

WASHINGTON COUNTY COMPREHENSIVE PLAN



VOLUME XVII WEST TIGARD COMMUNITY PLAN

November 2024

WEST TIGARD COMMUNITY PLAN

The information in this community plan is a representation of official maps and text filed with the Recording Section of the Washington County Department of Assessment & Taxation. This document may be amended through legislative changes, quasi-judicial plan amendments and annexations (as shown below). Maps have been compiled from original materials at various scales and are available for inspection in the Recording Section office located in the Washington County Public Services Building.

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ORDINANCE AND PLAN AMENDMENT HISTORY

| Ordinance # Plan Amendment | Adoption Date | Action |
|-------------------------------|------------------|--|
| Ord. 263, 264, 265 | 6/28/83 | Adopted the community plan |
| Ord. 292, 293, 294 | 3/22/85 | Text changes |
| Ord. 601A | 10/28/03 | Transportation changes |
| Ord. 799A | 9/22/15 | Transportation changes |
| Ord. 901A | 11/5/24 | Amends plan text, design elements, and the Significant Natural and Cultural Resources Maps for the urban unincorporated area to reflect updates to the County’s state-wide planning Goal 5 SNR program. |
| Ord. 903 | 10/15/24 | Amends plan text and deletes maps relating to parking, to conform with recent changes to state Transportation Planning Rule (TPR) requirements as a result of state-adopted Climate-Friendly and Equitable Communities (CFEC) rules. |

**Some maps were reformatted in 2023 to create consistency in appearance.

THE RELATIONSHIP OF THE WEST TIGARD PLAN TO THE CITY OF TIGARD COMPREHENSIVE PLAN

The West Tigard Planning Area has been identified as part of the City of Tigard's "Active Planning Area." Under the active planning concept, a city accepts planning responsibilities for areas outside of its corporate limits because the city feels the area will ultimately have to annex in order to receive urban services for development. Although most of the West Tigard Planning Area will have to rely on the city for urban services, some portions may be able to obtain the services for urban development required by the County urban growth management policies through service districts other than the city. Because of this possibility for development in both the city and the county, Washington County has agreed to adopt a plan for this area which is consistent with the comprehensive plan developed and adopted by the City of Tigard.

The location of the West Tigard area within the Tigard Urban Growth Boundary (UGB) reflects the close social and economic interrelationship between this area and the city, and also recognizes the city's role and responsibility as the employment and housing focus for the surrounding area. For these reasons, Tigard's planning efforts have traditionally included the West Tigard area.

Development of properties within the West Tigard Planning Area that are annexed to the city will be regulated by the Tigard Comprehensive Plan and its implementing ordinances:

The Tigard Comprehensive Plan, Volume 2: Findings, Policies and Implementation Strategies addresses the 14 applicable goals of the Land Conservation and Development Commission. All land use actions in the city must conform to the Tigard Comprehensive Plan.

The Tigard Comprehensive Plan, Volume 3: Community Development Code provides standards for development, procedures for land use applications, and sections regulating the floodplain and significant natural resources. The CDC also regulates the division of land and sets standards for the construction of public facilities such as roads and sidewalks.

The adoption of this plan means that there are two comprehensive plans for the West Tigard Planning Area, one by the City of Tigard and one by Washington County. Since the city and the County do not use the same land use districts, the two plan maps are not identical. However the plan maps are consistent with one another. For example, if the City of Tigard Plan Map designates a property medium density residential (6-12 units/acre) the Washington County Plan Map designates the same property Residential-9 (R-9, up to 9 units per net acre). The type of development allowed on any specific parcel of land is nearly identical under both plan maps.

The West Tigard Planning Area remains under the jurisdiction of the Washington County Plan until it is annexed to the city. As long as property remains unincorporated, existing and proposed development will be subject to the provisions of the Washington County Comprehensive Plan Elements, including the CDC. Coordination between the city and the County on such matters as planning, urban service provision and annexation is addressed in the Washington County - Tigard Urban Planning Area Agreement.

THE RELATIONSHIP OF THE COMPREHENSIVE PLAN ELEMENTS

The West Tigard Community Plan is one of a number of planning elements which in total comprise the Washington County Comprehensive Plan. The intent of this section is to provide the reader of the West Tigard CP with a basic understanding of its relationship to various other comprehensive plan elements.

