RESOLUTION NO. 2158

A RESOLUTION OF THE NORTH PLAINS CITY COUNCIL APPROVING 3-J CONSULTING INC. FOR WORK ON THE UGB PHASE II STUDY

WHEREAS, 3-J Consulting Inc. ("Contractor") is the current contracted City Planner of record for City of North Plains ("City"); and

WHEREAS, Contractor has proposed a Scope of Work ("SOW") for work related to the City’s UGB Phase II Study; and

WHEREAS, the City Manager has reviewed the SOW and recommends approval of it by the Council, and authorization for Contractor to proceed pursuant to its terms.

NOW, THEREFORE, THE CITY OF NORTH PLAINS RESOLVES AS FOLLOWS:

Section 1. The City Council hereby approves Contractor’s SOW, including the budget contained therein, for work on the ongoing UGB expansion project.

Section 2. Contractor’s SOW is attached hereto is attached hereto as Exhibit “A” and incorporated herein by this reference.

Section 3. The City Manager is hereby authorized to negotiate and execute any and all agreements necessary for completion of the SOW, consistent with its terms and budget.

Section 4. This Resolution is and shall be effective from and after its enactment by the City Council.

INTRODUCED AND ADOPTED this 19th day of July, 2021.

CITY OF NORTH PLAINS, OREGON

_______________________________
Teri Lenahan, Mayor

ATTEST: _________________________
Lori Lesmeister, City Recorder
NORTH PLAINS UGB EXPANSION STUDY: PHASE2

SCOPE OF WORK

Task 1. Kickoff and Project Management
The project kickoff is intended to finalize the project approach, schedule, and budget for the consultant team and City staff. Monthly progress reports and invoices will be provided to describe the activities undertaken and estimate the percent completion of each task. Project management meetings will occur monthly to track progress on key tasks and deadlines, identify unanticipated issues, and develop alternative approaches as needed.

Deliverables
- Final approach, budget, and schedule
- Meeting agenda, meeting materials, and meeting notes
- Monthly PMT meetings

Task 2. Community Engagement
Prepare a Community Engagement and Communications Plan that provides meaningful opportunities for involvement by community members, property owners, and other key stakeholders. The Plan will include an outreach and engagement schedule tied to significant project milestones, and descriptions of preferred engagement methods and techniques. Engagement methods may include:

Project Advisory Committee. The established Project Advisory Committee (PAC) will be comprised of a cross section of community interests, technical experts from partner agencies, and representatives from the Planning Commission. The PAC will meet up to four (4) times throughout the course of the project. PAC meetings will cover the following topics:
- PAC 1: Updated Phase 1 Report; expansion study subareas; study methodology
- PAC 2: Preliminary study findings
- PAC 3: Revised study findings
- PAC 4: Draft UGB expansion recommendations

Community Forums. Work with City staff to design and host three (3) community forums to present revised findings from Phase 1, review preliminary findings, and review draft UGB expansion recommendations.

Community Questionnaires. Two online surveys will be administered concurrently with community forums #2 and #3 to facilitate participation for those who cannot attend in person.

Print Materials. Print materials about the project will provide concise project information. These may include flyers, newsletters, facts sheets, media releases and other materials to educate and inform the public.

Deliverables
- Draft and final Community Engagement Plan
- Agendas, materials, and notes for four PAC meetings
- Materials and notes for three community forums
- Up to two online questionnaires
- Up to three newsletters or other print media to share information and publicize the project and opportunities for involvement
Task 3. Boundary Location Study
Evaluate potential UGB expansion subareas by priority (1. Exception land, 2. High value farm land) against each of the four boundary location factors established by Statewide Planning Goal 14:

1) Efficient accommodation of identified land need
2) Orderly and economic provisions of public facilities and services
3) Comparative environmental, social, economic, and energy consequences
4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside of the UGB

3.1 Establish subareas
Review the updated residential and employment 20-year land need based on an updated buildable land inventory and the most recent population forecast from Portland State University's Population Research Center. With that information in mind, propose expansion subareas for the purposes of the Goal 14 boundary location analysis. Prepare a memo documenting the proposed methodology for the boundary location analysis. Present the findings of Task 3.1 to at PAC meeting #1 to communicate the refined 20-year land need, confirm expansion subareas, and discuss Goal 14 boundary location analysis methodology.

Revised results from the Phase 1 process and the proposed subareas will be presented at PAC Meeting #1 and Community Forum #1. Revisions to the subareas may be made based on community feedback.

3.2 Efficient accommodation of identified land need
Assess the UGB expansion subareas using a coarse filter of proximity and parcel size. Proximity helps determine suitability by ensuring growth from the center out to avoid “leap-frog” development which leads to inefficient use of land and difficult and costly extensions of infrastructure. Parcelization on larger taxlots provides greater opportunity for timely development to accommodate needs. The development of larger tracts of land tends to have a higher return on investment than the development/redevelopment of smaller tracts of land.

3.3 Orderly and economic provisions of public facilities and services
Evaluate subareas regarding the serviceability for water, sewer, and transportation to measure the ability to provide public facilities and services in an orderly and economic fashion. Review local, regional and statewide plans and policies that may help inform assessment of transportation considerations. These may include but are not limited to the Water Mater Plan, Sanitary Sewer Master Plan, Oregon Modal Plans, Oregon’s Goal 12 – Transportation Planning Rule (TPR), Washington County Transportation System Plan (TSP), Washington County Futures Plan, Hillsboro TSP, North Plains TSP, traffic studies prepared as part of City land use decisions, and other relevant documents. The intent of this policy review is to identify funded and/or identified changes to the water, sewer, and transportation systems and policy-related considerations that could shape how changes to the system could occur in the future.

