CITY OF TIGARD

CONCEPTS FOR POTENTIAL STATION COMMUNITIES

HIGH CAPACITY TRANSIT LAND USE PLAN

FINAL REPORT *VOLUME 1 OF 3*

JUNE 2012

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Tigard High Capacity Land Use Plan | Concepts For Potential Station Communities | Final Report | Volume 1

Portland, Oregon. June 2012.

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds.

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1 INTRODUCTION & OVERVIEW

Tigard's *High Capacity Transit (HCT) Land Use Plan* was developed through many months of study, analysis and discussion by Tigard's residents, city staff and representatives from other agencies including Metro and the Oregon Department of Transportation (ODOT). It is intended to be a tool for Tigard to use to implement its vision for HCT station communities within its portion of the Southwest Corridor. The *HCT Land Use Plan* is not a regulatory or policy document that requires adoption by ordinance. Instead it is a guide, based on community values and principles, for the City Council to use to direct the Planning Commission and staff to implement specific South est Corridor station community concepts. Following Council approval of a final document, the *HCT Land Use Plan* is recommended to be accepted by resolution. The Council will then be requested to direct staff and the Planning Commission to develop measures such as land use map designations, development codes, public facility and capital improvement plans and infrastructure funding measures to implement specific station com unity concepts. Ultimately, the implementation measures based on the *HCT Land Use Plan* will require the Council's legislative action.

The *HCT Land Use Plan* is consistent with the goals and policies of the city's *Comprehensive Plan*, *Transportation System Plan* (TSP) and other master plans such as the Parks, Recreation and Trails plans. It was developed to be supportive of, and add to, Tigard's past infrastructure and land-use planning investments.

PLAN BACKGROUND

This report summarizes a yearlong, in-depth, value-based conversation with Tigard's residents, businesses, property owners and other stakeholders regarding the type of community that best fits their vision o Tigard's future. Over the course of the study, residents responded to several fundamental questions about Tigard's future. For example:

- As the Portland metropolitan region adds population and jobs, how and where will Tigard accommodate growth?
- What land use changes and access improvements are needed to make the most of the potential station communities?
- What transportation improvements are needed to provide safe access to jobs, education, shopping, recreation and connections to family and friends?
- How and where will parks, active recreation areas and other public spaces be provided?
- How should parts of Tigard such as residential, employment and retail areas, relate to and connect to one another and adjacent communities?

Tigard's *HCT Land Use Plan* is one of several, ongoing coordinated planning efforts in the Southwest Corridor that address transportation, land use, natural resource and quality of life policy and investment choices. The cities of Portland, Tualatin and Sherwood are doing similar plans. See Figure 1 for a map of the corridor and Figure 2 for a diagram of the Integrated

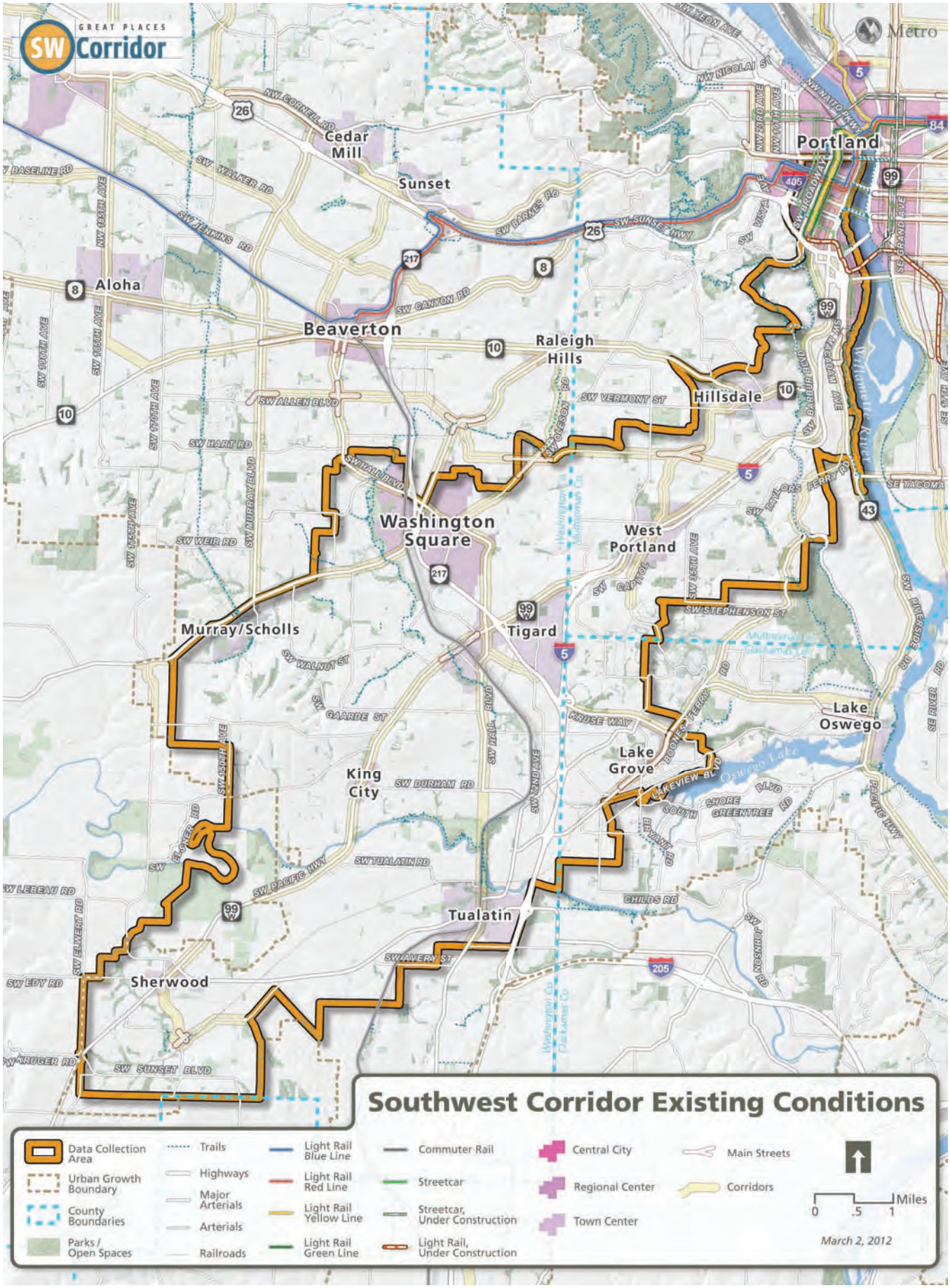


FIGURE 1. MAP OF SOUTHWEST CORRIDOR AREA, PREPARED BY METRO

Investment Strategy put into place for this endeavor. Following or concurrent with local planning efforts, the *Southwest Corridor Plan* will develop a Transit Alternatives Analysis (AA) that will examine options for the type of high capacity transit service to best connect communities in the corridor. Unlike traditional transit planning, which starts by selecting a transit mode and alignment, the AA will also consider the station community and neighborhood land use concepts embodied in the local land use plans.

The Southwest Corridor Plan

The *Regional Transportation Plan* (RTP) was updated by Metro in cooperation with its regional partners in 2010. An element of the RTP includes a tiered set of priorities for potential expansion of the regional high capacity transit system. The RTP designates the corridor from "Portland to Sherwood in the vicinity of Barbur Boulevard/[OR] Highway 99W," as the next priority for HCT transit investment. Because the designation is geographically broad, there are a significant ran e of potential transit routes and alignments.

The RTP also identifies the co ridor as a priority for multimodal transportation planning investments. This means the *Southwest Corridor Plan* will examine how to best provide improvements to accommodate future travel demand by motor vehicles, transit, freight, bicycles, and pedestrians. The combined *HCT System Plan* and *Multimodal Transportation Plan* both comprise the *Southwest Corridor Plan*. Because of the size of the geographic area and scope of issues to be addressed, the *Southwest Corridor Plan* is a broadly comprehensive and coordinated multi-agency planning effort.

HCT Planning - A Different Approach

HCT refers to transit service that typically makes fewer stops, travels at higher speeds, and carries more people than local transit service, such as the bus lines that currently serve Tigard. Common examples of this type of transit include heavy rail (metro), light rail, commuter rail, rapid streetcar, and bus rapid transit. HCT is most effective when operating in an exclusive right-of-way with full grade-separation, but can also be operated semi-exclusively in a separated guideway (along a parallel roadway and/or with at-grade crossings) or non-exclusively along a transit mall (with buses) or shared guideway with freight traffic (in the case of commuter rail). In the interest of maintaining system reliability, HCT is not designed to operate in mixed traffic with non-transit ehicles.

FIGURE 2. Southwest Corridor Planning Efforts

The traditional approach of planning for transit service has been to identify an alignment based on engineering, right-of-way availability, station spacing, and other fairly objective criteria. The past assumption was that transit-supportive land uses would develop around the stations. Experience has shown that this isn't always the case. Not all station locations have the potential to develop the economic activity, quality of life amenities, employment and residential densities to support HCT. Furthermore, the *Southwest Corridor Plan* recognizes that HCT stations are not always compatible with some types of existing neighborhoods.

The *Southwest Corridor Plan* is taking a different approach. It is relying on local jurisdictions to plan for the station communities first. The preferred location of station communities, as well as local community values and aspirations, will be a major factor in planning for the type and alignment of future HCT. Successful station communities must be easily accessed by the greatest number of potential passengers. This means they should be vibrant, mixed-use residential and employment areas that are conveniently accessible by

cars, bikes, pedestrians and other types of connecting transit service.

Community Values and Aspirations

Development of the *Tigard HCT Land Use Plan* started in late 2010 with formation of a Citizens Advisory Committee (CAC). The project also engaged a broader spectrum of Tigard residents, civic and business leaders to envision how HCT and other transportation and land-use investments could enhance Tigard's prosperity and overall quality of life. Community engagement took place in a number of ways including individual interviews; public design workshops; information gathering at community events; through the project's website, and a public open house in September 2011.

Through this process the following themes emerged:

- Many things are working right in Tigard and people want to preserve them, like the quality of life in existing residential neighborhoods.
- People want to live in a community where they feel safe getting around on foot, by bike, on transit and in cars.
- Some of Tigard's busiest roads (OR 99W-Pacific High ay, OR 217, Interstate 5, Scholls Ferry Road) are valued for the mobility they provide but are also viewed as having livability impacts.
- People want nearby business areas that have a sense of identity and can draw in visitors as desirable destinations.
- People want easier access to local businesses, services and restaurants.
- There is a need for public transportation improvements in all areas of the community, not just along OR 99W-Pacific High ay.

Mobility, Prosperity and Choice

The station community concepts presented in this report reflect the ab ve themes and other expressed community values. The proposals have been developed to enhance community mobility including the ability to easily and safely travel by car, bus, bicycle, or on foot. The land use concepts also are intended to promote prosperity by creating focus areas for business activity and job creation.

Prosperity is created by the market responding to transportation and infrastructure investments and producing highly livable and accessible areas where people can choose to work, live and play. People want choice, such as opportunities to live in different types of housing based on personal needs, to do business and work in vibrant livable communities and the ability to travel by a variety of modes depending on preference and need.

Planning for Growth and Change

The Portland metropolitan region is expected to be home to an additional million people by 2035. In Tigard, this means about 35% more households. It is expected that there will be an even greater increase in the number of jobs in the city. While this may be hard to imagine, it is on track with Tigard's growth rate over the past 20 years.

WHAT IS High Capacity Transit (HCT)?

Put simply, it is more reliable, faster, and carries more people than traditional bus service.

HCT vehicles make fewer stops, travel at higher speeds, have more frequent service and carry more people than local service transit such as typical bus lines. HCT operates in exclusive, semi-exclusive or non-exclusive right-of-way and includes options such as heavy rail (metro), light rail, commuter rail, rapid streetcar and bus rapid transit.

No issue better illustrates the consequences of population and job growth than traffic con estion. This issue has, for several years, been the primary concern of Tigard residents as expressed in several annual community surveys. Expected growth will place further demands on already congested roads and highways; adding time to daily auto commutes and increasing freight costs of nearly all consumer goods. Some increased traffic demand can be met through road improvements. However the built environment coupled with natural barriers makes these projects much more costly than in years past.

Roads and highways will continue to be the main elements of the region's transportation system and private automobiles will likely remain the predominant form of travel. However, because it is not possible to build road capacity to the extent needed to accommodate growth, it is important to consider land-use and transportation policies and investments that provide mobility, prosperity and choice opportunities for existing and future residents. This is the intent of the *Tigard HCT Land Use Plan* - to serve as the city's guide for implementation of an integrated transportation and land use plan that supports the quality of life and prosperity of Tigard's residents and businesses.

REPORT ORGANIZATION

The *Tigard HCT Land Use Plan* is comprised of three volumes.

Volume 1 presents the actual potential station community concepts that will be of interest to most readers. This volume is presented in three chapters.

