



# MEMORANDUM CITY OF TUALATIN

**TO:** Chris Deffebach, Doug McClain, Brent Curtis

**FROM:** Doug Rux, Community Development Director  
Aquilla Hurd-Ravich, Senior Planner

**DATE:** May 19, 2009

**SUBJECT:** Local Community Growth Aspirations

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## **BACKGROUND**

Tualatin's City Council began discussing Local Aspirations last October 2008 when Councilor Carl Hosticka attended a work session meeting to discuss potential topics for Local Aspirations. Since that time the Council spent four work sessions discussing Local Aspirations.

The first discussion took place in December 2008 with an introduction of Local Aspirations. The Council discussed goals they set at a retreat in November 2008 and referred back to vision and strategy documents already in place such as Tualatin Tomorrow Community Vision and Strategic Action Plan and the Town Center Vision Statement. Several themes emerged from this meeting. The Council wants to protect the existing character of Tualatin. This means maintaining a balance between residential, industrial and commercial sectors. Continuing to provide opportunities for citizens to access health care, providing multiple transportation modes including bike lanes and pedestrian trails. Tualatin values the environment; the river, which will be better, integrated into the City in the future, trees and street trees. The Council also discussed how their Local Aspirations would inform the Urban and Rural Reserves process. In that context, they discussed whether or not to grow out our up. Before answering that question they asked for analysis of housing and job capacity in the City boundaries.

Staff then presented a capacity analysis in a February work session meeting that provided information about the Town Center, industrial, commercial and residential areas inside the City. The analysis also covered areas outside of the City but inside the Urban Growth Boundary such the Southwest Concept Plan and South Tualatin and finally some analysis of two areas outside the Urban Growth Boundary (UGB). One area, bordering the eastern city boundary, is known as the Stafford Basin and the second area borders the western city boundary. Much of this work was done in conjunction with requests for information from Clackamas and Washington Counties. The analysis work was part of a

vacant land study that Washington County requested and both counties requested cities to identify "Areas of Interest" for Urban Reserves.

The Council met in a March work session to specifically discuss the capacity of residential land in Tualatin's planning area and in South Tualatin, which represents a portion of land between Wilsonville and Tualatin that was brought into the UGB in 2004. Council's direction from this meeting was residential growth in the City will continue at zoned capacity and low density should occur in South Tualatin. Additionally, in South Tualatin there will be a node of commercial to serve local neighborhoods and existing industrial land will remain and provide new employment. A fiscal impact analysis, conducted in 2003 for South Tualatin, informed some of staff's analysis and the Council's decision.

In April, the Council met for their final discussion. At this work session, staff presented refined capacity analysis of the Town Center, commercial and industrial land and the Stafford Basin. Council's direction steered growth in the City to the Town Center. They agreed with capacity analysis and staff's growth projections for commercial and industrial land. Finally, the Council envisioned Stafford Basin with a population of 10,000 and approximately 4,000 jobs. They envision protecting open space and groves of trees, and providing parkland, school sites and natural buffers along I-5 and I-205.

On April 30<sup>th</sup>, staff presented these ideas in a public forum at the Tualatin Tomorrow Community Event. The event was an open house for citizens to discuss ideas with Tualatin Tomorrow representatives and their partners. A citizen committee runs Tualatin Tomorrow and the City is one of their partners. A copy of the materials presented is attached. Per Tualatin City Council direction, staff will continue to conduct public outreach to obtain feedback.

### **METRO'S LOCAL ASPIRATION QUESTIONS**

Based on City Council discussions and public feedback, below are Tualatin's responses to Metro's questionnaire distributed on November 24, 2008. This information is subject to modification as we continue our public outreach activities.

1. ***What are your plans for growth in your city in general and in your centers, corridors and employment areas?***
  - *What is your planned capacity for these areas? Planned capacity was interpreted to mean growth on vacant land.*
    - Town Center: 1.69 net vacant acres can support 41 jobs; 5-6 dwelling units and 13 – 34 additional people.
    - Commercial and Industrial Land: 368 net vacant acres can support 5,669 jobs.
    - Residential areas outside of the Town Center: 99 acres of vacant land will support 251-765 dwelling units and 658-2,000 new residents.
  - *What locations are not achieving their planned capacity?*
    - All areas, based on allowed uses and physical location, are experiencing growth or some type of development. There are no areas in Tualatin that are underachieving.
  - *Is our understanding of your current planned capacity correct?*

- *What are your aspirations for capacities beyond current adopted plans, if any?*
    - Town Center: In the next 20 years redevelopment could produce a range of 915,275-1,669,250 gross square feet of building space. There could be 118-1,048 new people living in 45-400 new apartments, condominiums or row houses and 2,808-4,550 jobs in the Town Center.
    - Commercial and Industrial Land: There are 134 acres of infill and redevelopable land that could accommodate 2,259 jobs in the next 20 years.
    - There are three employment areas outside of the City. The Southwest Concept Plan, designated Regionally Significant Industrial Land, the area outside of the UGB on the City's western boundary, called Area of Interest 2, and a portion of South Tualatin. In the next 20 years these areas could provide an additional 5,965-12,465 jobs.
    - Residential: Approximately 139 acres of residential land have infill and redevelopment potential. This land can support about 416-740 dwelling units in addition to our existing housing stock. Development in South Tualatin could range from 314-2,008 dwelling units resulting 823-5,261 new residents in the next 20 years. Given the City's desire to maintain existing residential character the development in South Tualatin would be low density.
  - *What are you plans for growth in the 50 year time frame, if any?*
    - Town Center: Additional redevelopment beyond that identified in the 20 year time frame could result in 340,000-1,452,000 additional gross square footage of building space which could accommodate 1,049-4,398 new jobs and 65-614 dwelling units. The population could increase by 170-1,609 new people.
    - Commercial and Industrial Land: The City did not identify aspirations beyond 20 years for these employment areas.
    - Residential: No aspirations were identified beyond 20 years for land inside our Planning Area. However, potential growth has been identified for the Stafford Basin, which is not currently inside the UGB.
    - Stafford Basin: the City identified the Stafford Basin as a possible area for growth instead of increasing densities in the existing City boundaries, with the exception of the Town Center. The City's aspirations for the area include providing ample open space and protecting natural features. In the next 50 years there could be a population of 10,000 people living in Stafford. There could be 131 acres of employment land north of I-205 and several service commercial sites of 6-10 acres providing 3,935-4,103 jobs.
2. ***What kind of community are you planning for?***
- *Are you planning for an 18-hour community or other community shown on the Activity Spectrum or somewhere in between?*
    - **Town Center:** Based on the 50-year growth aspirations, the Town Center could resemble an 18 –hour community with a focus on retail and employment, and a jobs housing ratio of 4.3:1. A plan was developed for the Town Center in 2005 that was accepted by the Council but not adopted.

