



City of Tigard

Tigard Workshop Meeting – Agenda

TIGARD CITY COUNCIL

MEETING DATE AND TIME: December 17, 2013 - 6:30 p.m.

MEETING LOCATION: City of Tigard - Town Hall - 13125 SW Hall Blvd., Tigard, OR 97223

Order of agenda items revised on December 16, 2013

PUBLIC NOTICE:

Times noted are estimated.

Assistive Listening Devices are available for persons with impaired hearing and should be scheduled for Council meetings by noon on the Monday prior to the Council meeting. Please call 503-639-4171, ext. 2410 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

Upon request, the City will also 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: 503-639-4171, ext. 2410 (voice) or 503-684-2772 (TDD - Telecommunications Devices for the Deaf).

VIEW LIVE VIDEO STREAMING ONLINE:

<http://live.tigard-or.gov>

Workshop meetings are cablecast on Tualatin Valley Community TV as follows:

Replay Schedule for Tigard City Council Workshop Meetings - Channel 28

- Every Sunday at 7 a.m.
- Every Monday at 1 p.m.
- Every Wednesday at 2 p.m.
- Every Thursday at 12 p.m.
- Every Friday at 3 p.m.

SEE ATTACHED AGENDA



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Tigard Workshop Meeting – Agenda

TIGARD CITY COUNCIL

MEETING DATE AND TIME: December 17, 2013 - 6:30 p.m.

MEETING LOCATION: City of Tigard - Town Hall - 13125 SW Hall Blvd., Tigard, OR 97223

6:30 PM

- **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.

1. WORKSHOP MEETING
 - A. Call to Order- City Council
 - B. Roll Call
 - C. Pledge of Allegiance
 - D. Council Communications & Liaison Reports
 - E. Call to Council and Staff for Non-Agenda Items
2. RECEIVE TIGARD TRIANGLE STRATEGIC PLAN UPDATE **6:35 pm estimated time**
3. RECEIVE ECONOMIC DEVELOPMENT QUARTERLY UPDATE **7:05 pm estimated time**
4. RECEIVE BRIEFING ON CAPITAL IMPROVEMENT PLAN PROJECTS **7:20 pm estimated time**
5. REVIEW CITY SURVEY RESULTS **7:35 pm estimated time**
6. DISCUSS CITY OF TIGARD STRATEGIC PLAN **8:05 pm estimated time**
7. COUNCIL LIAISON REPORTS **9:00 pm estimated time**
8. NON AGENDA ITEMS

- EXECUTIVE SESSION: The Tigard City Council will go into Executive Session to review and evaluate the employment-related performance of the city manager, 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. **9:10 pm estimated time**

9. ADJOURNMENT **9:40 pm estimated time**

AIS-1442

2.

Workshop Meeting

Meeting Date: 12/17/2013

Length (in minutes): 30 Minutes

Agenda Title: Tigard Triangle Strategic Plan Update (Joint meeting with the Planning Commission)

Submitted By: Cheryl Caines, Community
Development

Item Type: Update, Discussion, Direct Staff

Meeting Type: Council Workshop Mtg.

Public Hearing: No

Publication Date:

Information

ISSUE

City Council and Planning Commission will hear an update on the Tigard Triangle Strategic Plan.

STAFF RECOMMENDATION / ACTION REQUEST

Not applicable.

KEY FACTS AND INFORMATION SUMMARY

Tasks 2 and 3 of the Tigard Triangle Strategic Plan are complete. The purpose of Task 2 was to gather information about existing conditions within the Triangle based on stakeholder interviews, suburban developer interviews, and review of maps and other City documents including the Tigard High Capacity Land Use Plan, Transportation System Plan, Tigard Community Development Code, and others.

In task 3 this information along with market information and feedback from the Technical and Citizen Advisory Committees was analyzed to determine what is needed in the area to create a mixed use, multi-modal district and some opportunities for and constraints to meeting those needs.

Staff will present:

- Needs, opportunities and constraints to transforming the Tigard Triangle;
- Current market information regarding office, retail and housing;
- Possible tools to overcome the barriers and constraints to development of the district; and
- Schedule and next steps.

Staff will present the information gathered so far and have a discussion with Council and Planning Commission about the process moving forward.

OTHER ALTERNATIVES

Not applicable.

COUNCIL GOALS, POLICIES, APPROVED MASTER PLANS

2012 City Council Goals

1. Determine the economic development opportunities, development plan, city policies and regulation needed to position the Tigard Triangle as an HCT station location.

2013 citywide priorities are not finalized but key topics include progress on major projects such as the Tigard Triangle, economic development, and community engagement.

DATES OF PREVIOUS COUNCIL CONSIDERATION

The last update was September 3, 2013.

Fiscal Impact

Fiscal Information:

No immediate fiscal impact. Funding of future public improvements will be discussed once identified.

Attachments

[Tigard Triangle Existing Conditions Report](#)
[Needs, Opportunities, Constraints, Tools Memo](#)
[Tigard Triangle Update Powerpoint](#)



City of Tigard

Tigard Triangle

STRATEGIC PLAN

DATE: September 18, 2013

TO: Cheryl Caines, City of Tigard
Ross Kevlin, ODOT

FROM: Alex Dupey

SUBJECT: Draft Existing Conditions Report

PROJECT: ODOT0000-0801 - Tigard Triangle Strategic Redevelopment Plan

COPIES: File

Introduction

This memo documents the consultant review of the land use plans and policies, transportation conditions, environmental resources, and infrastructure conditions relevant to the Tigard Triangle Redevelopment Strategy Project (Project). This information is important reviewed in order to identify potential issues that the Project may need to address as it moves forward developing land use and transportation alternatives and implementation strategies. Additionally, several future transportation projects identified in local plans that are located within the Triangle will need to be considered. Understanding the existing conditions at the beginning of the Project ensures that the Project is compatible with applicable requirements, or reveals any local requirements that may need to be modified.

A key component of this memo is identifying how effective the existing regulatory process is within the Triangle in creating the desired development pattern identified in the *City of Tigard High Capacity Transit Land Use Plan* (2012) (Tigard LU Plan). The Tigard LU Plan identifies the need for essential urban design elements to create a walkable town center with vibrant streets, well-blended uses, and parks and open spaces.

There are several attachments referenced throughout this memo, a list is found at the end of the document.

Project Boundaries

The Project is broken into two areas, illustrated on **Figure 1**. The primary study area is the Town Center/Main Street area from the Tigard LU Plan. This area lies generally west of Interstate 5, east of SW 72nd Avenue, and south of Pacific Highway (OR 99W) to SW Hampton Street, with some exceptions. The Tigard LU Plan concluded that the commercial uses along OR 99W and the big box retail west of SW 72nd Avenue are not expected to change. However, there are vacant or underutilized sites in these areas, such as the movie theatre and others bordering Red Rock Creek, that could see redevelopment.

A secondary study area includes those areas lying north of OR 99W that were identified as Transit Corridor and Transit Neighborhood in the Tigard LU Plan. This secondary area is bound by OR 99W to the south, SW 78th Avenue on the west, Oak Street on the north, and SW 65th Avenue on the east.

Study Areas

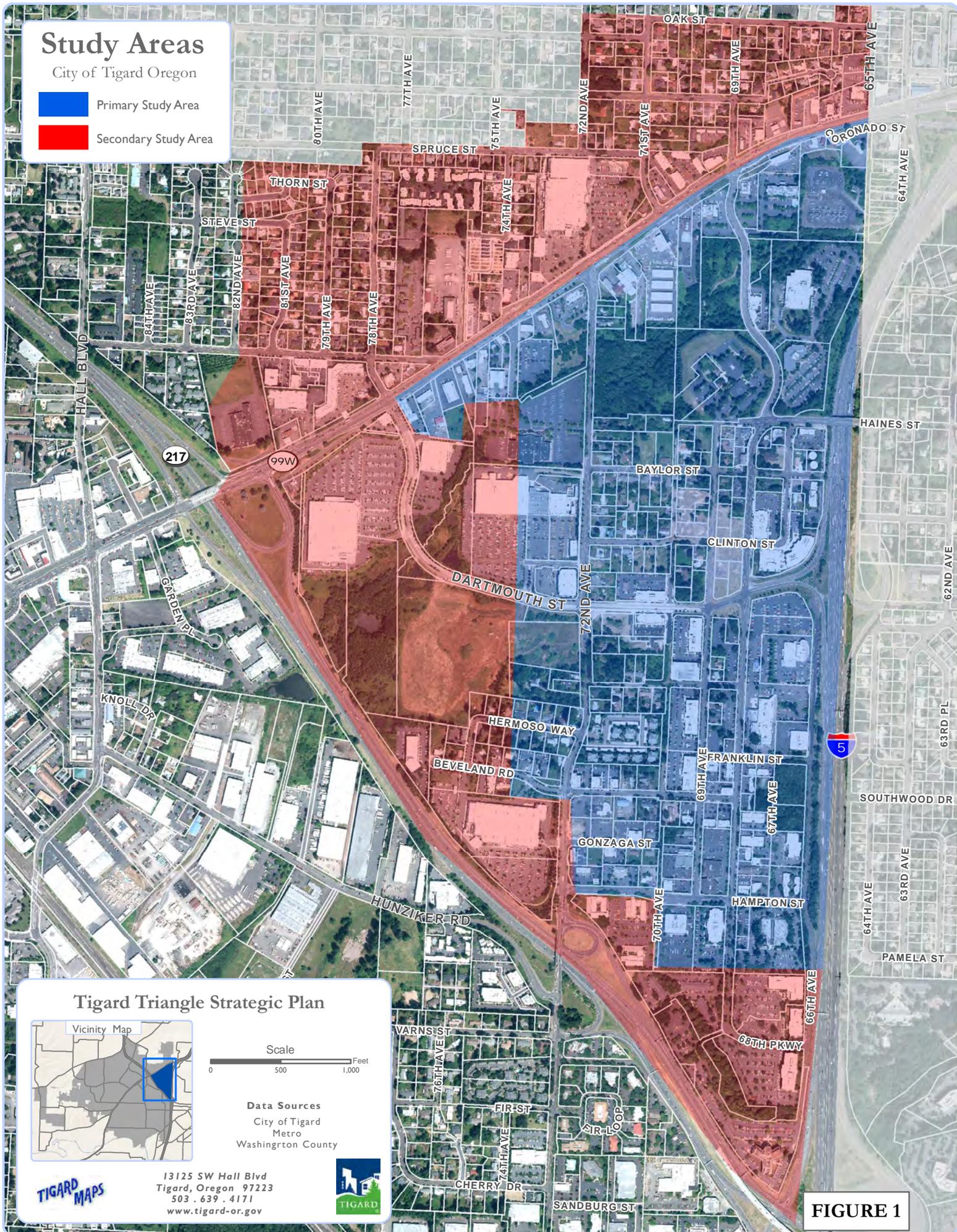
City of Tigard Oregon



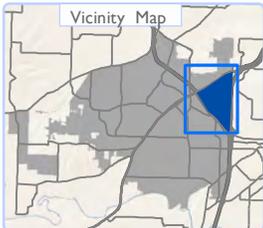
Primary Study Area



Secondary Study Area



Tigard Triangle Strategic Plan



Data Sources
 City of Tigard
 Metro
 Washington County



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FIGURE 1

Relevant Plans

The relevant transportation and land use plans, regulations, and ordinances that were reviewed to provide a regulatory framework are:

City of Tigard:

- City of Tigard High Capacity Transit Land Use Plan (2012)
- City of Tigard Comprehensive Plan (2008)
- City of Tigard 2035 Transportation System Plan (2010)
- Community Development Code
- City of Tigard Park System Master Plan (2009)

Metro:

- Southwest Corridor Plan
- Regional Transportation Plan
- Metro's High Capacity Transit Plan

These plans and policies were reviewed to provide the governing regulatory framework for the Project. The Tigard LU Plan reviewed several of the same documents and, where appropriate, those Tigard LU Plan findings have been summarized or attached for reference. Of particular importance are two excerpts from the Tigard LU Plan: the Map Atlas (Attachment A), and *Existing Conditions: Land Use and Transportation Memoranda* (Attachment B), which includes a review of relevant planning and transportation documents.

City of Tigard Plans

The following City of Tigard documents are relevant to the Project.

City of Tigard High Capacity Transit Land Use Plan (Tigard LU Plan)

The Tigard LU Plan was developed through many months of study, analysis, and discussion by Tigard's residents, Tigard city staff, and representatives from other agencies including Metro and the Oregon Department of Transportation (ODOT). It is intended to be a tool for Tigard to use to implement its vision for HCT station communities within its portion of the Southwest Corridor by identifying potential station community locations and performing preliminary analysis on the regulatory and market potential for several locations in the city.

The following summary provides the key issues and opportunities of the Tigard Triangle Station Concept identified in the plan:

Neighborhood Character

There are opportunities for an efficient grid pattern on the east side of SW 72nd Avenue, though the large format retail to the west of SW 72nd Avenue is expected to remain in the foreseeable future.

- Policy changes to current design standards, such as lot coverage and building frontage would be needed to allow the types of development that are illustrated in the concept.
- Extension of the 2040 Metro Town Center boundary is consistent with this concept (Town Centers are designated as one way to plan for future housing and job growth within the region and currently downtown Tigard is designated as a Town Center).

Development Feasibility

- Tigard Triangle is an attractive area for employment and retail because of its excellent regional transportation access. There is likely to be a strong demand for these uses in the future, which is supported by a significant amount of vacant and underutilized land in the area.
- Development patterns are envisioned to include five- to six-story midrise office development, two- to three-story residential development, and single-story retail in areas adjacent to OR 99W.
- Feasibility depends on how well the city can increase mixed-use development while addressing state and local transportation policies.

Plan and Policy Consistency

In general, the current comprehensive plan and underlying zoning allows the types of land uses described in the Tigard Triangle Station Concept; however, there are several obstacles to successful implementation:

- The Tigard Development Code (TDC) limits development to 0.40 floor area ratio (FAR), which effectively precludes some of the densities shown in the concept. FAR as it relates to development in the Triangle is illustrated in Attachment C.
- Issues associated with potential increased development in the Triangle will need to be weighed and evaluated against the potential increased traffic congestion on the state highway system.
- Whether or not to adopt Metro Town Center designation in coordination with ODOT and Metro. The Tigard City Council has approved to expand the boundary but Tigard has not completed the process with Metro.

Transportation Access

Three highways form the boundary of the Tigard Triangle, thus providing good access to the highway system for motorists, but at the same time, presenting barriers for bicyclists and pedestrians. Therefore, future planning will need to be multimodal and have the right land use mix, design, and building orientation to create walkable and efficient internal circulation.

Infrastructure Investment

There are several transportation needs that were identified through the public involvement process that are not included in the City's Transportation System Plan or other plans, including:

- A new crossing of OR 217 linking downtown Tigard with the Triangle;
- An Interstate 5 crossing at Beveland Street/Southwood Drive;
- Several miles of new streets to complete the local grid system in the area around SW 72nd Avenue; and
- New parks and open space.

Analysis: The Tigard Triangle Station Concept, as described in the plan, offers a mix of neighborhood types, identifies centers of activity, general community character, and a vision for multimodal travel. The Tigard Triangle Concept shows the center of intensity east of SW 72nd Avenue, with development focused on the existing pattern of smaller blocks for a walkable, town center feel. This concept blends smaller-scale retail, restaurants, and housing to complement the current employment center, especially in the northeast part of the Triangle. Increased housing options would also be allowed northwest of OR 99W. Several issues, such as zoning, parking requirements, and site design, were not addressed specifically in the Tigard LU Plan but are described in greater detail under the Tigard Development Code analysis section of this memo.

City of Tigard Comprehensive Plan 2027

The City of Tigard Comprehensive Plan (TCP) is the first complete update of the City of Tigard's original 1983 Comprehensive Plan. The TCP provides the broad policy basis for land use planning in the City of Tigard and guides all actions relating to the use of land in the city. Through the policies and goals it documents, the TCP indicates how regional land use requirements will be implemented and helps coordinate actions with local, state, and federal stakeholders. The TCP represents the land use vision and values of the City of Tigard community, and is intended to be an organizational and management tool to help guide the decisions of city staff and to set city goals relating to the use of land through 2027.

Analysis: The TCP's goals, policies, and action measures support the mixed-use development and strong transportation networks of the Tigard Triangle plan. While some comprehensive plan and land use changes might be required, such as if the area should be designated a Town Center, the overall framework of the TCP supports the potential outcomes of the Project. The salient components of the TCP related to the Project include:

Goal 9.1 "Develop and maintain a strong, diversified, and sustainable local economy," including action measures identifying the need for developing a comprehensive "Area Plan" for the Tigard Triangle to promote its full development and increasing opportunities for higher density housing and employment."

Goal 9.3 "Make Tigard a prosperous and desirable place to live and do business," including policies to focus a significant portion of future employment growth in several areas, including the Tigard Triangle.

Goal 10.1 “Provide opportunities for a variety of housing types to meet the diverse housing needs of current and future City residents.”

Goal 12.1 “Develop mutually supportive land use and transportation plans to enhance the livability of the community,” including policies that prioritize transportation projects by community benefit; emphasizing multi-modal travel options for all types of land uses; and promoting land use and transportation investments that promote balanced transportation options.

Goal 12.2 “Develop and maintain a transportation system for the efficient movement of people and goods,” including policies to manage the transportation system to support desired economic development activities; balancing parking with other transportation modes; increasing non-single occupant vehicle mode shares through vehicle trip reduction strategies, and designing the transportation system to provide connectivity between Metro designated centers, corridors, employment and industrial areas.

Goal 12.3 “Provide an accessible, multi-modal transportation system that meets the mobility needs of the community,” including policies to support the existing commuter rail and bus service in Tigard, engaging regional partners to support development of High Capacity Transit serving the Tigard; prioritizing bicycle, pedestrian, and transit improvements for transportation disadvantaged; maintaining neighborhood and local connections to provide efficient; requiring development adjacent to transit routes to provide direct pedestrian accessibility; and designing all projects on Tigard city streets to encourage pedestrian and bicycle travel.

Goal 12.5 “Coordinate planning, development, operation, and maintenance of the transportation system with appropriate agencies,” including policies to coordinate and cooperate with adjacent agencies and service providers; and coordinate with TriMet, and/or any other transit providers serving Tigard, to improve transit service to, from, though, and within Tigard.

City of Tigard 2035 Transportation System Plan

The 2035 TSP was adopted in 2010. The 2035 TSP ensures the transportation vision meets the community needs, communicates the City of Tigard’s aspirations, and conforms to state and regional policies. It provides guidance for transportation investment and acts as a coordination tool with regional agencies and local jurisdictions. The TSP is also an important component of land use planning and identifies solutions for existing and future multimodal transportation needs. It identifies the preferred multimodal transportation system, and is used to identify the function, capacity, and location of future facilities and transportation investments.

Analysis: The 2035 TSP establishes a commitment to multimodalism, transportation system management, transit investments (especially public transit connections), connectivity and local mobility, and land use patterns directly related to the Project. As with the TCP, the City of Tigard’s TSP is supportive of objectives of the Project. It is likely that the only potential amendments to the TSP would be amending the project list and the circulation plans, because the goals and policies are supportive of the Project.

The TSP also supports the Southwest Corridor Plan and increased service on the existing Westside Express Service (WES) commuter rail. A local contribution to planning work for the Southwest Corridor is included in the financially constrained project list. A major focus of the preliminary planning will address land uses and pedestrian/bicycle connectivity to support these and other transit investments.

The TSP identifies the need to improve access to the Tigard Triangle area through the following tactics:

- Provide additional intersection and roadway capacity improvements to improve traffic operations at the boundary streets.
- Provide better facilities for alternative modes (transit, bicycles, pedestrians, etc.)
- Create a mix of critical additional capacity and implementing travel demand management (TDM) programs. TDM programs accommodate travel needs by providing choices for travel mode, time, location and route.

There are also a number of planned roadway improvement projects to the existing system (**Figure 2**) identified for the Triangle (**Figure 3**) and identified in **Table 1**, including the extension of Atlanta Street to connect 68th Avenue and Dartmouth, and a new OR 217 overcrossing connecting Hunziker Street to Hampton Street. The Atlanta Street extension and Hunziker Street overcrossing would provide needed additional circulation options for auto and non-auto modes of transportation within the Triangle. In addition, the Hunziker Street overcrossing would provide an additional access to the Tigard Triangle area from the south and west.

