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STAFF REPORT

HEARING DATE: December 3, 2014

TO: Planning Commission

STAFF: Leigh M Crabtree, Associate Planner 

PROPOSAL: **SOUTH COOPER MOUNTAIN COMMUNITY PLAN
CPA2014-0011, CPA2014-00012, and TA2014-0002**

SUMMARY: The City of Beaverton proposes adoption of the South Cooper Mountain Community Plan for the South Cooper Mountain Annexation Area through amendments to the Comprehensive Plan for the City of Beaverton and the Development Code of the City of Beaverton. Development of the proposed community plan is the result of urbanization requirements as administered by Metro.

Comprehensive Plan Amendments are proposed within:
Volume I - Chapters 3 (Land Use), 6 (Transportation), and 7 (Natural, Cultural, Historic, Scenic, Energy and Groundwater, Resources);
Volume III - Statewide Planning Goal 5 Resource Inventory Documents;
Volume IV - Transportation System Plan;
Volume V - Community Plans.

Development Code Text Amendments are proposed within:
Chapter 20 (Land Use); Chapter 40 (Applications); Chapter 60 (Special Requirements); and Chapter 90 (Definitions).

LOCATION: The South Cooper Mountain Annexation Area is comprised of twenty-one (21) properties, totaling approximately 543 acres, and 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 properties are identified on Washington County Assessor's Map 1S1 31 as Tax Lots 01600, 01602, 01605; Washington County Assessor's Map 2S1 06 as Tax Lots 00103, 00200, 00301, 00302, 00400, 00402, 00403, 00404, 00500, 00600, 00700, 00800; and Washington County Assessor's Map 2S2 01 as Tax Lots 00100, 00101, 00200, 00201, 00400, and 00500.

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

DECISION CRITERIA: Comprehensive Plan Section 1.5.1 *Criteria for Legislative and Quasi-judicial Comprehensive Plan Amendments*
Development Code Section 40.85.15.1.C *Text Amendment*

RECOMMENDED ACTION: Planning Commission **Recommend Adoption of the South Cooper Mountain Community Plan AND Recommend Acknowledgement of the South Cooper Mountain Concept Plan** by the Beaverton City Council.

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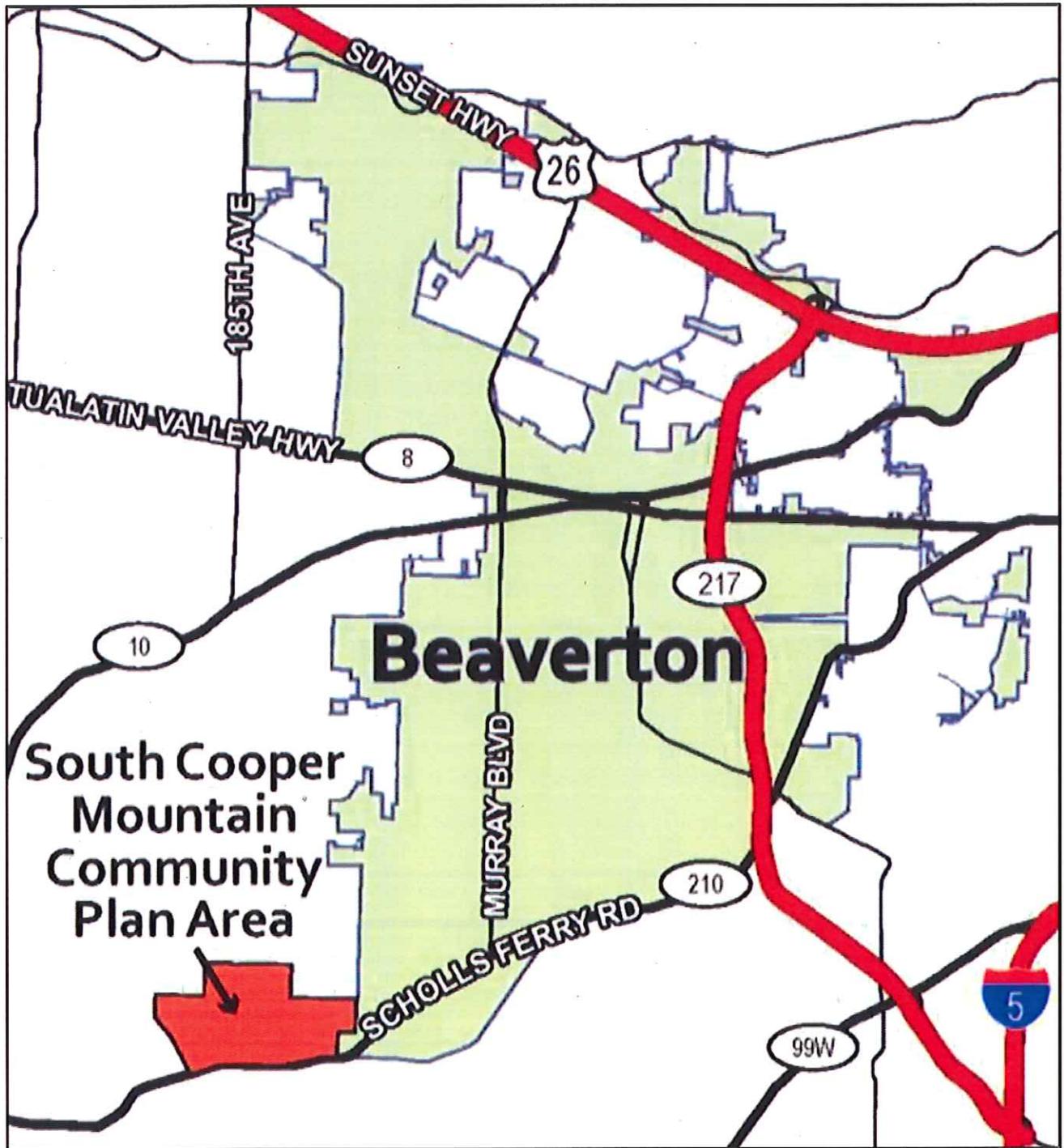
EXHIBITS – Listed on page SR – 3, below

EXHIBITS

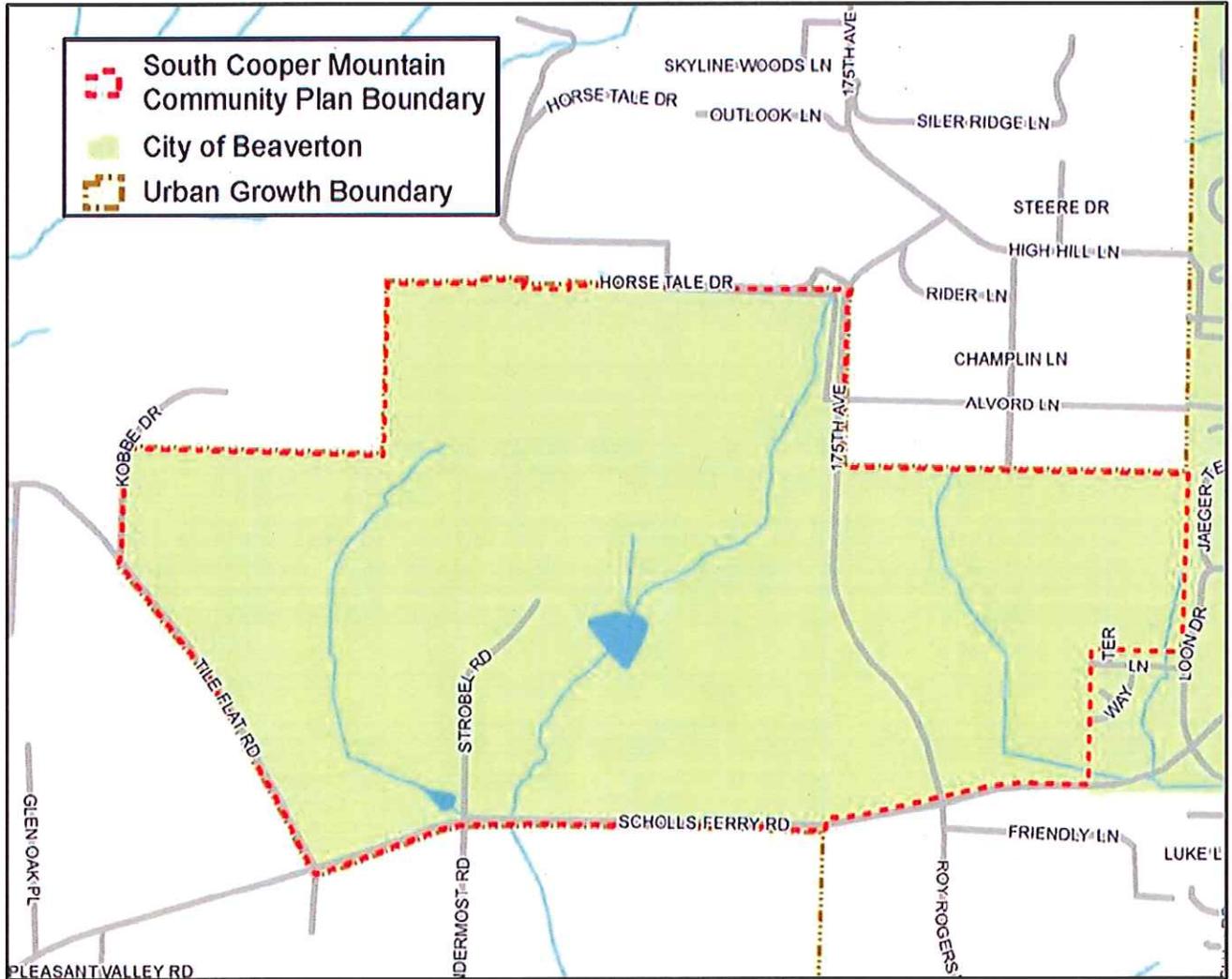
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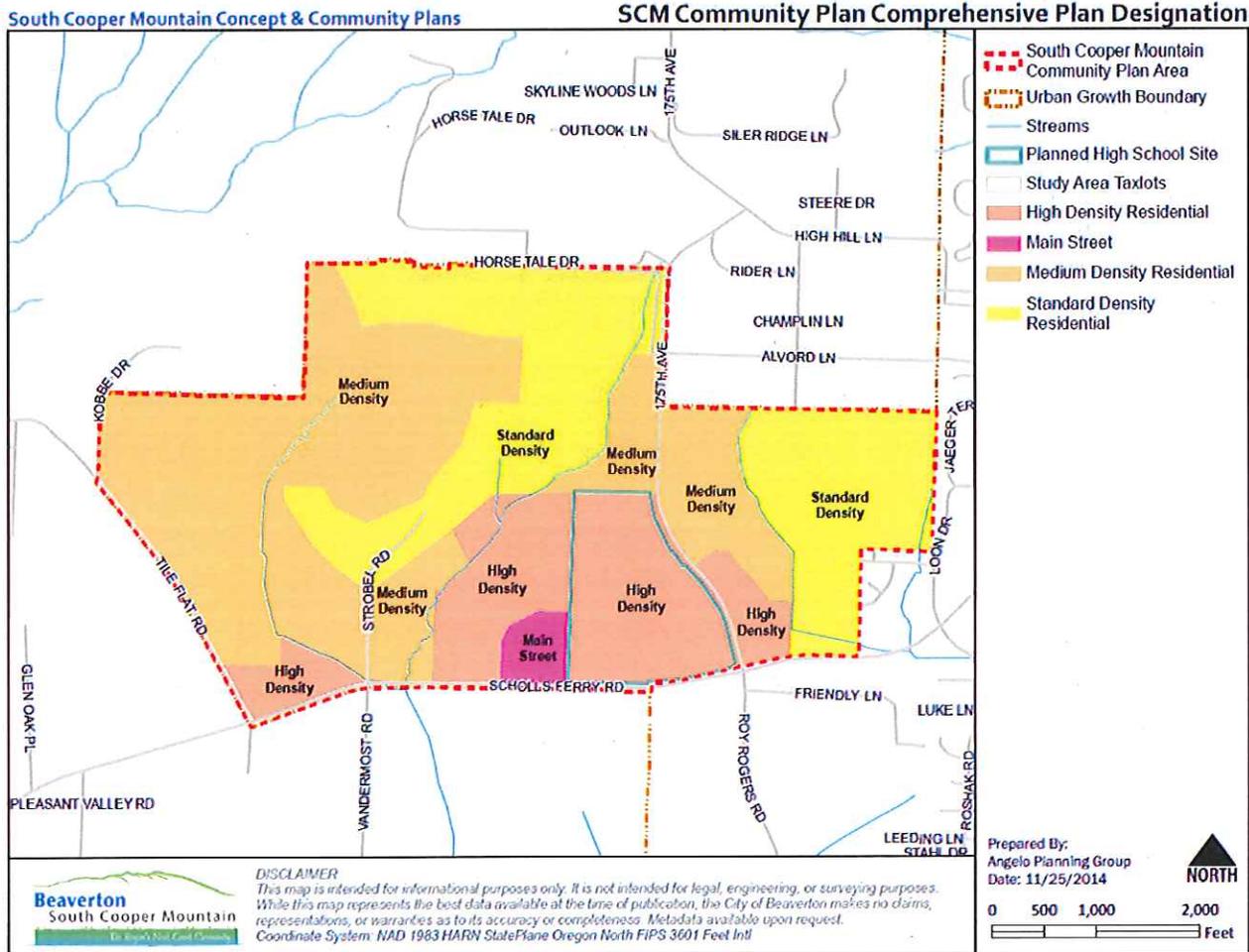
VICINITY MAP
SOUTH COOPER MOUNTAIN COMMUNITY PLAN AREA



PLAN BOUNDARY SOUTH COOPER MOUNTAIN COMMUNITY PLAN



PROPOSED LAND USE DESIGNATIONS (CITY OF BEAVERTON)
SOUTH COOPER MOUNTAIN COMMUNITY PLAN



South Cooper Mountain Community Plan

The Planning Commission opened the public hearing on this matter on November 5, 2014. At that hearing, the Planning Commission heard from staff and received public testimony. The Commission was generally supportive of the Community Plan as drafted. During discussion and deliberations on the matter, the Commission provided the project team with specific direction on several items (see Exhibit 18). The Commission continued the hearing to the evening of December 3, 2014.

Staff and the consultant team have modified the plans with respect to the direction provided by the Planning Commission at the November 5, 2014 hearing, included as attachments and exhibits to this report.

Below are the issues, identified in the table of *Requested Community Plan and Concept Plan Amendments* within the staff report for November 5, 2014, for which the Planning Commission provided specific direction to the project team. Please refer to the maps within Exhibit 13, Discussion Index Maps, for location references. If an issue or group of issues is not listed, then the Planning Commission agreed with the Project Team recommendation:

LAND USE

- LU-2** Zoning Application for SCM Community Plan. Apply R1 zoning to planned Beaverton School District High School site concurrent with Community Plan adoption and withhold application of zoning on other properties until a new SDC is established.

Planning Commission Direction:

Yes, as long as the Beaverton School District is held responsible, like all other development, with regard to new System Development Charge or equivalent infrastructure improvements. Allows for flexibility at the time of development.

Project Team Response:

The Zoning Map Amendment for the high school site, ZMA2014-0008, is proposed through separate review with a recommendation for approval.

Development of the new Transportation SDC is an active project led by Transportation staff. It is anticipated that the new Transportation SDC Ordinance proposal will be on a City Council agenda for public hearing in January or February 2015.

- LU-8** Community Plan Table 2: Land Use Designations and Capacity Estimates.

Planning Commission Direction:

Simplify the methodology for calculating density requirements.

Project Team Response:

The project team has proposed modifications to the language within the Community Plan, see page 16 of Exhibit 5.

TRANSPORTATION

- TR-1 East-West Collector. Consider alternate route for proposed East-West Collector in "East Neighborhood" on Concept and Community Plan maps rather than connecting to Loon Drive.

