

EXHIBIT 2

Land Use Background Report

November 8, 2016

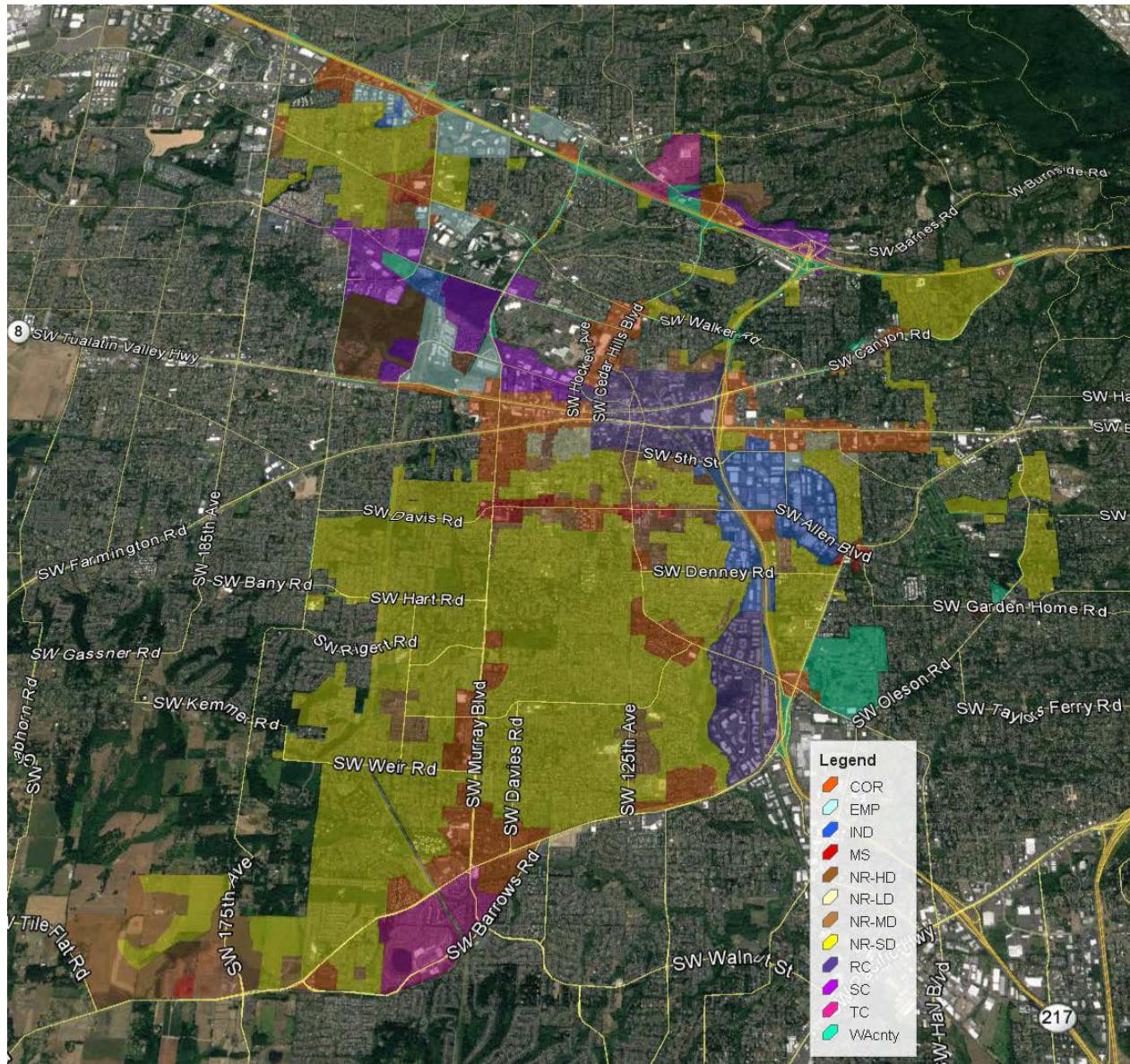


Table of Contents

CHAPTER 1.Introduction	3
Purpose	3
Approach to Updating the Land Use Element	3
Background Report Methodology	3
Organization of Report	6
CHAPTER 2.City-wide Land Use Context, Trends, and Policy Concepts.....	7
City-Wide Context and Development Trends	7
Existing City-wide Policy Concepts	14
City-wide Policy Concepts from Recent Studies	14
CHAPTER 3.Context, Trends, and Policy Concepts by Plan Designation	16
Overview of Plan Designations	16
Mixed Use Centers & Station Areas	17
Corridors & Main Streets	30
Employment	37
Industrial	38
Low and Standard Density Neighborhoods.....	40
Medium and High Density Neighborhoods.....	42

CHAPTER 1. Introduction

Purpose

The Background Report is intended to inform the update of the Comprehensive Plan Land Use Element policies and narrative.

Approach to Updating the Land Use Element

The overall approach to updating the Land Use Element includes:

1. Updating information that is outdated
2. Incorporating key concepts from the Beaverton Vision Action Plan, Civic Plan and similar efforts
3. Responding to recent development trends
4. Reflecting the diversity of places that exist within the broad umbrella of the Plan designations
5. Capturing issues and themes identified by the community

Background Report Methodology

This Background Report summarizes information and findings from the following research:

- Review existing Comprehensive Plan for current policy guidance.
- Review past studies & recommendations to gather recommendations and policy concepts already identified but not reflected in current Comprehensive Plan.
- Analyze recent (2002-2016) development trends to understand:
 - Which areas have seen the most development and redevelopment?
 - How much growth is going into station areas, town centers, and other focus areas compared with other parts of the City?
 - Which neighborhoods have seen the most housing growth?
 - Where has multifamily housing development been focused?
 - What housing mix has been built in each residential plan designation? Does this vary by neighborhood?
 - How much non-residential development has happened in each plan designation and neighborhood?
- Evaluate case studies to provide insights into questions including:
 - How does density or intensity of recent development compare to the range allowed in current policies and regulations?
 - How does recent development compare to prior development in terms of scale and character?
 - What form has recent development taken in terms of relationship of buildings to the street, scale, landscaping, etc.?
- Analyze and describe existing conditions / character for different types of places within the City, using comprehensive Plan designations, as well as finer-grained typologies as appropriate.

Case Study Approach

The following projects have been identified as case studies:

Regional Center / Downtown

- Westgate residential
- 1st and Angel (The Rise)
- Cracker Barrel / Marriott

Corridor / Commercial

- Raleigh Hills Professional Center
- Cedar Hills Crossing II
- Sunset Porsche

Industrial

- Allied Power

High Density Residential

- Progress Ridge Multifamily
- 45 Central

Medium Density Residential

- Maple Leaf at Timberland
- Progress Ridge Townhomes

Public

- Timberland Middle School
- TVFR Station 53

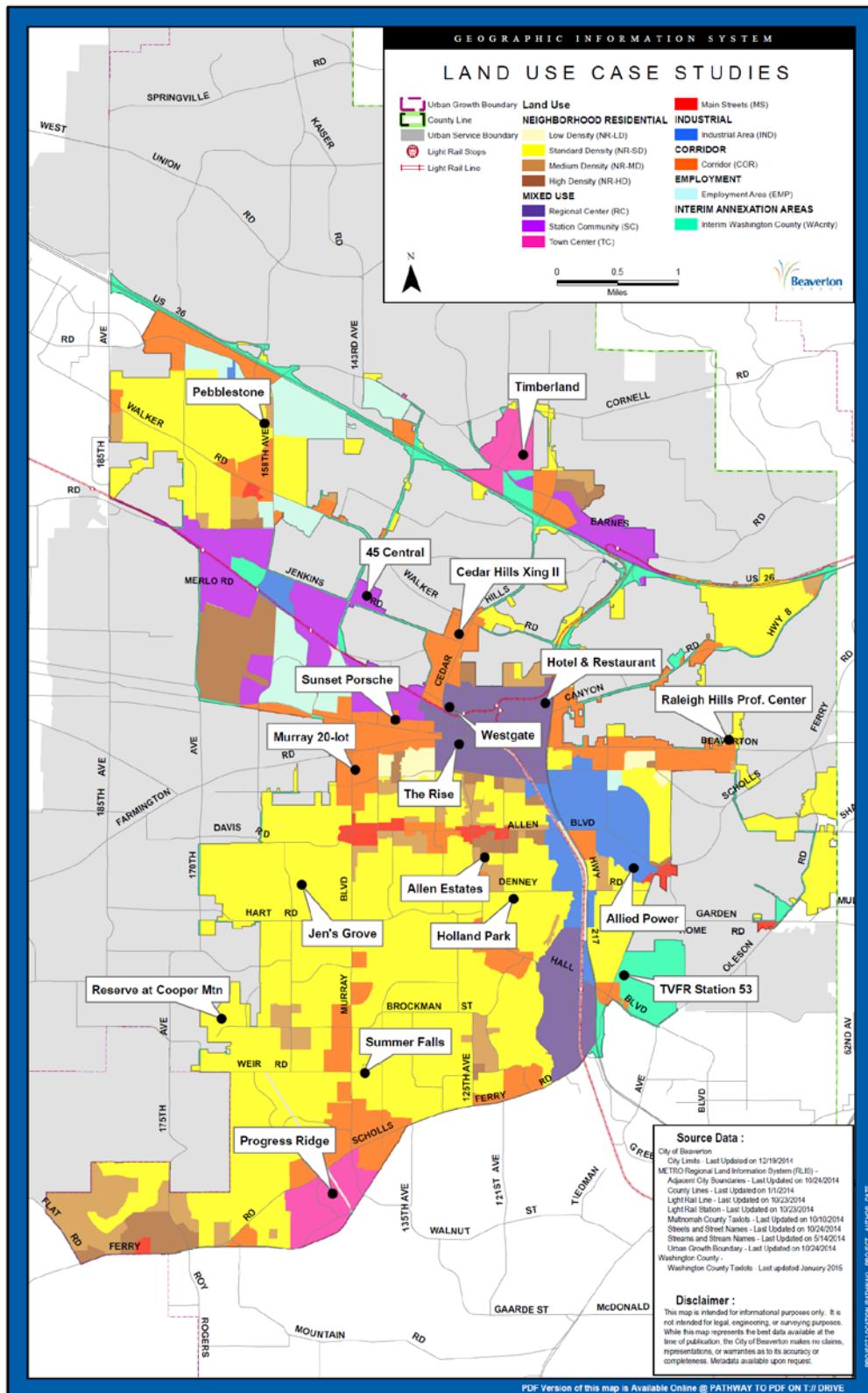
The locations of the case study projects are shown on Figure 1. Brief descriptions and images of the case study projects are integrated into Chapter 3.

For each case study, the following information has been gathered by City planning staff, as applicable:

- Approval date
- Brief Description / Summary
- Zone & Comprehensive Plan Designation
- Neighborhood Association (NAC)
- Total Site Size
- Housing Units – total and by type
- Commercial & Other Non-Residential Uses
- Commercial & Other Non-Residential Floor Area
- Parking Spaces & Parking Type (surface, tuck under, structured, etc.)
- Total Landscaping Area / Landscaping %
- Front setback from street
- Building Height / # stories (range if multiple buildings)
- Adjacent land uses
- Special Features (e.g. public spaces, green roofs, affordable housing units, any features used to get code incentives, etc.)
- Permit / Approval Type (e.g. PUD, subdivision, site plan review, etc.)
- Other Notes or Comments

[Note: full case study “data sheets” that contain the above-listed information will be provided as an appendix to the final report.]