This introductory chapter provides context for the *HCT Land Use Plan* and the approach. It outlines some of the reasons for doing this plan, the "land use first" approach to HCT planning, key themes heard from the community, and the next steps in the process.

Chapter 2 (Station Community Concepts) contains most of the substance of the Plan. It briefly describes the selection and development of seven potential station communities and then illustrates the resulting concepts and a high level evaluation of their implementation readiness.

Chapter 3 (Policy Analysis Summary) summarizes an evaluation of relevant policies, including consistency with Tigard's *Comprehensive Plan*. It also identifies regional and state policies that need to be addressed and that could also present opportunities to support Tigard goals.

Volumes 2 and 3 both provide background materials that were used to prepare the concept plan. They do not reflect policy guidance or plan recommendation .

Volume 2 is a collection of technical reports that were prepared by the project team and used to develop the concepts. This volume includes a report of the stakeholder interviews, a summary report of the existing conditions analysis, and the memos summarizing the Tigard Typology and the concept alternatives.

Volume 3 contains the detailed project notes documenting the process, including the consultant's detailed policy evaluation, notes from community meetings, the focus area screening analysis, and technical memoranda from the existing conditions analysis.

2 STATION COMMUNITY CONCEPTS

Tigard's *HCT Land Use Plan* is part of an effort to balance the interests and benefits o community planning and transportation investments. Traditional planning for HCT service has focused on potential transit ridership and travel times. The *Southwest Corridor Plan* represents a new approach: Local community aspirations should shape the route of high capacity transit. Before any potential transit alignments are drawn on maps, communities are asked to decide on the locations that are the best fit as potential station communities. Leading with land use planning enhances local control in shaping the look of station communities and can leverage other investments, such as bicycle and pedestrian access improvements, to support the transit investment.

The *Tigard HCT Land Use Plan* was developed with an extensive public engagement process that began with over 45 stakeholder interviews and the appointment of a CAC by the City Council. A Technical Advisory Committee (TAC) made up of staff from neighboring and partner agencies provided input on technical considerations and feasibility of the concepts. The CAC and TAC met fi e times over the course of the project, providing direction to the consultant team at each critical milestone of concept planning. Other key elements of the public engagement activities are described below. See Table 1 for a summary of these activities. The major milestones are summarized in technical memoranda, which are provided in Volume 2 of this report.

TABLE 1. SUMMARY OF KEY PUBLIC INVOLVEMENT ACTIVITIES

ACTIVITY	DATE(S)
HCT LAND USE PLAN: STAKEHOLDER INTERVIEWS	November 2010 - February 2011
HCT LAND USE PLAN: DESIGN WORKSHOP	May 25, 2011
HCT LAND USE PLAN: CITIZENS ADVISORY COMMITTEE MEETINGS	January 5, 2011 March 2, 2011 August 3, 2011 September 7, 2011 November 2, 2011
PROJECT WEBSITE	Continuous
HCT LAND USE PLAN: OPEN HOUSE	September 28, 2011
DISCUSSION GROUPS	August 2011
CITYSCAPE ARTICLES (8 ISSUES)	January 2011 - April 2012
COMMUNITY EVENTS	Summer/Fall 2011
PROJECT NEWSLETTERS	February 2011 June 2011 July 2011 September 2011 November 2011
OUTREACH TO COMMUNITY GROUPS (CPOS, SUMMERFIELD)	Fall 2011
KING CITY COUNCIL AND TUALATIN PLANNING ADVISORY COMMITTEE PRESENTATIONS	October 2011

DEVELOPING THE CONCEPTS

This section describes the preferred concepts for seven potential station communities in Tigard. The concepts are a high-level representation of neighborhoods that community members said that they would like to see in Tigard. The process for developing these concepts included these key steps:

1. The project team used several technical screening criteria to select seven locations as potential station community locations.

2. A set of station community "types" – the Tigard Typology – was developed to help classify the basic urban design and land use characteristics for station communities.

3. Two public design sessions were held, giving citizens an opportunity to develop alternative concepts for each of the seven potential station community locations.

4. The concept alternatives were reviewed and a preferred concept for each location was developed.

These steps are described in more detail below.

Selecting the Candidate Locations

Seven potential station area communities in the city were selected using a high-level screening analysis. They were selected based on current community assets, such as urban form, amenities, bicycle and pedestrian connectivity, development potential and transit ridership indicators.

> "The Tigard Typology helps tell a story about a range of neighborhood types that might support HCT in Tigard."

Each of these potential candidate station communities represents options for potential HCT routes. Not all of these candidate station communities will be developed as station communities or with station platforms. Potential HCT routes and station locations will be identified, analyzed and na rowed through the Transit AA of the *Southwest Corridor Plan*.

The Tigard Typology

Typology is a term that planners use to describe general land use characteristics of a transit station area. The typology classifies the urban design and land use characteristics of community "types", including the primary land use or mix of land uses (for example, employment, residential, civic) and measurable characteristics such as persons per acre, jobs per household, floor area rati , etc. It also describes more qualitative characteristics that cannot always be measured, generally described as a "sense of place." It should be noted that even within one specific Station Community Type, there can be a wide range of characteristics, both qualitative and quantitative (see Table 2).

The project team began by interviewing more than 45 people representing a broad cross-section of the community (see Stakeholder Interviews Report). Participants were asked to describe the kinds of neighborhoods and places they think would best fit Tigard in the future. Community members talked about the characteristics of places they enjoy and discussed their priorities related to transportation and community planning. Some common themes emerged from these conversations, including the desire for:

- Comfortable, easy walking conditions;
- Access to open spaces;
- Existing neighborhoods well-connected to businesses and retail;
- A stronger downtown;
- Improved transit to all parts of city;
- Greater destinations, including open spaces and recreation;

TABLE 2. Comparison of Station Community Types

	TOWN CENTER/ MAIN STREET	EMPLOYMENT/ RETAIL	TRANSIT CORRIDOR	TRANSIT NEIGHBORHOOD
LAND USE FOCUS	Specialty retail, office, dining, medium to high-density housing.	An employment and regional shopping destination.	Shopping, dining and residential.	Primarily residential.
CHARACTER AND LAYOUT	**The area has an urban village feel.** Within one half mile around the station is a mix of housing, retail, services, civic uses and office. Open spaces and businesses combine to create vibrant streets. Apartments or condominiums occupy the upper levels of some buildings. Moving away from the station, there may be townhouses with ground floor office and home-based businesses. The edges of the station area are predominantly residential, blending into the surrounding neighborhoods.	**A moderately to intensely populated station area with a land use emphasis on employment and retail activities.** Other possibilities include civic buildings and colleges. This central employment/ retail core is surrounded by medium to high density multi-story housing in the form of townhouses and apartment buildings. This creates opportunities to live and work in close proximity.	**A suburban residential feel mixed with commercial uses closer to the transit corridor**. Housing is in the form of townhouses and detached houses with apartments located in clusters near the corridor. The area also has moderately scaled office employment, shopping and dining located near the station.	**Moderately populated with a residential feel.** Housing in the district is mainly single-dwelling residential with some multi-dwelling housing mixed in. There are limited commercial uses which take the form of small-scale retail or office. More significant clusters of retail and restaurants are within walking and biking distance.
SIMILAR PLACES	Lake Oswego/First Addition, downtown Milwaukie and downtown Vancouver	Bridgeport Village, Tanasbourne, and Lloyd/ Irvington	Hillsdale, Orenco and Lake Grove	Laurelhurst, Ladd's Addition/ Hawthorne, Summerfield, and Sellwood/Westmoreland
BUILDING HEIGHTS	1 - 10 stories	1 - 20 stories	1 - 5 stories	1 - 3 stories
FLOOR AREA RATIO RANGE	0.5 - 1.5	0.24 - 0.42	0.2 - 0.6	0.2 - 0.8
UNITS PER ACRE RANGE	20 - 28	6 - 10	8 - 12	8 - 16
EMPLOYEES PER ACRE	20 - 60	35 - 65	5 - 25	3 - 7

- Context-sensitive parking solutions that use land efficiently; an
- Reduced barriers for people to walk, bike, and take transit.

Based on these common themes, and with direction from the CAC, TAC, and other public input, the project consultant developed a series of neighborhood "types" that are specific to Ti ard. Four distinct neighborhood types were created to describe the different character of each of the station communities:

Town Center/Main Street: Urban village character, with mix of medium-to-high density housing, ground-floor retail, se vices, civic uses and offices within ½ mile of a transit station. As one travels further away from the station, intensity and building heights decrease as the area transitions to surrounding residential neighborhoods.

Employment/Retail: Focuses on large-scale commercial and office de elopment with interspersed institutional uses, surrounded by medium-to-high density residential development. It may also take the form of flexible space office parks with some ligh industrial manufacturing.

(continued on Page 17)

Apartments or condominiums occupy the upper level of some buildings. Moving away from the station, there may be townhouses with ground-floor office and home-based businesses.

The area is served by pedestrian-friendly streetscapes based on an urban-style grid network and narrow streets.

TOWN CENTER/ MAIN STREET

▸ *Specialty Retail* ▸ *Office* ▸ *Dining*
▸ *Medium- to High-Density Residential*

Open spaces and businesses combine to create vibrant streets.

The area within one half-mile of the high-capacity transit station is a mix of housing, retail, services, civic uses and office.

Open space is easily accessible and serves to help define the station community. Groves of mature native trees have been preserved within office complexes and on the edges of the residential neighborhood.

Even when there are large blocks in the office and shopping areas, walking routes are direct, attractive and safe.

EMPLOYMENT/RETAIL

▸ *Employment* ▸ *Regional Shopping*

A moderately to intensely populated station area with a land use emphasis on employment and retail activities.

The district is considered an 18-hour activity center, with a majority of daytime activity in the form of office jobs and shopping.

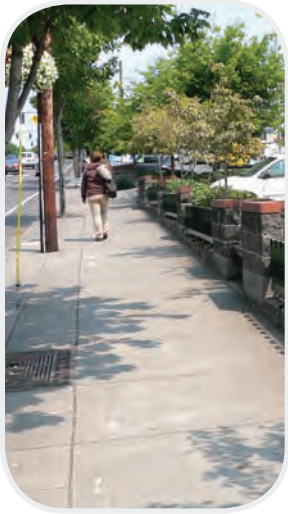
A suburban residential feel mixed with commercial uses closer to the transit corridor. Housing is in the form of townhouses ad detached houses with apartments located in clusters near the corridor.

A 14-hour activity center, with a majority of daytime uses in the form of restaurants, cafes, and retail.

TRANSIT CORRIDOR

▸ *Shopping* ▸ *Dining* ▸ *Residential*

Schools and a range of personal and professional services are found here.



The area has a complete sidewalk network.

Moderately populated with a residential feel. Housing in the district is mainly single-dwelling residential with some multi-dwelling housing mixed in.

Residents enjoy nearby recreational paths, parks and open space, and access to community gardens.

TRANSIT NEIGHBORHOOD

▸ ***Primarily Residential***

The area has community destinations, civic uses, and planned events. Art and public realm design creates a strong feeling of community identity.

There are limited commercial uses which take the form of small-scale retail or office. More significant clusters of retail and restaurants are within walking and biking distance.

(continued from Page 12)

Transit Corridor: Medium-density residential development mixed with medium-scale intensity offic , retail and service commercial uses closer to the transit corridor. Likely situated in suburban, auto-oriented settings.

Transit Neighborhood: Low-to-medium density, residential in character, with predominately single-family housing (and occasional multi-family dwellings). Limited small-scale retail and office commercial, intended to primarily serve the immediate community.

The four Station Community types respond to Tigard's specific eography, land use and transportation patterns. They also respond to the *Tigard Comprehensive Plan* goals, policies and action measures that are supportive of high capacity transit.

Creating Concept Alternatives

Three alternative concepts were developed for each potential station location. Two were developed at public design workshops held at the Tigard Public Library in May 2011. The design workshops were open to the public. Around 35 people participated in each workshop, with representation from the CAC and TAC and the broader community. Participants, supported by urban design and planning professionals, applied the Tigard Typology to the areas identified as potential station locations. New transportation connections, pedestrian crossings, and parks were also identified. These design sessions resulted in two alternative station community concepts for each area. The consultant team also created separate concepts independently. Some of the themes that emerged during the design workshops include:

- Attention was drawn to the barriers that make such connections challenging, including OR 99W-Pacific High ay, OR 217, I-5, Scholls Ferry Road, Fanno Creek, other sensitive lands, steep slopes and railroads.
- Increasing activity/density depends on getting the right connections between what's already there, as well as offering alternative routes parallel to and across OR 99W-Pacific High ay.
- Mixed-use (re)development was favored for existing large sites (Washington Square south, north of Bridgeport Village, etc.) and Downtown. Transit Neighborhood was suggested as transitional moderate-density housing (affordable dwelling units, duplexes) around new Town Centers, Employment Centers, and Corridors.
- Participants aimed to preserve the character of established residential neighborhoods.

