

CITY OF TIGARD, OREGON  
TIGARD CITY COUNCIL  
ORDINANCE NO. 12- 12

AN ORDINANCE ADOPTING COMPREHENSIVE PLAN AMENDMENT CPA 2012-00002 TO AMEND THE TIGARD COMPREHENSIVE PLAN MAP TO INCLUDE LAND USE DESIGNATIONS FOR THE RIVER TERRACE COMMUNITY PLAN AREA BASED ON RECOMMENDED LAND USES FOUND IN WASHINGTON COUNTY'S WEST BULL MT. CONCEPT PLAN AND AMEND THE CURRENT TIGARD COMPREHENSIVE PLAN GOAL 14: URBANIZATION POLICIES.

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WHEREAS, Washington County Board of Commissioners adopted by Resolution and Order the West Bull Mt. Concept Plan; and

WHEREAS, the city of Tigard signed an intergovernmental agreement with Washington County to refine the concept plan into the River Terrace Community Plan; and

WHEREAS, the River Terrace Community Plan will put into place a means to implement the vision of the concept plan through zoning, development code regulations and other measures that will make urban development possible; and

WHEREAS, the city of Tigard was awarded grant monies as part of the intergovernmental agreement and the proposed amendment will allow access to funds; and

WHEREAS, the city has proposed an amendment to the Tigard Comprehensive Plan Map to include land use designations for the River Terrace Community Plan area based on recommended land uses in the concept plan; and

WHEREAS, the city has proposed an amendment to the Tigard Comprehensive Plan by updating policies corresponding to Statewide Planning Goal 14; and

WHEREAS, the Tigard Planning Commission held a public hearing, which was noticed in accordance with city standards, on December 3, 2012, and recommended approval of the proposed CPA 2012-00002 by motion and with vote in support; and

WHEREAS, on December 11, 2012, the Tigard City Council held a public hearing, which was noticed in accordance with city standards, to consider the Commission's recommendation on CPA 2012-00002, hear public testimony, and apply applicable decision-making criteria; and

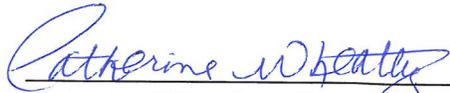
WHEREAS, on December 11, 2012, the Tigard City Council adopted CPA 2012-00002 pursuant to the public hearing and its deliberations; and

WHEREAS, Council's decision to adopt CPA 2012-00002 was based on the findings and conclusions found in Exhibit "C" and the associated land use record which is incorporated herein by reference and is contained in land use file CPA 2012-00002.

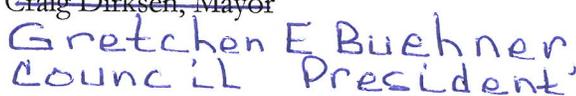
NOW, THEREFORE, THE CITY OF TIGARD ORDAINS AS FOLLOWS:

- SECTION 1: Tigard City Council amends the Tigard Comprehensive Plan Map to include land use designations for the River Terrace Community Plan area as shown in Exhibit "A".
- SECTION 2: Tigard City Council amends Tigard Comprehensive Plan to include new text as shown in Exhibit "B".
- SECTION 3: Tigard City Council adopts the findings and conclusions contained in Exhibit "C" in support of the Council's action and to be the legislative basis for this ordinance.
- SECTION 4: This ordinance shall be effective 30 days after its passage by the Council, signature by the Mayor, and posting by the City Recorder.

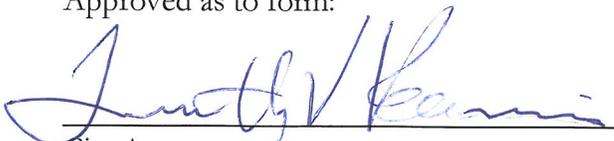
PASSED: By Unanimous vote of all Council members present after being read by number and title only, this 11<sup>th</sup> day of December, 2012.

  
Catherine Wheatley, City Recorder

APPROVED: By Tigard City Council this 11<sup>th</sup> day of December, 2012.

