

ORDINANCE NO. 490

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF NORTH PLAINS, OREGON, AMENDING THE URBAN GROWTH BOUNDARY AND APPROVING ASSOCIATED COMPREHENSIVE PLAN TEXT AMENDMENTS

WHEREAS, in 2022 the City of North Plains (“City”) initiated an expansion of the City’s Urban Growth Boundary (“UGB”) and associated Comprehensive Plan text amendments; and

WHEREAS, the City relied on the updated Housing Needs Analysis (2022, approved by Ord. No. 489) (“HNA”), and the updated Economic Opportunities Analysis (2022, approved by Ord. No. 484) (“EOA”), to identify the City’s 20-year land needs; and

WHEREAS, the UGB Expansion Final Report and associated Comprehensive Plan text amendments detail the City’s analysis in determining how much land to include in the expansion area and where to expand, as well as associated policies; and

WHEREAS, the Planning Commission conducted duly-noticed public hearings on the proposed UGB expansion on May 10, 2023, and August 9, 2023, and recommended the City Council approve the expansion; and

WHEREAS, the City Council conducted duly-noticed public hearings on the proposed UGB expansion on June 5, 2023, and September 5, 2023, at which the City Council heard testimony from the public and considered all information in the record.

Now, therefore:

THE CITY OF NORTH PLAINS ORDAINS AS FOLLOWS:

Section 1. Based on the testimony and evidence in the record, the City Council hereby adopts the UGB amendment as described in the North Plains Urban Growth Boundary Expansion Final Report, attached hereto as Exhibit A. The City Council also hereby adopts the Comprehensive Plan text amendments described in Exhibit B, attached hereto.

Section 2. In support of its decision, the City Council adopts the following as its findings, including any interpretations of the City code set forth therein:

- The Planning Commission staff report dated May 10, 2023, attached as Exhibit C;

- The Planning Commission staff report dated August 9, 2023, attached as Exhibit D;
- The City Council staff report dated June 5, 2023, attached as Exhibit E; and
- The supplemental staff report dated September 5, 2023, attached as Exhibit F.

Section 3. The City Manager is authorized to submit the UGB amendment to Washington County for approval by the county, to prepare planning documents to reflect the changes adopted by this Ordinance, including deleting and adding textual material and maps, renumbering pages or sections, and making any technical changes not affecting the substances of these amendments as necessary to conform to the North Plains Comprehensive Plan format.


Section 4. This Ordinance is effective on the 30th day after its adoption.

INTRODUCED on the 5th day of September 2023; ADOPTED on the 18th day of September 2023; EFFECTIVE on the 18th day of October 2023.

CITY OF NORTH PLAINS, OREGON

By: 
Russ Sheldon, Council President

ATTEST:

By: 
Lori Lesmeister, City Recorder

North Plains Urban Growth Boundary Expansion: Final Report

May 2023



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1. 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, updated in 2022, Housing Needs Analysis (HNA) identifies a need for 167 acres of land, to meet residential demands through 2037, including land for parks and infrastructure. The 2018 Economic Opportunities Analysis (EOA), updated in 2022, identifies a need for 515 acres to meet industrial land needs and 172 acres to meet commercial land needs through 2038, including land for infrastructure. Combined, these studies estimate a need for 854 acres to meet the city's 20-year land need.

This UGB Expansion Report follows the guidance provided by Statewide Planning Goal 14 (Urbanization), which incorporates the requirements of ORS 197A.300 to 197A.325 Amendment of Urban Growth Boundary Outside Metro. The report answers the following questions to justify a UGB expansion for North Plains:

1. Is any additional land needed for one or more urban uses, and if so how much?
2. If additional land is needed, how much can be accommodated within the current UGB?
3. If additional land is needed outside the UGB, where is the best place to expand the boundary?
4. What other amendments are needed to comply with the statewide planning goals?

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.

The proposed UGB amendment must be approved by the City of North Plains and Washington County and then by DLCD.

Process Overview

The North Plains UGB Expansion Report provides information to meet the following steps in the UGB expansion process:

1. Establish Land Need
2. Establish Study Area
3. Analyze Study Area
4. Evaluate Urbanization Potential
5. Review and Acknowledgement

The UGB Expansion project was initiated in August 2020 and completed in March 2023. A Project Advisory Committee (PAC) was convened to guide the process and make recommendations for Planning Commission and City Council consideration. The PAC met eight times over the course of the project. All meetings were noticed and open to the public. In addition, a public meeting was held to gather community input on the proposed UGB expansion study area.

The PAC was made up of the following representatives:

- Teri Lenahan, Mayor
- Stewart King, Planning Commission Chair
- Lonnie Knodel, Planning Commissioner
- Doug Nunnenkamp, Planning Commissioner/Parks Board Chair
- Eric Lawson, Economic Development Committee
- Charlie Hopewell, Jewett Cameron COO

- Laura Kelly, DLCD
- Kevin Young, DLCD
- Glen Bolen, ODOT Region 1
- Kate Hawkins, ODOT Region 1
- Jessica Pelz, Washington County
- Shannon Wilson, Washington County Housing

2. Establish Land Need

This chapter details the steps taken to establish North Plains' land need:

- Analyze Population Growth Forecast (from Portland State University (PSU))
- Identify Housing Land Need (from acknowledged HNA)
- Identify Other Land Need e.g., parks, public facilities (from acknowledged plans)
- Identify Employment Land Need (from acknowledged EOA)
- Identify Site Characteristics of Land Needed
- Examine Sites within Existing UGB

Population Growth Forecast

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 2022 HNA and 2022 EOA. These two studies used the population forecast prepared by the Portland State University (PSU) Population Research Center in 2020.

In June 2020, PSU released a new population forecast for North Plains, forecasting a population of 7,076 in 2040. This is an increase of 3,666 people at an average annual growth rate of 3.7%. The 2017 HNA was updated to reflect this forecast and will be adopted by the City of North Plains along with the UGB Expansion. The EOA was also updated to reflect the new forecast and was adopted by the City of North Plains on November 7, 2022, and ultimately acknowledged by DLCD.

Land Need: Residential, Parks, and Public Facilities

The 2022 HNA update identifies a total need for 1,348 dwelling units over the 20-year planning horizon, 558 of which can be accommodated within the existing UGB. This leaves a deficit of 790 dwelling units that cannot be accommodated inside the current North Plains UGB (Table 1).

Table 1. North Plains 2020 HNA UGB Expansion Average Residential Density Scenarios

Plan Designation	Dwelling Units Capacity of Buildable Land	Needed Dwelling Units (2020-2040)	Surplus or Deficit of Dwelling Units
Low Density Residential (R7.5)	11	591	(580)
Medium Density Residential (R5)	19	84	(65)
High Density Residential (R2.5)	24	169	(145)
Neighborhood Commercial	504	504	0
Total	558	1,348	(790)

In order to determine how much land is needed to accommodate the 790 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 2020 HNA UGB Expansion Average Residential Density Scenarios

Average Density	Density	Land Need
Lower density	6.7 units per acre	118 acres
Moderate density	8.4 units per acre	94 acres
Higher density	9.7 units per acre	82 acres

The 2019 Comprehensive Plan includes maximum residential densities for each of the city's 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.

Table 3. North Plains 2019 Comprehensive Plan Residential Densities

Comprehensive Plan Designation	Maximum Density	Corresponding Zoning District
Medium/Low Density Residential	5.8 dwelling units per net acre	R-7.5
Medium/High Density Residential	8.7 dwelling units per net acre	R-5
High Density Residential	17.4 dwelling units per net acre	R-2.5

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 4 UGB Expansion Area Residential Densities

Zoning Designation	Average Density	Acres	Dwelling Units
R-7.5 (Low Density)	5.5 dwelling units per net acre	84.5	464
R-5 (Medium Density)	8.0 dwelling units per net acre	14.0	112
R-2.5 (High Density)	17.4 dwelling units per net acre	12.3	214
Total	7.1 dwelling units per net acre	110.8	790

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 and Open Space 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 2040 population estimate of 7,076 people translates to 44.23 acres of developed core parks. Adding 2.0 acres for trails and pathways brings the total need in year 2040 to approximately 46.23 acres. According to the Parks Plan, there are 6.24 acres of parks in the city¹. Therefore, the amount of land needed for parks, trails and open space in the UGB expansion is 40 acres.

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 790 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

¹ The Sunset Ridge and Brynhill Master Plan areas include privately-owned parks that are accessible to the public that are not included in the Parks Plan inventory as they were not fully constructed at the time of inventory and are not owned or maintained by the City.

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)

Land Use	Acres
Housing	110.8
Parks, Trails and Open Space	40.0
Schools	0
Infrastructure	16.6
Total Residential Land Need	167.4

Land Need and Site Characteristics: Employment and Public Facilities

The 2022 EOA and associated land need estimates are based on the adopted City Council Vision for future economic growth and diversification as permitted and encouraged by OAR 660-024. The Vision includes Four Priorities for community and economic development with the UGB expansion study process:

PRIORITY 1: Reverse the worsening trend of bedroom community status for North Plains with a thriving jobs-housing balance by expanding and diversifying employment opportunity and industry profile and presence.

PRIORITY 2: Grow business investment in North Plains to encourage expansion and diversification of the City's property tax base to reverse the imbalance created by a growing bedroom community development trend.

PRIORITY 3: Ensure and sustainably fund community-supporting infrastructure, economy-supporting infrastructure, and expanded City services such as recreational offerings that enhance community health and diversify the City economy.

PRIORITY 4: Expand the local presence of important, everyday commercial services for the residents of North Plains which offers a shorter and safer distance rather than at extended and costly distance to other cities.

The 2022 EOA identified a deficit of 687.8 acres of employment land in the 20-year planning period (2020-2040). This includes 172.4 acres for commercial uses and 515.4 acres for industrial uses. These totals include an allowance for needed for right-of-way (infrastructure) estimated at 25% of the acreage needed for employment uses. Therefore, the total land area needed to accommodate employment lands and associated infrastructure is 687.8 acres (Table 6).

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

Land Use	Acres
Commercial	172.4
<i>Office</i>	91.5
<i>Institutional</i>	21.2
<i>Retail</i>	72.3
Industrial	515.4
<i>Flex/Business Park</i>	167.6
<i>General Industrial</i>	324.5
<i>Warehouse</i>	52.9
Total Employment Land Need	687.8

In addition to the amount of land needed, the 2020 EOA also identified target services and industries for future economic growth consistent with City Council's Vision directive that export-oriented employers need to be pursued and recruited to broaden and strengthen its economy and employment opportunities. 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

Number of Sites by Use Type	Typical Acreage	Sites Needed
Industrial		
Tech-based Anchor or Large Industrial	100 or more	2
Large Park/Cluster	50-100	1
Medium and Smaller Park	20-50	1
Expanding Users	5 – 20	8
Independent Small Businesses	5 or less	7
Totals	515.4 Acres	19
Commercial – Office & Retail		
Large Business Park or Retail Center	20 – 40	1
Medium Business Park or Retail Complex	5 – 20	5
Small Office and Retail, Lodging Site	5 or less	9
Totals	172.4 acres	15

Source: PNW Economics, LLC

Note: Typical Acreage includes 25% addition for infrastructure

Table 8 shows the total 20-year residential and employment land need of 855.2 acres.

Table 8. North Plains UGB Expansion Area Land Need

Land Use	Land Need
Residential (Including housing, parks, trails, open space and right-of-way)	167.4 acres
Employment (Including commercial and industrial properties and right-of-way)	687.8 acres
Total UGB Expansion Area Land Need	855.2 acres

Examine Sites within Existing UGB

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 (Figure 1), 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.

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 was instructed by DLCD to reference 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. Efficiency measures are presented separately by category in tables 9-12.

Figure 1. Buildable Lands Inventory

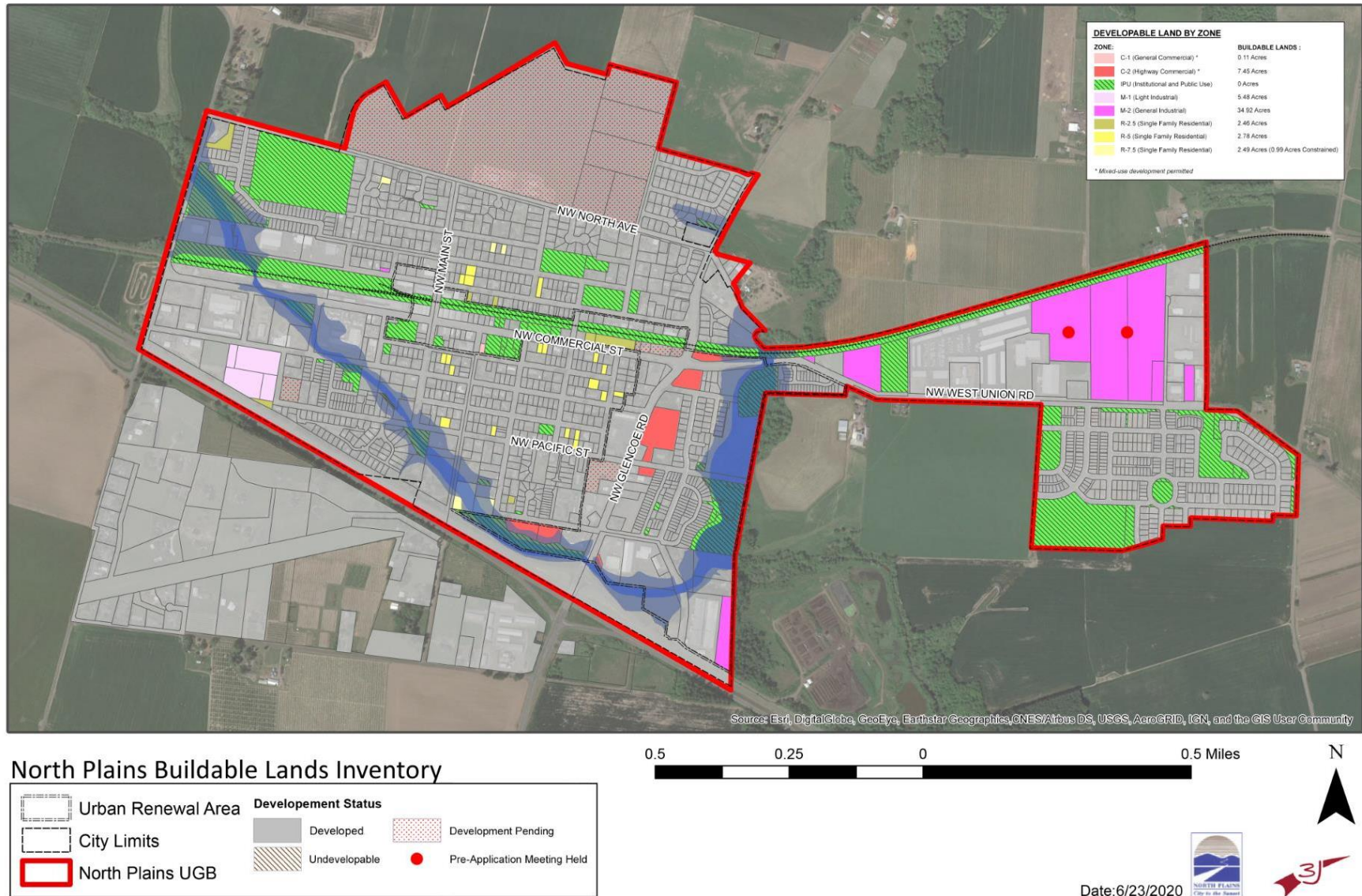


Table 9. Efficiency Measures- Housing Type Provisions

Efficiency Measure	North Plains Response
Prohibit detached single-family housing in the high density (R-2.5) zone.	Update Zoning Code to prohibit new detached single-family in the R-2.5 zone
Permit attached single-family housing outright in the medium density (R-5) zone.	Update Zoning Code to permit outright attached single-family housing in the R-5 zone
Permit duplexes outright on all lots where detached single-family housing is permitted with no additional development review standards.	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)
Adopt a cottage housing code provision authorizing at least 12 dwelling units per acre.	Update Zoning Code to include a cottage housing provision, allowing outright in the R-2.5 zone (17.4 dwelling units/acre max. density)
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.	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.
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 detached configuration with primary residence, and without an owner occupancy requirement.	The Zoning Code currently permits ADUs outright in all R-zones with no additional off-street parking requirement, in attached or detached configuration with primary residence and without an owner occupancy requirement.
Permit residences in commercial districts (this standard only applies to cities with a population of 10,000).	The City population does not warrant compliance with this efficiency measure.

Table 10. Efficiency Measures- Density and Maximum Lot Size

Efficiency Measure	North Plains Response
Set a minimum density of at least 70 percent of maximum density for all residential zoning districts.	Update Zoning Code to set minimum density of at least 70% of maximum density in all R-zones.
Allow a density bonus for affordable housing (with specific provisions)	Update Zoning Code to allow a density bonus in the R-2.5 zone for affordable housing (with specific provisions).

Set a maximum lot size for detached single-family dwellings of 5,000 square feet.	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.
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Table 11. Efficiency Measures- Street and Parking Provisions

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

Table 12. Efficiency Measures- Financial Provisions

Efficiency Measure	North Plains Response
Allow waiver or deferral of system development charges (SDCs) for certain housing types (such as ADUs, affordable or multifamily)	The City is in the process of reviewing all SDCs and will consider waivers and deferrals as part of that review process.
Exempt certain types of housing (such as affordable or multifamily) from paying property taxes.	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.

Due to its population (under 10,000) and location (outside of Metro), North Plains is not required to meet the “middle housing” provisions of House Bill 2001 (accessory dwelling unit standards are required and met in the city’s development code). However, city decision makers realized that the efficient development of land within the existing UGB would require an expansion of permitted housing types and a reduction in the barriers to the construction of these housing types (such as a conditional use permit). In 2002, the city adopted development code amendments to:

- Prohibit new single-family detached housing in the R-2.5 zoning district.
- Allow outright duplexes, triplexes and townhouses in the R-5 zoning district.
- Add cottage cluster standards and permit this housing type outright in the R-2.5 zoning district.
- Set minimum density at 70% of maximum density in all residential zoning districts.
- Allow density bonus for affordable housing in the R-2.5 zoning district.

The city maintains an on-going review of System Development Charges (SDCs) and has included consideration for waivers and reductions for certain housing types.

3. Establish Study Area

This chapter details the steps taken to establish the North Plains UGB Expansion Study Area:

- Create Preliminary Study Area
- Evaluate Preliminary Study Area/ Exclusion of Lands
- Create Final Study Area

Create Preliminary 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 "undesigned" areas shown in green in Figure 2. The City decided to consider land within one mile of the current UGB, excluding rural reserves, to address its 20-year 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 undesigned land in the Preliminary Study Area.

Evaluate Preliminary Study Area / Exclusion of Lands

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.

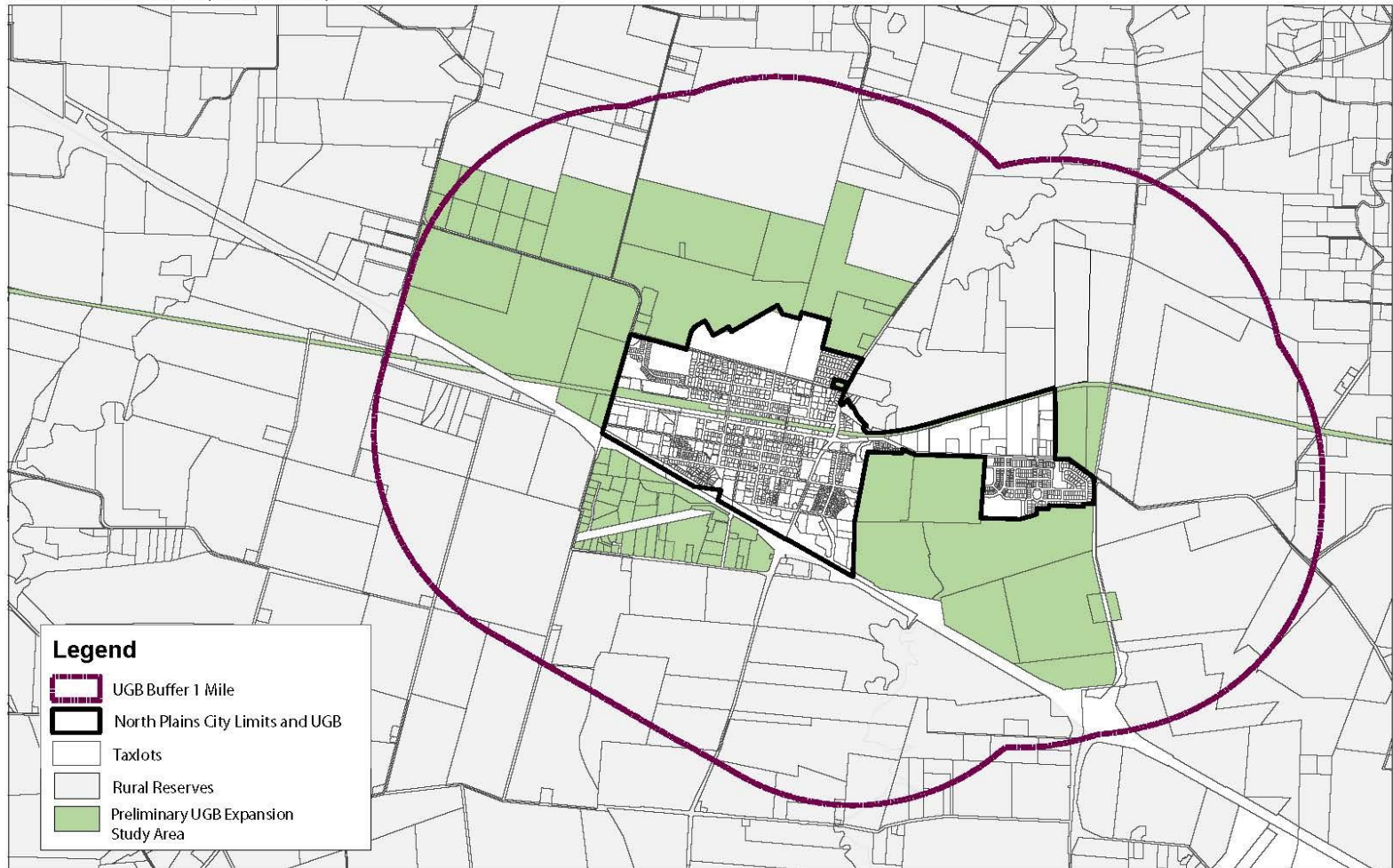
Specifically, the City of North Plains has determined that certain properties meet the exclusion criteria of Oregon Administrative Rule (OAR) 660-024-0065, state and county airport regulations, and the City's Comprehensive Plan and Transportation System Plan. The City's proposes to exclude a portion of the exception land south of Highway 26 and north of NW Beach Road.

The exclusion 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 continuing operation of the Sunset Air Strip is a significant impediment to development at urban intensities. 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. Also, 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.

Exclusion of these parcels of land is addressed, in detail, in Appendix A of this report.

Figure 2. North Plains UGB Expansion Preliminary Study Area

North Plains UGB Expansion Map



Create Final Study Area

After excluding the Sunset Air Strip and surrounding Air Acres and Sunset Orchard Estates residential subdivisions, the Final Study Area is reflected in Figure 3.

Figure 3. North Plains UGB Expansion Final Study Area



4. Analyze Study Area

This chapter details the steps taken to analyze the North Plains UGB Expansion Study Area:

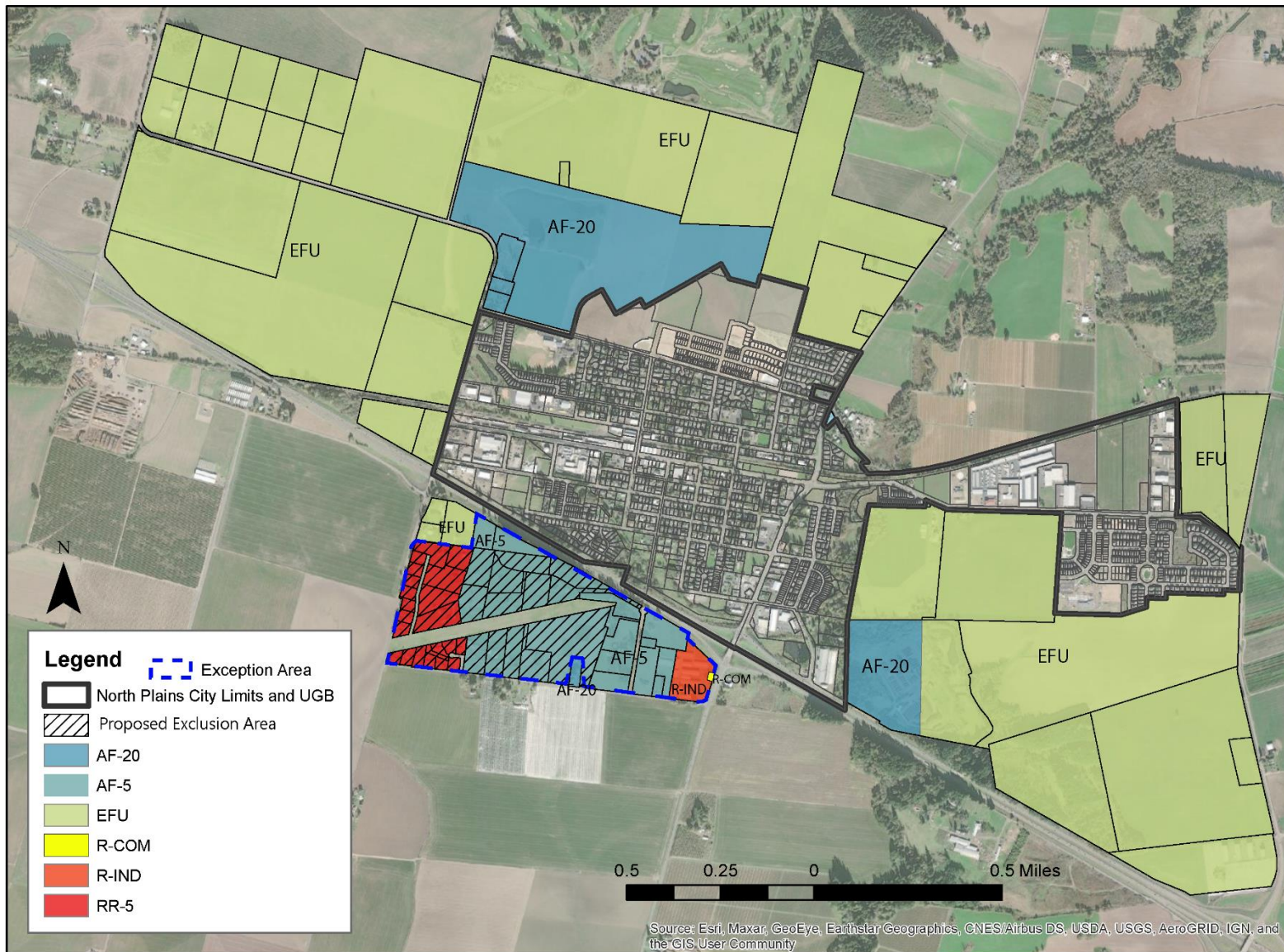
- Establish Parcel Prioritization Using Statutory Priorities (ORS 197A.320)
- Apply Suitability Criteria (OAR 660-024-0067(5))
- Apply Goal 14 Location Factor

Establish Parcel Prioritization

Lands in the Study Area are evaluated against priorities set by OAR 660-024-0067. The First Priority includes urban reserves, exception land, and nonresource land. North Plains does not have any acknowledged urban reserves as it is surrounded by rural reserves and “undesigned” land. The Study Area does contain an area of exception land south of Highway 26, as shown in Figure 4. There are 140.85 acres of exception land in the study area; 125.61 acres when you remove the airstrip exclusion area (15.24 acres). The exception land has County zoning designations of Rural Residential-5 Acres (RR-5), rural Commercial (R-COM), Rural Industrial (R-IND), and Agricultural and Forest District-5 (AF-5).

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 Study Area, minus the exception land, was evaluated for the Third Priority by analyzing Washington County zoning, Washington County assessor records, United States 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.

Figure 4. North Plains UGB Expansion Study Area with Zone Designations



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 Study Area is predominantly, meaning at least fifty percent coverage, composed of Class I or Class II (high-value) soils.

The 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 Study Area high-value farmland. The Study Area does not contain predominantly low-value farmland based on a series of evaluative steps as listed above. Figure 5 illustrates areas of predominantly high-value and low-value farmland.

The Fourth Priority is areas of predominantly high-value farmland that do not contain prime or unique soils. All land in the 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 land in the previous priority categories to meet the identified land need. As shown in Figure 6, an analysis of prime or unique farmland shows the majority of the Study Area, almost mirroring the high-value farmland area, consists of prime soils as defined by the USDA NRCS.

Apply Suitability Criteria

Applying the suitability criteria analysis to the areas of high-value farmland and prime soils, the “undesigned” lands, contain several areas of natural resources and two cemeteries, as shown in Figure 7. 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. There is a total of 1,307.02 acres of undesigned land (non-exception land) in the study area, and 1,302.59 acres after removing the two cemeteries (4.43 acres). All of the undesigned lands consist of predominantly high-value farmland and prime soils and are eligible to help meet the land need that remains after the exception lands are considered.

Figure 5. Low Value and High Value Farmland, North Plains UGB Study Area

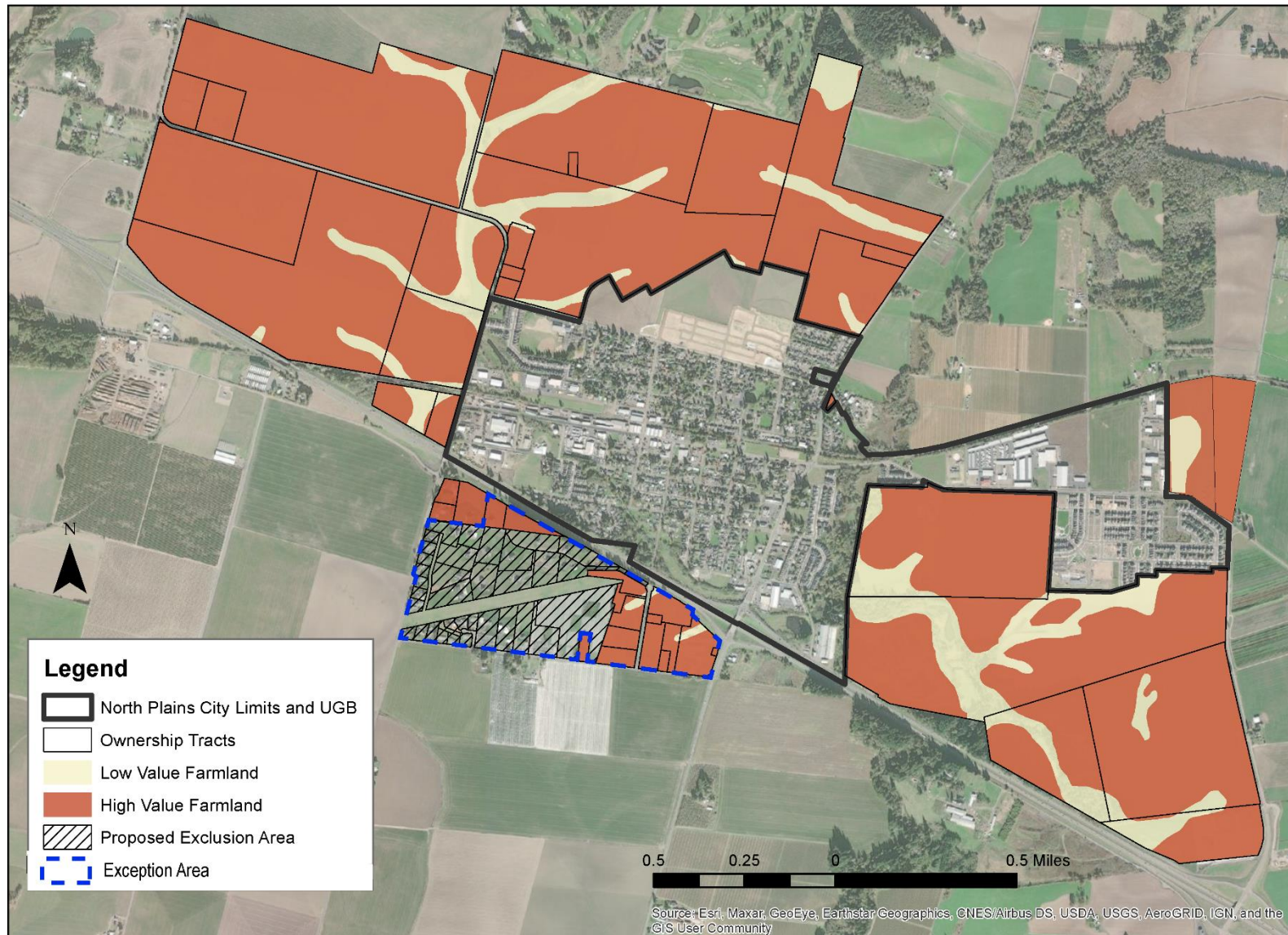


Figure 6. Prime Soils, North Plains UGB Study Area

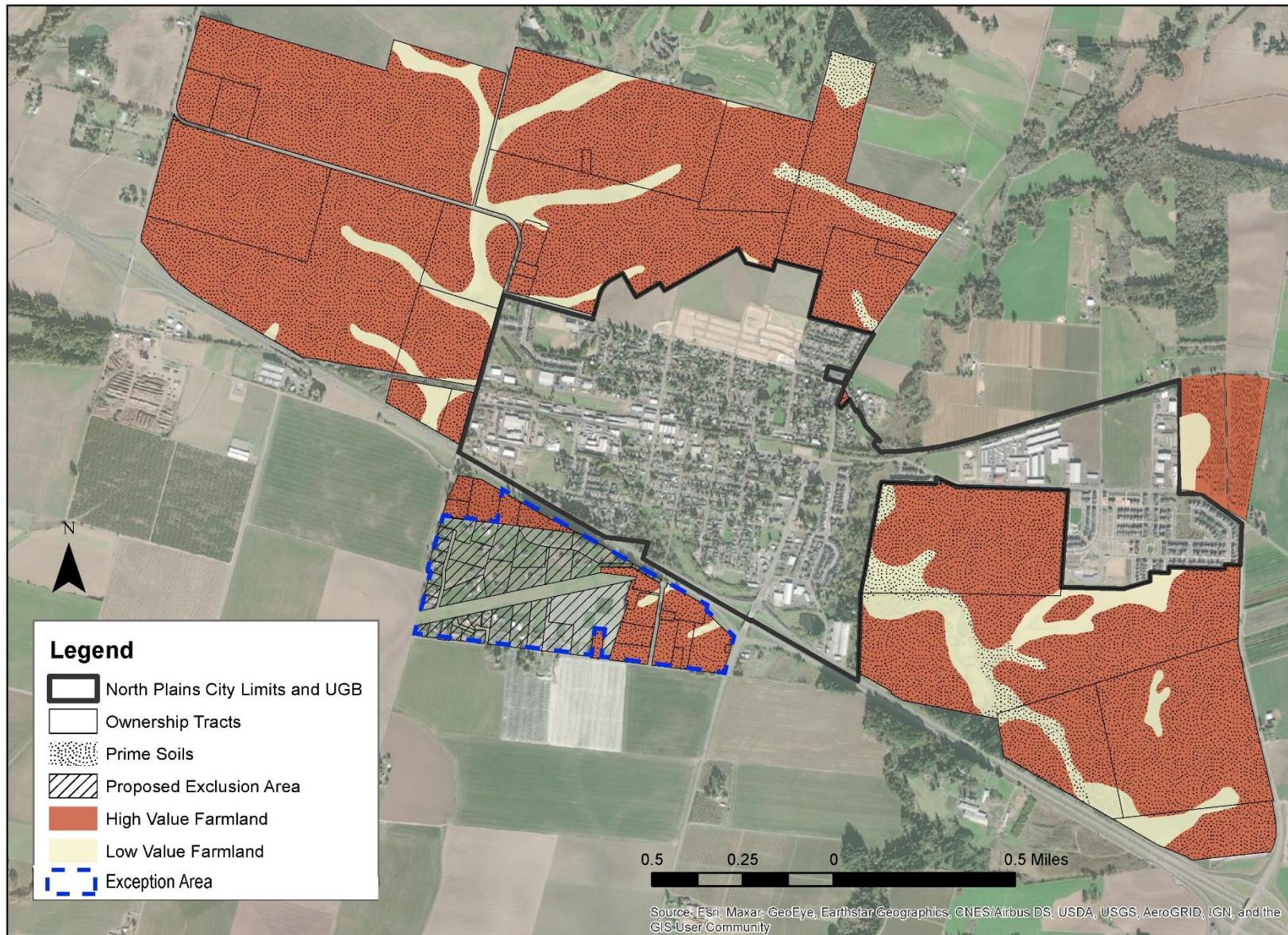
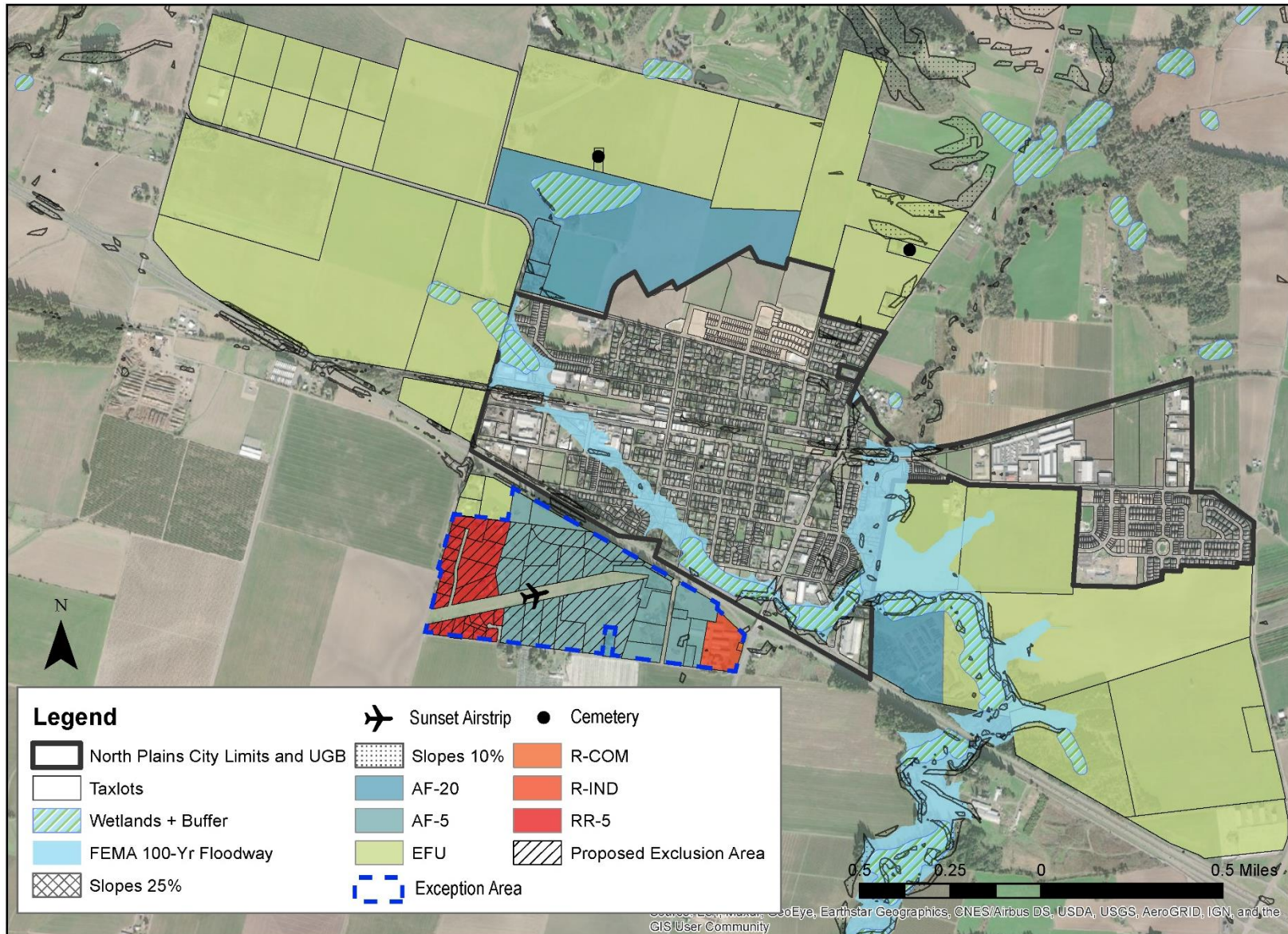


Figure 7. North Plains UGB Expansion Study Area "Suitability"



Apply Goal 14 Location Factors

To expand the UGB, North Plains must complete a boundary 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, economic, social and energy consequences.

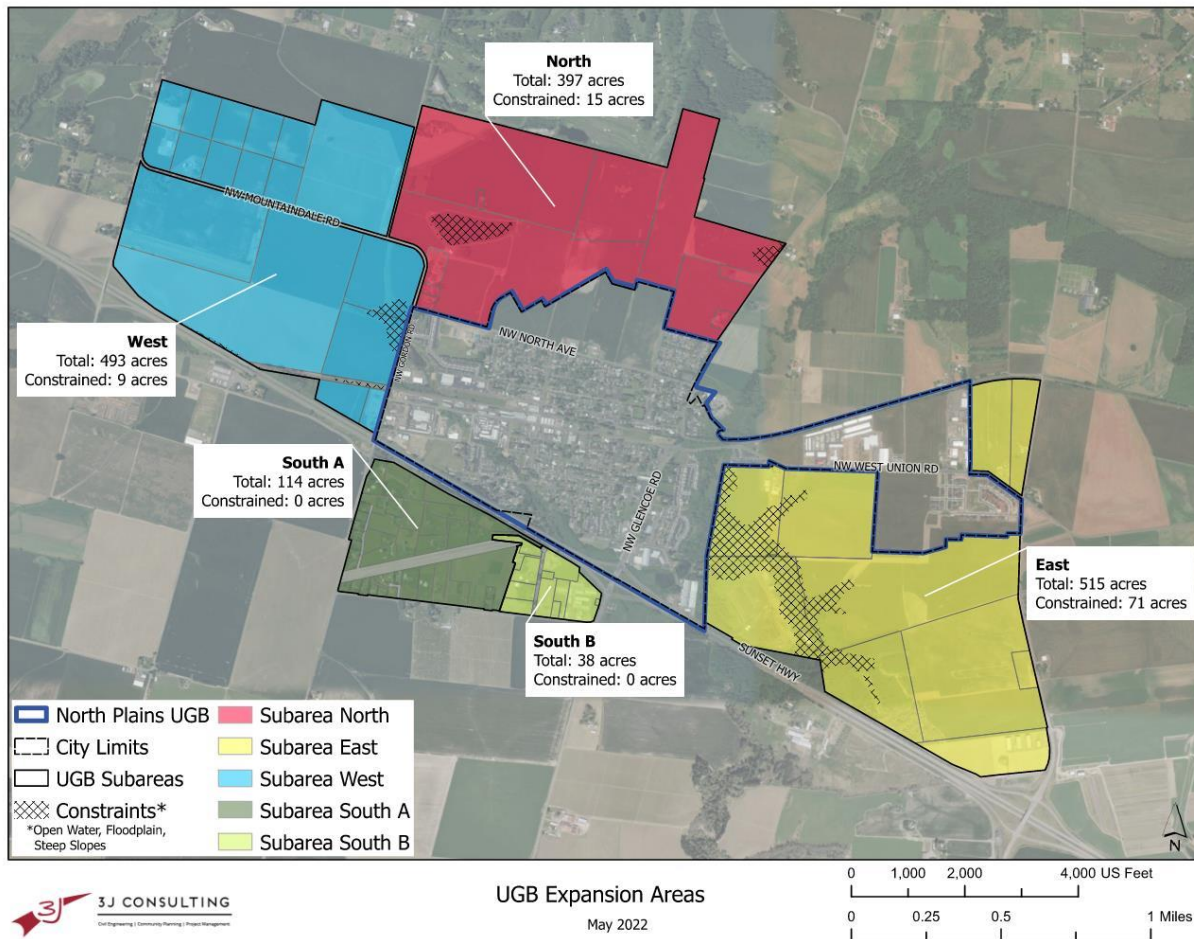
The boundary location analysis process is governed by Goal 14 and ORS 197A.320 and with consideration of the following factors:

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

The four factors are weighted equally to create a balanced analysis and are considered concurrently rather than sequentially. The analyses that follow do not provide any definitive conclusion as to where the North Plains UGB should be expanded. Rather, they provide the data City leaders need to make an informed decision about how the City should grow over the next 20 years.

In order to apply the Goal 14 Location Factors, the City created subareas within the overall Study Area for evaluation purposes. Taking a cue from the last North Plains UGB expansion process in 2005, the 1,543-acre study area is divided into five subareas, North, South A, South B, West and West, as shown in Figure 8 and Table 13. Subareas were determined based on factors such as environmental features, taxlot lines, and transportation corridors. The southern area is divided into two subareas to make it easier to discuss the parcels the City proposes to exclude from the UGB expansion process (South Subarea A) from those the City intends to include in the expansion (South Subarea B).

Figure 8. North Plains UGB Study Area, Subareas



The **North Subarea** is located just north of the Brynhill Development and south of Pumpkin Ridge Golf Club. The Subarea consists of 11 parcels and has a gross area of 397 acres, including 15 acres with environmental constraints. The Subarea includes four parcels zoned AF-20 and seven parcels zoned EFU. Land use is primarily agriculture. The Subarea contains some wetland constraints. Two small parcels contain cemeteries, which are included in the study area, but will not be considered land that can accommodate North Plains' residential or employment needs.

The **South Subarea A** contains 152 acres on 53 parcels south of Highway 26. The Subarea includes the 141 acres of exception land and no environmental constraints. The South Subarea is divided into two sections.

- South Subarea A is 114 acres on 41 parcels in the western section of the subarea. The area consists of predominantly rural residential uses and includes the Sunset Airstrip. The exception land includes 22 parcels zoned RR-5, 13 parcels zoned AF-5, 1 parcel zones AF-20, and 3 parcels zoned EFU.
- South Subarea B is 38 acres on 12 parcels located on the eastern side of the subarea

consisting of residential and industrial uses. Ten parcels are zoned AF-5, 1 parcel is zoned R-COM, and 1 parcel is zoned R-IND.

The **West Subarea** consists of 493 acres on 16 parcels, with about 9 acres with environmental constraints. All parcels are zoned EFU and land use is primarily agriculture.

