



# **Final Tigard Downtown Improvement Plan**

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*Prepared for*

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

## PREFACE

The primary objectives of the Tigard Downtown Improvement Plan (TDIP) are fourfold. First and foremost, the TDIP is a downtown “*improvement*” plan, one that builds upon the good “bones” of the current Downtown area, and that builds upon the sound foundation of community-based planing for the area. Second, the TDIP is intended to serve as the “master conceptual plan” for the Downtown neighborhood, as envisioned by the Tigard comprehensive Plan. Third, the TDIP is intended to meet the objectives of the Metro Functional Plan, as that plan designates Tigard’s downtown area as a Town Center. Finally, the overarching objective of the Plan is to ensure that Downtown Tigard will serve the community’s stated future needs for an active, mixed use “urban village”.

The TDIP aims to provide the blueprint for the evolution of Downtown Tigard into a vital, vibrant, mixed-use and pedestrian-friendly environment over the next 20-30 years. The TDIP summarizes the rationale for, and the evolution of, the conceptual design plan. It identifies development types and “catalyst projects”, projects that are needed to jumpstart other development in the area and create a climate for investment. It promotes a multi-modal transportation system and concurrent development that is conducive to the planned evolution into a Town Center.

- No other Town Centers within the region encompass the environmental resource, transportation and market issues found in the downtown Tigard project area. The opportunities presented by the community’s plan for an improved Downtown include:
  - evolving into a vital Town Center which is unique to the area;
  - enhancing the value of the Fanno Creek resource;
  - unifying vacant, developed, and redevelopable land; investing in transportation improvements;
  - making Downtown a desirable place to live, work and play; and
  - creating a place with a cohesive community atmosphere, unique amenities, and infrastructure that will enable Downtown Tigard to operate independently of surrounding service and employment centers.

Among the challenges in the Downtown Tigard area is the need to balance transportation improvements, protect natural resources and develop a Town Center. This will be accomplished by conservation and appropriate shared use of the significant Fanno Creek resource, creating and connecting green spaces throughout Downtown, extending the reservation of future street and pathway routes, capitalizing upon the advent of commuter rail service to the area, encouraging connections between developed and developing areas, and establishing an innovative implementation strategy for funding and carrying out the plan.

The community developed a vision for the Downtown Tigard of the future, and established a set of guiding principles to direct future efforts, guide investment decisions, and serve as “measures of success”. The TDIP recognizes that short-term redevelopment should not preclude long-term investment opportunities. It suggests that all development and all partners have a responsibility to demonstrate how they support a Town Center concept within the City of Tigard.

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## INTRODUCTION TO THE PLAN DOCUMENTS

Tigard's Downtown Improvement Plan is comprised of two major components: The Plan; and the Technical Appendices. A description of these two components is provided below.

### **The Plan: An Overview Document**

The Tigard Downtown Improvement Plan (TDIP) document is a summary statement of the community's vision, direction, and commitment to action for the future of Downtown Tigard. As such, the Plan document *itself* will also be presented as a summary statement. This Plan document is focused on providing the *vision, guiding principles and concepts* behind the plan, the "*preferred design concept*" and "*catalyst projects*" recommended by the Downtown Task Force, and a preliminary *implementation strategy* for carrying out the plan. The background information providing the foundation for the community's policy decisions is contained within a series of technical memoranda attached to this document as appendices, and will be summarized or referred to in this overview document.

### **The Technical Appendices: The Foundation**

The technical memoranda which comprise the technical foundation for the Plan have been compiled into ten (10) appendices. Appendices A, B and C are technical memoranda detailing the current conditions existing in Downtown Tigard with regard to the local economy and climate for development, the transportation system, land use and the regulatory context. Appendix D provides the story of how the community's vision for Downtown evolved into three iterations: an Initial Concept; a Refined Design Alternative; and a Preferred Design Alternative. This Preferred Design Alternative is the conceptual framework upon which future implementation actions will be undertaken.

Appendices E and F contain the discussions and recommendations regarding the improvements and changes to the transportation system, land uses and local regulations needed to carry out the vision and the Preferred Design Alternative. Appendix G discusses the "catalyst projects" needed to create a climate for investment and to "jumpstart" development, identifies a range of potential funding sources, and recommends the City consider and implement an urban renewal district to help pay for public investment projects Downtown.

Appendix H provides a summary of the community involvement process that provided the foundation, direction (and ongoing support) for the Downtown Improvement Plan. It contains a number of attachments that summarize:

- the Community Dialog process used to involve a broad cross section of the community in small-group meetings;
- the stakeholder group meetings held to address key issues such as transportation, the role of Ash Avenue in the Improvement Plan, and the development and financial feasibility (e.g., a "reality check") of the draft concept plan; and
- other events and opportunities provided to solicit and capture public comment on the draft Downtown Improvement Plan.

Appendix I summarizes and reconciles the results of the Economic Analysis Study from the TDIP with feasibility work done earlier by Tashman Johnson LLC for the Commuter

Rail/217 Corridor Revitalization Feasibility Study. Appendix J presents the Implementation Action Plan for carrying out the TDIP. This implementation program focuses on the following:

- Recommended future transportation system improvements and any suggested changes to the City's Transportation System Plan;
- Recommended changes to the City's Comprehensive Plan, zoning code and implementing ordinances; and
- Recommended development and community projects important for creating a climate of investment Downtown, and recommended sources of funding for these and other improvements.

Taken together, these appendices provide not only the foundation for the plan, but the tools and recommendations for the community to use to inform their decisions regarding carrying out the plan.

# 1. PROJECT OBJECTIVES

## 1.1 Introduction

Tigard has an historic downtown, with lots of character and a good foundation upon which to build for the future. In addition, there are some exciting new “coming attractions” that will have the potential to generate change, a good example of which is the soon-to-be-built Commuter Rail project stretching from Wilsonville to Beaverton. This planning effort will help the community and the City of Tigard balance anticipated future population with land use and transportation goals in the Downtown area.

## 1.2 Objectives

The primary objectives of the Tigard Downtown Improvement Plan (TDIP) are fourfold. First and foremost, the TDIP is a downtown “*improvement*” plan, one that builds upon the good “bones” of the current Downtown area, and that builds upon the sound foundation of community-based planning for the area. Second, the TDIP is intended to serve as the “master conceptual plan” for the Downtown neighborhood, as envisioned by the Tigard comprehensive Plan. Third, the TDIP is intended to meet the objectives of the Metro Functional Plan, as that plan designates Tigard’s downtown area as a Town Center. Finally, the overarching objective of the Plan is to ensure that Downtown Tigard will serve the community’s stated future needs for an active, mixed use “urban village”.

The TDIP aims to provide the blueprint for the evolution of Downtown Tigard into a vital, vibrant, mixed-use and pedestrian-friendly environment over the next 20-30 years. The TDIP summarizes the rationale for, and the evolution of, the conceptual design plan. It identifies development types and “catalyst projects”, projects that are needed to jumpstart other development in the area and create a climate for investment. It promotes a multi-modal transportation system and concurrent development that is conducive to the planned evolution of Downtown into a Town Center. How the neighborhood might change through property development or redevelopment actions or as a result of transportation projects is critical to the current and future lifestyle choices of the Downtown area.

***The overall goal of the TDIP is to design a Downtown neighborhood...an “urban village”...that integrates anticipated and desired changes into a clear and coherent strategy; preserves what is desirable in the area, and promotes a public “green” and open space character which is consistent with the City of Tigard’s standards and its vision for the community and its Downtown.***

The TDIP is intended to prevent development from occurring in an uncoordinated manner, having the potential to result in precluding the development of the higher-density, mix of uses necessary to ensure a healthy and vibrant Downtown neighborhood. This plan is intended to respect the flexibility of existing residents and property owners with regard to the use of their property, while laying the framework for urbanization that will result in a distinctive, vibrant neighborhood. The TDIP establishes a framework to guide public and private investment and development in the Downtown area, resulting in a cohesive, functional, attractive and “uniquely Tigard” Downtown neighborhood.

## **2. EXISTING PHYSICAL CONTEXT**

### **2.1 Introduction**

Downtown Tigard is located within a unique setting, and possesses a transportation network and combination of existing land uses and physical features that present both opportunities and challenges for planning. This section provides an overview of the physical context for the DTIP.

### **2.2 Project Area**

#### **Plan Area Description**

Located approximately seven miles southwest of downtown Portland, Tigard's approximately 146-acre Downtown core ("Plan Area") is bound by two state highways. Oregon Highway 99 West (OR 99W) defines the northwest boundary and Hall Boulevard (Beaverton -Tualatin Highway) defines the eastern boundary. The Southern Pacific and Burlington Northern rail lines bisect the Plan Area. The existing Fanno Creek Trail forms the southern boundary and also connects the Plan Area with the Regional Trails System and the residential areas to the south of the Downtown core. From the intersection of Hall Boulevard and OR 99W, the elevation slopes gradually down through the Downtown until reaching the Fanno Creek floodplain. Continuing south past Fanno Creek, the elevation gradually rises again. Given this topographical setting, the Downtown Tigard core rests in a small, shallow valley and is considerably lower than OR 99W, which displays very little grade change from the north to south ends of the Plan Area.

Figure 1 indicates the vicinity and boundaries of the TDIP study area.

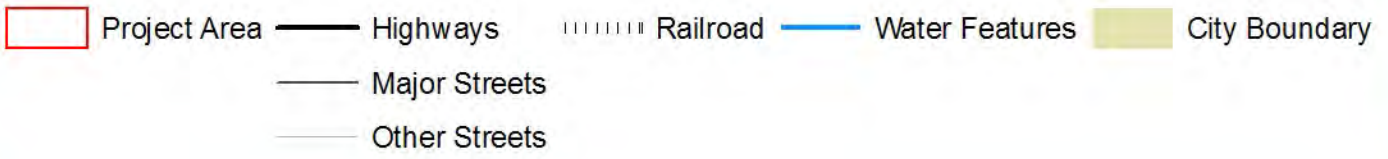
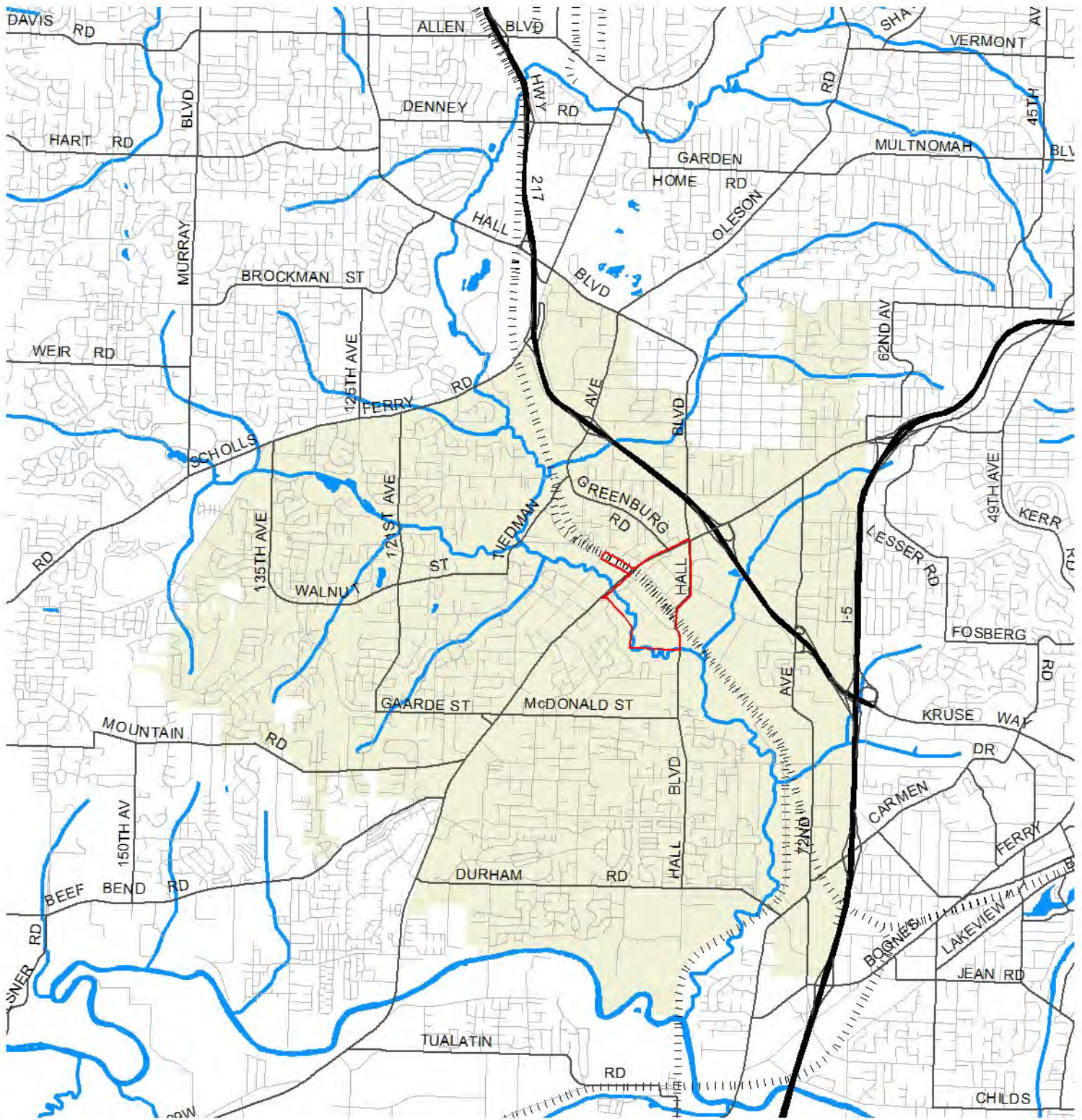
### **2.3 Existing Environment**

#### **Land Use**

The existing uses in the Plan Area include retail, office, residential, auto-dependent businesses, and large-lot light industrial businesses as well as public park and civic service, and transit uses. Industrial uses are prominent to the southeast of the Plan Area. Retail commercial uses are concentrated to the northwest along OR 99W, and residential districts surround the Downtown core to the southeast and northwest. Based on a September 2003 Downtown land use and building inventory survey conducted by the City of Tigard, approximately 38 percent of land in the Plan Area is occupied by commercial uses, including office and retail as shown in the figure below. Industrial uses comprise approximately 14 percent of the land area, and government uses, including City services, transit services, and the US Post Office occupy approximately 18 percent of the land the Plan Area. The next largest use by land area is public parks, which occupy 16 percent of the land. Multi-family land use occupies approximately eight percent of the land area, and less than two percent each is classified as vacant land, single family, single family attached, or institutional.

