



Urbanization

“To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”





ADOPTED AMENDMENTS

EFFECTIVE DATE	CPA#	CHANGES
11-13-08	2008-00006	Entire chapter updated by Ordinance 08-15.

SECTION COVER PHOTO: CITY STAFF
Illustration of Urban Growth Boundary.



A significant challenge faced by many communities is how to manage growth, particularly the transition from rural to urban land uses, or redevelopment to more intense land uses. As Tigard moves into the future, the City must manage growth for the benefit of its citizens and businesses. The City must ensure that growth decisions result in high-quality development, protect natural resources, provide services in a coordinated and logical manner, and are fiscally sound. The thoughtful planning of growth will help to accommodate future population and employment, while addressing the community’s desire for a high quality of life.

“As Tigard moves into the future, the City must manage growth for the benefit of its citizens and businesses.”

The goals and policies contained in this chapter establish the basis for Tigard’s growth management decisions as they pertain to new lands that may be added to the City. The policies also provide guidance on the City’s commitment to coordinating the provision of public facilities and services to urban development, to help curb urban sprawl, and addressing the urbanization of unincorporated lands. Coordination with the City’s regional partners is particularly important to the successful implementation of these policies.

GOAL 14: Urbanization

“To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”

One of the primary tools used in Oregon to control sprawl, preserve valuable resource lands, and promote the coordinated and logical provision of public facilities and services is the urban growth boundary. Tigard is located within the Portland Metropolitan Urban Growth Boundary (UGB), where Metro has the responsibility for establishing and managing the UGB in order to accommodate urban growth in the region for the next 20 years. The development of the initial UGB for the region began in 1976 and was adopted in 1980 by Metro Council and acknowledged by the Land Conservation and Development Commission as being in compliance with Statewide Planning Goals.



Metro has expanded the UGB a number of times over the years and currently Metro’s management of the UGB is regulated through Title 11 of the *Metropolitan Urban Growth Management Functional Plan (UGMFP)*. The UGMFP is a result of the state requiring Metro to develop goals and objectives to show consistency with the Statewide Planning Goals, particularly the efficient use of existing urban land to protect against unnecessary urban encroachment into prime agricultural and forest land. The Metro goals and objectives, adopted in the mid-1990s as the *Regional Urban Growth Goals and Objectives (RUGGO)*, are part of the *Regional Framework Plan (1997)*. The Regional Framework Plan includes *Metro’s 2040 Growth Concept (1995)*, which is intended to result in a more compact urban form. The UGMFP implements RUGGO and contains several requirements for local implementation, including accommodating Metro’s 2040 Growth Concept.



PHOTO: CITY STAFF

Tigard greenspace.

Tigard’s geographic relationship to the UGB has not changed over time as its city limits have never at any time touched, or approached, the UGB. This is a result of Tigard being surrounded on the north, east, and south borders by the adjacent cities of Beaverton, Portland, Lake Oswego, Durham, Tualatin, and King City, while the west border of Tigard is separated from the UGB by the unincorporated Bull Mountain area that currently contains urban level development.

Expansion of the Tigard city limits requires annexation of the already developed unincorporated urban lands. Experience has shown that property owners are, for the most part, reluctant to annex when they have access to urban services and benefits; those provided by the county and service districts, and those located within Tigard such as parks, library, emergency police response, employment, and shopping opportunities.

More efficient use of existing and underdeveloped City lands and unincorporated urban level development are the primary issues facing the City’s growth



management decisions. There are few large, vacant parcels of developable land remaining in the City, but there are significant opportunities for redevelopment. The City's downtown and major transportation corridors present feasible opportunities. Pertaining to unincorporated development, the City has operated under an Urban Planning Area Agreement with Washington County since 1983 that recognizes Tigard as the ultimate governance provider within the Urban Planning Area (UPA). However, almost all of the unincorporated area has been urbanized by Washington County.

