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*Neighboring Cities
2040 Study*

otak

Neighboring Cities 2040 Study

Prepared for

***Oregon Department of Transportation
Metro
City of Canby
City of Sandy***

Prepared by



in association with

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Dorman and Company
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August, 1995

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Neighboring Cities 2040 Study

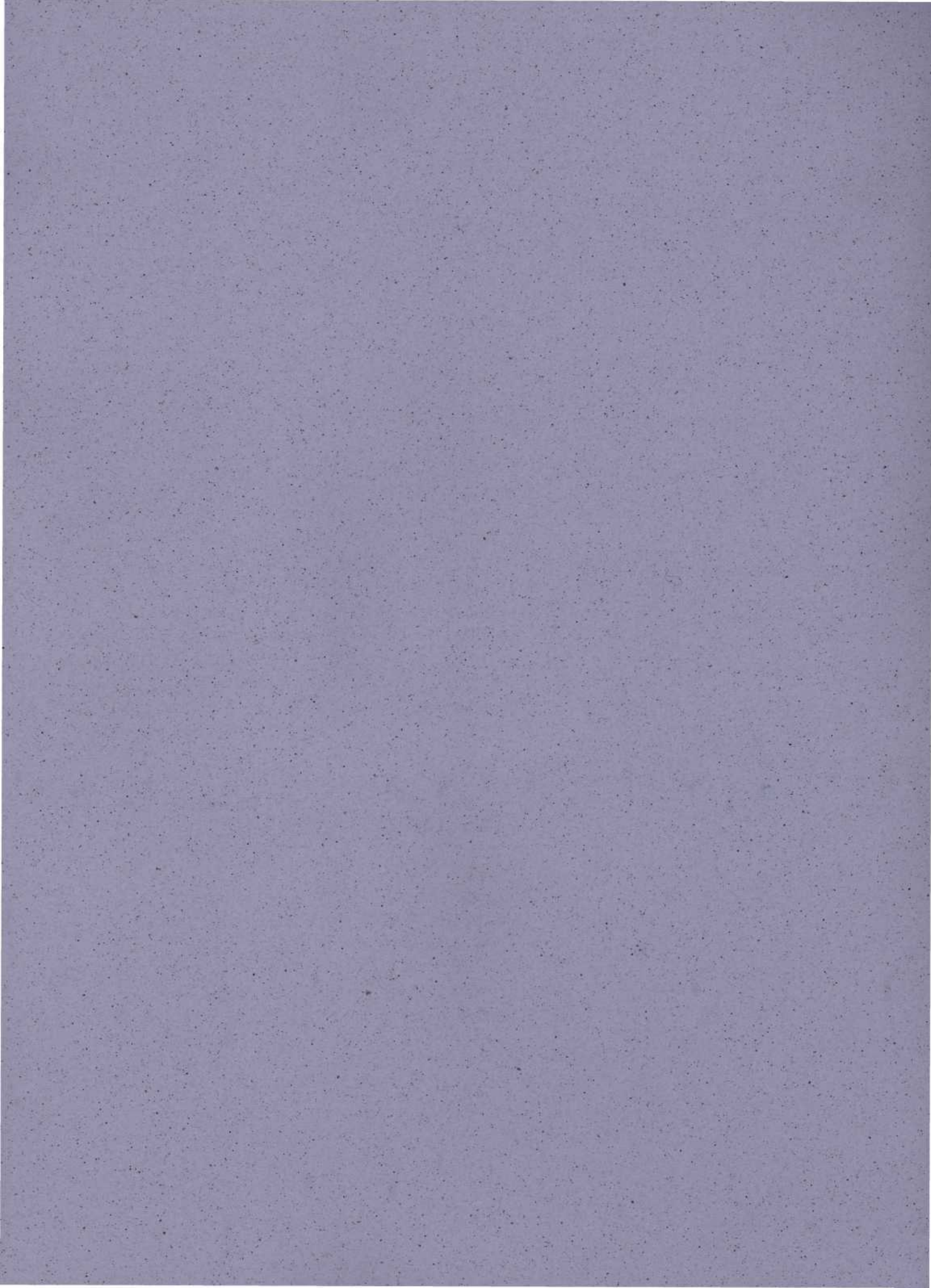
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Neighboring Cities 2040 Study

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Background



Purpose of the Study

The overall purpose of the Neighboring Cities 2040 Study is to explore implementation of the Region 2040 Neighboring Cities concept. This study explores the implementation of the concept through three work elements:

- The “joint” work elements of this study addresses intergovernmental issues, including model intergovernmental agreements;
- The Sandy Town Plan, which accommodates 45 years of growth in a “village” development pattern; and
- Canby land use and transportation alternatives for growth to the year 2040, with analysis of implementation policies and a job development strategy.

“This study explores implementation of the Region 2040 Neighboring Cities Concept.”

The Neighboring Cities Concept

During the development of the Regional Urban Growth Goals and Objectives (1992) and the Region 2040 Growth Concept (1993-1994), the Metro Council, in cooperation and coordination with the cities, counties, special districts and the public concluded that the region's growth should be accommodated within a compact urban form. This was determined after consideration of four alternatives.

One alternative growth pattern, known as Concept C, was designed to consider the implications for the region if a substantial portion of the region's growth was accommodated in the “satellite cities” outside the Metro boundary. This alternative was rejected because of its impact on these smaller cities as well as the region. However, considering this type of alternative raised the issue of the impact of the region's growth on cities immediately outside the Metro area. Accordingly, an approach known as “neighbor cities” was initiated. It was intended to recognize that these cities had their own independent urban growth boundaries which they administered, but that Metro or these cities could affect each other in their decisions about these boundaries as well as other land use and transportation policy decisions.

Background *(Cont.)*

The Region 2040 Growth Concept recommended in the fall of 1994 included the neighboring city concept. The adopted concept states:

The recommended alternative recognizes that neighboring cities surrounding the region's metropolitan area are likely to grow rapidly. 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 problems.

There are three key concepts for cooperative agreements with neighboring cities:

- There should 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.
- There should be a strong balance between jobs and housing in the neighboring cities. The more a city retains a balance of jobs and households, the more trips will remain local.
- The "green corridor" highway through a rural reserve serves as a link between the metropolitan area and a neighbor city without access to the farms and forests of the rural reserve. This would keep accessibility high, which encourages employment growth, but limits the adverse effect on the surrounding rural areas.

...("Recommended Alternative Decision Kit," Fall, 1994, page 2. Metro)

Process

This study was prepared as a joint intergovernmental effort. The seven participating governments included:

- Metro
- Oregon Department of Transportation (ODOT)
- Oregon Department of Land Conservation and Development (DLCD)
- Clackamas County
- City of Canby
- City of North Plains
- City of Sandy

The study was funded through grants to Metro and the three cities from Oregon's Transportation and Growth Management Program, which is managed jointly by ODOT and DLCD. The participating governments developed a cooperative work program, hired the consultant team, and formed a Policy Committee and Management Committee to oversee the project (see Appendix A). The Policy Committee agreed at the outset that the project would be a cooperative *study* — participation in the study did not bind the governments to any subsequent decisions.

The City of Sandy approached the study as a prelude to a complete overhaul of its comprehensive plan and implementing ordinances. Accordingly, there was a high level of public involvement — the consultant team participated in 28 local meetings in Sandy.

The City of Canby's objective was to evaluate the impacts of the neighboring cities concept as it could be applied to Canby. Four community meetings were held during the evaluation.

North Plains' role in the study was to contribute to intergovernmental policy issues discussed by policy and management committees, and to review the Sandy and Canby work to learn from those efforts. The Policy Committee met five times and the Management Committee met ten times between November 1994 and June 1995.

REGION 2040

Decisions for Tomorrow

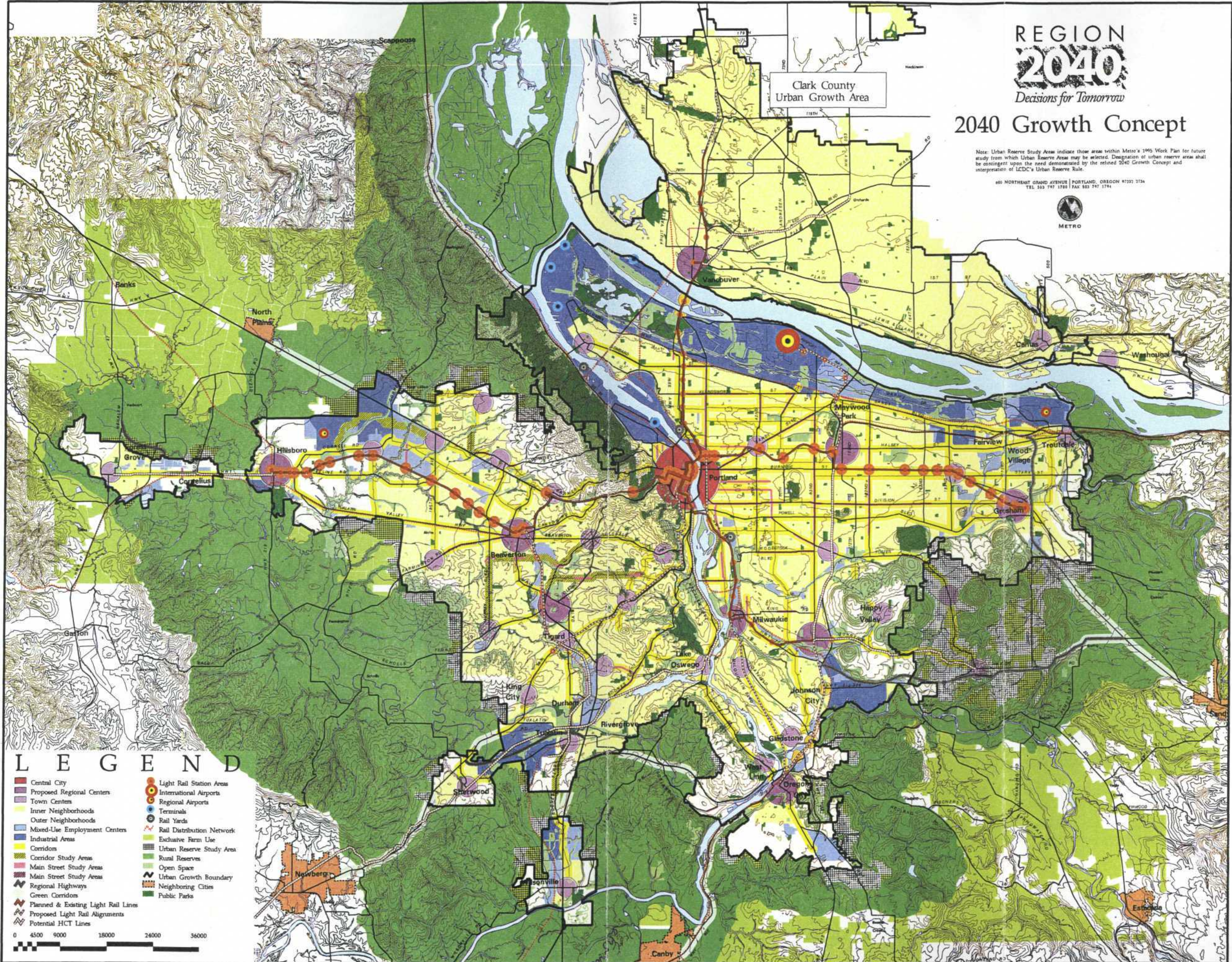
2040 Growth Concept

Note: Urban Reserve Study Area indicates those areas within Metro's 1995 Work Plan for future study from which Urban Reserve Areas may be selected. Designation of urban reserve areas shall be contingent upon the need demonstrated by the refined 2040 Growth Concept and interpretation of LCDC's Urban Reserve Rule.

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Clark County
Urban Growth Area



LEGEND

- Central City
- Proposed Regional Centers
- Town Centers
- Inner Neighborhoods
- Outer Neighborhoods
- Mixed-Use Employment Centers
- Industrial Areas
- Corridors
- Corridor Study Areas
- Main Street Study Areas
- Main Street Study Areas
- Regional Highways
- Green Corridors
- Planned & Existing Light Rail Lines
- Proposed Light Rail Alignments
- Potential HCT Lines
- Light Rail Station Areas
- International Airports
- Regional Airports
- Terminals
- Rail Yards
- Rail Distribution Network
- Exclusive Farm Use
- Urban Reserve Study Area
- Rural Reserves
- Open Space
- Urban Growth Boundary
- Neighboring Cities
- Public Parks

0 4500 9000 18000 24000 36000

Figure 1

Summary

Major Findings and Conclusions

Intergovernmental Agreements

Intergovernmental agreements (IGAs) between Metro and the neighboring cities should be developed on a cooperative, voluntary basis, emphasizing a reciprocal relationship between the parties. Throughout the study, the cities stated their interest in dialog with Metro, but voiced strong concerns about being overshadowed by the regional government.

Intergovernmental agreements are recommended as an important tool to implementing the neighboring cities concept. IGAs formalize cooperation by establishing mutually agreed upon principles and the procedures for ongoing dialog. The advantage of IGAs is that they are flexible. They can be written to fit individual situations and if they don't "work out," they can be amended or terminated.

Four model intergovernmental agreements were prepared (see Appendix B). The models intentionally provide process and policy options. They are intended as templates to be tailored to the individual needs of the parties.

Key topics and provisions of the IGAs are:

Green Corridor — The model green corridors IGA sets corridor planning principles, establishes a process for defining the boundaries of the corridors, and suggests land use and access management regulations.

Rural Reserves — This IGA establishes agreement on locations for permanent rural areas next to and between urban areas. The IGA provides for notice and opportunity to comment on land use proposals within those areas.

Growth Management — This IGA provides for coordinated population and employment projections, policy development and dialog on major land use decisions affecting growth management.

“Intergovernmental agreements between Metro and the neighboring cities should be developed on a cooperative, voluntary basis”

Performance Standards — This IGA provides for coordinated planning principles and standards selected by the parties: Examples include: a jobs-to-housing balance, residential densities and urban design guidelines.

During the study, ODOT and DLCD expressed interest in linkage between the issues covered the study, ODOT and in the IGAs. ODOT suggested that “benchmarks” for growth (e.g., a specified jobs-to-housing balance) in the neighboring cities may be needed to assure that transportation investments or plans were linked to local land use regulations and actual growth.

Development Potential in the Rural Reserves

Rural reserve areas around Sandy and Canby appear to be substantially built out. A 36 square mile area around Sandy has been estimated to have 4,990 existing rural dwellings and the potential for 450 more. In the same area around Canby, the numbers are 647 existing rural dwellings and potential for 112 more.

Green Corridor Analysis

Three highways between the Metro urban growth boundary and neighboring cities (OR 26 to Sandy, OR 99E to Canby, and OR 26 to North Plains) were modeled for the effectiveness of High Occupancy Vehicle Lanes and increased transit, assuming population and employment projected to the year 2040. None of the corridors were found to have sufficient reserve capacity if a general purpose travel lane was converted to HOV/transit only.

Overall, all three highways have sufficient capacity to accommodate the assumed 2040 populations in the neighboring cities (45,000 persons in Canby, 7,600 in North Plains and 32,500 in Sandy).

An evaluation of development potential along the corridors was conducted. For the Sandy corridor, there is an estimated potential for 48 more dwellings, 8.25 acres of commercial and 0 acres of industrial land on existing base of 502 dwellings, 25.5 acres of commercial and 39.9 acres of industrial land. For the Canby corridor, there is an estimated potential for 45 more dwellings, 0.28 acres of commercial and 0 acres of industrial on an existing base of 199 dwellings, 6.23 acres of commercial and 0.38 acres of industrial land.

Based on the transportation and development potential analyses, a goal statement and five green corridor objectives were developed. They are:

- Maintain buffered corridors with natural landscaping to minimize views of non-resource land uses;
- Limit access to rural areas from the main transportation corridor. Views of the undeveloped rural landscape along the green corridor should be retained and where appropriate, enhanced. Important elements of the undeveloped rural landscape include: farm fields and orchards, wetlands, streams and rivers. New buildings, signs and other improvements should be located away from and buffered from the transportation corridor by landscaping;
- Maintain a high level of service along the corridor to provide easy and efficient travel for a non single-occupant vehicle (SOV) access to neighboring cities;
- Maintain a strong transit connection between neighboring towns and the Metro urban area; and
- Keep capacity improvements to the surrounding rural network very limited.

The Sandy Town Plan

The goal of the Sandy Town Plan is to preserve the small town character of Sandy as the community grows from a current population of 4,720 to a year 2040 population of 32,500.

The Town Plan uses the following planning principles to achieve the community's goal:

- the downtown is the core of the community
- residential villages planned at 11.25 units/net acre
- areas for traditional single-family housing are planned next to villages
- all residential areas have parks
- sensitive environmental areas are protected
- general locations for schools are planned
- there is a connected, logical pattern of streets
- commercial and industrial lands will support a jobs-to-housing balance
- the direction of growth is based on efficiency of public facilities and consideration of impacts on prime farm land

The Draft Town Plan (January 1995) plans new residential growth at average densities of 8.73 units per net acre (6.99 per gross acre).

A framework plan for the downtown includes a six-block civic core, historic districts, identification of key intersections, a multifamily housing area and design recommendations to promote a pedestrian-friendly environment.

The school siting element of the Town Plan was highly coordinated with the school districts. The plan includes three high schools, four middle schools and eight elementary schools.

A framework for creating neighborhood plans is recommended to promote public involvement in designing the villages.

Selected observations from the Sandy work element include:

- A broad community support for the Town Plan and the planning principles listed previously.
- Close coordination with the school district which has produced a consensus on the number and general location of schools. Ongoing coordination will be needed to effectively implement the consensus.
- Zoning to support a local jobs-to-housing balance has been established. Infrastructure and economic development actions are needed to develop the jobs side of the balance.
- Sandy should place a priority on downtown improvements so that the downtown's identity as "the focal point of the community" is strengthened.

Canby Land Use and Transportation Alternatives

Two land use and transportation plans were prepared for Canby to evaluate the impacts of growing from 10,500 people in 1994 to 45,000 in the year 2040. Both alternatives provide a jobs-to-housing balance of 1.2 :1; use "natural" boundaries as the limits to growth; provide parks and school sites throughout the community; plans for a connected street pattern and includes a community college, sports complex and equestrian center.

The two plans illustrate two different growth concepts.

Summary (Cont.)

- *Current Trends* — This concept continues the existing pattern of lot sizes and housing choices in Canby. Single-family homes and manufactured homes make up about 84 percent of new growth and the overall density of the city is 6.2 units per net acre (five units per gross acre).
- *Neighborhood Centers* — This concept plans four neighborhoods with a mix of housing types and a local neighborhood density of about ten units per net acre (eight units gross acre). The effect of the localized density is expected to increase the city's overall density for new growth to about 7.4 units per net acre. Single-family and manufactured homes comprise about 62 percent of new dwellings.

Selected observations from the Canby work element include:

- Preserving the "small town feel" is a top priority in Canby, and the addition of many more residents is perceived as a threat. Given the focus on "whether to grow," there was substantial alarm raised by the two plans and it was difficult to engage a discussion of "how" Canby might grow.
- Preserving farmland is also a top priority. Many people want to maintain lower densities, but few seem to make the connection that lower density residential development requires conversion of more farmland to urban use.
- There is strong support for the concept of a local jobs-to-housing balance, improving Highway 99E through Canby, enhancing local walking and bicycling opportunities and increased business activity in the downtown.
- Increasing residential densities from 6.2 units/acre to 7.4 units/acre would save about one square mile of land at full build out (45,000 people) of Canby.

Potential Next Steps

The following recommendations were endorsed by the Policy Committee at its meeting on May 23, 1995.

- *Articulate local perspective* — Canby, North Plains and Sandy should make local decisions on whether to continue dialog with Metro on neighboring city issues.

Summary (Cont.)

- *Create a forum to continue communication* — Metro, in partnership with the other governments, should create a mechanism to continue communication among the neighboring cities, counties, Metro, state agencies and economic interests on neighboring city issues.
- *Coordinate population and employment* — Canby and Sandy, at their own discretion, should decide what population and employment projections they want Metro and Clackamas County to assume in upcoming regional decisions (e.g., adoption of the Region 2040 Plan Growth Concept).
- *Develop and adopt intergovernmental agreements* — The model IGAs from the Neighboring Cities 2040 Study should be used as the starting point to craft IGAs which meet the specific interests of each neighboring city.
- *Prepare “Green Corridor” Plans* — ODOT, in partnership with the affected governments, should prepare corridor plans for each “green” corridor to implement the green corridor principles.

Joint Work Element



Introduction

The “joint” work elements of this study addresses four intergovernmental issues relevant to cooperation between neighboring cities, counties, Metro and the state:

- Planning Principles and Coordinated Population and Employment Projections
- Green Corridors
- Rural Reserves
- Model Intergovernmental Agreements

“Key Principles for Neighboring Cities:

Jobs/Housing Balance Rural Reserves Green Corridors Compact Urban Growth”

Planning Principles and Coordinated Population and Employment Projections

The Policy Committee established the initial direction and assumptions for the study by adopting a Statement of Intent. The Statement defined the project purpose and neighboring city concept (see Background) and set forth key assumptions and principles. The Policy Committee was explicit that the Neighboring Cities 2040 Study is an *exploration* of specific implementation issues related to the neighboring cities concept. In other words, the project is a study. Participation in the study does not bind the governments to any subsequent decisions.

Planning Principles

The following principles were established to guide development of policies and land use plans in the Neighboring Cities 2040 Study.

Jobs-to-Housing Balance

The principle of promoting a jobs-to-housing balance is central to the neighboring cities concept. The rationale is that it helps keep trips local (thus reducing vehicle miles traveled per capita) and reinforces the identity of the city. The minimum ratio adopted for study purposes was 1.2 jobs for every household. The Policy Committee also recognized “local” jobs may sometimes require including jobs within an “employment shed” of up to five miles of the neighboring city. This idea is meant to recognize nearby major employers — it is not intended to encourage non-resource employment outside of urban areas.

Rural Reserves

Rural reserves are rural and resource areas that keep adjacent urban areas separate. They have often been referred to as greenbelts. The Policy Committee defined them as:

Permanent areas will be preserved between neighboring cities and the metropolitan area (and between the neighboring cities themselves) to:

- serve as buffers between urban areas
- establish areas of very low-density zoning to maintain the rural character of the rural reserve areas

Green Corridors

The connecting highways between the Metro area and neighboring cities are referred to as “green corridors.” The green corridors identified on the Region 2040 Growth Concept include:

- U.S. 26 between Gresham and Sandy
- U.S. 26 between the Metro Urban Growth Boundary and North Plains
- OR 30 between Portland and half way to Scappose
- OR 99E between Oregon City and Canby
- OR 99W between Sherwood and Newberg
- OR 212/224 between Damascus and U.S. 26
- OR 8 between Hillsboro and Cornelius
- I-5 between Tualatin and Wilsonville
- I-205 between Tualatin and West Linn

The corridors are intended to be high performance, multimodal transportation facilities, where access is tightly controlled and development pressures are minimized.

A set of initial green corridor objectives was adopted by the Policy Committee, then refined following a land use and transportation analysis for the green corridors. The objectives are described in the Green Corridor section of this chapter.

Compact Urban Growth and Urban Design Guidelines

The Policy Committee established a general principle that the land use plans in the study would illustrate compact urban growth. Rather than adopt a strict definition, the Committee stated that "compact urban growth" would be locally defined and coordinated with Metro and the state.

The following design guidelines were developed to help maintain and enhance community identity and liveability. They were established as starting point for the Sandy and Canby land use and urban design studies.

- Planned residential densities within neighboring cities will be consistent with the following densities of the Region 2040 Recommended Alternative (fall 1994): Town Centers (18 units/net acre); Corridors (11.3 units/net acre); Inner Neighborhoods (6.3 units/net acre); and Outer Neighborhoods (5.9 units/net acre).
- Mixed-use zoning will be used to encourage pedestrian, bicycle and transit use and linking of trips, and to meet local retail and service needs.
- The downtown areas will be preserved and enhanced as the focal point for each neighboring city.
- Parks and open spaces will be provided throughout each neighboring city. Plans will provide for schools and parks/open space to serve each neighborhood.
- Each plan will promote a "sense of place," that is, a development pattern that reflects the community's values and vision of the future.
- A connected street pattern will be planned in order to foster choices for travel by foot, bike, auto and transit.

Coordinated Population and Employment Projections

The following population and employment projections were adopted for study purposes. The figures in bold types were used as the projected population and employment for the three cities.

Table 1
Population and Employment Assumptions

	1990 Actual	Year 2015	Year 2040
City of Sandy	4,154 people		
Low		8,300 (2.8%)	22,200 (3.4%)
Mid-Range			27,600 (3.8%)
High		15,000 (5.3%)	32,500 (4.2%)
Employment	2,146 jobs		16,100 jobs
Jobs/Housing Ratio	1.45		1.2
City of Canby	8,990		
Low		16,500 (2.5%)	21,200 (1.7%)
Mid-Range			30,800 (2.5%)
High		24,100 (4.0%)	45,000 (3.3%)
Employment	2,830		22,400 jobs
Jobs/Housing Ratio	0.88		1.2
City of North Plains	972		
Low		1,300 (1.3%)	1,375 (0.7%)
Mid-Range			3,600 (2.7%)
High		3,000 (4.6%)	7,600 (4.2%)
Employment	389		3,600 jobs
Jobs/Housing Ratio	1.12		1.2

Bold numbers are the recommended forecasts for planning and analysis purposes only. No approval of these forecasts is proposed or implied by either funding agencies (ODOT and DLCD) or the participating local governments. The City of Canby expressed major concerns with the high forecast for the year 2040.

