

Comprehensive Plan Comprehensive Plan Map Related Code Updates

Planning Commission 8/13/14

Outline

- ▶ What is the Commission's Role
- ▶ Why an Update is Proposed
- ▶ Highlights of Code Changes
- ▶ Proposed Map Amendments
- ▶ Rethinking Vision

Before we begin...

- ▶ Department of Land Conservation and Development = DLCD
- ▶ Urban Growth Boundary = UGB
- ▶ Dwelling Unit = DU
- ▶ Net Acre = Land on which housing units are built excluding rights-of-way (ROW), parks etc...

What is the Planning Commission's Role

- ▶ Conduct outreach
 - ▶ Notices sent to all parcels
 - ▶ Articles in newsletters
 - ▶ National Night Out Information Booth
 - ▶ Farmers Market Information Booth
- ▶ Review and Recommend Proposed Changes
 - ▶ Recommendations forwarded to City Council
 - ▶ Process started last summer

Why is Change Proposed?

- ▶ Comprehensive Plan has not been updated cover-to-cover since its approval
 - ▶ Chapter 15 of Municipal Code
 - ▶ Numerous amendments
- ▶ Need common base of information to prepare for future
 - ▶ City is running out of residential land
 - ▶ Annexation(s) likely in coming years
 - ▶ Prepare for next UGB expansion

Highlights Section 2

- ▶ **15.02.020 Land Use Planning**
 - ▶ Zoning/Map
 - ▶ Redefines Public Facility and Institutional
 - ▶ Eliminates Community Service Overlay zone
 - ▶ Prohibits structures for residential or commercial purposes within floodplain
 - ▶ Revised information regarding Parks Master Plan

15.02.020 Goals

- ▶ The City's goal is to achieve a ~~mix of low density (40%), medium density (40%, and high density (20%) residential uses~~ providing an average density of 8.4 units per acre **citywide.**

Section 2

- ▶ 15.02.080 Housing
 - ▶ Significant Update of Information
 - ▶ Growth slower and denser

Section 2

- ▶ 15.02.085.1.A.2 Revised Goal:
 - ▶ *The City will expand the availability of attached **and multifamily housing** and shall encourage a minimum of 25% of the total new housing types to be attached housing.*
 - ▶ *With 2,500 sq ft lots there is no difference between attached and unattached housing.*

Attached on 320th



Detached on 307th



Section 2

- ▶ 15.02.085.3.2 Removed Goal: *2) The City will develop specific and enforceable design standards for multi-family, manufactured home and small lot developments.*
 - ▶ 16.30 R2.5 allows small lots
 - ▶ 16.100 Duplex, Triplex and Attached Two Single Family Dwelling
 - ▶ 16.110 Manufactured Homes
 - ▶ 16.45 NC (multifamily references)

Section 2

- ▶ **15.02.101 Transportation**
 - ▶ Removed specifics about streets in favor of Public Works Standards and Transportation System Plan
 - ▶ Update on bike/pedestrian facility projects

Section 2

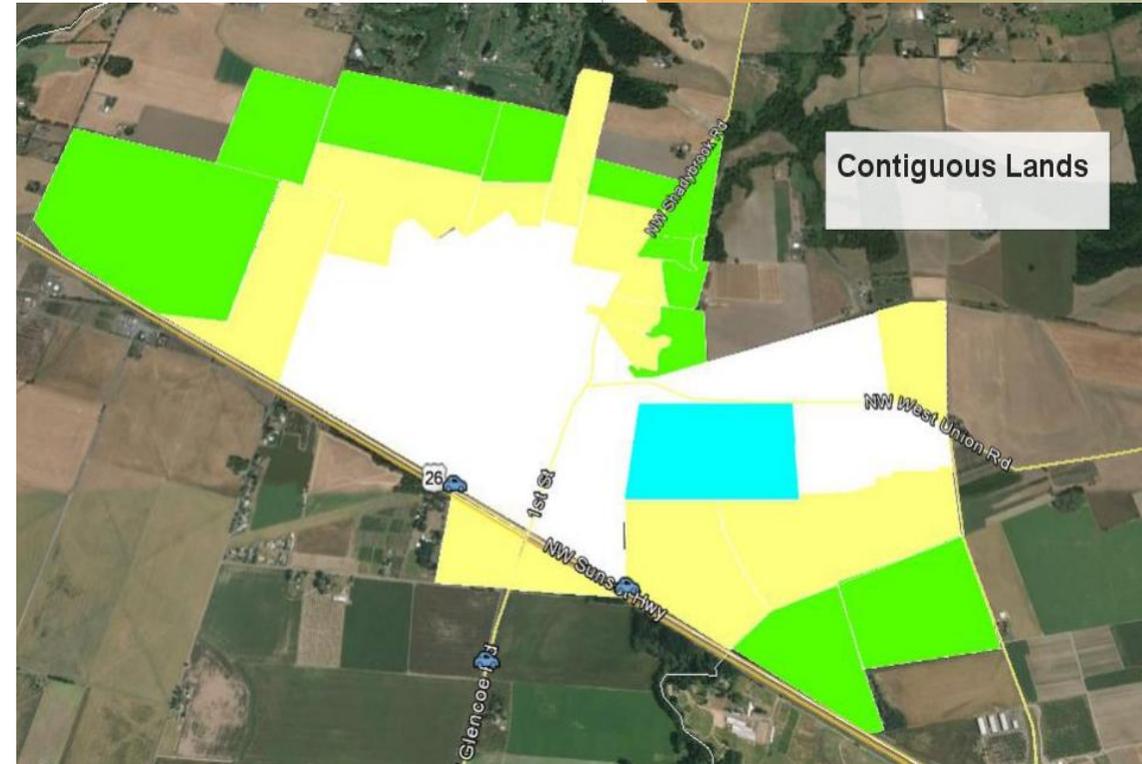
- ▶ 15.02.140 Land Needs
- ▶ Sets policy: 1. ~~To provide the needed acreage necessary to accommodate the year 2021 land supply, the City should expand the existing UGB by 149 acres.~~ **By the time the City's population reaches 3,000 residents (75% of 4,000) a review of the land needs should evaluate the need for additional acreage in the Urban Growth Boundary. Similar review should occur whenever the City is within 25% of the maximum potential growth for 1,600 dwelling units.**

Section 2

- ▶ 15.02.140 Land Needs
- ▶ Sets policy: *2. A 2005 expansion of the Urban Growth Boundary resulted in the addition of 72.47 acres in the east and 76.52 acres in the North. As of 2014, only 23 acres in the east has been annexed into the City.*

Section 2

- ▶ Direction of Growth
- ▶ **OBJECTIVES:** *To meet the City's livability objectives, the City's direction of growth should be to the north and east of the **in areas adjacent to the existing City boundaries.***
- ▶ **B. POLICY:** *1) If expansion is to occur outside of the existing UGB it should incorporate areas contiguous to the existing UGB areas that are adjacent to Highway 26, east of Jackson School Road or Shadybrook Road, west of adjacent to Gordon Road and south of Pumpkin Ridge Golf Course... Allowing expansion within these areas would allow the City to create contiguous walking and bicycling trails to meet livability objectives.*



Section 2

- ▶ 2) The distribution of land uses within the expansion areas, ~~as shown on Expansion Area Land Use maps, should be as follows~~ *should provide primarily residential housing, and adequate acreage for commercial, institutional and public uses.*
- ▶ 3) *All expansion areas should be master planned to ensure the City's goal of achieving 8.4 dwelling units per net acre is met.*