Table 1. TSP Improvements in the Triangle

<i>Project Location</i>	<i>Project Type</i>	<i>Description</i>
Pacific Highway	Bike Lane Gaps	Fill in gaps in bike lanes along Pacific Highway-99W
72 nd Avenue	Road Widening	Widen to 4/5 lanes, including bridge over ORE 217
Atlanta Street	New Road	Extend Atlanta Street west to Dartmouth Street, bike lanes, and sidewalks
Dartmouth Street	Road Widening	Complete 4 lanes plus turn lanes and sidewalks
68 th Avenue	Road Widening	Widen to 2/3 lanes between Dartmouth/I-5 ramps and south end
Hwy 217 over crossing – Hunziker-Hampton Connection	New Road	Connect Hunziker Road to 72 nd Avenue – requires overcrossing over ORE 217 – removes existing 72 nd Ave/Hunziker intersection

City of Tigard Community Development Code

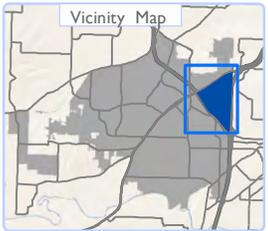
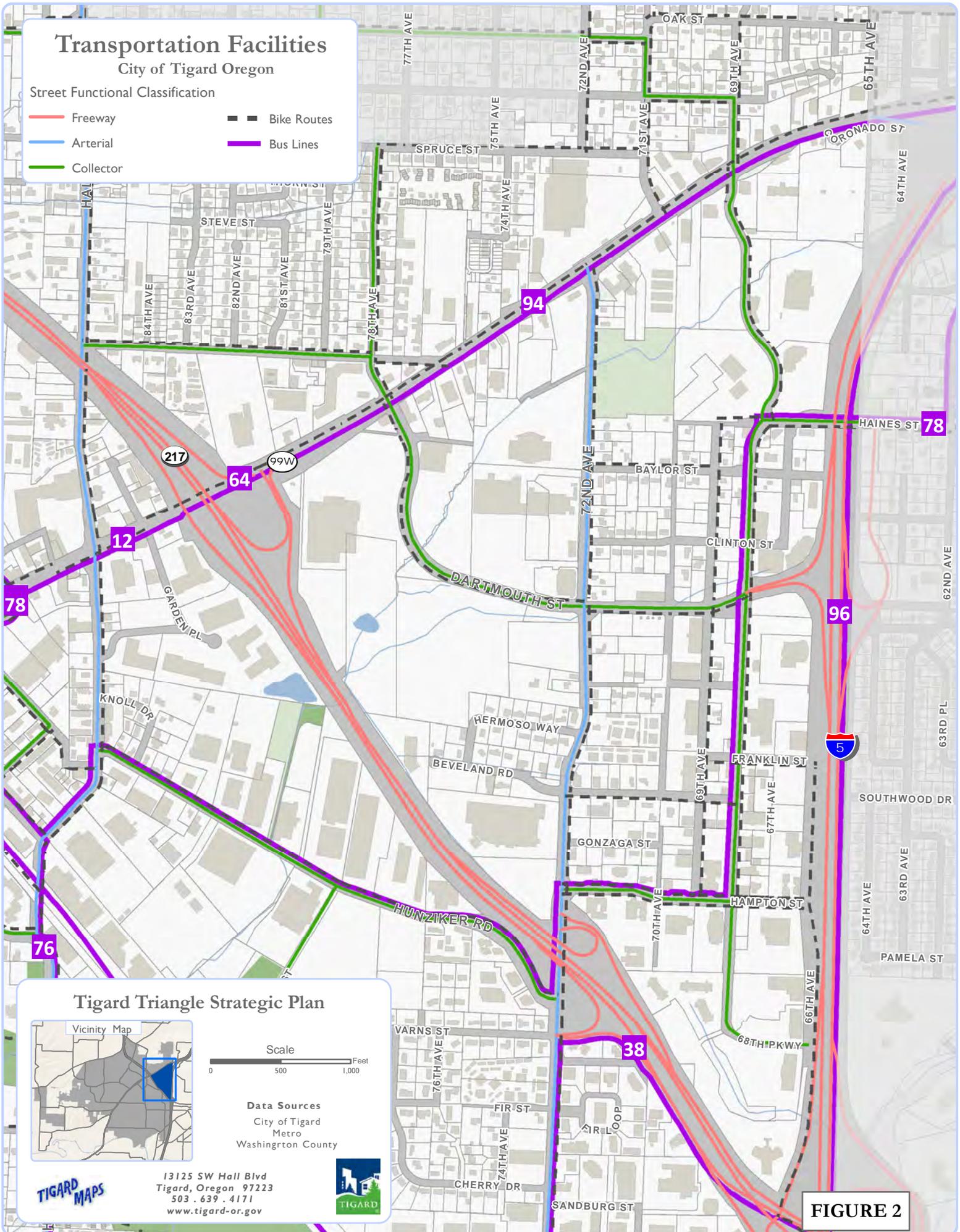
The Tigard Triangle is primarily composed of Mixed-Use Employment (MUE) and General Commercial (C-G). North of OR 99W the zoning transitions from General Commercial (C-G) and Professional Commercial (C-P) along

Transportation Facilities

City of Tigard Oregon

Street Functional Classification

- Freeway
- Arterial
- Collector
- Bike Routes
- Bus Lines



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 Metro
 Washington County



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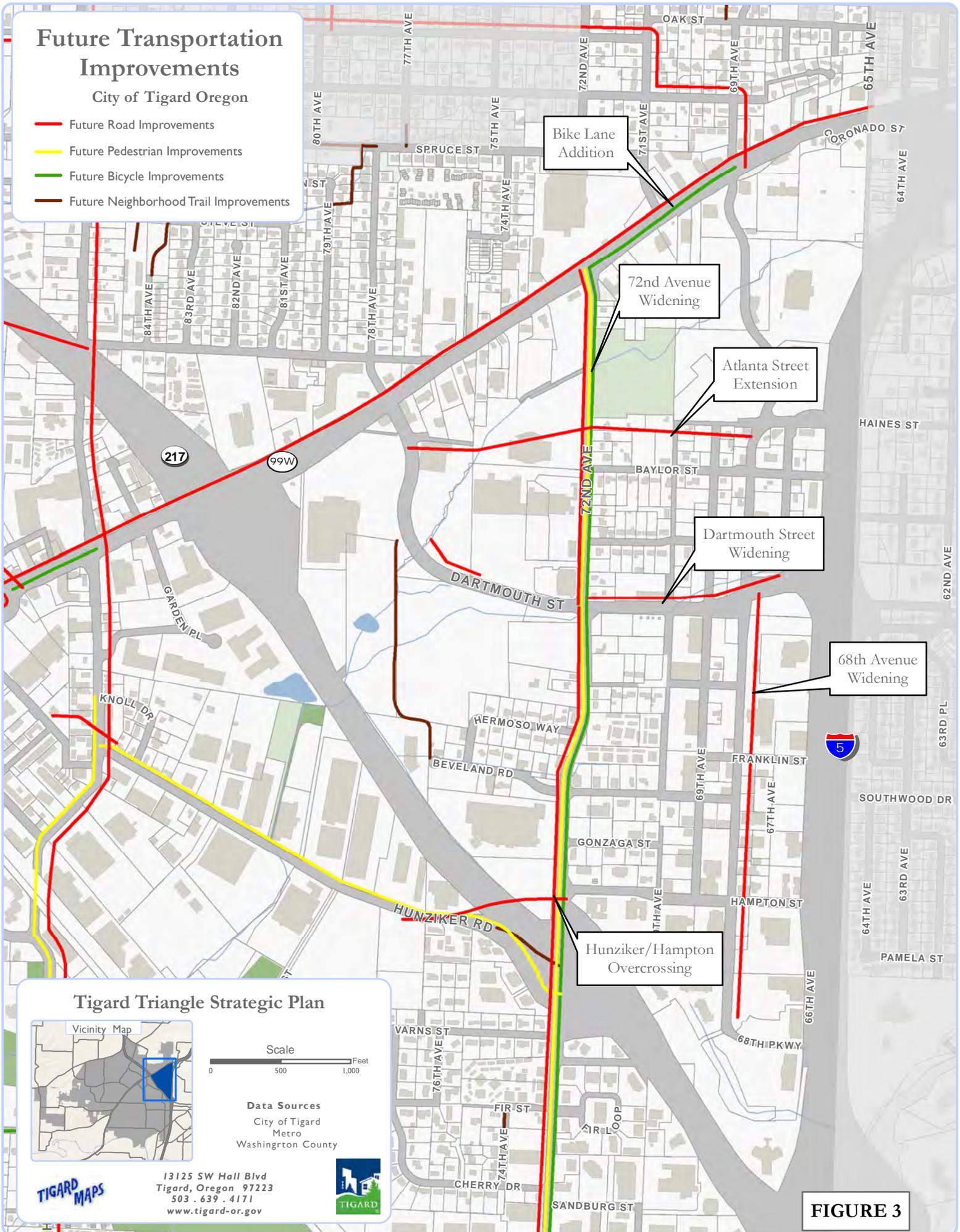


FIGURE 2

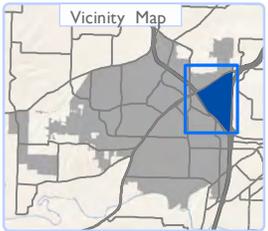
Future Transportation Improvements

City of Tigard Oregon

- Future Road Improvements
- Future Pedestrian Improvements
- Future Bicycle Improvements
- Future Neighborhood Trail Improvements



Tigard Triangle Strategic Plan



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FIGURE 3

the highway to a mix of single-family residential zones (R-4.5, R-7, R-12, and R-25). Existing zoning is shown in **Figure 4**.

The Tigard Community Development Code includes zone specific development standards (building height, setbacks, and landscaping) and citywide requirements related to parking, tree canopy, and street/utility improvements. In addition, there are design standards specific to properties within the Tigard Triangle. The purpose of the design standards was to ensure a high-quality mixed use employment area, convenient pedestrian and bikeway system, and high quality streetscape to establish an image for the area.

The zoning analysis completed by the consultant for the Triangle builds upon that done for the Tigard LU Plan, which evaluated the permitted uses, employment, and densities allowed in the existing zones. That information has been supplemented with additional analysis of the zoning, design standards, and parking requirements within the Triangle that affects the character of the active transportation environment.

Residential Zones in the Study Area

Residential zoning within the study area is located northwest of OR 99W and outside of the Triangle, and ranges from densities of R-4.5 to R-25. Of these zones, only R-12 and R-25 provide the urban residential densities that would support a transit-oriented development pattern. The R-25 zone provides the requisite mix of uses (restricted to ground-floor retail in multifamily residential buildings) that would support nearby residents. All residential zones have minimum parking standards regardless of location to the nearest transit service.

Analysis: North of OR 99W, there is little available vacant land and future development within single-family residential areas is not likely. Increasing residential densities and/or constructing larger mixed-use projects would require changing the zoning to allow that type of development, and acquiring and consolidating contiguous parcels, both of which have a low probability of occurring in the short-term. The more likely changes would occur immediately adjacent to and south of OR 99W similar to what was identified in the Tigard LU Plan "Corridor" designation.

Tigard Triangle Plan District

The Tigard Triangle Plan District sets standards for public street improvements and for new development and renovation projects. The Tigard Triangle Plan District regulations may be applied in conjunction with a base zone, in this case both the MUE and C-G zones. The Plan District is bounded by I-5, OR 99W, and OR 217, but does not apply to development north of OR 99W. The Plan District provides the regulating design standards that relate to the base zones uses, which is significant for the Triangle in that Plan District design requirements are generally focused on pedestrian and transit-oriented development, while the underlying zones are not necessarily as supportive. Additionally, and perhaps most important, where there is a conflict between the Plan District regulations and the base zone, the Plan District regulations supersede the underlying zone.

Analysis: The Tigard Triangle Plan District generally supports the outcomes of the Tigard LU Plan and encourages a strong pedestrian-oriented urban design. The Tigard Triangle Plan District also supports the goals of the Project, though with some caveats. The key issues related to this Plan District are:

- The Tigard Triangle Plan District does not apply to development north of OR 99W potentially creating an imbalanced appearance for this portion of the OR 99W corridor.

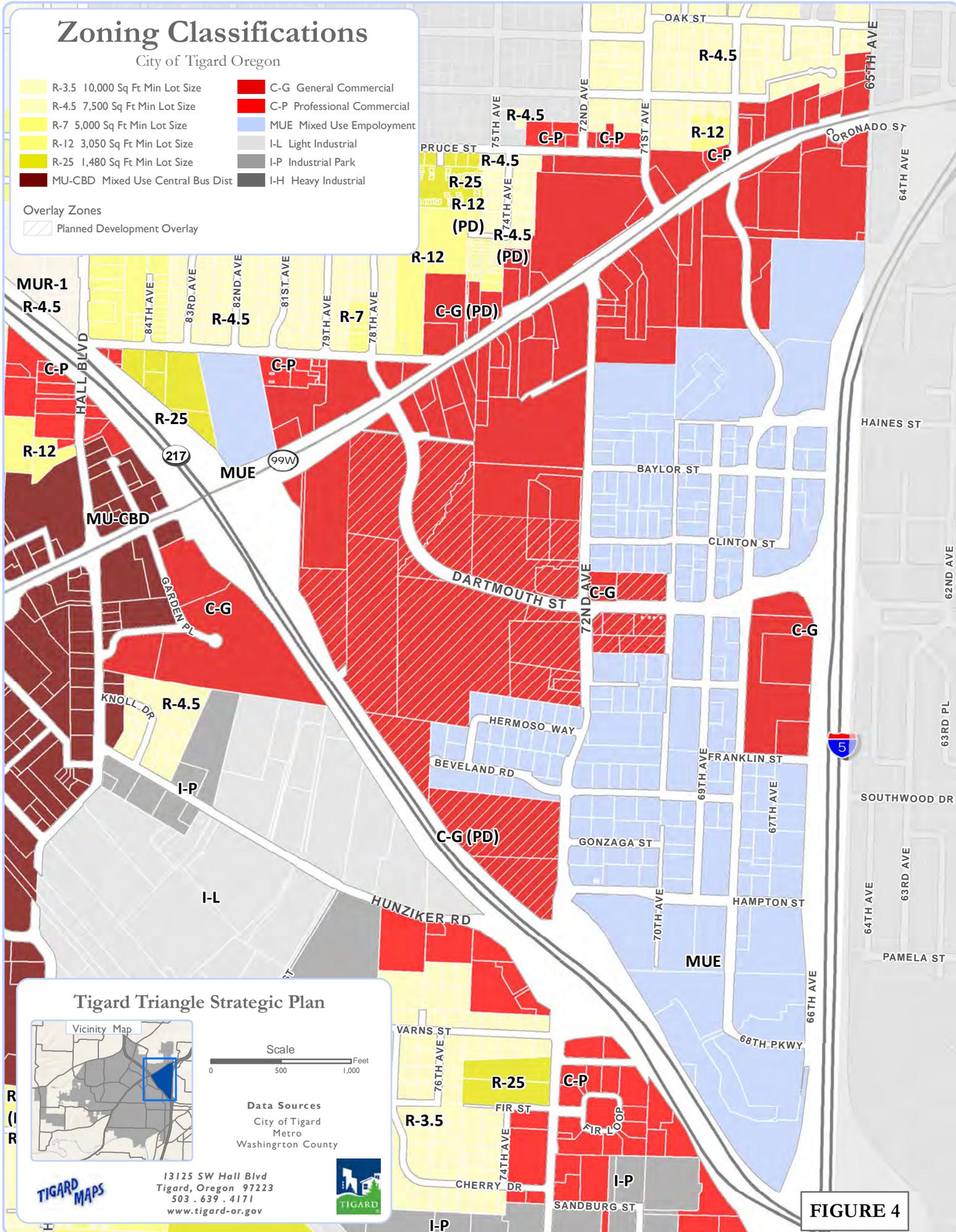
Zoning Classifications

City of Tigard Oregon

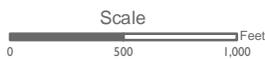
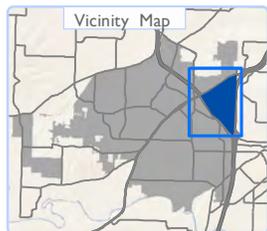
- | | |
|--|---|
|  R-3.5 10,000 Sq Ft Min Lot Size |  C-G General Commercial |
|  R-4.5 7,500 Sq Ft Min Lot Size |  C-P Professional Commercial |
|  R-7 5,000 Sq Ft Min Lot Size |  MUE Mixed Use Employment |
|  R-12 3,050 Sq Ft Min Lot Size |  I-L Light Industrial |
|  R-25 1,480 Sq Ft Min Lot Size |  I-P Industrial Park |
|  MU-CBD Mixed Use Central Bus Dist |  I-H Heavy Industrial |

Overlay Zones

-  Planned Development Overlay



Tigard Triangle Strategic Plan



Data Sources
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 Washington County



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FIGURE 4

- While building frontages are required to be a minimum of 50 percent of the street frontage of all minor and major collectors, 50 percent minimum frontage may not be adequate along local streets within the Triangle where a high-quality pedestrian environment is desired. Under this design requirement, there is still the potential for large gaps between structures, particularly on larger lots.
- The Tigard Triangle Plan District specifies a maximum of a 10-foot setback with a 0-foot minimum setback permitted. These setback standards are supportive for the type of development envisioned for the Triangle.
- Parking is required to be on the back or sides of buildings. Side-lot parking areas should be reconsidered if increased building frontages are desired on some streets, potentially by identifying specifically how off-street parking access occurs by street type. (Parking is also covered separately in the section “Parking Requirements Within the Triangle,” below).
- Table 18.620.2 of the Tigard Triangle Plan District provides a good framework for considering how streets interact with adjacent uses and is included as Attachment D. This table will need to be evaluated as the land use and transportation options are developed and to determine whether the potential for high capacity transit could affect roadways and land uses.
- The Plan District provides street cross sections for the Triangle, included as Attachment D. These will need to be evaluated in the context of this project and as HCT concepts are developed in the coming months for the SW Corridor.

Overall, the Tigard Triangle Plan District is good base for developing land use and transportation options, more so than the MUE or C-G zones (see below), but some amendments may be required to implement the Project. Given the differences between the OR 99W environment and the Triangle, separate treatments, including different plan districts may be warranted.

Mixed Use Employment (MUE) Zone

The MUE zoning district applies to the majority of the land within the Tigard Triangle. This zoning district permits a wide range of uses including major retail goods and services, business/professional offices, civic uses, and housing; the latter includes multifamily housing at a maximum density of 25 units/acre, which is equivalent to the R-25 zoning district. The MUE zone permits a wide range of uses outright or conditionally, including but not limited to community recreation facilities, medical centers, schools, utilities, and transit-related park-and-ride lots.

Analysis: The MUE zone appears to be a combination of general commercial and high-density residential zones, which makes developing mixed-use projects difficult because there are not a series of specific development standards for mixed use development. While the Tigard Triangle Plan District is the regulating standard for design, the MUE zoning district still applies. Key issues with the MUE zone include:

- While there are notes in the use and development standards identifying how mixed use can be constructed, neither the use categories nor the design standards clearly identify mixed-used or transit-oriented or pedestrian-oriented development requirements.
- Street setbacks are differentiated between commercial and multifamily uses, where commercial uses vary between 0 and 20 feet, and multifamily uses require minimum front, side street, and side yard

setbacks (20-foot minimum). There is no flexibility in applying a mixed-use standard where the ground floor could include a combination of residential and retail.

- Setbacks do not appear to take into account mixed use or the possibility of “street-tight” residential buildings. The lack of flexibility limits the streetscape and may not be conducive to developing a pedestrian-oriented and visually dynamic streetscape.
- Minimum side yard setbacks (10 feet) for residential uses limit the development of a consistent streetscape. The potential impact of this side yard setback, if residential projects were constructed next to each other, is that it would require a minimum of 20 feet between each building. While that may be necessary for mid-block access for parking, there are other areas where an unbroken building frontage is preferable.
- Establishing maximum residential densities (25 dwelling units/acre) may limit what the market could provide. This level of residential density is likely three to four story structures, but must not exceed the 45-foot building height.
- The maximum building height allowed is 45 feet. The limited building height, coupled with a maximum FAR of 0.4, limits larger developments and is likely not sufficient for fostering vertical mixed-use in this area.
- Retail commercial is limited to 30,000 square feet of floor area per building on lots greater than 3 acres appears to be a reasonable size of commercial space for neighborhood-focused uses. This would permit uses such as medium-sized grocery stores.
- Group living not a permitted use. Providing a variety of housing options should be something to consider.

General Commercial (C-G) Zone

The C-G zoning district accommodates a full range of retail, office, and civic uses. Residential uses are limited to single-family residences that are located on the same site as a permitted use. A wide range of uses, including but not limited to adult entertainment, automotive equipment repair and storage, mini-warehouses, utilities, heliports, medical centers, major event entertainment, and gasoline stations, are permitted outright or conditionally.

Analysis: The C-G zone is not suited, except for those areas covered in the Tigard Triangle Plan District, to encourage transit-supportive, compact, mixed-use development envisioned in the Tigard LU Plan or the desired outcomes of this Project. Key issues within the C-G zone include:

- Uses are generally auto-focused and have high parking minimums, thus reducing the amount of potential lot coverage and increasing the size of parking areas.
- Parking regulations follow Metro/City of Tigard guidelines, although there are no considerations of the relationship of the parking lot to the street for newly constructed buildings.
- Multifamily housing is not permitted; although household living at up to 25 units/acre is permitted outright. It is unclear what the difference is between these two uses. Clarifying these uses is important for future tasks.
- Warehousing/freight movement is conditionally permitted. This use is not consistent with a pedestrian-oriented environment.

- This zone does not have FAR requirements but does have a 45-foot maximum building height. The zone generally has no setback requirements and permits up to 85 percent lot coverage. With the 45-foot height limit, the zone encourages larger single or two-story structures, similar to what has developed along the OR 99W corridor and the big box structures in the Triangle today. While there is an exception in Chapter 18.730.020.B that has been applied in the Triangle, these criteria for the exceptions are not conducive to encouraging TOD and are an added layer of complexity for the approval process.

Professional Commercial (C-P) Zone

The C-P zoning district is designed to accommodate civic and business/professional services and compatible support services, such as convenience retail and personal services and restaurants, in proximity to residential areas and major transportation facilities. Residential uses are permitted at a minimum density of 32 units/net acre, i.e., equivalent to the R-40 zoning district, in conjunction with a commercial development, which typically would be three-to four story buildings. Developments in the C-P zoning district are intended to serve as a buffer between residential areas and more intensive commercial and industrial areas.

Analysis: The C-P zone does not include the necessary components to support transit-supportive, compact mixed-use development. While multifamily housing and offices uses are permitted, high minimum parking requirements and a lack of building orientation standards reduce the likelihood that a pedestrian-oriented development pattern would occur over time. Additionally, the C-P zoning district in the area of the Project is north of OR 99W and outside of the Tigard Triangle Plan District boundary, which does provide current transit-oriented development (TOD)-focused design standards.

