

# North Plains Neighbor City Study *Final Report*



Prepared by



*August, 1997*

# Participants

## Funding

This project was funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. Funding was also provided by the City of North Plains. TGM grants rely on funding from the federal Intermodal Surface Transportation Efficiency Act and the Oregon Lottery. This report does not necessarily reflect the views or policies of the State of Oregon.

## North Plains Neighbor City Study Policy Advisory Committee

Hank Drexel — Mayor of North Plains  
Robert "Butch" Kindel, Jr. — North Plains City Councilor  
Gary Hellwege — North Plains Planning Commissioner  
Richard Stolte — North Plains Planning Commissioner, Chairperson  
Linda Peters — Chairperson, Washington County Board of Commissioners  
Susan McLain — Metro Councilor  
Leo Huff — Planning Manager, Oregon Department of Transportation, Region 1  
Jim Sitzman — Program Coordinator, Oregon Dept. of Land Conservation and Development  
Brian Beinlich — Washington County Citizen Participation Organization #8  
Mike Cropp — Farmer and owner of property adjacent to city  
Wayne Holms — President, Oregon Canadian Forest Products, Inc.  
James Just — Friends of North Plains  
Chris King — McKay Creek Valley Association  
Don Maltase — Property owner adjacent to city  
Ryan O'Brien — Principal Planner, Land Development Consultants  
Millie Provis — City resident from original incorporation  
Barbara Ramirez — Greater North Plains Chamber of Commerce

## Technical Advisory Committee

Steve Kelley — Associate Planner, Washington County Dept. of Land Use and Transportation  
Steve Oulman — Field Representative, Oregon Dept. of Land Conservation and Development  
Lidwien Rahman — TGM Grant Manager, Oregon Dept. of Transportation  
John Rankin — City Planner/Project Manager, City of North Plains  
Mark Turpel — Senior Planner, Metro

## Consultant Team

Joe Dills, AICP — Project Manager, Otak, Inc.  
Scot Siegel, AICP — Lead Planner, Otak, Inc.  
Steve Dixon — Town Plan Designer, Otak, Inc.  
Martin Glastra van Loon — Town Plan Designer, Otak, Inc.  
Julie Jacobs — GIS Analyst, Otak, Inc.  
KJ Won, AICP — Land Use Planner  
Paul Ryus — Transportation Planner, Kittelson and Associates, Inc.  
Ed Starkie — Principal/Economist, Leland Consulting Group

## Special Acknowledgements

Karen Lee-Stolte — Recorder, City of North Plains (public notification and logistics)  
Don Whitehead, PE — City Engineer, David Evans and Associates (public facilities analysis)  
Chris Homma — Natural Resource Conservation Service, Washington County office  
James Johnson — Land Use and Water Planning Coordinator, Oregon Dept. of Agriculture (agricultural lands technical support)

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*Section 1 — Background*

# Background

## Purpose of the Study

The overall purpose of the North Plains Neighbor City Study is to explore growth management alternatives for the City of North Plains in the context of Metro's Region 2040 Neighboring Cities concept. The study examines long range (43-year) population and employment growth in North Plains, and the planning implications that growth may have for the City, Washington County, and Metro.

*"The overall purpose of the North Plains Neighbor City Study is to explore growth management alternatives for the City of North Plains in the context of Metro's 2040 Neighboring Cities concept."*

Study participants included representatives from Washington County, Metro, Oregon Department of Land Conservation and Development (DLCD), and Oregon Department of Transportation (ODOT), as well as North Plains officials, citizens, and property owners. Funding for the study was provided by the ODOT/DLCD Transportation and Growth Management Program and the City of North Plains.

## The Neighbor City Concept

The Metro Council has adopted Regional Urban Growth Goals and Objectives (1992) and the Region 2040 Growth Concept (1993-1995), which apply to the 24 cities and three counties within the metro area. The City of North Plains is designated as a "Neighbor City" by the 2040 Growth Concept, but is not within Metro's jurisdiction.

While Metro and neighbor cities such as North Plains, Canby, and Sandy are responsible for their own urban growth boundaries, they can profoundly impact one another by the decisions they make regarding land use, transportation, and urban expansion. The Metro Council designated neighbor cities when it concluded that the region's growth should be accommodated within a compact urban form. This was determined after broad community input, and consideration of four alternative growth patterns.

The evaluation of the four regional alternatives highlighted the potential impact that regional growth could have on cities immediately outside the Metro area, and led to the conclusion that coordinated planning between neighbor cities, their counties, and Metro is necessary to properly manage the region's growth.

In this spirit, Metro adopted a plan for compact urban growth and initiated voluntary, joint planning with its "Neighbor Cities." The

following text from the Region 2040 Growth Concept authorizes this joint planning:

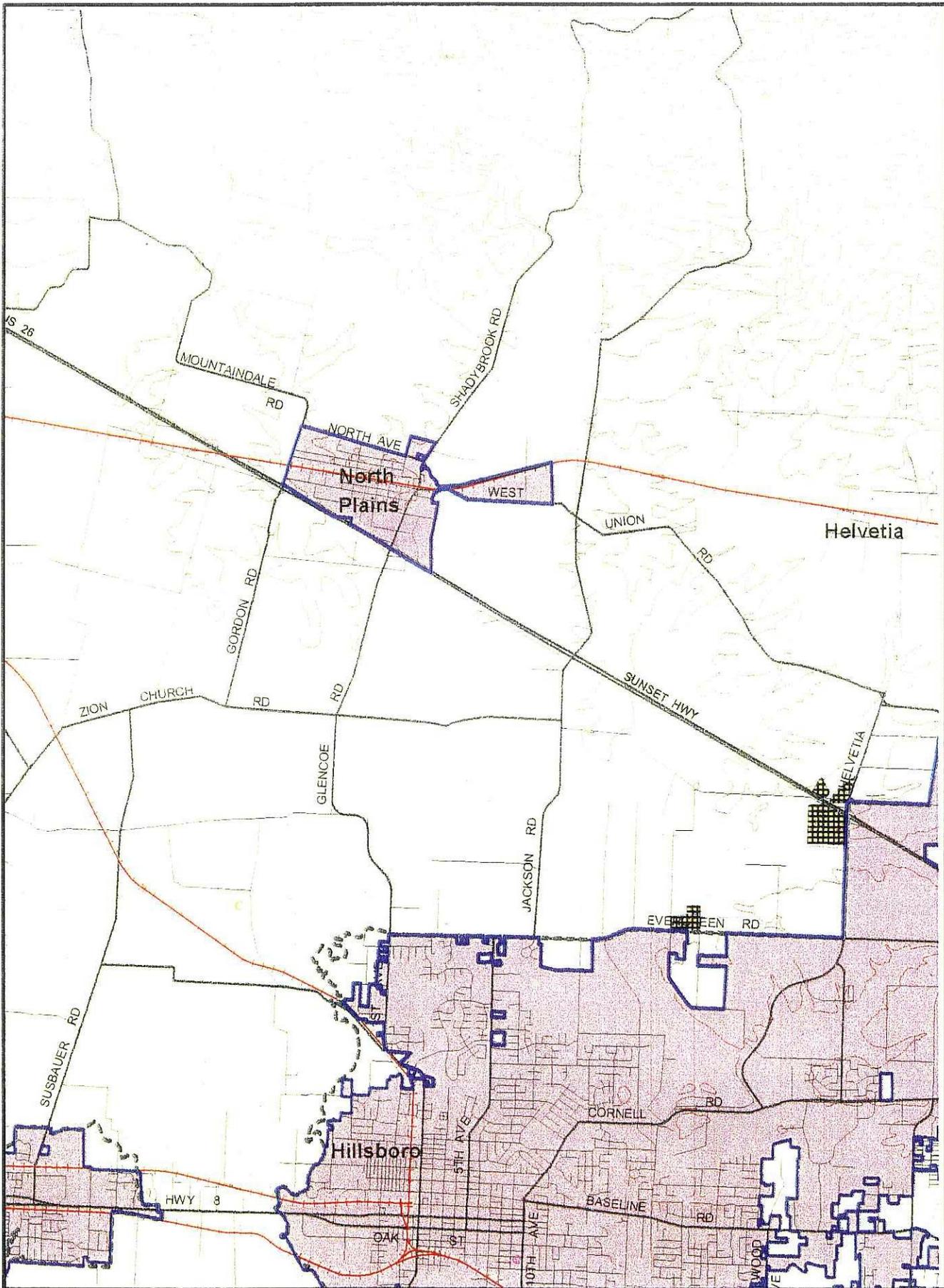
*“There are four key concepts for cooperative agreements with neighbor cities.”*

*“The Growth Concept recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. There are several cities proximate to the Metro region...Communities such as Sandy, Canby, [North Plains], and Newberg will be affected by the Metro Council's decisions about managing the region's growth. A significant number of people would be accommodated in these neighboring cities, and cooperation between Metro and these communities is necessary to address common transportation and land-use issues.*

*There are four key concepts for cooperative agreements with neighbor cities:*

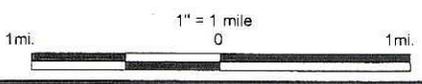
- 1. There shall be a separation of rural land between each neighboring city and the metropolitan area. If the region grows together, the transportation system would suffer and the cities would lose their sense of community identity.*
- 2. There should be a strong balance between jobs and housing in the neighbor cities. The more a city retains a balance of jobs and households, the more trips will remain local.*
- 3. Each neighboring city should have its own identity through its unique mix of commercial, retail, cultural and recreational opportunities which support the concentration of jobs and housing.*
- 4. There should be consideration of a “green corridor,” transportation facility through a rural reserve that serves as a link between the metropolitan area and a neighbor city with limited access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth but limits the adverse affect on the surrounding rural areas. Metro will seek limitations in access to these facilities and will seek intergovernmental agreements with ODOT, the appropriate counties and neighbor cities to establish mutually acceptable growth management strategies. Metro will link transportation improvements to neighbor cities to successful implementation of these intergovernmental agreements.*

*Cooperative planning between a city outside the region and Metro could also be initiated on a more limited basis. These cooperative efforts could be completed to minimize the impact of growth on*



**LEGEND**

- City Limits
- Urban Growth Boundary
- Urban Reserve Area
- RailRoad



**NORTH PLAINS VICINITY MAP**

*surrounding agriculture and natural resource lands, maintain a separation between a city and the Metro UGB, minimize the impact on state transportation facilities, match population growth to rural resource job and local urban job growth and coordinate land-use policies. Communities such as North Plains...Estacada and Scappoose may find this more limited approach suitable to their local situation."*

*"The study provides a framework for the city to update its comprehensive plan and urban growth boundary."*

The North Plains Neighbor City Study was initiated by the City of North Plains in cooperation with Metro, Washington County, ODOT, and DLCD to explore growth management alternatives in North Plains in the context of the neighbor cities concept. The City's interests included controlling its own destiny and responding rationally to development interests outside the urban growth boundary.

The study provides a framework for the City to update its comprehensive plan and urban growth boundary, consistent with local, regional, and state land use planning policies and regulations. It also provides draft intergovernmental agreements for the City and Washington County should they chose to implement the Neighbor City Concept.

### **Process**

The North Plains Neighbor City Study work program was developed by the City of North Plains, the consultant team, and ODOT under Oregon's Transportation Growth Management (TGM) Program. The study began with a Memorandum of Understanding (MOU) and Statement of Purpose adopted by the project's Policy Advisory Committee. The MOU served as an outline for cooperative planning, and established the Policy Advisory Committee and Technical Advisory Committee.

### ***Policy Advisory Committee (PAC)***

The Policy Advisory Committee (PAC) provided policy direction for the study. The PAC was comprised of 17 members, including 9 voting members, as follows:

| <b>Table 1 - Policy Advisory Committee*</b>  |                              |                                  |
|--|------------------------------|----------------------------------|
| <b><i>Affiliation</i></b>  | <b><i>Voting Members</i></b> | <b><i>Non-Voting Members</i></b> |
| Metro  | 1                            |                                  |
| ODOT - Region 1  | 1                            |                                  |
| DLCD   | 1                            |                                  |
| City of North Plains   | 4                            |                                  |
| Washington County  | 1                            |                                  |
| Citizen/Conservation Organizations**<br>Friends of North Plains<br>Citizen Participation Organization #8<br>McKay Creek Valley Association | 1                            | 2                                |
| North Plains Chamber of Commerce   |                              | 1                                |
| Citizen — Oregon Canadian Lumber   |                              | 1                                |
| Citizen — At-large   |                              | 1                                |
| Property Owner — East of City  |                              | 1                                |
| Property Owner — North of City   |                              | 1                                |
| Property Owner — West of City  |                              | 1                                |
| <b>Total</b>   | <b>9</b>                     | <b>8</b>                         |

\*PAC members are listed on the back of report cover.

\*\*The voting seat was shared by and rotated between these three organizations.

The PAC was supported by a Technical Advisory Committee (TAC), which included staff from the City of North Plains, Metro, ODOT, DLCDC, Washington County, and the consultant team.

### ***Public Involvement***

PAC meetings provided a forum for discussing intergovernmental and community planning issues associated with the study, including opportunities for citizen input. In addition to seven monthly meetings held during 1996-1997, the PAC sponsored a design charrette and two public open house meetings to encourage additional public involvement in the study.

***Evaluation Criteria and Planning Process***

The study followed seven steps to arrive at a preferred town plan:

*“The study followed seven steps to arrive at a preferred town plan.”*

1. *Adopt population and employment forecasts for study purposes*  
The PAC approved population forecast for the year 2017 (3,000 residents), and 2040 (7,600 residents), based on an analysis of historical growth rates in comparable cities. The committee approved employment forecasts based on the Neighbor City principle that there should be a balance between new jobs and housing.

2. *Adopt Plan Evaluation Criteria Based on the Neighbor City Concept and a Vision for North Plains*  
Based on their review of the City of North Plains' vision statement, Neighbor City planning principles, and State land use goals, the PAC approved the following criteria<sup>1</sup>:

- Sense of Place
- Housing Variety
- Orderly and Efficient Public Facilities and Services
- Balanced Transportation System
- Town Center
- Compact Growth
- Farm Land Preservation
- Separation from the Metro Area
- Highway 26 Green Corridor
- Open Space and Conservation
- Urban and Rural Land Separation
- Economic Diversity

The PAC deliberately began with this type of visioning approach to encourage consideration of town planning and neighbor city principles in concert with state and local planning policies, particularly Statewide Planning Goal 14, Urbanization. Goal 14 encompasses several neighbor city criteria such as Orderly and Efficient Public Facilities and Services, Compact Growth, and Farm Land Preservation.