Transportation
Assess system improvements needed and impact on the system based on existing infrastructure, network connections, and traffic patterns. Identify potential geographic area of impact to address “significantly affected” TPR provisions. Based on previously prepared transportation studies and policies as well as the state’s definition of what constitutes a TPR “significant affect,” determine the
geographic range of future traffic evaluation that may be needed as part of a UGB expansion study, depending on the area moving forward.

Identify potential changes to the facilities for people walking, riding bikes, driving and moving freight. Based on previously prepared studies and direction provided in the state's Goal 14, prepare a preliminary list of potential transportation facility improvements needed with each possible UGB area; these facility improvements will be based on a qualitative evaluation and not on any new vehicular capacity analyses. Evaluation criteria may include the following questions:

- Does the subarea require new arterial/collector streets or widening of existing roads?
- Does the subarea contribute to already congested corridors?
- Are there known safety issues that could be affected by the subarea or could new safety issues be potentially created?
- Do the existing roadways provide ample connectivity to serve the area, or would other connections be needed?
- Relative to the other options, what would it cost to provide the needed transportation facilities?

These facility improvements will include high-level concept sketches and potential considerations/constraints including if these changes could potentially be phased in over time.

Using the evaluation criteria and the above work tasks, provide a comparative matrix summarizing the transportation-related considerations, benefits and trade-offs associated with each of the possible UGB expansion areas. This matrix will be qualitative in nature.

**Sewer**

Assess sanitary sewer improvements needed and impact on the system based on existing infrastructure and improvements required to serve the proposed areas. Following the review of relevant plans and policies, work with City staff and Clean Water Services, the sewer service provider for North Plains, to prepare a preliminary list of potential sanitary sewer facility improvements needed with each possible UGB expansion subarea; these facility improvements will be based on existing infrastructure and proposed road alignments identified in the transportation recommendation. Evaluation criteria may include the following questions:

- Is a mainline extension required to serve the subarea?
- Is upsizing of existing infrastructure required to serve the subarea?
- Are there known deficiencies within or adjacent to the subarea?
- Relative to the other options, what would it cost to provide the needed sanitary sewer infrastructure?

Facility improvements will include high-level concept sketches and potential considerations/constraints including if these changes could potentially be phased in over time.

Using the evaluation criteria and the above work tasks, provide a comparative matrix summarizing the sanitary sewer-related considerations, benefits and trade-offs associated with each of the possible UGB expansion subareas. This matrix will be qualitative in nature.
**Water**
Assess water improvements needed and impact on the system based on existing infrastructure and improvements required to serve the proposed subareas. Following the review of relevant plans and policies, work with City staff to prepare a preliminary list of potential waterline facility improvements needed with each possible UGB area; these facility improvements will be based existing infrastructure and proposed road alignments identified in the transportation recommendation. Evaluation criteria may include the following questions:
- Is a mainline extension required to serve the subarea?
- Is upsizing of existing infrastructure required to serve the subarea?
- Are there known deficiencies within or adjacent to the subarea?
- Relative to the other options, what would it cost to provide the needed water infrastructure?

These facility improvements will include high-level concept sketches and potential considerations/constraints including if these changes could potentially be phased in over time.

Using the evaluation criteria and the above work tasks, provide a comparative matrix summarizing the water-related considerations, benefits and trade-offs associated with each of the possible UGB expansion areas. This matrix will be qualitative in nature.

**Stormwater**
Assess stormwater improvements needed and impact on the system based on existing infrastructure and proposed improvement required to serve the proposed areas. Following the review of relevant plans and policies, work with City staff and Clean Water Services, the stormwater service provider for North Plains, to prepare a preliminary list of potential stormwater facility improvements needed with each possible UGB area; these facility improvements will be based existing infrastructure, drainage basins, and proposed road alignments identified in the transportation recommendation. Evaluation criteria may include the following questions:
- Does the subarea require a mainline extension to serve the area?
- Does the subarea require upsizing existing infrastructure to serve the area?
- Are there known deficiencies within or adjacent to the subarea?
- Is there the availability for a regional storm water facility?
- Relative to the other options, what would it cost to provide the needed water infrastructure?

Facility improvements will include high-level concept sketches and potential considerations/constraints including if these changes could potentially be phased in over time.

Using the evaluation criteria and the above work tasks, provide a comparative matrix summarizing the storm-related considerations, benefits and trade-offs associated with each of the possible UGB expansion areas. This matrix will be qualitative in nature.

### 3.4 Comparative environmental, social, economic, and energy consequences
Conduct a qualitative analysis of the comparative environmental, social, economic, and energy consequences of potential development in each subarea. Example evaluation criteria for the four areas of focus include:
Economic
- Which subareas are best suited for residential, commercial, and industrial development based on site conditions, access to transportation facilities, and adjacent uses?

Social
- Who bears an unequal distribution of burden and who benefits from the inclusion of each subarea?

Environmental
- Which subareas have a greater impact on valuable natural resources?

Energy
- Which subareas decrease travel distances and encourage multimodal transportation usage?