Parking Requirements within the Triangle

Parking is administered through Section 18.765 of the Development Code. The City of Tigard has off-street minimum parking requirements throughout the city. Within the Tigard Triangle Plan District, design standards specify that parking for newly constructed buildings must be located to the side or rear of buildings and that parking is limited to 50 percent of the street frontage. The Tigard LU Plan identifies parking in the Triangle as a topic to evaluate, including:

- Considering no minimum parking requirements and identifying parking maximums throughout the district;
- Providing additional guidelines that include finding shared parking opportunities, implementing a district-wide parking management framework, and designing parking structures to blend in with area architecture.

Analysis: While new parking must be located to the side or the rear of buildings within the Triangle Plan District, current parking requirements do not provide the flexibility for either the city or developers to manage parking for their projects to create a more desirable streetscape. Parking requirements include:

- Parking must be within 500 feet of the site if not directly on the parcel. Unbundled parking or district-level parking is not permitted. Some flexibility in the Triangle could be considered in order to reduce the amount of land devoted to parking near transit.

- While parking within mixed-use developments is tiered to the type of development, there is no incentive for reducing parking near transit. Development must still meet minimum parking standards, as identified in Table 18.765.2 of the Tigard Development Code.
- The Triangle is a suburban location and would not be expected to have the same parking standard as a downtown location given the limited bicycle, pedestrian, and transit access; however, current parking standards and low FAR standards contribute to a high percentage of lot area dedicated to off-street parking. Reduced maximum and minimum parking standards should be considered for areas in the vicinity of transit service.
- Currently, on-street parking cannot be counted towards meeting the parking requirements. Flexibility in parking location, whether it is public or private, should be considered.
- Most commercial uses have maximum limits for off-street spaces, although almost no residential uses have maximum requirements.

Presently, the City of Tigard enforces off-street minimum parking requirements throughout the city for most uses. It derives maximum parking requirements from Table 3.08-3 in the Metro Regional Transportation Functional Plan, although that document also contains stricter maximum parking standards than Tigard does for development within a quarter-mile walking distance to 20-minute peak hour bus service and a half-mile walking distance to 20-minute peak hour rail service. While virtually all commercial uses and most civic uses have enforced maximum off-street spaces, almost no residential uses have maximum requirements. While most uses contain minimum parking standards, those requirements are not sensitive to the location of nearby transit.

Existing off-street parking requirements should be further evaluated during the land use and transportation options development phase of the Project. Currently, off-street parking requirements are higher than what is expected for development in the vicinity of frequent transit service. Minimum off-street parking requirements remove flexibility for developers to choose how they develop their sites. Parking requirements should be evaluated within the context of the proximity of the Triangle to future high capacity transit for areas within a quarter-mile walking distance to 20-minute peak hour bus service and within a half-mile walking distance to 20-minute peak hour rail service. Additionally, finding shared parking opportunities, implementing a district-wide parking management framework, and designing parking structures to blend in with area architecture are potential methods of minimizing the impacts of parking in the Triangle.

City of Tigard Park System Master Plan, July 2009

The Park System Master Plan guides the park, recreation, and trail development in the city. Since much had changed in Tigard over the ten years since the previous Park System Master Plan was adopted in 1999, the city updated the Park System Master Plan to provide an opportunity to check in with the community and make sure that the Projects and priorities for parks and recreation matched the current needs of residents. In addition to the prior system master plan, the planning process built upon on the community's goals and policies identified during the development of the updated Parks, Recreation, Trails and Open Space element of the TCP.

Analysis: The Park System Master Plan goal of improving sidewalks, bikeways, and multi-use trails and paths is in alignment with developing a strong multimodal transportation system throughout the Triangle. There are no open space or park facility amenities in the vicinity of the Triangle. The Tigard LU Plan recommends

considering the addition of new recreation opportunities to support the desired residential development. Currently, the Park System Master Plan recommends the following park facilities in the Triangle area:

- Develop an on- and off-street trail loop in the area with benches and other trail amenities; and
- Explore the potential for a small plaza with seating for employee breaks.

Metro

The following Metro documents are relevant to the Project.

Southwest Corridor Evaluation Report

The Southwest Corridor Plan (SW Corridor Plan) is a comprehensive land use and transportation planning study to identify and prioritize public investments in the corridor between downtown Portland and Sherwood. It includes an integrated investment strategy, transportation plan, and a high capacity transit (HCT) alternatives analysis to narrow transit alternatives to be evaluated in a future environmental impact statement that incorporates a preferred investment strategy for the corridor.

In October 2012, a wide range of alternatives was narrowed to the five alternatives that were analyzed in the SW Corridor Evaluation Report. Alternatives were judged based on whether they met the Project's vision, goals, and objectives; addressed the transportation needs in the corridor; supported land use goals; protected or enhanced the existing facilities; were affordable; and had reasonable anticipated impacts.

The following bus rapid transit (BRT) and light rail transit (LRT) options were analyzed:

- LRT to Tigard
- BRT to Tigard
- BRT to Sherwood
- BRT to Tualatin
- BRT Hub and Spoke

Each alternative was analyzed using the regional travel demand model, and potential impacts were analyzed at a conceptual level. In July 2013, the SW Corridor Steering Committee approved the recommendations to include a smaller set of preliminary alternatives that includes BRT and LRT options from Portland, through Tigard, to Tualatin into a refinement phase to prepare for their inclusion in a future environmental impact statement.

Analysis: The SW Corridor Plan supports further evaluation of HCT and multimodal integration throughout the SW Corridor and within the Triangle. TriMet is currently in the process of developing conceptual alignments for both BRT and LRT options, including options within the Triangle.

The SW Corridor Steering Committee agreed that HCT to Tigard or through Tigard to points beyond should be routed through the Tigard Triangle, and not on OR 99W. Instead, OR 99W in this part of the corridor should continue to be served by local bus service. This decision was made in consideration of the following:

- The Tigard Triangle encompasses several important identified focus areas that would not be served by HCT on OR 99W.
- Strong local concerns were expressed regarding potential traffic impacts on OR 99W if auto lanes are converted to HCT, and the potential impacts to businesses along OR 99W if right-of-way is acquired for HCT.

Additionally, the SW Corridor project collaborated and coordinated with the Regional Active Transportation Plan to identify and evaluate active transportation projects. Several SW Corridor active transportation projects are in corridors identified as Regional Bicycle Parkways and/or Pedestrian Parkways. Two projects (1107 and 9053) are within Tigard and would affect the Triangle:

Highway 217 Overcrossing - Hunziker Hampton Connection (Project 1107)

This project includes a new connection of Hunziker Road to SW 72nd Avenue at or near Hampton Street, with a new overcrossing of OR 217 to provide improved multimodal access between the Tigard Triangle and downtown Tigard. The intent is to improve operations at the ramp terminals, SW 72nd Avenue, and streets intersecting SW 72nd Avenue, not the mainline of OR 217. This project would provide the only pedestrian/bicycle route free of freeway ramp crossings between the Tigard Triangle and downtown Tigard. It provides for the increase in daily bicyclists travelling on Hunziker Road and on SW 72nd Avenue from OR 99W to Bridgeport Village. This project increases the pedestrian connections west of the Tigard Triangle and thereby supports an HCT station in the Tigard Triangle, especially an HCT alignment on SW 72nd Avenue.

PCC Connections (Project 9053)

This project improves access to Portland Community College (PCC) – Sylvania by providing an improved pedestrian/ bicycle connection between the Tigard Triangle area and PCC-Sylvania. This project is also identified in the Tigard Park System Master Plan. Project 9053 provides critical non-motorized connections to all of the proposed HCT alignments.

Metro Regional Transportation Plan (RTP)

On June 10, 2010, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2035 RTP for the purpose of completing a federal and state-required air quality conformity analysis of the proposed system. The RTP introduces the concept of organizing the region’s multimodal transportation improvements by mobility corridors. The Beaverton to Tigard corridor is identified as one of the mobility corridors in the RTP. The plan proposes a high functioning and integrated transportation system where residents have safe and realistic options for multimodal travel—walking, biking, and riding transit. Proposed projects include HCT connections within the region.

Analysis: The Project is consistent with the RTP. The RTP identifies the need for transit-supportive development patterns that include:

- An urban form and densities that generate a high number of transit riders.
- A mix of uses and a balance of jobs and housing that create a place where activity occurs at least 18 hours a day.
- Well-designed streets and buildings that encourage pedestrian movement.
- Streets that can accommodate 40-foot buses.
- Safe, direct, and convenient pedestrian and bicycle access within communities and to transit stops.

Recommended projects included within the Project’s implementation measures may include projects that will also need to be added to the RTP.

Metro Regional Transportation Plan - High Capacity Transit (HCT) System Plan

The Regional HCT System Plan is designed to focus on the frequent, fast, and high capacity element of the public transit system; other transit system functions, including local bus, paratransit, streetcar, and frequent bus, are addressed in the RTP. High capacity transit is characterized by exclusive transit right-of-way and routes with fewer stops.

The Regional HCT System Plan report summarizes the results of outreach and data analysis that are intended to provide guidance for the region's long-term investments in high capacity transit. The prioritized high capacity transit corridors and discussion of improvements to the existing system are based on planned land uses, community values, environmental benefits, economic potential, and deliverability. In addition, the report covers the main components addressed during the Regional HCT System Plan process, including public outreach, high capacity transit corridor evaluation, system considerations, and best practices for high capacity transit.

The Regional HCT System Plan report also identifies how HCT would expand over time and what targets must be reached for future expansion. Expansion targets are described in **Table 2**.

Analysis: The connection from Portland to Sherwood (in the vicinity of the Barbur/OR 99W corridor) is a near-term regional priority. As part of the Regional HCT System Plan, there is a list of local actions. Local actions are structured to help local jurisdictions move their projects toward targets set for project advancement. Local actions that relate to the Triangle include addressing the following, some of which have already been accomplished as part of the Tigard LU Plan:

- Create ridership development, land use, and transit-oriented development plans for centers and stations:
 - Assessment of potential future ridership based on current land use projections, identified station areas, and local zoning might involve demand modeling, but could effectively use Transit Orientation Index (TOI) scores within one-half mile of identified station areas. A ridership development plan could include assessment of TOI score, residential density, employment density, potential cost-effectiveness, and transit-supportive land uses (zoning and station typology aspirations).
- Create multimodal station access and parking plan:
 - The station access plan would ensure that station designs optimize opportunities for intermodal connections and transit-oriented development by planning for an urban block pattern. The parking management plan would help local jurisdictions develop transit-supportive parking policies that include development of potential parking districts. It could also establish maximum parking requirements, pay-for-parking, park-and-ride development and management plans, and other parking code changes such as unbundling parking for new development.

Table 2. System Expansion Plan Measures

Quantitative Measures	
Measure	Description
Density of People	Current households and jobs per net acre within ½ mile
Density of Urban Land Institute (ULI) Businesses	Number of ULI Businesses within ½ mile
Transit-oriented Zoning	Assigning values to regional zoning classifications within ½ mile
Average Block Size	Density of acres of blocks within ½ mile
Sidewalk Coverage	Completeness of sidewalk infrastructure within ½ mile
Bicycle Facility Coverage	Access to bicycle infrastructure measured as distance to nearest bicycle facility within ½ mile
Transit Connectivity	Bus frequency within ½ mile of corridor
Qualitative Measures	
Measure	Description
Housing and Transportation Affordability	Demonstrating that potential transit investment will serve communities with high rate of burdened households.
Parking Requirements	Demonstrating that corridor meets or exceeds Title 4 of the Regional Transportation Functional Plan.
Local Funding Mechanisms	Demonstrating that funding mechanisms are in place in corridor communities that could help fund capital or operations to support transit investment, including urban renewal, tax increment financing, local improvement district, parking fees, or other proven funding mechanisms.
Equity	Looking at low-income, minority, senior, and disabled populations within corridor.

The Project will address land use, zoning, and station access, and identify parking requirements that support the outcomes of the SW Corridor planning process. The above guidelines will be considered as the land use and transportation options are developed as part of the Project.

Existing Physical Environment

The Tigard LU Plan evaluated the physical environment as part of its existing conditions analysis, including developing a map atlas of natural resources, land use, infrastructure, and transportation. Those maps are included as reference in Attachment A and, in addition, maps were generated specifically for this Project. The project team has completed additional existing conditions analysis for the Triangle, as described below, to supplement the previous work and provide some additional context for the Project.

Natural Resources

Sensitive lands and tree canopy are illustrated on **Figures 5** and **6**, respectively. The Triangle has varied topography and generally slopes from east to west, although the southern portion of the Triangle is generally flat. There are two streams—Red Rock Creek to the north and an unnamed stream that drains into Crystal Lake, which is located on the western boundary of the Triangle. Red Rock Creek and Crystal Lake are surrounded by or adjacent to Goal 5-designated Significant Tree Groves. Crystal Lake is also identified on the city's local wetland inventory and is within the Federal Emergency Management Agency (FEMA) 100-year floodplain.

Both Red Rock Creek and the unnamed stream to the south are buffered by Clean Water Services Vegetated Corridor requirements. Additionally, there are other significant habitat areas located to the south of Dartmouth Road and south of Rock Creek between 72nd and 70th Avenues. These areas will need to be considered as part of the land use and transportation options development process to determine how those significant habitat areas might affect the development of those areas and what type of specific treatments might be required to minimize impacts to sensitive resources.

Infrastructure

The City of Tigard provides stormwater and sanitary sewer for the project area, while the Tualatin Valley Water District (TVWD) provides drinking water. Utilities master plans and/or capital improvement plans for each of these providers were reviewed to identify capacity issues or future upgrades that the Project will need to take into account when developing infrastructure cost information. Infrastructure mains are illustrated on **Figure 7** and also shown in **Attachment A** (Map Atlas).

Stormwater

The City of Tigard maintains the stormwater system in the project area. There are two concentrations of stormwater mains within the project area, including one in the vicinity of Dartmouth Street /Clinton Street /68th Avenue/ 69th Avenue, and another at the southern corner of the Triangle. Where stormwater mains run along most of Beveland Road, 69th Avenue, Gonzaga Street, Hampton Street, 69th Avenue, and 68th Avenue. Mains also run along the following roadways in the Triangle:

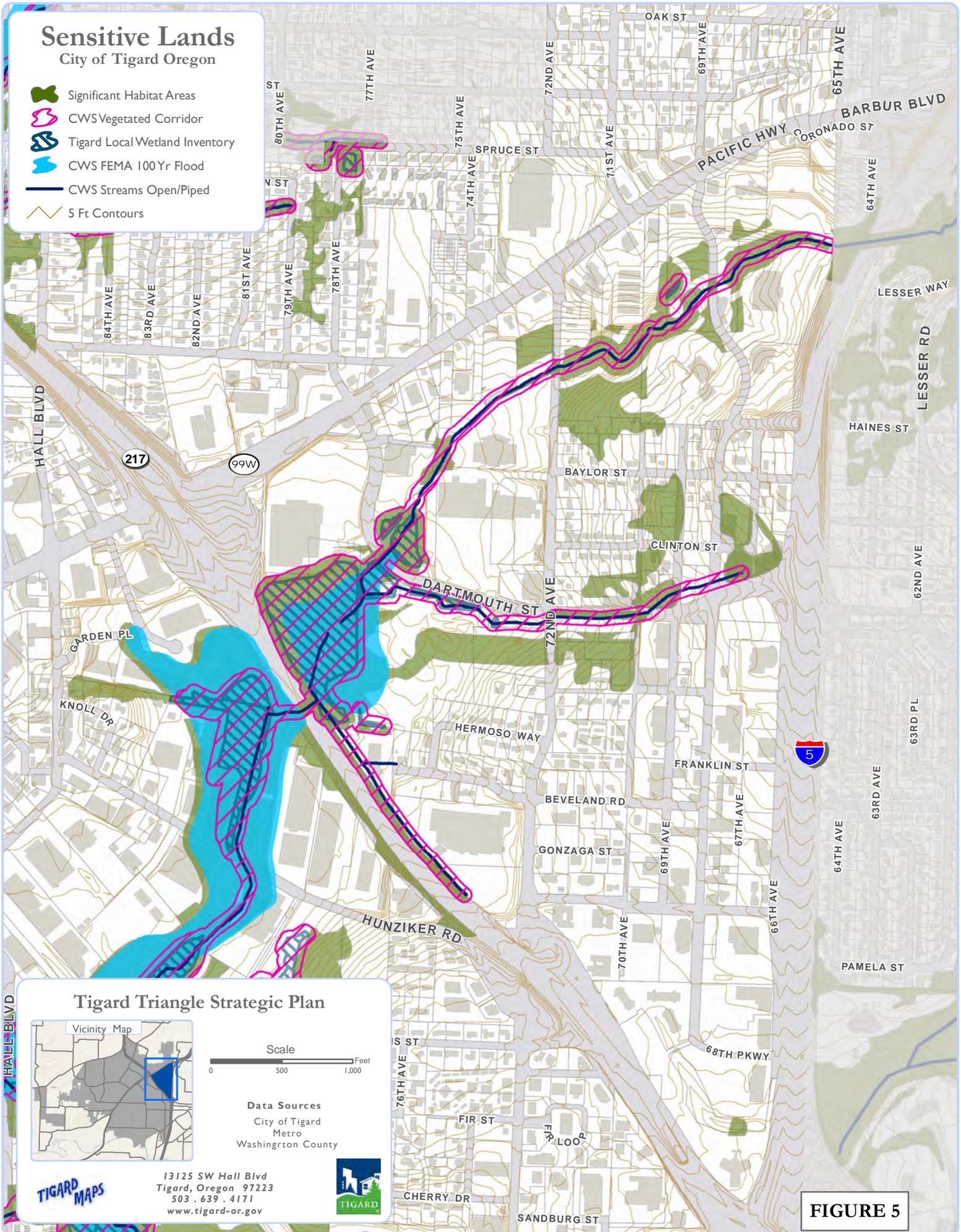
- Spruce Street between 78th Avenue and 71st Avenue.
- The majority of Oak Street within the secondary study area boundaries.
- OR 99W.
- Portions of 72nd Avenue and large portions of Dartmouth Street.

There were no identified improvements in the project area for stormwater, but future development will need to consider stormwater improvements. According to the City all storm water appears to drain into Red Rock Creek.

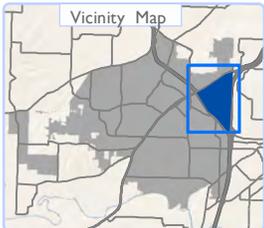
Sensitive Lands

City of Tigard Oregon

-  Significant Habitat Areas
-  CWS Vegetated Corridor
-  Tigard Local Wetland Inventory
-  CWS FEMA 100Yr Flood
-  CWS Streams Open/Piped
-  5 Ft Contours



Tigard Triangle Strategic Plan



Data Sources
 City of Tigard
 Metro
 Washington County

TIGARD MAPS

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 Tigard, Oregon 97223
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FIGURE 5

Urban Forestry

City of Tigard Oregon

-  Goal 5 Significant Tree Groves
-  2007 Metro Tree Canopy

* Goal 5 Significant Tree Groves are regulated in City of Tigard's Development Code

