



*Tualatin's vision  
for the future*

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**COMPREHENSIVE  
PLAN 2040**



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*Part 1*  
**ABOUT OUR  
COMMUNITY**

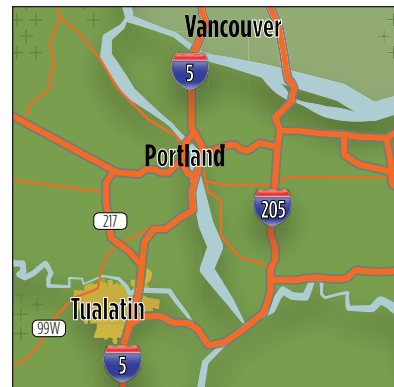
# ABOUT OUR COMMUNITY

The City of Tualatin was incorporated in 1913 and takes pride in being known as a warm and welcoming community for residents, businesses, and retail shoppers alike. The community values a high quality of life and promotes local pride and a sense of ownership, involvement, and belonging.

The earliest known people to live in the place now known as Tualatin were the Atfalati or Tualatin people, part of the larger Kalapuyan people. The Donation Land Claim Act passed by Congress in 1850 abetted white settlers to lay claim to the land in current-day Tualatin. The names associated with these Donation Land Claims are still seen in local place names (Sweek, Hedges, Brown, Byrom). In the 20th century, many donation land claims that had been farmed were subdivided and sold, becoming the industrial, residential, and commercial subdivisions seen today.

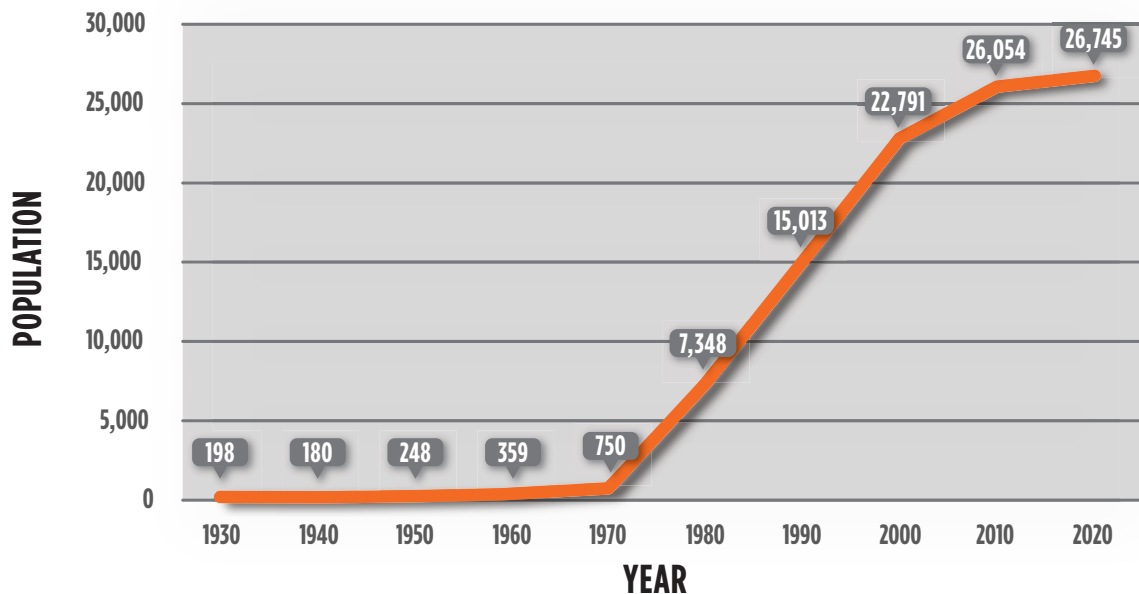
## Location

Tualatin is a southern suburb of Portland, Oregon located along Interstate-5 between Interstate-205, Highway 99W, and Highway 217. The Westside Express Service (WES) commuter rail provides Tualatin residents and visitors access to the greater Portland Metropolitan region. Collectively, these major transportation facilities provide accessible, affordable, and easy movement of goods and people to, from, and within the region.