The **East Subarea** includes 515 acres on 10 parcels located near the Sunset Ridge Development and bordered by Highway 26 to the south, Jackson School Road to the west, and North Plains city limits to the west and north. Current uses are primarily agricultural, though most of the westernmost portion is occupied by the Recology Organics processing facility. There is also approximately 71 acres of wetlands and areas within the 100-year floodway on the western portion of the site. One parcel is zoned AF-20 and eight are zoned EFU, and one parcel is split between AF-20 and EFU zones.

Table 13. North Plains UGB Expansion Study Area Zoning and Acres by Subarea and Section

Subarea	Zoning	Parcels	Gross Acres	Acres w/o Env Const	Exception Land Acres
North	AF-20	4	132.42	120.80	0.00
	EFU	7	264.75	261.64	0.00
South A	AF-5	15	72.83	72.83	72.83
	AF-20	1	1.40	1.40	0.00
	EFU	3	9.80	9.80	0.00
	RR-5	22	30.07	30.07	30.07
South B	AF-5	10	29.17	29.17	29.17
	R-COM	1	0.20	0.20	0.20
	R-IND	1	8.75	8.75	8.75
West	EFU	16	493.10	483.67	0.00
East	AF-20	1	42.36	18.18	0.00
	AF-20	1	34.82	26.63	0.00
	EFU		28.82	10.71	0.00
	EFU	8	409.12	388.48	0.00
TOTAL		90	1,557.61	1,462.33	38.02

When evaluating the priority of land for inclusion the city must first evaluate the approximately 140 acres of exception land south of Highway 26 and north of NW Beach Road and select as much of the land as necessary to satisfy the 855-acre land need. Since the acreage of the exception land is less than the established land need, the city will also evaluate the remaining 1,391 gross acres (1,294

acres without environmental constraints) within the study area, all of which is considered predominantly high-value farmland.

1. EFFICIENT ACCOMMODATION OF IDENTIFIED LAND NEEDS

The City is using several criteria to determine where the City could most efficiently meet its land needs for the next 20 years – proximity, parcel size, and buildable land. Proximity to schools, employment, commercial areas, and amenities relieves pressure on the transportation system and provides more access to daily needs to higher concentrations of residents, resulting in a decrease in vehicle miles traveled (VMT). Parcelization is an indicator of both availability for development and the ability to develop an area in an efficient, coordinated manner. Looking at the gross acres available in an area may be misleading if there are environmental or other constraints on the land. Buildable land indicates how much of the land is available to be developed.

Proximity

The proximity criterion is based on the idea that land adjacent to the existing UGB offers the City multiple benefits:

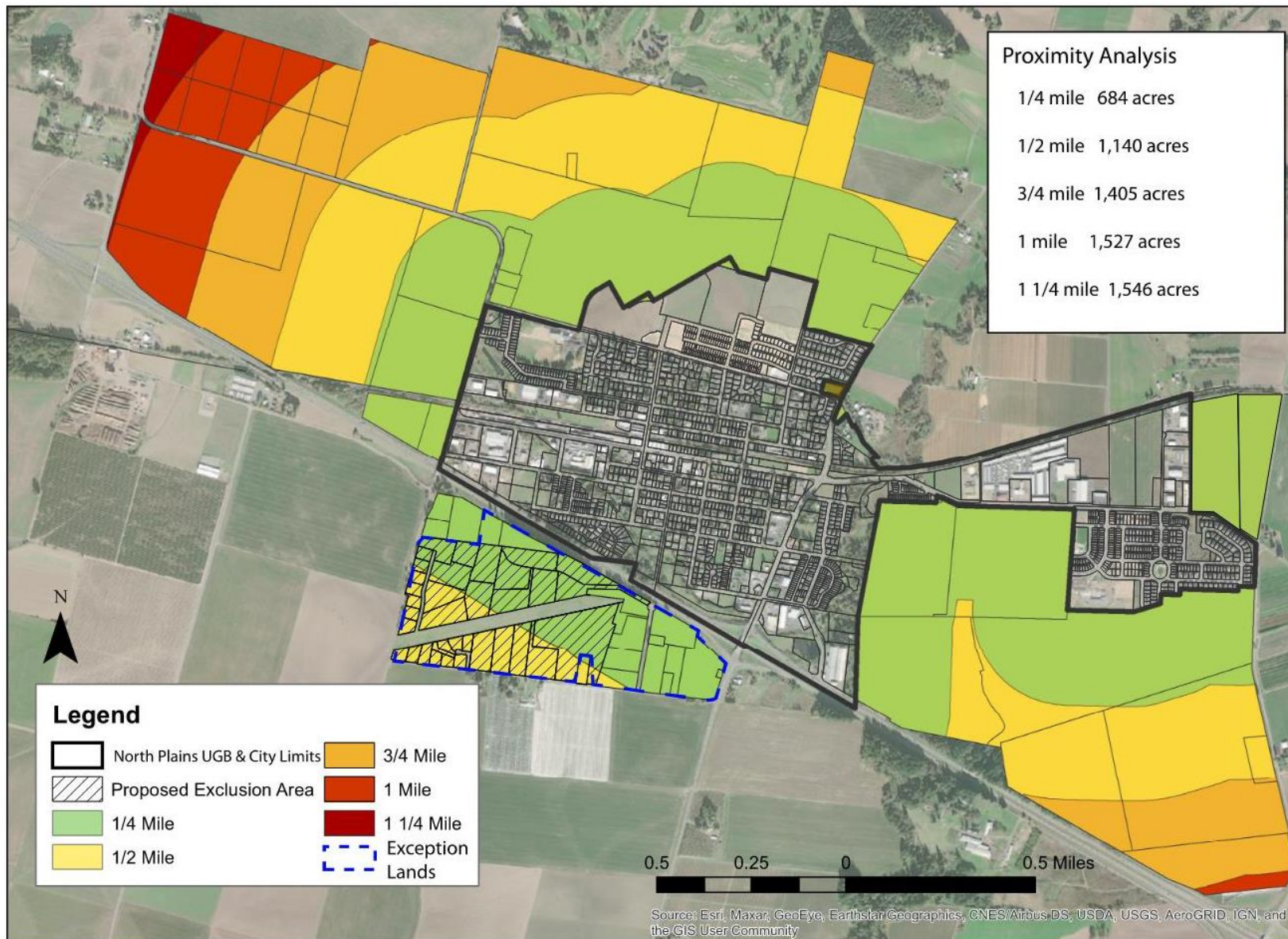
- Leverages prior infrastructure investments
- Provides access to current services and amenities
- Supports downtown businesses
- Reduces VMT and supports active modes of transportation (walking and biking)
- Increases housing choice and promotes affordability
- Preserves valuable agriculture and forest land

“Leapfrog” development bypasses available land located closer to the city, requiring new infrastructure investments, car-dependency, and greater land consumption.

Figure 9 illustrates the distance parcels within the study area are from the existing UGB. In general, parcels within ¼ mile (green) can meet the city’s needs more efficiently than those within ¼ and ½ mile (yellow), which are in turn better suited than parcels between ½ and ¾ miles away. There are about 618 gross acres of land within ¼ mile of the existing UGB, but that does not necessarily mean that all of this land should be brought into the UGB. The proximity criterion does not take land characteristics and other considerations into account. For example, the East Subarea includes significant environmental constraints and is the location of the Recology Organics processing facility.

The entire South Subarea, including all of the Exception Land, is within ½ mile of the UGB. It is important to note that the South Subarea is separated from the rest of the city by Highway 26, which makes it less suitable for residential development, as the highway is a barrier to walking and biking as well as access to shopping and services in the city.

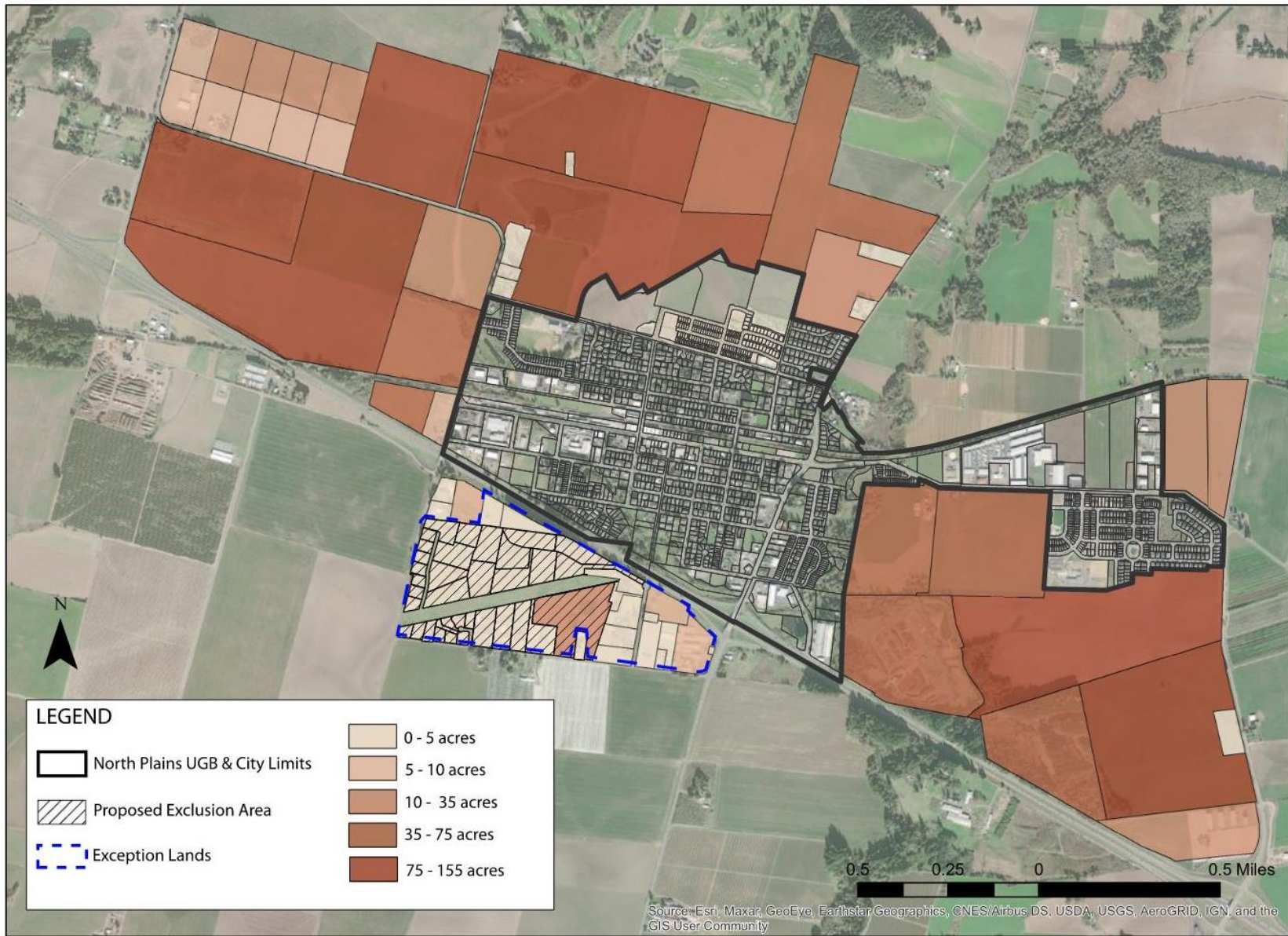
Figure 9. Proximity of Study Area Parcels to the Existing Urban Growth Boundary



Parcel Size

The next criterion is parcel size or parcelization. Larger parcels facilitate new development more efficiently than smaller parcels which often times need to be consolidated. The development of larger tracts of land tends to have a higher return on investment than the development/redevelopment of smaller tracts of land. However, a diversity of sizes is also advantageous to meeting residential and neighborhood-scale commercial needs. Figure 10 shows the range of parcel sizes and can be viewed together with the North Plains' Economic Opportunity Analysis, which details the parcel sizes needed for various employment uses, or the Housing Needs Analysis to determine residential suitability. Table 7 from Chapter 2 shows specific site characteristics needed to accommodate target services and industries, as identified in the 2022 EOA.

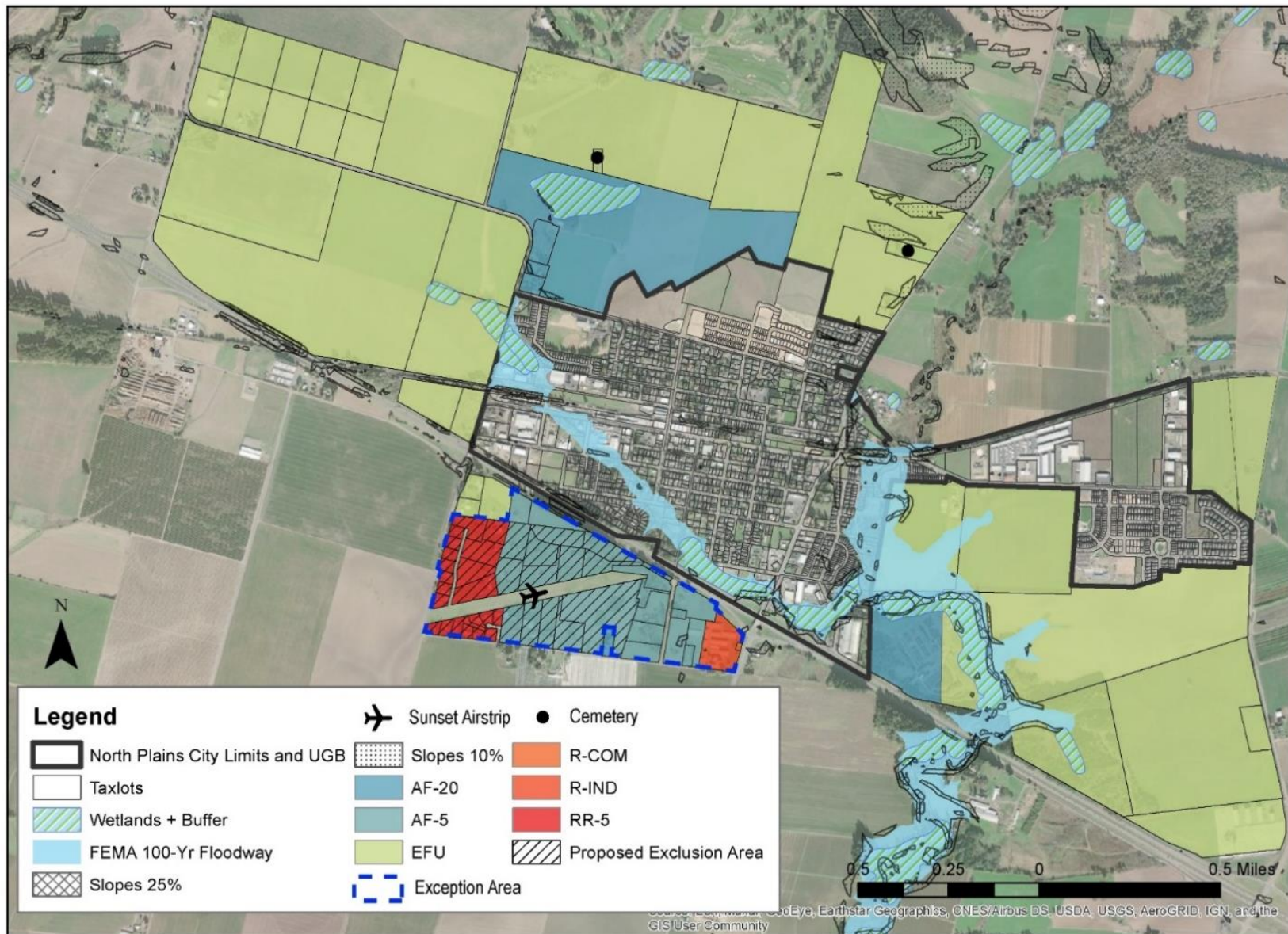
Figure 10. Study Area Parcel Sizes



Buildable Land

Buildable land is the land that remains for development after existing structures and environmental constraints are removed. Though a vast majority of the study area is currently used for agriculture and is free from existing structures, there are some subareas and specific parcels with residential or commercial buildings and uses that reduce the amount of buildable land available or may hinder or prevent future development. Figure 11 shows environmental constraints in the study area.

Figure 11. Study Area Environmental Constraints



Tables 14-18 provide an analysis of the Subareas relative to Goal 14, Factor 1, the efficient accommodation of identified land needs. Subareas are scored on a scale of 0 to 2 based on the three criteria: proximity, parcel size, and buildable land.

Table 14: Factor 1 North Subarea Summary and Evaluation

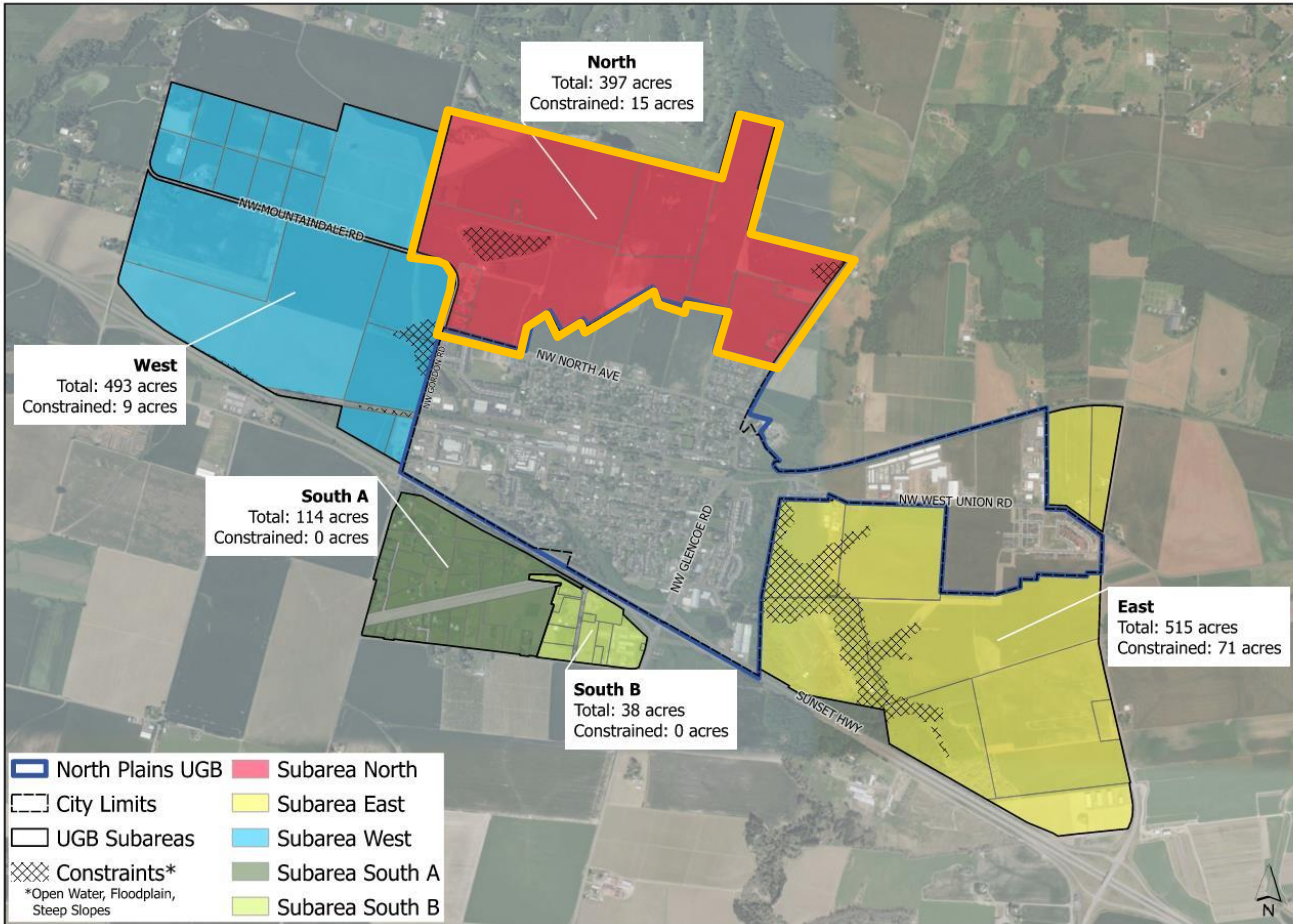
NORTH SUBAREA		Evaluation Criteria		Evaluation Results													
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments												
<p>The North Subarea is bounded by Pumpkin Ridge Golf Club (north), Pumpkin Ridge Road and Mountaindale Road (west), North Avenue and recently incorporated, undeveloped land (south), and Shadybrook Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB Subarea North City Limits Subarea East UGB Subareas Subarea West Constraints* Subarea South A *Open Water, Floodplain, Steep Slopes Subarea South B</p> <p>UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Proximity	Area is directly adjacent to the current UGB without major barriers and all land is within ¼ mile of the UGB.	+1	The North Subarea is adjacent to the current UGB. Most of the land is within ½ mile of the UGB. Lands uses south of the North Subarea are primarily residential.												
		Parcel Size	Larger tracts of land are more conducive to development and meeting the city's specific commercial and industrial land needs.	+2	<p>The North Subarea consists of 13 parcels totaling 397 acres. Larger parcels in the North Subarea make it more conducive to development.</p> <table><tr><th>Parcel Size</th><th>Parcels</th></tr><tr><td>50 or more</td><td>3</td></tr><tr><td>25 – 50</td><td>2</td></tr><tr><td>10 – 25</td><td>0</td></tr><tr><td>5 – 10</td><td></td></tr><tr><td>Less than 5</td><td>8</td></tr></table>	Parcel Size	Parcels	50 or more	3	25 – 50	2	10 – 25	0	5 – 10		Less than 5	8
		Parcel Size	Parcels														
50 or more	3																
25 – 50	2																
10 – 25	0																
5 – 10																	
Less than 5	8																
Buildable Land	Land free from environmental constraints and existing structures is better suited to facilitate future development.	+2	The subarea is primarily farmland and mostly free from environmental constraints, with the exception of the Lind Reservoir. There are around 10 homes and associated structures located along the edges of the area.														
Summary																	
The North Subarea is adjacent to the UGB and includes large, unconstrained parcels making it, and especially the southern portion of the subarea, well-suited for UGB expansion.																	

Table 15: Factor 1 South Subarea A Summary and Evaluation

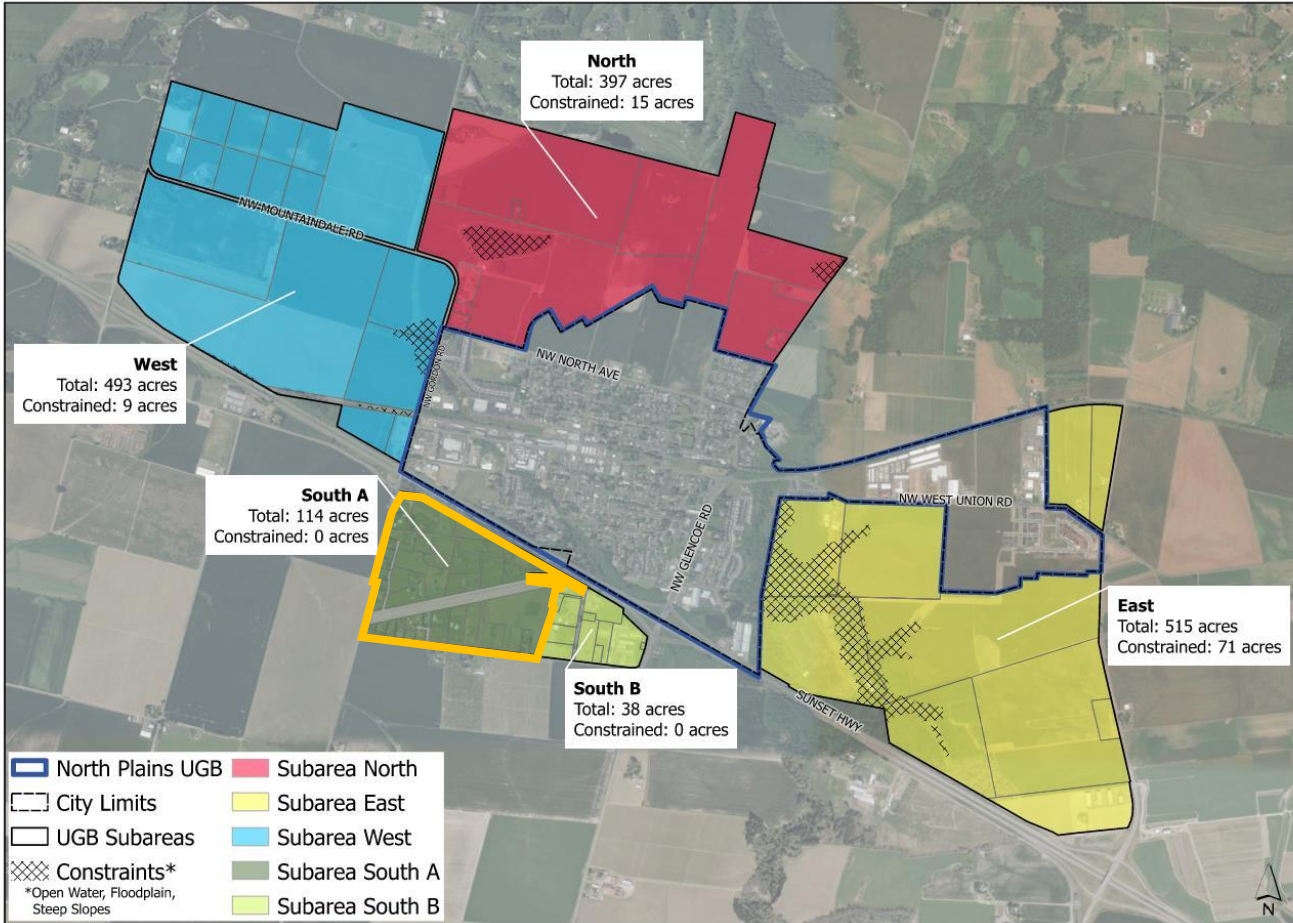
SOUTH SUBAREA A		Evaluation Criteria		Evaluation Results													
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments												
<p>South Subarea A is bounded by US 26 (north/northeast), NW Gordon Road (west), and NW 316th Place (east). South Subarea A is largely built out with large lot residential parcels. The subarea is divided by the Sunset Air Strip, a private airport managed and owned by the residential neighborhood located within South Subarea A.</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB City Limits UGB Subareas Constraints* *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North Subarea East Subarea West Subarea South A Subarea South B</p> <p>UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Proximity	Area is directly adjacent to the current UGB without major barriers and all land is within ¼ mile of the UGB.	0	South Subarea A is adjacent to and entirely within ½ mile of the current UGB, but separated from the city by Hwy 26, which makes it less suitable for residential development. It does have access to the transportation network via NW Beach Rd.												
		Parcel Size	Larger tracts of land are more conducive to development and meeting the city's specific commercial and industrial land needs.	0	South Subarea A consists of 41 parcels totaling 114 acres. All but two of the parcels are less than five acres. This parcelization makes it less conducive to development. <table><tr><th>Parcel Size</th><th>Parcels</th></tr><tr><td>50 or more</td><td>0</td></tr><tr><td>25 – 50</td><td>0</td></tr><tr><td>10 – 25</td><td>1</td></tr><tr><td>5 – 10</td><td>1</td></tr><tr><td>Less than 5</td><td>39</td></tr></table>	Parcel Size	Parcels	50 or more	0	25 – 50	0	10 – 25	1	5 – 10	1	Less than 5	39
		Parcel Size	Parcels														
50 or more	0																
25 – 50	0																
10 – 25	1																
5 – 10	1																
Less than 5	39																
Buildable Land	Land free from environmental constraints and existing structures is better suited to facilitate future development.	+1	Most of the site is covered with rural residences associated with the air strip, which is not conducive to additional development . The exception is the 18-acre parcel currently used for agricultural purposes.														
Summary																	
Given its isolated location, smaller parcel sizes, and development status, South Subarea A is not a good candidate for UGB expansion.																	

Table 16: Factor 1 South Subarea B Summary and Evaluation

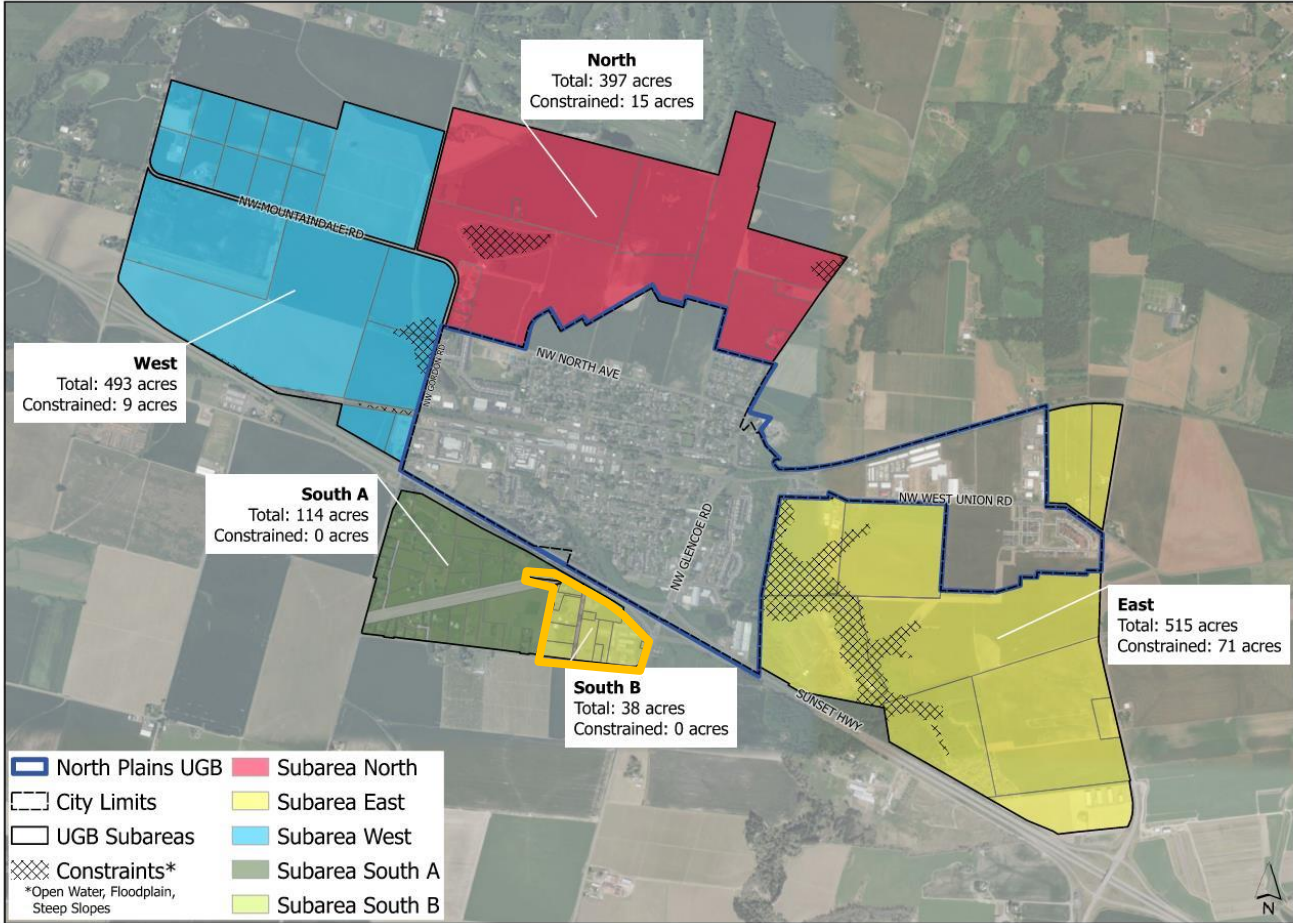
SOUTH SUBAREA B		Evaluation Criteria		Evaluation Results													
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments												
<p>South Subarea B is bounded by US 26 (north), NW 316th Place (west), NW Beach Road (south), and NW Glencoe Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB Subarea North City Limits Subarea East UGB Subareas Subarea West Constraints* Subarea South A *Open Water, Floodplain, Steep Slopes Subarea South B</p> <p>UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Proximity	Area is directly adjacent to the current UGB without major barriers and all land is within ¼ mile of the UGB.	+1	South Subarea B is adjacent to and entirely within ¼ mile of the current UGB, but separated from the city by Hwy 26, which makes it less suitable for residential development. The subarea does have frontage on Glencoe Road, which has good visibility for commercial development.												
		Parcel Size	Larger tracts of land are more conducive to development and meeting the city's specific commercial and industrial land needs.	+1	South Subarea B consists of 12 parcels totaling 38 acres. Only two parcels are between five and ten acres. This parcelization makes it less conducive to development. <table><tr><th>Parcel Size</th><th>Parcels</th></tr><tr><td>50 or more</td><td>0</td></tr><tr><td>25 – 50</td><td>0</td></tr><tr><td>10 – 25</td><td>0</td></tr><tr><td>5 – 10</td><td>2</td></tr><tr><td>Less than 5</td><td>10</td></tr></table>	Parcel Size	Parcels	50 or more	0	25 – 50	0	10 – 25	0	5 – 10	2	Less than 5	10
Parcel Size	Parcels																
50 or more	0																
25 – 50	0																
10 – 25	0																
5 – 10	2																
Less than 5	10																
		Buildable Land	Land free from environmental constraints and existing structures is better suited to facilitate future development.	+1	The subarea is mostly farmland with no environmental constraints and just a few rural residences. There are numerous agricultural/industrial structures proximate to Glencoe Road.												
Summary																	
South Subarea B is separated from the city by Highway 26 and includes smaller parcel sizes, but does have frontage on Glencoe Road making it a candidate for UGB expansion for commercial development/redevelopment.																	

Table 17: Factor 1 West Subarea Summary and Evaluation

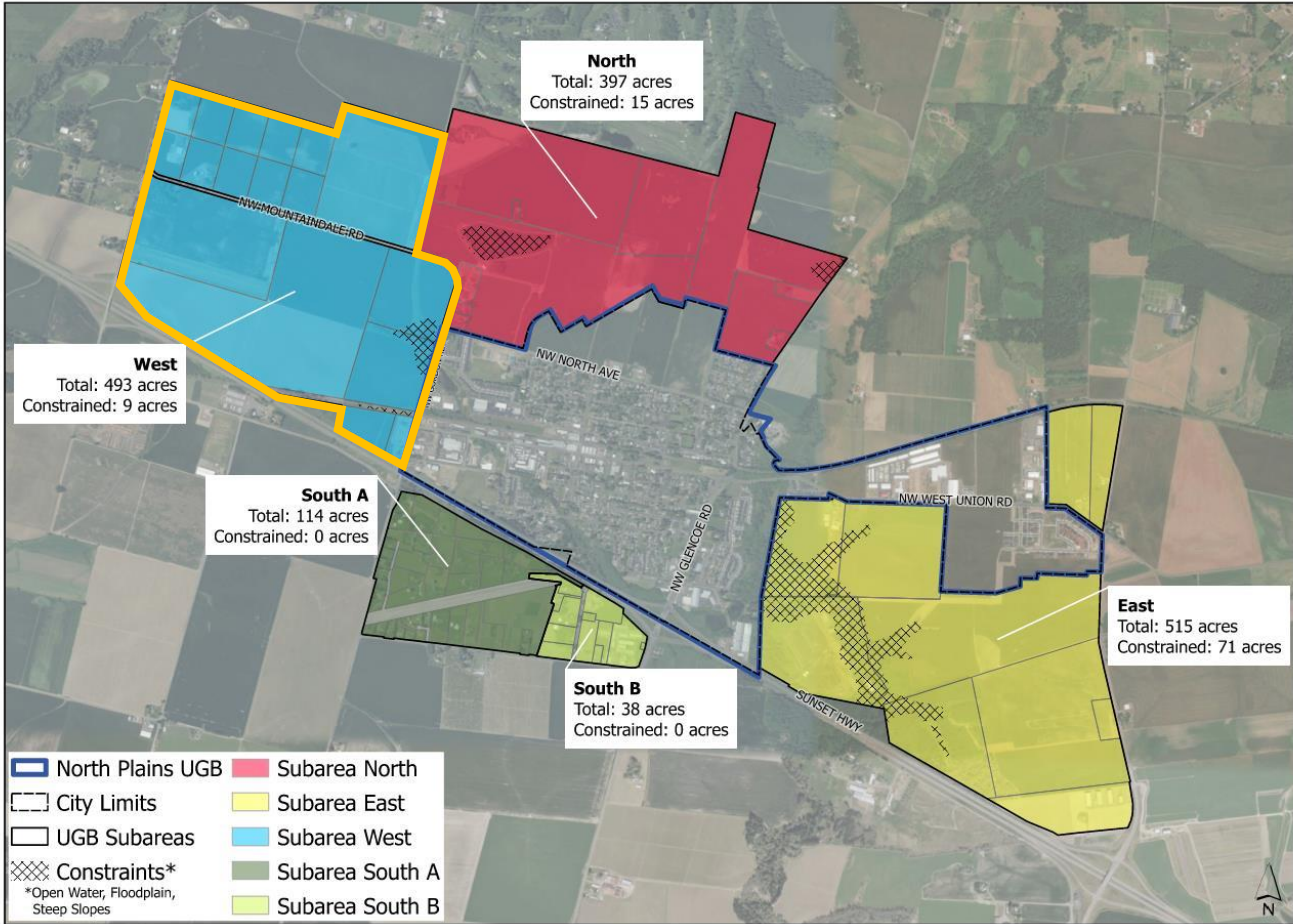
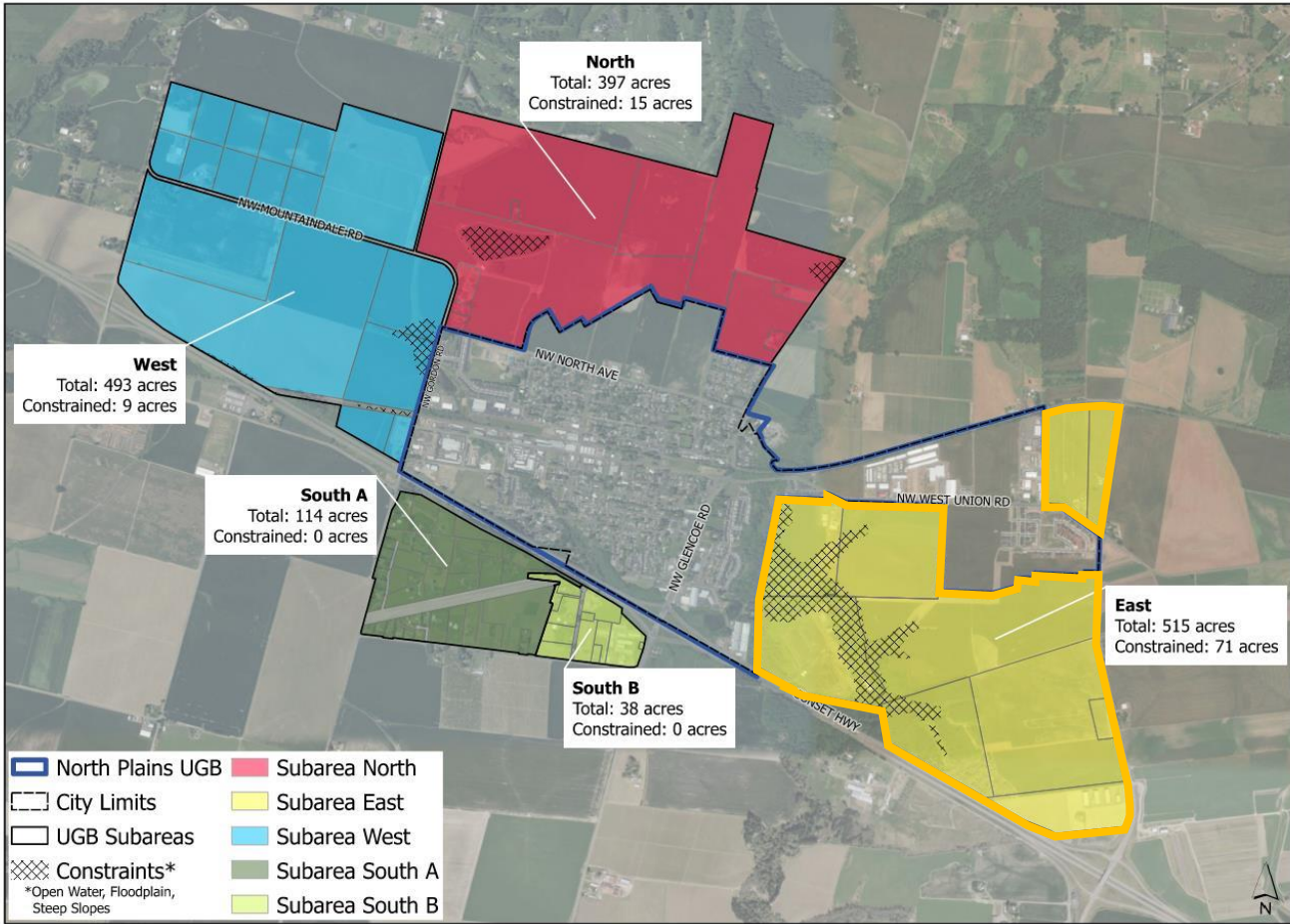
WEST SUBAREA		Evaluation Criteria		Evaluation Results													
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments												
<p>The West Subarea is bounded by Dersham Road (west), US 26 (south), and NW Gordon Road (east). The northern boundary of West Subarea is not confined by a physical limitation.</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea Legend: Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>3J CONSULTING UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Proximity	Area is directly adjacent to the current UGB without major barriers and all land is within ¼ mile of the UGB.	+1	The West Subarea is adjacent to the UGB. More than 25% of the subarea is within ¼ mile of the UGB and 50% within ½ mile. Land uses to the east are primarily industrial.												
Parcel Size		Larger tracts of land are more conducive to development and meeting the city's specific commercial and industrial land needs.	+2	<p>The West Subarea consists of 15 parcels totaling 493 acres. All parcels are more than five acres and three are more than 50 acres. Larger parcels in the North Subarea make it more conducive to development.</p> <table><tr><th>Parcel Size</th><th>Parcels</th></tr><tr><td>50 or more</td><td>3</td></tr><tr><td>25 – 50</td><td>2</td></tr><tr><td>10 – 25</td><td>4</td></tr><tr><td>5 – 10</td><td>6</td></tr><tr><td>5 or less</td><td>0</td></tr></table>		Parcel Size	Parcels	50 or more	3	25 – 50	2	10 – 25	4	5 – 10	6	5 or less	0
Parcel Size	Parcels																
50 or more	3																
25 – 50	2																
10 – 25	4																
5 – 10	6																
5 or less	0																
Buildable Land		Land free from environmental constraints and existing structures is better suited to facilitate future development.	+2	The West Subarea is mostly farmland with a few wetlands near the eastern edge and few rural residences.													
Summary																	
Given its location relative to the existing UGB and large, mostly unconstrained parcels, the West Subarea is well-suited for UGB expansion.																	

Table 18: Factor 1 East Subarea Summary and Evaluation

EAST SUBAREA		Evaluation Criteria		Evaluation Results													
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments												
<p>The East Subarea is broken up into two portions. The larger portion is bounded by NW West Union Road (north), new residential development and Atfalati Ridge Elementary School (north), US 26 (south) and NW Jackson School Road (east). The smaller portion of the East Subarea is bounded by the railroad (north), industrial land uses adjacent to NW 298th Place (west), NW Jackson School Road (east) and NW West Union Road (south).</p>		Proximity	Area is directly adjacent to the current UGB without major barriers and all land is within ¼ mile of the UGB.	+2	The East Subarea is adjacent to the existing UGB and about half of the subarea is within ¼ mile of the UGB. Surrounding land uses are a mix of residential and industrial.												
 <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p> <p>3J CONSULTING Civil Engineering Community Planning Project Management UGB Expansion Areas May 2022</p>		Parcel Size	Larger tracts of land are more conducive to development and meeting the city's specific commercial and industrial land needs.	+2	<p>The East Subarea consists of 10 parcels totaling 515 acres. Only one parcel is less than ten acres. Large parcels in the East Subarea make it more conducive to development.</p> <table><tr><th>Parcel Size</th><th>Parcels</th></tr><tr><td>50 or more</td><td>4</td></tr><tr><td>25 – 50</td><td>4</td></tr><tr><td>10 – 25</td><td>1</td></tr><tr><td>5 – 10</td><td>1</td></tr><tr><td>Less than 5</td><td>0</td></tr></table>	Parcel Size	Parcels	50 or more	4	25 – 50	4	10 – 25	1	5 – 10	1	Less than 5	0
Parcel Size	Parcels																
50 or more	4																
25 – 50	4																
10 – 25	1																
5 – 10	1																
Less than 5	0																
		Buildable Land	Land free from environmental constraints and existing structures is better suited to facilitate future development.	+2	The East Subarea is mostly farmland with significant environmental constraints in the western portion along with the Recology Organics processing site. The remainder of the site is mostly free of constraints other than several rural residences and farm-related structures.												
Summary																	
The East Subarea is a good candidate for UGB expansion given its location relative to the existing UGB and large, parcels even though the amount of buildable land is lower due to environmental constraints.																	

2a. ORDERLY AND ECONOMIC PROVISION OF PUBLIC FACILITIES AND SERVICES: TRANSPORTATION

OAR Chapter 660 Division 12, Transportation Planning was reviewed to identify relevant goals and objectives, applicable for the development of the transportation evaluation criteria for the North Plans Urban Growth Boundary Expansion. The relevant objectives included as part of Chapter 660 are identified below:

- (a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged
- (b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation;
- (c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation;
- (d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;
- (e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;
- (f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;
- ~~(g) Identify how transportation facilities are provided on rural lands consistent with the goals;~~
- ~~(h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and~~
- (i) Ensure that changes to comprehensive plans are supported by adequate planned transportation facilities.

Subarea Evaluation and Transportation Criteria

The transportation evaluation criteria were developed to qualitatively assess the five (5) subareas considered for potential urban growth boundary (UGB) expansion. The criteria development was largely influence by the relevant objective identified in Chapter 660 Division 12, Transportation Planning, and the Goals and Objectives identified in the North Plains Transportation System Plan (TSP – Reference 1). The transportation evaluation criteria are defined below:

- Local Mobility
- Regional Mobility
- Safe Access
- Environmental
- Feasibility
- Balanced System

Evaluation Methodology

Subareas were evaluated based on the set of six (6) criteria with a scoring scale of 0 - +2, as shown in Tables 19-23. The “Ideal Definition” summarizes the description in achieving the highest value (+2). Subareas that do not meet the ideal definition are scored zero (0), while subareas that partially meet the ideal definition are score one (+1).

