



# Oregon

John A. Kitzhaber, M.D., Governor

**Department of Land Conservation and Development**

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## **NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: 01/12/2015  
Jurisdiction: City of Tigard  
Local file no.: CPA 2014-00001  
DLCD file no.: 001-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 12/24/2014. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 46 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

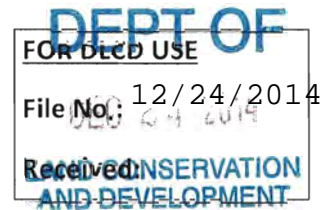
### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)

DLCD FORM 2



## NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION



Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Tigard

Local file no.: **CPA2014-00001**

Date of adoption: 12/16/2014

Date sent: 12/23/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 10/2/2014

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes  No 

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Susan P Shanks

Phone: 503-718-2454

E-mail: [susans@tigard-or.gov](mailto:susans@tigard-or.gov)

Street address: 13125 SW Hall Blvd.

City: Tigard

Zip: 97223-

### PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

#### For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

A comprehensive plan amendment to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resource Maps and a River Terrace addendum to the city's Transportation System Plan. These elements implement Goals 1, 2, 5, 8, 10, 11, 12, and 14.

#### For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from L to M 150.5 acres. A goal exception was required for this change.

Change from H to M-H 16 acres. A goal exception was required for this change.

Change from H to C-C 4.45 acres. A goal exception was required for this change.

Change from C-N to C-C 8 acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): UGB Area 63, 64, and Roy Rogers West.

- The subject property is entirely within an urban growth boundary
- The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve amendment** including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

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List affected state or federal agencies, local governments and special districts: Request for comments sheet is attached.

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

A Comprehensive Plan Amendment to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resources Maps and River Terrace Addendum to the city's Transportation System Plan (TSP). Attachments: 1) New Comprehensive Plan Designations, 2) Old Comprehensive Plan Designations, 3) City of Tigard Request for Comments Notification List, 4) River Terrace Community Plan & Maps Ordinance, 5) River Terrace TSP Addendum Ordinance, 6) Applicable memos to Council.

CITY OF TIGARD, OREGON  
TIGARD CITY COUNCIL  
ORDINANCE NO. 14- 15

AN ORDINANCE ADOPTING COMPREHENSIVE PLAN AMENDMENT CPA 2014-00001 TO AMEND THE TIGARD COMPREHENSIVE PLAN TO INCLUDE THE RIVER TERRACE COMMUNITY PLAN AND RELATED AMENDMENTS TO THE COMPREHENSIVE PLAN DESIGNATIONS MAP AND SEVERAL NATURAL RESOURCE MAPS WITHIN THE RIVER TERRACE COMMUNITY PLAN AREA. *as amended*

WHEREAS, in 2002 and 2011, Metro brought the area previously known as West Bull Mountain and currently known as River Terrace into the Urban Growth Boundary; and

WHEREAS, in 2010, the Washington County Board of Commissioners adopted by Resolution and Order the West Bull Mountain Concept Plan; and

WHEREAS, in 2012, the City of Tigard signed an intergovernmental agreement (IGA) with Washington County to refine the concept plan and complete the public facility and land use planning process by developing the River Terrace Community Plan; and

WHEREAS, in 2011 and 2013, property owners in River Terrace annexed to the City of Tigard with the understanding that the River Terrace Community Plan would facilitate urban development in the area through the eventual adoption of zoning, development code regulations and other implementing measures; and

WHEREAS, the City of Tigard was awarded Construction Excise Tax (CET) grant money as part of the IGA with Washington County and subsequently received additional CET grant money from Metro to complete the River Terrace Community Plan, and the proposed amendment will allow access to those monies; and

WHEREAS, the city has proposed an amendment to the Tigard Comprehensive Plan to include the River Terrace Community Plan; and

WHEREAS, the city has proposed an amendment to the Tigard Comprehensive Plan Designations Map that applies new land use designations to properties within River Terrace that meet Metro's residential density requirements and support the community's land use vision as outlined in the River Terrace Community Plan; and

WHEREAS, the city has proposed an amendment to the Tigard Significant Habitat Areas Map, Wetlands and Riparian Areas Map, and Significant Tree Groves Map that applies new resource designations to properties within River Terrace based on technical reports contained in the project file including the "West Bull Mountain Natural Resources Inventory" prepared by Pacific Habitat Services and dated June 2013; the "West Bull Mountain Wetlands Inventory" prepared by Pacific Habitat Services and approved by the Department of State Lands on October 16, 2013; and the "City of Tigard – River Terrace Tree Grove Assessment Report" prepared by Winterbrook Planning as updated in June 2013.

WHEREAS, on November 17, 2014, the Tigard Planning Commission held a public hearing, which was noticed in accordance with city standards, and recommended unanimous approval of the proposed amendment (Land Use File: CPA 2014-00001) by motion and with vote in support; and

WHEREAS, on December 16, 2014, the Tigard City Council held a public hearing, which was noticed in accordance with city standards, to consider the Planning Commission's recommendation on CPA 2014-00001, hear public testimony, and apply applicable decision-making criteria; and

WHEREAS, the Tigard City Council's decision to adopt CPA 2014-00001 is based on the findings and conclusions found in Exhibit D and the associated land use record, which is incorporated herein by reference and contained in land use file CPA 2014-00001.

NOW, THEREFORE, THE CITY OF TIGARD ORDAINS AS FOLLOWS:

SECTION 1: Tigard City Council amends the Tigard Comprehensive Plan to include the River Terrace Community Plan as shown in Exhibit A.

SECTION 2: Tigard City Council amends the Tigard Comprehensive Plan Designations Map as shown in Exhibit B.

SECTION 3: Tigard City Council amends the Tigard Significant Habitat Areas Map, Wetlands and Riparian Areas Map, and Significant Tree Groves Map as shown in Exhibit C.

SECTION 4: Tigard City Council adopts the findings and conclusions contained in Exhibit D in support of this action and as the legislative basis for this ordinance.

SECTION 5: This ordinance shall be effective 30 days after its passage by the Council, signature by the Mayor, and posting by the City Recorder.

PASSED: By unanimous vote of all Council members present after being read by number and title only, this 16<sup>th</sup> day of December, 2014.

Carol A. Krager  
Carol Krager, City Recorder

APPROVED: By Tigard City Council this 16<sup>th</sup> day of December, 2014.

John Cook  
John Cook, Mayor

Certified to be a True Copy of Ord. No. 14-15  
Original on File

By: Norma I. Alley  
Deputy Recorder - City of Tigard

Date: December 17, 2014

CITY OF TIGARD, OREGON  
TIGARD CITY COUNCIL  
ORDINANCE NO. 14-16

AN ORDINANCE ADOPTING THE RIVER TERRACE TRANSPORTATION SYSTEM PLAN ADDENDUM AS PART OF THE CITY OF TIGARD'S TRANSPORTATION SYSTEM PLAN FOR THE FUTURE ACCOMMODATION OF MULTIMODAL TRANSPORTATION NEEDS WITHIN THE RIVER TERRACE COMMUNITY PLAN AREA *as amended*

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WHEREAS, the City of Tigard annexed the properties in River Terrace in 2011 and 2013; and

WHEREAS, the City of Tigard has an existing Transportation System Plan (TSP) that does not include the River Terrace area, and

WHEREAS, the City of Tigard has completed a TSP Addendum specific to the River Terrace area, contributing to the city's broader goal of completing the River Terrace Community Plan and meeting state requirements for public facility planning, and

WHEREAS, multimodal transportation projects have been identified as part of the TSP Addendum, and

WHEREAS, these projects are appropriate and necessary additions to the City of Tigard TSP, and

WHEREAS, the City of Tigard may desire to use transportation development tax (TDT) charges to fund part of these projects, and

WHEREAS, the City of Tigard may desire to adopt additional fees and/or charges to fund part of these projects, and

WHEREAS, a comprehensive funding strategy for all public facility projects in River Terrace will be developed as part of the River Terrace Funding Strategy. This strategy will include a list of projects to complete in the near term and recommended funding sources.

WHEREAS, on November 17, 2014, the Tigard Planning Commission held a public hearing, which was noticed in accordance with city standards, and recommended approval of the proposed River Terrace TSP Addendum by motion and with vote in support; and

WHEREAS, on December 16, 2014, the Tigard City Council held a public hearing, which was noticed in accordance with city standards, to consider the Planning Commission's recommendation on the River Terrace TSP Addendum, hear public testimony, and apply applicable decision-making criteria; and

WHEREAS, on December 16, 2014, the Tigard City Council adopted the River Terrace TSP Addendum pursuant to the public hearing and its deliberations; and

WHEREAS, Tigard City Council's decision to adopt the River Terrace TSP Addendum was based on the findings and conclusions found in Exhibit B and the associated land use record, which is incorporated herein by reference and contained in land use file CPA 2014-00001.

NOW, THEREFORE, THE CITY OF TIGARD ORDAINS AS FOLLOWS:

SECTION 1: The River Terrace TSP Addendum is hereby adopted as part of the City of Tigard Transportation System Plan as shown in Exhibit A.

SECTION 2: The projects identified in the River Terrace TSP Addendum shall be eligible for funding from transportation development tax charges (TDTs) as allowed under Tigard Municipal Code Section 3.24.060 and Washington County Ordinance 691-A, as amended.

SECTION 3: Tigard City Council adopts the findings and conclusions contained in Exhibit B in support of this action and as the legislative basis for this ordinance.

SECTION 4: This ordinance shall be effective 30 days after its passage by Tigard City Council, signature by the Mayor, and posting by the City Recorder.

PASSED: By unanimous vote of all Council members present after being read by number and title only, this 16<sup>th</sup> day of December, 2014.

Carol A. Krager  
Carol Krager, City Recorder

APPROVED: By Tigard City Council this 16<sup>th</sup> day of December, 2014.

John Cook  
John Cook, Mayor

Approved as to form:

[Signature]  
City Attorney

Certified to be a True Copy of Ord. No. 14-16  
Original on File

By: Norma L. Alley  
Deputy Recorder - Copy of Tigard

Date: December 17, 2014

Approved as to form:



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City Attorney



# Comprehensive Plan Designations

## Comprehensive Plan Designations

-  Community Commercial
-  Medium High-Density Residential
-  Medium-Density Residential
-  Low-Density Residential
-  Public Institution
-  Open Space
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary

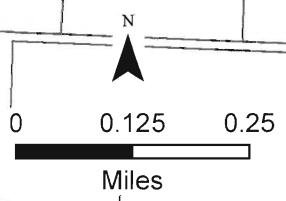
SCHOLLS FERRY RD

ROY ROGERS RD

BULL MOUNTAIN RD

150TH AVE

BEEF BEND RD

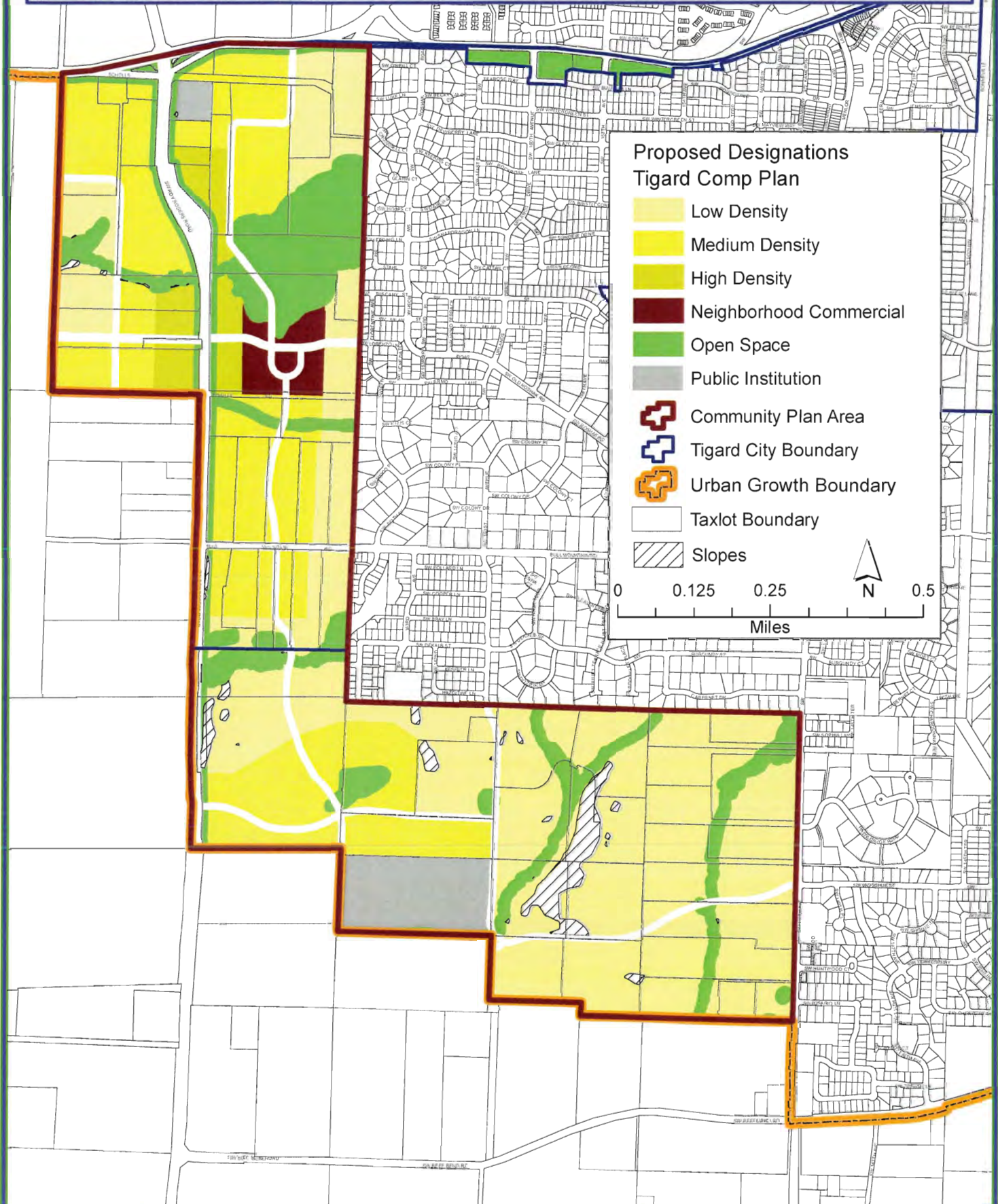


Comprehensive Plan designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations.



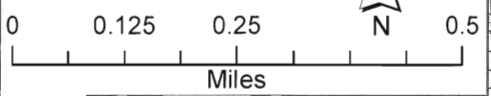
# Proposed Comprehensive Plan Designations

October 29, 2012 - CPA2012-00002



### Proposed Designations Tigard Comp Plan

- Low Density
- Medium Density
- High Density
- Neighborhood Commercial
- Open Space
- Public Institution
- Community Plan Area
- Tigard City Boundary
- Urban Growth Boundary
- Taxlot Boundary
- Slopes



**ATTACHMENT 3: CITY OF TIGARD REQUEST FOR COMMENTS NOTIFICATION LIST**

**CITY OF TIGARD REQUEST FOR COMMENTS**

**NOTIFICATION LIST FOR LAND USE COMMUNITY DEVELOPMENT APPLICATIONS**

FILE NOS: <b>CPA-2014-00001</b>	FILE NAME: <b>River Terrace Community Plan</b>
<input checked="" type="checkbox"/> Place a checkmark in the block to the left of the name of each person or organization that needs to be notified.	
<b>CITY OFFICES</b>	
<input checked="" type="checkbox"/>	C.D. Administration/Kenny Asher, CD Director
<input checked="" type="checkbox"/>	C.D. Administration/Tom McGuire, Asst CD Director
<input checked="" type="checkbox"/>	City Administration/Cathy Wheatley, City Recorder
<input checked="" type="checkbox"/>	Development Services/Planning-Engineering Techs.
<input checked="" type="checkbox"/>	Development Services/Development Eng. Mike McCarthy (Copy on all Notices of Decision)
	Development Services/Arborist
	Building Division/Mark VanDomelen, Building Official
<input checked="" type="checkbox"/>	Police Department/Jim Wolf, Crime Prevention Officer (Copy on all Notices of Decision)
<input checked="" type="checkbox"/>	Public Works/Brian Rager, Asst PW Director
	Public Works/Karleen Aichele, Engineer Tech 1
	Hearings Officer (2 sets)
	Planning Commission (12 sets)
	City Attorney
	File/Reference (2 sets)
<b>LOCAL AND STATE JURISDICTIONS</b>	
<input checked="" type="checkbox"/>	City of Beaverton, Planning Manager, POB 4755, Beaverton OR 97076*
<input checked="" type="checkbox"/>	City of Beaverton, Steven Sparks, Dev Svcs Mgr, POB 4755, Beaverton OR 97076*
	City of Durham City Manager, 17160 SW Upper Boones Ferry Rd, Durham OR 97224*
<input checked="" type="checkbox"/>	City of King City City Manager, 15300 SW 116th Ave, King City OR 97224*
	City of Lake Oswego, Planning Director, POB 369, Lake Oswego OR 97034*
	City of Portland, Planning Bureau Director, 1900 SW 4th Ave, Suite 4100, Portland OR 97201
	City of Tualatin Planning Manager, 18880 SW Martinazzi Ave, Tualatin OR 97062*
	Metro - Land Use and Planning, 600 NE Grand Ave, Portland OR 97232-2736, Joanna Mensher, Data Resource Center (ZCA-Adopted)*
<input checked="" type="checkbox"/>	Metro - Land Use and Planning, 600 NE Grand Ave, Portland OR 97232-2736, Paulette Copperstone, (ZCA-RFC Only)*
<input checked="" type="checkbox"/>	Metro - Land Use and Planning, 600 NE Grand Ave, Portland OR 97232-2736, O. Gerald Uba, PhD, (CPA/DCA/ZON)*
	ODOT, Rail Division, Dave Lanning, Sr. Crossing Safety Specialist, 555 13th Street NE, Suite 3, Salem OR 97301-4179 (Notify if ODOT R/R-Hwy Crossing is only access to land)
	ODOT, Region 1 - Development Review Coordinator Carl Torland, Right-of-Way Section, 123 NE Flanders, Portland OR 97209-4037 (Vacations)*
<input checked="" type="checkbox"/>	ODOT Region 1 Development Review Program, 123 NW Flanders St, Portland OR 97209
	OR Dept of Energy, Bonneville Power Administration, Routing TTRC - Attn: Renae Ferrera, POB 3621, Portland OR 97208-3621 (powerlines in area)
	OR Dept of Aviation, Tom Highland, Planning, 3040 25th Street, SE, Salem OR 97310 (monopole towers)
<input checked="" type="checkbox"/>	OR Dept of Environmental Quality (DEQ), Regional Administrator, 2020 SW Fourth Ave, Suite 400, Portland OR 97201-4987
<input checked="" type="checkbox"/>	OR Dept of Fish & Wildlife, Elizabeth Ruther, Habitat Biologist, North Willamette Watershed District, 18330 NW Savvie Island Road, Portland OR 97231
	OR Dept of Geo. & Mineral Ind., 800 NE Oregon Street, Suite 965, Portland OR 97232
<input checked="" type="checkbox"/>	OR Dept of Land Conservation & Dev., Mara Ulloa, 635 Capitol Street NE, Suite 150, Salem OR 97301-2540 (Comp Plan Amendments & Measure 37) - <b>Per 11/18/13 email from John Floyd - you have the option to send email copies See DLCD website for online submittal procedures</b>
<input checked="" type="checkbox"/>	OR Division of State Lands, Melinda Wood (WLUN Form Required), 775 Summer Street NE, Suite 100, Salem OR 97301-1279 <b>Per 08/07/13 email from Cheryl Caines - docs should be emailed/do not send hard copies</b>

**CITY OF TIGARD REQUEST FOR COMMENTS**

NOTIFICATION LIST FOR LAND USE COMMUNITY DEVELOPMENT APPLICATIONS

	OR Parks and Rec Dept State Historic Preservation Office, 725 Sumner St NE, Suite C, Salem OR 97301 (Notify if property has HD overlay)
✓	OR Public Utilities Commission, 550 Capitol Street NE, Salem OR 97310-1380
✓	US Army Corps of Engineers, Kathryn Harris, Routing CENWP-OP-G, POB 2946, Portland OR 97208-2946 (Maps and CWS letter only)
	Washington County Consolidated Communications Agency (WCCCA) "911", Dave Austin, POB 6375, Beaverton OR 97007-0375 (monopole towers)
	Washington County, Dept of Land Use & Trans, Naomi Vogel-Beattie, 1400 SW Walnut St MS 51 Hillsboro OR 97123-5625 (general apps)*
✓	Washington County, Dept of Land Use & Trans, Brent Curtis, 155 N First Ave, Suite 350, MS 13, Hillsboro OR 97124 (CPA)*
✓	Washington County, Dept of Land Use & Trans, Assessment & Taxation, 155 N First Ave, Suite 350, MS 9, Hillsboro OR 97124 (ZCA)*
	Washington County, Dept of Land Use & Trans, Doria Mateja, Cartography, 155 N First Ave, Suite 350, MS 14, Hillsboro OR 97124 (ZCA)*
<b>UTILITY PROVIDERS, SPECIAL DISTRICTS &amp; AGENCIES</b>	
✓	Beaverton School District #48, Jennifer Garland, Demographics, 16550 SW Merlo Rd, Beaverton OR 97006-5152
	Century Link, Right-of-Way Department, Qwest Corporation dba Century Link QC, 1208 NE 64th St, 4th Floor, Seattle WA 98115
✓	Century Link, Attn: John Pfeifer, 1600 7th Ave, 4th Floor, Seattle, WA 98191-0000 (proposed and approved Annexation notices)
✓	Century Link, Karen Stewart, Local Government Affairs Director, 310 SW Park Ave, Portland OR 97205 (proposed and approved Annexation notices)
✓	Clean Water Services, Development Services Department, David Schweitzer/SWM Program, 2550 SW Hillsboro Hwy, Hillsboro OR 97123*
✓	Comcast Cable Corp., Gerald Backhaus, 14200 SW Brigadoon Court, Beaverton OR 97005 (See map for area contact) NO MAP? ... Joe Patton
	Comcast Cable Corp., Alex Silantiev, 9605 SW Nimbus Ave, Bldg 12, Beaverton OR 97008 Certified mail to this addressee and address was returned marked "Return to Sender. Refused. Unable to Forward" 3/6/2014
✓	Metro Area Communications Commission (MACC), Fred Christ, 15201 NW Greenbrier Parkway, C-1, Beaverton OR 97006-4886 (annexations only)
	NW Natural Gas Company, Scott Palmer, Engineering Coord., 220 SW Second Ave, Portland OR 97209-3991
✓	NW Natural Gas Company, Account Services, ATTN: Annexation Coordinator 220 SW Second Ave, Portland OR 97209-3991 (Annexations only)
✓	Portland General Electric, Lorraine Katz, 2213 SW 153rd Drive, Beaverton OR 97006
	Portland General Electric, Tod L. Shattuck, 2213 SW 153rd Drive, Beaverton OR 97006
	Portland Western R/R, Burlington Northern/Sante Fe R/R, Oregon Electric R/R, (Burlington, Northern/Sante Fe R/R predecessor), Bruce Carswell, President and GM, 200 Hawthorne Ave SE, Suite C320, Salem OR 97301-5294
	Union Pacific Railroad, Director of Public Affairs, 301 NE 2nd Ave, Portland OR 97232 (currently the PA Dir is Brock Nelson, 503-249-3079)
✓	Tigard/Tualatin School District #23J, Teri Brady, Administrative Offices, 6960 SW Sandburg St, Tigard OR 97223-8039
	Tigard Water District, POB 230281, Portland OR 97281-0281
	Tualatin Hills Parks and Rec District, Planning Mgr, 15707 SW Walker Rd, Beaverton OR 97006*
✓	Tualatin Valley Fire & Rescue, John Wolff, Deputy Fire Marshall, 11945 SW 70th Ave, Tigard OR 97223-9196*
	Tualatin Valley Water District, Administrative Office, 1850 SW 170th Ave, Beaverton OR 97006*
✓	Tri-Met Transit Development, Ben Baldwin, Project Planner, 1800 SW 1st Ave #300, Portland, OR 97201 (If project is within 1/4 mile of a transit route)
✓	Verizon, John Cousineau, OSP Network, 4155 SW Cedar Hills Blvd, Beaverton OR 97005
*Indicates automatic notification in compliance with intergovernmental agreement if within 500' of the subject property for any/all city projects (Project Planner is Responsible for Indicating Parties to Notify)	
This document is password protected. Please see Joe or Doreen if you need updates to it or the the corresponding mailing labels at I/CURPLN/Request for Comments Notification Labels. Thank you.	

120 DAYS = N/A

DATE MAILED: 12/23/2014



**CITY OF TIGARD**  
Washington County, Oregon

**NOTICE OF FINAL ORDER BY THE CITY COUNCIL**

Case Numbers:	<b>COMPREHENSIVE PLAN AMENDMENT (CPA) 2014-00001</b>
Case Name:	<b>RIVER TERRACE COMMUNITY PLAN</b>
Applicant's Name/Address:	City of Tigard, 13125 SW Hall Blvd, Tigard, OR 97223
Owner's Names/Addresses:	N/A
Address of Property:	River Terrace
Tax Map/Lot Nos.:	Multiple

A FINAL ORDER APPROVING A COMPREHENSIVE PLAN AMENDMENT (CPA) TO ADOPT THE RIVER TERRACE COMMUNITY PLAN, COMPREHENSIVE PLAN DESIGNATIONS, NATURAL RESOURCES MAPS, AND RIVER TERRACE ADDENDUM TO THE CITY'S TRANSPORTATION SYSTEM PLAN.

THE CITY OF TIGARD PLANNING COMMISSION AND CITY COUNCIL REVIEWED ALL APPLICABLE PLANS, MAPS, FINDINGS, MATERIALS, PUBLIC COMMENTS, AND RECOMMENDATIONS FOR THE AMENDMENTS DESCRIBED IN FURTHER DETAIL IN THE STAFF REPORT. THE PLANNING COMMISSION HELD A PUBLIC HEARING TO RECEIVE TESTIMONY ON **NOVEMBER 17, 2014** FOR THE PURPOSE OF MAKING A RECOMMENDATION TO THE CITY COUNCIL ON THE AMENDMENTS. THE CITY COUNCIL HELD A PUBLIC HEARING TO RECEIVE TESTIMONY ON **DECEMBER 16, 2014** PRIOR TO MAKING A DECISION ON THE AMENDMENTS. THIS DECISION WAS BASED ON THE FACTS, FINDINGS, AND CONCLUSIONS CONTAINED WITHIN THIS FINAL ORDER.

**Subject:** A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resources Maps, and River Terrace Addendum to the city's Transportation System Plan. **AT THE DECEMBER 16, 2014 TIGARD CITY COUNCIL PUBLIC HEARING, COUNCIL UNANIMOUSLY APPROVED THE ENCLOSED AMENDMENTS (CPA 2014-00001) WITH MINOR MODIFICATIONS READ INTO THE RECORD.**

**APPLICABLE REVIEW CRITERIA:** Community Development Code Chapters 18.380.020 and 18.390.060.G; Comprehensive Plan Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; Statewide Planning Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; and Metro's Urban Growth Management Functional Plan Title 1, 3, 11, 12, 13 and 14.

**Action:**  Approval as Requested       Approval with Conditions       Denial

**Notice:** Notice was published in the newspaper, posted at City Hall and mailed to:  
 Affected Government Agencies       Interested Parties

**Final Decision:** This is the final decision by the city and is effective on **JANUARY 16, 2015**. The adopted findings of fact, decision, and statement of conditions can be obtained from the City of Tigard Planning Division, 13125 SW Hall Boulevard, Tigard, Oregon 97223.

**Appeal:** A review of this decision may be obtained by filing a notice of intent with the Oregon Land Use Board of Appeals (LUBA) within 21 days according to their procedures.

**Questions:** Call the City of Tigard Planning Division at (503) 718-2421 or the City Recorder at (503) 718-2419.

City of Tigard  
**River Terrace**  
community plan



December 2014

*This project was made possible through funding provided by the City of Tigard,  
a Metro Construction Excise Tax grant, and Washington County.*

# ACKNOWLEDGEMENTS

## Stakeholder Working Group

Jim Beardsley	Fred Gast	Richard Shavey
Ernie Brown	Dan Grimberg	Kathy Stallkamp
Joanne Criscione	Lisa Hamilton	Jamie Stasny
Nora Curtis	Jerry Hanford	John Weathers
Brian Feeney	Steve Jacobson	Matt Wellner
Michael Freudenthal	Marsha Lancaster	Marc Woodard
	Yolanda McVicker	

## Technical Advisory Committee

<b>Peter Arellano</b> , <i>City of Beaverton</i>	<b>Carrie Pak</b> , <i>Clean Water Services</i>
<b>Andrew Barrett</b> , <i>City of Beaverton</i>	<b>Lidwien Rahman</b> , <i>Oregon Department of Transportation</i>
<b>Andy Braun</b> , <i>Clean Water Services</i>	<b>Julie Russell</b> , <i>Tigard Water District</i>
<b>Leigh Crabtree</b> , <i>City of Beaverton</i>	<b>Paul Shaefer</b> , <i>Washington County</i>
<b>Anne Debbaut</b> , <i>Oregon Department of Land Conservation and Development</i>	<b>Richard Steinbrugge</b> , <i>Beaverton School District</i>
<b>Julia Hajduk</b> , <i>City of Sherwood</i>	<b>Michael Stone</b> , <i>City of Tigard</i>
<b>Kelly Hossaini</b> , <i>Miller Nash/Tigard-Tualatin School District</i>	<b>Valerie Sutton</b> , <i>City of Beaverton</i>
<b>Steve L. Kelley</b> , <i>Washington County</i>	<b>Gerry Uba</b> , <i>Metro</i>
<b>Alan Kennedy</b> , <i>Tualatin Valley Fire and Rescue</i>	<b>Ray Valone</b> , <i>Metro</i>
<b>Jabra Khasho</b> , <i>City of Beaverton</i>	<b>Dave Wells</b> , <i>King City</i>
<b>Steve Martin</b> , <i>City of Tigard</i>	<b>Paul Whitney</b> , <i>Tualatin River Keepers</i>
<b>Kim McMillan</b> , <i>City of Tigard</i>	<b>David Winship</b> , <i>City of Beaverton</i>
	<b>John Wolff</b> , <i>Tualatin Valley Fire and Rescue</i>

## Staff

**Marty Wine**, *City Manager*  
**Kenny Asher**, *Community Development Director*  
**Susan P. Shanks**, *Senior Planner*  
**Tom McGuire**, *Assistant Community Development Director*  
**Marissa Grass**, *Associate Planner*  
**Agnes Kowacz**, *Associate Planner*  
**Joe Patton**, *Senior Administrative Specialist*



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## Introduction and Background

River Terrace is located within the City of Tigard and inside the Portland Metropolitan Urban Growth Boundary (UGB) on its westernmost edge. See Figures 1-1 and 1-2 for reference. It consists of approximately 490 acres that is currently in agricultural use with some single family residences. It is bounded by unincorporated Washington County residential development to the east and rural agricultural land to the north, west and south. Most of the agricultural land to the west and south of River Terrace is designated Urban Reserve Area on the Metro 2040 Growth Concept Map. The agricultural land to the north of River Terrace, known as South Cooper Mountain, is inside the UGB within the City of Beaverton. Similar to River Terrace, long range planning efforts are underway in South Cooper Mountain to facilitate its transition from rural to urban land use.

The River Terrace Community Plan, hereafter referred to as the Community Plan, is a long range planning document that supplements the Tigard Comprehensive Plan.

Figure 1-1: River Terrace Location

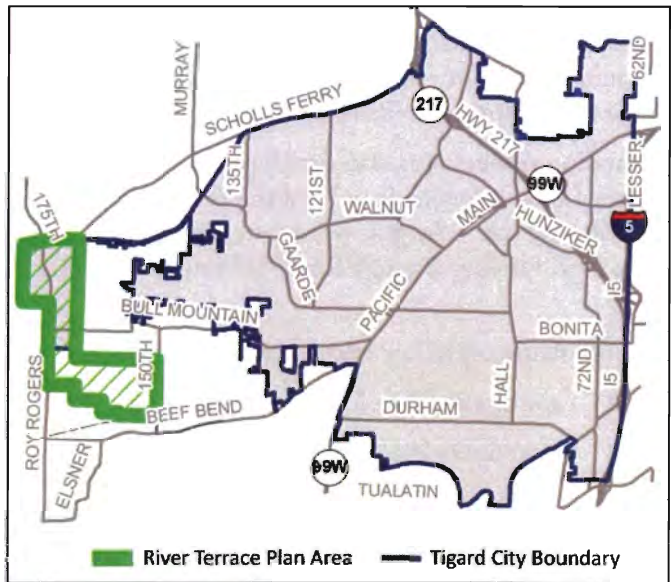
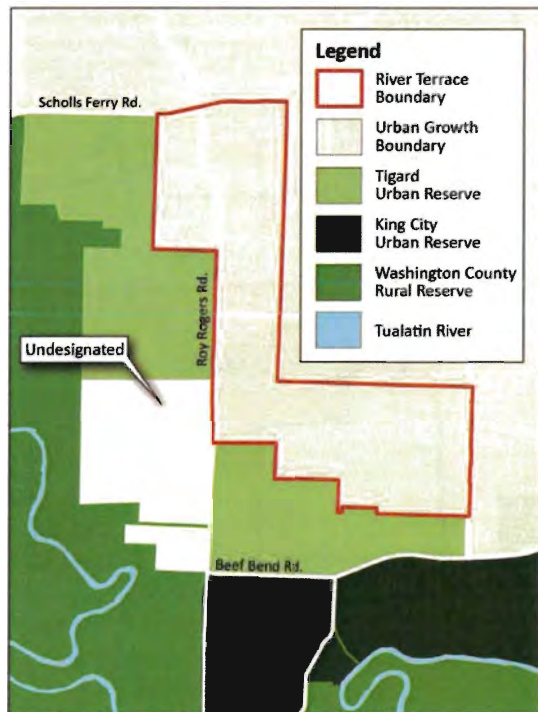


Figure 1-2: Urban Growth Boundary



It is designed to guide development and investment in River Terrace over the next several decades as it transitions from rural to urban land use to accommodate needed housing in the region. It is the result of many years of analysis and visioning by the community, City of Tigard leadership and staff, Washington County leadership and staff, and numerous partner agencies.

The Community Plan’s organization mimics the chapter structure and format of the Tigard Comprehensive Plan, which includes a chapter with goals, policies, key findings and recommended action measures for 14 of the 19 Statewide Planning Goals. Only those goals that are applicable to River Terrace are included in the Community Plan. They are as follows:

- Goal 1 Citizen Involvement
- Goal 2 Land Use Planning
- Goal 5 Natural Resources
- Goal 8 Recreational Needs
- Goal 10 Housing

## RIVER TERRACE COMMUNITY PLAN

- Goal 11 Public Facilities and Services
- Goal 12 Transportation
- Goal 14 Urbanization

In addition to the Community Plan, five infrastructure master plans were created during the community planning process to provide for the timely, orderly and efficient provision of public facilities and services in River Terrace. All five master plans are independent of the Community Plan but collectively serve as its foundation. They were developed to support the proposed land uses and zoning district designations, which are described in more detail in the section on Land Use. They identify the major facilities and capacity improvements that will be needed to support full build-out of the area and include planning level cost estimates for all identified public facility projects. A summary of each of these master plans can be found in the sections on Parks, Public Facilities and Transportation.

A funding strategy was also developed concurrently with the Community Plan pursuant to state and regional requirements. It utilized the project lists and cost estimates identified in the five master plans described above. The purpose of the River Terrace Funding Strategy is to provide a viable near- and long-term funding strategy for all infrastructure improvements identified in the River Terrace master plans.

The following topics are addressed in this section.

- Community Plan Development
- Community Plan Adoption
- Community Plan Implementation
- Existing Conditions

## Community Plan Development

### Community Plan Area History

Most of the land in River Terrace, approximately 440 acres, was added to the UGB in 2002, at which time it was identified as Areas 63 and 64. Washington County completed the concept plan for Areas 63 and 64 in 2010. This plan, entitled the West Bull Mountain Concept Plan (WBMCP), included Areas 63 and 64 and a rural subarea to the south of both areas that extended to Beef Bend Road. This rural subarea was included in the concept planning process to facilitate logical street connections and urban service extensions since Areas 63 and 64 were not contiguous to one another.

Approximately 50 acres of this rural subarea was added to the UGB in 2011, at which time it was identified as Roy Rogers West. Collectively these three areas, i.e. Area 63, Area 64 and Roy Rogers West, comprise the River Terrace planning area. Unlike the WBMCP, the River Terrace Community Plan does not include the remainder of the rural subarea (which is now an Urban Reserve Area) to the south of River Terrace. The entire 490-acre area that makes up River Terrace was annexed to the city in two batches. The first annexation petition was approved in 2011. The second was approved in 2013.

Figure 1-3: River Terrace UGB Areas

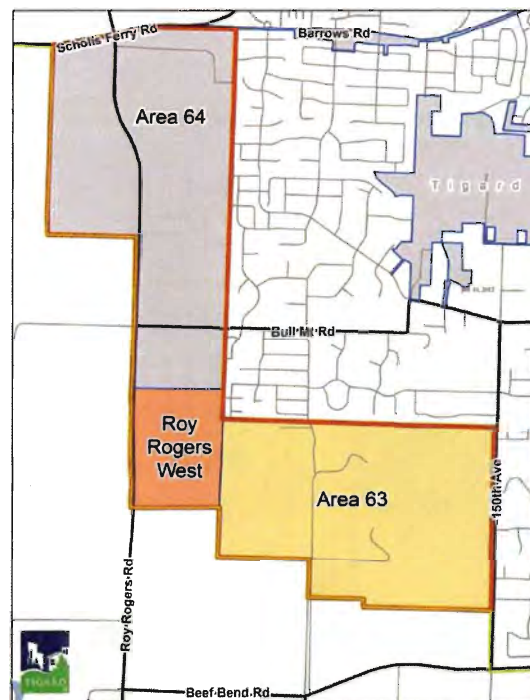


Figure 1-4: River Terrace Community Plan Timeline



In 2012, Washington County and the City of Tigard entered into an intergovernmental agreement (IGA) whereby the county assigned and the city agreed to accept responsibility for preparing a community plan based on the concept planning efforts completed by the county in 2010 for the area now known as River Terrace (and formerly known as West Bull Mountain). Pursuant to the IGA and in furtherance of Metro Functional Plan Titles 11 and 14, the city agreed to “refine the County’s West Bull Mountain Concept Plan and provide a detailed land use, public infrastructure, governance, and financial planning framework for urban development of the concept planned area.” In turn, the county agreed to support the city’s efforts to complete the River Terrace Community Plan.

### Community Plan Refinements

Below is a summary of key plan refinements that were made during the River Terrace community planning process. This summary documents the major differences between the WBMCP and the River Terrace Community Plan.

#### Land Use

- The recommended land use and zoning district designations are based upon the adopted WBMCP land uses. Minor refinements were made during the community planning process to support a better range and mix of zoning districts and, by extension, housing types.
- The commercial area was shifted to the west to improve its visibility from Roy Rogers Road. Its overall size was not increased.

#### Parks

- Specific park sites were not identified in the River Terrace Park System Master Plan Addendum consistent with city land acquisition policies.
- The park and trail demand in River Terrace was calculated using the city’s current level of service (LOS) standard instead of the hybrid LOS standard developed during the WBMCP process.

#### Stormwater

- The southern stormwater management strategy was adjusted to reflect the current UGB. Instead of utilizing the flat area along the northern edge of Beef Bend Road for detention, which is not inside the UGB at this time, the River Terrace Stormwater Master Plan recommends conveying



## RIVER TERRACE COMMUNITY PLAN

this runoff all the way to the Tualatin River via a single off-site improvement in the form of a high-flow bypass pipe or a combination of pipe and stream restoration.

- The sizes of the stormwater detention facilities were adjusted to reflect the city's intention to utilize a continuous simulation hydrologic model. This model is being developed in partnership with Clean Water Services.

### Transportation

- The southern road network was adjusted to reflect the current UGB. Instead of two north-south Neighborhood Routes, the River Terrace Transportation System Plan (TSP) Addendum only envisions one north-south connection to Beef Bend Road along an existing private road alignment. This alignment is also the location of the recommended high-flow stormwater conveyance improvements described above.
- The main north-south street parallel and to the east of Roy Rogers Road was changed from a Neighborhood Route to a Collector Street to reflect anticipated traffic volumes and to be consistent with other collector streets in the city. This street is identified as River Terrace Boulevard in the River Terrace TSP Addendum.
- No additional intersections were added to existing Washington County facilities, i.e. Roy Rogers Road or Scholls Ferry Road, but a traffic signal was added at the future Scholls Ferry Road/River Terrace Blvd intersection to safely accommodate all modes of travel and to minimize traffic impacts on existing adjacent neighborhoods.
- All local street connections to existing Bull Mountain neighborhoods were kept in the Community Plan, with the exception of the one at Leeding Lane. This connection was downgraded from a vehicle connection to a pedestrian and bicycle connection to lessen the transportation impacts on an existing wetland.
- The greenway trail along Roy Rogers Road and Scholls Ferry Road was eliminated for a number of reasons. The main one being that most stakeholders preferred the location of the River Terrace Trail and felt that the inclusion of both was neither feasible nor necessary given the proximity of both trails to each other.

### Regulatory Framework

Metro Functional Plan Titles 11 and 14 figure prominently in the community planning process and are heavily referenced throughout the Community Plan. Title 11 (and corresponding Statewide Planning Goal 11) calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. Statewide Planning Goal 11 also has specific requirements related to the development of a Public Facilities Plan to ensure the timely, orderly and efficient provision of public facilities and services in urbanizing areas. Title 14 (and corresponding Statewide Planning Goal 14) calls for a clear transition from rural to urban development, an adequate supply of urban land to accommodate long-term population and employment, and a compact urban form.

The city is required to prepare and adopt comprehensive plan provisions, public facility plans and land use regulations to meet the requirements of the specific Metro ordinances that added River Terrace to the UGB, namely Ordinances 02-969B and 11-1264B, as well as Metro Functional Plan Titles 11 and 14 and Statewide Planning Goals 11 and 14. The city is also required to maintain and periodically update its

**Regulatory Compliance**  
 The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively meet all city, regional, and state requirements for land use and public facility planning.

Comprehensive Plan. It recently completed a major plan update in 2008, but this update preceded the city’s agreement with Washington County to accept land use planning responsibility for River Terrace. The city made minor amendments to Chapter 14 in 2012 upon acceptance of land use planning responsibility for River Terrace, but these amendments did not address all the state and Metro requirements for River Terrace.

The completion and adoption of the River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively meet all city, state and Metro requirements for land use and public facility planning. In combination, these documents provide for the orderly and efficient transition of River Terrace from rural to urban land use and contribute to meeting the city’s Public Facilities Plan requirement under Statewide Planning Goal 11.

**Community Plan Adoption**

The River Terrace community planning process has resulted in the creation of a number of documents that fall into one of three categories: Infrastructure Master Plans, River Terrace Community Plan and Maps, and Implementation Documents.

**Infrastructure Master Plans**

Of the five infrastructure master plans that were developed for River Terrace, the master plans for water, sewer and stormwater have already been adopted. The master plans for parks and transportation are expected to be adopted with the Community Plan.

**River Terrace Community Plan and Maps**

The River Terrace Community Plan includes 14 maps. They are provided for informational purposes only. The majority of them, Maps 6 – 14, exist in a more technical form in one of the five infrastructure master plans described above. These maps are adopted when their respective master plans are adopted. Maps 1 – 5 are standalone maps. Three show inventoried natural resources in River Terrace. The other two show Comprehensive Plan and Zoning District designations. A separate action is required to adopt these maps, as adoption of the Community Plan does not result in their adoption. Once zoning districts have been adopted and are effective, land use applications for development may be submitted to the city for review.

**Implementation Documents**

The River Terrace Funding Strategy is a critical implementation document. As previously stated, the funding strategy was developed concurrently with the Community Plan pursuant to state and regional requirements and is expected to be adopted with the Community Plan. Additional implementation projects are described below.

## Community Plan Implementation

The city identified a number of implementation projects in the course of the River Terrace community planning process. All are necessary for Community Plan implementation, but some have broader citywide implications. A summary of these implementation projects is provided below.

### *River Terrace Code Amendments*

This effort includes only those amendments that were identified through the community planning process and that are critical to the initial implementation of the Community Plan. They include targeted changes to the city's Planned Development regulations related to open space requirements, new text and graphics to implement the River Terrace Boulevard design concept, and updates to the city's adequate facility requirements. Other code amendments will likely follow later, such as site and building design standards for the Community Commercial area.

### *River Terrace Public Improvement Design Standards*

This effort includes only those additions and updates that were identified through the community planning process and that are critical to the initial implementation of the Community Plan, such as the development of River Terrace Boulevard planting standards. Once completed and publicly reviewed, these updates will be adopted into the city's existing Public Improvement Design Standards. Other additions and updates will likely follow later.

### *Citywide Stormwater Model and Standards*

A new flow duration based model and new stormwater standards and design guidelines are being developed in coordination with Clean Water Services. Once completed and publicly reviewed, they will be adopted into the city's existing Public Improvement Design Standards. The new stormwater model will apply to stormwater management citywide. The new stormwater standards and design guidelines will initially only apply to River Terrace due to the unique conditions and stormwater management strategies identified in the River Terrace Stormwater Master Plan. They may eventually apply on a citywide basis in the future.

### *Citywide Infrastructure Financing Project*

This project includes an evaluation of the city's existing utility fees and System Development Charges (SDC) and associated SDC credit policies. It will make recommendations about the need for new and/or increased fees and SDCs and associated SDC credit policies. Each infrastructure system will be analyzed separately. All fees and SDCs will likely apply on a citywide basis, although some may be specific to River Terrace.

In addition to these projects, the recommended action measures at the end of each Community Plan section and the various River Terrace infrastructure master plans also identify implementation tasks and/or needs. While every effort has been made to identify all relevant near- and long-term tasks that are necessary for the successful implementation of this Community Plan, it is anticipated that additional tasks and/or needs will be identified during the development of River Terrace, which is expected to occur incrementally over the course of the next two or more decades.

## Existing Conditions

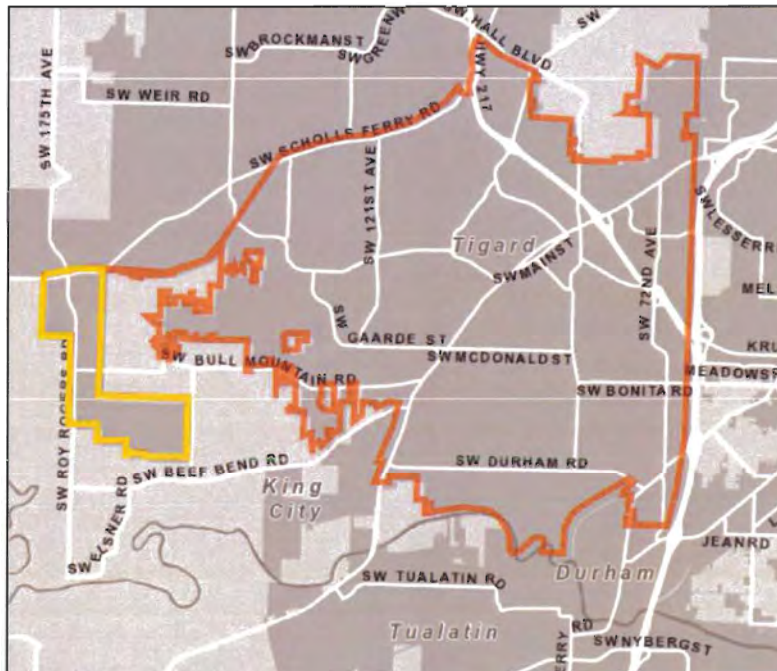
Existing conditions provide the physical basis for land use planning in River Terrace. Topographical and geological conditions and existing infrastructure influence the location, size, and type of future development, public facilities, parks and streets. A summary of these conditions are included below. More detailed information can be found in the various studies that were conducted during the course of the concept and community planning processes, including but not limited to the West Bull Mountain

Natural Resources Inventory (Pacific Habitat Services, 2008), Regional Landslide Hazard Mapping, West Bull Mountain Planning Area (DOGAMI, 2008), and the River Terrace Tree Grove Assessment Report (Winterbrook, 2013).

**Transportation Context**

River Terrace is located at the cross roads of Roy Rogers Road and Scholls Ferry Road, two regionally significant roads that connect River Terrace to Tigard, Beaverton, Sherwood and beyond. River Terrace is also served by Beef Bend Road to the south and 150th Avenue along its eastern edge. Bull Mountain Road provides east-west circulation through the center of River Terrace. Roy Rogers Road, Bull

**Figure 1-5: Transportation Context (River Terrace outlined in yellow)**



Mountain Road and 150th Ave are proposed to be improved to urban standards to accommodate River Terrace and regional transportation needs. A road widening project along Scholls Ferry Road is already underway on River Terrace’s northern edge. The section on Transportation provides more detailed information on the transportation improvements recommended for River Terrace.

**Landform Context**

River Terrace borders the agricultural lands of the Tualatin Valley. Unlike the broad and relatively flat lands of the valley, River Terrace is situated on the western and southern slopes of Bull Mountain and is characterized by rolling topography interspersed with steeply sloped lands that were

created over time by erosion. The steepest slopes generally occur along existing tributaries that drain to the Tualatin River, which is to the south and west of River Terrace. The northern part of River Terrace contains the largest concentrations of relatively flat land. The southern area contains more steeply sloped land. Flat land is generally more conducive to higher density development than steeply sloped land. Additionally, water, sewer and stormwater facilities rely on and/or utilize topography for efficient delivery of services. The sections on Land Use and Public Facilities provide more detailed information on the types and locations of land uses and public facilities that are recommended in River Terrace, which are, in part, based on existing topography.

**Natural Resource Context**

River Terrace contains a number of protected natural resources, including wetlands, streams, riparian corridors and significant tree groves. River Terrace contains a total of ten natural drainageways and one significant wetland. These natural resources provide wildlife habitat, help prevent erosion and contribute to water quality. The section on Natural Resources provides more detailed information on the types and locations of natural resources that are protected in River Terrace.

***Geological Context***

River Terrace is characterized by shallow bedrock and clayey soils, which are highly erodable. As a result, the potential for stormwater infiltration is poor and also potentially problematic for slope stability given the steep terrain and proximity to shallow bedrock. The Public Facilities section on stormwater provides more detailed information about how the Community Plan responds to these conditions.

## Goal 1: Citizen Involvement

Hearing from community members is a key component of building a livable community. The River Terrace Community Plan public involvement effort sought to engage a wide range of community members and project stakeholders in planning for River Terrace. Following from Tigard’s public involvement goals, multiple opportunities were provided for participation, communication and information throughout the planning process. In addition, several new outreach tools were used to engage the public.

### Continuing Involvement

Public involvement in the River Terrace Community Plan built upon the West Bull Mountain Concept Plan public involvement efforts.

The River Terrace community planning process built upon Washington County’s public involvement efforts during the West Bull Mountain concept planning process, giving stakeholders the opportunity to stay involved as planning responsibilities shifted from Washington County to the City of Tigard. Public involvement led to several key River Terrace Community Plan and infrastructure master plan refinements, which are as follows:

- Transportation impacts on existing adjacent Bull Mountain neighborhoods were mitigated in a number of ways to address traffic concerns. The main north-south street parallel and to the east of Roy Rogers Road was changed from a Neighborhood Route to a Collector Street (aka River Terrace Boulevard), a signal was proposed at the Scholls Ferry Road/River Terrace Boulevard intersection, and the Luke Lane connection was modified to only connect via a circuitous route.
- A design concept for River Terrace Boulevard was advanced that effectively addressed concerns about balancing mobility with safety and comfort for all modes of travel. Key design elements include the River Terrace Trail, a wide landscaped median and sidewalk bulbouts to support large trees, on-street parking to calm traffic, and design standards for street-facing facades and yards to ensure a high-quality and safe public realm.
- The greenway trail along Roy Rogers Road and Scholls Ferry Road was eliminated for a number of reasons. The main one being that most stakeholders preferred the location of the River Terrace Trail and felt that the inclusion of both was neither feasible nor necessary given the proximity of both trails to each other.
- Land acquisition for a northern community park east of Roy Rogers Road was prioritized in anticipation of near-term development needs and in response to community feedback. The latter involved locating a community park near existing adjacent neighborhoods to help offset the transportation impacts that they will likely experience when street connections are made.
- The location of the commercial area was stretched towards Roy Rogers Road to address concerns about its visibility and future viability.
- Lower density residential zones were strategically located along the area’s eastern and northern edges to provide a buffer between existing lower density neighborhoods in Bull Mountain and future higher density neighborhoods in River Terrace.
- Various implementation strategies were identified to address the challenges associated with regional stormwater facility implementation that provided needed flexibility for developers. All identified strategies maintained the benefits of a regional facility approach to stormwater management.

- The Leeding Lane connection was downgraded from a vehicle connection to a pedestrian/bicycle connection to address concerns about impacts to an existing wetland.

## Participation

### Advisory Committees

A Stakeholder Working Group (SWG) and Technical Advisory Committee (TAC) were formed to provide advice and guidance during the community planning process.

An eighteen-member SWG, made up of property owners, developers, neighborhood representatives, affected agencies and community organizations, was appointed by Tigard City Council to provide on-going advice and feedback to the project team. This was the primary advisory group to the project team during the development of the Community Plan. The group convened in spring of 2013 and met thirteen times between March 2013 and November 2014. All members on the county's West Bull Mountain Concept Plan SWG were invited to participate on the city's River Terrace Community Plan SWG. In addition to the SWG, an Implementation Subcommittee of the SWG, comprised of developers on the SWG, met on an ad hoc basis for the purpose of discussing specific development plans and implementation issues.

The TAC, made up of technical staff from the City of Tigard, City of Beaverton, Clean Water Services, Washington County, Metro, Department of Land Conservation and Development, Oregon Department of Transportation and other affected agencies and jurisdictions provided subject matter expert advice and review throughout the process. They met a total of nine times between September 2012 and April 2014.

### Community Meetings

From October 2012 to April 2014, the River Terrace project team hosted five public meetings that focused on the Community Plan and the five related infrastructure master plans. In total, attendance was over 150 people. Input was sought on issues ranging from land use to the River Terrace Boulevard design concept. Outcomes from each meeting were presented to the SWG in advance of their decision on the matter. In addition, public comment opportunities were provided at each SWG meeting.

In October 2014, the project team hosted a series of three meetings that focused on discussing and refining the River Terrace Funding Strategy.

### Consider.It Online Deliberation

The project team piloted a new online engagement tool called Consider.It. This emerging social technology allows hundreds of people to deliberate together online on a single issue. Five questions were posed for deliberation, and 166 different comments were collected. The questions are as follows:

- Should Tigard redirect existing funding instead of raising new taxes/fees to fund River Terrace infrastructure in the short term?
- Should the proposed River Terrace Transportation System be forwarded to City Council for adoption?
- Should Tigard work to provide more pedestrian amenities in River Terrace than normally required by city code?
- The question of whether to install a new traffic signal on Scholls Ferry Road east of Roy Rogers Road has many trade-offs and is not clearly answered with technical analysis. Do you support or oppose a traffic signal in this location?
- Should Council adopt the recommended funding scenarios for infrastructure in River Terrace?

### **Public Comment Periods**

A public comment period was held and results shared with Tigard City Council prior to each River Terrace infrastructure master plan discussion or decision. This included a two-week public comment period for each of the following master plans:

- River Terrace Water System Master Plan Addendum
- River Terrace Sanitary Sewer Master Plan Addendum
- River Terrace Stormwater Master Plan
- River Terrace Park System Master Plan Addendum
- River Terrace Transportation System Plan Addendum

## **Communication**

### **Community Organizations**

The project team presented to a variety of special interest groups as needed for feedback, or as requested by various groups. Project team members met with neighborhood groups, city advisory boards, and Citizen Participation Organizations (CPO).

- Bull Mountain Neighborhood: Transportation Concerns (Oct 2013, Jun 2013, Jul 2013)
- CPO 4B: General Project Update (Oct 2013)
- Tualatin River Watershed Council: Natural Resource & Stormwater Briefing (Jan 2014)
- CPO 4K: General Project Update (Mar 2014)
- Tigard Parks and Recreation Advisory Board: Parks & Trails Briefing (Apr 2014)
- Tigard Transportation Advisory Committee: Transportation Briefing (May 2014, Jun 2014)

### **[www.riverterracetigard.com](http://www.riverterracetigard.com)**

A River Terrace website and blog allowed the project team to provide continuous near real-time information about project milestones, upcoming meetings and topics of interest. The blog also provided a venue for public comments and a transparent two-way conversation between the project team and community members. A total of 88 blog posts generated more than 75 website comments as of July 21, 2014.

## **Information**

### **River Terrace Listserv**

Information was created and distributed periodically to interested parties and other subscribers through email. Frequency and content of messages was adapted to project activities. Over 25 messages were sent as of July 21, 2014.

### **[www.riverterracetigard.com](http://www.riverterracetigard.com)**

In addition to the blog and public comments, information about the River Terrace project was available online. The SWG and TAC meeting materials and agendas, project schedule, meeting announcements and project maps and documents were posted on a regular basis and in a timely manner.



### ***Informational Material***

Project information was made available in multiple formats, e.g. maps, flyers, factsheets, posters, customer counter handouts, project displays and door hangers. The project team received 61 public inquiries as of July 21, 2014.

### ***News Outreach***

The project team prepared stories about the River Terrace Community Plan for The Times, Oregonian, Cityscape Newsletter and other local media to announce the project, extend event invitations, provide timely information and highlight project milestones and accomplishments.

### ***City Council/Planning Commission Briefings***

Tigard City Council and Planning Commission were briefed on project progress in work sessions at key intervals. Members were also invited to participate in events and received project materials.

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## **KEY FINDINGS**

- ▶ The River Terrace Community Plan supports the city's adopted goals and policies for citizen involvement. No new goals or policies are needed to implement the citizen involvement recommendations for River Terrace.
- ▶ Public involvement led to several key River Terrace Community Plan and infrastructure master plan refinements.

## **RECOMMENDED ACTION MEASURES**

1. Establish a City of Tigard Neighborhood Network Program Area covering River Terrace.
2. Continue to engage with unincorporated Bull Mountain residents, in partnership with Washington County, as the Community Plan is implemented and development occurs.
3. Continue to use the River Terrace website to update project stakeholders and community members as the Community Plan is implemented and development occurs.

## Goal 2: Land Use Planning

Land use planning influences the type and character of development in the city and contributes to the community's quality of life, sense of place and economic vitality. Land use planning also enables the city to provide and sustain essential urban services and lays the groundwork for coordinating and partnering with other local governments and agencies that have a stake in the overall well-being of the Portland Metro Region.

The goals and policies contained in the Tigard Comprehensive Plan provide the basis for the city's land use planning program. The River Terrace Community Plan is a product of this program and an ancillary Comprehensive Plan document. It also provides the specific development vision for this area, one that was both prescribed by Metro when River Terrace was added to the Urban Growth Boundary (UGB) and envisioned by the community through the community planning process.

### Metro Requirements

Metro set targets for residential development in River Terrace in order to accommodate the long-range growth in population anticipated in the Portland Metro Region.<sup>1</sup> The portion of River Terrace that was added to the UGB in 2002, i.e. Areas 63 and 64, is required to have an average residential density of at least ten units per net residential acre.<sup>2</sup> The portion of River Terrace that was added to the UGB in 2011, i.e. Roy Rogers West (also referred to as Area 4), is required to provide zoned capacity for a minimum of 479 dwelling units.<sup>3</sup> Pursuant to Metro policy, some of the required units in Roy Rogers West can be added to Areas 63 and 64 as long as the average residential density requirement for Areas 63 and 64 is met without these additional units.

#### River Terrace Vision

A community of great neighborhoods that includes housing, neighborhood-scale businesses, schools, parks and recreational opportunities.

The city initially adopted Comprehensive Plan designations for River Terrace in 2012 based on the land use recommendations contained in the West Bull Mountain Concept Plan (WBMCP). This action signified the city's intent to honor the investment and involvement that occurred during the WBMCP process and to utilize the concept plan's vision as the starting point for land use planning in River Terrace.

During the River Terrace community planning process, refinements were made to the recommended WBMCP land uses in order to support a better range and mix of zoning districts and, by extension, housing types. These refinements were vetted by stakeholders, are consistent with the density assumptions and guidelines in the concept plan, and meet Metro's required residential densities for each area. Comprehensive Plan designations for River Terrace are shown on Map 1 at the end of this document. They include Low-Density Residential, Medium-Density Residential, Medium High-Density Residential, Community Commercial, Public Institution and Open Space. Adoption of the Community Plan does not result in the adoption of these designations. Adoption of Comprehensive Plan designations requires a separate action.

River Terrace zoning districts are consistent with the Comprehensive Plan designations described above and are provided on Map 2 at the end of this document. They include R-4.5, R-7, R-12, R-25 and

<sup>1</sup> Pursuant to Metro Functional Plan Title 14, River Terrace was given the 2040 Growth Concept designation of Neighborhood when it was brought into the UGB in 2002 and 2011.

<sup>2</sup> Metro Ordinance No. 02-969B.

<sup>3</sup> Metro Ordinance No. 11-1264B.

**RIVER TERRACE COMMUNITY PLAN**

Community Commercial. The city’s Parks and Recreation zoning district will be applied to properties once they have been acquired by the city and/or dedicated to the public for public park purposes. Adoption of the Community Plan does not result in the adoption of these designations. Adoption of zoning district designations requires a separate action.

Other Metro requirements for providing natural resource protection, recreational opportunities, needed housing, urban services, multi-modal transportation facilities, and an infrastructure funding strategy are addressed in subsequent sections of the Community Plan.

The table below demonstrates how the residential zoning districts collectively serve to meet Metro’s required residential densities for River Terrace.

**Table 3-1: River Terrace Residential Density Calculations**

COMPREHENSIVE PLAN DESIGNATIONS AND ZONING DISTRICTS	AREAS 63 & 64		ROY ROGERS WEST	
	TOTAL UNITS <sup>4</sup>	NET ACRES <sup>5</sup>	TOTAL UNITS	NET ACRES
Low Density Residential				
R-4.5	296	51.03		
Medium Density Residential				
R-7	1521	174.74	133	15.28
R-12	648	45.40	266	18.64
Medium-High Density Residential				
R-25	880	29.93		
Total Units w/o Density Transfer <sup>6</sup>	3345		399	
Density Transfer	-80		+80	
Total Units w/ Density Transfer	3265		479	
<b>Total Net Acres</b>		301.10		33.92
<b>Total Units/Net Acre</b>	<b>10.84</b>		<b>11.76</b>	

<sup>4</sup> Total units were calculated by dividing the net acres in each zone by the minimum square footage required for each lot in that zone.

<sup>5</sup> Net acres were calculated by eliminating constrained lands (i.e. slopes exceeding 25% and Metro Title 3 protected water features and vegetated corridors) and an estimated amount of acreage for rights-of-way (i.e. 20%).

<sup>6</sup> The River Terrace infrastructure master plans assume a total of 2,587 dwelling units for infrastructure planning purposes. In addition to eliminating constrained lands and estimated rights-of-way, the dwelling unit calculation utilized by these master plans also eliminates committed lands. Removal of such lands, e.g. future park and school sites, is appropriate for infrastructure planning purposes. It is not, however, consistent with the city or Metro’s approach for performing a zoning capacity analysis.

## Community Vision

Much of the land use vision for River Terrace came from the WBMCP, which is incorporated by reference here. Aspects of this vision were more fully developed during the community planning process and can be found in the River Terrace Park System Master Plan Addendum, River Terrace Transportation System Plan Addendum and River Terrace Stormwater Master Plan. In general, the River Terrace Community Plan provides for a variety of land uses and residential densities consistent with the community's desire to create a community of great neighborhoods that includes housing, neighborhood-scale commercial businesses, schools, parks and recreational opportunities. Key elements of this vision are summarized below.

- River Terrace is primarily a residential community that includes a mix of residential densities. This allows for a variety of housing types that meet a wide range of housing needs.
- Higher residential densities are planned near commercial and institutional uses and along major corridors. Lower residential densities are planned in areas with steep slopes and along the area's eastern and northern edges to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods.
- The commercial area is sized and zoned to provide neighborhood-scale commercial goods and services. It is located at the intersection of two Collector Streets, one of which is River Terrace Boulevard,<sup>7</sup> and along Roy Rogers Road to facilitate its success and vitality. The commercial area is envisioned as a vibrant mixed-use center that is pedestrian-oriented and utilizes high-quality design elements and materials.
- The multi-modal transportation system is designed to connect River Terrace to existing and future neighborhoods, services, parks, schools and regional destinations through a hierarchy of streets and trails that provide residents and visitors with convenient, safe and comfortable travel options.
- Parks and trails are distributed throughout the area to provide a variety of convenient recreational opportunities for residents and visitors. In combination with the neighborhood commercial area in the north and the school site in the south, these uses provide important public spaces for residents and visitors to meet, recreate and shop together.
- The co-location of land uses (e.g. parks and trails), public facilities (e.g. stormwater facilities and pump stations), and natural resource areas is strongly encouraged to maximize the efficient use of land and to create opportunities for community amenities.

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## KEY FINDINGS

- The River Terrace Community Plan supports the city's adopted land use goals and policies. No new goals or policies are needed to implement the land use recommendations for River Terrace.
- The River Terrace Community Plan utilizes the city's existing Comprehensive Plan and zoning district designations.
- Comprehensive Plan and zoning district designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations. Adoption of these designations requires a separate action.

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<sup>7</sup> River Terrace Boulevard is discussed in more detail in the section on Transportation.

## **RIVER TERRACE COMMUNITY PLAN**

- The River Terrace Community Plan meets Metro’s required residential densities for River Terrace pursuant to Metro Ordinance Nos. 02-969B and 11-1264B.
- The land use vision for River Terrace was developed over many years with assistance and input from many jurisdictions, agencies, subject matter experts, service providers, developers, community members, property owners and stakeholders.
- Comprehensive Plan and zoning district designations determine the type, number and location of residential dwelling units in River Terrace. This information was used to help determine the size and location of needed public facilities and services, which are more fully described in the sections on Parks, Public Facilities and Transportation and in the five infrastructure master plans developed for River Terrace.
- Implementation of the commercial area vision, including the design concept for River Terrace Boulevard, will require amendments to the Community Development Code and the Public Improvement Design Standards.

## **RECOMMENDED ACTION MEASURES**

1. Adopt the Comprehensive Plan and zoning district designations shown on Maps 1 and 2 respectively.
2. Amend the Community Development Code and the Public Improvement Design Standards to implement the commercial area vision and design concept for River Terrace Boulevard.

## Goal 5: Natural Resources

The Tigard Comprehensive Plan recognizes that as the city's population continues to grow, so does the potential for conflict between the desire to preserve valuable natural resources and the need to provide adequate land for development. As development patterns in River Terrace change from rural to urban uses to accommodate growth, more pressure will be placed on the area's abundant natural resources. This tension between the built and natural environments underscores the need to effectively balance development in River Terrace with natural resource protections.

Protection of natural resources preserves their aesthetic and environmental benefits. It also contributes to the health, safety and welfare of existing and future residents. The city's natural resource protection goals, policies and regulations must meet Statewide Planning Goal 5 requirements for resource protection and Metro Functional Plan Titles 3 and 13 requirements for water quality and habitat protection. In addition, they must comply with applicable federal, state and regional laws that protect sensitive, threatened and endangered species and their habitats.

Protecting natural resources in River Terrace requires the extension of several existing city resource protection programs out to River Terrace. Implementation of these programs will occur through the adoption of several inventories and maps that provide various levels of natural resource assessment and protection as well as development flexibility. Natural resource protection will also be achieved through the development of effective stormwater management facilities that protect the community's water supply and the health and function of stream corridors for habitat and recreation. The River Terrace Stormwater Master Plan, for example, contains strategies for utilizing existing wetlands and stream corridors that enhances and protects them while also providing a stormwater management function.