Figure 1: Case Study Project Locations





COMPREHENSIVE PLAN
Land Use Element



Organization of Report

Chapter 2 of this report summarizes city-wide context, development trends, and existing policy direction, along with new policy concepts from recent studies that are city-wide in scope and scale. Chapter 3 discusses context, development trends, existing policy and policy concepts from recent studies by comprehensive plan land use designation.

CHAPTER 2. City-wide Land Use Context, Trends, and Policy Concepts

City-Wide Context and Development Trends

General City Land Use Context

Beaverton's position as an inner-ring suburb, largely developed in the second half of the 20th Century, has shaped much of its growth and urban form. The city's Old Town, first platted in 1868, dates to an era before cars were dominant, and has the small, walkable blocks characteristic of that time. However, the prevalence of cars during the periods in which much of the rest of the city was developed shaped a set of neighborhoods, employment areas, and commercial corridors that are built around automobile access. The City is also strongly influenced by the presence of Highways 217 and 26, which provide access to major employment areas throughout the west side of the region, as well as connecting to downtown Portland and providing freight routes that connect to other parts of the state and to I-5. The extension of the MAX light rail line in the 1990s began a gradual transition towards more transit-oriented development around light rail stations.

Beaverton's location within the Portland Metropolitan region is an important context for the City's growth and livability. Metro, the regional government, sets policies on land use, transportation, and natural resources that local jurisdictions in the region must comply with. It also sets a region-wide land use pattern, in collaboration with local governments. The Metro "2040 Growth Concept" highlights areas where growth should be focused and areas where higher densities and more redevelopment are appropriate (e.g. downtowns and light rail station areas). The 2040 Growth Concept is reflected in the City's land use designations and policies.

Relationships with other jurisdictions are also essential to Beaverton's land use and urban form. The City's boundary is approximately 94 miles in length, sharing borders with Portland, Tigard, Hillsboro, urban unincorporated Washington County and rural Washington County. It is a jagged and complex boundary that reflects an incremental annexation history and illustrates the importance of coordination with Washington County and adjacent cities. Much of the land now within the City limits was originally developed under Washington County development regulations. In many areas, annexation has occurred after County planning and initial development has occurred, requiring the City to implement the County's plans through City zoning.

City-Wide Development Trends

New Development by Type and Area

This analysis is based on building permit data from the City in three categories, focused on new construction:

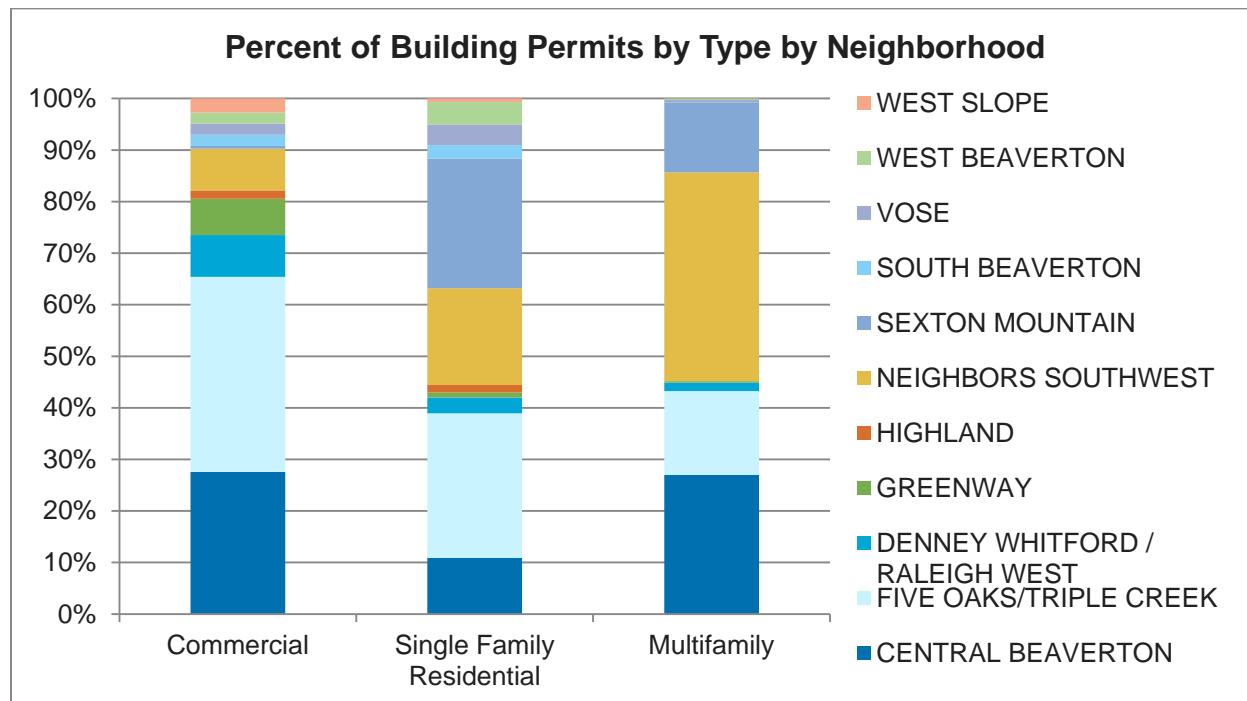
- Commercial¹

¹ Includes all non-residential new construction.

- Single family residential²
- Multifamily residential (including duplexes)

The percent of permits of each category by neighborhood is shown in Figure 2. See Figure 3 for a map of the neighborhoods.

Figure 2: Percent of Building Permits for New Construction by Type by Neighborhood (2002-2016)³



Several neighborhoods had relatively few building permits for any type of new construction, including West Slope, West Beaverton, Vose, South Beaverton, and Highland.

The greatest concentration of new commercial construction permits was in the Five Oaks / Triple Creek neighborhood (in the employment areas between Highway 26 and Tualatin Valley Highway), followed by Central Beaverton (in the downtown as well as along Tualatin Valley Highway near downtown).

For residential construction, the primary areas of activity were in Sexton Mountain, Neighbors Southwest, Five Oaks / Triple Creek (in the area between Baseline/Jenkins and Highway 26), and Central Beaverton (primarily in the area north of Highway 26 that is included in the Central Beaverton neighborhood).

² Includes single family attached.

³ Data used throughout this summary includes permits issued between 1/1/2002 and 7/31/2016.

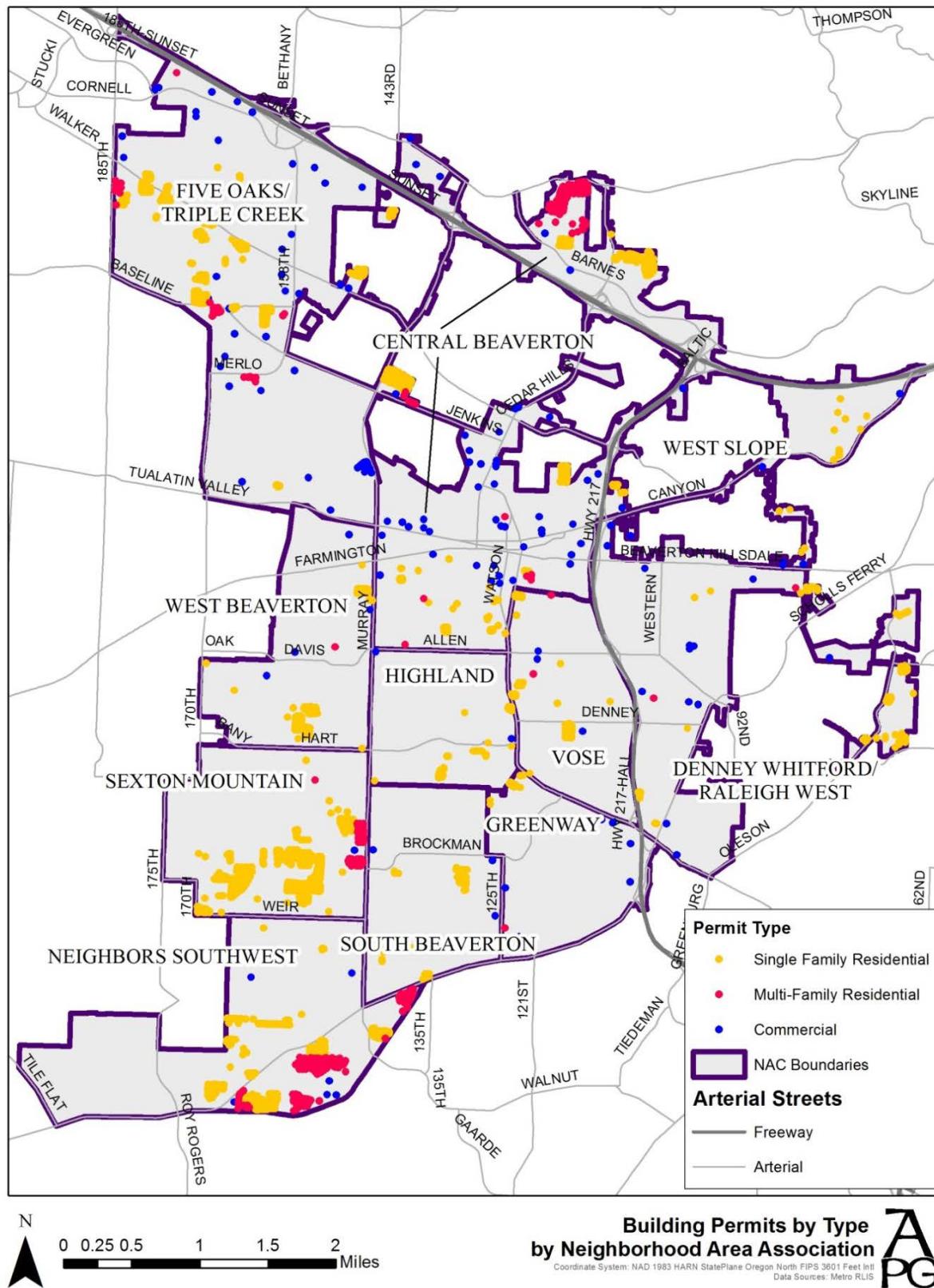


COMPREHENSIVE PLAN

Land Use Element



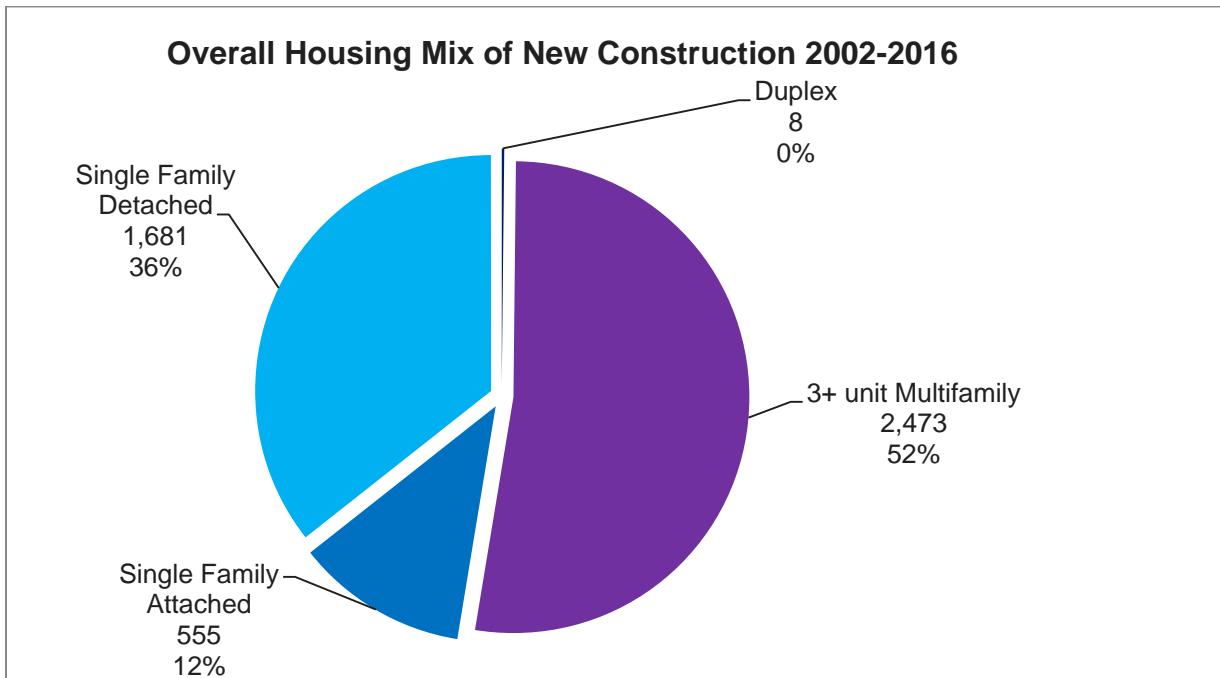
Figure 3: Map of Building Permits for New Construction (2002-2016)



