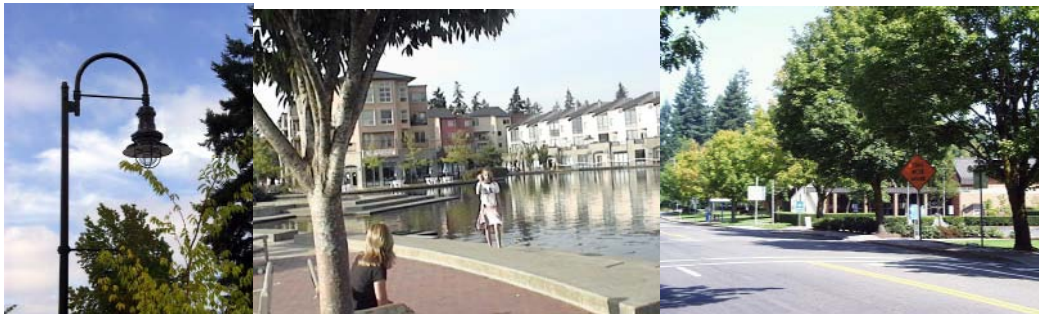




City of Tualatin
OREGON

Tualatin Town Center Plan Final Report



June 2005

Prepared by:



In association with:

**Leland Consulting Group, Kittelson and Associates
CH2M-Hill**

*This project was partially funded through a grant from the
Oregon Department of Land Conservation and Development.*

Tualatin Town Center Plan

Participants

Technical Advisory Committee

- Meg Fernekees, Department of Land Conservation and Development
- Andy Johnson, Oregon Department of Transportation
- Marc Guichard, Metro
- Steve L. Kelley, Washington County
- Kendra Smith, Clean Water Services
- Tom Mills, TriMet
- Jim Jacks, City of Tualatin
- Todd Chase, Otak (consultant)

Citizens Advisory Committee

Tualatin Planning Advisory Committee (TPAC)

- David Adent (TPAC member)
- Gunnar Olson, (TPAC member)
- Nic Herriges, (TPAC member alternate)

Tualatin Urban Renewal Advisory Committee (URAC)

- Althea Pratt-Broome (URAC member)
- Hube Nukes (URAC member alternate)

Tualatin Parks Advisory Committee (T-Park)

- Chip Terhune (T-Park)
- Mitch Behrens (T-Park member alternate)
- Travis Dunford (T-Park member alternate)

Tualatin Chamber of Commerce Board of Directors

- Neta George (Chamber board)
- Brian Tietsort (Chamber board alternate)

Business Person in Town Center

- Bolar Brown (Haggens Food and Pharmacy)

Westside Economic Alliance

- Paul Phillips (PacWest Communications)

Two At-Large Citizen Positions

- June Bennett (retired Town Center resident)
- Chris Burchill (Spacesaver Specialists business manager and local resident)

City of Tualatin

- Jim Jacks, AICP, Administration Department Special Projects Manager

Tualatin Town Center Plan

- Douglas Rux, AICP, Community Development Director

Town Center Plan Consultants

- Todd Chase, AICP, Project Manager, Otak, Inc.
- Dan Antonson, Otak, Inc.
- Martin Glastra Van Loon, Otak, Inc.
- Ben Bortolazzo, Otak, Inc.
- Don Hanson, Otak, Inc.
- Anne Samual, Otak, Inc.
- Dave Leland, Leland Consulting Group
- Mindi Plummer, Leland Consulting Group
- Paul Ryus, PE, Kittelson Associates
- David Simmons, PE, CH2M-Hill

Table of Contents

Executive Summary.....	1
Plan History, Background and Vision	3
Existing Conditions	5
Town Center Development Alternatives and Evaluation Process.....	11
Town Center Plan Elements.....	15
Implementation Strategy	24

Appendices

- A. Background Plans and Policies
- B. Existing Conditions Analysis
- C. Town Center Development Concept Alternatives
- D. Town Center Financial Tool Kit
- E. Technical Advisory Committee Meeting Record
- F. Citizens Advisory Committee Meeting Record
- G. Public Open House Meeting Materials

List of Tables

1. Existing Development Area and Assessed Values.....	6
2. Existing Zoning.....	7
3. Development Opportunities	11
4. “Big Ideas” from Public and Stakeholder Groups.....	13
5. Key Elements in Preferred Town Center Plan.....	16

List of Figures

ES-1. Preferred Town Center Plan	2
1. Town Center Plan Area.....	3
2. Existing Building Density	7
3. Allowed Building Heights.....	8
4. Existing Zoning.....	9
5. Public Ownership	10
6. Development Concept Flow Diagram.....	12
7. Preferred Town Center Concept Plan	17
8. Potential Mixed Use Concept	19

Tualatin Town Center Plan

Executive Summary

The City received a grant from the Oregon Department of Land Conservation and Development to revisit the local vision for the Town Center and identify potential land use, transportation and environmental projects and priorities. Major objectives of the Town Center Plan include:

- Integrating various mixes of building types and uses;
- Encouraging more urban versus suburban development;
- Focusing on safe/efficient pedestrian and vehicle connections;
- Implementing required land use and transportation code amendments; and
- Enhancing local quality of life.

The city conducted a eight month planning process to establish a Tualatin Town Center Plan that synthesizes prior local plans and identifies current community objectives for energizing downtown. The draft vision statement below is intended to embody the spirit of local planning goals and objectives.

Draft Vision Statement:

The Tualatin Town Center will be a distinctive high-quality mixed-use development location with a wide variety of residential dwellings and retail, professional and service employment opportunities, and important recreational and cultural facilities.

Town Center development concepts were prepared by a consultant team (led by Otak) and reviewed and refined based upon input from the Technical Advisory Committee (TAC), Citizen's Advisory Committee (CAC) and public at large. The resulting preferred Town Center Plan is in Figure 1 and includes 26 planning elements (listed out on page 16) identifying important land use, transportation and natural enhancements that are intended to make Tualatin Town Center an excellent place to life, work, shop, visit and recreate. The ideas and concepts presented in this plan are intended to illustrate future development opportunities and possibilities for downtown Tualatin, and are not intended to create new mandates nor regulations.

If you would like to know more about the Town Center Plan, please contact:

Jim Jacks, AICP
Special Projects Manager
City of Tualatin
18880 SW Martinazzi Avenue
Tualatin, OR 97062
(503) 692-2000
jjacks@ci.tualatin.or.us

Tualatin Town Center Plan

Figure ES-1 Preferred Town Center Plan

Pedestrian Bridge to Cook Park (not shown)



Preferred Plan

June 13, 2005

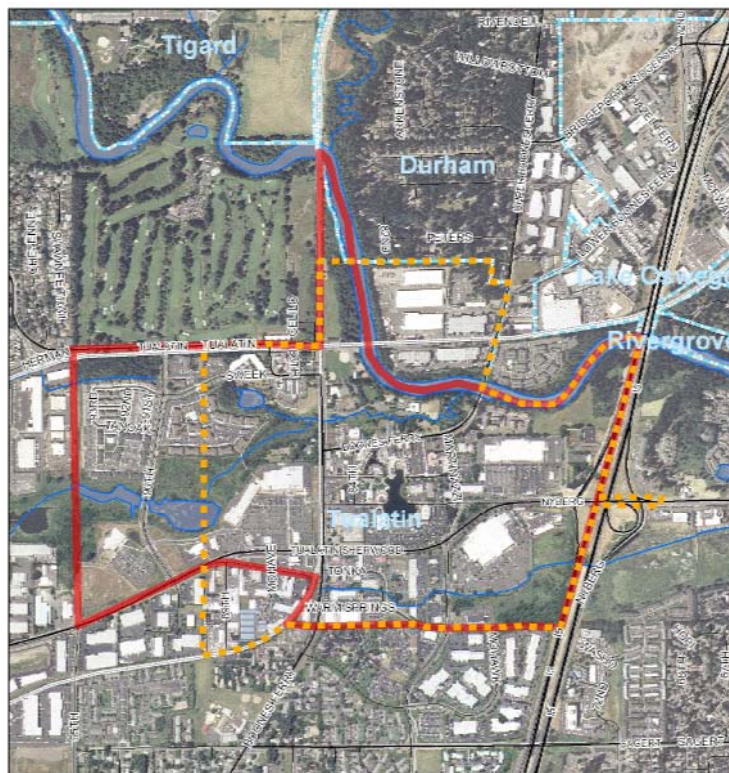
Plan History, Background and Vision

History

Tualatin’s Town Center traces its urban form to an evolution of the natural and built environment—and good transportation access. A new village called “Galbreath” started along the Tualatin River when ferry service began in 1853. In 1856, a bridge over the River linked the village with Boones Ferry Road. When Boones Ferry Road became one of the first “improved” roads in the region, the village thrived.