3.5 Compatibility with nearby agricultural activities
Identify what crops are grown in the subareas using the most recent CropScape data. Follow up through interviews to identify any livestock farm practices. Based on this information, conduct a qualitative analysis of the compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside of the UGB. Evaluation criteria to be considered may include nuisances such as noise and pollution from adjacent roads, noise, dust, and odors from farming activities, and conflicts between pet dogs and livestock.

Present preliminary analysis findings at PAC Meeting #2 and Community Forum #2. Administer an online questionnaire to supplement the Community Forum. Findings may be revised based on community feedback. Present revised analysis findings at PAC Meeting #3.

Deliverables
- Draft and final study subareas
- Draft and final assessment of Goal 14 Factor 1
- Draft and final assessment of Goal 14 Factor 2
- Draft and final assessment of Goal 14 Factor 3
- Draft and final assessment of Goal 14 Factor 4

Task 4. Draft UGB Expansion Recommendation
Prepare a draft recommendation for UGB expansion based on the analyses above and information gathered from community members and the PAC. The recommendation will demonstrate how the proposed expansion satisfies the boundary location factors and meets the City’s established residential and employment 20-year land needs. The recommendation will adhere to relevant goals and policies in the 2004 Washington County-North Plains Urban Planning Area Agreement, Washington County Comprehensive Plan, and North Plains Comprehensive Plan.

Present draft UGB Expansion recommendation at PAC Meeting #4 and Community Forum #3. Administer an online questionnaire to supplement the Community Forum.

Deliverables
- Draft UGB expansion recommendation
Task 5. Final UGB Expansion Recommendation
Prepare a final recommendation for UGB expansion that considers any new information gathered through the community engagement process. Prepare for and participate in one (1) Planning Commission hearing and two (2) City Council hearings to adopt the recommendation.

Prepare formal Urban Growth Boundary Amendment Application for approval from Washington County and the Oregon Department of Land Conservation and Development.

**Deliverables**
- Final UGB expansion recommendation
- Presentation materials for one Planning Commission hearing and two City Council hearings
- UGB Amendment application and supporting materials

### Timeline: UGB Expansion Process Phase 2

<table>
<thead>
<tr>
<th>Task</th>
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<th>Complete</th>
<th>PAC Meetings</th>
<th>Community Forums</th>
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<td>August 15, 2021; ongoing</td>
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<td>Task 2</td>
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<td>3. February 2022</td>
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### Budget: UGB Expansion Process Phase 2

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<td>3.3 Orderly and economic provision of public facilities and services</td>
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<td>3.4 ESEE Consequences</td>
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<td>Total Fees</td>
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North Plains UGB Expansion: Phase 1 Report

July 2021
Acknowledgements

City Council
Mayor Teri Lenahan
Russ Sheldon
Robert Kindel
Cameron Martinez
Ricky Smith
James Fage
Trista Papen

Planning Commission
Stewart King, Chair
Heather LaBonte, Vice Chair
Tom Hauth
Douglas Nunnenkamp
Mike VanDomelen
John Vater
Lonnie Knodel

Project Advisory Committee
Mayor Teri Lenahan
Commissioner Stewart King
Commissioner Lonnie Knodel
Commissioner Doug Nunnenkamp
Charlie Hopwell
Eric Lawson, Economic Development Committee
Anne Debbaut (DLCD)
Kevin Young (DLCD)
Jessica Pelz (Washington County),

City Staff
Andy Varner, City Manager
Bill Reid, Finance Director
Blake Boyles, Public Works Director

Consultants
3J Consulting
PR Land Use Strategies
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Introduction

North Plains is one of the fastest growing communities in Washington County. According to Portland State University’s Population Research Center, the City’s population is expected to nearly double by 2035. North Plains’ North and East Urban Growth Boundary (UGB) Expansion Areas were annexed in 2017 so that the UGB and city limits are now contiguous, leaving the City without any UGB expansion areas to meet emerging employment and housing land needs.

The City’s 2017 Housing Needs Analysis (HNA) identifies a need for 82 to 118 acres of land, depending on residential densities, to meet residential demands through 2037. The 2018 Economic Opportunities Analysis (EOA) identifies a need for 82 acres to meet industrial land needs and 80 acres to meet commercial land needs through 2038. Combined, these studies estimate a need for at least 244 to 280 acres to meet the city’s 20-year land need, with additional land needed for parks and infrastructure. Since these studies were completed, the Population Research Center released a new, 2020 population forecast for North Plains. Therefore, the HNA and EOA will be updated with the new population projection and the numbers above will be refined accordingly for Phase 2 of the North Plains UGB Expansion project.

With general and specific land needs identified in the HNA and EOA, the City has initiated a process to expand the North Plains UGB. This report documents the Phase 1 of the North Plains UGB Expansion project which establishes the UGB expansion study area.

Policy Framework

Urban growth boundary expansions in Oregon are guided by Statewide Planning Goal 14: Urbanization. The purpose of Goal 14 is “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”

To amend an urban growth boundary, a city must complete a location analysis, comparing alternative locations and considering which addition to the UGB will result in the most accommodating and cost-effective boundary, while creating the fewest conflicts with neighboring land uses, and causing the fewest negative environmental and economic impacts.

