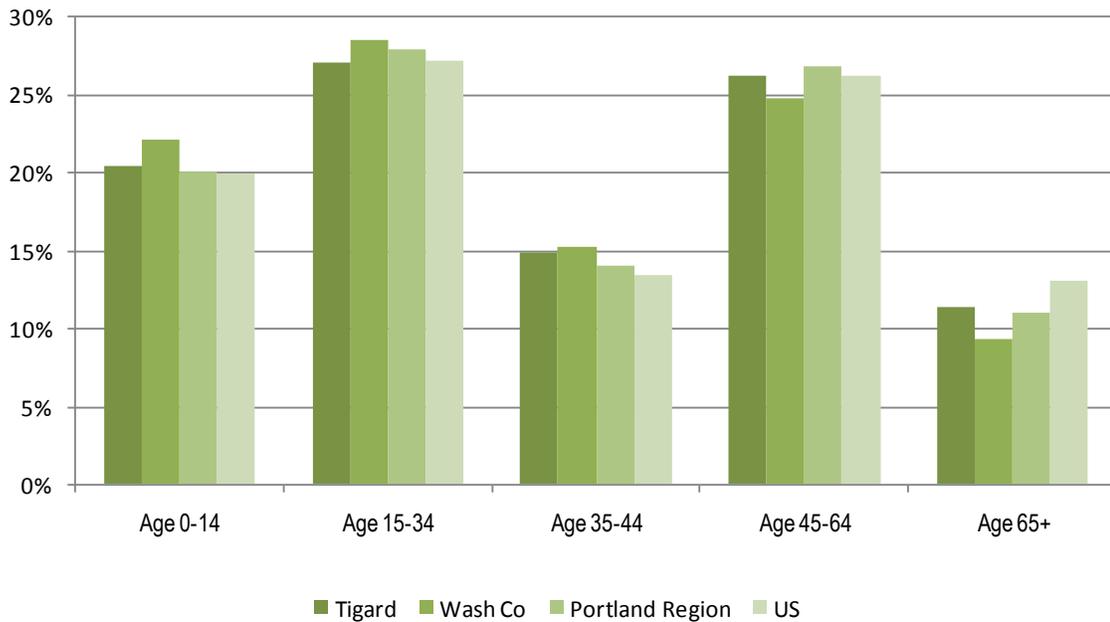
**Table 3. Demographics**

Demographic	Tigard	Washington County	Portland Metropolitan Area
Total Population, 2000 (Census)	41,223	445,342	1,927,881
Hispanic Origin, 2000 (Census)	8.9%	11.2%	7.4%
Total Population, 2010 (Census)	48,035	529,710	2,226,009
Hispanic Origin, 2010 (Census)	13.8%	16.4%	11.3%
Average Annual Growth Rate, 2000-2010	1.54%	1.75%	1.45%
Median Household Income, 2010 (est.)	\$64,830	\$66,490	\$61,823
Per Capita Income, 2010 (est.)	\$30,800	\$30,900	\$29,095
Average Household Size, 2010 (est.)	2.52	2.64	2.56
1 & 2 Person Households, 2010 (est.)	61.1%	58.0%	60.3%
Median Age, 2010 (est.)	36.6	34.6	36.4

Source: ESRI, Leland Consulting Group.

As seen in Figure 4, Tigard has a slightly higher percentage of residents over the age of 65 and in the baby boom generation, but otherwise has an age profile relatively similar to that of the County and the region as a whole. The bottom line from these demographic numbers is that Tigard is not unlike any other city in the region and all of the broader shifts and trends discussed above will present similar opportunities for downtown Tigard.

**Figure 4. Population by Age, 2010**



Source: ESRI, Leland Consulting Group.

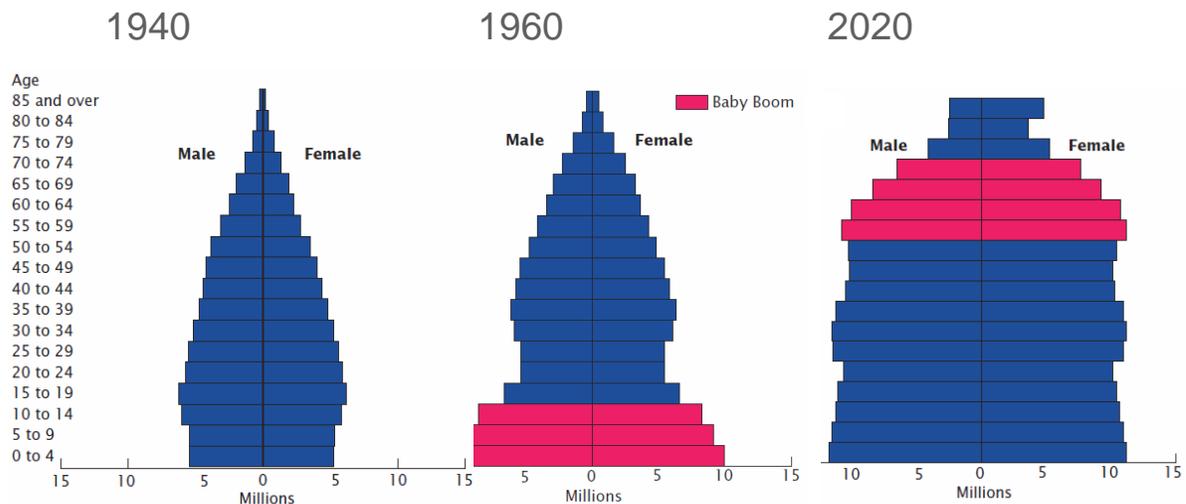
Several national trends will impact the future development potential of the District. These include:

- The oldest of the baby boomer generation turns 65 this year (2011). Between 2010 and 2040, the US Census projects that the number of Americans over the age of 65 will double—from approximately 40 million today, to 80 million in 2040. Beginning in January of this year, and over the next 19 years, at least 10,000 boomers per day will turn 65. Figure 5 shows the dramatically changing shape of

America’s population over the past half-century. As more Americans enter retirement, their needs and preferences for housing will shift as they seek more affordable and easy to maintain lifestyles.