The Preferred Concepts

The concept alternatives were presented to the CAC and the TAC. Based on direction from the CAC and TAC, the project team developed and refined a preferred alternative for each potential station community that featured a blend of the multiple alternatives, incorporating the strongest elements of each together in a way that best realizes the preferences from the stakeholder interviews and the city's long-term goals. These were presented at a public open house in September 2011. Major themes arising from open house comments include:

- Congestion on OR 99W-Pacific Highway makes crossing difficult for pedestrian, bicyclist , and motorists and adversely impacts businesses.
- Improvements in public transit are needed in all areas, not just along the OR 99W-Pacific Highway corridor.
- Existing residential neighborhoods need to be preserved and supported.
- Natural areas are vital and more are needed.
- Communities need to accommodate the needs of retired people.

Public comment from the open house was used to further refine the station com unity concepts during CAC and TAC meetings held in October and November. The preferred station community concepts are presented in this report.

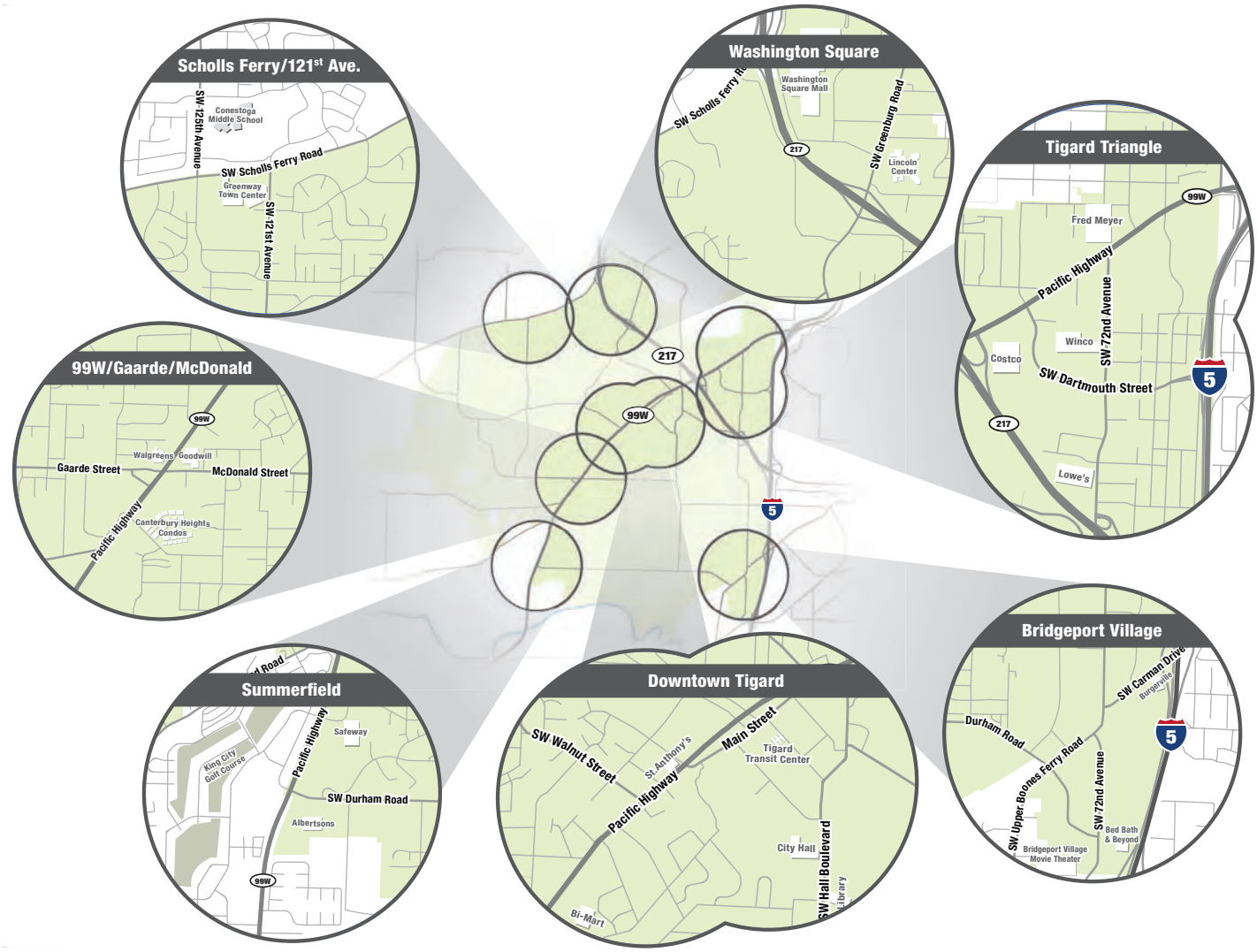


FIGURE 3. **KEY MAP OF STATION COMMUNITY LOCATIONS WITHIN CITY OF TIGARD**

PREFERRED CONCEPTS FOR THE POTENTIAL STATION COMMUNITIES

The community concepts presented in this section represent the final product of the year-long community process described above. Each concept shows a mix of neighborhood types using the Tigard Typology, center of activity, general community character, and a vision for how people could get around in a car, on foot and bike, and using transit. The concept maps are illustrative and could reflect a range of potential implementation phases or intensities. In some instances policy actions such as zoning changes or transportation projects would be required to allow the level of activity and land use called for in the concepts. A summary of key issues or opportunities is provided along with each concept map.

While concepts were created for each of the seven potential station communities, not all seven will be implemented. Station communities will be selected during future regional planning, including the Transit AA and subsequent federal environmental review; the concepts developed by this plan will inform that process. However, each of the concepts has its own value and could be implemented without the presence of high capacity transit to help Tigard meet its growth and development goals. Station community concepts are shown for each of the following seven locations (see Figure 3):

Downtown Tigard

The Downtown concept is very consistent with current conditions and already adopted plans and policies for Downtown. This area is already designated as a Town Center in Metro's *2040 Growth Concept Plan*. Major assets include the Tigard Transit Center and the Westside Express Service (WES) commuter rail station. Projects already planned or underway, such as the Main Street Green Street project and *Downtown Circulation and Connectivity Plan*, would advance the preferred concept.

Tigard Triangle

Among all of the areas, the Triangle reflects some of the greatest opportunity for a station community, as well as some significant hallenges. There is opportunity for an efficient rid pattern on the east side of 72nd Avenue, though the large format retail to the west of 72nd Avenue is expected to remain within this planning horizon. Policy changes to current design standards and the regional employment area designation would be needed to allow the types of development that are illustrated in the concept. Extension of the 2040 Town Center boundary is consistent with this concept.

Washington Square

Washington Square is a designated Regional Center, making it a relatively high priority for regional planning and investment. A master plan was adopted by the City of Tigard in 2000; however, several elements of the plan have not been fully implemented and should be revisited to consider consistency with the station community concept in this report. This location would also require considerable coordination with Beaverton and Washington County, given their interests in adjacent areas. Access and capacity issues on the state and county roadways would also need to be addressed.

Scholls Ferry/121st

The concept for this location reflects only minor changes. The existing commercial areas would retain their current character, but with added emphasis on the pedestrian environment. This location is nearly evenly divided between Beaverton and Tigard, and bisected by a county road, Scholls Ferry Road. As such, interagency coordination and agreement would be required to achieve the proposed concept.

99W/Gaarde-McDonald

This location is located within and adjacent to the designated 2040 Corridor along OR 99W-Pacific Highway. The concept for this potential station community would change the mix and intensity of land uses along OR 99W-Pacific High ay. The concept calls for opportunities for residential development in areas that are currently limited to commercial development.

99W/Durham

This potential station community location is a designated 2040 Town Center and currently has many characteristics that support transit service, including well-connected streets, a relatively complete sidewalk system, retail and service opportunities nearby. This potential station community has significant po tions in King City and unincorporated Washington County, which would require coordination among jurisdictions for mutually supportive and complementary policies and standards.

Upper Bridgeport Village

The majority of this station community would retain its current land uses, with regional employment covering most of the area within the city of Tigard. The concept creates a Town Center at 72nd Avenue and Upper Boones Ferry Road, which would provide retail shops and housing for the people who work in this area. The railroad tracks to the west and I-5 to the east create barriers for multimodal access into and out of this area.

DOWNTOWN TIGARD

Metro 2040 TOWN CENTER

CONCEPT OVERVIEW

Neighborhood Character

The concept reinforces the existing mix of small-scale neighborhood retail along Main Street and builds on the potential for substantial redevelopment adjacent to the downtown core. The rest of Downtown Tigard includes more auto-oriented strip retail along OR 99W-Pacific Highway and Hall Boulevard, legacy industrial uses to the east along Hunziker Road and other low-intensity commercial parcels on Burnham and Commercial Streets. The established single-family residential area is not expected to see much change under this concept.

Development Feasibility

Downtown Tigard is a high priority area for the city and as an Urban Renewal district is expected to receive significant investment in the coming years. While Downtown Tigard is likely to see smaller uses and lower employment density than Washington Square or Tigard Triangle, there is greater likelihood of denser midrise (2-3 stories) residential development. The rest of Downtown Tigard includes larger parcels that may be redeveloped in the medium- to long-term. There is also significant city-owned land in the vicinity of City Hall. Common development forms in these areas will continue to be 1-2 stories industrial and commercial, with the possibility for mixed-use.

Plan and Policy Consistency

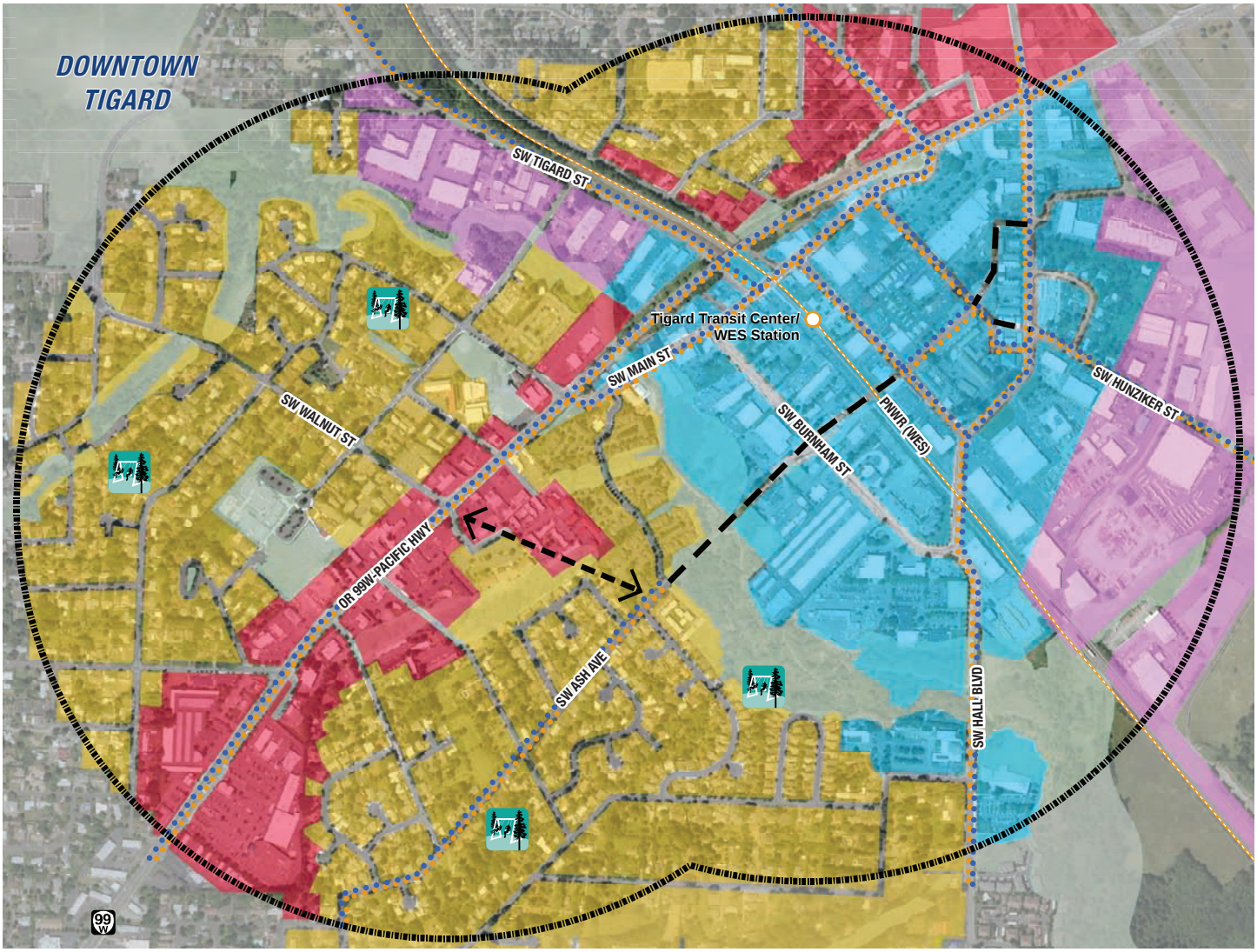
Downtown Tigard is a Metro-designated Town Center, has an adopted downtown plan and urban renewal plan and the concept is consistent with these policies. The zoning and development standards in place for Downtown Tigard are able to support the envisioned concept of dense, mixed-use development. Development standards include ensuring active ground-floor uses, providing robust street connectivity, and orienting buildings towards the street, which promote the vision described in the concept. However, off-street parking policies would need to be strengthened, especially the focus areas closest to the Tigard Transit Center.