The current UPA encompasses the city limits as well as unincorporated areas of Bull Mountain and Metzger, but does not include the 2002 West Bull Mountain (areas 63 and 64) additions to the UGB. As required by Oregon Revised Statute 195, the City has also entered into the Tigard Urban Service Agreement with agencies/districts that provide services within Tigard Urban Services Area (TUSA). The agreement outlines the role, provision, area, and planning/coordination responsibilities for service providers operating with the TUSA. The TUSA is important to the City, particularly the planning and coordinating with special districts, because it helps the City to ensure the best services are provided to its citizens. The Agreement was last updated in July 2006 and again identifies Tigard as the ultimate governance provider to the TUSA, which coincides with the UPA.

The City put forward a plan to annex the unincorporated Bull Mountain area of the TUSA to voters in 2004. City of Tigard residents overwhelmingly passed the measure, but residents in the area to be annexed soundly defeated it, thus leaving the status quo. Then in 2006 an incorporation effort took place to form the City of Bull Mountain and was again turned down by voters.

The issue of unincorporated urban level development gets more complex as Washington County master plans areas 63 and 64 without answering the question as to who will provide governance and urban services. The position of the City of Tigard is that cities are better equipped to provide governance and urban level services than counties. Until areas 63 and 64 can be included within a city, the City of Tigard opposes the provision of services that would allow for urban level development within the areas.

Additionally, Washington County is collaborating with Metro jurisdictions to identify urban and rural reserves that will dictate any needed future UGB expansions. The provision and financing of public services and facilities to these areas remains unclear and a major growth management question for the City of Tigard in planning for the future.



The City of Tigard is committed to providing its residents with governance and urban services in an efficient and cost effective manner. Any expansion of the City boundary must ensure that public facilities and services are adequate to support the area and those benefiting from the services pay their fair share.

KEY FINDINGS:

- Metro manages the expansion of the Portland Metropolitan Urban Growth Boundary.

“The City of Tigard is committed to managing urban growth wisely and providing efficient and cost effective services to its residents.”

- The *Regional Urban Growth Goals and Objectives* are intended to result in more compact urban growth.
- The City of Tigard has entered into agreements with Washington County that identifies the City as the ultimate governance provider in the designated Tigard Urban Service Area.
- Almost all of the City’s currently identified Urban Services Area has been urbanized in unincorporated Washington County.
- Unless current state law and county policies change, it is not realistic that Tigard will annex and provide services to urban growth boundary expansion areas 63 and 64.
- The provision and financing of services to areas 63 and 64 is a major growth management question for the City.
- The City of Tigard is committed to managing urban growth wisely and providing efficient and cost effective services to its residents.

- The citizens of Tigard are concerned about growth and its impact upon the community’s natural resources, existing development, and public services.

GOAL:

- 14.1. Provide and/or coordinate the full range of urban level services to lands and citizens within the Tigard City limits.

**POLICIES:**

1. The City shall only approve the extension of City services:
 - A. where applications for annexation for those properties have been approved; or
 - B. in circumstances where applicable state and county health agencies have declared a potential or imminent health hazard pursuant to ORS 431.705 to 431.760 (Health Hazard Annexation or Service District Formation); or
 - C. as outlined in the intergovernmental agreement regarding water provision within the Tigard Water Service Area.
2. The City shall maintain, and amend when necessary, agreements with Washington County that recognizes the City as the ultimate provider of governance and identified services to the Tigard Urban Services Area.
3. The City shall, as needed, coordinate and/or participate in planning activities or development decisions within the Tigard Urban Services Area.
4. The City shall protect the existing and future delivery of City services and only support the formation of a new service district, or expansion of existing districts, that will not create a conflict within the Tigard Urban Services Area.
5. The City shall enter into and maintain intergovernmental agreements with service districts operating within the Tigard Urban Service Area to:
 - A. define short and long term service provision roles;
 - B. specify the terms and conditions of withdrawal of territory from service districts and the transition of capital facility ownership and administration to the City;
 - C. provide for the coordination of plans and programs to eliminate duplicity and minimize conflict; and
 - D. ensure that services are provided consistent with the City's adopted Public Facility Plan.