In general, the West Tigard is an area and site-specific application of County comprehensive planning policy and a description of community development activities envisioned for the planning area. Implementation of the West Tigard Community Plan is guided primarily by other plan elements such as the Community Development Code, the Transportation System Plan, the Unified Capital Improvement Plan, and the Urban Planning Area Agreement.

Planning Context

The preparation of the West Tigard Plan represents a continuation of the County's longstanding involvement in comprehensive planning. In fact, the West Tigard Plan represents an update of the Washington County plan for the area. This updating ensures that the various plans respond to the current and anticipated circumstances of the area and the region. In addition to responding to local concerns, these plans respond to the planning concerns and requirements of the region and the state. Elements of the West Tigard Plan have been created through a public planning process which provides ample opportunity for citizen participation. Such a public planning process utilizes factual information and consideration of alternative courses of action which take into account social, economic, energy and environmental concerns. In the case of the West Tigard Plan, this process was conducted by the City of Tigard.

The following are elements of the Washington County Comprehensive Plan:

- Comprehensive Framework Plan
- County Resource Document
- Community Plans
- Community Plan Background Documents
- Community Development Code
- Transportation System Plan
- Urban Planning Area Agreements

Subsequent to the adoption of these plan elements, the County will begin work on the Unified Capital Improvement Plan.

Comprehensive Framework Plan

The Comprehensive Framework Plan (CFP) is a policy document. Its function is to articulate the County's policy regarding the broad range of comprehensive planning and community development matters. Additionally, the CFP contains strategies that are intended to guide the implementation of each policy directive.

A major function of the CFP policies is to provide specific direction and parameters for the preparation of community plans, functional plans and implementing mechanisms.

Two central provisions of the CFP have particular importance in guiding the preparation of community plans and implementing the community plans, respectively. These provisions are a countywide development concept and the urban growth management policies.

The countywide development concept prescribes the creation of a series of distinct, balanced, relatively self-sufficient and diverse communities throughout the urban portion of Washington County. It is this concept which is the beginning point for organizing land uses at the community level.

The County's urban growth management policies require urban development to be accompanied by adequate urban services. The growth management policies define both urban development and necessary urban services. Public sewer, public water and a balanced urban-level transportation system are the primary urban services considered.

Community Plans

The unincorporated portion of the county within the metropolitan area regional UGB and outside of city planning areas is divided into a number of community planning areas. The West Tigard Planning Area is one such planning area.

The policies and plan designations of the CFP are applied in a site-specific manner to the community planning area. The result of this application is a community plan, composed of community plan maps and community plan text.

The Land Use Districts Map portrays a land use designation for each parcel of land in the planning area.

The community plan text provides a written description of the Land Use Districts Map in order to specify the intent of the mapped designations. Additionally, the community plan text includes community design elements for particular areas or sites which may be considered as the plan is implemented.

The provisions of the community plan are augmented and implemented by the Community Development Code, the Transportation System Plan and the Unified Capital Improvement Plan. Standards and requirements of the community plan and the Transportation System Plan that are applicable to development applications, including but not limited to new development and land divisions, are specified in the Community Development Code. Design elements related to Significant Natural Resource (SNR) areas are not considered approval criteria for development applications.

The original inventory and discussion of natural resources adopted in 1983 is contained in Chapter 1 of the Resource Document (Volume I of the Comprehensive Plan). That document explains the original determination of significance, as specified in the Oregon Administrative Rules (OAR) Chapter 660, Division 16) and Statewide Planning Goal 5. In 1983, components of the County's Goal 5 program included specific and directive design elements in the community plans to guide implementation through the development review process.

With the subsequent adoption of Metro's Title 13 in late 2005, the County codified some of Metro's requirements for SNRs in the Community Development Code, but retained the directive design elements related to natural resources. Applicants proposing development were able to meet the requirements of Title 13 of Metro's Urban Growth Management Functional Plan (UGMFP) for Metro's Regionally Significant Riparian Wildlife Habitat through compliance with Clean Water Services' Design and

Construction Standards. These standards were generally consistent with the objectives identified in the community plans to strictly limit development in these Riparian Wildlife Habitat areas.

