

 **Metro** | *Agenda*

Meeting: Metro Council Work Session  
Date: Tuesday, August 2, 2011  
Time: 1 p.m.  
Place: Council Chambers

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**CALL TO ORDER AND ROLL CALL**

- |                |  |  |
|----------------|--|--|
| <b>1 PM</b>    | <b>1. ADMINISTRATIVE/ COUNCIL AGENDA FOR AUGUST 4, 2011/CHIEF OPERATING OFFICER COMMUNICATIONS</b>                     |  |
| <b>1:15 PM</b> | <b>2. COMMUNITY INVESTMENT STRATEGY IMPLEMENTATION: BEAVERTON COMMUNITY VISION AND CIVIC PLAN – <u>INFORMATION</u></b> | <b>Mayor Denny Doyle, Beaverton<br/>Don Mazziotti, Beaverton<br/>John Fregonese, Beaverton<br/>Deffebach<br/>Uba</b> |
| <b>1:55 PM</b> | <b>3. BREAK</b>  |  |
| <b>2 PM</b>    | <b>4. 2011 LEGISLATIVE SESSION REPORT – <u>INFORMATION / DISCUSSION</u></b>  | <b>Tucker</b>  |
| <b>2:20 PM</b> | <b>5. COUNCIL BRIEFINGS/COMMUNICATION</b>  |  |

**ADJOURN**

Agenda Item Number 2.0

**COMMUNITY INVESTMENT STRATEGY  
IMPLEMENTATION: BEAVERTON  
COMMUNITY VISION AND CIVIC PLAN**

Metro Council Work Session  
Tuesday, August 2, 2011  
Metro Council Chambers

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: August 2, 2011 Time: 1:15 pm Length: 40 minutes

Presentation Title: Community Investment Strategy Implementation: Beaverton Community Vision and Civic Plan

Service, Office, or Center: Planning and Development Department

Presenters (include phone number/extension and alternative contact information):  
Beaverton (Mayor Denny Doyle and Laura Kelly); Metro (Chris Deffebach, Gerry Uba)

### **ISSUE & BACKGROUND**

In 2010, Metro Council adopted the community investment strategy, which called for a variety of implementation tools and partnerships to implement the 2040 Growth Concept and support the region's desired outcomes. The work plan for the Planning and Development Department is oriented to furthering this implementation, with focus areas on main streets and downtowns, employment and industrial areas as well as specific corridors. Part of the strategy is to partner with local jurisdictions in planning and implementation efforts and to identify resource needs and regional strategies.

An example of a community that is actively taking steps toward implementation of its vision in downtown and employment areas is Beaverton. The Beaverton City Council adopted their Beaverton Community Vision in September 2010, after an extensive citizen engagement process. The Community Vision identifies five goals: build community, create a vibrant downtown, improve mobility, provide high quality public services and enhance livability. To implement this vision, Beaverton has reached out to many partners, including Metro, for assistance.

In 2011, the Beaverton City Council adopted a Civic Plan as one vehicle for achieving the Community vision. The Civic Plan includes strategies for the central city, housing and other elements. Civic Plan project sheets, attached, illustrate the type of projects that the City has identified for funding in fiscal year 2011-12, including funding availability, funding gaps and strategies. Below are some of the ways Metro can be of assistance in the Civic Plan implementation:

- Beaverton could tap into existing Metro programs and grants opportunities such as the Development Opportunity Fund and Nature in Neighborhoods Capital Grant
- Metro can provide technical assistance such as participating in the city's technical advisory committees on Beaverton Creek Connections Concept Plan
- Metro could assist Beaverton to explore the new solutions and approaches called for in the Civic Plan, such as applying to understand, vertical housing tax credits and transit-oriented development tax exemption zones in the central city
- Beaverton could use Metro's existing materials, tools and examples already available.

Beaverton's Civic Plan projects illustrates their dedication in achieving goals consistent with regional outcomes, provides an opportunity to identify partner opportunities, and illustrates the need for additional investments and actions. The presentation is an opportunity for the Metro Council to increase their knowledge of Beaverton's plans, understand the barriers that they face and which of these require more regional solutions and how Metro can help.

### **OPTIONS AVAILABLE**

1. Metro Council can ask Beaverton about a priority list of their Civic Plan projects and additional information now or over the course of the next few years.
2. Metro Council can ask staff for more information on the results of partner opportunities.

### **IMPLICATIONS AND SUGGESTIONS**

Beaverton Civic Plan presents an opportunity to increase understanding of barriers and opportunities for implementation of the community investment strategy and Metro staff suggests that they continue to partner with Beaverton to support their implementation consistent with available resources and priorities.

### **QUESTION(S) PRESENTED FOR CONSIDERATION**

1. Do you have questions regarding Beaverton's aspirations and implementation strategy and how it implements the Community Investment Strategy?
2. Do you have questions regarding the barriers to implementation that Beaverton identified?
3. Do you have other suggestions for how Metro can support Beaverton's implementation?
4. Do you have questions regarding the areas that the City has highlighted for multi-partner and regional approaches?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION \_\_ Yes \_X\_ No**  
**DRAFT IS ATTACHED \_\_\_ Yes \_X\_ No**



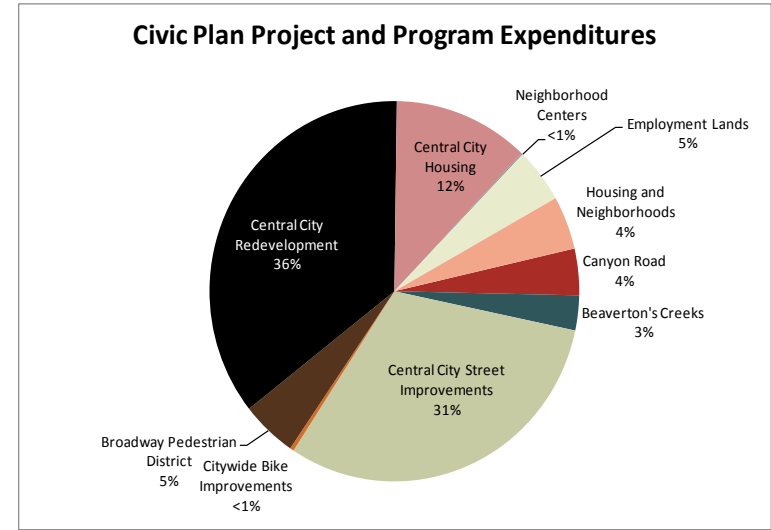
## About

City Council's adoption of the Beaverton Civic Plan Central City, Land Use and Transportation, and Housing and Neighborhoods Strategies in April, 2011 sets in place the guiding strategy for the City for the next 20 years. The Civic Plan serves as the City's set of tools and partnerships for bringing many of the most critical and immediate elements of the Beaverton Community Vision to life over the planning horizon.

Civic Plan Project and Program Overall Funding Estimates	
BURA <sup>1</sup>	\$135,440,000
CIP 11/12	\$1,420,707
Future CIP	\$31,626,577
Grants <sup>2</sup>	\$3,318,605
Local Funds <sup>3</sup>	\$3,989,792
Future Local Funds	\$28,628,664
City Budget 11/12	\$257,500
City Budget 12/13-30/31	\$6,738,293
Revenue Bonds	\$42,300,000
<i>Unfunded</i>	<i>\$1,070,138</i>
<b>TOTAL</b>	<b>\$253,720,138</b>

Implementation of these strategies requires a concerted and sustained effort across all city departments. The project sheets contained in this document are intended to provide a yearly snapshot of the major projects and programs along with their associated implementation steps and funding requirements. These will be updated annually with the most current funding strategies.

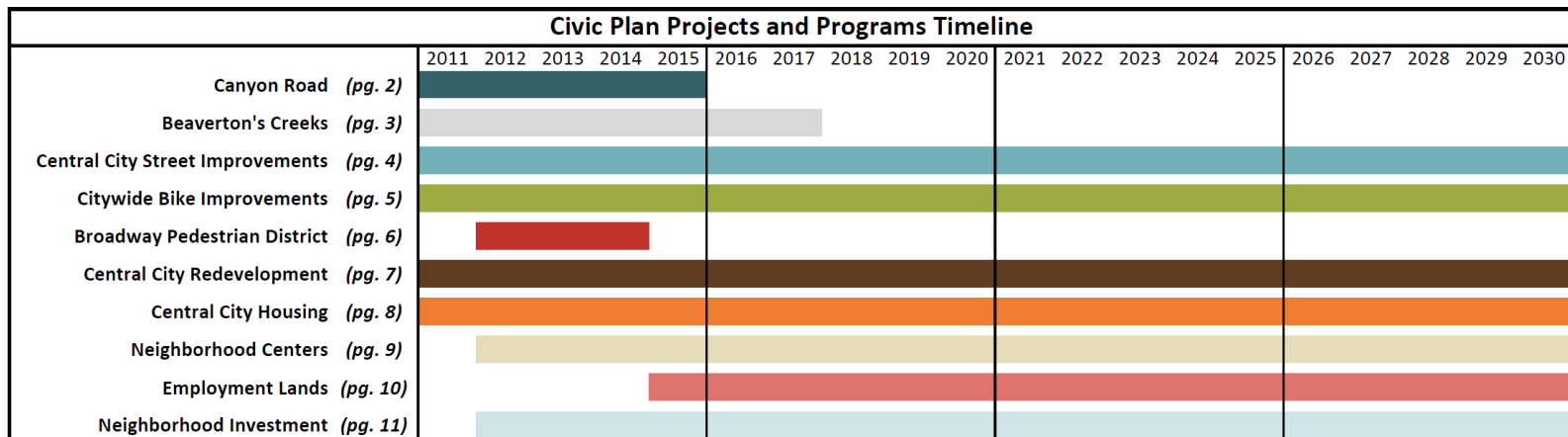
Each project sheet is designed to show estimated funding needed for the upcoming fiscal year. As City funds (CIP and general fund) account for approximately 13% of the 20-year funding strategy, it is critical that these funds be set aside for the capital improvement projects identified in the Civic Plan strategies. As this plan covers a 20 year time period, it is expected that funding for longer term transportation projects will be evaluated on an ongoing basis to align with regional, state, and federal transportation funding opportunities as they become available.



<sup>1</sup> Assumes Urban Renewal plan and district adopted by voters in November, 2011.

<sup>2</sup> Includes federal, state and regional grants for which specific Civic Plan projects have been identified as "eligible", but for which a grant application has not yet been submitted.

<sup>3</sup> Funds dedicated to specific projects from federal, state, regional, and other agency sources.



Artist's Rendering of Canyon Road Improvements



### Beaverton Community Vision Actions

- Beautify Entry Points and Pathways
- Improve Downtown Walkability
- Involve the Public in Traffic Solutions
- Utilize Smart-Signals
- Canyon and Farmington Traffic Improvements
- Improve Intersection Timing
- Intersection Crossing Safety
- Expand Sidewalks

### Immediate Steps: FY11-12

- Work with ODOT to move from concept-level to detail & preliminary engineering
- Complete detailed traffic analysis
- Work with ODOT to establish a Special Transportation Area
- Coordinate with stakeholders, including Freight Advisory Committee

### Next Steps: FY12-13 and Beyond

- Engage in the Aloha-Reedville planning process to ensure that the Central City is not adversely affected by plans for TV Highway corridor
- Construct Canyon Road improvements

# Civic Plan Project: Canyon Road

## Project Description

Modify the existing streetscape on Canyon Road to balance its function as a thoroughfare with that of a pedestrian-friendly boulevard. Maintain the two-lane capacity that currently exists, but improve the livability and safety for businesses, residents, and pedestrians who also use the facility. Ensure that Canyon Road reflects the context of an urban, walkable Central City. Maintain vehicle flow by slower travel speeds as a result of regular traffic signal spacing and adaptive signal systems.

Utilizing the available right-of-way, four alternative cross-sections have been developed— each with varying provisions for on-street parking, wider sidewalks, center turn lanes and synchronized traffic signals to smooth and slow traffic. As insufficient width exists on Canyon Road to accommodate a bike route, alternate streets like Broadway and Millikan will facilitate east-west bike travel.

### Estimated Funding Required FY11-12

\$160,000 Planning & Engineering Fees; \$418,000 Construction Fees

### Funding Obtained FY11-12

\$37,500 Planning & Engineering Fees; \$418,000 Construction Fees

### Future Required Funding (Estimated)

\$9.545M Engineering, Design, Construction Fees

### Future Potential Funding Sources

BURA, CIP, Grants, Local Funds, City Budget

### Total Project Cost Estimate

Approximately \$10M

### Project Completion Goal

2015

# Civic Plan Project: Beaverton's Creeks

## Project Description

The sections of Beaverton Creek that extend from Hall Boulevard to Hocken Road are a high priority area for creek restoration, creating public open spaces and paths. A clear public sector commitment to restoring and enhancing the creek will help spur private sector activity on nearby properties. The Connections Concept includes a public plaza and an esplanade, under which is a large storm-water detention cistern.

The City also needs a broad framework for public and private investments within its creek corridors. The city will engage with Clean Water Services in a creeks master plan process to define performance standards, design options, and a regulatory program for the creeks which flow through the city. The Connections concept is intended to serve as a model for that broader process, but a master plan will help bring clarity and predictability to other areas along creeks.

### Immediate Steps: FY11-12

- Develop Creek Side district plaza, trails, and water quality project details
- Apply for funding (e.g. Metro, National Endowment for the Arts, Oregon Lottery)
- Work with Metro to reallocate existing Nature in Neighborhoods Local Funds to Beaverton Creek Connections project
- Coordinate with stakeholders including nearby property owners and businesses

### Next Steps: FY12-13 and Beyond

- Acquire land and construct creek improvements, flooding management, and civic plaza in Creek Side District
- Initiate a Creeks Master Plan effort in collaboration with Clean Water Services (CWS) and update development codes upon completion

Artist's Rendering of Urban Creek Amenity



## Beaverton Community Vision Actions

- Expand Arts, Culture and Entertainment
- Public Plazas
- Improve Downtown Walkability
- Incorporate Green and Open Spaces
- Public Art
- Paths & Greenways
- Establish Beaverton Creek as an Urban Amenity
- Destination Parks and Activity Centers

### Estimated Funding Required FY11-12

\$675,000 Planning, Design, Engineering, Acquisition Fees

### Funding Obtained FY11-12

\$681,395 Planning, Design, Engineering, Acquisition Fees

### Future Required Funding (Estimated)

\$6.8M Engineering, Acquisition, Construction Fees

### Future Potential Funding Sources

BURA, CIP, Grants, Local Funds

### Total Project Cost Estimate

Approximately \$7.5M

### Project Completion Goal

2017



# Civic Plan Project: Central City Streets

## Project Description

Building better streets is important for walkability: wide sidewalks, short crossing distances at intersections, and multiple route options are necessary for people to walk safely in a city. These elements must be combined with an urban form that provides reasons to walk: places to go, things to do and other people with whom to interact. In general, the design or redesign of any street in the Central City should:

- Emphasize pedestrian elements (sidewalk width, presence of street trees and short intersection crossings).
- Create on-street parking supply (parallel or angled spaces).
- Reduce the vehicle realm (narrow travel lanes).
- Limit curb cuts to mid-block where feasible in order to maintain a more continuous sidewalk and building frontage.

### Proposed Central City Street Improvements



### Beaverton Community Vision Actions

- Sidewalk and Paths System
- Connect Downtown with Neighborhoods
- Improve Downtown Walkability
- Green Streetscapes
- Improve Intersection Timing
- Intersection Crossing Safety
- Expand Sidewalks
- Easier Transit Access
- Underground Utilities

### Immediate Steps: FY11-12

Update Transportation Plan, Engineering Design Manual, and relevant Development Code sections to align with the vision for Canyon Road and Central City street, bicycle and pedestrian improvements

### Next Steps: FY12-13 and Beyond

Plan and construct Phase 1 Street Improvements including Rose Biggi Ave extension, Westgate site access, and Westgate-Dawson re-alignments

Plan and construct Phase 2 Street Improvements: Extension of West Street north of Canyon, realignment of Millikan between Watson and Hall

Plan and construct Phase 3 Street Improvements: Crescent Way extension from Hall to 117th Avenue, Beaverdam realignment, additional north-south streets between Cedar Hill and Watson

Plan and construct Phase 4 Street Improvements: Millikan extension from East Ave to 117th Ave. Additional connectivity as needed at Fred Meyer

### Estimated Funding Required FY11-12

\$4M Planning, Design, Engineering, Construction Fees

### Funding Obtained FY11-12

\$3.97M Planning, Design, Engineering, Construction Fees

### Future Required Funding (Estimated)

\$74M Planning, Design, Engineering, Design, Acquisition, Construction Fees

### Future Potential Funding Sources

BURA, CIP, Local Funds

### Total Project Cost Estimate

Approximately \$78M

### Project Completion Goal

2030

# Civic Plan Project: Citywide Bike & Pedestrian Network

## Project Description

The greatest challenge to improving bicycle and pedestrian travel is insufficient or non-existent crossing facilities and unnecessary signal wait times (especially along Canyon, Farmington, and Allen). Bicycle routes lack wayfinding signage—akin to roads without street and directional signs—making it more difficult to understand the network and negotiate a trip across the city, particularly for newer cyclists. Additionally, access to new Central City development and transit facilities (Beaverton Transit Center and Beaverton Central) is limited due to long blocks, gaps in the bike lane and sidewalk network (especially on SW Hall and SW Cedar Hills), and a disconnected grid north of Canyon Road.

A critical strategy for encouraging broader levels of bicycling throughout Beaverton is to develop a non-arterial bike corridor network. This network would complement the existing arterial bike network using streets with low traffic volumes, commonly referred to as bicycle boulevards. It would include installation of intersection treatments at critical junctures to ensure safety and proper yielding for cyclists and pedestrians.

### Immediate Steps: FY11-12

Undertake traffic calming projects on corridors identified in Appendix 3 of the Land Use and Transportation strategy

### Next Steps: FY12-13 and Beyond

Prioritize additional identified bicycle improvements in the bicycle improvements section of the Civic Plan within appropriate codes

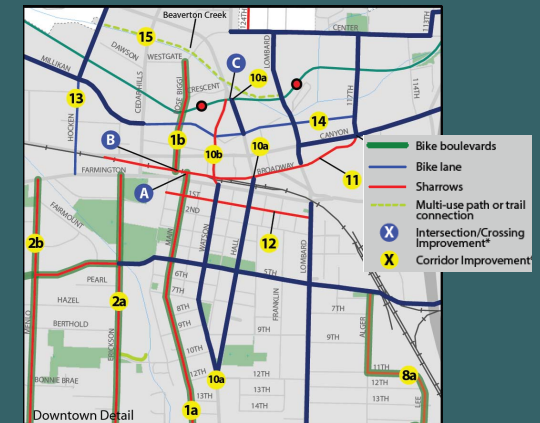
Plan and construct immediate-term, mid-term, and long-term bike facility improvements.

Develop wayfinding program concept to supplement bicycle boulevard network

Improve the quantity and quality of bicycle parking throughout the city. Consider creating free or subsidized inverted u-rack grant program for local businesses

Sponsor bike parking design competition in coordination with Beaverton Arts Commission

Future Bike Network (Central City Detail)



## Beaverton Community Vision Actions

- Sidewalk and Paths System
- Connect Downtown with Neighborhoods
- Expand Sidewalks
- Complete Bike-Pedestrian Network
- Exclusive Bike Paths
- Bike-Pedestrian Network Map
- Easier Transit Access

### Estimated Funding Required FY11-12

\$50,000 Engineering, Construction Fees

### Funding Obtained FY11-12

\$50,000 Engineering, Construction Fees

### Future Required Funding (Estimated)

\$800,000 Engineering, Construction Fees

### Future Potential Funding Sources

BURA, CIP, Local Funds

### Total Project Cost Estimate

Approximately \$850,000

### Project Completion Goal

2030

Artist's Rendering of Broadway Festival Street



### Beaverton Community Vision Actions

- Improve Downtown Walkability
- Expand Arts, Culture and Entertainment
- Create a "Look and Feel" for Downtown
- Expand Sidewalks
- Public Plazas
- Incorporate Green and Open Spaces
- Beautify Entry Points and Pathways

# Civic Plan Project: Broadway Pedestrian District

## Project Description

Create a festival street: a low-speed low-volume facility with wide sidewalks, highly visible pedestrian crossings, street furniture and even small plazas. To encourage the festival character and usage that is envisioned for Broadway Street, average speed on this street should be low—in the range of 15-20 mph. This can be achieved by allowing parking on one or both sides, by maintaining wide sidewalks, and by using curb extenders at intersections to minimize the amount of open pavement pedestrians must cross. Within such an environment, bicycle traffic should safely share the travel lanes with vehicles since the average travel speed for the two modes will be similar. Existing surface parking lots could be utilized for new infill development, and one or more parking structures would serve the district's parking needs.

### Immediate Steps: FY11-12

Identify stakeholders/ groups interested in organizing a design competition. Assist interested group with planning for funding and other technical details

### Next Steps: FY12-13 and Beyond

Work with potential partners (e.g. Main Street Program) to determine level of interest in participating in the design of a festival street

Host design competition to select design

Move from concept-level to detail & preliminary engineering

Construct the Broadway festival street improvements

Acquire land and construct a parking structure, open space, and plazas in Broadway Pedestrian district

### Estimated Funding Required FY11-12

None

### Funding Obtained FY11-12

n/a

### Future Required Funding (Estimated)

\$12.3M Planning, Design, Engineering, Acquisition, Construction

### Future Potential Funding Sources

BURA, Revenue Bonds

### Total Project Cost Estimate

Approximately \$12.3M (includes one parking structure)

### Project Completion Goal

2015

# Civic Plan Program: Central City Redevelopment

## Program Description

An urban core is the cultural and civic heart of a city, the overall health of a community also depends on the availability of housing, employment and other essential elements of community life. Current development patterns, which reserve large amounts of land for automobile parking, present opportunity for providing urban amenities such as shopping and entertainment, as well as housing and employment. Intensifying development in the Central City will help maximize existing investments in regional transit infrastructure and provide a context to better connect the community with natural amenities such as Beaverton Creek. A key to this strategy is to understand financial conditions as they pertain to development within the Central City. Construct parking structures within five of the priority pedestrian districts in the Central City.

### Immediate Steps: FY11-12

Identify high priority catalyst projects.

Create an Urban Renewal district for the center of Beaverton. Conduct informational outreach about Urban Renewal district for the center of Beaverton.

### Next Steps: FY12-13 and Beyond

Identify development opportunities where investments in infrastructure, plazas, and creek water quality projects can support desired development.

Acquire land and construct shared parking lots, open space, and plazas in pedestrian districts.

Update Development Code: allow for expedited permitting, adjust minimum parking standards, specify design criteria for gateway sites, add new pre-permitting criteria and building prototype designs, provide a low impact development toolbox.

Consider expanding geographic extent of storefront improvement program using Beaverton Urban Renewal Agency funds.

Define and create an EcoDistrict, centered on the Beaverton Round.

Initiate a strategy to work with Central City auto dealerships to relocate east of 217 on Canyon.

Artist's Rendering of Redevelopment on Canyon Road



### Beaverton Community Vision Actions

- Establish a Unique Beaverton Identity
- Establish Downtown Districts
- Create a "Look and Feel" for Downtown
- Remove Development Barriers
- Redevelopment Incentives
- Address Parking Needs
- Green Development Incentives
- Central District Redevelopment Program

### Estimated Funding Required FY11-12

\$328,000 Planning & Acquisition Fees

### Funding Obtained FY11-12

\$328,000 Planning & Acquisition Fees

### Future Required Funding (Estimated)

\$90.38M Planning, Design, Engineering, Acquisition, Construction Fees

### Future Potential Funding Sources

BURA, CIP, Local Funds, City Budget, Revenue Bonds

### Total Program Cost Estimate

Approximately \$89.5M (includes 5 parking structures)

### Program Duration Goal

2011-2030

Artist's Rendering of Housing Development on a Catalyst Site



### Beaverton Community Vision Actions

- Remove Development Barriers
- Redevelopment Incentives
- Understand Housing Needs
- Full Range of Housing Choices
- Easier Transit Access

# Civic Plan Program: Central City Housing

## Program Description

Planning for housing is critical to Beaverton’s future and will enable the city to provide housing types that will be in high demand. It is estimated that nearly 8,500 new housing units can be accommodated within Beaverton – far less than what is needed to meet growth projections. Housing forecasts show demand for thousands of new units, which will come in the form of infill development, redevelopment of existing lots and new development of Urban Reserves. Much of the expected housing units will be located in the Central City, where neighborhoods will be increasingly mixed-use and walkable. Strategies include:

- Invest in targeted capital improvements to focus housing development in the Central City and connect housing to transit
- Partner with non-profit organizations to build affordable housing and provide financial incentives to promote affordability and spur redevelopment
- Create an infill development policy and toolkit

### Immediate Steps: FY11-12

Develop an approach for concluding development of the Round

### Next Steps: FY12-13 and Beyond

Work with land owners of key opportunity and catalyst sites to demonstrate alternative ways that their properties can be redeveloped

Assist in creating demonstration projects

Create vertical housing tax credit and transit-oriented development tax exemption zones in the Central City

Identify and secure portfolio of financing resources to support desired housing and employment development

### Estimated Funding Required FY11-12

\$95,000 Planning Fees

### Funding Obtained FY11-12

\$95,000 Planning Fees

### Future Required Funding (Estimated)

\$29.9M Planning, Acquisition, Incentives Fees

### Future Potential Funding Sources

BURA, CIP, City Budget

### Total Program Cost Estimate

Approximately \$30M

### Program Duration Goal

2011-2030

# Civic Plan Program: Neighborhood Centers

## Program Description

Neighborhood mixed-use centers are located in areas with close proximity to residential areas and good transportation network connections to surrounding neighborhoods. They provide a range of services such as grocery stores, dining, convenience stores, retail, dental offices, salons, and laundromats. Depending on the location and needs of the community, the centers can either serve primarily a local neighborhood or several neighborhoods.

These centers are primarily horizontal mixed-use areas, with one- to three-stories buildings. Buildings should be placed along the sidewalk with entrances and display windows oriented towards pedestrians. Automobile parking should mostly be on the street. Any off-street parking should be shared between businesses and located on the side or to the rear of buildings.

The Civic Plan team has developed a process to help accomplish the goals of retaining and improving employment lands and helping neighborhoods envision and implement mixed use centers and other improvements.

## Immediate Steps: FY11-12

None Identified.

## Next Steps: FY12-13 and Beyond

Establish a policy supporting the creation of mixed-use neighborhood centers through a small area planning process.

Establish a policy for funding investments identified in adopted small area plans.

Conduct a pilot small area planning project for a mixed-use center with an interested neighborhood group. Use this process to review regulatory code and recommend adjustments to better support desired development.

Develop a Business Improvement District and Local Improvement District (BID/LID) program.

Create incentive program for new Transit Oriented Development.

*Future Neighborhood Centers & Their Walk Sheds*

**Beaverton Community Vision Actions**

- Establish a Unique Beaverton Identity
- Involve People in Community Decision Making
- Design Neighborhoods with Citizens
- Strengthen Neighborhood Connections
- Involve the Public in Redevelopment
- Easier Transit Access
- Balance Growth and Open Space
- Involve Neighborhoods & Private Sector in Planning

## Estimated Funding Required FY11-12

None.

## Funding Obtained FY11-12

n/a

## Future Required Funding (Estimated)

\$300,000 Planning, Incentives Fees

## Future Potential Funding Sources

City Budget

## Total Program Cost Estimate

Approximately \$300,000

## Program Duration Goal

2012-2030

*Employment Opportunity Area— Auto Dealerships*



**Beaverton Community Vision Actions**

- Involve People in Community Decision Making
- Involve Neighborhoods and Private Sector in Planning
- Central District Redevelopment Program
- Employment Opportunities for All Residents
- Remove Development Barriers
- Redevelopment Incentives

# Civic Plan Program: Employment Lands

## Program Description

The available land supply in Beaverton’s Buildable Lands Inventory is not sufficient to meet the City Council-selected forecast of 30,000 new jobs by 2030. Meeting this forecast will require:

- Increasing density of employment (within a range feasible for private development).
- Converting lower density employment uses such as older retail strip centers to higher density with redevelopment
- Redeveloping higher value sites (than currently contemplated).
- Identifying urban reserves for employment use
- Public investment to incentivize higher cost redevelopment (including possible public sector role and land assembly for job-intensive development), as in the employment lands east of 217.

**Immediate Steps: FY11-12**

Update the City's Economic Development Strategy, include determination of likely employer types, space needs, and relationship to available land supply

**Next Steps: FY12-13 and Beyond**

Develop policy to monitor the city's zoning capacity for housing and employment land

Engage with landowners, businesses, and stakeholders in the area east of Hwy 217 in a small area planning process to identify long-term vision for the employment community and identify infrastructure needs

Provide incentives such as offsetting SDC fees, building adequate infrastructure, and land assembly and clearing for business relocation

**Estimated Funding Required FY11-12**

None.

**Funding Obtained FY11-12**

n/a

**Future Required Funding (Estimated)**

\$11.75M Planning, Incentive, Acquisition Fees

**Future Potential Funding Sources**

BURA

**Total Program Cost Estimate**

Approximately \$11.75M

**Program Duration Goal**

2016-2030

# Civic Plan Program: Housing & Neighborhood Investment

## Project Description

Beaverton has a projected net deficit in housing capacity of approximately 5,000 units by 2030. A strong focus on redevelopment, infill and other programs will ensure that development can occur in the Central City and other mixed-use centers. The demand for single-family homes will also need to be satisfied. Accommodating some or a portion of the deficit in Urban Reserve 6B area would help meet single-family home demand. Developing subsidized affordable housing for households earning less than \$15K will be critical. It is equally important to encourage the market to provide additional housing options to owner and renter households earning between \$35K and \$100K annually.

The majority of Beaverton's housing stock in the future is the housing that is already built today as the city's existing housing stock will continue to provide both affordable housing and much of the city's single family options. In the near-term, rehabilitating and upgrading existing housing stock is Beaverton's best strategy.

### Immediate Steps: FY11-12

None identified

### Next Steps: FY12-13 and Beyond

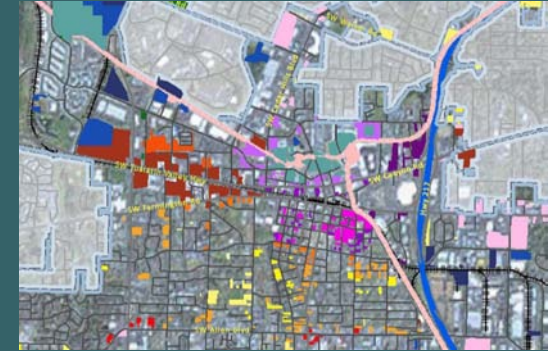
Create an EAH program & work with community employers (schools, public agencies, targeted companies) to provide housing benefits to employees

Conduct concept planning and advocate for inclusion of Urban Reserve Area 6B in UGB to help meet long-term housing and school district land needs

Designate specific geographic areas of the city to target with neighborhood investment programs. Expand the Mend-a-Home, Hope-4-Homes and Adapt-a-Home programs

Initiate or partner with regional housing advocates and organizations to develop a land trust and collaborate on leveraging financial resources for desired housing development. Target specific areas with sub-standard housing conditions, higher rates of foreclosure and economic distress

*Developable & Redevelopable Lands (Central City Detail)*



## Beaverton Community Vision Actions

- Connect Our Community Physically
- Design Neighborhoods with Citizens
- Strengthen Neighborhood Connections
- Parks Within a Half- Mile of Residents
- Understand Housing Needs
- Full Range of Housing Choices
- Beautify Exteriors and Landscaping
- Underground Utilities

### Estimated Funding Required FY11-12

None

### Funding Obtained FY11-12

n/a

### Future Required Funding (Estimated)

\$11.5M Planning, Acquisition, Incentive, Construction Fees

### Future Potential Funding Sources

BURA, CIP, City Budget

### Total Program Cost Estimate

Approximately \$11.5M

### Program Duration Goal

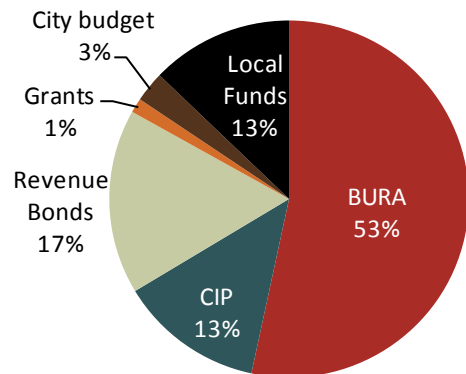
2012-2030



# Overall Funding Strategy for Project/ Program Duration

Project/ Program	BURA <sup>1</sup>	CIP FY 11/12	CIP— Future	Grants <sup>2</sup>	Local Funds <sup>3</sup> FY 11/12	Local Funds- Future	City Budget FY 11/12	City Budget- Future	Revenue Bonds	TOTAL
Canyon Road	\$7,700,000	\$42,920	\$382,000	\$1,500,000	\$375,080	\$0	\$37,500	\$829,637	\$0	\$10,867,137
Beaverton's Creeks	\$4,100,000	\$200,000	\$1,200,000	\$1,518,605	\$481,395	\$0	\$0	\$0	\$0	\$7,500,000
Central City Street Improvements	\$20,800,000	\$838,274	\$24,786,153	\$0	\$3,133,317	\$28,442,256	\$0	\$0	\$0	\$78,000,000
Citywide Bike Improvements	\$500,000	\$136,513	\$27,080	\$0	\$0	\$186,408	\$0	\$0	\$0	\$850,001
Broadway Pedestrian District	\$5,500,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$6,800,000	\$12,300,000
Central City Redevelopment	\$52,000,000	\$203,000	\$0	\$0	\$0	\$0	\$125,000	\$2,875,000	\$35,500,000	\$90,703,000
Central City Housing	\$28,080,000	\$0	\$231,344	\$0	\$0	\$0	\$95,000	\$1,593,656	\$0	\$30,000,000
Neighborhood Centers	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$300,000	\$0	\$300,000
Employment Lands	\$11,760,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$11,760,000
Neighborhood Investment	\$5,000,000	\$0	\$5,000,000	\$300,000	\$0	\$0	\$0	\$1,140,000	\$0	\$11,440,000
<b>Totals</b>	<b>\$135,440,000</b>	<b>\$1,420,707</b>	<b>\$31,626,577</b>	<b>\$3,318,605</b>	<b>\$3,989,792</b>	<b>\$28,628,664</b>	<b>\$257,500</b>	<b>\$6,738,293</b>	<b>\$42,300,000</b>	<b>\$253,720,138</b>

## Civic Plan Project and Program Funding



## Prioritization

The prioritized immediate and next steps of the Civic Plan projects and programs identified in these project sheets represent practical and implementable solutions that will be most crucial for the city to pursue in the very near term. The immediate steps reflect the following criteria:

- initiatives that have had strong resonance with the community
- initiatives that are achievable in the short term and can have an immediate impact
- initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments
- initiatives that can leverage potential financing resources (i.e. external grants)

Opportunities to implement Civic Plan initiatives may appear when they are least expected, and these funding strategies, implementation steps, and timelines are intended to be flexible to take advantage of these opportunities as they arise.

