



City of Tigard

Workshop Meeting Minutes

TIGARD CITY COUNCIL

MEETING DATE AND TIME: November 20, 2012 – 6:30 p.m.

MEETING LOCATION: City of Tigard – Town Hall – 13125 SW Hall Blvd.,
Tigard, OR 97223

1. WORKSHOP MEETING

- A. At 6:36 p.m. Mayor Dirksen called the city council workshop meeting to order.
- B. Deputy City Recorder Krager called the roll.

	Present	Absent
Mayor Dirksen	✓	
Councilor Henderson	✓	
Councilor Woodard	✓	
Councilor Wilson	✓	
Council President Buehner	✓	

- C. Pledge of Allegiance
- D. Council Communications & Liaison Reports – None.
- E. Non Agenda Items - Mayor Dirksen said Councilor Woodard would brief council on a legislative item the end of the meeting.

2. ~~Receive Update from Tualatin Valley Fire and Rescue Chief Duyck~~
Chief Duyck was unable to attend and this update will be rescheduled.

3. Receive Briefing on the Woodard Park Parking Project and an Amendment to Construct a Turnaround on Metro Property at Woodard Park

City Engineer Stone discussed the need for this project and a proposed amendment to the IGA with Metro for the Woodard Park property. Metro purchased the property in 1999 and responsibilities were specified in an IGA. In 2011, Woodard Park neighbors approached the city about parking problems they were experiencing caused by park users parking and making U-turns on Katherine Street. The problems included blocked driveways and fire hydrants and vehicles damaged by park visitors turning around at the dead end street. The garbage truck had difficulty maneuvering and signage had little impact.

Council discussed options in 2011 and requested that city staff evaluate neighborhood concerns and develop a plan. While parking is not allowed on the park property Metro owns, the city maintains a driveway and this IGA amendment will allow construction of a turnaround on it. City Engineer Stone said the driveway will also be widened to create a parking area. Funding for the project is estimated to be less than \$50,000.

In response to a question from Council President Buehner about extending the street, Mayor Dirksen said that is not currently under consideration. Councilor Wilson asked about the status of nearby oak trees and City Engineer Stone said he will get responses to council prior to this item being placed on a consent agenda.

4. Receive River Terrace Community Plan Briefing

Council President Buehner announced that she represents clients in the River Terrace area and will not participate in any public hearing discussion or voting.

Senior Planner Wyss gave a brief background on the River Terrace Community Plan planning process and updated council on the proposed comprehensive plan amendment to adopt the recommended land uses from the West Bull Mountain Concept Plan and associated policies. He said the city was tasked with refining the West Bull Mountain Concept Plan into the River Terrace Community Plan. This concept plan is a vision for the future River Terrace Community Plan area and was created over the course of three years by Washington County, aided by a stakeholder working group and a technical advisory committee. Their vision is represented in a series of maps guiding future development of the area including land use, transportation and a parks framework. The stakeholder working group and the technical advisory committee voted to forward the concept plan to the Washington County's planning commission and Board for consideration and adoption. In November 2010 the Washington County Planning Commission voted to recommend the board adopt the concept plan. In December 2010 it was adopted by the Washington County Board of Commissioners. Since the adoption of the concept plan Tigard annexed a portion of the area (Area 64) and the city and county agreed through an IGA that Tigard would take the West Bull Mountain Concept Plan and refine it into the River Terrace Community Plan, which puts into place a means to implement that vision.

Senior Planner Wyss said the process will include zoning, development code regulations and other measures to make urban development possible. It includes updates to utility, parks and transportation master plans and the financial strategies necessary for development and infrastructure. Subsequently, petitions to annex into Tigard were filed by property owners in Area 63 and Roy Rogers West. These annexations will be considered by council in early 2013.

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Mr. Wyss referred council to Attachment 1- Work Program in their packets. The Work Program will guide the project to completion. The work includes a technical analysis of the concept plan and ensures the community plan meets state and regional planning requirements, as well as a public involvement strategy to engage stakeholders in refining the concept plan. Attachment 2 shows the generalized schedule and some of the council decision points. Mr. Wyss said staff anticipates completion of the River Terrace Community Plan in the summer of 2014. He highlighted each of the tasks, noting where the council will need to make decisions.

