



CITY OF BEAVERTON STAFF REPORT

STAFF REPORT DATE: Wednesday, July 12, 2017

HEARING DATE: Wednesday, July 19, 2017

TO: Planning Commission

STAFF: Cassera Phipps, Associate Planner

PROPOSAL: **CPA2017-0003 (Comprehensive Plan Land Use Element)/
CPA2017-0004 (Comprehensive Plan Land Use Map)**

SUMMARY: **CPA2017-0003 (Comprehensive Plan Land Use Element)**
The proposed amendment repeals the existing Land Use Element (Chapter 3), found within Volume 1 of the Comprehensive Plan, and replaces it with the updated Land Use Element. The Urban Planning Area Agreement (UPAA) is found within the existing Land Use Element. The proposed amendment would remove the UPAA from the Land Use Element and modify existing references to its location that are found in the Procedures Element and Public Facilities and Services Element. The proposed amendment also adds the Land Use Background Report to Volume 2 (Background Information and Supporting Documents) of the Comprehensive Plan.

CPA2017-0004 (Comprehensive Plan Land Use Map)
The proposed amendment modifies the Land Use Map to apply the new land use designations that are described in the updated Land Use Element. No zone changes are proposed as part of this map amendment.

APPLICANT: City of Beaverton

APPLICABLE CRITERIA: Criteria for Legislative Amendments are listed in Section 1.5 of the Comprehensive Plan

RECOMMENDATION: Staff recommend the Planning Commission review the proposed amendments, hold a public hearing and recommend approval of CPA2017-0003 / CPA2017-0004 to the City Council.

1. Background

A Comprehensive Plan is a municipality's road map for the future. The plan is typically written for a 20-year time period and provides policy direction on matters related to future growth and physical development of the city including land use, economy, transportation, housing and natural resources and other relevant topics. Oregon state law requires all cities and counties to prepare and adopt comprehensive plans that are consistent with Statewide Planning Goals, which are the framework of the state's land use planning system. Upon approval by the state's Land Conservation and Development Commission (LCDC), a Comprehensive Plan is said to be *acknowledged* and becomes the City's controlling document for land use policy.

Beaverton's existing Comprehensive Plan, Volume 1 contains an introduction and the following ten chapters, also referred to as elements:

1. Comprehensive Plan Amendment Procedures
2. Community Involvement
3. Land Use
4. Housing
5. Public Facilities and Services
6. Transportation
7. Natural, Cultural, Historic, Scenic, Energy, and Groundwater Resources
8. Environmental Quality and Safety
9. Economy
10. Community Health

Comprehensive Plan updates are typically undertaken when chapters of the plan become outdated and do not accurately reflect recent trends or conditions in the community. Since its original adoption in 1972, the City's Comprehensive Plan has undergone a number of major updates and minor plan amendments. The most extensive update occurred in 2002, at which time the city was engaged in the state's periodic review process and updated the majority of the Comprehensive Plan's elements. Changes to the Comprehensive Plan outside of the state's periodic review process are called post-acknowledgment plan amendments.

Since 2002, the community has experienced significant economic and demographic changes. In addition, the City Council adopted the Community Vision in 2010, the Beaverton Urban Renewal Plan and the Civic Plan in 2011, and Creekside District Master Plan in 2014, establishing a number of new goals, recommendations, actions and strategies to help guide future planning efforts and public investments in the City.

Following the adoption of these plans, City Council directed city staff to begin updating key portions of the Comprehensive Plan to reflect current conditions and projected trends and to ensure consistency with recent planning and visioning efforts. Over the past several years, the Comprehensive Plan has been amended several times, including the adoption of the new Community Health Element (Chapter 10) in 2014, an updated Community Involvement Element (Chapter 2) in 2015, and an updated Introduction, Housing Element (Chapter 4) and Economy Element (Chapter 9) in 2016.

Following a robust public involvement process, staff has prepared an amendment intended to replace the existing Land Use Element (Chapter 3) in its entirety. The Land Use Element will be followed by updates to the Transportation Element (Chapter 6), anticipated to start in 2018.

2. Summary of Proposed Amendments

The amendments are the result of a year-long planning process that included substantial input from the public, project advisory committees, Planning Commission and City Council. A summary of the primary features and substance of the updated Land Use Element and Land Use Map are provided below.

Land Use Element (CPA2017-0003)

This proposal amends the text of the Comprehensive Plan for the City of Beaverton by:

- Repealing the existing Land Use Element and replacing it with an updated Land Use Element (Exhibit 1).
- Adding the Land Use Background Report (Exhibit 2) to Volume 2 of the Comprehensive Plan (Background and Supporting Material).
- Removing references to the location of the UPA from the Amendment Procedures Element (Chapter 1) and Public Facilities and Services Element (Chapter 5), as shown in Exhibit 3.

The updated Land Use Element is divided into nine sections, 3.1 through 3.9, each with a central goal and a series of policies supporting that goal. Sections 3.1 through 3.5 address issues and goals of citywide relevance. Sections 3.6 through 3.9 provide goals and policies for each land use designation defined in the Comprehensive Plan.

As a whole, the nine sections comprising the Land Use Element meet the requirements of Statewide Planning Goal 2 – Land Use Planning (discussed in further detail below and in Section 4 of this staff report), and describe the character of Beaverton as it transitions from a suburban community to a city that is becoming more diverse and urban. Goals and policies have been developed to provide a framework that aligns with the vision for Beaverton; one that meets the community’s housing needs, supports connections between people and places, and promotes a vibrant Downtown. The overall land use framework supports the transformational change associated with increasing urbanization, while recognizing the challenges of retrofitting a largely developed city to support future growth and facilitate all modes of transportation.

Land Use Map (CPA2017-0004)

This proposal amends the city’s Land Use Map to reflect the new and refined land use designations throughout the city. The existing Land Use Element provides little distinction between the desired mix of uses, intensity and character of development for each land use designation. To address this issue, the updated Land Use Element changes three of the existing land use designations: Regional Center, Corridor and Main Street. There are also a number of properties with Neighborhood Residential plan designations and non-residential

zoning where the proposal would bring the plan and zone designations into alignment. The implementing zones for each land use designation are shown in Table 1.

Proposed changes to the Land Use Map (Exhibit 4) are summarized below.

- Eliminate Corridor and Main Street plan designations
- Apply new commercial designations (Regional Commercial, Community Commercial or Neighborhood Center) to commercial properties within existing Corridors and Main Streets
- Apply the appropriate residential plan designation to most residentially zoned properties within existing Corridors and Main Streets
- Apply the new Mixed Use Corridor designation to linear areas with long-term opportunities for small-scale mixed use development
- Limit the Regional Center plan designation to downtown
- Apply a mix of employment and commercial designations within the Washington Square Regional Center
- Apply the new Neighborhood Center designation to commercially zoned properties with a Neighborhood Residential plan designation.

