



Land Use Application

Project Information			
Project Title: The Norwood Project			
Brief Description: Comprehensive Plan Map Amendment and Rezone of 8.3 acres from IN to RML.			
Estimated Construction Value:			
Property Information			
Address: 9300 SW Norwood Road, Tualatin			
Assessor's Map Number and Tax Lot(s): Tax Map 2S135D, Tax Lot 00106 (8.3-acre portion)			
Applicant/Primary Contact			
Name: Ken Sandblast		Company Name: Westlake Consultants, Inc.	
Address: 15115 SW Sequoia Parkway, Suite 150			
City: Tigard		State: OR	ZIP: 97224
Phone: 503-684-0652		Email: ksandblast@westlakeconsultants.com	
Property Owner			
Name: KEN ALLEN			
Address: 23370 S.W. BOONES FERRY RD.			
City: TUALATIN		State: OR	ZIP: 97062
Phone: 503-519-4684		Email: KENALLENREURATY@GMAIL.COM	
Property Owner's Signature: <i>[Signature]</i>			Date: 6-20-24
<small>(Note: Letter of authorization is required if not signed by owner)</small>			

AS THE PERSON RESPONSIBLE FOR THIS APPLICATION, I HEREBY ACKNOWLEDGE THAT I HAVE READ THIS APPLICATION AND STATE THAT THE INFORMATION IN AND INCLUDED WITH THIS APPLICATION IN ITS ENTIRETY IS CORRECT. I AGREE TO COMPLY WITH ALL APPLICABLE CITY AND COUNTY ORDINANCES AND STATE LAWS REGARDING BUILDING CONSTRUCTION AND LAND USE.	
Applicant's Signature: <i>[Signature]</i>	Date: 6/20/24

Land Use Application Type:

- | | | |
|--|--|---|
| <input type="checkbox"/> Annexation (ANN)
<input type="checkbox"/> Architectural Review (AR)
<input type="checkbox"/> Architectural Review—Single Family (ARSF)
<input type="checkbox"/> Architectural Review—ADU (ARADU)
<input type="checkbox"/> Conditional Use (CUP) | <input type="checkbox"/> Historic Landmark (HIST)
<input type="checkbox"/> Industrial Master Plan (IMP)
<input checked="" type="checkbox"/> Plan Map Amendment (PMA)
<input type="checkbox"/> Plan Text Amendment (PTA)
<input type="checkbox"/> Tree Removal/Review (TCP) | <input type="checkbox"/> Minor Architectural Review (MAR)
<input type="checkbox"/> Minor Variance (MVAR)
<input type="checkbox"/> Sign Variance (SVAR)
<input type="checkbox"/> Variance (VAR)
<input type="checkbox"/> Other _____ |
|--|--|---|

Office Use		
Case No:	Date Received:	Received by:
Fee:	Receipt No:	



Memo

Date: October 12th, 2022

To: City of Tualatin, Planning Dept

From: Randy Cambell, Horizon Community Church

CC: Melissa Slotemaker, AKS Engineering

This letter is to serve the purpose of Horizon Community Church, authorizing Ken Allen, of Norwood Horizon Holdings, LLC as our official representative as pertaining to matters of land use and development of the proposed multifamily land approval process with the City of Tualatin.

Ken Allen has the authority to sign City of Tualatin, Washington County and Clean Water Services forms and applications on Horizon's behalf.

Sincerely, Randy Cambell

Executive Pastor
Horizon Community Church

The Norwood Project

Comprehensive Plan Map Amendment and
Rezone of 8.3 Acres to RML
23370 SW Boones Ferry Road, Tualatin, OR

Prepared For:

Norwood Horizon Holdings, LLC
16998 Greentree Ave.
Lake Oswego, OR 97034

Prepared By:

Westlake Consultants, Inc.
15115 SW Sequoia Parkway, Suite 150
Tigard, OR 97224

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I. Summary of Proposal

Applicant and Property Summary

Subject Property:	Tax Map 2S135D / Tax Lot 106 (8.3-acre portion)
Property Location:	23370 SW Boones Ferry Road Tualatin, OR 97062
Proposal:	Comprehensive Plan Map Amendment Rezone 8.3 acres from IN to RML
Site Size:	Approx. 8.3 acres
Zoning and Comprehensive Plan Designations:	Existing: Institutional (IN) Proposed: Medium-Low Density Residential (RML)
Applicant:	Norwood Horizon Holdings, LLC 16998 Greentree Ave Lake Oswego, OR 97034 Contact: Ken Allen Email: kenallenproperty@gmail.com
Property Owner:	Horizon Community Church 23370 SW Boones Ferry Road Tualatin, OR 97062
Applicant's Representative:	Ken Sandblast, AICP Westlake Consultants, Inc. 15115 SW Sequoia Pkwy., Ste. 150 Tigard, OR 97224 Phone: 503-684-0652

PROJECT OVERVIEW

Project Description

The Applicant, Norwood Horizon Holdings, LLC, proposes a Comprehensive Plan Amendment and Zone Change for an 8.3-acre portion of the site located at 23370 SW Boones Ferry Road in Tualatin, Oregon. The project site has a gross area of 9.3 acres. The site includes one acre of land zoned Medium-Low Residential (RML) that is surrounded on three sides by 8.3 acres of Institutional (IN) zoned land.

The 8.3-acre portion of the site proposed for rezoning from IN to RML zoning is currently owned by the Horizon Community Church, which also operates a school at that location. The area proposed for rezoning is surplus land that includes a parking lot and vacant land.

The proposed Comprehensive Plan Map Amendment and rezoning of 8.3 acres on the site, along with the existing one acre of RML-zoned land, will create a 9.3-acre RML-zoned site. As shown in the attached Site Concept Plan, Exhibit B, future redevelopment of the site is planned to include 90 units of housing, including Townhomes and Cottage Cluster homes.

Norwood Horizon Holdings, LLC, is a residential developer active in the metropolitan area and known for their collaborative approach to planning and development of residential neighborhoods. The company is dedicated to its core principles of sustainable development which include gathering community input and preferences, and balancing social needs, economic factors and respect for the natural environment.

