



CITY OF TUALATIN

Staff Report

TO: Honorable Mayor and Members of the City Council

THROUGH: Sherilyn Lombos, City Manager

FROM: Steve Koper, AICP, Assistant Community Development Director
Erin Engman, AICP, Senior Planner

DATE: August 11, 2025

SUBJECT:

Consideration of **Ordinance No. 1451-25**, adoption of the 2045 Transportation System Plan and related amendments to the Tualatin Comprehensive Plan and Development Code. File Nos: PTA 25-0001 and PMA 25-0001.

BACKGROUND:

What is a Transportation System Plan?

A Transportation System Plan (TSP) is the part of the Comprehensive Plan that establishes transportation goals and policies and a list of capital projects that are anticipated to be constructed over a 20-year planning horizon. All cities and counties in Oregon are required to have a Comprehensive Plan and a Transportation System Plan (TSP). Tualatin's TSP was last updated in 2012 (Ordinance #1354-13), then later updated in 2014, with several minor updates in 2019 and 2021.

Why update the TSP now?

Over the past decade, Tualatin has experienced growth within its existing boundaries, as well as through expansion to the Basalt Creek Planning Area. The City also committed to a Climate Action Plan in 2024, which included new policies intended to reduce the City's greenhouse gas emissions. Transportation was identified as one of the larger sources of emissions. As a result, the City Council found that it was timely to update the existing TSP's goals, priorities, strategies, and projects to ensure that the TSP best reflects Tualatin's current and future needs.

What is informing the TSP update?

In addition to Council input and feedback from the community, which included a Community Advisory Committee and responses from 2,000 residents, businesses, and visitors, the development of the 2045 TSP is informed by various state, regional, and local plans and regulations. These documents include the Parks Master Plan, the Climate Action Plan, Downtown Revitalization Plans, the City Comprehensive Plan as well as new requirements provided by the State of Oregon's Climate-Friendly and Equitable Communities (CFEC) rules, which is intended to reduce greenhouse gas emissions from transportation. Considering these background documents, both the policy framework of the plan as well as the project list emphasize the need for a balanced transportation system that considers all modes of travel, closely coordinated with county, regional, and state partners.

EXECUTIVE SUMMARY:

The 2045 TSP studied how the transportation system operates by documenting the existing transportation infrastructure and identifying infrastructure gaps or deficiencies. Future transportation needs were identified by assessing current conditions, planned investments, and anticipated population and employment growth

(both locally and regionally). This assessment was informed by input from the community, a Community Advisory Committee, City Council, public feedback, technical advice, and issues highlighted in other plans and studies. Many of the roadway policies and projects from the 2014 TSP have been carried over into this plan with updates, such as changes to road types and travel speeds.

However, a major focus of the 2045 TSP is enhancing facilities for active transportation modes—like walking and bicycling—and improving connections to transit. The goal is to create a more complete, integrated transportation network across Tualatin.

The TSP is included in Exhibit 1 and is organized into the following chapters:

- Chapter 1: Provides background and introduction.
- Chapter 2: Details the public involvement and stakeholder feedback gathered during the development of the TSP.
- Chapter 3: Includes the goals and policies crafted to guide the city's long-range transportation vision.
- Chapter 4: Discusses the TSP's findings and recommendations for each transportation mode. It outlines current conditions and future needs for pedestrians, cyclists, transit users, drivers, and systems like transportation demand management.
- Chapter 5: Covers the financial aspects of the TSP, outlining how the projects and improvements will be funded.
- Chapter 6: Provides a recommended project list.
- Chapter 7: Includes performance measures for tracking progress over time.