Lot sizes within the Plan Area vary widely. The average lot size is just less than one acre, while the maximum lot size is approximately 15 acres. The more compact lots are found along Main Street and on the south side of the Southern Pacific and Burlington Northern rail lines. Larger lots are concentrated along Fanno Creek and the southern half of Hall Boulevard. Existing area land use and zoning is depicted in Figure 2.





Figure

1



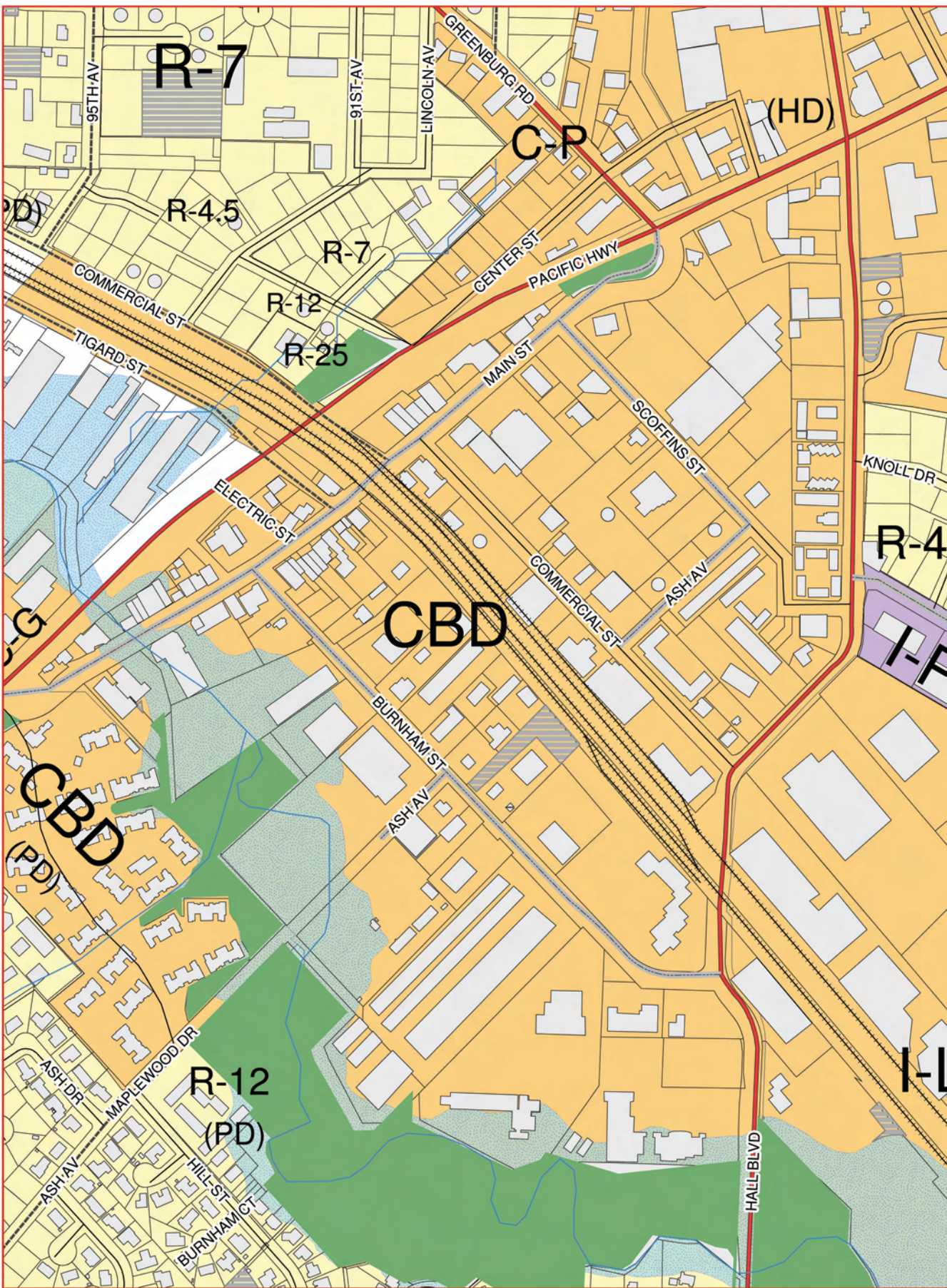
TIGARD DOWNTOWN IMPROVEMENT PLAN

**Vicinity Map**

9.6.05

**Parametrix**





**Aggregate Zoning**

- |                           |            |            |              |                 |                     |
|---------------------------|------------|------------|--------------|-----------------|---------------------|
| Central Business District | Commercial | Industrial | ARTERIAL     | River           | Building Footprints |
| Residential               | Mixed Use  | Parks      | COLLECTOR    | FEMA Floodplain | Parcels             |
|                           |            |            | NEIGHBORHOOD | Vacant Lands    |                     |
|                           |            |            | OTHER        |                 |                     |



**Figure 2**



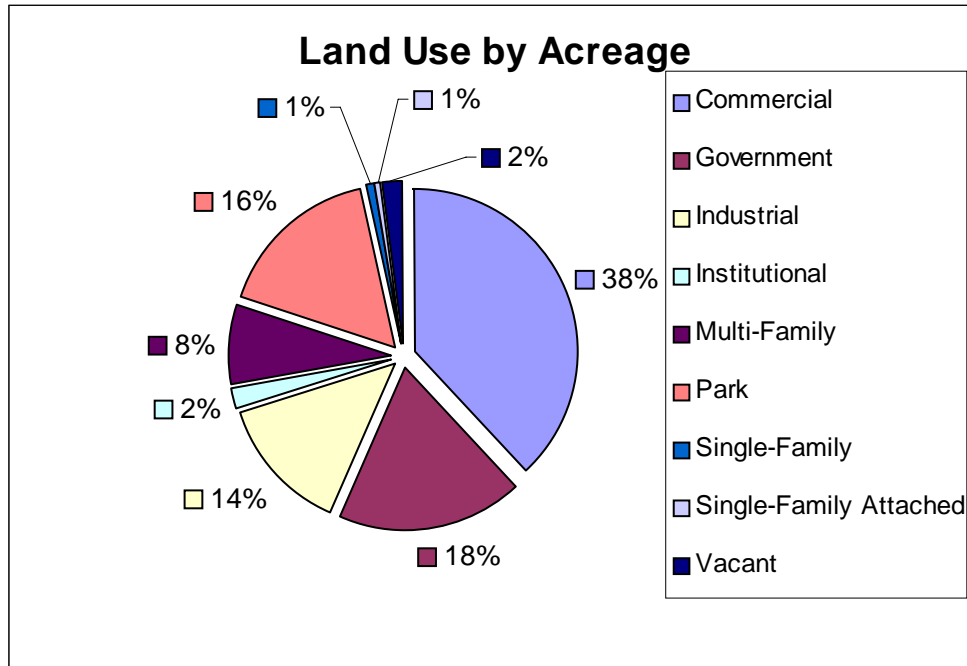
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TIGARD DOWNTOWN IMPROVEMENT PLAN

**Existing Land Use and Zoning**

9.30.2004  
jcm

**Parametrix**



### Transportation System

All of the roadways within the project study area are two lane roads with the exception of Hall Boulevard and Oregon 99W. Hall Boulevard is a two-lane road north of Burnham Street and a three-lane road south of Burnham Street. There are bike lanes on both sides of Hall Boulevard. The roadway is ODOT jurisdiction and classified as a District Highway. The posted speed limit is 30 miles per hour near 99W and 45 miles per hour near McDonald Street. The Metro Regional Transportation Plan calls for widening Hall Boulevard to a five-lane road through the project study area. A major consideration in the Hall Boulevard project should be developing a street design that accommodates all modes of transportation and provides the connectivity needed between the new Tigard library, City Hall and Downtown Tigard. Oregon 99W through the project study area is a six-lane roadway under ODOT's jurisdiction. It is classified by ODOT as a Statewide Highway on the National Highway System.

The current use of the railroad tracks for switching operations has a negative impact on traffic patterns on both Hall Boulevard and Main Street, with long lines of vehicles waiting as trains block the roadway for extended periods of time. The Washington County Commuter Rail Project, which forecasts start of commuter service between Wilsonville and Beaverton in fall of 2008, will drastically alter the appearance and character of the railroad through Tigard. Replacing the system of older tracks will be a modern two-track, fast-moving state-of-the-art passenger and freight railroad built to heavy-duty standards. With 40-plus train movements daily during the week (32 commuter and eight freight trains), the Beaverton-Tigard rail corridor will become one of the busiest segments of railroad in Oregon.



## **Natural Environment**

Downtown Tigard is bordered to the southwest by Fanno Creek and its associated riparian features. Fanno Creek flows from the intersection of Southwest Capitol Highway and Beaverton Hillsdale Highway (near Wilson High School) to the Tualatin River in the town of Durham. Fanno Creek and its tributaries drain about 7,800 acres of residential land, open space and undeveloped forested areas. The watershed supports diverse wildlife species including amphibians, reptiles, birds, fish and mammals. Although half the land is open space or undeveloped, the area's steep slopes and clay soils create relatively high stormwater volumes. The lower portion of the watershed is heavily urbanized.

Fanno Creek flows for approximately nine tenths of a mile within the Plan Area along its southwestern boundary. Several delineated wetlands are associated with Fanno Creek within the Plan Area, and Fanno Creek's 100-year floodplain ranges from approximately 50 feet on either side of the creek's centerline near Main Street to approximately 375 feet on either side of the creek's centerline near Ash Avenue.

## **2.4 Conclusions**

Land use, along with transportation, economic development, and urban design, is a central component to creating the best conditions for a vibrant downtown. The current land uses are lacking in medium to high-density residential dwellings and are dominated by commercial development and light industrial/office buildings with little pedestrian-friendly orientation. Outside of Main Street, the existing buildings do not create a sense of place and cohesive function, but rather appear to be spread out and auto-dependent.

Developing improved vehicular circulation within the downtown area and between Downtown and other activity centers within the community and improved bicycle and pedestrian connections are needed to provide for easier access and choice in mobility.

The advent of Commuter Rail service will drastically alter the appearance and character of the railroad through Tigard. This presents both an opportunity and a challenge with regard to providing for transportation choice and influencing development Downtown. The railroad tracks themselves present a challenge regarding delays to traffic and concerns with safety.

The presence of Fanno Creek, its floodplain and associated wetlands present a unique opportunity for the future Downtown neighborhood. Such close proximity of a quality environmental resource will allow for recreation and active or passive open space not frequently seen in a downtown area.

## **3. DESIGN PROCESS OVERVIEW**

### **3.1 Introduction**

In developing the Plan, a phased, iterative process was used to get from current reality to recommendations for the future. Initial research, followed by brainstorming and community dialog led to formation of a vision for downtown. Visioning led to discussion and analysis of alternatives, and consideration of alternatives led to identification of projects and implementing actions. The following sections portray how the City's history of forward thinking set the stage for the visioning and planning to come.

## 3.2 Forming the Foundation

Prior to engaging in “looking forward” and envisioning a future set of desired outcomes, it is necessary to have a firm foundation of information, a sense of “where we’ve been” and “where we’re starting from”. Federal, state, and local plans and regulations have an impact upon the development of a town center and downtown improvement plan for Tigard. Talking with citizens, Downtown Task Force members and City staff helps to provide a bit of history with regard to previous efforts, the lay of the land and community perceptions. Finally, an examination of existing conditions associated with land use and development, transportation facilities and services, and the local and regional economic climate yields information on opportunities to pursue, and constraints to avoid.

### Previous Plans and Studies

The City of Tigard’s long-standing partnership with its citizens and commitment to creating a vibrant downtown is evident in the efforts begun in the early 1980s to empower citizen task forces. Although the appearance and function of the Downtown core has not changed during the past 20 years, it is not because of a lack of effort, study, and collaboration. The present planning process leading to the development of a specific action plan for Downtown improvement does not ignore the past work by the Tigard community; rather, it builds upon it. A partial listing of the key plans and studies that helped form the foundation of the current effort is summarized below.

#### Oregon Downtown Development Association Resource Team Report

The 2000 *Resource Team Report*, written by the Oregon Downtown Development Association (ODDA) for the Tigard Central Business District Association, provided findings and recommendations for Downtown revitalization generated by ODDA’s three-day intensive visit to Tigard. It contained opinions of local business owners, a market analysis, and identified possible improvement concepts primarily focused on Main Street. The report provided recommendations on:

- Strengthening Image and Sense of Place
- Enhancing and Creating Public Space
- Encouraging appropriate use and design of private space

#### Tigard Beyond Tomorrow

Beginning in 1996 residents, City staff, business owners and community leaders came together to define a vision for the entire City of Tigard on issues of public safety, urban and public services, schools and education, growth and growth management, transportation and traffic, and community character and quality of life. *Tigard Beyond Tomorrow* contained six specific visions or “Direction Statements”, one for each of the major subject areas, and a set of guiding statements that serve as the overall guide for this planning and visioning effort. Goals defined within the Community Character & Quality of Life section of *Tigard Beyond Tomorrow* that directly affect Downtown Tigard strive to achieve a future where “The Main Street area is seen as a ‘focal point’ for the community,” and where “a clear direction has been established for a pedestrian-friendly downtown and is being implemented.”

#### Downtown Tigard Survey

In an effort to better understand the reasons people use Downtown Tigard and to inform the Downtown Improvement Planning process, Tigard’s Downtown Task Force conducted a 10-question community survey in Spring and early Summer 2004. The Task Force visited local

community groups, city committees, local events such as the Balloon Festival and the Farmers' Market, and met with local business owners. At these events, the Task Force provided an overview of the process and asked people to fill out the survey. The survey was self-selected. The results as tabulated in September 2004 provide a snapshot of how the 588 survey respondents, 61 percent of whom live in Tigard, view the existing Downtown, why they use it, and what they think about it.

#### State, Regional and Municipal Plans and Policies

In addition to the above-mentioned downtown-related studies, pertinent State, regional and local plans, administrative rules and codes were reviewed for relevance and with regard to potential guidance for the DTIP. These sources included:

- Oregon's Statewide Planning Goals
- Oregon Administrative Rule on Transportation Planning
- Oregon Transportation Plan
- Oregon Highway Plan
- Metro's 2040 Growth Concept and Framework Plan
- Metro Title 6: Requirements For Town Center Planning
- City of Tigard Comprehensive Plan
- City of Tigard Transportation System Plan
- City of Tigard Development Code and implementing ordinances

#### **Baseline Research/Opportunities and Constraints**

To further form the foundation for planning, a detailed analysis of the local economy, land uses and transportation system was performed. An *Existing Conditions / Opportunities and Constraints Report* (Appendices A, B and C) describes planning and transportation baseline information for the Tigard Downtown Improvement Plan (TDIP). The purpose of gathering and analyzing this information was to:

- Summarize and briefly analyze the existing land use, natural environment and transportation system conditions and issues within the study area.
- Summarize the planning and regulatory context of this project and to highlight those policy, planning and regulatory requirements that may have an impact upon the TDIP.
- Briefly discuss which aspects of the information could be considered as opportunities or as constraints toward achieving the objectives of the Plan.

