



Community Development Department
Current Planning Division
12725 SW Millikan Way / PO Box 4755
Beaverton, OR 97076
General Information: (503) 526-2222 V/TDD
www.BeavertonOregon.gov

STAFF REPORT

HEARING DATE: December 3, 2014

TO: Planning Commission

STAFF: Leigh M Crabtree, Associate Planner *LMC*
LS

PROPOSAL: **ZMA2014-0008 (SCM HIGH SCHOOL SITE ZONING MAP AMENDMENT)**

SUMMARY: The City of Beaverton proposes implementation of the City of Beaverton's Residential Urban – High Density (R-1) zoning district on parcels annexed into the City of Beaverton. The subject parcels currently carry the Washington County AF-20 Land Use District.

LOCATION: The subject site is located at the northwest corner of the intersection of SW Scholls Ferry Road and SW 175th Avenue, inclusive of the addresses 17595, 17651, and 17745 SW Scholls Ferry Road.

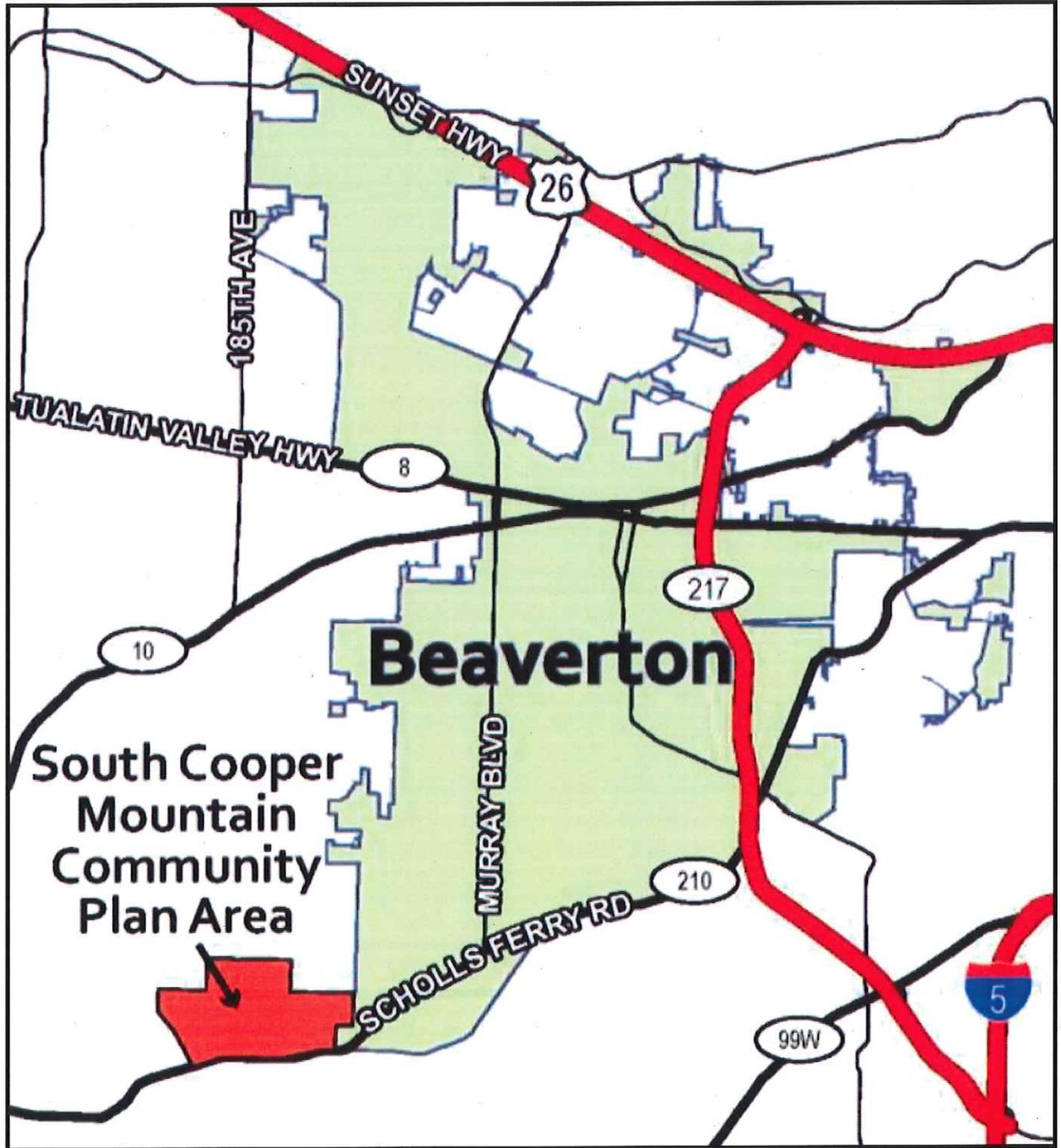
The properties are specifically identified on Washington County Assessor's Map 2S1-06 as Tax Lots 200 and 800. Only the portion of Tax Lot 200 that is west of SW 175th Avenue is included in this proposal.