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<sup>1</sup>This list paraphrases the evaluation criteria adopted by the PAC. For a complete explanation of the criteria, please refer to the Technical Appendix.

3. *Prepare a Buildable Lands Inventory, and Determine the Potential for Growth Inside the Existing City Limits*  
This analysis looked at the potential for development of vacant, underutilized, and redevelopable land.
4. *Consider Infill and Redevelopment Strategies to Maximize the Use of Land Within the City*  
A preliminary analysis identified sites within the city which have potential for redevelopment based on assessed valuation. The town plan and implementation plan identify zoning strategies for larger redevelopment districts.
5. *Study Alternative Growth Directions and Development Densities for Compliance with the Evaluation Criteria*  
The study examined four alternative growth directions (North, East, South, and West), based on residential density scenarios ranging from six units per net acre to 10 units per net acre. The PAC reviewed a preliminary analysis of housing needs, and potential space needs for commercial and industrial employment.
6. *Evaluate Alternative Growth Concepts*  
Four alternatives were prepared based on the study areas evaluation, land needs projection, and redevelopment strategy.
7. *Selection of a Preferred Alternative for a Town Plan*  
This study recommends a growth direction (North/East) and land use plan for North Plains. The report also outlines areas of agreement with the PAC, and key issues of concern. While an action plan is provided for implementation, the recommendations are advisory in nature, and are not binding on the City of North Plains or any of the study participants.

The following chapter outlines the key findings and conclusions of the study. The background documents and technical reports for the study are contained in the appendix.

*Section 2 — Major Findings and  
Conclusions*

# Major Findings and Conclusions

## Summary

*“The key outcome of this study is that it helped to facilitate discussion and form partnerships.”*

The key outcome of this study is that it helped to facilitate discussion and form partnerships among the various stakeholders who will influence the future of North Plains. The study brought together elected and appointed officials from local, state, and regional agencies, as well as local citizens, property owners, and representatives of North Plains' business community. All of these people have a stake in North Plains' future, and will continue to be involved in the city's planning in different ways. There is broad consensus that North Plains is a special place that deserves the support of its regional and state partners, and that it can benefit from cooperative planning.

The Policy Advisory Committee (PAC) was effective in bringing important issues to the community's attention. The candid discussions, agreements, disagreements, and conflict resolution which were characteristic of the PAC's work helped to raise an educated awareness of growth issues in North Plains. The following sections summarize the key findings and conclusions of this study.

## What this Study Provides

- The 20-year population and employment analysis, buildable lands inventory, and land needs projections provide valuable baseline information for a comprehensive plan update.
- The evaluation of infill development, public facilities, and alternative growth directions will assist the City in considering urban expansion.
- The proposed town plan and implementation steps can be used as a framework for updating the City's 20-year comprehensive plan.
- The baseline information and preliminary rationale will assist in making goal findings to support local adoption of the town plan.

## What this Study Does Not Provide

This study does not replace the City of North Plains Comprehensive Plan, nor does it establish policies or regulations for land use and urban expansion. It can serve as a guide to the City and its state and regional partners in an intergovernmental, cooperative

approach to long range planning for North Plains. The report contains a town plan, and an outline of the steps required for implementation. Additional planning and adoption processes, initiated by the City, will be required.

### **Evaluation Criteria for a New Town Plan**

The PAC agreed on the following criteria for evaluating alternative growth scenarios, with an understanding that the objectives are general, and can include several compatible points of view. An important function of the committee was to hear public comments, and evaluate plan alternatives based on the criteria.

*“The population projection for the study is: 3,000 (year 2015), and 7,600 (year 2040).”*

#### **Study Assumptions Common to Any Alternative**

Each alternative plan evaluated provided for approximately the same population and employment, as well as a balance between jobs and housing. The population projection for the study is: 3,000 (year 2015), and 7,600 (year 2040). The study assumes that there will be a balance between new housing and jobs at a ratio of 1.2 jobs, on average, per household.

#### **Evaluation Criteria**

Each alternative plan was evaluated against the following factors. The NPVS notes for items A-E are references to the North Plains Vision Statement, adopted by the City in 1993.

##### **A. Sense of Place**

The overall plan creates a sense of place, i.e., an identity that is clearly apparent and related to North Plains' history and small town character. (NPVS #1 - Quality; #2 - Difference; and #5 - Character)

*The plan has neighborhoods and districts with clear centers, edges and connections that reinforce a small town character.*

##### **B. Variety of Housing**

The plan provides a variety of housing types and densities to promote housing diversity and affordable housing choices. (NPVS #3 - Diversity #6 - Growth)

##### **C. Orderly and Efficient Public Facilities and Services**

The planned direction of growth is compatible with public facilities and services, and the ability to extend those facilities and services in an orderly and efficient manner. (NPVS #3 - Diversity #6 - Growth)

## Major Findings and Conclusions

*Continued*

### *D. Balanced Transportation System*

The plan provides for accessibility through a safe, efficient and balanced transportation system. (NPVS #7 - Accessibility)

*Reduce reliance on Highway 26 for local traffic.*

*Ensure that allowed land uses are consistent with the identified function, capacity, and level of service of the transportation system.*

*A connected street pattern provides direct and convenient connections to key destinations.*

*The transportation system fosters choices for travel by foot, bike, auto and transit.*

### *E. Town Center*

The plan creates a mixed use, accessible, pedestrian-oriented town center that provides a focal point for the community. (NPVS #11 - Central Town Square)

*The town plan reinforces the prominence and accessibility of the town center.*

### *F. Compact Urban Growth*

The town plan promotes efficient use of land, including appropriate infill, redevelopment and new development at higher density than the current comprehensive plan.

### *G. Farm Land Preservation*

Future urban growth areas are planned to preserve farm lands with the greatest capability of agricultural production.

*Capability will be evaluated considering soil capability, land use patterns and compatibility, and parcelization.*

### *H. Separation from the Metropolitan Urban Area*

The plan reinforces and provides a geographic separation between North Plains' and Metro's urban growth boundaries/urban reserves.

*“The plan creates a mixed use, accessible, pedestrian-oriented town center that provides a focal point for the community.”*

*“The town plan conserves and protects identified natural resources and open spaces.”*

*I. Highway 26 “Green Corridor”*

The plan minimizes the need for improved access and capacity to Highway 26 within the Green Corridor, while providing for safe traffic movements.

*The “Green Corridor” is a visual corridor between North Plains’ urban growth boundary/urban reserves and Metro’s urban growth boundary/urban reserves. It is intended that needed transportation safety improvements would be allowed within the corridor.*

*J. Open Space and Natural Area Conservation*

The town plan conserves and protects identified natural resources and open spaces.

*Floodplains and stream corridors are protected from development.*

*Scenic views are protected or enhanced.*

*Water quality is protected, and contaminated areas are planned for restoration and reuse.*

*Sufficient open space and recreational facilities are planned to accommodate growth, and natural corridors serve as linking features for the community.*

*K. Urban and Rural Land Use Separation*

The plan provides for clear separation between urban and rural land uses.

*L. Economic Diversity*

The plan encourages and accommodates the development of a diverse and viable local economy.

*A variety of parcel sizes are provided to accommodate needed industrial and commercial land uses.*

*The plan recognizes existing businesses and supports their viability and plans for growth.*

*The plan enhances the development of community-scale businesses and services (e.g., doctors, dentists, schools, coffee shops, bookstores, etc.) so that more of the needs of local residents are met locally.*

# Major Findings and Conclusions

*Continued*

## Points of Agreement

### *Plan for Compact Growth*

- The minimum capacity for new housing inside the present city limits is approximately 300 to 400 units, depending on the degree of underbuilding. Mixed use opportunities may add to the housing capacity inside the city.
- Present zoning should be maintained, with amendments to increase residential densities in key areas, encourage mixed use development, ensure efficient use of the land supply within the city, and promote compatible development within the city's urban growth boundary.
- Increases in residential densities inside the city are appropriate in several key locations to promote housing variety and affordability. Priority areas to focus on are the town center, Commercial Avenue, Main Street, Glencoe Road mixed use corridor, western redevelopment opportunity area, and mixed use nodes and centers of new neighborhoods.
- The need to expand the urban growth boundary may be delayed if proposed redevelopment strategies are successful.
- There was agreement that the City of North Plains, Washington County, and Metro should consider using intergovernmental agreements (IGAs) to establish areas of mutual interest, and coordination procedures for carrying out the study recommendations. IGAs are not intended to compromise the autonomy of any jurisdiction, or to allow one party to impose its will on another. Potential topical areas for IGAs are discussed in the Implementation chapter of this report.

*“The preferred growth direction outside the city is to the north and east.”*

### *Recognize the Need for Urban Expansion, and Plan Accordingly*

- The study concludes as much as 100 acres outside the city may be needed to accommodate new housing, parks, and public/institutional uses during the next 20 years.
- Commercial or industrial land needs are based upon floor-area ratios of 0.4 for commercial lands and 0.3 for industrial lands. Additional land may be needed if sustained development falls short of these ratios.
- Any new development outside the city should be planned in complete neighborhoods, either singularly or in conjunction with adjacent areas.

- The preferred growth direction outside the city is to the north and east, as shown on the Town Plan.
- The preferred growth direction assumes a case can be made for not including “exception” lands (located south of the city) in areas planned for urbanization. While this study initiates that case, consistent with statewide planning goals and town plan principles, further analysis is required to perfect the case.

*“The study revealed a range of citizens’ concerns with the 2040 forecast (7,600 residents).”*

### **Points of Concern and Issues for Further Study**

The town plan was unanimously approved by the PAC after public comment, with the following key concerns and refinements noted:

#### ***Population Forecast***

- The 2040 population forecast should be reviewed for consistency with county-wide analysis, and acceptance by the North Plains area community. The study revealed a range of citizens’ concerns with the 2040 analysis (7,600 residents). While some PAC members viewed the forecast as being too low, others felt that it may be too high. Representatives of CPO #8 and others expressed that the forecast would make North Plains too large, resulting in unacceptable impacts to agricultural lands.

Washington County did support the study’s 2015 population projection (3,000 residents), but did not agree to the study’s 2040 population projection (7,600 residents). The County is concerned that regional discussions to date do not provide sufficient technical and policy basis to allocate population beyond the year 2017.

#### ***Statewide Goal Compliance***

- Complete statewide goal findings must be made to amend the city’s comprehensive plan. A key concern is the conversion of agricultural lands to urban use.
- The amount of land needed for housing should be reviewed for compliance with new state statutes related to housing needs (ORS 197.296, also known as House Bill 2709). The study includes a preliminary analysis of housing needs.<sup>2</sup>

#### ***Highway 26***

- A key concern is the need for safety improvements at the intersection of Highway 26 and Jackson School Road.

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<sup>2</sup>See also, the PAC meeting minutes from June 3, 1997, (Technical Appendix), for a summary of related concerns.

# Major Findings and Conclusions

*Continued*

## ***Pacific Avenue***

- The feasibility of extending Pacific Avenue to the east, as envisioned by the Town Plan, should be evaluated for environmental impacts and cost. This is an important connection and part of the rationale for selecting an eastern growth direction. If a street proves to be infeasible, a pedestrian and bicycle connection should be evaluated.

*“There was a high level of citizen interest and participation in the study.”*

## ***Property Owner Support***

- Some property owners on the city's fringe expressed that they do not want to be included in future urbanization plans.

## ***Town Plan Refinements***

- The alternatives analysis describes refinements to the Town Plan map recommended by the PAC, after public comment. Key issues to consider include the size and configuration of remnant farm lands, and proximity of development to Jackson School Road to the east and Pumpkin Ridge Golf Club to the north.

## ***Summary of Citizen Comments***

There was a high level of citizen interest and participation in the study. This included a wide spectrum of issues and perspectives. The following comments are selected examples of those issues and perspectives. Other comments are captured in the minutes of the PAC meetings and Technical Appendix to this report.

- The study's population projections are too high.
- The city's existing character and density should be kept.
- Plan for growth to the south, because there is a market opportunity and state law requires it.
- Do not plan for growth to the south, because the airport would need to be eliminated. State law does not require growing south — the city has discretion to consider other directions.
- Revise the Town Plan to provide greater separation from the golf course and avoid leaving remnants of unusable farm land.
- Developers should pick up the full cost of growth.
- A primary land owner to the east is not interested in being part of the future growth area.
- Minimize or eliminate impacts to farmlands.

*Section 3 — Existing and Future  
Conditions*

# Existing and Future Conditions

## Population and Employment

North Plains has approximately 800 jobs and 1,800 residents in 1997. The PAC adopted forecasts for employment and population growth through the years 2015 and 2040. The population analysis was based on a review of growth in comparable cities. The employment forecast was based on the Neighbor City principle that there should be a balance between new jobs and housing. Tables summarizing the forecasts are provided below.

*“The forecasts are for study purposes only.”*

It is important to emphasize that the forecasts are for study purposes only. As part of North Plains' comprehensive plan update, the City will need to coordinate its population forecast with Washington County, to ensure consistency with the county-wide and Metro forecasts. Some participants expressed concern with the projections. Please see the Major Findings and Conclusions section.

## Population Forecast

| <i>Year</i>              | <i>Population</i> | <i>Annual % Increase</i> |
|--------------------------|-------------------|--------------------------|
| 1990                     | 972               | --                       |
| 2015                     | 3,000             | 4.6%                     |
| 2040 (25-year increment) | 7,600             | 3.8%                     |
| 2040 (50-year total)     | 7,600             | 4.2%                     |

*Note:* 1990 is used as a base year to maintain consistency with the benchmark year used in other Neighbor cities. The current North Plains population estimate is 1,800 (PSU Center for Population and Census, June 1996; adapted based on building permit counts in 1996-1997). The North Plains Comprehensive Plan projects 4.5 percent annual growth over twenty years.

| <b>Table 3<br/>Population Growth in Comparable Cities</b> |                            |                            |                                 |                              |
|---|----------------------------|----------------------------|---------------------------------|------------------------------|
| <i>City</i>   | <i>1960<br/>Population</i> | <i>1990<br/>Population</i> | <i>1960-1990<br/>% Increase</i> | <i>Annual<br/>% Increase</i> |
| Canby   | 2,168                      | 8,963                      | 314%                            | 4.65%                        |
| Newberg   | 4,204                      | 13,086                     | 211%                            | 3.86%                        |
| Sandy   | 1,147                      | 4,152                      | 262%                            | 4.36%                        |
| Woodburn  | 3,120                      | 13,404                     | 330%                            | 4.96%                        |
| AVERAGES*   | 2,660                      | 9,901                      | 279%                            | 4.46%                        |

\*Averages calculated independently for each column.