Table 1: Proposed Comprehensive Plan and Zoning District Matrix

Comprehensive Plan Designation		Implementing Zoning Districts
Mixed Use Areas		
Downtown Regional Center	RC-E, Downtown Regional Center – East*	
	RC-OT, Downtown Regional Center – Old Town District*	
	RC-TO, Downtown Regional Center – Transit Oriented District*	
Town Centers	TC-HDR, Town Center – High Density Residential District	
	TC-MU, Town Center – Multiple Use District	
Station Communities	SC-E1, Station Community – Employment Sub Area 1 District	
	SC-E3, Station Community – Employment Sub Area 3 District	
	SC-HDR, Station Community – High Density Residential District	
	SC-MU, Station Community – Multiple Use District	
	SC-S, Station Community – Sunset District*	
Mixed Use Corridors	CS, Community Service	
	NS, Neighborhood Service	
	R1, Residential Urban High Density District (1,000)	
	R2, Residential Urban Medium Density District (2,000)	
Commercial Centers and Corridors		
Regional Commercial	CC, Corridor Commercial	
	CS, Community Service	
	C-WS, Washington Square Regional Center – Commercial District*	
	GC, General Commercial	
Community Commercial	CC, Corridor Commercial	
	CS, Community Service	
	C-WS, Washington Square Regional Center – Commercial District*	
Neighborhood Centers	NS, Neighborhood Service	
	R2, Residential Urban Medium Density District (2,000)	
	R4, Residential Urban Medium Density District (4,000)	
Neighborhoods		
Low Density Neighborhoods	R10, Residential Urban Low Density District (10,000)	
Standard Density Neighborhoods	R5, Residential Urban Standard Density District (5,000)	
	R7, Residential Urban Standard Density District (7,000)	
Medium Density Neighborhoods	R2, Residential Urban Medium Density District (2,000)	
	R4, Residential Urban Medium Density District (4,000)	
High Density Neighborhoods	R1, Residential Urban High Density District (1,000)	
Employment and Industrial Land		
Employment	OI, Office Industrial	
	OI-NC, Office Industrial – Nike Campus*	
	OI-WS, Washington Square Regional Center – Office Industrial District*	
Industrial	IND, Industrial	
	OI, Office Industrial	

3. Summary of the Legislative Process

The Land Use Update kicked off in May 2016, when the city was awarded a Technical Assistance grant from the Oregon Department of Land Conservation and Development to complete the project. Staff formed the Land Use Community Advisory Committee (CAC) and Land Use Technical Advisory Committee (TAC) to guide development of the technical analysis and outreach process, with the first meetings held in August 2016. Staff worked closely with the project advisory committees and engaged with a variety of stakeholders, described in detail under the findings for Goal 1.

A neighborhood land use survey was also developed to gather input from the community on emerging policies and planning for Neighborhood Centers and Neighborhood Infill. The survey was intended to be just one of several ways for community members to become involved. The “public review draft” of the Land Use Element was published in June. Key policy highlights and map changes were shared on an interactive website that allowed community members to review and comment on the proposed policy and map changes.

Staff has made considerable efforts to ensure that the goals and policies are reflective of the input received from the community over the course of the project. The draft Land Use Element and Land Use Map can be viewed as a compilation of survey responses, feedback from the project advisory committees, comments from internal staff, and guidance from City Council and Planning Commission.

4. Comprehensive Plan Amendment Procedures and Approval Criteria

Section 1.1.1 establishes procedures for city-initiated amendments of the Comprehensive Plan, stating that amendment requests shall be submitted to the Community Development Director for preparation and analysis for a Planning Commission public hearing or City Council consideration. The Planning Commission and City Council have the right to accept, reject or modify any specific request for amendment in accordance with the City’s policies and procedures.

Section 1.3 identifies legislative amendments to the Comprehensive Plan text or map as those having a generalized nature that are initiated by the City, and which apply to an entire land use map category or a large number of individuals or properties, or that establish or modify policy or procedure. Legislative amendments include additions or deletions of text or land use map categories.

Section 1.4.1 establishes the notice requirements for legislative amendments including: inter-agency notice of the initial hearing to the Department of Land Conservation and Development (DLCD), as well as to Neighborhood Association Committees (NACs) and Beaverton Committee for Community Involvement (BCCI); publication in a newspaper of general circulation; posting in Beaverton City Hall and the Beaverton City Library; and posting on the city’s website.

Section 1.5.1 outlines the criteria for legislative amendment decisions. For the proposed Comprehensive Plan text amendments, the findings are as follows:

1.5.1.A. The proposed amendment is consistent and compatible with relevant Statewide Planning Goals and related Oregon Administrative Rules;

Of the 19 Statewide Planning Goals, staff finds that the following goals are directly relevant to the proposed amendments: Goal 1 (Citizen Involvement), Goal 2 (Land Use Planning), Goal 9 (Economic Development), Goal 10 (Housing), Goal 12 (Transportation) and Goal 13 (Energy Conservation).

Goal 1 - Citizen Involvement

The Beaverton Citizen Involvement Program adopted by Resolution 2229 in 1980, established a formalized public participation program for the Beaverton Committee for Community Involvement (BCCI) that provides a method by which the committee and other community members can communicate their opinions and inquiries about city matters, including the planning process.

As previously noted in Section 3 of the staff report, the Land Use Update included robust public outreach. The project began in summer 2016 and over the past year has provided multiple opportunities for residents, stakeholders, advisory committee members, and elected and appointed city officials to comment and provide direction on the proposed amendments. These outreach efforts are summarized in Table 2.

Table 2: Public Engagement Summary

Venue	Public Forum	Advisory or Decision Body	Neighborhood Association Committee
Dates	<u>2/3 – 2/21:</u> Neighborhood Land Use Survey	<u>8/23:</u> CAC Meeting #1	<u>11/10:</u> West Beaverton
	<u>2/4:</u> Farmers Market	<u>9/1:</u> TAC Meeting #1	<u>11/15:</u> West Slope
	<u>2/6:</u> Branch Library	<u>9/29:</u> CAC Meeting #2	<u>11/17:</u> Vose
	<u>2/8:</u> Cedar Hills Recreation Center	<u>10/3:</u> TAC Meeting #2	<u>12/9:</u> Central Beaverton
	<u>2/9:</u> Elsie Stuhr	<u>11/15:</u> CAC Meeting #3	<u>1/19:</u> South Beaverton
	<u>2/10:</u> City Library	<u>11/16:</u> Planning Commission Presentation	<u>2/8:</u> Neighbors Southwest
	<u>2/11:</u> Farmers Market	<u>11/28:</u> TAC Meeting #3	<u>2/9:</u> Highland
	<u>2/14:</u> City Library	<u>1/10:</u> CAC Meeting #4	<u>2/9:</u> Denny Whitford / Raleigh West
	<u>2/15:</u> Tualatin Hills Nature Center	<u>1/21:</u> Diversity Advisory Board	<u>2/14:</u> Five Oaks Triple Creek
	<u>2/18:</u> THPRD Athletic Center	<u>1/23:</u> BCCI	<u>2/16:</u> Greenway
	<u>6/12 – current:</u> Interactive Land Use Update Tool	<u>2/1:</u> Visioning Advisory Committee	
	<u>6/22:</u> Open House	<u>2/27:</u> CAC Meeting #5	
		<u>2/27:</u> TAC Meeting #4	
		<u>4/11:</u> Joint work session with City Council and Planning Commission	

The proposed amendments are subject to the public notice requirements of the Comprehensive Plan. At the public hearing, the Planning Commission will consider written comments and oral testimony before making a recommendation to City Council. Written testimony received to date can be found in Exhibit 5.