Explanatory narrative describing the justification and reasoning of the evaluation scoring for each subarea is provided under the “Comment” column. The evaluation criteria were applied to the subareas based on a subarea to subarea comparative approach.

Table 19: Factor 2 Transportation North Subarea Summary and Evaluation

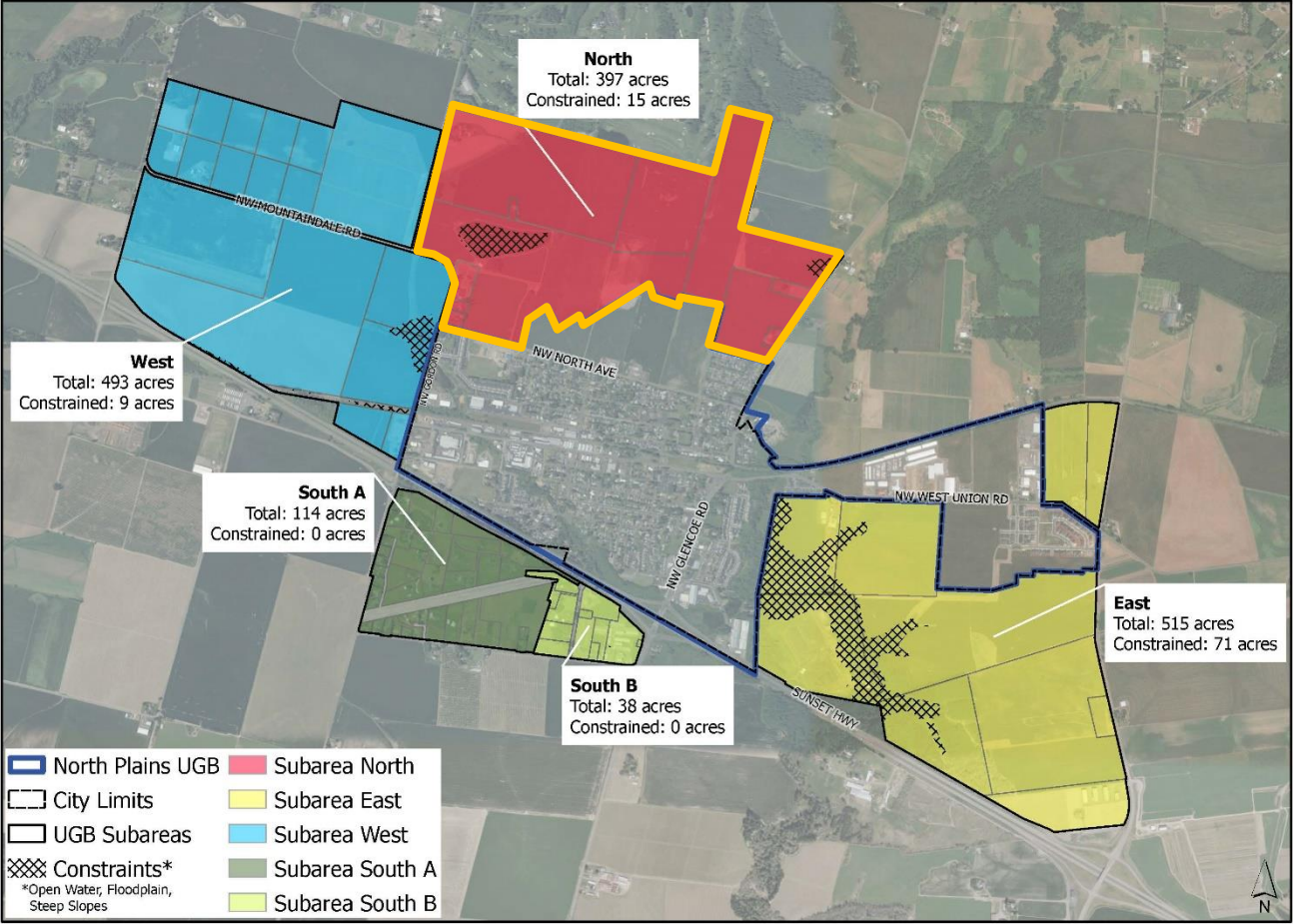
NORTH SUBAREA		Transportation Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - +2)	Comments
<p>The North Subarea is bounded by Pumpkin Ridge Golf Club (north), Pumpkin Ridge Road and Mountaindale Road (west), North Avenue and recently incorporated, undeveloped land (south), and Shadybrook Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB City Limits UGB Subareas Constraints* *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North Subarea East Subarea West Subarea South A Subarea South B</p> <p>UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Local Mobility	Has close proximity to established roadway and active transportation infrastructure, allowing for numerous multi-modal connections that are intuitive and feasible.	+2	Local street extensions from the adjacent North Avenue development are feasible. There are opportunities to integrate collector street connections to NW North Avenue and NW Shadybrook Road.
		Regional Mobility	Has direct, convenient, and efficient access to regional travel infrastructure.	0	Regional connections are available via NW Mountaindale Road, NW Old Pumpkin Ridge Road, and NW Shadybrook Road. However, these connections to interchange areas are less direct and require travel through alternative subareas or existing UGB.
		Safe Access	Has safe and convenient access to schools, parks, shopping, and employment centers.	+2	Area is in close proximity to North Plains Elementary School, access across NW North Avenue to essential destinations (parks, library, downtown amenities).
		Environmental	Has no environmentally sensitive areas such as wetlands, streams, and exclusion areas.	+1	Area has minor environmental constraints associated with Lind Reservoir. Future development must consider the Lind Reservoir and establish appropriate buffers.
		Feasibility	Can support future development without fundamental changes to existing and planned infrastructure identified in adopted planning documents.	+1	Urban standard roadway upgrades would be needed along portions of NW Old Pumpkin Ridge Road and NW Mountaindale Road. NW North Avenue and NW Shadybrook Road will require more moderate upgrades.
		Balanced System	Can support a balanced transportation network and avoids reliance upon any one travel mode.	+1	Future development can be integrated into the adjacent multimodal system due to its proximity with the new North Avenue development.
		Summary			
		The North Subarea has the potential to naturally tie into the existing North Plains transportation infrastructure. However much of this infrastructure will require urban upgrades to support future development. Although large in area, significant portions of the North Subarea are in close proximity to the established portions of North Plains. As such, it has strong, safe, and convenient multimodal access to essential destinations. In comparison to other subareas, regional mobility is limited due to the lack of direct, convenient, and efficient access to regional travel infrastructure.			

Table 20: Factor 2 Transportation South Subarea A Summary and Evaluation

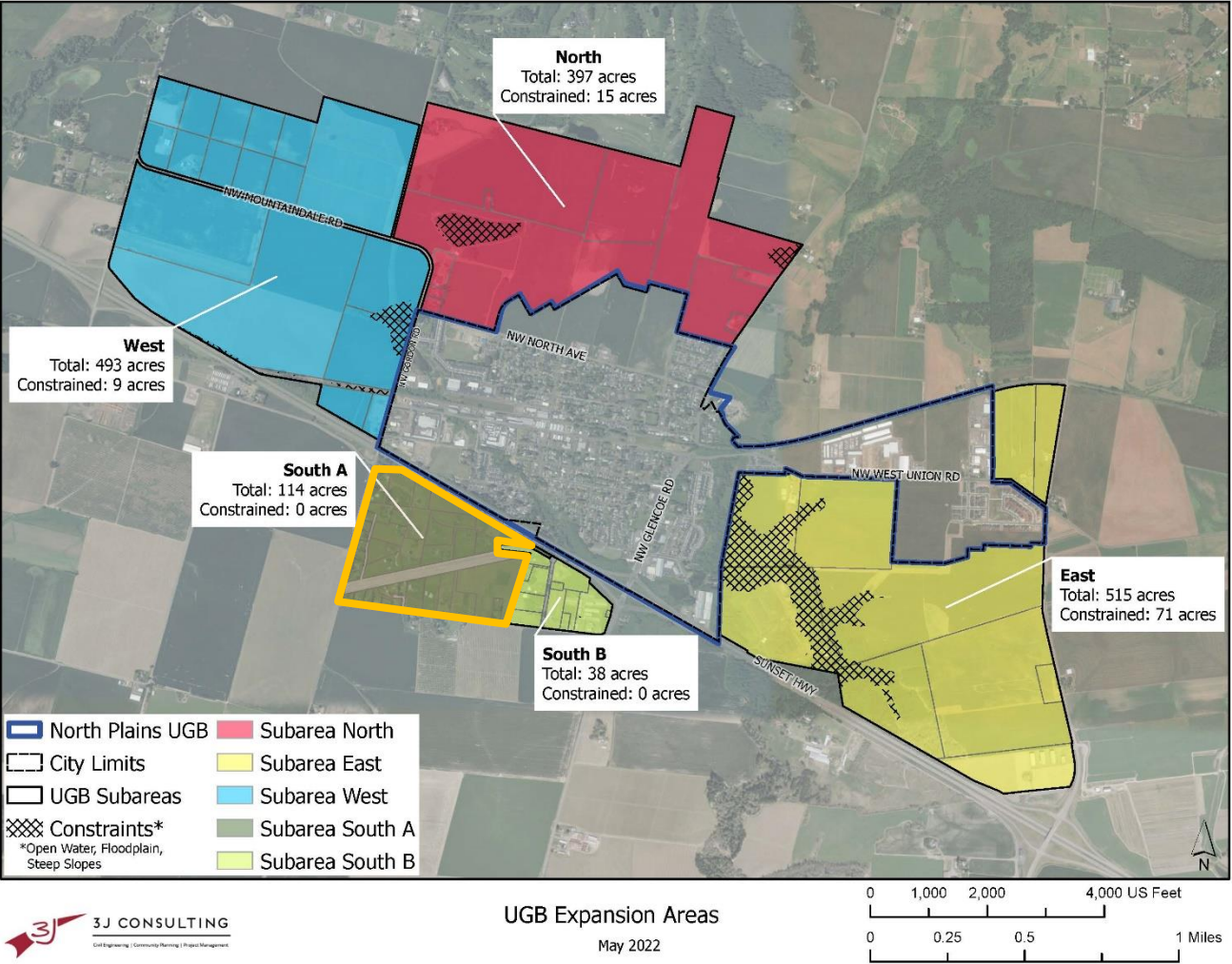
SOUTH SUBAREA A		Transportation Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - +2)	Comments
<p>South Subarea A is bounded by US 26 (north/northeast), NW Gordon Road (west), and NW 316th Place (east). South Subarea A is largely built out with large lot residential parcels. The subarea is divided by the Sunset Air Strip, a private airport managed and owned by the residential neighborhood located within South Subarea A.</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Black outline) UGB Subareas (Colored areas) Constraints* (Hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p> <p>3J CONSULTING Civil Engineering Community Planning Project Management UGB Expansion Areas May 2022</p>		Local Mobility	Has close proximity to established roadway and active transportation infrastructure, allowing for numerous multi-modal connections that are intuitive and feasible.	0	Area is located south of US 26 which has minimal local street connectivity to the established North Plains grid network. A connection is available via NW Gordon Road, but the bridge across US 26 does not accommodate bicycle and pedestrian movements.
		Regional Mobility	Provides direct, convenient, and efficient access to regional travel infrastructure.	+1	Despite being located adjacent to US 26, regional mobility is not direct and is dependent upon unimproved Washington County roadways to either the US 26/Glencoe Road and US 26/NW Dersham Road interchanges.
		Safe Access	Has safe and convenient access to schools, parks, shopping, and employment centers	0	Area is isolated with residential parcels built out with large lots. Access to and from the area are vehicle centric with no walking, biking, or rolling facilities to/from the subarea.
		Environmental	Avoids environmental impacts, including those to wetlands, streams, and exclusion areas.	+2	No known environmental or sensitive areas have been identified.
		Feasibility	Avoids necessary changes to existing and planned infrastructure identified in adopted planning documents.	0	The US 26/NW Glencoe Road Interchange Area Management Plan assumed limits future development within the area bounded by US 26, NW Gordon Road, and NW Beach Road. Future urbanization assumptions would require an updated IAMP to reevaluate and assess interchange infrastructure and access management upgrades. Urban standard upgrades would be needed along NW Beach Road and NW Gordon Road. The development of local infrastructure to serve long-term redevelopment will be a challenge.
		Balanced System	Provides equal opportunity of transportation choices and avoids reliance upon any one mode	0	Development will attract vehicular centric activity in an area with no active transportation connectivity. NW Gordon Rd and NW Beach Rd will need to be upgraded to provide balanced modal options accessing the sub area.
Summary					
South Subarea A has good regional mobility characteristics, but they are not as strong as South Subarea B. The existing land uses, and residential parcels occupy the majority of South Subarea A with limited inter subarea connectivity available due to the air strip. US 26 serves as a barrier to South Subarea A and limits future connectivity to the urbanized segments of North Plains.					

Table 21: Factor 2 Transportation South Subarea B Summary and Evaluation

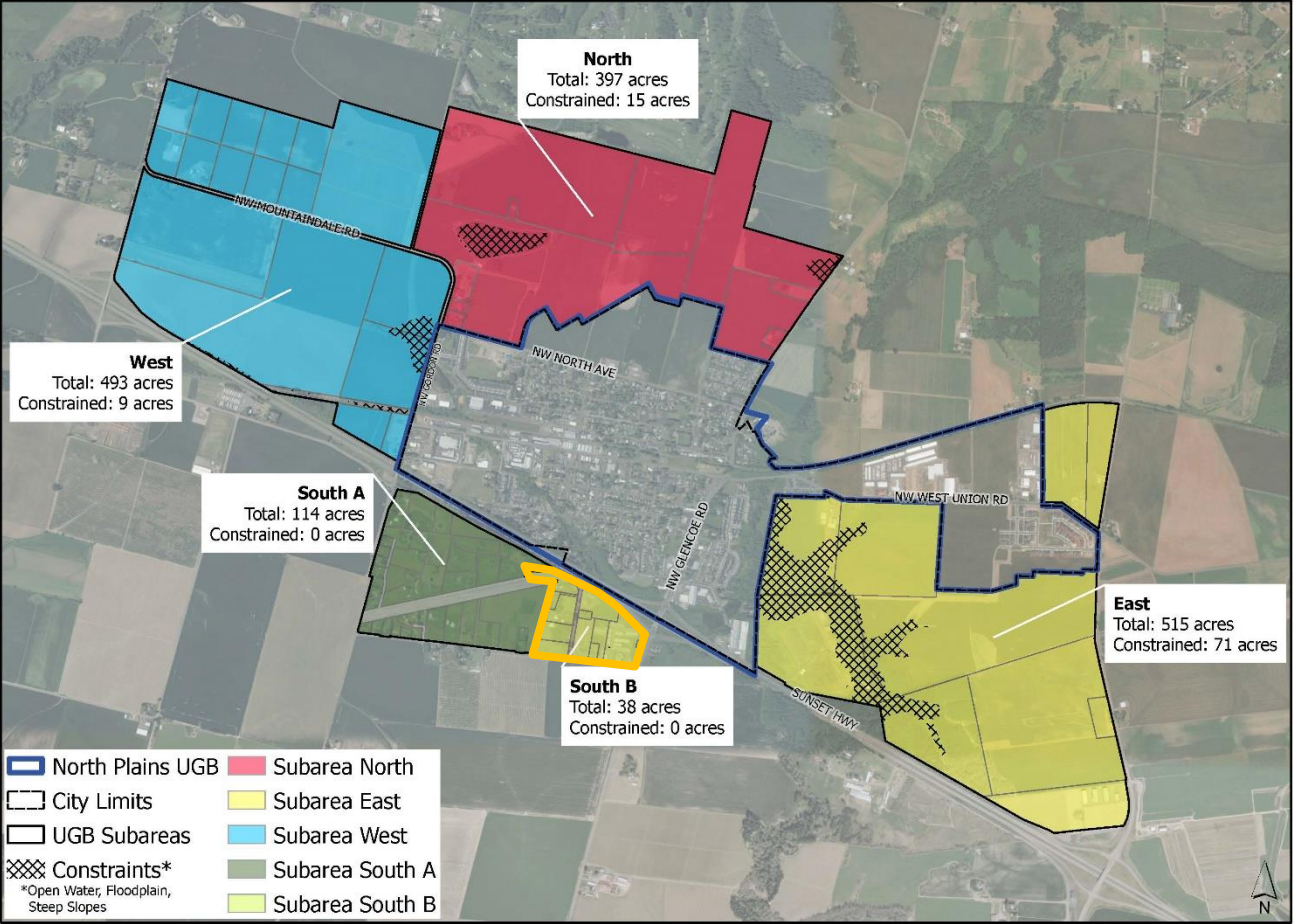
SOUTH SUBAREA B		Transportation Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - +2)	Comments
<p>South Subarea B is bounded by US 26 (north), NW 316th Place (west), NW Beach Road (south), and NW Glencoe Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB City Limits UGB Subareas Constraints* *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North Subarea East Subarea West Subarea South A Subarea South B</p> <p>3J CONSULTING Civil Engineering Community Planning Project Management</p> <p>UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Local Mobility	Has close proximity to established roadway and active transportation infrastructure, allowing for numerous multi-modal connections that are intuitive and feasible	0	Area is located south of US 26 which has no local street connectivity to the established North Plains grid network. A connection is available via NW Glencoe Road, but traversing this corridor is not ideal for all ages and abilities.
		Regional Mobility	Provides direct, convenient, and efficient access to regional travel infrastructure.	+2	Regional mobility is direct and convenient via NW Glencoe Road and the adjacent US 26/NW Glencoe Road interchange.
		Safe Access	Has safe and convenient access to schools, parks, shopping, and employment centers	0	Adjacent land uses and infrastructure are vehicle centric with limited access for people walking, biking, rolling. Access to essential destinations will require traversing the US 26/NW Glencoe Road interchange.
		Environmental	Avoids environmental impacts, including those to wetlands, streams, and exclusion areas.	+2	No known environmental or sensitive areas have been identified.
		Feasibility	Avoids necessary changes to existing and planned infrastructure identified in adopted planning documents.	0	The US 26/NW Glencoe Road Interchange Area Management Plan assumed limited future development/urbanization along the NW Beach Road corridor. Future urbanization assumptions would require an updated IAMP to reevaluate and assess interchange infrastructure and access management upgrades. Urban standard upgrades would be needed along NW Beach Road and NW Glencoe Road.
		Balanced System	Provides equal opportunity of transportation choices and avoids reliance upon any one mode	0	Development will attract vehicular centric activity in an area with limited active transportation connectivity.
Summary					
South Subarea B has strong regional mobility potential due to its proximity to the NW Glencoe Road interchange. However, US 26 serves as a barrier to South Subarea B and limits future connectivity to the urbanized segments of North Plains.					

Table 22: Factor 2 Transportation West Subarea Summary and Evaluation

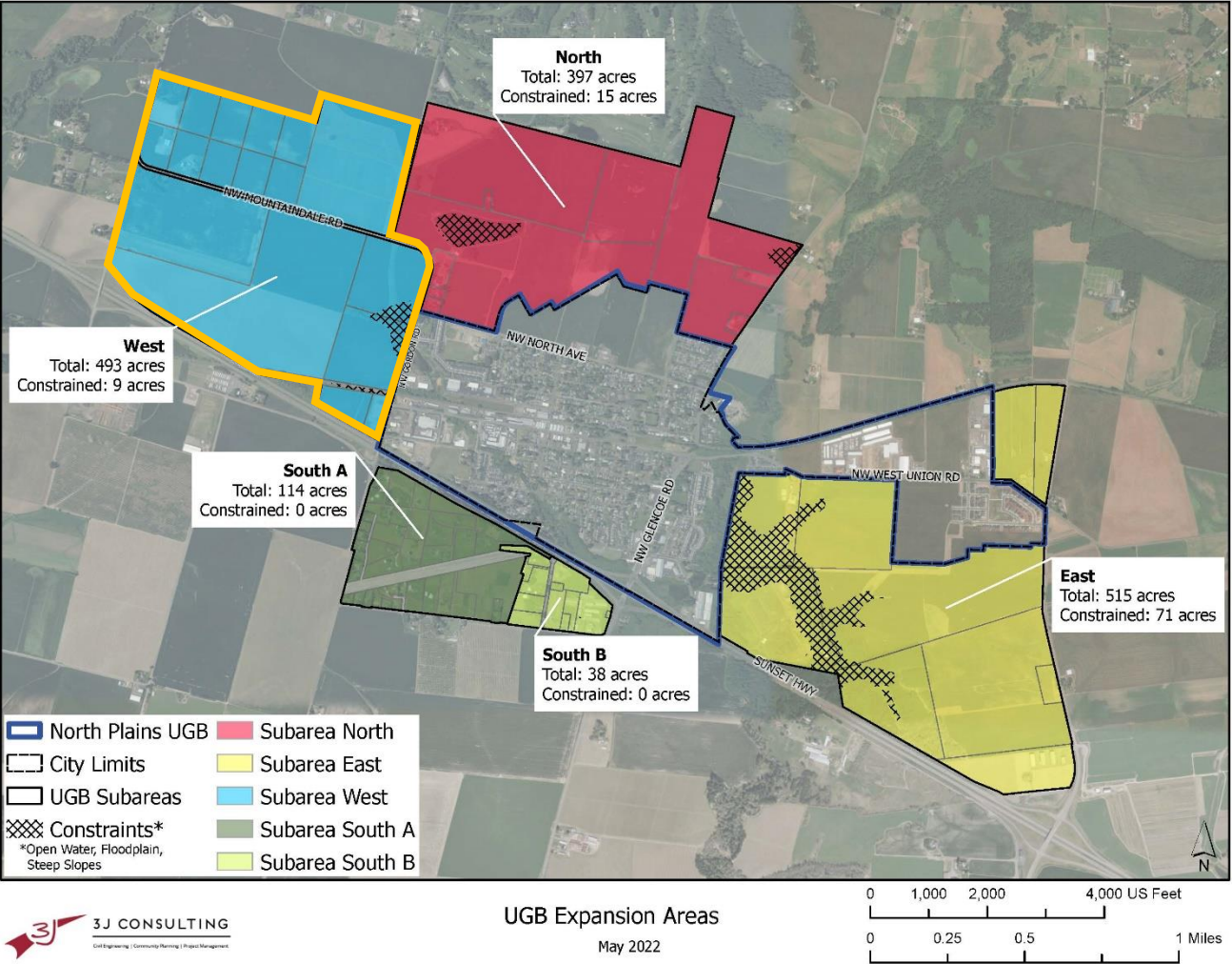
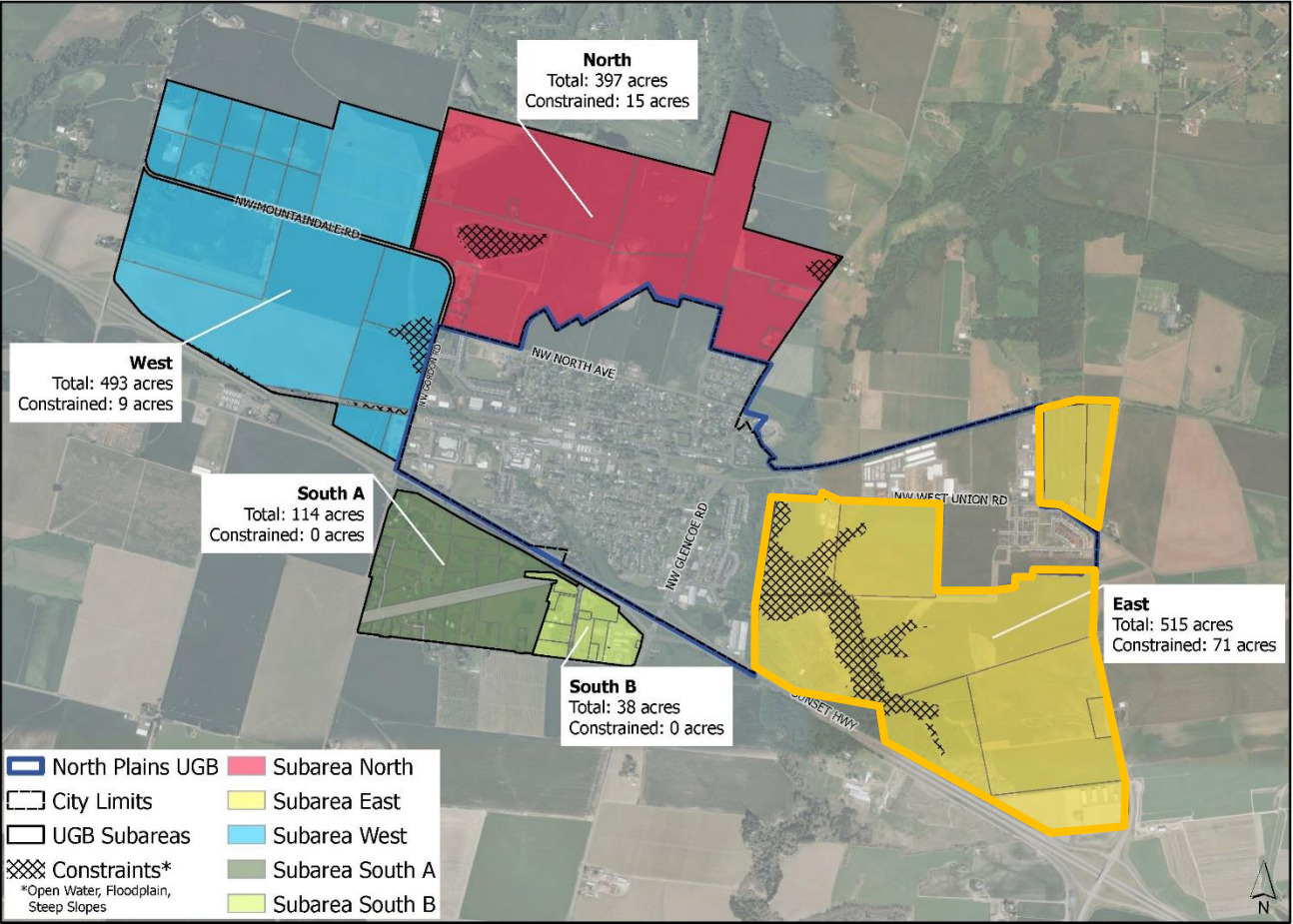
WEST SUBAREA		Transportation Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - +2)	Comments
<p>The West Subarea is bounded by Dersham Road (west), US 26 (south), and NW Gordon Road (east). The northern boundary of West Subarea is not confined by a physical limitation.</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Black outline) UGB Subareas (Colored areas) Subarea North (Red) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green) Constraints* (Hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>3J CONSULTING Civil Engineering / Community Planning / Project Management UGB Expansion Areas May 2022</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Local Mobility	Has close proximity to established roadway and active transportation infrastructure, allowing for numerous multi-modal connections that are intuitive and feasible	+1	Local street extensions across NW Gordon Road are limited based on existing development patterns and environmentally sensitive areas. There are opportunities to integrate collector street extensions via NW North Avenue, NW Commercial Street, and NW Cottage Street.
		Regional Mobility	Provides direct, convenient, and efficient access to regional travel infrastructure	+2	Regional connections are more directly available to the US 26/NW Dersham Road interchange via NW Mountaindale Road and NW Dersham Road. Significant levels of potential development may require modernization and upgrades of the US 26/Dersham Road interchange.
		Safe Access	Has safe and convenient access to schools, parks, shopping, and employment centers	0	Access to NW North Avenue and NW Commercial Street provide connections to essential destinations (North Plains Elementary School, parks, library, downtown amenities). Area connectivity will rely on upgrades to rural unimproved County roadways.
		Environmental	Avoids environmental impacts, including those to wetlands, streams, and exclusion areas.	+1	A small portion of the eastern area has some known environmental constraints.
		Feasibility	Avoids necessary changes to existing and planned infrastructure identified in adopted planning documents.	0	Railroad infrastructure splits the lower portion of the Area limiting the ability to integrate potential extensions of the NW Commercial Street and NW Cottage Street corridors. Development will require urban standard roadway upgrades to NW Mountaindale Road, NW Gordon Road, NW Dersham Road, and Pumpkin Ridge Road.
		Balanced System	Provides equal opportunity of transportation choices and avoids reliance upon any one mode	+1	Future development can integrate into the adjacent multimodal system, but it will require the extension and integration of new connections across the NW Gordon Road and NW Mountaindale Road. Transportation choices for the northern area will be most convenient and accessible through vehicular travel.
Summary					
The West Subarea has strong regional mobility potential to its proximity to the NW Dersham Road interchange. Integration with existing North Plains multimodal infrastructure to the east is challenged in many locations due to development patterns that limit local street connectivity, environmental constraints, and a railroad splitting the lower portion of the area. To establish connectivity, the eastern portion of the area would need to develop first and integrate into existing street networks. Development will rely on extension of NW North Avenue and urban upgrades of NW Mountaindale Road.					

Table 23: Factor 2 Transportation East Subarea Summary and Evaluation

EAST SUBAREA		Transportation Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - +2)	Comments
<p>The East Subarea is broken up into two portions. The larger portion is bounded by NW West Union Road (north), new residential development and Atfalati Ridge Elementary School (north), US 26 (south) and NW Jackson School Road (east). The smaller portion of the East Subarea is bounded by the railroad (north), industrial land uses adjacent to NW 298th Place (west), NW Jackson School Road (east) and NW West Union Road (south).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>3J CONSULTING Civil Engineering Community Planning Project Management UGB Expansion Areas May 2022</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Local Mobility	Has close proximity to established roadway and active transportation infrastructure, allowing for numerous multi-modal connections that are intuitive and feasible	+1	While close in proximity to the established local street network, local street extensions to the west are challenging due to McKay Creek. Local mobility will need to rely on access via NW West Union Road or a future connection over McKay Creek.
		Regional Mobility	Provides direct, convenient, and efficient access to regional travel infrastructure.	+2	Regional connections are available via NW West Union Road and NW Jackson School Road. The southeast portion has direct access to the NW Jackson School Road interchange which provides convenient regional mobility to the US 26 corridor.
		Safe Access	Has safe and convenient access to schools, parks, shopping, and employment centers	+1	Atfalati Ridge School and Sunset Ridge Park are located within the Subarea. Access to destinations in downtown are limited to NW West Union Road by McKay Creek. A shared use path along NW West Union Road provides safe access; however, the distance and reliance of a single connection are less favorable.
		Environmental	Avoids environmental impacts, including those to wetlands, streams, and exclusion areas.	0	Large portions of the East Area, primarily the western half are traversed by McKay Creek.
		Feasibility	Avoids necessary changes to existing and planned infrastructure identified in adopted planning documents.	+1	Future development in the eastern portion can occur without major investment upgrades to existing system as recent development in the Sunset Ridge subdivision was built to accommodate future roadway connections. The western portions of the East Area will require connections that navigate McKay Creek.
		Balanced System	Provides equal opportunity of transportation choices and avoids reliance upon any one mode	+1	Area provides an opportunity to balance transportation choices (if McKay Creek can be spanned) while also serving regional connections.
		Summary			
		In the East subarea, local mobility, safe access, and balanced multimodal connectivity to the established North Plains infrastructure to the west are limited by the need to span the McKay Creek corridor or rely on NW West Union Road. The western portion of the Subarea contains a large swath of environmentally sensitive land. The eastern portion of the Subarea has strong regional access and connectivity NW Jackson School Road interchange. The Subarea has strong opportunity for a mix of uses and development types.			

2b. ORDERLY AND ECONOMIC PROVISION OF PUBLIC FACILITIES AND SERVICES: PUBLIC UTILITIES

The following presents utility-related assessments for the City of North Plains to evaluate the serviceability for water, sanitary sewer, and storm drainage in UGB expansion subareas.

Subarea Evaluation and Utility Criteria

Utility improvements required to serve the proposed UGB expansion subareas were evaluated by reviewing relevant plans and policies, City Master Plans, existing infrastructure mapping, location of subareas, and other relevant information obtained from City staff.

Utility service needs of the UGB expansion areas are evaluated based on the following utility criteria:

Sanitary Sewer Service

- Does the subarea have existing sanitary infrastructure to support development?
- Does the subarea have planned sanitary infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Storm Drainage Service

- Does the subarea have existing storm infrastructure to support development?
- Does the subarea have planned storm infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Water Service

- Does the subarea have existing water infrastructure to support development?
- Does the subarea have planned water infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Evaluation Methodology

A scoring matrix was created to evaluate each subarea's utility service needs. The subareas are evaluated on Sanitary Sewer, Storm Drainage and Water with a scoring scale of 0 – +2.

The "Ideal Definition" summarizes the description in achieving the highest value (+2). Subareas that do not meet the ideal definition are scored zero (0), while subareas that partially meet the ideal definition are scored one (+1).

Tables 24-28 list evaluation criteria, results, and an overall utility service summary.

Summary of Findings

The East Subarea is the best prepared for expansion. The subarea has the best existing and planned utility infrastructure to support development with a low cost to provide utility service to the subareas. The North Subarea is the next best for development with existing water and storm infrastructure support, however, sanitary upsizing would be required.

South A Subarea, South B Subarea and West Subarea are the least prepared for expansion based on the utility evaluations. These subareas require the most infrastructure development and cost to provide utility service.

Table 24: Factor 2 Public Utilities North Subarea Utility Summary and Evaluation

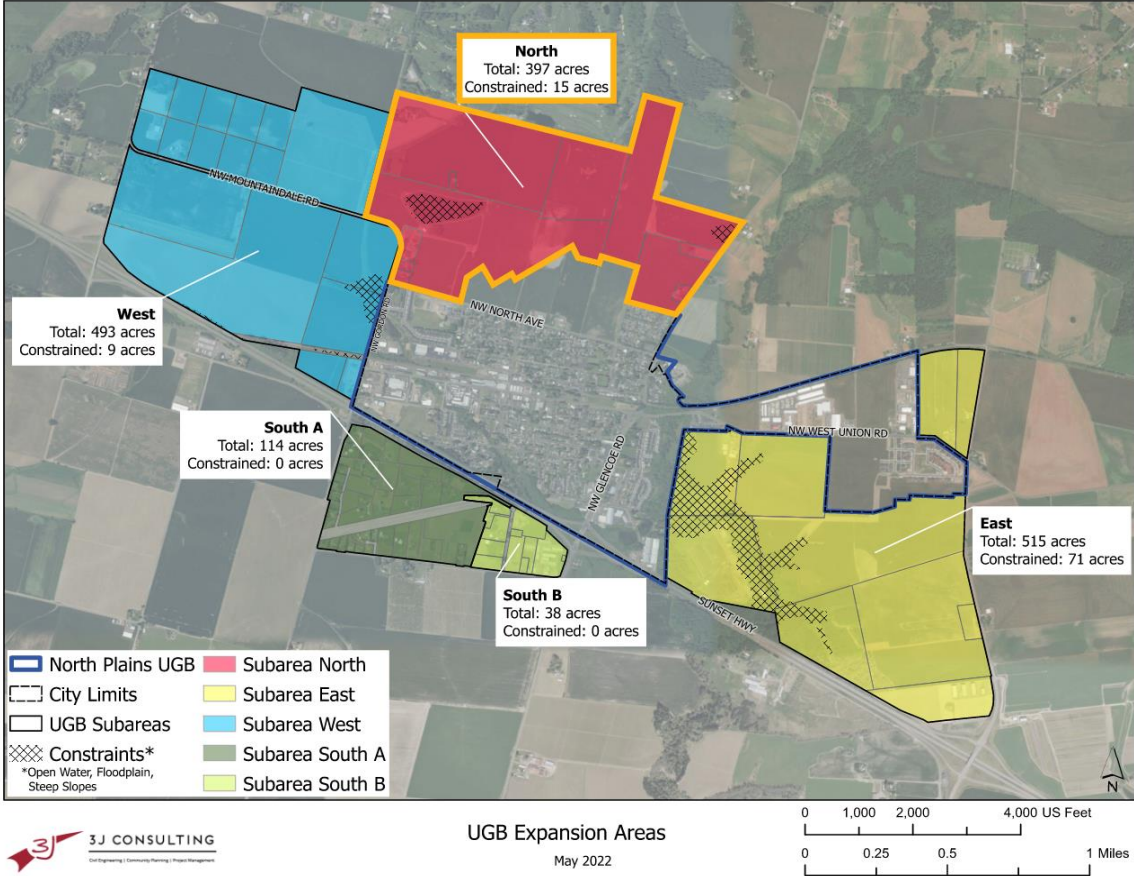
NORTH SUBAREA		Utility Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - 2)	Comments
<p>The North Subarea is bounded by Pumpkin Ridge Golf Club (north), Pumpkin Ridge Road and Mountaindale Road (west), North Avenue and recently incorporated, undeveloped land (south), and Shadybrook Road (east).</p>  <p>UGB Expansion Areas May 2022</p>		Sanitary Service	Has existing sanitary infrastructure or planned sanitary infrastructure to support development.	0	Existing sanitary facilities located just South of Subarea are not sized for expansion. Sanitary connections will be present, but downstream upgrades are required to serve the subarea.
		Storm Service	Has existing storm infrastructure or planned storm infrastructure to support development.	2	Existing storm facilities located just South of Subarea are adequately prepared for expansion. Storm connections will be present with the planned development to the south.
		Water Service	Has existing water infrastructure or planned water infrastructure to support development.	2	Proposed water facilities spread through entire region just South of Subarea. Water connections will be present with the planned development to the south.
		Summary			
		North Subarea has the potential to naturally tie into existing or planned storm and water infrastructure without the need for mainline extensions. The area just south of North Subarea is currently under development and will be completed within the next few years. Sanitary infrastructure exists in several regions just South of the Subarea, which will provide multiple tie in points but the system will likely need to be upsized to support the subarea development. The storm infrastructure has multiple tie in locations; but ditches also remain. The water system should provide many tie in points as there are many proposed locations adjacent North Subarea.			
		The cost to support the North Subarea is moderate since the downstream sanitary system will need upsizing.			

Table 25: Factor 2 Public Utilities South Subarea A Utility Summary and Evaluation

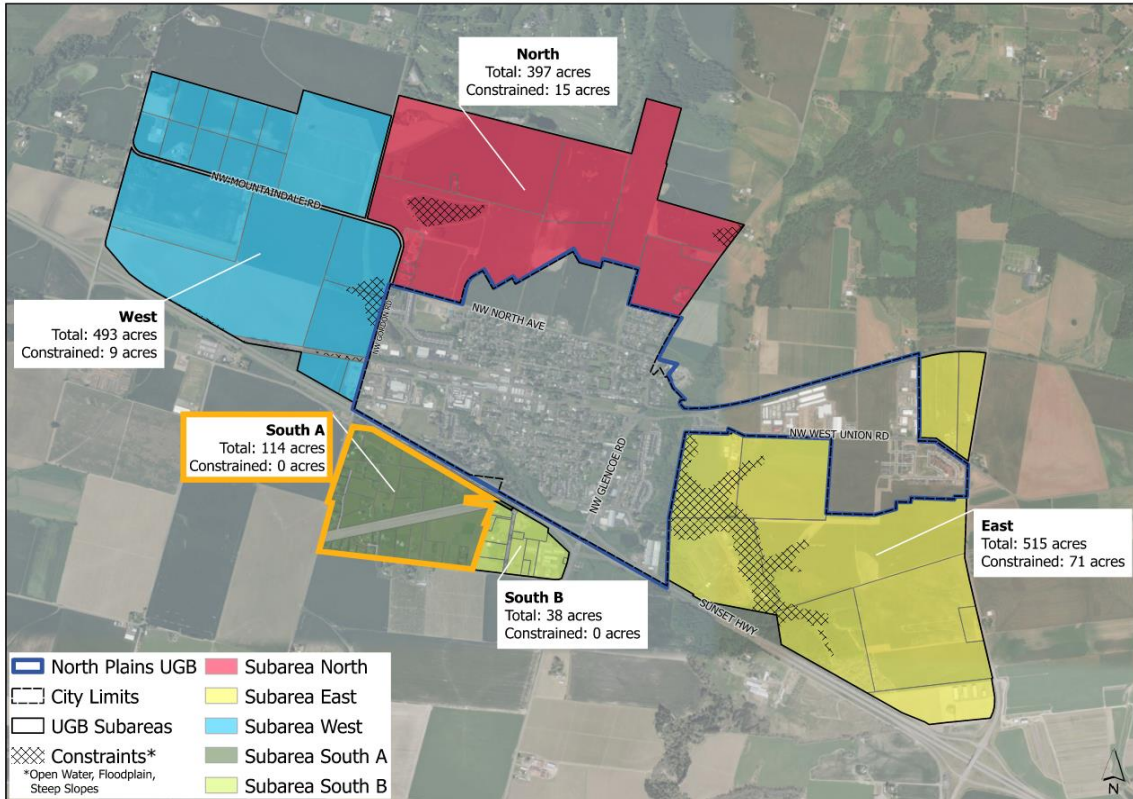
SOUTH SUBAREA A		Utility Evaluation Criteria		Evaluation Results																			
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - 2)	Comments																		
<p>South Subarea A is bounded by US 26 (north/northeast), NW Gordon Road (west), and NW 316th Place (east). South Subarea A is largely built out with large lot residential parcels. The subarea is divided by the Sunset Air Strip, a private airport managed and owned by the residential neighborhood located within South Subarea A.</p>  <p>The map displays the UGB Expansion Areas with the following data:</p> <table><tr><th>Subarea</th><th>Total Acres</th><th>Constrained Acres</th></tr><tr><td>North</td><td>397</td><td>15</td></tr><tr><td>West</td><td>493</td><td>9</td></tr><tr><td>South A</td><td>114</td><td>0</td></tr><tr><td>South B</td><td>38</td><td>0</td></tr><tr><td>East</td><td>515</td><td>71</td></tr></table> <p>Legend:</p> <ul style="list-style-type: none">North Plains UGB (Blue outline)City Limits (Dashed line)UGB Subareas (Colored areas)Constraints* (Cross-hatched areas)*Open Water, Floodplain, Steep Slopes <p>Scale: 0 to 4,000 US Feet / 0 to 1 Miles</p> <p>3J CONSULTING May 2022</p>		Subarea	Total Acres	Constrained Acres	North	397	15	West	493	9	South A	114	0	South B	38	0	East	515	71	Sanitary Service	Has existing sanitary infrastructure or planned sanitary infrastructure to support development.	0	No existing or proposed sanitary infrastructure on South side of US 26 near or adjacent to the subarea.
		Subarea	Total Acres	Constrained Acres																			
		North	397	15																			
		West	493	9																			
South A	114	0																					
South B	38	0																					
East	515	71																					
Storm Service	Has existing storm infrastructure or planned sanitary infrastructure to support development.	0	No existing or proposed sanitary infrastructure on South side of US 26 near or adjacent to the subarea.																				
Water Service	Has existing water infrastructure or planned sanitary infrastructure to support development.	0	Nearest water infrastructure is on other side of US 26; JWC Supply Pipeline runs through South B Subarea, but will require PRV for service in the area.																				
Summary																							
<p>South A Subarea does not have readily available sanitary, storm, or water infrastructure to tie into. Existing and proposed sanitary and storm infrastructure exist on the other side of US 26 (east side) and nearby water infrastructure located in South Subarea B relies on an addition of a PRV to the JWC Supply Pipeline. Mainline extensions for sanitary, storm and water would be required to service the subarea.</p> <p>The cost to support the South A Subarea would be significant comparatively to other subareas due to the need to build supportive utility infrastructure to service the area.</p>																							

Table 26: Factor 2 Public Utilities South Subarea B Utility Summary and Evaluation

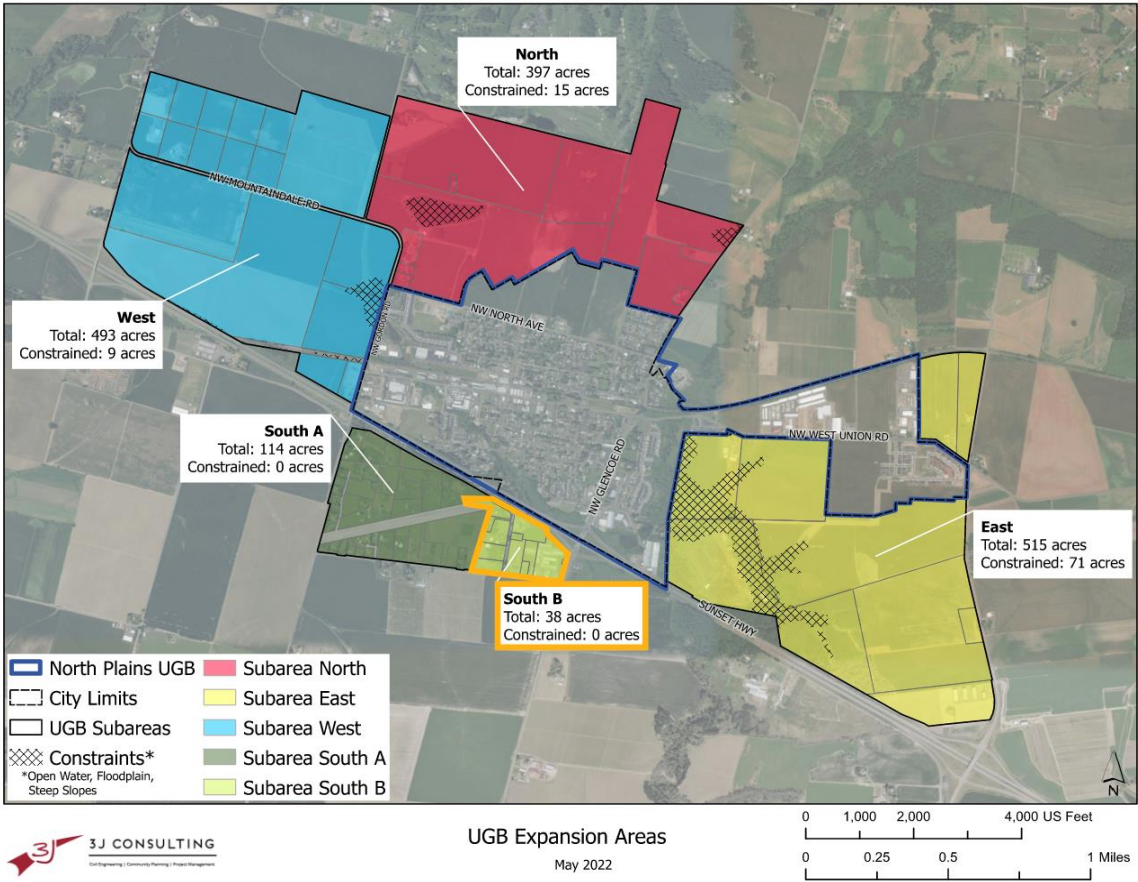
SOUTH SUBAREA B		Utility Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - 2)	Comments
<p>South B Subarea is bounded by US 26 (north), NW 316th Place (west), NW Beach Road (south), and NW Glencoe Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Red) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Orange)</p> <p>3J CONSULTING Civil Engineering • Community Planning • Project Management UGB Expansion Areas May 2022</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Sanitary Service	Has existing sanitary infrastructure or planned sanitary infrastructure to support development.	0	No existing or proposed sanitary infrastructure on South side of US 26 between Gordon Rd and Glencoe Rd.
		Storm Service	Has existing storm infrastructure or planned sanitary infrastructure to support development.	0	No existing or proposed sanitary infrastructure on South side of US 26 between Gordon Rd and Glencoe Rd.
		Water Service	Has existing water infrastructure or planned sanitary infrastructure to support development.	1	Nearest water infrastructure is on other side of US 26. JWC Supply Pipeline runs through the subarea, but will require PRV for service in the area.
		Summary			
		South B Subarea does not have readily available sanitary or storm infrastructure to tie into; available water infrastructure relies on an addition of a PRV to the JWC Supply Pipeline. Existing and proposed sanitary and storm infrastructure exist on the other side of US 26 (east side). Mainline extensions for sanitary and storm would be required to service the subarea.			
		The cost to support the South B Subarea would be significant comparatively to other subareas due to the need to build supportive utility infrastructure to service the area.			