Actual employment in 1990 is from the Census of Employment by Place of Work. Employment targets are calculated on a basis of 1.2 jobs per household for the High 2040 forecast. For the City of Sandy, the number of persons per household was 2.81 in 1990 and is forecast in 2040 to be 2.42 persons, for the City of Canby — 2.82 in 1990, 2.41 in 2040 and for the City of North Plains — 3.07 in 1990 and 2.52 in 2040.

Green Corridor Analysis

Transportation Analysis

A technical analysis of the green corridor concept was performed by Kittelson and Associates, using year 2040 travel demand forecasts prepared by Metro for the neighboring cities of Sandy, Canby and North Plains. Each corridor employed an existing state highway with the identified green corridor section extending from the Metro Urban Growth Boundary to the neighboring city Urban Growth Boundary. Target population and employment figures for each city were provided by each neighboring city for the horizon year 2040. Inherent to these population and employment targets was an assumed jobs-to-housing ratio. The findings of this analysis could be substantially different if these numbers are not realized or the ratio is not maintained.

Three unique scenarios were considered in an effort to determine the characteristics most likely to support the Green Corridor concept and compliment the travel corridor. The Base Condition scenario modeled each corridor as it exists today in terms of capacity, number of travel lanes, and at-grade intersections. No transit was assumed to be provided. The HOV Lane scenario converted one of the two travel lanes on all corridors to a High Occupancy Vehicle (HOV) only travel lane (two + persons per vehicle) during the peak hours of operation in the peak direction. Parking costs were assumed to be fully subsidized for HOV trips made on the corridor to the Metro area. The final scenario, HOV + Transit, assumed the same HOV lane with the provision of fully subsidized transit at an aggressive level of operation.

Transportation Conclusions

The primary conclusions drawn from this analysis are:

- No corridor will experience significant capacity problems in the 50-year future.
- No corridor had sufficient reserve capacity in the 50-year future to adequately serve demand safely and efficiently if a general purpose travel lane was converted to HOV/transit only, even during the peak period of demand. The lane utilization imbalance likely to occur under such circumstances would be so great as to promote misuse of the HOV lane and potentially result in a public outcry not unlike the Banfield HOV lane experience of many years ago.

Joint Work Element (Cont.)

- A strong likelihood that the provision of transit at an aggressive level of service on the Sandy and Canby corridors could result in a reasonable ride share for this mode.
- Access management can improve the safety and capacity characteristics of a corridor, when applied reasonably, and in recognition of potential negative impacts of out-of-direction travel.

Land Use Analysis

Development potential in the Sandy and Canby green corridors was estimated from data in the "Potential Development Impact Analysis for Clackamas County - 4/30/94," prepared by the ODOT, Region 1. Two areas were evaluated: an eight-square-mile corridor along Hwy. 26 and a six-square-mile corridor along Hwy. 99E. The development potential is as follows:

<i>Development Type</i>	<i>Sandy Corridor</i>	<i>Canby Corridor</i>
Existing dwelling units	502	199
Potential new dwelling units	48	45
Existing commercial	25.5 acres	6.23 acres
Potential new commercial	8.25	0.28
Existing industrial	39.9 acres	0.38 acres
Potential new industrial	0	0

Further analysis is required to determine the specific location for and feasibility of developing the vacant commercial lands. Some of this land may be too steep or wet to develop, or may be committed to uses such as septic drain fields.

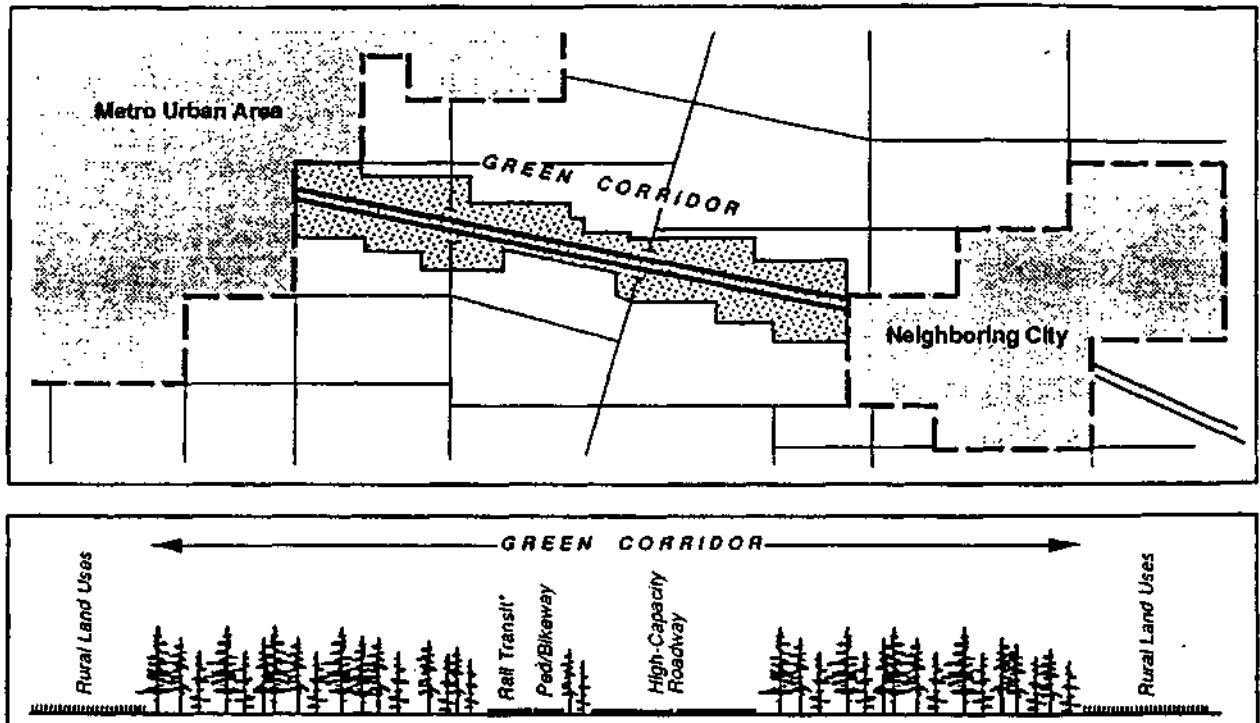
Green Corridor Planning Objectives

Figure 2 illustrates the Green Corridor concept. The Policy Committee developed the goals and objectives listed in Figure 2. The purpose of the objectives is to articulate the fundamental elements of the Green Corridor concept. The Policy Committee recognized that each corridor is unique and may require unique strategies to implement the overall objectives.



METRO

Green Corridors



GREEN CORRIDOR GOAL:

To provide a safe, high capacity route of travel between neighboring cities where impacts of urban travel along the corridor will not induce urban levels of development or diminish views of the undeveloped rural landscape.

GREEN CORRIDOR OBJECTIVES:

- Manage and maintain green corridors consistent with conservation of rural reserves.
- Maintain buffered corridors with natural landscaping to minimize views of non-resource land uses;
- Limit access to rural areas from the main transportation corridor such that the safety and operating capacity of the corridor is not compromised. Views of the undeveloped rural landscape along the green corridor should be retained and where appropriate, enhanced. Important elements of the undeveloped rural landscape include: farm fields and orchards, wetlands, streams and rivers. New buildings, signs and other improvements should be located away from and buffered from the transportation corridor by landscaping.
- Maintain a high level of service for all modes of travel along the corridor to provide easy and efficient travel for non single- occupant-vehicle (SOV) access to neighboring cities. Surrounding rural transportation networks shall be maintained such that reasonable travel options exist;
- Maintain a strong transit connection between neighboring towns and the Metro urban area and
- Keep capacity improvements to the surrounding rural network very limited.

GREEN CORRIDOR DESIGN ELEMENTS:

- Green Corridors are centered on major highway links between neighboring towns and the nearest regional center;
- Corridors also include either commuter rail, light rail or express bus linking neighboring towns to the nearest activity centers within the Metro urban area;
- Corridors include substantial bicycle and pedestrian amenities; bikeways & pedestrian trails are constructed as a discrete facility within the corridor to capitalize on "green" amenities, separate from roadways;
- Right-of-way includes substantial buffer of natural landscaping, which is intended to screen major transportation corridors from exception lands and other non-rural uses, provide an aesthetic amenity to corridor travelers and limit the demand for urban-oriented activities on adjacent rural lands.

Figure 2

Rural Reserves Analysis

The Neighboring Cities Policy Committee developed a draft planning principle regarding rural reserves. The principle stated:

Rural Reserves

Permanent areas will be preserved between neighboring cities and the metropolitan area (and between neighboring cities themselves) to:

- serve as buffers between urban areas; and,
- maintain the rural character of rural reserve areas.

After developing the draft principle cited above, the Policy Committee directed the project team to estimate the development potential in the rural reserve areas surrounding Sandy and Canby. The objective was to develop a sense of how much change to the existing character of the surrounding areas can occur under current zoning and lot patterns.

Development potential was estimated from the "Potential Development Impact Analysis for Clackamas County - 4/30/94," prepared by ODOT, Region 1. Two areas were evaluated: (1) a 36-square-mile area between Sandy and Gresham; and, (2) a 36-square-mile area around Canby.

The ODOT data estimates 4,990 existing rural residential dwellings in the Sandy area, with the potential for 946 new rural residential dwellings. The data was reviewed with Clackamas County staff, who had previously evaluated rural development potential near Sandy. It was concluded that potential for new dwellings in the Sandy area is closer to 450 new dwellings. In sum, the rural residential land in the Sandy study area is 84 percent to 92 percent built out, with the actual number believed to be closer to 92 percent.

The Sandy study area, according to the ODOT data, has 13.2 acres of vacant commercial land and 9.2 acres of vacant rural industrial land.

The ODOT data estimates 647 existing rural residential dwellings in the Canby area, with the potential for 196 new rural residential dwellings. After adjusting the ODOT estimate, as was done for the

Sandy area, it was concluded that the potential for new dwellings around Canby is closer to 112 new dwellings. In sum, the rural residential land in the Canby study area is 77 percent to 85 percent built out, with the actual number believed to be closer to 85 percent.

The Canby study area, according to the ODOT data, has no vacant rural, commercial and industrial land.

Information was not available to estimate the potential for conditional uses, home occupations and expansion of non-conforming uses. A proliferation of churches, schools, home occupations and the like could begin to undermine the "buffer" and "rural character" objectives. This does not suggest that the planning principle should be changed. However, it does raise an issue to be discussed in Intergovernmental Agreements dealing with rural reserves.

Model Intergovernmental Agreements

Four model intergovernmental agreements (IGAs) were prepared in this study (see Appendix B). The purpose of the IGAs is to provide a tool for Metro and neighboring cities to use in formalizing cooperative planning and communication. The four IGAs are:

- Green Corridors
- Rural Reserves
- Urban Growth Management
- Performance Standards

Each IGA addresses a different topic, but all four implement the following principles:

Model agreements — The IGAs are "model" agreements, meaning that the details of the agreements can be tailored to individual needs and situations. Various options are identified for consideration by the parties when they negotiate the actual agreements. IGAs can be combined if the parties wish.

Joint Work Element (Cont.)

Cooperative planning and reciprocal relationships — The spirit and substance of the agreements are establishing “equal” relationship between Metro and the neighboring cities. The Policy Committee felt strongly that the main purpose of the IGAs is to facilitate and foster communication. The IGAs are not intended to result in a loss of autonomy by any of the parties or to allow one party to impose its will on another.

Voluntary selection of issues — The neighboring cities, county, Metro and the state may choose which IGAs they want to negotiate and sign. For example, a city may not wish to coordinate population estimates but may wish to be a party to Green Corridor and Rural Reserve cooperation.

The Green Corridor IGA

The purpose of this IGA is to establish cooperative planning to:

- Manage and maintain green corridors consistent with conservation of rural reserves;
- Maintain buffered corridors with natural landscaping to minimize views of non-resource land uses;
- Limit access to rural areas from the main transportation corridor so that the safety and operating capacity of the corridor is not compromised. Views of the undeveloped rural landscape along the green corridor should be retained and, where appropriate, enhanced. Important elements of the undeveloped rural landscape include: farm fields and orchards, wetlands, streams and rivers. New buildings, signs and other improvements should be located away from and buffered from the transportation corridor by landscaping;
- Maintain a high level of service for all modes of travel along the corridor to provide easy and efficient travel for non single-occupant-vehicle (SOV) access to neighboring cities. Surrounding rural transportation networks shall be maintained so that reasonable travel options exist;
- Maintain a strong transit connection between neighboring towns and the Metro urban area;
- Keep capacity improvements to the surrounding rural network very limited.

This IGA establishes mutually agreed upon policies (the purpose statements listed above) and a process to do a corridor-specific plan for the identified corridors. The specificity is important — the various Green Corridors (U.S. 26, OR 99E, OR 212/224, OR 99W, OR 30, I-5 between Tualatin and Wilsonville, I-205, Hills-Cornelius) are all unique situations requiring unique plans. The IGA addresses establishing Green Corridor boundaries, comprehensive planning, land use regulation, screening/buffering/signage, excess management and roadway improvements, notice and coordination.

The Rural Reserves IGA

The purpose of this IGA is to establish cooperative planning to:

- maintain the distinct identity and separation of the city from the metropolitan area
- permanently designate areas of rural land to separate and buffer Metro's Urban Growth Boundary and urban reserve areas from the city's Urban Growth Boundary and urban reserve areas
- reduce development pressures upon rural reserve areas and thereby enhance certainty and viability of resource uses in the rural reserves

This IGA establishes a process to set rural reserve boundaries, coordinate comprehensive planning and zoning, limit specific types of development (e.g., schools) and provide notice of certain land use decision making within the rural reserves.

The Urban Growth Management IGA

The purpose of this IGA is to:

- coordinate population and employment projections used for urban growth management plans and policies
- coordinate development and amendment of comprehensive plans and implementing measures
- provide notice and opportunity to comment on land use decisions

All cities and counties have IGAs that require coordination of comprehensive planning and notice within urban growth areas. This IGA is specific to population and employment and adds Metro as a

Joint Work Element (Cont.)

party. This IGA may be tailored to coordinate urban reserve area planning, which goes beyond the typical 20-year term of establishing urban growth boundaries.

The Performance Standards IGA

The purpose of this IGA is to:

- Provide mutual “support” for implementing key planning principles, such as:
 - Separation of the neighboring city and the metropolitan area
 - A strong balance between jobs and housing within the city
 - A “green corridor” as link between the city and the metropolitan area
 - Protection of rural reserves and natural areas
 - Commitment to efficient urban growth and/or agreed upon densities
 - The timely, orderly and efficient provision of an infrastructure
- Negotiate benchmarks to evaluate the effectiveness of policies and implementing measures to achieve the objectives of the planning principles

The Performance Standards IGA is for when a city and Metro wish to “go beyond” the coordination of population and employment to formally collaborate on such issues as urban design, open space planning and economic development. Such agreements should be closely coordinated with the Department of Land Conservation and Development to ensure consistency with acknowledged plans and state planning law.

Implementation of the Joint Work Element Findings

Next Steps

The following next steps are recommended (these are also stated in the Summary of this report):

- *Articulate the local perspective* — Canby, North Plains and Sandy should make local decisions on whether to continue dialog with Metro on neighboring city issues.

- *Create a forum to continue communication* — Metro, in partnership with the other governments, should create a mechanism to continue communication among the neighboring cities, counties, Metro, state agencies and economic interests on neighboring city issues.
- *Coordinate population and employment* — Canby and Sandy, at their own discretion, should decide what population and employment projections they want Metro and Clackamas County to assume in upcoming regional decisions (e.g., adoption of the Region 2040 Plan Growth Concept).
- *Develop and adopt intergovernmental agreements* — The model IGAs from the Neighboring Cities 2040 Study should be used as the starting point to craft IGAs which meet the specific interests of each neighboring city.
- *Prepare “Green Corridor” Plans* — ODOT, in partnership with the affected governments, should prepare corridor plans for each “green” corridor to implement the green corridor principles.

Suggestions for Further Study

The following suggestions are based on issues and concerns voiced during the study but were beyond its scope.

Strategies to promote a jobs-to-housing balance — This study included two steps toward promoting local jobs-to-housing balance: (1) development of policy; and (2) designation of sufficient commercial and industrial plans in the land use studies conducted for Sandy and Canby. These are essential efforts to set the stage, but a structure and strategy for local job retention and expansion are needed. What are those strategies? What should a neighboring city do first? What is the role of Metro, the state local chambers of commerce, etc.? These issues should be explored in an actual case study for a neighboring city.

Further transportation modeling of green corridors — The following additional model runs are suggested:

- Perform and analyze demand model runs assuming nonexclusive HOV and/or transit with incentives
- Perform and analyze a demand model run with transit in a nonexclusive HOV lane without incentives
- Study the effects of severing all at-grade rural accesses to the corridor on both corridor operation and out-of-direction travel for impacted trips

Joint Work Element (Cont.)

- Evaluate the model runs with various jobs-to-housing ratios to test the impact of that policy on the transportation system
- evaluate the impact on vehicle miles traveled of various population and employment levels in the neighboring cities

Visual analysis of green corridors — This study would inventory each corridor to determine the important visual elements to be protected and enhanced.

Parcel-specific evaluation of green corridor development potential — This study provides an overview of development potential in the corridors. As a next step, the specific parcels which are yet to develop should be identified and evaluated for permitted intensity of use, access options and visual impact.

Case studies of "successful" neighbor cities — This study would seek out those places which have the qualities of the neighboring cities envisioned for the Portland area. What do these places look like? What strategies have worked and not worked?

Sandy



Introduction

The Sandy work element of this study is an evaluation of a complete redrafting of the city's comprehensive plan. The consultant team worked closely with city staff and the community on the following parts of the plan:

- The Sandy Town Plan
- Land needs
- Public involvement
- Public facility analysis
- School siting
- Open space analysis
- Downtown design
- Neighborhood planning framework
- Updates of selected plan policies and municipal ordinances
- Transportation system plan

“The goal of the Sandy Town Plan is to preserve the small town character of Sandy.”

The consultant team worked as a partner with the city. The work program was structured so that the consultants, working with the community, developed draft products and recommendations. These were then carried forward by city staff for further refinement and public review. During this later phase, the consultant's role was primarily advisory. The one exception to this approach is the Transportation System Plan (TSP). For the TSP, the consultants have responsibility for the final plan.

The Sandy Town Plan

Sandy, today, has all the best qualities of a small town. It has a clear self-image of being a neighborly, safe and affordable place to live and work. Sandy has a beautiful physical setting and strong connection with the environment and outdoor recreation.

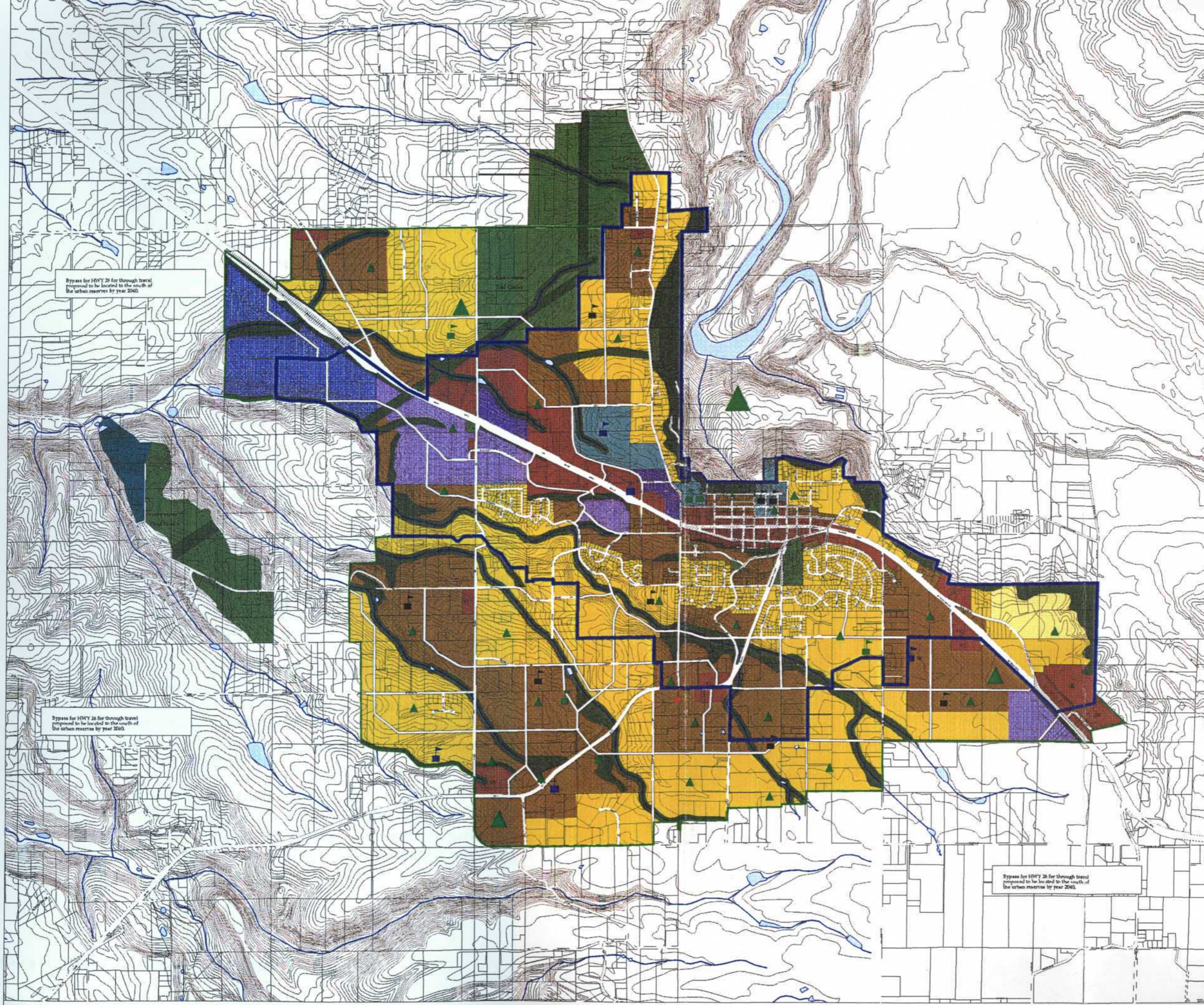
The goal of the Sandy Town Plan is to preserve and enhance the small town character of Sandy as growth occurs between 1994 and the year 2040.

Sandy as a Neighbor to the Metro Area

The draft Town Plan looks at Sandy as a neighbor to the Portland Metropolitan Area. The assumption is that Sandy is likely to continue

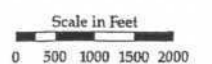
Town Plan Sandy Oregon

Land Use Plan and
Urban Reserve Draft



- Retail / Commercial
- Light Industrial
- Heavy Industrial
- Office
- Existing Schools
- Village Residential
- Single Family Residential
- Rural Residential
- Existing Parks
- Constrained Open Space
- Waste Water Treatment
- Area of Special Concern
- Urban Growth Boundary
- Urban Reserve Boundary
- UGB Addition
- Barlow Trail

- Proposed Sites
Approximate Locations
- Cemetery
 - Elementary School
 - Middle School
 - High School
 - Community College
 - Viewpoint
 - Park
 - Community Park
 - Regional Park
 - * May be moved up the HWY 26 corridor.



SOURCES:
TAXILOT MAP
 Cities of Beaverton, Milwaukie, Oregon City and Tigard;
 Source: City, 1994.
 Map accuracy: control point positional accuracy is plus or minus five feet or better.
 Data collection scale: 1"=300'
Multnomah County East of 42nd Ave.
 Source: Multnomah County Archives, 1994.
 Map accuracy: based on existing control points. Line work colored using coordinate geometry.
 Remainder of region:
 Source: Portland General Electric and Metro, 1994.
 Map accuracy: control point positional accuracy is plus or minus ten feet.
 Data collection scale: 1"=100', 1"=200' or 1"=400'
WARNING: some maps combine data layers of differing map accuracy, e.g. street plans can be laid on to a 1:1000 scale. When this occurs, the map is not reliable to correctly show data at the local level.
TOWN PLAN DESIGNATIONS
 City of Sandy, OTAK, Kittlington

Figure 3

600 NE Grand Ave
 Portland, OR 97232-2736
 (503) 797-1742



to grow rapidly, reaching a population of about 32,500 by the year 2040. Preserving Sandy's small-town identity is partially dependent upon land use and transportation policies of Clackamas County, Metro and the state. The plan assumes the following policies will be written into intergovernmental agreements:

- rural reserves will separate Sandy from the edge of the metro area in Gresham and any expansion in the Damascus area
- a jobs-to-housing balance must exist so there are opportunities to live and work locally
- Highway 26 between Gresham and Sandy will be planned as a "green corridor" with limited access and development

Planning Principles Used in the Town Plan

The Downtown is the Core of the Community

The downtown is planned for a mix of commercial, public and residential uses. Building placement, street and sidewalk improvements and public spaces will be planned to achieve a walkable, thriving center of the city.