APPLICANT: City of Beaverton
Attn: Planning Director
12725 SW Millikan Way
Beaverton, OR 97005

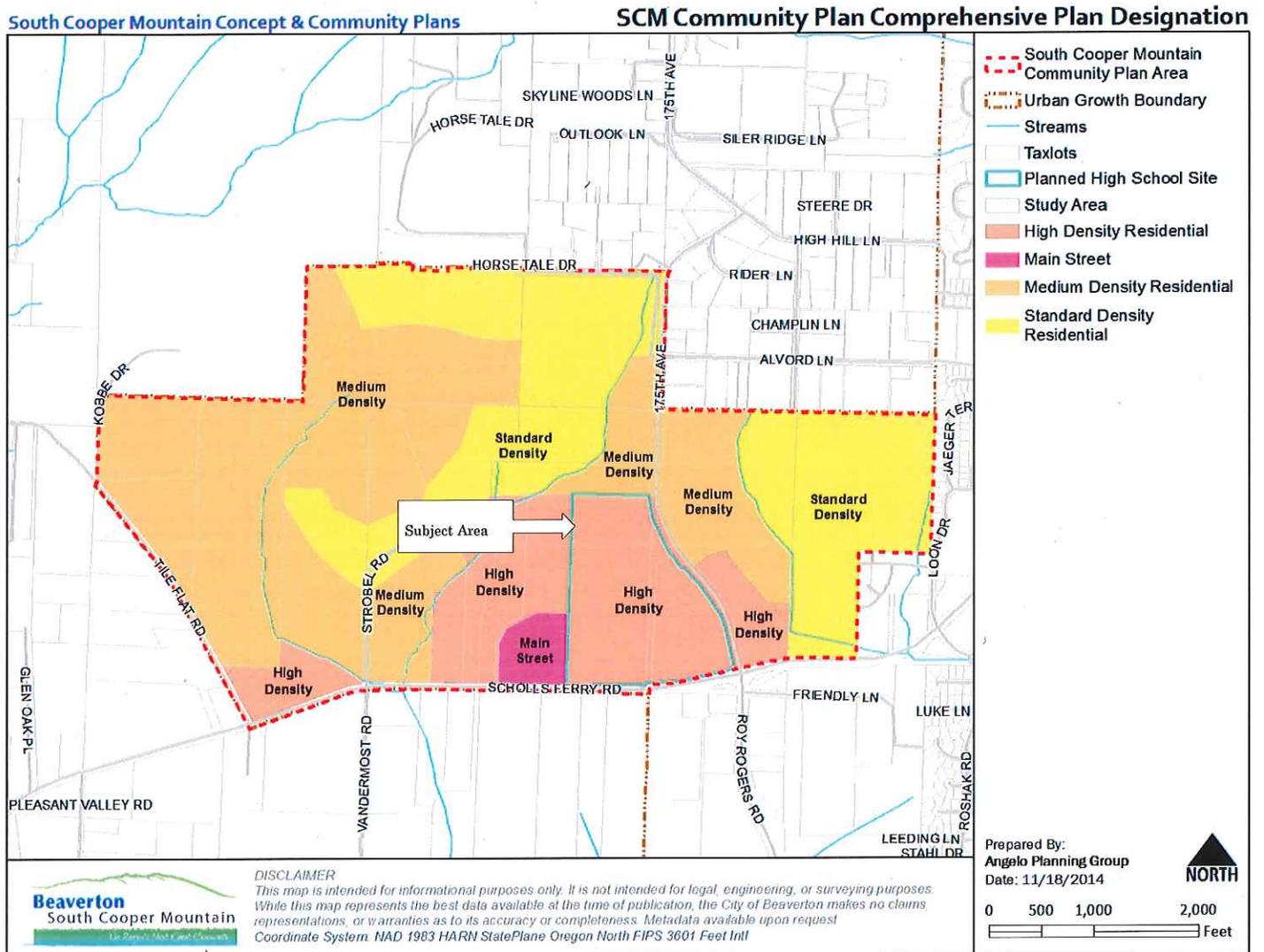
DECISION CRITERIA: Approval Criteria for Quasi-Judicial Zoning Map Amendments are listed in **40.97.15.1.C** of the Development Code