Near the turn of the 20th Century, the Portland & Willamette Railway Company provided a stop west of the River, and John Sweek platted a town around the depot—called Tualatin. In 1906, the Oregon Electric Railroad added a stop in Tualatin along the Portland-Salem line and the Town Center expanded. In the post World War II era, I-5 and Tualatin-Sherwood Road were constructed, and the Town Center attracted industrial and large format retailers, including Kmart and Fred Meyers. Efforts by the City in the 1980s led to the “re-creation” of a Town Center around the newly formed Lake of the Commons. Today, there are nearly 1,000 households, 300 businesses and 5,000 employees in the Town Center area. (See Figure 1.)

Figure 1. Existing Town Center Area



Tualatin Town Center Plan

Town Center Plan Objectives

The City received a grant from the Oregon Department of Land Conservation and Development to revisit the local vision for the Town Center and identify potential land use, transportation and environmental projects and priorities. Major objectives of the Town Center Plan include:

- Integrating various mixes of building types and uses;
- Encouraging more urban versus suburban development;
- Focusing on safe/efficient pedestrian and vehicle connections;
- Implementing required land use and transportation code amendments; and
- Enhancing local quality of life.

Planning Background and Vision

The City of Tualatin made a concerted effort to define and strengthen its Town Center for nearly three decades. This plan for the Town Center is intended to build upon many previous locally-adopted public planning documents, including:

- Tualatin Community Plan and Development Code;
- Metro Urban Growth Management Functional Plan;
- Tualatin Central Urban Renewal Plan;
- Tualatin Economic Development Action Plan;
- Central Tualatin Design Guidelines;
- Tualatin Transportation System Plan; and
- Hedges Creek Wetlands Master Plan.

These prior planning documents are summarized in Appendix A.

These background planning documents establish policies, goals and objectives that set the stage for long range planning within the Tualatin Town Center. The draft vision statement below is intended to embody the spirit of these diverse planning goals and objectives.

Draft Vision Statement:

The Tualatin Town Center will be a distinctive high-quality mixed-use development location with a wide variety of residential dwellings and retail, professional and service employment opportunities, and important recreational and cultural facilities.

Draft Planning Parameters:

- *Create a unique pedestrian-oriented urban environment with excellent aesthetic qualities;*
- *Provide strong transit, bicycle and roadway connections;*
- *Establish clear and convenient connections between and among attractions;*

Tualatin Town Center Plan

- *Provide a rich diversity of mixed-use and free standing developments;*
- *Accommodate a mix of local- and regional-retail operations;*
- *Integrate natural features including the Tualatin River, Nyberg Creek, Hedges Creek and wetland areas;*
- *Improve the local property tax base through public/private and private investments;*
- *Enhance civic, social and cultural functions available to all ages and income levels;*
- *Preserve and enhance important view sheds into and from the Town Center;*
- *Provide and maintain adequate levels of public facilities (sewer, water, storm water, streets and parks) to accommodate planned development;*
- *Consider flood mitigation strategies; and*
- *Consider reconfiguring town center boundary to optimize redevelopment opportunities and transportation linkages.*

Existing Conditions

The existing Tualatin Town Center consists of approximately 363.5 gross acres of land area. The two additional areas being evaluated for inclusion within an expanded Town Center boundary includes land within the Central Urban Renewal Plan District “North URD Subarea” and “South URD Subarea.” There are 4 tax lots totaling approximately 36.6 acres the North URD Subarea, and 25 tax lots with 19 acres in the South URD Subarea, as indicated in Table 1.

The total assessed property value in the Town Center Area is nearly \$280 million. This includes approximately \$101 million in land and \$178 million in improvements, according to the Washington County Assessor, as summarized in Table 1.

Tualatin Town Center Plan

**Table 1. Existing Development Area and Assessed Values
Tualatin Town Center Area**

	Existing Town Center Area	North URD Subarea	South URD Subarea	Total
Tax Lots	449	4	25	478
Ownerships	337	2	19	358
Land Area (acres)				
Public Streets	59.5	6.9	1.1	67.5
Public*	84	3.2	0.2	86.9
Private	220	33.4	18.8	271.7
Total area	363.5	43.5	20.1	426.1
Assessed Value (millions)				
Land Value	\$88.6	\$5.8	\$7.0	\$101.4
Building Value	\$152.9	\$14.2	\$11.1	\$178.2
Total value	\$241.5	\$20.0	\$18.1	\$279.6
<i>* includes public parks, open space and tax lots, but excludes public right of way.</i>				
<i>Source: City of Tualatin GIS mapping; assessed values from the Washington County Assessor, compiled by Otak, Inc.</i>				

In addition to public right-of-way in roads, the City of Tualatin controls or owns approximately 84 acres in 61 separate tax lots within the Town Center. The City also controls one tax lot in the North URD Subarea with about 3.2 acres and one tax lot in the South URD Subarea with 0.2 acres.

The relevant land use zones represented in the Town Center are summarized in Table 2, and illustrated in Figure 4. The main land use zones within the Town Center are: CC (Central Commercial); CG (General Commercial); CO (Commercial Office); MG (General Manufacturing); RH (High Density residential); and RH/HR (High Density/High-Rise residential). The South URD Subarea includes a primarily built-out industrial area zoned ML (Light Manufacturing). The North URD Subarea is primarily zoned MG with CC zoning along the river.

Tualatin Town Center Plan

Table 2. Existing Zoning (Acres)

Existing Zoning Classification	Existing Town Center Area	North URD Subarea	South URD Subarea	Total
CC	163.0	0	1.6	164.6
CG	19.8	0	0	19.8
CO	22.4	3.2	0	25.6
MG	25.9	33.4	0	59.3
ML	0.0	0	17.4	17.4
RH	56.2	0	0	56.2
RH/HR	19.7	0	0	19.7
Other*	0.4	0	0	0.4
Total	307.4	36.6	19.0	363.0

* includes 0.21 acres of single family and 0.2 acres of medium-high density residential

Source: City of Tualatin GIS mapping, compiled by Otak, Inc.

