



# LAND USE & TRANSPORTATION MEMORANDUM

Planning and Development Services

To: Metro Council  
From: Erin Wardell, Interim Planning and Development Services Manager  
Date: Oct. 6, 2022  
Subject: Response to public comments from Sept. 15 Metro Council meeting

Thank you for the opportunity to provide information about Washington County Ordinance Nos. 882 and 883. These ordinances propose to incorporate two street connections in the County's Transportation System Plan (TSP)—the Tile Flat Road extension (Ord. No. 882) and the Cornelius Pass Road extension (Ord. No. 883).

Several people provided public comment at your Sept. 15, 2022 meeting regarding these ordinances and the Urban Growth Boundary exchange proposal involving the City of Tigard's proposed River Terrace 2.0 community planning area. Commenters, including Brett Morgan, representing 1000 Friends of Oregon, expressed concerns including:

- (1) the County is planning a major road expansion that would bisect Tigard's River Terrace 2.0 planning area and dramatically affect the city's plan;
- (2) the County's timeline for making decisions on the ordinances is hindering Metro Council's ability to consider Tigard's urban growth boundary (UGB) amendment proposal on its own merits; and
- (3) the ordinances are laying the groundwork for a piecemeal "Westside Bypass."

This memo addresses these points. Attachments are included to help explain these proposals. We welcome the opportunity to brief your Council as a group or individually to ensure that any questions you may have about these proposals can be adequately answered.

## **(1) Planning for the proposed Tile Flat Road connection**

The Tile Flat Road street connection is a product of many years of thoughtful and community-centered planning. The County completed work on the Cooper Mountain Transportation Study (CMTS) in 2018. CMTS analyzed potential improvements to provide needed transportation capacity and connections in the Cooper Mountain area. This study was initiated at the request of community members in the Cooper Mountain area who had identified significant challenges with the lack of transportation system

connectivity, weather-related safety issues due to the elevation change of existing streets that cross over Cooper Mountain (175th and 185th avenues and Grabhorn Road), and increased traffic from planned development in the area. CMTS evaluated a potential package of future improvements, which included the proposed Tile Flat Road and Cornelius Pass Road street connections. Community members referred to these improvements as the 'around the mountain' projects because they improve transportation connectivity and provide a relatively flat all-weather route west of Cooper Mountain.

In order to continue the analysis of the identified improvements, the County received a Metro 2040 Planning and Development Grant in 2018 to conduct a follow-up study known as the Urban Reserves Transportation Study (URTS). In URTS, we partnered with local jurisdictions to analyze the cumulative transportation impacts of development scenarios in the urban reserves; identified areas of projected transportation system deficiencies; and identified future transportation needs for concept and comprehensive planning of future development areas and associated funding plans.

The proposed Tile Flat Road connection would be designated in the TSP as a collector street with no more than one vehicle lane in each direction and a potential median/center turn lane. The street is envisioned to be similar in character to existing collector streets in the area such as Bull Mountain Road or River Terrace Boulevard, which provides a similar function on the east side of Roy Rogers Road as the proposed Tile Flat Road connection will provide on the west side. It would be an important connection in the County's transportation network, as well as provide internal connectivity within, into and out of the River Terrace West development area.

The need for this collector street is also identified in Washington County's Urban Planning Area Agreement with the City of Tigard, adopted by ordinance in 2021. Washington County coordinated extensively with the City of Tigard during the concept planning process for River Terrace 2.0. The proposed Tile Flat Road connection is reflected in the City's concept plan as portions of three streets—Tile Flat Road, Mountainside Way, and Bull Mountain Road.

Mr. Morgan of 1000 Friends later provided Metro Council a map overlaying the County's proposed TSP street alignment and the city of Tigard's River Terrace 2.0 concept plan graphic. It mistakenly shows a discrepancy between our planning documents. In fact, these two documents demonstrate the City-County coordination and that we are both honoring our commitment to build a complete and connected multimodal transportation system. Alignments in our planning documents may differ slightly but that's because they are intended to be planning-level illustrations, not engineering-level alignments showing the precise location of the future streets.