RECOMMENDED ACTION: **Approval of ZMA2014-0008 (SCM High School Site Zoning Map Amendment).**

VICINITY MAP
SOUTH COOPER MOUNTAIN COMMUNITY PLAN AREA



PROPOSED LAND USE DESIGNATIONS (CITY OF BEAVERTON)



Background Facts:

The South Cooper Mountain Annexation Area (SCMAA) is generally located along the north side of SW Scholls Ferry Road, west of SW Loon Drive, east of SW Tile Flat Road, and south of SW Cooper Mountain Lane/SW Horse Tale Drive. The City of Beaverton proposes adoption of the South Cooper Mountain Community Plan for the SCMAA through amendments to the City of Beaverton's Comprehensive Plan and Development Code. Development of the proposed Community Plan is the result of urbanization requirements as administered by Metro.

The City is initiating a zoning map amendment to two parcels (2S10600200 and 2S10600800) within the SCMAA from the interim Washington County to Residential Urban High Density (R-1). The subject parcels currently carry the Washington County AF-20 Land Use District designation. The City is concurrently proposing implementation of the City of Beaverton's Neighborhood Residential - High Density (NRHD) land use designation for the subject site. The site is approximately 45 acres in size and is located at the northwest corner of SW Scholls Ferry Road and SW 175th Avenue. The Beaverton School District plans to use the subject area as the future location of a high school.

Existing Conditions:

Land Use District	Washington County AF-20 - Current Neighborhood Residential High Density (NR-HD) - Proposed		
Current Development	Vacant		
Site Size	Total for the two lots (excluding the portion of lot 2S10600200 east of SW 175 th Avenue) is approximately 45 acres.		
NAC	Neighbors Southwest Neighborhood Association Committee and Washington County Citizen Participation Organization 1		
Comprehensive Plan	A CPA application is being reviewed for the entire SCMAA, including the subject area. The CPA proposes the NR-HD land use designation as shown in Exhibit 2.		
Surrounding Uses		Land Use & Zoning:	Uses:
	North:	Interim Washington County: AF-20	Vacant, Agricultural Land
	South:	Washington County AF-20 Interim Washington County: FD-20 (Tigard)	Vacant, Agricultural Land
	East:	Interim Washington County: AF-20	Vacant, Agricultural Land
	West:	Interim Washington County: AF-20	Vacant, Agricultural Land

DESCRIPTION OF APPLICATION AND TABLE OF CONTENTS

	PAGE
Proposal and Existing Conditions	SR1-SR8
Attachment A: ZMA2014-0008 SCM High School Site Zoning Map Amendment	ZMA1-ZMA6
EXHIBITS	
1 Vicinity Map	SR 2
2 Proposed City of Beaverton Land Use Designations	SR 3
3 Proposed City of Beaverton Zoning District	
4 South Cooper Mountain Land Use Designations and Capacity Estimates (Table 2)	
5 Land Use and Zoning District Matrix	
6 Notice Packet	
7 Comments Received	
None Provided at this Time	

**ANALYSIS AND FINDINGS
FOR ZONING MAP AMENDMENTS
ZMA2014-0008**

Section 40.97.15.1.C Approval Criteria

In order to approve a Quasi-Judicial Zoning Map Amendment application, the decision making authority shall make findings of fact based on evidence provided by the applicant demonstrating that all the following criteria are satisfied.

1. *The proposal satisfies the threshold requirements for a Quasi-Judicial Zoning Map Amendment application.*

Facts and Findings:

The threshold identified in Section 40.97.15.1 of the Development Code states the following:

An application for Quasi-Judicial Zoning Map Amendment shall be required when the following threshold applies:

- 1. The change of zoning designation for a specific property or limited number of specific properties.*

The City proposes to modify the zoning district of two parcels identified as Map 2S1-06 Tax Lots 00200 and 00800 from Interim Washington County to City R-1 as shown in the Proposed Zoning Map (Exhibit 3). As shown on the Zoning Map, only the portion of Tax Lot 200 that is west of SW 175th Avenue is included in this ZMA.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

2. *All City application fees related to the application under consideration by the decision making authority have been submitted.*

Facts and Findings:

The City has initiated the proposed ZMA. Pursuant to 470.001 of the City's Administrative Policies and Procedures manual, City-initiated applications that are to be funded by the General fund are not required. Therefore the application fees are not applicable.

Therefore, staff find the criterion is not applicable to this proposal.

3. *The proposal conforms with applicable policies of the City's Comprehensive Plan.*

Facts and Findings:

The following Comprehensive Plan Chapters are addressed below: 3, 4, 5, 6, 7, 8, and 9. Staff finds that no other local plans are applicable to this proposal.