## Population

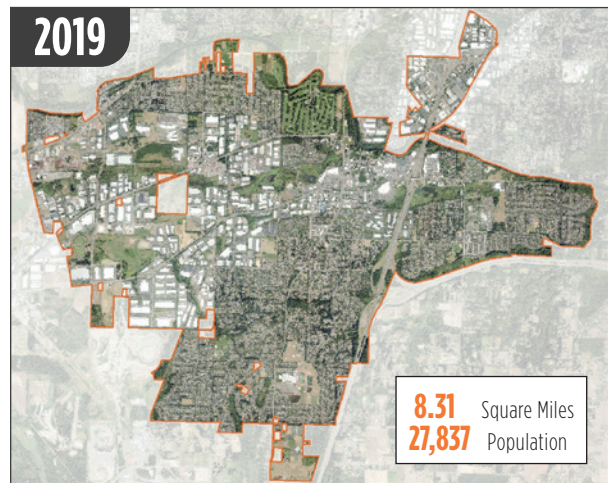
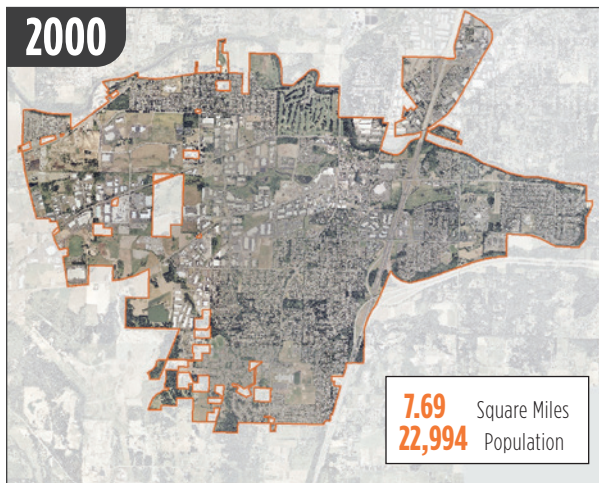
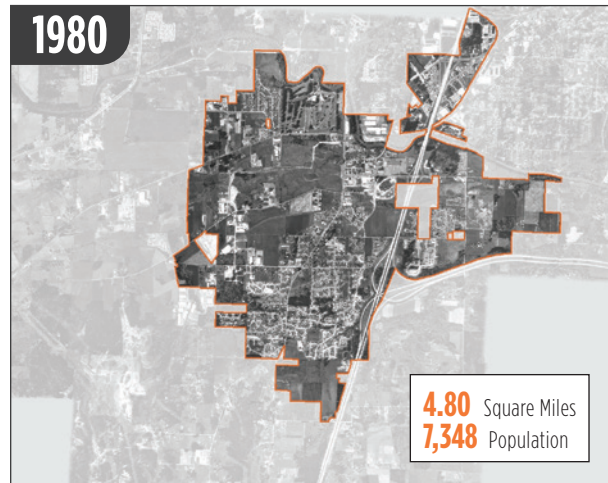
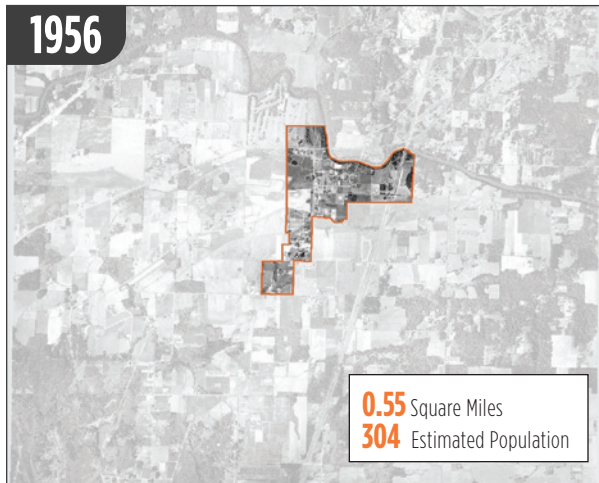
Prior to major growth in the 1970's, Tualatin remained home to less than a thousand people. At the 1980 Census, shortly after the Tualatin Community Plan was written, the population was 7,348 residents. The 2019 PSU Population Research Center certified population estimate is 27,135 residents, representing nearly a four-fold increase in population over those four decades. Growth has slowed after the year 2000 as compared to the city's major growth period in the 1970's through 1990's. Continuing growth is anticipated through development in Tualatin's Urban Planning Area and through infill development.