The Council revisited the Town Center in February 2008 and approved a revised Town Center vision statement:

- Includes a mixed use living, working and playing environment
  - Is oriented to and integrates the Tualatin River and other natural features to activate uses
  - Has a distinctive feel with strong, interesting and distinctive design standards and elements
  - Includes civic, social, commercial and cultural functions as a full service community within walking distance
  - Encourages safe bike and pedestrian activity
  - Is a destination for local business activities and not a pass through location for freight traffic
- The City aspires to maintain the quality of life in Tualatin. Outside of the Town Center, development in commercial and industrial areas will likely resemble what is built today. The City aspires to maintain the character of residential neighborhoods and continue that character in new neighborhoods as the City grows.

3. ***What policy and investment choices will it take for you to achieve these aspirations?***

- *What type of transportation or other infrastructure is needed, such as completing sidewalk gaps or street connections in your downtown, or upgrading sewer or water services?*
  - The Council has acknowledged that some transportation improvements such as additional lanes and new roads are necessary to accomplish many of the above stated aspirations. Transportation and infrastructure improvements were identified for the Town Center in the 2005 plan. This plan will be revisited to revise and update previous transportation and infrastructure analysis.
  - Staff and Council have not reviewed detailed infrastructure analysis outside of the Town Center for the above aspirations. In the coming months, staff will work with a consultant to identify infrastructure needs and costs for development in the Stafford Basin.
  - Although we have not conducted a detailed analysis, there will be costs associated with infrastructure needs that can be generalized. In the Town Center, water, sewer and storm drains will also be upgraded to accommodate for increased density. The Southwest Concept Plan area and Area of Interest 2 will require investments in transportation, water, sewer, and storm drains. South Tualatin is envisioned to be primarily residential and will need to provide parkland in addition to all other forms of infrastructure. Finally, in the Stafford Area large areas of land will have to be acquired by the City in order to accomplish the aspirations of protecting open space and tree groves and providing parkland and natural buffers along the interstates.

- *What new financing strategies, if any, are being considered in your community to pay for needed investments?*
  - The Town Center is currently in an Urban Renewal District. The City will pursue keeping this designation to help leverage the development identified in the future.
- *What type of financial or technical assistance is needed?*
  - The City will seek the assistance of consultants to update infrastructure analysis in the Town Center and Southwest Concept Plan. Consultants will assist with additional analysis of areas outside the UGB.
- *What type of regulatory or other tools are needed or are being considered?*
  - The Council did not identify any new regulatory tools when they identified their aspirations.

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*What are your aspirations for growth in Centers and Corridors and/or City as a whole?*

<b>Where would you like to encourage growth?</b>	<b>Where is this area located? (include shape file if possible)</b>	<b>What is your planned capacity for growth?</b> (Vacant land)	<b>What is your estimate for growth by 2030?</b> (Combined total of vacant+ infill and redevelopable land)	<b>What is your aspiration for growth beyond planned capacity if available for 20 years?</b> (Infill, redevelopable, outside city boundaries)	<b>What is your aspiration for growth beyond planned capacity if available for 50 years?</b>
<b>Existing Center</b>	Town Center	41 jobs; 5-6 du; 13-34 additional population	2,849-4,550 jobs; 50-400 du; 131-1,048 additional population	2,808-4,550 jobs; 45-400 du; 118-1,048 additional population	1,049-4,398 jobs; 65-614 dwelling units; 170-1,609 additional population
<b>New Center</b>					
<b>Corridor</b>					
<b>City as a whole</b>	Outside Town Center in planning area boundaries	5,669 jobs; 251-765 dwelling units	7,928 jobs; 667-1505 dwelling unit; 1747-3944 additional population	2,259 jobs; 416-760 dwelling units; 1,090-1,991 additional population	
<b>Other locations for additional infill or key nodes?</b> (Areas outside of current city boundaries)	Southwest Concept Plan; Area of Interest 2 (outside UGB); South Tualatin; Stafford Basin (outside UGB)			5,965-12,465 jobs; 314-2,008 dwelling units; 823-5,261 additional population	3,935-4,103 jobs; 10,000 additional population

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*What values will guide growth in your community?*

<b>Locations</b>	<b>Using the Activity Spectrum, which type of community best reflects your aspirations?</b>	<b>What is the desired urban form for your community (FAR, Height)</b>	<b>What is the theme, if any that your community wants to retain (historic main street, regional shopping, etc.)</b>	<b>Other Values</b>
<b>Existing Center</b>	Town Center: 18-hour community with a focus on retail and employment and 4.3:1 jobs housing ratio	In 2030 FAR could be around an average 0.40 and buildings could be 3 to 4 stories.	Strong sense of community identity; maintaining character of existing residential neighborhoods	See vision statement for the Town Center under question #2.
<b>New Center</b>				
<b>Corridor</b>				
<b>City as whole</b>		A similar form in commercial and industrial areas will prevail in future development; the existing character of residential neighborhoods will be preserved.		The City's aspirations for the future are to maintain the quality of life in Tualatin.
<b>Other locations for additional infill or key nodes?</b> (Areas outside of current city boundaries)				Aspirations for the Stafford Basin are to protect open space; protect groves of trees; provide parkland and school sites; and provide buffers of natural areas along the interstates.