Chapter 3 Land Use Element

3.4.2 *Proper relationships between residential, commercial, industrial, mixed and public land uses to provide a sound basis for urbanization.*

- a) *The City, through its Planning Commission and City Council, shall establish and apply appropriate land use designations to property within the city limits.***

3.13.5 Goal: *Establish High Density Residential areas to allow for a variety of housing types.*

- a) *Apply zoning districts as shown in subsection 3.14 Comprehensive Plan and Zoning***

District Matrix in areas with good access to arterial streets, transit service, commercial service, and public open space.

3.14 Comprehensive Plan and Zoning District Matrix

The City's Comprehensive Plan provides the overall planning perspective for the City. Integrating state and regional mandates, the plan provides land use patterns that are further implemented through zoning. The following Matrix prescribes the relationship between the Comprehensive Plan land use designations and zoning districts.

Compliance with the Comprehensive Plan is achieved through development application approval consistent with the regulations of the Development Code.

The City is proposing a ZMA to implement the R-1 zone for the subject site. The R-1 zone is consistent with the NRHD land use designation proposed for the subject site as part of the South Cooper Mountain Comprehensive Plan Map Amendment application identifying the land use designations for the entire SCMAA. The Community Plan has addressed the issue of appropriate land uses within the SCMAA. The R-1 zoning district supports the land use designation in the Community Plan as it is the implementing zone for the NRHD designation as shown in Table 2, Land Use Designations and Capacity Estimates, of the South Cooper Mountain Community Plan (Exhibit 4) and the Comprehensive Plan and Zoning District Matrix (Exhibit 5). Therefore the proposed ZMA meets these policies.

Chapter 4 Housing Element

In January of 2002, pursuant to a periodic review work program approved by the State Department of Land Conservation and Development (DLCD) the City adopted a Housing Element into its Comprehensive Plan (Ordinance 4187). Part of that process involved development of a buildable lands inventory, a housing type needs analysis, and a housing density assessment, which did not include the SCMAA. The housing targets in the SCMAA have been addressed in the current Community Plan. The potential housing to be developed in the SCMAA exempted the density potential from the school site as it is expected that the site would be a non-residential use. The proposed ZMA identifies the subject parcel as an R-1 zone consistent with the implementing land use designation proposed for the subject site and the supportive nature of the school use in the area. Therefore, staff finds that the proposed amendment will not impact the relevant goals and policies found in Chapter 4.

Chapter 5 Public Facilities and Services Element

The subject parcels are located within an area that was included into the UGB in 2011 and was annexed into the City in February of 2013 as part of the SCMAA. The SCMAA is undeveloped containing agricultural, forest, and vacant lands, with limited public facilities and services in the area. The Community Plan incorporates planning for these facilities in the SCMAA. The Public Facilities Plan, Capital Improvement Plan, Urban Service Area, Storm Water and Drainage, Potable Water, and Sanitary Sewer are adopted as part of the Community Plan in which developments in the SCMAA will need to address, including future development of the subject site. The ZMA application is to create an implementing zone for the subject site in which to establish use and site standards for the parcel. Future development on the subject site will warrant review of these needed public facilities and any necessary mitigation measures at that time. Staff find the proposed amendment will not adversely affect the Comprehensive Plan policies identified in the goals of Chapter 5.

Chapter 6 Transportation Element

The Community Plan has identified potential transportation improvements necessary to address traffic impacts that will be created as part of the development of the SCMAA. The traffic analysis for the SCMAA evaluated the impacts associated with the land use designations for the 21 lots that make up the SCMAA. The ZMA application is to implement zoning for the subject site consistent with the transportation analysis for adoption of the Community Plan. The proposed R-1 zoning district is the implementing zone for the NRHD land use designation identified for the subject parcel. Therefore the transportation impacts associated with this proposed ZMA have been addressed with the CPA application that is being processed concurrently with this application.

Development of the project area will require that the traffic impacts be assessed by the applicant to demonstrate that traffic generation deriving from the development will not impose excess constraints upon the system. The subject site may warrant additional improvements to the transportation system, however, this will be determined at the time of development in which the impacts to the level of service in the area can be evaluated and appropriate mitigation measures can be assessed and conditioned with development of the property. Therefore staff find the proposed amendment will not adversely affect the goals and policies of Chapter 6.

Chapter 7 Natural, Cultural, Historic, Scenic, Energy and Groundwater Resources Element.