Task 1: Public Involvement – At last night’s Committee for Citizen Involvement meeting a public involvement plan was adopted. The Technical Advisory Group (TAG) and the Stakeholders Working Group (SWG) will reconvene. Members are to be added to each of the groups. Four more community meetings will be held. The kickoff meeting, held in late October, was well attended and a lot of good feedback was received.

Task 2: Adopt the West Bull Mountain Concept Plan – Senior Planner Wyss said the first decision the City Council will be asked to make is to adopt the concept plan recommended land uses into the Tigard Comprehensive Plan. There are also associated policies (Attachment 3 – map and Attachment 4 – policies). The policies guide regulation of the River Terrace area during the planning process.

Task 3: Goal 5 Natural Resources - Three maps need to be updated or adopted as part of this process: Tree Grove Inventory, Local Wetland Inventory and Significant Habitat. A consultant has been inventorying and assessing tree groves in the area. The second map is a Wetlands and Stream Corridor map, which was adopted by the state as a Local Wetland Inventory and this will be adopted into the city’s code language. The third map is the Significant Habitat Map, which is based on the Tualatin Basin Partners habitat analysis. This work is complete except for adopting the River Terrace area onto the map.

Task 4: Comprehensive Plan/Zoning Maps and Regulations – Council will be asked to adopt the original recommended land uses identified in the concept plan. City staff will analyze these and assign Tigard zoning districts to each general land use designation. Metro requires an average of ten units per acre. Staff will also look at what the appropriate zoning is for the neighborhood/commercial area on the map and address existing uses, what will be allowed after development and other development code issues or adjustments.

Council President Buehner asked when zoning would be assigned if council decides to move the commercial area or other property. Senior Planner Wyss said step one is that zoning will be part of the River Terrace Community Plan, which would be adopted first to put general land use categories into Tigard’s Comprehensive Plan; step two is putting the zoning in place. He said if anything needs to be shifted around it would occur at the second step. At the end of the process the zoning will be adopted as well as adjustments to the Comprehensive Plan.

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Senior Planner Wyss responded to a question from Councilor Henderson regarding the Planning Commission discussion. He said they discussed the public involvement plan and the upcoming Comprehensive Plan amendment. He said the Planning Commission is comfortable forwarding it to council as long as there is no organized opposition.

Task 5: The Transportation System Plan will be reviewed and the analysis expanded if necessary. Findings must meet the Oregon Transportation Planning Rule requirements. Area topography, natural resources, alignments, right-of-way requirements, connections and new roads will be reviewed. A financial analysis will be conducted on how transportation improvements will be financed. Mayor Dirksen commented that once the conceptual draft is complete, the zoning will identify potential trips and that will inform the street network process.

Tasks 6-9: These are master plan updates. One task will be to review what was provided for parks and trails in the concept plans. Water, sewer and storm water issues will be reevaluated and expanded to include the urban reserves area, assuring that proper pipe and pump sizes will accommodate future growth. A large part of this task will be estimating costs.

Task 10: This is a major task that includes reviewing infrastructure costs and mechanisms for funding, including system development charges, fees and special districts. This task will be ongoing throughout the project. Information will be shared with council on a regular basis.

Council President Buehner said the extreme northern part of Area 64 shares a drainage basin with the other side of Scholls Ferry and asked if staff is working with Beaverton on addressing common issues. Senior Planner Wyss said staff met with Beaverton staff last summer on this and other issues such as the Scholls Ferry Road widening project. The City Engineer was included in these discussions. Senior Planner Wyss noted that Clean Water Services is currently updating their model of the entire basin. Council President Buehner commented that collaborating with Beaverton and Clean Water Services may save money. City Manager Wine noted that Beaverton Mayor Doyle would like to meet in a joint council meeting in early 2013.

Task 11: This task takes all of the information from Tasks 5-9 and packages it into a Public Facility Plan for Statewide Goal 11 requirements. In response to a question from Councilor Woodard regarding the item on the map labeled "Public Institution," Senior Planner Wyss said it is a PGE substation. Tigard does not have a Public Institution zone so it will be named something different when zoning is assigned.