- Generation Y (also known as the echo boomers), which encompasses youth born approximately between 1982 and 2000, is the largest generational group in the United States with approximately 80 million people.
- Both the baby boomers and Generation Y have similar consumer preferences. Generally, they both share a desire for quality over quantity, a sense of community and place, and a desire to live in more urban environments. Combined, these two generations will greatly impact how cities evolve over the next 20 years, driving more demand for infill in urbanized areas and significantly increasing the demand for multifamily housing.
- Livability is an economic development draw. Particularly for the technology and knowledge-based industries that will comprise most job growth in the future, the quality of life of the community is a major factor in business location decisions. Whereas in previous years employees moved to be close to their jobs, a new paradigm is emerging where it is the employers who move in order to be close to the talented workers they need to be successful. More and more, those workers are mobile and choose to live in communities with quality physical environments, outdoor recreation opportunities, cultural amenities, accessible transportation options, good schools, mixed-use urban centers, and other factors.
- More people are moving to downtowns and places that offer an “urban” lifestyle. Across the country, growing numbers of people—particularly young professionals, baby boomers and young families—are settling in downtowns. Convenient access to shopping, amenities, entertainment, services, dining and recreational options within a short walk, bike ride, or drive, reduced commute times to work, and the convenience of living in a smaller home that requires less maintenance are just some of the reasons why downtown living is appealing to people of varied ages and demographics.

**Figure 5. America’s Population: From Pyramid to Rectangle**



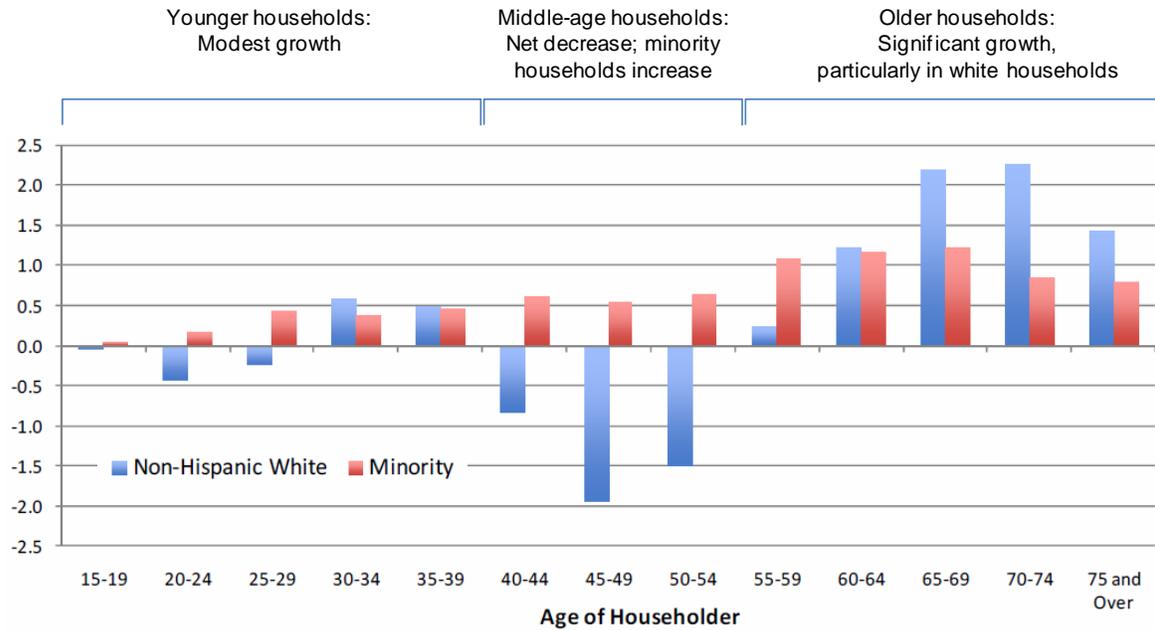
Source: US Bureau of Census, Leland Consulting Group.

### What this means for housing

Figure 6 underscores the scale of the growth in older households nationwide, while also illustrating some additional elements of the nation’s changing demographics. This data also portends a growing need for smaller dwelling units with a richer variety. As referenced above, the greatest amount of overall household

growth during the coming decade will come from the baby boomer generation. Younger households, with heads-of-households younger than 40 years of age, will also grow—though at a slower pace. In particular, households aged 25 to 34—a key demographic that drives apartment demand and development—will experience strong growth. The number of middle-age households, however, will decrease, because of the relatively small number of “Generation X” households compared to baby boomers. The decrease in this age group—which has the largest percentage of families and children—suggests that the single-family housing market will continue to stagnate for some time. However, there will be a growth in the number of minority-headed middle-age households.

**Figure 6. Nationwide Household Growth, 2010 – 2020 (Millions)**



Source: Joint Center for Housing Studies at Harvard University, Leland Consulting Group.

