

**RECOMMENDATION AND FINDINGS
OF THE PLANNING COMMISSION
FOR THE CITY OF TIGARD, OREGON**



SECTION I. APPLICATION SUMMARY

FILE NAME: Economic Opportunities Analysis (EOA) Adoption

CASE NO: Comprehensive Plan Map Amendments (CPA)

**CPA2024-00002
CPA2024-00004**

APPLICANT: City of Tigard
13125 SW Hall Blvd.
Tigard, OR 97223

PROPOSAL: The City is proposing adoption of an Economic Opportunities Analysis (EOA) and associated Comprehensive Plan amendments.

LOCATIONS: Citywide.

ZONES: Citywide.

APPLICABLE PROVISIONS: Oregon Statewide Planning Goals: 1 (Citizen Involvement), 9 (Economic Development)
Metro Urban Growth Management Functional Plan (Chapter 3.07) Title 8 (Compliance Procedures)
Tigard Comprehensive Plan Goals: 1 (Citizen Involvement), 9 (Economic Development)
Tigard Community Development Code Chapters: 18.710 and 18.790

SECTION II. PLANNING COMMISSION RECOMMENDATION

The Planning Commission recommends the City Council adopt the proposed amendments, with any alterations as determined appropriate through the public hearing process.

SECTION III. BACKGROUND INFORMATION

Proposal Description:

Statewide Planning Goal 9 requires the city to periodically review the economy through an Economic Opportunities Analysis (EOA), including whenever the city intends to make significant changes in the regulations affecting employment lands within the city. The City of Tigard's most recent EOA was completed in 2011. Many factors have come together to warrant a new analysis and a comprehensive

overhaul of the city's regulations for employment land. These factors include unanticipated changes in industrial and commercial development patterns and business operations and a highly constrained employment land supply.

As part of the long range planning project Tigard MADE (Maintain, Advance, and Diversify Employment), the city hired Johnson Economics in 2021 to complete a new EOA. The new EOA was completed in 2022 and found that over the next 20 years, assuming employment in the city continues to grow at a rate of 1.8 percent annually, the demand for jobs in the City of Tigard will increase 45,517 to at least 55,766 employees by 2041.

The 2022 EOA translates these employment projections into forecasts for land demand and built form. Inclusive of all industries, the City's employment is projected to grow by up to 18,971 new employees, **necessitating up to 1,132.1 acres** of developable land over the next 20 years (Attachment 1). There is currently an **estimated 230.91 acres of vacant, partially vacant, or redevelopable land available** to accommodate this projected growth. Therefore, the City is land-constrained, meaning there is not sufficient land supply available to accommodate the projected employment growth.

Community Development staff worked with the Tigard City Council and Planning Commission to develop policy recommendations to address this serious shortfall. The policy recommendations include a new approach to land use regulations with a focus on promoting mixed-use development, preserving land for industrial users, and enhancing connectivity between employment uses. While these changes will not fully solve the problem presented by Tigard's land constrained situation, they will aid in promoting more job density within the limited land supply.

Public Involvement

Previous Tigard MADE briefings have introduced the extensive community outreach conducted over the course of this project since 2020 (Attachment 2).

SECTION IV. APPLICABLE PROVISIONS, FINDINGS, AND CONCLUSIONS

This section contains all applicable city, regional, and state provisions that apply to the proposed Comprehensive Plan Amendment and Development Code Amendment, and findings detailing how each provision is met.

STATEWIDE PLANNING GOALS AND GUIDELINES

State planning regulations require cities to adopt and amend Comprehensive Plans and land use regulations in compliance with the state land use goals. Because the proposed code amendments have a limited scope and the text amendments address only some of the topics in the Statewide Planning Goals, only applicable statewide goals are addressed below.

Statewide Planning Goal 1 – Citizen Involvement:

This goal outlines the citizen involvement requirement for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.

FINDING: Intensive community outreach was conducted as part of the Tigard MADE project (Attachment 2). Specifically related to the adoption process for the MADE project and 2022 EOA, the notice requirements set forth in Section 18.710.110 (Type IV Procedures) were met. A request for comments was sent to affected government agencies and interested parties on February 12, 2024 and notice

of hearings was sent to these parties by email on February 27, 2024. An additional notice was posted in three public locations on February 27, 2024 and published in the Tigard Times newspaper on February 29, 2024. A minimum of two public hearings will be held (one before the Planning Commission and the second before the City Council) at which an opportunity for public input is provided. This goal is satisfied.

Statewide Planning Goal 9 – Economic Development

This goal outlines how cities and counties must plan to ensure that they have enough land available to realize economic growth and development opportunities.

FINDING: The city’s 2022 EOA found that the city would need an approximate 600-1100 acres of land in order to accommodate projected job growth in Tigard over the next 20 years. The 2022 EOA also found that Tigard has only approximately 230 acres of vacant or redevelopable land remaining. Therefore, an innovative approach to accommodating economic growth and development within the city’s limited employment land supply is necessary. In response, the city is proposing Comprehensive Plan amendments and Development Code changes that will help the city promote job density using its remaining available land over the next 20 years. This goal is satisfied.

CONCLUSION: Based on the findings above and the related findings below, the Planning Commission finds the proposed comprehensive plan amendments and EOA are consistent with applicable Statewide Planning Goals.

METRO’S URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

State planning regulations require cities within the Metro service area to adopt and amend Comprehensive Plans and land use regulations in compliance with Metro’s Urban Growth Management Functional Plan. Because the proposed Code Amendments have a limited scope and the text amendments address only some of the topics in METRO’s Urban Growth Management Functional Plan, only applicable Titles are addressed below.

