

# **CORNELIUS**

## **COMPREHENSIVE PLAN**

Adopted July 1978  
Acknowledged by LCDC July 1980  
Revised June 1984  
Revised January 1988

## **List of Amendments**

Ordinance No. 808 (April 3, 2000)

Ordinance No. 835 (August 5, 2002)

Ordinance No. 841 (July 21, 2003)

Ordinance No. 860 (June 20, 2005)

Ordinance No. 911 (November 2, 2009)

Ordinance No. 919 (February 7, 2011)

Ordinance No. 2014-13 (June 16, 2014)

Ordinance Nos. 2015-06 & -07 (November 16, 2015)

Ordinance No. 2017-03 (March 20, 2017)

Ordinance No. 2018-01 (February 5, 2018)

Ordinance No. 2019-06 (June 17, 2019)

# TABLE OF CONTENTS

## INTRODUCTION

## VISION STATEMENT

### I. CITIZEN INVOLVEMENT ELEMENT

Vision  
Citizen Involvement Program  
Agency Involvement Program  
Continuing Involvement in Land Use Planning

### II. URBANIZATION ELEMENT

Vision and Goal  
Existing Conditions  
Projected Population and Growth Assumptions  
Urbanization Policies  
Implementation

### III. LAND USE ELEMENT

Vision and Goal  
Existing Conditions  
Summary of Issues  
Land Use Policies  
Implementation

### IV. HOUSING ELEMENT

Vision and Goal  
Existing Conditions and Trends  
Summary of Issues  
Housing Policies  
Plan Implementation

**V. ECONOMIC DEVELOPMENT ELEMENT**

Vision and Goal  
Existing Conditions  
Summary of Issues  
Economic Policies  
Implementation

**VI. NATURAL AND CULTURAL RESOURCES ELEMENT**

Vision and Goal  
Existing Conditions  
Summary of Issues  
Resources Policies  
Implementation

**VII. PUBLIC FACILITIES AND SERVICES ELEMENT**

Vision and Goal  
Existing Conditions  
Summary of Issues  
Public Facilities Policies  
Implementation

**VIII. TRANSPORTATION ELEMENT**

Vision  
Existing Conditions  
Goal Statements  
Policies and Implementation

## APPENDIX

- A. Washington County Urban Growth Area Study
- B. Washington County - Cornelius Urban Planning Area Agreement, October 25, 1988
- C. 1998 Vacant Land Inventory & Population and Employment Update, Dec. 8, 1998
- D. Metro's Urban Growth Management Functional Plan Compliance Report, March 1, 2018
- E. Historic Resources Inventory and Noise Source Inventory, 1987
- F. Sanitary Sewer System Master Plan, 2004
- G. Parks and Open Spaces Master Plan, 2009
- H. Storm Drainage/Surface Water Management Master Plan for City of Cornelius, June 2004
- I. Water System Master Plan, January 2017
- J. Clean Water Services (CWS) Functional Plan Title 3 Substantial Compliance Report, November 24, 1999
- K. Cornelius Employment Capacity Study, June 6, 1999
- L. Cornelius Natural Resources Inventory, December 2, 2002
- M. Cornelius Transportation System Plan, February 5, 2018
- N. North Holladay Urban Growth Diagram, February 7, 2011
- O. Cornelius Economic Opportunities Analysis and Strategic Action Plan, March 20, 2017
- P. Cornelius Town Center Master Plan, June 17, 2019

## INTRODUCTION

The Comprehensive Plan provides a framework the City's declared intentions for future development of the community of Cornelius, Oregon. The context of the Comprehensive Plan is framed by a vision statement. The Vision paints a pattern of desired relationships of community characteristics, land use patterns, intensity of development, access and circulation, and public and community facilities.

The plan is the basis for coordinated action between public and private interests and enables these interests to undertake development projects consistent with the community's vision, goals and policies. Citizens, developers, and public agencies can look to the Comprehensive Plan as the statement of intent of public officials for the development of Cornelius. It also serves as a guide to public and private utilities in their planning for providing future services.

Cornelius cannot be planned independently. Cooperation and communication with Washington County has been maintained throughout the planning process. The plans and programs of the neighboring cities of Forest Grove and Hillsboro, and the Washington County Comprehensive Plan were also considered. And, elements of the plan were specifically updated and revised in order to comply within the regional policies set forth in METRO 2040 Growth Management Functional Plan.

This comprehensive plan also includes a citizen participation program to ensure continued community involvement in land use planning decisions. Citizen participation is key to forwarding efficient and effective implementation of the city vision.

### Brief History

The City developed its first community plan in 1972 and 1973. Background information was gathered and citizen attitudes about growth and development were solicited. The studies and plan were coordinated with Forest Grove and culminated in the Cornelius/Forest Grove Community Development Plan adopted in January 1974.

In response to the adoption of LCDC's statewide land use planning goals and guidelines in 1975, the City began revising its Community Development Plan. In March 1976, the City Council adopted the Citizen and Agency Involvement Program presented later in this section, and established the Citizen Involvement Committee (CIC). The committee consisted of one Councilman, one Planning Commissioner, three other City residents, and one person who resides outside the city limits. The purpose of the CIC and Citizen Involvement Program was to assist the City's elected and appointed officials in establishing and maintaining open and responsive citizen involvement. The program's broader purpose was to involve citizens in all aspects of municipal government, as well as in land use planning.

The first task in revising the initial development plan into the City's Comprehensive Plan was to adopt an Urban Growth Boundary (UGB). The City coordinated the necessary studies with the Washington County Planning Department and conducted several public meetings and hearings over a 2-year period. Both the City and Washington County Board of Commissioners adopted a boundary in 1977 after considerable citizen and public agency involvement. Several amendments have been made to the UGB since its initial adoption.

These changes have been incorporated into the text as necessary as well as on the comprehensive plan map.

In the fall of 1977, the City began revising the rest of its community plan to conform to LCDC's goals. The Planning Commission and City Council held a series of public workshops, meetings, and hearings to discuss such issues as housing, land use, public facilities and services, transportation, and natural and cultural facilities.

Initially four elements of the new Comprehensive Plan were adopted by the City Council in January 1978. The remaining elements were adopted in July 1978. LCDC acknowledged the plan on July 10, 1980.

However, the planning process cannot be static. It must be an ongoing, dynamic process if it is to be effective and maintain relevance over time. Therefore, the plan is intended to be regularly reviewed and revised to reflect changes in the community, in the region, and in state laws. The first Plan update was completed in mid-1984. A second periodic update was completed in June of 1988.

The Plan is formatted into chapters that discuss the communities concerns and expectations, and then frame or describe the desired future. The chapters cover: Citizen Involvement, Urbanization, Land Use, Housing, Economic Development, Natural/Environmental and Cultural Resources, and Public Facilities and Services.

## VISION STATEMENT

### General Community Vision for Cornelius, Oregon

*Cornelius is a well-planned city with a safe, healthy and aesthetically pleasing environment. A strong sense of community has been developed through effective partnerships with community organizations, maintaining historic connections with the area's rural past, and embracing the positive aspects of modern technology. The City is economically vital with quality education and recreational opportunities.*

The general collective statement set forth above is a composite vision statement drafted from the chapter vision statements.

In 1990 the city initiated a series of community workshops. They were held at various churches and schools throughout the city. The focus of the workshops was simply to find out what people thought about Cornelius, what they liked and didn't like, what they wanted to keep the same, and what they wanted to see changed. It is estimated that over 200 people participated in at least one of the workshops.

Based on input received from the community the Planning Commission and Booster Club jointly developed a vision statement. The draft statement was circulated around town and discussed at several Planning Commission and City Council meetings. Finally, in March of 1991, the City Council, by motion, adopted an official vision statement for the community.

This statement was initially used to help guide development of the City's Transportation System Plan (TSP), which was adopted by Ordinance in June 1995. The TSP follows the vision for traffic and local accessibility and emphasizes multi-modal access within and through the city.

However, after 1995, that vision statement essentially disappeared as a guide to daily decisions and long range planning. This may be due to the fact that it was a separate stand-alone sheet of paper. Except for its use in developing the TSP, it clearly was not incorporated into the planning and decision making process.

### Metro 2040 Regional Growth Concept

Almost at the same time that Cornelius initiated its vision, in 1992 METRO, the regional government, launched an aggressive planning program, called Region 2040. The resulting 2040 Growth Concept now establishes a regional growth management framework encompassing the three counties and 24 cities within their jurisdiction. It promotes a compact urban form designed to accommodate 720,000 additional residents and 350,000 jobs expected over the next 40 years. The compact form is intended to minimize urban impacts on rural resource lands, while preserving open spaces and natural resources, both inside of and outside of the regional Urban Growth Boundary (UGB).

Through coordination with all the local jurisdictions, the 2040 Concept seeks a localized balance of jobs and housing to reduce regional traffic impacts. This regional strategy represents a shift in thinking about the primary function of the regional transportation



system. In the past, the region employed a strategy of regional mobility, where the intent was to provide easy mobility throughout the region. In contrast, the 2040 concept employs a strategy of local accessibility, where the focus is now to provide goods, services, jobs, and housing locally to minimize cross-regional trips.

Mixed use urban centers inside a relatively tight UGB are one key component to the Growth Concept. Creating higher density centers of employment and housing in a walkable environment, supported by transit services is intended to provide efficient access to goods and services, and to enhance multi-modal transportation linkages. The Cornelius Town Center and East Gateway districts are examples of higher density mixed use centers.

### Composite Vision

While Cornelius seeks its own vision and identity it is also obligated to amend its Comprehensive Plan and Development Codes in a manner that implements the 2040 Growth Concept. Therefore the City set out to develop an updated vision.

While there are some differences in focus, the two visions are certainly not inherently in conflict with each other. For example, both visions seek to create a stronger local relationship between transportation and land uses. They both envision providing goods, services, jobs, and housing locally to minimize cross-regional travel for basic needs. They both promote a walkable environment. And, they seek to provide attractive livable neighborhoods with sufficient parks and opens spaces, schools, and other amenities.

However, the City might prefer to use slightly more land to accommodate future growth than has been allocated by the regional UGB. This forces the community to consider higher densities than otherwise might be selected. It also limits the options for where and how to accommodate both jobs and housing.

So, as part of the 1998-99 Periodic Review process the city vision was revisited and revised. The new vision statement is intended to be officially adopted as part of the Comprehensive Plan, predominantly displayed at City Hall, and regularly relied upon as the City's compass for on-going decisions about community development.

Focused visions for the future were drafted relative to each of the eight chapters of the Comprehensive Plan. The chapter visions and the collective statement were the result of a series of public workshops with the Planning Commission and Citizen Advisory Committee. The general topic of each chapter was discussed at length, until a clear statement of a declared future state of being could be agreed upon. These visions are declarations of how Cornelius will create itself. They are not projections of something to come, but rather a statement of how it is and will be over time. In this context they are not end states or time specific goals, but rather patterns for guiding continual improvement of the community.

## **CHAPTER VISIONS**

### **CITIZEN INVOLVEMENT**

All citizens are involved and participate in decision making for growth and development.

### **URBANIZATION AND LAND USE**

The community is proactive in managing existing land uses and identifying future needs to provide long term quality development.

### **HOUSING**

Citizens take pride in the quality and variety of residential neighborhoods.

### **ECONOMY**

Cornelius has a self-supportive, diversified economic base.

### **NATURAL AND CULTURAL RESOURCES**

Cornelius reflects a unique blend of new and old, natural and manmade environments. The City celebrates a diversity of ethnic cultures; and maintains and enhances the quality of local natural, historic, and cultural resources.