## Market Outlook

In summary, the five-year outlook for development in downtown Tigard is as follows:

- Multifamily housing.** Apartments of all types will be viable, even during the short term when the larger housing market is still in recovery mode. Multifamily housing types may include market-rate apartments, workforce apartments (affordable market-rate or subsidized), and senior housing. Condominiums and other attached ownership housing types are not likely to be viable in the short term.
- Retail development.** The retail market will continue to evolve, with big-box retailers rolling out smaller format stores. Downtown Tigard will primarily attract smaller independent retailers, with an emphasis on food such as restaurants, bars, and cafes. Food-related businesses will support the desired housing growth and will build on the authentic downtown ambiance, which cannot be replicated at other competing retail districts such as Washington Square, Highway 99W, or Bridgeport Village.

- **Arts and culture.** The District currently has limited cultural facilities including the library, a glassblowing studio, and a dancing studio. Additional development of galleries, performing arts, and other venues would continue to support retail growth and would provide additional amenities to attract housing. The viability of such uses will be dependent on strong leadership from entrepreneurs, nonprofits, or other organizations and the availability of suitable sites or existing buildings. The Main Street Green Street project will also include a public art component and the development of an urban plaza would create a venue for outdoor events.
- **Mixed-use development.** Any of the above uses could conceivably be built in a mixed-use setting, either vertically incorporated into the same building or horizontally integrated onto the same site. Mixed-use development tends to be more expensive and complicated to develop, so it is likely that short-term opportunities will focus on single-use buildings or horizontally mixed uses on the same site.

### Live Laugh Love Glass

A new glass blowing studio, opened in 2011 offers classes in the art of glass blowing and a gallery showcasing handmade items for sale.



## Urban Renewal Financial Outlook

This section provides a snapshot of the District's financial situation in order to frame the discussion of potential projects with a realistic assessment of revenue expectations over the next five years. This financial forecast was derived from a study recently completed by Tashman Johnson LLC on behalf of the City.

Table 4 highlights the five-year projections of tax increment revenues from fiscal year 2011/2012 through fiscal year 2015/2016. It takes into consideration current economic conditions including lower than normal building permit activity due to the recession, low to no property appreciation due to the housing crisis and recession and the fact that the urban renewal district is still fairly young. The largest project to date was a non-profit affordable housing project which will be exempt from property taxes and therefore does not add to the increment. Other considerations are as follows:

- Incremental assessed value based on projection of 1.4 percent appreciation in assessed value of existing property, for a conservative estimate, but anticipates modest recovery later in projection period.
- Undercollection and compression loss projected at 5 percent.
- Revenues projected to range from approximately \$320,000 to \$500,000 per year over the next 5 years.
- Sum total of \$2.1 million projected net tax increment revenue from FY 2011/2012 through 2015/2016.

**Table 4. Projected Tax Increment Revenues**

Fiscal Year Ending June 30	Actual	Projected				
	2011	2012	2013	2014	2015	2016
Total Assessed Value	\$95,604,035	\$97,442,491	\$99,806,686	\$103,203,980	\$107,148,836	\$111,648,919
Frozen Base	\$69,207,378	\$69,207,378	\$69,207,378	\$69,207,378	\$69,207,378	\$69,207,378
Appreciation %		1.4%	1.4%	1.4%	1.4%	1.4%
Appreciation \$		\$1,338,456	\$1,364,195	\$1,397,294	\$1,444,856	\$1,500,084
New Development Value		\$500,000	\$1,000,000	\$2,000,000	\$2,500,000	\$3,000,000
Incremental Assessed Value	\$26,396,657	\$28,235,113	\$30,599,308	\$33,996,602	\$37,941,458	\$42,441,541
Consolidated Billing Rate	12.9589	12.882	12.81	12.6481	12.4582	12.4461
Tax Increment Revenues	\$342,072	\$363,725	\$391,977	\$429,991	\$472,681	\$528,231
<b>Net Tax Increment Revenues @ 95%</b>	<b>\$324,968</b>	<b>\$345,538</b>	<b>\$372,379</b>	<b>\$408,492</b>	<b>\$449,047</b>	<b>\$501,819</b>

Source: Tashman Johnson LLC.

## FY 2011-2012 Budgeted Urban Renewal Projects

Description	Amount
<b>Main Street Green Street Related Projects</b>	
Burnham Street Public Parking Lot	\$50,000
Parking Management Assistance	\$5,000
Wayfinding Implementation	\$15,000
Downtown Gateways at Main Street and Pacific Highway	\$120,000
Facade Improvement Program	\$75,000
Development Opportunity Studies and Real Estate Consulting	\$60,000
Downtown Marketing Implementation	\$50,000
<b>Total Budgeted Projects</b>	<b>\$375,000</b>

Source: City Center Development Agency, 2011-2012 Budget, adopted 14 June 2011.

## Urban Renewal Project Selection Criteria

The next step in developing a development strategy is to identify project selection criteria to evaluate and prioritize potential urban renewal projects. As with most urban renewal areas, the list of potential projects is likely to be longer than the ability to fund them, at least in the short term. Therefore, using criteria to screen potential projects is a valuable way to ensure that the projects that are prioritized will support broad community objectives.

The project evaluation criteria are:

- **Tax increment creation:** Does the project or action increase private property values? Does it increase property values indirectly? Since urban renewal funding is generated by the growth of property taxes in the District, it is essential that projects directly or indirectly support new investment. Likewise, the leverage of the project (the ratio of the tax increment creation to the level of public investment) should be considered in comparison to the leverage of other possible projects.
- **Catalytic potential:** Leverage will be higher when a project is able to create momentum or leverage other follow-on projects rather than be a standalone investment. Priority projects will serve as catalysts for the District, attracting other investment nearby or removing barriers to further investment.
- **Housing amenity:** As shown in the market summary, urban housing will be one of the greatest market opportunities over the next five years. Housing is also one of the greatest ways to revitalize downtowns and create an 18-hour environment, where residents will create activity on the streets seven days a week, support downtown merchants, and foster the creation of a sense of place and community. Priority projects will provide amenities for current and future residents.
- **Project readiness:** Priority projects must be realistically achievable given challenging financial times and limited resources. Programs that are already in place or are time-tested in other communities can be put into action quickly and effectively. Conversely, projects that are labor-intensive relative to their potential impact or that would require legal or policy changes in order to be put into place may not become priorities.