Neighborhood Centers are Planned in a Series of "Villages"

Village residential areas will provide a variety of housing choices (detached homes, townhomes and apartments) surrounding a neighborhood commercial center. Parks and schools are also included in each village. The average housing density will be nine units per gross acre of residential land.

Areas for Traditional Single-Family Housing are Planned Next to Villages

The plan envisions areas for traditional single-family housing surrounding the villages. A mix of housing types (including duplexes and townhomes) will be allowed and the average zoned density will be five units per gross acre.

All Residential Areas Have Parks

Neighborhood parks are spaced about one mile apart to be within walking distance of most residences. Community parks are planned to provide space for organized sports and community gatherings.

Sensitive Environmental Areas are Protected

The plan will regulate development within stream corridors, wetlands, significant tree groves and other sensitive areas. Transfer of density out of these areas will be encouraged.

General Locations for Schools are Planned

The town plan included enough schools to accommodate future growth. General locations are planned so that schools become part of neighborhoods and logical sites are available. The city and school district cooperate in planning future schools.

There is a Connected, Logical Pattern of Streets

The pattern of streets is connected to (1) provide safe and convenient options for cars, bikes and pedestrians; (2) create a recognizable pattern of circulation; and (3) spread the traffic over many streets so that key streets (particularly U.S. 26) are not overburdened.

Commercial and Industrial Lands are Sufficient to Support a Jobs-to-Housing Balance

The amount of land designated for employment uses is enough to support at least 1.2 jobs for every household in Sandy. The objective is to promote local economic development and provide an alternative to commuting.

The Direction of Growth is Based on Efficient Provision of Public Facilities and Protection of Prime Farm Land

The plan encourages growth where water, sewer and streets can be provided efficiently. Areas which require pumping of sewage are avoided. Prime farm lands are generally avoided except where the extension of public facilities is logical and there are adjacent developed lands.

Key Facts About the Town Plan

Population:	5,720	Within the 1994 Urban Growth Boundary
	32,500	Planned for the year 2040 and included in the Urban Reserve Boundary
Land Area:	2467 ac.	1994 Urban Growth Boundary
	<u>2063</u> ac.	Urban Reserve
	4530 ac.	Total Area

Schools: 3 High Schools
4 Middle Schools
8 Elementary Schools
1 Community College

Parks: 4 Community Parks (Meinig and 3 new 20-acre sites)
28 Neighborhood Parks

The Village Residential Concept

A village is a compact, mixed-use neighborhood. It is designed to encourage travel by all modes of transportation and therefore reduce reliance on the car.

There are eight villages on the Sandy Town Plan. Each is unique, but they all share the following elements:

A village center — This is the neighborhood center where retail shops, civic buildings and a village green are located. If a local bus system were present, the bus would stop at the village center.

Variety of housing densities — Each village has land for apartments, town homes and single-family housing. The highest densities are clustered close to the village center. The Sandy Town Plan uses an average density of nine dwelling units per gross acre of residential land. The various densities are familiar to today's market — 18-24 du/ac for apartments, 10-12 du/ac for town homes and five units per acre for detached homes. The plan anticipates tomorrow's housing needs by allowing a broad range of dwelling types within each area. For example, town homes and triplexes would be allowed in the "single-family" portion of the villages as long as the densities did not exceed five units per acre in that area.

VILLAGE PLAN

AVERAGE RESIDENTIAL GROSS DENSITY
9 DWELLING UNITS / ACRE



APARTMENTS
(18-24 UNITS/ACRE)



TOWNHOMES
(10-12 UNITS/ACRE)

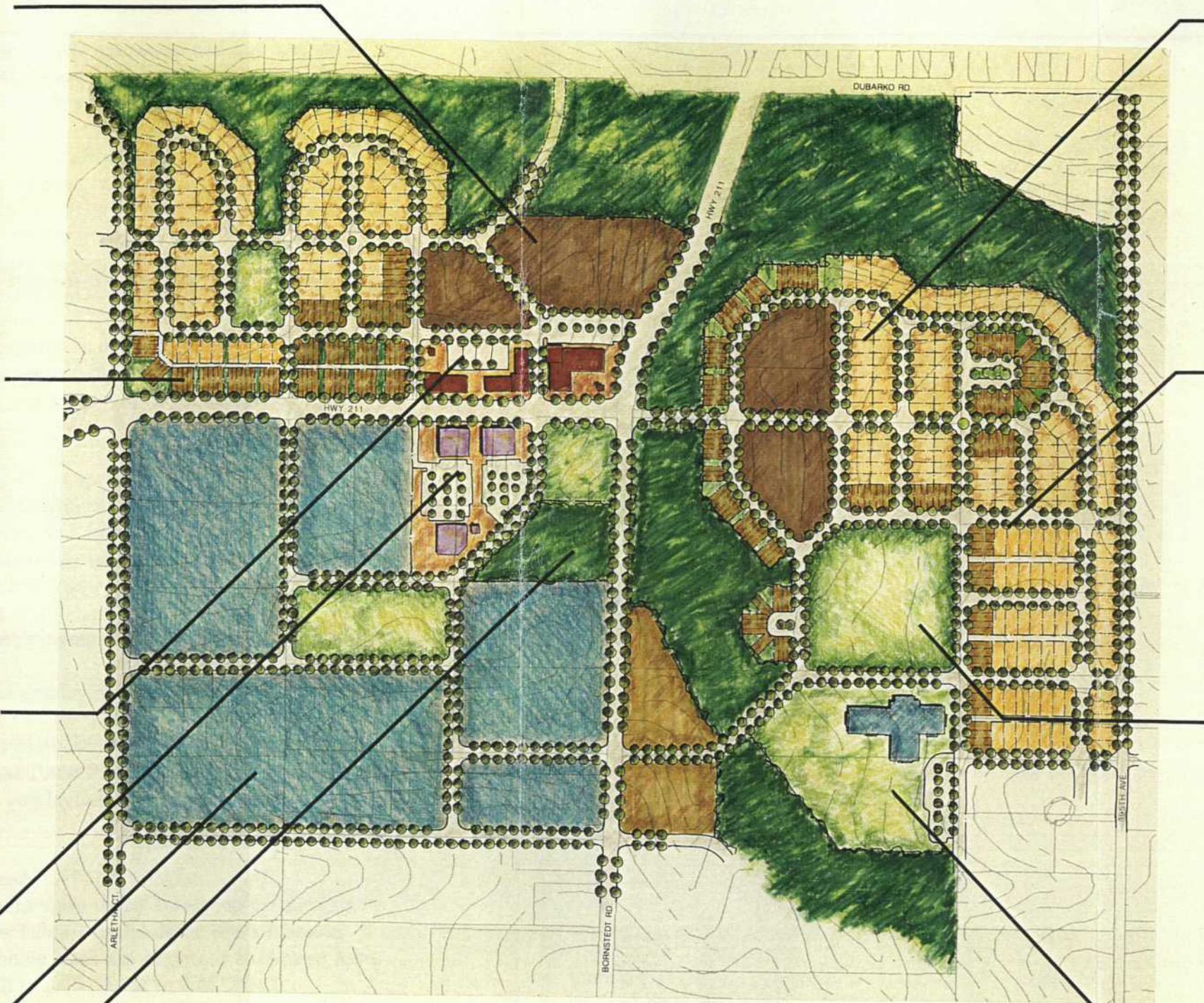


MIXED-USE VILLAGE CENTER

OFFICES

COMMUNITY COLLEGE

CONSTRAINED OPEN SPACE



SINGLE FAMILY HOMES
(5 UNITS/ACRE)



LOCAL STREET
(GARAGES ACCESSED FROM ALLEY)



NEIGHBORHOOD PARK



ELEMENTARY SCHOOL

NEIGHBORING CITIES STUDY

2040

City of Sandy



Figure 4

Network of local streets — The streets are connected and aligned so that the route to key destinations are direct and convenient. Streets should also be aligned to focus on key visual elements.

Parks and schools are part of the neighborhood — Neighborhood parks are within a five-minute walk of most housing and at least one school is within or adjacent to each village.

Land Needs

A land needs analysis was prepared in order to project the residential, commercial and industrial acreages required to accommodate projected growth. The projection was used as a guide to development of the Town Plan.

Method

The following steps were used to project needed lands.

- establish population, density and employment assumptions
- develop “ballpark” preliminary estimate of land needs based on continuing the existing percentages of land use types
- design Town Plan
- calculate population and employment within the plan
- refine Town Plan
- recalculate population and employment

The above method essentially combined the land projection and the town planning so that the final Town Plan is tested to accommodate the projected population and employment numbers.

Assumptions

Population and Employment

The population and employment were those developed by the study's Policy Committee. Please see Table 1 in the Joint Work Element chapter of this report. Household sizes are projected to change from 2.81 persons/household (1990) to 2.60 (2015) to 2.42 (2040).

Residential Densities

Residential densities are listed in Tables 2 and 3. The densities were developed by the Land Use Subcommittee of the Sandy 2040 Task Force, based upon viewing slides of various densities and conceptual

layouts of the village at Hwy. 211 and Bornstedt Road. Subsequent to the consultants' work, the city decided to retain a rural residential density of two units/gross acre for a 54-acre area in the eastern portion of the city. Gross acreages cited in the projection do not include land for streets, schools and parks.

Employment Densities

Employment densities are listed in Tables 4 and 5. These are based on the 1990 Metro Employment Density Study, an informal survey of employment densities in downtown Sandy and further work by city staff working with subconsultant.

Population-to-Commercial Land Ratios

To test the amount of commercial land designated on the Town Plan, Otak researched commercial land-to-population ratios in cities with similar population to that which is projected for Sandy. The objective was to use a "comparable" ratio as an index to what the population will need in the future.

Newberg is considered an appropriate "index" community because it shares many of Sandy's commercial market attributes including: proximity to Portland; along a highway serving as a major tourism route; small college; and large adjacent rural hinterland. Newberg's 1992 ratio was .0088 acres/capita and year 2010 projection is .014 acres/capita.

Sandy's current ratio is very high: .0203 acres/capita. The Sandy ratio is expected to decrease over time. The assumed future ratios are .014 acres/capita by the year 2015 and .010 acres/capita by the year 2040.

Land Needs

The Town Plan was tested and refined using the assumptions listed above. The result was a plan that accommodates an estimated 33,150 people and 15,039 jobs. The projected jobs-to-housing ratio is 1.1 jobs per household. Tables 2 through 5 summarize the projection.

**TABLE 2
DRAFT SANDY TOWN PLAN
RESIDENTIAL LAND SUPPLY
YEAR 2015**

Inside the City of Sandy 1994 Urban Growth Boundary

Land Use	Total Acres	Committed Acres	Developable Acres	Gross Density	New Households	Population
Single Family	729	447	282	5	1,412	3,671
Village Res.	415	188	227	9	2,043	5,312
Downtown Res.	23	23	23	15	345	897
Rural Res.	54	10	44	2	88	229
Subtotals	1,221	668	576		3,888	10,109
1994 Pop.						5,720
TOTAL POP.						15,829

**TABLE 3
DRAFT SANDY TOWN PLAN
RESIDENTIAL LAND SUPPLY
YEAR 2040**

Inside the City of Sandy Proposed Urban Reserve (including the 1994 Urban Growth Boundary)

Land Use	Total Acres	Committed Acres	Developable Acres	Gross Density	New Households	Population
Single Family	1,587	573	1,014	5	5,070	12,269
Village Res.	872	224	648	9	5,832	14,113
Downtown Res.	23	23	23	15	345	835
Rural Res.	54	10	44	2	88	213
Subtotals	2,536	874	1,718		11,335	27,430
1994 Pop.						5,720
TOTAL POP.						33,150

TABLE 4
DRAFT SANDY TOWN PLAN
ESTIMATED EMPLOYMENT ACCOMMODATED BY THE PLAN
YEAR 1995 - 2015

Inside the 1994 City of Sandy Urban Growth Boundary

Land Use	Gross Acres	Jobs/Acre	Jobs
Industrial	189		3,402
Heavy	75	18	1,350
Light	114	18	2,052
Office	32	30	960
Commercial	266		5,444
Downtown	82	30	2,460
General	122	18	2,196
Village	21	18	378
Destination	41	10	410
Schools	151		600
Existing	78	Varies by type	240
High	20	140/facility	140
Middle	20	60/facility	60
Elementary	33	40/facility	160
Home Office Uses	N/A	10% of jobs	637
Residential	1,221		
Single Family	729		
Village Res.	415	N/A	N/A
Downtown	23		
Rural Res.	54		
Parks	94		
Community	20	N/A	N/A
Neigh.	50		
Open Space	514	N/A	N/A
TOTAL	2,467		11,043

Employment Accommodated by the Town Plan (1994 UGB)	11,043 Jobs
Households (15,829/2.6 persons per HH)	6,088 Households
Jobs-to-Housing Ratio	1.81 jobs/HH
1990 Jobs-to-Housing Ratio (Actual)	1.45 jobs/HH

TABLE 5
DRAFT SANDY TOWN PLAN
ESTIMATED EMPLOYMENT ACCOMMODATED BY THE PLAN
YEAR 2015 - 2040

Inside the City of Sandy Urban Reserve Area (including the 1994 UGB)

Land Use	Gross Acres	Jobs/Acre	Jobs
Industrial	296		5,328
Heavy	168	18	3,024
Light	128	18	2,304
Office	32	30	960
Commercial	319		6,254
Downtown	82	30	2,460
General	122	18	2,196
Village	56	18	1,008
Destination	59	10	590
Schools	344		1,130
Existing	78	Varies by type	240
High	80	140/facility	280
Middle	60	60/facility	180
Elementary	66	40/facility	280
College	60	150/facility	150
Home Office Uses	N/A	10% of jobs	1,367
Residential	2,536		
Single Family	1,587		
Village Res.	872	N/A	N/A
Downtown	23		
Rural Res.	54		
Parks	244		
Community	80	N/A	N/A
Neigh.	120		
Open Space	779	N/A	N/A
TOTAL	4,530		15,039

Employment Accommodated by the Town Plan (2040 Urban Reserve) 15,039 Jobs
Households (33,150/2.42 persons per HH) 13,698 Households
Jobs-to-Housing Ratio 1.10 jobs/HH
1990 Jobs-to-Housing Ratio (Actual) 1.45 jobs/HH

Public Involvement

The city had lead responsibility for the public involvement process. An open process was conducted that had five basic components:

- a 2040 Plan Task Force and seven subcommittees. These committees were the vehicles for 30-40 citizens to house ongoing input into the plan. Between October 1994 and June 1995 more than 60 meetings were held. The mailing list for meeting announcements included 300 people
- two open houses, attended by 50 people and 120 plus respectively
- three newsletters mailed to 2,400 households in the Sandy area each time; the newsletters included surveys
- a series of presentations to service clubs and local groups
- colorful displays at City Hall informing people of current events and upcoming meetings

The consultant team participated in about 28 local meetings and had an ongoing advisory and technical support role in the public involvement process. Presentation boards were supplied for each of the open houses.

Public Facility Analysis

CH2M-Hill prepared a public facility analysis. The purpose of the report is to identify critical capacities and elements of Sandy's water and wastewater treatment facilities and comment on potential consequences of facilities planning decisions.

The study population was set at 32,500. The assumed average number of persons occupying a dwelling unit (DU) is 2.8 through the year 2015. It was assumed that after the year 2015 the number of people per DU reduces to 2.61 and continues to decrease linearly to 2.42 in 2040. The job:household ratio is targeted at 1.2 in 2040. A community having similar land use elements to those desired by Sandy was examined to compare the proportion of commercial/industrial land use to residential land use. Forest Grove, having a forecasted population of 21,700 in the year 2005 and a job:household ratio of 1.04, was chosen for this comparison.

Public Facility Analysis Conclusions

The city will have enough water to supply its needs to the year 2040 provided it is allowed to develop its water right on the Salmon River. Furthermore, it is highly likely that the city will be able to fully develop its water rights on the Salmon River. The city will need 13.6 mgd maximum daily demands in the year 2040 with a population of 32,500, a job:household ratio of 1.2:1 and an average density of 2.42 people per household. The ultimate population that the city's current water rights can serve is 44,703 which will occur in the year 2051.

The projected improvements to the water system are:

<i>Year</i>	<i>Water System Improvement</i>
1995	Alder Creek Water Treatment Plant (WTP) expansion and Brownell springs upgrade (2.5 million gallons/day maximum day demand (MDD))
2000	Salmon River WTP begins operation (3.1 MDD)
2015	Replace Alder Creek and Brownell WTP (2.5 MDD) and upgrade Salmon River WTP (8.9 MDD)
2035	Replace Alder Creek and Brownell WTP (2.5 MDD) and expand Salmon River to 16.2 MDD

The city will not be able to meet its future wastewater effluent discharge needs in Tickle Creek. The city's preferred option is to discharge effluent to the Sandy River. In the year 2040, the city of Sandy will need to treat sanitary flows of 6.59 mgd average annual flows and 4.55 mgd average dry weather flow.

<i>Year</i>	<i>Sanitary Sewerage System Improvement</i>
1996	Phase 1 Waste Water Treatment Plant (WWTP) is constructed
2006	Phase 2 WWTP is constructed
2007	Pump station to Sandy River is constructed
2015	New WWTP is constructed
2035	Replace WWTP

School Siting

The three tasks of this element of the plan were:

- determine the number of school facilities needed by 2015 and 2040
- develop school siting guidelines

- map general locations for school sites needed by 2015 and 2040

School Siting Conclusions

The most important outcome of this element was the cooperative relationship established between the City of Sandy and the Sandy school districts. The two agencies had never before worked so closely on specific, long-range planning for school sites.

School Projections

	<u>2015</u>	<u>2040</u>
Elementary School	6 schools	8 schools
Middle School	2	4
High School	1	3

School Siting Guidelines

Guidelines were developed to address the following issues: site size, parcel configuration, slope, environmental constraints, access, location within villages, services, acquisition costs and nuisances. The site size guidelines used for the Town Plan are:

Elementary School:	10 to 12 acres (400 student school)
Middle School:	20 acres (400-800 student school)
High School:	40 acres (1,400 students)

The four middle schools cited above assume 800 students per school. More schools will be needed if smaller schools are built.

Potential locations for schools were mapped. The locations are illustrated with symbols on the Town Plan to indicate general locations for schools.

Open Space Analysis

The purpose of the Sandy Open Space Analysis is to guide the open space and parks element of the Sandy Town Plan. Otak worked jointly with city staff and the Sandy Open Space and Parks Subcommittee to:

- develop park and open space classifications
- develop park and open space selection guidelines
- develop park and open space development guidelines and

- recommend park and open space sites for inclusion in the Draft 2040 Town Plan

Parks on the Draft Town Plan

	<u>Number</u>	<u>Acreage</u>
Constrained Open Space	N/A	766
Golf Course (primary site)	1	198
Community Parks	3	92
Neighborhood Parks	28	93

The numbers listed above were slightly revised for the final Town Plan. Overall, when the 24 acres of existing parks are added to the acreage for the community and neighborhood parks listed above, the ratio is approximately 6.4 acres per 1,000 population.

In addition to the parks cited above, the plan includes one regional park on the Sandy River and three view points within the community.

Classifications, Guidelines and Standards

Eight types of parks and open space were defined and mapped:

- constrained open space (environmentally sensitive areas)
- community parks
- neighborhood parks
- pocket parks (not mapped)
- specialty recreations areas (e.g., swimming pool) (not mapped)
- school recreation sites and facilities
- bicycle and pedestrian pathways and trails
- local streets and parkways

Definitions, site sizes, locational standards, facility guidelines, and site selection guidelines were developed for each of the above. Two highlights of the standards include:

Contained open space — Recreation development will be low-impact, non-intrusive and habitat sensitive. Development will be set back from the ordinary high water of streams by at least 100 feet.

Neighborhood parks — Sites will be selected to centralize the park within 1/4 mile of 80 percent of the dwellings the park is serving.

Downtown Design

Purpose and Process

The purpose of the Downtown Framework Plan was to:

- establish a broad supported “vision” for downtown as the center of Sandy
- set the basic structure for developing zoning and design standards

Downtown Design Charrette

A half-day charrette was held on November 4, 1994. The goal of the charrette was to generate a wide range of ideas and possibilities toward about the following question:

“How can Sandy make its downtown a vital and pedestrian-friendly center of the community?”

Sixty-four people participated, including about 45 local business people, citizens and public officials. The balance of the participants were professional planners from the Portland area and several communities outside of the Portland area.

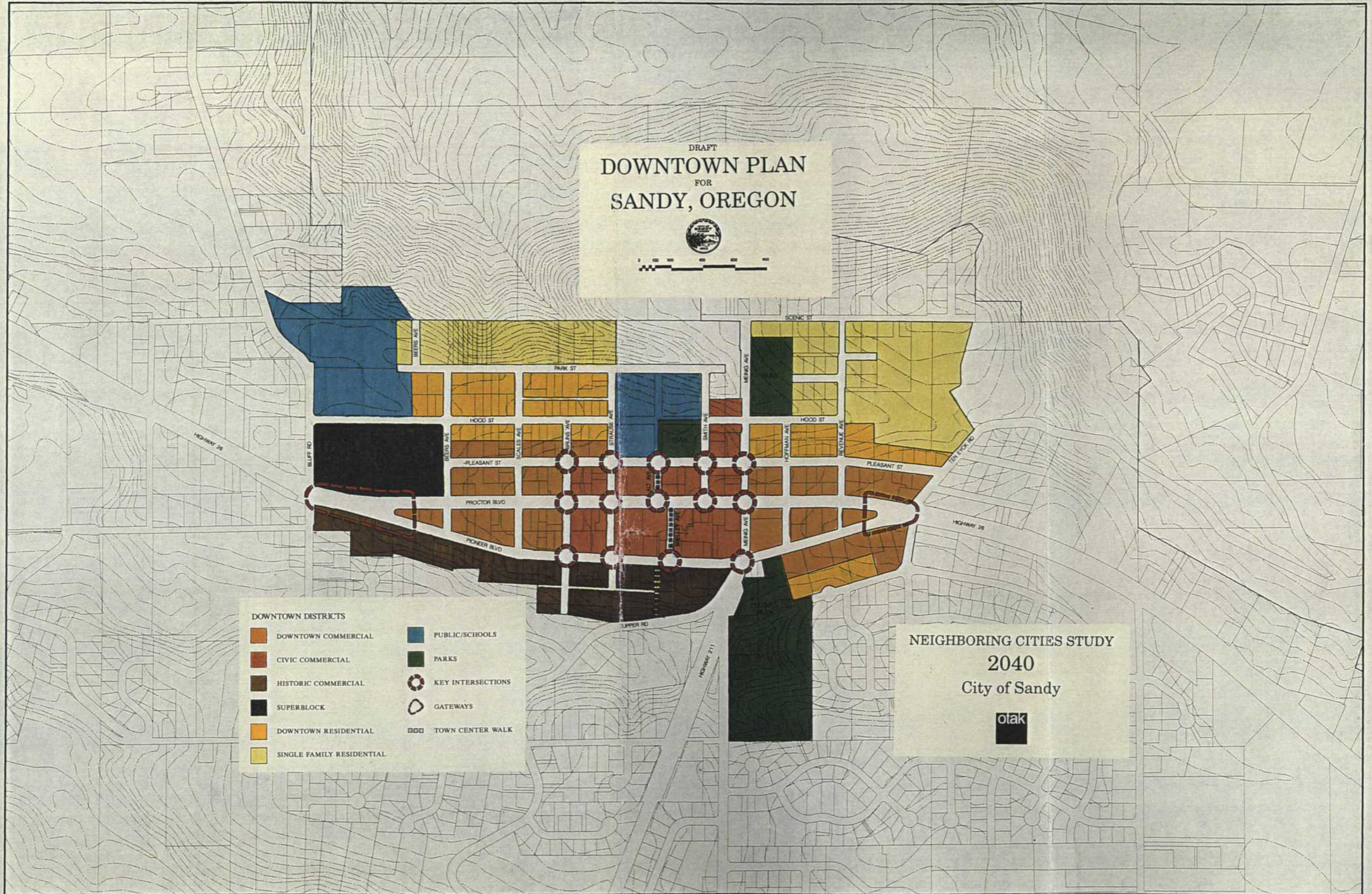
Small groups brainstormed ideas to address four issues: economic vitality, mixed-use, circulation, and entries/edges. This work generated eight maps that were put on the wall and discussed. Seven common themes emerged as the consensus direction for the Framework Plan:

- “expand” the downtown to the north
- identify a civic center
- strengthen north-south transportation linkages
- develop gateways at couplet ends
- locate a site for a public plaza
- underground the utilities
- retain on-street parking

The Downtown Framework Plan

Following the charrette, a sketch plan was prepared to illustrate the seven themes, identify districts that would set the stage for zoning, identify key intersections and locate the gateways. Each of these issues are discussed below.