<sup>1</sup> Assumes Urban Renewal plan and district adopted by voters in November, 2011.

<sup>2</sup> Includes federal, state and regional grants for which specific Civic Plan projects have been identified as “eligible”, but for which a grant application has not yet been submitted.

<sup>3</sup> Funds dedicated to specific projects from federal, state, regional, and other agency sources.

Agenda Item Number 4.0

**2011 LEGISLATIVE SESSION REPORT**

Metro Council Work Session  
Tuesday, August 2, 2011  
Metro Council Chambers

## METRO COUNCIL

### Work Session Worksheet

Presentation Date: August 2, 2011 Time: 2:00 pm Length: 20 minutes

Presentation Title: 2011 Legislative Session Report

Department: Government Affairs and Policy Development

Presenters: Randy Tucker

### ISSUE & BACKGROUND

This work session includes the following discussion items:

- A report on outcomes from the 2011 Oregon legislative session (see July 7 memo included in this packet for a summary).
- A discussion of next steps to follow up the session and potential legislative items for the February 2012 legislative session, with the understanding that legislative rules severely limit the opportunities to introduce bills in the short even-year session.

### OPTIONS AVAILABLE

Council may wish to recommend specific actions in response to 2011 legislative outcomes or discuss specific legislative concepts for 2012.

### IMPLICATIONS AND SUGGESTIONS

### QUESTION(S) PRESENTED FOR CONSIDERATION

No specific Council actions are required at this time. It is anticipated that the Council may formally adopt a legislative agenda for the 2012 session in late 2011 or early 2012.

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION**  Yes  No  
**DRAFT IS ATTACHED**  Yes  No

**DATE:** July 7, 2011  
**TO:** Metro Council  
**FROM:** Randy Tucker, Legislative Affairs Manager  
**RE:** Report on 2011 Legislative Session

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**Background:** As you will recall, last winter you adopted Resolutions 11-4223, which came from JPACT and established the region's transportation agenda for the 2011 legislative session, and 11-4233, which established the Metro Council's overall legislative agenda.

While these agendas included some significant proposals, several of these proposals were somewhat aspirational and others were not quite "ready for prime time"; for the most part, the agendas reflected relatively limited ambitions. Among the reasons:

- a) The 2007 and 2009 Legislatures passed major pieces of legislation affecting Metro and the Portland region that are still being implemented (urban and rural reserves in SB 1011 in 2007, a major transportation funding package in HB 2001 in 2009).
- b) The economic crisis that began in 2008 continued to acutely affect Oregonians. The effect of the "Great Recession" on the state budget was felt more fully this session as the stream of federal stimulus dollars dried up.
- c) The 2010 elections dramatically changed the political dynamics in the Capitol. Whereas Democrats had supermajorities in both houses in 2009, they held on to the Senate by a razor-thin 16-14 margin, and for the first time in Oregon history, the House was evenly divided between Republicans and Democrats. The even partisan split slowed down or derailed a lot of legislation since either party had effective veto power over any given bill.

The top priority on Metro's 2011 agenda, relating to "investing in our communities," fell into the "aspirational" category, though one piece of legislation seemed to have legs for a while (see SB 752, below). Before the session, I worked with Andy Shaw and Alison Kean Campbell to develop several legislative concepts that would have provided the region some tools with which to invest in the public structures necessary to support sustainable, livable, economically vibrant communities. However, the lack of common understanding among some of our regional partners, along with the fact that the Community Investment Initiative Leadership Council had not yet begun to meet, suggested that it was too soon to pursue anything specific related to broad new funding authority or tools.

**Outcomes:** As noted above, we did introduce one narrower piece of legislation (SB 752) that would have authorized a new tool specifically for funding the operation and maintenance of natural areas, trails, and regional parks. As you know, this bill was derailed when it became apparent that there was no consensus here in the region to move forward at this time.

From Metro's perspective, here were a few of the other highlights and lowlights of the session:

- Passage of SB 48, our bill that eliminates Metro's jurisdiction over boundary changes of service districts whose responsibilities are unrelated to Metro's mission.
- Passage of HB 3225, which allows a county to take an exception to develop a transportation facility in an urban reserve designated under SB 1011.

- The return of legislation (the so-called “50%” bills, HB 2339 and HB 2871) aimed at placing restrictions on the reserves process (neither bill came out of committee).
- HB 3438, the failed attempt to eviscerate Metro’s planning authority.
- The surprising attack on the Drive Less, Save More program, which resulted in \$500,000 being diverted from transportation demand management to elderly and disabled transportation. (The specific impacts on the Drive Less Save More program remain uncertain; the question is whether the cut will be applied across the board or only with respect to the expansion of the program outside the Portland region.)
- The passage of improvements to the Bottle Bill (HB 3145) and the failure of efforts to address mercury-containing fluorescent lights and plastic grocery bags (SB 529, SB 536).
- Our effort to move legislation (SB 981) creating a process for the disposition of abandoned burial spaces, which was too late for this session but built a foundation for the future, as well as the beginnings of a supportive coalition.
- Passage of SB 669, which clarifies the authority of Metro’s visitor venues to support events with sponsorships from businesses that produce and sell beer, wine and distilled spirits.
- The failure of efforts to lift the requirement that 70% of new transient lodging taxes be dedicated to tourism promotion.
- Major changes to the Business Energy Tax Credit that will phase out most transportation-related tax credits and end Metro’s ability to use the BETC to support our vanpool program.
- The failure of SB 41, the Attorney General’s effort to reform Oregon’s public records laws.
- The failure of HB 3415, which would have imposed a fee of .1% on all public improvement contracts (including, for example, the zoo bond projects) to support audits conducted by the Secretary of State.

More legislative outcomes can be found in the attached exhibits from Resolutions 11-4223 and 11-4233, which I have annotated with bill numbers and results on each topic. (Please note that most of the bills mentioned in the bullets above were NOT part of your or JPACT’s original legislative agendas.)

**A couple of procedural notes:** Since arriving at Metro, I have relied on a cadre of staff colleagues I call my “legislative operatives.” Once again, that system served me well. I especially want to thank Scott Klag, Justin Patterson, Dick Benner and Stephanie Soden for their responsiveness this session. Alison Kean Campbell is not one of my official operatives, but spent a significant amount of time working with me on SB 41. Many others helped out in various ways.

For the third consecutive session, I consulted on at least a weekly basis with my legislative liaison on the Council, Councilor Hosticka. This enabled me to bring policy questions that arose during the session to the Council as appropriate and to keep you apprised of events in Salem through Councilor Hosticka’s reports in your work sessions. This arrangement worked well for me, and I hope it worked well for you.

**METRO COUNCIL LEGISLATIVE PRIORITIES**  
**2011 Legislative Session [updated with session outcomes]**



➤ [indicates legislation that may be initiated by Metro]

**TOP PRIORITY ITEMS**

➤ **Investing in our communities:** Seek authorization necessary for the region to fund targeted investments in infrastructure to create jobs, accommodate our growing population, build livable communities, and protect environmental quality. *[SB 752 did not pass due to lack of regional consensus.]*

**OTHER ITEMS, BY ISSUE AREA**

**Transportation Finance and Policy**

- **Funding for non-motorized transportation:** Provide a second round of state funding for Urban Trail Fund to support bicycle and pedestrian facilities outside the road right-of-way (trails, paths, bicycle highways, etc.). *[No new funding provided.]*
- **Regional transportation agenda:** Support the transportation policy and funding agenda unanimously adopted by the Portland region's Joint Policy Advisory Committee on Transportation *[see attached specific proposals and session outcomes]*. That agenda is focused on three over-arching principles:
  - Support jobs and economic recovery through the creation and efficient operation of a robust transportation system.
  - Preserve and expand local options so local governments have the flexibility to build, operate and fund transportation systems that support prosperity, livability and sustainability.
  - Support multimodal investment by continuing the state's lottery-backed program of investment in multimodal projects that support freight mobility and transit; identifying new, ongoing state funding to support transit, pedestrian, and bicycle facilities; and making a financial commitment to high speed rail project development.

**Land Use/Community Development**

- **Jobs and economic recovery:** Support efforts to make land inside the urban growth boundary available for development and job creation through infrastructure investment, brownfield cleanup, land aggregation, and other means. *[SB 766 passed, establishing a streamlined permitting process for key industrial projects and a designation process for Regionally Significant Industrial Areas. HB 3325 passed; its intent is to foster brownfield redevelopment by improving protections from claims related to historical contamination for prospective purchasers of contaminated property who enter into agreements with DEQ.]*
- **Multiple unit housing tax exemption:** Support legislation to extend sunset on authorization for local governments to use this tax exemption. *[SB 322 passed, extending the sunset on this program by ten years to 2022, and clarifying that the tax exemption may apply to the commercial portion of a mixed use project.]*

## Resource Conservation and Recycling:

- **Product stewardship for mercury-containing fluorescent lights:** Support creation of system for collection and recycling of fluorescent bulbs based on producer responsibility. *[SB 529 did not pass; an interim work group is anticipated.]*
- **Plastic bags:** Support legislation banning single-use plastic checkout bags. *[SB 536 did not pass.]*
- **Bottle bill:** Support modernization of bottle bill to cover beverage containers not currently covered and other changes to achieve objectives of increasing recycling and reducing litter. *[HB 3145 passed, expanding the list of covered beverages no later than 2018 and providing for an increased deposit if redemptions fall below 80%, but no sooner than 2016.]*
- **Toxics:** Support legislation establishing a state toxics reduction strategy *[HB 3257 failed]*; expanding the use of integrated pest management by state agencies *[HB 2188 failed]*; and banning the use of Bisphenol-A in food and beverage containers intended for children *[HB 3258, SB 695, HB 3689 all failed]*.
- **Energy efficiency:** Support policy and financing solutions for clean energy and energy efficiency. *[HB 3672 passed, enacting a major overhaul of the Business Energy Tax Credit.]*

## Smart Government

- **Boundary changes:** Eliminate requirement that Metro regulate boundary changes of service districts whose functions are unrelated to Metro's responsibilities *[SB 48 passed]*.
- **Efficient government:** Maintain or enhance local control related to public retirement and benefit costs. *[Efforts to make changes to the PERS pickup failed.]*
- **Confidentiality of draft audits:** Support legislation to clarify public records law to specify that while "final audit reports" are public, "draft audit reports" (still subject to change) are not releasable until the final audit report is issued *[HB 2247 passed]*.

**2011 Regional Transportation Agenda:  
Specific recommendations, updated with session outcomes**

HB 2001 – Defend against any efforts to modify in ways that reverse policy direction or reduce funding or authority for the Portland region or its local governments.

*No significant efforts to reverse the policy direction established by HB 2001. SB 128 eliminated HB 2001's congestion pricing pilot program. The original champion of that program, Sen. Bruce Starr, criticized the management of the pilot program and said it was not going in a direction that was likely to fulfill his original hopes for it. However, the program probably was not originally designed and funded in a way that would have allowed it to achieve a larger vision.*

Columbia River Crossing – Support state funding approach that recognizes statewide importance of this project.

*HJR 22, urging the federal government to fund the CRC, became a bit of a political football and died in the House Revenue Committee.*

ConnectOregon 4 – Support a fourth round of ConnectOregon funding. [HB 2166, HB 2626]

*A fourth round of ConnectOregon funding was approved in the lottery bill, HB 5036. While the first three rounds of ConnectOregon each authorized \$100 million in lottery bonds for multimodal projects, the program this year was pared back to \$40 million.*

Mileage-based fee – Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax. [HB 2328]

*HB 2328 did not pass but conversations continue and the bill could come up in 2012. It required owners of electric or plug-in hybrid vehicles, beginning with the 2016 model year, to pay either 0.85 cents per mile or a flat fee of \$300 to offset gas taxes not paid. In 2018 the per-mile rate rose to 1.56 cents and the flat fee option was eliminated.*

High-speed rail – Support continued development of high-speed rail. Establish a transparent and accountable decision making process that includes regional representation.

*No action.*

Transportation Planning Rule – Support rulemaking to remove barriers to implementation of the 2040 Growth Concept.

*SB 795 went through several iterations but ended up merely directing ODOT and DLCD to revisit the TPR, which they are already doing, "to better balance economic development and the efficiency of urban development with consideration of development of the transportation infrastructure."*

Access management – Support an approach to access management that (a) better balances traffic operations with community and economic development by developing standards that work in an urban environment; (b) improves safety for all modes, including biking and walking, on urban arterials; and (c) embraces the participation of key stakeholders.

*SB 264 passed. Among its provisions, it revises state access management standards so as to (a) weaken the state's authority to manage access to lower speed, lower traffic, and lower classification state roadways; (b) restrict ODOT's use of physical medians for access management or safety at new access points; and (c) establish additional access flexibility for infill development. The*



*bill also requires any jurisdictional transfer to a city or county to include provisions to ensure freight movement is not restricted, “unless the Oregon Transportation Commission, in consultation with the freight industry and the [city or county], concludes that the restriction is necessary for the safety of the highway users.”*

High-capacity transit – Support state funding to match regional contributions to Southwest Corridor and Lake Oswego Streetcar projects.

*No dollars allocated this session.*

Dedicated transit funding – Support efforts to identify dedicated funding for public transit. [HB 2582]

*Nothing happened, though conversations continue related to the senior medical deduction.*

Active transportation – Continue investment of state transportation funds to bicycle and pedestrian facilities outside the road right-of-way by allocating \$2 million to Urban Trail Fund to be distributed through a competitive process.

*No dollars allocated.*

Recreational immunity – Extend legal immunity to property owners who allow the use of trails on their land for transportation purposes.

*HB 2865 passed. The bill originally applied only to cities larger than 500,000 (i.e., Portland), but was amended to allow smaller cities to opt in.*

Low-speed greenways – Authorize local governments to facilitate safer walking and cycling by reducing speed limits on low-volume, low-speed neighborhood streets.

*HB 3150 passed.*

Climate – Monitor, and support as appropriate, legislation related to the Oregon Sustainable Transportation Initiative, proposals of the Oregon Global Warming Commission related to transportation, and other statewide efforts.

*No significant legislation.*

Business Energy Tax Credit – Oppose efforts to reduce or curtail use of the BETC for transportation-related conservation measures.

*This program underwent a major overhaul in HB 3672; the new program ramps down and then phases out all transportation-related tax credits by 1/1/16 except those related to “alternative fuel vehicle infrastructure.”*

Materials following this page were distributed at the meeting.

# Metro | Agenda

Meeting: Metro Council  
Date: Thursday, August 4, 2011  
Time: 2 p.m.  
Place: Metro Council Chambers

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## CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS
2. CITIZEN COMMUNICATIONS
3. ADMINISTRATION OF LARGE CONTRACTS AUDIT Flynn
4. BROWNFIELD TASK FORCE RECOGNITION Bateschell
5. CONSENT AGENDA
- 5.1 Consideration of the Minutes for July 14, 2011
- 5.2 **Resolution No. 11-4278**, For the Purpose of Creating and Appointing Members of the SW Corridor Plan Steering Committee.
- 5.3 **Resolution No. 11-4281**, For the Purpose of Confirming the Appointment of Members to the Oregon Zoo Bond Citizens' Oversight Committee.
- 5.4 **Resolution No. 11-4282**, For the Purpose of Establishing Additional One Percent for Art Program Guidelines for Oregon Zoo Ballot Measure 26-96 Construction Projects.
- 5.5 **Resolution No. 11-4283**, For the Purpose of Eliminating the Proposed Hippopotamus Exhibit Improvements from the Metro Council's Recommended List of Projects to be Funded by Metro Ballot Measure 26-29.
6. ORDINANCES - FIRST READING
- 6.1 **Ordinance No. 11-1263**, For the Purpose of Amending the FY 2011-12 Budget and Appropriations Schedule to Remodel Metro Regional Center to Accommodate the Consolidation of MERC and Metro Business Services and Declaring an Emergency.
7. CHIEF OPERATING OFFICER COMMUNICATION
8. COUNCILOR COMMUNICATION

## ADJOURN

**Television schedule for August 4, 2011 Metro Council meeting**

<p><b>Clackamas, Multnomah and Washington counties, and Vancouver, WA</b>  Channel 11 – Community Access Network  <i>Web site:</i> <a href="http://www.tvctv.org">www.tvctv.org</a>  <i>Ph:</i> 503-629-8534  <i>Date:</i> 2 p.m. Thursday, August 4 (Live)</p>	<p><b>Portland</b>  Channel 11 – Portland Community Media  <i>Web site:</i> <a href="http://www.pcmtv.org">www.pcmtv.org</a>  <i>Ph:</i> 503-288-1515  <i>Date:</i> 8:30 p.m. Sunday, August 7  <i>Date:</i> 2 p.m. Monday, August 8</p>
<p><b>Gresham</b>  Channel 30 - MCTV  <i>Web site:</i> <a href="http://www.metroeast.org">www.metroeast.org</a>  <i>Ph:</i> 503-491-7636  <i>Date:</i> 2 p.m. Monday, August 8</p>	<p><b>Washington County</b>  Channel 30– TVC TV  <i>Web site:</i> <a href="http://www.tvctv.org">www.tvctv.org</a>  <i>Ph:</i> 503-629-8534  <i>Date:</i> 11 p.m. Saturday, August 6  <i>Date:</i> 11 p.m. Sunday, August 7  <i>Date:</i> 6 a.m. Tuesday, August 9  <i>Date:</i> 4 p.m. Wednesday, August 10</p>
<p><b>Oregon City, Gladstone</b>  Channel 28 – Willamette Falls Television  <i>Web site:</i> <a href="http://www.wftvmedia.org/">http://www.wftvmedia.org/</a>  <i>Ph:</i> 503-650-0275  Call or visit web site for program times.</p>	<p><b>West Linn</b>  Channel 30 – Willamette Falls Television  <i>Web site:</i> <a href="http://www.wftvmedia.org/">http://www.wftvmedia.org/</a>  <i>Ph:</i> 503-650-0275  Call or visit web site for program times.</p>

**PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times.**

Agenda items may not be considered in the exact order. For questions about the agenda, call the Metro Council Office at 503-797-1540. Public hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be included in the decision record. Documents can be submitted by e-mail, fax or mail or in person to the Clerk of the Council. For additional information about testifying before the Metro Council please go to the Metro web site [www.oregonmetro.gov](http://www.oregonmetro.gov) and click on public comment opportunities. For assistance per the American Disabilities Act (ADA), dial TDD 503-797-1804 or 503-797-1540 (Council Office).

where Beaverton's transformation takes root

# Beaverton's Civic Plan

*growing together*



## Central City Strategy

*Adopted by Beaverton City City Council  
Resolution No. 4067  
April 12, 2011*



# ACKNOWLEDGEMENTS

The City of Beaverton gratefully acknowledges the many people who assisted with these strategies:

## *Contributors*

Alan Rappleyea, City Attorney	Jayne Scott, Executive Director, Beaverton Arts Commission
Alma Flores, Economic Development Manager	Jeff Salvon, Associate Planner
Andrea Lindberg, CDBG\HOME Project Coordinator	Jennifer Johnson, Library Volunteer Services Manager
Anjanette Simon, Associate Planner	Jerry Allen, Assistant Director General Services
Barbara Fryer, Senior Planner	Jim Duggan, Senior Site Development Engineer
Barbara Huson, Human Resources Business Partner	Jim Rauh, Community Business Relations Liaison
Bill Kirby, Assistant City Attorney	John Osterberg, Senior Planner
Brad Roast, Building Official	Kathy Gaona, Accounting Specialist
Cassera Phipps, Planning Technician	Leigh Crabtree, Associate Planner
Cindy Tatham, Sustainability Program Coordinator	Liz Jones, Associate Planner
Deborah Martisak, Public Works Project Manager	Margaret Middleton, Principal Transportation Planner
Don Gustafson, Senior Transportation Planner	Mark Boguslawski, Project Engineer
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Gary Brentano, Economic & Capital Development Director	Steve Brennan, Public Works Landscape Manager
George Fetzer, Code Compliance Program Manager	Steve Thompson, Business Development Manager
Holly Thompson, Visioning Program Manager	Steven Sparks, Principal Planner
Jabra Khasho, Transportation Engineer	Terry Merritt, Deputy Police Chief
Jana Fox, Assistant Planner	Terry Priest, Storm, Sewer, Street Project Manager
Jason Wachs, Neighborhood Program Coordinator	Tyler Ryerson, Senior Planner

## *Coordinators*

Don Mazziotti, Community Development Director  
Laura Kelly, Civic Plan Project Manager

## *Civic Plan Steering Committee*

Scott Winter, *Chair*  
Ray Bowman   William Johnson  
Mark Fagin   Dan Maks  
Mark Fryburg   Marc San Soucie  
David Harrison   John Somoza  
Michael Heart   Diana Sullivan

## *Consultant Team*

Fregonese Associates   ZGF   ECONorthwest  
Kittelson & Associates   Nelson\Nygaard  
Metropolitan Group   DHM   FW Focus  
Winzler & Kelly   Bosch Slabbers   William Fulton

# BEAVERTON CENTRAL CITY STRATEGY TABLE OF CONTENTS



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# OVERVIEW: BEAVERTON'S CENTRAL CITY

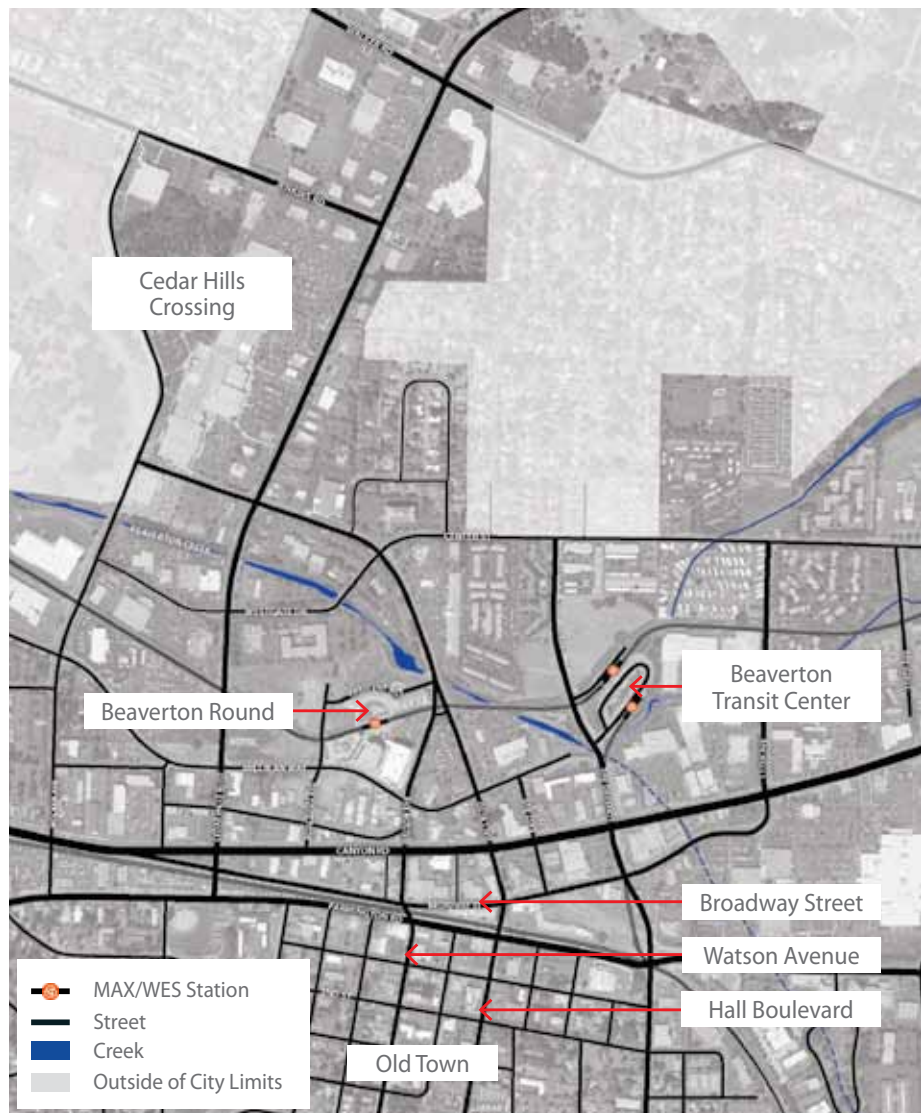
## WHERE IS DOWNTOWN?

A perennial question in Beaverton is, “Where is the downtown?” The multi-year Beaverton Community Visioning process, which engaged thousands of residents on a variety of citywide issues, stated a goal of creating a vibrant downtown in Beaverton. Today, Beaverton’s downtown is hard to pinpoint.

### SIGNIFICANT DESTINATIONS WITHIN THE CENTRAL CITY INCLUDE:

- Beaverton Round, which offers some development oriented around the transit station, but is currently unfinished.
- Beaverton Transit Center, which offers a convergence to transit services, but little urban form or street connectivity.
- Broadway Street, which has sidewalk-oriented retail, but which lacks the vibrancy of many Main Streets.
- Hall Boulevard and Watson Avenue, which have some sidewalk-oriented buildings, but offer poor pedestrian amenities and retail.
- Old Town, south of the railroad tracks, which offers a solid grid and some good buildings, but no concentration of activity.
- Cedar Hills Crossing, which offers great retail vitality but an exclusively auto-oriented pattern.

FIGURE 1: CENTRAL CITY AREA





All of these disparate elements, however, are actually close to one another. It's less than half a mile—a 10 minute walk—from Beaverton Transit Center to City Hall, from Beaverton Central to the Library, or from Beaverton Central to Cedar Hills Crossing. And yet, all of these trips seem impossibly long to walk, mainly due to large parking lots, narrow and sometimes disconnected sidewalks, and major obstacles, like Canyon Road. Even the distance from Cedar Hills Crossing to the Library is only three quarters of a mile, or a 15 minute walk. Each of these places is located between Hocken Road to the west and Highway 217 to the east. The Beaverton City Library represents a natural destination at the southern end of the Central City, and Walker Road, where the city's boundary ends, is a natural northern border.

A solution to this identity crisis is to move away from the notion of *downtown*, and instead think in terms of a Central City, which includes all of these places. The challenge then becomes finding a way to stitch each area together and connect places that in reality are very close together, but today seem very far apart.

This document, the Central City Strategy, provides a framework for this new understanding of Beaverton's core. It presents the major challenges to forging an identifiable and functional Central City, identifies opportunities to address those challenges, and lays out the initial steps and long-term strategies for making change happen.

The vision for the Central City and the recommended strategies to begin making it a reality are based on the hard work and cooperation of Beaverton residents, stakeholders, the Civic Plan Steering Committee, Planning Commission, and the City Council. Implementing these ideas will depend on a similar commitment and collaborative approach to decision-making and applying the resources needed to take these practical steps.

### MAJOR THEMES

- Making it an easier place for pedestrians, bicyclists, and motorists to get to and around the Central City
- Creating a system of small parks, plazas, and open spaces throughout the Central City and beginning to reorient people and development toward an improved creek system
- Encouraging and incentivizing new housing, employment, and other development, in order to bring liveliness and activity to the Central City through code adjustments, shared parking strategies, and catalytic development projects.

# SECTION ONE: CENTRAL CITY TRANSPORTATION

## IMPROVING WALKABILITY, CONNECTIVITY AND STREET LIFE

One of Beaverton's principal near-term priorities is to enhance the pedestrian environment north of and along Canyon Road, in order to better link those areas with Old Town. Building better streets is important for walkability: wide sidewalks, short crossing distances at intersections, and multiple route options are necessary for people to walk safely in a city. These elements must be combined with an urban form that provides reasons to walk: places to go, things to do and other people with whom to interact. This is about restoring a balance for those in vehicles and those on foot or bicycle.

*The essential question is how can Beaverton begin to transform those areas around and north of Canyon into more walkable and lively places?*

## WALKING IN THE CENTRAL CITY TODAY

Despite activities and destinations and an attractive walking environment in Old Town, pedestrian volumes are generally low in the Central City because it is unsafe or unpleasant to walk or cross key streets—particularly Canyon Road and Farmington Road. Pedestrian challenges make it difficult to take advantage of the excellent regional transit service provided in the Central City.



Enhancing the north-south crossings in the Central City would increase pedestrian traffic and facilitate safe and pleasant access to Beaverton's regional transit connections.

## BEAVERTON'S CURRENT PEDESTRIAN ENVIRONMENT

### STRENGTHS

- The walking environment in Old Town provides connections between civic institutions and destinations.
- The grid street system south of Farmington Road provides a highly connected, comfortable walking environment; unfortunately, the grid breaks down at Farmington due in large part to the very limited rail crossings opportunities.
- Broadway offers a “main street” retail environment that complements the Central City, but is difficult to access by foot from the north or south.
- Transit stations north of Canyon provide regional rail and bus connectivity, with mixed-use development around Beaverton Central MAX Station. Improved walking and bicycling connections could catalyze unrealized potential at the Round.
- Residential streets typically have sidewalks, traffic calming and safety features, particularly along routes to schools, including curb extensions, distinctive crosswalks and speed bumps.



Important elements of a downtown where people can both live and work are grocery and drug stores, and other shops that provide for day-to-day needs. Ensuring that these uses are both proximate to housing accessible on foot will make it easy for residents to do at least some of their shopping without using a car. Some grocers, such as New Seasons, Zupans, and Safeway have adopted smaller format stores, sometimes combined with housing, to meet these needs.



South of Farmington, the Central City walking environment includes a strong street grid and attractive pedestrian amenities.



Beaverton's green street treatment on SW 7th Street manages stormwater runoff.

## CHALLENGES

In contrast to the walking environment in Old Town, there are a number of barriers affecting the areas north of Farmington Road.

- High traffic speeds and narrow sidewalks along arterials discourage walking. Many streets were designed for the automobile, before Beaverton became the important urban center that it is today. The width and configuration of many of the City’s roadways do not allow for safe buffers—such as on-street parking or street trees—that separate pedestrians from motor vehicle traffic.
- Major transportation corridors act as barriers separating the north and south parts of Beaverton’s Central City. Long mainline traffic signal phases along SW Canyon, SW Farmington, and TV Highway and long distances between crossings of these corridors, along with railroad tracks, make it difficult to conveniently walk north and south.
- Long blocks are less friendly for walking as they require more circuitous travel to access destinations.
- Street connectivity is lacking outside of Old Town. A network of well-connected streets would provide the most efficient travel for walking and is particularly important for getting to bus stops, MAX stations and the WES Station. Notwithstanding pedestrian cut-throughs on some cul-de-sac streets, disconnected street patterns lead to less direct and longer walking trips.



Major arterials such as Canyon Road and railroad tracks through the Central City are pedestrian barriers.

## KEY OPPORTUNITIES

- Improve pedestrian access to and from transit stations and mixed use districts (e.g., Broadway and the Round)
- Improve the east-west streets north of Canyon Road to provide connections between activity centers on low-speed and low-traffic streets
- Enhance pedestrian safety and priority by managing the timing of traffic signals

## BICYCLING IN BEAVERTON

In addition to the pedestrian environment, Beaverton's Central City should be a place that is easy to get to, through, and around via bicycle. In general, Beaverton has a relatively well-developed bicycle network compared to suburban cities of its size. Since 2003, Beaverton has been recognized as a Bronze-level Bicycle Friendly Community by the League of American Bicyclists. This designation has been renewed through 2011 resulting from continued development of bicycle facilities and implementation of Safe Routes to School programs aimed at improving bicycle access to school for local children. Although only 1.9% of residents' commute trips are by bicycle,<sup>1</sup> outreach completed for this project shows that 37% of residents are interested in bicycling regularly for transportation, while 43% would like to bike occasionally in the future. Providing bicycle facilities for a wide range of bicycling skill levels is an important step toward encouraging widespread bicycle use.<sup>2</sup>



### BARRIERS TO BICYCLING IN BEAVERTON

- Crossing major transportation corridors: examples include railroad tracks north of Farmington, Hwy 217, Tualatin Valley Hwy, SW Farmington Road, and SW Allen Boulevard. Long signal phases at these intersections are problematic as well.
- Disconnected grid: despite some efforts to fuse the grid with bicycle and pedestrian cut-through paths, the loop-and-lollipop form of Beaverton's neighborhoods forces cyclists to use roadways with unsafe and uncomfortable conditions for bicycle travel.
- Bike lane gaps: where cyclists are forced to mix with automobile traffic (e.g., SW Hall in the Central City and north of SW Allen), in most cases without signage to alert motorists that bicycles will be sharing a travel lane.
- Lack of low volume bike routes: bicycle facilities primarily focus on major traffic streets.
- Lack of wayfinding signage: signage that improves network legibility, especially along neighborhood routes, would greatly improve the bicycling experience.
- Lack of bicycle parking: requires accessible and visible short- and long-term parking options.

### TOP PRIORITIES FOR BICYCLE NETWORK DEVELOPMENT

- Develop a comprehensive wayfinding signage system that improves network legibility by connecting cyclists to major destinations and other bicycle facilities.
- Develop an east-west bike corridor in the Central City using Millikan Way and Broadway as priority bike streets. This will offer a more attractive alternative to striping bike lanes on Canyon once it is reconstructed. An additional benefit of developing bike facilities parallel to Canyon is improved business access with on-street parking, wider sidewalks, and curb extensions at select intersections.
- Implement low-cost solutions using bicycle boulevard treatments and focus investments on low-volume, low-speed neighborhood streets.
- Improve the quantity and quality of bicycle parking throughout the city—especially within the Central City (see Land Use and Transportation Strategy Appendix for more details).

<sup>1</sup> 2009 American Community Survey, 1-Year Estimates.

<sup>2</sup> A more detailed discussion of bicycling-related issues and is located in the Land Use and Transportation Strategy.



