

# FOREWORD

## OREGON'S LAND USE PLANNING PROGRAM

Local governments depend on state government for the power to plan and implement plans and policies. In 1919 Oregon passed legislation enabling cities to plan for growth through zoning, as long as the zoning ordinance was a "well-considered plan," established planning commissions, and required planning commission approval of subdivision plats. Soon thereafter, many cities and counties developed zoning and subdivision ordinances, which, became the foundation on which many jurisdictions' exercised their planning function.

The state's role in planning continued to be limited to authorizing local control until it became apparent that local systems were not adequate to respond to the complex pressures and trends created by the population boom following World War II. Oregon's population increased nearly 40 percent between 1950 and 1970, with 80 percent of the growth occurring in the Willamette Valley. Uncontrolled growth carries associated costs that are not immediately apparent. Incrementally, however, the cost was becoming clear to the public in increased water and air pollution; loss of prime, productive farmland to subdivisions; pockets of "leap-frog" development requiring expensive urban services; and increased commercial strips along the coast.

With concern over the loss of farmland and forests (traditionally Oregon's largest industries) as the initial impetus, the Oregon Legislature in 1969 grappled with growth management, environmental preservation, and the economics of providing public services on a regional and statewide basis. Its efforts resulted in passage of Senate Bill 10, which mandated that all cities and counties to adopt comprehensive land use plans and zoning regulations. In addition, the first ten statewide planning standards were established (see Appendix for listing of statewide planning goals). However, development of local land use plans and implementing regulations by each jurisdiction throughout the state did not begin in earnest until 1973 when additional legislation was passed to implement the 1969 mandate.

The Oregon Land Use Act of 1973 established the framework needed to implement statewide land use planning. The essentials of the Act are summarized below:

Established the Land Conservation and Development Commission (LCDC) and directed it to develop statewide goals.

Created the Department of Land Conservation and Development (DLCD) to administer the statewide goals and review local comprehensive plans for compliance with these goals.

Required all cities and counties to prepare and adopt comprehensive plans consistent with the statewide goals and to enact zoning, subdivision, and other regulatory ordinances to implement the adopted plans.

Required state agency plans and actions to conform to the LCDC goals and to city and county comprehensive plans.

Required widespread opportunities for citizen involvement in the planning process at local and statewide levels.

Allowed for appeals from local decisions alleged to violate statewide goals.

Provided funding to jurisdictions to carry out mandated planning responsibilities.

LCDC ultimately adopted 19 statewide planning goals. The first 14 were adopted by the Commission on December 27, 1974. The last five were adopted between 1975 and 1976. The goals are general standards for land use planning. Planning remains the responsibility of city and county governments, but must be consistent with these statewide standards. All of the statewide goals, except the Willamette River Greenway (15), are accompanied by "guidelines," which are suggestions about how a local government might comply with the state standards. The goals are mandatory; guidelines are not.

Over the years each city and county in Oregon has submitted its comprehensive plan and implementing land use regulations for review and acknowledgement by LCDC, which means that the submittal has been deemed to be in compliance with the statewide goals. After acknowledgment, further amendments to the comprehensive plan and implementing regulations are reviewed by the Commission, but on a less formal basis. Subsequent formal review by LCDC is called "periodic review" and occurs every four to seven years.

LCDC has enforcement power relating to a jurisdiction's compliance with the Land Use Act (ORS 197) and the statewide goals. Each city or county is responsible for assuring that its land use actions conform with the local comprehensive plan. Procedural and substantive grounds for appeal of a local land use decision are set out in the ORS 197. Any appeals of local land use decisions go directly to the Land Use Board of Appeals (LUBA), which was created in 1979 specifically for this purpose. Appeal of a LUBA decision is to the Oregon Court of Appeals. Appeals of land use decisions by LCDC are also filed at LUBA.

In brief, the state enacted legislation which enabled the preparation, adoption and administration of statewide land use goals and guidelines; but the local jurisdictions carry out the law to implement the plans by establishing comprehensive plans and land use regulations that are consistent with the statewide program. Methods for citizen involvement have been established at both the state and local level, including appeal procedures. Planning is a dynamic process that is constantly undergoing review and refinement for the betterment of the citizens of Oregon.

# Beaverton's Land Use History

City of Beaverton incorporated February 10, 1893.

City Council directed the mayor to appoint a City Planning Commission ("in as much as there are many things concerning the present development of Beaverton that need to be arranged and planned for...") on September 11, 1944. Ordinance (ORD) 219

City Council sent a resolution to the Planning Commission in April 1945 to investigate a zoning ordinance and recommend zoning district boundaries. In December of that year, the Council held a public hearing on a proposed zoning ordinance.