DRAFT
DOWNTOWN PLAN
FOR
SANDY, OREGON



DOWNTOWN DISTRICTS

DOWNTOWN COMMERCIAL	PUBLIC/SCHOOLS
CIVIC COMMERCIAL	PARKS
HISTORIC COMMERCIAL	KEY INTERSECTIONS
SUPERBLOCK	GATEWAYS
DOWNTOWN RESIDENTIAL	TOWN CENTER WALK
SINGLE FAMILY RESIDENTIAL	

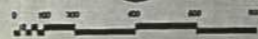
NEIGHBORING CITIES STUDY
2040
City of Sandy



DOWNTOWN DISTRICTS

DOWNTOWN COMMERCIAL	PUBLIC/SCHOOLS
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DRAFT
DOWNTOWN PLAN
FOR
SANDY, OREGON



NEIGHBORING CITIES STUDY
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Figure 6



*Downtown Sandy in the future.
View of Shelley Avenue looking south.*

Districts

A district is an area where there is a recognizable character and common set of design regulations.

Civic Commercial The center of downtown. Three-story buildings. Uses: public, retail, office, residential. Drive-through discouraged.

Downtown Commercial Retail and office use in two-story buildings. Residential allowed as conditional use. Drive-through uses allowed, but with design standards.

Historic Commercial Preservation and enhancement of the building character along the south side of Pioneer Street. Same uses and design guidelines as the Downtown Commercial District.

Downtown Residential Medium-high density (12-24 units per acre) housing close to downtown. Office and neighborhood commercial uses allowed as conditional uses.

Superblock The largest redevelopable acreage in the downtown area. Allow large users (e.g., grocery stores) but assure street connections through the block and orientation to the streets.

General Design Guidelines

District	Sidewalk Width	Minimum Setback	Parking Location¹	On-Street Parking	Street Furnishings
Civic Commercial	12'	0	Rear	Yes	High
Downtown Comm.	8'	0	Side/Rear	Yes	Medium
Historic Comm.	8'	0	Side/Rear	Yes	Medium
Downtown Res.	6'	0	Side/Rear	Yes	Low
Superblock	8'	0	Side/Rear	Yes	Medium

Key Intersections

Use the intersections of the Civic Commercial District to emphasize the pedestrian character of the area. Use curb extensions, pavers, scored concrete for crosswalks, plantings, site furnishings and landscaping to emphasize these areas. Front doors of buildings should be oriented to the corner.

Gateways

Develop “front-doors” to the downtown area through placement of monuments at the ends of the couplet, different street trees and placement of buildings up to the streets within the gateway.

Landscaping

Street trees are recommended in tree wells and spaced 30-feet on center. Parking lot landscaping should be required, especially at the interface with the street if it is a side lot. Six-foot-wide planter strips are recommended in the downtown residential district. To emphasize the districts, different street trees in five areas:

- long Pioneer and Proctor
- long the Town Center Walk
- long the remainder of the commercial streets
- fronting downtown residential streets
- through the gateways

Neighborhood Planning Framework

Neighborhood plans are recommended as a useful tool for implementing the Sandy Town Plan. Neighborhood plans are defined to be:

- a master plan for an area of the city
- a process for involving a neighborhood in specific land planning

There are three key benefits to neighborhood plans:

- to help “knit together” private land development
- to promote certainty for locating key uses and streets
- to involve the local community in the planning process

The elements to be included in the plan should be decided by the participants in the planning process. The plan can be narrowly focused (design studies for a village center) or comprehensive. The key is to

orient the plan to the issues of most concern to the participants. The Sandy Town Plan is specifically designed to link land use and transportation planning. This approach should be carried through to neighborhood plans in Sandy.

Broad-based participation should be solicited. The key stakeholders should be personally contacted and invited to join the process.

Process

There are three typical phases for neighborhood plans in a small community such as Sandy. They are:

Phase 1 — Start-up

- develop stakeholder interest and agreement on the need for and purpose of the plan
- obtain Council authorization
- form advisory committee(s)

Phase 2 — The Plan

- define issues and initial goals
- inventory existing conditions
- prepare a concept plan (2-3 alternatives)
- evaluate implementation
- open house and/or presentations before community groups in the neighborhood
- develop a recommended plan

Phase 3 — Adoption

- workshops with the Planning Commission
- hearings

When to Initiate a Neighborhood Plan

Two signs that a neighborhood plan is needed are:

- when there's local concern about the livability of the area, and/or
- there is strong development pressure on an area of the city

The latter situation is common to areas directly adjacent to the city limits, which are likely to annex in the near future. A neighborhood plan for these types of areas can help tie them into the existing fabric, or, create a whole new neighborhood.

Updates on Selected Plan Policies and Ordinances

The approach and tasks described in the work program are:

- prepare an initial list of “what’s new” about the neighboring cities plan for Sandy that may differ from the existing land use plan and regulations
- review an existing comprehensive plan, zoning ordinance and subdivision ordinance to “flag” areas of potential revision
- prepare a list of recommended revisions and additions which identifies the specific section of the plan or ordinances to be updated or revised and the substance of the needed change

The city requested that the work be focused on the review and update of three specific sections of the comprehensive plan text: Urbanization, Industrial Lands and Commercial Lands.

The Urbanization Element

The revised text describes the authority, rationale and requirements for establishing urban reserve areas. An overview of the Sandy urban reserve area is provided. Key policies drafted are listed below.

“An Urban Growth Boundary (UGB) and Urban Reserve Area (URA) shall be jointly adopted by the City of Sandy and Clackamas County. Procedures for coordinated management of the unincorporated lands within the UGB and URA shall be specified in an intergovernmental agreement adopted by the Sandy City Council and the Clackamas County Board of Commissioners.”

“The City of Sandy shall have the lead role in designating planned land uses and densities for incorporated and unincorporated lands within the UGB and the URA. The Sandy Town Plan shall constitute the comprehensive plan for all land within the Urban Growth Boundary and Urban Reserve Area.”

“The City of Sandy shall have the lead role in coordinating public facility planning (streets, sanitary and storm sewers, water, parks and open space, schools) within the UGB and the URA.”

“Clackamas County shall have the lead role in processing land use and development applications for unincorporated lands within the UGB and URA. Application review shall be coordinated with the

City of Sandy and regulated with tools such as shadow plats, clustering and redevelopment plans to ensure that long-term options for urban development are protected.”

“The City and County shall coordinate plans for interim rural residential development within the designated Urban Reserve Area. The following strategies will be used to ensure that interim rural development does not inhibit long-term urbanization of lands within the Sandy UGB and Urban Reserve Area:

- 1) shadow plats
- 2) cluster development
- 3) redevelopment plans
- 4) non-remonstrance agreements for annexation and provision of urban facilities”

The Industrial Element

This element describes the existing plan and several important concepts embodied in the Town Plan, including:

- the industrial niche identified for Sandy is a small manufacturer of durable goods who supplies other manufacturers and assembly plants in the Portland area
- the employee density assumed for industrial land is 18 employees per acre
- the jobs-to-housing ratio of the draft Town Plan is 1.25:1

A simplification of the number of industrial zones is recommended. Additionally, tighter standards should be set for commercial uses in the industrial district to ensure that industrial land is not preempted for general commercial use.

The Limited Commercial Industrial Zone is proposed to be deleted from the Zoning Ordinance. Additionally, it is recommended that the Industrial Park be deleted as a separate zoning district. A developer always has the opportunity to develop a Light Industrial area as an industrial park.

It is recommended that the Light Industrial (I-2) and General Industrial (I-3) Districts be retained as currently structured. However, tighter standards for commercial uses are recommended.

The Commercial Element

Selected policies drafted for this element are listed below.

“The downtown area shall be recognized as the focal point for concentrated, small-scale commercial retail and service uses.”

“Civic uses which locate within the boundaries of the Civic Overlay shall be permitted uses rather than conditional uses.”

“Density standards should be established for residential development in the C-1 district. A range of housing types is permitted (duplexes, triplexes, townhouses, condominiums, apartments) at an overall density of 15 units per acre. The plan may allow for a density bonus (a maximum of 24 units/acre) for residential-above-retail uses.”

“At the west end of Sandy, general commercial uses shall be concentrated to the north side of Highway 26. Access points to commercial uses shall be limited and shared to inhibit the development of a “strip” commercial character.”

“A new commercial area is planned to the east of downtown and south of Highway 26. This commercial area shall be planned to relate and integrate with the adjacent village.”

“The Destination Commercial district represents a major entrance to the Sandy urban area and a cohesive master plan for development of the entire commercial district shall be approved to provide the framework for review of individual building permits. Provisions for view corridor protection, shared access and parking, consistent signage, pedestrian connections and landscaping shall be included in the overall master plan.”

“The following types of uses are envisioned for the village commercial district:

- service uses oriented to the village (dry cleaners, beauty salons, etc.)

- small scale professional offices (accountant, real estate, medical/dental, etc.)
- retail uses oriented to the village (cafe, a corner store, espresso shop)
- a day care center
- residential above commercial storefronts"

"The office district is recommended to provide for:

- larger scale medical/research and business/professional office uses
- opportunities for employment and professional services in close proximity to neighborhoods and major transportation facilities
- to provide for groups of businesses in centers
- to locate office employment where it can support downtown commercial uses"

Transportation System Plan

A Transportation System Plan (TSP) was prepared as part of the Sandy work element. The TSP is intended to fulfill the City's obligations under the Oregon's Transportation Rule and integrate land use and transportation aspects of the Sandy Town Plan.

Two chapters of the Sandy TSP were completed in this project. They are:

- Existing Conditions Inventory and Analysis
- Future Conditions and Alternatives Analyses

Each of the above chapters are summarized below.

Existing Conditions Inventory and Analysis

Sandy's transportation system consists of bicycle, pedestrian, roadway and transit facilities located within the UGB. This system experiences its peak demand between 4:15 and 5:15 p.m., on a typical Friday afternoon in August. This is likely due to the combination of commuter traffic returning home from work, weekend recreational trips being begun and commercial traffic using the U.S. 26 corridor. During this peak period the transportation system operates sufficiently well to accommodate the peak demand.

The city's bicycle system developed to date in the study area is dependent upon the state facilities provided along U.S. 26, the county facilities along Bluff Road and new private developments along Dubarko Road and Strawbridge Parkway. The state plans to provide bike lane striping on US 26 through the downtown couplet of Sandy. This will complete a critical east-west bicycle corridor through the study area. The planned bicycle routes shown in the comprehensive plan provide for a network of routes serving the study area and connecting with the existing and planned regional bikeways.

Sandy has a well-developed pedestrian system in its downtown core area and associated with more recently developed residential areas. Minor sections of sidewalk are substandard, in disrepair or missing altogether. Most key pedestrian generators are adequately served by the existing network. As areas develop or redevelop, the city adequately served by the existing network. As areas develop or redevelop, the city should require the installation, replacement or improvement of sidewalks as needed. All four traffic signals in the downtown area of Sandy are adequately serving the pedestrian mode. Minor pedestrian timing improvements to the U.S. 26/Bluff Road signals to improve the existing service.

Two unsignalized intersections immediately west of the study area boundary on U.S. 26 experience failing levels of service during this peak demand. Nearby signalized access to U.S. 26 is available as an alternative for the critical movements at these intersections.

All signalized intersections within the study area are operating at acceptable levels of service during the peak period of demand and are adequately serving all travel modes. Sufficient reserve capacity exists at all signalized intersections to accommodate additional traffic volumes. ODOT staff is aware of hardware problems at the U.S. 26/Industrial Way intersection which effects off-peak conditions only. Recommendations for additional signing of side street approaches to several signalized intersections were made to improve the safety of left-turning movements.

Intercity transit service provided by Tri-Met on a very limited basis. Transit service demand is being met during the limited hours of operation (commuter peak) currently provided by Tri-Met. However, latent demand outside these hours of operation exists and has no other

reasonable means of service. Intracity transit service is provided through a Dial-a-Ride Program and is adequate for the current demand.

Future Conditions and Alternatives Analyses

Pedestrian and Transit Plans

Figure 8 presents the proposed future pedestrian element of the transportation network for Sandy. Specific to the plan are recommendations for a continuous sidewalk system in a good state of repair which will connect all existing and proposed future pedestrian and transit traffic generators. They include all schools, parks, civic centers and most shopping areas. Also, a critical part of the pedestrian plan is the support it provides the proposed Downtown Plan which strives to create a pedestrian friendly shopping and commercial area in the historic downtown blocks of the city.

Work is ongoing in the development of a transit plan which will incorporate the existing Dial-a-Ride Program, taxi service and Tri-Met service. Opportunities to enhance and expand these services will be examined and a proposed transit plan will be presented for consideration later in this process.

Bicycle Plan

Figure 9 presents the proposed future bicycle plan for the City of Sandy. The figure includes state, county and city designated facilities through the urban area, and differentiates between Class I facilities (off-street, e.g., bike trails) and Class II/III facilities (bike lanes and designated bike routes). The proposed bicycle plan has been developed in coordination with city staff and to closely support the Town Plan. The system of bicycle facilities has been designed to connect all major generators of bicycle traffic with residential neighborhoods. These generators include schools, parks, civic centers and commercial activities.

The majority of proposed future arterial and collector streets are planned for inclusion in the Bicycle Plan; with six-foot-wide, on-street bicycle lanes to be provided. Unlike pedestrian facilities, bicycle facilities are not being recommended as required amenities with all arterial/collector streets. Instead, where local streets which provide good parallel facilities and carry less vehicular traffic are available,

they have been identified as the preferred bicycle route. Such flexibility enables the best and safest routes to be provided without undo redundancy.

Also shown in Figure 9 is a recreational bicycle trail following along the UGB to the east and north of Sandy, providing connection to the Sandy River gorge and other state and county bicycle routes.

Future Roadway System Alternatives

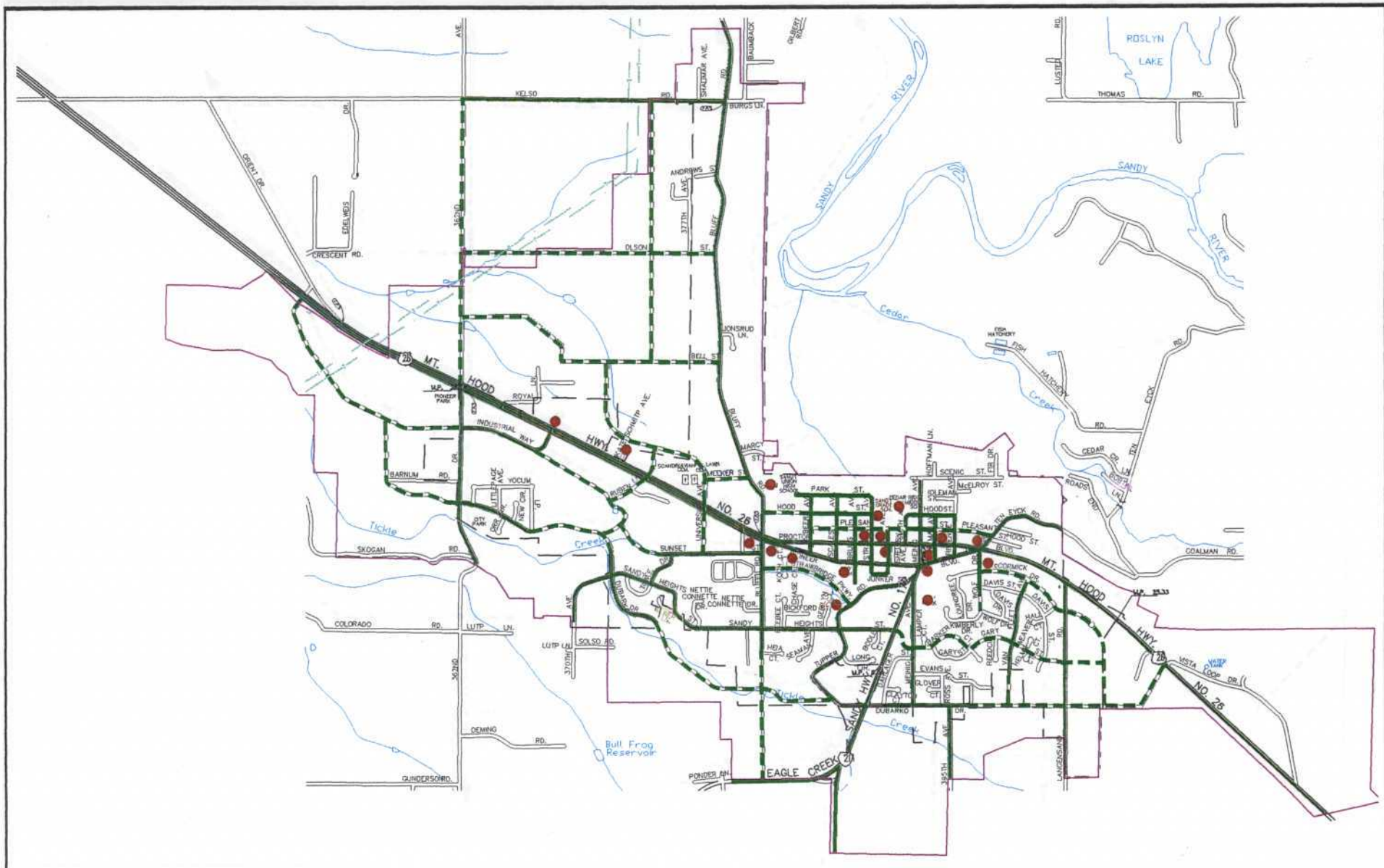
Four roadway system alternatives were developed in preparation for preliminary evaluation of the future roadway transportation system.




Alternative 1 — “No-Build”

This alternative considered the future lane requirements for U.S. 26 and the existing arterial/collector network under the “No-build” condition (i.e., no new roadways would be considered to be constructed in the 20-year horizon). This alternative identifies the Level of Service (LOS) which would be experienced on the existing system and the required travel lanes on each facility to restore the system to within operational levels (LOS “E” or above), as shown in Table 3.

Alternative 2 — “Bypass”

This alternative considered the option of constructing a bypass to carry all through-traffic around Sandy and estimated the off-loading effect this would have on the operations of U.S. 26 through Sandy. In addition, the lane requirements for the bypass and the existing “No-Build” transportation network were estimated, as shown in Table 4.



LEGEND	
EXISTING	PROPOSED
	
PEDESTRIAN FACILITY	
	- PEDESTRIAN GENERATOR

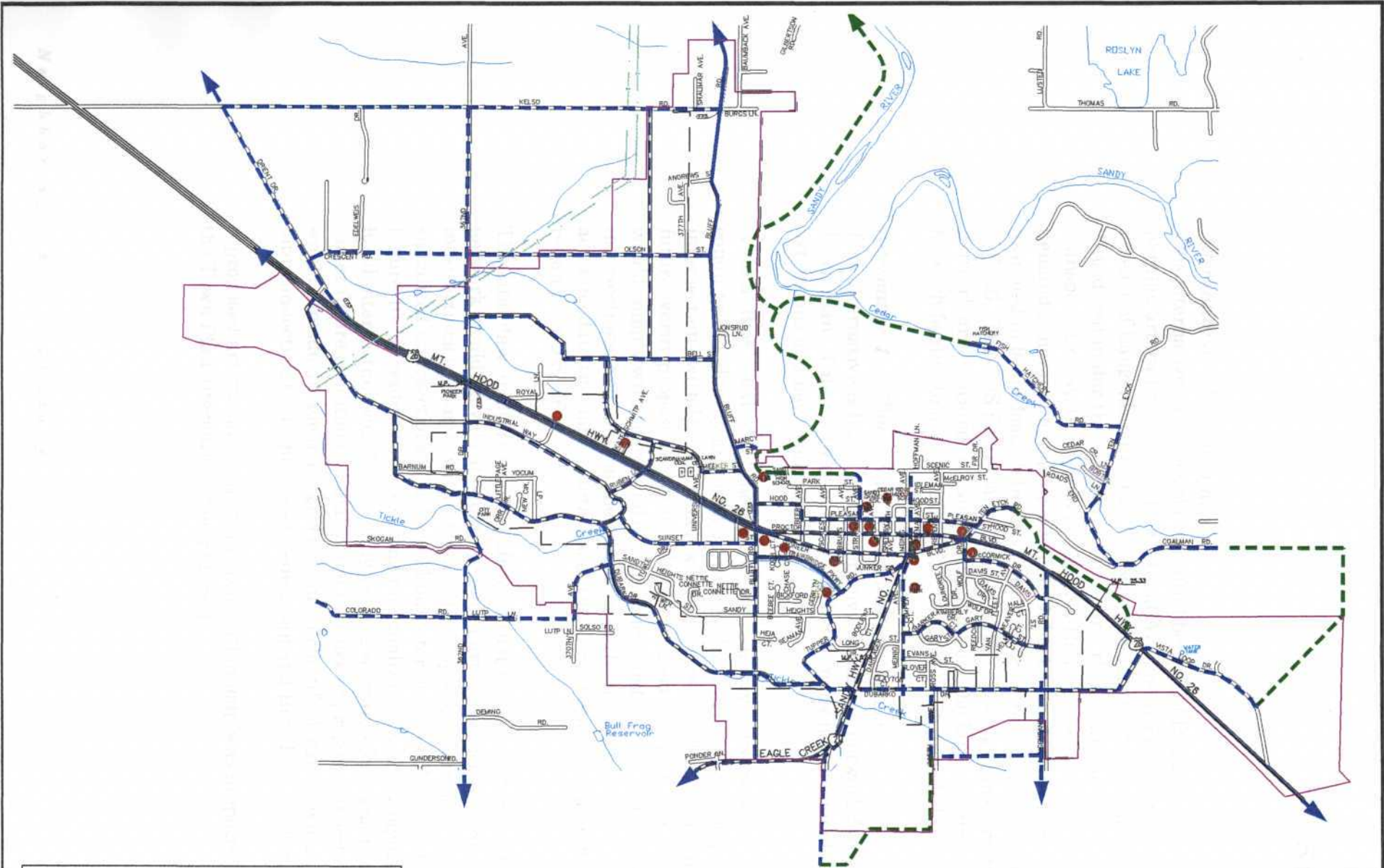
PROPOSED SANDY PEDESTRIAN NETWORK

CITY OF SANDY
TRANSPORTATION SYSTEM PLAN
JUNE 1995

FIGURE
1



Figure 8



LEGEND

EXISTING		PROPOSED
	CLASS II/III	
	CLASS I	
	BICYCLE GENERATOR	

NOTE: BICYCLE FACILITIES ARE SHOWN CLASSIFIED AS EITHER CLASS I (OFF-STREET) OR CLASS II/III (ON-STREET) FACILITIES.

PROPOSED SANDY BICYCLE NETWORK

CITY OF SANDY
TRANSPORTATION SYSTEM PLAN
JUNE 1995

FIGURE
2



Figure 9

Alternative 3 — “Dubarko Road”

This alternative examines the potential benefit of Dubarko Road as a parallel arterial to U.S. 26, from 362nd Avenue to a connection with US 26 east of Langensand Road. This was the only roadway improvement considered under this scenario. Therefore, the balance of the transportation system would be the “No-Build” network. The travel demand generated by the area which Dubarko Road would serve was assumed to be off-loaded directly from one or more critical sections of U.S. 26. The LOS for Dubarko Road and the existing transportation network are indicated in Table 5. In addition, the lane requirements for each facility to provide LOS “C,” “D,” and “E” is provided in Table 5.