## ROADWAY IMPROVEMENTS AND NEW CONNECTIONS

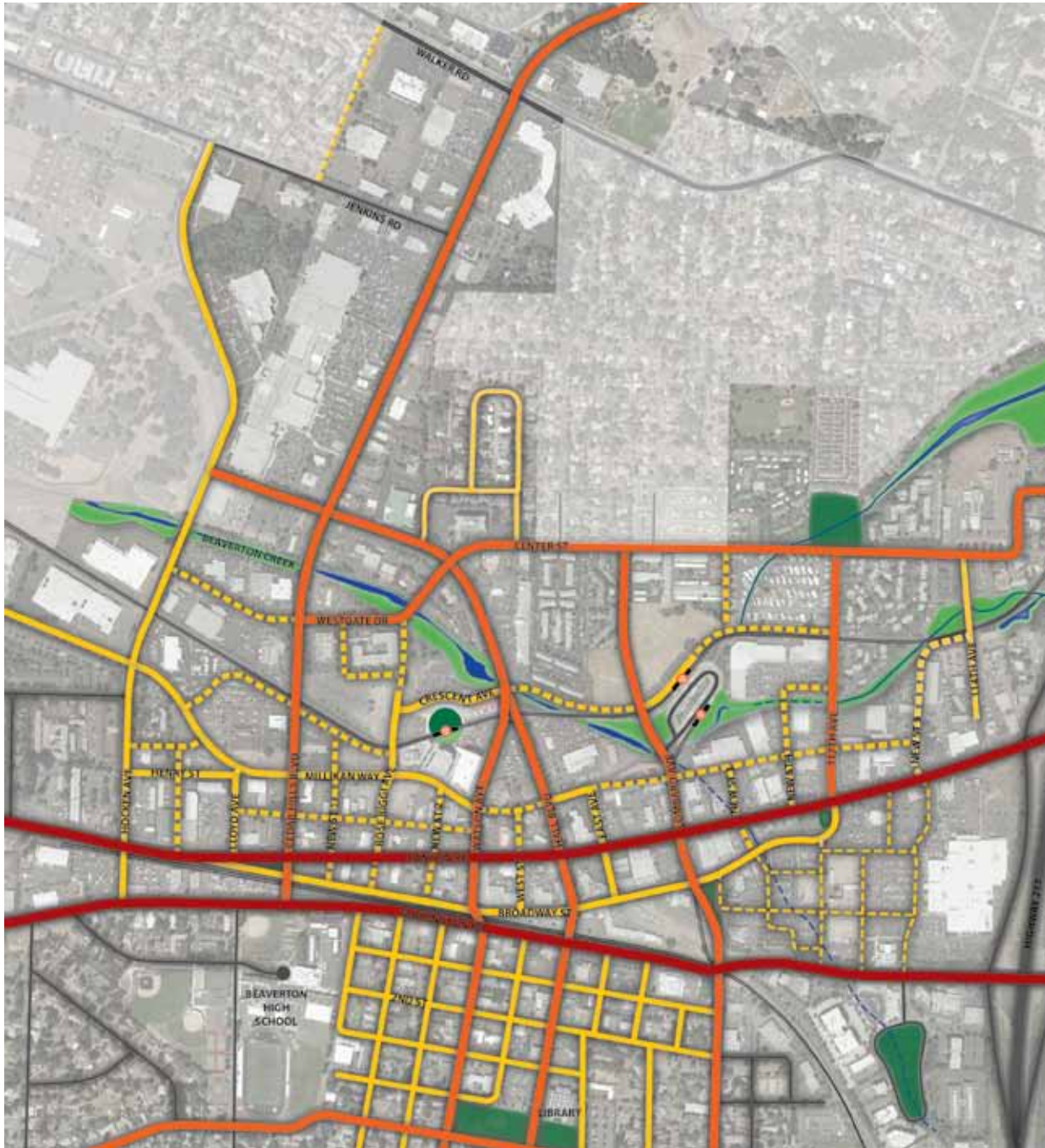
To support the overall vision for Beaverton's Central City, the project team recommends a limited number of roadway improvements and new roadway connections. The resulting street hierarchy is depicted in Figure 2. The three street types are intended to guide street planning and design: urban boulevard, main street, and neighborhood streets. Each takes into account the needs of automobile users, but seeks to balance them with pedestrian, bicycle, and transit users.

*In general, the design or redesign of any street in the Central City should:*

- Emphasize pedestrian elements (sidewalk width, presence of street trees and short intersection crossings).
- Create on-street parking supply (parallel or angled spaces).
- Reduce the vehicle realm (narrow travel lanes).
- Limit curb cuts to mid-block where feasible in order to maintain a more continuous sidewalk and building frontage.

The City should also develop cross-section design guidelines to ensure that future and improved Central City streets make the most of the pedestrian realm. Sample guidelines include Metro's *Creating Livable Streets*, which provides a discussion of many street design elements, such as street furniture, trees, and recommended widths and clearances. A street design process that considers these elements, given existing or potential rights of way, and prioritizes the pedestrian realm will help ensure that Central City supports a more walkable street life.

FIGURE 2: PROPOSED CENTRAL CITY NEW STREET HIERARCHY



- Urban Boulevard
- Main Street
- Neighborhood Street
- Proposed Neighborhood Street
- Existing Park/Open Space
- Proposed Park/Open Space
- MAX/WES Station



### NEIGHBORHOOD STREETS

- Road extensions to improve east-west connectivity
- Alternative to arterials
- Pedestrian-oriented
- Can include parallel or angled parking



### MAIN STREETS

- Many north-south connections to move local traffic



### URBAN BOULEVARD STREETS

- East-west thoroughfares
- Low speed, high traffic volume
- Regional and local use

## STREETS TYPES

### NEIGHBORHOOD STREETS

Neighborhood streets are envisioned as low speed, low traffic routes that emphasize building frontage, walkability, bicycle safety and a public supply of automobile parking. The objective is to ensure that the pedestrian realm is the principal feature on these streets. As businesses renovate or redevelop, the driveways will be moved to the adjacent streets to ensure ease of access and safety for the people using sidewalks.

Figures 3 and 4 illustrate two general options for neighborhood street cross sections. The parallel parking cross-section includes two travel lanes, on-street parallel parking, shared bike-auto lanes, and wide sidewalks.

The back-in angled parking provides more on-street parking than a parallel configuration, but also maintains low vehicle speeds. Angled parking, however, requires additional right-of-way and back-in angled parking is safer for bicyclists. It requires approximately 80-85 feet of right-of-way (R.O.W.) from building face to building face, and would likely only be an option for newly created streets. New streets or street extensions, such as the eastward extension of Millikan Way and the re-alignment of Beaverdam Road, may be opportunities to dedicate sufficient right-of-way to provide for angled on-street parking.

### MAIN STREETS

Main streets differ from neighborhood streets in that they are better suited for through-traffic and can include two or more travel lanes, or two travel lanes and a center turn lane. Main streets should also include on-street parking, street trees and wide sidewalks. While they serve as through streets, posted speeds should be 25 miles per hour or less.

### URBAN BOULEVARD STREETS

Urban boulevards are intended to handle large volumes of traffic, but in a manner that maintains low vehicle speeds, provides short and well-protected pedestrian crossings and pedestrian amenities. An Urban boulevard may include three or four travel lanes, along with a center median or turn lane. In order to offset the width of the automobile travel lanes, sidewalks should be wide and buffered from traffic with parallel parking and, where possible, street trees and planted barriers between moving traffic and pedestrians.



FIGURE 3: NEIGHBORHOOD STREET WITH PARALLEL PARKING



R.O.W. Varies

FIGURE 4: NEIGHBORHOOD STREET WITH BACK-IN ANGLED PARKING



80-85 FT R.O.W.



Intersection of Southwest A Avenue and 1st Street with angled parking in Lake Oswego.

## NEW STREETS

To enhance connectivity within the Central City, particularly north of Canyon Road, a series of additional connections are proposed. The objective is to create a network of streets that provide approximately the same block size as found in Beaverton's Old Town. Several connections are recommended to increase east-west connectivity and relieve local traffic burdens on Canyon and Farmington Roads. These include the extension of Millikan Way, which is recommended in the city's Transportation System Plan (TSP), and the extension of Crescent Street, which is a new concept developed during the Civic Plan process.

FIGURE 5: POTENTIAL NEW STREETS



Source: Fregonese Associates

- Existing Street
- - - Potential New Street
- Existing Park/Open Space
- Proposed Park/Open Space
- MAX/WES Station

### MILLIKAN WAY – NEIGHBORHOOD STREET

The eastward extension of Millikan Way is included within the City’s current TSP, and it remains as a concept that melds very well with the current vision for Beaverton’s Central City. A continuous east-west route such as Millikan Way, running parallel to Canyon Road, enhances local circulation options across all modes while simultaneously lessening the vehicular burden Canyon Road must carry. Millikan would serve as a high quality pedestrian and bicycle facility.

### CRESCENT STREET – NEIGHBORHOOD STREET

The eastward extension of Crescent Street from its current terminus at Hall Boulevard to SW 117th Avenue will provide another important and continuous east-west connection through the Central City, this one to the north of the MAX light rail tracks. With this extension and the other improvements described previously, a grid system is formed that provides for east-west travel both north and south of the MAX tracks, and also with north-south travel options available via SW 117th Avenue, SW Lombard Avenue, Hall Boulevard, Rose Biggi Avenue and Cedar Hills Boulevard.

FIGURE 6: MILLIKAN WAY EXTENSION



FIGURE 7: CRESCENT STREET EXTENSION



FIGURE 8: CENTER STREET CONNECTIONS



### CENTER STREET – NEIGHBORHOOD STREET

Center Street is ideally positioned to become an integral part of the basic grid street system that forms the backbone for transportation within the Central City. Proposed changes include a realignment of Westgate and Dawson and the extension of Rose Biggi Avenue, providing new connections and access to the Westgate site. As such, it will increase the number of alternative routes and modes available to travelers, and this in turn will help reduce peak hour congestion levels. Connections would provide a continuous east-west road connection from east of OR 217 to Hocken Avenue.



Example of a roundabout

### WALKER ROAD

While Walker Road does not travel directly through the Central City, it becomes an important alternative to Canyon Road/TV Highway throughout Washington County. Currently Walker Road is a fragmented roadway and transitions back and forth from a three-lane cross section to a five-lane cross section from the OR 217/Walker Road interchange. One option for enhancing the continuity of Walker Road is to widen it to a consistent cross-section, such as two or more through-lanes in each direction. Another option is to exchange roundabouts for traffic signals at the existing signalized intersections. Roundabouts can provide better flow during non-peak hours, and can eliminate dangers associated with t-bone collisions. Both options should be considered as ways to improve the functionality of Walker Road, and by extension, reduce regional traffic demands on Canyon Road and TV Highway.

It should be noted that the major arterial intersections at Cedar Hills Boulevard, Murray Road, and 158th would likely not be good candidates to construct roundabouts. But roundabouts at key intersections along Walker Road, between these major arterials, could provide adequate capacity and significant cost savings, particularly if they are combined

FIGURE 9: POTENTIAL PHASING



Source: Fregonese Associates

with median and marginal treatments for access management. Such roundabouts could facilitate local traffic to access to/from Walker Road without requiring left turn lanes or traffic signals. Instead, local street access could be accomplished via right turn movements with U-turns at periodic roundabouts in the corridor. Reducing the length of turn lane requirements on intersection approaches may preclude the need for additional mid-block widening of Walker Road that would be required if signalized intersections were used instead.

### POTENTIAL PHASING FOR STREET CONSTRUCTION

The phasing diagram above illustrates potential phasing for construction of new streets. Phase one includes the extension of Rose Biggi to Westgate Drive/Center Street, which is underway. Phase two includes the realignment of Millikan Way between Watson Avenue and Hall Boulevard and the extension of West Street north of Canyon to connect with Millikan Way. Phase three projects include the extension of Millikan Way east to 117th and realignment of Beaverdam Road to create buildable parcels between Canyon Road and Beaverdam Road. Phase four may include the extension of Crescent Way east to 117th and additional connections which will improve travel times for all users throughout the Central City. This phasing diagram is conceptual; the actual timing of many of these improvements will depend on infrastructure needs or development opportunities over time.

# SECTION ONE

## CENTRAL CITY TRANSPORTATION

### NEAR-TERM OPPORTUNITY: BROADWAY FESTIVAL STREET

A dominant theme from the workshops and open houses was enhancing this classic main street and its buildings to what is being called a festival street. These are low-speed low-volume facilities with wide sidewalks, highly visible pedestrian crossings, street furniture and even small plazas. Merchants benefit from being located in an area that encourages foot traffic while providing parking for visitors, while residents benefit from a generally quiet street with nearby shops, dining and entertainment.

To encourage the festival character and usage that is envisioned for Broadway Street, average speed on this street should be low—in the range of 15-20 mph. This can be achieved by allowing parking on one or both sides, by maintaining wide sidewalks, and by using curb extenders at intersections to minimize the amount of open pavement pedestrians must cross. Within such an environment, bicycle traffic should safely share the travel lanes with vehicles since the average travel speed for the two modes will be similar.

FIGURE 10: BROADWAY FESTIVAL STREET PHOTO-VISUALIZATION



Broadway Street as it exists today

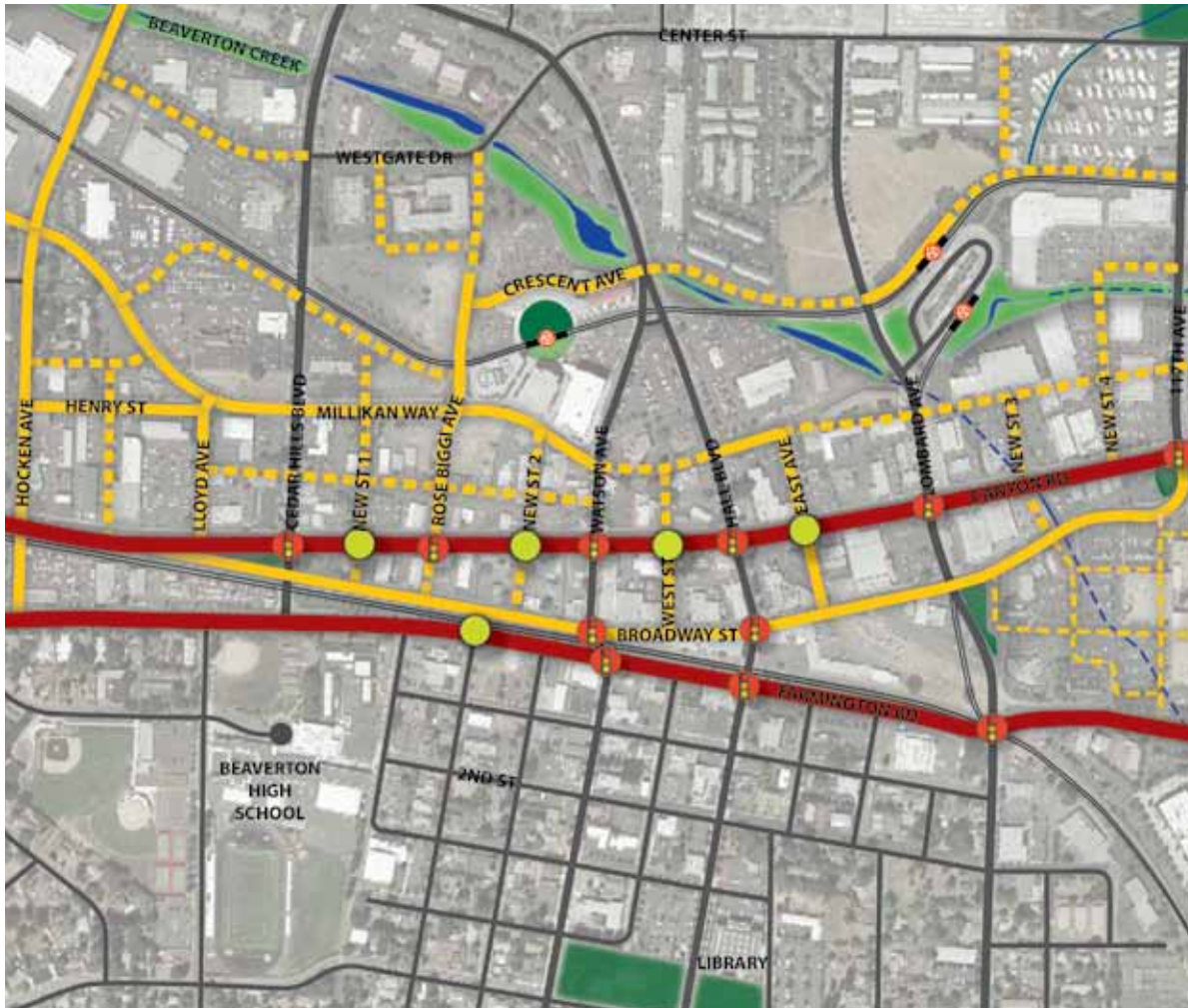






Broadway Street as envisioned with new paving, curb extensions, street trees, outdoor seating, facade improvements and the addition of mixed-use buildings with street-oriented ground floor uses.



Broadway Street as envisioned during a festival day, with retractable bollards which are used to close a portion of the street to cars for limited time periods.

FIGURE 11: PRIORITY CENTRAL CITY PEDESTRIAN IMPROVEMENTS



-  Enhanced Pedestrian Crossing
-  Signalized Intersection with Enhanced Pedestrian Crossing
-  Urban Boulevard
-  Neighborhood Street
-  Proposed Neighborhood Street
-  Existing Park/Open Space
-  Proposed Park/Open Space
-  MAX/WES Station

The map above details the Central City's key pedestrian connections. Enhanced pedestrian crossings will provide pedestrians with a three to five second head start before the vehicle green phase. This will improve visibility and reduce conflicts with turning vehicles. Signalized intersections with enhanced pedestrian phases include longer pedestrian walk periods for long crossings or signals that force longer auto-delays when pedestrians are crossing a mainline—these enhancements would mainly be located at key intersections on Canyon Road and Farmington Road.<sup>1</sup>

<sup>1</sup> The proposed intersection design at SW Hall and Broadway is particularly important, due to its proximity to the Farmington Road and Canyon Road intersections. Providing a safe crossing at this intersection is important to ensure that pedestrians can move easily from east to west. The existing intersection is presently wired for a signal, but it will be necessary to resolve any upstream traffic capacity and queuing issues to determine if a signal can, indeed, be installed.



Michigan Avenue in Chicago

## PRIORITY #1

### HOW TO TRANSFORM CANYON ROAD

Southwest Canyon Road carries approximately 33,000 cars per day<sup>3</sup> and is considered a high-volume street in Beaverton. While the road has sidewalks, there are few of the amenities and comforts that make people want to stroll or linger. High-volume streets don't have to be void of pedestrian activity, however. There are many examples in other states as well as locally where streets attract both cars and pedestrians. For example, Michigan Avenue in Chicago, Illinois, is a busy 8-lane major highway and at the same time draws 5,000 to 25,000 pedestrians per day. In the Portland Metro region, Lake Oswego's State Street (State Highway 43) carries approximately the same volume of traffic on a daily basis. The City of Lake Oswego has worked to improve pedestrian amenities, in conjunction with redevelopment. Another local example is NE Martin Luther King Boulevard, a busy north-south arterial that has been improved over time. Improvements included removing a wide center median, which hampered pedestrian crossings, adding curb extensions, and investing in street trees, seating and other amenities.



**Lake Oswego:** State Street (Hwy 43)  
**Average Daily Traffic:** 35,000

State Street in Lake Oswego has been designed to shield the pedestrian from auto traffic and provide cover from the elements, even with a relatively narrow sidewalk.



**Portland:** NE Martin Luther King Boulevard  
**Average Daily Traffic:** 32,000

Improvements to NE Martin Luther King Jr. Boulevard have helped reshape the way people perceive the corridor as a pedestrian space.

<sup>3</sup> Intersection of Hall Boulevard and SW Canyon Road, City of Beaverton, Traffic Counts Google Earth, 2010.



In urban design terms Canyon Road represents an edge. It is a barrier to the pedestrian, and is not viewed in the minds-eye as a destination, but a hurdle or a place to be avoided. In order to better connect Old Town with the Round, Cedar Hills Crossing, and other areas in the north, Canyon needs to be converted from an edge to a seam. Broadway Avenue in downtown Portland is an example of a seam; it draws people to it with amenities, destinations, and a good walking environment. As a seam, Canyon would also present an attractive walking realm. It would include wide sidewalks, with shade from buildings, street trees, or awnings. Parked cars and planter boxes would serve as a barrier between automobile traffic and the sidewalk. Sidewalks would be wide enough to allow for benches, sidewalk cafes, merchant displays and similar activities that make for things to see and do along the way.

### “CALM” THE THOROUGHFARE

The Civic Plan strategy has been to focus on how to modify the existing streetscape on Canyon Road to balance its function as a thoroughfare with that of a pedestrian-friendly boulevard. The proposal to “calm” Canyon would maintain the two-lane capacity that currently exists on Canyon Road, but would greatly improve the livability and safety for businesses, residents, and pedestrians who also use the facility. The central tenet of this design alternative is to ensure that Canyon Road reflects the context of an urban, walkable Central City. Vehicle flow will be maintained by slower travel speeds as a result of regular traffic signal spacing and adaptive signal systems.

In addition to changing the nature of Canyon Road’s streetscape, additional north-south connections are also proposed. These would provide both opportunities for an increased frequency of pedestrian crossings across Canyon Road and serve an expanded grid network in an area that lacks alternative routes. Six additional north-south crossings are proposed to be added to Canyon Road, beginning just east of Hocken Avenue and ending near OR 217. Each additional block is intended to create an intersection approximately every 200-300 feet along Canyon Road. In combination with synchronized signals, this intersection spacing is intended to keep vehicle speeds low while maintaining an even and steady flow. At the same time, it will knit together businesses and services north and south of Canyon achieving a critical mass of commercial activity.



Broadway Street functions as a *seam* in the Central City.



Canyon Road currently represents an *edge*, but could become less of a barrier, aided in part through streetscape modifications and the development of alternative travel routes.

### SPECIAL TRANSPORTATION AREAS

It may be advantageous for Beaverton to work with the Oregon Department of Transportation (ODOT) to designate and manage the parts of Canyon Road that serve the Central City as a Special Transportation Area. A Special Transportation Area (STA) is a highway segment designation that may be applied to a highway segment when an existing or planned downtown, business district or community center straddles the state highway in existing or certain planned urban centers. The convenience of movement with an STA is focused upon pedestrian, bicycle and transit modes, while balancing the needs of autos and freight.

FIGURE 12: EXTENT OF POTENTIAL CANYON ROAD IMPROVEMENTS



New streets, streetscape design concept and locations of proposed additional connections.

### ODOT PROCEDURES FOR ESTABLISHING A SPECIAL TRANSPORTATION AREA

1. ODOT responds to local government requests to identify potential STAs as part of a TSP, corridor plan, refinement plan or other planning process.
2. Region Planning Manager coordinates identification of specific issues to be addressed or not to be addressed.
3. Parties negotiate work plan and management plan.
4. Local jurisdiction adopts STA in TSP or other planning process and ODOT adopts as part of a corridor plan or refinement plan, as applicable.
5. ODOT and local government agree to the plan provisions through an inter-governmental agreement, or other jointly agreed to process. The management plan may consist of existing components from a transportation system plan, downtown plan or other planning document, which are referenced and made a part of the management agreement.

Source: [http://www.oregon.gov/ODOT/TD/TP/docs/publications/TSP/tspPart3\\_5.pdf?ga=t](http://www.oregon.gov/ODOT/TD/TP/docs/publications/TSP/tspPart3_5.pdf?ga=t)



Canyon Road has an 80-foot right-of-way from Cedar Hills Boulevard to Lombard Street. The desired cross-section for this street would include wide sidewalks with curb extensions at intersections, bicycle lanes, on-street parking, two travel lanes in each direction, and a left turn lane/center median. However, these functions cannot all be provided within the available right-of-way and therefore, would necessitate property acquisition and impacts to existing properties.

Instead, a balanced approach was developed to allow travel within the available right-of-way, using four alternative cross-sections – each of which has varying provisions for on-street parking, wider sidewalks, center turn lanes and synchronized traffic signals to smooth and slow traffic. This analysis revealed that Canyon Road has insufficient width to accommodate a bike route; thus, this calmed Canyon concept relies on alternate streets including Broadway and Millikan to facilitate east-west bike travel through Beaverton. With the appropriate signal progression, bicycle will be able to use the travel lanes operating at the same speed as motor vehicles.

FIGURE 13: CROSS SECTIONS OF PROPOSED CANYON ROAD INTERSECTIONS



Center turn lane

No turn-lane

## DESIGN PRIORITIES FOR A CALM CANYON ROAD:

### PEDESTRIAN REALM:

- Minimum 10-12 foot wide sidewalks, ideally 17 feet where feasible. (Note: 16 feet is typical for sidewalk cafes.)
- 10-foot building set backs on new buildings. Setback space would function as additional sidewalk width.
- Improved pedestrian crossings with priority signalization.
- Planters in lieu of or in addition to parallel parking.
- Integrated storm water techniques with plantings and “green street technology.”

### AUTO REALM:

- Posted speed limit decreased from 35 to 25 MPH.<sup>5</sup>
- 11-foot travel lanes for autos.
- On-street parking provided, where feasible.
- Removal of center turn lanes, except at selected intersections.
- Removal of driveways and curb cuts on Canyon Road.
- Left turns prohibited at some intersections to facilitate traffic flow.

FIGURE 14: CROSS SECTIONS OF PROPOSED CANYON ROAD INTERSECTIONS



On-street parking, one side

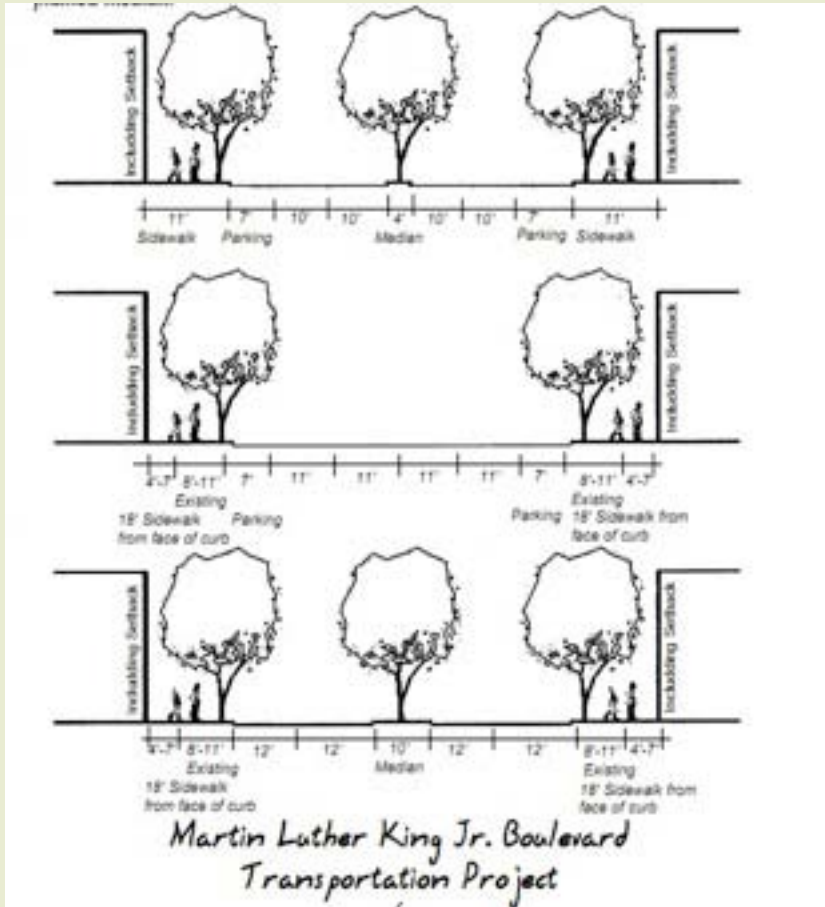


On-street parking, both sides. This design is only applicable for limited areas due to sidewalk width needs.

<sup>5</sup> The city's most recent Transportation System Plan analysis found the current average travel speed on Canyon at peak afternoon traffic times to be 17-18 miles per hour, and 19-20 miles per hour at mid-day. City of Beaverton Transportation System Plan, 2010, page 3-12.

# SECTION ONE

## CENTRAL CITY TRANSPORTATION



### MARTIN LUTHER KING JR. BOULEVARD TRANSPORTATION PROJECT

Initiated in 1997, this was a groundbreaking infrastructure and planning project that set in motion the revitalization and redevelopment of a distressed corridor in Northeast Portland. The design and function of MLK Boulevard needed to serve many users; pedestrians, businesses and their patrons, transit users, and motorists, all within a relatively narrow 80-foot right-of-way. The community found a solution by using a set of street cross sections that could be applied throughout the corridor, depending on the local context. Canyon Road, with its limited right-of-way and the variety of users, can also benefit from this approach.

There are several development-related priorities for enhancing Canyon's pedestrian realm. Providing wider sidewalks is one crucial element. One way to achieve wider sidewalks, while still leaving property in private hands is to require new development to include a 10-foot setback between buildings and the sidewalk, developed for pedestrian and business uses.

This pedestrian space may be covered with awnings, or built as an arcade or portico. In the Pacific Northwest, porticos and arcades provide welcome shelter from the elements throughout the year. They also serve to blend public and private space along a sidewalk by providing space for seating, dining, and merchant displays.

While it remains private property, this setback will serve to extend the sidewalk width, provide a space for merchandise displays, sidewalk cafes, and other activities that enliven the streetscape. Leaving the property in private hands increases the options for its use, stimulates the owner to invest their funds and provides for options such as porticos that would be more difficult and time-consuming to achieve in the public right-of-way.

As properties redevelop, driveways and curb cuts should be removed from Canyon Road, and access provided via side or rear streets. There are two main reasons for this recommendation. First, frequent curb cuts and driveways detract from the pedestrian environment by interrupting the sidewalk with grade changes and gaps in the array of shops that should line the sidewalks. Second, properties with driveways on major streets allow entering and exiting traffic to interrupt traffic flows. Furthermore, if auto access is shifted to side streets or shared driveways, center turn lanes can be removed and thus free up right-of-way for wider sidewalks and on-street parking.

**FIGURE 15: CROSS SECTION OF SIDEWALK AND PEDESTRIAN SETBACK ON CANYON ROAD**



Sidewalk cafes need approximately six feet of space for tables and chairs, which can be accommodated within the 10-foot setback.

# SECTION ONE

## CENTRAL CITY TRANSPORTATION



Porticos have been used for centuries to provide a sheltered walking space, as in this photo from Italy. In the Metro region, these portico spaces serve as both pedestrian walkways and outside dining areas.

### CANYON ROAD COST ESTIMATE

A planning level cost estimate was developed for the 1.0 mile section of Canyon Road from OR 217 to just west of Cedar Hills Boulevard. There were two cost estimates developed: 1) constructing only those street elements that would be added to the existing infrastructure, and 2) rebuilding the entire street within the right-of-way. While the cost of simply adding the new elements is substantially lower (\$5.3 million vs. \$8.9 million), it is recommended that the full reconstruction option be implemented. This would result in a new “facelift” to Canyon Road, using only the existing roadway sub-base. The project involves providing new wider sidewalks, on-street parking, travel lanes, curb extensions and medians, signal hardware, ornamental streetlights, detectors, controllers and interconnect. A new traffic signal would be installed at the Rose Biggi intersection.

As an alternative to implementing the entire project in a single phase, it may be desirable (and more affordable) to implement the project in stages, each of which addresses a discrete section of Canyon. This approach is recommended, rather than an alternative approach that might be to install certain elements of the project (i.e. new street lights) to

Section	Length (ft)	Traffic Signals (existing and new)	Estimated Cost (including 40% engineering and contingency)	Recommended Sequencing
Broadway Street to New Street No. 3	1,510	1 Existing 1 new	\$3.1 million	3rd or 4th
New Street No. 3 to East Avenue	1,080	2 Existing	\$2.2 million	1st
East Avenue to 117th	1,460	2 Existing	\$2.9 million	2nd
117th to 217 Ramps	1,230	-	\$2.1 million	3rd or 4th
<b>Total</b>	<b>5,280</b>	<b>5 Existing 1 new</b>	<b>\$10.3 million</b>	

the entire one-mile section, followed later by installation of other elements to the one-mile section. The strategy to reconstruct completely each geographic section is the strategy recommended. While constructing the street in sections would likely be more affordable and would facilitate constructing a portion of Canyon earlier than would be otherwise possible, it would add an estimated \$1.4 million to the overall construction cost due to staging and mobilization costs (including 40% engineering and contingency). In any case, it is recommended that the section in central Beaverton, between New Street #3 and East Avenue be implemented first. This section is mostly within the Central City area, and would cost an estimated \$2.2 million.



## CANYON TRANSFORMED

These improvements would fundamentally reshape the way people see and interact with Canyon Road. Figure 16 illustrates how Canyon Road could look after applying the cross section, pedestrian crossing, sidewalk, and design requirements to the streetscape.

**FIGURE 15: VISUALIZATION OF POTENTIAL CANYON ROAD AND WATSON AVENUE INTERSECTION IMPROVEMENTS**



This illustrates how Canyon Road, within the existing right-of-way, could be reshaped into a calmer, slower, and more pedestrian-friendly place. More visible and shorter crossings, street trees and benches, and deeper sidewalks help lessen the dominance of the automobile through Beaverton's Central City.

### LEARNING FROM CANYON

Hall Boulevard, Watson Avenue and Farmington Road are also key routes in the Central City that should form a strong street wall for pedestrians. A similar approach as was used for Canyon Road could be applied to these streets, wherein right-of-way availability is balanced with pedestrian elements, such as wider sidewalks, street trees, and street furniture. In conjunction with improved major pedestrian route design standards. Alternative cross-sections could be implemented on these streets.

### BORROWED STREETSCAPING

In addition to the infrastructure improvements proposed, adding hanging flower baskets, shrubbery, as well as well-designed signage, awnings and other elements will help "soften" the pedestrian realm.



### IMPLEMENTATION MATRIX

The Civic Plan process was focused on developing implementable solutions for the city's future. In keeping with that objective, the following strategies have been categorized by likely implementation phase and ranked by priority. They reflect the following criteria:

- Initiatives that have had strong resonance with the community
- Initiatives that are achievable in the short term and can have an immediate impact
- Initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments
- Initiatives that can leverage potential financing resources

The full matrix of strategies is also available, and will serve as a working document for implementation of the Civic Plan. It should be noted that the matrix is meant to serve as a guide and should be a flexible document. Opportunities to implement long-term strategies sooner than expected may come up, and the city should be ready to act when they arise.



