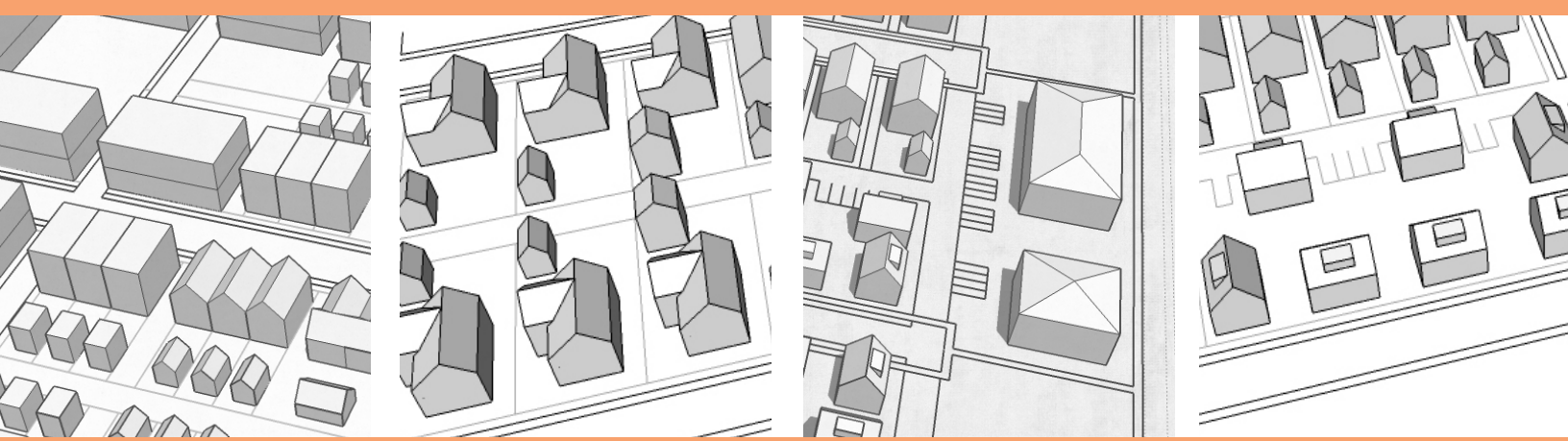


# Land Use Assumptions Report

## King City Beef Bend South



September 2020

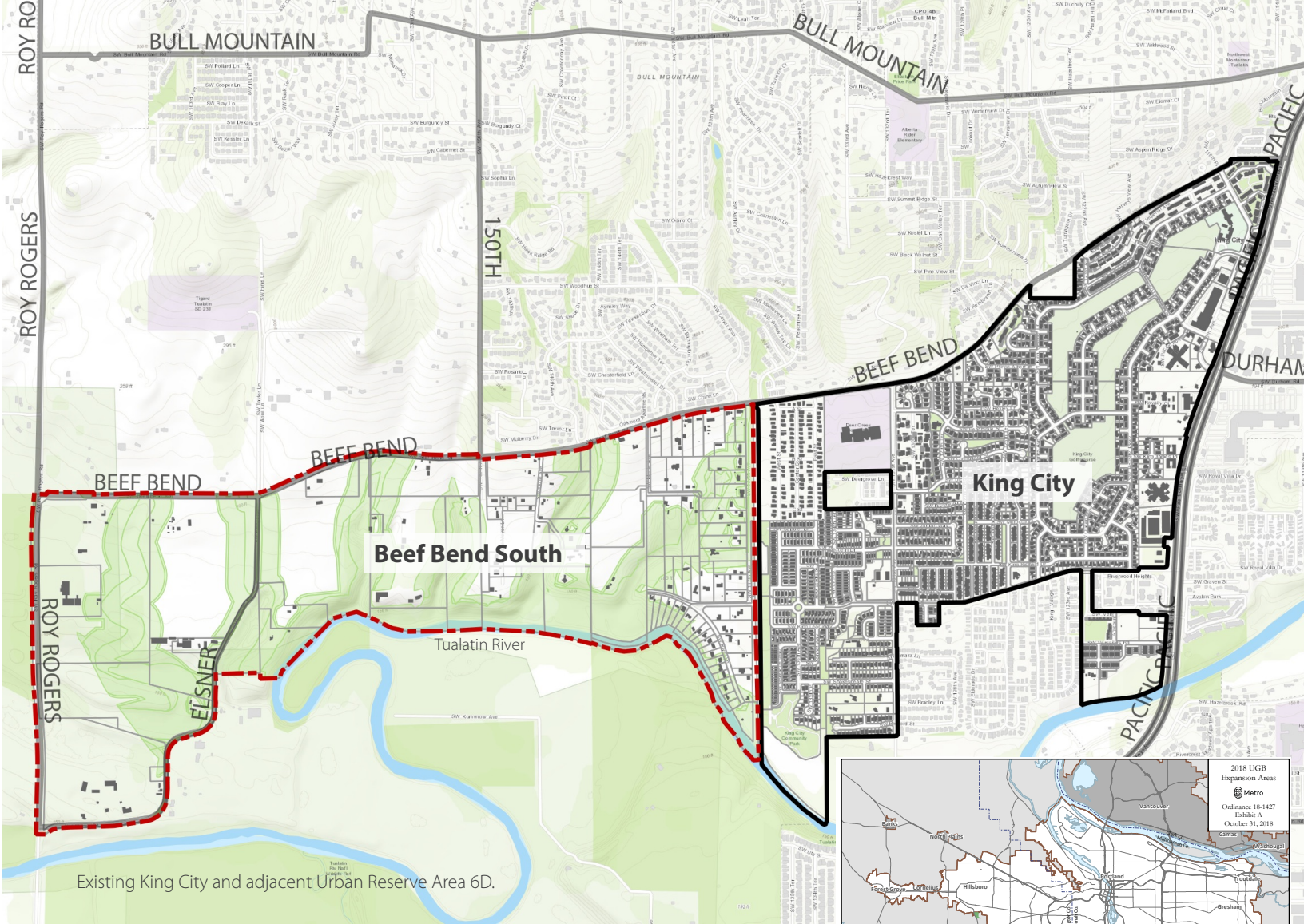
Prepared as part of the King City  
Transportation System Plan