The amendment procedures outlined the Comprehensive Plan Section 1.4 allow for proper notice and public comment opportunities as required by Statewide Planning Goal 1. These procedures have been determined to be consistent with Goal 1 in the past and have been followed. Noticing procedures for the project are discussed in greater detail under Criterion 1.5.1.C.

Goal 2 – Land Use Planning

Statewide Planning Goal 2 requires local governments to establish a land use planning process and policy framework as a basis for all decisions and actions related to land use.

The Land Use Background Report (Exhibit 2) includes data and analysis that provide a factual basis for the goals and policies contained in the new Land Use Element. Section 1.5 of the Comprehensive Plan provides the approval criteria for legislative amendments. The findings and conclusions in the staff report explain how the proposed text and map changes are consistent with the approval criteria and procedural requirements for amending the Comprehensive Plan. Therefore, the proposed amendments are consistent with Statewide Planning Goal 2.

Goal 9 – Economic Development

In 2015, the city added the Economic Opportunities Analysis (EOA) to Volume 2 of the Comprehensive Plan (Background and Supporting Material) in conjunction with the amendment to the Economy Element. The EOA was reviewed by DLCD, which found it to be consistent with the requirements of Statewide Planning Goal 9.

The EOA identifies a mismatch between the future demand and supply for employment lands over the 20-year planning period. While the city is not required to meet 20-year employment allocations, the projections shaped the goals and policies in the Economy Element, with an increasing emphasis on redevelopment and intensification of uses on already developed sites to help address employment needs. In keeping with the newly adopted Economy Element, the updated Land Use Element includes policies to encourage increased employment density and support the reuse and redevelopment of underutilized employment land throughout the city.

The proposed changes to the Land Use Map also further the city's efforts to support employment growth. Within the Washington Square Regional Center, the updated map applies the Employment land use designation to properties that are currently zoned OI-WS. The proposed Land Use Map also applies Employment or Industrial land use designations to several properties that are currently designated Corridor. In these cases, there is a mismatch between the existing land use and zoning designations. The proposed map changes limit potential rezoning for commercial or other non-industrial uses. Therefore, the proposed amendment is consistent with Statewide Planning Goal 9.

Goal 10 – Housing

In 2015, the city added the Housing Strategies Report to Volume 2 of the Comprehensive Plan (Background and Supporting Material) in conjunction with the amendment to the Housing Element. The report was reviewed by DLCD, which found it to be consistent with the requirements of Statewide Planning Goal 10.

The Housing Strategies Report identifies a mismatch between the city's current housing supply and needs. Generally, there is an unmet demand for additional ownership units at a range of price points and housing types. The city's current unmet housing needs are especially pronounced for very low income renter households and high income homeowner households. Based upon these findings, the city adopted goals and policies in the Housing Element to encourage a mix of housing types and densities commensurate with a variety of income levels to meet the community's housing needs. In keeping with the newly adopted Housing Element, the updated Land Use Element includes policies to increase residential density within mixed use areas, encourage innovative housing types, and provide new infill housing that responds to the character of existing neighborhoods. These policies include:

- Policy 3.6.2.g) Encourage a variety of downtown housing options to reach the critical mass of people needed to support downtown businesses and increase mixed-use vibrancy.
- Policy 3.6.3.d) Provide housing at medium to high residential densities, especially adjacent to commercial areas and open space, so that as many residents as possible have convenient walking access to these amenities.
- Policy 3.6.3.e) Provide a mix of housing types at difference price ranges and sizes to create a more inclusive community.
- Policy 3.6.4.b) Incorporate high-density residential development, particularly within a half-mile walking distance of the light rail station, to provide the highest accessibility to light rail to the greatest number of households.
- Policy 3.6.5.d) Maintain or increase residential densities in order to provide more households within walking distance of Mixed Use Corridor businesses by allowing zone changes, infill and redevelopment that maintains or increases residential density.
- Policy 3.8.1.e) Provide opportunities for a variety of housing types in all residential plan designations while maintaining a scale and character consistent with the intent of each plan designation.
- Policy 3.8.1.f) Facilitate development of housing that is affordable to a range of incomes, including low-income households.

In addition, the proposed changes to the Land Use Map limit non-residential uses within existing Corridors. The proposed amendment applies the Neighborhood Residential – Medium Density land use designation to over 600 acres of land that is currently designated as Corridor. Approximately 50 acres of land are proposed to change from Corridor to Neighborhood

Residential – High Density. For the reasons stated above, staff finds the proposed amendment is consistent with Statewide Planning Goal 10.

Goal 12 - Transportation

OAR (Oregon Administrative Rules) 660-012-000 through 660-012-0070, referred to as the Transportation Planning Rule¹ (TPR), provide guidance on compliance with Statewide Planning Goal 12. A Transportation System Plan (TSP), adopted pursuant to OAR Division 12, fulfills the requirements for public facilities planning required under ORS (Oregon Revised Statute) 197.712(2)(e), Goal 11 and OAR Chapter 660, Division 12 as they relate to transportation facilities. Volume 4 of the Comprehensive Plan contains the City’s adopted TSP, effective October 21, 2010.

The TPR states that amendments “*which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility.*”

A “significant effect” can result from:

- a change to functional classification or the standards implementing a functional classification system; or
- changes to planned land uses that would result in types or levels of travel or access that are inconsistent with adopted functional classifications; or
- changes that would degrade performance so that it doesn’t meet performance standards or further degrade performance for a facility that is already projected not to meet performance standards.

The proposed amendment does not change the functional classification or change standards implementing a functional classification system. Impacts to transportation capacity and performance are typically evaluated by establishing a “reasonable worst case” scenario for development under the existing land use designations and regulations and comparing that to a “reasonable worst case” scenario for development under the proposed land use designations and regulations.

The city’s land use designations are descriptive tools assigned to individual properties. These designations are in turn implemented through the specific zones, which ultimately control the use and density for a development. This density in turn influences the scale of traffic generation that will affect local transportation facilities. Because the proposed amendments do not change existing zoning designations or development regulations, the impact to allowed land uses as a result of the Comprehensive Plan amendments is limited to differences in the potential for zone changes that would be consistent with the Comprehensive Plan.

A discussion of these differences is provided below and summarized in the TPR Analysis Matrix (Exhibit 6) for each combination of existing Comprehensive Plan designation and proposed Comprehensive Plan designation. The numbering for each change in plan designation corresponds to the numbering shown in the legend of the proposed Land Use Map (Exhibit 4).