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*What policy and investment actions will it take to achieve these aspirations?*

<b>Locations</b>	<b>What kind of transit services?</b>	<b>What kind of other infrastructure? (streetscape, road, bike, pedestrian, sewer or other?)</b>	<b>What kind of financial strategies? (urban renewal, new funding sources, other?)</b>	<b>What kind of regulatory or policy changes?</b>	<b>Other?</b>
<b>Existing Center</b>	Increased transit services are needed to serve Tualatin's industrial and employment areas, specifically a public transit connection between the WES train stop and employment areas. Tualatin's Chamber of Commerce is currently working on providing a shuttle to provide this service.	New roadway and road widening is need to decrease freight and commuter traffic through the Town Center; Upgrades to sewer, water and storm drains are needed for increased density.	The Town Center is currently encompassed in an Urban Renewal District. Extending this into the future will help facilitate identified growth.	The Town Center Plan has yet to be adopted by the Council. Once it is adopted the City's development code will be updated to reflect these policies.	
<b>New Center</b>					
<b>Corridor</b>					
<b>City as whole</b>					
<b>Other location for additional infill or key nodes?</b> (Areas outside of current city boundaries)		All areas outside current city boundaries will require transportation, water, sewer and storm drain infrastructure. Also, parkland an open space acquisitions will require financing.	The Southwest Concept Plan may be an area targeted as an Urban Renewal District to help build infrastructure.	Regulatory changes are needed to bring all areas into the city boundaries. Southwest Concept Plan is not yet adopted; South Tualatin does not have a concept plan; Area of Interest 2 and Stafford Basin are outside of the UGB.	

**Attachments:** A. Local Aspirations April 2009- Handout



# City of Tualatin's Local Aspirations

## Urban & Rural Reserves

April 2009

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*In June 2007, the City Council accepted Tualatin Tomorrow's Community Vision and Strategic Action Plan which included the following vision:*

## **HOW WE PLAN AND GROW**

### **GROWTH, HOUSING AND TOWN CENTER**

“In the Year 2030, Tualatin maintains a strong sense of community identity while successfully managing new growth and development. A dynamic growth strategy and plan for development promotes choices that fit community values and priorities, while benefiting local neighborhoods, business, schools, parks, and roads.

The City of Tualatin works collaboratively with other local and regional governments, expanding its urban planning area as appropriate, and managing the impacts of Urban Growth Boundary (UGB) expansion to protect community and environmental assets. The City plans carefully to address the cost of new growth and needed infrastructure.

Tualatin has diversified its supply of housing, providing a range of housing choices and affordability to meet the needs of its changing population. Tualatin town center preserves its best historical features while incorporating new mixed-use development, including high-density housing, a full complement of services, commercial and retail development, and amenities that accommodate pedestrians and bicyclists as well as cars.

Good urban design is an important part of Tualatin, with flexible standards that promote an attractive, well-functioning community, including appropriate mixed-use development, small, pedestrian-oriented neighborhood commercial centers, beautiful tree-lined streetscapes, and community ‘gateway’ entrances that strengthen local identity.

Tualatin has a thriving local economy that attracts businesses that fit well into the community, providing living wage jobs and supporting small businesses, while encompassing high-end retail development that offers better choices to shoppers and supports the local tax base.”

*Tualatin Tomorrow- Community Vision and Strategic Action Plan, June 2007*

## What Are Local Aspirations?

Metro has asked cities to identify how much population, employment and housing they will have in the next 20 to 50 years. These Local Aspirations will inform Metro's process in determining the location and size of urban and rural reserves. The reserves process stemmed from concerns with the current system for managing growth in the Metro area.

The City Council has met five times since October 2008 to discuss what Tualatin may look like in the next 20 and 50 years. Their top priority is to maintain the quality of life in Tualatin. Over the next 20 to 50 years change will inevitably occur; however, we can shape what our community looks like. That is why Tualatin Tomorrow's goals for *How We Grow* are stated on the front cover. The information contained here represents aspirations set by the Council for population and employment in the next 20 and 50 years. Transportation improvements, such as additional lanes and new roads, are necessary to accomplish many of these aspirations. Analysis of transportation infrastructure needs will occur at a future date.

## The Town Center Today

In February 2008, the City Council approved a revised Town Center vision statement:

- **Includes a mixed use living, working and playing environment**
- **Is oriented to and integrates the Tualatin River and other natural features to activate uses**
- **Has a distinctive feel with strong, interesting and distinctive design standards and elements**
- **Includes civic, social, commercial and cultural functions as a full service community within walking distance**
- **Encourages safe bike and pedestrian activity**
- **Is a destination for local business activities and not a pass through location for freight traffic**

The Town Center is a mixed-use area meaning there are residential, commercial, and retail uses next to each other. There are several buildings with apartments or condominiums above stores, restaurants and offices on the ground floor. In 2007 there were 3,855 jobs in approximately 1.25 million gross square feet of building space. Additionally, there were 2,390 residents who lived in approximately 956 condominiums and apartments in various locations through out the Town Center.