Planning Commission Direction:

Retain East-West Collector alignment in East Neighborhood as shown on Concept and Community Plan maps. Connection to Barrows (Loon) is the best of all of the alternatives.

Project Team Response:

The project team continues to recommend connection of the East-West Collector at Loon Drive. Exhibit 14 is the alternatives analysis addressing proposed locations for the East-West Collector, inclusive of the proposed connection at Loon Drive.

The 'East Neighborhood' needs to be served by a transportation network that will allow for efficient traffic movement to eastern destinations.



Available options include:

Oystercatcher Lane:

The Churchill Forest Subdivision at the northwest corner of Scholls Ferry Road and Loon Drive is accessed from Loon Drive via Oystercatcher Lane. Bitten Terrace and Moorhen Way connect to Oystercatcher Lane and each of these three Local streets stub to the Community Plan area. Red and white striped barricades were installed at the end of each of these three streets prior to house construction each with a posted notice sign indicating the roads to be extended with future development.

Given the fact that the street system within the Churchill Forest Subdivision was developed with Local Street cross-sections it was determined that relying these streets to carry east-bound traffic to Scholls Ferry and Barrows is not appropriate. It is also recognized that absent a separate, efficient, viable east-bound path of travel, **a significant amount of cut-through traffic will occur on Oystercatcher** to access Scholls Ferry and Barrows Road as individual drivers will likely chose to avoid Scholls Ferry Road and the traffic associated with the Scholls Ferry and 175th/Roy Rogers intersection. This scenario would result in an inappropriate reliance on Oystercatcher for through traffic and impact the livability of residents within the Churchill Forest Subdivision.

SW 175th Avenue:

Limiting traffic movement out of the 'East Neighborhood' to 175th Avenue is out of route and pushes additional traffic through the intersection with Scholls Ferry. The planning process has worked to distribute trips Plan area trips away from 175th Avenue and Scholls Ferry Road, inclusive of their intersection, in order to alleviate pressure on the regional system to the extent practicable. Further, this limited access does not allow for effective emergency service provision or a larger connected community.

SW Scholls Ferry Road:

The River Terrace Community Plan for the City of Tigard depicts a Collector connection to Scholls Ferry Road between Loon Drive and Roy Rogers Road. A specific design for this proposed connection has not been approved by Washington County. Given the amount west-bound Scholls Ferry to south-bound Roy Rogers (left turn movement) traffic, a connection in this location, if approved, will most likely be limited and is not expected to be a four-way intersection.

A connection of the South Cooper Mountain Community Plan East-West Collector to Scholls Ferry Road in alignment with the River Terrace Collector would most-likely not include an east-bound (left turn) option. Traffic from the South Cooper Mountain Community Plan area would not be allowed to cross-over the west bound Scholls Ferry to south bound Roy Rogers left turn lanes.

Further, the complex of natural resources within the Plan area includes a significant Local Wetland, W-H, which is connected to the wetlands within the southern portion of the Churchill Forest Subdivision. This wetland consumes a large area of land along the north side of Scholls Ferry Road. Per Table 2: Wetland Functional Assessment Results, of the Local Wetland Inventory, proposed for adoption with the South Cooper Mountain Community Plan, Wetland W-H includes: Diverse Wildlife Habitat and Intact Fish Habitat functions.

SW Loon Drive / Barrows Road:

This connection provides the most efficient east-bound traffic movement to eastern destinations of any of the options. The proposed Collector and how it connects in with the south end of Loon Drive and the east end of Oystercatcher presents an opportunity to design the street system with improved safety for pedestrians, inclusive of children from Churchill Forest and the 'East Neighborhood' accessing Scholls Heights Elementary.

The proposed connection of the East-West Collector to Barrows Road (via Loon Drive) is expected to reduce the impact of traffic from surrounding future development on the street system in the Churchill Forest Subdivision, as traffic should divert to the Collector, rather than relying on Oystercatcher.

This location will impact Significant Riparian Wildlife Habitat at west of the connection with Loon Drive. However, this location avoids a much larger complex of significant Wetland W-H (see Exhibits 9 and 10) along the north side of Scholls Ferry Road and Significant Natural Resources, inclusive of Riparian Wildlife Class I and II and Upland Wildlife Habitat Class A and B (see Exhibits 9 and 11).

Additional Information:

The specific layout of residential development around Churchill Forest, including streets and residential lot pattern, will be reviewed when the City receives an application for development. When an application is received, the proposed layout will need to include the proposed street design. Notice is provided for public review of development.

The main vehicle and pedestrian entrance to Scholls Heights Elementary is on the north end of the school site across from Fulmar Terrace.

The City's Community Development Department has been engaged in planning for future development of this area since 2013. The planning effort has included many avenues of outreach, inclusive of open houses and workshops at Scholls Heights Elementary School.

Implementation Project No. 5, Loon Drive Connection Study and Right-of-Way Acquisition, provides an avenue for working through issues associated with the proposed connection.

- TR-2** Alvord Lane Neighborhood Route extension and connections. Retain Neighborhood Route connection from Alvord Lane to Blackbird Drive as shown on Concept and Community Plan maps.

Planning Commission Direction:

Look into private street issue. Is a connection even feasible (at the UGB line), clarify this issue with the community.

Project Team Response:

The project team developed a one-page information sheet to address the issues surrounding the Alvord Road Neighborhood Route designation and the viability of connecting the east end of Alvord Road to neighborhoods to the east. See Exhibit 15.

Alvord Lane is not a private street. The plat for creation of Sky High Acres No. 2 in 1952 included dedication of Alvord Lane and Champlin Lane. Further, Washington County's Urban Road Maintenance District map, which depicts many different types of road including private and public, depicts Alvord Lane as a public Local road (not subject to the urban road maintenance).

Alvord Lane is within the Urban Reserve Area (URA). Depiction of Alvord Lane as a Neighborhood Route in the Concept Plan does not indicate near-term right-of-way improvements. Future expansion of the Urban Growth Boundary (UGB) would need to occur prior to development of a Community Plan for the URA; which is not expected to occur within the next ten years or more based upon existing land available within the regional UGB for residential development. If this URA were to be added to the UGB, the Community Plan process for the area would be guided by the Concept Plan. Development of a Community Plan includes a much closer analysis of the viability of plan elements, including transportation connections.

The City's Transportation System Plan (TSP). The TSP depicts street connections and locations to serve the community. With proposed adoption of the South Cooper Mountain Community Plan, the City only proposes amendment of the TSP to implement the Community Plan; this includes adoption of a TSP map only for the South Cooper Mountain Community Plan area with the East-West Collector connection to Loon Drive/B arrows/Scholls Ferry. For those connections and street locations depicted on the existing TSP, the City does not propose modification of the existing Functional Classification map.

- TR-3** 175th Avenue. Reduce impacts to property owners along 175th Avenue from proposed improvements to 175th Avenue.

Planning Commission Direction:

175th Avenue is a regional facility and should be improved to operate as such. Encourage Washington County to improve Tile Flat/Grabhorn sooner rather than later as an alternate route.

Project Team Response:

No further action taken. Continued coordination needed with potential MOU as discussed in Implementation project No. 8.

- TR-4 185th Avenue connection between Kemmer and Gassner. Improve Kemmer Road & 190th Avenue in place of constructing new arterial connection from Kemmer Road to 185th Avenue.

Planning Commission Direction:

Retain the proposed Kemmer Road to 185th Avenue connection, as footnoted, on Concept Plan map, and amend Washington County TSP to reflect this project, subject to a refinement plan to determine actual alignment.

Project Team Response:

No further action taken.

- TR-5 Stroebel Road Neighborhood Route. Add Neighborhood Route connection to S cholls Ferry at Stroebel Road back into transportation framework maps.

Planning Commission Direction:

Add Neighborhood Route connection to Sc holls Ferry at Stroebel Road back into Concept and Community Plan transportation framework maps.

Project Team Response:

The Stroebel Road Neighborhood Route was added back into the Transportation Framework map. It is also reflected in Figure 6-4a, Functional Classification, of the proposed modifications to Chapter 6 Transportation Element of the Comprehensive Plan.

- TR-13: Consider a MAX stop at the Main Street area.

Planning Commission Direction:

Too early to plan for a MAX stop when there is no MAX line or bus service in the vicinity.

Project Team Response:

No further action taken.

BICYCLE / PEDESTRIAN FRAMEWORK and POLICIES

BP-all

Planning Commission Direction:

Work with partner agencies to settle these issues: facility locations, ultimate jurisdiction, funding, administrative authority, cross-sections for buffered bike lanes

Project Team Response:

Members of the project team and staff from Washington County, Tualatin Hills Park and Recreation District, and Metro participated in a meeting on Thursday, November 20, 2014 to work through issues, as follows:

- **Facility Locations:**
Urban Reserve Area and North Cooper Mountain. The Tualatin Hills Park and Recreation District is in the process of updating its Trails Master Plan. The revised Pedestrian and Bicycle Framework map included in the Concept and Community Plans reflects the need for future connections through the Concept Plan area, but outside the Community Plan area, without drawing a specific assumed alignment on the map.
- **Administrative Authority and Ultimate Jurisdiction:**

BACKGROUND

- City of Beaverton
Review of land use applications to satisfy the Development Code, Comprehensive Plan (including Community Plan), and Engineering Design Manual. The City's Site Development and Engineering groups review development proposal per the Standard Drawings in the Engineering Design Manual (EDM). The trail cross-sections in the EDM vary little from the THPRD trail standards and the City does not defer to THPRD's trail design requirements for review of projects within the city limits. However, that does not preclude an applicant from proposing a different trail design that meets the needs of the proposed facility.
- Tualatin Hills Park and Recreation District
Once constructed and accepted by the City, trail facilities are typically transferred to THPRD for maintenance. THPRD may also acquire land for development of trails; for development of trails within the limits of the City, THPRD would submit an application to the City.
- Metro
The Cooper Mountain Nature Park is owned by Metro and maintained by THPRD. Metro currently does not allow for hard surface trail construction within the park, therefore, there is no plan to allow for construction of multi-use trails within the Nature Park. Metro has no prescriptions for trails or property within the South Cooper Mountain Community Plan area.
- Washington County
As related to transportation system elements and county-wide mobility the issues, Washington County will be a lead or coordinating agency in determining the appropriate location and design of facilities.

Implementation Project No. 13, Trails Planning and Trail Standards Coordination, provides an avenue for continued discussion of ultimate jurisdiction.

- Funding:
No revisions to the proposed Infrastructure Funding Plan have been identified as a result of the changes to the framework.
- Cross-sections for Buffered Bike Lanes:
Washington County's *Bicycle Facility Design Toolkit* includes a design option for Multi-Use Off-Street Paths. This is not an engineering design standard within either jurisdiction's street design requirements. This effort will take additional coordination.

RESOURCE PROTECTION

RP-all

Planning Commission Direction:

All recommendations are okay to move forward with.

Project Team Response:

Relevant modifications to the Plans and supporting documents are incorporated as proposed.

INFRASTRUCTURE

IN-1 Stormwater. Clarify applicability of stormwater management regulations.

Planning Commission Direction:

One commissioner recommended sticking with current CWS standards and two commissioners encouraged the plan to go beyond CWS standards for to protect natural resources from the impacts of stormwater runoff and to push the boundaries.

Project Team Response:

To be reviewed with Implementation Project No. 6, South Cooper Mountain Storm Water Plan. Engineering staff held a preliminary meeting with property owners and developers on Wednesday, November 19, 2014. Documents relative to the meeting are included as Exhibit 16.

During the meeting staff discussed that the South Cooper Mountain Community Plan planning process anticipated that the Washington County area's MS4 permit update would be complete by the end of this year and prior to development applications within the Community Plan area. The fact that it has not yet been approved and that it is uncertain when approval and implementation will occur has left the plan short of updated storm water regulations. Below is an excerpt from Exhibit 16:

During the roundtable discussion the pros and cons of which path to take were discussed, including:

- Use the current surface water runoff management (stormwater runoff) design criteria as published by Clean Water Services and the City of Beaverton*
- Use the "Standard Local Operating Procedures for Endangered Species to Administer Stream Restoration and Fish Passage Improvement Activities Authorized or Carried Out by the U.S. Army Corps of Engineers in the Oregon (SLOPES V Restoration)"*
- Use the City Staff prepared draft proposed changes dated October 30, 2014. These propose a simplified incremental change in the surface water management standards that will apply to the South Cooper Mountain development area until a county-wide approach is developed and implemented.*
- Use a modified version of the October 30, 2014, draft addressing partner concerns and city concerns when consensus is reached.*

No consensus was reached during this meeting. All parties agreed to keep working on the applicable details in an effort to reach consensus. Comments in response to the meeting from West Hills Development (Exhibit 16.4) and Metropolitan Land Group (Exhibit 16.5) are included.

IN-2 Require low impact development techniques for streets.

Planning Commission Direction:

Green Streets and Bio-swales

Project Team Response:

To be reviewed with Implementation Project No. 6, South Cooper Mountain Storm Water Plan. Engineering staff held a preliminary meeting with property owners and developers on Wednesday, November 19, 2014. Documents relative to the meeting are included as Exhibit 16.

- IN-3** Encourage use of sustainable storm water management techniques and provide incentives for developers to use green construction methods.

Planning Commission Direction:

Our current incentive are not enough of an incentive; will the adoption of additional Habitat Benefit Area (HBA) provide more incentive?

Project Team Response:

To be reviewed with Implementation Project No. 6, South Cooper Mountain Storm Water Plan. Current mapping for the City includes Riparian Wildlife Habitat Classes I, II, and III and Upland Wildlife Habitat Class A. Exhibit 9 Volume III: Habitat Benefit Area Map (aka Natural Resources Map) proposed with adoption of the South Cooper Mountain Community Plan includes Riparian Wildlife Habitat Classes I, II, and III and Upland Wildlife Habitat Classes A, B, and C. The City's current Title 13 implementation within Section 60.12 of the Development Code will apply to all of these mapped habitat classes. This proposed approach includes Upland Wildlife Habitat Class C which is not required by Metro Title 13, but will provide for additional opportunity to use HBA credits at the time of a development proposal.

DEVELOPMENT CODE

DC-all

Planning Commission Direction:

All recommendations are acceptable with which to move forward.

Project Team Response:

The proposed Text Amendment, TA2014-0002, includes the proposed Development Code modifications.

OTHER

- LU-MS** Main Street Implementation. Request to allow for implementation of R1 and R2 in addition to NS within the area proposed for Main Street land use.

Planning Commission Direction:

Do the Metro requirements include a minimum amount of Main Street?

Project Team Response:

Metro did not require a specific amount of Main Street (MS) land use designation, nor did Metro require a specific amount of commercial development for the Plan area as a part of their 2010 Urban Reserves decision. Through the Concept and Community planning process, 8 to 10 acres was determined to be the estimated amount of commercial land needed to serve future growth in the South Cooper Mountain Annexation Area and the Urban Reserve Area.

The land proposed for application of the MS land use designation is approximately 10 acres in size. The Community Plan proposes that the Neighborhood Service (NS) zoning designation is the only zoning designation allowed for implementation of the MS land use designation. The NS zone allows for up to 50 percent residential development within the zone. Therefore, a mix of commercial and residential development is allowed within the NS zone. The project team does not recommend reducing the amount of commercial development to support the South Cooper Mountain Annexation Area and the Urban Reserve Area.

Community Plan, Scenic View Policy 1.d, "Limitations on building heights down-slope from a view point."

Planning Commission Direction:

A majority of commissioners support the policy.

Project Team Response:

Relevant modifications to the Plan and supporting documents are incorporated as proposed.