### Evaluation Process

Using a project matrix, each of the potential projects was evaluated against the above criteria, with graphical notations depicting the evaluation. This initial screening is important to verify that the projects under consideration do indeed further the goals of the plan and attract investment. Not every project rates strongly on every criterion, of course. This is not to say that such projects should be excluded – indeed, strength in one area may outweigh weaknesses in another.

### Streetscape Improvements

Recent Streetscape improvements that improve pedestrian safety and help define the Downtown should be leveraged by concentrating future resources in areas that have received recent investments.

#### Hall & Burnham Gateway



#### Burnham & Main Intersection



#### Main Street Green Street Improvements



## Development Strategy

This Strategy helps to ensure that projects over the next five years will be effective at attracting investment and achieving the Urban Renewal Plan’s goals for downtown Tigard. With only \$22 million in total potential spending over the Plan’s lifetime, not all projects mentioned in the Plan will be able to be funded through urban renewal money – a strategic prioritization of projects provides guidance on where to spend limited public resources so that they best respond to current market conditions and downtown development opportunities.

The Development Strategy for the next five years builds upon the review and analysis described above and distills it into an achievable five-year work plan for action. While the Urban Renewal Plan, the Tigard Downtown Improvement Plan, and other documents provide long-term guidance and vision for the area, the Development Strategy is a deliberately short-term program to guide immediate investment activity, project budgets, and human resources.

All of the projects in this Strategy support the goals of the Urban Renewal Plan. Taking cues from the market analysis and building upon projects already underway or completed, the project priorities were evaluated against the project selection criteria and then allocated budgets that match the anticipated urban renewal revenues.<sup>5</sup> The projects that were evaluated were drawn from all of the planning documents listed beginning on page 3. To this list were added additional projects suggested by staff and the consultant team.

The Development Strategy builds upon the Implementation Strategy completed in 2008. It is organized into four main categories:

- Encourage and Facilitate Redevelopment Projects in Downtown
- Improve Fanno Creek Park and Develop an Open Space System in Downtown
- Develop Comprehensive Street and Circulation Improvements in Downtown
- Develop Organizational Leadership and Capacity in Downtown

The remainder of this section describes the priority projects that were identified for each category. Each project includes a brief description and an explanation of the rationale for including it in the five-year work plan.

### Encourage and Facilitate Redevelopment Projects in Downtown

**New Development Grant and Loan Program:** Offer loans and/or grants for new development, either residential or commercial. The five-year focus should be on residential development in the Burnham Street area. This reflects the market analysis findings that urban housing will be a growing market

<sup>5</sup> The Development Strategy assumes that the City will fund urban renewal projects on a “pay as you go” basis, only spending from annual cash flow. If the City instead issues a bond, the available resources would be considerably higher.

#### Main Street Stamp & Stationery

Main Street Stamp & Stationery received design assistance and a matching façade improvement grant for new paint, signage and awning.

##### Before



##### After



opportunity in the short term. Secondly, the Burnham area is ripe for housing development given the recent streetscape improvements; the proximity to Fanno Creek Park, the library, and commercial services on Main Street; and the sizeable redevelopment opportunity sites located in this area. New development in this area will immediately increase the tax base, providing tax increment to support further projects in the future. Moreover, residential development will bring in new residents who will activate the neighborhood and patronize downtown businesses.

**Rehabilitation/Redevelopment Grant and Loan Program:** Continue to offer loans and/or grants for property rehabilitation and redevelopment of existing buildings, including façade improvement grants for commercial development. Building upon the recent improvements to Burnham Street and the upcoming Main Street Green Street project, the five-year focus should be on Main Street and Burnham Street to leverage these significant public infrastructure investments. In addition to exterior improvements, the program could be expanded to support interior improvements and tenant improvements. For tenant improvements (e.g., restaurant equipment and lighting and other fixtures), a business loan program could be used if there is concern about directly granting money to businesses. Similarly, the program could be structured to only be eligible for more permanent types of improvements that would stay in place even if the current tenant changes. One way to ensure this would be to make interior grants or loans only eligible for the building owner, not the tenant.

**Technical Assistance Program:** Continue to provide technical assistance to property owners such as development opportunity studies, market studies, feasibility analyses, engineering and design, and other activities directly related to development of property. While the Technical Assistance Program is available to any property owner in the District, the focus over the next five years should be on properties on Main Street, Burnham Street, or anywhere else where residential development is likely.

**Property Acquisition:** Acquire property from willing sellers in order to assemble land for redevelopment. Particularly in a downtown location where parcels are small and ownerships are fragmented, land assembly can be a significant barrier to development and redevelopment. By assembling property and then selling larger sites to developers, the City can play a catalytic role in making projects feasible. Depending on the finances of the project, property acquisition costs can be recovered by selling the properties to developers, returning money to the District for further acquisitions or other projects. Alternately, the land costs can be “written down” to provide a financial incentive to developers. Property acquisitions over the next five years should focus on residential development opportunity sites.