Over the past year, the Applicant held five visioning sessions and the required Neighborhood/Developer meeting with members of the community and residents living near the site. These meetings provided an opportunity to share early concepts for residential development of the site and to receive valuable input from attendees. Over the course of these meetings, the project concept site planning has evolved to reflect the balancing of sustainable design, livability, and economics through a plan that includes a diversity of residential housing types.

The proposed concept for future development of the site under the proposed RML zoning includes a mix of townhomes and cottage cluster development. These housing types were identified as needed through the City's recently adopted Housing Needs Analysis and the Housing Production Strategy.

With Tualatin's established and documented housing needs for more affordable housing units and opportunities for attainable homeownership, the Applicant proposes this zone change as a significant opportunity to utilize a nine-acre site located within the City, with proximity to local commercial areas, educational and recreational facilities, and transit for a residential development that will deliver a diverse mix of housing types for current and future residents.

Partition Approval

The current property owner, Horizon Community Church, recently received approval through Case # PAR 22-0002 for a partition of the Church's site at 23370 SW Boones Ferry Road, creating two parcels and a tract. The existing Church and School facilities are located on Parcel 1. Parcel 2, at 8.3 acres, represents the Church's surplus acreage and is the subject site of this application for zone change, as shown below in Figure 1.

Figure 1. Partition Plat of Subject Property

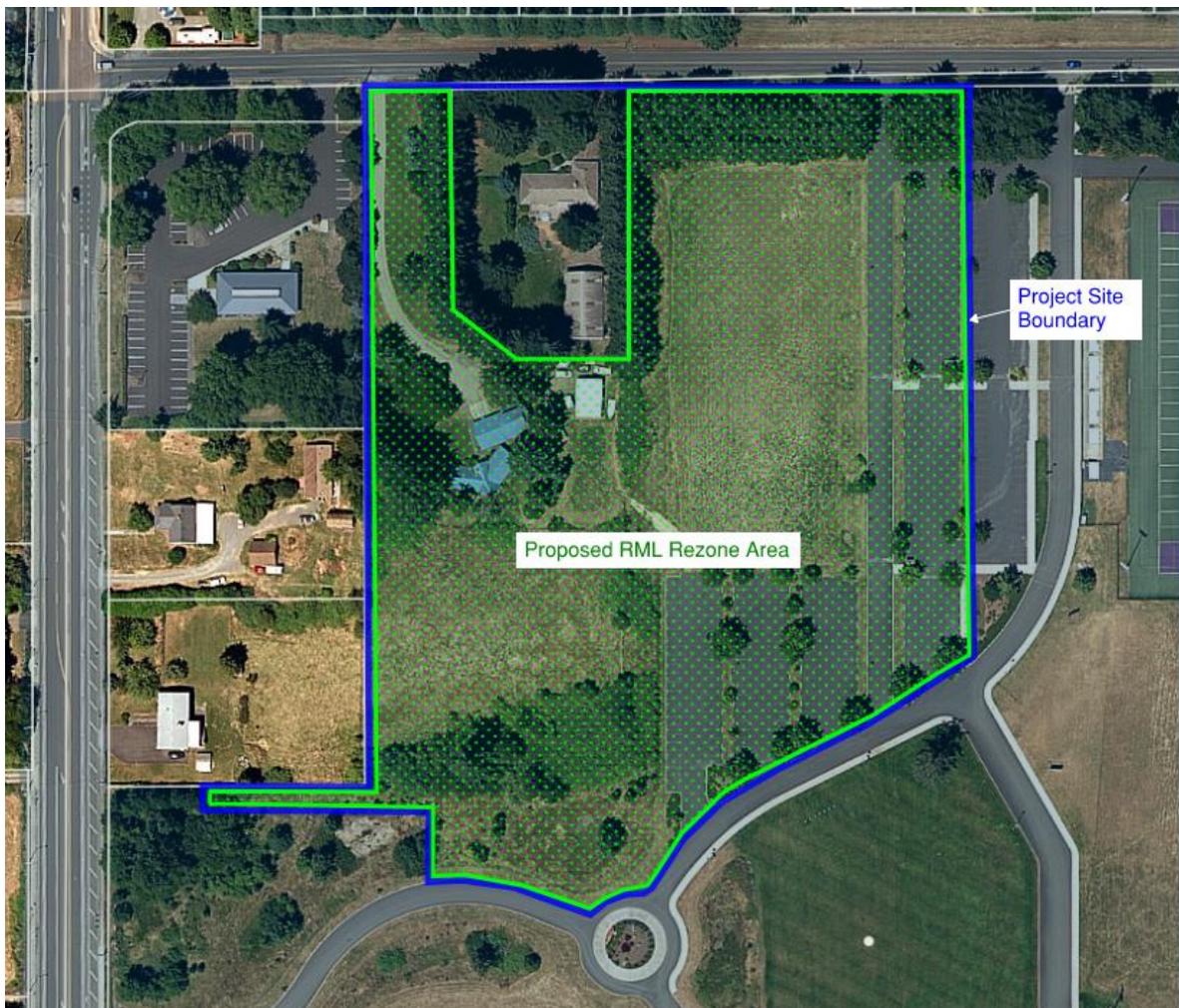


Existing Conditions

The subject site is located at 23370 SW Boones Ferry Road, Tualatin, near the City's southern boundary and adjacent to the Basalt Creek Planning Area to the south. The site was recently partitioned into two parcels through Case # PAR 22-0002. Parcel 1 contains the existing Church and School facilities, and Parcel 2 is mostly vacant. Parcel 2 is 8.3 acres in size and currently zoned IN, Institutional.

Existing improvements on the proposed rezone area (Parcel 2) include a single-dwelling residential home, and a paved parking area that serves the adjacent Horizon Community Church and School, as shown below in Figure 2.

Figure 2. Aerial – Subject Property



The site has frontage on—and access from—SW Norwood Road, which is classified as a Collector and provides access to SW Boones Ferry Road, a north-south Major Arterial, and nearby commercial areas, Interstate 5, and Wilsonville to the south.