  
Craig Dirksen, Mayor  
  
Gretchen E Buehner  
Council President

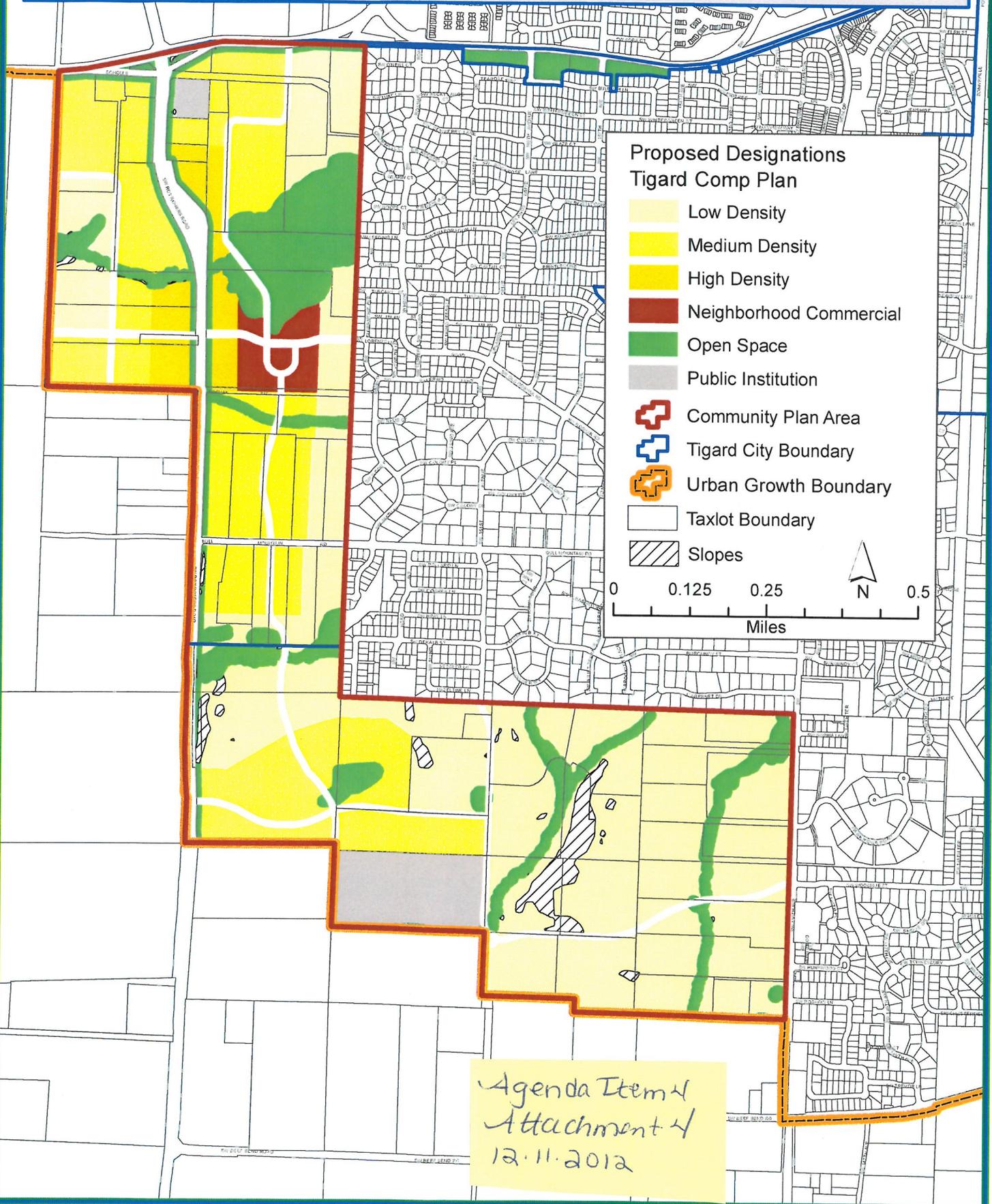
Approved as to form:

  
City Attorney



# 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

0 0.125 0.25 0.5  
Miles

N

Agenda Item 4  
Attachment 4  
12.11.2012



City of Tigard  
CPA2012-00002

Proposed Tigard Comprehensive Plan Text Changes

Agenda Item 5  
Attachment 5  
12/11/2012  
Exhibit B  
Ord. 12-12

The City of Tigard proposes to amend the Goal 14: Urbanization chapter of its comprehensive plan to include the policies below. The policies will be located under existing Tigard Comprehensive Plan Goal 14.3. The policies are intended to provide guidance during the preparation and after adoption of the River Terrace Community Plan.

5. Metro brought areas known as Area 63, Area 64 and Roy Rogers West Area within the Urban Growth Boundary. These areas are known as the River Terrace Community Planning area. The City of Tigard shall be the designated service provider for the area.
6. The City shall prepare and adopt a River Terrace Community Plan for the area. The basis for the River Terrace Community Plan shall be the land use designations from the West Bull Mountain Concept Plan. Refinements to the West Bull Mountain Concept Plan shall be considered during the public planning process for the River Terrace Community Plan.
7. The City shall identify appropriate urban zoning districts and regulations as part of the River Terrace Community Plan, which shall comply with the Statewide Planning Goals and the Metro Urban Growth Management Functional Plan.
8. The City shall defer land use and zoning decisions within the area to Washington County, as outlined in the Intergovernmental Agreement dated April 24, 2012, until the River Terrace Community Plan is adopted.
9. If all areas are not annexed by the City by the time the River Terrace Community Plan is adopted, the City shall seek an amendment to the Intergovernmental Agreement of April 24, 2012 transferring land use and zoning responsibility for the River Terrace Community Planning area, including unincorporated areas, to the City.
10. Once the River Terrace Community Plan is adopted, and upon annexation to the City, urban zoning districts shall be adopted for these areas. If unincorporated areas remain, rural zoning shall be retained for these areas.
11. The City shall prepare a public facilities plan and an infrastructure financing plan as part of the River Terrace Community Plan.

12. No application of City zoning or development shall be approved by the city within the River Terrace Community Plan Area until such time as a full analysis under the Transportation Planning Rule (TPR) (OAR 660-012-0060), which shall include a transportation funding strategy prepared in coordination with Washington County, has been completed and approved for the River Terrace Community Plan Area by the City. The funding strategy should identify transportation improvements proposed to resolve transportation system impacts generated by development of the River Terrace Community Area, the responsible party for constructing improvements, their associated cost estimates and public and/or private funding sources, including sources that may be specified by any applicable memoranda of understanding or development agreement. If the funding strategy includes transportation Supplemental Development Charges, it should identify the process and timing for their approval and implementation.