There is a strong relationship between natural resource protection and stormwater management. Generally, they share some similar goals, such as preserving existing hydrology and mature native vegetation. Specifically, they both provide for the preservation of large tree groves and riparian corridors to help mitigate the negative impacts of stormwater runoff from development.

### Why Protect Natural Resources?

Protection of natural resources preserves their aesthetic and environmental benefits. It also contributes to the health, safety and welfare of existing and future residents.

While River Terrace will be able to utilize the same natural resource protection programs as the rest of the city, the Community Plan recognizes that River Terrace has some unique and challenging existing conditions in and around its natural resource areas, such as steep slopes and erodable stream corridors. The River Terrace Stormwater Master Plan responds to these conditions by recommending specific strategies that are tailored to the needs and characteristics of each drainage basin in the area. Additionally, the city intends to adopt a new continuous simulation hydrologic model in partnership with CWS to provide better stream protection in River Terrace than exists under the current model. More information about the River Terrace Stormwater Master Plan can be found in the section on Public Facilities.

The following natural resources are addressed in this section:

- Fish and Wildlife Habitat
- Wetlands
- Streams
- Tree Groves.

## Fish and Wildlife Habitat

A number of agencies are involved in the effort to address the management and protection of fish and wildlife habitat. The City of Tigard partners with other local jurisdictions as part of the Tualatin Basin Partners for Natural Places, an alliance between Washington County and local cities (including Tigard) working with Metro, Tualatin Hills Parks and Recreation District, and Clean Water Services, to meet relevant federal, state, and regional requirements.

As a result of this partnership, the city has an adopted Significant Habitat Areas Map and voluntary habitat friendly development provisions that seek to protect wildlife habitat in the community. The provisions include an opportunity for low impact development practices to reduce impacts to identified resources.

As part of this community planning effort, the city will update its Significant Habitat Areas Map to include River Terrace. The technical work to inventory the habitat areas in River Terrace took place during the Tualatin Basin Partnership process, and will be adopted by the City of Tigard. This will allow development in River Terrace to take advantage of the voluntary habitat friendly development provisions in exchange for protection of significant areas. Map 3 at the end of this document shows the location of significant habitat areas in River Terrace.

The habitat inventory for River Terrace shows that it has 13.3 acres of habitat designated as “highest” value (i.e. Metro inventoried Class I and II riparian resources within the Clean Water Services Vegetated Corridor). An estimated 40.3 acres of Class I and II riparian habitat situated outside the Clean Water Services’ vegetated corridor are designated as “moderate” value. In addition, 132.16 acres of non-Class I and II riparian resources within River Terrace are designated as “lowest” value, including both upland and lower-value riparian habitat areas.

## Wetlands

Wetlands are defined by the state as an area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions (Oregon Administrative Rule (OAR) 660-023-0100).

The City of Tigard maintains a Local Wetlands Inventory (LWI) consistent with the criteria and procedures for identification of significant wetlands adopted by the state. The city’s existing LWI was approved by the Oregon Department of State Lands (DSL), which means that it is a part of the State Wetlands Inventory.

As part of this community planning effort, the city will update its LWI Map to include River Terrace. The technical work to inventory and assess wetlands in River Terrace was completed by Washington

### Habitat Areas

#### Regulations: Voluntary

**Requirements:** None. All habitat areas are eligible for voluntary practices, but no restrictive development regulations are required. Additional flexibility and incentives may be allowed to ensure impacts on habitat areas are minimized. Incentives include adjustment to dimensional standards, reduced minimum density, and low impact development options. For details see the Sensitive Lands Chapter of the Tigard Development Code (18.775.100).

### Wetlands

#### Regulations: Mandatory

**Requirements:** All wetlands classified as significant are protected. No development is allowed within or partially within a significant wetland. See details in the Sensitive Lands Chapter of the Development Code.

**Note:** The LWI provides approximate wetland boundaries. A detailed delineation of wetland boundaries is required of applicants during development.

County during the West Bull Mountain Concept Plan process, and approved by the Oregon DSL in October 2013.

Inventoried wetlands are deemed significant if they received the highest rating on at least two of the four primary wetland functions, namely wildlife habitat, fish habitat, water quality and hydrological control. Of the wetlands identified in River Terrace and the adjacent Urban Reserve Area to the south, two of the 14 wetlands were determined to be significant. However, only one is located in River Terrace. Map 4 at the end of this document shows the location of significant wetlands in River Terrace.

## Streams

The city collaborates with Clean Water Services (CWS), the surface water management and sanitary sewer system utility for urban Washington County, to protect local water resources. Through CWS Design and Construction Standards, local governments in the Tualatin Basin (including Tigard) developed a unified program to address water quality and flood management requirements.

The city’s adopted regulations restrict development within, and adjacent to, sensitive water resource areas through standards in the CWS Design and Construction Standards. Land use applicants proposing development near streams and wetlands are required to prepare a site assessment and obtain approval from CWS prior to submitting a land use application to the city. Additionally, the Tigard Community Development Code (18.775) contains a chapter devoted to the protection of sensitive lands, including natural drainageways, wetlands and the 100-year floodplain. Applicants proposing development within a sensitive area are required to obtain a permit for certain activities depending on their nature and intensity.

As part of this community planning effort, the city will update its Wetlands and Riparian Areas Map to include River Terrace. The technical work to inventory and assess the stream corridors in River Terrace took place during the West Bull Mountain Concept Plan process, and will be adopted by the City of Tigard. Map 4 at the end of this document shows the location of the sensitive water resource areas in River Terrace. These areas, which are collectively identified as CWS vegetated corridors, include streams, local wetlands (i.e. non-significant wetlands), and their associated riparian areas that serve as buffers. They total approximately 65 acres.

## Tree Groves

The City of Tigard protects upland tree groves through a Tree Grove Preservation Program adopted in 2013. The city’s Urban Forestry Master Plan

### Streams

#### **Regulations: Mandatory**

**Requirements:** Development must comply with the Clean Water Services (CWS) “Design and Construction Standards” to prevent or reduce negative impacts to the Tualatin River Basin, in addition to meeting Tigard’s regulations.

**Note:** The Wetlands and Riparian Areas Map provides only approximate vegetated corridor boundaries. Field confirmation is required of applicants during development.

### Tree Groves

#### **Regulations: Voluntary**

**Requirements:** None. All tree groves are eligible for voluntary practices, but no restrictive development regulations are required. Property owners with significant tree groves may choose to use incentives and flexible standards to preserve all or a portion of a grove. The flexibility and incentives vary depending on the percentage of the significant tree grove preserved. Incentives include transfer of minimum density from the tree grove to the non-tree grove portion of the site, reduction in minimum residential density, or increased building heights and setback reductions for commercial and industrial development.



## RIVER TERRACE COMMUNITY PLAN

brought to light that while residents prioritize tree grove preservation, the city's large groves were disappearing. The Tree Grove Preservation Program provides flexible standards and incentives to facilitate the preservation of the city's remaining groves.

As part of this community planning effort, the city will update its Significant Tree Groves Map to include River Terrace. This technical work was completed in early 2013 by the City of Tigard. This will allow development in River Terrace to take advantage of the Tree Grove Preservation Program incentives. Map 5 at the end of this document shows the location of the significant tree groves in River Terrace.

A tree grove is defined as a stand of trees that are predominantly 25 feet or more in height with contiguous canopy cover of one acre or more in area. Tree groves generally do not include linear plantings that are one or two trees wide (e.g. street trees or rows of trees along a property line) or fragmented (e.g. treed areas with a high proportion of canopy broken by houses, roads or other development). Technical work identified nine significant tree grove sites totaling 61 acres within River Terrace. The sites cover 12% of the planning area and range from two to 18 acres in size.

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## KEY FINDINGS

- The River Terrace Community Plan supports the city's adopted natural resource goals and policies. No new goals or policies are needed to implement the natural resource recommendations for River Terrace.
- The city's existing natural resource protection programs will be applied in River Terrace.
- River Terrace has 186 acres of identified significant habitat area.
- River Terrace has one significant wetland and several local wetlands.
- River Terrace has several stream corridors with associated wetlands and riparian areas totaling approximately 65 acres.
- River Terrace has nine significant tree grove sites totaling 61 acres.
- The city intends to adopt a new continuous simulation hydrologic model in partnership with CWS to provide better stream protection in River Terrace than exists under the current model.
- River Terrace has some unique and challenging existing conditions in and around its natural resource areas, such as steep slopes and erodable stream corridors. The River Terrace Stormwater Master Plan responds to these conditions by recommending specific strategies that are tailored to the needs and characteristics of each drainage basin in the area.

## RECOMMENDED ACTION MEASURES

1. Update the city's natural resource maps to include inventoried resources in the River Terrace area. This includes updating the city's:
  - a. Significant Habitat Areas Map
  - b. Local Wetlands Inventory and Map
  - c. Wetlands and Riparian Areas Map
  - d. Significant Tree Groves Map

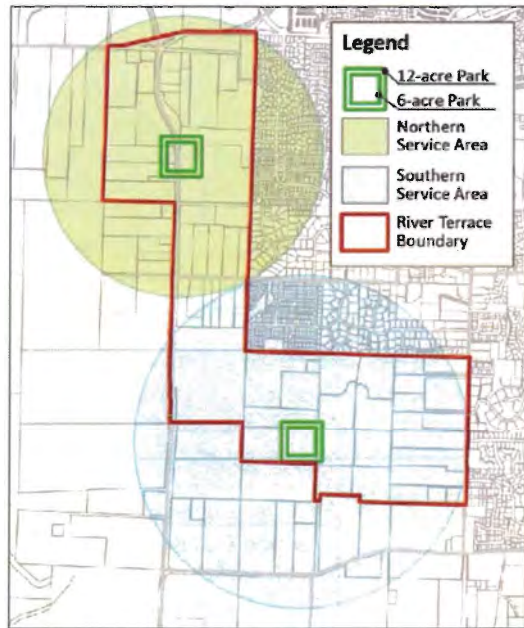
2. Work with CWS to develop a continuous simulation hydrologic modeling tool for use in River Terrace consistent with advancements in stormwater management practices.

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## Goal 8: Parks, Recreation, Trails, and Open Space

Parks, trails and open spaces and access to recreational activities serve many different important community purposes as described in the Comprehensive Plan. Planning for the provision of these types of public facilities in River Terrace furthers the city’s goal of providing a wide variety of recreational opportunities for new and existing residents through a diverse system of parks, trails and open spaces. It also meets Metro Functional Plan Title 11 and Statewide Planning Goal 8 requirements for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

**Figure 5-1: River Terrace Community Parks**



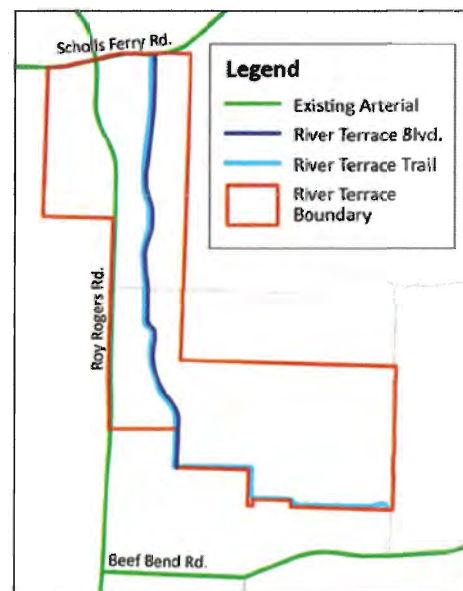
A Park System Master Plan (PSMP) Addendum was created to address park and trail public facility needs in River Terrace. The River Terrace PSMP Addendum is a required component of the Community Plan under Metro Functional Plan Title 11. It is not, however, a required component of the city’s Public Facility Plan (PFP) under Statewide Planning Goal 11. The River Terrace PSMP Addendum appends the existing City of Tigard PSMP, which was updated in 2009 and includes level of service (LOS) standards for each park type, expressed in terms of acres of land per 1,000 residents. With all park types combined, the city’s adopted LOS is 10 acres/1,000 residents.

The River Terrace PSMP Addendum utilizes the city’s adopted LOS standards. In lieu of identifying specific park locations, parks are conceptually located within service areas to show where community and

neighborhood parks are envisioned to meet LOS standards and achieve the goal of having an equitable distribution of parks in the area. See Figure 5-1 for the conceptual location of the two recommended community parks in River Terrace.

Trails, unlike parks, need a continuous trail corridor across many properties in order to function as intended. Of note is the River Terrace Trail, whose design has been uniquely integrated with the main north-south Collector Street known as River Terrace Boulevard. See Figure 5-2 for details. This trail’s optimal alignment follows at or close to the 300-foot elevation contour where possible in order to provide a relatively flat travel experience for trail users. It also complements Metro’s Westside Trail over Bull Mountain to the east, as it gives trail users the option of going around, rather than up and over, the mountain.

**Figure 5-2: River Terrace Trail**



**RIVER TERRACE COMMUNITY PLAN**

Table 5-1 below summarizes the city’s park standards and River Terrace’s park needs and recommendations. Maps 6, 7 and 8 at the end of this document show the approximate locations and sizes of community parks, neighborhood parks and trails that are recommended in River Terrace.

**Table 5-1: River Terrace Park Standards, Needs, and Recommendations**

PARK TYPE	CITY STANDARD	PARK NEED	RECOMMENDATIONS & NOTES
Community	3.0 acres / 1,000 residents	19.25 acres	<u>19.25 acres minimum</u> : Two parks are envisioned, one in the north and one in the south. Locations and exact sizes TBD.
Neighborhood	1.5 acres / 1,000 residents	9.62 acres	<u>9.62 acres minimum</u> : A minimum of six parks are envisioned, distributed evenly throughout River Terrace. Locations and exact sizes TBD.
Pocket	No standard	NA	<u>No specific recommendation</u> : May be provided by development.
Linear	1.25 acres / 1,000 residents	8.02 acres	<u>8.02 acres minimum</u> : Locations and exact sizes TBD. Co-located with trails where practicable.
Trail	0.26 miles / 1,000 residents	1.67 miles	<u>3 miles proposed</u> : The River Terrace Trail is proposed to run from Scholls Ferry Rd to 150th Ave with connections to other regional trails.
Open Space	4.25 acres / 1,000 residents	27.26 acres	<u>65 acres proposed</u> : This acreage is already under natural resource protection, largely along stream corridors and wetlands.
Core Standard <sup>1</sup>	10 acres / 1,000 residents	64.2 acres	101.89 acres proposed: Due to the amount of natural resource area already under protection in River Terrace, the total proposed acreage is approximately 38 acres greater than the standard requires.

<sup>1</sup> All park types, with the exception of trails, contribute toward meeting the core park standard of 10 acres per 1,000 residents regardless of whether they have their own standard or not.

The city has a unique opportunity in River Terrace to provide parks, open spaces and trails consistent with its adopted LOS standards due to the fact that, unlike the rest of the city, River Terrace is largely undeveloped.<sup>2</sup> Additionally, it contains many existing natural resources, which provide the area with an abundance of protected open spaces, and it will eventually need several large stormwater facilities, which can be designed to serve recreational purposes as well as manage runoff.

Despite these opportunities, implementing the vision for public parks and trails in River Terrace will not be without its challenges. The city has no existing legal mechanism for exacting park land, with the exception of the Planned Development process in the Community Development Code. However, there are a variety of implementation strategies that could be utilized to meet the city's LOS standards in River Terrace. Examples include:

- prioritizing land acquisition to preserve land for future park and trail use
- leveraging active transportation grants for trails
- utilizing development agreements
- requiring co-location of public facilities wherever practicable
- working with the Tigard-Tualatin School District to allow public use of recreational facilities on school property

The innovative design concept for River Terrace Boulevard is an example of a co-location implementation strategy. The River Terrace Trail is co-located with the boulevard for approximately 1.5 miles of its 2.25-mile length.

As shown on Map 8 at the end of this document, two trails<sup>3</sup> are recommended in River Terrace. The main trail, identified as the River Terrace Trail, traverses the entire planning area from Scholls Ferry Road in the north to 150<sup>th</sup> Avenue in the southeast and provides many important linkages to a number of internal and external destinations, including but not limited to other planned and proposed regional trails. Due to its length, location and connections, this trail is expected to have a high level of use and should be designed accordingly, such as with a sufficiently wide paved surface. The second and shorter trail in River Terrace, identified as the Southern Access Trail, is less than a mile long and is located in the southern part of River Terrace. It provides local access between existing adjacent neighborhoods to the east and River Terrace neighborhoods to the west. As such, it is expected to have a lower level of use than the River Terrace Trail. Both trails are envisioned as off-street facilities wherever possible and where not immediately adjacent to a Collector Street or Neighborhood Route.

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## KEY FINDINGS

- The River Terrace PSMP Addendum and, by extension, the River Terrace Community Plan support the city's adopted park goals and policies. No new goals or policies are needed to implement the park and trail recommendations for River Terrace.
- The city needs to develop and implement a multi-pronged approach to acquiring and developing land for public park and trail development in order to adequately provide for the recreational

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<sup>2</sup> Since the adjacent unincorporated Bull Mountain area is deficient in parks and also largely developed like the city, the residents in these neighborhoods will benefit from park and trail development in River Terrace.

<sup>3</sup> Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.

## RIVER TERRACE COMMUNITY PLAN

needs of future River Terrace residents, including but not limited to those discussed in the River Terrace PSMP Addendum. This will likely involve developing and/or leveraging a variety of funding sources and entering into site specific negotiations with developers and the school district before and during the land use and development review process.

- The city has no existing legal mechanism for exacting park land, with the exception of the Planned Development process in the Community Development Code. The city's Planned Development (PD) open space requirements are not aligned with the LOS standards contained in the City of Tigard PSMP or the River Terrace PSMP Addendum. The PD process could help implement the community's vision for parks and trails in River Terrace if its open space requirements were better aligned with the River Terrace PSMP Addendum.
- Park and trail development, open space preservation, natural resource protection and regional stormwater facility development are inextricably linked in River Terrace as envisioned by the community and described in the River Terrace PSMP Addendum and River Terrace Stormwater Master Plan. There are many existing natural resource areas and several future regional stormwater facilities that would benefit from co-location with parks, trails and/or open spaces.
- Implementation of the design concept for River Terrace Boulevard, which includes the River Terrace Trail, will require amendments to the Community Development Code and the Public Improvement Design Standards.
- Two distinct trails are proposed in River Terrace. The River Terrace Trail is designed and located to serve River Terrace and the broader region over relatively flat terrain. The Southern Access Trail is envisioned as a local trail that serves the southern part of River Terrace and existing adjacent neighborhoods to the east.
- Existing adjacent Bull Mountain neighborhoods are park deficient and will benefit from park and trail development in River Terrace.

## RECOMMENDED ACTION MEASURES

1. Prioritize the acquisition of suitable land for future park and trail development in the River Terrace Funding Strategy. In the near term, actively pursue acquiring land for a northern community park on the east side of Roy Rogers Road while River Terrace is largely undeveloped.
2. Work with the Tigard-Tualatin School District to explore the possibility of allowing public use of recreational facilities on the site of the future school.
3. Amend the Community Development Code to better align the open space requirements for Planned Developments in River Terrace with the River Terrace PSMP Addendum.
4. Look for opportunities to create parks and open spaces within River Terrace alongside and/or within existing natural resource areas and future regional stormwater facilities consistent with the city's park and open space goals, the River Terrace Stormwater Master Plan, and the River Terrace PSMP Addendum.
5. Look for opportunities to create trail connections within River Terrace and between River Terrace and existing adjacent neighborhoods along existing stream corridors and within future regional stormwater facilities consistent with the city's natural resource protection goals, the River Terrace Stormwater Master Plan, and the city's Strategic Plan for walkability.

6. Amend the Community Development Code and the Public Improvement Design Standards to implement the design concept for River Terrace Boulevard, which includes the River Terrace Trail.



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## Goal 10: Housing

Almost 97% of the buildable land in River Terrace is proposed for new housing.

The city's role in planning for housing includes:

- Housing Capacity: Ensuring an adequate supply of residential land is available;
- Service Delivery: Providing public facilities and services (see Public Facilities section);
- Development Regulations: Regulating design and density;
- Affordable Housing: Supporting low and moderate income housing through funding, incentives and information sharing; and
- For River Terrace: Integrating River Terrace into the city's overall efforts to plan for needed housing.

### Housing Capacity

In the Portland metropolitan region, only land included in the Urban Growth Boundary (UGB), an invisible line that separates rural and urban land, can be developed at residential densities requiring urban services. State and Metro requirements focus on increasing a local jurisdiction's housing capacity in order to make efficient use of land and urban services within the UGB.

At the local level, each county and city must inventory its buildable lands, which is defined as vacant and re-developable land suitable for residential use, to determine housing capacity. A citywide analysis of housing needs and capacity conducted in 2012 found that the city has capacity for approximately 7,000 new housing units on buildable lands zoned for residential development within the city's UGB, compared to an estimated need for just over 6,500 new units during the next 20 years.

**Figure 6-1: Buildable Land in River Terrace**



**RIVER TERRACE COMMUNITY PLAN**

The table below summarizes the housing capacity planned for River Terrace. Over 50% of the city’s overall estimated capacity (3,744 housing units<sup>1</sup>) could be absorbed by River Terrace development.

**Table 6-1: Zoning Districts and Housing Capacity Estimates**

ZONING DISTRICT	NET ACRES <sup>2</sup>	ESTIMATED HOUSING CAPACITY (UNITS) <sup>3</sup>
R-4.5	51.03	296
R-7	190.02	1654
R-12	64.04	914
R-25	29.93	880

**Development Regulations**

Initial planning for the River Terrace area envisioned “A Community of Great Neighborhoods,” including a range of residential densities to provide diverse housing types, a variety of housing choices, and integration with existing adjacent Bull Mountain neighborhoods.

The Tigard Comprehensive Plan echoes the same sentiment for all neighborhoods in Tigard with policies that call for:

- “...Opportunities for a variety of housing types to meet the diverse housing needs of current and future city residents.”
- “...Measures to mitigate the adverse impacts from differing, or more intense, land uses on residential living environments...”



<sup>1</sup> The River Terrace infrastructure master plans assume a total of 2,587 dwelling units for infrastructure planning purposes. In addition to eliminating constrained lands and estimated rights-of-way, the dwelling unit calculation utilized by these master plans also eliminates committed lands. Removal of such lands, e.g. future park and school sites, is appropriate for infrastructure planning purposes. It is not, however, consistent with the city or Metro’s approach for performing a housing capacity analysis.

<sup>2</sup> Net acres were calculated by eliminating constrained lands (i.e. slopes exceeding 25% and Metro Title 3 protected water features and vegetated corridors) and an estimated amount of acreage for rights-of-way (i.e. 20%).


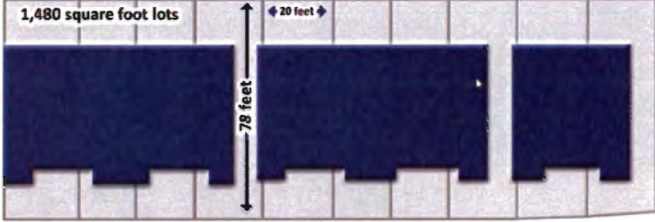
<sup>3</sup> Estimated housing capacity was calculated by dividing the net acres in each zone by the minimum square footage required for each lot in that zone.

The table below lists the housing types and supporting uses that are allowed within each of the proposed zoning districts in River Terrace.

**Table 6-2: Allowed Uses and Housing Types**

ZONING DISTRICT	USES AND HOUSING TYPES ALLOWED						
<p><b>R-4.5</b></p>  <p>Setbacks:</p> <table border="1" data-bbox="235 737 511 800"> <tr> <td>Front</td> <td>Side</td> <td>Rear</td> </tr> <tr> <td>20</td> <td>5</td> <td>15</td> </tr> </table>	Front	Side	Rear	20	5	15	<p>The R-4.5 zoning district is designed to accommodate detached single-family homes with or without accessory residential units at a minimum lot size of 7,500 square feet. Duplexes and attached single-family units are permitted conditionally. Some civic and institutional uses are also permitted conditionally.</p> 
Front	Side	Rear					
20	5	15					
<p><b>R-7</b></p>  <p>Setbacks:</p> <table border="1" data-bbox="235 1125 511 1188"> <tr> <td>Front</td> <td>Side</td> <td>Rear</td> </tr> <tr> <td>15</td> <td>5</td> <td>15</td> </tr> </table>	Front	Side	Rear	15	5	15	<p>The R-7 zoning district is designed to accommodate attached single-family homes, detached single-family homes with or without accessory residential units, at a minimum lot size of 5,000 square feet, and duplexes, at a minimum lot size of 10,000 square feet. Mobile home parks and subdivisions are also permitted outright. Some civic and institutional uses are also permitted conditionally.</p> 
Front	Side	Rear					
15	5	15					
<p><b>R-12</b></p>  <p>Setbacks:</p> <table border="1" data-bbox="235 1562 511 1625"> <tr> <td>Front</td> <td>Side</td> <td>Rear</td> </tr> <tr> <td>15</td> <td>5</td> <td>15</td> </tr> </table>	Front	Side	Rear	15	5	15	<p>The R-12 zoning district is designed to accommodate a full range of housing types at a minimum lot size of 3,050 square feet. A wide range of civic and institutional uses are also permitted conditionally.</p> 
Front	Side	Rear					
15	5	15					

Table 6-2 (continued): Allowed Uses and Housing Types

ZONING DISTRICT	USES AND HOUSING TYPES ALLOWED						
<p><b>R-25</b></p>  <p>Setbacks:</p> <table border="1" data-bbox="228 688 505 747"> <tr> <td>Front</td> <td>Side</td> <td>Rear</td> </tr> <tr> <td>15</td> <td>5</td> <td>15</td> </tr> </table>	Front	Side	Rear	15	5	15	<p>The R-25 zoning district is designed to accommodate existing housing of all types and new attached single-family and multifamily housing units at a minimum lot size of 1,480 square feet. A limited amount of neighborhood commercial uses are permitted outright and a wide range of civic and institutional uses are permitted conditionally.</p> 
Front	Side	Rear					
15	5	15					

### Affordable Housing

Providing housing options is a priority citywide, including in River Terrace. For this reason, the city will apply its existing affordable housing program to River Terrace, with updates to the citywide program expected in 2015.

In general, there is a need for less expensive ownership and rental units in Tigard, according to the city’s 2012 housing study. This is not uncommon, as the lowest income households struggle to find housing of any type that keeps costs at 30% of gross income. This means that low to moderate income families are at risk of needing to spend a large portion of their income on housing, which may not leave enough for other essentials.

According to recent studies, when affordable housing is included in the range of housing choices it is good for everyone. A 2011 study by the Center for Housing Policy links the presence of affordable housing with job creation and local economic development.

Tigard’s Affordable Housing Program addresses affordability citywide. In addition, the city has Housing Code Updates planned in the near future to further address the city’s need for affordable housing. Both will apply to River Terrace and are described below.

#### AFFORDABLE HOUSING PROGRAM

##### Land Use Strategies Adopted

- Reduced parking requirements for affordable housing projects. This reduces the total cost of development.
- Allowance of accessory dwelling units (ADU). An ADU is an additional small housing unit that a single family homeowner may choose to build on their property. This is often used to provide rental income or an affordable option for elderly family members.

#### Meeting Housing Focus Group Objectives

The West Bull Mountain Community Plan Housing Focus Group developed several strategies to promote the development of affordable housing in River Terrace. These strategies focused on:

1. Locating housing in flatter portions of the planning area
2. Encouraging the inclusion of accessory dwelling units
3. Planning high density residential close to centers, institutional/civic uses, and parks
4. Encouraging partnerships between private and local nonprofit housing developers

### **Non-Land Use Strategies in Place**

- A tax abatement program for owners or leaseholders of property used to provide affordable housing. This may allow reduced rents or reduced monthly homeowner housing costs.
- A budget set-aside to reduce fees and charges imposed on affordable housing development.
- Financial support for the operation of the Tigard-based Good Neighbor Center homeless shelter located on Greenburg Road.
- Identification and pursuit of available grants to fund public improvements serving low income neighborhoods and areas that include affordable housing.
- A Housing Inspection Program to maintain the quality of the city’s existing housing stock.
- An Enhanced Safety Program, administered through the Tigard Police Department, to reduce crime and increase the livability of rental properties.
- Membership in the County-wide Housing Advocacy Group, which monitors affordable housing throughout Washington County.

### **Housing Code Updates**

The Tigard Goal 10 Housing Strategies Report made several recommendations the city could undertake to prepare for future housing development in Tigard. A project to implement these code updates is scheduled to begin in 2015. These strategies include:

- Update the City’s Development Code to include provisions for “cottage clusters” and “live-work” housing units;
  - Enhance provisions and standards related to accessory dwelling units and single family attached housing;
  - Refine parking requirements for senior and affordable housing developments in existing or future high capacity transit areas; and
  - Provide for density or height bonuses to promote affordable housing in selected areas.
- Implement a variety of zoning and market-based strategies to promote development of a range of housing types in newly developing or future mixed use areas, including River Terrace.
- As part of various planning, development and permitting processes, provide information to housing developers, home builders and landlords regarding fair housing goals and requirements, as well as design practices that help ensure accessibility for people with physical or mobility limitations, including older residents.

### **Metropolitan Housing Rule Compliance**

The Metropolitan Housing Rule (OAR 660-007/Division 7) establishes regional residential density and housing mix standards for communities within the Metro UGB. Tigard must provide the opportunity to build new housing at an overall average density of 10 or more dwelling units per net buildable acre. Tigard must also designate sufficient buildable land that allows for at least 50% of new residential units to be attached housing (either single- or multi-family attached).

An analysis of housing needs and capacity conducted in 2012 found that the city’s overall zoning is in compliance with both Metropolitan Housing Rule components. Table 3-1 shows the residential density calculations for River Terrace, where the overall density is 10.84 and 11.76 dwelling units per net buildable acre for Areas 63 & 64 and Roy Rogers West, respectively. Thus, the requirement to average

## RIVER TERRACE COMMUNITY PLAN

10 or more dwelling units per net buildable acre is met. Moreover, all of the zoning districts in River Terrace (R-4.5, R-7, R-12 and R-25) permit single-family detached as well as single-family attached and/or multi-family housing. Thus, the opportunity for attached housing exists throughout River Terrace.<sup>4</sup>

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### KEY FINDINGS

- The River Terrace Community Plan supports the city's adopted housing goals and policies. No new goals or policies are needed to implement the housing recommendations for River Terrace.
- Almost 97% of the buildable land in River Terrace is proposed for new housing.
- Over 50% of the city's overall estimated capacity could be absorbed by River Terrace development.
- River Terrace stakeholders prioritized a range of residential densities to provide diverse housing types, a variety of housing choices, and integration with existing adjacent Bull Mountain neighborhoods when designing the land use framework for River Terrace.
- The city will apply its existing affordable housing program to River Terrace, with updates to the citywide program expected in 2015.
- The River Terrace Community Plan complies with the Metropolitan Housing Rule (OAR 660-007/Division 7).

### RECOMMENDED ACTION MEASURES

1. Adopt the Comprehensive Plan and zoning district designations described in the section on Land Use to facilitate a mix of residential densities that allows for a variety of housing types in order to comply with the Metropolitan Housing Rule and to meet a wide range of housing needs.
2. Update the city's affordable housing program.

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<sup>4</sup> Consistent with the city's 2012 Population and Housing Review, duplexes were considered multi-family housing for the purpose of analysis. Duplexes are permitted conditionally in the R-4.5 zone. Because they are a conditional use, the 2012 analysis considered it unreasonable to assume that all of the buildable R-4.5 zoned land would develop as duplexes. Instead, for this zone, it was assumed that half of the land would develop as single-family detached housing and half would develop as duplexes. If this same assumption were made in River Terrace, only 148 units would be assumed to not develop as attached housing.

## Goal 11: Public Facilities and Services

One of the principal goals of the River Terrace Community Plan, in conjunction with the River Terrace Funding Strategy, is to provide a framework for urban development through the timely, orderly and efficient provision of public facilities and services in River Terrace. Planning for the provision of public facilities and services in this manner furthers the city's goal of facilitating development in River Terrace and safeguards the health, safety and welfare of the city's newest residents. It also meets Metro Functional Plan Title 11 and Statewide Planning Goal 11 requirements for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

For the purposes of this chapter, public facilities and services refers to stormwater management, water supply and distribution, sanitary sewer management, community facilities and solid waste disposal. Public facilities for recreation and transportation are discussed in the sections on Parks and Transportation respectively.

Three distinct infrastructure master plans were created as part of the community planning process to address public facility needs in River Terrace for stormwater management, water supply and distribution, and sanitary sewer management. They are as follows:

- River Terrace Stormwater Master Plan
- River Terrace Water System Master Plan Addendum
- River Terrace Sanitary Sewer Master Plan Addendum

The water and sanitary sewer master plans append existing citywide master plans. The stormwater master plan exists as a standalone document since the city does not have a citywide master plan for stormwater.

The following public facilities and services are addressed in this section.

- Stormwater Management
- Water Supply and Distribution
- Sanitary Sewer Management
- Community Facilities
- Solid Waste Disposal

### Stormwater Management

Stormwater management facilities are needed to protect the quality of our community's water supply, the built environment from flood damage during large storm events, and the health and function of stream corridors for habitat and recreation. The following stormwater management goals were utilized in the development of the River Terrace Stormwater Master Plan.

- Restore/enhance vegetated corridors
- Protect water quality
- Preserve existing hydrology
- Promote safe and long-lasting stormwater facilities



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- Balance the use of regional and on-site stormwater facilities
- Preserve existing mature vegetation
- Maximize use of multi-functional facilities to create community amenities
- Promote partnerships with other public service providers and agencies

The recommended stormwater management strategies for River Terrace support these goals and have been incorporated into the master plan based upon the needs and characteristics of each drainage basin in the area. These strategies make use of existing topography, natural systems and facility design to effectively and efficiently ensure that: (1) all stormwater runoff from development is treated before it enters a stream, river or wetland, and (2) the amount of stormwater runoff anticipated from development is appropriately managed through either detention and/or conveyance to prevent stream erosion and property damage. The former objective is about protecting water quality, while the latter objective is about managing water quantity.

The strategies recommended in the River Terrace Stormwater Master Plan are based upon Clean Water Services (CWS) Design and Construction Standards and the CWS Low Impact Development Approaches (LIDA) Handbook. In addition, it reflects the city's intention to adopt new design standards for the River Terrace area in collaboration with CWS on or before the adoption of the Community Plan. The need for these new standards is based upon the following:

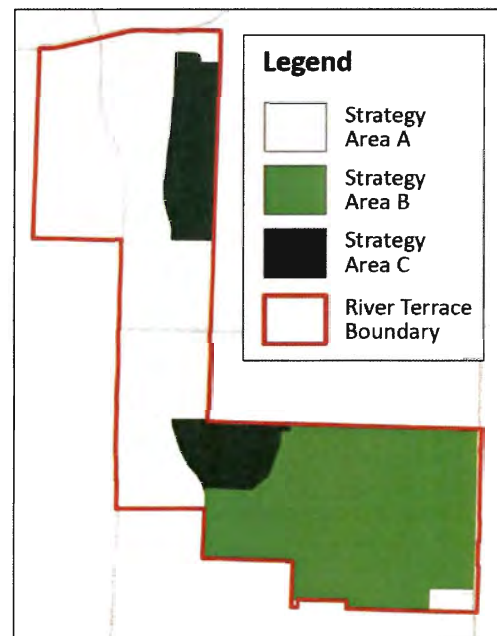
- The city's recent experiences dealing with channel stability problems elsewhere on Bull Mountain, and the presence of similar drainage channel conditions in River Terrace.
- The city's decision to develop a new continuous simulation model for this area.
- Anticipated changes to CWS's Design and Construction Standards to address pending requirements under their National Pollutant Discharge Elimination System (NPDES) permit.
- The community's desire to preserve and protect existing natural resources in the River Terrace and Bull Mountain area.

The River Terrace Stormwater Master Plan divides River Terrace into three strategy areas based on existing conditions and anticipated development in each area. Within each strategy area a specific approach to water quality and quantity management is recommended.

There are two water quality strategies recommended in River Terrace: (1) Low Impact Development Approaches (LIDA) at a variety of scales, and (2) regional water quality facilities that offer community benefits in addition to stormwater management. LIDA facilities can be applied at the scale of an individual lot, street or subdivision. Examples of these types of facilities include infiltration planters, vegetated swales and eco-roofs. Unlike LIDA facilities, the recommended regional facilities sometimes include a water quantity function as well, as recommended in Strategy Area A below.

A stormwater water quantity management strategy is required everywhere in River Terrace to mitigate for

Figure 7-1: Stormwater Strategy Areas



potential flooding and erosion impacts that would otherwise result from increases in stormwater runoff volume, rate and duration due to development in River Terrace. There are two water quantity strategies recommended in River Terrace: (1) regional detention facilities, and (2) high-flow conveyance improvements extending downstream to the Tualatin River.

Recommended strategies by area are provided below and shown in the figure on the previous page. More detailed information about the types and locations of the different recommended facilities by strategy area can be found on Maps 9, 10 and 11 at the end of this document.

### **Strategy Area A**

- Regional Water Quality/Quantity Facilities

### **Strategy Area B**

- Water Quality: LIDA
- Water Quantity: Regional Water Quantity Detention Facilities

### **Strategy Area C**

- Water Quality: LIDA
- Water Quantity: Regional Downstream Conveyance Improvements

## **KEY FINDINGS**

- The River Terrace Stormwater Master Plan and, by extension, the River Terrace Community Plan support the city's adopted stormwater management goals and policies. No new goals or policies are needed to implement the stormwater management recommendations for River Terrace.
- The River Terrace Stormwater Master Plan and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11. Collectively, these documents contain all required PFP elements, namely:
  - An inventory of existing infrastructure
  - A list of needed public facility projects
  - A list of planning level cost estimates for each project
  - Maps and/or written descriptions of each project
  - Public facility service provider information
  - An estimate of when each project will be needed
  - A funding strategy for each project
- Regional stormwater facilities have several benefits. Key benefits include lower operational costs and the ability to develop multi-functional facilities that restore and enhance natural resource areas and/or provide recreational and educational opportunities for the community.
- Regional stormwater facilities can be challenging to implement. Implementation challenges, and corresponding strategies to overcome these challenges, are described in detail in the River Terrace Stormwater Master Plan.

## RIVER TERRACE COMMUNITY PLAN

- Additional studies, tools and arrangements are needed to implement the River Terrace Stormwater Master Plan. Key action measures related to implementation are listed below. More detail is included in the River Terrace Stormwater Master Plan.
- Stormwater facilities are recommended outside River Terrace and the UGB due to soil, bedrock and slope conditions. Stormwater facilities located outside the UGB must address land use regulations from the Washington County Community Development Code Sections 340-4.1 and 430-105.3 through 430-105.7; Oregon Revised Statute 215.275; and Oregon Administrative Rule 660-33.
- Expansion of the UGB to include the Urban Reserve Area south of River Terrace and north of Beef Bend Road would provide more opportunities for stormwater management in River Terrace than currently exist.

## RECOMMENDED ACTION MEASURES

1. Adopt the necessary elements of the River Terrace Stormwater Master Plan and the River Terrace Funding Strategy into the Comprehensive Plan to meet the city's PFP requirement under Statewide Planning Goal 11 when all elements of the citywide PFP have been developed.
2. Work with the development community to fund the regional stormwater facilities in an equitable, efficient and effective manner per the recommendations in the River Terrace Funding Strategy.
3. Work with CWS to develop a continuous simulation hydrologic modeling tool for use in River Terrace consistent with advancements in stormwater management practices.
4. Develop stormwater design standards and guidelines for regional stormwater facilities in River Terrace that minimize their operational costs, guide their development as community amenities and multi-functional facilities, and allow for needed flexibility in implementation.
5. Work with Metro to bring the Urban Reserve Area south of River Terrace and north of Beef Bend Road into the UGB and/or work with DLCD, Washington County and other affected agencies to obtain the necessary approvals to construct a high-flow conveyance system outside the UGB.
6. Conduct a conceptual design and alternatives analysis for the recommended high-flow conveyance system that evaluates the advantages, disadvantages and permitting challenges of restoring and enhancing the T8 drainage versus installing a bypass pipe.

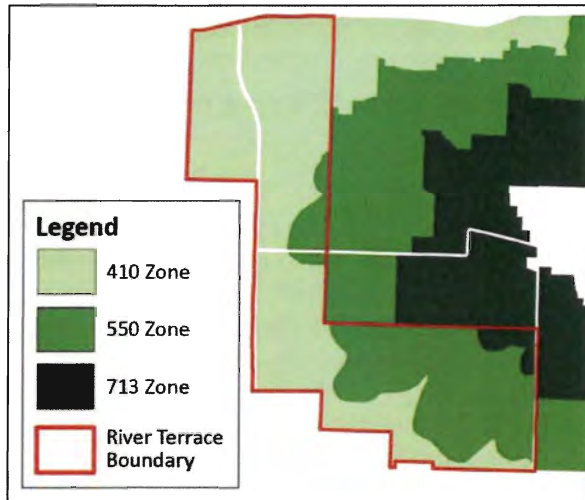
## Water Supply and Distribution

In 2010, the City of Tigard updated its Water System Master Plan (WSMP), which addresses water supply capacity needs and guides water system infrastructure improvements in the Tigard Water Service Area. Since the adoption of the WSMP and its update in 2010, the city undertook the community planning process for River Terrace and developed the River Terrace Water System Master Plan Addendum to address the supply and distribution of water to this area.

There are three water pressure zones in River Terrace: 410, 550, and 713. A water pressure zone is a geographic area that is determined by elevation. Pressure is maintained by gravity pulling water from storage facilities which are located at high elevations in each zone.

Two of the three pressure zones in the River Terrace area can be easily and effectively served by the extension of existing distribution and transmission lines. In order to serve the remaining pressure zone

**Figure 7-2: Water Pressure Zones**



(River Terrace 550 Zone), the city will need to provide more water storage in addition to new transmission lines. The recommendation is to construct a three million gallon storage reservoir on the city-owned Cach property, which was purchased for this purpose to meet existing storage deficiencies in the area.

More detailed information about the types and locations of the different recommended water facilities can be found on Map 12 at the end of this document.

## KEY FINDINGS

- ▶ The River Terrace Water System Master Plan Addendum and, by extension, the River Terrace Community Plan support the city’s adopted water supply and distribution goals and policies. No new goals or policies are needed to implement the water supply and distribution recommendations for River Terrace.
- ▶ The River Terrace Water System Master Plan Addendum and the River Terrace Funding Strategy contribute to meeting the city’s PFP requirement under Statewide Planning Goal 11. Collectively, these documents contain all required PFP elements, namely:
  - An inventory of existing infrastructure
  - A list of needed public facility projects
  - A list of planning level cost estimates for each project
  - Maps and/or written descriptions of each project
  - Public facility service provider information
  - An estimate of when each project will be needed
  - A funding strategy for each project
- ▶ Development in the River Terrace 550 Zone is constrained until the new water reservoir is online or existing 550 Zone development is re-routed to a higher water pressure zone service area.

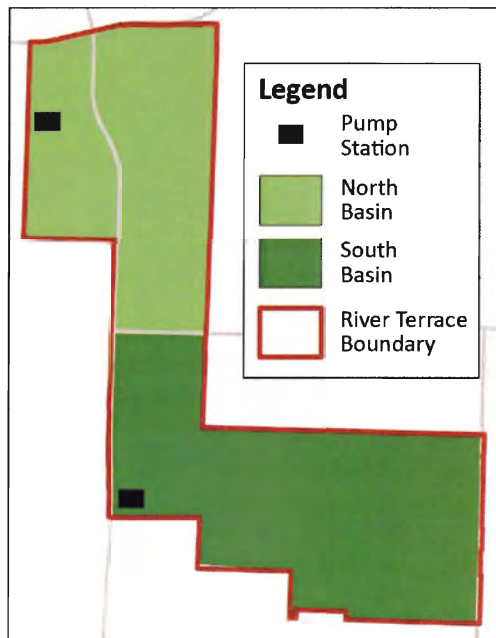
## RECOMMENDED ACTION MEASURES

1. Adopt the necessary elements of the River Terrace Water System Master Plan Addendum and the River Terrace Funding Strategy into the Comprehensive Plan to meet the city’s PFP requirement under Statewide Planning Goal 11 when all elements of the citywide PFP have been developed.
2. Explore options for providing water service to the River Terrace 550 Zone pending the completion of the new water reservoir.

## Sanitary Sewer Management

In 2010, the City of Tigard updated its Sanitary Sewer Master Plan (SSMP), which evaluates wastewater flows based on land uses, establishes gravity sewer pipe sizes, and serves as a guide for all capital sewer projects within the city. Since the adoption of the SSMP and its update in 2010, the city undertook the community planning process for River Terrace and developed the River Terrace Sanitary Sewer Master Plan Addendum to address sanitary sewer management in this area.

Figure 7-3: Sewer Basins



There are two sewer service basins in River Terrace. These basins, which are based on topography, are identified as River Terrace North and River Terrace South. An area within each basin will be able to gravity flow to existing trunk lines. However, the majority of the area will need to utilize pump stations and force mains to gain access to existing trunk lines.

Recommendations for the River Terrace North basin include an 8.6 mgd (million gallons per day) pump station in the northwest corner, 7 mgd of which will serve South Cooper Mountain. Recommendations for the River Terrace South basin include revising the service area for the existing South Bull Mountain Pump Station to serve the southeastern portion of River Terrace as well as the construction of a 2.5 mgd pump station in the southwest corner.

More detailed information about the types and locations of the different recommended sewer facilities can be found on Map 13 at the end of this document.

## KEY FINDINGS

- The River Terrace Sanitary Sewer Master Plan Addendum and, by extension, the River Terrace Community Plan support the city’s adopted sanitary sewer management goals and policies. No new goals or policies are needed to implement the sanitary sewer management recommendations for River Terrace.
- The River Terrace Water System Master Plan Addendum and the River Terrace Funding Strategy contribute to meeting the city’s PFP requirement under Statewide Planning Goal 11. Collectively, these documents contain all required PFP elements, namely:

- An inventory of existing infrastructure
- A list of needed public facility projects
- A list of planning level cost estimates for each project
- Maps and/or written descriptions of each project
- Public facility service provider information
- An estimate of when each project will be needed
- A funding strategy for each project
- Two sanitary sewer pump stations are needed in River Terrace before the majority of the area can develop.
- Coordination with CWS is necessary for the provision of sanitary sewer service in this area.

## RECOMMENDED ACTION MEASURES

1. Adopt the necessary elements of the River Terrace Sanitary Sewer Master Plan Addendum and the River Terrace Funding Strategy into the Comprehensive Plan to meet the city's PFP requirement under Statewide Planning Goal 11 when all elements of the citywide PFP have been developed.
2. Continue to coordinate with CWS and the City of Beaverton on sanitary sewer projects that serve River Terrace.

## Community Facilities

River Terrace, once fully developed, will result in the addition of approximately 6,400 new residents to the City of Tigard. These new residents will not arrive all at once. However, it is important for the city, and the various service providers in the area that serve city residents, to anticipate and plan for the social, educational and safety needs of these new residents in the same way that it does for existing residents.

To that end, various service providers were engaged during the River Terrace community planning process in order that they might help identify any community service provision issues, contribute to the overall vision for River Terrace as a community of great neighborhoods, and understand how and when development is likely to occur in River Terrace so that their agencies could plan accordingly. The following service providers participated in the River Terrace Community planning process:

- Tigard-Tualatin School District
- Beaverton School District
- Tualatin Valley Fire and Rescue (TVFR)
- Tigard Police Department

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## KEY FINDINGS

- In anticipation of River Terrace development, the Tigard-Tualatin School District acquired property in River Terrace to serve future River Terrace elementary and/or middle school students.

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- In anticipation of River Terrace and South Cooper Mountain development, the Beaverton School District acquired property just north of River Terrace, in Beaverton's South Cooper Mountain area, to serve future River Terrace high school students.
- The design and construction of key elements of the River Terrace transportation system will require coordination with TVFR to ensure that fire access standards are met.

## RECOMMENDED ACTION MEASURES

1. Continue to coordinate with both school districts to facilitate the development of safe routes to future school sites in the area consistent with the city's Strategic Plan for walkability.
2. Continue to coordinate with TVFR to ensure that fire access standards are met during the design and construction of key elements of the River Terrace transportation system, such as the River Terrace Boulevard and any roundabouts.

## Solid Waste Disposal

River Terrace will be served by one of two solid waste haulers, namely Pride Disposal Company or Waste Management Incorporated. These two haulers serve the entire city, and the addition of River Terrace will not require a revision to the city's existing franchise agreement.

Additionally, River Terrace is within Metro's Regional Solid Waste Management Plan area, a 10-year framework plan that coordinates solid waste and recycling in the Portland metropolitan area. Metro's solid waste system is an organized network that includes solid waste collection, transportation, recycling and processing. The nearest solid waste disposal facility to River Terrace is the Hillsboro Landfill, located at 3205 SE Minter Bridge Road in Hillsboro. This solid waste disposal site serves the communities of Aloha, Beaverton, Cornelius, Forest Grove, Gaston, Hillsboro, North Plains, Portland, Sherwood, Tigard and unincorporated Washington County.

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## KEY FINDINGS

- River Terrace will be served by one of the city's existing solid waste haulers through an existing franchise agreement.
- River Terrace will be able to utilize the existing solid waste disposal site in Hillsboro due to its location within Metro's Regional Solid Waste Management Plan area.

## Goal 12: Transportation

As discussed in the previous section on Public Facilities, one of the principal goals of the River Terrace Community Plan and the River Terrace Funding Strategy is to provide a framework for urban development through the timely, orderly and efficient provision of public facilities in River Terrace. Planning for the provision of transportation-related public facilities in this manner furthers the city's goal of facilitating development in River Terrace and developing an efficient and balanced multi-modal transportation system. It also meets Metro Functional Plan Title 11 and Statewide Planning Goal 12 requirements for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

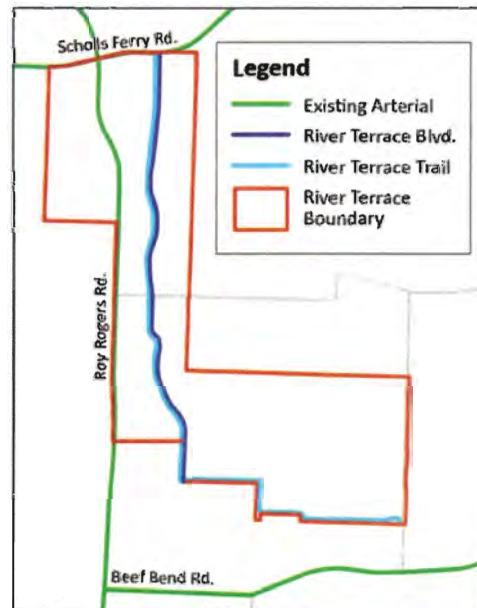
A Transportation System Plan (TSP) Addendum was created to address transportation-related public facility needs in River Terrace. The River Terrace TSP Addendum appends the existing City of Tigard TSP, which was updated in 2010. Since the city's adopted TSP already included household and vehicle trip projections for River Terrace, the River Terrace TSP Addendum is assumed to comply with the state's Transportation Planning Rule. Additionally, it was prepared to be consistent with the Portland Metro Regional Transportation Plan.

The city's adopted TSP links expected growth with transportation needs and sets the policy framework for the city's transportation system. It serves as a long-range guide for transportation investments by incorporating the vision of the community into an equitable and efficient transportation system that balances the needs of pedestrians, cyclists, drivers, transit users and freight carriers.

To that end, the River Terrace TSP Addendum envisions a network of multi-modal streets that connects residents to trails, schools, parks and services. One that conforms to the rolling topography, builds upon and connects to existing streets in the area, and effectively balances safety, comfort and mobility. More detailed information can be found on Map 14 at the end of this document. Key elements<sup>1</sup> of the addendum include:

- signalized intersections where new or existing Collector streets connect to Roy Rogers Road and Scholls Ferry Road to safely accommodate drivers, cyclists and pedestrians;
- connections to existing streets in adjacent Bull Mountain neighborhoods to the east to improve street connectivity in the area;
- street and intersection design guidance for key streets to control speeds, discourage cut-through traffic,

Figure 8-1: River Terrace Boulevard



<sup>1</sup> Not all roads or intersections in the planning area are under the jurisdiction of the city. Any recommended improvement to a road or intersection not under the jurisdiction of the city must be coordinated with and approved by the applicable road authority. Specific recommendations are included here and in the River Terrace TSP Addendum to establish the community's vision and the city's intention to work toward implementing that vision. Future and more detailed analysis will determine whether specific signal or intersection improvements will be warranted or technically feasible.



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increase travel options, enhance neighborhood livability and define and unify the area; and,

- an innovative design concept for a signature street dubbed the “River Terrace Boulevard” that incorporates the River Terrace Trail. See Figure 8-1 above for its location relative to other streets in the area.

Existing major streets in and around River Terrace include Scholls Ferry Road to the north, Roy Rogers Road to the west and Beef Bend Road to the south.<sup>2</sup> These streets serve an important regional through-travel function and will benefit new residents by connecting them to regional destinations. Since pedestrians and cyclists are often discouraged from using or crossing such streets due to high vehicle speeds, high vehicle volumes and wide and/or infrequent road crossings, the River Terrace TSP Addendum makes a number of recommendations that strive to balance the different and sometimes competing needs of drivers, pedestrians and cyclists.

The River Terrace TSP Addendum recommends safe and appropriate bicycle and pedestrian facilities along the whole length of Roy Rogers Road when it is widened to its full planned width, including a buffered bike lane or cycle track to ensure the highest level of protection for cyclists. It also recommends three traffic signals along Roy Rogers Road, equally spaced between Scholls Ferry Road and Beef Bend Road, and a single traffic signal on Scholls Ferry Road, between Roy Rogers Road and Barrows Road.<sup>3</sup> Traffic signals at intersections facilitate safe and comfortable pedestrian and bicycle crossings. They also raise concerns about impacts to peak hour traffic flow and driver safety. These concerns can be mitigated in a number of ways, such as with signal timing or through intersection design.

The recommended signals will help vehicles cross and turn safely onto Roy Rogers Road and Scholls Ferry Road. They will also provide pedestrians and cyclists with safe and convenient street crossings to access:

- the future River Terrace grade school to the south;
- the future South Cooper Mountain high school at the northwest corner of Scholls Ferry Road and Roy Rogers Road;
- several future trails to the north and south;
- future neighborhoods on both sides of Roy Rogers Road; and,
- the future neighborhood commercial center east of Roy Rogers Road.

In addition to connecting to existing major streets, the River Terrace TSP Addendum proposes connections to existing local streets located to the east of River Terrace in existing Bull Mountain neighborhoods. These connections are consistent with the city’s existing transportation findings and policies on connectivity for reducing trip length,<sup>4</sup> providing an efficient transportation network,<sup>5</sup> and maximizing the investment in the existing transportation system.<sup>6</sup> In the context of River Terrace, these street connections are specifically meant to provide:

- local and emergency vehicle access within and between new and existing neighborhoods;

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<sup>2</sup> All of these streets are under Washington County’s jurisdiction. Any recommended improvements must be coordinated with and approved by Washington County.

<sup>3</sup> All traffic signals and intersection improvements must meet signal warrants and operational standards.

<sup>4</sup> Tigard Comprehensive Plan Policy 12.2.3

<sup>5</sup> Tigard Comprehensive Plan Policy 12.3.5

<sup>6</sup> Tigard Comprehensive Plan Goal 12 Key Finding

- vehicle travel options that appropriately disperse traffic and preserve capacity on regional routes; and,
- safe, comfortable and convenient travel options for pedestrians and cyclists.

Local street connections will benefit both new and existing residents. They will also impact existing neighborhoods by introducing additional traffic onto existing streets. Existing Bull Mountain residents are particularly concerned that some street connections may also encourage cut-through traffic and/or speeding.

The River Terrace TSP Addendum addresses these concerns and mitigates for these traffic impacts in a variety of ways. Examples include recommendations to install a signal on Scholls Ferry Road and connect Luke Lane via a circuitous route. A signal would provide drivers with a direct and efficient route out of River Terrace, thereby reducing the need for out-of-direction travel through existing Bull Mountain neighborhoods. A circuitous connection to Luke Lane would preserve its function as a local street and minimize its attraction as a cut-through route. Traffic calming design treatments are also recommended for the 161<sup>st</sup> Avenue and Lorenzo Lane extensions. Additionally, the city is committed to working with existing Bull Mountain residents and Washington County staff to implement traffic calming measures along Roshak Road to mitigate the impacts of existing traffic and the addition of new traffic from River Terrace.

The River Terrace TSP Addendum also envisions a comprehensive trail system<sup>7</sup> for pedestrians and cyclists that links the many existing natural resource areas, proposed parks, future schools and services, and other planned and proposed regional trails in the area. This trail system is consistent with the River Terrace Park System Master Plan Addendum, the city's Strategic Plan for walkability, and the Metro Regional Trail and Greenways Plan. The city has a unique opportunity in River Terrace to provide trails consistent with its adopted level of service standard due to the fact that, unlike the majority of the city, River Terrace is largely undeveloped. However, implementing the vision for trails in River Terrace will not be without its challenges, the main one being the preservation and acquisition of contiguous land for future trail development along the recommended trail alignments. A more detailed discussion of the ways in which the city could overcome these challenges is included in the section on Parks.

The innovative design concept for the River Terrace Boulevard, which is the main north-south Collector Street in River Terrace, utilizes trail co-location as a street design element and a trail implementation strategy. The River Terrace Trail travels from Scholls Ferry Road in the north to 150<sup>th</sup> Avenue in the southeast and is co-located with the boulevard for approximately 1.5 miles of its 2.25-mile length. This trail was planned, in part, to complement Metro's Westside Trail, as it provides a less steep travel option around Bull Mountain. The River Terrace Trail is a designated regional trail in the 2014 Metro Regional Transportation Plan and so is included in the River Terrace TSP Addendum as a transportation facility for funding purposes.

In addition to its seamless incorporation of the trail, River Terrace Boulevard is unique in other ways. Key design elements include a wide landscaped median and sidewalk bulbouts that are sizeable enough to support large trees, on-street parking to calm traffic, and design standards for street-facing facades and yards to ensure a high-quality and safe public realm. In combination, these elements are meant to define the boulevard as the area's signature street and to effectively balance mobility with safety and comfort for all modes of travel. See Figure 8-2 below for more detail.

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<sup>7</sup> *Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.*

## RIVER TERRACE COMMUNITY PLAN

In general, it is expected that both zoning and design flexibility will be needed to implement the River Terrace Boulevard design concept. Zoning flexibility, with respect to housing types, will be needed to support the vision of having homes front the street, and design flexibility will be needed along the boulevard's entire length to accommodate topography, stream crossings, intersection treatments and a wide range of land uses. On-street parking and the westernmost sidewalk, for example, may not always be feasible or necessary in all locations. It may even be desirable to allow exceptions to the city's block length standards in order to reduce the number of trail-side street crossings, thereby creating a more continuous trail experience.

**Figure 8-2: River Terrace Boulevard Design Concept**



## KEY FINDINGS

- ▶ The River Terrace TSP Addendum and, by extension, the River Terrace Community Plan support the city's adopted transportation goals and policies. No new goals or policies are needed to implement the transportation recommendations for River Terrace.
- ▶ The River Terrace TSP Addendum and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11. Collectively, these documents contain all required PFP elements, namely:
  - An inventory of existing infrastructure
  - A list of needed public facility projects
  - A list of planning level cost estimates for each project

- Maps and/or written descriptions of each project
  - Public facility service provider information
  - An estimate of when each project will be needed
  - A funding strategy for each project
- The River Terrace TSP Addendum recommends several multi-modal street and intersection improvements in and around the River Terrace area. Key elements of the addendum include: signalized intersections where new or existing Collector streets connect to Roy Rogers Road and Scholls Ferry Road to accommodate drivers, cyclists and pedestrians; connections to existing streets in adjacent Bull Mountain neighborhoods to the east to improve street connectivity in the area; street and intersection design guidance for key streets to control speeds, discourage cut-through traffic, increase travel options, enhance neighborhood livability and define and unify the area; and, an innovative design concept for a signature street dubbed the “River Terrace Boulevard” that incorporates the River Terrace Trail.
  - The River Terrace TSP Addendum envisions a street extension outside River Terrace and the UGB for street connectivity and stormwater conveyance purposes. Transportation facilities located outside the UGB must address land use regulations from the Washington County Community Development Code Sections 340-4.1 and 430-105.3 through 430-105.7; Oregon Revised Statute 215.275; and Oregon Administrative Rule 660-012-0070.
  - Expansion of the UGB to include the Urban Reserve Area south of River Terrace and north of Beef Bend Road would provide more opportunities for connectivity and stormwater management in River Terrace than currently exist.
  - Implementation of the design concept for River Terrace Boulevard will require zoning and design flexibility and corresponding amendments to the Community Development Code and the Public Improvement Design Standards.
  - Funding and construction of River Terrace Boulevard will require a concerted and coordinated effort between the city, the development community, and other partner agencies.
  - River Terrace will connect to and utilize existing Washington County and Oregon Department of Transportation (ODOT) facilities. The River Terrace TSP Addendum recommends improvements to these facilities to serve River Terrace and the region.
  - River Terrace will impact existing Bull Mountain neighborhoods by connecting to and utilizing existing streets. The River Terrace TSP Addendum mitigates these impacts in several ways.

## RECOMMENDED ACTION MEASURES

1. Adopt the necessary elements of the River Terrace TSP Addendum and the River Terrace Funding Strategy into the Comprehensive Plan to meet the city’s PFP requirement under Statewide Planning Goal 11 when all elements of the citywide PFP have been developed.
2. Work with Metro to add the recommended system improvements in the River Terrace TSP Addendum that are on the regional network to the list of Financially Constrained Regional Transportation Plan projects.
3. Work with Metro to bring the Urban Reserve Area south of River Terrace and north of Beef Bend Road into the UGB and/or work with DLCD, Washington County, and other affected

## RIVER TERRACE COMMUNITY PLAN

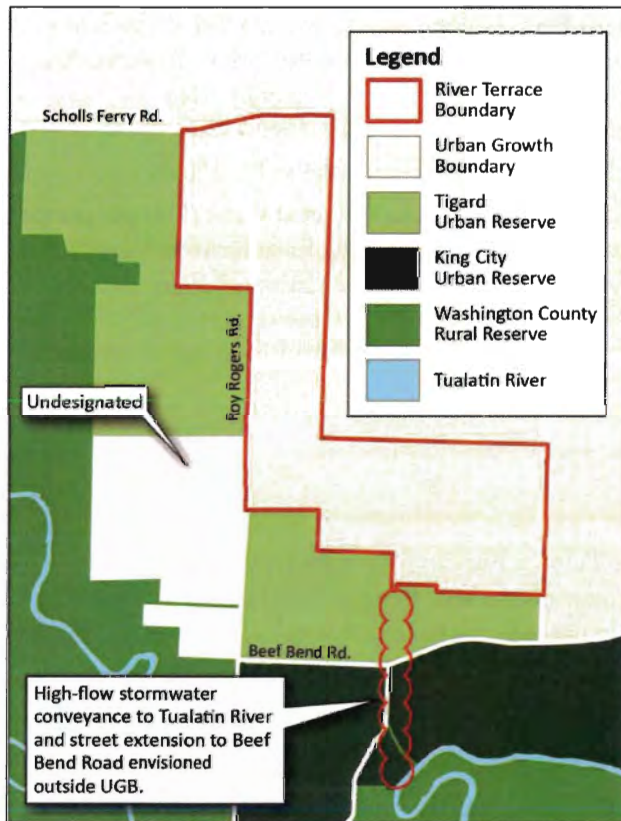
agencies to discuss the possibility of obtaining the necessary approvals to extend 161<sup>st</sup> Ave outside the UGB to facilitate street connectivity and stormwater conveyance.

4. Amend the Community Development Code and the Public Improvement Design Standards to allow for needed zoning and design flexibility along the entire length of River Terrace Boulevard while staying true to the design concept.
5. Work with the development community and other potential partners to fund River Terrace Boulevard per the recommendations in the River Terrace Funding Strategy.
6. Continue to work with Washington County and ODOT on a cost sharing and implementation strategy for the recommended county and state highway facility improvements identified in the River Terrace TSP Addendum, particularly with regard to the widening of Roy Rogers Road, the installation of signals on Roy Rogers Road and Scholls Ferry Road, and intersection improvements along Highway 99W.
7. Continue to work with Bull Mountain residents and Washington County staff to implement traffic calming measures along Roshak Road to mitigate the impacts of existing traffic and the addition of new traffic from River Terrace.
8. Look for opportunities to create pedestrian and bicycle connections within River Terrace and between River Terrace and existing adjacent neighborhoods along existing stream corridors and within future regional stormwater facilities consistent with the city's natural resource protection goals, the River Terrace Stormwater Master Plan, and the city's Strategic Plan for walkability.

## Goal 14: Urbanization

The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively provide for the orderly and efficient transition of River Terrace from rural to urban land use. These plans are consistent with Metro Functional Plan Titles 11 and 14 and Statewide Planning Goal 14 for accommodating future population growth, ensuring the efficient use of land and creating livable communities. They also further the city’s goal of facilitating development in River Terrace in a way that results in high-quality development, natural resource protection and the provision of essential public facilities and services in a coordinated, logical and fiscally sound manner.

Figure 9-1: Urban Growth Boundary



One of the primary tools used in Oregon to control sprawl, preserve valuable resource lands, and promote the coordinated and logical provision of public facilities and services is the urban growth boundary. Tigard is located within the Portland Metropolitan Urban Growth Boundary (UGB), where Metro has the responsibility for establishing and managing the UGB in order to accommodate urban growth in the region for the next 20 years. Metro expanded the UGB in 2002 and 2011 to include River Terrace in anticipation of the region’s future population growth. Land to the west and south of the UGB directly adjacent to River Terrace is primarily designated as an Urban Reserve Area, but includes some undesignated areas. Figure 9-1 shows River Terrace in relation to the UGB and the surrounding area.

When the city initially adopted land use designations for River Terrace in 2012 based on the land use recommendations contained in the West Bull Mountain Concept Plan (WBMCP), the city also amended the policies in the Tigard Comprehensive Plan under Goal 14.3. These amendments describe the UGB expansion

related to River Terrace; designate the city as the urban service provider for River Terrace; and, state the city’s responsibility to prepare and adopt a River Terrace Community Plan and associated urban zoning designations, five infrastructure master plans and an infrastructure funding strategy to facilitate urban development.

The urban zoning district designations that will apply in River Terrace are described in the section on Land Use. The five infrastructure master plans are described more fully in the Parks, Public Facilities and Transportation sections and are listed below for reference:

- River Terrace Water System Master Plan Addendum
- River Terrace Sanitary Sewer Master Plan Addendum

## RIVER TERRACE COMMUNITY PLAN

- River Terrace Stormwater Master Plan
- River Terrace Park System Master Plan Addendum
- River Terrace Transportation System Plan Addendum

Pursuant to Metro Functional Plan Title 11 for Urban Reserve Areas, the River Terrace master plans for water and sewer take the future public facility needs in the Urban Reserve Areas adjacent to River Terrace into consideration. This level of planning and coordination is intended to prevent costly and disruptive upsizing and/or relocation of public facilities in the future.

Consistent with the intent and purpose of the UGB, the River Terrace master plans recommend urban-level public facility improvements within the UGB wherever possible. However, there are two instances where public facilities are envisioned outside the UGB. The River Terrace Stormwater Master Plan recommends stormwater conveyance facilities outside the UGB due to soil, bedrock and slope conditions, and the River Terrace Transportation System Plan Addendum envisions a street extension outside the UGB for connectivity purposes. Expansion of the UGB to include the Urban Reserve Area south of River Terrace and north of Beef Bend Road would provide more opportunities for connectivity and stormwater management in River Terrace than currently exist. Figure 9-1 on the previous page shows the location of these facilities in relation to River Terrace and the UGB.

Consistent with city policies regarding annexation and the provision of urban level services to properties within the Tigard city limits, properties in River Terrace must annex to the city in order to receive the urban zoning district designations described in the Land Use section of the Community Plan. All properties in River Terrace voluntarily annexed to the city in 2011 and 2013. Consequently, all properties in River Terrace will receive the zoning district designations described herein upon adoption of the River Terrace Zoning Districts Map.