**u r b s w o r k s**

### **Purpose of this memorandum**

Task description from the scope of work for Task 4.4 – URA 6D Land Use Assumptions Report:

*Based on the results of ~~Task 4.2A and 4.2B~~, previous tasks (4.1 and 4.2), TAC input, and PMT direction, Consultant shall recommend land use typologies and an associated refined map for URA 6D consistent with Metro conditions for the UGB amendment. These land use typologies must reflect the overall land use vision of the 2018 Concept Plan and build upon URA 6D Market Analysis and Financial Feasibility Report to include densities, uses, and development types that are reasonably attainable. Consultant shall collaborate with City, Metro, County, and Department of Land Conservation and Development to translate land use typologies into zoning assumptions suitable for use in subsequent modeling and analysis tasks. Zoning Assumptions will be used as the planned land use for URA 6D for the remainder of Project.*

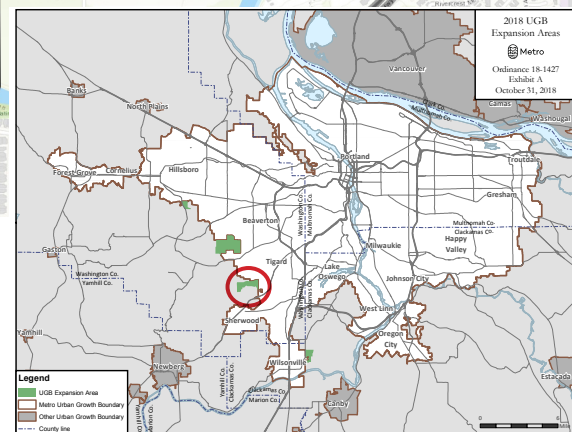


# 1. Introduction

## Physical description of the area

Beef Bend South (formerly URA 6D) is a 528-acre area to the west of existing King City. It is bounded by SW Beef Bend Road to the north, SW Roy Rogers Road to the west, SW Elsner Road and the Tualatin River to the south, and SW 137th Avenue to the east. The Tualatin River Wildlife refuge sits directly south, on the opposite side of the Tualatin River.

Beef Bend South is a mix of relatively flat farmlands and deep ravines and riparian areas that serve as drainages from Bull Mountain to the north. These wooded areas are sensitive natural resources that are critical to the overall ecosystem of the region and, as such, help to define where and how development should occur.



2018 Urban Growth Boundary (UGB) Expansion Areas Map, Metro. King City's expansion area is circled.

## Previous planning work

In 2017 the City of King City sponsored concept planning for the area called Urban Reserve Area 6D (URA 6D). In 2009 this area had been identified by Metro as a suitable for future urbanization, and the region's cities and counties began a planning and public engagement process involving Washington County, cities, Metro, and the Oregon Land Conservation and Development Commission. It was determined that the existing UGB could not accommodate all of the anticipated future urban development and that additional land would be necessary for homes, businesses, and public facilities. Because of its overall suitability to support urban development, URA 6D was designated as an Urban Reserve Area in 2011.

URA 6D Concept Planning took place between in 2017 and 2018. In September 2018, King City presented an application to Metro Council for inclusion of URA 6D into the Urban Growth Boundary. King City's application was approved by Metro Council in December 2018, along with applications from Wilsonville, Hillsboro, and Beaverton.

## Previous tasks completed for this project

### Task 4.1 – Existing Land Use Conditions

Provides land use context for King City's Transportation System Plan (TSP), and explains the historic, present, and likely future land use conditions of King City's urban expansion area (Beef Bend South) and its immediate vicinity to inform the market analysis component of the TSP project. It is a summary of previous analyses, reports and studies; it does not present new analysis.