Section 2

▶ A. POLICIES

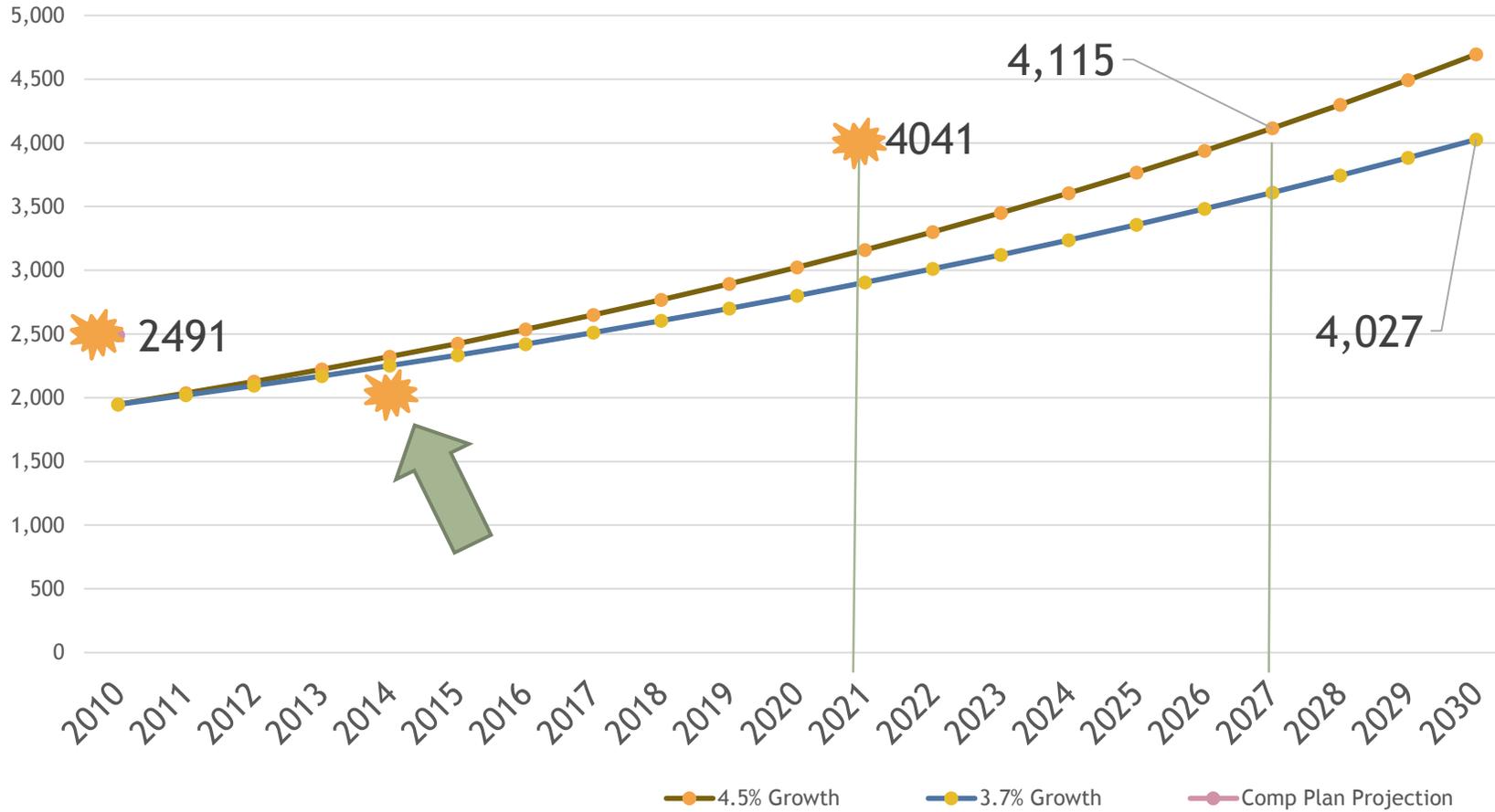
- ▶ *1) Expansion areas should be identified to meet the City's growth needs for a minimum of 14 (fourteen) years.*
- ▶ *2) Expansion areas that connect developed properties to the downtown City center should be given priority over properties adjoining undeveloped lands.*
- ▶ *3) Zoning in expansion areas should enable to the City to meet its overall goal of 8.4 dwelling per net acre.*

Section 2

- ▶ Population Projection
- ▶ State law requires City to use Portland State numbers
 - ▶ Expected this year
- ▶ Historic data 49% growth over 20 years average 3.7%
- ▶ Plan uses 4.5%

Section 2

Population Projection



► 15.02.020
Land Use
Planning

► Adjust
population
projection

Section 2

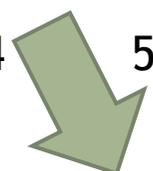
- ▶ *The growth of the City slowed significantly during the Great Recession which began in 2007 and which reduced the availability for mortgage loans and subsequently reduced demand for housing.*
- ▶ *In 2014, the City anticipates a surge of housing starts for the next two years which will may result in adding approximately 350 residents or 15% growth in population.*
- ▶ *If the 4.5% annual growth rate is retained and applied to the 2010 Census figure, the City's population will increase to 4,115 by 2027.*
 - ▶ Extends planning horizon from 2021

Section 2

- ▶ 15.02.163 Retitled: Projected Land Requirements **when Population reaches 4,000**
 - ▶ Existing plan is designed to provide 1,600 housing units for a population of 4,000
 - ▶ When will that occur?
 - ▶ 2021 may be too soon as North which will provide 15% of housing is not annexed
 - ▶ 2027 may be too long given regional demand for housing