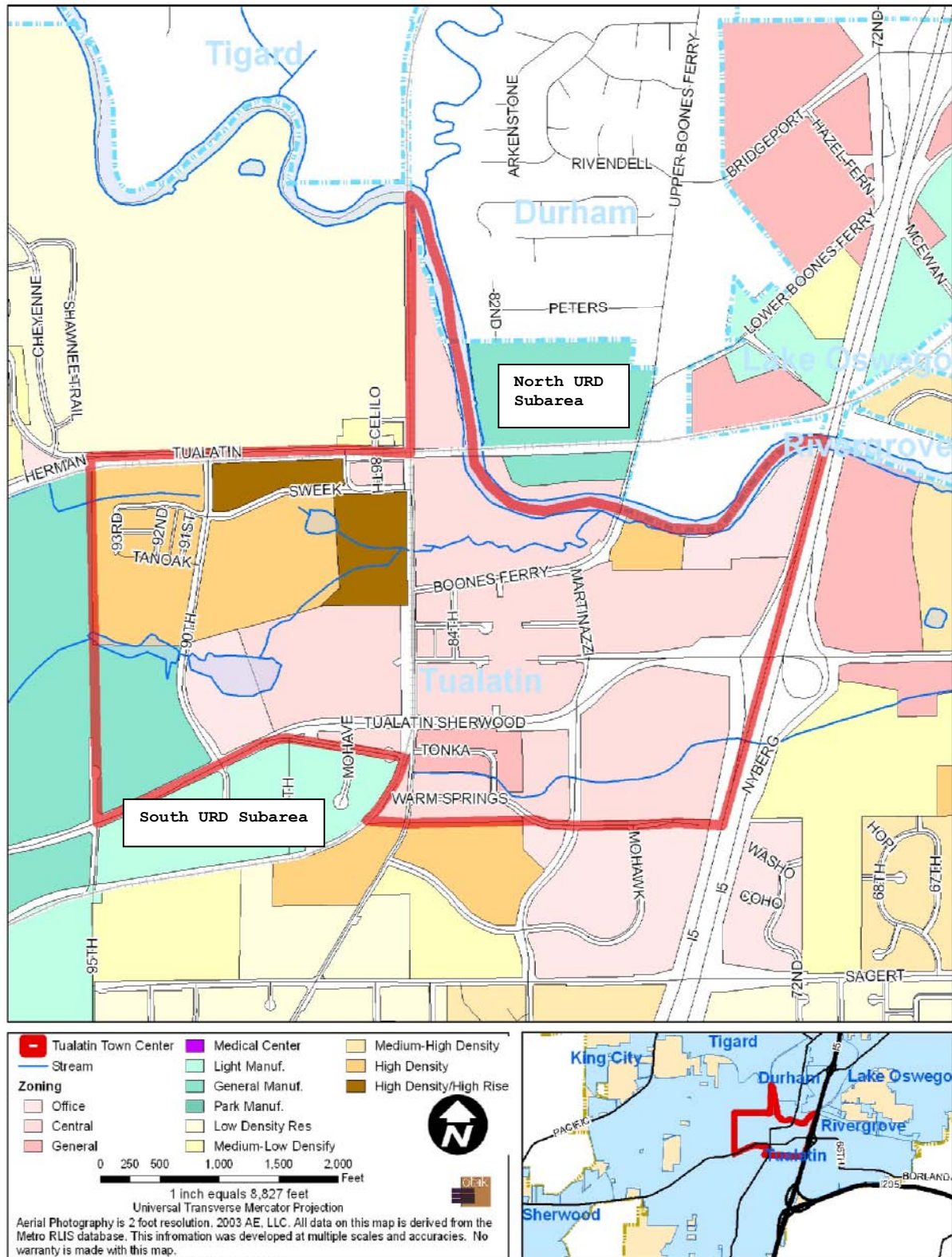
Figure 2 illustrates existing building density and Figure 3 shows the allowed building heights within the Town Center. While portions of the Town Center currently allow up to 125 foot high building structures with conditional use approval, the majority of the Town Center areas is zoned for structures between 45 and 75 feet. Appendix B summarizes findings from the Existing Conditions Analysis and lists the permitted uses and other key land use regulations for selected zoning classifications in the Town Center area.

Figure 2 Existing Building Density in Town Center Area



Tualatin Town Center Plan

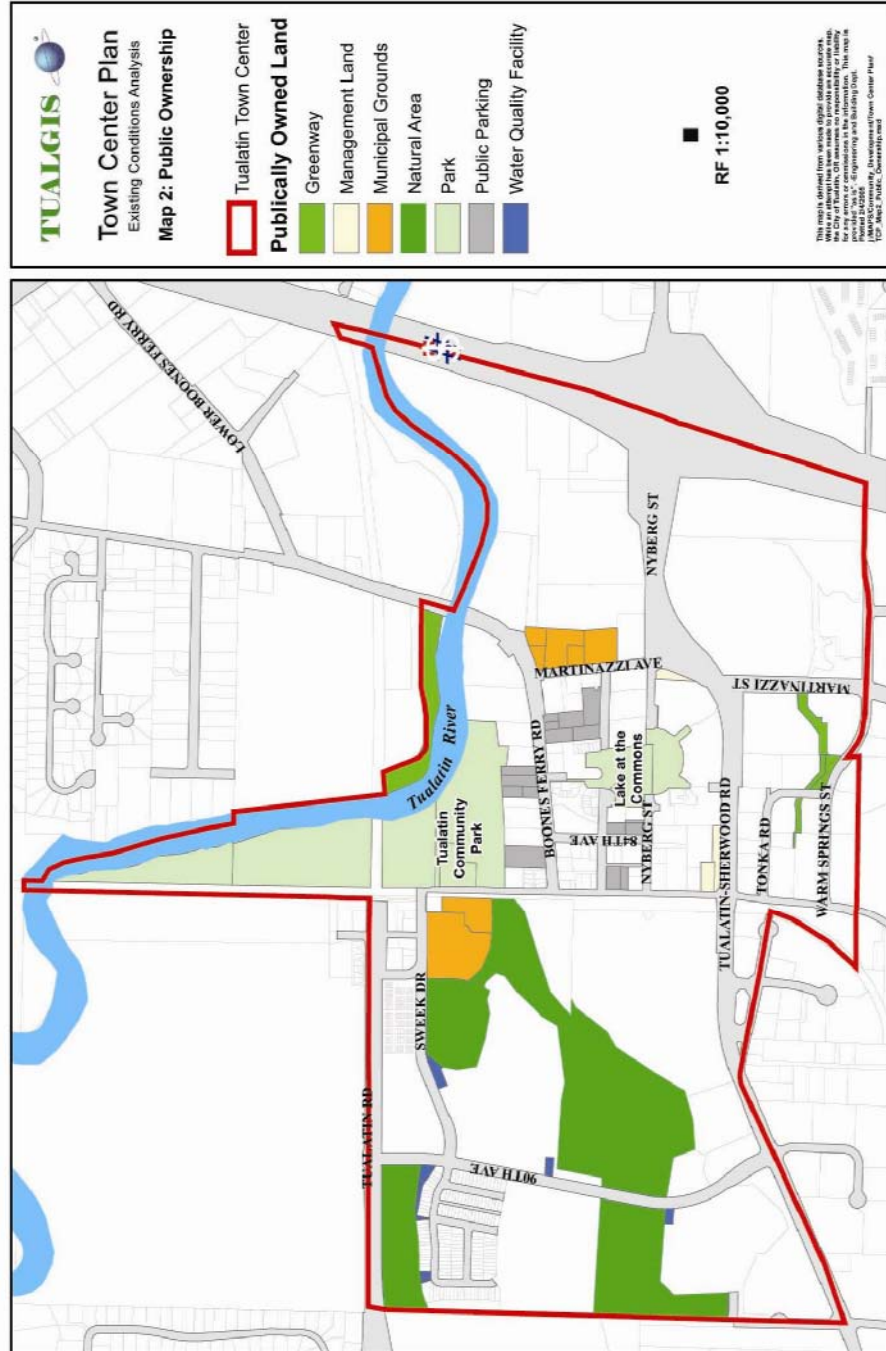
Figure 4. Existing Zoning in the Tualatin Town Center Area



Tualatin Town Center Plan

The City of Tualatin is the largest single property owner within the existing Town Center boundary. As shown in Figure 5, the City controls parks and natural areas, water quality facilities, several surface parking lots, and municipal buildings (including City Hall, Library, and Police department).

