
Better Red Station Area Planning: Willow Creek Station Joint Development Strategic Plan

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Prepared for:



Draft Report

Prepared by:



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1. Overview

1.1 Purpose

The Better Red Station Area Planning: Willow Creek Station Joint Development Strategic Plan provides a roadmap for delivering joint development on TriMet’s property at the Willow Creek Red Line station in Hillsboro, Oregon. Building on the Federal Transit Administration (FTA) guidance and existing TriMet policy, the plan includes specific recommendations for design, mobility, parking, development feasibility, and communication that leads into actionable steps for TriMet to release a Request for Developer Proposals or Qualifications (RFP or RFQ) for its property on the Willow Creek Station site.

1.2 Context

1.2.1 Better Red Project

The Better Red Project focuses on serving additional stations and improving reliability on the MAX Red Line extending from the Portland International Airport through Downtown Portland to the City of Hillsboro. A consulting team, led by ECONorthwest, is assisting TriMet to leverage these transit improvements towards station area development opportunities. The overarching purpose of this Better Red Station Area Planning project is to stimulate catalytic projects that will shape transit-supportive growth on the MAX Red Line. These projects build on TriMet’s long tradition of Transit-Oriented Development (TOD), with a focus on equitable development outcomes.¹ This report is focused on studying joint development potential at the Willow Creek Station Area.

The purpose for this specific project work by the consulting team was to conduct community-engaged station area planning and analysis that identifies long-term station area enhancements and moves forward near-term equitable joint development on TriMet property. The Willow Creek station is in the City of Hillsboro, on the western portion of the MAX Red Line.

1.2.2 TriMet Transit Oriented Development

TriMet has set intentional goals for delivering equitable transit-oriented development throughout the agency’s service area, which spans 26 cities across three counties in the Portland Metro region. In 2020, TriMet adopted TOD Guidelines that set objectives for development on TriMet-owned or controlled property and property within a half mile of its transit station areas. These goals set a path for TriMet to support projects that benefit individuals, communities, and the environment of the Portland region by efficiently creating dense, walkable communities.

¹ Transit-Oriented Development (TOD) is a pattern of land use and development that integrates a mix of residential and commercial uses at higher density or intensity within walking distance from transit stations.

1.3 Study Area

1.3.1 Willow Creek Station Area Study Area Description

The Willow Creek station is located along the current 22-mile-long MAX Blue Line, where the Red Line will soon extend from the Portland International Airport to the City of Hillsboro through the Better Red project. The primary two parcels within the Willow Creek station area consist of approximately 11 acres north and adjacent to the TriMet alignment. The Willow Creek Station is positioned in the middle of several different jurisdictions, overlapping the boundaries of the cities of Hillsboro and Beaverton and unincorporated Washington County. The following maps highlight the overall TriMet System Map providing public transit to various communities throughout the greater Portland Region, the area included in the Better Red project, and detailed views of the Willow Creek study area.

Exhibit 1. Current TriMet System Map

Source: TriMet

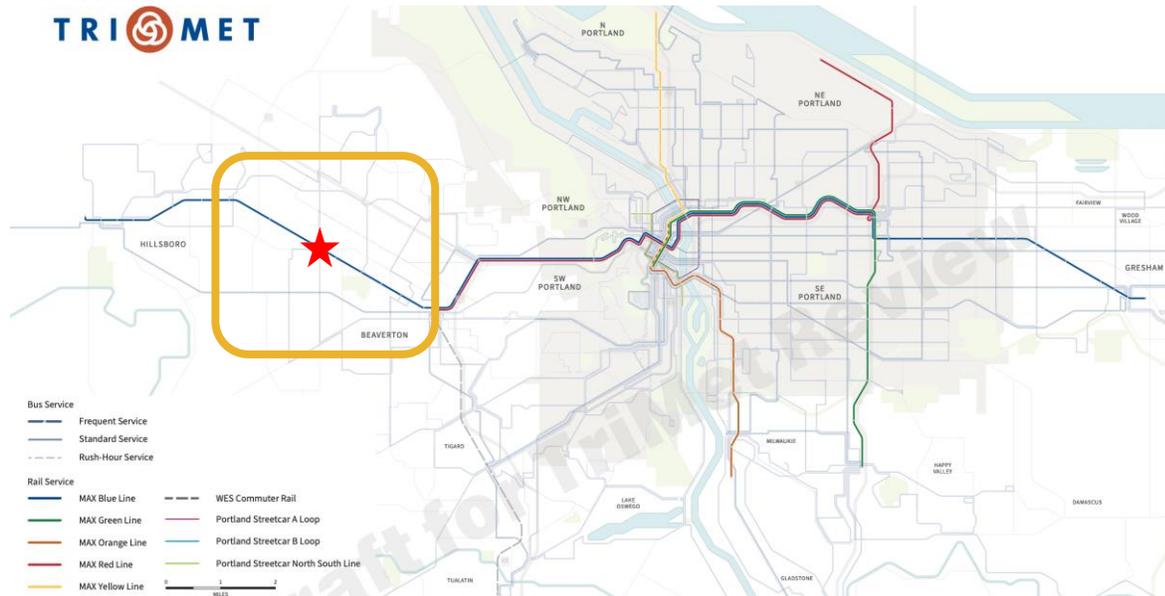


Exhibit 2. Better Red Project Areas

Source: TriMet

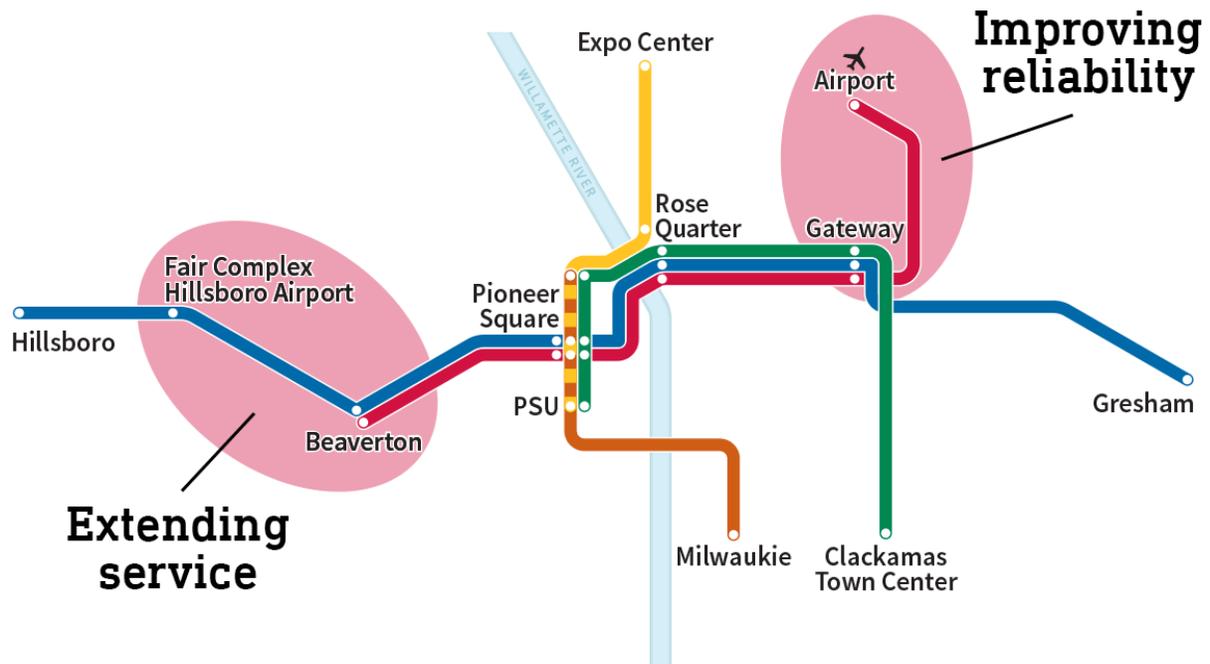


Exhibit 3. Willow Creek Transit Center Facilities

Source: TriMet



Current Willow Creek Transit Center Facilities:

- Park & Ride includes: 595 total spaces, two car-share spaces, open all days, 24-hour limit
- Bike racks and lockers available
- Ticket vending machine (credit/debit cards accepted)

Transit Service:

- Blue Line: Hillsboro/City Center/Gresham
- MAX traveling east to Portland City Center and Gresham or west to Hillsboro

The Willow Creek Transit Center is located west of SW 185th Avenue off SW Edgeway Drive, a short walk north of SW 185th and Baseline.

The transit center and surrounding site include the existing assets and amenities shown in Exhibit 3, including transit service, bike storage, and ticket vending.

The site includes a TriMet-owned Park & Ride lot to the northwest of the transit center, which currently includes 595 total spaces open 24-hours at no fee, on all days over about 11 acres. The transit center sits directly adjacent to Portland Community College's (PCC) Willow Creek Center, which was developed on this site intentionally to ensure transit access in 2009. TriMet

leased the land to Portland Community College (PCC) with a 99-year term after determining that the existing parking spaces were underutilized.²

PCC's Willow Creek Center is a 100,000 sq ft, LEED Platinum certified building which focuses on Westside workforce development, including GED classes, certified nursing assistant training, medical assistance, and emergency medical services programs, as well as non-credit courses in a variety of subject areas. It includes 15 quick drop parking spaces and an agreement to use 130 spaces in TriMet's Park and Ride area for the PCC community. The spaces in the lot, however, are not reserved or designated specifically for PCC users.

Exhibit 4. Willow Creek Transit Center Site Map

Source: TriMet

Note: The Willow Creek Park & Ride site is 9.1 acres, the Transit Center site is 3.0 acres.



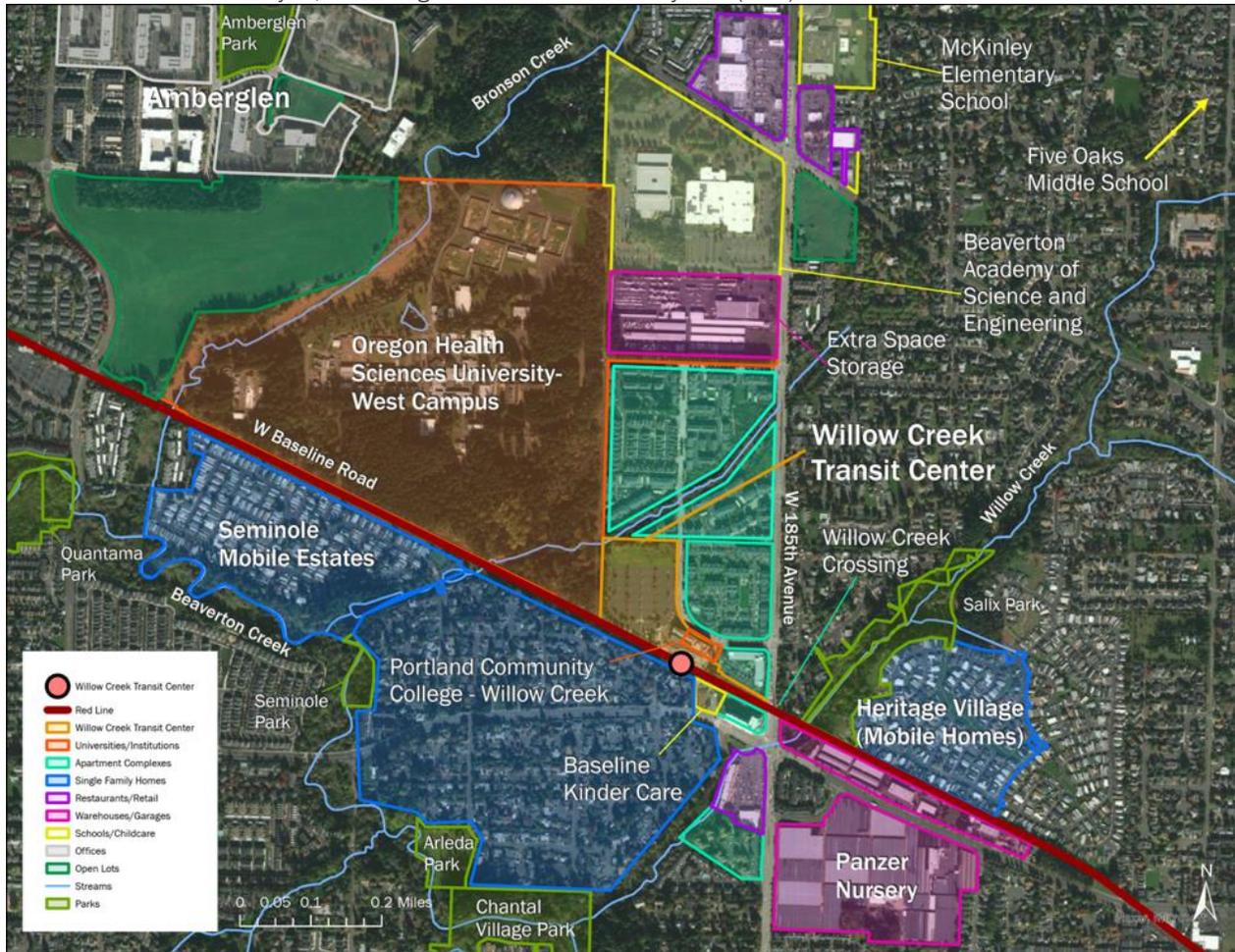
² TriMet, "Livable Portland: Land Use and Transportation Initiatives," November 2010, 77.

The Willow Creek Station is surrounded by a mix of uses that include residential, commercial, office, institutional, services, and parks within a 15-minute walkshed which roughly extends north-south along NW 185th Avenue from Walker Road to Beaverton Creek and east-west along W Baseline Road to SW 197th Avenue to NW 179th Avenue.

The Willow Creek Joint Development Strategic Plan aims to leverage these existing TriMet assets for new opportunities that will better serve the community in the area around the station.

Exhibit 5. Community Context, Willow Creek Transit Center

Source: ECONorthwest Analysis, Metro Regional Land Information System (RLIS)



1.4 Willow Creek Station Project Work Background and Timeline

The project team carried out two phases of community and stakeholder engagement, demographic and market analysis and research, conceptual design work, development feasibility analysis, and additional analysis for the Willow Creek station area primarily from 2021 to 2022 to inform the development of this Joint Development Strategic Plan. Additional task work details are provided below including the community engagement (identified in blue), studies/analysis (identified in yellow), and milestone deliverables (identified in orange).

Timeline	Work Tasks/Milestones	Further Details
July 2021	TriMet, ECONorthwest, and the rest of the Better Red consultant team gathered for an Equity Workshop to identify several equity opportunity recommendations in relation to TriMet’s overall future with planning and enabling TOD.	See Equitable Transit Oriented Development Principles and Practices for the Better Red Station Area Planning Project Report.
June 2022	JLA and Veritas conducted initial phase I public engagement interviews with community organizations. ECONorthwest also held one-on-one interviews with a targeted set of stakeholders (affordable housing developers, developers of market-rate housing and mixed use/commercial development, and local planning staff).	See 1.5.1 Public Engagement: Phase I below, describing the public engagement findings.
	Nelson\Nygaard’s Mobility Gaps Analysis provided analysis on existing bicycle and pedestrian connectivity in the study area.	See the Willow Creek Community Gaps (Gaps) Report.
	Perkins & Will’s Physical Conditions Assessment included details on area boundaries, parks, street network, land use, zoning, and other features of the study area.	See the Gaps Report.
July 2022	ECONorthwest prepared a Community Gaps Report that analyzed community needs, synthesizing engagement findings and technical analysis.	See the Gaps Report.
August to September 2022	Perkins & Will created Massing Scenarios that show preliminary conceptual designs of different uses that could align with community needs and TriMet’s objectives on the current Park and Ride site.	See Exhibit 6. Scenario 1 Massing: High Density, Shared Parking - Exhibit 8. Scenario 3 Massing: Low Density, Zoning Compliant of this report for massing scenario renderings.
October 2022	The consulting team gathered a second round of targeted public feedback (phase II) on the conceptual design scenarios. This included Spanish language engagement, interviews, and intercept surveys.	See Section 1.5.2 Public Engagement: Phase II, describing the public engagement findings.
November 2022 to January 2023	Based on the results of previous tasks and TriMet guidance, Perkins&Will created a Massing Design for the Willow Creek station area that represented the preferred recommendation identified through an iterative process with stakeholders.	See Exhibit 21. Willow Creek Station Area Concept Vision of this report for preferred recommendation.