The four cities in Table 3 provide a reasonable basis for projecting growth for study purposes in North Plains due to the following:

- The cities are all located in close proximity to metro Portland, but are outside of the Metro Urban Growth Boundary.
- All of the cities experienced some degree of spillover growth from the metro area.
- All are located along state highways. Sandy, Canby, and Newberg are distant from the economic influence of the interstate highways, as is North Plains.
- All had a resource-based economy at the beginning of the growth period, with economic transition and diversification occurring over time.
- The cities represent a range of growth scenarios for "small" cities; i.e., the 1960 population average for all four cities is reasonably close to North Plains' current population (1,470).
- The forecast does not exceed Washington County's controlled total for traffic analysis zones in the North Plains area.

### ***Employment Forecast***

| <b>Table 4<br/>North Plains Population and Employment Forecast</b> |                             |  |   |   |
|--|-----------------------------|--|---|---|
| <b>Year</b>  | <b>Total<br/>Population</b> | <b>Households at<br/>2.5 Persons<br/>per Household</b> | <b>Employment at<br/>1.2 Jobs per<br/>Household</b> | <b>Employ-<br/>ment<br/>Projection*</b> |
| 1996   | 1,470                       | NA   | NA  | NA                                      |
| 2015   | 3,000                       | 1,200  | 1,440   | 1,418                                   |
| 2040   | 7,600                       | 3,040  | 3,648   | 3,662                                   |

The employment projection assumes convergence of trends such that North Plains reflects State of Oregon projected averages or labor force and employment participation, both of which are determined based on population. (Source: Leland Consulting Group, 1996)

## Existing and Future Conditions

*Continued*

The employment forecast provides a balance between new jobs and housing in North Plains equal to 1.2 jobs per household. This is consistent with intent to provide an opportunity for local jobs to minimize long-distance commuting.

### **Land Needs**

A land needs analysis was prepared to project the residential, commercial, institutional, and industrial acreages required to accommodate forecast growth. The following projections were used as a guide in making the town plan.

#### ***Residential Lands***

##### *Housing Density*

New residential development is projected at 8.4 units per net buildable acre, within and outside of the city (see *Alternatives Analysis* for further information on density).

##### *Occupancy*

An average of 2.5 persons per household, consistent with Washington County projections.

##### *Housing Types*

A minimum of 50 percent of future housing will be attached housing (e.g., multifamily and/or attached single family).

##### *Underbuild*

Land will be used at an average of 80 percent of planned density, with the opportunity to develop at 100 percent.

##### *Vacancy*

Built housing will maintain an average of five percent vacancy.

#### ***Institutional Uses***

The study provided for up to 20 acres of institutional uses, such as churches and miscellaneous public uses (e.g., fire hall or road maintenance facilities).

*“New residential development is projected at 8.4 units per net buildable acre.”*

### ***Parks and Open Space***

*Neighborhood Parks* — Two acres per 1,000 population. Each park to contain two to five acres, with an opportunity to co-locate one park with a new elementary school.

*Community Park* — One 20-acre community park.

*Natural Areas* — Designation of stream corridors and flood plains as open space.

### ***Schools***

One new elementary school on 10 acres, as estimated by Hillsboro School District. Assumes additional capacity (200 students) at existing school.

### ***Commercial and Industrial Floor Area Ratios***

Office: 0.50 FAR  
Retail/Service: 0.40 FAR  
Industrial: 0.30 FAR

### **Buildable Lands Inside the City**

#### ***Residential Lands***

The following table summarizes the city's capacity for new housing in 1997, based on four density alternatives. The purpose of evaluating the alternative densities inside the city was to look at the implications for overall land needs outside the city.

# Existing and Future Conditions

Continued

| Table 5<br>Housing Capacity Inside the City of North Plains   |           |                |                            |
|---|-----------|----------------|----------------------------|
|   | Net Acres | Housing Units* | Density (units/net acre)   |
| <b>Existing Housing in City</b><br>(as of June 1997)  | 106.3     | 580            | 5.5<br><i>current</i>      |
| <b>Vacant Land and Infill Capacity</b>  |           |                |                            |
| Base Case - Existing Zones:   |           |                |                            |
| R-2.5   | 10.1      | 158            |                            |
| R-5   | 16.2      | 127            |                            |
| R-7.5   | 12.4      | 65             |                            |
| R-10  | 5.0       | 20             |                            |
| Totals  | 43.7      | 370            | 8.4<br><i>max. density</i> |
| Study of Alternative Densities:   |           |                |                            |
| Low Density   | 43.7      | 262            | 6.0                        |
| Moderate Compact  | 43.7      | 350            | 8.0                        |
| Intensive   | 43.7      | 437            | 10.0                       |
| Balanced Alt. (same density as permitted by current plan)   | 43.7      | 370            | 8.4                        |
| <b>Redevelopment Capacity</b><br>(based on prelim. study of assessment data; existing units subtracted) | 4.0       | 27             | 8.4                        |
| <b>PAC Approved Minimum Housing Capacity Inside City</b>  |           |                |                            |
| Low buildout (20% underbuild)   |           | 318            | 7.3                        |
| High buildout (0% underbuild)   |           | 397            | 8.4                        |

*“Housing capacity in the city is estimated at 318 to 397 dwelling units.”*

Based on the PAC's review of a density study prepared by Otak and citizen comments, the committee approved a mid-range density target of 8.4 units per net acre for new housing inside the city. This recommendation is consistent with the housing densities already planned for the remaining vacant lands inside the city. The PAC found that the mid-range density scenario would increase the overall density of housing inside the city (from 5.5 units per net acre to approximately 6.5 units per net acre), while maintaining compatibility with existing neighborhoods. The PAC reserved the option of recommending changes in zoning to encourage further redevelopment in key locations. The PAC's approval was also

contingent upon overall compliance with housing type and cost requirements of ORS 197.296 (HB 2709).

***Industrial Lands***

There is a total of 39 acres of vacant and underutilized industrial land within the city. This is sufficient to accommodate the projected need for industrial lands through the year 2040 (with 6 acres surplus) based on the employment forecast and an average FAR of 0.30.

***Commercial Lands***

There is a total of 19 acres of vacant and underutilized commercial land within the city. This is sufficient to accommodate approximately 39 percent of the projected need for commercial lands through the year 2040, based on the employment forecast and an average FAR of 0.40 to 0.50. An additional 30 gross acres is needed.

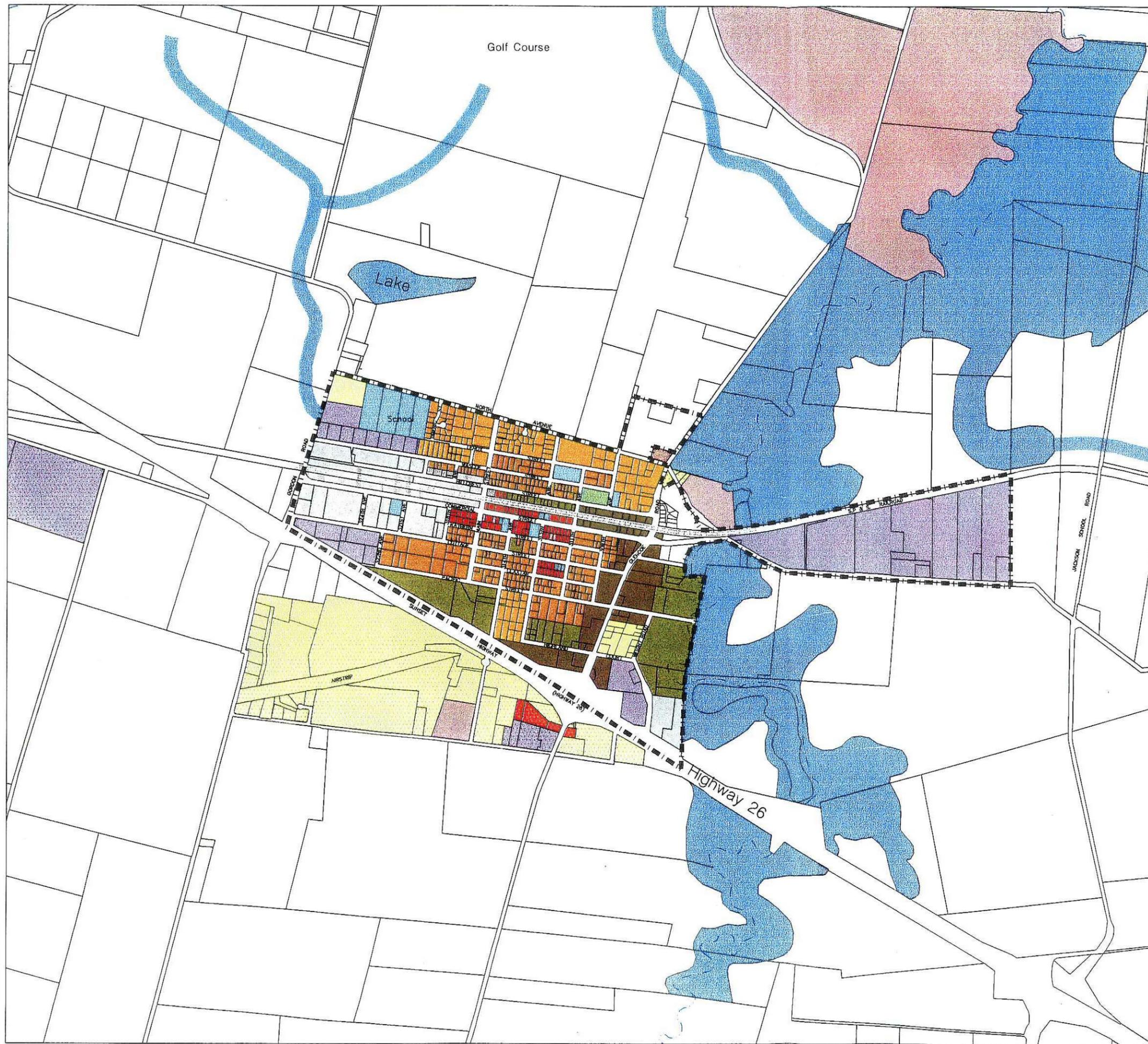
***Lands for Parks, Schools, and Institutional Uses***

There is no vacant or underutilized land within the city that is designated for parks, schools, or other institutional uses. Any vacant residential lands used for these purposes would result in less land available for housing. A total of 65 gross acres is needed for one new community park (20 acres), four to six new neighborhood parks (12 acres), one new elementary school (10 acres), and other institutional uses (23 acres), including streets.

***Land Needs Outside the City***

Using the in-city analysis, the PAC determined how much land outside the city would be needed to accommodate the balance of population and employment growth through the years 2015 and 2040. The amount of land needed outside the city equals the total land needed for all uses minus the supply of buildable lands inside the city.

*“Based on the study’s assumptions, 500 acres of lands are needed for growth to the year 2040.”*



Legend:

- Low Density Residential
- Medium/Low Density Residential
- Medium/High Density Residential
- High Density Residential
- General Commercial
- Highway Commercial
- Light Industrial
- General Industrial
- Community Service
- Historic/ Cultural Resource
- Parks/ Open Space
- Rural Residential
- Rural Commercial
- Rural Industrial
- Rural Agricultural
- Rural Forest and Conservation
- Water Areas and Flood Plains
- City Limits/ Urban Growth Boundary
- Waterways

# North Plains Neighboring Cities Study

Comprehensive Plan Designations

Not to Scale

Revised July 28, 1997



Sources: City of North Plains  
Comprehensive Plan &  
Washington County Rural  
Natural Resource Plan





Legend:

- Single Family Vacant
- Single Family Under Utilized
- Single Family Under Development/Construction
- Multi Family Vacant
- Multi Family Under Utilized
- Multi Family Under Development/Construction
- Commercial Vacant
- Commercial Under Utilized
- Commercial Under Development/Construction
- Industrial Vacant
- Industrial Under Utilized
- Industrial Under Development/Construction
- Potential Redevelopment Areas
- Park
- Flood Plains
- Waterways
- City Limits/ Urban Growth Boundary

# North Plains Neighboring Cities Study

## Vacant Lands Inventory

Not to Scale

November, 1996  
Revised May, 1997  
Revised July, 1997



Existing and Future Conditions  
Continued

*“Most of the land needed outside the city through the year 2040 is for new housing (406 acres).”*

| <b>Table 6<br/>Land Needs Outside the Current City Limits</b> |             |             |
|---|-------------|-------------|
|   | <b>2015</b> | <b>2040</b> |
| <b>Residential Lands</b>                                      |             |             |
| Net acres   | 40          | 270         |
| Gross acres*  | 50          | 338         |
| <b>Gross with underbuild (20%)</b>                            | <b>60</b>   | <b>406</b>  |
| <b>Commercial Lands<br/>(gross acres)</b>                     |             |             |
|   | <b>0</b>    | <b>30</b>   |
| <b>Industrial Lands**<br/>(gross acres)</b>                   |             |             |
|   | <b>(25)</b> | <b>(6)</b>  |
| <b>Public and Institutional Lands</b>                         |             |             |
| Neighborhood Parks (net acres)                                | 3           | 12          |
| Community Parks (net acres)                                   | 20          | 20          |
| Elementary School (net acres)                                 | 0           | 10          |
| Other Institutional Uses (net acres)                          | 10          | 10          |
| <b>Total Net Acres</b>  | <b>33</b>   | <b>52</b>   |
| <b>Gross Acres</b>  | <b>41</b>   | <b>65</b>   |
| <b>Total Land Needs***</b>                                    | <b>101</b>  | <b>500</b>  |

?

p18

\*Gross acres equals net acres, plus an average of 20 percent of site area for streets.

\*\*The surplus industrial land is reserved as a contingency (i.e., it is not deducted from total land needs). Due to the relatively high floor area ratios used for the study (average of 0.30 FAR), the surplus lands may be needed for industry if the city attracts more land intensive uses. Some of this land could also be designated for mixed-use employment adjacent to the town center; however, there is no sound method for projecting redevelopment in this area.

\*\*\*May not add up due to rounding.

As shown by Table 6, most of the land needed outside the city through the year 2040 is for new housing (406 acres).

Approximately 30 acres is needed for commercial uses. Land for parks, schools, and other institutional uses comprises the balance of land needed outside the city (65 acres). Currently, there is sufficient buildable land within the city to accommodate future industrial development.