Figure 5. Public Ownership in Tualatin Town Center Area



Tualatin Town Center Plan

To better ascertain near- mid- and long-term redevelopment and development potential, Otak project team members conducted a tour with City staff on December 1, 2004 to review and classify the redevelopment potential for existing properties. The results of the preliminary development opportunities analysis are summarized in Table 3.

There appears to be ample redevelopment opportunities in the Town Center Area. Near-term (years 1-9) redevelopment opportunities include about 40 tax lots with 18 separate ownerships totaling 49 acres of land area. Mid-term (years 10-20) development opportunities include approximately 90 acres of land area, with 38 acres in the Town Center, 33 acres in the North URD Subarea, and 17 acres in the South URD Subarea. The remaining land area is considered to be built-out with high value development and/or within public parks, open space and floodways that are not suitable for intensive urban development.

**Table 3. Development Opportunities
Tualatin Town Center Area**

Development Opportunity Classification	Existing Town Center Area	North URD Subarea	South URD Subarea	Total
Near Term (1-9 yrs)	49	0	0	49.2
Mid Term (10-20 yrs.)	38	33.4	17.2	88.9
Long Term (21+ yrs.)	140	0	1.6	141.6
Other*	76	3.2	0.2	79.3
Total	303	36.6	19.0	359.0

** includes public parks, open space and right-of-way.*

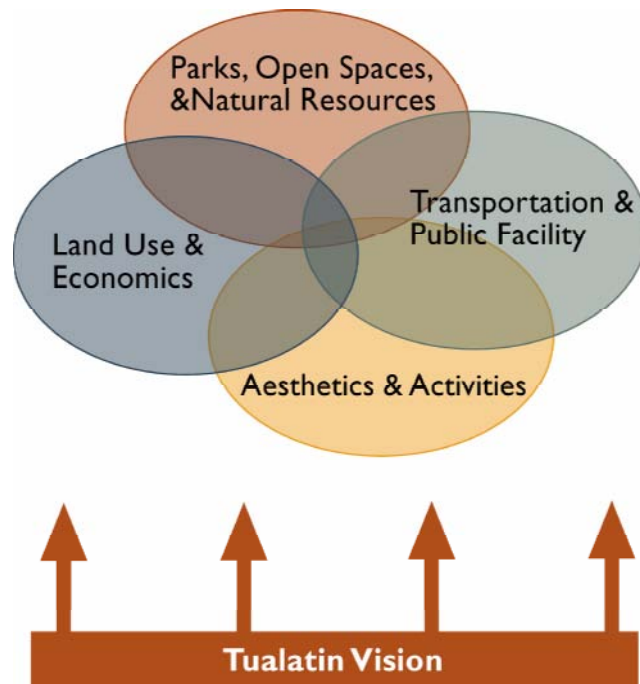
Source: Otak/City of Tualatin site visit, December 1, 2004.

Town Center Development Alternatives & Evaluation Process

The process for developing Town Center development alternatives leveraged background plans and policies, with up to date input from local citizens, businesses and public agency “stakeholders.” The process attempted to weave together the vision into a tapestry of major plan elements that depict methods for enhancing: land use & economics; parks, open spaces, & natural resources; transportation & public facilities; and aesthetics & activities, as indicated in Figure 6.

Tualatin Town Center Plan

Figure 6. Development Flow Diagram



Stakeholder Meetings

Local public and private “stakeholders” played an important role in defining potential issues and areas of improvement for the Town Center area. Otak obtained stakeholder input through small group design workshops and interviews conducted during the week of January 10. This initial round of public input served to identify local issues and objectives for the Town Center Area.

The small group workshops were organized into three separate meetings with a cross-section of interested stakeholders:

- Group 1: Business and Property Owners** – attended by Town Center property owners, developers, business managers, and small business owners.
- Group 2: Public Works and Infrastructure Officials** – attended by City and County planning and public works staff, Tualatin Planning Advisory Committee member, Tri-Met, local business owners, city transportation and public works consultants, and off-site trucking/transportation business managers.
- Group 3: Neighborhood Representatives/Parks and Recreation/School Group** – attended by Chamber of Commerce Board member; City of Tualatin Community Services Manager (via phone interview); Victoria Woods Neighborhood Association; Town Center resident,

Tualatin Town Center Plan

Urban Renewal Advisory Committee/CAC member; former Chair of Tualatin Planning Advisory Committee; Tualatin Riverkeepers; and Tualatin High School representative.

First Public Open House

The input from the small group discussions has been summarized into some detailed points and some general themes or “big ideas.” These “big ideas” were subsequently shared with the project Technical Advisory Committee and Citizen Advisory Committee for added input in January then taken to a public open house for further input on February 10, 2005. Please refer to Table 4.

Table 4. “Big Ideas” from Public and Stakeholders Groups*

<u>Land Use/Building Elements</u>
• New Public Community & Cultural Arts Center
• Expand Library & Create New Government Center
• Allow Mix of Building Heights (2-7 stories)
• Let Market Forces Drive Redevelopment Activity
• Create Entertainment District along Riverfront
• Mixed Use Redevelopment
<u>Transportation Elements</u>
• Main Street boulevards in Town Center
• New routes to lower truck traffic in Town Center
• Safe Pedestrian Access across major streets
• Provide more parallel roadway connections
<u>Environmental/Parks/Other Elements</u>
• Create new attractions along/in Lake
• Minimize Setbacks along River
• Enhance Wetland Area Landscaping & Trail links
• Enhanced River Recreation and Access
• Bell Tower On the Lake of the Commons
<i>* These are the elements that received at least 10 or more mentions/votes by focus groups and the public.</i>

Public Opinion Survey

In addition to the small group meetings and initial public open house, Otak assisted the City of Tualatin with the creation of a public opinion survey that was available via a link on the City’s website and was mailed to all recipients of the City’s monthly Newsletter. The survey was designed as a simple nine-question format to garner information about the respondents and their impression about transportation and pedestrian facilities, public and private development, and urban development characteristics.

Tualatin Town Center Plan

With a total return of 327 tabulated surveys, the results indicated the following:

- The vast majority of respondents are generally dissatisfied with existing auto access (76% of the respondents to this question indicated this “needs improvement”) and transit access/facilities also emerged as an element that “needs improvement.”
- The majority of respondents are generally dissatisfied with the existing library (73% of the respondents to this question indicated this “needs improvement”).
- All of the other public facility categories received favorable ratings, particularly parks, recreation, and safety & security.
- The majority of respondents are generally dissatisfied with the existing private retail/shopping and restaurant establishments in the Town Center area. All of the other categories received favorable ratings, particularly food/grocery stores, lodging and professional services.
- With regard to building height, the respondents strongly supported buildings less than five stories in height.
- When provided a list of potential pedestrian facilities improvements, the order of support by respondents is as follows:

Auto/Truck Traffic Calming or Re-routing	183
Enhance streets with landscaping, lights etc	144
Safer street crossings	101
Street trees	93
More pathway connections	86
Benches	78
Consolidated parking structure	48
Public art displays	41
Coordinated signage	40
New community center	39

Development Alternatives, Second Public Open House and Library Exhibit

The information obtained from the existing conditions analysis, stakeholder meetings, first public open house and public opinion surveys were used by the Otak team to create three distinctive Town Center Development alternatives. The alternatives were intended to illustrate a variety of ways to address local development/land use, transportation, and environmental/parks characteristics within the Town Center area.

At first Otak prepared two Town Center concepts, ranging from relatively low density (Alternative 1) to high density (Alternative 3) as “book ends” to show the level and type of change that could be envisioned by the consultant team. Meetings

Tualatin Town Center Plan

with the study Technical Advisory Committee and Citizens Advisory Committee resulted in additional feedback and input that was used to create a blended alternative (Alternative 2) with potential elements that they wanted the public to consider.