Land to the north, across Norwood Road, is zone RML and is developed with single-dwelling detached residential homes. The one-acre lot that is included in the overall 9.3-acre future development site is currently zoned RML and is surrounded on three sides by the IN-zoned area proposed for rezoning. The one-acre lot currently is occupied by a single-dwelling house.

Adjacent surrounding uses, in addition to the Horizon Community Church and School, include single-family and multi-family residential development. Currently under development, the Autumn Sunrise 400-lot subdivision is located east and south of the subject site, with Norwood Road frontage on its north boundary and Boones Ferry Road frontage at the southwest boundary. To the west of the subject site is the Bridge Church and two single-family detached homes on separate lots. To the southwest of the subject site, Plambeck Gardens, an affordable housing project with 116 units multi-family apartment project is under construction.

Utilities

Sanitary Sewer

The site has access to a public sewer line located to the northwest (Boones Ferry Road and Norwood Road) which will be extended through the site as demonstrated in the Utility Availability Report, attached as Exhibit F. Private laterals will be provided to extend service to each lot. Future site development applications will provide detailed plans demonstrating how the proposed development will be served by public sanitary sewer improvements that meet the City's Engineering design standards.

Water

A public water main exists in SW Norwood Road and is available to serve the subject site, as demonstrated in the Utility Availability Report, attached as Exhibit F. This line will be extended into the site, with private laterals extending service to each lot. Future site development applications will provide detailed plans demonstrating how the proposed development will be served by water improvements that meet the City's Engineering design standards.

Stormwater

Future development on the site will be required to include onsite stormwater facilities prior to discharging to an approved outfall location. The preliminary Site Concept Plan, attached as Exhibit B, shows a storm facility located in the southwest corner of the site. This facility will be designed to meet the Clean Water Services' stormwater design standards for water quality, flow control and hydromodification requirements. As shown in the Utility Availability Report, attached as Exhibit F, a public stormwater main exists in SW Boones Ferry Road and can serve the subject site.

Access

The subject property has frontage on—and direct access from—SW Norwood Road, the existing east-west public right-of-way on its northern boundary. Norwood Road is classified as a Collector street and is under the jurisdiction of both Tualatin and Washington County.

Traffic

As this proposal requests a Comprehensive Plan Amendment and Zone Change, the Applicant is required to comply with the Transportation Planning Rule (OAR 660-12-0060). The Applicant has addressed the Transportation Planning Rule (TPR) in the attached Exhibit E.

II. Tualatin Housing Information

BACKGROUND INFORMATION

It has been well-documented that Oregon's communities are facing a present and growing housing crisis. Years of underproduction of housing has pushed rents and housing prices to levels that are out of reach for many Oregonians.

With the passage of House Bill 2003 in 2019, Oregon's cities are required to address the growing housing problem and take measures to meet the diverse housing needs of their residents through a Housing Capacity Analysis and Housing Production Strategy. Tualatin formally accepted its Housing Needs Analysis in 2019, and the Housing Production Strategy was finalized in 2021. As Tualatin is located within the Portland Metro Boundary, the City must update these studies every six years.

The following is a summary of key takeaways from these analyses:

Tualatin Housing Needs Analysis

As required by Oregon Statewide Planning Goal 10, the Tualatin City Council updated their buildable lands inventory to support the City's Housing Needs Analysis (HNA), which was adopted in 2019. The analysis forecasts both housing and residential land needed over a 20-year planning horizon, from 2020 to 2040.

As noted in the Housing Needs Analysis, homeownership in Tualatin is increasingly challenging for new households and first-time home buyers, as well as the growing population of seniors and empty-nesters who want to down-size and remain in the community.

Highlights of the 2019 Tualatin Housing Needs Analysis include:

- Population growth within the City has been limited by the lack of residential land. Much of the new housing development over the next 20 years is expected to occur in the Basalt Creek area.

- Housing needed over the next 20 years (through 2040) is projected to be 1,014 new dwelling units and the needed units will be developed in the City as well as the Basalt Creek planning area.
- In forecasting the demand for different types of units through 2040, the HNA projects 40 percent of new housing will be single-family detached and 15 percent will be attached single-family.
- The rate of homeownership in Tualatin, at 55 percent, is lower than that of Washington County (61%) and the Portland Region (60%).
- Overall, approximately 37 percent of households in Tualatin are “cost burdened” and are paying 30 percent or more of their household income toward housing costs. Among households who own their homes, approximately 22 percent are currently cost burdened.
- Mirroring the regionwide trend, Tualatin’s household incomes have not risen at the same pace as rising housing prices. Tualatin’s median housing sale price increased 50 percent between 2015 and 2019. To address the growing gap between incomes and prices, the HNA concludes that Tualatin needs greater diversity of housing types that would be attainable at a range of income levels.
- Changes in the City’s demographic characteristics as well as economic trends influence future new housing. The HNA forecasts a greater need for relatively affordable attached housing—such as townhomes—and multi-family housing to address the forecasted demand among the growing senior population and new household formation by young adults.
- The HNA predicts significant growth in the senior population, which is expected to make up 24 percent of the overall population by 2040. Most retirees desire to remain in their community if possible, and retirees from outside the area may also be attracted to the area due to the location and amenities of the south Metro area.
- There is currently a relatively high proportion—26 percent—of residents under 20 years of age in Tualatin. Over the next 20 years, that population will range in age from 20 to 40 years old, and are predicted to prefer smaller, more affordable single-family homes in communities that are walkable.

Tualatin Housing Production Strategy

As required by ORS 197A.100, Tualatin adopted a Housing Production Strategy (HPS) in 2021. The HPS defines goals and strategic actions for addressing the needs identified in the Housing Needs Analysis. Encouraging the development of a wider variety of housing types to accommodate all income levels is among the strategic priorities of the HPS.

- As noted in the HPS, “development of smaller and more affordable housing units, such as cottage housing, may provide opportunities for homeownership (without subsidy) for households” with moderate incomes, earning 80 - 120% of Washington County’s Median Family Income. About 15 percent of Tualatin’s households fit into this category.
- Attached housing types, such as townhomes, are currently allowed in RML (medium-low density) zoned areas. As recommended in the 2019 HPS, cottage cluster development is now an allowed housing type in the RML zone, adding to the diversity of housing options in that zone that may be more attainable to middle-income households.