### Task 4.2 – King City Market Analysis

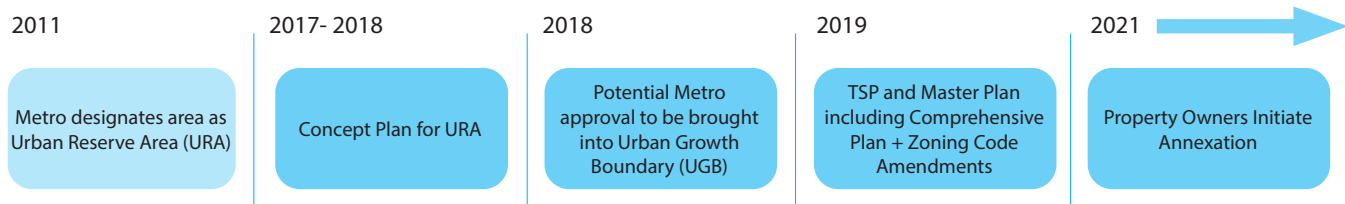
Presents King City's Market Analysis for Beef Bend South and its surrounding vicinity. It generally pulls from the concept planning effort, modifying and adding to it as necessary to further evaluate the market potential of the study area.

### \* This document

### Task 4.4 – Land Use Assumptions for the TSP

Summarizes previous planning efforts, refers to previous tasks conducted as part of the TSP work to date, and makes recommendations for the land use assumptions that should be used to inform the Transportation System Plan.

## Overall Planning Time Line



Planning timeline as depicted in Concept Planning documents.

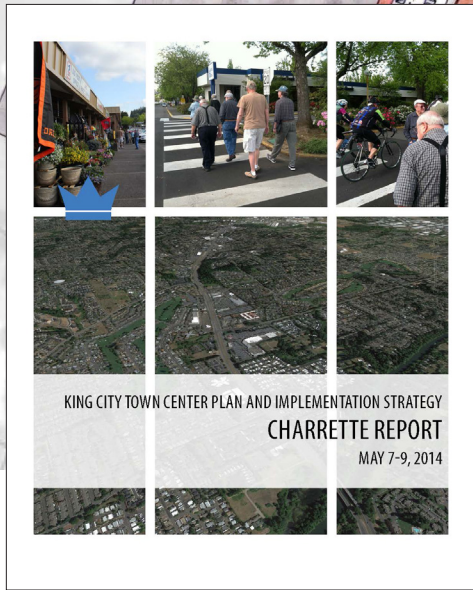
### Summary of Metro direction based on the approval of the Concept Plan

Metro placed a number of conditions on the King City UGB expansion. Those that affect land use assumptions task 4.4 are excerpted below.

For the purpose of expanding the urban growth boundary to provide capacity for housing to the year 2038, King City shall:

- » Conduct additional market analysis to better understand the feasibility of creating a new mixed-use town center.
- » Pending the results of the market analysis of a new town center, King City shall plan for at least 3,300 homes in the Beef Bend South expansion area. If the market analysis indicates that this housing target is infeasible, King City shall work with Metro to determine an appropriate housing target for the expansion area.
- » The expansion area shall be designated Neighborhood on the 2040 Growth Concept map.
- » Pending the results of the market analysis of a new town center, Metro will work with King City to make necessary changes to the 2040 Growth Concept map.

There were two additional conditions related specifically to housing types. One requires King City to explore ways to encourage the construction of accessory dwelling units, and the other requires the city to explore ways to encourage the use of manufactured housing in the expansion area.



- 1a Fill in sidewalk gaps to improve the side of Royalty Parkway
- 1b Fill in sidewalk gaps to improve the side of all of 99W.
- 2a Narrow lane widths. Stripe buffered bike lanes on both sides of 99W. Bend to Fischer.
- 2b Reduce travel speed from 40-45 mph to 35 mph through street crossings.
- 3a Improve existing intersections. Update 3-legged intersections to 4-legged intersections. Increase pedestrian visibility and safety at turning vehicles and Royalty Parkway intersections are priority for improvement.
- 3b Consider removing turn lanes where appropriate.
- 4 Construct new crossings.

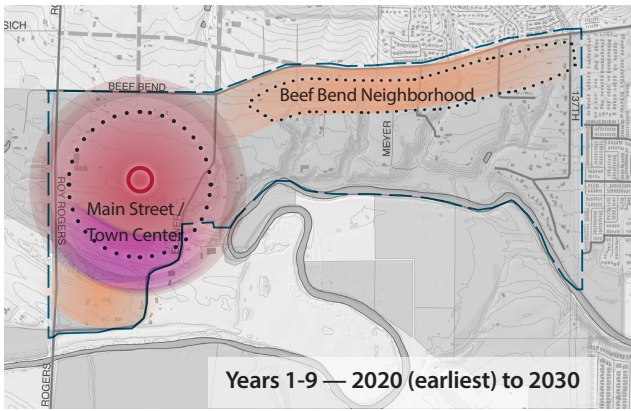
## King City Town Center

The current King City Town Center is located on the east side of King City on OR-99W and adjacent to the City of Tigard. The area is a Metro-designated Town Center, and is served by high frequency transit on OR-99W. Together with the Tigard commercial malls on the opposite side of OR-99W, the area provides a significant amount of region-serving commercial services. There is room for some city functions (City Hall, Library) but the area is challenged by the nature of OR-99W, and a general lack of space for civic uses to expand. There are no residential uses within the town center area, and there is very little land available for new development. The area dates from King City's inception in the 1960's and was set up around the automobile. Walkability is difficult to establish in an area that is dominated by parking lots and where the property owners are not interested in redevelopment or neighborhood improvement. Improvements are beginning to strengthen walkability in the area, however, OR-99W remains an issue.