Senior Planner Wyss reiterated that a major component of each task is to analyze what was done in the concept plan and look at assumptions, refine them as necessary and then ensure that Tigard is meeting all regional and state requirements. Detailed scopes of work for each task will be developed and then staff will seek consultants to assist with the process.

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Integrating the vision of the concept plan includes stakeholder collaboration throughout the process.

Councilor Woodard asked if Tigard has access to the Construction Excise Tax (CET) or other dollars from the county to assist with the planning. Senior Planner Wyss said the city received \$134,000 in CET from Washington County through the IGA. Since Tigard has agreed to adopt the recommended land uses into the Comprehensive Plan, Metro agreed to release some of that money for use in task implementation. Metro is going through a second round of CET grant distribution and staff is tracking requirements and application deadlines.

Council President Buehner said there will be another urban growth boundary expansion decision coming up in 2014 and assumes that the city will be supporting at least a portion of the urban reserves coming in. She asked if once the River Terrace Community Plan is complete, staff can begin work on zoning for new areas that may come in. Senior Planner Wyss said preliminary discussions on the CET said funding would be released in two separate processes, one for areas within the UGB that have not gone through development and the second for urban reserves areas. He said this will be a separate process than the River Terrace Community Plan, but indications are that there will be some money to start some urban reserves planning. Mayor Dirksen said a policy change was that areas being considered for future inclusion into the UGB must already have had a certain level of planning. City Manager Wine said the question will be whether we have the resources to complete the Community Plan process and still have adequate resources to address the reserves (at least to a concept level) so they are poised to go the next step. Senior Planner Wyss said that at a minimum, the city would do the infrastructure planning for urban reserves through the River Terrace Community Plan process.

Senior Planner Wyss said a public hearing has been scheduled for the Planning Commission on December 3 and the City Council on December 11 to adopt the recommended land uses for the area inside the UGB, which will go into the Comprehensive Plan.

Councilor Wilson asked if further changes would require Comprehensive Plan amendments once zoning designations are approved by council. Senior Planner Wyss said yes, council would need to do amendments after completion of the River Terrace planning to adopt zoning and any other regulations. He said the city is doing this land use process now to access CET funds. Councilor Wilson confirmed that council could make some changes to the Comprehensive Plan maps.

City Manager Wine said with the ten dwelling units per acre density requirement what council will see before them is how to achieve that with the zoning in place. Councilor Wilson said “There is still a question about how to move density off of here to some other place. It sounds like we would have to adopt it and turn around and change it again.” Senior Planner Wyss agreed that is the indication staff received from Metro.

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Senior Planner Wyss said staff has been in contact with ODOT, the Department of Land Conservation and Development (DLCD) and Metro on the proposed amendment that will come before council. All are favorable. They recommended some policies and these are included in Attachment 4. Over 600 public hearing notices were mailed to all property owners in the area, or within 500 feet of the area but staff have not heard back from anyone. It does not appear to be controversial.

Councilor Henderson asked about the timelines and the need to identify consultants to help complete the detailed scoping process. Senior Planner Wyss replied that this will be done very shortly. City Manager Wine said while management of the master planning updates can be led by city staff, the city will go out for bid for consultant services, and in the case of the transportation plan, to do the modeling for us. She said, “The infrastructure financing plan is the part that brings everything together. We need to know how the city will pay for this.”

Mayor Dirksen requested that Senior Planner Wyss speak with a gentleman in the audience who had a question on the River Terrace Community Plan.

5. Receive Southwest Corridor Plan Update

Mayor Dirksen said he and Senior Transportation Planner Gray would update council on the Southwest Corridor Plan. Metro Public Involvement Manager Withrow was in attendance.

Ms. Gray distributed material on the Southwest Corridor Plan Update and transit modes. A copy of these materials was added to the packet for this meeting. She said council and council members-elect are invited to participate in a joint Steering Committee workshop meeting on December 12 to be held at the Tigard Library.