## **(2) Ordinance Nos. 882 and 883 timeline**

Construction of the Tile Flat Road and Cornelius Pass Road street connections is **not** imminent. Long-range transportation planning looks ahead 20 years or more to plan for an adequate and interconnected county transportation system. Washington County conducted the CMTS and URTS projects to help us understand and prepare for future development impacts to the county transportation system, including identifying which streets might need to be widened in the future or where we might need to build new streets in the future. Because our County Transportation System Plan (TSP) is a 20-year planning document, we adopt preliminary alignments for streets we know will be needed in the future so that they can be built when the time is right, such as when development occurs, or funding is available.

The County began work on proposed TSP amendments to incorporate the Tile Flat Road and Cornelius Pass Road connections into the TSP during the CMTS and URTS projects. The proposed connections require an exception to statewide planning goals under OAR 660-012-0075 because the proposed alignments are across land that is currently designated as rural—with either an urban reserve designation or a rural – no reserve designation (undesigned). **No rural reserve lands are affected.** Preparing the required findings took a significant amount of time. Once the URTS study was completed in 2021, County staff prepared and filed the ordinances.

While County staff were completing our studies and preparing the background information for the ordinances, the city of Tigard applied to Metro for a mid-cycle UGB expansion to bring the River Terrace 2.0 urban reserve area into the Metro Regional UGB. Tigard’s urban growth boundary amendment proposal for the River Terrace 2.0 area is a separate issue currently under consideration by Metro.

Metro Council’s decision about whether to add the River Terrace 2.0 urban reserve area to the urban growth boundary is not directly related to the long-term need for the Tile Flat Road connection. The long-term need for this street connection is based on travel demand modeling for the expected connectivity and capacity needs over time as Washington County’s urban reserve areas are planned and developed and existing areas within the UGB continue to be developed to urban densities.

## **(3) Differences from “Westside Bypass”**

Transportation planning in the 1980s and 90s considered the need for north-south travel options within Washington County. This led to the idea of the “Western Bypass” between Tualatin and Hillsboro. The bypass was envisioned as a limited-access freeway, similar to I-205 in Clackamas and Multnomah counties.

As ODOT began to evaluate potential bypass locations, 1000 Friends of Oregon began a study to consider whether the county could use a transit-oriented development model that relied upon a system of surface streets to avoid the need for a limited access freeway. This study, called “making the Land Use, Transportation and Air Quality connection” (LUTRAQ) became the preferred alternative to building a freeway, and it continues to guide many transportation decisions in Washington County today. Many of the transit and street improvements recommended in LUTRAQ have been implemented; however, the need still exists in Washington County for additional north-south travel options, particularly as urban development continues along the western edge of the county’s urban area.