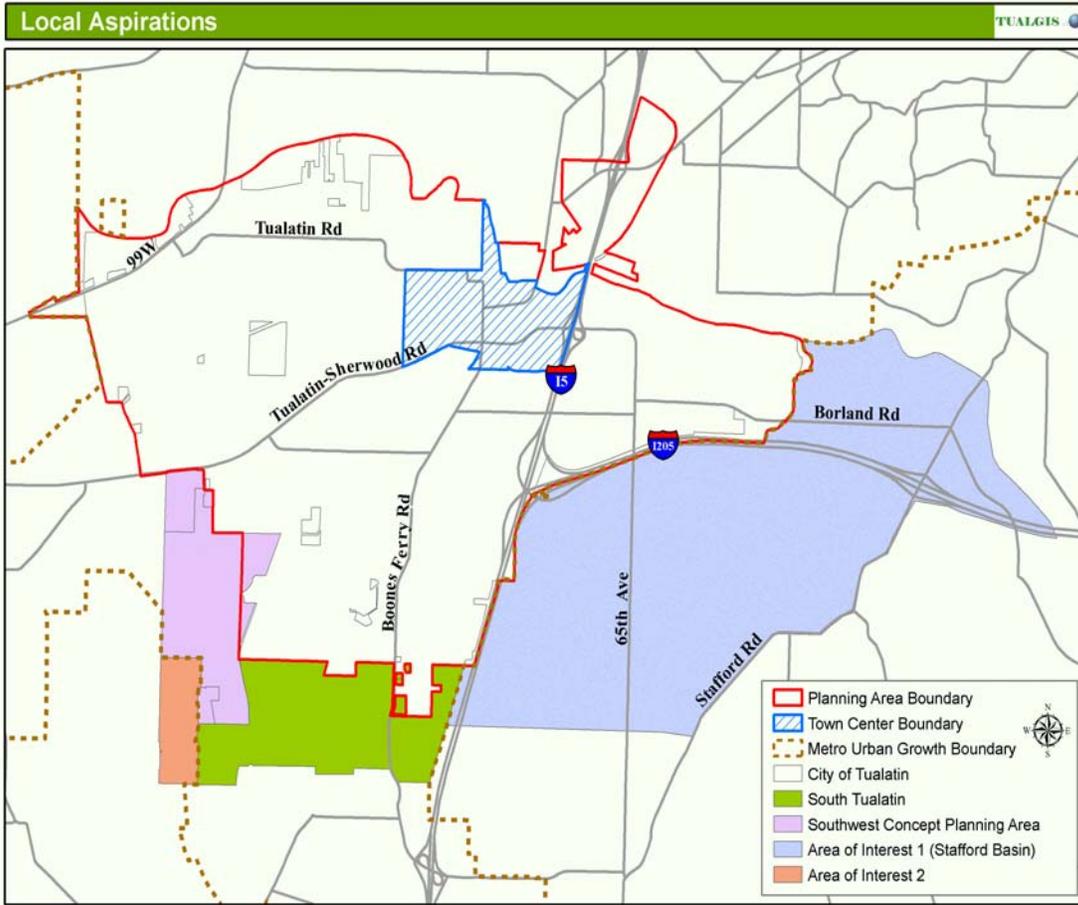
## The Town Center in 20 Years

During five work session meetings, the City Council articulated their aspirations for the Town Center in 20 years. In addition to maintaining the quality of life currently enjoyed by Tualatin residents, their aspirations include constructing new buildings on vacant land and redeveloping existing buildings to facilitate achieving the vision set out in February 2008. In 20 years the Town Center could provide 6,704-8,405 jobs in 2.17 –2.9 million gross square feet of building space. There could be as many as 2,521-3,438 people living in 1,006-1,356 apartments, condominiums or row houses.

## The Town Center in 50 Years

The Town Center could provide 7,753-12,803 jobs in an estimated 2.51 – 4.35 million gross square feet of building space. There could be a population range of 2,691-5,047 people living in 1,071-2,965 apartments, condominiums or row houses in the next 50 years.

	Jobs	Square Footage	Pop.	Res. Units
Town Center 2007	3,855	1.25 million	2,390	956
Town Center 2030	6,704-8,405	2.17-2.9 million	2,521-3,438	1,006-1,356
Town Center 2060	7,753-12,803	2.51-4.35 million	2,691-5,047	1,071-2,965



## Commercial Land Outside of the Town Center

According to the Oregon Employment Department (OED), in 2007 the City of Tualatin had 5,527 employees or jobs on commercial land.

Future development on vacant land and lots that can be redeveloped will look similar to commercial development today. The City has 20 acres of vacant commercial land which could be built out in two years based on a historical average of 12 acres per year being developed. This could produce approximately 550 jobs.

There are approximately 21 acres of redevelopable land and 5 acres of infill land that could produce a combined total of 708 jobs.

## Industrial Land

Future industrial development inside the current City boundaries will look similar to our existing industrial areas. There are 340 acres of vacant land, 9 acres of infill land and 99 acres of redevelopable land that could produce 6,445 jobs. Vacant land could be built out in 6 years based on a historical average absorption rate of 60 acres per year. In 2007 there were 12,850 employees or jobs on industrial land, according to OED.

The Southwest Concept Plan area is intended to support corporate business park type industrial development. It has 221 acres of vacant land and 179 acres of redevelopable land which could support 5,500-12,000 jobs by the year 2025 depending on the corporate businesses.

Area of Interest 2 is currently outside of the City and Metro's Urban Growth Boundary (UGB); however, if it is brought into the UGB that area will likely support corporate business park style industrial development. Area of Interest 2 has approximately 7 acres of vacant land and could support up to 104 industrial jobs. There is also a possibility for some industrial development in the South Tualatin area west of the railroad tracks which could support an estimated 361 jobs.

Area	Acres	New Jobs by 2030
Commercial	46	1,259
Industrial- Inside the City	448	6,445
Southwest Concept Plan	400	5,500-12,000
Area of Interest 2	7	104
South Tualatin	19	361
<i>Total</i>	920	13,669-20,169

## Residential Land

The City aspires to maintain the character of existing residential neighborhoods and to continue that character in new neighborhoods as the City grows. According to Portland State University's Population Research Center, Tualatin has a population of 26,040 as of July 2008, and the City Council has identified a long range population of 35,000 as reasonable.