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## KEY FINDINGS

- The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively implement the goals and policies of the Tigard Comprehensive Plan and the requirements of Metro Functional Plan Titles 11 and 14 regarding urbanization.
- The Introduction and Key Findings of Chapter 14 of the Tigard Comprehensive Plan do not reflect the River Terrace policy amendments that were adopted in 2012 under Goal 14.3.
- Urban development in River Terrace cannot occur until the Comprehensive Plan and urban zoning district designations described in the Land Use section of the Community Plan are adopted.
- Urban development in River Terrace cannot occur until adequate public facilities and services are in place. These facilities and services are more fully described in the Parks, Public Facilities and Transportation sections of the Community Plan and in the five infrastructure master plans developed for River Terrace.
- Public facilities are envisioned outside the UGB for street connectivity and stormwater conveyance purposes to support development in River Terrace.
- Expansion of the UGB to include the Urban Reserve Area south of River Terrace and north of Beef Bend Road would provide more opportunities for connectivity and stormwater management in River Terrace than currently exist.

## RECOMMENDED ACTION MEASURES

1. Amend the Introduction and Key Findings of Chapter 14 of the Tigard Comprehensive Plan to reflect the River Terrace policy amendments that were adopted in 2012 under Goal 14.3.
2. Adopt the Comprehensive Plan and zoning district designations shown on Maps 1 and 2 respectively.
3. Work with the development community and affected service providers to fund and construct the public facilities needed in River Terrace in accordance with the recommendations in the various River Terrace infrastructure master plans and the River Terrace Funding Strategy.
4. Work with Metro to bring the Urban Reserve Area south of River Terrace and north of Beef Bend Road into the UGB and/or work with DLCD, Washington County and other affected agencies to discuss the possibility of obtaining the necessary approvals to extend 161<sup>st</sup> Ave outside the UGB to facilitate street connectivity and stormwater conveyance.



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# Community Plan Maps

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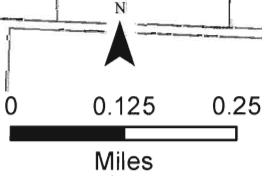
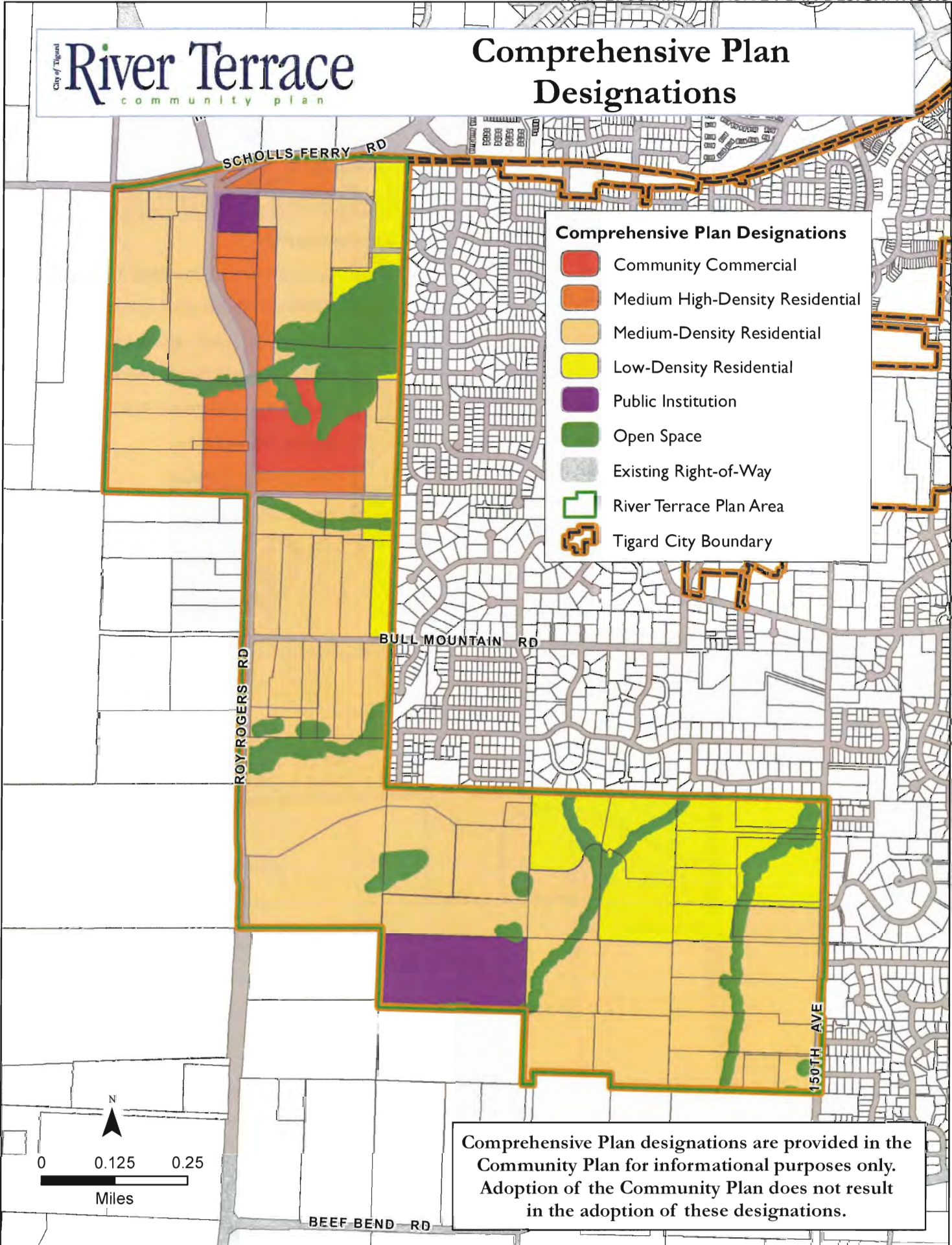
# River Terrace

City of Tigard community plan

## Comprehensive Plan Designations

### Comprehensive Plan Designations

-  Community Commercial
-  Medium High-Density Residential
-  Medium-Density Residential
-  Low-Density Residential
-  Public Institution
-  Open Space
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary











Comprehensive Plan designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations.

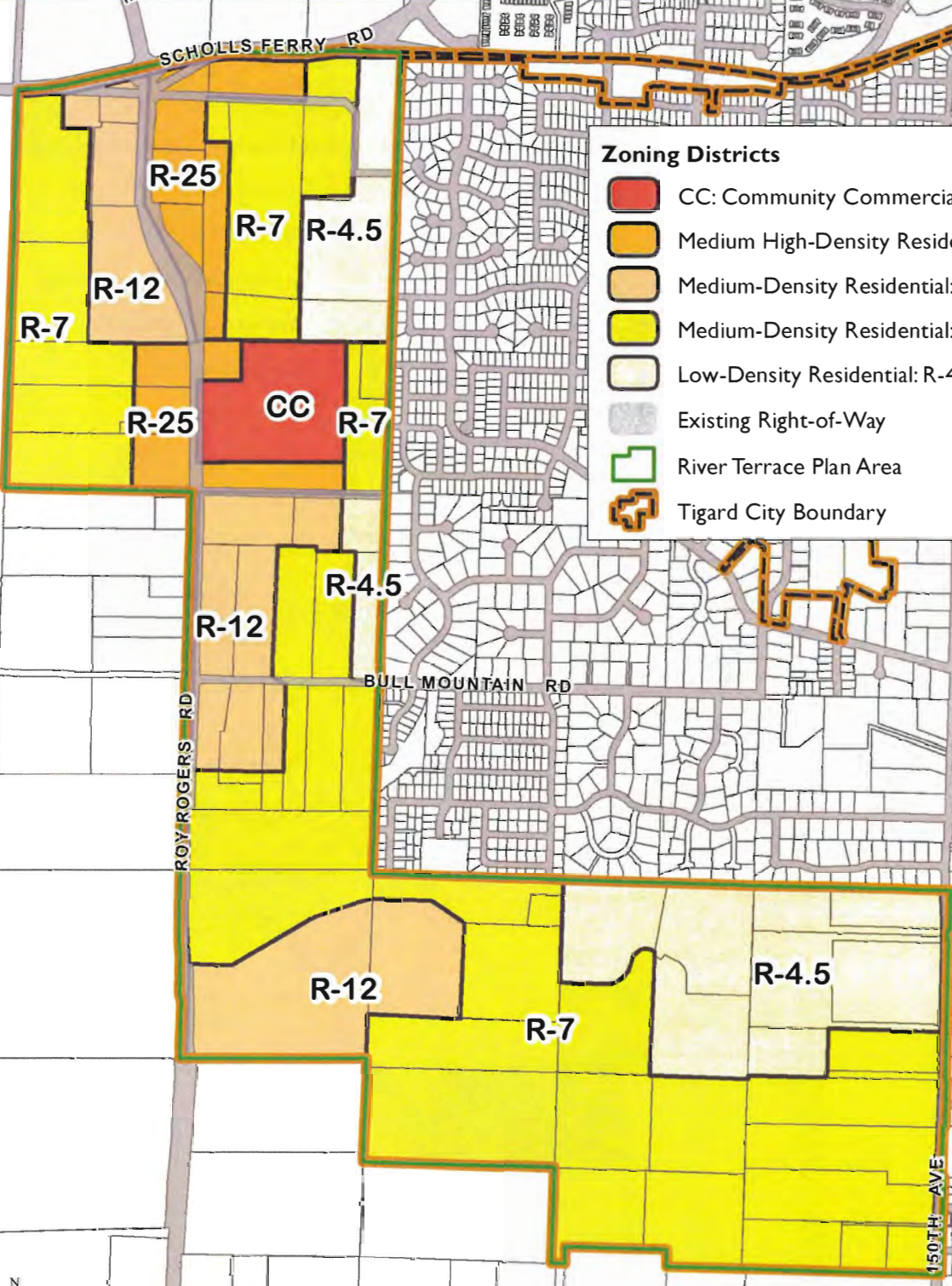
# River Terrace

community plan

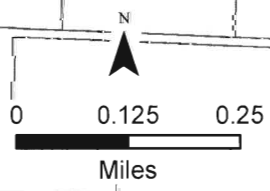
## Zoning Districts

### Zoning Districts

-  CC: Community Commercial
-  Medium High-Density Residential: R-25
-  Medium-Density Residential: R-12
-  Medium-Density Residential: R-7
-  Low-Density Residential: R-4.5
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary

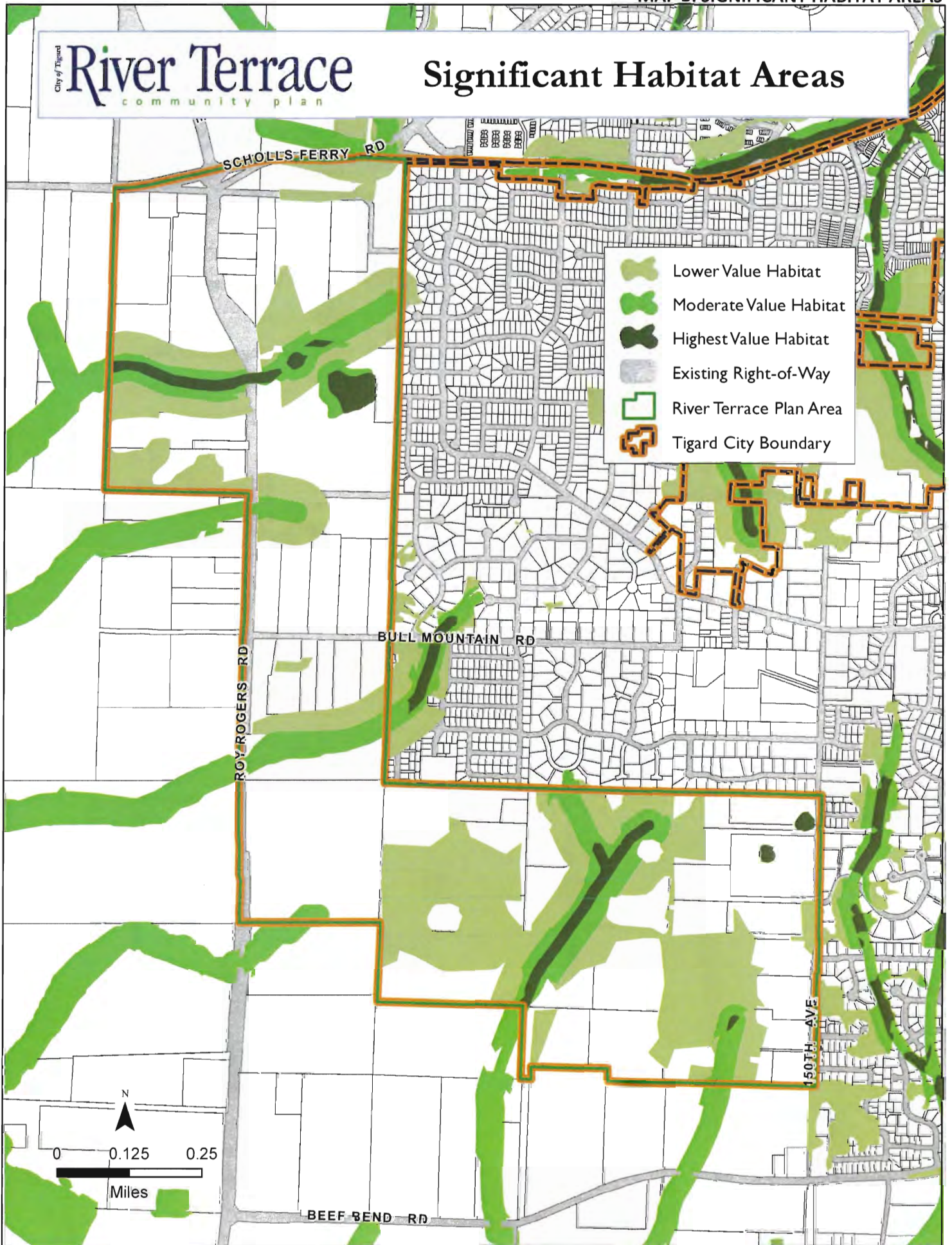


Zoning district designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations.



City of Tigard  
**River Terrace**  
community plan

# Significant Habitat Areas

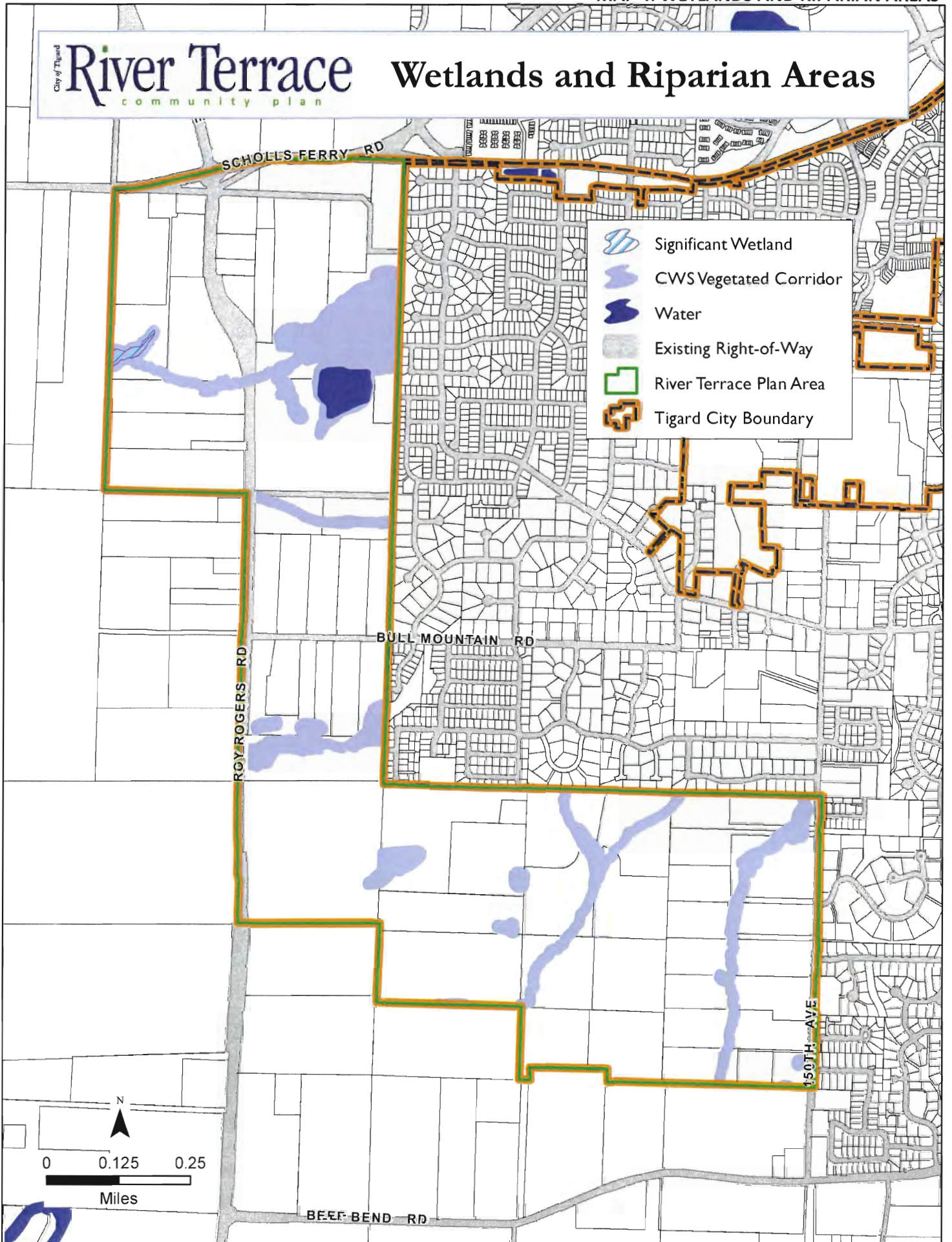


City of Tigard

# River Terrace

community plan

## Wetlands and Riparian Areas



# Significant Tree Groves



-  Significant Tree Grove
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary





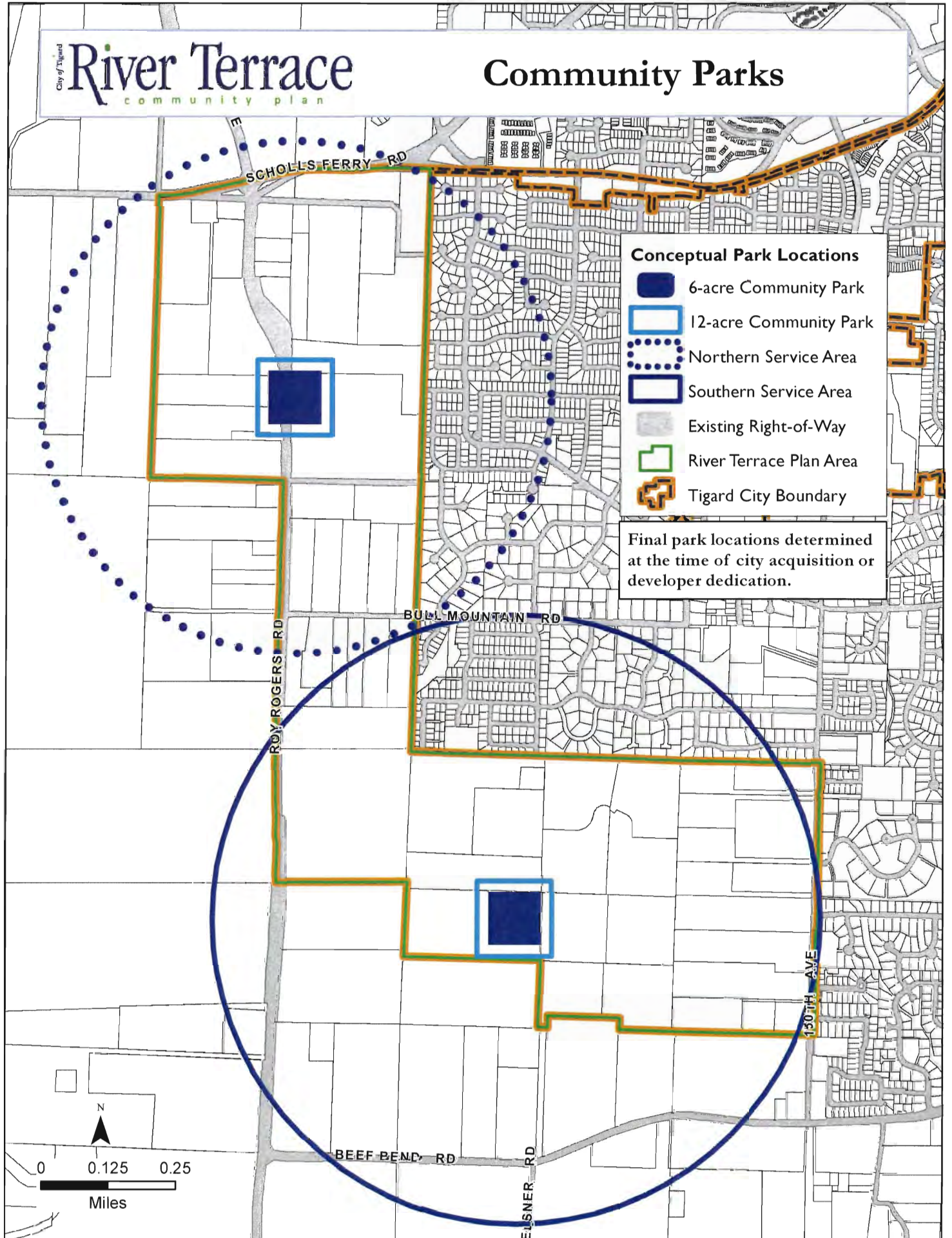
City of Tigard  
**River Terrace**  
community plan

# Community Parks

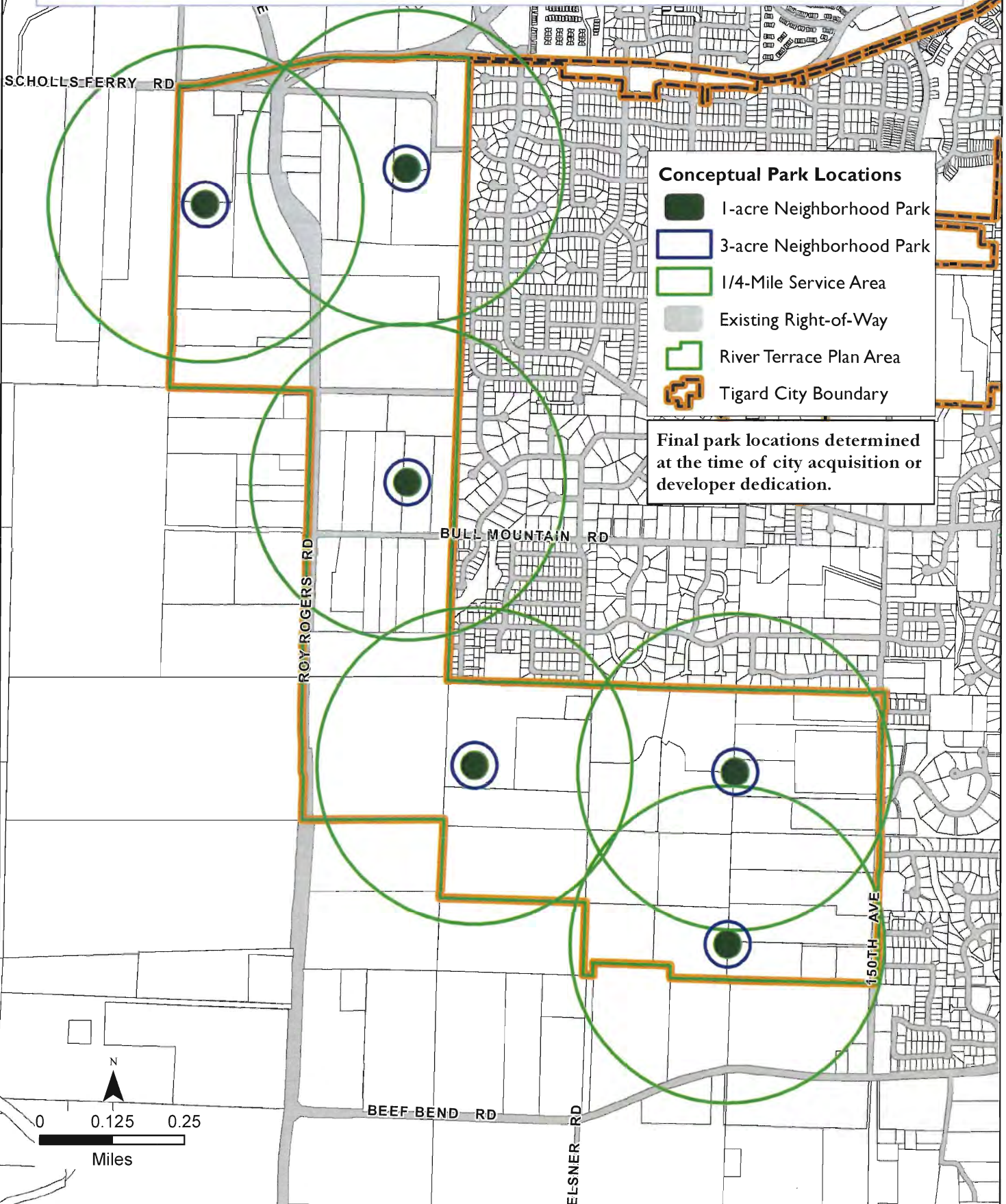
### Conceptual Park Locations

-  6-acre Community Park
-  12-acre Community Park
-  Northern Service Area
-  Southern Service Area
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary

Final park locations determined at the time of city acquisition or developer dedication.



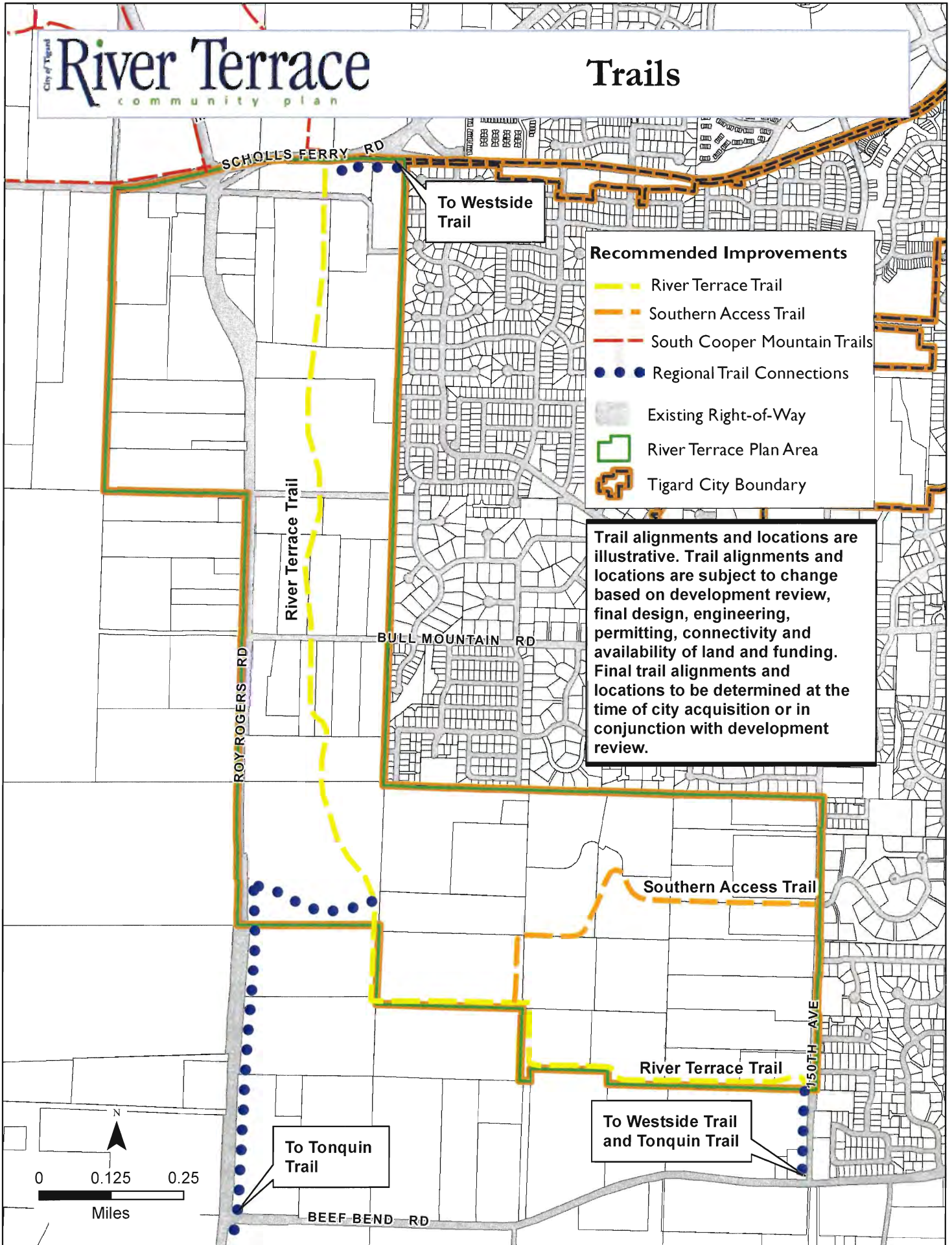
# Neighborhood Parks



# River Terrace

community plan

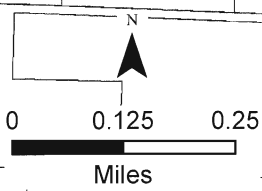
## Trails



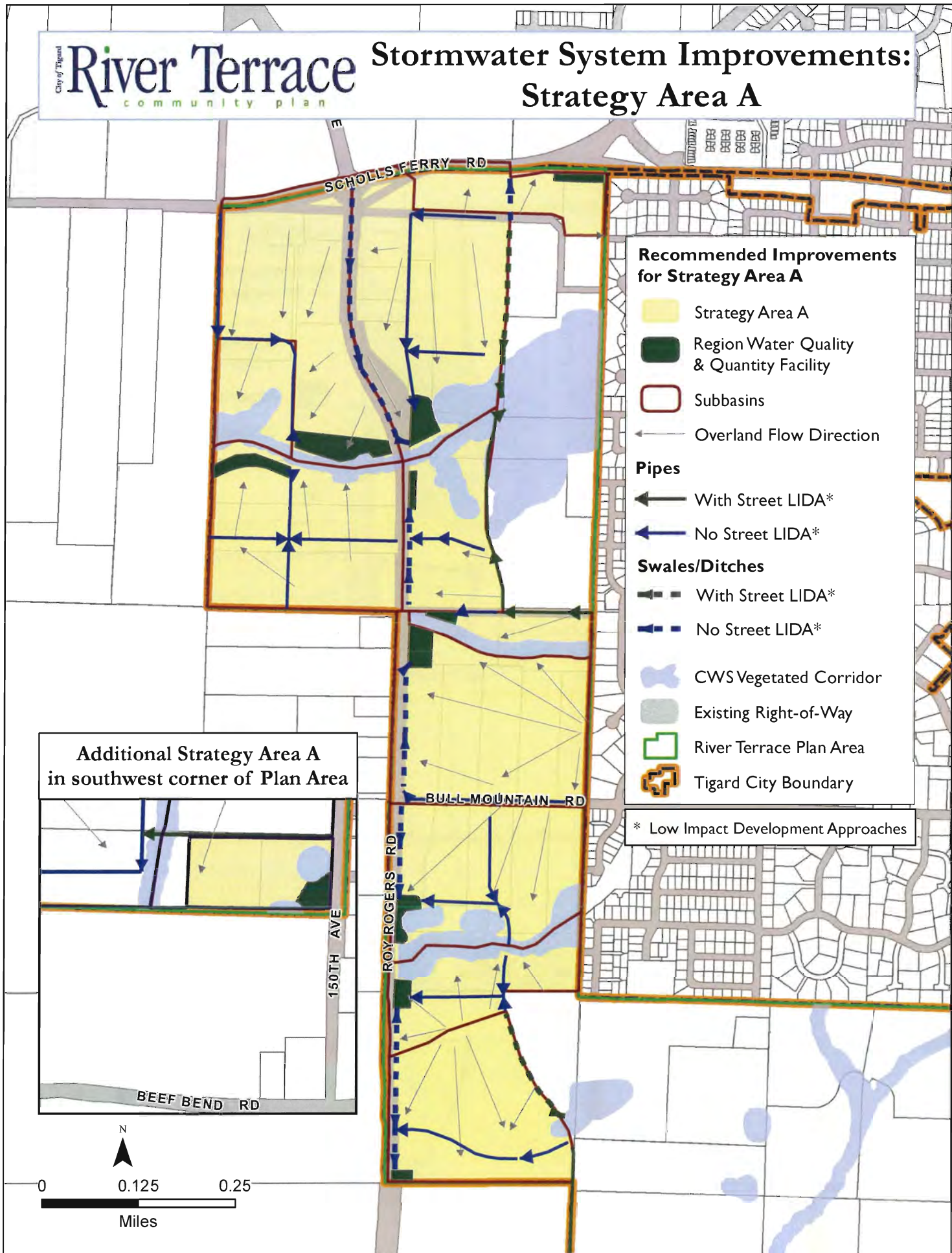
**Recommended Improvements**

- River Terrace Trail
- Southern Access Trail
- South Cooper Mountain Trails
- Regional Trail Connections
- Existing Right-of-Way
- River Terrace Plan Area
- Tigard City Boundary

Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.



# Stormwater System Improvements: Strategy Area A

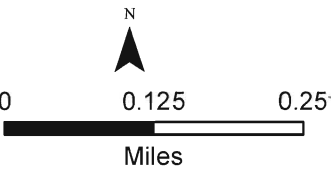
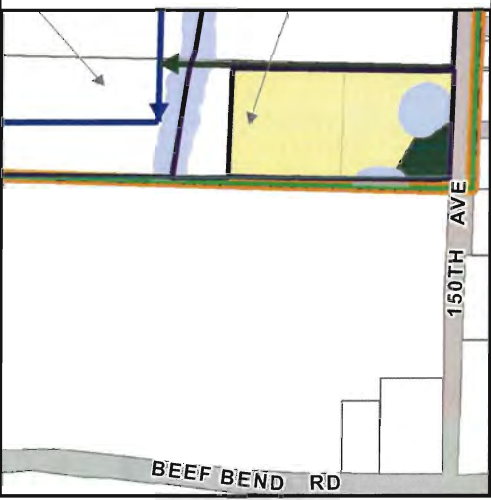


**Recommended Improvements  
 for Strategy Area A**

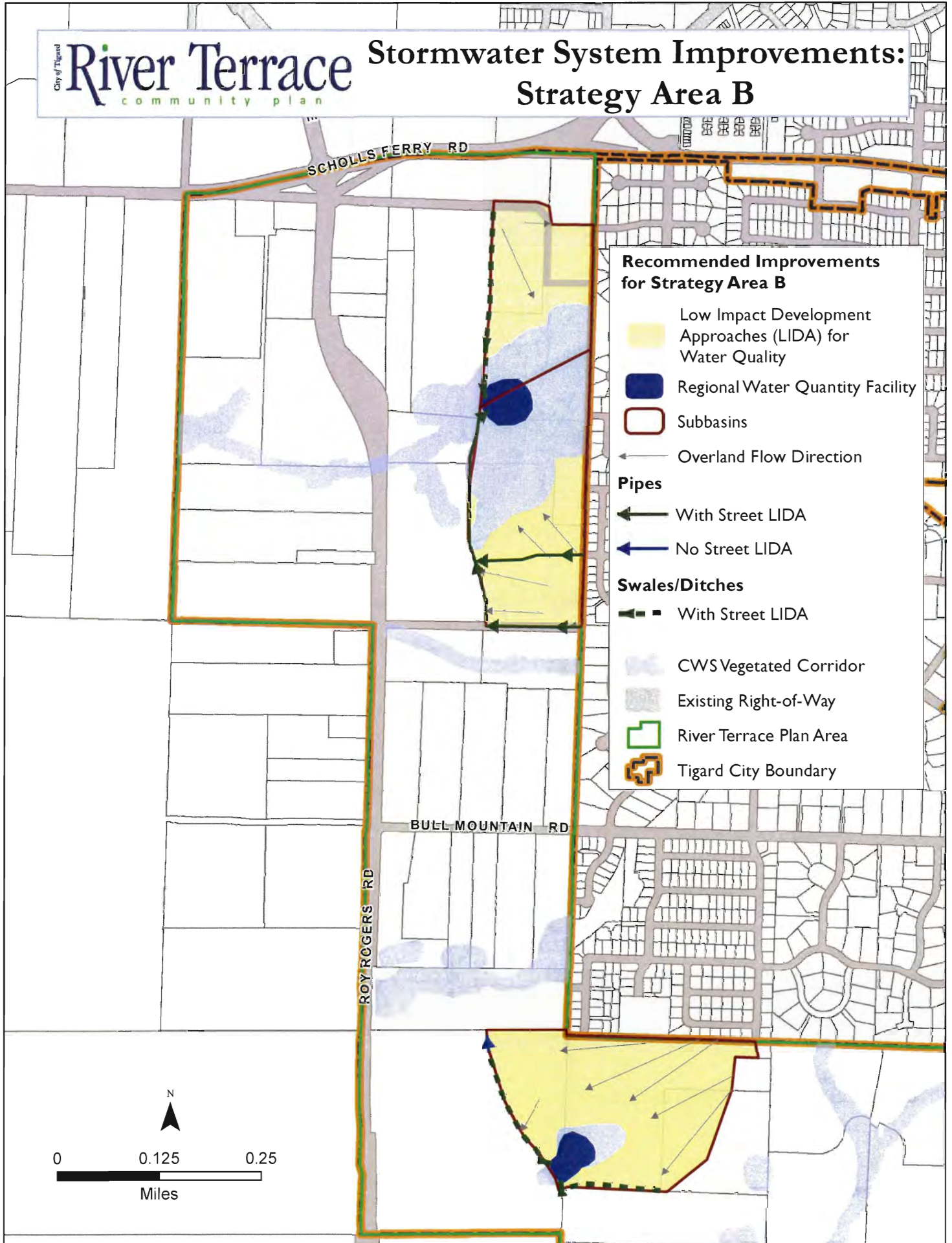
- Strategy Area A
- Region Water Quality & Quantity Facility
- Subbasins
- Overland Flow Direction
- Pipes**
- With Street LIDA\*
- No Street LIDA\*
- Swales/Ditches**
- With Street LIDA\*
- No Street LIDA\*
- CWS Vegetated Corridor
- Existing Right-of-Way
- River Terrace Plan Area
- Tigard City Boundary

\* Low Impact Development Approaches

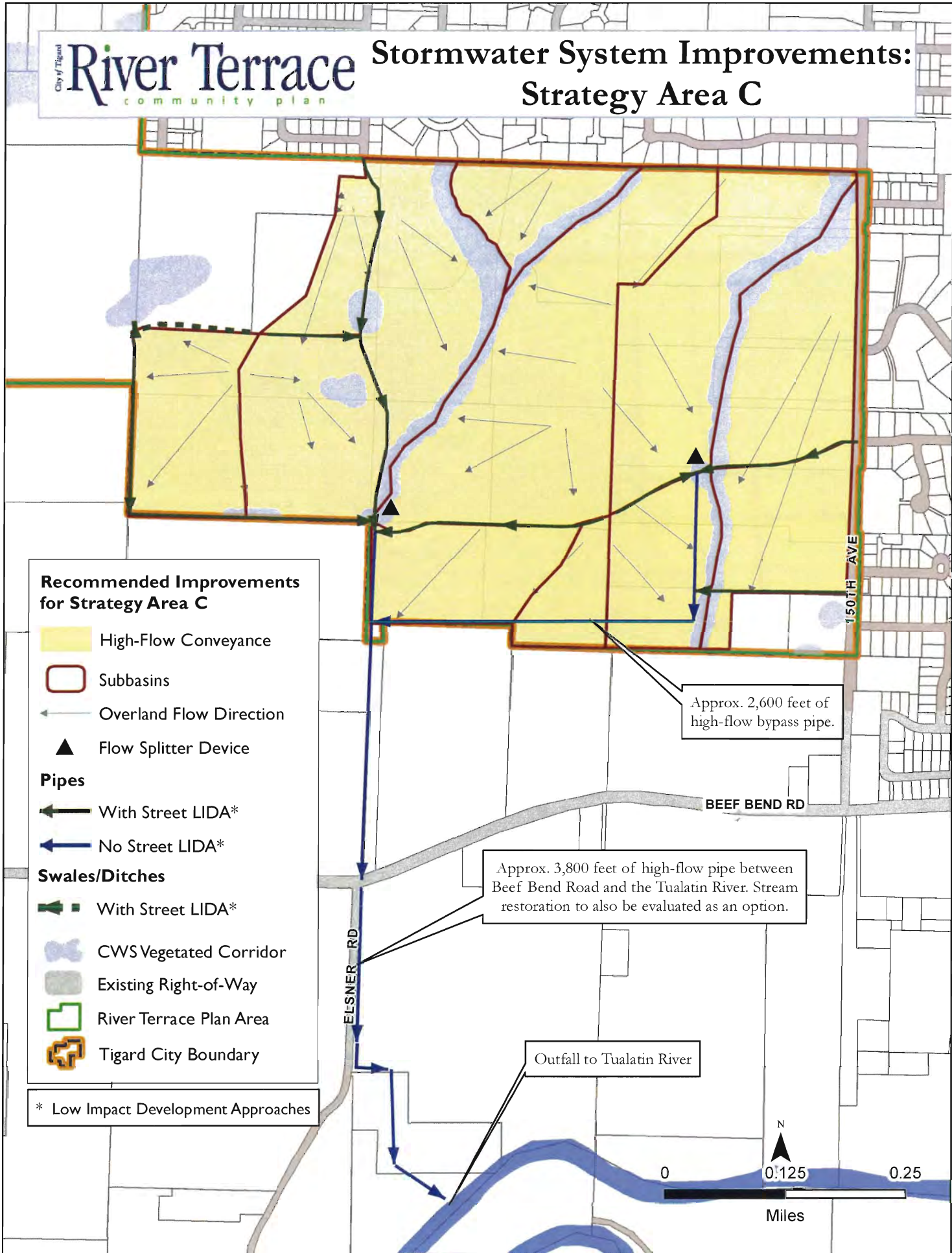
**Additional Strategy Area A  
 in southwest corner of Plan Area**



# Stormwater System Improvements: Strategy Area B



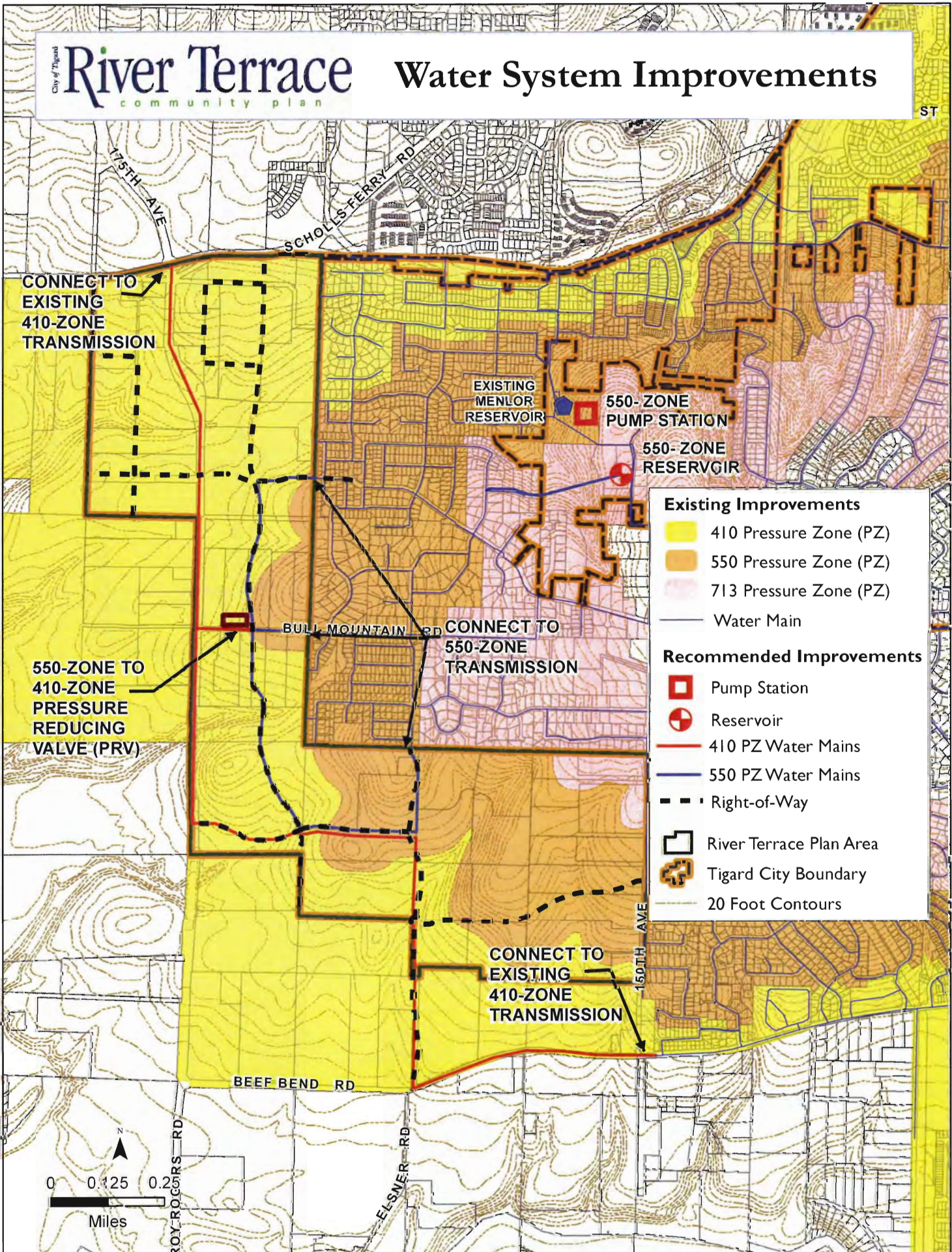
# Stormwater System Improvements: Strategy Area C



City of Tigard  
**River Terrace**  
 community plan

**Water System Improvements**

ST



CONNECT TO  
 EXISTING  
 410-ZONE  
 TRANSMISSION

EXISTING  
 MENLOR  
 RESERVOIR

550-ZONE  
 PUMP STATION

550-ZONE  
 RESERVOIR

BULL MOUNTAIN RD

CONNECT TO  
 550-ZONE  
 TRANSMISSION

550-ZONE TO  
 410-ZONE  
 PRESSURE  
 REDUCING  
 VALVE (PRV)

CONNECT TO  
 EXISTING  
 410-ZONE  
 TRANSMISSION

BEEF BEND RD

150TH AVE

ROY ROOPERS RD

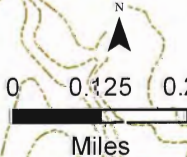
ELSNOR RD

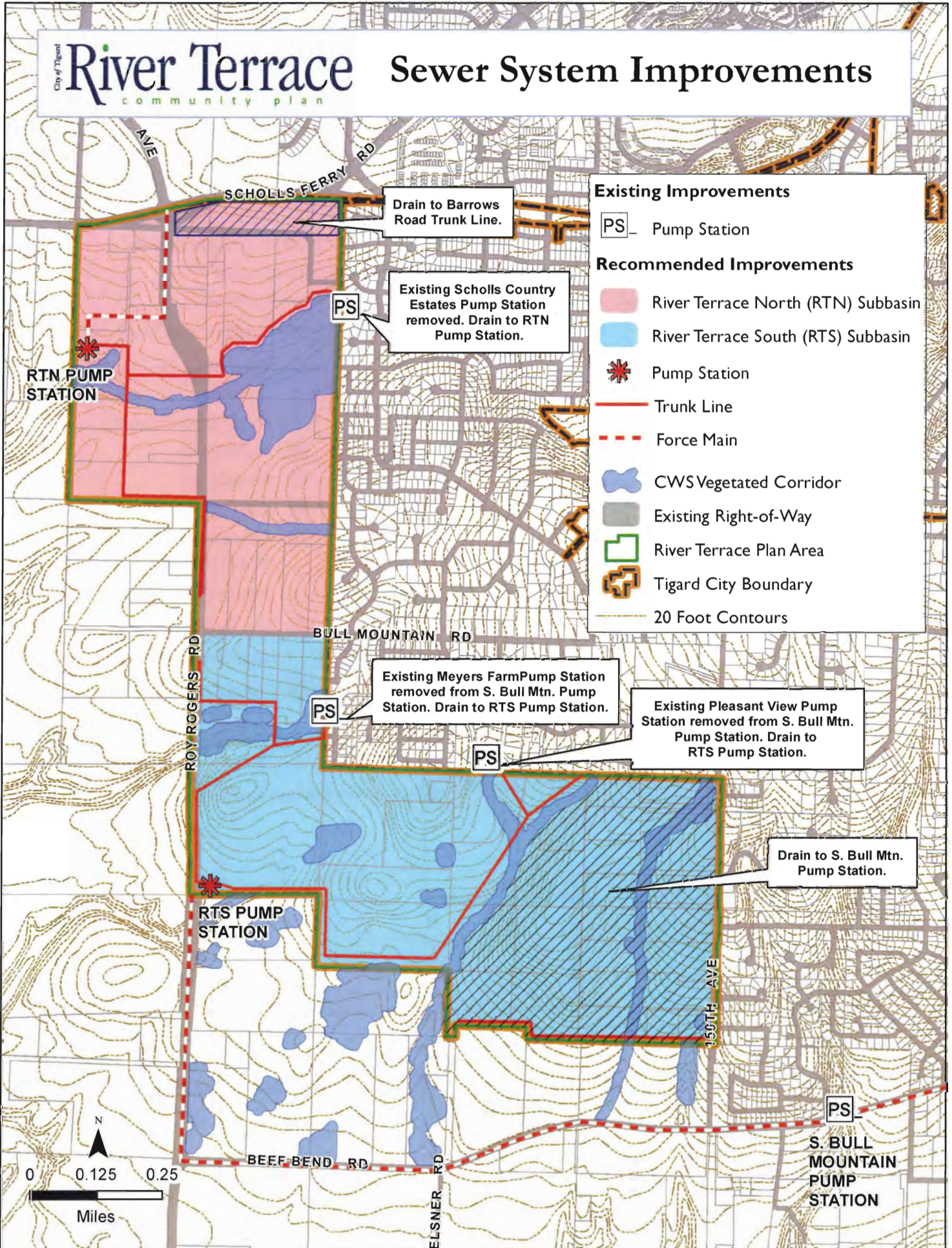
**Existing Improvements**

- 410 Pressure Zone (PZ)
- 550 Pressure Zone (PZ)
- 713 Pressure Zone (PZ)
- Water Main

**Recommended Improvements**

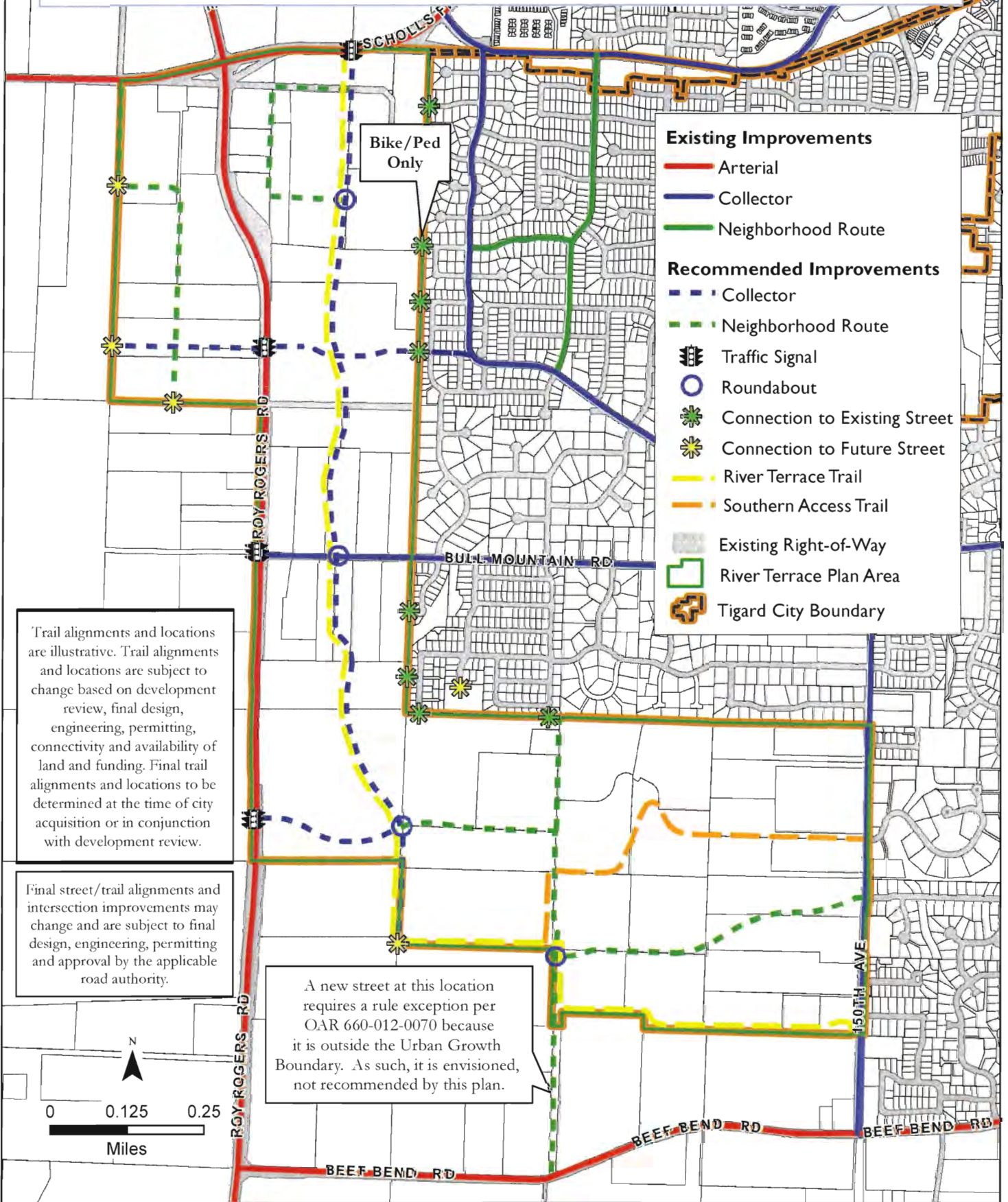
- Pump Station
- Reservoir
- 410 PZ Water Mains
- 550 PZ Water Mains
- Right-of-Way
- River Terrace Plan Area
- Tigard City Boundary
- 20 Foot Contours







# Transportation Improvements

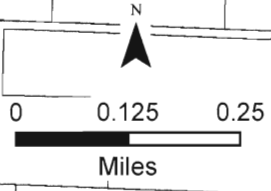


- Existing Improvements**
- Arterial
  - Collector
  - Neighborhood Route
- Recommended Improvements**
- - - Collector
  - - - Neighborhood Route
  - Traffic Signal
  - Roundabout
  - Connection to Existing Street
  - Connection to Future Street
  - - - River Terrace Trail
  - - - Southern Access Trail
  - Existing Right-of-Way
  - River Terrace Plan Area
  - Tigard City Boundary

Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.

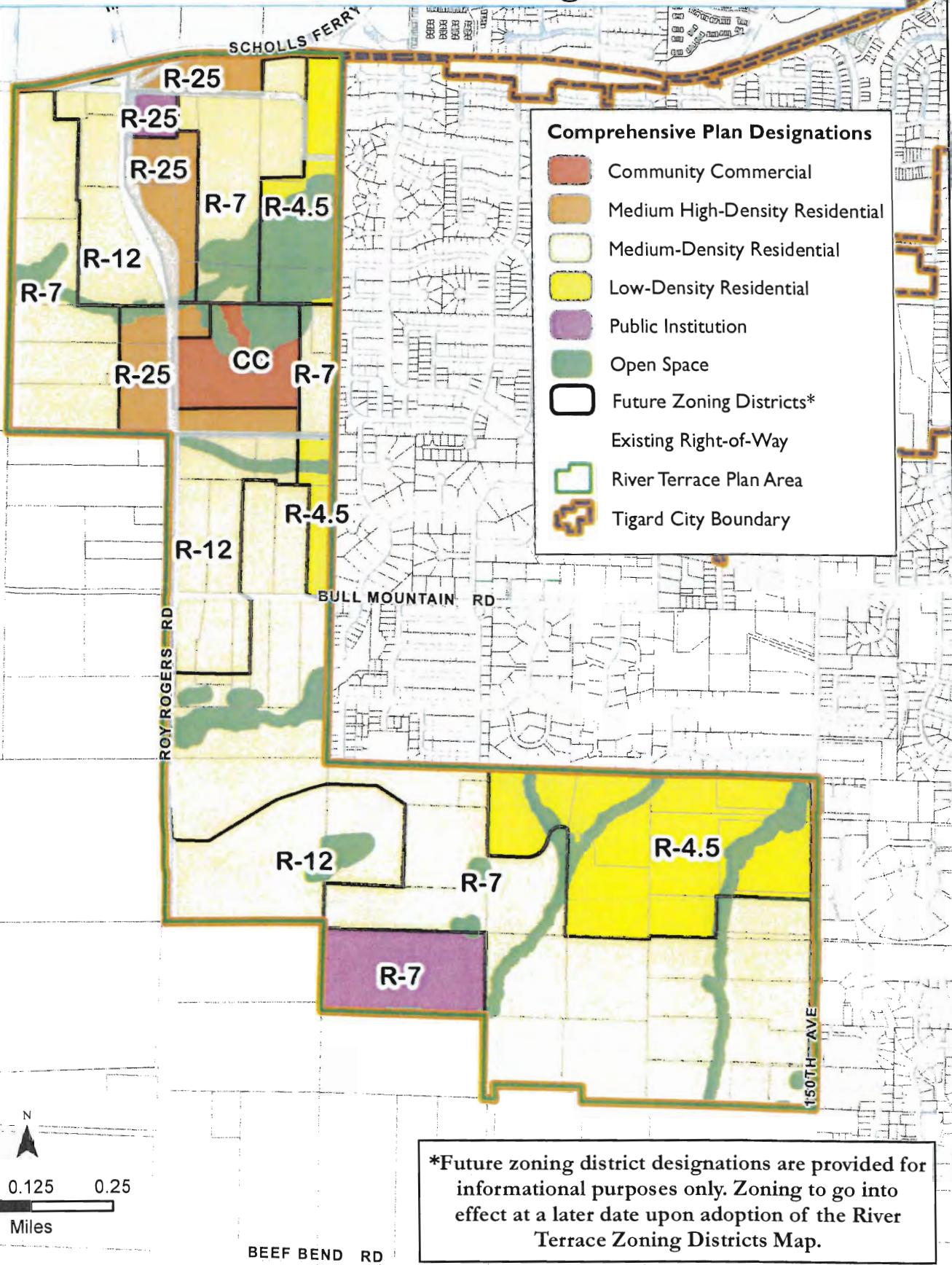
Final street/trail alignments and intersection improvements may change and are subject to final design, engineering, permitting and approval by the applicable road authority.

A new street at this location requires a rule exception per OAR 660-012-0070 because it is outside the Urban Growth Boundary. As such, it is envisioned, not recommended by this plan.



**River Terrace**  
Community Plan

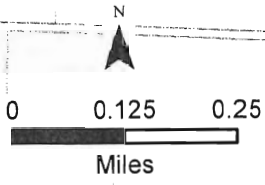
**Comprehensive Plan  
 Designations**



**Comprehensive Plan Designations**

- Community Commercial
- Medium High-Density Residential
- Medium-Density Residential
- Low-Density Residential
- Public Institution
- Open Space
- Future Zoning Districts\*
- Existing Right-of-Way
- River Terrace Plan Area
- Tigar City Boundary

\*Future zoning district designations are provided for informational purposes only. Zoning to go into effect at a later date upon adoption of the River Terrace Zoning Districts Map.

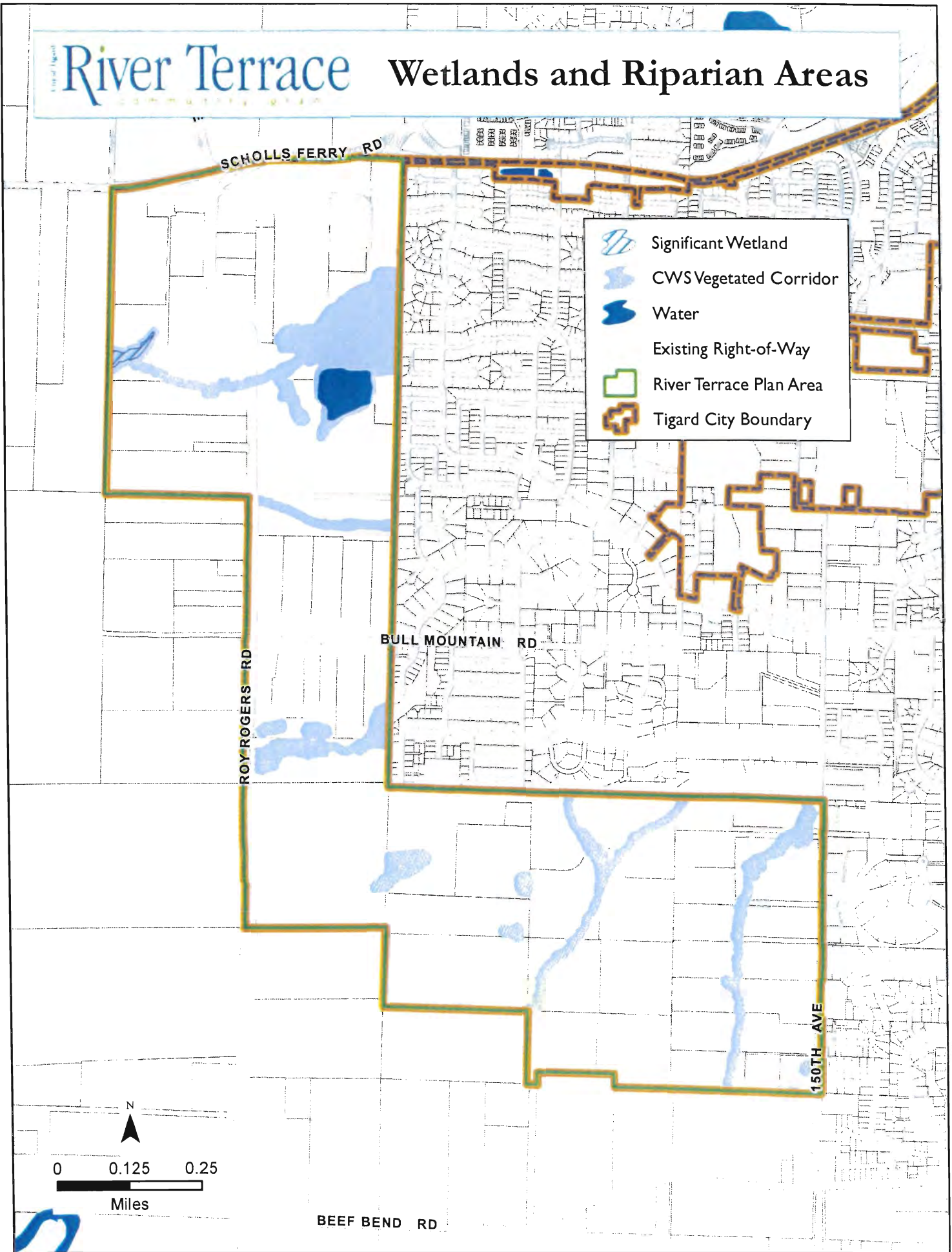


BEEF BEND RD

# River Terrace

COMMUNITY PLAN

## Wetlands and Riparian Areas



# Significant Tree Groves

-  Significant Tree Grove
-  Existing Right-of-Way
-  River Terrace Plan Area
-  Tigard City Boundary

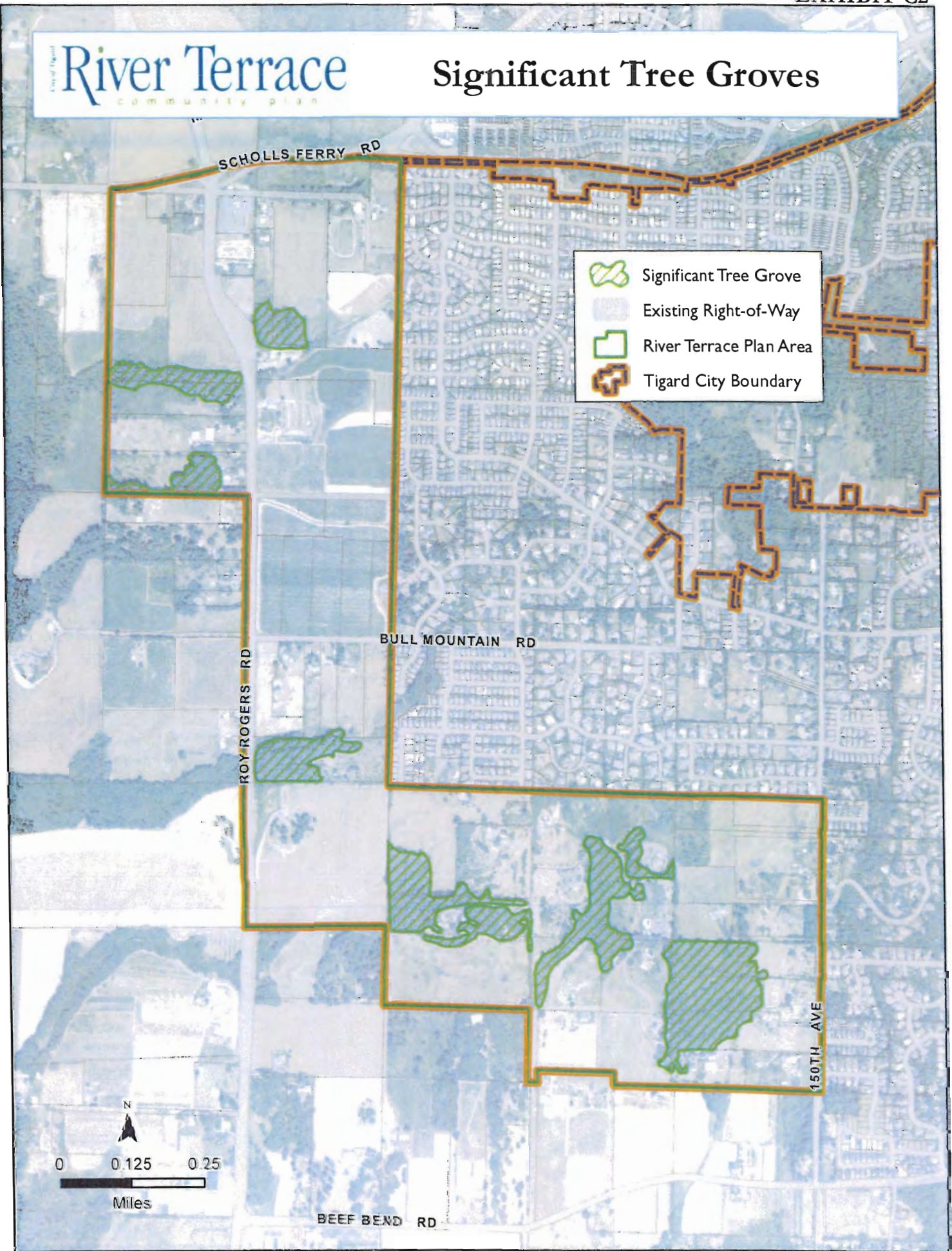
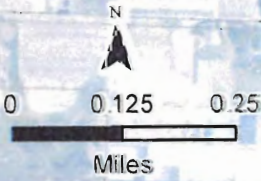
SCHOLLS FERRY RD

ROY ROGERS RD

BULL MOUNTAIN RD

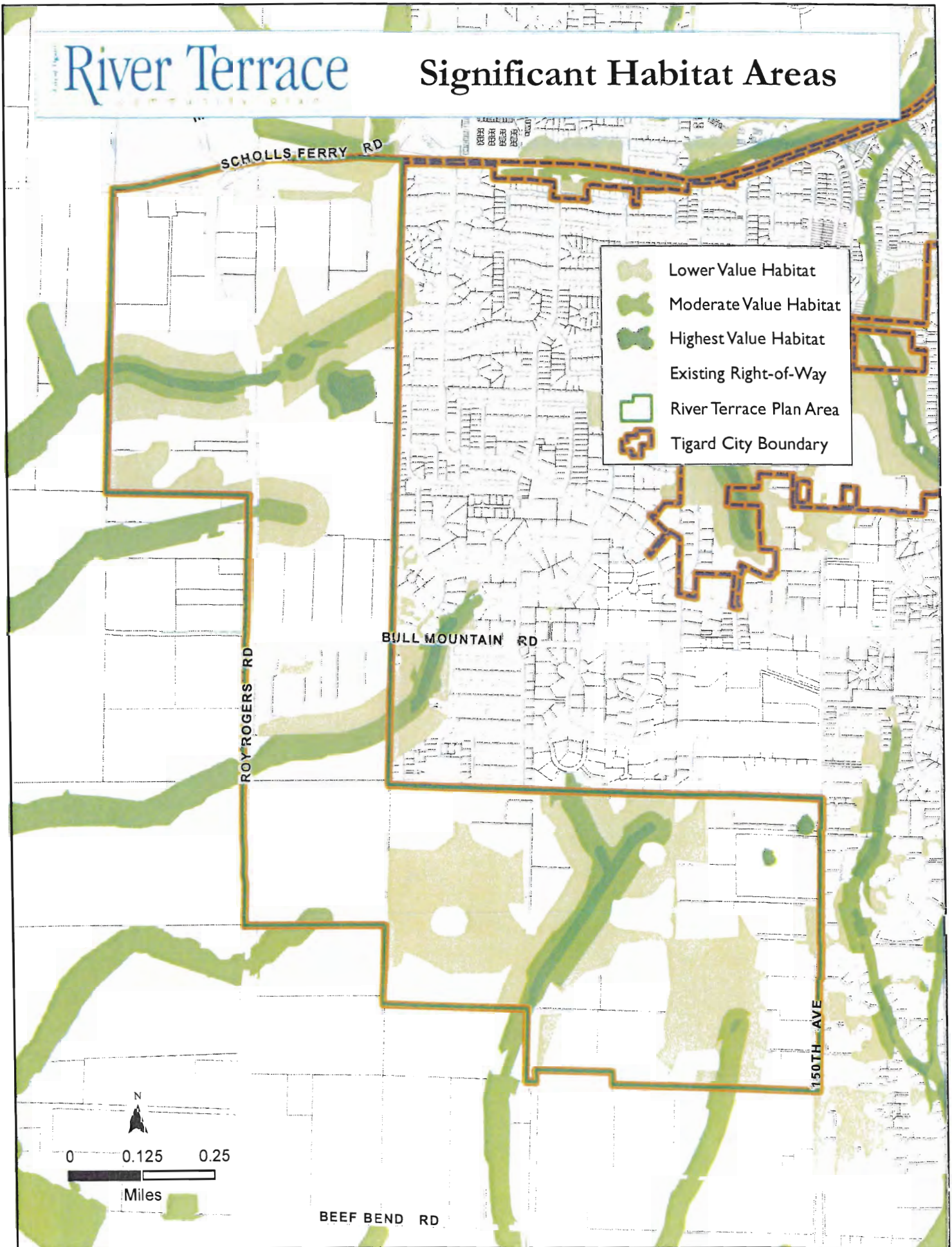
150TH AVE

BEEF BEND RD



# River Terrace

## Significant Habitat Areas



Agenda Item:  
 Hearing Date: December 16, 2014 Time: 7:30 PM

**STAFF REPORT TO THE  
 CITY COUNCIL  
 FOR THE CITY OF TIGARD, OREGON**



120 DAYS = N/A

**SECTION I. APPLICATION SUMMARY**

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**FILE NAME:** RIVER TERRACE COMMUNITY PLAN (RTCP)

**FILE NO.:** Comprehensive Plan Amendment (CPA) 2014-00001

**PROPOSAL:** A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resources Maps and River Terrace Addendum to the city's Transportation System Plan.