In 2014, King City conducted a Town Center Charrette with the community and identified a number of actions to improve the area for town center look, feel and function. To date, Fischer

Road improvements including continuous sidewalks and bike lanes have been completed. Modest improvements have been made to add sidewalks to OR-99W, but safer crossings and other improvements have been gradual. The City Hall was recently remodeled within its original footprint.

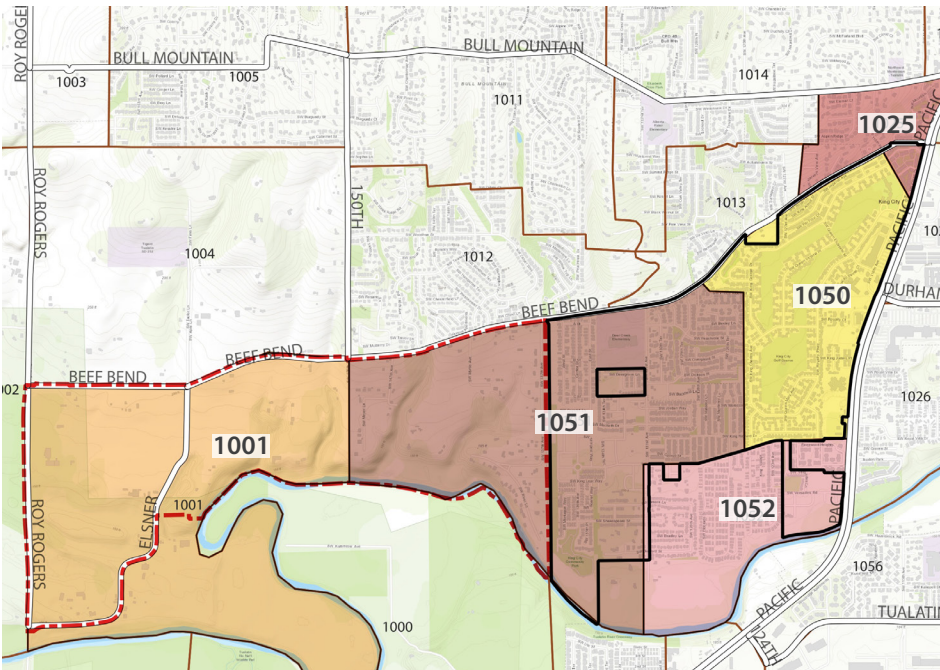
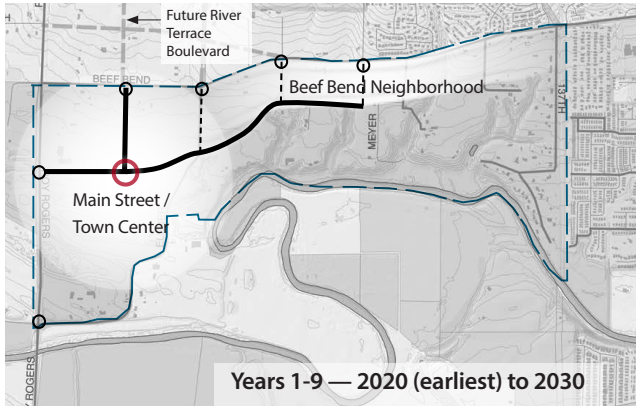
There is no question that a more functional Town Center could be accommodated on greenfield development within the Beef Bend South area, one that would be more consistent with the Metro growth designation, with a complete mix of land uses, including housing, parks, and room for more civic facilities to co-locate and expand. Compared to what is possible in the existing town center, it is easier to build new development in the greenfield, and to meet walkability and transit oriented design objectives for the city and the region. And TriMet is expanding service to this part of the region: high frequency transit service is slated for SW Scholls Ferry Road from Portland to SW 175th, as early as 2022. There is also great potential for this town center area to complement and be strengthened by the planned development north of SW Beef Bend Road, in the River Terrace area.



### 2018 Concept Traffic Analysis

The traffic analysis that was conducted for Beef Bend South, in tandem with the 2018 Concept Plan, modeled land uses in a first phase (through future 2035 traffic conditions). Consistent with the Concept Plan, the analysis assumed that Fischer Road would serve the first phase of development only to SW 150th. After the Meyer Airfield and Fischer Road extension through the east side of Beef Bend South (Rivermeade) are resolved, in a future phase, Fischer Road would continue eastward to connect with the existing eastern segment of Fischer Road at 137th.

SW 150th is also the boundary between Metro TAZ 1001 and Metro TAZ 1051.



### Metro Transportation Analysis Zones

Metro uses Transportation Analysis Zones (TAZ) as a way to break down regional growth forecasts into smaller geographic areas. Data from each TAZ is entered into Metro’s real estate and land use allocation model (MetroScope).

TAZ boundaries for King City, Beef Bend South, and the surrounding area.