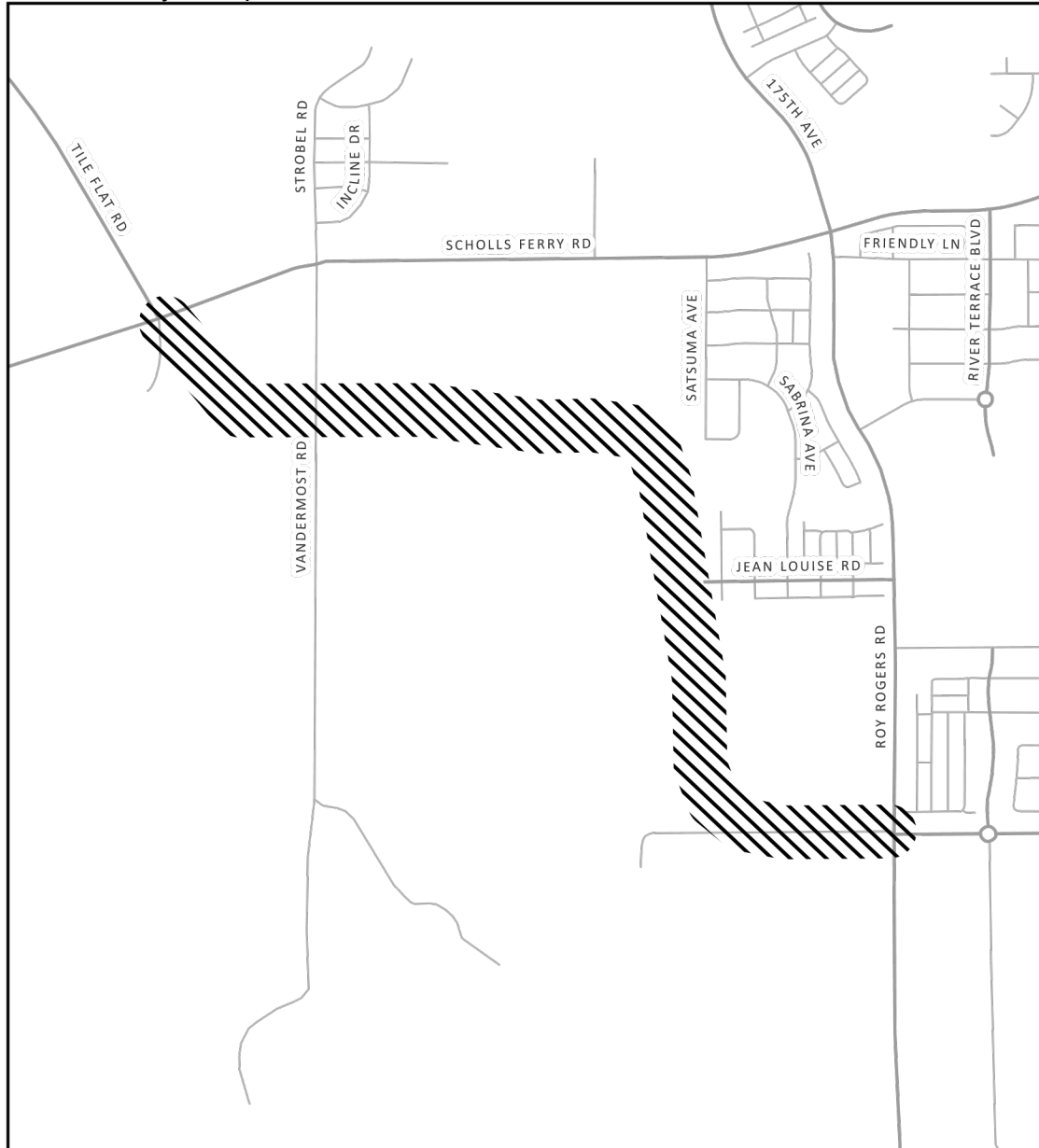
Planning for the future Cornelius Pass Road and Tile Flat Road street connections is the next step in continuing to plan for and build the system of collector and arterial streets envisioned in LUTRAQ to serve future multimodal traffic needs. Both roads are planned to have two travel lanes; center turn lanes or turn lanes at specific intersections could be built if traffic studies show a need. In short, this is a very different proposal from the limited access bypass freeway envisioned in the 80s and 90s.

In 2017, then-state representative Richard Vial put forward a bill, with bipartisan sponsorship, that would have allowed cities and counties to form special districts for the purpose of constructing and operating limited-access highways in both urban and rural areas. The representative also put forward a “Northwest Passage” concept that showed potential alignments for a limited-access highway west of I-5. The bill did not advance. Again, the proposed Tile Flat Road and Cornelius Pass Road street connections are very different from and unrelated to the concept of a limited access highway.

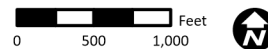
**Attachments:**

1. Ordinance No. 882 map showing the proposed Tile Flat Road connection exception corridor. More information about Ordinance No. 882 can be found at this link:  
<https://www.washingtoncountyor.gov/node/24486>
2. River Terrace 2.0 Concept Plan map showing proposed land uses and streets.
3. River Terrace 2.0 Concept Plan map showing River Terrace West street details.
4. Excerpt from Ordinance No. 879, the Washington County – City of Tigard Urban Planning Area Agreement (UPAA). The excerpt is a section about Comprehensive Planning and Development Policies for Urban Planning Areas. Page 3 of the excerpt, under ‘D. Special Policies’ details the agreement between the City and County for the planning and development of the Tile Flat Road connection through the planning area. The UPAA notes that the Tile Flat Road connection may intersect with Mountainside Way, which is also shown on the River Terrace 2.0 concept plan maps. Both Tile Flat Road and Mountainside Way are planned as collector level roadways.
5. Urban and rural collector road examples.