**TABLE 1: CENTRAL CITY TRANSPORTATION STRATEGIES IMPLEMENTATION MATRIX**

<b>Immediate</b>
Submit a Transportation Growth Management grant application for the 2011 funding cycle and work closely with the Oregon Department of Transportation and key stakeholders to move the Canyon Road facility design from conceptual-level to preliminary engineering and final design.
Update Transportation Plan, Engineering Design Manual, and relevant Development Code sections to align with the vision for Canyon Road and Central City street, bicycle and pedestrian improvements.
<b>2011-2015</b>
<b>Priority 1</b>
Plan the Broadway festival street improvements.
Construct Canyon Road improvements.
Engage in the Aloha-Reedville planning process to ensure that the Central City is not adversely affected by plans for TV Highway corridor.
<b>Priority 2</b>
Construct the Broadway festival street improvements.
Prioritize additional identified bicycle improvements in the bicycle improvements section of the Civic Plan within the TSP project list.
<b>2016-2020</b>
<b>Priority 1</b>
Develop wayfinding program concept to supplement bicycle boulevard network.
Improve the quantity and quality of bicycle parking throughout the city. Consider creating free or subsidized inverted u-rack grant program for local businesses. Sponsor bike parking design competition in coordination with Beaverton Arts Commission.
Identify potential locations for shared parking lots and plazas or open space in each pedestrian district.
<b>Priority 3</b>
As opportunities arise, acquire land and construct a shared parking lot, open space, and plazas in remaining pedestrian districts.

Note:  
Not all priority levels are represented in each section (i.e. some items may appear as being Priority 2 or 3 without a Priority 1 listing). All implementation items are provided in the consolidated matrix.



*Street and creek enhancements should be developed jointly to create a connected experience for the community by foot and bike to supplement mobility in the Central City and save funds by working in parallel.*

## SECTION TWO: PLAZAS AND OPEN SPACE

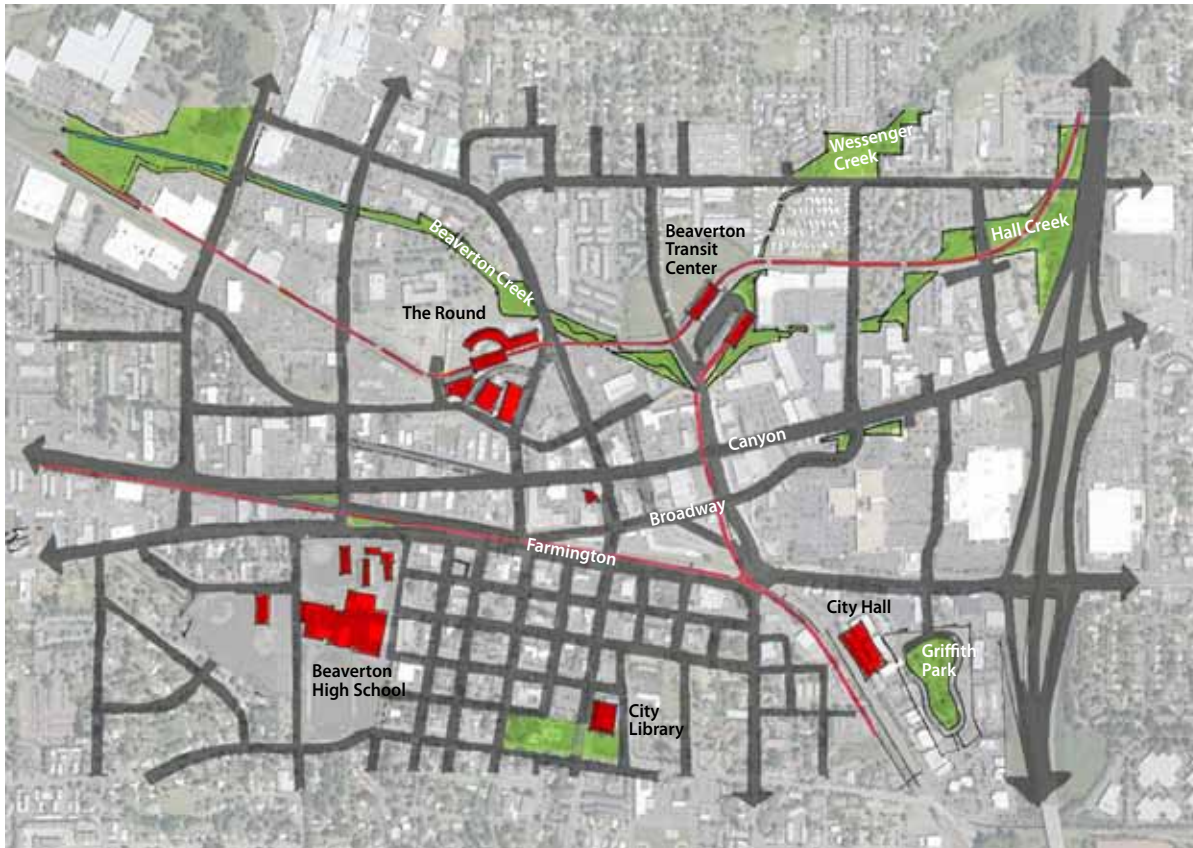
The open space system in the Central City is and should be a mix of urban spaces and natural places by a series of urban and creek oriented plazas chained together as a walkable urban destination for the region. The connection would be made by cultivating streets and creek corridors with active uses that are desirable and safe. This would be accomplished by leveraging private improvements in a system of open spaces with public investment directed through a long term plan.

### CENTRAL CITY'S NATURAL LANDSCAPE TODAY

Beaverton is a city of creeks. Some are familiar to residents and some are hidden underground. In the Central City they include Beaverton Creek, Wessenger Creek, Hall Creek and Erickson Creek. Much of the city has capitalized on this unique setting and boasts a vast amount of green space with over 100 parks encompassing 1,000 acres. A park is located within a half mile of every home and the City features 30 miles of hiking trails and a 25-mile network of bike paths.

While the Central City is not lacking in the diverse and natural amenities found in other areas of the city, it has not made full use of them to enhance the urban environment. Due to the intense sheet run off from impervious developed areas and obstructions in the floodway, periodic flooding of low lying areas is frequent. By simply transforming this environment with less hardscape and more pedestrian connections, the Central City would become more livable and better reflect the community's desire for a healthy and accessible creek system.

FIGURE 16: EXISTING OPEN SPACE IN THE CENTRAL CITY



Discontinuous streets and pathway systems separate pedestrian areas of the Central City.

- Open Space
- Key Destinations
- Existing Rail Line

## HOW TO ENHANCE OPEN AND CIVIC SPACES

The economy and cultural heritage of the city evolved from the presence and use of water. In respect to this and the location of Beaverton's historic downtown, the proposed open space framework celebrates how water flows through the city. New buildings, plazas, and streets can form a new cultural and social setting that supports the natural systems running through the City. The proposed open space plan nurtures local resources related to water reuse and energy efficiency, primarily provided through capture and heat transfer or runoff. This provides a setting for new social lives and cultural events, at and away from the creek edges, in all cases celebrating the use and cleaning of water.

Principal values should be to improve water quality before it reaches Beaverton's creeks, lessen the impact of flooding events, and leverage water as an energy and irrigation resource. Landscape and building design

should incorporate measures to reduce the heat of creek water during the summer months and minimize soluble and insoluble pollution load from parking lots, streets and roofs. Storm water flows are substantial in the Central City, but 10 and 15 year flooding events may be managed with careful flood control measures of Beaverton Creek. New development and infrastructure improvements should be designed to divert, retain, and detain storm water. Reducing storm water impacts to the system should also be a priority.

Ultimately, buildings and open space should work together to support downstream natural systems. The intent is to plan improvements to enhance the function of the natural systems which would cultivate plants, water quality, water flow, and energy reductions in tandem with development that supports urban lifestyles.



Growing a renewed and sustained Central City enclosure with plants and buildings.

### INTEGRATE SOCIAL GATHERING PLACES INTO NATURAL SPACES

Open and civic spaces should be designed to reflect the natural systems and cultural and social values of a community. Developed spaces should be located equitably throughout the Central City to support people during work, living and play. All would be welcome to a renewed open space system. Opportunities for living and working in the Central City would not be exclusive. Crime Prevention Through Environmental Design (CPTED) would be encouraged to provide natural surveillance of interconnected pathways on creek corridors, streets, and plazas. Open spaces would be surrounded by or connected to active people places that include multi family housing, commercial activities, educational facilities and entertainment venues.

Cultural and civic center plazas should be provided to celebrate and honor events in Central City. Some events might be planned for outdoor activities on the creek edge and others may be outdoor in the heart of the Central City. Tailored facilities including public art could support cultural and civic programs in the Central City.



Develop indoor and outdoor spaces that service existing and new cultural programs.

### CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

First developed in the 1970s, crime prevention through environmental design (CPTED) is a multi-disciplinary approach to crime deterrence that utilizes the built environment to positively influence human behavior and reduce criminal activity by creating a climate of safety. The theory is built on four principles: natural access control, natural surveillance, territoriality, and maintenance. The combined efforts of law enforcement officers, architects, city planners, landscape and interior designers, and resident volunteers can proactively build an environment that reduces crime. The three major strategies of CPTED include: natural surveillance, natural access control, and natural territorial reinforcement. Below are several design methods for each strategy.

- **Natural Surveillance:** Design streets to increase pedestrian and bicycle traffic; place windows and doors to overlook the street and parking lots; place lighting along pedestrian areas at a height that illuminates the faces of the people using the space
- **Natural Access Control:** Use a single point of entry; use structures to divert people to reception areas; use the lowest height fencing necessary to limit access while maintaining sight lines
- **Natural Territorial Enforcement:** Maintain properties so they look occupied and taken care of; delineate public from private space

*Source: CPTED Handbook for Architects and Urban Planners. National Crime Prevention Council, 2003.*

## SECTION TWO

### CENTRAL CITY OPEN SPACE, PLAZAS AND CIVIC SPACES



Encourage uses that support living and working in the Central City.



Extend services and social spaces through private development along publicly accessible corridors.



Open space and built amenities, like bioswales that catch stormwater, contribute to water quality and natural systems.



A renewed and sustained Central City supports indoor and outdoor cultural events, as well as community services and social support uses.



### HALL CREEK PROJECT

The city is designing a project to transform approximately one acre of riparian area along Hall Creek, between 114th Avenue and 117th Avenue. The project is envisioned to include invasive species removal, channel modification, grading to slow the flow of stormwater runoff into the creek and to reduce flooding on associated properties, path realignment, and interpretive information. A main function of the project is to capture surface water runoff from abutting impervious parking lots, detain and clean the water prior to entering the creek. The City expects to submit a Letter of Interest to Metro's Nature in Neighborhoods Capital Grant program that will propose leveraging easement acquisitions for receipt of grant funding of the proposed improvements. This project, as yet unfunded, is an excellent example of a creek improvement demonstration project, that if replicated throughout the Central City will help manage flooding and improve water quality in Beaverton's creeks while creating a more attractive creek amenity.

**FIGURE 17: EXAMPLE WATER CAPTURE SYSTEM, GRATE AND BIOSWALE**



Capturing surface water runoff from abutting impervious parking lots prior to entering the creek will be one of functions of the proposed Hall Creek project.

## OPEN SPACE FRAMEWORK

### THE OPEN SPACE PLAN FOR THE CENTRAL CITY INCLUDES THE FOLLOWING OVER-ARCHING OBJECTIVES

- Make numerous and effective north-south connections.
- Link the Central City to neighborhoods.
- Make a pedestrian oriented urban open space system.
- Connect initial early development in districts through public-private projects.
- Create an environment for social interaction.
- Build places with cultural connections and for programmed events.
- Distribute public improvements equitably.
- Encourage high-performance building and open space.
- Incorporate public art into civic spaces

The open space system would be defined by an interconnected system of public and private improvements. It assumes that buildings and open spaces of the future will be energy and water efficient. This framework organizes these projects to connect destinations within the Central City and its adjacent residential areas as a pathway would be defined; linking the City Library to the south to a new Central City plaza, a creek plaza, leading to Cedar Hills Crossing to the north.



Include public art into civic spaces



Create an environment for social interaction

FIGURE 18: EXISTING AND PROPOSED OPEN SPACES



Creeks and urban corridors connect spaces in the Central City in a experience that supports urban lifestyles and creates a regional destination.

### CREEK AND URBAN CORRIDORS

As redevelopment occurs, human and natural values should be integrated to serve the Central City. Like Urban Corridors, Creek Corridors are a setting for human activities in balance with natural system goals. They should be related in how they provide for urban life; working together to enhance ecological values for uplands and wetlands of the city.

The open space framework relies on the extension of streets and pathways to connect the city's wide range of locales or districts. Each district should be composed of walkable streets including sidewalks and signalized intersections. Ideally, each district would take no longer than 5 minutes to cross on foot. More signalized intersections on Canyon with more time given for north-south movements would assist in this regard along Rose Biggi Avenue, Watson Avenue, Hall Boulevard, Cedar Hills Boulevard, Lombard Street, Broadway and SW 117th Avenue. Other measures such as the extension of Millikan Way and Crescent Street would link areas north of Canyon in the east-west direction. Mobility to isolated areas east of Hall Boulevard would stimulate redevelopment where little or no incentive to change exists.

\* Proposed urban plaza locations (stars) are not intended for specific properties, rather they reflect a recommendation that each part of the Central City have a small urban plaza or gathering space. These spaces need not be large, but should be accessible, easy to see into and out of, and include things that make for a good urban space like plantings, shady and sunny areas to sit, a fountain, water feature or public art, and space for vendors.

**FIRST STEPS TO CREATING AN ECODISTRICT**

- Determine property owner interest in establishing, funding, and maintaining
- Develop funding strategy
- Establish control of key sites

**BEAVERTON ECODISTRICT: OPEN SPACE, WATER QUALITY AND ENERGY**

A useful concept for organizing urban spaces that combine energy conservation, environmental services, mixed-use development, and diverse transportation systems is the EcoDistrict. An EcoDistrict is a neighborhood or district with a broad commitment to accelerate neighborhood-scale sustainability. EcoDistricts commit to achieving ambitious sustainability performance goals, guiding district investments and community action, and tracking the results over time.

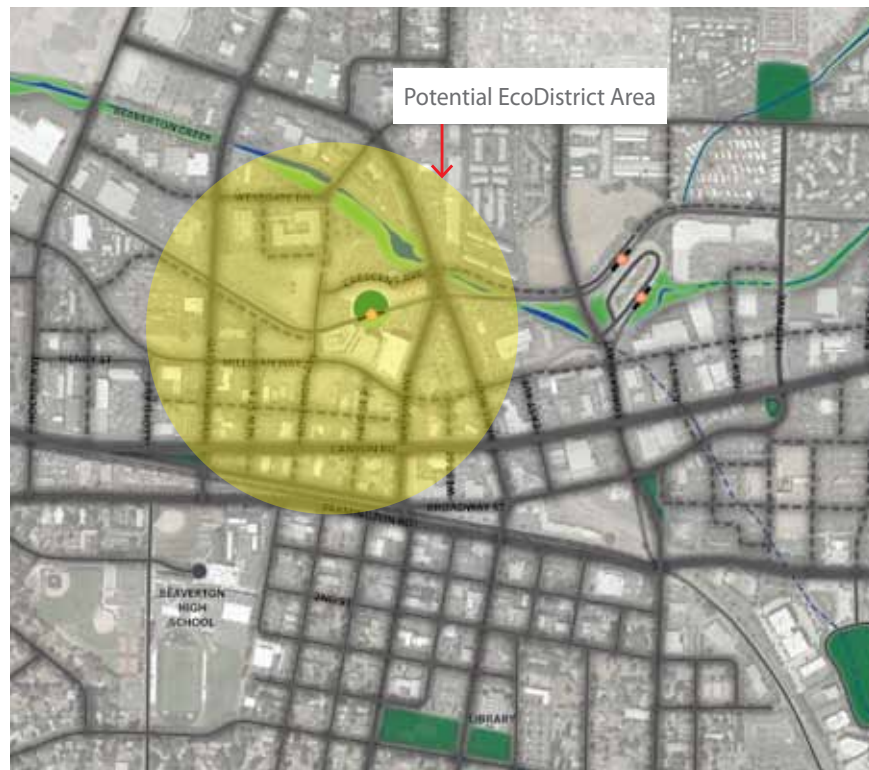
For example, a building that includes a stormwater collection system and reservoir can capture rainwater for irrigation in and around the building and for non-potable uses like flushing toilets. By incorporating this system into the building, a natural resource (rainwater) can be substituted for a more energy-intensive resource (piped potable water). In the case of Beaverton Creek, an additional benefit from this type of system would be the availability of stored cool water that could be used to supplement creek flows during the hot summer months.



In 2010, the city installed its first electric car plug-in station next to the Beaverton City Library. The proposed EcoDistrict could be a potential location for additional plug-in stations.

The Round's Central Plant has additional capacity for heating and cooling, and could serve as the basis for an EcoDistrict in the Central City.

**FIGURE 19: POTENTIAL ECODISTRICT AREA**



In the public realm, green street features that clean and detain street run-off should be constructed in new streets and retrofitted in existing streets. High performance plazas should intercept and process street and roof storm water for cleaning and display, and eventually be returned to the creeks. High performance riparian areas would help cool the creek with native plants. The buildings and landscape within an EcoDistrict would become a part of a system for managing stormwater flows, reducing domestic energy consumption, and improving the health of Beaverton Creek. The following is an overview of a potential creek restoration project within the EcoDistrict.

## BEAVERTON CREEK CONNECTIONS CONCEPT

The sections of Beaverton Creek that extend from Hall Boulevard to Hocken Road were identified in the Civic Plan workshop process as a high priority area for creek restoration, creating public open spaces and paths. Figure 21, below, is an aspirational illustration of how these sections of the creek could be improved, provide walking and biking paths, and be better integrated with new development. Figure 21, a photo-simulation showed how a creek restoration project could bring people closer to the creek.

**FIGURE 20: BEAVERTON CREEK IMPROVEMENT CONCEPT**



This diagram illustrates a potential creek improvements, flood control and an open space network along Beaverton Creek. New buildings (white) are oriented toward the creek and associated pedestrian pathways. Existing buildings (pink) are integrated into the enhanced landscape.

**FIGURE 21: A VISION FOR BEAVERTON CREEK NEAR THE ROUND**



This visualization presents the concept of an elevated boardwalk along the creek. A wide stairway down to the water's edge provides a place to sit or play. Plantings of native vegetation along the creek provide many benefits, including anchoring the banks, providing habitat and food, shading and cooling, and natural filtration that improves water quality.

## SECTION TWO

### CENTRAL CITY OPEN SPACE, PLAZAS AND CIVIC SPACES



Calle Guanajuato in Ashland is an excellent example of successful urban creek restoration.

A more focused analysis of the Beaverton Creek area immediately to the north of the Round resulted in a more detailed concept for how creek restoration, public open space, and redevelopment could be implemented. These opportunities are based on several factors, including easements the city retains in these areas, the need for addressing stormwater runoff, and the need to complete the Round development project to provide housing and employment opportunities near transit. The Round and the section of Beaverton Creek beside it is envisioned to become the site of a high performance open space that provides public access to the creek, as well as important natural system functions. Furthermore, a clear public sector commitment to restoring and enhancing the creek will help spur private sector activity on nearby properties.

The Beaverton Creek Connections concept includes a public plaza and an esplanade, under which is a large stormwater detention cistern. A central feature of this project would be a water processing facility that provides for stormwater quality treatment and water flow control that will collect, treat and manage the discharge of stormwater runoff from nearby development (see figure 24). Water processing facilities would include a cistern to provide additional storage, and planters or biofilters to treat and slowly release stormwater into the Creek.

**FIGURE 22: CONNECTIONS CONCEPT NEAR THE ROUND**



This diagram shows what the full build-out of the Beaverton Creek Connections concept could look like, just north of the Round.

**FIGURE 23: CONNECTIONS CONCEPT – VISUALIZATION**



The creek embankments can be stepped down, providing places to walk, sit, and recreate.

A planning level cost estimate for the Connections concept is \$7 million, which includes site preparation, construction of green infrastructure and water processing facilities, building the esplanade and plaza, and installing landscaping. This is a preliminary assessment, and could vary significantly.

However, it should be noted that treating stormwater discharges from the Round (and any nearby site) would be required in any event. This proposal seeks to combine water quality improvements with public amenities and enhance development potential altogether. Combining these objectives into one coherent design also makes such a project a better candidate for external funding from Metro and other sources.

Furthermore, while the Connections concept addresses an important portion of Beaverton's creek system, the City needs a broad framework for public and private investments within its creek corridors. In conjunction with Clean Water Services, the city should engage in a creeks master plan process to define performance standards, design options, and a regulatory program for Hall, Wessenger, and Beaverton creeks, which flow through the city. The Connections concept is intended to serve as a model for that broader process, but a broad-based master plan will help bring clarity and predictability to other areas along creeks.

**FIGURE 24: CONNECTIONS CONCEPT – CROSS SECTION VIEW**

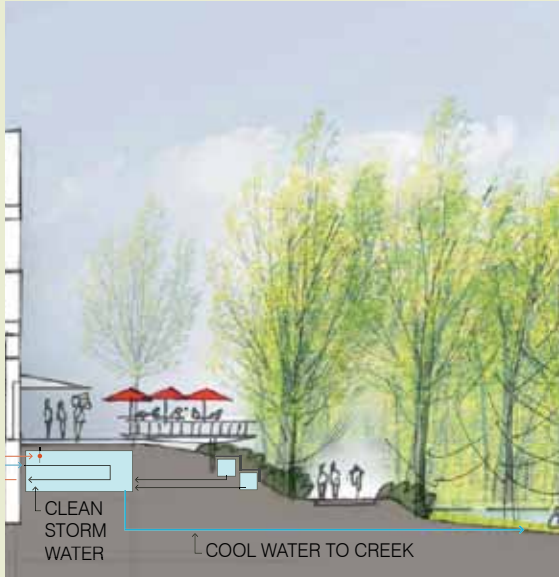


This illustration shows a “slice” or section view of the proposed Beaverton Creek Connections concept. Increased capacity in-stream can reduce the danger of flooding.

## SECTION TWO

### CENTRAL CITY OPEN SPACE, PLAZAS AND CIVIC SPACES

**FIGURE 25: HIGH PERFORMANCE BUILDINGS AND LANDSCAPE**



It is strongly recommended that a cost/benefit analysis be undertaken to illustrate the value of the high-performance landscape concept. Each park node, creek and stream amenity could have community responsibility for:

- Re-introduction of native plants to create habitat and increase biomass
- Managing Stormwater
- Generating renewable energy
- Food production
- Reducing CO2 emissions/footprint
- Re-using waste
- Salvage materials for construction
- Bio-remediation of toxic materials in the soils
- Prevention of agricultural and top soil depletion and erosion
- Climate modification to reduce urban heat sink and save energy costs





**IMPLEMENTATION MATRIX**

The Civic Plan process was focused on developing implementable solutions for the city’s future. In keeping with that objective, the following strategies have been categorized by likely implementation phase and ranked by priority. They reflect the following criteria:

- Initiatives that have had strong resonance with the community
- Initiatives that are achievable in the short term and can have an immediate impact
- Initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments
- Initiatives that can leverage potential financing resources

The full matrix of strategies is also available, and will serve as a working document for implementation of the Civic Plan. It should be noted that the matrix is meant to serve as a guide and should be a flexible document. Opportunities to implement long-term strategies sooner than expected may come up, and the city should be ready to act when they arise.

**TABLE 2: CENTRAL CITY OPEN SPACE AND PLAZAS STRATEGIES IMPLEMENTATION MATRIX**

<b>Immediate</b>
Develop Beaverton Creek Connections concept plaza, trails, and water quality project details and apply for funding (e.g. Metro, Oregon Lottery).
<b>2011-2015</b>
<b>Priority 1</b>
Acquire land and construct creek improvements, flooding management, and civic plaza to implement the Beaverton Creek Connections concept.
Initiate a Creeks Master Plan effort in collaboration with Clean Water Services (CWS) and update development codes upon completion.
<b>Priority 2</b>
Support performing arts center blue-ribbon committee. Undertake a needs analysis, determine the financing and operational implications of such a center and develop a plan to make it a self-sustaining entity.
Incorporate art into the design of new plazas, open spaces, creek enhancements, and civic facilities.
In coordination with Central City Master Developer project, define and create an EcoDistrict, centered on the Beaverton Round. Identify development opportunities where investments in infrastructure, plazas, and creek water quality projects can support desired development.
<b>2016-2020</b>
<b>Priority 2</b>
Acquire land and construct a shared parking lot, open space, and plazas in Broadway Pedestrian district.

Note:  
Not all priority levels are represented in each section (i.e. some items may appear as being Priority 2 or 3 without a Priority 1 listing). All implementation items are provided in the consolidated matrix.



## SECTION THREE: LAND USE AND DEVELOPMENT

### MAKING DESIRABLE DEVELOPMENT FEASIBLE FOR CENTRAL BEAVERTON

While an urban core is usually considered the cultural and civic heart of a city, the overall health of a community also depends on the availability of housing, employment and other essential elements of community life. Given the city's need to accommodate additional housing and jobs in the future, combined with a paucity of additional land within the city boundaries, the Central City will play an important role in providing those needs. The area's current development patterns, which reserve large amounts of land for automobile parking, present opportunity for providing not just urban amenities such as shopping and entertainment, but also housing and employment growth. Intensifying development in the Central City will help maximize the investments that have already been made in regional transit infrastructure and provide a context to better connect the community with natural amenities such as Beaverton Creek.

In order to achieve that intensity of development, however, the city will need to overcome certain near-term challenges. A key to making the plan for redevelopment relevant is understanding specific financial conditions as they pertain to development within the Central City. This is the same approach that a property owner or developer would take. In order to do this, the Civic Plan team developed a series of 'prototype' buildings using a developer's style pro-forma spreadsheet. These prototypes allowed testing of both regulatory and market conditions in Beaverton.

The team then tested these prototypes on multiple sites in order to match the prototype buildings with the types and locations of parcels that fit best from both financial and urban design perspectives.



Achieving financial feasibility for a new development project is always a challenge. A developer must balance the cost of land, permitting, construction, and their attendant risks with the anticipated rent or sales prices (plus a return to make the risk worthwhile). With this in mind, a range of prototypical buildings emerged from the Civic Plan internal and public processes as desirable building types for analysis. These were then specifically tested to determine sensitivities of multiple variables including building height, parking styles and ratios, rents and lease rates, construction costs, SDCs, and the construction time-line.

### **PROTOTYPES TESTED**

The citywide building prototypes were supplemented with eight specific building types for the Central City in Beaverton:

- Mixed-use residential/retail (5-story)
- Mixed-use residential/retail (3-story)
- Cedar Hills site retail/office (4-story)
- Main Street retail/office (1-story)
- Office (5-story)
- Office (3-story)
- Apartments (3-story)
- Townhomes (2-story)

One of the biggest differences between the citywide and Central City prototypes was the assumption of lower parking demand in the latter. As such, the prototypes were created with 1 space per residential unit, and no on-site parking for the Main Street retail and office uses. This is consistent with the transit-oriented environment and the proposed shared parking strategy for the area. To make these function effectively at these low parking ratios there will need to be public parking resources such as on street and parking facilities to provide the spaces for sharing parking among the mixture of uses. In short, here's what it would take for each prototype to go from infeasible to feasible:



Mixed-use residential/retail (5-story)

### *Mixed-use Residential and Retail (5-story)*

This five story mixed-use building includes both surface and tuck-under parking and achieves about 93 dwelling units and 8-24 jobs per acre (depending on the retail and office use mix). At today's rents (\$1.00 per square foot), there would be a gap of about \$3.1 million per acre if rents of \$1.25 per square foot rents could be achieved, the gap would shrink to \$1.6 million per acre. Achieving rents of \$1.52 per square foot would make the prototype fully feasibly on parcels averaging about \$650,000 per acre in value. If the units were sold as condominiums, they would need to achieve a sale price of \$214 per square foot, or about \$171,000 for an 800 square foot unit.



Mixed-use residential/retail (3-story)

### *Mixed-use Residential and Retail (3-story)*

This three story mixed-use building includes surface parking and achieves about 66 dwelling units and 6 -17 jobs per acre. At today's rents (\$1.00 per square foot), the prototype would have a financing gap of \$2.6 million per acre; if \$1.25 per square foot could be achieved, the gap would be \$1.2 million per acre. Achieving rents of \$1.47 per square foot would make the prototype fully feasibly on parcels averaging about \$650,000 per acre in value. If the units were sold as condominiums, they would need to achieve a sale price of \$196 per square foot, or about \$156,000 for an 800 square foot unit.



Apartments (3-story)

### *Apartments (3-story)*

This three story apartment building includes surface parking and achieves about 70 dwelling units per acre. At today's rents (\$1.00 per sf), the prototype would have a financing gap of \$2.8 million per acre; if \$1.25 per square foot could be achieved, the gap would be \$1.4 million per acre. Achieving rents of \$1.49 per square foot would make the prototype fully feasibly on parcels averaging about \$650,000 per acre in value. If the units were sold as condominiums, they would need to achieve a sale price of \$192 per square foot, or about \$154,000 for an 800 square foot unit.

### *Townhomes (2-story)*

Two story owner-occupied townhomes achieve about 22 dwelling units per acre. The 1,850 sf units are feasible at sales prices of \$143 per square foot or \$264,000 per unit. This is likely achievable in the near term – this residential prototype is the closest to feasibility today without subsidy.

### *Cedar Hills Site Retail, Office and Housing*

This four story prototype development includes a mix of retail, office and multi-family housing with structured parking. The Cedar Hills site (bounded by Walker Road on the north, Jenkins Road on the South and Cedar Hills Boulevard on the east) is unique in that it is a 21.8 acre site, mostly owned by one entity that may require larger scale infrastructure improvements than other parts of central Beaverton. Without taking into account these infrastructure improvements, this prototype would have a funding gap of \$3.1 million per acre, assuming rents of \$1.25 per square foot for residential, \$18 per square foot for retail and \$22 per square foot for office. It is financially feasible at \$1.68 per square foot for residential, \$22 per square foot for retail, and \$26 per square foot for office. As a large site, however, it would probably be built in phases. Also, at build out this site would have a considerable number of jobs per acre.

### *Main Street Retail and Office*

The Main Street retail and office prototype, which contains about 49 jobs/acre, is feasible today on average-priced sites in central Beaverton. This is a positive sign and a chance for Beaverton to activate the Central City's streetwall. And, if retail and office rents between 10-20% higher were possible, the prototype would work on many of the more valuable parcels in the Central City. Providing parking on a site by site basis would not be very feasible for the many small and irregularly shaped parcels in the Central City. However parking needs to be addressed – and the shared parking strategy that is part of this plan is intended to make this kind of small scale infill feasible. In addition to on street parking, either public surface lots or structured parking should be provided in close proximity so that developer, businesses and workers could be more successful.



Townhomes (2-story)



Retail/office/housing



Main Street retail and office



Office (5-story)

**Office (5-story)**

This five-story office building includes structured parking and achieves about 241 jobs per acre. At today's rents (\$20.00/sf), the prototype would have a financing gap of \$4,500,000 per acre; if \$22 per square foot could be achieved, the gap drops to \$3,100,000 per acre. Achieving rents of \$26 per square foot would make the prototype fully feasible on parcels averaging about \$650,000 per acre in value. When parking is surface-only, the project would be feasible at rents of \$25 per square foot, but the total building square footage is reduced by one-third.



Office (3-story)

**Office (3-story)**

This three-story office building includes surface parking and achieves about 130 jobs per acre. At today's rents (\$20.00 per square foot), the prototype would have a financing gap of \$1.1 million per acre; if \$22 per square foot could be achieved, the gap falls to \$400,000 per acre. Achieving rents of \$23 per square foot would make the prototype fully feasible on parcels averaging about \$650,000 per acre in value.

**PROTOTYPE CONCLUSIONS**

In short, the 1, 2 and 3-story prototypes would be the least expensive to construct and most likely to be the first phase of new development for central Beaverton. They could be used to create relatively compact development patterns while filling the Central City's street wall. The main street and townhome prototypes were the closest to being possible today. The other residential and mixed-use prototypes were all feasible at between \$1.47 and \$1.52 per square foot rent. The office prototypes were feasible at rent levels of \$23 and \$26 per square foot.

## ADDITIONAL PROTOTYPE FINDINGS

The prototype process provided some useful lessons. There are several approaches (or combinations of approaches) that Beaverton can take to fill the gaps:

- Target permitting and regulatory modifications to ensure that buildings that are most likely to be financially feasible can get quick approval, assuming that they meet the design standards to assure a quality development.
- It is important to have initial prototype developments succeed in order to change the market dynamics of the Central City. In order to facilitate this, work with the initial developers to help close the financing gap through some combination of financial assistance (interest rate buy down), creatively structuring fees (e.g. deferring some fees until new projects are financially stable or within a set number of years, whichever comes first) infrastructure investments (e.g. partnering in parking structures and environmental or stormwater improvements) or other methods to close the gap, especially for initial projects.
- Provide public investments through low interest loans into projects which help achieve public goals in the Central City
- Make public investments in streetscapes, public places, environmental and stormwater facilities, communication infrastructure, shared and structured parking facilities that lead to higher achievable rents

In the near-term, Beaverton will need to do a combination of these things to make development work in the Central City. The most cost effective product types will likely include townhomes and 3-story residential projects, along with Main Street-style retail and office buildings. If the condominium market rebounds, 3-story mixed use buildings can be very cost effective at providing good quality housing units. Public investments in new amenities along with some subsidies for the first projects will likely be needed to jump-start these types of new development. However, as the Central City gains an identity as a unique type of place, these initial prototype projects will build momentum and generate the activity needed to improve the market and allow similar (and eventually larger) buildings to follow. At that point, the market will be able to support higher residential and commercial rents, eliminating the need for subsidies.

## HOW PUBLIC AMENITIES CAN IMPROVE PROTOTYPE FEASIBILITY

Investments in public amenities have a major impact on development feasibility. Public amenities attract people to a neighborhood and increase demand for housing. Particularly in the types of areas that have little development pressure today, like central Beaverton, rents and sales prices aren't sufficient for developers to feasibly complete a project. However, investments in public amenities can help boost rents and sales prices high enough to put many sites over the top in terms of development feasibility at present.