### **PUBLIC FACILITIES AND SERVICES**

The citizens enjoy independent utilities, schools and public safety. They utilize neighborhood and centralized parks. The city administration shows concern and responds to the needs of the community

### **TRANSPORTATION**

All transportation modes flow smoothly and safely to and throughout the City of Cornelius, meeting the needs of residents, businesses, visitors, and people of all ages and abilities. Efficient multi-modal movement along the highway is balanced with safe and convenient crossings and access to the rest of the City.

## CHAPTER I

### CITIZEN AND AGENCY INVOLVEMENT

**Vision:** *All citizens are involved and participate in decision making for growth and development.*

The City's Citizen Involvement Program describes the City's commitment toward ensuring that citizen and agency involvement occurs in the land use planning process.

#### CITIZEN INVOLVEMENT PROGRAM

##### Purpose

The purpose of the citizen involvement program is to assist staff and elected and appointed officials of the City in establishing and maintaining open and responsive lines of communication with citizens. While the emphasis of the program is in land use planning, its intent is to involve citizens in all aspects of the City government.

##### Citizen Advisory Committee

The Planning Commission is the City's official Citizen Involvement Committee (CIC). It is their responsibility to ensure that citizens, property owners, and business owners and operators are appropriately involved in the development and implementation of public policy. During times when major decisions are being made, a broad based Citizen Advisory Committee (CAC) shall be established. The CAC shall work with the Planning Commission in formulating recommendations to the City Council.

There will not be a standing CAC committee maintained. But CAC's will be organized as appropriate, such as during Periodic Review. There also shall not be a limit to a particular number of members. CAC members need not be appointed by the City Council. Whoever shows up to participate will be recognized as a member of the CAC.

##### CAC Program

The focus of the program is to work through existing organizations. The membership of these organizations represents a broad cross-section of the community, particularly those people who have demonstrated a willingness to involve themselves in community activities. These organizations shall be advised of the issues under consideration and the processes that will be used to consider them. They will be provided with all necessary technical information and assistance. When feasible, financial assistance will be arranged to enable them to identify and comprehend the issues. It shall be the responsibility of the Planning Commission, functioning as the CIC, to coordinate and facilitate the input of these groups, and to facilitate their member involvement in the decision-making process.

The existing organizations include, but are not limited to:

Cornelius Boosters  
Cornelius Civic Club  
PTA's  
Forest Grove Senior Center  
Youth Groups  
Volunteer Fire Department  
Church Groups  
Cornelius Historical Commission  
Cornelius Parks Advisory Board  
Centro Cultural  
Adelante Mujeres  
Chamber of Commerce

Where it is required by state law all affected residents will be provided individual notice of amendments to the plan or land use regulations. Otherwise the local newspaper will be used as a primary source of general information and announcement. The City may use additional methods of notice to residents as may be needed to further promote citizen involvement.

### Public Communications

Notification of community groups and the public at large will be coordinated by the CIC, with the assistance of the planning staff. Methods of notification will include newspaper stories; postings at City Hall, Post Office, and other public locations; mailed notices to groups; and inclusion of notices in water bills where city-wide coverage is needed. Additional methods will be employed when deemed appropriate to ensure greater involvement.

## AGENCY INVOLVEMENT PROGRAM

### Purpose

This program ensures coordination of the city's planning efforts with other governmental agencies and interested community groups. Review by outside agencies is intended to minimize conflict and controversy while ensuring local and area-wide support of the plan. It also serves to ensure policies and decisions are coordinated where there is over-lapping jurisdiction and/or impacts.

### Agency Coordination Procedures

The following is a standard list of steps, which is provided as a check list guide for organizing citizen and agency involvement:

1. Develop a master list of all interested organizations.
2. Provide a schedule of planning events.
3. Notify interested organizations of all meetings that concern them, and utilize ~~fax and~~ e-mail for quick and easy communications.
4. Conduct joint meetings of the Planning Commission and City Council with outside agencies.

5. Solicit continuous feedback.

List of Interested Organizations

Local

City of Forest Grove  
City of Hillsboro  
Washington County  
Forest Grove School District 15  
Hillsboro School District 1J  
Cornelius Rural Fire Protection District  
Tualatin Valley Irrigation District  
Clean Water Services  
Washington County Housing Authority  
Job's Drainage District

Regional

METRO  
Port of Portland  
Tri-Met

State

Department of Land Conservation and Development  
Department of Environmental Quality  
Department of Transportation  
Department of Economic Development  
Department of Fish and Wildlife  
Department of Water Resources  
Department of Energy  
Division of State Lands

Federal

U.S. Army Corps of Engineers  
Environmental Protection Agency  
Natural Resources Conservation Service

Private

Portland General Electric  
Northwest Natural Gas  
Southern Pacific Railroad  
Western & Pacific Railroad  
Cornelius Disposal Service  
Comcast

Frontier Communications

Newspapers

Hillsboro Argus  
Forest Grove News-Times  
Oregonian

CONTINUING INVOLVEMENT IN LAND USE PLANNING

Amending the Plan

It is the City's intent to give the citizens and affected governmental units ample opportunity to review and comment on any proposed plan changes. There are several types of amendments that may occur over time. They include:

- Periodic Review, as required by state law, every 7-10 years.
- Plan Text amendments, which alter the policies of the plan.
- Plan Map amendments, which alter the land use designation and/or density of a specific property or group of properties.
- Amendments may be major or minor in nature:

Major amendments (Legislative) include land use changes that have widespread and significant impact beyond the immediate area or an individual parcel. These include quantitative changes producing large volumes of traffic; qualitative changes in the character of the land use itself such as conversion of residential to industrial use; or spatial changes that affect large areas or many different ownerships. A complete rethinking of the plan and the needs of the public may be necessary before major amendments are approved.

Minor amendments (Quasi-judicial) have little significance beyond the immediate area of the change. Their evaluation will be based on special studies or other information which justifies the public need for the change.

Procedures

Amendments may be initiated by the City Council, Planning Commission, City staff, or a property owner or group of owners. The amendment shall be initiated through a formal application process. All amendments shall include specific recommendations or requests from the applicant, supported by factual documentation as to why the amendment is necessary and appropriate. A staff report shall be prepared and presented to the Planning Commission.

Public hearings shall be held before any amendment is approved. There shall first be a review by the Planning Commission, which may also include informal public meetings or workshops, but shall conclude in a public hearing. The Commission shall make a formal recommendation to the City Council. The City Council shall then also hold a public hearing before making a final decision to amend the Plan. Any amendment shall be adopted by ordinance.

## Notice of Amendments

For minor amendments (quasi-judicial) applying to individual parcels or small local areas a public hearing on the proposed change will be held, and at least 20 working days of notice prior to the hearing will be given to all owners, including the subject site, and within 250 feet of a specific property boundary for which a change is proposed.

For major amendments (legislative) applying to large areas or affecting general policies of the plan notice shall be given to all property owners within the City limits by publication in a newspaper of general circulation in the City. Such notice shall be provided, at least 20 days prior to the first hearing.

For all amendments notice shall be provided to interested and effected public agencies, with specific notice to METRO and DLCD, at least 35 days prior to the first hearing, as provided under ORS 197.610 and OAR Chapter 660, Division 18.

## Criteria

The following criteria shall be used to establish whether or not a plan amendment or change is justified. An amendment need not satisfy each and every one of the criteria, but the city must conclude that at least some of the criteria have been reasonably addressed.

- The fact that an applicant owns the land for which the change is being sought is not in itself sufficient justification for the change or amendment.
- The proposed change or amendment must meet a public need. Such need must be documented by appropriate facts and evidence and should extend from the state-wide planning goals, METRO 2040, or the City's own comprehensive plan.
- The amendment is necessary to conform with current state law or regional policy, which requires local compliance.
- The amendment is necessary to implement the adopted vision for the community, or to respond to unanticipated local circumstances.
- The proposed change or amendment must be in conformance with the unamended goals and policies of the Comprehensive Plan, as well as being consistent with state and regional policies.
- The amendment must meet the standards and requirements of the zone in which it is located, or proposed to be located.

## ESTABLISHING EFFECTIVE TWO-WAY COMMUNICATION

The procedures for encouraging and obtaining ideas from, and communicating with, groups and public agencies described in the Citizen Involvement Program will also be adhered to in future land use planning matters, plan amendments, and revisions. All procedures and

requirements regarding public hearings, notification of government actions, general public input, and response to citizens will be observed.

### Support Services

It is generally the City's responsibility to provide the necessary funding and staff assistance to implement the procedures and objectives of this program to ensure continued citizen involvement in land use planning matters. However, in cases of major amendments needed to comply with state or regional laws the City may partner with the state or Metro in funding the public notices. In cases related to minor quasi-judicial amendments, the burden is on the applicant to provide notice and support appropriate communications with interested parties.

### Program Evaluation

The citizen involvement program will be reviewed concurrently with Comprehensive Plan updates. The Citizen Involvement Committee (CIC/Planning Commission) will coordinate the review and evaluation of the Comprehensive Plan and the citizen involvement program. The City will informally review the plan annually to determine if any state, regional or local circumstances substantially affect the plan and its policy framework.



## CHAPTER II

### URBANIZATION

**Vision:** *The community is proactive in managing existing land uses and identifying future needs to provide long term quality development.*

#### URBANIZATION AND LAND USE

Compliance with Statewide Planning Goal 14 requires urban growth boundaries for all cities. Late in 1975 a growth study was initiated by both Cornelius and Washington County. In 1977 the Cornelius Urban Growth Area Study was jointly developed and adopted. The study described background data and findings required to determine the amount of land necessary for the City's future growth. While much of the information is no longer valid, the study was the basis for the initial boundary decision (Appendix A).

The regional planning agency, METRO, has authority over all Urban Growth Boundary (UGB) changes, including the designation of urban reserves, which are areas identified for future urban expansion. Based on this, all future urban growth boundary decisions shall be made in coordination with METRO and Washington County.

Several changes and amendments have been made to the urban growth boundary since its original adoption. However, changes to the UGB surrounding the City of Cornelius have been limited. This limitation is driven by the fact that Cornelius is surrounded by prime agricultural land, which tends to be the lowest priority for urbanization, and the City does not have any urban reserves identified by METRO. The current city limits and urban growth boundary are shown on the comprehensive plan map.

**Goal:** *To provide sufficient land to meet the need for growth in a manner that ensures quality of development and a balanced and orderly urban growth pattern.*

#### Existing Conditions

In the fall of 1998 a vacant land inventory was completed to determine the amount of vacant land available within each zoning district. The inventory identifies vacant, buildable land within the City and UGB and documents development patterns using 1994 as the base year to ensure consistency with METRO's growth allocation data. The results of the inventory are summarized in the Vacant Land Inventory document located in the appendix. However, Table 1 summarizes the number of acres developed between 1994 and 1998 and the remaining number of vacant acres in each zoning district.

The city limits are currently slightly smaller than the UGB. Table 1 reflects only lands within the current city limits. There are about 47 acres of vacant buildable land outside the city limits but within the UGB. These lands are located primarily northeast of Cornelius. Appendix A contains the Washington County - Cornelius Urban Planning Area Agreement.

Table 1 identifies that the majority of development occurring between 1994 and 1998 occurred within the low density (R-7) residential category, with the least activity in the medium density (A-2) residential.

<u>Table 1</u>					
<u>Vacant Land (in gross acres) 1994-1998</u>					
<u>Year</u>	<u>R-7</u>	<u>A-2</u>	<u>Commercial</u>	<u>Industrial</u>	<u>Total</u>
<b>1994</b>	<b>131.42</b>	<b>49.54</b>	<b>110.3</b>	<b>88.41</b>	<b>379.67</b>
<b>1998</b>	<b>39.23</b>	<b>44.99</b>	<b>94.81</b>	<b>64.59</b>	<b>243.62</b>
<b>Acres Developed between 1994 and 1998</b>	<b>92.19</b>	<b>4.55</b>	<b>15.49</b>	<b>23.82</b>	<b>136.05</b>

Based on the vacant land inventory, the City is able to determine the amount of development possible on the remaining vacant land. To determine capacity, the gross vacant 1998 acres identified in Table 1 is reduced to reflect impacts of the floodplain, schools, parks, churches, and public rights-of-way. Following these reductions, a net vacant buildable land inventory is identified. This information together with the projected population and growth assumptions below provide a comprehensive understanding of the urbanization potential.