Agenda Item 5  
Attachment 6  
12/11/2012  
Exhibit C  
Ord 12-12

Agenda Item:  
Hearing Date: December 3, 2012 Time: 7:00 PM

**STAFF REPORT TO THE  
PLANNING COMMISSION  
FOR THE CITY OF TIGARD, OREGON**



120 DAYS = N/A

**SECTION I. APPLICATION SUMMARY**

**FILE NAME:** ADOPT WEST BULL MT. CONCEPT PLAN RECOMMENDED LAND USES AND ASSOCIATED POLICIES

**FILE NO.:** Comprehensive Plan Amendment (CPA) CPA2012-00002

**PROPOSAL:** To amend the current Tigard Comprehensive Plan Map to include map designations for the River Terrace Community Plan area based on recommended land uses found in Washington County's West Bull Mt. Concept Plan; to amend the current Tigard Comprehensive Plan Goal 14: Urbanization goals, policies, and recommended action measures.

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

**OWNER:** N/A

**LOCATION:** River Terrace Community Plan Area

**APPLICABLE REVIEW CRITERIA:**

Community Development Code Chapters 18.380 and 18.390; Comprehensive Plan Goals 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14; Metro Functional Plan Title 11; and Statewide Planning Goals 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14.

**SECTION II. STAFF RECOMMENDATION**

Staff recommends the Planning Commission finds this request to meet the necessary approval criteria and RECOMMENDS the Tigard City Council amends the Tigard Comprehensive Plan text and map as determined through the public hearing process.

## SECTION III. BACKGROUND INFORMATION

### **Project History**

The city has agreed via an intergovernmental agreement (IGA) with Washington County to refine its West Bull Mt. Concept Plan into the River Terrace Community Plan. The community plan will put into place a means to implement the vision of the concept plan through zoning, development code regulations and other measures that will make urban development possible. The process will also include updates to utility, parks and transportation master plans, including the financial strategies necessary to fund and maintain required infrastructure improvements.

The concept plan was created over the course of three years with the help of a stakeholder working group (SWG) and a technical advisory committee (TAC). Project goals and principles guided the development of the land use, transportation and parks framework maps. These maps represented the vision stakeholders agreed upon for the future development of the area. They provide a variety of residential densities and housing types; disperse densities throughout the community; provide appropriate amounts of commercial uses, parks, trails and open space; and outline a multi-modal network of connected streets and walkable blocks. The SWG and TAC both voted to forward the concept plan to the Washington County Planning Commission and Board of Commissioners for consideration and adoption. In November 2010, the Planning Commission voted to recommend the Board adopt the concept plan. In December 2010, the Board adopted the concept plan by Resolution and Order.

Since the conclusion of the concept plan, the city has annexed a portion of the area (Area 64) and petitions have been filed by property owners to annex the remainder of the area within the urban growth boundary (Areas 63 and Roy Rogers West). The city will complete the River Terrace Community Plan for all of these areas.

City staff has developed a work program to guide the project through completion. This will include a lot of technical work to ensure the community plan meets the state and regional planning requirements, as well as a public involvement plan to engage stakeholders in any necessary refinements to the concept plan as the process moves forward. Staff anticipates completion of the River Terrace Community Plan in summer 2014.

The first recommendation is to adopt the concept plan recommended land uses (Exhibit A) into the Tigard Comprehensive Plan. This action will set expectations for the community planning process, as well as allowing the city to access a portion of the CET funds from Metro that were given to the city through the IGA with Washington County. A number of policies will also be recommended for adoption to guide regulation of the River Terrace area during and after completion of the community planning process (Exhibit A). These recommended land uses will be further analyzed as part of the community planning process and if there are needed refinements, recommendations will be brought back to planning commission and city council for adoption at the end of the process.

### **Proposal Description**

The primary intent of the amendment is to ensure the City's Comprehensive Plan remains a viable tool for decision-makers. By adopting the amendment, the City will set expectations for the River Terrace Community Plan process and start the transformation from vision to zoning and regulations for the area.

## **SECTION IV. SUMMARY OF REPORT**

*Applicable criteria, Commission findings and conclusions*

- Tigard Community Development Code
  - Chapter 18.380
  - Chapter 18.390
- Applicable Comprehensive Plan Policies
  - Chapter 1: Citizen Involvement
  - Chapter 2: Land Use Planning
  - Chapter 5: Natural Resources and Historic Areas
  - Chapter 6: Environmental Quality
  - Chapter 7: Hazards
  - Chapter 8: Parks, Recreation, Trails, and Open Space
  - Chapter 9: Economic Development
  - Chapter 10: Housing
  - Chapter 11: Public Facilities and Services
  - Chapter 12: Transportation
  - Chapter 13: Energy Conservation
  - Chapter 14: Urbanization
- Metro Urban Growth Management Functional Plan Title 11
- Statewide Planning Goals
  - Goals 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14.

*City Department and outside agency comments*

## **SECTION V. APPLICABLE CRITERIA AND COMMISSION FINDINGS**

### **CITY OF 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**

Findings: The amendment to the Tigard Comprehensive Plan establishes policies to be applied generally throughout the River Terrace Community Plan Area; and therefore, the application is being processed as a Type IV procedure, Legislative Amendment, as governed by Section 18.390.060G.

#### **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.**

Findings: The amendment to the Tigard Comprehensive Plan establishes policies to be applied generally throughout the City of Tigard. Therefore was reviewed under the Type IV procedure as detailed in Section 18.390.060.G. In accordance with this section, the amendment was initially considered by the Planning Commission with City Council making the final decision.