# Growth

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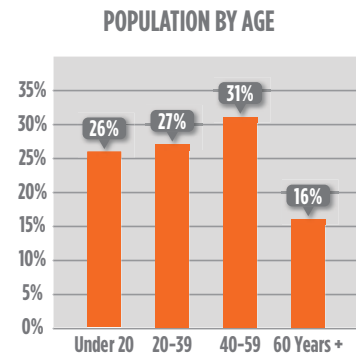
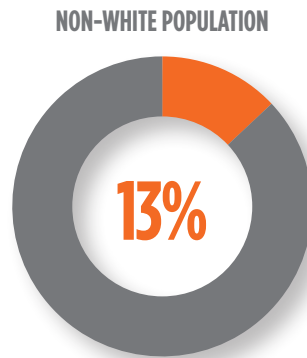
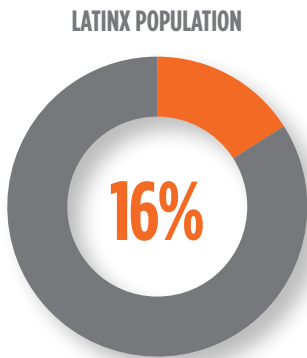
Throughout the years, the City of Tualatin has been one of the fastest growing cities in Oregon. Unlike many other sprawling regions, Tualatin continues to maintain a high standard of living, yet remains an affordable place to locate a family.



# Demographics

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Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. The *Housing Needs Analysis*, that was completed in December of 2019, identified key demographic trends that will influence Tualatin's future needs. The analysis found that Tualatin is more ethnically diverse than the Portland Region, with a Latinx population of 16% in 2017. The *Housing Needs Analysis* also found that Tualatin is less racial diverse than the Portland Region. Tualatin additionally has a slightly larger share of younger people than the Portland Region. About 26% of Tualatin's population and Washington County's population is under 20 years old, compared to 24% of the Portland Region's population.



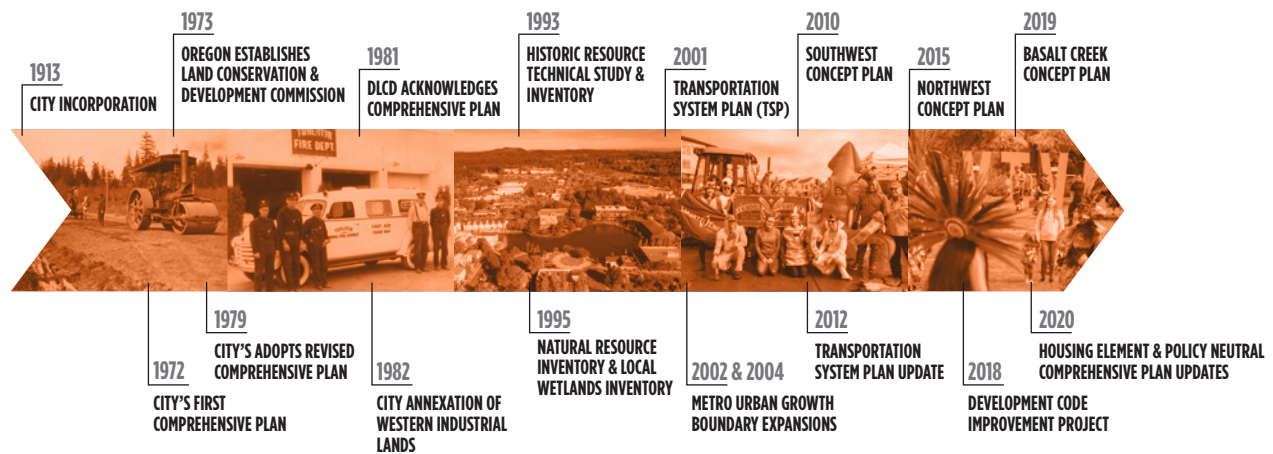
An aerial photograph of a university campus. In the foreground, there's a large, circular plaza with a blue and red geometric pattern. To the left, a large brick building with a flat roof is visible. A winding road with cars is on the right. In the background, there are dense green forests and a prominent snow-capped mountain peak under a clear blue sky. The text 'Part II' is in a white script font, and 'ABOUT THE COMPREHENSIVE PLAN' is in a large, bold, white sans-serif font, both overlaid on the image.

