



Transportation

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





ADOPTED AMENDMENTS

EFFECTIVE DATE	CPA#	CHANGES
07-22-09	2009-00002	Goal 12.1, Policy 2.C, Ordinance 09-09.
12-23-10	2010-00001	Entire Chapter updated by Ord. 10-18.

SECTION COVER PHOTO: REX CAFFALL
TriMet's Westside Express Service (WES)



An important tool for a community to use when preparing for future growth is a long range transportation plan. It acts as the principal document for staff, decision makers, and the public to identify the function, capacity, and location of future facilities, direct resources to transportation projects, and provide the community with the level of investment that will be needed to support anticipated development within the community.

The goals and policies contained in this chapter were developed to guide the long range planning, development, and management of the City's transportation system. They incorporate and build upon previous transportation goals and policies and prior plans adopted by the City. They also integrate regional and statewide planning rules and policy, including the requirement for a multi-modal, balanced approach to transportation policy. Coordination with the City's regional partners is particularly important to the successful implementation of these policies.

GOAL 12: Transportation

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

The 2035 Tigard Transportation System Plan (2035 TSP), an update of the previously adopted plan, was initiated in 2008 and completed in 2010. The completion of the 2035 TSP satisfies the requirements for Goal 12 and is timely for two reasons. First, traffic congestion has consistently ranked as the number one issue facing Tigard in community attitude surveys and the City is committed to finding solutions to this issue. Secondly, the community has developed a vision for Tigard's future and a key component of this vision is developing an efficient and balanced multi-modal transportation system. The 2035 TSP supports that vision, addresses community needs, communicates the City's aspirations, and conforms to state and regional policies.

"In surveys, traffic congestion has consistently ranked as the number one issue facing Tigard."

The Oregon Revised Statutes require that the transportation plan be based on the current Comprehensive Plan land uses and that it provide for a transportation system that accommodates the expected growth in population



and employment that will result from implementation of the land use plan. Development of the 2035 TSP was guided by Oregon Revised Statute 197.712 and the Department of Land Conservation and Development (DLCD) Transportation Planning Rule (TPR) contained in Oregon Administrative Rule 660-012.

The TPR requires that alternative travel modes be given consideration along with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further required that local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.



PHOTO: CITY STAFF

Bicyclists enjoying a ride along Fanno Creek Trail.

Additional requirements were adopted by the Oregon Legislature in 2009 in Oregon House Bill 2001—Jobs & Transportation Act (JTA). Among the chief changes introduced in JTA is an emphasis on sustainability. JTA requires the development of a least cost planning model, as well as planning for reduction in greenhouse gas emissions. Precise implementation measures and evaluation technologies are still under development. However, these elements were integrated in concept in the 2035 TSP.

The 2035 TSP was also prepared consistent with the Portland Metro 2035 Regional Transportation Plan (RTP). The RTP provides a regional framework for transportation planning and investment, including implementation of Metro's 2040 Growth Concept. The 2035 TSP has been developed in close coordination with the RTP in order to ensure consistency at the state and regional levels.



Additionally, transportation planning in Tigard is shaped by opportunities and constraints as much as by transportation needs. Growth within Tigard and the surrounding area increases travel demand and associated congestion, while the built environment also makes major roadway expansions costly to construct. At the same time that these costs rise, competition is high for scarce transportation funding resources.

There is also a greater awareness of the negative impacts that come from creating an environment geared toward reliance on personal automobile travel. There is growing concern about greenhouse gas emissions as well as dependency on foreign oil and rising fuel costs. Reliance on automobile travel instead of active transportation, such as walking and cycling, is also one culprit in the rise of obesity, including among children. While there are myriad strategies to combat these issues, a critical role for transportation is the provision of a balanced, multi-modal transportation system.

These challenges—the built environment, high costs, limited funding, environmental impacts, and personal health issues—were significant in shaping the 2035 TSP. At the same time, they helped direct the plan toward opportunities to integrate Tigard’s transportation system with regional and state investment plans; to promote land use patterns that support those investments; to minimize impacts to the local community; and, to provide Tigard residents with options for personal, recreational, and commute travel.