ZONE CHANGE APPROVAL SUMMARY

The Applicant’s proposal to rezone 8.3 acres of land from IN to RML addresses several of the housing needs identified in the City’s adopted HNA and HPS, including:

- More diversity of housing;
- Improved housing affordability and availability for homeowners;
- Providing housing for people to live and work in Tualatin.

In summary, this proposed Comprehensive Plan Map Amendment and Zone Change addresses those identified needs through:

Significant community engagement: The Applicant held five project visioning sessions, in addition to the required Neighborhood/Developer Meeting, with members of the community over the past year to discuss early concepts for the proposed rezone and development. This proposal reflects community input and support for the diverse types of housing proposed.

Provide needed housing: Provide, through future development, needed diverse housing types that are relatively affordable—including townhomes and cottage clusters, identified in the City’s HNA and HPS as options for attainable homeownership for newly formed households and downsizing seniors who desire to remain in the community.

Zoning Designation Consistency: Maintaining consistency with surrounding zoning designations. The 8.3 acre area will add to the one acre within the overall site already zoned

RML. In addition, land to the north and west of the subject site is zoned RML, and beyond the Horizon Community Church and School site, RML land lies to the east and south.

Locational factors: The project site is in close proximity to neighborhood services, such as parks, schools, and recreational facilities and is adjacent to residential areas with the same RML zoning. The site has convenient access via Boones Ferry Road and bus transit to nearby commercial areas in Tualatin and Wilsonville business districts, as well as access to I-5 and Metro area employment centers.

Site size: This proposed rezone of 8.3 acres will allow for the future development of 90 units of townhome and cottage cluster development, directly addresses identified needs for a significant number of housing units and a diversity of housing types attractive to a variety of household sizes and income levels. In addition, utilizing a large site to achieve economies of scale and higher residential density improves the project economics and lowers housing costs.

Anticipated Impact: The housing opportunity of this rezoning will be relatively high, given the City's limited supply and diversity of affordable housing types such as townhomes and cottage cluster homes.

III. Land Use Request

The Applicant is requesting a Comprehensive Plan Map Amendment and Zone Change from Institutional (IN) to Low-Medium Density Residential (RML) for an 8.3-acre site located at 23370 SW Boones Ferry Road.

The proposed zone change will support future housing development planned to include a mix of attached single-dwelling townhomes and cottage cluster homes. As shown in the attached Site Concept Plan, Exhibit B, together with the adjacent 1-acre lot currently zoned RML, the future development project is planned to include 90 units of needed housing.

IV. Applicable Regulations

The Applicant has reviewed the Tualatin Comprehensive Plan and Development Code, Statewide Planning Goals, Metro Regional Transportation Functional Plan, the Transportation Planning Rule (OAR 660-12-0060) and the City's pre-application meeting notes, and has identified the applicable goals, policies and code standards for this proposed Comprehensive Plan Amendment and Zone Change application. The applicable approval criteria are listed below, each followed by the Applicant's response.

Statewide Planning Goals

Goal 1 – Citizen Involvement

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

Applicant's Response: Per the City of Tualatin requirements, the Applicant hosted a Neighbor/Developer Meeting on April 17, 2024. All required materials are included in this submittal as Exhibit D.

In the months prior to the Neighbor/Developer Meeting, the Applicant and Project Team held five visioning sessions with community members to discuss the land use proposal, present early ideas and gather input. With that input, the project concept underwent several iterations, and the refined concept was presented at the April 17 Neighborhood/Developer meeting.

This application will be subject to the quasi-judicial review and decision process of TDC 32.240, including the required public notice, opportunity for public comment, and attendance at public hearings before the Planning Commission and City Council.

The proposed amendment is consistent with Goal 1.

Goal 2 – Land Use Planning

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

Applicant’s Response: The applicable standards of the Tualatin Comprehensive Plan and the Tualatin Development Code have been addressed in this application. Per TDC 32.240, this application for Zone Change and Comprehensive Plan Map Amendment will be reviewed through the Type VI-A procedure.

The proposed amendment is consistent with Goal 2.

Goal 10 – Housing

To provide for the housing needs of citizens of the state.

Applicant’s Response: This application proposes a rezoning of 8.3 acres from the Institutional (IN) to Medium-Low Density Residential (RML) zone. With the proposed rezone, the zoning designation of the 8.3-acre area will be consistent with the remainder of the subject site and with the adjacent land to the west, north and east. The proposed rezone will allow for the planned development of the overall 9.3-acre site with 90 units of townhome and cottage cluster development.

As stated in the City’s HNA, demographic and economic trends, such as growth in the senior population and the number of new households, will translate into demand for relatively affordable attached single-family housing. In addition, the 2019 report recommends a wider variety of housing types, including cottage cluster development in the RML zone.

This proposal directly addresses these identified needs by providing a significant number of units with a variety of housing types, including attached townhome and cottage cluster development.

The proposal meets the intent of Goal 10.

Goal 11 – Public Facilities and Services

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

Applicant’s Response: The proposed development will be required to construct appropriate connections to the City’s water, sanitary sewer, and stormwater management systems. The Utility Availability Report, attached as Exhibit F, demonstrates the availability of sanitary sewer, water, and stormwater systems to serve the subject site.

Through the engineering phase for future development of the site, detailed plans and calculations will demonstrate how the proposed development will be served by utility improvements that meet the City’s Engineering design standards.

The proposed amendment is consistent with Goal 11.

Goal 12 – Transportation

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

Applicant’s Response: Goal 12 is implemented by the Transportation Planning Rule, OAR 660-012 (TPR). A TPR analysis is required to assess trip generation of existing versus proposed zoning to determine whether a proposed zone change will potentially generate more trips than existing zoning.

The Applicant has addressed the Transportation Planning Rule (TPR) in an analysis completed by Lancaster Mobley, attached as Exhibit E. In summary, the analysis shows that only the PM peak hour generates more trips and finds that in the AM peak hour, the rezone results in fewer trips. The analysis concludes, based on existing traffic and reasonable assumptions, that with a trip cap imposed on the site, the rezone would have no significant effect on the level of service.

