

Plan Background

The *City of Tigard Comprehensive Plan* acts as the City’s “land use constitution.” It is the document that provides the broad policy basis for Tigard’s land use planning program and ultimately guides all actions relating to the use of land in the City. The Plan also signals that the City’s land use planning efforts will implement state and regional requirements, including Oregon’s land use planning goals and related laws, state administrative rules, and applicable Metro plans and requirements. Equally important, the Plan acts to coordinate actions with local jurisdictions and state and federal agencies that may have a stake in Tigard’s land use policies and implementing regulations and actions.

In addition to its legislative and coordination roles, the *City of Tigard Comprehensive Plan* also reflects community values and aspirations about Tigard’s future. The Plan aims to organize City actions and programs that define relationships between land use goals and policies and community livability, economic vitality, provision of needed public facilities, citizen involvement, etc.

The 2008 *City of Tigard Comprehensive Plan* is the first complete update of the City’s original 1983 Plan. The goals, policies, and recommended action measures included in this document take into account the broad range of changes that have occurred since the original Plan was adopted and acknowledged by the state 25 years ago. These current conditions and projected trends are summarized in the *Tigard 2007 Resource Report*, which provides the substantive factual basis for many of the Plan chapters.

Citizen involvement was also an integral element in the update of the Plan. The citizen involvement program included many community meetings and public hearings, as well as considering relevant findings from past citizen surveys and 10 years of citizen engagement associated with the *Tigard Beyond Tomorrow* visioning project. Through these efforts, values and attitudes of Tigard’s citizens were incorporated into the updated *City of Tigard Comprehensive Plan*.

Purpose of the Plan and Its Implementation

The *City of Tigard Comprehensive Plan* is required by state law to be consistent with 12 of the 19 Oregon Statewide Land Use Planning Goals. Local jurisdictions within the Metro regional planning boundary must also be consistent and coordinated with relevant Metro requirements such as the *Urban Growth Management*



Functional Plan and the *Regional Transportation Plan*. To this end, the Oregon Department of Land Conservation and Development (DLCD) has approved or “acknowledged” the City’s Plan as being in “compliance” with the statewide planning goals, and consistent with Metro requirements.

The City undertook the update of the Plan through the state’s *Post Acknowledgement Plan Amendment* (PAPA) process. Each Plan chapter was separately reviewed by DLCD and found compliant with the statewide planning goals. Furthermore, each Plan chapter was subject to public hearings by both the Tigard Planning Commission and the Tigard City Council. During this process legislative findings were made for each chapter concerning consistency with local policy, state goals, and Metro requirements.

Once “acknowledged”, the *City of Tigard Comprehensive Plan* provides the foundation for actions relating to the update and maintenance of its land use planning program. These actions are accomplished through specific legislative proceedings and include the adoption of codes and standards, public facility plans, capital improvement plans, transportation system plans, etc.

It is important to stress that state law does not allow comprehensive plan policies to be directly used as decision-making criteria for most land use decisions. In order for comprehensive plan policies to be applicable to decisions (e.g. subdivision/land partition approval, site design review, tree protection), they must be translated into clear and objective standards such as those found in the *Tigard Community Development Code*. However, plan policies can be applied to discretionary land use decisions, such as conditional use applications. The primary purpose of the *City of Tigard Comprehensive Plan* policies are to direct legislative decisions such as Plan and Zoning Map amendments, special area plan adoption and, as mentioned previously, adopting development regulations.

The *City of Tigard Comprehensive Plan* is also a document that represents the land use vision and values of the community. Many of the Plan’s policies are written as mandatory statements, while others have more aspirational qualities. Depending on the situation, both types of policy have the potential to be used by the Tigard City Council and/or the Tigard Planning Commission as decision-making criteria. Ultimately, it is at the discretion of the City’s elected leadership whether or not some policy statements versus others are applicable to given circumstances.