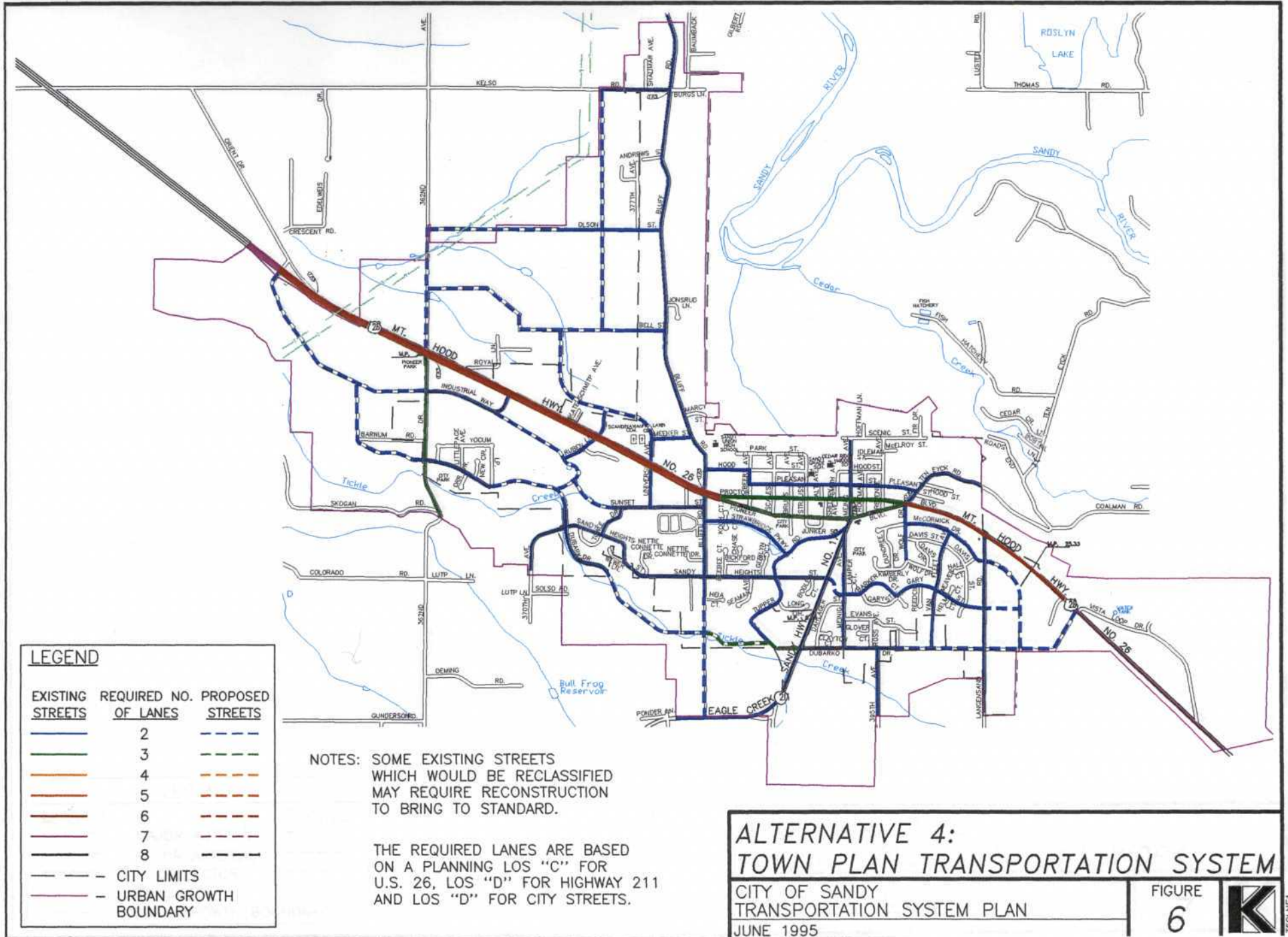
Alternative 4 — “Town Plan Transportation System”

This alternative is based on the conceived roadway network for the Town Plan. This roadway network includes many improvements, extensions and new roadways.

A “fatal flaw” analysis of the Town Plan roadway network was conducted to identify any existing unsignalized arterial/collector intersections with U.S. 26 which would require signalization in the future, verify proposed arterial/collector connections with U.S. 26 would comply with current ODOT spacing standards for signalized intersections, and confirm the adequacy of the network to accommodate the implementation of the Town Plan without significant reliance on U.S. 26.

The fatal flaw analysis results indicated that the Town Plan roadway network would provide adequately spaced arterial/collector street intersections to comply with current ODOT spacing standards for signalized intersections. The Town Plan alternative is illustrated in Figure 10. In addition, the existing unsignalized U.S. 26/Langensand Road intersection would meet daily volume warrants for signalization, under future conditions. Finally, the network of proposed streets would provide an adequate grid system of classified streets with interconnection to the proposed Pedestrian and Bicycle Plan elements.

A proposed arterial and collector classification map was prepared for the Town Plan alternative. See Figure 11.



LEGEND

EXISTING STREETS	REQUIRED NO. OF LANES	PROPOSED STREETS
	2	
	3	
	4	
	5	
	6	
	7	
	8	
		CITY LIMITS
		URBAN GROWTH BOUNDARY

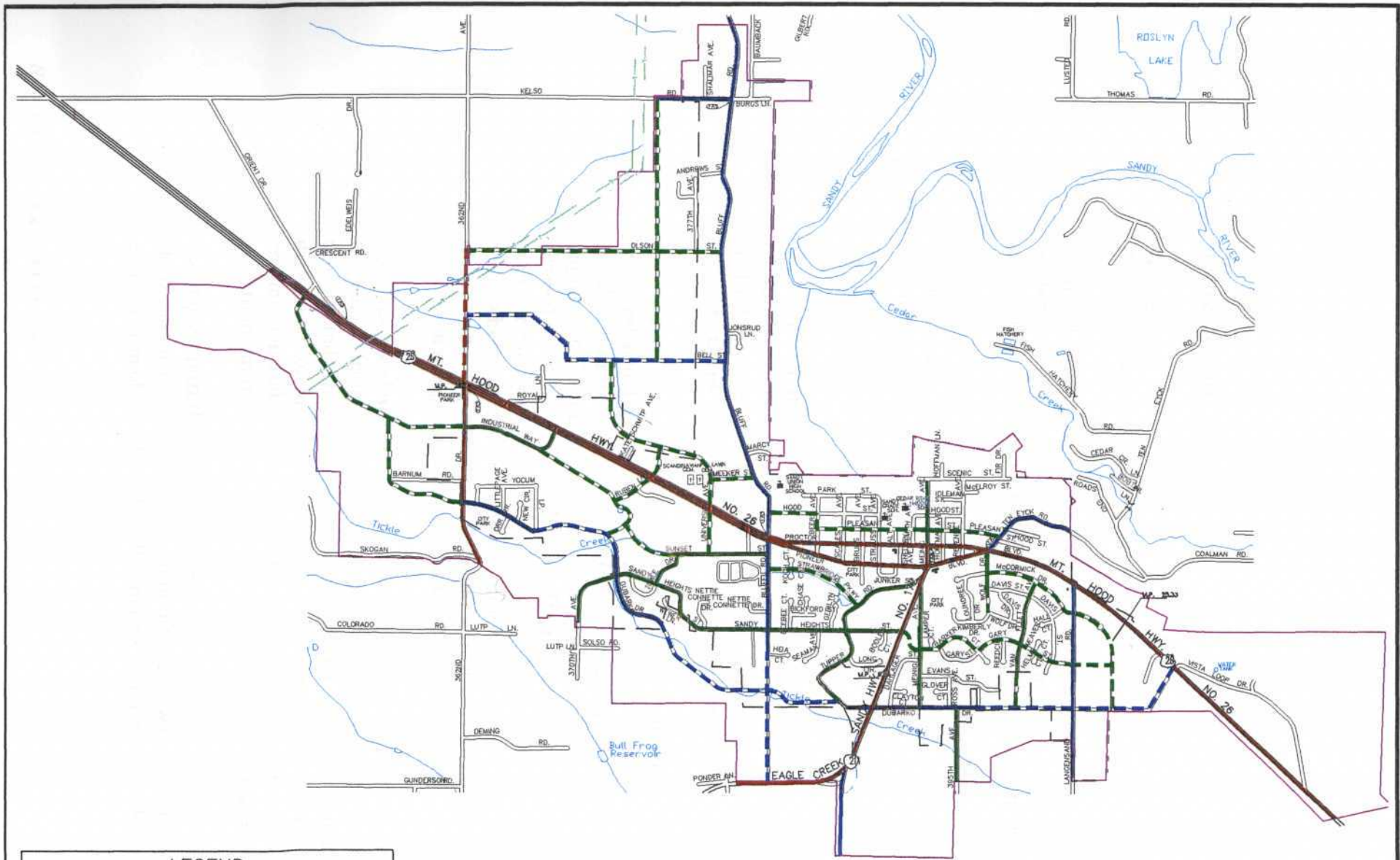
NOTES: SOME EXISTING STREETS WHICH WOULD BE RECLASSIFIED MAY REQUIRE RECONSTRUCTION TO BRING TO STANDARD.

THE REQUIRED LANES ARE BASED ON A PLANNING LOS "C" FOR U.S. 26, LOS "D" FOR HIGHWAY 211 AND LOS "D" FOR CITY STREETS.

ALTERNATIVE 4:
TOWN PLAN TRANSPORTATION SYSTEM
 CITY OF SANDY
 TRANSPORTATION SYSTEM PLAN
 JUNE 1995

FIGURE
6

Figure 10



LEGEND	
EXISTING	PLANNED
MAJOR ARTERIAL	
MINOR ARTERIAL	
COLLECTOR	
CITY LIMITS	
URBAN GROWTH BOUNDARY	

**PROPOSED 2015
ARTERIAL/COLLECTOR NETWORK**

CITY OF SANDY
TRANSPORTATION SYSTEM PLAN
JUNE 1995

FIGURE
7

Figure 11

1359FNC2

Implementation

Next Steps

The following next steps are recommended:

Complete the Transportation System Plan (TSP) — The TSP process needs to be completed prior to adoption of the Town Plan and subsequent amendments to the existing comprehensive plan.

Adopt the Town Plan as the new comprehensive plan — The development of the Town Plan has had substantial and meaningful involvement by the public. It appears to be broadly supported in the community. It is forward looking to meet the needs of the community and firmly reflective of local values.

The transition from a study plan to a proposed legislative decision requires continued commitment to public involvement. We recommend that information and opportunity for comment be provided prior to the actual hearings on amending the existing comprehensive plan.

Review and fine tune proposed implementing ordinances — The City has developed draft revisions to its land use ordinances. These included literally hundreds of standards and requirements intended to implement Town Plan principles and policies. The city would be well advised to set the ordinances aside for a short while and then review them for consistency and workability. Undoubtedly, there are a few areas where additional research or alternative approaches need to be considered. The city should consider a review by an outside party to get a fresh perspective on the standards and procedures.

Continue the close coordination with the school districts — The work of the school siting subcommittee strengthens the relationship between the city and school districts. The city should seek ways of ongoing dialog and communication. A work session with the planning commission and/or City Council is recommended at least once each year to monitor school capacities and stay ahead of siting issues.

Develop an initial public improvement (or series of improvements) in the downtown — Private investment often follows investments in the public realm of streets, sidewalks, plazas and parks. To demonstrate

the commitment to the downtown as the focal civic place in Sandy, the community should develop a plan for making visible improvements that will hopefully stimulate additional private investment.

Recommended Areas of Further Study

The following additional studies should be considered:

Neighborhood Plans for the Villages — The more certainty for the land use and street network of the villages, the more likely the village residential concept will be fulfilled. The city should work with key property owners and community groups to develop neighborhood plans for the villages which are most likely to develop (or request annexation) in the future.

Downtown Parking Study — How much parking is needed to implement the downtown design recommendations in this study? What innovative approaches have other communities used? These and other questions needed to be addressed so opportunities for shared parking are maximized and sufficient parking is provided.

Database of committed and vacant lands — This study used existing information (the Spencer and Kupper Report) provided by the City of Sandy and aerial photographs to establish committed and vacant lands. A more detailed and updated inventory of parcels should be created. The Metro RLIS database is the logical choice for the format.

Canby

Introduction

The City of Canby work element of the Neighboring Cities 2040 Study has three parts:

- preparation of two land use and transportation plans which would illustrate different growth concepts for a city of 45,000 people
- evaluation of the selected comprehensive plan changes and major infrastructure improvement required to implement the plans
- a business development workshop and literature search of information highway publications

“Canby is cautious.”

Canby is cautious. The three work elements listed above were all directed at studying the impacts of the neighboring cities concept.

The Canby Land Use and Transportation Plans

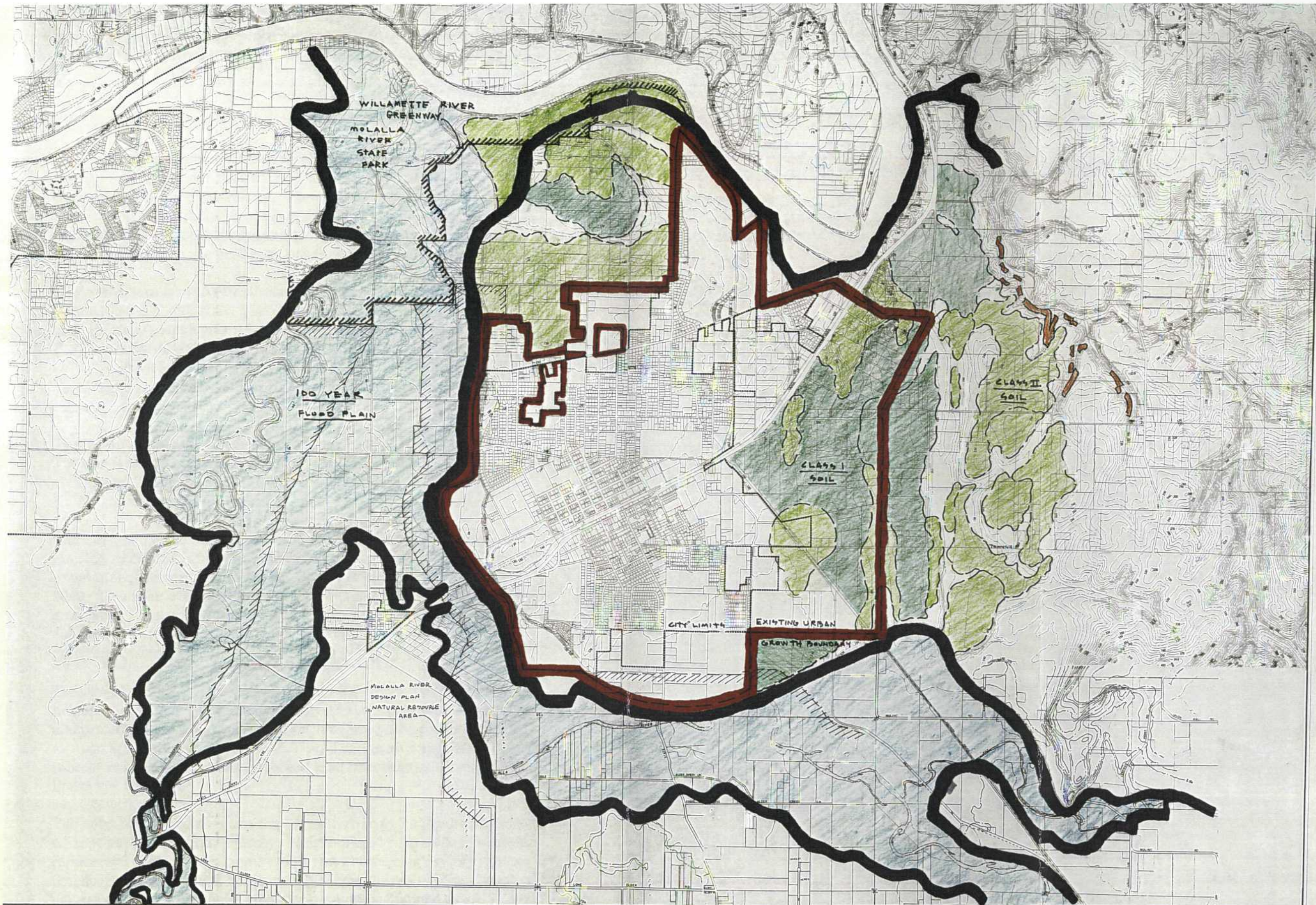
Process

Two land use and transportation plans were prepared for the city, using the following steps:

- workshop with the Planning Commission and Council to review key points of the Canby-by-Design visioning process and establish two growth concepts for study
- preparation of a site analysis
- stakeholders workshop to review the growth concepts
- development of draft land use and transportation plans
- public open house to review the draft plans
- final workshop with the Planning Commission and City Council

Site Analysis

Canby is adjacent to two broad flood plains: to the south is the Molalla River floodplain; to the west and northwest are the lowland areas where the Molalla and Pudding River flood plains merge. The city's comprehensive plan and zoning ordinance allow development within flood plains, consistent with the National Flood Insurance Program. However, the Canby-by-Design process established a community goal to “use natural boundaries” in establishing growth directions. For this reason, and due to the increased costs and hazards associated with floodplain development, the south and west sides of the city were avoided in the growth concepts.



SITE ANALYSIS

CANBY

The Canby area has high quality soils. Most of the lands adjacent to the city are Class I and II soils, the highest in the Soil Conservation Services' capability class system. The area to the northwest of the city is particularly productive for nursery stock and dahlias. People who attended the stakeholder's workshop placed a priority on retention of agricultural land to the northwest of the city.

Canby is adjacent to the small community of Barlow, population 150. Commercial and industrial land on and along Hwy. 99E in Barlow is part of Canby's employment base. Sewer and water extensions to Barlow are feasible if pump stations are provided. Given the choice between growing toward Barlow versus easterly growth beyond Central Point Road, participants at the stakeholder's workshop preferred Barlow.

The Plan Concepts

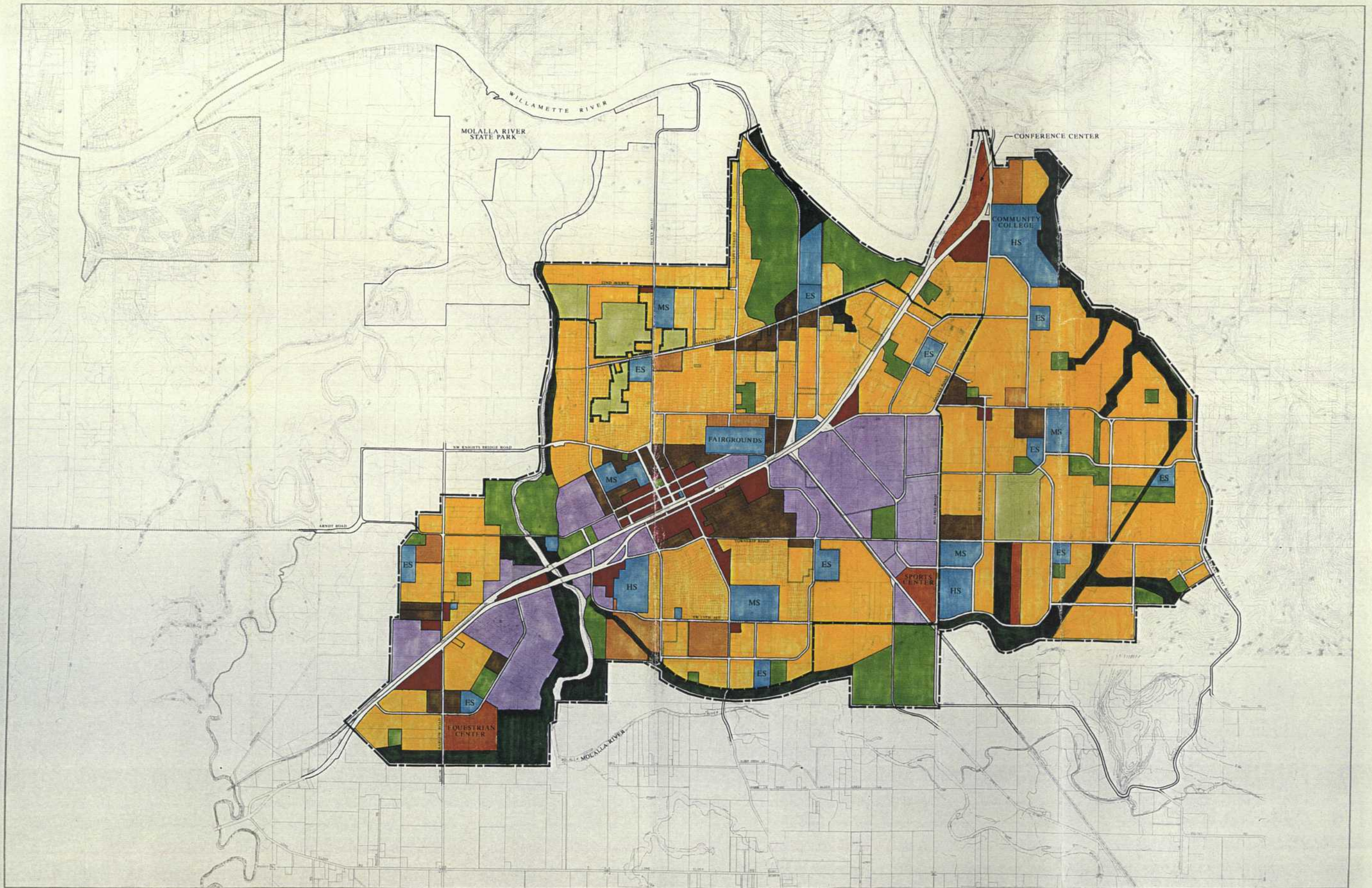
The two land use and transportation plan concepts are:

- Current Trends Concept
- Neighborhood Center Concept

The Current Trends concept assumes the development densities and housing mix recently built (last ten years) and planned for the remainder of the urban growth boundary, are continued to the year 2040. This is an overall average of 6.2 units per net acre (five units per gross acre). This concept also assumes very little change to land use designations located between the current city limits and the urban growth boundary (UGB).

The Neighborhood Centers Concept utilizes medium density, mixed-use neighborhoods to cluster density, reduce the overall spread of the city and promote a transportation-efficient land use pattern. The overall average is 7.4 units per net acre (5.9 units per gross acre). This concept redesignates much residential land between the current city limits and the UGB.

The neighborhood centers are similar to the Sandy Village Residential concept but are tailored to Canby. Neighborhood centers have a small commercial center where retail shops, services such as day care and a neighborhood park would be located. An overall density of ten units per net acre (eight units per gross acre) would be planned, with



LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- INDUSTRIAL/ OFFICE
- SPECIAL USE
- AGRICULTURAL USE
- PUBLIC/ SCHOOLS
- ES ELEMENTARY SCHOOL
- MS MIDDLE SCHOOL
- HS HIGH SCHOOL
- PARKS
- CONSTRAINED OPEN SPACE
- URBAN RESERVE BOUNDARY
- EXISTING CITY LIMITS
- EXISTING URBAN GROWTH BOUNDARY

URBAN RESERVE STUDY

FOR
CANBY



Option 1 - Current Trends



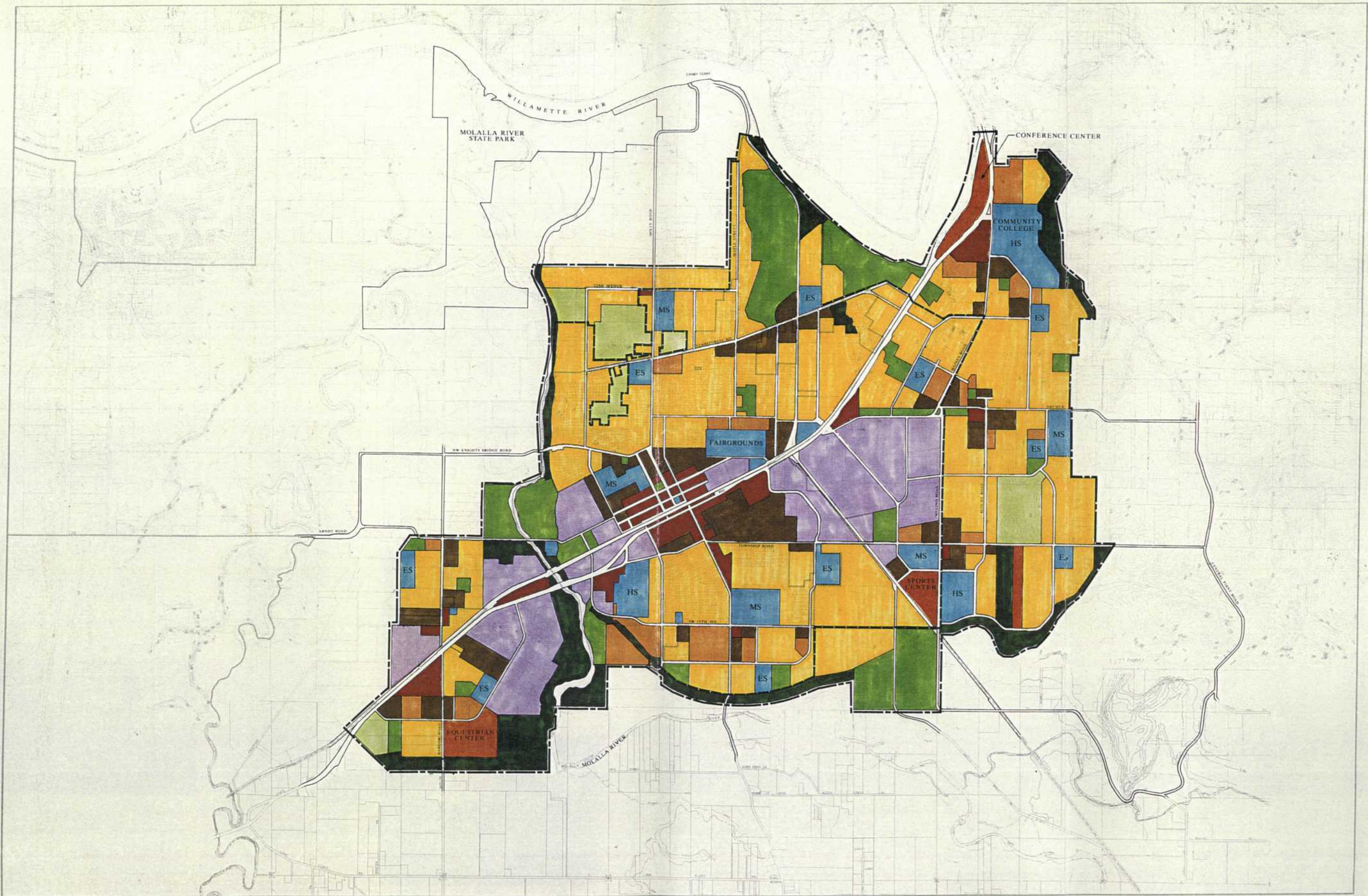
NEIGHBORING CITIES STUDY

2040
City of Canby

Population In The Year 2040 :	45,000
Employment In The Year 2040 :	22,080
Jobs To Housing Ratio :	1.18
Overall Average Residential Density :	6.2 Dwelling Units Per Net Acre