Table 27: Factor 2 Public Utilities West Subarea Utility Summary and Evaluation

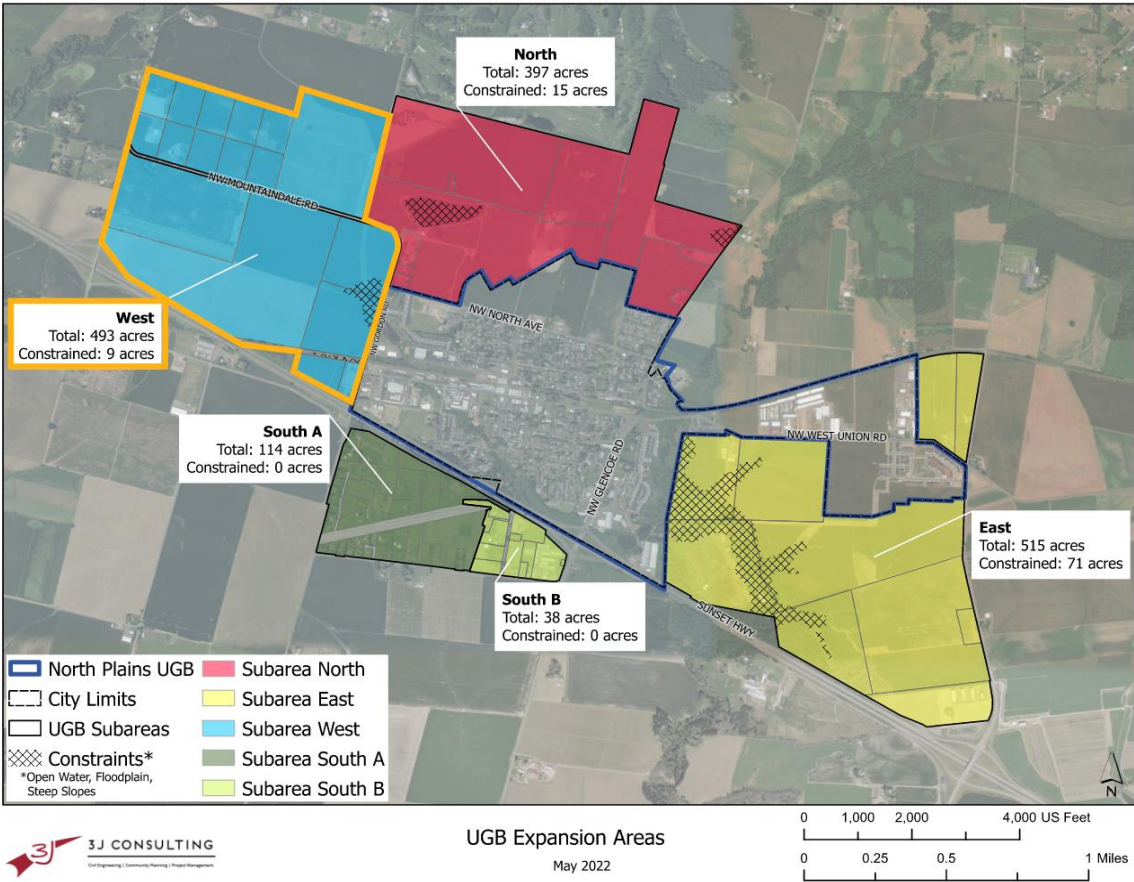
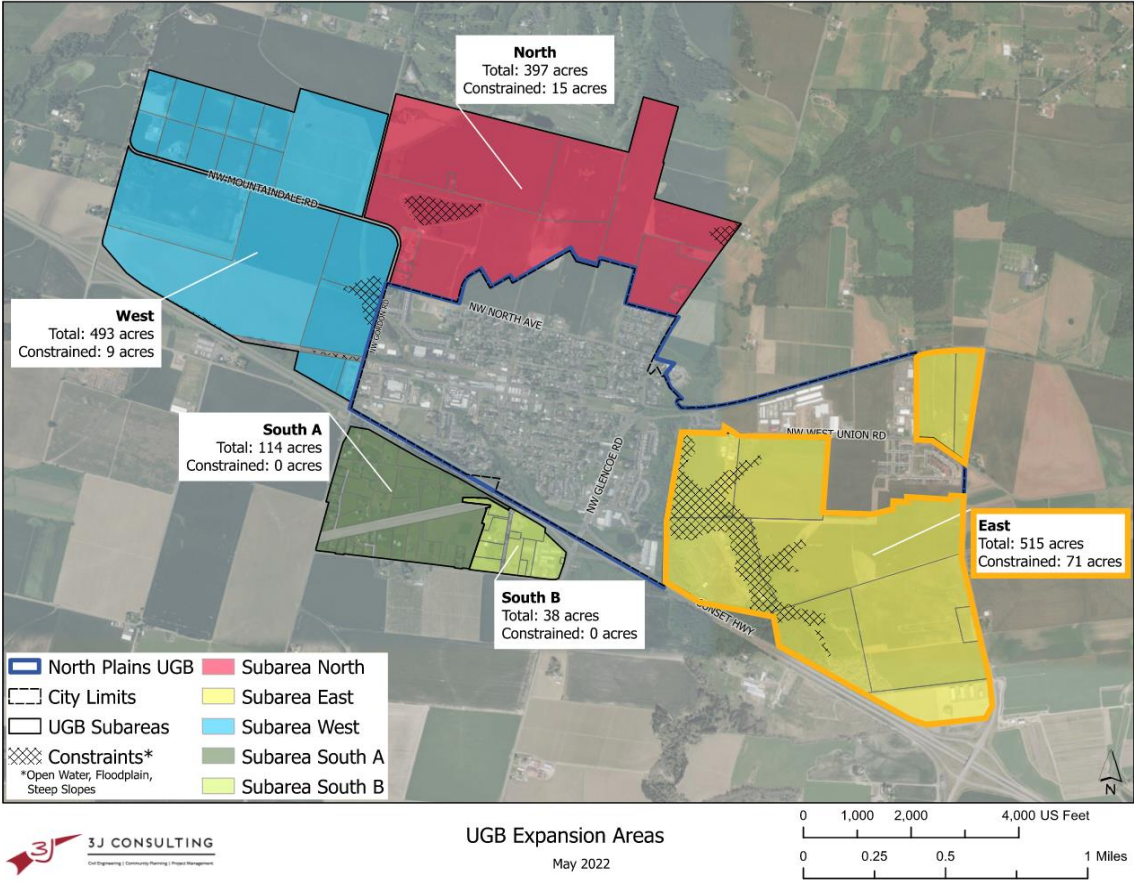
WEST SUBAREA		Utility Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - 2)	Comments
<p>The West Subarea is bounded by Dersham Road (west), US 26 (south), and NW Gordon Road (east). The northern boundary of West Subarea is not confined by a physical limitation.</p>  <p>The map displays the UGB Expansion Areas for the West Subarea. It is divided into five subareas: West (blue), North (red), South A (green), South B (light green), and East (yellow). Each subarea is labeled with its total acreage and the number of acres constrained. The West subarea is bounded by Dersham Road to the west, US 26 to the south, and NW Gordon Road to the east. The North subarea is bounded by NW Mountain Dale Road to the west and NW North Ave to the south. The South A subarea is bounded by NW North Ave to the north and NW Service Rd to the east. The South B subarea is bounded by NW Service Rd to the north and Sunset Hwy to the east. The East subarea is bounded by NW West Union Rd to the north and Sunset Hwy to the south. The map also shows city limits, UGB subareas, and constraints (open water, floodplain, steep slopes). A scale bar indicates distances in US feet (0 to 4,000) and miles (0 to 1). The map is dated May 2022 and includes the 3J Consulting logo.</p>		Sanitary Service	Has existing sanitary infrastructure or planned sanitary infrastructure to support development.	0	Existing sanitary infrastructure exists at the southeastern edge of West Subarea and existing infrastructure near the northeastern edge isn't far. A pump station and mainline extension will likely be required to support the entire subarea.
		Storm Service	Has existing storm infrastructure or planned sanitary infrastructure to support development.	1	Existing storm infrastructure exists along the eastern edge of the subarea. Ditches and creeks exist along the eastern portion of the UGB. Mainline extension or downstream deficiency upgrades would be required to support the entire subarea.
		Water Service	Has existing water infrastructure or planned sanitary infrastructure to support development.	1	Existing and proposed water infrastructure adjacent UGB and West Subarea. Upgrades to identified deficiencies would need to occur.
		Summary			
		West Subarea has the potential to naturally tie into storm infrastructure for some portions of the subarea. A sanitary pump station will likely be required to support the subarea. Existing water infrastructure adjacent to the West Subarea has identified deficiencies which would need to be upgraded to support servicing subarea. The potential need for sanitary or storm mainline extension would likely be required to support the entire subarea.			
		The cost to support the West Subarea would be significant comparatively to other subareas.			

Table 28: Factor 2 Public Utilities East Subarea Utility Summary and Evaluation

EAST SUBAREA		Utility Evaluation Criteria		Evaluation Results	
Concept Description and Illustration		Evaluation Criteria	Ideal Definition	Score (0 - 2)	Comments
<p>The East Subarea is broken up into two portions. The larger portion is bounded by NW West Union Road (north), new residential development and Atfalati Ridge Elementary School (north), US 26 (south) and NW Jackson School Road (east). The smaller portion of the East Subarea is bounded by the railroad (north), industrial land uses adjacent to NW 298th Place (west), NW Jackson School Road (east), and NW West Union Road (south).</p>  <p>The map illustrates the UGB Expansion Areas, divided into five subareas: North (red, 397 acres total, 15 acres constrained), West (blue, 493 acres total, 9 acres constrained), South A (green, 114 acres total, 0 acres constrained), South B (light green, 38 acres total, 0 acres constrained), and East (yellow, 515 acres total, 71 acres constrained). The map also shows city limits, UGB subareas, and constraints such as open water, floodplain, and steep slopes. A legend and scale bar are included.</p>		Sanitary Service	Has existing sanitary infrastructure or planned sanitary infrastructure to support development.	2	Existing sanitary facilities exist at the north, south and middle of the subarea. The subarea is adequately prepared for expansion.
		Storm Service	Has existing storm infrastructure or planned sanitary infrastructure to support development.	2	Existing storm facilities are adjacent to subarea and McKay Creek runs through the western portion of the subarea. The subarea is adequately prepared for expansion.
		Water Service	Has existing water infrastructure or planned sanitary infrastructure to support development.	2	Existing water facilities are adjacent to subarea to the north and planned water is adjacent to the subarea to the east. The subarea is adequately prepared for expansion. A fire flow deficiency has been identified at the most northeastern portion of the subarea where upgrades are required.
		Summary			
		East Subarea has the potential to naturally tie into the existing sanitary, storm, and water infrastructure. Sanitary infrastructure passes through the subarea and provides multiple tie in possibilities. Storm infrastructure is adjacent to the subarea along with McKay Creek running through the western portion of the subarea. Existing and planned water infrastructure is adjacent to the subarea in multiple locations, however, there is an identified fire flow deficiency at the northeastern most portion of the subarea which will need to be fixed prior to developemnt of that portion. With multiple tie in points for each of the previously listed utilities, the area is well equipped for expansion.			
		The cost to support the East Subarea is low since most infrastructure exists or is already planned.			

3. COMPARATIVE ENVIRONMENTAL, ENERGY, ECONOMIC AND SOCIAL CONSEQUENCES

The Goal 14 Boundary Location Factor Analysis requires research of the Economic, Social, Environmental, and Energy (ESEE) consequences of developing within each proposed subarea. The ESEE consequences were used to determine potential positive or negative consequences of development. Like the other boundary location analyses, the ESEE analysis does not provide a definitive conclusion as to where the North Plains UGB should be expanded but contains information to help inform decision makers.

The ESEE consequences were identified using several points of data. Information was gleaned from Metro's Regional Land Information System, Google Earth, Washington County, and USDA Cropscape datasets. Each ESEE category was measured against a set metrics, and given a score from 0 to +2, with 0 being the lowest/most likely for negative consequences, and 2 being the highest/most likely for positive consequences. Each ESEE category was given a score based on potential **Residential** or **Employment** (industrial and commercial) uses, as shown in Tables 29-33.

Economic

The economic consequences of developing each subarea include:

- Cost of land/transportation facilities/utilities/services
- Parcel size (employment- specific uses)
- Development potential (i.e., existing uses)
- Balancing residential and employment priorities for a diversified tax base

Social

The social consequences of developing each subarea include:

- Ease of access to services such as schools, parks, library, commercial services
- Community health indicators such as increased physical activity via active transportation and recreational offerings
- Compatible nearby uses
- Cost of construction (i.e., cost of land and utility provision per unit or lot)
- Balancing residential and employment priorities to reverse the bedroom community trend

Environmental

The environmental consequences of developing each subarea include:

- Hazard Risk (slope, floodplain)
- Goal 5 resources present

Energy

The energy consequences of developing each subarea include:

- Ability to reduce VMT of development
- Alternate modes of transportation feasible
- Heating/cooling of structures (i.e., existing large trees)

• Table 29: Factor 3 North Subarea Summary and Evaluation

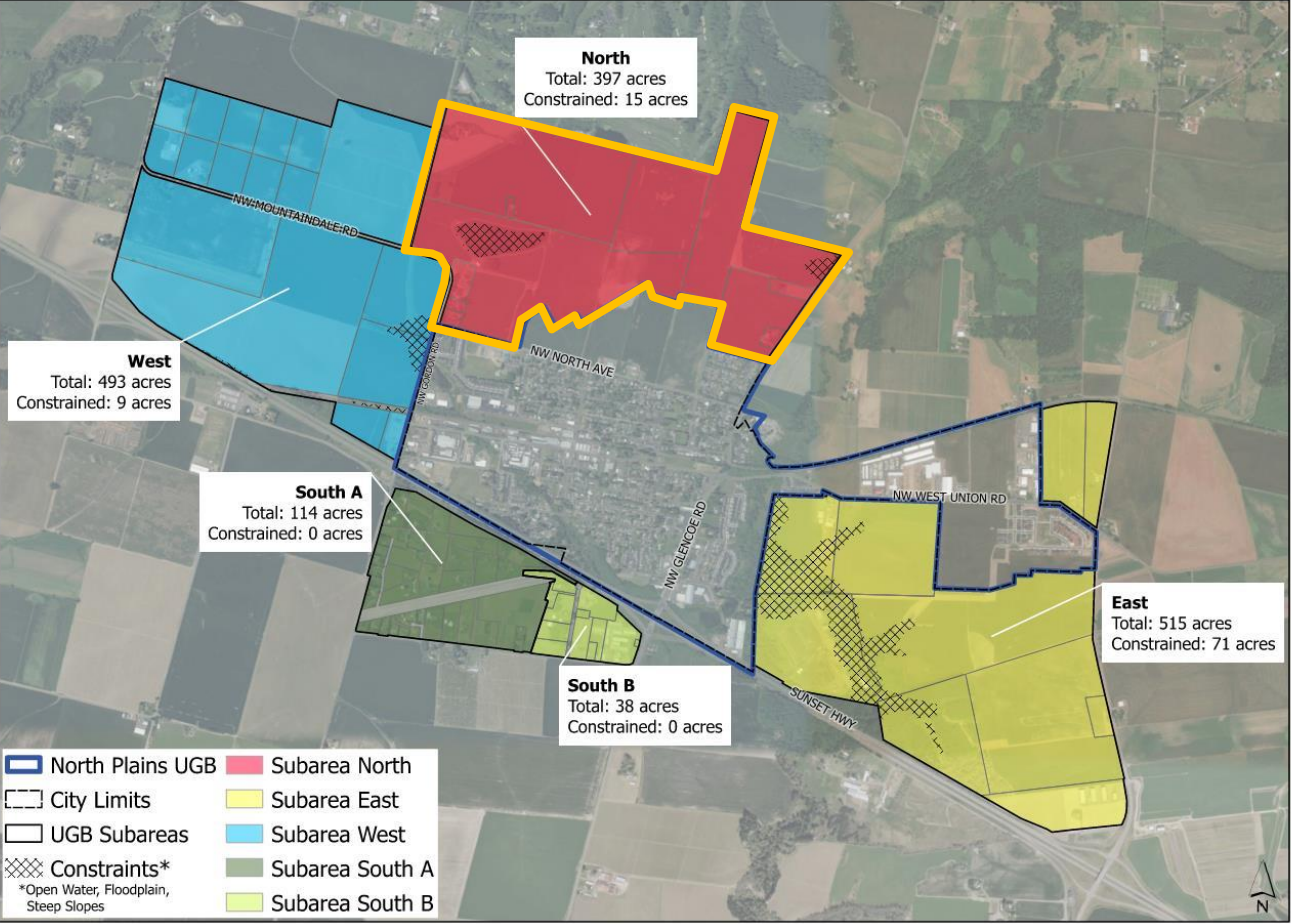
NORTH SUBAREA		Evaluation Criteria		Evaluation Results	
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments
<p>The North Subarea is bounded by Pumpkin Ridge Golf Club (north), Pumpkin Ridge Road and Mountindale Road (west), North Avenue and recently incorporated, undeveloped land (south), and Shadybrook Road (east).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>North Plains UGB City Limits UGB Subareas Constraints* *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North Subarea East Subarea West Subarea South A Subarea South B</p> <p>3J CONSULTING UGB Expansion Areas May 2022</p> <p>0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		Economic	<ul style="list-style-type: none">• Low cost of land/transportation facilities/utilities/services• Variety of parcel sizes• High development potential	R=2 E=1	Land uses south of the North Subarea are predominantly residential (R-2.5 and R-7.5). The new Brynhill Development adds about 500 residential units and the new North Plains Elementary School. The North Subarea consists of large parcels, which may have positive outcomes for development return on investment, and sanitary sewer and water service can efficiently tie into existing and planned infrastructure. Plans to extend Main Street north are conducive to development.
		Social	<ul style="list-style-type: none">• Easy access to services• Active transportation and recreational offerings• Compatible nearby uses• Lower cost of construction	R=2 E=1	No steep slopes or other hazards exist in the subarea. The North Subarea abuts residential uses and the North Plains Elementary School to the south. The subarea is in close proximity to commercial activities in downtown North Plains. Due to these considerations, the North Subarea has the potential for continuous and safe multimodal transportation networks, which is a safety benefit to residents, students, and visitors. The subarea does contain two cemetery sites on small lots, and the Lind Reservoir area is likely to development as park land in the future.
		Environmental	<ul style="list-style-type: none">• No presence of Goal 5 resources• Low hazard risks	R=2 E=2	Future development in the North Subarea will need to account for the Lind Reservoir, which is classified as a wetland, and a few smaller environmental constraints. The area does not contain steep slopes, streams, or other areas of environmental constraints.
		Energy	<ul style="list-style-type: none">• Opportunities to reduce VMT of development• Opportunities for alternate modes of transportation• Presence of heating/cooling structures	R=1 E=1	As opportunities exist to connect North Subarea to the urbanized areas of North Plains via NW North Ave and Main St, the subarea has strong potential to provide multimodal transportation options to residents and visitors, resulting in decreased VMT. The area does not currently have a vast or established tree canopy as agricultural uses cover much of the area.
		Summary			
		The North Subarea, consists of large, unconstrained parcels, is adjacent to residential uses and can tie in efficiently to city utilities and existing and planned vehicle and active transportation networks. The Lind Reservoir could develop as park land, creating recreational opportunities for residents, and the ease of access to commercial services in the subarea, as well as nearby areas, reduces VMT.			

Table 30: Factor 3 South A Subarea Summary and Evaluation

SOUTH SUBAREA A		Evaluation Criteria		Evaluation Results																			
Description and Illustration		Evaluation Criteria	Metrics	Score	Comments																		
<p>South Subarea A is bounded by US 26 (north/northeast), NW Gordon Road (west), and NW 316th Place (east). South Subarea A is largely built out with large lot residential parcels. The subarea is divided by the Sunset Air Strip, a private airport managed and owned by the residential neighborhood located within South Subarea A.</p> <table border="1"><thead><tr><th>Subarea</th><th>Total Acres</th><th>Constrained Acres</th></tr></thead><tbody><tr><td>North</td><td>397</td><td>15</td></tr><tr><td>West</td><td>493</td><td>9</td></tr><tr><td>South A</td><td>114</td><td>0</td></tr><tr><td>South B</td><td>38</td><td>0</td></tr><tr><td>East</td><td>515</td><td>71</td></tr></tbody></table>		Subarea	Total Acres	Constrained Acres	North	397	15	West	493	9	South A	114	0	South B	38	0	East	515	71	Economic	<ul style="list-style-type: none">Low cost of land/transportation facilities/utilities/servicesVariety of parcel sizesHigh development potential	R=0 E=0	Parcels south of South Subarea A are primarily residential and agricultural. Zoning includes 22 parcels of RR-5, 15 parcels of AF-5, one parcel of AF-20, and three parcels of EFU. Most of the area is within the Air Acres development and the Sunset Airstrip overlay districts. Compared to other subareas, many of the lots in South Subarea A are small and considered exception land. Highway 26 provides regional mobility, but is a barrier to reaching North Plains' civic and commercial amenities by walking or biking. Internal circulation would be a challenge due to the air strip. Utilities development would be costly as mainline extensions would be required for water and sanitary sewer.
Subarea	Total Acres	Constrained Acres																					
North	397	15																					
West	493	9																					
South A	114	0																					
South B	38	0																					
East	515	71																					
		Social	<ul style="list-style-type: none">Easy access to servicesActive transportation and recreational offeringsCompatible nearby usesLower cost of construction	R=0 E=1	Highway 26 separates South Subarea A from the current North Plains UGB. This physical and mental barrier may have negative social consequences for residents and visitors traveling to and from South Subarea A. Air Acres residences to the south of South Subarea A hold restrictive covenants and development specifications in accordance with the airport overlay district, which could create a disjointed residential area. Utilities development would be costly as mainline extensions would be required for water and sanitary sewer.																		
		Environmental	<ul style="list-style-type: none">No presence of Goal 5 resourcesLow hazard risks	R=2 E=2	South Subarea A does not contain wetlands, steep slopes, or floodplains.																		
		Energy	<ul style="list-style-type: none">Opportunities to reduce VMT of developmentOpportunities for alternate modes of transportationPresence of heating/cooling structures	R=0 E=0	While South Subarea A is connected regionally via Highway 26, the area is separated from urbanized North Plains via the highway. Ultimately, this may cause auto-centric development, which has negative implication for VMT and alternative modes of transportation. Current agricultural uses do not support an established and extensive tree canopy.																		
Summary																							
South Subarea A is not well-suited for future development. Highway 26 creates a physical and mental barrier to the urbanized areas of North Plains. The adjacent Air Acres development and the airport overlay district hold restrictive covenants or development specifications, which could create a disjointed residential area, and vehicle-centric development in the area would increase VMT.																							

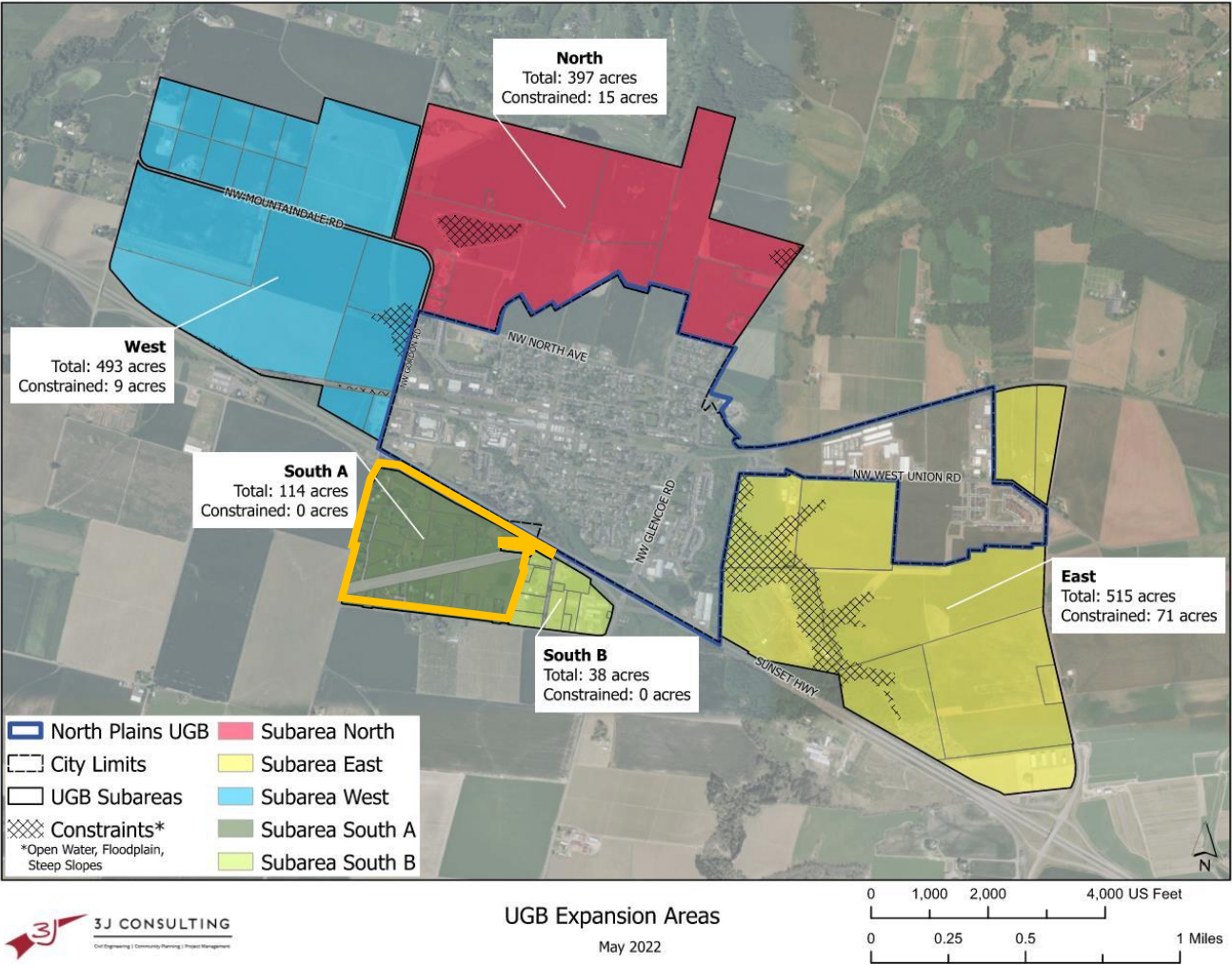


Table 31: Factor 3 South Subarea B Summary and Evaluation

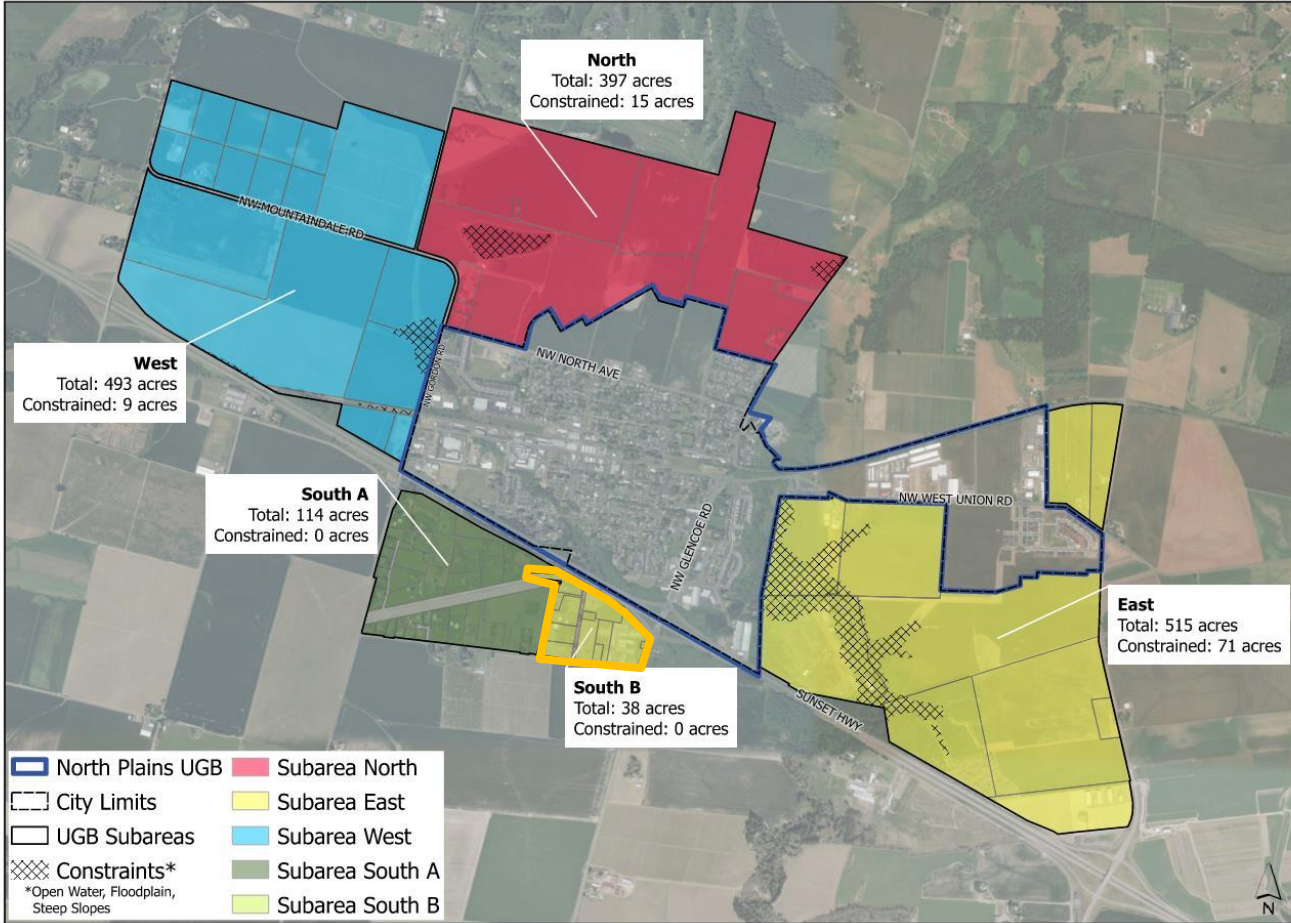
SOUTH SUBAREA B		Evaluation Criteria		Evaluation Results		
Description and Illustration		Evaluation Criteria	Metrics	Score	Comments	
<p>South Subarea B is bounded by US 26 (north), NW 316th Place (west), NW Beach Road (south), and NW Glencoe Road (east).</p> 		Economic	<ul style="list-style-type: none">• Low cost of land/transportation facilities/utilities/services• Variety of parcel sizes• High development potential	R=0 E=2	Current uses in South Subarea B are agricultural and rural industrial (R-IND) and rural commercial (R-COM), including a retail and wholesale seed company, Jewett Cameron Seed Company, on the R-IND and R-COM parcels. The subarea is predominantly exception land. Highway 26 and Glencoe Rd provide regional and local access, and adjacent uses to the north include C-2 (Highway Commercial) and North Plains Veteran Park. Highway 26 provides visibility to commercial uses in the subarea. Utilities for water, sanitary sewer, and stormwater would have to be developed in the subarea.	
			<ul style="list-style-type: none">• Easy access to services• Active transportation and recreational offerings• Compatible nearby uses• Lower cost of construction	R=0 E=2	Highway 26 and Glencoe Road provide visibility to commercial uses in the subarea, but it is a barrier for residential uses. Current land uses and zoning in the subarea are supportive of commercial or industrial development.	
			<ul style="list-style-type: none">• No presence of Goal 5 resources• Low hazard risks	R=2 E=2	South Subarea B does not contain steep slopes, wetlands, or floodplains.	
			<ul style="list-style-type: none">• Opportunities to reduce VMT of development• Opportunities for alternate modes of transportation• Presence of heating/cooling structures	R=0 E=1	Residential development of South Subarea B would encourage auto-centric development as Highway 26 makes it difficult to connect via alternative modes of transportation. This would have negative implications for VMT. The area is currently used as industrial and commercial spaces, so redevelopment with similar uses would be more efficient.	
		Summary				
		Land uses and zoning in South Subarea B support commercial and industrial uses, increasing the diversity of economic offerings in North Plains. Highway 26 acts as a benefit to auto-centric commercial activities due to accessibility and visibility.				

Table 32: Factor 3 West Subarea Summary and Evaluation

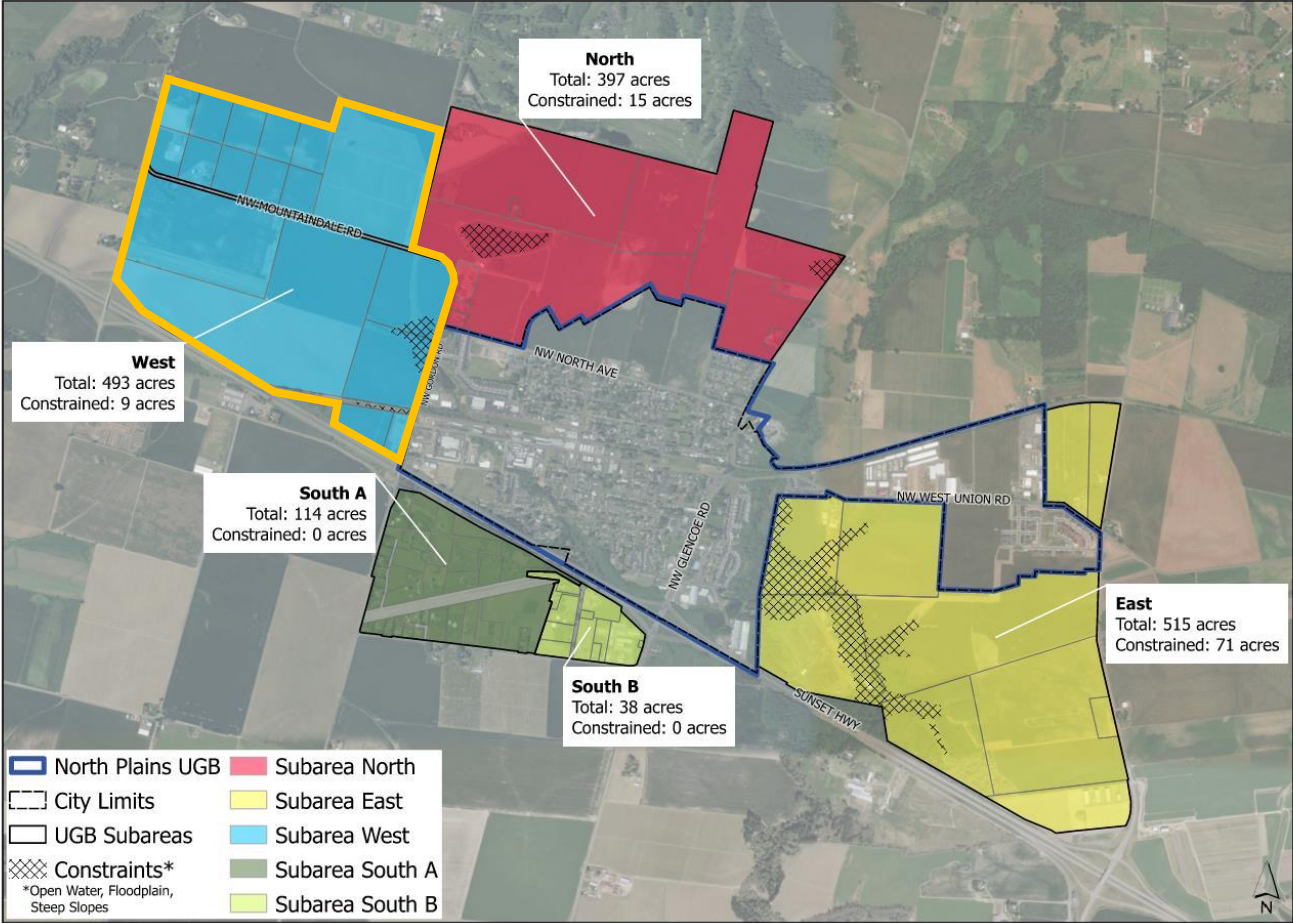
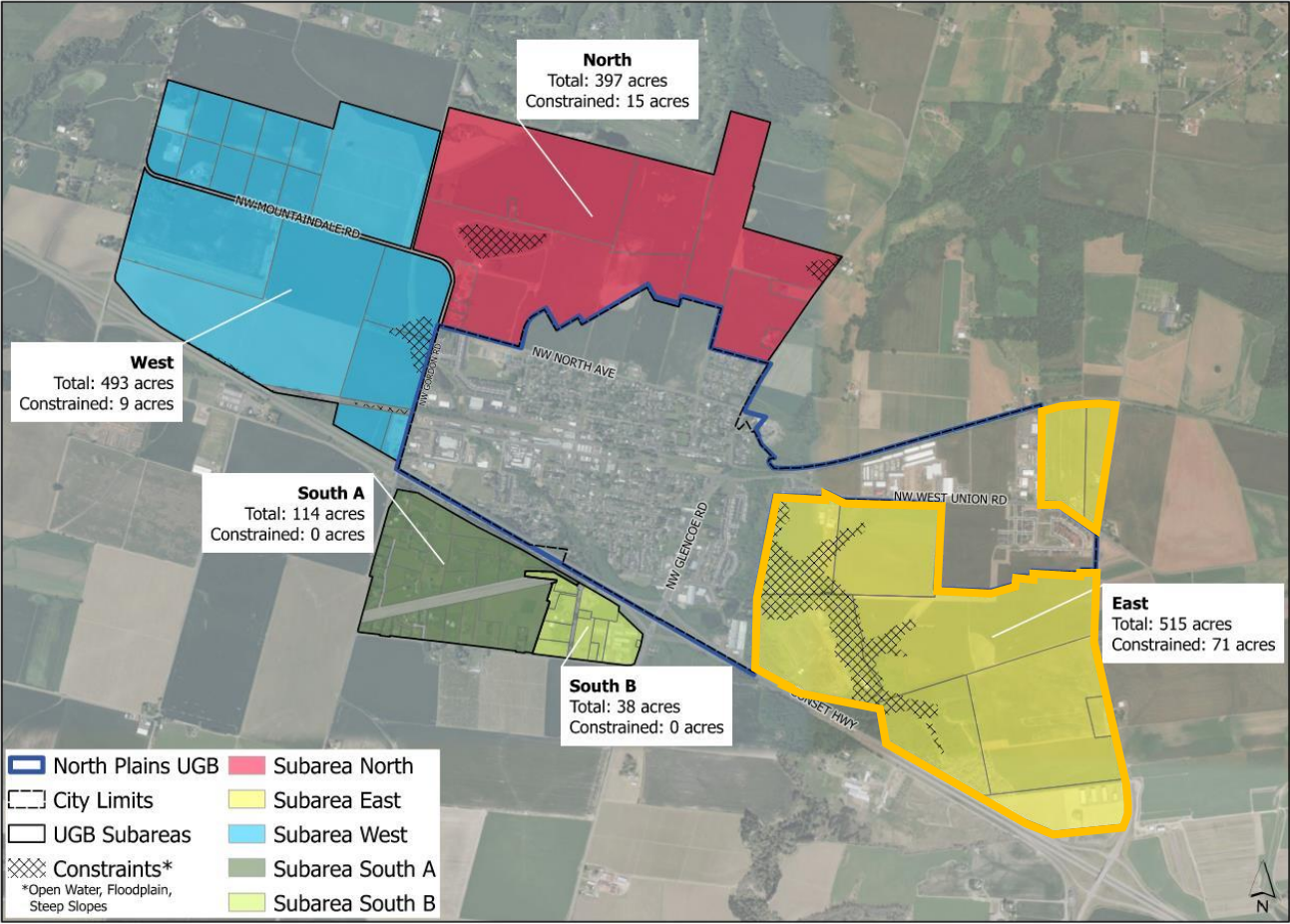
WEST SUBAREA		Evaluation Criteria		Evaluation Results	
Description and Illustration		Evaluation Criteria	Metrics	Score	Comments
<p>The West Subarea is bounded by Dersham Road (west), US 26 (south), and NW Gordon Road (east). The northern boundary of West Subarea is not confined by a physical limitation.</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p> <p>3J CONSULTING May 2022</p>		Economic	<ul style="list-style-type: none">• Low cost of land/transportation facilities/utilities/services• Variety of parcel sizes• High development potential	R=2 E=2	Areas adjacent to city limits in the West Subarea are conducive to future development. Land uses east of the subarea are primarily industrial. Large, unconstrained lots and access to Highway 26 and local connectors such as NW Gordon Rd and NW Commercial St support future development. Eastern portions of the subarea could efficiently tie into existing sanitary sewer and water utilities. Development further west would be contingent upon development to the east to tie into the local street network and utilities.
		Social	<ul style="list-style-type: none">• Easy access to services• Active transportation and recreational offerings• Compatible nearby uses• Lower cost of construction	R=2 E=2	The subarea is adjacent to the North Plains Elementary School and residential uses to the east. Downtown North Plains is also in close proximity and multimodal transportation options are available via NW Commercial Street. For industrial uses, the area is accessible via the Highway 26/NW Dersham Rd interchange by way of NW Mountaindale Rd and NW Dersham Rd. Development in areas further north and west would be contingent upon development in the eastern portions.
		Environmental	<ul style="list-style-type: none">• No presence of Goal 5 resources• Low hazard risks	R=2 E=2	The West Subarea contains a small amount of wetlands in its eastern portion. EastFork Dairy Creek runs along the western portion of the subarea. There are no steep slopes or floodplain concerns.
		Energy	<ul style="list-style-type: none">• Opportunities to reduce VMT of development• Opportunities for alternate modes of transportation• Presence of heating/cooling structures	R=1 E=2	There is potential for multimodal transportation options in the subarea and industrial development could create job opportunities for North Plains residents, decreasing VMT. Development in areas further north and west would be contingent upon development in the eastern portions. Current agricultural uses mean the subarea does not have an extensive existing tree canopy.
		Summary			
		Proximity of the Dersham Rd interchange to the West Subarea is conducive to industrial development. There is also convenient access from the eastern portions of the subarea to downtown North Plains via NW Commercial Street. Opportunities for multimodal facilities and conditions conducive to industrial development could decrease commute time for residents.			

Table 33: Factor 3 East Subarea Summary and Evaluation

EAST SUBAREA		Evaluation Criteria		Evaluation Results	
Description and Illustration		Evaluation Criteria	Metrics	Score	Comments
<p>The East Subarea is broken up into two portions. The larger portion is bounded by NW West Union Road (north), new residential development and Atfalati Ridge Elementary School (north), US 26 (south) and NW Jackson School Road (east). The smaller portion of the East Subarea is bounded by the railroad (north), industrial land uses adjacent to NW 298th Place (west), NW Jackson School Road (east) and NW West Union Road (south).</p>  <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Dashed line) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Pink) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p> <p>3J CONSULTING May 2022</p>		Economic	<ul style="list-style-type: none">• Low cost of land/transportation facilities/utilities/services• Variety of parcel sizes• High development potential	R=2 E=2	The East Subarea B is well-suited for development, with access to the Jackson School Road interchange with Highway 26 that provides visibility and regional mobility. The western portion of the subarea contains wetland and floodplain constraints, though a significant amount of developable land free of constraints remains. The western portion of the subarea adjacent to city limits also contains the Recology Organics, which is not currently suitable for redevelopment. The subarea abuts the new Sunset Ridge development, which is mainly residential, and Atfalati Ridge Elementary School, as well as industrial uses to the north across NW Union Rd.
		Social	<ul style="list-style-type: none">• Easy access to services• Active transportation and recreational offerings• Compatible nearby uses• Lower cost of construction	R=2 E=2	McKay Creek Corridor poses challenges to development, though a future east-west connection to downtown North Plains is planned and would potentially connect residential and employment uses. Access to Atfalati Ridge Elementary School, Sunset Ridge Park, and residential uses to the north The McKay Creek Trail System extension could be conducive to recreational activities, and the lands surrounding McKay Creek are likely to develop as park land.
		Environmental	<ul style="list-style-type: none">• No presence of Goal 5 resources• Low hazard risks	R=1 E=1	The majority of the subarea is free of environmental constraints. There are some 25% slope areas in the western portion of the subarea, and the McKay Creek Corridor poses flooding hazards. An identified FEMA 100-Year Floodplain also follows the McKay Creek in this area.
		Energy	<ul style="list-style-type: none">• Opportunities to reduce VMT of development• Opportunities for alternate modes of transportation• Presence of heating/cooling structures	R=1 E=1	The East Subarea is connected to surrounding areas via local connectors such as NW Union Rd, and the Highway 26/Jackson School Rd interchange. VMT reduction is possible as residents, students, and visitors can easily access Atfalati Ridge Elementary School, Sunset Ridge Park, and potential future employment centers. The McKay Creek Corridor does pose a challenge to east-west connectivity. Tree canopy exists in the western portion, but the remaining area is currently used for agricultural purposes, and therefore, does not have an existing tree canopy.
		Summary			
		The East Subarea is well-suited to future development. There is good access to the adjacent Sunset Ridge development, Atfalati Ridge Elementary, and several parks, and a connection to downtown is planned. The McKay Creek Trail System extension could increase access to recreational activities, which has positive community health benefits. Highway 26/Jackson School Rd interchange and active transportation options via West Union Rd could decrease VMT.			