TSP Overview:

- Transportation goals and policies have been updated to reflect changing community values for a balanced travel system and new statewide legislation to address carbon emissions. Under the previous TSP, policies were organized by mode, whereas the updated policies have been organized under the new transportation goals identified by input the Community Advisory Committee, City Council, and public outreach efforts, which include: Advance Our Land Use Vision, Provide a High Quality of Life, Expand Opportunities for Safe Multi-Modal Transportation, Advance Climate and Health Goals, and Invest Wisely.
- The functional classifications of the road network have been updated to better align with how the roadways have been functioning. As an example, arterials are generally intended to connect to regional destinations, while connectors are designed to connect to local destinations, and neighborhood routes provide access to residential neighborhoods.
- Level of Service standards have been identified for pedestrian and bike projects located on roads designated collector or under. These standards are intended to offer an even more robust network of safe, low-stress, and comfortable facilities for people of all ages and abilities to walk and roll to destinations.
- Tools have been identified to advocate for needed transit service.
- The 2045 TSP project list contains 113 projects with a total projected cost of \$179 million, which is broken down into \$71.7 million in Complete Streets projects, \$106.8 million in Active Transportation projects, and \$500,000 in Transit projects.

Summary of proposed amendments:

| CHAPTER | TITLE | PROPOSED AMENDMENT |
|----------------------------------|--|---|
| Comprehensive Plan | | |
| 8 | Transportation | <ul style="list-style-type: none"> • Updates to transportation network goals and policies |
| Map 8-1 | Functional Classification & Traffic Signals | <ul style="list-style-type: none"> • Updates functional classifications of select streets • Updates to proposed traffic signals |
| Map 8-4 | Bicycle and Pedestrian Plan | <ul style="list-style-type: none"> • Updates to complete the network |
| Map 8-5 | Transit Plan | <ul style="list-style-type: none"> • Updates to complete the network |
| Map 8-6 | Freight Plan | <ul style="list-style-type: none"> • Updates to match Metro's Plan |
| Tualatin Development Code | | |
| 31 | General Provisions | <ul style="list-style-type: none"> • Updates definitions related to transportation |
| 32 | Procedures | <ul style="list-style-type: none"> • Updates procedural references to driveway approaches |
| 33 | Applications & Approval Criteria | <ul style="list-style-type: none"> • Adds street plan as application requirement • Relocates Driveway Approach Permit/ Closures application requirements and criteria from TDC 74 |
| 36 | Subdivisions | <ul style="list-style-type: none"> • Adds street plan as application requirement • Updates clear and objective citations for Chapters 74 and 75 • Clarifies access requirements for double frontage lots |
| 38 | Signs | <ul style="list-style-type: none"> • Updates reference to functional street classifications |
| 39 | Use Categories | <ul style="list-style-type: none"> • Updates reference to functional street classifications |
| 51 | Neighborhood Commercial Zone | <ul style="list-style-type: none"> • Updates reference to functional street classifications |
| 73B | Landscape Standards | <ul style="list-style-type: none"> • Corrects figure error for Vision Clearance |
| 73G | Masonry Wall Standards | <ul style="list-style-type: none"> • Updates reference to functional street classifications |
| 74 | Public & Private Transportation Facilities and Utilities | <ul style="list-style-type: none"> • Reorganized for readability • Addresses updated functional street classifications • Adds standards for private streets and public alleys |
| 75 | Access Management | <ul style="list-style-type: none"> • Reorganized for readability • Addresses updated functional street classifications • Removes dated references for access limitations |
| APP B | Figures | <ul style="list-style-type: none"> • Corrects figure references • Updates to functional classification cross section standards |

Public Engagement:

The City started by assembling a diverse group of individuals to form a 15-member Community Advisory Committee. In addition, the project team engaged over 2,000 residents, businesses, and visitors in different

activities and events between August 2023 and August 2024, including culturally specific outreach provided in Spanish. Engagement was organized into four different phases:

1. Recruit- Build our project contact list and awareness of the TSP
2. Listen and Learn- Broad engagement, focus groups, workshop, awareness campaign, survey
3. Reflect- Connect the dots. What did we hear? Share draft project recommendations.
4. Refine- Share the draft plan and updated project recommendations. Are we on track? What did we miss?

A variety of public involvement methods were used in the development and review of the 2045 TSP including: Community members participated in the Community Advisory Committee (CAC) and in focus groups, including;

- Agency representatives aided and reviewed through the Technical Advisory Group (TAG);
- In-person and virtual events and online surveys allowed for broader engagement with the wider community;
- Focus group sessions were held with Spanish speaking and BIPOC communities; and
- Targeted outreach was conducted through both digital and printed advertisements, as well as through conversations with community liaisons.