In 2007, there were 237 acres of vacant (42%), redevelopable (48%) and infill (10%) land; 88% of that land is in the low density residential planning district.

In 20 years, 667-1,505 dwelling units could be added resulting in 1,747-3,944 new people in Tualatin's current boundaries.

Land north of Wilsonville and south of Tualatin was added to the UGB when the boundary expanded in 2004. South Tualatin, about 342 vacant acres in this area, could be served by the City. About 314 acres (91%) of the area was previously identified for residential development. Given the City's aspiration to maintain our residential character, development in South Tualatin could range from 314-2,008 dwelling units resulting in 823-5,261 new residents in the next 20 years. South Tualatin is envisioned to have parks and green space and about 10 acres of retail services.

	Population
Population in 2007	26,040
Town Center 20 Year	2,521-3,438
Residential- Outside of the Town Center	1,747- 3,944
South Tualatin	823 - 5,261
Total Potential 20 Year	31,131- 38,683
<i>Council Aspiration</i>	35,000

## Area of Interest 1- Stafford Basin

According to Metro, the Portland metropolitan region could add 975,000-1.3 million people in the next 20 years and 1.6-2.3 million over the next 50 years. Cities in the region may have to accept a portion of this additional population. Tualatin has identified the Stafford Basin as an area for the City to grow into instead of increasing densities in the existing City boundaries to accommodate additional population. In order to protect the character of Tualatin's neighborhoods, the Stafford Basin is an area that can provide room for expansion in a manner that resembles the character of our existing neighborhoods. The City's aspirations for the Stafford Basin are to protect open space, protect groves of trees, and provide parkland and school sites that will benefit residents in the City and surrounding area. Corridors of natural areas along I-5 and I-205 are envisioned to serve as buffers.

The Stafford Basin, an area of 2,900 gross acres, is envisioned to have 10,000 people living there in the next 50 years. Possible land use allocations for the 180 net developable acres north of I-205 could be 49 acres of residential land and 131 acres of employment land. South of I-205, there are 1,164 net developable acres that are envisioned to support residential development and several service commercial sites of 6-10 acres identified for local residents to obtain daily goods and services in their neighborhoods.

Stafford Basin 2060	
Population	10,000
Employment	3,935-4,103

- For more information on Urban & Rural Reserves visit the following websites: **Metro**-[www.metro.gov](http://www.metro.gov); **Washington County**-[www.co.washington.or.us](http://www.co.washington.or.us); **Clackamas County**-[www.co.clackamas.or.us](http://www.co.clackamas.or.us)
- To view **Tualatin's Local Aspirations/ Urban & Rural Reserves** work session memos and presentations visit the Long Range Planning webpage at: [www.ci.tualatin.or.us/departments/communitydevelopment/planning](http://www.ci.tualatin.or.us/departments/communitydevelopment/planning)



# MEMORANDUM CITY OF TUALATIN

**TO:** Chris Deffebach

**FROM:** Doug Rux, Community Development Director   
Cindy Hahn, Assistant Planner

**DATE:** December 8, 2009

**SUBJECT:** LOCAL COMMUNITY GROWTH ASPIRATIONS: HWY 99W  
CORRIDOR

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The Tualatin City Council began discussing Local Aspirations in October 2008 when Councilor Carl Hosticka attended a work session meeting to discuss potential topics for Local Aspirations. Council then spent four work sessions, in December 2008 and February, March and April 2009, discussing Local Aspirations and on April 30, 2009, staff presented Council's ideas in a public forum at the Tualatin Tomorrow Community Event. In May 2009, staff prepared responses to Metro's Local Aspirations questionnaire (which was distributed on November 24, 2008) that summarized the Council's Local Aspirations for how and where they would like to see the City grow in the next 20-50 years. Areas of focus included the Town Center, Southwest Concept Plan area, Area of Interest 2 (Knife River; outside the urban growth boundary [UGB]), South Tualatin, and the Stafford Basin (outside the UGB).

Council did not consider the Highway (Hwy) 99W Corridor as a focus area in previous Local Aspirations discussions. However, compelling reasons have recently emerged prompting a discussion of this area. Council met in a special work session on December 7, 2009, and decided to add the Hwy 99W Corridor as an area of focus in their Local Aspirations. Following is pertinent background information on the Hwy 99W Corridor in the City of Tualatin.

## **BACKGROUND**

The Hwy 99W Corridor includes 183.19 gross acres of land (approximately 137.13 acres in landowner parcels and 46.06 acres of right-of-way) between the urban growth boundary (UGB) on the west and the Tualatin River on the north in the northwest part of the City (Attachment A). A roughly 1.5-mile segment of Hwy 99W traverses the Corridor, with two major intersections at SW Cipole Road and SW 124<sup>th</sup> Avenue, and minor access points at SW Pacific Drive and SW Hazelbrook Road. Planning District designations on the south side of Hwy 99W are industrial west of SW 124<sup>th</sup> Avenue and commercial and

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high-density residential east of SW 124<sup>th</sup> Avenue (Attachment B). On the north side of Hwy 99W, commercial Planning District designations bracket a central area designated for high-density residential use. Immediately adjacent to the Corridor on the northwest, 55.62 gross acres of land is designated for medium-density residential use.

In December 2002, Metro brought the 15-acre area at the western end of the Hwy 99W Corridor into the regional UGB. This triangular area is bounded by Hwy 99W on the north, SW Cipole Road on the east, and an unpaved road (future Cummins Drive) on the south. The land was conditioned for industrial development as part of a strategy to balance the supply of land within the UGB for job creation. In 2005, the City prepared the Northwest Tualatin Concept Plan (NWCP) for this area, which allows for flexibility in industrial development while promoting compatibility with adjacent land uses and natural resources. All developable land within the NWCP area is designated General Manufacturing (MG) with a Special Setback for Commercial Uses.