The proposed amendment is consistent with Goal 12.

Goal 14 – Urbanization

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

Applicant’s Response: The subject site is located within the City of Tualatin and is inside the Metro Urban Growth Boundary. As shown in the attached Site Concept Plan, Exhibit B, together with the adjacent 1-acre lot currently zoned RML, the future development project is planned to include 90 units of needed housing.

With the rezone of 8.3 acres, the overall site size of 9.3 acres presents an opportunity for economies of scale and efficient use of the site, while also creating a livable and pedestrian-friendly environment that incorporates and shared open space within the development.

In addition, the proximity of the site to existing neighborhood schools, recreational facilities, local commercial centers in Tualatin and Wilsonville, public transit, and access to I-5 and major employment centers contributes to the livability of this location.

The proposed amendment is consistent with Goal 14.

Metro Regional Functional Plan

Title 1: Housing Capacity

3.07.120 Housing Capacity

This provision required a city or county to maintain or increase its housing capacity.

Applicant's Response: The Applicant is requesting a Comprehensive Plan Amendment and zone change that will allow for residential medium-low density on 8.3 acres of land that is currently zoned for institutional uses. As such, this proposal will result in an increase in residential capacity.

Title 7: Housing Choice

3.07.730 Requirements for Comprehensive Plan and Implementing Ordinance Changes

Cities and counties within the Metro region shall ensure that their comprehensive plans and implementing ordinances:

(a) Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries.

Applicant's Response:

The City's HNA forecasts housing needs for a range of housing types to meet the changing demographic and economic trends, including a growing senior population and new young household formation. Among the strategies of the City's HPS is the encouragement of a diversity of housing types that will be relatively more affordable to these and other households with moderate incomes. This proposal directly addresses those identified needs. As shown in the attached Site Concept Plan, Exhibit B, the future development project, including the proposed rezone site together with the adjacent 1-acre lot currently zoned RML, is planned to include 90 units of needed housing.

(b) Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries.

Applicant's Response: The proposed rezoning of 8.3 acres from institutional zoning to medium-low density residential zoning will allow for development of relatively affordable housing types such as townhomes and cottage cluster homes, identified as needed housing types in the City's HNA and HPS.

The use of this large site provides an opportunity to achieve economies of scale and efficient site design not possible on a smaller site. The future planned development of townhomes and cottage cluster homes on the site will address the City's identified need for greater diversity of housing types that will be attainable at a variety of income levels.

(c) Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels within their individual jurisdictions in affordable housing.

Applicant's Response: This proposal complies with the applicable policies of the City's Comprehensive Plan for increasing opportunities for households at all income levels. The proposed rezone will allow for a variety of attainable housing types, including cottage cluster units and townhomes, that will be more affordable to a range of household sizes and income levels.

Title 12: Protection of the Neighborhoods

3.07.1210 Purpose and Intent

...The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise and crime and to provide adequate levels of public services.

Applicant's Response: With the requested zone change from IN to RML, the 8.3-acre site's zoning will be consistent with the surrounding zoning and single-dwelling residential development and will allow for provision of needed diverse housing types, including townhomes and cottage cluster homes.

The locational advantages and available services that enhance this area as a residential neighborhood and reduce the need for vehicular travel include its close proximity to neighborhood schools, churches, parks and recreational facilities, including the Tualatin Swim Center (.4 mi.) and Ibach Park (1.1mi). These destinations can be reached by multiple modes of travel.

The site also has convenient access via Norwood Road and Boones Ferry Road to nearby commercial areas in Tualatin, Sherwood and Wilsonville business districts, as well as access to Interstate 5.

Transportation Planning Rule – OAR 660 12-0060

Applicant's Response: The Applicant has addressed the Transportation Planning Rule (TPR) in an analysis completed by Lancaster Mobley, attached as Exhibit E.

Per the analysis, by capping trip generation for the 8.3-acre site, the proposed zone change would not result in a finding of significant effect. Therefore, no modifications to the City's TSP are needed and the conditions of TPR are satisfied.

Accordingly, the Applicant requests a Condition of Approval for this application that would place a cap on trips generated by future development on the site based on the recommendation in the analysis. Further, the Applicant requests that the Condition of Approval allow for removal of the trip cap in the event that the City adopts an updated TSP that includes a future traffic signal or roundabout at the intersection of SW Boones Ferry Road & Norwood Road.

Tualatin Comprehensive Plan

Chapter 1 – Community Involvement

POLICY 1.1.3 Conduct the planning process with adequate input and feedback from citizens in each affected neighborhood.

Applicant’s Response: Through an informal outreach process, the Applicant held five community visioning sessions during the past year to invite input from the surrounding neighbors and other interested parties.

Per the City of Tualatin’s code requirements, the Applicant held the required Neighborhood/Developer Meeting on April 17, 2024. All relevant documentation is included with this application as Exhibit D.

This application will be subject to the quasi-judicial review and decision process of TDC 32.240, including the required public notice, opportunity for public comment, and attendance at public hearings before the Planning Commission and City Council.

Chapter 3 – Housing

POLICY 3.1.1 DENSITY. Maintain a citywide residential density of at least eight (8) dwelling units per net acre.

Applicant’s Response: This application proposes rezoning 8.3 acres of the subject site from the IN zone to the RML residential zone, allowing new residential density on the site. Within the RML zone, maximum density varies based on the housing type. The Future residential development of the site will be consistent with this policy as it will not decrease citywide residential density.

POLICY 3.2.1 HOUSING TYPE DIVERSITY. Support development of townhomes, duplexes, triplexes, quadplexes, cottages, courtyard housing, accessory dwelling units, single story units, senior housing, and extended family and multi-generational housing in all residential zoning districts.

Applicant’s Response: The proposed rezone of the 8.3 acres to achieve the RML zoning on the entire subject site will allow for the future planned development of townhomes and cottage clusters. As noted in the HPS, housing types such as townhomes and cottage cluster homes are considered more attainable options for the growing populations of downsizing seniors and new households, as identified in the City’s HNA.