¹ The Transportation Planning Rule requires local governments to review Comprehensive Plan and land use regulation amendments and contains standards by which to review the effect of the proposed amendment on existing or planned transportation facilities.

Where an implementing zone listed in the Comprehensive Plan is applicable only to a specific geographic area and is not available to the area where the plan designation change is proposed, that zone is shown in parenthesis with an asterisk (*).

1. Regional Center (Downtown) to Downtown Regional Center

Current Implementing Zones: RC-E, RC-OT, RC-TO

Proposed Implementing Zones: RC-E, RC-OT, RC-TO

Acreage: 449.11

Finding: The implementing zones for the Downtown Regional Center are the same. Therefore, the proposed change of land use designation will not significantly affect a transportation facility.

2. Regional Center (Washington Square) to Regional Commercial

Current Implementing Zones: C-WS, OI-WS

Proposed Implementing Zones: C-WS, CC, CS, GC

Acreage: 49.55

Finding: The amendment expands the range of commercial zones permitted by adding the CC and CS zones. All of the implementing commercial zones allow a wide range of retail uses and eating and drinking establishments. Policies for the Regional Commercial zone require development regulations that limit new land-intensive vehicle sales and service uses and uses requiring extensive outdoor storage to areas over a half-mile from a high-capacity transit station that are not heavily used by pedestrians. This policy would preclude zone changes to the GC zone, which permits such uses, within a half-mile of the WES station. Given that there is only one small parcel (under a quarter-acre) included in this category that is not within a half-mile of the WES station, a zone change from C-WS to GC is highly unlikely for this area.

The primary differences between the CC and CS zones and the C-WS zone, which is already an implementing zone, are the allowance for certain types of commercial uses, including:

- Marijuana dispensary and retail marijuana sales
- Storage yards
- Bulk retail²
- Vehicle rental (which is a conditional use)
- Bulk fuel dealerships³
- Drive-up window facilities

² Defined in Chapter 90 of the development code as: A retail use that is housed in a warehouse style building, is developed as a warehouse style building both on the interior and exterior, sells primarily institutional sized or multi-pack products in bulk quantities, has limited hours of operation and is not part of a larger shopping center.

³ Defined in Chapter 90 of the development code as: A use which includes a refueling gas station that dispenses fuel without the aid of an onsite attendant, to a preapproved credit customer through a special access card-lock system or its equivalent.

The affected properties are located within the Washington Square Regional Center. A new policy in the Land Use Element would limit the commercial zoning designations available to properties within the Washington Square Regional Center to C-WS. Since the affected properties are currently zoned C-WS, the proposed change of land use designation will not significantly affect a transportation facility.

3. Regional Center (Washington Square) to Community Commercial

Current Implementing Zones: C-WS, OI-WS

Proposed Implementing Zones: C-WS, CC, CS

Acreage: 7.98

Finding: The amendment expands the range of commercial zones permitted. The differences between C-WS and CC/CS zones are summarized above.

The affected properties are located within the Washington Square Regional Center. A new policy in the Land Use Element would limit the commercial zoning designations available to properties within the Washington Square Regional Center to C-WS. Since the affected properties are currently zoned C-WS, the proposed change of land use designation will not significantly affect a transportation facility.

4. Regional Center (Washington Square) to Employment

Current Implementing Zones: C-WS, OI-WS

Proposed Implementing Zones: OI-WS, OI, (OI-NC*)

Acreage: 215.25

Finding: The amendment adds OI as an implementing zone and removes C-WS. The OI zone is generally more restrictive than the C-WS zone on retail and other commercial uses. This change likely reduces the “reasonable worst case” trip generation potential from a zone change.

The affected properties are located within the Washington Square Regional Center. A new policy in the Land Use Element would limit the employment zoning designations available to properties within the Washington Square Regional Center to OI-WS. Since the affected properties are currently zoned OI-WS, the proposed change of land use designation will not significantly affect a transportation facility.

5. Main Street to Mixed Use Corridor

Current Implementing Zones: NS, R1, R2

Proposed Implementing Zones: CS, NS, R1, R2

Acreage: 74.22

Finding: The amendment adds CS as an implementing zone. The CS zone allows similar uses to the NS zone, but with fewer limitations on certain uses. Primary differences include:

- Marijuana dispensaries and sales are permitted (vs. prohibited in NS)
- Offices are not limited to 15,000 square feet in CS, as they are in NS
- Residential development is not limited in CS as it is in NS
- Temporary living quarters are conditionally permitted in CS (vs. prohibited in NS)

- Minor automotive services and bulk fuel dealerships are permitted outright in CS, rather than conditionally
- Vehicle rental is conditionally permitted in CS (vs. prohibited in NS)
- Individual businesses (other than food stores) are not limited to 15,000 square feet in CS as they are in NS

The new uses allowed under the CS zone generate fewer trips than uses allowed under the NS zone. The NS zone permits fast food restaurants and drive-through uses outright, and gas stations are permitted conditionally. The proposed change of land use designation will not significantly affect a transportation facility should the properties rezone in the future.

6. Main Street to Community Commercial

Current Implementing Zones: NS, R1, R2

Proposed Implementing Zones: CC, CS, (C-WS*)

Acreage: 4.34

Finding: The amendment eliminates residential implementing zones and modifies potential commercial zones. Key differences between the NS and CS zones are summarized above (Main Street to Mixed Use Corridor). Key differences between the NS and CC zones are summarized below. As with the CS zone, there are minor differences in the allowed uses and fewer limitations in the CC zone.

- Marijuana dispensaries and sales are permitted in CC (vs. prohibited in NS)
- Offices are not limited to 15,000 sf in CC, as they are in NS
- Residential development is not limited in CC as it is in NS
- Storage uses are conditionally permitted in CC (vs. prohibited in NS)
- Vehicle rental is conditionally permitted in CC (vs. prohibited in NS), but major automotive services are prohibited in CC (vs. conditionally permitted in NS)
- Places of worship and social organizations are permitted outright in CC rather than conditionally
- Transit Centers are permitted in CC (vs. prohibited in NS)
- Individual businesses (other than food stores) are not limited to 15,000 square feet in CC as they are in NS

There is a mismatch between the existing land use designation and CS zoning of the affected property. Since the C-WS zone is only available to properties within the Washington Square Regional Center, the only potential zone change allowed under the Community Commercial land use designation would be from CS to CC. Temporary living quarters, places of worship and social organizations are allowed outright in the CC zone and are conditionally permitted in the CS zone. Storage facilities and parking as a principal use are allowed conditionally in the CC zone and are prohibited in the CS zone. The new uses allowed under the CC zone generate fewer trips than uses allowed in the CS zone including fast food restaurants, drive-through uses, convenience stores and gas stations. Therefore, the proposed change of land use designation will not significantly affect a transportation facility.

7. Main Street to Neighborhood Center

Current Implementing Zones: NS, R1, R2

Proposed Implementing Zones: NS, R2, R4

Acreage: 24.72

Finding: The amendment reduces the maximum density allowed for residential zones and maintains the implementing NS commercial zone. Therefore, the proposed change of land use designation will not significantly affect a transportation facility should the properties rezone in the future.