***Key Issues Related to the Land Needs Projection***

The PAC approved the land needs projections for study purposes only. The committee made the following cautions with regard to using the projections in future planning:

***Match Housing Needs to Employment Forecast***

Some PAC members recommended increasing housing densities beyond the approved 8.4 unit/net acre target to more closely match incomes that are likely to be associated with local employment opportunities. By increasing the density of housing, potentially the city could provide a greater variety of housing types. The housing densities approved by the PAC provide the following potential distribution of housing types:

| <b>Table 7<br/>Potential Housing Type Distribution</b> |  |
|--|--|
| <b><i>Percent of Units</i></b>                         | <b><i>Type of Units</i></b>  |
| 20%  | High Density - apartments and condos (14-20 units/acre)  |
| 40%  | Medium Density - apartments, condos, townhomes, and small single family lots (7-14 units/net acre) |
| 40%  | Low Density - single family detached houses (5-7 units/net acre)                                   |

\* Average density equals 8.4 units per net acre.

While a range of housing can be provided by the above distribution, a preliminary analysis of projected employment incomes and housing needs found that an average density of 10 units per net acre more closely approximates the projected housing needs for new employment (see the Technical Appendix). The analysis assumed that the employment profile in North Plains would generally match the county-wide profile. A different set of assumptions could change the income projections, and result in different housing needs.

***Plan for Housing Densities Comparable to Other Small Communities***

Some committee members expressed the view that North Plains should plan for housing densities comparable to other small communities. This view was supported by a majority of citizens

## Existing and Future Conditions

*Continued*

attending a public open house. Cities within Metro's urban growth boundary such as Sherwood, Cornelius, and Durham historically were required to plan for a minimum overall density of six units per net acre (OAR 660-07-035). These communities may be updating their plans for greater densities to implement Metro's Region 2040 Plan.

It should be noted that citizens and PAC members had different reasons for supporting lower densities. The citizens who commented in favor of lower densities also felt that the 2040 population forecast was too high. Some PAC members supported lower densities as a means of including more land inside an urban reserve.

### *Need for Ongoing Monitoring of Commercial and Industrial Land Absorption*

Different types of industry consume land differently. The study forecasts assume relatively high floor area ratios for commercial and industrial development (e.g., 0.30-0.50 FAR). On the low side, 0.30 FAR is typical of contemporary business parks with surface parking and extensive landscaping. On the high side, 0.50 is typical of two-story retail/office or mixed-use buildings in a town center. While there is more industrial land inside the city than is needed through the year 2040 based on the 0.30 FAR assumption, this gap could close, or become a deficit, should the city absorb more land-extensive uses such as heavy industry or large retail stores.

### *Population and Employment Forecast is for Study Purposes Only*

The population and employment forecasts were adopted *for study purposes only*. It is important to note that they are subject to refinement as the city updates its comprehensive plan in coordination with Washington County. Any change to the population forecast would change the amount of land needed outside the city. Likewise, the City of North Plains could adopt an economic development strategy that results in more or less employment, or different types of employment, than was forecast for the study.

While some PAC members felt that the 2040 population forecast (7,600 persons) was too low, others expressed that it may be too

high. The majority of citizens attending a public open house, and others who commented during the study process, thought that the forecast was too high due to concerns about farm land preservation, and a desire to retain the "small town character" of North Plains. Ultimately, the City will need to coordinate its forecast with Washington County to ensure consistency with county-wide and Metro area forecasts.

*Comply With State Statutes Related to Population Projections, Housing Densities, and Housing Needs*

Oregon Revised Statute 197.296 (also known as House Bill 2709) will have a direct bearing on how North Plains projects future growth and accommodates that growth through infill development and expansion of its urban growth boundary. In part, this statute requires the City to coordinate its population projection with Washington County, evaluate historical development patterns, and "conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years." A determination that greater housing densities (i.e., a greater proportion of attached and small lot housing) are needed, above those projected by this study, would reduce the amount of land needed outside the city. This analysis must be conducted prior to any urban growth boundary expansion as part of the City's comprehensive plan update.

*Section 4 — Alternatives Analysis*

## Alternatives Analysis

This chapter describes the alternatives evaluation for the study. The PAC evaluated different *density alternatives* to provide for compact urban growth, as well as different geographic directions for growth.

### Evaluation Criteria

*“This study examined plan alternatives for development inside, as well as outside, the existing city limits.”*

- Sense of Place
- Housing Variety
- Orderly and Efficient Public Facilities and Services
- Balanced Transportation System
- Town Center
- Compact Growth
- Farm Land Preservation
- Separation from the Metro Area
- Highway 26 Green Corridor
- Open Space and Conservation
- Urban and Rural Land Separation
- Economic Diversity

### Balanced Density Alternative

This study examined plan alternatives for development inside, as well as outside, the existing city limits. The Policy Advisory Committee first considered potential development of vacant and underutilized land inside the city, under four density scenarios:

| <i>Alternative</i>           | <i>Density</i>                | <i>Housing Units*</i> |
|------------------------------|-------------------------------|-----------------------|
| Low Density                  | 6 units per net acre          | 262                   |
| Moderate Compact             | 8 units per net acre          | 350                   |
| Intensive Compact            | 10 units per net acre         | 437                   |
| <b>Balanced Density Alt.</b> | <b>8.4 units per net acre</b> | <b>370</b>            |

\*Does not include redevelopment potential, and does not account for underbuilding of planned density (see Table 5).

Based on the results of a residential infill study and citizen comments, the PAC approved a mid-range density standard of 8.4 units per net buildable acre. The “balanced density” alternative reflects the housing densities already planned for the remaining

*“There was consensus that North Plains should plan for the revitalization of its town center.”*

vacant lands inside the city.<sup>3</sup> It results in a slight increase over historical development patterns (5.5 units/net acre), while providing additional housing capacity through zone changes for key sites. The PAC approved the 8.4 units/net acre average density, subject to the city implementing a redevelopment strategy. Specific concerns related to the density assumption (e.g. potential for underbuild) are reflected in the PAC meeting minutes of June 3, 1997 (Technical Appendix).

### **Redevelopment Strategy**

There was consensus among PAC members and the community that North Plains should plan for the revitalization of its town center. In fact, the City’s vision statement already endorses this concept. The PAC reaffirmed the notion that the town center should provide a focal point for civic life, as well as a vibrant business district for residents, workers, and other visitors. The PAC also agreed that the town center should provide an opportunity for additional housing close to services. As a means of encouraging the revitalization of this area, the committee approved a redevelopment strategy with the following elements:

- Comprehensive plan policies supporting redevelopment near the town center and in other appropriate locations
- Map redevelopment opportunity sites where mixed use and intensification of land use would be encouraged
- Land use code amendments allowing mixed-use development
- Policy requiring evaluation of how much redevelopment is occurring at the time of a proposed urban growth boundary expansion, and during the state-mandated periodic review of the comprehensive plan

The City of North Plains could implement this strategy with minor modifications to its comprehensive plan and implementing ordinances. The PAC’s purpose in recommending the strategy was to identify a simple tool that North Plains could use to promote infill development, and mitigate the need to expand its urban growth boundary. Other, more aggressive tools besides zoning are available to encourage redevelopment. However, a complete evaluation of economic development tools (e.g., redevelopment authority, land assembly, tax increment financing, land banking/write-downs, etc.) was beyond the scope of this study.

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<sup>3</sup>More information on housing capacity and densities is provided in the *Existing and Future Conditions* chapter.

## **Growth Direction: North/East**

Due to strong market demands for housing in North Plains, and active participation in the study by interested property owners, the PAC analyzed potential growth directions outside the city in five steps:

- Evaluation of study areas
- Development and evaluation of growth concepts
- Selection of a preferred growth concept
- Evaluation of the North/East preferred alternative against a comparison case to the south
- Reaffirmation of the North/East town plan

*“The evaluation concluded that the south area was least consistent with the criteria.”*

### **Step 1 — Study Areas**

An evaluation of four preliminary study areas (North, East, South, West) found that, on balance, development north of the existing city limits would be most consistent with the twelve study evaluation criteria. Key strengths of the north area are the potential for good integration with the existing city street system and the town center, minimal impact to natural resource areas, a lake as a potential park amenity, proximity to an existing elementary school, and serviceability with urban infrastructure (see Technical Appendix - Section 3 for a full evaluation). The north area was followed by the east and west areas which were almost equal in terms of compliance with the criteria.

The evaluation concluded that the south area was least consistent with the criteria. The central reason was the fact that the area is separated from the rest of the city by Highway 26. The evaluation found the separation did not contribute to a desirable “sense of place” and did not reinforce the town center at Main Street and Commercial Avenue. The southern area is also isolated from the community in terms of access. There are only two connections (Glencoe Road and Gordon Road) and both are freeway overpasses. The evaluation found that there was poor access to the city for all modes of travel and that a new signal would be required on Glencoe Road. Primarily because of these reasons, together with having the lowest overall score of the four study areas, the South area was not carried into the alternative growth concepts phase.

### ***Step 2 — Alternative Growth Concepts***

From the results of the study areas evaluation, and a design charette with property owners, four preliminary growth concepts were prepared (North, West/North, North/East, West/North/East). The growth concepts provide skeletal forms (i.e., growth boundaries, number and general location of schools and parks, potential street connection) for potential town plan alternatives. The same twelve evaluation criteria that were applied to the study areas were also applied to the growth concepts.

### ***Step 3 — Selection of the Preferred Growth Concept***

Evaluation scores were prepared by the consultants and Technical Advisory Committee for each of the growth concepts according to the study evaluation criteria. These scores favored the North and North/West growth concepts for the same reasons as described above in Step 1 (good integration with the community, balanced transportation, minimal impact to natural areas, proximity to the school, and serviceability). The consultant and TAC evaluation was presented to the committee with discussion of both the facts and the interpretive/subjective nature of several key criteria.

Public comment to the PAC focused primarily two areas: (1) why the South area should be further considered and added to a preferred alternative; and (2) why the North/East concept should be selected as the preferred alternative for a town plan. The committee discussed the southern area and directed staff to seek further information about exceptions lands south of the highway. This direction was an acknowledgment that statewide planning goal issues associated with the growth concept selection were important and that further "due diligence" work was needed. The southern area (in combination with areas to the North, West and East to comprise the total 500-acre land need) was to be evaluated as a "comparison case" to the preferred alternative.

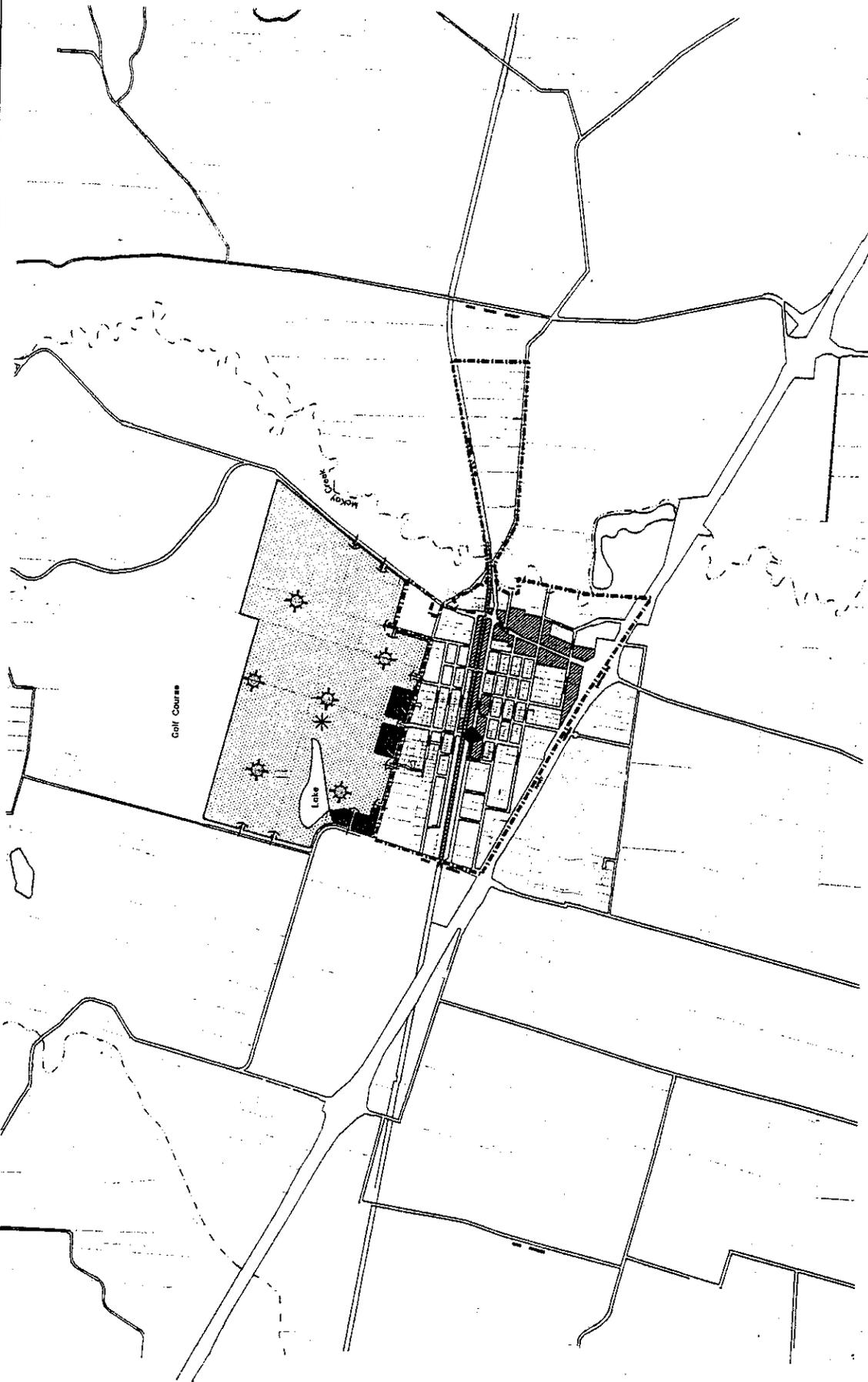
Public comment on the North/East concept presented a case which was ultimately persuasive to the PAC. The key points were that the North/East area:

*Reinforces the City's Historical Growth Pattern* — north of the town center, and along West Union Road. The plan promotes a sense of place by providing residential neighborhoods near existing and future employment centers, and in proximity to the town center. Development to the north provides a direct connection to Main Street and existing residential neighborhoods north of Commercial Avenue.