People love easy access to amenities in both urban and suburban areas. These amenities can vary widely by area, but there are certainly some common characteristics. In general, fully amenitized areas include:

- Parks and open space ranging from passive to active parks, and small neighborhood pocket parks to large regional attractors
- Commercial services that serve as daily, walkable destinations, from cafes and restaurants to grocery stores and hardware stores
- Pedestrian and bicycle options for neighborhood residents and visitors:
  - Pedestrian improvements including streetscapes designed for pedestrians and a high number of desirable destinations
  - Bike infrastructure ranging from wayfinding to bike lanes and street improvements on low traffic streets (like bike boulevards)
- Public parking on the street, in public lots, and in parking structures lets people drive the district and leave their cars to enjoy walking the area. Neighborhoods with well placed and designed parking can accommodate cars without have them dominate the environment, and provide more land for human activities. They also reduce the parking cost burden for developers and can help close the feasibility gap.
- High tech communications and internet infrastructure allow builders to build smarter buildings that attract a broader range of tenants, making employment lands more effective.
- A range of stores and services are important. A recent study for Metro—completed by Johnson Gardner—found that the most highly prized are grocery, cinema, and restaurants and bookstores in terms of attracting residents.



Finally, the Gardner study concluded that the following characteristics are important for the development of robust urban centers, such as Beaverton's Central City:

- Good transportation infrastructure, providing for convenient commutes and the ability to draw from a wider trade area
- Existing commercial structures, providing for affordable commercial space, or sites of an adequate scale to generate a critical mass of activity
- Proximate residential and employment densities to support services in the center
- Available developable parcels, and willing property owners;
- Active developer interest in an area
- Current achievable pricing approaching the threshold for higher intensity development patterns
- A jurisdiction actively supporting the intensification of development, through entitlements (zoning), infrastructure investments, site acquisition and/or other forms of encouragement.

Beaverton has a number of these attributes, such as transportation infrastructure, existing commercial space, and available developable parcels, which make up the “supply side” of the development equation. What it appears to be missing, however, is an active interest in the area and pricing to reflect that interest.

Government support and activity to support and nurture demand for housing, employment, and other development in the Central City is the one item in this list that the city can most affect, through targeted investments, initiatives, and leadership.



Beaverton's world-class light-rail transit access and commuter rail line connect the city to the larger metro region.

**TABLE 3: LAND VALUES IN THE CENTRAL CITY**

Approximate Land Value/Acre	Acres
0-\$250,000	41.5
\$250,000-\$400,000	7.2
\$400,000-\$650,000	27.5
\$650,000-\$1,000,000	80.4
\$1,000,000-\$1,250,000	38
\$1,250,000+	310.5

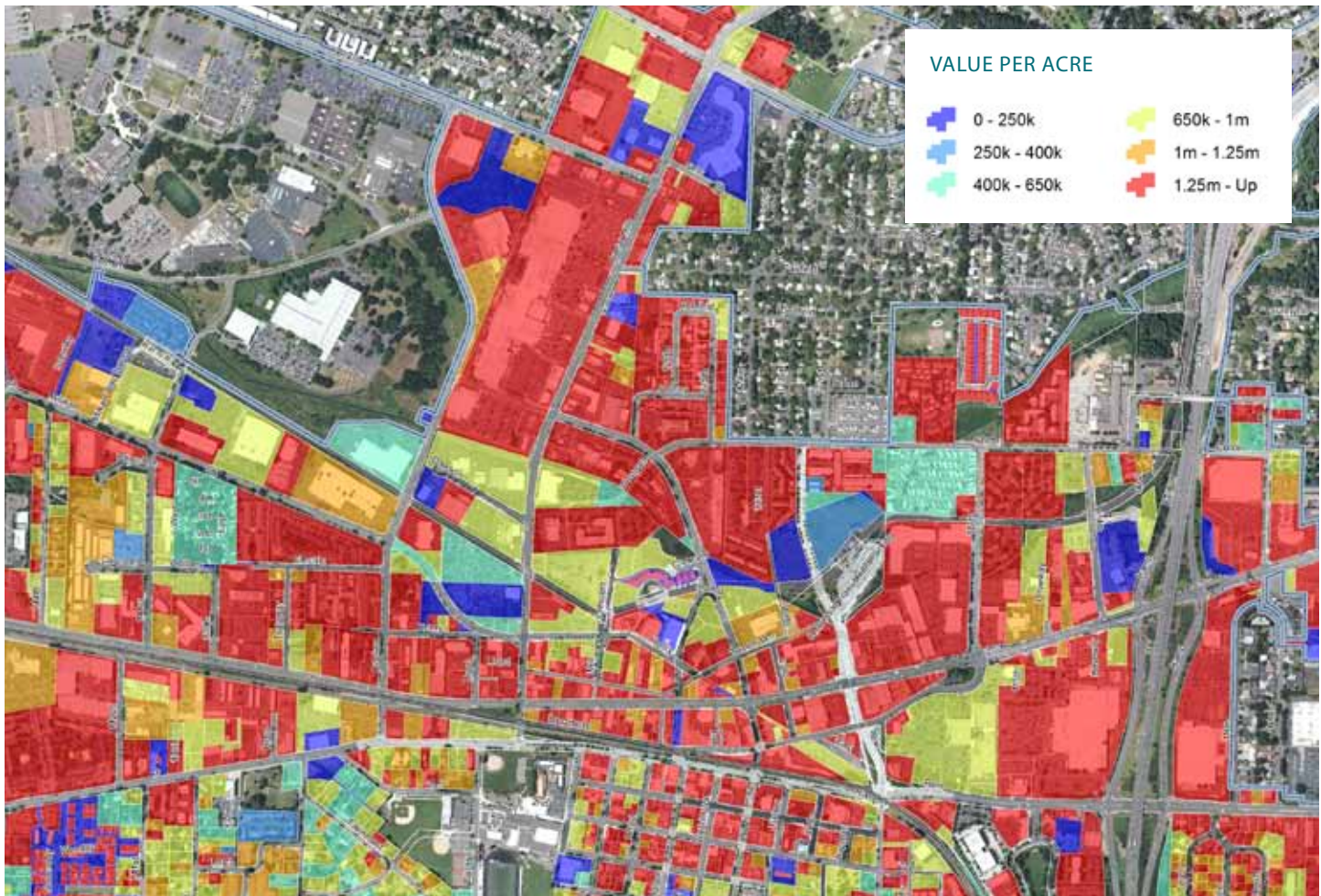
Source: Washington County Assessor data using central Beaverton TAZ boundary

### TIPPING POINT ANALYSIS

In redevelopment studies, the term “tipping point” is where the cost of acquiring the site and the cost of construction are offset by rents and revenues so that they produce a reasonable return: that is it “tips” toward redevelopment. Having these factors in place does not guarantee redevelopment, but the lack of them almost guarantees an absence of reinvestment.

Given today’s land values in Beaverton, the only urban-style prototypes that are feasible without assistance are main street retail without parking, and townhomes. Given today’s land values, all of the prototypes will tip with rents of about \$1.50 per square foot for residential and \$23 per square foot for office on parcels currently valued at about \$650,000 per acre, and about \$200 per square foot for residential condominiums.

**FIGURE 26: LAND VALUES PER ACRE IN THE CENTRAL CITY**





These are high rent assumptions for Beaverton, but are not uncommon elsewhere in the region.<sup>4</sup> These parcels comprise almost 76 acres of the Central City. Another 80 acres are valued at over \$650,000 per acre but less than \$1 million per acre – these will likely be the next parcels to redevelop given willing sellers.

Given the results of this prototype building analysis, the near term objective for central Beaverton should be to generate activity with the simpler low-scale prototypes that create a downtown environment, not simply density. The first steps toward the active, higher density Central City Beaverton envisions in the future are creating successful smaller scale projects in the short term. The key is ensuring that these smaller scale infill projects are designed with walkability and urbanism in mind, especially if they bring the uses that are known to attract residents. If so, these smaller projects will serve as stepping-stones to build a lively central Beaverton with a robust market that supports more intense development.

### TIPPING POINT ANALYSIS

A tipping point analysis looks at the financial feasibility of developing the preferred building type. The tipping point analysis focuses on the interaction between the regulatory system and the market. Building prototypes are examined to determine if the rent, lease, or sales prices would outweigh the associated costs and risks and produce a return that is suitable for development. This model considers a range of factors including parking, height and use requirements, construction costs, and fees.

Using a sensitivity analysis where zoning code inputs are isolated and tested to determine their single impact, several tipping points can be identified that show where optimizations could be made to best achieve the strategies for encouraging desired development in the Central City.

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<sup>4</sup>Portland Real Estate Quarterly, Fall 2010, pg. 30, 36. Higher prices tend to be in downtown Portland, where many housing units are newly constructed.



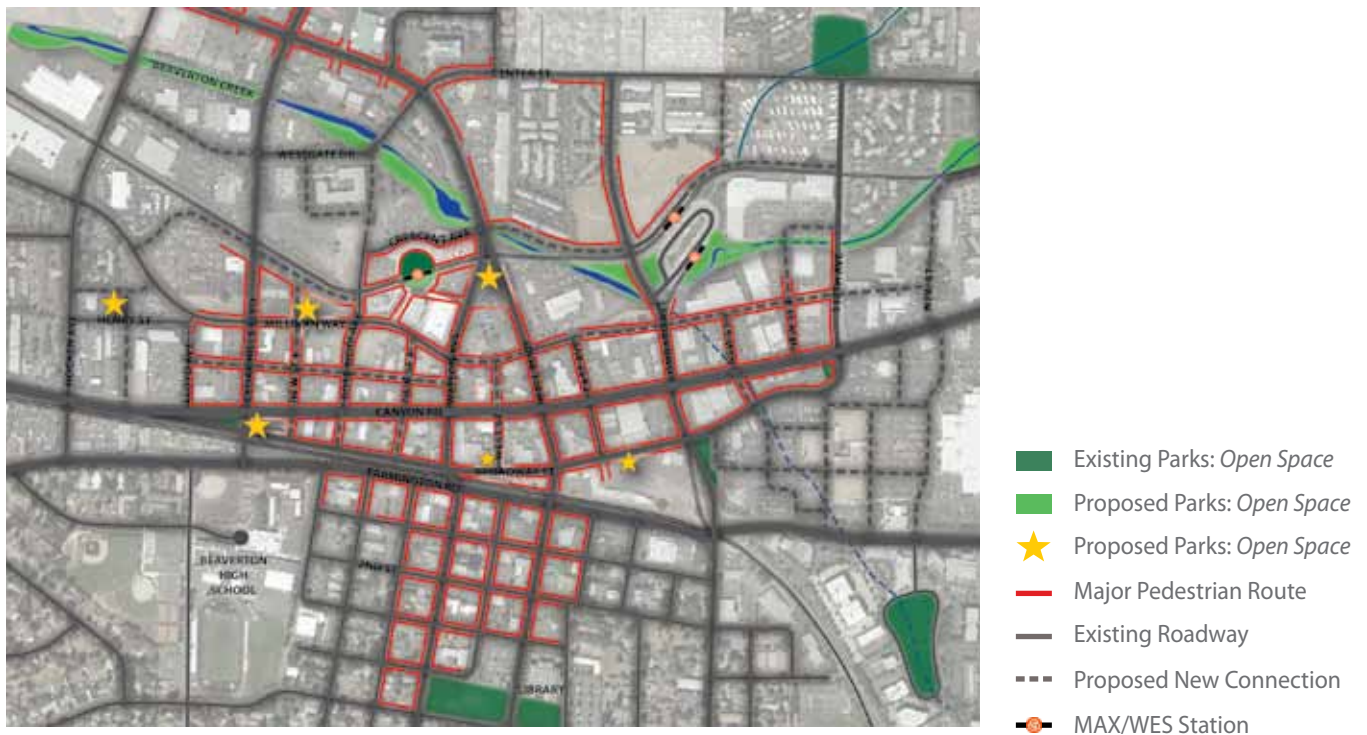
A pedestrian route should include some or all of the elements in this picture: wide sidewalks, on-street parking, street trees and furniture, and active building frontages.

## DESIGNING FOR A WALKABLE CENTRAL CITY

Earlier sections of the Central City strategy address the infrastructure and connectivity aspects of walkability. Another important element of a walkable place is a well-defined street wall — a continuous series of buildings with doors, windows, facades and activities for the pedestrian to follow. A good street wall does not require tall buildings; many historic main streets (as can be found in Old Town or on Broadway) are made up of single-story structures. Similarly, a good street wall need not be composed of overly ornate structures. A simply designed but well-proportioned façade that includes low display windows, sidewalk lighting, and a deep awning to shield people from the elements can be sufficient to create a pleasant walking district.

The city's Development Code is used to regulate shape, height, orientation, and other aspects of a building's design. In particular, the city has designated certain streets as Major Pedestrian Routes, which require development, in general, to be oriented toward the street and provide windows, doors, and other features to enrich the pedestrian realm. Currently the code distinguishes between Class 1 and Class 2 Pedestrian Routes and imposes stricter standards for development on Class 1 streets. For example, Class 1 routes require that buildings cover 50% of a lot's frontage on the street, whereas Class 2 requires only 35%; this means a more continuous street wall is provided for on Class 1 routes. Most streets in the Central City area are considered Class 1 Pedestrian Routes. However, several of the principal streets that the Civic Plan recommends changing to be pedestrian friendly streets, including Canyon Road, Broadway Street, East and West Streets, and the future eastward extension of Millikan Way are currently classified as Class 2 Pedestrian Routes. The Civic Plan strategy recommends upgrading all streets in the Central City area to Class 1 Pedestrian Routes and investigate upgrading the standards for Major Pedestrian Routes.

FIGURE 27: KEY FRONTAGES FOR CLASS 1 PEDESTRIAN ROUTE DESIGNATION



Note: This map includes some existing Class 1 Pedestrian Routes, particularly in Old Town, and highlights key existing and new streets that should be Major Pedestrian Route with supporting street wall.

Another of the tools Beaverton uses for shaping development in the city is the Design Review process. Design Review for new construction can take two tracks. Design Review 2 is required for new construction of up to 50,000 square feet of floor area and 30,000 square feet when the property abuts a residential zone—similar thresholds apply for floor area additions. This process requires a developer to meet objective standards defined in the Development Code, such as building setbacks, fenestration percentages — how much of a façade that must be made up of windows — and landscaping percentages. City staff verifies that the plans meet the standards, and the project must be noticed to surrounding property owners. No public hearing is required, but the decision can be appealed.

A Design Review 3 procedure is required when a project exceeds these thresholds, or when an applicant elects to deviate from the objective design standards of the Development Code. The project is reviewed by the Planning Commission at a public hearing, and is evaluated for whether it meets the City’s design guidelines, which consist of general statements about design and performance, rather than hard and fast rules.

**TABLE 4: AVERAGE DAYS TO CONCLUDE APPLICATION PROCESS**

Jurisdiction	Type 2 Applications	Type 3 Applications
Beaverton	75	88
Hillsboro	74	83
Tigard	89	103
Washington County	167	162

Source: City of Beaverton, *Jurisdictional Process Timeline Memo*, 2007

Overall, Beaverton’s planning and permitting process is as swift as or better than peer jurisdictions for both Type 2 and 3 decisions — these include procedures in addition to Design Review. In general, it is advisable to require Design Review for large projects. Also these permitting times are very competitive nationally — they would be almost unheard of in many similar jurisdictions in other states.



Design Review helps cities create and protect memorable places of lasting value, but should not take the place of easily understood and implementable standards.



The city should create a shortened process for new construction of smaller sized buildings with permitted uses within the Central City area. At present, a Type 2 review is required for new construction of any size up to 50,000 square feet. Eliminating the noticing requirement for new construction between 0 and 15,000 square feet of floor space would both reduce the time and financial burden for a small project.

A shorter Design Review track for smaller projects should be limited to areas in the Central City where the City is seeking to create or reinforce an existing street wall, such as along Class 1 Pedestrian Routes. To ensure that new construction meets this goal while also meeting high standards for use, design, construction, and materials, an applicable project would have to meet the following criteria:

- Apply to permitted uses only
- Limited to 0 – 15,000 square feet of newly constructed floor space
- Minimum building frontage requirement of 50%
- Minimum lot coverage requirement of 50%
- Front set-back may be 10' or less (except on Canyon Road, where a 10' setback and pedestrian easement should be required)
- Building must include a primary entrance on the street and 50% windows
- No surface parking allowed between the building and sidewalk
- Projects that require a curb cut on a Major Pedestrian Route would be ineligible (curb cuts may require more extensive review by transportation staff)
- Selected Design Review architectural elements such as materials and articulation

The objective should be to establish in advance, a basic set of uses and building types that the city would welcome in the Central City and could permit administratively and without public noticing requirements. An additional implementation tool could include sponsoring a design competition to develop more specific building plans that could qualify for this shortened review process.

## PUBLIC INVESTMENTS AND DEVELOPMENT

In addition to adjusting development and design programs to better enable the types of development needed in the Central City, Beaverton should also commit to helping to mitigate the uncertainty created by environmental constraints. As described in the Open Space section, the area features the confluence of three creeks with significant flooding issues. Regulatory oversight is provided not just by the City of Beaverton, but also Clean Water Services, which works to maintain the health and quality of local watersheds and waterways. This presents a number of practical and regulatory hurdles for a developer by adding a good deal of risk to the front-end stage of a project. The relative attractiveness of development in the Central City declines as a result, as investors seek less encumbered areas and lands.

In recognition of the burdens placed up on development by environmental quality needs, the city's current code allows additional floor area, building height increases, and reductions in landscaped with use of Habitat Friendly Development Practices or Limited Impact Development (LID) techniques. However, based on the Civic Plan prototype analysis and the city's history of relatively little high-rise development and the near-term need for activity, versus density, additional measures should be explored. The management of water in the Central City is a major issue that affects both public and private properties, and requires a comprehensive rather than piecemeal approach.



Beaverton Creek south of Cedar Hills Crossing.





A more direct incentive could include an increased public investment in stormwater treatment facilities through the use of Green Streets technologies and high-performance landscapes to capture and treat stormwater in the public realm and connect to systems in new private developments. A collaborative process with Clean Water Services, landowners, and the city to pre-plan and permit desirable development would represent a major step toward stimulating the intensified development of the Central City. Such a process would likely take place as an implementation phase of the Creeks Master Plan strategy described in the Open Space section of this plan.

It could take the form of a holistic approach to a site, whereby an agreed-upon development program (or set of alternatives) would be evaluated for stormwater management needs and a plan developed to accommodate those needs through a combination of on- and off-site treatment measures. Such a process could serve as a model for future projects, and result in best practice concepts that could be applied citywide.

**An essential outcome of this process must include a public commitment to invest in the infrastructure and clean water service systems in the Central City in order that the private sector can invest in buildings, housing, and employment space.**



Public investments in stormwater infiltration and treatment.



## CATALYST DEVELOPMENT PROJECTS

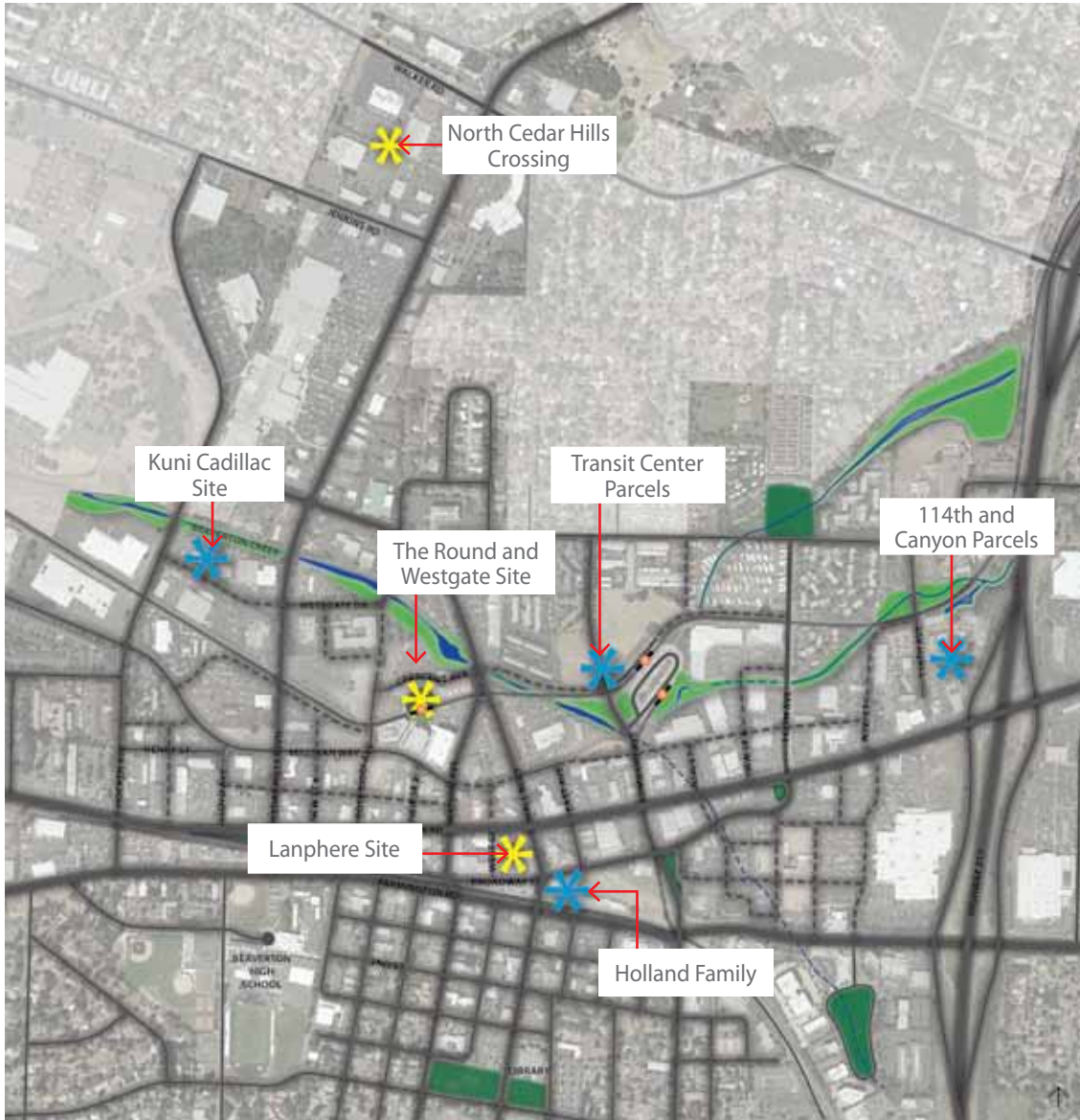
As illustrated in the prototype discussion, it may be necessary to jump start development in the Central City through a combination of public and private investments. To that end, the city has identified catalyst sites as properties with characteristics that favor high-quality redevelopment: large parcels under single ownership, willing and capable property owners, location that is critical to implementing a successful urban design, and/or proximity to transit.

In many cases, these are projects that could ideally develop in the nearer term to prove the market for development that might occur on nearby sites. In most cases, the catalyst sites need a boost from public investment to redevelop; the catalyst nature of the projects means that public investment will help to leverage an increase in value not just on the catalyst site itself, but also on adjacent parcels that might not otherwise have redeveloped.

The project team also identified some “opportunity sites,” which might not be ready to develop now for a variety of reasons, but are nonetheless well-suited to redevelopment in the nearer as well as longer term. Often these opportunity sites are generally smaller, less centrally-located, or have barriers to redevelopment (access, long-term leases, etc) that would be difficult or expensive to overcome. While they contain significant redevelopment potential, opportunity sites are less likely to have the impact of spurring redevelopment on adjacent sites in the near term. The following section focuses on three potential catalyst sites.



FIGURE 28: CATALYST AND OPPORTUNITY SITES IN THE CENTRAL CITY



-  Existing Parks: *Open Space*
-  Proposed Parks: *Open Space*
-  Catalyst Site
-  Opportunity Site

In addition to catalyst sites, potential opportunity sites include the former Kuni Cadillac site south of New Seasons, the vacant properties north of the Beaverton Transit Center, the Holland family property, located between Farmington Road and Broadway, east of Lombard, and the area north of Canyon Road between 114th Ave. and the Highway 217 off ramps.

FIGURE 29: NORTH CEDAR HILLS CROSSING CATALYST SITE



### CATALYST SITE #1 NORTH CEDAR HILLS CROSSING

This 20 acre site could contain between 500 to 1000 residential units in a variety of housing types, in addition to some office space and retail as appropriate. It is an excellent location for increasing the residential density in the Central City, an important step toward creating a vibrant and active core that adds residents to a walkable urban environment to better support more local-serving retail opportunities in the mix of Beaverton businesses. The site also offers an opportunity to improve the transition between successful lower-density residential neighborhoods and the urban core, and create a gateway to the urban core that demarcates an entry point and an identity for the Central City. Its size suggests the potential for a master-planned redevelopment that could include parks and open space, structured parking, pedestrian and bicycle trails, and other amenities.

Structured parking and enhanced sewer and water capacity would have to be explored, and likely will require public investment. The site would probably need additional internal streets to create developable lots. Pedestrian and other connectivity improvements would also support the redevelopment. Some transportation improvements might be borne by or shared with Washington County, as some of the access to the site is via County roads.

## URBAN RENEWAL

Urban renewal and tax increment financing are tools that can be used to support the capital investments that catalyze redevelopment. They work by setting aside the growth in taxable value inside an urban renewal area for reinvestment in that area. State statutes guide the use of urban renewal in Oregon. Investments must be part of a larger strategy for improving the redevelopment potential of that area. These investments, or projects, are defined in an urban renewal plan, and can include such improvements as: storefront facade updates; streetscape improvements; pedestrian, bicycle, or other mobility improvements; land acquisition; development and market studies; and contributions to public-private partnerships for developments that meet plan goals.

Tax increment is rarely sufficient on its own to fund all of the investments that are needed to support redevelopment in an urban renewal area. It is typically part of a package of finance tools that include SDC waivers, capital improvement/general fund dollars, tax credits (such as low-income housing tax credits, energy tax credits, and others) and private-sector contributions to redevelopment projects.

Beaverton's charter requires that any new urban renewal plans are approved by voters in the City. Staff, together with the Beaverton Urban Redevelopment Agency, are exploring the possibility of using urban renewal for Beaverton's Central City.

Possible financial tools to cover these costs and to support the development could include: intergovernmental agreements with Washington County for improvements to County-owned facilities; systems development charges<sup>5</sup> to the developer; urban renewal and tax increment financing (if voters approve a new urban renewal area); MSTIP (major streets transportation improvement program) and transportation development taxes<sup>6</sup> for roads; and possibly low income, energy, new markets, or other tax credits<sup>7</sup>. Development agreements with the property owner and/or developer could create a public-private partnership and a framework for sharing costs for the development if public goals are met.

<sup>5</sup> *Systems development charges (SDCs) are one-time charges to new development –usually assessed at the time a building permit is issued- designed to recover the costs of infrastructure capacity needed to serve that development. Oregon law has authorized the imposition of SDCs for water, wastewater, storm drain, transportation, and park systems. Beaverton has limited control over SDC waivers-most are collected for service providers.*

<sup>6</sup> *The transportation development tax (TDT) replaced the traffic impact fee in 2008. It is levied throughout Washington County, based on estimated traffic generated by each type of development. Revenue is dedicated to transportation capital improvements designed to accommodate growth. Eligible projects are on major roads, including sidewalks and bike lanes, as well as transit capital projects. New development is required to pay the tax when a building permit or occupancy permit is issued. (Washington County website, accessed 11/30/10: <http://www.co.washington.or.us/LUT/TransportationFunding/TransportationSystemFunding/what-is-tdt.cfm>)*

<sup>7</sup> *New Market Tax Credits are not an option for this site; it is not in a qualified census tract.*

FIGURE 30: THE ROUND AND WESTGATE CATALYST SITE



## CATALYST SITE #2

### THE ROUND AND WESTGATE TRANSIT-ORIENTED DEVELOPMENT (TOD)

The Beaverton Round, an 8-acre mixed-use transit-oriented development project including housing, office space, and retail and dining tenants is the center of a nascent urban district to the north of Canyon Road. The project, which has several undeveloped parcels and a city-owned central heating and cooling facility (The Beaverton Central Plant), was begun in the late 1990s, but remains unfinished to date. Despite the financial and functional difficulties that the project has experienced, the Round represents growth and development opportunity with excellent regional transit access.

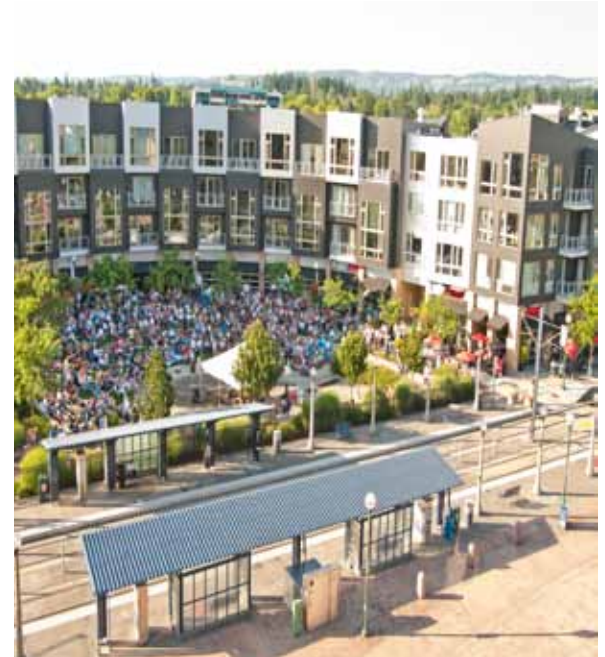
Adjacent to the Round is the 3.9 acre Westgate property, an additional redevelopment opportunity that has several benefits for redevelopment: (1) it is a fairly large site that is currently undeveloped, (2) it is publicly owned by the City of Beaverton and Metro, and (3) it could be developed with a use that would support regional transit ridership goals and qualify the site for regional funds earmarked to support transit-oriented development (TOD incentives).<sup>8</sup>

<sup>8</sup> Metro's TOD program provides financial incentives and uses public / private partnerships to enhance the economic feasibility of projects. To be considered for the program, a project must be physically or functionally related to a mass transit station, as is this site. Metro has established other selection criteria, which include the extent to which the project causes construction of higher density housing or destination uses, and the extent to which the project maximizes floor area ratios while minimizing parking ratios.

All of these factors suggest a possible shorter development timeframe (the public sector has site control) and lower cost of development (no new land or acquisition costs to consider, possible TOD sources, possibly reduced parking provision requirements). Development plans for the site probably include a mix of uses (retail and commercial) and would have a large residential component. The site might also be appropriate for a major employer or institutional user, such as a medical or higher education campus.

The Westgate and Round sites have the opportunity to greatly increase the number of people living in, working in, and visiting Beaverton's Central City core, bringing the City closer to its goal of a vibrant mixed use center with 18-hour activity. Furthermore, they are both situated within the City's first envisioned EcoDistrict and benefit from proximity to the City's Central Plant, which has capacity to serve heating and cooling needs of additional development. It is also proximate to the Beaverton Creek Connections concept which, in conjunction with the implementation of a Creeks Master Plan, could provide the framework for a highly amenitized environment under which development could become more feasible.

However, there are some improvements needed in and around the Westgate site, in particular, to support its redevelopment. Specifically, the western access point is both too close to the MAX crossing and too narrow to accommodate sufficient access from Cedar Hills Boulevard. In order to alleviate this condition, a road extension from Rose Biggi Avenue along the north side of the property and then making a turn north to intersect with Westgate Drive is needed. This road extension should be designed to maximize public on-street parking. Using an angle-in parking neighborhood street cross-section, particularly on the east-west segment, would help achieve this. Right-of-way needed for angle-in parking on both sides of this cross section would be approximately 80-85 feet.



The Beaverton Round during a concert

A second issue related to the Round and Westgate catalyst site is its position next to Beaverton Creek. As envisioned in the Open Space framework discussion, the current EPA mitigation site that was initially created for the Beaverton Round could be expanded with additional flood control and a public plaza (Beaverton Creek Connections concept).

While the ultimate size and shape of such a space would be determined with more detailed study, if the city were to pursue such a project as envisioned below, it could result in the use land currently used for parking at The Round and privately owned parking that serves the nearby BG Plaza office building.

One option for compensating for this reduction in parking area is to ensure that the redevelopment of the Westgate site includes a shared parking lot or preferably a parking structure. As part of an agreement for purchasing the parking lot that serves the BG Plaza, the city could commit to reserving a portion of parking spaces within a shared lot for its tenants. Such an arrangement would heighten the need to complete the Westgate site's new access road Rose Biggi Avenue to Westgate Drive and improve a section of the Westgate site as a temporary surface lot.



Beaverton Creek near The Round





A third issue related to the catalyst site is the Beaverton Central Plant (BCP) at the Round. As designed, the BCP can serve 1 million square feet of space, but is currently only serving 330,000, or one third of its capacity. The underutilized capacity from the BCP represents a financial burden on city resources that accentuates the need to complete the build-out of the Beaverton Round project. The city has taken steps to extend the service area of the BCP from the Round to include the Westgate site, which could also benefit from lower construction and energy costs.

Possible sources of financing in the catalyst area (in addition to regional TOD funds) could include urban renewal tax increment funds for capital improvements needed to support the project, and parking revenue bonds to provide structured parking . Other sources would vary depending on the uses that it selected. Affordable housing projects could qualify for low income housing tax credits. For projects with sufficient employment generation, EB-5 funds could be an option in the future.<sup>9</sup> The Westgate site is currently qualified for New Market Tax Credits (site may not qualify once the 2010 census is formally accepted and embedded in the NMTC regs), and these could be used to provide equity to support the development. Tax exempt revenue bonds could be used to support tax exempt uses, and other forms of bonds could also potentially be used.



Central Plant service area

<sup>9</sup> The EB-5 program is a program of the US Department of Homeland Security (Citizen and Immigration Services) that allows foreign nationals to invest in commercial enterprises that generate jobs in the United States in exchange for permanent residence in the country. "Regional Centers" (which can be public or private, but must be involved in the promotion of economic growth, improved regional productivity, job creation, and increased domestic capital investment) pool these investments to generate economic growth in the region. Currently there are six entities pursuing designation as Regional Centers in Oregon . CIS expects to make decisions about Oregon Regional Centers by late spring, 2011(US Dept of Homeland Security website, accessed 11/30).