Senior Transportation Planner Gray noted that the Tigard’s High Capacity Transit Plan was accepted by council in August. Meanwhile, at the regional level, the Southwest Corridor Steering Committee is at a transition point. She said they have been planning a foundation for the process, developing problem statements, purpose and need statements, project objectives and evaluation criteria. ODOT, Metro and TriMet have provided helpful information. She said they have been working on assembling a comprehensive inventory of every project that is identified in the plans for all project participants (cities, TriMet, ODOT, counties). At the October 22 Steering Committee meeting, 18 transit alternatives were considered. The element that makes this a regional project is the potential investment in high capacity transit. The Steering Committee identified larger potential transit investments that should move forward for additional analysis. Identified were bus rapid transit (BRT) connections from Portland to Tigard, BRT to Sherwood, and extensions to Kruse Way, Washington Square and Bridgeport. The Steering Committee asked staff to continue evaluating light rail transit (LRT) to Tigard as well as to Tualatin via Tigard. These are the main HCT variations

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recommended. Another direction is to improve the existing local transit– the local bus service (Westside Service Enhancement).

Mayor Dirksen clarified that BRT or LRT to Sherwood was taken off the table. He said the City of Sherwood did not anticipate that their community would require this transit during the twenty-year timeframe. They said that if BRT connects to Tualatin, it might be logical to phase in an extension to Sherwood.

Mayor Dirksen commented that when staff talks about BRT or bus enhancements it does not mean one exclusively over the other. It may mean that bus enhancements come first and then BRT later. It may convert at some time to LRT, but options will continue to be evaluated.

Council President Buehner said she has lived in this corridor most of her life and noted that express buses were already tried and don't work. She said her concern is, given the current congestion on 99W, BRT would still be tied up in traffic unless a special lane was constructed. This would have a negative impact on businesses along 99W. Senior Transportation Planner Gray said there is a lot of variability in the design and service configurations for BRT, but dedicated right of way is a key component. She said the Federal Transit Authority (FTA) is now requiring at least 50-percent dedicated right of way to qualify for program funding. She said she also did not have any expectation of the 99W alignment widening. She noted that it is a different situation in Portland, where there is more right of way available along Barbur/99W and lower traffic volume. Portland is open to using Barbur Boulevard as a transit alignment, but 99W changes dramatically once inside Tigard's city limits. Council President Buehner reiterated that outreach to business owners along 99W is critical.

Mayor Dirksen said an advantage of LRT or BRT is the opportunity to run it in a dedicated parallel or alternative right of way. He said that would not impact the existing corridor, nor be impacted by the heavy traffic. Council President Buehner asked if the city went with BRT on a dedicated right of way now, would it be possible to change to LRT in the future. Senior Transportation Planner Gray said that is often done. Mayor Dirksen said another benefit of BRT is that in the initial stages, it can use existing portions of right of way so upfront capital costs are limited. As funds become available, additional rights of way can be purchased.

Councilor Henderson asked about signalization because signals are shared when roads are shared. Senior Transportation Planner Gray said BRT can use transit prioritization on traffic signals. She noted that those council members who went on the field trip to see Eugene's EmX system saw how well this tool is used to mix the busses into the traffic flow.

Councilor Woodard asked about the Westside Corridor Plan that was done years ago and how that will play into the Southwest Corridor Plan. Mayor Dirksen said that based on the preliminary view he had of the Westside Corridor Plan it is geographically outside the scope of the southwest corridor and would not be a factor.

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Senior Transportation Planner Gray said at the December 12 Steering Committee workshop at the Tigard Library, Metro staff will present a land use vision (LUV), which took the land use concepts that Tigard developed as well as what other cities have been working on and translated them into more specific land use concepts incorporated into a model. She noted that there is currently an interactive online survey about the Southwest Corridor offering the public a way to explore benefits and tradeoffs of different investments along the corridor.

Metro Public Involvement Manager Withrow said their presentation on December 12 will start with the land use vision, which will knit together the visions of all the communities in the Southwest Corridor. The next step is looking at how different uses, such as commercial, education, industrial, retail and mixed-use communities fit together. They will take the LRT, RBT and enhanced bus service concepts and relate those to the land use vision. Workshop participants will be divided into small groups to discuss investment-level tradeoffs and choices and consider how to balance proposed projects and the transit options that support them. She referred to the online survey for the public. They can log on and help design a mythical town, but they only have 100 points to spend so they must make choices on transportation and land use options. Metro will have some early feedback from this survey by the December 12 workshop and will share it with participants. Council was given a card with information and the website address. A copy was added to the packet for this meeting.