Even though all goals and policies, including those that are aspirational, are statements of public policy, there are practical limitations to the degree which

they can be implemented. The discretion to what degree Plan policies are implemented belongs primarily to the City Council. Implementing measures are subject to constraints such as availability of funds, changes in law (federal, state, or regional), and constitutional limitations. Furthermore, the City and other governments' responsibilities in the areas of public safety may require emergency actions which would otherwise require adherence to specific permit requirements and findings of plan compliance.

As the Plan is “comprehensive” in nature, there are no parts which can be considered separately from others. Plan goals and policies are intended to be supportive of one another. However, if conflicts arise between goals and policies when using the Plan, the City has an obligation to make findings which indicate why the goal or policy being supported takes precedence. This involves a decision-making process on part of the City which balances and weighs the applicability and merits of the goals and policies that are in contention.

The Plan is also intended to be an organizational and management tool to help guide the decisions of City staff and set City goals relating to the use of land. Because the Plan is based on an in-depth analysis of community values, accepted by a broad range of agencies, and determined to be legally compliant with state law and Metro rules, it is a resource to help guide and inform City decisions. However, from an operational perspective, the Plan is not mandatory. The City can conduct its operations and develop projects consistent with applicable law, including its own land use codes and standards.

For the Comprehensive Plan to remain relevant, it needs to be updated periodically to be responsive to changing conditions. In fact, state law requires jurisdictions to periodically review their plans. The updated *City of Tigard Comprehensive Plan* emphasizes, several times, the importance of updating/revising the Plan as needed to ensure it is current and responsive to community needs, and consistent with applicable laws.

Format of the Plan

The *City of Tigard Comprehensive Plan* is organized by chapters that address each applicable Statewide Land Used Planning Goal. Additionally, areas identified as having unique planning needs or land use characteristics are identified under the title of “Special Planning Areas.”



Every chapter begins with a background and key findings summary followed by goals, policies and recommended action measures. A glossary of key terms is at the end of the document, as are descriptions of Tigard’s Comprehensive Plan Map designations.

Definitions and Obligations of Goals, Policies, and Recommended Action Measures

Goals, policies and recommended action measures identify the intent of the City to accomplish certain results. The goals and policies relate to one another and are obligations the City wishes to assume. Recommended action measures support the obligations to achieve a desired end, but do not signify an obligation themselves. The following describes goals, policies, and recommended action measures in greater detail.

GOAL:

Definition - A general statement indicating a desired end or the direction the City will follow to achieve that end.

Obligation - The City cannot take action which violates a goal statement unless:

1. Action is being taken which clearly supports another goal.
2. There are findings indicating the goal being supported takes precedence (in the particular case) over another.

POLICY:

Definition - A statement identifying Tigard’s position and a definitive course of action. Policies are more specific than goals. They often identify the City’s position in regard to implementing goals. However, they are not the only actions the City can take to accomplish goals.

Obligation - The City must follow relevant policy statements when amending the *City of Tigard Comprehensive Plan*, or developing other plans or ordinances which affect land use. To amend the Plan, the City must show consistency with the Statewide Land Use Planning Goals. Such an amendment must take place following prescribed procedures prior to taking an action that would otherwise violate a Plan policy.

RECOMMENDED ACTION MEASURES:

Definition - A statement outlining a specific City project or standard which, if executed, would implement goals and policies. Recommended action measures also refer to specific projects, standards, or courses of action the City desires other jurisdictions to take in regard to specific issues. These statements also define the relationship the City desires to have with other jurisdictions and agencies in implementing Plan goals and policies.

Obligation - Completion of projects, adoption of standards, or the creation of certain relationships or agreements with other jurisdictions and agencies, will depend on a number of factors such as citizen priorities, finances, staff availability, etc.

The City should periodically review and prioritize recommended action measures based on current circumstances, community needs, and the City's goal and policy obligations. These statements are suggestions to future City decision-makers as ways to implement the goals and policies. The listing of recommended action measures in the Plan does not obligate the City to accomplish them. Neither do recommended action measures impose obligations on applicants who request amendments or changes to the Plan. The list of recommended action measures is not exclusive. It may be added to, or amended, as conditions warrant.