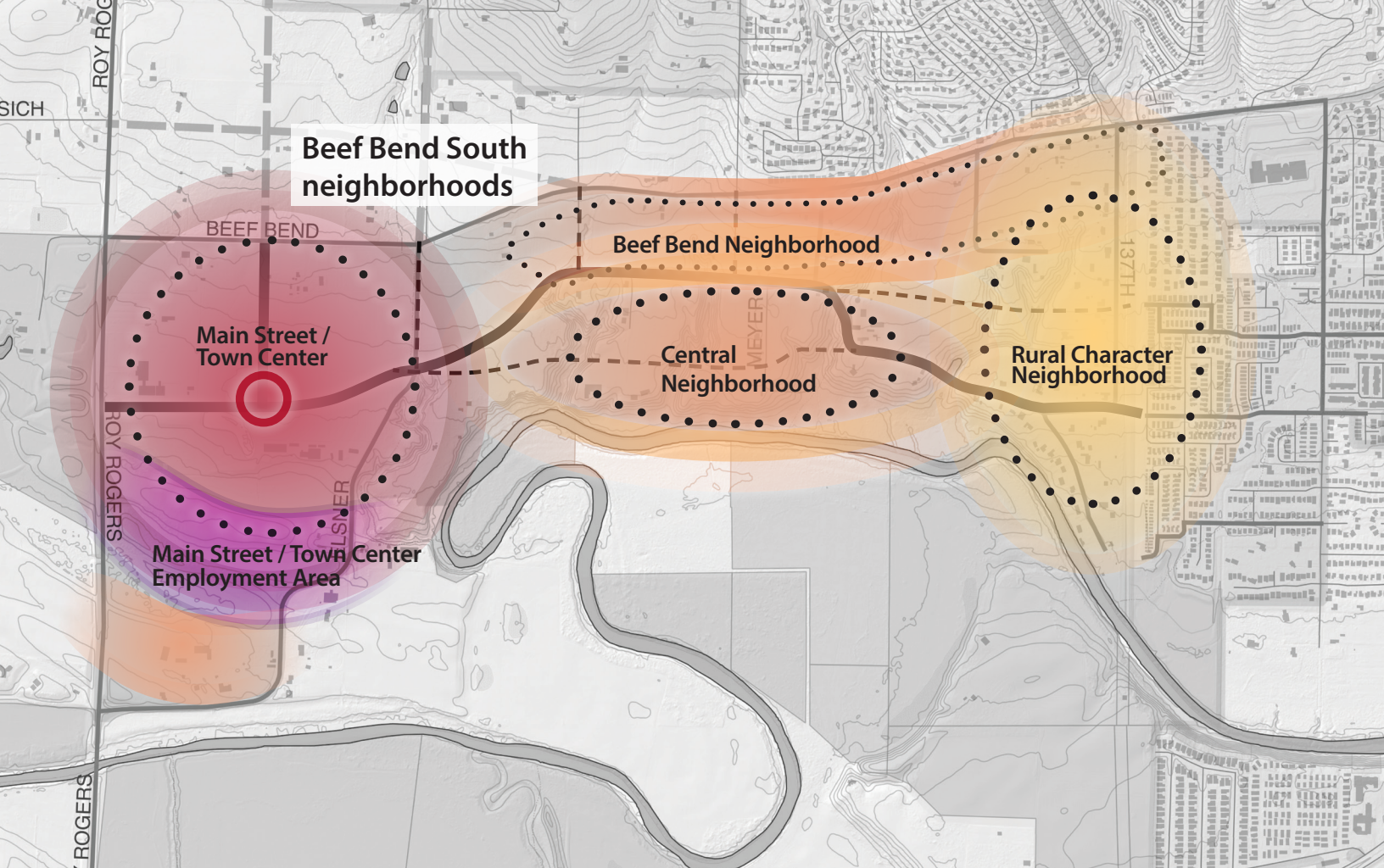


Diagram from the King City Concept Plan showing location of neighborhoods in Beef Bend South.

## 2. Land Use Assumptions

### Land use assumptions for Beef Bend South

Land use assumptions for the Transportation System Plan draw from two main planning efforts: The 2017-2018 Concept Plan with its associated Market Analysis, and the 2020 Market Analysis completed for the TSP earlier in 2020.

Both planning efforts generally agree on the amount of commercial and housing potential. The market analyses agree that upwards of 50,000 square feet of commercial could be accommodated within a 10- to 20-year horizon as part of a new neighborhood retail center. Both market analyses agree that about 500-950 dwelling units could be accommodated within the same time horizon.

The Concept Plan identifies dwelling units beyond the 10- to 20-year horizon and proposes that an overall total of 3,576 dwelling units could be accommodated on Beef Bend South land. These numbers were tested and confirmed through conceptual, mapped designs of typical neighborhood layouts or master planning prototypes. Four neighborhood master planning prototypes were developed for each of the neighborhood areas:

- » Main Street / Town Center
- » Beef Bend Neighborhood
- » Central Neighborhood
- » Rural Character Neighborhood



The residential program or specific mix of housing types for each neighborhood was developed to demonstrate how Beef Bend South could meet city, regional, and state goals. These are:

- » Accommodate needed housing as identified in King City's 2018 Housing Needs Analysis
- » Evenly distribute affordable housing in each neighborhood
- » Provide a range of housing choices in each neighborhood
- » In anticipation of Oregon House Bill 2001 for middle housing, ensure that each of the required housing types could be accommodated in each neighborhood.