**APPLICANT:** City of Tigard  
 13125 SW Hall Boulevard  
 Tigard, OR 97223

**OWNER:** N/A

**LOCATION:** River Terrace Plan Area

**APPLICABLE REVIEW CRITERIA:**  
 Community Development Code Chapters 18.380.020 and 18.390.060.G;  
 Comprehensive Plan Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; Statewide  
 Planning Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; and Metro's Urban  
 Growth Management Functional Plan Title 1, 3, 11, 12, 13 and 14.

**SECTION II. PLANNING COMMISSION RECOMMENDATION**

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The Planning Commission recommends that the City Council adopt by ordinance a Comprehensive Plan Amendment that adopts the River Terrace Community Plan, related changes to the Comprehensive Plan Designations Map and Natural Resources Maps, and the River Terrace Addendum to the Transportation System Plan, as determined through the public hearing process.

**SECTION III. BACKGROUND INFORMATION**

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**Project History**

Most of the land in River Terrace, approximately 440 acres, was added to the UGB in 2002, at which time it was identified as Areas 63 and 64. Washington County completed the concept plan for Areas 63 and 64 in 2010. This plan is entitled the West Bull Mountain Concept Plan (WBMCP)

and included Areas 63 and 64 and a rural subarea to the south of both areas that extended to Beef Bend Road. This rural subarea was included in the concept planning process to facilitate logical street connections and urban service extensions since Areas 63 and 64 were not contiguous to one another.

Approximately 50 acres of this rural subarea was added to the UGB in 2011, at which time it was identified as Roy Rogers West (sometimes referred to as Area 4). Collectively these three areas, i.e. Area 63, Area 64, and Roy Rogers West, comprise the River Terrace planning area. Unlike the WBMCP, the River Terrace Community Plan (RTCP) does not include the remainder of the rural subarea (which is now an Urban Reserve Area) to the south of River Terrace. The entire 490-acre area that makes up River Terrace was annexed to the City in two batches. The first annexation petition was approved in 2011, and the second was approved in 2013.

In 2012, Washington County and the City of Tigard entered into an intergovernmental agreement (IGA) whereby the County assigned and the City agreed to accept responsibility for preparing a community plan based on the concept planning efforts completed by the County in 2010. Pursuant to the IGA and in compliance with Metro Functional Plan Titles 11 and 14, the City agreed to “refine the County’s West Bull Mountain Concept Plan (WBMCP) and provide a detailed land use, public infrastructure, governance, and financial planning framework for urban development of the concept planned area.” In turn, the County agreed to support the City’s efforts to complete the RTCP.

### **Proposal Description**

A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations Map, Natural Resource Maps, and a River Terrace Addendum to the city’s Transportation System Plan.

#### *River Terrace Community Plan*

The River Terrace Community Plan (RTCP) is a long range planning document that supplements the Tigard Comprehensive Plan. It is designed to guide development and investment in River Terrace over the next several decades as it transitions from rural to urban land use to accommodate needed housing in the region. It is the result of many years of analysis and visioning by the community, City of Tigard leadership and staff, Washington County leadership and staff, and numerous partner agencies.

The city is required to prepare and adopt comprehensive plan provisions, public facility plans and land use regulations to meet the requirements of the specific Metro ordinances that added River Terrace to the Urban Growth Boundary UGB). The city is also required by Metro Functional Plan Titles 11 and 14 and Statewide Planning Goals 11 and 14 to ensure that areas brought into the UGB are efficiently urbanized and meet long-term population and employment needs. The completion and adoption of the River Terrace Community Plan contributes to meeting all city, state, and Metro requirements for land use and public facility planning.

The city will need to take additional actions to implement the RTCP. Identified implementation actions include, but are not limited to, the following:

- Adoption of the River Terrace Zoning Districts Map
- Development and adoption of River Terrace code amendments
- Development of a new stormwater modeling tool and design standards
- Development and adoption of new fees consistent with recommendations in the River Terrace Funding Strategy

Some of these actions are being timed and coordinated with other actions. The adoption of the River Terrace Zoning Districts Map, for example, is being delayed in order to more closely align its adoption with the completion of the River Terrace Code Amendments, which are still under development. Some, but not all, of these actions will require City Council review and approval and will be presented for Council's consideration at future dates.

#### Updates to Tigard Comprehensive Plan Designations and Natural Resource Maps

In order to apply the city's land use regulations in River Terrace, several maps must be updated. This includes the city's:

- Comprehensive Plan Designations - This map updates the city's existing Comprehensive Plan designations for River Terrace. The city initially adopted Comprehensive Plan designations for River Terrace in 2012 based on the land use recommendations contained in the West Bull Mountain Concept Plan (WBMCP). During the River Terrace community planning process, refinements were made to the recommended WBMCP land uses in order to support a better range and mix of zoning districts and, by extension, housing types. These refinements were vetted by stakeholders, are consistent with the density assumptions and guidelines in the WBMCP, and meet Metro's required residential densities for each area.
- Natural Resource Maps - These maps update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map. This work was completed during the WBMCP and RTCP planning processes.

An advisory group made up of eighteen members was formed to provide advice and guidance to the project team during the Community Plan planning process. Known as the Stakeholder Working Group, they voted on August 22, 2013 to move the Comprehensive Plan Designations forward for adoption. Since the natural resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.



### River Terrace Transportation System Plan Addendum

As part of State and Metro requirements for public facility planning, the city must adopt a local transportation system plan that provides for a multi-modal system of streets, trails, and sidewalks within River Terrace with connections to adjacent urban areas and the regional transportation system. This plan is being adopted as an addendum to the city's Transportation System Plan (TSP). Because TSP amendments require a Type IV legislative process, this is the only River Terrace master plan that Council needs to adopt by Ordinance.

The TSP links expected growth with transportation needs and sets the policy framework for the city's transportation system. The proposed TSP Addendum looks to accommodate the transportation needs anticipated in River Terrace in addition to contributing to the city's broader goal of completing the RTCP.

The Stakeholder Working Group voted to cautiously move the River Terrace TSP Addendum forward for adoption on June 9, 2014. Their recommendation for caution primarily revolved around project costs and their concern that costs may be too high for the market to bear. Council was briefed on these issues and the TSP Addendum in general at a workshop meeting on June 17, 2014.

### **Planning Commission Recommendation**

On November 17, 2014 the Tigard Planning Commission held a public hearing to consider the proposal and make a recommendation to Council. As discussed in greater detail in Section VIII of this report and in the minutes of the hearing, public testimony was received and considered by the Planning Commission as part of their deliberations. At the conclusion of their deliberations, the Planning Commission made a unanimous recommendation to the City Council that all four elements of the proposal be approved and adopted as presented to the Commission.

## SECTION IV. APPLICABLE CRITERIA, FINDINGS AND CONCLUSIONS

This section contains all the applicable city, state and metro policies, provisions, and criteria that apply to the proposed comprehensive plan amendment. Each section is addressed demonstrating how each requirement is met.

### APPLICABLE PROVISIONS OF THE TIGARD COMMUNITY DEVELOPMENT CODE (TITLE 18)

**Chapter 18.380: Zoning Map and Text Amendments**      **Chapter 18.380.020 Legislative Amendments to the Title and Map**  
**A. Legislative amendments. Legislative zoning map and text amendments shall be undertaken by means of a Type IV procedure, as governed by Section 18.309.060G**

**FINDING:**      The proposed legislative amendments are being reviewed under the Type IV legislative procedure as set forth in the chapter. This procedure requires public hearings before both the Planning Commission and City Council.

**Chapter 18.390: Decision-Making Procedures**      **Chapter 18.390.020. Description of Decision-Making Procedures**  
**B.4. Type IV Procedure. Type IV procedures apply to legislative matters. Legislative matters involve the creation, revision, or large-scale implementation of public policy. Type IV matters are considered initially by the Planning Commission with final decisions made by the City Council.**

**FINDING:**      This Comprehensive Plan Amendment (CPA) to the Tigard Comprehensive Plan establishes policies to be applied generally throughout the City of Tigard. Therefore it will be reviewed under the Type IV procedure as detailed in Section 18.390.060.G. In accordance with this section, the amendment is initially being considered by the Planning Commission with City Council making the final decision.

**Chapter 18.390: Decision-Making Procedures**      **Chapter 18.390.060.G. Decision-making considerations. The recommendation by the Commission and the decision by the Council shall be based on consideration of the following factors:**

- 1. The Statewide Planning Goals and Guidelines adopted under Oregon Revised Statutes Chapter 197;**
- 2. Any federal or state statutes or regulations found applicable;**
- 3. Any applicable Metro regulations;**
- 4. Any applicable comprehensive plan policies; and**
- 5. Any applicable provisions of the City's implementing ordinances.**

**FINDING:**      Findings and conclusions are provided within this report for the applicable listed factors on which the recommendation by the Commission and the decision by the Council shall be based.

**CONCLUSION:**      Based on the findings above and below, these provisions are met.

APPLICABLE COMPREHENSIVE PLAN POLICIES

**Chapter 1: Citizen Involvement**

*Goal 1.1 Provide citizens, affected agencies, and other jurisdictions the opportunity to participate in all phases of the planning process.*

**Policy 2**            **The City shall define and publicize an appropriate role for citizens in each phase of the land use planning process.**

**Policy 3**            **The City shall establish special citizen advisory boards and committees to provide input to the City Council, Planning Commission, and City staff.**

**Policy 5**            **The opportunities for citizen involvement provided by the City shall be appropriate to the scale of the planning effort and shall involve a broad cross-section of the community.**

**FINDING:**            The River Terrace Community Plan describes how citizens, affected agencies, and other jurisdictions were given the “opportunity to participate in all phases of the planning process.” Community Plan Goal 1: Public involvement lists opportunities like:

- Advisory committees – a Stakeholder Working Group (SWG), Technical Advisory Committee (TAC), and Implementation Subcommittee were formed to advise the process.
- Community meetings – Eight were held prior to the adoption process.
- Online Tools – A blog and online forum were set up for public participation
- Several public comment periods were available on different aspects of the proposal

Several opportunities for participation are also built into the Comprehensive Plan amendment process, including:

- Public Hearing notification requirements pursuant to Chapter 18.390.060 of the Tigard Community Development Code and Measure 56. Public hearing notice of the Planning Commission and City Council public hearings was sent to the interested parties list and all River Terrace property owners.
- A notice was published in the October 30, 2014 issue of The Tigard Times (in accordance with Tigard Development Code Chapter 18.390). The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City’s webpage where the entire draft of the text changes could be viewed.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 1.1 Policies 2, 3 and 5 are met.

*Goal 1.2 Ensure all citizens have access to:*

- A. opportunities to communicate directly to the City; and*
- B. information on issues in an understandable form.*

- Policy 1            The City shall ensure pertinent information is readily accessible to the community and presented in such a manner that even technical information is easy to understand.
- Policy 2            The City shall utilize such communication methods as mailings, posters, newsletters, the internet, and any other available media to promote citizen involvement and continue to evaluate the effectiveness of methods used.
- Policy 4            The City shall ensure citizens receive a timely response from policymakers regarding recommendations made through the citizen involvement program.
- Policy 5            The City shall seek citizen participation and input through collaboration with community organizations, interest groups, and individuals in addition to City sponsored boards and committees.
- Policy 6            The City shall provide opportunities for citizens to communicate to Council, boards and commissions, and staff regarding issues that concern them.

FINDING:            The River Terrace Community Plan describes how citizens could communicate directly to the city about the project and receive information on issues in an understandable form. Community Plan Goal 1: Public involvement lists opportunities like:

- Updates to City boards and commissions
- Presentations to neighborhood and special interest groups
- River Terrace project website, blog, and interactive maps
- Printed informational material and mailings

Citizen involvement led to several key River Terrace Community Plan and infrastructure master plan refinements.

CONCLUSION:        Based on the above findings, Tigard Comprehensive Plan Goal 1.2 Policies 1, 2, 4, 5 and 6 are met.

## **Chapter 2: Land Use Planning**

*Goal 2.1 Maintain an up-to-date Comprehensive Plan, implementing regulations and action plans as the legislative basis of Tigard's land use planning program.*

- Policy 1            The City's land use program shall establish a clear policy direction, comply with state and regional requirements, and serve its citizens' own interests.

**Policy 2**                    **The City’s land use regulations, related plans, and implementing actions shall be consistent with and implement its Comprehensive Plan.**

**Policy 3**                    **The City shall coordinate the adoption, amendment, and implementation of its land use program with other potentially affected jurisdictions and agencies.**

**Policy 20**                    **The City shall periodically review and if necessary update its Comprehensive Plan and regulatory maps and implementing measures to ensure they are current and responsive to community needs, provide reliable information, and conform to applicable state law, administrative rules, and regional requirements.**

**FINDING:**                    The goals and policies contained in the Tigard Comprehensive Plan provide the basis for the city’s land use planning program. The River Terrace Community Plan is a product of this program and an ancillary Comprehensive Plan document. The River Terrace Community Plan addresses Tigard’s Comprehensive Plan Goal 2: Land Use Planning for River Terrace and provides more detail about how the plan is meeting Metro requirements for density and the community’s vision for the area.

As described in this staff report, the amendment complies with all applicable statewide planning goals, regional regulations, comprehensive plan policies, and serves the interest of the citizens. The amendment ensures that the River Terrace area is urbanized efficiently and becomes a mixed-use, walkable, community.

Potentially affected jurisdictions and agencies were given an opportunity to collaborate with staff throughout the project as members of the Technical Advisory Committee. In addition, the city sent out a request for comments to all potentially affected jurisdictions and agencies. All were given 14 days to respond. Any comments that were received are addressed in Section VII: Outside Agency Comments.

**CONCLUSION:**                    Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 1, 2, 3 and 20 are met.

**Policy 6**                    **The City shall promote the development and maintenance of a range of land use types which are of sufficient economic value to fund needed services and advance the community’s social and fiscal stability.**

**Policy 10**                    **The City shall institute fees and charges to ensure development pays for development related services and assumes the appropriate costs for impacts on the transportation and other public facility systems.**

**FINDING:**                    This CPA, specifically the River Terrace Community Plan and Comprehensive Plan designations, provides for a variety of land uses and

residential densities consistent with the community's desire to create a community of great neighborhoods that includes housing, neighborhood-scale commercial businesses, schools, parks and recreational opportunities.

Community Plan Chapter 1: Introduction and Background describes that a funding strategy was developed concurrently with the Community Plan pursuant to state and regional requirements. The River Terrace Funding Strategy will be presented to Council for adoption by separate action during the same meeting that the Community Plan is considered for adoption. Additionally, a Citywide Infrastructure Financing Project is currently underway and is expected to result in updates to the city's existing utility fees and System Development Charges, some of which are expected to be specific to River Terrace per the recommendations contained in the River Terrace Funding Strategy.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 6 and 10 are met.

**Policy 7**                    **The City's regulatory land use maps and development code shall implement the Comprehensive Plan by providing for needed urban land uses including:**  
**A. Residential;**  
**B. Commercial and office employment including business parks;**  
**C. Mixed use;**  
**D. Industrial;**  
**E. Overlay districts where natural resource protections or special planning and regulatory tools are warranted; and**  
**F. Public services**

**Policy 22**                    **The City shall identify, designate, and protect natural resources as part of its land use program.**

FINDING: This CPA, specifically the River Terrace Community Plan and Comprehensive Plan designations, includes primarily residential Comprehensive Plan designations that provide a mix of residential densities. This allows for a variety of housing types that meet a wide range of housing needs. Higher residential densities are planned near commercial and institutional uses and along major corridors. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods. The commercial area is sized and zoned to provide neighborhood-scale commercial goods and services. The co-location of land uses (e.g. parks and trails), public facilities (e.g. stormwater facilities and pump stations), and natural resource areas is strongly encouraged to maximize the efficient use of land and to create opportunities for community amenities.

The River Terrace Community Plan addresses the City's Goal 5 Natural Resources for River Terrace. In addition, the city's Natural Resource maps

are being updated for the River Terrace area to ensure that these areas are protected. The city's existing protection programs for natural resources will be extended to the newly mapped areas in River Terrace.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 7 and 22 are met.

**Policy 8**                    **The City shall require that appropriate public facilities are made available, or committed, prior to development approval and are constructed prior to, or concurrently with, development occupancy.**

**Policy 9**                    **The City may, upon determining it is in the public interest, enter into development agreements to phase the provision of required public facilities and services and/or payment of impact fees and/or other arrangements that assure the integrity of the infrastructure system and public safety.**

**Policy 13**                   **The City shall plan for future public facility expansion for those areas within its Urban Planning Area that can realistically be expected to be within the City limits during the planning period.**

**FINDING:** River Terrace Community Plan Goal: 11 Public Facilities and Services addresses public facility planning for River Terrace. The Comprehensive Plan designations proposed for adoption determined the type, number and location of residential dwelling units in River Terrace. This information was used to help determine the size and location of needed public facilities and services.

The Community Plan more fully describes future public facility expansion in the sections on Parks, Public Facilities and Transportation and in the five infrastructure master plans developed for River Terrace. The five infrastructure master plans include: water, sewer, stormwater, transportation and parks. Water, sewer and stormwater master plans have already been adopted; while the transportation and parks master plans are proposed for adoption with this CPA. The plans include a list of infrastructure improvements necessary to accommodate the River Terrace area.

Updates to the city's adequate facility requirements will be included in the upcoming River Terrace Code Amendments as part of Community Plan implementation.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 8, 9 and 13 are met.

**Policy 15**                   **In addition to other Comprehensive Plan goals and policies deemed applicable, amendments to Tigard's Comprehensive Plan/Zone Map shall be subject to the following specific criteria:**  
**A. Transportation and other public facilities and services shall be available, or committed to be made available, and of sufficient capacity to serve the land uses allowed by the proposed map designation;**

- B. Development of land uses allowed by the new designation shall not negatively affect existing or planned transportation or other public facilities and services;**
- C. The new land use designation shall fulfill a proven community need such as provision of needed commercial goods and services, employment, housing, public and community services, etc. in the particular location, versus other appropriately designated and developable properties;**
- D. Demonstration that there is an inadequate amount of developable, appropriately designated, land for the land uses that would be allowed by the new designation;**
- E. Demonstration that land uses allowed in the proposed designation could be developed in compliance with all applicable regulations and the purposes of any overlay district would be fulfilled;**
- F. Land uses permitted by the proposed designation would be compatible, or capable of being made compatible, with environmental conditions and surrounding land uses; and**
- G. Demonstration that the amendment does not detract from the viability of the City's natural systems.**

**FINDING:**

The proposed amendment to Tigard's Comprehensive Plan Map meets the following specific criteria:

- Sufficient capacity: The Community Plan describes that updates to the city's adequate facility requirements will be included in River Terrace Code Amendments as part of Community Plan implementation.
- Not negatively affecting: The Community Plan more fully describes future public facility expansion in the sections on Parks, Public Facilities and Transportation and in the five infrastructure master plans developed for River Terrace. The plans include a list of infrastructure improvements necessary to accommodate development in River Terrace.
- Fulfills a proven community need: Almost 97% of the land in River Terrace is proposed for new housing. A citywide analysis of housing needs and capacity in 2012 found that Tigard has an estimated need for just over 6,500 new housing units over the next 20 years. Over 50% of the city's overall need (3,744 housing units) could be absorbed by River Terrace development.
- Demonstration of inadequacy: A significant portion of the city's estimated capacity for needed housing is assumed to come from River Terrace.
- Demonstration of compliance: The River Terrace Community Plan utilizes the city's existing Comprehensive Plan and zoning district designations.
- Compatibility: Higher residential densities are planned near commercial and institutional uses and along major transportation corridors. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods.



- Viability of natural systems: The city's Natural Resource maps are being updated for the River Terrace area to ensure that these areas are protected. The city's existing protection programs for natural resources will be extended to the newly mapped areas in River Terrace.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policy 15 is met.

**Chapter 5: Natural Resources and Historic Areas**

*Goal 5.1 Protect natural resources and the environmental and ecological functions they provide and, to the extent feasible, restore natural resources to create naturally functioning systems and high levels of biodiversity.*

**Policy 4** The City shall actively coordinate and consult with landowners, local stakeholders, and governmental jurisdictions and agencies regarding the inventory, protection, and restoration of natural resources.

**Policy 10** The City shall complete a baseline inventory of significant natural resources and update or improve it as necessary, such as at the time of Comprehensive Plan Periodic Review, changes to Metro or State programs, or to reflect changed conditions, circumstances, and community values.

FINDING: This CPA amends the city's Natural Resource maps to include the River Terrace plan area. The city will utilize the same natural resource protection programs as the rest of the city. Implementation of these programs will occur through the adoption of several inventories and maps that provide various levels of natural resource assessment and protection as well as development flexibility.

The River Terrace Community Plan addresses the city's Goal 5: Natural Resources and speaks to the city's coordination and inventory of significant natural resources in River Terrace.

- The Natural Resource maps proposed for adoption update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map, which was completed as part of the West Bull Mountain and River Terrace planning processes.
- The SWG, TAC, community, and outside agencies had an opportunity to review each map. Since the Natural Resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.

The River Terrace Addendum to the Transportation System Plan includes the following language on protection of natural resources:

- Street alignments and intersections should avoid and/or minimize impacts to identified natural resource areas whenever possible.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 5.1 Policies 4 and 10 are met.

## Chapter 6: Environmental Quality

### *Goal 6.1 Reduce air pollution and improve air quality in the community and region.*

**Policy 3**            **The City shall promote land use patterns, which reduce dependency on the automobile, are compatible with existing neighborhoods, and increase opportunities for walking, biking, and /or public transit.**

**Policy 6**            **The City shall encourage the maintenance and improvement of open spaces, natural resources, and the City’s tree canopy to sustain their positive contribution to air quality.**

FINDING:            The River Terrace Community Plan and maps, and the Transportation System Plan Addendum support the city’s adopted environmental quality goals and policies. Specifically:

- Land use patterns: The River Terrace Community Plan and Comprehensive Plan designations will allow for more intense urban land uses that reduce the dependency on the automobile and increase opportunities for walking, biking, and public transit. The Transportation System Plan Addendum identifies several multi-modal street and intersection improvements in and around the River Terrace area. The Walking and Biking Network, Figure 6 of the TSP Addendum illustrates the potential active transportation network for the River Terrace plan area. The emphasis of this network is on connecting residents to existing and future trails, as defined in the Metro Regional Trail and Greenways Plan, as well as key destinations within and near the River Terrace Community Plan area, including the neighborhood commercial area in the north and the future school in the south.
- Open spaces, natural resources, and tree canopy: This CPA updates the city’s Natural Resource maps for the River Terrace area, including the significant tree groves map. As discussed in Goal 8: Parks, Recreation, Trails and Open Space of the Community Plan, 65 acres of open space is proposed in River Terrace.

CONCLUSION:        Based on the above findings, Tigard Comprehensive Plan Goal 6.1 Policies 3 and 6 are met.

### *Goal 6.2 Ensure land use activities protect and enhance the community’s water quality.*

- Policy 3                    The City shall encourage the use of low impact development practices that reduce stormwater impacts from new and existing development.
- Policy 4                    The City shall protect, restore, and enhance, to the extent practical, the natural functions of stream corridors, trees, and water resources for their positive contribution to water quality.
- Policy 10                   The City shall continue to facilitate the extension of the City’s wastewater system to neighborhoods without service within the Tigard Urban Service Area, provided:  
A. properties benefiting from the extension pay their fair share of the cost; and  
B. annexation occurs prior to any property receiving service.

FINDING:                   River Terrace Community Plan Goal 11: Public Facilities and Services addresses planned infrastructure system improvements for stormwater and wastewater in River Terrace:

- A Stormwater Master Plan was created to manage stormwater in the River Terrace area. It recommends two water quality strategies: (1) Low Impact Development Approaches (LIDA) at a variety of scales, and (2) regional water quality facilities. The River Terrace Stormwater Master Plan has already been adopted.
- A River Terrace Sanitary Sewer Master Plan Addendum was developed to address sanitary sewer management for the River Terrace plan area. The River Terrace Sanitary Sewer Master Plan Addendum has already been adopted.

In addition, the River Terrace Community Plan aims to protect natural resources and preserve their aesthetic and environmental benefits. Natural resource protection will also be achieved through the development of effective stormwater management facilities that protect the community’s water supply and the health and function of stream corridors for habitat and recreation. For example, the River Terrace Stormwater Master Plan contains goals to restore and enhance vegetative corridors, protect water quality, preserve existing hydrology, preserve existing mature vegetation, and more.

This CPA also updates the city’s Natural Resource maps for the River Terrace area in order to implement the city’s current protection and incentive programs to retain and protect the city’s natural resources.

CONCLUSION:            Based on the above findings, Tigard Comprehensive Plan Goal 6.2 Policies 3, 4 and 10 are met.

**Chapter 7: Hazards**

*Goal 7.1 Protect people and property from flood, landslide, earthquake, wildfire, and severe weather hazards.*

Policy 3                    The City shall coordinate land use and public facility planning with

public safety providers (law enforcement, fire safety, and emergency service providers) to ensure their capability to respond to hazard events.

FINDING: The city's public safety providers (law enforcement and Tualatin Valley Fire and Rescue) served as members of the Technical Advisory Committee for this project. The Community Plan and River Terrace Addendum to the Transportation System Plan identify future connections needed to ensure these providers are capable of responding to future hazard events. These connections are intended to provide local and emergency vehicle access within and between new and existing neighborhoods.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 7.1 Policy 3 is met.

### Chapter 8: Parks, Recreation, Trails, and Open Space

*Goal 8.1 Provide a wide variety of high quality park and open spaces for all residents, including both:*

- A. developed areas with facilities for active recreation; and*
- B. undeveloped areas for nature-oriented recreation and the protection and enhancement of valuable natural resources within the parks and open space system.*

**Policy 3** The City shall seek to achieve or exceed the ideal park service level standard of 11.0 acres of parkland per thousand population.

**Policy 4** The City shall endeavor to develop neighborhood parks [or neighborhood park facilities within other parks, such as a linear park] located within a half mile of every resident to provide access to active and passive recreation opportunities for residents of all ages.

**Policy 19** The City shall seek to establish and manage a fully functional urban forest.

FINDING: River Terrace Community Plan Goal 8: Parks, Recreation, Trails, and Open Space supports the city's adopted park goals and policies. No new goals or policies are needed to implement the park recommendations for River Terrace.

The city's adopted Level of service (LOS) standards for parks were used in planning for the River Terrace. Community Plan Table 5-2 describes River Terrace park standards, needs, and recommendations. Overall, the city is proposing to exceed the city's (updated) core standard by over 37 acres. The full range of park types is envisioned in River Terrace to provide access for both active and passive recreation. In lieu of identifying specific park locations, parks are conceptually located within service areas to show where community and neighborhood parks would be needed to meet LOS standards and achieve the goal of having an equitable distribution of parks in the area.

Additionally, adoption of the proposed River Terrace Community Plan and Significant Tree Groves map will extend the city's urban forestry program to River Terrace. The River Terrace area has nine significant tree grove sites totaling 61 acres.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 8.1 Policies 3, 4 and 19 are met.

**Goal 8.2** *Create a Citywide network of interconnected on- and off-road pedestrian and bicycle trails.*

**Policy 1** **The City shall create an interconnected regional and local system of on- and off-road trails and paths that link together neighborhoods, parks, open spaces, major urban activity centers, and regional recreational opportunities utilizing both public property and easements on private property.**

FINDING: The River Terrace Community Plan addresses trails in two sections - Goal 8: Parks, Recreation, Trails, and Open Space and Goal 12: Transportation. As stated in the Community Plan, the River Terrace Transportation System Plan Addendum envisions a comprehensive trail system for pedestrians and cyclists that links the many existing natural resources areas, proposed parks, future schools and services, and other planned regional trails in the area. The trail system is consistent with the River Terrace Park System Master Plan Addendum, the city's Strategic Plan for walkability, and the Metro Regional Trails and Greenways Plan.

The River Terrace Community Plan shows trails more specifically located than parks. The River Terrace Trail, whose design has been uniquely integrated with the main North-South Collector Street known as River Terrace Boulevard was planned, in part, to complement Metro's Westside Trail.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 8.2 Policy 1 is met.

## **Chapter 10: Housing**

**Goal 10.1** *Provide opportunities for a variety of housing types at a range of price levels to meet the diverse housing needs of current and future City residents.*

**Policy 1** **The City shall adopt and maintain land use policies, codes, and standards that provide opportunities to develop a variety of housing types that meet the needs, preferences and financial capabilities of Tigard's present and future residents.**

**Policy 2** **The City's land use program shall be consistent with applicable state and federal laws.**

FINDING: The River Terrace Community Plan addresses the city's Goal 10: Housing for River Terrace. The Community Plan supports the city's adopted housing goals and policies. Almost 97% of the buildable land in River Terrace is proposed for new housing.

River Terrace stakeholders prioritized a range of residential densities to provide diverse housing types, a variety of housing choices, and integration with existing adjacent Bull Mountain neighborhoods when designing the land use framework for River Terrace. The proposed land uses meet state and Metro requirements for density and the opportunity for attached housing.

The city's existing affordable housing program will apply to River Terrace. Updates to the citywide program are expected in 2015.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 10.1 Policies 1 and 2 are met.

*Goal 10.2 Maintain a high level of residential livability.*

**Policy 2** The City shall seek to provide multi-modal transportation access from residential neighborhoods to transit stops, commercial services, employment, and other activity centers.

**Policy 5** The City shall encourage housing that supports sustainable development patterns by promoting the efficient use of land, conservation of natural resources, easy access to public transit and other efficient modes of transportation, easy access to services and parks, resource efficient design and construction, and the use of renewable energy resources.

**Policy 6** The City shall promote innovative and well-designed housing development through application of planned developments and community design standards for multi-family housing.

**Policy 7** The City shall ensure that residential densities are appropriately related to locational characteristics and site conditions such as the presence of natural hazards and natural resources, availability of public facilities and services, and existing land use patterns.

**Policy 8** The City shall require measures to mitigate the adverse impacts from differing, or more intense, land uses on residential living environments, such as:  
A. orderly transitions from one residential density to another;  
B. protection of existing vegetation, natural resources and provision of open space areas; and  
C. installation of landscaping and effective buffering and screening.

FINDING: This CPA, through the River Terrace Community Plan and TSP Addendum, proposes a multi-modal transportation system that is designed to connect River Terrace to existing and future neighborhoods, services, parks, schools

and regional destinations through a hierarchy of streets and trails that provide residents and visitors with convenient, safe and comfortable travel options. This network of multi-modal streets conforms to the rolling topography, builds upon and connects to existing streets in the area, and effectively balances safety, comfort and mobility.

The Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors in order to reduce dependency on vehicles. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods. The River Terrace Community plan encourages the co-location of land uses (e.g. parks and trails), public facilities (e.g. stormwater facilities and pump stations), and natural resource areas to maximize the efficient use of land and to create opportunities for community amenities.

The city's current development code, specifically relating to buffering and screening, will apply to the River Terrace area ensuring orderly transition of residential densities. The city's current Planned Development regulations will also apply to River Terrace. The city intends to propose changes to the Planned development code to implement the River Terrace Community Plan. These amendments are anticipated to be reviewed by Planning Commission and Council in February 2015.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 10.2 Policies 2, 5, 6, 7 and 8 are met.

## **Chapter 11: Public Facilities and Services**

*Goal 11.1 Develop and maintain a stormwater system that protects development, water resources, and wildlife habitat.*

- Policy 1**            **The City shall require that all new development:**  
**A. construct the appropriate stormwater facilities or ensure construction by paying their fair share of the cost;**  
**B. comply with adopted plans and standards for stormwater management; and**  
**C. meet or exceed regional, state, and federal standards for water quality and flood protection.**
- Policy 2**            **The City shall continue to collaborate with Clean Water Services in the planning, operation, and maintenance of a comprehensive stormwater management system.**
- Policy 3**            **The City shall require the stormwater management system to comply with all applicable federal, state, and regional regulations and programs.**
- Policy 6**            **The City shall maintain streams and wetlands in their natural state, to**

the extent necessary, to protect their stormwater conveyance and treatment functions.

**Policy 7**                    **The City shall encourage low impact development practices and other measures that reduce the amount of, and/or treat, stormwater runoff at the source.**

**Policy 8**                    **The City shall develop sustainable funding mechanisms:**  
**A. for stormwater system maintenance;**  
**B. to improve deficiencies within the existing system; and**  
**C. to implement stormwater system improvements identified in the Capital Improvement Plan.**

**FINDING:**                    Community Plan Goal 11: Public Facilities and Services addresses stormwater management in River Terrace. The River Terrace Stormwater Master Plan, and by extension, the River Terrace Community Plan support the city's adopted stormwater management goals and policies.

- The River Terrace Stormwater Master Plan and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11.
- The strategies recommended in the River Terrace Stormwater Master Plan are based upon Clean Water Services (CWS) Design and Construction Standards and the CWS Low Impact Development Approaches (LIDA) Handbook. In addition, it reflects the city's intention to adopt new design standards for the River Terrace area in collaboration with CWS on or before the adoption of the Community Plan.
- There are two water quality strategies recommended in River Terrace: (1) Low Impact Development Approaches (LIDA) at a variety of scales, and (2) regional water quality facilities that offer community benefits in addition to stormwater management
- The River Terrace Stormwater Master Plan has already been adopted.

**CONCLUSION:**            Based on the above findings, Tigard Comprehensive Plan Goal 11.1 Policies 1, 2, 3, 6, 7 and 8 are met.

*Goal 11.2 Secure a reliable, high quality, water supply to meet the existing and future needs of the community.*

**Policy 2**                    **The City shall develop and maintain a water system master plan to coordinate the improvement and expansion of Tigard Water Service Area infrastructure to serve current and projected demand.**

**FINDING:**                    Community Plan Goal 11: Public Facilities and Services addresses water supply and distribution in River Terrace. The River Terrace Water System Master Plan Addendum and, by extension, the River Terrace Community Plan support the city's adopted water supply goals and policies.

- The city's Water System Master Plan (WSMP) addresses water supply capacity needs and guides water system infrastructure improvements



in the Tigard Water Service Area.

- The River Terrace Water System Master Plan Addendum has already been adopted.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 11.2 Policy 2 is met.

*Goal 11.3 Develop and maintain a wastewater collection system that meets the existing and future needs of the community.*

**Policy 1**                    **The City shall require that all new development:**  
**A. connect to the public wastewater system and pay a connection fee;**  
**B. construct the appropriate wastewater infrastructure; and**  
**C. comply with adopted plans and standards for wastewater management.**

**Policy 2**                    **The City shall continue to collaborate with Clean Water Services in the planning, operation, and maintenance of a comprehensive wastewater management system for current and projected Tigard residents.**

**Policy 3**                    **The City shall require the wastewater management system to comply with all applicable federal, state, and regional regulations and programs.**

FINDING:                    Community Plan Goal 11: Public Facilities and Services addresses sanitary sewer management in River Terrace. The River Terrace Sanitary Sewer Master Plan Addendum and, by extension, the River Terrace Community Plan support the city's adopted sanitary sewer goals and policies.

- The River Terrace Sanitary Sewer Master Plan Addendum and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11.
- The River Terrace Sanitary Sewer Master Plan Addendum addresses sanitary sewer management for the River Terrace plan area.
- The River Terrace Sanitary Sewer Master Plan Addendum has already been adopted.

CONCLUSION:              Based on the above findings, Tigard Comprehensive Plan Goal 11.3 Policies 1, 2 and 3 are met.

*Goal 11.4      Maintain adequate public facilities and services to meet the health, safety, education, and leisure needs of all Tigard residents.*

**Policy 1**                    **The City shall support the provision of accessible public facilities and services through ensuring adequate administrative and general governance services.**

**Policy 5**                    **The City shall work in conjunction with partner agencies and districts in the planning and locating of their new facilities.**

**Policy 7**                    **The City shall coordinate with the school districts to address capacity needs associated with population growth.**

**FINDING:**                    The River Terrace Community Plan, in conjunction with the River Terrace Funding Strategy, provides a framework for urban development through the timely, orderly and efficient provision of public facilities and services in River Terrace. The city worked with agencies including, but not limited to, Clean Water Services, Washington County, the Tigard Tualatin School District, and the City of Beaverton on planning for public facilities. This collaboration with other agencies will continue into the future as River Terrace develops.

**CONCLUSION:**              Based on the above findings, Tigard Comprehensive Plan Goal 11.4 Policies 1, 5 and 7 are met.

**Chapter 12: Transportation**

*Goal 12.1      Develop mutually supportive land use and transportation plans to enhance the livability of the community.*

**Policy 1**                    **The City shall plan for a transportation system that meets current community needs and anticipated growth and development.**

**Policy 3**                    **The City shall maintain and enhance transportation functionality by emphasizing multi-modal travel options for all types of land uses.**

**Policy 4**                    **The City shall promote land uses and transportation investments that promote balanced transportation options.**

**Policy 5**                    **The City shall develop plans for major transportation corridors and provide appropriate land uses in and adjacent to those corridors.**

**Policy 6**                    **The City shall support land use patterns that reduce greenhouse gas emissions and preserve the function of the transportation system.**

**Policy 7**                    **The City shall strive to protect the natural environment from impacts derived from transportation facilities.**

**Policy 9**                    **The City shall coordinate with private and public developers to provide access via a safe, efficient, and balanced transportation system.**

**FINDING:**                    River Terrace Community Plan Goal 12: Transportation addresses transportation planning for the River Terrace area. The River Terrace Transportation System Plan (TSP) Addendum and, by extension, the River Terrace Community Plan support the city’s adopted transportation goals and policies.

- Land use was a key factor in development of the River Terrace TSP Addendum. The impact of the increased vehicle trip generation on

the surrounding transportation system, as a result of the recommended land uses, was evaluated through the year 2035. The highest level of potential development for the River Terrace area (2,587 households and 149 employees) was assumed. The result is a set of transportation improvements and standards that updates the Tigard TSP for the River Terrace area.

- The streets in River Terrace are designed to accommodate all modes of travel for users of all ages and abilities where possible. They are also designed to safely connect people to where they need to go, providing residents and visitors with a number of travel choices to their destinations. The streets are also envisioned to be more than just places for automobile travel, recognizing that they are also where people gather, walk, bike, access transit, and park their vehicles.
- Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors to reduce dependency on vehicles.
- The TSP Addendum envisions a comprehensive trail system for pedestrians and cyclists that links the many existing natural resource areas, proposed parks, future schools and services, and other planned regional trails in the area.
- The TSP Addendum recognizes that street alignments and intersections should avoid and/or minimize impacts to identified natural resource areas wherever possible.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.1 Policies 1, 3, 4, 5, 6, 7 and 9 are met.

*Goal 12.2 Develop and maintain a transportation system for the efficient movement of people and goods.*

**Policy 3**                    **The City shall design streets to encourage a reduction in trip length by improving arterial, collector, and local street connections.**

**Policy 4**                    **The City shall design arterial routes, highway access, and adjacent land uses in ways that facilitate the efficient movement of people, goods and services.**

**Policy 6**                    **The City shall develop and maintain an efficient arterial grid system that provides access within the City, and serves through traffic in the City.**

FINDING:                    The River Terrace Community Plan acknowledges that the existing major streets in and around River Terrace serve an important regional through-travel function and will benefit new residents by connecting them to regional destinations. The following streets in/near the River Terrace area are classified as arterials: Beef Bend Road, Roy Rogers Road, and Scholls Ferry Road. These streets serve the highest volume of motor vehicle traffic and are expected to be utilized for longer distance regional trips.

In addition to connecting to existing major streets, the River Terrace TSP Addendum also proposes connections to existing local streets located to the east of River Terrace in existing Bull Mountain neighborhoods. These connections are consistent with the city's existing transportation policies on connectivity for reducing trip length, providing an efficient transportation network, and maximizing the investment in the existing transportation system.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.2 Policies 3, 4 and 6 are met.

*Goal 12.3 Provide and accessible, multi-modal transportation system that meets the mobility needs of the community.*

**Policy 4**            **The City shall support and prioritize bicycle, pedestrian, and transit improvements for transportation disadvantaged populations who may be dependent on travel modes other than private automobile.**

**Policy 5**            **The City shall develop and maintain neighborhood and local connections to provide efficient circulation in and out of the neighborhoods.**

**Policy 8**            **The City shall design all projects on Tigard city streets to encourage pedestrian and bicycle travel.**

**Policy 10**           **The City shall require and/or facilitate the construction of off-street trails to develop pedestrian and bicycle connections that cannot be provided by a street.**

**Policy 11**           **The City shall require appropriate access to bicycle and pedestrian facilities for all schools, parks, public facilities, and commercial areas.**

FINDING:            The River Terrace Community Plan envisions an interconnected network of multi-modal streets, one that conforms to the rolling topography and builds upon and connects with the existing streets in the area. The streets are designed to accommodate all modes of travel for users of all ages and abilities where possible. They are also designed to safely connect people to where they need to go, providing residents and visitors with a number of travel choices to their destinations. Connections to existing streets in adjacent Bull Mountain neighborhoods to the east will improve street connectivity in the area.

Residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas—improving the overall health and livability of the neighborhood.

River Terrace has many stream corridors and the potential for many neighborhood and community parks. To best serve the needs of future

residents to travel to these scenic, natural, and recreational areas, a high quality network of low-stress pedestrian and bicycle facilities is envisioned. For pedestrians, sidewalks will be required on all future streets. For bicyclists, dedicated facilities will vary based on the street classification. Arterial and collector streets will have either bike lanes or shared use paths, with consideration for a buffered bike lane or cycle track along Roy Rogers Road.

Additionally, the pedestrian and bicycle facilities in River Terrace are planned to be fully integrated with the existing trail and bikeway network and the planned active transportation projects in the Metro Regional Trail and Greenways Plan. These measures will help ensure that future River Terrace residents will be able to access goods and services on foot and by bicycle, both within and outside of the area.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.3 Policies 4, 5, 8, 10 and 11 are met.

*Goal 12.4 Maintain and improve transportation system safety.*

**Policy 1** The City shall consider the intended uses of a street during the design to promote safety, efficiency, and multi-modal needs.

**Policy 2** The City shall coordinate with appropriate agencies to provide safe, secure, connected, and desirable pedestrian, bicycle, and public transit facilities.

FINDING: The River Terrace Community Plan and TSP Addendum state that residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas—improving the overall health and livability of the neighborhood.

For pedestrians, sidewalks will be required on all future streets. For bicyclists, dedicated facilities will vary based on the street classification. Arterial and collector streets will have either bike lanes or shared use paths, with consideration for a buffered bike lane or cycle track along Roy Rogers Road.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.4 Policies 1 and 2 are met.

*Goal 12.5 Coordinate planning, development, operation, and maintenance of the transportation system with appropriate agencies.*

**Policy 1** The City shall coordinate and cooperate with adjacent agencies and service providers—including Metro, TriMet, ODOT, Washington County, and neighboring cities—when appropriate, to develop transportation projects which benefit the region as a whole, in addition

to the City of Tigard.

FINDING: The transportation projects listed in the TSP Addendum were created with guidance from the Technical Advisory Committee (TAC). The TAC included members from Metro, Oregon Department of Transportation, the City of Beaverton, and Washington County, as well as other affected agencies and jurisdictions.

The City sent out a request for comments on the proposed amendment to all potentially affected jurisdictions and agencies. All were given 14 days to respond. Any comments that were received are addressed in Section VII of this Staff Report.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.5 Policy 1 is met.

### **Chapter 13: Energy Conservation**

#### ***Goal 13.1 Reduce energy consumption.***

**Policy 1** The City shall promote the reduction of energy consumption associated with vehicle miles traveled through:

- A. land use patterns that reduce dependency on the automobile;**
- B. public transit that is reliable, connected, and efficient; and**
- C. bicycle and pedestrian infrastructure that is safe and well connected.**

FINDING: This CPA supports the city's adopted energy conservation goals and policies. No new goals or policies are being proposed.

The River Terrace Community Plan and TSP Addendum envision that residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas.

The Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors, potentially reducing vehicle dependency making transit a viable option in the future.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 13.1 Policy 1 is met.

### **Chapter 14: Urbanization**

***Goal 14.1 Provide and/or coordinate the full range of urban level services to lands and citizens within the Tigard City Limits.***

**Policy 1**                    The City shall only approve the extension of City services:  
A. where applications for annexation for those properties have been approved; or  
B. in circumstances where applicable state and county health agencies have declared a potential or imminent health hazard pursuant to ORS 431.705 to 431.760 (Health Hazard Annexation or Service District Formation); or  
C. as outlined in the intergovernmental agreement regarding water provision within the Tigard Water Service Area.

**Policy 3**                    The City shall, as needed, coordinate and/or participate in planning activities or development decisions within the Tigard Urban Services Area.

**FINDING:**                Community Plan Goal 14: Urbanization addresses the city’s urbanization policies for River Terrace.

- The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively provide for the orderly and efficient transition of River Terrace from rural to urban land use. These plans are consistent with Metro Functional Plan Titles 11 and 14 and Statewide Planning Goal 14 for accommodating future population growth, ensuring the efficient use of land and creating livable communities.
- The Community Plan also meets Metro Functional Plan Title 11 and Statewide Planning Goal 11 requirements for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 14.1 Policies 1 and 3 are met.

**Goal 14.2**                *Implement the Tigard Urban Services Agreement through all reasonable and necessary steps, including the appropriate annexation of unincorporated properties.*

**Policy 6**                    The City shall periodically update and/or amend its Public Facility Plan to ensure the predictable and logical provision of urban services for areas anticipated to be within the Tigard city limits.

**FINDING:**                This CPA updates the transportation section of the Public Facility Plan through incorporating the River Terrace TSP Addendum. The River Terrace TSP Addendum is an update to the adopted plan and ensures the most reliable, up-to-date information, is being used to plan for the community’s transportation needs into the future. The River Terrace TSP Addendum also ensures compliance with Oregon Administrative Rule 660-012, which governs transportation system development in the state and requires conformance with the Regional Transportation Plan.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 14.2 Policy 6 is met.

## APPLICABLE METRO REGULATIONS

### Urban Growth Management Functional Plan

**Title 1 Housing Capacity - The Regional Framework Plan calls for a compact urban form and a “fair-share” approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity.**

FINDING: Title 1 facilitates the efficient use of land within the Urban Growth Boundary (UGB). This Title requires cities and counties to determine their capacity for housing and adopt minimum density requirements. Title 1 also requires cities and counties to report changes in capacity annually to Metro.

This amendment (CPA2014-00001) adopts the River Terrace Community Plan, Comprehensive Plan designations, Natural Resource maps and a River Terrace Transportation System Plan Addendum, which was completed following the rules outlined in OAR 660, Division 7. The amendment sets policy related to a 20-year supply of land and does not affect compliance with Title 1.

Both Metro and Oregon Department of Land Conservation and Development staff were provided the opportunity to review and comment on all work leading up to the documents proposed for adoption as members of the Technical Advisory Committee.

CONCLUSION: Based on the above findings, Metro’s Urban Growth Management Functional Plan Title 1 is met.

**Title 3 Water Quality and Flood Management - To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.**

FINDING: Metro’s Title 3 requires that cities and counties adopt provisions that protect life and property from flooding. The Natural Resource maps proposed for adoption update existing city maps that regulate wetland and riparian areas in the River Terrace area. Detailed inventory work was required to update each map and was completed as part of the West Bull Mountain and River Terrace planning processes. By adopting wetland and riparian area maps for River Terrace and applying the city’s Sensitive Lands regulations to the area, the city is ensuring that River Terrace is in compliance with Title 3.



CONCLUSION: Based on the above findings, Metro's Urban Growth Management Functional Plan Title 3 is met.

**Title 11**                    **Planning for New Urban Areas - The Regional Framework Plan calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.**

FINDING: This CPA meets the requirements of Metro Functional Plan Title 11 for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively provide for the orderly and efficient transition of River Terrace from rural to urban land use. These plans are consistent with Metro Functional Plan Titles 11 and 14 and Statewide Planning Goal 14 for accommodating future population growth, ensuring the efficient use of land and creating livable communities. They also further the city's goal of facilitating development in River Terrace in a way that results in high-quality development, natural resource protection and the provision of essential public facilities and services in a coordinated, logical and fiscally sound manner.

CONCLUSION: Based on the above findings, Metro's Urban Growth Management Functional Plan Title 11 is met.

**Title 13**                    **Nature in Neighborhoods - The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.**

FINDING: By expanding the city's natural resource program to include the River Terrace area, the city is ensuring that River Terrace is in compliance with Title 13. River Terrace will utilize the same natural resource protection programs as the rest of the city. Implementation of these programs will occur through the adoption of several inventories and maps that provide various levels of natural resource assessment and protection as well as development flexibility.

The River Terrace Community Plan addresses natural resources and speaks to the city's coordination and inventory of significant natural resources in River Terrace.

- The Natural Resource maps proposed for adoption update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map and completed as part of the West Bull Mountain and River Terrace planning processes.
- The SWG, TAC, community, and outside agencies had an opportunity to review each map. Since the natural resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.

CONCLUSION: Based on the above findings, Metro's Urban Growth Management Functional Plan Title 13 is met.

#### THE STATEWIDE PLANNING GOALS AND GUIDELINES ADOPTED UNDER OREGON REVISED STATUTES CHAPTER 197

The city's Comprehensive Plan incorporated the Statewide Planning Goals and was acknowledged by the state as being in compliance with state law; therefore, the Statewide Goals are addressed under the Comprehensive Plan Policies Sections. The following Statewide Planning Goals are applicable:

Goal 1: Citizen Involvement; Goal 2: Land Use Planning; Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6: Air, Water and Land Resources Quality; Goal 7: Areas subject to Natural Hazards; Goal 8: Recreational Needs; Goal 10: Housing; Goal 11: Public Facilities and Services; Goal 12: Transportation; Goal 13: Energy Conservation; Goal 14: Urbanization.

#### **SECTION VI. ADDITIONAL CITY STAFF COMMENTS**

**Tigard Police Department, (Jim Wolf, 503-718-2561)** had an opportunity to review this proposal and provided comments regarding the importance of connectivity. Mr. Wolf stated that street connectivity provides for efficient police travel and response times to emergencies. However, he also noted that connectivity may also provide criminals with more ways to flee the scene of a crime as well as result in increased traffic volume and unlawful speeds on certain streets.

**The City of Tigard's Current Planning Division, Administrative Department, Development Services Division (Engineering), and Public Works Department** had an opportunity to review this proposal and had no objections. Numerous staff from the Finance and Public Works Departments were involved throughout the entire planning process, including sitting on the project's Technical Advisory Committee.

## SECTION VII. OUTSIDE AGENCY COMMENTS

The following agencies/jurisdictions had an opportunity to review this proposal and did not respond:

**City of King City**  
**Metro Land Use and Planning**  
**Oregon Department of Environmental Quality**  
**Oregon Department of Fish and Wildlife**  
**Oregon Division of State Lands**  
**Oregon Public Utilities Commission**  
**US Army Corps of Engineers**  
**Century Link**  
**Clean Water Services**  
**Comcast Cable**  
**Metro Area Communications Commission**  
**NW Natural**  
**Portland General Electric**  
**Tigard Tualatin School District #23J**  
**Tualatin Valley Fire and Rescue**  
**Tri-Met**  
**Verizon**

**City of Beaverton** had an opportunity to review this proposal and had no objections. They expressed appreciation for having the opportunity to coordinate the River Terrace and South Cooper Mountain projects.

**Beaverton School District #48** had an opportunity to review this proposal and provided comments expressing support for the adoption of the River Terrace Community Plan. The District acknowledges the importance of providing safe pedestrian and vehicle access to the future high school site. The District appreciates the fact that the River Terrace transportation proposal incorporates pedestrian trails.

**Washington County, Department of Land Use and Transportation** had an opportunity to review this proposal and provided comments regarding the level of detail on several transportation improvements on county roads identified in the River Terrace Community Plan and River Terrace Addendum to the Transportation System Plan. Washington County agreed that it was prudent to delay the adoption of zoning districts.

**Oregon Department of Land Conservation and Development** had an opportunity to review this proposal and provided comments stating that the River Terrace Community Plan should address the requirements of the Metropolitan Housing Rule. In addition, it was noted that improvements or extensions to county roads outside the Urban Growth Boundary cannot be “planned.” It was advised to identify these roads as “conceptual” or “recommended”.

**Oregon Department of Transportation, Region 1** had an opportunity to review this proposal and provided a clarification to the River Terrace Addendum to the Transportation System Plan stating that for projects listed in Table 6, ODOT is the jurisdiction that owns part of the listed intersections, but is not responsible for, and has not committed to funding the listed

improvements. ODOT also provided a few additions and clarifications to the Recommended Action Measures for Transportation (page 8-5) in the River Terrace Community Plan.

The River Terrace Community Plan and River Terrace Transportation System Plan Addendum have subsequently been modified in response to these comments.

## **SECTION VIII. PUBLIC COMMENTS**

The Planning Commission received and considered both written and oral comments from residents and stakeholders as part of their deliberations on November 17, 2014.

Written comments were submitted by the following interested parties:

- Marc Butorac and Kelly Laustsen; Kittelson & Associates, letter dated Sep 4, 2014
- Don Hanson; Otak, letter dated Oct 31, 2014
- Jamie Stasny; Metropolitan Land Group, letter Oct 31, 2014
- Andrea Bonard, letter dated Nov 14, 2014
- Barbara and Steve Jacobson, letter dated Nov 14, 2014
- Alita Anne and Michael McCleskey, letter dated Nov 15, 2014
- Daniel and Pat Knox, email dated Nov 17, 2014
- Fred Gast; Polygon Northwest, letter dated Nov 15, 2014
- Kelly S. Hossaini; Miller Nash, LLP, letter dated Nov 17, 2014

Oral comments were submitted by the following individuals:

- Don Hanson; Otak
- Christopher Brehmer; Kittelson & Associates
- Kelly S. Hossaini; Miller Nash, LLP
- Jamie Stasny; Metropolitan Land Group
- Jim Lange; Pacific Community Design
- Barbara and Steve Jacobson; 15915 SW 150th Avenue, Tigard, OR 97224
- Alita Anne and Michael McCleskey; 15590 SW April Lane, Tigard, OR 97224

Listed below are the main highlights from the oral and written comments received. The full text of all comments can be found in the project file and Planning Commission minutes of November 17, 2014.

- River Terrace Boulevard is too expensive and too wide:
  - The design should be revised to reduce cost.
  - Design flexibility is needed along the entire length to respond to land uses, topography, and stream crossings.
  - The concept design illustration should be removed to eliminate the expectation that the full cross section will be built in all locations.
  - Minimum and standard cross sections should be developed and shown alongside the full cross section.

- The easternmost segment of the River Terrace Trail should be relocated or revised to show a less specific alignment.
- The 161st Avenue extension project should be added to the near-term TSP project list to facilitate access to the school property.
- The River Terrace Community Plan map should not show specific street alignments or intersection treatments. In the alternative, it should include the same design flexibility language as the Transportation System Plan (TSP) map.

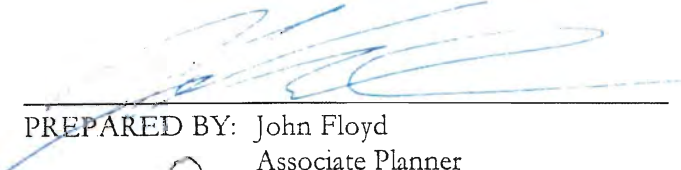
The Planning Commission was presented copies of all written comments and heard all oral testimony before rendering four unanimous motions to recommend approval of the River Terrace Community Plan, updates to the Comprehensive Plan Designations Map and Natural Resource Maps, and the River Terrace Addendum to the city's Transportation System Plan (TSP). Commissioners supported keeping the River Terrace Boulevard illustration and the River Terrace Trail alignment in the Community Plan and TSP in part due to allowances for design and alignment flexibility already contained in the proposed amendments. Commissioners also preferred to leave the 161st Avenue extension off the TSP near-term project list, as it is atypical for a Neighborhood Route to be publicly funded. Overall, the Planning Commission found the project to meet all relevant approval criteria pertaining to the issues raised by the public.

**SECTION IX. CONCLUSION**

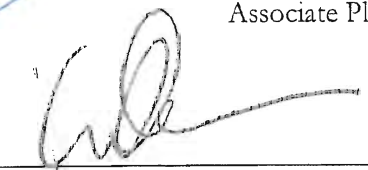
The proposed changes comply with the applicable Statewide Planning Goals, applicable regional, state and federal regulations, the Tigard Comprehensive Plan, and applicable provisions of the City's implementing ordinances.

Therefore, the Planning Commission recommends that the City Council adopt by ordinance a Comprehensive Plan Amendment that adopts all of the following documents as determined through the public hearing process:

1. River Terrace Community Plan and associated amendments to the Comprehensive Plan Designations Map and Natural Resource Maps; and
2. River Terrace Addendum to the city's Transportation System Plan.

  
 PREPARED BY: John Floyd  
 Associate Planner

December 2, 2014  
 DATE

  
 APPROVED BY: Kenny Asher  
 Community Development Director

December 2, 2014  
 DATE

AIS-1850

6.

**Business Meeting**

**Meeting Date:** 12/16/2014

**Length (in minutes):** 75 Minutes

**Agenda Title:** Public Hearing - Ordinances Adopting the River Terrace Community Plan, Comprehensive Plan Map Updates, and Transportation System Plan

**Prepared For:** Susan Shanks

**Submitted By:** Debbie Smith-Wagar  
Financial and Information Services

**Item Type:** Motion Requested                      **Meeting Type:** Council  
Ordinance    Business  
Public Hearing - Legislative                      Meeting -  
Main

**Public Hearing**                                      Yes

**Newspaper Legal Ad Required?:**

**Public Hearing Publication**                      10/30/2014

**Date in Newspaper:**

**Information**

**ISSUE**

Shall the City Council approve a package of comprehensive plan amendments (CPA2014-00001) to adopt the River Terrace Community Plan, updates to the city's Comprehensive Plan Designations Map and Natural Resource Maps, and a River Terrace Addendum to the city's Transportation System Plan?

**STAFF RECOMMENDATION / ACTION REQUEST**

Staff recommends approval of two ordinances that together adopt the amendments proposed in CPA2014-00001.

**KEY FACTS AND INFORMATION SUMMARY**

Council is being asked to consider a combined package of Comprehensive Plan Amendments necessary to complete the River Terrace planning process. Attachment 3 includes an Ordinance for the adoption of the River Terrace Community Plan and updates to four existing Comprehensive Plan maps pertaining to land use and natural resource designations. Attachment 4 includes an Ordinance for the adoption of the River Terrace Transportation System Plan Addendum.

These documents are being presented as a single package, rather than as separate elements, because all of these documents may only be changed through the Comprehensive Plan

Amendment process, which requires specific actions by the Planning Commission and Council. A description of each document is provided below.

The River Terrace Community Plan is a long range planning document designed to supplement the Tigard Comprehensive Plan. This means that development in River Terrace will be subject to all the goals and policies of the Comprehensive Plan just like any other neighborhood in the city. Development will also be guided by the specific vision contained in the Community Plan as the area transitions from rural to urban land use to accommodate needed housing in the region. The River Terrace Community Plan is the result of many years of analysis and visioning by the community, City of Tigard leadership and staff, Washington County leadership and staff, and numerous partner agencies.

In order to implement various aspects of the River Terrace Community Plan, updates to several existing city maps are needed. Updating the Comprehensive Plan Designations Map will apply new land use designations to properties within River Terrace that meet Metro's residential density requirements and support the community's land use vision for this area. Updating the city's existing maps that pertain to significant tree groves, habitat conservation areas, and wetland and riparian areas will apply new resource designations to properties within River Terrace, thereby extending the city's existing protections and incentives to these areas.

The River Terrace Transportation System Plan (TSP) Addendum is the fifth and final infrastructure master plan to be adopted as part of the River Terrace community planning process. It appends the existing City of Tigard TSP, which was last updated in 2010. The city's TSP, and by extension the proposed Addendum, serves as a long-range guide for transportation investments by incorporating the vision of the community into an equitable and efficient transportation system that balances the needs of pedestrians, cyclists, drivers, transit users and freight carriers. To that end, the River Terrace TSP Addendum envisions a network of multi-modal streets that connects residents to trails, schools, parks and services. One that conforms to the rolling topography, builds upon and connects to existing streets in the area, and effectively balances safety, comfort and mobility.

This entire Comprehensive Plan Amendment package was presented to the Planning Commission at a public hearing on November 17, 2014. Public testimony was received and considered by the Planning Commission as part of their deliberations. (See Attachment 5 for all written comments submitted to the Planning Commission for their consideration.) At the conclusion of their deliberations, the Planning Commission made a unanimous recommendation to the City Council that the entire package of amendments be approved and adopted without any changes. (See Attachment 1 for the Planning Commission's full recommendation to Council.)

See Attachment 2 for a memorandum that summarizes clarifying changes to be made to these documents that are being proposed by the project team subsequent to the Planning Commission's recommendation and based on verbal and written testimony received before and during the November 17 hearing. The majority of these changes involve minor additions, rather than deletions or revisions, in an effort to make these documents as clear and complete

as possible. The most substantive change involves revisions to the River Terrace Boulevard cost estimate as provided in the River Terrace TSP Addendum (Project ID 5, 6 and 7 in Table 5). After reviewing detailed design and cost estimate information from three engineering firms, namely Otak Inc., SFA Design Group LLC, and Pacific Community Design, the project team reduced the costs estimates for River Terrace Boulevard by \$16 Million.

In summary, the city signed an intergovernmental agreement (IGA) with Washington County in 2012 whereby it agreed to complete the public facility and land use planning process for this area. The city was awarded Construction Excise Tax (CET) grant money for the same purpose. Adoption of this Comprehensive Plan Amendment package will satisfy the city's IGA and grant obligations and further the city's goal of facilitating development in River Terrace.

### **OTHER ALTERNATIVES**

Council could choose to not approve the ordinances and not adopt the River Terrace Community Plan, updates to the city's Comprehensive Plan Designations Map and Natural Resource Maps, and a River Terrace Addendum to the city's Transportation System Plan. In the alternative, Council could choose to direct staff to make modifications to any or all of these documents.

### **COUNCIL OR CCDA GOALS, POLICIES, MASTER PLANS**

River Terrace Community Plan  
River Terrace Transportation System Plan Addendum

### **DATES OF PREVIOUS CONSIDERATION**

Council approved the contract for the River Terrace Community Plan on June 25, 2013. The project team presented the River Terrace Transportation System Plan Addendum to Council on June 17, 2014.

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#### **Fiscal Impact**

**Cost:** \$121 Million

**Budgeted (yes or no):** No

**Where Budgeted (department/program):** N/A

#### **Additional Fiscal Notes:**

The River Terrace Funding Strategy, which Council will consider in a separate action, contains a strategy for funding River Terrace transportation projects over the next 20 years.

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#### **Attachments**

[Planning Commission Transmittal Memo](#)

[Summary of Plan Changes Memo](#)

[RTCP & Maps Ordinance and Exhibits](#)

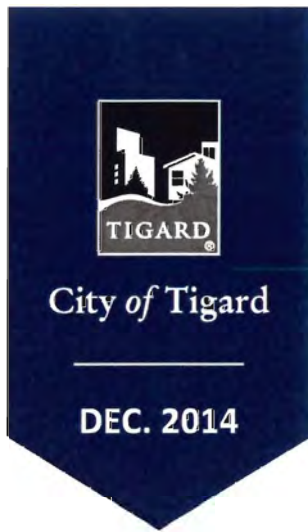
[TSP Ordinance and Exhibits](#)



Written Comments

PowerPoint

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# River Terrace

## Transportation System Plan Addendum





City of Tigard

# River Terrace

community plan

## City of Tigard Transportation System Plan Addendum

December 2014

## ACKNOWLEDGEMENTS

We would like to thank the many citizens, staff, and community groups who provided extensive input into the development of this Transportation System Plan Addendum. Special thanks are due to the members of the River Terrace Technical Advisory Committee and Stakeholder Working Group.