Add Roadway Exception Corridor as shown:



 Add as Roadway Exception Corridor



abcdef Proposed additions  
~~abcdef~~ Proposed deletions

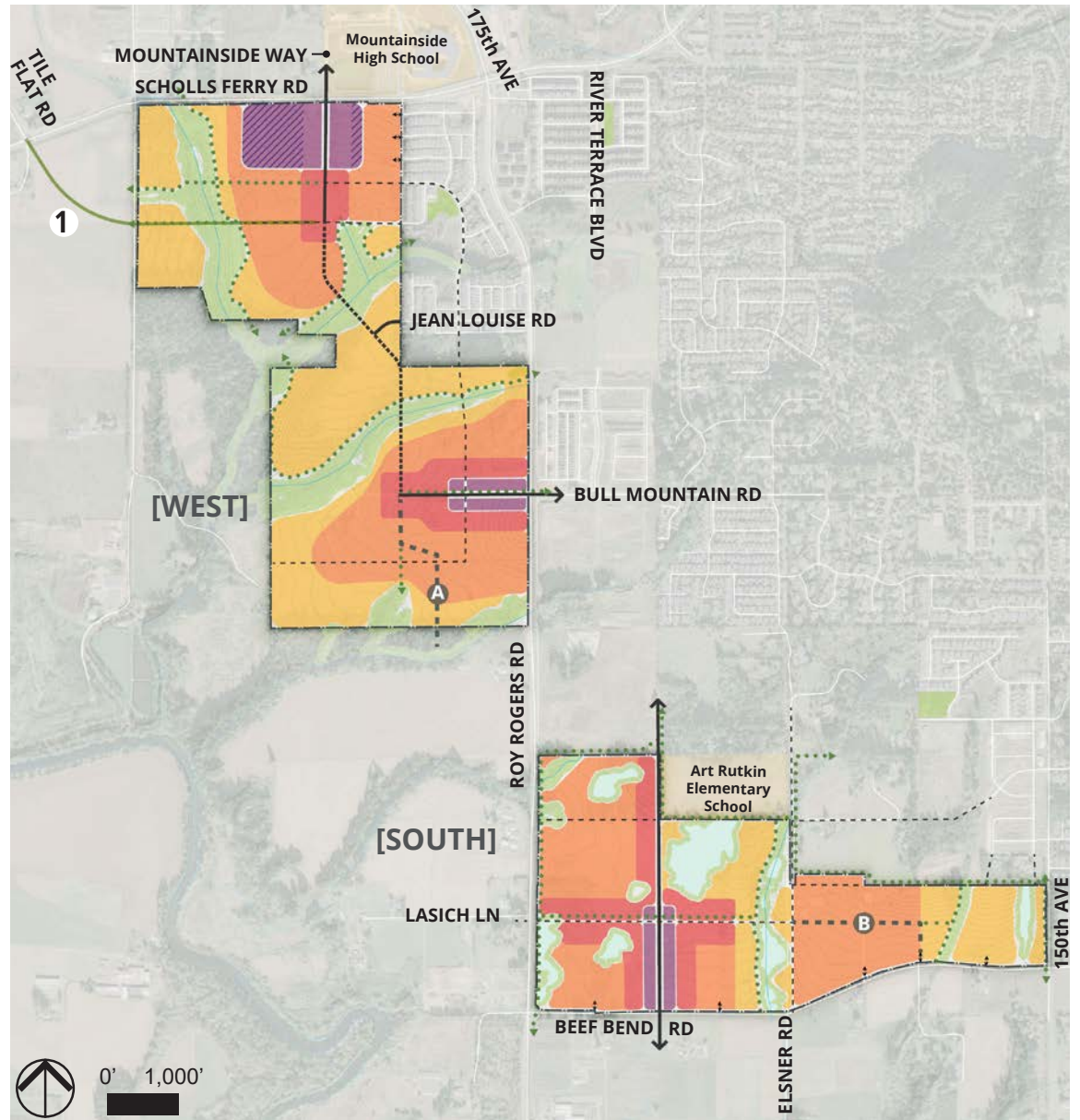
### River Terrace 2.0 Concept Plan

The River Terrace 2.0 Concept Plan offers opportunities for a wide variety of household types and sizes, along with places to shop, work and recreate – all within walkable, well-connected neighborhoods.

#### Legend

- River Terrace 2.0 Project Area
- Employment Area
- Commercial / Neighborhood Node
- Main Street
- Even Mix