EXISTING CONDITIONS

Land Use District	Washington County Land Use Districts: AF-20: Agriculture & Forestry, 80 acre minimum lot size EFU: Exclusive Farm Use, 80 acre minimum lot size		
Current Development	A mix of farms and forestry with scattered farm buildings and a few home sites.		
Site Size	Total for the 21 lots is 543 acres		
NAC	Neighbors Southwest Neighborhood Association Committee		
Comprehensive Plan	<p>Land Use: Washington County Farm, Agriculture, Forestry</p> <p>Street Functional Classification Plan: 175th Avenue and Scholls Ferry Road are classified as Arterials. Tile Flat Road is currently classified as a Collector but is approved for reclassification as an Arterial in the County's 2035 TSP update to be effective December 1, 2014.</p> <p>Transportation System Plan Improvements (Streets): The proposed Community Plan includes a network of the existing Arterial streets, noted above, and new Collector streets and Neighborhood Route streets.</p> <p>Pedestrian Improvements: The proposed Community Plan includes a network of pedestrian routes that are included in the right-of-way cross-sections, along the street alignments, or off-street.</p> <p>Bicycle Improvements: The proposed Community Plan includes a network of bicycle routes that are included in the right-of-way cross-sections, along the street alignments, or off-street.</p>		
Surrounding Uses		Land Use & Zoning:	Uses:
	North:	Washington County Farm, Agriculture & Forest Rural Residential 5 acre minimum lot size	Farms, Forestry, Rural Residential
	South:	Washington County Farm, Agriculture & Forest City of Tigard Future Development 20 acre min. lot size	Farms, Forestry, Rural Residential
	East:	City of Beaverton Neighborhood Res. 5,000 sf per dwelling unit Washington County Rural Residential 5 acre minimum lot size	Neighborhood Residential Farms, Forestry, Rural Residential
	West:	Washington County Agriculture & Forest	Farms, Forestry, Rural Residential

**ANALYSIS AND FINDINGS
LEGISLATIVE COMPREHENSIVE PLAN AMENDMENTS**

1.5 Criteria for Amending the Comprehensive Plan

The adoption by the City Council of any amendment to the Plan shall be supported by findings of fact, based on the record, that demonstrate the criteria of this Section have been met. The City Council and Planning Commission may incorporate by reference facts, findings, reasons, and conclusions proposed by the City staff or others into their decision.

1.5.1. Criteria for Legislative and Quasi-judicial Comprehensive Plan Amendments:

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

Facts:

Of the 19 Statewide Planning Goals, staff finds that Goals 1, 2, 5, 6, 7, 9, 10, 11, 12, 13 and 14 are applicable to the proposed map amendment.

Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Development of the South Cooper Mountain Community Plan in concert with the South Cooper Mountain Concept Plan and the North Cooper Mountain Draft Community Plan and Code the included a public involvement plan. A *Citizen Engagement and Public Involvement Summary* is included as Exhibit 7 to this report. Public outreach and citizen engagement efforts included:

- South Cooper Mountain project website www.BeavertonOregon.gov/SouthCooperPlan
- 13,500 large color post cards mailed to residents in the project area and nearby neighborhoods announcing public events
- 8,500 emails sent to subscriber lists announcing events and project updates
- Dozens of email responses to citizen inquiries received via email
- Three community open houses and one community visioning workshop with a combined attendance estimated at over 350
- Over 50 online workshop and survey participants
- Four press releases announcing public events
- Over 20 articles in the Oregonian and Daily Journal of Commerce
- Four City of Beaverton *Your City* newsletter articles
- 11 Citizen Advisory Committee and Technical Advisory Committee meetings open to the public
- Four Beaverton Committee for Citizen Involvement and Neighborhood Association Committee meetings
- Two Citizen Participation Organization (CPO) meetings
- One informational meeting sponsored by the City of Beaverton for CPO6, CPO10, and CPO 4B
- Six community organization and neighborhood meetings
- Eleven City Council, Planning Commission, Washington County Planning Commission, and Washington County Board of Commissioners meetings
- Beaverton Farmers Market and Last Tuesday booths
- Posters at libraries, in City Hall, and various business locations announcing public events

This proposed amendment is subject to the public notice requirements of the City Charter and Comprehensive Plan Section as described in discussion of approval criteria C, below.

At the hearing, the Planning Commission considers written comments and oral testimony before they make a recommendation to City Council. The amendment procedures outlined in Comprehensive Plan Section 1.4 allow for proper notice and public comment opportunities on the proposed Comprehensive Plan amendments as required by this Statewide Planning Goal. These procedures have been followed.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The City of Beaverton adopted its Comprehensive Plan, which includes text and maps in a three-part report (Ordinance 1800), in 1972. The City adopted a new Comprehensive Plan (Ordinance 4187) in January of 2002 that was prepared pursuant to a periodic review work program approved by the State Department of Land Conservation and Development (DLCDD). The proposed Plan, including a new Land Use Map, was the subject of numerous public hearings and considerable analysis before adoption. The adopted Plan and findings supporting adoption was deemed acknowledged pursuant to a series of Approval Orders from the Department of Land Conservation and Development, the last of which was issued on December 31, 2003.

This proposal amends the City's Comprehensive Plan, as indicated in Exhibit 9, to support adoption of the South Cooper Mountain Community Plan (Plan).

Goal 2 includes guidelines for local government development of a land use plans, as follows:

PART III -- USE OF GUIDELINES

Governmental units shall review the guidelines set forth for the goals and either utilize the guidelines or develop alternative means that will achieve the goals. All land-use plans shall state how the guidelines or alternative means utilized achieve the goals.

Guidelines -- are suggested directions that would aid local governments in activating the mandated goals. They are intended to be instructive, directional and positive, not limiting local government to a single course of action when some other course would achieve the same result. Above all, guidelines are not intended to be a grant of power to the state to carry out zoning from the state level under the guise of guidelines. (Guidelines or the alternative means selected by governmental bodies will be part of the Land Conservation and Development Commission's process of evaluating plans for compliance with goals.)

GUIDELINES

The applicable guidelines are addressed, below:

A. PREPARATION OF PLANS AND IMPLEMENTATION MEASURES

Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan. During each phase opportunities should be provided for review and comment by citizens and affected governmental units.

The various implementation measures which will be used to carry out the plan should be considered during each of the planning phases.

The number of phases needed will vary with the complexity and size of the area, number of people involved, other governmental units to be consulted, and availability of the necessary information.

Sufficient time should be allotted for:

- (1) collection of the necessary factual information*
- (2) gradual refinement of the problems and issues and the alternative solutions and strategies for development*
- (3) incorporation of citizen needs and desires and development of broad citizen support*
- (4) identification and resolution of possible conflicts with plans of affected governmental units.*

As describe in the *Citizen Engagement and Public Involvement Summary* (Exhibit 7), the development of the Plan included a robust public involvement plan for incorporation of citizen needs and desires. The scope of work for the Plan was also inclusive of affected governmental units for identification of potential conflicts and resolution of specific issues. The scope of work allowed for an iterative process in order to refine the Plan with the solutions and strategies proposed within the Plan and the affiliated scope of amendments.

B. REGIONAL, STATE AND FEDERAL PLAN CONFORMANCE

It is expected that regional, state and federal agency plans will conform to the comprehensive plans of cities and counties. Cities and counties are expected to take into account the regional, state and national needs. Regional, state and federal agencies are expected to make their needs known during the preparation and revision of city and county comprehensive plans. During the preparation of their plans, federal, state and regional agencies are expected to create opportunities for review and comment by cities and counties. In the event existing plans are in conflict or an agreement cannot be reached during the plan preparation process, then the Land Conservation and Development Commission expects the affected government units to take steps to resolve the issues. If an agreement cannot be reached, the appeals procedures in OR S Chapter 197 may be used.

Plan development has included coordination with regional, state, and federal agencies. It is expected that coordination between affected government units will continue to occur into the future, inclusive of resolution of issues that may arise relevant to the Plan.

C. PLAN CONTENT

1. *Factual Basis for the Plan Inventories and other forms of data are needed as the basis for the policies and other decisions set forth in the plan. This factual base should include data on the following as they relate to the goals and other provisions of the plan:*
 - (a) *Natural resources, their capabilities and limitations*
 - (b) *Man-made structures and utilities, their location and condition*
 - (c) *Population and economic characteristics of the area*
 - (d) *Roles and responsibilities of governmental units.*

The South Cooper Mountain Community Plan began with, "study and documentation of existing conditions and future needs in the planning area. The project team evaluated land use, transportation, the real estate market, water and sewer infrastructure, stormwater, natural resources; parks, and energy as a part of the existing conditions assessment⁷." In May 2014 a memorandum on South Cooper Mountain Buildable Lands Inventory and Methodology was provided to the Technical Advisory Committee. Table 2 of the memo identified preliminary estimates specific to the SCMAA, as follows:

Table 2: SCMAA Future Public Facilities & Non-Residential Set-Asides

Gross Buildable Acres	364
Future Streets (percent of gross buildable acres)	20%
Future Streets (acres)	73
Future stormwater facilities (percent of gross buildable acres)	7%
Future stormwater facilities (acres)	25
Future parks (acres)	9
Other future public facilities (acres)	2
Net developable land (acres)	255
Future schools - not already planned (acres)	17
Future neighborhood commercial (acres)	8
Net residential land (acres)	230

The process of inventorying and gathering data for evaluation was done with acknowledgement and participation of coordinating agencies and service providers. Existing inter-governmental agreements and memoranda of understanding outline roles and responsibilities between governmental units and service providers. Within the Implementation Plan is a project for development of additional, as needed, Memoranda of Understanding for coordination of efforts that will specifically affect the Plan area.

2. *Elements of the Plan*

The following elements should be included in the plan:

- (a) Applicable statewide planning goals*
 - (b) Any critical geographic area designated by the Legislature*
 - (c) Elements that address any special needs or desires of the people in the area*
 - (d) Time periods of the plan, reflecting the anticipated situation at appropriate future intervals.*
- All of the elements should fit together and relate to one another to form a consistent whole at all times.*

The South Cooper Mountain Community Plan was developed inclusive of the following elements:

- Guiding Principles: Overarching Policies for the South Cooper Mountain Community Plan
- Land Use
- Neighborhoods and Housing
- Main Street (commercial)
- Transportation
- Bicycle and Pedestrian Framework
- Resource Protection and Enhancement
- Urban Forestry Management
- Scenic Views
- Rural Edges and Transitions
- Infrastructure Provision

The public involvement program allowed the project team to develop a plan that balances the needs of developing a newly urbanized area with the needs and desired of the community. The Concept Plan, inclusive of the Implementation Plan and Infrastructure Funding Plan, provide the time periods of the plan as noted above.

F. **IMPLEMENTATION MEASURES**

The following types of measure should be considered for carrying out plans:

1. *Management Implementation Measures*

- (a) Ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances. ORS Chapter 197 requires that the provisions of the zoning and subdivision ordinances conform to the comprehensive plan.*
- (b) Plans for public facilities that are more specific than those included in the comprehensive plan. They show the size, location, and capacity serving each property but are not as detailed as construction drawings.*
- (c) Capital improvement budgets which set out the projects to be constructed during the budget period.*
- (d) State and federal regulations affecting land use.*
- (e) Annexations, consolidations, mergers and other reorganization measures.*

2. *Site and Area Specific implementation Measures*

- (a) Building permits, septic tank permits, driveway permits, etc; the review of subdivisions and land partitioning applications; the changing of zones and granting of conditional uses, etc.*
- (b) The construction of public facilities (schools, roads, water lines, etc.).*
- (c) The provision of land-related public services such as fire and police.*
- (d) The awarding of state and federal grants to local governments to provide these facilities and services.*
- (e) Leasing of public lands.*

In coordination with partner jurisdictions, the City has enacted Ordinances, Public Facility Plans, Capital Improvement plans and budgets, acknowledgement and inclusion of state and federal regulations, and reorganization measures to implement the *Comprehensive Plan of the City of Beaverton*. Adoption of the South Cooper Mountain Community Plan is inclusive of modifications to the Comprehensive Plan, Land Use Designations, and the Development Code for plan implementation. Additionally, concurrent acknowledgement of the South Cooper Mountain Concept Plan includes multiple implementation measures to for carrying out both the Concept Plan and the Community Plan.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historic areas and open spaces.

The South Cooper Mountain Community Plan area provides opportunities to knit protection of natural resources and conservation of scenic and open spaces with future urban development.

Riparian Areas:

Figure 12 of the South Cooper Mountain Community Plan identifies Natural Resources for the Plan area, inclusive of riparian and wetland buffers. In coordination with Clean Water Services (CWS), the city regulates protection of and development impacts to riparian areas. CWS Design and Construction Standards restrict development within sensitive resource areas and adjacent Vegetated Corridor areas.

For this project, riparian area boundaries have been defined in accordance with CWS vegetated corridor width determination methods. CWS currently has or will soon have jurisdiction within the SCMAA and therefore mapped vegetated corridors in this study area are assumed to be jurisdictional resources that have development restrictions. CWS requires all degraded vegetated corridors on a parcel to be improved as a condition of issuing development permits regardless if the vegetated corridor is impacted. Additionally, mitigation is typically required for unavoidable impacts.

Further, adoption of the Habitat Benefit Area map into Volume III of the Comprehensive Plan, includes acknowledgement of Riparian Wildlife Class I and II as Significant Natural Resources, in compliance with Metro's Title 13.

Wetlands:

The City of Beaverton maintains a Local Wetlands Inventory (LWI) consistent with the criteria and procedures for identification of significant wetlands adopted by the state and as approved by the Oregon Department of State Lands (DSL). The technical work to inventory and assess wetlands in the Plan area is included in Exhibit 10.

The SCMAA LWI study area is shown in Appendix A, Figure 1 of Exhibit 10.1 *South Cooper Mountain Annexation Area Local Wetland Inventory*. Tax lots covered by the LWI are shown in Figure 2, including those tax lots in which site access was available and on-site wetland delineation methods were used. Of the twelve wetlands and probable wetlands identified three wetlands were determined to be significant as depicted in Figure 3. This LWI follows the Oregon Department of State Lands (DSL) rules, specifically Oregon Administrative Rule (OAR) 141-086 for Goal 5 compliance. Wetland functions were evaluated for wetlands greater than one half acre using the Oregon Freshwater Wetland Assessment Method (OFWAM). OFWAM results were used to determine if any of the SCMAA wetlands qualify as "locally significant wetlands" in accordance with criteria set forth in OAR 141-086-0350. Following DSL guidance, probable wetlands were not included in the evaluation of locally significant wetlands.

Table 2 of Exhibit 10.1 provides a summary of wetland functional assessment results for wetlands that are one-half acre or greater in size. Of the five wetlands evaluated, three met locally significant wetland criteria – Wetlands W-A, W-C, and W-H. This means at least one of the four functions evaluated rated highly. The remaining two wetlands did not meet locally significant wetland criteria due to their highly degraded conditions.

With adoption of the South Cooper Mountain Community Plan, the City acknowledges wetlands W-A, W-C, and W-H of the *South Cooper Mountain Annexation Area Local Wetland Inventory*, Exhibit 10.1 as *Locally Significant Wetlands* subject to pending review and approval by the Oregon Department of State Lands (DSL).

Fish and Wildlife Habitat:

The City's Comprehensive Plan includes policies on Habitat Benefit Areas and a Habitat Benefit Areas Map. With adoption of the South Cooper Mountain Community Plan, the city is including adoption of a Habitat Benefit Areas Map for the Plan area only, which should be considered an amendment to the City's existing Habitat Benefit Areas Map.

Section 3.07.1320 of the UGMFP, identified above include the following,

...the Habitat Conservation Areas Map further identifies, subject to the map verification process described in Metro Code Sections 3.07.1330(G) and 3.07.1340(D), which areas will be subject to high, moderate, and low levels of habitat conservation based on Metro Council's consideration of the results of the economic, social, environmental, and energy (ESEE) consequences of protecting or not protecting the habitat, public input, and technical review, and the Metro Council's subsequent decision to balance conflicting uses in habitat areas.