The City, in coordination with Washington County and Metro, has developed the proposed *South Cooper Mountain Concept Plan, the South Cooper Mountain Community Plan, and the North Cooper Mountain Draft Community Plan and Code*. As part of the process, the project team developed the *DRAFT Natural Resources Memorandum*, dated June 3, 2013. As stated in the memo, "This report is intended to provide a planning level review of natural resources within the South Cooper Mountain Concept Plan project study area. Specifically, this report covers wetlands and waterways, riparian areas, and upland wildlife habitats. The goal of this report is to provide project planners with the ecological context to support concept and community plan development for the study area. A Local Wetland Inventory has also been conducted for the portion of the study area that was recently annexed to the City of Beaverton (described below as the South Cooper Mountain Annexation Area). The detailed Local Wetland Inventory documentation has been prepared as a separate report; however, the mapping results and general findings are included in this report." The resulting Riparian and Upland Habitats map, dated May 28, 2013, depicts lands that are to be addressed within Titles 3 and 13 resources.

The ZMA application is to implement zoning for the subject site in which to establish use and site development standards. The proposed R-1 zoning district is the implementing zone for the NRHD land use designation identified for the subject parcel. Development of the project area will require that the environmental impacts be assessed by the applicant to demonstrate that development will not impact the natural resources in the SCMAA and comply with the requirements of the Community Plan. Therefore staff find the proposed amendment will not adversely affect the goals and policies of Chapter 7.

Chapter 8 Environmental Quality and Safety Element.

Staff reviewed the policies contained in the Chapter 8 of the City's Comprehensive Plan and concluded that this proposed amendment does not affect Sections 8.2 Water Quality, 8.3 Air Quality, 8.4 Noise, 8.5 Seismic Hazards, 8.6 Geologic Hazards, 8.7 Flood Hazards, or 8.8 Solid and Hazardous Wastes. Therefore staff find the policies found in Chapter 8 are not applicable to the proposed amendment.

Chapter 9 Economy Element.

Staff reviewed the policies contained in the Chapter 9 of the City's Comprehensive Plan and concluded that this proposed amendment does not affect the economic goals of the City. Therefore staff find the policies found in Chapter 9 are not applicable to the proposed amendment.

Summary Finding: Staff find that the proposed Zoning Map amendment meets the applicable policies contained in the City's Comprehensive Plan.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

- 4. All critical facilities and services are available or can be made available to an adequate capacity to serve the site and uses allowed by the proposed zoning designation.***

Facts and Findings:

The subject parcels are located within an area that was added into the UGB in 2011 and was annexed into the City in 2013 as part of the SCMAA. The SCMAA contains agricultural, forest, and vacant lands, with limited critical facilities and services in the area. The Community Plan incorporates planning for critical facilities in the SCMAA and how these facilities and services will be provided to the area without adversely impacting facilities and services in the City. The Public Facilities Plan, Capital Improvement Plan, Urban Service Area, Storm Water and Drainage, Potable Water, and Sanitary Sewer are adopted as part of the Community Plan in which developments in the SCMAA will need to address, including future development of the subject site. The ZMA application is to implement zoning for the subject site in which to establish use and site development standards for the parcel. Future physical improvements on the subject site will warrant review of these critical facilities and any necessary mitigation measures at that time. Staff find the proposed amendment will not impede in the development of critical facilities and services on the subject site.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

- 5. Essential facilities and services are available or can be made available to serve the site and uses allowed by the proposed zoning designation.***

Facts and Findings:

The subject parcels are located within an area that was included into the UGB in 2011 and was annexed into the City in 2013 as part of the SCMAA. The SCMAA contains agricultural, forest, and vacant lands, with limited essential facilities and services in the area. The Community Plan incorporates planning for essential facilities in the SCMAA and how these facilities and services will be added with development. The essential facilities such as parks and recreation, police, or

fire and emergency medical services are not adversely impacted by the ZMA as the application is to implement zoning for the subject site in which to establish use and site development standards for the parcel. Future physical improvements on the subject site will warrant review of these critical facilities and any necessary mitigation measures at that time. Staff find the proposed amendment will not impede development of essential facilities and services on the subject site.

Therefore, staff find the proposed Zoning Map Amendment meets the criterion.