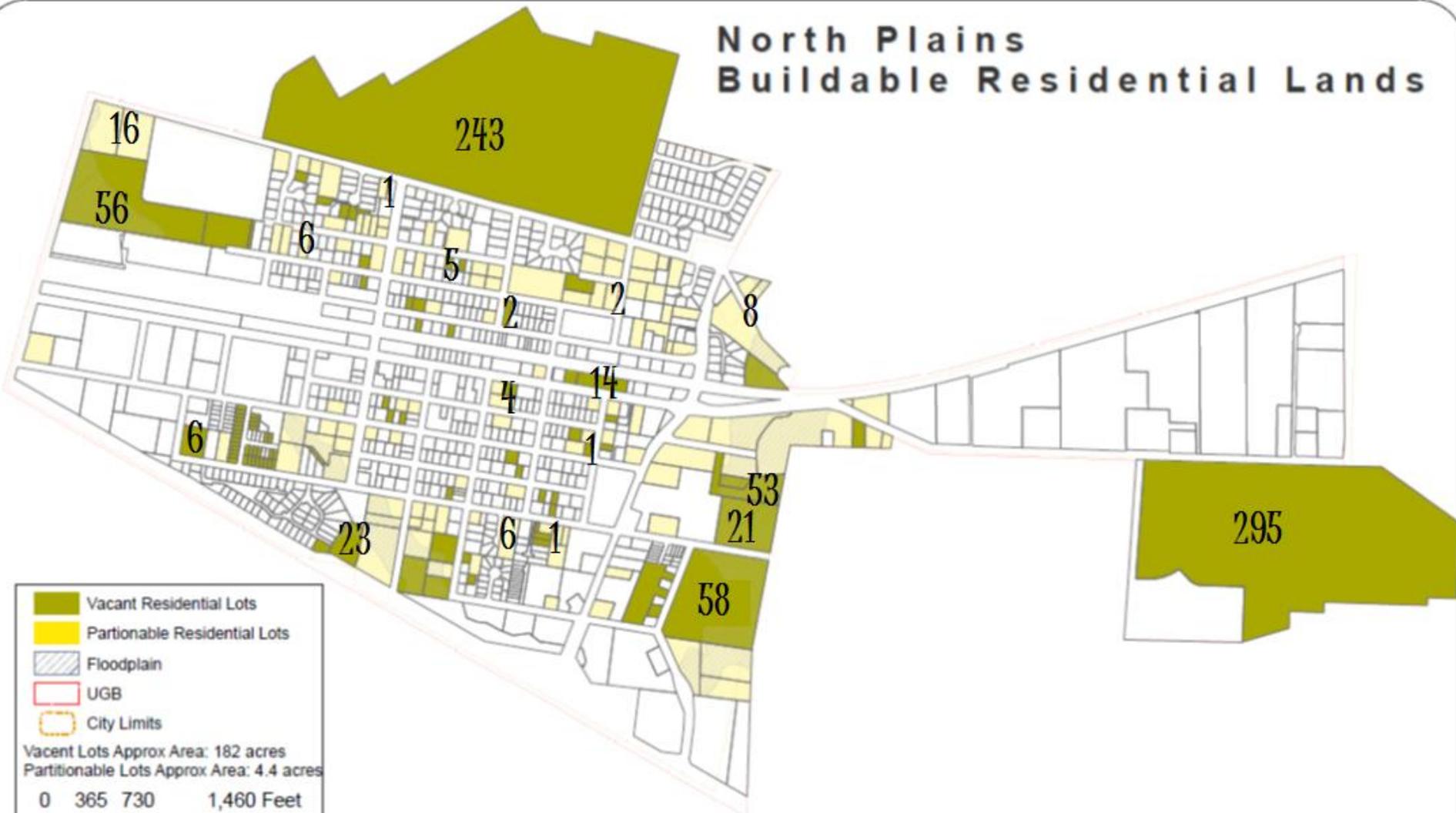
Likely to exceed 1,600 Goal within Existing UGB

Zone	Net Acres	Dwelling Units*	Density/ Net Acre	Estimated Future DU	New Net Acres	Total Acres	Total	Density/ Net Acre	% of Housing
R7.5	66.0	256	3.9	25		66	281	4.3	16.7%
R5	59.1	315	5.3	35		59	350	5.9	20.8%
R2.5	59.1	344	6.6	170		59	514	8.7	30.5%
NC	10.1	104	10.3	434	54	64	538	8.4	32.0%
TOTAL	194.3	1019		664		248	1683	6.8	



* Excludes existing dwelling units in industrial and commercial areas.

North Plains Buildable Residential Lands



- Vacant Residential Lots
- Partitionable Residential Lots
- Floodplain
- UGB
- City Limits

Vacant Lots Approx Area: 182 acres
Partitionable Lots Approx Area: 4.4 acres

0 365 730 1,460 Feet

April 2011

Bulk of Growth

Assumes 8 DU/acre in R2.5 which is low - Can go as high as 281 in R2.5

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Limited New Acreage Available

Remainder of East and North that is not annexed

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Citywide 6.8 DU/Acre

Known projects and existing land will yield 6.8 DU/net acre

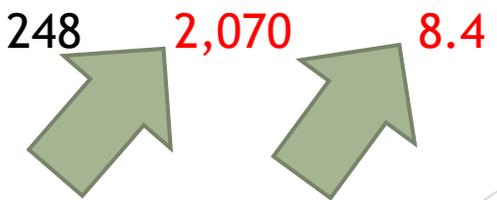
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TOTAL	194.3	1019		664		248	1683	6.8	

* Excludes existing dwelling units in industrial and commercial areas.

Citywide 8.4 DU/Acre

To achieve 8.4 DU/net acre citywide,
an additional 387 housing units from acreage currently within UGB

Zone	Net Acres	Dwelling Units*	Density/ Net Acre	Estimated Future DU	New Net Acres	Total Acres	Total	Density/ Net Acre	% of Housing
R7.5	66.0	256	3.9	25		66	281	4.3	16.7%
R5	59.1	315	5.3	35		59	350	5.9	20.8%
R2.5	59.1	344	6.6	170		59	514	8.7	30.5%
NC	10.1	104	10.3	434	54	64	538	14.5	44.5%
Add				387					
TOTAL	194.3	1019		1051		248	2,070	8.4	



Section 2 *(Jumping ahead)*

- ▶ *The City shall provide developers of subdivisions (defined as projects with 4 or more dwelling units) to request approvals that are up to 20% below the net dwelling unit per acre requirements for the residential zones defined in 15.02.020 provided the City can document that the 1,600 dwelling unit goal remains attainable within the existing Urban Growth Boundary.*
 - ▶ Allow refinement of Master Plans

Section 2

- ▶ 15.02.172.2.A Remove statement:
- ▶ 2) *The subject site should be contiguous to the existing city limits. In appropriate cases, annexation may occur for property which is located within the Urban Growth Boundary, but which is physically separated from existing city limits.*
 - ▶ Creates isolated neighborhoods like Sunset Ridge

Section 3

- ▶ Updated inventory of the City
 - ▶ Parks
 - ▶ Water
 - ▶ Sewer/Storm
 - ▶ Fire
 - ▶ Education
 - ▶ Library
 - ▶ Transportation
 - ▶ Economy

Section 4 & 5

- ▶ 4 Implementation
 - ▶ Reflects voter annexations
- ▶ 5 Outreach

Related Code Updates

- ▶ 16.05 Definitions
 - ▶ Refinements

Related Code Updates

- ▶ 16.05 Definitions
- ▶ 16.60 Community Service Overlay District
 - ▶ Eliminates overlay

Related Code Updates

- ▶ 16.05 Definitions
- ▶ 16.60 Eliminates Community Service Overlay District
- ▶ **16.125 Lot Standards**
 - ▶ Set backs reflect other parts of code
 - ▶ Addresses alley access for easements
 - ▶ Refers to Public Works Standards
 - ▶ Street tree minimum of 1/lot

Related Code Updates

- ▶ 16.05 Definitions
- ▶ 16.60 Eliminates Community Service Overlay District
- ▶ 16.125 Lot Standards
- ▶ **16.140 Planned Use Developments**
 - ▶ No minimum lot size
 - ▶ Loosens Open Space requirement

Related Code Updates

- ▶ 16.05 Definitions
- ▶ 16.60 Eliminates Community Service Overlay District
- ▶ 16.125 Lot Standards
- ▶ 16.140 Planned Use Developments
- ▶ **16.170 Application process**
 - ▶ Adds minor subdivision modification as Type 2
 - ▶ New: Should change review of Final Plats from Type 3 to Type 2