- ...
2. *Table 3.07-13b describes how Class I and II riparian habitat areas and Class A and B upland wildlife areas brought within the Metro UGB after December 28, 2005, will be designated as high, moderate, and low Habitat Conservation Areas. Metro Code Section 3.07.1360 describes the procedures for how Table 3.07-13b and Metro Code Section 3.07.1340 shall be applied in such areas.*

Section 3.07.1370 of the Urban Growth Management Functional Plan (UGMFP) regarding Future Metro Urban Growth Boundary Expansion Areas includes the following:

...As described in Metro Code Section 3.07.1320, the Metro Council has designated as Habitat Conservation Areas the regionally significant fish and wildlife habitat that has been identified as riparian Class I and II habitat within the Metro boundary. In addition, the Metro Council has also determined that the regionally significant fish and wildlife habitat identified as upland wildlife Class A and B habitat that is currently outside of the Metro UGB shall be designated as Habitat Conservation Areas at such time that those areas are brought within the Metro UGB. ..."

The South Cooper Mountain Community Plan is subject to the requirements of Metro's Title 13. The South Cooper Mountain Natural Resources Memo of June 2013 (Exhibit 11) included review of the Community Plan area relative to Title 13 resources and on page 6 states, "Following Metro mapping methods, all areas within 300 feet of streams or wetlands were mapped as well, whether they currently contain native habitat (Class A or B), or are occupied by agricultural lands or non-native grasslands (Class C)."

Metro Title 13 Habitat Conservation Areas proposed for adoption include Riparian Wildlife Habitat Class I, II, and III and Upland Wildlife Habitat Class A, B, and C. Per Metro Code Sections 3.07.1320 and 3.07.13.70, Riparian Wildlife Habitat Class I and II and Upland Wildlife Habitat Class A and B are recognized regionally significant resources per Goal 5. Therefore, the city is proposing acknowledgement of Riparian Wildlife Habitat Class I and II and Upland Wildlife Habitat Class A and B, as depicted on the proposed Habitat Benefit Area Map (aka Natural Resources Map), as Significant Natural Resource Areas. This proposal is in alignment with Exhibit D to Metro Ordinance No. 11-1264B (Exhibit 17), which states:

Factor 3: Comparative Environmental, Energy, Economic and Social Consequences Approximately 30-35 percent of SCMA is constrained by natural resources (stream corridors, wetlands, steep slopes and upland habitat). Application of Titles 3 and 13 during comprehensive planning will mitigate effects on

these resources. UGB Ord Rec 608-616; 717. The Council concludes that the environmental, energy, economic and social consequences of urbanization of SCMA are tolerable if mitigated as required by conditions in Ordinance No. 11-1264B and by Titles 3 and 13 of the UGMFP. The consequences are less adverse than those expected from urbanization of most other areas studied, (see overall conclusions). UGB Ord Rec 717.

The City's current Title 13 implementation within Section 60.12 of the Development Code will apply to all of mapped habitat classes on the proposed Habitat Benefit Area Map (aka Natural Resources Map). This approach includes Upland Wildlife Habitat Class C which is not required by Metro Title 13, but will allow use of credits at the time of a development proposal.

Trees:

Tree preservation was identified as a priority during the planning process. Existing regulations regarding riparian corridors, local wetlands, and significant natural resource areas provide for protection of trees within the Community Plan area. Additionally, the City has a recognized development review process for proposed removal of Trees within a Significant Natural Resource Area. Protected Trees, including Trees within a Significant Natural Resource Area, carry the highest level of review and mitigation.

To further review and understand the balance of tree regulations affecting the Community Plan area, the South Cooper Mountain Concept Plan includes Implementation Project #12 Urban Forestry Review to determine if there is a need to modify the City's existing tree regulations.

Historic Resources: No historic areas are present within the plan area according to the resources provided to, and discovered by, the project team.

Open Space: The plan accommodates for preservation of active and passive open space through the preservation of natural resources, incentives to preserve Habitat Benefit Area, and the Planned Unit Development requirements of the City's Development Code.

Scenic Views and Site: The plan acknowledges Scenic Views and includes policies designed to retain view corridors.

Goal 6: *Air, Water and Land Resources Quality*

To maintain and improve the quality of the air, water and land resources of the state.

The *Comprehensive Plan for the City of Beaverton* addresses storm water and drainage, potable water, and sanitary services within Chapter 5 and addresses air quality, water quality and solid and hazardous wastes within Chapter 8. Future development that may occur within the Plan area as a result of implementing the proposed City land use designations are expected to maintain air, water, and land resource quality relative to developments that may occur under the County's current land use districts.

Goal 7: *Areas Subject To Natural Disasters and Hazards*

To protect people and property from natural hazards.

Goal 7 states that, "Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards." The City outlines goals, policies, and actions for seismic, geologic, and flood hazards within Chapter 8 of the *Comprehensive Plan for the City of Beaverton*. Varying levels of land use, site development, and building plan review are required in order to regulate where and how construction occurs, especially with regard to natural disasters and hazards. Adoption of the South Cooper Mountain Community Plan does not require modification of or adoption of additional provisions with regard to natural disasters and hazards.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Statewide Planning Goal 9 states that, "Comprehensive plans for urban areas shall: ...3. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies." The Plan area includes Main Street commercial and a mix of residential land use designations.

It has been the goal of this plan to satisfy the conditions of approval within Exhibit "B" to Metro's Ordinance No. 11-1264B (Exhibit 17). To that end, the Concept Plan and Community Plan satisfies Exhibit "B" condition Number 2 for South Cooper Mountain, which states, "The city shall apply the Main Street and Neighborhood designations to Area 3, in conformance with Exhibit A and as described in the Regional Framework Plan, Summary of the 2040 Growth Concept." Through development of the Plan and analysis of the needs to support the future population of the Plan area, it has been determined that approximately 10 acres of land should be designated for Main Street land use with the implementing zoning of Neighborhood Service. The plan includes a property of approximately 10 acres proposed for Main Street land use designation.

In adoption of Metro's Ordinance No. 11-1264B (Exhibit 17) the findings within Exhibit "D" includes Factor 6: Contribution to the Purposes of Centers and Corridors, which states, "The Murray Scholls Town Center lies two-thirds of a mile east of SCMA on Scholls Ferry Road. Urbanization of the area will contribute to the center by adding residents to support commercial services in the town center. Residents will also add to the employment base of the center. ..."

Goal 10: Housing

To provide for housing needs of citizens of the state.

Goal 10 requires that local jurisdictions inventory the supply of buildable lands and develop plans "...in a manner that insures the provision of appropriate types and amounts of land within urban growth boundaries. Such land should be necessary and suitable for housing that meets the housing needs of households of all income levels".

In January of 2002, pursuant to a periodic review work program approved by the State Department of Land Conservation and Development (DLCDD) 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. Compliance with Title 1 of Metro's UGMFP (Urban Growth Management Functional Plan) standards was cited as a compliance element in satisfying the requirements of Goal 10. Based upon the findings of those studies, the City adopted policies to encourage a broad mix of housing types at density levels designed to maximize development potential. The City's policies that were derived from this process were henceforth acknowledged to comply with Goal 10.

The City's Civic Plan identified a gap in available detached single-family housing. The *South Cooper Mountain Prospectus* (Exhibit 19) includes the following statement on page 8, "The Civic Plan housing needs analysis was based on the city's Economic Opportunities Analysis forecast (which was based, in part, on Metro's medium growth scenario) and predicted a demand for approximately 13,500 new housing units between now and 2035." As further stated on page 9 of the Prospectus, "A critical housing type that is also needed, but that Beaverton will have a difficult time addressing due to its limited supply of land, is the single-family dwelling. Only about a third of the projected single-family need can be supplied within the current city boundaries. The city's existing land capacity is primarily for multi-family and mixed-use housing types." The South Cooper Mountain Community Plan area was added to the Urban Growth Boundary (Exhibit 17) and annexed into the City of Beaverton to help address the 'gap' in housing availability.

The density allotted to the subject properties resulted from the public process for developing the Plan in light of the requirements of Exhibit D to Metro Ordinance No. 11-1264B (Exhibit 17), Policy 1.9.12 on Workforce Housing, which states, in part, "...The UGB ordinance sets a minimum zoned capacity for SCMA of 4,651 dwelling units (more than 15 units/net developable acre). ..." Therefore, the city, in agreement with Metro staff, have used 15 units per net acre as the target average residential density for the SCMAA. Based upon the available net acreage, and after taking into account all the needs of the planning area as evaluated through Title 11, the maximum estimated housing capacity that can be accommodated in the SCMAA is 3,480 dwelling units; which, over 237 net acres, is equivalent to 14.68 units per acre, roughly equivalent to the target of 15 units per acre.

Goal 11: Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The subject parcels are located within the UGB (Urban Growth Boundary) for the Portland metropolitan region. Metro is the regional governing body that determines the regional need for UGB expansions and works with local governments to determine the highest and best use of lands within the UGB in order to reduce the need for provision of public facilities and services and UGB expansions into rural lands.

Generally speaking, public facilities and services are available for the subject properties as the needed facilities and service providers are identified. As identified in the South Cooper Mountain Concept Plan and the South Cooper Mountain Community Plan, provision of services may not be immediately available to all properties. At the time of proposed development of the subject properties in the future, site specific issues related to public facilities and services will be addressed as part of the development review process.

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

OAR (Oregon Administrative Rules) 660-012-000 through 660-012-0070, referred to as the TPR (Transportation Planning Rule), provide guidance on compliance with Statewide Planning Goal 12. A Transportation System Plan (TSP), adopted pursuant to OAR Division 12, fulfills the requirements for public facilities planning required under ORS (Oregon Revised Statute) 197.712(2)(e), Goal 11 and OAR Chapter 660, Division 12 as they relate to transportation facilities. Volume 4 of the Comprehensive Plan contains the City's adopted TSP, effective October 21, 2010. OAR 660-012-0060 requires local governments to review Comprehensive Plan and land use regulation amendments with regard to the effect of the amendment on existing or planned transportation facilities.

The intent of the proposed amendment is to implement Comprehensive Plan Amendments and Comprehensive Plan Land Use Map Amendments to allow for implementation of the South Cooper Mountain Community Plan.

The current transportation system will require modifications to achieve full development build out. Modifications may include new pedestrian and bicycle facilities, additional sidewalks, bus transit stop improvements, widening of existing surface streets, and new street construction. The noted modifications are presumed under either the current County zoning districts or the proposed City land use designations.

The OAR 660-012-0060 (1) (State Transportation Planning Rule (TPR)) contains standards by which to review "amendments to functional plans, acknowledged comprehensive plans and to land use regulations". The TPR states that such amendments "which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility."

This proposed amendment of the Comprehensive Plan changes functional classifications, however it does not change standards that implement a functional classification system. DKS Associates has submitted a significant effect analysis, based on the current zoning in that district and the worst case (highest trip generating) uses of the current zoning. This was compared to the worst case (highest trip generating) uses of the proposed zoning districts

The TPR states that an amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) As measured at the end of the planning period identified in the adopted transportation system plan:
 - (A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*
 - (C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance**

The analysis provided by DKS Associates found that:

The proposed plan amendments do not degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan.

The proposed plan amendments will provide transportation facilities and improvements to support the proposed land uses identified in the Community Plan. All facilities with significant effects will be improved with projects included in the Community Plan. All intersections that would not be expected to meet mobility targets were previously identified in the TSP. Funding for the proposed projects is detailed in the South Cooper Mountain Infrastructure Funding Plan. The Funding Plan lays out mechanisms and strategies to ensure that the needed transportation facilities and improvements will be provided by the end of the planning period.

The proposed plan amendments do significantly affect one transportation facility. The proposed plan amendments include a change to the functional classification for a segment of Loon Drive from local to collector to accommodate east-west through trips from the SCM Community Plan area. The projected levels and types of travel and access for a segment of Loon Drive is inconsistent with its existing functional classification as a local street; therefore, the functional classification is being changed from local to collector to accommodate east-west through trips from the SCM Community Plan area. The constructed portion of Loon Drive is already consistent with the city's standard for collector streets.

The Community Plan is also changing the classifications of Tile Flat Road and Grabhorn Road from collector to arterial to be consistent with the current Washington County TSP update. The projected levels and types of travel and access for Tile Flat Road is inconsistent with its existing functional classification as a collector; however, the functional classification is being changed to reflect its proposed role in accommodating regional travel demand and in the Washington County TSP update, therefore, the Community Plan would not result in a significant effect on the facility. However, this facility will still be improved with a project included in the Community Plan.

Types and levels of travel and access expected on other existing and planned transportation facilities are consistent with their functional classifications. In addition to improvements to the significantly affected facilities, the proposed plan amendments include a network of new transportation facilities (all modes) within the area of the plan amendment that will improve connectivity and reduce reliance on transportation

facilities that are over capacity under the TSP baseline scenario. These include new collector streets and neighborhood routes and new bicycle and pedestrian trails

Planned improvements, absent the amendment, would not be sufficient to allow three intersections to meet mobility targets (Scholls Ferry Road/Murray Boulevard, Scholls Ferry Road/Horizon-Teal Boulevard and Roy Rogers Road/ Scholls Sherwood Road). However, the Community Plan includes feasible projects that were not previously identified for a few of these locations to improve performance.

All intersections that would not be expected to meet mobility targets were previously identified in the TSP, without the amendment. No further degradation of performance at these intersections occurred with the Community Plan. The Community Plan also included feasible projects that were not previously identified for these locations to improve performance.

Therefore, based on the findings of the TPR analysis, staff is in agreement and finds that the proposal will "significantly affect" a transportation facility as defined by OAR 660-012-0060 cited above. However, it has been determined that the significant affect is mitigated through the proposed transportation facilities and improvements, which will be adequate to support the proposed land uses as measured at the end of the planning period identified in the adopted TSP (2035). The proposed amendment is consistent with Statewide Planning Goal 12

Goal 13: Energy Conservation
To conserve energy.

Section 7.5 of the *Comprehensive Plan for the City of Beaverton* outlines goals and policies for energy conservation, solar energy and renewable energy development. Energy conservation can be addressed in several ways. The variety of allowed development types offers opportunities for residents, employees, and visitors of the subject parcels to rely on services within reasonable walking and biking distances. The combination of transportation options and mix of land uses is expected to reduce per capita energy consumption.

Goal 14 Urbanization
To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

This proposal will allow the City of Beaverton to implement urban land use designations in place of rural land use designations in conformance with the requirements of Metro's Title 11 requirements 3.07.1110 Planning for Areas Designated Urban Reserve and 3.07.1120 Planning for Areas Added to the UGB. This proposal will allow for development of the subject area in a manner consistent with planning efforts to accommodate urban populations and urban employment inside the UGB through efficient use of land at approximately 15 dwelling units per net residential acre and provision for a livable community inclusive of a pedestrian-friendly network, availability of neighborhood-level commercial, and civic uses.

Remaining Goals

Goal 3: Agricultural Lands
Goal 4: Forest Lands

These goals apply to rural unincorporated areas. The City of Beaverton is an urban incorporated area; therefore, the goals are not applicable.

Title 2: Regional Parking Policy
(Repealed Ord. 10-1241B, § 6)

Title 3: Water Quality and Flood Management
Sections 3.07.310 – 3.07.370

Section 3.07.310 of the UGMFP states:

To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

In concert with other local governments in Washington County, the City partnered with Clean Water Services to enact legislation acknowledged to comply with Title 3. Application of a City land use designations upon the subject properties does not modify compliance with Title 3.

Title 4: Industrial and Other Employment Areas
Sections 3.07.410 – 3.07.450

Section 3.07.410 of the UGMFP states:

... To improve the economy, Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. ... Title 4 further seeks to protect the capacity and efficiency of the region's transportation system for the movement of goods and services and to encourage the location of other types of employment in Centers, Corridors, Main Streets and Station Communities. ...