Through discussions with staff from the Department of Land Conservation and Development (DLCD), the City determined that the Standard Method for UGB expansions best suits North Plains. The Standard Method is governed by Oregon Administrative Rule (OAR) 660-024. The rule regulates how to establish a study area to evaluate land for inclusion in the UGB and the priority of land for inclusion in the UGB. In addition, the four boundary location factors of Goal 14 must be applied. These rules will be described in greater detail later in the report.
The 2004 Washington County – North Plains Urban Planning Area Agreement establishes (1) a site-specific Urban Planning Area within which both the County and the City maintain an interest in comprehensive planning, (2) a process for coordinating comprehensive planning and development in the Urban Planning Area, and (3) a process to amend the Urban Planning Area Agreement (UPAA). The UPAA stipulates the procedure for amending the UPAA and/or the Urban Planning Area Boundary including the responsibilities of each jurisdiction.

The North Plains Comprehensive Plan governs UGB expansions. Objective 1 of the Urbanization chapter calls for the City “to identify and utilize accepted growth management techniques in a manner that will implement the Comprehensive Plan vision statement, goals, objectives, and policies.” Subsequent policies guide the City’s efforts to maintain and amend the UGB.

Once the City has selected lands for inclusion in the UGB, City Council will take formal action to amend the North Plains UGB. The proposed UGB amendment must then be approved by Washington County and then by DLCD. Washington County and DLCD are represented on the PAC.

**Project Overview**

Phase 1 of the North Plains UGB Expansion project (1) assesses land efficiency measures within the existing UGB and (2) determines the study areas for UGB expansion by identifying and prioritizing preliminary study areas and applying suitability criteria. Phase 2 of the UGB expansion process will apply Goal 14 locational factors to determine the final UGB expansion areas and amend the North Plains UGB.

The UGB Expansion project was initiated in August 2020 and completed in June 2021. A Project Advisory Committee (PAC) was convened to guide the process and make recommendations for Planning Commission and City Council consideration. Three PAC meetings and three joint Planning Commission and City Council work sessions were held in Phase 1. In addition, a public meeting was held to gather community input on the proposed UGB expansion study area.

**UGB Expansion: Phase 1**

**Refine Land Demand**

The land needed to accommodate the projected growth of residential and employment uses in the 20-year planning horizon is based on the official population forecast, housing type mix and employment land needs identified in the City’s adopted 2017 Housing Needs Analysis and 2018 EOA.
These two studies used the population forecast prepared by the Portland State University (PSU) Population Research Center in 2017.

In June 2020, PSU released a new population forecast for North Plains, identifying a change in the projected population in 2030 and 2045, as well as a change in the growth rates of the population of the City over the next 25 years.

Table 1. PSU Population Research Center Forecasts

<table>
<thead>
<tr>
<th>Forecast Year</th>
<th>Population</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2020</td>
<td>2030</td>
</tr>
<tr>
<td>2020 (Current)</td>
<td>3,410</td>
<td>5,936</td>
</tr>
<tr>
<td>2017</td>
<td>3,054</td>
<td>5,245</td>
</tr>
<tr>
<td>Difference</td>
<td>356</td>
<td>691</td>
</tr>
</tbody>
</table>

The revised population and growth rate forecasts necessitate an update to the City’s HNA and EOA to accurately reflect the official estimates. The City has initiated the updates to the HNA and EOA and plans to adopt these updated studies (with state acknowledgement) in 2021. Once the new HNA and EOA are adopted and acknowledged, the land needed in the UGB Expansion will be updated to reflect any changes.

**Residential**

The 2017 HNA identifies a deficit of 791 dwelling units. In order to determine how much land is needed to accommodate the 791 dwelling units, the City must determine an average density (or densities) of housing. The HNA prepared several average density scenarios to help illustrate the approximate amount of land that would be needed exclusively for housing at lower, moderate, and higher average densities (Table 2).

Table 2. North Plains 2017 HNA UGB Expansion Average Residential Density Scenarios

<table>
<thead>
<tr>
<th>Average Density</th>
<th>Density</th>
<th>Land Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lower density</td>
<td>6.7 units per acre</td>
<td>118 acres</td>
</tr>
<tr>
<td>Moderate density</td>
<td>8.4 units per acre</td>
<td>94 acres</td>
</tr>
<tr>
<td>Higher density</td>
<td>9.7 units per acre</td>
<td>82 acres</td>
</tr>
</tbody>
</table>

The 2019 Comprehensive Plan included maximum residential densities for each of the three residential zoning designations (Table 3), as well as a standard for future residential development of 70% single family detached and 30% single-family attached and multifamily.
Determining the amount of land needed for housing requires application of an average density for each residential zone as well as inclusion of the required housing type mix (70% single-family detached/30% single-family attached and multifamily). In identifying an average density for each zone, the City took into account several factors. North Plains is likely to retain an auto-dominated transportation system as public transit is not currently available or planned for the City. It is also important to City policy makers and residents to maintain a rural, small town identity but to accommodate reasonable population growth that would support certain uses, such as a grocery store and a vibrant downtown core.

After consideration of the HNA residential density scenarios (Table 2), the Comprehensive Plan densities (Table 3) and the community's growth objectives, the PAC refined the proposed residential densities for inclusion in the UGB Expansion Area (Table 4).