Through these studies, it was determined that the entire Beef Bend South area could more than accommodate the city's entire household/dwelling unit forecast (2018–2038), and could accommodate 50-years of growth, in a way that is consistent with the King City vision detailed in the 2018 Concept Plan.

### Comparison of market analysis findings

As described above, two market analyses have been conducted for the King City Beef Bend South area (formerly URA 6D). The 2017 Market Analysis was authored by Leland Consulting Group as part of the Concept Plan. The most recent market analysis was prepared by ECONorthwest in 2020 as part of this TSP effort.

#### Commercial uses

The two reports have slightly different recommendations for commercial development. The 2017 report found that 54,000 to 85,000 square feet of commercial uses were possible within 10 years as part of a neighborhood retail center. The 2020 report found that commercial was possible within 10 years without citing an exact square footage; rather, it stated "plan for commercial development slightly below the scale planned in the URA 6D's Concept Plan."

The 2020 market analysis recommended that an analogous development could be seen in Bend's Northwest Crossing, which has retail square footage of 55,431 (Exhibit 29, page 43). Further, the 2020 report says "A development scheme consistent with the form, scale, and type of commercial development in Northwest Crossing is advised. From a market perspective, Northwest Crossing is the most analogous case study area to the future realities of URA 6D. Accordingly, the development pattern in the commercial core should be concentrated along

corridor(s), be neighborhood-serving, and smaller in scale." Also "URA 6D's commercial center is likely to function and look more like a Main Street and less like a Town Center."

The 2017 report proposed that a non-residential "gateway to wine country" might result in an additional 40-60,000 square feet of commercial space; however, technical analysis to validate the proposal was not part of the study. Regarding the "gateway to wine country" concept, the 2020 report adds that Sherwood may provide a more competitive location, noting that the Preliminary Concept Plan for Sherwood West includes the idea.

#### Dwelling units

The 2017 and 2020 market analyses agree that 500 to 950 new residential units are possible but differ on the timing, with the 2017 report projecting housing growth in 10 years, while the 2020 report says it will take 20 years.

#### Phasing

The 2020 report cites the importance of residential development in early phases in order to support the Main Street / Town Center commercial: "We find, consistent with the 2017 Market Analysis, that commercial development will require the build-out of rooftops in the market area to be viable. Moreover, a market for mixed-use development in the commercial core is not likely to materialize early on. Phasing strategies that encourage near-term growth of new homes (and the households that come with them) will improve the viability of commercial development in the mid to long-term."

*It should be noted that the Concept Plan envisioned that a significant amount of early development within the Main Street / Town Center would be standalone residential, representing a wide range of dwelling types (including stacked flats or apartments, duplexes, and other "plex" housing). This was in anticipation of state mandated Middle Housing legislation (HB 2001). It also assumed that vertical mixed use development would lag behind early-phase market-driven development.*

#### Land Use Assumptions for the TSP and the role of market analysis projections

The market analyses have been particularly useful in validating the Concept Plan land use assumptions regarding commercial uses in the Main Street / Town Center. Regarding the number of dwelling units, this document relies on the development capacity analysis completed as part of the Concept Plan—not on the market analysis projections.

## Master planning prototypes

As described above the four neighborhood master planning prototypes were developed to test and illustrate the land use densities, uses, and development types that are reasonably attainable on land within Beef Bend South. The exercise detailed land use typologies in scaled, 3D models, using recognizable regional development or precedents. The four master planning prototypes are summarized below.

	Main Street / Town Center	Beef Bend	Central	Rural Character
Approximate acreage (net)	150	60	60	50
<b>Commercial, employment, and institutional uses</b>				
	<ul style="list-style-type: none"> <li>» Residential over retail</li> <li>» Single-story retail and restaurant</li> <li>» Civic uses, such as library, city hall, school</li> <li>» Campus-style employment or institutional uses</li> </ul>	<ul style="list-style-type: none"> <li>» Potential neighborhood commercial activity</li> </ul>	<ul style="list-style-type: none"> <li>» None</li> </ul>	<ul style="list-style-type: none"> <li>» None</li> </ul>
<b>Residential uses</b>				
Reasonably attainable # of units	2,120	666	558	232
Average density (dwelling units per acre)	40	18	18	15
Density range	8 - 100**	12 - 24	8 - 20	8 - 18
Percent multidwellings*	50%	30%	25%	0%
Housing types	Main street apartment over retail, apartments (standalone), live-work, rowhouse, duplex	Boulevard apartment, cottage cluster, detached narrow lot single dwelling	Live-work, rowhouse, duplex, cottage cluster, detached single dwelling with accessory dwelling unit (ADU)	Duplexes, cottage clusters, detached dwelling with or without accessory dwelling units, mid-sized lot detached dwellings

\* Metro RLIS (metroscope) has revised the way that it counts dwelling units to be consistent with housing types required by HB 2001. During the master planning process, the number of multidwellings in this row will be revised to reflect the new definition of multidwelling (or multifamily) as "multiple dwellings on a common taxlot."