Transportation Access

The focal point of Downtown Tigard (near Main Street, Fanno Creek and City Hall) features low-traffic streets that are reasonably comfortable for walking and cycling. Fanno Creek Trail provides key connections from surrounding neighborhoods, east and west. The close proximity of Downtown Tigard to OR 99W-Pacific Highway, and the location of the Tigard Transit Center, provides a high level of regional access to this location, making the area desirable for some types of development. However, OR 99W-Pacific Highway poses barriers to all travel modes, especially pedestrians and bicycles, and would need to be addressed, particularly in the western portion of the concept.

Infrastructure Investment

The Downtown Tigard concept would include a relatively high cost of infrastructure due to a proposed crossing of OR 217, linking Tigard Triangle with the central business district, as well as an extension of Ash Avenue across Fanno Creek and the Portland and Western Railroad (PNWR) line. In addition, four park or open space facilities are conceptualized within this station community concept.



Station Typology

Proposed Station Types

- Town Center/ Main Street
- Employment/ Retail
- Transit Corridor
- Transit Neighborhood

Proposed Connections
(New and Improved)

- Local Multimodal Street
- Bike/Ped Route

Proposed Amenities (Not Located)

- Conceptual Park/ Open Space Facilities
- Conceptual Bike/Ped Amenities

- Commuter Rail
- Railroads
- Rivers and Water Bodies
- Study Area Boundary
- Parks, Open Space and Natural Resources

0 1,000 2,000 Feet

CONCEPT PLAN

Activity Center

Main Street would be the center of intensity for this potential station community. Main Street and the immediate vicinity would be characterized by a pedestrian-scale environment that complements current retail uses, increases employment opportunities and integrates well with the neighborhood.

Community Character

The preferred concept for Downtown Tigard generally retains the current mix and location of land uses, while envisioning additional opportunities for offices and more flexible housing options. Main Street is expected to remain commercial in character, but increased office employment is indicated along OR 99W-Pacific Highway and Hall Boulevard. The open space system of Fanno Creek Park would be enhanced.

Getting Around

Given the heavy demand for traffic flow on OR 99W-Pacific Highway and Hall Boulevard, the major transportation improvements for Downtown Tigard are focused on improving opportunities for local circulation. This includes smaller block sizes serving automobiles, pedestrians and bicycles, and improvements to existing informal or incomplete connections, such as the Fanno Creek Trail.

TIGARD TRIANGLE

Metro 2040 TOWN CENTER

CONCEPT OVERVIEW

Neighborhood Character

The concept generally reflects the current layout of the area, with most of the transitional redevelopment focused east of 72nd Avenue. The single-family neighborhood northwest of OR 99W-Pacific Highway, commercial uses along the highway, and large format retail properties west of 72nd Avenue are not expected to see significant changes in character. The most significant transition with this concept would be an increase in small format retail, restaurants, and housing as a complement to the current employment center, especially in the east part of the Triangle. The area east of 72nd has the basic framework of a local street grid, which would be completed to help support a pedestrian oriented, mixed-use main street environment along 68th or 69th Avenues.

Development Feasibility

Tigard Triangle is an attractive area for employment and retail due to its excellent transportation access. There is a strong demand for these uses in the future and a significant amount of vacant and underutilized land in the area. Development patterns are expected to include 5 to 6 story midrise office development, 2 to 3 story residential development and single story retail in areas adjacent to OR 99W-Pacific Highway. The challenges would be to increase the intensity of these uses while addressing state and local transportation policies and determining the best use of public dollars to focus the development pattern in a manner that complements downtown.

Plan and Policy Consistency

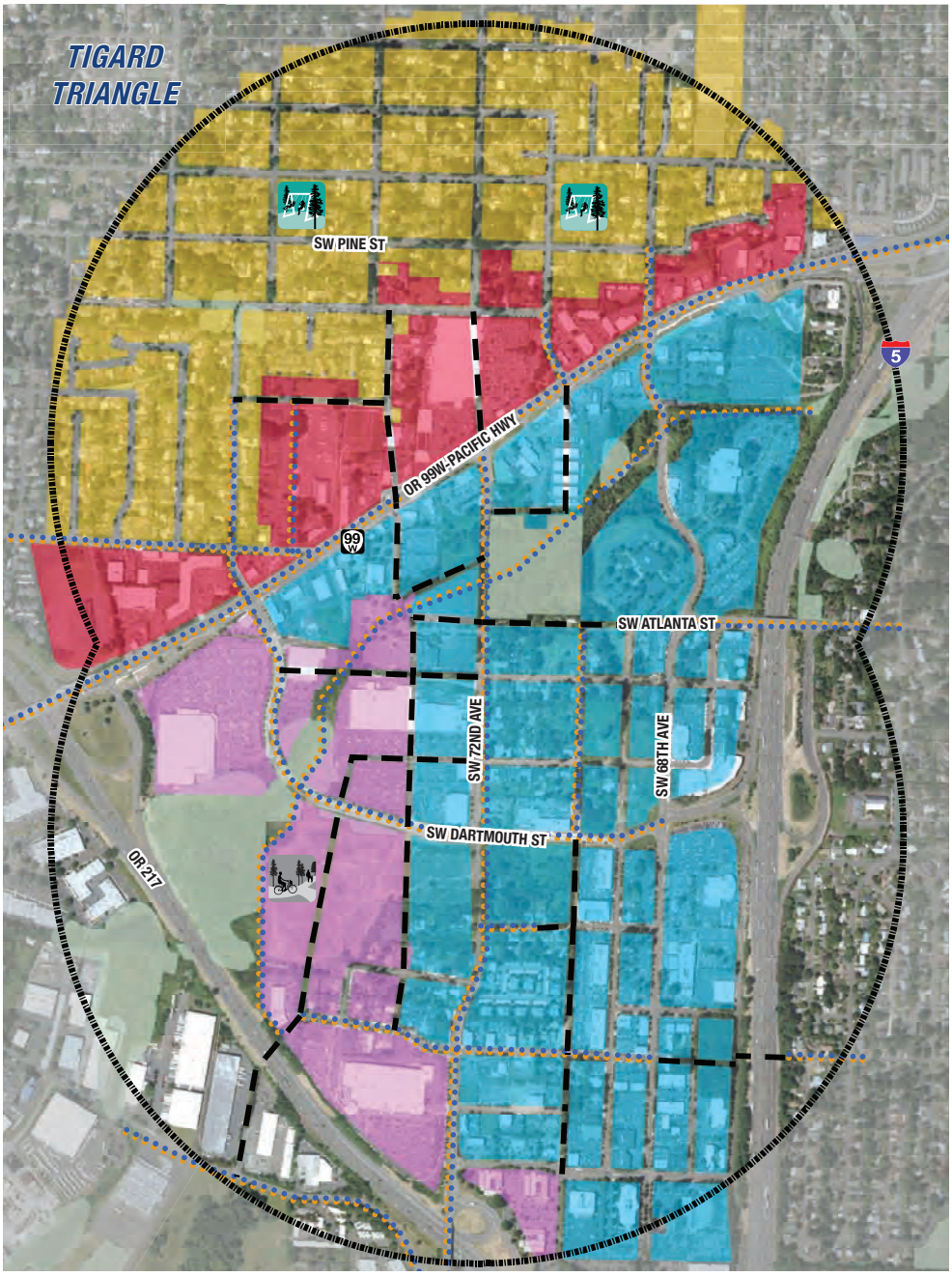
In general, the current comprehensive plan and underlying zoning allows the types of land uses shown in this concept; however, the Tigard Development Code (TDC) limits development to 0.40 floor area ration (FAR), which effectively precludes some of the densities shown in the concept. In addition, some changes would be required along OR 99W-Pacific Highway. Issues associated with the state Transportation Planning Rule will need to be addressed in order to increase development potential. Coordination with the *Southwest Corridor Plan* will likely create the best opportunity to overcome these policy barriers. Finally, the city will need to adopt the Town Center boundary in coordination with ODOT and Metro.

Transportation Access

The three state highways that define the Tigard Triangle provide a high level of regional access to this location, which makes the area highly desirable for many types of development. At the same time, these highways pose significant barriers to all travel modes, especially pedestrians and bicycles. It would be necessary for future planning and development to balance the needs for additional motor vehicle and freight mobility with the needs for safe and efficient pedestrian and bicycle access. The right land use mix, design, and building orientation would likely be a part of creating walkability and efficient internal circulation. Transit coverage will need to be expanded to better serve the interior of the Triangle from other regional destinations.

Infrastructure Investment

The estimated cost of implementing the Triangle concept is expected to be high due to the planned crossing of OR 217 linking Downtown Tigard with the Triangle as well as a crossing of Interstate 5 at Beveland Street/Southwood Drive. In addition, the Triangle concept proposes several miles of new streets to complete the local grid system in the area around 72nd Avenue, as well as new parks and open spaces.



Station Typology

Proposed Station Types

- Town Center/ Main Street
- Employment/ Retail
- Transit Corridor
- Transit Neighborhood

Proposed Connections (New and Improved)

- Local Multimodal Street
- Bike/Ped Route

Proposed Amenities (Not Located)

- Conceptual Park/Open Space Facilities
- Conceptual Bike/Ped Amenities

- Commuter Rail
- Railroads
- Rivers and Water Bodies
- Study Area Boundary
- Parks, Open Space and Natural Resources

0 1,000 2,000 Feet

CONCEPT PLAN

Activity Center

The Tigard Triangle concept shows the center of intensity east of 72nd Avenue, building on the existing pattern of smaller blocks for a walkable, town center feel. This area would have a growing mix of retail, employment and residential activities.

Community Character

The Tigard Triangle Preferred Concept seeks to blend smaller-scale retail, restaurants and housing to complement the current employment center, especially in the northeast part of Tigard Triangle. Increased housing options would also be allowed northwest of OR 99W-Pacific Highway.

Getting Around

This potential station community is defined by some of the most highly traveled roads in the state, which can create major barriers for getting into and out of Tigard Triangle. Freeway crossings are expensive, so it's important that any new crossing meets multiple transportation needs. The concept includes a new multimodal facility crossing OR 217 to connect Tigard Triangle with Downtown Tigard.

WASHINGTON SQUARE

Metro 2040 REGIONAL CENTER

CONCEPT OVERVIEW

Neighborhood Character

With extensive retail and little housing in this area, there is substantial opportunity to change the character of the area to make it consistent with the concept and the adopted Regional Center Plan. The focus of the changes in the concept would be along Greenburg Road and the parking areas south of the mall, and on forming east-west connections to the existing Metzger neighborhood to the east. Additional retail is envisioned to take the form of a "main street". The mall, the office properties west of OR 217, and the neighborhood to the east of Greenburg Road are not expected to see significant changes in character, other than greater pedestrian and bicycle amenities and a multimodal network linking the mall to adjacent neighborhoods.

Development Feasibility

The Washington Square area is a significant retail and office commercial hub on both sides of OR 217. These uses are expected to thrive in the future, with 5-6 story midrise office development and ground-floor retail as well as single-story retail. Almost 7% of land area in the Washington Square station community (within Tigard) consists of "highly underutilized" creating redevelopment potential, especially at the southern end of the mall complex. However, significant public investment may be needed to develop multi-family housing in an area that has seen a lack of private investment to provide such uses.