RECOMMENDED ACTION MEASURES:

- i. Regularly review the Tigard Urban Services Agreement with Washington County and amend it as necessary.
- ii. Coordinate the review of land use proposals in the Tigard Urban Services Area with Washington County and mandate annexation of development that requires City services.
- iii. Ensure the City is represented in planning efforts for unincorporated urban lands within the Urban Growth Boundary.
- iv. Regularly review existing intergovernmental agreements with service providers operating within the Tigard Urban Services Area and propose amendments as needed.
- v. Encourage the City, County and service districts to adopt compatible facility design standards.
- vi. Coordinate the development and implementation of the City's Public Facilities and Capital Improvement Plans with Washington County, service districts and other service providers within the Tigard Urban Services Area.

GOAL:

- 14.2. Implement the Tigard Urban Services Agreement through all reasonable and necessary steps, including the appropriate annexation of unincorporated properties.

POLICIES:

1. The City shall assign a Tigard zoning district designation to annexed property that most closely conforms to the existing Washington County zoning designation for that property.
2. The City shall ensure that capacity exists, or can be developed, to provide needed urban level services to an area when approving annexation.
3. The City shall approve proposed annexations based on findings that the request:



- A. can be accommodated by the City’s public facilities and services; and
 - B. is consistent with applicable state statute.
4. The City shall evaluate and may require that parcels adjacent to proposed annexations be included to:
- A. avoid creating unincorporated islands within the City;
 - B. enable public services to be efficiently and effectively extended to the entire area; or
 - C. implement a concept plan or sub-area master plan that has been approved by the Planning Commission or City Council.
5. The City shall maintain its right to annex property as allowed by state statute.
6. The City shall periodically update and/or amend its Public Facility Plan to ensure the predictable and logical provision of urban services for areas anticipated to be within the Tigard city limits.

“The City shall ensure that capacity exists, or can be developed, to provide needed urban level services to an area when approving annexation.”

RECOMMENDED ACTION MEASURES:

- i. Periodically review and update the City’s annexation methods and encourage property owners within the unincorporated Tigard Urban Services Area to annex based upon the benefits associated of being within the City limits.
- ii. Clearly communicate and maintain a positive dialog with unincorporated residents within the Tigard Urban Services Area regarding the benefits associated with being a City resident.
- iii. Utilize and promote incentives, as appropriate, to encourage owners of unincorporated properties to annex to the City.



- iv. Develop criteria and procedures to encourage and, when necessary, require owners of adjacent parcels to also annex to the City when neighboring parcel(s) annex.

GOAL:

- 14.3. Promote Tigard citizens' interests in urban growth boundary expansion and other regional and state growth management decision.

POLICIES:

1. The City shall support regional and state growth management decisions, while promoting policy that supports cities as the best building blocks of an efficient, stable, and compact urban region.
2. The City shall support regional Urban Growth Boundary management decisions that promote the development of an efficient and compact urban form, prevent future unincorporated urban development, and prevent urban sprawl.
3. The City shall maintain the low-density residential character of its existing single family residential neighborhoods and accommodate more intense urban land uses in its regional and town centers and within major transportation corridors to be consistent with Statewide Planning Goals and the Metro Framework Plan.
4. The City shall only support the formation or expansion of service districts or special county funding levies if these actions will not cause the expansion of unincorporated urban areas.

RECOMMENDED ACTION MEASURES:

- i. Encourage Metro to adopt requirements that new lands added to the Urban Growth Boundary be planned for urbanization by existing cities and annexed prior to development.
- ii. Work with the state, Metro and other jurisdictions to resolve legislative and jurisdictional policy barriers to city annexation of new lands that are added to the Urban Growth Boundary.



- iii. Encourage the state and Metro to establish criteria for the formation of new municipal governments to ensure they be fiscally sustainable and consistent with state and regional growth management objectives.
- iv. Work with Washington County, its cities, Metro, and others to address:
 - A. public service equity issues associated with unincorporated urban development; and
 - B. prevent blight conditions associated with underserved urban development.
- v. Take an active role in discussions relating to state and regional efforts to develop equitable ways to fund public infrastructure needed to better provide for existing needs and support projected employment and population growth.