GOAL 3.5 HOUSING AND TRANSPORTATION. Encourage development and redevelopment in Tualatin that supports all modes of transportation, including walking, biking, and mass transit.

Applicant’s Response: The proposed amendment will allow for future residential development of the site with townhomes and cottage cluster homes, incorporating circulation for pedestrians and bicyclists and vehicles on-site as well as providing

connectivity to adjacent development and modes of transportation in the vicinity. The on-site street, as well as the frontage improvements on Norwood Road, will include sidewalks. The site has Trimet bus service at the intersection of SW Norwood Road and SW Boones Ferry Road, with service providing access to WES transit stop and the Tualatin Park and Ride transit center to the north, and to commercial employment centers in Tualatin and Wilsonville.

POLICY 3.7.1 ENVIRONMENTAL PROTECTION. Housing and residential growth policies will be evaluated for consistency with the environmental protection goals and policies of Chapter 7 (Parks, Open Space, and the Environment).

Applicant's Response: The subject site has no designated significant natural resources on the site. The proposed rezoning will allow for planned future development of a mix of townhomes and cottage cluster homes. As a requirement of cottage cluster development, a portion of the site will incorporate a common green open space. In addition, a portion of the site along the site's Norwood Road frontage is planned for preservation of a large stand of existing mature evergreen trees.

Chapter 7 of the Tualatin Comprehensive Plan calls for "conservation of natural resources and open space areas as well as the development of recreational areas and trails." The proposed amendment supports the purpose of Chapter 7 by supporting a walkable community through an on-site sidewalk system associated with the public street, as well as connections to the existing network of the surrounding area from Norwood Road. The City's Transportation System Plan includes planned pedestrian and bicycle upgrades—to include sidewalks and bicycle lanes—along SW Norwood Road, from SW Boones Ferry to the City's eastern boundary. The planned future development of the subject site will include frontage improvements along SW Norwood Road.

Chapter 8 – Transportation

GOAL 8.1 ACCESS AND MOBILITY. Maintain and enhance the transportation system to reduce travel times, provide travel time reliability, provide a functional and smooth transportation system, and promote access for all users.

Applicant's Response: The future development on the site is planned to include an on-site public street and sidewalk system. Along the Norwood Road frontage, improvements include sidewalks to connect to the existing off-site pedestrian network. In addition, the site is well located for access to schools, parks, recreational facilities, local commercial areas, as well as major employment centers in the region via Boones Ferry Road and Interstate 5.

A Transportation Planning Rule analysis prepared by Lancaster Mobley is attached as Exhibit E. In summary, the report concluded that, with a trip cap in place, the proposed zone change would not result in a finding of significant effect.

Chapter 9 – Public facilities and Services

Goal 9.1 Water: Provide safe, high-quality water to all customers.

Applicant's Response: Per the policies of this goal, the proposed development will be required to construct appropriate connections to the City's water system to adequately serve the future on-site development. A public water main exists within SW Norwood Road as demonstrated in the Utility Availability Report, attached as Exhibit F. This line will be extended into the site, with private laterals extending service to each lot. Future site development applications will provide detailed plans demonstrating how the proposed development will be served by water improvements that meet the City's Engineering design standards.

Goal 9.2 Sewer: Plan, construct and maintain a City sewer system that protects the public health, protects the water quality of creeks, ponds, wetlands and the Tualatin River, provides cost-effective sewer service, meets the demands of users, addresses regulatory requirements and supports all land uses.

Applicant's Response: Per Policy 9.2.4, the proposed development will be required to construct appropriate connections to the City's sanitary system to adequately serve the future on-site development.

The site has access to a public sewer line located to the northwest (Boones Ferry Road and Norwood Road) which will be extended through the site as demonstrated in the Utility Availability Report, attached as Exhibit F. Private laterals will be provided to extend service to each lot. Future site development applications will provide detailed plans demonstrating how the proposed development will be served by public sanitary sewer improvements that meet the City's Engineering design standards.

Goal 9.3 Provide a plan for routing surface drainage through the City, utilizing the natural drainages where possible...

Applicant's Response: Per the policies of this goal, the proposed development will be required to construct adequate stormwater conveyance, detention and treatment facilities on the subject site and to provide appropriate connections to the City's public stormwater system to adequately serve the future on-site development.

For future site development, a stormwater facility is planned for the southwest portion of the site. This facility will be designed to meet the Clean Water Services' stormwater design standards for water quality, flow control and hydromodification requirements. As shown in the Utility Availability Report, attached as Exhibit F, a public stormwater main line exists in SW Boones Ferry Road and can serve the subject site via a new stormwater easement.

Chapter 10 – Land Use Designations & Zoning

Medium-Low Density Residential Planning District (RML) This district supports household living uses with a variety of housing types at moderately low densities. This district is primarily oriented toward middle housing types including attached dwellings, multi-family development, and manufactured dwelling parks.

Applicant's Response: The proposed rezoning of 8.3 acres from IN to RML will support the planned future development of the site with a mix of townhomes and cottage cluster homes, which are allowed housing types in the RML zone and are identified as needed housing types in the Tualatin HNA and HPS.

Institutional Planning District (IN) The purpose of this district is to provide an environment exclusively for, and conducive to, the development and operation of religious institutions, schools, public parks, and related uses, in a manner that is harmonious with adjacent and nearby residential, commercial, or manufacturing planning districts and uses. The district is intended to accommodate large-scale campus style developments, owned and operated by governmental or nonprofit entities, consisting of multiple structures or facilities, which may serve multiple purposes and provide multiple services to the community.

Applicant's Response: This application requests rezoning of 8.3 acres from IN to RML. The land proposed for rezoning is currently owned by the Horizon Community Church, which also operates a School on the site. The area proposed for the zone change is surplus land that includes vacant land and a parking area. The Church and School uses will continue to operate on the remainder of the Church-owned site following the proposed zone change of the subject property.

There is currently RML residential development under construction or planned on land that is adjacent to the east and south of the existing Horizon Community Church and School property. The proposed development of the subject property will be similarly compatible with Horizon's ongoing uses, and applicable setbacks and buffers will apply to future development of the residential site.