### **3.3 Outcomes-Based Vision**

A "vision" is a statement picturing a future, an end-state, of desired outcomes. Too often future plans are prepared on the basis of trying to keep up with a projected trend or scenario. By taking the time to look at current circumstances and resources, and entering into public discussion of desired outcomes for the future, a community can take control of their future by taking actions that are aimed at fulfilling clearly stated objectives. The City's history of thinking about the future of its downtown provided a natural platform for developing a clear statement about a desired future.

The Downtown Task Force examined the foundation of information, and painted a picture of how they pictured their desired Downtown, 20 to 30 years in the future. The result of this work is reflected in the upcoming section, "The Plan".

### **3.4 Guiding Principles**

How do you know when you've been successful? What criteria do you use for evaluating proposed ideas and alternatives? By taking the "visioning" conversation further, the Task Force articulated the tests that would be used when different proposals for carrying out the vision were raised. The guiding principles established by the Task Force for the planning work they undertook to achieve the vision are contained in the discussion of guiding principles in the section entitled "The Plan".

### **3.5 Community Outreach**

For any plan to be successful, there must be broad-based citizen and stakeholder input. This facilitates "buy in" and ownership of the Plan. The current effort to develop the Tigard Downtown Improvement Plan has been citizen-based, and has been led by the City's appointed Downtown Task Force.

#### **Downtown Task Force**

Meeting on a monthly basis, the Downtown Task Force's meetings were advertised and open to the public, and the public in attendance was offered the opportunity to participate in discussions and to offer comments and advice. The following discussion provides an overview of the major Task Force and public participation components of the planning process.

The Task Force, working as a committee of the whole or in smaller "working groups," actively participated in the development of all facets of the Plan. In keeping with this direction, the monthly meetings of the Task Force were frequently supported by work sessions with the consulting team. The Downtown Task Force conducted two rounds of smaller-group public meetings ("Community Dialogs") to discuss the plan and obtain comments and advice, reaching over 280 citizens in the process. Task Force members also actively participated in the two major public events conducted in support of developing the plan.

#### **Community Dialogs**

As noted above, the Task Force conducted smaller-group meetings with a variety of interest groups and stakeholders to explore issues, concepts and priorities for a future downtown. The purpose of the Dialogs was to engage the public in a structured, creative and well-documented conversation about the TDIP: its overall purpose, key products, and specific opportunities for public input. In October 2004, during the initial round of Dialogs, 26 public meetings were held by the Task Force and City staff to discuss and obtain comments on the project, opportunities and constraints, the vision and guiding principles, and the preliminary design concept. Following a workshop and several other special-focus meetings, a second round of 24 Dialogs was held in the spring of 2005 to again share information at the smaller-group level and obtain comments and advice on a much-refined concept plan, potential key projects, and initial ideas regarding plan implementation. All told, over 280 citizens participated in the Design Dialog sessions.

Prior to each round of Dialogs, an outreach packet was prepared to assist the Task Force members in conducting them. These packets contained general background information, a vocabulary and descriptions of urban design concepts, supporting graphics, and suggested questions and discussion points.

### **Public Workshops**

Two major public events were held in conjunction with the plan development process. An initial public workshop was held on December, 4, 2004, to present the vision, guiding principles and plan concept, and to discuss and receive input on the “great ideas” that would eventually be fleshed out into key “catalyst projects” that would create a climate for investment and stimulate development. Following substantial further work on the plan, the Task Force held a second major public event, a community open house, on April 23, 2005. This event focused upon sharing the Preferred Design Alternative with the public, discussing how the plan could be financially implemented, and providing an overview of the next steps in completing the plan. The open house featured a panel of elected and appointed state, regional, county and local elected and appointed officials, discussing potential sources of funding, the intergovernmental and public-private partnerships required to carry out the plan, and how citizens could play a role.

### **Special-Purpose Outreach**

As the project progressed, it became apparent that the project, stakeholders and the community at large would benefit from additional, topic-specific outreach and communication. Accordingly, the scope of the project was amended to accommodate three special-purpose outreach forums to address:

- Coordination of multi-agency transportation issues;
- The role of Ash Avenue and its potential extension across Fanno Creek; and
- The development feasibility of the proposed plan concept, in which a group of local and regional developers were invited to participate in a “reality check” on the draft TDIP concepts.

Memoranda providing an overview of these three forums (and summary meeting notes) are provided in Appendix H to this document.

### **Technical Advisory Committee**

In addition to the Task Force’s leadership, the City of Tigard convened Technical Advisory Committee (TAC) to provide technical input and review of project issues and products. The TAC met four times during 2004 and 2005, providing input on a wide range of issues. The TAC included representation from:

- Washington County, Dept. of Land use and Transportation
- Oregon Dept. of Transportation (Rail, Traffic, Transpt & Growth Management)
- Metro
- TriMet
- Oregon Dept. of Land Conservation and Development
- City of Tigard

### **Task Force Working Groups**

The Downtown Task Force formed three Working Groups to address projects, tools and techniques for carrying out the plan in three categories: Financing; Catalyst Projects; and “Brand Tigard” projects. An overview of the charge of each of the three implementation Working Groups is provided below.

#### **➤ Catalyst Project Working Group**

Charge: What are the major projects or developments that will serve as the “catalyst” for generating momentum...for leveraging additional progress and additional



development? A “catalyst” project is a significant improvement, one that helps create a climate for additional development and investment by substantively altering the development environment and generating related or complementary development efforts. In addition, what actions need to be taken to pave the way or create the climate conducive to carrying them out?

➤ **“Brand Tigard” Working Group**

Charge: Discussing and identifying the many small projects that help create an identity or “brand”, help focus attention on Downtown, and generate and maintain momentum. Successful downtown planning efforts are supported by many small projects that help create an identity or “brand”, help focus the public’s attention and generate and maintain momentum. Using the Guiding Principles as a framework, what are those projects and activities, and how can they help achieve them?

➤ **Finance Working Group**

Charge: Identify the funding sources and financing tools available to pay for major and minor improvements, and provide direction on what sources or tools might be appropriate for Tigard in carrying out the Guiding Principles and funding the catalyst projects. What are the funding sources and financing tools available to pay for these improvements...initially and over time? What sources or tools are appropriate for Tigard, and what is the City willing to “put on the table” to generate momentum and attract investment?

The three Working Groups made their recommendations to the Task Force and the consulting team. The recommendations of the Working Groups guided the preparation of the Preferred Design Alternative (specifically with regard to the identification and location of catalyst projects), and informed the identification of all other implementation projects, actions and programming recommendations.

## **3.6 Decision Making Process**

### **Introduction**

The City of Tigard, through its Downtown Task Force, directed its staff and consultants in applying their expertise to help the community develop its vision and plan for improving Tigard’s downtown. The planning process was to be open and transparent, and was to be the *community’s* plan, not that of the consultant, or any one interest group. This section speaks to the key steps in the development and evolution of the conceptual plan for Downtown:

- Education and identification of key urban design concepts as they pertained to Downtown;
- Engagement in a visioning exercise; and
- Evolution of the conceptual plan from an Initial Alternative to a Preferred Design Alternative.

### **Key Urban Design Concepts**

The Task Force launched the planning process by holding a walking tour through the study area with the consulting team in order to share perceptions, ideas and desires for what downtown Tigard might be like in the future. The Task Force members then took individual walking tours to identify places and features that would help form an opportunities and

constraints map to serve as the foundation for an initial design concept. After an “Urban Design 101” course, Task Force members were asked to identify:

- Where were the “**pathways**”: channels along which people customarily, occasionally or potentially move?
- Where were the “**edges**”: linear barriers that restrict lateral movement?
- Where were the “**districts**”: multiple-block “mini-neighborhoods” which people can go mentally inside of, and which have some common identifying characteristics or association?
- Where were the “**nodes**”: block-size or smaller “points” of concentrated activity through which people pass?
- Where were the “**landmarks**”: singular features that contrast with their background, occupy a prominent location or distinctly define a place?

This activity and the information it generated helped prepare the Task Force for their smaller-group discussions with the public, described above under “Community Dialogs”. The compilation of the Task Force’s identification of these urban design features Downtown informed the development of the Initial Design Alternative, and is depicted in Figure 3.

### **Visioning and Design Concepts**

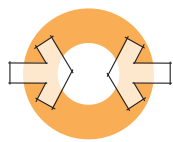
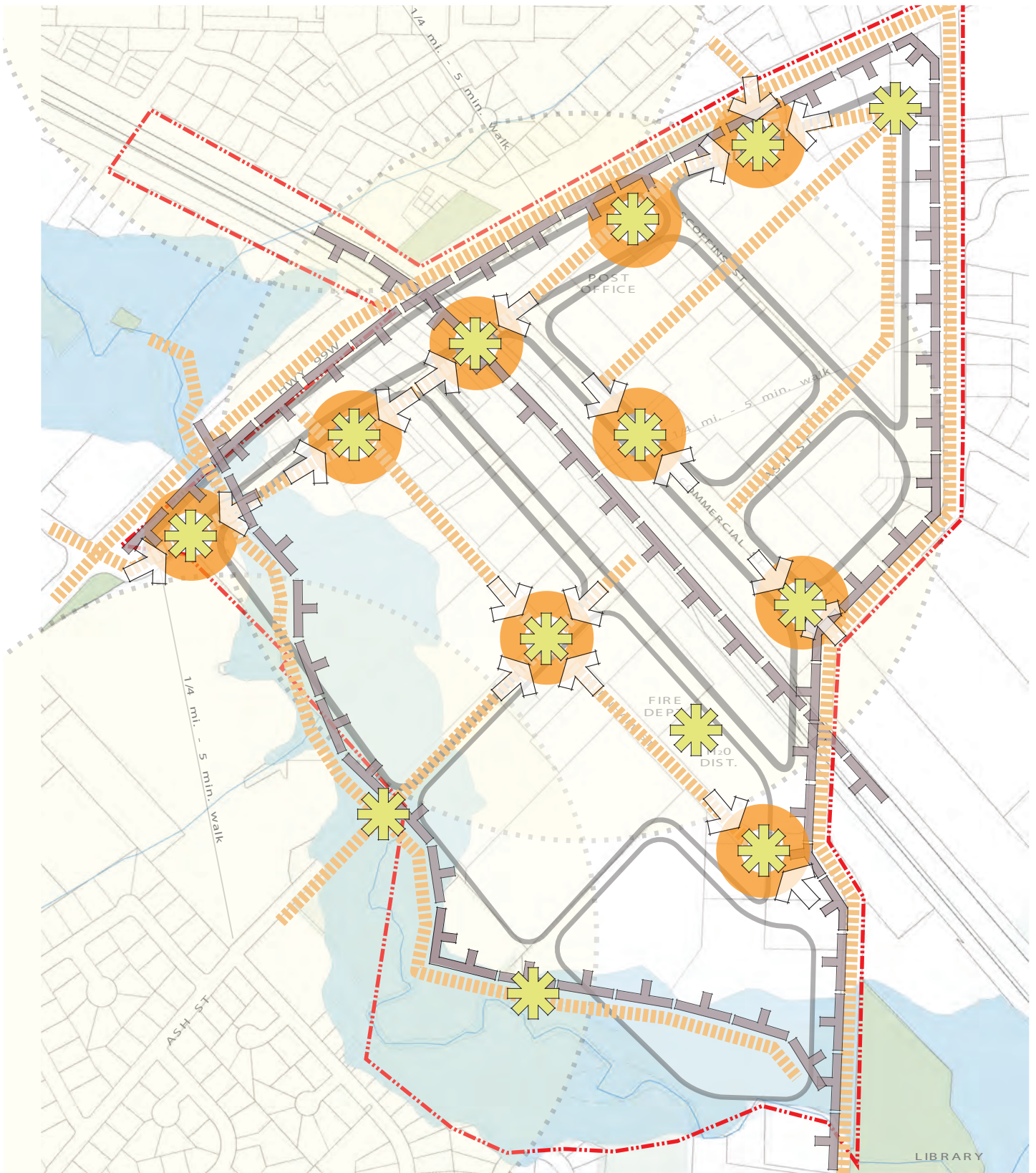
The following generalized steps were completed to determine the community’s vision for their Downtown:

- Begin with the end in mind thinking in terms of consequences of potential scenarios, and of the tools and actions that might be needed to carry them out.
- Think about how Downtown might change over time without having a plan.
- Identify what things the community and stakeholders are concerned about, and what opportunities they see.
- If you were to go away for 10 to 20 years, and then return to Tigard and take a walk through Downtown, what would you see? What did you see that you liked? What didn’t you like?
- Develop your vision of an *improved* Downtown of the future.
- Identify measures of success to be used as guiding principles in preparing the plan and evaluating concepts discussed through the planning process.
- Develop an initial design concept for carrying out the vision, based upon what’s known collectively about the area.
- Brainstorm ideas, generate discussion and ascertain reactions to concepts in large and small-group workshop and discussion settings. and reaction generate public
- Test concepts against the guiding principles
- Refine the concepts, and clarify the projects and implementing actions needed to carry them out.
- Provide clear guidance to the community on how to achieve the vision, guiding principles, projects and outcomes identified within the Plan.

As mentioned in the Technical Memorandum discussing the “Evolution of the Conceptual Design Plan”, the TDIP process was evolutionary in nature. In this process, three successive iterations of a conceptual plan would be developed: an Initial Concept; a Refined Alternative; and a Preferred Design Alternative”. This iterative process was informed by community participation throughout.

**Evolution of the Plan**

Three iterations of the conceptual plan for Downtown Tigard were prepared during the course of this planning effort: an Initial Concept; a Refined Alternative; and a Preferred Design Alternative. These iterations had a common foundation, depicted by the Figures 1 through 4, and defined as follows:



NODE



LANDMARK



PATH



DISTRICT



EDGE

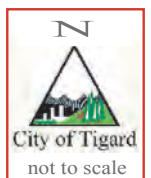


Figure  
**3**



**TIGARD DOWNTOWN IMPROVEMENT PLAN  
URBAN DESIGN OPPORTUNITIES**

9.13.2004  
jcm

**Parametrix**

1. *The Bones (Figure 4)*. The existing transportation system of local roadways, state highways and the railroad constitute the “bones” upon which the plan is based. The existing freight railway will be sharing the same right-of-way as the planned future Commuter Rail, a key component of the downtown environment. Key roadways upon which downtown depends are Commercial and Tigard Streets, west of Main Street and parallel to the railroad; State facility Hwy 99W, major arterial Hall Boulevard; and three important downtown collectors – Main, Scoffins and Burnham Streets.

