

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

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.

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 _____ vote of all Council members present after being read by number and title only, this ____ day of _____, 2014.

Carol Krager, City Recorder

APPROVED: By Tigard City Council this ____ day of _____, 2014.

John Cook, Mayor

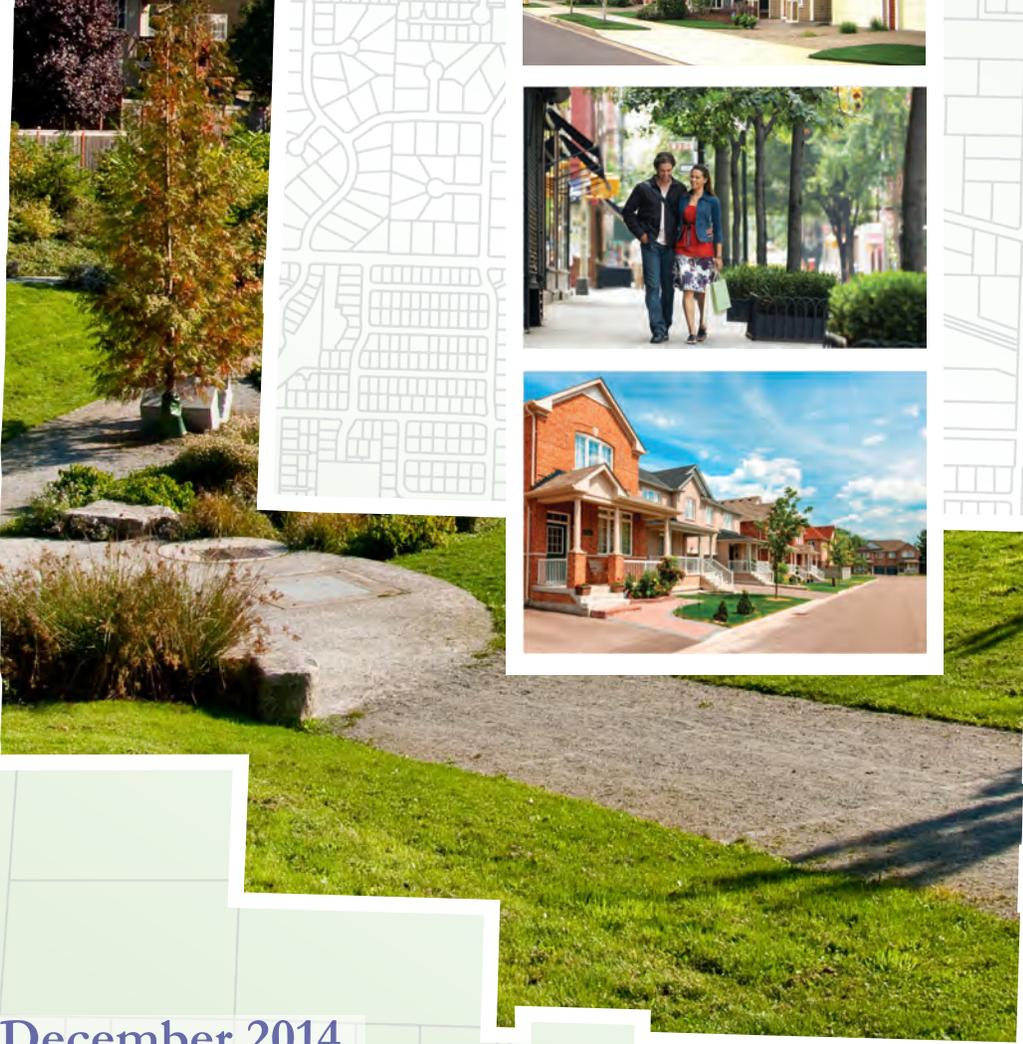
Approved as to form:

City Attorney

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

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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

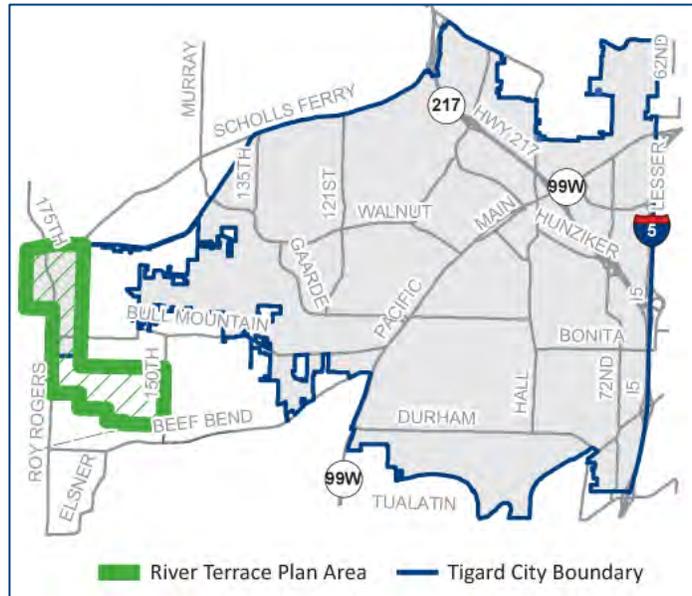
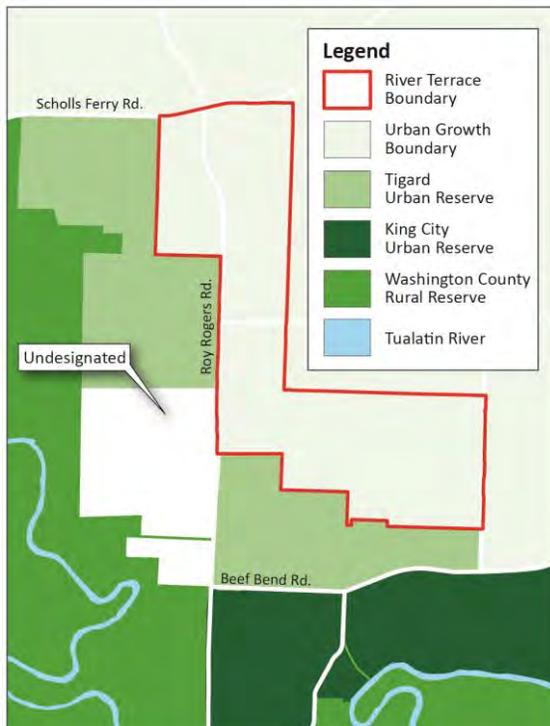


Figure 1-2: Urban Growth Boundary



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

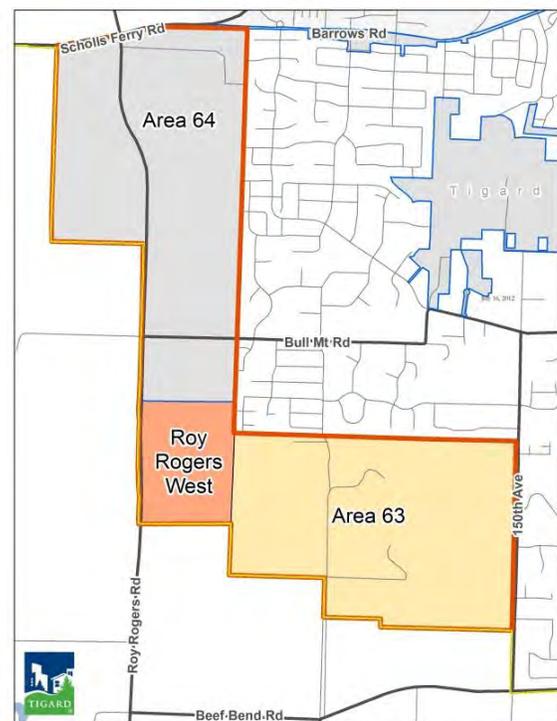


Figure 1-4: River Terrace Community Plan Timeline



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

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

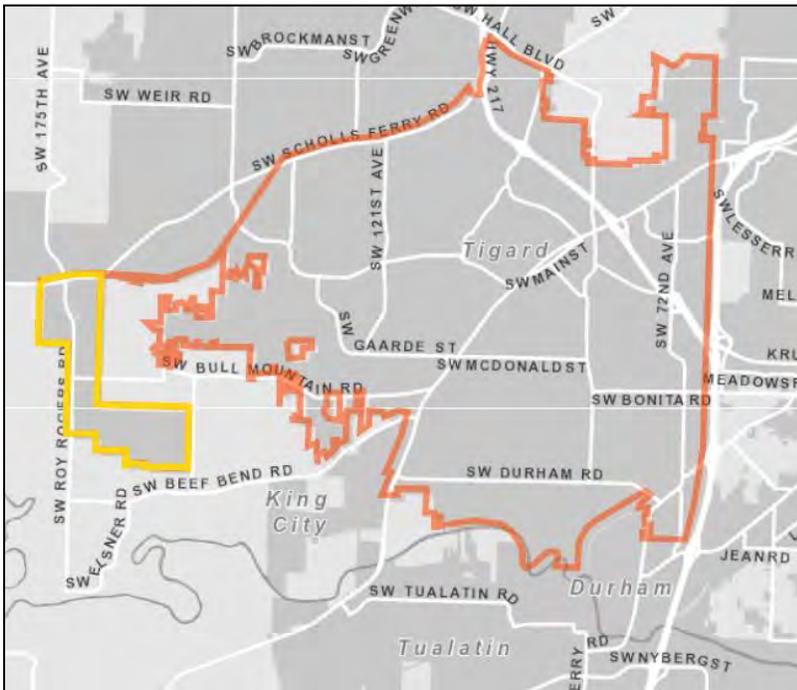
Natural Resources Inventory (Pacific Habitat Services, 2008), Regional Landslide Hazard Mapping, West Bull Mountain Planning Area (DOGAMI, 2008), and the River Terrace Tree Grove Assessment Report (Winterbrook, 2013).

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

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.

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



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

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

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.

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.¹ 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.² 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.³ 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

¹ 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.

² Metro Ordinance No. 02-969B.

³ Metro Ordinance No. 11-1264B.

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 ⁴	NET ACRES ⁵	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 ⁶	3345		399	
Density Transfer	-80		+80	
Total Units w/ Density Transfer	3265		479	
Total Net Acres		301.10		33.92
Total Units/Net Acre	10.84		11.76	

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

⁵ 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%).

⁶ 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,⁷ 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.

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.

⁷ 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.

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.

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

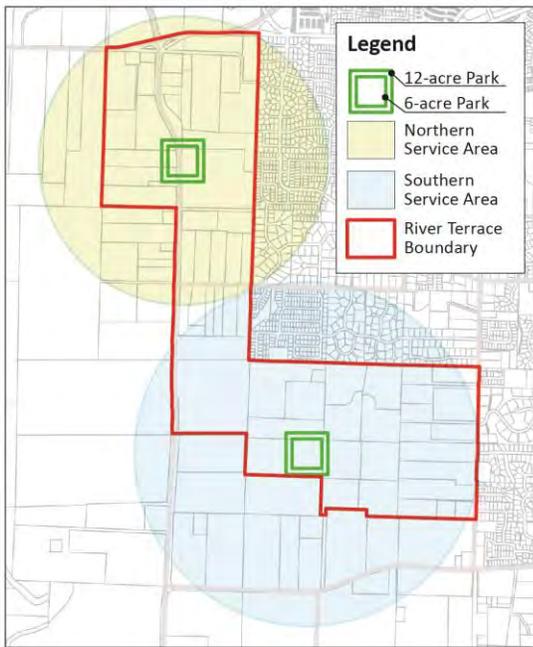
2. Work with CWS to develop a continuous simulation hydrologic modeling tool for use in River Terrace consistent with advancements in stormwater management practices.

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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.