FIGURE 31: LANPHERE CATALYST SITE



### CATALYST SITE #3 LANPHERE PROPERTY ON CANYON AND BROADWAY

This site's location is critical from an urban design perspective: it is located literally at the crossroads of the major east – west and north – south roads in Beaverton's Central City. The site is uniquely situated to benefit from both the proposed Broadway festival street improvements and traffic calming and pedestrian improvements on Canyon Road. Its successful redevelopment is important to tie the north and southern portions of the Central City and inform its identity as a vibrant mixed-use neighborhood.

In particular, the proposed extension of West Street through the block north of Canyon to Millikan represents an opportunity for the Lanphere site to serve as a key nexus between the historic old town and the Round, Transit Center, and areas north of Canyon Road.

The site could redevelop in a number of possible uses, but would almost certainly be a mixed-use development including office, retail, hotel and/or residential uses. Such a project should include a shared parking lot or structure. If the city joins with a developer in a private-public partnership, some spaces should be reserved for general use in the Broadway District. Regardless of the redevelopment, its design must support an active pedestrian environment and mark a center for the City, and its uses must add to the vibrancy of a redeveloping urban core.

**FIGURE 32: LANPHERE CATALYST SITE VISUALIZATION**

Existing conditions, corner of Hall Boulevard and Canyon Road



Mixed-use building and streetscape improvements envisioned for the Lanphere site located at the corner of Hall Boulevard and Canyon Road.

Improvements to sanitary sewer and other utilities would need to be explored. The Oregon Department of Transportation is a possible partner in improvements on Canyon Road.<sup>10</sup>

As with other sites, the sources available to support catalytic development here varies depending on the use selected. The list of sources described above (SDCs, development agreements, tax credits, bonds, MSTIP funds, etc.) are all potentially applicable. The site is eligible for New Market Tax Credits.

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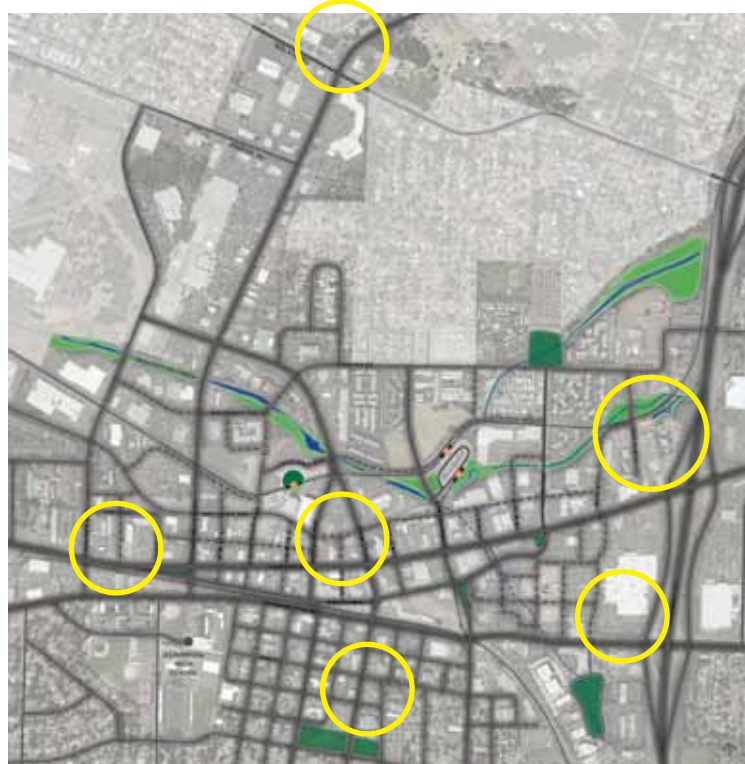
<sup>10</sup> Beaverton City staff has not estimated costs associated with redeveloping this site, as the use and density of that use are uncertain. They did, however, identify some needed improvements. These include: traffic calming on Canyon and Farmington; bicycle lanes along Hall Boulevard and possibly other locations; pedestrian improvements including bulb outs; and improvements to Watson. While the water supply is probably sufficient, sanitary sewer and stormwater improvements are needed.

## GATEWAYS TO THE CENTRAL CITY

Urban form can have a powerful and immediate effect on how a sense of place is conveyed, sending cognitive and aesthetic cues about the district, neighborhood, or even a single block. Gateways – those markers of an edge or transition zone – can be instrumental in creating an impression of the community character and signaling a change. Urban gateways are an artifact of an earlier time, before the “edgeless cities” formed by urban sprawl. Returning to the concept of urban gateways can help to pinpoint an answer to the perennial question, *Where* is the heart of Beaverton?

Beaverton should consider a gateway strategy that encompasses all the elements that define a gateway –not only welcome signage, but other physical indicators such as archways, fountains, and celebrated landmarks. And in addition to traditional gateway structures such as these, buildings themselves can serve as gateways to Beaverton’s established and emerging districts. Historic or civic buildings often serve this purpose, but new development can do the same. In Beaverton, gateways could be used to communicate a positive, consistent message or image of the district, or to distinguish smaller geographic components within the city.

FIGURE 33: POTENTIAL GATEWAY AREAS



Highly visible properties adjacent to entrance and exit ramps from Highway 217 at Canyon and Farmington; corner and streetfront property where current land use is paved parking lot with pad development; Hall Boulevard / Watson Avenue, Broadway Street, Cedar Hills Boulevard, Beaverton-Hillsdale Highway, Canyon Road.

A “gateway overlay” or similar regulatory mechanism could be applied to specific properties, key intersections, or entire blocks as a way to ensure that development in these important, high-visibility locations fits the desired urban form of a gateway. Such overlays would identify design criteria which achieve the desired affect without compromising the productive use and enjoyment of the properties so regulated.

Gateway locations might also be specially designed under the zoning or Development Code to establish incentives for property owners and developers to construct such gateways, donate land for that purpose, or jointly invest with the city in developing gateways that would be of mutual benefit and operate outside of the traditional sign code requirements.

Considering the form, an urban gateway development should be a physical indicator of transition, accomplishing this with height, massing, street orientation, materials or other methods. It may be that on “gateway” parcels, development will be required to fulfill a certain floor-area ratio (a measure of development intensity) or a height minimum to ensure the desired building form and intensity of use. Public space or a plaza is often a component of gateway development.



Cady Building today. The Cady Building was built in 1914 and has been home to such businesses as a bank, drugstore, and post office.

### **CADY BUILDING, OLD TOWN BEAVERTON**

The Cady Building is located in Old Town Beaverton, at the corner of Farmington and Watson. The building itself creates a distinctive sense of place, and it acts as a gateway into Old Town with visual clues that distinguish Old Town from the rest of the city. Improvements made as part of the Hall Watson Beautification Project (including distinctive light standards, flower baskets, street furniture, small plazas, public art, crosswalk treatments) help to form a cohesive identity for the area. Investments in the streetscape have helped attract vital new business to the area, including A'kasha, located in the Cady Building, and Decarli Restaurant, located next door. Identity of place can be further reinforced through the implementation of a wayfinding program to brand districts such as Old Town and others and orient visitors, or simply brand the Central City as a whole by providing interpretive, educational signage and highlighting points of interest in a seamless visual format. Treatments used for Hall Watson can be extended throughout the Central City, or distinctive treatments can be used to define other districts, such as an EcoDistrict, for example.



## BEAVERTON PERFORMING ARTS CENTER

While it should not be considered a catalyst project in and of itself, one potential component of the Central City may be a Performing Arts Center. Supporters of the arts in Beaverton have long desired a Performing Arts Center (“PAC”) in the City. The region has several high-quality performing arts venues, many of which are in the central city of Portland. Venues for local performances in Beaverton are limited to civic and school district facilities (with very limited availability), and non-traditional spaces, such as churches and restaurants and cafes.

It is intended that the facility would complement surrounding uses, including outdoor features, such as a small amphitheater, sculpture garden, and water feature. However, such a facility normally has a front of house and a back of house. Loading facilities at the back of house would need to be carefully considered with surrounding or adjacent uses as they have the potential to be noisy and unsightly.

Proponents of the facility are interested in exploring a wide-range of uses that could be combined with the project, to create more of a destination, and reduce costs for shared uses (such as parking, and lobbies). Combining uses also opens a wider range of potential financing sources. Potential uses include a hotel, structured (shared) parking, conference center/meeting space, sound studio, artist housing, and other public and private uses.

A preferred site for the facility has not yet been selected. Concurrent with the Civic Plan process, a Blue Ribbon Task Force is studying the feasibility and location of a PAC.

## OLD TOWN REDEVELOPMENT AND REVITALIZATION

Beaverton's Old Town has all of the hallmarks of a successful historic retail district: Short, walkable blocks; relatively continuous building frontage; some thriving businesses that draw customers to the area from throughout the City; the library and a park that attract pedestrians and house important public festivals and events; and older buildings with historic character. Building on this success to improve the Old Town area can help to support the entire Central City.

### SOME TOOLS THAT CAN HELP:

- Continued support of storefront improvement loans or grants. The City currently has an active program to assist business and property-owners with improvements to their facades, which is funded by Community Development Block Grant money. If voters pass urban renewal, additional dollars could be available for these important programs.
- Continued support for formation of an Old Town focused business association, and the State MainStreet™ program. The City's Economic and Capital Development Department is undertaking efforts to support Old Town businesses as they create a framework for recruiting and marketing Old Town businesses, and representing small business interests in City-led and other planning efforts.
- Business Improvement District. A BID is a mechanism that allows a group of businesses to agree to assess themselves to pay for improvements to the area that surrounds them. BIDs are commonly used in many downtown areas to pay for events or programs, or for streetscape improvements that make the area more inviting to business patrons.

Urban Renewal, if it is passed by voters, could be an important tool for redevelopment projects in Old Town, specifically tax increment financing could help to pay for site assembly for any larger projects, make improvements to streetscapes, and add funds to the City's storefront improvement program.

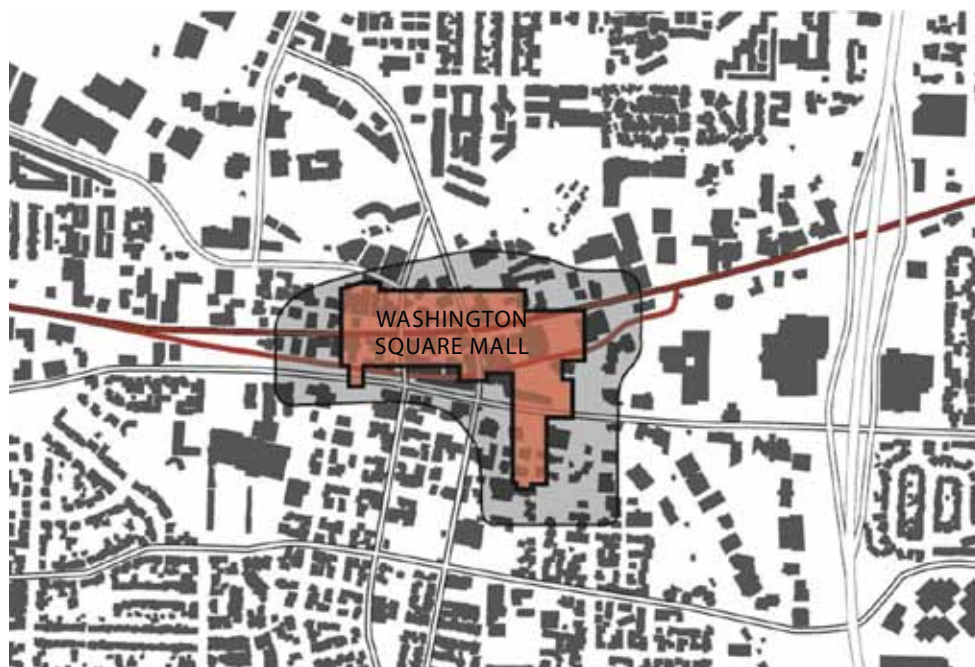


Businesses in Old Town Beaverton

## THE ROLE OF PARKING IN THE CENTRAL CITY

Parking is one of the most hotly debated and contentious issues in city planning, particularly when it comes to downtown areas. As James Castle famously quipped, “Any place worth its salt has a parking problem.”<sup>11</sup> With approximately four out of five trips in Beaverton taken by car, it is undeniable that an adequate supply of parking is needed in Beaverton.<sup>11</sup> Beaverton’s current arrangement of parking areas, particularly in the areas north of Canyon Road, undermine the objective of creating and enhancing a walkable, pedestrian-scale Central City by separating and diluting active uses. From a walkability perspective, it is important to provide a continuous street wall of interesting buildings and activities, a buffer from car traffic along the sidewalk, and an arrangement of uses that enables people to make as many trips as possible on foot.

**FIGURE 34: WASHINGTON SQUARE MALL BUILDING FOOTPRINT AND PARKING LOT OVERLAID ON THE CENTRAL CITY**



<sup>11</sup> US Census Bureau, American Community Survey, 2009



The conventional and current approach to parking is to privatize its supply and management through zoning requirements for development. Individual uses, like grocery stores, restaurants, and offices are each required to provide on-site parking for their employees and patrons, usually according to a formula based on size, the number of dining tables or employees. In addition to regulatory requirements, which in many portions of the Central City are relatively low, parking supply is often demanded by financial lenders who see inadequate parking facilities as adding risk to their investments. The flaw in this approach is that it often leads to a redundant parking supply in an area as a whole. It consumes a great share of a limited amount of land and has the effect of pushing buildings apart from one another, such that it is less practical to walk. It also creates business resentment over shared use, leading to aggressive towing practices and other unpopular measures.

Beaverton, with its limited supply of land and the desire to reinvigorate its Central City with jobs, housing, open spaces and uses to serve daily needs, needs a more comprehensive approach to parking supply and management. A hybrid approach that has served other places with similar challenges quite well is the shared parking system, whereby parking is supplied both on-site and on the street and in pooled facilities.

This is not without precedent in Beaverton; the city has begun to take the first steps by creating a shared parking strategy for its Old Town District. One of the key findings of the Beaverton Downtown Parking Solutions study completed for Old Town, was that the area has a large excess of parking, with the peak occupancy reaching just 44% of total supply on weekdays.<sup>12</sup> In response, the strategy is designed to reduce the amount of parking required by individual development projects while managing on-street parking supplies. To that end, the city elected to remove on-site parking requirements for commercial development in the district and lowered residential parking requirements to 0.75 spaces per unit. As demand and supply converge over time, the city will begin to provide pooled parking facilities for use by visitors and employees in the district.

**FIGURE 35:**  
DOWNTOWN BEAVERTON PARKING  
STUDY AREA: OLD TOWN AND BROADWAY



Source: *Beaverton Downtown Parking Solutions*, 2007

<sup>12</sup> City of Beaverton, *Beaverton Downtown Parking Solutions*, pg. 3-5.



## SHARED PARKING

Building upon the work of the city's Regional Center-Old Town parking district strategy, the Civic Plan strategy recommends expanding the shared parking concept and on-site parking policies to the areas north of Canyon Road. Some of these areas will take longer to redevelop into more dense walkable environments, and shared parking district programs can be established as the need arises. But some areas, particularly in the Broadway pedestrian district, The Round, and along Beaverton Creek, have the potential to serve as catalyst or opportunity development sites, and it will be important to have a shared parking concept and strategy in place.

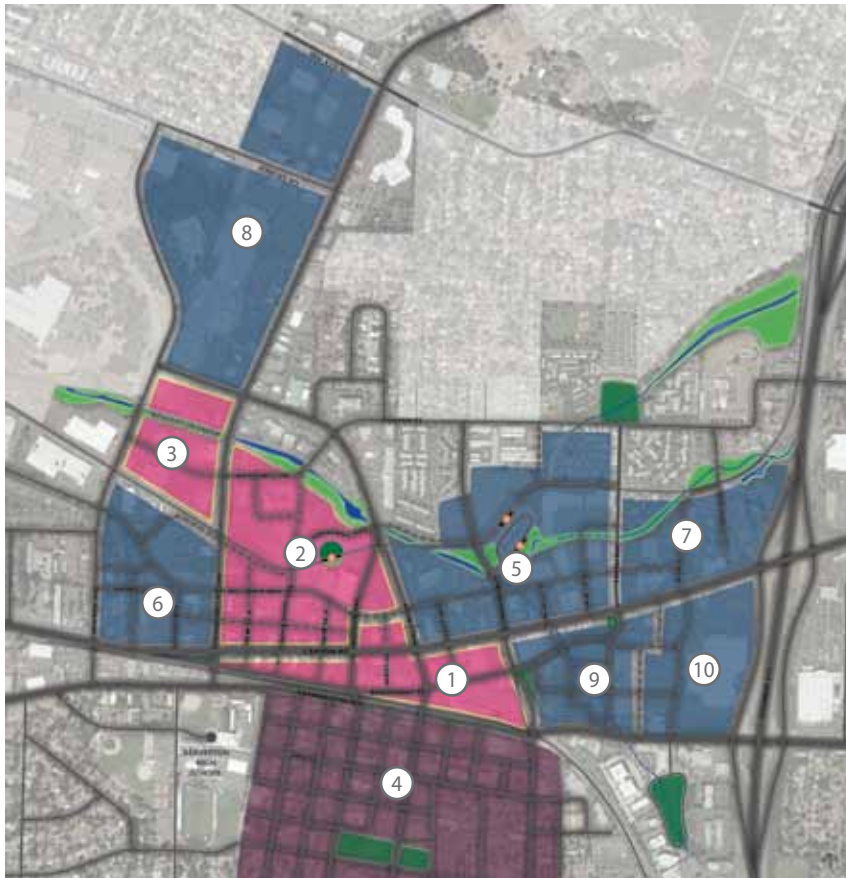
The basic framework for the Central City shared parking strategy is to identify compact and contiguous geographies to serve as pedestrian districts. Pedestrian districts are composed of a complementary mix of uses all within a comfortable walking distance from parking. The ease with which people can “park once and walk” depends on two things: available parking in proximity to an individual's destination(s), and clustered destinations with comfortable, safe pedestrian access among and between them.

## PROPOSED PEDESTRIAN DISTRICTS

Eleven potential pedestrian districts in the Central City have been identified. At the core of many of these districts is a street or set of streets that serve as a “seam” which unifies the area. Broadway Street exemplifies a seam, where small businesses storefronts are clustered along a comfortable, pedestrian-oriented street with relatively low traffic volume and speed. Visitors to the Broadway pedestrian district would likely park on the street along Broadway or nearby within the district and walk to multiple destinations.



FIGURE 36: PROPOSED CENTRAL CITY PEDESTRIAN DISTRICTS



As described in the following pages, The Broadway, Creekside and South Cedar Hills districts should be the City's priority in the near term. However, the City should be ready to make the most of opportunities, such as development proposals or infrastructure investments that may arise in other pedestrian districts.






-  Priority Pedestrian Districts
-  Existing Pedestrian Districts
-  Longer-term Pedestrian Districts
-  Existing Parks: *Open Space*
-  Proposed Parks: *Open Space*
- ① Broadway District
- ② Creekside District
- ③ South Cedar Hills District
- ④ Old Town District
- ⑤ Transit Center District
- ⑥ Millikan West District
- ⑦ Hall Creek District
- ⑧ Cedar Hills District
- ⑨ Beaverton Town Square
- ⑩ Fred Meyer District

FIGURE 37: KEY CENTRAL CITY PRIORITY PEDESTRIAN DISTRICTS



- Priority Pedestrian Districts
- ① Broadway District
- ② Creekside District
- ③ Cedar Hills South

## KEY PEDESTRIAN DISTRICTS

Three pedestrian districts: Broadway, the Creekside (centered on the Round) and South Cedar Hills should be the city's first priority. Broadway represents a transition point from Beaverton's Old Town to areas north of Canyon Road. It features a number of popular retail businesses, but also has properties (notably the Lanphere site, bounded by Hall, Watson, Broadway and Canyon) which could serve as redevelopment opportunities. The Creekside and South Cedar Hills districts are closely connected. The Creekside district includes the Round, a MAX station and a 400-space parking garage, both major pedestrian trip generators. It is also proximate to the city's Westgate property, which was identified as a potential catalyst site for redevelopment. The South Cedar Hills district, located to the north and west of the Round, includes properties bordered by Beaverton Creek which have redevelopment potential. A principal strategy recommendation is for the City to commission and implement a Creeks Master Plan, including these reaches of Beaverton Creek. As a result, both the Round and South Cedar Hills districts could see the creation of a pedestrian route and development oriented to and along the waterway.

FIGURE 38: BROADWAY PRIORITY PEDESTRIAN DISTRICT



### BROADWAY PEDESTRIAN DISTRICT

The Broadway pedestrian district is bound by three “edges”: Farmington Road to the south, Canyon Road to the north, and Lombard Avenue to the east. Between Hall and Watson, the district extends north of Canyon to Millikan Way. Broadway Street forms the seam at the center of the district, which extends one block to either side.

Today, auto-oriented pad developments are also common in this district, particularly along Canyon Road. On-street parking is available in some places, and surface parking is extensive. Broadway is envisioned as Beaverton’s “festival street.” It is where a variety of local small businesses thrive, and where you can find storefronts that line the sidewalk, giving the district a distinct feel that Beaverton residents want to preserve and expand. The Broadway pedestrian district is at the heart of what will become walkable Beaverton and will have improved local vehicular access from north and south. Current 1-story street-facing buildings may be converted to 2- and 3-story mixed-use buildings. Existing surface parking lots could be utilized for new infill development, and one or more parking structures could serve the district’s parking needs.

Many roadway and intersection improvements are envisioned for the pedestrian network and local traffic in this district. New roads and roadway extensions will continue the street grid found in Old Town through the Broadway pedestrian district, crossing Canyon Road and continuing north to Millikan Way. These new roads will be low-traffic side streets where walking throughout the district will be easy, and where visitors will be able to find on-street parking. Prioritized pedestrian crossings are planned for the following new and existing intersections:

- SW Hall and Farmington
- SW Hall and Canyon
- SW Watson and Farmington
- SW Watson and Broadway
- SW Watson and Canyon
- SW Cedar Hills Boulevard and Canyon

It should be noted that the Broadway area is also included in the Old Town parking district study, however, the Civic Plan recommends treating the area as its own parking district. Reasons for this include the fact that the connections across Farmington, to the south are and will probably remain a challenge. Also, Broadway itself represents a good east-west walking corridor, with about 600 linear feet between the Hall and Watson intersections. Finally, with the improvement of Canyon Road to better accommodate pedestrians, the Broadway area could have a more natural connection via a grid system across Canyon and up toward the Round.

To estimate future demand in the Broadway district, a selection of prototypes was applied, consisting primarily of office, mixed-use residential, and single-story main street buildings.

Using the ULI shared parking model (see below), the total parking needed for the area was estimated, and adjusted for mode share and internal capture. As can be seen, the demand is adjusted downward as mode share and internal capture rates are accounted for.

**TABLE 5: BROADWAY DISTRICT PROTOTYPE APPLICATION**

	Dwelling Units	Retail Space	Office Space
Mixed Use Residential and Retail 3 Story	261	28,947	
Main Street Retail and Office 1 Story		70,004	23,335
Office 5 Story		8,940	169,851
Office 3 Story		22,876	129,629
Existing Space (not redeveloped)		76,966	
<b>Total</b>	<b>261</b>	<b>207,733</b>	<b>322,814</b>

It is important to emphasize the City’s role in helping to supply and manage parking in the Central City. For areas such as the Broadway Pedestrian District, small parcels make it difficult to accommodate on-site parking, and to do so would consume land that could be more effectively put to use as housing or employment space.

The public provision of approximately 600 spaces, over 10-20 years (depending on the rate of development) should be manageable with careful planning. Based on developer and cost estimator interviews by ECONorthwest, the approximate per space cost of structured parking is

**TABLE 6: BROADWAY DISTRICT PARKING DEMAND ESTIMATE AND ADJUSTMENTS**

ULI Base Demand	Shared	Mode Adjustment (73% by auto)	Mode Adjustment and Internal Capture (75%)
2,168	2,098	1,532	1,148

**TABLE 7: ESTIMATED PUBLIC SUPPLY NEEDED**

Estimated Demand	Estimated On-Street Supply	Residential Supply (1 per unit)	Public Supply Needed (Demand – supply)
1,148	255	261	<b>632</b>

The final result of 632 represents the estimated number of spaces that will be needed to serve the prototype uses applied to the Broadway Pedestrian District.

### URBAN LAND INSTITUTE SHARED PARKING MODEL

The Shared Parking Strategy for Beaverton’s Central City was developed using the Urban Land Institute’s shared parking model, which tallies how many fewer parking spaces are needed based on several factors: complementary peak-use times; transit riders; and the “internal capture” rate. The model uses the peak-use times of a variety of land uses to determine how a single parking stall could serve multiple uses with contrasting peak times; for example, an office employee during the work day and a restaurant patron in the evening.

By allowing a single parking space to meet demand from several facilities throughout the day, fewer spaces are necessary. The model also accounts for transit riders, pedestrians and bicyclists who don’t need to park. And “internal capture” counts those visitors who park once and walk to multiple destinations within the district. Internal capture can be quite high in lively, walkable areas where shopping, restaurants, employment and housing are all nearby.

\$30,000. To construct a 632-stall garage, the estimated cost, not including land, would be about \$18.9 million, whereas the estimated value of new investment in the Broadway district (based on the aggregate value of the prototypes applied) would be about \$113 million. The nearly six-to-one leverage achieved by supplying public parking would represent a significant benefit for this critical part of Beaverton's Central City.

Because that development is likely to be phased in over time, the city can acquire, or through a public-private partnership, secure a sufficiently sized parcel of land which can serve as a surface lot. A local example of a similarly-sized structure is the 10th and Yamhill SmartPark garage in downtown Portland, which has 640 spaces on six floors on an approximately one-acre site.

**TABLE 8: BROADWAY PEDESTRIAN DISTRICT ESTIMATED VALUE ADDED**

	Building Acres Added	Prototype Value Per Acre (millions)	Aggregate Value (millions)
Mixed Use Residential and Retail 3 Story	3.9	\$9.6	\$37.8
Main Street Retail and Office 1 Story	2.3	\$5.3	\$12
Office 5 Story	1.0	\$41.8	\$40
Office 3 Story	1.4	\$16.2	\$23.5
<b>Total</b>	<b>8.6</b>		<b>\$113.3</b>



**FIGURE 39: THE CREEKSIDE PRIORITY PEDESTRIAN DISTRICT**

### CREEKSIDE DISTRICT

The Creekside pedestrian district extends from Canyon Road north to Beaverton Creek, Hall and Cedar Hills Boulevards. Central to the district is The Beaverton Round, a transit-oriented mixed-use development. North of the Round, there is an EPA mitigation site along Beaverton Creek, which could be improved as a major civic gathering space under the Beaverton Creek Connections concept described in the Open Space section. At the western edge of this district is the city-owned Westgate property, which is currently vacant, and to its north the BG Plaza office complex and a Goodwill store.

The Round pedestrian district has many “seams” that cross the district, making a combination of transit and walking a convenient way to travel to and within the district. The extension of Rose Biggi Avenue will provide an important north-south connection



from Canyon and Broadway. The envisioned trail and creek improvements along Beaverton Creek, as described in this strategy, will create a strong connection to the South Cedar Hills district to the northwest.

The Round represents the bulk of developed space in the district. Approximately 50% of the Round project has been built, including 56 condominium dwelling units, 83,000 square feet of retail space, and 179,000 square feet of office space and a 400-space parking garage.

For the purposes of the shared parking analysis, the Civic Plan team applied the following prototypes within the district, consisting primarily of mixed-use residential. Vacant parcels at the Round were populated primarily with new housing. The area north of Crescent Street, which may become part of a combined creek flood storage and urban plaza, as envisioned in the Open Space section, was not populated for this analysis. In addition, the BG Plaza office building was assumed to remain.

The capacity for additional development at The Round for housing and employment space is significant. While the area could develop at greater intensities, this is a relatively conservative build-out estimate, using primarily 3-story buildings.

TABLE 9: CREEKSIDE DISTRICT PROTOTYPE APPLICATION

	Dwelling Units	Retail Space	Office Space
Mixed Use Residential and Retail 5 Story	113	14,578	-
Mixed Use Residential and Retail 3 Story	134	45,029	-
Main Street Retail and Office 1 Story		14,595	4,865
Office 5 Story		3,238	105,388
Office 3 Story		39,779	225,417
Townhomes 2 Story	21		
<i>Retained</i>			
BG Plaza			86,950
Goodwill Building		27,600	
Existing Beaverton Round	56	83,043	179,148
<b>Total</b>	<b>324</b>	<b>227,862</b>	<b>601,768</b>

Estimates based on building footprint and aerial photography. Even though in the scenario some of BG Plaza was redeveloped, we have assumed the entire building remains; this may result in a small overestimation of parking demand for the area.



**TABLE 10: CREEKSIDE DISTRICT PARKING DEMAND ESTIMATE AND ADJUSTMENTS**

ULI Base Demand	Shared	Mode Adjustment (73% by auto)	Mode Adjustment and Internal Capture (75%)
3,106	2,999	2,190	1,642

**TABLE 11: ESTIMATED PUBLIC SUPPLY NEEDED**

Estimated Demand	Estimated On-Street Supply	Residential Supply (1 per unit)	Existing Parking Garage	Public Supply Needed (demand - supply)
1,642	460	324	400	<b>458</b>

The final result of 458 represents the estimated number of additional spaces that will be needed to serve the Creekside Pedestrian District. This is after accounting for the residential spaces that have been included in the residential prototypes, an estimate of on-street parking throughout the district, and the existing 400 space garage at the Round.



The Creekside Pedestrian District



Next, the ULI shared parking model was used to estimate parking demand from the prototypes and the remaining building space in the district.

Setting aside one acre of land could accommodate that need in a structured parking garage. Such a structure would cost an estimated \$13.7 million at \$30,000 per space construction cost, but would support the creation of over \$150 million in value added.

The Round pedestrian district represents one of the pivotal opportunities for infill development in the Central City. It is an area most capable of capitalizing on regional transit connectivity, and has long been considered a location for higher density employment and housing in the city. A coordinated public investment in parking supply, as well as improvements to the Beaverton Creek amenities would help catalyze additional development in the area.

**TABLE 12: CREEKSIDE PEDESTRIAN DISTRICT ESTIMATED VALUE ADDED**

	Acres	Value Per Acre (million)	Aggregate Value (million)
Mixed Use Residential and Retail 5-Story	1.4	\$15	\$21.2
Mixed Use Residential and Retail 3-Story	6.1	\$9.6	\$58.8
Main Street Retail and Office 1-Story	0.5	\$5.3	\$2.5
Office 5-Story	0.6	\$41.8	\$25.1
Office 3-Story	2.5	\$16.2	\$40.8
Townhomes 2 Story	.9	\$5.1	\$4.7
<b>Total</b>	<b>6.4</b>		<b>\$153.1</b>

FIGURE 40: SOUTH CEDAR HILLS PRIORITY PEDESTRIAN DISTRICT



### SOUTH CEDAR HILLS PEDESTRIAN DISTRICT

The South Cedar Hills pedestrian district would be located between the MAX line and Hall Boulevard, and Hocken Avenue and Cedar Hills Boulevard. Today, Beaverton Creek runs through the center of this district, and has a small (25-35 foot) unpaved buffer area for water quality on either side. Existing developments are predominantly large retailers with large parking lots, strip-style commercial and auto-related businesses including dealerships and repair shops.

While Beaverton Creek is currently far removed from its natural state (it has been channelized to a uniform width and depth and straightened), creek improvements are envisioned that will widen the land buffer, provide for more natural water movement, expand flood storage within in the basin, and invite an urban pedestrian walkway. Future developments in this district should face inward towards Beaverton Creek, thus framing it as a natural and cultural amenity. The recommended Creeks Master Plan



process will be crucial for the redevelopment of this area. One important connectivity improvement is a proposed creek-side urban walkway from Hocken Avenue toward the Round. This improvement should add pedestrian infrastructure, connect this district to the Round and MAX access, and serve as a frontage for redevelopment along the creek.

The South Cedar Hills district includes an existing New Seasons Market store and its associated on-site parking. To estimate shared parking demand, the Civic Plan team applied the following prototypes. The mix includes three-story mixed use residential and office space.

**TABLE 13: SOUTH CEDAR HILLS DISTRICT PROTOTYPE APPLICATION**

	Dwelling Units	Retail Space	Office Space
Mixed Use Residential and Retail 3-Story	372	41,325	
Office 3 Story		28,193	159,762
Retained			
New Seasons Grocery		46,860	
<b>Total</b>	<b>372</b>	<b>116,378</b>	<b>159,762</b>

This district has significant opportunities to develop additional housing and employment space that is closely connected with the Beaverton Round transit station.

**TABLE 14: SOUTH CEDAR HILLS DISTRICT PARKING DEMAND ESTIMATE AND ADJUSTMENTS**

ULI Base Demand	Shared	Mode Adjustment (73% by auto)	Mode Adjustment and Internal Capture (75%)
1,553	1,430	1,044	784

**TABLE 15: ESTIMATED PUBLIC SUPPLY NEEDED**

Estimated Demand	Estimated On-Street Supply	New Seasons Lot	Residential Supply (1 per unit)	Net Public Need
784	93	295	372	24

As a result of maintaining the New Seasons grocery store lot and counting on-street and residential parking, the net public need is totally accounted for. However, practically speaking, this assumes there is good pedestrian access across Beaverton Creek. As such, it may be advantageous to locate one or more small shared lots on the south side of Beaverton Creek to serve that portion of the district.



TABLE 16: SOUTH CEDAR HILLS DISTRICT PEDESTRIAN DISTRICT ESTIMATED VALUE ADDED

	Value Per Acre (millions)	Aggregate Value (millions)
Mixed Use Residential and Retail 3 Story	\$9.6	\$54
Office 3 Story	\$16.2	\$28.9
<b>Total</b>		<b>\$82.9</b>

Assuming no need for a parking garage, the cost of providing and maintaining a shared surface parking lot of one acre would be minimal when compared to the estimated \$83 million in added value from new development.

Next, the ULI shared parking model was used to estimate parking demand from the prototypes and the remaining building space in the district.

It should be noted that these scenarios are hypothetical and that the actual make-up of development that occurs in any of these districts is yet to be determined. However, these three examples of shared parking districts illustrate how public resources can be leveraged to enable and amplify private investment. At the same time, a shared parking program is, in fact, a system that must be carefully planned, funded and managed. Working early with land owners to identify potential shared parking arrangements, ensuring that new street cross sections are designed to prioritize pedestrian travel, and establishing public or private management schemes are all crucial to a functioning parking system.