TUALATIN DEVELOPMENT CODE

Chapter 32 -- Procedures
32.010 Application Types and Review Procedures

Applicant's Response:
In satisfaction of Sections 32.010 and 33.020, a Zone Change and Comprehensive Plan Map Amendment shall be conducted as a Type IV-A procedure, with a quasi-judicial decision made by City Council following a public hearing, in accordance with Section 32.240.

In compliance with the provisions of *TDC 32.110*, the Applicant attended a Pre-Application Conference with the City of Tualatin on February 28, 2024. Documentation of the Pre-Application Conference is provided as Exhibit C, attached.

The Applicant hosted a Neighborhood/Developer Meeting in compliance with the provisions of *TDC 32.120* on April 17, 2024. Notice of the meeting was provided using a mailing list provided by the Tualatin Planning Department. Meeting documentation is provided as attached Exhibit D.

In satisfaction of application submittal requirements of *TDC 32.140*, this submittal includes a completed application form (Exhibit A) and applicable fee, this narrative addressing applicable criteria, supporting exhibits and documentation, a title report (Exhibit H), Neighborhood/Developer Meeting materials .

Addressing *TDC 32.140(1)(h)*, no separate contact was made with the Byrom CIO in advance of the required Neighborhood/Developer meeting. Mailed notice of the Neighborhood/Developer meeting held by the Applicant was sent to all recipients listed on the mailing list provided by the City of Tualatin Planning Department.

Neighborhood/Developer meeting signs were posted in compliance with *TDC 32.150*. Documentation of the Neighborhood Meeting is provided as Exhibit D, attached.

Per *TCD 32.150*, once the City has deemed this application complete, the Applicant will post notice of the proposed application for Zone Change/Comprehensive Plan Map Amendment on the frontage of the subject property.

Chapter 33 - Applications and Approval Criteria

33.070. - Plan Amendments

(2) Applicability. Quasi-judicial amendments may be initiated by the City Council, the City staff, or by a property owner or person authorized in writing by the property owner. Legislative amendments may only be initiated by the City Council.

Applicant's Response: This application for a quasi-judicial amendment is initiated by Norwood Horizon Holdings, LLC, who is under contract with the property owner, Horizon Church. Written authorization from the property owner has been provided with the Development Application, Exhibit A.

(3) Procedure Type.

(a) Map or text amendment applications which are quasi-judicial in nature (e.g. for a specific property or a limited number of properties) is subject to Type IV-A Review in accordance with TDC [Chapter 32](#).

(b) Map or text amendment applications which are legislative in nature are subject to Type IV-B Review in accordance with TDC [Chapter 32](#).

Applicant's Response: The Applicant acknowledges that this application will be subject to the Type IV-A Review procedures of *TDC 32.240*.

(4) Specific Submittal Requirements. An application for a plan map or text amendment must comply with the general submittal requirements in TDC 32.140 (Application Submittal).

Applicant's Response: This application package includes all applicable requirements as required by TDC 32.140, including applicable application forms, Neighborhood/Developer Meeting materials, fees, exhibits, and this narrative addressing applicable criteria and standards.

(5) Approval Criteria.

(a) Granting the amendment is in the public interest.

Applicant's Response: This application for the rezone of 8.3 acres from IN to RML zone district directly addresses a need for attainable housing that will meet diverse needs identified through the City's HNA and HPS. The requested rezone will allow for a future planned mix of townhome and cottage cluster development on the subject site.

The HNA and HPS identify housing gaps in availability of housing for growing populations of first-time home buyers and empty-nesters who would like to downsize within the community, as well as those who want to live and work in the City. The future proposed housing types, including townhomes and cottages, are considered to be more attainable by households with a range of income levels. Utilizing a large site to produce needed housing of these types also offers economies of scale not available on smaller sites—further reducing pressure on the housing costs.

(b) The public interest is best protected by granting the amendment at this time.

Applicant's Response: The City's HNA and HPS were finalized in 2019 and 2021, respectively, and those reports address housing needs over the 2020-2040 planning horizon. Since then, housing prices and lending rates have continued to rise dramatically, emphasizing the current need for attainable housing options.

Through the Applicant's outreach process involving six meetings over the past year, residents of the site's vicinity who participated in the meetings expressed strong interest in townhome and cottage cluster development as attractive options for those who are downsizing and want to remain in this community. Current options for ownership housing that is smaller, relatively affordable, and easier to maintain are extremely limited. The HNA and HPS also project a need for attainable housing for new households and those wishing to live and work in Tualatin.

With the rezoning of the 8.3 acres proposed in this application, the overall site will support a planned mix of townhouse and cottage cluster development, as shown in the attached Site Concept Plan, Exhibit B. The size of the site provides the opportunity to achieve economies of scale and efficient site design to provide a significant number of housing units of needed diverse types to meet the needs of households with a variety of income levels.

(c)The proposed amendment is in conformity with the applicable goals and policies of the Tualatin Comprehensive Plan.

Applicant's Response: Compliance with the goals and policies of the Tualatin Comprehensive Plan are addressed above in this narrative.

(d)The following factors were consciously considered:

(i)The various characteristics of the areas in the City;

Applicant's Response: The site is located within the city limits at the south end of Tualatin in a predominantly residential area. The 8.3 acres of land proposed for rezoning is surplus acreage on an Institutional (IN) zoned lot that is owned and occupied by the Horizon Community Church and School. The surrounding zoning is RML to the west, north and east. The one-acre parcel located within the overall future site development area (and sharing SW Norwood frontage) is also zoned RML. As such, the site lends itself to the RML zoning for consistency with its surroundings.

(ii)The suitability of the areas for particular land uses and improvements in the areas;

Applicant's Response: As noted above, the subject site is adjacent to RML zoned land on three sides and this request will ensure compatibility with the adjacent residential development. The site has convenient access to area schools, parks, recreational facilities, and local commercial and employment areas by a variety of modes of travel. The area also has convenient access to Interstate 5 and major employment centers in the region.

Through the Applicant's outreach to the community over the past year, community input indicated that attached housing and cottage cluster homes were desirable for this area and would help meet the demand for smaller, more attainable housing types attractive to seniors who want to downsize, as well as new households.