### CITY STAFF

Kenny Asher, Community Development Director  
Brian Rager, Interim Public Works Director  
Tom McGuire, Assistant Community Development Director  
Susan P Shanks, Project Manager and Senior Planner  
Judith Gray, Senior Transportation Planner  
Michael Stone, City Engineer  
Mike McCarthy, Senior Project Engineer  
Marissa Grass, Associate Planner

This addendum was completed by DKS Associates of Portland, Oregon, Principal – Carl Springer and Transportation Planner – Kevin Chewuk.



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## Introduction

In 2010, the City of Tigard updated the community's Transportation System Plan, hereafter referred to as the TSP. The TSP serves as a long term guide for city transportation investments by incorporating the vision of the community into an equitable and efficient transportation system. It evaluates the current transportation system and outlines policies and projects that are important to protecting and enhancing the quality of life in Tigard through the next 20 years by balancing the needs of walking, bicycling, driving, transit and freight. The City Council adopted the TSP on November 23, 2010.

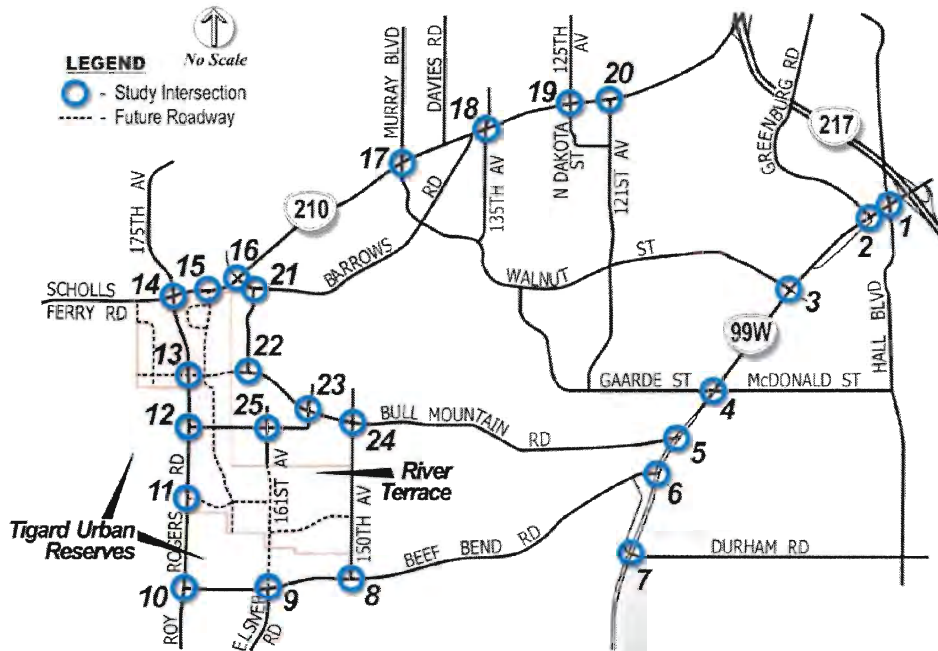
Since the adoption of the TSP in 2010, the West Bull Mountain Concept Plan (WBMCP) was completed and adopted by Washington County and the city. The area now known as River Terrace (and formerly known as West Bull Mountain) was also annexed to the city. This addendum provides an update to the TSP specific to the River Terrace study area and contributes to the city's broader goal of completing a River Terrace Community Plan.

The nearly 500 acres encompassing the River Terrace Community Plan study area was brought into the Metro Urban Growth Boundary in 2002 and 2011 to accommodate future growth. This land, coupled with adjacent City of Tigard Urban Reserves, was studied to identify appropriate areas for urbanization, natural resource protection, and trunk infrastructure. Prior to establishing and as a part of adopting the needed zoning to allow for development in suitable areas, the city was required to update all public facilities plans, including the TSP. This effort began with the West Bull Mountain Concept Plan, which will serve as the foundation for the River Terrace Community Plan, upon which new information obtained from this system analysis and stakeholder input was used to address changing transportation needs in the area.

Lands within the River Terrace Community Plan study area are within the Urban Growth Boundary (UGB) and will be addressed in this community plan to describe their intended zoning and development implementation. Lands within the Urban Reserve are not available for urban development until they are brought into the UGB.

This transportation system analysis includes two levels, local and regional. The local level analysis includes the immediate River Terrace Community Plan study area, and is generally bounded by Scholls Ferry Road to the north, Beef Bend Road to the south, Roshak Road/ 150th Avenue to the east, and Roy Rogers Road to the west. The regional level analysis includes several major streets that provide connections to the River Terrace Community Plan study area. The 25 intersections shown in Figure 1 have been identified as study intersections.

Figure 1: Study Area



## Transportation Vision for River Terrace

The River Terrace Community Plan envisions an interconnected network of multi-modal streets, one that conforms to the rolling topography and builds upon and connects with the existing streets in the area. The streets are designed to accommodate all modes of travel for users of all ages and abilities where possible. They are also designed to safely connect people to where they need to go, providing residents and visitors with a number of travel choices to their destinations. The streets are also envisioned to be more than just places for automobile travel, recognizing that they are also where people gather, walk, bike, access transit, and park their vehicles.

As a major street connection through the River Terrace area, Roy Rogers Road will continue to connect residents, commuters, and visitors to the regional transportation system. It will be designed in a manner to serve the through travel demand, while still being viewed as an asset to the neighborhood rather than a barrier. Those walking and cycling will be accommodated with safe and comfortable facilities along the street and at each street intersection. For those driving, the street will be widened to four travel lanes with a center turn lane or median.

To the east and west of Roy Rogers Road will be a connected network of streets and shared-use paths providing on- and off-street connections to schools, parks, housing and shopping. Primary street connections to Roy Rogers Road for those driving in the River Terrace area will be via Lorenzo Lane, Bull Mountain Road, and a new street located midway between Bull Mountain Road and Beef Bend Road. These streets will employ design techniques to create safe, slow streets without significantly

changing vehicle capacity. These design techniques will help mitigate the impacts of traffic on adjacent residences and effectively balance safety, comfort, and mobility.

Those walking and biking in the River Terrace area will be accommodated primarily through sidewalks, off-street trails, or on-street shared facilities. Bike lanes, or parallel off-street facilities, will be required along the major street system (i.e. along arterial and collector streets). Off the main street system will be a network of comfortable, low-stress walking and biking routes between neighborhoods and local parks, schools, and shopping areas.

## South Cooper Mountain Concept Plan Coordination

The City of Beaverton is currently involved in a concept planning process for the South Cooper Mountain annexation area, located northwest of the Scholls Ferry Road/175<sup>th</sup> Avenue intersection. The long range build-out of this area (both UGB areas and Urban Reserves) is estimated to include over 8,100 housing units and more than 450 jobs. These updated housing and employment assumptions for the South Cooper Mountain Concept Plan were incorporated into the traffic analysis work for the River Terrace Community Plan to coordinate these two parallel planning efforts. This helped to more accurately forecast future traffic volumes along streets in the area, including regional routes such as Scholls Ferry Road and 175<sup>th</sup> Avenue-Roy Rogers Road that provide primary access to both sites.

## Future Growth in River Terrace

Land use is a key factor in developing a functional transportation system. The amount of land that is planned to be developed, the type of land uses, and how the land uses are mixed together have a direct relationship to the expected demands on the transportation system. Understanding the amount and type of land use is critical to maintaining or enhancing transportation system operations.

The nearly 500 acres in the River Terrace Community Plan area were designated with specific land uses in the West Bull Mountain Concept Plan. These land uses were adopted by the city of Tigard in 2012. They serve as the foundation for the development of zoning in the River Terrace Community Plan area.

The impact of the increased vehicle trip generation on the surrounding transportation system, as a result of the adopted land uses, was evaluated through the year 2035. The new information obtained from this system analysis was used to refine the recommendations contained in the West Bull Mountain Concept Plan. The result is a set of transportation improvements and standards that updates the Tigard TSP for the River Terrace area.



## Traffic Forecasting

Future traffic forecasts were prepared for 2035 for two major scenarios:

- **2035 Existing Tigard TSP** – This scenario assumes the land uses within Washington County’s version of Metro’s Regional Travel Demand Forecast Model. This scenario includes 3,294 households and 391 employees in the River Terrace area and closely matches the forecast of the 2010 Tigard Transportation System Plan.<sup>1</sup> It assumes build-out of the urban reserves in the region outside of the City of Tigard planning influence area, and some growth within the Tigard urban reserves. It also includes the improvement projects listed in the “Baseline Transportation System Improvements” section and the traffic volumes shown in Figures 2a and 2b.
- **2035 River Terrace Update** – This scenario assumes the highest level of potential development for the River Terrace area (2,587 households and 149 employees). It assumes build-out of the urban reserves in the region outside of the City of Tigard planning influence area (e.g. South Copper Mountain area), but no growth within the Tigard urban reserves. It also includes the improvement projects listed in the “Baseline Transportation System Improvements” section and the traffic volumes shown in Figures 2a and 2b.

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<sup>1</sup>This scenario is assumed to closely match the forecast of the 2010 Tigard TSP, but is not identical since different versions of the Regional Travel Demand Model were used. The land uses are based on the disaggregated Washington County Model.

Figure 2a: 2035 Traffic Volumes (PM Peak)

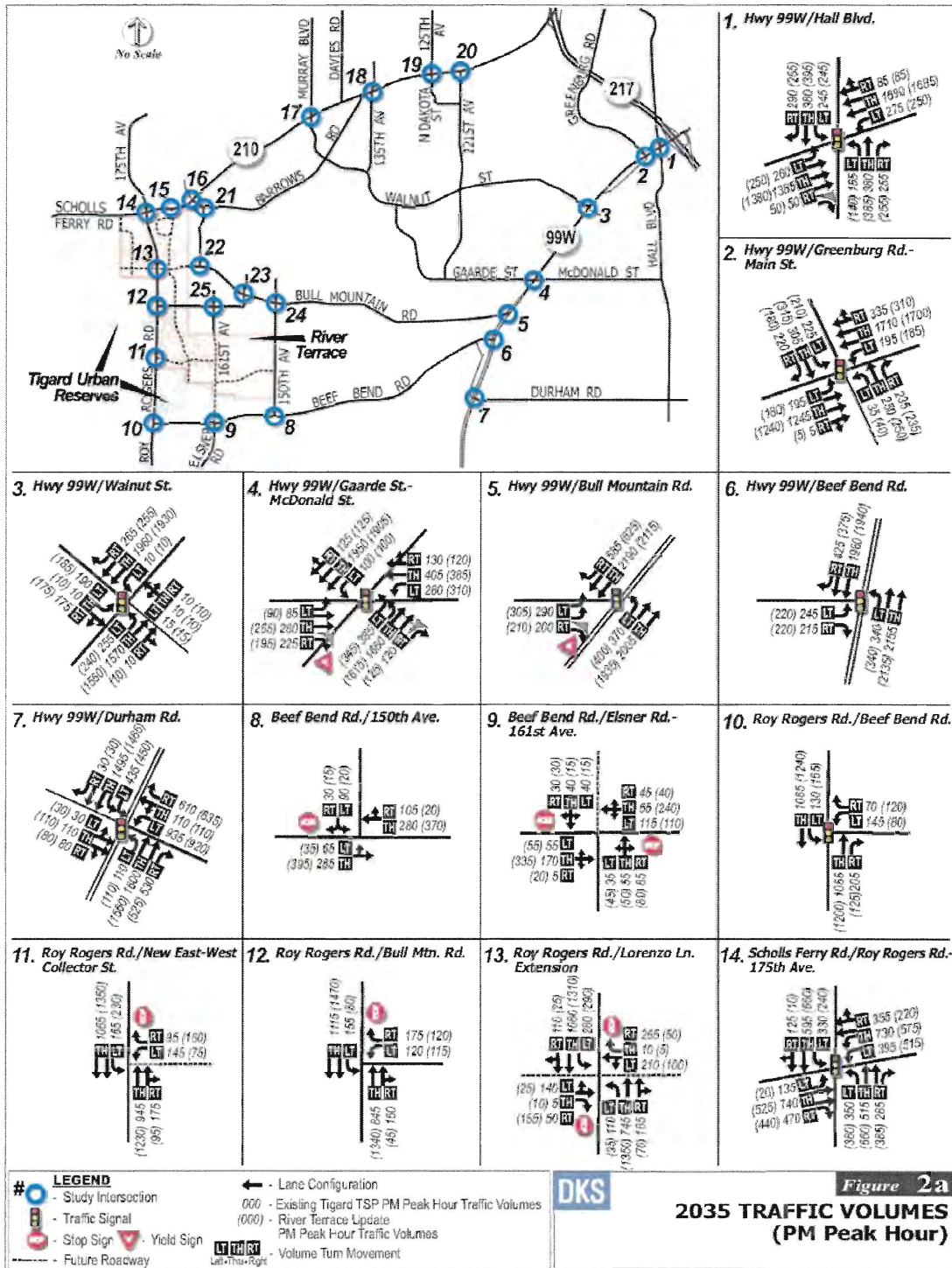
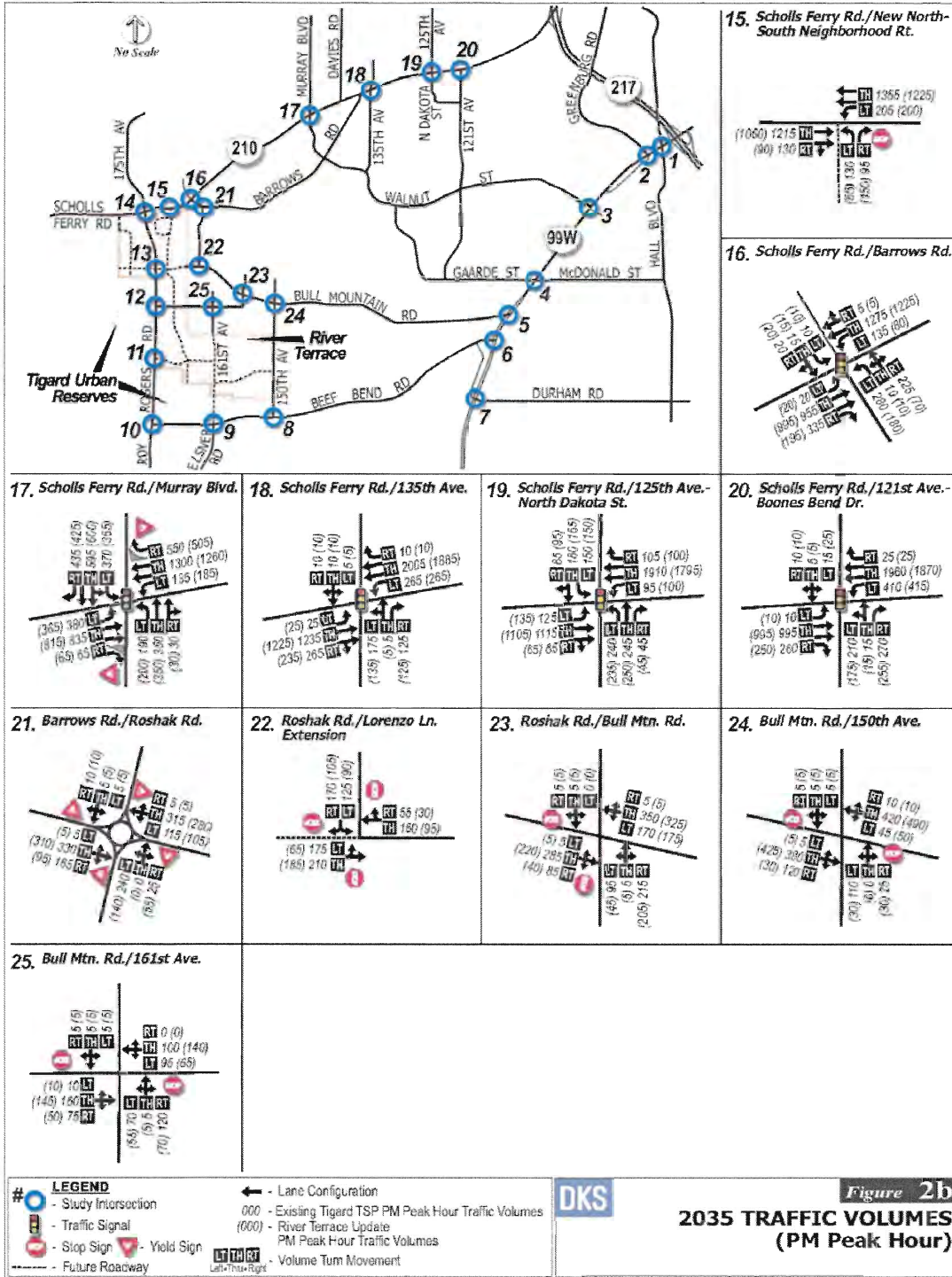


Figure 2b: 2035 Traffic Volumes (PM Peak)



## Baseline Transportation System Improvements

The starting point for the 2035 system analysis relied on the list of street system improvement projects located in the study area or at study intersections contained in the Tigard, Beaverton, and Washington County Transportation System Plans. Since these projects are expected to be funded (i.e. are identified as financially constrained), they were used in the baseline traffic forecasts for the River Terrace Community Plan analysis for 2035. In addition, the street extensions envisioned in the West Bull Mountain Concept Plan were assumed, despite not being funded, since they will be needed before development can occur. The improvements that were assumed include:

- Lorenzo Lane extension, Woodhue Street extension, 161<sup>st</sup> Avenue extension, two north-to-south routes (one to the east and one west of Roy Rogers Road), and two east-to-west routes south of Bull Mountain Road (Source: West Bull Mountain Concept Plan)
- Scholls Ferry Road widening to five lanes from Teal-Horizon Boulevard to west of 175th Avenue-Roy Rogers Road (Source: Washington County)
- Roy Rogers Road widening to five lanes from just north of Scholls Ferry Road to the south Urban Growth Boundary, north of Beef Bend Road<sup>2</sup> (Source: Draft Washington County TSP)
- Traffic signal installation at the Roy Rogers Road/Beef Bend Road intersection (Source: Washington County)
- Durham Road widening to five lanes from Highway 99W to Upper Boones Ferry Road (Source: Tigard TSP Project # 39 and # 40)
- Davies Road extension from Scholls Ferry Road to Barrows Road, and closure of the existing Barrows Road (east) connection to Scholls Ferry Road (Source: Beaverton TSP Project # 41 and # 252)
- Highway 99W/ Gaarde Street-McDonald Street intersection improvements to include widening Highway 99W to add a third southbound through lane, a second northbound left turn lane and a northbound right turn lane, and widening Gaarde-McDonald Street to add a second through lane (Source: Tigard TSP Project # 66k)

In addition, several non-specific improvement projects were identified at study intersections along Highway 99W in the Tigard Transportation System Plan. This includes improvements at the Walnut Street, and Durham Road intersections. Further refinement is necessary to determine the extent of improvements that could be achieved with the allocated TSP budget at each of these locations. Lacking these specific details, no baseline improvements were assumed to occur at these intersections despite being financially constrained in the Tigard Transportation System Plan.

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<sup>2</sup> This project is included in the Draft Washington County TSP and is assumed to be needed by 2035.

## Estimating Driving Trips

A determination of future street network needs requires the ability to accurately forecast travel demand resulting from estimates of future population and employment in the River Terrace study area, and the rest of the city and Metro region. The objective of the transportation planning process is to provide the information necessary for making decisions about how and where improvements should be made to create a safe and efficient transportation system.

The travel demand forecasting process generally involves estimating travel patterns for new development based on the decisions and preferences demonstrated by existing residents, employers and institutions around the region. Travel demand models are mathematical tools that help us understand future commuter, school and recreational travel patterns including information about the length, mode and time of day a trip will be made. The latest travel models are suitable for motor vehicle and transit planning purposes, and can produce total volumes for autos, trucks and buses on each street and highway in the system. Model forecasts are refined by comparing outputs with observed counts and behaviors on the local transportation system. This refinement step is completed before any evaluation of system performance is made. Once the traffic forecasting process is complete, the 2035 volumes are used to determine the areas of the street network that are expected to be congested and that may need future investments to accommodate growth.

Washington County has a travel demand model that is based on Metro’s regional travel demand model. For River Terrace, the Washington County travel demand model was refined to reflect the proposed land use and roadway network.

## Land Use and Motor Vehicle Trip Assumptions

The zoning developed during the River Terrace Community Plan process equates to about 2,587 housing units and a neighborhood commercial/mixed-use area with approximately 40,000 square feet. To convert concept plans of neighborhood commercial land uses into forecasts in the travel demand model, estimates of land use by acreage were converted into employment figures (i.e. number of retail employees or other employees). Table 1 describes the assumptions that were used. In the Tigard TSP, vehicle trips within the River Terrace area were estimated based on around 700 additional housing units<sup>3</sup>, i.e. 3,294 vs. 2,587 housing units as shown in Table 1.

---

<sup>3</sup> The land uses in the urban and urban reserve areas of River Terrace were combined into a single Transportation Analysis Zone (TAZ) in the disaggregated Washington County Model used for the “Existing Tigard TSP” scenario. They have since been separated. This is one of the reasons why there are more housing units in the “Existing Tigard TSP” scenario than in the “River Terrace Update” scenario.

Future vehicle trips generated by the River Terrace area were estimated by applying travel demand model trip generation rates by land use type, which were developed based on the rates in the existing Bull Mountain neighborhoods just to the east of the River Terrace area. Overall, the River Terrace Community Plan area is expected to generate about 1,500 motor vehicle trips during the p.m. peak hour, or about 100 less than what is currently assumed in the Tigard TSP, i.e. 1,580 vs. 1,489 trips as shown in Table 1.

**Table 1: Land Use Assumptions for the River Terrace Community Plan**

Scenario	Housing Units	Retail Employees	Other Employees	PM Peak Hour Vehicle Trips Ends
2035 Existing Tigard TSP *	3,294	43	348	1,580
2035 River Terrace Update	2,587	29	120	1,489

\*Based on the disaggregated Washington County Model

### 2035 Motor Vehicle Operations

Motor vehicle conditions were evaluated during the 2035 evening peak hour at the twenty-five intersections reviewed. The evaluation utilized 2000 Highway Capacity Manual methodology for signalized and 2010 Highway Capacity Manual methodology for unsignalized intersections.

After assuming the transportation system improvement projects with expected funding contained in the Tigard, Beaverton and Washington County Transportation System Plans, several intersections are expected to exceed mobility targets under each scenario (as shown in Table 2). Many of these intersections were previously forecasted to exceed standards in the Tigard, Beaverton, and Washington County Transportation System Plans. In fact, the “2035 River Terrace Update” scenario has slightly better operations at many intersections than reported in the Tigard TSP since the level of development would be less than assumed in the “2035 Existing Tigard TSP” scenario.

The recommended improvements for the intersections that are expected to exceed mobility targets can be seen in Table 3. It should be noted that the Metro Regional Transportation Plan, Tigard Transportation System Plan, Washington County Transportation System Plan, and West Bull Mountain Concept Plan recommend various improvements, including intersection improvements along Highway 99W at the Walnut Street, Gaarde Street-McDonald Street, and Durham Road intersections; widening of Roy Rogers Road to five lanes; and installation of traffic signals at the Roy Rogers Road/ New E-W Collector Street, Roy Rogers Road/ Bull Mountain Road, and Roy Rogers Road/ Lorenzo Lane Extension intersections. This updated system analysis reaffirms the need for capacity and safety improvements at these locations.

**Table 2: Motor Vehicle Operations (PM Peak Period)**

ID	Intersection (traffic control)**	Mobility Target	2013 Existing Conditions		2035 Existing Tigard TSP		2035 River Terrace Update	
			V/C	LOS	V/C	LOS	V/C	LOS
1	Highway 99W/ Hall Boulevard (signalized)	0.99 v/c	0.81	D	0.98	E	0.97	E
2	Highway 99W/ Greenburg Road-Main Street (signalized)	0.99 v/c	0.76*	C	0.94	E	0.92	D
3	Highway 99W/ Walnut Street (signalized)	0.99 v/c	0.76*	B	<b>1.03</b>	C	0.93	C
4	Highway 99W/ Gaarde Street-McDonald Street (signalized)	0.99 v/c	0.89*	C	0.96	D	0.95	D
5	Highway 99W/ Bull Mountain Road (signalized)	0.99 v/c	0.77*	B	<b>1.03</b>	C	<b>1.03</b>	D
6	Highway 99W/ Beef Bend Road (signalized)	0.99 v/c	0.85	C	<b>1.01</b>	D	0.99	D
7	Highway 99W/ Durham Road (signalized)	0.99 v/c	0.90	E	<b>1.17</b>	<b>F</b>	<b>1.15</b>	<b>F</b>
8	Beef Bend Road/ 150 <sup>th</sup> Avenue (unsignalized)	0.99 v/c	0.10	B	0.32	C	0.09	C
9	Beef Bend Road/ Elsner Road-161 <sup>st</sup> Avenue extension (unsignalized)	0.99 v/c	0.03	B	0.40	C	0.65	E
10	Roy Rogers Road/ Beef Bend Road (signalized)***	0.90 v/c	<b>0.99</b>	<b>F</b>	0.87	C	0.93	D
11	Roy Rogers Road/ New E-W Collector Street (unsignalized)***	0.99 v/c	-	-	<b>&gt;1.50</b>	<b>F</b>	<b>&gt;1.50</b>	<b>F</b>
12	Roy Rogers Road/ Bull Mountain Road (unsignalized)***	0.99 v/c	0.34	E	<b>&gt;1.50</b>	<b>F</b>	<b>&gt;1.50</b>	<b>F</b>
13	Roy Rogers Road/ Lorenzo Lane Extension (unsignalized)***	0.99 v/c	-	-	<b>&gt;1.50</b>	<b>F</b>	<b>&gt;1.50</b>	<b>F</b>
14	Scholls Ferry Road/ Roy Rogers Road-175 <sup>th</sup> Avenue (signalized)***	0.99 v/c	0.92	D	<b>1.06</b>	<b>F</b>	0.87	D
15	Scholls Ferry Road/ New N-S Collector Street (unsignalized)	0.99 v/c	-	-	<b>&gt;1.50</b>	<b>F</b>	<b>&gt;1.50</b>	<b>F</b>
16	Scholls Ferry Road/ Barrows Road (signalized)	0.99 v/c	0.58	B	0.72	C	0.61	B
17	Scholls Ferry Road/ Murray Boulevard (signalized)	0.99 v/c	0.85	D	<b>1.06</b>	<b>F</b>	<b>1.04</b>	<b>F</b>
18	Scholls Ferry Road/ 135 <sup>th</sup> Avenue (signalized)	0.99 v/c	0.61	A	0.87	C	0.79	B
19	Scholls Ferry Road/ 125 <sup>th</sup> Avenue-North Dakota Street (signalized)	0.99 v/c	0.77	C	<b>1.00</b>	E	0.96	E
20	Scholls Ferry Road/ 121 <sup>st</sup> Avenue (signalized)	0.99 v/c	0.68	B	0.82	C	0.76	B
21	Barrows Road/ Roshak Road (roundabout)	0.99 v/c	0.34	A	0.56	B	0.43	A
22	Roshak Road/ Lorenzo Lane extension (unsignalized)	0.99 v/c	-	-	0.61	C	0.35	B
23	Roshak Road/ Bull Mountain Road (unsignalized)	0.99 v/c	0.30	C	<b>1.21</b>	<b>F</b>	0.70	D
24	Bull Mountain Road/ 150 <sup>th</sup> Avenue (unsignalized)	0.99 v/c	0.15	B	0.72	<b>F</b>	0.27	D
25	Bull Mountain Road/ 161 <sup>st</sup> Avenue (unsignalized)	0.99 v/c	0.03	B	0.37	C	0.24	B

**Bolded red values** indicate intersection exceeds the v/c (volume/capacity) mobility target or operates with a Level of service “F”.

\* Intersection is impacted by queuing from adjacent intersections along Highway 99W. Travel demand may not always be served, thus the intersection may operate closer to capacity at times during peak periods.

\*\* V/C ratio, LOS and delay reported as the intersection average at signalized locations and worst stop controlled approach at unsignalized locations

\*\*\* Roy Rogers Road was assumed to be widened to five lanes by 2035.

**Table 3: Recommended Intersection Improvements**

ID	Intersection (existing traffic control)	Mobility Target	2035 with Planned Intersection Solution		Planned Intersection Solution
			V/C	LOS	
5	Highway 99W/ Bull Mountain Road (signalized)	0.99 v/c	*	*	Improvements such as additional northbound left turn lane (would require an additional receiving lane on Bull Mountain Road)
7	Highway 99W/ Durham Road (signalized)	0.99 v/c	*	*	Improvements such as additional turn lanes (Source: Tigard TSP Project # 66n)
11	Roy Rogers Road/ New E-W Collector Street (unsignalized)	0.99 v/c	0.67	B	Widen Roy Rogers Road to 5 lanes; Install a traffic signal (Source: West Bull Mountain Concept Plan)
12	Roy Rogers Road/ Bull Mountain Road (unsignalized)	0.99 v/c	0.66	B	Widen Roy Rogers Road to 5 lanes; Install a traffic signal (Source: Draft Washington County TSP; West Bull Mountain Concept Plan)
13	Roy Rogers Road/ Lorenzo Lane Extension (unsignalized)	0.99 v/c	0.82	C	Widen Roy Rogers Road to 5 lanes; Install a traffic signal (Source: Draft Washington County TSP; West Bull Mountain Concept Plan)
14	Scholls Ferry Road/ Roy Rogers Road-175th Avenue (signalized)	0.99 v/c	0.88	D	Widen Roy Rogers Road to 5 lanes (Source: Draft Washington County TSP; West Bull Mountain Concept Plan)
15	Scholls Ferry Road/ New N-S Collector Street (unsignalized)	0.99 v/c	0.36	C	Restrict access to right-in, right-out, left-in only
17	Scholls Ferry Road/ Murray Boulevard (signalized)	0.99 v/c	<b>1.07</b>	<b>F</b>	Enhanced transit and other demand management options**

**Bolded red values** indicate intersection exceeds the v/c (volume/capacity) mobility target or operates with a level of service “F”.

\* Due to the range of potential solutions at these intersections, the intersection operations with a planned solution could not be evaluated. It was assumed that these investments would allow the intersections to meet mobility targets.

\*\* This intersection is within the City of Beaverton and under Washington County jurisdiction. Capacity issues have been identified at this intersection, but no feasible motor vehicle capacity solutions could be identified at this time. Long range planning efforts for South Cooper Mountain in Beaverton may provide other solutions.

### Sensitivity Analysis

A few scenarios were tested to help supplement the ultimate design recommendations for the new N-S Collector Street and the future intersection with Scholls Ferry Road. These scenarios are discussed below.

- *Traffic control at the New N-S Collector Street/ Scholls Ferry Road intersection*

This scenario tested the traffic control at the Scholls Ferry Road/ New N-S Collector Street intersection with and without a traffic signal. With a traffic signal, full motor vehicle access would be allowed at the intersection. Without a signal, access would be limited to right-in, right-out, and



left-in only. Left turns from the new N-S Collector Street to Scholls Ferry Road would be prohibited.

An unsignalized intersection would have little impact during the evening peak period since the left-turn demand from the new N-S Collector Street to Scholls Ferry Road is not expected to be significant. However, drivers (around 90 trips during the morning peak and 85 trips during the evening peak periods, plus others throughout the day) would have to re-route to either Roshak Road or Roy Rogers Road to access Scholls Ferry Road. Operations at the two adjacent intersections (Scholls Ferry Road/ Roy Rogers Road-175th Avenue and Scholls Ferry Road/ Barrows Road), would also not be expected to be significantly impacted.

A signalized intersection, on the other hand, would potentially impact westbound approaches to both the Roy Rogers Road-175th Avenue and new N-S Collector Street intersections. However, drivers wishing to travel west on Scholls Ferry Road would not have to travel out of direction or travel through the adjacent Bull Mountain neighborhood to the east. A signalized intersection at this location meets Washington County's signal and intersection spacing standards and may likely meet signal warrants in the future.

The final recommendation includes a signal at the Scholls Ferry Road/ New N-S Collector intersection to minimize impacts to the adjacent neighborhood to the east and to provide a signalized crossing for pedestrians and bicyclists at this location. The nearest intersections to the east and west are approximately 1,000 feet away. All intersection improvements must meet operational standards and the signal must meet warrants. If signal construction becomes infeasible or the road authority does not allow it, then a grade separated (bridge or tunnel) pedestrian crossing should be considered at this location.

■ *Alignment of the New N-S Collector Street between Scholls Ferry Road and the Lorenzo Lane extension*

This scenario tested different alignments for the new N-S Collector Street between Scholls Ferry Road and the Lorenzo Lane extension, with one alignment being more direct and the other being more circuitous. Overall, the more direct alignment is expected to attract more drivers who would have previously used Roshak Road or Roy Rogers Road to access Scholls Ferry Road.<sup>4</sup> The more direct alignment is expected to slightly reduce motor vehicle travel demand along both of these adjacent routes. This, however, does not take the design of the street into consideration, which would also significantly affect driver behavior.

The final recommendation includes a more direct route and utilizes design treatments to encourage slow travel speeds while allowing for efficient through movements. The more direct route also avoids impacts to a significant tree grove.

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<sup>4</sup> This finding is based on professional judgment. The travel demand model is not sensitive enough to test subtle street alignment changes.

- *Cross-section of the New N-S Collector Street*

This scenario tested the impacts of the new N-S Collector Street with two travel lanes (one travel lane in each direction) and three travel lanes (one travel lane in each direction with a center turn lane/median). Overall, the three-lane cross-section provides slightly more motor vehicle capacity than the two-lane cross-section. While left-turn demand at mid-block locations along the new N-S Collector Street is expected to be minimal, the center lane could be used for landscaping or pedestrian crossing refuges, acting as a way to visually narrow the paved street width. It could also provide an opportunity to more effectively manage access to the new N-S Collector Street by limiting the locations where full access is allowed.

The final recommendation includes a landscaped median that is wide enough to allow for left turn lanes at specific locations where warranted.

## Street Functional Classification

To manage the street network, streets in the River Terrace Community Plan area are classified based on a hierarchy according to the intended purpose of each street, as shown in Figure 3. From highest to lowest intended vehicular usage, the classifications are arterials, collectors, neighborhood routes, and local streets. Streets with a higher intended usage generally provide more efficient traffic movement (or mobility), while streets with lower intended usage provide greater access for shorter trips to local destinations such as businesses or residences.

The recommended functional classifications of streets in the West Bull Mountain Concept Plan were reviewed during the River Terrace Community Plan process against the city's standards and the updated system analysis information. The classifications of two streets, a north-to-south route east of and parallel to Roy Rogers Road (connecting Scholls Ferry Road with the south end of the planning area) and an east-to-west route south of Bull Mountain Road (connecting Roy Rogers Road with the main north-to-south River Terrace street), were changed to collector streets from neighborhood routes to reflect anticipated traffic volumes and to be consistent with other collector streets in the city.

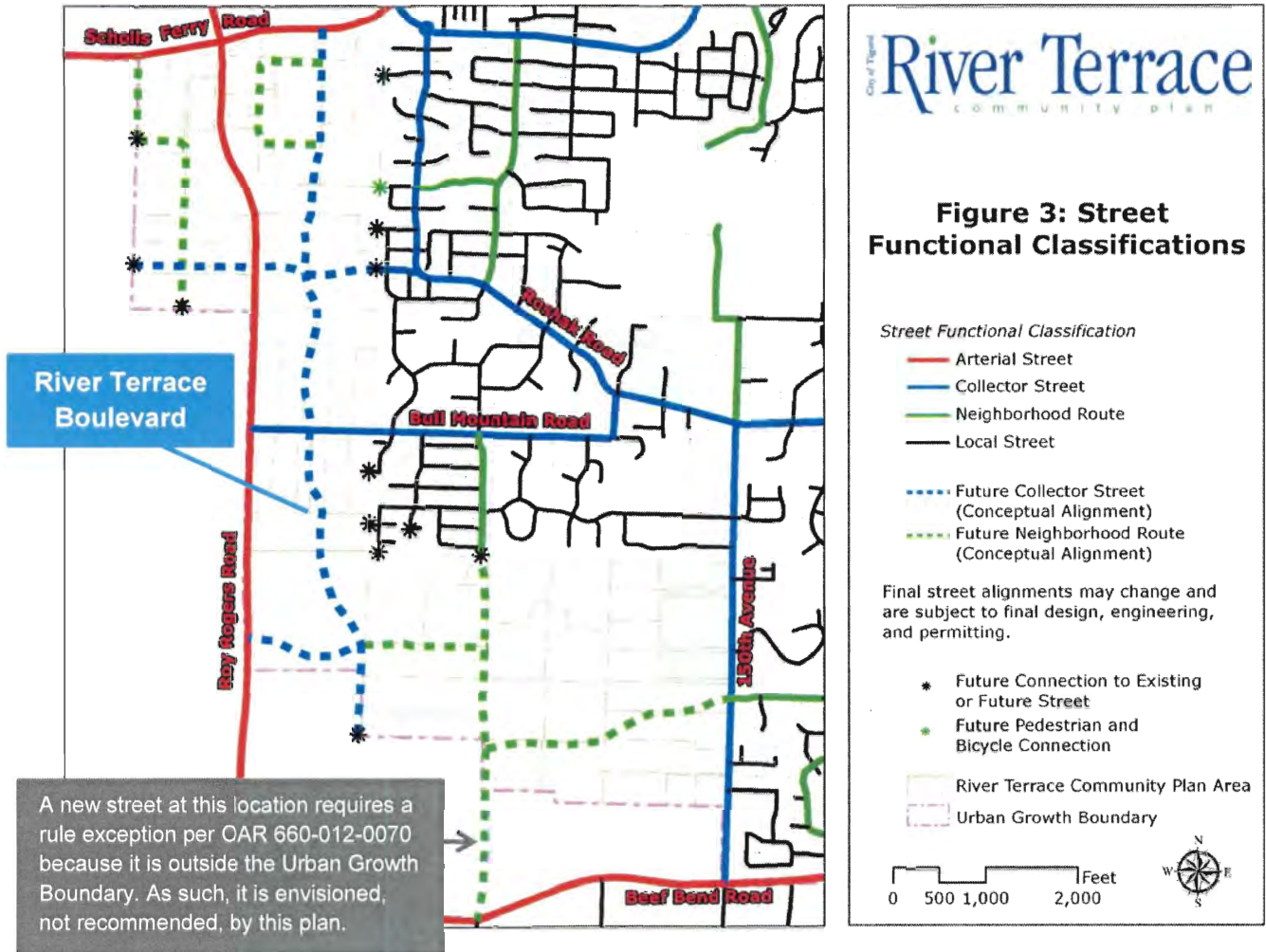
Final street alignments as shown in Figure 3 may change and are subject to final design, engineering, and permitting. Street alignments and intersections should avoid and/or minimize impacts to identified natural resource areas wherever possible.

- **Arterials** are intended to serve as the main travel routes. These streets serve the highest volume of motor vehicle traffic and are primarily utilized for longer distance regional trips. The only streets in the River Terrace area classified as arterials are Beef Bend Road, Roy Rogers Road, and Scholls Ferry Road.
- **Collector Streets** are intended to connect many parts of the city and serve traffic traveling to and from arterial streets. These streets provide greater accessibility to neighborhoods, often connecting to major activity generators and provide efficient through movement for local traffic. In the River Terrace area, Bull Mountain Road, 150<sup>th</sup> Avenue, the Lorenzo Lane extension, a north-to-south route east of and parallel to Roy Rogers Road, and an east-to-west route south of

Bull Mountain Road are classified as collectors.

- **Neighborhood Routes** often connect the neighborhoods to arterial or collector streets. These streets serve as major neighborhood routes and generally provide more direct property access (via driveways) than collector streets. In River Terrace, neighborhood routes are expected to include the Woodhue Street extension, 161<sup>st</sup> Avenue extension, a north-to-south route west of Roy Rogers Road, and two east-to-west routes south of Bull Mountain Road.
- **Local Streets** provide more direct access to residences without serving through travel. These streets are often lined with residences and are designed to serve lower volumes of traffic with a statutory speed limit of 25 miles per hour. All remaining streets in River Terrace will be designed as local streets.

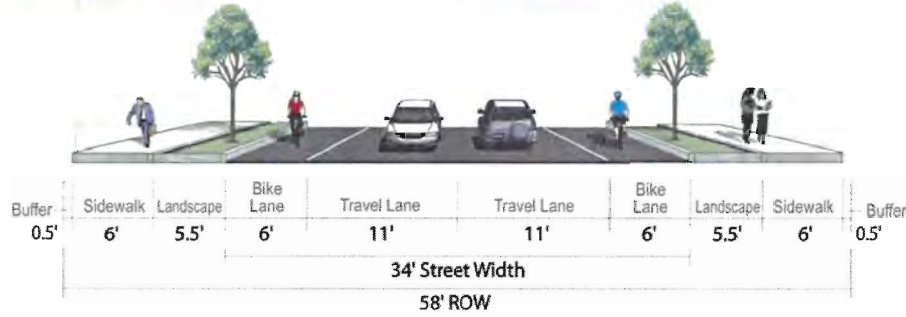
Figure 3: Street Functional Classifications



## Street Design

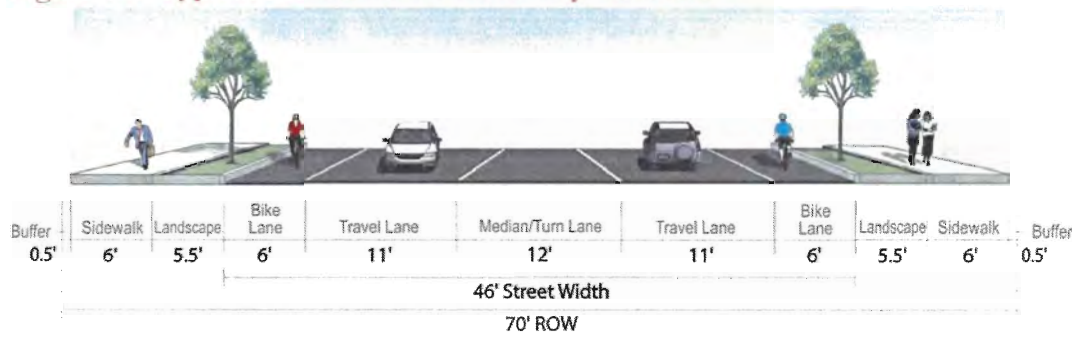
The applicable typical street cross sections for the River Terrace Community Plan area can be seen in Figures 4a, 4b, 4c, and 4d. The recommended street design for the future collector street through the neighborhood commercial area (Lorenzo Lane extension) includes on-street parking, tree wells, and a furnishing zone. This would require a modification to the Tigard Street Utility Improvement Standards, which currently only allows these street elements along collector streets in the downtown urban renewal district. The conceptual street design for the future collector street that runs in a north-south direction parallel to Roy Rogers Road would also require modifications to the city's street design standards to allow for the inclusion of on-street parking and the River Terrace Trail in its design. The location of this street, identified as River Terrace Boulevard, is shown on Figure 3. The conceptual design for it is shown on Figure 5.

**Figure 4a: Typical Section for a 2-Lane City Collector**



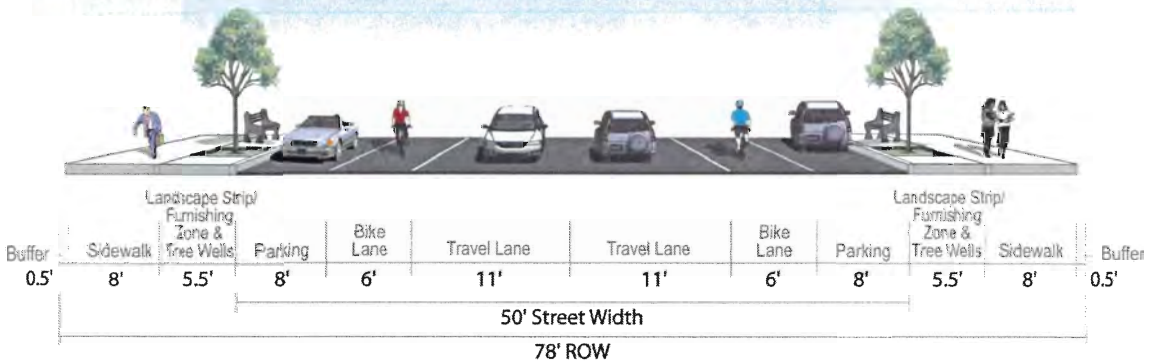
\* A shared-use path could replace the required sidewalk and bike lane on the adjacent side of the street.

**Figure 4b: Typical Section for a 3-Lane City Collector**

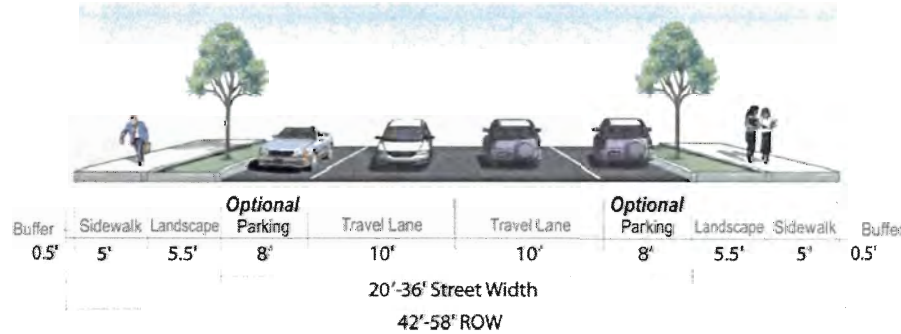


\* A shared-use path could replace the required sidewalk and bike lane on the adjacent side of the street.

**Figure 4c: Typical Section for a Collector in the Community Commercial Zone**



**Figure 4d: Typical Section for a City Neighborhood Route**



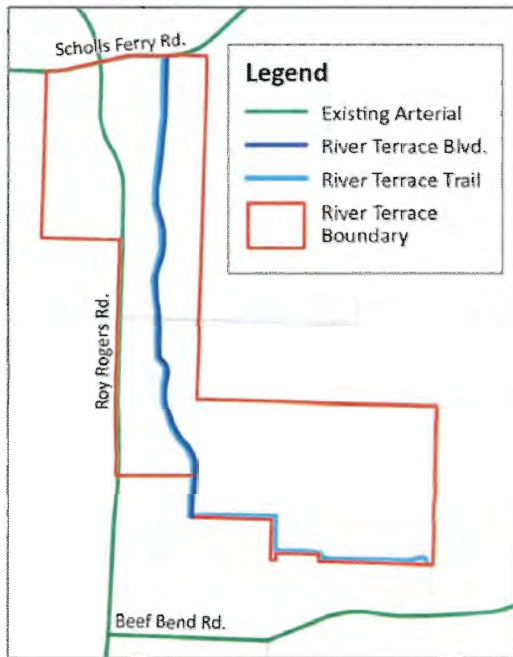
\* Optional parking area could also be a bike lane in areas with hilly topography.

Figure 5: River Terrace Boulevard Design Concept



While the application of typical street cross sections will work in many situations, there are several future streets in the River Terrace area that are in need of additional design treatments or are envisioned to be different from the typical cross sections. They are as follows:

- **The main N-S Collector Street**, also identified as River Terrace Boulevard, is parallel to and east of Roy Rogers Road. It is envisioned as a boulevard that seamlessly integrates the River Terrace Trail into its design, provides safe and comfortable multi-modal travel options, and includes high-quality pedestrian-scale design treatments that defines it as the neighborhood's signature street. A conceptual design for this street is shown in Figure 5. Its location relative to other major streets and the River Terrace Trail is shown on the inset graphic to the left.



Key elements of the design include two vehicle travel lanes divided by a landscaped median, a 12-foot multi-modal trail parallel to the street on the west side,<sup>5</sup> and areas for large street trees along and down the middle of the street. No on-street bicycle facilities are proposed. It is intended for slower-moving bicyclists to use the trail. Faster-moving bicyclists would have the option of using the trail, sharing the street with cars, or using the bicycle facilities on Roy Rogers Road.

In order to successfully balance mobility with safety and comfort, it will be important to control speeds along this street through a variety of design approaches so as to facilitate through travel but not attract cut-through traffic. One potential design treatment involves the construction of roundabouts at key intersections as shown in Figure 7. Traffic calming treatments include on-street parking and a landscaped median and bulbouts that are sizeable enough to support large trees. Such treatments visually narrow the roadway and create friction along the edges, which has been shown to encourage drivers to proceed more slowly and carefully. On the other hand, individual driveways for residences are not proposed, as driveways can significantly interrupt efficient through travel movements.

The overall design of the street should serve to enhance the neighborhood and the adjacent residences and not serve as a barrier or feel unsafe to those who will live on either side of it in the future. Since homes will not access the street directly by car, it will be important to create design standards for street-facing facades and yards to ensure a high-quality and safe public realm.

<sup>5</sup> A trail down the center median was considered and rejected for safety reasons.



Where topography allows, homes should either face the street, with vehicle access taken from side streets, or be oriented with their sides to the street with enough windows to allow for many “eyes on the street” opportunities. Zoning flexibility with respect to housing types will be necessary to support the vision of having homes front the street.

Lastly, it will be important to allow the alignment to shift to the east or west in response to topography and stream crossings. Design flexibility will also be necessary along the entire length to accommodate topography, stream crossings, and different land uses. On-street parking and the westernmost sidewalk, for example, may not always be feasible or necessary in all locations. It may even be desirable to allow exceptions to the city’s block length standards in order to reduce the number of trail-side street crossings, thereby creating a more continuous trail experience. In general, the final alignment and design of the River Terrace Boulevard may change subject to engineering, permitting, and emergency vehicle access.

- **The widening of Roy Rogers Road** should include safe and appropriate bicycle and pedestrian facilities along its whole length while continuing to function as a main north-south vehicular route through the region. A buffered bike lane or cycle track should be considered to ensure the highest level of protection for cyclists. Design recommendations include the creation and implementation of a high-quality edge treatment that serves to unify and define the River Terrace area along this segment of the corridor.
- **The Lorenzo Lane extension** travels through the only neighborhood commercial area in River Terrace. As such, it will be important to control speeds along this street and make it comfortable for pedestrians and bicyclists. Recommended traffic calming techniques include narrowing of the street width with curb extensions and mid-block chokers or pedestrian refuge islands, and providing visual cues with on-street parking and planted bulbouts in parking lanes. It will also be important to carefully design the future intersection of Lorenzo Lane with Roshak Road, which exists just outside the River Terrace area in unincorporated Washington County.
- **The 161st Avenue extension** connects an existing single family residential neighborhood in the north to Beef Bend Road in the south. With a fairly direct and steep route, it will be important to design this street to make it unattractive to cut-through traffic and to keep travel speeds at safe levels. A roundabout is recommended at the intersection with the Woodhue Street extension, and an all-way stop is recommended at the intersection with the future E-W Neighborhood Route, both of which are near a future school site. The design of the roundabout will be an important factor for controlling motor vehicle travel speeds and ensuring visibility for pedestrians. Potential design solutions to control travel speeds include



An example of street trees placed in the parking lane to visually narrow the street

curving the road to deflect the path of vehicles, narrowing the width of the travel lanes, and visually narrowing the width of the street by including on-street parking and planted bulbouts in the parking lanes.

- **The Luke Lane extension** provides a local connection option for existing Bull Mountain residents and future River Terrace residents. It will be important to design this extension so as to discourage cut-through traffic. This extension should only be allowed via a circuitous route through a future River Terrace neighborhood to the main N-S Collector Street to the west. It will also be important to retrofit the existing cul-de-sac portion of this street with sidewalks when the street is extended to the west.

## Multi-Modal Connectivity

The aggregate effect of local street design impacts the effectiveness of the regional system when local travel is restricted by a lack of connecting routes, and local trips are forced onto the regional network.<sup>6</sup> Therefore, streets should be designed to keep through motor vehicle trips on arterial streets and provide local trips with alternative routes. Street system connectivity is critical because roadway networks provide the backbone for bicycle and pedestrian travel in the region. Metro's local street connectivity principal encourages communities to develop a connected network of local streets to provide a high level of access, comfort, and convenience for bicyclists and walkers that travel to and among centers. To improve connectivity of the region's arterial system and support walking, bicycling and access to transit, the Metro Regional Transportation Functional Plan requires that, to the extent possible, major arterial streets be spaced at one-mile intervals, and minor arterial or collector streets to be spaced at half-mile intervals.<sup>7</sup>

In addition, to improve local access and circulation, and preserve capacity on the region's arterial system, each local Transportation System Plan must include a conceptual map of new streets for all contiguous areas of vacant and redevelopable lots and parcels of five or more acres that are zoned to allow residential or mixed-use development. Full street connections should be provided at least every 530 feet (or 1/10<sup>th</sup> of a mile) or pedestrian and bicycle connections every 330 feet if a full-street connection is not possible or where the city has identified a need to minimize the number of trail crossings, such as along River Terrace Trail. Cul-de-sac or other closed-end street designs are also restricted to circumstances in which barriers prevent full street extensions and such streets are limited in length to 200 feet and the number of dwellings along the street to no more than 25.

The City of Tigard street spacing standards are consistent with the Metro Regional Transportation Functional Plan, requiring full street connections every 530 feet.<sup>8</sup> The city standards differ slightly

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<sup>6</sup> Metro 2035 Regional Transportation Plan, Local Street Network Concept

<sup>7</sup> Metro Regional Transportation Functional Plan, Section 3.08.110 Street System Design Requirements

<sup>8</sup> City of Tigard Community Development Code, Section 18.810.030, Subsection H

from the regional standards by allowing the perimeter of blocks to measure up to 2,000 feet in length, however, the city requires pedestrian and bicycle connections every 330 feet<sup>9</sup> in these instances, consistent with the regional standard.

A multi-modal connectivity plan for the River Terrace area is shown in Figure 6. It specifies the general location where new streets or shared-use paths could potentially be installed as nearby areas are developed or as the opportunity arises. The purpose of the plan is to ensure that new developments accommodate circulation between adjacent neighborhoods to improve connectivity for all modes of transportation.

## Walking and Biking

Residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas—improving the overall health and livability of the neighborhood. Figure 6 illustrates the walking and biking network envisioned for the River Terrace Community Plan area.

### Walking and Biking Gaps

Due to the rural nature of the abutting land uses, most streets in and around the River Terrace area have not been improved to urban standards and generally lack facilities for pedestrian and bicycle users. The exception is a short segment along Roshak Road, which provides a sidewalk on both sides of the street between Barrows Road and SW 159<sup>th</sup> Terrace, in an area with newer residential development. However, those walking in the study area typically have to walk along the edge of a street, which at times have posted speeds that range up to 40 miles per hour. These travel speeds are generally not conducive to shared walking and biking travel. Table 4 shows the streets with pedestrian and bicycle facilities.

Most of the major streets connecting the River Terrace area to nearby shopping and employment, including Scholls Ferry Road, Roy Rogers Road, Beef Bend Road, Bull Mountain Road, and 150<sup>th</sup> Avenue, lack adequate pedestrian and bicycle facilities. These streets are under the jurisdiction of Washington County, and will require further coordination before any improvements are implemented.

Scholls Ferry Road, as an east-to-west through-street traversing reasonably flat terrain, is an important connection for bicycle travel in the study area. It provides a link for bicyclists to other key routes in the region, including Roy Rogers Road and Murray Boulevard.



*A cyclist riding along the shoulder of  
Roy Rogers Road*

<sup>9</sup> City of Tigard Community Development Code, Section 18.810.040

It has been designated as a bike route, but lacks bike lanes along much of the corridor, although a shoulder of varying width is provided along much of the street. Bike lanes are provided along Scholls Ferry Road east of Teal Boulevard-Horizon Boulevard; however, bicyclists from the study area must ride along the shoulder for over a mile before reaching this facility. Scholls Ferry Road is currently being widened through the River Terrace area and will include continuous bike lanes to Teal Boulevard-Horizon Boulevard once construction is complete. Roy Rogers Road is also a designated bike route that provides a north-to-south connection to and within the study area. It provides accommodations for bicyclists via a shoulder bikeway.

**Table 4: Existing Pedestrian and Bicycle Facilities**

Roadway (limits)	Pedestrian Facilities	Bike Facilities
Roy Rogers Road (Scholls Ferry Road to Beef Bend Road)	Shoulder	Shoulder
Scholls Ferry Road (Roy Rogers Road to Barrows Road)	Shoulder	Shoulder
Beef Bend Road (Roy Rogers Road to 150 <sup>th</sup> Avenue)	None	None
Bull Mountain Road (Roy Rogers Road to Roshak Road)	Intermittent sidewalks	None
150 <sup>th</sup> Avenue (Bull Mountain Road to Beef Bend Road)	Intermittent sidewalks	None
Roshak Road (Barrows Road to Bull Mountain Road)	Sidewalks on both sides north of SW 159 <sup>th</sup> Terrace; intermittent on west side south of SW 159 <sup>th</sup> Terrace	None
Barrows Road (Scholls Ferry Road to Roshak Road)	Sidewalks on north side	None (Bike lanes east of Roshak Road)

### Walking and Biking Improvements

River Terrace has many stream corridors and the potential for many neighborhood and community parks. To best serve the needs of future residents to travel to these scenic, natural, and recreational areas, a high quality network of low-stress pedestrian and bicycle facilities is envisioned. For pedestrians, sidewalks will be required on all future streets. For bicyclists, dedicated facilities will vary based on the street classification. Arterial and collector streets will have either bike lanes or shared use paths, with consideration for a buffered bike lane or cycle track along Roy Rogers Road.

Additionally, the pedestrian and bicycle facilities in River Terrace are planned to be fully integrated with the existing trail and bikeway network and the planned active transportation projects in the

Metro Regional Trail and Greenways Plan. These measures will help ensure that future River Terrace residents will be able to access goods and services on foot and by bicycle, both within and outside of the area.

While motor vehicle traffic volumes on collector and neighborhood streets, like the new N-S Collector Street and the 161st Avenue extension, are expected to be within typical ranges for those facilities, the rolling topography provides challenges. This condition is generally not conducive to shared walking and biking travel, and may require some streets to include bike lanes that would typically not (such as on neighborhood routes).

## Trails

Figure 6 illustrates the potential active transportation network for the River Terrace Community Plan area.<sup>10</sup> The emphasis of this network is on connecting residents to existing and future trails, as defined in the Metro Regional Trail and Greenways Plan, as well as key destinations within and near the River Terrace Community Plan area, including the neighborhood commercial area in the north and the future school in the south.

The future River Terrace Trail will be integrated with the new N-S Collector Street, connecting the proposed trail on the north side of Scholls Ferry Road (as part of Beaverton's South Cooper Mountain Concept Plan) with 150<sup>th</sup> Avenue, north of Beef Bend Road. It will provide an alternate and less steep walking and biking route to the Westside Trail, located to the east of the River Terrace area. In addition, the future Southern Access Trail will connect the River Terrace Trail near the Woodhue Street Extension/ 161<sup>st</sup> Avenue Extension intersection with 150<sup>th</sup> Avenue, north of Woodhue Street, and will offer views of the valley.

Future connections from the River Terrace area to the Westside Trail will be possible via a trail just south of Scholls Ferry Road, linking the northern end of the River Terrace Trail to Barrows Road, and a future trail connecting the southern end of the River Terrace Trail with the Beef Bend Road/ 150<sup>th</sup> Avenue intersection. Future connections from the River Terrace area to the Ice Age Tonquin Trail will be possible via a trail linking the New E-W Collector Street/ New N-S Collector Street intersection with the Roy Rogers Road/ Beef Bend Road intersection.

## Street Crossings

River Terrace is surrounded by three major streets, namely Scholls Ferry Road to the north, Roy Rogers Road to the west, and Beef Bend Road to the south.

As a major street connection through the River Terrace area, Roy Rogers Road should be designed to be an asset to the neighborhood rather than a barrier. Roy Rogers Road is currently a two lane rural

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<sup>10</sup> Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.

arterial street with posted speeds between 45 and 55 miles per hour, but it is expected to be widened and improved to urban standards in the future. With the River Terrace commercial area and the future school site on the east side of the street and residential neighborhoods on both sides of the street, safe and comfortable pedestrian and bicycle crossings must be provided in convenient areas to encourage ease of access between the neighborhoods and to the commercial area and future school.

Crossings along Roy Rogers Road must comply with the Washington County mid-block crossing policy.<sup>11</sup> Each proposed crossing would have to be evaluated based on existing and planned roadway characteristics, observed speeds and volumes, pedestrian trip generators, proximity of existing traffic signals, sight distance, topography and other considerations. At-grade crossings are not permitted within 300 feet of an existing signalized intersection. Due to the travel speeds, and expected widening of Roy Rogers Road, the County standard would likely require pedestrian actuated signals/beacons or pedestrian over- or under-crossings. Since traffic signals will likely be needed at several proposed and existing intersections along Roy Rogers Road between Scholls Ferry Road and Beef Bend Road (see Figure 6), including the Lorenzo Lane extension, Bull Mountain Road, and the new E-W Collector south of Bull Mountain Road, no additional crossings of Roy Rogers Road are recommended.

Scholls Ferry Road is currently being widened to urban standards. River Terrace residents will need safe and convenient places to cross to access the new proposed high school at the northwest corner of Scholls Ferry Road and Roy Rogers Road, various future South Cooper Mountain trails, and other services and amenities to the north. As envisioned, the new N-S Collector Street currently intersects Scholls Ferry Road approximately half way between the Roy Rogers Road/ Scholls Ferry Road and the Barrows Road/ Scholls Ferry Road intersections. The new N-S Collector Street is expected to be heavily used by pedestrians and bicyclists since it includes the River Terrace Trail in its design. As such, the final recommendation for this intersection includes a signal at the Scholls Ferry Road/ New N-S Collector intersection for the benefit of all travel modes. All intersection improvements must meet operational standards and the signal must meet warrants. If signal construction becomes infeasible or the road authority does not allow it, then a grade separated (bridge or tunnel) pedestrian crossing should be considered at this location.

## Transit

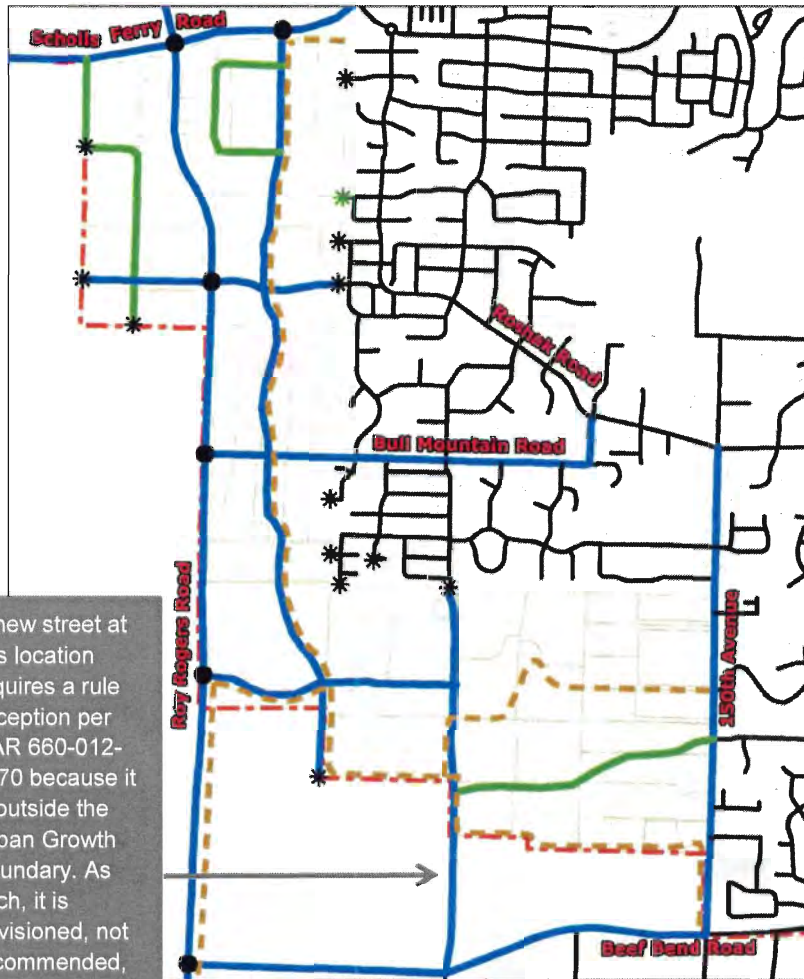
The River Terrace Community Plan sets the stage for future transit, recognizing that the type and extent of service improvements will play out over time. Specifics of transit service will depend on the actual rate and type of development built, Tri-Met resources and policies, and consideration of local options. The land use designations in the River Terrace Community Plan area make transit a viable option in the future.

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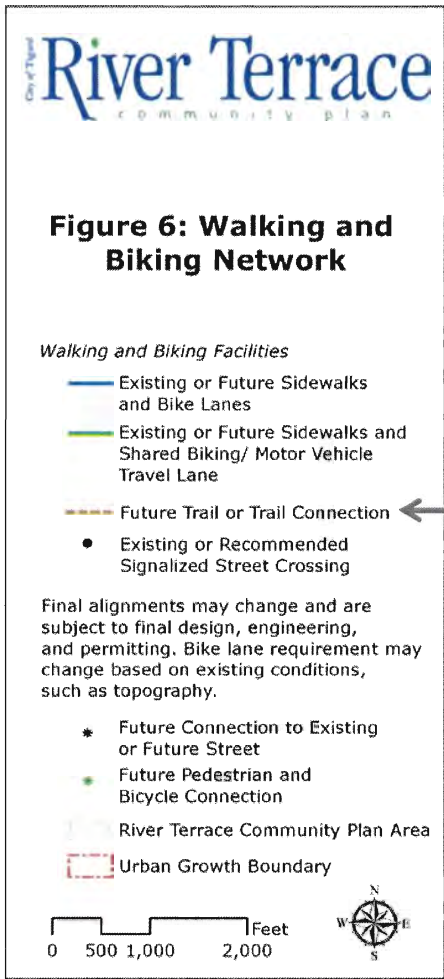
<sup>11</sup> 2035 Washington County Transportation System Plan, Chapter 4- Active Transportation and Transit, Page 4-24, Draft, January 2013

Both Beef Bend Road and Bull Mountain Road have been identified on the 2035 Conceptual Bus Network in the Regional Transportation Plan. While these streets are not guaranteed to have transit service in the future, they have been identified by the region as important bus connections from the River Terrace area to Highway 99W. In addition, Tri-Met's Westside Service Enhancement Plan envisions future express bus service along Scholls Ferry Road from Washington Square to Roy Rogers Road. This route could potentially include a bus stop near the proposed signalized intersection of the new N-S Collector Street with Scholls Ferry Road. Service would potentially run daily throughout most of the day with fairly frequent service (15 to 20 minute headways) during peak times and half-hour to hour headways during off times. The River Terrace Community Plan will provide walking and biking accommodations and connections that enhance the future viability of potential transit service along these routes.

Figure 6: Pedestrian and Bicycle Framework



A new street at this location requires a rule exception per OAR 660-012-0070 because it is outside the Urban Growth Boundary. As such, it is envisioned, not recommended, by this plan.



Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.



## Summary of Transportation System Recommendations

Overall, an estimated \$121 million in transportation system improvements are expected to be needed in and around River Terrace to support the growth conceptually planned for in the full planning area. Of these investments, an estimated \$51 million are needed in the River Terrace area (see Table 5), while over \$70 million are needed outside of the River Terrace area (see Table 6).

Estimated costs for individual projects are shown in Tables 5 and 6, but not all of these costs are meant to be borne by River Terrace alone. Financial responsibility for these improvements is to be shared by the city, Washington County, ODOT, and private development, with cost shares to be sorted out at a later date. Cost estimates include planning level costs for construction, engineering, and project administration. They also include some basic assumptions about the need for stream crossings and stormwater facilities to treat and manage street runoff. Projects 5, 6, 7, and 22 assume stream crossings. Project costs are subject to change based on final design, engineering, and permitting.

The recommended improvements can be seen in Figures 7 and 8. The Project ID numbers shown in these figures correspond with the Project ID numbers in Tables 5 and 6, with one exception. Neighborhood Routes are shown on Figure 7 but are not included in Tables 5 and 6 because the cost to construct them is assumed to be completely borne by private development. Not all recommended improvements are required to be in place prior to developing land within the River Terrace Community Plan area. In general, the need to upgrade existing streets and intersections will be driven by the multi-modal access needs of adjacent properties.