6. *The proposal is or can be made to be consistent with all applicable provisions of Chapter 20 (Land Uses).*

Facts and Findings:

The subject parcels are proposed to be zoned R-1; however, the Community Plan identifies a future high school for this site. While the intent of the R-1 zone is the development of high density residential, the housing targets for the SCMAA identified in the Community Plan did not include the subject site as it was expected to be proposed for non-residential use. Therefore the density requirements for the R-1 would not be applicable for a nonresidential use. However, educational institution are a Conditional Use requiring a Type 3 application which will require the applicant to address the compatibility of the use and design to the surrounding area. The project area is not developed with urban uses, allowing new development to appropriately address the site standards for the R-1 zone. Staff find the proposed ZMA will not prevent the provisions of Chapter 20 to be met.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

7. *The proposal shall include a Traffic Impact Analysis that meets the requirements of 60.55.20. The analysis shall demonstrate that development allowed under the proposed zoning can meet the requirements of 60.55.10.1, 60.55.10.2, 60.55.10.3, and 60.55.10.7. The analysis shall identify the traffic impacts from the range of uses allowed under the proposed zoning and demonstrate that these impacts can be reasonably mitigated at the time of development.*

Facts and Findings:

The proposal does not include a traffic analysis as the Transportation issues were addressed as part of the finding which established the NRHD designation for the subject site. Specific traffic impacts associated with the future development of the subject site will be addressed at the time of development showing compliance with the requirements of Section 60.55.10 of the City's Development Code and any required mitigation measures. At this time no additional analysis is needed.

Therefore, staff find the criterion is not applicable to this proposal.

8. *As an alternative to 40.97.15.1.C.8, the applicant may provide evidence that the potential traffic impacts from development under the proposed zoning are no greater than potential impacts from development under existing zoning.*

Facts and Findings:

The subject site is part of the SCMAA, which the City is in the process of adopting a Community Plan for the 543 acre area that was annexed into the City in 2013. The Community Plan included adopting the land use designations for the 21 parcels in the SCMAA shown on Exhibit 2. Transportation issues associated with the SCMAA were addressed in the development of these land use designations as part of the Community Plan. The Community Plan identifies the subject site as NRHD, in which the R-1 zoning district is the implementing zone for this land use designation. Since the transportation analysis supports the Community Plan that includes identifying the subject area as NRHD, the analysis would also support use of the R-1 zoning district for the subject site.

Therefore, staff find the criterion met for the proposed Zoning Map Amendment.

9. *The proposal contains all applicable application submittal requirements as specified in Section 50.25.1 of the Development Code.*

Facts and Findings:

All submittal requirements identified in Section 50.25.1 of the Development Code are contained in the submittal package.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

10. *Applications and documents related to the request, which will require further City approval, shall be submitted to the City in the proper sequence.*

Facts and Findings:

Staff has submitted the required application materials for review of a ZMA application in the proper sequence. The ZMA is to modify the zoning of the subject site from interim Washington County to City R-1. The parcels currently have Washington County's AF-20 land use designation; however the City is concurrently proposing adoption of the South Cooper Mountain Community Plan which includes a Comprehensive Plan Amendment to implement the City's Neighborhood Residential High Density land use designation for the subject site. No other applications are associated with the proposed zone change.

Therefore, staff find the proposed Zoning Map Amendment meet the criterion.

SUMMARY

In the findings provided above, staff find that the Zoning Map Amendment satisfies the approval criteria for a Quasi-Judicial Zoning Map Amendment pursuant to Section 40.97.15.1.C of the City's Development Code.

RECOMMENDATION

Therefore, based on the facts and findings presented, staff recommend **APPROVAL** of **ZMA2014-0008 (SCM High School Site Zoning Map Amendment)**.