- Feathered Edge
- Collector Road
- Street / Pedestrian Connection
- Minor Street Connection
- A Mountainside Way Future Study Area
- B Beef Bend Road Future Study Area
- ← Community Connection
- Trail Network
- Stream
- Wetlands
- Vegetated Corridor
- Park (Outside Project Area)
- School (Outside Project Area)

- 1** Tile Flat, Future Study Area – Framework B, See Transportation Section



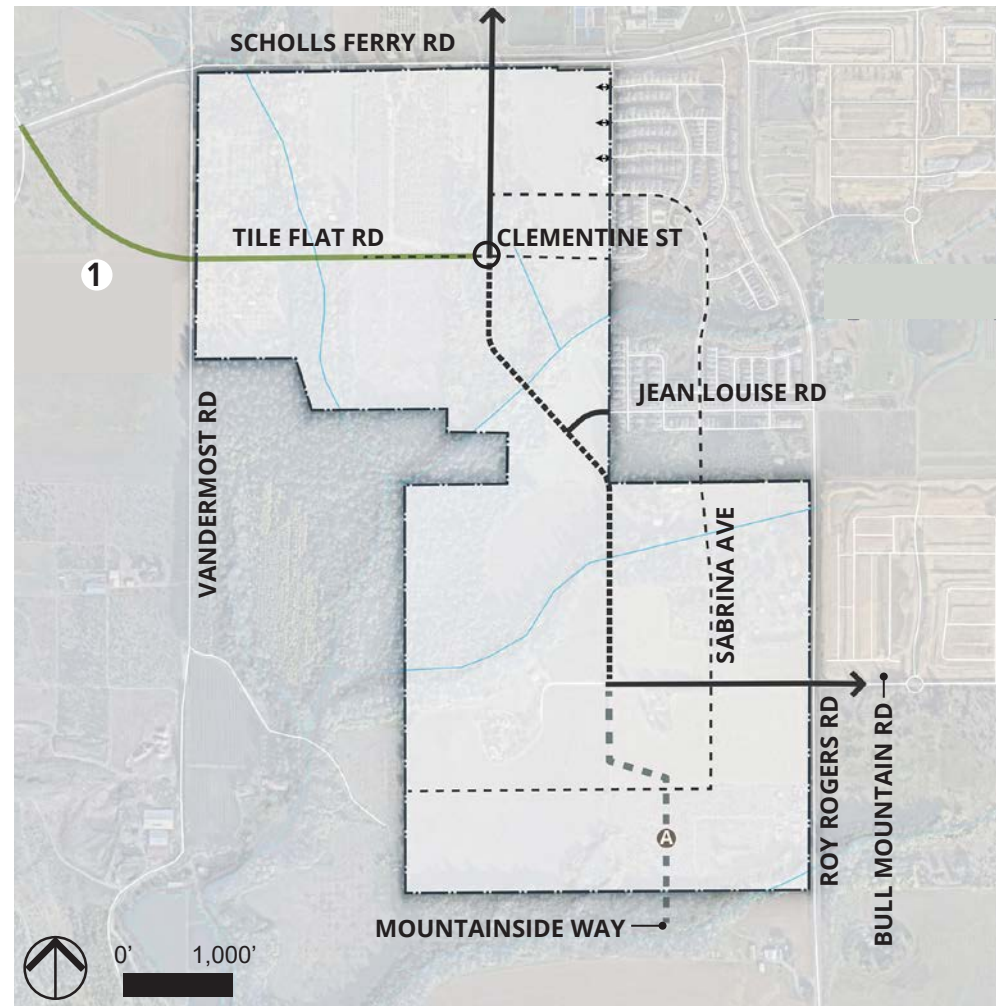
### River Terrace West Streets

In River Terrace West, recommended transportation improvements include:

- Under Framework A, SW Mountainside Way would be extended from SW Scholls Ferry Road south into the study area and then east to connect with SW Bull Mountain Road. This plan considers two options for a connection south to Bull Mountain Road: a full connection and a bicycle/pedestrian-only connection. The traffic analysis explored potential impacts under both scenarios, which is explained further on the next page.
- Under Framework B, Tile Flat Road would be extended across SW Scholls Ferry Road east into the study area, to connect with Mountainside Way. In Framework B, it is anticipated, based on input from Washington County, that a roundabout would be constructed at the intersection of Tile Flat Road and Mountainside Way.
- Improve SW Vandermost Road (at the western edge of River Terrace West) as a two-lane City neighborhood route.
- Extend SW Sabrina Avenue from SW Bull Mountain Road to the edge of the study area as a two-lane City neighborhood route.
- Improve SW Bull Mountain Road as a three-lane City collector from SW Roy Rogers Road to the SW Mountainside Way extension.
- Upgrade SW Roy Rogers Road to a five-lane County arterial from SW Bull Mountain Road down to SW Beef Bend Road.

See Table 6 for full description of recommended improvements for River Terrace West.

Figure 14 - Transportation Improvements - River Terrace West



Legend

- |                                    |   |
|------------------------------------|---|
| River Terrace 2.0 Project Area     | <b>1</b> Tile Flat, Future Study Area - Framework B, See Transportation Section |
| Collector Road                     | Potential Roundabout  |
| Street / Pedestrian Connection     |   |
| Minor Street Connection            |   |
| Mountainside Way Future Study Area |   |
| Stream                             |   |

portion of the URPA shall be designated as part of Urban Planning Area B, as described below. Inclusion in Urban Planning Area B is automatic and does not require an amendment to this Agreement.

- F. Once an URPA has been added to the UGB and prior to annexation into the CITY, the COUNTY will apply the Future Development 20-Acre District (FD-20) land use designation to the land.

IV. Comprehensive Planning and Development Policies for Urban Planning Areas

A. Urban Planning Area A

1. Urban Planning Area A includes unincorporated lands contiguous to the CITY boundary in which the CITY does not conduct comprehensive planning but in which the CITY does maintain an interest in comprehensive planning and development actions by the COUNTY because of potential impacts on the CITY. Urban Planning Area A is designated as Urban Planning Area A on “Exhibit A”.
2. The COUNTY shall be responsible for comprehensive planning and development actions within Urban Planning Area A.
3. The COUNTY is responsible for the preparation, adoption and amendment of the public facility plan required by OAR 660-Division 11 within Urban Planning Area A.

B. Urban Planning Area B

1. Urban Planning Area B includes the future areas brought into the UGB per Section III of this Agreement (Concept Planning for Urban Reserve Areas) for which the CITY conducts comprehensive planning and seeks to regulate development activities to the greatest extent possible.
2. The CITY shall be responsible for comprehensive planning within Urban Planning Area B and shall implement the planning process outlined in the CITY’s comprehensive plan. The COUNTY shall support the planning process and participate as necessary.
3. The CITY is responsible for the preparation, adoption and amendment of the public facility plan required by OAR 660 Division 11, in coordination with other service providers that will provide urban services within this area.
4. As required by OAR 660-011-0010, the CITY is identified as the appropriate provider of local water, sanitary sewer, storm sewer and



transportation facilities within Urban Planning Area B when those areas annex in the future. Exceptions include facilities provided by other service providers subject to the terms of any intergovernmental agreement the CITY may have with other service providers; facilities under the jurisdiction of other service providers not covered by an intergovernmental agreement; and future facilities that are more appropriately provided by an agency other than the CITY.