The three draft alternatives were summarized by Otak along with a series of “Big Ideas” for each one, and presented to the public at the second open house, and at a Library Exhibit. The three alternatives and their associated “big ideas” are described in Appendix C.

The project team received feedback on the three Town Center Development Alternatives through a public open house and a “Public Survey of Draft BIG IDEAS.” The second public open house held on April 13, and was attended by approximately 18 members of the public. After a presentation of the Town Center Draft Alternative Development Concepts by Otak, the public asked open ended questions to Otak and the City of Tualatin. In general, the public seemed to like and dislike various elements of each Town Center Alternative, and indicated emphasis on the need to improve the quality (design) of future development rather than the quantity.

A Town Center “BIG IDEAS” survey was distributed at the April 13, 2005 Open House and was made available at a Tualatin Public Library Exhibit from April 16 to April 25, 2005. The City received 34 completed surveys, including 10 from the open house, 17 from the Library Exhibit, and seven from members from the Citizen Advisory Committee (CAC), Urban Renewal Advisory Committee (URAC) and Architectural Review Board. With this level of response to a public survey, the project team identified areas of “potentially emerging consensus,” rather than statistically valid results.

To determine areas of potential consensus, Otak tabulated all indicated “likes” and “dislikes” for each specific BIG IDEA listed within each alternative--with a cutoff of significance arbitrarily established at 10 or more respondents on a single planning element. The potential areas of consensus have been incorporated into the Preferred Town Center Plan.

Town Center Plan Elements

The preferred development plan for the Tualatin Town Center attempts to accommodate locally preferred enhancements to land use/buildings; transportation facilities; and parks/natural/other elements. A listing of key elements within the preferred plan is provided in Table 5 and cross-referenced with Figure 7. Note, all of the plan elements are conceptual ideas that indicate development opportunities for the Town Center, they are not intended to be specific mandates or requirements.

Tualatin Town Center Plan

Table 5. Key Elements in Tualatin Town Center Concept Plan

Key Elements

Land Use/Building Elements (Town Center Central Core)

- A. New City Hall/Community Center located in mixed-use parking center near library
- B. Expanded library
- C. Alternate municipal building location
- D. Mixed-Use redevelopment along Lower Boones Ferry Road
- E. Redevelopment near Tonka Road/Tualatin Sherwood Intersection
- F. "Signature" Office development adjacent to I-5
- G. Residential and mixed-use along south side of Tualatin River (set back from River)
- H. Long term replacement of K-Mart building with mixed use development
- I. Mixed-Use redevelopment around the Lake of the Commons
- J. New City Cultural/Arts center

Land Use/Building Elements (Other Areas within Town Center)

- K. Office Development new Kaiser Permanente site
- L. Residential and mixed use redevelopment near intersection of Tualatin Road and Chinook Street
- M. Mixed-Use redevelopment north of River & Town Center boundary expansion
- N. Commercial redevelopment in the South Industrial Area

Transportation Elements

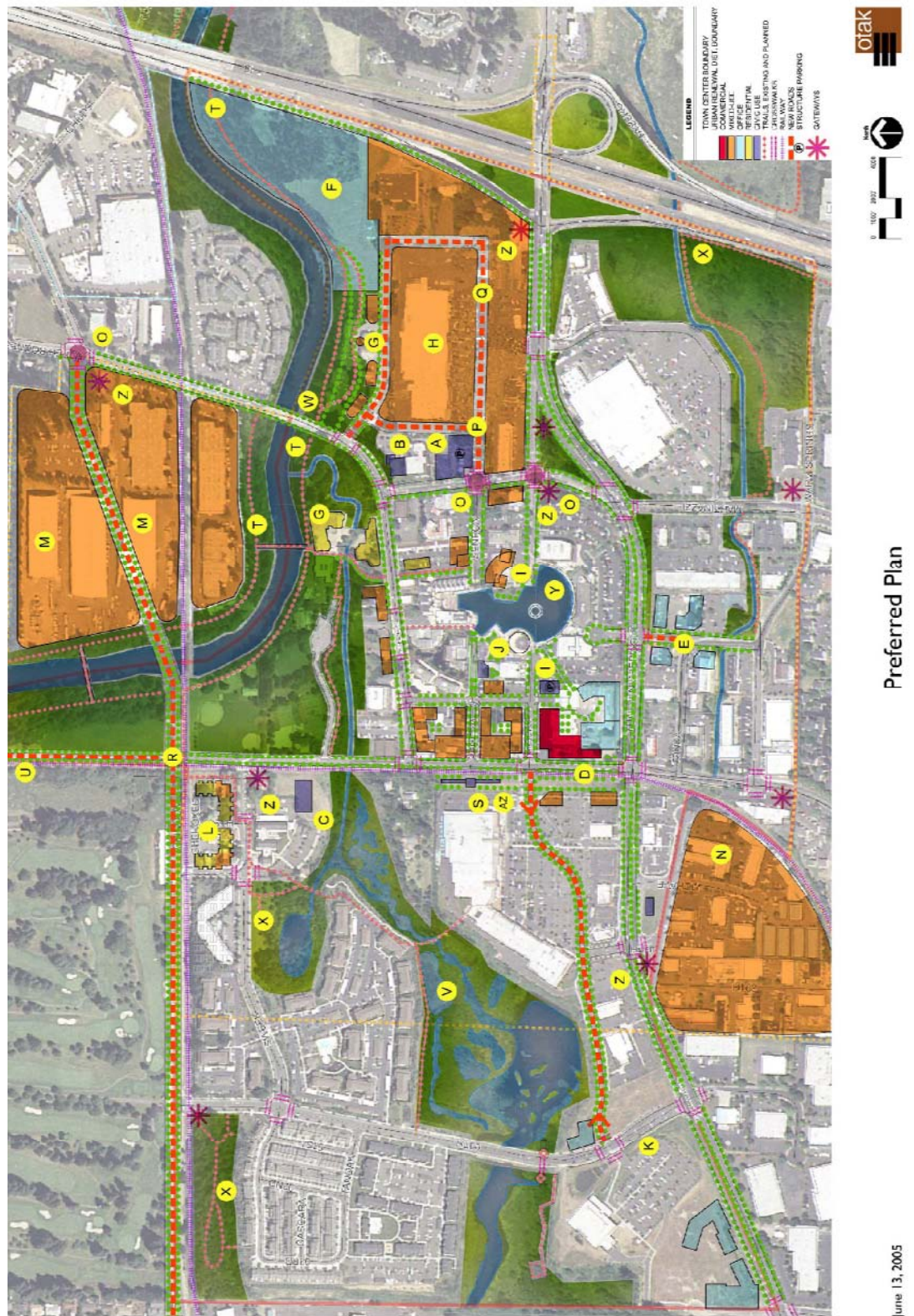
- O. Streetscape & pedestrian improvements & traffic calming
- P. New extension of Seneca Street from Martinazzi Road to K-Mart Site
- Q. Local Street Grid and Loop Road around K-Mart Building
- R. Lower Boones Ferry Road extension across Tualatin River
- S. Commuter Rail Station along Boones Ferry Road
- T. Pedestrian Trails along both sides of Tualatin River connected with pedestrian bridges
- U. Tualatin Road extension to Hall Boulevard
- AZ. Road connections between Lower Boones Ferry Rd and SW 90th

Parks/Natural/Other Elements

- V. Hedges Creek Watershed Enhancements (consistent with Master Plan)
 - W. River and stream buffer restoration
 - X. Expanded recreational trail network within City
 - Y. New "feature" at or in Lake of the Commons
 - Z. Gateway signage and landscape treatments at key locations
- * Note, all of the alternatives support the I-5 to Hwy.99 Connector (south of Tualatin) to address traffic on Tualatin-Sherwood Rd.*

Tualatin Town Center Plan

Figure 7. Preferred Town Center Development Concept Plan



Tualatin Town Center Plan

Land Use/Building Elements

A. New city hall/community center in mixed-use parking center near library

This project is envisioned to become the municipal government center for the Town Center, with physical and functional linkages to the City Library, Community Park and the Lake of the Commons. A new city hall and community center would be accommodated through demolition of the existing city hall structure and the eastward extension of Seneca Street. The project could be designed as a pedestrian oriented mixed use structure, with commercial and/or public community meeting space on the ground floor built into a parking structure, with public administration space on top or along side the parking structure. The parking structure should be sized as a public parking area to serve visitors in the core area.