The Tualatin Community Plan recognizes the importance of the Hwy 99W Corridor area for accommodating higher-density residential development to offset lower density development in other parts of the City. It also acknowledges the commercial portion of the Corridor as an important community resource that should be protected and encouraged to provide commercial activities relating to the Tualatin River and Hwy 99W. However, the City has never prepared a plan specifically for the Hwy 99W Corridor.

Completion of the Birtcher office building at the southeast corner of Hwy 99W and SW 124<sup>th</sup> Avenue and development of the Leveton area just west of SW 124<sup>th</sup> Avenue with construction of buildings by American Classic Deck and Fence, LPKF, Columbia Roofing, and Haulaway Storage have brought new employers to the area (Attachment C). The 17.28 net developable vacant acres in the Hwy 99W Corridor (Planned Capacity) could support approximately 231 jobs (140 on industrially designated land and 91 on commercially designated land), 74 to 93 dwelling units, and 195 to 244 additional residents based on the existing Planning District designations (Attachment D). If densities were maximized on the remaining 119.85 gross acres in the Hwy 99W Corridor (Aspirational Capacity) to achieve more compact development the corridor could support approximately 1,971 additional jobs (894 on industrially designated land and 1,077 on commercially designated land), 575 to 630 dwelling units, and 1,506 to 1,650 additional residents (Attachment D). There is steady interest in development of the residentially as well as the commercially designated land north of Hwy 99W, but no development applications have been submitted. Staff surmises that environmental and access constraints affecting these properties make their development financially challenging, hence development proposals have been slow to materialize.

Identification of the Portland City Center to Sherwood Corridor, in the vicinity of the Barbur Boulevard/Hwy 99W corridor, as a Near-term Regional Priority Corridor, or Tier 1, in the Metro 2035 Regional High Capacity Transit Plan has focused new interest on Hwy 99W for transit. In achieving the compact development pattern, high-quality pedestrian environment, and convenient transit access that is desirable in a high capacity transit corridor, however, the Hwy 99W Corridor poses several planning challenges. The Draft 2035 RTP classifies Hwy 99W within the City as a Regional Street. The Street Design

Guidelines for 2040, *Creating Livable Streets* (June 2002, Second edition), defines Regional Streets as major arterial streets that are primarily vehicle-oriented and provide the highest capacity facility of the street and boulevard classifications. The Oregon Hwy Plan (OHP; ODOT, 1999) classifies Hwy 99W as a Statewide Highway (NHS). Statewide Highways typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, the OHP recommends that interruptions to flow should be minimal.

In an effort to balance the conflicting demands of vehicular mobility and continuous-flow operation with pedestrian and bicycle safety and transit access in what may become a high capacity transit corridor, it may be advantageous to designate the Hwy 99W Corridor an Urban Business Area (UBA) under the OHP. The primary objective of the State Highway in an UBA is to maintain vehicular mobility while balancing the access needs of abutting properties with the need to move through traffic. In an UBA, vehicular accessibility is often as important as pedestrian, bicycle and transit accessibility, safe and regular street connections are encouraged, and transit turnouts, sidewalks, and bicycle lanes are accommodated.

As another means to foster compact development in the Hwy 99W Corridor, the City may want to consider designating part of the Corridor a Vertical Housing Development Zone (VHDZ; administered through State of Oregon Housing and Community Services). The purpose of the VHDZ would be to encourage mixed-use developments that contain both non-residential and residential uses and to achieve densities that will support higher transit ridership.

#### **METRO'S LOCAL ASPIRATION QUESTIONS**

The following response to Metro's Local Aspirations Questions paints a picture of what development and redevelopment in the Hwy 99W Corridor could look like over the next 20-50 years as the area moves toward the compact development pattern, high-quality pedestrian environment, and convenient transit access of the corridor design type while maintaining the vehicular mobility expected of a State Highway. These changes would be accomplished through careful planning and analysis, possible Planning District changes or overlays and UBA and VHDZ designations, and coordination with affected agencies. This information is subject to modification as we continue our public outreach activities.

1. **What are your plans for growth in your city in general and in your centers, corridors and employment areas?**
  - *What is your planned capacity for these areas?* Planned capacity was interpreted to mean growth on vacant land.
    - Hwy 99W Corridor: 17.28 net vacant acres could support approximately 231 jobs, 74 to 93 dwelling units and 195 to 244 additional people.
  - *What locations are not achieving their planned capacity?*
    - All areas, based on allowed uses and physical location, are experiencing growth or some type of development. There are no areas in Tualatin that are underachieving.

- *Is our understanding of your current planned capacity correct?*
- *What are your aspirations for capacities beyond current adopted plans, if any?*
  - Hwy 99W Corridor: In the next 20 years redevelopment of industrial land south of the Highway and west of SW 124<sup>th</sup> Avenue, as well as redevelopment of commercial land north of the Highway along SW Pacific Drive likely will occur. Industrial redevelopment could include more flex space and office use to provide more employees to support transit service in the corridor. The development pattern north of Hwy 99W is expected to change from existing single-story commercial and low-density residential development to vertical mixed-use (ground floor retail with residential above) as corridor plans are developed. If densities were maximized on the remaining 119.85 gross acres in the Hwy 99W Corridor to achieve more compact development the corridor could support approximately 1,971 additional jobs (beyond Planned Capacity), 575 to 630 dwelling units, and 1,506 to 1,650 additional residents.
- *What are your plans for growth in the 50 year time frame, if any?*
  - Hwy 99W Corridor: In the next 50 years the development pattern established in the 20-year timeframe is expected to continue and mature with increased density, additional vertical mixed-use, taller structures, greenway trails, and bicycle and pedestrian amenities to support transit service in the corridor.