	Nelson\Nygaard completed a shared Parking Analysis based on guidelines from the Institute of Transportation Engineers (ITE) and the Urban Land Institute (ULI), which provided estimates for peak shared demand during two development phases and two different TDM program options.	See 'Willow Creek TOD Parking Analysis' for parking study findings, and a summary in Section 2.2 Parking Analysis Findings and Recommendations.
	ECONorthwest studied development potential of the station area through a Feasibility Analysis of Willow Creek TOD Options, which tested the financial feasibility of massing scenarios using pro forma analysis.	See 'Final Joint Development Feasibility Analysis of Willow Creek TOD Options' for pro forma findings, and Section 2.1 Development Feasibility Findings and Recommendations.
February to March 2023	ECONorthwest developed and completed this final Joint Development Strategic Plan, detailing the results of previous analysis and engagement and providing actionable steps towards developer solicitation for the Willow Creek Station Area.	

1.5. Public Engagement

The consulting team engaged stakeholders, local businesses, organizations, and commuters in the surrounding Willow Creek area through two phases of engagement. Overall, this engagement helped improve the team’s understanding about community needs/concerns, features preferred in the TOD scenarios, and helped shape the Joint Development Strategic Plan. This section summarizes the community feedback and the resultant themes from the two different phases of engagement. Additional detail on engagement materials is provided in Appendix A and as part of the Willow Creek Gaps Analysis Report.

1.5.1 Public Engagement: Phase I

JLA and Veritas interviewed community organizations primarily in June 2022 near the Willow Creek Transit Center. Participants were familiar with the station area services and were aware of TriMet’s potential development of Park & Ride facilities to include transit-oriented development. Findings from this phase of engagement include:

- **The area is currently low income and has many Black Indigenous and People of Color (BIPOC) residents.** Amenities that cater to those populations would help the community and should account for language barriers.
- **Willow Creek’s surrounding area is mixed use and has several services and resources** particularly related to job training, education, and housing for underserved populations.

- **The transit station is centrally located with nearby greenways but feels isolated from the nearby neighborhood** due to few available entrances for cyclists/pedestrians to the station area.
- **Many employees in the area (including the Portland Community College) drive and have access to parking**, so transit is currently underutilized. There are some perceived safety concerns in the area related to parking and accessing the parking area in the evening. Employee incentives to encourage transit use would be better leverage this site's orientation and proximity to transit assets and facilitate the highest and best use of TriMet's real property and the delivery of many community benefits desired.
- Participants discussed a number of desired uses for the community, including a **coffee shop or culturally specific food spaces, restaurants for nearby workers, affordable childcare, housing options, and open and accessible gathering** areas such as parks, greenways, trails, and playgrounds.
- **Fast, reliable, better multi-modal connections to the area along with an accessible resource hub for community services, with free Wi-Fi would benefit the community.** Participants spoke about the need for alternative transportation funding, implementation assistance, and resources, particularly for low-income individuals who do not live near transit or a MAX station.

1.5.2 Public Engagement: Phase II

In Fall 2022, the consulting team carried out another round of targeted engagement, using intercept surveys, to gain feedback on the three initial TOD conceptual design scenarios at the Willow Creek Station Area. JLA and Veritas spoke with over forty-two people at the Portland Community College (PCC) campus, in the park and ride, and at the Willow Creek Transit Station. Overarching findings about TOD scenarios and future direction of the station area include:

- **Most respondents emphasized the need for as much affordable housing for low-income households as possible.** Although a few people said that the area around the MAX line was too noisy, and housing should be further away, other people liked the close proximity to MAX.
- **Many people wanted to know how many parking spots there would be and if PCC could still use them.** Several women used the surface parking lot and felt it was safer than a garage, particularly when leaving in the dark. About a third of respondents were concerned about personal safety, unhoused people, public defecation, and crime around the station and nearby apartments.
- **Many people wanted a grocery store, coffee shop, and minimart/convenience store nearby.** Particularly the people who were transit dependent mentioned wanting a grocery store close by because of the difficulty transporting groceries on the MAX. Several people mentioned a desire for restaurants.

- A few people said they wanted the civic building to be a **pool, library, or community center** and mentioned that with so much housing, there needs to be more **community space and parks**. Several respondents liked the green space/trees in the scenarios and expressed the need for added **parks and playgrounds**.
- Some also questioned whether the community center and amenities would be **equally accessible to affordable housing and market rate housing residents**. There was concern over possible judgement toward low-income families.

2. Recommendations

After an extensive process that included multiple phases of public engagement and jurisdiction partner input, iterative scenario development, as well as analysis of financial feasibility, parking, and mobility, the team developed the following set of recommendations relevant to future transit-oriented development at the Willow Creek Transit Station. This section highlights key direction and recommendations for pursuing joint transit-oriented development at the Willow Creek Station.

1. Development Feasibility	2. Parking	3. Mobility	4. Design and Site Configuration	5. Communication
<ul style="list-style-type: none"> ▪ Anticipate a phased approach for development ▪ Include feasible requirements for mixed income development in solicitation ▪ Consider tradeoffs of retail requirement in solicitation ▪ Evaluate other potential proposal criteria related to housing ▪ Determine minimum price for selling land and explore land lease alternative ▪ Identify any subsidies that can support inclusion of desired community benefits 	<ul style="list-style-type: none"> ▪ Prioritize right-sized parking ▪ Encourage lower residential parking ratios ▪ Explore a modified parking agreement with PCC ▪ Leverage existing parking stalls and explore shared parking strategies ▪ Plan for proactive parking management and TDM implementation 	<ul style="list-style-type: none"> ▪ Create and promote better pedestrian connections ▪ Coordinate with Hillsboro on upcoming code changes ▪ Enhance bicycle facilities ▪ Improve and add safe crossings ▪ Encourage multi-modal employer transit incentives ▪ Increase awareness about TriMet's fare programs 	<ul style="list-style-type: none"> ▪ Encourage density and mix of uses in line with AmberGlen area plan ▪ Further analyze local safety concerns and identify opportunities to address safety perceptions and optimize public safety measures ▪ Promote active ground floor uses and design ▪ Explore integration of community space with PCC 	<ul style="list-style-type: none"> ▪ Establish ongoing communication channels with the City, County, and other stakeholders ▪ Coordinate community engagement with other TriMet projects ▪ Follow communication best practices ▪ Establish ongoing communication with adjacent neighbors ▪ Continue identifying upcoming civic investments that could fulfill community wishes

2.1 Development Feasibility Findings and Recommendations

An initial step for pursuing new TOD on TriMet property at the Willow Creek station area would be to gain proposals reflecting the preferred pathways for joint development. For development of the Willow Creek station site, TriMet has the option to release either a Request for Qualifications, Request for Proposals, or a two-step process including both formats. Within its solicitation process, TriMet can decide to specify some expectations and identified community benefits for what proposals should include. These specifications may make it more or less attractive for developers to pursue projects based on implications for feasibility. This section includes recommendations based on the findings that explored a mix of market-rate housing, affordable housing, civic/community center, ground floor retail, open spaces, and parking.

Current zoning and development standards in the area around Willow Creek Station are critical for determining what types of development are possible. As shown in detail in Appendix C, there are many existing zoning regulations in the City of Hillsboro that define future developments. The Willow Creek Station Area is within the Urban Center: Mixed Use (UC-MU) Zone, which requires a minimum Floor Area Ratio of 1.00, a minimum density of 43 dwelling units per net acre, and a maximum building height of 65 feet. The north part of the Willow Creek Station Area is within Urban Center: Residential Medium Density (UC-RM) Zone, which allows a maximum of 43 dwelling units per net acre and a maximum building height of 55 feet.

To understand the tradeoffs of different development options that TriMet could seek through a developer solicitation, Perkins&Will drafted several massing scenarios that reflected the findings from the public engagement and analyses of site constraints and infrastructure needs (detailed in the Willow Creek Gaps Analysis report). ECONorthwest then analyzed these scenarios for financial feasibility using pro forma analysis (detailed in attachment 'Final Joint Development Feasibility Analysis of Willow Creek TOD Options').

These scenarios were intended to show potential options for development that would deliver desired densities and align with principles of TOD (but did not necessarily conform to existing zoning limits). The massing scenarios shown below were earlier drafts that led up to the final preferred concept (shown in Exhibit 21. Willow Creek Station Area Concept Vision), which integrates elements from each drawing.

Exhibit 6. Scenario 1 Massing: High Density, Shared Parking

Source: Perkins&Will. Note: This is a preliminary conceptual drawing that was revised.

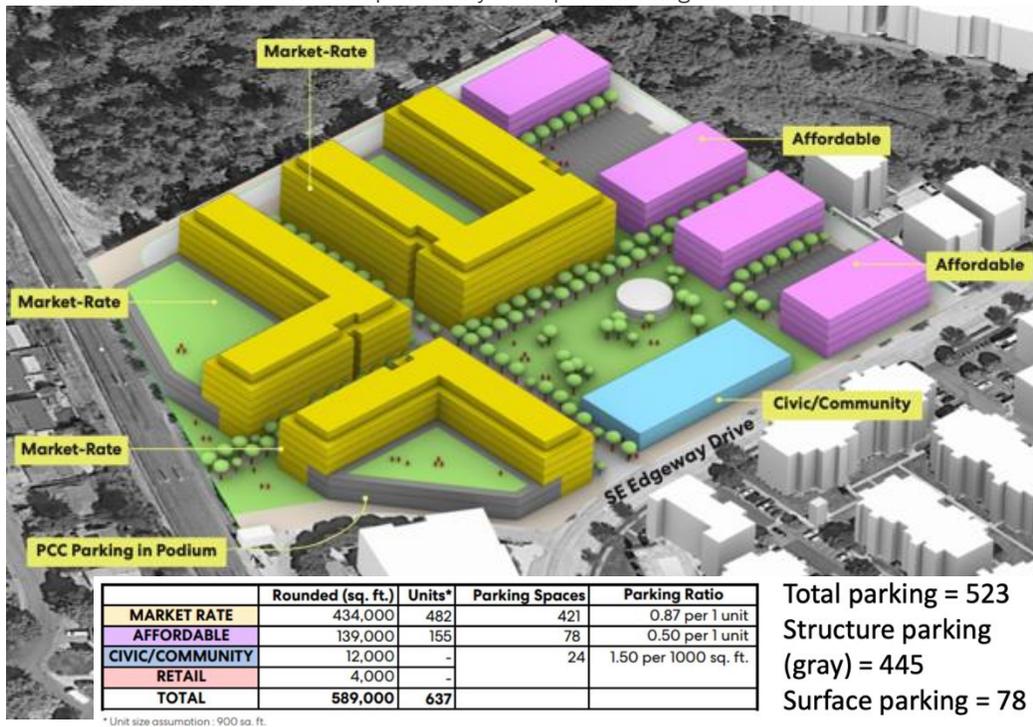


Exhibit 7. Scenario 2 Massing: Medium Density, Dedicated Garage

Source: Perkins&Will.

Note: This is a preliminary conceptual drawing that was revised.

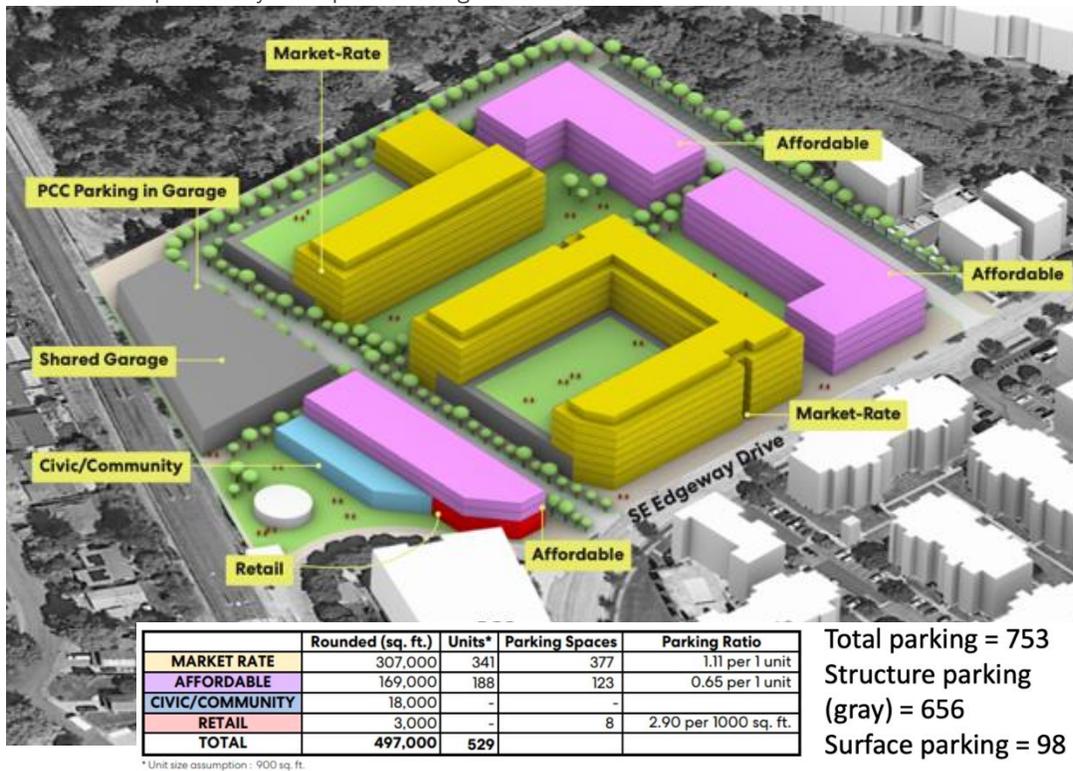
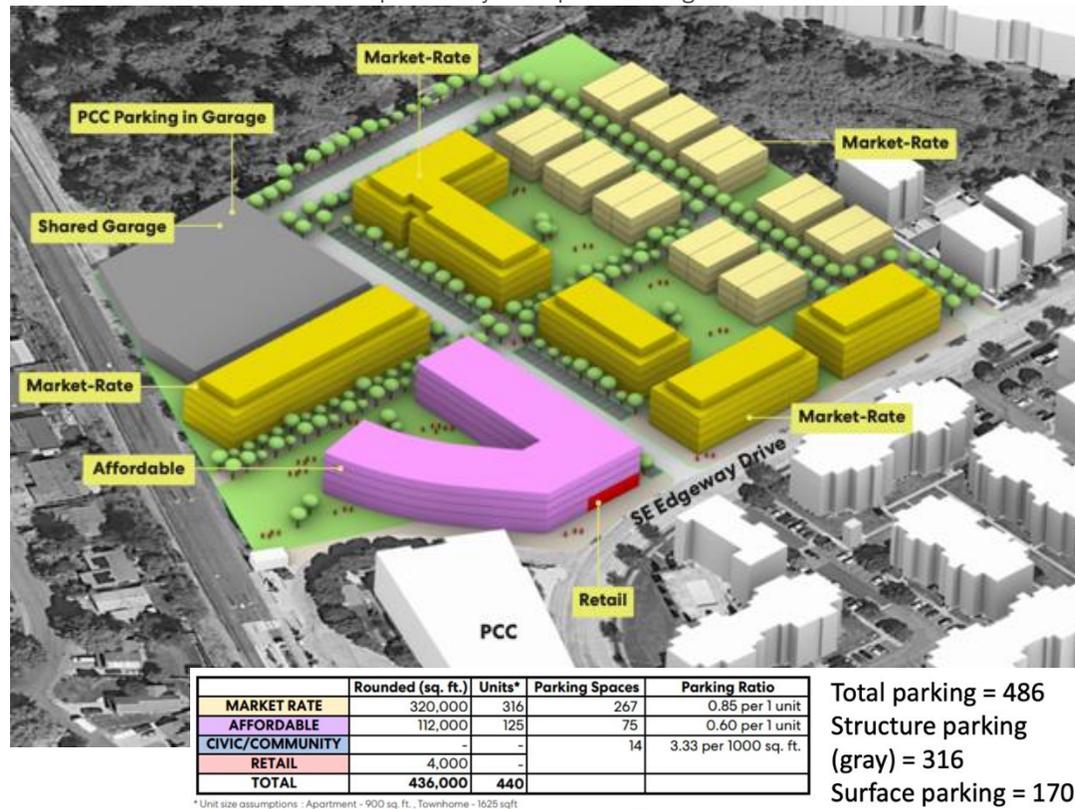


Exhibit 8. Scenario 3 Massing: Low Density, Zoning Compliant

Source: Perkins&Will. Note: This is a preliminary conceptual drawing that was revised.