B. Expanded library

Approved by Tualatin citizens in November 2004, the expanded library initiative is currently on hold due to the failure of a concurrent referendum on a supplemental library operations budget. The Town Center Plan assumes the library is eventually expanded to meet increasing demand by Tualatin's rising populace.

C. Alternate municipal building location

The City of Tualatin acquired additional land near the present location of police and fire departments to accommodate future public space needs. While the preferred Town Center Plan envisions a future City Hall to be located near its present location within a mixed use community/parking center (See project A), the city-owned site near the police/fire departments could also be considered during a more detailed City Hall location alternatives analysis.

D. Mixed-Use redevelopment along Lower Boones Ferry Road

The Town Center Plan identified several redevelopment opportunities along Boones Ferry Road, particularly along the eastern edge across from the planned Commuter Rail station. Future mixed-use development could be leveraged using a combination of city-owned land and urban renewal investments. Any combination of vertical or horizontal mixed-use development is visualized by the plan. Given the presence of the 100-year flood plain, some amount of commercial and parking is likely to be located on the ground level, with housing and/or office on upper levels. Please refer to Figure 8.

Figure 8. Potential Mixed-Use Concept along Lower Boones Ferry Road



Potential mixed-use redevelopment along Boones Ferry Road includes the former Clark Lumber site, and location of the former historic Methodist Church, which is slated for relocation. The Clark Lumber site, with its highly visible location, is considered to be an important catalyst project within the Town Center area. The pedestrian orientation and design of the building and choice of materials and tenants will likely set the tone for major mixed use redevelopment projects throughout the Town Center for years to come.

E. Redevelopment near Tonka Road/Tualatin Sherwood Intersection

In effort to help improve circulation within the Town Center area while concurrently increasing redevelopment at highly visible locations, this project envisions a long-term extension of Tonka Road to the existing Tualatin/Sherwood Road signalized intersection. This location is visualized as an excellent long-term location for more intensive commercial retail and office development.

F. “Signature” Office development adjacent to I-5

As major suburban office subareas, such as the Kruse Way corridor and Tigard Triangle mature, and regional population expands, new office subareas will need to emerge. This key element envisions a new office district along I-5 within the Town Center. The term “signature” office is used to depict the site and building characteristics of high-profile national or international tenants.

Tualatin Town Center Plan

H. Long-term replacement of Kmart building with mixed use development

The existing building occupied by Kmart and Michaels stores consists of one of the largest existing buildings and sites within the Town Center. Its visibility and proximity to/from I-5 makes it a very important project for establishing a high-quality development environment in the Town Center. The fact that the site is predominantly outside the 100-year floodplain makes it an excellent candidate for housing, including row houses, condominiums, congregate care facilities and apartments. Conceptual alternatives (included in Appendix C) illustrate a mix of housing and commercial development that can be developed if a newly established 250-foot street block grid is provided, with on and off-street parking. The alternatives that were prepared for this site are considered to be conceptual visions, not mandated plans.

I. Mixed-use redevelopment around the Lake of the Commons

There are several redevelopment opportunities around the Lake of the Commons to maintain and increase the momentum of private hotel, office, commercial and housing development.

J. New cultural/arts center

A new cultural arts center is possible near the site of the existing Grange building. This project may include a mix of public and private meeting space, arts/exhibit space, and function as a convocation center for large banquets and events.

K. Office Development new Kaiser Permanente site

A new employment center is emerging near the west end of the Town Center with a cluster of medical office buildings near the Kaiser Permanente site. In recognition of demographic trends, the aging population will require medical services at convenient locations that are accessible by auto, bus and walking or biking. Hence, the area around the Kaiser Permanente building is recommended for a zone change from Light Manufacturing to Office.

L. Residential and mixed-use redevelopment near intersection of Tualatin Road and Chinook Street

Redevelopment of high visibility “gateway” locations is an important component of the Town Center plan. Existing underutilized parcels near this important intersection are recommended for redevelopment into a mix of housing and commercial services to serve residents that are within an easy walk from this location.

Tualatin Town Center Plan

M. Mixed-use redevelopment north of the Tualatin River (and expansion of the Town Center boundary)

Another high visibility “gateway” location to the Town Center is the existing industrial area owned and managed by PacTrust. This location consists of over 30 acres of private land area and includes about three acres of city-owned land along the river bank. Given the location’s close proximity to the Town Center core, and the fact that it is above the flood plain and contained within an existing urban renewal district, it is a potential candidate for long-term redevelopment. A conceptual alternative in the Town Center plan supports a Town Center boundary change and a zoning change from General Manufacturing to Central Commercial (please see Appendix C). A change in use would only be recommended if proper transportation connections and public facilities are provided and adequately funded, including the planned Lower Boones Ferry extension to Tualatin Road/Chinook Street. The conceptual alternatives for this site that are included in Appendix C are considered to be conceptual visions, not mandated plans.

N. Mixed-use redevelopment in the south urban renewal area

Unlike the north urban renewal area, the south urban renewal area is under 19 separate ownerships and consists of only 20 acres. The Town Center Plan supports continued redevelopment of this area, but recognizes that the area is difficult to serve by additional road connections, given the existing rail line that runs along the west side of Boones Ferry Road. To help simplify future development permitting and in spirit of promoting redevelopment within the existing urban renewal district, the Town Center Plan supports a rezone of this area from Light Manufacturing (with a General Commercial overlay) to General Commercial.

Transportation Elements

O. Streetscape & pedestrian improvements & traffic calming

The Town Center Plan supports area wide streetscape and pedestrian improvements that help beautify and soften the “harsh” characteristics of the auto-oriented environment. This entails sidewalk and pedestrian crossing improvements, in combination with street lighting, landscape buffers, planted medians and trees and shrubs. This would build upon the City’s recent improvements to Boones Ferry Road, with treatments to Tualatin Sherwood Road, Tualatin Road, Martinazzi Road, Nyberg Road, and other existing and planned streets in the Town Center. Traffic calming improvements should consider colored cross walks, roundabouts, and stamped concrete circles or chicanes as measures to help lower vehicle speeds and improve pedestrian visibility and safety.

Tualatin Town Center Plan

P. New extension of Seneca Street from Martinazzi Road to Kmart site

In the future, as the existing City Hall site is redeveloped, the Town Center Plan supports the extension of Seneca Street to the east towards the Kmart site. This street is expected to become an important east-west pedestrian link with the planned Commuter Rail, the Lake of the Commons and new development to the east.

Q. Loop road behind Kmart building

The Town Center Plan supports adopted Transportation System Plan improvements, including the local loop road that would extend from Lower Boones Ferry Road around the Kmart building to connect with a future Seneca Street extension. A concept alternative, included in Appendix C illustrates how the potential loop road could become part of a future 250-foot block grid in this location. Note, that the conceptual visions included in this plan are intended to show possibilities, not mandated site plans.

R. Lower Boones Ferry Road extension across Tualatin River

The Town Center Plan supports adopted Transportation System Plan improvements, including the extension of Lower Boones Ferry Road to align with the existing Chinook Street/Tualatin Road corridor. This connection is considered to be important for reducing auto congestion within the Core area of the Town Center, and is expected to help alleviate congestion along the existing Boones Ferry Road alignment and Tualatin Sherwood Road. This road would also enable the north urban renewal area to redevelop in a way that considers cost sharing for major capital improvements.