Plan and Policy Consistency

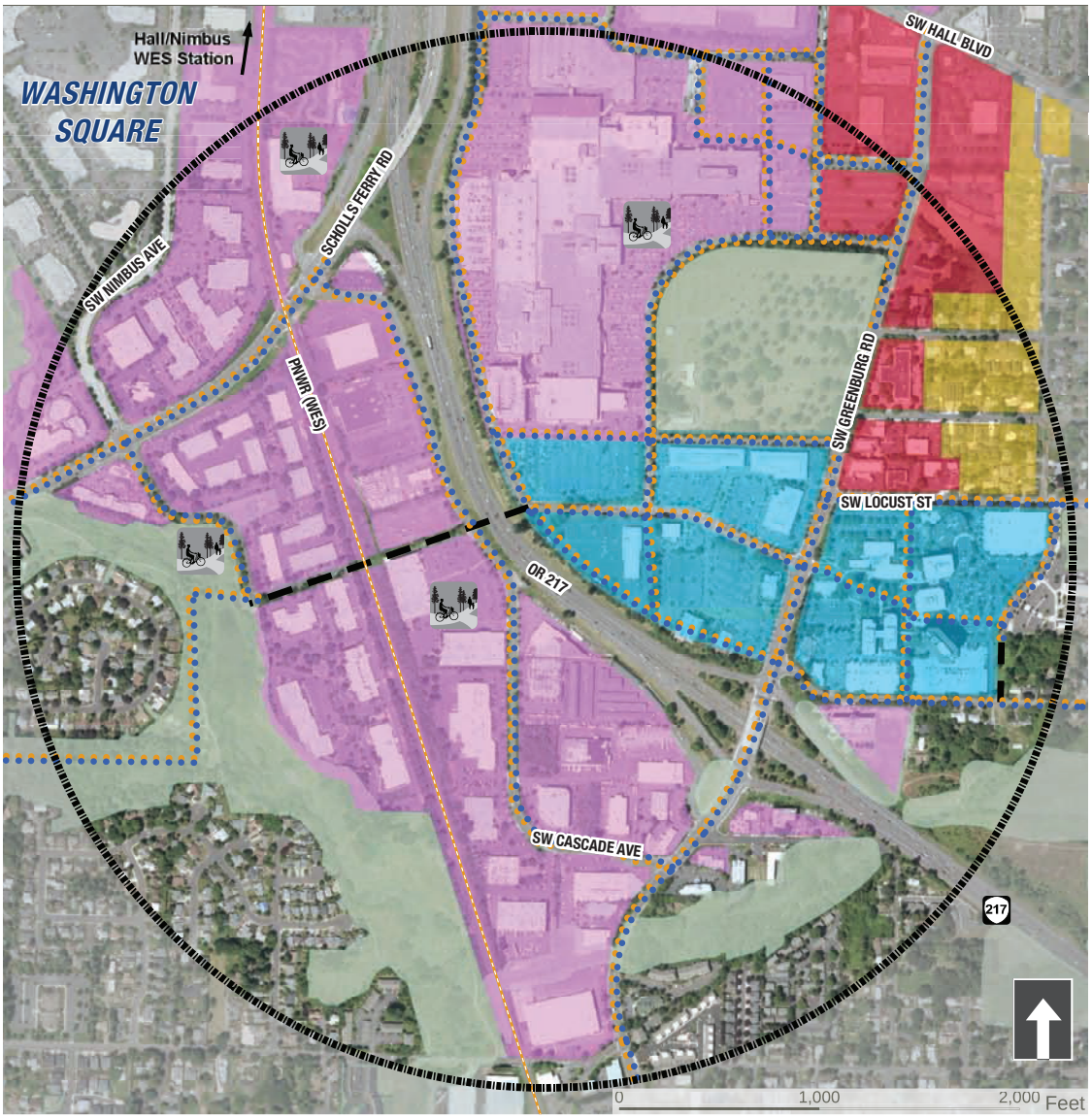
The concept is consistent with the policies in the Regional Center Plan, which are designed to foster compact, mixed-use development to support high capacity transit. Local plans have called for addressing the needs for greater multimodal connectivity, especially across OR 217, and for mixed-use residential development with neighborhood retail to help establish a sense of community at that location. Washington Square has design and development standards in place similar to downtown, which would work to support HCT.

Transportation Access

OR 217 provides efficient access to the area, which would help attract many different forms of redevelopment. Transit service is comprehensive, with the Washington Square Transit Center and the nearby WES station providing access to other parts of the region. Reflecting the auto-oriented uses of the area, existing pedestrian and bicycle access is in need of improvement, with OR 217 and Fanno Creek posing a major barrier to east-west travel. Internal circulation within the Washington Square complex would need to be addressed as planning goes forward to ensure that new development incorporates greater multimodal connectivity, while maintaining freight access.

Infrastructure Investment

The future vision for Washington Square includes a new multimodal overcrossing that bridges the divide between both sides of OR 217, while enhancing access to the shopping center from the Hall/Nimbus WES station and the Fanno Creek Trail. This improvement is expected to have a relatively high cost due to the necessary crossing of the PNWR line. There are also proposed improvements to connect the Fanno Creek Trail with the Scholls Ferry/121st station community.



CONCEPT PLAN

Station Typology

Proposed Station Types

Town Center/ Main Street
Employment/ Retail
Transit Corridor
Transit Neighborhood

Proposed Connections
(New and Improved)

- Local Multimodal Street
- Bike/Ped Route

Proposed Amenities
(Not Located)

- Conceptual Park/Open Space Facilities
- Conceptual Bike/Ped Amenities

- Commuter Rail
- Railroads
- Rivers and Water Bodies
- Study Area Boundary
- Parks, Open Space and Natural Resources

Activity Center

The preferred concept creates a pedestrian-friendly Town Center/Main Street on the east side of OR 217 at Greenburg Road, with a small-scale grid pattern for local circulation. The pedestrian scale and character would continue north on Greenburg Road, as a Transit Corridor, which would create a stronger pedestrian environment on this roadway and provide a transition from large commercial areas to the residential neighborhoods.

Community Character

The general location and type of land uses would not change significantly. However, the addition of the Town Center and Corridor types would support a more walkable area and opportunities to mix residential uses with existing and future commercial activity. The Transit Neighborhood type provides for varied housing types with better connections to the commercial area.

Getting Around

OR 217, Greenburg Road, Scholls Ferry Road and the railroad tracks present formidable barriers. A new multimodal crossing is envisioned over OR 217, which would provide a local connection from Nimbus Avenue to Locust Street. A complete network of sidewalks and improved bicycle access is also a priority.

SCHOLLS FERRY/121st

Metro 2040 CORRIDOR

CONCEPT OVERVIEW

Neighborhood Character

The concept leaves the character of this neighborhood intact with an emphasis on residential and with the existing shopping center serving as the hub of this potential station community. Some redevelopment could occur in the commercial area with the potential for mixed-use retail and high-density residential in buildings that would be oriented along the street. Scholls Ferry Road, as a major commuter thoroughfare, could be reimagined as a main street with a narrower cross-section and multiple midblock crossings to create a more inviting pedestrian experience. Single-family residential neighborhoods are not expected to see a change in character.

Development Feasibility

This area of Tigard is primarily single-family residential in character but could see a modest intensification of land uses at the Greenway Town Center location and other parcels directly adjacent to Scholls Ferry Road. The station community could complement the shopping mall and large-format commercial at nearby Washington Square with neighborhood-serving retail, but in a more compact urban form. Multi-family residential (2-3 story) may be possible in certain locations, as well as new commercial development.

Plan and Policy Consistency

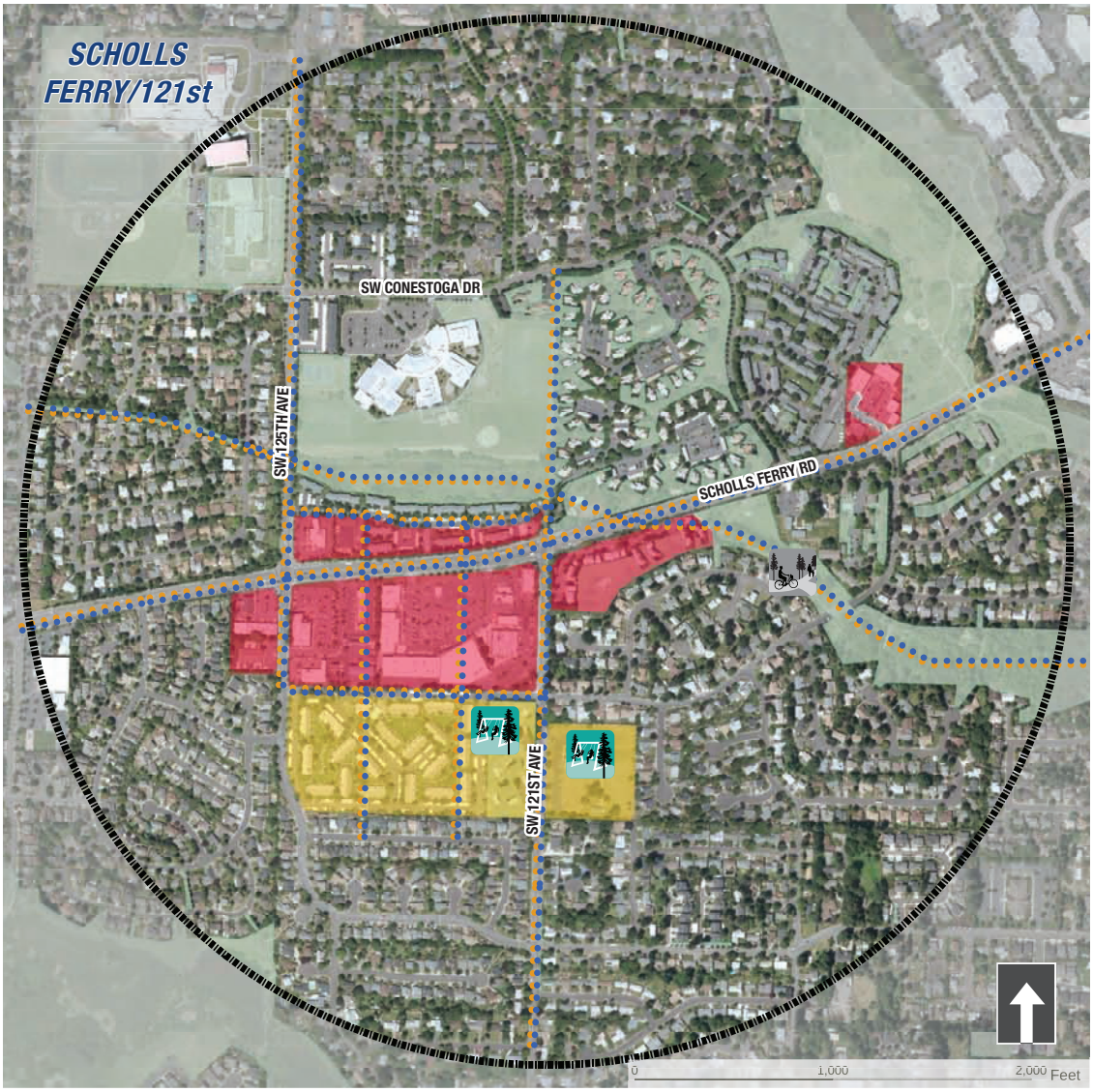
The level of support for the concept found in the comprehensive plan and local zoning is varied. Existing commercial zones along Scholls Ferry Road would not be entirely consistent with the concept. Proposed housing redevelopment would be suitable in existing high-density zones. Additional planning efforts would need to be undertaken at both the local and regional level to assess the market and regulatory viability of increasing development intensity and devise an action plan on the mechanisms and incentives to help achieve that growth. Tigard would need to collaborate with the City of Beaverton on future planning efforts.

Transportation Access

The level of multimodal access to this location is well-suited to high-density residential development with local-serving retail. Investments would need be to made to bolster transit coverage and improve the active transportation network in order to enhance the character of the neighborhood as a pedestrian-friendly, mixed-use center. A grid system of paths would help improve multimodal circulation.

Infrastructure Investment

Multi-use trail connections to the Fanno Creek Trail and other active transportation investment make up the bulk of planned improvements within the Scholls Ferry/121st concept plan, resulting in a relatively low cost for new infrastructure.



CONCEPT PLAN

Station Typology

Proposed Station Types

- Town Center/ Main Street
- Employment/ Retail
- Transit Corridor
- Transit Neighborhood

Proposed Connections
(New and Improved)

- Local Multimodal Street
- Bike/Ped Route

Proposed Amenities
(Not Located)

- Conceptual Park/Open Space Facilities
- Conceptual Bike/Ped Amenities

- Commuter Rail
- Railroads
- Rivers and Water Bodies
- Study Area Boundary
- Parks, Open Space and Natural Resources

Activity Center

Only minor changes were identified for this area, with an emphasis on improving the Scholls Ferry Road crossings. The center of intensity in this neighborhood remains in the existing commercial area between 121st and 125th Avenues.

Community Character

The existing commercial areas on Scholls Ferry Road are envisioned as the Transit Corridor type, reflecting its current character, but adding an emphasis on the pedestrian environment.

Getting Around

The priority for transportation investments in this area would be to improve crossing opportunities on Scholls Ferry Road and complete pedestrian networks on the local streets.

99W/GAARDE-MCDONALD

Metro 2040 CORRIDOR

CONCEPT OVERVIEW

Neighborhood Character

This location is emblematic of the suburban built form seen elsewhere along OR 99W-Pacific Highway. The concept seeks to revitalize the existing strip commercial centers with higher-density mixed-use, while maintaining the character of single-family neighborhoods situated just beyond the retail areas. Additional changes to the area would include the introduction of a bicycle/pedestrian path grid to serve the commercial development and midblock crossings along OR 99W-Pacific Highway to improve multimodal circulation and safety. Building and streetscape design along the corridor would focus on providing definition and a sense of enclosure to the street. In the interim, this would be achieved through surface parking screening and landscaping, and in the long term through re-orientation of buildings.