Senior Transportation Planner Gray said she needs information about what council wants to hear in terms of the analysis results to assist them with their decision making.

Councilor Woodard said he is favorable to this approach because it offers options. He said the economy has a supply and demand model and this is a good way to get everyone thinking together without shutting out conceptualization. He said he did not want to stifle exploration of ideas. He said he liked what Mayor Dirksen mentioned earlier about starting with a combination of enhanced busing and rapid buses on a dedicated right of way. There may even be ways to find right of way in city-owned land or parks. He said it does not mean that light rail could not be added later if that is what people want. Mayor Dirksen said this could give us a way to meet immediate needs and still address what we anticipate will be needed in the future.

Mayor Dirksen said the rapid bus system that runs between downtown Springfield and downtown Eugene is to be expanded. He suggested riding this system and comparing it to Portland's MAX and regular bus system. He said it uses a system partially on its own and partially on existing right of way.

Council President Buehner said given TriMet's financial problems, she is concerned about the viability of adding a significant amount of bus service in general. She noted that Tigard has been underserved by bus transit. Although she has made continual efforts to get better bus service in Tigard, progress has not occurred and for this reason she has concerns about enhanced bus service for the short run. She asked when staff and Metro are coming to

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council with recommended options for council to address. She said two Tigard councilors are leaving at the end of this year and it is important that as the planning moves ahead, everyone is kept in the loop.

Senior Transportation Planner Gray responded that the regional transit alternatives analysis will be completed in June and steering committee members will be seeking input from the individual city councils. She anticipated that the transportation mode and general station locations will be identified then. Cities will need to make changes in their comprehensive plans and transportation system plans. Mayor Dirksen said once the Southwest Corridor Plan is adopted, transportation projects identified on the plan are anticipated to be given funding priority. He said the city may need to make adjustments to the Transportation System Plan to align their projects and make the entire corridor work together. He said, “When it comes to transit options, that is a regional process and TriMet carries the ball.”

Councilor Wilson commented that this corridor planning is different in that the land uses are being considered prior to alignment and we are making decisions in the absence of any cost data. He said the engineers have to figure out if what the planners have laid out will work. Senior Transportation Planner Gray said there has been a transportation advisory committee. Senior Transportation Planner McCarthy has been involved, as well as a traffic engineer from Metro. She agreed that it has been planner-led but is going to transition soon. She and City Engineer Stone will meet tomorrow with Metro engineering staff to start merging data. She said the whole point was to look at the type of community we wanted and then see what the engineers’ issues are to make that happen. In terms of cost data, estimates had not been done on these particular projects. However, historic cost data was provided.

Mayor Dirksen said, “Now when you look at high capacity transit, the route is the last thing identified. We identify the communities and the professional engineers figure out the best route.”

Councilor Woodard asked if public/private partnerships are being explored as a way to bring in private dollars. Metro Public Involvement Manager Withrow said she could not think of any reason this would not work but she would find out and respond to Councilor Woodard’s question. Mayor Dirksen commented that the airport light rail line was a public/private partnership. Metro Public Involvement Manager Withrow said the airport light rail project was a three-way deal between the Port of Portland, TriMet and private property owners.

Council President Buehner commented that one issue that separates the airport project from others is that almost all of the corridor land was already right of way or vacant. It was also flat. She said land was swapped for the private partners to build on. She stated that this is not the situation anywhere else in the Metro area.

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Councilor Henderson noted that WES is a public/private partnership. Council President Buehner said Portland and Western Railroad's only partnership obligation has been to allow WES to travel on their line at certain times of the day.

Senior Transportation Planner Gray said she is hopeful that public/private partnerships can be formed. She said the public involvement approach has been geared toward involving institutions, stakeholders and the development community that might consider investments in land uses, high capacity transit or other kinds of transportation. Mayor Dirksen said no matter what form of transportation or land use is selected, things will not happen if funding is not available.