KEY FINDINGS

- The City’s Transportation System Plan must comply with the Transportation Planning Rule (Oregon Administrative Rule 660-012) and Metro’s Urban Growth Management Functional Plan.
- Transportation System Management (TSM) can be an effective way to improve existing street function rather than adding travel lanes.
- Motor vehicle travel is now, and will continue to be, the primary mode of travel in the community, but creating better opportunities for alternative modes is essential to an effective future transportation system.
- Compact development, transit access, and local circulation are important to support investments in high capacity transit service.
- Connectivity in Tigard is challenged because of Hwy. 217, Interstate 5, the railroad, natural features, and dead end streets.



- Improving connectivity will maximize the investment in the existing transportation system.
- Current development patterns result in highly directional travel demand.
- Land use patterns that shorten home-to-work trips, support transit, and make walk/bike trips more viable can help reduce congestion.
- Transportation challenges have a direct affect upon the development potential of the Tigard Triangle, Downtown, and the Washington Square Regional Center.
- State owned highways provide critical access to Tigard, but congestion contributes to neighborhood cut through traffic.
- Limited east-west connections mean widening the existing routes could improve traffic flow, but such improvements must be balanced with the benefits of local traffic and impacts borne by the local community.

GOAL:

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

POLICIES:

1. The City shall plan for a transportation system that meets current community needs and anticipated growth and development.
2. The City shall prioritize transportation projects according to community benefit, such as safety, performance, and accessibility, as well as the associated costs and impacts.
3. The City shall maintain and enhance transportation functionality by emphasizing multi-modal travel options for all types of land uses.
4. The City shall promote land uses and transportation investments that promote balanced transportation options.
5. The City shall develop plans for major transportation corridors and provide appropriate land uses in and adjacent to those corridors.



6. The City shall support land use patterns that reduce greenhouse gas emissions and preserve the function of the transportation system.
7. The City shall strive to protect the natural environment from impacts derived from transportation facilities.
8. The City shall mitigate impacts to the natural environment associated with proposed transportation construction or reconstruction projects.
9. The City shall coordinate with private and public developers to provide access via a safe, efficient, and balanced transportation system.
10. The City shall require all development to meet adopted transportation standards or provide appropriate mitigations.

“The City shall strive to protect the natural environment from impacts derived from transportation facilities.”

RECOMMENDED ACTION MEASURES:

- i. Create commercial nodes within residential neighborhoods to provide residents with opportunities to walk or bike for non-commute travel purposes.
- ii. Encourage non-auto-dependent development with mixed uses and higher densities in targeted areas, such as along Pacific Highway, in the Downtown, and in the Washington Square Regional Center.
- iii. Review and update development code requirements for on-site motor vehicle parking.
- iv. Review and update development design guidelines to promote pedestrian-friendly commercial areas.



- v. Identify, evaluate and adopt City of Tigard performance standards that promote safe and efficient access and mobility for walk, bike and transit modes as well as personal automobile travel.
- vi. Work with State and Regional partners to identify and evaluate multi-modal mobility/performance standards for major transportation facilities.

GOAL:

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

POLICIES:

- 1. The City shall adopt and maintain transportation performance measures.
- 2. The City shall manage the transportation system to support desired economic development activities.
- 3. The City shall design streets to encourage a reduction in trip length by improving arterial, collector, and local street connections.
- 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.
- 5. The City shall cooperate with the railroads in facilitating and preserving rail freight service to existing and future businesses that depend on railroad service.
- 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.

“The City shall manage the transportation system to support desired economic development activities.”



7. The City shall use strategies for access management, including the support of modifications that bring access points into compliance or closer to compliance with applicable standards.
8. The City recognizes freight movement as being a priority of the transportation system.
9. The City shall require the provision of appropriate parking in balance with other transportation modes.
10. The City shall strive to increase non-single occupant vehicle mode shares through vehicle trip reduction strategies, such as those outlined in the Regional Transportation Plan.
11. The City shall design the transportation system to provide connectivity between Metro designated centers, corridors, employment and industrial areas.

“The City recognizes freight movement as being a priority of the transportation system.”

RECOMMENDED ACTION MEASURES:

- i. Conduct a citywide connectivity and circulation study to identify potential circulation improvements for street systems serving Tigard.
- ii. Create a comprehensive inventory of street stubs, unimproved right-of-way, and other potential future roadway connections to inform long range planning and development review.
- iii. Review and update/clarify, as warranted, development code requirements for new roadway or pedestrian/bicycle connections as part of land development.



