

CITY OF TIGARD UGB EXCHANGE: UPDATE

Date: 10/7/22
Departments: Planning, Development and Research
Meeting Date: 10/20/22

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Presenter(s): Marissa Madrigal, Andy Shaw, Ted Reid, Washington Co. staff TBD, Tigard staff TBD
Length: 45 minutes

ISSUE STATEMENT

The City of Tigard submitted a proposal for a residential urban growth boundary (UGB) expansion under Metro's mid-cycle UGB amendment process. Council has directed staff to provide it with options for completing a UGB exchange that would maintain the amount of buildable land inside the UGB by adding the River Terrace 2.0 to the UGB while also removing a comparable amount of buildable land in other areas that have not demonstrated readiness for development. Metro's Chief Operating Officer COO has released her recommendations for conducting this exchange.

ACTION REQUESTED

Review COO recommendations and identify any topics about which the Council would like additional information.

IDENTIFIED POLICY OUTCOMES

The intended outcome of the UGB exchange process is that Metro fulfills its regional urban growth management responsibilities with a continued focus on efficient land use and readiness for urbanization.

POLICY QUESTION(S)

Is there any additional information the Council needs to decide on a UGB exchange?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Council may provide staff with additional direction on information it would like to make a UGB exchange decision.

The Council may provide staff with initial direction on conditions of approval that it wishes to consider for the addition of River Terrace 2.0 to the UGB. Those conditions could, for instance, specify planning requirements for Tigard to implement.

STAFF RECOMMENDATIONS

Please refer to the COO recommendation included in the meeting packet.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Background on Tigard expansion proposal

The City of Tigard is a consistent and dependable regional partner in its forward-looking approach to housing planning. Tigard has been at the vanguard of allowing middle housing that serves residents and the region so well. Now, Tigard has proposed a well-planned UGB expansion that includes middle housing in the River Terrace 2.0 urban reserve area.

Overview of the UGB exchange process

The UGB exchange process is different than a mid-cycle UGB expansion as it would entail adding the River Terrace 2.0 area to the UGB and removing a comparable amount of buildable land elsewhere in the region. This approach is consistent with Metro's focus on city readiness in its growth management decisions. It recognizes that Tigard is ready for growth while some other areas that were added to the UGB in the past have not resulted in housing and may not for decades to come. Ultimately, adding land to the UGB can only help us address our housing shortage if it develops in a thoughtful, predictable way. Tigard has demonstrated that it is ready to develop River Terrace with a mix of middle housing types that makes efficient use of land.

This UGB exchange approach also holds us to the core principle of only adding to the overall size of the UGB when there is a regional need for additional 20-year land supply. This highlights an important distinction that guides our work: the difference between a present day housing shortage and long-term land shortages. State law requires us to focus on the latter when considering whether to add more land to the UGB. Our ability to provide the Council with several possible exchange areas that are inside the UGB but are not progressing towards providing housing emphasizes this need to focus on land readiness.

The exchange process is allowed under state laws, but Metro has never used this process. The UGB exchange process has been used in a few other jurisdictions around the state, most recently by the City of Sutherlin, OR in 2018.

BACKGROUND

At an April 28, 2022 work session, COO Madrigal presented her recommendation to address Tigard's UGB expansion proposal through a land exchange. At that work session, Council directed staff to return with a proposed approach to identifying UGB exchange candidates. Staff presented that proposed approach at a June 14, 2022 work session. At a September 15, 2022 work session, Council discussed preliminary UGB exchange candidates and possible considerations for narrowing those options. At that work session, the Council also received testimony regarding planning for Tile Flat Rd. and requested that Washington County staff attend a future work session to provide more information about that planning effort. Council also requested the attendance of Tigard staff to answer any remaining questions about the River Terrace 2.0 area and the city's other efforts for producing housing.

MPAC has discussed the UGB exchange topic on a couple of occasions over the last few months. Most recently, at its September 28, 2022 meeting, MPAC discussed possible considerations that could be used to narrow the UGB exchange options to fewer areas. At MPAC's October 26, 2022 meeting, staff intends to request MPAC's recommendation to the

Metro Council on whether the COO recommendation reflects the considerations that MPAC discussed.

ATTACHMENTS

COO recommendation

Memo from Washington County staff regarding Tile Flat Rd.

[For work session:]

- Is legislation required for Council action? ☒ Yes ☐ No
- If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today? PowerPoint