8. Main Street to Neighborhood Residential – Medium Density

Current Implementing Zones: NS, R1, R2

Proposed Implementing Zones: R2, R4

Acreage: 12.09

Finding: The amendment eliminates NS as an implementing zone and reduces maximum density allowed for residential zones. Therefore, the proposed change of land use designation will not significantly affect a transportation facility should the properties rezone in the future.

9. Corridor to Downtown Regional Center

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: RC-E, RC-OT, RC-TO

Acreage: 13.31

Finding: Based on the location of the properties proposed to be changed from Corridor to Downtown Regional Center (west of Cedar Hills Blvd and north of the MAX line), the most likely zone that would be applied is the RC-TO zone. The RC-OT zone is specific to the area of Beaverton’s original downtown, and the RC-E district is for areas adjacent to Highway 217. The most permissive of the current implementing zones is the GC zone, and the highest density residential zone currently allowed is R1. Thus, the most appropriate comparison is between the GC zone and the RC-TO zone for commercial uses and between the R1 zone and the RC-TO zone for residential uses. Key differences in the type and intensity of allowed uses are summarized below.

- RC-TO allows a higher residential density than the R1 zone and the GC zone (60 units per acre vs. roughly 43 units per acre).
- The regional center zones have lower parking ratios than the commercial and residential zones. This creates the potential for higher density development because less land is dedicated to parking. However, it also suggests that a lower percentage of trips will be by car vs. other modes of transportation due to the synergies of a complementary mix of land uses, a pedestrian-friendly environment and nearby bus and MAX service.
- The RC-TO zone does not require minimum setbacks, which allows more of the land to be developed than in the GC zone or the R1 zone.
- The RC-TO zone allows a maximum height of 120 feet, vs. 60 feet in the R1 and GC zones. In theory, this allows more intensive development, although market and building code factors may limit the impact of this difference.

- The RC-TO zone does not allow certain commercial uses that are permitted in the GC zone, including bulk retail, bulk fuel dealerships, major automotive services, marijuana dispensaries and sales, and storage uses.
- The RC-TO zone prohibits drive-up window facilities, a permitted use in the GC zone
- The RC-TO zone limits some uses that are permitted in the GC zone, including gas stations (minor automotive service), and vehicle sales.

The affected properties are currently zoned GC, which allows for drive-through uses, car dealerships, large format retail and gas stations. Residential development is allowed at a maximum intensity of 60 dwelling units per acre, compared to a maximum of 40 dwelling units per acre in the GC zone. While the RC-TO zone allows for slightly higher residential densities than the GC zone, it is also more restrictive on retail and other commercial uses. The RC-TO zone prohibits drive-through uses and bulk retail. Therefore, the proposed change of land use designation will not significantly affect a transportation facility.

10. Corridor to Mixed Use Corridor

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: CS, NS, R1, R2

Acreage: 43.78

Finding: The amendment would limit the range of implementing commercial zones by eliminating GC and CC. The GC zone allows vehicle sales, large format retail and gas stations. The GC and CC zones allow for parking as a principal use, temporary living quarters and storage facilities (either outright or conditionally). These uses are prohibited in the CS and NS zones. Both the NS and CS zones allow uses with relatively high trip generation including fast food restaurants and drive-through uses. Therefore, the proposed change in land use designation will not significantly affect a transportation facility should the properties rezone in the future.

11. Corridor to Regional Commercial

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: GC, CS, CC, (C-WS*)

Acreage: 385.4

Finding: The proposal removes all residential implementing zones. However, attached and detached housing are permitted outright in the GC, CC and CS zones at densities comparable to the R1 and R4 zones. The affected properties are located outside the Washington Square Regional Center. Therefore, the city would not support a potential zone change to C-WS. Since the potential mix of residential and commercial uses and densities is the same, the proposed change is not expected to have a significant impact on a transportation facility.

12. Corridor to Community Commercial

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: CS, CC, (C-WS*)

Acreage: 397.5

Finding: The amendment removes all residential implementing zones. However, attached and detached housing are permitted outright in the CC and CS zones at densities comparable to the R1 and R4 zones. The proposal also removes the GC zone, which allows for vehicle sales and large format retail. The C-WS zone is only available to properties within the Washington Square Regional Center. Since the potential mix of residential and commercial uses is roughly the same, the proposed change is not expected to have a significant impact on a transportation facility.

13. Corridor to Neighborhood Center

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: NS, R2, R4

Acreage: 58.93

Finding: The proposed amendment limits the range of commercial uses by eliminating the GC, CC and CS implementing zones. Commercial uses previously allowed that are now prohibited under the NS zone include vehicle sales, temporary living quarters, marijuana dispensaries and office buildings larger than 15,000 square feet. Commercial uses previously allowed that are now conditionally permitted under the NS zone include housing, child care facilities, minor automotive service (e.g. gas stations), places of worship and social organizations. The proposal also removes the high density residential R1 zone. Since the NS zone is generally more restrictive on commercial uses, the proposed change in land use designation will not significantly affect a transportation facility should the properties rezone in the future.

14. Corridor to Employment

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: OI, (OI-NC*), (OI-WS*)

Acreage: 2.22

Finding: The proposal removes commercial and residential implementing zones and adds the OI employment zone. The affected property is currently zoned CS and developed with a multi-tenant office building. Uses are generally characterized as office and professional services. The OI-NC and OI-WS zones are location specific and not appropriate for the affected property. The remaining implementing employment zone is OI. The current CS zone allows for fast food restaurants, drive-through uses and gas stations. By comparison, the OI zone does not allow for gas stations or retail uses that exceed 30,000 square feet. Since the OI zone is generally more restrictive on retail and other commercial uses, the proposed change likely reduces the "reasonable worst case" trip potential from a zone change.

15. Corridor to Industrial

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: OI, IND

Acreage: 20.17

Finding: The proposal removes all commercial and residential implementing zones. The affected properties are currently zoned IND. There is a mismatch between existing zoning and land use designations. The OI and IND zones are generally more

restrictive than commercial zones on retail and other commercial uses and do not allow residential development. Drive-through uses are prohibited in the OI and IND zones. Minor automotive service (e.g. gas stations) are prohibited in the OI zone and allowed in IND. Freestanding retail use is prohibited in the IND zone and allowed conditionally in the OI zone (up to 30,000 square feet). Therefore, the proposed change likely reduces the "reasonable worst case" trip potential from a zone change.

16. Corridor to Neighborhood Residential – Standard Density

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: R5, R7

Acreage: 2.01

Finding: There is a mismatch between the existing plan designation and R7 zoning. The proposed change removes all commercial implementing zones and higher density residential zones. The R7 and R5 zones reduce the maximum potential density. Therefore, the proposed change in land use designation will likely reduce potential impacts to transportation facilities.

17. Corridor to Neighborhood Residential – Medium Density

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: R2, R4

Acreage: 620.48

Finding: The proposed amendment removes all commercial implementing zones and the high density residential R1 zone. The R2 and R4 zones reduce the maximum potential density of development. Therefore, the proposed change in land use designation will likely reduce potential impacts to transportation facilities.