4. COMPATABILITY OF THE PROPOSED URBAN USES WITH NEARBY AGRICULTURAL AND FOREST ACTIVITIES ON FARM AND FOREST LAND OUTSIDE THE UGB

As part of the Goal 14 Location Factor analysis, the City researched the adjacent agricultural and forest uses per subarea. The agricultural and forest uses were determined via data from USDA CropScape (Figure 12), Google Earth, and Washington County land use datasets. This compatibility analysis was conducted to identify the potential conflicts between current agricultural uses and proposed uses for each subarea. Criteria were established to consider how specific agricultural uses, such as livestock or poultry processing operations, may interact with proposed development. A dairy operation, for example, has the potential for year-round continuous and daily operations, which could result in complaints from nearby residential uses about noise, odor, hours of operation, and create pet and livestock conflicts. New residents may complain about increased traffic, spray drift, or specific farming practices. Urbanizing an area could also have negative implications for agricultural uses and could increase the risk of trespassing, litter, or vandalism. The agricultural and forest compatibility analysis is an additional guide for decision makers in determining the best area(s) for UGB expansion.

The following criteria were used to determine potential levels of conflict between each subarea and adjacent agricultural or forest uses, as shown in Table 34. The subareas with the least potential conflict with surrounding agricultural and forest uses scored a 2-low potential conflict. The majority of subareas scored a 1-moderate potential conflict. There were no subareas that ranked 0-high potential conflict.

0-high potential conflict	Intensive livestock or poultry processing operations, feedlots, dairies, etc.	Potential for year-round continuous/ongoing, or daily conflicts and impacts; potential for pet and livestock interaction and conflict; potential for trespass/litter/nuisance/vandalism; potential for complaints about noise, odor, hours of operation.
1-moderate potential conflict	Commodity crops, row crops, orchards, vineyards, hay, grass seed	Potential for seasonal conflicts and impacts, potential seasonal beehives; potential for complaints about noise, odor, spray drift, hours of operation, burning; potential for trespass/litter/nuisance/vandalism
2- low potential conflict	Woodlots, pasture, grazing, passive management uses	Potential for infrequent conflicts or no significant continuous impacts, may be multi-year cycle for harvest for certain uses, or routine harvest of only a portion of the resource (woodlot, etc.). Routine resource management activities may also be low impact. Potential for trespass/litter/nuisance/vandalism; potential for complaints about certain resource management and harvest operations.

Figure 12. USDA CropScape Map of Surrounding Agricultural Uses:

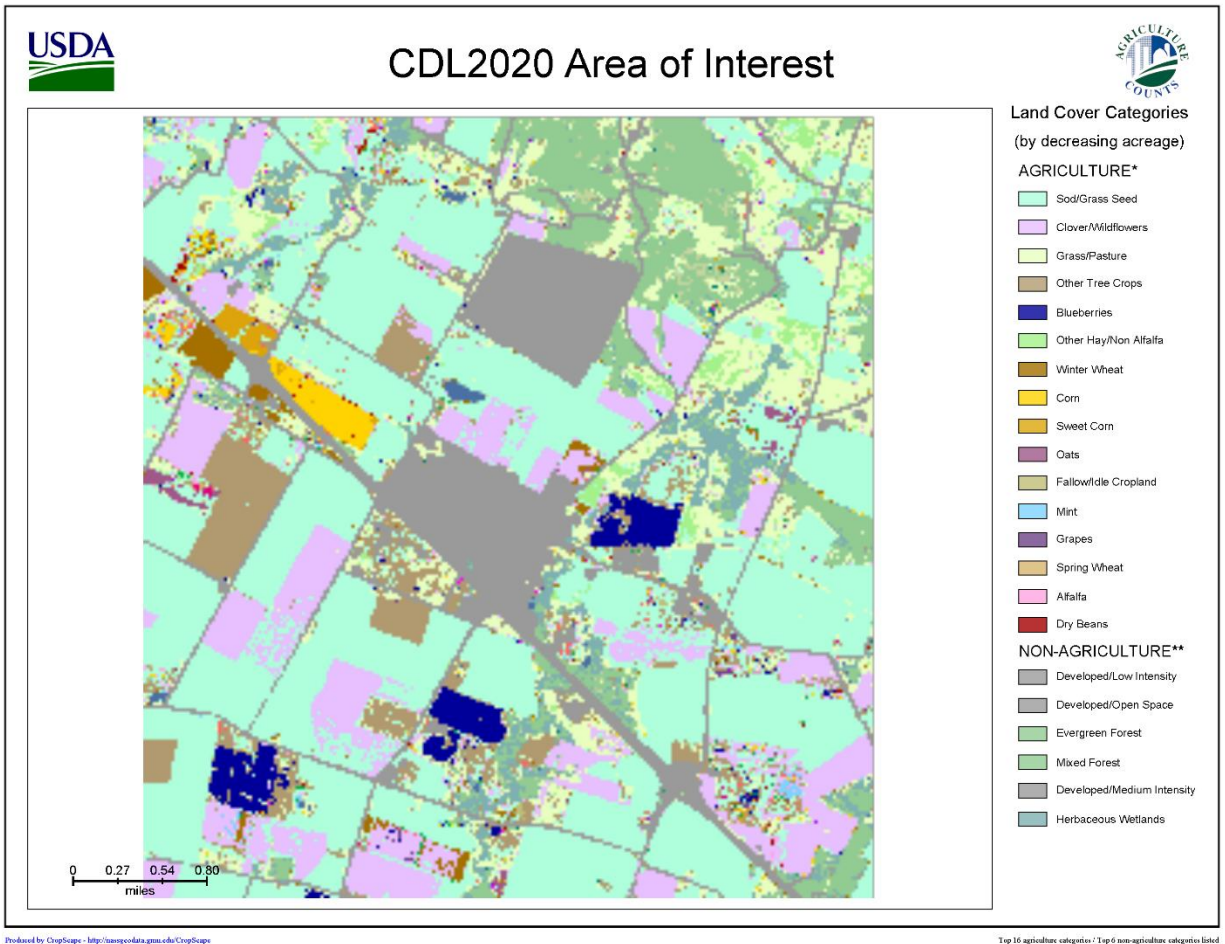
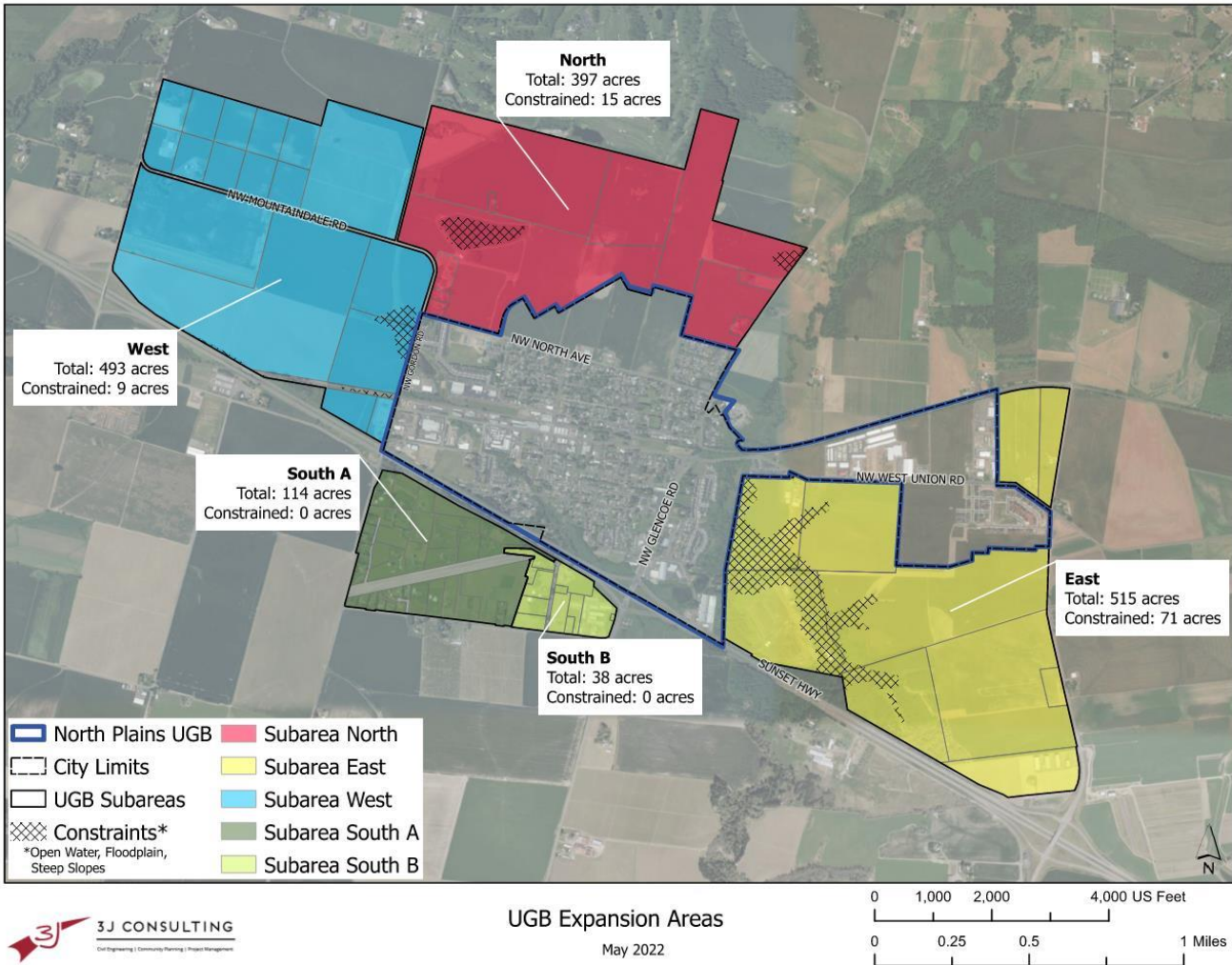


Table 34: Agricultural and Forestry Compatibility Analysis

Agricultural and Forestry Compatibility Analysis		Evaluation Criteria		Evaluation Results	
Description and Illustration		Evaluation Criteria	Ideal Definition	Score	Comments
 <p>North Total: 397 acres Constrained: 15 acres</p> <p>West Total: 493 acres Constrained: 9 acres</p> <p>South A Total: 114 acres Constrained: 0 acres</p> <p>South B Total: 38 acres Constrained: 0 acres</p> <p>East Total: 515 acres Constrained: 71 acres</p> <p>Legend: North Plains UGB (Blue outline) City Limits (Black outline) UGB Subareas (Colored areas) Constraints* (Cross-hatched areas) *Open Water, Floodplain, Steep Slopes</p> <p>Subarea North (Red) Subarea East (Yellow) Subarea West (Blue) Subarea South A (Green) Subarea South B (Light Green)</p> <p>3J CONSULTING UGB Expansion Areas May 2022</p> <p>Scale: 0 1,000 2,000 4,000 US Feet 0 0.25 0.5 1 Miles</p>		<p>Potential conflict with adjacent farm and forest uses.</p> <p>Potential for infrequent conflicts or no significant continuous impacts, may be multi-year cycle for harvest for certain uses, or routine harvest of only a portion of the resource (woodlot, etc.). Routine resource management activities may also be low impact. Potential for trespass/litter/nuisance/vandalism; potential for complaints about certain resource management and harvest operations.</p>		+2	Zoned EFU, AF-20 and AF-5, the North Subarea is adjacent to predominantly sod/grass seed farming, clover/wildflower farming, tree crops, and grass/pasture; Pumpkin Ridge Golf Course to the north of the subarea
				+1	Zoned EFU and R-IND, South Subarea A is adjacent to urbanized North Plains to the north; and predominantly sod/grass seed, clover/wildflower, tree crops, and corn to the south and west. Pacific Fiber Products operates a wood chip and trucking business northwest of the subarea.
				+1	Zoned EFU, AF-5, and R-COM, South Subarea B is adjacent to urbanized North Plains to the north, commercial uses and grass/pasture to the west, and predominantly pasture/grass, sod/grass seed, wildflower/clover farming to the south and east. Blueberry farming is present to the southeast of the subarea.
				+1	Zoned EFU and R-IND, the West Subarea is adjacent to urbanized North Plains to the east, predominantly clover/wildflower farming, sweet corn, and pasture/grass to the west, predominantly winter wheat, sod/grass seed and farming, and a variety of fruits/vegetable farming to the southwest. Pacific Fiber Products operates wood chip and trucking business to the south of the subarea.
				+1	Zoned EFU and AF-20, the East Subarea is predominantly adjacent to clover/wildflower farming, sod/grass seed farming, tree crops, and grass/pasture. Other adjacent agricultural uses include blueberry farming, fruit/vegetable farming, and other hay/non alfalfa agricultural uses. A turkey and vegetable farm and Christmas Tree farm are found further east. A vineyard, and horse stables further south of Highway 26.
Summary					
Adjacent to urbanized North Plains and the Pumpkin Ridge Golf Course, the North Subarea is best-suited for UGB expansion relative to adjacent agriculture and forest uses. All other subareas are also well-suited with moderate potential for conflict.					

5. Evaluate Urbanization Potential

This chapter details the steps taken to analyze the North Plains UGB Expansion Study Area:

- Evaluate/Revise Comprehensive Plan Policies
- Examine Efficiency Measures in Existing UGB
- Develop Urbanization/Serviceability Analysis
- Finalize Expansion Recommendation

Evaluate/Revise Comprehensive Plan Policies

The North Plains Comprehensive Plan was last updated in 2019 subsequent to approval of the 2017 Housing Needs Analysis (HNA) and 2018 Economic Opportunities Analysis (EOA). All policies were reviewed and approved by the North Plains Planning Commission and City Council at that time. The recent City Council Vision and adopted 2022 EOA resulted in significant changes to cities policy direction for economic development that are reflected in amendments that were made to the Comprehensive Plan. The 2022 HNA Update did not result in a significant change in population projection or housing needs, therefore the policies contained in the 2019 Comprehensive Plan are current. No other changes to the Comprehensive Plan are required at this time, though Comprehensive Plan policies will be reviewed again as part of the Concept Plan process for the UGB expansion area, expected to begin in Fall 2023.

Examine Efficiency Measures in Existing UGB

As stated in Chapter 2, prior to pursuing a UGB expansion, the City must demonstrate that identified 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 City evaluated possible land use efficiency measures and determined which would result in a meaningful change in the land development pattern in North Plains. Efficiency measures adopted in 2022 include:

- Prohibit new single-family detached housing in the R-2.5 zoning district.
- Allow outright duplexes, triplexes and townhouses in the R-5 zoning district.
- Add cottage cluster standards and permit this housing type outright in the R-2.5 zoning district.
- Set minimum density at 70% of maximum density in all residential zoning districts.
- Allow density bonus for affordable housing in the R-2.5 zoning district.

Develop Urbanization/Serviceability Analysis

An analysis of urbanization/serviceability was included in Chapter 4 relative to transportation, water, sanitary sewer, and stormwater services. The information provided in the analysis was used by the

Project Advisory Committee, Planning Commission, and City Council when making their final UGB Expansion Recommendation.

Finalize Expansion Recommendation

Once the Goal 14 Location Factor Analysis was complete, the PAC used that information to deliberate various options for the direction of the UGB Expansion over the course of three meetings. At PAC meeting #6 on August 4, 2022, the PAC discussed possible 40-year growth scenarios that envisioned the best location for various land uses when the City is full built out. At meeting #7 on February 2, 2023, the PAC discussed a Proposed UGB Expansion that was based on the previous meetings discussion. Three variations of the Proposed UGB Expansion were created for PAC discussion at meeting #8 on February 28, 2023. Ultimately, the PAC decided to recommend Scenario 2 (Figures 13 and 14) for Planning Commission consideration. The final location of specific land uses will be determined through the Concept Plan process. The distribution of land in the various subareas to meet the 855.2-acre land need is shown in Table 35.

Table 35. Recommended UGB Expansion by Subarea

Subarea	Buildable Acres
North	90.1
South B	34.0
West	319.1
East	412.0
Total	855.2

The 34 buildable acres in South Subarea B was the first priority as it is exception land and must be considered first. In line with the City Council vision, the next top priority was the majority (412 acres) of the East Subarea since the land is most development-ready. This does not include eastern-most 64 acres of the East Subarea as that area is already fully-occupied by the operations for Recology, a waste management and resource recovery company. The third priority was the 90.1 acres in the North Subarea, which is the location envisioned for a large community park. The remaining 319.1 acres was allocated to the West Subarea as it is the least development ready, with an emphasis on the southern portion of that Subarea.

The PAC recommendation was not unanimous. Two PAC members were concerned about the traffic that would be generated by growth in the North Subarea and would like to see a different configuration in that Subarea that completes the road network of the Sunset Ridge Subdivision. One PAC member would like to see more residential uses in the East Subarea and less in the North Subarea.

Figure 13. Proposed North Plains UGB Expansion Proposed by Project Advisory Committee with Land Uses

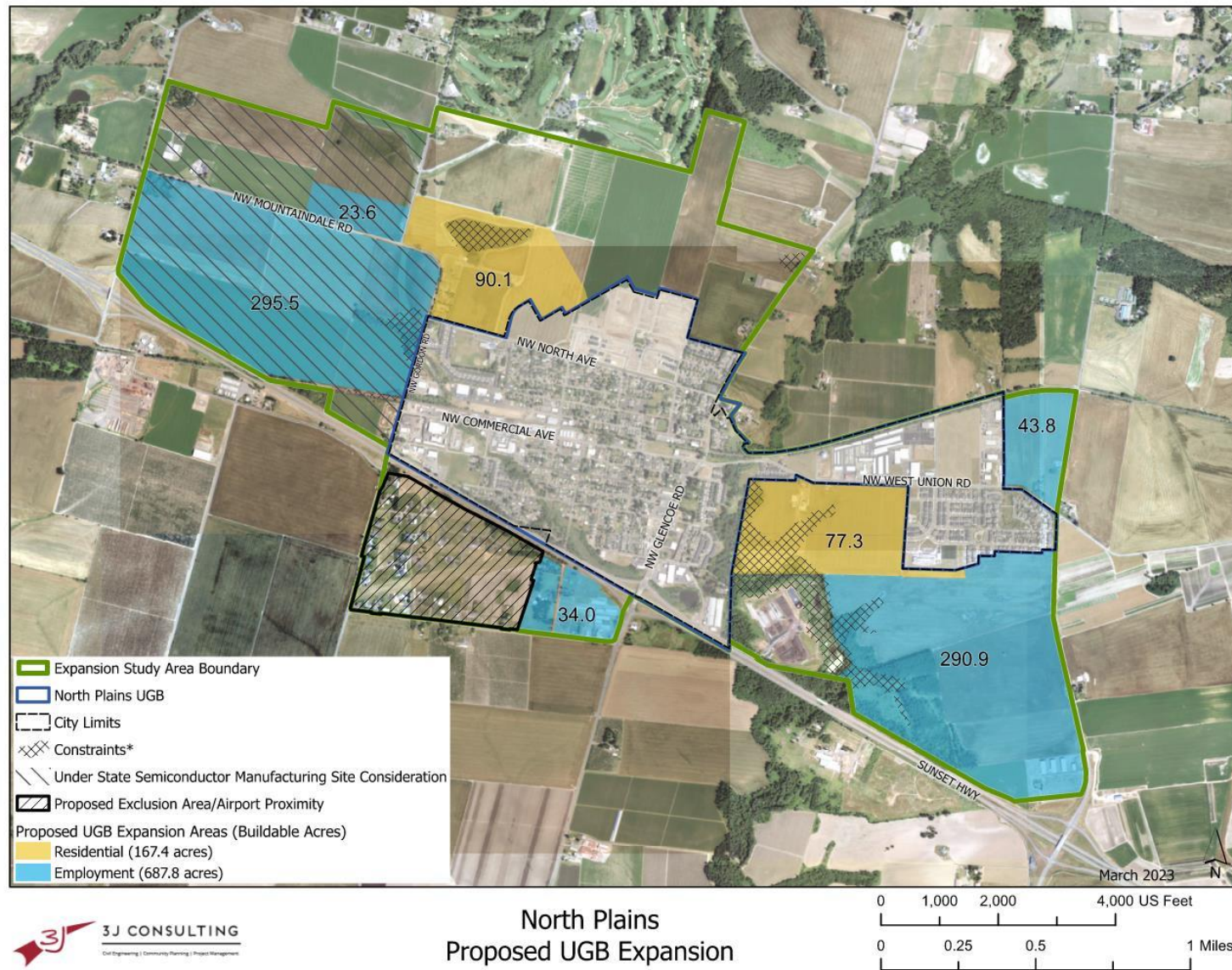
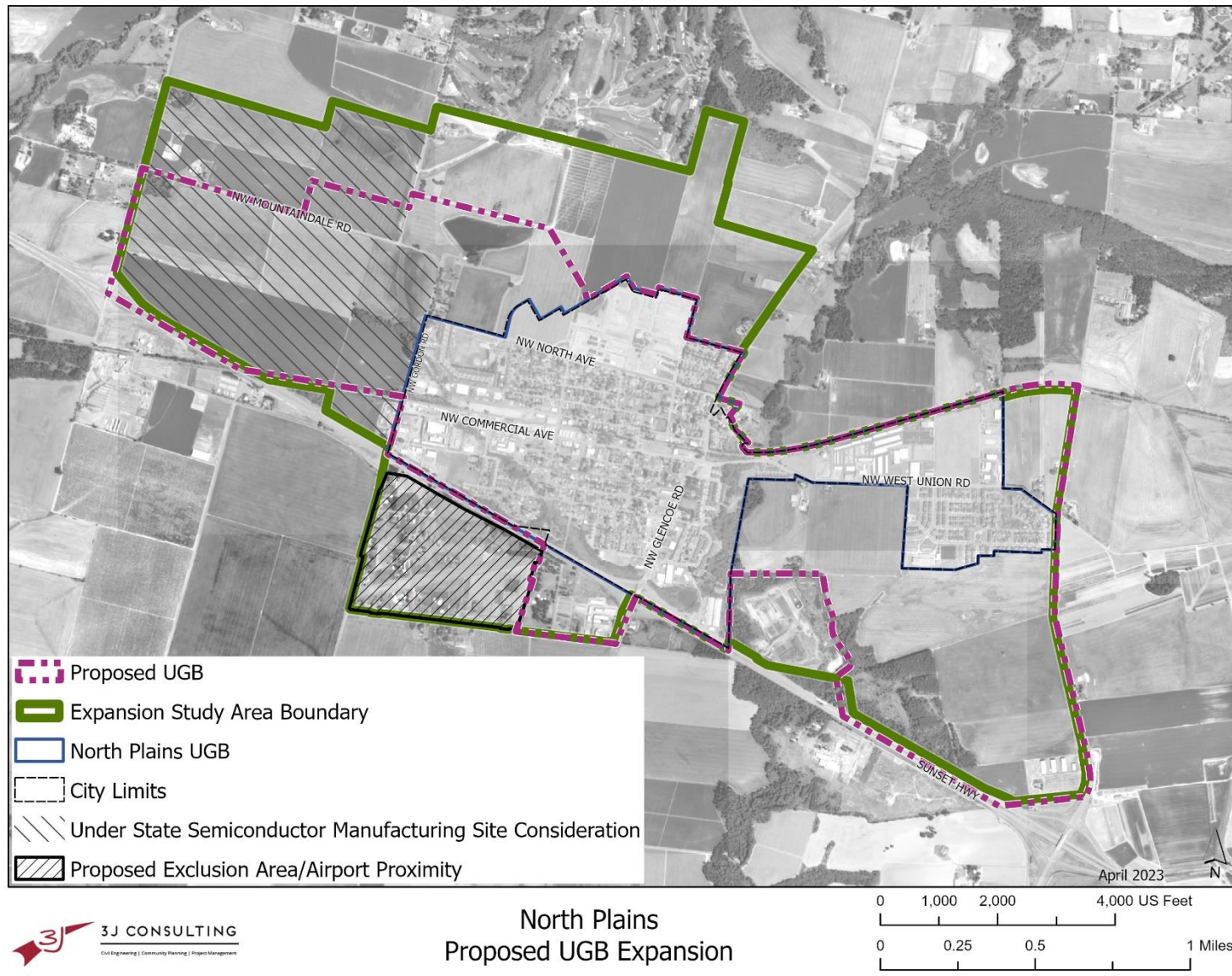


Figure 14. Proposed North Plains UGB Expansion Proposed by Project Advisory Committee



6. Review and Acknowledgement

The City of North Plains must complete the following steps to complete the North Plains UGB Expansion process:

- Receive City and County Approval
- Submit Post-Acknowledgement Plan Amendment (PAPA) to DLCD
- Submit Final Ordinance and Record to DLCD (for review in manner of periodic review)
- Await Conclusion of 21-day Period for Participant Filing of Objections
- Review Director Decision Including Consideration of Objections (if any) (within 120 days from date the department receives a complete submittal)
- Participate in LCDC Meeting to Acknowledge Expansion (if DLCD Director Forwards the Application to LCDC)

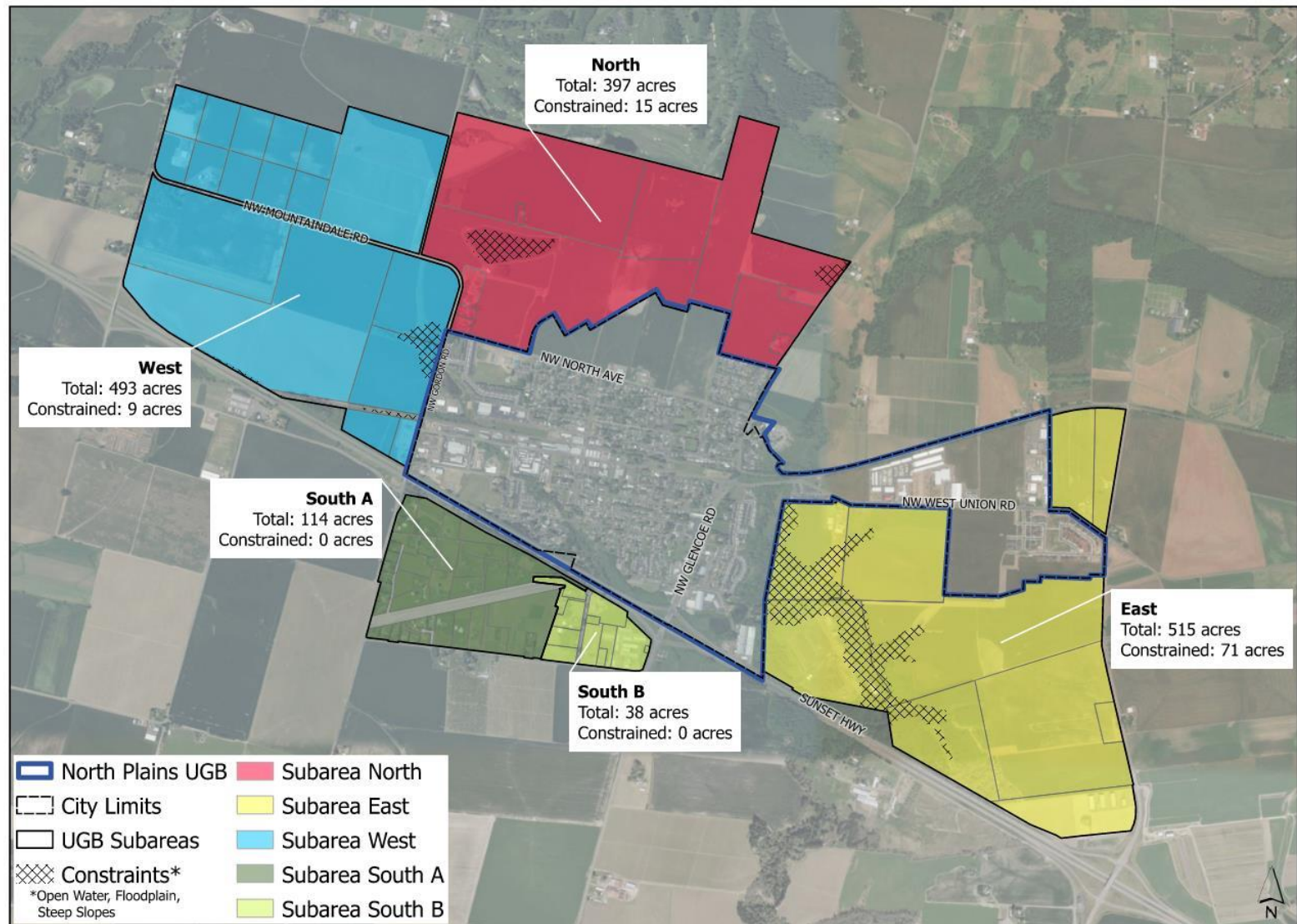
The City has scheduled a series of meetings for the Planning Commission and City Council to finalize and approve the Proposed UGB Expansion:

- April 16 Joint Planning Commission and City Council Work Session
- May 10 Planning Commission Hearing
- June 5 City Council Hearing

A PAPA notice was submitted to DLCD along with this report on April 5, 2023. Following adoption of the UGB Expansion by City Council, the City will work with Washington County to approve the UGB Expansion before completing the final steps in the process with DLCD and the Land Conservation and Development Commission.

Appendix A. South Subarea A Exclusion

In determining the preliminary study area of the UGB Expansion project, the City of North Plains has determined that certain properties, identified on Figure A-1 as “South Subarea A”, meet the criteria for exclusion from the UGB study area. South Subarea A, as well as South Subarea B, are considered “Exception Lands” and are therefore considered high priority when the city is conducting the UGB expansion boundary analysis. The City acknowledges the Exception Land designation and therefore does not propose exclusion of the entire South Subarea from the UGB study area. Documentation of compliance with the applicable criteria for exclusion for South Subarea A are detailed in this appendix.



OAR 660-024-0065 Establishment of Study Area to Evaluate Land for Inclusion in the UGB

Applicable subsections of OAR 660-024-0065:

(4) The city may exclude land from the preliminary study area if it determines that:

(a) Based on the standards in section (7) of this rule, it is impracticable to provide necessary public facilities or services to the land;

(7) For purposes of subsection (4)(a), the city may consider it impracticable to provide necessary public facilities or services to the following lands:

(b) 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 the 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.

(c) As used in this section, "impediments to service provision" may include but are not limited to:

(A) Major rivers or other water bodies that would require new bridge crossings to serve planned urban development;

(B) Topographic features such as canyons or ridges with slopes exceeding 40 percent and vertical relief of greater than 80 feet;

(C) Freeways, rail lines, or other restricted access corridors that would require new grade separated crossings to serve planned urban development;

(D) Significant scenic, natural, cultural or recreational resources on an acknowledged plan inventory and subject to protection measures under the plan or implementing regulations, or on a published state or federal inventory, that would prohibit or substantially impede the placement or construction of necessary public facilities and services.

FINDINGS regarding OAR 660-024-0065:

Subsection (7)(b)(A), above, identifies "the likely amount of development that could occur on the land within the planning period" as a reason to exclude certain lands from the UGB study area. The properties proposed for exclusion from the preliminary study area, South Subarea A, are developed primarily with single-family homes, the majority of which have airplane hangars and access to the airfield. There are certain amounts of land and access needed by these lots to allow maneuvering of private aircraft between the individual lots and the airfield.

Significant redevelopment of this area to accommodate residential or employment needs for the City of North Plains would impact the use and practicality of the airstrip. The airstrip is shared by 33 property owners (many of whom own plane hangars abutting the airfield.) The airport is licensed by the state, and subject to deed restrictions governing its use and maintenance. Abandoning the

airport requires a majority vote of the property owners, and a vote may not occur more than once every 10 years. The current property owners within the air-acre subdivision at issue have expressed their desire to maintain use of the airfield. In addition to the airstrip, the private streets in this area are an impediment to infill or redevelopment of this area, as access is severely limited to the majority of the area. Due to the presence of the airstrip and the private streets, the lots proposed for exclusion are unlikely to redevelop within the 20-year planning period of the UGB expansion, allowing the City to consider it impracticable to provide necessary public facilities or services to these lots based on Subsection (7)(b)(A), above.

Subsection (7)(b)(B), above, identifies “the likely cost of facilities and services” as a reason to exclude certain lands. The area proposed for exclusion is developed with residential properties and, as such, if included in the UGB Expansion Area, would be included for residential development. The small number of residential units that could redevelop within the area proposed for exclusion would require extensive facilities and services, with an extremely high utility cost per residential dwelling unit, making provision of such impracticable to provide, satisfying the provisions of Subsection (7)(b)(B), above.

Subsection (7)(b)(C), above, identifies “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” as a reason to exclude certain lands from the UGB study area. The City has collected evidence that the presence of the airport has an impact on the residential designation of any surrounding lands and would result in conflicts between homeowners and airport operations. Noise, vibration, overflights and other issues arise between airports and their residential neighbors. The city of Portland has faced constant issues of takings because of the residential designations placed around the Portland International Airport and has been required to place an overlay zone on lands surrounding that airport to require those residential uses to include noise insulation to prevent further nuisance suits against both the city and the Port of Portland.

In addition, the problematic land economics matters described above, which are unlikely to result in development of South Subarea A in the 20-year planning period, have played out elsewhere in the region, including at the former Exception Land Area in the nearby Hillsboro Industrial Area along both sides of NW Sewell Road between NW Evergreen and NW Meek Road that contains approximately 530 acres of land occupied by a long-established rural residential community which were added to the Metro UGB in 2005. Land redevelopment impediments such as significantly-higher rural residential land values than industrial land values (which persists even more in 2021 due to limited residential land supply), and land assembly and acquisition difficulties due to many owners of strategically-located rural properties needed for industrial developments – and for new supporting urban infrastructure - unwilling to sell their properties to interested industrial developments (which further exacerbated already then-existing high costs of infrastructure provision) have precluded urban infill development ever since the Area was added to the UGB in 2005.

The substantial evidence of residential development near airport facilities and land economics that the City has collected satisfies the provisions of Subsection (7)(b)(C), above.

Subsection (7)(c), above, identifies some of the “impediments to service provision” that may be used to determine exclusion of certain areas in the UGB study area. Specifically, subsection (C) identifies “freeways, rail lines, or other restricted access corridors that would require new grade separated crossings to serve planned urban development” as impediments. The airport itself serves as an “other restricted access corridor” that would limit the provision of transportation and utility services within South Subarea A. In addition, NW Redhaven Street and NW 236th Place are private streets and an eastern extension of NW Beach Court is precluded by a 1’x50’ Tract (see ‘Tract A’ on Air Acres No. 2 Plat, recorded May 3, 1972), further limiting the feasibility of providing transportation and utility services. These restricted access corridors within South Subarea A limit the inclusion of these properties in the UGB study area, meeting the provisions of Subsection (7)(c)(C), above.

State and County Airport Regulations

Applicable State Regulations

Oregon Revised Statutes (ORS) 836.600 to 836.630 deal with Local Government Airport Regulation. The policy of these statutes is “to encourage and support the continued operation and vitality of Oregon’s airports.” ORS 836.608(1) declares continued operation and vitality of airports as a matter of state concern.

ORS 836.608(2) states that a local government shall recognize in its planning documents the location of private-use airports and establish a boundary showing areas in airport ownership, or subject to long-term lease, that are developed or committed to airport uses. Areas committed to airport uses shall include those areas identified by the airport owner that the local government determines can be reasonably expected to be devoted to airport uses allowed under 836.616(2). ORS 836.616(3)(a) goes on to say that “a local government shall not impose limitations on the continued operation of uses described in ORS 836.616(2) that existed at any time during 1996 at an airport described in subsection (2) of this section.

ORS 836.616(2) authorizes customary and usual aviation-related activities and uses within airport boundaries that include but are not limited to takeoffs, landings, aircraft hangars, tie-downs, construction and maintenance of airport facilities, fixed-based operator facilities and other activities incidental to the normal operation of an airport, and those aeronautic recreational and sporting activities that may occur on the airport site.

Applicable County Regulations

Policy 42 of the Washington County Comprehensive Framework Plan states that “It is the policy of Washington County to protect the function and economic viability of existing public use airports, while

ensuring public safety and compatibility between airport uses and surrounding land uses for public use airports and for private use airports identified by the Oregon Department of Aviation (DOA)."

"Policy 42 outlines implementing strategies which, in part, set forth Airport Overlay Districts to regulate safety concerns, land uses and land use compatibility issues on airport properties and within surrounding areas. These are structured to address state-recognized airports in two categories, generally referred to herein as Public Use Airports and Private Use Airports."

Policy 42, Implementing Strategy 'a' states that the County will "Adopt and implement Airport Overlay Districts consistent with LCDRC Airport Planning Rules and ORS Chapter 836 in order to... 2. Protect privately owned, private use airports identified by the DOA. Each airport's specific level of risk and usage shall be used to guide the continued safe aeronautical access to and from these airports, considering the type of aircraft approved to use the field." Washington County Development Code, Article III, Sections 385-386 carry out implement state regulations and County policies.

FINDINGS regarding Airport Regulations:

Roth Development is the owner of the Sunset Airstrip (airport code 1OR3) a private residential airpark located in Washington County, south of the City of North Plains and south of Highway 26. Roth Development's 33 shareholders are the owners of Air Acres, Air Acres 2, Sunset Orchard Estates 1 and Sunset Orchard Estates 2 (identified as "South Subarea A" in the UGB Expansion boundary analysis). The airstrip qualifies as an airport under Oregon Revised Statutes (ORS) 836.605(2) as it was the base for 25 aircraft on December 31, 1994 as shown on ODOT records.

The airport that exists in the exception area lies diagonally across 18 lots zoned Rural Residential-5. These homesites, landing strip, and associated aviation facilities comprise the Air Acres Subdivision. All of the lots are occupied and all the facilities are actively used. The Air Acres subdivision has existed on this site since before the area was zoned in the early 1970s and has had a licensed airport since 1970.

Urban development of the area surrounding the Sunset Airstrip would limit the normal operation of the airport in violation of state and county regulations. Air Acres is subject to deed restrictions governing its use and maintenance. Abandoning the airport requires a majority vote of the property owners, and a vote may not occur more than once every 10 years. The current property owners within the air-acre subdivision at issue have expressed their desire to maintain use of the airfield. Therefore, the City finds that the RR-5 and AF-5 land near the airport cannot reasonably accommodate the City's residential or employment land need.

Due to the orientation of this airstrip, development of the area with additional dwellings would necessitate abandoning the facility, which is shared by 33 property owners, many who own plane hangers abutting the airfield. The continuing operation of the Sunset Airstrip is a significant impediment to development at urban intensities. As stated previously regarding land economics,

residential development would be the appropriate use for inclusion of South Subarea A in the UGB study area; however, infill residential development is extremely 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.

North Plains Comprehensive Plan

As this land is developed residentially, any future UGB expansion into South Subarea A would be for residential uses. Therefore, the policies identified from the North Plains Comprehensive Plan address Statewide Planning Goal 10: Housing.

Goal 10: Housing

Objective 4: To require that land that is brought into the UGB primarily to meet residential land needs is concept planned before it is annexed into the city limits, and master planned before development is allowed.

Policy 3): Newly developed residential areas will be in master planned areas that may include parks, schools, public services and facilities, shopping, services, and activity centers, providing pedestrian access to these amenities.

Policy 4): Newly developed residential areas will include landscaping and open space to provide an amenity to the residential development and reduce potential conflicts with surrounding uses.

FINDINGS regarding North Plains Comprehensive Plan:

A new residential development in South Subarea A would not have sufficient land to include parks, schools, shopping, services, and activity centers with pedestrian access.

A new residential development in South Subarea A would not be able to provide sufficient open space to reduce conflicts with the Sunset Airstrip. The presence of the airport has an impact on the residential designation of any surrounding lands and would result in conflicts between homeowners and airport operations. Noise, vibration, overflights and other issues arise between airports and their residential neighbors. Redevelopment of these properties with additional residential dwelling units would not meet the identified provisions of the North Plains Comprehensive Plan.

North Plains Transportation System Plan

1. Objective: To create a multi-modal transportation system for all users. All users will have safe and convenient access.

Policy 1.D): Provide complete access for pedestrians and bicycles to key locations.

5. Objective: To encourage design and improvements that reduce the environmental impact of the transportation system.

Policy 5.A): Reduce emissions by encouraging connectivity and design that reduces vehicle miles traveled.

FINDINGS regarding North Plains Transportation System Plan:

Complete access for pedestrians and bicycles to key locations within the City of North Plains is extremely limited from this location. Residents of new housing units in South Subarea A would not have safe and convenient access to key locations for pedestrians and bicycles. New residential development or redevelopment in South Subarea A would not encourage connectivity to reduce vehicle miles traveled as the airport limits connectivity and the existing roadway network is comprised of privately owned streets and tracts. Development of new residential units in this area would not meet the applicable objectives of the Transportation System Plan.

RESULTS OF EXCLUSION ANALYSIS

The City of North Plains finds that the South Subarea A properties identified on the map at the beginning of this appendix meet the criteria for exclusion from the preliminary UGB study area. The properties identified for exclusion meet the applicable criteria of OAR 660-024-0065, as demonstrated within this appendix. Further evidence supporting exclusion of these properties from the preliminary study area are found in the findings related to the State and County Airport Regulations, North Plains Comprehensive Plan and North Plains Transportation System Plan.

The City acknowledges that South Subarea A is considered Exception Lands and is therefore compelled to consider these lands first for inclusion in the UGB; however, the City finds that urbanization of South Subarea A would be incompatible with the operation of the Air Acres airport and that South Subarea A is incapable of reasonably meeting any portion of the City's residential or employment land need over the 20-year planning horizon.

Ordinance No. 490

Exhibit B

Sept. 2023

Approved by

Ordinance No. 459

6/3/2019

Updated by Ordinance

No. 477 484

4/20/2022 11/21/2022



NORTH PLAINS COMPREHENSIVE PLAN

May ~~2019~~2023

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ACKNOWLEDGEMENTS

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INTRODUCTION

The City of North Plains is a rural residential community located in western Washington County on the western fringe of the Portland metropolitan area. Platted in 1910, the community was incorporated in 1963. In 1980 the community had approximately 750 residents. By 2010, the population reached 1,970, and by 2021, the certified population estimate was 3,455. Population population forecasts indicate that the City will continue to grow rapidly.

While maintaining its small town character, the citizens and elected officials of North Plains look to continued growth and prosperity. To this end, the City has embarked on a comprehensive land use planning process designed to:

- Address the statewide planning goals of the Land Conservation and Development Commission (LCDC);
- Encourage orderly and coordinated urban growth and provide urban level services in an efficient and economic manner;
- Enhance community livability and encourage economic expansion; and
- Preserve the community's character and natural resources for future generations.

TERMINOLOGY USED IN COMPREHENSIVE PLAN

GOAL: The Statewide Planning Goal as determined by the State Legislature and administered by the Land Conservation and Development Commission.

OBJECTIVE: The specific City concerns toward which effort is to be directed.

POLICY: The policy statements set forth a guide to City courses of action which are intended to carry out the Goals and Objectives of the Plan. The policy statements present to City officials and potential developers a clear picture of the City Council's position on matters pertaining to physical improvements and developments.

PLAN ELEMENT: A section of the Plan. Each section begins with a general statement of conclusions on which the policies are based.

INVENTORY: The known facts (supportive material) that are applicable to the plan element.

IMPLEMENTATION: The process by which policy will be realized in the community.

VISION STATEMENT

The people of the City of North Plains have seen many changes in their community. They have decided to create this Vision Statement as the foundational document for:

1. Taking a pro-active approach to controlling their own destiny by creating a new community identity for the Year 2035.
2. Improving their ability to accommodate future growth by expanding their jurisdictional boundaries, where appropriate.
3. Enhancing the livability of and encouraging pride in the community by stressing the City's unique character that includes, but is not limited to, North Plains' agricultural and forest products, railroad legacy and pioneer heritage. To plan for growth that is compatible and well-connected with the existing city, the City shall make a livable, walkable community a key element of the City's future.
4. Striving to be a complete community that provides a place for its citizens to live, work, shop and have convenient access to schools, and maximizes access to fire, life and safety services.
5. Striving also to be a sustainable community by providing jobs and services within the city. Maintaining a compact urban form while having access to jobs and services will reduce the reliance on the automobile and vehicle miles traveled. This will lead to improvement in air quality and further enhancement of the livability of North Plains.
6. Providing guidance to the City for interpreting and amending the Comprehensive Plan and Zoning and Development Ordinance.

NORTH PLAINS VISION STATEMENT

In the year 2035, residents of North Plains enjoy a safe and welcoming community as a livable place for people of all ages. North Plains is an independent community within Washington County that maintains a small town character while accommodating current and future residents. Citizen participation is strong and community members can see the results of their involvement. Community gathering places and events form the heart of North Plains.

Community

Our events are inclusive and connect neighbors frequently. Residents and visitors enjoy events such as the North Plains Elephant Garlic Festival and a rich variety of social and cultural activities to celebrate the city, its history and its people. North Plains' residents are active and engaged in civic events and decision-making processes.



Neighborhoods

Historic structures are maintained and rehabilitated to accommodate new homes and businesses. There is a range of quality housing for all ages and income levels. Housing is attractive, compatible and builds upon historic North Plains' patterns. Land uses and housing types transition cohesively among neighborhoods.



Connectivity

North Plains is a well planned and connected city where residents and visitors enjoy pedestrian and bicycle paths between neighborhoods and to downtown. Walking is safe. Bicyclists understand designated routes and share the road safely. North Plains is connected to surrounding recreational, economic and cultural amenities.



Economic Opportunity

Downtown North Plains retains its old town atmosphere and is a vibrant, walkable, attractive place to shop, dine and gather. Glencoe Road and Commercial Street supply business-friendly, mixed-use areas for residential and commercial development. Employment areas provide land for industrial and other employment opportunities. Proximity to US 26 provides easy access to well paying jobs in the region. North Plains is recognized as a gateway to the Oregon Coast.

Heritage & Natural Resources

North Plains' agricultural heritage is visible and accessible in places like Lakeview Farms. City policies preserve natural assets and areas, such as McKay Creek and Ghost Creek tributaries.



Public Services

North Plains' families and visitors enjoy the City's parks, trails, community center and recreational opportunities. The library continues its vital role as a place of learning. Residents value first responders, community policing, fire prevention and emergency preparedness. Proficient government agencies maintain existing city assets and coordinate future development. Transportation routes for freight, automobiles, bicycles and pedestrians are well-marked and communicated. Parks and recreation activities are easily accessible, including walking, bicycling and golfing.

CITIZEN INVOLVEMENT

The opportunity for active participation by residents and landowners in the preparation of a community's comprehensive plan is not just mandated by state law, but is the only realistic means of assuring that the community's planning efforts will be worthwhile and meaningful endeavors.