**Spatial Analysis 2040 Land Need**  
 (North, East, South and West Study Areas)

otak



**Legend**

- \* New School
- ⊙ New Park
- ↔ Potential Access
- ⊞ PDM
- New Commercial
- ◆ Team Center
- ▨ Commercial Street-Use Corridor
- All locations are approximate

0' 500' 1000' 2000'

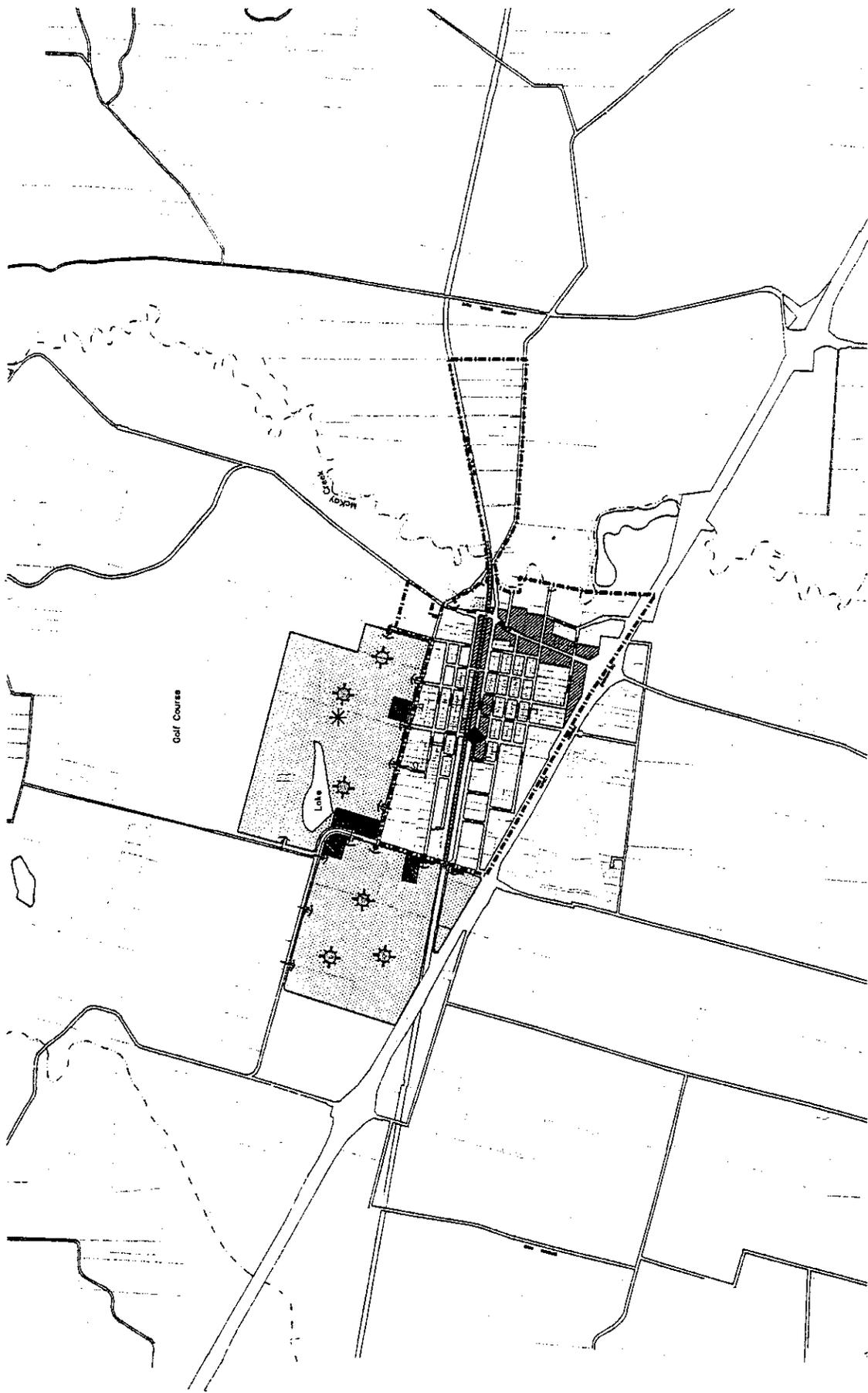
28 May 1997

0' 100'

# Preliminary Growth Concept 1- North

8.4 units/ac (net)

North Plains  
Neighbor City Study



- Legend**
- \* New School
  - ⊕ New Park
  - ⌒ Potential Access Point
  - New Commercial
  - ◆ Town Center
  - ▨ Commercial Street-Use Corridors
  - All locations are approximate



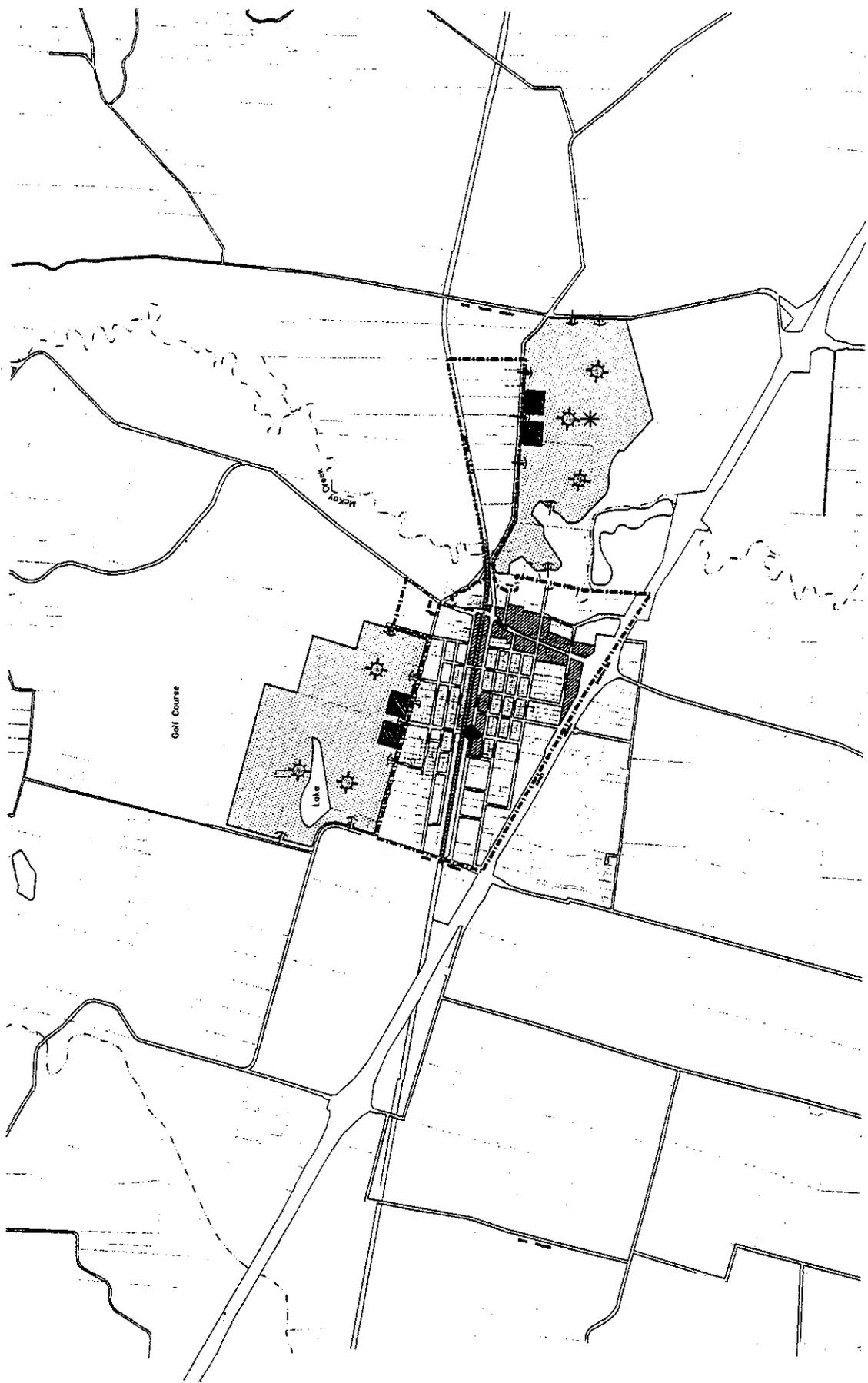
28 May 1997

# Preliminary Growth Concept 2- North/West

8.4 units/ac (net)

North Plains  
Neighbor City Study

Preliminary Growth Concept 3: North/East  
8.4 units/ac (net)



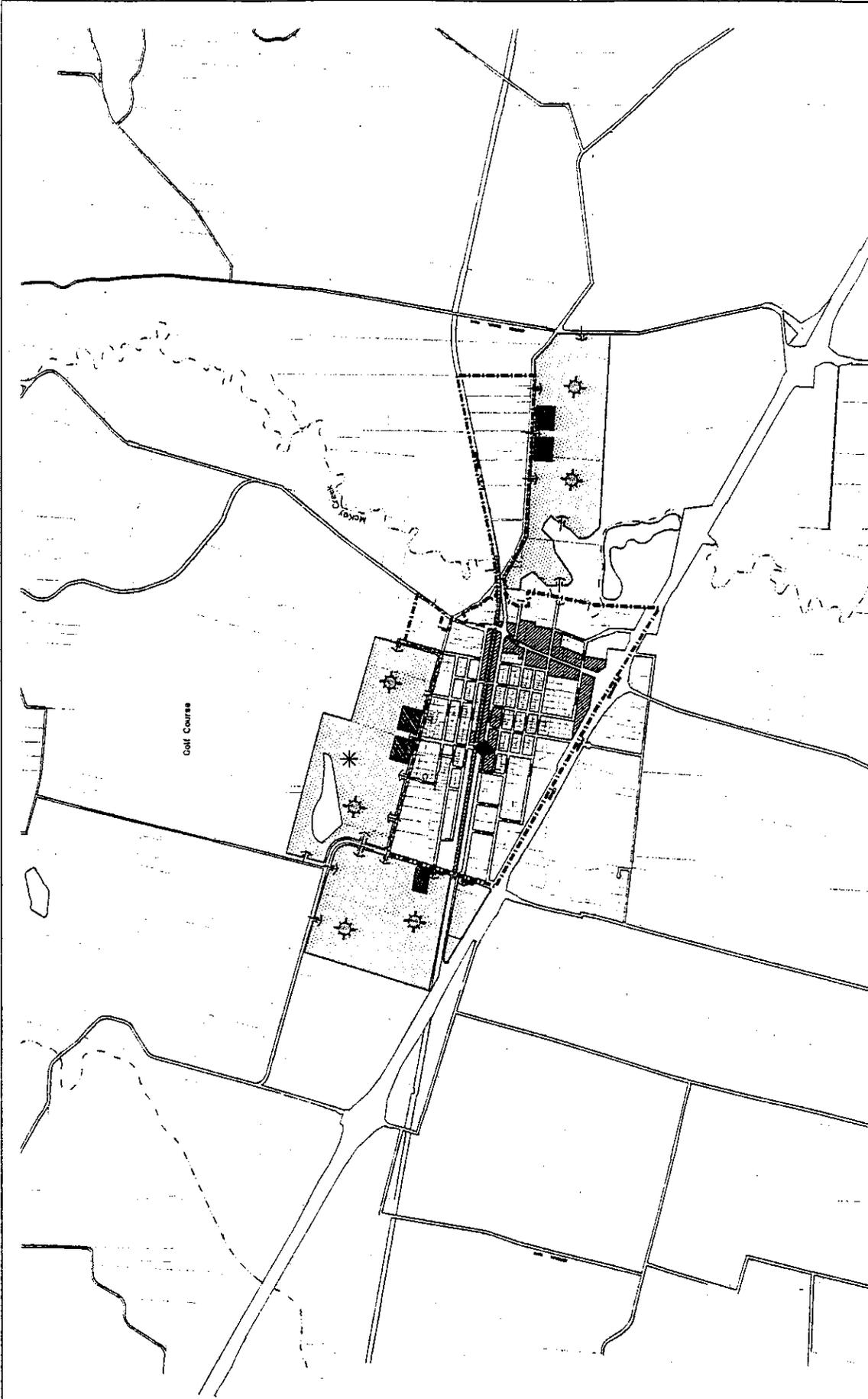
**Legend**

- \* New School
- ⊙ New Park
- ⊙ Potential Access Point
- ⬇ New Commercial
- ◆ Town Center
- ▨ Commercial/ Mixed-Use Corridors
- All buildings are approachable

0' 500' 1000' 2000'

US Acres

28 May 1997



otak

**Legend**

- \* New School
- ⊙ New Park
- ⌒ Potential Access Point
- New Commercial
- ◆ Town Center
- ▨ Commercial/ Mixed-Use Corridor
- All locations are approximate

0' 500' 1000' 2000'

0 10 20 Acres

28 May 1997

### Preliminary Growth Concept 4: West/North/East

8.4 units/ac (net)

*“The PAC selected the North/East concept as the preferred alternative.”*

*Supports Transportation and Economic Diversification Objectives* — by linking jobs and housing along West Union Road. The plan also meets local circulation needs by providing several connections to the existing street system along North Avenue.

*Enhancement of McKay Creek* — With proper site planning and land use controls, McKay Creek will be protected and enhanced. A park and natural area along McKay Creek could provide a unifying feature for new and established areas of the city.

*Orderly and Efficient Delivery of Utilities* — The North/East alternative is superior to other alternatives because of the recent commitment to serve the north side of West Union Road with water and sewer mainlines. The North/East alternative requires less sanitary mainline replacements as compared to other alternatives, and it allows for extension of a dead-end water main into a looped water system.

*Least Impact to Prime Farm Land* — The North/East alternative contains the least amount of prime farm land, and results in better compatibility between urban and rural areas as compared to the North/West and West/North/East alternatives.

*Supports Commercial Development along Glencoe Road* — The North/East alternative supports future commercial development along Glencoe Road by balancing residential neighborhoods on two sides of the road corridor. A future extension of Pacific Avenue, and improvements to West Union Road, will increase access to the corridor and further support commercial development.

The PAC selected the North/East concept as the preferred alternative. This decision was based on a written poll that asked the PAC voting members for first, second, and third choices on the North, North/West, North/East, and North/West/East growth concepts. The North/East concept received the most first and second place votes in the poll. See Technical Appendix Section 3 for the poll results. As described above, the decision was premised on further evaluation of a comparison case that evaluated the southern area.