Figure 13





LEGEND

- | | | |
|----------------------------|----------------------|--------------------------------|
| LOW DENSITY RESIDENTIAL | SPECIAL USE | PARKS |
| MEDIUM DENSITY RESIDENTIAL | AGRICULTURAL USE | CONSTRAINED OPEN SPACE |
| HIGH DENSITY RESIDENTIAL | PUBLIC/ SCHOOLS | URBAN RESERVE BOUNDARY |
| COMMERCIAL/ RETAIL | ES ELEMENTARY SCHOOL | EXISTING CITY LIMITS |
| INDUSTRIAL/ OFFICE | MS MIDDLE SCHOOL | EXISTING URBAN GROWTH BOUNDARY |
| | HS HIGH SCHOOL | |

URBAN RESERVE STUDY

FOR
CANBY



Option 2 - Neighborhood Centers Concept



Population In The Year 2040 :	45,000
Employment In The Year 2040 :	22,080
Jobs To Housing Ratio :	1.18
Overall Average Residential Density :	7.4 Dwelling Units Per Net Acre

NEIGHBORING CITIES STUDY

2040
City of Canby

Figure 14





NEIGHBORHOOD PLAN

AVERAGE RESIDENTIAL GROSS DENSITY
8 DWELLING UNITS / ACRE



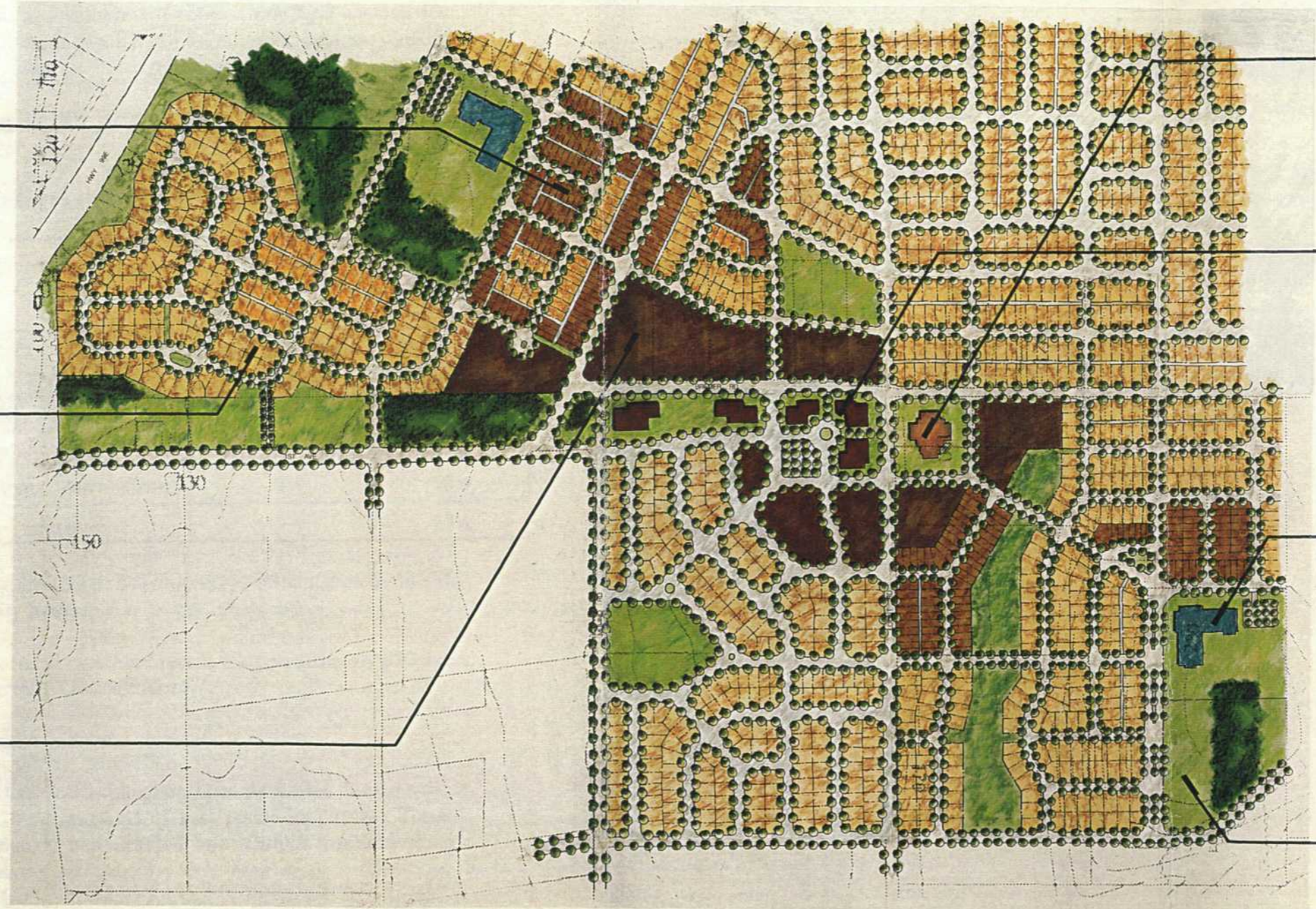
DUPLEX/FOURPLEX
(8 UNITS/ACRE)



SINGLE FAMILY HOMES
(70' AVERAGE LOT WIDTH)



APARTMENTS
(16 UNITS/ACRE)



CHURCH



MIXED-USE NEIGHBORHOOD CENTER



ELEMENTARY SCHOOL



NEIGHBORHOOD PARK

NEIGHBORING CITIES STUDY

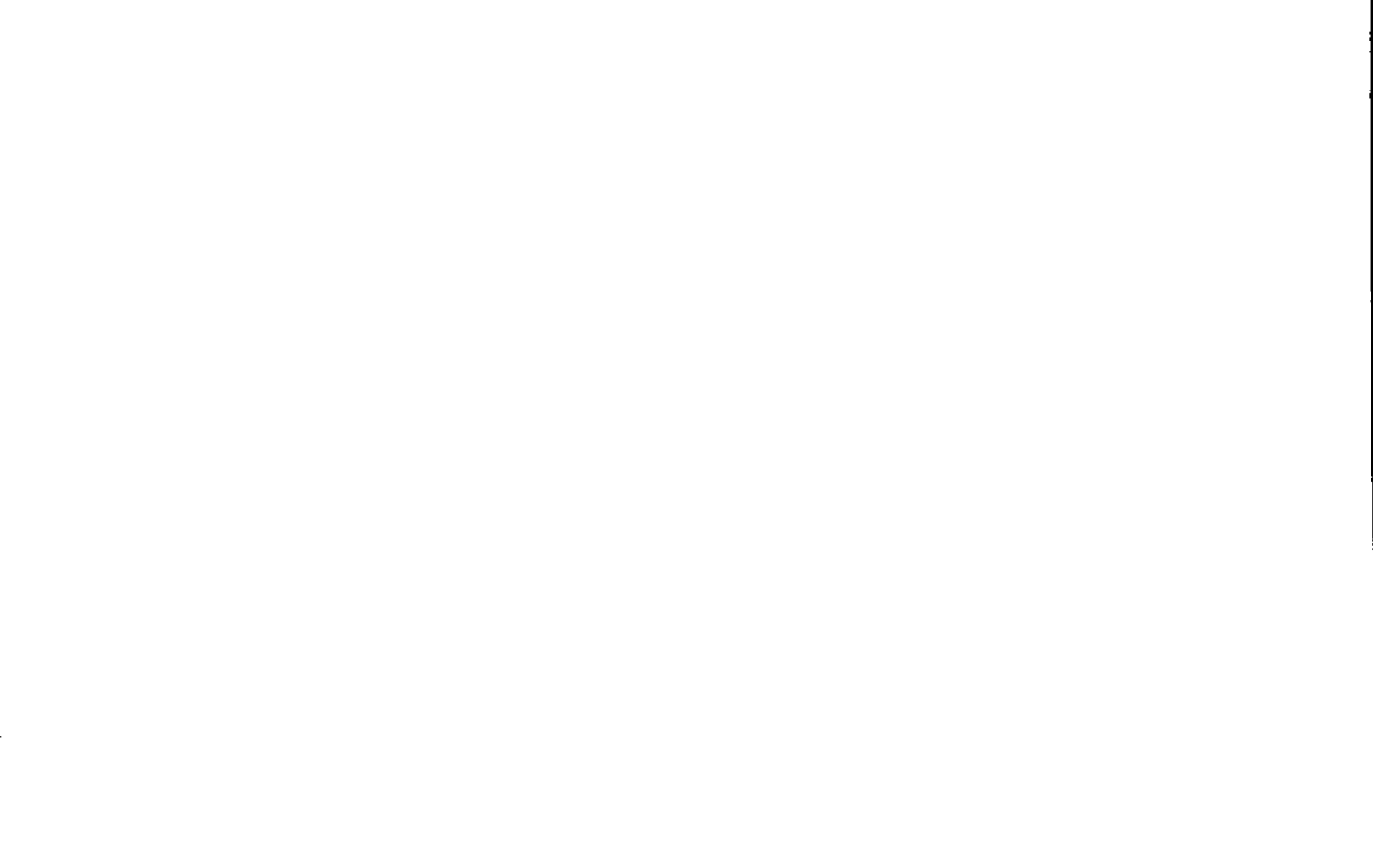
2040



City of Canby



Figure 15



apartments, town homes and plexes and single-family detached homes within a five-minute walk of the center. The neighborhood would include parks, schools and churches. Canby's three land use districts are used in the plans: high density - 16 du/net acre; medium density 13 du/net acre, and low density - 6.2 du/net acre.

The housing mixes in the two concepts are listed in the following table:

Table 7
Housing Percentages in the Canby Land Use Alternatives

		Option 1 Current Trends	Option 2 Neighborhood Centers
Zone District	Example	Percent of New Dwellings	Percent of New
Low Density	Single-Family Homes/ Manufactured Homes	84%	62%
Medium Density	Duplex, Townhomes	4%	15%
High Density	Apartments	12%	23%

Note: The above percentages of housing represent new growth outside the current city limits.

Overall, the Neighborhood Centers concept is approximately 620 acres smaller than the Current Trends concept.

Both concepts share the following elements:

Parks in every neighborhood — Neighborhood parks are distributed so they are within a 5-10 minute walk of most residential areas. Three 20+ acre community parks are included, one of which would be along the Willamette River.

School sites to serve the planned population — The plan includes three high school sites, five middle schools and ten elementary schools.

Connected street pattern — The street network is an expansion of the Canby Transportation System Plan. Kittelson and Associates, who prepared the TSP, evaluated the initial plans and suggested refinements. Key improvements include: a new crossing of the Molalla River to provide a parallel route to Hwy. 99E; an estimated need for six traffic signals along Hwy. 99E; and new north-south arterial connections east of the city to distribute traffic to the various east-west routes and provide an alternative to Hwy. 99E.

Special uses — Based on the feedback received at the stakeholder's workshop, an equestrian center, community college, sports complex and conference center site adjacent to the Willamette River have been included in the plan. Local interest was expressed for a commuter rail station; it is not included on the plans because Oregon City is currently the planned stop in this section of the line.

Agricultural Preserves

One of the concepts explored during the development of the two plans was the designation of permanent agricultural areas within the urban growth and urban reserve boundaries. The idea, promoted by the city, was to retain a close connection to the city's agricultural heritage, a value that was strongly expressed in the Canby-by-Design visioning process. Agricultural preserves surrounded by urban land are not precluded by the state land use law, but they do place an extra burden on demonstrating compliance with Goal 14's requirements for "orderly and efficient" provision of public facilities. The concept was illustrated and explained at the public open house. About half of the participants were farmers from the surrounding area. There was very little support expressed for the idea.

Public Involvement and Responses to the Plans

The two public workshops (stakeholder's workshop and public open house) were preceded by newsletters distributed through the local newspaper. Five thousand copies of the newsletter were distributed prior to each event. The stakeholder's workshop was attended by a small, but a dedicated group of seven people. An editorial on the project ran in the newspaper prior to open house. A telephone tree was initiated by a member of the planning commission to encourage people, particularly farmers, to attend. The strategy was successful: over eighty people attended the open house, over half of which were farmers.

The open house included an exit questionnaire. The following summarizes the responses received in that questionnaire, as well as comments expressed in the meeting:

- For the most part, participants in the open house wanted more options than the two concepts presented, including a discussion about limiting growth.
- Keeping a small town “feel” was widely expressed.
- Preserving farmland also is widely held value, however, there were a number of concerns expressed about the feasibility preserving farms within the city limits.
- Many want to maintain lower densities, but few made the connection to preserving farmland (i.e., larger lots require more land).
- Given the focus on “whether” to grow, it was difficult to engage a discussion of “how” Canby might grow.
- There was broad support for a local jobs-to-housing balance.
- Improving Highway 99E and enhancing local walking and biking opportunities received the highest priorities in a list of six transportation improvement choices.
- In a list of six special improvements (e.g., an equestrian center, sports complex), increasing business activity in the downtown received the overwhelming rating of importance.
- When asked about the most ideal size for Canby in 50 years, 21 out of 42 respondents wrote in that they preferred the population stay under 30,000, and 15 respondents checked 30,000.

Public Facilities Analysis

An analysis was prepared of major utility improvements required by the two growth concepts. Regarding sanitary sewer service, the two plans have only minimal difference in the facilities required. For water service, the Current Trend alternative requires an additional reservoir and piping within a new pressure zone (above 250' elevation) at the east end of the city. The additional cost of these facilities is estimated at \$4,000,000 (1995 dollars), or about 20 percent of the total estimates for major water facilities.

Sewer — Future expansion of the City of Canby will continue to be served by the existing Wastewater Treatment Plant site. This is efficient and effectively required by the difficulty in securing a new

discharge permit at a second location. The plant will require extensive improvements to increase design capacity from its current 2.0 MGD to an estimate 4.5 MGD, with peak flows of 11.25 MGD.

The collection system will require several pumping stations to transport flow to the plant site. The largest pumping system will collect the New Era area as well as the entire reach of Parrott Creek. Pump stations will include: New ERA Pump Station, Mulino Pump Station and Barlow Pump Station.

Water — Domestic water service expansion will require construction of essentially a new system of source, treatment, storage and distribution. The current planning anticipates construction of a reservoir east of the existing UGB to provide gravity service to the estimated 20,000 design populations.

The Current Trends option requires this reservoir volume to double in size as well as requires an additional high level reservoir to serve the area above elevation 250. This high level service area is limited to the far southeast area of the plan.

New source facilities from the Willamette River will assure adequate quantity of water to serve the 2040 area. The Canby Utility Board is also pursuing the potential of groundwater supplies to minimize dependence on the Willamette River. Water service to the Barlow area will require pressure reducing into an isolated pressure zone.

Implementation -- Land Use Regulations

The Canby and Clackamas County Comprehensive Plans both have policies and regulations which manage growth in the areas adjacent to the City. If a long-range plan (such as one of the alternatives in this study) were adopted, additional policies, agreements and strategies would be needed to ensure the full potential of urbanization. This section evaluates the city and county plans and suggests implementation methods.

Urban Growth Area

Most of the area surrounding Canby is designated as "Agriculture" on the County Comprehensive Plan. For those properties with an Agriculture designation, no further regulation is recommended. The inability to create new parcels less than 80 acres in size and the

rigorous existing regulations concerning placement of a dwelling on these resource lands should adequately protect these lands for future urban use.

For those properties with the County's Rural designation, it is recommended that additional regulations prohibiting land divisions which create new parcels of less than ten acres be adopted. This would most likely be accomplished by a rezone of these rural lands to Future Urban-10. In other areas of the county, ten-acre minimum lot sizes have been effective in maintaining the potential for future urban densities.

Urban Reserve Area

The land within the potential Urban Reserve area is almost exclusively designated as agriculture. A narrow strip of rural land is located north of the Canby UGB, perpendicular to Holly Street and another small piece of rural land is located at the northeast edge of the city's UGB. The last piece of rural land is located north of and adjacent to Barlow. As with the land within the UGB, retention of EFU zoning and conversion of rural lands to FU-5 or 10 is appropriate for assuring the opportunity for future conversion to urban uses. As part of the Urban Reserve, the county and city should establish a notice and coordination procedure for land use decisions and planning in the Urban Reserve area.

The county is the agency currently responsible for planning streets within the UGB and potential Urban Reserve area and has prepared a county-wide Transportation System Plan. The city has prepared a Transportation System Plan that plans streets within the city boundary. While the city's TSP has been analyzed for consistency with the alternative plans, it is recommended that the county's TSP and the city's TSP be coordinated with regard to street layout and classification. This may result in amendments to the city's TSP and/or the county's TSP.

In EFU areas, the TSP's network of arterial and collector streets will be adequate to plan future connectivity. In areas designated Rural, the city and county should consider preparing a local street plan so that individual developments can be guided to an overall connected system.

In addition to the basic zoning and transportation strategies discussed above, the following strategies may also be used to retain the potential for future development at urban densities, while allowing appropriate resource and rural development.

- *Specific Plans* — Specific plans have varying degrees of specificity, but most include a map illustrating land uses and streets. They may also set forth development policies and guidelines which are specific to a given area within the Urban Reserve. They are extremely useful to promote coordinated development prior to annexation in the area directly adjacent to the UGB.
- *Shadow plats* — This requires an applicant for a land division to prepare a plan showing how the property could be further divided to achieve urban densities. It is most applicable to lands designated Rural, where the creation of a five or ten-acre parcel can greatly influence the surrounding area.
- *Clustering* — This approach allows rural planned unit developments to group the homes in one area to “block up” the remaining area open space for future urban densities.
- *Non-remonstance agreements* — These agreements allow annexation if the property owner agrees to not remonstrate against improvement districts established to provide services needed to serve the area.

Canby Job Development Strategy

Business Workshop

The City of Canby hosted a Business Attraction Workshop on April 6, 1995. The meeting was attended by members of the Canby Planning Commission and Chamber of Commerce, representatives from Clackamas County and the Oregon Economic Development Department, real estate brokers and other local stakeholders.

After a brief overview of Canby's local economy, the discussion focused on Canby's strengths and weaknesses in attracting business development. Some of Canby's strengths included Canby's reputation as a good place to live, a skillful labor force and relatively low land costs. Weaknesses that were discussed included inadequate transportation access, infrastructure deficiencies and weak business images.

Important questions were raised about appropriate types of businesses or industries. With over 100 acres of developable industrial land, and approximately 200 acres of land adjacent to the city, Canby is at an important crossroad in determining how the community will grow. Participants want to maintain a diverse economy and there was little interest expressed in becoming a "one company town." Attracting small to medium businesses that provide good family wage jobs that can withstand regional economic fluctuations was preferred.

Several ideas were expressed for incorporation into an overall economic development strategy, including:

- addressing access constraints to and from I-5, including better signage
- taking advantage of expansion of household base and local area buying power
- planning beyond the existing available land and infrastructure
- pursuing opportunities in telecommunications, such as the telecommunity workplace concept
- conducting a market evaluation to identify specific industry prospects
- creating a local economic development director position

Distributed Work Place Literature Search

In addition to facilitating the Business Attraction Workshop, Otak conducted a literature search on the Internet of existing books, periodicals and articles on the subjects of "distributed workplace," "telecommunity," "virtual workplace" and "telecommuting." The documents identified during this literature search include available information by author, title, source, abstract name and Portland State University subject heading.

In addition, Otak completed an annotated bibliography of selected documents. Key findings include:

- The majority of useful reference materials were identified under the "virtual office" and "telecommuting" subject headings.
- Seventeen separate resources are identified in the enclosed bibliography.
- The number of telecommuters in America now exceeds five million people. Nationally, the number of people working out of their home (at least part-time) increased 15 percent from the previous year.

- The Washington D.C.-based Telecommuting Advisory Council will assist interested entities in pursuing telecommuting initiatives.

Implementation

Next Steps

Continue the dialog with Metro.

Metro has stated an interest in establishing a forum for continued dialog among neighboring cities and other affected governments and interests. At a minimum, Canby should participate in this forum so it keeps informed.

Negotiate Intergovernmental Agreements regarding rural reserves and green corridors.

There appears to be broad support for the idea of rural reserves and “green corridors.” The rural reserve IGA is straightforward and should be relatively easy to execute. The green corridor IGA will establish mutually agreed upon policies and set up a process for creating a corridor plan.

Utilize 30,000 population and 14,900 jobs as a working assumption for the year 2040.

Metro will need to know what numbers to use in upcoming refinements to the Region 2040 Plan. The 45,000 population projection was clearly not supported in the community. The 30,000 population number was supported by some council and planning commission members and about half of the people surveyed at the open house. These numbers implement a job-to-housing balance — a concept that has broad support in the community.

Focus on improvements to the downtown, Highway 99E and walking and biking opportunities.

These issues were identified as important to participants at the open house.

Shelve the idea of an Urban Reserve for the time being and reconsider it at the next periodic review.

The study team did not observe much support for the concept of planning beyond the current UGB. However, it is only a matter of time

before the UGB must be reevaluated. At that time, the land use plans prepared in this study will be useful to evaluate the direction and form for future growth. If further interest in limiting growth is identified, the city should provide information on the pros and cons of limiting growth, then adopt a position.

Consider more flexibility for new housing types in the city's residential zones.

Housing trends are moving toward smaller lots and stronger markets for townhouses and “plexes.” The city can get ahead of this market trend by retaining its zoned densities, but allowing a broad range of dwelling types in all zones, provided minimum densities are achieved. The zoning ordinance allows flexibility through the planned unit development process. This recommendation is for broader flexibility of smaller lots and attached owner-occupied housing types that meet clear and objective standards during subdivision review.

Appendix A

**NEIGHBORING CITIES 2040 STUDY
STUDY PARTICIPANTS**

POLICY COMMITTEE

Walt Daniels	Canby City Council
Dan Ewert	Canby Planning Commission
Terry Prince	Canby City Council
Don Allen	Sandy City Council
Linda Malone	Sandy Mayor
Pamela Wolfe	Sandy City Council
Hank Drexel	North Plains City Council
Robert Kindel	North Plains Mayor
Richard Stolte	North Plains Planning Commission
Judie Hammerstad	Clackamas County
Susan McLain	Metro Council
Jim Sitzman	Oregon Dept. of Land Conservation and Development
Robin McArthur - Phillips	Oregon Dept. of Transportation

PROJECT MANAGEMENT COMMITTEE

Bob Hoffman	Canby Planning Director
Tamara DeRidder	Sandy Planning Director
John Rankin	North Plains Planning Consultant
Norm Scott	Clackamas County
Mark Turpel	Metro
Bob Cortwright	DLCD
Lidwein Rahman	ODOT
Joe Dills	Otak, Inc.
Ken Gervais	Metro (advisor)
Tom Kloster	Metro (advisor)

CITY MANAGERS

Michael Jordan	City of Canby
Scott Lazenby	City of Sandy

CONSULTANT TEAM

<i>Otak, Inc.</i>	Joe Dills	Project Manager
	Kim Sarao	Planning
	Steve Dixon	Town Plan Design
	Don Hanson	Downtown Design

<i>CH2M-Hill and Bell Design</i>	Stoner Bell Mike Soderquist	Public Facilities Analysis Public Facilities Analysis
<i>Dorman and Company</i>	Mary Dorman	Planning
<i>Mark Greenfield Attorney At Law</i>	Mark Greenfield	Intergovernmental Agreements
<i>Kittelson and Associates, Inc.</i>	Phillip Worth	Transportation Planning
<i>Pacific Rim Resources</i>	Sumner Sharpe Tom Armstrong	Public Involvement Public Involvement

Appendix B

"MODEL"
"GREEN CORRIDORS" INTERGOVERNMENTAL AGREEMENT
BETWEEN CITY OF _____, _____ COUNTY,
METRO AND THE OREGON DEPARTMENT OF TRANSPORTATION

This Agreement is entered into by and between the City of _____ ("City"), _____ County ("County"), Metro and the Oregon Department of Transportation ("ODOT") pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

[This document is intended to serve as a "model" agreement containing provisions from which the local governments can "pick and choose" or otherwise modify or tailor to meet their specific needs. Various options are identified for consideration by the parties when they negotiate the actual agreements. In preparing this document, our aims have been to facilitate discussion of issues and alternatives and to assist in the development and drafting of more detailed and specific intergovernmental agreements at a future time. Thus, no element of this document should be viewed as definitive.]

RECITALS

["Recitals" are statements of facts and law that provide the foundation or basis for entering into an intergovernmental agreement. The recitals stated below are relevant to the issues addressed in the text of this model agreement, but the parties may accept, reject, modify or supplement them as they wish.]