### Table 3. North Plains 2019 Comprehensive Plan Residential Densities

<table>
<thead>
<tr>
<th>Comprehensive Plan Designation</th>
<th>Maximum Density</th>
<th>Corresponding Zoning District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medium/Low Density Residential</td>
<td>5.8 dwelling units per net acre</td>
<td>R-7.5</td>
</tr>
<tr>
<td>Medium/High Density Residential</td>
<td>8.7 dwelling units per net acre</td>
<td>R-5</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>17.4 dwelling units per net acre</td>
<td>R-2.5</td>
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In addition to the dwelling units themselves, the City must accommodate parks, trails, open space, schools, and public infrastructure. Land need was estimated for each of these uses as detailed below.

**Parks, Trails and Open Space:** The amount of land needed for parks, open spaces and trails is estimated at 40 acres. This is based on the current deficit and future need of park land in the City to meet the goal level of service (LOS) in the Parks Master Plan of 6.25 acres of parks per 1,000 residents, plus open spaces and trails to connect all residents to a park.

The current population of North Plains is approximately 3,360. To achieve the goal LOS, 21 acres of parks would be needed for the current population. There are currently 10.34 acres of parks in North Plains (6.34 acres identified in the 2018 Parks Master Plan, 3.65 acres in Sunset Ridge and 0.35 acres...
North Plains UGB Expansion | Phase 1 Report

added to Veterans Park by lot line adjustment). The Brynhill Master Plan Area, currently under construction, will provide an additional 5.21 acres of parks at full build-out. Therefore, there is an existing 9.66-acre deficit of park area in North Plains to meet the goal LOS.

By 2037, the City's HNA projects a population of 6,091 residents, requiring 38 acres of total park land, exclusive of trails and open space. Removing the existing and planned (Brynhill) park acreages from the 38 acres results in a minimum of 22.45 acres of park area needed in the Urban Growth Boundary (UGB) Expansion Area.

The Parks Master Plan calls for the City to acquire a Future Community Park ranging in size from 10-25 acres. This park alone could satisfy the deficit of parkland in the City through 2037 if it is a minimum of 22.45 acres in size, or it could be paired with one or more smaller parks if the Community Park is between 10 and 22.45 acres in size. To allow flexibility in park location and design, and to accommodate additional land for trails and natural areas/open spaces, the land need analysis estimates 40 acres in this UGB expansion for parks, trails and open spaces.

**Schools:** All public schools in North Plains are owned and operated by Hillsboro School District (HSD). HSD completed construction of a new elementary school in 2021 that, combined with the existing elementary school, will accommodate all K-6 students in North Plains in the 20-year planning horizon of the UGB expansion.

Middle school students in North Plains attend Evergreen Middle School and high school students attend Glencoe High School, both of which are in Hillsboro. Evergreen currently has just over 800 students and capacity for another 400 students. The District's current demographic study shows a Student Yield Factor of 0.053 middle school students per household in North Plains for the Glencoe High School feeder group. The addition of an estimated 791 housing units in the next 20 years within the UGB expansion area would yield approximately 42 new middle school students in North Plains in the next 20 years. While a middle school may eventually be built in North Plains, there is no plan to do so in the 20-year planning horizon of the UGB expansion. Similarly, there are no plans for high school construction in the city. Therefore, the needs analysis for public schools results in no land need for the UGB Expansion project.

**Public Infrastructure:** The amount of land needed for public infrastructure is estimated at 15% of the acreage needed for residential dwellings (for example, 100 acres of land for dwellings requires 15 acres for streets and infrastructure).

In determining the residential land need, including areas for parks, trails, open spaces, schools and infrastructure, the City has determined that a total of 168 acres of land are needed for residential uses in the UGB expansion (Table 5).
Table 5. Residential Land Need (Recommended to PAC in May 2021)

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
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<tbody>
<tr>
<td>Housing</td>
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<td>Parks, Trails and Open Space</td>
<td>40.0</td>
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</tr>
<tr>
<td>Infrastructure</td>
<td>16.6</td>
</tr>
<tr>
<td><strong>Total Residential Land Need</strong></td>
<td><strong>167.4</strong></td>
</tr>
</tbody>
</table>

Employment

The 2018 EOA identified a deficit of 162 acres of employment land in the 20-year planning period (2018-2038). This includes 80 acres for commercial uses and 82 acres for industrial uses. The amount of land needed for right-of-way (infrastructure) is estimated at 20% of the acreage needed for employment uses, or 32.4 acres. Therefore, the total land area needed to accommodate employment lands and associated infrastructure is 194.4 acres.

Table 6. Employment Land Need (Recommended to PAC in May 2021)

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>80.0</td>
</tr>
<tr>
<td>Industrial</td>
<td>82.0</td>
</tr>
<tr>
<td>Infrastructure</td>
<td>32.4</td>
</tr>
<tr>
<td><strong>Total Residential Land Need</strong></td>
<td><strong>194.4</strong></td>
</tr>
</tbody>
</table>

In addition to the amount of land needed, the 2018 EOA also identified target services and industries for future economic growth. These services and industries include:

- A full-service grocery store
- Export-oriented employers
  - Computer & Electronic (C&E) Mfg.54 (5-100+ acres typical site range)
  - Multi-tenant Office Complex55 (5-20 acres typical site range)
  - Business Incubator (5-25+ acres typical site range)
  - Food Processing (5-25+ acres typical site range)
  - Small-scale manufacturing (electronics mfg., machinery mfg. (i.e., agriculture or industrial machinery), metals fabricating, specialty food & beverage manufacturing, renewable and alternative energy products) (10-50 acres typical site range)
  - Small-scale warehouse, distribution & wholesale (5-50 acres typical site range)
  - Professional services
  - Personal services (residents, senior and visitors)