Housing and Housing Mix

A total of roughly 4,700 housing units (approximately 12% of the current housing stock in the City) were developed since 2002. The overall housing mix developed since 2002 has been over 50% multifamily housing. Of the single family housing construction, roughly a third has been single family attached housing (i.e. townhomes).⁴

Figure 4: Overall Housing Mix of Recent Housing Development (2002-2016)

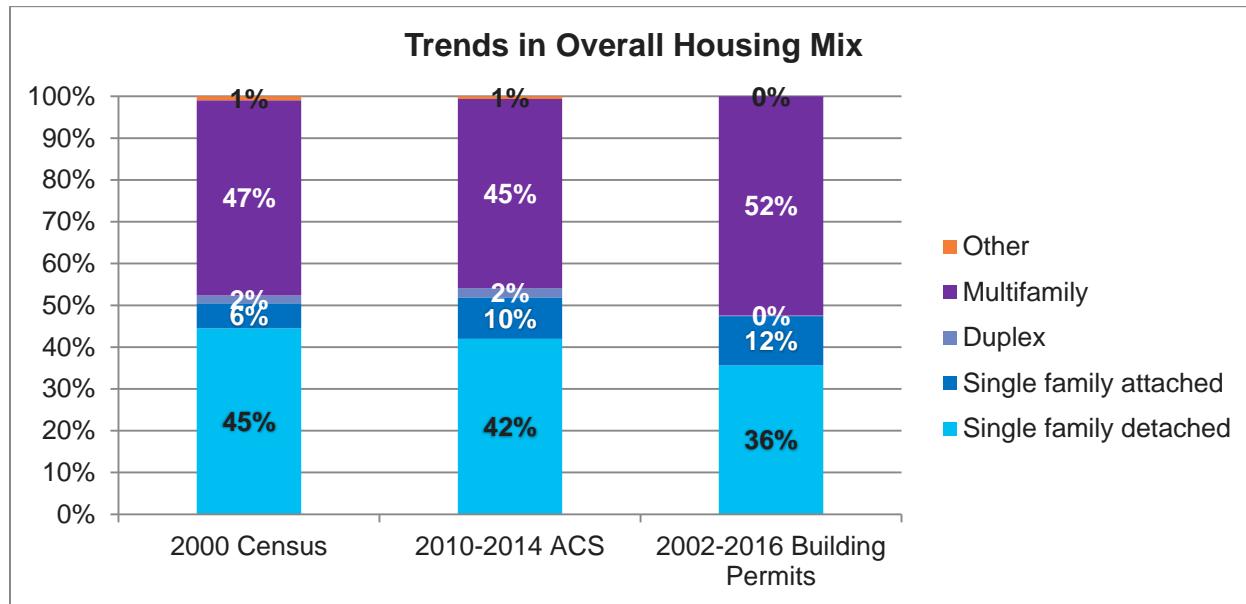


Source: Angelo Planning Group analysis of City of Beaverton Building Permit data 2002-2016; number of housing units based on Metro Multifamily Housing Inventory, Building Permits, and Angelo Planning Group research.

Comparing this mix to data from the 2000 Census and 2010-2014 American Community Survey estimates (see Figure 5) shows that the trend towards increasing multifamily and single family attached housing is continuing.

⁴ The distinction between single family attached and detached housing is approximate, based on a mix of building permit subtype data and interpretation of project descriptions (e.g. references to "Townhomes").

Figure 5: Trends in Overall Housing Mix



Source: 2000 Census data for City of Beaverton, 2010-2014 American Community Survey for City of Beaverton, and Angelo Planning Group analysis of City of Beaverton Building Permit data 2002-2016.

The number and type of housing units built since 2002 in each neighborhood is shown on Figure 6. Central Beaverton, Five Oaks / Triple Creek, Sexton Mountain, and Neighbors Southwest had the greatest number of new housing units built since 2002, and all but Sexton Mountain had significant shares of multifamily units.

In Neighbors Southwest, the number of new housing units is primarily the result of the development of Progress Ridge and adjacent areas. In Central Beaverton, major developments since 2002 include Willamette Ridge, Peterkort Village, and Timberland north of Highway 26; The Round; and Franklin and Tucker Apartments near downtown. In Five Oaks / Triple Creek, major developments include Sunset Crossing Apartments, Villas at Tanasbourne, Merlo Station Apartments, Elmonica Condominiums, and Meridian Village, along with other subdivisions. Sexton Mountain development included Sexton Crest and a number of other subdivisions. The clustering of multifamily development is illustrated on Figure 7 (the location of single family building permits is shown on Figure 3, along with other types of building permits).

Other neighborhoods saw smaller quantities of development, often in partitions and subdivisions of less than 20 units. This smaller-scale infill was primarily single family development with a few smaller multifamily developments.

Figure 6: Simplified Housing Mix of New Construction by Neighborhood (2002-2016)

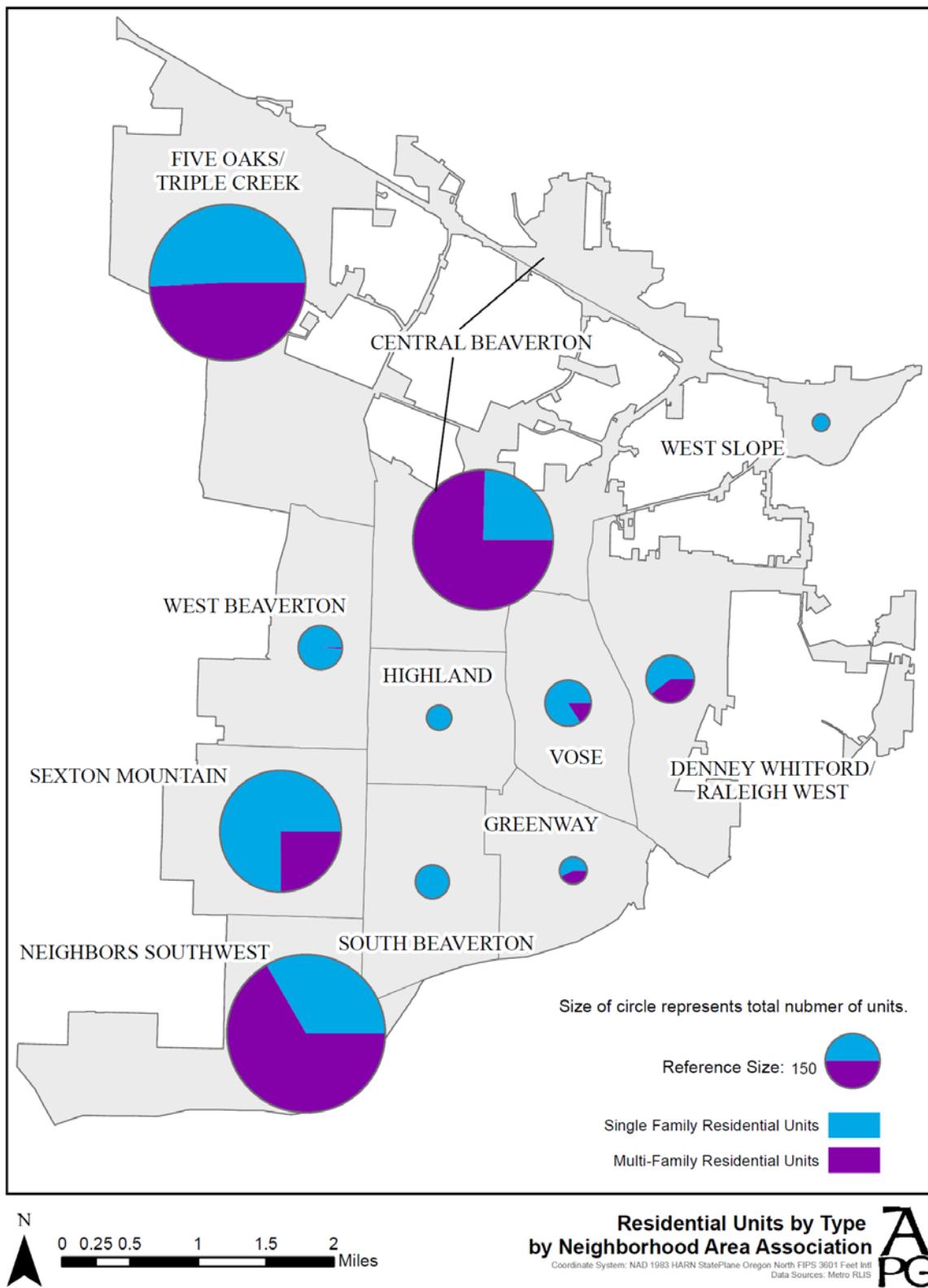
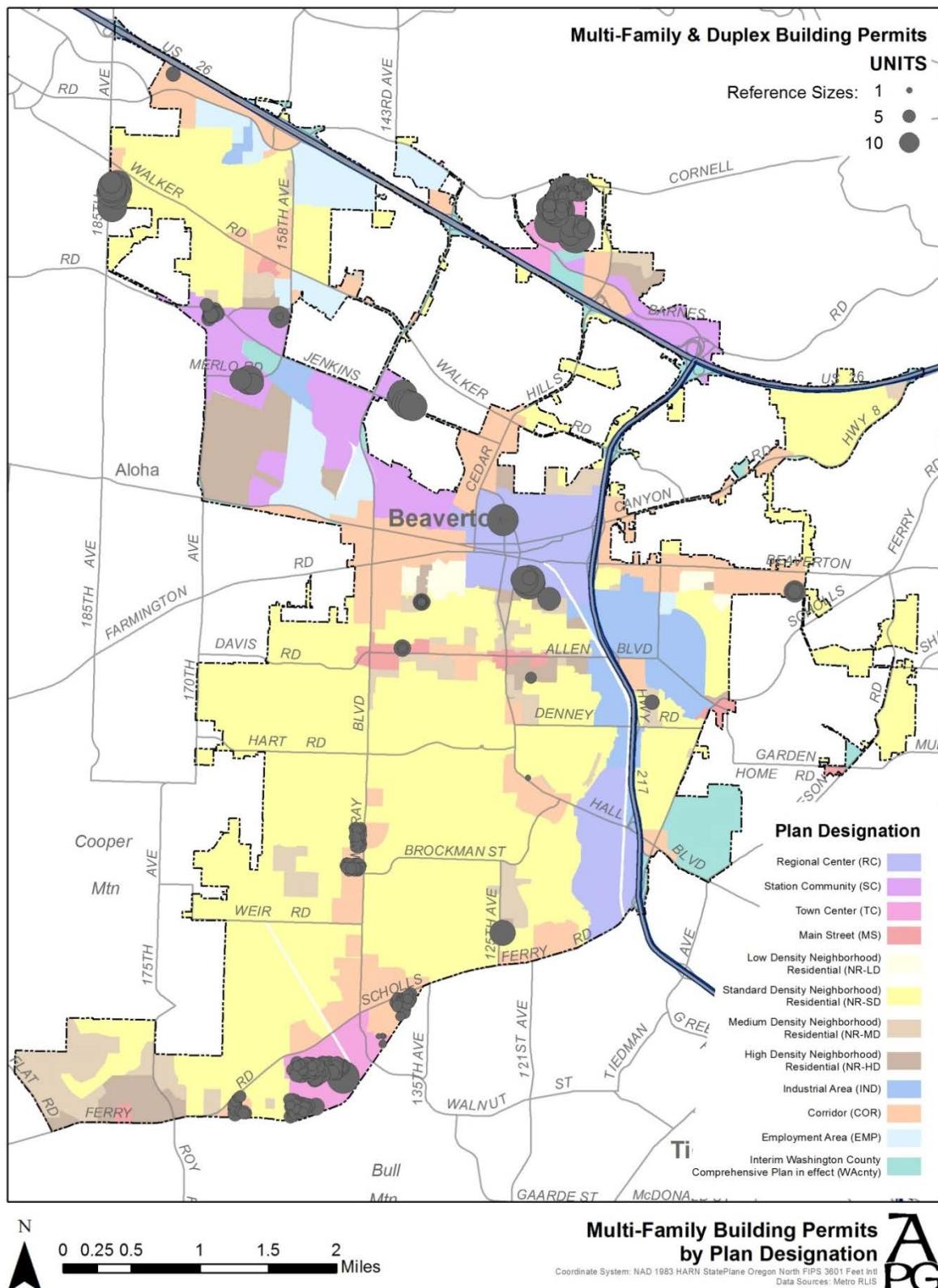