**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.**

Findings: The Commission reviewed applicable Statewide Planning Goals, Metro Urban Growth Management Functional Plan, the Tigard Community Development Code, and the Tigard Comprehensive Plan. As indicated pursuant to the Commission's findings and conclusions found within this staff report the amendment is consistent with this criterion.

**CONCLUSION:** Based on the analysis above, the Commission finds that the proposed amendment satisfies the applicable review criteria within the Tigard Community Development Code.

## **CITY OF TIGARD COMPREHENSIVE PLAN POLICIES:**

### **General Findings**

Finding: The City's Comprehensive Plan was adopted by the Tigard City Council in 1983, and acknowledged as being in conformance with the Statewide Planning Goals by the Land Conservation and Development Department (LCDC) on October 11, 1984. LCDC re-acknowledged the plan's compliance with the statewide planning goals through the Periodic Review process.

Finding: The Commission finds that the following Comprehensive Plan goals and policies apply to the amendment and the amendment satisfies the applicable goals and policies for the reasons stated below. During the course of public hearings, the Community Development Department and the Planning Commission provided all interested parties opportunities to identify, either orally or in writing, any other Comprehensive Plan goals or policies that might apply to the amendment. No additional provisions were identified.

### **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.**

Findings: The proposal has complied with all notification requirements pursuant to Chapter 18.390.060 of the Tigard Community Development Code. This staff report was also available seven days in advance of the hearing pursuant to Chapter 18.390.070.E.b of the Tigard Community Development Code.

As part of the Comprehensive Plan Amendment process, public notice of the Planning Commission and City Council public hearings was sent to the interested party list, River Terrace property owners and property owners within 500 ft. of River Terrace and published in the November 15, 2012 issue of The Times. 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 proposed amendment could be viewed.

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

Findings: The West Bull Mt. Concept Planning recommendations were endorsed by both the project's steering committee and technical advisory committee. These groups included community stakeholders, property owners and jurisdictional partners.

**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.**

Findings: As outlined above, the community was given notice and opportunity to get information and get testify.

**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.**

Findings: Information regarding the topics included in this Comprehensive Plan Amendment was available in multiple locations in an understandable format for the duration of the process. This included paper and electronic copies that were available in the permit center and also on the website.

**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.**

Findings: Information was distributed throughout the process via the City's website and direct mailings to property owners in the River Terrace area and all property owners within 500 ft. of the area.

**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.**

Findings: The West Bull Mt. Concept Planning recommendations were endorsed by both the project's steering committee and technical advisory committee. These groups included community stakeholders, property owners and jurisdictional partners.

## 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.**

Findings: The amendment refines the general policy direction related to Tigard Comprehensive Plan Goal 14: Urbanization for completion of the community plan and subsequent development of the River Terrace Area. The policy statements are clear and serve the interests of the citizens. The city coordinated the development of the proposed polices with the Oregon Department of Transportation, the Department of Land Conservation and Development, and Metro to ensure compliance with state and regional requirements.

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

Findings: The amendment refines the general policy direction related to Tigard Comprehensive Plan Goal 14: Urbanization for completion of the community plan and subsequent development of the River Terrace Area. It also applies comprehensive plan designations to the River Terrace Area that are based on the West Bull Mt. Concept Plan recommended land uses. Both will be used to guide the application of Tigard zoning and regulations to the area that will be consistent with the 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.**

Findings: The City sent out 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: Outside Agency Comments of this Staff Report. Additionally, Metro, the Oregon Department of Transportation, and the Department of Land Conservation and Development staff provided input throughout the development of the proposed amendment.

**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.**

Findings: The proposed amendment will update the Tigard Comprehensive Plan map and policies to prepare for the future development of the River Terrace Area. The area has been brought into the urban growth boundary and a concept plan completed. The concept plan was a collaboration of many stakeholders, regulatory agencies, and local jurisdictions. The amendment will set the stage for the transformation of the concept plan into a community plan where the application of zoning and regulations will take place. The community plan will provide reliable information to make findings against applicable laws and requirements. Findings of conformance to applicable state and regional requirements for this amendment can be found in Section V of this Staff Report.

## **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.**

Findings: As discussed in the findings made for Statewide Planning Goal 5, the amendment does not alter the City's acknowledged Goal 5 inventories or land use programs. No changes will occur to current Natural Resource protections as the result of adopting the proposed amendment. The amendment does not conflict with goals and policies of this chapter of the Tigard Comprehensive Plan.

## **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.**

Findings: The proposed amendment designates comprehensive plan land uses based on the recommended land uses found in the concept plan. The concept plan was completed using a principle of transportation choices and connectivity. The concept plan provided for a broad range of connected infrastructure that allowed convenient access for pedestrians, cyclists, drivers, and transit riders. It also recommended a neighborhood commercial area that is accessible by bike or foot from the neighborhoods adjacent to and within the planning area. Giving residents a variety of choices will promote the reduction of vehicle miles traveled. No transportation amendments are proposed at this time, but will be addressed during the community planning process.

## **Chapter 7: Hazards**

**Goal 7.2 Protect people and property from flood, landslide, earthquake, wildfire, and severe weather hazards.**

Findings: The adoption of the proposed amendment has no impact on City policies or programs related to hazards. The community plan will address hazards through the application of zoning and code regulations.

## **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.

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

Findings: The adoption of the proposed amendment has no impact on City policies or programs related to parks, recreation, trails, and open space. The comprehensive plan map will have open space designations added with the amendment, but the city has no zoning to identify properties for these uses. Recommended locations will be finalized through the community planning process and address needed parks, trails, and open space. The Tigard Parks System Master Plan will be updated as part of the process and guide future city facilities.