Development Feasibility

OR 99W-Pacific Highway is a thoroughfare of regional and statewide importance, providing significant visibility and traffic to support a variety of commercial uses. The older and/or underdeveloped properties would be best candidates for new transit-oriented development (TOD) in the form of horizontal mixed-use built along the street frontage, with parking behind buildings. Multifamily residential at 2-4 stories with the possibility of ground-floor retail, could be built alongside commercial properties.

Plan and Policy Consistency

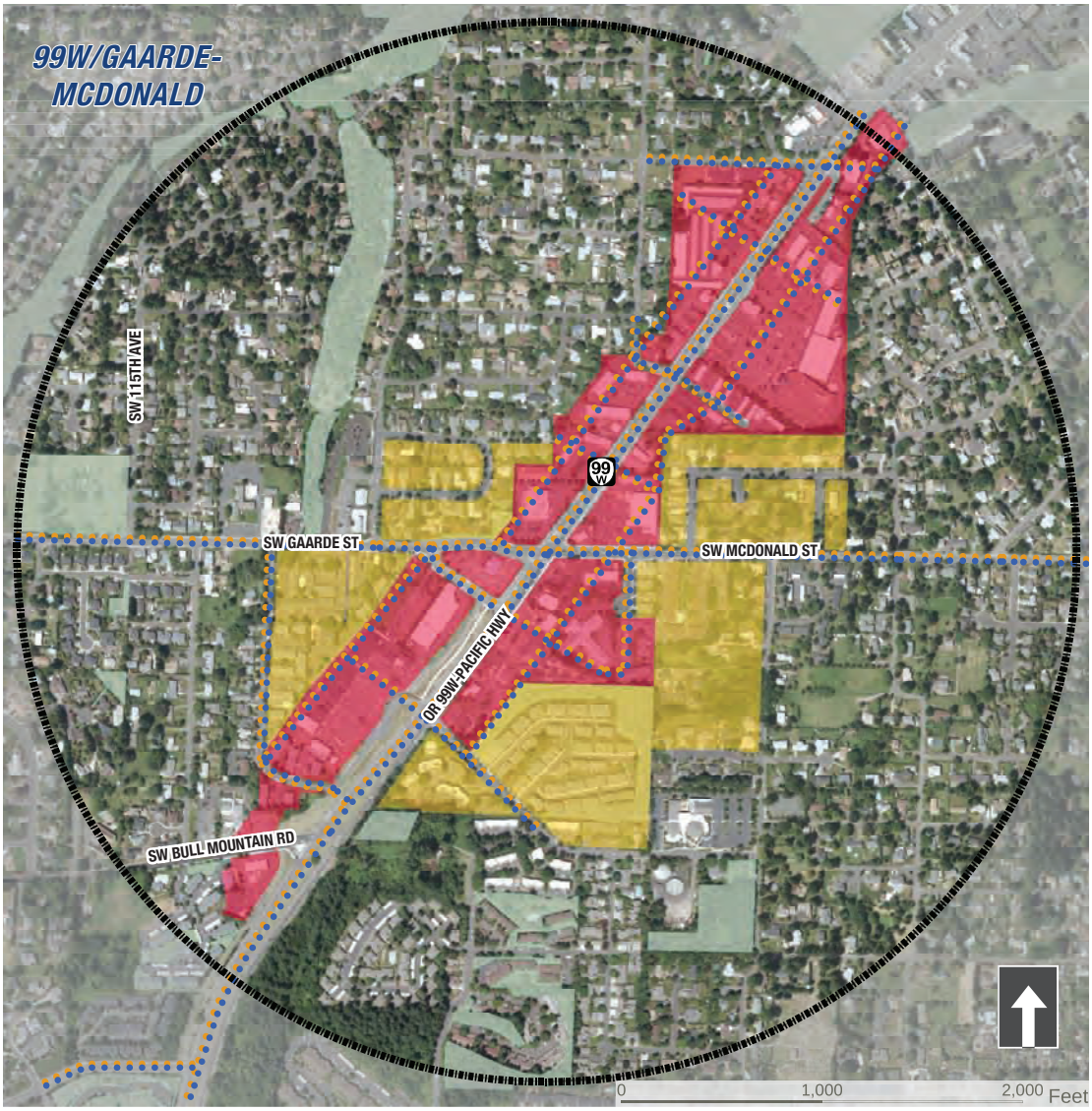
The 99W/Gaarde-McDonald concept would require significant local planning amendments to fully implement the concept. Design standards similar to downtown would need to be put in place to encourage development that fronts the street; new zoning that allows for a mix of residential and commercial uses would be necessary. Regional and statewide policies would need to be addressed to ensure that the area reaches its growth potential without excessive traffic impacts to OR 99W-Pacific Highway. A Station Community could be established as part of the *Southwest Corridor Plan*.

Transportation Access

The level of access to this area corresponds with the uses and built form of development that has occurred to date, and would continue to occur unless significant changes to the build environment are made. While OR 99W-Pacific Highway provides principal vehicle and freight access, its design makes traveling by foot or bike an inhospitable experience due to large cross-sections that encourage high speeds, the lack of street network connectivity and crosswalks, and substandard sidewalk infrastructure. A grid network of paths would be designed to improve multimodal connectivity. East-west transit coverage would also need to be improved to facilitate new regional connections.

Infrastructure Investment

The 99W/Gaarde-McDonald concept features bicycle/pedestrian improvements along, and just offset from, OR 99W-Pacific Highway in both directions to help improve mobility and circulation for these modes. New connections are also envisioned across the thoroughfare to provide access to commercial and mixed-use properties. The cost of these improvements should be low, relative to other station concepts.



CONCEPT PLAN

Station Typology

Proposed Station Types

Town Center/ Main Street
Employment/ Retail
Transit Corridor
Transit Neighborhood

Proposed Connections
(New and Improved)

Local Multimodal Street
Bike/Ped Route

Proposed Amenities
(Not Located)

Conceptual Park/Open Space Facilities
Conceptual Bike/Ped Amenities

Commuter Rail
Railroads
Rivers and Water Bodies
Study Area Boundary
Parks, Open Space and Natural Resources

Activity Center

The preferred concept for this potential station community has the highest intensity of activity along OR 99W-Pacific Highway, but with more connections between the commercial and residential areas.

Community Character

The preferred concept retains the existing commercial and residential uses. However, to increase employment opportunities, commercial uses would include more office space as a complement to the existing retail shops. Some modest increases in residential activity could be achieved primarily through allowing accessory dwelling units or duplexes.

Getting Around

The location is defined by two major roadways that simultaneously serve as major throughways while creating barriers to local access. Transportation investments will need to balance the needs of motorists and pedestrians in creating pedestrian crossings for both roadways and more direct connections between commercial and residential areas.

99W/DURHAM

Metro 2040 TOWN CENTER

CONCEPT OVERVIEW

Neighborhood Character

This area includes multiple retirement communities and shopping centers bisected by OR 99W-Pacific Highway. The concept would redevelop the shopping areas with more housing and a mix of uses to provide development that better supports HCT. Some of the residential areas could see higher densities, new parks and a more connected street grid, while much of the existing residential would maintain its existing character.

Development Feasibility

While single-story retail forms are likely to continue, the potential exists for cultivating a town center character at this location due to the fairly high density of nearby retirement communities. The depth of the existing commercial parcels provides development flexibility. The challenge would be promoting development that better supports high capacity transit in an area that is currently characterized by a high-speed highway and strip commercial. Multifamily residential of 2-4 stories with ground floor retail is suitable for much of the area.

Plan and Policy Consistency

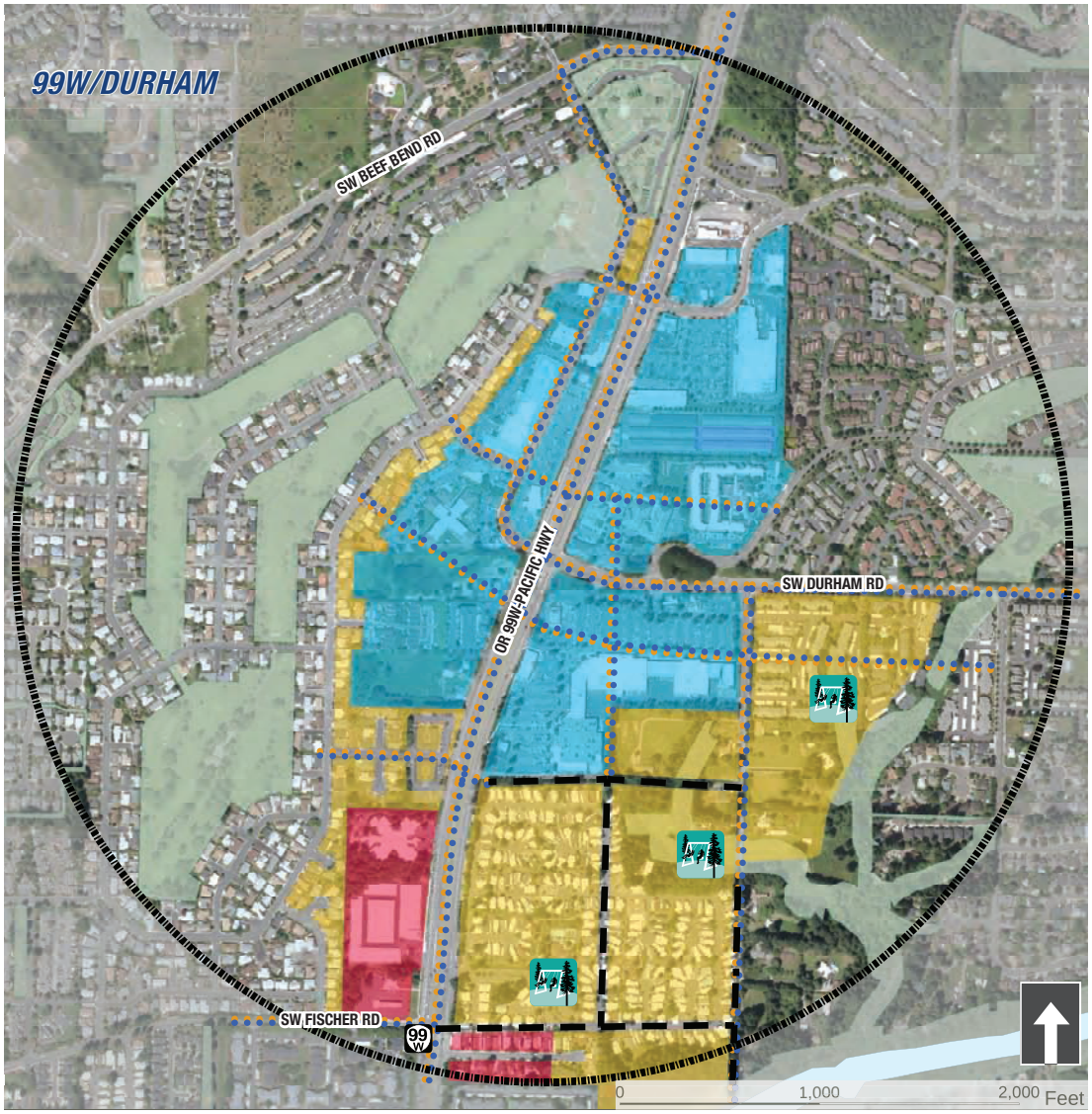
The local comprehensive plan and underlying zoning would need to be updated in order to fully implement the concept, including provisions for mixed-use, higher-density uses compared to what is in place currently. Tigard and King City would need to work together to establish a Town Center boundary (which has been conceptualized in the *Metro 2040 Growth Concept* but not locally planned or adopted), and collaborate on a local land use or station area plan to advance a vision on how the neighborhood could develop. These plans would need to address statewide transportation policies to ensure that traffic impacts to OR 99W-Pacific Highway are mitigated.

Transportation Access

While OR 99W-Pacific Highway provides principal vehicle and freight access, its design makes traveling by foot or bike an inhospitable experience due to large cross-sections that encourage high speeds, the lack of street network connectivity and crosswalks, and substandard sidewalk infrastructure. Facilitating local bicycle and pedestrian access would also be necessary to ensure that alternatives for accessing retail destinations exist for those in surrounding communities. A grid network of paths would be designed to improve multimodal connectivity and reduce local traffic on OR 99W-Pacific Highway. East-west transit coverage would also need to be improved to facilitate new regional connections.

Infrastructure Investment

A new grid of streets in the vicinity of the Royal Mobile Villas constitutes the majority of proposed infrastructure improvements in the 99W/Durham concept. Along with new bicycle and pedestrian enhancements concentrated at the intersection of OR 99W-Pacific Highway and Durham Road, the total cost of new investment is expected to be average, relative to the other station community concepts. In addition, three park and/or open space facilities are included within this station community concept.