Several of the projects listed in Tables 5 and 6 and shown on Figures 7 and 8 were previously identified in other studies or plans surrounding the River Terrace Community Plan area, such as the Tigard Transportation System Plan, Washington County Transportation System Plan, Metro Regional Transportation Plan, and West Bull Mountain Concept Plan. This updated system analysis reaffirms the need for these improvements, many of which are driven by regional traffic issues and are not entirely caused by growth within the River Terrace Community Plan area.

**Table 5: Recommended Transportation System Improvements in River Terrace**

Project ID	Project Description	Project Summary	Total Estimated Cost	Jurisdiction <sup>1</sup>
<b>Projects Constructing New Streets and Trails in River Terrace</b>				
2	E-W Collector Street Lorenzo Lane Extension (west of Roy Rogers Rd)	Extend Lorenzo Lane from the west UGB to Roy Rogers Road, as a 2-lane city collector street	\$2,500,000	Tigard
3	E-W Collector Street Lorenzo Lane Extension (east of Roy Rogers Rd)	Extend Lorenzo Lane from Roshak Road to Roy Rogers Road, as a 2-lane city collector street with on-street parking	\$3,500,000	Tigard
5	N-S Collector Street (east of Roy Rogers Rd, Scholls Ferry Rd to Lorenzo Ln)	Create a new north-to-south 3-lane city collector street and trail, between Scholls Ferry Road and the Lorenzo Lane extension	\$9,000,000	Tigard
6	N-S Collector Street (east of Roy Rogers Rd, Lorenzo Ln to Bull Mountain Rd)	Create a new north-to-south 3-lane city collector street and trail, between the Lorenzo Lane extension and Bull Mountain Road	\$6,500,000	Tigard
7	N-S Collector Street (east of Roy Rogers Rd, Bull Mountain Rd to South UGB)	Create a new north-to-south 3-lane city collector street and trail, between Bull Mountain Road and the South UGB	\$12,500,000	Tigard
8	E-W Collector Street (Roy Rogers Rd to N-S Collector Street)	Create a new east-to-west 2-lane city collector street, between Roy Rogers Road and the new N-S Collector Street	\$2,500,000	Tigard
NA	East-West River Terrace Trail	Construct River Terrace Trail and trail connection from Roy Rogers Rd to 150 <sup>th</sup> Ave	\$3,600,000	Tigard
<b>SUBTOTAL</b>			<b>\$40,100,000</b>	
<b>Projects Improving Existing or Proposed Intersections in/adjacent to River Terrace</b>				
13	Roy Rogers Road/ New E-W Collector Street Intersection Improvement	Install a traffic signal	\$1,000,000	Washington County
14	Roy Rogers Road/ Bull Mountain Road Intersection Improvement	Install a traffic signal	\$1,000,000	Washington County

Project ID	Project Description	Project Summary	Total Estimated Cost	Jurisdiction <sup>1</sup>
15	Roy Rogers Road/ Lorenzo Lane Extension Intersection Improvement	Install a traffic signal	\$1,000,000	Washington County
16	Scholls Ferry Road/ New N-S Collector Street Intersection Improvement	Install a traffic signal <sup>2</sup>	\$1,000,000	Washington County
17	New Neighborhood Route east of Roy Rogers/ New N-S Collector Street Intersection Improvement	Install a roundabout <sup>3</sup>	\$1,500,000	Tigard
18	Bull Mountain Road/ New N-S Collector Street Intersection Improvement	Install a roundabout <sup>3</sup>	\$1,500,000	Washington County
19	New E-W Collector Street/ New N-S Collector Street Intersection Improvement	Install a roundabout <sup>3</sup>	\$2,000,000	Tigard
20	Woodhue Street Extension/ 161 <sup>st</sup> Avenue Extension Intersection Improvement	Install a roundabout <sup>3</sup>	\$2,000,000	Tigard
<b>SUBTOTAL</b>			<b>\$11,000,000</b>	
<b>Total Recommended Transportation System Improvements in River Terrace</b>			<b>\$51.1 million</b>	

1 Any improvement to a road not under the jurisdiction of the city must be coordinated with and approved by the road authority for that road. Signals and intersection improvements must meet signal warrants and operational standards.

2 If signal construction becomes infeasible or the road authority does not allow it, then a grade separated (bridge or tunnel) pedestrian crossing should be considered at this location.

3 Roundabouts are preferred at these locations but other intersection improvements may be approved by the City Engineer or applicable road authority. All intersection improvements are subject to more detailed traffic analysis and design and emergency access review at the time of development.

**Table 6: Recommended Transportation System Improvements Outside River Terrace**

Project ID	Project Description	Project Summary	Total Estimated Cost	Jurisdiction <sup>1</sup>
<b>Projects Upgrading Existing County Streets adjacent to River Terrace</b>				
21	Bull Mountain Road Upgrade to Urban Standards	Improve to a 2/3-lane county collector from Roy Rogers Road to Roshak Road <sup>2</sup>	\$4,000,000	Washington County
22	Roy Rogers Road-175th Avenue Upgrade to Urban Standards	Improve to a five-lane county arterial from just north of Scholls Ferry Road to just south of Beef Bend Road <sup>3</sup>	\$35,000,000	Washington County
23	150th Avenue Upgrade to Urban Standards	Improve to a 2/3-lane county collector from Bull Mountain Road to Beef Bend Road	\$4,000,000	Washington County
NA	Street Connection Improvements	Street improvements at various locations where new streets connect to existing streets	\$2,500,000	Washington County
<b>SUBTOTAL</b>			<b>\$45,500,000</b>	
<b>Projects Improving Existing or Proposed Intersections outside River Terrace</b>				
24	Highway 99W/ Walnut Street Intersection	Improvements such as additional turn lanes (Tigard TSP Project # 66j) <sup>4</sup>	\$10,000,000	ODOT <sup>5</sup>
25	Highway 99W/ Bull Mountain Road Intersection	Improvements such as additional northbound left turn lane (would require an additional receiving lane on Bull Mountain Road) <sup>4</sup>	\$5,000,000	ODOT <sup>5</sup>
26	Highway 99W/ Durham Road Intersection	Improvements such as additional turn lanes (Tigard TSP Project # 66n) <sup>4</sup>	\$10,000,000	ODOT <sup>5</sup>
NA	Other Intersections Beyond River Terrace Study Area Intersections	Other intersections to be added to this list in the future where River Terrace traffic significantly impacts existing intersections on major corridors <sup>4</sup>	***	ODOT/ Washington County/ Tigard
<b>SUBTOTAL</b>			<b>25,000,000</b>	
<b>Total Recommended Transportation System Improvements Outside River Terrace</b>			<b>\$70.5+ million</b>	

1 Any improvement to a road not under the jurisdiction of the city must be coordinated with and approved by the road authority for that road. Signals and intersection improvements must meet signal warrants and operational standards.

2 The westernmost portion of this project is in River Terrace.

3 This project will likely need to be completed in two phases, with the first phase stopping at the southern UGB boundary.

4 The project cost attributed to River Terrace will be a proportionate amount based on the number of trips added by River Terrace divided by the capacity added by the improvement.

5 ODOT owns part of this intersection but is not responsible for, nor has committed to, funding this improvement.

## TSP Amendments

The following is a summary of the recommended amendments to the Tigard Transportation System Plan (TSP) and Community Development Code resulting from the River Terrace community planning process.

- The recommended transportation system improvements, shown in Tables 5 and 6, are adopted into the Tigard TSP and supplement the Multi-Modal Project Improvement List upon adoption of the River Terrace TSP Addendum.
- The street functional classifications, shown in Figure 3, are adopted into the Tigard TSP and supplement Tigard TSP Figure 5-2 upon adoption of the River Terrace TSP Addendum.
- The recommended street design for the future collector street through the neighborhood commercial area (Lorenzo Lane extension) includes on-street parking, tree wells, and a furnishing zone. Collector streets do not typically include these elements. A new cross section should be added to the street characteristics table (Table 18.810.1 of the Street Utility Improvement Standards) in the Community Development Code to allow this design in the River Terrace Community Commercial Zoning District.
- The recommended street design for the main N-S Collector Street through River Terrace, also known as River Terrace Boulevard, includes many unique design features, such as a trail, that are not currently reflected in any of the city's existing cross sections. A new cross section should be added to the street characteristics table (Table 18.810.1 of the Street Utility Improvement Standards) in the Community Development Code to allow this design. This cross section should include a caveat that additional walking and biking facilities (e.g. sidewalks or bike lanes) may not be required on the side of the street adjacent to the trail.
- A v/c ratio of 0.99 during the peak hour is recommended as the performance measure for city streets in the River Terrace area. This is consistent with the Metro Regional Transportation Plan mobility target for "Neighborhoods." Where significant alternative mode provisions are provided that would substantially reduce vehicular travel demand, those effects may be considered in calculations to determine if this standard is met. This recommendation only applies to city streets. County facilities are subject to county performance measures.

Figure 7: Recommended Transportation Improvements in/near River Terrace

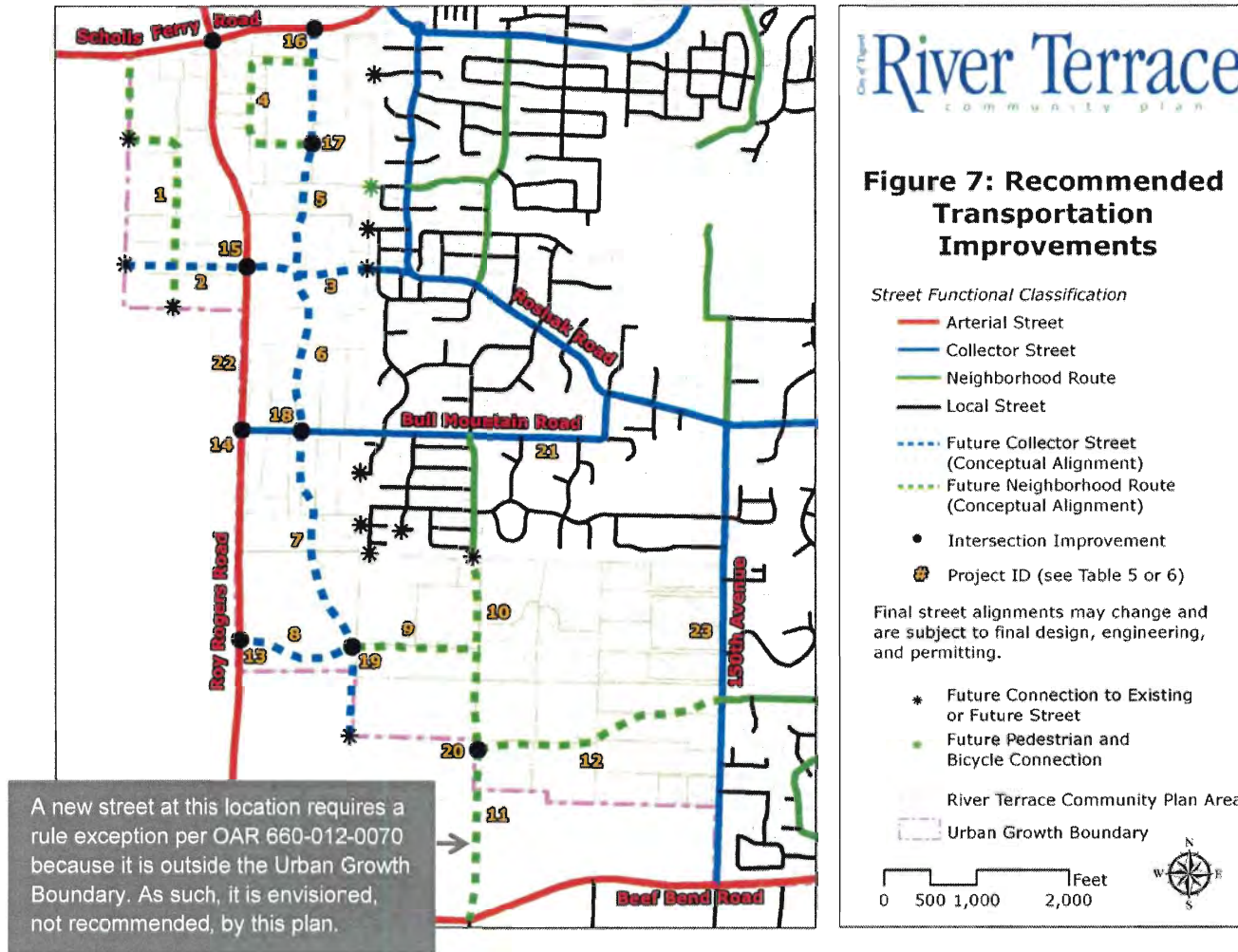
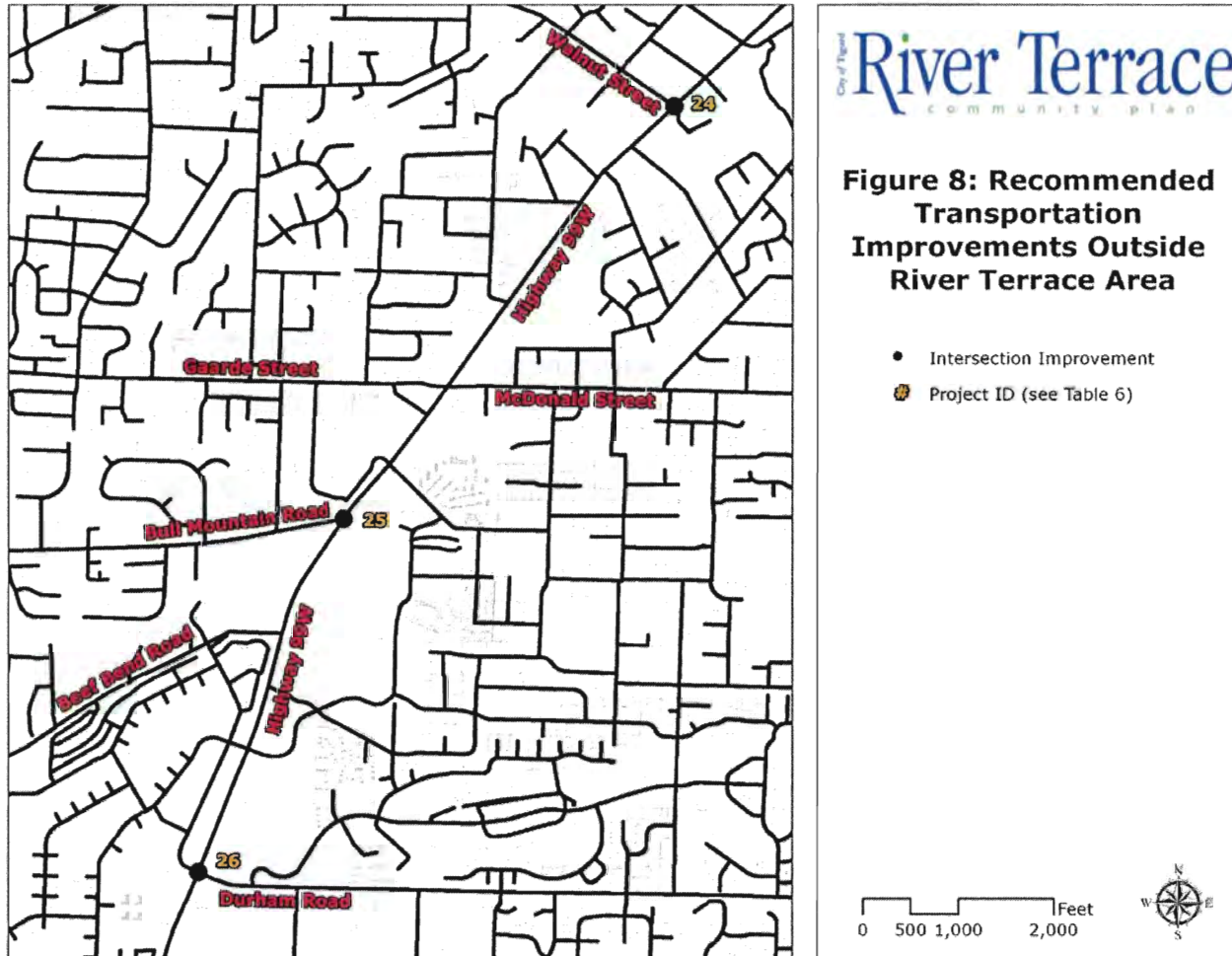


Figure 8: Recommended Transportation Improvements Outside River Terrace



Agenda Item:  
Hearing Date: December 16, 2014 Time: 7:30 PM

**STAFF REPORT TO THE  
CITY COUNCIL  
FOR THE CITY OF TIGARD, OREGON**



120 DAYS = N/A

**SECTION I. APPLICATION SUMMARY**

**FILE NAME:** RIVER TERRACE COMMUNITY PLAN (RTCP)

**FILE NO.:** Comprehensive Plan Amendment (CPA) 2014-00001

**PROPOSAL:** A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resources Maps and River Terrace Addendum to the city's Transportation System Plan.

**APPLICANT:** City of Tigard  
13125 SW Hall Boulevard  
Tigard, OR 97223

**OWNER:** N/A

**LOCATION:** River Terrace Plan Area

**APPLICABLE REVIEW CRITERIA:**  
Community Development Code Chapters 18.380.020 and 18.390.060.G;  
Comprehensive Plan Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; Statewide  
Planning Goals 1, 2, 5, 6, 7, 8, 10, 11, 12, 13 and 14; and Metro's Urban  
Growth Management Functional Plan Title 1, 3, 11, 12, 13 and 14.

**SECTION II. PLANNING COMMISSION RECOMMENDATION**

The Planning Commission recommends that the City Council adopt by ordinance a Comprehensive Plan Amendment that adopts the River Terrace Community Plan, related changes to the Comprehensive Plan Designations Map and Natural Resources Maps, and the River Terrace Addendum to the Transportation System Plan, as determined through the public hearing process.

**SECTION III. BACKGROUND INFORMATION**

**Project History**

Most of the land in River Terrace, approximately 440 acres, was added to the UGB in 2002, at which time it was identified as Areas 63 and 64. Washington County completed the concept plan for Areas 63 and 64 in 2010. This plan is entitled the West Bull Mountain Concept Plan (WBMCP)



and included Areas 63 and 64 and a rural subarea to the south of both areas that extended to Beef Bend Road. This rural subarea was included in the concept planning process to facilitate logical street connections and urban service extensions since Areas 63 and 64 were not contiguous to one another.

Approximately 50 acres of this rural subarea was added to the UGB in 2011, at which time it was identified as Roy Rogers West (sometimes referred to as Area 4). Collectively these three areas, i.e. Area 63, Area 64, and Roy Rogers West, comprise the River Terrace planning area. Unlike the WBMCP, the River Terrace Community Plan (RTCP) does not include the remainder of the rural subarea (which is now an Urban Reserve Area) to the south of River Terrace. The entire 490-acre area that makes up River Terrace was annexed to the City in two batches. The first annexation petition was approved in 2011, and the second was approved in 2013.

In 2012, Washington County and the City of Tigard entered into an intergovernmental agreement (IGA) whereby the County assigned and the City agreed to accept responsibility for preparing a community plan based on the concept planning efforts completed by the County in 2010. Pursuant to the IGA and in compliance with Metro Functional Plan Titles 11 and 14, the City agreed to “refine the County’s West Bull Mountain Concept Plan (WBMCP) and provide a detailed land use, public infrastructure, governance, and financial planning framework for urban development of the concept planned area.” In turn, the County agreed to support the City’s efforts to complete the RTCP.

## **Proposal Description**

A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations Map, Natural Resource Maps, and a River Terrace Addendum to the city’s Transportation System Plan.

### *River Terrace Community Plan*

The River Terrace Community Plan (RTCP) is a long range planning document that supplements the Tigard Comprehensive Plan. It is designed to guide development and investment in River Terrace over the next several decades as it transitions from rural to urban land use to accommodate needed housing in the region. It is the result of many years of analysis and visioning by the community, City of Tigard leadership and staff, Washington County leadership and staff, and numerous partner agencies.

The city is required to prepare and adopt comprehensive plan provisions, public facility plans and land use regulations to meet the requirements of the specific Metro ordinances that added River Terrace to the Urban Growth Boundary UGB). The city is also required by Metro Functional Plan Titles 11 and 14 and Statewide Planning Goals 11 and 14 to ensure that areas brought into the UGB are efficiently urbanized and meet long-term population and employment needs. The completion and adoption of the River Terrace Community Plan contributes to meeting all city, state, and Metro requirements for land use and public facility planning.

The city will need to take additional actions to implement the RTCP. Identified implementation actions include, but are not limited to, the following:

- Adoption of the River Terrace Zoning Districts Map
- Development and adoption of River Terrace code amendments
- Development of a new stormwater modeling tool and design standards
- Development and adoption of new fees consistent with recommendations in the River Terrace Funding Strategy

Some of these actions are being timed and coordinated with other actions. The adoption of the River Terrace Zoning Districts Map, for example, is being delayed in order to more closely align its adoption with the completion of the River Terrace Code Amendments, which are still under development. Some, but not all, of these actions will require City Council review and approval and will be presented for Council's consideration at future dates.

#### Updates to Tigard Comprehensive Plan Designations and Natural Resource Maps

In order to apply the city's land use regulations in River Terrace, several maps must be updated. This includes the city's:

- Comprehensive Plan Designations - This map updates the city's existing Comprehensive Plan designations for River Terrace. The city initially adopted Comprehensive Plan designations for River Terrace in 2012 based on the land use recommendations contained in the West Bull Mountain Concept Plan (WBMCP). During the River Terrace community planning process, refinements were made to the recommended WBMCP land uses in order to support a better range and mix of zoning districts and, by extension, housing types. These refinements were vetted by stakeholders, are consistent with the density assumptions and guidelines in the WBMCP, and meet Metro's required residential densities for each area.
- Natural Resource Maps - These maps update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map. This work was completed during the WBMCP and RTCP planning processes.

An advisory group made up of eighteen members was formed to provide advice and guidance to the project team during the Community Plan planning process. Known as the Stakeholder Working Group, they voted on August 22, 2013 to move the Comprehensive Plan Designations forward for adoption. Since the natural resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.

River Terrace Transportation System Plan Addendum

As part of State and Metro requirements for public facility planning, the city must adopt a local transportation system plan that provides for a multi-modal system of streets, trails, and sidewalks within River Terrace with connections to adjacent urban areas and the regional transportation system. This plan is being adopted as an addendum to the city's Transportation System Plan (TSP). Because TSP amendments require a Type IV legislative process, this is the only River Terrace master plan that Council needs to adopt by Ordinance.

The TSP links expected growth with transportation needs and sets the policy framework for the city's transportation system. The proposed TSP Addendum looks to accommodate the transportation needs anticipated in River Terrace in addition to contributing to the city's broader goal of completing the RTCP.

The Stakeholder Working Group voted to cautiously move the River Terrace TSP Addendum forward for adoption on June 9, 2014. Their recommendation for caution primarily revolved around project costs and their concern that costs may be too high for the market to bear. Council was briefed on these issues and the TSP Addendum in general at a workshop meeting on June 17, 2014.

**Planning Commission Recommendation**

On November 17, 2014 the Tigard Planning Commission held a public hearing to consider the proposal and make a recommendation to Council. As discussed in greater detail in Section VIII of this report and in the minutes of the hearing, public testimony was received and considered by the Planning Commission as part of their deliberations. At the conclusion of their deliberations, the Planning Commission made a unanimous recommendation to the City Council that all four elements of the proposal be approved and adopted as presented to the Commission.

## **SECTION IV. APPLICABLE CRITERIA, FINDINGS AND CONCLUSIONS**

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This section contains all the applicable city, state and metro policies, provisions, and criteria that apply to the proposed comprehensive plan amendment. Each section is addressed demonstrating how each requirement is met.

### **APPLICABLE PROVISIONS OF THE TIGARD COMMUNITY DEVELOPMENT CODE (TITLE 18)**

**Chapter 18.380: Zoning Map and Text Amendments**      **Chapter 18.380.020 Legislative Amendments to the Title and Map**  
**A. Legislative amendments. Legislative zoning map and text amendments shall be undertaken by means of a Type IV procedure, as governed by Section 18.309.060G**

**FINDING:**      The proposed legislative amendments are being reviewed under the Type IV legislative procedure as set forth in the chapter. This procedure requires public hearings before both the Planning Commission and City Council.

**Chapter 18.390: Decision-Making Procedures**      **Chapter 18.390.020. Description of Decision-Making Procedures**  
**B.4. Type IV Procedure. Type IV procedures apply to legislative matters. Legislative matters involve the creation, revision, or large-scale implementation of public policy. Type IV matters are considered initially by the Planning Commission with final decisions made by the City Council.**

**FINDING:**      This Comprehensive Plan Amendment (CPA) to the Tigard Comprehensive Plan establishes policies to be applied generally throughout the City of Tigard. Therefore it will be reviewed under the Type IV procedure as detailed in Section 18.390.060.G. In accordance with this section, the amendment is initially being considered by the Planning Commission with City Council making the final decision.

**Chapter 18.390: Decision-Making Procedures**      **Chapter 18.390.060.G. Decision-making considerations. The recommendation by the Commission and the decision by the Council shall be based on consideration of the following factors:**

- 1. The Statewide Planning Goals and Guidelines adopted under Oregon Revised Statutes Chapter 197;**
- 2. Any federal or state statutes or regulations found applicable;**
- 3. Any applicable Metro regulations;**
- 4. Any applicable comprehensive plan policies; and**
- 5. Any applicable provisions of the City's implementing ordinances.**

**FINDING:**      Findings and conclusions are provided within this report for the applicable listed factors on which the recommendation by the Commission and the decision by the Council shall be based.

**CONCLUSION:**      Based on the findings above and below, these provisions are met.

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APPLICABLE COMPREHENSIVE PLAN POLICIES

**Chapter 1: Citizen Involvement**

*Goal 1.1 Provide citizens, affected agencies, and other jurisdictions the opportunity to participate in all phases of the planning process.*

**Policy 2**                    **The City shall define and publicize an appropriate role for citizens in each phase of the land use planning process.**

**Policy 3**                    **The City shall establish special citizen advisory boards and committees to provide input to the City Council, Planning Commission, and City staff.**

**Policy 5**                    **The opportunities for citizen involvement provided by the City shall be appropriate to the scale of the planning effort and shall involve a broad cross-section of the community.**

**FINDING:**                    The River Terrace Community Plan describes how citizens, affected agencies, and other jurisdictions were given the “opportunity to participate in all phases of the planning process.” Community Plan Goal 1: Public involvement lists opportunities like:

- Advisory committees – a Stakeholder Working Group (SWG), Technical Advisory Committee (TAC), and Implementation Subcommittee were formed to advise the process.
- Community meetings – Eight were held prior to the adoption process.
- Online Tools – A blog and online forum were set up for public participation
- Several public comment periods were available on different aspects of the proposal

Several opportunities for participation are also built into the Comprehensive Plan amendment process, including:

- Public Hearing notification requirements pursuant to Chapter 18.390.060 of the Tigard Community Development Code and Measure 56. Public hearing notice of the Planning Commission and City Council public hearings was sent to the interested parties list and all River Terrace property owners.
- A notice was published in the October 30, 2014 issue of The Tigard Times (in accordance with Tigard Development Code Chapter 18.390). The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City’s webpage where the entire draft of the text changes could be viewed.

**CONCLUSION:**                    Based on the above findings, Tigard Comprehensive Plan Goal 1.1 Policies 2, 3 and 5 are met.

*Goal 1.2 Ensure all citizens have access to:*

- A. opportunities to communicate directly to the City; and*
- B. information on issues in an understandable form.*

**Policy 1**            The City shall ensure pertinent information is readily accessible to the community and presented in such a manner that even technical information is easy to understand.

**Policy 2**            The City shall utilize such communication methods as mailings, posters, newsletters, the internet, and any other available media to promote citizen involvement and continue to evaluate the effectiveness of methods used.

**Policy 4**            The City shall ensure citizens receive a timely response from policymakers regarding recommendations made through the citizen involvement program.

**Policy 5**            The City shall seek citizen participation and input through collaboration with community organizations, interest groups, and individuals in addition to City sponsored boards and committees.

**Policy 6**            The City shall provide opportunities for citizens to communicate to Council, boards and commissions, and staff regarding issues that concern them.

**FINDING:**            The River Terrace Community Plan describes how citizens could communicate directly to the city about the project and receive information on issues in an understandable form. Community Plan Goal 1: Public involvement lists opportunities like:

- Updates to City boards and commissions
- Presentations to neighborhood and special interest groups
- River Terrace project website, blog, and interactive maps
- Printed informational material and mailings

Citizen involvement led to several key River Terrace Community Plan and infrastructure master plan refinements.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 1.2 Policies 1, 2, 4, 5 and 6 are met.

## **Chapter 2: Land Use Planning**

*Goal 2.1 Maintain an up-to-date Comprehensive Plan, implementing regulations and action plans as the legislative basis of Tigard's land use planning program.*

**Policy 1**            The City's land use program shall establish a clear policy direction, comply with state and regional requirements, and serve its citizens' own interests.

**Policy 2**                    **The City’s land use regulations, related plans, and implementing actions shall be consistent with and implement its Comprehensive Plan.**

**Policy 3**                    **The City shall coordinate the adoption, amendment, and implementation of its land use program with other potentially affected jurisdictions and agencies.**

**Policy 20**                   **The City shall periodically review and if necessary update its Comprehensive Plan and regulatory maps and implementing measures to ensure they are current and responsive to community needs, provide reliable information, and conform to applicable state law, administrative rules, and regional requirements.**

**FINDING:**                The goals and policies contained in the Tigard Comprehensive Plan provide the basis for the city’s land use planning program. The River Terrace Community Plan is a product of this program and an ancillary Comprehensive Plan document. The River Terrace Community Plan addresses Tigard’s Comprehensive Plan Goal 2: Land Use Planning for River Terrace and provides more detail about how the plan is meeting Metro requirements for density and the community’s vision for the area.

As described in this staff report, the amendment complies with all applicable statewide planning goals, regional regulations, comprehensive plan policies, and serves the interest of the citizens. The amendment ensures that the River Terrace area is urbanized efficiently and becomes a mixed-use, walkable, community.

Potentially affected jurisdictions and agencies were given an opportunity to collaborate with staff throughout the project as members of the Technical Advisory Committee. In addition, the city sent out a request for comments to all potentially affected jurisdictions and agencies. All were given 14 days to respond. Any comments that were received are addressed in Section VII: Outside Agency Comments.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 1, 2, 3 and 20 are met.

**Policy 6**                    **The City shall promote the development and maintenance of a range of land use types which are of sufficient economic value to fund needed services and advance the community’s social and fiscal stability.**

**Policy 10**                   **The City shall institute fees and charges to ensure development pays for development related services and assumes the appropriate costs for impacts on the transportation and other public facility systems.**

**FINDING:**                This CPA, specifically the River Terrace Community Plan and Comprehensive Plan designations, provides for a variety of land uses and

residential densities consistent with the community's desire to create a community of great neighborhoods that includes housing, neighborhood-scale commercial businesses, schools, parks and recreational opportunities.

Community Plan Chapter 1: Introduction and Background describes that a funding strategy was developed concurrently with the Community Plan pursuant to state and regional requirements. The River Terrace Funding Strategy will be presented to Council for adoption by separate action during the same meeting that the Community Plan is considered for adoption. Additionally, a Citywide Infrastructure Financing Project is currently underway and is expected to result in updates to the city's existing utility fees and System Development Charges, some of which are expected to be specific to River Terrace per the recommendations contained in the River Terrace Funding Strategy.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 6 and 10 are met.

**Policy 7**                    **The City's regulatory land use maps and development code shall implement the Comprehensive Plan by providing for needed urban land uses including:**  
**A. Residential;**  
**B. Commercial and office employment including business parks;**  
**C. Mixed use;**  
**D. Industrial;**  
**E. Overlay districts where natural resource protections or special planning and regulatory tools are warranted; and**  
**F. Public services**

**Policy 22**                    **The City shall identify, designate, and protect natural resources as part of its land use program.**

FINDING: This CPA, specifically the River Terrace Community Plan and Comprehensive Plan designations, includes primarily residential Comprehensive Plan designations that provide a mix of residential densities. This allows for a variety of housing types that meet a wide range of housing needs. Higher residential densities are planned near commercial and institutional uses and along major corridors. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods. The commercial area is sized and zoned to provide neighborhood-scale commercial goods and services. The co-location of land uses (e.g. parks and trails), public facilities (e.g. stormwater facilities and pump stations), and natural resource areas is strongly encouraged to maximize the efficient use of land and to create opportunities for community amenities.

The River Terrace Community Plan addresses the City's Goal 5 Natural Resources for River Terrace. In addition, the city's Natural Resource maps



are being updated for the River Terrace area to ensure that these areas are protected. The city's existing protection programs for natural resources will be extended to the newly mapped areas in River Terrace.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 7 and 22 are met.

**Policy 8**                    **The City shall require that appropriate public facilities are made available, or committed, prior to development approval and are constructed prior to, or concurrently with, development occupancy.**

**Policy 9**                    **The City may, upon determining it is in the public interest, enter into development agreements to phase the provision of required public facilities and services and/or payment of impact fees and/or other arrangements that assure the integrity of the infrastructure system and public safety.**

**Policy 13**                   **The City shall plan for future public facility expansion for those areas within its Urban Planning Area that can realistically be expected to be within the City limits during the planning period.**

**FINDING:** River Terrace Community Plan Goal: 11 Public Facilities and Services addresses public facility planning for River Terrace. The Comprehensive Plan designations proposed for adoption determined the type, number and location of residential dwelling units in River Terrace. This information was used to help determine the size and location of needed public facilities and services.

The Community Plan more fully describes future public facility expansion in the sections on Parks, Public Facilities and Transportation and in the five infrastructure master plans developed for River Terrace. The five infrastructure master plans include: water, sewer, stormwater, transportation and parks. Water, sewer and stormwater master plans have already been adopted; while the transportation and parks master plans are proposed for adoption with this CPA. The plans include a list of infrastructure improvements necessary to accommodate the River Terrace area.

Updates to the city's adequate facility requirements will be included in the upcoming River Terrace Code Amendments as part of Community Plan implementation.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policies 8, 9 and 13 are met.

**Policy 15**                   **In addition to other Comprehensive Plan goals and policies deemed applicable, amendments to Tigard's Comprehensive Plan/Zone Map shall be subject to the following specific criteria:**  
**A. Transportation and other public facilities and services shall be available, or committed to be made available, and of sufficient capacity to serve the land uses allowed by the proposed map designation;**

**B. Development of land uses allowed by the new designation shall not negatively affect existing or planned transportation or other public facilities and services;**

**C. The new land use designation shall fulfill a proven community need such as provision of needed commercial goods and services, employment, housing, public and community services, etc. in the particular location, versus other appropriately designated and developable properties;**

**D. Demonstration that there is an inadequate amount of developable, appropriately designated, land for the land uses that would be allowed by the new designation;**

**E. Demonstration that land uses allowed in the proposed designation could be developed in compliance with all applicable regulations and the purposes of any overlay district would be fulfilled;**

**F. Land uses permitted by the proposed designation would be compatible, or capable of being made compatible, with environmental conditions and surrounding land uses; and**

**G. Demonstration that the amendment does not detract from the viability of the City's natural systems.**

**FINDING:**

The proposed amendment to Tigard's Comprehensive Plan Map meets the following specific criteria:

- **Sufficient capacity:** The Community Plan describes that updates to the city's adequate facility requirements will be included in River Terrace Code Amendments as part of Community Plan implementation.
- **Not negatively affecting:** The Community Plan more fully describes future public facility expansion in the sections on Parks, Public Facilities and Transportation and in the five infrastructure master plans developed for River Terrace. The plans include a list of infrastructure improvements necessary to accommodate development in River Terrace.
- **Fulfills a proven community need:** Almost 97% of the land in River Terrace is proposed for new housing. A citywide analysis of housing needs and capacity in 2012 found that Tigard has an estimated need for just over 6,500 new housing units over the next 20 years. Over 50% of the city's overall need (3,744 housing units) could be absorbed by River Terrace development.
- **Demonstration of inadequacy:** A significant portion of the city's estimated capacity for needed housing is assumed to come from River Terrace.
- **Demonstration of compliance:** The River Terrace Community Plan utilizes the city's existing Comprehensive Plan and zoning district designations.
- **Compatibility:** Higher residential densities are planned near commercial and institutional uses and along major transportation corridors. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods.

- Viability of natural systems: The city’s Natural Resource maps are being updated for the River Terrace area to ensure that these areas are protected. The city’s existing protection programs for natural resources will be extended to the newly mapped areas in River Terrace.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 2.1 Policy 15 is met.

**Chapter 5: Natural Resources and Historic Areas**

*Goal 5.1 Protect natural resources and the environmental and ecological functions they provide and, to the extent feasible, restore natural resources to create naturally functioning systems and high levels of biodiversity.*

**Policy 4** The City shall actively coordinate and consult with landowners, local stakeholders, and governmental jurisdictions and agencies regarding the inventory, protection, and restoration of natural resources.

**Policy 10** The City shall complete a baseline inventory of significant natural resources and update or improve it as necessary, such as at the time of Comprehensive Plan Periodic Review, changes to Metro or State programs, or to reflect changed conditions, circumstances, and community values.

FINDING: This CPA amends the city’s Natural Resource maps to include the River Terrace plan area. The city will utilize the same natural resource protection programs as the rest of the city. Implementation of these programs will occur through the adoption of several inventories and maps that provide various levels of natural resource assessment and protection as well as development flexibility.

The River Terrace Community Plan addresses the city’s Goal 5: Natural Resources and speaks to the city’s coordination and inventory of significant natural resources in River Terrace.

- The Natural Resource maps proposed for adoption update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map, which was completed as part of the West Bull Mountain and River Terrace planning processes.
- The SWG, TAC, community, and outside agencies had an opportunity to review each map. Since the Natural Resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.

The River Terrace Addendum to the Transportation System Plan includes the following language on protection of natural resources:

- Street alignments and intersections should avoid and/or minimize impacts to identified natural resource areas whenever possible.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 5.1 Policies 4 and 10 are met.

## Chapter 6: Environmental Quality

### *Goal 6.1 Reduce air pollution and improve air quality in the community and region.*

**Policy 3**            **The City shall promote land use patterns, which reduce dependency on the automobile, are compatible with existing neighborhoods, and increase opportunities for walking, biking, and /or public transit.**

**Policy 6**            **The City shall encourage the maintenance and improvement of open spaces, natural resources, and the City’s tree canopy to sustain their positive contribution to air quality.**

FINDING:            The River Terrace Community Plan and maps, and the Transportation System Plan Addendum support the city’s adopted environmental quality goals and policies. Specifically:

- Land use patterns: The River Terrace Community Plan and Comprehensive Plan designations will allow for more intense urban land uses that reduce the dependency on the automobile and increase opportunities for walking, biking, and public transit. The Transportation System Plan Addendum identifies several multi-modal street and intersection improvements in and around the River Terrace area. The Walking and Biking Network, Figure 6 of the TSP Addendum illustrates the potential active transportation network for the River Terrace plan area. The emphasis of this network is on connecting residents to existing and future trails, as defined in the Metro Regional Trail and Greenways Plan, as well as key destinations within and near the River Terrace Community Plan area, including the neighborhood commercial area in the north and the future school in the south.
- Open spaces, natural resources, and tree canopy: This CPA updates the city’s Natural Resource maps for the River Terrace area, including the significant tree groves map. As discussed in Goal 8: Parks, Recreation, Trails and Open Space of the Community Plan, 65 acres of open space is proposed in River Terrace.

CONCLUSION:        Based on the above findings, Tigard Comprehensive Plan Goal 6.1 Policies 3 and 6 are met.

### *Goal 6.2 Ensure land use activities protect and enhance the community’s water quality.*

- Policy 3**            The City shall encourage the use of low impact development practices that reduce stormwater impacts from new and existing development.
- Policy 4**            The City shall protect, restore, and enhance, to the extent practical, the natural functions of stream corridors, trees, and water resources for their positive contribution to water quality.
- Policy 10**           The City shall continue to facilitate the extension of the City’s wastewater system to neighborhoods without service within the Tigard Urban Service Area, provided:  
**A. properties benefiting from the extension pay their fair share of the cost; and**  
**B. annexation occurs prior to any property receiving service.**

**FINDING:**           River Terrace Community Plan Goal 11: Public Facilities and Services addresses planned infrastructure system improvements for stormwater and wastewater in River Terrace:

- A Stormwater Master Plan was created to manage stormwater in the River Terrace area. It recommends two water quality strategies: (1) Low Impact Development Approaches (LIDA) at a variety of scales, and (2) regional water quality facilities. The River Terrace Stormwater Master Plan has already been adopted.
- A River Terrace Sanitary Sewer Master Plan Addendum was developed to address sanitary sewer management for the River Terrace plan area. The River Terrace Sanitary Sewer Master Plan Addendum has already been adopted.

In addition, the River Terrace Community Plan aims to protect natural resources and preserve their aesthetic and environmental benefits. Natural resource protection will also be achieved through the development of effective stormwater management facilities that protect the community’s water supply and the health and function of stream corridors for habitat and recreation. For example, the River Terrace Stormwater Master Plan contains goals to restore and enhance vegetative corridors, protect water quality, preserve existing hydrology, preserve existing mature vegetation, and more.

This CPA also updates the city’s Natural Resource maps for the River Terrace area in order to implement the city’s current protection and incentive programs to retain and protect the city’s natural resources.

**CONCLUSION:**    Based on the above findings, Tigard Comprehensive Plan Goal 6.2 Policies 3, 4 and 10 are met.

**Chapter 7: Hazards**

*Goal 7.1 Protect people and property from flood, landslide, earthquake, wildfire, and severe weather hazards.*

**Policy 3**            **The City shall coordinate land use and public facility planning with**

**public safety providers (law enforcement, fire safety, and emergency service providers) to ensure their capability to respond to hazard events.**

**FINDING:** The city’s public safety providers (law enforcement and Tualatin Valley Fire and Rescue) served as members of the Technical Advisory Committee for this project. The Community Plan and River Terrace Addendum to the Transportation System Plan identify future connections needed to ensure these providers are capable of responding to future hazard events. These connections are intended to provide local and emergency vehicle access within and between new and existing neighborhoods.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 7.1 Policy 3 is met.

### **Chapter 8: Parks, Recreation, Trails, and Open Space**

**Goal 8.1** *Provide a wide variety of high quality park and open spaces for all residents, including both:*

- A. developed areas with facilities for active recreation; and*
- B. undeveloped areas for nature-oriented recreation and the protection and enhancement of valuable natural resources within the parks and open space system.*

**Policy 3** The City shall seek to achieve or exceed the ideal park service level standard of 11.0 acres of parkland per thousand population.

**Policy 4** The City shall endeavor to develop neighborhood parks [or neighborhood park facilities within other parks, such as a linear park] located within a half mile of every resident to provide access to active and passive recreation opportunities for residents of all ages.

**Policy 19** The City shall seek to establish and manage a fully functional urban forest.

**FINDING:** River Terrace Community Plan Goal 8: Parks, Recreation, Trails, and Open Space supports the city’s adopted park goals and policies. No new goals or policies are needed to implement the park recommendations for River Terrace.

The city’s adopted Level of service (LOS) standards for parks were used in planning for the River Terrace. Community Plan Table 5-2 describes River Terrace park standards, needs, and recommendations. Overall, the city is proposing to exceed the city’s (updated) core standard by over 37 acres. The full range of park types is envisioned in River Terrace to provide access for both active and passive recreation. In lieu of identifying specific park locations, parks are conceptually located within service areas to show where community and neighborhood parks would be needed to meet LOS standards and achieve the goal of having an equitable distribution of parks in the area.

Additionally, adoption of the proposed River Terrace Community Plan and Significant Tree Groves map will extend the city's urban forestry program to River Terrace. The River Terrace area has nine significant tree grove sites totaling 61 acres.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 8.1 Policies 3, 4 and 19 are met.

*Goal 8.2 Create a Citywide network of interconnected on- and off-road pedestrian and bicycle trails.*

**Policy 1 The City shall create an interconnected regional and local system of on- and off-road trails and paths that link together neighborhoods, parks, open spaces, major urban activity centers, and regional recreational opportunities utilizing both public property and easements on private property.**

FINDING: The River Terrace Community Plan addresses trails in two sections - Goal 8: Parks, Recreation, Trails, and Open Space and Goal 12: Transportation. As stated in the Community Plan, the River Terrace Transportation System Plan Addendum envisions a comprehensive trail system for pedestrians and cyclists that links the many existing natural resources areas, proposed parks, future schools and services, and other planned regional trails in the area. The trail system is consistent with the River Terrace Park System Master Plan Addendum, the city's Strategic Plan for walkability, and the Metro Regional Trails and Greenways Plan.

The River Terrace Community Plan shows trails more specifically located than parks. The River Terrace Trail, whose design has been uniquely integrated with the main North-South Collector Street known as River Terrace Boulevard was planned, in part, to complement Metro's Westside Trail.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 8.2 Policy 1 is met.

## **Chapter 10: Housing**

*Goal 10.1 Provide opportunities for a variety of housing types at a range of price levels to meet the diverse housing needs of current and future City residents.*

**Policy 1 The City shall adopt and maintain land use policies, codes, and standards that provide opportunities to develop a variety of housing types that meet the needs, preferences and financial capabilities of Tigard's present and future residents.**

**Policy 2 The City's land use program shall be consistent with applicable state and federal laws.**

**FINDING:** The River Terrace Community Plan addresses the city’s Goal 10: Housing for River Terrace. The Community Plan supports the city’s adopted housing goals and policies. Almost 97% of the buildable land in River Terrace is proposed for new housing.

River Terrace stakeholders prioritized a range of residential densities to provide diverse housing types, a variety of housing choices, and integration with existing adjacent Bull Mountain neighborhoods when designing the land use framework for River Terrace. The proposed land uses meet state and Metro requirements for density and the opportunity for attached housing.

The city’s existing affordable housing program will apply to River Terrace. Updates to the citywide program are expected in 2015.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 10.1 Policies 1 and 2 are met.

*Goal 10.2 Maintain a high level of residential livability.*

**Policy 2** The City shall seek to provide multi-modal transportation access from residential neighborhoods to transit stops, commercial services, employment, and other activity centers.

**Policy 5** The City shall encourage housing that supports sustainable development patterns by promoting the efficient use of land, conservation of natural resources, easy access to public transit and other efficient modes of transportation, easy access to services and parks, resource efficient design and construction, and the use of renewable energy resources.

**Policy 6** The City shall promote innovative and well-designed housing development through application of planned developments and community design standards for multi-family housing.

**Policy 7** The City shall ensure that residential densities are appropriately related to locational characteristics and site conditions such as the presence of natural hazards and natural resources, availability of public facilities and services, and existing land use patterns.

**Policy 8** The City shall require measures to mitigate the adverse impacts from differing, or more intense, land uses on residential living environments, such as:  
A. orderly transitions from one residential density to another;  
B. protection of existing vegetation, natural resources and provision of open space areas; and  
C. installation of landscaping and effective buffering and screening.

**FINDING:** This CPA, through the River Terrace Community Plan and TSP Addendum, proposes a multi-modal transportation system that is designed to connect River Terrace to existing and future neighborhoods, services, parks, schools



and regional destinations through a hierarchy of streets and trails that provide residents and visitors with convenient, safe and comfortable travel options. This network of multi-modal streets conforms to the rolling topography, builds upon and connects to existing streets in the area, and effectively balances safety, comfort and mobility.

The Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors in order to reduce dependency on vehicles. Lower residential densities are planned in areas with steep slopes and along the area's eastern edge to provide a buffer between existing lower density neighborhoods and future higher density neighborhoods. The River Terrace Community plan encourages the co-location of land uses (e.g. parks and trails), public facilities (e.g. stormwater facilities and pump stations), and natural resource areas to maximize the efficient use of land and to create opportunities for community amenities.

The city's current development code, specifically relating to buffering and screening, will apply to the River Terrace area ensuring orderly transition of residential densities. The city's current Planned Development regulations will also apply to River Terrace. The city intends to propose changes to the Planned development code to implement the River Terrace Community Plan. These amendments are anticipated to be reviewed by Planning Commission and Council in February 2015.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 10.2 Policies 2, 5, 6, 7 and 8 are met.

## **Chapter 11: Public Facilities and Services**

*Goal 11.1 Develop and maintain a stormwater system that protects development, water resources, and wildlife habitat.*

- Policy 1**            **The City shall require that all new development:**  
**A. construct the appropriate stormwater facilities or ensure construction by paying their fair share of the cost;**  
**B. comply with adopted plans and standards for stormwater management; and**  
**C. meet or exceed regional, state, and federal standards for water quality and flood protection.**
- Policy 2**            **The City shall continue to collaborate with Clean Water Services in the planning, operation, and maintenance of a comprehensive stormwater management system.**
- Policy 3**            **The City shall require the stormwater management system to comply with all applicable federal, state, and regional regulations and programs.**
- Policy 6**            **The City shall maintain streams and wetlands in their natural state, to**

the extent necessary, to protect their stormwater conveyance and treatment functions.

**Policy 7**                    **The City shall encourage low impact development practices and other measures that reduce the amount of, and/or treat, stormwater runoff at the source.**

**Policy 8**                    **The City shall develop sustainable funding mechanisms:**  
**A. for stormwater system maintenance;**  
**B. to improve deficiencies within the existing system; and**  
**C. to implement stormwater system improvements identified in the Capital Improvement Plan.**

**FINDING:**                    Community Plan Goal 11: Public Facilities and Services addresses stormwater management in River Terrace. The River Terrace Stormwater Master Plan, and by extension, the River Terrace Community Plan support the city's adopted stormwater management goals and policies.

- The River Terrace Stormwater Master Plan and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11.
- The strategies recommended in the River Terrace Stormwater Master Plan are based upon Clean Water Services (CWS) Design and Construction Standards and the CWS Low Impact Development Approaches (LIDA) Handbook. In addition, it reflects the city's intention to adopt new design standards for the River Terrace area in collaboration with CWS on or before the adoption of the Community Plan.
- There are two water quality strategies recommended in River Terrace: (1) Low Impact Development Approaches (LIDA) at a variety of scales, and (2) regional water quality facilities that offer community benefits in addition to stormwater management
- The River Terrace Stormwater Master Plan has already been adopted.

**CONCLUSION:**              Based on the above findings, Tigard Comprehensive Plan Goal 11.1 Policies 1, 2, 3, 6, 7 and 8 are met.

*Goal 11.2 Secure a reliable, high quality, water supply to meet the existing and future needs of the community.*

**Policy 2**                    **The City shall develop and maintain a water system master plan to coordinate the improvement and expansion of Tigard Water Service Area infrastructure to serve current and projected demand.**

**FINDING:**                    Community Plan Goal 11: Public Facilities and Services addresses water supply and distribution in River Terrace. The River Terrace Water System Master Plan Addendum and, by extension, the River Terrace Community Plan support the city's adopted water supply goals and policies.

- The city's Water System Master Plan (WSMP) addresses water supply capacity needs and guides water system infrastructure improvements

in the Tigard Water Service Area.

- The River Terrace Water System Master Plan Addendum has already been adopted.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 11.2 Policy 2 is met.

*Goal 11.3 Develop and maintain a wastewater collection system that meets the existing and future needs of the community.*

**Policy 1**            **The City shall require that all new development:**  
**A. connect to the public wastewater system and pay a connection fee;**  
**B. construct the appropriate wastewater infrastructure; and**  
**C. comply with adopted plans and standards for wastewater management.**

**Policy 2**            **The City shall continue to collaborate with Clean Water Services in the planning, operation, and maintenance of a comprehensive wastewater management system for current and projected Tigard residents.**

**Policy 3**            **The City shall require the wastewater management system to comply with all applicable federal, state, and regional regulations and programs.**

FINDING:            Community Plan Goal 11: Public Facilities and Services addresses sanitary sewer management in River Terrace. The River Terrace Sanitary Sewer Master Plan Addendum and, by extension, the River Terrace Community Plan support the city's adopted sanitary sewer goals and policies.

- The River Terrace Sanitary Sewer Master Plan Addendum and the River Terrace Funding Strategy contribute to meeting the city's PFP requirement under Statewide Planning Goal 11.
- The River Terrace Sanitary Sewer Master Plan Addendum addresses sanitary sewer management for the River Terrace plan area.
- The River Terrace Sanitary Sewer Master Plan Addendum has already been adopted.

CONCLUSION:        Based on the above findings, Tigard Comprehensive Plan Goal 11.3 Policies 1, 2 and 3 are met.

*Goal 11.4 Maintain adequate public facilities and services to meet the health, safety, education, and leisure needs of all Tigard residents.*

**Policy 1**            **The City shall support the provision of accessible public facilities and services through ensuring adequate administrative and general governance services.**

**Policy 5**            **The City shall work in conjunction with partner agencies and districts in the planning and locating of their new facilities.**

**Policy 7**                    **The City shall coordinate with the school districts to address capacity needs associated with population growth.**

**FINDING:**                The River Terrace Community Plan, in conjunction with the River Terrace Funding Strategy, provides a framework for urban development through the timely, orderly and efficient provision of public facilities and services in River Terrace. The city worked with agencies including, but not limited to, Clean Water Services, Washington County, the Tigard Tualatin School District, and the City of Beaverton on planning for public facilities. This collaboration with other agencies will continue into the future as River Terrace develops.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 11.4 Policies 1, 5 and 7 are met.

## **Chapter 12: Transportation**

*Goal 12.1      Develop mutually supportive land use and transportation plans to enhance the livability of the community.*

**Policy 1**                    **The City shall plan for a transportation system that meets current community needs and anticipated growth and development.**

**Policy 3**                    **The City shall maintain and enhance transportation functionality by emphasizing multi-modal travel options for all types of land uses.**

**Policy 4**                    **The City shall promote land uses and transportation investments that promote balanced transportation options.**

**Policy 5**                    **The City shall develop plans for major transportation corridors and provide appropriate land uses in and adjacent to those corridors.**

**Policy 6**                    **The City shall support land use patterns that reduce greenhouse gas emissions and preserve the function of the transportation system.**

**Policy 7**                    **The City shall strive to protect the natural environment from impacts derived from transportation facilities.**

**Policy 9**                    **The City shall coordinate with private and public developers to provide access via a safe, efficient, and balanced transportation system.**

**FINDING:**                River Terrace Community Plan Goal 12: Transportation addresses transportation planning for the River Terrace area. The River Terrace Transportation System Plan (TSP) Addendum and, by extension, the River Terrace Community Plan support the city's adopted transportation goals and policies.

- Land use was a key factor in development of the River Terrace TSP Addendum. The impact of the increased vehicle trip generation on

the surrounding transportation system, as a result of the recommended land uses, was evaluated through the year 2035. The highest level of potential development for the River Terrace area (2,587 households and 149 employees) was assumed. The result is a set of transportation improvements and standards that updates the Tigard TSP for the River Terrace area.

- The streets in River Terrace are designed to accommodate all modes of travel for users of all ages and abilities where possible. They are also designed to safely connect people to where they need to go, providing residents and visitors with a number of travel choices to their destinations. The streets are also envisioned to be more than just places for automobile travel, recognizing that they are also where people gather, walk, bike, access transit, and park their vehicles.
- Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors to reduce dependency on vehicles.
- The TSP Addendum envisions a comprehensive trail system for pedestrians and cyclists that links the many existing natural resource areas, proposed parks, future schools and services, and other planned regional trails in the area.
- The TSP Addendum recognizes that street alignments and intersections should avoid and/or minimize impacts to identified natural resource areas wherever possible.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.1 Policies 1, 3, 4, 5, 6, 7 and 9 are met.

*Goal 12.2 Develop and maintain a transportation system for the efficient movement of people and goods.*

**Policy 3** The City shall design streets to encourage a reduction in trip length by improving arterial, collector, and local street connections.

**Policy 4** The City shall design arterial routes, highway access, and adjacent land uses in ways that facilitate the efficient movement of people, goods and services.

**Policy 6** The City shall develop and maintain an efficient arterial grid system that provides access within the City, and serves through traffic in the City.

FINDING: The River Terrace Community Plan acknowledges that the existing major streets in and around River Terrace serve an important regional through-travel function and will benefit new residents by connecting them to regional destinations. The following streets in/near the River Terrace area are classified as arterials: Beef Bend Road, Roy Rogers Road, and Scholls Ferry Road. These streets serve the highest volume of motor vehicle traffic and are expected to be utilized for longer distance regional trips.

In addition to connecting to existing major streets, the River Terrace TSP Addendum also proposes connections to existing local streets located to the east of River Terrace in existing Bull Mountain neighborhoods. These connections are consistent with the city's existing transportation policies on connectivity for reducing trip length, providing an efficient transportation network, and maximizing the investment in the existing transportation system.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.2 Policies 3, 4 and 6 are met.

*Goal 12.3 Provide and accessible, multi-modal transportation system that meets the mobility needs of the community.*

**Policy 4**            **The City shall support and prioritize bicycle, pedestrian, and transit improvements for transportation disadvantaged populations who may be dependent on travel modes other than private automobile.**

**Policy 5**            **The City shall develop and maintain neighborhood and local connections to provide efficient circulation in and out of the neighborhoods.**

**Policy 8**            **The City shall design all projects on Tigard city streets to encourage pedestrian and bicycle travel.**

**Policy 10**           **The City shall require and/or facilitate the construction of off-street trails to develop pedestrian and bicycle connections that cannot be provided by a street.**

**Policy 11**           **The City shall require appropriate access to bicycle and pedestrian facilities for all schools, parks, public facilities, and commercial areas.**

FINDING:            The River Terrace Community Plan envisions an interconnected network of multi-modal streets, one that conforms to the rolling topography and builds upon and connects with the existing streets in the area. The streets are designed to accommodate all modes of travel for users of all ages and abilities where possible. They are also designed to safely connect people to where they need to go, providing residents and visitors with a number of travel choices to their destinations. Connections to existing streets in adjacent Bull Mountain neighborhoods to the east will improve street connectivity in the area.

Residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas—improving the overall health and livability of the neighborhood.

River Terrace has many stream corridors and the potential for many neighborhood and community parks. To best serve the needs of future

residents to travel to these scenic, natural, and recreational areas, a high quality network of low-stress pedestrian and bicycle facilities is envisioned. For pedestrians, sidewalks will be required on all future streets. For bicyclists, dedicated facilities will vary based on the street classification. Arterial and collector streets will have either bike lanes or shared use paths, with consideration for a buffered bike lane or cycle track along Roy Rogers Road.

Additionally, the pedestrian and bicycle facilities in River Terrace are planned to be fully integrated with the existing trail and bikeway network and the planned active transportation projects in the Metro Regional Trail and Greenways Plan. These measures will help ensure that future River Terrace residents will be able to access goods and services on foot and by bicycle, both within and outside of the area.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.3 Policies 4, 5, 8, 10 and 11 are met.

*Goal 12.4 Maintain and improve transportation system safety.*

**Policy 1** The City shall consider the intended uses of a street during the design to promote safety, efficiency, and multi-modal needs.

**Policy 2** The City shall coordinate with appropriate agencies to provide safe, secure, connected, and desirable pedestrian, bicycle, and public transit facilities.

FINDING: The River Terrace Community Plan and TSP Addendum state that residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas—improving the overall health and livability of the neighborhood.

For pedestrians, sidewalks will be required on all future streets. For bicyclists, dedicated facilities will vary based on the street classification. Arterial and collector streets will have either bike lanes or shared use paths, with consideration for a buffered bike lane or cycle track along Roy Rogers Road.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 12.4 Policies 1 and 2 are met.

*Goal 12.5 Coordinate planning, development, operation, and maintenance of the transportation system with appropriate agencies.*

**Policy 1** The City shall coordinate and cooperate with adjacent agencies and service providers—including Metro, TriMet, ODOT, Washington County, and neighboring cities—when appropriate, to develop transportation projects which benefit the region as a whole, in addition

**to the City of Tigard.**

**FINDING:** The transportation projects listed in the TSP Addendum were created with guidance from the Technical Advisory Committee (TAC). The TAC included members from Metro, Oregon Department of Transportation, the City of Beaverton, and Washington County, as well as other affected agencies and jurisdictions.

The City sent out a request for comments on the proposed amendment to all potentially affected jurisdictions and agencies. All were given 14 days to respond. Any comments that were received are addressed in Section VII of this Staff Report.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 12.5 Policy 1 is met.

### **Chapter 13: Energy Conservation**

#### ***Goal 13.1 Reduce energy consumption.***

**Policy 1** The City shall promote the reduction of energy consumption associated with vehicle miles traveled through:

- A. land use patterns that reduce dependency on the automobile;**
- B. public transit that is reliable, connected, and efficient; and**
- C. bicycle and pedestrian infrastructure that is safe and well connected.**

**FINDING:** This CPA supports the city's adopted energy conservation goals and policies. No new goals or policies are being proposed.

The River Terrace Community Plan and TSP Addendum envision that residents in the River Terrace area will be able to safely and efficiently travel between destinations via any number of active transportation modes, such as walking and biking. A system of sidewalks, bikeways, and trails will provide access to key destinations such as parks, schools, and commercial areas.

The Comprehensive Plan designations place higher residential densities near commercial and institutional uses and along major corridors, potentially reducing vehicle dependency making transit a viable option in the future.

**CONCLUSION:** Based on the above findings, Tigard Comprehensive Plan Goal 13.1 Policy 1 is met.

### **Chapter 14: Urbanization**

***Goal 14.1 Provide and/or coordinate the full range of urban level services to lands and citizens within the Tigard City Limits.***



**Policy 1**                    **The City shall only approve the extension of City services:**  
**A. where applications for annexation for those properties have been approved; or**  
**B. in circumstances where applicable state and county health agencies have declared a potential or imminent health hazard pursuant to ORS 431.705 to 431.760 (Health Hazard Annexation or Service District Formation); or**  
**C. as outlined in the intergovernmental agreement regarding water provision within the Tigard Water Service Area.**

**Policy 3**                    **The City shall, as needed, coordinate and/or participate in planning activities or development decisions within the Tigard Urban Services Area.**

**FINDING:**                Community Plan Goal 14: Urbanization addresses the city’s urbanization policies for River Terrace.

- The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively provide for the orderly and efficient transition of River Terrace from rural to urban land use. These plans are consistent with Metro Functional Plan Titles 11 and 14 and Statewide Planning Goal 14 for accommodating future population growth, ensuring the efficient use of land and creating livable communities.
- The Community Plan also meets Metro Functional Plan Title 11 and Statewide Planning Goal 11 requirements for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

**CONCLUSION:**        Based on the above findings, Tigard Comprehensive Plan Goal 14.1 Policies 1 and 3 are met.

**Goal 14.2**                *Implement the Tigard Urban Services Agreement through all reasonable and necessary steps, including the appropriate annexation of unincorporated properties.*

**Policy 6**                    **The City shall periodically update and/or amend its Public Facility Plan to ensure the predictable and logical provision of urban services for areas anticipated to be within the Tigard city limits.**

**FINDING:**                This CPA updates the transportation section of the Public Facility Plan through incorporating the River Terrace TSP Addendum. The River Terrace TSP Addendum is an update to the adopted plan and ensures the most reliable, up-to-date information, is being used to plan for the community’s transportation needs into the future. The River Terrace TSP Addendum also ensures compliance with Oregon Administrative Rule 660-012, which governs transportation system development in the state and requires conformance with the Regional Transportation Plan.

CONCLUSION: Based on the above findings, Tigard Comprehensive Plan Goal 14.2 Policy 6 is met.

## APPLICABLE METRO REGULATIONS

### Urban Growth Management Functional Plan

**Title 1                    Housing Capacity - The Regional Framework Plan calls for a compact urban form and a “fair-share” approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity.**

FINDING: Title 1 facilitates the efficient use of land within the Urban Growth Boundary (UGB). This Title requires cities and counties to determine their capacity for housing and adopt minimum density requirements. Title 1 also requires cities and counties to report changes in capacity annually to Metro.

This amendment (CPA2014-00001) adopts the River Terrace Community Plan, Comprehensive Plan designations, Natural Resource maps and a River Terrace Transportation System Plan Addendum, which was completed following the rules outlined in OAR 660, Division 7. The amendment sets policy related to a 20-year supply of land and does not affect compliance with Title 1.

Both Metro and Oregon Department of Land Conservation and Development staff were provided the opportunity to review and comment on all work leading up to the documents proposed for adoption as members of the Technical Advisory Committee.

CONCLUSION: Based on the above findings, Metro’s Urban Growth Management Functional Plan Title 1 is met.

**Title 3                    Water Quality and Flood Management - To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.**

FINDING: Metro’s Title 3 requires that cities and counties adopt provisions that protect life and property from flooding. The Natural Resource maps proposed for adoption update existing city maps that regulate wetland and riparian areas in the River Terrace area. Detailed inventory work was required to update each map and was completed as part of the West Bull Mountain and River Terrace planning processes. By adopting wetland and riparian area maps for River Terrace and applying the city’s Sensitive Lands regulations to the area, the city is ensuring that River Terrace is in compliance with Title 3.

CONCLUSION: Based on the above findings, Metro's Urban Growth Management Functional Plan Title 3 is met.

**Title 11**                    **Planning for New Urban Areas - The Regional Framework Plan calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.**

FINDING:                    This CPA meets the requirements of Metro Functional Plan Title 11 for ensuring that areas like River Terrace, which have been brought into the Urban Growth Boundary (UGB) for urban development purposes, are efficiently urbanized and developed as complete communities.

The River Terrace Community Plan, River Terrace Funding Strategy and various River Terrace infrastructure master plans collectively provide for the orderly and efficient transition of River Terrace from rural to urban land use. These plans are consistent with Metro Functional Plan Titles 11 and 14 and Statewide Planning Goal 14 for accommodating future population growth, ensuring the efficient use of land and creating livable communities. They also further the city's goal of facilitating development in River Terrace in a way that results in high-quality development, natural resource protection and the provision of essential public facilities and services in a coordinated, logical and fiscally sound manner.

CONCLUSION:              Based on the above findings, Metro's Urban Growth Management Functional Plan Title 11 is met.

**Title 13**                    **Nature in Neighborhoods - The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.**

FINDING:                    By expanding the city's natural resource program to include the River Terrace area, the city is ensuring that River Terrace is in compliance with Title 13. River Terrace will utilize the same natural resource protection programs as the rest of the city. Implementation of these programs will occur through the adoption of several inventories and maps that provide various levels of natural resource assessment and protection as well as development flexibility.

The River Terrace Community Plan addresses natural resources and speaks to the city's coordination and inventory of significant natural resources in River Terrace.

- The Natural Resource maps proposed for adoption update existing city maps that regulate tree groves, habitat conservation areas, and wetland and riparian areas to include the River Terrace area. Detailed inventory work was required to update each map and completed as part of the West Bull Mountain and River Terrace planning processes.
- The SWG, TAC, community, and outside agencies had an opportunity to review each map. Since the natural resource maps are very technical in nature and were developed using existing policies and standards, the Stakeholder Working Group was not asked to recommend them for adoption. They were, however, given multiple opportunities to review and understand their implications.

CONCLUSION: Based on the above findings, Metro's Urban Growth Management Functional Plan Title 13 is met.

#### THE STATEWIDE PLANNING GOALS AND GUIDELINES ADOPTED UNDER OREGON REVISED STATUTES CHAPTER 197

The city's Comprehensive Plan incorporated the Statewide Planning Goals and was acknowledged by the state as being in compliance with state law; therefore, the Statewide Goals are addressed under the Comprehensive Plan Policies Sections. The following Statewide Planning Goals are applicable:

Goal 1: Citizen Involvement; Goal 2: Land Use Planning; Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6: Air, Water and Land Resources Quality; Goal 7: Areas subject to Natural Hazards; Goal 8: Recreational Needs; Goal 10: Housing; Goal 11: Public Facilities and Services; Goal 12: Transportation; Goal 13: Energy Conservation; Goal 14: Urbanization.