These recommendations are intended to help TriMet consider the financial feasibility of future development at the Willow Creek Station area based on the results of the pro forma analysis, while balancing goals for the area identified by TriMet and the community.

2.1.1 Anticipate a Phased Approach for Development

Considered as a whole, none of the three scenarios tested in feasibility analysis are financially feasible in the near-term as currently designed with their mix of uses.³

Contemporary economic conditions—even prior to the high inflation and high interest rates observed in 2022—cannot support the mix of uses, parking, and public benefit facilities in the massing scenarios to happen all at once without significant sources of unidentified subsidy. TriMet could encourage a phased approach for developer proposals, in which the first phase would leverage the existing surface Park & Ride stalls rather than deliver their own parking facilities to reduce costs. The remaining land can accommodate a higher-density development when economic conditions improve, and parking demand is lower.

³ The feasibility analysis uses financial assumptions about operating expenses, developers' expected returns, and other development costs based on ECONorthwest's recent experience working on pro forma analysis and conversations with local and regional developers. To determine average rents and prices for this model, we surveyed comparable development in the area near Willow Creek Station. Details on this survey are included in attachment 'Final Joint Development Feasibility Analysis of Willow Creek TOD Options.'

2.1.2 Include Feasible Requirements for Mixed-Income Development in Solicitation

ECONorthwest's pro forma testing suggests that market-rate multifamily apartments with podium parking are potentially financially feasible; however, they are highly sensitive to parking ratios and rents. As TriMet proceeds with a solicitation, they can expect that the predominant uses would be market-rate housing with relatively low parking ratios unless the agency explicitly requires affordable units. Because TriMet's TOD policy includes objectives beyond delivering pure market rate housing development, TriMet could require any proposed development to include other uses such as affordable housing, retail, a civic center, or mobility/access infrastructure such as pedestrian, bicycle facilities, or parking for TriMet riders.

Low-Income Housing Tax Credit (LIHTC) Requirements

LIHTC is a major funding source for affordable housing, administered by the Oregon Housing and Community Services (OHCS). At a minimum, the program requires either 40 percent of the units to be affordable to households earning 60 percent of the median family income (MFI) or 20 percent of units to be affordable to households earning 50 percent of the MFI. The program also requires an average income of 60 percent of MFI within a project and a maximum of 80 percent of MFI. LIHTC has recently become a competitive program, so it tends to be awarded to projects with a greater share of affordable units at lower income levels. In practice, LIHTC awards are used on projects with 100% affordable units. Thus, ECONorthwest modeled all the units in certain buildings within the Willow Creek massing scenarios as rent-restricted (qualifying for the LIHTC program) rather than a smaller portion.

The financing gap for affordable housing development is estimated to be too large to fill with typical gap funding sources such as LIHTC or state funding, even with reduced land acquisition costs. Pro forma analysis of each of the three scenarios shows a funding gap over \$250,000 per unit for affordable multifamily housing when including units affordable at 60 percent of area median income and use of the 4% LIHTC program. Further analysis beyond the three scenarios showed that the site can support about 1 affordable housing building of about 80 units with cross-subsidies generated from market-rate, podium-style multifamily developments on the rest of the site.

TriMet could include affordable unit delivery as a requirement in their solicitation and encourage developers to demonstrate their ability to deliver affordable housing using creative solutions and a diversity of funding sources, but the agency could face challenges identifying a suitable developer to meet these requirements. Gap funding sources can have different (often more restrictive) income requirements for a portion of the units. These requirements can prevent developers from delivering mixed-income buildings. If funding terms allow, a portion could be positioned for moderate income levels to reduce the gap. TriMet could consider a mixed-income requirement (i.e., market-rate and affordable units in the same building), but our analysis of current conditions and developer interviews conducted suggest this may substantially impact the feasibility of TOD on the site.

Subsidized housing for older adults could also be a specific type of housing that TriMet could consider integrating in the solicitation language. This is likely to be a viable alternative to typical regulated affordable housing developments, as units usually feature smaller unit size, lower parking ratio, and lower rents. Although it would require affordable housing funding sources like the LIHTC, the funding gap is expected to be smaller because housing for older adults is expected to require less parking and be less costly than other affordable housing.

To address all of these considerations, TriMet may want to consider setting minimum threshold affordable housing requirements in its solicitation and encouraging respondents to all options to meeting or exceeding these goals, while simultaneously addressing other criteria.

2.1.3 Consider Tradeoffs of Retail Requirement in Solicitation

TriMet should be judicious about whether and where to require retail uses as a part of its solicitation materials in the Willow Creek Station Area. Small scale retail is often a ground floor use that helps to activate an area. During engagement, community members indicated desire for businesses like a coffee shop, restaurant, or convenience store. However, retail is costly to deliver and a likely loss leader at this site: it generates a modest amount of rental income but is more costly to build. This means that a significant retail requirement could discourage developers from responding to the solicitation. Moreover, the addition of retail space in an affordable housing project risks increasing the construction costs for the affordable units.⁴

The site itself is designated in the City of Hillsboro's code as Mixed-Use Urban Density (UC-MU). The zone allows for a range of commercial, industrial, and institutional uses, some of which are permitted outright and others under limited or conditional use. For example, eating and drinking establishments are permitted outright, while offices are a limited use. Retail products and services are only permitted when located on first or second floors. See Appendix C for further detailed zoning requirements. TriMet could encourage retail in developer responses but avoid requiring it on site to allow flexibility in developer proposals.

2.1.4 Evaluate Other Potential Proposal Criteria Related to Housing

TriMet might want to include additional requirements for specific types of housing or populations served to meet the needs of the community around Willow Creek Station in their solicitation materials. However, requirements that are too restrictive may limit whether the agency can find an adequate developer for the site or inhibit other creative solutions that might benefit the community.

Some requirements that TriMet may want to consider include ownership housing types such as townhouses in the developer solicitation. Townhomes could have benefits like providing a broader range of housing options adjacent to the station and including family-sized units. These

⁴ Commercial uses can trigger state or federal wage requirements in the construction process that residential-only uses do not. Still, some affordable housing funding sources (though not LIHTC) could trigger the wage requirements nonetheless, so whether a retail use risks higher costs for affordable units depends on the funding sources.

units would likely cost more than apartments given their size. Market-rate units might be affordable to middle-income households, and more likely to appeal to somewhat larger households.

TriMet will continue to follow local jurisdictions' Housing Needs Analysis (HNA) findings to inform decisions on site density, use, and delivery. The agency will also track any financial support available to complete joint development that supports these local planning goals. As the City of Hillsboro is currently undergoing an HNA process, TriMet should follow ongoing conversations and any associated funding opportunities.

2.1.5 Determine Minimum Price for Selling Land at Willow Creek Site

TriMet should determine its minimum price for selling the land at the Willow Creek TOD site. Some development types were not found to be financially feasible under our assumed conditions but were more likely to be feasible if the land is transacted at a low price per square foot (psf). A land write-down in exchange for public benefits could help to increase feasibility of uses like affordable housing, community space, and retail. TriMet should discuss opportunities for and interest in pursuing a ground lease agreement and could explore favorable lease payment structures once it selects a developer, since this could help extract some value from the agency's real property asset, perhaps through public benefit requirements, while supporting new developments.

2.1.6 Identify Any Subsidies that Can Support Inclusion of Desired Community Benefits

TriMet can also help to identify potential regional, state, and federal subsidy programs that could be integrated into future development to meet desired community benefits. Developers may already be aware of the most common state or federal programs for subsidized affordable housing (such as HOME and LIHTC) but may not have up-to-date information about other sources. The agency could use in-house knowledge and partnerships with local jurisdictions to compile a list of new and existing subsidies that are supportive of community vision for the area and continue to track new opportunities.

What We Heard from Engagement about Preliminary Conceptual Design Scenarios:

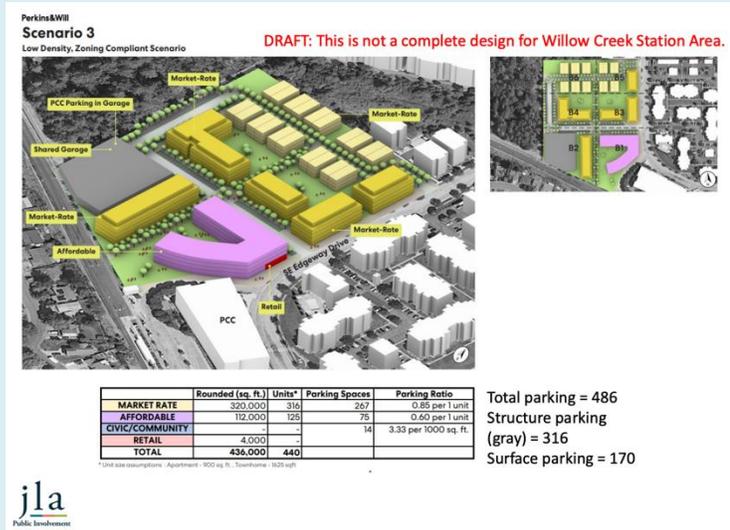
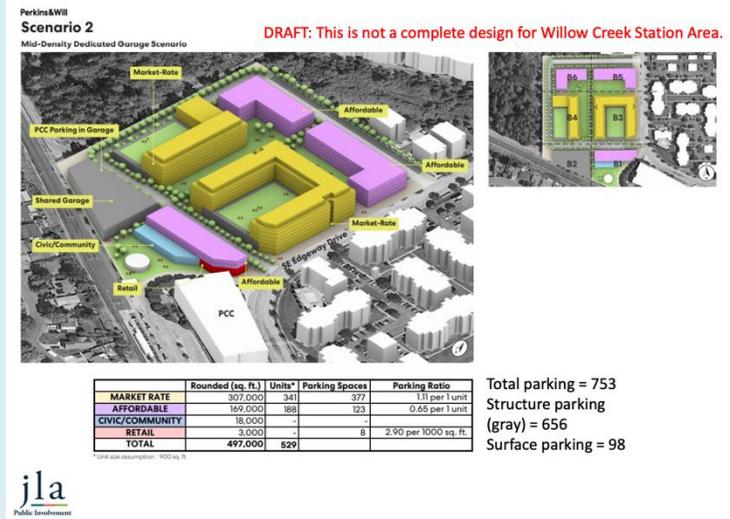
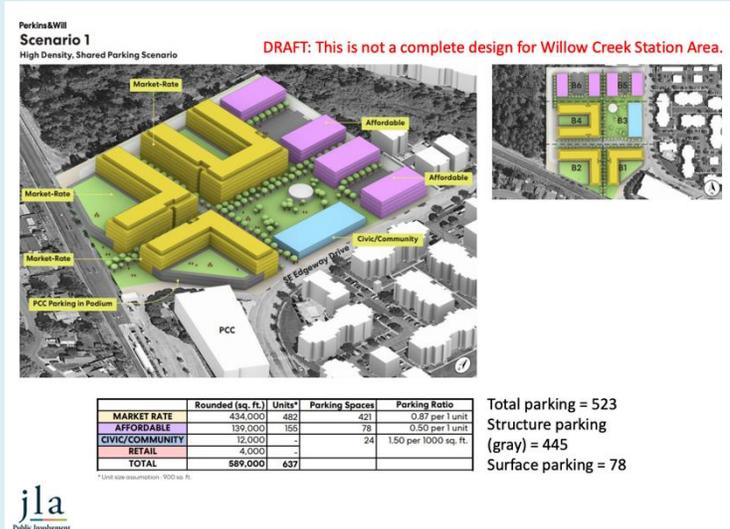
- Many people were drawn to Scenario #1 for the civic space and parking treatment below the buildings.** Individuals noted a preference for tree lined streets, medium-scale buildings, density, and connection with SW 185th Avenue.

- Scenario #2 was the preferred option for Spanish-speakers.** One individual noted that they preferred this configuration because it had the most affordable housing units close to the MAX. Most respondents emphasized the need for as much affordable housing as possible.

- Scenario #3 was the least popular in general,** although at least one individual noted that they liked it for its lower density configuration.

Exhibit 9. Preliminary Scenarios Shared in Engagement

Source: Perkins&Will



2.2 Parking Analysis Findings and Recommendations

Parking is a critical consideration for new development, particularly in an area that serves a variety of users. The development scenarios considered through this planning process included a mix of housing, retail, and civic uses that would serve residents, workers, commuters, students, and neighbors around Willow Creek Station. These groups show different types of parking trends, which joint development will need to carefully plan for during both phases.

Parking is an evolving topic for transit-oriented development in Oregon, with upcoming changes to minimum parking mandates in the state's Climate Friendly and Equitable Communities rulemaking. Furthermore, TriMet's TOD Program prioritizes equitable development with community benefits over parking for future use of its real property. The Willow Creek station area includes specific challenges for meeting the need of PCC users, as there is currently an agreement for the (unreserved) use of 130 of the current Park and Ride spaces to serve students, faculty, and staff. The recommendations anticipate these changes, as well as future demand at the Willow Creek Transit Center site and what TriMet will need to consider in its solicitation process.

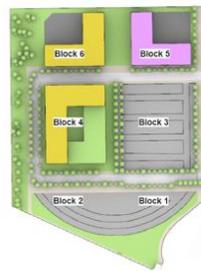
As part of the analysis leading to a viable preferred alternative for this joint development strategy, Nelson\Nygaard estimated peak *shared* parking demand relative to proposed parking supply using an assumed land use program shown below in Exhibit 10, accounting for project phases and including parking ratios based on local market analysis and ITE guidelines. The land use program also summarizes existing and assumed future parking supply. There are currently 595 parking spaces, of which PCC has access to 130. The future supply assumes off-street parking and an estimated 115 on-street parking spaces. For the purposes of this analysis all future parking is assumed to be shared, including among TriMet riders.

Exhibit 10. Land Use Program

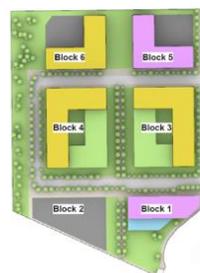
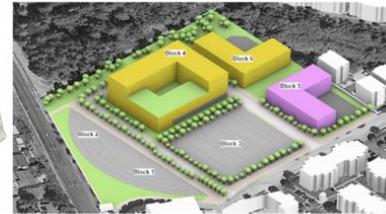
Source: Nelson\Nygaard

Note: The analysis assumes all parking is shared. The best way to see the demand by use by time of day is the charts below in Exhibits 12 through 14.

Land Use	Existing	Future	
		BASE	
		Phase 1	Phase 1 + 2
MF Housing (Yellow)	0	289 DUs	497 DUs
Affordable Housing (Purple)	0	79 DUs	109 DUs
Community/Civic (Blue)	0	0	15,000 SF
Retail (Red)	0	0	4,000 SF
PCC Willow Creek Center	100,000 SF	100,000 SF	100,000 SF
Parking Supply (off-street)	595	452	324
Parking Supply (on-street)	0	115	115
Parking Supply (TOTAL)	595	567	439



Phase 1



Phase 1 + 2



Nelson\Nygaard also used two transportation demand management (TDM) program options (shown in Exhibit 11), one as a standard suite of TDM actions (such as lower parking ratios, shared parking, etc.) and one as a stronger list of initiatives (TDM+), which includes unbundled parking, priced parking, free transit passes, and more.