2. *Key Opportunities For Enhancement (Figure 5)*. The planning team next looked for opportunities for enhancing access, service and movement within the study area. These included a number of key intersections involving the “bones” mentioned above and the Fanno Creek trail. In addition, the downtown collectors and Hall Boulevard were identified as having the opportunity for significant streetscape enhancement, consistent with the desire heard through the Design Dialog and Task Force discussions for “green streets”.

3. *Conceptual Frame (Figure 6)*. Adding to the infrastructure upon which the iterations of the plan would be hung was the concept of a “green cross”, with the intersection near the future Commuter Rail station. The “green cross” concept arises out of the statement in the vision recognizing that natural resources are to be viewed and used as an asset, and the guiding principle that “Downtown should recognize the value natural resources provide as both an amenity and as a distinct and special place.” The Design Dialog and Task Force discussions clearly indicated a desire to build upon the natural features of the community, particularly Fanno Creek.

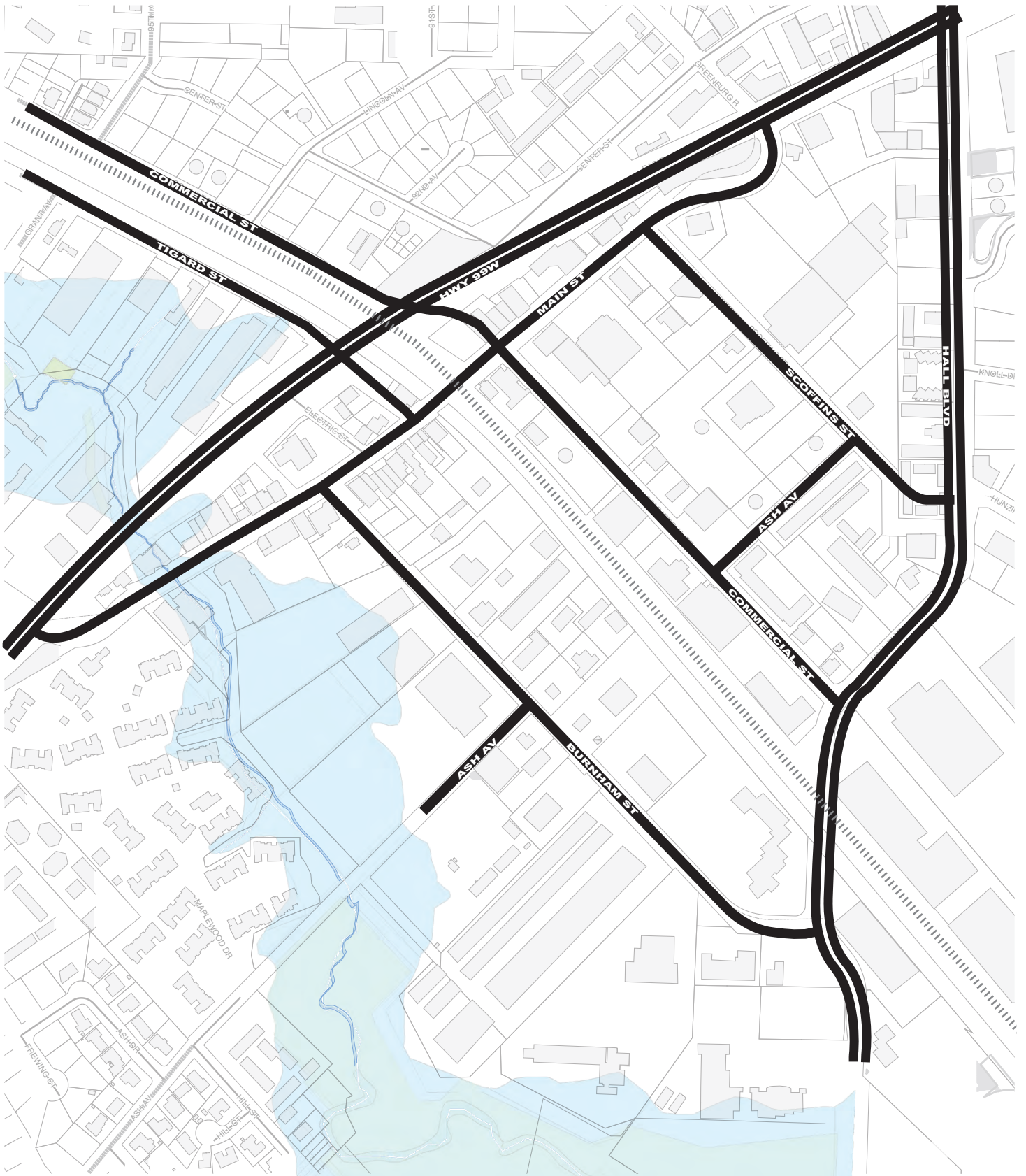
Discussions turned to two questions: how best to conceptually or physically link downtown to Fanno creek, and what to do with the possibility of excess railroad right-of-way transecting the study area? What key clues did this provide for an initial design concept? The initial concept of providing “green fingers”...natural or open-space corridors that would bring the environment into the city...spawned the discussion of a “green cross”; a green corridor/urban creek running from Fanno Creek to the northern portion of Downtown, and the potential opportunity provided by excess railroad right of way for a pedestrian pathway running primarily east-west

4. *Conceptual Organization (Figure 7)*. Building upon the bones, the opportunities for enhancement of existing infrastructure and the concept of the “green cross”, the Task Force set about conceptually organizing future land uses to build upon what they liked that currently existed, and to take advantage of potential opportunities, such as:

- The commercial potential near the intersection of Hwy 99W and Hall Boulevard
- The opportunity for residential and mixed uses within walking distance of the commuter rail station
- The active and passive open space opportunities afforded by Fanno Creek
- Building upon the historic retail location of Main Street
- Focusing office, employment and some residential uses east of Ash Avenue

These four primary steps set the stage for the work of the Task Force in developing the Initial Concept plan, and in identifying “catalyst projects”...key projects that would help jump-start the process of downtown’s improvement and create the climate of investment attractive to developers. The evolution of this design concept will be briefly discussed below and illustrated in accompanying Figures 8 through 10.