A community's leaders must not only provide the public with a chance to view and respond to the planning documents and studies, but also affirmatively seek out the involvement of the community's citizens. Otherwise, all of the citizen feedback will come during the final hearings on the plan and a great deal of it may be negative due to the lack of participation throughout the process. Furthermore, small communities, such as the City of North Plains, do not have the resources to prepare, adopt, and revise plans that have limited support from its citizens.

Goal 2 of the Statewide Planning Goals also provides that "opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review, and revision of plans and implementation ordinances." Just as the involvement of North Plains' residents is important to preparation of the plan, review by providers of governmental services (e.g., Washington County, Hillsboro, School District, Tualatin Valley Fire & Rescue), public utilities (e.g., power, gas, and communications), and transportation services (e.g., public transit, railroad) is essential.

The community's businesses and industries also must be involved, as these activities are not only often strongly influenced by the results of a comprehensive planning effort, but are also, due to their impact on the economic health of the area through payrolls and taxes, often an important means by which the goals and objectives of a community may be achieved.

Many of the mechanisms for involvement of the area's residents are also appropriate for governmental, public utility, and transportation providers as well as businesses and industries.

STATEWIDE PLANNING GOAL 1

To develop a Citizen Involvement Program that insures the opportunity for citizens to be involved in all phases of the planning process.

CITY OBJECTIVES AND POLICIES

1. **OBJECTIVE:** To maintain an effective Citizen Involvement Program, recognize an official body Committee for Citizen Involvement (CCI) to be responsible for overseeing and reviewing the effectiveness and impact of the program (ORS 197.160(b)).

POLICIES:

- 1) The Citizen Involvement Program will be directed by the City's Planning Commission sitting as the Committee for Citizen Involvement.
- 2) The Planning Commission shall evaluate the City's Citizen Involvement Process annually and report its findings in writing to the City Council along with recommendations as appropriate for improving the program.

2. **OBJECTIVE:** To recognize the need for a number of different forms of communication in the Citizen Involvement Program.

POLICIES:

- 1) Information about the City's planning activities and notices of upcoming meetings shall be included in the City newsletter.
- 2) Notices of public hearings regarding the plan shall be mailed to all persons within the affected area and affected agencies.
- 3) Opportunities to present the planning process before community organizations shall be actively sought.
- 4) Maintain a dedicated webpage on the City's website to provide information about current and historic planning processes and documents.

3. **OBJECTIVE:** To provide citizens the opportunity to be involved in all phases of the planning process.

POLICIES:

- 1) Citizen assistance in the preparation of each phase of the planning process shall be actively encouraged.
- 2) Strategies to reach underrepresented populations shall be implemented, as needed.

- 4. OBJECTIVE: To present technical information that serves as the foundation of the plan in an understandable form.**

POLICIES:

- 1) Information necessary to reach policy decisions shall be available in a simplified and understandable form.
- 2) Upon written request, information shall be made available in languages other than English within 10 working days.
- 3) A copy of all technical information shall be available at the North Plains City Hall and on the City's website. Upon written request, assistance in interpreting and using technical information shall be provided within 10 working days.

- 5. OBJECTIVE: To ensure all citizens receive a response from policy makers.**

POLICIES:

- 1) Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy makers. The rationale used to reach land use policy decisions shall be available in the form of a written record.

- 6. OBJECTIVE: To allocate adequate human, financial, and informational resources to the Citizen Involvement Program.**

POLICIES:

- 1) The level of funding and human resources allocated to the Citizen Involvement Program should be an amount that will make citizen involvement an integral part of the planning process.

LAND USE PLANNING

The North Plains Comprehensive Plan was compiled and adopted in March 2000. In 2014, the City determined that a major revision to the Comprehensive Plan was necessary to address rapid population growth. Over the next four years, the City completed the following tasks in preparation for the Comprehensive Plan update:

- Reviewed the North Plains Comprehensive Plan and Development Code
- Made revisions to streamline and clarify the Development Code
- Prepared an economic opportunities analysis
- Prepared a housing needs analysis and buildable lands inventory
- Conducted a community design study and public workshop
- Updated the North Plains Parks and Recreation Master Plan
- Initiated an update to the Transportation System Plan

The City is used using the information compiled in these planning documents to prepare the 2019 North Plains Comprehensive Plan. The process was is guided by the Comprehensive Plan Work Group comprised of residents, business owners and elected officials. The Comprehensive Plan consists of:

- Vision – developed through a community-wide process
- Elements – correspond to applicable Oregon Statewide Planning Goals and consist of background information, goals, objectives and policies
- Inventories – the known facts and supportive materials that are applicable to the plan element
- Land Use Map – depicts a long-term vision of how and where the city will grow over the next 20 years

The 2019 Comprehensive Plan is scheduled to be was adopted in May June 2019. Once adopted, the The Plan becomes is the official policy statement of the City Council of the City of North Plains. The City will interpret the standards and requirements of the text and maps of the Comprehensive Plan pursuant to the adopted process. The City Council shall have final authority for the interpretation of the plan when such matters come before the City Council for consideration.

Upon completion of those revisions, the The City will review s and update s the Development Code on an on-going basis to ensure it is aligned with the Comprehensive Plan. The City expects to review the Comprehensive Plan approximately every 10 years to ensure the Plan remains a workable framework for development.

Land use categories ensure an adequate supply of land for residential, commercial and industrial development purposes and other uses that provide for a complete community. The following land use categories have been developed for use in the Comprehensive Plan map, which serves as the basis for the City's zoning map:

Residential: Historically, about 85% of North Plains housing was single-family detached. In order to address the City's housing needs identified in the housing needs analysis, the City will provide opportunity for development through zoning policies sufficient to allow: 70% of new housing will be single-family detached, 30% will be single-family attached and multi-family. While 70% of new housing in North Plains is forecast to be single-family detached, the City will need to provide opportunities for development of new single-family attached (10% of new housing) and new multifamily (20% of new housing), which includes a wide range of housing types (e.g., duplexes, triplexes, apartments).

Low Density Residential: Areas suited primarily for development of single family dwellings at a density not to exceed 5.8 dwelling units per net acre (a minimum lot size of 7,500 square feet per single family dwelling). Corresponds to R7.5 on the zoning map.

Medium Density Residential: Areas suited for development of single dwellings, duplexes, attached two family and manufactured home parks and subdivisions at a density not to exceed 9.6 single-family detached, duplex or triplex dwelling units per net acre (a minimum lot size of 5,000 square feet per lot). The density of townhomes is not to exceed 14.5 dwelling units per net acre (a minimum lot size of 3,000 square feet per lot). Corresponds to R5 on the zoning map.

High Density Residential: Areas suitable primarily for multi-family dwellings and manufactured home parks and subdivisions including townhouses (single-family attached dwellings). In this category, residential densities are not to exceed 21.8 dwellings units per net acre for new townhouse, multifamily and cottage cluster developments (a minimum lot size of 2,000 square feet per dwelling unit). The density of duplexes and triplexes shall be based on the minimum required lot size of 3,000 square feet for this type of dwelling. Corresponds to R2.5 on the zoning map.

Neighborhood Community: This comprehensive plan designation is was designed for the non-exception expansion areas brought into the City's urban growth boundary (UGB) in 2003 to 2023 or after. This designation recognizes that a concept planning effort will be conducted prior to annexation into the city limits. The Concept Plan ensures a mix of residential and non-residential uses that meet the needs of the City.

Once land is annexed, a Master Plan is required prior to development of any portions of those areas. The master planning process should recognize the land needs identified in the Concept Plan. More information on growth management can be found in the section on Urbanization. Corresponds to Neighborhood Community (NC) on the zoning map.

Commercial: Encourages development of commercial uses supportive of the surrounding community and visitors. Includes areas to accommodate retail trade, service, banking, office and related cultural and governmental uses. Corresponds to C1 (General Commercial) and C2 (Highway Commercial) on the zoning map.

Industrial: Areas appropriate for wholesale trade and manufacturing activities. Corresponds to Light Industrial (M1) and General Industrial (M2) on the zoning map.

Public Facilities: Areas for necessary institutional uses such as schools and churches, and public and semipublic uses such as parks, a local government center and other governmental and public service uses. Corresponds to Institutional and Public Use Zone (IPU) on the zoning map.

In addition, three overlay zones have been created:

Flood Plain: Denotes areas lying within the 100-year flood plains of McKay Creek and Ghost Creek as shown in the comprehensive plan chapter on Goal 7.

for proposed alterations and demolitions.

Significant Natural Resources: Identifies significant natural resources, including significant wetlands and riparian corridors as identified in comprehensive plan chapters on Goal 5 and Goal 7.

STATEWIDE PLANNING GOAL 2

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: To maintain a Comprehensive Plan that identifies issues, inventories and related data for use in the land use planning and decision making process.**

POLICIES:

- 1) Maintain a Comprehensive Plan that designates a range of land use areas based on findings with respect to:
 - Natural resource capacity and environmental quality;
 - Projected population and economic growth;
 - Location and capacity of services;
 - Existing land use patterns;
 - Projected land use needs;
 - Community land use needs; and
 - Energy conservation and resources.
- 2) Keep the Comprehensive Plan and supporting documents on file and available to the public through the City Recorder at the North Plains City Hall.

- 2. OBJECTIVE: To provide opportunities to community members and potentially affected government agencies to give input during the preparation, review and revision of plans and implementing ordinances by the City.**

POLICIES:

- 1) Encourage and provide ample opportunity for community members to provide input into the planning process for the City.
- 2) Use intergovernmental agreements with Washington County and other public agencies as needed to establish areas of mutual interest and coordination procedures relative to urban growth management and green corridors.

- 3. OBJECTIVE: To review the Comprehensive Plan and implementing ordinances periodically so that the City can keep the planning process dynamic and the comprehensive plan responsive to change.**

POLICIES:

- 1) Review the Comprehensive Plan and update or amend the plan every ten years.
- 2) Review data inventories and projections used in the Comprehensive Plan as part of the update.

4. **OBJECTIVE:** To ensure the Comprehensive Plan is the basis for specific implementation measures which are consistent with and adequate to carry out the Comprehensive Plan.

POLICIES:

- 1) Development proposals shall be required to conform to the City's Zoning, Subdivision and Design Review Ordinances.

NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

The McKay Creek flood plain includes other resources which may include riparian corridors, wetlands, and stream corridors. Development in such areas is restricted by the City's Significant Natural Resources Overlay Zone and flood plain ordinance. The only allowable alteration of the flood plain is governed by the flood plain ordinance.

Based on the resource inventory, the City of North Plains contains no known:

- Rare or endangered species of flora and fauna;
- Commercially valuable mineral and aggregate resources;
- Outstanding scenic views and sites;
- Indigenous energy sources;
- Wilderness areas;
- Potential and approved Oregon recreation trails; or
- State/Federally designated wild and scenic waterways.

STATEWIDE PLANNING GOAL 5

To conserve open space and protect natural and scenic resources.

CITY OBJECTIVES AND POLICIES

1. **OBJECTIVE: To protect and enhance the natural resources of the area through proper use and development, especially McKay Creek and its tributaries.**

POLICIES:

- 1) Protect the fish and wildlife habitats in the McKay Creek and Ghost Creek stream corridors through application of its design review, zoning and significant natural resources and flood plain overlay zone districts.

2. **OBJECTIVE: To continually explore ways to develop and maintain an open-space network.**

POLICIES:

- 1) Maintain and update the master storm water management plan to encourage preservation of all natural drainageways.
- 2) Provide and preserve greenways and open space along creeks or other water features for recreational purposes and visual aesthetics.

- 3. OBJECTIVE: To identify sites and structures relating to the history of the State and the City that should be identified, protected and enhanced.**

POLICIES:

- 1) Utilize the Historic Resource Overlay District to identify and protect significant historic sites and structures. The City's list of significant historic sites and structures shall be maintained in the Comprehensive Plan Inventory.
- 2) Develop a program using public and private resources to revitalize those older residential structures which have been identified as having some historical or architectural significance.
- 3) Investigate the possibilities of receiving funding and tax benefits from the federal, state, and local levels in order to support historic preservation.
- 4) Cooperate with the Washington County Museum and the State Historic Preservation Office to identify and protect significant cultural resources.
- 5) Recognize and comply with applicable State and Federal Statutes governing the protection of cultural resources.
- 6) Seek to protect all archaeological sites found in the city.

- 4. OBJECTIVE: To protect the groundwater supply essential to clean water and natural vegetation.**

POLICIES:

- 1) Work to preserve and maintain the quality of groundwater.

AIR, WATER AND LAND RESOURCES QUALITY

The City of North Plains maintains air and water quality, and noise level standards in accordance with the following federal laws:

- Clean Air Act (42 U.S.C. Section 7401 et seq);
- Clean Water Act (33 U.S.C Section 1251-1376);
- Safe Drinking Water Act (42 U.S.C. Section 300f et seq);
- Resource Conservation and Recovery Act (U.S.C. Section 6901 et seq);
- Noise Control Act (42 U.S.C. Section 4901 et seq);

and state laws:

- Pollution Control (ORS 468);
- Sewage Treatment & Disposal System (ORS 454);
- Solid Waste Control Act (ORS 467); and
- Noise Control Act (ORS 467)

AIR QUALITY

Air quality is monitored by the Oregon Department of Environmental Quality (DEQ). According to the 2015 Oregon Air Quality Data Summaries (July 2016) the Hillsboro area, which is the nearest monitoring point, generally enjoys good air quality. As Washington County grows in population more detailed information is developed to describe the air quality. The Hillsboro area is regularly monitored for a variety of pollutants of which the greatest concern are:

- Fine particulate matter mostly from wood smoke, other combustion sources, cars and dust, known as PM2.5 (2.5 micrometers and smaller diameter)
- Air toxics, such as benzene and acetaldehyde
- Ground-level ozone, commonly known as smog
- Greenhouse gas (GHG) emissions

The following scale is used to interpret the air quality condition:

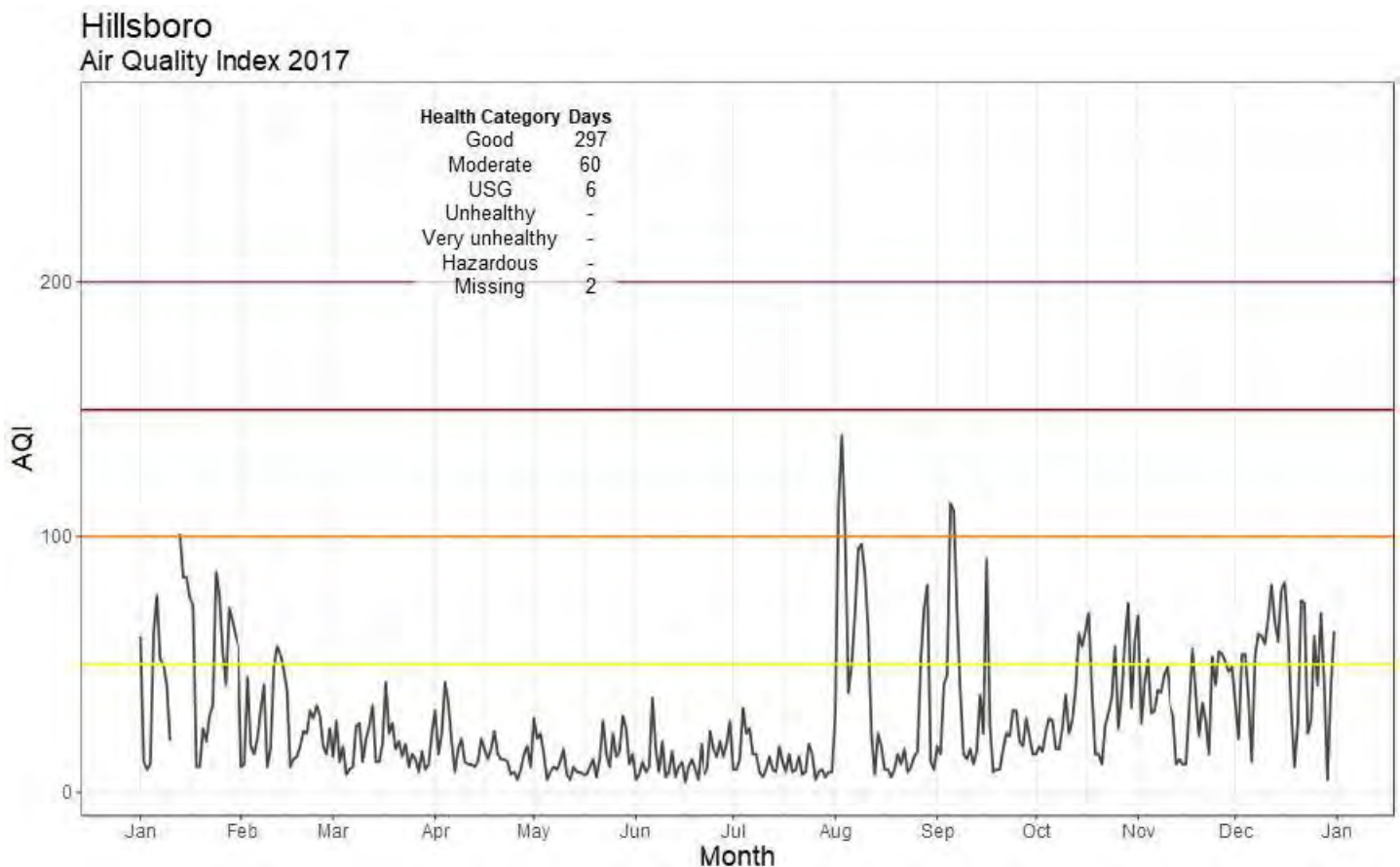
Air Quality Condition Scale

Air Quality	AQI	Health Advisory
Good	0-50	No health impacts expected .
Moderate	51-100	Unusually sensitive people should consider reducing prolonged or heavy outdoor exertion.
Unhealthy for Sensitive Groups	101-150	People with heart disease, respiratory disease (such as asthma), older adults, and children should reduce prolonged or heavy exertion. Active healthy adults should also limit prolong outdoor exertion.
Unhealthy	151-200	People with heart disease, respiratory disease (such as asthma), older adults, and children should avoid prolonged or heavy outdoor exertion. Everyone else should reduce prolonged or heavy outdoor exertion.
Very Unhealthy (Alert)	201-300	People with heart disease, respiratory disease (such as asthma), older adults, and children should avoid all physical activity outdoors. Everyone else should avoid prolonged or heavy exertion.

Air Quality Index Summary, Per Day 2006 – 2015

Year	Good	Moderate	UFSG	Unhealthy	Missing
2006	311	48	1	3	2
2007	306	48	10	1	0
2008	310	51	4	0	1
2009	288	62	7	0	8
2010	331	33	1	0	0
2011	308	50	7	0	0
2012	302	58	2	1	3
2013	281	71	8		4
2014	324	40	1	0	2
2015	309	54	1	1	0

When graphed, air quality in Hillsboro shows clear trends. Air quality tends to be best in the late spring, and the poorest in the winter months, when the air is more still and particulates cannot disperse. Forest fires can have a significant impact and were the cause of several spikes during the late summer months in 2017.



WATER QUALITY

The City operates and maintains the city's water system and is committed to delivering safe, high quality water to meet the health needs of residents and businesses. North Plains' water comes from the Tualatin River and is purchased from the City of Hillsboro and the Joint Water Commission. The City meets all state and federal requirements. Crews regularly inspect and service the water system. The City also administers a cross connection program to prevent contamination of the water supply by private wells. The Oregon Drinking Water Quality Act (OAR 333-061) implements state and national standards that limit the amount of contaminants in water provided by public water systems. The Water Quality Table below lists all of the drinking water contaminants that were detected in 2017.

Water Quality Table, City of North Plains, 2017

<u>Contaminants</u>	<u>MCLG or MRDLG</u>	<u>MCL, TT, or MRDL</u>	<u>Your Water</u>	<u>Range</u>		<u>Sample Date</u>	<u>Violation</u>	<u>Typical Source</u>
Disinfectants & Disinfectant By-Products								
(There is convincing evidence that addition of a disinfectant is necessary for control of microbial contaminants)								
Haloacetic Acids (HAA5) (ppb)	NA	.06	.03	NA		2017	No	By-product of drinking water chlorination
TTHMs [Total Trihalomethanes] (ppb)	NA	.08	.02	NA		2017	No	By-product of drinking water disinfection
Inorganic Contaminants								
Nitrate [measured as Nitrogen] (ppm)	10	10	0.49	0.12	0.49	2017	No	Runoff from fertilizer use; Leaching from septic tanks, sewage; Erosion of natural deposits

Wastewater treatment for North Plains is provided by Clean Water Services (CWS) at its Hillsboro facility. Since completion of the Hillsboro facility expansion in 1997, every parameter of the National Pollution Discharge Elimination System (NPDES) permit has been met.

NOISE, LIGHT AND ODOR POLLUTION

DEQ monitors noise pollution in the State of Oregon. The State has standards for motor vehicles, industry and commerce, motor sports vehicles and facilities and airports. Enforcement of these standards is conducted by DEQ. The single largest source of noise in the community is Highway 26 on the southern city limits. A moderate amount of noise can be heard at all hours of the day associated with freeway traffic. Vehicular traffic on local streets also is commonly heard at moderate levels. The Portland Hillsboro Airport is located nearby. Intermittent jet, airplane and helicopter traffic can be heard in North Plains. Burlington Northern Railway operates trains through town 2-6 times per day, mostly in the evening and early morning hours. While the trains do not stop they are required by Federal Law to signal their presence with horns. Several industrial facilities are located in and near the city, including Oregon Canadian Forest Products which operates a lumber mill on the eastern end of the City. Some noise also can be heard from industrial facilities in Cornelius off Vadis Road. Generally these facilities only operate day and swing shifts, and cannot be heard during evening hours. Locally, the City enforces the nuisance ordinance which addresses local sources of noise not regulated by the State or Federal government.

Light pollution has become a problem in many cities and rural communities. Light pollution disturbs wildlife, wastes energy and obscures the night sky. The City should consider local ordinances and regulations to minimize light pollution and glare, and preserve dark skies as a feature of rural character.

Emissions to the land, air or water can result in nuisance conditions that harm quality of life. State laws prohibit regulated facilities or sources from emitting odors which cause a nuisance. DEQ is responsible for implementing those laws and has developed a strategy for responding to odor complaints. The City should consider ways to support DEQ in efforts to prevent persistent and noxious odors from impacting its residents and businesses.

STATEWIDE PLANNING GOAL 6

To maintain and improve the quality of the air, water, and land resources of the state.

CITY OBJECTIVES AND POLICIES

1. **OBJECTIVE:** To ensure all discharges from existing and future development are within the limits set forth in applicable state or federal environmental quality statutes and standards.

POLICIES:

- 1) Enforce standards that enhance air and water quality, reduce noise and light pollution and meet or exceed state and federal environmental quality standards.
- 2) Participate in appropriate environmental quality planning efforts on a regional level.
- 3) Educate residents about and encourage them to prevent nonpoint source pollution.
- 4) Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems and hazards to wildlife.
- 5) Explore measures to prevent nuisance odors from causing negative impacts to residents and businesses.

SOIL LIMITATIONS

Approximately 14% of the soils in North Plains have “moderate potential” for shrink-swell, which affects the stability of building foundations and roadways. Approximately 13% of the soils in the community are identified as having a seasonable high water table within 24 inches of the surface, which affects construction and development. Most of these soils are associated with or are in the vicinity of the 100-year flood plains.

STATEWIDE PLANNING GOAL 7

To protect people and property from natural hazards.

CITY OBJECTIVES AND POLICIES

1. **OBJECTIVE: To concentrate urban uses on suitable lands based on research of available information showing the absence of known hazards including but not limited to flooding, unfavorable soil conditions, and seasonally high water table.**

POLICIES:

- 1) Require specific information clearly identifying the degree of hazard present from applicants who seek approval to develop residential, commercial, or industrial uses within known areas of natural disasters and hazards.
- 2) Prohibit development or land form alterations in areas with natural development limitations except upon showing that design or engineering techniques can eliminate any public harm or adverse effects to surrounding persons or properties.

2. **OBJECTIVE: To limit development in flood plains and natural drainageways.**

POLICIES:

- 1) Permit limited use of certain flood plain lands for recreational and agricultural purposes which do not endanger public health, safety or welfare.
- 2) Any alteration to a drainageway shall be engineered and constructed in a manner to allow for the least possible change in the natural flow of water which existed prior to the alteration.
- 3) To not allow construction or grading that will:
 - Cause any restriction which could cause backup of water and flood upstream properties;
 - Cause an increase in flow rate to downstream properties; or
 - Cause an increase of flood potential for the property which is undergoing alteration.
- 4) Rely on the most recently adopted flood plain maps provided by the Federal Government as the basis for the flood plain Overlay District.
- 5) Utilize the flood plain Overlay District to accomplish these policies, which will apply to private land owners, as well as city, county, and state projects.

- 3. OBJECTIVE: To protect life and property from harm or loss due to construction on weak foundation soils.**

POLICIES:

- 1) Maintain procedures to advise applicants for development permits of the areas known to have a potential for weak foundation soils.
- 2) Require a soils report by a qualified soils engineer or consulting geologist licensed or registered by the State of Oregon in areas of known weak foundation soils.

- 4. OBJECTIVE: To protect life and property from harm or loss due to activity or construction in areas of high groundwater.**

POLICIES:

- 1) Establish land development policies and regulations which take into consideration existing and evolving groundwater conditions.

RECREATION

The City of North Plains currently manages 6.24 acres of land designated as parks, open spaces, trails and recreation facilities. The City has three developed mini parks: Pacific Purple, LaMordden and Frank Wing Parks. Jessie Mays Park is North Plains' only neighborhood park and includes a Community Hall and picnic areas. Vern Galaway Park is a trailhead for the McKay Creek Trail. When Sunset Ridge Park is added to the existing park inventory, the total park acreage will increase to 7.24.

North Plains Elementary School has 10 acres of sports fields, playgrounds and recreation facilities that are available to the public during non-school hours. The McKay Creek Crossing, Sunset Terrace and Cottage Point Open Spaces are privately owned and the Community Garden on Commercial Street is leased by the City from a private property. Other outdoor activities, such as horseback riding, hiking, fishing, biking, gliding, golf, zipline, camping, and disc golfing are available in the surrounding countryside. The City of North Plains provides limited parks and recreation programs. Additional recreation programs are available through the North Plains Senior Center, Hillsboro School District and the City of Hillsboro Parks Department.

In the most recent Parks and Recreation Master Plan, the City determined that existing facilities are inadequate to meet future population growth needs. The Master Plan includes a list of needed improvements for existing park facilities and a need to acquire more park land to accommodate future growth. This includes the acquisition and development of at least one new community park and smaller improvements throughout the park system to enhance accessibility, safety and usability of park features. To connect North Plains' residents to destinations throughout the City and provide options for walking and biking, the Plan proposes development of 5.5 miles of new trails. Several of these new trail connections follow creekways to connect residents to nature and between parks.

NORTH PLAINS PARKS AND RECREATION VISION

To provide our community with safe parks, open spaces, recreational opportunities and a trail system that connects all neighborhoods, parks, schools and regional trails to enhance health and livability.

STATEWIDE PLANNING GOAL 8

To satisfy the recreational needs of the citizens of the state and visitors.

CITY OBJECTIVES AND POLICIES

1. OBJECTIVE: To encourage and support public involvement in park and recreation issues.

POLICIES:

- 1) Support the Parks & Recreation Board as the forum for public discussion of parks and recreation issues and conduct joint sessions as necessary between Board and City Council to improve coordination and discuss policy matters of mutual interest.
- 2) Involve residents and stakeholders in park and recreation facility planning and design in order to solicit community input, facilitate project understanding and engender public support.
- 3) Continue to promote and distribute information about recreational activities, programs, community services and events, and volunteer activities sponsored by the City and partner agencies and organizations.
- 4) Use a variety of methods, such as the City's website, social media and news articles, to publicize and increase resident awareness about recreational opportunities available in local neighborhoods and citywide.
- 5) Prepare, publish and promote a park and trail facilities map for online and print distribution to highlight existing and proposed sites and routes.
- 6) Promote volunteer park improvement, beautification and clean-up projects from a variety of individuals, service clubs, churches and businesses.
- 7) Promote and expand special events and recreational programming to enhance community identity, community activity and environmental education.

2. OBJECTIVE: To acquire and develop a high-quality, diverse system of parks that provides adequate and equitable park access to all residents.

POLICIES:

- 1) Provide a level of service standard of 6.25 acres per 1,000 residents of developed core parks (community, neighborhood and mini parks).
- 2) Strive to provide a distributed network of parks and trails, such that all city residents live within one-half mile of a developed park.
- 3) Provide a variety of active and passive park features and amenities, distributed equitably throughout the park system, to ensure residents have access to a range of park and recreation experiences.
- 4) Identify and prioritize lands for inclusion in the parks system based on their potential contribution to level of service, ability to serve currently underserved residents, opportunities to improve connectivity, and provide enhanced recreational opportunities for residents.

- 5) Develop and maintain minimum design and development standards for park and recreation amenities within private developments to address community facility needs, equipment types, accessibility and installation procedures.
- 6) Formulate illustrative master plans for the development or redevelopment of each City park, as appropriate, to take advantage of grant or other funding opportunities.

3. OBJECTIVE: To preserve distinctive natural areas and features for their scenic, recreation and habitat value, as well as their contribution to North Plains' rural atmosphere, including riparian habitat along McKay and Ghost Creeks.

POLICIES:

- 1) Pursue low-cost and/or non-purchase options to preserve natural areas, including conservation easements, development agreements, and partnerships with public agencies.
- 2) Prioritize the preservation of natural drainageways, wetlands, and areas that are flood-prone as natural areas.
- 3) Coordinate with adjacent jurisdictions, Washington County and Clean Water Services to plan for and create a regional habitat corridor along McKay Creek and its tributaries.
- 4) Manage vegetation in natural areas to support or maintain native plant and animal species, habitat function and other ecological values; remove and control non-native or invasive plants as appropriate.

4. OBJECTIVE: To plan for a parks system that is efficient to maintain and operate, while protecting capital investment.

POLICIES:

- 1) Develop and maintain all parks and facilities in a manner that keeps them in safe and attractive condition. Repair or remove damaged components immediately upon identification. Maintain and update an inventory of assets including condition and expected useful life.
- 2) Design and maintain parks and facilities to offer universal accessibility for residents of all physical capabilities, skill levels and age as appropriate; assess planned and existing parks and trails for compliance with the recently adopted Americans with Disabilities Act (ADA) Standards for Accessible Design for requisite upgrades.
- 3) Establish and utilize design standards to provide continuity in furnishings (e.g., signage, trash cans, tables, benches, fencing) and construction materials to reduce inventory and maintenance costs and improve park appearance.
- 4) Estimate the maintenance costs and staffing levels associated with the acquisition, development or renovation of parks or open spaces, and pursue adequate long-term maintenance, life-cycle replacement and operation funding.

5. OBJECTIVE: To develop a network of shared-use pedestrian and bicycle trails to enable connectivity between parks, neighborhoods, schools, and public amenities.

POLICIES:

- 1) Strive to provide safe and convenient pedestrian and bicycle access to all new and existing park and open space areas.
- 2) Coordinate on- and off-street trail planning and development with the City's Transportation System Plan to provide a comprehensive pedestrian and bicycle network.

- 3) Coordinate with Washington County and ODOT to provide safe crossings on Glencoe Road.
- 4) Coordinate with Washington County and Metro to facilitate connections to regional trail corridors, such as the Banks-Vernonia Trail.
- 5) Coordinate with the Planning Department and integrate the siting of proposed trail segments and on-street improvements into the development review process. Require development projects along designated routes to be designed to incorporate trail segments as part of the project.
- 6) Partner with local utilities, public agencies and private landowners to secure easements and access to open space for trail and greenway connections.
- 7) Implement the Trail Guidelines adopted in the Community Trails Plan for trail siting, design and construction to provide recreational access.
- 8) Provide trailhead accommodations, as appropriate, at the terminus of the McKay Creek and Ghost Creek Greenway Trails to include parking, wayfinding signage, restrooms and other facilities.
- 9) Implement trail, route and wayfinding signage for trails and associated facilities, informational maps and materials identifying existing and planned trail facilities.

6. OBJECTIVE: To facilitate and promote a varied suite of recreation programs that accommodate a spectrum of ages, interests and abilities.

POLICIES:

- 1) Implement and support special events, festivals, concerts and cultural programming to promote arts, health and wellness, community identity and tourism, and to foster civic pride.
- 2) Leverage City resources by forming and maintaining partnerships with other public, non-profit and private recreation providers to deliver recreation services and secure access to existing facilities for community recreation.
- 3) Emphasize programming for children, teens, seniors, and other populations with limited access to market-based recreation options.
- 4) Partner and coordinate with the Hillsboro School District for access to existing facilities (e.g. schools gymnasiums, tracks, fields) for community recreational use, and to encourage provision of community education programming at schools.
- 5) Coordinate with public, private and non-profit providers, such as organized sports leagues, to plan for projects to expand facilities for athletic fields.

7. OBJECTIVE: To develop and manage a citywide system of parks, trails, and recreational facilities in a planned manner consistent with community goals and available resources.

POLICIES:

- 1) Update the comprehensive Parks Master Plan periodically to ensure facilities and services meet current and future community needs.
- 2) Periodically review and amend the North Plains Development Code's requirements for dedication of parkland and trails and system development charges.
- 3) Actively manage North Plains' park and recreation assets to ensure consistent service delivery, reduce unplanned reactive maintenance, and minimize economic, public health, and environmental risks.
- 4) Pursue traditional and new funding sources to adequately and cost effectively maintain and enhance the quality of North Plains' park and recreation system.

ECONOMIC DEVELOPMENT

North Plains' residents value their high quality of life stemming from affordable housing, a small-town feel and proximity to outdoor recreation activities. The City's location along Highway 26 provides good transportation access and makes it a gateway to the Oregon Coast. It also is close to major employment centers in western Washington County and has good access to the regional workforce. North Plains is located in an agricultural region, with a diverse offering of agricultural products including fruits, wheat, wine, and nursery plants.

North Plains' businesses attract workers from across the Portland Metro region. Approximately 17% of people who work in North Plains commute from Hillsboro, 8% from Portland, 6% from Beaverton, and 5% from Forest Grove. The remaining workers commute from elsewhere in Washington County and the Portland Metro region. The sectors with the greatest number of employees in 2014 were: Manufacturing (25%), Constructing and Agriculture (20%), and Food Services (16%).

North Plains had 823 covered employees in 2014 and an estimated 914 total employees within the urban growth boundary (UGB) in 2014. North Plains will have an estimated 2,612 employees within the UGB by 2038, an increase of 1,646 employees (170%) over the next 20 years. North Plains will need 162 additional acres of employment land to accommodate employment growth over the next 20 years.

Target industries for North Plains are based on the City's goals for economic development, economic conditions in North Plains and Washington County, and the city's competitive advantages. The target industries identified as having potential for growth in North Plains are:

- Small-scale manufacturing: electronics and computers, machinery, fabricated metal, specialty food and beverages, renewable and alternative energy.
- Small-scale warehouse, distribution and wholesale.
- Professional services: software development, research or environmental services.
- Services for residents: grocery store, other retail, restaurants, and government services, especially primary education.
- Services for seniors: assisted living facilities, retirement centers, and related medical services.
- Services for visitors: restaurants or a hotel.

STATEWIDE PLANNING GOAL 9

To diversify and improve the economy of the state.

CITY OBJECTIVES AND POLICIES

1. **OBJECTIVE: To plan for a 20-year supply of suitable commercial and industrial land on sites with a variety of characteristics (e.g., site sizes, locations, visibility).**

POLICIES:

- 1) Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future. The supply of commercial and industrial land should provide a range of site sizes and locations to accommodate the market needs of a variety of commercial and industrial employment uses.
- 2) Provide for opportunities for development of commercial services along Glencoe Road and Commercial Street for residents and visitors to North Plains.
- 3) Allow for development of small-scale commercial services to support local community needs.
- 4) Support development of a grocery store or market to support local community needs.

2. **OBJECTIVE: To support development and redevelopment in downtown for commercial services, especially locally serving businesses.**

POLICIES:

- 1) Continue to implement policies and programs to support and encourage commercial development in downtown.
- 2) Develop policies and programs to encourage infill and redevelopment in downtown as a way to use land and existing infrastructure efficiently.
- 3) Support mixed-use development in downtown, such as development of two-story buildings with commercial uses on ground floor and residential uses on the second floor.
- 4) Support actions that encourage business activities and events in downtown.

3. **OBJECTIVE: To create conditions that encourage growth of existing businesses, entrepreneurs, and attraction of new businesses to create jobs with a range of wages for North Plains' residents with the goal of increasing employment for people living in North Plains and improving the jobs-housing imbalance.**

POLICIES:

- 1) Develop a broader economic development plan that promotes and supports a diverse economic base through growth of businesses, such as the types of businesses identified in the Economic Opportunities Analysis.
- 2) Encourage the planning and development of a sufficient amount of industrial lands for

manufacturing and other export-oriented businesses¹ that do not have negative impacts on surrounding areas while accommodating future City economic growth and development prescribed in the Comprehensive Plan.

- 3) Support development of tourism-related businesses to attract visitors to North Plains as a destination for day tourism.
- 4) Support growth of existing businesses and entrepreneurs by sharing technical resources, maintaining open communications with local business people, and providing available staff support for economic development projects initiated by the business community.
- 5) Coordinate economic development efforts with local and regional economic development organizations, including the North Plains Chamber of Commerce, the Westside Economic Alliance and Business Oregon.
- 6) Ensure that the City's building permitting and land use entitlement processes support business growth.

4. OBJECTIVE: To provide adequate infrastructure efficiently and fairly to support employment growth.

POLICIES:

- 1) Coordinate capital improvement planning to ensure infrastructure availability on employment land and pursue funding for needed infrastructure to support economic development activities.
- 2) Support home occupations and workers that telecommute by working with telecommunications and other service providers to improve services in North Plains.

5. OBJECTIVE: To work with community partners to support workforce and entrepreneurial training opportunities to meet the needs of North Plains' businesses.

POLICIES:

- 1) Provide strategic contributions in staff or dollars to partners to support workforce development.
- 2) Support workforce development of independent contractors and entrepreneurs in North Plains.

1 "Export-oriented businesses" are businesses that produce goods or services for consumption outside of North Plains, to serve needs in Washington County, the Portland metropolitan area, and beyond. Export-oriented businesses typically have higher wages than "locally serving" businesses. Many export-oriented businesses are manufacturing. Locally serving businesses include businesses such as retail, restaurants, or health care.

HOUSING

The City wishes to encourage a range of quality housing for all ages and income levels. Housing will be attractive, compatible and build upon historic North Plains patterns.

In 2020, the population of North Plains was estimated at 3,410 and forecast to grow to 7,076 by 2040. This increase in 3,666 people represents a 3.7% annual growth rate and will require approximately 1,348 new dwelling units in this 20-year timeframe to accommodate this growth. Of the needed 1,348 new dwelling units, 504 are expected to be built in the Brynhill Area, which is over halfway built-out in 2023. Outside of the Brynhill development, North Plains will need to provide about 844 new dwelling units to accommodate forecast population growth by 2040.

Of the 844 needed new dwelling units, about 591 (70%) will be single-family detached types, which includes manufactured dwellings. About 84 (10%) will be single-family attached, and 169 (20%) will be multifamily, which includes structures with four or more dwellings. Duplexes and triplexes are permitted in the R-2.5 zone and are included in the multifamily housing type percentage.

This mix represents a shift from the existing mix of housing, in which eighty-eight percent of the housing stock is single-family detached housing. The shift in mix is in response to the need for a wider range of relatively affordable housing types, including housing types such as duplexes, townhouses, and apartments. In addition, North Plains has need for relatively affordable smaller single-family attached and detached housing.

According to the 2023 Housing Needs Analysis (HNA), there is capacity for approximately 54 new dwelling units within the existing city limits in residentially-zoned districts. Therefore, an identified need of approximately 111 additional acres of residentially-designated property is identified by the HNA to accommodate 790 dwelling units at approximately 7.1 dwelling units per net acre average. When combined with needed parks, trails, open space and infrastructure (such as roads and sidewalks), the total land need for residential development in the 2023 Urban Growth Boundary expansion is 167.4 acres.

In 2017, North Plains has 356 acres of lands zoned for residential use inside the urban growth boundary (UGB). Approximately 148 acres of the residential lands are suitable for development, the majority of which are located in two UGB expansion areas. The two expansion areas were annexed into the North Plains city limits and are zoned Neighborhood Community. The East Expansion Area contains about 46 undeveloped acres, 10 of which will be used for a school. The North Expansion Area contains about 73 acres of undeveloped land, 15.5 of which is planned to be used for commercial, institutional and municipal parks. The two parcels contain approximately 87 acres that will be used for streets, parks, greenways and housing and will be developed at a minimum of 8.4 dwelling units per net acre.

According to the North Plains Housing Needs Analysis (HNA), the number of dwelling units increased from 637 units to 793 units between 2000 and 2014. The mix of new units is approximately 85% single-family detached, 3% single-family attached, and 12% multifamily, which is largely consistent with the pre-existing housing stock. About 78% of North Plains' households own their own home. Nearly all North Plains' homeowners (96%) live in single-family detached housing. The majority of renters (57%) live in multifamily units.

average of 2.6 persons per household, the City will need 1,547 dwelling units to accommodate the increased population, 70% of which will be single-family detached and 30% will be single-family attached and multi-family.¹ The City's existing vacant land can accommodate 755 dwelling units, leaving a deficit of 791 units. Using the housing mix described above, the city will need an additional 118 acres to accommodate the remaining need. This will require an expansion of North Plains' UGB.

1 More information on housing needs, including needed housing by income level, can be found in the adopted North Plains Housing Needs Analysis.

STATEWIDE PLANNING GOAL 10

To provide for the housing needs of citizens of the state.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: To plan to accommodate residential growth within the existing urban growth boundary if possible and plan for expansions of the urban growth boundary as necessary.**

POLICIES:

- 1) Insure adequate vacant land is zoned to meet residential land needs as defined in the housing needs analysis.
- 2) Maintain specific and enforceable design standards for single-family housing, manufactured homes, single-family attached housing, and multifamily housing.
- 3) Provide opportunities for efficient development of residential land within the urban growth boundary.
- 4) Land newly brought into the urban growth boundary will be concept and master planned (per Objective 4). The plan will provide opportunity for development of the housing needs identified in the HNA through zoning sufficient land to allow: 70% of new housing will be single-family detached and 30% single-family attached and multifamily.
- 5) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

- 2. OBJECTIVE: To provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.**

POLICIES:

- 1) Allow flexibility in development of innovative housing types to meet medium and high density housing as described in the HNA.
- 2) Accommodate the housing needs of retirees and assisted living housing where possible in locations within easy walking distance of business and commercial areas.

3. **OBJECTIVE: To encourage development of low-income households and moderate-income housing (as defined by HUD) through land use policies that allow and encourage affordable housing production and working with agencies and developers of affordable housing.**¹

POLICIES:

- 1) Work with the Housing Authority of Washington County to identify sites, projects and developers to provide assisted housing units for low- and moderate-income households.
- 2) Develop regulations to encourage development of low- and moderate-income affordable housing.

4. **OBJECTIVE: To require that land that is brought into the UGB primarily to meet residential land needs is concept planned before it is annexed into the city limits, and master planned before development is allowed.**

POLICIES:

- 1) When land is brought into the UGB, a concept plan will be developed for the area, prior to annexation. Residential densities for the UGB expansion area will be established in the concept plan.
- 2) Lands newly annexed into the city limits will have the NC zone applied concurrent with annexation.
- 3) Newly developed residential areas will be in master planned areas that may include parks, schools, public services and facilities, shopping, services, and activity centers, providing pedestrian access to these amenities.
- 4) Newly developed residential areas will include landscaping and open space to provide an amenity to the residential development and reduce potential conflicts with surrounding uses.
- 5) Coordinate capital improvements planning with concept and master planning of land newly brought into the urban growth boundary to make land ready for residential development.

¹ The U.S. Department of Housing and Urban Development (HUD) sets a Median Family Income (MFI) for each county in the nation based on information from the U.S. Census' American Community Survey. The MFI is meant to approximate the income of an average family. In 2018, Washington County's MFI was \$81,400. Households earning less than 50% of MFI (\$40,700 in 2018) are considered low-income households and those earning 50% to 80% of MFI (\$40,700 to \$65,120 in 2018) are considered moderate-income households.

PUBLIC FACILITIES AND SERVICES

Ongoing public facilities planning for the City of North Plains is necessary to keep pace with growth and population increase over the 20-year planning horizon.

The City of North Plains first adopted a “Water System Master Plan” in April 1980, and the “Sanitary Sewer Collection System”, in January 1978. The existing Sewer Master Plan and Water Master Plan are updated by the City periodically and serve as the specific development and policy documents for the provision of water and sanitary sewer services. There is no Storm Water Master Plan for the City as the City relies upon Clean Water Services to oversee stormwater management.

WATER SYSTEM MASTER PLAN

The Water Master Plan planning horizon is 20 years. The Joint Water Commission (JWC) is the regional water supplier and a partnership of the Cities of Hillsboro, Forest Grove, Beaverton, Tigard and the Tualatin Valley Water District. Currently, the City of North Plains and the JWC have an agreement for a maximum rate of flow not to exceed 875 gallons per minute with a maximum volume of water not to exceed 1.05 million gallons per day. One of the City’s existing groundwater wells, Well No. 3, is available as an emergency backup supply source, if needed.

Water System Planning and Capacity

The City’s water supply and transmission systems must be capable of providing for estimated maximum day demands for the 20-year planning horizon. The Water System Master Plan analysis found that to provide for the anticipated growth over the planning horizon, the City will need to spend approximately \$12.0 million for recommended improvements. The plan recommended funding the City’s capital improvement program at \$600,000 annually for storage, pumping, and distribution piping improvements.

SANITARY SEWER MASTER PLAN

Clean Water Services (CWS), a service district of Washington County, provides sewage services in the City of North Plains. CWS serves a 122-square mile area in the Tualatin River watershed, including 12 member cities. The Plan evaluations include development conditions representing 2006 (existing), 2015 and an undetermined buildout date. North Plains is served by the Hillsboro Treatment Facility. In 2004, the reported population in the Hillsboro Treatment Plant Basin was 34,564. The approximate population based on residential average daily water flow was 61,900 in 2015 and 121,300 at buildout.

Sewer System Planning and Capacity

The Plan analysis determined that upgrades to existing gravity sewers and to two existing pump stations and force mains are needed to meet service demands at buildout. In addition, CWS will need to construct more than 72,000 feet of new gravity sewer extensions and four new pump stations and force mains.