For these reasons, the subject site is well suited to RML uses that would be allowed through the proposed rezone.

(iii)Trends in land improvement and development;

Applicant's Response: The subject site is located near the southern border of the City, near the Basalt Creek Planning area to the south, which is identified in the City's HNA and HPS as an area that will accommodate a significant number of the City's needed housing units over the next 20 years. The portion of the subject site proposed for rezoning is currently zoned IN; rezoning the 8.3 acres to RML will utilize surplus institutional land that is not needed by the Church and will allow for future development of needed diverse housing types on the site.

Currently, the Autumn Sunrise development is under construction to the east of the site. That project plans for 400 units of detached residential development at build-out. In

addition, a 116-unit multi-family affordable housing project is under construction at a nearby site to the southwest of the subject site.

(iv)Property values;

Applicant's Response: The portion of the site proposed for rezone is adjacent to RML zoning to the north and west, and to the east and south beyond the Horizon property. The change in designation of this area will continue to be compatible with the remaining IN zoned portion of the Church and School site and future development of the subject site will be required to meet applicable setbacks and buffers. As such, no significant changes in property values are anticipated.

(v)The needs of economic enterprises and the future development of the area; needed right-of-way and access for and to particular sites in the area;

Applicant's Response: The site is accessed by Norwood Road, an east-west Collector road that also serves surrounding properties and provides access to SW Boones Ferry Road and Interstate 5. The Applicant has submitted a Transportation Planning Rule (TPR) analysis, attached as Exhibit E.

(vi)Natural resources of the City and the protection and conservation of said resources;

Applicant's Response: There are no designated significant natural resources on the site. This provision is not applicable.

(vii)Prospective requirements for the development of natural resources in the City;

Applicant's Response: There are no designated significant natural resources on the site. This provision is not applicable.

(viii)The public need for healthful, safe, esthetic surroundings and conditions; and

Applicant's Response: The proposed rezone of the site to RML will allow 90 units of townhome and cottage cluster development. The site is located within a residentially zoned area and, as proposed for RML zoning, will be compatible with the existing and planned residential development. In addition, there is convenient access to parks and recreational facilities, needed goods and services, transit, and transportation routes to employment centers.

(ix)Proof of change in a neighborhood or area, or a mistake in the Plan Text or Plan Map for the property under consideration are additional relevant factors to consider.

Applicant's Response: The proposed Comprehensive Plan Map amendment is not requested due to change in the area or a mistake in the Plan text or map. The requested zone change will allow for utilization of surplus IN zoned land to provide needed diverse housing for a variety of households identified in the City's HNA and HPS.

(e) If the amendment involves residential uses, then the appropriate school district or districts must be able to reasonably accommodate additional residential capacity by means determined by any affected school district.

Applicant's Response: The Applicant has submitted a Service Provider letter from the Sherwood School District confirming that service levels are adequate to accommodate future development of the site. The SPL is attached as Exhibit G.

(f) Granting the amendment is consistent with the applicable State of Oregon Planning Goals and applicable Oregon Administrative Rules, including compliance with the Transportation Planning Rule TPR (OAR 660-012-0060).

Applicant's Response: The Applicant has addressed the Transportation Planning Rule TPR (OAR 660-012-0060) in the TPR Analysis memo, attached as Exhibit E.

(g) Granting the amendment is consistent with the Metropolitan Service District's Urban Growth Management Functional Plan.

Applicant's Response: The Applicant has herein above addressed applicable provisions of the Metro Regional Functional Plan above, including Title 1 – Housing Capacity, Title 7 – Housing Choice, and Title 12 – Protection of Residential Neighborhoods.

(h) Granting the amendment is consistent with Level of Service F for the p.m. peak hour and E for the one-half hour before and after the p.m. peak hour for the Town Center 2040 Design Type (Comprehensive Plan Map 10-4), and E/E for the rest of the 2040 Design Types in the City's planning area.

Applicant's Response: As shown in the results of the attached Transportation Planning Rule Analysis, Exhibit E, this amendment is consistent with this criterion.

(i) Granting the amendment is consistent with the objectives and policies regarding potable water, sanitary sewer, and surface water management pursuant to applicable goals and policies in the Tualatin Comprehensive Plan, water management issues are adequately addressed during development or redevelopment anticipated to follow the granting of a plan amendment.

Applicant's Response: Goals 9.1 (Water), 9.2 (Sewer) and 9.3 (Surface Water Management), are addressed in the Comprehensive Plan section of this narrative, above. As noted, a Utility Availability Report is attached as Exhibit F and addresses potential connections to existing public facilities for sanitary sewer, water, and stormwater.

As per the Site Concept Plan, attached as Exhibit B, this proposed amendment and zone change will support planned future development of 90 units of townhome and cottage cluster development. In conjunction with any development application, detailed calculations will be provided through the engineering phase for the proposed development. This standard is met.

(j) The applicant has entered into a development agreement. This criterion applies only to an amendment specific to property within the Urban Planning Area (UPA),

also known as the Planning Area Boundary (PAB), as defined in both the Urban Growth Management Agreement (UGMA) with Clackamas County and the Urban Planning Area Agreement (UPAA) with Washington County.

Applicant's Response: The subject property is not located within a UPA. This provision is not applicable.

Chapter 41 Medium Low Density Residential Zone (RML)

Applicant's Response: The proposed rezone of 8.3 acres from Institutional (IN) to Medium Low Density Residential Zone (RML) will support the future development of residential homes including townhomes and cottage cluster development, both of which are permitted housing types in the RML zone. This provision is satisfied.

Chapter 49 Institutional Zone (IN)

Applicant's Response: Following the proposed rezone of the 8.3-acre subject site, the existing Horizon Community Church and School will continue operating on the remaining IN zoned land. Both uses, religious assembly and school, are permitted uses in the IN zone.

V. Conclusion

The Applicant has submitted substantial evidence demonstrating that the proposed application for Comprehensive Plan Map Amendment and Zone Change of 8.3 acres from IN to RML is in compliance with all applicable standards. The Applicant respectfully requests City of Tualatin approval of this proposed Comprehensive Plan Map Amendment and Zone Change.