CONCEPT PLAN

Station Typology

Proposed Station Types

Town Center/ Main Street
Employment/ Retail
Transit Corridor
Transit Neighborhood

Proposed Connections
(New and Improved)

Local Multimodal Street
Bike/Ped Route

Proposed Amenities
(Not Located)

Conceptual Park/Open Space Facilities
Conceptual Bike/Ped Amenities

Commuter Rail
Railroads
Rivers and Water Bodies
Study Area Boundary
Parks, Open Space and Natural Resources

Activity Center

The center of intensity for this location is focused on Durham Road and the current commercial properties next to OR 99W-Pacific Highway, with some areas transitioning to a mix of residential and non-retail employment.

Community Character

The existing location of commercial and residential uses would generally remain the same. However, the commercial areas (Town Center type) in the core would also include office space and housing. The Transit Neighborhood residential areas would generally retain their current character with more variety in housing types.

Getting Around

The priority for transportation improvements in this area is an efficient network of streets on either side of OR 99W-Pacific Highway - providing more pedestrian and bicycle connections which would include opportunities for crossing the highway.

UPPER BRIDGEPORT VILLAGE

CONCEPT OVERVIEW

Neighborhood Character

The Upper Bridgeport Village concept represents only a small change from the existing neighborhood character. The area is expected to remain primarily light industrial and office park. The focus of town center development would be located at the intersection of Upper Boones Ferry Road and 72nd Avenue, with a grid of paths and bikeways to help with local circulation and promote a more walkable urban form. New mixed-use commercial could be built to tie in with the existing Bridgeport Village shopping center in the city of Tualatin. The residential neighborhoods to the west would maintain their existing character.

Development Feasibility

The Upper Bridgeport Village location is attractive for industrial and employment uses. These uses are expected to continue in 1-4 story form due to the location's designations as an "Employment" and "Industrial" area in Metro Title 4. Given the area's strong freeway access, development is likely to remain primarily office park in nature. There may be opportunities for mixed-use office with ground-floor retail in buildings fronting the street, with the possibility for more residential uses to the south.

Plan and Policy Consistency

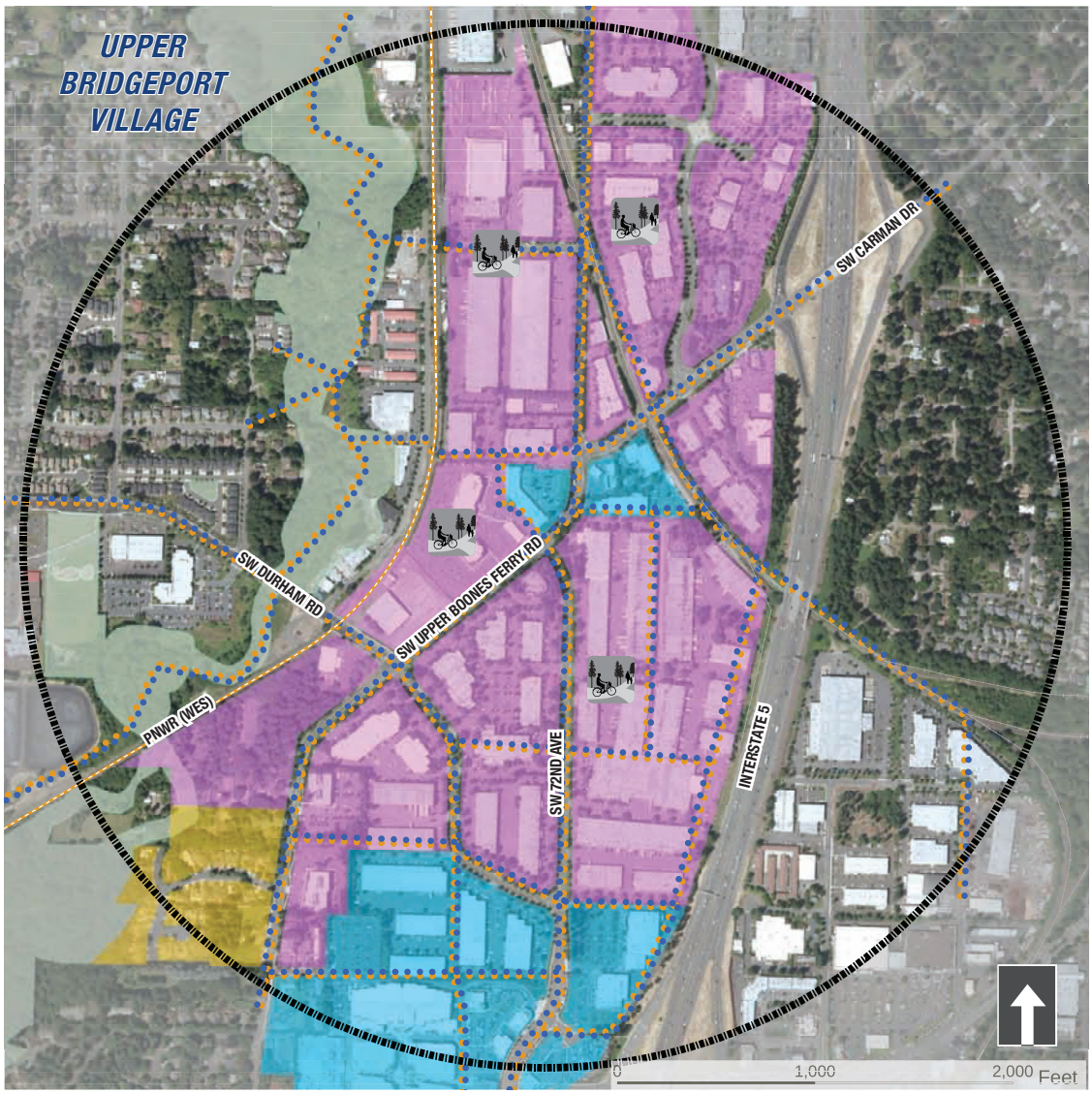
This area represents a significant local and regional employment center and the concept maintains this direction. Some changes to local zoning would be required to increase the intensity of the employment uses, moving from light industrial to office park. The city would need to coordinate with Metro to establish and adopt a Station Community as part of the *Southwest Corridor Plan* and work in partnership with Lake Oswego and Tualatin. Any zone change would also require the city to address statewide transportation policies that could limit development capacity within a quarter-mile of an interstate interchange (which encompasses much of the land in Upper Bridgeport Village).

Transportation Access

I-5 provides excellent vehicle and freight access to the area but the industrial nature of the area does not provide the best environment for pedestrians. A proposed grid of paths would help improve internal circulation and connect existing neighborhoods to nearby dining and entertainment options. An extension of Fanno Creek Trail is envisioned to provide convenient bicycle and pedestrian access to points further north and south while an additional trail is envisioned along the PNWR line connecting under Interstate 5. The potential for a new bridge over the WES line to connect to Fanno Creek is included in the concept. All-day transit service is currently not provided and will need to be introduced to provide access to and from other regional destinations.

Infrastructure Investment

The Upper Bridgeport Village concept is expected to have medium cost of infrastructure due to the extension of the Fanno Creek Trail south through the station community and its associated connections to the surrounding communities (one of these access points would require a new PNWR crossing). A bicycle and pedestrian trail would also be extended along another branch of the PNWR line underneath Interstate 5.



CONCEPT PLAN

Station Typology

Proposed Station Types

Town Center/ Main Street
Employment/ Retail
Transit Corridor
Transit Neighborhood

Proposed Connections
(New and Improved)

Local Multimodal Street
Bike/Ped Route

Proposed Amenities
(Not Located)

Conceptual Park/Open Space Facilities
Conceptual Bike/Ped Amenities

Commuter Rail
Railroads
Rivers and Water Bodies
Study Area Boundary
Parks, Open Space and Natural Resources

Activity Center

The preferred concept for this location creates a Town Center at 72nd Avenue and Upper Boones Ferry Road, which would provide retail shops and housing for the people who work in this area.

Community Character

The majority of this station community would retain its current land uses, with regional employment covering most of the area. It would also include a more urban-scale "Town Center" type activity center, with a transition area connecting to Bridgeport Village to the south.

Getting Around

Transportation improvements in this location are focused on creating a smaller grid pattern, especially for pedestrians and bicycles, as well as completing the network of sidewalks on existing streets. Opportunities for new or improved connections across the railroad would also be explored, but are subject to significant rail crossing restrictions.

3 POLICY ANALYSIS SUMMARY

The purpose of the policy review and analysis chapter is to determine what significant policy actions the city would need to take to implement the concepts. This chapter provides a brief overview of existing city, regional and state policies, an analysis of those policies as they relate to this project and the major findings from that analysis.

The policy documents reviewed and the questions considered are as follows:

- ***Tigard Comprehensive Plan*** – Are the concepts consistent with the *Comprehensive Plan*? Should the city consider comprehensive plan amendments or other potential actions to achieve consistency?

- ***Metro Urban Growth Management Functional Plan* and *Regional Transportation Functional Plan*** – Are the concepts consistent with the *Functional Plans,* making them eligible for regional transportation investments? This also includes discussion of the System Expansion Policy (SEP) developed as part of the *HCT System Plan*.

- **State of Oregon Transportation Planning Rule (TPR) and *Oregon Highway Plan* (OHP)** – Are there opportunities or issues for these concepts under the recently amended TPR and OHP?

These three documents provide the most important policy context for each of the station community concepts. This policy analysis is based on the application of the Tigard Typology, as described earlier in this document. However, this policy analysis does not assume that HCT is in operation.

OVERALL FINDINGS

The following actions would be required by the City of Tigard and its partners to implement the station community concepts.

- Generally the concepts are consistent with the *Comprehensive Plan* and would help implement the city's growth plans.

- Some changes to existing zoning designations or the creation of new zoning designations would be required to fully implement the concepts, but some concepts could be implemented without significant hanges.

- The city's *Capital Improvement Plan* (CIP) and TSP are important documents that would help implement the concepts. There are a few large projects, such as the crossing of OR 217, that would require an amendment to the TSP.

- According to Metro's *Urban Growth Management Functional Plan*, eligibility for regional investment requires the establishment of a regional or town center, corridor, station community or main street boundary; an assessment of the area in the boundary; and a plan of actions and investments for the area. The concepts are generally consistent with this policy, but some additional work would be required to allow a certain mix and intensity of land uses; to provide for local street connectivity and bicycle and pedestrian infrastructure, and to manage parking.

- The concepts move the city in the direction needed to meet Metro's *Urban Growth*

Management Functional Plan Title 6 requirements for applying the mobility standards that pertain to Centers, Station Communities, Main Streets, and Corridors but several concept areas require adoption of a boundary and change in zoning to allow the specified mix and intensity o uses.

- Metro has special requirements for designated areas designed to protect employment and industrial lands. The concepts are generally consistent with this policy but some modest refinements to the Metro Empl yment and Industrial Areas Map would be required to fully implement the following station community concepts:
    - Downtown Tigard
    - Tigard Triangle
    - Washington Square

- The state TPR Section 0060 was recently amended to provide some new opportunities for jurisdictions looking to encourage economic development and implement compact, mixed-use, multimodal TOD. The amendments include more flexibility for mitigating the traffic impacts o plan amendments and zone changes. With the TPR amendments, areas designated as Multi-Modal Mixed-Use Areas (MMAs) would be exempt from traffic con estion performance standards when seeking a zone change, though further analysis would be required to demonstrate consistency with the requirements of the TPR.

- The OHP was also recently amended to provide added flexibility for the de elopment of alternative transportation performance targets and standards. Alternative or supplemental transportation performance standards will likely be developed as part of the *Southwest Corridor Plan*.

Tigard Comprehensive Plan

The 2008 *Tigard Comprehensive Plan* is the city's first complete update of the original comprehensive plan from 1983 and provides a blueprint that will guide and inform future citywide land use decisions for the next 20 years.

This analysis focused on identifying areas where policy actions may be required to implement the concepts. The appendix includes a detailed analysis of all goals and policies that apply to the *HCT Land Use Plan*. It is important to note that the comprehensive plan policies include those from the TSP.

Analysis: The Tigard Typology was created in a manner that does not require significant hanges to *Comprehensive Plan* goals or policies. However, implementation of several concepts requires the creation of new zones and comprehensive plan designations or small changes to existing zoning designations.

Based on the comprehensive plan policies reviewed, Downtown Tigard and Washington Square have the necessary policies and zoning to implement the station community concepts. This is primarily due to the specific planning that has previously occu red in these areas. Other concepts require various levels of changes, from new design guidelines to new plan designations and zones. Downtown Tigard, Tigard Triangle, Washington Square, 99W/Durham and Upper Bridgeport Village all feature new roadways, highway crossings and/or railroad crossings, which have yet to be added to local planning documents.

