

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF RECOMMENDING) RESOLUTION NO. 84-441
A CONTINUANCE OF THE CITY OF)
TIGARD'S REQUEST FOR ACKNOWLEDGMENT) Introduced by the Regional
OF COMPLIANCE WITH LCDC GOALS) Development Committee

WHEREAS, Metro is the designated planning coordination body under ORS 260.385; and

WHEREAS, Under ORS 197.255 the Council is required to advise LCDC and local jurisdictions preparing Comprehensive Plans whether or not such plans are in conformity with the Statewide Planning Goals; and

WHEREAS, The city of Tigard is now requesting that LCDC acknowledge its Comprehensive Plan as complying with the Statewide Planning Goals; and

WHEREAS, LCDC Goal 2 requires that local land use plans be consistent with regional plans; and

WHEREAS, The city of Tigard's Comprehensive Plan has been evaluated for compliance with LCDC Goals and regional plans adopted by Metro in accordance with the criteria and procedures contained in the "Metro Plan Review Manual," as summarized in the Staff Report attached as Exhibit "A"; and

WHEREAS, Metro finds that the city of Tigard's Comprehensive Plan does not comply with LCDC Goals No. 2 and 10; now, therefore,

BE IT RESOLVED,

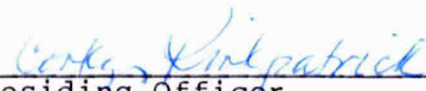
1. That the Metro Council recommends to LCDC that the city of Tigard be granted a continuance of their request for

acknowledgment unless the City satisfactorily responds to the Goal No. 2 and Goal No. 10 issues raised in Exhibit "A" at which time the Metro Council will support acknowledgment of Tigard's Comprehensive Plan.

2. That the Executive Officer forward copies of this Resolution and Staff Report attached hereto as Exhibit "A" to LCDC, the city of Tigard and to the appropriate agencies.

3. That, subsequent to adoption by the Council of any goals and objectives or functional plans after January 1984, the Council will again review Tigard's plan for consistency with regional plans and notify the city of Tigard of any changes that may be needed at that time.

ADOPTED by the Council of the Metropolitan Service District
this 26th day of January, 1984.



Presiding Officer

MB/srb
0328C/366
01/12/84

STAFF REPORT

Agenda Item No. 6.2

Meeting Date January 26, 1984

CONSIDERATION OF A RESOLUTION RECOMMENDING
A CONTINUANCE OF THE CITY OF TIGARD'S REQUEST
FOR ACKNOWLEDGMENT OF COMPLIANCE WITH LCDC GOALS

Date: January 10, 1984

Presented by: Mark Brown

FACTUAL BACKGROUND AND ANALYSIS

Metro staff reviewed the Draft Tigard Comprehensive Plan in October 1983 and provided the City with comments. The City adopted its plan on November 9, 1983, and submitted it to LCDC on November 18, 1983, requesting acknowledgment. Based on a final review of the plan documents with the Metro Plan Review Manual, staff finds that there are acknowledgment issues of major regional concern with Goals No. 2 and 10 and, therefore, recommends LCDC grant a continuance. The Acknowledgment Review (Exhibit "A") includes recommendations for resolving both goal problems. If these issues are resolved prior to the LCDC hearing, staff will, with Regional Development Committee concurrence, support acknowledgment on behalf of the Council.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of this Resolution.

COMMITTEE CONSIDERATION AND RECOMMENDATION

The Regional Development Committee unanimously recommends approval of Resolution No. 84-441 as amended.

MB/srb
0328C/366
01/12/84

EXHIBIT "A"

CITY OF TIGARD ACKNOWLEDGMENT REVIEW

Background

Tigard's Comprehensive Plan is comprised of three documents:

- Vol. 1 - Resource Document
- Vol. 2 - Findings, Policies and Implementation, Strategies
- Vol. 3 - Community Development Code

Tigard's planning area includes certain urban unincorporated areas in Washington County. By urban planning area agreement with the County, the Tigard Comprehensive Plan is the plan by which land use decisions will be made in these areas. The County retains legal jurisdiction over development proposals for the area outside the city limits.