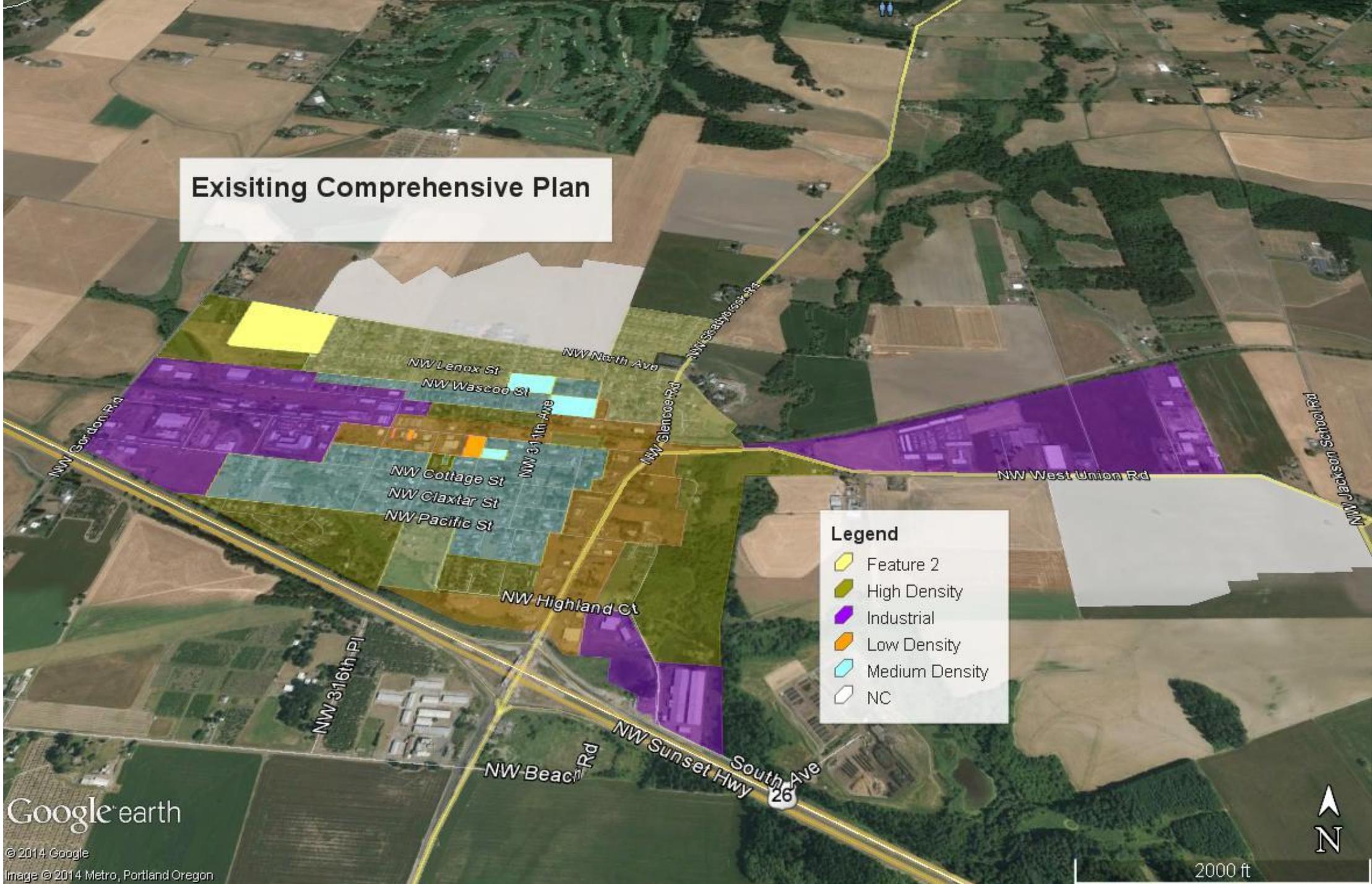
Related Code Updates

- ▶ 16.05 Definitions
- ▶ 16.60 Eliminates Community Service Overlay District
- ▶ 16.125 Lot Standards
- ▶ 16.140 Planned Use Developments
- ▶ 16.170 Application process
- ▶ **16.205 Annexations**
 - ▶ Outreach process expanded

Related Code Updates

- ▶ Adds Public Facility Zone

Existing Comprehensive Plan



Legend

- Feature 2
- High Density
- Industrial
- Low Density
- Medium Density
- NC

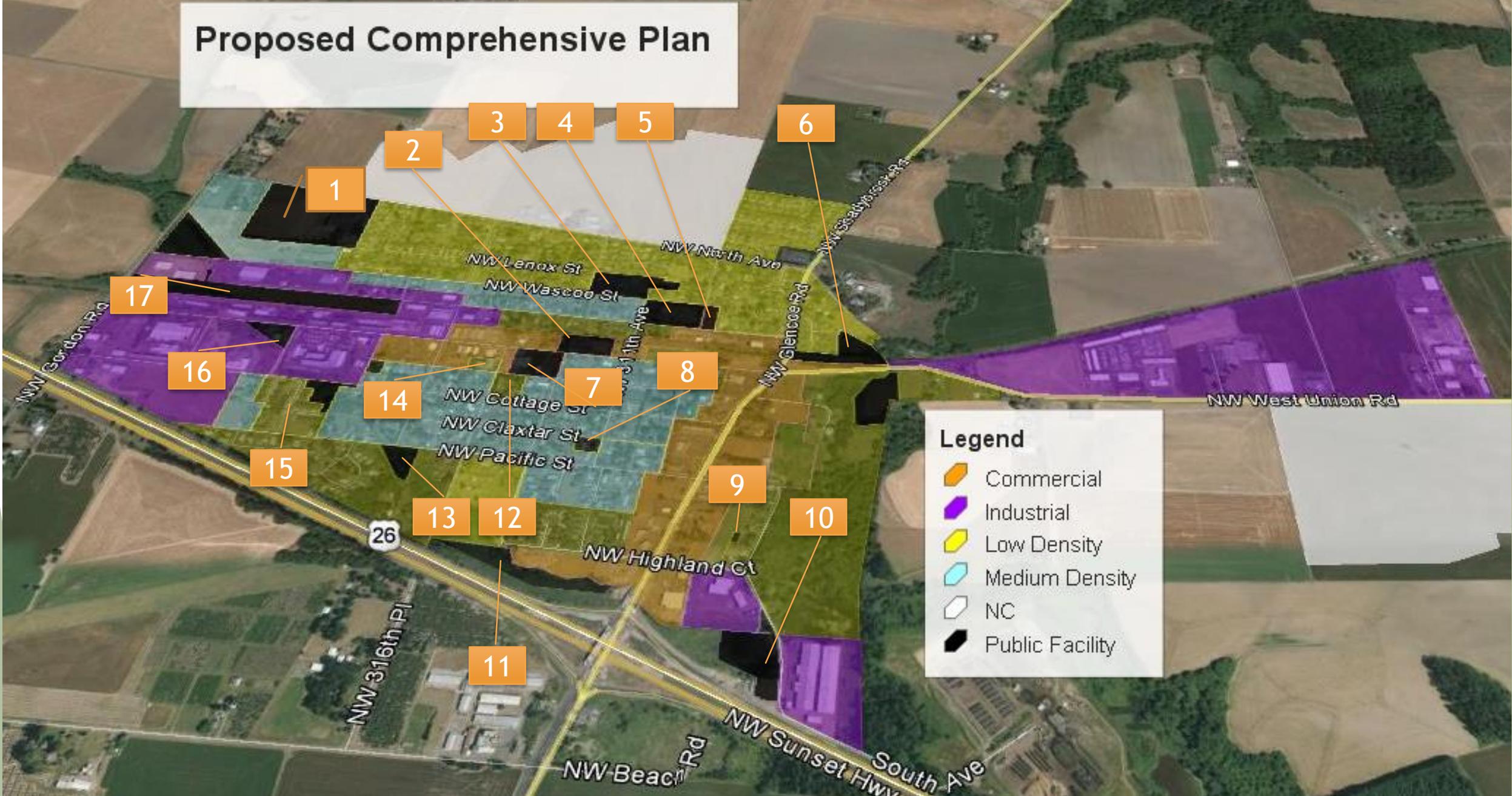
Comprehensive Plan Map

- ▶ Comprehensive Plan Map is What the City Should become
 - ▶ 17 Changes proposed in notice
 - ▶ 8 Additional Changes for Consideration
 - ▶ Staff
 - ▶ Public requests