Roadways 

State Highway 

Railroad 

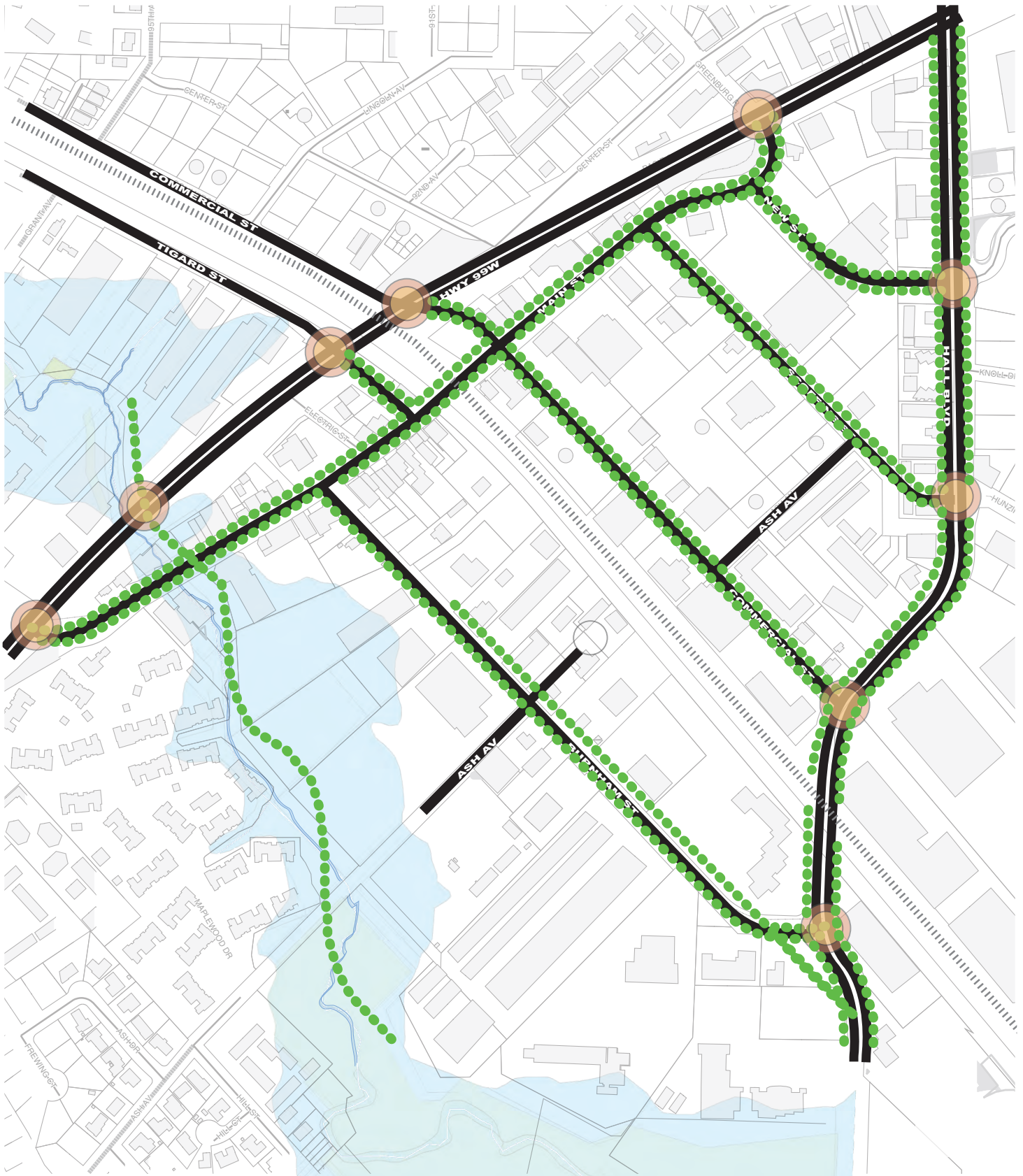
Figure  
4



**TIGARD DOWNTOWN IMPROVEMENT PLAN**  
**“The Bones”**

9.6.05

**Parametrix**



Roadways



State Highway



Railroad



Trail



STREETSCAPE ENHANCEMENTS

Figure

5

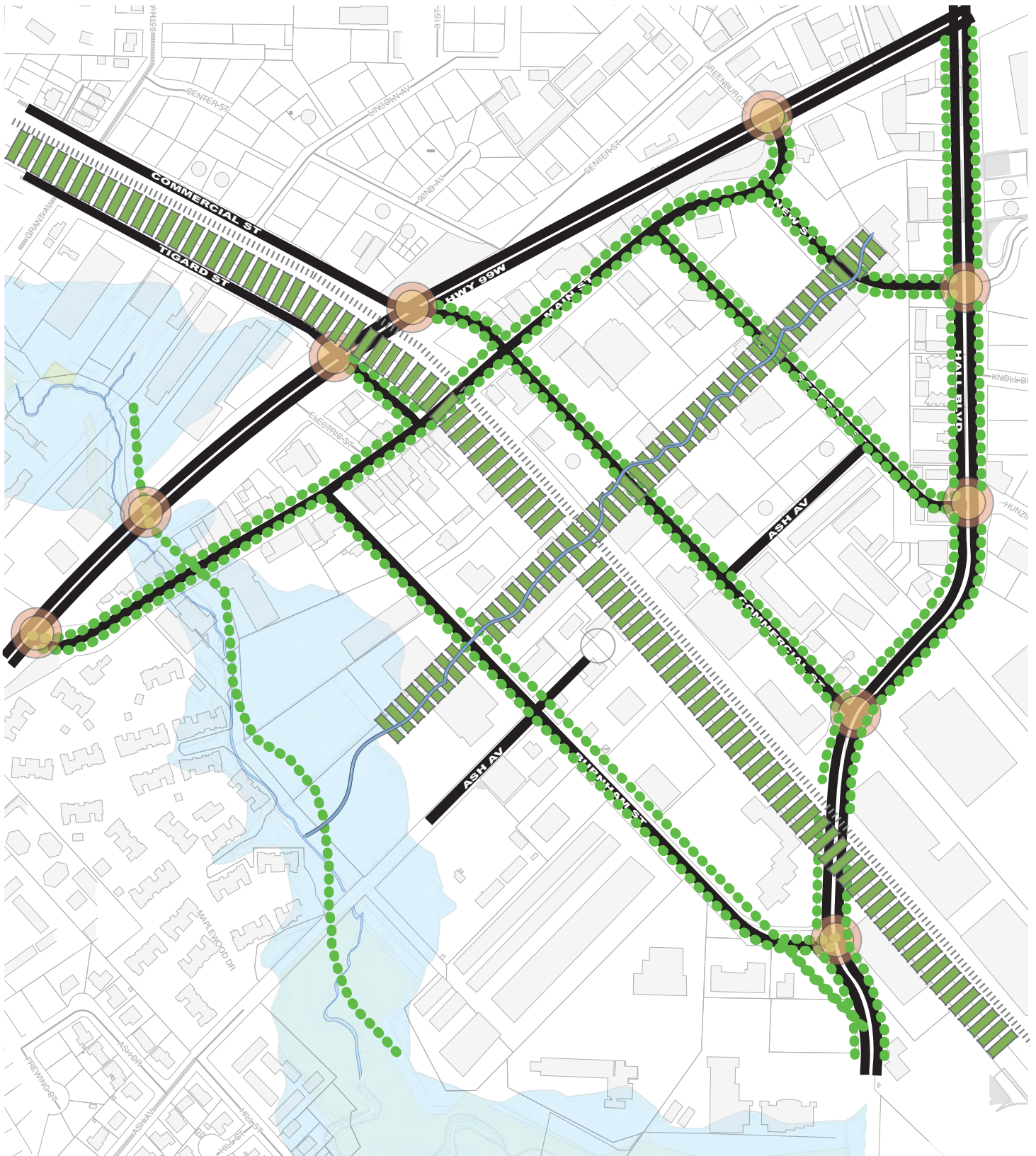


TIGARD DOWNTOWN IMPROVEMENT PLAN  
**Key Opportunities for Enhancement**


9.6.05

Parametrix





Roadways 

Railroad 

State Highway 

Trail 

  
STREETSCAPE  
ENHANCEMENTS

  
GREEN CORRIDOR  
URBAN CREEK

Figure

6



TIGARD DOWNTOWN IMPROVEMENT PLAN  
**Conceptual Frame**

9.6.05

**Parametrix**



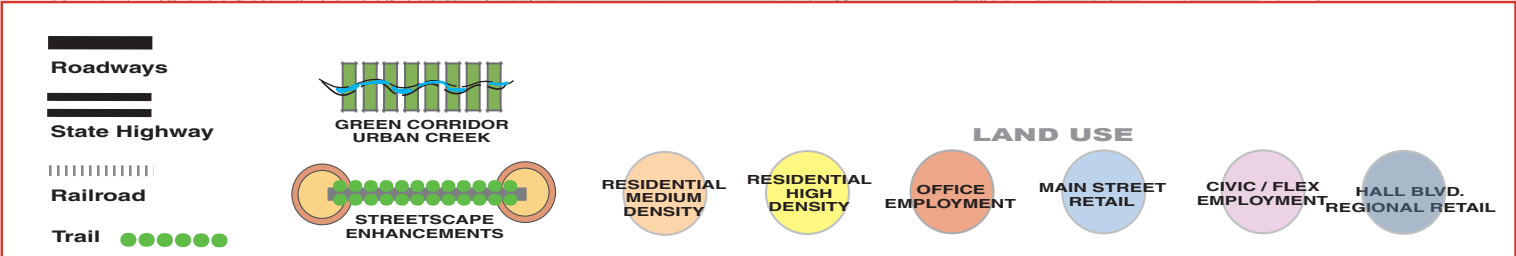
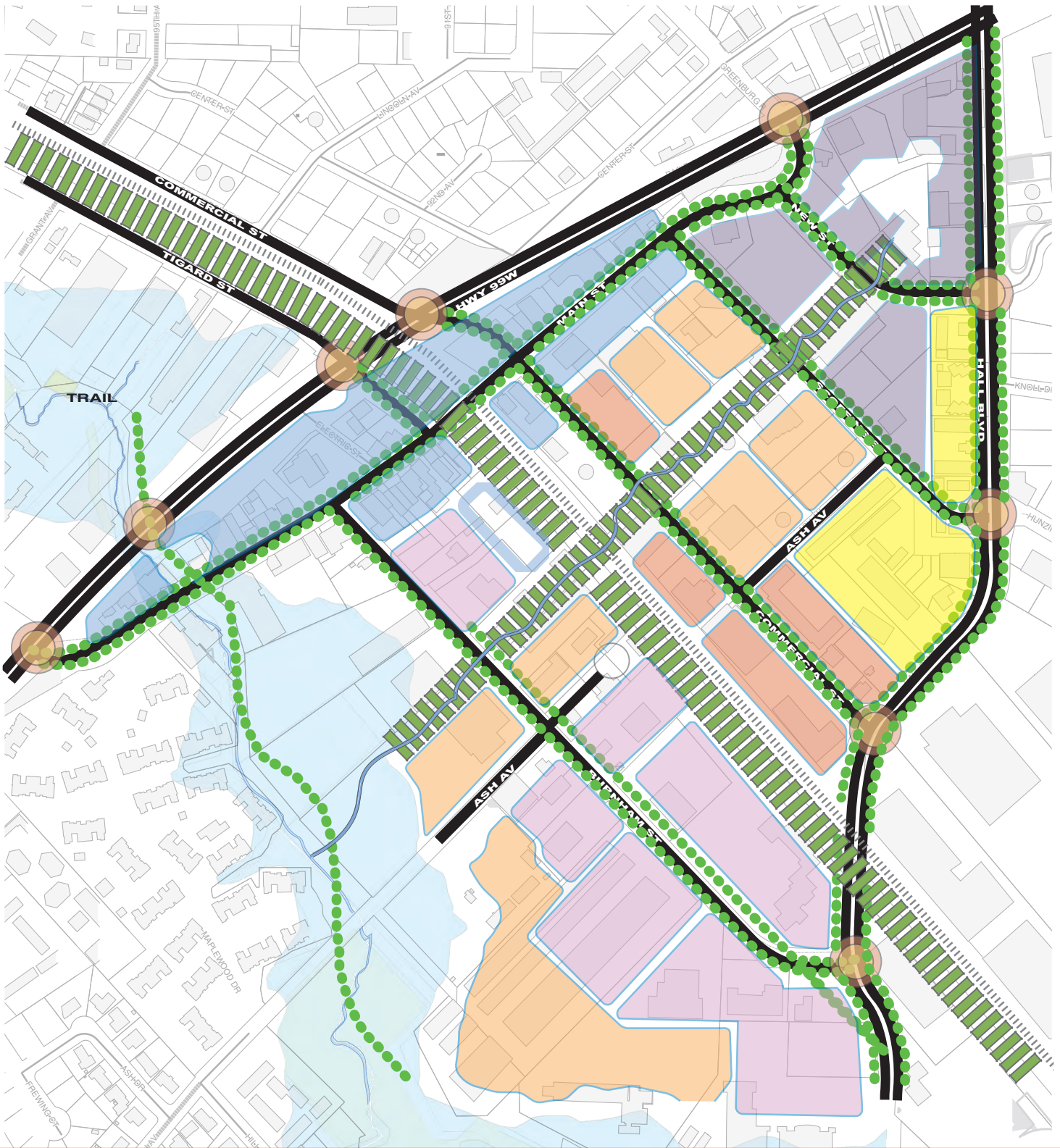


Figure  
**7**



**TIGARD DOWNTOWN IMPROVEMENT PLAN**  
**Conceptual Organization**

9.6.05

**Parametrix**

### Initial Design Alternative

The Initial Design Alternative was a “bubble diagram” illustrating initial land use and circulation concepts (see Figure 8). Based upon identified opportunities and constraints and the initial vision and guiding principles for the TDIP, this graphic roughly suggested the following:

- where key transportation (vehicular and pedestrian) linkages might be needed;
- where potential concentrations of retail, housing and employment uses might be generally located; and
- where opportunities existed for improving the overall access to and potential use of Fanno Creek.

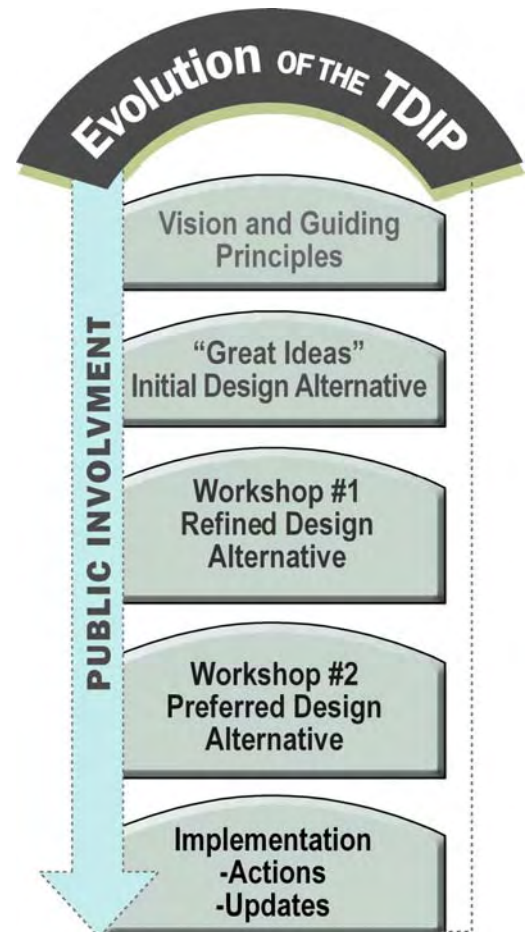
### Refined Design Alternative

Informed by the Design Dialog smaller-group meetings and Task Force work sessions, the work associated with the Refined Design Alternative (Figure 9) took the initial concept quite a bit further through three main concepts:

1. *Great Ideas:* The consulting team took the suggestions and comments received from the public and the Task Force and synthesized them into “Great Ideas” that would later be fleshed out into key “catalyst projects”, projects that would create a climate for investment and stimulate development (attached to this memorandum).

2. *Districts:* The Refined Design Alternative organized the downtown into “districts”: multiple-block “mini-neighborhoods” which have some common identifying characteristics or association. This step helped the Task Force and the community understand and further develop the relationship of various land uses to the others, and to provide additional guidance on connections and compatibility.

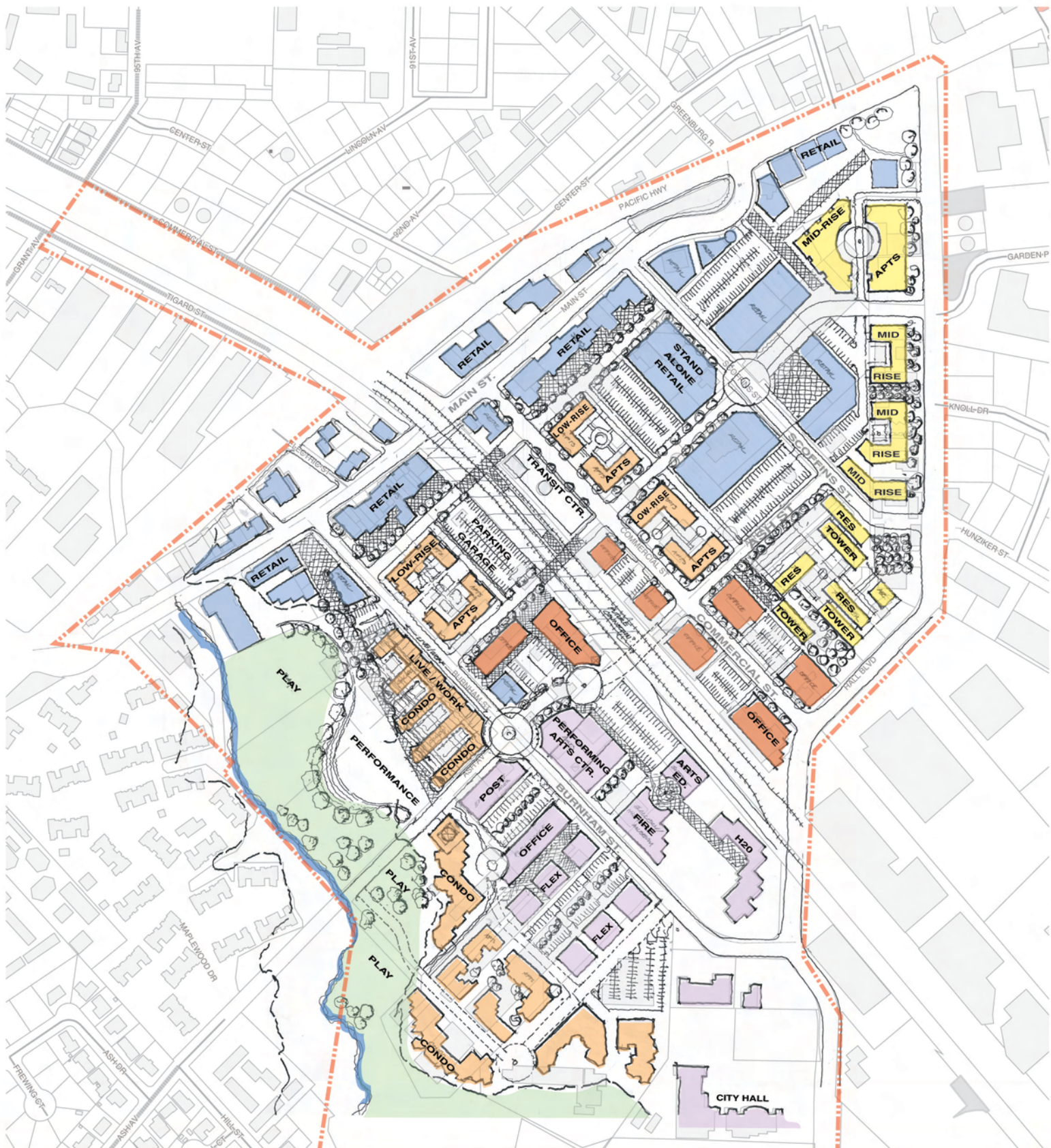
3. *Development Feasibility:* The Refined Design Alternative illustrated how potential development types could be situated within the various districts. These prototypical, fictional building footprints were meant only to show possibilities, and did not take property ownerships and most existing buildings into account. This spatial/graphic organization of development types helped to convey a sense of or one scenario (of infinitely many) for how development could populate the districts downtown. Now that it was known that “it could be done”, attention could turn to the identification of catalyst projects and further refinement of outstanding issues.