\*\* The wide range of density is the result of the variety of housing types envisioned for the Main Street / Town Center neighborhood, from stacked flats in standalone residential building (i.e. an apartment building) to duplexes.

## Summary of Dwelling Unit Type and Density by Neighborhood

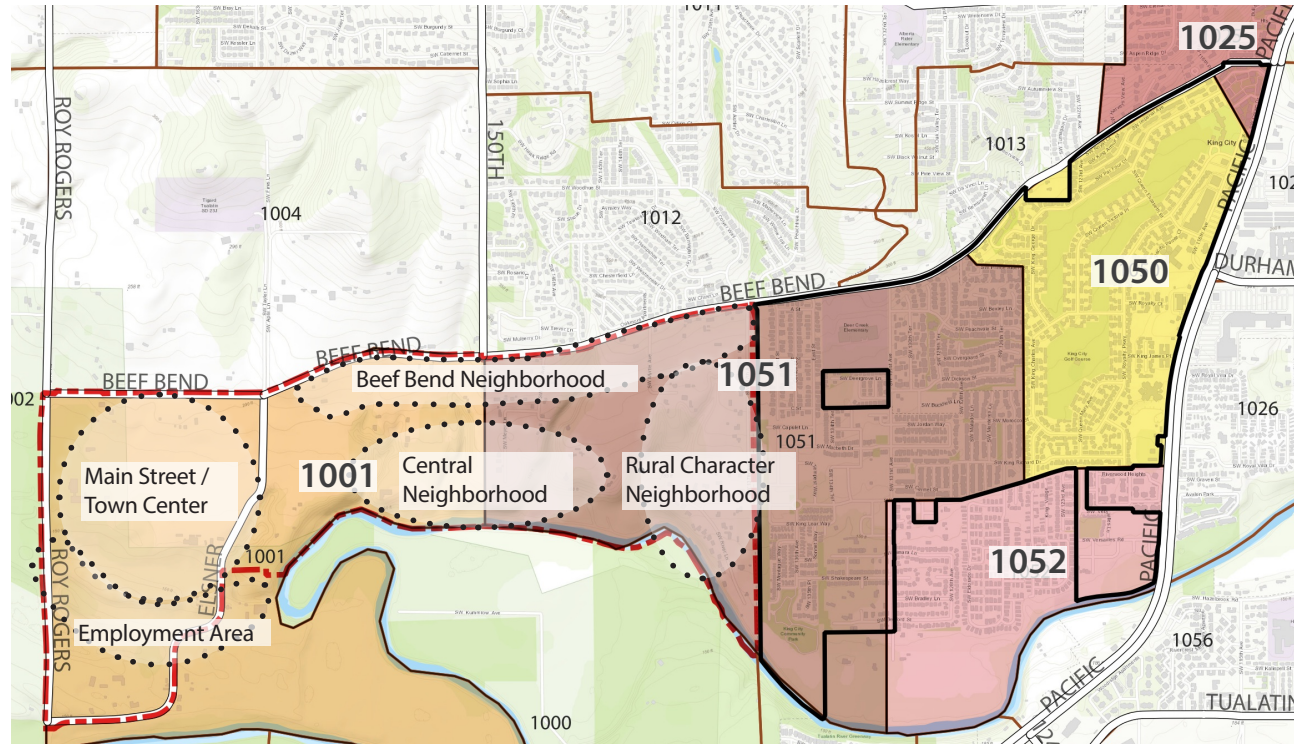
Dwelling Type Category	Dwelling Type	Main Street /Town Center		Beef Bend		Central Neighborhood		Rural Character		Totals	
		Subtotal by dwelling type	Subtotal by dwelling category	Subtotal by dwelling type	Subtotal by dwelling category	Subtotal by dwelling type	Subtotal by dwelling category	Subtotal by dwelling type	Subtotal by dwelling category	Subtotal by dwelling type	Subtotal by dwelling category
Multidwelling	Flats over retail	400	1,000	0	222	0	0	0	0	400	1,222
	Flats in standalone building (Main Street)	500		0		0		0			
	Flats in standalone building (Boulevard)	100		222		0		0			
Single dwelling, attached	Live-work or rowhouse	300	500	0	0	30	60	0	0	330	560
	Duplex	200		0		30		0		230	
Single dwelling, detached	Cottage cluster	66	620	50	444	24	498	50	232	190	1,794
	Narrow lot	199		250		30		0		479	
	Mid lot with ADU	249		144		144		82		619	
	Mid lot, no ADU	106		0		300		100		506	
<b>Totals</b>		<b>2,120</b>		<b>666</b>		<b>558</b>		<b>232</b>		<b>3,576</b>	

The amount of housing in the plan area at full build out has been estimated by Urbsworks to be approximately 3,500 units. During the Concept Plan phase, Urbsworks calculated 3,816 units were achievable. As Main Street/Town Center planning progressed, 20 acres of employment were added to the development program. This caused a reduction of housing numbers, to 3,576 total units. Traffic analysis (in a separate report) is based on a lower residential build out.

Table of dwelling unit type and density by neighborhood, King City Concept Plan.