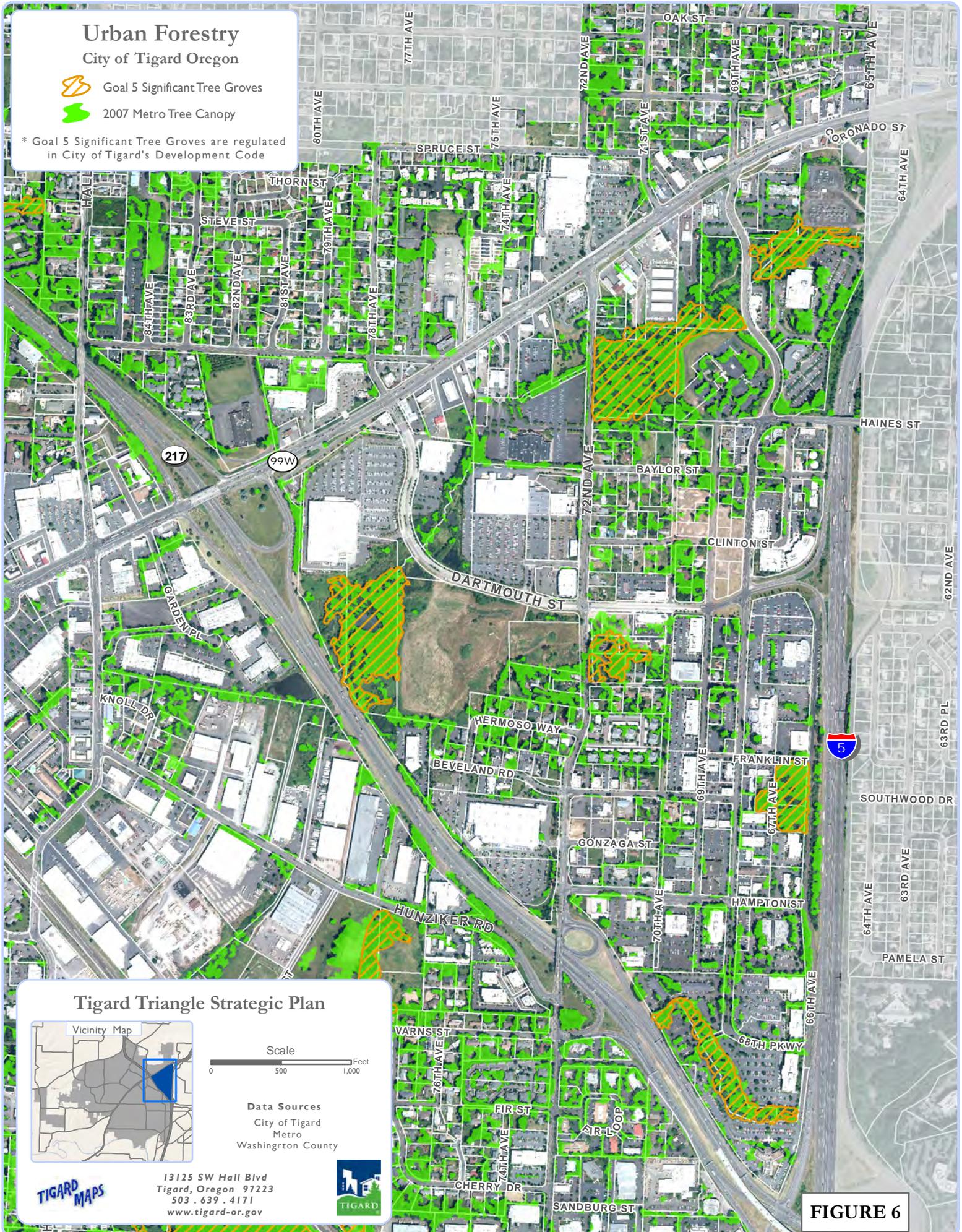
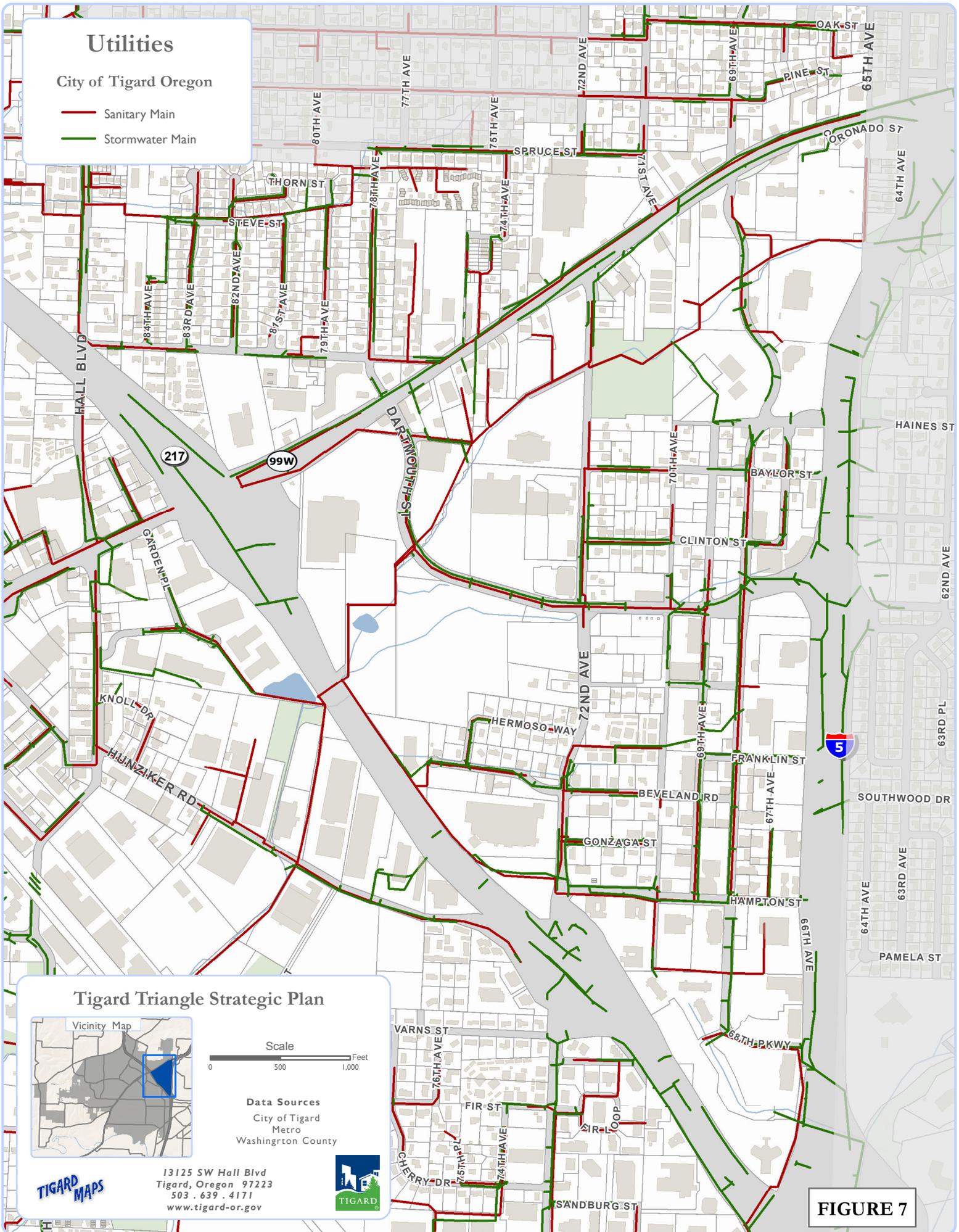


FIGURE 6

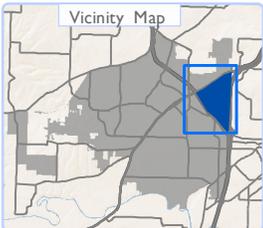
Utilities

City of Tigard Oregon

- Sanitary Main
- Stormwater Main



Tigard Triangle Strategic Plan



Data Sources
City of Tigard
Metro
Washington County

TIGARD MAPS

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FIGURE 7

Sanitary Sewer

Sanitary mains run parallel to Rock Creek, which traverses the northern boundary of the Triangle (from OR 217 to I-5, along Dartmouth Street (as far east as 69th Avenue), 68th Avenue between Hampton Street and Baylor Street, a section of OR 217, and a concentration in the southern portion of the Triangle. North of OR 99W, there are sanitary main lines that run along the following:

- Many of the major north-south avenues north of OR 99W (such as 82nd, 81st, 79th, 78th, and 74th Avenues).
- Spruce Street between 78th Avenue and 71st Avenue.
- Oak and Pine Streets.

There is an existing sanitary sewer capacity issue in the Triangle. Sewers from the Triangle area drain to a trunk sewer along Red Rock Creek and as noted in the City's Sewer Master Plan (2008), this line does not have adequate capacity to convey existing flows. The East Tigard Sewer Replacement Project is list the City's capital improvement program to increase the capacity of the line that runs from SW Hunziker Road to the railroad to convey flows generated by the current Triangle land uses. Additionally, there are some areas that do not have sewer even with investments from the sanitary sewer reimbursement district.

Tualatin-Valley Water District

The TVWD Capital Improvement Plan for the biennium 2013-2015 lists no specific projects in the Tigard Triangle area, though general improvements such as replacements to aging infrastructure, upgrades, and renewals are anticipated throughout the entire TVWD.

Roads

The existing road network is shown on **Figure 2**. The Triangle is surrounded by highways, with primary access from OR 99W on the north side of the Triangle. Signal spacing along OR 99W provides multimodal access across the highway at approximately every 600 to 1,200 feet, but the roadway is busy, has primarily auto-focused land uses and many driveways, and is not pedestrian-friendly. There is limited access to the east at SW Atlanta Street and freeway access at SW Dartmouth Street. SW 72nd Avenue is the primary arterial through the Triangle, linking OR 99W and OR 217. There is no direct access between downtown Tigard and the Triangle.

The street grid is a critical component in developing a more pedestrian-focused system with a stronger mixed-use development pattern. Internally, the street network is more structured in that the network is somewhat of a grid, although there are larger developments that limit extending the street grid without impacts to either buildings or parking areas. Locating future street connections in a manner that maximizes pedestrian access to transit and minimizes impacts to business will be an important consideration as the Project moves forward.

The future transportation system identified in the TSP is shown on **Figure 3**, which includes several bicycle and pedestrian improvements that will support better multimodal access, at least within the Triangle; however, access outside of the Triangle is severely limited by the freeway system. Several issues will be important for the Project to address:

1. The identified pedestrian and bicycle projects must maximize access to future HCT, as the SW Corridor Project envisions.

2. The road network must support multimodal access. It will also be important to consider how the streetscape and building orientation relates to the street. It will be important to consider a street hierarchy, which will inform access, building orientation, and parking and setback issues.
3. Access to downtown Tigard is challenging. Though both downtown and the Triangle are unique, they can support one another. Access across OR 217 will need to be considered in addition to the proposed bicycle and pedestrian improvement at the SW Hunziker Road/SW 72nd Avenue intersection.

Bicycles and Pedestrians

Bicycle and pedestrian access within the Triangle is limited by the freeways and the lack of infrastructure within the project area. Issues with respect to the bicycle and pedestrian system include:

- There are sidewalks adjacent to newer developments, although the sidewalk system is not completely connected and sidewalks are generally not present on low-traffic residential streets.
- The street system is somewhat disjointed. There is a partial grid, but there are also numerous dead-ends and multiple barriers, such as large surface parking lots.
- There are only a few designated pedestrian crosswalks and signals, and on-street lighting is limited.

Some of these issues will be rectified by the implementation of several projects identified in the city's TSP. Projects are illustrated on **Figure 3**. Significant improvements include new bike lanes along SW 72nd Avenue from south of the Triangle up to OR 99W and on SW Dartmouth Street. Planned sidewalks will be constructed on SW 72nd Avenue to OR 99W, filling gaps on SW Dartmouth Street, and adding sidewalks on the southern edge of Pfaffle Street.

Previous Market Analysis

A survey of economic and market conditions in Tigard was conducted as part of the Tigard LU Plan to understand the potential long-term demand for major land uses in the Tigard Triangle. This market analysis evaluated data at the citywide level, assuming that opportunities in the Triangle would be a subset of those in Tigard as a whole. The market analysis found the following:

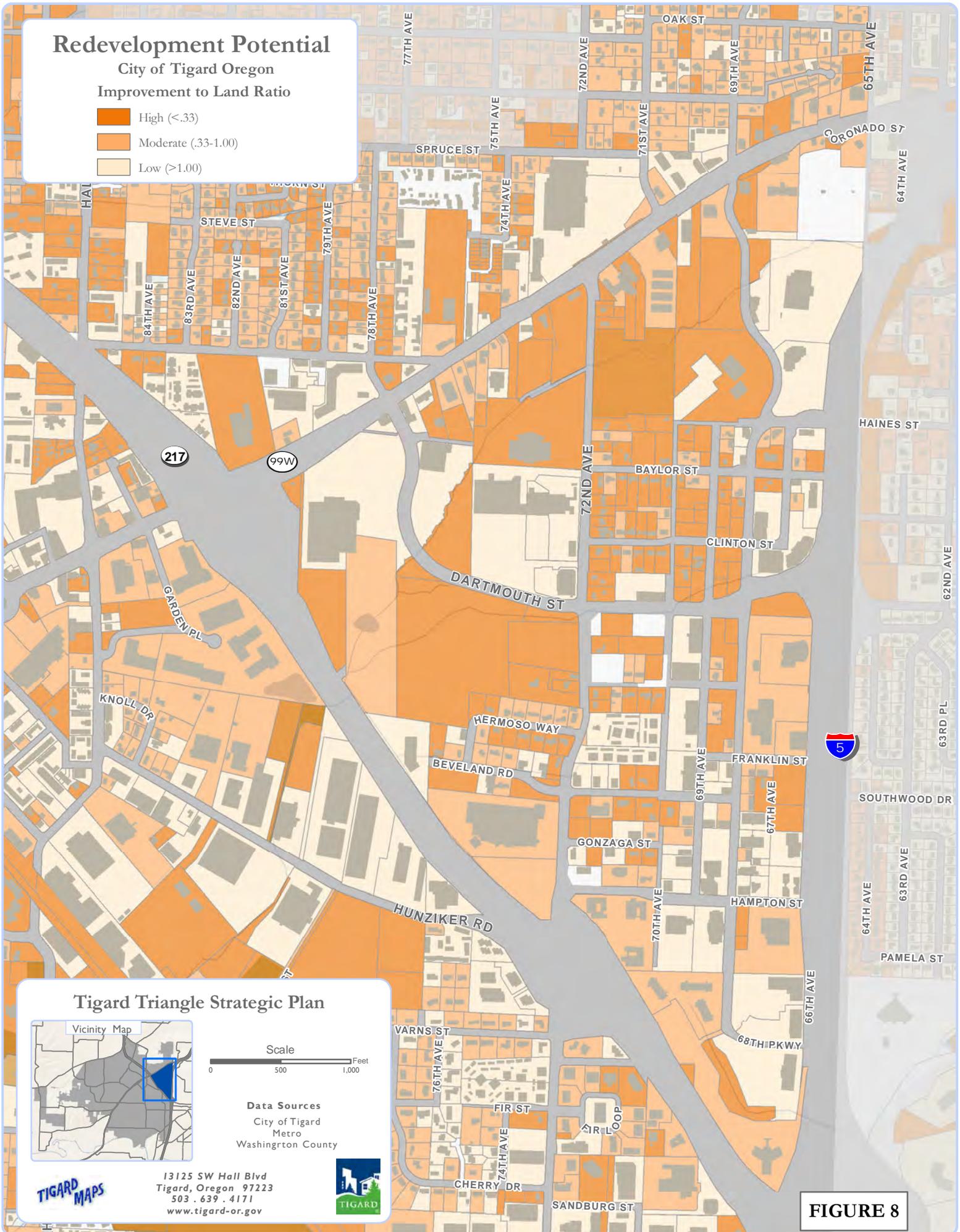
- Tigard is a jobs-rich community, providing 17.5 percent of Washington County's total jobs, while comprising only 10 percent of its residents.
- More than 60 percent of all jobs in Tigard fall into just four industry categories: professional and business services, retail, education and health care, and finance.
- Tigard is a growing community, and is expected to add approximately 7,000 residents between 2010 and 2020.
- Between 2010 and 2030, the analysis estimates that there is market demand in Tigard for between 3,420 and 4,010 units of ownership housing, between 1,090 and 1,270 units of rental housing, between 469,000 and 551,000 square feet of retail space, between 1,465,000 and 1,719,000 square feet of office space, and between 1,082,000 and 1,804,000 square feet of industrial space.

Redevelopment Potential

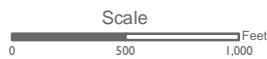
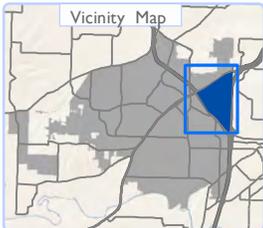
City of Tigard Oregon

Improvement to Land Ratio

- High (<.33)
- Moderate (.33-1.00)
- Low (>1.00)



Tigard Triangle Strategic Plan



Data Sources
City of Tigard
Metro
Washington County

TIGARD MAPS

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FIGURE 8

It is from this demand that the market analysis assumed that the Tigard Triangle could capture a share of growth. The Tigard LU Plan assumed that development in the Tigard Triangle would likely be in the form of low-rise (three stories) residential and office development as well as small-scale retail in mixed-use developments.

More recently, Metro prepared a pro forma (financial) analysis of prototypical development in the Triangle to evaluate the feasibility of the type of development envisioned in the Tigard LU Plan. That analysis evaluated a theoretical mixed-use, phased development on a vacant parcel in the eastern portion of the Triangle. By applying industry-standard construction costs and projected lease rates for finished buildings, the analysis was able to evaluate the feasibility of development under current regulations and test the impact of adjusting assumptions such as parking and density.

The results of that analysis indicate that development in the Triangle today would not be able to meet expected rates of return for the real estate development industry, either under existing regulatory assumptions or with adjustments. The analysis revealed that one of the primary reasons for this infeasibility is the relatively high parking ratios required for residential and commercial development. By assuming lower parking ratios, the analysis showed that projects would become more feasible, although they would still be below industry benchmarks. Financial feasibility would be further enhanced with higher achievable rents, which might be possible in the future after the vacancy rate in the submarket decreases and after additional amenities are introduced into the Triangle area, including the addition of high capacity transit.

The existing development pattern shows that much of the area is potentially redevelopable, based on land-to-improvement values illustrated in **Figure 8** and shown in **Table 3**. Although the Tigard LU Plan did consider this potential for redevelopment as part of its analysis, it will be important to evaluate in finer detail the market and potential uses and densities the Triangle might actually support. As described above, development requirements such as floor area ratio and parking are issues that will be addressed as part of the land use and transportation options development for the Project.

Table 3. Redevelopment Potential for Tigard Triangle

<i>Redevelopment Potential</i>	<i>Percentage of Triangle</i>
High improvement potential –Improvement value is .33 or less of land value	53%
Medium improvement potential - Improvement value is .34 - .99 of land value	23.5%
Low improvement potential – Improvement value is 1.00 and higher of land value	23.5%

Source: Improvement (structure, etc.) to Land Value ratio based on Washington County tax assessor records

Previous Transportation Analysis within the SW Corridor

The SW Corridor Plan evaluated the Tigard Triangle as one of 28 focus areas in the corridor. Transportation analysis utilized existing traffic data along with transportation and land use output from the Metro regional travel demand model.

The SW Corridor Transportation Report found that a lack of multiple routes for all modes in the corridor created connectivity issues that impacted access and mobility to and from major employment, education, and retail centers in the corridor, and also made some kinds of residential uses less attractive. The report also found that I-5, OR 217, and OR 99W create barriers that obstruct connectivity and isolate communities. This was especially true for the Triangle area.

The report found that both I-5 and OR-217 carry their highest existing volumes along the SW Corridor in the Triangle area. Both the I-5/OR 217 interchange and OR 99W between I-5 and OR-217 experience congestion during peak periods, with PM peak travel speeds being less than 60 percent of free-flow speeds. SW 72nd Avenue and I-5 also have areas within the Triangle that have average travel times between 60 percent and 75 percent of free-flow speeds. OR 217 has travel speeds of less than 30 mph in both directions at the SW 72nd Avenue interchange during the AM and PM peak periods. During the PM peak period, the following two intersections in the Tigard Triangle had some of the highest volumes and levels of congestion of the intersections evaluated in the report:

- OR 99W and SW 64th Avenue and I-5 ramps, and
- OR 217/Kruse Way and I-5 ramps.

In the Triangle, both OR 217 and OR 99W have low travel reliability, meaning that there is a large variation from day to day in the level of congestion, making it hard to predict how long it will take to travel the roadways. This unpredictability is frustrating for all users and especially problematic for transit users who are planning their trips around fixed transit schedules.

Future traffic volumes were based on Metro land use forecasts, which are aligned with the Metro 2040 plan. However, in the SW Corridor, existing land use patterns are of a post-war suburban development pattern, which tends to cluster disconnected, single land uses along arterials without much consideration for providing an interconnected network of facilities that would support transit-oriented development. The Tigard Triangle was found to have one of the highest existing total person trips of all the focus areas in the SW Corridor analysis and the third highest growth in daily person trips from 2010 to 2035. The Metro model predicts that the majority of the growth in the Tigard Triangle will be in employment, not housing.

Conclusions

Overall, the regional and local policy framework generally supports transit-oriented and mixed-use development within the Triangle. The City of Tigard's comprehensive plan is supportive of the anticipated mix of land uses in the Triangle and the city's TSP provides a basis for improving multimodal connections in the project area, which will provide a good foundation for the Project. However, the policy and existing conditions review did identify the following issues that the Project will need to consider as land use and transportation concepts are developed, including:

- **Gateways into the Triangle.** Most people access the Triangle via OR 99W. Identifying key entry points into the Triangle will be important for developing an identity and “place.”
- **Parking and lot coverage.** Current parking requirements will need to be evaluated both at the urban design and market levels to increase the likelihood that the area develops as envisioned.
- **Urban amenities,** such as parks and gathering places, do not exist in the Triangle. These are important components of a successful community.
- **Infrastructure** may need to be upgraded to accommodate future growth. As noted, existing infrastructure is already at or above capacity in some cases.
- **The existing transportation system is already congested** at peak hours and increased development opportunities need to be evaluated for their impact on the system. Additional improvements may be required to permit the desired population and employment densities.
- **High capacity transit** is a potentially important addition to the Triangle that would support a vibrant mixed –use community. Coordination with TriMet and Metro will be important to identify how best to implement HCT and what locations make the most sense for high capacity transit stations.

Attachments/Enclosures:

Attachment A: Map Atlas

Attachment B: Existing Conditions: Land Use and Transportation Memoranda

Attachment C: Floor Area Ratio Example (0.37 FAR development)

Attachment D: Tigard Triangle Plan District

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City of Tigard

Tigard Triangle

STRATEGIC PLAN

DATE: December 6, 2013

TO: Cheryl Caines, City of Tigard
Ross Kevlin, ODOT

FROM: Alex Dupey, Anneke Van der Mast, April Chastain, Chris Zahas, and Laurence Qamar

SUBJECT: Revised DRAFT Opportunities, Constraints, and Tools Analysis

PROJECT: ODOT0000-0801 - Tigard Triangle Strategic Redevelopment Plan

COPIES: File

Introduction

This memorandum identifies the needs, opportunities, constraints, and tools that address potential redevelopment in the Tigard Triangle in accordance with project principles (described below) for this project, which were informed by stakeholder interviews and input. For this task, the following definitions apply:

- **Needs** are defined as the elements necessary for successful mixed-use, pedestrian-oriented redevelopment in the Triangle.
- **Opportunities** are factors that the project could take advantage of to meet the needs of the project.
- **Constraints** are the challenges that the project must overcome to meet the needs of the project.
- **Tools/strategies** are actions for overcoming the constraints to develop pedestrian-friendly area.

The information in this memorandum serves as the basis and context for developing land use and transportation options. It is organized into the following sections:

The **Needs, Opportunities, and Constraints Assessment** is organized by the following categories:

- **Movement – Getting Around**, which identifies the opportunities and constraints of the multimodal transportation system within the Triangle, including congested streets, access, and future road projects in the corridor.
 - **Land Use – Vitality and Livability**, which addresses the physical and regulatory structure within the Triangle, and presents potential redevelopment opportunity areas and preliminary market information that will inform the future land use and transportation options that will be developed in later tasks.
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- **Public Realm – Common Space and Community Character**, which identifies opportunities and constraints around open space and parks, natural areas, and potential areas where existing natural systems might also be utilized for other uses, such as stormwater management and recreational activity areas. Identifying the unique features that help set the Triangle apart from other neighborhoods and competing markets is also important.