City Council adopted Beaverton's first zoning ordinance (ORD 226) on January 7, 1946.

Ordinance 226 was repealed and replaced with ORD 550 in January 1960.

City Council adopted the Beaverton Area General Plan on December 18, 1972.

City Council repealed ORD 550 and adopted a new zoning code (ORD 2050), which was designed to implement the goals and policies of the General Plan, on October 20, 1978. The zoning ordinance, ORD 2050, also called the "Development Code", exists today in its amended form.

The Beaverton Area General Plan (comprehensive plan) was acknowledged by the LCDC on March 20, 1981.

The first Periodic Review of the comprehensive plan was approved by LCDC on December 4, 1987.

In 1995 the City began its second Periodic Review of the comprehensive plan.

## PREFACE

This is Volume I of a two volume document, which comprises the Comprehensive Plan. Volume I consists of the Comprehensive Plan. Volume II consists of the background and supporting documents.

The Plan was prepared in cooperation with Washington County, School District 48, and the Tualatin Hills Park and Recreation District. In addition, assisting in the development of this Comprehensive Plan were innumerable residents whose valuable contributions at each step lent assurance that this Plan represents the community's long-term goals.

## INTRODUCTION

The Comprehensive Plan is the official long-range land use policy document for the City of Beaverton. It provides a framework for the decision making process and is a means of directing community efforts towards sound future growth, better understanding between public and private efforts, and a more beautiful and livable community. The Plan seeks to capture the essence of the community's vision of its future, translating it into a form that will allow effective implementation.

Beaverton's Comprehensive Plan only pertains to lands within the City limits. In addition, to satisfy Statewide Goal 2 requirement regarding coordination within the Regional Urban Growth Boundary, Beaverton and Washington County entered into an Urban Planning Area Agreement (UPAA) in 1986 and amended the agreement in 1988. The UPAA establishes: (1) a specific urban planning area that includes land outside the City affecting City planning interests; (2) a process for coordinating planning and development in the urban planning area; and, (3) a process to amend the UPAA. Included in this agreement is a method for transferring the County's Plan and zoning land use designations to the City following annexations.

In the broadest sense, planning seeks to guide future development of an area within a framework of goals and objectives that are consistent with the physical characteristics, attitudes, and resources of the community. Without some overall frame of reference or goals, the results can be disorder, confusion, pollution, waste and congestion. Since change is a constant, the choice is not whether it should occur but rather how and where.

The basic aim of the Comprehensive Plan is to organize and coordinate complex interrelationships between people, land, resources, and facilities in such a way as to protect the future health, safety, welfare, and convenience of the citizens. The strength of such a plan lies in its comprehensive approach to the problems of urban growth. It deals with the many public and private uses of land, setting forth relationships and recommendations in graphic and descriptive form as a document to serve as a guide for future growth and change.

The Comprehensive Plan also provides a basis for coordinated action by enabling various public and private interests to undertake specific projects with a consistent understanding of community goals and objectives. The Plan functions as a working frame of reference for government officials and administrators by establishing community policies and by specifying methods and standards for implementation of these policies. Public facilities, such as schools, parks, highways, civic areas, libraries and fire stations are planned and a program for land acquisition and construction can be prepared in advance of need so that services will be available when and where they are needed.

These same community policies serve individual property owners and private interest groups as a means of evaluating their individual decisions in light of community objectives. Clearly stated objectives allow individuals to determine how their interests can best be served in a manner consistent with the Plan. They are assured by the Plan that once they commit their investment to the land, there will be a reasonable continuity of land policies to protect their interests.

The Plan also provides a guide to the various private and public utilities charged with the responsibility of providing services to the community. Future service demands can be anticipated and facilities planned so that development can take place in the most economical and timely manner.

Each individual and organization participates in some way in the planning process. The community planning process is the continuing effort to coordinate short-range and long-range private and public actions toward the fulfillment of generally accepted overall community goals. The Comprehensive Plan provides the foundation for the planning process by establishing long-

range goals and objectives and by providing, through its various elements, an integrated view of future public and private development patterns in the community. It is an important tool to help the City identify problems and to take steps necessary to solve them before the cost of desirable solutions is beyond the community's economic capabilities to achieve.

The planning process is in itself a means of constantly evaluating the Comprehensive Plan. It is essential that the Plan be adaptable, but this must not be interpreted to permit piecemeal amendments that disregard the basic relationships established by the original effort. Proposed changes must be carefully considered in terms of possible overall effects on the entire community. Accommodation of a proposed development that appears very desirable on the surface may, under a thorough investigation with reference to the Plan, prove costly to both the future public interests and to committed private investments. Adherence to the policies developed in the Plan provides a means of protecting existing public and private investments and values.