The EOA goes on to identify specific site characteristics needed to accommodate these services and industries. Table 7 shows the number and size of sites needed to accommodate various users.
Table 7. Specific Land Demand by Plan Designation and Size

<table>
<thead>
<tr>
<th>Number of Sites by Use Type</th>
<th>Typical Acreage</th>
<th>Sites Needed</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Industrial</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Anchor User or Large Park</td>
<td>50 or more</td>
<td>-</td>
</tr>
<tr>
<td>Large User or Medium Park</td>
<td>25 – 50</td>
<td>1</td>
</tr>
<tr>
<td>Medium User or Smaller Park</td>
<td>10 – 25</td>
<td>2</td>
</tr>
<tr>
<td>Expanding User</td>
<td>5 – 10</td>
<td>1</td>
</tr>
<tr>
<td>Small Businesses</td>
<td>5 or less</td>
<td>8</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td></td>
<td>12</td>
</tr>
<tr>
<td><strong>Commercial – Office &amp; Retail</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large Business Park or Retail Center</td>
<td>10 – 20</td>
<td>2</td>
</tr>
<tr>
<td>Medium Business Park or Retail Center</td>
<td>5 – 10</td>
<td>3</td>
</tr>
<tr>
<td>Small Office and Retail, Lodging Site</td>
<td>5 or less</td>
<td>12</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td></td>
<td>17</td>
</tr>
</tbody>
</table>

Source: PNW Economics, LLC

The specific land needs identified above will be examined in more detail when the Goal 14 Locational Factors are applied to sites in Phase 2 of this project.

Table 8. UGB Expansion Area Land Need

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Land Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential (Including housing, parks, trails, open space and right-of-way)</td>
<td>167.4 acres</td>
</tr>
<tr>
<td>Employment (Including commercial and industrial properties and right-of-way)</td>
<td>194.4 acres</td>
</tr>
<tr>
<td><strong>Total UGB Expansion Area Land Need</strong></td>
<td>361.8 acres</td>
</tr>
</tbody>
</table>

**Refine Land Supply**

Prior to pursuing a UGB expansion, the City must demonstrate that the land needs cannot reasonably be accommodated on land already inside the UGB. The City is required to evaluate opportunities to provide efficient development of residential land within the existing UGB.

The supply of vacant land inside the UGB is limited. As illustrated on the Building Lands Inventory Map, there are no opportunities for medium- or large-scale residential development, aside from the Brynhill Master Plan/North Expansion Area that has received land use approval to develop at 8.4 dwelling units per acre and is under construction.
Figure 1. Buildable Lands Inventory
Due to the small supply of vacant land in North Plains, it is unlikely that land use efficiency measures will significantly reduce the current land need. However, these measures will apply to UGB expansion areas and therefore promote more efficient use of land in the future.

The City referenced a table of “Measures to Accommodate Housing Needs within the UGB” found in OAR 660-038-0190(5). These measures can be sorted into four provision categories:

- Housing Type Provisions
- Density and Maximum Lot Size Provisions
- Street and Parking Provisions
- Financial Provisions

The City evaluated the land use efficiency measures and determined which would result in a meaningful change in the land development pattern in North Plains. These measures will go forth as recommendation to the Planning Commission for their consideration. Each efficiency measures are presented separately by category in tables 9-12 below.

Table 9. Efficiency Measures- Housing Type Provisions

<table>
<thead>
<tr>
<th>Efficiency Measure</th>
<th>North Plains Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prohibit detached single-family housing in the high density (R-2.5) zone.</td>
<td>Update Zoning Code to prohibit new detached single-family in the R-2.5 zone</td>
</tr>
<tr>
<td>Permit attached single-family housing outright in the medium density (R-5) zone.</td>
<td>Update Zoning Code to permit outright attached single-family housing in the R-5 zone</td>
</tr>
<tr>
<td>Permit duplexes outright on all lots where detached single-family housing is permitted with no additional development review standards.</td>
<td>Update Zoning Code to permit outright duplexes in the R-5 zone with no additional development standards (not in the low density, R-7.5 zone)</td>
</tr>
<tr>
<td>Adopt a cottage housing code provision authorizing at least 12 dwelling units per acre.</td>
<td>Update Zoning Code to include a cottage housing provision, allowing outright in the R-2.5 zone (17.4 dwelling units/acre max. density)</td>
</tr>
<tr>
<td>Limit the development of detached single-family housing in the medium density (R-5) zone to no more than 25% of the residences in a development application, unless the detached home is on a lot less than or equal to 3,000 square feet.</td>
<td>The proposed R-5 zone average density of 8.0 dwelling units/acre results in average lot sizes of 5,445 square feet. The density clearly supports primarily detached single-family housing. A limit on this type of housing in the R-5 zone would effectively prohibit development of housing in the R-5 zone.</td>
</tr>
<tr>
<td>Permit accessory dwelling units (ADUs) outright in all zones that permit detached single-family housing with no additional off-street parking requirement, in attached or</td>
<td>The Zoning Code currently permits ADUs outright in all R-zones with no additional off-street parking requirement, in attached or</td>
</tr>
</tbody>
</table>