S. Commuter rail station along Lower Boones Ferry Road

A new commuter rail line between Wilsonville and Beaverton Transit Center (with access to TriMet's Light Rail line) is being planned with a station and park and ride lot (with about 110 parking spaces) in the Town Center, west of Boones Ferry Road. This new rail station is expected to improve multi-modal access to/from the Town Center, and help increase visitation. Future pedestrian improvements and redevelopment along Lower Boones Ferry Road should attempt to improve visibility, image, and access to/from the new station platform and park and ride.

T. Pedestrian trails along both sides of Tualatin River and pedestrian bridges

City ownership along both sides of the Tualatin River creates a unique opportunity to create a recreational and commuter trail network that links the Town Center with surrounding the communities of Tigard, Durham, and Lake Grove. The Town Center Plan illustrates possible pedestrian bridge connections

Tualatin Town Center Plan

and pathway alignments that can be constructed as part of City and/or Portland Metro Parks improvements in the future.

U. Tualatin Road extension to Hall Boulevard

Another Transportation System Plan improvement planned in the Town Center includes the extension of Tualatin Road across the Tualatin River into Tigard. This improvement is considered to be very long-term and no funding sources have been identified.

AZ. Connection between Lower Boones Ferry Road and SW 90th Avenue

A potential new Transportation System Plan improvement project that is recommended by the Town Center Plan includes a public street connection between Lower Boones Ferry Road in vicinity of the planned commuter rail station and SW 90th Street. This public street would likely be classified as a Collector roadway and could be required as a condition of additional development in the area bounded by Tualatin Sherwood Road, SW 90th Street, Lower Boones Ferry Road, and Hedges Creek wetlands.

Parks/Natural/Other Elements

V. Hedges Creek watershed enhancements

The locally adopted Hedges Creek Wetlands master plan for Sweek Marsh includes several enhancements to the city-owned 29-acre wetlands located on the west side of the Town Center area. The Town Center Plan visualizes implementation of the Hedges Creek master plan improvements, particularly the multiuse pathways, habitat restoration, flood water detention/retention and environmental education.

W. River and stream buffer restoration

Tualatin River and its tributaries create a unique natural setting that defines the Town Center unlike any other urban center in the greater Portland Metro Region. The Town Center Plan supports local Clean Water Services and Metro efforts to help protect and enhance floodways along the Tualatin River and delineated local wetlands. It is anticipated that as existing non-conforming development seeks new building permits, the City will require proper building setbacks with restoration management plans focused on floodway restoration. This effort is required to help manage flood events, and protect life and property within the Town Center.

X. Expanded recreational trail network

The Town Center Plan supports adopted local plans, including the Transportation System Plan, Hedges Creek Wetlands master plan, and the Zian Natural Area Management Plan and their designation of future trails and natural

Tualatin Town Center Plan

area enhancements. Over time, as the multimodal trail network is expanded, and connections are improved with adjacent communities and Metro parks and open spaces, Town Center residents and businesses will benefit from increased non-auto accessibility and improved recreational amenities.

Y. New feature at the Lake of the Commons

While this plan does not recommend a specific public amenity at the Lake of the Commons, it recognizes the public opinion voiced through the planning process that a new feature or amenity is needed to invigorate visitors to visit the Lake of the Commons. The Plan supports a public icon and/or a water feature that functions as art and a visitation magnet. Considerations include a clock tower, high velocity periodic water fountain or geyser, or floating bridge/island. The plan supports additional public outreach and possibly a design competition to arrive at the most cost effective and exciting locally preferred feature.

Z. Gateway signage and landscape treatments at key locations

The Town Center is to remain as Tualatin's downtown—defining the city's identity for its residents, visitors and workers. To define the Town Center in a coordinated and unique manner, the Town Center Plan envisions adding thematic entryway treatments at key locations along major entry points: I-5 ramps at Tualatin Sherwood Road (east); Lower Boones Ferry Road (north and south); Tualatin Road (north); and the Tualatin Sherwood Road (west). High quality directional signage, landscaping, art, lighting and water features can be provided at designated locations using timeless materials, including wood, stone and water.

AZ. Road Connections Between Lower Boones Ferry Rd and SW 90th Avenue.

A proposed transportation system plan improvement includes a road connection between Lower Boones Ferry Road and SW 90th Avenue. This roadway could be required if any additional development is approved on private land located between SW 90th, Tualatin-Sherwood Rd, Lower Boones Ferry Rd, and SW Eek Pond.

Implementation Strategy

To be effective an implementation strategy for downtown Tualatin must be more than just a land use plan. While the land use plan presents an image or vision of a physical place, it also helps to establish an understanding by which land use regulations can be modified in order that the vision and the code progress in a coordinated fashion. However, a successful implementation strategy is comprehensive, inclusive and holistic.

Tualatin Town Center Plan

Consider that Phase I of downtown Tualatin was Tualatin Commons. Dedicated in 1994, the Commons gave a heart to the city—a mixed-use project around a publicly owned amenity and a sense of place. Tualatin Commons was a very big step for a very small town.

Tualatin is growing up; its population has now reached approximately 25,000; substantial growth since the beginning of Tualatin Commons. If Phase I of the Town Center was establishing Tualatin Commons, then this current effort is Phase II—a much longer-term strategy than was the case with the Commons. In Phase II, Tualatin can explore a new paradigm for its Town Center. Tualatin Commons was a great success and now the City is ready to take growth and urbanization to the next level.

The expanded vision for downtown recognizes that all downtowns operate as a series of “districts.” That is, a combination of places make up the greater downtown—a civic center, a cultural center, employment concentrations, small or large housing communities or clusters, and open space and recreational areas. Each district has, by the nature of its uses, a character, a personality and an ambiance. Downtown Tualatin is now evolving to the point where these districts exist and are, for the most part, apparent. At the same time, most of the districts, with the possible exception of the Commons, are incomplete. There is more to do, room to grow, time for change.

In Europe’s older cities buildings may represent the tenth or even fifteenth generation of construction. Multiple buildings have occupied the same site, changing with time as buildings wear out and community needs change.

America, young by comparison to Europe, has sites in its larger cities where properties are now in their third, fourth or fifth generation of activity. Even Portland has places in its second set of uses and in rare occasions, a third generation of buildings occupying the same site. The point of this is that buildings that were part of the landscape in Tualatin 30, 35, or 40 years ago may now be approaching a condition where they are functionally obsolete, are no longer economically viable, are underachieving, requiring excessive maintenance, and are no longer able to function as intended. Such structures, especially if found to be not historically significant, may be ripe for replacement – with a higher and better use that has more value to the property owner. This is urban evolution.

City building and the creation of downtowns is an evolutionary process. Simply put, it takes time and patience. Urban transformation requires focus and dedicated leadership. A land use plan without leadership to support it is just an idea, a drawing, a wish. Perhaps 70 percent or more of public plans either outright fail or fizzle out way short of expectations due to a lack of focused leadership. That leadership must

Tualatin Town Center Plan

come from the combined efforts of the public and private sectors working together. Community leaders, whether business, civic, cultural, spiritual, or activist, combine to apply their experience and skills in a common direction to build the great downtowns of America.

An implementation strategy for urbanization must be simple. The community should easily understand the strategy, particularly as communicated by its leadership. Tualatin's consultant team can help shape recommendations, but in the final analysis, if the vision is not intellectually and emotionally owned by public and private leadership, it will fail. A planning commission, a renewal agency and a city council working in unison is needed to ensure success. These were the leadership conditions and the unfaltering alliance of elected officials that made Tualatin Commons an authentic place and as successful as it is today. It could not have happened without that strong alliance and focused commitment to get the job done.