Comprehensive Map Changes

Comprehensive Plan	Zone Map
Low Density	R7.5
Medium Density	R5
Low Density	R2.5
Neighborhood Community	Neighborhood Community
Public Facility	Public Facility
Institutional	Public Facility
Commercial	C1 (Downtown) C2 (Highway)
Industrial	M1 (Light) M2 (Heavy)

Proposed Comprehensive Plan



Proposed Changes

	Current Designation	Comp Plan Map	Zone Map
1 . North Plains Elementary	R7.5	Institutional	Public Facility
2. North Plains Christian/Yellow House	COMM	Institutional/ Public Facility	Public Facility
3. St Edward 1	R5	Institutional	Public Facility
4. Jessie Mays Park	R5	Public Facility	Public Facility
5. Centurylink CO	COMM	Public Facility	Public Facility
6. Old West Union Open Space	R7.5	Public Facility	Public Facility

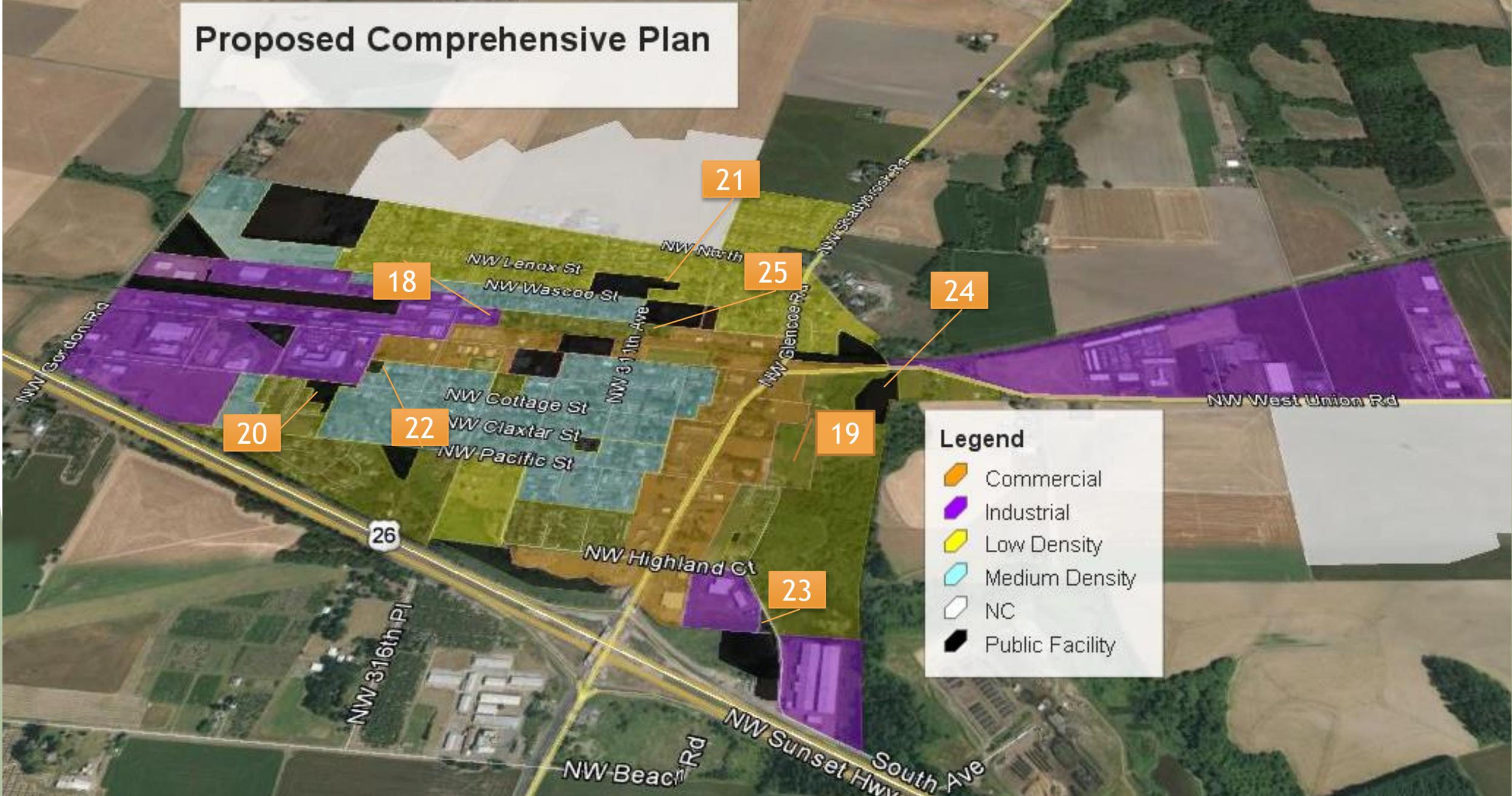
Proposed Changes

	Current Designation	Comp Plan Map	Zone Map
7. City Hall/Library, Fire	COMM	Public Facility	Public Facility
8. New Life Church	R5	Institutional	Public Facility
9. LaMordden Park	R2.5	Public Facility	Public Facility
10. ODOT Open Space	IND	Public Facility	Public Facility
11. Galaway Park	COMM	Public Facility	Public Facility
12. Kaybern House	R5	High Density	R2.5

Proposed Changes

	Current Designation	Comp Plan Map	Zone Map
13. Pacific Purple Park	R5	Public Facility	Public Facility
14. Senior Plaza	COMM	High Density	R2.5
15. Cottage Pointe Subdivision	R5	High Density	R2.5
16. Frank Wing Park/Water Tank	IND	Public Facility	Public Facility
17. Dant Russell	IND	Public Facility	Public Facility

Proposed Comprehensive Plan



Additional Changes Proposed

	Current Designation	Comp Plan Map	Zone Map
18. Brown (1 lot)	R5	Industrial	Industrial
19. Eggiman (1 lot)	C2	High Density	R2.5
20. Cottage Pointe Open Space	R5	Public Facility	Public Facility
21. St Edward 2	R5	Institutional	Public Facility
22. Louie Wentz Park	R5	Public Facility	Public Facility
23. CWS Lift Station	IND	Public Facility	Public Facility
24. McKay Fields Open Space	R2.5	Public Facility	Public Facility
25. Hillcrest (3 lots)	C1	High Density	R2.5

A Changing Community

- ▶ Council and residents have stated a preference for single family housing similar to what exists
 - ▶ Bulk of existing City is Large and Medium density