*Part II*  
**ABOUT THE  
COMPREHENSIVE  
PLAN**

# INTRODUCTION

The general purpose of this Comprehensive Plan is to guide the physical development of the City as an official land use guide for City development. The Comprehensive Plan outlines the goals and policies, as well as significant projects and plan maps that guide future development. The Comprehensive Plan is then implemented by the zoning code, zoning maps, service coordinator agreements, annexations, Urban Renewal Areas, and development agreements. The Comprehensive Plan is used when making land use decisions, particularly those that include a change or exception to the established development regulations.

## TIMELINE OF MAJOR COMPREHENSIVE PLAN UPDATES



## Planning Area Description

The study area corresponds to the Urban Growth Boundary (UGB) adopted by the Columbia Region Association of Governments (CRAG) in 1976 or as modified by Metro in 1981, 1986, 1991, 1998, 2002 and 2004. In the eastern and southern portions of the City the line follows the 1976 UGB and the Metro 2002 and 2004 UGB Expansion Decision and the Urban Reserve recommended by Metro in 2010. The western portion of the Study Area corresponds to a line generally following Cipole Road, Pacific Highway and the Bonneville Power Administration right-of-way, while the northern portion of the Study Area follows the natural divide of the Tualatin River and the political boundaries of the cities of Durham, Tigard, Lake Oswego and Rivergrove.

## Agency Coordination

Numerous public agencies have been involved in the planning process. This Plan, as well as Phase I Technical Memoranda, the data base for this Plan, and subsequent modifications to this Plan, were sent to the following public agencies for comment. This coordination is required by statewide planning legislation, and agency comments are on file at the Tualatin City Hall.

- Federal Environmental Protection Agency
- U.S. Army Corps of Engineers
- Oregon Division of State Lands
- Oregon Department of Transportation (Oregon State Highway Division)
- Oregon Department of Environmental Quality
- Land Conservation & Development Commission
- Columbia Region Association of Governments
- Metropolitan Service District (Metro)
- Portland Metropolitan Area Local Government Boundary Commission
- Tri-Met
- County Planning Commissions: Washington & Clackamas
- Cities: Durham, Lake Oswego, Rivergrove, Sherwood, Tigard, Wilsonville
- School Districts: Tigard-Tualatin 23 J & Sherwood 88
- Tualatin Valley Fire & Rescue (Tualatin Rural Fire Protection District)
- Clean Water Services (Unified Sewerage Agency)
- Verizon (General Telephone Company of the Northwest, Inc.)\*
- Northwest Natural Gas Company\*
- Portland General Electric Company\*
- Comcast\*

\*Private utility companies included in coordination



## Interpretation

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Where differences exist between the Plan Map and Plan Text, the Plan Map controls intent unless, otherwise determined by the City Council.



## Definitions

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Definitions of some terms used within the Comprehensive Plan are included below. Where no definition has been provided, a dictionary definition may be presumed.

***Acre.*** A measure of land area containing 43,560 square feet. Gross Acreage is the land area within the lot lines of a unit of land. Net Acreage is the land area within the lot lines of a unit of land after removing land for rights-of-way and tracts.

***Annexation.*** The formal act of adding land to the corporate limits of a City.

***Buildable Lands.*** Land within an Urban Growth Boundary that is vacant, has access to public streets, water and sewer services, and is not subject to natural hazards such as flooding, landslides, etc.