#### Projected Population and Growth Assumptions

According to the 1984 Cornelius Comprehensive Plan, studies projected that Cornelius population would increase to 6,259 persons by 1985 and 7,615 persons by the year 2000. It was these projections upon which the urban area needs and urban growth boundary were based in 1977. Area needs were determined by assuming an average of 2.5 persons per household, five dwelling units per acre and an estimated 60 percent ratio of residential land needs to total development needs. Based upon the above assumptions, it was estimated that 995 dwelling units or approximately 331 acres of buildable land would be needed to accommodate the projected increase of 2,486 persons by 1985.

However, as certified by the Center for Population Research and Census at Portland State University, the City's 1998 population reached 8,170. During the study period, residential growth occurred at an annual rate of approximately 3.04 percent, which was slightly higher than originally projected. In addition, the percent ratio of residential land needs to total development needs is no longer primarily determined by the City. This balance between residential and non-residential is determined by Metro based on the projected population growth of the region and a "fair-share" methodology. This need is also influenced strongly by the type of lands surrounding the jurisdiction. Which in the case of Cornelius, the surrounding lands tend to be prime agricultural land.

Since the last Cornelius comprehensive plan update in 1988, METRO has adopted a Regional

Growth Management Framework called 2040, which calls for "compact urban form" for the region, including Cornelius. This calls for an intensification of development within the constrained UGB to minimize consumption of rural resource lands.

Under the 2040 Plan METRO now projects a year 2020 population for Cornelius of 10,719, based on an annual growth rate of about 2.0 percent. This computes to about 1,019 new dwelling units between 1994 and 2020. METRO also projects that average household size will drop to 2.92 persons per household from the current average of 3.04 persons per household. In contrast, if the City of Cornelius were not confined by the UGB and able to continue the growth rates of the past 10 years the 2020 population would be approximately 14,000. However, there is no indication that the UGB surrounding Cornelius will expand in the next 5-10 years. Based on the limited UGB expansion potential, and the 1998 vacant land inventory discussed previously, Cornelius has a dwelling unit capacity of approximately 515 units.

In addition to development on existing vacant land, the City is encouraging more intense mixed use development within the Town Center District. The Cornelius Town Center Plan was adopted in 2019. Based on past residential development trends, and the existing vacant land, the City has just enough residential land capacity to accommodate the allotments established by Metro. However, with continuation of past residential development rates, the vacant residential land within Cornelius will be consumed by the year 2006; well before the year 2020.

As mentioned previously, the urban growth boundary surrounding Cornelius contains approximately 47 developable acres. Development in this area is expected to accommodate dwelling unit and employment figures established by Washington County. The allotment received from Washington County includes 340 dwelling units and 96 jobs. This allotment is contrary to all previous comprehensive plan designations, which have consistently identified the majority of the 47 acres for industrial land uses. The City has expressed concern about the loss of industrial land and encourages METRO and Washington County to be aware of this concern and work with the City on future industrial land opportunities.

To accommodate the allotments received from METRO and Washington County, this comprehensive plan reflects the redesignation of the previously mentioned industrial land to residential. While Metro will periodically review and amend the UGB, Cornelius is not expected to receive any substantial increase in its UGB in the next 5-10 years or more. Therefore, the City must consider higher density development.

While the Metropolitan Urban Growth Boundary is required by the state to maintain a 20 year land supply, METRO is not required to maintain a 20 year land supply for individual jurisdictions within the UGB. Therefore, the City shall coordinate with Metro and Washington County to participate in the maintenance of an increased land supply adjacent to the City of Cornelius.

## POLICIES

1. The City shall review and revise residential densities to ensure maximum efficient use of urban land. It shall also establish minimum density requirements for development within each residential zone.
2. The City shall establish in-fill criteria, which allows for reasonable adjustments to standard zoning requirements to accommodate development of challenging remnant parcels. It shall also review and revise the Development Code to remove unnecessary barriers to in-fill development, including such provisions as allowing accessory dwelling units in all single-family residential zones.
3. Development of lands within the urban growth boundary are given priority over land development outside the boundary. Development outside the urban growth boundary will only be permitted through UGB amendments coordinated with Washington County and approved by METRO. Before supporting expansion of the UGB, in addition to METRO UGB policies and criteria, the City shall develop findings addressing the following:
  - a. The City can provide adequate services to the proposed urbanizing area, including roads, sewer, water, fire and police protection, city administration, and schools.
  - b. There is insufficient vacant land available in the present urban area of the City to provide for the proposed development, and the shortage is adversely effecting land values or causing housing shortages.
  - c. A substantial portion of the area is contiguous to the urbanized area and represents a logical direction for the City's growth.
4. In order to ensure orderly development in conformance with the Comprehensive Plan, the city adopts these policies for annexation:
  - a. Annexation will be permitted if:
    - (1) The City is able to provide adequate services to the area, including sewer, water, administration, and fire protection. The new area can meet city standards for roads, sewers, water, and other services, and appropriate amendments to the City's Public Facilities Master Plans have been considered.
    - (2) The proposed use of the area to be annexed conforms with the Comprehensive Plan, or has been Master Planned, including all adjacent and intervening properties. The City does not intend to support piece-meal annexations.
    - (3) A substantial portion of the area to be annexed is contiguous to the City and represents a logical direction for city expansion.
  - b. Changes in the urban growth boundary shall be based on METRO policies and

criteria, but may include consideration of the following:

- (1) Demonstrated need to accommodate additional population
- (2) Need for housing, employment opportunities, and livability
- (3) Orderly and economic provision of public facilities and services
- (4) Maximum efficiency of land uses
- (5) Environmental, energy, economic, and social consequences
- (6) Effect on agricultural land
- (7) Compatibility of the proposed urban uses with nearby agricultural activities.

## IMPLEMENTATION

1. The City Council has adopted the Comprehensive Plan.
2. The subdivision ordinance specifies requirements for new development.
3. The City has established a building department, a planning department, and a design review committee, with ordinances to review, coordinate, and inspect new development.

## CHAPTER III

### LAND USE

**Vision:** *The community is proactive in managing existing land uses and identifying future needs to provide long term quality development.*

This chapter documents the existing land uses within the city limits and establishes what the future general land uses within the urban growth boundary should be. A land use plan map is included at the end of the text. The map is also on display at Cornelius City Hall. The following general land use categories are designated on the land use plan map:

- Low-density Residential
- Medium-density Residential
- Mixed Use
- Commercial
- Industrial
- Public Facilities

**Goal:** *To provide a sound basis for urbanization by establishing proper relationships among residential, commercial, industrial, public, and other land uses.*

#### Existing Conditions

As noted in the previous chapter, a buildable lands inventory was conducted to determine the amount of land available for urban development within the City and the urban growth boundary. Each land use type was inventoried to determine the amount of land already developed and the amount of vacant or "buildable" land that could be developed. This information is presented in a supporting document attached in the Appendix.

In 1988 residential areas accounted for just over half of the land within the urban growth boundary. After subtracting public land and rights-of-way, residential areas represented approximately 60 percent of the available developable lands. However, considerable residential development between 1988 and 1998 resulted in a very limited supply of net buildable residentially designated land. There are only about 84 acres of residential land remaining for development, within the current City limits.

Approximately 22 percent of the land is designated for industrial development. There are about 65 acres of vacant industrial land remaining. And, with less than 10 percent designated for commercial development, there are approximately 95 vacant acres available.

#### Issues and Problems

The City has a very limited land supply to accommodate all uses and the population and employment allocations assigned from METRO and Washington County. Careful consideration must be given to the highest priority land uses that support the overall vision for the community.

Residential uses tend to create urban service demands disproportionate to their tax revenue contribution. Commercial and industrial land uses tend to contribute more proportionate tax revenue in relation to their demand for urban services. Cornelius location at the fringe of the urban area reduces its attractiveness to many industries due to its proximity to markets, distribution facilities (railroad), and utilities.

Much of the land near the railroad tracks is suitable for either industrial or residential development. Where possible, medium-density residential development is used as a buffer between industrial and low-density areas. Consistent with the METRO 2040 Plan, the City is also allowing for mixed-use development as a method of getting more efficient use of the limited land supply.

There are two primary alternatives for additional commercial development. The City can either establish new commercial centers away from the highway, or continue development along the Tualatin Valley Highway.

It is generally recognized that highway frontage and ease of access are important commercial considerations. At the same time, highway noise and occasional congestion tend not to be conducive to residential development. Therefore, the plan designates most of the land adjacent to the highway for commercial purposes, but allows residential as a mixed-use. In this manner, higher density residential development can respond to market demands.

INSERT LAND USE PLAN MAP



## POLICIES

### Residential Land Uses

The Comprehensive Plan map shows two residential land use categories, which are distinguished primarily by density. They are described in terms of dwelling units per net residential acre. For planning purposes, it is assumed that 25 percent of each gross residential acre will be developed with streets, schools, parks and other public uses, and that the net 75 percent will be developed with homes. The two residential categories are intended to accommodate different types and densities of residential development, providing residents a choice of living accommodations.

In addition to residential uses, public uses compatible with the basic residential uses shall be permitted. Public uses are those serving the residential area, such as recreational facilities, community centers, libraries, schools, churches, and utilities.

The METRO 2040 Plan now replaces the former metropolitan housing rule, which set as a goal a 50/50 mix of single family to multi-family housing units, and for Cornelius, an average of six housing units per net acre of buildable residential land. Now, under the 2040 Plan, the target is an average of nine units per acre over both density ranges.

In accordance with state requirements regarding manufactured home parks, the City implemented the following provisions through the 1988 Comprehensive Plan and Development Code to provide for and protect manufactured home parks:

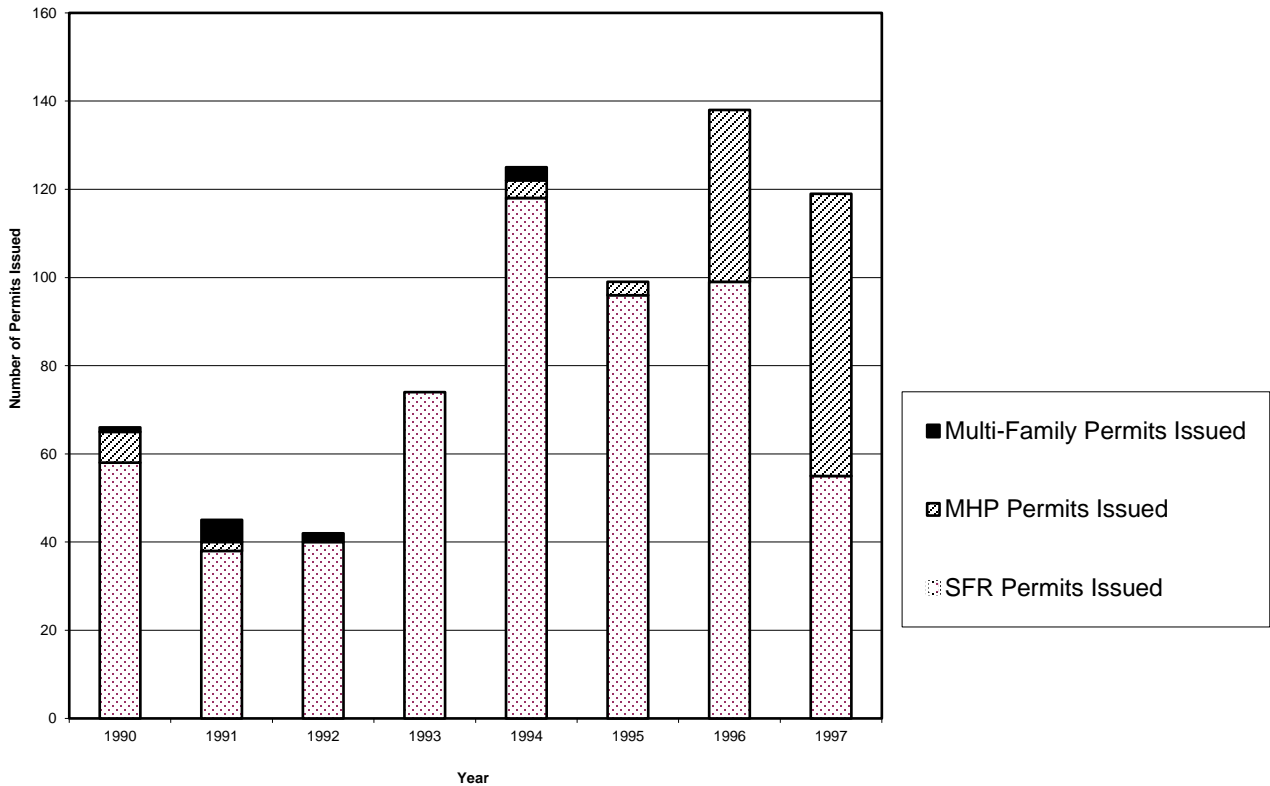
1. A new manufactured home park zone was established and placed on all existing parks. This act removed the prior conditional use status of parks. The new code contains clear and objective approval standards and has been modified to allow for replacement or upgrading of non-conforming units within the existing parks. Amendments will also be made to conform the City's definition for manufactured homes with the new state standards adopted under HB2258. This will provide consistency between the zoning code and the state building code.
2. There are no existing manufactured home parks located within commercial or industrial zones. Therefore, relocation or loss of park spaces is not a pending problem within Cornelius.
3. Manufactured homes may be located within manufactured home parks. The parks must be zoned MHP, however, parks are an outright use within the medium density areas designated on the Plan map. Therefore, properties currently zoned A-2 could be rezoned to MHP by a simple zone map amendment process. Since a needs analysis is not available to document otherwise, no specific standards or limitations are placed on such a map amendment. Conformance to medium density policies and Manufactured Home Park zone standards is all that is required. Upon affirmative findings and recommendations from the Planning Commission, the City Council shall affirm any such zone map amendment. Any denial of a proposed amendment must be based on substantial and compelling evidence of non-compliance to medium density residential policies and/or MHP code standards.

4. Manufactured homes may also be located within conventional subdivisions or on any legally created residential lot. In such cases they shall comply with the base zoning standards.

The above provisions were successful in providing for and protecting manufactured home parks. In fact, Chart 1 shows that a substantial number of the building permits issued in 1996 and 1997 were for manufactured dwellings. Therefore, the Cornelius commitment to all housing types is apparent.

Studies show that there is a continued need for affordable housing throughout Washington County. Historically, Cornelius has developed with predominantly low and moderate income housing. That segment of the market has been well served.

**Chart 1**  
**Residential Building Permits 1990-1997**



The City shall encourage a mix of housing types which will provide for upper income housing opportunities. While zoning densities within the city provide opportunities to meet this upper end need, the developers have opted for other markets to deliver higher priced housing.

Consistent with ORS 197.303-307, the City's code provides for housing that includes attached and detached single family; multi-family, both owner and renter occupied; manufactured homes; and government assisted housing. All types at various price ranges currently exist within the planning area. Relative to affordability, Cornelius has a predominance of low and moderate priced homes. If there is a shortage, it is in high value homes.

All needed housing types are permitted within zones in the planning area with sufficient vacant land to accommodate a fair share of the county's housing needs. Further, the codes contain clear and objective approval standards that neither individually nor cumulatively discourage needed housing through unreasonable cost or delay.

Any failure to satisfy the needs of any particular needed housing type has not resulted from specific plan or code policies and standards. Rather, it has been external factors such as available funding and/or builder preference, and of course pure market forces. Demand, however, is increasing for higher end housing.

#### *Low-Density Residential*

The majority of the city is designated for low-density residential use. The average density will be 5 dwelling units per net acre. The policies and standards for this land use are listed below.

1. Overall density of development will be an average of five (5) units per net acre. This equals standard lot sizes of 6,500 square feet, allowing for streets and open spaces. Many areas are already developed at smaller lot sizes such as (5,000 sq. ft.), so the overall density will likely be in the upper range.
2. Residential development shall coincide with the provision of public streets, curbs, sidewalks, water, storm drainage, and sanitary sewerage facilities. These public facilities shall be capable of adequately serving all intervening properties as well as the proposed development. They will be designed to meet zoning, subdivision, and public works standards.
3. A storm water drainage plan will be submitted with all proposed subdivisions and land partitions to show how storm water will be handled to avoid effects on other property. Storm sewers consistent with Clean Water Services (CWS) standards for water quality and quantity shall be required as a condition of approving subdivisions or land partitions. Further, development designs shall be coordinated with CWS to insure compliance with new METRO Title 3 criteria and Federal Clean Water Act standards.
4. One strategy to efficiently use the residential land supply is to encourage the use of accessory dwelling units. The use of these units in residential zones in conjunction with single family residences will increase density.

### *Medium-Density Residential*

The medium-density residential areas lie behind the commercial area, parallel to the Tualatin Valley Highway. The predominant use in this area is expected to be multi-family dwellings. However, manufactured home parks and single family homes are also permitted. Policies and standards for this area are listed below.

1. The maximum overall density for medium-density residential development shall be fourteen (14) dwelling units per net acre.
2. Residential subdivisions will be developed according to zoning and subdivision regulations.
3. Manufactured home parks are allowed as an outright use consistent with the MHP standards set forth in the zoning code. Simultaneously with development plan approval, manufactured home park sites will be designated MHP on the zoning map.
4. Residential development shall coincide with the provision of public streets, curbs, sidewalks, water, storm drainage, and sanitary sewerage facilities. These public facilities shall be capable of adequately serving all intervening properties as well as the proposed development. They will be designed to meet zoning, subdivision, and public works standards.
5. A storm water drainage plan will be submitted with all proposed subdivisions, land partitions, and site development plans to show how storm water will be handled to avoid effects on other property. Storm sewers consistent with CWS standards for water quality and quantity shall be required as a condition of approving all developments. Further, development designs shall be coordinated with CWS to insure compliance with METRO Title 3 criteria and Federal Clean Water Act standards.

### Mixed-Use Land Uses

The mixed-use plan district is intended to allow and encourage a greater mix and density of compatible land uses than is allowed in strictly residential or commercial districts. It is designed to encourage both a horizontal and vertical mix of retail, office, and residential uses. Commercial uses are generally limited to convenience retail, service, and professional offices. Building heights are limited to three stories. Both the mix and density of uses will concentrate activity in the two main commercial centers and create a symbiotic relationship or activity cluster that helps make business convenient and successful.

1. The overall density for the mixed-use district shall be 50 residents and/or employees per net acre.
2. Maximum building height shall be three stories. Both residential and commercial uses shall be allowed on the ground floor.
3. Development shall coincide with the provision of public streets, curbs, sidewalks, water, storm drainage, and sanitary sewerage facilities. These public facilities shall be capable

of adequately serving all intervening properties as well as the proposed development. They will be designed to meet zoning, subdivision, and public works standards.

4. Design standards for signing and appearance, including the landscaping of setback areas, provision of pedestrian amenities, and the designation of access points shall be consistent with the specific zoning district adopted for the mixed-use areas.
5. General assumptions of split between 1-, 2-, and 3-story development is 20%, 50%, and 30%, respectively, across the mixed-use district.
6. For the Town Center mixed-use district, split between residential and commercial uses is assumed at 30% and 70%, respectively. For the Fred Meyer mixed-use area, the split is assumed at 40% residential and 60% commercial.

### Commercial Land Uses

Commercial land uses are designated along the Tualatin Valley Highway. The commercial land use designation accommodates a range of retail and service commercial uses. The commercial zoning also allows for some mixed-uses, which may vary depending upon location.

The development of individual properties in these areas shall proactively plan for safe traffic circulation, general public health, safety, and visual problems associated with "strip commercial development." Design controls are one method of coordinating with, commercial development to prevent dangerous and unsightly conditions. Therefore, all development shall be subject to design review.

Much of the land along the Tualatin Valley Highway is not ideally suited for residential use because of highway noise and the proximity of the railroad. However, under certain circumstances and with appropriate design, residential uses may be appropriate. Light Industrial improvements or development may also be permitted and should provide proper screening and access control along the highway. It may also be feasible to develop some of the land as roadside parks or public plazas. A major goal of the plan is to minimize the inefficiency and unsightliness of development along Tualatin Valley Highway. To accomplish this, the following policies and standards have been adopted:

1. Design standards for signing and appearance, including the landscaping of setback areas, provision of pedestrian amenities, and the designation of access points have been established.
2. Commercial development will coincide with the provision of public streets, water, and sewerage facilities. These public facilities shall be capable of adequately servicing all intervening properties as well as the proposed development and will be designed to meet the zoning and subdivision standards. Sidewalks and off-street parking will be required in all new commercial developments.
3. A storm water drainage plan will be submitted with all proposed subdivisions, land partitions, and site development plans to show how storm water will be handled to avoid effects on other property. Storm sewers consistent with CWS standards for water

quality and quantity shall be required as a condition of approving all developments. Further, development designs shall be coordinated with CWS to insure compliance with METRO Title 3 criteria and federal clean water act standards.

4. Existing commercial establishments located in noncommercial areas will be permitted to continue but will not be permitted to expand outside their present site.
5. Master Plans shall control land use intensities and mixes within Special Districts.

### Industrial Land Uses

Industrial uses in Cornelius are generally confined to areas adjacent to the railroad. Given the need for industrial property, the City supports flexibility in accommodating future industrial expansion.

The following policies and standards are adopted for industrial land use.

1. The Design Review Board will review the site plan of each proposed development in order to evaluate the compatibility of vehicular access, signs, lighting, building placements, noise, and landscaping with adjoining uses, both existing and proposed.
2. Industrial development will coincide with the provision of public streets, water, and sewerage facilities. These public facilities shall be capable of adequately servicing all intervening properties as well as the proposed development and will be designed to meet the zoning and subdivision standards. Sidewalks and off-street parking will be required in all new industrial developments.
3. A storm water drainage plan will be submitted with all proposed subdivisions, land partitions, and site development plans to show how storm water will be handled to avoid effects on other property. Storm sewers consistent with CWS standards for water quality and quantity shall be required as a condition of approving all developments. Further, development designs shall be coordinated with CWS to insure compliance with METRO Title 3 criteria and federal clean water act standards.
4. All industrial uses, which abut residential uses will be screened from the residential uses. Where possible, access to the industrial uses will be prohibited from residential streets.
5. The City recognizes state noise, air quality and emission control standards and will cooperate with the Department of Environmental Quality in enforcement and administration of these standards.

### IMPLEMENTATION

1. The City shall adopt site development standards that encourage infill development in all zoning districts.
2. The City shall adopt standards that are consistent with CWS for storm water detention

and water quality in all zoning districts.

3. The City shall provide standards that require public improvements and facilities to adequately serve proposed development.
4. The Design Review shall be a coordinated process involving the applicant and the Facilities and Design Review Committee.

## CHAPTER IV

### HOUSING

**Vision:** *Citizens take pride in the quality and variety of residential neighborhoods.*

The housing element discusses the existing conditions and the factors that affect the Cornelius housing market. The discussion of the housing market centers on the major variables affecting housing demand: the existing housing stock, household size, household income, housing costs, and housing preferences.