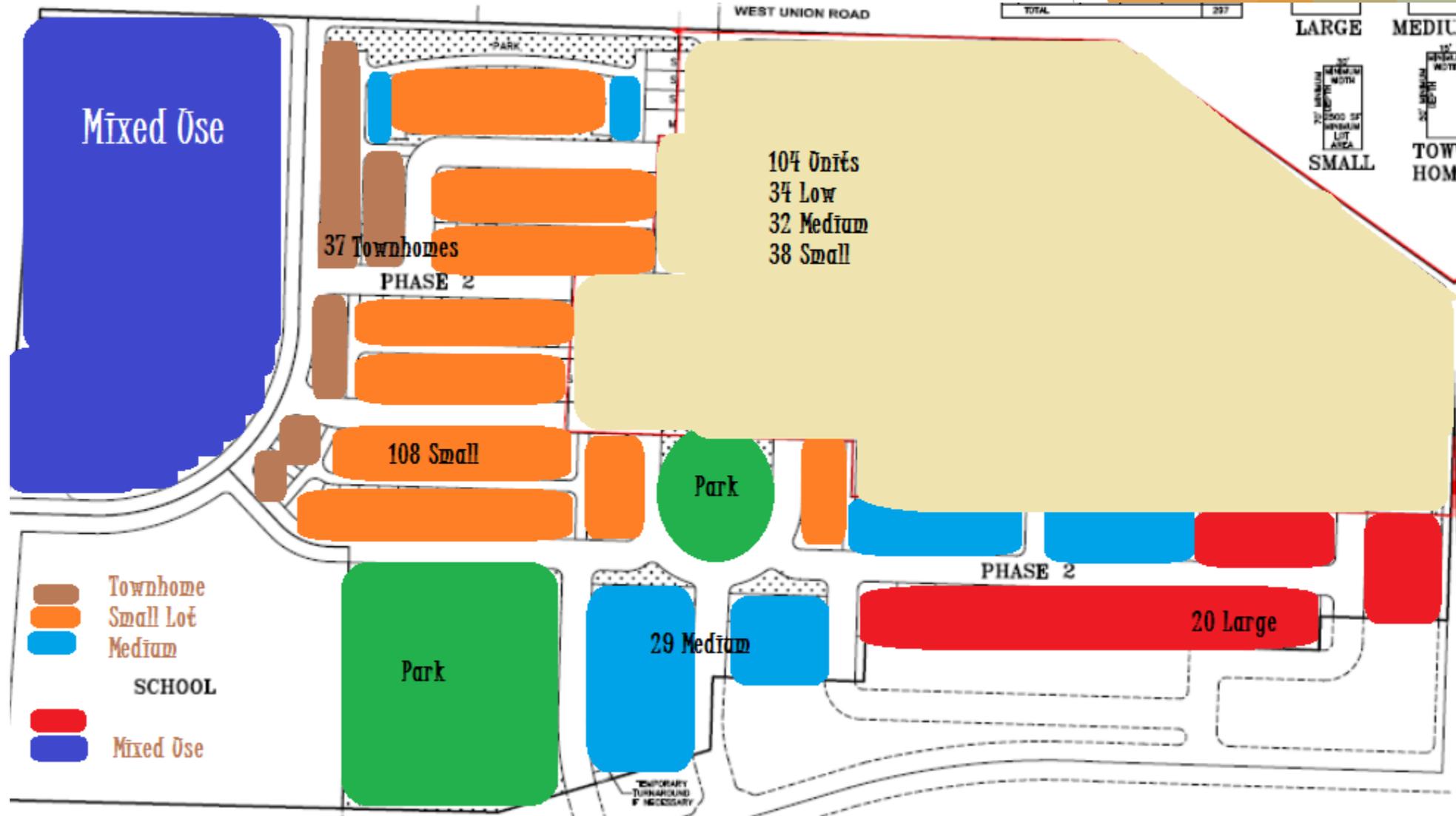
Do we stay the course?

- ▶ After buildout majority of lots will be small (2,500-4,000 sq ft)
 - ▶ If east is completed as planned small high density lots will be the norm

Density	Dwelling Units*		East	Total	
High	256	25.1%	51	307	23.4%
Medium	315	30.9%	48	363	27.6%
High	344	33.8%	196	540	41.1%
TOTAL	1019		295	1314	

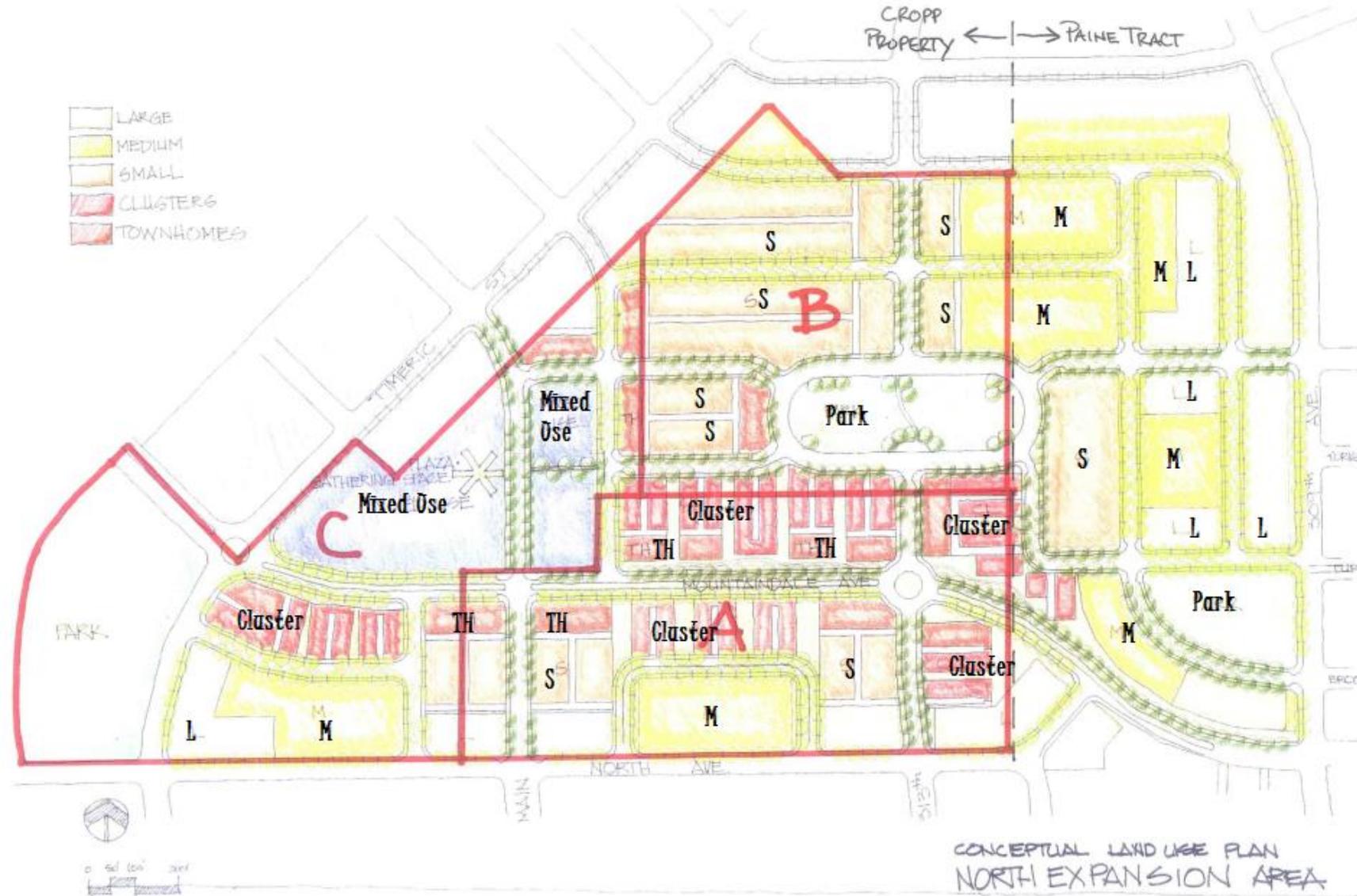
East Expansion Area: Sunset Ridge

- ▶ Of the remaining 191 units to be built
- ▶ 20 Large
- ▶ 29 Medium
- ▶ 108 Small
- ▶ 37 Townhomes
- ▶ No DU in Mixed Use



North Expansion Area

- ▶ Conceptual Master Plan 243 DU's
- ▶ Bulk of housing is clustered, townhomes or small (red and orange)



Do we need to adjust?