### 3. Recommendations

The following numbers have been compiled for use in the TSP. They align with the 2018 Concept Plan projections for land use and development build out, are consistent with the 2017 and 2020 market analyses for commercial uses, and will be reflected in Metro’s Transportation Analysis Zones for the year 2045.



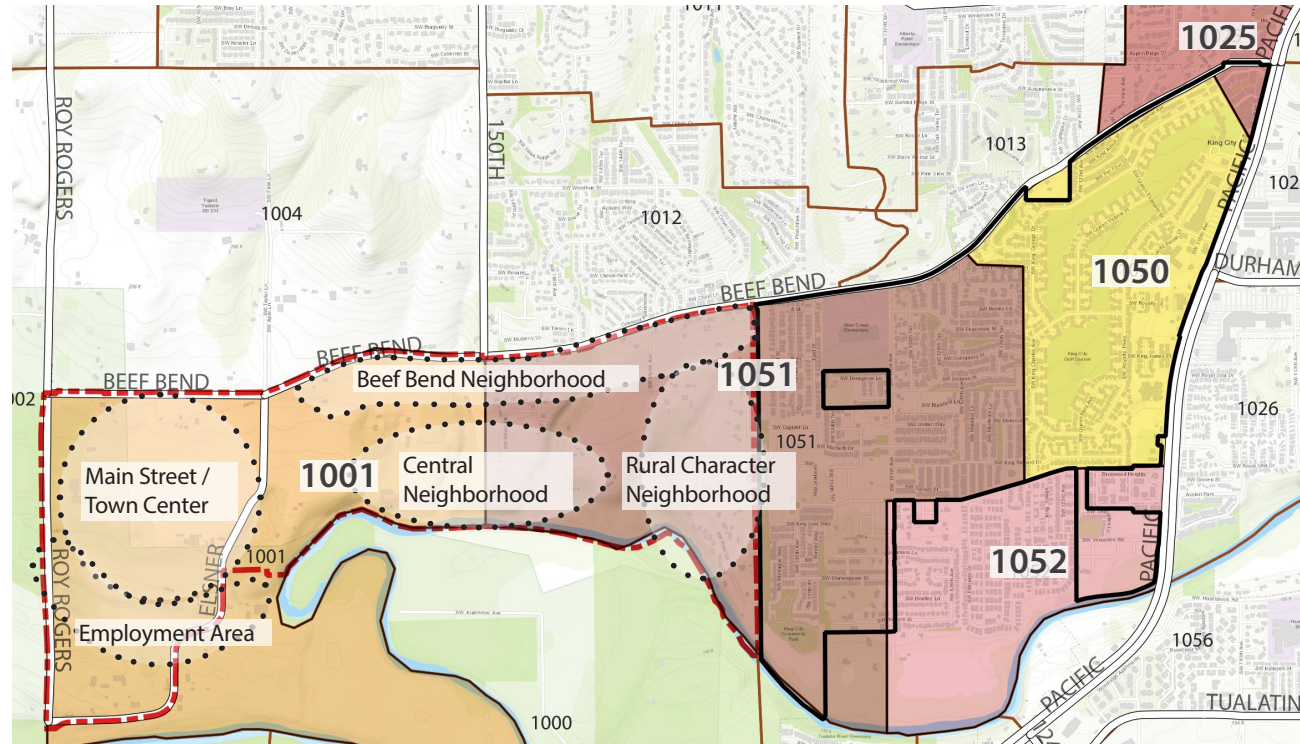
**Recommended land use counts (employees and households) for all King City Transportation Analysis Zones (TAZs) for 2045**

TAZ Number	TAZs within King City Beef Bend South			TAZs within King City (current city limit)				All current King City	All King City total
	1001	1051 (West)	All BB South	1051 (East)	1052	1050	1025		
Employees	265	10	<b>275</b>	162	49	671	0	<b>882</b>	<b>1,157</b>
Dwellings (households)	2,295	796	<b>3,091</b>	1,440	147	1,072	92	<b>2,751</b>	<b>5,842</b>
Total employees and households per TAZ	2,560	806	<b>3,366</b>	1,602	196	1,743	92	<b>3,633</b>	<b>6,999</b>

Based on direction from the Technical Advisory Committee, the TAC recommended applying the full development capacity for housing units for the TSP, since they are not significantly more than the 2045 dwelling unit estimate.

The TAC thinks this assumption will align better with the Washington County Urban Reserve Transportation Study and Tigard River Terrace concept planning work.

Below are the recommended land use counts for 2050.



**Recommended land use counts (employees and households) for all King City Transportation Analysis Zones (TAZs) for 2050**

TAZ Number	TAZs within King City Beef Bend South			TAZs within King City (current city limit)					All King City total
	1001	1051 (West)	All BB South	1051 (East)	1052	1050	1025	All current King City	
Employees	265	10	<b>275</b>	165	50	718	0	<b>933</b>	<b>1,208</b>
Dwellings (households)	2,750	931	<b>3,681</b>	1,440	147	1,072	92	<b>2,751</b>	<b>6,432</b>
Total employees and households per TAZ	3,015	941	<b>3,956</b>	1,605	197	1,790	92	<b>3,684</b>	<b>7,640</b>