Exhibit 11. Transportation Demand Management Program Options

Source: Nelson\Nygaard

TDM	TDM+
Lower parking ratios	All "TDM" elements, plus:
Shared parking, no reserved parking for specific uses or users	Unbundled parking
Parking permits, time limits, & management systems (permits could be free in Phase 1)	Priced parking for all on- and off-street spaces
Subsidized transit passes for residents	Free transit passes for residents, employees, and students
Transportation coordinator	Subsidized shared/micromobility fleet and services (e-bikes, scooters, car share)
Secure bike parking (racks and lockers) + repair stations	Additional financial incentives
Pedestrian and bicycle infrastructure + connectivity	Carpool matching and carpool parking preference
Wayfinding, marketing, and communications (i.e. transportation website and Welcome Packet)	Parking management program for adjacent residential neighborhoods (i.e. south of tracks and west of NW 185 th Ave)
Annual surveys & monitoring	

For Phase 1 of future development, the analysis estimates that the proposed parking supply of 567 spaces would exceed peak shared parking demand by more than 200 spaces, even when

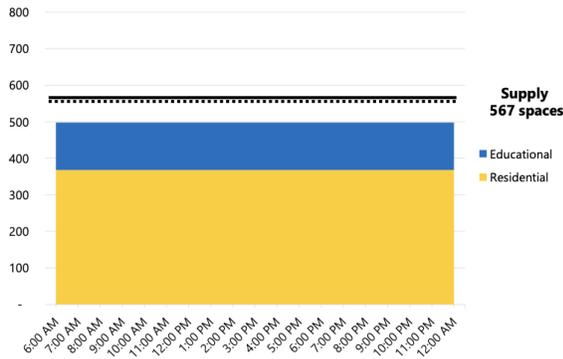
including a 3% buffer. The model does not incorporate community and retail users until Phase 2, which includes 19,000 square feet of these uses. The analysis uses typical time of day factors from the Institute of Transportation Engineers (ITE) for assumptions for peak demand over times of day. Portland Community College may have a different demand pattern based on anecdotal conversations with stakeholders, but data to reflect actual demand was not available as part of this study. This analysis does not include quantification of transit riders but does estimate available capacity for TriMet riders. Further data collection could be done for future analysis with more up to date parking occupancy data at site from TriMet and PCC users.

Exhibit 12. Demand Curve by Phase and TDM Scenario, Phase 1 Only

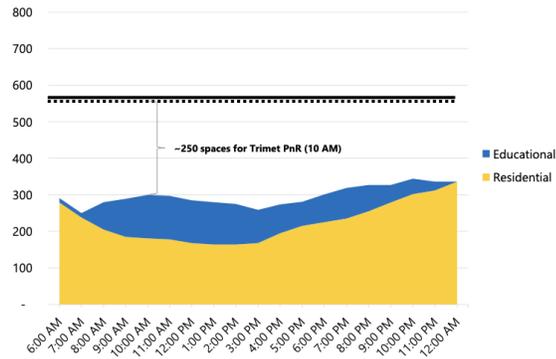
Source: Nelson\Nygaard

Demand Curve – Phase 1

Weekday Unshared Demand



Weekday Shared Demand + TDM

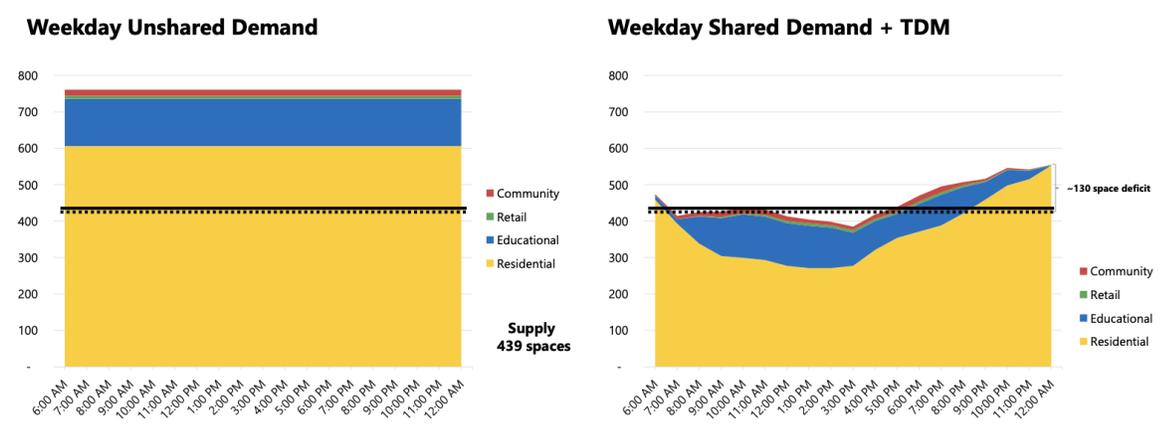


At full build out (Phase 1+2), however, the parking analysis estimates that with fewer available park and ride spaces (439 spaces) and greater volume of users with the proposed land use program there will likely be a parking deficit of 130 spaces at peak demand. Peak demand is estimated to be late in the evening due to residential parking demand patterns.

Exhibit 13. Demand Curve by Phase and TDM Scenario, Phase 1+2 (Basic TDM)

Source: Nelson\Nygaard

Demand Curve – Phase 1+2

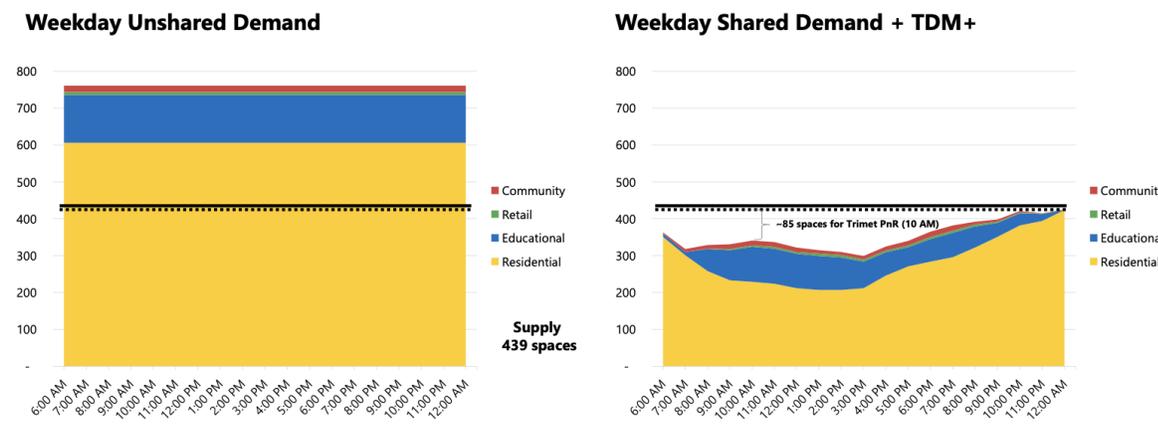


When testing full build out (Phase 1+2) with enhanced TDM scenarios (TDM+), the parking analysis estimates that it is possible to avoid a deficit in parking spaces (even at the peak hour) through implementation of a robust package of these enhanced trip reduction actions.

Exhibit 14. Demand Curve by Phase and TDM Scenario, Phase 1+2 (TDM+)

Source: Nelson\Nygaard

Demand Curve – Phase 1+2, TDM+



Further details on parking analysis are included in the attachment ‘Willow Creek TOD Parking Analysis.’

2.2.1 Prioritize Right-Sized Parking

Even with phased minimum parking mandates being removed from local regulations, the local market will likely require that new developments provide parking at or near Willow Creek. The joint development approach should be to right-size future parking build, ensuring that not only is new housing marketable to a mix of incomes, but also that expensive parking spaces do not limit housing supply or undermine the vision for a walkable and multimodal district.

Actively managing how people access the site by offering robust options outlined in the mobility recommendations can help to reduce overall vehicle parking demand. Using the “TDM+” actions outlined in the shared parking analysis estimates a potential outcome with no parking deficit. TriMet should incorporate considerations for active parking management and robust TDM strategies to right-size parking for tenants and improve access for transit riders and all users of the site.

The assumed parking program includes a total of **439 spaces** after Phase 2 of development is complete, with 324 spaces of off-street parking, as well as 115 on-street spaces. All housing parking demand was assumed at 1.0 space per unit.

Exhibit 15. Results of TDM and Land Use Program by Phase

Source: Nelson\Nygaard

Phase	Parking Supply	Parking Supply (- 3% buffer)	Estimated Peak Demand											
			Weekday						Weekend					
			Unshared	+/-	Shared, no TDM	+/-	Shared + TDM	+/-	Unshared	+/-	Shared, no TDM	+/-	Shared + TDM	+/-
1	567	550	498	52	377	173	344	206	381	169	368	182	336	214
1+2	439	426	761	-335	608	-182	555	-129	641	-215	607	-181	554	-128
1+2 (TDM+)	439	426	761	-335	608	-182	426	0	641	-215	607	-181	425	1

*+/- is relative to parking supply minus 3% buffer

2.2.2 Encourage Lower Residential Parking Ratios

As part of forward-looking joint development, TriMet should anticipate state-level changes (already in effect through phased implementation) to parking ratios that are specifically intended to remove mandates within close proximity of frequent transit stops. Willow Creek Transit Center is a site with an opportunity to let the market determine how much parking is needed for future tenants with the balance of state mandated requirements to remove parking minimums. The current parking analysis assumes one parking space per unit based on current market conditions, but there may be opportunity to provide less parking depending on the affordability mix, housing tenure, and as the area’s multimodal services and access improve.

Willow Creek may even be an ideal location to explore establishing a parking maximum that ensures future development is transit oriented.

2.2.3 Explore a Modified Agreement with Portland Community College

TriMet has a current agreement with Portland Community College (PCC) for use of approximately 130 parking spaces. As part of joint development, TriMet should engage further with PCC to understand its current program, parking demand, time of use, occupancy, user demographics, geography, mode of access, and transportation alternatives/programs utilized and whether modifications could be advantageous to both parties. This partnership should include implementing enhanced TDM programs targeted at PCC's students and staff to access the site through additional modes of travel.

2.2.4 Leverage Existing Parking Stalls and Explore Shared Parking Strategies

Parking is expensive to build, and parking space costs vary depending on facility type, design, and site conditions. Podium parking is more expensive on a per space basis than a surface lot, but podium parking allows for greater land efficiency and residential density. For affordable housing developments, which have tight budgets, each parking space reduces funding available for supporting housing affordability. Any proposed development on the site is more likely to be feasible if it requires less newly built parking. TriMet should leverage the use of existing surface parking stalls already available to provide needed parking until parking demand is lower. Peak parking demand at Willow Creek was 78% in 2019, but only 58% in 2015. Additional data based on post-Covid-19 ridership patterns was collected in 2021 at 13% and 2022 at 16% and should continue to be collected to better inform opportunities to use existing parking spaces. When considering a proposed development with a structured parking deck, TriMet should be opportunistic about using the podium parking in apartment buildings to service TriMet riders, as residential parking demand is typically lowest in the mid-morning and gradually increases to its nighttime peak.

2.2.5 Plan for Proactive Parking Management and TDM Implementation

Many current Park & Ride users rely on the free and ample parking currently available at the Willow Creek station area to access transit, as well as PCC facilities. While parking at Willow Creek may be currently underutilized, a shift in parking supply due to new development may present challenges for current and future users. TriMet and future development partners must balance the need to provide parking for motorists, but also recognize and plan for a more constrained parking environment in which multimodal access must be prioritized.

To prepare for increased density and a change in the parking supply at Willow Creek, TriMet should evaluate and test new approaches to parking management and TDM programs. This period of evaluation, which will require conversations with the City, PCC, and other local mobility partners (i.e., Westside Transportation Alliance), could inform future parking management strategies and smooth future parking transitions. Potential strategies to evaluate and test are included in Appendix B.

2.3 Willow Creek Area Mobility Analysis and Recommendations

Mobility connections to and from the station area will be a critical consideration for how existing and future users access transit. These recommendations are meant to enhance the options that currently exist and build on community-identified needs. Some of these are improvements that TriMet could make to their facilities and others may be achieved through partnership with the City of Hillsboro.

Nelson\Nygaard performed an analysis of mobility gaps at the Willow Creek site which found that existing gaps in the pedestrian network are not at a scale that will result in significant impacts, but that redevelopment scenarios would benefit from mobility improvements for cyclists and pedestrians. Details of this analysis are included in the Willow Creek Gaps Analysis report.

2.3.1 Create and Promote Better Pedestrian Connections

There is opportunity to create better pedestrian connections to neighborhoods to the south, west, and east of the Willow Creek Transit Center beyond current connections at the station itself to support future TOD tenants and ridership. This could take the form of enhanced trails, safer crossings along 185th or a pedestrian bridge over the MAX tracks southwest of the Willow Creek Transit Center. TriMet should also incorporate conversations about public realm improvements in ongoing communication with the City and developers.

Exhibit 16. Current Pedestrian Crossing at WC Transit Center

Source: ECONorthwest



2.3.2 Coordinate with Hillsboro on Upcoming Code Changes

Additional incentives and flexibility within the Hillsboro code to reduce parking requirements, implement Transportation Demand Management (TDM) programs, and share parking, in partnership with proactive parking management at the station and adjacent neighborhoods, can support both transit access and denser redevelopment on the Willow Creek Park and Ride site. TriMet can advocate and support some of these updates and should coordinate about upcoming changes.

2.3.3 Enhance Bicycle Facilities

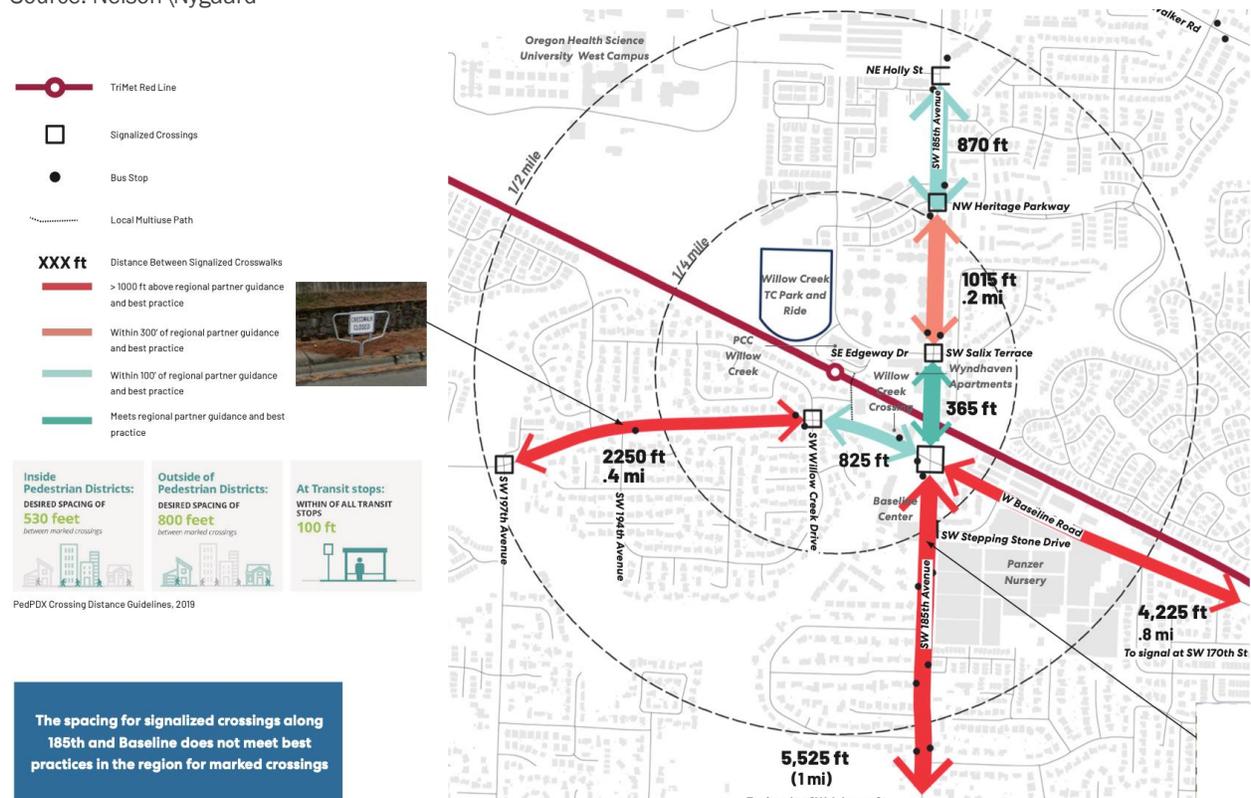
Bicycle facilities are present on most station area collectors and arterials, but can be enhanced with protected facilities, striping on approach to the Baseline/185th intersection, and signage. The bicycle facility gaps should be studied for feasibility and priority within the broader bicycle network. With future development, TriMet should consider including enhancements to the availability and quality of bicycle parking, repair stations, and other investments.