18. Corridor to Neighborhood Residential – High Density

Current Implementing Zones: GC, CS, CC, NS, R1, R2, R4

Proposed Implementing Zones: R1

Acreage: 49.56

Finding: The proposed amendment removes all commercial implementing zones and the medium density R2 and R4 zones. Since all of the affected properties are currently zoned R1, the proposed change in land use designation will not significantly affect a transportation facility.

19. Neighborhood Residential – Standard Density to Neighborhood Center

Current Implementing Zones: R5, R7

Proposed Implementing Zones: NS, R2, R4

Acreage: 4.39

Finding: The proposed amendment increases the potential residential density and adds the NS zone, which allows for limited commercial businesses. There is a mismatch between the current land use designation and NS zone. The two affected properties are currently developed and zoned NS. Existing uses on site include a daycare, restaurant, convenience store, dental office and professional services. Since

the two properties are already commercially zoned and developed, the proposal is not expected to have a significant impact on the transportation system.

20. Neighborhood Residential – Standard Density to Employment

Current Implementing Zones: R5, R7

Proposed Implementing Zones: OI, (OI-NC*), (OI-WS*)

Acreage: 12.83

Finding: There is a mismatch between the existing land use designation and zoning. The affected properties are currently zoned CS, which allows for fast food restaurants, drive-through uses and gas stations. Existing development includes multi-tenant office buildings with uses characterized as office and professional services. The OI-NC and OI-WS zones are location specific and not appropriate for the affected property. The appropriate implementing Employment zone is OI. The OI zone prohibits gas stations and retail uses that exceed 30,000 square feet. Since the OI zone is generally more restrictive than the current CS zone on retail and other commercial uses, the proposed change likely reduces the "reasonable worst case" trip potential from a zone change.

21. Neighborhood Residential – Medium Density to Neighborhood Center

Current Implementing Zones: R2, R4

Proposed Implementing Zones: NS, R2, R4

Acreage: 3.41

Finding: The proposal adds the NS commercial zone, which allows for restaurants, drive-through uses and office buildings up to 15,000 square feet. One of the properties is zoned NS and is developed with a convenience store and daycare. The other property is zoned R2 and is developed with a self-storage facility. The R2 parcel is unlikely to redevelop in the near future since the self-storage facility underwent a large expansion in 2017. Given the existing zoning and uses on site, in combination with the limited acreage affected, the proposed change will not significantly affect transportation facilities.

22. Neighborhood Residential – Medium Density to Employment

Current Implementing Zones: R2, R4

Proposed Implementing Zones: OI, (OI-NC*), (OI-WS*)

Acreage: 0.78

Finding: There is a mismatch between the existing land use designation and zoning. The affected property is currently zoned CS, which allows for fast food restaurants, drive-through uses and gas stations. Existing development includes a medical office building. The OI-NC and OI-WS zones are location specific and not appropriate for the affected property. The appropriate implementing Employment zone is OI. The OI zone prohibits gas stations and retail uses that exceed 30,000 square feet. Since the OI zone is generally more restrictive than the current CS zone on retail and other commercial uses, the proposed change likely reduces the "reasonable worst case" trip potential from a zone change.

Summary Finding: The City intends to update the Transportation System Plan in 2018 as a follow up to the update of the Land Use Element. This will ensure that the Transportation System Plan is consistent with the proposed land use designations.

Based on the evaluation of each proposed change in plan designation, staff has concluded analysis that the change of land use will not “significantly affect” a transportation facility as defined by OAR 660-012-0060 cited above. The proposed amendments are consistent with Statewide Planning Goal 12.

Goal 13 - Energy Conservation

Section 7.5 of the *Comprehensive Plan for the City of Beaverton* outlines goals and policies for energy conservation, solar energy and renewable energy development. Given the relationship between land use and energy conservation, the proposed amendment includes a series of new policies under Section 3.3 that relate to sustainability, resiliency and energy efficiency. The updated Land Use Element also encourages urban densities, particularly within mixed use centers and near transit. The variety of allowed development types and densities provided under the new Land Use Element offers opportunities for residents, employees and visitors to walk, bike or take transit to destinations thereby reducing per capita energy consumption. The proposed amendments are consistent with Statewide Planning Goal 13.

Conclusion: Staff finds that the proposed amendments to the Comprehensive Plan Land Use Element and Land Use Map are consistent and compatible with applicable Statewide Planning Goals, thereby satisfying Criterion 1.5.1.A.

1.5.1.B. The proposed amendment is consistent and compatible with the applicable Titles of the Metro Urban Growth Management Functional Plan and Regional Transportation Plan;

The applicable Titles of the Metro Urban Growth Management Functional Plan (UGMFP Chapter 3.07) are addressed below, along with findings for the Regional Transportation Plan (RTP).

Title 1: Requirements for Housing and Employment Accommodation

Section 3.07.110 of the UGMFP calls for a compact urban form and a “fair-share” approach to meeting regional housing needs, and asks cities to help meet regional housing needs by maintaining or increasing their housing capacity. The City of Beaverton has adopted minimum density requirements for each zoning district. The city’s land use designations determine the implementing zoning districts. The proposed amendments do not modify the city zoning map or lower the minimum density requirements for each zone. The proposed amendments are consistent with Metro Title 1.

Title 4: Industrial and Other Employment Areas

The intent of Section 3.07.410 of the Metro UGMFP is to protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial Areas and Employment Areas. Title 4 includes a map of Employment and Industrial Areas and establishes requirements for cities and counties to

protect these lands. While there are no RSAs located within the city, there are Industrial and Employment lands in Beaverton.

The city has existing measures in place to limit new retail and commercial uses in Employment and Industrial Areas to those uses appropriate to serve the needs of business, employees and residents of employment areas. The proposed amendment does not eliminate these measures, which have been determined consistent with Metro Title 4 in the past. The proposed amendment includes several new policies intended to provide guidance on the desired mix of uses within Industrial and Employment Areas. These policies include:

- Policy 3.9.1.a) Emphasize and prioritize employment and industrial uses – ensure that other uses allowed within these plan designations support and do not detract from the desirability of these areas for employment and industrial uses.
- Policy 3.9.2.a) Provide for a mix of office, industrial and other employment space and complementary uses such as retail, restaurants, hotels, and services to meet the needs of businesses and employees.
- Policy 3.9.2.b) Limit new and expanded commercial retail uses to those appropriate in type and size to serve the needs of businesses and employees of the Employment Areas.
- Policy 3.9.3.c) Allow uses that complement industrial uses and provide an appropriate amount of retail and services needed by employees with limitations that ensure the area functions well for industry and freight.

Therefore, the goals and policies in the updated Land Use Element are consistent with Metro Title 4.