Development Feasibility and Factors to Consider for TOD in the Triangle is organized around three inputs that will need to be considered as part of the Triangle Strategic Redevelopment Plan process. These include information necessary to inform the land use alternatives development process with potential tools and options to finance improvements. They include:

- **Market Factors for Successful Transit Oriented Development (TOD)**, which are key elements for making TOD and pedestrian-oriented redevelopment work from a real estate market perspective.
- **Tools for Successful TOD**, which help maximize the feasibility of redevelopment.
- **Potential Financing/Funding Tools**, which are potential funding and financing options, particularly that might be needed to fill a “feasibility gap” so that redevelopment projects can be viable.

Using this information will inform development of the land use and transportation options, and will lead to a recommended plan and the action steps and other tools to ensure that it succeeds.

Project Purpose

The Tigard Triangle is a regionally visible area bordered by OR 99W, I-5, and OR 217. Because of its regionally central location, it is an area that could absorb future growth by providing a mixed-use community including multifamily residences, employment, and nearby shopping and services. However, over the years the Triangle has instead developed into an auto-dependent area that has office buildings of varying size and large-scale retail development, with limited new development of residential uses and service uses for the employment base. Most of the Triangle has a mixed-use zone (Mixed Use Employment) that allows a wide range of uses including office, limited retail, and residential.

Currently, Metro and its regional partners, including the City of Tigard, are developing a comprehensive land use and transportation plan, the Southwest Corridor Plan, to identify, coordinate, and prioritize public investments, most notably high capacity transit (HCT). As a coordinated effort with the Southwest Corridor Plan, the City of Tigard completed the Tigard High Capacity Transit (HCT) Land Use Plan. This project (the Tigard Triangle Strategic Redevelopment Plan) builds off of the Tigard HCT Land Use Plan to provide a more detailed and focused analysis that will identify policies and investments necessary to implement a mixed-use transit and pedestrian district.

Project Principles

The Tigard Triangle Strategic Redevelopment Plan aims to achieve four project principles—major goals that developed with stakeholder input. These are:

- The plan provides a safe and effective multimodal (auto, bicycle, pedestrian, and transit) network circulation and access to, from, and in the Triangle that not only consider existing development but also interface with future transit and future transit and pedestrian orientated development.
- The plan integrates land use and transportation planning to ensure a vibrant town center/station community by identifying the right mix of uses and densities to support the community.
- The plan builds upon existing characteristics that make the Triangle unique and desirable in order to develop a community with a clear identity.
- The plan is marketable to developers and the public, and is implementable. Identified improvements are feasible from both a financial and a construction perspective, within no “red flag” obstacles.

These principles will be used to evaluate the land use, infrastructure, and transportation options that will be developed in the next phase of the project.

Information Used in the Analysis

The needs, opportunities, and constraints analysis is based on the information gathered through the following resources:

- **Development expert and stakeholder interviews:** The consultant team interviewed several regional developers and local stakeholders to identify perceptions of the Triangle, opportunities and constraints for current and future development, and the Triangle’s development potential compared to other areas.
- **Existing conditions analysis:** The consultant team reviewed land use, transportation, natural resources, and parks access, among other topics, to identify potential issues to address in the project.
- **Coordination with service providers:** The consultant team met with the City of Tigard and local service providers (sewer, water, stormwater, and transportation).
- **Previous studies:** These included the Southwest Corridor Plan and the Tigard HCT Land Use Plan.
- **Technical expertise from the consultant team:** The consultant team identified urban design best practices, parking options, and market factors for the real estate market.

Some Key Points to Consider

Before delving into a detailed discussion of redevelopment needs, it is useful to note some key points identified by the project team that will be considered as the project progresses:

- **Land use compatibility/feasibility.** Some land uses, such as existing office buildings, are very viable. The project will not seek to replace these uses, as they provide activity that is important for the Triangle’s success. Instead, we will seek to identify redevelopment that complements current office development.

- **Market realities.** Large-scale office development may be a challenge in the near future, other uses, such as housing, may offer greater near-term potential.
 - **Development over time.** The entire triangle won't redevelop overnight—so the plan must include strategies that target redevelopment in key areas in the short term that will spur future redevelopment elsewhere.
- Cost of improvements.** The existing street, water, and sewer systems are insufficient to support redevelopment, and the cost of new infrastructure is high. Therefore the plan must seek efficient, affordable means to pay for new infrastructure.

Needs, Opportunities, and Constraints Assessment

Movement – Getting Around

Movement implies activity. It's how people get in, around, in and through the Triangle. It's also how people perceive their location, either as a place to stay, or as a place to visit only when necessary.

Needs

- Complete streets for all modes that are safe, convenient, and attractive and include on-street parking, sidewalks and bicycle facilities that provide access to adjacent areas; and
- A compact, walkable street grid that provides more choices for routes and increase circulation efficiency.

Complete Streets for All Modes

Opportunities

- The Triangle has a skeleton of a street grid to build upon and there is the opportunity to create a more refined grid system that can provide better multimodal connections. There is also the opportunity to piggyback some projects to get multiple benefits and reduce costs, such as using street design to also provide green space and stormwater treatment as well.
- The opportunity exists to build off of potential HCT planning in the Triangle and increase trips by non-auto modes to reduce vehicle congestion. Reducing potential off-street parking needs also increases the amount to developable land.

Constraints

- The cost to construct complete streets is high.
- Topography could limit where streets are located and the accessibility for pedestrians and bicycles.
- Development that requires construction of improvements under current standards continues.

A Compact, Walkable Street Grid

Opportunities

- Strong north/south spines of the street grid are already in place.

- Signalized intersections on OR 99W are spaced at approximately 600 to 1,200 feet.
- Building upon the current system can disperse traffic to multiple routes.
- An expanded street grid offers more access points that could also function as gateways into the Triangle.
- Piggybacking on a number of roadway improvement projects that are already planned for the Triangle increases transportation options in the area.
- Developing a street grid that provides travel options and supports development types could reduce the number of vehicle trips.
- Multi-use trail connections, such as along Red Rock Creek could utilize a natural feature for a greenway multiuse trail and would also provide east/west connectivity.

Constraints

- The cost to complete a street grid is high.
- Topography could limit where streets are located and the accessibility for pedestrians and bicycles.
- Congestion on SW Dartmouth Street and SW 72nd Avenue makes it a challenge for developing a pedestrian oriented environment on those streets.
- Future development could increase congestion.
- Multimodal access across OR 99W, OR 217, and I-5 is limited. There are six signalized crossings across OR 99W, and one overpass each over I-5 and OR 217 crossing to the Triangle. A variety of factors, but primarily the cost of the improvements, limits the possibility of more crossings.
- Both OR 217 and OR 99W have low travel reliability, meaning that there is a large variation from day to day in the level of congestion. This unpredictability is problematic for transit users and freight deliveries, which operate on fixed schedules.
- The Triangle is auto-oriented, and current development is spaced relatively far apart, thus detracting from a positive bicycle and pedestrian environment.
- Large surface parking lots make safe pedestrian and bicycle connectivity within the Triangle difficult.

Land Use – Vitality and Livability

The Triangle is a complex urban environment that has made a transition over time (as noted by several stakeholders) from an active neighborhood with room for children to play to a transitional area where there is no defined neighborhood and few identifying features that would attract future residents and businesses. From a land use and livability standpoint, the Triangle provides great features to build upon, but there are also significant constraints that will affect implementation of a pedestrian oriented district.

Needs

- The right mix of uses, guided by design requirements, that provides daily services and employment and residential uses, and that considers the transition of the area over time.

The Right Mix of Uses

Opportunities

- Already supports some desired land uses, such as employment and education.
- Adjacent to regional large format retailers such as Costco, Lowes, WinCo, and a future Wal-Mart that attract people to the area.
- Served by two large grocery stores, with a third to open soon, which provide amenities for existing employees and future residential uses.
- Good auto access to support future development. Developers are interested in the area because it is between the Portland and Wilsonville markets. There is potential demand for residential uses in the near term.
- Increased transit service, either through HCT or by increasing current service, could reduce auto use and the need for parking. Increased transit also supports pedestrian oriented development.
- Connecting current employment areas with new residential uses could reduce vehicle trips and parking demand.
- Large vacant or underdeveloped lots could offer near-term development opportunities. Mixed uses with multimodal connections could spur other development.
- Land and improvement values are generally low in the Triangle. Horizontal mixed uses on smaller parcels, supported by mixed use elsewhere, are potentially feasible.
- The topography of the Triangle could offer an opportunity to take advantage of views to the west toward downtown Tigard and Sherwood.
- Vacant land can be used for parking now, and can transition over time to other uses or structured parking as the area develops.

Constraints

- Limited existing residential densities will require that some development occur before the Triangle is attractive to smaller services, such as cafes and coffee shops.
- The Triangle lacks a defining focal point—there is neither a unique feature, such as a structure or building, nor a gathering place, such as a park or plaza, to build around.
- Stakeholders who were interviewed said that homes are being converted, rather than redeveloped, because the cost of constructing mixed-use projects is prohibitive, particularly if land acquisition or infrastructure improvements are required.

Public Realm – Common Space and Community Character

Public spaces can provide areas for active and passive recreation and socialization. In general, they connect the public with the natural world, and provide a safe environment for travel and recreation.

Needs

- Integration of natural resources and green space with current and future development.
- Vibrant streets with consistent street treatments, including stormwater treatment.

- Branding the Triangle so that it provides a sense of place for future residents and is differentiated from other areas by its unique character and natural amenities.

Integration of Natural Resources

Opportunities

- Wetland areas, Red Rock Creek, and tree groves have the potential to be used as parks, greenbelts, and trails. They could connect with the underutilized trail system along Kruse Way and provide a connection to the Portland Community College (PCC) campus east of I-5.
- Piggybacking infrastructure repairs along Red Rock Creek with riparian and recreation enhancements to reduce costs.

Constraints

- The cost of improving natural areas and providing recreational uses is high.
- Although the area provides many natural features that can be leveraged, such features also use areas of land and can limit the amount of developable space.
- The natural features can present strict regulatory parameters for potential impacts to the floodplain, wetlands, trees, and other natural resources.

Vibrant and Consistent Street Treatments

Opportunities

- Applying district-wide green street standards could reduce the need for on-site stormwater treatment and could create a distinctive streetscape environment.
- Applying distinctive and consistent gateway signage, banners, and streetscape treatments could demarcate the Triangle from surrounding areas.
- The parks, trails, and stormwater facilities could be used as part of the branding effort to set the Triangle apart from other areas.
- On-street parking could reduce on-site parking requirements, reduce speeds on streets, increase pedestrian safety, improve retail frontage, and reduce impervious surfaces on parcels from parking.

Constraints

- The cost to provide a consistent street treatment, including stormwater treatment, is high.

Development Feasibility and Factors to Consider for TOD in the Triangle

Real Estate Considerations

All real estate requires certain conditions in order to be successful—whether measured by tenant satisfaction, profitability, or other means. This is particularly true of new, ground-up development, which receives even more scrutiny by developers, lenders, tenants, city planners, and others. Before initiating the due diligence and development processes, developers and lenders will want to see these “real estate

fundamentals” in place—or they are unlikely to break ground or make a loan (see Table 1). The current economic environment has made the fundamentals all the more important to the development community. Each individual land use has its own requirements for success—the right location for a new office building is, of course, not the same as for a new apartment community. The following table provides an opportunities and constraints analysis of conditions in the Triangle in light of the factors that need to be in place for each land use type to be viable.

Table 1. Real Estate Fundamentals and Feasibility of New Development

Land Use Type	Real Estate Needs	Opportunities	Constraints
Urban Housing (condominiums, apartments, or townhouses)	<ul style="list-style-type: none"> • Adjacent residential neighborhoods and public amenities such as parks and schools. • Retail and commercial services. • Large share of one- and two-person households within market area. • Large share of Generation X and Y, and/or Baby Boomer demographics, or ability to attract these. • Easy access to employment centers. • Adequate incomes. Metrics vary, but adequate incomes are important for the development of new market-rate urban housing. • Safety, cleanliness, security. 	<ul style="list-style-type: none"> • Proximity to many large-format retailers. • Regionally central access to many employment centers, such as Kruse Way, Wilsonville, Downtown Portland, Beaverton, etc. • The City of Tigard as a whole has higher incomes than the Portland Metro region or the state. • Could be attractive to young professionals. 	<ul style="list-style-type: none"> • Lacks parks and other neighborhood amenities.

<p>Retail</p>	<ul style="list-style-type: none"> • Visibility. Regardless of scale, retailers need visibility from both vehicular and walk-by traffic. • Accessibility. Retail must be easy and intuitive to get to. • Central location. Retailers need to be in a location that has adequate “rooftops” to support it. The size of the target market varies by type of retailer and the size of the store. Retailers choose sites located near their target market customers. • Critical mass. Retailers prefer to be clustered near other retailers, so that a district is formed that becomes a destination for patrons, encouraging a park-once shopping experience. • Sense of place, safety, cleanliness. This is particularly important for pedestrian oriented storefront retail environments. • Contiguity. Urban retail must be continuous, with minimal breaks for curb cuts, parking lots, and vacant lots. Breaks in contiguity of as little as 50 feet can cause many pedestrians to turn around. • Parking capacity. Retail needs adequate and convenient parking for customers. On-street parking is essential for neighborhood-scale storefront retail. 	<ul style="list-style-type: none"> • Strategic parts of the Triangle have excellent visibility and access, but others do not, because of slopes, internal street network, and freeway barriers. • Large-format anchor tenants in the western portion of the Triangle draw a large amount of customers to the area. • 	<ul style="list-style-type: none"> • Several well-established competitive Main Street districts nearby, including downtown Tigard, Washington Square, and Bridgeport Village. • Lacks a “sense of place.” • Lacks a contiguous streetscape environment attractive to pedestrians. • Currently targeted toward auto-oriented users. • Cut off from surrounding neighborhoods that could support restaurants and other local/small businesses.
<p>Office</p>	<ul style="list-style-type: none"> • Accessibility to executive residences and workforce; most offices tend to be sited near the center of a metro region or major transportation facilities. • Easy access to clients. • “Address status”—the location can be expected to reflect well on the reputation of the business. • Proximity to suppliers and collaborator firms. • Parking capacity. • Proximity to support services: banking, food, hotels, and other services. • Access to intra- and inter-regional transportation connections such as freeways, HCT, and airports. 	<ul style="list-style-type: none"> • Fairly accessible to Lake Oswego. • Serves as a secondary market (more affordable location or a relief valve when they are at capacity) to these areas. • Some locations within the Triangle have excellent access to regional transportation; others are harder to see and access. 	<ul style="list-style-type: none"> • Does not have the “address status” of nearby Kruse Way, Washington Square, or Bridgeport Village. • Lacks amenities and support services. • Lacks way finding and signage to direct clients and visitors within the Triangle.

<p>Restaurant</p>	<ul style="list-style-type: none"> • Proximity to other retailers and restaurants. • View or attraction. • Parking capacity. • Visibility. 	<ul style="list-style-type: none"> • Slopes provide nice views for some sites. 	<ul style="list-style-type: none"> • The area east of SW 72nd Ave. lacks a critical mass of services and restaurants in proximity to employees who would use them. • The area west of SW 72nd Ave. has a concentration of large-format retailers, but few restaurants or smaller convenience shopping. • Parking is constrained.
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Market Factors to Consider

The Tigard Triangle is well-located, and although the Triangle itself only has a population of approximately 420 residents and an additional 7,700 employees, there are more than 9,000 residents within a 1-mile radius, and more than 18,000 within what should be a 5-minute drive time. However, the highways surrounding the Triangle and the limited connections to and through the Triangle increase that drive time, especially during peak travel times. The limited access also effectively excludes those residents who live near, but outside, the Triangle.

Overall, the market will likely support the uses envisioned by the Tigard HCT Land Use Plan; however, some hurdles need to be overcome, and the implementation of the plan will happen gradually. Some limiting factors will influence growth into the foreseeable future. Most notably, the Triangle is a suburban location and as such will require parking at a ratio that is higher than desired in the Tigard HCT Land Use Plan, at least over the short to medium term, and definitely until HCT is in place. According to interviews with experts, access to the Triangle is a challenge that will make it a secondary location to places such as Kruse Way, Washington Square, and Bridgeport Village. As the region continues to grow, the Triangle will be a desirable, regionally central location. However, it is unlikely to ever attain the peak rents that will be possible in nearby competitive locations. This means that new development in the Triangle will lag behind development in these nearby competitive locations until the vacancy rates and rents in those locations reach a tipping point that allows development to spill over into the Triangle.

In consideration of the above-identified opportunities and market conditions that will affect future development in the Triangle, the following are key considerations:

- **The Tigard Triangle office market is secondary to Kruse Way and Washington Square.** Expert interviews revealed that the Triangle is considered to be a secondary market to Kruse Way and

Washington Square, both of which offer more established office buildings and more amenities for employees. The Triangle serves to relieve pressure from these markets when they are filled to capacity or functions as a lower-cost alternative for companies that like the general location. Kruse Way was one of the hardest hit office markets in the region during the recession, and although vacancy rates have dropped, they still hover around 17 to 18 percent. Combined, Kruse Way and Washington Square have more than 800,000 square feet of vacant office space, which in large part will have to be absorbed before new development in the Triangle is feasible. These two submarket areas (Kruse Way and Washington Square) combined had a net absorption of 86,000 square feet during the first two quarters of 2013. At that rate, it could take more than four and a half years to clear the current vacant inventory. If employment increases and absorption of existing space accelerates in the near future, then that time could be reduced. Current asking rents in Kruse Way average \$26 per square foot and in Washington Square average \$21 per square foot. It is estimated that rents would need to go above \$30 per square foot for new development to be feasible with surface parking, and as high as \$36 per square foot to support structured parking. Overall, the market is improving, rents are increasing, and vacancy rates are decreasing as the region adds employment. However, it will take some time before new construction is feasible.¹

- **Decrease in office space per employee may offset transit benefits.** Offices are undergoing fundamental changes in layout and efficiencies. Many tenants, especially large corporate tenants, are reducing their space per employee due to technological advances and design changes. The average square foot per person has been reduced nearly in half from 350 to 400 square feet a decade ago to 150 to 200 square feet currently. Therefore, many offices are requiring higher parking ratios in the range of five to six per 1,000 square feet instead of the four parking spaces per 1,000 square feet that is typically used to estimate suburban parking needs. This trend toward more parking can be offset by transit improvements and car sharing programs, but many suburban locations will continue to need at least three to four spaces per 1,000, because this trend is expected to continue into the near future.
- **Apartments are an attractive potential land use in the Triangle.** The apartment market in the Portland metro region has one of the lowest vacancy rates in the nation. Demographic trends are very favorable for apartment construction over the next decade, with Baby Boomers downsizing and Generation Y'ers forming new households, especially in the short term given the pent-up demand coming out of the housing bust and subsequent recession. The Tigard/Tualatin submarket has average rents in the range of \$0.84 to \$0.99 per square foot for all apartments.² Rents need to be in the range of \$1.25 to \$1.30 per square foot to support new construction with surface parking, and \$1.70 to \$1.75 to support new construction with structured parking. Newly constructed apartments can usually attain above-average rents and may be viable in the Triangle in the near future. However, they

¹ Cushman & Wakefield, MarketBeat Office Snapshot Portland, Second Quarter 2013; Marcus and Millichap, Office Market Overview Portland Metro Region, Third Quarter 2013.

² Norris Beggs & Simpson, Multifamily Report Portland Metro Area, Second Quarter 2013.

may not be able to achieve the rents required to build structured parking, as envisioned in a TOD area, in the short term or even the medium term in the Triangle.

- **Development must allow for transition over time.** Developers do not like uncertainty, and will make decisions based on current market conditions, not future HCT plans, especially when HCT options are still under discussion and any subsequent implementation is at least a decade away. The question is how to allow for transition over time, to meet HCT land use goals without suppressing development in the short term.
- **Parks and trails.** The Triangle currently does not have any parks or a cohesive trail system. Parks and trails are especially important amenities for housing and can provide pedestrian and bike connections where auto access is limited.
- **District-wide stormwater system.** Code currently requires all stormwater to be handled on-site. A district-wide system would be more efficient and could be used to create a distinctive streetscape and environment. These “green streets” could become part of the trail system within the Triangle. Developers would benefit from this approach by having more flexibility in the developable space and by having less land on each individual parcel dedicated to stormwater improvements.
- **Branding and place-making.** The Triangle does not have a strong identity. The area could take advantage of the excellent visibility along its edges to create a distinct brand and identity that would help the businesses inside the Triangle.
- **Small, pedestrian-oriented commercial node.** Office uses and especially residential projects will need amenities such as coffee shops, banking, restaurants, dry cleaners, hair salons, etc. to be viable. There are none today. On-street parking is absolutely essential for a pedestrian street with storefront retail. Bike lanes and dedicated HCT lanes on those streets can be a problem, because they increase the street width, which impacts the pedestrian scale, especially if a center turn lane is also added.
- **Land assembly will be a challenge.** There are many small parcels in the Triangle. Few developers will assemble multiple parcels on their own, because it can take a decade or more to achieve a large, developable parcel.
- **Parking.** The expectations of a transit-oriented district with reduced parking demand and/or structured parking may be in conflict with market realities that necessitate parking ratios of four spaces per 1,000 square feet in order to meet the needs of tenants and financial underwriting. Since parking restrictions that exceed these thresholds will simply result in the cessation of development, strategies must be implemented that (a) allow for parking ratios to meet the market, (b) are designed in such a way that they do not interfere with the pedestrian-oriented goals of the plan, and (c) allow for surface parking areas to be redeveloped in the future as buildings or structured parking. In any case, financial incentives will likely be needed to overcome the high cost of structured parking, a cost that cannot be absorbed by current (and forecasted) market conditions in the Triangle.