The City and Metro established long-term Industrial and Employment Areas, which are depicted on the *Title 4, Employment and Industrial Areas Map*. The properties subject to the South Cooper Mountain Community Plan are not depicted within an Employment Area, Industrial Area or Regionally Significant Industrial Area on the Metro's *Title 4, Employment and Industrial Areas Map*. This application does not propose modification of Metro's *Title 4, Employment and Industrial Areas Map*. This application does propose accommodation of non-industrial employment within the Main Street land use designation.

Title 5: Neighbor Cities and Rural Reserves
(Repealed Ord. 10-1238A, § 4)

Title 6: Centers, Corridors, Station Communities and Main Streets
Sections 3.07.610 – 3.07.650

Section 3.07.610 of the UGMFP states:

The Regional Framework Plan (RFP) identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role...

Implementation of the City's Main Street land use designation as proposed in the South Cooper Mountain Community Plan satisfies Metro's Ordinance No. 11-1264B (Exhibit 17), Exhibit "B" Conditions on Land Added to UGB for South Cooper Mountain, whereas, "The city shall apply the Main Street and Neighborhood designations to Area 3, in conformance with Exhibit A and as described in the Regional Framework Plan, Summary of the 2040 Growth Concept."

Applicable sections of Title 6 are addressed, below:

3.07.620 Actions and Investments in Centers, Corridors, Station Communities and Main Streets

- A. In order to be eligible for a regional investment in a Center, Corridor, Station Community or Main Street, or a portion thereof, a city or county shall take the following actions:*
- 1. Establish a boundary for the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection B;*
 - 2. Perform an assessment of the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection C; and*
 - 3. Adopt a plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection D.*

The City has proposed a boundary for the Main Street within the South Cooper Mountain Community Plan area. The City has not taken on an assessment of the proposed Main Street (subsection C) or a adopted a plan of actions and investment to enhance the proposed Main Street (subsection D).

- B. The boundary of a Center, Corridor, Station Community or Main Street, or portion thereof, shall:*
- 1. Be consistent with the general location shown in the RFP except, for a proposed new Station Community, be consistent with Metro's land use final order for a light rail transit project;*
 - 2. For a Corridor with existing high-capacity transit service, include at least those segments of the Corridor that pass through a Regional Center or Town Center;*
 - 3. For a Corridor designated for future high-capacity transit in the Regional Transportation Plan (RTP), include the area identified during the system expansion planning process in the RTP; and*
 - 4. Be adopted and may be revised by the city council or county board following notice of the proposed boundary action to the Oregon Department of Transportation and Metro in the manner set forth in subsection A of section 3.07.820 of this chapter.*

Metro's Title 6 Centers, Corridors, Station Communities and Main Streets, Adopted Boundaries map does not depict Main Street locations.

Service of High Capacity Transit is not proposed for the South Cooper Mountain Community Plan area.

3.07.640 Activity Levels for... Main Streets.

- A. ...Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:*
- ...
- 6. Main Streets - 39 persons...*

Application of the Main Street designation is proposed within the Community Plan area in the context of the larger South Cooper Mountain Concept Plan area. The subject property is approximately 10 acres in size. The Community Plan proposes Main Street land use implemented by the Neighborhood Service zoning

district. Neighborhood Service allows for up to 50 percent residential development, therefore a development proposal on a 10 acre property could theoretically include five acres commercial and five acres residential.

Below is text from page 13 of the South Cooper Mountain Concept Plan:

Market Analysis

A market study, informed by market research and consultation with real estate experts, identified a range of housing types that could be appropriate for the planning area, including workforce housing, apartments/condominiums, townhomes/cottages, and single-family homes on various size lots. Some neighborhood commercial development is appropriate to serve new development and provide an amenity for higher-density housing, but the size (approximately eight to 10 acres) will be limited since the area is already well-served by established retail centers at Progress Ridge, Murray Scholls Town Center, and the Murray Hill Marketplace.

Through the public process it was determined that the one location proposed in the Community Plan would serve the commercial needs for the 2,300 acre area from the top of Cooper Mountain to Scholls Ferry Road. The Concept Plan Area includes a residential capacity of approximately 7,490 dwelling units for a population of 18,725 (assuming 2.5 people per household). The average net density is 11.2 dwelling units per acre for 28 persons per net acre (assuming 2.5 people per household). Within the Community Plan area the average net density is 14.86 dwelling units per acre for 37 persons per net acre (assuming 2.5 people per household).

- B. ... Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:*
- 1. The land uses listed in State of the Centers: Investing in Our Communities, January, 2009, such as grocery stores and restaurants;*
 - 2. Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;*
 - 3. Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.*

The Main Street land use designation and the proposed Neighborhood Service implementing zoning district allows for a variety of complementary uses. Up to 50 percent of the area may be developed with either detached or attached residential uses. Eating and drinking establishments and retail trade are generally permitted. Educational institutions, hospitals, medical offices and facilities are either permitted or conditional uses. Public buildings, services and uses are conditional uses.

- C. ... Main Streets need a mix of housing types to be vibrant and successful. The following mix of housing types is recommended for each:*
- 1. The types of housing listed in the "needed housing" statute, ORS 197.303(1);*
 - 2. The types of housing identified in the city's or county's housing need analysis done pursuant to ORS 197.296 or statewide planning Goal 10 (Housing); and*
 - 3. Accessory dwellings pursuant to section 3.07.120 of this chapter.*

The Main Street land use designation and the proposed Neighborhood Service implementing zoning district list a variety of housing types, which are either permitted or conditional uses. Permitted uses include Care Facilities, Accessory Dwelling Units and Home Occupations. Conditional Uses include Attached or detached dwelling or dwellings proposed with a Planned Unit Development application.

3.07.650 Centers, Corridors, Station Communities and Main Streets Map

Title 10: Functional Plan Definitions
Metro Code Sections 3.07.1010

Title 10 provides definitions for use in Metro's administration of the UGMFP. While the definitions inform relative UGMFP Titles, they are not specifically related to compliance of this proposal to the UGMFP. Therefore, this title does not require a response relevant to this proposal.

Title 11: Planning for New Urban Areas
Metro Code Sections 3.07.1105 – 3.07.1140

3.07.1110 Planning for Areas Designated Urban Reserve

- A. *The county responsible for land use planning for an urban reserve and any city likely to provide governance or an urban service for the area, shall, in conjunction with Metro and appropriate service districts, develop a concept plan for the urban reserve prior to its addition to the UGB pursuant to sections 3.07.1420, 3.07.1430 or 3.07.1435 of this chapter. The date for completion of a concept plan and the area of urban reserves to be planned will be jointly determined by Metro and the county and city or cities.*

Metro ordinance No. 11-1264B identified the City of Beaverton as the lead agency to develop and adopt a Concept Plan for Urban Reserve Area 6B along with planning for Area 3 (the South Cooper Mountain Annexation Area or SCMAA).¹ The city has developed a concept plan that is inclusive of Urban Reserve Area 6B, Area 3 / SCMAA and North Cooper Mountain, pursuant to the contract that establishes the planning grant to the City of Beaverton.

The date for completion of the concept plan was established through the terms of the planning grant contract as well. The date for this milestone (Milestone #7) was originally set as January 31, 2015.² The city requested an adjustment to this milestone to March 31, 2015. A resolution by Beaverton City Council acknowledging the South Cooper Mountain Concept Plan is anticipated to coincide with the adoption of the South Cooper Mountain Community Plan. The City Council is tentatively scheduled to hold First Reading on ordinances to adopt the South Cooper Mountain Community Plan on January 6, 2015. A Second Reading of the Ordinance would be expected to follow First Reading of the Ordinance by two weeks, followed by a 30-day appeal period. The Concept Plan resolution will likely be final in February 2015, in advance of the adjusted date for the relevant milestone determined by Metro and the City of Beaverton.

- B. *A local government, in creating a concept plan to comply with this section, shall consider actions necessary to achieve the following outcomes:*

1. *If the plan proposes a mix of residential and employment uses:*

The Concept Plan in its totality includes a Main Street commercial area within the SCMAA; however, Urban Reserve Area 6B is planned in the Concept Plan for exclusively residential uses. Therefore, this section is not applicable to Urban Reserve Area 6B.

2. *If the plan involves fewer than 100 acres or proposes to accommodate only residential or employment needs, depending on the need to be accommodated:*

As noted above, Urban Reserve Area 6B is planned in the Concept Plan for exclusively residential uses. Therefore, this section does not apply to Urban Reserve Area 6B.

¹ Metro ordinance No. 11-1264B, adopted October 20, 2011, Exhibit B, page 2.

² Cooper Mountain Urbanization Plan and Contract #932383

- a. *A range of housing of different types, tenure and prices addressing the housing needs in the prospective UGB expansion area in the context of the housing needs of the governing city, the county, and the region if data on regional housing needs are available, in order to help create economically and socially vital and complete neighborhoods and cities and avoiding the concentration of poverty and the isolation of families and people of modest means;*

Urban Reserve Area 6B includes a range of housing types including:

- Future Low Density Hillside Neighborhood, with single family homes on relatively large lots;
- Future Cluster Neighborhood, with a range of lot sizes and use of clustering techniques to preserve open space;
- Future Single Family Neighborhood, with single family homes on medium size lots;
- Future Compact Neighborhood, with a mix of small-lot single family homes and townhomes; and
- Future Urban Neighborhood, which is primarily made up of apartments/condominiums with some small-lot single family homes.

This variety provides for a full range of housing to meet the needs of the City of Beaverton, Washington County, and the region, which include both single family and multifamily housing types.

Each of the "Landscape Areas" within the Urban Reserve includes a variety of housing types that includes as broad a representation of the full housing variety as can reasonably be accommodated in the area given the topographic, natural resource, and compatibility considerations specific to the area. This variety helps ensure complete neighborhoods throughout the Urban Reserve Area and avoids isolating more affordable housing types in a single area.

- b. *Sufficient employment opportunities to support a healthy economy, including, for proposed employment areas, lands with characteristics, such as proximity to transportation facilities, needed by employers;*

As noted above, Urban Reserve Area 6B is planned in the Concept Plan for exclusively residential uses; therefore, this section is not applicable.

- c. *Well-connected systems of streets, bikeways, pedestrian ways, parks, natural areas, recreation trails;*

The bicycle and pedestrian framework for the Concept Plan provides a system of streets and trails that links to important destinations within and around the Urban Reserve Area, including:

- Cooper Mountain Nature Park;
- Winkelman Park;
- the Westside Trail;
- Tenax Woods Natural Area;
- the SCMAA Main Street;
- the planned high school site;
- the River Terrace trail system, specifically the multi-use path along Roy Rogers Road and the River Terrace Trail (formerly called the 300-foot trail); and
- existing neighborhoods east of the Urban Reserve Area.

- d. *Protection of natural ecological systems and important natural landscape features; and*

Natural resources within Urban Reserve Area 6B have been inventoried at a planning level, and their relative importance has been evaluated in general terms in the Concept Plan. The Urban Reserve Area includes the heart of the McKernan Creek complex, which contains high quality riparian corridors and upland habitats that are connected to Cooper Mountain Nature Park and are relatively undisturbed. This

area likely contains native Oak habitat similar to that found within Cooper Mountain Nature Park, which is important for native species.

One key strategy for protection of the ecological systems and landscape features in the McKernan Creek complex is to work with the owners of a large property that contains a large section of this resource area as well as unconstrained lowland area that is highly buildable. The Concept Plan shows protection of the land north of McKernan Creek with no development permitted there, and the density transferred to and concentrated on the buildable lowland portion of the property. During the Concept Plan process, the project team reached out to the property owners, who were supportive of this concept.

Another key strategy is to plan for cluster housing adjacent to resource areas, including Cooper Mountain Nature Park, so that homes can be clustered away from the resource with an open space buffer that protects upland habitat adjacent to resource areas. Cluster housing is shown on the Concept Plan Land Use Framework surrounding the McKernan Creek complex and the Cooper Mountain Nature Park, providing transitional areas around those key resources that will be in addition to the minimum required vegetated buffers around streams.

- e. Avoidance or minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands.*

Urban Reserve Area 6B borders designated Rural Reserve land to the west of Grabhorn Road and southwest of Tile Flat Road. Because the land on the west side of the Urban Reserve is the most buildable land within the Urban Reserve, using low densities as a way to transition to rural uses was not an appropriate solution. Instead, the Concept Plan identifies a multi-use path on the east side of Tile Flat and Grabhorn roads, with a landscaped buffer area. This is intended to provide an additional setback and screening for adjacent rural uses. It will also provide full bicycle and pedestrian facilities on the urban side of these roads, while allowing the west side to retain a rural cross-section and roadway design to avoid property impacts to the west on rural land. Keeping cyclists and pedestrians on the urban side of the road also serves to minimize the temptation to trespass on rural land.

C. A concept plan shall:

- 1. Show the general locations of any residential, commercial, industrial, institutional and public uses proposed for the area with sufficient detail to allow estimates of the cost of the public systems and facilities described in paragraph 2;*

The Concept Plan Land Use Framework map shows the general locations of the various types of residential land uses proposed for the Urban Reserve Area. It also shows other planned land uses in the SCMAA and North Cooper Mountain. The Concept Plan land uses and the assumed housing type mixes and densities associated with each category of residential land use were used to estimate demand for public systems and facilities to serve the Concept Plan area using the Envision Tomorrow scenario planning model.

- 2. For proposed sewer, park and trail, water and storm-water systems and transportation facilities, provide the following:*

- a. The general locations of proposed sewer, park and trail, water and storm-water systems;*

Proposed water and sewer systems to serve the Concept Plan area are shown on Figures 13 and 14 of the Concept Plan. These maps show general locations and estimated pipe sizes for the framework components of those systems.

The general locations and types of proposed trails are shown on the Bicycle and Pedestrian Framework map in Figure 8 in the Concept Plan.

Future park locations have not been identified, though the amount of acreage needed and the siting criteria for each park type are identified in the Concept Plan. In addition, Figure 11 identifies locations that meet the location criteria for each park type. Identification of final park locations and acquisition of land for parks will be done by the Tualatin Hills Park and Recreation District (THPRD) as development as resources allow.

Conceptual storm water management planning was conducted during the scenarios phase of the Concept Plan. The work identified: (1) A preference by the City of Beaverton and Clean Water Services (CWS) for an approach that uses Regional Stormwater Facilities (RSFs); (2) Recognition that there are challenges to implementing RSFs, and flexibility is needed to apply site-scale storm water management instead of, or in combination with, RSFs; and (3) Changing water quality regulations merit further planning for South Cooper Mountain. The preferred approach is to plan for large scale dry detention ponds, termed Regional Stormwater Facilities (RSFs) by CWS, in order to manage peak runoff rates to avoid downstream impacts. Conceptual locations for potential future RSFs were identified during the scenarios phase of the Concept Plan. Because of the need for flexibility regarding the approach to stormwater management, this map is not included in the Concept Plan itself; however, it is included as an attachment to the Implementation Plan (which is an appendix to the Concept Plan) so that it can continue to serve as a resource for future stormwater planning efforts.

- b. The mode, function and general location of any proposed state transportation facilities, arterial facilities, regional transit and trail facilities and freight intermodal facilities;*

Figure 7 of the Concept Plan shows the proposed general location and functional classification of new Arterial and Collector roads within the Urban Reserve Area. In addition, Figure 7 indicates suggested connections for Neighborhood Routes within the Urban Reserve Area. No new state transportation facilities, regional transit facilities or freight intermodal facilities are planned in the Concept Plan area, though future bus service is discussed in text in the Concept Plan, including a description of possible routes and stops to serve the area. The general locations and types of proposed trails are shown on the Bicycle and Pedestrian Framework map in Figure 8 in the Concept Plan.