Finding: In general, the concepts are consistent with the *Tigard Comprehensive Plan*. New comprehensive plan and zoning designations would be needed to implement some of the station community concepts. The local TSP and CIP would require updates to reflect the recommended new infrast ucture in several concepts.

Metro Urban Growth Management Functional Plan and Regional Transportation Functional Plan

The *Metro Urban Growth Management Functional Plan* provides tools and incentives to encourage local jurisdictions to support long-term regional growth management goals and objectives as approved by the Metro Council. These tools take the form of comprehensive plan updates and local ordinance and regulation adoptions by local jurisdictions. By adhering to these guidelines as required by the *Functional Plan*, the City of Tigard is eligible for regional investments in transportation for projects that are listed in the

RTP. This section also includes a description of the System Expansion Policy (SEP) introduced in 2011 as a component of the *Metro HCT System Plan* and their application to this plan.

Title 1: Requirements for Housing and Employment Accommodation

Title 1 of the *Functional Plan* seeks to maintain an adequate supply of housing for the region. It requires jurisdictions to implement minimum required residential densities in all residential zones and also places stipulations on reducing the capacity for housing in any zone for the purposes of allowing industrial, medical, or educational uses or preserving a natural resource without needing to increase minimum capacity in another zone. Single lots and parcels may have their zoned capacity reduced if there is deemed a negligible effect on a city's overall minimum housing capacity.

Analysis: These regulations do not apply within the framework of the *HCT Land Use Plan* because each residential zone in Tigard already requires minimum density to be at 80% of the maximum residential density allowed in each zone, and any future adopted zone based off the Typology would either include a minimum required density (if in a residential zone) or would be designed as a mixed-use zone with an emphasis on housing. Furthermore, there are no concepts that recommend downzoning to accommodate less intensive uses than what is already in place.

Finding: The City of Tigard is currently meeting the goal of Title 1 and would continue doing so with the concepts in the *HCT Land Use Plan*.

Title 4: Employment and Industrial Areas

Industrial Areas

Title 4 of the *Urban Growth Management Functional Plan* seeks to protect industrial areas by limiting new buildings for retail commercial and professional services to ensure that they primarily serve the needs of workers in the area. In addition, cities and counties must limit those uses to ensure that they do not interfere with the efficient m vement of freight along Main Roadway Routes and Roadway Connectors as shown on the Regional Freight Network Map in the RTP, including I-5, OR 217 and OR 99W-Pacific Highway. Cities and counties are prohibited from amending local land use regulations pertaining to Industrial Areas to allow retail commercial and professional uses if they were not allowed prior to 2004.

Analysis: None of the concepts seek to convert Industrial Areas to other uses. The Upper Bridgeport Village concept includes Industrial-designated land, but the Employment/Retail Type can flex to inco porate industrial as currently allowed in that area.

Finding: The concepts found in the *HCT Land Use Plan* would not require the city to request a change in the boundary of Industrial Areas from Metro. The Upper Bridgeport Village concept would incorporate the industrial uses already in place, and no other station communities contain lands designated as Industrial.

Employment Areas

Development guidelines for Employment Areas are less stringent than Industrial Areas, but still prohibit widespread (over 60,000 square feet of gross leasable area in a building or parcel) commercial retail uses in an Employment Area. The General Commercial (C-G) and Professional Commercial (C-P) zones in the City of Tigard are two exceptions as they authorized commercial retail uses before 2003.

Other zones that include Employment Areas in Tigard meet this standard if transportation facilities are deemed adequate to serve the commercial retail uses that would be in place at the time uses begin operation, and are adequate to serve other uses planned for the Employment Area. Retail uses exceeding the maximum allowable limit are permitted if traffic impacts are not shown severe enough to increase congestion levels.

Analysis: Employment Areas are located in the Downtown Tigard, Tigard Triangle, Upper Bridgeport Village and Washington Square station communities. Except for Upper Bridgeport Village, the concepts developed for these areas emphasize mixed-use and might benefit from rem ving some or all of the employment designation to improve development flexibilit . Removing this designation would require meeting a series of conditions presented within Title 4.

The city must demonstrate that the amendment to the Title 4 Map would not reduce the city's employment capacity, degrade off-peak performance of nearby freight routes without mitigation, affect the viability of industry or contribute to regional jobs-housing imbalance.

Finding: The city should consider removing some or all of the employment land designation for parts of Downtown Tigard, Tigard Triangle and Washington Square to allow more development flexibility and to fully implement the concepts. This work could occur as part of the *Southwest Corridor Plan*.

Title 6: Growth Concept Designations

Title 6 of the plan provides a policy framework regarding Metro's designated Centers, Corridors, Main Streets and Station Communities throughout the Portland metro region as identified y the *Regional Framework Plan* and the *2040 Growth Concept*. Regional infrastructure investments, such as development of a new HCT line, are meant to be complemented by local land use actions and investments to help enhance the vitality of these areas. The *2040 Growth Concept* encourages urban growth in centers and corridors while linking regional centers with HCT. To be eligible for regional investment in a 2040 Center, Corridor, Station Community or Main Street, jurisdictions must establish a boundary; perform an assessment; and adopt a plan of actions and investments to enhance the area. The plan of actions and investments must include:

- Actions to eliminate, overcome, or reduce regulatory and other barriers to mixed-use, pedestrian-friendly and transit-supportive development;
- Revisions to land use regulations as necessary to allow a certain intensity and mix of uses (39-40 persons per acre in Town Centers and Main Streets, and 45 persons per acre in Station Communities and Corridors);
- Public investments and incentives to support mixed-use, pedestrian-friendly and transit-supportive development; and
- A plan to acheive adopted bicycle, pedestrian, and transit modal targets that includes street, bicycle, pedestrian, transit, and transportation system management and operations (TSMO) system plans consistent with Title 1 of the RTFP and a parking management program consistent with Title 4 of the RTFP.

Traffic impact analyses conducted for plan amendments within established *2040 Growth Concept* areas are eligible for a 30% reduction below Institute of Traffic Engineers ehicular trip generation rates. This occurs when a jurisdiction has adopted 2040 Center boundaries and updated its comprehensive plan and/or land use regulations to allow and encourage transit-supportive land use. Moreover, higher volume/capacity (V/C) standards found in the OHP are eligible for use when considering a plan amendment if the preceding conditions are met.

Analysis: Downtown Tigard is a 2040 Town Center. Inclusion of the Tigard Triangle into the Tigard Town Center boundaries has yet to be adopted by the city. The King City Town Center is shown in the *2040 Growth Concept* at the intersection of OR 99W-Pacific Highway and Durham Road but has not been established through a local town center planning effort, nor have Town Center boundaries been adopted. Washington Square is a designated Regional Center and 99W/Gaarde-McDonald and Scholls Ferry/121st are both located within and adjacent to 2040 Corridors that do not have adopted boundaries. Of the seven potential station communities, only Upper Bridgeport Village is currently not a center, corridor, main street or station community in the *2040 Growth Concept*.

To qualify for regional investments in these designated locations, the city must assess and outline a plan to reduce or eliminate barriers to compact, mixed-use development, meet mode split targets and address parking management.

The conditions for meeting regional investment criteria would apply to all existing and future *2040 Growth Concept* centers, corridors, station communities, and main streets within the City of Tigard. In addition, Scholls Ferry/121st and 99W/Gaarde-McDonald are two potential station communities that are along

Corridors but may need to be redesignated as a 2040 Station Community.

Finding: Downtown Tigard and Washington Square currently have adopted Center boundaries. If the city wishes to pursue the other concepts identified in this report, they will need to establish new *2040 Growth Concept* boundaries for these areas. All station communities would require an assessment and plan of actions while some may require comprehensive plan changes.

System Expansion Policy (SEP)

The SEP have been developed as part of the *HCT System Plan* to guide local jurisdictions who wish to position themselves favorably for future decisions on HCT implementation through policy amendments and comprehensive plan or TSP updates. Because HCT is currently the only defined regional i vestment, the SEP is directly related to the guidelines in Title 6, which establish density targets for Centers and Corridors as part of the *2040 Growth Concept*. The SEP criteria are delineated in Table 3; no rigid targets have been established for these measures by Metro and the SEP has not been adopted as part of the Metro Code.

Analysis: The *Southwest Corridor Plan* will include an examination of several potential transit station communities along the corridor based on SEP measures that will help inform an analysis based on the 5 "P" indices: People, Performance, Ped/Bike, Physical Form and Places. This analysis will then determine the potential of existing zoning and other factors engendering transit-supportive development at each node. Those station communities that score the highest will be best-positioned to advance further into planning and HCT implementation. The seven proposed concepts identified as pa t of the *HCT Land Use Plan* would be included in this Metro analysis.

TABLE 3. **METRO SYSTEM EXPANSION POLICIES**

MEASURE	DESCRIPTION
DENSITY OF PEOPLE	Current households and jobs per net acre within ½ mile
DENSITY OF ULI BUSINESSES	Number of Urban Livable Infrastructure (ULI) Businesses within ½ mile. (ULI refers to the range of urban amenities available, which can add value to an area in the form of higher achievable pricing for residential development.)
TRANSIT ORIENTED ZONING	Assigning values to regional zoning classifications within ½ mile. (Examples of transit oriented zoning are mixed-use, high-density zones with no minimum parking regulations.)
AVERAGE BLOCK SIZE	Density of acres of blocks within ½ mile
SIDEWALK COVERAGE	Completeness of sidewalk infrastructure within ½ mile
BICYCLE FACILITY COVERAGE	Access to bicycle infrastructure measured as distance to nearest existing bicycle facility within ½ mile
TRANSIT FREQUENCY	Transit frequency within ½ mile of corridor
HOUSING & TRANSPORTATION AFFORDABILITY	Demonstrating that potential transit investment will serve communities with high rate of cost burdened households.
PARKING REQUIREMENTS	Implement parking requirements in corridor that meet or exceeds Title 4 of the RTFP.
LOCAL FUNDING MECHANISMS	Implement funding mechanisms corridor communities that could help fund capital or operations to support transit investment and station area development, including urban renewal, tax increment financing, local improvement district, parking fees, or other proven funding mechanisms.
EQUITY	Looking at low-income, minority, senior and disabled populations within corridor.

Finding: The *Southwest Corridor Plan* will evaluate potential transit communities in Tigard to determine their suitability for future regional investment.

Transportation Planning Rule (TPR) 0060

The Oregon TPR was adopted in 1991 to create a strong link between land use policies and transportation policies through implementation of Statewide Land Use Planning Goal 12, Transportation. To that end, the TPR requires that jurisdictions within a metropolitan planning organization adopt a TSP that includes planning for motor vehicles, freight, public transportation, bicycle and pedestrian facilities, and parking. Section 0060 of the TPR includes the requirement that jurisdictions evaluate proposed plan amendments and zone changes to ensure that the planned transportation system is adequate to support future desired land development.

Amendments to Section 0060 of the TPR were adopted by the Land Conservation and Development Commission (LCDC) in December 2011. The revisions are intended to better balance economic development with transportation performance and better provide for compact development in urban centers.

One of the major policy modifications allows local jurisdictions to amend a functional plan, comprehensive plan or land use regulation without needing to apply vehicular traffic congestion performance standards for areas that are classified as MMAs. Congestion performance standards include V/C ratio, total travel time and travel time delay. Proposed amendments meet this requirement if they only affect land entirely within an MMA and are consistent with the definition and function of the MMA. However, even qualified proposed amendments would still be subjected to other performance standards including those applying to multimodal safety and network connectivity. An MMA located within a quarter-mile from an existing or planned interchange requires written concurrence from ODOT with the MMA designation. The ODOT consent must be based on safety considerations for all modes.

These changes are in addition to the continuing 10-30% reduction of daily and peak hour vehicle trips presumed for uses located within a mixed-use, pedestrian-friendly center that encourage walking, bicycling and taking transit between destinations.

Analysis: These changes may lower the regulatory barriers to plan amendments which accomplish this type of development and its intent to change spatial growth patterns. The TPR may also provide more opportunities for Tigard to implement some of the concepts that require plan or zone changes without having to account for transportation impacts exclusively in the form of vehicle congestion and travel delay, which are typically remedied through expanded or improved automobile infrastructure. Instead, this may allow Tigard to meet transportation demand goals in the form of improved pedestrian, bicycle, and transit infrastructure that could be supported through the implementation of compact, mixed-use development.

All concepts are planned to be consistent with the requirements of an MMA, however, MMA designation of those station communities that encompass interchanges or are within a quarter-mile of these interchanges would require ODOT consent. This would affect the Tigard Triangle, Downtown Tigard, Washington Square and Upper Bridgeport Village concepts depending on whether a zone change is necessary.

Finding: In areas where zone or plan changes are recommended to fulfill the vision of the station community concept, a TPR analysis is necessary to explore the level of impact that new allowed land uses may have on nearby roadways, to address alternative mobility standards that may be developed through the *Southwest Corridor Plan*, or to designate MMAs.