Figure 7: Multifamily & Duplex Units Permitted (2002-2016)



Existing City-wide Policy Concepts

The existing Land Use Element addresses two issues of City-wide relevance: community identity and coordination with Washington County. These are summarized in brief below.

Community Identity policies

The City's existing policies and goals related to community identity address aesthetics, livability, and the relationships between land uses. They include the following policy concepts:

- Urban design standards to create a positive community identity, public spaces, and a quality pedestrian environment
- Sign standards and limitations on size, location and number
- Preservation of natural and historic resources as well as scenic views
- Public and institutional uses should be allowed or conditionally allowed in most zoning districts, but can be converted to a special designation for such uses.
- Public facilities should be available at time of development
- The City will apply appropriate land use designations when land is annexed.

Urban Planning Area Agreement

The Urban Planning Area Agreement (UPAA) was signed by the City and Washington County in 1989. It spells out how the City and County will coordinate on planning for the area outside City limits but with the Urban Planning Area (UPA). The current agreement, in essence, gives the City the opportunity to participate in, review, and comment on proposed amendments to the County's comprehensive plan and development regulations that affect the UPA, and requires the jurisdictions to provide notice to each other of proposals that affect both. It also specifies that when the City annexes land, it will convert County land use designations to City land use designations and zones as closely as possible. The UPAA also addresses notice to the public and neighborhood / community groups for proposals that affect the UPA, and coordination of public facilities planning (this is addressed in more detail through separate Urban Services Agreements). Finally, the UPAA contains procedures for amending the UPAA itself. As of the preparation of this report, the City and County are discussing updates to the UPAA.

City-wide Policy Concepts from Recent Studies

Vision Action Plan

Beaverton's Community Vision and Vision Action Plan were originally adopted in 2010. The Vision Action Plan has been updated twice since then, most recently in 2016. The Beaverton Community Vision was developed through extensive citizen involvement, and expresses what kind of community Beaverton wants to be in the future. The Vision Action Plan identifies community-inspired actions that the city and a wide range of community partners will work on over the next decade to implement the City's vision. It addresses many aspects of life in the city and its future. Ideas and actions identified in the 2016 plan that have relevance to land use include:

- Food carts
- Murals, public art

- Crime prevention through environmental design (CPTED)
- Age-in-place housing
- Community gardens
- Housing for homeless and those in need
- Amenities at transit stops and stations
- Support transportation alternatives
- Sustainable building design and development
- Conservation of natural areas and tree preservation
- Facilitate dining, shopping, entertainment and recreation, and childcare in and around neighborhoods
- Integrate affordable housing
- Site high-density development near transit and services

Beaverton Civic Plan

The Beaverton Civic Plan was prepared in 2011 as a follow up to the visioning effort. It includes a Land Use and Transportation Strategy, a Housing and Neighborhoods Strategy, and a Central City Strategy. Key city-wide policy concepts from those strategy documents include:

- Desire for Neighborhood Centers
- Small Area Planning / create neighborhood plans
- Encourage low impact design features in new developments
- Partner with non-profit organizations to build affordable housing
- Expand Employer Assisted Housing options
- Expand the city's existing programs for energy upgrades
- Preserve and stabilize existing housing stock through rehabilitation programs
- Invest in targeted capital improvements that enhance neighborhood livability

Housing Strategies Report

The 2015 Housing Strategies Report identifies housing needs (quantity and type of housing needed to meet projected growth and demographic changes) and includes an updated buildable lands inventory (BLI). It also includes some policy recommendations that are relevant at a city-wide level, including:

- Need for more attached forms of housing and greater density
- Increasing immigrant population with larger households
- Allow for development of emerging housing types

EOA

The 2015 Economic Opportunities Analysis projects employment growth and target industries for the City and identifies whether and to what extent that growth can be accommodated on land within the city, and whether policy changes are needed in order to meet employment growth needs. One recommendation of city-wide relevance is to maximize efficient utilization of the City's limited land capacity, particularly for employment land.

CHAPTER 3. Context, Trends, and Policy Concepts by Plan Designation

Overview of Plan Designations

Organization of Plan Designations

The City's comprehensive plan designations are closely linked to Metro's 2040 "Design Types" that are the building blocks of the 2040 Growth Concept. In part because they are reflective of the Metro 2040 Growth Concept, the existing plan designations have a wide range of existing conditions. For many of the plan designations, this means that there is a correspondingly large range of zones that implement the plan designation. Frequently, the zones are quite similar to those that implement other plan designations. In practice, development tends to correspond closely with the zone, but loosely to what one might expect given the plan designation.

Summary of Plan Designations

The existing plan designations include:

- Mixed Use Centers & Station Areas
 - Regional Centers
 - Town Centers
 - Station Communities
- Corridors & Main Streets⁵
 - Corridors
 - Main Streets
- Neighborhoods
 - Low Density
 - Standard Density
 - Medium Density
 - High Density
- Employment & Industrial
 - Employment areas
 - Industrial areas
- Interim / special purpose designations⁶
 - Interim Washington County
 - Right of Way

⁵ Note that Main Streets and Corridors have some commonalities in their existing conditions and context, so this report considers these together although that's not how they appear in the plan.

⁶ This report does not examine these designations.

Mixed Use Centers & Station Areas

Overview

The existing Land Use Element policies for mixed use areas indicate that they are intended as urban neighborhoods containing a variety and intermixing of uses – such as housing, retail, offices, small manufacturing or industry, and civic uses. These areas generally integrate compatible land uses vertically, horizontally, or both. They are intended to provide compact urban development and pedestrian-oriented streets in order to allow people to get around without a car. They provide for a variety of housing options. Many of these areas have Community Plans with more specific policies and planning guidance.

The mixed use centers exhibit a wide range of existing conditions, with varying degrees of achievement of their policy goals. This will be discussed in more detail for each of the individual centers in the following sections. However, as a whole, mixed use centers have captured a significant share of recent development activity: over 30% of commercial building permits, nearly 30% of single family building permits, and over 60% of multifamily building permits in Beaverton between 2002 and 2016 were for development in Town Center, Station Community and Regional Center plan designations. Just over a third of total construction value added to commercial areas in that time went into designated Centers (Station Center, Regional Center, and Town Center designations), and over a quarter went into Central Beaverton.

Metro's State of the Centers Report, last updated in 2011, looked at a variety of performance measures (including number of residents and jobs, densities, amenities available, sidewalks and transit, travel behavior, and others) in Regional Centers and Town Centers, including those in Beaverton. This is a useful source of information for these areas, though now somewhat dated and not descriptive of the character of the area.

Regional Centers

According to Metro's Functional Plan (as referenced in the City's existing Land Use Element), "regional centers will become the focus of compact development, redevelopment and high-quality transit service and multimodal street networks."⁷ They are intended to reach a target of 60 persons (residents plus employees) per acre.

Downtown Regional Center

Downtown Beaverton and the area between Highway 217, 5th street, Hocken and Center / Hall Streets. The regional center designation includes three distinct areas or districts: Old Town, Creekside / north, and "East" areas, each with their own personality.

Context

According to Metro's 2011 State of the Centers report:

The Beaverton Regional Center serves as a retail and transportation hub for Beaverton and unincorporated Washington County. Located directly west of Highway 217 and south of Highway 26, the center is served by several additional ODOT facilities, including State

⁷ Section 3.07.130 of the Metro Urban Growth Management Functional Plan, quoted on page III-2 of the City of Beaverton Comprehensive Plan, Chapter 3: Land Use Element.

Highway 8 and 10. Two MAX stops, as well as a regional transit center, provide extensive transit service in and out of the center. The center has 2,290 residents, 5,290 employees and 1,047 dwelling units. Beaverton Regional Center contains 407 gross acres.⁸

The Old Town area is the city's historic core, with small, square blocks and some remaining historic buildings. The Creekside and northern area includes the Beaverton Round (a transit-oriented development next to a MAX station) as well as older retail and office development. The "East" area includes auto-oriented large- and medium-scale commercial development between Hall Boulevard and Highway 217 along both Beaverton-Hillsdale Highway and Canyon Road. It also includes some housing (including apartments, a few single family homes, and an RV park) north of the MAX line.

Development Trends

Development since 2002 has included several commercial buildings at "The Round"; apartments, townhomes, and a private elementary school in Old Town; a few new offices and shopping centers; a new car dealership service building in the "East" area, and several small buildings such as kiosks.

Investment in commercial development and remodels since 2002 totals roughly \$89.6 million, or just under \$265,000/acre. A total of 83 new housing units have been permitted since 2002.

Growth Potential

The City's 2015 Buildable Lands Inventory projects roughly 2,540 new housing units within this area through 2035, based on current zoning and estimated redevelopment potential. Roughly 73 acres of land, out of a total of about 340 acres (over 20%), excluding right of way, is projected to redevelop or increase employment densities.

New projects in the pipeline at this time include several vertical mixed use buildings with apartments over retail in the Creekside and Old Town areas, including The Rise and Westgate (see Case Study project descriptions below). These projects represent a shift toward vertical mixed use at urban densities, and the implementation of the ideals of recent planning efforts. Both projects are public-private partnerships, indicating that the market cannot support such development unassisted at this time. However, if these projects are successful, they may demonstrate the feasibility and desirability of more urban housing in downtown Beaverton, and help spur additional development.

In the East area, the Cracker Barrel/Marriott case study project (see description below), which is now under construction, illustrates both the continuation of a more typical suburban retail pattern in that area, with a single-story commercial building with surface parking, and a gradual transition to higher intensity, with a four-story hotel.