In 2024, the County completed an update of its Goal 5 program for Riparian Wildlife Habitat and Upland Wildlife Habitat under OAR Chapter 660, Division 23 rules and in compliance with Title 13. The resulting program is implemented by the Community Development Code. The design elements of this community plan related to these categories of natural resources were therefore removed, as they are no longer applicable.

The 2024 Goal 5 program update replaced the County's 1983 inventory for the SNR categories, Water Areas and Wetlands and Water Areas and Wetlands and Fish and Wildlife Habitat, with the categories Riparian Wildlife Habitat Class I and II from Metro's Regionally Significant Fish and Wildlife Habitat Inventory map. It also included updates to the County's SNR category Wildlife Habitat and added areas of Metro Upland Wildlife Habitat from the Metro Inventory Map. The County then completed a Goal 5 Economic, Social, Environmental and Energy (ESEE) analysis for the Significant Habitat, resulting in changes to the Significant Natural and Cultural Resources Map (SNR Map). Resource Document Volume IA includes the updated inventory methodology, inventory maps and the Goal 5 ESEE Analysis.

The SNR Map, included as part of this community plan, reflects the results of the inventory update and Goal 5 analysis. This map is the official regulatory map for the location of the significant Goal 5 Riparian and Upland Wildlife Habitat resources in the planning area. The Riparian and Upland Wildlife Habitat together comprise the Significant Habitat. Changes to the mapped Significant Habitat boundary shall be made through a plan amendment. A plan amendment is not required for map refinements, corrections, or adjustments that are permitted through the development review process.

An identification of neighborhood park deficient areas was done in the early 1980s as part of the original community plan development. The identification was made based on a 0.5-mile service area radius from park or school playground sites existing at the time. Those portions of the planning area not within this service area are generally regarded as park deficient. On this SNR Map, a "P" was placed in the general locale where a neighborhood park could serve the deficient area. The letter indicators are not site-specific, but do reflect the number of neighborhood park facilities needed to serve the deficient area on a service area basis. This has not been updated since the early 1980s.

Community Development Code

The chief function of the Community Development Code (CDC) is to assist in the implementation of the various community plans and the CFP. The CDC is intended to achieve certain streamlining objectives necessary to ensure ease of operation, certainty, flexibility when conditions warrant and responsiveness to public concern.

The CDC contains specific procedures and development standards necessary to assist in the implementation of the community plans. The CDC addresses issues such as allowed uses, density, dimensional requirements, public facility requirements, land division requirements, changes in use, allowances in SNR areas, and aesthetic concerns. The CDC sets forth processes and procedures for review of specific development proposals, including public note requirements. The CDC also sets forth the standards and requirements of the community plan and the Transportation System Plan that are applicable to development applications, including but not limited to new development and land

divisions. As noted above, design elements related to SNR areas are not considered approval criteria for development applications.

Transportation System Plan

The Transportation System Plan (TSP) is a comprehensive analysis and identification of transportation needs associated with the implementation of the development pattern described in the community plans and the Rural/Natural Resource Plan (RNRP).

Prepared from both the countywide and community planning area perspectives, the TSP addresses the major roadway system, transit, pedestrian and bicycle transportation issues and focuses on specific and system requirements. The TSP designates the major roadway system and each road or street is provided a classification indicative of its existing or planned function, right-of-way, alignment and structural dimensional standards. Changes to the major roadway system are made through amendments to the TSP. New neighborhood routes may also be designated through the development review process. Standards and requirements of the TSP that are applicable to development applications, including but not limited to new development and land divisions, are specified in the CDC.

The Local Street System is designated on the community plans and RNRP. New Local Streets and Special Area Local Streets are identified through the development review process or by amendments to the community plans or the RNRP. The community plans also address local street and pedestrian connectivity and specific transit issues, such as identifying major bus stops.

In the event there is a conflict between the requirements of the TSP and the requirements of this community plan, the requirements of the TSP shall control.