- c. The proposed connections of these systems and facilities, if any, to existing systems;*

Proposed connections from future sewer lines to the existing sewer system are shown explicitly on Figure 14. Proposed connections for water, roads, and trails are visible on the maps referenced above, though they are not explicitly symbolized.

- d. Preliminary estimates of the costs of the systems and facilities in sufficient detail to determine feasibility and allow cost comparisons with other areas;*

Planning level cost estimates are summarized in brief in the Concept Plan and detailed further in the Infrastructure Funding Plan, which is included as an appendix to the Concept Plan.

- e. Proposed methods to finance the systems and facilities; and*

The Infrastructure Funding Plan mentioned above also identifies funding sources and strategies for each category of infrastructure and whether resources are expected to be available to cover the estimated costs.

- f. Consideration for protection of the capacity, function and safe operation of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.*

There are no existing or planned state highway interchanges in the Concept Plan area; however, operations at the nearest highway interchange (SR 217 at Scholls Ferry Road) were evaluated as part of

the transportation analysis for the Concept Plan (see June 27, 2014 memorandum from DKS Associates, included as an attachment to the Implementation Plan in an appendix to the Concept Plan). The interchange ramps continue to function acceptably through the planning horizon after accounting for the full build-out of the Urban Reserve as well as the SCMAA and North Cooper Mountain.

3. *If the area subject to the concept plan calls for designation of land for industrial use, ...*

The Concept Plan does not call for designation of land for industrial use; therefore, this section does not apply.

4. *If the area subject to the concept plan calls for designation of land for residential use, the concept plan will describe the goals for meeting the housing needs for the concept planning area in the context of the housing needs of the governing city, the county, and the region if data on regional housing needs are available. As part of this statement of objectives, the concept plan shall identify the general number, price and type of market and nonmarket-provided housing. The concept plan shall also identify preliminary strategies, including fee waivers, subsidies, zoning incentives and private and nonprofit partnerships, that will support the likelihood of achieving the outcomes described in subsection B of this section;*

As noted above, Urban Reserve Area 6B includes a range of housing types including single family homes on various lot sizes, townhomes, and multifamily housing. This variety provides for a full range of housing to meet the needs of the City of Beaverton, Washington County, and the region, which include both single family and multifamily housing types. Figure 6 in the Concept Plan shows the projected housing mix for new housing in the planning area over all, while Table 1 identifies the estimated total housing capacity and net density for each of the landscape areas.

The city of Beaverton also has an Affordable Housing Tax Credit that allows a property tax exemption for affordable housing construction by non-profit developers in which the residents earn 60% of the median area income.³ This tax credit will be available to non-profit housing developers in the SCM Community Plan area. Additionally, the City continues to support affordable housing programs through the Community Development Block Grant and HOME programs, the Citywide Housing Rehabilitation Loan Program, and partnership with local non-profit service providers. Goal 4.2.3.2 of the City's Comprehensive Plan states "Promote the production of new affordable housing units in the City." Participation in local non-profit efforts to develop affordable housing, providing an ombudsman to assist in the development review process, developing revolving loan funding, exploring land banking and employer sponsored affordable housing, supporting alternative funding for affordable housing, and continuing to explore tools and strategies to encourage affordable housing development are actions to implement Goal 4.2.3.2.

5. *Show water quality resource areas, flood management areas and habitat conservation areas that will be subject to performance standards under Titles 3 and 13 of this chapter;*

Natural resources are shown on Figure 12 of the Concept Plan.

6. *Be coordinated with the comprehensive plans and land use regulations that apply to nearby lands already within the UGB;*

The Concept Plan for Urban Reserve Area 6B also covers two adjacent areas already within the UGB: the SCMAA and North Cooper Mountain. Planning was undertaken for these three areas together in order to coordinate across the full Concept Plan area. The land uses shown on the Concept Plan Land Use Framework were identified and refined with consideration to the land use designations on adjacent land inside the UGB to the east and north. In addition, City of Beaverton planning staff was in regular contact

³ <http://www.beavertonoregon.gov/index.aspx?NID=1365>

and coordination with City of Tigard staff working on the River Terrace planning effort in order to coordinate between the two planning efforts on land use, transportation, infrastructure, and other issues.

7. *Include an agreement between or among the county and the city or cities and service districts that preliminarily identifies which city, cities or districts will likely be the providers of urban services, as defined at ORS 195.065(4), when the area is urbanized;*

As described in the Concept Plan, urban services will be provided to those areas of the Urban Reserve Area that are brought into the UGB by the City of Beaverton in coordination with service providers including THPRD for parks, CWS for sanitary sewer and stormwater management, and TVWD for drinking water. The City will work with each service provider to develop a Memorandum of Understanding (MOU) acknowledging each party's responsibilities with regard to infrastructure and service provision, as described in the Implementation Plan included as an appendix to the Concept Plan.

8. *Include an agreement between or among the county and the city or cities that preliminarily identifies the local government responsible for comprehensive planning of the area, and the city or cities that will have authority to annex the area, or portions of it, following addition to the UGB;*

As described in the Concept Plan, the City of Beaverton will be the city responsible for annexations of and comprehensive planning for UGB expansion areas within the Urban Reserve Area 6B. This understanding will be memorialized in an MOU with Washington County, as described in the Implementation Plan included as an appendix to the Concept Plan.

9. *Provide that an area added to the UGB must be annexed to a city prior to, or simultaneously with, application of city land use regulations to the area intended to comply with subsection C of section 3.07.1120; and*

The Concept Plan states that areas of Urban Reserve Area 6B that are added to the UGB must be annexed to a city prior to or simultaneously with application of urban land use designations.

10. *Be coordinated with schools districts, including coordination of demographic assumptions.*

As noted in the Concept Plan, the need for schools has been calculated using planning standards regarding number of students per school and demographic assumptions about number of students per household from the Beaverton and Hillsboro School Districts and coordinated with representatives of both districts.

3.07.1120 Planning for Areas Added to the UGB

- A. *The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to section 3.07.1110C(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection C by the date specified by the ordinance or by section 3.07.1455B(4) of this chapter.*

The Metro ordinance that added the SCMAA (Area 3) to the UGB identifies the City of Beaverton as the local jurisdiction to adopt comprehensive plan provisions and land use regulations for Area 3 to authorize urbanization.⁴ That ordinance does not specify a date by which such regulations must be adopted. The date for completion of comprehensive plan provisions and land use regulations for the SCMAA was

⁴ Metro ordinance No. 11-1264B, adopted October 20, 2011, Exhibit B, page 2.

established through the terms of the planning grant contract mentioned previously. As discussed above, the date for this milestone (Milestone #7) was originally set as January 31, 2015.⁵ The city requested an adjustment to this milestone to March 31, 2015. The City Council is tentatively scheduled to hold First Reading on ordinances to adopt the South Cooper Mountain Community Plan and related comprehensive plan and development code amendments on January 6, 2015. A Second Reading of the Ordinance would be expected to follow First Reading of the Ordinance by two weeks, followed by a 30-day appeal period. The Community Plan and other related comprehensive plan and development code amendments will likely be final in February 2015, in advance of the adjusted date for the relevant milestone determined by Metro and the City of Beaverton.

B. If the concept plan developed for the area pursuant to section 3.07.1110 assigns planning responsibility to more than one city or county, ...

The concept plan for the area assigns planning responsibility solely to the City of Beaverton; therefore, this section does not apply.

C. Comprehensive plan provisions for the area shall include:

- 1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type designations assigned by the Metro Council in the ordinance adding the area to the UGB;*

Figure 7 in the Community Plan shows the Community Plan Land Use Map. The designations shown on Figure 7 will also be shown on the updated comprehensive plan land use map for the City of Beaverton. The plan designations shown correspond to the Main Street (Main Street plan designation) and Neighborhood (High Density, Medium Density, and Standard Density) designations assigned by Metro Council in the ordinance adding the area to the UGB.

- 2. Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;*

The SCMAA has already been annexed to the City of Beaverton. Annexation to THPRD will be required as a condition of development approval (unless the developer can show that a comparable level of service for parks and trails will be provided) under the City of Beaverton's existing development code. Proposed developments in the SCMAA will be required to connect to sanitary sewer services provided by CWS. In order to receive sanitary sewer service, a property owner requesting approval for development of their property will need to annex the property into CWS service boundary to receive sanitary sewer services. No other service districts are affected.

- 3. Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to section 3.07.1455B(2) of this chapter;*

The Metro ordinance that added the SCMAA (Area 3) to the UGB states: "Land use regulations adopted pursuant to Metro Code section 3.07.1120 shall provide zoned capacity for a minimum of 4,651 dwelling units in Area 3."⁶

Determining the development capacity of the land within the SCMAA included refinements for determining the amount of residentially developable land. These refinements included removal of natural resources, allocation to civic uses (parks, schools, trails) and commercial uses, right-of-way cross-section requirements, and other infrastructure needs from the gross acreage. The full 544 gross acres was

⁵ Cooper Mountain Urbanization Plan and Contract #932383

⁶ Metro ordinance No. 11-1264B, adopted October 20, 2011, Exhibit B, page 2.

reduced to 237 net residential acres after the refinements. The proposed mix of residential land uses in the Community Plan includes an estimated housing capacity of 3,480 dwelling units.

Exhibit D to Metro Ordinance No. 11-1264B states, in part, "...The UGB ordinance sets a minimum zoned capacity for SCMA of 4,651 dwelling units (more than 15 units/net developable acre). ..." Therefore, the city, in agreement with Metro staff, has used 15 units per net acre as the target average residential density for the SCMAA. Based upon the available net acreage, and after taking into account all the needs of the planning area as evaluated through Title 11, the maximum estimated housing capacity that can be accommodated in the SCMAA is 3,480 dwelling units; which, over 237 net acres, is equivalent to 14.68 units per acre, roughly equivalent to the target of 15 units per acre.

4. *Provision for affordable housing consistent with Title 7 of this chapter if the comprehensive plan authorizes housing in any part of the area.*

Metro's Title 7 requires that cities "ensure that their comprehensive plans and implementing ordinances:

- "A. Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries.
- "B. Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries.
- "C. Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels to live within their individual jurisdictions in affordable housing."⁷

The SCM Concept Plan land use map establishes a diverse range of housing types within the SCMAA, including single family detached, single family attached, and multi-family through application of the full range of residential plan designations available within the City for application to new areas. There are only a handful of homes within the SCMAA today, and these are not especially affordable; thus there are no opportunities to preserve existing affordable housing within the SCMAA. However, the pattern of residential plan designations, along with policies requiring a variety of housing types within a given development site or neighborhood, create opportunities for new dispersed affordable housing within city limits.

The Community Housing Fund, a local affordable housing provider, participated in the Citizens' Advisory Committee for the project, providing input on potential for affordable housing development in the SCMAA. The SCM Community Plan also includes a policy that "The City will support efforts to provide affordable housing in South Cooper Mountain. The City will evaluate the feasibility of pro-active involvement in affordable housing projects and supportive programs benefiting South Cooper Mountain." These plan policies and actions are aimed at increasing opportunities for households of all income levels to live within the SCMAA.

5. *Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;*

The SCMAA includes a 40-acre site planned for a future comprehensive high school for the Beaverton School District (BSD). In addition, future elementary and middle school needs were coordinated with BSD and the Hillsboro School District (HSD). The need for schools has been calculated using planning standards regarding number of students per school and demographic assumptions about number of students per household from the Beaverton and Hillsboro School Districts and coordinated with

⁷ Metro Code 3.07.730.

representatives of both districts with consideration of both districts' school facility plans. The estimated land need for the SCMAA is for two 10-acre elementary school sites within the SCMAA – one within each district. Through enrollment projections and coordination with the districts, middle school needs were found to be accommodated at existing schools outside of the SCMAA.

6. *Provision for the amount of land and improvements needed, if any, for public park facilities sufficient to serve the area added to the UGB in coordination with affected park providers.*

BSD and THRPD are working to establish potential for shared use of the play fields at the future high school site to provide community park facilities within the SCMAA. Further park needs were estimated using planning level of service standards for acres of parks per 1,000 population from THRPD based on the District's 2006 Comprehensive Plan as well as discussions with THRPD on desired outcomes for the South Cooper Mountain area. The SCM Community Plan identifies an estimated land need of nine to 11 acres for neighborhood parks (three to four individual neighborhood parks) in addition to the recreation facilities at the future high school site.

7. *A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan;*

The conceptual street plan provided in the SCM Concept and Community Plans identifies internal street connections and connections to adjacent urban areas that improve local access, provide alternate routes to existing arterial roads, and improve the integrity of the regional street system. New roads within the SCMAA will be added to the Beaverton TSP as well. The spacing standards for street connections in the Regional Transportation Functional Plan (major arterial streets at one-mile spacing and minor arterial streets or collector streets at half-mile spacing⁸) are met to the degree practicable given existing topography, natural resources, and other constraints. The planned east-west collector street through the SCMAA would run roughly a half-mile north of Scholls Ferry Road. The planned north-south collector street through the SCMAA would run roughly a quarter-mile east of Tile Flat Road and roughly a half-mile to three quarters of a mile west of 175th Avenue. Tile Flat Road is re-designated as an arterial road; it lies roughly one mile west of 175th Avenue, which is already designated an arterial road. This meets the one-mile spacing standard for arterial roads.

8. *Provision for the financing of local and state public facilities and services; and*

The Infrastructure Funding Plan that is included as an appendix to the SCM Concept Plan identifies funding sources and strategies for each category of infrastructure and whether resources are expected to be available to cover the estimated costs. Costs and funding strategies are provided for each of the three areas included in the Concept plan, including the SCMAA.

9. *A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.*

There are no existing or planned state highway interchanges in the SCMAA; however, operations at the nearest highway interchange (SR 217 at Scholls Ferry Road) were evaluated as part of the transportation analysis for the Concept Plan (see June 27, 2014 memorandum from DKS Associates, included as an attachment to the Implementation Plan in an appendix to the Concept Plan). The interchange ramps continue to function acceptably through the planning horizon after account for the full build-out of the SCMAA.

⁸ Metro Regional Transportation Functional Plan, Metro Code 3.08.110.C.

Title 14: Urban Growth Boundary
Metro Code Sections 3.07.1405 - 3.07.1465

Title 14 applies to adjustments and amendments to the Urban Growth Boundary. The subject properties are within the Urban Growth Boundary and within the corporate limits of the City of Beaverton. Therefore, this proposal is not expected to cause expansion of the Urban Growth Boundary.

Regional Transportation Plan

Chapter 6 Implementation

The City's 2035 TSP (Transportation System Plan) was adopted in 2010 in advance of the required 2011 adoption identified in Table 3.08-4. The 2035 TSP was adopted with full review by Metro for consistency with the 2035 RTP and 2035 RTFP. Applicable sections of the Regional Transportation Functional Plan are addressed, below.

Chapter 3.08 Regional Transportation Functional Plan (RTFP)

The RTFP was adopted as part of the 2035 RTP (Regional Transportation Plan) in June 2010. Section 3.08.010 of the RTFP states, "The RTFP implements the Goals and Objectives in section 2.3 of the RTP and the policies of the RTP and its constituent..." Metro will review Map Amendments in light of Title 5, Amendment of Comprehensive Plans, Section 3.08.510, Amendments of City and County Comprehensive and Transportation System Plans. The following response to Title 5, Section 3.08.510 of the RTFP is provided:

Title 5: Amendment of Comprehensive Plans

- 3.08.510 Amendments of City and County Comprehensive and Transportation System Plans**
- A. When a city or county proposes to amend its comprehensive plan or its components, it shall consider the strategies in subsection 3.08.220A as part of the analysis required by OAR 660-012-0060.*
 - B. If a city or county adopts the actions set forth in subsection 3.08.230E and Title 6 of the UGMFP, it shall be eligible for the automatic reduction provided in Title 6 below the vehicular trip generation rates reported by the Institute of Transportation Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Main Street, Corridor or Station Community.*

The findings for Statewide Planning Goal 12, addressed earlier in this report, are applicable to these sections of the RTFP. The analysis is provided in Exhibit 8 and has concluded that, "the proposal will "significantly affect" a transportation facility as defined by OAR 660-012-0060. However, it has been determined that the significant affect is mitigated through the proposed transportation facilities and improvements, which will be adequate to support the proposed land uses as measured at the end of the planning period identified in the adopted TSP (2035).

