

11. Special Areas of Concern

Commentary:

The proposed amendment would replace Section 11.1 of the Tigard Comprehensive Plan (Volume II) to incorporate Goals, Policies, and Action Measures as a basis to implement the Tigard Downtown Improvement Plan's vision of a pedestrian-oriented, mixed use Town Center in the Downtown Urban Renewal Area.

- Language to be added to the Comprehensive Plan is underlined.
- Language to be deleted from the Comprehensive Plan is shown in ~~strike through~~.

11.1 NEIGHBORHOOD PLANNING ORGANIZATION #1

~~A. Central Business District~~

~~Findings~~

- ~~• The downtown area contains a broad mix of land uses, meeting the needs of many people within the planning area.~~
- ~~• A major concern of the Comprehensive Plan is to maintain existing business in the downtown area, and expand the economic potential of the downtown area.~~
- ~~• The Central Business District is the major commercial area in the planning area, and it provides professional, governmental, financial and cultural services. It also provides entertainment and open space.~~
- ~~• To successfully operate as a unified area, a Central Business District needs to:~~
 - ~~a. Be compact;~~
 - ~~b. Have ease of access to all facilities;~~
 - ~~e. Have a broad cross section of appropriate commercial uses; and~~
 - ~~d. Have adequate free parking in proximity to shopping.~~
- ~~• The Tigard downtown area is effectively served by mass transit facilities.~~

POLICY

~~11.1.1 THE REDEVELOPMENT OF DOWNTOWN TIGARD SHALL BE ACCOMPLISHED IN ORDER TO MAKE IT COMPLEMENTARY TO NEWER SHOPPING AREAS. CONVENIENCE, APPEARANCE AND THE NEEDS OF THE SHOPPING PUBLIC SHOULD BE PRIMARY CONSIDERATIONS.~~

IMPLEMENTATION STRATEGIES

- ~~1. The City shall emphasize the revitalization of the Central Business District within the economic development program. The CBD is a special area of concern for economic development activity.~~
- ~~2. The City shall coordinate and cooperate with the private sector to promote their participation in the revitalization of the Central Business District.~~

11.1 DOWNTOWN TIGARD URBAN RENEWAL DISTRICT

BACKGROUND

Citizens have expressed a desire to create a “heart” for their community: a place to live, work, and play, and to serve as a community gathering place.

Main Street and the surrounding area have served as Tigard’s historic center, dating back to around 1907. Planning for Downtown Tigard’s revitalization has been a long-term process, stretching back at least 25 years. The most recent effort dates back to 2002, with the announcement of plans for a Washington County Commuter rail line with a planned station in downtown Tigard. This inspired a small group of citizens and business owners to work on ideas for Downtown to capitalize on Commuter Rail. A state Transportation and Growth Management (TGM) grant facilitated the hiring of consultants and a more extensive planning process. A Task Force of 24 citizens was formed to guide the plan’s development. The planning process incorporated high levels of citizen involvement, including community dialogues, workshops, open house, and a public survey.

Tigard Downtown Improvement Plan (TDIP)

The TGM grant and planning process resulted in the Tigard Downtown Improvement Plan (TDIP). The TDIP set forth a vision to create “a vibrant and active urban village at the heart of the 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.”

Urban Renewal Plan

An Urban Renewal Plan was developed to implement the TDIP. The tools provided by urban renewal, including Tax Increment Financing, are intended to attract private investment and facilitate the area’s redevelopment. Tigard voters approved the use of Tax Increment Financing for Urban Renewal in the May 2006 election.

FINDINGS

- Existing Conditions

- Land Use

- The Urban Renewal Area contains approximately 193.71 acres (including 49.57 acres of right-of-way) and comprises 2.6% of the City’s 7496 acres of total land area. It contains 193 individual properties. The current land uses are dominated by development 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. Block sizes are large for a downtown.

In general, downtown properties have low improvement to land (I:L) ratios. Healthy I:L ratios for downtown properties range between 7.0 -10.0 or more. In Tigard's Urban Renewal Area 2004-05 I:L averages were 1.43 for commercial properties and 2.79 for multi-family residential. (Report Accompanying the City Center Urban Renewal Plan.)