**Chapter 9: Economic Development**

**Goal 9.3 Make Tigard a prosperous and desirable place to live and do business.**

Findings: The proposed amendment designates five acres of the River Terrace area as neighborhood commercial on the Tigard Comprehensive Plan map. The concept plan intended this commercial area to serve as a retail, mixed-use gathering place for the neighborhoods in close proximity. The overall vision of the concept plan is to create a network of multi-modal transportation improvement to promote walking and biking through the neighborhoods to access the commercial area. The concept plan stakeholders recommended this approach as opposed to auto-oriented commercial development to make the area more desirable and livable.

**Chapter 10: Housing**

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

Findings: The proposed amendment designates the majority of land within the River Terrace area as residential on the Tigard Comprehensive Plan map, divided into low, medium, and high density. The range of comprehensive plan designations will allow for a variety of housing types on different sized lots to meet the housing needs of future residents in the area. This diversity will also allow the city to comply with Metro Title 11 requirement of 10 units/net developable acre. Tigard zoning and regulations will be applied to the area during the community planning process based on the proposed comprehensive plan designations.

**Chapter 11: Public Facilities and Services**

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

Findings: The adoption of the proposed amendment has no impact on City policies or programs related to stormwater. However, the concept plan process outlined the necessary infrastructure needed to accommodate the recommended land uses. The community plan will analyze the findings of the concept plan and update stormwater needs and cost estimates as necessary. The Tigard Public Facility Plan will then be updated accordingly.

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

Findings: The adoption of the proposed amendment has no impact on City policies or programs related to its water distribution. However, the concept plan process outlined the necessary infrastructure needed to accommodate the recommended land uses. The Tigard Water Master Plan also accounted for the recommended land uses in the River Terrace area when calculating future need. The community plan will analyze the findings of the concept plan and update water infrastructure needs and cost estimates as necessary. The Tigard Public Facility Plan will then be updated accordingly.

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

Findings: The adoption of the proposed amendment has no impact on City policies or programs related to wastewater collection. However, the concept plan process outlined the necessary infrastructure needed to accommodate the recommended land uses. Clean Water Services is currently updating its regional collection model and these results will be incorporated into the community planning process. The community plan will analyze the findings of the concept plan and update water infrastructure needs and cost estimates as necessary. The Tigard Public Facility Plan will then be updated accordingly.

**Chapter 12: Transportation**

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

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

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

Findings: The proposed amendment is consistent with these goals. The comprehensive land use designations were developed through the concept planning process, which took into account the transportation impacts of the recommended land uses. Although no transportation improvements are proposed to be adopted at this time, the community planning process will analyze and refine the transportation proposals to support the zoning applied in the process. The concept plan was also completed using a principle of transportation choices and connectivity. The concept plan provided for a broad range of connected infrastructure that allowed convenient access for pedestrians, cyclists, drivers, and transit riders. The community planning process will incorporate findings and infrastructure needs into the Tigard 2035 Transportation System Plan and address the State's Transportation Planning Rule as required. The Tigard Public Facility Plan will then be updated accordingly.

## **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.**

Findings: The proposed amendment designates comprehensive plan land uses based on the recommended land uses found in the concept plan. The concept plan was completed using a principle of transportation choices and connectivity. The concept plan provided for a broad range of connected infrastructure that allowed convenient access for pedestrians, cyclists, drivers, and transit riders. It also recommended a neighborhood commercial area that is accessible by bike or foot from the neighborhoods adjacent to and within the planning area. Giving residents a variety of choices will promote the reduction of vehicle miles traveled. No transportation amendments are proposed at this time, but will be addressed during the community planning process.

## **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.**

Findings: The proposed amendment adopts the recommended land uses from the concept plan into the Tigard Comprehensive Plan map. This is the first step of the process to plan for the provision of urban level services to the River Terrace area, which will be served by the city of Tigard. This amendment does not address the full range of services needed for the area, this will take place during the community planning process. The result will be an updated public facility plan and an infrastructure financing strategy for the future development of the area.

### **Goal 14.2 Promote Tigard citizens' interests in urban growth boundary expansion and other regional and state growth management decisions.**

Findings: The proposed amendment is consistent with this policy as this is the first step in completing the River Terrace Community Plan for areas brought within the urban growth boundary. The city will be the service provider for the area and completing the community plan is in Tigard citizens' interest.

**CONCLUSION:** Based on the analysis above, the Commission finds that the proposed amendment satisfies the applicable goals and policies contained in the City of Tigard Comprehensive Plan.

## **METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TITLE 11**

Findings: 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.

The proposed amendment will update the Tigard Comprehensive Plan map and policies to prepare for the future development of the River Terrace Area. The area has been brought into the urban growth boundary (Areas 63 and 64 in 2002; Roy Rogers West in 2011) and a concept plan completed. The concept plan was a collaboration of many stakeholders, regulatory agencies, and local jurisdictions. The amendment will set the stage for the transformation of the concept plan into a community plan where the application of zoning and regulations will take place. The community plan will provide reliable information to make findings against all requirements of Title 11.