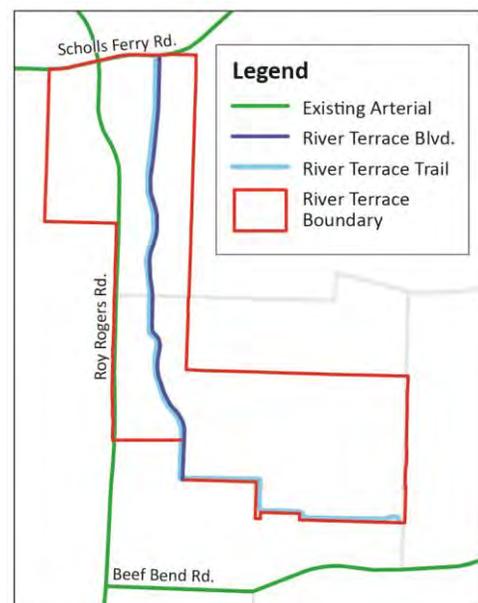
The River Terrace PSMP Addendum utilizes the city’s adopted LOS standards. In lieu of identifying specific park locations, parks are conceptually located within service areas to show where community and

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 are more specifically located because 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. Its alignment roughly follows the 300-foot elevation contour 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.

Table 5-1 below summarizes the city’s park standards and

Figure 5-2: River Terrace Trail



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 ¹	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.

¹ 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.² 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 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 150th 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.

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 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

² 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.

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.

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



The table below summarizes the housing capacity planned for River Terrace. Over 50% of the city’s overall estimated capacity (3,744 housing units¹) could be absorbed by River Terrace development.

Table 6-1: Zoning Districts and Housing Capacity Estimates

ZONING DISTRICT	NET ACRES ²	ESTIMATED HOUSING CAPACITY (UNITS) ³
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...”



¹ 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.

² 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%).

³ 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

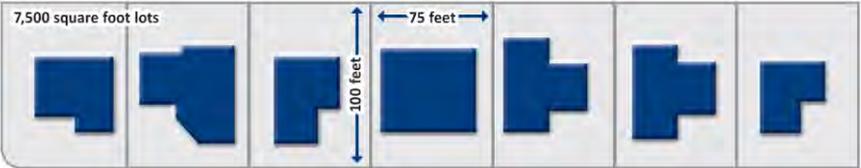
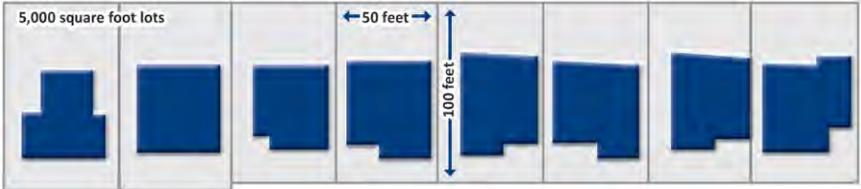
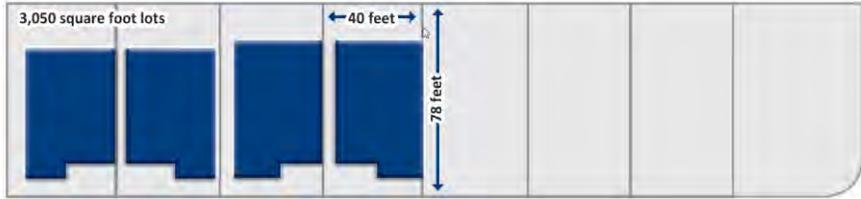
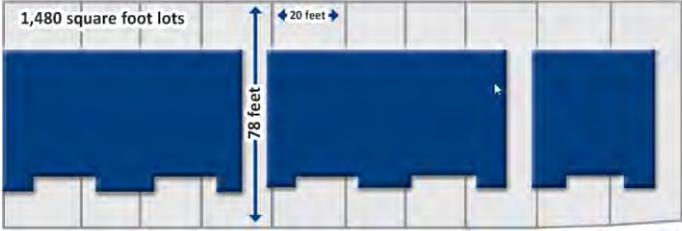
ZONING DISTRICT	USES AND HOUSING TYPES ALLOWED						
<p>R-4.5</p>  <p>Setbacks:</p> <table border="1" data-bbox="224 720 511 787"> <tr> <td>Front</td> <td>Side</td> <td>Rear</td> </tr> <tr> <td>20</td> <td>5</td> <td>15</td> </tr> </table>	Front	Side	Rear	20	5	15	<p>The R-4.5 zoning district is designed 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>R-7</p>  <p>Setbacks:</p> <table border="1" data-bbox="224 1119 511 1186"> <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>R-12</p>  <p>Setbacks:</p> <table border="1" data-bbox="224 1570 511 1638"> <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>R-25</p>  <p>Setbacks:</p> <table border="1" data-bbox="207 663 493 726"> <thead> <tr> <th>Front</th> <th>Side</th> <th>Rear</th> </tr> </thead> <tbody> <tr> <td>15</td> <td>5</td> <td>15</td> </tr> </tbody> </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

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.⁴

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.

⁴ 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

RIVER TERRACE COMMUNITY PLAN

- 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:

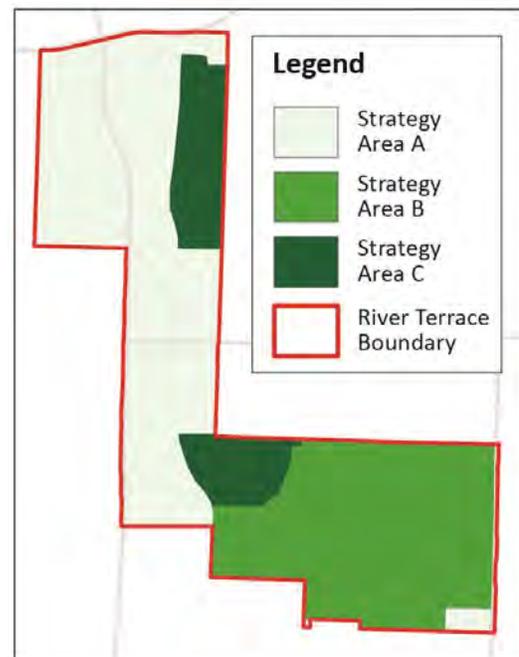
- The city's recent experiences dealing with channel stability problems elsewhere on Bull Mountain, and the presence of similar drainage channel conditions in River Terrace.
- The city's decision to develop a new continuous simulation model for this area.
- Anticipated changes to CWS's Design and Construction 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.

- 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.

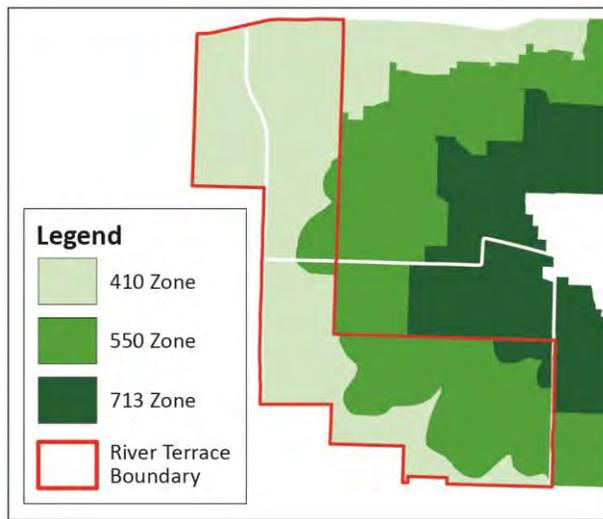
Water Supply and Distribution

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.

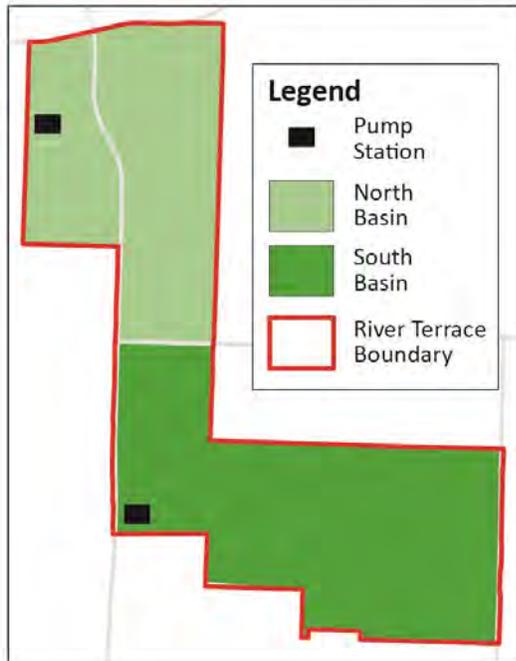
RECOMMENDED ACTION MEASURES

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

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.

- ▶ 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.

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.

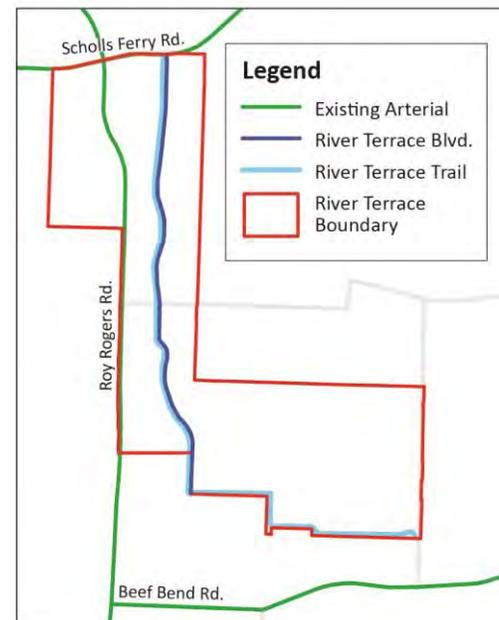
A Transportation System Plan (TSP) Addendum was created to address transportation-related public facility needs in River Terrace. The River Terrace TSP Addendum appends the existing City of Tigard TSP, which was updated in 2010. Since the city's adopted TSP already included household and vehicle trip 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 elements¹ 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



¹ 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 intentions 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.

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.² 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.³ 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,⁴ providing an efficient transportation network,⁵ and maximizing the investment in the existing transportation system.⁶ 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;

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

³ All traffic signals and intersection improvements must meet signal warrants and operational standards.

⁴ Tigard Comprehensive Plan Policy 12.2.3

⁵ Tigard Comprehensive Plan Policy 12.3.5

⁶ 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 161st 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 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 150th 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.

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 agencies to discuss the possibility of obtaining the necessary approvals to extend 161st 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.

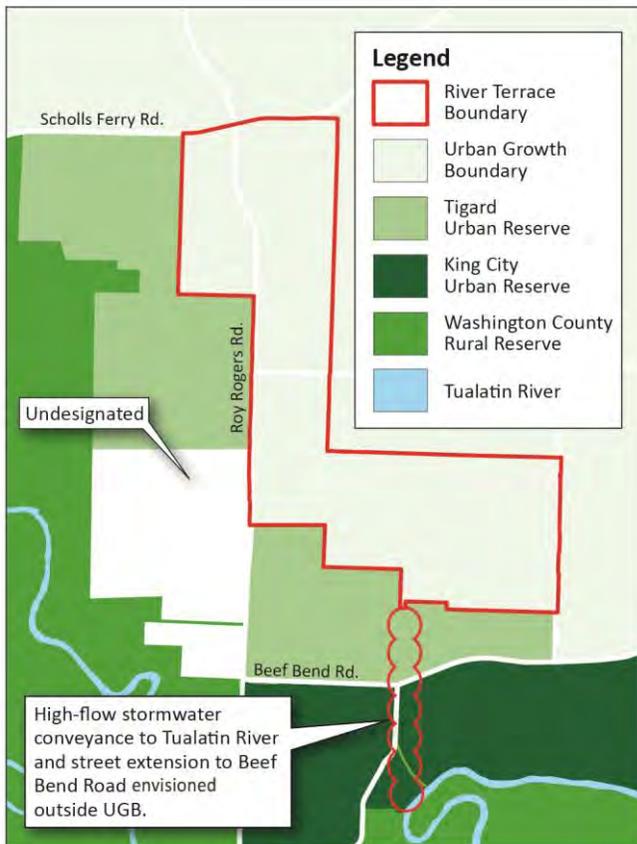
RIVER TERRACE COMMUNITY PLAN

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 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.