#### **SECTION VI. ADDITIONAL CITY STAFF COMMENTS**

**Tigard Police Department, (Jim Wolf, 503-718-2561)** had an opportunity to review this proposal and provided comments regarding the importance of connectivity. Mr. Wolf stated that street connectivity provides for efficient police travel and response times to emergencies. However, he also noted that connectivity may also provide criminals with more ways to flee the scene of a crime as well as result in increased traffic volume and unlawful speeds on certain streets.

**The City of Tigard's Current Planning Division, Administrative Department, Development Services Division (Engineering), and Public Works Department** had an opportunity to review this proposal and had no objections. Numerous staff from the Finance and Public Works Departments were involved throughout the entire planning process, including sitting on the project's Technical Advisory Committee.

## **SECTION VII. OUTSIDE AGENCY COMMENTS**

The following agencies/jurisdictions had an opportunity to review this proposal and did not respond:

**City of King City**  
**Metro Land Use and Planning**  
**Oregon Department of Environmental Quality**  
**Oregon Department of Fish and Wildlife**  
**Oregon Division of State Lands**  
**Oregon Public Utilities Commission**  
**US Army Corps of Engineers**  
**Century Link**  
**Clean Water Services**  
**Comcast Cable**  
**Metro Area Communications Commission**  
**NW Natural**  
**Portland General Electric**  
**Tigard Tualatin School District #23J**  
**Tualatin Valley Fire and Rescue**  
**Tri-Met**  
**Verizon**

**City of Beaverton** had an opportunity to review this proposal and had no objections. They expressed appreciation for having the opportunity to coordinate the River Terrace and South Cooper Mountain projects.

**Beaverton School District #48** had an opportunity to review this proposal and provided comments expressing support for the adoption of the River Terrace Community Plan. The District acknowledges the importance of providing safe pedestrian and vehicle access to the future high school site. The District appreciates the fact that the River Terrace transportation proposal incorporates pedestrian trails.

**Washington County, Department of Land Use and Transportation** had an opportunity to review this proposal and provided comments regarding the level of detail on several transportation improvements on county roads identified in the River Terrace Community Plan and River Terrace Addendum to the Transportation System Plan. Washington County agreed that it was prudent to delay the adoption of zoning districts.

**Oregon Department of Land Conservation and Development** had an opportunity to review this proposal and provided comments stating that the River Terrace Community Plan should address the requirements of the Metropolitan Housing Rule. In addition, it was noted that improvements or extensions to county roads outside the Urban Growth Boundary cannot be “planned.” It was advised to identify these roads as “conceptual” or “recommended”.

**Oregon Department of Transportation, Region 1** had an opportunity to review this proposal and provided a clarification to the River Terrace Addendum to the Transportation System Plan stating that for projects listed in Table 6, ODOT is the jurisdiction that owns part of the listed intersections, but is not responsible for, and has not committed to funding the listed

improvements. ODOT also provided a few additions and clarifications to the Recommended Action Measures for Transportation (page 8-5) in the River Terrace Community Plan.

The River Terrace Community Plan and River Terrace Transportation System Plan Addendum have subsequently been modified in response to these comments.

## **SECTION VIII. PUBLIC COMMENTS**

The Planning Commission received and considered both written and oral comments from residents and stakeholders as part of their deliberations on November 17, 2014.

Written comments were submitted by the following interested parties:

- Marc Butorac and Kelly Laustsen; Kittelson & Associates, letter dated Sep 4, 2014
- Don Hanson; Otak, letter dated Oct 31, 2014
- Jamie Stasny; Metropolitan Land Group, letter Oct 31, 2014
- Andrea Bonard, letter dated Nov 14, 2014
- Barbara and Steve Jacobson, letter dated Nov 14, 2014
- Alita Anne and Michael McCleskey, letter dated Nov 15, 2014
- Daniel and Pat Knox, email dated Nov 17, 2014
- Fred Gast; Polygon Northwest, letter dated Nov 15, 2014
- Kelly S. Hossaini; Miller Nash, LLP, letter dated Nov 17, 2014

Oral comments were submitted by the following individuals:

- Don Hanson; Otak
- Christopher Brehmer; Kittelson & Associates
- Kelly S. Hossaini; Miller Nash, LLP
- Jamie Stasny; Metropolitan Land Group
- Jim Lange; Pacific Community Design
- Barbara and Steve Jacobson; 15915 SW 150th Avenue, Tigard, OR 97224
- Alita Anne and Michael McCleskey; 15590 SW April Lane, Tigard, OR 97224

Listed below are the main highlights from the oral and written comments received. The full text of all comments can be found in the project file and Planning Commission minutes of November 17, 2014.

- River Terrace Boulevard is too expensive and too wide:
  - The design should be revised to reduce cost.
  - Design flexibility is needed along the entire length to respond to land uses, topography, and stream crossings.
  - The concept design illustration should be removed to eliminate the expectation that the full cross section will be built in all locations.
  - Minimum and standard cross sections should be developed and shown alongside the full cross section.

- The easternmost segment of the River Terrace Trail should be relocated or revised to show a less specific alignment.
- The 161st Avenue extension project should be added to the near-term TSP project list to facilitate access to the school property.
- The River Terrace Community Plan map should not show specific street alignments or intersection treatments. In the alternative, it should include the same design flexibility language as the Transportation System Plan (TSP) map.

The Planning Commission was presented copies of all written comments and heard all oral testimony before rendering four unanimous motions to recommend approval of the River Terrace Community Plan, updates to the Comprehensive Plan Designations Map and Natural Resource Maps, and the River Terrace Addendum to the city's Transportation System Plan (TSP). Commissioners supported keeping the River Terrace Boulevard illustration and the River Terrace Trail alignment in the Community Plan and TSP in part due to allowances for design and alignment flexibility already contained in the proposed amendments. Commissioners also preferred to leave the 161st Avenue extension off the TSP near-term project list, as it is atypical for a Neighborhood Route to be publicly funded. Overall, the Planning Commission found the project to meet all relevant approval criteria pertaining to the issues raised by the public.

## SECTION IX. CONCLUSION

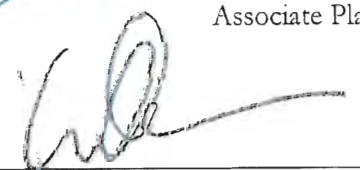
The proposed changes comply with the applicable Statewide Planning Goals, applicable regional, state and federal regulations, the Tigard Comprehensive Plan, and applicable provisions of the City's implementing ordinances.

Therefore, the Planning Commission recommends that the City Council adopt by ordinance a Comprehensive Plan Amendment that adopts all of the following documents as determined through the public hearing process:

1. River Terrace Community Plan and associated amendments to the Comprehensive Plan Designations Map and Natural Resource Maps; and
2. River Terrace Addendum to the city's Transportation System Plan.

  
 PREPARED BY: John Floyd  
 Associate Planner

December 2, 2014  
 DATE

  
 APPROVED BY: Kenny Asher  
 Community Development Director

December 2, 2014  
 DATE

AIS-1850

6.

**Business Meeting**

**Meeting Date:** 12/16/2014

**Length (in minutes):** 75 Minutes

**Agenda Title:** Public Hearing - Ordinances Adopting the River Terrace Community Plan, Comprehensive Plan Map Updates, and Transportation System Plan

**Prepared For:** Susan Shanks

**Submitted By:** Debbie Smith-Wagar  
Financial and Information Services

**Item Type:** Motion Requested                      **Meeting Type:** Council  
Ordinance    Business  
Public Hearing - Legislative                      Meeting -  
Main

**Public Hearing**                                      Yes

**Newspaper Legal Ad Required?:**

**Public Hearing Publication**              10/30/2014

**Date in Newspaper:**

**Information**

**ISSUE**

Shall the City Council approve a package of comprehensive plan amendments (CPA2014-00001) to adopt the River Terrace Community Plan, updates to the city's Comprehensive Plan Designations Map and Natural Resource Maps, and a River Terrace Addendum to the city's Transportation System Plan?

**STAFF RECOMMENDATION / ACTION REQUEST**

Staff recommends approval of two ordinances that together adopt the amendments proposed in CPA2014-00001.

**KEY FACTS AND INFORMATION SUMMARY**

Council is being asked to consider a combined package of Comprehensive Plan Amendments necessary to complete the River Terrace planning process. Attachment 3 includes an Ordinance for the adoption of the River Terrace Community Plan and updates to four existing Comprehensive Plan maps pertaining to land use and natural resource designations. Attachment 4 includes an Ordinance for the adoption of the River Terrace Transportation System Plan Addendum.

These documents are being presented as a single package, rather than as separate elements, because all of these documents may only be changed through the Comprehensive Plan



Amendment process, which requires specific actions by the Planning Commission and Council. A description of each document is provided below.

The River Terrace Community Plan is a long range planning document designed to supplement the Tigard Comprehensive Plan. This means that development in River Terrace will be subject to all the goals and policies of the Comprehensive Plan just like any other neighborhood in the city. Development will also be guided by the specific vision contained in the Community Plan as the area transitions from rural to urban land use to accommodate needed housing in the region. The River Terrace Community Plan is the result of many years of analysis and visioning by the community, City of Tigard leadership and staff, Washington County leadership and staff, and numerous partner agencies.

In order to implement various aspects of the River Terrace Community Plan, updates to several existing city maps are needed. Updating the Comprehensive Plan Designations Map will apply new land use designations to properties within River Terrace that meet Metro's residential density requirements and support the community's land use vision for this area. Updating the city's existing maps that pertain to significant tree groves, habitat conservation areas, and wetland and riparian areas will apply new resource designations to properties within River Terrace, thereby extending the city's existing protections and incentives to these areas.

The River Terrace Transportation System Plan (TSP) Addendum is the fifth and final infrastructure master plan to be adopted as part of the River Terrace community planning process. It appends the existing City of Tigard TSP, which was last updated in 2010. The city's TSP, and by extension the proposed Addendum, serves as a long-range guide for transportation investments by incorporating the vision of the community into an equitable and efficient transportation system that balances the needs of pedestrians, cyclists, drivers, transit users and freight carriers. To that end, the River Terrace TSP Addendum envisions a network of multi-modal streets that connects residents to trails, schools, parks and services. One that conforms to the rolling topography, builds upon and connects to existing streets in the area, and effectively balances safety, comfort and mobility.

This entire Comprehensive Plan Amendment package was presented to the Planning Commission at a public hearing on November 17, 2014. Public testimony was received and considered by the Planning Commission as part of their deliberations. (See Attachment 5 for all written comments submitted to the Planning Commission for their consideration.) At the conclusion of their deliberations, the Planning Commission made a unanimous recommendation to the City Council that the entire package of amendments be approved and adopted without any changes. (See Attachment 1 for the Planning Commission's full recommendation to Council.)

See Attachment 2 for a memorandum that summarizes clarifying changes to be made to these documents that are being proposed by the project team subsequent to the Planning Commission's recommendation and based on verbal and written testimony received before and during the November 17 hearing. The majority of these changes involve minor additions, rather than deletions or revisions, in an effort to make these documents as clear and complete

as possible. The most substantive change involves revisions to the River Terrace Boulevard cost estimate as provided in the River Terrace TSP Addendum (Project ID 5, 6 and 7 in Table 5). After reviewing detailed design and cost estimate information from three engineering firms, namely Otak Inc., SFA Design Group LLC, and Pacific Community Design, the project team reduced the costs estimates for River Terrace Boulevard by \$16 Million.

In summary, the city signed an intergovernmental agreement (IGA) with Washington County in 2012 whereby it agreed to complete the public facility and land use planning process for this area. The city was awarded Construction Excise Tax (CET) grant money for the same purpose. Adoption of this Comprehensive Plan Amendment package will satisfy the city's IGA and grant obligations and further the city's goal of facilitating development in River Terrace.

### **OTHER ALTERNATIVES**

Council could choose to not approve the ordinances and not adopt the River Terrace Community Plan, updates to the city's Comprehensive Plan Designations Map and Natural Resource Maps, and a River Terrace Addendum to the city's Transportation System Plan. In the alternative, Council could choose to direct staff to make modifications to any or all of these documents.

### **COUNCIL OR CCDA GOALS, POLICIES, MASTER PLANS**

River Terrace Community Plan  
River Terrace Transportation System Plan Addendum

### **DATES OF PREVIOUS CONSIDERATION**

Council approved the contract for the River Terrace Community Plan on June 25, 2013. The project team presented the River Terrace Transportation System Plan Addendum to Council on June 17, 2014.

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#### **Fiscal Impact**

**Cost:** \$121 Million  
**Budgeted (yes or no):** No  
**Where Budgeted (department/program):** N/A

#### **Additional Fiscal Notes:**

The River Terrace Funding Strategy, which Council will consider in a separate action, contains a strategy for funding River Terrace transportation projects over the next 20 years.

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#### **Attachments**

[Planning Commission Transmittal Memo](#)  
[Summary of Plan Changes Memo](#)  
[RTCP & Maps Ordinance and Exhibits](#)  
[TSP Ordinance and Exhibits](#)



**CITY OF TIGARD  
PLANNING COMMISSION  
Meeting Minutes  
November 17, 2014**

**CALL TO ORDER**

Vice President Fitzgerald called the meeting to order at 7:00 p.m. The meeting was held in the Tigard Civic Center, Town Hall, at 13125 SW Hall Blvd.

**ROLL CALL**

**Present:** Vice President Fitzgerald  
Commissioner Doherty  
Alt. Commissioner Goodhouse  
Alt. Commissioner Mooney  
Commissioner Muldoon  
Commissioner Ouellette  
Commissioner Schmidt

**Absent:** Commissioner Feeney; President Rogers

**Staff Present:** Kenny Asher, Community Development Director; Tom McGuire, Assistant Community Development Director; Agnes Kowacz, Associate Planner; Susan Shanks, Senior Planner; Doreen Laughlin, Executive Assistant; Mike McCarthy, Transportation Engineer; John Floyd, Associate Planner; Lina Smith, Planning Assistant

**COMMUNICATIONS** - None

**CONSIDER MINUTES**

September 15 Meeting Minutes: Vice President Fitzgerald asked if there were any additions, deletions, or corrections to the September 15 minutes; there being none, Fitzgerald declared the minutes approved as submitted.

**PUBLIC HEARING: CPA2014-00001 / DCA2014-00001**

A Comprehensive Plan Amendment (CPA) to adopt the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resources Maps and River Terrace Addendum to the city's Transportation System Plan.

**STAFF'S REPORT ON THE PROPOSAL**

Senior Planner Susan Shanks introduced herself and then introduced Kenny Asher as the River Terrace Project Director / Community Development Director. Susan explained that the commission would be reviewing the River Terrace Community Plan as well as other associated documents. She noted this is a Legislative Proposal and that the commission is being asked to make recommendations to Council regarding the River Terrace Community Plan, the Comprehensive Plan Designations, the Natural Resource Maps, and the River Terrace Addendum to the Transportation System Plan (TSP). She explained that this is the first in a

series of hearings and adoptions by the Planning Commission and the City Council that will be occurring over the next several months, possibly into early next year and beyond – to adopt various aspects, policies, standards, or code amendments related to implementation of the River Terrace Community Plan. For example, she expects some code amendments will be brought forth in February specifically related to the Community Plan. Susan went over a PowerPoint (*Exhibit A*). She talked about the complete timeline and explained that this meeting would focus on only the things pertinent to this particular hearing.

Susan gave a brief background about River Terrace. Using a map, she showed that it's located on the western-most side of Tigard and explained that before it was called "River Terrace," and still in Washington County, it was known as the "West Bull Mountain Concept Plan." It came into the City of Tigard (City) in three different pieces initially - Area 64, Roy Rogers West, and Area 63. In 2002, Metro expanded the Urban Growth Boundary in anticipation of population growth that would be in need of housing over the next several decades, and they included only Areas 63 & 64. The concept planning for that area was completed by the county in 2010 - and Metro again expanded the boundary in 2011 to connect Area 63 and 64 by bringing in Roy Rogers West so that it connected the whole area - and that's when Area 64 also annexed to the City. In 2012, the City took responsibility for continuing the Community Planning process for River Terrace. In 2013, Area 63 & Roy Rogers West annexed – and so now, in 2014, the City is looking to adopt the River Terrace Plan - thus the reason for this meeting. Staff is looking for the Planning Commission's recommendation to Council to adopt the River Terrace Plan.

At this point, Susan turned the floor over to Kenny Asher, Community Development Director who spoke in detail about the long range planning effort. He said he was very pleased to present the work to the commission and noted that, looking at the timeline, it's been 12 years since this was first contemplated – and that one might wonder what's been taking so long. He said this is an opportunity to build an extension to the City of Tigard that has in it the things that we value most about the community. He explained, "The plan is to build the River Terrace area correctly and, essential to that, is that it be a complete community - which is why this process takes so long. It's not just any one aspect; we have to figure out how to serve it with the critical infrastructure - water, stormwater services, parks & transportation, sewer services – and topography matters – which involves engineering. Thought must be given to what the area is going to end up feeling like for the people who are not part of this process, but who are going to be living there, and for those who already live in Tigard – and who will make use of it. The point of doing this in the first place is to enhance the community – there's no other reason. We're not doing it because we feel like we need to grow, necessarily. We aren't doing it because someone is forcing us to do it. The City has taken this on because we believe it's an opportunity to enhance our community. That's what I'd ask that you keep in mind as we go through this. The other thing that takes a long time is balancing the many interests, because they are not all perfectly aligned." Kenny went on to explain the different interests that need to be balanced. He went over the Long Range plan on the PowerPoint and explained that it's been a healthy process.

After Kenny spoke, Susan Shanks continued by going over the plan elements. She summarized the concerns that had been brought up by way of the public comments that had come in. Susan noted that the Project Team and the Stakeholder Working Group (SWG) had met several times (at least thirteen) and recommends approval as noted below:

1. Community Plan
2. Comprehensive Plan Maps
  - a. Land Use Designations
  - b. Natural Resources
3. Transportation System Plan\* (“with caution”)

\*The SWG was concerned about the cost over-all and what that means with regard to the funding strategy; this is something the council will be considering at the December 16<sup>th</sup> meeting.

### **STAFF RECOMMENDATION**

Staff recommends that the Planning Commission recommend approval of the River Terrace Community Plan, Comprehensive Plan Designations, Natural Resource Maps and Transportation System Plan Addendum to the Tigard City Council as determined through the public hearing process.

### **QUESTIONS FROM THE COMMISSIONERS TO STAFF**

**“When talking about approving the TSP “with caution”... does that mean that down the road... it can be revised or changed – or is it set in stone? I know there were a couple of concerns about the design of the Boulevard and I have a feeling that’s where a lot of the cost was – in the design. So if we accept this “with caution” does that mean that things can be changed later?”**

Kenny Asher answered: “I’m not sure about the concept of ‘accepting with caution...’ I believe the SWG was simply noting that, while they may be fine with the concepts in the TSP, they were concerned about the funding strategy. The TSP amendment addresses River Terrace Blvd and it shows a maximum section that includes not just the collector, but the trail as well – with dimensions to establish what the optimal section would be – where it could be built so that there would be no misunderstanding when an application came through. If you had to dedicate land for River Terrace Blvd and build it on your property – what the City might be looking for. It doesn’t mean that the City would have that much in every segment of River Terrace Blvd but that having a collector - sidewalks, on-street parking, a median, having a trail that runs through a greenway – that that is the vision for this north/south street. So if there’s a concern about that concept, we should talk about that tonight as opposed to thinking about how we might change it down the road - because that’s exactly what we’re trying to avoid.”

**“So it sounds like the SWG’s concern was not necessarily the concept, but the cost.”**  
 “Yes.”

**“On this map, the existing stoplights at Scholls Ferry, Roy Rogers and Beef Bend – they’re not on here – I assume they will stay there?”**

“Yes – those will remain – we’re just showing what is to come.”

There was a question about the trail that would go through eventually and whether a vineyard located in the area would be required to take down a deer fence. The answer was that there’s no desire to uproot an existing agricultural business that doesn’t want to develop. The map doesn’t go into that sort of detail.

**“Regarding the substation – for future development will there be a need for a second substation?”** “I haven’t heard that there will be, but I don’t know.”

**“And then on the map there’s also another– more south – a designation for that possible future or other utility?”** No – the other public institution that’s on that map is the Tigard Tualatin School District. TTSD has purchased that property so that’s a future - either elementary or K through 8 school. They’ll have their own planning process for that - but they’ve already acquired that property.

## **TESTIMONY FOR THE PROPOSAL**

**Don Hansen, with OTAK** was there representing Arbor Homes. He’d submitted a letter on 10/31 that’s in the Planning Commission packet. He talked about two of the items out of the five that were in his letter. River Terrace Boulevard - relevant to the TSP map – he’s primarily concerned about the cost – believes \$50M is out of the range – it equates to about \$20K per proposed unit in the district. Also - they recommend that the illustration in the TSP be removed because it shows the “ultimate” solution. They don’t want that to be a mandated target. They want a more flexible standard. Also on the TSP - they believe there’s a need for an access point on Roy Rogers Road halfway between Lorenzo and Scholls Ferry Road, 1400 lineal south of SF/RR intersection. They propose it as a full access because they’re not confident there will be a signal on River Terrace and Scholls Ferry Road. He said they would be willing to reduce it to a right in right out as traffic volumes increase but, day one, they need it as access. He also touched on the Planned Development Ordinance - they encourage that this be accelerated - and that the open space requirements in the current ordinance be looked at carefully as they do not believe it reflects the goals of the community plan.

**Chris Brehmer, with Kittelson** was there on behalf of his colleague **Mark Butorac** who had been working with staff throughout the process and was unable to attend this hearing. He expressed his appreciation to staff for their work. He said he had two suggestions. He spoke about the TSP illustration. He suggested putting in an “area for refinement” and acknowledging that it’s something that needs further refinement once a plan gets agreed to and acknowledged - and it sets it up that that’s the expectation - versus a graphic that you don’t remember how it got there later. The second suggestion was with regard to the signal on Scholls Ferry Road. The TSP appropriately acknowledges that may, or may not, be warranted and it will depend on traffic volumes and how development occurs in the future. They want that note to stay in the plan because it’s not a given and should be recognized appropriately.

**Kelly Hossaini with Miller Nash Attorneys at Law, 111 SW Fifth Ave., Portland** was there representing Tigard Tualatin School District and handed out a letter of her testimony (***Exhibit A.2***). She said TTSD owns 20 acres in River Terrace and that they wanted to express their appreciation to staff that the District had been involved in this process since the West Bull Mountain Concept Plan was processed and adopted. The main reason she was there was with regard to asking for 161<sup>st</sup> to be extended just down to the school property so they can get in and out. It’s always been envisioned that the schools be oriented toward the lower level street which is 161<sup>st</sup>. They need a couple of travel lanes in public right of way to get from Hazeltine to the school property.

**Question: Are you asking for this road and the entire infrastructure, sewer and other water infrastructure, to be developed and in place before you build any school facility?**

We're asking that at least we put it on Table Five in the TSP Plan Addendum – those are the shorter term infrastructure expenditures that will occur...

**You're looking for this to be a commitment prior to yours - is that right? Why wouldn't it be simultaneous where the community would incur cost as there actually was a plan to have the school in place?**

We envision that it will most likely be simultaneous. All we're asking for right now is that that infrastructure be put on that Table Five which means that it's going to be built in the shorter term. As soon as those houses start to come on line and those families start to move in over in that northwestern area – we suspect we're going to have to be going out for a bond and start building a school. It's not like we're saying, "In the next two years make sure you get a road out there for us." But if it's not even on Table Five as part of a package of infrastructure that is going to get built in the medium term, it's not anywhere, and we're going to end up with nothing. If we have to wait for development to occur along that road – it's not clear to me how long that'll take.

**So, in other words, you want to make sure that there's going to be some sort of a road into the school that's on Table Five. Is that what you're asking? To have it put on the list?"**

That's right; exactly.

**Jamie Stasny representing Metropolitan Land Group – 17933 NW Evergreen Parkway, Beaverton** - has been on the SWG and implementation subcommittee – they own approximately 38 acres just north of the school site. She said they are encouraged about the evolution of the plans for River Terrace and are excited to see some on-the-ground progress. That being said she said they still have a limited number of concerns that they voiced in a letter from Oct. 31 in the commissioner's packet – she went over that letter.

**Jim Lange- 12564 SW Main St. Tigard – representing Polygon Northwest Company 109 E. 13<sup>th</sup> Str., Vancouver, WA 98660** summarized what was contained in a Nov. 15<sup>th</sup> letter from Fred Gast of Polygon that had been submitted to the record on November 15<sup>th</sup> and was in the commissioner's packets. Polygon will be building a number of important segments of River Terrace Boulevard and look forward to that opportunity. They are very supportive of the River Terrace Community Plan and urge a positive recommendation.

## **TESTIMONY OPPOSING THE PROPOSAL**

**Steve & Barb Jacobson – 15915 SW 150<sup>th</sup> Ave. Tigard 97223** spoke on behalf of four property owners; Steve & Barbara Jacobson, Daniel & Pat Knox, Brandt & Karin Hulse, and Dr. Mike & Anne McCleskey. He read a letter in its entirety on behalf of this group (**Exhibit B**).

**Michael & Alita Anne McCleskey – 15590 SW April Lane, Tigard** - vineyard owners in the River Terrace area are concerned about a new regional trail impacting their profitability.



They had emailed and hand delivered a letter to put in the record in response to the plan for a regional trail across the south side of Area 63 (Exhibit C).

## **QUESTION**

**Would you have to move your deer fence if the trail went through?** Yes, we'd have to move it and we'd have to tear a lot of vines out.

**So, from your perspective, there's no opportunity to have the trail be at the edge of the property or through areas that weren't something you've already developed?** Not if it were to go across the lower part of our property. We have an area that goes up the side of our property that I think at some point looks like it will be designated as a neighborhood park but that area we haven't developed and there is a road that feasibly could go up through that part of our property – on the east side of the property – and meet with the April Lane – which will be part of the connector to Woodhaven eventually. So that might be an option.

**Laura Landi of Hillsboro** had signed up to speak as an opponent but had left earlier in the evening and wasn't present to speak.

## **ADDITIONAL WRITTEN TESTIMONY FOR THE RECORD**

Other testimony that had come in on the day of the hearing is entered as exhibits for the record: Andrea Bonard (Exhibit D), Dan and Pat Knox (Exhibit E), Polygon (Exhibit F).

## **TESTIMONY CLOSED**

## **QUESTIONS OF STAFF FROM THE COMMISSIONERS**

**Can you address the concern about the regional trail that was addressed by several residents - the idea of having end points that are flexible - dependent on development - and also if you had looked at the property and looked at the necessity to impair the vineyard – its fencing and its vines.**

Kenny Asher came up and talked about the fact that Tigard had inherited the map from the West Bull Mountain Concept Plan that shows that trail segment and said that he believes that they, like Tigard, were not trying to say exactly which linear swath of land the trail is intended to go on – but simply that in the general location there needs to be a trail to complete the loop around Bull Mountain (which is what the WBMCP said) so Tigard did not depart from that. The 300 foot trail needs to connect back so – from the broadest perspective – we didn't do a lot of analysis to figure out exactly where to put this southerly segment of the trail because others had done that work to say “this loop needs to be completed.” To get to your question about precisely what the impact would be on the properties – We're not going to adopt this plan and go out and build this trail segment. So my shortest answer would be “there would be none.” When you adopt a plan like this, does it have some effect on that property's future ability to use that property however a property owner would want – does it have any impact at all? I'd say, sure it does. The impact isn't that we're going to build it and they're going to lose the use... the impact is that somebody who might want to build on that property in the future, whether these or subsequent property owners, in doing their due diligence would see that there's a trail planned for the southern portion of the property.

**So, in other words, it's on paper but not set in stone?** These plans are to show what's intended; it matters. It's to get as much transparency as possible as to what the City intends to do. Things can be amended but that transparency means that when an application comes in, the public has something to hang its hat on.

**Regarding TTSD's 161<sup>st</sup> street proposal – what would it mean to add that particular road to Table 5?**

Susan Shanks answered – putting this street on Table 5 – what that means is that we'd be putting a neighborhood route on the project list of publically funded projects. So it's not just near-term projects – everything on that Table 5 list would be publically funded as opposed to being built by development - and neighborhood routes are generally built by development.

**PUBLIC HEARING - CLOSED**

**DELIBERATIONS**

VP Fitzgerald noted that she was pleased to see so many people who had come up to speak, both for and against this topic, had complimented staff on how much they appreciated that they'd listened to the public and had put forth a lot of effort & transparency leading up to this hearing.

Commissioner Muldoon wanted to say he is concerned about the vineyard property and his suggestion is that decisions are timely and actual locations captured for the record.

VP Fitzgerald then lead the group in discussions about the three different sections regarding recommendations and it was decided to divide it into four motions.

**FIRST MOTION**

Commissioner Doherty made the following motion - seconded by Commissioner Schmidt:

**“I move that we adopt the Comprehensive Plan Amendment to River Terrace CPA2014-00001 Exhibit One - River Terrace Plan and adopt the findings and conditions of approval contained in the staff report.”**

A vote was taken and the motion passed unanimously.

**SECOND MOTION**

Commissioner Doherty made the following motion - seconded by Commissioner Muldoon:

**“I move for approval of application CPA2014-00001 and adopt the findings and conditions of the approval contained in the staff report for Exhibit 2 – Comprehensive Plan Designation.”**

A vote was taken and the motion passed unanimously.

**THIRD MOTION**

Commissioner Doherty made the following motion - seconded by Commissioner Schmidt:

**“I move for the approval of application CPA2014-00001 and adoption of the findings and conditions of approval contained in the staff report for Exhibit 3 - Natural Resources Maps.”**

A vote was taken and the motion passed unanimously.

#### **FOURTH MOTION**

Commissioner Muldoon said that before voting on this motion he wanted into the record that he has concern that an analysis hasn't been performed and yet we're laying a line over some high value facilities potentially.

Commissioner Doherty made the following motion - seconded by Commissioner Schmidt:  
**“I move for approval of application CPA2014-00001 and adoption of the findings and conditions of approval contained in the staff report for Exhibit 4 River Terrace Addendum to the Transportation System Plan (TSP).”**

A vote was taken and the motion passed unanimously.

#### **ALL FOUR MOTIONS APPROVED AS RECOMMENDATIONS**

Vice President Fitzgerald clarified that all the issues approved are as recommendations to be forwarded to Council.

#### **HEARING DATE SET FOR CITY COUNCIL**

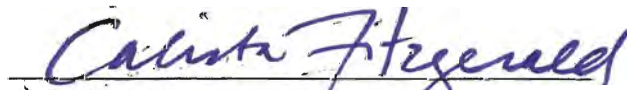
The Tigard City Council public hearing on this will be held Tuesday, December 16, 2014.

**OTHER BUSINESS** – VP Fitzgerald brought up a concern that commissioners can sometimes be a bit uncertain as to how exactly to form a motion. She would like the commission to have more training on that.

#### **ADJOURNMENT**

Vice President Fitzgerald adjourned the meeting at 9:52 p.m.

  
\_\_\_\_\_  
Doreen Laughlin, Planning Commission Secretary

  
\_\_\_\_\_  
ATTEST: Vice President Calista Fitzgerald



## City of Tigard Memorandum

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**To:** Mayor John Cook and Members of Council

**From:** Calista Fitzgerald, Vice President, Tigard Planning Commission

**Re:** Planning Commission Recommendation - River Terrace Community Plan

**Date:** November 26, 2014

On November 17, 2014, the Tigard Planning Commission held a public hearing on the River Terrace Community Plan (CPA2014-00001). After considering public testimony, the Planning Commission made a unanimous recommendation that the Tigard City Council approve the River Terrace Community Plan and the supporting Comprehensive Plan Designations, Natural Resources Maps, and the River Terrace Addendum to the City of Tigard Transportation System Plan (TSP).

The public hearing was well attended and the public comments were very positive and supportive overall. A few concerns were raised specifically regarding the River Terrace Boulevard, access to the school district property, and the designation of the River Terrace Trail across several properties in the south of River Terrace. Commissioners deliberated the points raised during the public hearing. Several commenters requested the River Terrace Boulevard rendering be removed from the Community Plan and TSP. Commissioners supported keeping the rendering. In response to the Tigard-Tualatin School District's points, the Commission preferred to leave the 161st Avenue Extension off the TSP near-term project list, as it is atypical for a neighborhood route to be publicly funded. The Commission also discussed the trail location issue and decided it would not be appropriate to depart from the original trail location provided in the West Bull Mountain Concept Plan and Metro's Westside Trail Master Plan. In addition, they stated the River Terrace Trail was designed to provide a flatter, more accessible route around Bull Mountain.

The Planning Commission is very pleased to forward our recommendation on this land use plan and feels strongly that this comprehensive package achieves the goals council initially set out for this effort. Our review process has included careful attention to the public input and careful deliberation of the issues brought before us. We look forward to your adoption process and the development of an exciting new community within Tigard. I hope to have an opportunity to share the Planning Commission's thoughts in more detail at the council hearing.



# City of Tigard Memorandum

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**To:** Mayor John Cook and Members of Council  
**From:** Susan P Shanks, River Terrace Project Manager  
**Re:** Summary of Plan Changes  
**Date:** December 2, 2014

The Planning Commission reviewed and made a motion to recommend approval of the following River Terrace documents on November 17, 2014:

- River Terrace Community Plan
- River Terrace Transportation System Plan (TSP) Addendum

This memo summarizes the changes that the project team made to these documents subsequent to the Planning Commission's recommendation based on verbal and written testimony received before and during the November 17 hearing. The majority of these changes involve additions, rather than deletions or revisions, in an effort to make these documents as clear and complete as possible.

## **RIVER TERRACE COMMUNITY PLAN**

### **I. PARKS, RECREATION, AND OPEN SPACE CHAPTER** Goal 8 | Pages 5-1 through 5-4

- Added language about working with the Tigard-Tualatin School District to explore the possibility of allowing public use of recreational facilities on the site of the future school.
- Added more detailed information about the River Terrace Trail and the Southern Access Trail, including their similarities and differences.
- Added language that explained why trails are not conceptually located in the same way that parks are conceptually located.
- Added language to Map 14 Transportation Improvements to clarify that final trail alignments may change at the time of development. See full text under Community Plan Maps below.

## II. TRANSPORTATION CHAPTER

### Goal 12 | Pages 8-1 through 8-5

- Added footnotes to clarify that recommended road or intersection improvements that are not under the city's jurisdiction require approval from the applicable road authority.
- Added a footnote to clarify that specific road and intersection improvements are recommended in order to establish the community's vision and the city's intention to work toward implementing that vision. Future and more detailed analysis will determine whether specific signal or intersection improvements will be warranted or technically feasible.
- Added more detail regarding the recommended bicycle facilities along Roy Rogers Road consistent with language in the River Terrace TSP.
- Added more detail regarding the design flexibility that will be needed to implement the River Terrace Blvd design concept consistent with language in the River Terrace TSP.

## III. COMMUNITY PLAN MAPS

### Map 14: Transportation Improvements

- Added the following language to clarify that specific road alignments and intersection improvements may change pending additional analysis and approvals: *Final street/trail alignments and intersection improvements may change and are subject to final design, engineering, permitting and approval by the applicable road authority.*
- Straightened the 161<sup>st</sup> Avenue extension to be consistent with the maps in the River Terrace TSP.

## **RIVER TERRACE TRANSPORTATION SYSTEM PLAN (TSP)**

### I. RECOMMENDED TRANSPORTATION SYSTEM IMPROVEMENTS

#### Table 5 | Pages 29 - 31

- Revised the transportation cost estimates for River Terrace Blvd (Project ID 5, 6 and 7 in Table 5 of the TSP) after reviewing detailed design and cost estimate information from three engineering firms, namely Otak Inc., SFA Design Group LLC, and Pacific Community Design.

## Agnes Kowacz

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**From:** Marissa Grass  
**Sent:** Thursday, October 30, 2014 3:53 PM  
**To:** Agnes Kowacz; Susan Shanks  
**Cc:** Tom McGuire  
**Subject:** FW: River Terrace Comprehensive Plan - Request for Comments

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**From:** Jim Wolf  
**Sent:** Thursday, October 30, 2014 3:43 PM  
**To:** Marissa Grass  
**Subject:** River Terrace Comprehensive Plan - Request for Comments

Hello Marissa:

With respect to your request to provide comments relating to the River Terrace Comprehensive Plan, Tigard Police would like to weigh-in on the matter of connectivity of streets proposed for the new development. Law enforcement considers connectivity to have both positives and even negatives. Most police officers will concur that the ability to reach locations and persons in need of assistance in a timely manner is paramount. Understandably, not all requests for police assistance require immediacy. In fact, proportionately, most police calls for service are of the non-emergency type. However, when life and/or property are at risk-the time it takes to arrive at a location can be critical. For that reason, the ability to navigate along direct and continuous routes is desirable. Present software which officers utilize in their day-to-day patrol activities does not always identify dead-ends or streets which end in a cul-de-sac. In fact at times, even with the most up-to-date software; officers find themselves unable to travel to a target location only to find the roadway ends and does not continue through. Even in situations without an emergency; officers prefer easy access to and from locations. Police resources are limited; the time it takes to travel from one call to the next plays into the overall role of unproductive time. Considering the extensive number of miles driven yearly by police officers, the most efficient use of their time is essential.

When police officers consider how the lack of street connectivity may affect their ability to provide services; enforcement knows well that at times, some criminals consider how easily they may be able to remove themselves from a location. Police know that when access is limited to one-way in and out; catching the criminal may likely be more possible as opposed to paths leading quickly away from the scene of the crime. Once again, the latter does not present itself on any regular basis however for a balanced discussion it needs not be overlooked. Connectivity may also increase unwanted traffic or the hazards associated with it. Streets with limited accessibility typically do not see the volume and unlawful speeds as much as through streets.

If you have any additional questions; please feel free to contact this office. As we had also discussed earlier this week, I would like the opportunity to obtain additional feedback from the Chief and other command staff regarding the ability of Tigard Police to provide public safety services once development and the associated population increases. I will make every effort to provide the information to you as soon as possible.

Regards,

Jim Wolf



**Jim Wolf**

Public Information Officer  
DIRECT 503-718-2561  
EMAIL [jim@tigard-or.gov](mailto:jim@tigard-or.gov)  
WEB [www.tigard-or.gov](http://www.tigard-or.gov)

City of Tigard | POLICE DEPARTMENT  
13125 SW Hall Boulevard, Tigard, OR 97223  
NON-EMERGENCY 503-629-0111 | FAX 503-718-2645



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Community Development Department  
Planning Division  
12725 SW Millikan Way / PO Box 4755  
Beaverton, OR 97076  
General Information: (503) 526-2222 V/TDD  
[www.BeavertonOregon.gov](http://www.BeavertonOregon.gov)

October 21, 2014

City of Tigard Planning Division  
Attn: Susan Shanks  
13125 SW Hall Boulevard  
Tigard, OR 97223

**RE: CPA 2014-00001 River Terrace Community Plan**

Dear Ms. Shanks,

Thank you for the opportunity to provide comment on Tigard's River Terrace Community Plan. We have reviewed the plan and have no objections.

Throughout the River Terrace Community Plan you have provided many opportunities for coordination between our organizations. This coordination is evident in the River Terrace Community Plan, especially in relation to the transportation network serving the City of Tigard, the City of Beaverton, and Washington County. It is our sincere hope that this coordination continues as both of our communities develop in the coming years.

Congratulations on a well-done plan!

If you have any questions regarding this letter, please don't hesitate to ask.

Sincerely,

A handwritten signature in blue ink, appearing to read "Cheryl Twete".

Cheryl Twete  
Community Development Director

Cc: Steven A. Sparks, AICP, Planning Manager, City of Beaverton  
Leigh M. Crabtree, Associate Planner, City of Beaverton



October 23, 2014

 Ms. Susan Shanks, Senior Planner  
 City of Tigard Planning Division  
 13125 SW Hall Blvd.  
 Tigard, OR 97223

Dear Ms. Shanks,

We are in receipt of the River Terrace Community Plan, and have prepared the following comments. The Beaverton School District has been an active participant in the River Terrace and West Bull Mountain planning processes for many years. We appreciate the good work that has been done by Tigard staff and the community and support adoption of the River Terrace Community Plan.

#### Future Student Enrollment

The planning area is divided between Tigard-Tualatin School District and Beaverton School District. We estimate the BSD section of the planning area to be around 100 acres total. Given the potential zoning designations of the area, it appears that there will be roughly 13 acres of Low Density Residential, 59 acres of Medium Density Residential, and 17 acres of Medium-High Density Residential area. Using our standard student generation factors from new construction, we estimate the following number of students from the developments in the table, below.

Zoning	Estimated # of Elementary Students	Estimated # of Middle School Students	Estimated # of High School Students	Estimated Total Students
R-4.5	19	6	6	31
R-7	41	14	12	67
R-12	17	11	8	36
R-25	48	22	26	96
<b>TOTALS</b>	<b>125</b>	<b>53</b>	<b>52</b>	<b>230</b>

Currently, students from this area attend Scholls Heights Elementary, Conestoga Middle, and Southridge High School. We anticipate that with construction of new schools via our 2014 Bond program, our existing schools' boundaries will be changed to balance existing and expected enrollments. With the new schools in place, we believe that there will be sufficient capacity to accommodate new students from the River Terrace Community Plan area.

**District Goal for 2010-2015:** All students will show continuous progress toward their personal learning goals, developed in collaboration with teachers and parents, and will be prepared for post-secondary education and career success.

The Beaverton School District recognizes the diversity and worth of all individuals and groups. It is the policy of the Beaverton School District that there will be no discrimination or harassment of individuals or groups based on race, color, religion, gender, sexual orientation, gender identity, gender expression national origin, marital status, age, veterans' status, genetic information or disability in any educational programs, activities or employment.



16550 SW Merlo Road • Beaverton, Oregon 97006  
ph: 503.591.4395 • fax: 503.591.4484

**Ron Porterfield**

Deputy Superintendent

email: [ron\\_porterfield@beaverton.k12.or.us](mailto:ron_porterfield@beaverton.k12.or.us)

[www.beaverton.k12.or.us](http://www.beaverton.k12.or.us)



Other Comments

The District encourages local planning entities to incorporate walk/bike routes into their plans. As you know, the District is planning a new high school at the intersection of SW Scholls Ferry Road and SW 175<sup>th</sup> Avenue. As River Terrace develops we would like to work with Tigard staff to insure that safe pedestrian and vehicle access can be provided to the new high school from the south. We appreciate the fact that the River Terrace project incorporates pedestrian trails, which can aid parents and students access to the new high school.

We appreciate the opportunity to participate in the development of the River Terrace Community Plan.

Sincerely,

A handwritten signature in black ink that reads 'Ron Porterfield'.

Ron Porterfield, Deputy Superintendent  
Operations and Support Services

**District Goal for 2010-2015:** All students will show continuous progress toward their personal learning goals, developed in collaboration with teachers and parents, and will be prepared for post-secondary education and career success.

The Beaverton School District recognizes the diversity and worth of all individuals and groups. It is the policy of the Beaverton School District that there will be no discrimination or harassment of individuals or groups based on race, color, religion, gender, sexual orientation, gender identity, gender expression national origin, marital status, age, veterans' status, genetic information or disability in any educational programs, activities or employment.



October 22, 2014

Susan P. Shanks  
City of Tigard Planning Division  
City of Tigard Permit Center  
13125 SW Hall Blvd.  
Tigard, Oregon 97223

**RE: River Terrace Community Plan Comments**

Dear Ms. Shanks,

My staff and I have reviewed the proposed River Terrace Community Plan. We generally support the Community Plan and congratulate Tigard staff on a successful planning process. The Community Plan successfully establishes a vision for River Terrace to guide development and investment in to the future. The River Terrace Community Plan is a significant achievement not only for the City of Tigard, but for all of Washington County and the Portland metropolitan region.

Within a Community Plan it is important to identify the appropriate level of detail to inform community expectations and guide future decisions. The proposed River Terrace Community Plan identifies several transportation improvements on county roadways, where the level of detail is more specific than the county is comfortable with at this time. A couple minor adjustments to the plan are necessary to refine expectations about the future system and provide flexibility for future decision makers. These adjustments include:

- A number of new signals have been identified along county Arterials. These signals would not be implemented unless they meet signal warrants as approved by the County Engineer. We recommend the signals on county arterials be removed from the map, and the wording regarding the intersection improvements refined to provide for future flexibility.
- A roundabout has been identified on Bull Mountain Road at the intersection with the proposed North-South Collector. The design of this intersection must be approved by the County Engineer. We recommend the roundabout be removed from the map, and wording regarding the roundabout be refined to provide for flexibility for an intersection design at this location to be determined in the future.
- The first bullet on page 8-1 of the River Terrace Community Plan should be deleted or amended to clarify “...where new or existing Collector or Arterial streets...”

The proposed zoning district map clearly states that the adoption of the community plan does not result in zoning designations. We agree that it is prudent to adopt the Community Plan designations before the zoning district and code amendments. We recommend adoption of zoning designations after the measures necessary to implement the Finance Strategy have been adopted by the City.

Sincerely,

A handwritten signature in blue ink, appearing to read "Andy Back", followed by a long horizontal line extending to the right.

Andy Back, Division Manager, Planning and Development Services  
Washington County Department of Land Use and Transportation

CC: Andrew Singelakis, Kenny Asher

## Agnes Kowacz

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**From:** Debbaut, Anne <anne.debbaut@state.or.us>  
**Sent:** Monday, October 20, 2014 4:00 PM  
**To:** Susan Shanks  
**Subject:** River Terrace: Plan Amendment 001-14

Hi Susan,

Just a couple of comments/reminders regarding the subject plan amendment:

1. Here is a link to the Metropolitan Housing Rule: and a couple of requirements you may want to address:  
[http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_007.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_007.html)

660-0070-0030 New construction mix and  
660-0070-0035(3) Density

Best,  
Anne

**Anne Debbaut** | Metro Regional Representative  
Community Services Division  
Oregon Department of Land Conservation and Development  
1600 SW Fourth Ave., Suite 109 | Portland, OR 97201  
Office: 503.725.2182 | Cell: 503.804.0902  
[anne.debbaut@state.or.us](mailto:anne.debbaut@state.or.us) | [www.oregon.gov/LCD/](http://www.oregon.gov/LCD/)

**Agnes Kowacz**

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**From:** Debbaut, Anne <anne.debbaut@state.or.us>  
**Sent:** Thursday, October 23, 2014 11:35 AM  
**To:** Susan Shanks  
**Subject:** Draft River Terrace Community Plan

Susan,

One more comment regarding the transportation elements of your Community Plan and the addendum to your Transportation System Plan. We want to remind the city that roads outside the UGB cannot be a “planned facility” in the city’s TSP or the addendum. Such a planned facility would have to be in Washington County’s TSP. In that light, it would be helpful to identify the “recommended” street extensions (on both maps and project lists), that are outside the UGB, as “conceptual” or a similar term to distinguish between sections of new roads and road improvements that fall in and outside the UGB.

Here is one area with “recommends” on Goal 12 page 8-4 of the exhibits document (page 53 of the pdf):

The River Terrace TSP Addendum recommends a street extension outside River Terrace and the UGB for street connectivity and stormwater conveyance purposes. Transportation facilities located outside the UGB must address land use regulations from the Washington County Community Development Code Sections 340-4.1 and 430-105.3 through 430-105.7; Oregon Revised Statute 215.275; and Oregon Administrative Rule 660-33.

There may be other locations, however I noted references on the p. 77 map, and the p. 115, Table 6 project list that also could use some clarification as noted above.

Thanks very much.  
Regards,  
Anne

**Anne Debbaut** | Metro Regional Representative  
Community Services Division  
Oregon Department of Land Conservation and Development  
1600 SW Fourth Ave., Suite 109 | Portland, OR 97201  
Office: 503.725.2182 | Cell: 503.804.0902  
[anne.debbaut@state.or.us](mailto:anne.debbaut@state.or.us) | [www.oregon.gov/LCD/](http://www.oregon.gov/LCD/)

## Agnes Kowacz

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**From:** RAHMAN Lidwien <Lidwien.RAHMAN@odot.state.or.us>  
**Sent:** Tuesday, October 21, 2014 3:46 PM  
**To:** Susan Shanks  
**Cc:** DANIELSON Marah B  
**Subject:** FW: River Terrace Community Plan - Draft ODOT comments  
**Attachments:** FINAL Draft River Terrace TSP Addendum.pdf

ODOT has reviewed the River Terrace Community Plan and has the following comments:

Please clarify that on the list of “Projects improving existing or proposed intersections outside River Terrace” (Table 6 of the TSP Addendum), ODOT is the jurisdiction that owns part of the listed intersections, but is not responsible for, not has ODOT committed to, funding the listed improvements. The footnote clarifies that River Terrace development will be proportionally responsible for contributing to the project costs. However, in order to meet the requirements of the TPR - 0060, the City of Tigard has a responsibility to ensure that projects # 24 through 26 are reasonably likely to occur, i.e. are in the Financially Constrained TSP and RTP.

ODOT recommends that the Recommended Action Measures for Transportation (page 8-5) be amended as follows:

1. Adopt the necessary elements of the River Terrace TSP Addendum and the River Terrace Funding Strategy into the Comprehensive Plan and TSP....., including the list of recommended system improvements inside and outside of River Terrace (Tables 5 and 6).

5. Continue to work with Washington County and ODOT on a cost sharing and implementation approach for the recommended county and State Highway improvements identified in the River Terrace TSP Addendum, .... and the intersections with Highway 99W.

8. Work with Metro to include the recommended transportation system improvements that are on the regional networks on the list of Financially Constrained RTP projects.

Please let me know if you have any questions. Actually I will be on vacation October 27 – November 11, so if you have questions during that time, you may contact Marah Danielson in our office.

Lidwien Rahman  
Principal Planner  
ODOT Region 1  
123 NW Flanders  
Portland OR 97209  
Phone: (503) 731-8229

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**From:** Susan Shanks [<mailto:SusanS@tigard-or.gov>]  
**Sent:** Wednesday, October 15, 2014 11:47 AM





Hanmi Global Partner

808 sw third avenue, suite 300 | portland, oregon 97204  
503.287.6825 | fax 503.415.2304  
www.otak.com

October 31, 2014

Susan Shanks, Planner  
(via email only)  
City of Tigard  
13125 SW Hall Blvd.  
Tigard, OR 97223

***Re: Arbor Homes Comments on the Draft River Terrace Community Plan  
— Otak Project No. 17280***

Dear Susan:

Please provide this letter and attachment to the Planning Commission and include it as part of the public record.

On behalf of Arbor Homes we are submitting the following comments regarding the draft River Terrace Community Plan.

### **I. River Terrace Boulevard**

We are convinced that River Terrace Blvd is over designed and way too costly given its function and how it fits into the plan. The current cost estimate, end to end, for this collector street is \$50,000,000. This road was initially designated as a neighborhood route by the West Bull Mountain plan based on the forecasted traffic volumes and the fact that it would not be signalized at Scholls Ferry Road. The traffic forecast volumes have not changed and we are convinced there will not be a signal at Scholls Ferry Road.

The city is proposing the boulevard as a collector and signature road for River Terrace by widening the right-of-way from 70 feet to approximately 110 feet with extensive landscaping, a multipurpose trail and large median. We think the idea of an enhanced road with a continuous trail is good but this goes too far. The projected cost of \$50,000,000 equates to about \$20,000 per proposed unit in the district (\$50M/2500 units). This puts development at an acute financial disadvantage compared to other adjacent districts (South Cooper Mountain). It simply won't work and is not a necessary improvement.

We have enclosed a memorandum from Kittelson & Associates, Inc. dated September 4, 2014, that evaluates the feasibility of the proposed roadway from an operation and cost standpoint.

## **2. Storm Water Facilities**

The challenges of providing Regional Stormwater Facilities are outlined in the River Terrace Stormwater Master Plan, but specific details are not addressed in the proposed adoption of the Community Plan. Flexibility on design and implementation is required to allow phased development within a potential immediate and accelerated development schedule.

Some of the stormwater infrastructure strategies in the Stormwater Master Plan are based on the City's intention to adopt new design standards in cooperation with Clean Water Services (CWS). The timing of defining, approving, and implementing these new standards must match the projected timing for development, or the immediate development should be allowed flexibility in providing smaller scale facilities that meet current City/CWS standards.

The funding and land acquisition strategies for the Regional Stormwater Facilities are not clearly defined. This could have an impact on the timing and placement of regional facilities for the initial development phases in River Terrace. While the Stormwater Management Plan provides alternatives/flexibility for interim and smaller facilities, these interim facilities are costly and impact infrastructure and site layout planning for adjacent development.

The implementation of LIDA facilities on individual single family lots creates significant challenges for siting and sizing, operation, and on-going maintenance (Strategy Areas B and C). LIDA on single family lots was considered in the Villebois Community Plan in the City of Wilsonville but never implemented with development, mainly due to these challenges. LIDA on single family lots was not required in the Regional Facility approach for stormwater treatment in North Bethany. Alternatives to LIDA on single family lots would be to allow additional localized (by subdivision) water quality facilities, or incorporation into a regional water quality only facility.

The "excess" right-of-way located on the east side of Roy Rogers Road, south of the existing PGE facilities, should be considered for regional stormwater facilities.

## **3. Finance Strategy**

We acknowledge that the finance plan is not under consideration by the planning commission at this time. However, the Transportation System Plan and other infrastructure systems set the framework for creating a quality community plan. These dictate the cost of development. It is difficult to adopt a specific plan without knowing how financing the improvements will work. We encourage the city to accelerate the finance plan and, at a minimum, provide cost "bookends" early on to ensure that implementation is financially feasible and somewhat in line with other districts (especially to the north).

## **4. Planned Development Ordinance**

We understand that the city will be updating their planned development ordinance as part of the community plan process. We again encourage that this be accelerated. We believe the open space requirements in the current ordinance do not reflect the goals of the community plan. The plan

designates open space locations as a whole vs. requiring a flat percentage of site area per application. Other flexible standards of an enhanced Planned Development ordinance will further the objectives of the plan. We look forward to the opportunity to be of assistance and provide input on this important code change.

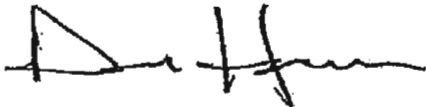
#### **5. Timing for Applications**

We would like to be able to submit development applications before the funding and finance plans are complete. This would facilitate 2015 site development (dry season). Developers should be able to submit and receive land use approvals and review of final engineering before the adoption of the finance plan. The final permits would be issued once the finance plan is adopted.

We respectfully request that the city consider our concerns raised on these matters.

Sincerely,

Otak, Incorporated

A handwritten signature in black ink, appearing to read "Don Hanson". The signature is stylized with a large initial "D" and a long horizontal stroke.

Don Hanson  
Principal

Enclosures: "River Terrace Boulevard Feasibility" Memorandum dated September 4, 2014, by Kittelson & Associates, Inc.

DH; kg

Dan Grimberg, West Hills Development  
Mark Butoric, Kittelson & Associates, Inc.  
Mike Peebles, Otak, Inc.  
Project files



# KITTELSON & ASSOCIATES, INC.

TRANSPORTATION ENGINEERING / PLANNING

610 SW Alder Street, Suite 700, Portland, OR 97205 P 503.228.5230 F 503.273.8169

## MEMORANDUM

---

Date: September 4, 2014

Project #: 11057.2

To: Dan Grimberg, West Hills Development

From: Marc Butorac, PE, PTOE; Kelly Laustsen

Project: West Bull Mountain Concept Plan Review

Subject: River Terrace Boulevard Feasibility

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This memorandum provides further assessment of the proposed River Terrace Boulevard in Tigard, Oregon. The intent is to further evaluate the feasibility of the proposed roadway, both in terms of operations and cost. The first section of this memorandum analyzes operations at the intersection of River Terrace Boulevard/Scholls Ferry Road and considers when (and if) a traffic signal will be warranted in the future and if it can be accommodated from an access spacing and queue storage perspective. The analysis also evaluated the potential difference in traffic volumes associated with and without a connection to SW Luke Lane. The second section considers cross-section options for River Terrace Boulevard and estimated costs.

## INTERSECTION OPERATIONS

The proposed River Terrace Boulevard will connect to Scholls Ferry Road as shown in Exhibit 1, and is located approximately 1,000 feet from both SW Roy Rogers Road and SW Barrows Road (centerline to centerline). The intersection was analyzed to assess operations with and without a traffic signal and to determine when (and if) a traffic signal would likely be warranted at the intersection. Based on the assessment documented in the DKS & Associates' April 9, 2014 memorandum, the primary turning movements at the River Terrace Boulevard/Scholls Ferry Road intersection are the northbound right-turn and westbound left-turn which reflect the residential nature of the recently annexed urban reserve area, the employment areas to the north, and the urban growth boundary to the west. These two primary movements can be served under two-way stop control. The upstream signal at SW Roy Rogers Road should create gaps in the eastbound traffic stream to allow vehicles destined to or originating from River Terrace Boulevard to safely transition to/from Scholls Ferry Road. Only considering left-turning vehicles from River Terrace Boulevard to Scholls Ferry Road, a traffic signal is not likely to be warranted in 2035 based on guidance provided in the *Manual of Uniform Traffic Control Devices* (MUTCD). According to signal warrant 3 in the MUTCD, 100 peak hour vehicles on the minor street approach is the lower threshold volume to warrant a traffic signal (based on a one-lane roadway

and a major street approach with a total of 1500 vehicles per hour or more). As provided in the DKS & Associates' memorandum, during the morning and evening peak hours, 85 to 90 left-turning vehicles would be anticipated on River Terrace Boulevard in 2035 if a traffic signal were installed.

As stated in the DKS & Associates memorandum, the analysis does not lead to a clear recommendation for a traffic signal. Northbound left-turn demand is not expected to be significant and vehicles can re-route to Roshak Road or Roy Rogers Road without significantly impacting operations. Westbound left-turn demand at SW Roy Rogers Road/SW Scholls Ferry Road is expected to be high with significant queues, which are expected to extend through the proposed River Terrace Boulevard/SW Scholls Ferry Road intersection. Therefore, a signal at River Terrace Boulevard could disrupt westbound operations on SW Scholls Ferry Road and would likely be impacted by queues from SW Roy Rogers Road. Given these considerations, a traffic signal is not likely to be warranted or recommended by 2035.

**Exhibit 1: Proposed River Terrace Boulevard connection to SW Scholls Ferry Road**



A connection to SW Luke Lane to the east of River Terrace is under consideration. The connection is likely to have a marginal change in the number of northbound left-turn movements and is not anticipated to significantly impact operations at the River Terrace Boulevard/SW Scholls Ferry Road intersection. If a signal is provided at River Terrace Boulevard/SW Scholls Ferry Road and a connection to SW Luke Lane is made, a small amount of traffic from the neighborhood may use SW Luke Lane to access the signal at SW Scholls Ferry Road (shown in Exhibit 1 with the orange dashed line). With two-way stop control at River Terrace Boulevard/SW Scholls Ferry Road and a connection to Luke Lane, some vehicles from River Terrace may re-route through the neighborhood via SW Luke Lane to reach the signal at SW Barrows Road (shown in Exhibit 1 with the purple dashed line). Either way, the re-

routing of vehicles destined westbound on Scholls Ferry Road with a SW Luke Lane connection is likely to be negligible given the low volume of vehicles that would be served by the connection. However, it should be noted that the SW Luke Lane connection will likely pull a number of eastbound oriented trips from the River Terrace that are destined to the two commercial developments (the Village on Scholls Ferry and Progress Ridge Townsquare) located on SW Barrow Road.

## RIVER TERRACE BOULEVARD OPTIONS

River Terrace Boulevard has been proposed as a collector with a 112 foot right-of-way in the latest information provided by the City of Tigard (April 16, 2014 memorandum with subject “River Terrace Project Updates”). The cross-section includes additional landscaping and sidewalks to encourage slower speeds and a multimodal environment and create a gateway corridor into the River Terrace area. The purpose of this alternative concept evaluation is to determine the extent of the right-of-way impacts on potential development and the overall improvement costs to implement the new roadway. Toward this effort, two alternative concepts were developed for the roadway, compared with the original option in Table 1. Images of each additional option are provided in Exhibits 2 through 4.

Table 1. River Terrace Boulevard Alternative Cross-Section Concepts

Alternative Concepts	Exhibit	Right of Way	Cross Section Differences	Cost Estimate <sup>1</sup>
A. Proposed Collector	2	112'	Additional sidewalks and planter/landscape	\$26.7m (Otak) \$36.7m (City) \$20.2m (DKS)
B. City Standard Collector	3	93'	Wider paved area	\$23.4m (Otak)
C. City Neighborhood Route	4	65'	No median	\$18.4m (Otak)

<sup>1</sup>Otak developed the cost estimates for alternatives B and C. Otak, the City, and DKS developed cost estimates for alternative A.

As seen in the table, the cost estimates for Alternative A produced by Otak, the City, and DKS & Associates differ significantly. The City assumed a higher cost for the bridge/culvert reconstruction (assuming construction of full bridges, as opposed to box culverts) and different right of way and construction costs. However, the relative cost difference between the alternatives can be seen by reviewing the cost estimates provided by Otak, which were developed using a consistent methodology for the three alternatives. The estimates show that Alternative B and Alternative C reduce the cost of the roadway by about 12% and 31%, respectively. This cost difference is largely a result of the decreased ROW needs and construction costs with the reduced cross-section.

Alternative B and Alternative C require less right of way than Alternative A, leaving additional land for development. Alternative B provides approximately 3.4 additional acres of developable area while Alternative C provides approximately 8.5 acres (both compared to Alternative A). This land could be developed, generating tax revenues and development fees.

All alternatives provide two vehicular lanes of travel, on-street vehicle parking, and some form of bicycle and pedestrian accommodations. Based on projections provided in the River Terrace Update (City of Tigard TSP Addendum), all alternatives provide sufficient vehicular capacity to serve 2035 demand. All alternatives provide sidewalk facilities separated from vehicular travel by landscaping. Alternative A provides a multi-use path to serve bicycles and pedestrians, while Alternative B provides on street bike-lanes and Alternative C assumes vehicles and bicyclists share the road.

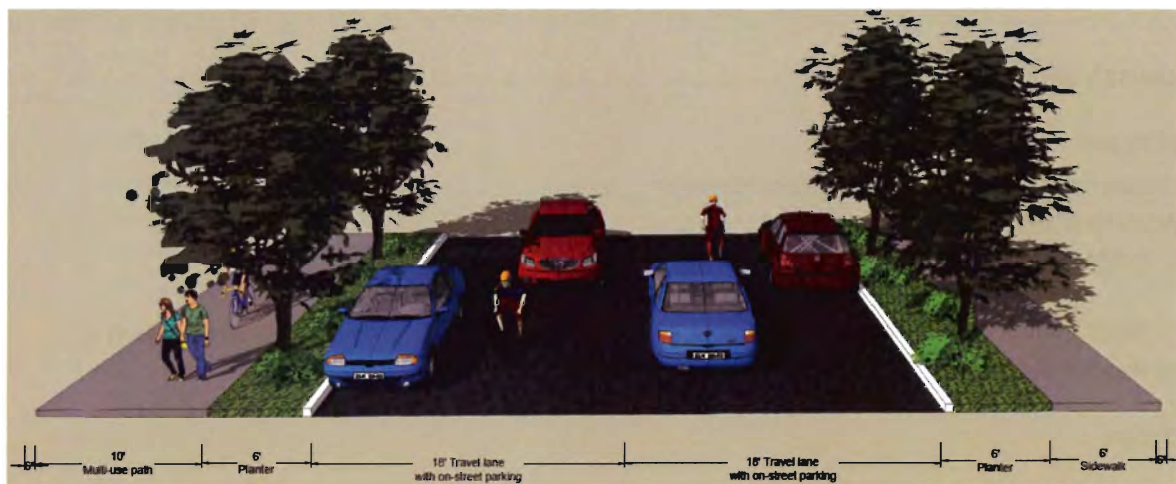
**Exhibit 2 – Proposed Collector (Alternative A)**



**Exhibit 3 – City Collector (Alternative B):**



### Exhibit 4 – Neighborhood Route (Alternative C)



## CONCLUSIONS

As described in the sections above, the proposed River Terrace Boulevard is planned to connect to SW Scholls Ferry Road between SW Roy Rogers Road and SW Barrows Road. Given the limited demand of northbound left-turning vehicles from River Terrace Boulevard, availability of alternative routes, and storage deficiency at the SW Roy Rogers Road intersection for westbound left-turning vehicles, a traffic signal is not likely to be recommended or warranted by year 2035. The lack of or presence of the SW Luke Lane connection does not change this finding regarding the need or warrant for a signal at the River Terrace Boulevard/Scholls Ferry Road intersection.

In reviewing the proposed cross-section and right-of-way for River Terrace Boulevard (Alternative A), it was found that alternative roadway cross sections could be developed more economically and allow for additional residential development, while adequately accommodating the projected traffic volumes and pedestrian and cyclist needs from a capacity and safety perspective. Alternative B, largely based on the typical City of Tigard Collector Street standards, provides a narrower roadway without a shared multi-use path. It reduces the estimated cost by approximately \$3.3m (13%) and provides 3.4-acres of additional land for development compared to the proposed Alternative A. Alternative C, based on a typical City of Tigard Neighborhood Route standard, provides sidewalks and a landscaping like the other alternatives, but assumes bicyclists and vehicles share the roadway. Alternative C reduces the estimated cost by approximately \$8.3m (31%) and provides 8.5-acres of additional land for development compared to the proposed Alternative A. Thus, these alternatives should be considered if potential cost savings and/or more developable land are ultimately desired.



October 31<sup>st</sup>, 2014

City of Tigard  
 Attn: Susan Shanks, River Terrace Project Manager  
 13125 SW Hall Blvd.  
 Tigard, OR 97223

Re: Metropolitan Land Group (MLG) – River Terrace Community Plan and TSP and Park System  
 Master Plan Comments

Dear Susan,

Please provide this letter to the Planning Commission and include it in the public record.

First, I would like to congratulate you and your team on the effort you have put forth to plan River Terrace. You have done an excellent job with a very difficult task and have produced an overall balanced proposal for the development of River Terrace. We greatly appreciate your extensive efforts and are proud to be a contributing member of the Stakeholder Work Group (SWG) and Implementation Subcommittee.

For the purpose of the record, I have attached three letters that we previously submitted to the City throughout the River Terrace planning process. Summarized below are our requests for further consideration.

**River Terrace Community Plan**

- **Urbanization** – We support Recommended Action Measure 5 on p. 7-4 and would like to emphasize the importance of a near-term UGB Expansion for the Urban Reserve Area south of River Terrace and north of Beef Bend Road. Exclusion of this area from the Urban Growth Boundary has made facility planning for River Terrace extremely challenging. A near-term UGB expansion would make provision of safe north/south connectivity and efficient utility connections possible. We also recommend that a CET grant be sought by the City to help pay for the associated community planning effort.

***We request that the City seek a near-term UGB expansion to allow efficient planning for River Terrace south and that the City seek a CET grant from Metro to complete the required planning efforts to facilitate a UGB expansion request.***

- **Sanitary** – While we are aware that the Sanitary Sewer Master Plan Addendum was previously adopted, we would like to emphasize the need for the allowance of interim solutions where feasible. The timeline for development of the River Terrace South Pump Station is years away and could be a barrier to development within River Terrace south.

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 ☎ 181393



- Additionally, the gravity main needed to provide service to adjacent properties is an additional challenge as it will require an additional design process and right of way acquisition.

***We request that the City support our efforts to seek interim design solutions utilizing existing pump stations with the understanding that a final design solution connecting the developments to River Terrace South Pump Station be included as part of the development.***

- **Water** – We strongly support Recommended Action Measure 2 on p. 7-6. We appreciate the City’s willingness to explore options for a pressure valve to allow areas within the 550 Zone to utilize water from other zones until such time that funds are available to construct the 550 Zone Reservoir. Early development will generate funds to help fund the construction of the Reservoir.

***We request that the City work to develop a plan to provide near-term water service to the River Terrace 550 Zone.***

- **Transportation** – As we have discussed through the planning process, the street network, as shown on Map 14 within the Community Plan, is intended to show Point A to Point B connections only, and is not intended to be prescriptive regarding street design, street alignments or intersection treatments. The maps within the Transportation System Plan Addendum are reflective of this; however, Map 14 contains both intersection treatment recommendations and street alignment/treatment recommendations. Even after much time spent studying the River Terrace area, we all agree that we still have limited information about on-the-ground conditions which will dictate design considerations for road alignments and intersection treatments.