The Comprehensive Plan is not a zoning plan and no existing zoning rights are changed by the Plan. However, zoning is one of the important legislative tools available to help implement the Plan. Any changes in zoning that occur are subject to a public hearing and a specific decision by the governing body. The greatest single problem between the Plan and zoning activity is timing. Some areas suggested in the Plan for different kinds of land uses can only be justified at some time in the future when sufficient population growth has occurred to warrant the development. All zone changes should be considered in relation to the Comprehensive Plan, and this serves as one of the continuing means of evaluating the Plan. If zone changes are contemplated that are contrary to the Plan, the community should first amend the policies and concepts in the Plan before a change of zone is made. This process ensures that each petition for rezoning is considered in light of the best interests of the entire community.

The Plan recommends appropriate uses for various areas and attempts to provide a maximum range of choice within the limits of the Plan's goals and objectives. If there is to be choice, various areas must be guarded against intrusion of other uses that would limit or destroy the privacy of homes or the proper and economic functioning of areas of commerce or other special values. If there is to be choice that justifies a long-term investment in homes or businesses, areas must be set aside for different types of uses.

The Plan must be implemented if it is to be of value to the community. The Plan is a vital instrument of civic betterment that hinges on the involvement of both public and private sectors of the community in its realization. It involves extensive daily contact with public groups and individual citizens, the administration of appropriate codes and ordinances influencing development, capital improvement programming for the expenditure of local governmental funds, and the continuing refinement of the Plan in special circumstances, such as the downtown, parks and recreation, or community appearance. The efforts applied in the continuing planning process extend the Plan from the present to the future accomplishment of its goals and objectives. The Comprehensive Plan provides the basic guidelines that chart a course for change with some assurance the result will be improvement.

To facilitate use of the Plan, as much as possible, related topics have been arranged into Elements, e.g., Public Involvement Element, Land Use Element, Economy Element, Housing Element, Public Services Element. Within each Element information has been arranged in a consistent format beginning with a discussion of findings and assumptions to provide the context for the stated Objectives, Policies and Recommended Programs. The overall Goals of the City are stated at the end of this introduction. For the purposes of this Comprehensive Plan document, these categories are defined as follows:

GOAL	A broad, general statement that describes a desired aim for the community.
OBJECTIVE	A target towards which the community directs effort in striving to meet a goal.
POLICY	A statement that provides a consistent direction or course of action to guide and determine present and future decisions moving the community towards attainment of its goals and objectives.
RECOMMENDED PROGRAM	A statement that describes optional plans, ideas, procedures, or activities which may facilitate achievement of community goals and objectives.

The goals and objectives set forth in this Plan represent a City response to community needs. The goals present a broad view of community values and attitudes toward land use. This framework provides direction and cohesion towards development of objectives and policies for each of the elements. Although each goal can stand alone, there is synergy among them. All the objectives, policies, and recommended programs have been weighted against these interrelated concepts.

It is recognized that this Plan is based on goals that may not be easily attained. Their pursuit will require sustained commitment, cooperation, and support of the people within the community.

# GOALS OF THE CITY OF BEAVERTON

1. Retain Beaverton as an outstanding City.
2. Provide a sound basis for urbanization by establishing proper relationships between residential, commercial, industrial and open land uses.
3. Encourage growth by orderly expansion outward from existing areas of development and thereby avoid unnecessary tax burdens usually associated with scattered, unrelated development.
4. Recognize and respect the natural beauty and resources in the area so that the benefits of each can be enjoyed without detriment to the other.
5. Significantly improve the appearance of the community as one means of developing an individual and distinctive identity for Beaverton within the metropolitan area.
6. Provide a safe, coordinated, and economical transportation and circulation system to bring about the best relationships between places where people live, work, shop and seek recreation.
7. Retain and enhance the character and quality of established areas and revitalize, rehabilitate or redevelop those established areas where such improvements are needed.
8. Continually strive for excellence in all private developments and public services within the constraints of economic reality. Economic reality should not be interpreted as maximum profit for minimum investment or as maximum local budgets for maximum services.
9. Encourage and promote innovations in development techniques in order to obtain maximum livability and excellence in planning and design for all new developments.
10. Continually explore, within the limits of the public health, safety, and general welfare, innovations in development of regulations in order to promote maximum livability for the people of the community.
11. Encourage the development of the downtown as the regional employment and commercial center for the suburban southwest market area of the Portland metropolitan area.