EMERGENCY SERVICES

The North Plains Police Department employs 2.5 full time equivalent officers (FTE) and six reserve officers. The department does not provide 24-hour coverage, but does receive rapid response for priority calls. North Plains contracts with the City of Hillsboro for report and evidence management and Washington County Justice Court to adjudicate traffic tickets.

Fire protection and emergency medical response within North Plains is provided by the Tualatin Valley Fire and Rescue. Station 17 is centrally located in downtown North Plains on Commercial Street next to City Hall. The station is a full-time career station staffed with four personnel: one officer, one driver and two firefighters. Equipment includes two engines, one tank truck, one rescue unit and one brush control truck.

EDUCATIONAL FACILITIES

The City of North Plains is within the Hillsboro School District. North Plains Elementary School was opened in 1954 and occupies 15 acres in the northwest corner of North Plains. There are no immediate plans for capital improvements. A new elementary school is planned as part of the east expansion area, recently annexed into city limits. Most North Plains' students attend Evergreen Junior High School and Glencoe High School in Hillsboro.

LIBRARY SERVICES

North Plains Public Library, constructed in 2006, is part of the Washington County Cooperative Library System. The cooperative allows all County residents to borrow from any municipal or other public library in the County, providing access to over a million items in its cumulative collection.

OTHER PUBLIC UTILITIES: GAS, ELECTRICAL, TELEPHONE, INTERNET

A variety of private companies provide these services to residents and businesses in North Plains.

STATEWIDE PLANNING GOAL 11

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development consistent with the City's vision.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: To program and provide municipal facilities in the most efficient and cost-effective manner to adequately serve existing population and anticipated growth, in accordance with the Comprehensive Plan.**

POLICIES:

- 1) Prepare detailed public facility and utility studies to maintain current inventories of needs and costs.
- 2) Develop, maintain, update, and expand water and sewer systems, and storm drains as necessary to provide adequate, efficient and cost-effective facilities and services to the community.
- 3) Plan public facilities, utilities, and services to meet the expected demand through development of a capital improvement program.
- 4) Work with the City of Hillsboro, Tualatin Valley Fire and Rescue and other agencies to provide emergency services to North Plains residents and businesses.
- 5) Cooperate with agencies involved in providing and coordinating library and other community services.
- 6) Coordinate with the Hillsboro School District to project all school land needs and to determine the location of future school sites.
- 7) Work with Washington County and the Metropolitan Service District to insure adequate provision for and control of solid waste disposal sites.
- 8) Work with private utility companies (gas, electric, telephone, internet) to ensure equitable access to services throughout the City.

2. OBJECTIVE: To establish and utilize criteria to guide the location and design of new public facilities.

POLICIES:

1) Weigh the following factors when determining public facility location:

- Availability and cost of usable land;
- Degree of disruption of residential areas;
- Operational efficiency of alternate locations;
- Geographic restrictions and requirements; and
- Overall Comprehensive Plan objectives and the 2035 Vision.

3. OBJECTIVE: To seek federal, state and other revenue sources to fund public facility needs and utilize these for capital improvements.

POLICIES:

- 1) Complete local planning for high priority public facilities so that outside revenue sources can be used on short notice.
- 2) Develop local funding adequate to meet “matching” requirements of outside revenue sources.
- 3) Require equitable sharing of most public facility costs between new development and the existing community through means such as system development charges, local improvements districts, or other possible means.

TRANSPORTATION

TRANSPORTATION SYSTEM PLAN

The City of North Plains regularly updates the Transportation System Plan (TSP). The TSP provides the city with a long-range vision for the transportation system. Through coordination with Washington County, ODOT, and the community of North Plains, the TSP helps guide the priorities and budgeting to address transportation needs.

Transportation System Needs

North Plains is a small community located along US 26 with a majority of commercial, housing, and employment centered within a 1.5-mile walking distance. It has the potential to have a well-utilized pedestrian network with improvements to sidewalks and street crossings. Bicycle travel is important to safely accommodate travel within the city as it allows for trips longer than 1.5 miles. To comply with OAR-660-045, bikeways need to be provided along arterial and collector streets in North Plains.

As North Plains grows, there will be an increase in vehicle travel throughout the city, and accommodating this growth will require improvements to safety, mobility, connectivity, complete streets, and traffic calming to ensure safe and efficient vehicle travel. Traffic within the City is anticipated to increase along the key arterials of Glencoe Road and West Union Road as well as on key collectors including North Avenue and Gordon Road.

The city is currently served by a fixed transit route service through Ride Connection and a service provided by the Tillamook County Transportation district called “The Wave”. As the population of North Plains increases, there will be an increased need for transit improvements including additional stops and larger service areas.

The TSP outlines strategies and projects to accommodate a balanced and safe transportation system and enhance the quality of life for North Plains residents. The plan is intended to provide the City with flexibility on the timing and implementation of projects and to allow the city to make improvements responsive to how the community grows in the next 20 years.

STATEWIDE PLANNING GOAL 12

To provide and encourage a safe, convenient and economic transportation system.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: To create a multi-modal transportation system for all users. All users will have safe and convenient access.**

POLICIES:

- 1.A) Identify and plan for an expansion in the transit system.
- 1.B) Prioritize projects that encourage and facilitate pedestrian and bicycle travel.
- 1.C) Provide a network of interconnected streets to allow for efficient travel and reduction of out-of-direction travel.
- 1.D) Provide complete access for pedestrians and bicycles to key locations.
- 1.E) Ensure future connectivity to parcels that could be added to the UGB in the future.

- 2. OBJECTIVE: To prioritize improvements and new projects that provide convenient access for pedestrians and bicycle routes to key destinations.**

POLICIES:

- 2.A) Identify and improve system gaps for pedestrian and bicycles.
- 2.B) Improve safe access to key destinations.
- 2.C) Identify potential or needed sidewalk and crossing improvements.
- 2.D) Identify bikeway improvements.
- 2.E) Integrate the City Parks and Trails Master Plan vision and applicable goals.

- 3. OBJECTIVE: To encourage design and provide facilities that improve safety of all users of the transportation system.**

POLICIES:

- 3.A) Improve areas where crash risk factors are present.
- 3.B) Improve and maintain transportation infrastructure to safe standards.
- 3.C) Establish and design for safe routes to schools from residential neighborhoods.
- 3.D) Transportation facilities should be designed to meet safety standards.
- 3.E) City shall implement plans to educate public and provide enforcement on transportation safety.

- 4. OBJECTIVE: To improve the economic vitality of North Plains businesses by providing safe and convenient access for all users.**

POLICIES:

- 4.A) Develop a system that provides safe and efficient movements of goods.
- 4.B) Create a system that allows for good access to businesses within the community.
- 4.C) Support improvements that make downtown and access to businesses safe and convenient for pedestrians and bicycles.
- 4.D) Design roadways and intersections for intended use based on street classification and needs of adjacent land uses.
- 4.E) Design a transportation system that reduces travel time and vehicle miles traveled.

- 5. OBJECTIVE: To encourage design and improvements that reduce the environmental impact of the transportation system.**

POLICIES:

- 5.A) Reduce emissions by encouraging connectivity and design that reduces vehicle miles traveled.
- 5.B) Design and development that encourages walking and biking.
- 5.C) Design and development that minimizes impacts to waterways and other sensitive environments.
- 5.D) Encourage street cross sections to include width and storm water treatment systems that minimize environmental impacts.
- 5.E) Encourage strategies to reduce single vehicle occupancy trips.

ENERGY CONSERVATION

Energy conservation efforts lower the cost of energy for the City and its residents and reduce the production of harmful greenhouse gases. Transportation systems and city development patterns are two areas where energy use is highest and most likely to be affected. It is in these areas that energy policy is directed.

The objective of energy conservation reinforces the importance of focusing public facilities and urbanization toward infill development and redevelopment and connecting residential areas to downtown and employment, educational and recreational areas.

STATEWIDE PLANNING GOAL 13

To conserve energy.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: For new development to minimize the consumption of fuels and maximizes the efficiency of utilities.**

POLICIES:

- 1) The City will encourage land use patterns that:
 - Locate various land use activities (residential, employment, recreation, education, etc.) in close proximity;
 - Reduce or shorten energy consuming trips by increasing density and intensity of new development
- 2) The City will encourage energy efficient development and redevelopment.
 - Encourage energy conservation in new development through site planning, landscaping and construction practices that take advantage of climatic conditions of light, heat, cooling, and ventilation, such as the Energy Star or PGE Savings by Design Programs.
 - Review possible ways of developing weatherization and insulation programs, especially in pre-1950 homes.
 - Encourage the use of solar energy in residential developments.
 - Encourage the reuse and recycling of materials resulting from the demolition of old buildings in compliance with Uniform Building Code.

- 2. OBJECTIVE: To develop a transportation system that provides for a variety of travel options, including driving, biking and walking.**

POLICIES:

- 1) Design and build bicycle and pedestrian connections.
- 2) Explore opportunities to increase public transit services.

- 3. OBJECTIVE: To reuse and recycle materials, whenever feasible, to save money and reduce solid waste.**

POLICIES:

- 1) The City will educate residents on the benefits of recycling and waste prevention.
- 2) The City will reuse City-owned materials when possible and recycle them when reuse is not possible.
- 3) The City will support or facilitate required and voluntary measures to meet City recycling goals.

URBANIZATION

From 2020-2023, the City coordinated with state, regional and county agencies to provide a land supply enabling existing and future citizens to enjoy a livable North Plains consistent with its character as a rural town but acknowledging the City's goals of increasing the tax base and overcoming the status as a "bedroom community". This Urban Growth Boundary (UGB) expansion process included a project advisory committee comprised of community members, business owners, agency partners and appointed and elected officials who met eight times to consider how and where the City should expand. The resulting 2023 UGB Expansion includes 854 acres of land surrounding the existing City limits that should accommodate the residential and employment growth needs of North Plains for the next 20 years.

The acreage included in the UGB includes residential and employment land need estimates. The City's 2017 (updated in 2022) Housing Needs Analysis (HNA) identifies a need for 167 acres of land, to meet residential demands through 2037, including land for parks and infrastructure. The 2018 Economic Opportunities Analysis (EOA), updated in 2022, identifies a need for 515 acres to meet industrial land needs and 172 acres to meet commercial land needs through 2038, including land for infrastructure. Combined, these studies estimate a need for 854 acres to meet the city's 20-year land need.

In 2005, the City coordinated with state, regional and county agencies to provide a land supply enabling existing and future citizens to enjoy a livable North Plains consistent with its character as a rural town. The City identified land needed to provide a connected, walkable and non-auto-oriented environment, supportive of the town center and east industrial area. The unanimous recommendation from the TGM Study was to increase density within the existing urban growth boundary (UGB) and amend the UGB to allow residential growth to the north and east, rather than expand to an "exception" area south of Highway 26 that would divide the city. Therefore, the City created an urbanizable land supply north of the freeway, connecting the downtown core and industrial areas with established and future neighborhoods.

Rapid residential growth following the Great Recession and state legislation passed in 2016 allowing certain annexations without voter approval resulted in the annexation of approximately 122 acres to the city in 2016 with plans for approximately 738 new homes and a new elementary school. The current Housing Needs Analysis (HNA) projects North Plains' population to grow and indicates that the City will need an additional 82 to 118 acres to accommodate future housing need.

URBAN GROWTH PROCESS

A Concept Plan is required for land brought into the UGB prior to annexation. The purpose of the Concept Plan is to ensure that areas brought into the UGB are urbanized efficiently and contribute to mixed-use, pedestrian-friendly, and multi-modal communities. The Concept Plan will generally identify the location of land uses and an overall average density. Land designations must accommodate needs identified in an adopted **HNA housing needs analysis**, economic opportunities analysis and other urban growth management plans. The Concept Plan must demonstrate the ability **of residential land** to allow for 70% of new housing to be single-family detached and 30% to be single-family attached and multifamily. The Concept Plan also will identify potential funding sources for infrastructure improvements.

A Master Plan is required for properties within the city limits prior to any development. The master planning process encourages innovative and imaginative site planning to develop a sense of place where amenities, facilities, features and overall urban design could not be achieved through application of individual or combinations of zones. The master plan is intended to ensure that property will develop in a manner consistent with the previously approved concept plan. The Master Plan must include the locations of applicable land uses, including residential, commercial, industrial and institutional uses, transportation facilities, utilities, and parks, open space and natural areas.

STATEWIDE PLANNING GOAL 14

To provide for an orderly and efficient transition from rural to urban land use.

CITY OBJECTIVES AND POLICIES

- 1. OBJECTIVE: To identify and utilize accepted growth management techniques in a manner that will implement the Comprehensive Plan vision statement, goals, objectives and policies.**

POLICIES:

- 1) Carry out implementation of the vision statement using accepted land use planning and management techniques to include, but not limited to, the following:
 - Refine and update the 2005 Washington County-North Plains Urban Planning Area agreement. Proposed expansions of the area of interest shall be based upon an analysis of both short-term and long-term need for urban expansion in accordance with state law.
 - Intergovernmental agreements with Washington County concerning planning, land division, land uses, and management of land uses and provision of public facilities and services within the City's area of interest. The City shall take an active role in the land use planning and development process for lands located in the area of interest. Through the intergovernmental agreement, the City shall assume this greater involvement, including delegation by the County to the City for planning and development regulation responsibilities in the area of interest. The agreement also shall require annexation, or a pre-annexation agreement, prior to development of urban uses outside of the City's UGB, and concerning the regulation of land divisions pursuant to ORS 92.042.
 - Urban reserves. OAR 660 Division 21 authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion of an urban growth boundary and to be protected from patterns of development which would impede urbanization. The City is adjacent to several undesignated areas. The authority provided by OAR 660 Division 21 provides the City a mechanism through which it can influence and affect the pattern of development outside the urban growth boundary, so that it does not conflict with the City's long-term plans for urbanization.
 - Urban Growth Boundary amendments.
 - The City will seek to influence, manage and control the transition from rural to urban uses on lands outside the City's urban growth boundary which are logically within the City's area of interest for future growth.
 - The urban growth boundary will be updated and expanded when conditions exist that satisfy adopted local and state standards for amendments to urban growth boundaries.
 - The City has an established urban growth boundary. Growth and development will be directed and encouraged within this area on developable lands. Development will be consistent with the capacity and capability of public services.

2. OBJECTIVE: To ensure annexation to the city occurs in an orderly and coordinated manner, and public facilities are provided to support urban growth consistent with the 2035 Vision.

POLICIES:

- 1) The following conditions should be met prior to or concurrent with the City processing of any annexation request:
 - The subject site should be located within the North Plains Urban Growth Boundary.
 - The subject site should be contiguous to the existing city limits.
 - The subject site should have an adopted Concept Plan that identifies the general location of land uses and an overall average density.
- 2) The proposed use for the site shall comply with the North Plains Comprehensive Plan and with the designation on the North Plains Comprehensive Plan Map. If a re-designation of the Plan Map is requested concurrent with annexation, the uses allowed under the proposed designation must comply with the Comprehensive Plan.
- 3) An adequate quantity and quality of urban services must be available, or there is evidence that it is feasible that they can be made available within a reasonable period of time after annexation. Annexation can be conditioned upon the provision of services through a Concept Plan. Increased levels of urban service shall not place unreasonable burdens on the service providers or existing users. An adequate level of urban services shall be defined as:
 - Municipal sanitary sewer and water service.
 - Roads with an adequate design capacity for the proposed use and projected future uses.
 - Police, fire, and school facilities and services.

The burden of providing the above findings is placed upon the applicant.
- 4) Coordinate annexation requests with affected public and private agencies.
- 5) If water and sewer lines are proposed outside the UGB to serve an annexation, the annexation and extra-territorial utility extension request shall be coordinated.
- ~~6) Apply the NC zone to lands newly annexed into the city limits concurrent with annexation.~~
- 6) Newly developed residential areas will be in master planned areas that may include parks, shopping, services, and activity centers, providing pedestrian access to these amenities.
- 7) Coordinate capital improvements planning with concept and master planning of land newly brought into the urban growth boundary to make land ready for development.
- 8) Concept and Master Plans will provide an opportunity for development of the housing needs identified in the HNA through zoning sufficient land to allow: 70% of new housing single-family detached and 30% single-family attached and multifamily. Residential densities for the UGB expansion area will be established in the concept plan.

3. OBJECTIVE: To establish a planning program and an efficient direction for growth that allows for complete and connected neighborhoods.

POLICIES:

- 1) Promote the efficient use of land, including appropriate in-fill, redevelopment and new development at higher density than currently on the ground in the City.
- 2) Plan for complete and connected neighborhoods, either singularly or in conjunction with adjacent areas.
- 3) Encourage the city to grow its existing neighborhoods, amenities, town center and industrial areas into one connected compact city.
- 4) Reinforce geographic separation between North Plains' and Metro's urban growth boundary/ urban reserves.
- 5) Provide separation between urban and rural land uses to the extent possible, consistent with state law.

PLAN IMPLEMENTATION

as of March 2019

ZONING

Zoning is an official land use control established “for public interest, health, comfort, convenience, preservation of the public peace, safety, morals, order and the public welfare”.¹ Zoning represents one means of carrying out the objectives set forth in the Comprehensive Plan.

Zoning must be consistent with the Comprehensive Plan in that a more intensive use of the land than permitted by the Plan cannot be allowed by the Zoning Ordinance.² Changes to the Zoning Ordinance or Comprehensive Plan can be requested and will be reviewed, but the burden of proof is upon the one seeking the change.³ The requested change must be justified by proof that:

- The change is in conformance with the Comprehensive Plan, and
- The change has met the procedures and regulations of the Zoning and Development Ordinance; and,
- The change is consistent with the statewide planning goals.

ANNEXATION

Areas can be annexed to the city upon request, and approval by Council and approval of the majority of the electorate per City Charter Chapter I, Section 4. Additionally, areas can be annexed without vote with a petition submitted by all owners of land within the area, the area is within the urban growth boundary and at least one parcel in the area is contiguous to city limits. All annexations must comply with the Comprehensive Plan and statewide planning goals. The burden of proof is on the proponents of the annexation, and the City must base its decision on findings of fact.

SUBDIVISION AND PARTITION

The subdivision and partition clause of the zoning code establishes procedures and standards for land partitioning, and subdividing of four or more lots.

1 ORS 227.220

2 Baker vs. Milwaukie

3 Fasano vs. Washington County Board of Commissioners

COOPERATIVE AGREEMENTS

Realization of the Comprehensive Plan can also be facilitated by certain cooperative agreements. Such agreements may include any agreement between two or more agencies, whether public, semi-public, or private, wherein any projects related to the Comprehensive Plan may be jointly or cooperatively planned, financed, constructed, administered, or any combination of these in a manner which is beneficial to the public.

The City and County have entered into a formal agreement by which both are fully cognizant of the governance and procedural aspects of the area external to the city and within the urban growth boundary. This agreement is entered into pursuant to Oregon Revised Statutes for the purpose of facilitating the orderly transition from rural to urban land use. The information will include, but not be limited to:

Introductory Information - Adoption dates, procedures, and similar background data.

General Provisions - Reference to appropriate zoning and subdivision ordinances, statements of consistency with appropriate statutes and case law, and with statewide planning goals.

Subdivision Applications - Statements of which and whose ordinances shall apply in regulation of properties within the area, and procedures to be followed.

Zone Change Applications - Statements of whose ordinances shall apply in the event that land use changes are requested, and the procedures therefore.

Conditional Use, Variance, and Major Partition Applications - Statements of applicable procedures and approval criteria.

City Services - Statement of the conditions for the extension of services into the urban growth area, requirements imposed and procedures, as specified in the Policies of the Comprehensive Plan and the ordinances of the City.

Annexation - Reference to the appropriate statutes and ordinances.

Roads and Streets – Jurisdiction and maintenance responsibility is defined for county roads, new public roads, future arterials, and the procedures for resolution of mutual public right of way matters.

Arbitration - Procedures.

Review and Amendment - Annual Review and Procedures.

NEXT STEPS

The Comprehensive Plan is intended to be a general guide to future community development and should not deal with detailed site planning. Therefore, to supplement the Comprehensive Plan, detailed planning should be undertaken to work out the specifics of the various Plan proposals.

PLANNING INVENTORY

NATURAL CONDITIONS

Description of Location

North Plains is in the northwestern portion of the Tualatin Valley near the edge of the Tualatin Drainage Basin. It is about two miles south of the rolling hills of the Tualatin Range. Topography in the area is generally flat with a gradient toward the southeast. The terrain includes several intermittent drainageways generally flowing south and east to McKay Creek. North Plains is located about four miles north of Hillsboro, the County seat, and is about 19 miles westerly from Portland. It is situated on Highway 26, a major regional corridor linking Portland with the coast.

History

North Plains is one of several small communities dispersed in the predominantly agricultural areas of central Washington County. Originally founded as the community of Glencoe in the mid-1800s, the community's first plat was created in 1910 by a predecessor of the Spokane, Portland, and Seattle Railway to serve as a processing and shipping point for locally grown farm and forest products. The City of North Plains was incorporated June 25, 1963.

Climate, Geology and Topography

North Plains has a moderate valley-type climate. Temperature extremes are rare and usually of short duration. Winters are mild and the frost-free season is usually between 160 and 250 days. There are few days with temperatures below 20 degrees and about 10 days below 28 degrees. An average year has 10 days with temperatures above 90 degrees. Rainfall is sporadic during all seasons. The principal rainy season is from mid-November through March. Yearly average rainfall is 45.5 inches for North Plains. The chart below reflects averages for Hillsboro, OR, the closest reporting weather station to North Plains.

Climate Hillsboro - Oregon

	Jan	Feb	Mar	Apr	May	Jun
Avg high in F	45	50	56	62	69	75
Avg low in F	32	34	36	39	44	49
Avg precipitation in inches	7.3	5.7	4.8	2.7	2.0	1.4
	Jul	Aug	Sept	Oct	Nov	Dec
Avg high in F	82	83	76	64	52	46
Avg low in F	52	52	47	41	37	34
Avg precipitation in inches	0.4	0.7	1.5	3.4	7.4	8.2

Hillsboro Weather Averages

Annual high temperature:	63.3°F
Annual low temperature:	41.3°F
Average temperature:	52.3°F
Average annual precipitation - rainfall:	45.5 in

Source: www.weatherbase.com

Winds are seldom a problem in the North Plains area. Average wind velocity is about 8 mph. West and northwest winds are predominant during the winter rainy months; southern and eastern winds are predominant in the summer months.

Alluvial valley fill and semi-consolidated sedimentary rock underlie the North Plains study area. Surface material includes unconsolidated, fine-grained deposits of silt, sand and gravel. Ground water occurs in unconfined conditions. Columbia River Basalt is between 300 and 400 feet below the surface of the valley soils at North Plains. Ground water in pressurized aquifers is typically found in the basalt formations.

The topography of the North Plains study area is characterized by the flat lowlands of the Northwestern portion of the Tualatin Valley. Stream, valleys, such as McKay Creek, are typically 20 feet below the main plain. The average elevation of North Plains is 200 feet above sea level. It gently slopes from 210 feet in the northwest portion of the City to about 190 feet in the southeast. The elevation rapidly falls to about 170 feet along McKay Creek along the east side of the City.

Forest Resources

Commercial: There are no commercial timber growing lands in the North Plains planning study area. Forest products are processed in the City: saw milling, lumber milling, and some fabrication.

Non-Commercial: The major non-commercial forest resources in North Plains are east of the city and form visual buffers along Highway 26 on the southern edge of town. Stands of hardwood and various conifers also line McKay Creek and related drainageways. Timber resources in and adjacent to North Plains are minimal, making Goal 4 inapplicable.

Open Space, Scenic, Historic and Natural Resources

The City of North Plains manages 6.24 acres of land designated as parks, open spaces, trails and recreational facilities. The several year-round and intermittent waterways, including McKay Creek and Ghost Creek present excellent opportunities for usable open space within North Plains. The surrounding countryside provides abundant open space, ranging from orderly crop land, orchards, and truck farms to natural habitats found along waterways and in isolated tree stands.

Fish and Wildlife

McKay Creek supports a variety of resident game fish including rainbow trout (*Salmo gairdneri*), cutthroat trout (*Salmo clarki*), largemouth bass (*Micropterus salmoides*), and yellow perch (*Perca flavescens*). Bullheads (*Ptychocheilus oregonensis*) are the principal non-game fish.

Black-tailed deer (*Odocoileus columbianus*) are found in the agricultural and woodlands throughout the year. There do not seem to be any fur-bearing animals of economic importance in the streams or on land. However, beaver (*Castor Canadensis*), weasels (*Mustela erminea*), skunks (*Mephitis mephitis*), and nutria (*Myocaster coypus*) are to be found.

The principal upland game birds in the area are ring-necked pheasants (*Phasianus colchius*), California quail (*Lophortyx californicus*), mourning doves (*Zenaidura macroura*), band-tailed pigeons (*Columba fasciata*) and ruffed grouse (*Dendragapus obscurus*). Several waterfowl species overfly the area in their migrations. There is no significant nesting of waterfowl in the area. The species who use the flyway for immigration are Canada Geese (*Branta canadensis*), mallards (*Anas platyrhynchos*), American widgeons (*Maraca americana*), wood ducks (*Aix sponsa*), and pintails (*Anus acuta*).¹

Vegetation

The area around North Plains consists of bottom-lands. Principal crops are small grains, pasture, hay and some specialty crops. Interspersed with the farms are small tracts of timber. The vegetative cover on these tracts consists primarily of Douglas Fir (*Pseudotsuga menziesii*), big leaf maple (*Acer macrophyllum*), dogwood (*Cornus stolonifera*), snowberry (*Symphoricarpos albus*), blackberry (*Rubus allegheniensis*), and Poison Oak. There are no known rare or endangered plant species.

1 Environmental Assessment for United Sewerage Agency, Nero & Associates, July, 1977.

Historic Resources

When the Comprehensive Plan was acknowledged by the Land Conservation and Development Commission in 1981, the Plan identified the Walter Blacksmith Shop on West Union Road as the only historic structure in the North Plains area. The 1983 Plan amendment states: “There are no structures or sites of historic importance located within North Plains.”

In 1983-84, researchers from the Washington County Museum identified three structures within North Plains for inclusion on the Washington County Cultural Resources Inventory. The three structures are:

- a. True Value Hardware/Knights of Pythias Friendship Temple building (1914) 31520 NW Commercial St.
- b. North Plains Commercial Bank building (1911) 31594 NW Commercial Street, currently home to the Last Waterin’ Hole.
- c. Residence at 31379 SW Kaybern (1911).

The Knights of Pythias Friendship Temple and the former North Plains Commercial Bank are cited as significant because they are two remaining commercial brick buildings which were built in the early 1900s, the years associated with land development and railway promotion. The home at 31379 Kaybern is one of the early residences constructed during the railroad boom. The house is in excellent condition.

All three properties are included in the City’s historic overlay zone.

The 1989 Washington County Cultural Resources Inventory cites a number of historic and cultural resources in and around North Plains.

Other Goal 5 Resources

Within the City limits /UGB of North Plains, there are no:

- Commercially valuable mineral and aggregate resources;
- Ecologically and scientifically significant areas;
- Outstanding scenic views and sites;
- Indigenous energy sources;
- Wilderness areas;
- Potential and approved Oregon recreation trails; and
- State/federally designated wild and scenic waterways.

Soil Constraints

North Plains’ soils, like most of the Northern Tualatin Valley, can require special engineering techniques for building. The techniques can include artificial drainage, runoff control, extended sewage absorption fields or soil excavation. Data provided in this section is from the Soil Conservation Service, (SCS).

About 83% of the area soils are the Willamette and Woodburn soil units. These soils are not as subject to soil engineering requirements and are relatively free of constraints to development. These soils are considered “primary buildable”.

The remaining 17% of the urban area is designated “secondary buildable” because it has some development constraints and costly engineering requirements. The Chehalis, Aloha, and Dayton soil units are subject to a high water table within 24” of the surface. Amity, McBee, Wapato, Cove and Verboot soil units are subject to flooding and possible high water table conditions.

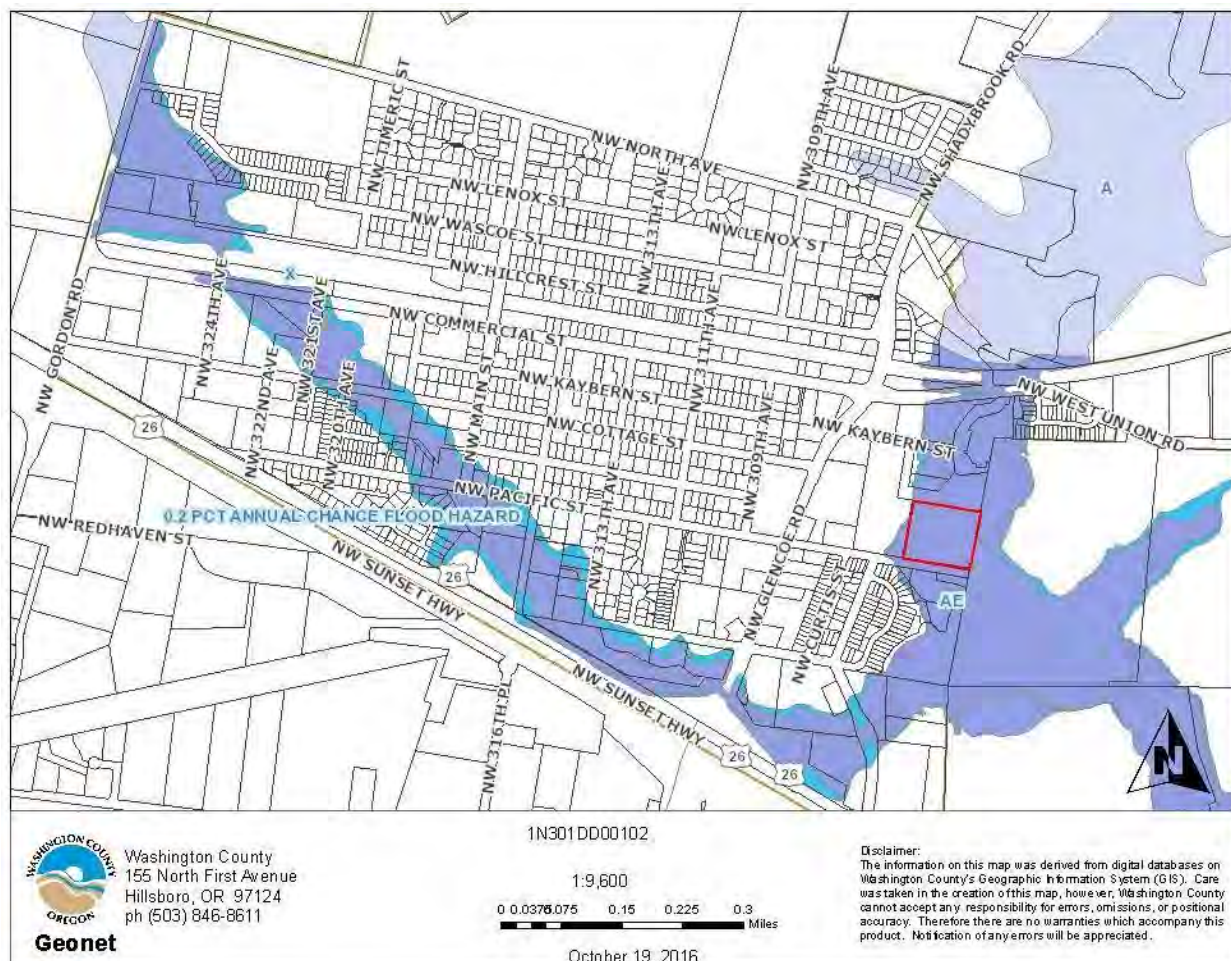
Natural Hazards

Flooding is the most serious hazard in the North Plains area. The City is located within the 100-year flood plains of McKay Creek, located on the city’s east boundary, and Ghost Creek, which runs from the northwest corner near the intersection of Wascoe Street and Gordon Road to the southeast corner at the intersection of Glencoe Road and Sunset Highway connecting to McKay Creek. Serious flooding has been reported in the past.

Undersized culverts were replaced at Glencoe Road, 314th Avenue, and Pacific, Cottage, Commercial, Hillcrest and Wascoe Streets. However, those improvements have simply displaced the flooding which now occurs near Gordon and Wascoe.

The U.S. Army Corps of Engineers has identified the elevations of the 100-year floodplain for both the creeks. Based on this data, Washington County has adopted a floodplain ordinance (No. 126) which essentially prohibits development in flood plain areas except where, after filling, construction can occur one foot above the flood elevation. However, filling permits are subject to stringent conditions.

Washington County calculated that the city has a total of 77 acres of land located within the 100-year flood plain of McKay Creek.



PUBLIC FACILITIES AND SERVICES

Supply and Storage

The City of North Plains is supplied domestic water by the Joint Water Commission (JWC) of Washington County. The primary transmission main from Hillsboro was installed in 2005. The JWC supplies potable water adequate to support both the residential, commercial and industrial uses as needed. The JWC treats the water with chlorine to disinfect it. The water is not fluoridated.

North Plains has a pressurized system, wherein water is pumped into a storage tank, directly from the transmission main and then into the distribution system. City staff is certified by the State of Oregon to maintain the system, and performs most repairs and some capital improvements.

The City has one 1.2-million-gallon storage tank which is adequate for domestic consumption and fire suppression over a short period and is building a new 3-million-gallon storage tank to prepare for future growth. The City has retained its rights to pump water from the local aquifer. The City has an approved capital program for the water system that is updated annually.

Distribution

The City maintains more than 13 miles of water mains, with appurtenant hydrants, valves and pumping systems. A plan for maintenance and improvements of the system is included in the Water System Master Plan.

Sanitary Sewage Systems

Clean Water Services owns and maintains the sanitary sewer collection system within the City of North Plains. The sewage flows by gravity to the southeast corner of the city to a pumping station located near the intersection of Highland Court and 307th Avenue. From there it is pumped through to Clean Water Service's Hillsboro treatment facility, which has adequate capacity to accommodate the city's sewage for the foreseeable future.

Storm Drain

North Plains has a limited storm drainage system that includes ditching and culverts that send storm water to the two major drainageways and Clean Water Services storm lines. Clean Water Services maintains all storm drainage facilities over 10 inches in size. The City maintains storm drain lines under 10 inches in size.

Solid Waste Disposal

Residential solid waste, recyclables and greenwaste is managed by Garbarino Disposal Services, which operates a corporation yard on Hillcrest Street. Prices are subject to periodic renegotiation between the collector and the Washington County Commission.

Emergency Services

The North Plains Police Department employs 2.5 full time equivalent officers (FTE) and six reserve officers. The department does not provide 24 hour coverage, but does receive rapid response for priority calls. The Police Department responds to dispatched calls, provides uniform patrol, interacts with the community, conducts criminal investigations, provides traffic enforcement, crime prevention, training and mutual aid to surrounding police agencies and supports other City departments. Detention and jail facilities are available through the Washington County jail located in Hillsboro, four miles away. North Plains contracts with the City of Hillsboro for report and evidence management and Washington County Justice Court to adjudicate traffic tickets.

Fire protection and emergency medical response within North Plains is provided by the Tualatin Valley Fire & Rescue. Station 17 is centrally located in downtown North Plains on Commercial Street next to City Hall. Station 17 is a full-time career station with four personnel: one officer, one driver and two firefighters. Equipment includes two engines, one tank truck, one rescue unit and one brush control truck.

The Washington County Emergency Medical Services (EMS) system serves the City of North Plains and includes an exclusive ambulance transportation franchise, seven fire department first response agencies, air medical scene support, four primary receiving hospitals and two level-1 trauma centers, and an advanced 911-E dispatch center. Regulatory oversight and direction for this system comes from Washington County and the State of Oregon.

Educational Facilities

The City of North Plains is within the Hillsboro School District. North Plains Elementary School was opened in 1954 and occupies 15 acres in the northwest corner of North Plains. There are no immediate plans for capital improvements. A new elementary school is planned as part of the east expansion area, recently annexed into city limits. North Plains' students attend the Evergreen Junior High Schools in Hillsboro. Most students rely on school-provided transportation. North Plains' students attend Glencoe High School in Hillsboro, which features athletic fields and an auditorium. Portland Community College offers post-graduate educational services to the North Plains area.

Library Services

North Plains Public Library, constructed in 2006, is part of the Washington County Cooperative Library System. The cooperative allows all County residents to borrow from any municipal or other public library in the County, providing access to over a million items in its cumulative collection.

Other Public Utilities: Telephone, Internet, Gas, Electrical

A variety of private companies provide these services to residents and businesses in North Plains.

Transportation Facilities

North Plains is located 19 miles from Portland and four miles north of Hillsboro and is outside the contiguous metropolitan urban growth boundary. However, it is not isolated due to several transportation advantages.

The Sunset Highway (US 26) is a major regional route connecting Portland with the coast. It forms the southern boundary of the existing City limits and is easily accessible via the Glencoe, Dersham, and Jackson Road interchanges. Highway 26 is a 4-lane highway and connects with Interstate 405 and is listed on the State Bicycle System.

Glencoe Road is maintained by Washington County as a two-lane rural highway. It connects North Plains with Hillsboro, and with the Dixie Mountain pass to the Columbia River Highway, about 12 miles north.

Of the 10.94 miles of currently platted right-of-way in North Plains, 8.18 miles are improved and in use. Of that total, 4.24 miles or 52% is paved and in good condition, and an additional 36% is graveled. Most of the residential streets in the south and west portions of town are hard packed gravel.

Commercial Street, North Avenue and Hillcrest Street are the most traveled east-west streets through North Plains. Glencoe, 311th and Main Streets are the most traveled north-south streets.

North Plains is served by a number of special transportation services including:

- a. Ride Connection, which provides free transportation to TriMet facilities in Hillsboro and locations in Banks and Forest Grove, “Ride About” and “Door to Door” services for senior citizens.
- b. Tillamook “Wave” bus service that connects Tillamook to Portland.

North Plains is served by a variety of other modes of transportation. The following are the most prominent for planning purposes:

- The Burlington Northern Railroad contains a single track line through the center of North Plains connecting Banks with the Portland rail yards. At least 4-5 times a day trains carry forest products and milled lumber as well as various seeds and produce from Portland.
- The residents of the Air Acres subdivision, in the unincorporated area immediately south of Highway 26, maintain a landing strip complete with lights and wind socks. This is a private field, available to the public for emergencies only. It is 3,000 feet long and can accommodate small, general aviation aircraft.
- The Port of Portland operates the Hillsboro Airport about five miles from North Plains. The Hillsboro Airport is an FAA-approved general aviation airport with two runways (4,050’ and 6,600’ lengths) that accommodate prop and small jet traffic. Hangar space and repair and maintenance services are available. The Port of Portland’s International Airport is in Portland, about 35 miles from North Plains.

ECONOMY

The Highway 26 Sunset Corridor is a major employment center in the Portland area and includes the greatest concentration of high tech industries in the state. The high-tech industries in the Sunset Corridor offer North Plains entrepreneurs the opportunity to provide supporting products and equipment to existing and developing businesses. More information on the local and regional economy can be found in the current Economic Opportunities Analysis.

THE PEOPLE OF NORTH PLAINS

US Census 2010 information indicates the following about North Plains based on the 2010 census: (www.factfinder2.census.gov). 2010 population was estimated at 1,947 persons. About 15% of residents are over age 60, and 31% are 19 or under. The median age is 36.5 years.

2010 Demographic Information

Subject	Number	Percent
Age		
Total population	1,947	100.0
Under 5 years	143	7.3
5 to 9 years	140	7.2
10 to 14 years	163	8.4
15 to 19 years	135	6.9
20 to 24 years	95	4.9
25 to 29 years	110	5.6
30 to 34 years	143	7.3
35 to 39 years	152	7.8
40 to 44 years	154	7.9
45 to 49 years	149	7.7
50 to 54 years	158	8.1
55 to 59 years	110	5.6
60 to 64 years	115	5.9
65 to 69 years	58	3.0
70 to 74 years	37	1.9
75 to 79 years	27	1.4
80 to 84 years	33	1.7
85 years and over	25	1.3
Median age (years)	36.5	(X)

Almost 63% of households have families with children, and half of these households have children under 18 years of age. About 17% of households, include a person 65-years-old or older. Almost 24% of households consist of one person living alone.

Households by Type

Total households	786
Family households (families)	493
With own children under 18 years	256
Married couple family	420
Male householder, no wife present, family	19
With own children, under 18 years	3
Female householder, no husband present, family	54
With own children under 18 years	37
Nonfamily households	293
Householder living alone	191
65 years and over	64
Households with one or more people under 18 years	262
Households with one or more people 65 years and over	133
Average household size	2.36
Average family size	2.98

The average household size is 2.36 persons. Family households are slightly larger at 2.98.

Some 581 children (31% of residents) were present in North Plains in 2010, with almost 200 attending grade school, and another 100 attending high school.

School Enrollment

Population 3 years and over enrolled in school	385
Nursery school, preschool	7
Kindergarten	5
Elementary school (grades 1-8)	197
High school (grades 9-12)	107
College or graduate school	69

English is the only language spoken by 84% of residents over age 5. About 8.7% speak Spanish. The remaining 8% speak other languages.

Per capita income (all population divided by earnings) in North Plains is \$31,597. Median household income in North Plains is relatively high for the area at \$71,346. Other area communities have lower medians.

Area	Median Household Income
North Plains	\$71,346
Washington County	\$63,814
Hillsboro	\$64,197
Banks	\$65,417
Beaverton	\$55,155
Cornelius	\$48,788
Forest Grove	\$49,034

Most residents over 25 have completed high school. Almost 30% have attained a college degree, with 17% attaining a 4-year degree or higher.

Category	No.	Percent
Population 25 years and over	1,346	
Less than 9th grade	30	2.2%
9th to 12th grade, no diploma	84	6.2%
High school graduate (includes equivalency)	466	34.6%
Some college, no degree	370	27.4%
Associate's degree	164	12.2%
Bachelor's degree	173	12.8%
Graduate or professional degree	59	4.4%

HOUSING SUPPLY

In 2010, there were 852 housing units in North Plains census tract (which captures some homes outside of the incorporated City limits.) The City experienced substantial growth in the 1990's and early 2000's. Growth has been more gradual since 2005:

Year Structure Built	No.
Total housing units	852
Built 2005 or later	58
Built 2000 to 2004	104
Built 1990 to 1999	418
Built 1980 to 1989	63
Built 1970 to 1979	78
Built 1960 to 1969	31
Built 1950 to 1959	14
Built 1940 to 1949	25
Built 1939 or earlier	61

Most residences have 3 or fewer bedrooms:

Bedrooms	No.
Total housing units	852
No bedroom	12
1 bedroom	93
2 bedrooms	78
3 bedrooms	528
4 bedrooms	127
5 or more bedrooms	14

Of the occupied units at the time of the census, almost 75% were owner occupied.

Housing Tenure	No.
Occupied housing units	786
Owner-occupied	585
Renter-occupied	201
Average household size of owner-occupied unit	2.48
Average household size of renter-occupied unit	2.01

The value of most owner-occupied housing is above \$200,000 in 2010.

Value	No.
Owner-occupied units	585
Less than \$50,000	15
\$50,000 to \$99,999	6
\$100,000 to \$149,999	19
\$150,000 to \$199,999	150
\$200,000 to \$299,999	265
\$300,000 to \$499,999	125
\$500,000 to \$999,999	3
\$1,000,000 or more	2
Median (dollars)	\$237,400

About 15% of owners who occupy units (89) have no mortgage on their home.

Mortgages in North Plains tend to be modest in the range of \$1,000-\$2,000 per month, with a median of \$1,601.

Selected Monthly Owner Costs	No.
Housing units with a mortgage	496
Less than \$300	0
\$300 to \$499	3
\$500 to \$699	0
\$700 to \$999	14
\$1,000 to \$1,499	178
\$1,500 to \$1,999	217
\$2,000 or more	84
Median (dollars)	1,601

Residential rental costs also tend to be modest in North Plains. About 23% of the City's residences are rented. Most multi-family units rent for less than \$1,000/month, including housing for seniors.

Gross Rent	No.
Occupied units paying rent	198
Less than \$200	4
\$200 to \$299	4
\$300 to \$499	9
\$500 to \$749	66
\$750 to \$999	45
\$1,000 to \$1,499	55
\$1,500 or more	15
Median (dollars)	\$887

Most occupied residences have access to vehicles:

Vehicles Available	No.
Occupied housing units	786
No vehicles available	49
1 vehicle available	155
2 vehicles available	320
3 or more vehicles available	262

Updated housing information can be found in the 2017 Housing Needs Analysis.

EXISTING LAND USE

As of October 3, 2017, land uses and acreages in the City of North Plains were as follows:

Zone	Acres
Low density residential (R10)	N/A
Medium/low density residential (R7.5)	100.55
Medium/high density residential (R5)	85.89
High density residential (R2.5)	89.21
Neighborhood community (NC)	24.33
Commercial (C1 and C2)	69.39
Industrial (M1 and M2)	183.75

STAFF REPORT TO PLANNING COMMISSION

Urban Growth Boundary (UGB) Amendment and Comprehensive Plan Text Amendment

City File Number CPA 23-056(1)

Staff Report Date: May 3, 2023

From: Steve Miller, Planning Manager



Public Hearing Date: May 10, 2023

Proposal: The City of North Plains proposes an expansion to the city's current Urban Growth Boundary (UGB). The City's 2017, updated in 2022, Housing Needs Analysis (HNA) identifies a need for 167 acres of land to meet residential demands through 2037, including land for parks and infrastructure. The 2018 Economic Opportunities Analysis (EOA), updated in 2022, identifies a need for 515 acres to meet industrial land needs and 172 acres to meet commercial land needs through 2038, including land for infrastructure. Combined, these studies estimate a need for 855.2 acres to meet the city's 20-year land need. The proposed UGB Expansion and associated Comprehensive Plan Text Amendment detail the city's analysis in determining how much land to include in the expansion area and where to expand, as well as the policies associated with such an expansion.

Process: The Planning Commission will conduct a public hearing on the proposal and then make a recommendation to the City Council. The City Council will review the Planning Commission's recommendation and conduct a public hearing before making the city's final decision on the proposal. The proposed North Plains Urban Growth Boundary Expansion: Final Report is included with this staff report.

Background: The city is initiating an Urban Growth Boundary Expansion and an associated legislative comprehensive plan text amendment.

Summary Conclusions: This report includes findings regarding each applicable Comprehensive Plan and Zoning Code criterion, which incorporate the Oregon Statewide Planning Goals. The proposal is consistent with the Comprehensive Plan and Zoning Code criteria for a Comprehensive Plan Text Amendment and UGB Expansion.