### Preferred Design Alternative

The Preferred Design Alternative further reflected changes resulting from the Task Force’s consideration of the extensive public comment received. The most noticeable of these concerns the treatment/extension of Ash Avenue, the location of a Performing Arts and





RESIDENTIAL  
MEDIUM DENSITY

RESIDENTIAL  
HIGH DENSITY

OFFICE  
EMPLOYMENT

MAIN STREET  
RETAIL

CIVIC / FLEX  
EMPLOYMENT

REGIONAL  
RETAIL

Figure  
**8**



TIGARD DOWNTOWN IMPROVEMENT PLAN  
**INITIAL DESIGN ALTERNATIVE**

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**Parametrix**



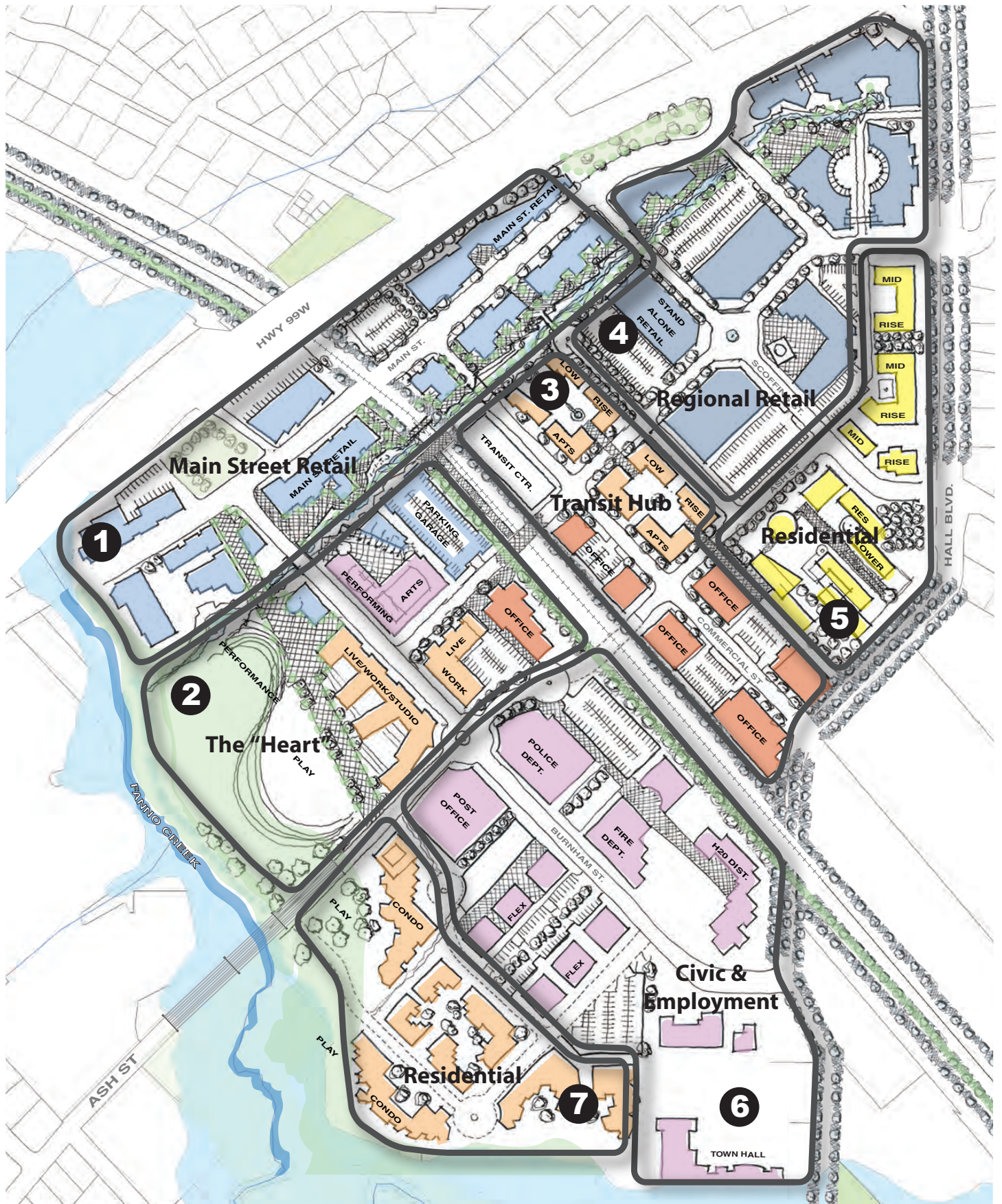


Figure 9



TIGARD DOWNTOWN IMPROVEMENT PLAN  
**REFINED DESIGN ALTERNATIVE**

Community Recreation Center, how access points to Downtown would be addressed, and additional refinement to the treatment of Fanno Creek and related resources. The Preferred Design Alternative is further discussed and presented in the section below.

## 4. THE PLAN

The types and arrangements of land uses, transportation facilities, public and private sector projects and activities greatly affect the character of a Downtown. The efforts of the Downtown Task Force and the community at large described in preceding sections are reflected in the Downtown Improvement Plan, summarized in this section.

### 4.1 Vision and Guiding Principles

#### The Vision

Following the initial “grounding” and perception-sharing process, the consulting team worked with the Downtown Task Force in a workshop setting to develop a 20 to 30-year vision for Downtown Tigard. The following vision was generated by the Task Force:

*“Our vision of Downtown Tigard is a vibrant and active urban village at the heart of our community that is pedestrian oriented, accessible by many modes of transportation, recognizes and uses natural resources as an asset, and features a combination of uses that enable people to live, work, play and shop in an environment that is uniquely Tigard.”*

#### Guiding Principles

To ensure the planning effort was focused toward achieving the vision, the Task Force developed a set of guiding principles reflecting desired outcomes. The guiding principles, also served as criteria against which the Task Force evaluated the success of the various iterations of the concept plan. These Guiding Principles are as follows:

- The vision for an improved Downtown Tigard must reflect the community’s values and cultures.
- Downtown Tigard should possess the qualities essential to successful downtowns, including:
  - Extended hours of operation...not “folding at 5:00”
  - A mix of employment, retail, housing and cultural/entertainment uses
  - Providing a unique experience not available elsewhere in the community
  - Possessing a “sense of place” with a special identity
  - Being seen as the “center” or the “heart” of the community
  - A vibrant and compact core, accessible by all modes of transportation
  - A feeling of accessibility and safety
  - Accessibility in varied climatic conditions (e.g., throughout the various seasons of the year)
- Downtown should recognize the value natural resources provide as both an amenity and as a distinct and special “place”.

- Planning for Tigard’s Downtown should capitalize on commuter rail and Fanno Creek as catalysts for future investments and development.
- The Downtown’s transportation system should be multi-modal, connecting people, places and activities safely and conveniently.
- Downtown Tigard’s streetscape and public spaces should be pedestrian-friendly, and not visually dominated by the automobile.
- The Downtown Improvement Plan should be forward thinking, with objectives and actions that will set the community up for future successes.
- Downtown improvement projects should make creative use of unused and underutilized properties, while maintaining and building upon Tigard’s history.
- The Downtown Improvement Plan should be outcomes-based and action-oriented, with an array of key signature projects capable of being carried out.
- City codes and regulations should enable the Downtown Improvement Plan’s vision to be carried out, recognizing the difference between Downtown and other commercial centers.

## **4.2 Great Ideas**

The suggestions and comments received from the public and the Task Force during public outreach events were synthesized into “Great Ideas”. These ideas involved things that could make Downtown Tigard truly unique, things that would later be fleshed out into key “catalyst projects” that would create a climate for investment and stimulate development. The Great Ideas included the following:

**Evolution of Main Street:** A two-sided retail street with unique small-scale shops bordered to the south by a pedestrian promenade with pocket parks, fountains and plazas.

**The Heart of Downtown:** A central gathering place adjacent to Fanno Creek supporting a diverse range of activities including a farmers market, entertainment, restaurants, retail and housing.

**Mixed Use Urban Village:** A walkable village with ample opportunity for all ages to live, work and play

**A New Transportation System:** A safe and well-connected street system providing walking, bicycle, auto and transit access throughout Downtown.

**Green Connections:** A pervasive blend of pedestrian oriented natural features throughout Downtown including wide sidewalks, linear parks, water features, trees, native landscaping, pocket parks and plazas, and etc.

**Transit Options:** Service and facilities enhancements designed to meet the needs of Tigard’s growing Downtown employment, residential and visitor populations.

### **4.3 Preferred Design Alternative**

The Preferred Design Alternative (Figure 10) took the prototypical development “footprints” off the map, indicating instead the general location of development types. In addition, the Preferred Design Alternative reflected changes due to the Task Force’s consideration of the extensive public comment received. The most noticeable of these concerns Ash Avenue. A



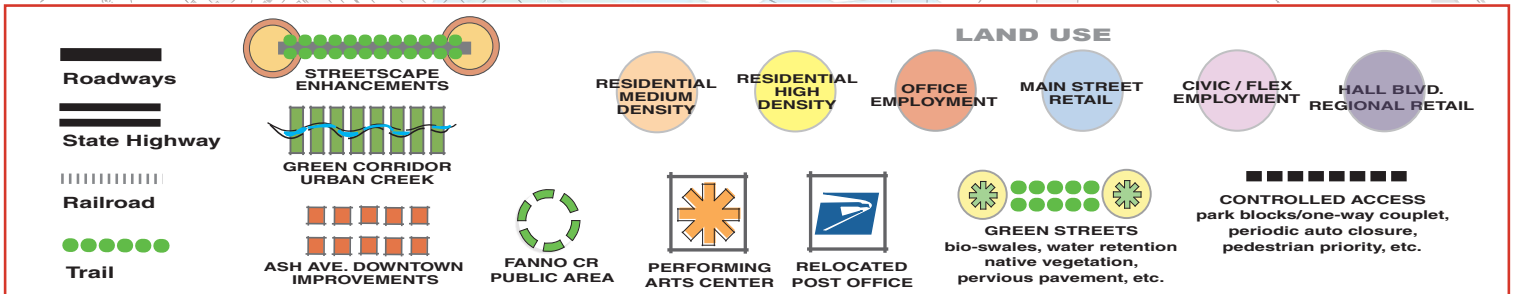
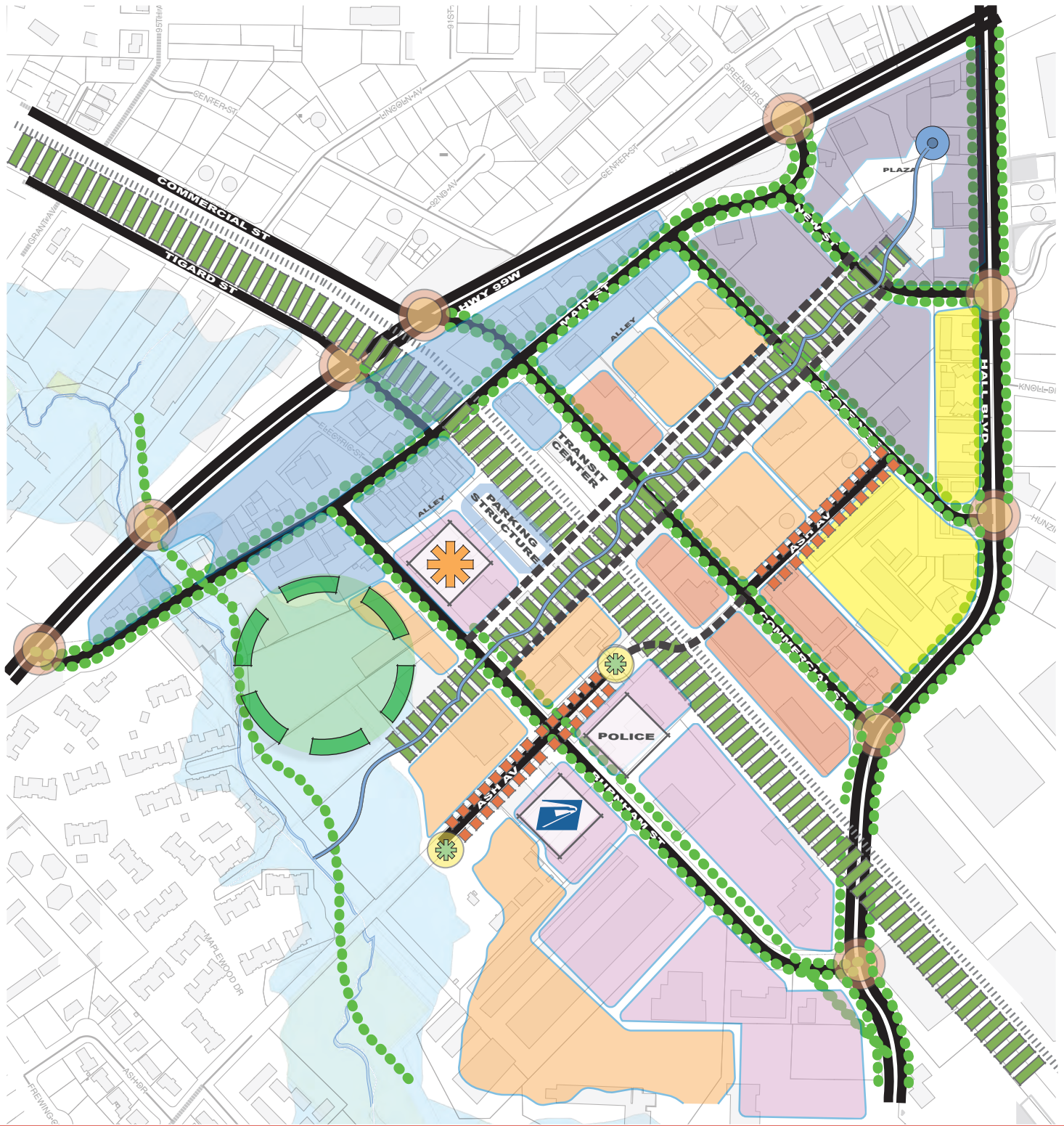


Figure  
**10**



**TIGARD DOWNTOWN IMPROVEMENT PLAN**  
**Preferred Design Alternative**

9.6.05

**Parametrix**



proposed extension of Ash Avenue across Fanno Creek into Downtown was removed, as was a proposed at-grade crossing of the railroad tracks. Should a need be identified in the future for these, the configuration of the plan would not preclude it. A Fanno Creek overlook and a pedestrian bridge linking the neighborhood east of the creek have taken their place. The general location of a possible performing arts and/or community recreation center was adjusted to provide some additional distance from emergency services facilities (primarily for siren noise considerations). In addition, key intersections/access points to Downtown were highlighted to reflect their special role and potential location for future gateway improvements. Finally, the Fanno Creek “public area” was presented in a more generalized manner, reflecting that no firm decisions were to be made at this time with regard to the specific uses and design considerations for this space, be it active, passive, or some combination thereof.

As referred to above, the organizational concept of “Great Ideas” resulted in the generation of eight, key “catalyst projects”, those that would create a climate for investment and stimulate development. The locations of these catalyst projects are described in the section that follows, and identified on the Preferred Design Alternative graphic.

#### **4.4 Catalyst Projects**

The term “catalyst project” is used within this Plan to refer to projects having the ability to substantively alter the development environment in the study area. These projects represent key components of the overall plan, and their development would be expected to serve as a catalyst for development in the study area consistent with that outlined in the plan.

Eight catalyst projects were identified by the Downtown Task Force and the Catalyst Project Working Group. Each of these projects is noted on the Preferred Design Concept map (Figure \_\_), and a brief description of each one, and its attendant benefits, is provided below. In most instances, each catalyst project is an idea or a program requiring a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. Accordingly, in the short description of each catalyst project, the proposed preliminary “set-up” tasks or refinement study is briefly described. As will be noted in the Implementation section of this Plan, initial recommendations for programming and carrying out these components have been provided in Appendix J to this document.

As indicated throughout the TDIP, the Plan is a dynamic framework for action, and as such, is to be revisited on a regularly scheduled basis to recognize changes in resource availability, external conditions, changes in public preference for action or for geographic concentration and to take advantage of opportunity. Accordingly, the priority of catalyst projects, programs and supporting actions is best left to the recommended, regularly scheduled TDIP programming update to reflect the aforementioned influences.

#### **Streetscape Enhancement Program**

Streetscape improvements enhance the “public space” environment, and would include an overall streetscape design theme for the Downtown area, and design and street function improvements to specific streets, gateways, public spaces, rail crossings and the commuter rail station.

Increasing the attractiveness of public spaces has a positive impact on local properties, and can encourage cross-shopping and more extended stays in the district. A positive public space will help attract development. Improvements would include streetscape design and

street function improvements for Burnham, Main, Commercial, and Scoffins, and gateway/portal improvements at Scoffins, Main, Garden Place, and Tigard Street.