► No Multifamily DU's

When compact development does not occur, small lots are the only alternative to obtain density

- Less housing diversity
- Lower house values



DU's Missing from Count

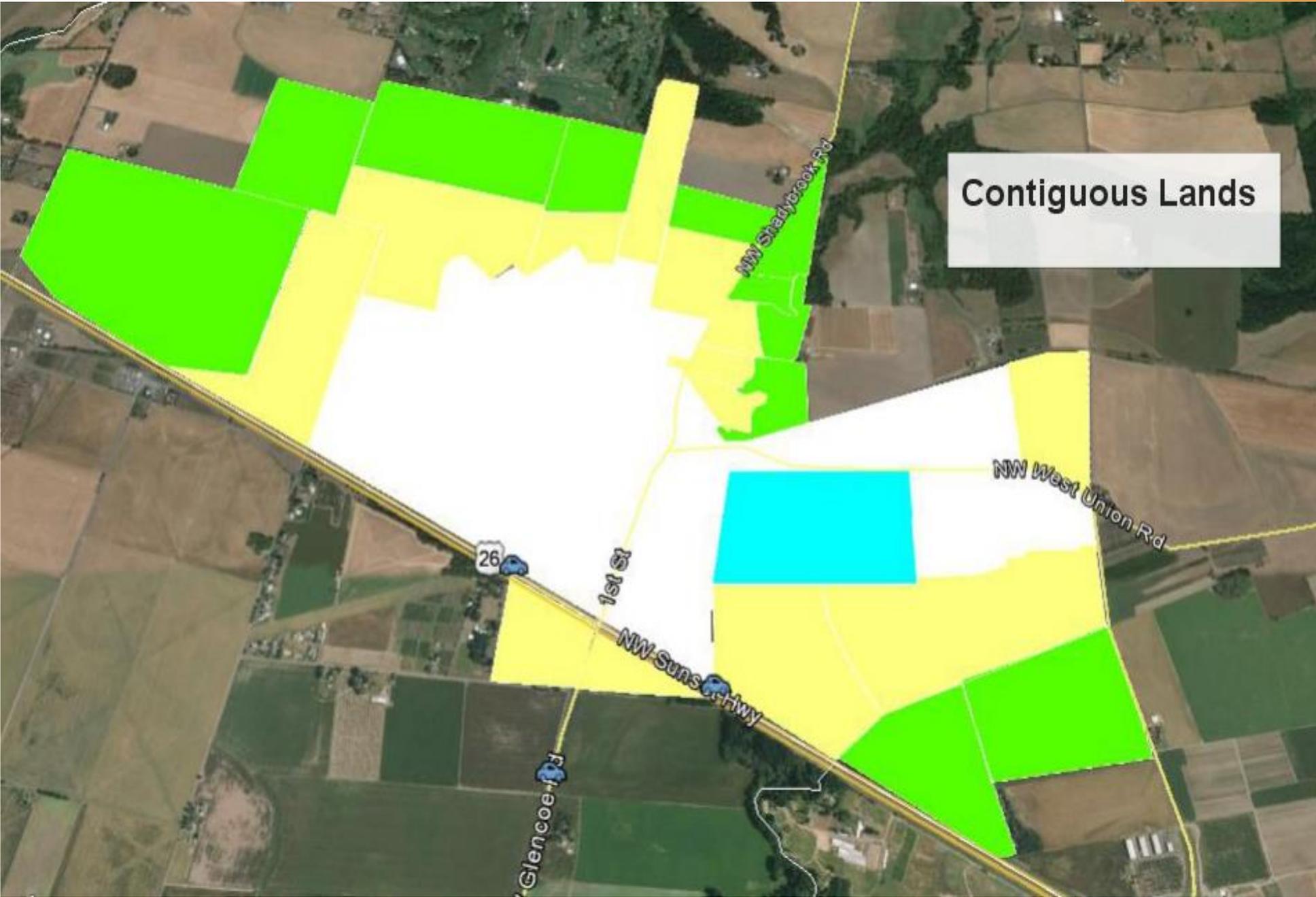
- ▶ DU's in Mixed Use not part of 1,600 housing count
- ▶ Adding Mixed Use DU's would provide more flexibility
 - ▶ Example - Sunset Ridge Phase II, Mixed Use Land = 5 acres
 - ▶ Equal/Higher density can be achieved with Mixed Use DU's while allowing more Medium/Large lots

Housing Type	Master Plan		Alternative 1		Alternative 2		Alternative 3	
Large	20	10%	35	18%	55	29%	20	8%
Medium	29	15%	51	27%	44	23%	98	41%
Small	105	55%	40	21%		0%		0%
Townhouse	37	19%		0%		0%		0%
Mixed Use		0%	65	34%	92	48%	120	50%
Total	191		191		191		238	

Options for Future

- ▶ Encourage compact development
 - ▶ Minimum density in High Density Zone (R2.5)
 - ▶ NC zone needs to provide more clarity on Mixed Use Development
 - ▶ Draft MU zone
 - ▶ Allow midrise buildings