**Goal:** *To provide for the housing needs of prospective as well as present Cornelius citizens.*

#### Existing Conditions and Trends

Cornelius has grown and its housing market expanded rapidly since 1960. There has been a significant shift toward more single-family dwelling units. Although, lots sizes have been reduced, through the Planned Unit Development process, with some lots as small as 3,200 square feet. The percentage of multi-family dwelling units has dropped over the last several years, as very few units have been built in the last 10 years. In fact, over a ten year period only one application for multi-family was submitted. While the application was approved in late 1998, it has not yet been developed. Also, Cornelius has a much higher proportion of manufactured homes (15+ percent) than nearby communities.

According to the Population Center at Portland State University, household size now averages about 3.04 persons per household. METRO projects a slight reduction to 2.9 persons per household by the year 2020.

Median sales prices for a home in Cornelius is approximately \$335,000 (June 2019).

There is a need to provide for low and moderate income housing countywide. Cornelius proposes the use of accessory dwelling units to help provide housing alternatives and increase density. The existing housing stock has been designed to accommodate low to moderate income housing units. Therefore, there is a need and a desire to promote some opportunity for higher income housing options.

Clustered, higher density development generally costs less, is more energy-efficient, and uses less land than single-family dwellings. However, developers have experienced significant difficulties marketing attached units, even when offered as attached single-family. Small detached units are however, selling quite well. This may be a short term circumstance, or it may be the long term trend. Currently, the city does not have sufficient data to determine the long term multi-family market demand.

#### Upper Income Housing

The City does not intend to preempt the potential for development of upper income housing. Consideration should be made to permit and efforts to encourage this type of development



should be made. Options include: larger lot sizes (above 8,000 square feet) and provision of lots with special physical amenities and layouts. Areas with special physical amenities include the land along the Tualatin River and the rolling hills north of the city along Council Creek. These areas are ideal for higher end housing.

## POLICIES

1. Ensure that adequate land is available for both single and multi-family housing.
2. Promote and encourage housing types and densities throughout town, available at various prices and rents, to households of all incomes, age, sex, and race.
3. Promote and encourage open spaces and buffers in new subdivisions and other housing developments.
4. Develop strategies for promoting higher end housing options.
5. Develop minimum density standards that comply with regional mandates.

## IMPLEMENTATION

1. All subdivision requests within the Urban Growth Boundary shall be reviewed administratively to ensure policy enforcement. The Planning Commission will determine the suitability of developments outside the City limits but within the urban growth boundary through master planning. The subdivision process shall be divided into two steps. Preliminary plats and final plats shall be reviewed administratively. If a subdivision request involves a discretionary decision it shall be reviewed at a public hearing before the Planning Commission.
2. The City shall seek to accommodate the full scope of the population and employment allocations assigned to Cornelius by METRO and Washington County.
3. The City will work with the Washington County Housing Authority and appropriate federal and state agencies in identifying and providing for housing at various rent and price ranges to ensure low and moderate income needs are appropriately addressed.
4. The City will work with METRO in implementing its Housing Goals and Objectives.
5. The City will encourage the development of high value housing, including allowing for larger lots in certain areas, or within planned developments, where lot sizes can be average and varied, and special design amenities can be provided.

## CHAPTER V

### ECONOMIC DEVELOPMENT

**Vision:** *Cornelius has a self-supportive, diversified economic base.*

This element discusses existing economic conditions, specific issues, and policies for future commercial and industrial development in Cornelius.

**Goal:** *To develop a diversified economic base that is supportive of existing commercial and industrial development and attractive to selected commercial and industrial development.*

#### Existing Conditions

Commercial development is limited primarily to the Tualatin Valley Highway (Highway 8) which is a one-way couplet system through the western half of town. The existing Cornelius zoning ordinance limits commercial zoning to the area adjacent to the Highway (Adair Street going west and Baseline Street going east).

Through the 1980's and early 90's commercial development was all but non-existent. However, during the last half of the 1990's commercial development increased considerably. Activity included both new development and remodels or expansions. Even more development is expected to follow major highway improvements designed and constructed to enhance the commercial environment.

At present, the City's annual wages and level of educational attainment is significantly below average levels in Washington County and the Portland MSA. The wage level disparity between the City of Cornelius and the rest of the metro area has grown markedly worse in the last five years as average wages levels have increased overall but decreased slightly in the City of Cornelius. That being said, the City has seen a solid level of employment growth during the last five years (2011-16), averaging a 3.7% annual increase in the number of employees in the City, slightly higher growth than the 3.2% experienced in Washington County.

Of the total number of acres with a land use designation of "Commercial" or "Mixed Use," a 2016 vacant and underutilized land inventory identified 80.75 acres of property that are classified as vacant or underutilized. Of the total number of acres with a land use designation of "Industrial" a total of 77.2 acres are classified as vacant or underutilized. The total acreage of vacant and underutilized property under these land use designations is 157.95.

According to an Economic Opportunities Analysis conducted for the City of Cornelius (PNW Economics et.al., 2017), the City's baseline employment forecast, based on Metro's most recent estimated employment forecast, indicates the City is expected to add roughly 1,870 employees through 2040. The resulting total additional employment land demand is 106 acres. Given economic potential and the City's need to increase its taxable assessment property value base, a second "Healthy City" land demand scenario estimates total additional land demand for the City is within the range of 171 and 260 acres (Figure A).

Figure A. City of Cornelius Land Need by Use Type (Acres)

Use Type	Need For Land (Acres)		
	Baseline Metro	Healthy City	
		Low	High
<b>OFFICE COMMERCIAL</b>	<b>11.6</b>	<b>18.7</b>	<b>28.5</b>
<b>INDUSTRIAL</b>	<b>75.3</b>	<b>121.2</b>	<b>184.3</b>
<b>RETAIL COMMERCIAL</b>	<b>19.3</b>	<b>31.1</b>	<b>47.2</b>
<b>TOTAL</b>	<b>106.3</b>	<b>171.0</b>	<b>260.0</b>

### Economic Disadvantages

Cornelius also has some disadvantages to economic development.

1. Because of limited commercial choices, residents spend a relatively large proportion of their incomes outside the City. This outflow of community spending power severely limits potential growth. Incomes generated by the local economic base are not re-spent locally, and Cornelius loses the multiplier effects that would otherwise cause more growth.
2. While Cornelius is located on a major east-west highway; it is poorly connected to downtown Portland and to Portland International Airport, including limited transit.
3. North-south transportation linkages to the City's primary trade area and to the Sunset Highway are weak, consisting of two-lane County roads.
4. The Cornelius land area is predominately residential. Without a successful mix of commercial, industrial and residential the city tax base cannot reach its full potential.
5. Cornelius currently has higher water and electricity rates than a number of its neighboring communities.

So-called "strip" commercial development along the Tualatin Valley Highway is a concern in the Cornelius community. Such development can cause a dangerous, inefficient, confusing, and unsightly development if not properly controlled. Much of the land fronting the highway is suitable and needed for commercial development. To counter this limitation, the City has developed master planned special districts, each with specific design criteria and focus on transit/pedestrian orientation and mixed-use design. Strategically planned capital improvements have also been targeted to promote development within the commercial core area.

The City has the choice of either trying to attract or to discourage future commercial and industrial development in town. Development represents a mixed blessing of increased assessed valuation and increased traffic, noise, and other impacts. The City's commercial and industrial land supply, provision of services, and access to transportation facilities should attract additional development. Properly controlled, additional development can be desirable

and viable.

The City has opted to take a more active, aggressive role in encouraging economic development. This is particularly true for the Town Center, East Gateway, and Industrial Districts. The City intends to work toward the development of a strong, identifiable center or "focal point" that helps provide a strong vital image. The City will also explore options for a strong north-south linkage to its primary market area, a secondary east-west connection via an extension of Evergreen Road from Hillsboro to Cornelius/Forest Grove, and possible connections to the Sunset Highway.

## POLICIES

1. Support and promote continued commercial and light industrial development and diversification of the area's economy.
2. Provide appropriate screening of industrial uses that abut residential uses.
3. Encourage commercial development commensurate with the retail sales and service needs of local residents, and seek to capture the value of high traffic volumes on the highway.
4. Preserve and promote upgrading businesses along the Tualatin Valley Highway by supporting highway and street improvements that will alleviate traffic congestion and improve the appearance of the commercial core of the city.
5. Regulate strip commercial development more strictly along the Tualatin Valley Highway to prevent dangerous and unsightly conditions. Promote high quality design and maintenance.
6. Partner with public and private entities for the provision of competitively-priced and reliable water supply, energy, fiber optics/high-speed communication, transportation connectivity needed to support businesses development.
7. Encourage robust business recruitment, retention, and growth through the adoption and future implementation of the Cornelius Economic Opportunity Analysis: Economic Development Strategic Action Plan (included herein as Appendix P).

## IMPLEMENTATION

1. Adequate industrial and commercial land will be made available to support continued development, provided cooperative efforts with Metro to identify these lands can be achieved.
2. Where possible, access to industrial areas and uses will be prohibited from residential streets.

3. Present and future businesses along the Tualatin Valley Highway will be preserved and upgraded by requiring off-street parking and other standards established in the zoning ordinance.
4. The Development Review Committee will review the site plan of each proposed industrial and commercial development in order to evaluate quality and compatibility, vehicular and pedestrian access and circulation, signs, lighting, building placement, noise, and landscaping with adjoining uses.
5. The City will work to explore the possible connection to the Sunset Highway, an extension of Evergreen Road, and a stronger north-south linkage to its primary market area.
6. The City shall work toward implementation of the Strategies and Actions identified in the Cornelius Economic Opportunity Analysis: Economic Development Strategic Action Plan (included herein as Appendix P).
7. The City shall implement the Cornelius Town Center Master Plan to encourage a mix of residential and commercial uses in the downtown district, along with public investments in infrastructure and strategic incentives, to create an inviting sense of place and support small business.

## CHAPTER VI

### NATURAL AND CULTURAL RESOURCES

**Vision:** *Cornelius reflects a unique blend of new and old, natural and manmade environments. The City celebrates a diversity of ethnic cultures; and maintains and enhances the quality of local natural, historic, and cultural resources.*

This element discusses air, water, and land resources, open spaces and natural resources, archeological and historical resources, and areas subject to natural hazards.

**Goal:** *To maintain and improve the quality of local natural and cultural resources. To conserve energy and promote use of renewable energy resources. To provide protection from and minimize property damage and/or loss of lives from natural hazards and disasters.*

#### Existing Conditions

##### *Air and Water Resources*

Air Quality. Cornelius is within the Portland Air Quality Maintenance Area (AQMA). The Department of Environmental Quality, (DEQ) is the lead agency responsible for development and management of air quality attainment plans. Under the provisions of DEQ's attainment plans, air quality in the Cornelius portion of the region is currently within the federal standards.

DEQ does not maintain an air quality sampling station in Cornelius, but air quality within the planning area is generally very good. There are no major air pollution sources in Cornelius or nearby which could cause severe problems. The only long term concern for air quality may be along the Tualatin Valley Highway where future high traffic volumes and congestion will likely increase exhaust emission levels. However, appropriate data is not available to further evaluate this potential problem. The City will continue to cooperate with DEQ to monitor air quality standards.

Water Quality. According to the Tualatin River Water Quality Report produced by the Oregon Department of Environmental Quality and Clean Water Services, the overall water quality of the Tualatin River has improved since the 1970's. This improvement is primarily due to the augmentation of flows at low flow periods, using stored water from Scoggins Dam. Also water quality enhancement was achieved through improved sewage treatment and the replacement of smaller, less advanced treatment plants with fewer larger, more advanced plants. Both of these factors have permitted an improvement in water quality despite the major population increases that have occurred throughout the Tualatin River basin.