WHEREAS, the Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, the City wishes to maintain its distinct identity, and the City and Metro are interested in maintaining separation of the City from the metropolitan area; and

WHEREAS, the City, the County, Metro and ODOT have a common interest in planning connecting highways between the City and the Metro area as "Green Corridor" high performance, multi-modal transportation facilities, where access is tightly controlled and development pressures are minimized; and

WHEREAS, the City, the County, Metro and ODOT further intend such Green Corridors to reinforce the separate and distinct identities of the City and the Metro area, support a multi-

modal transportation system and intra-urban connectivity, and encourage economic development within the City; and

WHEREAS, the City, the County, Metro and ODOT are interested in preserving and protecting the rural and natural resource character of rural reserve areas along the Green Corridor that separate the City from the metropolitan area, and are further interested in protecting farm and forest activities in those areas from development pressures and incompatible uses; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units and that local government, state and federal agency and special district plans and actions relating to land use be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268; and

WHEREAS, OAR 660, Division 12 requires ODOT, Metro, and the City and County to prepare and adopt, respectively and in coordination with each other, state, regional and local transportation system plans establishing a coordinated network of transportation facilities to serve state, regional and local transportation needs; and

WHEREAS, *[add any additional recitals deemed appropriate and desirable]*.

NOW, THEREFORE, the City, the County, Metro and ODOT agree as follows:

AGREEMENT

[This section constitutes the substance of the agreement. It establishes certain rights and responsibilities for each of the parties, based on the mutual interests of the parties. Again, because this is a model agreement, the parties can "pick and choose" from what is presented below, add to this agreement, or modify it as they desire.]

Purpose (Statements of Mutual Interests)

[This section is optional. Some agreements include it, others simply rely on the recitals to serve this function. Given the concerns raised by some local government representatives, this section is probably desirable in this agreement.]

The parties agree that they are mutually interested in and will work [cooperatively] [together] to:

- A. Manage and maintain green corridors consistent with conservation of rural reserves;
- B. Maintain buffered corridors with natural landscaping to minimize views of non-resource land uses;

C. Limit access to rural areas from the main transportation corridor such that the safety and operating capacity of the corridor is not compromised. Views of the undeveloped rural landscape along the green corridor should be retained and, where appropriate, enhanced. Important elements of the rural landscape include: farm fields and orchards, wetlands, streams and rivers. New buildings, signs and other improvements should be located away from and buffered from the transportation corridor by landscaping;

D. Maintain a high level of service for all modes of travel along the corridor to provide easy and efficient travel for non single-occupant vehicle (SOV) access to neighboring cities. Surrounding rural transportation networks shall be maintained such that reasonable travel options exist;

E. Maintain a strong transit connection between neighboring towns and the Metro urban area; and

F. Keep capacity improvements to the surrounding rural network very limited.

Definitions.

[Like the purpose section, this section is optional. Where the parties wish to make sure that there is no confusion as to the meaning of terms used in the agreement, a definitions section may be helpful.]

A. "Green Corridor" means the high performance, multi-modal transportation facilities connecting the City to the metropolitan area, and the surrounding identified rural lands within which the rural and natural resource character will be preserved and protected to maintain separation between the City and the metropolitan area and preserve the unique identities of the City and the metropolitan area.

B. *[Other.]*

Establishment and Amendment of Green Corridor Boundaries.

[The IGA can either establish and adopt Green Corridor boundaries, or it can create a process for establishing and amending such boundaries.]

A. Establishment of Green Corridor boundaries.

Option 1.

1. The Green Corridor Boundary shall be as shown on map Attachment "A" to this Agreement. *[Under this approach, the parties agree to the boundary in advance and incorporate it into this agreement.]*

Option 2.

1. Until permanent Green Corridor boundaries are established as provided for in this Agreement, interim Green Corridor boundaries shall be established which shall extend out a distance of _____ feet from both edges of the right of way of the transportation corridor as shown on map Attachment "A" to this Agreement.

2. Permanent Green Corridor boundaries shall be established by mutual agreement of the parties. The establishment of Green Corridor boundaries and of the land use and transportation strategies applied within Green Corridors shall take into consideration: *[pick and choose]*

a. The unique visual and functional characteristics of the corridor.

b. The views from the transportation corridor as seen at normal highway speeds and the width of the area alongside the transportation corridor that impact the function of that corridor.

c. *[Other?]*

[Note: At this point, the agreement can identify specific procedures for the establishment of Green Corridor boundaries.]

B. Amendment of Green Corridor Boundaries.

1. Green Corridor boundaries may be amended by mutual agreement of the parties. The party proposing an amendment to a Green Corridor boundary shall be the lead coordinating agency and shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.

2. When amending Green Corridor boundaries, the parties shall consider: *[pick and choose, modify or supplement]*

a. The views from the transportation corridor as seen at normal highway speeds;

b. The width of the area alongside the transportation corridor that impacts the function of that corridor;

c. *[Other]*

Comprehensive Planning along Green Corridors

[This section provides for coordination in adopting comprehensive plan policies and transportation plans within Green Corridors. It should identify who is responsible for what

actions, which should be consistent with the Urban Growth Management Agreement and legal standards such as the Transportation Planning Rule.]

Examples:

A. County comprehensive plan designations and zoning shall apply to all lands designated as Green Corridors. The development of a Comprehensive Plan and Comprehensive Plan amendments for lands within Green Corridor boundaries shall provide for [coordination] [notice and opportunity for comment] with the City, Metro and ODOT.

B. ODOT shall prepare, adopt and amend a state transportation system plan addressing transportation facilities serving state transportation needs within Green Corridor boundaries. The County shall be responsible for the preparation, adoption and amendment of the local and regional transportation system plans for facilities of regional and local significance within Green Corridor boundaries. Preparation, adoption and amendment of the state, regional and local transportation system plans shall provide for [coordination with and participation by] [notice to and opportunity for comment by] the City, Metro, the Oregon Department of Transportation, and other entities providing transportation facilities or services within Green Corridor boundaries.

Land Use and Development within Green Corridor Boundaries.

[This section provides for coordination in determining what uses to permit in Green Corridors.]

Option 1.

A. The County shall zone all lands within Green Corridor boundaries for rural and natural resource uses only. Outside of existing exception areas, new land parcels less than 10 acres in size shall be prohibited.

B. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches, aggregate operations, wrecking yards, public maintenance yards) should be prohibited or restricted within Green Corridor boundaries to implement the purposes of this agreement. The County shall amend its zoning and other applicable land use regulations to incorporate agreed-upon changes.

Option 2.

A. The County shall zone all lands within Green Corridor boundaries for rural and natural resource uses only. Outside of existing exception areas, new land parcels less than 10 acres in size shall be prohibited.

B. The County shall [prohibit] [restrict] the following uses within Green Corridor boundaries: *[create separate lists for prohibited and restricted uses; where uses are restricted, identify the nature of the restriction, e.g., limitation on square footage, etc.]*

Examples [pick and choose, modify, supplement]

1. Public or private schools, including all buildings essential to the operation of a school. [alternative: limit size or seating, or restrict only to districts which do not include persons residing inside urban growth boundaries]
2. Churches and cemeteries in conjunction with churches [alternative: limit size of building or number of seats or benches]
3. Operations conducted for mining, stockpiling, crushing and processing of aggregate and other mineral and other subsurface resources.
4. Operations conducted for mining and processing of geothermal resources and oil and gas..
5. Airports and personal use airports for airplanes and helicopter pads.
6. Private or public campgrounds and recreational vehicle parks.
7. Solid waste disposal facilities.
8. Commercial utility facilities for the purpose of generation of power for public use.
9. Dog kennels, including kennels associated with the breeding and training of greyhounds.
10. Wrecking yards.
11. Commercial uses in conjunction with farm use, except where the commercial use is located within an enclosed or covered area not exceeding 1000 square feet of gross floor area.
12. Transmission towers and utility facilities necessary for public service, except upon demonstration that a location outside a Green Corridor is not reasonably practicable.
13. Public maintenance yards.
14. [Other?] [home occupation signage, accessory bldgs, etc.]

Screening, Buffering and Signage.

[Screening and buffering is important in Green Corridors to preserve the rural appearance and maintain the feeling of separation of urban areas. Control of signage also achieves this result.]

Option 1:

A. In [coordination] [cooperation] with the other parties, the County shall establish screening and buffering requirements for development within Green Corridor boundaries to retain and enhance views of the undeveloped rural landscape, minimize views of non-resource land uses, and reduce urban development pressures within Green Corridor boundaries.

B. In establishing screening and buffering requirements for development within Green Corridor boundaries, consideration shall be given to *[list areas of concern that should be regulated through screening and buffering.]*

C. ODOT and the County shall work together to develop a coordinated program for sign consolidation within the Green Corridor boundaries.

Option 2.

A. The County shall amend its adopt comprehensive plan policies and land use regulations to establish the following screening and buffering requirements within Green Corridor boundaries: *[list the requirements; this option assumes that the parties coordinate on this issue in advance and then simply list the results in the agreement].*

B. ODOT and the County shall work together to develop a coordinated program for sign consolidation within the Green Corridor boundaries.

Access Management and Roadway Improvements.

[Access management is a key management tool to minimize urban expansion into rural areas. For state highways, ODOT has principal responsibility for access management under the Transportation Planning Rule. For County roads, that responsibility rests with the County]

A. In coordination with the other parties, ODOT or the County shall establish access management measures within Green Corridor boundaries that promote high performance, multi-modal transportation facilities connecting the City to the metropolitan area while limiting development pressures on rural and natural resource lands within the Green Corridors. Access management techniques shall consolidate and limit access to rural areas from the Green Corridor.

B. Improvements to the Green Corridors shall be conducted for the purposes of improving multi-modal access, traffic safety, the movement of freight, and aesthetics, and shall not be intended solely to improve access for single-occupancy vehicles.

C. Shared access shall be required to the extent reasonably practicable.

Notice and Coordination Responsibilities.

[This section sets out the requirements for providing notice and opportunity for comment to the other parties. These requirements could be copied from similar requirements in the Urban Growth Management Agreement.]

Examples:

A. The County shall provide the City, Metro and ODOT with notice and an opportunity to comment at least _____ days prior to the first scheduled public hearing on *[list items as appropriate; there may be some items (e.g., conditional use permits, variances, alterations of nonconforming uses, design review) that the City will want notice of but Metro or ODOT will not. At a minimum, Metro and ODOT should get notice of plan amendments or zone changes affecting lands within Green Corridors.]*

B. The County shall provide the City with notice and an opportunity to comment at least _____ days prior to administrative action on *[list items that just the City will want notice of, such as design review, land divisions, etc., that can be decided through administrative action without a public hearing]*

C. ODOT shall provide notice to and [coordinate with] [opportunity for comment to] the City, the County and Metro on access management plans and improvements affecting state highways within a Green Corridor.

D. The County shall provide notice to and [coordinate with] [opportunity for comment to] the City, Metro and ODOT on access management plans and improvements affecting County roads within a Green Corridor. *[this should be limited to principal county roads.]*

Other.

[Other provisions should be added here as appropriate, including provisions for dispute resolution, duration and termination of the agreement, etc. Sample language is set out in the Model Urban Growth Management Agreement IGA.]

"MODEL"
"RURAL RESERVES" INTERGOVERNMENTAL AGREEMENT
BETWEEN CITY OF _____, _____ COUNTY
AND METRO

This Agreement is entered into by and between the City of _____ ("City"), _____ County ("County") and Metro pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

[This document is intended to serve as a "model" agreement containing provisions from which the local governments can "pick and choose" or otherwise modify or tailor to meet their specific needs. Various options are identified for consideration by the parties when they negotiate the actual agreements. In preparing this document, our aims have been to facilitate discussion of issues and alternatives and to assist in the development and drafting of more detailed and specific intergovernmental agreements at a future time. Thus, no element of this document should be viewed as definitive.]

RECITALS

["Recitals" are statements of facts and law that provide the foundation or basis for entering into an intergovernmental agreement. The recitals stated below are relevant to the issues addressed in the text of this model agreement, but the parties may accept, reject, modify or supplement them as they wish.]

WHEREAS, the Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, the City wishes to maintain its distinct identity, and the City and Metro are interested in maintaining separation of the City from the metropolitan area; and

WHEREAS, to achieve this separation, the City, the County and Metro are interested in creating permanent reserves of rural land between the City and the metropolitan area and taking coordinated action to reduce urban development pressures upon such rural reserve areas; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of affected governmental units.

NOW, THEREFORE, the City, the County and Metro agree as follows:

AGREEMENT

[This section constitutes the substance of the agreement. It establishes certain rights and responsibilities for each of the parties, based on the mutual interests of the parties. Again, because this is a model agreement, the parties can "pick and choose" from what is presented below, add to this agreement, or modify it as they desire.]

Purpose (Statements of Mutual Interests)

[This section is optional. Some agreements include it, others simply rely on the recitals to serve this function. Given concerns raised by some local government representatives, this section is probably desirable in this agreement.]

The parties agree that they are mutually interested in and will work [cooperatively] [together] to:

- A. Maintain the distinct identity and separation of the City from the metropolitan region.
- B. Permanently designate areas of rural land to separate and buffer Metro's Urban Growth Boundary and Urban Reserve areas from the City's Urban Growth Boundary and Urban Reserve areas.
- C. [Take coordinated action] [Act together] to reduce development pressures upon Rural Reserve areas and thereby enhance certainty and viability of resource uses in the Rural Reserves.

Definitions.

[Like the purpose section, this section is optional. Where the parties wish to make sure that there is no confusion as to the meaning of terms used in the agreement, a definitions section may be helpful.]

A. "Rural Reserve" areas are those areas identified by the parties pursuant to the terms of this agreement to provide a permanent separation and buffer between Metro's Urban Growth Boundary and Urban Reserve areas and the City's Urban Growth Boundary and Urban Reserve areas and thereby maintain the distinct identity and character of the City and the metropolitan area.

B. [Other?]

Establishment and Amendment of Rural Reserve Boundaries.

[The IGA can either establish and adopt Rural Reserve boundaries, or it can create a process for establishing and amending such boundaries.]

A. Establishment of Rural Reserve boundaries.

Option 1.

1. The Rural Reserve boundaries shall be as shown on map Attachment "A" to this Agreement. *[Under this approach, the parties agree to the boundary in advance and incorporate it into this agreement.]*

Option 2.

1. Rural Reserve boundaries shall be established by mutual agreement of the parties. The establishment of Rural Reserve boundaries shall take into consideration: *[list matters to be considered in determining the boundaries; this sentence is optional]*

[Note: At this point, the agreement also can identify specific procedures for the establishment of Rural Reserve boundaries.]

B. Amendment of Rural Reserve Boundaries.

1. Rural Reserve boundaries may be amended by mutual agreement of the parties. The party proposing an amendment to a Green Corridor boundary shall be the lead coordinating agency and shall be principally responsible for demonstrating how the proposed amendment is consistent with the purposes of this Agreement.

2. No amendment shall be effective until adopted by the governing body of the City, the County and Metro.

3. The amendment of Rural Reserve boundaries shall take into consideration: *[list matters to be considered in determining the boundaries; this sentence is optional]*

Comprehensive Planning and Zoning within Rural Reserve Boundaries.

[This section provides for coordination in adopting comprehensive plan policies and zoning for lands inside Rural Reserves]

A. County comprehensive plan designations and zoning shall apply to all lands within Rural Reserve areas. The development of comprehensive plan policies and zoning for lands within Rural Reserve areas shall provide for [coordination] [notice and opportunity for comment] with the City and Metro.

B. The County shall zone all lands within Rural Reserve areas for rural and natural resource uses only. The County shall not upzone existing exception areas or nonresource lands to

allow a density of development that is greater than what is permitted by existing zoning as of the effective date of this agreement.

C. Outside of existing exception areas, new land parcels less than 10 acres in size shall not be permitted.

Development within Rural Reserve Areas.

Option 1.

A. The parties shall work cooperatively to determine whether specific uses which would otherwise be permitted under County zoning (e.g., schools, churches) should be prohibited or restricted within Rural Reserve areas to implement the purposes of this agreement. The County shall amend its zoning and other applicable land use regulations to incorporate agreed-upon changes.

Option 2.

A. The County shall [prohibit] [restrict] the following uses within Green Corridor boundaries: *[create separate lists for prohibited and restricted uses; where uses are restricted, identify the nature of the restriction, e.g., limitation on square footage, etc.]*

Examples: *[pick and choose, modify, supplement]*

1. Public or private schools, including all buildings essential to the operation of a school. [alternative: limit size or seating, or restrict only to districts which do not include persons residing inside urban growth boundaries]

2. Churches and cemeteries in conjunction with churches [alternative: limit size of building or number of seats or benches]

3. *[Other?]*

Notice and Coordination Responsibilities.

[This section sets out the requirements for providing notice and opportunity for comment to the other parties. These requirements could be copied from similar requirements in the Urban Growth Management Agreement.]

Examples:

A. The County shall [coordinate with the City and Metro] [provide the City and Metro with notice and an opportunity to comment] at least _____ days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal that could affect land within a Rural Reserve area and which is pertinent to the statements of mutual interest.

[list other items as appropriate; there may be some items (e.g., conditional use permits, variances, alterations of nonconforming uses, design review) that the City will want notice of but Metro will not].

B. The City shall [coordinate with the County and Metro] [provide the County and Metro with notice and an opportunity to comment] at least ____ days prior to the first scheduled public hearing on any comprehensive plan or land use regulation amendment proposal that could affect land within a Rural Reserve area and which is pertinent to the statements of mutual interest.

C. Metro shall provide notice to and [coordinate with] [provide opportunity for comment] to the City and the County at least ____ days prior to the first scheduled public hearing on any proposed urban growth boundary, urban reserve boundary or functional plan amendment that could affect land within a Rural Reserve area and which is pertinent to the statements of mutual interest.

Other.

[Other provisions should be added here as appropriate, including provisions for dispute resolution, duration and termination of the agreement, etc. Sample language is set out in the Model Urban Growth Management Agreement IGA.]

"MODEL"
URBAN GROWTH MANAGEMENT AGREEMENT
BETWEEN CITY OF _____, _____ COUNTY
AND METRO

This Agreement is entered into by and between the City of _____ ("City"), _____ County ("County") and Metro pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

[This document is intended to serve as a "model" agreement containing provisions from which the local governments can "pick and choose" or otherwise modify or tailor to meet their specific needs. Various options are identified for consideration by the parties when they negotiate the actual agreements. In preparing this document, our aims have been to facilitate discussion of issues and alternatives and to assist in the development and drafting of more detailed and specific intergovernmental agreements at a future time. Thus, no element of this document should be viewed as definitive.]

RECITALS

["Recitals" are statements of facts and law that provide the foundation or basis for entering into an intergovernmental agreement. The recitals stated below are relevant to the issues addressed in the text of this model agreement, but the parties may accept, reject, modify or supplement them as they wish.]

WHEREAS, the Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, the City lies outside Metro's jurisdictional boundary, and the City, the County and Metro consider it mutually advantageous to provide avenues for communication, dialogue and the sharing of ideas with regard to population and employment growth projections and growth management planning in the City, the County and Metro; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of other affected local governments; and

WHEREAS, OAR 660-21-080 requires the City and County cooperatively to designate urban reserve areas in accordance with the provisions of OAR 660, Division 21; [this applies to Sandy and Newberg only] and

WHEREAS, *[add any additional recitals deemed appropriate and desirable]*

NOW, THEREFORE, the City, the County and Metro agree as follows:

AGREEMENT

[This section constitutes the substance of the agreement. It establishes certain rights and responsibilities for each of the parties, based on the mutual interests of the parties. Again, because this is a model agreement, the parties can "pick and choose" from what is presented below, add to this agreement, or modify it as they desire.]

Purpose (Statements of Mutual Interests)

[This section is optional. Some agreements include it, others simply rely on the recitals to serve this function. Given the concerns raised by a number of parties, this section is probably desirable in these agreements.]

A. The parties agree that they are mutually interested in and will work cooperatively to:

1. [Provide opportunities for dialogue and input with respect to] [Coordinate] population and employment projections that will be used as the basis for urban growth management plans and policies and the establishment or amendment of urban growth boundaries and urban reserve areas.

2. [Provide notice and opportunity for comment on] [Coordinate] the development and amendment of comprehensive plans and implementing measures affecting urban growth, including issues related to the separation of the City from the metropolitan area.

3. Provide notice and opportunity to comment on land use decisions and other actions affecting urban growth plans and policies.

B. The parties recognize the principal purpose of this agreement as being the facilitation and fostering of communication and the timely and meaningful sharing of ideas and concerns on growth management matters of mutual concern. This agreement is not intended to result in the loss of autonomy of any of the parties or to allow one party to impose its will on another.

Definitions.

[Like the purpose section, this section is optional. Where the parties wish to make sure that there is no confusion as to the meaning of terms used in the agreement, a definitions section may be helpful.]

A. "Coordinate" or "coordination" means to provide other parties to this agreement with notice and an opportunity to submit comments, concerns and ideas with regard to a plan provision, land use proposal or other matter under consideration in a timely and meaningful manner. The purpose of coordination is to facilitate communication and the exchange of thoughts and ideas prior to final decisionmaking so that the decision-making body can take into consideration how a proposed action might affect the other parties. The act of coordination does not require the decision-making body to agree with or accept a position advocated by another party or allow another party to impose its will on the decisionmaker.

B. "Urban Growth Area" means the unincorporated portion of the Urban Growth Boundary as of the effective date of this Agreement.

C. "Urban Reserve Area" means those lands identified as needed to serve urban growth needs beyond the 20-year planning period.****

D. [Other terms]

Population and Employment Projections

[The idea here is to provide opportunities for discussion as to how much a jurisdiction or region wants to grow, how much it thinks it will grow, how much it is physically or financially capable of growing, etc].

A. The parties agree to [coordinate with each other in] [provide timely notice and opportunity for comment in] establishing projections for population and employment growth to be used as the basis for urban growth management plans and policies for the City, the County and Metro. The projections shall be updated every five years and shall extend for a planning period of at least 20 years.

B. Other

Establishment of Boundaries

[The IGA can either establish and adopt urban growth and urban reserve boundaries, or it can create a process for establishing and amending such boundaries. Again, the idea behind this provision is the sharing of information, comments, ideas and concerns. However, it should be noted that under the statewide goals, these decisions must be consensus decisions, at least between the County and City for lands outside Metro's jurisdiction.]

Option 1.

A. The parties agree to establish or amend their urban growth boundaries based upon coordinated 20-year population and employment projections. The parties further agree that any urban reserve areas which they may establish or amend to accommodate longer term growth needs (20-50 years) will be based upon coordinated population and employment projections.

Option 2.

A. The urban growth boundary and urban growth area shall be as shown on map Attachment "A" to this Agreement.

B. The Urban Reserve Areas (URA) shall be established as shown on map Attachment "A" to this Agreement. The URA shall establish the planned limits of urban growth for the mutually coordinated population and employment growth to the year _____.

Note: This section also could include procedures for boundary amendments.

Comprehensive Planning, Plan Amendments and Public Facilities Planning

[This section provides for coordination in adopting comprehensive plan policies and implementing measures concerning growth management and facilities planning]

A. In the unincorporated Urban Growth Areas and Urban Reserve Areas, comprehensive planning shall be a coordinated City-County planning effort, with notice and opportunity to comment provided to Metro.

1. [Define various roles of City and County, i.e., who is responsible for adopting legislative comprehensive plan designations and amendments, who adopts the zoning, who handles proposed quasi-judicial amendments to the comprehensive plan outside city limits, etc. *This information should already be included in existing City-County Urban Growth Management Agreements (UGMA).*]

2. [Identify who is responsible for preparing, adopting and amending the (1) public facilities plan required by OAR 660, Division 11, and (2) the transportation plan required by OAR 660, Division 12, within the UGA and URA. *Again, this information may already be part of existing UGMAs.*]

Examples:

1. The City comprehensive plan shall establish urban comprehensive plan land use designations and densities for all incorporated and unincorporated lands within the Urban Growth Boundary and Urban Reserve Areas.

2. The County shall adopt zoning districts for all unincorporated lands within the Urban Growth Boundary and Urban Reserve Areas. [Describe any limitations on such zoning, e.g. application of FU-10 or other zones, if applicable.]

3. The City shall have the lead role on legislative and quasi-judicial plan amendments within the UGB and URA, with notice to the County.

4. The City shall be responsible for public facilities planning for all lands within the UGB and URA. The City shall coordinate such planning with the County and provide Metro and affected service districts with notice and opportunity to comment.

5. The City shall be responsible for preparing and adopting a local transportation system plan for all lands within the UGB and URA. As required by OAR 660, Division 12, the City shall coordinate its transportation planning with the County and affected state agencies, special districts and affected private transportation service providers. The City also shall provide Metro with notice and opportunity to comment.

6. Metro shall provide the County and City with notice and an opportunity to comment on proposed amendments to its Urban Growth Boundary, the adoption or amendment of Urban Reserve Areas, and the adoption or amendment of Regional Urban Growth Goals and Objectives and other functional plans which affect the City and County.

Zoning and Development Proposals in Unincorporated UGA and URA

[This section provides for notice and opportunity to participate in certain land use proposals within unincorporated lands in the UGB and URA. Again, provisions of this nature likely are already in existing City-County urban growth management agreements. The contents of this section are a matter of local option. Based on comments received as part of this study, the following language might be included]

Options.