Contiguous Lands

Mixed Use Examples

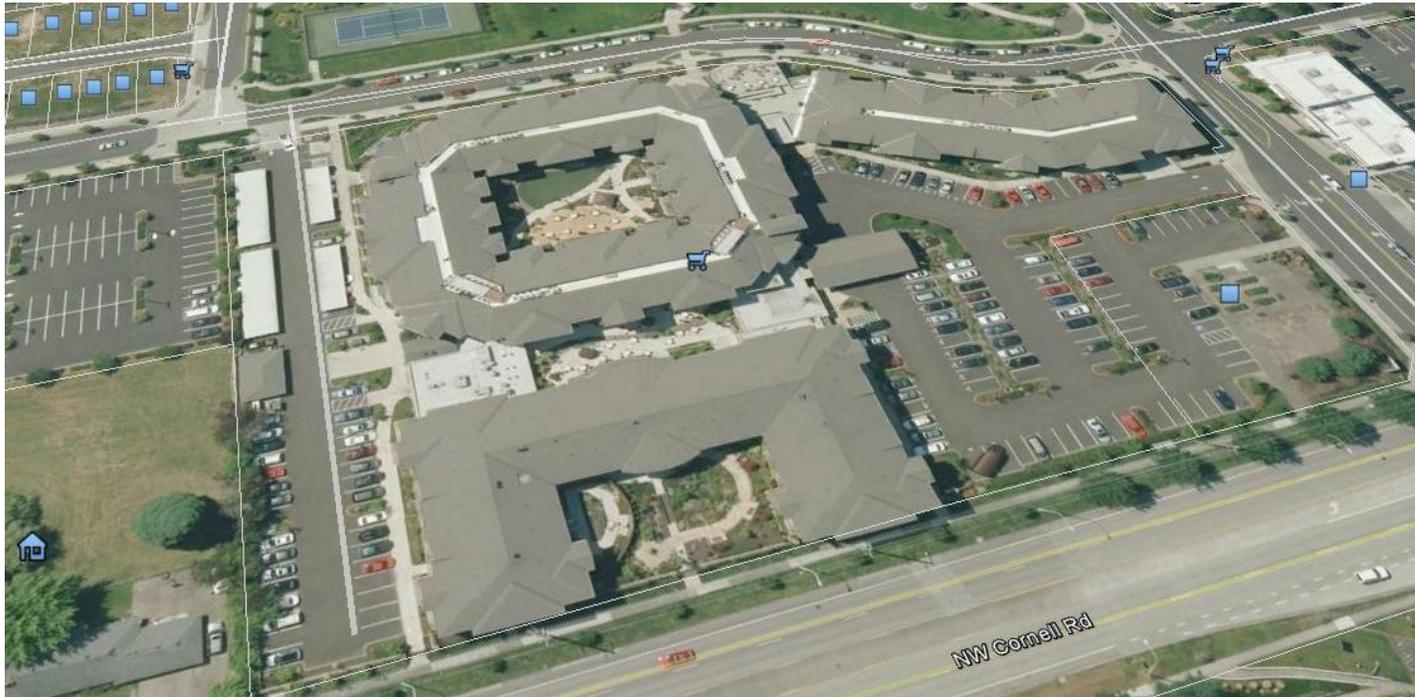
Orenco Stations

Mixed use



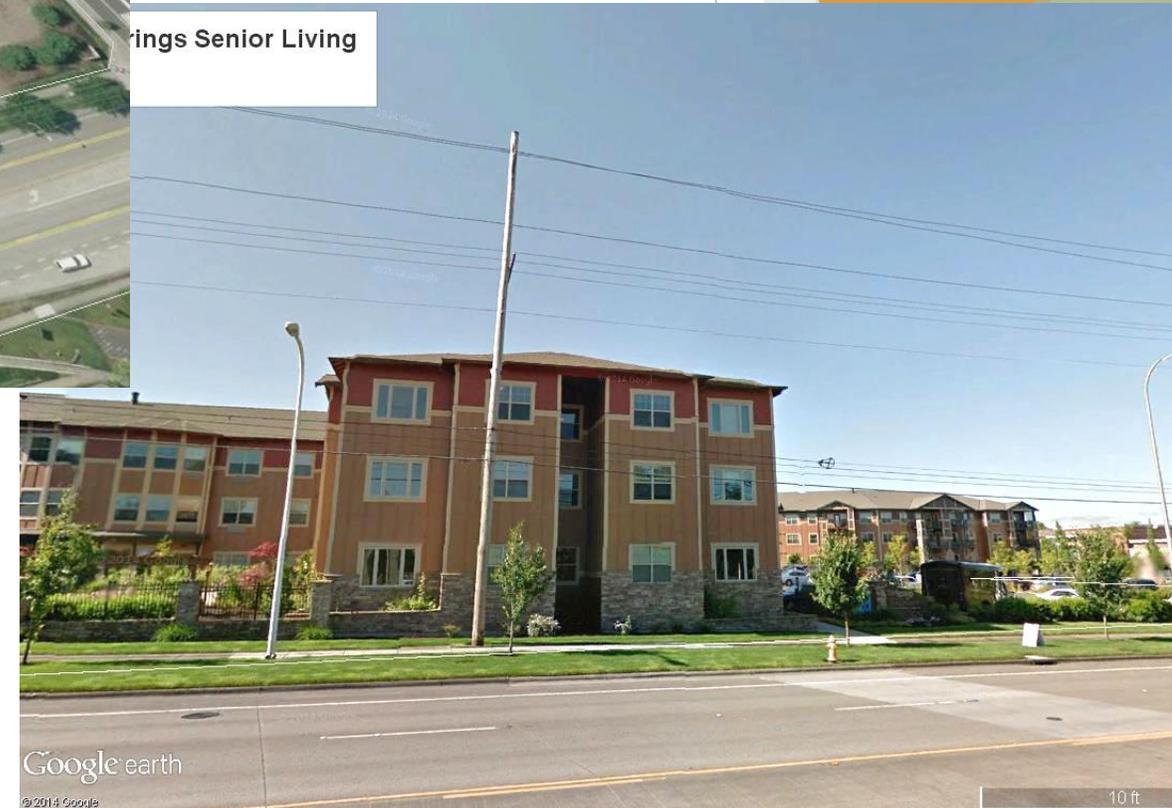
Orenco Station 62 Units on 2.4 acres

Mixed Use Examples

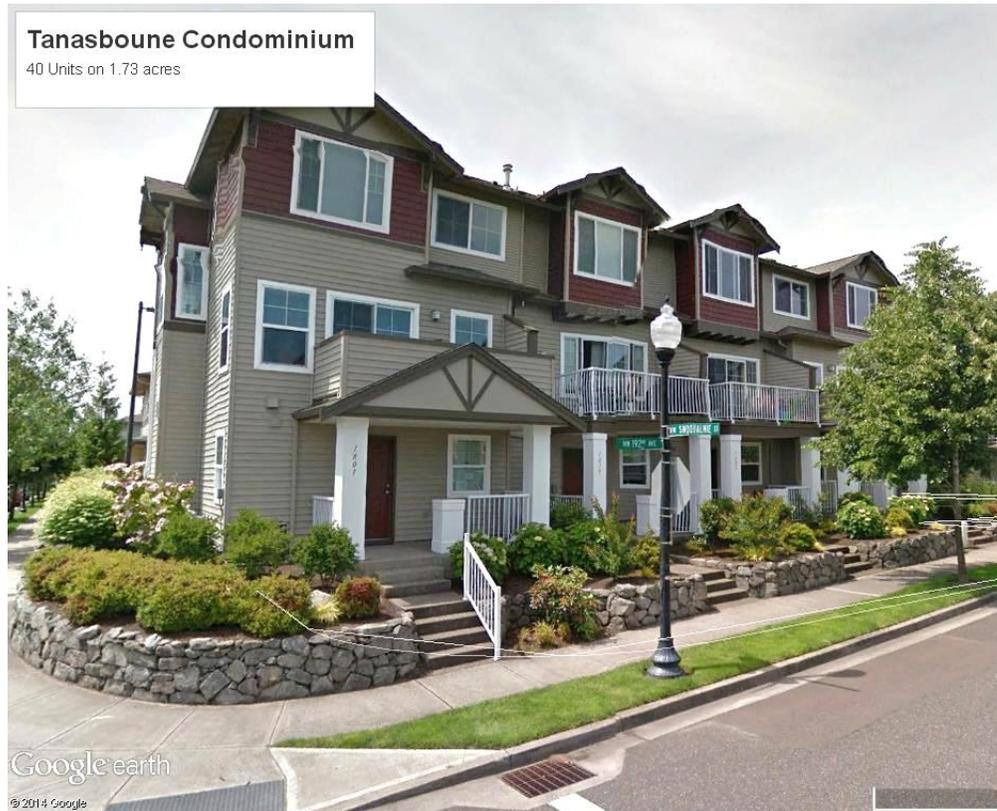


The Springs Senior Living

The Springs Senior Living 230 units on 5.1 acres



Mixed Use Examples



Tanasbourne Condos 40 Units on 1.73 acres