The subject proposal does not include amendments related to subsection 3.08.230E.

- C. If a city or county proposes a transportation project that is not included in the RTP and will result in a significant increase in SOV capacity or exceeds the planned function or capacity of a facility designated in the RTP, it shall demonstrate consistency with the following in its project analysis:*
 - 1. The strategies set forth in subsection 3.08.220A (1) through (5);*
 - 2. Complete street designs adopted pursuant to subsection 3.08.110A and as set forth in Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition,*

- 2002) or similar resources consistent with regional street design policies; and
3. Green street designs adopted pursuant to subsection 3.08.110A and as set forth in *Green Streets: Innovative Solutions for Stormwater and Street Crossings (2002)* and *Trees for Green Streets: An Illustrated Guide (2002)* or similar resources consistent with federal regulations for stream protection.
- D. If the city or county decides not to build a project identified in the RTP, it shall identify alternative projects or strategies to address the identified transportation need and inform Metro so that Metro can amend the RTP. E. This section does not apply to city or county transportation projects that are financed locally and would be undertaken on local facilities.

The proposal is a Comprehensive Plan Amendment and a Comprehensive Plan Land Use Map Amendment to apply City land use designations to the subject parcels comprising the South Cooper Mountain Community Plan area. This application proposes limited amendments to the text and maps of the Comprehensive Plan and the 2035 TSP to recognize and refer to the Plan area. This application does not include a development action.

Summary Finding: Staff finds that, for the reasons identified above, the proposed amendment complies with applicable Titles of the Metro Urban Growth Management Functional Plan and the Regional Transportation Plan.

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

Facts:

Chapters 1, 2, 3, 4, 5, 6, 7, 8 and 9 of the *Comprehensive Plan for the City of Beaverton* include policies that are applicable to this Comprehensive Plan Map Amendment. Staff finds that no other local plans are applicable to this proposal.

Chapter 1 Comprehensive Plan Amendment Procedures Element

1.1.1 City-Initiated Amendments

The proposal is a City-initiated amendment to the Comprehensive Plan and the Land Use Map, originally initiated by the Community Development Director.

1.2 Periodic Review

The proposed amendment is not part of a periodic review procedure.

1.3 Amendment Procedural Categories

Legislative Amendments are amendments to the Comprehensive Plan text or map of a generalized nature initiated by the City that applies to an entire land use map category or a large number of individuals or properties or that establishes or modifies policy or procedure. Legislative amendments include additions or deletions of text or land use map categories.

Statewide Planning Goal 5 Inventory Resource Document Amendments are amendments to Volume III of the Comprehensive Plan. Amendments may be legislative, such as periodic review, or annual updates to maps, or quasi-judicial. ...

These Comprehensive Plan and the Land Use Map applications propose includes adoption of the South Cooper Community Plan into the Comprehensive Plan, text amendments to support adoption of the Community Plan, and a Land Use Map Amendment to implement the Community Plan's land use designations.

1.4 Notice Requirements

The proposed amendments are subject to the public notice requirements of the Comprehensive Plan as follows:

1.4.1 Legislative Amendments.

Sections 1.4.2.A.1. and 2. require that, at least 45 days prior to the initial hearing, notice must be mailed to the State Department of Land Conservation and Development (DLCD), Metro, Washington County, the Chair of any City-recognized Neighborhood Association Committee (NAC) or County-recognized Citizen Participation Organization whose boundaries include the property for which the change is contemplated, and the Chair of the Committee for Citizen Involvement (CCI). Sections 1.4.2.A.3. and 4. require that between 20 and 40 days prior to the initial hearing, notice must be published in a local newspaper, posted in City Hall and City Library, mailed to the subject property owners and surrounding property owners within 500 feet, and placed on the City's Web site.

Notice has been provided, as follows:

1. The required inter-agency DLCD notice was mailed to DLCD, Metro and Washington County on September 19, 2014, forty-five (45) calendar days prior to the initial hearing;
2. The required inter-agency DLCD notice was also mailed on September 19, 2014, at least forty-five (45) calendar days prior to the initial hearing to the Neighbors South west NAC chair, the Sexton Mountain NAC chair, the CPO 4B Bull Mountain / Tigard, CPO 6 Reedville / Aloha / Cooper Mountain chair, the CPO 10 Laurel / Farmington / Chehalem Mountain / Scholls / Groner chair, the Chair of the Beaverton Committee for Citizen Involvement, and the Chair of the Washington County Committee for Citizen Involvement. Additionally the notice was mailed to the City of Tigard, Clean Water Services, Tualatin Valley Water District, Beaverton Water District, Tualatin Hills Park and Recreation District, Oregon Department of State Lands, US Army Corps of Engineers, Oregon Department of Environmental Quality, Oregon Department of Transportation, Beaverton School District, and Hillsboro School District;
3. Legal notice was published in the Beaverton Valley Times on October 16, 2014.
4. Notice was posted in Beaverton City Hall and in Beaverton City Library on October 16, 2014.
5. Notice was mailed to property owners included in the proposed change area on October 14, 2014.
6. Notice was mailed to owners of property within 500 feet of the subject parcels for which the change is proposed on October 14, 2014.
7. Notice was placed on the City's web site on October 16, 2014.

The City Council has not directed staff to provide additional notice for this amendment beyond the notices described above. Therefore, staff finds the notice requirements for these CPA applications have been met.

1.5.1 Criteria for Legislative and Quasi-judicial Comprehensive Plan Amendments

- A. *The proposed amendment is consistent and compatible with relevant Statewide Planning Goals and related Oregon Administrative Rules;*
- B. *The proposed amendment is consistent and compatible with the applicable Titles of the Metro Urban Growth Management Functional Plan and the Regional Transportation Plan;*

- C. *The proposed amendment is consistent and compatible with the Comprehensive Plan and other applicable local plans; and*
- D. *If the proposed amendment is to the Land Use Map, there is a demonstrated public need, which cannot be satisfied by other properties that now have the same designation as proposed by the amendment.*

This staff report is addressing section 1.5.1, executing the determination to review this application through the Legislative process. Relevant Statewide Planning Goals, Oregon Administrative Rules, Titles of the Urban Growth Management Functional Plan and Regional Transportation Plan are addressed, herein, in prior sections. This section of the staff report addresses the City's Comprehensive Plan.

Finding: Staff finds that the proposal is a legislative amendment. Staff finds that the appropriate procedures in Chapter 1 of the Comprehensive Plan have been met. Therefore, the proposed amendment is compatible with the relevant goals and policies found in Chapter 1.

Chapter 2 Public Involvement Element

Chapter 2 of the Comprehensive Plan reiterates criteria from Chapter 1 and goes further to discuss public involvement programs for the City in compliance with Statewide Planning Goal 1, the City Council's Goal for citizen involvement and participation, and the Comprehensive Plan Public Involvement Goal. This application satisfies Chapter 2 by satisfying the applicable procedures within Chapter 1 of the Comprehensive Plan.

Additionally, the process of developing the proposed plan included a broad public involvement plan as described in response to Statewide Planning Goal 1, above, and addressed in Exhibit 7, *Citizen Engagement and Public Involvement Summary*.

Finding: Staff finds that the appropriate procedures in Chapter 2 of the Comprehensive Plan have been met. Therefore, the proposed amendment is compatible with the relevant goals and policies found in Chapter 2.

Chapter 3 Land Use Element

Section 3.2 Planning Context

In reference to Metro's *Urban Growth Management Functional Plan* and local jurisdiction application of the various 2040 design types, Section 3.2 includes the following discussion:

Main Streets allow a mix of commercial and medium to high density residential zoning districts. Main Streets within the City and its environs are currently developed primarily as commercial centers with some moderate and high density residential interspersed. Densities within this land use designation are intended to reach the target of 39 persons per acre as the areas redevelop. Although Metro designates Farmington Road as a Main Street, the City applied the Corridor designation due to the character of development adjacent to Farmington Road within the city limits.

... Generally, all other areas within the city are designated Inner Neighborhood on the Metro 2040 Growth Concept Map. Areas designated on the Comprehensive Plan Land Use Map as Neighborhood Residential generally comply with the Metro Inner Neighborhood Design Type, providing densities of 14 persons per acre. Within the Neighborhood Residential land use designation, four densities are allowed as follows: Low Density, Standard Density, Medium Density and High Density. In addition, commercial development within the Medium and High Density Neighborhood Residential designations will not, generally, be permitted. Existing capacity for

residential development within these land use designations is needed to help meet the Metro growth targets. Development of another nature would lessen the City's compliance with these targets, consequently; conversions of Medium and High Density Neighborhood Residential land to other uses will be limited. Where conversions are desired, it must be demonstrated that the "substantial compliance" with the Metro housing capacity targets can be met with the remaining available land as allocated.

Figure III-1, Comprehensive Plan Land Use Map, appropriately designates land uses in compliance with the Statewide Planning Goals and Metro Functional Plan Title 1 requirements to define boundaries of Metro Design Types.

The subject proposal is design, in part to satisfy Metro's Ordinance No. 11-1264B (Exhibit 17) specific to the South Cooper Mountain Community Plan area, as addressed above.

Section 3.3 Community Plan Context

The proposal recommends adoption of the South Cooper Mountain Community Plan. The city does not have an adopted Community Plan for the subject properties. The City will rely upon the South Cooper Mountain Community Plan to inform future application of City land use designations and zoning districts for the respective geographic area.

Section 3.4 Community Identity

3.4.1 Goal: Provide a policy framework for a community designed to establish a positive identity while enhancing livability.

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

This proposed South Cooper Mountain Community Plan includes community plan elements include 12 'overarching policies' that work together to establishing a positive community identity and enhance livability for the Plan area. Continuation of mixed-use land uses upon the subject parcels is consistent with balance of prior planning efforts by the County to provide proper relationships between land uses. Additionally, the specific implementation policies for Land Use, Neighborhood and Housing, Main Street, Street, Bicycle and Pedestrian Framework, Natural Resource, Urban Forestry, Scenic View, Rural Transition, and Infrastructure work together to provide a sound basis for urbanization.

3.9 Main Street Development

3.9.1 Goal: Main Street Areas with a vibrant mix of neighborhood commercial and residential uses in a pedestrian friendly environment that includes wide sidewalks with pedestrian amenities.

Policies:

- a) *Regulate new development along designated Main Streets to promote transit-supportive development that is relatively dense, mixed in use, and designed for the safety, interest, and convenience of pedestrians.*
- b) *Apply the Main Street land use designation to the areas identified in the Metro 2040 Urban Growth Concept Map.*
- c) *Apply zoning districts as shown in subsection 3.14 Comprehensive Plan and Zoning District Matrix*

As discussed prior in this report, the City proposes application of the Main Street land use designation upon the subject properties. Application of this land use designation is in accordance with Metro's Ordinance No. 11-1264B (Exhibit 17). The implementing Policies of the South Cooper Mountain Community Plan and the implementing sections of the Development Code support policy a, above. Per Table 2: Land Use Designations and Capacity Estimates, Neighborhood Service is the only implementing zone for the Main Street designation in the planning area. Zoning is to be applied prior to or concurrent with development review.

3.13 Residential Neighborhood Development

3.13.1 Goal: Provide for the establishment and maintenance of safe, convenient, attractive and healthful places to live.

Policies:

- a) *Regulate residential development to provide for diverse housing needs by creating opportunities for single and multi-family development of various sizes, types and configurations.*
- b) *Encourage a variety of housing types in residential areas, by permitting or conditionally permitting any housing type (one, two or more, family dwellings) within any zoning district so long as the underlying residential density of the zoning district is met. Accessory dwelling units shall not be considered in the calculation of the underlying housing density.*
- c) *Require Planned Unit Development application procedures for projects proposing two or more families within the Low Density and Standard Density land use designations. Planned Unit Developments encourage flexibility in standards and provide a mechanism for staff to make adequate findings with respect to compatibility in size, scale, and dimension. Exceptions to this requirement are dwellings designed as primary units with an accessory dwelling unit, as specified in the Development Code.*
- d) *Apply Residential Neighborhood designations (Low Density, Standard Density, Medium Density and High Density) consistent with the Metro 2040 Growth Concept Map and the City's housing target implementing strategy.*
- e) *Apply zoning districts as shown in subsection 3.14 Comprehensive Plan and Zoning District Matrix.*
- f) *New Commercial zoning districts are not allowed within Residential Neighborhood Standard and Low Density land use designations. 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 in the Development Code.*
- g) *Enhance the City's landscape through design measures considering the natural setting of the land and the character of existing residential neighborhoods.*
- h) *Foster innovation and variety in design to enhance the visual character of the City's landscape. Innovation in design can include designing infill structures to integrate into existing neighborhoods through compatible scale, similar design features, and similar setbacks.*
- i) *Residential development, in compliance with regional mandates, shall achieve at least 80% of the maximum density allowed in the respective zoning districts as applied through 3.14 Comprehensive Plan and Zoning District Matrix.*

Low Density Residential Development

3.13.2 Goal: Retain established large lot zoning in limited areas.

Policies:

- a) *Due to regional planning efforts to maintain minimal expansion of the regional Urban Growth Boundary, opportunities to increase land designated low density residential shall be limited.*
- b) *Existing pockets of low density residential may continue, but expansion of low density residential areas shall not occur.*

Standard Density Residential Development

3.13.3 Goal: Establish Standard Density Residential areas to provide moderate sized lots for typical single family residences with private open space.

Policies:

- a) Apply zoning districts as shown in subsection 3.14 Comprehensive Plan and Zoning District Matrix to allow a variety of housing choices.

Medium Density Residential Development

3.13.4 Goal: Establish Medium Density Residential areas to allow for single family attached and detached, and multiple-family developments.

Policies:

- a) Apply zoning districts as shown in subsection 3.14 Comprehensive Plan and Zoning District Matrix
- b) Medium Density Residential zoning is located generally in areas with good access to arterial streets, good transit service, commercial service, and public open space, or should be designed in a coordinated manner to provide such amenities in the immediate vicinity.

High Density Residential Development

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

Policies:

- 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.

As noted above, Table 2: Land Use Designations and Capacity Estimates supersedes the Comprehensive Plan and Zoning District Matrix of Section 3.14 for the South Cooper Mountain Plan area.

The South Cooper Mountain Community Plan includes implementation of Standard Density, Medium Density, and High Density land use designations. Per Table 2: Land Use Designations and Capacity Estimates, below, the Community Plan outlines the implementing zoning districts for the Plan area. This table supersedes the Comprehensive Plan and Zoning District Matrix of Section 3.14 and does not include any new low density residential land use.

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
Total	534	442	237		3,480	2,870

This Community Plan provides for diversity in housing by creating opportunities for single and multi-family development of various sizes, types and configurations. The coordinating Land Use Implementation Policies and Neighborhood and Housing policies encourage a variety of housing types in residential areas. Further, concurrently proposed modifications to the Development Code include a requirement for Planned Unit Development applications for projects that are 10 acres in size or greater; Implementation Project No. 1 includes further review and potential amendments to the PUD requirements within the Development Code. As discussed prior in this report, the City proposes application of the Residential land use designations in order to comply with Metro's Ordinance No. 11-1264B (Exhibit 17).

Finding: Staff finds that the proposed South Cooper Mountain Community Plan and application of the land use designation within the Plan are the appropriate land use designation given the analysis provided, above. Therefore, the proposed amendment is compatible with the relevant goals and policies found in Chapter 3.