Goal No. 1: Citizen Involvement

The City's citizen involvement process was established in 1973 with the formation of the Neighborhood Planning Organizations (NPO). Between 1974 and 1979 the seven NPOs were actively involved in the preparation of their neighborhood plans. Beginning in 1981, the City undertook the preparation of a community-wide comprehensive plan combining the various NPO plans. The Committee for Citizen Involvement (CCI) in this process was comprised of NPO chairpersons, Planning Commission chairperson, a Council member, a Park Board member and City staff. The City has adopted policies and strategies for an ongoing citizen involvement process revolving around the CCI and NPOs.

Conclusion: There are no acknowledgment issues of major regional concern with Goal No. 1.

Goal No. 2: Land Use Planning

Goal No. 2 requires that the City's comprehensive plan be coordinated with the plans of Washington County and Metro. To comply with the regional aspects of Goal No. 2, the City must have a valid Urban Planning Area Agreement (UPAA) with Washington County and must recognize Metro's authority to require "re-opening" of the City's plan to conform to adopted regional functional plans, i.e., the Regional Transportation Plan (RTP). The City and the County have a valid UPAA and the City's comprehensive plan contains Metro's required "opening language."

As the City's plan is an "active plan," the City and the County must both adopt a plan(s) for the urban unincorporated portion of the City's planning area. At the present time, the County has not adopted the City's plan or developed a plan of its own for this area.

Conclusion: Until the City and the County have adopted a valid plan(s) for the active planning area, the City's plan cannot be found to be in compliance with Goal No. 2. A reasonable course of action at this point would be for the County to adopt the City's plan for the unincorporated area, and implement that plan with County zoning. If the County makes a written commitment to proceed in this manner, the Metro Council would consider this action to be sufficient to find the City's plan in compliance with Goal No. 2.

Goal No. 3: Agricultural Lands

Not applicable.

Goal No. 4: Forest Lands

Not applicable; forested areas are considered as part of Goal No. 5.

Goal No. 5: Open Space, Scenic and Historic Areas and Natural Resources

Goal No. 5 requires that a certain process be followed as specified in OAR 660-16-00. That process involves the identification of significant resources and the consideration of economic, social, environmental and energy consequences where conflicting uses have been identified. The ultimate policy choices that must be made are to protect the resource site, allow conflicting uses, or limit conflicting uses. This process has been presented in the City's Resource Document.

Through this process, the City has determined that three historic structures are "significant": the Windmill, John F. Tigard House, and Durham Elementary School. In keeping with the procedures under OAR 660-16-00 and the recommendations in the Resource Document, the Historic overlay district designation should be placed on these properties. The City has other historic structures that are still under consideration and have not yet been determined to be significant. The City has indicated that they intend to proceed with the Historic overlay designation for all properties at the same time once the other structures are analyzed. This intention is not expressed as a plan policy or strategy. As a result, the plan document does not fully express the City's intent, but this is not an acknowledgment issue of major regional concern.

Conclusion: There are no acknowledgment issues of major regional concern.

Goal No. 6: Air, Water and Land Resource Quality

DEQ and Metro share responsibility for air quality planning in the region and have jointly prepared the State Implementation Plan (SIP) for the Portland area. The City's plan includes policies and strategies to coordinate with the state and Metro in efforts aimed at reducing air pollution.

Metro is the lead agency for "208" water quality planning in the region. The City's plan includes policies to comply with applicable water quality standards and to cooperate with Metro in the improvement of water quality.

The plan also includes findings, policies and strategies recognizing the regional nature of solid waste disposal, and Metro's authority to prepare and implement a solid waste management plan.

Conclusion: There are no acknowledgment issues of major regional concern.

Goal No. 7: Natural Hazards

The City's Resource Document includes an identification of the physical limitations and natural hazards affecting development in the planning area. In turn, the plan contains policies and implementing strategies for areas containing physical limitations and natural hazards. The Community Development Code regulates development in these areas through the provisions of the "Sensitive Lands" overlay district.

Conclusion: There are no acknowledgment issues of major regional concern.

Goal No. 8: Recreation

The City's plan has established a park and recreation standard of 10 acres per 1,000 population. At the present time, the City has approximately 12 acres of park land per 1,000 population. To meet the park and recreation needs of the City to the year 2000, the City utilizes a system development charge to acquire and develop park land. In addition, the Planned Development overlay district is required of all properties containing "Sensitive Lands." This district establishes certain standards for private or shared recreation areas which are required.

Conclusion: There are no acknowledgment issues of major regional concern.