Title 8 – Compliance Procedures

A city or county proposing an amendment to a comprehensive plan or land use regulation shall submit the proposed amendment to the COO at least 35 days prior to the first evidentiary hearing on the amendment. The COO may request, and if so the city or county shall submit, an analysis of compliance of the amendment with the functional plan. If the COO submits comments on the proposed amendment to the city or county, the comment shall include analysis and conclusions on compliance and a recommendation with specific revisions to the proposed amendment, if any, that would bring it into compliance with the functional plan. The COO shall send a copy of comment to those persons who have requested a copy.

FINDING: Notice and a copy of the proposed code amendments were provided to Metro on February 12, 2024. No comments on the EOA were received. This title is satisfied.

CONCLUSION: Based on the findings above, the Planning Commission finds that the proposed comprehensive plan amendments and EOA are consistent with Metro’s Urban Growth Management Functional Plan.

TIGARD COMPREHENSIVE PLAN

State planning regulations require cities to adopt and amend comprehensive plans and land use regulations in compliance with the state land use goals and consistent with their adopted comprehensive plan goals and policies. Because the development code amendments have a limited scope and the text amendments address

only some of the topics in the Tigard Comprehensive Plan, only applicable comprehensive plan goals and associated policies are addressed below.

Comprehensive Plan Goal 1: Citizen Involvement

Goal 1.1: Provide citizens, affected agencies, and other jurisdictions the opportunity to participate in all phases of the planning process.

FINDING: The proposed amendments are the result of multi-year community planning and engagement efforts associated with the Tigard MADE (Maintain, Advance, and Diversify Employment) project (Attachment 2). Specifically related to the adoption process for the MADE project and 2022 EOA, the notice requirements set forth in Section 18.710.110 (Type IV Procedures) were met. A request for comments was sent to affected government agencies and interested parties on February 12, 2024 and notice of hearings was sent to these parties by email on February 27, 2024. An additional notice was posted in three public locations on February 27, 2024 and published in the Tigard Times newspaper on February 29, 2024. A minimum of two public hearings will be held (one before the Planning Commission and the second before the City Council) at which an opportunity for public input is provided. This policy is satisfied.

Goal 9.1: Develop and maintain a strong, diversified, and sustainable economy.

FINDING: Tigard MADE recognizes the redevelopment potential of the city's employment lands. While currently home to pockets of mixed-use activity and a host of small businesses, much of the city's employment land is also underutilized. The EOA and associated policies promote code solutions that allow for more businesses in more locations, more businesses with higher job density, and fewer barriers to innovative development. This policy is satisfied.

CONCLUSION: Based on the findings above, the Planning Commission concludes that the proposed comprehensive plan amendments and EOA are consistent with applicable provisions of the Tigard Comprehensive Plan.

APPLICABLE PROVISIONS OF THE TIGARD DEVELOPMENT CODE

Section 18.790: Zoning Map and Text Amendments

18.790.020 Legislative Amendments

A. Approval process. A legislative amendment application is processed through a Legislative procedure, as provided in Section 18.710.110.

FINDING: The proposed amendments are legislative in nature. Therefore, the amendment will be reviewed under the Type IV legislative procedure as set forth in Section 18.710.110. This procedure requires public hearings by both the Planning Commission and City Council. Public hearings will be conducted on March 18, 2024 and April 23, 2024. This criterion is met.

B. A recommendation or a decision for a legislative amendment application may be based on consideration of the applicable legal requirements. They may, but do not necessarily include: Oregon Revised Statutes, Oregon Administrative Rules, one or more Statewide Planning Goals, Metro's Urban Growth Management Functional Plan and any other regional plans.

FINDING: Findings and conclusions are provided throughout Section IV above, for the applicable listed factors on which the recommendation by the Commission and the decision by the Council must be based. This standard is satisfied.

SECTION V. CITY STAFF AND AGENCY COMMENTS

The following agencies, departments, and jurisdictions had an opportunity to review the proposed Development Code Amendment:

- **City of Tigard Public Works**
- **City of Beaverton**
- **City of Durham**
- **City of King City**
- **City of Lake Oswego**
- **City of Portland**
- **City of Tualatin**
- **Metro**
- **Oregon Department of Land Conservation and Development (DLCD)**
- **Oregon Department of Transportation (ODOT)**
- **Oregon Department of Energy**
- **Oregon Department of Aviation**
- **Oregon Department of Environmental Quality**
- **Oregon Department of Fish and Wildlife**
- **Oregon Department of Geology and Mineral Industries**
- **Washington County Department of Land Use and Transportation**
- **US Army Corps of Engineers**
- **Clean Water Services**
- **Beaverton School District #48**
- **Century Link**
- **Comcast**
- **NW Natural**
- **Oregon Health Authority**
- **Oregon Liquor Control Commission**
- **Portland General Electric**
- **Portland & Western Railroad**
- **Pride Disposal Company**
- **Tigard/Tualatin School District #23J**
- **Tigard Water District**
- **Tualatin Hills Parks and Recreation District**
- **Tualatin Valley Fire and Rescue**
- **Tualatin Valley Water District**
- **Tri-Met Transit Development**
- **Ziply Fiber**

Metro provided a letter in support of adopting the EOA and associated policies.

SECTION VI. PUBLIC COMMENTS

No public comments on the EOA have been received to date.



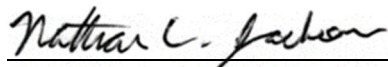
PREPARED BY: Hope Pollard
Associate Planner

March 25, 2024



APPROVED BY: Tom McGuire
Assistant Community Development Director

March 25, 2024



APPROVED BY: Nathan Jackson
Planning Commission President

March 25, 2024