**Redevelop Public Works Yard:** The City’s Public Works facility located on Burnham Street is an ideal opportunity site for housing. It is adjacent to Fanno Creek Park, is close to the library, and would build upon the new pedestrian-oriented streetscape recently completed on Burnham Street. The City should explore opportunities to relocate the facility so that the site can be freed up for development. Initial work should focus on finding relocation sites, while later efforts would be on exploring development concepts and recruiting developers.

### Burnham Public Works Yard

The Public Works facility situated along Fanno Creek is an excellent redevelopment opportunity which could provide housing and leverage recent streetscape improvements along Burnham Street.

### Improve Fanno Creek Park and Develop an Open Space System in Downtown

**Fanno Creek Park Improvements:** Fanno Creek Park is one of downtown Tigard’s greatest assets and is a key amenity that can attract residents to the area. Plans are already in place and some funding is already lined up to make significant upgrades and improvements to Fanno Creek Park, including the preservation and restoration of environmentally sensitive areas. Urban Renewal funding can help fill the gap to build these improvements, including the replacement of pedestrian bridges over Fanno Creek Park, making the Ash Avenue and Main Street park entrances more prominent



would be another important improvement

**Plazas:** Public plazas and gathering spaces encouraging a broader range of active and passive recreational uses in downtown are recommended in numerous downtown Tigard planning documents. Large plazas can serve as the location for citywide events, drawing families and visitors to the downtown for concerts, markets, and festivals. Smaller plazas can also be located throughout the downtown to provide opportunities for smaller events or to serve as small pocket parks. This project would include funding to continue the evaluation of potential sites for acquisition and development as a plaza.

### Develop Comprehensive Street and Circulation Improvements in Downtown

**Main Street Green Street:** Beginning in 2012, Main Street will be rebuilt with the addition of landscaping features, street trees, street furniture, stormwater catchment and retainment systems, and sewer upgrades. To leverage the grant funding awarded by Metro, urban renewal funds will contribute to this project.

**High Capacity Transit:** A long-term vision for the region is to serve the corridor in the vicinity of Highway 99W with high capacity transit service, including a connection to downtown Tigard. While construction of a new transit system or facilities is many years away, planning is already underway. Support from the urban renewal can assist in the ongoing planning to ensure that future transit service integrates well in downtown and that it supports and is supported by the downtown land uses.

### Develop Organizational Leadership and Capacity in Downtown

**Downtown Organization:** An active downtown organization is an essential component of every successful downtown. Consultant Michelle Reeves recently completed an analysis of downtown Tigard and made recommendations increase the organizational capacity to support business growth, marketing, and events. While the applicability of urban renewal money to ongoing organizational development is limited, the mission and strategy of the organization should be closely linked with the other priority projects in this strategy.

## Project Schedule and Funding Matrix

Table 5, below, provides the total project cost and funding timeline for projects identified as priority projects. These expenditures are detailed for each year over the next five year period. Several project categories such as property acquisition cannot be determined until specific sites or more detail is identified, so the total sum of projects may exceed the District's five year revenues. As in the past, the City will seek to leverage urban renewal revenues with other funding sources, grants, and possibly even private financing, so the annual urban renewal revenue projection does not necessarily need to constrain the list of potential projects.

**Table 5. Project Schedule and Funding Matrix**

Project	Projected Costs per Fiscal Year				
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
<b>Encourage and Facilitate Redevelopment Projects in Downtown</b>					
New Development Grant/Loan Program	\$0	\$200,000	\$200,000	\$200,000	\$200,000
Rehabilitation/Redevelopment Grant/Loan Program	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
Technical Assistance Program	\$60,000	\$60,000	\$60,000	\$60,000	\$60,000
Property Acquisition	TBD	TBD	TBD	TBD	TBD
Redevelop Public Works Yard	TBD	TBD	TBD	TBD	TBD
<b>Improve Fanno Creek Park and Develop an Open Space System in Downtown</b>					
Fanno Creek Park Improvements	\$0	\$400,000	TBD	TBD	TBD
Plazas	TBD	TBD	TBD	TBD	TBD
<b>Develop Comprehensive Street and Circulation Improvements in Downtown</b>					
Main Street Green Street Related Projects	\$70,000	\$255,000	\$0	\$0	\$0
High Capacity Transit	TBD	TBD	TBD	TBD	TBD
Downtown Gateways	\$120,000	\$0	\$0	\$0	\$0
<b>Develop Organizational Leadership and Capacity in Downtown</b>					
Downtown Organization	\$50,000	TBD	TBD	TBD	TBD
Carry Over Projects	\$89,330				
<b>Five Year Total</b>	<b>\$464,330</b>	<b>\$990,000</b>	<b>\$335,000</b>	<b>\$335,000</b>	<b>\$335,000</b>

Source: City of Tigard, Leland Consulting Group.

## Conclusion

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Since the District was created in 2005, many public and private investments have been made that have improved downtown Tigard. Despite the economic downturn that began in 2007, investments and development activity has continued. The diversity of these projects, ranging from street improvements, new transit services, affordable housing, new retail development, and others continue the diverse mixed-use character of downtown.

While in 2011 the market continues to struggle, there are bright spots on the horizon. In particular, demographic shifts and market trends will greatly increase the demand for apartments and other types of attached housing, especially in walkable, mixed-use, urban environments like downtowns. As such, the Strategy Update focuses on investments that support housing development over the next five years, as this is Tigard's best opportunity to draw new investments that also support the goals of a vibrant downtown.

The prioritization of recommended projects focuses them geographically in areas that best leverage recent public investments such as the rebuilding of Burnham Street and the upcoming Main Street Green Street project, while also applying throughout the District projects that will create amenities to attract residents.