***City.*** The City of Tualatin, Oregon; a municipal corporation.

***Conditional Use.*** A land use category in a Planning District for land uses that may have an adverse impact on other land uses within that district. These uses require special approval procedures and may have conditions attached to their approval so they can be made compatible with surrounding land uses.

***Dedication.*** The act of permanently devoting a portion of private land to a public purpose, which includes, but is not limited to, road right-of-way or a public park.

### ***Density:***

***Gross Residential Density.*** The number of dwelling units per gross acre. See also Acre.

***Housing Density.*** The number of dwelling units per acre of land rounded to the nearest whole number.

***Maximum Net Density.*** Maximum net density applies only to partition, subdivision, and architectural review applications reviewed through the Expedited Process set forth in House Bill 3065, Sections 6-11, 1995 Legislature, and is the land area within the lot lines of a unit of land after land has been removed for rights-of-way and tracts. House Bill 3065's reference to 80 percent of maximum net density in Section 7(1)(a)(E) is calculated by taking the gross acreage and subtracting land removed for rights-of-way and tracts and multiplying that net acreage figure by the maximum allowed density and then multiplying that figure by 80 percent.

***Net Residential Density.*** The number of dwelling units per net acre. See also Acre.

***Design Standards.*** Specific defined criteria formulated to guide the preparation of plans for buildings, landscaping, parks, etc.

## Definitions continued

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**Development Agreement.** An agreement between either the City or the Tualatin Development Commission and a developer that clearly establishes the developer's responsibility regarding project phasing, the provision of public and private facilities, improvements, and any other mutually agreed to terms and requirements.

**Floodplain.** See, TDC Chapter 70 (Floodplain District).

**Grade Crossing.** A crossing of high-ways, railroad tracks, or pedestrian walks or combinations of these at the same ground elevation.

**Greenway.** A naturally landscaped area of land usually located adjacent to watercourses and roadways.

**Growth Controls.** A combination of regulations, public policy and capital expenditures designed to either limit growth or to direct growth into specific geographic areas.

**Historic Resource.** See, Chapter 31 and 68 definitions.

**Housing Starts.** The number of building permits issued for the construction of dwelling units for a specific period of time.

**Land-Extensive.** An industrial use characterized by large storage areas or large land areas needed for manufacturing processes and relatively few employees per acre.

**Land Use Intensity.** The relative concentration or activity generated on a parcel of land by a specific land use.

**Moratorium.** A temporary deferment or delay of construction activity, usually based on the lack of adequate capacity for public facilities such as schools, roads, and sewer and water systems.

**Multi-Mode Transportation.** A mix of transportation forms usually integrated as a system.

**Needed Housing.** As defined by the State of Oregon, means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels, including at least the following housing types:

- a. Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- b. Government assisted housing;
- c. Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;
- d. Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions; and
- e. Housing for farmworkers.

**Official Map.** A legislatively adopted map indicating the exact location of public improvements such as streets, with the purpose of prohibiting uses within these locations that would prohibit future municipal use of the location.

**Peak Hour.** A specific period of time at which traffic counts are highest.

**Planning District.** See, Chapter 31 definitions.

**Right-of-Way.** A strip of land reserved for public uses, which includes, but is not limited to, roadways, sewer facilities, water facilities, and stormwater facilities.



## Definitions continued

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Transportation Mode. A form of transportation such as the automobile mode, bus mode, light rail mode, etc.

Truck Route. A selected course of travel for trucks, primarily intended to route trucks away from residential neighborhoods.

Unincorporated Land. Land not within the corporate or city limits of a city.

Urban Growth Boundary. An adopted line at or outside the current City limits defining an area that would accommodate future City growth.

Urban Growth Management Agreement (UGMA). An agreement between the City and Clackamas County establishing a process for coordinating comprehensive planning and development in a geographically defined area composed of both area within city limits and unincorporated properties.