Range of Densities and Use Mixes as Targets for Redevelopment

Given the key findings from the market analysis, it is reasonable to expect that the mix of uses will be horizontal, at least initially. Vertical mixed use is more difficult to develop, finance, and find tenants for, especially in an unproven location. A few key locations may be able to support vertical mixed-use structures, with a small amount of retail on the ground floor of either office or residential buildings. This type of redevelopment may be more feasible as the Triangle develops over time or given some amount of gap financing.

The following graphics show the housing and employment and retail types most likely to locate within the Triangle. While more in-depth pro-forma analysis will be completed in later tasks, it is reasonable to assume that the following examples could be constructed in the Triangle.

Housing Types

The housing mix in the Town Center/Main Street and Employment/Retail station types is envisioned to include “medium to high density multi-story housing in the form of townhouses and apartment buildings” and apartments or condominiums on upper levels of mixed-use buildings.

		
<p>Row Houses/ Townhomes</p>	<p>Wood Frame Condos or Apartments</p>	<p>Mixed-Use Mid-Rise</p>
<ul style="list-style-type: none"> • 10 to 20 dwelling units (du)/acre • Two to three stories • Surface parking or parking within each unit • Minimum lot size: 5,000 to 10,000 sf 	<ul style="list-style-type: none"> • 20 to 30 du/acre • Two to three stories • Surface, garage, or tuck-under parking • Min. lot size: 10,000 to 20,000 sf 	<ul style="list-style-type: none"> • 25 to 35 du/acre • Three to four stories • Limited parking, surface, or tuck-under • Min. lot size: 20,000 sf or larger

Employment and Retail Types

The other uses in the Tigard HCT Land Use Plan are envisioned to include civic, retail, services, office, and college uses. Employment should range from 20 to 65 employees per acre, with buildings that range from 1 to 20 stories. In the short to medium term, most commercial buildings will have surface parking, unless they are subsidized or a tenant with extremely high parking needs comes to the area. Over time (and given zoning changes that would allow a greater FAR), office buildings could become taller and potentially support structured parking. Initial retail uses will be those serving office and residential needs, such as restaurants, coffee shops, and salons. There is a potential need for civic uses, such as schools or colleges and a library.

		
<p>Office/ Employment</p>	<p>Civic</p>	<p>Pedestrian-Oriented Retail</p>
<ul style="list-style-type: none"> • Three to six stories • Potential retail on ground floor • Surface parking or parking garage • Min. lot size: 0.5 acre to 2+ acres 	<ul style="list-style-type: none"> • One to three stories • Library, school, college, etc. • Surface parking or parking garage • Min. lot size: 0.5 acre to 1 acre 	<ul style="list-style-type: none"> • One-story (single use) to three stories (mixed-use with housing or office above) • Cafes, sandwich shops, banks, personal services • Surface parking, both on-street (essential) and on-site (behind the buildings) • Min. lot size: 0.5 acre or larger

Tools and Strategies for Creating Successful TOD

The tools and strategies described below reflect ways that obstacles in the Triangle can be overcome or conditions improved to perpetuate development of a mixed-use, pedestrian-friendly, and transit-friendly area. It is not expected that all of the tools described would be used in the redevelopment process, but rather this is a menu of tools and strategies to consider when developing alternatives and implementation strategies.

Movement – Getting Around

- **Transportation (Trans) Tool-1: Develop local street connections and a connectivity plan.** The plan should develop a local street network within the existing arterial system.
 - **Pros:** Increases the number of street connections with less reliance on a few roads for connectivity,
 - **Cons:** Building new connections are expensive, require right-of-way acquisitions, and can be contentious with landowners.

- **Trans Tool-2: Reevaluate existing Transportation System Plan (TSP) projects in the Triangle,** particularly SW 72nd Avenue, where future capacity improvements could reduce the quality of the pedestrian environment. Reconsider large arterials through the Triangle by balancing the need for capacity with the need to provide a consistent, safe pedestrian environment with a well-connected transportation system that provides multiple options.
 - **Pros:** Ensures that the planned improvements are consistent with the project's outcomes.
 - **Cons:** May require additional analysis to justify the changes plus the additional administrative costs to alter the project plan.

- **Trans Tool-3: Implement a street hierarchy for bikes and pedestrians** that focuses pedestrians and vehicles on separate streets. This could be another layer on top of existing functional classification for streets.
 - **Pros:** Focuses improvements in specific areas. All street have adequate pedestrian facilities regardless of street type.
 - **Cons:** Not all streets will be considered, at least in the near term, for pedestrian oriented uses such as for retail. Some will be access streets.

- **Trans Tool-4: Prioritize improvements for cyclists and pedestrians.** Identify key areas of concern through interaction with the community and technical advisory committees and in consideration of cyclists and pedestrians traveling within, to and from the Triangle. Where improvement plans exist, develop concepts that build upon those efforts. Where they do not exist, develop recommended improvements. Also, identify projects focused on priority locations that connect with potential redevelopment areas and existing and future transit.
 - **Pros:** Provides a consistent and reliable non-motorized system throughout the Triangle.
 - **Cons:** Unknown where future HCT will be located. Cost to provide improvement likely high.

- **Trans Tool-5: Continue to coordinate with TriMet and Metro** to influence how current transit service and future HCT alignments will connect through the Triangle. Incorporate bicycle and pedestrian improvements to connect development with transit stops and potential HCT stations.
 - **Pros:** Develops a complete transportation system. Engages Metro and TriMet in transit planning for the Triangle

- **Cons:** None
- **Trans Tool-6: District Transportation Management Program:** Coordinate with the Westside Transportation Alliance do develop a transportation demand management program that includes multimodal goals that projects should meet, while providing flexibility for incremental development. The program could include such tactics as preferential parking for carpools, vanpools, car-sharing systems, bus passes, alternative work schedules, car parking monitoring systems, and bike-share programs.
 - **Pros:** Does not require infrastructure investment. Can increase mode split over time and provide district-wide strategies across businesses.
 - **Cons:** Administration costs to implement and operate. Requires monitoring to ensure compliance.

Land Use – Vitality and Livability

Parking

Parking is one of biggest and most challenging issues facing the Triangle. There are several potential options for providing parking that may improve the area, some of which Metro has identified through the Southwest Corridor planning process, including:

- **Parking Tool-1: Permit flexible parking ratios** where areas are in transition. While parking needs may be higher now, if HCT is constructed as part of the Southwest Corridor, performance-based parking, measured by the existing inventory of parking spaces, peak hour occupancies, and elements of the built environment (current and planned for), would help meet the parking need without overbuilding. As the market, development form, and utilization changes in the Triangle, so would the parking ratios.
 - **Pros:** Provides parking at levels appropriate for multimodal areas, reduces the cost of development and support transit oriented design. Increases the amount of land that can be devoted to development and local amenities such as storefronts and parks. Often paired with other parking tools such as unbundled and/or shared parking.
 - **Cons:** Requires amendments to the City Development Code to allow flexibility. Requires regular parking inventories and district-wide utilization assessments.
- **Parking Tool-2: Unbundle parking** in the Triangle by allowing developers to provide what the market needs. Using this tool, early projects would not provide much parking, because there is already an abundance of unused parking that can be leased nearby. But, as the market develops, parking supply gets tighter, and developers can capture a premium by pricing parking separately from the residential units and storefronts, thus enabling residents and retailers to determine how much parking they need and what they are willing to pay for.
 - **Pros:** Allows for transitions in areas from more auto focused uses to a transit-oriented form. Provides more flexibility to developers.
 - **Cons:** Requires amendments to City Development Code. Unbundled parking has not been implemented in Tigard. May be contentious.

- **Parking Tool-5: Encourage shared parking**, which allows parking facilities to be used more efficiently. Shared parking takes advantage of the fact that most parking spaces are only used part-time by any one use.
 - **Pros:** can reduce parking facility costs (including aesthetic and environmental impacts), allow greater flexibility in facility location and site design, and encourage more efficient land use.
 - **Cons:** Requires amendments to City Code and often requires agreements between users that would participate. Often paired with other parking tools such as unbundled and/or shared parking and would require amendments to the City Development Cod

- **Parking Tool-6: Short- and medium-term public/private parking partnership** to help meet structured parking requirements. Allowing surface parking in the short term, with a transition to structured parking as the market matures, will be necessary if no subsidies for structured parking are available.
 - **Pros:** Increases the likelihood that parking will be focused in key areas. Increases the amount of land for other uses.
 - **Cons:** Likely requires a public investment for the parking site and/or some type of subsidy to construct structured parking. Often paired with other parking tools such as unbundled and/or shared parking, which would require amendments to the City Development Code.

Activity Centers

- **Land Use Tool-1: Gap financing.** New apartments may require some gap financing until the market in the Triangle is proven, especially if structured parking is required. Workforce housing might be a viable product, because it could attract gap financing to make it financially feasible. For example, an apartment project under construction at Orenco Station used a vertical housing program through the City of Hillsboro that gave the developer a ten-year tax abatement and made the structured parking possible.
 - **Pros:** Increases the likelihood that parking will be focused in key areas. Increases the amount of land for other uses.
 - **Cons:** Likely requires a public investment for the parking site and/or some type of subsidy to construct structured parking. Often paired with other parking tools such as unbundled and/or shared parking, which would require amendments to the City Development Code.

- **Land Use Tool-2: Incremental or transitional development.** One strategy to allow for incremental development that could respond to today's market conditions, while keeping future growth in mind, would be to require surface parking and building layout to be designed so that structured garages and infill buildings could be added as the area grows. Require developers to plan for the future, when structured parking becomes feasible. The Gresham Civic Station is an example of such a strategy. The developer designed the internal streets to have a public

streetscape with sidewalks and trees, and future development pads have been designated, so that as the market grows to support higher density, parking garages can be added and infill buildings can line the streets, replacing the existing surface parking. This tool complements the street hierarchy tool (Trans Tool-3).

- **Land Use Tool-3: Zoning and design standards.** Consider zoning changes, street location and street hierarchy requirements, and streetscape improvements that would provide a walkable, pedestrian-oriented environment that will support the formation of a “main street” or commercial node. Anticipated changes to the zoning and requirements include block size requirements, adjustments to street frontage minimums, setting of street hierarchies, FAR and height requirements, and parking standards.
- **Land Use Tool-4: Land assembly.** The City of Tigard could take on assembling multiple parcels, through urban renewal or another tool, to help achieve large, developable parcels. The fractured ownership pattern (large blocks of land made up of many smaller ownerships) was noted by developers as a major barrier to redevelopment in the area. Public efforts to assemble land and then offer up for redevelopment can help overcome these challenges. However, land assembly is expensive and needs a robust funding source.
- **Land Use Tool-5: Public/private development of catalyst sites and/or projects.** Identify parcels potentially suitable for redevelopment. Initiate public outreach to key businesses and landowners to identify the level of landowner and business interest in redevelopment. Publicly funded projects, such as a park or community center, or street and pedestrian improvements, can also be strong catalyst projects.

Public Realm – Common Space and Community Character

- **Public Realm Tool -1: Marketing/branding program.** A marketing and branding program will help identify the area. Gateway signage, banners, and streetscape treatments should be considered for the entire Triangle area. Parks, trails, and collective stormwater facilities could all be used as part of the branding effort to set the Triangle apart from its competitors.
- **Public Realm Tool-2: District-wide stormwater collection and green street system.** The code currently requires all stormwater to be handled on-site. A district-wide system would be more efficient and could be used to create a distinctive streetscape and environment. These “green streets” could become part of the trail system within the Triangle. Developers would benefit from this approach by having more flexibility in the developable space by having less land on each individual parcel dedicated to stormwater improvements. Additionally, advertising the City of Tigard’s existing low impact development standards may generate more interest and less consternation on the part of developers, particularly those with smaller parcels.
- **Public Realm Tool-3: District parks and trails plan.** Create and connect pedestrian and bike trails in a loop throughout the Triangle, as suggested in the Parks System Master Plan. This ribbon of green could also create a unique brand and identity for the Triangle that sets it apart from other

competitive locations, and could help to connect it to adjacent areas, breaking the barrier created by the surrounding highways.

- **Public Realm Tool-4: Engage the public and stakeholders** to ensure that as many residents as possible attend public meetings. Gathering public input will help the community create a plan for developing a strong sense of place and opportunities for various housing types and supporting uses, such as neighborhood-focused retail uses and recreational options.

Potential Financing/Funding Tools

The following table gives an overview of available funding tools for infrastructure, economic development, and affordable housing. The list is comprehensive and includes many tools that may already be in place and others that could potentially be applied in the future. It is important to understand that the financing process is dynamic and is impacted by federal, state, and local government policies and budgets, and the private sector lending and investing environment. Therefore, some of the funding tools below have experienced significant reductions and are not currently in a position to fund new projects. However, that does not mean that funding will not be available in the future or that priorities might not change, making them applicable to projects in the Tigard Triangle. This variability simply highlights the importance of maintaining partnerships between the public and private sectors with staff, investors, and private developers who understand the complexity of blending these programs to finance projects that enhance the ability of the Triangle to support HCT.

Financing Tools	Description	Typical Projects	Implementer	Considerations
System Development Fee (SDC) Waivers	<ul style="list-style-type: none"> • Projects meeting certain criteria would be exempt or pay a reduced amount for SDC or Traffic Impact Fees usually assessed on new construction projects. Local jurisdiction “pays” in foregone fees. 	<ul style="list-style-type: none"> • Low-income and affordable housing projects, and other projects meeting certain criteria established by the City. 	City	<ul style="list-style-type: none"> • Can reduce the financing gap, making a development project more feasible. • Reduces impact fees that would otherwise be available for projects elsewhere in the city.
Local Improvement District (LID)	<ul style="list-style-type: none"> • A local improvement district is a geographic area in which real property is taxed to defray all or part of the costs of a public improvement. 	<ul style="list-style-type: none"> • Paving streets, building sidewalks, installing stormwater management, improving streetscapes. 	City, with consent of property owners	<ul style="list-style-type: none"> • Has been used successfully in the Triangle in the past, and at least one LID is currently in place for future development. • Requires outreach effort to generate support.

Financing Tools	Description	Typical Projects	Implementer	Considerations
	<p>Costs are apportioned according to the estimated benefit that will accrue to each property. Property owners must approve LID by a majority vote and would be responsible for paying additional taxes.</p>			<ul style="list-style-type: none"> • Since LID essentially raises the taxes for properties, the improvement must be viewed by property owners as adding value.
<p>Tax Increment Financing (TIF) / Urban Renewal</p>	<ul style="list-style-type: none"> • Captures growth in assessed value inside a boundary for reinvestment in capital projects that reduce blight. • City would create a new urban renewal area. One is currently in place for the Downtown 	<ul style="list-style-type: none"> • Property acquisition, storefront and streetscape improvements, gap financing, and public infrastructure provision. 	<p>City</p>	<ul style="list-style-type: none"> • In Tigard, the formation of an urban renewal district must go to a citywide vote of the citizens. • Would not cost the property owners any additional taxes, but the City (along with school district and fire department) would forego tax revenue increases for the duration of the urban renewal district.
<p>Development Opportunity Study Grants</p>	<ul style="list-style-type: none"> • Evaluation of development project feasibility for property owners and businesses. Can help property owner by proving feasibility to a lending institution that would finance the project. 	<ul style="list-style-type: none"> • Market analysis or architectural study of existing building or property to assess future potential or costs. 	<p>Property owners or lessees. Typically administered through an urban renewal agency.</p>	<ul style="list-style-type: none"> • Usually requires matching funds from the property or business owner. • Not a funding source unto itself; needs funding from grants, urban renewal, or other sources.

Financing Tools	Description	Typical Projects	Implementer	Considerations
Nature in Neighborhoods capital grants	<ul style="list-style-type: none"> Funding for projects that provide access to nature, engage the community and lead to more livable neighborhoods. 	<ul style="list-style-type: none"> Land purchase and capital improvements. 	Neighborhood and community groups, nonprofit organizations, schools, cities, counties, and public park providers.	<ul style="list-style-type: none"> Competitive process with limited budget. Could be used to establish a park in the neighborhood. Requires a 2:1 match in order to receive the grant.
Economic or Business Improvement Districts	<ul style="list-style-type: none"> A fee on property owners for the purpose of improving and maintaining the district. Ideally, a private nonprofit organization such as a business association would be created to administer the program. 	<ul style="list-style-type: none"> District marketing, streetscape improvements and maintenance, signage. 	Property or business owners.	<ul style="list-style-type: none"> Business/property owners must agree to be part of the district and pay the fees. Success depends on the cohesiveness of the property owners. Needs to be renewed every five years in most cases.
Enterprise Zones	<ul style="list-style-type: none"> Waiver on property taxes for qualified businesses for 3 to 5 years. 	<ul style="list-style-type: none"> New businesses or expansion of an existing business. Biggest benefit to large manufacturing business with lots of taxable equipment. 	County	<ul style="list-style-type: none"> Geographically limited. Can counteract other property tax-based funding tools. Useful only for employment-creating projects, not housing or public amenities.
Oregon Parks and Recreation Department Grants	<ul style="list-style-type: none"> Outdoor recreation projects open to the public. 	<ul style="list-style-type: none"> Land acquisition, development, and major rehabilitation projects. 	Cities, counties, parks, and port districts.	<ul style="list-style-type: none"> Competitive process with limited budget. Could help to establish a park in the neighborhood.
Parking District	<ul style="list-style-type: none"> District with a comprehensive parking management plan, usually involving parking meters and pay-to-park garages. 	<ul style="list-style-type: none"> Parking revenue streams can be used to pay for public parking garages. 	City	<ul style="list-style-type: none"> The demand for parking and the fees generated by public parking must be sufficient to justify the cost of installing and monitoring public parking.

Financing Tools	Description	Typical Projects	Implementer	Considerations
				<ul style="list-style-type: none"> • May face resistance from business owners and community members. • May discourage development that already has a difficult time paying for parking.
Metro Transit Oriented Development	<ul style="list-style-type: none"> • Metro provides funding through public/private partnerships, investments, and incentives in key development projects located near transit. 	<ul style="list-style-type: none"> • Mixed-use housing projects near transit. • Project must contribute to regional planning objectives and be within 1,500 feet of mass transit station. 	Metro, with City and/or developer as applicant.	<ul style="list-style-type: none"> • Competitive process with limited budget. • Would have to be negotiated with Metro on a case-by-case basis.
Tax Abatements	<ul style="list-style-type: none"> • Local governments can use tax abatement programs to facilitate a private investment that benefits the public and is consistent with the community vision. Tax abatement programs provide developers with an incentive to build projects that might not otherwise be financially feasible. 	<ul style="list-style-type: none"> • Projects meeting certain criteria established by the City. 	City	<ul style="list-style-type: none"> • Can counteract other property tax-based funding tools.
Vertical Housing Programs	<ul style="list-style-type: none"> • Incentives for higher-density, location-efficient housing, in the form of property tax abatements. Was successfully used to finance 	<ul style="list-style-type: none"> • Projects meeting certain criteria established by the City, including residential developments with an affordable housing 	Local governments through property tax abatements.	<ul style="list-style-type: none"> • Requires that local government develop and implement a program, and forgo the revenue from taxes on eligible projects. • Has been shown to be very useful in reducing

Financing Tools	Description	Typical Projects	Implementer	Considerations
	<p>parking garage at a new apartment development at Orenco Station.</p>	<p>component, transit oriented development, and other types of projects.</p>		<p>funding gaps for other projects in the region.</p>
<p>New Market Tax Credits (NMTC)</p>	<ul style="list-style-type: none"> • Tax credits designed to support business and development in low-income communities. • According to the eligibility criteria for the 2013-2014 cycle, the Triangle is eligible for NMTC. 	<ul style="list-style-type: none"> • Higher-density housing projects. • Commercial redevelopments such as hotels, retail centers, and entertainment venues. 	<p>Private developer in conjunction with qualified community development entity (CDE).</p>	<ul style="list-style-type: none"> • Must follow specific project guidelines. • Complex program to navigate. Only the most sophisticated and experienced developers are likely to utilize it. • Requires partnership with a qualified CDE.
<p>Low Income Housing Tax Credits (LIHTC)</p>	<ul style="list-style-type: none"> • Tax credits offer direct federal income tax savings to owners of rental housing developments who are willing to set aside a minimum portion of the development's units for households earning 60% or less of gross Median Family Income. • The program offers credits on federal tax liabilities for 10 years. Individuals, corporations, partnerships, and other legal entities may benefit from tax credits in exchange for initial project capitalization. 	<ul style="list-style-type: none"> • Large-scale projects that serve low-income communities and create jobs. 	<p>Developer would apply for credits.</p>	<ul style="list-style-type: none"> • Project must remain rent to income qualified (at or below 60% Median Family Income) for a minimum of 30 years. • Funding depends on the current conditions of federal financial markets and how investors view the value of the tax credits compared to other investments.

Financing Tools	Description	Typical Projects	Implementer	Considerations
Housing Preservation Community Incentives Fund (HP CIF)	<ul style="list-style-type: none"> Fund uses Oregon Lottery-backed bonds to create more jobs in distressed communities that want economic growth; increase the supply of affordable housing near jobs and transportation; reduce sprawling development patterns; and revitalize urban centers, downtowns, and main streets. 	<ul style="list-style-type: none"> All rental housing developments qualify under the tax credit guidelines; new construction or acquisition with substantial rehabilitation of existing properties. 	<p>Developer would apply. Administered by Oregon Housing and Community Services.</p>	<ul style="list-style-type: none"> Limited amount of funds and a competitive process.