⁸ *State of the Centers*, Metro, May 2011, p.31-32

Westgate Residential



The Rise at Westgate showcases a mix of residential and commercial uses, with residential options ranging from live/work units to two-bedroom apartments to two-story townhouses. The proposed development will provide 230 housing units and four commercial/retail spaces in an area of Beaverton that is zoned and targeted for high-density, mixed-use development. The residential units will be rental units. While rental rates are slated to be primarily market-rate, 15 units in the West Building will be affordable units, with rental rates set at 80% of the region's median family income.

1st and Angel (The Rise)



The development includes 87 residential units, including 9 Live/Work units, and approximately 2,300 square feet of commercial space in a 4-story vertical mixed use development. Project occupies an entire city block in Old Town, and received a grant from Metro for Transit Oriented Development.

Cracker Barrel / Marriott



Construction of a 56,000 square foot, four-story hotel with 112 rooms. The proposal also includes a 9,100 square foot restaurant. Conditional Use required to allow a hotel in the RC-E zone.

State of Planning and Policy

Downtown Regional Community Plan

The Downtown Regional Center Community Plan was adopted by the City in 2005. It is officially part of the Comprehensive Plan. It provides goals, policies and actions specific to the Community Plan Area.

The key goals in the Community Plan for this area include:

- Creating a positive image for the downtown area;
- Focusing commerce, high density housing, and civic activities in the downtown; and
- Providing connections to the downtown for all modes of transportation.

Beaverton Civic Plan

The Civic Plan, completed in 2011, includes a 100+ page document of strategies targeted to Beaverton's Central City that provides a framework for a new understanding of Beaverton's core.

Key ideas and policy concepts from the Civic Plan Central City Strategy include:

- Improving Walkability, Connectivity and Street life
- Transforming and calming Canyon Road
- Enhancing open and civic spaces (both urban and natural spaces)
- Making desirable development feasible for Central Beaverton
- Designing for a Walkable Central City
- Enhancing key pedestrian districts
- Encouraging shared parking strategies
- Encouraging new housing development

These policies are not directly reflected in the adopted Land Use element or Community Plan, though they reflect similar themes and aspirations.

Creekside District Master Plan

The Creekside District is within the Downtown Regional Center and has been the subject of recent planning by the City with extensive public involvement. The Creekside Master Plan, adopted by City Council on November 18, 2014, outlines the investments, projects and programs needed to transform the District into a vibrant, mixed-use, transit-oriented downtown neighborhood.

Key goals and policy concepts from the Creekside Master Plan include:

- The District is a vibrant, attractive Downtown residential and employment center and a catalyst for continued growth downtown.
- The District is a thriving, well-connected hub of transit-oriented development and pedestrian-friendly urban form.
- The Downtown creek system is a beautiful destination and focal point for people who live, work and visit the District.

These policies are not directly reflected in the adopted Land Use element or Community Plan, though they reflect similar themes and aspirations.

Economic Opportunities Analysis

While the City's most recent Economic Opportunities Analysis (EOA) focuses on city-wide analysis, it does highlight the importance of the downtown core to "both accommodate a significant amount of incremental employment [growth], as well as to serve as an amenity that will increase the attractiveness of the City for employers and residents."⁹ The EOA supports greater residential development and on-going public investment in the downtown in order to support more amenities, retail and restaurants, and make the area more attractive and vibrant.

Washington Square Regional Center

The Washington Square Regional Center is part of a larger Regional Center designation that spans multiple jurisdictions. It includes the major regional mall (in Tigard) and adjacent land in unincorporated Washington County. The Beaverton portion includes a commercial / retail area as well as an office / industrial area.

Context

Metro's 2011 State of the Centers Report describes Washington Square Regional Center as follows:

The Washington Square Regional Center is a major retail hub for central and southern Washington County, western Clackamas County, and surrounding cities. It is located in the jurisdictions of both Beaverton and Tigard and a portion of unincorporated Washington County. The Washington Square mall is a thriving shopping center and has attracted many other satellite retail developments. The center is served by Highway 217, Southwest Scholls Ferry Road and Southwest Hall Boulevard. Additionally, the center has a Westside Express Service (WES) commuter rail stop and three bus lines. The center has 2,465 residents, 12,742 employees and 1,161 dwelling units. Washington Square Regional Center contains 914 gross acres.

Beaverton's portion has good access to parks and relatively good transit service. The eastern portion (east of the rail line, around Cascade Avenue) is a large-scale retail center that draws on the traffic and activity generated by the Washington Square mall and visibility from Highway 217. The western portion and the area north of Hall Boulevard takes the form of a suburban office park, with a few retail / personal service businesses, but primarily offices. The background of the existing Land Use Element notes that Koll Business Center, Marathon Industrial Park and Nimbus Industrial Park are located within the Washington Square Regional Center.

Development Trends

Development since 2002 is largely limited to renovations, alterations, and tenant improvements to existing buildings. However, a CarMax used-car dealership was approved and built at the southern end of Cascade Avenue, near the intersection of Scholls Ferry Road and Highway 217. This use caused some concerns about whether the zoning and policies were consistent with the vision for the area. Subsequently, the city studied issues within Beaverton's portion of

⁹ Beaverton Economic Opportunities Analysis, prepared by Johnson Economics, July 2015, p. 64.

the Washington Square Regional Center and developed new regulations and zoning districts specifically for the area: Commercial – Washington Square and Office Industrial – Washington Square within the Multiple Use section of the Development Code.

The total value of commercial investments into this area (as documented in building permits) is over \$77.5 million, or over \$335,000/acre.

Growth Potential

Little or no growth is projected for this area during the planning horizon in the BLI, given the existing zoning and existing level of development.

State of Planning and Policy

The City of Beaverton prepared a draft Community Plan in 2009 but did not adopt it at that time, reflecting concerns about the capacity of roads in the area to handle increased densities that would implement the vision for the area, and a focus on the Downtown Regional Center. The City does have specialized zones for the area that address, in their purpose statements, both the current condition and identify the aspirations for the area to transition to transit-supportive and pedestrian-oriented development, particularly near the commuter rail station. However, the development standards and allowed uses are generally similar to those in the standard zoning designations that previously applied to the area.

The Washington County Metzger-Progress Community Plan briefly mentions this area, but has little policy direction for it. Tigard has a Plan District that covers their portion of the Regional Center and provides special regulations.

Town Centers

According to Metro's Functional Plan (as referenced in the City's existing Land Use Element): "Local retail and services will be provided in town centers with compact development and transit service."¹⁰ Densities are intended to reach the Metro target of 40 persons per acre.

Murray Scholls Town Center

Context

The officially designated Murray-Scholls Town Center, now commonly known as Progress Ridge (and separate from the nearby shopping center called the Murray Scholls Town Center) is a Metro-designated town center between Scholls Ferry Road and Barrows Road at the southern edge of Beaverton. The area is home to Progress Ridge (see description below) as well as other multifamily and townhome developments. (Metro's 2011 State of the Centers report predates the development of the Progress Ridge Town Square commercial development, and is therefore too out of date to be useful.) The area has limited access to transit, with some nearby bus service, but good access to parks.

Development Trends

Progress Ridge is a master-planned mixed use development, approved as a Planned Unit Development (PUD), that was built around the site of an old gravel quarry (which has been

¹⁰ Section 3.07.130 of the Metro Urban Growth Management Functional Plan, quoted on page III-2 of the City of Beaverton Comprehensive Plan, Chapter 3: Land Use Element.

transformed into a lake). It includes a large shopping center (over 200,000 square feet in total), with national and local retailers, restaurants, and office space, anchored by a grocery store and movie theater. It also includes roughly 700 apartments, townhomes, and “carriage flats” surrounding a park and the shopping center. Uses are mixed horizontally, rather than vertically. In addition to the lake area, a powerline easement was improved to provide a trail and linear park along the edge of the development. Significant road improvements, including realignment of Barrows Road, were also part of the development. The development occupies much of the Town Center designation.

Progress Ridge (Murray Scholls Town Center) development



An additional townhome development has also been built since 2002. The total investment in commercial development and remodels totals about \$45.2 million, or a little over \$254,000/acre. A total of about 860 new housing units were permitted since 2002.

Growth Potential

Relatively little buildable land remains in this Town Center. The land that is not already developed is generally protected open space. The remainder tends to have access or other challenges that make it difficult to develop. After accounting for properties that have developed since the BLI was prepared, the BLI projects potential for somewhere between 100 and 360 housing units and 3 to 7 acres of additional commercial / employment (re)development in this area.

State of Planning and Policy

The Murray Scholls Town Center Community Plan was adopted by City in 2005. It is quite brief, and includes just five policies, addressing the following:

- Urban scale development with adequate public facilities, and a sub-regional focus;
- Minimizing impacts to existing development;
- Providing amenities to knit together the town center and adjacent housing;
- Protecting views from public places; and
- Restoring Summer Creek.

Since the Community Plan for Murray Scholls Town Center was adopted after a PUD for the majority of the housing in the Progress Ridge development was approved in 2002, it did not shape that approval. Instead, that PUD was required to demonstrate compliance with the general mixed use policies in the comprehensive plan. (Later PUD modifications for other pieces of the project were approved after the adoption of the Community Plan, including the main commercial development and a smaller apartment area south of Barrows Road.)

Cedar Mill Town Center

Context

The Cedar Mill Town Center, located north of Highway 26, along Cornell Road, crosses jurisdictional boundaries, and includes land within the City of Beaverton as well as unincorporated Washington County. The portion that is annexed to the City of Beaverton includes a mix of housing and commercial buildings clustered around 118th Avenue. (Metro's 2011 State of the Centers report pre-dates the annexation of this area to the City and the development of much of that land, and is therefore too out of date to be useful.) It has some access to transit (mostly buses) and good access to parks.

Development Trends

Much of the housing development in this area has occurred since 2002, including the Timberland master planned mixed use development. Approved through a series of PUDs, the full master planned area includes a 90,000-square-foot, grocery-anchored shopping center; a new middle school; and over 1,000 housing units with a mix of townhomes, condominium flats, small-lot detached homes, and assisted living.

Timberland (Cedar Mill Town Center) development



Growth Potential

There is little remaining vacant land in the Beaverton portion of this Town Center, and the BLI forecasts minimal growth in this area. There are a few parcels within the Timberland PUD that have not yet been built, but have land use approvals. Other undeveloped land in the area is largely owned by Tualatin Hills Park and Recreation District (THPRD), Portland General Electric (PGE), or is preserved for natural resources. There is one church on a large property that is not assumed to redevelop during the planning horizon.

State of Planning and Policy

The City has not adopted a Community Plan for this area. It is part of Washington County's Cedar Hills-Cedar Mill Community Plan. The County's community plan identifies two separate "Areas of Special Concern" in the area now annexed to the City. The Area of Special Concern on the Timberland site (No. 4) describes a vision for the opportunity presented by the property (which was then undeveloped, and the site of the Teufel Nursery operation), and a requirement to prepare an overall master plan for the property. A list of land use, urban design, and transportation issues is provided that were to be addressed in the master plan. The Timberland development was approved through a City PUD process to meet the density targets outlined by the County. An annexation agreement for the area addressed how the City would incorporate Washington County's policies for the area.

The other Area of Special Concern (No. 16) encompasses the public and institutional properties between Barnes Road and Highway 26 in this area. It has only one policy, regarding street connectivity.