Urban Planning Area Agreement (UPAA). An agreement between the City and Washington County establishing a process for coordinating comprehensive planning and development in a geographically defined area composed of both area within city limits and unincorporated properties.

Transportation Mode. A form of transportation such as the automobile mode, bus mode, light rail mode, etc.



## *Supporting Technical Memoranda*

### BACKGROUND AND SUPPORTING DOCUMENTS ADOPTED AS PART OF THE COMPREHENSIVE PLAN

TITLE	YEAR	ORDINANCE
<i>Economic Opportunities Analysis</i>	2019	<i>To be determined</i>
<i>Housing Needs Analysis</i>	2019	<i>To be determined</i>
<i>Parks and Recreation Master Plan</i>	2019	1427-19
<i>Sewer Master Plan</i>	2019	1427-19
<i>Water Master Plan</i>	2013	1359-13
<i>Transportation System Plan (TSP)</i>	2012	1354-13
<i>Natural Resource Inventory and Local Wetlands Inventory</i>	1995	979-97
<i>Historic Resource Technical Study and Inventory</i>	1993	844-91; 894-93
<i>Tualatin Drainage Plan</i>	1979	491-79

### AREA-SPECIFIC CONCEPT PLANS

<i>Basalt Creek Concept Plan</i>	2019	1418-19
<i>Southwest Tualatin Concept Plan</i>	2010	1321-11
<i>Northwest Tualatin Concept Plan</i>	2005	1191-05



# 3 HOUSING

## *Purpose*

The purpose of this chapter is to provide the community's goals and policies for housing and future residential growth in Tualatin, which are generally implemented by more specific provisions in the Tualatin Development Code. These goals and policies are based on Tualatin's most recent Housing Needs Analysis (Appendix XX) and Housing Strategies (Appendix XX), which are incorporated by reference into the Comprehensive Plan. Strategic actions are also included that reflect policies identified in the Housing Needs Analysis and Housing Strategies that are not implemented by Tualatin Development Code or may require further evaluation.

A Housing Needs Analysis examines a city's existing supply of buildable lands (Buildable Lands Inventory), and compares that with projected population growth, in order to identify housing needs for a 20 year period as well as housing and growth policy recommendations based on those needs. Tualatin's housing and residential growth chapter also incorporates Oregon state and Portland metropolitan regional housing policy. The state's housing policy guidance is provided by Oregon Statewide Planning Goal 10 and Oregon Administrative Rule (OAR) 660 Division 7. The Portland metropolitan region's housing guidance is provided by Metro Urban Growth Management Functional Plan Title 7.

*Since the Comprehensive Plan's initial adoption in the late 1970s, to present, the City's housing and residential growth have changed tremendously.*

Since the Tualatin Comprehensive Plan's initial adoption in the late 1970s, to present, the City's housing and residential growth have changed tremendously as Tualatin has experienced periods of rapid growth on its way from a small town comprised of mostly single-family housing to a medium-sized city with a diverse mix of housing types. Looking forward, as Tualatin's future housing needs and residential growth outlook continue to evolve, Tualatin is committed to regular periodic updates of its Buildable Lands Inventory and Housing Needs Analysis, which are incorporated by reference, and to the extent necessitated by these updates, updated Comprehensive Plan goals, policies, and strategic actions.

## *Goals & Policies*

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### **GOAL 3.1: HOUSING SUPPLY.**

Ensure that sufficient land is designated and has urban services to support development so the supply is adequate for all needed housing and housing types at the needed densities identified in the Housing Needs Analysis or through additional evaluation. Consider the development-ready residential land supply as part of ongoing functional planning efforts to provide necessary urban services in support of residential development.

**POLICY 3.1.1 DENSITY.** Maintain a citywide residential density of at least eight (8) dwelling units per net acre.

**POLICY 3.1.2 ZONING FOR MULTIFAMILY.** Provide zoning for multifamily development, which may be located in areas adjacent to transit.

**POLICY 3.1.3 COMMERCIAL ACTIVITY.** Allow home-based businesses and occupations in all residential zones, subject to regulations to minimize impact to housing supply and uses in commercial and industrial zones. Provide for compatible agricultural uses in areas where significant development barriers are present, or where compatible with permitted residential uses.