Under existing conditions, Downtown is underdeveloped and lacks the mix of high quality commercial, office, residential and public uses suitable for an urban village.

Transportation System

The Area is served by two major transportation corridors (99W and Hall Blvd.) with heavy traffic levels. Many of the other Downtown streets lack complete sidewalks. In general, there are poor linkages to and within the Downtown.

Railway tracks also bisect the Downtown. A planned system upgrade will make both commuter and freight train operation more efficient and less disruptive to automobile traffic.

Natural Features

Fanno Creek flows through downtown and is the most notable natural feature. The creek, part of its floodplain and associated wetlands are part of a 22-acre city park with a multi-use path.

- **Current Zoning Districts and Comprehensive Plan Designations**

The majority of the Downtown is zoned Central Business District (CBD). While the current CBD zone allows the mix of uses necessary for a successful downtown, the regulations lack the language to guide new development to be consistent with the preferred urban form. As a result, the area has developed without many of the pedestrian-oriented qualities specified in the Tigard Downtown Improvement Plan and Metro's 2040 Growth Concept.

The Tigard Urban Renewal Area encompasses the original Plan area and several additional tax lots, which are zoned R-4.5, R-12 (PD), R-25, C-G (General Commercial) and C-P (Professional/ Administrative Commercial.) Several of these tax lots are located to the northwest of Highway 99W. These additional zones do not permit mixed use development, which is crucial for successful downtowns.

- **Community Values**

According to the Comprehensive Plan Issues and Values Summary, Downtown is important to Tigard residents; many use it on a weekly basis. Many would like it to see improvements so it will become a gathering place for the community.

Tigard Beyond Tomorrow's Community Character & Quality of Life section, includes a goal to achieve a future where "the Main Street area is seen as a 'focal point' for the community," and "a clear direction has been established for a pedestrian-friendly downtown and is being implemented."

The passage of the Urban Renewal measure in May 2006 by 66% of voters also shows strong community support for Downtown’s revitalization.

- **Metro Requirements for Town Center Planning**

Title 6 of the Urban Growth Management Functional Plan requires local jurisdictions to adopt land use and transportation plans that are consistent with Metro guidelines for Town Centers.

GOAL

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

POLICIES

11.1. Facilitate the Development of an Urban Village

11.1.1 New zoning, design standards and design guidelines shall be developed and used to ensure the quality, attractiveness, and special character of the Downtown as the “heart” of Tigard, while being flexible enough to encourage development.

11.1.2 The Downtown’s land use plan shall provide for a mix of complimentary land uses such as:

a) Retail, restaurants, entertainment and personal services;

b) Medium and high-density residential uses including rental and ownership housing;

c) Civic functions (government offices, community services, public plazas, public transit centers, etc)

d) Professional employment and related office uses

e) Natural Resource protection, open spaces and public parks

11.1.3 The City shall not permit new land uses such as warehousing; auto-dependant uses; industrial manufacturing; and industrial service uses that would detract from the goal of a vibrant urban village.

11.1.4 Existing nonconforming uses shall be allowed to continue, subject to a threshold of allowed expansion.

11.1.5 Downtown design, development and provision of service shall emphasize public safety, accessibility, and attractiveness as primary objectives.

11.1.6 New housing in the downtown shall provide for a range of housing types, including ownership, workforce and affordable housing in a high quality living environment.

11.1.7 New zoning and design guidelines on Main Street will emphasize a “traditional Main Street” character.

11.2 Develop and Improve the Open Space System and Integrate Natural Features into Downtown

11.2.1 Natural resource functions and values shall be integrated into Downtown urban design.

11.2.2 The Fanno Creek Public Use Area, adjacent to Fanno Creek Park shall be a primary focus and catalyst for revitalization.

11.2.3 Development of the Downtown shall be consistent with the need to protect and restore the functions and values of the wetland and riparian area within Fanno Creek Park.

11.3 Develop Comprehensive Street and Circulation Improvements for Pedestrians, Automobiles, Bicycles and Transit

11.3.1 The Downtown shall be served by a complete array of multi-modal transportation services including auto, transit, bike and pedestrian facilities.