## LONGER-TERM PEDESTRIAN DISTRICTS

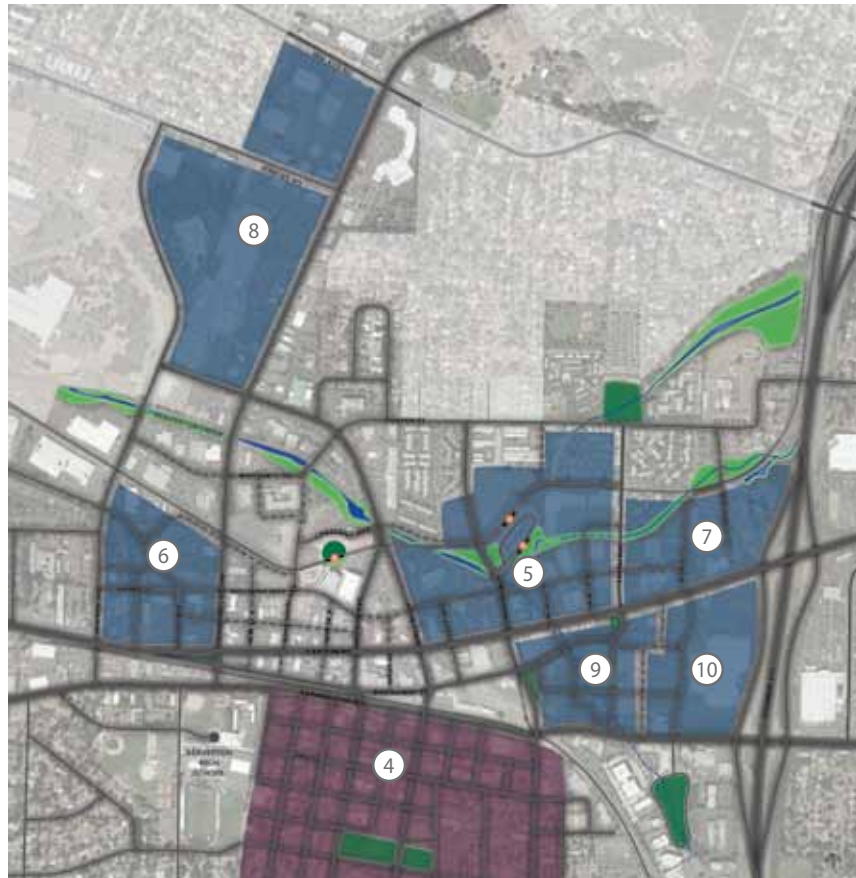
The following pedestrian districts are described in brief. They are areas where over the long term, extension or re-alignment of city streets, combined with redevelopment will encourage the implementation of a shared parking strategy and restoration of an equitable system of access and circulation. It should be noted that these districts may take on a different shape as redevelopment occurs, or as street improvements are phased in.

### 4: OLD TOWN PEDESTRIAN DISTRICT

In the Old Town Pedestrian District, the city’s existing parking strategy and policies should be continued. The city has identified two shared parking lots within the area to serve users as the district develops.

**FIGURE 41: PROPOSED CENTRAL CITY LONGER-TERM AND SINGLE-OWNERSHIP PEDESTRIAN DISTRICTS**

- Existing Pedestrian Districts
- Longer-term Pedestrian Districts
- Existing Parks: *Open Space*
- Proposed Parks: *Open Space*
- ④ Old Town District
- ⑤ Transit Center District
- ⑥ Millikan West District
- ⑦ Hall Creek District
- ⑧ Cedar Hills District
- ⑨ Beaverton Town Square
- ⑩ Fred Meyer District





### 5: TRANSIT CENTER PEDESTRIAN DISTRICT

The Transit Center Pedestrian District centers on the Beaverton Transit Center, where MAX light rail connects to WES commuter rail and bus lines. The Transit Center does not have any parking, which limits auto accessibility. In its current state, this district is not cohesive. Lombard Avenue is the only through street that crosses through the district at present. There are multiple large properties that are currently vacant, located northwest of the transit center. The district's central location and transit connections mean that if additional east-west streets are added, development and redevelopment in this area could create a well connected place that contributes to the core of the Central City.

### 6: MILLIKAN WEST PEDESTRIAN DISTRICT

This district is located west of Cedar Hills Boulevard, between Canyon Road and the MAX light rail line. Its natural orientation is eastward, toward the Round. Today, it is dominated by parking and pad commercial developments, as well as an apartment complex along Hocken Avenue, south of Millikan. In its current state, Canyon Road is an edge. With roadway and pedestrian improvements, Millikan could become a seam through the center of the district. Street extensions are also possible to create greater access through the district.

### 7: HALL CREEK PEDESTRIAN DISTRICT

This district is bound on all four sides by hard edges: Canyon Road to the south, 217 to the east, and SW 117th Avenue to the west. Its natural orientation is toward the west, and would be improved markedly with the extension of Millikan from the Round area. To the north, the light rail line forms an impassable barrier for all forms of transportation. Current development includes parking-dominated pad and strip center commercial developments, an apartment complex, and an industrial site. A creek runs across the northwest corner of the district, bordered by trees and vegetation that separates the residential development from the commercial area.

### TRANSIT CENTER PEDESTRIAN DISTRICT

Several proposed road extensions would create a network in the district and could form "seams" at the core of the district. These include extension of the north-south street grid from Old Town; and two east-west connections, including the extension of Millikan across Lombard east to 117th, and the extension of Crescent that would roughly parallel the light rail line. These connections, particularly Crescent, will be key components of any redevelopment in this district by creating smaller blocks with greater developable frontage.



## PEDESTRIAN DISTRICT AREAS UNDER SINGLE OWNERSHIP OR MANAGEMENT

The following areas are designated as Pedestrian Districts on the Central City Vision map, but are larger developments, generally under one ownership. For the purposes of the Civic Plan parking strategy, it is likely that these areas will continue to manage their own on-site shared parking facilities.

### 8: CEDAR HILLS PEDESTRIAN DISTRICT

This district encompasses the Cedar Hills Crossing regional shopping center, located west of Cedar Hills Boulevard between Hall and Jenkins. It also includes the North Cedar Hills site, which has been identified as a potential catalyst for redevelopment, should be considered a pedestrian district, with additional connectivity throughout the site as it develops. A north-south connection between these two sites could be made across Jenkins. Currently the area houses many large retailers and several smaller pad developments with large parking lots located at the street. While the development may support pedestrian traffic within the block, pedestrian infrastructure is limited and there are no through streets.

### 9 & 10: BEAVERTON TOWN SQUARE AND FRED MEYER

These closely connected districts are bound by Lombard to the west, Highway 217 on the east, Canyon Road to the north, and Beaverton-Hillsdale Highway to the south. With improvements to Canyon Road, a better connection could be established with the Transit Center Pedestrian District to the northwest. The dominant features are the large pad development that houses a Fred Meyer store and several tenants to the north and the Beaverton Town Square shopping center to the west. To the east, directly behind the Fred Meyer, is the extension of the ramp from Highway 217. There are several smaller commercial buildings located along Canyon, Broadway, Farmington and Lombard.



## CENTRAL CITY PARKING STRATEGY AND APPROACH

While long-term goals for the Metro region envision a steady decline in the mode share of automobile use, it is true today and will be in the near future that people own and use their cars. This does not preclude the notion that a more efficient system of providing and managing parking is needed. The overarching lesson of the Civic Plan process is that in order to stimulate the desired redevelopment and infill to meet the city's housing, employment, and other needs, the city must redefine parking as a publicly provided and managed utility, rather than a project-by-project on-site requirement.

In the near term, the steps needed to begin this transition in the Central City include resolving to tackle the issue of parking, creating or supporting the creation of districts and entities that are empowered to manage the public parking supply, and investing today in suitably sized and shaped parcels to serve these districts as surface lots. Over time, as pedestrian districts redevelop and intensify, the city should monitor parking demand and commission parking structures as needed.

### *Recommended attributes of a shared parking facility:*

- Central location in the district that is easy to access
- One half to an acre sized parcel
- Design the surface lot so an efficient parking structure can be built on the same footprint later (i.e. avoid the need to move entries or exits)
- Provide good lighting
- Provide a way finding system to direct people to the lot

The Broadway Pedestrian District, with the existing main street businesses, redevelopment opportunities on the Lanphere site, and proposed walkability improvements for Canyon Road represent a good location to initiate this program. Any structured parking garage included as part of a catalytic project on the Lanphere site will be an opportunity for the city to participate with a developer in providing shared parking spaces for the district.



## HOUSING IN THE CENTRAL CITY

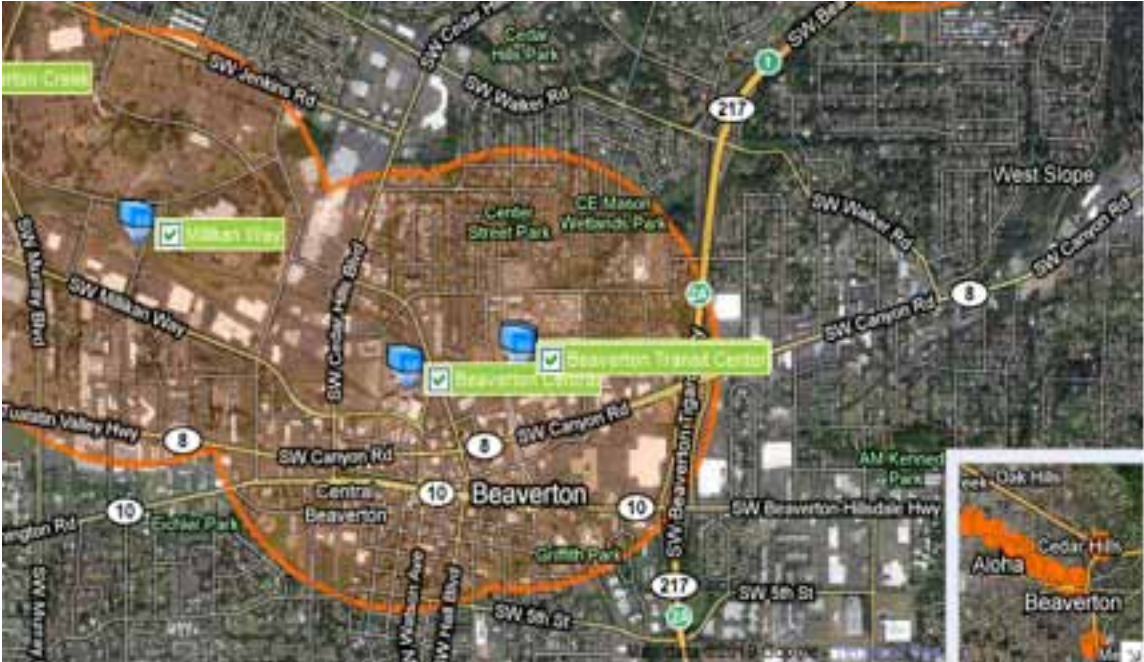
The Beaverton Civic Plan process and the Beaverton Housing and Neighborhood Stability Analysis both highlight prime opportunities for developing new housing in Beaverton's Central City. This strategy more specifically describes the downtown-oriented market segments and targeted housing types for central Beaverton.

Central Beaverton has many assets which make it a strong center for new urban-style housing in the region. It is proximate to some of the biggest job centers in the region. It has excellent light rail access. It has an historic core along Broadway. And, perhaps most importantly, it provides the best opportunity for diversifying Beaverton's housing market and filling gaps that meet the needs of changing demographics.

While central Beaverton's MAX access is among the best in the region, the city hasn't seen the level of housing development necessary to create a critical mass of transit-oriented development. All of Beaverton's stations show potential for transit-oriented development which would add housing and jobs within a ten minute walk, and ideally within a five minute walk. In order to create vibrant station areas the city should focus on implementing the strategies described in the following sections (and the Housing Strategy document) to guide new development in these transit areas and to ensure their long-term success.

The most market feasible option for central Beaverton is creating a number of, walkable 2-3 story buildings. This serves to bring many new people into the area, and from an urban design perspective, fills in many oversized surface parking lots, thereby creating a more pleasant streetscape and walking environment.

FIGURE 42: TEN MINUTE WALKSHEDS OF BEAVERTON'S CENTRAL CITY MAX STATIONS: PRIME AREAS FOR NEW HOUSING DEVELOPMENT



Source: Center for Neighborhood Technology TOD Database



Image credit: Washington County

The Merlo Station Apartments are a 128-unit transit-oriented rental housing development along the MAX line in Beaverton. HOME funds in the project enabled some units to be affordable to households earning 50% -60% of the area median income.



Three-story, mixed-use development in Portland.

### MEETING THE NEEDS OF EMERGING MARKET SEGMENTS

The potential for a walkable Central City with a mix of uses including residential, will appeal to many of the region’s fastest growing demographics. ULI’s recently published *Housing in America* summarized the four demographic groups that will drive the new housing market over the next several decades:

- Older baby boomers, who will constitute a senior population unprecedented in size.
- Younger baby boomers, many of whom will be unable to sell their current suburban homes to move to new jobs.
- Generation Y, which may be renting housing far longer than did past generations.
- Immigrants and their children, who may want to move to the suburbs but may find housing there too expensive even after the current drop in prices.

Members of each of these demographic groups will choose areas of Beaverton that best meet their preferences, see table 15.

**TABLE 17: EMERGING MARKET SEGMENTS**

Demographic Group	Ideal Neighborhood(s)	Likely Housing Choices
Generation Y	Central City and walkable neighborhoods	Apartments and mixed-use residential
Immigrants and their children	Central City, walkable neighborhoods and Traditional Neighborhood Design	Apartments/condos, mixed-use residential, courtyard housing, single family
Younger baby boomers	Walkable neighborhoods and Traditional Neighborhood Design	Apartments/condos, mixed-use residential, courtyard housing, compact single family
Older baby boomers	Walkable neighborhoods near health care and other services – near the Central City	Apartments, mixed-use, single floor condos, and senior housing



Robert Charles Lesser and Company’s (RCLCO) national housing research specifically suggests that Generation Y is the largest target market for the urban housing types, because they tend to seek housing that is walkable, convenient, diverse and balanced. It estimates that 77% of Generation Y plan to live in an urban core<sup>13</sup>. Additionally, many Baby Boomers will seek housing that is convenient, social, and low maintenance – another prime urban target. The fastest growing demographics are small, 1- or 2-person, households. Much of the housing likely to be developed in Beaverton’s core should meet the needs of these small households.

Given these trends, what’s a reasonable housing target for Beaverton’s Central City? Citywide, over the coming decades, Beaverton could expect an average of about 600 new households per year. Citywide, all of the age cohorts are expected to grow, with the fastest growing population being aging baby boomers.

**TABLE 18: HOUSING DEMAND BY AGE GROUP**

Age Cohorts	Householders (2008)	Estimated Householders in 2035	Increment
<25	1,964	2,604	640
25-44	15,152	18,021	2,869
45-64	12,182	15,866	3,684
65+	5,057	11,418	6,361

About one-third of this new development (or less than 200 units/year) could be accommodated in the Central City. With these trends in mind, Beaverton should specifically target its Central City housing for the age cohorts that are most likely to choose to live in a more urban area. Given national studies for evolving housing preferences, realistic targets for central Beaverton would be attracting about half of Generation Y households and about one-quarter of the baby boomers and older populations. This mix of households would be particularly well-served by a mix of affordable apartments, entry-level condos, townhomes that are designed for young couples and families with children, and accessible housing for aging seniors.

Additional detail can be found in the Housing and Neighborhoods Strategy.

<sup>13</sup> [http://www.builderonline.com/Images/RCLCOreport\\_tcm10-565226.pdf](http://www.builderonline.com/Images/RCLCOreport_tcm10-565226.pdf)



#### IMPLEMENTATION MATRIX

The Civic Plan process was focused on developing implementable solutions for the city's future. In keeping with that objective, the following strategies have been categorized by likely implementation phase and ranked by priority. They reflect the following criteria:

- Initiatives that have had strong resonance with the community
- Initiatives that are achievable in the short term and can have an immediate impact
- Initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments
- Initiatives that can leverage potential financing resources

The full matrix of strategies is also available, and will serve as a working document for implementation of the Civic Plan. It should be noted that the matrix is meant to serve as a guide and should be a flexible document. Opportunities to implement long-term strategies sooner than expected may come up, and the city should be ready to act when they arise.





**TABLE 19: CENTRAL CITY LAND USE AND DEVELOPMENT STRATEGIES IMPLEMENTATION MATRIX**

<b>Immediate</b>
Incorporate Civic Plan projects within the Capital Improvement Plan (CIP) priorities.
Conduct informational outreach to help educate residents about an Urban Renewal District for the Central City of Beaverton. Provide information necessary for the Mayor and City Council to refer to the voters a plan to create an Urban Renewal District for the Central City of Beaverton.
<b>2011-2015</b>
<b>Priority 1</b>
Develop a Business Improvement District and Local Improvement District (BID/LID) program.
Work with existing land owners of key opportunity and catalyst sites to demonstrate alternative ways that their properties can be redeveloped; assist in creating demonstration projects.
Initiate a strategy to work with Central City auto dealerships to relocate east of 217 on Canyon.
Adjust Development Code minimum parking standards in the Central City (i.e. apply Old Town parking standards in all Pedestrian Districts).
<b>Priority 3</b>
Consider expanding geographic extent of storefront improvement program using Beaverton Urban Renewal Agency funds.
Identify and secure portfolio of financing resources to support desired housing and employment development. Examples include HUD section 108, Tax Credit programs, EB5 foreign investment dollars, and revenue bonds (parking facility, 63-20 public facility).
Plan and construct Phase 1 Street Improvements including Rose Biggi Avenue extension, Westgate site access, and Westgate-Dawson re-alignments.
<b>2016-2020</b>
<b>Priority 3</b>
Plan and construct Phase 2 Street Improvements: Extension of West Street north of Canyon, realignment of Millikan between Watson and Hall.
<b>2021-2025</b>
<b>Priority 2</b>
Plan and construct Phase 3 Street Improvements: Crescent Way extension from Hall to 117th Avenue, Beavercreek realignment, additional north-south streets between Cedar Hill and Watson.
<b>2026-2030</b>
<b>Priority 2</b>
Plan and construct Phase 4 Street Improvements: Millikan extension from East Ave to 117th Ave. Additional connectivity, as needed at Beaverton Town Square and Fred Meyer.

Note:  
Not all priority levels are represented in each section (i.e. some items may appear as being Priority 2 or 3 without a Priority 1 listing). All implementation items are provided in the consolidated matrix.



## **COMBINED CENTRAL CITY STRATEGY IMPLEMENTATION MATRIX**

The following pages include the combined set of implementation initiatives for the Central City Strategy.



## TRANSPORTATION STRATEGIES

<b>Immediate</b>
Submit a Transportation Growth Management grant application for the 2011 funding cycle and work closely with the Oregon Department of Transportation and key stakeholders to move the Canyon Road facility design from conceptual-level to preliminary engineering and final design.
Update Transportation Plan, Engineering Design Manual, and relevant Development Code sections to align with the vision for Canyon Road and Central City street, bicycle and pedestrian improvements
<b>2011-2015</b>
<b>Priority 1</b>
Plan the Broadway festival street improvements.
Construct Canyon Road improvements.
Engage in the Aloha-Reedville planning process to ensure that the Central City is not adversely affected by plans for TV Highway corridor.
<b>Priority 2</b>
Construct the Broadway festival street improvements.
Prioritize additional identified bicycle improvements in the bicycle improvements section of the Civic Plan within the TSP project list.
<b>2016-2020</b>
<b>Priority 1</b>
Develop wayfinding program concept to supplement bicycle boulevard network.
Improve the quantity and quality of bicycle parking throughout the city. Consider creating free or subsidized inverted u-rack grant program for local businesses. Sponsor bike parking design competition in coordination with Beaverton Arts Commission.
Identify potential locations for shared parking lots and plazas or open space in each pedestrian district.
<b>Priority 3</b>
As opportunities arise, acquire land and construct a shared parking lot, open space, and plazas in remaining pedestrian districts.

Note:  
 Not all priority levels are represented in each section (i.e. some items may appear as being Priority 2 or 3 without a Priority 1 listing). All implementation items are provided in the consolidated matrix.



## OPEN SPACE AND PLAZAS STRATEGIES

<b>Immediate</b>
Develop Creekside district plaza, trails, and water quality project details and apply for funding (e.g. Metro, Oregon Lottery).
<b>2011-2015</b>
<b>Priority 1</b>
Acquire land and construct creek improvements, flooding management, and civic plaza in Creekside District north of the Round.
Initiate a Creeks Master Plan effort in collaboration with Clean Water Services (CWS) and update development codes upon completion.
<b>Priority 2</b>
Support performing arts center blue-ribbon committee. Undertake a needs analysis, determine the financing and operational implications of such a center and develop a plan to make it a self-sustaining entity.
Incorporate art into the design of new plazas, open spaces, creek enhancements, and civic facilities.
In coordination with Central City Master Developer project, define and create an EcoDistrict, centered on the Beaverton Round. Identify development opportunities where investments in infrastructure, plazas, and creek water quality projects can support desired development.
<b>2016-2020</b>
<b>Priority 2</b>
Acquire land and construct a shared parking lot, open space, and plazas in Broadway Pedestrian district.

**LAND USE AND DEVELOPMENT STRATEGIES**

<b>Immediate</b>
Incorporate Civic Plan projects within the Capital Improvement Plan (CIP) priorities.
Create an Urban Renewal district for the Central City, develop and execute a campaign to secure voter approval.
<b>2011-2015</b>
<b>Priority 1</b>
Develop a Business Improvement District and Local Improvement District (BID/LID) program.
Work with existing land owners of key opportunity and catalyst sites to demonstrate alternative ways that their properties can be redeveloped; assist in creating demonstration projects.
Initiate a strategy to work with Central City auto dealerships to relocate east of 217 on Canyon.
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<b>2026-2030</b>
<b>Priority 2</b>
Plan and construct Phase 4 Street Improvements: Millikan extension from East Ave to 117th Ave. Additional connectivity, as needed at Beaverton Town Square and Fred Meyer.

# How were the Strategies Developed?

## **TECHNICAL PHASE: Where Do We Begin?**

**APRIL – AUGUST 2010**

City Council endorsed commencement of the Civic Plan.  
The team began researching key issues in Beaverton.

## **DEVELOPMENT PHASE: How Should Beaverton Grow?**

**SEPTEMBER 2010 – JANUARY 2011**

The City hosted public events to gather ideas for the Civic Plan.  
A Steering Committee and six Task Forces formed to guide the creation of the draft strategies using the input gathered at the community events.  
The draft strategies were presented and immediate community input gathered at two Civic.  
Strategy and Documentary Premiere events on January 31 and February 1.

## **REFINEMENT PHASE: Putting the Pieces Together**

**FEBRUARY-APRIL 2011**

The team brought the Civic Plan strategies to City Council in a series of study sessions.  
Community input on the draft strategies was gathered through the Civic Plan website, phone and online surveys and by email.  
At the conclusion of the study sessions, the team incorporated comments into the revised strategy drafts.  
The Steering Committee prioritized the steps necessary to implement and finance the strategies.  
City Council viewed the public feedback report and heard from the community at a public hearing on March 29.  
Council adopted the strategies on April 11, 2011.

## **IMPLEMENTATION PHASE: Bringing the Ideas to Life**

**STARTING IN SPRING 2011**

Beaverton will begin making adjustments to city codes and policies using the adopted strategies.  
City staff will initiate new projects and programs adopted through the Civic Plan, using the implementation and financing strategies to guide their work.

08021/cw-02

Beaverton Overview  
 - Mayor Denny Doyle

Beaverton's Opportunities & Challenges  
 - Don Mazziotti

Civic Plan Overview & Priorities  
 - John Fregonese

**Beaverton**

- One of 100 "best places to live" (*Money Magazine*)
- "Smarter City" energy leader (*Natural Resources Defense Council*)
- One of the safest cities in the Pacific Northwest
- The best place to raise kids in Oregon (*BusinessWeek*)

Beaverton Community Vision  
 Public Involvement Project of the Year—  
 International Association of Public Participation (IAP2)

**Beaverton**

- 2<sup>nd</sup> largest city in Washington County
- 6<sup>th</sup> largest city in Oregon

### Beaverton's Regional Center

	Net acreage	Total population	Total employment	People per acre	Dwelling units per acre	Market value per square foot
<b>Beaverton</b>	328	2,290	1,398	11.2	3.2	\$37
Clackamas	500	5,227	2,261	15.0	5.4	\$54
Gateway	650	8,709	3,536	18.8	6.0	\$47
Gresham	552	4,684	1,936	12.0	3.8	\$37
Hillsboro	212	2,336	666	14.1	3.7	\$44
Oregon City	503	256	172	0.9	0.2	\$12
Tenasbourne	610	3,614	1,616	8.6	3.3	\$32
Washington Square	791	2,465	1,083	4.5	1.5	\$33

Numbers in blue represent the target in their category

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### Beaverton's Regional Center



- Transportation
- Parcelization
- Parking
- Environmental

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### Beaverton Objectives

- Provide housing at all income levels
- Remedy employment land shortage
- Identify & reverse areas of economic distress
- Central City redevelopment



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### Housing Picture

- High rate of affordable to market rate housing
- Housing demand from Metro 2035 Forecast
- Accommodate 1.5% - 2% regional capacity
- Can accommodate nearly 1/3 in Central City
- Still have a gap



### Employment Picture

- 30,000 jobs target
- Assumes same share of regional jobs
- Employment land shortage
- Many small lots, multiple owners

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### Accommodating Employment

- Increase employment densities
- Encourage redevelopment of low performing employment sites
- Public investment to incentivize high cost redevelopment
- Site assembly is critical

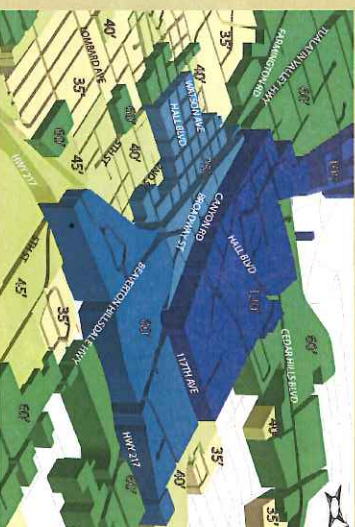
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### Accommodating Growth

- Investment strategy
- Identify tools needed
- Timing and steps



### Project: Central City Building Heights



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### Project: Workforce Housing

Reinvesting in Our Community:  
**Exploring the Future of 1st and Lombard**  
 Acquisition: June 10, 2011

The future of this site includes:  
 Mixed-use development with  
 Mixed-income opportunities  
 To include workforce housing.

### Project: EcoDistrict

- Energy & Environmental Leadership
- Accessible Urban Hub
- Innovative & Vibrant Community

Beaverton Central is a vision of environmental, economic, and social sustainability, which will create a dynamic hub for living, working, and celebration.

www.sustainablebeaverton.org

### Project: Providence

Mixed use building  
 Independent supportive housing for seniors  
 Commercial space for Providence ElderPlace

### Tools- Beaverton

- Urban Renewal
- Tax credits
- Strategic Investments
- Property Acquisition Program

### Tools- Metro

- Transit Oriented Development Program
- Nature in Neighborhoods Program
- Site assembly for employment land
- Grants and funding opportunities



Metro | *Making a great place*

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### Civic Plan- Concept

- Explore options
- Test ideas and trade-offs with the public
- Refine, revise and prioritize strategies
- Within 12 months



Beaverton  
Civic Plan  
*growing together*

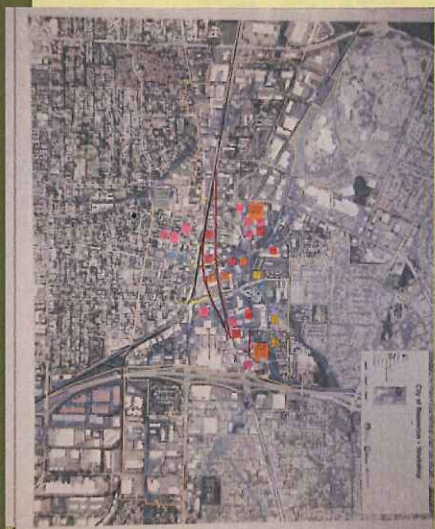
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### September Workshop



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### Central City Maps (13)



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**Workshop Input: Creek Improvements**



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**Open Space Framework & Amenities**

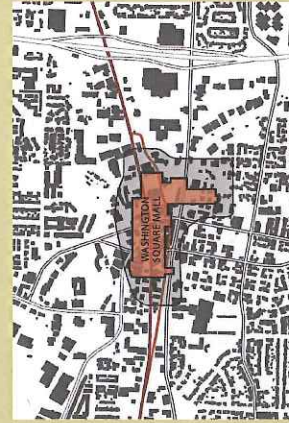


- Make north/south connections
- Link central district to surroundings
- Make a pedestrian-oriented open space system

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**Shared Parking**

- Walkable Distances
- Wide sidewalks, pleasant streetscape
- Destinations easy to walk to



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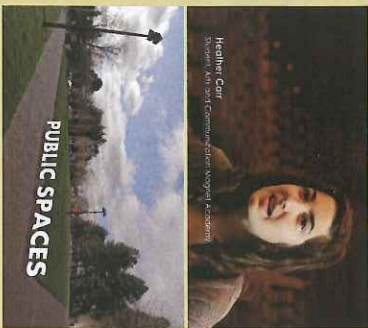
**Bike/Walk Connections from the Workshop**



Desired Bike Connection  
City Boundary

**January 2011:  
Documentary Premiere & Strategy Release**

- *Finding Downtown Beaverton*



Still available at:  
[www.beavertoncivicplan.com](http://www.beavertoncivicplan.com)

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**Sold Out Show: Held over 2nd night**

- About 200 attendees total
- Overview of strategies and instant polling



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**The Strategies:  
Three Documents**

- Central City
- Land Use and Transportation
- Housing and Neighborhoods



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**Central City Strategy**

**Big themes:**

Walkability & Connectivity



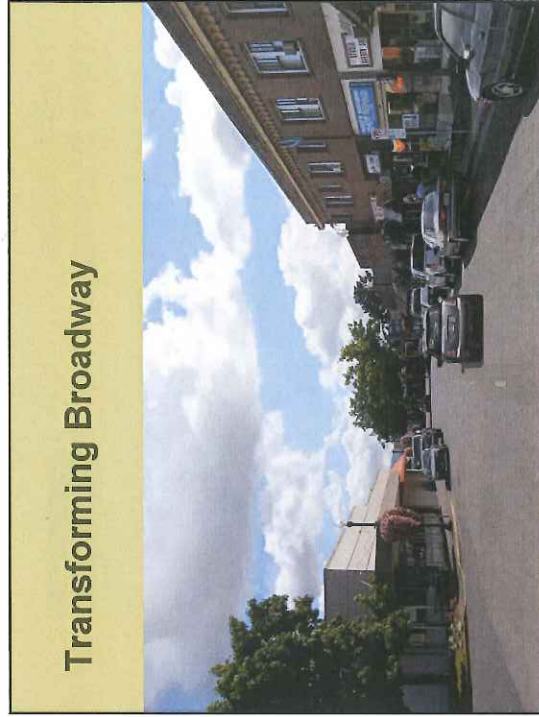
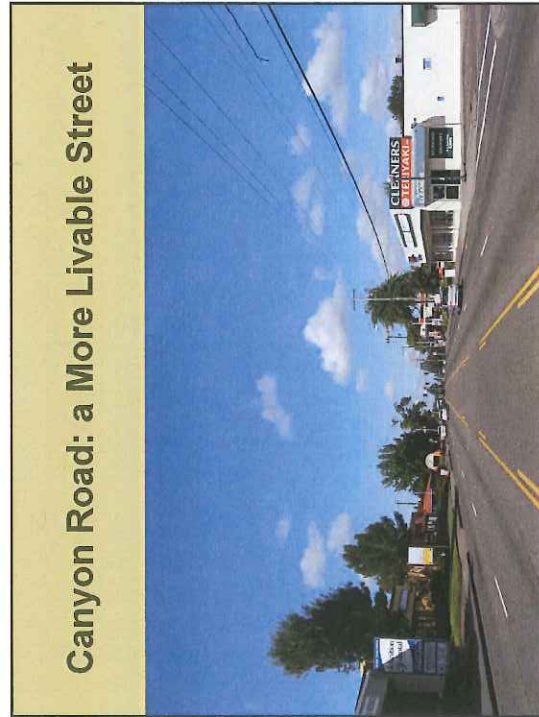
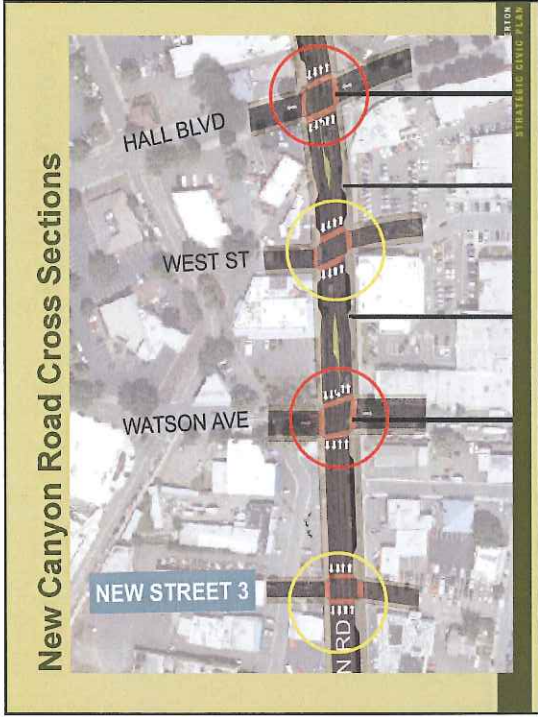
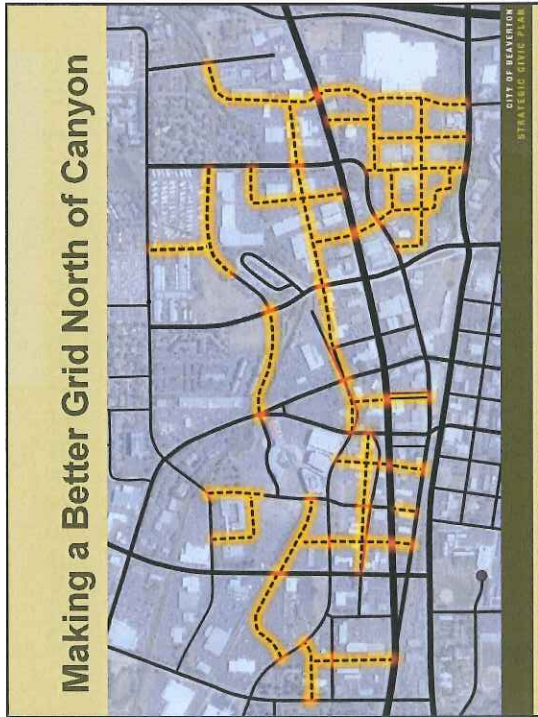
Creeks, Plazas & Open Spaces