## Goals & Policies Continued

**POLICY 3.1.4 CLEAR AND OBJECTIVE REVIEW.**

Provide for clear and objective review standards for all residential development and redevelopment.

**POLICY 3.1.5 COORDINATION.** Coordinate with local, state, and regional governments, districts, and stakeholders to support Tualatin’s housing needs.

### *Strategic Actions*

- Evaluate opportunities to increase development densities within Tualatin’s existing zones by modifying the Development Code.
- Evaluate opportunities to rezone land to provide additional opportunities for multifamily housing development.
- Development a system to actively monitor changes in land supply that can accommodate housing and mixed-use housing and employment and evaluate success every two years.
- Evaluate future infrastructure planning for consistency with the Housing Needs Analysis and Housing Strategies.

**GOAL 3.2: HOUSING FOR ALL.**

Encourage development and preservation of housing that is affordable for all households in Tualatin.

### *Strategic Actions*

- Identify policies to support development of housing affordable to households earning less than 60% of the median family income in Washington County (\$48,900 or less for a household size of four people).
- Develop policies to prevent and address homelessness.
- Develop policies to prevent or mitigate residential displacement resulting from redevelopment and increases in housing costs in Tualatin.
- Evaluate partnerships with organizations to establish a land bank or land trust.
- Evaluate system development charge financing opportunities.

**GOAL 3.3: AFFORDABLE HOUSING.**

Encourage the establishment of funding sources to support development of affordable housing and related public infrastructure.

### *Strategic Actions*

- Evaluate how best to leverage funds from regional, state, and other sources to support development of affordable housing.
- Evaluate the establishment of local funding sources for affordable housing such as a construction excise tax.

## Goals & Policies Continued

### GOAL 3.4: REDEVELOPMENT.

Encourage strategic planning and redevelopment in Tualatin to create new mixed-use residential and commercial planning districts.

**POLICY 3.4.1 COORDINATION.** Coordinate economic development planning and housing planning.

#### *Strategic Actions*

- Evaluate establishment of a new urban renewal district to include a minimum 25% funding set aside for affordable housing for households earning 60% or MFI or less.
- Establish a planning process for the creation of new mixed-use housing and employment and guide or incentivize redevelopment to include a portion of City's identified needed housing.
- Evaluate redevelopment of underutilized commercial buildings for housing.

### GOAL 3.5: HOUSING AND TRANSPORTATION.

Encourage development and redevelopment in Tualatin that supports all modes of transportation, including walking, biking, and mass transit.

**POLICY 3.5.1 COORDINATED PLANNING.** Make updates to the Transportation System Plan consistent with housing and residential growth goals, policies, and strategic actions.

#### *Strategic Actions*

- Evaluate development of a design and planning framework for neighborhoods that includes a mixture of housing types, neighborhood uses, and amenities, enabling Tualatin residents to access services and amenities through active modes.

### GOAL 3.6: RESIDENTIAL GROWTH.

Residential growth by annexation or expansion to the Urban Planning Area or Urban Growth Boundary will be coordinated with local, state, and regional governments, districts, and stakeholders.

#### **POLICY 3.6.1 CONSENT-DRIVEN ANNEXATION.**

Only property owners may initiate annexation of property within Tualatin's Urban Planning Areas, including cases involving unincorporated "islands" of property surrounded by land annexed previously. Property owner petitions for annexation may be granted if the petition is in conformance with local, state and regional policies.

**POLICY 3.6.2 COORDINATION.** Coordination will be made with local, state, and regional governments, districts, and stakeholders on residential growth.

### GOAL 3.8 HOUSING AND RESIDENTIAL GROWTH AND THE ENVIRONMENT.

Plan for housing and residential growth to minimize and mitigate for environmental impacts.

#### **POLICY 3.8.1 ENVIRONMENTAL PROTECTION.**

Housing and residential growth policies will be evaluated for consistency with the environmental protection goals and policies of Chapter 7 (Parks, Open Space, and the Environment).