### **Green Corridor/Urban Creek**

The concept of developing an “urban creek” seeks to establish a unique feature that reinforces the concept of a “green downtown”, providing a thematic linkage to Fanno Creek, and helping to establish a unique identity for Downtown Tigard. Connecting the two anchors of Fanno Creek and the Regional Retail Area (another of the proposed catalyst projects) at Hall Boulevard and 99W, the Urban Creek could be a natural appearing creek, portions of a creek or a series of water features linked by plazas, or some other combination of water and public space/amenity. The Urban Creek would be integrated with new and existing development, providing an alternative “front door” to redeveloped properties along its length. In addition to the creek or water features, this major public amenity would be accompanied by plazas or open spaces, pedestrian walkways, a service road, and landscaping.

This project would have an organizing impact on the study area, defining a clear pedestrian link and providing an amenity that future development can capitalize upon. Future projects bordering the green corridor would be encouraged to orient activities to take advantage of the “waterfront” or public space value of this amenity. In addition, depending upon final design, the Urban Creek could serve as a means for stormwater conveyance and treatment, or could potentially demonstrate the use of recycled water. Regardless, this project serves the dual role of development stimulant while connecting Downtown areas.

Determining the design concept, form and “footprint” of the Urban Creek requires a detailed feasibility study to ascertain public preference, preliminary design, constructability and cost. It will be important to protect the potential footprint of this amenity pending completion of the feasibility/preliminary design work. For this reason, a temporary overlay zone or other method of ensuring review and coordination of potential development proposals that might have the ability to limit or preclude options for its location is being proposed.

### **Hall Boulevard Downtown Gateway**

Hall Boulevard provides a natural gateway into Downtown Tigard, given its intersection with Highway 99W. This key gateway with its prominent visibility from Hwy 99W is proposed to be developed with regional mid-sized retail with parking and a public plaza space. The purpose will be to pull people into Downtown and start to draw them further to Main Street, the Green Corridor/Urban Creek, Fanno Creek Public Area, and etc., and to jumpstart development in the area. Planned intersection improvements at Hall Boulevard and Highway 99W will require public acquisition of some key properties, and may provide an opportunity to offset some of the costs of this project.

This project would offer a number of benefits for the study area. It would create a strong entry statement for the district from Highway 99W and Hall. In addition, the project could be designed with linkages to the remainder of the study area, generating activity and adding amenities that would be valuable to future development activity in the study area. An example of this would be linking the development with the upper portion or “genesis” of the Urban Creek and Green Corridor. As with the aforementioned Urban Creek, determining the design concept, form and “footprint” of the Hall Boulevard Downtown Gateway requires a detailed feasibility study to ascertain public preference, preliminary design criteria to guide future proposals to carry out the Gateway and associated development.

## **Downtown Housing Development**

The Plan anticipates creating more housing of various types in several locations in Downtown. The intent is to bring more people into Downtown as residents. This will activate the Downtown throughout the day and into the evening. Housing development in the downtown will provide a number of benefits, including increased support for local services such as retail. In addition, residential development can provide a greater number of “eyes on the street”, increasing the perception of security in the district. Residential development in the area is also supportive of transit, and can capitalize on the planned commuter rail line.

The Plan identifies generalized locations for housing, favoring the concept of moderate to higher-density mixed use development, with housing availability for a wide range of income levels. Carrying out this catalyst project concept requires undertaking an initial housing policy study to identify housing needs, affordability and design guidelines, property consolidation needs, availability and applicability of funding and/or incentives, and etc.

## **Ash Avenue Downtown Improvement**

This project provides for street and public space improvements to Ash Avenue between the planned Park and Ride and the Fanno Creek floodplain. Improvements will include a new bike and pedestrian bridge, an overlook area for Fanno Creek, an at-grade pedestrian crossing (with the desire for a vehicular at-grade crossing over the long term) and the extension of Ash from Burnham to the Park and Ride. The City has committed funds for design, right of way acquisition, and roadway improvements to Burnham.

Improved linkages between the Fanno Creek open space and downtown Tigard have consistently been cited as desirable by the Downtown Task Force, and represent a key component of the plan. These improvements have positive impacts similar to those outlined in the streetscape enhancement program, with this project also directly targeting an important linkage between the floodplain/open space and the commuter rail Park and Ride.

## **Fanno Creek Public Area**

The Plan envisioned the “Heart of Downtown” as one of the Great Ideas explored early in the process. This concept called for recognition and improvement of a central open space resource and gathering place adjacent to Fanno Creek, supporting a range of passive and active open space and public gathering uses. These could include such uses as:

- A home for the Tigard Farmer’s Market
- A smaller, appropriately-scaled entertainment venue, perhaps a natural amphitheatre for public concerts and other events
- Picnics, weddings, and other gatherings

The improvement of this area as a community amenity that acts as a gathering spot while respecting the natural environmental character and needs of the Fanno Creek area further advances the concept of a “green Downtown”, respecting the valuable Fanno Creek resource. The Fanno Creek area has consistently been identified as a key amenity in the district, with considerable emphasis in the Plan dedicated to increasing linkages to Fanno Creek from the remainder of the study area. Creating an attractive public area adjacent to the natural environment surrounding the creek will work towards further capitalizing on this amenity, for both the district as well as the City of Tigard.

To further define the uses associated with this catalyst project, their location and scale, it is recommended that a feasibility study of the improvement of the Fanno Creek Public Area be

conducted in conjunction with the examination and programming study to be conducted for the Performing Arts/Recreation Center (see following section). Such a study should address the potential for an interim and then “final” home for the Tigard Farmer’s Market. As with the Urban Creek, a temporary overlay zone or other method of ensuring review and coordination of potential development proposals that might have the ability to limit or preclude options for future uses pending completion of the study is being proposed.

### **Performing Arts and Community Recreation Center**

Development of a Performing Arts and Community Recreation Center is seen as an opportunity to create a community gathering place for the arts and activities in the “Heart” of Downtown that links visually and physically with the Fanno Creek Public Area across Burnham Street. The purpose would be to bring day-round activity to the Downtown “Heart” through the recreation center, provide a space for the performing and visual arts, and provide a community gathering space while stimulating patronage of complimentary uses (e.g. restaurants, coffee shops, etc.).

It is recommended that the City conduct an examination of the feasibility of the suggested Performing Arts and Community Recreation Center, and of the programming to be associated with them. It is further recommended that this study be coordinated with the aforementioned Fanno Creek Public Area use and feasibility study. The program development study will enable the city to determine the amount of funding needing to be raised for these improvements, and provide the basic information for a bond levy, should the city pursue one.

### **Post Office Relocation**

The Plan calls for shifting the location of the Post Office from Main Street to the border between the “Heart” and the Civic District. The primary motivation for relocating the Post Office is that the current facility is not seen as being supportive of desired activity on Main Street. While the post office draws regionally and can generate a substantial level of traffic, this activity is not typically seen as linking with other desired commercial activities on Main Street. Shifting the facility to a location with better access and that is less disruptive to Main Street would encourage development patterns consistent with those outlined in the plan.

The purpose would be to soften the transition between the “Heart” and the Civic District while freeing up valuable retail space along Main Street. The current Post Office location is owned by the USPS, and the agency would need to approve any suggested change of location. As such an undertaking is a lengthy process, it is recommended that discussions with the USPS be initiated in the near term.

## **4.5 Other Implementing Projects and Actions**

In addition to the projects that have been identified as “catalyst projects”, those seen as having the potential to help “jumpstart” development and redevelopment activities, there are a number of other projects and actions being recommended to help realize the public policy objectives of this Plan, and its vision. These recommendations fall under several categories:

1. Transportation System Improvements
2. Code and Regulatory Adjustments
3. Funding Sources
4. Organizational/Follow-Up Actions

The background behind these recommendations is provided within the Technical Memoranda contained within the Appendices to this document. A brief summary of these recommended projects and actions are described in the sections that follow.

### **Transportation System Improvements**

Overall, the City's currently adopted Transportation System Plan (TSP) will accommodate the Preferred Design Alternative without any significant impacts to the regional or local transportation system in the study area. There are no modifications to the TSP recommended at this time as being needed to help carry out this Plan.

As the TDIP is implemented, in addition to the continuous planning that will occur to achieve the community vision, the following specific projects should be considered.

#### **Near Term Actions:**

- Plans and Policies. Continue implementing the plans, projects and policies identifies within the adopted TSP.
- *Achieve consensus on alternative Downtown Access Improvements.* Extending Ash Avenue from Walnut to Downtown Tigard is included in the adopted TSP; however some stakeholders would prefer that the street not be constructed. The City will be undertaking an Ash Avenue corridor study to address the improvements identified in the Ash Avenue Improvements catalyst project discussed above. It is recommended that the City conduct an examination of potential alternatives for improving access to downtown. Detailed travel demand to, from and within Downtown and sub-area travel demand models should be developed to support this process. If the identified access improvements do not include an extension of Ash Avenue across Fanno Creek, it is recommended that the TSP be updated accordingly to remove it.
- *Review City Pedestrian and Bicycle Plans.* The City should review and modify current City pedestrian and bicycle planning efforts to ensure that these support simple and feasible access to, from and within downtown Tigard.
- *Explore design requirements for "Green Street" street treatments.* The TDIP calls for integrating Fanno Creek into downtown Tigard. As part of this effort, Tigard should explore developing design guidelines for green-street street treatments. Possibilities include integrating concepts into traffic calming treatments, intersection control, drainage, and parking areas.
- *Hall Boulevard and Highway 99W Cross-Sections.* As the City of Tigard begins additional planning work related to Highway 99W and Hall Boulevard, it is suggested the City work with ODOT as early as possible to refine and define cross-sectional preferences and requirements for these streets.
- *Street Design Guidelines.* The City of Tigard should participate as needed with ODOT and Metro Staff to develop Highway Design Manual street design guidelines blending features of both ODOT and Metro Street design requirements.

### **Longer Term Actions:**

- *Parking Management Plan.* Develop and implement a parking management plan that ensures adequate short-term and long-term parking supply for residents, employees and patrons of Downtown. This plan is not necessary until Downtown begins to grow and parking utilization increases, but the study should be conducted prior to constructing any structured parking.
- *Downtown Access.* The results of the Ash Avenue evaluation and Downtown access study will guide short-term and long-term transportation actions within Downtown that should be implemented in the long term.
- *At-grade Rail Crossing.* It is desirable within Downtown Tigard, that a new at-grade crossing of the railroad tracks be developed along the Ash Avenue alignment. City of Tigard Staff should continue to work with Portland & Western Railroad and the ODOT Rail Division to identify options for achieving this crossing. Challenges exist, and significant local and regional planning efforts and engineering and constructions costs would be required to achieve consensus for a new at-grade crossing.

### **Code and Regulatory Adjustments**

Overall the existing Community Development Plan and Comprehensive plan ordinances and policies do not present significant barriers to developing Downtown as conceived on in the Improvement Plan. Nonetheless, a review of these documents revealed that although few barriers exist, the ability of the existing regulatory framework to shape a growing Downtown as planned, more direct guidance is needed. The following sections summarize the findings of the Land Use Technical Memorandum recommendations. Programming considerations are further discussed in the Implementation Strategy section of this Plan.

#### **Comprehensive Plan**

To be consistent with the vision of the Improvement Plan, the City needs to make some relatively small adjustments to policy statements and implementation strategies within the Comprehensive Plan. The recommendations are focused on emphasizing the multi-functional character and vibrancy desired within Downtown and also allow for consideration of additional funding mechanisms.

#### **Development Code**

Given the desired characteristics for an improved Downtown Tigard and the analysis of the current CBD zoning in the Community Development Code, it is recommended that four new Town Center base zones and two new Town Center overlay zones be created for Downtown. The recommended zones are designed to guide uses as they are organized in the Preferred Design Alternative.

The City of Tigard already has several mixed-use zones that are specifically tailored to meet the needs of other areas in Tigard. While built upon these existing mixed-use zones, the recommended zones provide area-specific purpose statements and alterations to the development standards that tailor them to meet Downtown needs.

#### **Base Zones**

The following “base” zones are recommended in order to help achieve the public policy objectives and vision of the TDIP.

- **TC-CBD:** Town Center – Central Business District - Intended to retain the character of Main Street while guiding higher density development to the east of Main Street, this zone allows for mainly retail uses with some other uses considered conditional or limited.
- **TC-MUC:** Town Center – Mixed Use Commercial District – This zone is designed to meet the needs of the regional retail center area at the intersection of Hall Boulevard and Highway 99W. It is focused on medium-box retail establishments but allows for supporting smaller retail uses.
- **TC-MUE:** Town Center – Mixed Use Employment – Designed to provide for civic, office and professional employment needs, this zone will also allow for limited residential development, but is focused on office use. The purpose statement for this zone specifies that no residential uses should be allowed adjacent to the rail corridor.
- **TC-MUR:** Town Center – Mixed Use Residential – This zone has two levels of intensity TC-MUR(1) and TC-MUR(2) that provide for medium and medium to high residential density districts. It allows for supporting retail uses.

### **Overlay Zones**

As discussed earlier, the following “overlay” zones are recommended in order to help achieve the public policy objectives and vision of the TDIP, and to ensure review and coordination of potential development proposals that might have the ability to limit or preclude options for future uses pending completion of recommended feasibility/refinement studies.

- **Green Corridor/Urban Creek Overlay** – As an interim step to achieving the Tigard vision for a Green Corridor/Urban Creek in Downtown, this overlay zone directs the City to review all development proposals through a conditional use process to allow for consideration of development siting in relationship to a potential future public space.
- **Fanno Creek Open Space Overlay** – The Improvement Plan and Vision for Downtown call special attention to the stewardship and enjoyment of Fanno Creek. A low-intensity, passive recreation area is planned between Burnham Street and the Fanno Creek 100-year floodplain, and this overlay zone is intended to restrict development uses only to passive recreation as an additional protective measure for this critical area.

In addition to the base zone and overlay zone recommendations, the Land Use Technical Memorandum suggests that the City’s Special Development Standards should be evaluated further by the Land Use Advisory Group being established by the Downtown Task Force. Some specific areas recommended for attention include:

- Pervious paving treatments
- Vegetated stormwater treatment
- The expansion of options for joint parking facilities
- Sign standards for Downtown
- Visual clearance requirements

The first two items noted above are not currently addressed within the Special Development Standards for the Central Business District. The latter three items should be examined and revised or augmented to reflect the vision and guiding principles contained within this Plan.