Attachments/Enclosures:

File Name: P:\O\ODOT00000801\0600INFO\0670Reports\3N_NeedsOppsConstraintsTools_Memo\FINAL Submitted 12.1.13\Final

Tigard Triangle Needs, Opportunities and Constraints 12.06.13.docx

CITY OF TIGARD

Respect and Care | Do the Right Thing | Get it Done



City of Tigard
Tigard Triangle
STRATEGIC PLAN

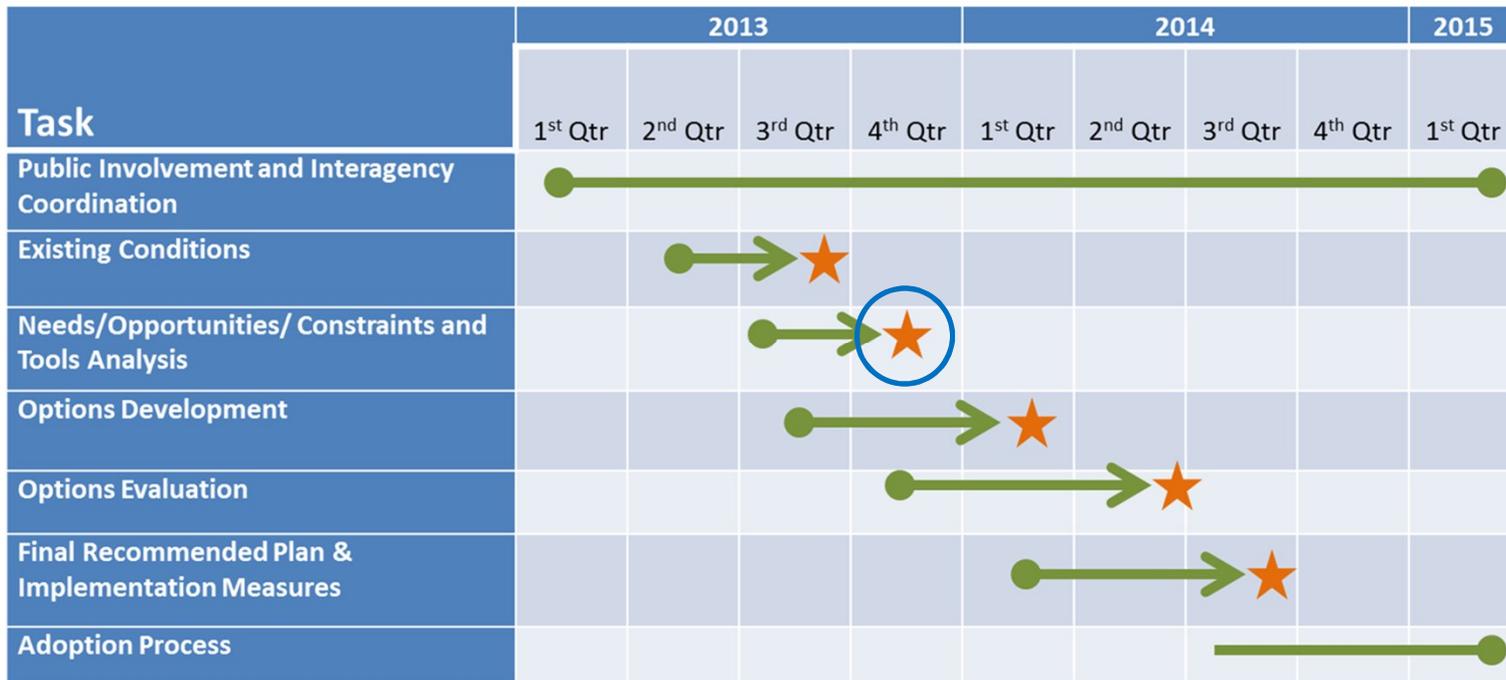
Tigard City Council and Planning Commission

Dec. 17, 2013

Summary

- Schedule
- What We've Done So Far
 - Stakeholder Interviews, Public Feedback
 - Existing Conditions
 - Needs, Opportunities, Constraints, and Tools
 - Market Fundamentals
- Next Steps

Project Schedule and Tasks



We are here

Needs, Opportunities, Constraints, and Tools

- Movement-Getting Around
- Land Use and Livability
- Public Realm – Community Character



Needs, opportunities and constraints are:

- **Needs** are what is needed to implement a pedestrian-oriented, mixed-use district.
- **Opportunities** are what the project could take advantage of to meet the needs of the project.
- **Constraints** are the challenges to overcome to meet the needs of the project.
- **Tools/strategies** are actions for overcoming the constraints to develop pedestrian-friendly area.

Movement – Getting Around

Needs

- Complete streets for all modes
- A compact, walkable street grid

Opportunities

- Grid to build upon
- Improve bike/ped access
- Potential HCT planning
- Multi-use trail connections

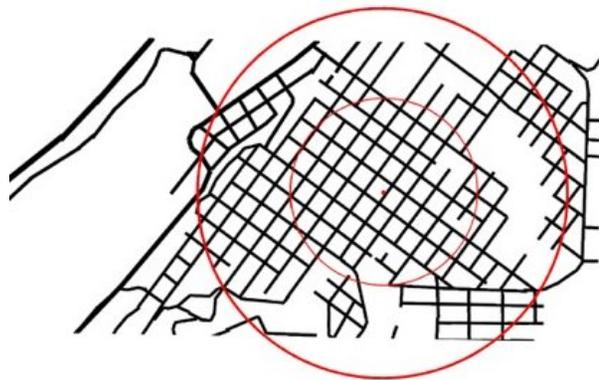
Constraints

- Topography
- Cost of improvements
- Congestion/Auto-oriented Development
- Adjacent Freeways





Downtown Portland

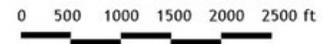


Downtown Oregon City



Tigard Triangle

Scale Comparisons of Street Network and Block Area



Land Use – Livability & Vitality

Needs

- Right mix of uses over time
- Identity

Opportunities

- Existing businesses/universities
- Access/visibility/location
- Vacant/underdeveloped land
- Topography
- Future transit potential

Constraints

- Construction Costs – mixed use
- Smaller services need residential
- Lot consolidation required



Public Realm – Community Character

Needs

- Public space/parks/trails
- Integrate natural resources and greenspace
- Vibrant streets

Opportunities

- Red Rock and other creeks
- Piggyback on sewer projects
- Green street standards
- Street design

Constraints

- Costs for street/stormwater improvements and obtaining open space/parks
- Strict regulations within natural areas



Tools

- Implement a marketing/branding program
- Advertise the LIDA standards, build a district-wide stormwater/green street system
- Transportation Management Program
- Public/private parking partnerships
- Revise zoning and design standards for street frontage, street hierarchies, FAR and height requirements and parking
- Land assembly through urban renewal
- Identify parcels suitable for redevelopment
- Distribute traffic to multiple roads – connectivity plan



Market Fundamentals

- Office
- Retail
- Housing



Expert Interviews: Key Take-Aways

Opportunities:

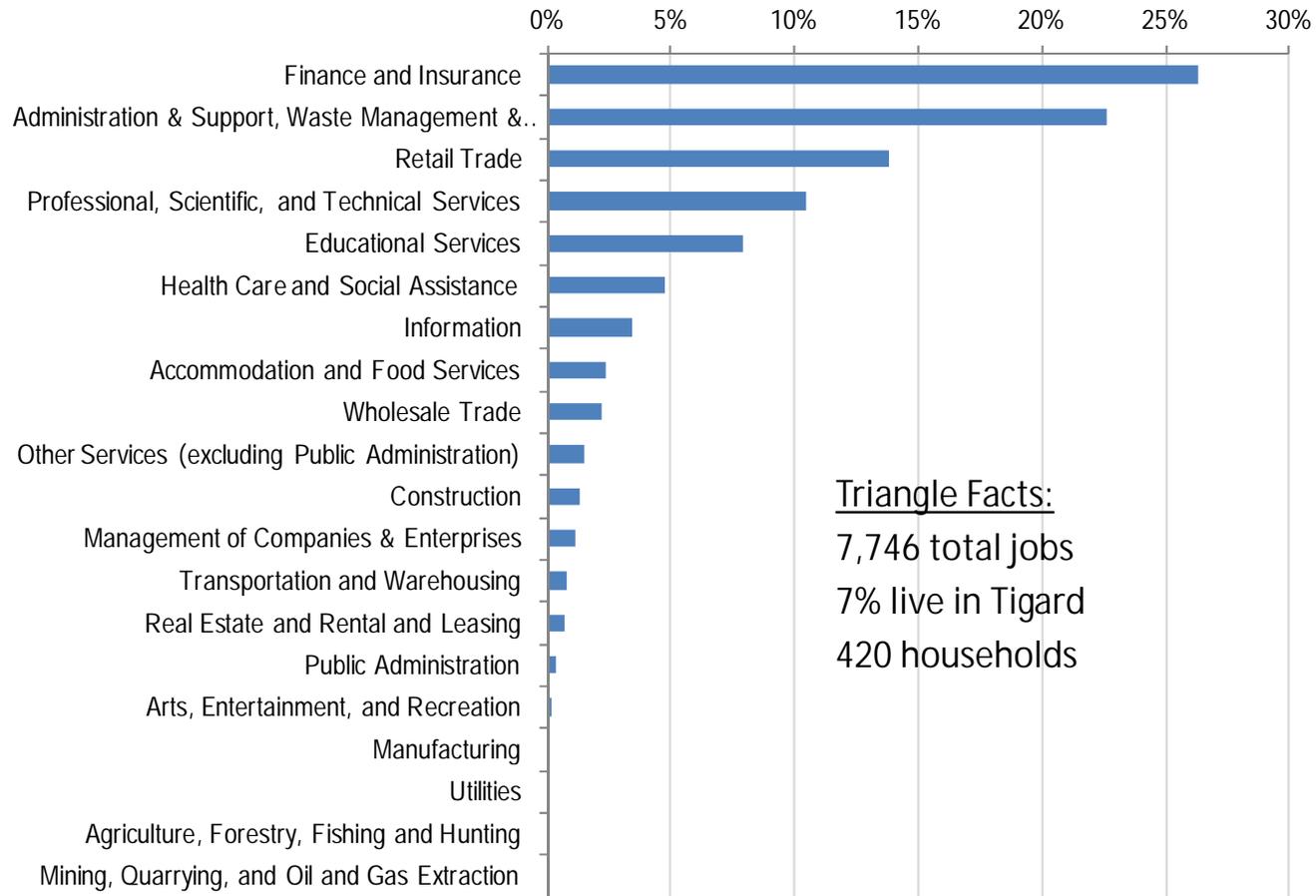
- Centrally-located...
- Good for back-office uses, low-cost alternative to Kruse Way
- HCT will be a big plus
- Housing seems like a good opportunity
- What about the theater site?

Constraints:

...but hard to get to

- Parking requirements restrictive, no structured parking without subsidy
- No parks...few amenities
- Fractured ownership
- Terrain makes development more challenging

Triangle Employment



Triangle Facts:
 7,746 total jobs
 7% live in Tigard
 420 households

Office

- Decrease in space per employee
 - Vacancy (3rd Quarter 2013)
 - Triangle 12.7 %
 - Kruse Way - 19.2%
 - Washington Square - 18.6%
 - Rents in \$19 - \$22 range in Tigard, \$25 - \$26 in Kruse Way
 - Need \$30+ for new construction, surface parking
- Bottom line: little to no new office in next 3-5 years

Attracted to:

- Employee amenities (restaurants, services, trails)
- Regional access to clients/employees
- Parking
- Branding/image



Retail

Will respond to demand generated by jobs & housing

Other conditions for success:

- Visibility
- Accessibility & convenience
- Parking capacity
- Close to other retail
- Sense of place



Housing

- Over 9,000 households in 1-mile radius
- Tigard/Tualatin Apartment Market:
 - 2.6% vacancy rate
 - \$0.84 - \$0.99 rent per square foot per month average
- New construction supportable at
 - Approx. \$1.30 for surface-parked apartments
 - Approx. \$1.75 for apartments with structured parking

Trends:

- Amenities
- Walking
- Less private space



City is an Amenity



Tools

Purpose:

- Overcome financial barriers for private investment (gaps)
- Build public infrastructure & amenities
- Address land assembly challenges
- Build parking
- Accelerate build out schedule

Examples

- Local Improvement District
- Incentivize specific types of development
- Urban Renewal
- Specialized Grants
- Enterprise Zone
- New Market Tax Credits



Next Steps

- Land Use and Infrastructure Options Development
- Review and feedback (January/February)
 - TAC
 - CAC
 - Public Meetings
 - Web
 - Other
- City Council/Planning Commission update (mid February)

C I T Y O F T I G A R D



Questions ??

Workshop Meeting**Meeting Date:** 12/17/2013**Length (in minutes):** 15 Minutes**Agenda Title:** Economic Development Quarterly Update**Submitted By:** Lloyd Purdy, Community Development**Item Type:** Update, Discussion, Direct Staff**Meeting Type:** Council Workshop Mtg.**Public Hearing:** No**Publication Date:****Information****ISSUE**

Quarterly update on economic development activity, programs and projects.

STAFF RECOMMENDATION / ACTION REQUEST

No action required.

KEY FACTS AND INFORMATION SUMMARY

Update on progress in *groundwork*, *business assistance* and *innovative* activities that attract and cultivate investment in Tigard. Attached file includes full report similar in scope and detail to monthly updates.

Data Development

Gathering and analyzing existing data on business/industry sectors, employment, and resident workforce characteristics. Data highlights include:

- 31% of land area is zoned for economic activity.
- 1,100 acres of employment property.
- 2,914 Businesses in Tigard (from 2008 Oregon Employment Department).
- 41,032 people employed by Tigard based businesses (from 2008 Oregon Employment Department).
- 26,833 Tigard residents are employed (2013 Oregon Employment Department).
- \$43,000 in average annual pay (from 2008 Oregon Employment Department).
- 6.7% employment rate. State of Oregon is 8.1% (2013 Oregon Employment Department).
- Largest age group in City of Tigard: 35-49 years old 10,723 residents (2010 Census).
- 22.7 minutes is the average travel time for a Tigard commuter (2010 Census).

Building Capacity

Meetings with Tigard Downtown Alliance continue. Focus of my time with the leadership group continues to be on developing a partner organization for the City. This organization will focus on downtown revitalization through the support of stakeholders including property owners, business owners and community members who benefit from a more vibrant downtown. TDA has implemented the recommended *Downtown Dialogues* and *Downtown Updates* projects. The group plans to incorporate in early 2014 as a 501c3 and apply for State of Oregon Exploring Downtown program following the 4-point Main Street Approach.

TDA needs to continue to plan strategically while addressing short term opportunities/challenges (like Main Street Construction project) and expanding support from a wide range of stakeholders.

Business/Site Visit Summary

Prioritized business visits by employment numbers in the manufacturing and traded sector industries. Rogers Machinery, PacTrust, Frye Electronics Manufacturing, Lincoln Center, Fish- Field, Comcast, Fought & Co., Williams Controls and Consolidated Supply. Future visits and meetings will include technology companies. Mayor Cook and Mike Williams my colleague from Business Oregon have participated in 2 visits.

Lead Response

We have responded to two Business Oregon leads. One other lead was not relevant and one more is under consideration. Lead response is predicated on the real estate market in Tigard having a specific type of property available at the right time which is not always a given. Work continues on a marketing packet to communicate Tigard's unique strengths and competitive advantages to prospective businesses.

Develop Policy

State of Oregon Enterprise Zones may be a viable economic development tool for use in the City of Tigard. Enterprise Zones encourage business investment through property tax relief in a defined area (with economic hardship). In exchange for locating into an enterprise zone, an eligible business (not retail, financial, construction, or hotel) receives an exemption from the property tax (for 3 - 5 years) on new facilities and equipment -- if they increase and maintain employment by at least 10%. Will bring this to Council for discussion in 2014.

Building Infrastructure

Developed and/or collaborated on the following proposals:

Fields Project: Site Development Alternatives (in process)

Department of Land Conservation Development: Infrastructure Finance Plan (proposal)

Connect Oregon V: Tigard Street Trail – Path to Employment (proposal)

PSU Municipal and Urban Studies Program: Graduate team workshop – walkability (proposal)

Vertical Housing Development Zone: (on hold)

Enterprise Zones (researching)

Business Retention and Expansion

Shared *Oregon Trade Promotion* marketing assistance grant program with 27 businesses.

Shared *WorkSource Oregon ProStep* skill development grant program with 25 businesses.

Shared entrepreneur training and export market training programs with 3 relevant businesses.

Developed media announcements for 3 small businesses/entrepreneurs.

OTHER ALTERNATIVES

No action required.

COUNCIL GOALS, POLICIES, APPROVED MASTER PLANS

The work plan presented is consistent with the themes, intent and near-term action items outlined in the City of Tigard's Comprehensive Plan Goals 9.1, 9.2, & 9.3. It also integrates findings from the 2011 City of Tigard Economic Opportunity Analysis as well as the Tigard Downtown Improvement Plan.

DATES OF PREVIOUS COUNCIL CONSIDERATION

Economic Development work plan presented on October 8, 2013.

Economic Development update October 2013 (mail bag).

Economic Development update November 2013 (mail bag).

Attachments

December Ec Dev Update



City of Tigard Memorandum

To: Mayor John Cook and Tigard City Council
From: Lloyd Purdy, Economic Development Manager
Re: Economic Development Program Update
Date: December 17, 2013

Information below provides a quarterly overview of economic development activities that support investment in Tigard by encouraging business growth, workforce development and infrastructure improvements.

Groundwork

Develop Data Resources & Economic Report Card

Gathered existing raw data on business/industry sectors, employment, and resident workforce characteristics. Will update with new data from State of Oregon in early 2014. Information like that listed below will be packaged into an “Economic Report Card”.

Data Highlights:

Businesses/Firms/Industry Characteristics

31% of land area is zoned for economic activity.

1,100 acres of employment property.

2,914 Businesses in Tigard (from 2008 Oregon Employment Department).

Class A Office Space: 509,087 sf with vacancy of 151,900 @ \$1.99 /mo/sf (Costar Report).

Industrial Space: 5,672,368 sf with vacancy of 510,538 @ \$0.64 /mo/sf (Costar Report).

Workforce and Employment Characteristics

41,032 people employed by Tigard based businesses (from 2008 Oregon Employment Department).

26,833 Tigard residents are employed (2013 Oregon Employment Department).

Forecast for new employment 9,664 (Metro 2011).

\$43,000 in average annual pay (from 2008 Oregon Employment Department).

39.9% of residents have a Bachelor’s degree or higher (2010 Census).

92.5% have a high school graduation or higher (2010 Census).

6.7% employment rate. State of Oregon is 8.1% (2013 Oregon Employment Department).

Largest age group in City of Tigard: 35-49 years old 10,723 residents (2010 Census).

82% of population has been in residence for more than one year (measure of workforce stability).

Place based Characteristics

Average household income \$83,000 (2010 Census).

22.7 minutes is the average travel time for a Tigard commuter (2010 Census).

500 acres of parks, 9 miles of paved trails – “green infrastructure”.

Mean home value in City of Tigard is \$324,000 (2010 Census)..

Building Partnerships

A portion of time is committed to building regional partnerships with partner organizations: Greater Portland Inc., WorkSource Oregon, Small Business Development Center, Small Cities Consortium, Westside Economic Alliance, Metro Development Center, Department of Land Conservation Development, Portland General Electric, Oregon State Main Street.

Will continue the *Tigard Tour* model used with local staffers from US Sen. Merkley and US Sen. Wyden's offices to introduce regional partners and development professionals to the City of Tigard.

Building Capacity

Meetings with Tigard Downtown Alliance continue. Focus of my time with the leadership group continues to be on developing a partner organization for the City. This organization will focus on downtown revitalization through the support of stakeholders including property owners, business owners and community members who benefit from a more vibrant downtown. TDA has implemented the recommended *Downtown Dialogues* and *Downtown Updates* projects. The group plans to incorporate in early 2014 as a 501c3 and apply for State of Oregon Exploring Downtown program following the 4-point Main Street Approach.

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Business/Site Visit Summary

Prioritized business visits by employment numbers in the manufacturing and traded sector industries. Rogers Machinery, PacTrust, Frye Electronics Manufacturing, Lincoln Center, Fish- Field, Comcast, Fought & Co., Williams Controls and Consolidated Supply. Future visits and meetings will include technology companies. Mayor Cook and Mike Williams my colleague from Business Oregon have participated in 2 visits.

Relationship Building

Contacted 36 commercial brokers with listings in Tigard (based upon firms with September listing in CoStar report of 10k sf.) Result, site specific data to share with future business recruitment leads on 9 Tigard properties. In December, I still plan to upload these sites to the State and Greater Portland Inc. site selection databases. When responding to lead requests, these real estate professionals provide the most up-to-date information.

Lead Response

We have responded to two Business Oregon leads. One other lead was not relevant and one more is under consideration. Lead response is predicated on the real estate market in Tigard having a specific type of property available at the right time which is not always a given. Work continues on a marketing packet to communicate Tigard's unique strengths and competitive advantages to prospective businesses.

Develop Policy

State of Oregon Enterprise Zones may be a viable economic development tool for use in the City of Tigard. Enterprise Zones encourage business investment through property tax relief in a defined area (with economic hardship). In exchange for locating into an enterprise zone, an eligible business (not retail, financial, construction, or hotel) receives an exemption from the property tax (for 3 - 5 years) on new facilities and equipment -- if they increase and maintain employment by at least 10%. Will bring this to Council for discussion in 2014.

Business Assistance

Building Infrastructure

Developed and/or collaborated on the following proposals:

Fields Project: Site Development Alternatives (in process)

Department of Land Conservation Development: Infrastructure Finance Plan (proposal)

Connect Oregon V: Tigard Street Trail – Path to Employment (proposal)

PSU Municipal and Urban Studies Program: Graduate team workshop – walkability (proposal)

Vertical Housing Development Zone: (held)

Enterprise Zones (researching)

Business Retention and Expansion

Shared *Oregon Trade Promotion* marketing assistance grant program with 27 businesses.