Goal No. 9: Economy

The City has estimated that the increase in employment within the planning area between 1980 and 2000 will be 11,500 jobs. To accommodate this growth in employment, the plan designates 270 vacant buildable acres for commercial development and 224 acres for industrial development. These properties are attractive because of their close proximity to the transportation network, similar land uses and the availability of public facilities. The comprehensive plan contains policies and strategies promoting coordinated economic development of these areas.

Conclusion: There are no acknowledgment issues of major regional concern.

Goal No. 10: Housing

Goal No. 10 requires a demonstration that sufficient buildable residential land has been designated under clear and objective approval standards to meet projected housing needs. Within the Metro area the OAR's stipulate that Tigard must provide for new construction to be at least 50 percent attached single family or multi-family, and a minimum overall density of 10 dwelling units per net buildable acre.

The plan permits outright in the residential zones an overall density of 9.0 dwelling units per net buildable acre. To achieve 10.0 units per net buildable acre the City relies upon the development of 1,260 dwelling units in the professional office and central business district (CBD) zones, and redevelopment in the CBD and Tigard Triangle areas to achieve 383 units. This development is expected to occur at 40 dwelling units per acre. Residential use is permitted by right above the first floor in these areas. As a result, the City can statistically argue that it has provided for an overall density of 10.0 dwelling units per net acre with a 41 percent single family, 59 percent multi-family housing split on new construction. However, the City's plan documents do not contain findings to support the reasonableness of expecting the sort of residential/commercial mixed use envisioned in the plan. Without this documentation, staff cannot attest to the City's ability to meet the housing rule.

Conclusion: The City's Plan provides the opportunity for sufficient housing to meet the housing mix and density provisions of the OARs. However, the reasonableness of expecting mixed use development with 40 dwelling units per acre in the CBD and Tigard Triangle must be demonstrated. It is recommended that the City prepare additional findings to support the expectation of achieving the 40 dwelling units per acre needed to meet the housing rule. This is an acknowledgment issue of major regional concern. Upon receipt of adequate supporting information, Metro will call a special meeting of the RDC to determine if the City's plan is in compliance with Goal No. 10.

Goal No. 11: Public Facilities and Services

The City has inventoried the existing public facilities and services, and examined the service capabilities within the planning area. In addition, the City has adopted policies and implementing measures providing for the orderly and efficient arrangement of facilities and services.

The service capability analysis does not extend to the sewage treatment facility at Durham. The City has a plan policy to develop a "comprehensive sewer plan" which will identify future capacity needs of the sewer system.

Conclusion: There are no acknowledgment issues of a major regional concern. Metro emphasizes the need to complete the "comprehensive sewer plan" in a timely manner in coordination with the Unified Sewerage Agency.

Goal No. 12: Transportation

Metro's RTP sets forth regional transportation goals and objectives, and recommends improvements to the year 2000. Local jurisdictions must demonstrate consistency with the RTP by December 31, 1983. Metro reviewed the draft plan in October 1983 and noted several areas of inconsistency between the RTP and the City's transportation plan as follows:

- The regional transitways identified in the RTP that affect Tigard should be included in the Tigard plan.
- The regional transit trunk routes serving Tigard identified in the RTP should be specified in the Tigard plan.
- Other streets suitable for subregional transit trunk routes and local transit service should be identified in the Tigard plan as a guide to Tri-Met.
- Pacific Highway should be designated as an "RTP-Principal Arterial."
- The proposed Tigard plan should commit to working with Metro and the affected jurisdictions to resolve the issues surrounding the need for an alignment of potential Major Arterial connections between I-5 and Pacific Highway and Pacific Highway and Murray Boulevard and recognize that amendments to the Tigard plan may be necessary to accommodate the results of that study.
- The Minor Arterial designations attributed to the RTP are premature pending the inclusion of a Minor Arterial and Collector System in the RTP.

The City has indicated that they will work with Metro and the County to resolve these inconsistencies.

Conclusion: While the inconsistencies between the RTP and the City's plan remain, the City has indicated in writing that it will work with Metro to resolve these differences. Metro does not object to acknowledgment of Goal No. 12, but emphasizes the need to work with Metro on a solution to these inconsistencies.

Goal No. 13: Energy Conservation

There are no acknowledgment issues of major regional concern.

Goal No. 14: Urbanization

There are no acknowledgment issues of major regional concern.

MB/srb
0328C/366
01/12/84