The concept plan made findings against Title 11 (those in place in 2007) and found the work to be in compliance related to requirements for a concept plan. This included the requirement of average residential densities of at least 10 units per net residential acre. The concept plan averaged 10.7 units per net residential acre in Areas 63 and 64 (216 acres and 2,311 units). The 2011 urban growth boundary expansion included in this proposed amendment (Roy Rogers West) is subject to updated Title 11 rules. The new rules require a zoned capacity for a number and type of housing unit for new areas added to the UGB. Roy Rogers West required zoned capacity for a minimum of 479 dwelling units dispersed in the area or adjoining Areas 63 and 64. The proposed land uses will achieve the target through application of various city zoning districts that meet the criteria for low and medium density residential designations (1 to 12 units/acre). The flexibility afforded the city during the community planning process will ensure compliance with Title 11.

The proposed amendment also meets the requirements for sufficient commercial services, inventory of and protection plan for natural resources, and a conceptual school plan. Each of the three is shown with a Tigard Comprehensive Plan map designation. The commercial area will provide basic services for the area. The open spaces coincide with Clean Water Services setback requirements and the school district owns the property designated as public institution and anticipates the development of a school once enough homes have been built to support it.

The proposed amendment also sets policy direction consistent with Title 11 for interim protection of areas added to the UGB. The city will not allow urban level development of the area until the community plan is complete and compliance with all regional and state requirements are confirmed.

The proposed amendment is a first step to set expectations for the community planning process. The concept plan found compliance with Title 11 requirements and the community plan will be required to do the same. The city worked with Metro, the Oregon Department of Transportation and Oregon Department of Land Conservation and Development staffs to ensure their concerns were addressed for the proposed amendments. They were provided the opportunity to review and comment on all work leading up to the document proposed for adoption.

The proposed amendment (CPA2012-00002) adopts the West Bull Mt. Concept Plan recommended land uses into the Tigard Comprehensive Plan map and adds policies to prepare for the future development of the River Terrace Area. The area has been brought into the urban growth boundary and a concept plan completed. It will set the stage for the transformation of the concept plan into a community plan where the application of zoning and regulations will take

place. The community plan will provide reliable information to make final findings against applicable laws and requirements. The proposed amendment is consistent Title 11.

**CONCLUSION:** Based on the analysis above, the Commission finds that the proposed amendment is consistent with the Metro Urban Growth Management Functional Plan Title 11.

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

***Statewide Planning Goal 1 – Citizen Involvement:***

**This goal outlines the citizen involvement requirement for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.**

Findings: This goal was met as the proposal has complied with all notification requirements pursuant to Chapter 18.390.060 of the Tigard Community Development Code. This staff report was also available seven days in advance of the hearing pursuant to Chapter 18.390.070.E.b of the Tigard Community Development Code.

As part of the Comprehensive Plan Amendment process, public notice of the Planning Commission and City Council public hearings was sent to the interested parties list, property owners in the area and within 500 ft. and published in the November 15, 2012 issue of The 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.

***Statewide Planning Goal 2 – Land Use Planning:***

**This goal outlines the land use planning process and policy framework. The Comprehensive Plan was acknowledged by DLCD as being consistent with the statewide planning goals.**

Findings: The amendment to the Tigard Comprehensive Plan is being undertaken to update the City's acknowledged Comprehensive Plan in a manner consistent with current conditions and citizen values. The amendment to the Tigard Comprehensive Plan is being processed as a Type IV procedure, which requires any applicable statewide planning goals, federal or state statutes or regulations, Metro regulations, comprehensive plan policies, and City's implementing ordinances, be addressed as part of the decision-making process. All noticing requirements have been met. All applicable review criteria have been addressed within this staff report; therefore, the requirements of Goal 2 have been met.

***Statewide Planning Goal 5 – Natural Resources***

**This goal requires the inventory and protection of natural resources, open spaces, historic areas and sites.**

Findings: The City is currently in compliance with the State's Goal 5 program and Metro's Title 13: Nature in Neighborhoods program, which implements Goal 5. The amendment does not alter the City's acknowledged Goal 5 inventories or land use programs. No changes will occur to current natural resource protections. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 5 process requirements.

***Statewide Planning Goal 6: Air, Water, and Land Resources Quality***

**To maintain and improve the quality of the air, water, and land resources of the state.**

Findings: The City is currently in compliance with Metro's Title 3: Water Quality and Flood Management program, which implements Goal 6. The amendment does not alter the City's acknowledged land use programs regarding water quality and flood management protections. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 6.

***Statewide Planning Goal 7 – Areas Subject to Natural Hazards***

**To protect people and property from natural hazards.**

Findings: The City is currently in compliance with Metro's Title 3: Water Quality and Flood Management program, which implements Goal 7. The amendment does not alter the City's acknowledged land use programs regarding water quality and flood management protections. The City is currently a participant in the National Flood Insurance Program administered by the Federal Emergency Management Agency. The amendment does not alter the City's participation. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 7.

***Statewide Planning Goal 8 – Recreational Needs***

**This goal requires the satisfaction of the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

Findings: The City is currently in compliance with Statewide Planning Goal 8. The amendment does not alter the City's acknowledged Goal 8 policies or land use programs. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 8.

***Statewide Planning Goal 9: Economic Development***

**To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

Findings: The City is currently in compliance with Goal 9 and Metro's Title 4: Industrial and Other Employment Areas through its acknowledged Comprehensive Plan. The amendment does not alter the City's acknowledged Goal 9 policies or land use programs. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 9.