2.3.4 Improve and Add Safe Crossings

There are long distances between signalized crossings south of Baseline and 185th, both of which are Washington County roads. Spacing is related to Washington County’s arterial access and intersection spacing standards, and any changes would be dependent on coordination with the County. Additional safe crossings would support future Willow Creek TOD tenants and ridership from neighborhoods south of the station area. Signalized crossings are better spaced adjacent to the transit center along 185th, providing stronger connections to neighborhoods to the east. Improving these connections to the station area should be a part of conversations between the City of Hillsboro, the City of Beaverton (east of 185th), Washington County, and TriMet.

Exhibit 17. Signalized Pedestrian Crossings

Source: Nelson\Nygaard



2.3.5 Encourage Multi-Modal Employer Transit Incentives

Transit incentives can encourage employers to provide workers with greater mobility options. For example, employers can facilitate ridesharing programs, subsidize a portion or all transit costs for workers, or provide rewards for workers who use active transportation modes.⁵ Engagement with local employers whose workers may use Willow Creek Station as part of their commute could help TriMet to identify partnerships and refine TDM programs. TriMet could potentially provide some technical support to employers who are interested in developing these programs or share educational materials to increase awareness of these options and their benefits.

2.3.6 Increase Awareness About TriMet’s Fare Programs

TriMet offers existing programs that reduce fares for certain riders, including income-qualified individuals, high school students, seniors, people with disabilities, and veterans. Some programs allow individuals to apply directly, and others are granted through 501(c)(3) nonprofit organizations and community-based organizations. Raising awareness of these available programs in the Willow Creek area could encourage more residents to use the MAX line and nearby bus lines.

2.4 Willow Creek Site Design Final Recommendations

TriMet’s role in the design of the Willow Creek Station area will primarily be through the solicitation process as it articulates expectations for new development. These design recommendations are parameters that the agency can incorporate into its developer solicitation, which reflect a combination of the consulting team’s work and reinforcement of the existing AmberGlen Community Plan that encompasses and extends to the northwest of the station area. Design will be subject to City of Hillsboro regulations and any TriMet parameters will need to be consistent with zoning at the time of development.

Following engagement with the community and stakeholders, Perkins&Will created a final concept vision to represent the preferred development scenario for the Willow Creek sites that incorporates elements of the three scenarios tested for feasibility, including considerations for public space, mobility, residents, and businesses. Not all of the components illustrated in Exhibit 21 are relevant to a developer solicitation process, as some represent actions that would be taken by TriMet itself or other entities like the City of Hillsboro.

This final concept vision assumes that development should probably be split into **two phases**, allowing for a more gradual transition and time to assess potential uses for civic or retail space during the second phase. **Based on our feasibility testing, it is likely necessary to phase**

⁵ Federal Highway Administration, “Expanding Traveler Choices through the Use of Incentives: A Compendium of Examples” (United States Department of Transportation, February 4, 2022), <https://ops.fhwa.dot.gov/publications/fhwahop18071/ch4.htm>.

development so that the first portion of the project can leverage the existing surface Park & Ride stalls rather than deliver their own parking facilities to reduce costs.

The final vision includes the following detailed assumptions for a likely viable development (given current market conditions):

- **Phased Development.** The vision shown in the final concept is assumed to be achieved through two project phases, illustrated in Exhibit 19 and Exhibit 20. The vision does not specify the timeline for these phases, allowing flexibility for TriMet to determine an optimal schedule in line with operational capacity and plans, while creating a gradual transition in the supply of parking and allowing time to adapt final plans for potential civic or retail uses.
- **Market Rate and Affordable Housing.** The final baseline concept includes mixed-income development overall in the project, with an assumption of **606 total units** at an average size of 900 square feet, with 497 units of market rate housing (82 percent of total units) and 109 units of affordable housing (18 percent). This result is highly sensitive to market conditions, developer experience, and available funding sources. TriMet may wish to consider setting lower or higher thresholds in its solicitation. TriMet could seek a developer that will deliver mixed-income housing and would need to consider the developer's track record in maximizing the share of affordable units in projects.

About two thirds of the total units (368) are expected to be delivered in the first project phase, and the remainder (238) in the second phase. The unit size assumed for the preferred concept is 900 square feet.

- **On- and Off-Street Parking.** The assumed parking program (discussed in Section 4.1) including a total of **439 spaces**, with 324 spaces of off-street parking (132 surface and 190 podium), as well as 115 on-street spaces.

Phase 1 retains a portion of the existing spaces still available at the current Park and Ride site, creating a transition period for transit demand management where 452 will still be available for users.

- **Mixed Uses.** In addition to mixed-income residential development, the concept assumes a mix of uses preferred for development with the following allocations in square feet (SF):⁶
 - **Open Space:** 153,000 SF⁷
 - **Civic Space:** 15,000 SF
 - **Retail Space:** 4,000 SF

⁶ The civic and retail space is a rounded estimate of square footage located on the ground floor.

⁷ The total open space amount includes usable park area and landscaped setbacks as well as paved pathways.

These uses are intentionally spread between the two project phases, allowing for a longer period to identify ideal civic/retail uses.

- **Site Development Standards.** The concept includes site development standards, including:

- **Impervious Surface Coverage:** 60%

- **Approximate Building Heights:**

- Block 1: 40'
- Block 2: N/A
- Block 3: 75'*
- Block 4: 75'*
- Block 5 and 6: 45'

*These blocks will require zoning/design modification work plan with City of Hillsboro

- **Site FAR: 1.46⁸**

Exhibit 18. Approximate Setbacks

Source: Perkins&Will



- **Approximate Setback Lengths.** Exhibit 18 shows the approximate setbacks assumed for each block. For side and rear setbacks, these measurements are from the property line to building face. Due to the unique angle of the light rail tracks edge, the midpoint location for each block is measured to the building face or edge of the sidewalk. For the ground floor townhomes as part of Blocks 3 and 4, this graphic shows setback measure to demonstrate a desirable residential ground floor condition, which would provide the necessary usable open space and privacy. The purple measurements show building face to building face to illustrate sufficient light and air between buildings.

⁸ Site FAR is relative to the original full site area. The parcels would be separated by private drive aisles, not parcels separated by right-of-way between buildings.

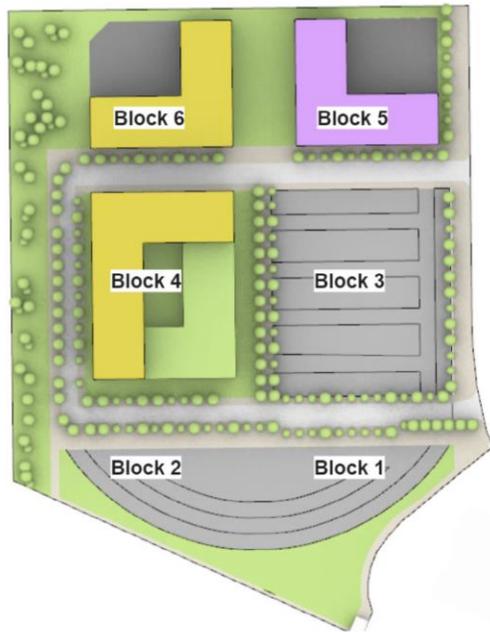
- **Block Dimensions:** Exhibit 18 shows the approximate block sizes for each development parcel.
 - Block 1: 215 x 85' or 17,282 SF (This is a non-regular block shape, please refer to the diagram for details)
 - Block 2: 215' x 162' x 240' x 65' or 24,357 SF (This is a non-regular block shape, please refer to the diagram for details)
 - Block 3: 180 x 240' or 43,200 SF
 - Block 4: 180 x 160' or 28,800 SF
 - Block 5 and 6: 180' X 160' or 28,800 SF

Exhibit 19. Phase 1 Development Concept

Source: Perkins&Will

Note: The table associated with exhibit 19 does not include the 115 on-street parking spaces. As the internal streets are built out, the 115 projected total parking spaces can come online and support the larger TOD parking needs.

Phase 1 Development

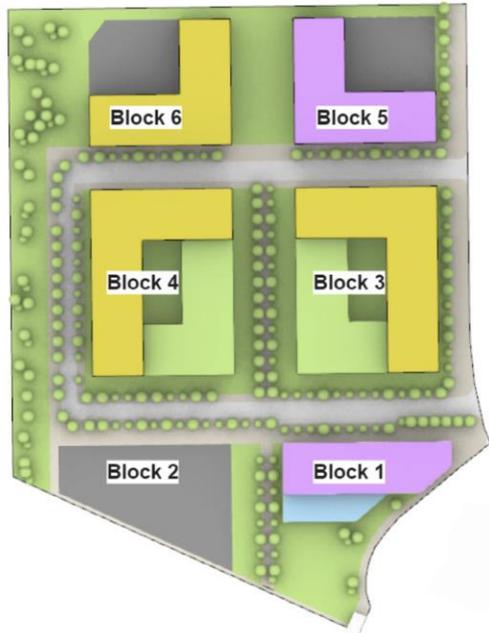


Block	Units	Parking Spaces
1	0	294
2		
3		
4	210	96
5	79	31
6	79	31
Total	368	452



Exhibit 20. Phase 2 Development Concept
 Source: Perkins&Will

Phase 2 Development



Block	Units	Parking Spaces
1	30	0
2	0	70
3	208	96
4	210	96
5	79	31
6	79	31
Total	606	324



Exhibit 21. Willow Creek Station Area Concept Vision

Source: Perkins&Will

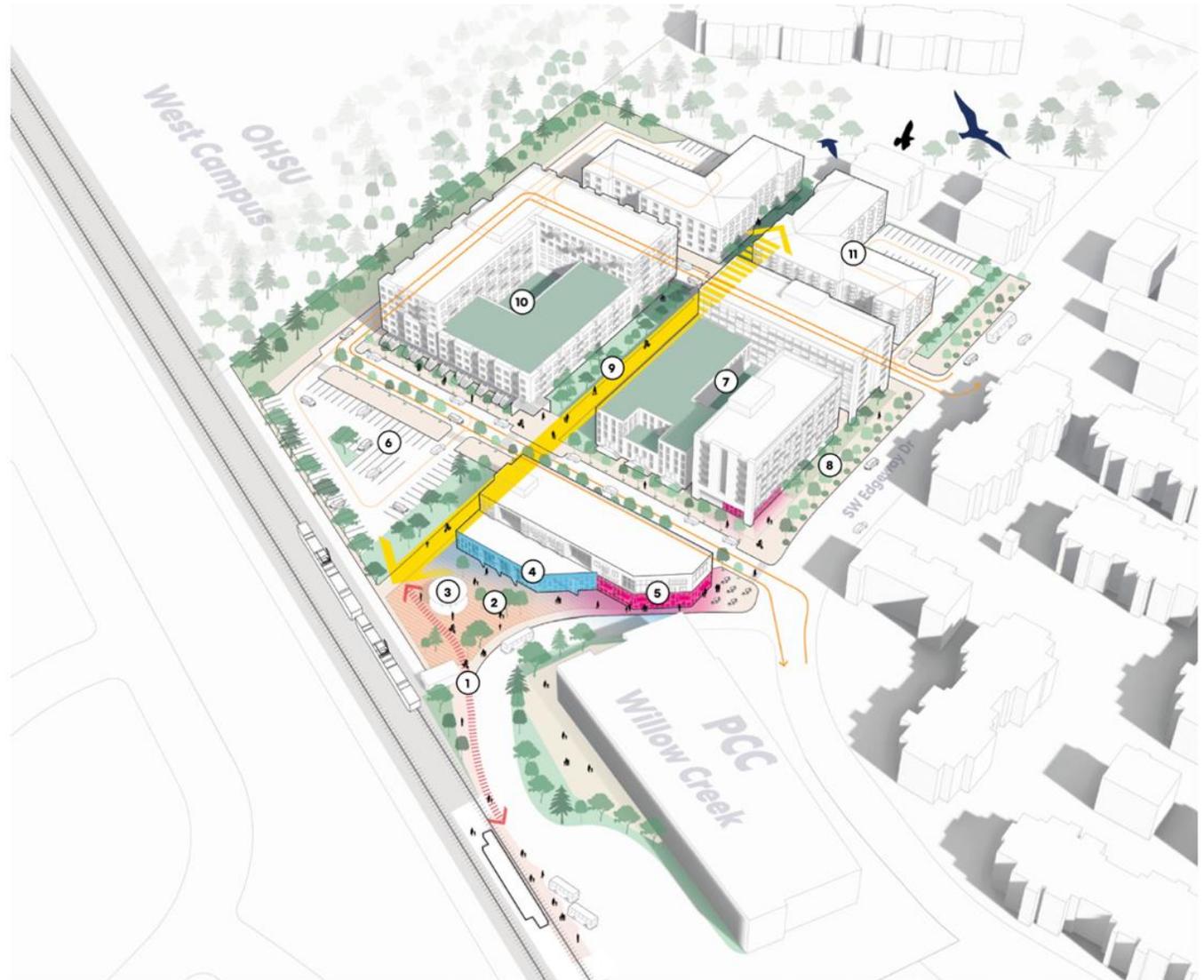
Willow Creek Transit Center

Transit Oriented Development Concept Vision

- 1 Transit-integrated development with direct access to TriMet light rail and buses
- 2 A Transit plaza designed for both special civic and cultural events as well as everyday community connections
- 3 A mobility hub to support a safe, reliable, and inclusive transportation network
- 4 Centrally located social infrastructure such as a public library or community center
- 5 Community-serving, affordable ground floor spaces for local businesses
- 6 Shared parking management and TDM program for PCC Willow Creek and transit patrons
- 7 Transit supportive multi-family development at a wide range of price points
- 8 Wide tree-lined, landscaped setbacks to neighboring housing and sensitive habitat areas
- 9 A central publicly accessible park space for outdoor recreation, respite, and access to the station
- 10 Sustainable development best practices to support low-carbon lifestyles, connections to nature, and increased resident comfort
- 11 Affordable housing options for residents of all backgrounds and stages of life

Note:

This is a conceptual illustration of a potential design solution for transit oriented development at Willow Creek Transit Center. This is not an approved design.



Perkins&Will

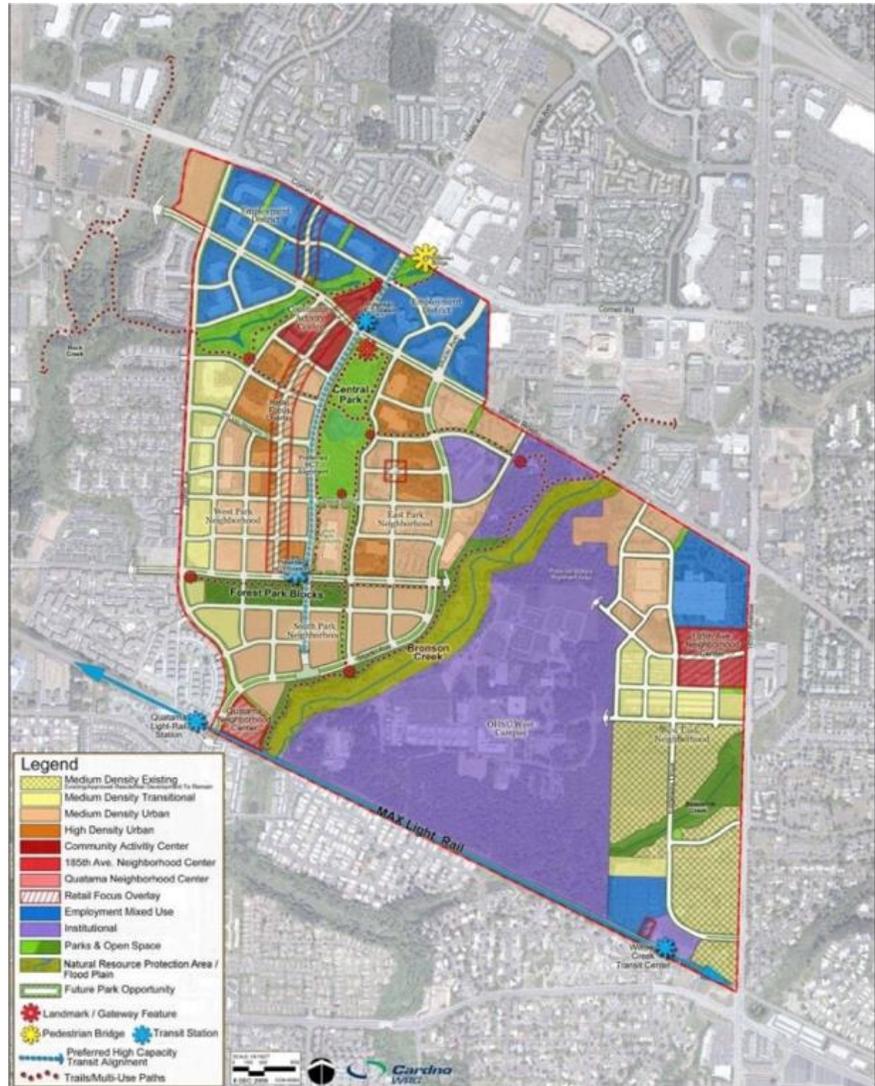
2.4.1 Encourage Density and Mix of Uses in Line with the AmberGlen Area Plan

The AmberGlen Community Plan established in 2010 includes actions that are relevant to future transit-oriented development in the study area through 2030, which it designates for office/educational facilities and some retail. The area includes a mix of Employment Mixed Use, Institutional, and Medium Density Transition (MDT) development types which feature mid-rise offices, retail, commercial services, employment opportunities, and medium-density residential buildings (townhomes, condominiums, etc.).