Water quality improvements benefit all of the general river uses (water recreation and aesthetics, fisheries and fishing, agriculture and livestock watering, and water supply) except for aesthetics. Deterioration in aesthetics is due as much to historically sluggish flows and silty substrate as it is to urbanization. Indications now point to a deterioration of water quality in the basin due to continuing population growth. Population growth will continue to challenge the water quality of the Tualatin River basin.

The Clean Water Services' (CWS) 1998 Annual Compliance Report to the Oregon Department of Environmental Quality identified the following issues concerning the Tualatin River Basin water quality:

1. Population and development have continued to increase in the Tualatin River Basin.
2. The Tualatin River Basin complies with the technology based requirements of the 1972 Federal Clean Water Act, which focuses on point source pollution.
3. The Tualatin River Basin experiences water quality problems concerning measure-able levels of phosphorus and ammonia related to non-point source pollution. Algal blooms and dissolved oxygen are also found in the river and affect the overall water quality of the basin. CWS monitors the Total Daily Maximum Loads of pollutants found in the Tualatin River Basin and reports annually to Oregon Department of Environmental Quality (DEQ).
4. CWS has implemented a water quality based approach to pollution control. This approach includes bacteria management plans, temperature management plans, surface water management plans and floodplain management complying with applicable Metro Goal 6, Title 3 ordinances
5. Comprehensive management of water quality in the Tualatin River Basin is coordinated by CWS through Intergovernmental Agreements with cities and counties which define roles and responsibilities, shares funds, and comply with minimum standards for surface water management.

Washington County is under a court ordered management plan to control and enhance water quality in the Tualatin River basin. The program is designed and managed by CWS in cooperation with local jurisdictions.

However, in May 1999, under the provisions of the Endangered Species Act, additional fish species were listed as endangered. It is anticipated that this new listing will raise the standards for water quality and mitigation. Although, at this time the full scope of the new listing is not known. In addition, METRO's Title 3 requires expanded measures to protect stream corridors and enhance water quality, including re-establishing riparian vegetation. The city is coordinating with CWS on compliance programs for both federal and regional water quality.

Cornelius is served by the Forest Grove Treatment Plant. The Forest Grove Treatment Plant is maintained and operated by Clean Water Services (CWS). In June, 1985, a Master Plan Update was completed for CWS by Kramer, Chin, and Mayo, Inc. (KCM). The report identifies the current and projected growth in the Forest Grove basin, the collection system, and the treatment plant capacity. The relevant portions of the KCM report are recognized as support documents to the City's Plan. The report concluded that projected wastewater flows will exceed the plant's design capacity by 1990. At that time of the study, wet weather flows already exceeded the design capacity. This indicated a need for further study of inflow and infiltration to the collection system. So, the city is coordinating with CWS on further analysis and intends to complete an update of the City's 1981 Sewer System Master Plan, as soon as

possible. In the interim, in 1999, the City initiated a joint inflow and infiltration (I & I) correction program with CWS. The I & I project is a multi-year program, jointly funded by the two agencies.

The City recognizes current limitations to external state/federal funding programs and continues to analyze funding options. The funding program has been identified as a high priority to complete the public facilities planning program.

Surface Water Bodies. There are only two significant surface water bodies in or adjacent to Cornelius. They are the Tualatin River and Council Creek. Flood plain areas along these waterways have been identified and appropriately protected. Although flooding in February 1996 indicates that updated flood plain mapping may be necessary. The city intends to coordinate with CWS, Washington County and METRO to seek funding for mapping updates.

Stream flow and water quality data is available and monitored by CWS for the Tualatin River. This data is not, however, available for Council Creek at this time. Although, activities within Cornelius would not significantly affect stream flows except as related to wastewater outfall from the Forest Grove Treatment Plant. Ground water is generally plentiful in the area due to the proximity of creeks, drainage courses, and the river.

Noise Source Inventory. The purpose of the inventory is to identify potential conflicts with noise sensitive properties. An inventory was conducted in December 1986. Nine areas of significant noise sources were identified as existing within Cornelius. They are (see map):

- A. The major east/west arterials consisting of Tualatin Valley Highway, Baseline Street, and Adair Street.
- B. The Southern Pacific Railroad.
- C. The Burlington Northern Railroad.
- D. The Fire Department fire horn at N. 13th Avenue.
- E. A molding company on N. 19th Avenue.
- F. A truss company on N. 4th Avenue.
- G. A fruit processing plant on N. 4th Avenue.
- H. A nut processing plant on N. 26th Avenue.
- I. Several industrial users located at the south end of S. 12th Avenue.

Most of these uses are within industrial zoning districts, but are also near residential areas. For the most part they have all existed for some time without significant adverse effects or complaints from residents, and are not unusual in an urban setting.

The arterial streets and railroads are obvious noise generators that have existed for many



years. While there are some adjacent residential uses, commercial and industrial uses have been designated as buffers where historical development patterns permitted. To completely separate these uses would require major redevelopment and relocation of older residential areas. This would be an extreme measure compared to the nominal potential for noise conflict.

In order to manage potential conflicts, the City will adopt development code standards with special setbacks and performance standards for noise, odors, vibrations, and other emissions to protect sensitive uses from becoming environmental nuisances. Such code language shall apply to all non-residential development and uses. Measures will also be taken to minimize creation of new residential and non-residential conflicts through good site planning and design. The city shall further rely on DEQ standards to identify legally measureable test criteria.

### *Open Spaces and Natural and Land Resources*

There are areas within the planning area which are desirable to preserve for open spaces. The majority of the land at the southern end of the urban growth boundary next to the Tualatin River is ideal open space because of the vegetation and flood plain. It will likely remain undeveloped. The city will coordinate with METRO and property owners to acquire land wherever possible. A second priority for open space would be the large, undeveloped tracts of land inside the urban growth boundary but outside the existing city limits. As the land outside of the UGB urbanizes the City shall provide for open space with proposed development.

There are no mineral, aggregate, or energy resources which can be readily used or processed within the planning area, except for solar. Potential sources include wind, solar or even hydroelectric, but these sources are not likely to be used on a large scale until well after the year 2000, if at all.

The most extensive fish and wildlife habitat is located in and near the Tualatin River. All significant remaining riparian vegetation within the city is found within flood plain areas. The riparian areas adjacent to the Tualatin River are ecologically significant because they support the greatest number and variety of wildlife species. The riparian zone also protects the river from erosion and water temperature increases.

Urban development has increasingly encroached upon these riparian environments reducing their supply. This increases the importance of identifying these refuges and habitats. Therefore, it is appropriate to protect and enhance riparian vegetation in conjunction with flood plain management. The city is coordinating with CWS on development regulations and enhancement strategies, consistent with METRO Title 3 and federal endangered species act policies and standards.

There are no state parks nor approved Oregon Recreation Trails in Cornelius. There are also no state scenic waterways within the planning area.

## *Cultural and Historical Resources*

LCDC Goal 5, OAR 660-16-000 requires an inventory of resources. It also requires an evaluation of the importance of the resource relative to needed preservation and protection. This inventory and evaluation must consider location, quality, and quantity of the various resources. Consideration of the economic, social, environmental, and energy (ESEE) consequences of the resources versus conflicting uses, with a net conclusion as to the appropriate level of resource protection needed, if any must be identified.

At this point the city has not completed a full Goal 5 compliance program. Budgetary limits and other pressing priorities have kept Goal 5 low on the action list.

However, as part of the 1984 update, a preliminary Historic Inventory was developed, and a Historical Commission was established to further refine the inventory and complete the Goal 5 evaluation of significant historic sites. And, in 1987, three sites were designated as historic and subject to historic review regulations. However, subsequent state legislation has been limited to applicability of historic regulations, unless the owner specifically desires to have them apply to their property.

### Inventory and Analysis

The City of Cornelius, as with Washington County, in general, has a long and rich cultural history including Native and white settlement dating back to the 1800's and earlier. Over the years, however, many of the structural remnants of the past have incrementally disappeared or have been replaced by more modern buildings, although some historic buildings remain.

Today the City appears as a collage of old and new, rural and urban architecture. In a real sense, this represents the growth and development of Cornelius as a blend of various cultures and life styles.

Prior to 1981 there had not been any organized effort in recent years to inventory historic and cultural resources. In 1981 the City Council appointed a Historical Commission to complete an inventory, consistent with LCDC Goal 5 objectives. Between 1981 and 1984 the Cornelius Historical Commission supervised a survey within the City, which produced 40 historic resources. Of these, many had incomplete information with regard to further evaluation. The Washington County Museum Cultural Resource Survey and Inventory Project staff provided technical assistance and attended Commission meetings during the spring and summer of 1983. In January of 1984 the project staff conducted a field check of the resources previously surveyed and to survey several other resources that had been initially overlooked. This inventory resulted in the identification of 15 historic buildings.

Cultural areas, according to the LCDC Goal 5 definition, "refers to an area characterized by evidence of an ethnic, religious, or social group with distinctive traits, beliefs and social forms." Within the City of Cornelius, this primarily relates to archaeological resources. Cornelius and the surrounding rural area are probable archaeological sites. These sites may include both permanent and temporary villages, used by Native Americans inhabiting the area prior to white settlement, although no specific sites have been identified.

Because of the fragile nature of typical archaeological sites and the general lack of knowledge of Native American settlement, sites with little or no disturbance are considered valuable, and surveys or excavations by local, state, and federal agencies should be encouraged. Many sites are discovered only when actual construction is under way.

### ESEE Evaluation and Policy Framework

The LCDC Goal 5 Rule does not provide specific criteria for completing the ESEE analysis. Therefore, the City must outline its own decision-making framework given the general ESEE categories for consideration.

The City is interested in preserving and enhancing its natural and cultural resources. The City is also, interested in promoting economic growth. As stated earlier, the City's own uniqueness lies in its composite blend of architecture. There is no one specific architectural era or style that is unique to Cornelius in general nor any cohesive district that warrants specific protection. In a sense, each building or complex has its own character and value that contributes to the overall character of the city.

For Economic considerations the City should look at such factors as:

- effects on public facilities and services, including administration of regulations;
- effects on proposed development, including time delays and mitigation costs;
- commitments made; and rights of property owners, limited by regulations.

For Social considerations the City should look at such factors as:

- loss of amenity;
- impact on adjacent properties
- potential value to the community for education or recreation;
- alternative methods of preservation, such as written and photo documentation, and voluntary preservation and enhancement.

For Environmental considerations the City has already determined that local uniqueness is a "stand alone" element for historic structures and that no known resource is of singular uniqueness to the city or the surrounding area. There are historical categories intended to accommodate different types of residential development, providing residents a choice of living accommodations.

1. Promote citizen involvement in resource preservation and enhancement, recognizing that self-initiated actions are the strongest form of citizen involvement.
2. Foster community and neighborhood pride and a sense of identity with historic resources.
3. Preserve diverse and harmonious architectural styles reflecting the collective history of the City.

4. Enhance property values and increase economic and financial benefits to the community and property owners by avoiding unnecessary regulations and time delays for permits.

### *Natural Hazards and Soils*

The U.S. Army Corps of Engineers completed a flood plain study of the Tualatin River, Job's Ditch, and Council Creek, in the mid-1980's. The study identified the boundaries of the 100-year flood plains for these water courses. Flood plain information developed by the Corps is shown on the Comprehensive Plan Map included at the end of the text. As noted above, the city is pursuing updates of the FEMA maps.

There are no other major hazards in Cornelius. While there are some hazards relative to earthquakes, appropriate safety standards and regulations are provided by the Uniform Building Code. The 1974 Community Development Plan mapping showed that there are no major slope areas greater than five percent in the Cornelius area. The 1974 plan also maps existing geological hazards, flood plains, and soil suitability. Soils are primarily Class I-IV, and erosion hazards are very low because the area is so flat.

### Issues and Problems

There is a need for further research and analysis relative to all Goal 5 resources. This work must be appropriately budgeted and scheduled as time and revenues allow.