In addition to capital projects that are funded by urban renewal, other concurrent efforts should continue. These include the ongoing retail marketing efforts currently being completed by Michelle Reeves as well as efforts to strengthen the downtown organization. Great downtowns result from the coordinated cooperation of public and private leaders – the capital investments provided by urban renewal must be matched by a strong and active organization.

Finally, this Strategy is based on the assessment of current conditions and opportunities at a single point in time. While it anticipates future market conditions, they are always subject to change. Therefore, the Strategy should be considered a living document, subject to revision and updates over time, with progress reviews done at least annually, and full updates (such as this document) done every five years.

## Appendix

**Table 6. City Center Urban Renewal Plan Projects Status Report**

Urban Renewal Project (from UR Plan)	Status C=complete, IP=in progress, P=partial, N= not yet started	Status Explanation	Estimated Total Costs Through 2026 (Urban Renewal Report)	Urban Renewal Fund Contribution to Date (or projected contribution)
<b>A. Street Improvements</b>			<b>\$4,419,098</b>	<b>\$258,000</b>
1. Ash Avenue Extension, Scoffins to Burnham, Including RR Crossing	C /IP	Extension to Commuter Rail parking lot completed. Feasibility study started for at-grade rail crossing		\$0
2. Scoffins Street/Hall Boulevard/Hunziker Re-Alignment	NP			
3. Hall Blvd/Highway 99W Intersection Improvements	C	ODOT, County, and City project		\$0
4. Greenburg Road/Highway 99W Intersection Improvements	C	ODOT, County, and City project		\$0
5. Burnham Street Improvements	IP			\$258,000
<b>B. Streetscape Improvements</b>			<b>\$4,419,098</b>	<b>\$455,000</b>
1. Main Street	IP	Project at 60% design		\$255,000*
2. Burnham Street	C			\$200,000
3. Commercial Street	N			
4. Ash Avenue	P			
5. Scoffins Road	N			
6. Center Street	N			
<b>C. Bike/Pedestrian Facilities</b>			<b>\$546,841</b>	
1. Commuter Rail Access	C	Completed by TriMet		
2. Hall Blvd. sidewalks	P	Some sidewalk infill done as part of Knoll project		
3. Scoffins Street	N			
4. Tigard Street bike lane	N			
5. Highway 99W sidewalks	C	ODOT project		
6. Center Street	N			
7. Enhanced Pedestrian Bridge over Fanno Creek Connecting to Ash Avenue	N			
8. Conversion of Existing North Rail Corridor into a Multi-use Pedestrian Trail	IP	ODOT rail and rail line have started the abandonment project		
9. Tigard Street/Grant Bicycle/Pedestrian Crossing	N			
<b>D. Parks</b>			<b>\$3,885,376</b>	
1. Fanno Creek Park Improvements	N			
2. Skateboard Park	C			\$0
<b>E. Public Spaces</b>			<b>\$3,118,445</b>	<b>\$0</b>
1. Green Corridor/Urban Creek	N			
2. Plazas	P	Fanno Creek Park and Plaza Master Plan completed. New sites being evaluated		
3. Urban Green Spaces	P	Fanno Creek Park and Plaza Master Plan completed		
4. Public Market	N			
<b>F. Public Facilities</b>			<b>\$765,216</b>	<b>\$50,000</b>
1. Performing Arts Center	N			
2. Public Parking Facilities	IP	20 space surface lot to be built FY11-12		\$50,000*
3. Post Office Relocation	N			
4. Public Market Area	N			
5. Public Restrooms	N			
<b>G. Planning and Development Assistance</b>			<b>\$2,756,003</b>	<b>\$88,402</b>
1. Rehabilitation/Redevelopment Grant/Loan Program	IP	Façade Improvement Grant Program		\$58,402
2. New Development Grant/Loan Program	IP	matrix of potential Developer incentives developed		
3. Technical Assistance Program	IP	DOS		\$30,000
4. Commercial Façade Improvement Loans	N	Grant program instead		
<b>Property Acquisition - From Willing Sellers</b>			<b>\$956,351</b>	<b>?</b>
<b>Subtotal (minus projected costs)</b>				<b>\$546,402</b>
<b>Total Estimated Costs</b>			<b>\$20,866,428</b>	<b>\$851,402</b>