Shared *WorkSource Oregon ProStep* skill development grant program with 25 businesses.

Shared entrepreneur training and export market training programs with 3 relevant businesses.

Developed media announcements for 3 small businesses/entrepreneurs.

Business Friendly Procedures

Adding content to Economic Development webpage as a resource for businesses.

Created an email notification distribution list to communicate business development opportunities with firms in Tigard. Business sign up to participate through their business license renewal. This sign up function may be added to the website.

###

AIS-1239

4.

Workshop Meeting

Meeting Date: 12/17/2013

Length (in minutes): 15 Minutes

Agenda Title: Briefing on Capital Improvement Plan Projects

Submitted By: Greer Gaston, Public Works

Item Type: Update, Discussion, Direct Staff

Meeting Type: Council Workshop Mtg.

Public Hearing: No

Publication Date:

Information

ISSUE

The council will be briefed on several Capital Improvement Plan (CIP) projects.

STAFF RECOMMENDATION / ACTION REQUEST

No action is requested; the council is asked to listen to the briefing.

KEY FACTS AND INFORMATION SUMMARY

In order to keep the council informed as to the status of current CIP projects, staff will provide regular project briefings. Several projects will be discussed during the briefing..

See attached table for project, budget and schedule information.

OTHER ALTERNATIVES

Not applicable

COUNCIL GOALS, POLICIES, APPROVED MASTER PLANS

DATES OF PREVIOUS COUNCIL CONSIDERATION

The last CIP update for council was August 20, 2013.

Attachments

CIP Project Status Table



CIP PROJECT STATUS

First Quarter - Ending 9/30/13

Active Projects in the Public Works Department,
Engineering Division

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Notes		
CITY FACILITIES																
Permit Center/Police/City Hall Exterior Walls (91013) Mike S.	\$1,740,582													FY 12/13	City Hall facility repairs.	
	\$743,881													FY 13/14		
	General Fund															FY 14/15
PARKS																
East Butte Heritage Park (92003) Mike M.	\$636,396														FY 12/13	Major construction complete.
	\$476,558														FY 13/14	
	Parks Bond/SDC															
Fanno Creek House (92006) Greg B.	\$180,019													FY 12/13	Project complete.	
	\$156,238													FY 13/14		
	Parks Bond															FY 14/15
Dirksen Nature Park (92016) Kim M.	\$623,664													FY 12/13		
	\$556,599													FY 13/14		
	Parks Bond															FY 14/15
Potso Dog Park (92021) Kim M.	\$160,000													FY 12/13	Park land development project.	
	\$160,000													FY 13/14		
	Parks Bond/SDC															FY 14/15
Jack Park (92022) Kim M.	\$463,020													FY 12/13	Major construction complete.	
	\$394,655													FY 13/14		
	Parks Bond															FY 14/15



CIP PROJECT STATUS

First Quarter - Ending 9/30/13

Active Projects in the Public Works Department,
Engineering Division

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Notes	
PARKS (Continued)															
Fanno Creek Trail - Main to Grant - (92024) Kim M.	\$661,000													FY 12/13	
	\$661,000													FY 13/14	
	Parks Bond/Stormwater/ Sanitary/SDC/Gas Tax													FY 14/15	
East Bull Mountain - Concept Master Plan - (92031) TBD	\$21,504													FY 12/13	
	\$10,000													FY 13/14	
	Parks Bond													FY 14/15	
Tigard Street Trail - Railroad Path - (92034) Kim M.	\$103,894													FY 12/13	
	\$100,000													FY 13/14	Awaiting word on grant funding.
	Parks Bond													FY 14/15	
Senn Park (92045) Kim M.	\$51,082													FY 12/13	
	\$50,000													FY 13/14	
	Parks Bond													FY 14/15	
Fanno Creek Trail - Metro Grant RFFA Project - Kim M.	\$3,700,000													FY 12/13	Federally Funded Project: Design - Federal FY 15/16 Right of Way - Federal FY 16/17 Construction - Federal FY 17/18
	TBD (match)													FY 13/14	
	RFFA/TBD													FY 14/15	
Summer Lake Improvements (92048) Kim M.	\$140,000													FY 12/13	
	\$140,000													FY 13/14	Park land development project.
	Parks Bond													FY 14/15	



CIP PROJECT STATUS

First Quarter - Ending 9/30/13

Active Projects in the Public Works Department,
Engineering Division

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Notes		
SANITARY SEWER																
Fanno Creek Slope Stabilization - Arthur Court - (93009) Greg B.	\$687,000													FY 12/13		
	\$687,000													FY 13/14		
	Sanitary													FY 14/15		
Derry Dell Sewer - Interceptor Relocation - (93010) Kim M.	\$1,510,000													FY 12/13	Joint venture with CWS.	
	\$710,000													FY 13/14		
	Parks Bond/Sewer/Stormwater/ Water CIP													FY 14/15		
Main Street Sewer/ Fanno Creek Crossing Elimination (93011) Kim M.	\$437,000													FY 12/13	Project will be coordinated with Main Street/Green Street, which is scheduled for completion by November 2014.	
	\$437,000													FY 13/14		
	Sanitary													FY 14/15		
128th Ave/Shore Drive - Sewer Replacement - (93012) Mike S.	\$872,404													FY 12/13	Project downsized due to mislabeled pipe size in master plan.	
	\$872,000															FY 13/14
	Sanitary													FY 14/15		
East Tigard - Sewer Replacement - (93013) Mike S.	\$345,627													FY 12/13		
	\$345,000															FY 13/14
	Sanitary													FY 14/15		
Krueger (Benchview) Creek - Sewer Stabilization - (93014) Mike S.	\$1,766,866													FY 12/13		
	\$1,300,000													FY 13/14		
	Sanitary/Water Quality													FY 14/15		
Barrows/Scholls Ferry - Sewer Extension - (93035) Rob M.	\$941,500													FY 12/13	Cooperative project with Washington County, Clean Water Services, and the City of Beaverton. Will serve River Terrace area.	
	\$520,000															FY 13/14
	Sanitary													FY 14/15		



CIP PROJECT STATUS

First Quarter - Ending 9/30/13

Active Projects in the Public Works Department,
Engineering Division

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Notes	
STORM SEWER															
Derry Dell Creek - Slope Stabilization - at 118th Avenue (94016) Greg B.	\$835,000													FY 12/13	
	\$835,000													FY 13/14	
	Stormwater													FY 14/15	
Copper Creek - Bank Stabilization - (94022) Greg B.	\$193,484													FY 12/13	
	\$172,000													FY 13/14	
	Stormwater													FY 14/15	
STREETS															
Pavement Maintenance Program (95001) Mike M.	Ongoing													FY 12/13	
	\$1,660,000													FY 13/14	
	Street Maintenance Fee													FY 14/15	
Walnut Street Improvements - 116th to Tiedeman - (95023) Kim M.	\$624,249													FY 12/13	Joint project with Washington County.
	\$164,000													FY 13/14	
	Underground Utility/Gas Tax/ Stormwater/Sanitary/Water													FY 14/15	
Citywide Pedestrian & Cyclist Improvements (95027) Mike M.	\$312,000													FY 12/13	Waiting to combine with 14/15 projects.
	\$30,000													FY 13/14	
	Gas Tax													FY 14/15	
Pacific Hwy/Gaarde/McDonald - Intersection Improvements - (95033) Mike S.	\$2,020,529													FY 12/13	Joint project with Washington County and ODOT.
	\$1,000,000													FY 13/14	
	TIF/TDT/ ODOT/STP/MSTIP													FY 14/15	



CIP PROJECT STATUS
First Quarter - Ending 9/30/13

*Active Projects in the Public Works Department,
 Engineering Division*

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun		Notes
STREETS (Continued)															
72nd Ave/Dartmouth - Intersection Improvements - (95035) Kim M.	\$2,404,480													FY 12/13	Joint coordination with Walmart conditioned roadway improvements.
	\$2,295,400													FY 13/14	
	City Gas Tax/Gas Tax/Underground Utility/TIF/TDT													FY 14/15	
92nd Avenue Sidewalk (95037) Mike M.	\$718,427													FY 12/13	Major construction completed.
	\$605,000													FY 13/14	
	Gas Tax/Stormwater													FY 14/15	
Upper Boones Ferry Road/Durham - Adaptive Signal Coordination - (95041) Mike M.	\$165,000													FY 12/13	Joint project with Washington County and ODOT.
	\$115,000													FY 13/14	
	Gas Tax													FY 14/15	
Main Street/Green Street (Phase 1) (97003) Kim M.	\$1,423,512													FY 12/13	Joint project with ODOT.
	\$1,144,492													FY 13/14	
	Gas Tax/Urban Renewal/Water/MTIP													FY 14/15	



CIP PROJECT STATUS

First Quarter - Ending 9/30/13

Active Projects in the Public Works Department,
Engineering Division

Design & Permitting
Right of Way, Easements & Contracts
Construction

Project Name	Total Budget as of FY12/13 Current Year Budget Funding Sources for FY13/14	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Notes	
WATER															
Aquifer Storage and Recovery Well #3 (96010) Rob M.	\$3,202,016													FY 12/13	Design to be completed, construction may be delayed pending evaluation of new water supply.
	\$3,167,000													FY 13/14	
	Water CIP													FY 14/15	
LO/Tigard Water Partnership (96018) Rob M.	\$110,168,703													FY 12/13	Various contract awards/construction underway. Dollars reflect the entire Partnership. Tigard's projects include Waluga Reservoir #2, Schedule 6 pipeline under I-5, and the Bonita Pump Station.
	\$68,017,300													FY 13/14	
	Water CIP													FY 14/15	
Main Street - Waterline Replacement - (96029) Kim M.	\$642,418													FY 12/13	Project will be coordinated with Main Street/Green Street, which is scheduled for completion by November 2014.
	\$621,700													FY 13/14	
	Water/Water CIP													FY 14/15	
Pipeline Connecting 550 - 530 Zones (96030) Rob M.	\$2,260,000													FY 12/13	Project on hold pending evaluation of new water supply.
	\$2,260,000													FY 13/14	
	Water CIP													FY 14/15	
New Water Source - Systemwide Improvements - (96034) Rob M.	\$835,000													FY 12/13	Design & construction may be delayed pending evaluation of new water supply.
	\$210,000													FY 13/14	
	Water CIP													FY 14/15	
Barrows/Scholls Ferry (Phase 1) - 18" Line Extention - (96035) Rob M.	\$1,398,500													FY 12/13	Major construction completed. Cooperative project with Washington County. Will serve River Terrace area.
	\$1,027,000													FY 13/14	
	Water SDC													FY 14/15	

AIS-1456

5.

Workshop Meeting

Meeting Date: 12/17/2013

Length (in minutes): 30 Minutes

Agenda Title: Review City Survey Results

Prepared For: Liz Newton, City Management

Submitted By: Cathy Wheatley, Administrative Services

Item Type: Update, Discussion, Direct Staff

Meeting Type: Council Workshop Mtg.

Public Hearing: No

Publication Date:

Information

ISSUE

A presentation of the results of the 2103 Community Survey.

STAFF RECOMMENDATION / ACTION REQUEST

Review and comment on the survey results presented. Discuss next steps for making the survey results visible, future actions the results will address, and possibilities to explore some questions in a focus group setting in January.

KEY FACTS AND INFORMATION SUMMARY

The city contracted with CFM Communications to conduct the 2013 biennial community survey. A telephone survey (landline and cell phone) was conducted right before Thanksgiving with 300 Tigard households. A web survey was launched in the week after Thanksgiving and concluded on December 12.

Tom Eiland of CFM will present a powerpoint summary of the the survey results to council. A detailed written report will also be provided.

OTHER ALTERNATIVES

N/A

COUNCIL GOALS, POLICIES, APPROVED MASTER PLANS

N/A

DATES OF PREVIOUS COUNCIL CONSIDERATION

None

Attachments

No file(s) attached.

Workshop Meeting

Meeting Date: 12/17/2013

Length (in minutes): 55 Minutes

Agenda Title: Strategic Plan

Prepared For: Marty Wine, City Management

Submitted By: Cathy Wheatley, Administrative Services

Item Type: Update, Discussion, Direct Staff

Meeting Type: Council Workshop Mtg.

Public Hearing: No

Publication Date:

Information

ISSUE

Follow up from the September 17, 2013, strategic plan discussion with the city council.

STAFF RECOMMENDATION / ACTION REQUEST

Council is requested to discuss and provide guidance to Executive Staff about the overall direction of the strategic plan. A draft vision and goals have been further refined by the working group, and is now prepared to be discussed with Tigard employees, the Council, and the public for feedback. The purpose of tonight's discussion is to

- Report on the draft working document and how the Council's prior feedback about the vision and goals was incorporated;
- Discuss the initial roll-out of the draft plan with the Council, the public and the city workforce; and
- Ask for the Council's discussion about what this plan means for future priorities and investments.

KEY FACTS AND INFORMATION SUMMARY

Tigard embarked on a strategic planning process earlier in 2013 to provide the city with focus and direction for the city's priorities over the long term (20 years). The working group, consisting of the city's leadership team and assistant directors, has developed a proposed direction and is prepared to seek comment and input so that the vision and goals can evolve and be implemented. As the city grows, a strategic plan provides a deliberate direction by taking advantage of Tigard's strengths.

A draft document with the draft vision and goals is provided for discussion and review. The vision should drive future decisions about how the city chooses to grow.

Vision: the most walkable community in the Pacific Northwest where people of all ages and abilities enjoy healthy and interconnected lives.

Goals:

- Facilitate walking connections to develop an identity
- Ensure development advances the vision
- Engage the community through dynamic communication
- Fund the vision while maintaining core services

OTHER ALTERNATIVES

COUNCIL GOALS, POLICIES, APPROVED MASTER PLANS

A citywide strategic plan advances most 2012 and 2013 goals, including pursuing economic development efforts, financial stability, and moving major projects forward.

DATES OF PREVIOUS COUNCIL CONSIDERATION

January 10, 2013

January 29, 2013

May 21, 2013

September 17, 2013

Attachments

Draft Tigard Strategic Plan

City of Tigard Strategic Plan

Draft Working Document – for Discussion Purposes Only

Updated: 11/5/2013
City of Tigard

Vision:

The most walkable community in the Pacific Northwest where people of all ages and abilities enjoy healthy and interconnected lives.

About the vision:

- Goal is to create a unique, vibrant identity for the city - not a vision that could describe any city anywhere
- Walkable doesn't mean anti-car or anti-public transport, it is about leveraging the existing trail system and green spaces
- Interconnected has many meanings: Connecting people to the city, people to people, work/shop/play, technology, physical connections, social connections, transportation, etc.
- The statement does not imply the city does or does not have a role in providing services to connect people and/or make people "healthy" – it is about building and providing the space for connections and healthy lifestyles to happen as people wish
- The vision should drive future decisions about where the city places priorities and investments – needs to be a deliberate set of steps to make it happen

Strategic Goals:

1. **Facilitate walking connections to develop an identity**
2. **Ensure development advances the vision**
3. **Engage the community through dynamic communication**
4. **Fund the vision while maintaining core services**

1. Goal: *Facilitate Walking Connections to Develop an Identity*

Objectives:

1. Every household is within a walking distance of 3/8 mile to a trailhead.

- 100% of our residents have access to a densely networked trail system designed for universal access and the mobility-impaired
- Fully accessible connections are made via pathways and/or sidewalk connections
- Improve Tigard's walkability score – currently 51 <http://www.walkscore.com/OR/Tigard>

2. The trail system is used for all kinds of trips.

- The system is safe. All parts are comfortable for everyone to use - i.e. No segments are avoided because of real or perceived safety issues.
- The walking/transit connection is creatively engaged. Creative transit solutions, like local van shuttle service, are available to bridge gaps where trips (or portions of trips) would be otherwise infeasible for walking.
- This deals with trips within the city as well as trips leading into/out of the city.
- The transit waiting experience is improved:
 - Transit stops protected from weather and are aesthetically pleasing
 - Sidewalks are a part of the plan, especially in relation to connections to transit stops and key entry points of the pathway network.

3. The City's development patterns, over time, are influenced by the densely networked trail system.

- Pathway system and businesses begin to complement each other. You can walk to more business destinations. Businesses locate here that need and want less parking.
- Changes in the Community Development Code allow more businesses to become closer to residential.

4. The system supports and enhances Tigard parks and community gatherings.

- The system is designed to serve developed public parks
- Places in the system are dedicated to Community Gardens, which become highly localized and cared-for centers belonging to neighbors and neighborhoods
- Events, leisure-time activities and other social functions occur on and adjacent to the system, with City of Tigard involvement ranging from none, to high.

5. Implementation of the project is long term (20-years) and controlled, in some fashion, at the neighborhood level.

- Implementation begins by connecting important public places in early phases of the project.
- Generate enthusiasm and support in neighborhoods (i.e. demonstrate early successes)

- Volunteerism is actively promoted and maximized (e.g. East Bull Mountain example)
- Cooperative approach to the work with citizens (a mutual partnership)

6. The City's identity results from construction of the system.

- We market our successes at every completed connection/result
- The “identity gain” is natural and inevitable. As the new system gains users, it gains attention and the attraction and identity of Tigard gains momentum.

DRAFT

2. Goal: *Ensure development advances the vision.*

Objectives:

1. Make best use of undeveloped and underdeveloped land to increase the value of the city and advance the vision.

- Businesses locate and stay in Tigard in ways that maximize the productive development or redevelopment of properties.
- Public and private financial support catalyzes the redevelopment of current industrial land and properties.
- The City is a liaison to understand the local economy and business community and supports development and marketing of available properties.
- Planning and zoning facilitate the maximum development and revenue potential of residential, commercial, and industrial lands
- Encourage Town Center development and business expansion (Washington Square, Downtown, and Triangle), including high-density housing development around shopping, business, and transit.

2. Market Tigard. Build a healthy business climate that attracts, serves and employs more Tigard residents.

- Market, brand and promote Tigard as the place where businesses are healthy and thrive.
- From startup to mature enterprises, provide resources for businesses to grow, stay healthy, and expand.
- Attract and retain businesses that encourage live-work-shop opportunities in Tigard.
- Market the trail system as a connector of people, businesses, and transportation linkages.
- Add and grow regional anchor employers headquartered in or near Tigard.
- Capitalize on Tigard's central location and business advantages of proximity to Portland.
- Development services are easier, business-friendly, and expedited.

3. Invest in public spaces.

- Strategically invest in land, public space, streets, sidewalks, and trails to create public spaces for everyone to enjoy; connect people to jobs, transit, community, leisure, and business; and leverage and complement desirable development.
- Tigard is the place easiest to access shopping, food and other businesses using all modes of travel, making the most of its transportation assets and easiest connections for business and regional downtowns.
- Transit station locations are developed and redeveloped to serve riders and adjacent neighborhoods.

3. Goal: *Engage the community through dynamic communication*

Objectives:

1. Messaging engages the community and advances the vision

- City communication channels and tools provide the most accurate and up-to-the-minute information about Tigard as measured by an increase in usage.
- Key messages clearly reinforce the city's strategic direction and goals.

2. The community is engaged and connected to the vision

- Communications strategies within departments align with and actively support the strategic plan through coordinated communication.
- The Tigard community is connected through compelling content that encourages and enables robust two-way communication
- Innovative use of social media
- Empowered employees share the message.

3. The City actively promotes its vibrant business districts, livable neighborhoods and accessible parks and trails to inform current and attract new businesses, residents and visitors.

- Educate community leaders on the strategic plan to create excitement and identify opportunities to partner to further the vision.
- Serve as a hub for networking individual neighborhoods with the city and community.
- Increase awareness of recreational opportunities through prominent placement of resources on the website and online media channels.

4. Goal: *Fund the Vision while maintaining core services.*

Objectives:

- 1. Stabilize finances to provide a foundation to build towards the vision**
 - a. Budget for core services using current available funding and reevaluate core services during annual budget process
 - b. Delivery of a reinvestment plan, including a facilities plan, prioritizing near-term investments needed to prevent larger costs later
 - c. Continue to build reserves and create a strategic investment plan
 - d. Continue to implement efficiencies in operations and maintenance in all departments

- 2. Invest in the strategic vision**
 - a. Reprioritize/redirect existing resources where possible to further the vision
 - b. Strategic Investments, new programs, and significant changes to existing programs not funded by existing resources will require new resources

- 3. Ensure the vision increases city value long term**
 - a. Report to community, City Council, and staff annually

Purpose & Process

Purpose:

- The goal of the City of Tigard Strategic Plan is to provide guidance and direction for the city's priorities over the long term (next 20-30 years.) Proactively planning for the city's growth provides an opportunity to grow the city in a way that is thoughtful and unique. This plan does this by leveraging and building on Tigard's existing strengths and aiming to continue to grow Tigard as a thriving, desirable place to live, work, and play.
- This Strategic Plan will also inform the allocation of limited city resources to both long and short term goals.

Process:

- The City of Tigard formed a Strategic Planning group that met regularly throughout 2013 to build this draft plan. This group consists of:

Administrative Services	Administrative Services Manager Nadine Robinson
City Attorney (Contract)	Tim Ramis
City Management	City Manager Marty Wine Assistant City Manager Liz Newton Assistant to the City Manager Loreen Mills Senior Management Analyst Kent Wyatt HR Director Sandy Zodrow
Community Development	Director Kenny Asher Assistant Director Tom McGuire
Finance	Director Toby LaFrance IT Manager Louis Sears
Library	Director Margaret Barnes Circulation Division Manager Craig Carter Technical Services Division Manager Teresa Ferguson Readers Services Division Manager Molly Carlisle
Police	Chief Alan Orr Assistant Chief Jim DeSully
Public Works	Director Dennis Koellermeier Assistant Director Brian Rager

- Throughout the process, discussions about the plan with Council to ensure alignment; as well as opportunity for the community to provide input are being designed in coming months.