### FINDINGS OF FACT

1. Air, water, and land resources in the planning area are generally of high quality. Maintenance of this quality will require on-going monitoring and inter-agency coordination with DEQ, METRO, ODOT, CWS, Hillsboro, Forest Grove, and Washington County.
2. A substantial amount of land is suitable for open space which could be used as such well into the new millennium. But, the city must develop resources to acquire land while it is still available.
3. Flood hazards exist within the urban growth boundary. Significant riparian vegetation within the planning area is only found along the flood plain areas. These flood and riparian vegetation areas will require special development considerations. Management of these areas will be guided by the City's flood plain ordinance, and through coordination with CWS on Title 3 and Endangered Species Act (ESA) compliance.
4. The Albert S. Sholes house has been included on the National Register. This house, the old post office, and the Baptist Church have been identified/evaluated as significant historic resources. Therefore, appropriate code provisions must be developed to manage and protect these and other resources that may be identified. Twelve other sites require further investigation and evaluation (ESEE) to determine their level of significance. However, in all cases the owners have the say as to what level of regulation is to apply.

5. The City values the completion of a cultural resource inventory by the Historical Commission. While this may slow the process, strong citizen involvement is of major interest.
6. The City is currently not in compliance with Goal 5. The coordinated Title 3 program with CWS will move the city closer to compliance, but there is substantially more work to be completed for full compliance.

## POLICIES

1. The City supports the concept of developing strategies to preserve air quality and will continue to coordinate with DEQ.
2. The City's goal is to preserve the air, water, land, natural, and cultural resources to provide a clean, livable and decent environment for its citizens.
3. The City supports the designation of flood plain areas as open space. The City has adopted a Flood Plain Ordinance that exceeds federal standards. And, the city will only support balanced cut & fill within flood plains when there is no feasible alternative.
4. The city shall coordinate with CWS on development and implementation of a Metro Title 3 and ESA compliance program. To ensure appropriate and timely review of developments impacting stream corridors, the city shall coordinate through application submittal to ensure the applicant is in compliance with required CWS permits. Once an application is deemed complete including compliance with CWS permits, full detailed engineering and site design plans shall be reviewed for a Site Development Permit. Appropriate code amendments will be made to establish these new procedures.
6. The City will designate identified, significant cultural, historic, and natural resources on the Comprehensive Plan Map. Management of these resources will be guided by adding appropriate resources protection sections to the development code.
7. Encourage public knowledge, understanding and appreciation of the City's history, culture and natural environment.
8. Promote citizen involvement in resource preservation and enhancement, recognizing that self-initiated actions are the strongest form of citizen involvement.
9. Foster community and neighborhood pride and a sense of identity with historic resources.
10. Preserve diverse and harmonious architectural styles reflecting the collective history of the City.
11. Enhance property values and increase economic and financial benefits to the community and property owners by avoiding unnecessary regulations and time delays for permits.

## IMPLEMENTATION

1. The City will coordinate with DEQ in implementing air quality maintenance strategies as necessary.
2. The City will coordinate with DEQ and CWS in implementing water quality maintenance and enhancement strategies.
3. The City will continue to inventory its cultural resources through participation of the Historical Commission. The city will also develop a work program designed to complete full scale LCDC Goal 5 compliance. These steps are to be completed within a reasonable period of time, given the City's limited resources.

## CHAPTER VII

### PUBLIC FACILITIES AND SERVICES

**Vision:** *The citizens enjoy independent utilities, schools and public safety. They utilize neighborhood and centralized parks. The city administration shows concern and responds to the needs of the community.*

**Goal:** *To plan and develop the necessary recreational, transportation, and public facility systems and services to meet the needs of Cornelius residents.*

#### Public Facilities and Services Element

The Public Facilities Element discusses recreation, schools, sewerage, water, solid waste facilities, transportation, utilities, and other public facilities. The element includes existing conditions, specific issues, and needs and policies for future development. It also includes a discussion of energy conservation measures relative to each of these topics.

#### Existing Conditions

##### *Schools*

Forest Grove School District No. 15 serves the eastern half of the current Cornelius city limits. Hillsboro School District 1J serves a slightly smaller portion of the northern and eastern city limits.

There are three elementary schools (K-5) within the City. Two are operated by the Forest Grove School District. As of January 2000 Echo Shaw had an enrollment of 500, and Cornelius Elementary had an enrollment of 406 students. Both schools are operating at or near capacity. Echo Shaw was recently expanded. Hillsboro School District operates one elementary school, Free Orchards that opened in 2008.

Junior high and high school students attend schools in Forest Grove or Hillsboro. Neil Armstrong Junior High School is operating at approximately 95 percent capacity, with an estimated 758 students. Existing sites in Forest Grove are available for expansion.

##### *Recreation*

Cornelius shall continue to develop a parks and recreation program that is responsive to the needs and vision of its citizens. Cornelius shall provide a parks and recreation program that:

- 1) Provides a variety of open spaces, parks, recreation facilities and recreation programs.
- 2) Plans and integrates a system that links open spaces, parks, recreation areas and other institutional uses with pedestrian and bicycle facilities.
- 3) Promotes a physically fit and healthy community.

Cornelius is approximately one-half hour's drive from several major regional recreational facilities. Scoggins Reservoir includes about 1,000 acres of water acreage and more than 1,000 acres of surrounding recreational lands. Gales Creek, located west of the City is a significant

fishing area. The Willamette and Columbia Rivers are approximately one-half hour to hour drive. The Oregon Zoo Complex (with access to Hoyt Arboretum, Washington Park and Forest Park) is also within the same driving distance.

Other recreation facilities and services include little league baseball, girls' softball, junior football, soccer, Campfire Girls, Boy Scouts and Girl Scouts, and 4-H Club. Baseball teams from Forest Grove and Hillsboro also use Cornelius facilities.

There are also many community and neighborhood parks in nearby Hillsboro and Forest Grove.

### *Water, Wastewater, and Solid Waste Facilities*

Cornelius meets its water needs through wholesale purchases from the City of Hillsboro. Hillsboro obtains its water from the Tualatin River 12 miles southwest of Cherry Grove and from an impoundment jointly owned with Forest Grove on the Trask River. A transmission line carries water from the collection points to Hillsboro.

A 72-inch main transmits water through Cornelius and has three metered taps in this line, with provision for a fourth. The City's water system runs off the pressure from this main line. The City's 1.5 million gallon reservoir and pump station is used for standby purposes only. The Water Master Plan adopted in 2004 makes recommendations to correct existing deficiencies, meet future growth and comply with the federal Safe Water Drinking Act (see Appendix I).

Cornelius is a member of the Clean Water Services (CWS), which is responsible for sewage treatment. CWS purchased the City's treatment plant, trunk lines, and pump stations in 1971. All sewage is currently pumped to Forest Grove for treatment. The City owns and operates collection lines. Long-range plans are for continued treatment of most sewage from Cornelius at the Forest Grove Wastewater Treatment Plant. In the late 1980's CWS constructed the Council Creek trunk sewer line from Cornelius to the Hillsboro. This trunk line serves the northern portion of Cornelius, with treatment at the Hillsboro West Wastewater Treatment Plant.

The City's solid waste is handled by private franchise. The waste is predominantly transported to Yamhill County where the landfill has an estimated remaining site life of 20 year. The City recognizes legislative changes that have reassigned landfill siting and solid waste management planning authority to METRO. The City will continue to coordinate with both Washington County and METRO relative to planning and managing solid waste.

The new M-1 General Industrial zone, a recycling facility is permitted outright as a use involving processing and storage. Site improvements and activities are regulated by specific performance standards to control or mitigate off-site impacts. The City has already moved toward implementing policies locally to support recycling. A recycling center was approved on S. 12th Avenue, and later relocated and expanded with composting, at a North 4<sup>th</sup> Avenue site. The new site has less residential conflicts being in an industrial area. An updated franchise agreement, has established monthly curbside collection of recyclable materials with newspapers collected weekly and yard debris every other week. The city continues to work



with the franchise hauler to enhance local service.

The Storm Drainage/Surface Water Management Master Plan adopted in 2004 provides an inventory, assessment and plan to correct existing deficiencies and meet future growth concerning storm drainage, flood control and water quality in the City. (See Appendices H). The City shall continue to work towards local, state and federal water quality goals.

### *Police and Fire Services*

The City has its own police force and volunteer fire department. The Police Department provides twenty-four hour police protection service.

The Cornelius City/Rural Fire Department has a protection area of 41 square miles and is supported by 31 volunteer firefighters and four paid staff. In 1986 the City of Cornelius and the Cornelius Rural Fire Protection District (RDFD) entered into a joint contract where the Cornelius RFPD contracts fire services through the City of Cornelius, with the exception of apparatus cost which is equally owned at 50-50.

In 1995 the Cornelius Fire Department was re-rated by Insurance Services Office Inc. (ISO). The department achieved an ISO rating of 4 within the City of Cornelius and an ISO rating of 8 beyond 5 miles from the fire station and more than 1000 feet from a water source in the outlying areas of the Rural District. Emergency calls are handled through the county-wide 911 emergency dispatch center, with medical response by Metro-West Ambulance. Metro-West provides service from the Cornelius public safety building.

### *Utilities and Energy*

Portland General Electric provides electric power to Cornelius. Transmission lines run along the Burlington Northern Railroad right-of-way north of town. High voltage lines are available if needed for future industrial development. Local cable and communications access is available

Frontier and Comcast provide telephone service to Cornelius. With the ever increasing demand created by cell phones and faxes, it is expected that major changes to telephone service will be proposed. This may include a new area code.

Northwest Natural provides natural gas service.

### *Other Public Facilities and Services*

The City Hall is located at 1355 North Barlow Street. It includes the Administrative Offices. The Cornelius Public Library, constructed in 2019, is located at 1370 N Adair Street. The Police and Fire Departments are located in adjacent buildings.

The city has full time staff for planning public works. The Development & Operations building, which houses Public Works, Engineering, and Community Development, was constructed in 2000 and is located at 1300 S Kodiak Court.

Local, regional, state, and federal agencies having jurisdiction in Cornelius include the County Extension Service, Washington County Housing Authority, Natural Resources Conservation Service, METRO, Tri-Met, Oregon Department of Transportation, Oregon State Department of Environmental Quality, Washington County, and Clean Water Services.

### Issues and Problems

#### *Schools*

The school district completed expansions at Echo Shaw and Cornelius Elementary in the 1990's. As the community grows, additional school facilities will be required. It cannot be precisely predicted how soon new facilities will be required since the number of school children per household is declining. But the two schools are near capacity now and the growth of the community will eventually outstrip school capacity. The city coordinates growth data with the school districts.

#### *Recreation*

The City received strong participation from all ages in the 2009 Parks Master Plan Survey that included information and opinions on their needs and priorities for parks, trails and recreation facilities. Implementation of the parks and recreation needs shall be implemented through the adoption of a Parks Master Plan.

With increased urbanization and the increasingly higher costs of automobile ownership and gasoline, the need for nearby urban parks and recreation facilities has become more and more important. Pressure for use of existing urban park facilities has greatly increased. Generally, developing areas find that, based on generalized national standards, they are deficient in park facilities and that developed parks are not provided with the proper facilities to adequately serve their citizens' needs.

### POLICIES

1. The City shall coordinate with the school districts for efficient expansion or development of new schools and facilities.
2. The city shall provide opportunities in the zoning code for alternative and private schools.
3. The city shall encourage development of local recreation options.
4. The city shall continue to maintain an adequate water supply and to improve the overall water distribution system.
5. The City shall coordinate with CWS, Metro, and Washington County on the planning and management of sewage and solid waste.