Title 6: Centers, Corridors, Station Communities and Main Streets

Title 6 predominantly focuses on local government strategies to improve implementation of the following design types: Centers, Corridors, Station Communities and Main Street Areas. These areas are shown on Metro's *2040 Regional Growth Concept Map* and *Centers, Corridors, Station Communities and Main Streets Map (Title 6 Map)*. There are no required Title 6 standards that apply to the proposed amendments. Title 6 also provides eligibility requirements for certain regional investment within these areas. The proposed amendments apply citywide and affect a number of areas that are depicted as Center, Corridor, Main Street and Station Community design types. Many of these areas include regional investments, such as MAX light rail transit, WES commuter rail, bus service, pedestrian and bicycle access, and automobile travel options.

The proposed amendments remove the city's Regional Center land use designation from the area known as Washington Square Regional Center. However, the zoning designations for the affected properties will remain the same. In effect, the city will implement the attributes of a Regional Center, as defined under Title 6, without using the "Regional Center" name. Additionally, the Land Use Element includes a new policy to support increased intensity of development within areas that are located within a half-mile of high capacity transit stops or stations, including MAX and WES. This policy would apply to properties located within the

Washington Square Regional Center, with the intent of both increasing intensity and improving design of new development to provide convenient connections between buildings and transit.

The amended Land Use Map extends the boundary of the city's remaining Regional Center by adding four parcels located on the west side of Cedar Hills Boulevard and north of the MAX light rail tracks. To reflect the location of the city's Regional Center, the proposal renames it to Downtown Regional Center. The implementing zones for the Downtown Regional Center land use designation remain unchanged.

The proposed amendments do not modify the implementing zones or boundaries of the city's Station Communities or Town Centers. The proposed land use framework eliminates the Corridor and Main Streets designations. When considered as a whole, these areas will provide a similar mix of uses that is consistent with the recommended uses described in Title 6.

Title 7: Housing Choice

The intent of Metro Title 7 is to ensure each jurisdiction provides a diverse range of housing types; specific goals for low- and moderate-income housing; housing densities consistent with the regional transportation system; and a balance of jobs and housing. While the Housing Element is the city's primary document demonstrating compliance with Title 7, the proposed amendment to the Land Use Element includes new policies aimed at encouraging the production of affordable housing and providing a wide range of housing types. These policies include:

- Policy 3.8.1.d) For development that achieves a public benefit or goal (i.e. increased housing options, public space or affordable housing) the city may provide opportunities in the Development Code to allow additional housing units that exceed the ranges listed for each Comprehensive Plan designation.
- Policy 3.8.1.e) Provide opportunities for a variety of housing types in all residential plan designations while maintaining a scale and character consistent with the intent of each plan designation.
- Policy 3.8.1.f) Facilitate development of housing that is affordable to a range of incomes, including low-income households.

As illustrated above, the proposed policies in the Land Use Element are consistent with Metro Title 7.

Title 8: Compliance Procedures

Section 3.07.810.A of Metro Title 8 establishes a process for determining whether city or county comprehensive plans and land use regulations substantially comply with requirements of the UGMFP, and requires cities to submit proposed comprehensive plan amendments to Metro for their review. Metro requires the city to submit the proposed amendment to Metro at least 35 days before the first evidentiary hearing, which is the Planning Commission hearing. The city provided the notice more than 35 days before the hearing. The city has not received any comments from Metro.

Title 12: Protection of Residential Neighborhoods

The purpose of Section 3.07.1210 is to help protect existing residential neighborhoods from pollution, noise and crime, and to provide access to commercial services, parks and schools. The proposed land use designations are substantially similar to the existing land use designations for residential neighborhoods. The updated Land Use Element includes several new policies that apply to existing residential neighborhoods. These policies address the location of services, such as parks and schools, and are summarized below.

- Policy 3.8.1.g) Ensure integration of parks and schools into neighborhoods in locations where safe, convenient connections from adjacent neighborhoods on foot and by bike are or will be available.
- Policy 3.8.1.h) Use Crime Prevention through Environmental Design (design that provides opportunities for “eyes on the street” through street facing windows and doors) to reduce graffiti, vandalism and other property crimes and to promote a feeling of safety for pedestrians.
- Policy 3.8.3.c) Focus highest density housing closest to transit, commercial services, parks and/or other amenities, to provide convenient access to these amenities by as many households as possible.
- Policy 3.8.3.g) Allow limited, small-scale retail and service uses that primarily serve the immediate neighborhood and are compatible with adjacent residential uses in terms of the amount of traffic created, noise, parking needs, and other quality of life issues.

The proposal results in little change in impacts to the level of protection provided to residential neighborhoods and improves access to civic and commercial uses. Staff finds the proposed amendments comply with Metro Title 12.

Regional Transportation Plan

The city’s 2035 Transportation System Plan (TSP) was adopted in 2010 with full review by Metro for consistency with the 2035 RTP. The requirements and findings for Statewide Planning Goal 12 are applicable to the RTP. As previously stated in the TPR findings under Goal 12, the proposal will not significantly affect the transportation system. Additionally, the proposed amendments to the Comprehensive Plan Land Use Element and Land Use Map do not amend the text of the city’s 2035 TSP, nor do they involve new development.

The Transportation Element will be amended in the future to comply with the updated RTP, which is currently under revision by Metro. Therefore, the proposal complies with the RTP.

Conclusion: The proposed amendments substantially comply with the relevant UGMFP Titles and RTP. Criterion 1.5.1.B. is satisfied.

1.5.1.C. *The proposed amendment is consistent and compatible with the Comprehensive Plan and other applicable local plans;*

The proposed amendment consists of an update to the Comprehensive Plan Land Use Element. The update was initiated in order to make the Comprehensive Plan more readable and user friendly and to account for current and anticipated demographic changes, development trends, and employment needs and supply. The update also incorporates major concepts, goals, and policies from recent planning efforts, including the Beaverton Community Vision, Civic Plan, Urban Renewal Plan, Creekside District Master Plan and South Cooper Mountain Community Plan.

Amendment Procedures (Chapter 1)

The proposal complies with the procedures and requirements for legislative Comprehensive Plan amendments found in Chapter 1. Pursuant to the notice requirements specified in Section 1.4.1, notice of the initial hearing before the Planning Commission was provided as follows:

- Notice of proposed amendment was mailed to DLCD, Metro, Washington County, NAC Chairs and the BCCI Chair on June 2 (at least 45 days before the hearing);
- Notice was mailed to affected property owners on June 9, 2017 (between 20 and 40 days prior to the hearing);
- Notice was posted in the Beaverton Building, the City Library, and on the city website on June 29, 2017, (between 20 and 40 days prior to the hearing); and
- Notice was published in the Beaverton Valley Times on June 29, 2017, (between 20 and 40 days prior to the hearing).

Therefore, the proposal meets the notice requirements for legislative amendments to the Comprehensive Plan.

Community Involvement (Chapter 2)

The proposed amendments were developed through an extensive public outreach and review process consistent with the intent of the Community Involvement Element, which was updated in June 2015 to simplify the planning process for city residents and other stakeholders and to increase opportunities for community involvement. The updated Land Use Element improves the readability of the document and provides goals and policies based on recently adopted Comprehensive Plan element, technical analysis and community input. As such, the proposed amendment is consistent with Chapter 2.