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### Efficiency Measure

<table>
<thead>
<tr>
<th>Efficiency Measure</th>
<th>North Plains Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>detached configuration with primary residence, and without an owner occupancy requirement.</td>
<td>detached configuration with primary residence and without an owner occupancy requirement.</td>
</tr>
<tr>
<td>Permit residences in commercial districts (this standard only applies to cities with a population of 10,000).</td>
<td>The City population does not warrant compliance with this efficiency measure.</td>
</tr>
</tbody>
</table>

#### Table 10. Efficiency Measures- Density and Maximum Lot Size

<table>
<thead>
<tr>
<th>Efficiency Measure</th>
<th>North Plains Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Set a minimum density of at least 70 percent of maximum density for all residential zoning districts.</td>
<td>Update Zoning Code to set minimum density of at least 70% of maximum density in all R-zones.</td>
</tr>
<tr>
<td>Allow a density bonus for affordable housing (with specific provisions)</td>
<td>Update Zoning Code to allow a density bonus in the R-2.5 zone for affordable housing (with specific provisions).</td>
</tr>
<tr>
<td>Set a maximum lot size for detached single-family dwellings of 5,000 square feet.</td>
<td>The proposed R-7.5 zone average density of 5.5 dwelling units/acre results in average lot sizes of 7,920 square feet. The proposed R-5 zone average density of 8.8 dwelling units/acre results in average lot sizes of 5,445 square feet. If detached single-family dwellings are not permitted in the R-2.5 zone, there is no zone where a maximum lot size for detached single-family dwellings could be set at 5,000 square feet.</td>
</tr>
</tbody>
</table>

#### Table 11. Efficiency Measures- Street and Parking Provisions

<table>
<thead>
<tr>
<th>Efficiency Measure</th>
<th>North Plains Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reduce public street right-of-way width standard by at least two feet.</td>
<td>This would not impact the efficiency of land use within the existing UGB as the street network is built out.</td>
</tr>
<tr>
<td>Change parking requirements to maximum of no more than one space per multi-family dwelling unit. Allow on-street parking to count toward requirement.</td>
<td>This is not feasible in North Plains due to the lack of transit and services within the City limits.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Efficiency Measure</th>
<th>North Plains Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allow waiver or deferral of system development charges (SDCs) for certain housing types (such as ADUs, affordable or multifamily)</td>
<td>The City is in the process of reviewing all SDCs and will consider waivers and deferrals as part of that review process.</td>
</tr>
<tr>
<td>Exempt certain types of housing (such as affordable or multifamily) from paying property taxes.</td>
<td>The City has very low local property taxes. Property tax exemptions would not have a meaningful impact on efficient land development but would negatively impact the City.</td>
</tr>
</tbody>
</table>

Based on the detailed analysis of the land use efficiency measures found in the tables above, the City will update multiple sections of the Development Code to implement certain provisions prior to final adoption of the UGB expansion. System Development Charges (SDCs) will be considered as part of a separate, on-going review effort.

**Establish Study Area**

The methodology for evaluating land for inclusion in the UGB considers local and county zoning, farm and forest uses, and soil classifications. Steps in the evaluation process include 1) Determining the study areas, 2) Prioritizing lands, and 3) Applying Goal 14 location factors. The City conducted Step 1 and Step 2 in Phase 1 of the UGB Expansion project.

**Determining the Study Area**

Establishing the land to be considered for expansion, known as the Preliminary Study Area, is dictated by OAR 660-024-0065. It states that the Preliminary Study Area must include all lands in a city’s acknowledged urban reserves, and lands within a certain distance from the acknowledged UGB: one-half mile for jurisdictions of less than 10,000 and one mile for jurisdictions of more than 10,000, or land beyond the specified distances at the discretion of the jurisdiction. The city of North Plains has no urban reserves and is surrounded by rural reserves and “undesignated” areas shown in green in Figure 2. The City decided to consider land within one mile of the current UGB, excluding rural reserves, to meet the approximately 362 acres of land need. Since at least a portion of all parcels not designated as rural reserve are within one mile of the current UGB, the City decided to include all undesignated land in the Preliminary Study Area.

Regulations allow for certain categories of land to be excluded from the preliminary study area, including land that, cannot accommodate a specific industrial or public facility need, is impracticable to serve, is subject to natural hazards, contains a specific scenic, natural, cultural or recreational resource, or is non-urban federal lands.
Figure 2. North Plains UGB Expansion Preliminary Study Area
Specifically, OAR 660-024-0065(4)(a) allows for exclusion of “land that is isolated from existing service networks by physical, topographic, or other impediments to service provision such that it is impracticable to provide necessary facilities or services to land within the planning period. The city’s determination shall be based on an evaluation of: (A) The likely amount of development that could occur on the land within the planning period; (B) The likely cost of facilities and services; and, (C) Any substantial evidence collected by or presented to the city regarding how similarly situated land in the region has, or has not, developed over time.” It goes on to say that “impediments to service provision may include but are not limited to... freeways, rail lines or other restricted access corridors that would require new grade separated crossings to serve planned urban development.

Based on these regulations, the City is excluding the 129-acre area south of Highway 26 and west of NW 316th Place from the preliminary study area because it is impracticable to develop the area at urban intensities. The area consists primarily of the Sunset Air Strip and surrounding Air Acres and Sunset Orchard Estates residential subdivisions that are bound to the airport by restrictive covenants. The Air Strip is also subject to ORS 836.608(3)(a) which states that “a local government shall not impose limitations on the continued operation of uses” as an airport.