# 6 HISTORIC PRESERVATION

## 16.010 Background

Tualatin's history is directly tied to the agricultural based economy which historically supported the majority of its residents. The development patterns from this agricultural base left a scattering of residential dwellings and structures on the landscape with a small core area for retail activities. This pattern continued until the 1970's when rapid growth came to the area. From the 1970's to 1991 the City experienced rapid growth in residential, commercial and industrial activities. The once thriving agricultural economic base was transformed into a suburban extension of the Portland Metropolitan area. Along with this economic prosperity came the loss of many of the historic resources which once identified the community.

The City of Tualatin Comprehensive Plan—Phase I—Technical Memoranda developed in 1979 identified seven structures in the central area of downtown. These structures were subsequently given historic status and regulations pertaining to modifications, demolitions and alterations for the designated resources were adopted and integrated into the Tualatin Development Code. The Technical Memoranda further indicated additional historic resources are located in Tualatin and that urban development would cause the loss of these resources. The report concluded that the City should investigate ways to preserve the history of the community.

### *Objectives*

*Enhance property values and increase economic and financial benefits to the City and its inhabitants;*

*Carry out the provisions of Statewide Planning Goal 5.*

## *Goals*

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### **16.1: PRESERVATION**

**POLICY 16.1.1** Promote the historic, educational, architectural, cultural, economic, and general welfare of the public through the identification, preservation, restoration, rehabilitation, protection and use of those buildings, structures, sites and objects of historic interest within the City;

**POLICY 16.1.2** Strengthen the economy of the City by encouraging property owners to preserve historic resources for tourists, visitors and residents;

**POLICY 16.1.3** Identify and preserve diverse architectural styles reflecting periods of the City's historical and architectural development, encourage complementary design and construction for alterations affecting historic resources and encourage relocation of historic resources over demolition;

**POLICY 16.1.4** Identify and resolve conflicts between the preservation of historic resources and alternative land uses;

**POLICY 16.1.5** Integrate the management of historic resources into public and private land management and development processes;

**POLICY 16.1.6** Upon annexation, potential historic resources located outside of the City, but within the City's planning area shall proceed through the significance review, conflicting use and economic, social, environmental and energy analysis;

**POLICY 16.1.7** Identify and list additional properties to the current list of protected historic resources. Review the impacts on landmarks when public improvement projects are proposed;



## Downtown Resources



- 1 WINONA GRANGE HALL**  
*The Winona Grange was constructed as a Civic Building in 1940*
- 2 ROBINSON STORE**  
*The Robinson store was constructed in 1912 by John L. Smith, who contributed greatly to the development of Tualatin.*
- 3 SWECK HOUSE**  
*The Sweck house was constructed in 1858. John Sweck was responsible for platting the first town of Tualatin in 1888.*
- 4 SMITH/BOONE HOUSE**  
*This home was constructed in 1895 by John L. Smith for his sister and her husband, who was a descendant of Daniel Boone.*
- 5 WESCH HOUSE**  
*This house was constructed in 1890 by John Wesch, who was a saloon proprietor.*
- 6 LITTLE WHITE HOUSE**  
*This house was constructed in 1890 and was also owned by the John Wesch family.*
- 7 TUALATIN METHODIST CHURCH**  
*The church was constructed in 1926 on land donated by the John L. Smith family. It is now home to the Tualatin Heritage Center.*

### 16.1: PRESERVATION CONTINUED

**POLICY 16.1.8** Retain landmarks on parcels which cannot be partitioned or subdivided by preserving and not demolishing or relocating them. Retain landmarks located on parcels which can be partitioned or subdivided by property owners and developers integrating the resource into proposed lot configurations and development proposals.

### 16.2: EDUCATION

**POLICY 16.2.1** Foster community and neighborhood pride and sense of identity based on recognition and use of historic resources;

**POLICY 16.2.2** Encourage public awareness, understanding and appreciation of the City’s history and culture; Promote the enjoyment and use of historic resources appropriate for the education and recreation of the people of Tualatin.