***Statewide Planning Goal 10: Housing***

**To provide adequate housing for the needs of the community, region and state.**

Findings: The City is currently in compliance with Goal 10 and the Metropolitan Housing Rule (OAR 660-007/Division 7), and Metro's Title 1: Housing Capacity, and Title 7: Housing Choice. The City is currently under periodic review and performing a Goal 10 analysis, which includes the River Terrace area. The adoption of the amendment does not alter the City's compliance with Goal 10 as the addition of the recommended land uses in the River Terrace area is consistent with state and regional housing requirements. The amendment to the Comprehensive Plan is in compliance with Goal 10.

***Statewide Planning Goal 11: Public Facilities and Services***

**To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

Findings: The City is currently in compliance with Goal 11 through its acknowledged Comprehensive Plan. This includes an adopted Public Facility Plan as required by Oregon Revised Statute 197.712 and Oregon Administrative Rule 660-011. The amendment does not alter the City's acknowledged Goal 11 policies or plans. However, as part of the River Terrace Community Plan process, the Public Facility Plan will be updated to account for the recommended land uses and future development of the area, including a financing strategy. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 11.

***Statewide Planning Goal 12: Transportation***

**To provide and encourage a safe, convenient, and economic transportation system.**

Findings: The City is currently in compliance with Goal 12 and Metro's Regional Transportation Plan through its acknowledged Comprehensive Plan and Transportation System Plan as required by Oregon Administrative Rule 660-012 (Transportation Planning Rule). The amendment adopts the recommended land uses from the West Bull Mt. Concept Plan into the Tigard Comprehensive Plan map. The amendment also includes a policy to not allow development of the area until a full TPR analysis is complete. The River Terrace Community Plan process will make findings against the TPR based on the land uses proposed. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 12.

***Statewide Planning Goal 13: Energy Conservation***

**Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.**

Findings: The City is currently in compliance with Goal 13 through its acknowledged Comprehensive Plan. The amendment does not alter the City's compliance with Goal 13. As a result, the amendment to the Tigard Comprehensive Plan is in compliance with Goal 13.

***Statewide Planning Goal 14: Urbanization***

**To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.**

Findings: The City is currently in compliance with Goal 14 and Metro's Title 11: Planning for New Urban Areas through its acknowledged Comprehensive Plan and land use regulations. The City also has a signed Urban Planning Area Agreement and Urban Services Agreement as required by ORS 195.065 and ORS 197.

The proposed amendment will update the Tigard Comprehensive Plan map and policies to prepare for the future development of the River Terrace Area. The area has been brought into the urban growth boundary (Areas 63 and 64 in 2002; Roy Rogers West in 2011) and a concept plan completed. The concept plan was a collaboration of many stakeholders, regulatory agencies, and local jurisdictions. The amendment will set the stage for the transformation of the concept plan into a community plan where the application of zoning and regulations will take place. The community plan will provide reliable information to make findings against all requirements of Title 11.

The proposed amendment is a first step to set expectations for the community planning process. The concept plan found compliance with Title 11 requirements and the community plan will be required to do the same. The city worked with Metro, the Oregon Department of Transportation and Oregon Department of Land Conservation and Development staffs to ensure their concerns

were addressed for the proposed amendments. They were provided the opportunity to review and comment on all work leading up to the document proposed for adoption.

The adoption of the proposed amendment (CPA2012-00002) does not alter the City's compliance with Goal 14. The amendment is consistent with this goal.

**CONCLUSION:** Based on the analysis above, the Commission finds that the proposed amendment is consistent with the applicable Statewide Planning Goals.

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

**The City of Tigard's Community Development Department, Administrative Department, Finance Department, Public Works Department, and Police Department** have had an opportunity to review this proposal and have no objections.

**CONCLUSION:** Based on no comment from City staff, staff finds the proposed amendment does not interfere with the best interests of the City.

## **SECTION VII. OUTSIDE AGENCY COMMENTS**

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

**City of King City**  
**City of Tualatin**  
**Clean Water Services**  
**Metro Land Use and Planning**  
**Oregon Department of Land Conservation and Development**  
**Oregon Department of Transportation, Region 1**  
**Oregon Department of Transportation, Region 1, District 2A**  
**Tualatin Hill Parks and Recreation District**  
**Tualatin Valley Fire & Rescue**  
**Tualatin Valley Water District**

The following agencies/jurisdictions had an opportunity to review this proposal and sent in comments that are found as Attachments 1 and 2:

**City of Beaverton**  
**Washington County, Department of Land Use and Transportation**

**Findings:** Washington County was supportive of the proposed amendment and recommended also adopting other elements of the West Bull Mt. Concept Plan, such as parks, trails and street classifications. The city is proposing this amendment as a first step in completing the required community plan for the area. The aforementioned elements will be reviewed and refined as necessary during the process and incorporated into the respective city master plans. The proposed amendment is in compliance with state and regional requirements. Updated master plans will be adopted during the community planning process and will ensure continued compliance with state and regional requirements. Staff recommends no changes to the proposed amendment based on the Washington County comments.

The city of Beaverton recommended adding policies that addressed the importance of coordination among the two cities and other agency partners and developing cooperative agreements for phasing of improvements along the boundary of River Terrace and South Cooper Mountain community plan areas. The city of Tigard acknowledges the importance of coordination during the planning process and has been in frequent discussions with agency partners. It is important and inherent in any large planning process. Tigard has convened the concept plan technical advisory committee to ensure information is being shared throughout the planning process. Tigard has also met with Beaverton staff a number of times and will continue to do so throughout the process.