Zoning Map

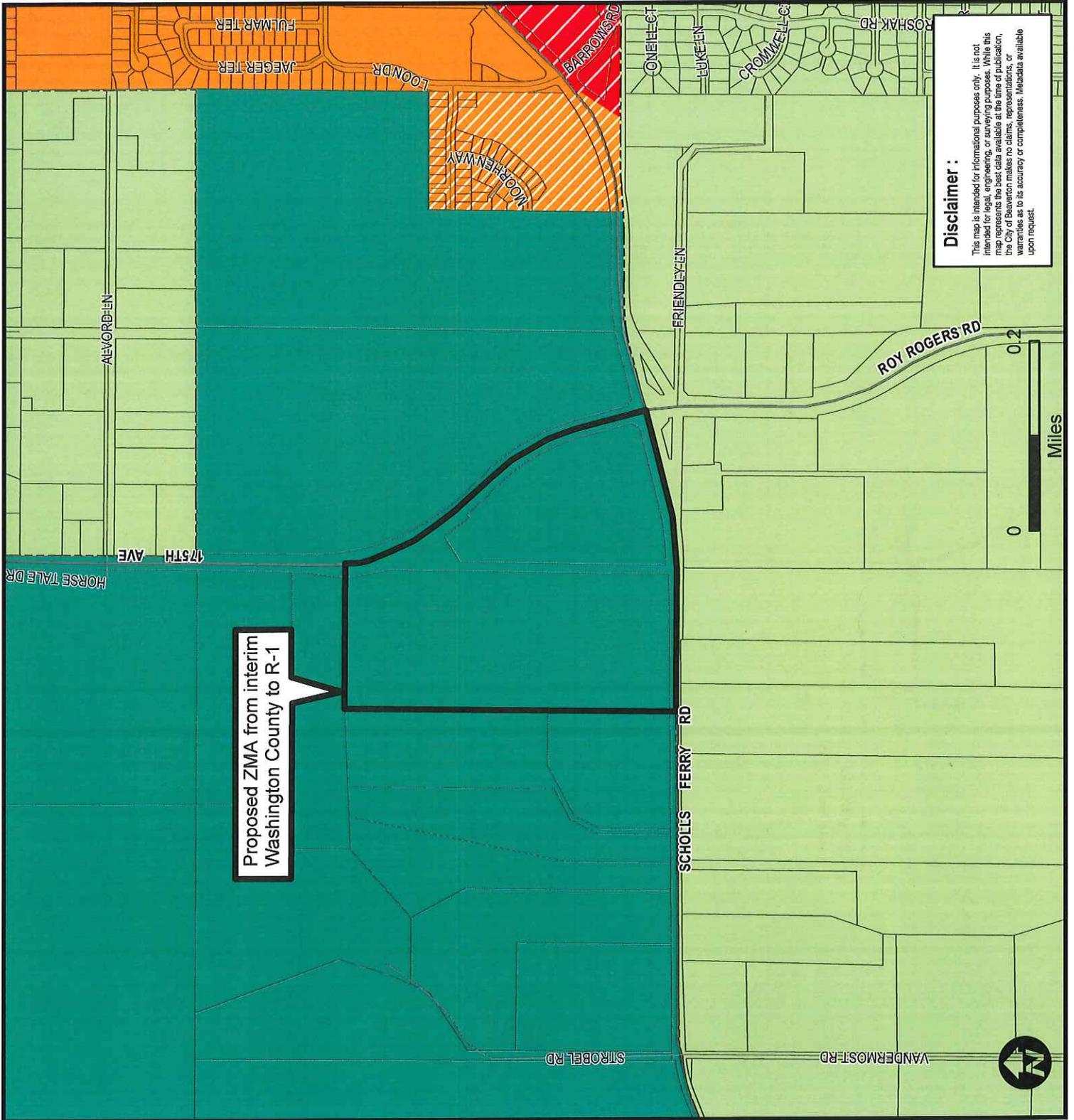
ZMA2014-0008

EXHIBIT 3



Legend

- Zoning**
- RESIDENTIAL**
 - Urban Standard Density (RS)
 - Urban Medium Density (R4)
- COMMERCIAL**
 - Neighborhood Service Center (NS)
- INTERIM ANNEXATION ZONING**
 - Interim Washington County Zoning in effect (WAcont)





- Implement the policies in this Community Plan and applicable requirements of the Beaverton Development Code and other regulations; and,
- Provide flexibility for phased development and adjustments needed for site specific conditions, design ideas, and market needs.
- Provide an efficient process for applying new zoning, through use of the City's zone map amendment procedures, where applicable.

The Land Use Implementation Policies describe the steps and requirements that the City will use to achieve a balance of certainty and flexibility for land use in the Community Plan area.

Overall Development Program

The overall development program for the Community Plan area is summarized in Table 2 by Land Use designation, with the projected dwelling unit capacity of each district, and total for the planning area. For the Medium and Standard Density Residential comprehensive plan designations, capacity estimates are provided based on assumptions of the mix of the R-2 vs. R-4 and R-5 vs. R-7 zones, respectively, that are consistent with the Concept Plan. Capacity estimates for all residential zones do not include the land needed for civic / institutional uses. Civic/institutional uses are identified in Table 3 – they are typically conditional uses in residential zones and the assumed acreage for these uses has been deducted from the table below.

Table 2: Land Use Designations and Capacity Estimates

Land Use Designation	Gross Acres ¹⁷	Gross Residential Acres ¹⁸	Net Residential Acres ¹⁹	Assumed Mix of Zones	Estimated Housing Capacity (units) ²⁰	Minimum Housing Capacity (units) ²¹
High Density	122	66	31	100% R-1	1,250	1,080
Medium Density	220	206	111	30% R-2 70% R-4	1,570	1,260
Standard Density	182	170	95	30% R-5 70% R-7	660	530
Main Street	10	0	0	100% NS	N/A	N/A

¹⁷ Gross acres in Table 2 excludes existing right-of-way, which accounts for the difference from the 544-acre total area of the SCM Community Plan area.