Housing (Chapter 4)

As previously addressed under the findings for Goal 10, the proposed amendments aim to increase the city's housing supply to meet unmet housing needs. The new policies will encourage a variety of housing types and densities commensurate with a variety of income levels. The updated Land Use Element also includes new policies aimed at residential infill and maximizing development potential, particularly within the Downtown Regional Center and areas located near transit. Therefore, the proposed amendments are consistent with Chapter 4.

Public Facilities – Chapter 5

Chapter 5 outlines the context of public facilities within the City of Beaverton. Many services for the community are provided by other service districts and agencies. The proposed amendment (CPA2017-0003) does not insert the Washington County – Beaverton Urban Planning Area Agreement (UPAA) within the Land Use Element as it does in the existing chapter. The UPAA is a stand-alone IGA with Washington County. By removing the UPAA from the Land Use Element, more flexibility is provided in revising the UPAA in conformance with the amendment procedures in the UPAA or adopting a new UPAA because those actions will not require a Comprehensive Plan change as well. The amendment also removes text in Chapter 5 that references the location of the UPAA within the Land Use Element. The UPAA remains in effect because it is an intergovernmental agreement between the city and Washington County. Since the proposal does not impact the city's ability to provide services or amend agreements with the city's service providers, staff finds that the proposal is consistent with Chapter 5.

Transportation (Chapter 6)

The findings for Statewide Planning Goal 12, provided earlier in this report, are applicable to the Transportation Element. As discussed under Goal 12, the proposal to amend the city's land use designations is in compliance with OAR 660-012-0060.

It should also be noted that future development will require that traffic impacts be assessed by the applicant to demonstrate that traffic generation deriving from the development will not impose excess constraints upon the system. If the impacts of development are forecast to degrade the system beyond existing standards, mitigation measures to alleviate the impact may be required. The analysis of the impact of development would be triggered at the time when development of the property is proposed rather than with the proposed Comprehensive Plan Amendments.

As other chapters of the Comprehensive Plan are updated, including the Transportation Element, consistency and relationships among policies of all chapters will be a prime consideration as amendments are prepared. Staff finds that the proposed amendments are consistent with Chapter 6.

Economy (Chapter 9)

As discussed previously in this report under Goal 9, the proposed amendment includes policies to encourage redevelopment and intensification of uses on already developed sites to help address the city's employment needs. Proposed changes to the Land Use Map do not reduce the amount of land designated for employment or industrial uses. The proposal is consistent with the goals and policies found in Chapter 9.

Community Health (Chapter 10)

The layout and design of a community can have a significant impact on overall community health. The Community Health chapter includes a goal to improve the quality of the built and natural environments. The new Land Use Element includes policies that encourage the provision of bike and pedestrian connections, reuse and redevelopment of underutilized sites, and convenient access to services (such as schools, parks, and stores) from residential neighborhoods. Staff finds that the proposed amendments are consistent with Chapter 10.

Conclusion: The proposed amendments are consistent with the policies of Chapters 1 through 10 of the Comprehensive Plan; therefore, Criterion 1.5.1.C. is met.

1.5.1.D. If the proposed amendment is to the Land Use Map, there is a demonstrated public need, which cannot be satisfied by other properties that now have the same designation as proposed by the amendment.

The proposal (CPA2017-0004) includes changes to the city's Land Use Map.

In general, the City Council established a need to update the Land Use Map when it asked staff to update the Land Use Element and Land Use Map to react to changing conditions, reflect recent planning work such as the Community Vision Plan, and incorporate public comments about the desired future for the community. The Land Use Map changes also are needed to implement the Council's desired policy direction for the Land Use Element as provided during this project. The Council's policy direction could not be implemented by other properties with the same designations. Policy direction also included creating new land use designations. Implementing that direction is not possible by looking at designations elsewhere in the city.

Regarding specific changes, the proposed amendment eliminates the existing Main Street and Corridor land use designations and removes the Regional Center designation from the Washington Square area. The proposed amendment is legislative in nature and systematically applies the new land use designations. In cases where there is a conflict between the existing zone and plan designations, the proposal aligns the land use designations with existing zoning. Staff finds that Criterion 1.5.1.D. is met.

Conclusion: The proposed amendment restructures and refines the city's land use designations by creating three new commercial land use districts and creating a new Mixed Use Corridor designation. Given the broad nature of this amendment and systematic approach to applying the proposed land use designations, staff finds that Approval Criterion 1.5.1.D. is met.

Summary Conclusion for CPA2017-0003 / CPA2017-0004: Based on the facts and findings presented, staff conclude that the proposed text amendment to the Comprehensive Plan text and Comprehensive Plan Land Use Map are consistent with all Legislative Comprehensive Plan amendment approval criteria set forth in Section 1.5.1.A. through D.

5. Staff Recommendation

Based on the facts and findings outlined in this staff report and contained in supporting documents, staff offers the following recommendation for the conduct of the July 19, 2017, public hearing for CPA2017-0003 (Comprehensive Plan Land Use Element) / CPA2017-0004 (Comprehensive Plan Land Use Map):

- A. Conduct the public hearing and receive all public testimony relating to the proposal.
- B. Consider the public testimony and the facts and findings presented in the staff report, deliberate on policy issues and other issues identified by the Commission or the public.
- C. Recommend **APPROVAL** of proposed legislative Comprehensive Plan text amendment (CPA2017-0003) and map amendment (CPA2017-0004) to the City Council.

7. Exhibits

Exhibit 1. Land Use Element (Chapter 3), amendment to Volume 1, City of Beaverton Comprehensive Plan

Exhibit 2. Land Use Background Report, amendment to Volume 2 (Background and Supporting Documents), City of Beaverton Comprehensive Plan

Exhibit 3. Proposed modifications to Procedures Element (Chapter 1) and Public Facilities Element (Chapter 5)

Exhibit 4. Land Use Map, amendment to Volume 1, City of Beaverton Comprehensive Plan

Exhibit 5. Public Testimony

- 5.1 Land Use Map comments, prepared July 11, 2017
- 5.2 Email from Farrach Chaichi, dated July 9, 2017
- 5.3 Email from Scott Rice, dated June 27, 2017
- 5.4 Email from Terry Lawler, dated June 27, 2017
- 5.5 Email from Anne Lee, dated June 20, 2017
- 5.6 Email from Mark Hoops, dated June 16, 2017
- 5.7 Email from Winifred Ward, dated June 13, 2017
- 5.8 Email from Lisa Beaty, dated June 13, 2017
- 5.9 Email from Caren P., dated June 13, 2017
- 5.10 Email from Amy Cathcart, dated June 13, 2017
- 5.11 Letter from ODOT, dated July 7, 2017
- 5.12 Letter from G Group, LLC, dated July 7, 2017
- 5.13 Staff memorandum, dated July 12, 2017

Exhibit 6. Beaverton Land Use Element Update: TPR Analysis Matrix