**2. What kind of community are you planning for?**

- *Are you planning for an 18-hour community or other community shown on the Activity Spectrum or somewhere in between?*
  - Hwy 99W Corridor: Based on the 50-year growth aspirations, the Hwy 99W Corridor could resemble a 14-hour community similar to the Hillsdale District with a focus on local services and transit, and have a jobs-to-housing ratio of 3:1. It is anticipated the Hwy 99W Corridor would have more dwelling units per acre than is found in the Hillsdale District, likely 25 du/ac as compared with 10 du/ac, because of the amount of existing higher density single-family and multi-family development and planned vertical mixed-use. The Hwy 99W Corridor also would be expected to use structured parking, rather than surface lots, to maximize development in 3-4 story buildings with an average FAR of 0.5:1. Continuous sidewalks and pedestrian connections throughout the corridor, particularly at intersections and transit stops, would be especially important to connect riders with transit facilities on both sides of Hwy 99W.
  - The City aspires to maintain the quality of life in Tualatin and the character of existing residential neighborhoods, and to continue that character in new neighborhoods as the City grows. Two important themes in the Hwy 99W Corridor are making this a vibrant transit corridor and incorporating the Tualatin River into the City.

**3. What policy and investment choices will it take for you to achieve these aspirations?**

- *What type of transportation or other infrastructure is needed, such as completing sidewalk gaps or street connections in your downtown, or upgrading sewer or water services?*
  - Hwy 99W Corridor: Some transportation and infrastructure improvements, such as additional lanes, new access roads, and water, sewer and storm drain upgrades, likely will be necessary to accomplish the above stated aspirations. Implementation of the Metro 2035 Regional High Capacity Transit Plan for the Portland City Center to Sherwood Corridor, which is identified as a Near-term Regional Priority Corridor (most viable for implementation in the next four (4) years), would improve high-capacity transit in the Hwy 99W Corridor consistent with increased densities and vertical mixed-use envisioned for the area.
  - Staff and Council have not reviewed detailed infrastructure analysis for the above aspirations. As planning for the Hwy 99W Corridor moves forward, staff will work with a consultant to identify infrastructure needs and costs for development.
- *What new financing strategies, if any, are being considered in your community to pay for needed investments?*
  - Hwy 99W Corridor: The City is considering designating a Vertical Housing Development Zone (VHDZ; administered through State of Oregon Housing and Community Services) in part of the Hwy 99W Corridor to encourage mixed-use developments that contain both non-residential and residential uses and to achieve densities that will support higher transit ridership.
- *What type of financial or technical assistance is needed?*
  - The City will seek a Construction Excise Tax (CET) Planning Grant from Metro to help pay for preparation of the Hwy 99W Corridor plan. The City will seek the assistance of consultants for the plan's infrastructure analysis. We also may pursue having the Hwy 99W Corridor designated an Urban Business Area (UBA) by the Oregon Department of Transportation (ODOT) so that the speed within the Corridor can be reduced to 35-40 miles per hour, and transit turnouts, sidewalks, and bicycle lanes can be accommodated without compromising vehicular mobility; if this designation were to be pursued, technical assistance from ODOT would be needed.
- *What type of regulatory or other tools are needed or are being considered?*
  - Regulatory tools that could be needed include Plan Map and/or Plan Text Amendments to change Planning District designations, or implement overlay or other district designations, and to alter building height, setback, or other standards. A Hwy 99W Corridor Plan must be written and accepted by the Council and changes to the cities development code will be adopted to reflect these policies.

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*What are your aspirations for growth in Centers and Corridors and/or City as a whole?*

<b>Where would you like to encourage growth?</b>	<b>Where is this area located? (include shape file if possible)</b>	<b>What is your planned capacity for growth?</b>	<b>What is your estimate for growth by 2030? (Combined vacant + redevelopment of remaining gross acres)</b>	<b>What is your aspiration for growth beyond planned capacity if available for 20 years? (Only includes redevelopment of remaining gross acres)</b>	<b>What is your aspiration for growth beyond planned capacity if available for 50 years?</b>
<b>Existing Center</b>					
<b>New Center</b>					
<b>Corridor</b>	Hwy 99W Corridor	231 jobs, 74 to 93 dwelling units, and 195 to 244 additional new residents	2,202 jobs, 649 to 723 dwelling units, and 1,701 to 1,894 new residents	1,971 jobs, 575 to 630 dwelling units, and 1,506 to 1,650 new residents	The 20 year development plan will continue to mature.
<b>City as a whole</b>					
<b>Other locations for additional infill or key nodes? (Areas outside of current city boundaries)</b>					

*What values will guide growth in your community?*

<b>Locations</b>	<b>Using the Activity Spectrum, which type of community best reflects your aspirations?</b>	<b>What is the desired urban form for your community (FAR, Height)</b>	<b>What is the theme, if any that your community wants to retain (historic main street, regional shopping, etc.)</b>	<b>Other Values</b>
<b>Existing Center</b>				
<b>New Center</b>				
<b>Corridor</b>	Hwy 99W Corridor: 14-hour community with a focus on local services and transit, and a 3:1 jobs housing ratio	In 2030 FAR could be around an average 0.50 and buildings could be 3-4 stories. Compact development pattern, high-quality pedestrian environment, and convenient transit access.	Strong sense of community identity; maintaining character of existing residential neighborhoods	Incorporate the Tualatin River and make this a vibrant transit corridor

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<b>City as whole</b>				
<b>Other locations for additional infill or key nodes?</b> (Areas outside of current city boundaries)				