11.3.2 The Downtown shall be Tigard’s primary transit center for rail and bus transit service and supporting land uses.

11.3.3 The City, in conjunction with TriMet, shall plan for and manage transit user parking to ensure the Downtown is not dominated by “park and ride” activity.

11.3.4 Recognizing the critical transportation relationships between the Downtown and surrounding transportation system, especially bus and Commuter Rail, Highway 99W, Highway 217 and Interstate 5, the City shall address the Downtown’s transportation needs in its Transportation System Plan and identify relevant capital projects and transportation management efforts.

11.3.5 Streetscape and Public Area Design shall focus on creating a pedestrian friendly environment without the visual dominance by automobile-oriented uses.

11.3.6 The City shall require a sufficient but not excessive amount of parking to provide for Downtown land uses. Joint parking arrangements shall be encouraged.

ACTION MEASURES

Staff will work on these short and medium term actions to implement policies that will support the creation of a vibrant, compact, mixed-use area with housing, retail and employment opportunities.

11.A Facilitate the Development of an Urban Village

11.A.1 Develop design guidelines and standards that encourage attractive and inviting downtown commercial and residential architecture with quality design and permanent materials, particularly in the building fronts and streetscape. Also develop appropriate density, height, mass, scale, architectural and site design guidelines.

11.A.2 Utilize form based code principles in ways that are consistent with state planning laws and administrative rules.

11.A.3 Adopt non-conforming use standards appropriate to a downtown in transition.

11.A.4 Develop code measures to mitigate any compatibility issues when new downtown development occurs in close proximity to the Downtown's commuter rail line.

11.A.5 Provide areas in the Downtown where community events, farmer's markets, festivals and cultural activities can be held.

11.A.6 Designate the Downtown area as the preferred location for Tigard's civic land uses.

11.A.7 Promote an awareness of the Downtown's history through measures such as public information, urban design features and preservation of historic places.

11.A.8 Monitor performance of design guidelines, standards and related land use regulations and amend them as necessary.

11.B Develop and Improve the Open Space System and Integrate Natural Features into Downtown

11.B.1 Acquire property and easements to protect natural resources and provide public open space areas, such as park blocks, plazas and mini-parks.

11.B.2 Develop "green connections" linking parks and greenways with adjacent land uses, public spaces and transit.

11.B.3 Incorporate public art into the design of public spaces.

11.B.4 Enhance the landscape and habitat characteristics of Fanno Creek as a key downtown natural resource.

11.C Develop Comprehensive Street and Circulation Improvements for Pedestrians, Automobiles, Bicycles and Transit

11.C.1 Develop a circulation plan that emphasizes connectivity to, from, and within the Downtown in the design and improvement of the area's transportation system, including developing alternative access improvements to Downtown, such as connections across Highway 99W.

11.C.2 Address public safety and land use compatibility issues in the design and management of the Downtown's transportation system.

11.C.3 Investigate assigning different roadway designations within the general area of the Downtown as means to support transportation access to Town Center development such as ODOT's Special Transportation Area (STA) and Urban Business Area (UBA).

11.C.4 Implement an integrated Downtown pedestrian streetscape and landscape plan.

11.C.5 Acquire property and easements to implement streetscape and landscape plans, and develop needed streets, pathways, entrances to the Commuter Rail park and ride lot, and bikeways.

11.C.6 Express the themes of an urban village and green heart by utilizing the "unifying elements" palette from the Streetscape Design Plan to design streetscape improvements.

11.C.7 Emphasize sustainable practices in street design through innovative landscaping and stormwater management and provision of multimodal infrastructure.

11.C.8 Encourage sustainability features in the design of Downtown buildings.

11.C.9 Encourage the formation of a Downtown Parking and Transportation Management Association.

11.C.10 Incorporate the Downtown's public investment / facility needs into the City's Public Facility Plan and implementing Community Investment Plan.

D. Other Action Measures

11.D.1 Develop and implement strategies to address concerns with homeless persons and vagrancy in the Downtown and Fanno Creek Park.

11.D.2 Provide public, including members of the development community, with regular informational updates on Urban Renewal progress and an accounting of funds spent by the City Center Development Agency.