Station Communities

The Station Community land use designation is generally used within one mile of light rail station platforms, and is intended to develop at intensities to support light rail ridership and around-the-clock activity. According to Metro's Functional Plan (as referenced in the City's existing Land Use Element), Station Communities are "Nodes of development centered approximately one-half mile around a light rail or high capacity transit station that feature a high-quality pedestrian environment."¹¹ Metro's target density is 45 persons per acre for the Station Community design type.

Sunset Transit Center

Context

This area, located north of Highway 26 at Barnes Road and adjacent to the Sunset Transit Center, contains some suburban-style large office development, with significant vacant land. The vacant land is part of the "Peterkort Properties", discussed below.

Development Trends

Development in this area has been limited to a few minor remodels of existing commercial buildings since 2002, although there have been pre-development efforts, including annexation to the City and submittal of a Conceptual PUD (see below).

Growth Potential

Significant housing and employment growth is forecast in this area, due to the vacant land and the planning and zoning that provide for very high density mixed use development.

State of Planning and Policy

The City has not adopted a Community Plan for this area. It is part of Washington County's Cedar Hills-Cedar Mill Community Plan. The area now annexed to the City encompasses Area of Special Concern No. 11, which identifies the County's objective "that a high density, mixed use, pedestrian-oriented, 'urban village' develop in this area, with activity throughout the day, in the evening, and on weekends."¹² The Community Plan goes on to require a master plan for development of the area and specify requirements for the master plan. (In 2005, a master plan application was submitted to Washington County for approval.)

After properties annexed to the city, land use and zoning were applied that are as consistent as possible with the planning done by Washington County for this area.¹³ The City's zoning decision was appealed to the state Land Use Board of Appeals (twice) and was remanded but then upheld after some modifications.¹⁴ A Conceptual PUD was submitted for the properties in 2013 and subsequently approved; an extension of the approval followed in 2015.

¹¹ Section 3.07.130 of the Metro Urban Growth Management Functional Plan, quoted on page III-2 of the City of Beaverton Comprehensive Plan, Chapter 3: Land Use Element.

¹² *Cedar Hills - Cedar Mill Community Plan*, Washington County, 11/27/15. Subareas – Barnes – Peterkort, Page 7.

¹³ City of Beaverton, "Peterkort Area: Frequently Asked Questions", www.beavertonoregon.gov/DocumentView.aspx?DID=2291

¹⁴ Neighbors for Smart Growth, "Land Use Board of Appeals Decisions in Peterkort Case", <http://neighborsforsmartgrowth.org/land-use-board-of-appeals/>

Elmonica / Merlo

Context

This station community is bordered by SW Merlo Road to the north, SW 170th Avenue to the west, and the Tualatin Hills Park and Recreation District (THPRD) Nature Park to the south and east. The area contains employment, industrial, and institutional uses in the southern and middle portion of the station area, large-scale multifamily in the northern part, and some vacant land.

Development Trends

Development since 2002 has included several housing developments (primarily townhomes and condominiums) and a few new commercial / retail buildings in the north, tenant improvements and remodels to existing retail buildings, and new and remodeled public and institutional facilities (primarily offices and maintenance facilities) in the south and central portions of the station area.

The investment in commercial development and remodels totals roughly \$17.3 million, or about \$92,500/acre. A total of about 350 new housing units were permitted since 2002.

Growth Potential

The BLI forecasts additional housing and employment growth in this area – roughly 650 new housing units and about 40 acres of potential commercial / employment (re)development in total. There is one approved project in the area that will take up most of the developable housing land. Some redevelopment potential is anticipated for existing single family homes in the northeast corner of the station area. There is some centrally-located vacant land that is also anticipated to develop, primarily with non-residential uses.

State of Planning and Policy

The Merlo Station Community Plan was adopted by City in 2005. It includes five goals, each of which has related policies and actions. The goals address the following:

- Increasing intensity of development to support light rail ridership, while recognizing the current land uses and investments by property owners
- Protecting the THPRD Nature Park from impacts of industrial or commercial development
- Guiding development to encourage pedestrian, bicycle and transit travel
- Improving the public roads for safety and convenience of all modes
- Retaining and enhancing aesthetic qualities

The area is also covered by the Washington County Sunset West Community Plan. Area of Special Concern No. 8 is now located within the City's Station Community (in the northwest corner). The policies for this area require approval of an overall master plan for the area prior to development.

Beaverton Creek

Context

The Beaverton Creek Station Community is bordered by Jenkins Road to the north, Murray Boulevard and the railroad spur to the east, Millikan Boulevard to the south, and 153rd Drive to the west. It includes the “45 Central” development in the north (see below); a large-scale multifamily development to the south; and significant vacant land.

Development Trends

The 45 Central development project includes 220 units of small-lot single family detached housing, designed similar to townhomes but without common walls; 140 units of attached housing (apartments); and a single commercial use (Villa Sport athletic club) with significant parking, built in a later phase. The property annexed into the city in 2010 to allow higher density development and cluster housing, not permitted under county code. The city adopted design standards and guidelines for compact detached housing specifically for this project. A majority of the compact detached dwellings face a common green.

45 Central development



One other small townhome project was built at the far southwest corner of the station community, which is separated by other plan designations from the station itself. No other development occurred since 2002 in this station community.

Growth Potential

Nike owns over 80 acres of vacant land adjacent to the station that is anticipated to be developed with employment uses at some point in the planning horizon. Two other vacant properties adjacent to the station total just under 6 acres, and are anticipated to develop with a mix of uses within the planning horizon. Just over 40 housing units are projected, plus a total of over 60 acres of employment / commercial development.

State of Planning and Policy

The Beaverton Creek Station Community Plan was adopted by City in 2005. It includes a single goal with five policies and related actions. The policies address the following:

- Increasing density and employment to support a high level of transit service
- Protecting clusters of significant trees; significant natural resources along Beaverton Creek, Cedar Mill Creek, and the THPRD Nature Park; and wetlands

A portion of this area (45 Central) is also covered by the Washington County Cedar Hills - Cedar Mill Community Plan, but the plan does not address that property specifically.

Tektronix

Context

The Tektronix Station Community Area is generally north of the Tualatin Valley Highway, west of Cedar Hills Boulevard, south of Millikan Way and east of SW Murray Boulevard. It is developed with a mix of uses, including suburban office park style development that is home to a number of technology companies; several public and institutional uses; a few retail or personal service uses; a mobile home park; several apartment buildings; and some single family homes. The Tektronix office park and the Nike Employee store are located to the north, outside City limits.

Development Trends

Development in this area has been limited to alterations and remodels to existing buildings, with no new development since 2002.

Growth Potential

The BLI forecasts some redevelopment potential in this area, with potential for roughly 16 acres of employment/commercial development and about 580 new housing units within the planning horizon.

State of Planning and Policy

The South Tektronix Station Community Plan was adopted by City in 2005. It includes a single goal with nine policies and related actions. The policies address the following:

- Increasing density and employment to support a high level of transit service
- Encouraging opportunities for land assembly and high density redevelopment
- Encouraging development of various housing types
- Implement an affordable housing strategy
- Encouraging relocation of non-transit oriented businesses to other areas
- Supporting shuttle-type service to connect to the transit station
- Adding green and public spaces
- Daylighting Beaverton Creek if feasible
- Developing a pedestrian route from Willow Creek Park to Murray Boulevard

This area is also covered by the Washington County Cedar Hills - Cedar Mill Community Plan, but the plan does not address this area specifically.

Corridors & Main Streets

Overview

The existing Land Use Element separates Main Streets and Corridors, grouping Main Streets with Regional Centers, Town Centers, and Station Communities as mixed use areas. However, in practice, Main Streets have much in common with certain types of Corridors. We have chosen to present them together in this section. There are many different types of Corridors and Main Streets, but they are not addressed through specific community plans adopted in Comprehensive Plan.

Context: Corridor & Main Street Typology

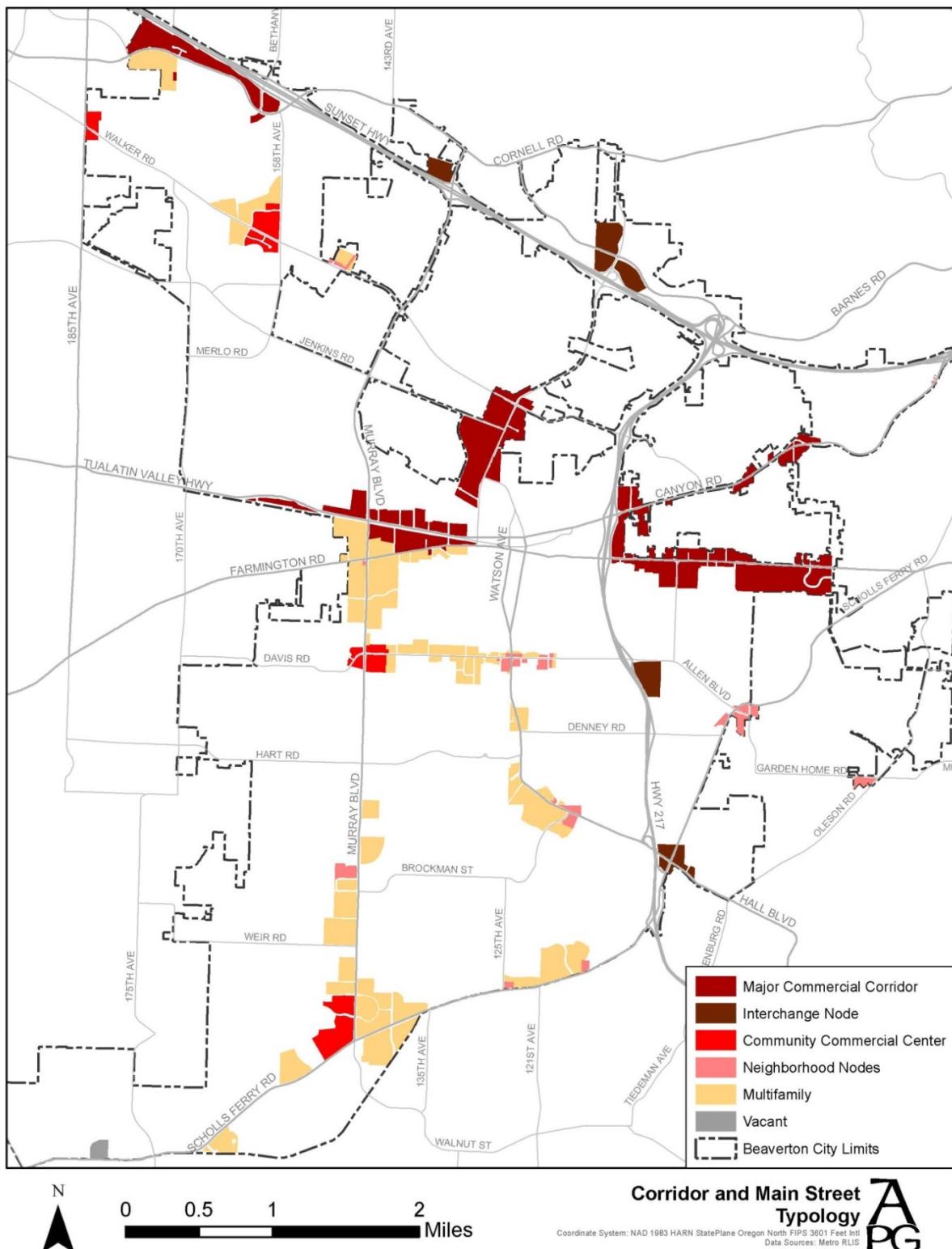
Beaverton's Corridors and Main Streets are diverse places. Metro's Corridors Report from 2005 recognized this, and proposed a "typology" (a way of categorizing places) focused on road segments. Because this report is focused on the land uses rather than on the road segments themselves, we have proposed a slightly different typology, but it is based on similar notions and observations about the existing conditions in Corridors. The proposed corridor types are listed and described below, and mapped on Figure 8 on page 33.