A. The County shall zone all unincorporated agricultural and forest lands within the unincorporated UGB and URA for farm or forest use. The County shall zone all exception and nonresource lands within the unincorporated UGB or URA as Future Urbanizable (FU-10). *or*

A. The County shall zone all unincorporated land within the URA as Future Urbanizable (FU-10), provided that designated agricultural and forest lands shall be zoned for farm or forest uses and exception lands zoned for lot sizes less than 10 acres in size shall retain their zoning designations. *or*

A. The County may zone existing exception areas and nonresource lands within the unincorporated UGB and URA as Future Urbanizable (FU-10) or retain the existing zoning designations for such exception areas and nonresource lands as of the effective date of this Agreement. No new land parcels less than 10 acres in size outside existing exception areas shall be allowed, and no upzoning of existing exception areas shall be allowed..

B. Applications for development within the unincorporated UGB or URA shall be forwarded to the City prior to a County decision *[define more precisely which types of applications should be forwarded and which types should not]*.

C. Except in cases where a contract for annexation has been executed, or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180(2), and subject to the terms of this Agreement, the County shall retain jurisdiction over and responsibility and authority for all implementing regulations and land use actions on all unincorporated lands within the UGB and URA.

D. Within the unincorporated UUGA or URA, execution and recording of an irrevocable consent to annex to the City, pursuant to ORS 222.115, shall be required for sanitary sewer and water hook-up permits.

Notice and Coordination Responsibilities.

[This section sets out the requirements for providing notice and opportunity to comment to the other parties. With respect to notice between the City and County, such requirements should already be part of existing Urban Growth Management Agreements. Those provisions can simply be incorporated into this Agreement. With respect to Metro, new provisions would be needed.]

Examples

A. The City shall provide the County and Metro with notice and an opportunity to comment at least _____ days prior to the first scheduled public hearing on all legislative and quasi-judicial comprehensive plan text or map amendments which affect unincorporated lands within the City's UGB or URA [and are pertinent to the Statement of Mutual Interest or Purpose.]

B. The County shall provide the City and Metro with notice and an opportunity to comment at least _____ days prior to staff decisions or public hearings on development applications which affect unincorporated lands within the City's UGB or URA [and are pertinent to the Statements of Mutual Interest.] *[or: pick and choose among specific types of land use actions for which notice is desired.]*

C. Metro shall provide the City and County with notice and an opportunity to comment at least ____ days prior to the first public hearing on legislative or quasi-judicial amendments to Metro's urban growth boundary or functional plans which affect unincorporated lands within the City's UGB or URA [and are pertinent to the Statements of Mutual Interest.]

D. Metro shall provide the City and County with notice and an opportunity to comment on all proposed revisions to its regional population and employment forecasts.

Other:

[Existing City and County Urban Growth Management Agreements often contain provisions relating to (1) city annexations, (2) sewer, water and road service; (3) amendments to the Urban Growth Management Agreement; (4) dispute resolution; (5) termination of the agreement; and

the like. Local governments would have the option of incorporating such provisions into this IGA, so there is only a single Urban Growth Management Agreement in operation, or they could retain such provisions in the existing IGA and have two Urban Growth Management agreements. Should the City and County choose to incorporate those provisions into a single agreement, then the agreement should include a provision indicating that the agreement supersedes any previous Urban Growth Management agreement between the City and County. Otherwise, there should be a provision recognizing the existence and continued applicability of the other agreement and indicating which controls in the event the two agreements are in conflict.

Some sample language for consideration includes the following:

Amendments to the Urban Growth Management Agreement

The terms of this Agreement may be amended or supplemented by mutual agreement of the parties. Any amendments or supplements shall be in writing, shall refer specifically to this Agreement, and shall be executed by each of the parties. The parties shall review this Agreement at each periodic review and make any necessary amendments.

Dispute Resolution

The City and the County, and Metro where applicable, shall commit to mediation/dispute resolution to informally resolve any disputes regarding any party's performance or decisions under this Agreement, or regarding the terms, conditions or meaning of this Agreement. *[This should be expanded to address circumstances where the parties cannot achieve agreement through mediation.]*

Duration and Termination of Urban Growth Management Agreement

Options:

A. This Agreement shall continue indefinitely until completion of all annexation activities within the unincorporated portion of the City's UGB and URA resulting in all property within those areas becoming part of the City. At the time that all such property becomes part of the City, this Agreement shall become null and void. This Agreement supersedes all previous Urban Growth Management Agreements between City and County. *or*

A. Any party may terminate this agreement upon ____ days written notice to the other parties.

"MODEL"
"PERFORMANCE STANDARDS" INTERGOVERNMENTAL AGREEMENT
BETWEEN CITY OF _____, _____ COUNTY
AND METRO

This Agreement is entered into by and between the City of _____ ("City"), the County of _____ ("County"), and Metro pursuant to ORS 190.003 to 190.110, which allows units of government to enter into agreements for the performance of any or all functions and activities which such units have authority to perform.

[This document is intended to serve as a "model" agreement containing provisions from which the local governments can "pick and choose" or otherwise modify or tailor to meet their specific needs. Various options are identified for consideration by the parties when they negotiate the actual agreements. In preparing this document, our aims have been to facilitate discussion of issues and alternatives and to assist in the development and drafting of more detailed and specific intergovernmental agreements at a future time. Thus, no element of this document should be viewed as definitive.]

RECITALS

["Recitals" are statements of facts and law that provide the foundation or basis for entering into an intergovernmental agreement. The recitals stated below are relevant to the issues addressed in the text of this model agreement, but the parties may accept, reject, modify or supplement them as they wish.]

WHEREAS, the Portland metropolitan region and neighboring cities outside Metro's jurisdictional boundaries are expected to experience substantial population and employment growth by the year 2040; and

WHEREAS, anticipated urban growth and development in the Metro area will affect neighboring cities outside Metro's jurisdictional boundaries, and anticipated urban growth and development in the neighboring cities will affect jurisdictions within Metro's boundaries; and

WHEREAS, the City lies outside Metro's jurisdictional boundary, and the City, the County and Metro consider it mutually advantageous to provide avenues for communication, dialogue and the sharing of ideas with regard to population and employment growth projections and growth management planning in the City, the County and Metro; and

WHEREAS, Statewide Planning Goal 2, Land Use Planning, requires that local government comprehensive plans and implementing measures be coordinated with the plans of other affected local governments; and

WHEREAS, the City, the County and Metro agree that growth management planning should create opportunities to achieve a strong balance between jobs and housing in the City to

facilitate the City's economic growth strategies and encourage employment growth in the City and to keep more vehicle trips local; and

WHEREAS, the City, the County and Metro consider it mutually advantageous to establish planning principles as standards for development to maintain separation of the City from the metropolitan area, promote a strong balance between jobs and housing, encourage opportunities for affordable housing, support the timely and efficient utilization of urban land at densities and intensities appropriate to the City and region, and assure the timely and orderly provision of public facilities and services to accommodate forecasted growth; and

WHEREAS, *[add any additional recitals deemed appropriate and desirable]*

NOW, THEREFORE, City, County and Metro agree as follows:

AGREEMENT

[This section constitutes the substance of the agreement. It establishes certain rights and responsibilities for each of the parties, based on the mutual interests of the parties. Again, because this is a model agreement, the parties can "pick and choose" from what is presented below, add to this agreement, or modify it as they desire.]

Purpose (Statement of Mutual Interests)

[This section is optional. Some agreements include it, others simply rely on the recitals to serve this function. Given the concerns raised by some of the parties, this section is probably desirable in this agreement.]

A. The parties agree that they are mutually interested in and will work [cooperatively] [together] to: *[pick and choose]*

1. Provide mutual support for implementing key planning principals, such as:

a. A separation of the neighboring city and the metropolitan area;

b. A strong balance between jobs and housing within the City;

c. A "green corridor" highway as a link between the City and the metropolitan area;

d. Protection of significant natural areas;

e. Commitment to [efficient urban growth] [agreed upon densities]

[other??]

f. The timely, orderly and efficient provision of adequate infrastructure to support anticipated urban growth.

g. *[Other?? list any other desired planning principles.]*

2. Negotiate [specific] [suitable] [appropriate] benchmarks to evaluate the effectiveness of policies and implementing measures to achieve the objectives of the planning principles.

Planning Principles.

[This section provides for the establishment of planning principles that will serve as standards for development within each jurisdiction. It provides for communication among the parties, leading to the development and adoption of such standards. The principles would address issues of mutual interest and concern to the parties.]

The parties agree that the following planning principles are relevant to issues of mutual interest and concern and should apply to the coordination and planning for growth within the City, the County and the metropolitan area. The parties agree to amend their comprehensive and functional plans to incorporate these planning principles as standards for development within affected urban, urbanizable and rural areas. *[The parties may accept, reject, modify or supplement the list below as they so choose.]*

A. Rural reserves shall be established to separate and buffer Metro's Urban Growth Boundary and Urban Reserve Areas from the City's Urban Growth Boundary and Urban Reserve Areas, thereby maintaining the distinct and unique characters of the City and the metropolitan area.

B. Green corridors shall be established along major transportation corridors linking the metropolitan area to the City to facilitate an efficient, multi-modal transportation system and encourage and support economic development within the City while reducing urban influences and pressures on Rural Reserve areas.

C. Opportunities shall be encouraged and reasonable efforts shall be made to achieve a strong balance between jobs and housing in the City to secure and maintain economic self-sufficiency, avoid urban sprawl, and minimize or avoid the development of the City as a bedroom community to the metropolitan area.

D. Urban design guidelines shall be established and implemented to maintain and enhance the identity and livability of the City and the metro area.

E. Residential designations, zoning and densities shall encourage the availability of housing units at price ranges and rent levels which are commensurate with the wages paid for local jobs within the affected area.

F. *[Other]*

Process to Assess Efforts to Achieve the Planning Principles

[This section recognizes the benefit of periodically assessing the progress towards achieving the planning principles. It provides for procedures and measures to achieve that result. It should be stressed that these measures are intended merely as gauges for measuring progress. No penalties are attached to any failure to achieve the planning principles.]

A. The parties agree that it is in their mutual interest to assess efforts to achieve the planning principles on a periodic basis. Towards that end, the City and Metro agree to evaluate such efforts [at five year intervals timed to coincide with the updates to the regional population and employment forecasts] [at the time of periodic review of Metro's Urban Growth Boundary] [at the time of periodic review of the City's comprehensive plan] *[select one, or substitute a different time for review]*.

B. Growth and development trends shall be described and displayed as follows: *[again, these are examples; the parties can pick and choose among them or modify or supplement them]*

1. Whether actual growth within the City and Metro since [Metro's; the City's] most recent periodic review is above, below or consistent with projected population growth trends.

2. How the average density of development on buildable residential lands within the City since [Metro's; the City's] most recent periodic review compares with the established housing principles and average residential density at the most recent periodic review.

3. How many jobs are located within an "employment shed" of up to _____ miles *[insert number from 0 to 5]* outside the city limits of the City, the current jobs to housing balance, and how that balance compares with the established jobs-to-housing principles and with the balance identified at the City's most recent periodic review.

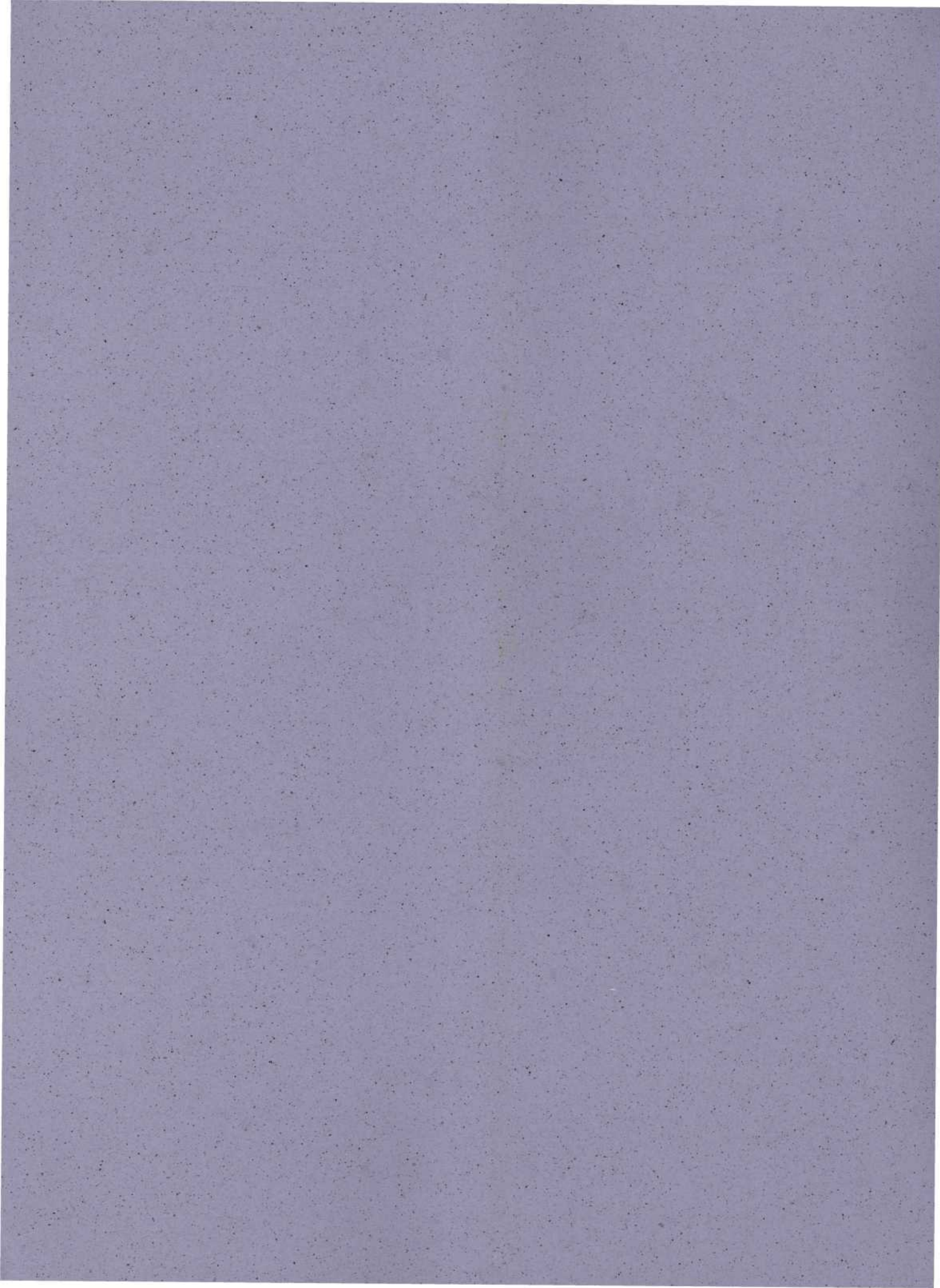
4. To the degree that measurement is possible, how development trends since the City's most recent periodic review compare with established urban design principles.

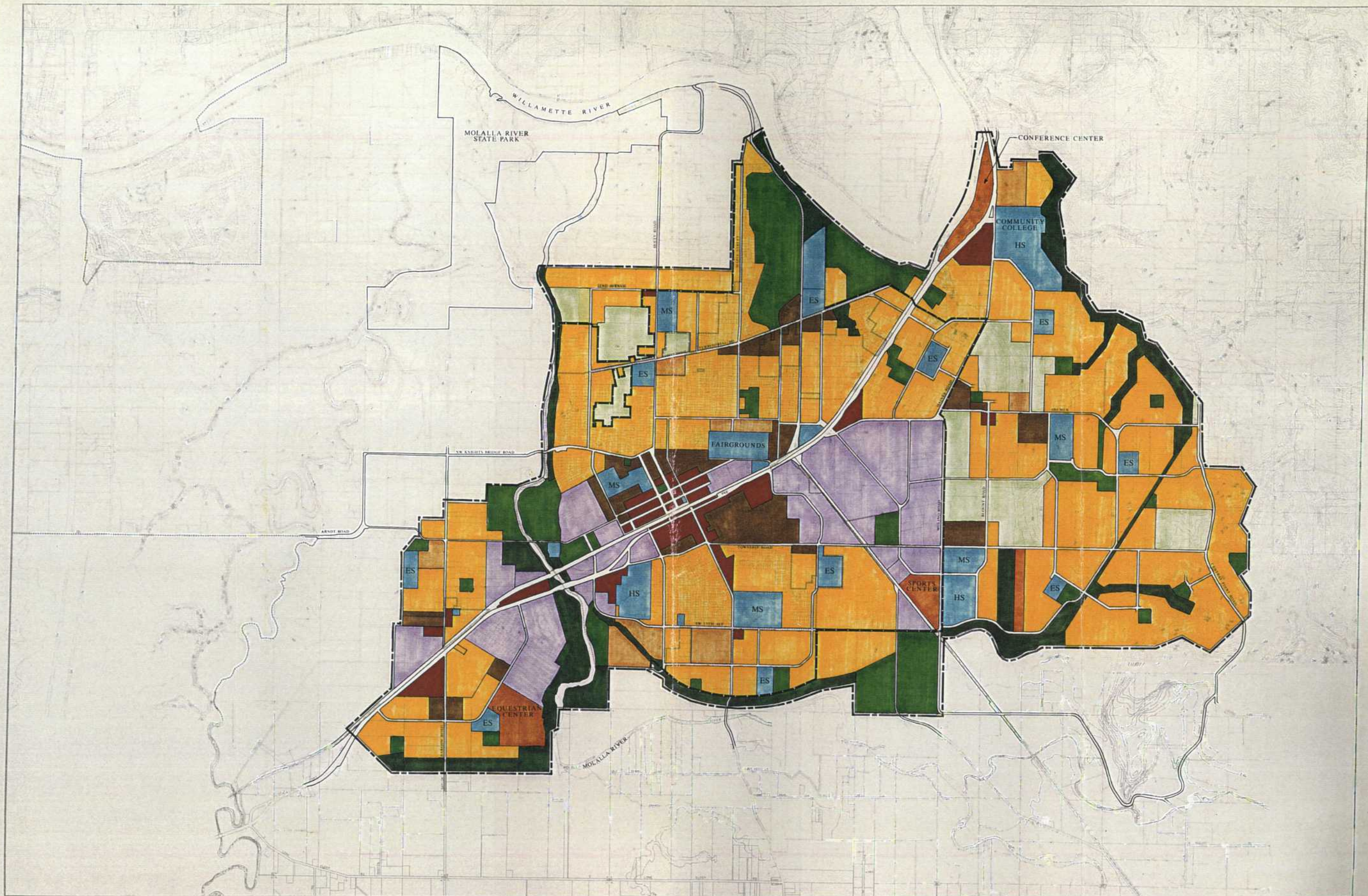
5. *[Other.]*

Other.

[Other provisions should be added here as appropriate, including provisions for dispute resolution, duration and termination of the agreement, etc. Sample language is set out in the Model Urban Growth Management Agreement IGA. If deemed appropriate, the parties also may wish to include a definitions section in this agreement]

Appendix C





LEGEND

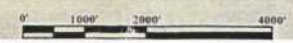
- | | | |
|----------------------------|----------------------|--------------------------------|
| LOW DENSITY RESIDENTIAL | SPECIAL USE | PARKS |
| MEDIUM DENSITY RESIDENTIAL | AGRICULTURAL USE | CONSTRAINED OPEN SPACE |
| HIGH DENSITY RESIDENTIAL | PUBLIC/ SCHOOLS | URBAN RESERVE BOUNDARY |
| COMMERCIAL/ RETAIL | ES ELEMENTARY SCHOOL | EXISTING CITY LIMITS |
| INDUSTRIAL/ OFFICE | MS MIDDLE SCHOOL | EXISTING URBAN GROWTH BOUNDARY |
| | HS HIGH SCHOOL | |

URBAN RESERVE STUDY

FOR
CANBY



Option 1 - Current Trends



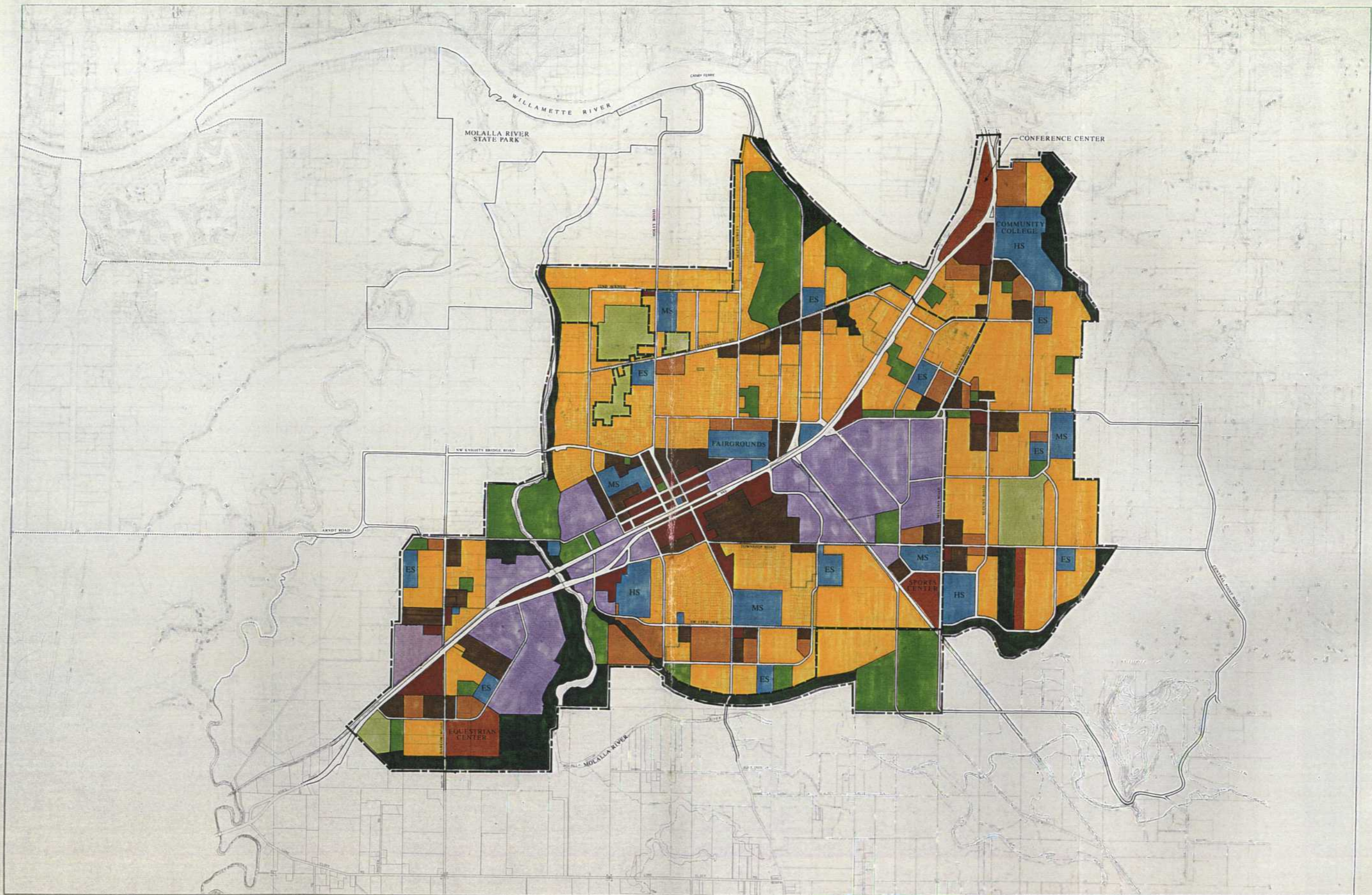
NEIGHBORING CITIES STUDY

2040
City of Canby

Population In The Year 2040 :	45,010
Employment In The Year 2040 :	22,080
Jobs To Housing Ratio :	1.18
Overall Average Residential Density :	6.2 Dwelling Units Per Net Acre

Appendix C-1





LEGEND

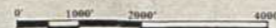
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| LOW DENSITY RESIDENTIAL | SPECIAL USE | PARKS |
| MEDIUM DENSITY RESIDENTIAL | AGRICULTURAL USE | CONSTRAINED OPEN SPACE |
| HIGH DENSITY RESIDENTIAL | PUBLIC/ SCHOOLS | URBAN RESERVE BOUNDARY |
| COMMERCIAL/ RETAIL | ES ELEMENTARY SCHOOL | EXISTING CITY LIMITS |
| INDUSTRIAL/ OFFICE | MS MIDDLE SCHOOL | EXISTING URBAN GROWTH BOUNDARY |
| | HS HIGH SCHOOL | |

URBAN RESERVE STUDY

FOR
CANBY



Option 2 - Neighborhood Centers Concept



NEIGHBORING CITIES STUDY

2040

City of Canby

Population In The Year 2040 :	45,000
Employment In The Year 2040 :	22,080
Jobs To Housing Ratio :	1.18
Overall Average Residential Density:	74 Dwelling Units Per Net Acre

Appendix C-2