***We request that the City modify Map 14 within the Community Plan document to match the maps within the TSP (p. 15, Figure 3) to include straight roads illustrating point A to point B connections and to remove intersection treatments allowing design of these features to occur through the land use and engineering processes for individual developments.***

- **Transportation, River Terrace Boulevard** – We all share the desire to make River Terrace a distinctive and livable community. Though we understand and appreciate staff’s efforts to develop a boulevard design that will help implement that desire, we also feel that the current recommended design as illustrated on p. 8-3 and included in the TSP amendment on p. 18 as Figure 5 is **NOT** financially feasible.

Discussions within the Stakeholder Work Group have identified specific issues with the cross section which include excessive right of way (110’) and duplicative sidewalks/trails and walkways. With a 40\$ Million dollar price tag this single road makes up over half of the major street construction project list (not including Neighborhood Routes that will be the responsibility of the developers). We feel that this road design can be refined to provide a safe, beautiful and well-functioning facility that meets the community’s needs while fitting within a financially feasible finance strategy.

We recognize that the Planning Commission will not be reviewing the Funding Strategy; however Recommended Action Measure 4 on page 8-5 recommends that the city “work with the development communities and other potential partners to fund River Terrace Boulevard per the recommendations in the River Terrace Funding Strategy”. As discussed at the last SWG meeting on October 29<sup>th</sup>, we would like an opportunity to sit down with City staff to help refine both the Boulevard design and the project list as a whole to make changes that will allow the Transportation Network in River Terrace to become financially feasible.

***We request that the City work with the development community to refine the design and cross-section for River Terrace Boulevard as well as to refine the project list to work toward a financially feasible plan.***

#### **River Terrace Parks Systems Master Plan**

- **Park Land Acquisition** - With the existence of a Parks SDC in the City, we are not supportive of utilizing Canby’s Mandatory Dedication of Park land model as included on p. 22 of the Parks Master Plan. Parks within River Terrace will benefit all of the City’s residents including the park deficient neighborhoods in Bull Mountain (as stated within the Key Findings on p. 5-3 of the Community Plan). For this reason, park land should be purchased with funds generated by the current Parks SDC and land for parks should be acquired from willing sellers.

***We request that the City utilize funds from the existing parks SDC to purchase park land within River Terrace from willing sellers.***

Thank you for this opportunity to provide comments. We are encouraged with the overall direction of the plan for River Terrace and are excited to move toward implementing the vision for this area. The City’s commitment to this effort is apparent and we hope that our involvement has been and continues to be helpful to the discussion.

Sincerely,



Jamie Stasny

*Metropolitan Land Group*

July 21<sup>st</sup>, 2014

City of Tigard  
 Attn: Susan Shanks, River Terrace Project Manager  
 13125 SW Hall Blvd.  
 Tigard, OR 97223

Re: Metropolitan Land Group (MLG) – Storm Water Master Plan Comments

Dear Susan,

Thank you for offering us an opportunity to provide comments on the River Terrace Stormwater Master Plan. As you know, our group has been involved in the Stakeholder Work Group and has a vested interest in seeing River Terrace develop in a timely and efficient manner.

We have a number of concerns with the River Terrace Draft Stormwater Master Plan dated July 8<sup>th</sup>, 2014 prepared by OTAK.

**Regional Facility Approach**

- While we appreciate the city's desire to accommodate the unique stormwater challenges of West Bull Mountain as cited on page 3 of the report, we have been frustrated by the lack of available information regarding facility sizing. One of our properties contains a proposed regional stormwater detention facility (T5\_6b shown on Figure 4b). When our group met with city staff on June 3<sup>rd</sup>, 2014 we were informed that the city would be working with Clean Water Services to develop a new tool based on the Western Washington model to size facilities in the plan area, therefore no sizing information was made available to us. We were also informed that the contract for this model has not been established and that no additional information is available at this time.

As with any new tool, this new model will take time to develop and implement, as design professionals will need time to work with the new modeling process and will certainly have questions and issues that need to be addressed prior to implementation.

*Without the understanding of how the new methodology works we are unable to support the implementation of the model because we do not have a solid understanding of the implications to our property. Additionally we are concerned that development of this new approach could further delay development.*

- Throughout the planning process we have voiced our concern about using the regional facility approach. In response city staff stated that they will be open to interim solutions, but that the burden will be placed on the developer to construct and fund the interim improvement, as well as to fund and construct the connection to the ultimate facility. This approach, while solving the delayed development concern, creates "throw-away" facilities, which are costly and wasteful.

*We would ask that the city consider allowing site-specific facilities to be constructed and retained for long-term use if the regional facilities are not available at the time of project construction.*

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*Additionally, if specially assessed system development fees are to be applied to this area, we suggest that projects containing neighborhood facilities be deemed to have satisfied their stormwater master plan requirements upon construction of onsite facilities and that no stormwater SDC fee should be assessed.*

- The regional detention facility located on our parcel is proposed to be located within a resource area. To our knowledge CWS standards allow for detention to occur within resource areas, however permitting for these facilities in resources includes a complicated and expensive permitting process due to wetland impacts that will be required to make the area function as a detention facility.

*We would like to know who will be responsible for permitting and construction of the regional facilities. If the developer constructs the facility, will they be compensated for the oversized portion of the facility? We have previously asked these questions through the implementation subcommittee but have not received a response.*

*Our experience with regional stormwater plans in parcelized plan areas such as River Terrace is that they are overly expensive and extremely complicated when compared to a more traditional local approach. Ultimately, as we have expressed in the past, we would prefer a more flexible approach that looks at projects and properties on a case-by-case basis. This would allow for implementation of a regional or local solution that is dictated by the unique needs of each individual project.*

#### **High Capacity Bypass Pipe**

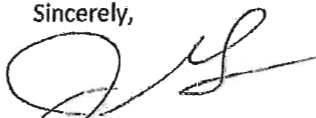
- Our final issue of concern is the high flow bypass pipe that is identified to serve the Southern part of the plan area. Figure 4C indicates that a "high flow bypass pipe" will be constructed with development.

As we expressed during the Implementation Subcommittee Meetings we are concerned about the construction of such a large and interconnected facility. In order for this system to work, the city will need to obtain right of way and permitting through an Urban Reserve area in order to make a connection with the Tualatin River as planned. Due to the unique nature of this approach, we also have very limited information on the costs to construct such a facility.

*We strongly encourage the city to explore stream restoration of the existing drainage channel in lieu of the high capacity bypass pipe as described on page 11 of the report.*

We appreciate all the hard work that staff and their consultant team have put toward developing this plan and look forward to further discussion of our concerns. This City's commitment to this effort is apparent and we hope that our involvement has been and continues to be helpful to the discussion.

Sincerely,



Jamie Stasny

TriCounty Investments, LLC

May 1<sup>st</sup>, 2014

City of Tigard  
 Attn: Susan Shanks, River Terrace Project Manager  
 13125 SW Hall Blvd.  
 Tigard, OR 97223

Re: Metropolitan Land Group (MLG) –Request for a Transportation Plan Adjustment and Concerns

Dear Susan,

After our design charrette meeting last night I was left with a number of concerns regarding transportation planning in River Terrace.

The first concern I have is regarding the placement of the intersection towards the southern end of River Terrace Boulevard and the E/W collector.

- This intersection is shown on the southwest corner of our property, and is placed directly over a known resource. As per our previous discussions, this area will also contain a regional stormwater facility. Permitting this facility will be challenging without inclusion of an intersection and any associated impacts.
- Additionally this intersection is shown straddling 3 different properties in separate ownership. Implementation of an intersection design and construction is challenging when it is in singular ownership, this process would be greatly complicated when coordination between three property owners is required.

**For these reasons I respectfully request that you shift the intersection to the west.**

My second set of concerns stem from the concepts presented for River Terrace Boulevard.

- While I wholeheartedly agree with the idea of creating a signature street for this planning area I am troubled by the lack of financial information to support these concepts. We all share the common goal of creating a unique and livable community, however in order for these ideas to become reality the concepts must be feasible for implementation. Determination of their feasibility requires, at a minimum, a high level understanding of the financial implications and the possible funding mechanisms.
  - After our meeting last night I am left wondering what the financial impacts of this proposed boulevard design will mean for future homebuyers. Will the costs be passed along through an SDC or an LID? This is a critical factor that could affect all property owners in River Terrace.
- Federal funding would be helpful, however as Kenny mentioned last night we cannot assume that those dollars will be available, we must design a road that can be implemented without assistance.

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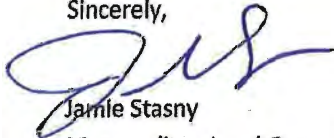


- As I stated at our February SWG meeting, it is very difficult for us to sign off on a plan that is rooted only in concepts with no discussion of the reality of implementation. I recommend that we begin having these financial discussions now, prior to making a recommendation for these TSP amendments to council.

At this point I think the group would be ill-advised to make a recommendation of support for a project concept that has not yet been grounded in the reality of financial feasibility. Please consider initiating the discussions of the financial implications prior to requesting a recommendation on the transportation components from the SWG.

This City's commitment to this effort is apparent and we hope that our involvement has been and continues to be helpful to the discussion.

Sincerely,



Jamie Stasny  
*Metropolitan Land Group*

February 17<sup>th</sup>, 2014

City of Tigard

Attn: Susan Shanks, River Terrace Project Manager

13125 SW Hall Blvd.

Tigard, OR 97223

Re: Metropolitan Land Group (MLG) – Site Specific Transportation Plan Scenario Concern

Dear Susan,

It is clear that a tremendous amount of work has been done by you and your team on the planning of River Terrace. Before getting too far down the road, we wanted to voice a concern relative to our property. As you are aware, MLG owns approximately 29 within Area 63.

The following represents our primary concern with the Transportation Plan Scenario that we received for the SWG Meeting to be held on February 19<sup>th</sup>, 2014.

- **Transportation Plan**

- We are very concerned about the “curved street” scenario proposed for the future extension of SW 161<sup>st</sup> Avenue. As we briefly discussed at the implementation subcommittee, if the road were built as shown on the updated plan, the entirety of the western portion of our property would become unbuildable.
- Overall we would like to reiterate the importance for flexibility in alignment of future facilities
  - It is critically important to allow adequate flexibility in the future alignment of these roads. Today, we have at best an intermediate understanding of the actual on-the-ground challenges that we will face at the time of development.
  - We should identify flexible beginning and end points for the mapped transportation facilities and describe the intent of each facility between those points.
  - The establishment of a rigid street network will only impede development opportunities, especially in an area where existing grades and resource crossings will already make permitting and construction a challenge.

If this facility must be shown as a “curved street” on the map we respectfully request that the portion of road along our western property line be modified to run with the property line, instead of through the buildable portion of the property.

We are very supportive of the direction that River Terrace is headed and are excited to see some on the ground progress. This City’s commitment to this effort is apparent and we hope that our involvement has been and continues to be helpful to the discussion.

Sincerely,

Jamie Stasny

*Metropolitan Land Group*



November 14, 2014

RE: River Terrace Community Plan

Dear Planning Commission Members,

I am writing on behalf of the residents of Sterling Park an established community of 262 homes and Churchill Forest a community of 40 homes both located in Beaverton's South Cooper Mountain. We would like to state our support of the signal at Scholls Ferry for the River Terrace Blvd and Multi-Use Trail. On November 5<sup>th</sup> we presented recommendations to the Beaverton Planning Commission Meeting to align the South Cooper Mountain east-west collector to River Terrace Boulevard. Attached is a summary of our recommendations.

The City plan collector begins at Tire Flat Road and directs traffic through the planning area, by Main Street, the new High School, and 175th, to the Barrows/Loon intersection on Scholls Ferry. This collector will connect to Loon Drive across from the Scholls Heights Elementary playground and athletic fields. Our residents are very concerned about the proximity of this connection to the school and how it will impact pedestrian access and bus routes. The residents are asking the city to veer the collector south just before the Churchill Forest Neighborhood to align with the River Terrace Blvd., creating a seamless collector and trail system for our two new communities.

If the road alignment is not approved, we are asking the City of Beaverton to at least consider aligning the River Terrace Trail with a multi-use path on the Beaverton side and a pedestrian signal at Scholls Ferry. This provides a safe and convenient pedestrian crossing, especially to facilitate travel to and from the new High School as this trail would link to Beaverton's School to School Path.

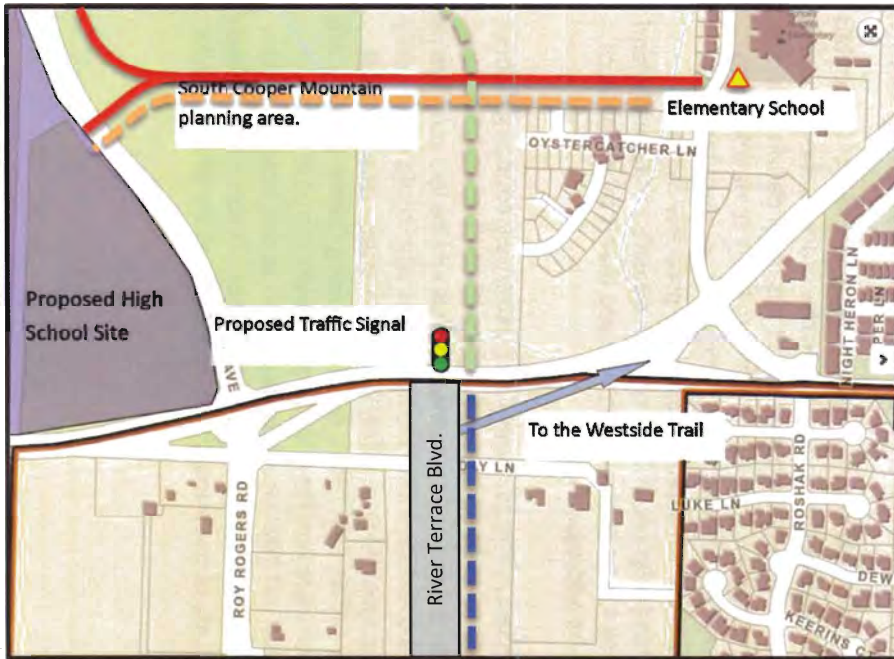
Not aligning these roads and trails would be a missed opportunity to connect our residents to schools, trails, and commercial districts. During the Planning Commission deliberations, the Commission asked staff to provide them with more information on River Terrace. They said it does not make sense to plan one side of the highway and they wanted to ensure our communities are working together.

We hope this letter helps inform Tigard of the plans on the other side of the highway and the wishes of residents to align our communities.

Sincerely,  
*Andrea Bonard*

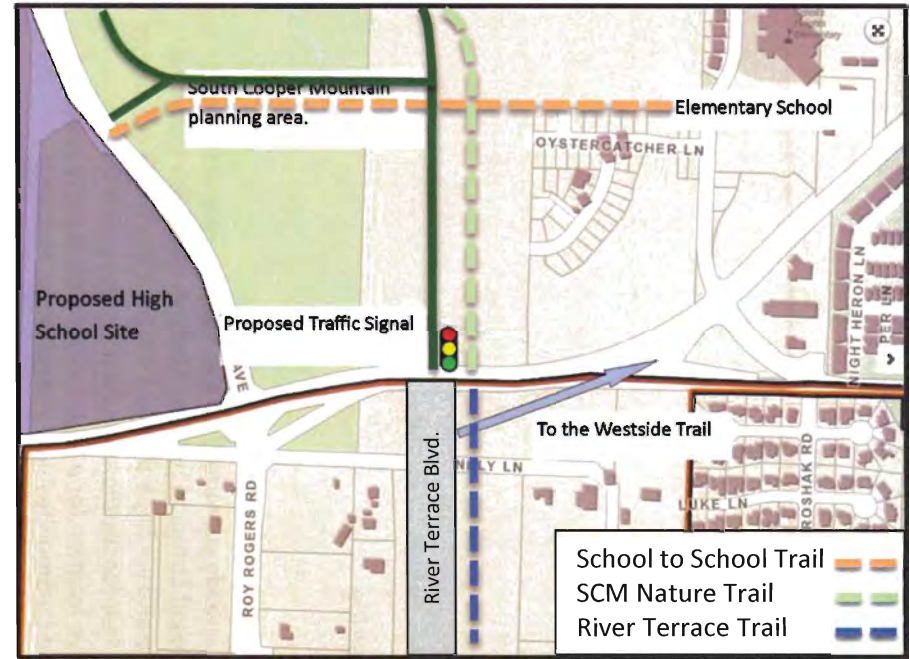
Attachment

## Resident recommendations provided to the City of Beaverton Planning Commission regarding the South Cooper Mountain (SCM) East-West Collector Road.



*City Plan*

Create a three-lane east-west collector road directing traffic from South Cooper Mountain, starting at Tire Flat Road, crossing 175<sup>th</sup>, to Loon Drive, ending at Scholls Heights Elementary School.



*Proposed Residents Solution*

Create a collector road that directs traffic from SCM and 175<sup>th</sup> toward Scholls Ferry and logically connects with River Terrace Boulevard. Connect the River Terrace Trail to SCM Nature Trail, which improves connectivity to the School to School trail.

### *Proposed Solution Benefits*

- ⚠️ **SAFETY:** Will not result in unsafe school crossings for Scholls Heights children or impact school bus and school traffic routes; because there will not be increased traffic directly from arterial roads and the High School.
- ⚠️ **SAFETY:** The proposed collector would not connect to Loon across from the fire lane at the school playground.

- **CONNECTED COMMUNITIES:** Seamless SCM and River Terrace collector and trail system.
- **MULTI-USE TRAILS:** Facilitates safe walking and biking paths to schools, shops, and restaurants. Decreases traffic and parking burden.
- **NATURAL RESOURCES:** Decreased disruption to existing stream. Enhanced trail connectivity supports pedestrian and bike transportation.
- **HOME VALUES:** No negative impact to home values on both Loon and Oystercatcher.

# Canterbury Tails Horse Farm

Established 1990

November 14, 2014

Via Email and Hand Delivery

City of Tigard Planning Commission  
Tigard Town Hall  
13125 SW Hall Blvd.  
Tigard, OR 97223

Re: River Terrace Community Plan Public Hearing

Dear Planning Commissioners:

This letter is written as a follow-up to comments already submitted on the River Terrace website *in* response to a request for comments on the proposed Community Plan. I believe our other impacted neighbors have also posted comments to that site and we hope that you will consider those comments during your deliberation. That being said, to be clear for the Planning Commission public hearing record, we believe the idea of including a definitive location for a regional trail at this early stage is a flawed and unnecessary inclusion in the proposed Community Plan. We hope the Planning Commissioners will consider recommending that staff take a more flexible approach to the trail location before the matter is forwarded to City Council.

Unlike parks, which the City planners have wisely identified where a variety of parks "might" be located generally but have not assigned any definitive locations at this early stage in the process, the proposed regional trail is being treated completely differently. In the proposed Plan, it has been definitely located over our property and those of four (4) adjoining neighbors, none of whom are likely to develop into subdivisions at any time, even in the distant future, and none of whom (including us) voted for this annexation. This effectively means the land use will be restricted for all of the property owners immediately upon adoption of the Community Plan (unless modified) and the question of how the land will be paid for and maintained for the next five, to ten to twenty years or more that it takes for all of those lands to be redeveloped, if ever, must also be addressed now.

We, along with our neighbors, who are also impacted property owners, are extremely concerned about the location of the proposed regional trail through our properties, especially without knowing how and when the area will be developed and without knowing how neighborhood roads will be laid out. We are all small individual parcel owners, as opposed to a developer with the land mass who could more easily accommodate such a large regional trail and could develop such a trail on a commonly owned parcel large enough to result in a connected trail sooner rather than later. As the Planning Commissioners are aware, a taking of this property must be at market value and for a legitimate public purpose. We question the legitimacy of exacting a section of trail out any one of these parcels at this time, based on the supposition, that one or more other needed segments might become available at some unidentified point in the future. The reality is that most, if not all, of the impacted parcels will not be developed for many years to come.

We are all concerned with the proposed size and scope of the proposed regional trail for safety, security and nuisance reasons, as well as the impact on our adjoining land's value, especially given that this is the view side of all of our properties. We are concerned as to how the City will address paying for the land since the amount of land proposed to be taken from each individual small acreage is not roughly proportional to the potential development impact and the City's known limited budget for both transportation and parks, not to mention ongoing maintenance. Again, if only one parcel in the middle develops so there can be no trail connectivity for many years, how will the City maintain that taken parcel for the next 20 years so it does not create a nuisance, hazard, or blight on the adjoining and nearby properties and their respective market values? There are insufficient park funds as it is to manage existing developed parks and trails. It is not reasonable for the City to restrict development of a large strip of land for years to come without paying just compensation for it at the time the restriction is imposed (which would be now if the Community Plan is approved, as written) and then properly managing, maintaining and patrolling it for years to come until it can, if ever, be developed.

There are at least three other areas shown on the map that should also be seriously considered for the location of this trail, based on what develops first and who has the land mass to better accommodate such a taking. We don't understand why the park locations can change but this regional trail location is set in stone. If the goal is to achieve a connected River Terrace Trail sooner rather than later, we suggest it would make much more sense to do the same with the trails as you are doing with the parks, and pick locations in the general area but wait to determine the actual location until the City knows better who will develop and when, and where the neighborhood street will be located. Right now the proposed regional trail would run through a swimming pool, an English garden that is home to dwarf rabbits and other woodland creatures, three large and actively used horse pastures, and an established and successful vineyard where the owner has a significant investment of time and money. Metro will certainly not take a positive view of identifying only one location for the regional trail when that location may not allow for construction of that trail for many years, if ever, assuming planners stay true to their word that the City will not condemn the land until redevelopment is ready to occur.

We have all been told repeatedly that the City will not take the property before the owners are ready to develop, nor will it be taken without just compensation. This is not, however, consistent, with the action of definitively placing the trail on these specific properties right now and telling us that this land cannot ever be developed or used by its current owners for any other development purpose. We know that our neighbors who own Horseleap Vineyard certainly have no plans to develop, and it is also highly unlikely that our other two neighbors to the east, who each already have large high end homes located on only own two and a half acre lots (each with about 20% of that acreage being proposed to be taken for this trail, not to mention additional land that will be needed for roads since all properties are currently served by one private narrow driveway), will further develop. These properties are high value estate properties and will likely remain so. Although we have no current plans to develop our property, when I asked what would happen if we wanted to develop and our neighbors did not, I was told we would need to either give an easement or a deed to the City for that piece of land needed for the proposed regional trail as a condition of development but that the planners had not determined how that land would be paid for, when it would be paid for, or how it would be managed or maintained by Tigard as an isolated island strip of a large regional trail that goes nowhere for years to come. I can't imagine many residential homeowners would want lots adjoining such an undefined use with questionable maintenance for an indeterminate amount of time.

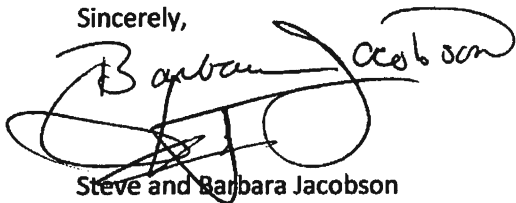
For all of the foregoing reasons, committing the location of a large regional trail at this time on these particular properties, given they are all small acreages in different ownership that are highly unlikely to be developed together or even remotely in the same time frame, is a poor judgment call which will

create a hardship and land devaluation for each property ownership. These decisions will also likely result in a regional trail that may connect to nothing whereas the other viable locations could much more likely develop sooner and create a connected trail, as Metro would like to see, I am sure. The only reason we have been given for this location is that the prior Washington County plan showed a "trail" of undefined size and nature in this location and the Tigard planners had committed not to revise that plan to the greatest extent possible. The truth of the matter is that the planners have revised the Washington County plan in very significant ways and in numerous locations. What is also true is that the Washington County plan also showed the trail running along Beef Bend Road at one point, which is a much more achievable location if the City wants connectivity. Although we understand the planners may argue that some of the properties adjoining Beef Bend Road were excluded from the UGB, there is a strong likelihood, and a known desire on the part of the City, to bring them in sooner rather than later, and placing the trail along Beef Bend Rd. would be an incentive for Metro to do so. Additionally, there is already authority to improve an existing major roadway to meet transportation needs, which include pedestrian and bicycle modes.

Please consider the other options already depicted on your map and treat the trail location as the City is treating the parks—by waiting to identify locations until more is known as to how and when development will occur and what funding will be available for procurement and management. In addition, there is also no need for two trails off 150<sup>th</sup> Avenue that are only about a quarter mile apart, both merging into the River Terrace arterial Trail, as currently depicted in the proposed Community Plan. Thus, there already exists an identified alternative option to this trail which may be located on land better suited for earlier development, which would also create a more direct route to the River Terrace trail and school. Finally, as outlined above, a trail along Beef Bend Road, where Washington County originally placed it, could be more readily attainable and would be the most direct connection into the Tonquin Trail which, in turn, connects to River Terrace.

We urge you to recommend removal of the current firm placement of the trail on our properties and instead designate several areas for possible trail locations and then select the most appropriate option, as development moves forward, that can result in a connected usable regional trail, rather than limiting the option to one ill-conceived location that, at present, has every indication of being the wrong choice and a costly decision for all concerned.

Sincerely,

A handwritten signature in black ink, appearing to read "Barbara Jacobson", written over a printed name.

Steve and Barbara Jacobson  
Property Owners  
15915 SW 150<sup>th</sup> Avenue  
Tigard OR 97224

Cc: Daniel & Pat Knox  
Brandt & Karin Hulse  
Dr. Mike & Anne McCleskey  
Susan Shanks, Tigard Project Manager  
Kenny Asher, Tigard Community Development Director

15590 S.W. April Lane  
Tigard, Oregon 97224  
November 15, 2014

City of Tigard  
Planning Commission  
13125 S.W. Hall Blvd.  
Tigard, Oregon 97223

Dear Planning Commission:

This letter is written in response to the plan for a regional trail across the south side of Area 63.

In 1992 my wife and I bought ten acres in unincorporated Washington County where we built a home and planted a vineyard. When the vines were mature enough, we co-opted with Seufert Winery to begin making wine from the grapes grown on our property. Wine with our pinot noir label is now in several local restaurants and grocery stores. The 2014 harvest was stellar. We harvested a record 20 tons of fruit with a market value of approximately \$60,000.

When Washington County began to developed plans for our area that included several roads through our land, we hired attorney John Rankin to protect our vineyard. John was able to convince the county to remove all the roads except where our part of April Lane will be included in the connector to Woodhaven. When the County turned over its plans to the city of Tigard, the only remaining part of the plan that would affect our vineyard was a walking trail along the south property line.

Now that the city of Tigard has taken over the planning of our area, a **new regional trail** has been added in place of the walking trail. The plan for this trail would cross the south areas of our three neighbors' properties to the east, then cross the lower part of our vineyard and continue through the backyard of our neighbor to the west. As we understand the plan, the trail is designed to be approximately 30 feet wide, paved, and lighted with open access to the land it crosses. An eight-foot high deer fence to keep deer and other animals from eating the grapes surrounds our vineyard. The lower part of the vineyard has enough room along the bottom of the rows to allow the tractor to turn. If the trail were to pass through our vineyard, the fence would have to be removed or moved further north. Removing the fence would allow deer, dogs and people into the vineyard. Moving the fence would result in the loss of many vines and their resulting productivity. We would expect to be compensated appropriately for the loss of vines and future revenue.

We have planned on the income from our grapes and wine as an important part of our retirement. We also love this house and land and plan to maintain it as a working vineyard until we are no longer able to do so. At that time we plan to deed the property to our children for their enjoyment and profit. We do not plan to sell to a developer. We have been a part of Tigard for over 30 years and are anxious to support the planning commission with the development of the community but not if threatens our current and future property value.

MICHAEL MCCLESKEY

ALITA ANNE MCCLESKEY

SENT VIA EMAIL AND HAND DELIVERED

## Agnes Kowacz

---

**From:** Knox, Daniel <DKnox@SCHWABE.com>  
**Sent:** Monday, November 17, 2014 10:08 AM  
**To:** Susan Shanks  
**Cc:** 'Jacobson, Barbara'  
**Subject:** River Terrace Planning Commission

Susan:

I ask that this note, along with the comments I posted on the River Terrace website, be included in the record for this evening's meeting of the Planning Commission. I regret that my wife and I will be unable to attend the public meeting, but we very much wish the Commission to consider our viewpoint.

My wife, Pat, and I purchased our two-plus acres off 150th (it was being used as a pasture) in 1985. It was four long years before we were able to build our home, and move our young family into the house we'd spent years dreaming about. We're in our 26th year in the home, and have spent that entire time planting trees and shrubs, roses and hedges, enjoying the view across the Tualatin Valley, and welcoming the wildlife that visits us daily. Where once our children enjoyed the freedom and quiet of our home and surroundings, it's now our grandchildren who play in the trees, and feed the apples we grow to our neighbors' horses.

We understand and appreciate that the Commission and the planning staff have a responsibility to look to the future, and to shape the development sure to occur in ways that will benefit all residents of this part of Bull Mountain. What we don't understand is why so little consideration is apparently given to those of us who already live here. The insistence that this trail will be carved only out of the lands that now bear our four homes makes little sense, not when alternatives are readily available which would work no violence to existing homes. Whether the Commission recognizes it or otherwise, adopting a plan which sets aside a significant portion of each of the four properties for a future trail is a "taking" right now. In the event any one of the four of us might wish one day to sell our homes, we'd need to disclose to prospective purchasers that the City of Tigard considers the strip along the southern side of our homes "theirs," and that at any time, the City may take it away.

None of the four residents so affected by the location of this "linear park" have any intention of developing their properties. We simply wish to continue living here, enjoying our homes, our neighbors and our views. If a trail is believed by the Commission to be a crucial part of the development of River Terrace, then please locate it where the development is sure to occur, and where there is sufficient land mass to absorb conveniently the taking as a part of the development and permitting process. Don't locate it where it works maximum disruption to the people who already live here. Please respect our existing homes, as you plan for the residents yet to come.

Most Sincerely,

Dan and Pat Knox  
15955 SW 150th Ave  
Tigard

contains advice relating to federal taxes, cannot be used for the purpose of avoiding penalties that may be imposed under federal tax law. Any tax advice that is expressed in this message is limited to the tax issues addressed in this message. If advice is required that satisfies applicable IRS regulations, for a tax opinion appropriate for avoidance of federal tax law penalties, please contact a Schwabe attorney to arrange a suitable engagement for that purpose.

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NOTICE: This communication (including any attachments) may contain privileged or confidential information intended for a specific individual and purpose, and is protected by law. If you are not the intended recipient, you should delete this communication and/or shred the materials and any attachments and are hereby notified that any disclosure, copying or distribution of this communication, or the taking of any action based on it, is strictly prohibited. Thank you.



# POLYGON NORTHWEST COMPANY

November 15, 2014

Planning Commission  
c/o Kenny Asher  
Community Development Director  
City of Tigard  
13125 SW Hall Boulevard  
Tigard, Oregon 97223

RE: River Terrace

Dear Planning Commission:

We at Polygon Northwest are supportive of the City's efforts with regard to the planning of the River Terrace district in the City of Tigard. In my experience, the City has conducted one of the most extensive public outreach efforts that we have been involved in. The City's staff communication is unprecedented. They have been genuinely interested in receiving input and have been proactive in responding to concerns and technical questions. Not unlike your own responsibilities, they must balance the needs and concerns of all the members of the public, formulate balanced solutions and create sound public policy to be considered by the City Council.

The result of the public outreach and planning process thus far has resulted in a great plan for the creation of a neighborhood that will be a sustainable, vibrant and will include parks, trails, a school and significant infrastructure improvements. The River Terrace district will become a positive addition to Bull Mountain and an integral part of the City. The Community Plan has received a great deal of scrutiny at the Stakeholder and Technical Group level. One of the most heavily debated issues was River Terrace Boulevard.

One aspect of the debate over River Terrace Boulevard has been the width of the Right of way. In our Stakeholder Group meetings, the group requested that the width of the right of way allow for flexibility. We supported that notion. The Staff ensured the group that there would be flexibility. The illustrative contained in the Community Plan, in our view sets less than desirable expectations. In our view the community would be better served by removing the illustrative and showing both the minimum and standard width sections. The components of the street, including the trail and the center median, need to be explained in detail and describe how flexibility will be determined. For example, the crossings of streams will not be constructed at the standard width. I'm certain that there will be similar arguments for other sections of River Terrace Boulevard that will require flexibility.

The cost and financing of the public infrastructure will likewise continue to be discussed. That subject will be covered in future meetings and public hearings. We are positive that those matters will be equitably resolved.

River Terrace is deserving of a signature street to help set the framework for a community of its size and stature. We are supportive of the River Terrace boulevard concept. A well designed street, like other community amenities, including parks and trails, will serve to create a strong sense of place. The sense of place will establish a brand for the neighborhood and the City. These amenities, as we have experienced in similar communities we have had a significant role in, create lasting value. We will be building a number of important segments of River Terrace Boulevard. We look forward to that opportunity.

The planning of River Terrace has been extensive, spanning approximately ten years. The result of the public outreach is a well-designed and balanced plan. Again, we are very supportive of the River Terrace Community Plan. We urge you to adopt a positive recommendation to City Council.

Thank you for the commission's efforts and consideration of the River Terrace Community Plan.

Sincerely  
POLYGON NORTHWEST

A handwritten signature in black ink, appearing to read "Fred Gast", written over a printed name and title.

Fred Gast  
Senior VP-Oregon Division President



**MILLER NASH** LLP  
ATTORNEYS AT LAW

PORTLAND, OREGON  
SEATTLE, WASHINGTON  
VANCOUVER, WASHINGTON  
CENTRAL OREGON  
WWW.MILLERNASH.COM

3400 U.S. BANCORP TOWER  
111 S.W. FIFTH AVENUE  
PORTLAND, OREGON 97204

OFFICE 503.224.5858  
FAX 503.224.0155

**Kelly S. Hossaini**  
kelly.hossaini@millernash.com  
(503) 205-2332 direct line

November 17, 2014

**BY HAND DELIVERY**

Planning Commission  
City of Tigard  
13125 S.W. Hall Boulevard  
Tigard, Oregon 97223

Subject: River Terrace Community Plan

Dear Commissioners:

The purpose of this letter is to provide additional testimony on behalf of Tigard-Tualatin School District ("TTSD") regarding the draft River Terrace Community Plan. TTSD is grateful to have been a part of the planning process for the Community Plan and would like to commend staff on a job well done. TTSD was part of the concept planning process at the county level for this area and believes that the City has done a good job carrying forward the substantial work that went into the West Bull Mountain Concept Plan.

As you probably know, TTSD owns 20 acres in River Terrace, which it plans to use as a school site in the future to serve the needs of River Terrace and surrounding areas. TTSD is currently engaged in a facilities planning process that will last through this school year and will help TTSD better plan for future district needs, including identifying facilities that may be required on its River Terrace property. The need for a new school on TTSD's River Terrace property will be mainly driven by growth in the River Terrace area. At this point, Alberta Rider Elementary and Deer Creek Elementary are more or less at capacity and as new homes are built in River Terrace and new families move into the area, TTSD will have to be able to respond quickly to provide additional school capacity. TTSD is concerned that it will not be able to provide the new school facilities that will be necessary to serve this new development in a timely manner, because basic transportation infrastructure may not be in place to serve the school site when it's needed.

At this time, TTSD's property can only be accessed by a private easement, Taylor Lane, from Beef Bend Road. TTSD has always envisioned that S.W. 161st Street

City of Tigard Planning Commission  
November 17, 2014  
Page 2

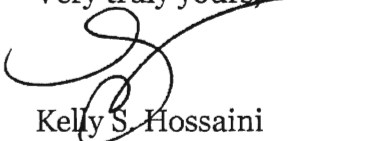
would be extended from its current terminus at Hazeltine Lane to Beef Bend Road. The current draft of the Community Plan is consistent with that assumption. The school property, then, would take its primary access off of the extended S.W. 161st Street. The issue for TTSD is that it is not clear when S.W. 161st Street will be extended and TTSD is concerned that the need for a school on the property will become acute before there is adequate access to that property.

Although extending S.W. 161st Street to Beef Bend Road would be optimal, TTSD understands that there are financial and other constraints that may make this full extension unrealistic in the short term. Therefore, TTSD is asking that an extension of S.W. 161st Street to the school property be added to the list of Recommended Transportation System Improvements, Table 5, in the Transportation System Plan Addendum. The extension does not have to include the cost of a fully built-out street section. The extension could simply be of adequate width for two travel lanes, with the remainder of the street section being constructed as adjacent properties develop. The extension of sewer and water would also have to be coordinated with the road extension.

TTSD understands that there are constrained financial resources for infrastructure, but TTSD has an important public service to provide to the new development in River Terrace. TTSD cannot provide that service if all of the resources are directed only to providing infrastructure that opens the door for new development in the northern and western areas of River Terrace, thereby creating the need for the new school facilities, with the hope that somehow uncoordinated, ad hoc development in the eastern portion of the area will allow for a timely provision of those school facilities.

TTSD appreciates this opportunity to provide these comments, and stands ready to work with the City to ensure that school facilities can be provided to River Terrace when they are needed.

Very truly yours,



Kelly S. Hossaini

cc: Mr. Ernie Brown

## Lina Chung Smith

---

**From:** RAHMAN Lidwien <Lidwien.RAHMAN@odot.state.or.us>  
**Sent:** Wednesday, December 10, 2014 4:49 PM  
**To:** Susan Shanks  
**Cc:** DANIELSON Marah B  
**Subject:** RE: Technical Advisory Committee - Dec 16 River Terrace Public Hearing

I have reviewed the package that is going to City Council, and see that you have incorporated the changes requested by ODOT by email dated October 21. Thank you for being responsive!

ODOT supports adoption of the River Terrace Community Plan.

Lidwien Rahman  
Principal Planner  
ODOT Region 1  
123 NW Flanders  
Portland OR 97209  
Phone: (503) 731-8229

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**From:** Lina Chung Smith [<mailto:LinaCS@tigard-or.gov>]  
**Sent:** Tuesday, December 09, 2014 5:53 PM  
**To:** Allen Kennedy, TVF&R Battallion Chief; Andrew Barrett, City of Beaverton project eng; Andy Braun, CWS Capital Program Mgr; DEBBAUT Anne; Carrie Pak, Clean Water Svcs Eng Div Mgr; Dave Wells, City Mgr, King City; David Winship, City of Beaverton, City Utilities Eng; Gerry Uba, Metro; Jabra Khasho, City of Beaverton traffic engineer; John Wolff (TVFR); Julia Hajduk, City of Sherwood Comm Dev Dir; Julie Russell, Tigard Water District Commissioner; Kelly Hossaini Esq, Miller Nash (Land use) for TTSD; Kim McMillan; Leigh Crabtree; RAHMAN Lidwien; Paul Shaefer, Washington County Sr Planner, Long Range Plng; Paul Whitney, Tualatin River Keepers; Peter Arellano, City of Beaverton PW Dir/City Eng; Richard Steinbrugge, Beaverton Schools, Exec Adm for Facilities; Steve Kelley, Washington County Sr Planner; Steve Martin; Susan Shanks  
**Subject:** Technical Advisory Committee - Dec 16 River Terrace Public Hearing

Dear TAC members,

We are one step closer to adopting the River Terrace Community Plan! Planning Commission recommended approval of the first four items listed below on November 17. Council will now consider adopting the following six items at its upcoming meeting on December 16. The TAC's recommendations on the various plans will be forwarded to Council, but you are welcome to provide your own written and/or verbal testimony at this hearing.

### **City Council – River Terrace Community Plan Public Hearing**

Tuesday, December 16 @ 6:30 p.m., Tigard Town Hall

#### Items to be considered:

- Ordinance #1 to adopt River Terrace Community Plan
- Ordinance #1 to adopt Comprehensive Plan Land Use Designations
- Ordinance #1 to adopt Comprehensive Plan Natural Resource Maps

- Ordinance #2 to adopt River Terrace Addendum to the City of Tigard Transportation System Plan
- Resolution #1 to adopt River Terrace Addendum to the City of Tigard Park System Master Plan
- Resolution #2 to adopt River Terrace Funding Strategy

[Click here](#) to view the entire package of documents that Council will consider at its December 16 hearing.

Click on the links below to view the following specific documents. All four of these documents were recently updated based on feedback from partner agencies, stakeholders, and the public. Most of the revisions were minor in nature in an effort to make the plans as clear and complete as possible. The one substantive change involved reducing the project cost estimate for River Terrace Boulevard.

- [River Terrace Community Plan](#)
- [River Terrace Addendum to the City of Tigard Transportation System Plan](#)
- [River Terrace Funding Strategy](#)
- [River Terrace Addendum to the City of Tigard Park System Master Plan](#)

Thank you again for your involvement in this project! Please feel free to contact me should you have any questions.

Susan P. Shanks  
River Terrace Project Manager  
**Email** [susans@tigard-or.gov](mailto:susans@tigard-or.gov)  
**Phone** 503-718-2454  
**Fax** 503-718-2748

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December 11, 2014

RECEIVED

To: Tigard City Councilors

DEC 11 2014

Re: Location of River Terrace Trail / December 16<sup>th</sup> Council Meeting

City of Tigard  
Administration

Dear Mayor Cook:

This letter is from four Tigard families. We have all owned homes with small acreages along the south UGB for decades. The early and premature depiction of a possible location for the River Terrace Trail running across us creates an unnecessary and serious constraint on our properties. We have been working with Susan Shanks to find solutions since last spring, immediately following the first meeting at which this regional trail was shown on maps across our properties, and most recently following the Planning Commission public hearing. We have been advised by Susan to bring this matter to your attention on December 16<sup>th</sup>, for reconsideration of the current mapping. Our concern is the east-to-west trail segment at the south end of Area 63, which is parallel to Beef Bend Rd. See attached maps.

With respect to proposed park locations, City planners have wisely identified a large band of locations where each park "might" be located, but have not assigned definitive locations to any park. The trail is being treated differently, and this was stated on the record by staff at the Planning Commission hearing, with the Community Development Director acknowledging that plotting the trail line would have a current impact on our property values. Thus, by staff's own admission, our land will be restricted and devalued both functionally, monetarily, and for development potential if the Community Plan is not amended at this time. At the Planning Commission hearing, the owners of Horseleap Vineyard testified that placing the trail in the proposed location would render the entire vineyard economically unviable, and would result in a taking of their entire crop and operation for years to come. When asked by a Planning Commissioner if staff had considered other locations for the trail that might have less impact, staff's on-the-record response was no. Following that meeting, several of us met with Susan Shanks to discuss potential alternative trail locations and the possibility of making the trail location more flexible, both for our security and long term benefit to the City.

Susan carefully listened to us and heard our concerns. As a result, we agreed on some proposed amendments to the Community Plan, the Parks Master Plan, and the Transportation Plan that will build-in more flexibility as to where the connecting trail segment might ultimately be located. Although these recently agreed upon and helpful modifications were made to what was before much more definitive language in terms of the trail location, we remain extremely concerned with the proposed size and scope of the trail for safety, security, and nuisance reasons, as well as the impact on our land values and livability, especially given that the proposed location is on the view side of all of our properties, and since our properties are still under serious consideration for the trail location. If our properties are selected, we are also concerned as to how the City will address paying for the land, since the amount of land proposed to be taken from our small acreages (2.5, 2.5, 5.0, and 10.0 acres respectively, for a total of 20 acres / separate family ownerships) is not roughly proportional to the potential development impact and the City's known limited budget for both transportation and parks, not to mention ongoing maintenance. Since the connected trail cannot be acquired at one time, we are also concerned how Tigard will manage, maintain and patrol unconnected trail segments for years to come.

Currently, there is still a line on several maps which still shows the south trail segment running through Brandt and Karin's swimming pool, Dan and Pat's English garden that is home to dwarf rabbits and other woodland creatures, Steve and Barbara's three largest and most actively used horse pastures, and Mike and Anne's successful vineyard, where profitability will change considerably, and likely render their wine operation non-viable. To mitigate and modify the mapping, Susan has added language to allow for other locations to be considered, but was reluctant to actually change any maps, other than by adding notations about the flexibility of the location. Susan did, however, state that the City Council can take this matter under consideration, and if Council agrees, direct staff to make our requested edits.

**Requested Action:** Based on the foregoing, we respectfully request that the City Council map the connecting trail segments in the same manner as parks, by showing a range or band of land between the far south UGB up to Woodhue Street at the north edge of the annexed, but mostly undeveloped land, within which the connecting trail might be located. We ask that you please wait to show a more exact trail location until the City better knows who will develop, when and where our neighborhood street will be located, and how it will be paid for, as the map note currently states.

Although the language modifications City staff has proposed making does indicate this approach, removing the line on the maps will make our four families feel that there is real commitment to keeping an open mind for the best location at the right time. This approach, in fact, makes even more sense with trails than it does with parks, for connectivity reasons. Located in another area where there is some land massing by a developer, there would be a far greater likelihood of achieving land dedication and a connected trail. In the location now shown across our properties, the land would have to be purchased at market value, and although at some future time the City may get a spot in the middle, it will likely never connect the ends of the trail. We know this to be true after many conversations among our neighbor's group, regarding our plans to stay here.

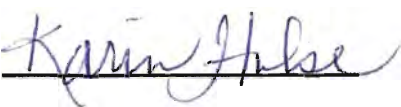
We urge you to direct staff to remove the current image of a trail from our properties and instead designate a range of land, which may still include our properties, and within which the trail might be located as funding becomes available and development occurs. This improves the chances of finally achieving a connected trail and it's consistent with the language which is now shown on the maps.

Another consideration for a later date is whether this connector trail is really needed, considering that the other trail is nearby, and the already high cost of development of that trail and other proposed amenities for River Terrace. Even if it is determined that a connector trail is justified, the next question is does the City really need two trails, less than a quarter mile apart as currently shown, or would a single trail in between those locations better serve the purpose and be much more economical?

We hope you have the opportunity to read this letter before the meeting. We all plan to be at the meeting on December 16th to answer your questions and to testify. We want to be cooperative, and we ask the City to do the same by allowing for some flexibility and not unintentionally branding our properties by prematurely showing a trail running through them. In the long run, flexibility is in everyone's best interest. Thank you for your consideration.

Daniel Knox 

Dr. Mike McCleskey 


Karin Hulse 

Steve Jacobson 

Brandt Hulse 

Patricia Knox 

Anne McCleskey 

Barbara Jacobson 



**OUR PROPERTIES**

**Existing Improvements**

- Arterial
- Collector
- Neighborhood Route

**Recommended Improvements**

- Collector
- Neighborhood Route
- Traffic Signal
- Roundabout
- Connection to Existing Street
- Connection to Future Street
- River Terrace Trail
- Southern Access Trail

Existing Right-of-Way

River Terrace Plan Area

Tigard City Boundary

Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.

Final street/trail alignments and intersection improvements may change and are subject to final design, engineering, permitting and approval by the applicable road authority.

A new street at this location requires a rule exception per OAR 660-012-0070 because it is outside the Urban Growth Boundary. As such, it is envisioned, not recommended by this plan.

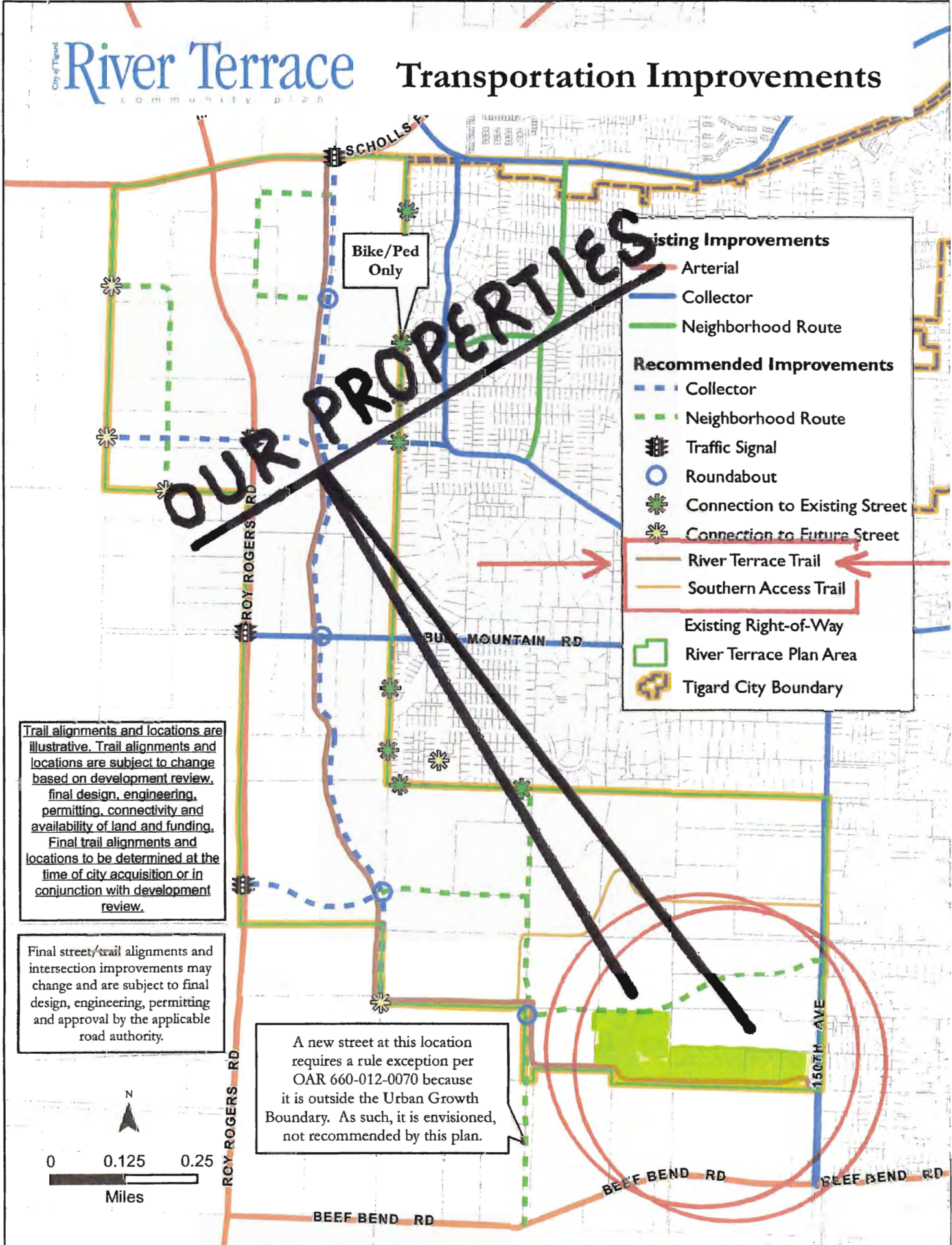
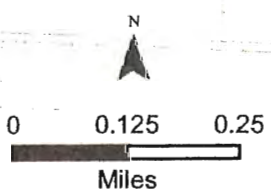


Figure 4: River Terrace Trails

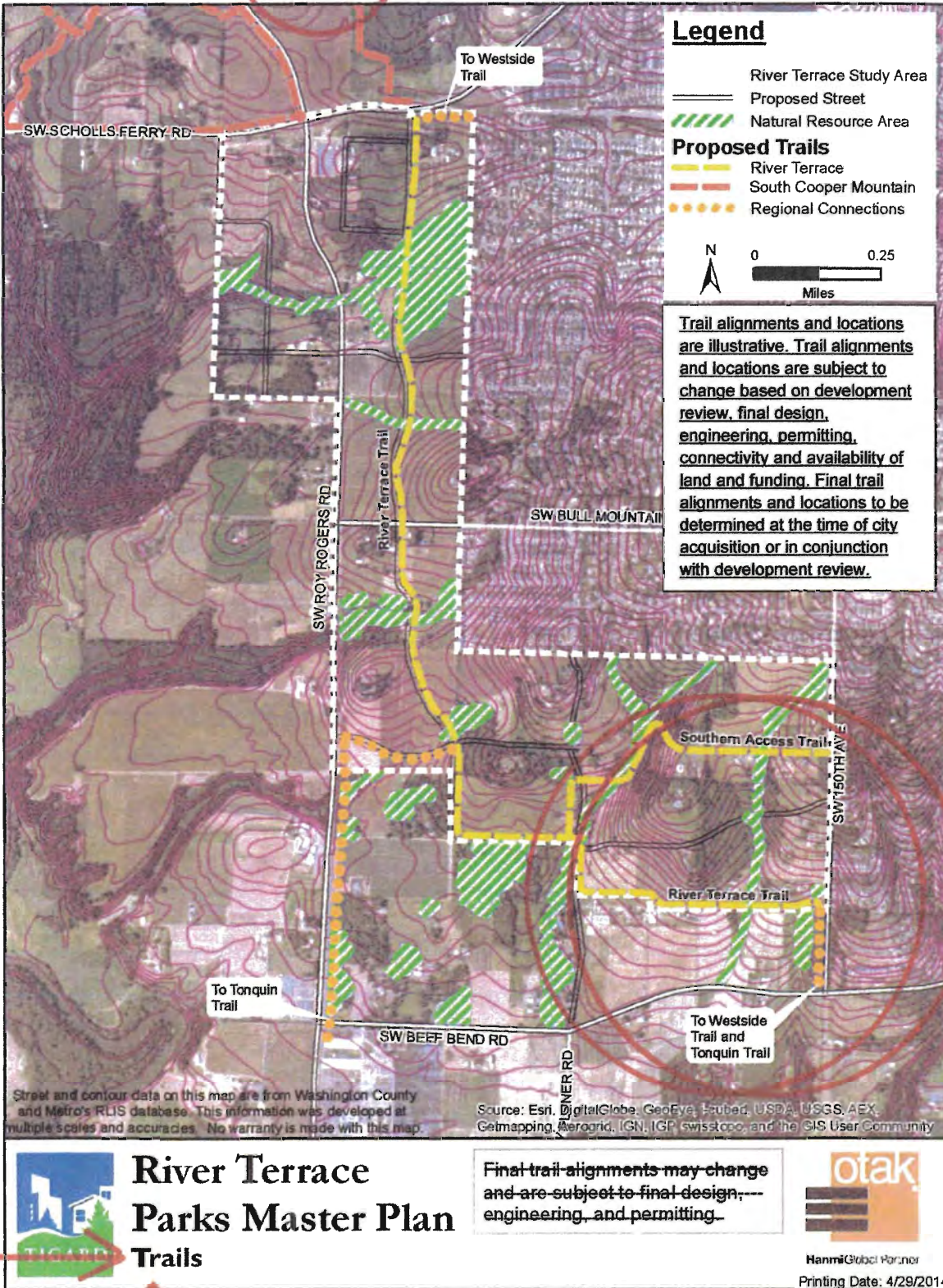
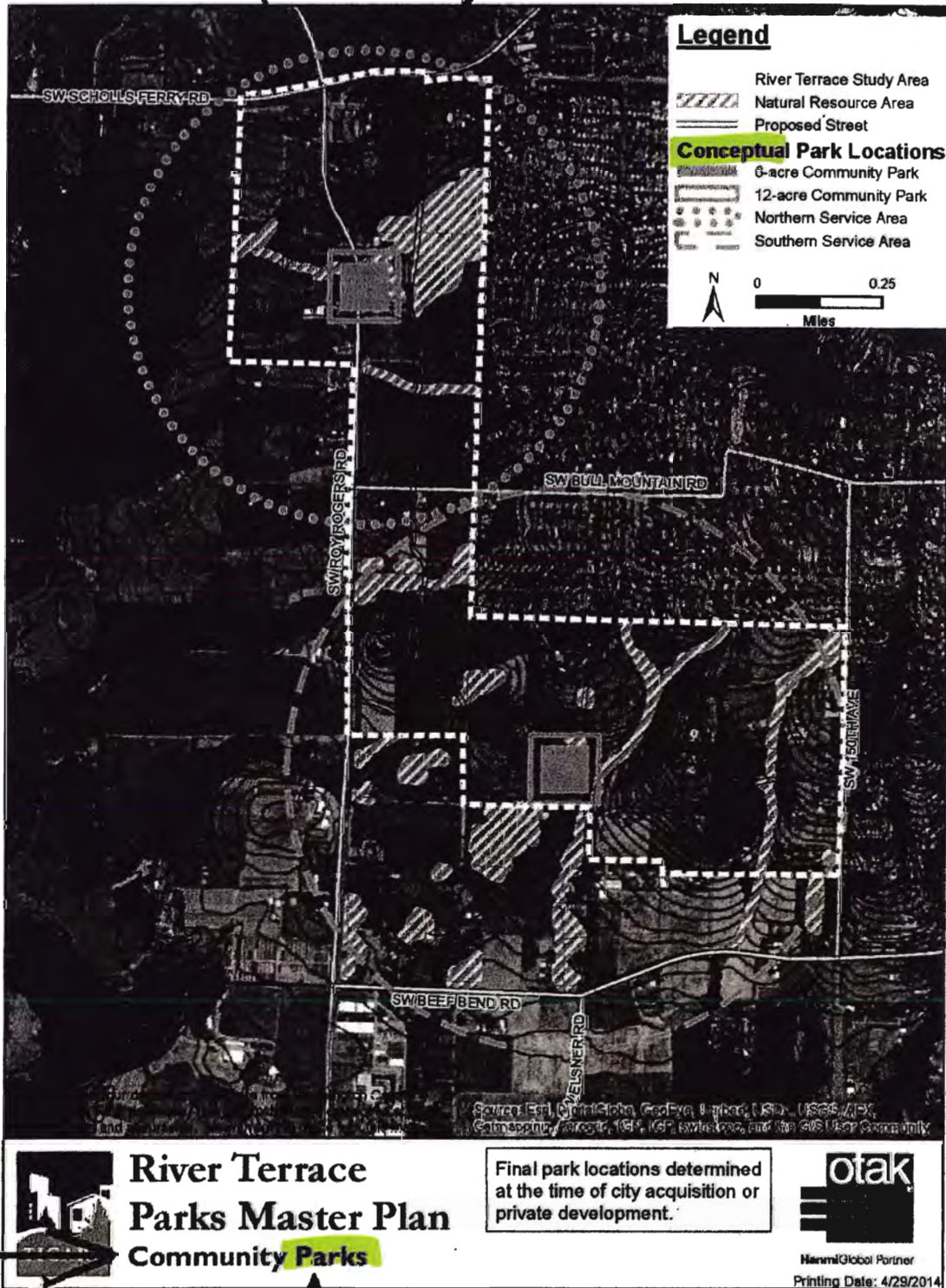


Figure 3: River Terrace Neighborhood Parks



Figure 2: River Terrace Community Parks



December 16, 2014

Mayor John Cook  
Tigard City Councilors  
City of Tigard  
13125 SW Hall Blvd  
Tigard, OR 97223

Dear Mayor Cook and Councilmembers,

At the request of CPO 4K members, I am writing to encourage the City of Tigard to expand their traffic analysis for River Terrace to include Beef Bend Road. Our CPO has expressed concern about the condition of the road to Washington County staff, Commissioner Roy Rogers, and River Terrace Project Manager, Susan Shanks. Washington County staff has indicated some possible improvements east of 150<sup>th</sup> Avenue but nothing to the west of 150<sup>th</sup>, which is the area we are most concerned about.

Beef Bend is currently classified as a rural road and constructed as such; 2 lanes of traffic, no shoulder, no sidewalks or bike lanes, and drainage ditches on both sides of the road. In addition to vehicles, the road is used by local farmers to move among their fields on farm equipment. The width of the road and lack of a shoulder can make driving a precarious situation when one encounters farm equipment on the road. Of even greater concern is the safety for bicyclists pedestrians. The road isn't wide enough for simultaneous use by two cars and a bicycle and the only place for a pedestrian to walk is the road. The lack of a shoulder or bike lane creates a safety concern on a road with turns and a 55 mph speed limit.

Our concern is amplified with the anticipated usage of the road. Beef Bend Road is currently used to connect Roy Rogers Road and the Bull Mountain area to Pacific Highway. With the development of River Terrace, we anticipate considerable increase in the usage of the road. Our hope is to resolve the current problems before there is increased traffic and incidents.

We believe development in the area will significantly impact the road use and hope the City of Tigard considers possible road improvements to make the road more user friendly for vehicles, bicyclists and pedestrians.

Respectfully,



Kathy Stallkamp  
CPO 4K Chair  
17635 SW 131<sup>st</sup> Avenue  
Tigard, OR 97224

Cc Susan Shanks  
Commissioner Roy Rogers

December 17, 2014

City of Tigard  
Attn: Susan Shanks  
13125 SW Hall Blvd.  
Tigard, OR 97223

The following are comments on the draft River Terrace Community Plan developed for the proposed development of the West Bull Mountain area. Fans of Fanno Creek is a local non-profit organization that advocates for the protection and long-term conservation of our local natural resources. We work with local citizens and schools which assist with our restoration activities throughout the Tualatin Basin. In addition, we work to ensure that rare or declining species, such as our native turtles and frogs, are protected both on public and private lands.

- **NATURAL RESOURCES** – There are native upland forests, streams and wetlands within the planning areas. Reviewing the maps that show where natural resources are located and where trails and housing and commercial development is planned, we are very concerned about the location of various aspects of planned development.
  - Trails – trails are an important part of planning a community to encourage walking, wildlife viewing, etc. However, trails are not appropriate in all areas and they should not cross wetlands where turtles occur. On the map for planned retail, it appears that a trail is planned for along the border of Roshak Pond and then near the north side of the wetland. We strongly recommend eliminating the planned trail north of the pond as well as not having any trails within 100 feet of the wetlands on any of the edges. This will allow for full protection and conservation of pond turtles and other species that have been documented in the Roshak Pond, and will allow for the minimization of disturbance to the pond turtles, which are State Sensitive listed and are declining throughout Oregon.
    - We also recommend not having trails in the greenways, including the steep slopes and rare tree groves identified on the NR Map. Trails are more appropriately built in areas such as under the powerline right-of-way, through fields that do not offer any habitat for wildlife, or along new streets, etc.
  - **Commercial Development** – Reviewing the planned commercial development, it appears that there is a major plan to put retail development very close and all along the southern edge of the Roshak Pond/wetlands. We are VERY OPPOSED to any type of development near the wetlands. Doing this type of high disturbance development would be extremely detrimental to protecting the wetlands and sensitive species that occupy the wetlands. We recommend MOVING all the retail away from the southern end of the wetlands and moving them much farther south and at least 500 feet from any of the wetland edges. In addition, a buffer of 500 feet would allow for creating a shrubby, edge habitat all along the wetland that would provide additional wildlife habitat as well as creating a buffer that would help to minimize disturbance to wildlife, the wetlands, etc.

**Overall, we strongly recommended that the Natural Resources Map be redrawn BEFORE IT IS ADOPTED, in order to accurately identify SENSITIVE HABITATS WITH SENSITIVE SPECIES that occur in the planning areas. This would include:**

1. Identify on the map the Sensitive Habitats including wetlands, oak trees, etc.

2. Identify where listed, rare, declining, etc. species occur including plants and wildlife. This would include turtles, red-legged frogs, Oregon white oak, camas lily, etc.
3. Then, redo the trails map to show how trails, etc. will AVOID wetlands, sensitive habitats, species, etc.
4. Then, redo the commercial and housing maps to show that these types of developments will AVOID being placed in or near Sensitive habitats and species.

Whoever drew the natural resources map, they should look at the maps and realize you cannot surround what is left of wetlands, wooded areas, etc. and expect wildlife to survive and thrive in those areas. Wildlife, such as birds, frogs, turtles, need quiet areas undisturbed to live, feed and raise their young. Tigard is doing a great disservice AND under Goal 5, is NOT adequately protecting their natural resources in these areas with this current community plan. Also, Metro, under the Nature in Neighborhoods program and in Washington County, the Tualatin Basin Goal 5 Program, both require Tigard to inventory, map AND Protect all of these natural resources, but in our opinion, this has NOT been adequately done to date under the Draft River Terrace Community Plan.

If the City of Tigard goes ahead with this current River Terrace Community Plan without addressing the issues around the lack of protection for natural resources, including State listed species, FANS will most certainly take legal action against the city to stop this egregious act.

- **TRANSPORTATION**- As a Tigard resident, I have lived in this area for 22 years. Honestly, I am appalled at the amount of growth planned for these areas and what that means for the traffic problems in the future. As anyone who reads this, they know that traffic problems occur everywhere and roads such as Scholls Ferry cannot handle this kind of additional traffic, nor can Hwy. 99 or other major arterials. And what about WILDLIFE CROSSINGS?????? Nowhere has this been addressed in this plan.

So, my recommendation is that all further planning for these areas be STOPPED until the transportation problems and challenges can be adequately addressed. Remember, this area is not getting developed in a vacuum, there is the South Cooper Mountain area possibly going through and that will add an additional 6-8,000 people plus that many more cars, all using Scholls Ferry and other local, over used roads already. Tigard and Beaverton cannot plan these developments without a good, long-term solution to how traffic will be dealt with and so far what is proposed cannot handle this proposed increase in vehicular traffic.

The quality of life that we had here in Tigard is not of the high quality it was when we moved here 22 years ago. There were fewer people, less traffic, more wildlife, more open space, more quiet times and much more that we all highly valued. For a while, Tigard staff used to ask us and seemed to place a high value on quality of life, but that seems to have gone down the tubes, and now it is all about growth and making developers happy.

Thank you for the opportunity to comment.

Sue Beilke

Fans of Fanno Creek board member; 11755 SW 114<sup>th</sup> Place, Tigard, 97223



# WASHINGTON COUNTY OREGON

December 16, 2014

Mayor John Cook  
Tigard City Council  
13125 SW Hall Blvd  
Tigard, Oregon 97223

Mayor Cook and Councilors:

My staff and I have reviewed the proposed River Terrace Funding Strategy. We congratulate the city on reaching this stage through a collaborative process. We agree with the city that there is a need for new funding measures to provide transportation infrastructure to serve River Terrace and the surrounding area.

In particular, we are interested in partnering with the city and the development community to improve Roy Rogers Road south of Scholls Ferry Road to its ultimate 4/5-lane designation with pedestrian and bicycle facilities. We appreciate the planned financial and development contribution to this important roadway, which will continue to host significant regional traffic in addition to serving the residents and businesses of River Terrace.

Washington County supports the River Terrace Funding Strategy and looks forward to refining it and partnering with the city on transportation improvements in the area.

Sincerely,

Andrew Singelakis, AICP  
Director of Land Use & Transportation

Cc: Board of County Commissioners  
Bob Davis, County Administrator





## City of Tigard Memorandum

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**To:** Mayor John Cook and Members of Council

**From:** Susan P Shanks, River Terrace Project Manager

**Re:** Upcoming Dec 16 Hearing on River Terrace:  
Recommended Changes in Response to Public Comments

**Date:** December 11, 2014

Several property owners testified at the Planning Commission hearing on November 17 with concerns about the location of the southeastern segment of River Terrace Trail on their properties. They requested that the text and maps in the River Terrace Community Plan, River Terrace Park System Master Plan Addendum, and River Terrace Transportation System Plan Addendum clearly show and state that the recommended location of the trail is not final and that the final location is subject to a number of factors.

Staff and the affected property owners worked together and came to an agreement on minor text and map changes that ameliorated their concerns. These changes were reviewed by the City Attorney and staff in the Community Development and Parks Departments and are acceptable to the city. Staff will provide an underline and strikeout document showing all of the changes at the December 16 public hearing and ask Council to adopt them into the final documents.

The main recommended change involves a revision to the statement on the various maps that show the trail. All the remaining changes are consistent with this general statement.

### **Current Language on Maps:**

Final trail alignments may change and are subject to final design, engineering, and permitting.

### **Recommended Language on Maps:**

Trail alignments and locations are illustrative. Trail alignments and locations are subject to change based on development review, final design, engineering, permitting, connectivity and availability of land and funding. Final trail alignments and locations to be determined at the time of city acquisition or in conjunction with development review.



7013 1090 0001 3093 7149



City of Tigard  
Community Development  
13125 SW Hall Blvd.  
Tigard, OR 97223

Attention: Plan Amendment Specialist  
Dept. of Land Conservation & Development  
635 Capitol Street NE, Suite 150  
Salem, OR 97301-2540

DEPT OF  
DEC 24 2014  
LAND CONSERVATION  
AND DEVELOPMENT

RETURN RECEIPT  
REQUESTED