\*Projected Cost Source: City of Tigard, Urban Renewal Report, 2005

**Table 7. Development Strategy Matrix – Current Status of 2007 “Leland Report” Recommendations**

<b>Downtown Development Strategy Recommendations and Current Status</b>		
<b>Recommendations</b>	<b>Status</b>	
	C=complete, IP=in progress, P=partial, N= not yet started	
<b>Organizational Recommendations</b>		
1. Establish a strong Downtown organization.	IP	In progress. Michele Reeves effort has led to new interest in an organization.
2. Strengthen coordination between the CCDA and other Downtown organizations.	IP	In progress. CCAC has good working relationship with CCDA. TCBDA (Downtown business association) has gone on “hiatus.”
3. Increase property owner and developer outreach.	IP	In progress. Staff have made numerous contacts with property/business. A developer’s roundtable will be organized in fall/winter 2011.
4. Develop a branding campaign for Downtown Tigard.	IP	In progress. Michele Reeves led workshops with business and property owners.
5. Appoint a Downtown liaison within the City’s Current Planning Division to serve as a “go-to” person for private sector developers, and property and business owners.	C	Redevelopment Project Manger serves as ombudsman for Downtown development applications.
6. Create a “success audit” for Downtown Tigard.	N	Internal assessment has been done, but not the public/promotional document recommended.
<b>Policy Recommendations</b>		
1. Follow through with projects that are planned or currently underway.	IP	In progress. Greenburg/Hall/99W intersection and Burnham projects completed. Main St. currently being designed. Rail-to-trail corridor is progressing.
2. Revisit, prioritize and amend specific elements of planned and proposed projects identified in the TDIP and the City Center Urban Renewal Plan to ensure that public dollars are maximally leveraged and affect the greatest impact.	IP	In progress Five Year Assessment of Urban Renewal will assist in prioritization.
3. Implement Downtown Tigard Urban Renewal District Comprehensive Plan policies and action measures.	IP	Implementation of adopted Comprehensive Plan is on-going,
4. Amend existing zoning standards to promote land use and development that is consistent with the TDIP vision.	C	Completed. Development Code Amendments adopted Feb. 2010.
5. Establish design standards for Downtown Tigard.	C	Completed. Development Code Amendments adopted Feb. 2010.
6. Institute expedited permitting process.	C	Completed. Applications within the urban renewal district receive priority.
<b>Housing Recommendations</b>		
1. Assemble land for housing Downtown	IP	In progress: City has purchased property on Burnham that could be developed as housing.
2. Conduct design and feasibility studies for housing and mixed-use development on parcels adjacent to the Urban Plaza	N	Not yet pursued due to delay in Urban Plaza project. Alternative sites are being evaluated.
3. Create a Development Opportunities Study (DOS) Program to encourage property owners to explore redevelopment.	IP	In progress. DOS have been completed on 5 downtown properties.
4. Offer density bonuses to encourage housing development Downtown.	C	Completed. Development Code Amendments adopted Feb. 2010. Development code update allows increased density in vicinity of Commuter Rail/Tigard Transit station.
5. Relocate Tigard’s Public Works yards to make the site available for housing development.	IP	In progress. This is a long term project, but initial discussions are ongoing.
6. Redevelop the Tigard Public Works Building property at the intersection of Hall Boulevard and Burnham Street.	N	Not yet pursued. The final disposition of the property has not been determined, but it may become the new police station.
<b>Retail Recommendations</b>		
1. Form a relationship with a commercial broker to work with property owners and retailers to attract desired retail development Downtown.	N	Not yet pursued.
2. Create a Main Street commercial redevelopment loan or grant program to encourage development along Main Street that is consistent with the TDIP vision.	N	Not yet pursued, in lieu of the Main Street façade improvement program.
3. Create a Main Street storefront improvement program.	C	Completed. Program established. 12 properties have received design assistance and 3 matching grants (total \$64,195) have been awarded
4. Create a retail-focused DOS program for Main Street and the section of Burnham between Ash Avenue and Main Street.	N	Not yet pursued. The DOS program has not focused on retail, but potential mixed use and housing development.
5. Facilitate redevelopment of the two shopping centers at the intersection of Hall Boulevard and 99W.	N	Not yet pursued.
<b>Access, Transportation and Parking Recommendations</b>		
1. Implement long-term plans to increase connectivity to and within the Downtown.	IP	In progress. Draft connectivity plan will go to public hearing in fall/winter, 2011.
2. Establish a shared parking program.	IP	In progress. Shared parking is currently permitted by code. Consultant Rick Williams has developed a draft parking management plan.
3. In collaboration with the Downtown organization, pursue a very modest parking strategy.	IP	In progress. Consultant Rick Williams worked with Downtown property/business owners on a parking management plan. (a Downtown organization has not yet been established).

Source: City of Tigard, April 2011

**Table 8. Project Evaluation Matrix**

Key:

High	●
Medium	◐
Low	○
Not Applicable	n/a

Priority Projects in yellow

Project Name	Description	Reference	Type of project	Tax Increment Creation/ Leverage	Catalytic Potential	Housing Amenity	Project Readiness	Urban Renewal Contribution
<b>Encourage and Facilitate Redevelopment Projects in Downtown</b>								
New Development Grant/Loan Program	Loans and/or grants for new development, either residential or commercial. Five-year focus is on residential development in the Burnham Street area.	UR Plan project	direct incentive	●	●	◐	●	Up to \$1 million over five years
Rehabilitation/ Redevelopment Grant/ Loan Program	Loans and/or grants for property rehabilitation and redevelopment, including façade improvement grants for commercial development. Five-year focus on Main Street and Burnham Street to leverage streetscape investments.	UR Plan project	direct incentive	●	●	◐	●	Up to \$500,000 over five years
Technical Assistance Program	Technical assistance including development opportunity studies, market studies, feasibility analyses, engineering and design and other activities directly related to development of property. Five-year focus on Main Street, Burnham Street, and residential development projects.	UR Plan project	direct incentive	◐	●	○	●	\$60,000 per year
Property Acquisition	Acquire property from willing sellers in order to assemble land for redevelopment. Five-year focus on residential development opportunities.	UR Plan project	direct incentive	◐	●	n/a	●	TBD
Redevelop Public Works Yard	Relocate public works yard to support redevelopment of the site for housing.	Development Strategy project	direct incentive	●	●	●	◐	TBD
Shopping Center Redevelopment	Network with private developers and continue to pursue property owners that may be willing to sell or redevelop the shopping center at the intersection of Hall Blvd/ Pacific Hwy/ 99W.	Development Strategy project	direct incentive	●	●	●	○	
Performing Arts Center	Performing arts center will provide new entertainment and recreation opportunities to attract residents and visitors to downtown.		capital/ infrastructure	○	●	●	○	
Post office relocation	Relocate the existing downtown post office.	UR Plan project	direct incentive	◐	◐	◐	○	

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# Tigard Downtown Strategy Update/5-Year Urban Renewal Assessment