The purpose of creating a typology system for Corridors and Main Streets is to understand and group areas based on shared characteristics in order to guide development of policies that are relevant and appropriate to each type. This allows differentiation among the many Corridors and Main Streets in the City. Specific areas are discussed in greater detail following this summary.

Corridor / Main Street Type	Characteristics	Examples in Beaverton
Major Commercial Corridor	<ul style="list-style-type: none"> • Large-format retail and commercial • A relatively long, continuous stretch of commercial uses • Organized around a major road, with high visibility and significant pass-by traffic • Presence of regional draws / anchors (usually interspersed with smaller businesses that may serve surrounding neighborhoods) • Built for convenience of customers arriving by car • Several have significant clusters of auto dealerships and related businesses 	<ul style="list-style-type: none"> • Beaverton-Hillsdale Highway from Laurelwood to Highway 217 • Canyon Road from Highway 217 to roughly 87th (note that this area is only partially within Beaverton City Limits) • Cedar Hills Boulevard roughly between the light rail line and Walker Road • Tualatin Valley Highway from Cedar Hills Boulevard to 153rd Avenue • Cornell Road from Evergreen Parkway to Highway 26

Corridor / Main Street Type	Characteristics	Examples in Beaverton
Interchange Node	<ul style="list-style-type: none"> • Large-format retail and commercial • Small cluster, tightly focused around a highway interchange • Built for convenience of customers arriving by car 	<ul style="list-style-type: none"> • Murray / Cornell / Highway 26 • Scholls / Hall / Highway 217 • Allen / Highway 217 • Cedar Hills / Barnes / Highway 26
Community Commercial Center	<ul style="list-style-type: none"> • Medium- to large-format retail and commercial • Focused at a major intersection, but not part of a continuous strip of commercial • Generally serve surrounding community (sub-regional / local draw) • Built for convenience of customers arriving by car 	<ul style="list-style-type: none"> • Murray / Scholls Ferry (NW) • Walker / 158th • Walker / 185th • Murray / Allen
Neighborhood Node	<ul style="list-style-type: none"> • Small- to medium-format retail and commercial • Small cluster of businesses at an intersection, generally not part of a continuous strip of commercial • Generally serve adjacent neighborhood (local / neighborhood draw) • May be built for convenience of customers arriving by car, but often a walk-to destination as well 	<ul style="list-style-type: none"> • Hall / Greenway • Murray @ Maverick (SW) • Scholls Ferry @ 125th • Scholls Ferry @ Springwood • Walker @ 150th • Canyon @ Camelot • Allen / Hall • Allen / Scholls Ferry • Allen / Lombard • Garden Home / Oleson

Corridor / Main Street Type	Characteristics	Examples in Beaverton
Multifamily Complex	<ul style="list-style-type: none"> • Apartment or townhome development with multiple buildings oriented to internal circulation system • Generally landscaped buffer from major road – not facing / oriented toward the major road • Generally surface parking in clustered areas near each apartment building 	<ul style="list-style-type: none"> • Murray / Farmington • Allen between 141st and Main • Allen between Hall and Lombard • Hall & Denney • Hall between Hart & Greenway • Scholls Ferry between 125th and Springwood • Scholls Ferry / Murray (NE and north of commercial) • Scholls Ferry at 155th • Murray around Beard Road • Murray @ Maverick (NE) • Murray @ Sexton Mountain (NE) • Barrows @ Merganser • Walker @ Schendel • Cornell @ 173rd • Walker between 150th & Meadow Drive

Figure 8: Proposed Corridor and Main Street Typology


Development Trends

Over a third of total investment in commercial buildings and alterations, based on building permit job value data, was invested in land with the Corridor plan designation.

Quite a few of the car dealerships along the Major Commercial Corridors have reinvested in their properties since 2002. Renovations, new buildings, and remodels for automobile sales and service businesses account for roughly 20% of the construction value in commercial corridors in Beaverton.¹⁵ Most of this reinvestment was in the city's Major Commercial Corridors, where most of the car dealerships are located.

Other examples of recent and pending development from the development case studies are summarized below. They indicate several different trends playing out simultaneously:

- Car dealerships are continuing to reinvest.
- Single-story commercial development with extensive surface parking is still the most common form of development.
- Newer development is providing better pedestrian paths within the development, though it is still primarily designed for the convenience of those arriving by car.
- Competition from retail areas in Progress Ridge and Timberland, where there is an emphasis on amenities and design, may be pushing certain retail centers (like Cedar Hills Crossing) towards more intense development, with more focus on design in order to remain competitive and desirable.

Raleigh Hills Professional Center



Construction of three single-story office buildings, totaling 13,400 square feet. The fee ownership subdivision creates four new lots of record and one tract that includes all common areas on site. Access easements with adjacent properties (Human Bean, Chase Bank, US Bank) provide circulation and access from Beaverton Hillsdale Highway and Laurelwood Ave.

¹⁵ Based on interpretation of building permit descriptions, which generally include business names, compared to permit value totals in commercial zones within designated corridors.

Cedar Hills Crossing II



Reconstruction of the Cedar Hills shopping center, including three buildings totaling approximately 135,500 square feet of commercial and retail space. The development includes a 526-space, 3-story parking garage. Conditional Use approvals were required for a medical clinic and extended hours of operation. A small café building is set back zero feet from SW Jenkins. The anchor building containing a bowling alley and medical clinic is centrally located on the parcel.

Sunset Porsche



Demolition of the existing building and construction of a new auto dealership at the corner of 139th Ave and TV Hwy. Proposal includes an expansion of the existing building at 4050 SW 139th Ave. The site is located within the 100-year floodplain and floodway, significantly impacting redevelopment. A Major Adjustment was approved for a reduction to the minimum parking requirements.

Growth Potential

In aggregate, designated Corridors and Main Streets show little growth potential based on the BLI assumptions regarding redevelopment potential and current zoning. Some corridors have a number of properties that are only slightly above the assumed “strike price” at which redevelopment is likely to be feasible. This indicates that in some areas, such as the Tualatin Valley Highway, the redevelopment potential could increase if the market were to change in that area and higher rents were possible.

It is worth noting that the redevelopment of the Cedar Hills Crossing shopping center would not have been predicted based on the value of the buildings on that site. In addition, as noted above, the building permits and case studies indicate that expansions and major renovations are occurring within corridors. These incremental changes have not been paired with changes in the uses on the site; rather, the reinvestment at that scale has often reinforced the permanence of the existing uses (e.g. shopping center, car dealership). However, even incremental expansions and modifications provide an opportunity for new buildings and site modifications to improve the aesthetics and multimodal accessibility of existing commercial areas.

State of Planning and Policy

Corridor Policies

Based on the existing Land Use Element policies, Corridors are intended to create an attractive mix of commercial and higher density residential uses along major roads through the City that invites pedestrian activity where appropriate. Corridors may include:

- Commercial areas requiring extensive outdoor storage and or display of merchandise, equipment or inventory, on parcels with frontage along arterials or freeways;
- Commercial areas with a neighborhood-scale market area (e.g. 2-3 mile radius) with pedestrian, bicycle and auto accessibility;
- Residential development with a variety of housing types and housing density from 8 to 43 units per acre.

The intent is to improve the appearance of commercial areas, through strategies such as limiting driveways and street access, providing landscaping along street frontage, and providing landscaped medians on certain major streets (Beaverton-Hillsdale Highway, Canyon Road and Cedar Hills Boulevard).

Within Corridors, there is desire for residential and commercial uses to be part of integrated mixed use development where appropriate. However, policies also recommend buffers between Corridor development with commercial and higher intensity residential uses and adjacent Low and Standard Density Residential Neighborhoods.

Main Street Policies

Main Streets, according to the existing Land Use Element, are intended to develop as cohesive, transit-supportive communities with relatively dense, mixed use development and pedestrian-oriented design features. Examples of recommended design features that enhance safety, interest, and convenience for pedestrians include significant ground floor windows, building entrances facing the street, retail or office uses on the ground floor, awnings, and street trees. Other recommended regulations for Main Streets include increased building heights, minimum densities and floor area ratios, reduced landscaping requirements for non-residential and mixed use development, and allowance for limited commercial uses within residential developments. (Main Streets are also subject to the general Mixed Use policies described above.)

Other Plans

Metro Corridors Report

The 2005 Metro Corridors Report referenced above considered Canyon Road and Beaverton-Hillsdale Highway as case studies. It provides some useful background about these two corridors, but the information is now fairly out of date. The Metro Corridors Report was also not intended as a way to set policy for specific corridors, but rather to inform options for policy direction at the Metro regional level. It offers some considerations for planning for corridors generally, such as:

- Without public financial and/or policy assistance, change in corridors is likely to be slow, piecemeal, and not at a scale that will significantly change the streetscape. However,

the number and length of corridors that could redevelop overwhelms the potential funding. Thus, prioritization is essential.

- Corridor segment typologies provide a useful tool in corridor planning (see next section).
- Limiting retail within certain segments of a corridor and allowing for other uses can help create more of a “nodal” development pattern, with clusters of more intensive uses at intersections that can become more walkable over time.
- Some types of businesses are most appropriate for certain types of corridors, and would not work in Centers, such as businesses in need of low-cost space (including some small start-up businesses), and those with a land-intensive development patterns (including big box stores and car dealerships).
- Streetscape and multi-modal transportation improvements can help transform corridors, make them more accessible, and improve transportation options.

Washington County Community Plans

Since several of the corridors are at an edge of the City where the city limits are complicated and have changed over the last decade or two, a number of the corridors within the City of Beaverton are addressed (in whole or in part) in a Washington County Community Plan. Where there are policies that reference these areas, they tend to focus on access management, pedestrian circulation, landscaping, and signs.

Employment

Context

The areas with the employment designation in the City of Beaverton tend to be developed in one of two ways – either a suburban office park model with heavy employment uses but little retail or personal services, or a mixed office and retail center, with a mix of professional offices and retail / service businesses. Several have concentrations of businesses within a single industry or multiple buildings used by a single employer. They may be single-story (particularly the mixed office and retail centers) or two- to three-story buildings (more common with the office park style of development), generally with large surface parking lots and substantial landscaping. One employment area is developed with public and institutional uses (schools and parks).

Development Trends

Employment areas accounted for roughly 10% of total new improvement value for commercial buildings in the City since 2002. However, on a per acre basis, employment areas had the highest concentration of new commercial building investments of any plan designation. The biggest investments in employment areas included a new office building, additions and remodels to Sunset High School, and improvements to two buildings used by Nike. In fact, improvements to buildings and spaces used by Nike within City limits accounted for roughly 30% of total investment in the City’s employment areas since 2002,¹⁶ despite the fact that the primary campus is not within City limits.

¹⁶ Based on building permit descriptions that reference Nike, compared to permit value totals in the Employment designation.

Growth Potential

The BLI identifies some additional potential for employment growth (roughly 24 acres of (re)development) within designated employment areas, primarily on remaining vacant land within established office parks. This suggests that there is relatively little potential for significant new development or redevelopment that would change the character of these areas. There is one possible exception – a vacant lot on the southeast corner of Fifth Street and Western Avenue, which could offer potential for a different style of development.

State of Planning & Policy

Existing Policy

The existing Land Use Element includes policies that Employment areas are intended to promote a functional and attractive mix of office and light industrial uses with limited commercial and other non-industrial uses to complement and support employment uses. The goal is to maintain the City's employment base and accommodate changing market trends.