Unified Capital Improvement Plan

Following the adoption of the Washington County Comprehensive Plan, the County will embark on a second phase of planning which will include the preparation of a Unified Capital Improvement Plan. The Unified Capital Improvement Plan will be coordinated with all urban service providers and will be the mechanism which the County will rely upon to direct future urban investments in public facilities and services in the urban portion of the county.

BACKGROUND SUMMARY

Planning Area

The planning area consists of the remaining unincorporated lands in the City of Tigard's Active Planning Area. These lands lie generally west of the corporate limits of Tigard, the majority within a wedge roughly bounded by SW Walnut Street to the north, SW Beef Bend Road to the south, and the Tigard UGB to the west. Other smaller areas are located east of King City and north of the Tualatin River; along SW Scholls Ferry Road; west of the Durham city limits; and adjacent to Highway 217.

Land Use

As of March 1984 the planning area totaled approximately 775 acres (not including street rights-of-way) of which 381 acres were vacant and undeveloped.

Existing land use in the planning area is primarily single-family residential and agricultural. Lands south of Walnut Street and generally east of SW 121st Avenue are developed as single-family subdivisions with most lots ranging between 10,000 and 20,000 square feet in size. Other areas are developed as large lot single-family with lot sizes ranging between one-half-acre and 5 acres in size. There are 17 lots over 5 acres, the largest being 30 acres. Most of these larger lots are in agricultural or forest use.

Five different geological formations and deposits can be found in the West Tigard Planning Area. Columbia River Basalt underlies the entire area but is exposed only on the slopes of Bull Mountain. This basalt formation is overlaid by the Helvetia Formation, a wind deposited, unconsolidated soil; and the Willamette Silt, Lacustrine Sand and Young Alluvium, all water deposited, unconsolidated soil formations.

Slopes exceeding 20% occur on the north and east slopes of Bull Mountain adjacent to seasonal streams. Portions of the planning area are subject to periodic flooding between mid-November and mid-March, particularly along the Tualatin River, Summer Creek and its tributaries. The intermittent streams which drain mainly south and north from the summit of Bull Mountain are also subject to localized flooding along their courses during winter storms.

Abundant rainfall and a mild climate support a variety of trees and other vegetation in the planning area. Most of the vegetation is located in scattered wood lots and along streams. Of special importance are two wooded sites totaling approximately 35 acres located south of Walnut Street and west of 135th Avenue.

The planning area presently harbors a variety of fish and wildlife species, especially in the riparian areas along streams and the Tualatin River.

Many of the area's soils are characterized by a high water table, which lies within a few feet of the surface during winter months. Other area soils have low bearing strength and/or potential for shrinking and swelling. These conditions may limit development potential in some areas.

In 2024, the Goal 5 inventory was updated to incorporate changes to the Riparian and Upland Wildlife Habitat since 1983, to include areas added to the UGB and not yet annexed to a city, and to remove area annexed to a city since the original inventory. As part of the 2024 work, the County consolidated its 1980s inventory with the more recent Metro Regionally Significant Fish & Wildlife Habitat Inventory Map and updated inventories done by cities or the County as part of Metro Title 11 Comprehensive Planning. This work included removing areas that were determined to no longer be significant because they were developed or were considered too small or fragmented to provide meaningful habitat. The 2024 inventory replaced earlier natural resource mapping. Volume IA of the Resource Document contains information about this work. This updated inventory is reflected in the community plan SNR Maps.

Transportation

Arterial roadways serving the West Tigard Planning Area include Highway 99W, Scholls Ferry, Beef Bend and Durham Roads and Gaarde Street. Collectors include Bull Mountain Road, 135th Avenue, Walnut Street, and 121st Avenue.

A roadway connection between Murray Boulevard and Highway 99W along Walnut and Gaarde is in the process of being improved. Improvements to Roy Rogers Road, a north-south Arterial west of the planning area, have been completed, as have improvements to Durham Road.

Transit service is provided along a radial route from downtown Portland on Highway 99W, as well as from Washington Square, with connections north to the Beaverton Transit Center. TriMet buses operate frequently along Highway 99W. Less frequent service is available along Hall Boulevard, 72nd and 121st Avenues and Walnut Street.