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 161st Ave outside the UGB to facilitate street connectivity and stormwater conveyance.

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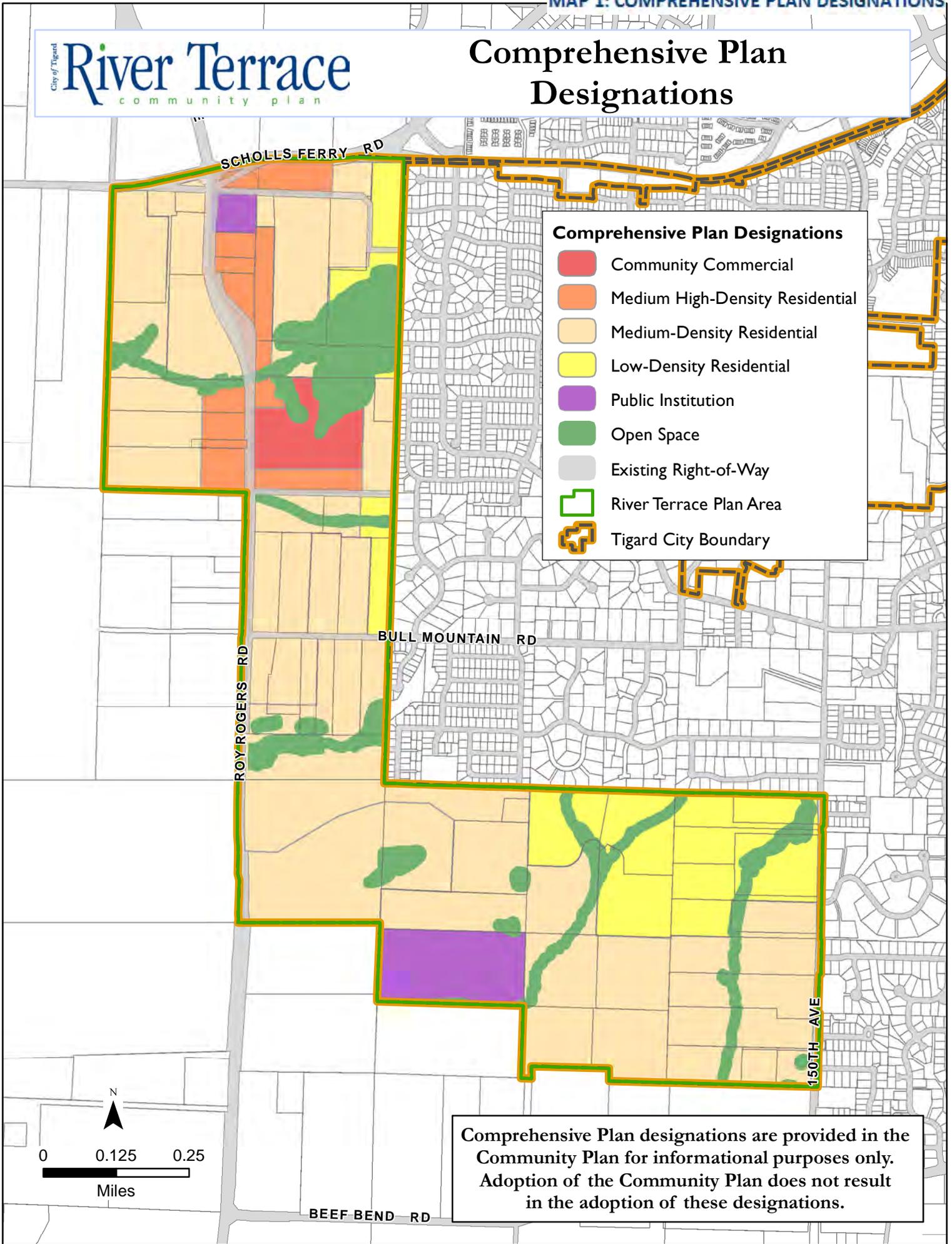


Community Plan Maps

Comprehensive Plan Designations

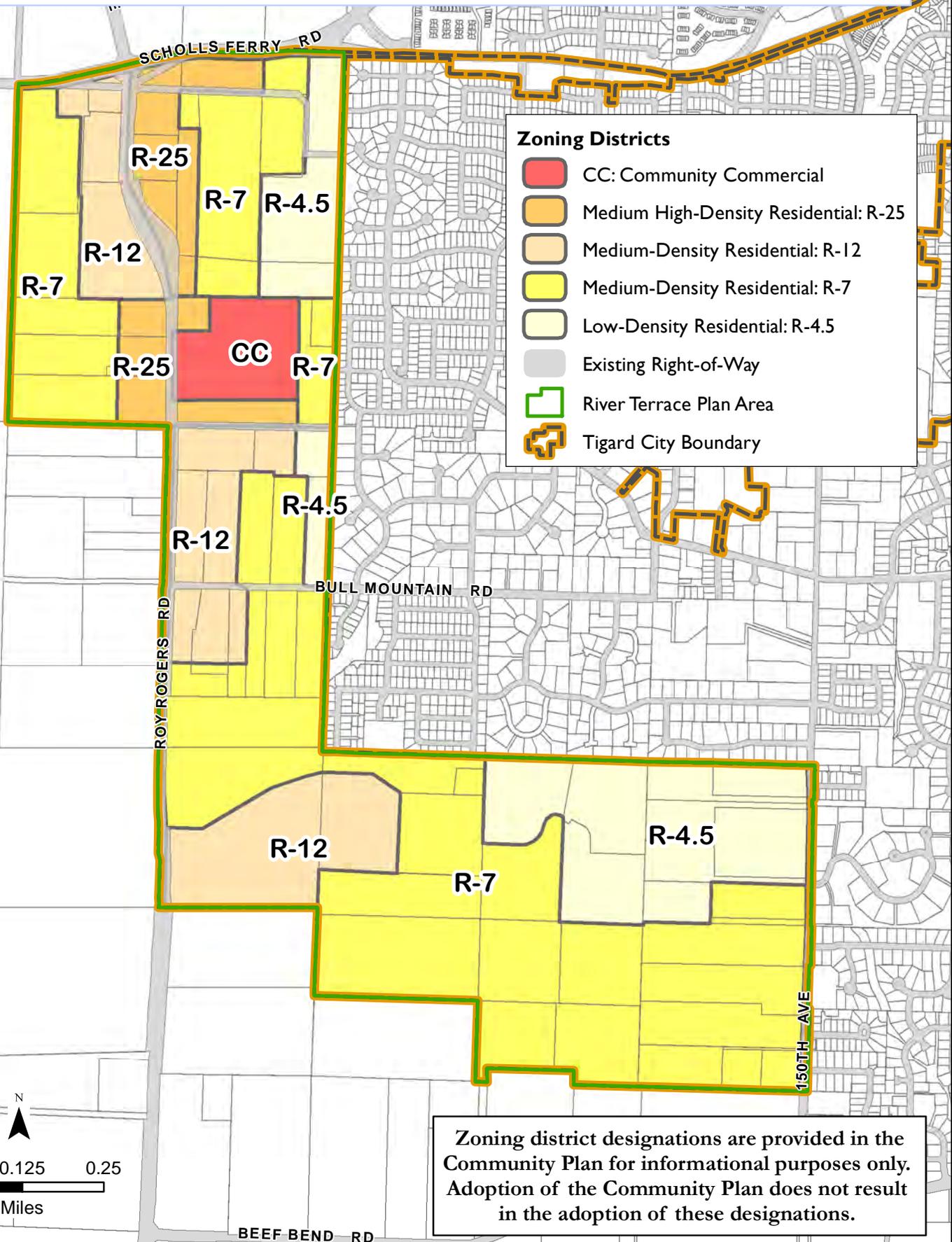
Comprehensive Plan Designations

- 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



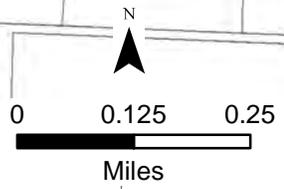
Comprehensive Plan designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations.

Zoning Districts



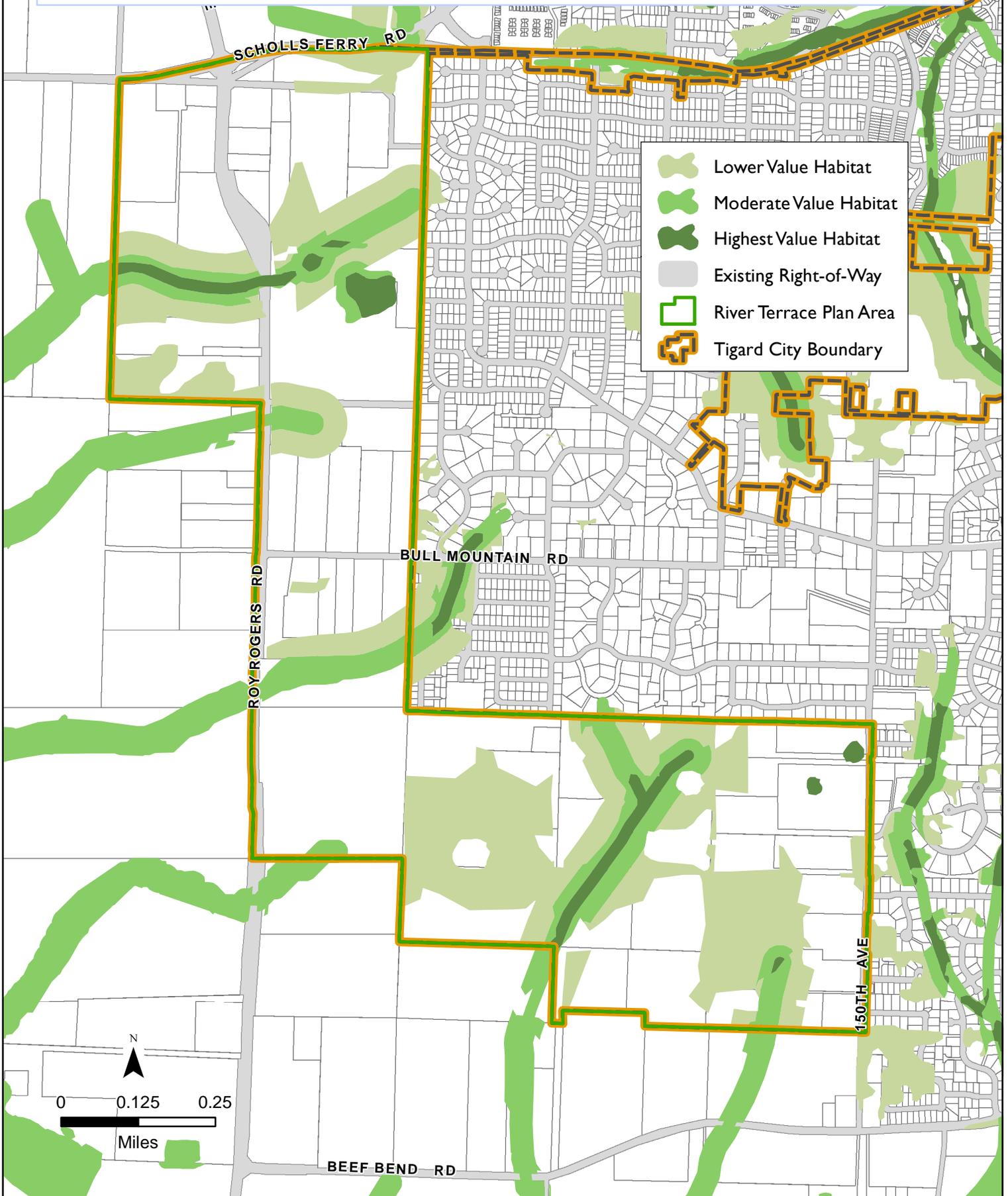
Zoning Districts

- 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

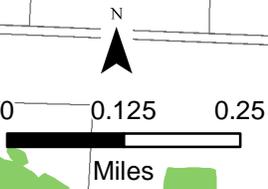


Zoning district designations are provided in the Community Plan for informational purposes only. Adoption of the Community Plan does not result in the adoption of these designations.