GOAL:

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

POLICIES:

1. The City shall continue to support the existing commuter rail and bus service in Tigard and will seek opportunities for increased service frequency and passenger convenience.
2. The City shall engage with regional partners to support development of High Capacity Transit serving the Tigard.
3. The City shall design and construct transportation facilities to meet the requirements of the Americans with Disabilities Act.
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.
5. The City shall develop and maintain neighborhood and local connections to provide efficient circulation in and out of the neighborhoods.
6. The City shall require development adjacent to transit routes to provide direct pedestrian accessibility.
7. The City shall develop and implement public street standards that recognize the multi-purpose nature of the street right-of-way.
8. The City shall design all projects on Tigard city streets to encourage pedestrian and bicycle travel.
9. The City shall require sidewalks to be constructed in conjunction with private development and consistent with adopted plans.
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.



11. The City shall require appropriate access to bicycle and pedestrian facilities for all schools, parks, public facilities, and commercial areas.

RECOMMENDED ACTION MEASURES:

- i. Develop parking management plans for Downtown, Tigard Triangle, Washington Square Regional Center, and other areas to support economic development and a balanced transportation system.
- ii. Identify and adopt mode split targets that achieve and exceed Metro targets for regional centers, town centers, and downtown Tigard.
- iii. Review and update, as warranted, street design standards to ensure that public right of way is planned, designed, and constructed to provide safe and comfortable facilities for all travel modes and adequate drainage and treatment for storm water.
- iv. Create a more complete network of pedestrian facilities by identifying and prioritizing gaps within the current sidewalk and trail system.
- v. Develop pedestrian and bicycle corridors to neighborhoods, schools, parks, recreation users, activity centers and transit stops.
- vi. Prioritize transit, pedestrian, and bicycle investments in areas serving a high proportion of disadvantaged or transit dependent communities.
- vii. Fill in gaps in the bicycle network to provide for greater citywide bicycle mobility.
- viii. Develop bicycle routes that connect neighborhoods, schools, parks, recreation users, and activity centers.



- ix. Develop a bicycle signage program to help cyclists find routes on relatively level terrain with low traffic volumes.
- x. Engage with regional planners and service providers to support transit as a travel option with increased frequency and better connections for buses, high capacity transit, and WES commuter rail.
- xi. Improve the comfort, convenience, and safety for transit users through bus shelters, seating, signage, and other bus stop/station features.
- xii. Provide local transit connector service linking residential neighborhoods with transit stations/stops, employment and retail centers, schools, and recreational areas.
- xiii. Work with Metro and other regional partners to advance High Capacity Transit in the Pacific Highway-99W/Barbur Boulevard corridor.
- xiv. Start a dialogue with regional transit providers to accommodate cross-service passes to facilitate ease of ridership.

GOAL:

12.4 Maintain and improve transportation system safety.

POLICIES:

1. The City shall consider the intended uses of a street during the design to promote safety, efficiency, and multi-modal needs.
2. The City shall coordinate with appropriate agencies to provide safe, secure, connected, and desirable pedestrian, bicycle, and public transit facilities.
3. The City shall require new development to provide safe access for all modes to and from a publicly dedicated street.



4. The City shall develop access management strategies for arterial and collector streets to improve safety in the community.
5. The City shall prioritize intersection improvements to address safety deficiencies.
6. The City shall include safety mitigation as a priority criterion in making transportation investments.
7. The City shall enhance and maintain a neighborhood traffic management program to address issues of excessive speeding and through traffic on local residential streets.
8. The City shall require safe routing of hazardous materials consistent with federal and state guidelines.
9. The City shall require new transportation facilities to meet adopted lighting standards.

RECOMMENDED ACTION MEASURES:

- i. Review high crash locations, including state and county data, and develop a system for evaluating and prioritizing safety mitigations.
- ii. Continue to implement neighborhood traffic management techniques to promote safety and livability in residential neighborhoods.
- iii. Improve pedestrian crossing treatments at high traffic volume streets and/or locations with high levels of pedestrian demand (e.g., schools, retail centers, transit stops, etc.)