The continuing operation of the Sunset Air Strip is a significant impediment to development at urban intensities. First, development within the Air Strip and surrounding residential development is unlikely to occur during the planning period as the property owners intend to continue to operate the airport and additional development would impact its operations. Second, the cost of further developing the airport at urban intensities, and specifically developing the transportation network, would be prohibitively expensive, if not impossible in light of ORS 836.608.

Prioritizing Lands
Lands in the Preliminary Study Area are then measured against priorities set by OAR 660-024-0067. The First Priority includes urban reserves, exception land, and nonresource land. North Plains does not have an acknowledged urban reserve as it is surrounded by rural reserves and “undesignated” land.

The Preliminary Study Area does contain an area of exception land south of Highway 26, as shown in Figure 3. The 23 acres of exception land that remains after excluding the Air Acres area have County zoning designations of Rural Industrial (R-IND) and Agricultural and Forest District-5 (AF-5).

Per Section 5 of OAR 660-024-0067 provides a set of criteria to apply to the Preliminary Study Area to determine if the land is suitable to meet future needs. No land in the exception area is considered unsuitable to meet employment needs.
Figure 3. North Plains UGB Expansion Preliminary Study Area with Zone Designations
The Second Priority is marginal lands, of which North Plains has none. The Third Priority is forest or farmland tracts, defined as contiguous parcels under common ownership, that are not predominantly high value. The process for determining the value of farmland was established in response to the passing of Measure 49, passed by Oregon voters in 2007. Measure 49 provides land owners a pathway to claim compensation if land uses restrict their farm practice and reduce the fair market value of their property. The Preliminary Study Area, minus the exception land, was evaluated for the Third Priority by analyzing Washington County zoning, Washington County assessor records, United Stated Department of Agriculture (USDA) CropScape data, Oregon's Department of Geology and Mineral Industries (DOGAMI) LiDAR topographic data, 2007 National Resources Conservation Service (NRCS) soil data, and Oregon Water Resources data in ArcGIS.

As dictated by ORS 195.300 and 215.710, defining high-value farmland relies on a series of soil, crop, water, and topographic analyses. Land is determined high-value farmland if predominantly composed of soils classified as Class I or Class II by NRCS. Class I and Class II soils are high-value soils because they are resilient to damage, easy to manage, and have few limitations for field crops. The Preliminary Study Area is predominantly, meaning at least fifty percent coverage, composed of Class I or Class II (high-value) soils.

The Preliminary Study Area is further tested against the remaining sections of ORS 195.300 and 215.710. Land located in EFU zones within irrigation districts or water use permit holdings, the prevalence of wine grape crops, and land containing named high-value soils or specific elevations, slopes, and aspects within the Willamette Valley viticultural area are determined high-value farmland. While these factors are considered in the determination of farmland value, the predominance of Class I or Class II soils is enough standing to consider the Preliminary Study Area high-value farmland. The Preliminary Study Area does not contain predominantly low-value farmland based on a series of evaluative steps as listed above. Figure 4 illustrates areas of predominantly high-value and low-value farmland.
Figure 4. Low Value and High Value Farmland, North Plains Preliminary UGB Study Area
The Fourth Priority is areas of predominantly high-value farmland that do not contain prime or unique soils. All land in the Preliminary Study Area, minus the exception land area to the south, is considered predominantly high-value farmland. The consideration of areas predominantly made up of prime or unique farm soils is only allowed if there is an insufficient amount of remaining land to meet the land need of North Plains. Because the area is predominantly high-value farmland, an analysis of prime or unique farmland was completed. As shown in Figure 5, the majority of the Preliminary Study Area, almost mirroring the high-value farmland area, is considered to consist of prime soils as defined by the USDA NRCS.

Applying the suitability criteria analysis to the areas of high-value farmland and prime soils, the “undesignated” lands, contain several areas of natural resources and two cemeteries, as shown in Figure 6. These areas will be included in the analysis, but will not contribute to the acreage needed to meet future housing and employment needs. The acreages of areas listed as wetlands or floodplains will not be removed as those areas may be viable for parks or public facilities. After removing the land area of both cemeteries, the undesignated lands in the Preliminary Study Area total approximately 1,534 acres. Since the undesignated lands contain predominantly high-value farmland and prime soils, the entire area is eligible for inclusion in the UGB without further prioritization.
Figure 5. Prime Soils, North Plains Preliminary UGB Study Area
Figure 6. North Plains Preliminary UGB Expansion Study Area “Suitability”
Next Steps

Phase 2 of the North Plains UGB Expansion project will begin in July 2021. The first step in Phase 2 will be to update land need assumptions to align with the most recent population projection from Portland State University’s Population Research Center. The next step will be to create subareas within the overall study area for evaluation purposes. This will allow the City to compare these subareas relative to an assessment of the Goal 14 Boundary Location Factors:

1. Efficient accommodation of identified land needs
2. Orderly and economic provision of public facilities and services
3. Comparative environmental, energy, economic and social consequences
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB

These factors must be applied to the study area in order of priority. Therefore, the first subarea will include the exception lands south of Highway 26. Additional subareas will be determined in cooperation with the PAC. The Goal 14 Boundary Location analysis will result in a recommendation for UGB Expansion Areas for consideration by the Planning Commission and City Council.