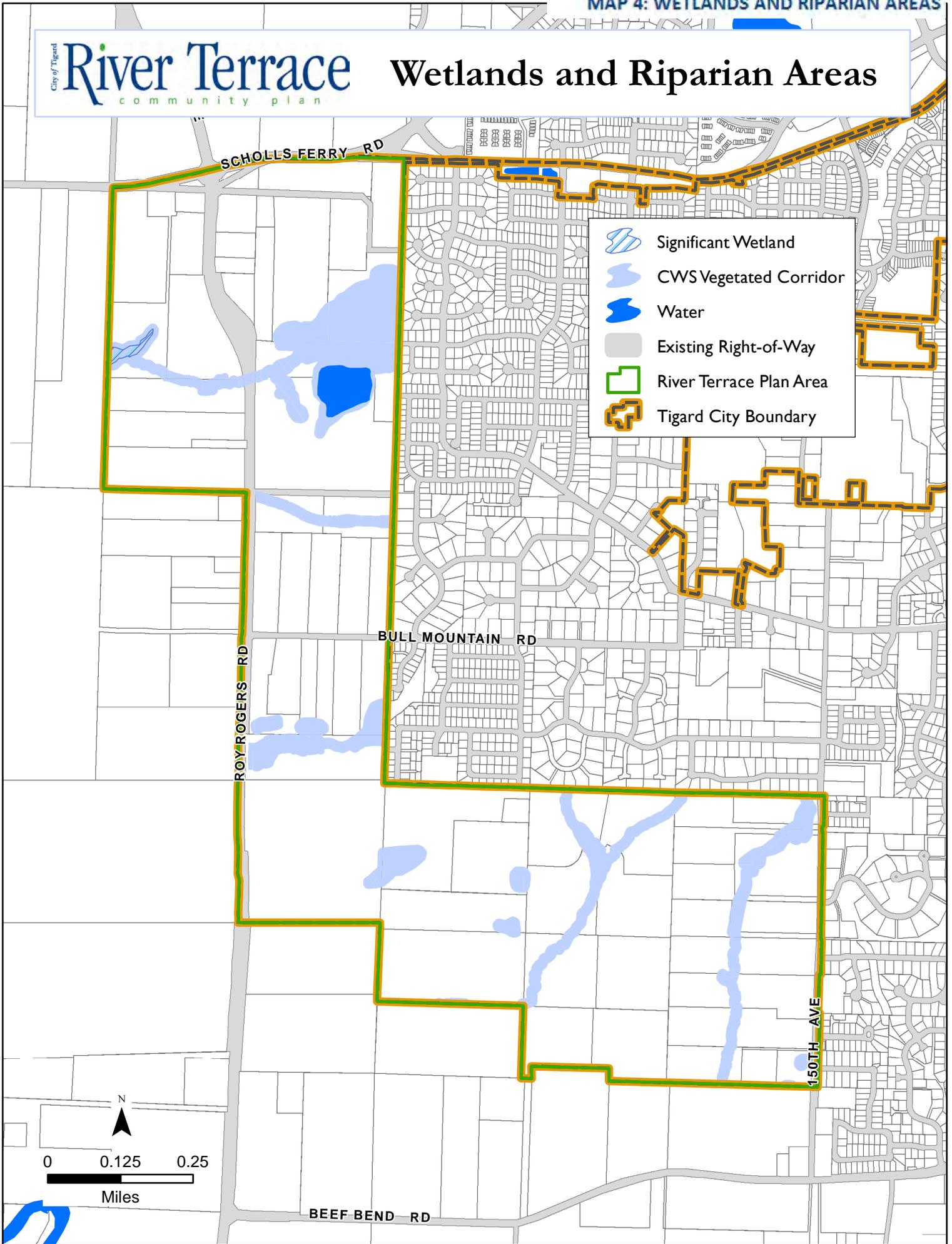
Significant Habitat Areas



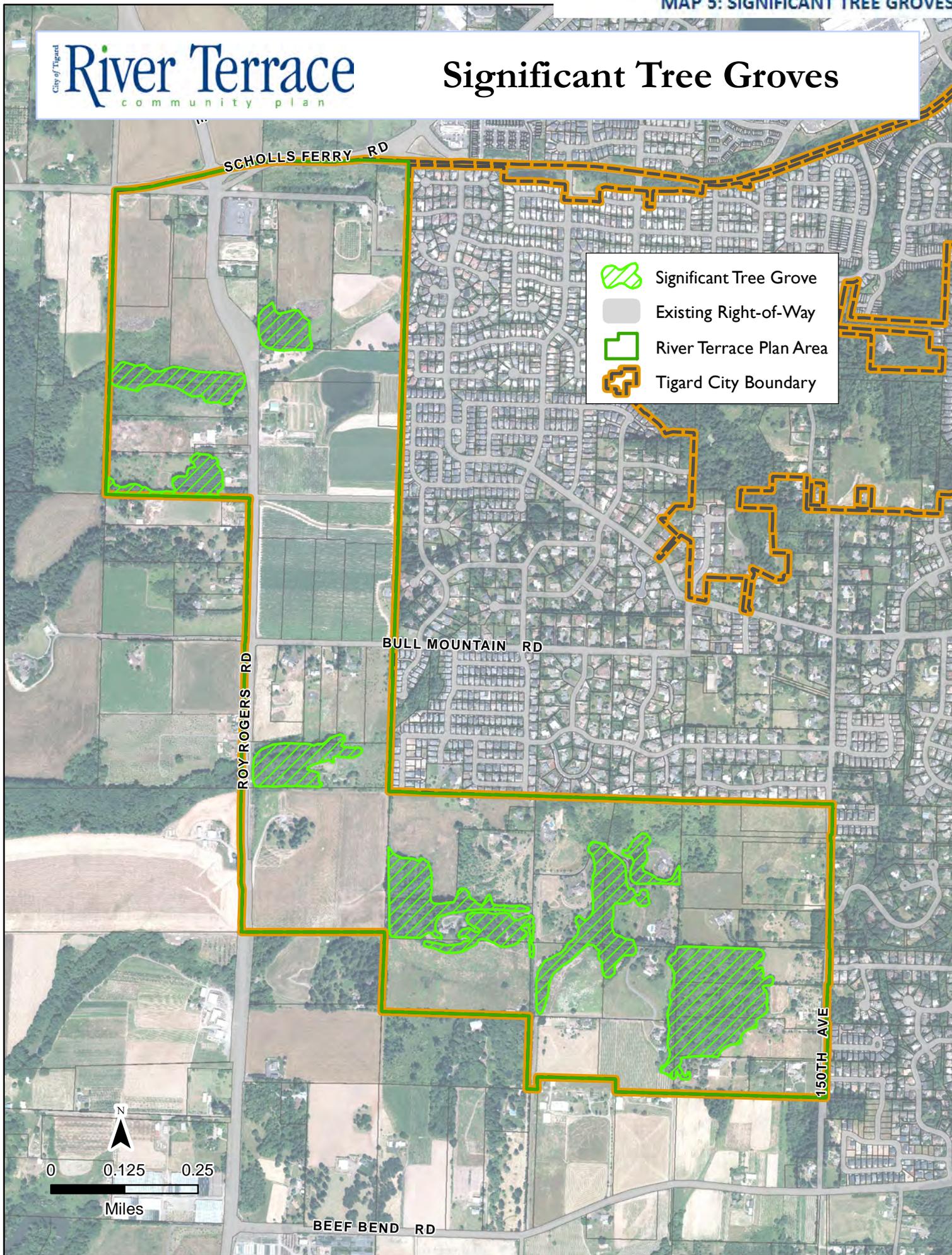
- Lower Value Habitat
- Moderate Value Habitat
- Highest Value Habitat
- Existing Right-of-Way
- River Terrace Plan Area
- Tigard City Boundary