#### ***Step 4 — Evaluation of the North/East Framework Plan and South Area Comparison Case***

The PAC approved the North/East growth concept for preparation of a draft town plan, subject to review of a “comparison case” plan to include exception lands south of Highway 26. This alternative was evaluated in response to public comment and requests by two

# Alternatives Analysis

*Continued*

property owners in the subject area. It was intended to provide a reasonable basis for comparing the North/East alternative to a scenario which includes all exceptions lands contiguous to the city, as may be required to demonstrate compliance with Statewide Planning Goal 14 (Urbanization). The comparison case comprised approximately 150 acres (including some EFU lands) south of the highway, with the balance of land needs (350 acres) distributed evenly between the west, north, and east study areas.

## ***Step 5 — Reaffirmation of North/East Town Plan***

The North/East preferred alternative was evaluated against the South area comparison case using the study criteria. After public input, the PAC unanimously reaffirmed the North/East growth direction with the following key concerns and refinements noted for the town plan:

### ***Key Concerns***

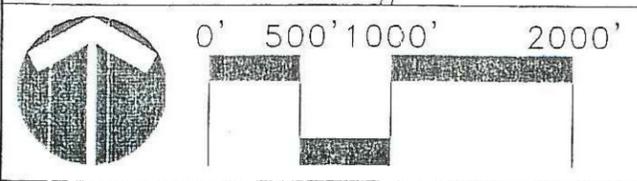
1. The 2040 population projection for North Plains should be reviewed for consistency with county-wide forecasts, and acceptance at the local level.

The PAC emphasized that the 2040 forecast is for study purposes only, and that the City should not use the 7,600 population target for designating an urban reserve until Washington County's concerns are addressed.

2. The amount of land needed for housing should be reviewed for compliance with state statutes related to housing needs.

Oregon Revised Statute 197.296 (also known as House Bill 2709) will have a direct bearing on how North Plains projects future growth, and accommodates that growth through infill development and expansion of its urban growth boundary. The Neighbor City Study provides a preliminary evaluation of housing needs which should be reviewed for compliance with state law.

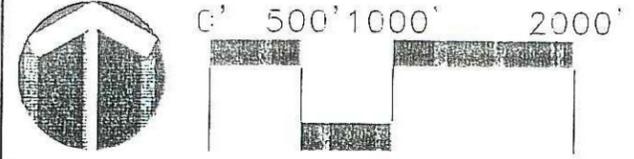
3. Safety problems at the intersection of Jackson School Road and Highway 26 will need to be addressed with or without growth in North Plains. ODOT has identified this intersection as a priority for safety improvements in the Draft Highway 26 Corridor Plan.



# Preliminary Town Plan South

Framework Plan  
8.4 units/ac (net)

North Plains  
Neighbor City Study



### Preliminary Town Plan East/North

Framework Plan  
8.4 units/ac (net)

North Plains  
Neighbor City Study

## Alternatives Analysis

*Continued*

4. The feasibility of extending Pacific Avenue should be evaluated for environmental impacts and cost.

In this study, full urbanization of the east growth area is assumed to include extension of Pacific Avenue to the east across McKay Creek to improve traffic circulation, and relieve potential congestion at the intersection of Glencoe Road and West Union Road. The feasibility of this improvement is unknown because of the potential environmental impacts of crossing McKay Creek, opposition from a property owner adjacent to the city limits, and the cost of constructing the road. The City of North Plains has indicated that developers of land to the east would be required to finance this improvement. Extension of Pacific Avenue is a critical connection for pedestrian and bicycle access. It is a less critical, but still important connection for auto access.

*“Findings must be made to address all applicable statewide planning goals.”*

5. Opposition from property owners.

While owners of the majority of land to the east participated in the study and expressed an interest in development, another property owner who owns a dairy farm and controls over one hundred acres of land adjacent to the city expressed opposition to growth in his direction. The phasing of urban growth boundary expansion (i.e., a plan that first directs growth to the north) may be one alternative to address this concern. Another alternative would be to allow development to bypass the dairy farm along West Union Road. However this approach could result in conflicts between urban and agricultural activities (Statewide Planning Goal 14, factor 7).

6. Findings must be made to address all applicable statewide planning goals, particularly as related to the conversion of agricultural lands to urban use.

A key issue for the City of North Plains is whether it will decide to include exception lands south of Highway 26 in its plans for urbanization. Under Statewide Planning Goal 14, non-resource lands must be considered first when expanding urban growth boundaries. The south area or “comparison case” (as defined by

Gordon Road, Beach Road, and Highway 26) contains the only non-resource lands in all of the study areas. These are lands zoned Rural Residential (RR), Rural Industrial (R-I), Rural Commercial (R-C), and Agricultural/Forest (AF-5). Washington County has taken exceptions to Statewide Planning Goal 3 (Agriculture) to allow non-resource use within these districts.

*“The area south  
of Highway 26  
is unsuitable  
for planning a  
new  
neighborhood.”*

The PAC reviewed position papers and testimony presented by representatives of affected property owners as a preliminary review of goal compliance (see the Technical Appendix). The committee determined under advice from Department of Land Conservation and Development (DLCD) staff that potentially a case can be made for not including exception lands in North Plains' urban growth boundary.

While the City will need to make this judgement and provide findings sufficient to satisfy Statewide Planning Goal 14, the PAC indicated the following reasons for proposing North/East town plan without using exception lands:

a) Committed Lands

The area south of Highway 26 is unsuitable for planning a new neighborhood (i.e., one with a pedestrian-orientation and access to park and other civic features). Approximately 120 to 150 acres is recommended to plan a neighborhood. The exception lands south of the highway include close to this much gross land area; however, they include a patchwork of parcels committed to rural and semi-rural development such as an airport, grass seed mill, and rural residential uses. The size and configuration of these uses (particularly the diagonal orientation of the airfield) may prevent efficient urbanization of the South area. On the basis of public testimony, this area is not likely to redevelop.

These constraints have a direct bearing on compliance with Statewide Planning Goal 14, factors 1 and 2 (land needs), and factor 4 (land use efficiency). To demonstrate compliance, it is necessary to find that the subject area can reasonably provide for needed land uses. It is also necessary to demonstrate that inclusion of these lands would be consistent with the policy to maximize efficiency of land uses within and on the fringe of the urban area. The subject area would not meet these criteria if it is not suitable for housing at urban densities, or other needed land uses.

## Alternatives Analysis

*Continued*

### b) Airport Compatibility

Urban development to the south may not be compatible with the existing rural residential neighborhood and associated airport. Development adjacent to the airport could conflict with flight operations because of noise, and crash hazards. Due to the orientation of the airstrip, development of the area as a neighborhood would necessitate abandoning the facility, which is shared by over twenty property owners (many who own plane hangers abutting the airfield). The airport is licensed by the State, and subject to deed restrictions governing its use and maintenance. Abandoning the airport requires a majority vote of the property owners, and a vote may not occur more than once every ten years. The current property owners within Air Acres subdivision have expressed their desire to maintain use of the airfield.

This constraint has a direct bearing on compliance with Statewide Planning Goal 14, factors 1 and 2 (land needs), factor 4 (land use efficiency), and factor 5 (environmental, energy, economic, and social consequences - ESEE).

Designation of the airport for urban redevelopment may have adverse economic and social consequences because Air Acres property owners have expressed their interest in maintaining use of the airfield. Urban development adjacent to the airport could conflict with factor 5 because of noise impacts of flight operations and risk of plane crashes.

### c) Separation and Transportation Impacts

With development of a neighborhood south of the highway, residents would find themselves isolated from the rest of the North Plains community. Residents would need to travel north across the highway to visit friends, send children to school (if a school is not located south of the highway), access social and commercial services, and participate in other community activities. Pedestrian and bicycle travel between the south and north areas would be inconvenient because of out-of-direction travel. Even with roadway improvements, walking and bicycling would be unsafe at times, owing to high truck and automobile traffic volumes on Glencoe Road, particularly at the Highway 26 interchange. Development of the south area would also increase reliance on the Highway

*“The population and student projections for the study resulted in a need for one new elementary school.”*

26/Glencoe Road interchange for local trips and cause greater delays at the interchange, according to a preliminary analysis by Kittelson and Associates, Inc. (see the Technical Appendix). This problem could be more severe if land near the interchange is developed with commercial uses, and relatively less severe with industrial uses. Additional road or pedestrian crossings over Highway 26 may not be economically feasible given the limited number of trips that they would serve.

These limitations have a direct bearing on compliance with Statewide Planning Goal 14, factor 3 (orderly and economic provision of public facilities and services), and factor 5 (ESEE consequences). To comply with factor 3, it would be necessary to demonstrate that needed transportation facilities could be provided economically to serve the south area. Compliance with factor 5 would require findings that the energy, economic, and social consequences of travel between the north and south areas of the city would be positive or neutral.

d) Sanitary Sewer and Water Services

Provision of sanitary sewer and water services would require additional costs to serve the south area that would not be required to serve development north of the highway. For example, an additional water storage reservoir may be needed to serve the south area. Alternatively, the local distribution system would have to double-back across Highway 26 from a reservoir on the north side of the highway. Other costs include an additional sanitary sewer pump station to serve the south area, and line extensions to a proposed Unified Sewerage Agency trunk line east of the city (proposed to connect to USA's Rock Creek treatment plant). Such a connection would require extending sewer lines across resource lands to east of the planning area.

These constraints have a direct bearing on compliance with Statewide Planning Goal 14, factors 3 and 5. The potential energy and economic consequences of serving land south of the highway with sewer and water would need to be addressed to demonstrate goal compliance.

e) School Facilities

The population and student projections for the study resulted in a need for one new elementary school. A new school should be centrally located to serve new growth. The east growth area is the most reasonable place to locate a new school because of its geographic separation from the existing school

## Alternatives Analysis

*Continued*

on North Avenue. The need for bus transportation of students is minimized by locating a school north of the highway. Bus transportation would be required for all students residing in the south area under this scenario. Alternatively, a school could be located in the south area; however, this would result in more students in the north area dependent upon busing.

Statewide Planning Goal 14, factor 3 addresses the need to provide orderly and economic public services. Factor 5 addresses social and economic consequences of growth alternatives. To demonstrate consistency with these factors, it would be necessary to find that school services could be provided efficiently, and with minimal adverse social impacts.

### ***B. Refinements to the North/East Town Plan***

Based on public comment, the PAC commented that the following refinements to the town plan should be considered following the study:

1. Adjust growth area boundaries and block up land to avoid leaving usable remnants of agricultural land.

There was comment by some PAC members that remnant agricultural parcels to the north, between the proposed growth area and Pumpkin Ridge Golf Club, may be too small for continued farming. This could be addressed by providing greater separation between the urban area and golf club (e.g., by shifting the growth area to the south, and stretching it horizontally to meet Shadybrook Road to the east), *or* by closing the gap by shifting land from the east growth area to the north area.

These refinements are important considerations for the City's final determination of an urban reserve boundary. They affect neighborhood design *and* impacts to farming. Statewide Planning Goal 14 requires careful consideration of alternatives — the alternative configurations of the urban reserve boundary need to be addressed to fully comply with Statewide Planning Goal 14.

2. Consider shifting the north area commercial nodes.

The North area includes two commercial nodes. The larger one is located at the corner of North avenue and Old Pumpkin Ridge Road. This location was suggested by representatives for the North area because it is distant from the town center, could capture traffic going to the golf course, and could be potentially tied in with the lake. A logical alternative to this location is at the intersection of Main Street and North Avenue. This location has the advantage of being central to more of the northern growth area. A third option is to shift more commercial acreage to the internal commercial site shown on the town plan map.

3. Consider shifting the east growth area away from Jackson School Road to discourage travel on this road, and maintain compatibility with adjacent farm uses.

To make a substantial difference in travel patterns, the growth area would have to be brought far enough to the west to encourage travel on Glencoe Road, as an alternative to Jackson School Road. Two options exist: One option is to pull the growth area in toward McKay Creek, extending it closer to Highway 26. This approach may have the disadvantage of impacting the green corridor along the highway. A second option is to transfer land supply from the east to the north growth area. This approach could help to block up more agricultural land to the east, while closing the gap between the north growth area and the golf club (see item #1). Other factors, such as the ability to plan complete neighborhoods and provide urban services should also be considered in planning for these fringe areas.

4. Identify McKay Creek floodplains and associated wetlands as linear parks.

This recommendation is consistent with planning already underway by the City of North Plains. The City could acquire parkland within the floodplain as a condition of development approval, in keeping with the public interest in protecting and maintaining these areas for flood control. Other methods of acquisition could be pursued as part of the City's capital improvements planning.

5. Some PAC members and citizens suggested including land between to the west of McKay Creek, adjacent to Van Dyke Seed (southeast of the city), in future growth plans. This area was not included in the Town Plan, due to the fact that it is not suitable for residential or commercial land uses. It was not designated for industrial uses, because the study found no need for additional industrial land.

*Section 5 — The North Plains Town  
Plan*

# The North Plains Town Plan

## Introduction

Today, North Plains has some of the best qualities of a small town. It has a self-image of being a neighborly, safe and affordable place to live. It has a beautiful physical setting and strong connection with its agricultural surroundings.

*“Today, North Plains has some of the best qualities of a small town.”*

As a small town with 1,800 residents, North Plains lacks a full range of services and job opportunities. While the city has attracted more employers recently, many residents commute to jobs outside of town. At the same time, more people are moving to North Plains for its quality of life, and availability of moderately-priced housing.

The community is well-positioned to manage growth and maintain its livability. This study will assist North Plains in preparing a new comprehensive plan. The town plan provides a framework for planning through the year 2040. It is advisory in nature and should be used only as a guide. Final decisions on land use, transportation, public facilities, and an urban growth boundary (including any urban reserves), will be made by the City in coordination with other agencies.

### ***North Plains as a Neighbor to the Metro Area***

The draft Town Plan looks at North Plains as a neighbor to the Portland Metropolitan Area. The assumption is that North Plains is likely to grow steadily, reaching a population of about 7,600 by the year 2040. Preserving North Plains' small-town identity is partially dependent upon land use and transportation policies of Washington County, Metro and the state. The plan recommends that the following policies be written into intergovernmental agreements:

- Rural reserves will separate North Plains from the edge of the metro area in Hillsboro and Beaverton.
- A jobs-to-housing balance should be planned to provide opportunities to live and work locally.
- Highway 26 between North Plains and the metro area will be planned as a “green corridor” with limited access and development.