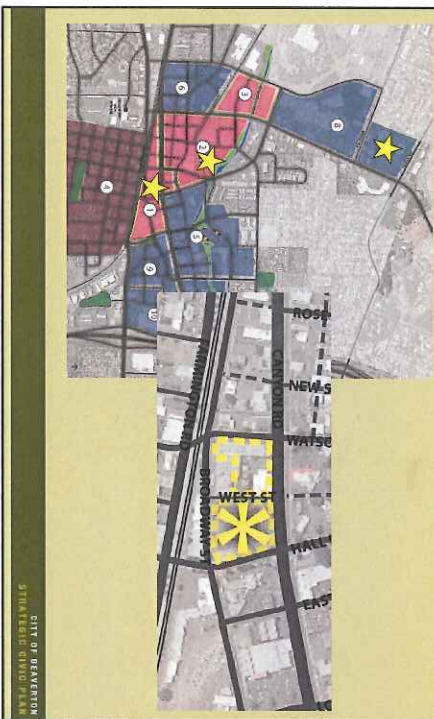
Revitalization & Redevelopment



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### Catalyst Projects & Investments



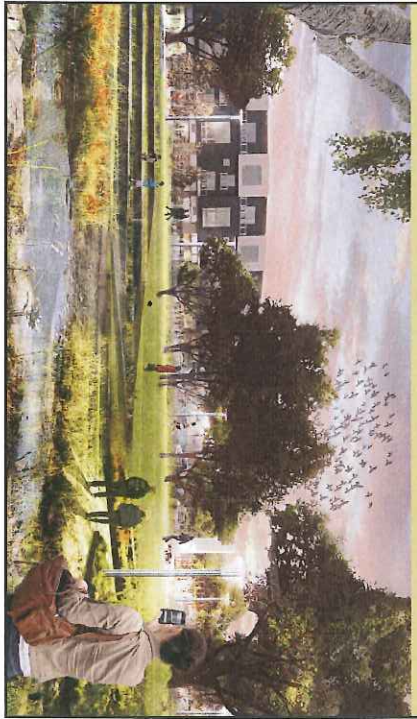
### Hall & Canyon Catalyst Example

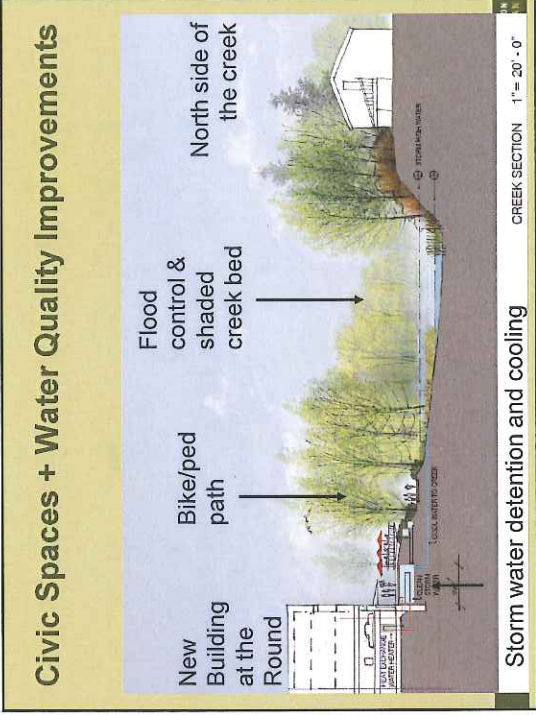
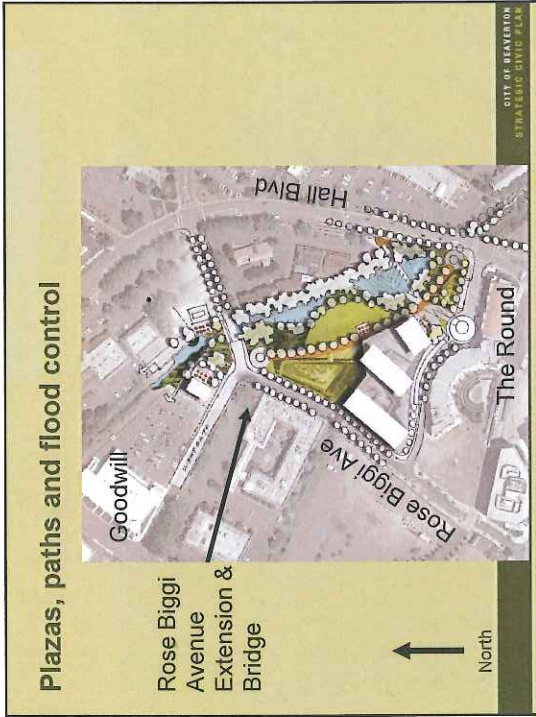


### Beaverton Creek – High Performance Landscape & Amenity



### Creek Area Alternative Visualization





**Land Use and Transportation**

- Small Area Planning
- Neighborhood Mixed Use Centers
- Economic Development and Employment Lands
- Bicycling in Beaverton

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**Mixed-Use Neighborhood Centers**

- Strong interest in creating walkable, mixed-use places across the city



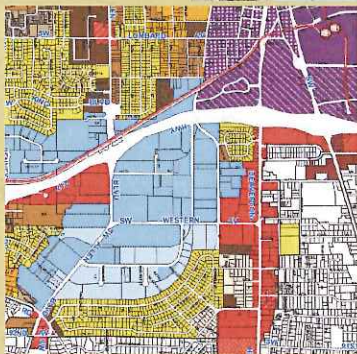
### Potential Centers from Workshop

- Nearly every residence in Beaverton is within a 20-min walk of a proposed mixed use center



### Employment Lands

- Preserve employment lands
- Engage landowners for reinvestment



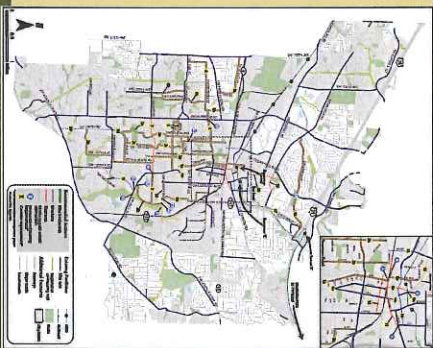
### Other Employment Lands Opportunities

- Be prepared for auto-oriented retail vacancies
- Many auto dealerships on TV Hwy
- Consider reuse as flex space, manufacturing, brewing & sales
- Assemble parcels



### Biking & Walking Improvements

- Parallel Routes
- Wayfinding for bikes and pedestrians



### Future Housing Need

- Aging Baby Boomers
- The grown children of many of these families
- A new diverse population

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### 2035 Housing Demand vs. Capacity

Over half of new units are expected to be multi-family and townhomes:

- Infill
- Central City
- TOD
- Redevelopment

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### Helping to Meet Housing Need: South Cooper Mountain (Urban Reserve 6B)

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### Scenario Testing

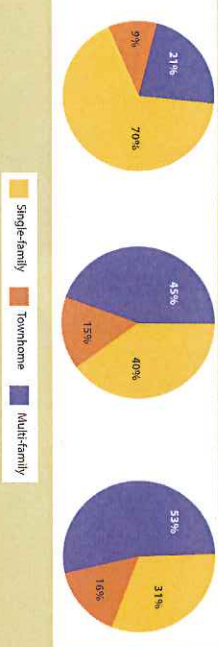
- Housing Mix
- Densities
- Infrastructure needs

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## Variety of ways to meet Beaverton's housing need

- The City will complete a Concept Plan for the entire 6B area

2011 Phase Scenario Housing Profiles

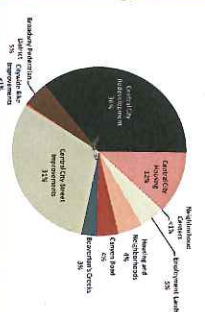


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## Starting with Amenities & Key Transportation Investments

- Canyon Road
- Creekside Enhancements
- Central City housing
- Broadway Improvements

Civic Plan Project and Program Expenditures



Project/Program	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	
Canyon Road (Pg 2)																					
Recreation (Pg 3)																					
Central City Street Improvements (Pg 4)																					
Creekside Enhancements (Pg 5)																					
Broadway Pedestrian District (Pg 6)																					
Central City Pedestrian District (Pg 7)																					
Central City Housing (Pg 8)																					
Highland Center (Pg 9)																					
Employment Link (Pg 10)																					
Neighborhood Improvements (Pg 11)																					

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## Implementing the Civic Plan Strategy Priorities and Project Sheets

**STRATEGY PRIORITIES**

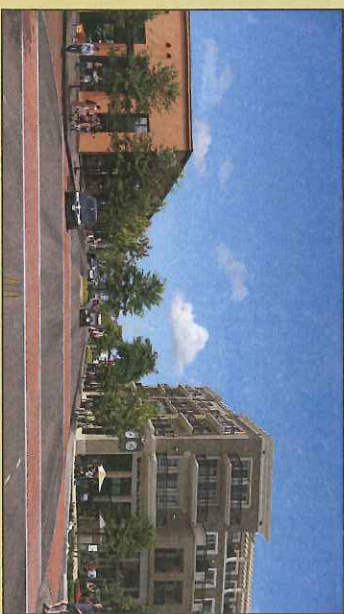
- Improve the quality of life and safety for all residents.
- Attract and retain a diverse workforce.
- Support the growth and development of the city.
- Enhance the city's infrastructure and services.
- Preserve and enhance the city's natural and cultural resources.
- Support the city's economic development and job creation efforts.
- Improve the city's transportation system.
- Enhance the city's public safety and security.
- Support the city's environmental and sustainability goals.
- Improve the city's housing and community development.
- Support the city's cultural and recreational activities.
- Enhance the city's public art and design.
- Support the city's community engagement and outreach efforts.
- Improve the city's communication and information systems.
- Support the city's financial and administrative operations.
- Enhance the city's overall quality of life and well-being.

**CIVIC PLAN PROJECT SHEETS**

**FY11-12**

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## IMMEDIATE PRIORITIES Canyon Improvements



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### Civic Plan & Regional Goals

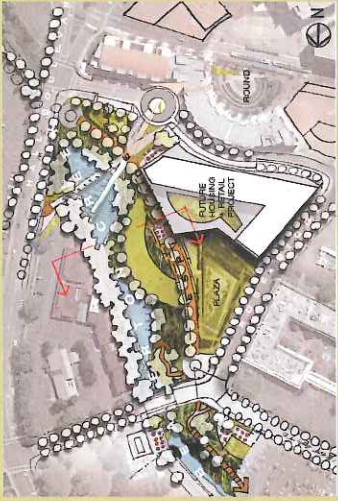
- Supports Regional Center revitalization & development
  - Repairing & expanding the grid
  - Improved amenities & development potential
  - Better performance for multiple modes



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### IMMEDIATE PRIORITIES

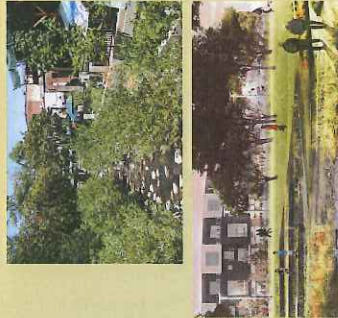
#### Creekside Improvements



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### Civic Plan & Regional Goals


- Nature in Neighborhoods
  - Improving watershed health
  - Integrating new housing and employment with landscape and amenities



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### IMMEDIATE PRIORITIES

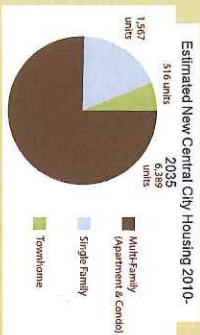
#### Central City Housing



CITY OF BEAVERTON  
STRATEGIC CIVIC PLAN

## Civic Plan & Regional Goals

- Meeting balanced housing needs
- Supporting existing and future Regional Center investments
- Transit Oriented Development program



CITY OF BEAVERTON  
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## IMMEDIATE PRIORITIES

### Broadway Improvements



CITY OF BEAVERTON  
STRATEGIC CIVIC PLAN

## Civic Plan & Regional Goals

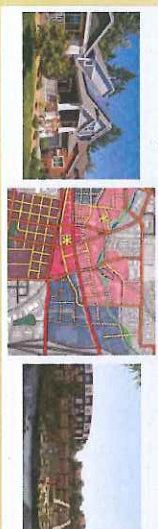
- Catalyst area
  - Investing in a historic main street
  - Support walking and biking networks
  - Create plazas and urban open space



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Thank you!



CITY OF BEAVERTON  
STRATEGIC CIVIC PLAN

**DATE:** July 7, 2011  
**TO:** Metro Council  
**FROM:** Randy Tucker, Legislative Affairs Manager  
**RE:** Report on 2011 Legislative Session



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**Background:** As you will recall, last winter you adopted Resolutions 11-4223, which came from JPACT and established the region's transportation agenda for the 2011 legislative session, and 11-4233, which established the Metro Council's overall legislative agenda.

While these agendas included some significant proposals, several of these proposals were somewhat aspirational and others were not quite "ready for prime time"; for the most part, the agendas reflected relatively limited ambitions. Among the reasons:

- a) The 2007 and 2009 Legislatures passed major pieces of legislation affecting Metro and the Portland region that are still being implemented (urban and rural reserves in SB 1011 in 2007, a major transportation funding package in HB 2001 in 2009).
- b) The economic crisis that began in 2008 continued to acutely affect Oregonians. The effect of the "Great Recession" on the state budget was felt more fully this session as the stream of federal stimulus dollars dried up.
- c) The 2010 elections dramatically changed the political dynamics in the Capitol. Whereas Democrats had supermajorities in both houses in 2009, they held on to the Senate by a razor-thin 16-14 margin, and for the first time in Oregon history, the House was evenly divided between Republicans and Democrats. The even partisan split slowed down or derailed a lot of legislation since either party had effective veto power over any given bill.

The top priority on Metro's 2011 agenda, relating to "investing in our communities," fell into the "aspirational" category, though one piece of legislation seemed to have legs for a while (see SB 752, below). Before the session, I worked with Andy Shaw and Alison Kean Campbell to develop several legislative concepts that would have provided the region some tools with which to invest in the public structures necessary to support sustainable, livable, economically vibrant communities. However, the lack of common understanding among some of our regional partners, along with the fact that the Community Investment Initiative Leadership Council had not yet begun to meet, suggested that it was too soon to pursue anything specific related to broad new funding authority or tools.

**Outcomes:** As noted above, we did introduce one narrower piece of legislation (SB 752) that would have authorized a new tool specifically for funding the operation and maintenance of natural areas, trails, and regional parks. As you know, this bill was derailed when it became apparent that there was no consensus here in the region to move forward at this time.

From Metro's perspective, here were a few of the other highlights and lowlights of the session:

- Passage of SB 48, our bill that eliminates Metro's jurisdiction over boundary changes of service districts whose responsibilities are unrelated to Metro's mission.
- Passage of HB 3225, which allows a county to take an exception to develop a transportation facility in an urban reserve designated under SB 1011.

- The return of legislation (the so-called “50%” bills, HB 2339 and HB 2871) aimed at placing restrictions on the reserves process (neither bill came out of committee).
- HB 3438, the failed attempt to eviscerate Metro’s planning authority.
- The surprising attack on the Drive Less, Save More program, which resulted in \$500,000 being diverted from transportation demand management to elderly and disabled transportation. (The specific impacts on the Drive Less Save More program remain uncertain; the question is whether the cut will be applied across the board or only with respect to the expansion of the program outside the Portland region.).
- The passage of improvements to the Bottle Bill (HB 3145) and the failure of efforts to address mercury-containing fluorescent lights and plastic grocery bags (SB 529, SB 536).
- Our effort to move legislation (SB 981) creating a process for the disposition of abandoned burial spaces, which was too late for this session but built a foundation for the future, as well as the beginnings of a supportive coalition.
- Passage of SB 669, which clarifies the authority of Metro’s visitor venues to support events with sponsorships from businesses that produce and sell beer, wine and distilled spirits.
- The failure of efforts to lift the requirement that 70% of new transient lodging taxes be dedicated to tourism promotion.
- Major changes to the Business Energy Tax Credit that will phase out most transportation-related tax credits and end Metro’s ability to use the BETC to support our vanpool program.
- The failure of SB 41, the Attorney General’s effort to reform Oregon’s public records laws.
- The failure of HB 3415, which would have imposed a fee of .1% on all public improvement contracts (including, for example, the zoo bond projects) to support audits conducted by the Secretary of State.

More legislative outcomes can be found in the attached exhibits from Resolutions 11-4223 and 11-4233, which I have annotated with bill numbers and results on each topic. (Please note that most of the bills mentioned in the bullets above were NOT part of your or JPACT’s original legislative agendas.)

**A couple of procedural notes:** Since arriving at Metro, I have relied on a cadre of staff colleagues I call my “legislative operatives.” Once again, that system served me well. I especially want to thank Scott Klag, Justin Patterson, Dick Benner and Stephanie Soden for their responsiveness this session. Alison Kean Campbell is not one of my official operatives, but spent a significant amount of time working with me on SB 41. Many others helped out in various ways.

For the third consecutive session, I consulted on at least a weekly basis with my legislative liaison on the Council, Councilor Hosticka. This enabled me to bring policy questions that arose during the session to the Council as appropriate and to keep you apprised of events in Salem through Councilor Hosticka’s reports in your work sessions. This arrangement worked well for me, and I hope it worked well for you.

**METRO COUNCIL LEGISLATIVE PRIORITIES**  
**2011 Legislative Session [updated with session outcomes]**



- [indicates legislation that may be initiated by Metro]

**TOP PRIORITY ITEMS**

- **Investing in our communities:** Seek authorization necessary for the region to fund targeted investments in infrastructure to create jobs, accommodate our growing population, build livable communities, and protect environmental quality. *[SB 752 did not pass due to lack of regional consensus.]*

**OTHER ITEMS, BY ISSUE AREA**

**Transportation Finance and Policy**

- **Funding for non-motorized transportation:** Provide a second round of state funding for Urban Trail Fund to support bicycle and pedestrian facilities outside the road right-of-way (trails, paths, bicycle highways, etc.). *[No new funding provided.]*
- **Regional transportation agenda:** Support the transportation policy and funding agenda unanimously adopted by the Portland region's Joint Policy Advisory Committee on Transportation *[see attached specific proposals and session outcomes]*. That agenda is focused on three over-arching principles:
  - Support jobs and economic recovery through the creation and efficient operation of a robust transportation system.
  - Preserve and expand local options so local governments have the flexibility to build, operate and fund transportation systems that support prosperity, livability and sustainability.
  - Support multimodal investment by continuing the state's lottery-backed program of investment in multimodal projects that support freight mobility and transit; identifying new, ongoing state funding to support transit, pedestrian, and bicycle facilities; and making a financial commitment to high speed rail project development.

**Land Use/Community Development**

- **Jobs and economic recovery:** Support efforts to make land inside the urban growth boundary available for development and job creation through infrastructure investment, brownfield cleanup, land aggregation, and other means. *[SB 766 passed, establishing a streamlined permitting process for key industrial projects and a designation process for Regionally Significant Industrial Areas. HB 3325 passed; its intent is to foster brownfield redevelopment by improving protections from claims related to historical contamination for prospective purchasers of contaminated property who enter into agreements with DEQ.]*
- **Multiple unit housing tax exemption:** Support legislation to extend sunset on authorization for local governments to use this tax exemption. *[SB 322 passed, extending the sunset on this program by ten years to 2022, and clarifying that the tax exemption may apply to the commercial portion of a mixed use project.]*



## **Resource Conservation and Recycling:**

- **Product stewardship for mercury-containing fluorescent lights:** Support creation of system for collection and recycling of fluorescent bulbs based on producer responsibility. *[SB 529 did not pass; an interim work group is anticipated.]*
- **Plastic bags:** Support legislation banning single-use plastic checkout bags. *[SB 536 did not pass.]*
- **Bottle bill:** Support modernization of bottle bill to cover beverage containers not currently covered and other changes to achieve objectives of increasing recycling and reducing litter. *[HB 3145 passed, expanding the list of covered beverages no later than 2018 and providing for an increased deposit if redemptions fall below 80%, but no sooner than 2016.]*
- **Toxics:** Support legislation establishing a state toxics reduction strategy *[HB 3257 failed]*; expanding the use of integrated pest management by state agencies *[HB 2188 failed]*; and banning the use of Bisphenol-A in food and beverage containers intended for children *[HB 3258, SB 695, HB 3689 all failed]*.
- **Energy efficiency:** Support policy and financing solutions for clean energy and energy efficiency. *[HB 3672 passed, enacting a major overhaul of the Business Energy Tax Credit.]*

## **Smart Government**

- **Boundary changes:** Eliminate requirement that Metro regulate boundary changes of service districts whose functions are unrelated to Metro's responsibilities *[SB 48 passed]*.
- **Efficient government:** Maintain or enhance local control related to public retirement and benefit costs. *[Efforts to make changes to the PERS pickup failed.]*
- **Confidentiality of draft audits:** Support legislation to clarify public records law to specify that while "final audit reports" are public, "draft audit reports" (still subject to change) are not releasable until the final audit report is issued *[HB 2247 passed]*.

**2011 Regional Transportation Agenda:  
Specific recommendations, updated with session outcomes**

**HB 2001** – Defend against any efforts to modify in ways that reverse policy direction or reduce funding or authority for the Portland region or its local governments.

*No significant efforts to reverse the policy direction established by HB 2001. SB 128 eliminated HB 2001's congestion pricing pilot program. The original champion of that program, Sen. Bruce Starr, criticized the management of the pilot program and said it was not going in a direction that was likely to fulfill his original hopes for it. However, the program probably was not originally designed and funded in a way that would have allowed it to achieve a larger vision.*

**Columbia River Crossing** – Support state funding approach that recognizes statewide importance of this project.

*HJR 22, urging the federal government to fund the CRC, became a bit of a political football and died in the House Revenue Committee.*

**ConnectOregon 4** – Support a fourth round of ConnectOregon funding. [HB 2166, HB 2626]

*A fourth round of ConnectOregon funding was approved in the lottery bill, HB 5036. While the first three rounds of ConnectOregon each authorized \$100 million in lottery bonds for multimodal projects, the program this year was pared back to \$40 million.*

**Mileage-based fee** – Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax. [HB 2328]

*HB 2328 did not pass but conversations continue and the bill could come up in 2012. It required owners of electric or plug-in hybrid vehicles, beginning with the 2016 model year, to pay either 0.85 cents per mile or a flat fee of \$300 to offset gas taxes not paid. In 2018 the per-mile rate rose to 1.56 cents and the flat fee option was eliminated.*

**High-speed rail** – Support continued development of high-speed rail. Establish a transparent and accountable decision making process that includes regional representation.

*No action.*

**Transportation Planning Rule** – Support rulemaking to remove barriers to implementation of the 2040 Growth Concept.

*SB 795 went through several iterations but ended up merely directing ODOT and DLCD to revisit the TPR, which they are already doing, "to better balance economic development and the efficiency of urban development with consideration of development of the transportation infrastructure."*

**Access management** – Support an approach to access management that (a) better balances traffic operations with community and economic development by developing standards that work in an urban environment; (b) improves safety for all modes, including biking and walking, on urban arterials; and (c) embraces the participation of key stakeholders.

*SB 264 passed. Among its provisions, it revises state access management standards so as to (a) weaken the state's authority to manage access to lower speed, lower traffic, and lower classification state roadways; (b) restrict ODOT's use of physical medians for access management or safety at new access points; and (c) establish additional access flexibility for infill development. The*

*bill also requires any jurisdictional transfer to a city or county to include provisions to ensure freight movement is not restricted, "unless the Oregon Transportation Commission, in consultation with the freight industry and the [city or county], concludes that the restriction is necessary for the safety of the highway users."*

High-capacity transit – Support state funding to match regional contributions to Southwest Corridor and Lake Oswego Streetcar projects.

*No dollars allocated this session.*

Dedicated transit funding – Support efforts to identify dedicated funding for public transit. [HB 2582]

*Nothing happened, though conversations continue related to the senior medical deduction.*

Active transportation – Continue investment of state transportation funds to bicycle and pedestrian facilities outside the road right-of-way by allocating \$2 million to Urban Trail Fund to be distributed through a competitive process.

*No dollars allocated.*

Recreational immunity – Extend legal immunity to property owners who allow the use of trails on their land for transportation purposes.

*HB 2865 passed. The bill originally applied only to cities larger than 500,000 (i.e., Portland), but was amended to allow smaller cities to opt in.*

Low-speed greenways – Authorize local governments to facilitate safer walking and cycling by reducing speed limits on low-volume, low-speed neighborhood streets.

*HB 3150 passed.*

Climate – Monitor, and support as appropriate, legislation related to the Oregon Sustainable Transportation Initiative, proposals of the Oregon Global Warming Commission related to transportation, and other statewide efforts.

*No significant legislation.*

Business Energy Tax Credit – Oppose efforts to reduce or curtail use of the BETC for transportation-related conservation measures.

*This program underwent a major overhaul in HB 3672; the new program ramps down and then phases out all transportation-related tax credits by 1/1/16 except those related to "alternative fuel vehicle infrastructure."*

**Sheena VanLeuven**

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**From:** Richard Benner  
**Sent:** Monday, August 01, 2011 3:14 PM  
**To:** Shirley Craddick  
**Cc:** Sheena VanLeuven  
**Subject:** Sandy IGA Draft  
**Attachments:** Sandy IGA, draft 2.docx

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

8/1/11  
Shirley,

Here is the draft I prepared, with my revision to the termination clause in the existing agreement. Here is my proposed clause:

“This agreement shall continue until terminated by any of the Parties, following consultation with the other Parties, by written notice from the Party. The agreement shall terminate 60 days following receipt of the notice by the other Parties.”

Here’s what the city wants:

“As a condition precedent to termination, the party seeking to terminate the agreement will notify the other parties in writing regarding its intent to do so. Within sixty (60) days of such notice, another party may require the party seeking termination to attend a public meeting hosted by the non-terminating party to discuss the reasons a termination is being proposed. At least two (2) elected officials of the party seeking termination will attend such a public meeting.

“If after attending the public meeting the party seeking termination still wishes to terminate the agreement, it may do so with written notice to the other parties. The agreement will then terminate 180 days following the date of the written notice of termination.”

I will come to your office at 10 tomorrow.  
Dick

**Draft 7/13/11**  
**INTERGOVERNMENTAL AGREEMENT ON**  
**HIGHWAY 26 CORRIDOR**  
**AMONG CITY OF SANDY, CLACKAMAS COUNTY,**  
**METRO**

This Agreement is entered into by and between the City of Sandy ("City"), Clackamas County ("County") and Metro ("Metro") (collectively, the "Parties") pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

**RECITALS**

WHEREAS, The Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2060; and

WHEREAS, Anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, The City wishes to maintain its own identity, separate and distinct from the metropolitan area; and

WHEREAS, Metro and the County share the City's desire to maintain a separation between the City and the metropolitan area; and

WHEREAS, Highway 26 eastbound between the cities of Gresham and Sandy is the gateway to the Mount Hood recreational area, a nationally-recognized scenic and recreational resource; and

WHEREAS, pursuant to Senate Bill 1011 (2007) County and Metro have adopted both Urban and Rural Reserves in and around the Highway 26 Corridor between Gresham and Sandy; and

WHEREAS, the County, City and Metro previously entered into an Intergovernmental Agreement (the Green Corridor/Rural Reserve Agreement) for the purpose of preserving the rural character of the area between the Metro UGB and the Sandy Urban Reserve; and

WHEREAS, The City, the County and Metro are interested in preserving and protecting the visual character of the Highway 26 Corridor as it passes through the area subject to this Agreement; and

NOW, THEREFORE, the City, the County and Metro agree as follows:

## AGREEMENT

### I. Purpose

The Parties agree that they are mutually interested in and will work together to:

- A. Preserve the distinct and unique identities of the City and the metropolitan area by maintaining a separation between the City and the metropolitan area.
- B. Preserve and protect the rural and natural resource character and values of Rural Reserve areas along the corridor that separate the City from the metropolitan area.
- C. Establish a plan to protect the unique visual character of the Highway 26 Corridor.

### II. Definitions

- A. "Highway 26 Corridor" means the area along State Highway 26 between the cities of Gresham and Sandy.
- B. "Clackanomah Urban Reserve" means Urban Reserve Areas 1D and 1F as designated in Metro's Regional Framework Plan, and shown on Exhibit A hereto.

### III. Pre-Development Buffering

The Parties:

- A. Intend that urban development along the Highway 26 Corridor shall be screened from the Highway in a fashion that reasonably retains the rural visual character of the corridor. The parties agree that a 50-foot wide buffer containing a thick screen of evergreen trees will achieve this goal.

The County and the City:

- B. Will seekwork together in good faith to establish buffers in advance of urban development, either within the existing highway right of way or through the acquisition of appropriate easements on private land adjacent to the highway.
- C. If one or more owners of real property within the Highway 26 Corridor grants an appropriate easement(s), will establish a vegetated buffer within the easement(s) consistent with the terms of this Agreement.
- D. Where an affected property owner is willing to grant an easement(s), will seek funding to establish evergreen plantings within the buffer. Funds provided by any of the Parties for the buffer may be reimbursed through fees paid by future development in the urban reserve area.

E. If an affected property owner does not grant an appropriate easement to establish the buffer, will discuss alternative methods and or incentives to obtain the necessary easements, including the exercise of eminent domain.

#### IV. Concept Planning for Clackanomah Urban Reserves.

A. The Parties recognize that the ~~annexation~~addition of any portion of the Clackanomah Urban

Reserve into the Urban Growth Boundary will be preceded by and conditioned upon development of a concept plan by the appropriate local governments pursuant to Title 11 of the Metro's Urban Growth Management Functional Plan. The Parties further recognize that the concept planning process is a collaborative process between the jurisdiction that will ultimately provide services to the Clackanomah Urban Reserve and other affected jurisdictions, including the Parties. Metro's regulations do not prescribe a precise outcome to the concept planning process.

B. Prior to approving an amendment to the UGB to ~~annex~~add any portion of the Clackanomah Urban Reserve, Metro shall determine that the appropriate city or the County has complied with the provisions of Title 11 for any ~~that~~ portion of the Clackanomah Urban Reserve. The Parties will strive to ensure that the concept plan ~~provides~~calls for the following in land use regulations adopted following addition to the UGB:

~~a. A 50-foot wide evergreen buffer of trees of at least eight feet in height at planting and capable of growing to at least 30 feet where the highway abuts or lies within the Clackanomah Urban Reserve to be in place prior to the approval of any development in the concept plan area. This provision shall not apply to the development of roads, utilities or other public facilities;~~

a. Prior to approval of any commercial, industrial or urban-level residential development in the concept plan area, parcels located within the Clackanomah Urban Reserve and abutting Highway 26 shall provide a vegetated buffer screen along the entire highway frontage, to a depth of 50 feet where such a buffer can be imposed as a condition of development. Within the buffer area existing trees shall be preserved to the greatest extent possible. New evergreen trees at least eight feet in height at planting and capable of growing to at least 30 feet in height shall be planted at a density that will create a visual screen within five years. This provision shall not apply to the development of roads, utilities, or other public facilities;

b. Appropriate limitations on signs oriented to Highway 26 except where required for reasons of public safety;

a.c. Achievement of the principles relating to the Clackanomah Urban Reserves set forth in Exhibit B of the Intergovernmental Agreement between Metro and Clackamas County to Adopt Urban and Rural Reserves, attached to this Agreement; and

d. Orientation of commercial retail development toward the interior of the Clackanomah Urban Reserves and away from the Highway 26 Corridor.

As used above, "strive to ensure" means the Parties will individually and collectively use their best efforts.

C. Metro will require that provisions in the concept plan that implement paragraphs IV.B.a and IV.B.b through d of this Agreement be adopted into the comprehensive plan and land use regulations of the County or the city responsible for urban planning in the portion, or both.

## **V. Notice and Coordination Responsibilities**

A. The County shall provide the City and Metro with notice and an opportunity to comment at least 30 days prior to the first scheduled public hearing on plan amendments or zone changes within the Clackanomah Urban Reserve.

B. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least 15 days prior to administrative action on any development applications (including, but not limited to, conditional use permits and design review) within the Clackanomah Urban Reserve.

C. The County shall provide the City and Metro with notice and an opportunity to comment on any proposed concept plan for any portion of the Clackanomah Urban Reserve.

D. In order to fulfill the cooperative planning provisions of this agreement the City, County and Metro shall provide each other with needed data, maps, and other information in hard copy or digital form in a timely manner without charge.

## **VI. Amendments to this Agreement**

This Agreement may be amended in writing by the concurrence of all three Parties. The terms of this agreement may be reviewed at the time that the Parties adopt modifications to related agreements.

## **VII. Effectiveness and Termination**

A. — This agreement will be effective upon acknowledgement of the designation by Metro of urban reserves in Clackamas County pursuant to ORS 195.145(1)(b) and a final decision on any appeal of the acknowledgement. This agreement shall continue until terminated by any of the Parties, following consultation with the other Parties, by



written notice from the Party. The agreement shall terminate 60 days following receipt of the notice by the other Parties.

**VIII. Severability**

If any section, clause or phrase of this agreement is invalidated by any court of competent jurisdiction, any and all remaining parts of the agreement shall be severed from the invalid parts and shall remain in full force and effect.

<p>CITY OF SANDY</p>  <p>_____ Mayor, City of Sandy</p> <p>ATTEST:</p>  <p>By: _____ City Recorder</p> <p>METRO</p> <p>_____ Metro Council President</p> <p>ATTEST:</p>  <p>By: _____</p>	<p>CLACKAMAS COUNTY</p>  <p>_____ Chair, Board of Commissioners</p> <p>ATTEST:</p>  <p>By: _____ Recording Secretary</p>
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