Wetlands and Riparian Areas

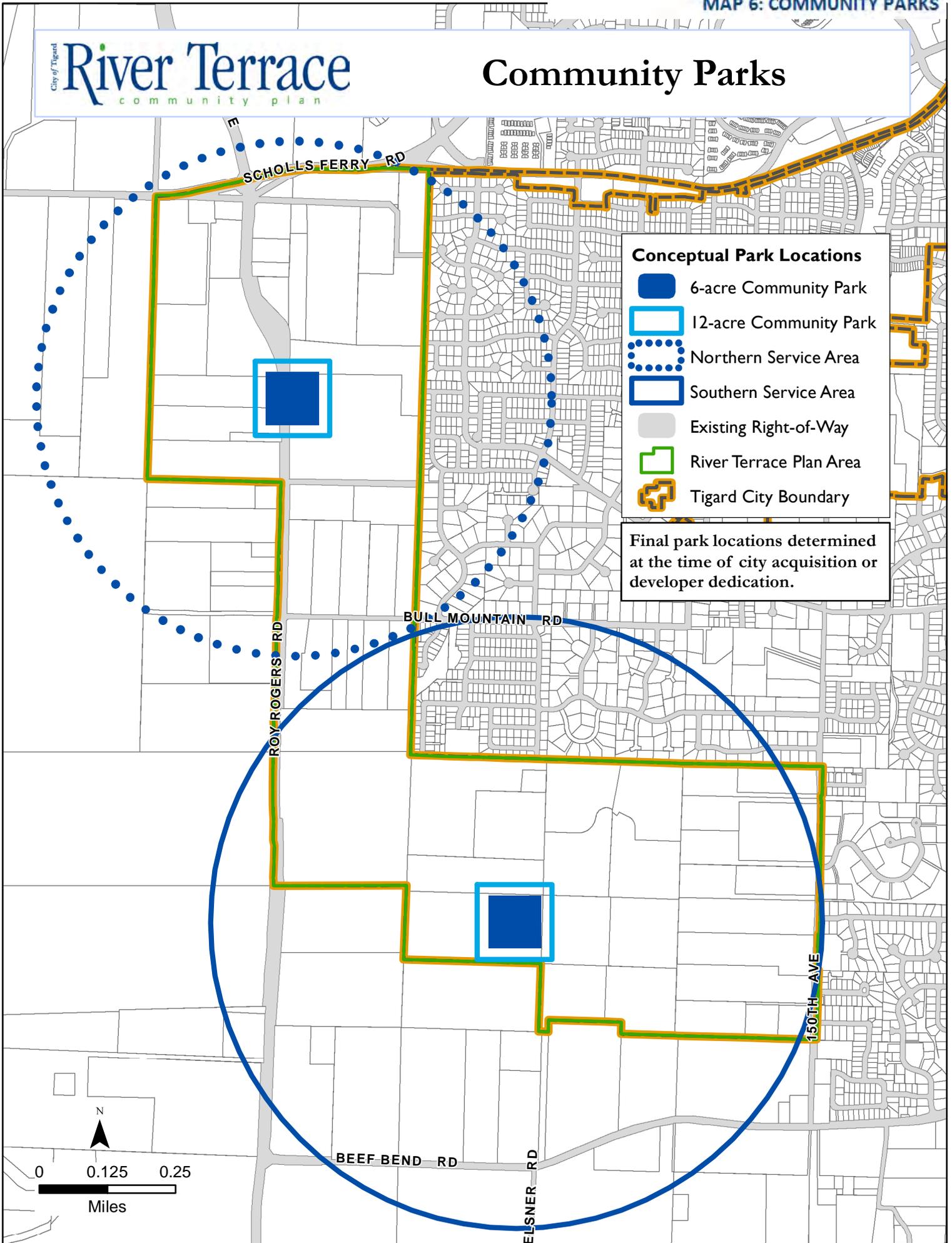


Significant Tree Groves

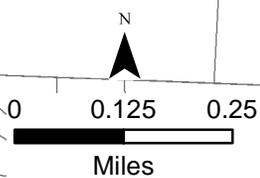
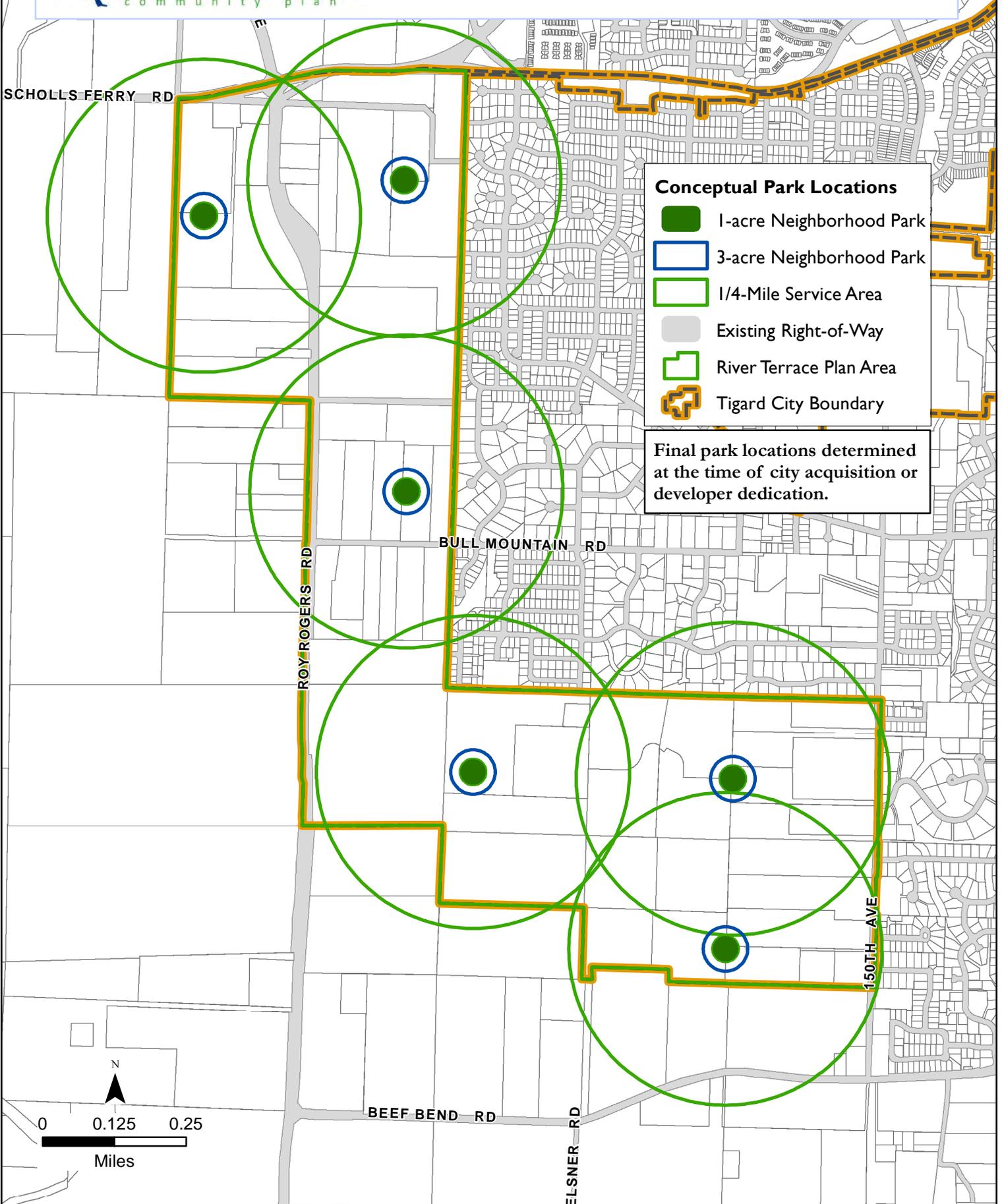


City of Tigard
River Terrace
community plan

Community Parks



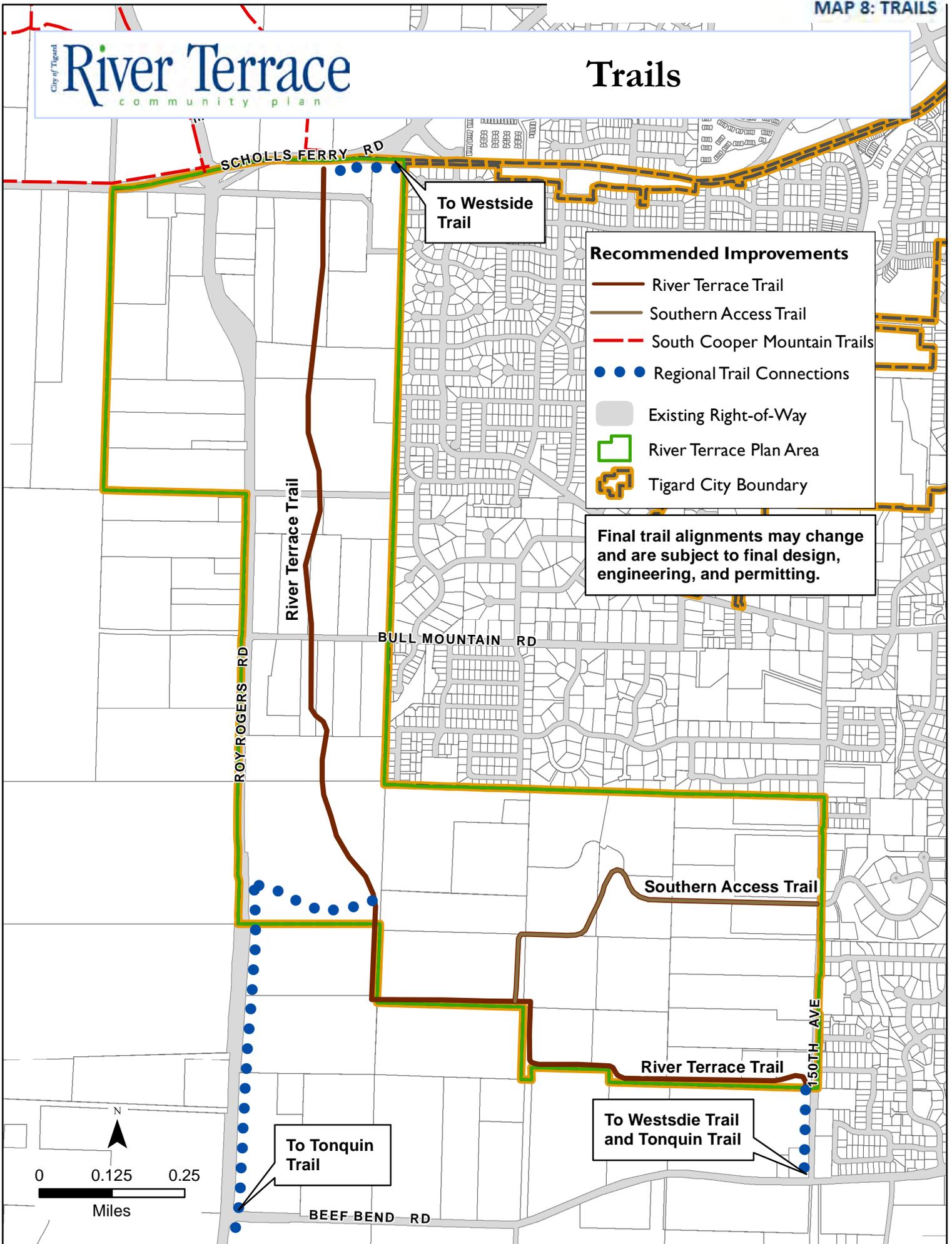
Neighborhood Parks



River Terrace

City of Tigard
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

Final trail alignments may change and are subject to final design, engineering, and permitting.