Another aspect of leadership and implementation is that change requires policy to back it up. Elected officials clearly communicate to the public what is going to happen and professional staff knows that it has the support of the elected city officers to carry out that mission.

One of the keys to success of Tualatin Commons was establishing "Tualatin Futures" community outreach group. This group of nearly 100 people acted as a highly successful "grass roots" resource to carry the story of the potential of Tualatin Commons into the neighborhoods with slide shows, community 'chats' in homes and coffee shops, and informal small group gatherings. It was an instrumental tool in helping the community understand what change was anticipated, why change is needed, and anticipated costs and benefits.

The elements of the implementation strategy, described in the following text, are relatively simple as a concept. There are always details to address as plans, projects and initiatives become refined and prioritized. The strategy, in the simplest terms, is agreeing on the mission and the vision, establishing priorities, defining and understanding sources of capital, working with property owners and developers to assure that proposed projects meet the emerging code and policy, and that public investment will be both leveraged and fully supportive of the vision. Following is a description of the strategic steps:

Leadership

Leadership is the single most important component for a successful long-term vision. Great leadership leads to great projects and poor leadership leads to failed projects. Experience shows us that if community leaders don't intellectually and emotionally "own" a project, it will not be successfully implemented. A long-term

Tualatin Town Center Plan

strategic outlook requires leaders from all sectors of the City of Tualatin community. Committed leaders:

- Desire success for the entire community.
- Generate strong and continual consensus around the vision.
- Are respected by the community and have strong leadership skills.
- Are able to motivate and organize stakeholders.
- Move forward and communicate the vision.

Select leaders that will see the vision through and can ‘pass the torch’ as the community grows and changes. Initial leadership can come from:

- Mayor;
- Urban Renewal Chair;
- 5 to 7 handpicked community leaders – individuals who bring the story to the public;
- A revived “Tualatin Futures” committee – this group of 100 community members brings the story to the public, community and particularly involves the schools and the children of Tualatin.

Establish Districts

Tualatin Town Center is not a district unto itself, but is rather a collection of districts that, when combined, function as a stronger place, each district providing services and activities that complement the other districts within the Center. Each district, however, maintains its distinct character and authentic sense of place. Thus, Tualatin Town Center is comprised of many, many districts, including the following:

- Extended Downtown Commons
- Employment Zones
- Civic Center
- Cultural Center
- Retail Center / Clusters
- Housing/Mixed-Use Communities

Modify Policy / Code / Controls

A long-term outlook includes making sure the tools and tactics are in place behind the vision to assure success. The City needs to let the community, and particularly developers and property owners, know that they are “open for business.” This means that the policies, zoning, and codes are in place to support the long-term vision. Implementation is strengthened by the supportive City policies. Different districts will likely require code adjustments to bring about desired results. Areas to investigate for consistency with the long-term outlook include:

Tualatin Town Center Plan

- Set clear City vision and goals;
- Support for achieving standards—consultation, code enforcement, and assistance;
- Review current practices and identify and change policies as necessary;
- Encourage what is desired and strongly prohibit what is not; and
- Set standards high but achievable.

Investment Strategy / Policy

Private investment follows public commitment. Therefore, the City must “step up” when it comes to preparing the Town Center for investment in the long-term vision. Achievement may take the following forms:

- Remove regulatory barriers to investment;
- Make strategic public investments; and
- Prepare a current “vision” for the city that is compelling enough to establish the necessary leadership and focused enough to attract desired public and private investment.

Investment Resources – Financial toolkit, etc.

A great long-term vision takes resources from both the private and public sector. Investigation of all of the financial resources available to the public sector is useful for implementation of the long-term strategy. A live “financial toolkit” is essential to establish a financial resource base for desired projects. There are a variety of resources that may be used for financing projects in Phase II. A comprehensive, though incomplete, list of funding tools and resources are described in Appendix D Financial Toolkit. The financial toolkit should be regularly updated as new funding sources are located. Briefly, some resources include:

- Local: Urban Renewal, Business Improvement Districts, Permits and other public fee charges, Community Development Block Grants, and others.
- Regional: Metro funding, ODOT transportation funds, such as MTIP, STIP.
- State: Tax increment financing, Brownfield grants, PHP grants, Energy Tax Credits, and others.
- Federal: Community development grants, Brownfield grants, EPA grants, HUD, HFA, FHA loans, and others.

Establish Priorities

The strategy is not static, nor can all of the goals of the vision be accomplished at once. Implementation should never really end. With that in mind, the City of Tualatin Development Commission will investigate the most important “first” projects to concentrate resources toward. The what, where, and when should be

Tualatin Town Center Plan

answered for the first set of projects. This provides focus and concrete goals leadership that the public and private sectors can work toward achieving. Questions when establishing priorities should include:

- What goals, programs or projects might achieve an early success?
- Does this project support the long-term strategy of the City?
- Is there leadership who would support this project and carry it through to implementation?
- If there is public investment, will a 4 or 5:1 ratio (private to public capital) be achieved?

Communications and Marketing

Successful development of the City of Tualatin vision requires getting the word out about the opportunities and assets throughout the Town Center. Implementation should not ignore the need for an active communications and marketing effort.

- Both the organization and the leadership must communicate successful implementation.
- Clearly communicating and marketing the vision means making continual news from projects.
- Communication means acting as a liaison between stakeholders, projects, and the wider community.

A full-time marketing and communications coordinator, hired by the City, is a valuable tool to communicate the vision. With a marketing budget and a carefully picked full-time coordinator, the City of Tualatin becomes poised to bring Downtown Tualatin fully to life, reviving the initial energy and enthusiasm from ten years ago with the success of Phase I of the Town Center, the Tualatin Commons.

As part of the marketing effort, it will be useful to market (communicate) some early successes for the Town Center area: ongoing events the City has established that are well-attended and supported by the community already, as well as new programs or projects, should all be included. Success may include:

- Concerts
- Public Realm Seasonal Displays
- Announce within six months: three to five projects within the URA, such as:
 - a Senior housing project along the river;
 - b Offices along the I-5 exit on the Nyberg property;
 - c New City Hall/Civic center;
 - d Clark Lumber site redevelopment into office/mixed-use;
 - e Mixed-use housing project(s);

Tualatin Town Center Plan

- f Local design competition for new public Lake attraction/art feature; and
- g Other projects consistent with the Town Center Plan.

Regulatory Policy Amendments

The City of Tualatin can build upon its ongoing success in the Town Center. As the population and employment levels increase in the greater Portland Metro Region, the Town Center will be under more pressure to redevelop. This Town Center Plan can function as a guide for future growth in a manner that's consistent with City policies and community objectives. The steps required to move the Town Center Plan into a regulatory framework include:

1. Holding a public hearing as part of City Council proceedings to accept the Town Center Plan, then revising the Plan, and completing formal acceptance with a vote of the Council;
2. Amending the local Development Code to change the Town Center boundary to include the north Urban Renewal subarea;
3. Amending the Development Code to change the zoning within the south Urban Renewal subarea to General Commercial and North Urban Renewal subarea to Central Commercial; and within the property adjacent to the Kaiser Permanente building to Commercial Office.
4. Amending the Transportation System Plan to include new local or collector roadway projects, including the Tonka Road connection to Tualatin Sherwood Road, and the new east-west street from 90th Avenue to Boones Ferry Road (near the entrance of the planned Commuter Rail Station). This requires completing TSP amendments and requisite traffic impact modeling in accordance with Oregon Land Use Planning Goal 12 Transportation.

The other recommendations contained in the Implementation Strategy are advisory only, but are needed to maintain momentum for positive change within the Town Center. An ongoing concerted effort by the City will enable the community to focus their vision, prioritize public resources, and leverage desired private investment—in a manner that fosters housing and job opportunities, and energizes community spirit for years to come.