Public Comment:

A number of public comments were received and are included as Exhibit 5. A large number of comments include consideration to remove the proposed traffic improvement at Tualatin Road and SW 115th Avenue.

At the July 14th work session, staff shared a forecasted traffic analysis for the intersection that supported future need for a future intersection improvement project. The analysis found that additional development and growth over the 20-year horizon will cause the intersection to fail. After considering the public comments, the council had suggested that the project be moved from the constrained project list to the unconstrained list. This change has been made to the TSP provided in the public hearing process. By moving the project to the unconstrained list, it will no longer be eligible for government funding. However, the project could be constructed by a developer (*if warranted by development*) and would be eligible for TDT credits. Additionally, the project could be reconsidered as a financially constrained project with the next TSP update, subject to state rules limiting road capacity.

A public comment was also received that expressed:

- Interest in maintaining local vehicular access in the Basalt Creek area. In response, staff notes that Map 8-3 (Local Street Plan) provides minimum local street connectivity and that no updates to this map are proposed by the TSP amendments.
- Concerns regarding the location of trails in the Basalt Creek area. In response, staff notes that Map 8-4 (Bicycle and Pedestrian Plan) and Map 72-2 (Greenway Development Plan) identify approximate locations of trails and pathways and no updates in the Basalt Creek area are proposed by the TSP amendments.
- Concerns regarding the specific policies, criteria and assessment used to evaluate the 2045 TSP. In response, staff notes that the 2045 TSP was evaluated for conformance against all applicable state, regional, and local criteria. A draft set of findings demonstrating conformance was provided to the Planning Commission and a final set of findings will be included with the City Council adoption materials.

PLANNING COMMISSION RECOMMENDATION:

The Planning Commission held a public meeting on June 18th and unanimously recommended that City Council approve an ordinance adopting the 2045 TSP and proposed amendments as provided by the public hearing process. The Planning Commission also made a second advisory motion to the City Council in consideration of concerns from the Riverpark CIO regarding traffic issues at the intersection of 115th Avenue and Tualatin Road. The Planning Commission recommended that involvement of the surrounding neighborhood in the future planning to design and construct intersection improvements.

CLIMATE ACTION PLAN IMPLEMENTATION:

The amendments support several of Tualatin's Climate Action Plan (CAP) strategies, including:

- **Action 5.1.6** Develop a decision matrix to consider alternatives to roadway widening to ease traffic congestion.
- **Action 5.2.6** Update code to increase the planter width to a minimum of 5 feet wide for street trees.
- **Action 6.2.1** Update the Transportation System Plan (TSP) to increase the use of active transportation options.
- **Action 6.2.2** Update the Transportation System Plan (TSP) to increase the use of electric micromobility options.
- **Action 6.2.3** Prioritize building and completing transportation projects that enhance bicycle, pedestrian, and transit access in Tualatin included in the updated Transportation System Plan.

FINANCIAL IMPLICATIONS:

The TSP identifies potential future federal, state, regional, and local funding sources to support projects, as well as on-going operations and maintenance in Exhibit 1, Chapter 6. Examples of transportation funding include the State Highway Fund, Transportation Development Tax, and Road Utility Fees. The state requires a TSP to identify a financially constrained project list that can total up to 125% of projected revenues for transportation. With revenue estimated at \$151.53 million over the planning horizon, the list can total no more than \$189.41 million. The 2045 TSP project list contains 116 projects with a total projected cost of \$179 million, which is broken down into \$71.7 million in Complete Streets projects, \$106.8 million in Active Transportation projects, and \$500,000 in Transit projects.

ATTACHMENTS:

- Attachment A – Presentation
- Ordinance 1451-25
- Exhibit 1 – 2045 Transportation System Plan
- Exhibit 1a – Technical Appendices
- Exhibit 2 – PTA 25-0001
- Exhibit 3 – PMA 25-0001
- Exhibit 4 – 2045 TSP Findings and Analysis
- Exhibit 5 – Public Comments
- Exhibit 6 – Public Notice
- Exhibit 7 – DLCD Extension Letter for -0330
- Exhibit 8 – Draft TSP Comments