Today, the plan area features AmberGlen Business Park, nearby institutional stakeholders like OHSU, as well as a growing number of multifamily units. Development is serviced by surface and structured parking or private garages. TriMet’s solicitation should encourage development to be complimentary with the plan area. (See section 2.1 Development Feasibility for details on zoning).

Exhibit 22. AmberGlen Community Plan Concept

Source: City of Hillsboro



2.4.2 Further Analyze Local Safety Concerns and Identify Opportunities to Address Safety Perceptions and Optimize Public Safety Measures

Safety was a primary concern identified in this project's engagement efforts, particularly related to accessing the Park & Ride lot in the potential future development scenarios. TriMet should further analyze these concerns voiced by station users and seek to understand the extent of this issue at Willow Creek Station. This can help to identify causes for this perception and more specific steps forward.

Orienting buildings and windows towards parking areas (ass development code allows) and providing adequate lighting and to maximize visibility can increase community members' comfort and perception of safety. If pursuing an RFP as part of the joint development process, TriMet should encourage this orientation of buildings in detailed site plans. The agency can also explore further opportunities for the joint development process to increase safety measures in response to further analysis and engagement activities.

2.4.3 Promote Active Ground Floor Uses and Design

Active ground floor uses are an important contribution to the success of public realm. Flexible ground floor units activate the street environment with a market-responsive mix of both larger-format, anchor retail, and supportive local businesses. Recent shifts towards online shopping and delivery services highlight the importance of a flexible public realm designed to pivot seamlessly between traditional retail operations and curbside pick-up or outdoor dining. TriMet can include active ground floor design as a preferred development type in its solicitation for the Willow Creek Station area. However, retail may be limiting for developers to integrate with affordable housing (see Section 2.1.3 Consider Tradeoffs of Retail Requirement in Solicitation for details on these restrictions). Although the preferred concept includes retail, TriMet should include some flexibility for developers who are providing affordable housing.

2.4.4 Explore Integration of Community Space with PCC

In addition to TriMet-owned sites, PCC offers additional opportunities for small retail establishments or community space that could complement new development as well as provide services for PCC students and staff. There was a desire for both community space and retail in engagement, though both uses could be difficult for a developer to achieve financially in a project. Locating these public-facing uses at PCC could be universally beneficial for all users. Before deciding whether to include community spaces as a preferred component of development proposals, TriMet should communicate with PCC and the City of Hillsboro about options to integrate these spaces on the Willow Creek campus.

Exhibit 23. Portland Community College Willow Creek Campus Building

Source: TriMet



2.5 Communication Recommendations

Ongoing communication between TriMet, developers, partners, and community stakeholders will be a critical part of joint development of the Willow Creek Station area. An engagement and communications strategy should be developed as a part of the future joint development project work, which TriMet may want to lead or require of its selected developer.

2.5.1 Establish Ongoing Communication Channels with Local Jurisdictional Partners

TriMet should establish channels for ongoing communication with its key partners, including the City of Hillsboro, City of Beaverton, Washington County, and Portland Community College to continue conversations from this planning process on future challenges and opportunities. The agency should ensure continuity in these channels with the developer selected in the solicitation process to avoid future misunderstanding about code changes, parking, public realm improvements, and opportunities for cooperation.

2.5.2 Coordinate Community Engagement with Other TriMet Projects

The TriMet Community Affairs team should be included in conversations on how to describe station area projects and clearly distinguish between other projects in the area. During engagement in this planning process, our team found that stakeholders and community contacts were experiencing engagement fatigue. The agency's engagement staff can coordinate communication and community engagement activities with these other project contacts to avoid overlap.

2.5.3 Follow Communication Best Practices

TriMet should ensure that future communication strategies follow best practices for effective engagement with the community and stakeholders. Section 3.2.2 details these approaches, including principles like interactivity, consistency, concision, visualization, and storytelling. If TriMet requires the developer to lead further engagement activities, the agency should articulate these expectations in its solicitation materials.

2.5.4 Establish Ongoing Communication with Adjacent Neighbors

TriMet should seek to develop lines of communication with residents, business owners, workers, and students in the area surrounding Willow Creek Station. The agency may wish to fill this role with TriMet community engagement staff or clearly state that the development team should plan to coordinate engagement activities with neighbors. In both scenarios, TriMet should make sure to provide updates and ongoing communication and opportunities for input with neighbors during the joint development process.

2.5.5 Continue Exploring Community-Serving Civic Use Opportunities

During engagement with this project, station area users indicated an interest in civic uses in the Willow Creek Station area. In addition to communication with local jurisdictional planning and development services staff (especially those associated with the City of Hillsboro and Washington County), TriMet should seek out conversations with individual departments that provide civic services such as Parks and Recreation and Library Services. Understanding potential civic investments, systemwide needs, and location criteria for those services could help identify potential uses during the second phase of development at the Willow Creek Station Area.

3. Action Plan for Joint Development at Willow Creek Station

This section elaborates on next steps for TriMet to pursue joint development of the Willow Creek Station site. This includes an overview of solicitation formats that the agency could pursue, framework for implementation, and detailed steps forward.

3.1 Solicitation Format Tradeoffs and Recommendations

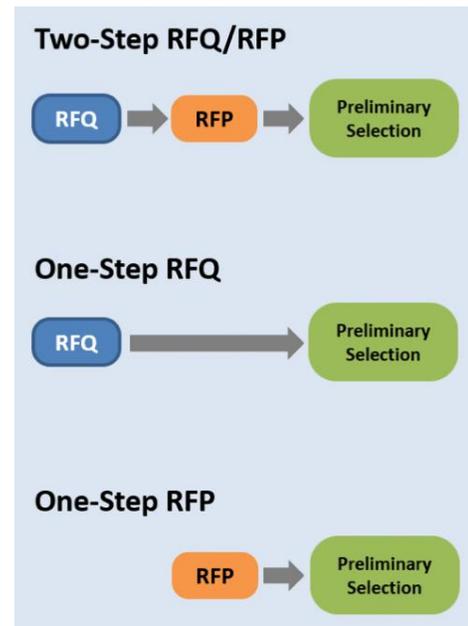
One critical decision point that TriMet will need to determine in moving forward with the joint development process is whether to release a Request for Qualifications (RFQ), Request for Proposals (RFP), or two-step RFQ/RFP. While there are other types of available solicitation methods, these are the most commonly used for TOD projects and referenced in TriMet policy.

3.1.1 Comparison of Solicitation Formats

According to the Transportation Research Board, RFQs, RFPs, and two-step processes all offer advantages and weaknesses:⁹

- **Two-Step RFQ/RFPs** combine these processes by first creating a short list of developers from RFQ submittals, then collecting RFPs from candidates.
- **Requests for Qualifications** without an RFP ask for developer qualifications and preliminary proposal concepts, then exclusively negotiate financial terms and development details after selection.
- **Requests for Proposals** without an RFQ ask for offers that include program and design details as well as business terms. One-step RFPs generally require less negotiation.

Exhibit 24. Solicitation Format Options
Source: Transportation Research Board (TRB)



⁹ Alden S. Raine et al., Guide to Joint Development for Public Transportation Agencies (Washington, D.C.: Transportation Research Board, 2021), <https://doi.org/10.17226/26045>, 51.

Exhibit 25. Comparison of Solicitation Processes

Source: Adapted from Transportation Research Board

	Strengths	Weaknesses
RFQ	<ul style="list-style-type: none"> ▪ Single-step processes reduce cost and time. ▪ Allows more iterative development of program details between transit agency and developer. ▪ Teams evolve during collaborative development process. ▪ No expectation for exact cost estimate. 	<ul style="list-style-type: none"> ▪ Can require longer negotiation period with transit agency and developers.
RFP	<ul style="list-style-type: none"> ▪ Single-step processes reduce cost and time ▪ Provides more detail on program and financial terms ahead of selection. ▪ Can lead to faster delivery timeline. 	<ul style="list-style-type: none"> ▪ Less flexibility than RFQ. ▪ Can require greater effort with less certainty for developers. ▪ Teams are formed prior to fully appreciating development considerations.
RFQ/RFP	<ul style="list-style-type: none"> ▪ Provides maximum information for transit agency. ▪ Allows developers to prioritize effort for proposal once advanced to second stage. 	<ul style="list-style-type: none"> ▪ Most costly. ▪ Longest time frame.

3.1.2 Example Projects

Request for Qualifications: North Berkeley BART Station (Berkeley, CA)

The North Berkeley Station RFQ is a recent example of transit-oriented joint development through a collaboration with the City of Berkeley, California and Bay Area Rapid Transit (BART). Released in July 2022, the RFQ was set out for four parcels with a combined area of 8.2 acres. The surrounding area includes an underground station concourse currently surrounded by surface parking lots.

The RFQ seeks to enter an Exclusive Negotiating Agreement (ENA) with a developer for mixed-use, mixed-income development through a long-term ground lease on current parking lots. The project includes expectations around specific levels of affordability as well as occupancy type preferences.

Request for Developer Qualifications for
Transit-Oriented Development
&
Notice of Funding Availability
North Berkeley BART Station



Image credit: City of Berkeley, Van Meter Williams Pollack



Request for Proposals: King County Metro TOD Northgate (Seattle, WA)

In October 2017, King County Metro released an RFP for a 5.9-acre property (previously used as surface parking) near their future Northgate light rail site. The two-phased project also included \$20 million in available funding from King County and City of Seattle for affordable housing development on the site, with the goal of a mixed-use, mixed-income community.

The RFP issued by King County Metro specified that development must include a minimum of 200 subsidized units affordable to households at or below 60 percent of AMI with a 50-year restriction. The light rail station opened in October 2021, and the area has seen more than 600 units of affordable development added to the area.¹⁰



Quick Facts

- 5.92-Acre Development Opportunity (For Sale or Lease)
- \$20 million affordable housing Notice of Funding Availability
- 1.8 million square feet of Development Capacity
- One-seat ride to Downtown Seattle in 14 minutes

King County Metro
Northgate TOD Development
Notice of Pending RFP



¹⁰ Shaun Kuo, "Northgate's Construction Spree Is Just Starting," The Urbanist, June 10, 2021, <https://www.theurbanist.org/2021/06/10/northgates-construction-spree-is-just-starting/>.

3.1.3 Solicitation Methods and Considerations for Willow Creek

Considering TriMet’s priorities, current policies, and the nature of the real estate market at this moment, a Request for Qualifications could be the most effective solicitation format for joint development in the Willow Creek Station area at this time. An RFQ process allows for conversations with a variety of firms that will give TriMet the opportunity to articulate its goals without identifying a particular scheme that is attractive the selection committee but may need to evolve considerably as more information is gathered and conditions change. A developer partner selection based on qualifications is generally followed by a pre-development process in which TriMet and a developer can iteratively identify feasible solutions, including bringing along the community and other TriMet partners. Rather than a development proposal, a qualifications-based selection allows development partners with experience in TriMet’s preferred types of development to provide detailed information on their past work processes and outcomes, demonstrating that their team could bring creative solutions to Willow Creek Station.

RFQs offer the flexibility for transit agencies to articulate goals, identify an appropriate developer, and partner on creating a detailed site plan.

A Request for Proposals may be more expeditious for delivering housing at a time when market conditions are more feasible for building housing and developers can act quickly. In the case of Willow Creek and this moment in the development market cycle, broad economic factors like the high price of construction, labor market shifts, and interest rate volatility make it a difficult time to execute on the faster delivery timeline likely associated with an RFP and still achieve TriMet’s TOD goals. Compared to the longer process associated with RFQs, shorter proposal processes can limit flexibility and the ability to tailor development plans to the needs of the community. Or, if development plans change considerably from those described in the selected proposal, stakeholders may be disappointed in the process and outcomes.

TriMet could also consider a two-step RFQ and RFP process, identifying an ideal team and then seeking proposals with more detailed site plans. However, this process will have a longer timeframe and still suffers from some of the same RFP-related issues. Given the fairly large size of the site (11 acres), TriMet could also use a phased approach to its solicitation in line with the preferred development concept phasing.

3.2 Action Plan Framework

The action matrix below lays out the consulting team’s recommended strategies and actions that TriMet should pursue to release a solicitation for joint development of its Willow Creek Transit Center. This action plan is intended to inform the development of an internal work plan that TriMet will develop to help carry forward the findings from this project. It focuses primarily on coordination and process involved in preparing the needed materials for solicitation. The action plan includes the following components to guide the agency in accomplishing this work, with additional considerations included within detailed action sheets:

- **Strategies (What?):** These [six strategies](#) key categories of actions are critical to joint development, relating back to parking, mobility, development feasibility, design, and communication recommendations in Chapter 4.
- **Rationale (Why?):** Each strategy highlights its intent and desired outcomes.
- **Steps (How?):** Within each strategy are multiple actionable steps forward for TriMet, for a total of [eighteen actions](#).
 - **Partners (Who?):** Although some actions will be primarily internal work by TriMet, others have key partners who TriMet will support in their efforts (such as City of Hillsboro staff). Where possible, the matrix includes relevant departments or teams within organizations.
 - **Phasing (When?):** Each specific action includes phasing relative to the release of a solicitation for the site. Some may be ongoing actions where TriMet will continue having a role after solicitation is released, such as organizational partnerships. This action plan only provides general timing considerations. A detailed schedule should be developed as a part of the work plan development process.
 - **Prioritization:** Each action also includes an assessment of the anticipated difficulty for TriMet staff and impact on achieving the overall project.
- **Considerations** related to each strategy are included where relevant.