GOAL:

- 12.5 Coordinate planning, development, operation, and maintenance of the transportation system with appropriate agencies.

POLICIES:

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.
2. The City shall collaborate with other transportation providers to develop, operate, and maintain intelligent transportation systems, including coordination of traffic signals.
3. The City shall coordinate with TriMet, and/or any other transit providers serving Tigard, to improve transit service to, from, through, and within Tigard.

RECOMMENDED ACTION MEASURES:

- i. Partner with Regional and County transportation planning organizations to leverage statewide and federal transportation funding for local projects.
- ii. Work with regional and state partners to mitigate negative impacts to Tigard from high traffic volumes traveling through Tigard on state facilities, including capacity enhancements on Highway 217 and Interstate 5.
- iii. Work with state and regional partners to develop alternative mobility standards in order to accommodate desired land development changes.



- iv. Prior to implementation of projects associated with the Highway 99W Corridor Plan, especially those requiring additional right-of-way or affecting property access, there shall be established protocols whereby affected property owners or businesses are made aware of pending improvements. Those that might be affected shall be informed and asked to be involved in the project development process as early as possible.
- v. The City of Tigard shall state a position that alignment of the proposed I-5/Hwy 99W Connector be established as one which reduces through traffic and freight movement on Highway 99W to the greatest extent possible; and that the City shall support this position and otherwise participate in the project as an active member of the I-5/99W Connector Steering Committee.
- vi. As part of the transportation management, planning and design process, the livability benefits of future Highway 99W improvements shall be publicly discussed and evaluated.
- vii. The City shall adopt Alternative B as contained in the Tigard 99W Plan as part of its Transportation System Plan and prioritize its recommendations. Subsequently, the City shall, in conjunction with other agencies, jurisdictions, and stakeholders, develop action plans to implement the alternative's specific project recommendations. Action plans to implement Alternative B shall include design and engineering strategies, funding measures, and stakeholder and citizen engagement. Reasonable time frames shall be associated with the action plans.



- viii. Other transportation and land development projects within the vicinity of Highway 99W shall be evaluated to determine potential negative or positive impacts on the facility. Negative impacts shall be avoided or mitigated. Furthermore, it is important that solutions to Highway 99W problems be evaluated to assess impacts on other streets, and that negative impacts in these circumstances are avoided or mitigated and positive impacts promoted.
- ix. A land use planning effort shall be a priority for future City/state efforts to recreate the Highway 99W corridor. In particular, coordinated land use and transportation planning is essential to promote transit as a viable transportation option.
- x. The City should be imaginative and “think outside the box” with the purpose of creating a safe, attractive, transit oriented, and vibrant urban corridor along Highway 99W. When there are obvious benefits to specific physical improvements, the City should request design exceptions from ODOT.
- xi. In the near term, the City and ODOT shall develop an Access Management Plan for Highway 99W. Each property identified as needing access management treatment shall be treated as unique. A one-size fits all approach should not be used. The economic vitality of businesses is important.
- xii. Implementing improved transit service should be an ongoing priority with the long-term objective of light rail service along the Highway 99W corridor. If light rail is not possible within the reasonable future, then improved bus service/rubber tired vehicles shall serve as an alternative until it is.
- xiii. Highway 99W Action Plans shall seek to enhance the economic vitality of the corridor through transportation, aesthetic land use, and other improvements. In addition, resources shall be used to coordinate business development and retention activities, and aid in communication among the business community and city government.



GOAL:

12.6 Fund an equitable, balanced, and sustainable transportation system that promotes the well-being of the community.

POLICIES:

1. The City shall make street maintenance a funding priority.
2. The City shall seek to invest in capital projects that leverage other infrastructure investments.
3. The City shall seek opportunities for transportation investments that support transportation goals of efficiency, multi-modal access, and safety.

RECOMMENDED ACTION MEASURES:

- i. Periodically review and revise transportation system development charges to ensure the cost of development is appropriately covered..
- ii. Periodically review and evaluate the street maintenance fee to ensure the most appropriate and equitable calculations are being used.
- iii. Continue to seek grant monies to plan for and develop multi-modal infrastructure improvements.
- iv. Continue to submit project proposals for regional, state, and federal transportation monies to implement the Tigard 2035 TSP.