### **Design Standards**

Tigard has previously developed design standards for the Tigard Triangle and Washington Square Regional Center. In addition, some design standards existed within the regulations of the CBD zoning designation. Considering these existing standards, it is recommended that the content of the existing interim design standards for the CBD district and the adapted content and organization of the Washington Square Design Standards be used as a basis for developing design standards for Downtown Tigard that are consistent with carrying out the vision and guiding principles of this Plan.

### **Measure 37**

The recent passage of Measure 37, requiring waivers of regulations or compensation to property owners if regulations have the effect of reducing a property's value, presents a challenge to every Oregon jurisdiction, as communities are still determining how to address it. Accordingly, the potential "Measure 37 impacts" of the Improvement Plan have yet to be addressed. It is recommended that this issue be addressed by the City in consultation with the state, Metro, and other local jurisdictions as soon as possible. Once Measure 37 issues are addressed, the Improvement Plan may need to be revisited if adjustments appear to be required.

### **Regulatory Framework Timing**

The overlay zones, especially the Green Corridor/Urban Creek overlay zone, need to be in place as soon as possible to provide protection of the land to be used for the Fanno Creek Public Area and for the Urban Creek from future development actions that might compromise opportunity and/or location of the future improvement. Concurrent with the adoption of the overlay zones, the City will need to conduct a Measure 37 analysis of the recommended zoning for Downtown Tigard. Following these actions, adjustments to Comprehensive Plan should be refined and adopted to set the framework to guide the future refinement and adoption of the changes to the Community Development Code.

### **Funding Sources**

Specific public-improvement projects can come about as a result of local, state and federal grants, private investment and donations, city general fund allocations and other sources of public financing. A variety of funding tools, options and policies were discussed in the process of preparing this Plan, and detailed information on these is provided in the appendices to this document. This section will provide a brief overview of urban renewal, the types of bonds typically used to finance urban renewal projects, and a brief list of other funding sources available to the City for Downtown improvements.

### **Urban Renewal**

By far the tool with the greatest ability to generate substantial revenue for targeted investments is the establishment of an urban renewal district. The projects outlined in this Plan will require a substantial public investment, and an urban renewal district is one of the few tools available that can generate adequate revenue to realize the Plan's vision. The basic idea behind urban renewal is simple: future tax revenues pay for revitalization efforts. Urban renewal funds can be used for a variety of investments, such as:

- Redevelopment projects;
- Economic development strategies, such as small-business loans or loan programs;
- Housing loans and other financial tools for ownership and rental housing;
- Streetscape improvements, including new lighting, trees, sidewalks, pedestrian amenities, etc.;



- Transportation enhancements, including light rail, streetcar, intersection improvements, etc.;
- Historic preservation projects; and
- Parks and open spaces.

Urban renewal is a way to focus resources on a particular area, and to use public resources to stimulate and leverage much larger private investments.

Local governments and urban renewal agencies have a variety of tools that can be used to finance urban renewal projects. The most commonly used tool with potential for use in Downtown Tigard is bonds. There are three general types of bonds that may be used to finance projects within an urban renewal district:

- **General Obligation Bonds** – General Obligation Bonds must be approved by voters and are backed by the power of the issuer to levy a property tax to pay debt service on the bonds. Cities and counties are authorized to request voter approval for General Obligation bonds; urban renewal agencies are not. Because these bonds are backed by the power of the issuer to levy taxes, General Obligation bonds generally command the lowest interest rates. An example of a General Obligation Bond is the Library Bond approved by voters to build the new Tigard Library.
- **Revenue Bonds** – Revenue Bonds are backed by the stream of revenue generated by a particular system or facility. Revenue bonds are generally considered less secure by bond markets because the promise to repay is based solely on the revenue-generating capacity of an identified facility or system. Interest rates are generally higher than those commanded by General Obligation bonds, and are very dependent upon the current and projected health of the revenue stream being offered as security. Jurisdictions that operate facilities or systems are authorized to issue Revenue Bonds without prior voter approval. Examples of revenue bonds include Water Revenue Bonds, Parking System bonds, and Recreation System bonds.
- **Tax Increment Bonds** – Tax Increment Bonds are a specialized form of Revenue Bonds. Debt service is paid by the revenue stream from the “increment” generated by the district from normal growth in the district’s assessed values and new development. Bond markets generally look for some history of increment generation before they are willing to consider purchasing Tax Increment Bonds

### **Other Financing Tools**

As detailed in the Appendices to this Plan, the City of Tigard has a number of financing tools currently in place, or easily activated, to generate revenue to fund recommended development or infrastructure improvements. A summary list of these tools includes:

- **Grants** - A variety of state and federal agencies periodically issue grants which could be used for redevelopment purposes.
- **Business Improvement (BID), Economic Improvement (EID), or Local Improvement Districts (LID)** - State law allows the creation of a variety of local districts that could overlay an urban renewal district. These special assessment districts allow local property owners to come together to form a district and to create assessments on properties within that district to achieve certain defined goals.

- **Tax Abatement** - State law allows local jurisdictions to abate taxes for properties that meet certain requirements, which agree to engage in certain improvements, or which provide certain services.
- **Hotel/Motel Tax or Specialized Taxes** - A Hotel/Motel (Transient Lodgings) Tax is a specialized tax that is levied on hotel and motel room rentals.

### **Recommendations**

As indicated above, Tigard has a number of financing tools currently in place, or easily activated to generate revenue. A list of these tools and the activities needing to be pursued to enable the City to generate the level of funding necessary to carry out the range of improvements recommended by this plan is provided below.

#### **Available Tools**

- **Tool:** Land Assembly
  - **Action:** Pursue land assembly of identified key parcels.
- **Tool:** Tax Abatements
  - **Action:** Allow for property tax abatements for dense housing development, under the State's Vertical Housing Tax Credit Program (**Note:** Can impact tax increment revenues in an urban renewal district.)
- **Tool:** Grants (Metro, etc)
  - **Action:** Apply for Federal, State and Regional grants to help fund catalyst projects

#### **Recommended New Tools**

As mentioned earlier, there are additional, appropriate financing tools that are not currently in place, and will require public approval to establish: Urban Renewal Districts, Business Improvement Districts, Economic Improvement Districts or Local Improvement Districts. The activities needing to be pursued to enable the City to generate the level of funding necessary to carry out the range of improvements recommended by this plan is provided below.

- **Tool:** Urban Renewal District
  - **Action:** Prepare an Urban Renewal District Study, prepare campaign for City-wide vote
- **Tool:** Business or Local Improvement District
  - **Action:** Explore establishment of committed funding sources to pay for identified improvements.

It should be noted that implementing the recommended Downtown Improvement Plan is not reliant upon any one of the above funding sources being available. By way of example, it is clear that the use of urban renewal would provide the most significant source of funding for the development and redevelopment of Downtown Tigard; to create an urban renewal district requires voter approval, given the Tigard City Charter. Should the City pursue establishment of an urban renewal district and the action not be supported by the voters, the Plan would still be capable of being carried out. However, the length of time to generate other revenues to make the public investments needed to spur private investment would lengthen considerably.

## **Organizational Follow-Up Actions**

### Task Force Advisory Groups

During Plan development, the Downtown Task Force formed three Working Groups to address projects, tools and techniques for carrying out the plan in three categories: Financing; Catalyst Projects; and “Brand Tigard” projects. It is recommended that the Task Force establish advisory groups to focus upon carrying out the catalyst projects, identifying and implementing the “Brand Tigard” projects, and fleshing out and adopting the proposed changes to the comprehensive plan and Community Development Code.

### Downtown Program Staff

A number of the recommended actions for carrying out this Plan will require substantial support from staff. Tasks requiring such support include establishment and maintenance of an urban renewal district (once approved by Tigard voters), property owner outreach efforts, property assemblage, project development and administration, housing program development and maintenance, and update/maintenance of a short-term implementation strategy.

## **5. IMPLEMENTATION ACTION PLAN**

### **5.1 Introduction**

The Downtown Tigard Improvement Plan is an action-oriented plan, focusing upon the projects and actions needing to be undertaken to carry out a clearly defined vision, a set of guiding principles, and a development/design concept. The TDIP will be implemented in pieces, or components, over the course of the next several years. Some actions will be initiated in 2005, others initiated in the years to follow.

### **5.2 How Will The Plan Be Carried Out?**

As mentioned above, the TDIP will be implemented in pieces, over time. In the discussion regarding catalyst projects, it was noted that in most instances, each catalyst project is an idea or a program requiring a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. Accordingly, in the short description of each catalyst project, the proposed preliminary “set-up” tasks or refinement study has been briefly described.

In addition, several of the catalyst projects require the application of staffing resources to establish programs, criteria, and to undertake preliminary tasks to enable projects to move forward (e.g., land assembly, property owner coordination, etc.). The Plan recommends a number of amendments to the City’s Comprehensive Plan and Development Code (to provide greater recognition of Downtown, reflect objectives of the TDIP, etc.), as well as several new zones to carry out Plan intent and to achieve the planned uses, character and densities envisioned. In addition, two temporary overlay zones are recommended in order to protect “footprints” for projects that are still at the conceptual level, awaiting further refinement study.

The suggested amendments to the City’s Comprehensive Plan and Development Code will be further examined by Advisory Committees of the Downtown Task Force, and it is anticipated that appropriate changes and the necessary ordinances to codify them will occur over the next 1-3 years.

It is anticipated that the City will begin talking with potential development interests regarding making the Plan a reality. Certain major improvements will be made by the City of Tigard through a variety of funding sources, including urban renewal, if approved by the voters. Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a “public-private partnership”, a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the TDIP is a *long-term* plan for the revitalization and growth of Downtown Tigard over the course of the next 20-30 years, in alignment with a vision for the future established by the community.

### 5.3 Implementation Action Plan

For a plan to be the “chart for change” it is intended to be, it must be accompanied by an implementation program...a program indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan being recommended to carry out the TDIP focuses on the following:

- Recommended future transportation system improvements and any suggested changes to the City’s Transportation System Plan;
- Recommended changes to the City’s Comprehensive Plan, zoning code and implementing ordinances;
- Recommended development and community projects important for creating a climate of investment Downtown,
- Recommended sources of funding for TDIP-related improvements, and
- Suggested time frame for initiating key actions and projects.

These areas of focus have been discussed in depth in four technical memoranda accompanying the Plan: a Future Transportation System Technical Memorandum; a Future Land Use and Regulatory Framework Technical Memorandum; a Funding Strategy Technical Memorandum, and an Implementation Action Plan Technical Memorandum. Each memorandum has recommendations for short and longer-term actions for carrying out the TDIP.

As an effective Action Plan must be dynamic and open for change as funding, changes in project priority, refinement studies and changes in community desires dictate, the Implementation Action Plan is not contained within this overview Plan document. An updated TDIP Implementation Strategy will be maintained and kept up-to-date by City staff, and will be evolving as progress and change require.

### 5.4 Programming Recommendations

The initial list of recommended actions, next steps and projects has been compiled in the TDIP’s appendices (Implementation Action Plan Technical Memorandum). The recommended actions and projects have been categorized and prioritized with regard to relative timing (e.g., 1-3 years, 4-6, 6-10, beyond...). In addition, those short-term actions needing to occur in each of the next three years have been determined and coordinated with the City’s Capital Improvements Program.

It is recommended that the City of Tigard develop and maintain a short-term strategic action plan for incrementally implementing the TDIP’s recommendations for improvements and

actions. It is envisioned that this would be viewed as an “Incremental Implementation Strategy”.

## **5.5 Short-Term Incremental Implementation Strategy**

The City of Tigard will be maintaining a short-term strategic action plan for incrementally carrying out the TDIP’s recommendations for improvements and actions. This short-term action plan will be known as the “Incremental Implementation Strategy”...a three year, renewable/rolling, short-term action plan that would be regularly updated, with a regularly-scheduled monitoring and updating process and a supporting budget.

By way of example, in developing this Incremental Implementation Strategy, each of the TDIP’s Guiding Principles would be examined on a regular basis to ascertain the current status of progress in achieving them, and actions for moving ahead in each of the next three years would be identified and planned for. The activities for Year 1 would be tied to the City’s annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. Once Year 1 is nearly complete, the status of activities would be reviewed, and the activities for Year 2 would be adjusted as necessary, as it will become the new Year 1. Year 3 would be adjusted as appropriate in readiness for its becoming the new Year 2, and activities for a new Year 3 would be identified. The City would identify the coordinating body responsible for the monitoring, development and update of the Incremental Implementation Strategy, and for the coordination of the various City departmental activities to fund and/or carry out the strategy. City staff or the identified coordinating body would provide the City Council with a regularly scheduled status report on implementation activities. This regular monitoring, reporting and updating helps to keep the TDIP flexible and current, keeps all City departments focused on the carrying out of this important public policy objective, and keeps the TDIP and its implementation on the “front burner”.

In addition, it is recommended that the City review the TDIP on a regularly-scheduled basis, and make amendments as opportunity or changing community and economic circumstances necessitates. Should there be a desire to change the guiding principles or shift the emphasis of a particular project, this plan-update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

## **5.6 Programming Concept and Conclusion**

### **Programming Concept**

A substantial number of actions, programs and projects are being recommended to carry out the TDIP. Not all of these can be done at once, and consideration needs to be given at the outset and during the regularly scheduled TDIP and Implementation Strategy update process to the grouping, phasing or timing of particular actions. It is recommended that the community program available/limited resources where they can do the most good, where they can leverage other resources or supporting activities or provide the “biggest bang for the buck”, or where they can be concentrated to focus on a designated geographic target area.

## **Conclusion**

In conclusion, the Tigard Downtown Improvement Plan represents the community's official framework for the revitalization of Downtown into a Downtown neighborhood, a vital "urban village", and one of the metropolitan area's Town Centers. As this plan represents the expression of the community's vision and desired outcomes for Downtown, the Plan must be a dynamic and responsive policy framework...one that changes as needed to keep pace of changing community values and external factors, and as opportunities arise. Over time, the TDIP is intended to continue to evolve, serving as the framework for further refinement according to the wishes of the community.

## **Appendices**

- A. Existing Community Conditions
- B. Existing Economic Conditions
- C. Existing Transportation Conditions and Deficiencies
- D. Evolution of the Conceptual Design Plan  
Attachments
- E. Future Transportation System
- F. Future Land Use and Regulatory Framework
- G. Funding Strategy
- H. Community Involvement  
Attachments
- I. Summary Memorandum on Economic Reports
- J. Implementation

The technical memoranda which comprise the foundation for the Plan have been compiled into these ten appendices. Appendix A through J can be individually obtained by contacting the City of Tigard, Long Range Planning Division, 13125 SW Hall Blvd., Tigard, OR 97223, 503-639-4171.