To Westside Trail

River Terrace Trail

Southern Access Trail

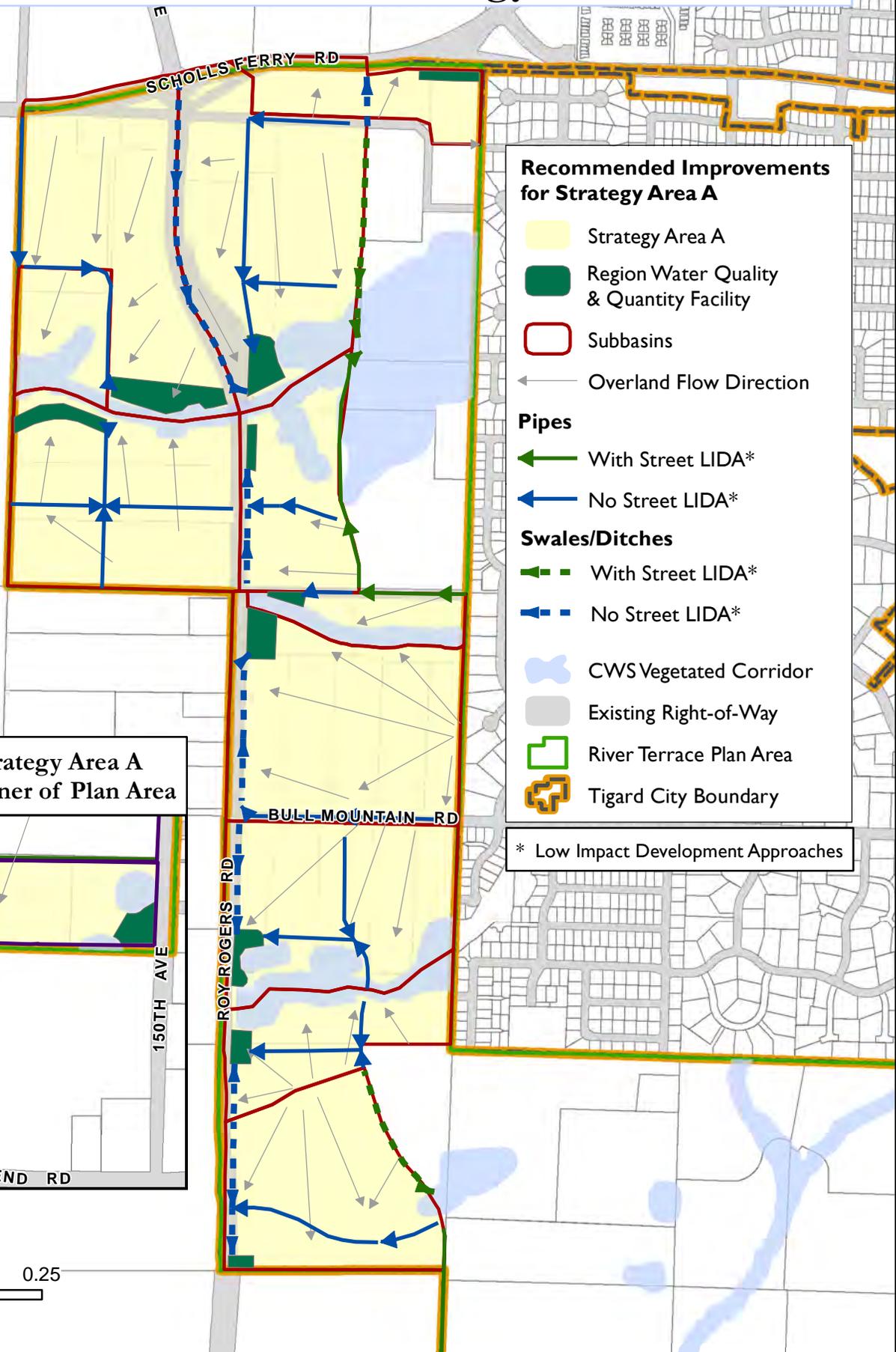
River Terrace Trail

To Tonquin Trail

To Westside Trail and Tonquin Trail

0 0.125 0.25
Miles

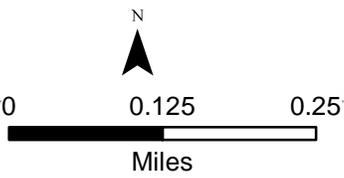
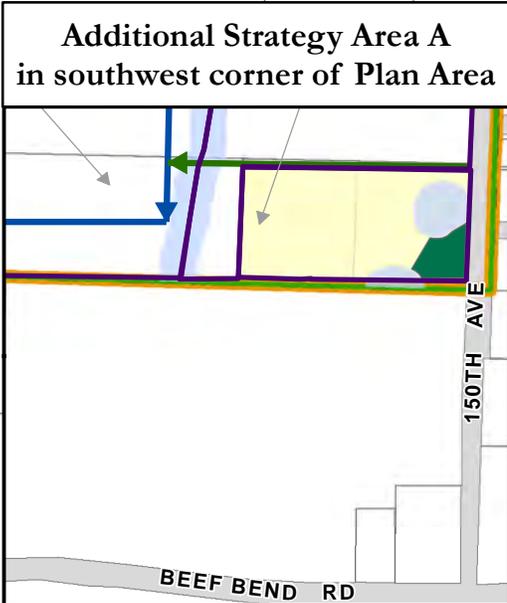
Stormwater System Improvements: Strategy Area A



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

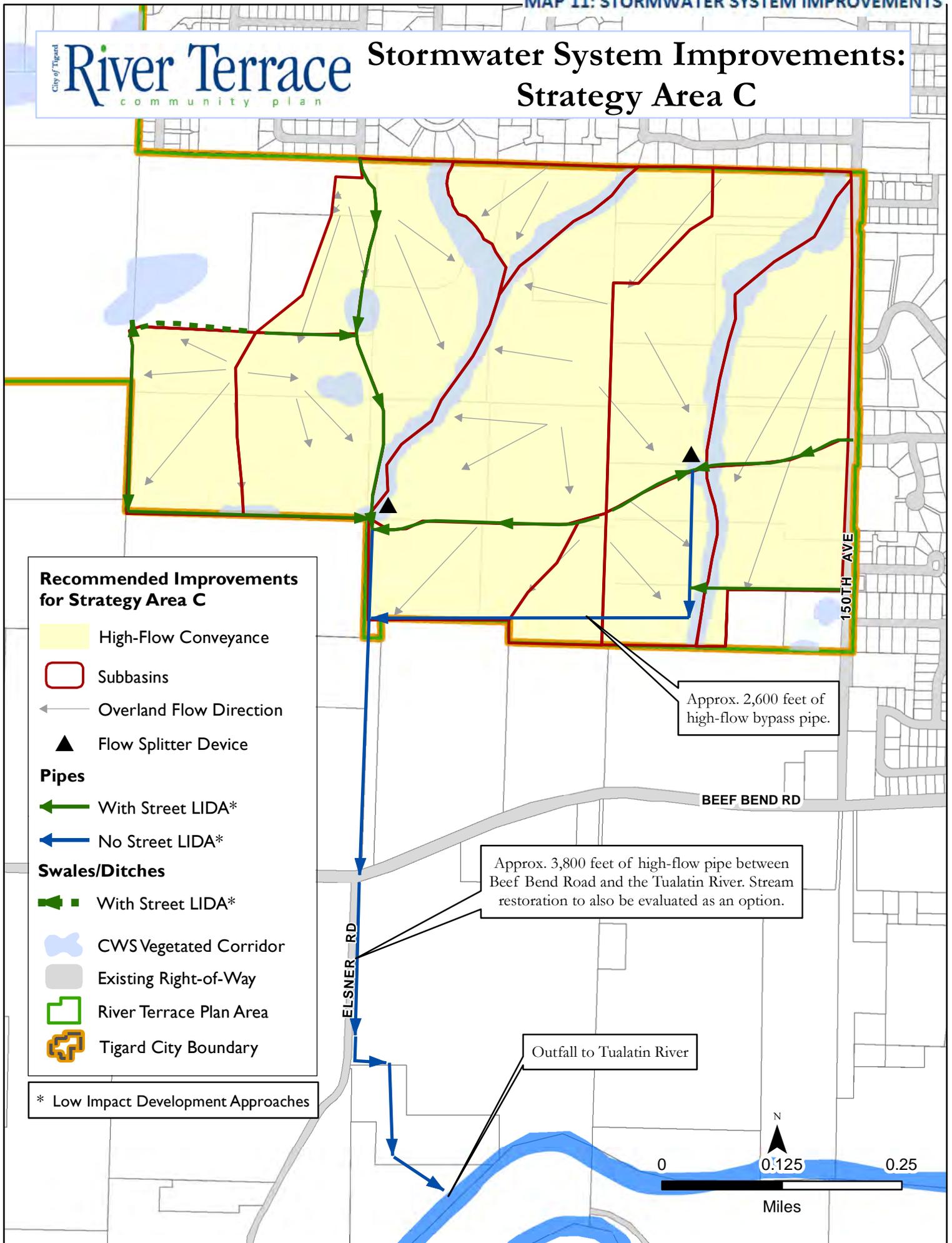
* Low Impact Development Approaches



Stormwater System Improvements: Strategy Area B



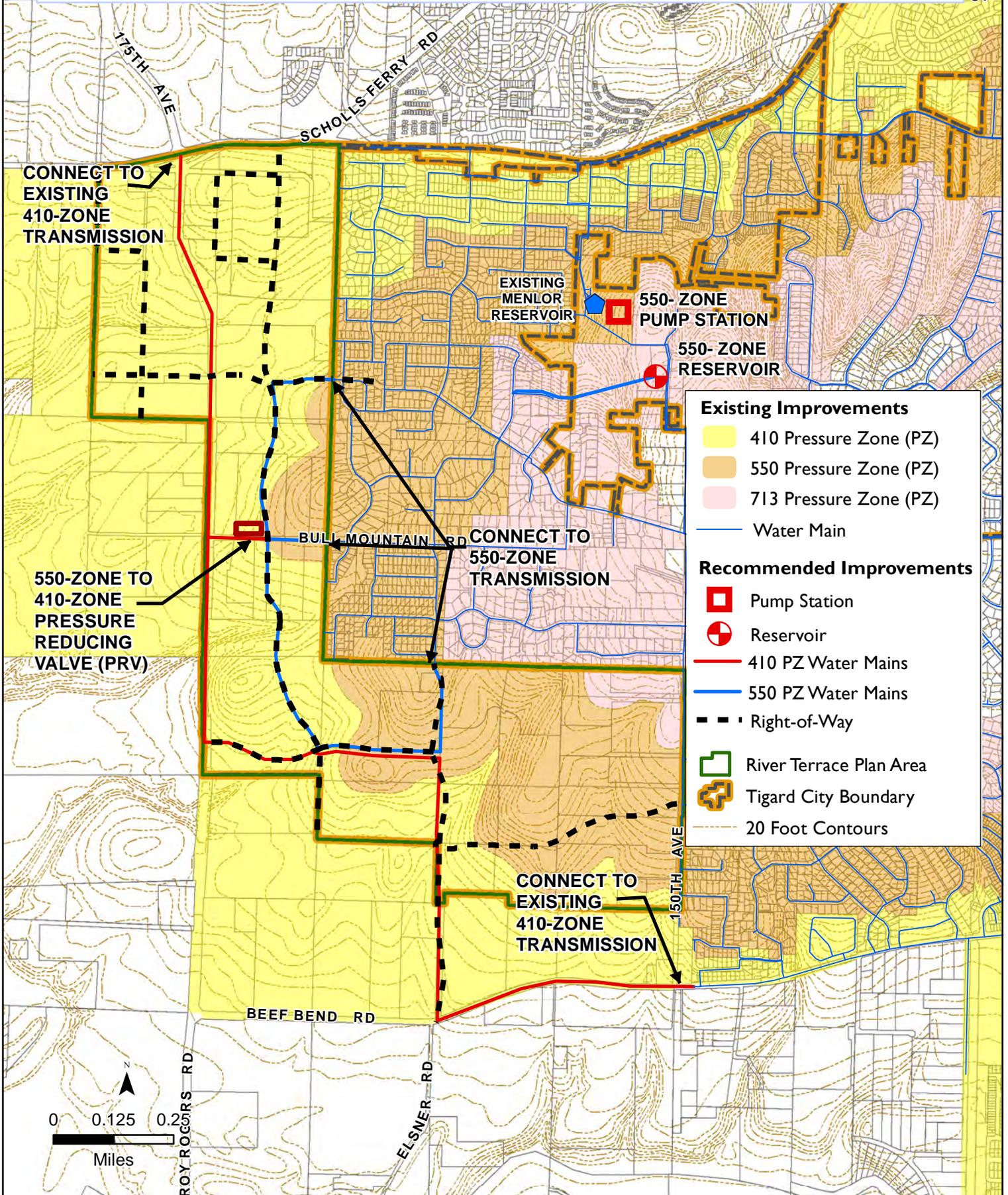
Stormwater System Improvements: Strategy Area C