## Planning Principles Used in the Town Plan

### *Neighborhoods*

The Town Plan draws on traditional town planning principles to allow for development of four distinct neighborhoods, two to the north and two to the east. Each neighborhood will be roughly 130 to 160 acres, and house approximately 1,400 to 2,000 residents.

*“Neighborhoods are planned to be less than one-half mile in width.”*

Housing variety, walkability, transitions to employment and commercial districts, and access to parks, schools, and civic spaces are all important elements to the livability of neighborhoods. Here is how those elements are used in the Town Plan:

### *Infill of the Existing Neighborhoods*

Moderate infill development of approximately 300 to 400 housing units is planned, consistent with the existing comprehensive plan. In addition, the following zone changes are proposed to increase the amount of multiple family housing types close to the town center:

- Encourage mixed use (i.e., housing with commercial uses) along Commercial Avenue and Glencoe Road.
- Upzone four acres (three acres vacant) adjacent to Weight Road from low density residential to high density residential (R-10 to R-2.5) to complete a pocket of multifamily housing adjacent to the McKay Creek greenway. A zone change from low density residential to mixed use commercial is proposed for parcels fronting onto Glencoe Road, to complete the mixed use corridor.
- Upzone 4.5 acres (3.5 acres vacant) at North Avenue and Gordon Road from low density residential to high density residential (R-10 to R-2.5), to provide multiple family housing opportunities close to North Plains Elementary and a proposed mixed use commercial area.

### *Walkable Neighborhoods*

Neighborhoods are planned to be less than one-half mile in width. A connected street pattern provides for about a five- to 10-minute walk to most destinations. Residential block sizes match the historical block size inside the city (400 to 450 feet long, and 200 feet deep). Alleys, though not a characteristic of the old plat, would enhance the pedestrian character of new growth areas.

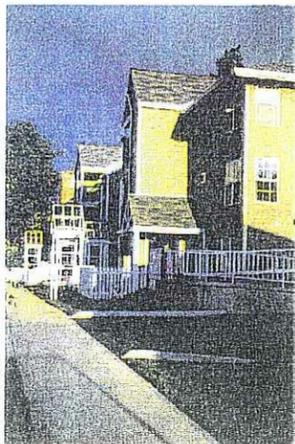


# North Plains Neighbor City Study

## Photographs of Selected Town Plan Elements



SINGLE FAMILY HOUSING (5-6 UNITS/ACRE)



MULTIFAMILY HOUSING (16-18 UNITS/ACRE)



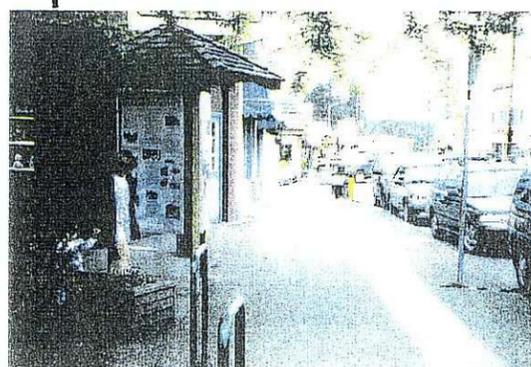
TOWNHOMES (8-10 UNITS/ACRE)



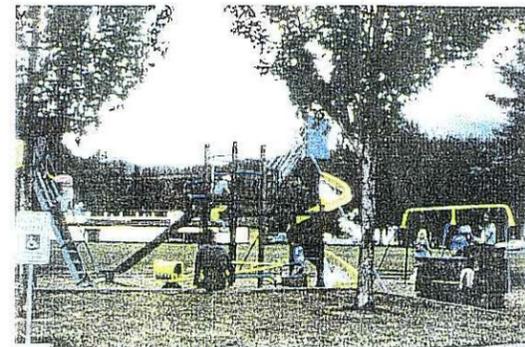
MED. DENSITY MULTIFAMILY HOUSING (10-12 UNITS/ACRE)



DUPLEX (6-10 UNITS/ACRE)



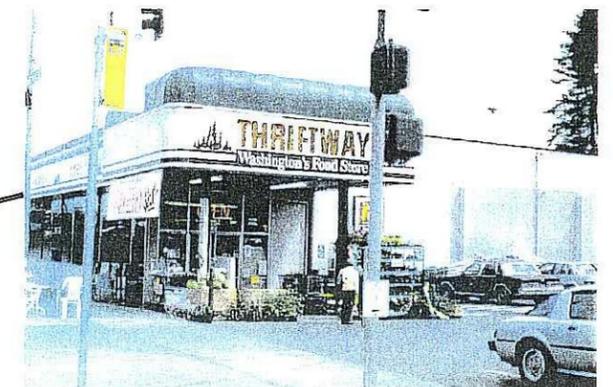
TOWN CENTER



PARKS



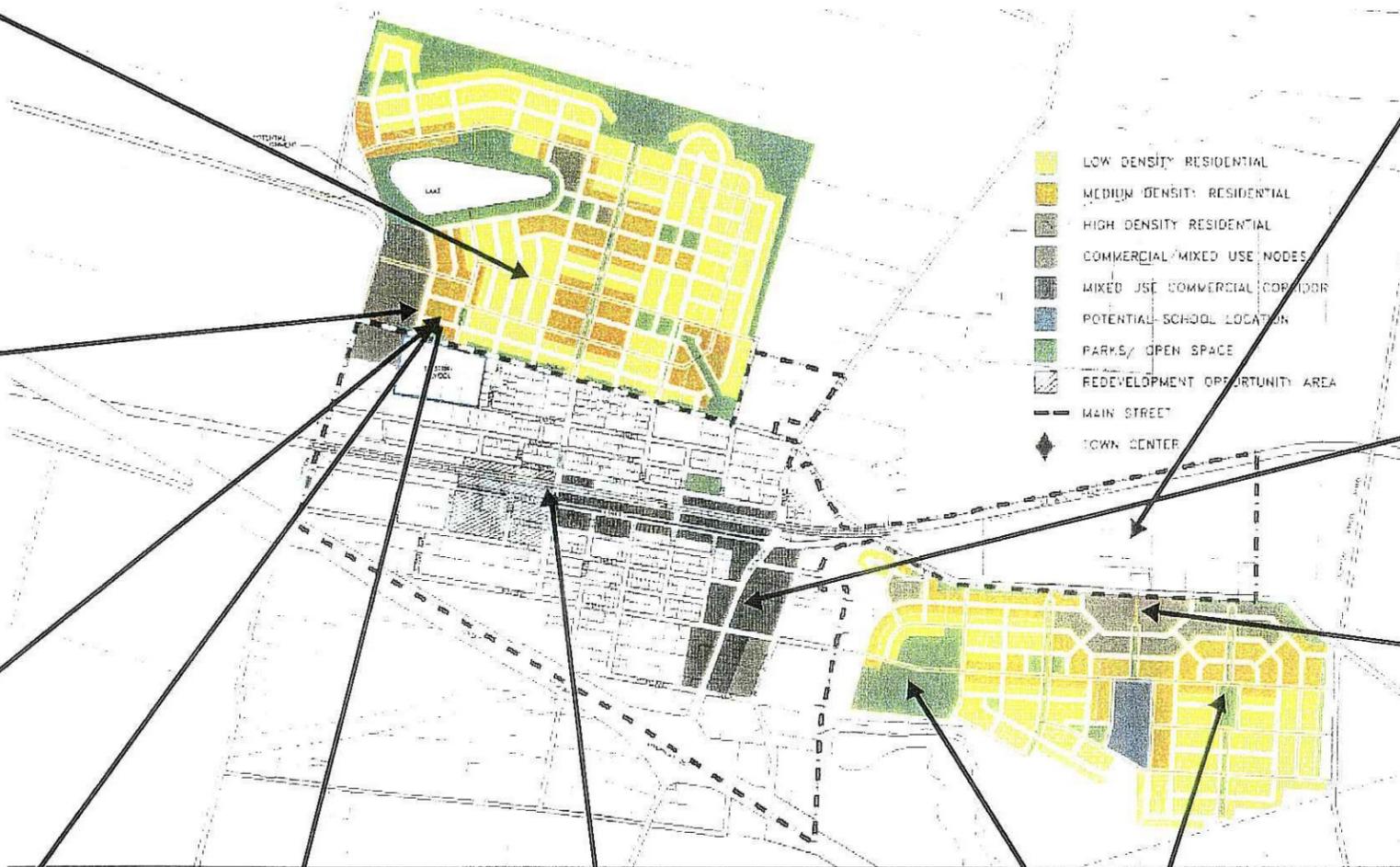
INDUSTRIAL



COMMERCIAL WITH ORIENTATION TO STREET



MIXED-USE



Preliminary Town Plan East/North

Land Uses  
8.4 units/acre (net)

North Plains  
Neighbor City Study



# The North Plains Town Plan

*Continued*

## *Edges, Centers, and Countryside Views*

To the extent possible, the edges of neighborhoods are defined by collector streets, boulevards, and stream corridors. The centers of each neighborhood are planned as low density residential areas with small parks. Housing densities increase closer to major streets, schools, and large parks.

*“The neighborhoods provide a variety of housing.”*

The town plan attempts to visually and physically integrate the surrounding countryside into the fabric of the city. With thoughtful design, the north area in particular will offer outstanding vistas of the Tualatin Mountains and Coast Range. Boulevards or parkways, such as Main Street (extended), and other north-south streets, will pull the scenery into town. Major east-west streets, such as North Avenue and West Union Road should also include extensive landscaping to integrate with the countryside and serve as a buffer between land uses. The neighborhoods south of West Union Road should be buffered from the east industrial area. Buffers should separate industrial and residential uses, and minimize the view of continuous back yard fencing.

## *Housing Variety*

The neighborhoods provide a variety of housing. The plan envisions areas for traditional single-family housing on small and large lots (e.g., 4,000 to 10,000 square feet), as well as a mix of attached housing (e.g., apartments, duplexes, townhomes). The average planned density is 8.4 units per net acre, which represents the following housing mix:

| <i>Percent of Units</i> | <i>Type of Units</i>  |
|-------------------------|---|
| 20%                     | High Density - apartments and condominiums at 14-20 units/acre (u/na)                     |
| 40%                     | Medium Density - apartments, condos, townhomes, and small single family lots at 7-14 u/na |
| 40%                     | Low Density - single family houses a 5-7 u/na   |

To ensure proper implementation of the town plan, the City should consider adopting a minimum density standard for residential

zones. Development projects should be required to provide a minimum of 80 percent of allowable density.

### *Parks*

All neighborhoods have centrally located parks within 1/4 mile walking distance of most residences. A proposed lakeside park in the north growth area offers a key amenity for future residents of the area and the entire town.

*“A proposed lakeside park in the north growth area offers a key amenity.”*

A major community park of 20 acres is planned adjacent to the proposed McKay Creek greenway. The community park should offer both active recreational opportunities such as sports fields and playgrounds, and passive activities such as trails, picnic areas, wildlife viewing, and environmental education.

### *School Facilities*

North Plains Elementary is located on a 13-acre site. The school currently enrolls approximately 330 students. Classroom space is available for up to 450 students during 1997 (Hillsboro School District). Potentially, an additional 150 students could be accommodated by adding facilities to this large site. Typically, Hillsboro School District limits enrollment to 600 students at each of its elementary schools.

By the year 2040, North Plains will need one new elementary school. The town plan identifies a 10-acre site within the east growth area. Co-location of a neighborhood park with the school is encouraged to conserve land and provide for shared use of the facilities.

### *Places of Worship and Other Institutional Land Uses*

The Town Plan provides land for places of worship and similar institutional uses. While specific sites are not designated, it is preferred that the institutional buildings locate at the commercial nodes, neighborhood centers, and at termini of major roads.

### *Natural Areas*

The town plan is designed to preserve natural areas along the McKay Creek floodplain, consistent with the city's park plan. Another linear park could be developed along a tributary to McKay Creek, which runs from the northwest corner of town to the southeast. The town plan identifies buffers for two drainage ways and the lake in the north area. These areas should be protected through the development review process.

# The North Plains Town Plan

*Continued*

## ***Town Center***

The Town Plan reinforces the prominence and accessibility of the town center. The "center" is generally defined as the intersection of Commercial Avenue and Main Street and its vicinity. It is the historic center of the community, and includes a mix of land uses. The city hall, post office, commercial services, employment areas, and multiple family housing are all located within four to five blocks. Commercial Avenue is proposed as a pedestrian-oriented "main street," connecting the town center to the Glencoe Road corridor. Commercial Avenue should have on-street parking, street trees, and curb extensions at key intersections. Adjacent development should have buildings oriented to the street with parking located at the side or rear of buildings. It is very important that the historic "storefront" character of Commercial Avenue be maintained.

*"The historic 'storefront' character of Commercial Avenue should be maintained."*

An opportunity exists to enhance the town center through redevelopment and conversion of adjacent, surplus industrial lands. The "opportunity area" designated on the town plan is intended to provide a mix of employment uses, while encouraging attached housing and commercial uses which support the town center.

## ***Employment Districts***

There are two primary employment districts with substantial development potential:

- *East Employment District* — The east industrial district was annexed by the City of North Plains in 1993, and is the city's newest industrial area. Presently, there is a golf cart manufacturer and fence contractor, among other uses, in this area. Most of the land is vacant. The City is in the process of forming a local improvement district to extend water and sewer services along West Union Road. These improvements could serve the industrial area as well as new housing and commercial development as envisioned by the town plan.
- *West Employment District* — The area next to the town center is the city's historic industrial area. Oregon Canadian Lumber controls much of the land in the old industrial district. There are several other businesses in this area, including an airplane manufacturer and nursery contractor. There is also an EPA Superfund site north of the railroad which could provide

additional development opportunities once contaminants are removed in accordance with federal and state laws.

### ***Mixed Use Commercial Nodes and Corridors***

The Town Plan envisions a range of mixed use commercial areas, with development in those areas appropriately scaled to the surroundings. Three types of mixed use areas are planned:

*“Main Street  
will be  
extended to  
serve the north  
growth area.”*

- ***Mixed Use Corridors*** — The Glencoe Road and Commercial Avenue corridors are planned for the greatest range of commercial land uses to serve the entire community. The plan encourages a mix of commercial services, retail, offices, civic uses, housing, and limited industry (e.g., in the designated redevelopment area), with a greater emphasis on large retail uses and automobile services along Glencoe Road. Commercial Avenue is proposed as a pedestrian-oriented “main street” to connect Glencoe Road to the town center.
- ***Mixed Use Nodes*** — A one-acre mixed use node along Main Street (extended) will have a neighborhood focus in the center of the new neighborhoods. A mix of housing with limited commercial uses (e.g., a small market, bakery/coffee house, and laundromat) is encouraged in this location. A larger node (five to eight acres) along North Avenue will serve dual purposes: It will support the east employment area with business-related services, and provide a mix of multiple family housing with commercial services to serve nearby neighborhoods.
- ***Specialty Mixed Use*** — The land adjacent to the lakeside park in the north growth area provides a special opportunity for mixed use development. The town plan proposes a five-acre mixed use node near the lake. The final location of mixed use zoning should be refined to maximize the amenity value of the lake, and ensure compatibility with nearby residential areas and a school.