*What policy and investment actions will it take to achieve these aspirations?*

<b>Locations</b>	<b>What kind of transit services?</b>	<b>What kind of other infrastructure? (streetscape, road, bike, pedestrian, sewer or other?)</b>	<b>What kind of financial strategies? (urban renewal, new funding sources, other?)</b>	<b>What kind of regulatory or policy changes?</b>	<b>Other?</b>
<b>Existing Center</b>					
<b>New Center</b>					
<b>Corridor</b>	Hwy 99W Corridor: Implementation of the Metro 2035 Regional High Capacity Transit Plan for the Portland City Center to Sherwood Corridor would improve high-capacity transit in the Corridor consistent with increased densities and vertical mixed-use envisioned for the area.	Additional lanes on Hwy 99W may be needed to maintain mobility, and new access roads will be needed to developing properties; Upgrades to sewer, water and storm drains will be needed for increased density.	The City is considering designating a Vertical Housing Development Zone (VHDZ) in part of the Corridor to encourage mixed-use developments and to achieve densities that will support higher transit ridership. The City will seek a Construction Excise Tax (CET) Planning Grant from Metro; assistance of consultants for the Plan's infrastructure analysis; and may pursue having the Hwy 99W Corridor designated an Urban Business Area (UBA) by ODOT.	Plan Map and/or Plan Text Amendments to change Planning District designations, or implement overlay or other district designations, and to alter building height, setback, or other standards may be necessary. The Hwy 99W Corridor Plan must be written and accepted by the City Council. Changes to the City's development code will be updated to reflect these policies.	
<b>City as whole</b>					
<b>Other location for additional infill or key nodes?</b> (Areas outside of current city boundaries)					

- Attachments:**
- A. Figure 1: Acreage
  - B. Figure 2: Planning Districts and Net Developable Vacant Land
  - C. Figure 3: Aerial Photograph
  - D. Net Developable Acres, Planned Capacity, Highway 99W Corridor
  - E. Investing in Great Places Matrix / Corridors







**PLANNED AND ASPIRATIONAL CAPACITY  
HIGHWAY 99W CORRIDOR**

	PLANNING DISTRICT	NET DEVELOP-ABLE ACRES (PLANNED CAPACITY) <sup>1</sup>	REMAINING GROSS ACRES (ASPIRATIONAL CAPACITY) <sup>2</sup>	PLANNED + ASPIRATIONAL CAPACITY <sup>3</sup>	
				JOBS	UNITS
NORTH OF HWY 99W	CG	2.92	31 jobs/acre	90.52	jobs
	CG		10.75	31 jobs/acre	333.25 jobs
	CR		16.44	31 jobs/acre	509.64 jobs
	<b>TOTAL</b>	<b>2.92</b>	<b>27.19</b>	<b>933.41</b>	<b>jobs</b>
	RH	3.72	20-25 du/acre	74.40	93.00 units
	RH		11.04	20-25 du/acre	220.80 276.00 units
	RMH		4.52	90 units actual	90.00 90.00 units
	<b>TOTAL</b>	<b>3.72</b>	<b>15.56</b>	<b>385.20</b>	<b>459.00 units</b>
SOUTH OF HWY 99W	CG		7.56	31 jobs/acre	234.36 jobs
	MG	6.70	12.5	jobs/acre	83.75 jobs
	MG		46.45	16 jobs/acre	743.20 jobs
	ML	3.94	14.4	jobs/acre	56.74 jobs
	ML		9.40	16 jobs/acre	150.40 jobs
	<b>TOTAL</b>	<b>10.64</b>	<b>63.41</b>	<b>1,268.45</b>	<b>jobs</b>
	RH		13.69	264 units actual	264.00 264.00 units
	<b>TOTAL</b>	<b>0.00</b>	<b>13.69</b>	<b>264.00</b>	<b>264.00 units</b>

HWY 99W CORRIDOR	NET DEVELOP-ABLE ACRES (PLANNED CAPACITY)	REMAINING GROSS ACRES (ASPIRATIONAL CAPACITY)	PLANNED + ASPIRATIONAL CAPACITY					
			JOBS	UNITS (NEW + EXISTING)		PEOPLE PER HOUSE-HOLD <sup>4</sup>	RESIDENTS (NEW + EXISTING)	
				LOW	HIGH		LOW	HIGH
	17.28		231.01	74.40	93.00	2.62	194.93	243.66
		119.85	1,970.85	574.80	630.00	2.62	1,505.98	1,650.60
<b>TOTAL</b>	<b>17.28</b>	<b>119.85</b>	<b>2,201.86</b>	<b>649.20</b>	<b>723.00</b>		<b>1,700.90</b>	<b>1,894.26</b>

<sup>1</sup> Net developable acres are vacant acres upon which development is assumed to occur in the future under existing Planning District regulations and densities, or as it is currently planned.

<sup>2</sup> Remaining gross acres are acres within each Planning District less net developable acres; these acres are used to calculate Aspirational Capacity, or development that could occur in the future if density were maximized to achieve more compact development within the corridor.

<sup>3</sup> Jobs per acre is an estimate based on 2007 Business License data increased by 13% to represent 2007 OED data: M:\PLANNING\Other Governments\Metro\Local Aspirations\2008\Local Aspirations Industrial, Commercial, TC & Stafford\Employment Land Analysis.xls

<sup>4</sup> US 2000 Census

## Attachment E

### Investing in Great Places matrix- City of Tualatin 99W Corridor

Local Aspiration Profile	Regional investment actions							Shared responsibilities	Local Actions						Private Actions	
Development Current/ Goal	Bus	High Capacity Transit	Highways and Arterials	Transportation system management and operations	Transit oriented development	Grants	Regional Greenspace	Enhanced pedestrian, bike and trail environment	Utilities and civic infrastructure	Local streets and connectors	Supportive code	Parking Strategies	Financial incentives	Direct project incentives	Local green spaces	Collaboration
Tualatin HWY 99W Goal: 2,202 jobs; 649-723 DU by 20230																

This Matrix uses the work product created by Metro for the September 2009 Aspirations and Investment piece created for the Chief Operating Officer's report. The categories and their definitions can be found in the report titled: *Making the Greatest Place Investing in Great Places matrix September 15, 2009, Acheiving local aspirations through strategic regional and local investments* by Metro.

 Proposed	 Existing
 In progress	