Public Facilities and Services

The planning area lies within the boundaries of Clean Water Services (CWS). Most of the planning area is not served with sanitary sewer lines. However, much of the area can be served in the future by extending existing CWS and City of Tigard trunk and collector lines.

Much of the planning area is served by the Tigard Water District at this time. Areas that are not presently receiving direct service are located adjacent to or in close proximity to water lines 6 inches or greater in diameter. The Tigard Water District anticipates no problems serving the undeveloped parcels in the future.

The majority of the planning area lies within the Tualatin Rural Fire Protection District. The exceptions are properties in the north and northwest portions of the planning area which are served by Washington County Fire District #1. Fire stations are located on Pacific Highway south of Fischer Road, in downtown Tigard on Commercial Street, on Ruesser Road near Wier Road on Cooper Mountain, and in Metzger on Scholls Ferry Road near Hall Boulevard.

There are no existing public park/recreation sites within the planning area. The closest facilities are located inside Tigard city limits. Within the incorporated boundaries of Tigard, the city currently owns 92.72 acres of park land. Residents of the community also have access to the Tualatin Hills Park & Recreation District (THPRD) sites to the north and other regional facilities.

The residents of the planning area are served by Tigard School District 23J and Beaverton School District 48. The Tigard school system, which serves most of the planning area, is composed of nine elementary schools, two intermediate schools, and one high school. Residents in the extreme northern portion of the planning area reside in Beaverton School District 48 and are within the attendance boundaries of two elementary schools, one intermediate school, and one high school.

Natural gas, electricity, telephone, cable television and solid waste disposal are provided by private companies.

COMMUNITY PLAN OVERVIEW

The West Tigard Plan has the following features:

1. There are a total of 775 acres (not including street right-of-way) in the planning area. Of the total acreage, over 381 acres are vacant and buildable. The vacant land is designated as follows:

| Designation | Vacant Acres |
|-------------|--------------|
| R-5 | 134.70 |
| R-6 | 121.18 |
| R-9 | 40.41 |
| R-24 | 79.13 |
| R-25+ | 3.30 |
| OC | 2.69 |

2. The land uses in the West Tigard Plan are a direct translation of the designations contained in the City of Tigard Comprehensive Plan. As a result, the overall housing densities allowed under both plans are very similar (10.02 units/acre in the County plan, 9.69 units/acre in the city plan).
3. The County and city plan designations correspond in the following manner:

| County Designation | City Designation |
|--------------------|---|
| R-5/R-6 | Low Density R-6 (1-5 units/acre) |
| R-9 | Medium Density (6-12 unit/acre) |
| R-24 | Medium High Density (13-25 units/acre) |
| R-25+ | High Density (20-40+ units/acre) |
| OC | Professional Office (C-P) |
| IND | Light Industrial (I-L) |

4. The plan recognizes and sometimes uses streams, flood-prone areas, and Major Streets as buffers between different land uses and residential densities.
5. Implicit throughout the plan is the assumption that the policies in the Washington County Comprehensive Plan or the Tigard Comprehensive Plan will be implemented. This is particularly important with regard to policies in both plans which mandate the provision of adequate urban services prior to urban level development. Adherence to these policies is essential to creating the desired development pattern intended by the plan and to preserving the livability of the planning area over time.

6. The application of the plan designations to the West Tigard Plan Map conforms to the locational criteria in the Washington County Comprehensive Framework Plan. These criteria essentially say that the appropriate use for property is determined by (1) Its proximity to major traffic routes, street intersections and transit service; and (2) Compatibility with adjacent land uses.

Community Design

Presented below is a set of general implementation considerations relating to design of development for the West Tigard Planning Area.