City of Tigard
River Terrace
 community plan

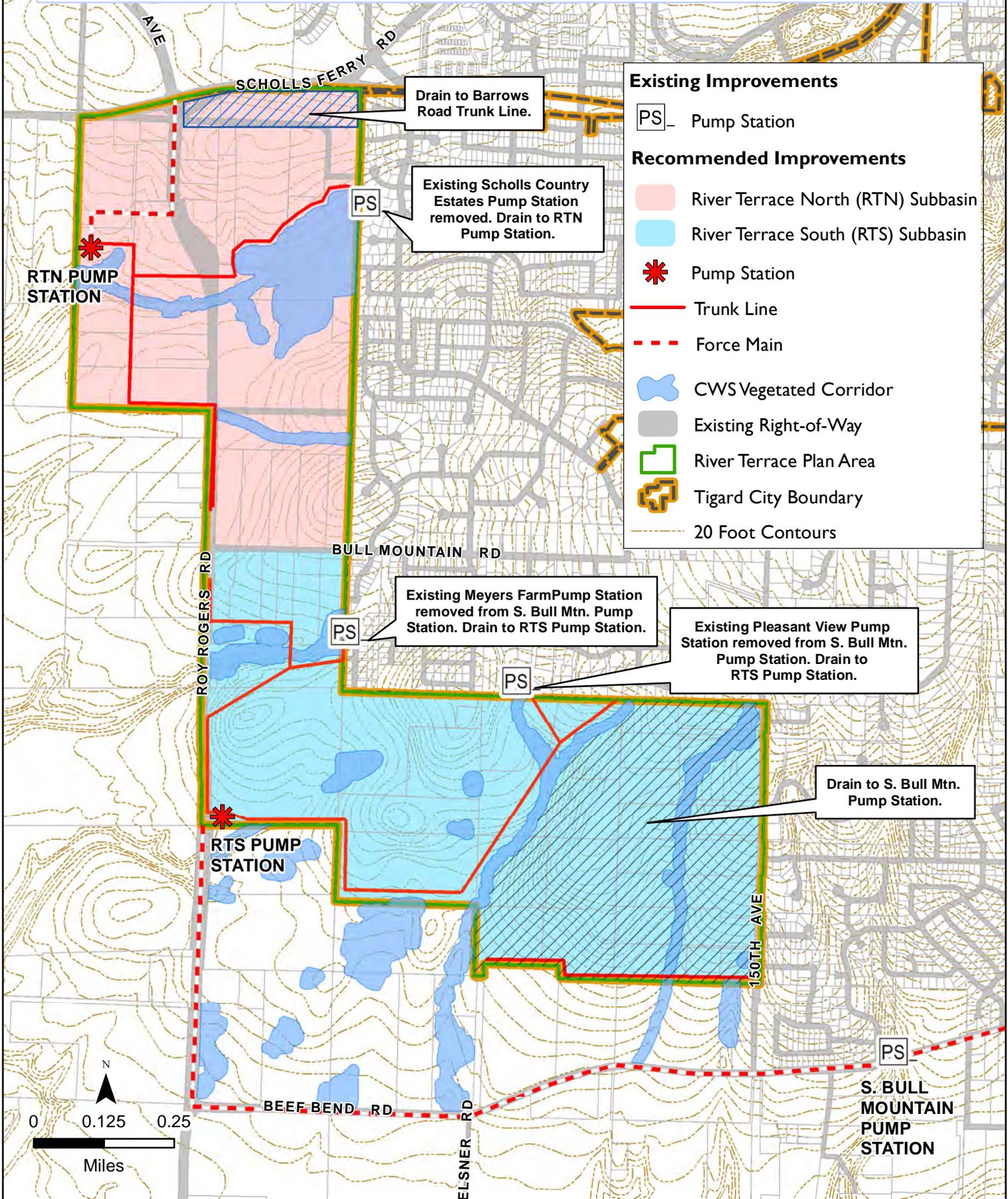
Water System Improvements

ST



City of Tigard
River Terrace
 community plan

Sewer System Improvements



Existing Improvements

PS - Pump Station

Recommended Improvements

River Terrace North (RTN) Subbasin

River Terrace South (RTS) Subbasin

Pump Station

Trunk Line

Force Main

CWS Vegetated Corridor

Existing Right-of-Way

River Terrace Plan Area

Tigard City Boundary

20 Foot Contours

Drain to Barrows Road Trunk Line.

Existing Scholls Country Estates Pump Station removed. Drain to RTN Pump Station.

RTN PUMP STATION

BULL MOUNTAIN RD

Existing Meyers Farm Pump Station removed from S. Bull Mtn. Pump Station. Drain to RTS Pump Station.

Existing Pleasant View Pump Station removed from S. Bull Mtn. Pump Station. Drain to RTS Pump Station.

RTS PUMP STATION

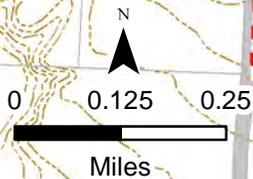
Drain to S. Bull Mtn. Pump Station.

BEEF BEND RD

S. BULL MOUNTAIN PUMP STATION

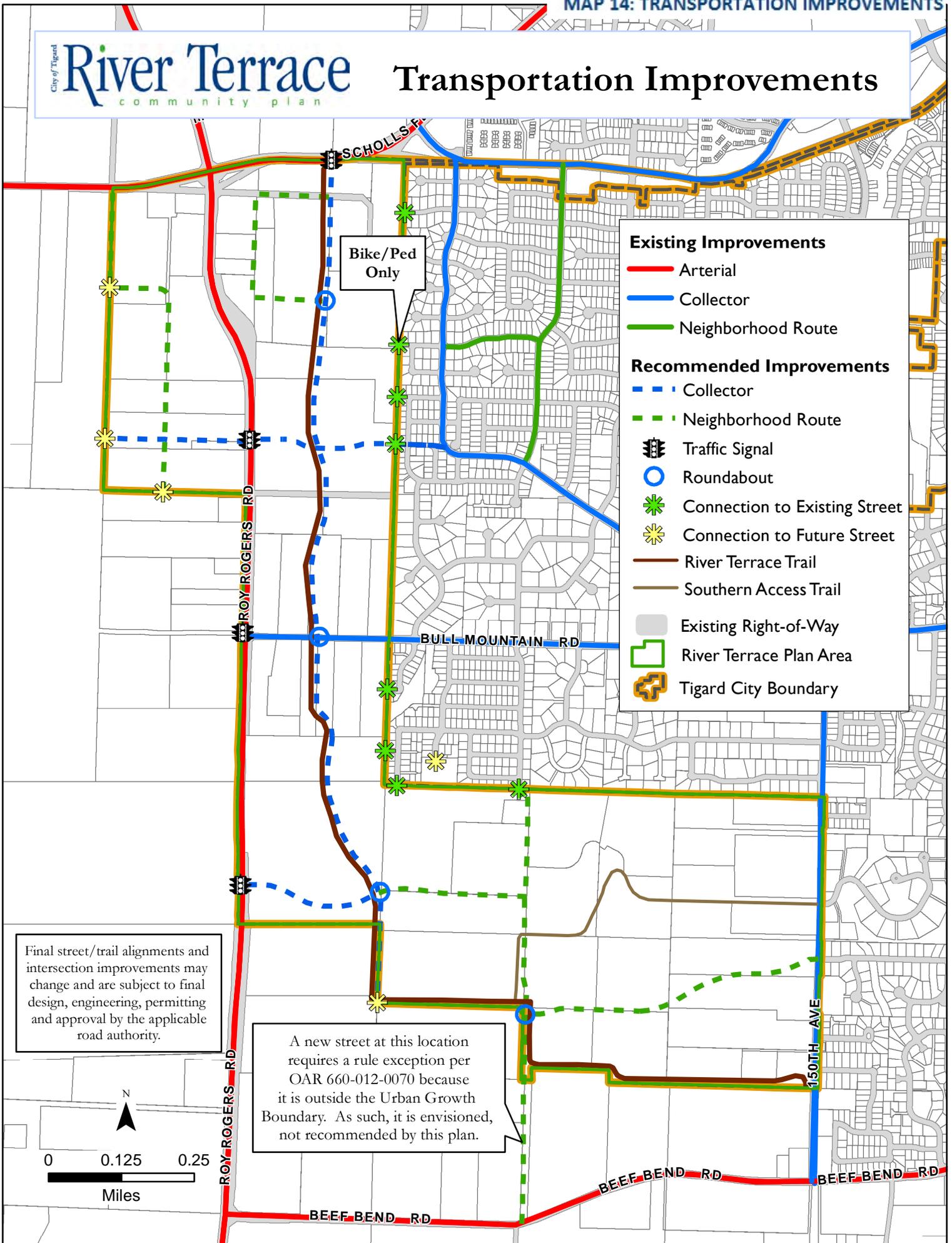
ELSNER RD

150TH AVE



City of Tigard
River Terrace
 community plan

Transportation Improvements



Existing Improvements

- Arterial
- Collector
- Neighborhood Route

Recommended Improvements

- Collector
- Neighborhood Route

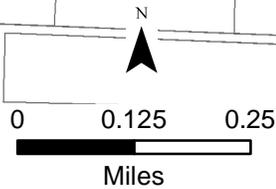
- Traffic Signal
- Roundabout
- Connection to Existing Street
- Connection to Future Street
- River Terrace Trail
- Southern Access Trail

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

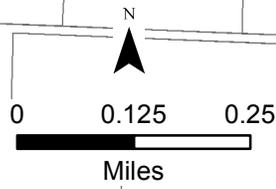
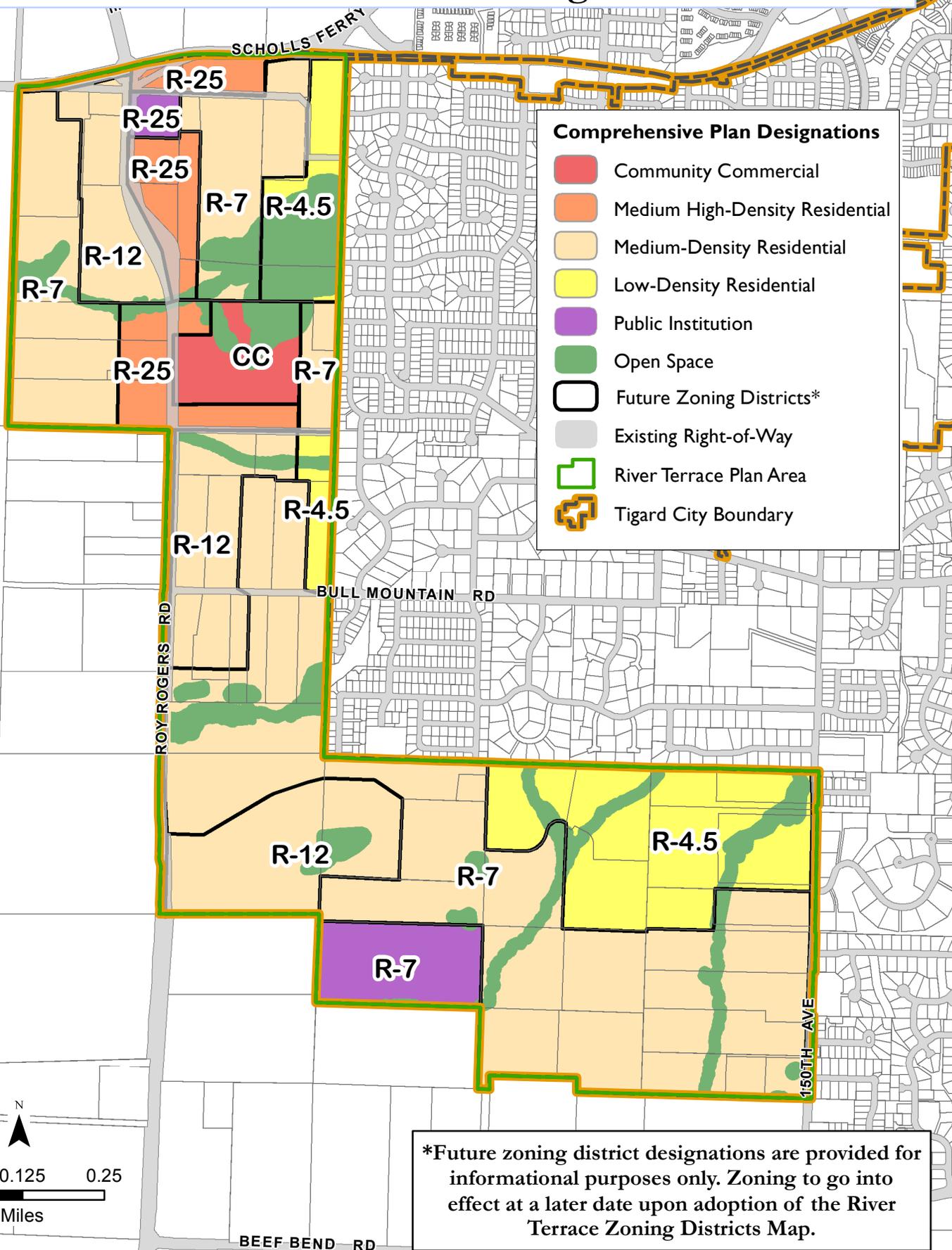
Bike/Ped Only

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.