Councilor Henderson complimented Ms. Gray on her efforts to get input and involvement and appreciated her desire to gain consensus. Ms. Gray said she is working with an excellent team, including Metro, TriMet, ODOT and all the other cities and counties. She said at the staff level and through the various technical and steering committees, there is a common understanding of the need and that we can do it better if we do it together.

6. Council Liaison Update – none.

7. Non Agenda Reports – Mayor Dirksen said he recently took part in a League of Oregon Cities task force on the issue of finding a fair way to capture road maintenance taxes from drivers. He said Oregon was the first state to have a gas tax that specifically raised money for road maintenance and improvements. This was 105 years ago and although the desire then was to base the fee on miles driven, the measuring technology had not yet been invented. So they fell back on the idea of taxing drivers based on how many gallons of gas they purchase. This worked very well at first because average gas mileage was very similar so people were taxed in a similar way. Today, with the advent of high mileage vehicles and those that don't utilize gas at all, it is difficult to fairly tax all drivers using the highways. He said this proposed legislation would consider a vehicle mileage fee for hybrid and electric cars so they are also participants in paying for highway maintenance and improvements.

Mayor Dirksen said the task force recommendation is for a new vehicle mileage fee for all electric and plug-in hybrid vehicles that get in excess of 50 miles per gallon. They would either pay that or there were some vehicles that use some gasoline that could opt in to pay the fee instead of gas taxes.

If this method is successful, consideration may be given to expanding it to take the place of gas tax. He said when this idea was brought up in the past, concerns were expressed about the level of government intrusion into people's lives in measuring where they are going and how far they are driving. The task force addressed that issue in recommending four measurement alternatives, one of which had to require no direct information going from a vehicle to the state. In one level a GPS unit is installed in the car, which has the advantage of being able to

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subtract miles driven out of state or on non-funded roads. Another is a device that would not measure where you drive, only how many miles you drive, and would transmit the information electronically. A third option is to physically record the odometer by going once a year to DEQ, for example. The last option requires no record-keeping or reporting at all and that would allow people to pay a base fee. No calculation is made and you can drive your car for a year.

Mayor Dirksen said today the gas tax funding is inadequate to meet the needs for road maintenance. He said just in the City of Tigard there is in excess of \$2 million in unfunded transportation improvement needs and in Washington County he believes the needs are running as high as \$4 billion. These are not improvements desired for anticipated future growth; these are improvements we would like to have right now.

Councilor Woodard said he has a list of concerns about this legislation. He said when high-mileage vehicles are referred to in the legislation, it doesn't define what they are. This leaves it open for motorcycles or scooters. He would like to see it defined and if it is just for cars, that should be clear. Mayor Dirksen said it would only be required for vehicles that require licensing. Councilor Woodard said that includes motorcycles. He said it would be cumbersome for him to have to track miles ridden in another state so he could deduct it from his annual fee.

Councilor Woodard also identified the 50/30/20 split of tax receipts as a point of contention. Mayor Dirksen said it mirrors the gas tax split and he agreed with Councilor Woodard, in that he would like to flip the split so that local roads receive the greatest amount. However, he noted that the task force was dissuaded for political reasons from any discussion about changing the formula.

Mayor Dirksen said, "I don't think motorcycles are targeted in this legislature. It was specifically aimed at electric or electric/gas hybrid vehicles." He said this legislation is a draft that will go through much iteration as it goes in and out of committees. Council President Buehner gave an outline of the legislative process, noting that by the time this concept becomes a bill, it may not look anything like this draft.

Councilor Woodard asked, "Why don't we just look at taxing these vehicles through the DMV." He said it is off the mark and intrusive. He suggested that if the concern is only with electric or hybrid cars, why not have a policy that only revolves around those types of cars. Or if more money is needed for roads, use tolling.

Mayor Dirksen said an advantage of a gas tax is that it is easy to administer. Councilor Woodard said he was concerned this legislative action could balloon into something that leads to more government intrusion in people's lives. He said it might discourage hybrid car sales.

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