### **Circulation**

#### ***North Avenue***

North Avenue is the major east-west street providing a transition between the older and new neighborhoods at the north end of town. Regular street connections should be provided along North Avenue to tie the area into the fabric of the community and reduce reliance on this major street. The street section should provide landscaped shoulders, sidewalks, and bicycle lanes to make it comfortable for walking and bicycling.

#### ***Main Street (extended)***

Main Street will be extended to serve the north growth area. It will serve as a major link between the north growth area and the town center, and will provide a view corridor oriented to the Tualatin

# The North Plains Town Plan

*Continued*

Mountains. The street should be designed as a boulevard or parkway with generous landscaping, sidewalks, and bicycle lanes.

## ***West Union Road***

West Union Road will be improved to serve the east industrial area, and nearby neighborhoods. The road provides a vital link between these areas and the town center. The street should be designed as a boulevard or parkway with generous landscaping, sidewalks, and bicycle lanes, and provide regular street connections to the south growth area.

*“Residential  
block sizes  
match the  
historical  
development  
pattern.”*

## ***Pacific Avenue (extended)***

Pacific Avenue will need to be extended from Glencoe Road into the east growth area. This improvement is a part of the transportation justification for including the eastern area. Extending Pacific Avenue will reduce reliance on West Union Road, and provide a key connection between the east area (including a proposed community park), the Glencoe Road corridor, and the town center. The road extension may also be necessary to improve circulation on Glencoe Road for future retail uses. The Pacific Avenue extension is critical for pedestrian and bicycle connectivity, and important for auto connectivity.

## ***Neighborhood Streets***

The local street system is highly connected to promote direct and convenient routes for pedestrians and bicyclists, and to reduce reliance on major streets for short trips. Residential block sizes match the historical development pattern inside the city (400 to 450 feet long, and 200 feet deep). Cul-de-sacs should be prohibited, except as necessary to create temporary street stubs or street-end parks (e.g., north terminus of Main Street).

## ***Trail Systems and Pathways***

A north-south trail system should be developed along McKay Creek, with connections to adjacent residential areas and the new community park. A second trail system could be developed along the unnamed tributary of McKay Creek. Additional pathways should be considered to break up extra-long blocks within the existing city.

## Urban Services

### *Sanitary Sewer and Water*

A preliminary analysis prepared by the city's engineer highlights potentially necessary improvements to North Plains' sanitary sewer and water systems. Several water and sewer lines will need to be replaced, and pump stations will need to be installed, to serve growth in any direction. These improvements, and rough cost estimates, are provided in the Technical Appendix.

*"The city will need to develop an additional water source, and install water storage reservoirs to serve new growth."*

The City is pursuing a connection to the Hillsboro water system; however, this is only in the preliminary planning stages. Eventually, the City will need to develop an additional water source and install water storage reservoirs to serve new growth. The feasibility and cost of such improvements were beyond the scope of this study.

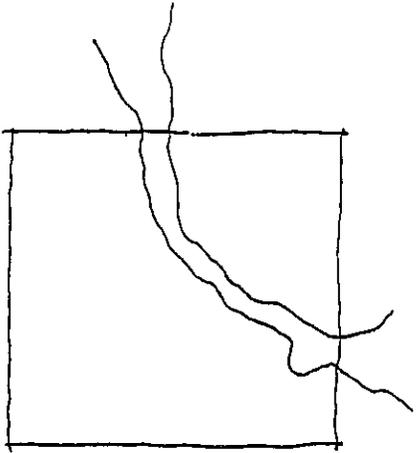
The Unified Sewerage Agency is planning to redirect effluent from North Plains to the Rock Creek treatment plant. The agency is installing a new trunk line southeast of the planning area. While the North/East area is well-positioned to connect to this line, it will be necessary to finance the connection and install at least one pump station. The feasibility and cost of these improvements were beyond the scope of this study.

### *Storm Drainage*

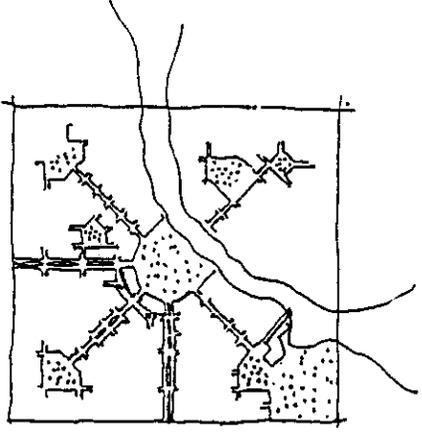
The City currently has no regional detention facilities, and nearly all streets lack storm drainage pipes. Older streets typically have a ditch or swale between the edge of pavement and private lots. Recent subdivisions have surface detention and pipes for underground conveyance. Implementation of the Town Plan will require a complete analysis of the storm drainage system and improvement needs. Such an analysis was beyond the scope of this study.

### *Private Utilities*

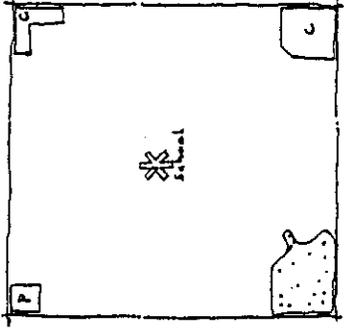
Planning for natural gas, cable television, electricity, and other private utilities is conducted by the utility agencies. All of these services are available or can be extended to serve the proposed growth areas. It should be noted that a major natural gas transmission line crosses the east growth area. Therefore, development in this area will need to be coordinated with the gas company to preserve the corridor.



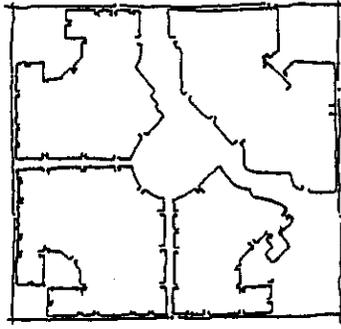
Existing Natural Feature



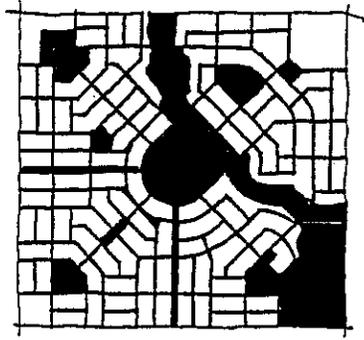
System of Open/Urban Space



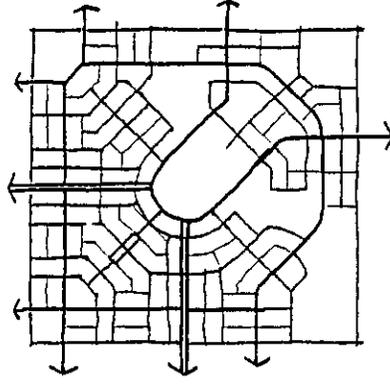
Focal Points (Destinations)



Districts within Neighborhood



Pedestrian Network



Circulation • Street Hierarchy

# Neighborhood Diagram

*Section 6 — Implementation*

# Implementation

## Summary

The City of North Plains will soon update its comprehensive plan and consider expanding its urban growth boundary. As part of this process, the town plan recommendations could be implemented through the following work program:

- adoption of intergovernmental agreements
- refinements to the population and employment projections
- comprehensive plan and development ordinance amendments
- capital improvements planning

## Intergovernmental Agreements

The purpose of intergovernmental agreements (IGAs) is to establish areas of mutual interest and coordination procedures between the City of North Plains, Washington County, and Metro in carrying out the recommendations. IGAs are not intended to compromise the autonomy of any jurisdiction, or to allow one party to impose its will on another. Rather, they are intended to help implement points of agreement (e.g. the objective to maintain separation between urban areas). Sample IGA outlines are provided in the appendix. Two topical areas for intergovernmental agreements should be explored to advance the town plan recommendations.

### *Urban Growth Management Agreement*

The City of North Plains, Washington County, and Metro have a mutual interest in providing consistent population and employment projections, and coordinating growth management plans. An urban growth management IGA could help to achieve these goals.

### *Rural Reserves Agreement*

The City of North Plains, Washington County, and Metro have a mutual interest in maintaining a rural reserve between urban areas. The reserve should protect a green corridor along Highway 26, limit access to the highway, minimize the need for capacity improvements, and buffer views of non-resource land uses.

## Follow-up Planning Tasks

The following planning should be completed as North Plains updates its comprehensive plan and considers establishing a new urban growth boundary or urban reserve:

*“Additional study and legal findings must be completed as the City of North Plains amends its comprehensive plan and UGB.”*

***Complete Findings for All Applicable State Planning Goals for UGB Expansion and Potential Urban Reserve Designation***

Key goal findings related to UGB expansion include: Statewide Planning Goal 2 (Exceptions), Statewide Planning Goal 3 (Agricultural Lands), and Statewide Planning Goal 14 (Urbanization). Other goals, with the exception of those related to coastal and estuarine resources and the Willamette Greenway, will also need to be addressed.

***Review Population Projections, and Complete Housing Needs Analysis in Conformance with ORS 197.296 (House Bill 2709)***

The Neighbor City Study takes the first step toward compliance with this statute by providing a preliminary housing needs analysis. Additional study and legal findings must be completed as the City of North Plains amends its comprehensive plan and UGB.

***Study Phasing for Urban Expansion onto Prime Farmland***

Public facilities master planning and new legislation or rule-making by LCDC could influence future expansion onto prime farmland. The City of North Plains, in coordination with Washington County, should monitor related studies by the Department of Land Conservation and Development, and any changes in applicable state law. The City and County may also want to consider transfer-of-development-rights as an option for implementing the preferred alternative, while maintaining rural uses in exception areas.

***Public Facilities Master Plans***

The city should update its master plans for water, sanitary sewer, storm drainage, and parks consistent with adopted population projections, and any decisions on the first tier (20-years) of growth outside the current UGB and new growth areas.

***Transportation System Plan***

The Oregon Transportation Planning Rule (OAR 660-12) requires that the City adopt a Transportation System Plan (TSP). TSPs for small cities include plans for arterial and collector streets; public transportation; bicycle and pedestrians; air, rail, water and pipeline facilities; and implementation policies and land use regulations. The TSP should include both the existing UGB and new growth areas.

***Evaluate Redevelopment***

North Plains should evaluate redevelopment trends prior to expanding its UGB, consistent with the redevelopment strategy approved by the PAC.

### ***Monitor Industrial and Commercial Land Absorption***

The Neighbor City Study forecasts commercial and industrial land needs according to optimum land utilization (i.e., high floor area ratios). At periodic review, the City should review actual development patterns to determine whether it has sufficient industrial and commercial lands. If land south of Highway 26 along Glencoe Road is considered for urban expansion, that area should be limited to light industrial uses, rather than commercial or residential uses.

*“New growth areas should be master planned to ensure development of complete neighborhoods.”*

### **Comprehensive Plan and Land Use Code Amendments**

The following summarizes policies that should be considered by the City of North Plains. Adoption by the City will require amendments to North Plains' comprehensive plan, and amendments to the City's zoning and development codes.

### ***Plan Policies to Address Infill and Redevelopment***

Plan policies may include, but are not limited to:

- Minimum density standards for residential lands
- Flexible lot sizes in subdivisions, subject to maximum density standards
- Mixed use development policies, particularly for the Glencoe Road and Commercial Avenue corridors and redevelopment opportunity areas. Flexibility to minimum density standards should be considered for mixed use buildings
- Requirements to evaluate redevelopment prior to urban growth boundary expansions

### ***Designation of an “Urban Reserve,” or “Area of Influence,” in Coordination with Washington County***

Designation of an urban reserve must comply with state urban reserve rules. Alternatively, the City and County could establish a new area of influence to include a 2040 growth management concept. With either alternative, the Urban Area Planning Agreement between the City and County should be updated.

### ***Master Planning of New Growth Areas***

New growth areas should be master planned to ensure development of complete neighborhoods and adequate public facilities. The town plan is an example of a preliminary master plan. Neighborhoods

should provide a variety of housing, usable parks and open space, school facilities, and connected streets, generally consistent with the town plan.

***Policies for Parks and Open Space Planning***

Plan policies should address, at a minimum:

- Park facility needs and level of service standards
- Inventory and mapping of open spaces and potential park sites, including target areas for new neighborhood and community parks
- Land acquisition, including dedications and/or system development charges
- Protection and enhancement of natural resource areas (e.g., McKay Creek drainages), including delineations, setbacks, and improvements

*“Design quality will be important in maintaining North Plains’ small-town character.”*

***Policies and Development Ordinances to Promote Housing Variety and Affordability***

- Minimum density standards
- Attached housing in medium and high density residential zones
- Flexible lot sizes in subdivisions, subject to maximum densities.

***Policies and Development Ordinances to Require Direct and Convenient Transportation Linkages, Including Limitations on the Use of Cul-de-sacs***

This will be addressed as the City prepares a transportation system plan, in conformance with state transportation planning rules.

***Policies and Development Ordinances to Require Adequate Public Facilities***

Development projects should be required to provide adequate public facilities. Due to the city’s limited infrastructure, development proponents in new growth areas will likely be required to finance front-end costs of extending urban services.

## Implementation

*Continued*

### ***Urban Design Guidelines and Standards***

Since all future development inside the present city limits could be considered "infill" (or redevelopment), design quality will be important in maintaining North Plains' small-town character. The City should consider adopting design guidelines and standards for pedestrian-oriented development in the town center, and along key corridors (e.g., Commercial Ave., Glencoe, North, West Union, Old Pumpkin Ridge roads). Design standards should include, at a minimum:

- Building orientation and setbacks
- General architectural guidelines (i.e., particularly in the town center and on the Commercial Avenue main street)
- Landscape screening and buffering
- Automobile/truck circulation and access management (i.e., to control turn movements in high-traffic areas)
- Pedestrian and bicycle access
- Future development or "shadow" plans, for efficient site planning