¹⁸ Excludes land for civic uses. In the Main Street designation, does not include land assumed to be designated NS. While residential uses are allowed in the NS zone, this area is anticipated to be developed primarily with commercial uses.

¹⁹ Net acreage, as defined in the city's development code, excludes street dedications, environmentally constrained lands, and land set aside in separate tracts or dedicated to a public entity for schools, parks, or open spaces.

²⁰ The regulatory maximum capacity under the city's Development Code is calculated based on gross acres, per section 20.25.15 of the Beaverton Development Code. However, this calculation produces an unrealistically high estimate of capacity that is rarely, if ever, achieved in practice. The more realistic estimate of capacity included in Table 2 was based on net acres and the allowed densities in each zone, consistent with the city's capacity estimates for the rest of the city.

²¹ Minimum residential density is calculated based on net acres rather than gross acres. The minimum number of units is calculated by dividing 80% of the net acres by the minimum land area per unit.

Land Use Designation	Gross Acres ¹⁷	Gross Residential Acres ¹⁸	Net Residential Acres ¹⁹	Assumed Mix of Zones	Estimated Housing Capacity (units) ²⁰	Minimum Housing Capacity (units) ²¹
Total	534	442	237		3,480	2,870

Institutional / Civic Uses

The need for the following civic uses has been identified through the planning process in order to meet the needs of the new growth. School needs were coordinated with the Beaverton School District and the Hillsboro School District. Park needs were coordinated with the Tualatin Hills Park and Recreation District.

Table 3: Civic Use Land Needs

Use	Estimated Land Need
Neighborhood Parks	Nine to 11 acres (three to four parks)
Elementary Schools	20 acres (two 10-acre school sites)
High School	45 acres (BSD high school site)

It is assumed that the service providers (THPRD and Beaverton and Hillsboro School Districts) will use their standard site selection and land acquisition processes to acquire the land needed for these facilities (BSD is already in possession of the 45-acre high school site). In addition, current development review practices provide for coordination through the requirement to obtain Service Provider Letters indicating that service levels are, or can be made to be, sufficient to support proposed development.

Land Use Implementation Policies

1. *The City shall adopt a Land Use Map as part of the Community Plan that establishes initial comprehensive plan map designations for the South Cooper Mountain Community Plan area.*
2. *Washington County zoning, as administered by the City, shall remain in place until new City zoning is applied. Existing agricultural uses in the Community Plan area shall be allowed to continue until the property owner decides to transition to urban development and submits a development application to the City, at which time the property will be rezoned consistent with the Community Plan.*
3. *Zoning may be applied²² through initiation by the City or as requested by an applicant. Zoning and development review applications may be requested concurrently. The mix of zones applied to a given property shall be consistent with the assumed mix of zones shown in Table 2.*
4. *Amendments to the boundaries of Land Use Map designations may be proposed as individual requests prior to development, or simultaneously when development is proposed. This policy is intended to provide a means for the Land Use map and zoning to be aligned with site-specific*

²² Section 40.97 of the Development Code of the City of Beaverton (Zoning Map Amendment) outlines various applications used in applying City zoning to properties within the City.

3.14 Comprehensive Plan and Zoning District Matrix

COMPREHENSIVE PLAN AND ZONING DISTRICT MATRIX	
Comprehensive Plan Designation	Zoning District
Regional Center	RC-E, RC-OT, RC-TO
Station Community	SC-HDR, SC-MU, SA-MDR, SA-MU
Town Center	TC-HDR, TC-MU, TC-MDR
Main Street	Office Commercial, Neighborhood Service, Convenience Service Center, R-1, R-2
Corridor	General Commercial, Convenience Service Center, Office Commercial, Community Service, Neighborhood Service, Corridor-Multiple Use, R-1, R-2, R-3.5, R-4
Employment Areas	Campus Industrial
Industrial	Industrial Park, Light Industrial, Campus Industrial
Neighborhood Residential (equivalent to Metro's Inner and Outer Neighborhood Design Types)	
Low Density	R-10 ¹
Standard Density	R-7, R-5 ²
Medium Density	R-4, R-3.5, R-2
High Density	R-1
Any of the plan designations cited above	Institutional

¹ Existing pockets of low density residential may continue, but expansion of low density neighborhood residential areas shall not occur.

² Existing properties with commercial zoning as shown on Figures III-2 through III-5 and listed by tax lot on said maps shall be allowed to continue in perpetuity. Expansion of the district is not allowed, but any use permitted within said district will be allowed subject to City approval through the procedures specified by the Development Code.