## IMPLEMENTATION

1. The City shall implement CWS's water quality standards in compliance with regional requirements.
2. The City shall prepare and maintain a capital improvement program to address existing deficiencies and anticipated park and recreation needs.
3. Funding for long term operation and maintenance of park and recreation facilities shall be addressed.
4. The City shall research and analyze strategic partnerships with local, state and federal partners for acquisition, development and operation of facilities.
5. Cornelius shall coordinate with the City of Hillsboro and the Joint Water Commission to provide for an improved potable water distribution system.
6. The City shall work to identify and coordinate with partnerships to improve the parks system.
5. Adoption of Master Plans shall be conducted by ordinance.

## CHAPTER VIII

### TRANSPORTATION SYSTEM PLAN

**Vision:** *All transportation modes flow smoothly and safely to and throughout the City of Cornelius, meeting the needs of residents, businesses, visitors, and people of all ages and abilities. Efficient multi-modal movement along the highway is balanced with safe and convenient crossings and access to the rest of the City.*

The City adopted an updated Transportation System Plan (TSP) in 2018. The TSP, in compliance with State Planning Goals provides a safe, convenient and economical multi-modal transportation system. The TSP is adopted as a separate, supporting document to the Comprehensive Plan.

The TSP provides guidance to improve the relationship between transportation and land use. One of the intentions of the Plan is to provide a framework for special function mixed use areas adjacent to the highway and major transit route. To maximize the utility of the traffic corridor, the mixed land uses are to be designed and implemented relying upon pedestrian and transit friendly development criteria.

Existing Conditions:

#### Special District Plans

To frame and implement the TSP objective of an enhanced core area the City has developed and adopted two Special District Plans. They are the Cornelius Town Center District and the East Gateway District.

#### *Town Center*

The Cornelius Town Center Plan, adopted in June 2019, replaces the 2002 Main Street Plan to expand a mix of commercial and residential uses, establish development standards and incentives, and assign a broader network of non-SOV modes and amenities. This district incorporates existing uses with a higher density residential district north of N Adair Street, a semi-urban mixed use district between 10<sup>th</sup> and 14<sup>th</sup> Avenues, and a transitional corridor from 14<sup>th</sup> to 20<sup>th</sup> Avenues that discourages auto-oriented businesses and site design.

#### *East Gateway*

The East Gateway District is a suburban, mixed-use retail center for contemporary living anchored by Fred Meyer, with easy vehicular access and parking. A connected network of streets is lined with a larger scale and mix of housing, offices, larger commercial retailers, and park areas. There also is a distinct relationship between this district and the future Council Creek Regional Trail, including a major trailhead and points of connectivity. This District consists of land north of OR 8, south of the ODOT Rail corridor, and between 19<sup>th</sup> and 26<sup>th</sup> Avenues.

Other principal streets through Cornelius as demonstrated in the TSP are:

North-South Arterials

N/S. 10<sup>th</sup> Avenue, N. 19<sup>th</sup> Avenue

East-West Arterials

State Highway 8 (Adair Street & Baseline Street)

North-South Collectors

N/S. 4<sup>th</sup> Avenue, S. 12<sup>th</sup> Avenue, N/S. 14<sup>th</sup> Avenue, S. 20<sup>th</sup> Avenue, N/S. 26<sup>th</sup> Avenue, N/S. Hobbs Rd-29<sup>th</sup> Avenue and N 341<sup>st</sup> Avenue.

East-West Collectors

S Dogwood Street, S Linden Street, Flax Plant Road, S Davis Street, S Heather Street, N Holladay Street, and N Barlow Street (between East Lane and NW 334<sup>th</sup> Ave)

The north-south circulation pattern is reasonably good, but S Dogwood and N Davis Streets are the only east/west rights-of-way other than the Tualatin Valley Highway (Adair and Baseline Streets) that extend through most of the city. The major north/south routes are 10<sup>th</sup> and 19<sup>th</sup>/20<sup>th</sup> Avenues. There are currently traffic signals at 4<sup>th</sup>, 10<sup>th</sup>, 14<sup>th</sup>, 19<sup>th</sup>/20<sup>th</sup>, Fred Meyer Access, and 26<sup>th</sup> Avenues on the Tualatin Valley Highway.

Several new collector streets are needed in Cornelius to support future development and comply with the Metro Regional Transportation Functional Plan.

*Pedestrian System*

The TSP identified several projects to improve east-west connectivity outside of the Tualatin Valley Highway (Adair and Baseline) corridor, as well as a collector network serving the southeast portion of the City. Pedestrian projects associated with roadway improvements and planned shared-use paths (such as the Council Creek Trail) are also identified.

*Bicycle System*

The bicycle network relies on a mix of existing and planned bike lanes, shared-use paths, and a network of shared streets. The Tualatin Valley Highway Corridor is designated a regional bicycle route in Metro's Regional Transportation Plan, and a bike boulevard on the south side of Baseline Street is identified within the TSP's Strategic System.

*Transit*

Tri-Met provides a bus route (Line 57) through Cornelius to Forest Grove, Hillsboro and Portland. Infrastructure upgrades on streets connecting to OR8 near transit stops are a high

priority for the City. A Park & Ride at 10<sup>th</sup> Avenue and/or 26<sup>th</sup> Avenue are included in the TSP.

#### Goal Statements:

1. **Safety.** Develop a transportation system that maintains and improves individual health and safety by maximizing pedestrian and bicycle transportation options, public safety and service access, and safe and smooth connections.
2. **Transportation System Management.** Emphasize effective and efficient management of the transportation system for all users.
3. **Travel Choices and Livability.** Develop and maintain a well-connected transportation system that offers convenient and available pedestrian, bicycle and transit trips, facilitates access to daily needs and services, and enhances livability.
4. **Economic Vitality.** Support the development and revitalization efforts of the City, Region, and State economies and ensure the efficient movement of people and goods.
5. **Fiscal Responsibility.** Sustain an economically viable transportation system for existing and future users that protects and improves existing transportation assets while cost-effectively enhancing the total system.
6. **Equitable Transportation System.** Provide a transportation system that is accessible to all users regardless of age, income, and health.
7. **Jurisdictional Coordination.** Implement a transportation system that is consistent with the goals and objectives of the City, Washington County, and METRO Regional Transportation Plan.
8. **Land Use and Transportation Integration.** Create a balanced built environment where desired existing and planned land uses are supported by an efficient multi-modal transportation system.

## POLICIES AND IMPLEMENTATION

### *Safety*

#### Policies

1. The City shall provide safe connections for walking, biking, and driving trips.
2. The City shall enhance the transportation system's ability to support emergency response access and efficiency.

#### Implementation

1. The City shall pursue enhanced street crossings for walking and biking users in identified high-priority locations.
2. The City shall pursue identified improvements to address high-collision locations.

3. The City shall improve marked pedestrian crossings identified as part of the ADA/Curb Ramp Upgrade Program to improve the safety of underserved and vulnerable populations.
4. The City shall aid or enact programs that encourage safe walking and bicycling, and educate good traffic behavior and consideration for all users.
5. The City shall consider the impacts on emergency response of proposed land use decisions and changes to the transportation system as part of the permitting approval process.

### *Transportation System Management*

#### Policies

1. The City supports improving vehicle travel reliability and safety with system management operation strategies (e.g. signal timing, driver feedback signs).
2. The City shall strive to meet its adopted mobility standards through a variety of methods, including shifting vehicular travel to off-peak periods and reducing single-occupant vehicle trips by supporting travel options.
3. The City supports electric vehicles as an alternative to gasoline-powered automobiles.

#### Implementation

1. The City shall support new technologies and/or trends related to new mobility options (e.g. car-sharing, connected and autonomous vehicles, etc.)
2. The City shall support alternative vehicle types by identifying potential electric vehicle plug-in stations and developing implementing code provisions.
3. The City shall promote and support the implementation of transportation demand management programs, such as carpool/vanpool programs, aimed at reducing commuter vehicular travel demand.
4. The City shall participate in Metro's Regional Travel Options (RTO) program and Westside Transportation Alliance (WTA) initiatives aimed at serving the commute needs of residents throughout urbanized Washington County.

### *Travel Choices and Livability*

#### Policies

1. The City shall provide safe, comfortable and convenient transportation options.
2. The City shall coordinate with transit providers to improve service and the quality of transit stops.
3. The City shall enhance transportation connections between community destinations and neighborhoods by implementing the adopted local street connectivity plan as opportunities arise.
4. The City shall support efforts and cooperate with regional partners to develop trails.
5. The City shall minimize impacts of the transportation system to scenic, natural, and cultural resources.

### Implementation

1. The City shall ensure that transit supportive features such as street lighting, bike parking, and bus shelters are considered as part of new development and re-development to better meet the needs of the walking, biking and transit user.
2. The City shall seek to improve walking and biking connections to community destinations and continue to address deficiencies and gaps in the pedestrian and bicycle systems.
3. The City shall continue to explore ways to enhance wayfinding signage for those walking and biking, directing them to bus stops, trails, and key routes and destinations.
4. The City shall work with TriMet to establish and maintain transit stops in locations that are safe and convenient for users and that are consistent with the TriMet Transit Investment Plan.
5. The City shall coordinate with TriMet (and other transit providers) to improve the coverage, quality and frequency of services as needed, particularly in areas where existing and planned land uses support transit services.

### *Economic Vitality*

#### Policies

1. The City shall work to improve the freight system's efficiency, access, safety, and travel reliability.
2. The City shall manage parking demands efficiently, particularly in areas within ¼ mile of transit service, and ensure safe and convenient access to community destinations such as businesses and scenic/recreation areas.
3. The City shall balance local access with the need to serve regional traffic on Highway 8.
4. The City shall work to enhance the vitality of the downtown area by incorporating roadway design elements that improve access, mobility, and safety for all modes.

### Implementation

1. The City shall monitor designated truck routes to ensure that current and future truck-trip demand can be safely and efficiently accommodated and that connectivity from truck traffic generators to the state's strategic freight corridors is maintained and, where appropriate, enhanced.

### *Fiscal Responsibility*

#### Policies

1. The City shall plan for an economically viable and cost-effective transportation system.
2. The City shall make maintenance of the transportation system a priority.
3. The City shall prioritize funding of projects that are most effective at meeting the goals and objectives of the Transportation System Plan.



4. The City shall identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.

#### Implementation

1. The City shall implement adopted street cross-section standards that have pavement widths and design features that can help to reduce future maintenance costs.
2. The City shall endeavor to maintain existing transportation facilities to preserve their intended function and useful life.
3. The City shall consider costs (construction and maintenance) and benefits when identifying project solutions and prioritizing public investments.
4. The City shall implement a pro-active asset management approach to roadway construction and maintenance. Select pavement maintenance projects based on the financial consequences of delaying a project rather than the condition of the pavement.
5. The City shall establish an Urban Renewal District to support economic development and to fund several specific transportation projects in the adopted Transportation System Plan.
6. The City will condition developers to fund transportation projects that are along the development's property frontage and/or a proportionate share of off-site improvements shown to be triggered by the development.

#### *Equitable Transportation System*

##### Policies

1. The City shall ensure that the transportation system provides equitable access to underserved and vulnerable populations, such as the physically challenged and the young.
2. The City shall ensure that the transportation system supports users with a range of age, income and health.

##### Implementation

1. The City shall require that facilities for all modes meet applicable Americans with Disabilities Act (ADA) standards.
2. The City shall evaluate the need for, and the impacts of, transportation projects on low income and minority populations, as well as other segments of the population that historically have been underserved by the transportation system.

#### *Land Use and Transportation*

##### Policies

1. The City shall ensure that the planned roadway system accommodates adequate capacity for expected future transportation needs.

2. The City shall ensure that future land use decisions are consistent with the planned transportation system.

#### Implementation

1. The City shall identify areas where encouraging more compact, walkable, mixed use, and/or transit-oriented development could significantly shorten trip lengths or reduce the need for motor vehicle travel within the City.
2. The City shall review and revise land use and development requirements as needed to ensure consistency with the planned transportation system.