Chapter 4 Housing Element

4.2.1.1 Goal: Maximize use of buildable residential land in the City.

4.2.2.1 Goal: Provide an adequate variety of quality housing types to serve Beaverton's citizenry

4.2.3.1 Goal: Promote the retention of existing affordable housing stock in the City.

4.2.3.2 Goal: Promote the production of new affordable housing units in the City.

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. Compliance with Title 1 of Metro's UGMFP standards was cited as a compliance element in satisfying the requirements of Goal 10. Based upon the findings of those studies, the City adopted policies to encourage a broad mix of housing types at density levels designed to maximize development potential. The City's policies that derived from this process were henceforth acknowledged to comply with Goal 10.

The density allotted for the subject parcels resulted from the South Cooper Mountain Concept Plan and Community Plan process to comply with Metro's Ordinance No. 11-1264B (Exhibit 17). This proposal allows for a variety of housing types and densities commensurate with a variety of income levels as prescribed in Goal 10. Application of the land use designations as depicted in the Community Plan will allow for development that maximizes use of buildable portions of the land. This will relieve redevelopment pressure for existing, stable, affordable residentially developed areas.

Finding: Staff finds that the proposed application does not significantly alter the City's ability to provide a variety of housing choices. Therefore, staff finds that the proposed amendment is compatible with the relevant goals and policies found in Chapter 4.

Chapter 5 Public Facilities and Services Element

Chapter 5 outlines the context of public facilities within the City of Beaverton. Many services for citizens and property owners within the city are provided by districts and jurisdictions separate from the government structure of the City of Beaverton. The portfolio of services provided in the city, whether by the City of Beaverton or another agency, make Beaverton a full service city.

The subject parcels are located in an area that contains rural land uses having been added to the UGB 2011 and annexed into the City of Beaverton in 2013. The area is served by a dispersed set of rural roads. The area does not have any urban infrastructure services beyond private utilities.

The compliment of urban facilities and services needed to serve the proposed land uses in the Plan area has been considered in development of the South Cooper Mountain Concept Plan. The build-out horizon for the Community Plan area is approximately 20 years with provision of services moving from east to west. This proposal will not significantly affect the City's projected provision of the Public Facilities Plan, Capital Improvement Plan, Urban Service Area, Storm Water and Drainage, Potable Water, Sanitary Sewer, Parks and Recreation, Police, or Fire and Emergency Medical Services.

Finding: Staff finds that implementation of the proposed South Cooper Mountain Community Plan, concurrent with acknowledgement of the South Cooper Mountain Concept Plan, provides for a methodical projection of public facilities and services. Therefore, staff finds that the proposed amendment is compatible with the relevant goals and policies found in Chapter 5.

Chapter 6 Transportation Element

6.2 Transportation Goals and Policies

6.2.1. Goal: Transportation facilities designed and constructed in a manner to enhance Beaverton's livability and meet federal, state, regional, and local requirements.

Transportation related to the subject parcels will rely immediately on 175th Avenue, Scholls Ferry Road, and Tile Flat Road. Modification to the design, construction, and operation of surrounding transportation facilities is proposed with this application.

6.2.2. Goal: A balanced multimodal transportation system that provides mobility and accessibility for users.

The subject properties are near three major transportation facilities including 175th Avenue, Scholls Ferry Road, and Tile Flat Road. The existing major transportation facilities and new Collector, Neighborhood Routes, and Local Streets within the SCMAA have a planned design to accommodate all modes and user groups.

6.2.3. Goal: A safe transportation system.

The City of Beaverton, Washington County, TriMet, and the State of Oregon work cooperatively to ensure a safe transportation system.

6.2.4. Goal: An efficient transportation system that reduces the percentage of trips by single occupant vehicles, reduces the number and length of trips, limits congestion, and improves air quality.

Comprehensive Plan Section 6.2.4.c is relevant to the proposed amendment. It states as follows:

Maintain levels of service consistent with Metro's Regional Transportation Plan and the Oregon Transportation Plan. Applications for Comprehensive Plan Amendments shall comply with the requirements of OAR 660-012-0060 and as appropriate include a transportation Impact Analysis that shows that the proposal will not degrade system performance below the acceptable two-hour peak demand-to-capacity ratio of 0.98...

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

It should also be noted that 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. If the impacts of development are forecast to degrade the system beyond existing standards, mitigation measures to alleviate the impact may be required. The analysis of the impact of development would be triggered at the time when development of the property is proposed rather than with the proposed amendment. Therefore staff find that the proposed amendment will not adversely affect this goal.

6.2.5. Goal: Transportation facilities that serve and are accessible to all members of the community.

The subject properties are near three major transportation facilities including 175th Avenue, Scholls Ferry Road, and Tile Flat Road. The existing major transportation facilities, and new Collector, Neighborhood Routes, and Local Streets within the SCMAA have a planned design to accommodate all modes and user groups.

6.2.6. Goal: Transportation facilities that provide safe efficient movement of goods.

6.2.7 Goal: Implement the transportation plan by working cooperatively with federal, State, regional, and local governments, the private sector, and residents.

The City of Beaverton, Washington County, Metro, TriMet, and the State of Oregon work cooperatively with the private sector and residents to implement a safe and efficient transportation plan. The subject proposal and its effect on the surrounding transportation facilities has been the subject of several meetings between the agencies.

6.2.8. Goal: Create a stable, flexible financial system.

Transportation infrastructure in the South Cooper Mountain area will be the responsibility of the County, developers and the City to build and maintain. Existing sources of funding are essentially limited to developer funding, the Transportation Development Tax (TDT) and the Major Streets Transportation Improvement Program (MSTIP). However, these sources would be insufficient to fund needed transportation infrastructure.

Therefore, the proposed Funding Plan recommends a new financial system, which may affect future proposed development. The intent of the Funding Plan is to document and estimate transportation costs and revenues, and identify gaps and potential strategies to fill those gaps. One key finding of the Funding Plan is that a new transportation system development charge is a needed and an appropriate tool. However, the specification of this tool (the final rate, compliance with state law, and so forth) requires further technical and legal work that is beyond the scope of the Funding Plan. Therefore, the City has initiated that work in parallel with the adoption of the Funding Plan.

7.5 Energy

7.5.1 Goal: Development projects and patterns in the City that result in reduced energy consumption.

Implementation of residential land use designations to achieve an average 14.86 dwelling units per acre, with Main Street development and civic uses will help the city to reduce the City's per capita reliance on energy resources. Specifically in this area of the City, where vehicle trips need to be reduced to the extent practicable, the blend of uses and provision of trails and multi-use paths will reduce reliance on individual motor vehicles.

7.5.2 Goal: Increase use of solar energy and other renewable energy resources in new development in the City.

The City has implemented the Solar Beaverton program, which is intended to streamline access to solar panel installation within the City. This proposal does not involve modification to any City programs or projects that work to improve energy efficiency.

7.6 Groundwater Resources

7.6.1 Goal: Protect groundwater in the City from contamination.

This proposal does not modify City of Beaverton, Tualatin Valley Water District or Joint Water Commission approaches to protection of groundwater resources.

Finding: Staff concludes that the proposal does not affect significant Cultural, Historic, Scenic, Energy and Groundwater Resources and that the proposal protects significant wetlands and associated natural resources as well as providing for additional opportunities to incentivize protect of upland habitat. The proposed amendment does not affect the City's ability to implement the provisions in this chapter. Therefore, staff finds that the proposed amendment is compatible with the relevant goals and policies found in Chapter 7.

Chapter 8 Environmental Quality and Safety Element.

Chapter 8 of the *Comprehensive Plan for the City of Beaverton* addresses water quality, air quality, noise, seismic hazards, geologic hazards, flood hazards, and solid and hazardous wastes. Developments that may occur upon the subject parcels, as a result of implementing the proposed Community Plan and City land use designation, are expected to address air quality, noise levels, and provision of solid and hazardous waste disposal services similar to developments that are allowed under similar City land use designations. The South Cooper Mountain Concept Plan includes Implementation Project #6, South Cooper Mountain Storm Water Plan, to address issues of storm water quality and quantity for the 544-acre Plan area. Development will also be required to meet engineering, construction and building standards relative to any seismic, geologic or flood hazards that may exist.

Finding: Staff finds that future development of the Plan area will be subject to requirements intended to provide for environmental quality and safety. Staff finds that the proposed amendment is compatible with the relevant goals and policies found in Chapter 8.

Chapter 9 Economy Element.

The goals and policies of Chapter 9, "are organized into three areas of specific concern: 1) promoting an entrepreneurial climate for existing and new businesses, 2) providing a strong public partnership for economic development, and 3) ensuring a high quality of life."

As discussed prior in this report, the City proposes application of the Main Street land use designation upon one 10-acre property within the Plan area. Application of this land use designation is in accordance with Metro's Ordinance No. 11-1264B (Exhibit 17) conditions of approval. Per Table 2: Land Use Designations and Capacity Estimates, Neighborhood Service is the only implementing zone for the Main Street designation in the planning area. The Neighborhood Service zoning district allows for development of up to 50 percent of the zone with residential product.

The intent of the Concept Plan was to provide a limited amount of commercial land. The amount of commercial land needed to be large enough to provide an appropriate level of services for long term build-out of the 2,300 acre Concept Plan area yet not compete with the scale of the nearby Murray Scholls Town Center. Additionally, the inclusion of this Plan area in the UGB was predominately focused on accommodating additional residential development to support the economic drivers in other areas of the County and Region.

Finding: Staff finds that the policies found in Chapter 9 will not be adversely affected by the proposed scale of commercial land proposed by the South Cooper Mountain Community Plan and concurrent amendments. Therefore, staff finds that the proposed amendment is compatible with the relevant goals and policies found in Chapter 9.

Summary Finding: Staff finds that the proposed Comprehensive Plan Map Amendment is generally consistent and compatible with the Comprehensive Plan. Thus, the requirements of Criterion 1.5.1.C are met.

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

The proposed amendment involves adoption of the South Cooper Mountain Community Plan, implementation of City land use designations upon annexed parcels, and concurrent modification of section of the Comprehensive Plan. The parcels were added to the UGB in 2011 in order to provide for needed residential land and supporting facilities and services. Annexation of the parcels into the City of Beaverton from the Washington County occurred in 2013. The City is required to plan for this new urban area per Metro's Title 11.

Finding: Staff finds that the proposed Comprehensive Plan Map Amendment satisfies demonstrated public need for adoption of the South Cooper Mountain Community Plan, implementation of the proposed City land use designations, and modification of the Comprehensive Plan. Thus, criterion 1.5.1.D is met for the proposed amendment.

SUMMARY

For the reasons identified above, staff finds that the Comprehensive Plan Amendment and Comprehensive Plan Map Amendment satisfy the approval criteria for a Legislative Comprehensive Plan Amendment pursuant to Section 1.5.1 of the *Comprehensive Plan for the City of Beaverton*.

RECOMMENDATION

Based on the facts and findings presented, staff recommends **APPROVAL** of CPA2014-0011 (**SOUTH COOPER MOUNTAIN COMMUNITY PLAN COMPREHENSIVE PLAN AMENDMENT**) AND CPA2014-0012 (**SOUTH COOPER MOUNTAIN COMMUNITY PLAN LAND USE MAP AMENDMENT**) with no recommended conditions of approval.

**ANALYSIS AND FINDINGS
TEXT AMENDMENT**

TA2014-0002 South Cooper Mountain Community Plan

Section 40.85.15.1 of the *Development Code of the City of Beaverton*

C. Approval Criteria. In order to approve a Text Amendment application, the decision making authority shall make findings of fact based upon evidence provided by the applicant demonstrating that all the following criteria are satisfied:

1. The proposal satisfies the threshold requirements for a Text Amendment application.

One threshold requirement is identified for a Text Amendment in Section 40.85.15.1.A.1, which states:

Any changes to the Development Code, excluding changes to the zoning map.

This proposal is to amend specific sections of the Development Code.

Finding: Therefore, staff finds the proposed Text Amendment satisfies criterion 1.

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

Policy Number 470.001 of the City's Administrative Policies and Procedures manual states that fees for a City initiated application are not required where the application fee would be paid from the City's General Fund. The Community and Economic Development Department is a General Fund program and initiated the application. Therefore, the payment of an application fee is not required.

Finding: Therefore, staff finds that criterion 2 is not applicable to this proposal.

3. The proposed text amendment is consistent with the provisions of the Metro Urban Growth Management Functional Plan.

The proposal includes modifications of specific limited sections of the Development Code to facilitate initial implementation of the South Cooper Mountain Community Plan. The effective Titles of the Metro Urban Growth Management Functional Plan and the Regional Transportation Plan are addressed within the facts and findings for the Comprehensive Plan Amendment application within Attachment A, above.

Finding: Staff finds that the proposed amendment, in light of concurrent review of the South Cooper Mountain Community Plan, complies with applicable Titles of the Metro Urban Growth Management Functional Plan and the Regional Transportation Plan.

Therefore, staff finds the proposed Text Amendment satisfies criterion 3.

4. *The proposed amendment is consistent with the City's Comprehensive Plan.*

The proposal includes modifications of specific limited sections of the Development Code to facilitate initial implementation of the South Cooper Mountain Community Plan. The applicable Comprehensive Plan goals and policies are addressed within the facts and findings for the Comprehensive Plan Amendment application within Attachment A, above.

Finding: Staff finds that the proposed Text Amendment is generally consistent with the City's Comprehensive Plan, inclusive of the concurrently proposed South Cooper Mountain Community Plan.

Therefore, staff finds the proposed Text Amendment satisfies criterion 4.

5. *The proposed amendment is consistent with other provisions within the City's Development Code.*

The proposed amendments do not create impacts or conflicts with other provisions within the Development Code. The proposed modifications are limited to specific sections of the Development Code to facilitate initial implementation of the South Cooper Mountain Community Plan. Modifications to Chapter 20 include conditional use review requirements for development within the South Cooper Mountain Community Plan area in order for development review to tie back to the Community Plan as part of the Comprehensive Plan. Other modifications to Chapters 40, 60, and 90 are included.

Finding: Staff finds that the proposed Text Amendment is consistent with other provisions within the City's Development Code.

Therefore, staff finds the proposed Zoning Map Amendment satisfies criterion 5.

6. *The proposed amendment is consistent with all applicable City ordinance requirements and regulations.*

Staff has not identified any other applicable City ordinance requirements and regulations that would be affected by the proposed text amendment.

Finding: Staff finds that criterion 6 is not applicable to the proposed Text Amendment.

Therefore, staff finds the proposed Text Amendment satisfies criterion 6.

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

Staff has submitted the required application materials and documents related to review of a Text Amendment application. This application will be reviewed concurrently with the CPA2014-0011 and CPA2014-00012.

Therefore, staff finds the proposed Zoning Map Amendment satisfies criterion 7.

Other applicable approval criteria

As a post-acknowledgement amendment to the City's Development Code, the proposed Text Amendment is subject to ORS 197.175(1), which requires that the City demonstrate that the proposed text amendment be consistent with the relevant Statewide Planning Goals. The proposal includes modifications of specific limited sections of the Development Code to facilitate initial implementation of the South Cooper Mountain Community Plan. The applicable Statewide Planning Goals are addressed within the facts and findings for the Comprehensive Plan Amendment applications within Attachment A, above.

Finding: Staff finds that the proposed Text Amendment complies with the applicable Goals as addressed within concurrent review of the proposed South Cooper Mountain Community Plan.

Therefore, staff finds Comprehensive Plan Criterion 1.5.1.A is met.

SUMMARY

For the reasons identified above, staff finds that the Text Amendment satisfies the approval criteria for a Text Amendment pursuant to Section 40.85.15.1.C of the *Development Code of the City of Beaverton*.

RECOMMENDATION

Based on the facts and findings presented, staff recommends **APPROVAL** of TA2014-0002 (South Cooper Mountain Community Plan Text Amendment) with no recommended conditions of approval.