3.3 Action Plan Matrix

	What? (Strategy)	Why? (Rationale)	#	How? (Potential Actions)	Who? (Partners)	When? (Phasing)	Prioritization		Considerations
							Difficulty	Impact	
A	Coordinate Effectively with City of Hillsboro and Washington County Planning Staff	Communication with city and county staff will ensure that plans for TOD align with local regulations and achieve mutual goals.	A.1	Continue efforts to maintain partnerships with key local government partners. Establish ongoing check-ins to share project progress and provide a space for early feedback.	City/County Staff (involved in plan process)	Immediately	Low	High	<ul style="list-style-type: none"> Establishing a point person at City of Hillsboro and Washington County can be an effective way to maintain communication, but if there is turnover at the City, TriMet may need to be proactive about connecting with new staff. There are some site constraints that TriMet can begin planning for now, but code changes/review processes may evolve. The project team did not address stormwater requirements in the conceptual plan. Many active transportation and public realm improvements will need to be provided collaboratively with the City, with consideration for connectivity to the surrounding area and overall pedestrian network.
			A.2	Confirm site constraints, review processes, and code changes with City of Hillsboro staff.	City Staff (Development Services)	Early in solicitation preparation, Ongoing	Medium	High	
			A.3	Advocate for active transportation and public realm improvements near the station area development with connections to the broader community.	City/County Staff (Executive, Transportation, Parks)	Ongoing	Medium	Medium	

	What? (Strategy)	Why? (Rationale)	#	How? (Potential Actions)	Who? (Partners)	When? (Phasing)	Prioritization		Considerations
							Difficulty	Impact	
B	Strengthen Partnership with Portland Community College (PCC)	PCC's location and community-serving role make it a critical stakeholder and they likely share many goals with TriMet.	B.1	Maintain a line of communication on PCC needs and goals and TOD plans.	PCC (Planning, Student Affairs, Facilities, etc.)	Immediately	Low	Medium	<ul style="list-style-type: none"> • TriMet may need to identify communication channels with multiple departments within PCC and ensure consistency with these contacts. • The existing parking agreement may only partially cover student needs. PCC may seek other solutions to accommodate fluctuations in student demand.
			B.2	Identify opportunities for project features complementing PCC's goals with future transit development.	PCC (Programs)	Early in solicitation preparation	Medium	Medium	
			B.3	Continue conversation on shared parking agreement and identify mutually beneficial actions related to parking management and TDM programs	PCC (Planning & Capital Construction)	Ongoing	High	High	
C	Continue Public and Stakeholder Engagement Throughout Planning and Development	Ongoing public engagement will help to steer site development towards community needs.	C.1	Consider tradeoffs of TriMet or developer-led engagement. Require all engagement to be coordinated with TriMet communications staff to help reduce confusion and coordinate messaging.	TriMet	Early in solicitation preparation	Low	Medium	<ul style="list-style-type: none"> • Ongoing dialogue with the community will be important to the project's success. • TriMet could require that a developer lead communication, but they would still need to have oversight of public messaging. • Engagement should seek to identify what civic uses are most needed. Initial engagement findings recognized needs associated with childcare or a library.
			C.2	Establish either a plan for TriMet-led engagement or articulate developer expectations, including preferred civic and open space uses.	TriMet	During solicitation preparation	Medium	Medium	

	What? (Strategy)	Why? (Rationale)	#	How? (Potential Actions)	Who? (Partners)	When? (Phasing)	Prioritization		Considerations
							Difficulty	Impact	
D	Explore Collaboration with Other Public Entities and Service Providers to Help Inform Civic and Open Space Uses	New opportunities may include mutually beneficial relationships with new or existing partners to help plan upcoming work	D.1	Discuss opportunities with Washington County, Cooperative Library Services, and other public agency partners that could provide insights and support for civic uses.	WCCLS, Washington County	During solicitation preparation	Medium	Medium	<ul style="list-style-type: none"> Parks, open space, and other public services will likely have some location criteria already established. TriMet should look for potential partners, but it is not guaranteed that these entities will have capacity or prioritize Willow Creek.
			D.2	Explore options related to public parks and open space.	Hillsboro Parks and Recreation	During solicitation preparation	Medium	Medium	
E	Coordinate Transportation Improvements to Support Station Use and Goals	Connections to and from the station will be a critical aspect of user accessibility and equity	E.1	Proactively begin to manage parking and enhance Transportation Demand Management (TDM) at Willow Creek Park and Ride.	TriMet	Immediately	High	High	<ul style="list-style-type: none"> TriMet can make some updates to its own property to enhance mobility connections, but there may be other stations with fewer existing facilities where investments are higher priority. Proactively managing parking could start with actions like time limits for Park and Ride users. However, there may be equity considerations associated with removing parking for PCC students attending classes such as ESL, workforce development, and GED classes.
			E.2	Enhance on site bicycle facilities.	TriMet	Ongoing	Medium	Medium	
			E.3	Clarify expectations for infrastructure improvements in solicitation materials.	TriMet	During solicitation preparation	Medium	Medium	

	What? (Strategy)	Why? (Rationale)	#	How? (Potential Actions)	Who? (Partners)	When? (Phasing)	Prioritization		Considerations
							Difficulty	Impact	
F	Create and Promote Willow Creek Station Area Developer Solicitation	A targeted solicitation process will allow TriMet to identify an ideal developer and negotiate program details based on identified objectives	F.1	Define project parameters, expectations, goals, and proposal evaluation criteria. Identify minimum qualifications for the solicitation.	TriMet	Early in solicitation preparation	High	High	<ul style="list-style-type: none"> Project parameters and expectations should provide enough clarity on what types of tasks are expected, using the recommendations in this report as a guide for the design, parking, etc. While defining project parameters, TriMet should decide whether to pursue an RFP, RFQ, or two-step process, considering the tradeoffs listed in Section.3.4 Conversations with developers prior to the release of an RFP or RFQ can start to give TriMet an initial list of potential firms but should not be used to give preference before proposals are submitted. Previewing solicitation materials with partners can help avoid inconsistencies with local code, policies, etc., but the final content will be determined by TriMet.
			F.2	Identify members of the TriMet team that will help interview and hire a developer (such as by serving on an interview and review panel).	TriMet	Early in solicitation preparation	Medium	High	
			F.3	Complete a site appraisal and outline the agency's preferred deal structure (example: land lease vs sale and minimum monetization goals)	TriMet	Early in solicitation preparation	Medium	High	
			F.4	Determine requirements for compliance with the Federal Transit Administration (FTA) and federal site interest.	TriMet, FTA representatives	Early in solicitation preparation	Low	Medium	
			F.5	Continue and/or start conversations with developers.	TriMet	During solicitation preparation	Medium	High	
			F.6	Preview solicitation materials with partners and increase awareness of solicitation release.	Hillsboro staff, PCC, other stakeholders	After solicitation preparation	Low	Medium	

4. Joint Development Process Guidance

This section outlines key process considerations specific to TriMet’s role in joint development and how it can approach critical partnerships. This guidance can help to steer outcomes for the Willow Creek Transit Center area in a direction that aligns with TriMet’s priorities and goals.

As part of the solicitation process for development, TriMet will have the option to tailor specifications of a Request for Proposals or Qualifications (RFP/RFQ), set evaluation criteria, structure the land transaction, and make improvements to TriMet facilities to support new housing, businesses, and community services. However, the agency will also rely on strong partnership with other entities such as the City of Hillsboro, Portland Community College, private developers, and community stakeholders to realize a complete vision for the area.

4.1 Requirements and Existing Policy

4.1.1 Federal Transit Administration and Funding Considerations

TriMet will need to ensure that planning is in alignment with Federal Transit Administration (FTA) guidelines, as there is federal interest at the Park and Ride site at Willow Creek Station. TriMet could pursue Joint Development on the site, either by maintaining control through leasing or selling the site to a development partner. TriMet will need to determine the specific implications for this project as a Joint Development or property sale through direct communication with FTA. This section provides information about general guidance from FTA materials.

This summary provides an overview of FTA policy for joint development, but the specifics of each project will inform the FTA requirements. The FTA articulates some requirements for joint development projects that use federal resources. The agency defines joint development for their purposes as “integrated development of transit and non-transit improvements, with transit projects physically or functionally related to commercial, residential, or mixed-use development,”¹¹ which describes intended plans for development of the Willow Creek Station area as it would be functionally related to transit. The FTA allows for any federal funds used for capital projects to also be used for joint development and takes an interest when FTA funds are used either for development or real estate.

Under federal definition, a joint development project must:

- *Enhance economic development or incorporate private investment.*

¹¹ Federal Transit Administration, “Joint Development” (US Department of Transportation, September 13, 2022), <https://www.transit.dot.gov/JointDevelopment>.

- *Enhance the effectiveness of public transportation and be related physically or functionally to public transportation or establish new or enhanced coordination between public transportation and other transportation.*
- *Provide a fair share of revenue that will be used for public transportation.*
- *Provide that a person occupying space in a facility constructed with FTA funds must pay a fair share of the costs of the facility through rental payments or other means.¹²*

Joint development projects require that the entity agreeing to occupy the space in an FTA-funded facility pay a fair share of the costs of the facility. The transit agency involved in these projects must also maintain sufficient control of the property to ensure that it will be able to meet transit needs. There is no federal requirement to charge the highest possible rent or market-rate rent on transit property used for joint development, and FTA does not directly define the term fair share or set a monetary threshold,¹³ but fair market value is a legally defined term meaning the “most probable price that equipment or property would bring in a competitive and open market.”¹⁴ FTA does not require that transit agencies reach fair market value from joint development projects, just a fair share of revenue.¹⁵

4.1.2 TriMet TOD Policy Objectives

TriMet’s upcoming Transit Oriented Development Plan provides critical guidance for TriMet-owned property and station areas that are applicable to planning at Willow Creek Station. The final document includes overarching goals and principles as well as a framework to evaluate potential uses of TriMet property.

The Willow Creek Station Joint Development Strategic Plan aligns with TriMet’s established principles, including the following:¹⁶

- Promote equitable development at station areas.
- Promote mobility hubs.
- Promote affordable housing and anti-displacement strategies.
- Review and prioritize potential TriMet development sites.
- Establish regional and neighborhood needs.
- Require developers to utilize TOD principles.
- Encourage local jurisdictions and other government partners to modify regulations to facilitate TOD, including changes to tax and zoning codes.
- Promote TriMet’s TOD Guidelines to public and private sector partners.
- Pursue opportunities that generate revenue or create value for TriMet.

¹² Ibid.

¹³ Low Income Investment Fund et al., “Incentives to Encourage Equitable Development in Los Angeles County Transit Oriented Districts,” March 15, 2013, 7.

¹⁴ Grant Management Circular, 5010.1D. Federal Transit Administration, Chapter I, Page I-5, August 2012.

¹⁵ Low Income Investment Fund et al., “Incentives to Encourage Equitable Development,” 8.

¹⁶ TriMet, “Transit Oriented Development Plan,” 2023.

4.1.3 TriMet Solicitation Guidelines

TriMet's Transit Oriented Development Plan also includes guidelines on solicited and unsolicited proposals for TOD projects. This strategic plan is intended to fulfill this aspect of the process and preparing the Willow Creek Transit Center site for a developer RFP or RFQ.

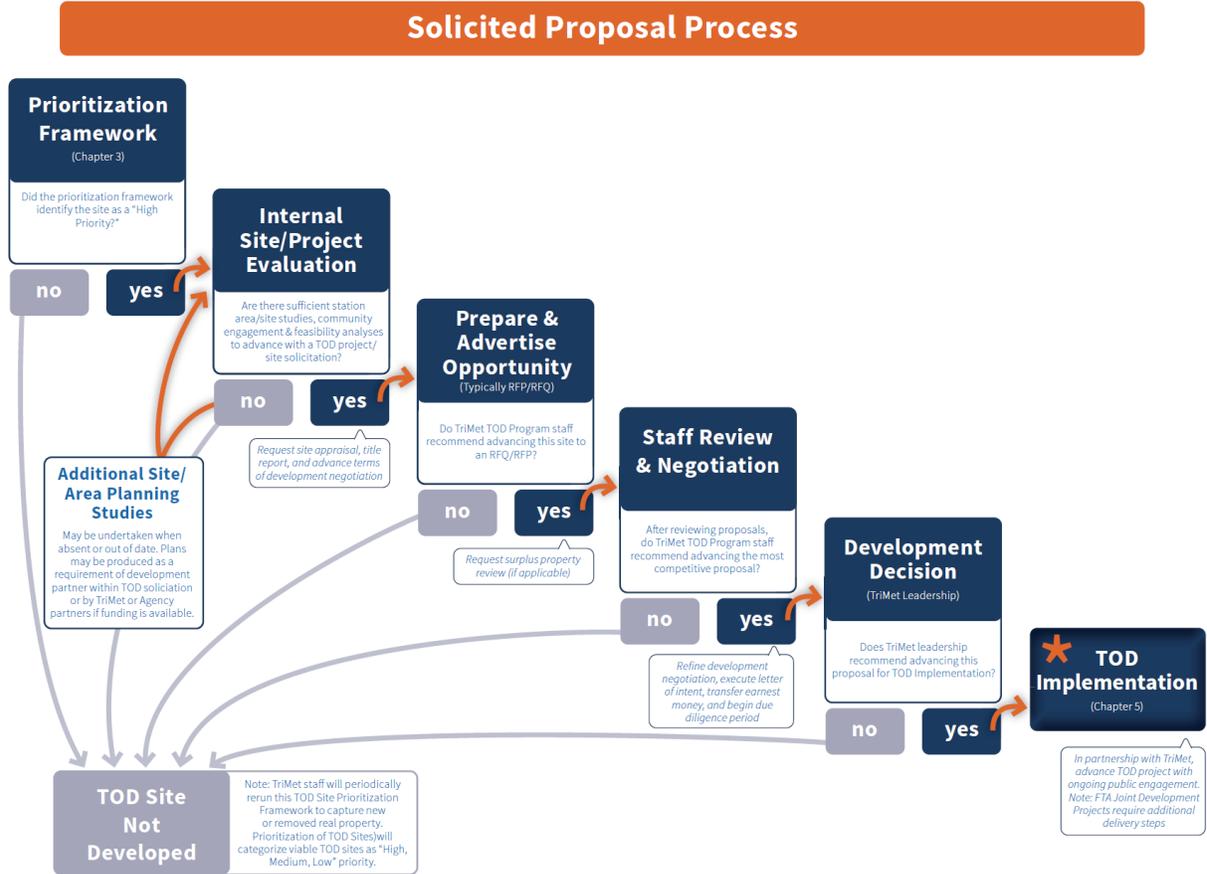
For solicited proposals, TriMet policy considers several factors prior to advancing priority sites and issuing a Request for Proposals (RFP) or Request for Qualifications (RFQ). These factors include local community goals and needs, TriMet requirements, federal regulations, market appeal, physical limitations, code regulations, stakeholder interest, and funding availability.¹⁷ TriMet may also seek additional community input on a site if needed. This can include partnerships with local jurisdictions or requiring for some level of public outreach from development proposals.

Once a site is determined to be ready for TOD proposals, TriMet can issue an RFP or RFQ. All proposals are evaluated relative to TriMet's TOD guidelines and considered in the context of other proposals received (if any). If TriMet were to receive an unsolicited bid for the Willow Creek site before a solicitation is issued, TriMet's evaluation/review period is generally within 60 days assuming staff capacity to meet this timetable. TriMet will not, however, review unsolicited proposals if a site already has a conflicting RFP or RFQ issued. It may also refuse to review a proposal if a solicitation is being prepared. Unsolicited proposals are evaluated for the same criteria as solicited ones.

¹⁷ Ibid 74.

Exhibit 26. TriMet TOD Project Selection Process

Source: TriMet Transit Oriented Development Plan



4.2 Communication Guidelines

Joint development of the Willow Creek Station area will require ongoing communication between TriMet and its partners as well as community stakeholders. As a part of the Better Red Station Area Planning (BRSAP) project, the project team provided a community engagement and communications plan. Key insights from this work that could be relevant to future Willow Creek station area joint development planning are outlined below. An engagement and communications plan or strategy should be developed as a part of the future joint development project work.

In the process for this plan, our team found that several stakeholders and community contacts were experiencing engagement fatigue due to the accumulation of public projects in the area. Consequently, we recommend that future engagement be coordinated closely with other similar projects, past engagement findings be recognized and reviewed for relevant findings, and that new engagement should be efficient and targeted to a specific scope and set of goals. The BRSAP project identified public involvement goals to help determine the level of outreach, described who will be impacted by potential changes, and provided a summary of equity considerations for the engagement approach. The Willow Creek Station area project

engagement approach aimed to educate the community about the project; develop relationships and dialogue with affected stakeholders and partners that can communicate the community's needs; and collect input on potential plans/designs, problems, and solutions. As a part of the BRSAP project, the team provided a summary of community input relevant to the Willow Creek station area.

4.2.1 External Communication

An overarching aim of project communication is to promote effective communication enabling the delivery of factual, clear, accessible, and relevant information. The project team should gain guidance from the TriMet Community Engagement team on how to describe this station area projects from other TriMet efforts to avoid confusion. In addition, the team will have to coordinate communication and community engagement activities with these other project contacts to avoid overlap.

Approval Process: Before any external communication, the consultant will ask TriMet to review and prior to communication, will gain approval of the message, the communication channels, and the communication plan (example: engagement with jurisdictional stakeholders). All media requests regarding this project will be directed to TriMet project contacts.

Common Engagement Methods: Communication channels to potentially consider when external communication is needed are factsheets/flyers/postcards, posters, email, websites, social media, discussions/presentations at community open houses, public meetings (either in-person or virtual), or as an invited speaker at community group meetings, videos, mass media, word of mouth, etc.

Although TriMet does not have a prescribed format, the team should align with communication best practices. These best practices, described below, provide general guidance and goals for project communication.

4.3 Equitable Best Practices for Transit Oriented Development

To align with TriMet's overarching goals for TOD projects, the agency should intentionally consider equitable practices as it moves forward in the Willow Creek Station area process. Some of these strategies could be directly executed by TriMet and others could be integrated as expectations for partners.