The city of Tigard has acknowledged the importance of coordination by several adopted policies currently in the Tigard Comprehensive Plan. Some examples include Policy 2.1.3, Policy 5.1.4, Policy 6.2.2, Policy 7.1.3, Policy 11.1.2, Policy 11.3.2, Policy 12.5.1 and Policy 12.5.3.

Tigard is in full support of coordination of planning efforts. The city's River Terrace Community Plan work program has included the importance of coordination, as has the Tigard Comprehensive Plan. Staff recommends no changes to the proposed amendment based on the Washington County comments.

**CONCLUSION:** Based on responses from outside agencies listed above, the Commission finds the proposed amendment meets all requirements of these agencies and is consistent with the best interests of the City.

## **SECTION VIII. 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, Staff recommends that the Planning Commission recommend approval of the Comprehensive Plan Amendment to the Tigard City Council as determined through the public hearing process.

### **ATTACHMENT:**

**ATTACHMENT 1: CITY OF BEAVERTON COMMENTS**

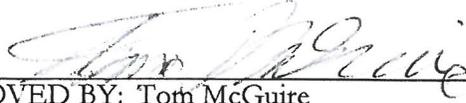
**ATTACHMENT 2: WASHINGTON COUNTY COMMENTS**

**EXHIBIT A: PROPOSED AMENDMENT TO THE TIGARD COMPREHENSIVE PLAN.**



PREPARED BY: Darren Wyss  
Senior Planner

November 26, 2012  
DATE



APPROVED BY: Tom McGuire  
Interim Community Development Director

November 26, 2012  
DATE



## Community and Economic Development

November 21, 2012

Darren Wyss, Senior Planner  
City of Tigard Planning Division  
13125 SW Hall Boulevard  
Tigard, OR 97223

**RE: Comments for Comprehensive Plan Amendment (CPA) 2012-00002 – Adopt West Bull MT  
Concept Plan Recommended Land Uses and Associated Policies**

Dear Mr. Wyss:

The City of Beaverton has reviewed the proposed Tigard Comprehensive Plan Text Changes and offers the comments listed below. As you know, the City of Beaverton is preparing to launch a public planning process for the South Cooper Mountain area located just north of SW Scholls Ferry Road and SW 175<sup>th</sup>. Approximately 544 acres of what is also known as Urban Reserve Area (URA) 6B was added to the Urban Growth Boundary (UGB) in October 2011. One of the conditions Metro placed on the UGB expansion requires the City of Beaverton to prepare a concept plan for the entirety of URA 6B (1,776 acres) as well as a community plan and corresponding comprehensive plan provisions and land use regulations for that portion of South Cooper Mountain now in the UGB. The City Council approved annexation of this 544-acre territory on November 13, 2012.

Given the numerous common transportation, sewer, water, stormwater management, natural resource, and trails and transit service issues involved in the River Terrace planning effort and Beaverton's upcoming South Cooper Mountain project, the city suggests that policies be added regarding inter-jurisdictional coordination and cooperation as follows:

- **Transportation & transit:** It is recommended that policies be added requiring coordination among the two cities, Washington County, TriMet and ODOT to address transportation and transit, including timing of needed improvements and funding strategies and mechanisms.
- **Sewer, water and stormwater management:** Policies requiring coordination among the two cities and Clean Water Services should be added to address common sewer, water and storm water management issues.

- Natural resources: In addition, the city suggests a policy be added regarding coordination among the two cities, Metro, Tualatin Hills Parks & Recreation District and Washington County to address protection and enhancement of natural resources in the area, provision of access to public lands and natural features, including planning for trails and pedestrian and bicycle travel to access these lands and features, and connect with other local and regional trails.
- Intergovernmental Agreements: The city recommends adding a policy regarding cooperative agreements among the two cities, Washington County, CWS, and other applicable service providers to address phasing of development along SW Scholls Ferry and SW 175<sup>th</sup>/Roy Rogers, including timing of transportation sewer, water and stormwater improvements needed to support urban development in the River Terrace and South Cooper Mountain community plan areas.

The City of Beaverton believes it is critical that the two jurisdictions coordinate particularly closely in the analysis of transportation and utilities, and cooperate with partner jurisdictions and districts to find solutions to meet the challenges we face in providing services to these urbanizing areas. It would be mutually beneficial for the cities to work together on developing financing strategies to take advantage of economies of scale and spread the costs of infrastructure over a larger area.

Thank you for the opportunity to comment on Tigard's proposed Comprehensive Plan Text Changes. We look forward to coordinating with you as both cities move forward with their respective planning efforts.

Sincerely,



Steven Sparks, AICP  
Planning Manager



**WASHINGTON COUNTY**  
**OREGON**

November 20, 2012

City of Tigard Planning Division  
Attn.: Mr. Darren Wyss, Senior Planner  
13125 SW Hall Blvd.  
Tigard, OR 97223

**RE: CPA2012-0002**

Dear Mr. Wyss,

The county appreciates the opportunity to participate in the city's planning of River Terrace and looks forward to completion of the River Terrace plan.

The county supports the adoption of the West Bull Mountain Concept Plan into the city of Tigard's Comprehensive Plan. The county would also encourage the city's Comprehensive Plan to be amended to include other elements of the Concept Plan, such as parks, trails and street classifications.

Please let me know if you have any questions. I can be reached by phone at (503) 846-8817 or via e-mail at [paul\\_schaefer@co.washington.or.us](mailto:paul_schaefer@co.washington.or.us).

Thank you

Paul Schaefer  
Senior Planner

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