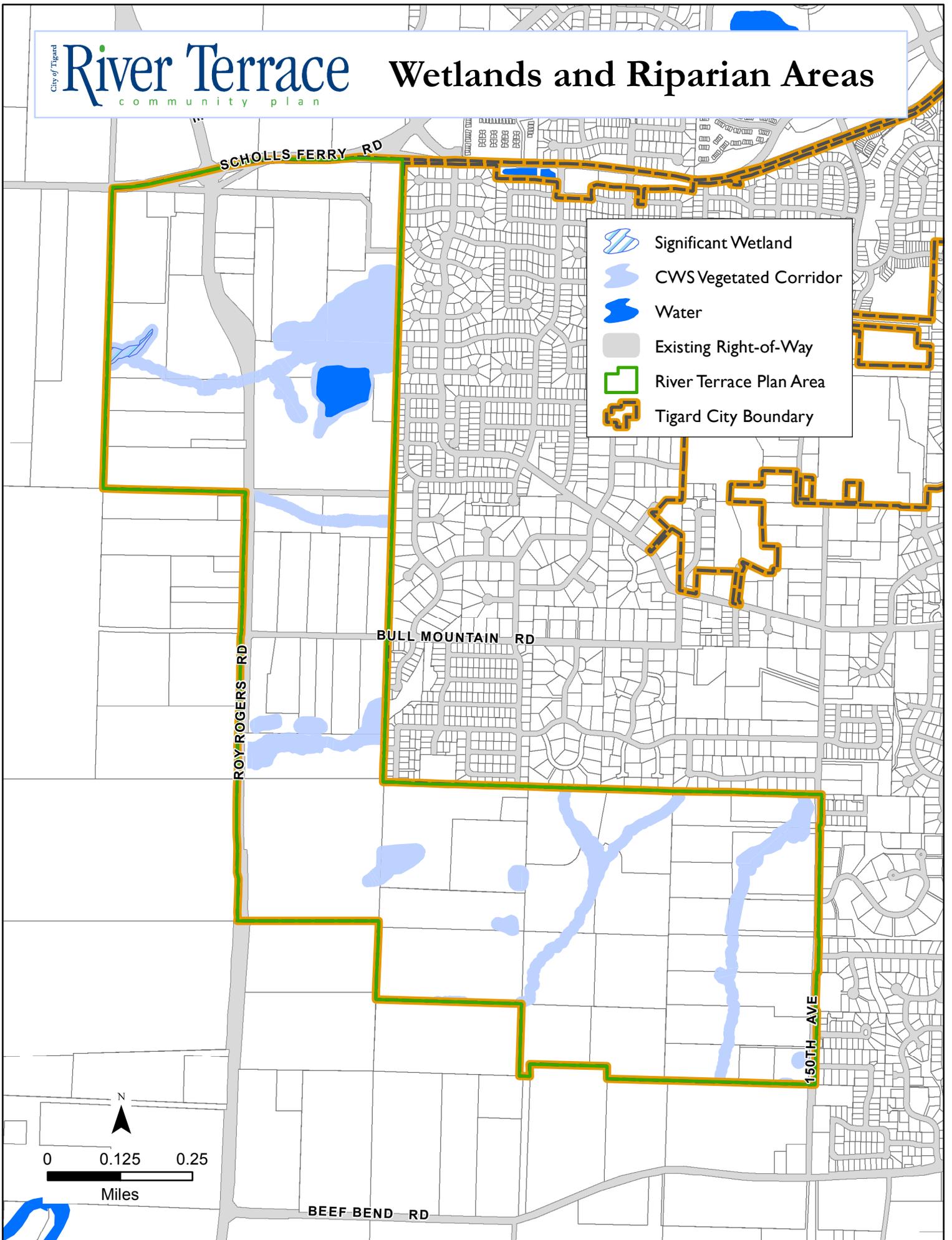


Comprehensive Plan Designations

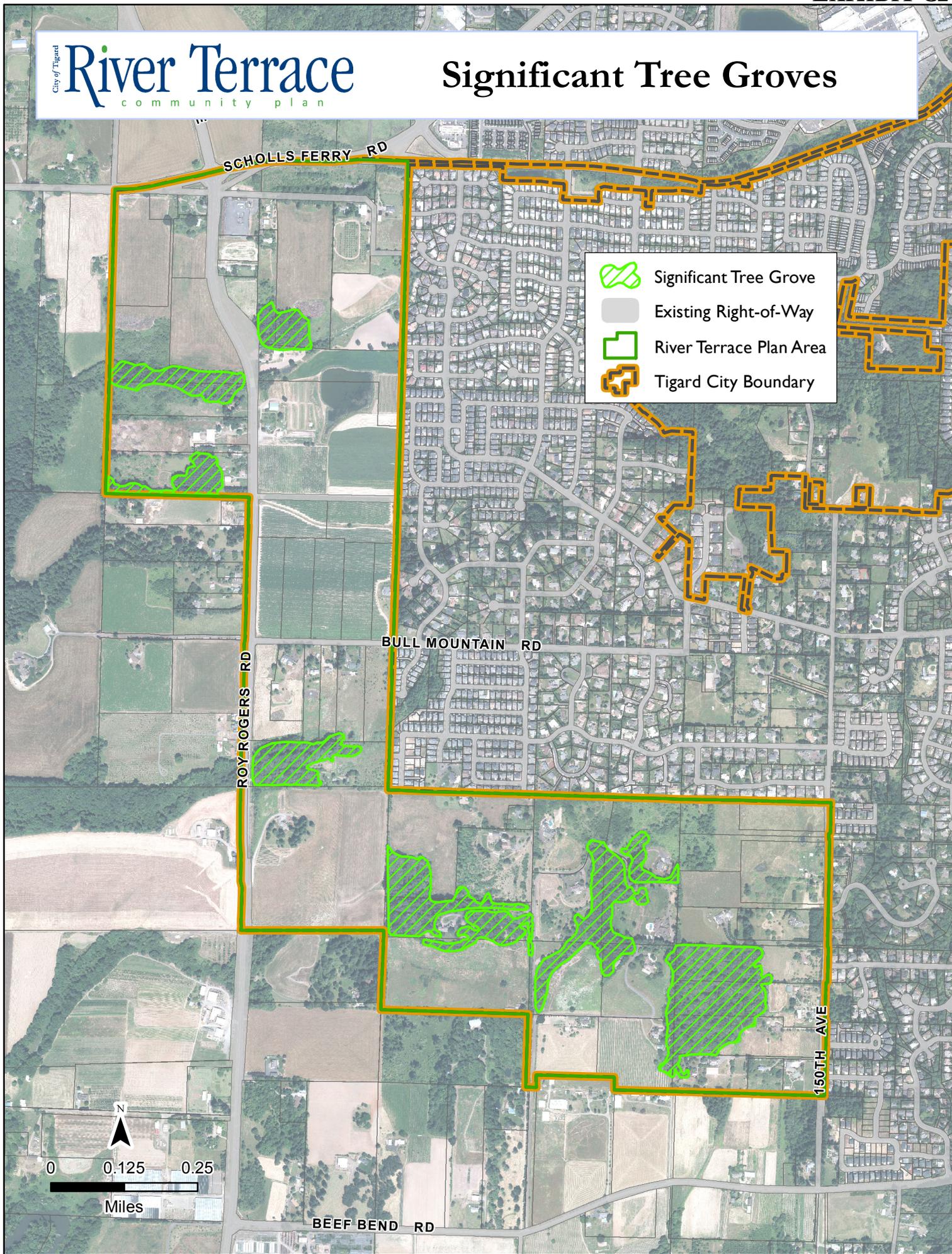


*Future zoning district designations are provided for informational purposes only. Zoning to go into effect at a later date upon adoption of the River Terrace Zoning Districts Map.

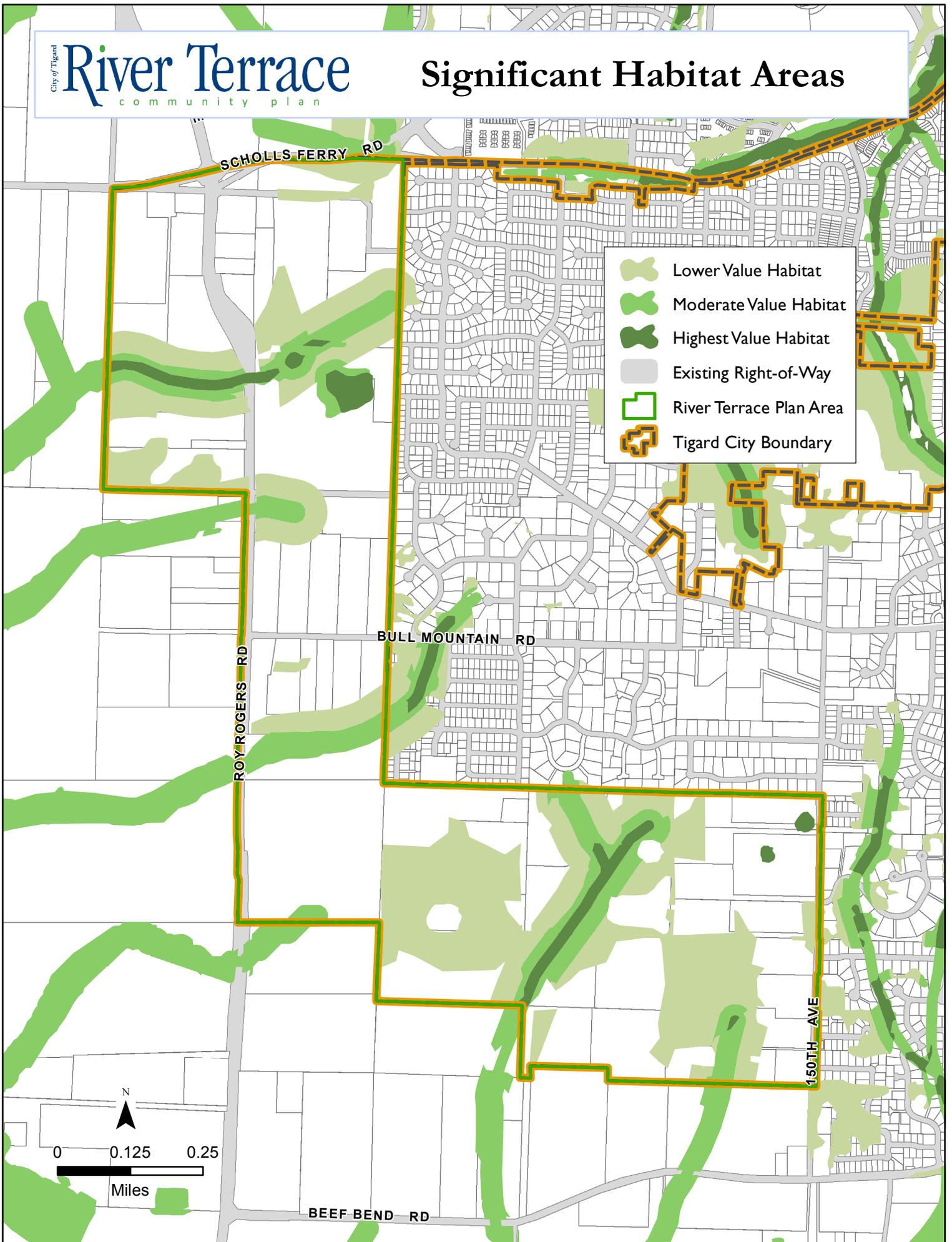
Wetlands and Riparian Areas



Significant Tree Groves



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

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

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

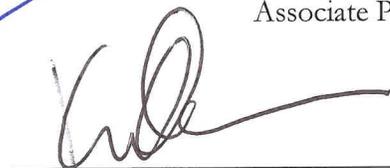
The proposed changes comply with the applicable Statewide Planning Goals, applicable regional, state and federal regulations, the Tigard Comprehensive Plan, and applicable provisions of the City's implementing ordinances.

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