General Design Elements:

1. In the design of new development, floodplains, drainage hazard areas, steep slopes, scenic features, and powerline easements and rights-of-way may be:
 - a. Used to accent, define, or separate areas of differing residential densities and differing planned land uses;
 - b. Preserved and protected to enhance the economic, social, wildlife, open space, scenic, and recreation qualities of the community; and
 - c. Where appropriate, interconnected as part of a park and open space system.
2. A density transfer from the resource area to the buildable portion of a site shall be allowed for any SNR site as specified in the CDC.
3. Open space shall be utilized for park and recreation facilities or passive recreation and dedicated to the appropriate recreation service provider whenever feasible.
4. Removal of trees located within a SNR must follow the permitting requirements provided within the CDC.
5. All new subdivisions, attached unit residential developments, and commercial developments shall provide for pedestrian/bicycle pathways which allow public access through or along the development and connect adjacent developments and/or shopping areas, schools, public transit, and park and recreation sites.
6. In the design of road improvements that are required of new developments to meet the County's growth management policies, pedestrian/bicycle pathways identified in the County's Transportation System Plan shall be included.
7. The County shall emphasize non-auto (transit, bicycle, and pedestrian) measures as an interim solution to circulation issues. These measures shall be used to facilitate access to transit centers.
8. Bicycle parking facilities shall be required as a part of all commercial, industrial and institutional developments. Residential developments which have parking lots of 20 or more spaces shall provide bicycle parking facilities.
9. Noise reduction measures shall be incorporated into all new developments located adjacent to Arterial or Collector Streets. Noise reduction alternatives will include vegetative buffers, berms,

walls and other design techniques such as insulation, setbacks, and orientation of windows away from the road.

10. Where the impact of noise and lighting associated with commercial development does not meet the standards in the CDC, the commercial development shall be subject to limited hours of operation.
11. New development within the planning area shall be connected to public water and sewer service, except as specified in the CDC.
12. New development shall, when determined appropriate through the development review process, dedicate right-of-way for road extensions and alignments indicated on Washington County's TSP or the Tigard Transportation Plan. New development shall also be subject to conditions set forth in the County's growth management policies during the development review process.
13. New access onto Arterial and Collector Streets shall be limited. Shared or consolidated access shall be required prior to the issuance of a development permit for land divisions or structures located adjacent to these facilities, unless demonstrated to be unfeasible.
14. Review of land partitioning and structural development proposals for areas within one-half-mile of rock quarries (existing and proposed) shall include 1) Measurements of noise anticipated from such development and 2) Appropriate mitigation measures which ensure that the future land uses meet Oregon Department of Environmental Quality noise standards. Conditions to development, such as requirements for berms, walls and other noise buffers shall be applied to the approval of new development when appropriate.
15. Attributes of any upland wildlife habitat and riparian habitat within the community plan area, including creeks and drainageways, shall be addressed through application of the provisions of the CDC.

TRANSPORTATION

Primary descriptions of transportation system policies, strategies, facilities and services, including those serving the West Tigard area, are contained in the adopted Washington County and City of Tigard Transportation Plans.

Roads

The Washington County and City of Tigard Transportation Plans prescribe improvements and changes to the existing road system in the West Tigard Planning Area in order to support anticipated growth. Improvements include widening and rebuilding roads to standards appropriate to their designated functional classifications, and connecting, extending or realigning certain roads as prescribed in the two jurisdiction's transportation plans. These improvements and changes are intended to respond to existing deficiencies in the road system and changes in the traffic flows that are projected to occur during the next 20 years.

Transit

Transit service must become an important part of the planning area's transportation system. Improvements to the road system will be insufficient to accommodate anticipated employment and population growth unless transit service is expanded and ridership increases. The Washington County and City of Tigard Transportation Plans and the West Tigard Community Plan assume that public transit service to the area will be improved generally, with greater frequency of service and better intra-community and inter-community access. The plan assumes that bus service will be provided to properties along Arterials and Collectors that are planned for higher intensity uses when or soon after they are developed.

Washington County transit policies and strategies and planned facilities and services, including those for the West Tigard area, are identified in the Washington County Transportation System Plan. It is assumed that TriMet will implement transit services over time in coordination with regional and local governments and service providers, including Washington County and the City of Tigard, as resources and priorities direct.

Bicycle and Pedestrian Pathways

The plan assumes eventual development of all pedestrian and bicycle facilities in the area as identified in the Washington County Transportation System Plan and/or the Tigard Comprehensive Plan. Generally, these plans call for bikeways along Arterial and Collector Roads in the area, as well as along major streams and in powerline easements. The timing of pathway development will be determined as the application of County and city priorities direct and as available resources allow.