5. The COUNTY shall not approve land divisions within Urban Planning Area B that are inconsistent with the provisions of the COUNTY Community Development Code and the FD-20 District.
6. The COUNTY shall not approve a development in Urban Planning Area B if the proposal would not provide for, nor be cautioned to provide for, an enforceable plan for redevelopment to urban densities consistent with the CITY's Comprehensive Plan in the future upon annexation to the CITY as indicated by the CITY's Comprehensive Plan.
7. The COUNTY shall not oppose annexation to the CITY within Urban Planning Area B.
8. The CITY will amend the CITY comprehensive plan to include Urban Planning Area B consistent with the original Urban Reserve concept plan. If modifications to the original concept plan are made during the comprehensive planning process, the parties will update the related agreements to reflect these changes, which may include transportation, access and funding. Until the CITY amends its transportation system plan (TSP), the COUNTY's TSP will serve as the TSP for Urban Planning Area B.

#### C. Annexations

1. The COUNTY and CITY recognize the CITY as the ultimate service provider of the urban services specified in the Tigard Urban Service Agreement. The COUNTY also recognizes the CITY as the ultimate local governance provider to all of the territory in the Urban Planning Area designated on "Exhibit A," including unincorporated properties.
2. The CITY and COUNTY desire to transfer COUNTY services to the CITY in an orderly and efficient manner upon annexation so that service provision to residents and businesses will not be interrupted or diminished.
3. In order to provide for the orderly transfer of COUNTY services to the CITY, the CITY and COUNTY recognize annexation plans as the most appropriate method to annex properties to the CITY.

4. Any change to the CITY boundary due to annexation or any change to the UGB boundary within the CITY’s Urban Planning Area automatically amends “Exhibit A” without further amendment to this Agreement.

D. Special Policies

1. The CITY and the COUNTY agree that SW Tile Flat Road should be extended south from SW Scholls Ferry Road, through the River Terrace West URPA (formerly Roy Rogers Road West), as a collector intersecting with the southern extension of SW Mountainside Way.
2. The CITY and COUNTY agree that SW Mountainside Way should be extended south through the River Terrace West URPA as a collector, with an intersection with SW Bull Mountain Road and allowing for a future connection at SW Roy Rogers Road further south from the URPA boundary to provide adequate transportation connectivity in the area.
3. The CITY and COUNTY agree to coordinate on the ultimate design and alignment of the SW Tile Flat Road extension and the SW Mountainside Way extension within the River Terrace West URPA to its ultimate connection at SW Roy Rogers Road. The CITY and COUNTY agree that the multimodal roadway extension will be context sensitive to meet the transportation needs of the area to provide for the potential future CITY park and access to the CITY URPA and King City UPA on the east side of SW Roy Rogers Road.

V. Amendments to the Urban Planning Area Agreement

- A. The following procedures shall be followed by the CITY and the COUNTY to amend the language of this Agreement or the Urban Planning Area Boundary:
  1. The CITY or the COUNTY, whichever jurisdiction originates the proposal, shall submit a formal request for amendment to the responding agency.
  2. The formal request shall contain the following:
    - a. A statement describing the amendment.
    - b. A statement of findings indicating why the proposed amendment is necessary.
    - c. If the request is to amend the planning area boundary, a map which clearly indicates the proposed change and surrounding area.

WC Memo Attachment 5: Urban and Rural Collector Road Examples

URBAN COLLECTOR ROAD EXAMPLE: River Terrace Boulevard (within City of Tigard)



WC Memo Attachment 5: Urban and Rural Collector Road Examples

URBAN COLLECTOR ROAD EXAMPLE: Bull Mountain Road (within City of Tigard)



WC Memo Attachment 5: Urban and Rural Collector Road Examples

RURAL COLLECTOR ROAD EXAMPLE: Scoggins Valley Road