Project Name	Description	Reference	Type of project	Tax Increment Creation/ Leverage	Catalytic Potential	Housing Amenity	Project Readiness	Urban Renewal Contribution
<b>Improve Fanno Creek Park and Develop an Open Space System in Downtown</b>								
Enhanced Pedestrian Bridge over Fanno Creek Connecting to Ash Avenue	Facilitate access between residential neighborhoods west of Fanno Creek and downtown, while minimizing impacts to sensitive areas and preserving wetlands buffers.	UR Plan project	capital/ infrastructure	◐	◐	●	◐	
Fanno Creek Park Improvements	Upgrades and improvements to Fanno Creek Park, as well as the preservation and restoration of environmentally sensitive areas. Includes replacement of bridges.	UR Plan project	capital/ infrastructure	◐	●	●	●	\$350,000
Conversion of Existing North Rail Corridor into a Multi-use Pedestrian Trail	Convert north rail corridor into a multi-use trail, increasing pedestrian access and providing new recreational opportunities for residents, workers and visitors.	UR Plan project	capital/ infrastructure	◐	◐	●	◐	
Green Corridor/Urban Creek	Development of a green corridor/urban creek extending from the intersection of Hwy 99 and Hall Blvd through downtown to Fanno Creek, with bio-swales, native vegetation, pervious pavement and other low impact stormwater conveyance features.	UR Plan project	capital/ infrastructure	◐	○	●	○	
Plazas	Public plazas and gathering spaces encouraging a broader range of active and passive recreational uses in downtown.	UR Plan project	capital/ infrastructure	◐	●	●	◐	
Urban Green Spaces	Urban green space similar to the plaza, designed to promote the preservation of environmentally sensitive areas	UR Plan project	capital/ infrastructure	◐	●	●	◐	
Public Market	Public market space near Fanno Creek	UR Plan project	capital/ infrastructure	○	●	●	◐	
Public Parking	Create a surface public parking lot on Burnham St	UR Plan project	capital/ infrastructure	○	◐	○	●	\$50,000
Public Restrooms	Provision of public restrooms in public gathering spaces.	UR Plan project	capital/ infrastructure	○	◐	○	●	
<b>Develop Comprehensive Street and Circulation Improvements in Downtown</b>								
Ash Avenue Railroad Crossing	Gain approval from ODOT Rail for an at-grade RR crossing at Ash Ave by closing a RR crossing in another part of Tigard.	UR Plan project	capital/ infrastructure	○	◐	○	○	
Main Street Green Street	Addition of landscaping features, street trees, street furniture, stormwater catchment and retainment systems. Sewer upgrades.	UR Plan project	capital/ infrastructure	◐	●	●	●	\$255,000
Scoffins Street/Hall Boulevard/Hunziker Re-Alignment	Connect Scoffins to Hunziker Road where they cross Hall Blvd. Impact on existing apartment development	UR Plan project	capital/ infrastructure	○	◐	◐	○	
Street Connectivity Plan implementation	Implement additional proposed street connections in connectivity plan (to be adopted)	Development Strategy project	capital/ infrastructure	◐	◐	◐	○	TBD
Commercial Street Streetscape	Addition of landscaping features, street trees, street furniture and other physical enhancements	UR Plan project	capital/ infrastructure	◐	●	●	◐	
Scoffins Street Streetscape	Addition of landscaping features, street trees, street furniture and other physical enhancements	UR Plan project	capital/ infrastructure	◐	●	●	◐	
Center Street Streetscape	Addition of landscaping features, street trees, street furniture and other physical enhancements	UR Plan project	capital/ infrastructure	◐	●	●	◐	
Center Street sidewalks and bike lanes	Provide sidewalks and bike lanes on Center Street	UR Plan project	capital/ infrastructure	◐	◐	◐	◐	

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Project Name	Description	Reference	Type of project	Tax Increment Creation/ Leverage	Catalytic Potential	Housing Amenity	Project Readiness	Urban Renewal Contribution
<b>Develop Comprehensive Street and Circulation Improvements in Downtown</b>								
Hall Blvd. sidewalks	Eliminate gaps in the sidewalk on the east side of Hall Blvd. and repair sidewalks and curbs on both sides as needed.	UR Plan project	capital/ infrastructure	◐	◐	●	●	
Scoffins Street Bike/Ped	Install bike lanes and sidewalks on Scoffins Street, which lacks both types of facilities	UR Plan project	capital/ infrastructure	◐	◐	●	●	
Tigard Street bike lane	Provide a new bike lane on the south side of Tigard Street and upgrade the bike lane on the north side to standard conditions	UR Plan project	capital/ infrastructure	◐	◐	●	◐	
Tigard Street/Grant Bicycle/Pedestrian Crossing	New at-grade bike/pedestrian crossing extending from the intersection of Tigard Street and Grant Street to the north side of the railroad tracks to facilitate circulation and access by non-motorized vehicles.	UR Plan project	capital/ infrastructure	◐	◐	●	○	
Gateway Features	Gateways at major entrances to downtown	Streetscape Plan project	capital/ infrastructure	◐	◐	○	◐	\$120,000
Downtown Way-finding	Create pedestrian-oriented signage	Metro grant	capital/ infrastructure	◐	●	○	●	
High Capacity Transit	Regional high capacity transit route is currently being planned for the area and may include a station in the urban renewal district. Reserve funding for potential UR support.	Regional project	capital/ infrastructure	●	●	●	○	
<b>Develop Organizational Leadership and Capacity in Downtown</b>								
Downtown Organization	Support a downtown organization and implement the recommendations made by Michele Reeves.	Development Strategy project	direct incentive	◐	●	●	●	\$50,000 for first two years. Program should be self-sustaining after that (or will secure grant funding)