Early in the engagement process (2021), the consulting team for this plan received extensive recommendations for equitable development practice. ECONorthwest and the project team identified several emerging themes which are outlined below. These are organized in several subtopic areas, including connectivity, fair labor practices, inclusivity, affordability, accessibility, safety, new housing, displacement prevention, transparency, and environmental impact. These themes provide best practices that TriMet may consider in joint development and are integrated in the recommendations section:

Communication Best Practices

- The message should be simple, easy to receive, relevant, credible, and consistent.
- Messages should conclude with instructions on how to gain more information and a few feasible actions relevant to the person receiving the communication.
- Interactive communication (such as one-on-one conversations) is preferred, particularly for more complex discussions, since it allows for responses, deeper understanding, and a more robust conversation.
- Effective communication delivering important information should be consistent, repeated, and layered by using a variety of appealing channels since this tends to heighten exposure, penetration, reach, and boost the chance it will be received and understood.
- Communicating in a way that tells a story by identifying priority themes and narratives helps audiences create meaning out of information. Storytelling has been identified as a leading trend in government communications.
- The integration of images and infographics helps to improve comprehension (particularly for those with language barriers) and attracts attention since it can break up the monotony of text.
- Communication is an important part of community engagement since it helps to cultivate an informed and involved public and potential project advocates or ambassadors. The messaging for the public engagement activities should clearly identify what you are asking for community input on and how the input will inform the project. The project team should clearly articulate how the community engagement will be integrated into the overall planning process.
- Community engagement efforts should identify hard-to-reach stakeholders and devise strategies and techniques for how to communicate to hard-to-reach populations in an effective and accessible way. Translated material and interpretation for languages spoken within the community should be provided to broaden access. Encouraging conversations in a comfortable setting can promote planning “with” rather than “for” populations. Overall, the communication approach should aim to reach a broad range of people reflecting the diversity of interests, ethnicities/cultural perspectives, income levels, age groups, and needs of the whole community.
- Communication is more effective and trusted when delivered repeatedly through different channels that people already use and repeated by trusted, credible sources.

Equitable TOD Principles and Best Practices

- **Increase Connectivity to Places of Employment, Education, Services, & Recreation.** TriMet should review potential on-site assets and gaps in neighborhood services (healthcare, childcare, education, etc.) and incorporate them into planning for property use, where feasible. In addition, utilizing existing mobility options can address first/last mile challenges.
- **Use Fair Labor and Workforce Practices.** TriMet can take steps to develop expectations for contracting goals for local and/or disadvantaged contractors. Identifying and removing barriers for small/disadvantaged contractors should be a part of the procurement process for TOD sites, as well as encouraging fair labor practices for ongoing on-site operations.
- **Promote Inclusive Local Business & Economic Activity.** As part of joint development, TriMet can explore mechanisms to secure affordable commercial space within TOD and investigate the potential for different ownership models within commercial spaces. Public spaces may also have flexible uses for community spaces, disaster preparedness, outdoor markets, and events.
- **Enhance Accessibility and Public Space.** Reducing language barriers within the TOD area (e.g., intuitive design, multi-lingual wayfinding) on TriMet property can help to make the station area more accessible, as well as maintaining ADA best practices.
- **Increase Safety Measures.** Prioritizing pedestrians and cyclists in station area planning can include appropriate lighting and/or other intentional design measures to encourage a feeling of safety. TriMet can advance these measures on its connections to transit and/or include considerations in its solicitation for developers.
- **Deliver New Housing Types.** Diverse housing typologies (such as single room occupancies, co-housing, and co-op multifamily ownership) should be considered as equitable development options. TriMet can consider setting expectations in its solicitation for family-oriented housing products within affordable and market-rate developments, establishing goals for more ownership opportunities within housing development, and/or encouraging affordable housing at various AMI levels.

Appendix A. Engagement Materials

Public Engagement Phase II Materials

The project team asked the following questions while speaking with station area users:

- Is there anything missing that should be included in a preferred recommendation (these are all draft ideas)?
- What type of development features would you support? (housing, civic, etc.)
- What about the Willow Creek station area would you like to change in the future?
- Have any other concerns or suggestions for the station area?



Transit-Oriented Development

Building livable communities

TriMet provides nearly 97 million trips annually, connecting people with their community, while easing traffic congestion and reducing air pollution. These benefits are amplified through transit-oriented development. TriMet works with public, private and community partners to create new developments that maximize density and increase opportunities for transit on properties that are no longer needed for TriMet construction or operations (subject to FTA regulations).

Working with cities, counties and neighborhoods, the goal of TriMet's transit-oriented development program is to transform under-utilized land into vibrant spaces where diverse communities can live, work, shop and gather, served by a variety of transportation options.

The integration of commercial and residential space near transit stations supports neighborhood livability, reduces congestion, creates more affordable housing and increases transit ridership.

New, affordable housing is critical as projections by 2040 are for regional growth of:

- 400,000 new people
- 260,000 new jobs

Currently, TriMet is working with Southwest Corridor partners to identify sites for 950 new units of affordable housing along the future light rail line.

TriMet's transit-oriented development program will prioritize equitable outcomes through robust planning and outreach, and ensure long-term, sustainable and diverse communities.

Appendix B. Parking Management and Transportation Demand Management Strategies

Parking Management

- **Collect parking and station access data on a consistent basis.** Conduct a parking utilization count of the park and ride spaces and work with PCC to assess parking demand by their users via a travel survey. Updated data from 2023, and in future years, would allow for a better understanding of parking demand and patterns due to COVID-19 changes and facilitate more detailed analysis of potential impacts of parking supply changes.
- **Evaluate priced parking and permit management.** To effectively manage parking demand as supply changes and density increases, priced parking should be explored. While priced parking would be a significant change at this site, it is a proven management tool to reduce vehicle trips, mitigate traffic and emissions, and support multimodal access through reinvestment of net parking revenue. Key elements of a pricing program would include:
 - Use of paid permits, including a daily and monthly option
 - Variable price, adjusting price to match demand by time of day or day of the week
 - Discount (or free) carpool parking
 - Appropriate technology systems, allowing motorists to pay online, with a smartphone app, at a physical kiosk, or with a pass and/or commuter card (i.e., Hop Fastpass, Wage Works)
 - Appropriate access control and enforcement systems
 - Real-time parking availability and wayfinding
- **Unbundled parking.** Joint development guidelines should require unbundled parking at the site. Parking for tenants would be decoupled from the sale or lease of a unit or non-residential space. Unbundling parking can reduce housing or leasing costs, allowing tenants who do not have a vehicle to not have to pay for the parking of those that do.
- **Evaluate permits to mitigate parking spillover.** As the station area evolves and connectivity improves, there is increased potential for spillover parking. The City should assess the need for a residential permit program (RPP) in adjacent neighborhoods, such as streets east of SW 185th Avenue or south of the rail tracks. An RPP should balance the need for consistent resident access with public use of a public right-of-way.

Transportation Demand Management Programs

TriMet should engage with key partners, especially PCC, Westside Transportation Alliance, and Get There Oregon, to evaluate and test new or enhanced Transportation Demand Management (TDM) programs. Such programs can free up parking spaces by reducing demand, improve transportation equity, and set the stage for a robust TDM program at Willow Creek as new development comes online. Key TDM strategies to explore include:

- **Transit passes.** In the short-term, TriMet should explore additional opportunities to communicate existing fare programs or utilize employer discount programs for subsidized transit passes to eligible affiliates. PCC affiliates may be eligible for a discount on transit passes based on household income, but a negotiated pass program with PCC may further incentivize transit use and reduce cost burdens for its affiliates. In the long-term, TriMet could have new developments could provide free or subsidized transit passes to new tenants as part of their joint development agreement.
- **Carpool/vanpool matching program.** Facilitate and promote a carpool/vanpool matching program for PCC affiliates and other motorists. Leverage the existing platform available via Get There Oregon.
- **Car- and bikeshare services and subsidy.** Work with car- and bikeshare vendors, such as Zipcar, to expand shared mobility options at and near Willow Creek. Numerous private companies, such as Envoy and Bloom, also offer turnkey services tailored for private developments. Work with PCC and future tenants to provide a discounted membership to such vendors.
- **Emergency ride home program.** Connect PCC affiliates to existing ERH programs. Explore a voucher program specific to Willow Creek tenants via Uber, Lyft, or other taxi companies.
- **Enhanced bike parking and amenities.** Continue to expand and enhance short- and long-term bike parking options. Provide showers and lockers. As a condition of development, require bike parking, showers, and lockers in accordance with best practices for fixed-rail TODs.
- **Rewards, incentives, and communications.** Leverage existing rewards, incentives, and communications services offered by Get There Oregon. Work with stakeholders to develop and implement incentives and marketing materials, such as a Willow Creek Welcome Packet and mobility website, specific to existing and future tenants.
- **Coordinated management.** Evaluate collaboration with Westside Transportation Alliance to provide coordinated management of parking and TDM programs at Willow Creek. Ensure future developments designate transportation coordinators to support implementation.

There are critical tradeoffs to assess with these recommendations. For example, PCC serves several historically underrepresented students with classes, such as English as a Second Language, GED certification, and job training. Ensuring access to these services via a range of mobility options is crucial for the community and should be a consideration for TriMet in aligning with equity goals.

Appendix C. Zoning Detail

The zoned parking space requirements in the Willow Creek Station area vary by the type of housing and land use. Willow Creek Station Area fits within the Zone A parking standards. However, the Willow Creek Station Area is also within the Amberglen Plan District, which has lower parking requirements than the zoned limit. Moreover, parking requirements on sites near transit—which includes all the Willow Creek Station Area—is reduced by 25 percent. For example, the parking requirement for multifamily buildings is 0.56 stalls per unit (25 percent less than 0.75 stalls per unit).

As the joint development process moves forward, TriMet should confirm with local jurisdictions (including the City of Hillsboro and City of Beaverton) regarding zoning assumptions around use allowances, development standards, and parking requirements.

Exhibit 27. Zoning Map of Willow Creek Station Area

Source: Perkins&Will

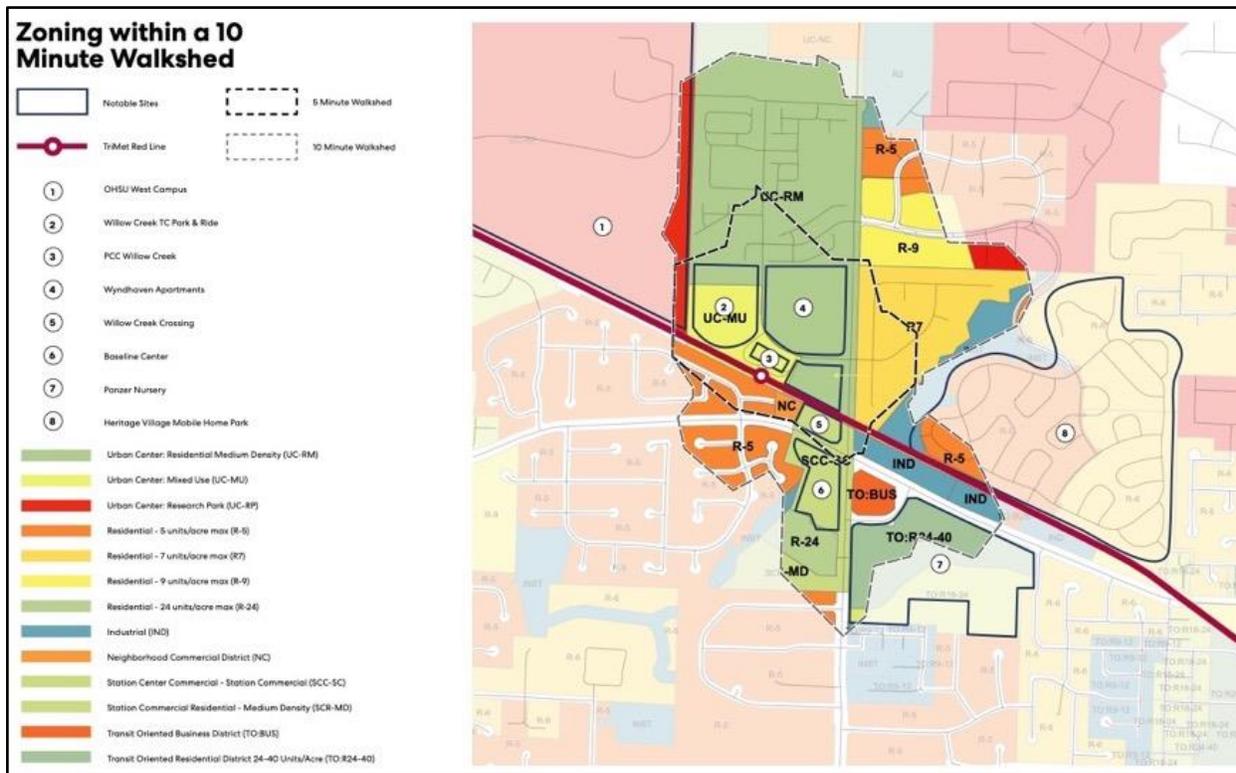


Exhibit 28. Zoning Description

Source: Perkins&Will

Zoning	UC-RM	UC-MU	UC-RP	SCC-SC	SCR-MD	NC	R2	R5	R7	
	Urban Center - Residential Medium Density	Urban Center - Mixed Use	Urban Center - Research Park	Station Community Commercial - Station Commercial	Station Commercial Residential - Medium Density	Neighborhood Commercial District	Residential Urban Medium Density District (2,000)	Residential Urban Medium Density District (5,000)	Residential Urban Medium Density District (7,000)	
Jurisdiction	City of Hillsboro						City of Beaverton			
Minimum Density	24 du/na	1.00 FAR 43 du/na	.35 FAR (R&D) .40 FAR (Commercial/MU) .50 FAR (Emergency Service) 1.0 FAR (Hospital and lab) 19 du/na	0.5 FAR (within 1300' of an LRT station) 0.4 FAR (beyond 1300' of an LRT station) 30 du/na (Free-standing, within 1300' of an LRT station) 24 du/na (beyond 1300' from an LRT station) Mixed-Use Buildings: None	0.5 FAR (within 1300' of an LRT station) 0.4 FAR (beyond 1300' of an LRT station) 18du/na (Free-standing, within 1300' of an LRT station)	.55 FAR 30 du/na	Minimum land area of 2,000 sf for each dwelling unit.	Minimum land area of 5,000 sf for each dwelling unit.	Minimum land area of 7,000 sf for each dwelling unit.	
Maximum Density	43 du/na	None	No FAR 65 du/na	36 du/na (Free-standing, within 1300' of an LRT station) Mixed Use: None	23 du/na (beyond 1300' from an LRT station) Up to 36 du/na may be approved by the Planning Commission	None	Maximum Residential and Floor Area density is calculated based upon site gross acreage.			
Minimum Height	25 Feet	35 Feet	25 Feet	30 Feet (Within 800 feet of an LRT Station) None (Beyond 800 Feet of an LRT Station)	2 Stories	25 Feet	N/A	N/A	N/A	
Maximum Height	55 Feet* *Additional height in Amberlegen Plan District	65 Feet* *Additional height in Amberlegen Plan District	55 Feet	75 Feet	3 Stories	65 Feet	40 Feet	35 Feet	35 Feet	

Zoning	TO:R24-40	TO:BUS	R-5	R-6	R-9	R-24	IND
	Transit Oriented Residential District 24-40 Units/Acre	Transit Oriented Business District	Residential - 5 units/acre max	Residential - 76units/acre max	Residential - 9 units/acre max	Residential - 24 units/acre max	Industrial District
Jurisdiction	Washington County Land Use District						
Minimum Density	0.65 FAR or 24 du/acre (within 1300' of an LRT station or within a regional center)	0.5 FAR (within 1300' of an LRT station or within a regional center) Within 1300' of a transit center, the minimum density for development shall be 1.0 FAR	No less than 4 units per acre	No less than 5 units per acre	No less than 7 units per acre	No less than 19 units per acre	N/A
Maximum Density	18 du/acre (within 1300' of an LRT station or within a regional center)	None	No more than 5 units per acre	No more than 6 units per acre	No more than 9 units per acre	No more than 24 units/acre max	N/A
Minimum Height	None	20 Feet	None	None	None	None	None
Maximum Height	60 Feet Modifications may be approved by no more than 50 feet for a total of 110 feet.	80 Feet Except where a community plan specifies a higher maximum height.	35 feet	35 feet	35 feet		65 feet