Other Plans

Economic Opportunities Analysis

The City's 2015 EOA addresses redevelopment and reinvestment in established business and industrial parks. (This applies to many of the areas that have an Employment land use designation, as well as to similar areas in other plan designations.)

The City's policies should actively encourage redevelopment and/or reinvestment in established business and industrial parks, with an objective of intensifying the usage of these economic resources over time. This may include active intervention to encourage new development for targeted industries and/or in desired development forms. The City can encourage targeted development through mechanisms such as a relaxation of fees and an expedited review process. In addition, the City can work to limit potential conflicting and competitive uses that may discourage targeted conversions and investments.¹⁷

Washington County Community Plans

Several of the Employment areas within the City of Beaverton are encompassed by the boundary of the Washington County Sunset West Community Plan; however, the plan does not specifically address these areas.

Industrial

Context

There are two major industrial areas within the City of Beaverton, both adjacent to Highway 217: around Western Avenue (east of Highway 217), and west of Highway 217 between the Downtown Beaverton Regional Center and the Washington Square Regional Center. There are two other, smaller industrial designations – one at Jenkins and 153rd Avenue, and the other near

¹⁷ Beaverton Economic Opportunities Analysis, prepared by Johnson Economics, July 2015, p. 68.

Cornell and Twin Oaks, near the Bethany exit from Highway 26. The smaller industrial areas are adjacent to, or somewhat integrated with, Employment areas.

The industrial areas generally have a mix of manufacturing and other industrial businesses, storage and warehousing, some office / employment uses, and sometimes a few retail / service businesses. Most buildings are one story with large surface parking lots.

Development Trends

Industrial areas have accounted for just about 1% of the total non-residential building improvements since 2002. On

a per-acre basis, the investment is the lowest of all the City's plan designations except for the neighborhood designations. The largest investments in Industrial designations were an addition and improvement to the Beaverton School District Transportation facility, an expansion of the Reser's Fine Foods facility, and a new building (roughly 8,000 square feet) for Allied Power.

Allied Power development



Growth Potential

The BLI shows almost no development potential within the City's Industrial areas. The Western Avenue Employment Area Findings Report (discussed further below) also notes the shortage of vacant industrial land in the city, along with challenges for redevelopment.

State of Planning & Policy

Existing Policy

The existing Land Use Element states that Industrial areas are intended to allow for attractive, compatible industrial, manufacturing, warehouse, and heavy industrial development at locations in the City served by good transportation networks. They are intended to provide buffers for incompatible adjacent uses, adequate traffic circulation and parking, multimodal transportation connections, and good design.

Other Plans

Western Avenue Employment Area study

The City is currently working on a plan for the Western Avenue Employment Area. A Findings Report published in September 2016 summarizes existing conditions, opportunities and challenges for the area. The final plan will define a future vision for the area, recommend strategies to remove barriers to growth and redevelopment, and identify public improvements that will encourage private investment. The Findings report does include preliminary

recommendations, including retaining existing businesses, addressing parking issues, potentially limiting new recreational uses, addressing environmental contamination issues, improving transportation connections for all modes, and integrating additional amenities (e.g. food trucks, retail, hotel, restaurants) within the area.

Low and Standard Density Neighborhoods

Context

The City has few pockets of Low Density Neighborhoods – mostly older neighborhoods that have been surrounded by other development. However, much of the City's land area (roughly half) is in the Standard Density Neighborhood designation. The land in this designation is mostly developed with subdivisions built in the second half of the 20th Century. Nearly all of the housing is single family detached. Streets are generally not built on a grid, but rather on a hierarchy with larger collector roads connecting between neighborhoods and many dead ends, loops, and curving streets within neighborhoods. Many include protected open space, either in the form of parks or tracts preserved and owned by the homeowners association. Schools, religious institutions, and other civic uses are also scattered throughout the Standard Density Neighborhoods, often on the larger roads.

While there are many shared characteristics among Standard Density Neighborhoods, they also vary from one part of the city to another. Distinctions by geographic area of the City are summarized below, drawing on information in the city's 2010 Housing and Neighborhood Stability Report. (Note that demographic, neighborhood, and housing condition information is not all specific to the Standard Density Neighborhood plan designation, but may reflect housing in other plan designations within the same area. Also note that the analysis was conducted including areas outside City limits within the Urban Services Boundary. The summary below attempts to focus on the information that is pertinent to the area inside City limits.)

- **East** (generally east of Highway 217, including West Slope and Denney Whitford / Raleigh West neighborhoods): The eastern part of the city is an older, established suburban area, with homes mostly built during the 1940s, '50s, and '60s. Densities are mostly low. Home values are moderately high. The population is mostly white with fairly high incomes relative to the rest of the Study Area. There are few households with children and many seniors, which may be a result of the original owners aging in place and the inability of younger households to afford to move to this area.
- **South-Central** (including Vose, Highlands, and Greenway neighborhoods): The south-central part of the city is dominated by housing built in the 1960s and '70s. Structure condition issues are more prevalent than in other City neighborhoods. The area is very diverse, with a mix of household types, high concentrations of Hispanics, and moderate concentrations of Asians. Home values are low to moderate.
- **Southwest** (including Sexton Mountain, Cooper Mountain, Neighbors Southwest, South Beaverton and the southern portion of West Beaverton): Homes in the southwest area were mostly built in the 1980s and '90s. Many of the households have children, with relatively few senior households. There are moderately high concentrations of Asians, and low concentrations of Hispanics. Home values are high relative to the rest of the Study Area. In addition, housing cost burdens are relatively high among homeowners of

all income levels. During the recession, foreclosure rates were high relative to other areas, and there were a relatively high number of bank owned properties.

- **West** (Five Oaks/Triple Creek neighborhood): Home values are generally moderate. The area is ethnically diverse, and there are a high number of households with children, but relatively low concentrations of seniors.
- **Central** (including Central Beaverton and the northern portion of West Beaverton): The central part of the city has generally low homeownership rates. Structure conditions are not as good as other areas, especially in mobile home parks. This area has a large Hispanic population and a low to moderate concentration of Asians. Income levels are low to moderate. High crime rates, gang activity, and frequent code-enforcement complaints have been an issue in the neighborhood. On the other hand, this area saw minimal impact from the recession.

Development Trends

The Standard Density Neighborhood designation has absorbed just under 40% of new single family construction since 2002. The Low Density Neighborhood designation has accounted for a fraction of a percent of new housing construction. Nearly all development in the Standard Density Neighborhood designation since 2002 has been single family detached, with a single townhome project in Sexton Mountain accounting for perhaps the only exception. Development includes relatively small subdivisions with 5 to 15 homes, somewhat larger subdivisions with 15 to 80 homes, as well as infill development of one or two units. Non-residential construction has been primarily improvements to existing school buildings, religious institutions, and park/recreation facilities.

Growth Potential

Outside of the recent South Cooper Mountain UGB expansion area, remaining development potential in the Standard Density Neighborhood designation includes vacant lots in recently platted subdivisions and scattered infill potential in older neighborhoods. There are several hundred under-developed properties with estimated potential for one to three additional units, about 100 more with estimated potential for four to 10 units, and about 20 with estimated potential for more than 10 units. Properties with estimated development potential are present in all Neighborhood Associations (NACs).

State of Planning & Policy

Existing Policy

Low and Standard Density neighborhoods prioritize single family homes with private open space, but allow other housing types through a more detailed but flexible review process intended to address compatibility in size, scale and dimension. New commercial areas are not allowed within the Low and Standard Density Neighborhood designations, and home occupations (businesses operated out of a home) are limited in scale.

The allowed density ranges and the zoning designations that correspond to each comprehensive plan designation are shown below.

Plan Designation	Density Range (net square feet per dwelling unit)	Implementing zones
Low Density Neighborhood	10,000-12,500	R10
Standard Density Neighborhood	5,000-8,750	R5, R7

The Low Density designation is intended to preserve established large lot zoning in limited areas, but cannot be expanded to new areas, due to the City's obligation to help meet regional housing needs.

Civic Plan Housing Strategy

The Civic Plan Housing Strategy recommended creating an infill development policy and toolkit, as well as pre-permitting several desirable infill building types. These recommendations are relevant to the Standard Density Neighborhood plan designation.

Housing Strategies Report

The Housing Strategies Report identified several strategies that apply to some or all Standard and Low Density Neighborhoods, including:

- Support improvements to lower-cost housing in older, close-in neighborhoods to expand opportunities for younger residents and other households in these areas.
- Pursue strategies to stabilize neighborhoods of the city that are in economic decline.
- Support older residents' ability to age in place through grants or other targeted investments that make existing housing more age-friendly and accessible to aging residents.
- Ensure that the City's development and building codes allow for development of emerging housing types such as "tiny houses", modular or container homes, cottage clusters, and other housing that meets the needs of younger, older, lower-income, or other residents that desire these types of housing.
- Develop a set of residential infill guidelines and standards that enhance the ability to develop this type of housing; expand public outreach to emphasize the need for and benefits of such housing, while addressing residents' concerns about it.
- Ensure that adequate land is zoned appropriate to meet a full range of housing needs, including a certain amount of single family housing on larger lots (e.g., 7,000 – 10,000 square feet) to meet demand from upper income residents.

Medium and High Density Neighborhoods

Context

Medium and High Density Neighborhoods account for a relatively small proportion of the City's land area (roughly 5%). The designations are sometimes adjacent to corridors or centers, but are also found along some collector roads surrounded by Standard Density Neighborhoods. Most, but not all, have access to transit. They are developed with a mix of housing types, but with an emphasis on multifamily housing. Several of the larger parcels designated for Medium or High Density Neighborhoods are developed with public and institutional uses (e.g. parks, schools, religious institutions). There are also two mobile home parks within these designations.

Development Trends

Based on analysis of building permit data, the Medium Density Neighborhood designation has accounted for about 16% of the housing units built in the City of Beaverton since 2002, while the High Density Neighborhood designation has accounted for only about 1% of housing units built since 2002. Most of the units that were built in both designations were single family, not multifamily, units. There was also some amount of reinvestment in modifications to non-residential structures in both plan designations, mostly religious institutions, schools and similar uses.

Growth Potential

Excluding South Cooper Mountain, capacity for a total of roughly 800 additional housing units is forecast for Medium and High Density Neighborhoods. Of this, roughly 250 units are projected for four larger redevelopment sites. The remainder are on smaller sites, with about 20 or fewer new units predicted. They are distributed among nearly all of the areas where there are Medium and High Density Neighborhood designations.

State of Planning & Policy

Existing Policy

Medium and High Density neighborhoods allow for a variety of housing types, including single family attached and detached (on small lots) and multiple family developments. These designations are intended for areas with good access to major streets, transit, commercial services, and public open space.

The allowed density ranges and the zoning designations that correspond to each comprehensive plan designation are shown below.

Plan Designation	Density Range (net square feet per dwelling unit)	Implementing zones
Medium Density Neighborhood	2,000-4,999	R2, R4
High Density Neighborhood	1,000-1,250	R1

Housing Strategies Report

In addition to the recommendations summarized under Low and Standard Density Neighborhoods (see page 42), which are largely also applicable to Medium and High Density Neighborhoods, the following additional recommendations may be relevant to some of the closer in areas of the Medium and High Density Neighborhood designations:

- Make targeted improvements to public infrastructure and facilities (roads, sidewalks, transit, parks, etc.) in the Central City and other close-in neighborhoods with easy access to amenities to help attract baby boomer, millennials and others to these areas.
- Support improvements to lower-cost housing in older, close-in neighborhoods to expand opportunities for younger residents and other households in these areas.