COMPLIANCE WITH CITY OF NORTH PLAINS MUNICIPAL CODE

COMPREHENSIVE PLAN & ZONING AMENDMENTS

§155.127 Review Criteria

(A) Text Amendment

An amendment to the text of the Comprehensive Plan or this Ordinance shall be based upon a need for such an amendment identified by the City Council or the Planning Commission. Such an amendment shall be consistent with the following review criteria:

(1) Impact of the proposed amendment on land use and development patterns within the city, as measured by:

- (a) Traffic generation and circulation patterns in compliance with the Transportation System Plan (TSP);
- (b) Demand for public facilities and services, in compliance with the City utility master plans;
- (c) Level of park and recreation facilities;
- (d) Economic activities;
- (e) Protection and use of natural resources;
- (f) Compliance of the proposal with existing adopted special purpose plans or programs, such as public facilities improvements.

Finding: The City Council and Planning Commission identified a need for the UGB expansion and supporting comprehensive plan text amendments based on the lack of available land for the city to support identified employment and residential growth over the next 20 years. The City Council has a stated goal to overturn the “bedroom community” dynamic in the city with robust planning and for employment land development over the coming years.

The amount of land identified for inclusion in the UGB expansion is based on the adopted Economic Opportunities Analysis (EOA) and an updated Housing Needs Analysis (HNA) that is being approved concurrently with this UGB expansion. The included UGB Expansion Report provides high-level analysis of traffic generation and circulation patterns, public facilities and services, parks and recreation facilities, economic activities, protection and use of natural resources and compliance with existing and adopted special purpose plans and programs. The next step in the UGB expansion process is to concept plan the UGB areas. This will allow the city to dig deeper into the details of these city services and determine the impact of each on land use and development patterns within the existing city limits and within the proposed UGB expansion areas. This standard is met.

(2) The proposed amendment complies with all applicable Statewide Planning Goals and administrative rule requirements.

Finding: Oregon’s 19 Statewide Planning Goals are addressed below. Though several of the goals are not applicable to the proposed UGB expansion and comprehensive plan text amendments, those that are applicable are responded to in detail.

Goal 1 Citizen Involvement

The North Plains Urban Growth Boundary Expansion Project Advisory Committee (UGB PAC), comprised of elected and appointed officials, community residents, local business owners and agency representatives, met eight (8) times over the course of three (3) years in publicly noticed, hybrid in-person/virtual open meetings. Public testimony was always received at each UGB PAC meeting. The Planning Commission and City Council also held two publicly

noticed joint work sessions with opportunity for public comment. The city maintained a robust website throughout the project, <https://www.northplains.org/planning/page/urban-growth-boundary-expansion>, allowing full access to up-to-date project documents and information about upcoming opportunities to participate via a scheduled PAC meeting or connection with City staff.

This land use process to approve the proposal is subject to a City of North Plains Type IV land use review, which includes a significant citizen involvement component. This process has been established by the city and determined to be consistent with this goal. The mandatory public notice of the action and decision, and the hearings on this case before the Planning Commission and City Council are all avenues of citizen participation.

Goal 2 Land Use Planning

This statewide goal requires that land use decisions 1) have an adequate factual base, 2) that alternatives have been considered, and 3) that implementation measures are consistent with and adequate to carry out comprehensive plan.

The proposed UGB expansion area was established utilizing the guidance provided by Statewide Planning Goal 14 (Urbanization) which incorporates the requirements of ORS 197A.300 to 197A.325, which establishes requirements for a factual basis. Alternatives to the proposed expansion were reviewed and discussed throughout the eight (8) Project Advisory Committee Meetings and two (2) joint Planning Commission-City Council Work Sessions. The proposed UGB expansion and associated comprehensive plan text amendment are consistent with and adequate to carry out the Comprehensive Plan.

Goal 3 Agricultural Lands and Goal 4 Forest Lands

This goal does not apply because the City does not include areas designated for agricultural or forest use. The areas designated for UGB expansion are all within either the “exception land” or “undesigned” urbanization categories. No “rural reserves” are proposed for inclusion in the UGB expansion.

Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources

There are no proposed changes to text regarding Goal 5 open spaces, scenic and historic areas and natural resources. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 6 Air, Water and Land Resources Quality

There are no proposed changes to text regarding air, water, or land resources. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 7 Areas Subject to Natural Hazards

There are no proposed changes to text regarding areas subject to natural hazards. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 8 Recreational Needs

The proposed UGB expansion includes 40 acres of parks and open space to meet the need identified in the Housing Needs Analysis (HNA) to support current and future residents of the city. This amount of parks and open space land included in the UGB expansion area calculation is consistent with Goal 8.

Goal 9 Economic Development

The proposed UGB Expansion includes 515 acres to accommodate industrial land needs and 172 acres to meet commercial land needs through 2038, including infrastructure such as roadways. This employment land need was established through the city's adopted Economic Opportunities Analysis. The city is also in on-going discussions with the State of Oregon regarding potential designation of 500 acres as a special opportunity area for semi-conductor manufacturing and related business development. The proposed UGB expansion and associated Comprehensive Plan Text Amendments support the city's ongoing compliance with Goal 9.

Goal 10 Housing

The proposed UGB Expansion includes 167 acres to meet residential land needs through 2038, including parks and infrastructure. This residential land need was established through the city's updated Housing Needs Analysis. The proposed UGB expansion and associated Comprehensive Plan Text Amendments support the city's ongoing compliance with Goal 10.

Goal 11 Public Facilities and Services

There are no proposed changes to text regarding public facilities and services. The UGB Expansion includes land for provision of public roadways and infrastructure. The intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 12 Transportation

The Transportation Planning Rule (TPR), OAR 600-012.0060, requires that, where an amendment to a comprehensive plan or zoning regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures that assure that allowed land uses are consistent with the function, capacity, and performance standards of the facility. The proposed UGB Expansion and associated Comprehensive Plan Text Amendment do not propose any changes to an existing or planned transportation facility and, as such, the proposal does not affect the transportation system of the City. More detail regarding transportation analysis will be included with the city's UGB Concept Planning Process, which will commence once the UGB Expansion is adopted and finalized.

Goal 13 Energy Conservation

There are no identifiable energy consequences of this land use action. The city continues to be in compliance with Goal 13 through adopted Comprehensive Plan policies.

Goal 14 Urbanization

The UGB Expansion Report follows the guidance provided by Statewide Planning Goal 14 (Urbanization), which incorporates the requirements of ORS 197A.300 to 197A.325 Amendment of Urban Growth Boundary Outside Metro. The report answers the following questions to justify a UGB expansion for North Plains:

- 1. Is any additional land needed for one or more urban uses, and if so, how much?*
- 2. If additional land is needed, how much can be accommodated within the current UGB?*
- 3. If additional land is needed outside the UGB, where is the best place to expand the boundary?*
- 4. What other amendments are needed to comply with the statewide planning goals?*

The UGB Expansion Report details the analysis of the above questions and provides a logical, efficient expansion of the city's UGB to include an additional 855.2 acres to meet the city's 20-year land need.

The proposed UGB Expansion and Comprehensive Plan Text Amendment meet the provisions of Goal 14.

Goal 15 Willamette River Greenway

Goal 16 Estuarine Resources

Goal 17 Coastal Shorelands

Goal 18 Beaches and Dunes

Goal 19 Ocean Resources

The City is not within the plan boundary for the Willamette River Greenway, does not have any estuarine resources, and is not on the Oregon Coast, so goals 15 through 19 do not apply. As discussed above, the proposed UGB Expansion and Comprehensive Plan Text Amendment area generally consistent with all of the applicable Oregon Statewide Planning Goals.

(3) The amendment is appropriate as measured by at least one of the following criteria:

- (a) It corrects identified error(s) in the provisions of the plan.**
- (b) It represents a logical implementation of the plan.**
- (c) It is mandated by changes in federal, state, or local law.**
- (d) It is otherwise deemed by the City Council to be desirable, appropriate, and proper.**

Finding: *The proposed UGB expansion and Comprehensive Plan Text Amendment have been deemed to be desirable, appropriate and proper accommodate the city's projected residential and employment growth over the next 20 years. The proposed amendment is appropriate as measured by at least one of the criteria and this standard is met.*

(4) Compliance with the statewide Transportation Planning Rule. When a development application includes a Comprehensive Plan, Zone Map or Text Amendment, the proposal shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule. "Significant" means the proposal would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors). This would occur, for example, when a street classification, requiring traffic to exceed the levels associated with a "collector" street classification, requiring a change in the classification to an "arterial" street as identified by the City's Transportation System Plan (TSP); or**

- (b) Change the standards implementing a functional classification system; or
- (c) As measured at the end of the planning period identified in the North Plains TSP or Comprehensive Plan; or
- (d) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance identified in the North Plains TSP or Comprehensive Plan; or
- (e) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the North Plains TSP or Comprehensive Plan.

(5) Amendments that affect Transportation Plans. Except as provided in subsection 6 Exceptions, amendments to the Comprehensive Plan or land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity and level of service of the facility identified in the North Plains TSP. This shall be accomplished by one of the following:

- (a) Adopting measures that demonstrate that allowed land uses are consistent with the planned function of the transportation facility; or
- (b) Amending the North Plains TSP or Comprehensive Plan to provide transportation facilities, improvements, or services adequate to support the proposed land uses; such amendments shall include a funding plan to ensure the facility, improvement, or service will be provided by the end of the planning period; or
- (c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation; or
- (d) Amending the planned function, capacity or performance standards of the transportation facility; or
- (e) Providing other measures as a condition of development or through a development agreement or similar funding method, specifying when such measures will be provided.

(6) Exceptions. Amendments to the Comprehensive Plan or land use regulation with a significant effect on a transportation facility, where the facility is already performing below the minimum acceptable performance standard identified in the North Plains TSP or Comprehensive Plan, may be approved when all of the following criteria are met:

- (a) The amendment does not include property located in an interchange area, as defined under applicable law;
- (b) The currently planned facilities, improvements or services are not adequate to achieve the standard;
- (c) The currently planned facilities, improvements or services at a minimum mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development; and
- (d) The road authority provides a written statement that the proposed funding and timing for the proposed development mitigation are sufficient to avoid degradation to the facility.

Finding: The proposed UGB Expansion and Comprehensive Plan Text Amendment do not include changes to the Transportation System Plan or significantly affect a transportation facility. The proposal is to approve the UGB expansion area, but does not include land use designations or roadway alignments within the UGB area. A more detailed analysis of transportation system impact will be forthcoming with UGB Concept Planning. Approval of

the proposed UGB Expansion and Comprehensive Plan Text Amendment will comply with the Transportation Planning Rule.

§155.129 Findings

Findings justifying a decision on an application shall be made in writing, and shall be provided to the applicant.

Finding: *The City Council's final decision will include written findings. As the City is the applicant, they will have the findings.*

§155.129 Conditions

The granting of an approval of any land use action under Chapter 16.200 may be subject to such conditions as are reasonably necessary to protect the public health, safety or general welfare from potentially damaging effects resulting from approval of the permit, or to fulfill the public need for service demands created by approval of the request.

Finding: *Staff does not find it necessary to subject this decision to any conditions of approval.*

CONCLUSION

The Planning Commission is considering a recommendation to the City Council of the proposed UGB expansion and comprehensive plan text amendment. The Planning Commission may recommend that the City Council approve, approve with Conditions or deny the proposal.

Staff recommends the Planning Commission recommend approval of City File Number **CPA 23-056(1)**, Urban Growth Boundary Expansion and Comprehensive Plan Text Amendment, to the City Council for a public hearing at their regularly scheduled meeting on June 5, 2023.

**SUPPLEMENTAL STAFF REPORT RE: ORDINANCES 489 AND 490 [Draft 6]
TO PLANNING COMMISSION**

**Urban Growth Boundary (UGB) Amendment and
Comprehensive Plan Text Amendment**

City File Number CPA 23-056(1)

Supplement Date: August 2, 2023

From: Andy Varner, City Manager

Bill Reid, City Finance Manager



Public Hearing Date: August 9, 2023

This Report supplements the June 5, 2023, staff report and June 1, 2023, letter to City Council from City Manager Andy Varner and City Finance Director Bill Reid. It is prepared for the Record pertaining to City of North Plains Ord. 490 ('23), City File Number CPA 23-056(1).

The Report covers the following matters that need clarifications and inclusion in the Ord 490 plan amendments Record:

- Ord. 490 Goals 3, 4 and 14 Compliance Findings.
- Senate Bill 4 ('23) - City UGB Expansion Industrial Land Needs.
- UGB Expansion Plan Amendments Procedures

Also, for that Record, this Report also takes this opportunity to respond to 1000 Friends of Oregon written testimony concerning Ord. 489 and 490 already in the Ordinances' Record.

I. Ord. 490 Goals 3, 4 and 14 Compliance Findings:

North Plains Ord. 490 ('23) approves an expansion of the City's UGB and makes related Comprehensive Plan Text Amendments. Via Ord. 489 ('23) the City also updated its 2017 Housing Needs Analysis (HNA). However, based on City - DLCD staff ongoing dialogue, this Report addresses the following matters to assure proper City adoption and DLCD/LCDC review and disposition of both Ordinances:

- (1) Ord. 490 full compliance with needed State Planning Goals 3, 4 and 14 Findings,
- (2) fully address State law/rules and City Municipal Code §155.032 public hearing notice requirements applicable to both Ordinances; and
- (3) how/why the City's Ord. 490 UGB expansion under ORS Chap 197 vs. potential UGB expansion per Senate Bill 4 ('23) are separate processes governed by separate review criteria even though both are focused on adding land to the UGB.

A. Goal 3 & 4 Findings Compliance:

Goal 3 seeks to "preserve and maintain agricultural lands". Goal 4 seeks to "conserve forest lands by maintaining the forest land base. . . ." OAR 660-024-0020(1) declares that State Planning Goals 3 and

4 are NOT applicable when amending a UGB.¹ Therefore, no Ord. 490 Goals 3 and 4 findings are presented in this Report.

Significantly, although the Ord. 490 UGB expansion sites (858 acres) add agricultural land mostly zoned as EFU (Exclusive Farm Use), the expansion sites and larger UGB Expansion Study Subareas (containing 1557.6 acres that include 1307.02 acres of “Undesignated” lands) within which they sit are not designated as Urban or Rural Reserves under ORS Chap. 195.²

Per ORS 195.144 (HB 4078 ('14)), these “Undesignated” Subareas provide land upon which future North Plains urban growth may occur when needed and justified per applicable Oregon and Washington County laws, rules, planning policies and requirements. The “Undesignated” designation provides statutory context for – as well as inform – both the City’s Goal 14, Location Factors evaluation findings and DLCD/LCDC compliance review. (North Plains’ pending Housing Need Analysis (“HNA”) and acknowledged Economic Opportunity Analysis (“EOA”) demonstrate compliance with Goal 14’s Land Need Factors 1 and 2.)

B. Goal 14, Location Factors Findings:

The following State Planning Goal 14 Location Factors require a UGB boundary change to be determined by “evaluating alternative boundary locations consistent with ORS Chap. 197 land priorities”:

- (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; and
- (4) Compatibility of proposed urban uses with nearby agricultural and forest nearby activities occurring on farm and forest land outside the UGB.

The City’s Location Factors analyses separately evaluated each UGB expansion Subarea. This method enabled a finer-lens, alternative sites evaluation because of the clear Subarea differences in terms of locations, infrastructure feasibility, agriculture usage, etc. and their impacts on the Factors’ site suitability evaluations. The alternative sites analyses identify all or parts of each Subarea that better met each Factor’s objectives vis. the remainder of the Subarea.³

¹ OAR 660-024-0020(1) reads in part as follows:

“Adoption and Amendment of a UGB

- (1) All statewide goals and related administrative rules are applicable when establishing or amending a UGB except as follows:

(a) The exceptions process in Goal 2 and OAR Chapter 660, division 4, is not applicable . . . ;

(b) Goals 3 and 4 are not applicable;

. . . .” (italics added).

² See. Section 3 (2)(c), HB 4078 ('14) (codified in ORS 195.144(2)(c) which declares the entire 1500+ acres as “not designated a reserve area”.

³ Except for two smaller “Exception Lands” Subareas (containing 114 and 34 acres, respectively) which are first priority UGB expansion areas under ORS Chap. 197.298 and 660-024-0067(1), all other evaluated Subareas contain predominantly high-value farmland which are fourth (low) priority UGB expansion areas under both provisions.

The five Subareas evaluated are as follows and shown on Figure 13 of a *North Plains Urban Growth Boundary Expansion: Final Report*, May 2023 (herein “Final Report”) which is incorporated by reference into this Report:

- North Subarea: 90.1 acres portion of 395-acres EFU-zoned Subarea (proposed UGB Expansion).
- South Subarea A: 114 acres Exception Land (not proposed UGB expansion).
- South Subarea B: 34.0 acres portion of 152-acres Exception Land (proposed UGB Expansion).
- West Subarea: 319.2 acres of 493-acres EFU-zoned Subarea (southern portion proposed UGB expansion).
- East Subarea: 334.7 (industrial) and 77.3 (housing) acres portion of 412 acres EFU-zoned Subarea (proposed UGB expansion).

1. Applicable Rules Re: Location Factors Findings:

The ensuing Goal 14 Location Factors Evaluation/Findings are based on the following statutory, Goals and Rules compliance provisions and court rulings:

- ORS 197.627: ““compliance with the goals” mean the comprehensive and regulations, *on the whole, conform with the purposes of the goals* and any failure to meet individual goal requirements is technical or minor in nature.” (italics and underline added)
- “[T]he locational factors are not independent approval criteria. It is not necessary that a designated level of satisfaction of the objectives of each of the factors must always be met before a local government can justify a change in the UGB. Rather, the *local government must show that the factors were ‘considered’ and balanced* by the local government in determining if a change in the UGB for a particular area is justified. *It is within a local government’s authority to evaluate the Goal 14 factors and exercise its judgement as to which areas should be made available for growth.* *1000 Friends of Oregon v. Metro*, 174 Or App 406, 409-410 (2001)
- “[F]ailure to articulate its *findings regarding each of the locational factors* and *its reasons explaining how it balanced the factors* makes it impossible to conduct a meaningful review or (UGB) decision.” (*1000 Friends of Oregon v. LCDC*, 244 Or App 236 (2011); *Citizens Against Irresponsible Growth v. Metro*, 179 Or App 12 (2002); *1000 Friends of Oregon v. Metro*, 174 Or App (2001) (italics and underline added)
- “We wish to make it clear that by insisting on adequate findings of fact we are not simply imposing legalistic notions of proper form or setting an empty exercise for local governments to follow. *No particular form* is required, and no magic words need be employed. *What is needed for adequate judicial review is a clear statement of what, specifically, the decision-making body believes, after hearing and considering all the evidence, to be the relevant and important facts upon which its decision is based.* Conclusions are not sufficient (case citations omitted).” *1000 Friends, v. Metro*, at 411.

Goal 14 Location Factors Consideration & Balancing Findings:

The Goal 14 Location Factor “consideration” findings are the detailed Subarea-specific land use data and other research data/evaluation information presented in the *Summary and Evaluation Tables 14 through 34* and related explanatory text at pp. 39-66 of the Final Report. (These “consideration findings” are incorporated by reference into this Report.)

1
2 These “consideration findings” informed the Balancing of Location Factors Findings set forth in the
3 attached Table entitled *Goal 14, Location Factors “Balancing” Analyses & Findings: North Plains Ord. 490*
4 *(CPA File No. 23-056(1))*. The Table presents the significant Subareas’ facts and conditions - from among
5 all facts and conditions “considered” in the Final Report Tables - that are the primary reasons and
6 important supporting facts and circumstances upon which each proposed Subarea UGB expansion site is
7 based – as advised by the Court in their decisions cited above.

8
9 **Overall, Superseding Location Factors Findings:**

10 The “Undesignated” status of the EFU and Exception land in the five Subareas allows their
11 urbanization when compliant with Goal 14. As defined in ORS 197.627 (cited above), “*compliance*
12 *with the Goals*” means the Ord. 490 UGB expansion, Plan amendments and supporting Goal 14
13 Location Factors evaluation findings “*on the whole, conform with the purposes of*” the Factors.

14
15 That compliance definition applies to the Location Factors Balancing Findings contained in attached
16 Table: Fundamentally, the Factors concern achieving minimized adverse impacts on farming or the
17 environment or attaining efficiencies in providing public infrastructure and services to land added to
18 the UGB. In both cases, the abutting UGB proximity of the proposed UGB expansion sites will result,
19 spatially, in the least impacts and/or better infrastructure efficiencies – at least vis a vis the non-
20 abutting remainder of each Subarea also studied for UGB expansion.

21
22 All proposed UGB expansions sites abut and are situated within ½ miles of the City’s UGB. Therefore, they
23 physically – and thus spatially - satisfy the fundamental objectives (minimize adverse impacts and
24 infrastructure efficiencies) of each/all Location Factors when compared against remaining Subareas’ land
25 not proposed for UGB Expansion. Together, the sites contain 858 acres, roughly 55% of the total 1557.6
26 acres of UGB expansion Study Areas.

27
28 **II. Senate Bill 4 (‘23) (“SB-4”) - City UGB Expansion Industrial Land Need.**

29 In May 10 and June 5, 2023, letters to the City’s Planning Commission regarding Ord. 490, 1000
30 Friends of Oregon (“1000F”) raised “concerns whether the scope and location of (the City’s) UGB
31 expansion is adequately justified”. 1000F claims the City must:

- 32 • Provide substantial evidence that the (industrial) growth it is projecting is “actually” likely to
33 occur.
34 • Consider how SB-4 impacts its EOA assumptions and “warrants reducing the scope of the UGB
35 expansion”.

36 Each concern is addressed by the ensuing discussion.

37
38 **A. Re: “Substantial evidence” concern:**

39 Citing OAR 660-024-0040(5)⁴ and 660-009-0010,⁵ 1000F argues that the City’s need for 654 industrial acres

⁴ In pertinent part, 660-024-0040(5) states:
“Employment land need may be based on an estimate of job growth over the planning period; local
government must provide a reasonable justification for the job growth estimate, but Goal 14 does not
require that job growth estimates necessarily be proportional to population growth.” (bold text added)

⁵ 660-009-0010(5) directs the City’s EOA determinations to “use the best available or readily collectible
information and new information on economic trends” and “strongly encourages” multi-jurisdiction
coordination of EOA implementation and the designation of industrial land to coordinate. 660-009-0010(5)

(319.2 East Subarea acres and 363 West Subarea shown in Final Report Fig. 13) recommended in its acknowledged EOA and pursued in Ord. 490 lack “substantial evidence”, required by Goal 9 (Economic Development) Rules and Goal 14 (Urbanization), that demonstrates/supports the City’s need for those additional industrial UGB land. We respond as follows:

Re: Substantial Evidence Supporting UGB Industrial Land Need:

Zimmermann v. LCDC, 274 Or App 512, 522-524 (2015) advises that LCDC will examine whether the City’s fiscal-based Goal 14 Factor 2 “Livability” industrial UGB land need is supported by substantial evidence – defined by the Court as follows:

“Substantial evidence exists to support a finding of fact when the record, viewed as a whole, would permit a reasonable person to make that finding. Where evidence in the record is conflicting, if a reasonable person could reach the decision the city and county made in view of all the evidence in the record, the choice between conflicting evidence belongs to the local government. . . . Where substantial evidence in the record supports the city and county’s adopted findings concerning compliance with the Goals and the commission administrative rules, (LCDC) nevertheless must determine whether the findings lead to a correct conclusion under the Goals and rules.” *Zimmermann*, at 522.

Notably, nothing in the 1000F June 5 letter presents actual evidence that conflicts with the City EOA’s Goal 9-based industrial land need estimates and corresponding Ord. 490 and UGB Final Report Goal 14 land need and location data and findings. Nor does it present evidence of or otherwise explain why a reasonable person would find the Location Factors “consideration” findings in the Final Report tables unreasonable.

1000F simply asserts that the Goal 14 UGB land need rule in 660-024-0040(5) and the Goal 9 EOA requirement in 660-009-0010 requires more without demonstrating or explaining what is required by these two rules or why the existing evidence and findings are deficient. Thus, the undisputed industrial land need described in the City’s Acknowledged EOA - and corresponding industrial UGB expansions approved by Ord. 490 - are supported by substantial evidence in the EOA, the UGB Final Report, the Goal 14 “consideration” findings in the Final Report and the Goal 14 “balancing” findings presented in the attachment to this Supplemental Report.

The Oregon Land Use Board of Appeals (“LUBA”) Says “No”:

Nevertheless, the ensuing discussion addresses the Goals 9 and 14, Rules-based (rather than evidentiary) issue raised by 1000F re 660-009-0010 (a Goal 9 Rule) and 660-024-0040(5) (a Goal 14 Rule): Must the City industrial UGB expansion land need identified in its EOA (required by Goal 9 Rules) be exclusively and precisely based on its 20-year population forecasts and resulting jobs forecast?

Re: Goal 9:

In a recent decision in *1000 Friends of Oregon v. City of Hillsboro*, LUBA No. 2022-103 (July 2023), after reviewing the Legislature’s intent in enacting ORS 197.712, LUBA concluded⁶: “[N]othing in the text or ORS 197.712, Goal 9, or LCDC’s rules that implement the statute either refer to ORS 195.036 or require use of a population forecast in preparing the EOA.” *1000 Friends*, p. 12. Moreover, “OAR 660-009-0015 does not refer to the use of a population forecast in preparing the required EOA.” *Id.* at 13.

⁶ ORS 197.712 requires LCDC to adopt Rules that require local governments comprehensive plans to include an EOA. The Goal 9 Rules in 660-009-0015 (1-5) respond to and implement this statute.

1 **Re: Goal 14:**

2 LUBA specifically noted that 660-024-0040(5), a Goal 14 Rule, supports its above-cited conclusion:

3
4 *“[W]e note that OAR 660-024-0040(5) provides in relevant part:*

5
6 *“[T]he determination of 20-year employment land need for an urban area must comply with*
7 *applicable Goal 9 and OAR chapter 660, division 9, and must include a determination of the need*
8 *for a short-term supply of land for employment uses consistent with OAR 660-009-0025.*
9 *Employment land **may** be based on an estimate of job growth over the planning period; [a] local*
10 *government must provide a reasonable justification for the job growth estimate, but Goal 14 does*
11 *not require that job growth estimates necessarily be proportional to population growth. (Emphasis*
12 *added).” (underlined text emphasis by the Court)*

13
14 1000F’s reliance on UGB Rule 660-024-0040(5) presumably challenges the City’s EOA “targeted industries”
15 land need determination method enabled by 660-009-0015(5), rather than relying on a 20-year population
16 growth forecast and associated jobs forecasts. That selective reading of 660-024-0040(5) ignores the plain
17 permissive, rather than mandatory, meaning of “may” in 660-024-0040(5) and that “Goal 14 does not
18 *require that job growth estimates necessarily be proportional to population growth*”. As explained below,
19 the EOA’s targeted industries industrial land need estimate/determination method is permissible under
20 660-024-0040(5).

21
22 **Re: Targeted Industries UGB Land Need Determination Method**

23 The Cities of Scappoose and Eugene successfully applied this method in their UGB expansions for more
24 employment and industrial land. It’s described by the Oregon Court of Appeals in 1000 Friends of Oregon
25 *v. LCDC and City of Woodburn*, 260 Or App 444, 447 (2014) it as follows:

26
27 *“[T]he target-industries approach considers a local government’s employment-growth projections*
28 *and goals for employment and establishes a framework for attracting the kind of employers that*
29 *could reasonably be expected to support the kind and amount of employment growth to which the*
30 *local government aspires. Given the site needs of those particular employers, the local government*
31 *identifies potentially available land both within and outside its UGB and selects a group of sites*
32 *and an amount of land that it believes will accommodate the employers that it seeks to attract.*
33 *The target-industries approach differs from an ‘employees-per-acre approach under which a local*
34 *government simply projects employment growth and divides that growth by a statistically*
35 *accepted number of employees per acre of land in order to arrive at the number of acres needed*
36 *to support employment growth.”*

37
38 The City applied a targeted industries method to identify/determine its UGB industrial land need. That
39 determination informed the site, location, and other needed characteristics to be provided within the
40 City’s UGB industrial land expansions. The UGB expansion sites set forth in Ord. 490 and at Fig. 13 of the
41 Final Report have those needed characteristics.

42
43 Citing the Goals 9 and 14 Rules and Zimmermann v. LCDC, 274 Or App 512 (2015) the City explains
44 how/why it chose to use the targeted industries method to determine industrial land need at p. 40 of its
45 EOA:

46
47 *“The EOA acknowledges and addresses the need to satisfy Goals 9 and 14 compliance*
48 *requirements that apply to a North Plains’ UGB employment land expansion. The City applies*
49 *current industry data about the customary land need requirements of needed future employment*

1 uses as well as nearby examples of target industry businesses, to estimate and determine its
2 required Goal 14 City 20-year jobs land need/supply requirement.

3
4 “Goal 9 rules and recent Court decisions make clear that North Plains has “reasonable discretion”
5 in determining what method it uses to determine how much land it needs to accommodate a
6 demonstrated need for improved City livability as allowed by Goal14, Factor 2. LCDC determines
7 whether the City’s determinations satisfies both Goals 9 and 14 and are sufficiently supported by
8 the requisite “substantial evidence” while the Court’s role is to decide whether LCDC’s
9 determinations properly applied its review standards.”

10
11 LUBA expressly acknowledged that, per 660-009-0015(5) cited below, a city may base its EOA-defined
12 industrial land need in part on the city’s industry targets “(i.e., computers and electronics, software and
13 information technology, advanced manufacturing, and bioscience and medical devices)”. 1000 Friends,
14 LUBA No. 2022-103 (July 2023), p. 15 and footnote 10.

15
16 **Re: 660-024-0040(5):**

17 Moreover, as LUBA explained (above) the use of the UGB-focused “Goal 14” term in 660-024-0040(5)
18 allows determining a UGB employment (industrial) land need that does not have to be strictly proportional
19 to a jurisdiction’s 20-year population growth estimate and its underlying population growth forecast. Per
20 660-024-0040(1) a total 20-year UGB land need estimate (and its associated jobs growth estimates) does
21 not have to be precise.⁷

22
23 The City’s industrial land need and related job growth estimate are based on typical site characteristics of
24 nearby, like-kind existing targeted industries businesses in Washington County and the number of existing
25 jobs provided by those businesses.⁸ This is the type of “real” substantial evidence that the City’s EOA
26 provides to support its Goal 9 industrial land need and corresponding Ord. 490 industrial land UGB
27 expansions.

28
29 This industrial land need determination is strongly supported by these Goal 9 Rules, read individually and
30 collectively, and cited at pp. 5-6 of the acknowledged City EOA:

- 31
32 • A City EOA must “identify the number of sites by type reasonably expected to be needed . . . based
33 on the site characteristics typical of expected uses. Cities are encouraged to examine existing firms
34 in the planning area to identify the types of sites that may be needed for (UGB) expansion.
35 Industrial or other employment uses with compatible site characteristics may be grouped together
36 into common site categories.” 660-009-0015(2)
37
38 • A City EOA “must include an inventory of vacant and developed lands within the planning area
39 designated for industrial or other employment use”. 660-009-0015(3)
40

⁷ In pertinent part 660-024-0040(1) states:

“The **20-year (land) need determinations** are estimates which, although based on the best available
information and methodologies, **should not be held to an unreasonably high level of precision.**”

⁸ Actual, nearby, like-kind on-the-ground businesses and jobs provide substantial evidence supporting the
City’s industrial UGB land need amount, sites and locations are presented at Fig. 6.05 at p. 48, Fig. 6.07 at
p. 51-53, and the inventory of existing nearby tech-based businesses listed in Appendices A and B.

- 1 • A City EOA “must estimate the types and amounts of industrial and other employment uses likely
2 to occur in the planning area . . . and must consider the planning area’s economic advantages and
3 disadvantages . . . (that) include but are not limited to . . . availability of transportation facilities
4 for access and freight mobility; labor market factors; access to suppliers and utilities;” 660—
5 009-0015(4).
6

7 Finally, cities are “strongly encouraged to assess community economic development potential through a
8 visioning or some other public input-based process in conjunction with state agencies. Cities . . . are strongly
9 encouraged to use the assessment of community development potential to form the community economic
10 development objectives. 660-009-0015(5) and 660-009-0029(1)(a).
11

12 All this to say that the City’s current population growth estimate and related jobs growth forecast for
13 North Plains are not the primary basis for estimating jobs growth and the City’s UGB
14 industrial/employment land need. Instead, the City applied a targeted industries method in its EOA to
15 identify/determine its UGB industrial land need and corresponding Subareas’ UGB industrial land
16 expansion sites set forth in Ord. 490 and at Fig. 13 of the Final Report. The EOA anticipated that the
17 targeted industries to be accommodated on these sites will capture most of the jobs growth forecasted
18 by the EOA.
19

20 **Re: 660-009-0010(5):**

21 This Goal 9 Rule “encourages” multi-jurisdiction coordination when implementing its EOA and designating
22 lands for industrial uses”. It reads as follows:
23

24 “(5) The effort necessary to comply with OAR 660-009-0015 (Economic Opportunities Analysis)
25 through 660-009-0030 (Multi-Jurisdiction Coordination) will vary depending upon the size of the
26 jurisdiction, the detail of previous economic development planning efforts, and the extent of new
27 information on national, state, regional, county, and local economic trends. A jurisdiction’s
28 planning effort is adequate if it uses the best available or readily collectable information to respond
29 to the requirements of this division.”
30

31 660-009-0030, Multi-Jurisdiction Coordination, reads as follows:
32

33 “(1) Cities and counties are strongly encouraged to coordinate when implementing OAR 660-009-
34 0015 (Economic Opportunities Analysis) to 660-009-0025 (Designation of Lands for Industrial and
35 Other Employment Uses).
36

37 “(2) Jurisdictions that coordinate under this rule may:

38 (a) Conduct a single coordinated economic opportunities analysis; and

39 (b) Designate lands among the coordinating jurisdictions in a mutually agreed
40 proportion.”
41

42 Consistent with 660-009-0030, the City coordinated (presented and discussed) its housing (HNA) and
43 industrial land (EOA) needs and corresponding UGB expansions proposals with DLCD, Metro, Washington
44 County, the City of Hillsboro, the Oregon Semiconductor Manufacturing Task Force (“Task Force”) staff, a
45 2023 Joint Oregon Legislative Committee on Semiconductors, interested business entities and Subarea
46 property owners.
47

48 That coordination revealed a widely recognized, documented shortage of industrial land in Washington
49 County and much of the greater Portland region. The addition and development of 654 industrial acres

1 within the City's UGB could lessen that shortage significantly. In doing so that coordination responds to
2 and satisfies the "*necessary effort*" directive in 660-009-0015(5): Both City EOA land need estimate and
3 industrial UGB land designation determinations "*use(d) the best available or readily collectable*
4 *information*" about "*national, state, regional, county and local economic trends*" documented and
5 presented in the City EOA.

6
7 The City is continuing UGB expansion coordination discussions with many of the same partners including
8 Washington County. Formal UGB expansion coordination with Washington County lay directly ahead.
9 That coordination will include County Planning Commission and Board of Commissioners considering and
10 acting on County ordinances that (1) reflect the proposed City UGB changes within the County's
11 Comprehensive Plan and (2) apply interim County zoning to the UGB expansion sites that effectively are
12 "holding zones" pending City annexation of the sites and application of City land use plans and regulations
13 to the sites. The finality of both County actions will be subject to the outcomes of any appeal of the City's
14 UGB expansion.

15
16 The link between 660-009-0010(5) and 660-009-0030 poses a question regarding the City's responsibility
17 to coordinate its "*implementation*" – *rather than the formation and evaluation* – of its EOA and UGB
18 industrial land designations with affected jurisdictions; i.e.; Metro, City of Hillsboro and other Cities in
19 Washington County seeking more industrial land via UGB expansions. The City is unaware of any
20 acknowledged EOAs pending industrial UGB expansion designations on the part of these jurisdictions.
21 Therefore, 660-009-0010(5) does not create such an EOA or UGB land designation coordination need.

22
23 More importantly, to the extent that 660-009-0015(5) and -0030(1) coordination are interpreted to
24 compel the City to forego some amount of its critical Goal 14 Factor 2 Livability land need. This outcome
25 is untenable and an unintended objective of both Goal 9 Rules. The optional "may" multi-jurisdiction EOA
26 coordination language in 660-009-0030(2) seems to recognize this issue.

27
28 The City's industrial UGB expansion land need amount, locations and characteristics are calibrated to
29 address/accommodate/sustain the City's long-term fiscal capacity/stability to provide municipal public
30 services and facilities needed by its current and future residents. (See. EOA Appendix Memo entitled
31 "*Service Levels & Fiscal Sustainability of Urban Growth Boundary Expansion*, March 2022).

32 33 **II. Senate Bill 4 ('23) - City UGB Expansion Industrial Land Needs:**

34 The SB-4 issues presented in the June 5 1000F letter are summarized as follow:

- 35
- 36 • The City is obliged to "consider the impact of passage of SB 4 on its projections of needed employment
37 lands" as its EOA and Final Report "rely" on assumed attraction of semiconductor facilities and
38 associated industries.
 - 39
40 • The City must explain how a 500-acre area described in the Final Report as "Under State
41 Semiconductor Manufacturing Site Consideration" interacts with and impacts what is being proposed
42 for the UGB expansion.
 - 43
44 • Finally, the City must provide "substantial evidence" that the targeted industries are likely to grow in
45 North Plains.
- 46

47 In reverse order the responses to these questions are presented below. First, however, the following SB-
48 4 information provides context for the ensuing responses.

1 **Oregon’s SB-4 Economic Interest in City’s UGB Expansions:**

2 In a January 24, 2023 letter to the Oregon Joint Legislative Committee on Semiconductors (the
3 “Committee”) the Oregon Semiconductor Competitive Task Force (“Task Force”), which included 1000F
4 members, advised the Committee that Oregon “*does not have any 500-acre sites that meet our (siting)*
5 *criteria*” to ensure that Oregon has “*development-ready sites*” including “*two (2) sites of 500+ acres for*
6 *advanced R&D or production fabrication operations*”.

7
8 In response to that State land need, the Task Force recommended adoption of a Bill that would
9 “*immediately proceed with planning, acquisition and development of key sites identified in North Plains*
10 *and North Hillsboro to assure Oregon has large (500-acre) sites suitable to compete for transformational*
11 *industry recruitments and expansions of existing strategic businesses*”. The Task Force recommended
12 legislation that, in part, would “[a]mend ORS 195.144 to allow expedited planning to bring rural reserves
13 *designated lands into the urban growth boundaries in Hillsboro and North Plains within 12-24 months*”.

14
15 After weeks of public hearings on various SB-4 iterations, the Committee recommended and the
16 Legislature ultimately enacted Senate Bill 4. Section 10 of the Bill also described its State’s purpose and
17 method to achieve it as well as the needed (500-acres) site characteristics as follows:
18

19 “Section 10. (1) On or before December 31, 2024, the Governor by executive order and subject to
20 section 11 of this 2023 Act may bring within an urban growth boundary designated lands for the
21 purposes of providing lands available for industrial uses to become part of the state’s covered
22 incentive as defined in section 1 of this 2023 Act that relates to the semiconductor industry,
23 advanced manufacturing or the supply chain for semiconductors or advanced manufacturing.”

24
25 “(2) Lands designated by an executive order under this section must be within a site that consists
26 of one or more tracts of land that are:

27 (a) Contiguous to the city’s existing urban growth boundary;

28 (b) Entirely within three miles of the city’s existing urban growth boundary; and

29 (c) Not within areas designated as acknowledged urban reserves or rural reserves under
30 ORS 195.144 (1), (2)(c) or (3).”⁹

31
32 The “state covered incentives” reference in SB-4, section 1 pertains to Oregon’s application for US CHIPS
33 Act “Federal semiconductor financial assistance” including “covered incentives” that, in Oregon’s case,
34 include land and various types of contributing State-funded resources. (“Undesignated lands within the
35 City’s East and West Subareas’ UGB expansion sites have the needed characteristics listed in SB-4 Section
36 10(2).)
37

38 Section 10(6) and (8) of the Bill also make clear that state planning laws do not apply to a UGB expansion
39 done under the Bill:
40

41 “(6) Notwithstanding any other provision of this chapter or ORS chapter 195, 15, 227 or 268 or any
42 statewide land use planning goal, lands designated in an executive order under this section are
43 considered to be within the acknowledged urban growth boundary, as described in this chapter
44 and ORS chapter 268, as of the date of the executive order.

⁹ While the West Subarea contains enough land to accommodate a 500-acre site that meets the Sec, 10(2) criteria, much of the proposed East Subarea 335-acre industrial expansion site also meet that criteria and is under SB-4 review for potential “legacy” semiconductor chips manufacturing and for semiconductor manufacturing supply chain companies.

1 * * *

2 “(8) Notwithstanding any other provision of ORS chapter 195, [197,] 215, 227 or 268 or any
3 statewide land use planning goal, the Land Conservation and Development Commission shall treat
4 as acknowledged, as described in this chapter, an amendment to a comprehensive plan or an
5 adoption of or amendment to a land use regulation made by a local government with land use
6 jurisdiction over the lands designated under subsection (1) of this [section](#)[.]”
7

8 Accordingly, ORS Chaps. 195 (Metro Regional planning) and 197 (Statewide land use planning) and ORS
9 Chap. 227 (City zoning) do not apply to a Governor decision to expand a UGB and subsequent City
10 comprehensive plan amendments or development ordinances that implement that decision. In short, a
11 UGB expansion under SB-4 is entirely unrelated to the proposed UGB expansion under Ord. 490 as a
12 matter of law.
13

14 **U.S. National Security Interest in SB-4 UGB Expansions:**

15 The US Commerce Department strongly recommends that CHIPS Act funding applications include such
16 covered incentives to be competitive vis. other state applications for Federal financial assistance. In a
17 CHIPS Act “Notice of Funding Opportunity” (“NOFO”) it articulates the National Security objectives that
18 spurred and underpin the enactment of SB-4 cited in the footnote below.¹⁰
19

20 **City’s Goal 14 Fiscal-based “Livability” interest in East and West Subarea UGB Expansion Sites:**

21 The City’s Goals 9 and 14 industrial UGB expansion land needs (335 acres out of 412 total East Subarea
22 acres and 319 acres out of 493 total West Subarea acres) are described and justified in both the City EOA
23 and the Final Report. That City land need is intended to attract and accommodate a broad spectrum of
24 targeted tech-based businesses listed and described in EOA Fig. 6.07 and Appendix B (See. EOA pp. 51-53
25 and 60-66). That list encompasses a much broader array of tech-based businesses than the narrower list
26 of semiconductor manufacturing and supply chain businesses for which UGB expansions near the City
27 could be approved by the Governor per SB-4.
28

29 Specifically, the City’s UGB land need derive from and pursue the following adopted City priorities in City
30 Council Resolution No. 2160 (’21):
31

32 Priority 1: Reverse the worsening trend of bedroom community status for North Plains with a
33 thriving jobs-housing balance by expanding and diversifying employment opportunity and industry
34 profile and presence.
35

36 Priority 2: Grow business investment in North Plains to encourage expansion and diversification of
37 the City’s property tax base to reverse the imbalance created by a growing bedroom community
38 development trend.

10 “The CHIPS Incentives Program aims to strengthen U.S. economic and national security, including
economics resilience and competitiveness. The CHIPS Act sets forth multiple dimensions of this overriding
objective:

- Strengthening the security and resilience of the semiconductor supply chain, including mitigating gaps and vulnerabilities.
- Providing a supply of secure semiconductors relevant for national security
- Strengthening the leadership of the United States in semiconductor technology
- Growing the economy of the United States and supporting job creation in the United States
- Bolstering the semiconductor and skilled technical workforces in the United States
- Promoting the inclusion of economically disadvantaged individuals and small businesses
- Improving the resilience of the semiconductor supply chains of critical manufacturing industries.”

Priority 3: Ensure and sustainably fund community-supporting infrastructure, economy-supporting infrastructure, and expanded City services such as recreational offerings that enhance community health and diversify the City economy.

Priority 4: Expand the local presence of important, everyday commercial services for the residents of North Plains which offer a shorter and safer distance rather than an extended and costly distance to other cities.

Successful UGB expansions by the City and/or State via SB-4, Section 10 would help achieve the City's economic development priorities as well as the State and National interests in prospective UGB expansions prescribed by SB-4, Section 10. Nevertheless, while complementary with mutually supportive UGB expansion outcomes, those respective interests are jurisdictionally discrete, subject to different and separate State UGB review/disposition criteria and processes and, thus, not interdependent.

Therefore, removal of or non-selection of these UGB expansions by the Governor per SB-4 would not extinguish the City's Goal 9-based and Goal 14-based which would still be pending LCDC review and disposition. Conversely, unsuccessful City UGB expansion before LCDC would not prevent the Governor from approving UGB expansions in the East and West Subareas that fit the State semiconductor manufacturing land need characteristics set by SB-4, Section 10.

A. Re: Substantial Evidence:

Much of this Supplemental Report already responds to this question, therefore, no further discussion is needed here.

B. Re: East and West Subarea Sites Under SB-4 Consideration:

Based on the preceding discussions, we believe and submit that the questions raised by 1000F are answered and need no further discussion in this Report. We submit that those 1000F questions are neither based or compelled by any Oregon land use statute or applicable State Planning Goal or implementing Rule that require choosing either a Goal 14/ORS Chap. 197 UGB expansion or a SB-4 UGB expansion, but not both.

Nonetheless, the City recognizes a need to clearly show/emphasize the separateness of the City's UGB expansion proposals as set forth in Ord. 490 and its supporting documents and materials for DLCD's and LCDC's benefit and acknowledgement. Therefore, also attached to this Supplemental Report are revised versions of Map Figures 13 and 14 of the Final Report. The revisions remove the "*Under State Semiconductor Manufacturing Site Consideration*" from those Maps accordingly.

III. UGB Expansion Plan Amendment Procedures:

Per ORS 197.610(1), Ord. 489 and 490 amendments to the City's Comprehensive Plan are processed, reviewed, and considered by DLCD under Post Acknowledgement Plan Amendment ("PAPA") procedures. Ord 489 and 490 contain such Plan amendments and related findings of fact that were duly considered and approved by the City's Planning Commission and City Council. DLCD staff advises that Ord. 489 and 490 PAPA hearing procedures have been satisfied and no additional or new PAPA hearings are necessary. However, DLCD staff advises that there may be questions whether City approval of Ord. 489 and 490 and supporting documents have fully satisfied the City's Type IV public hearing notice requirements procedures consistent with the North Plains Municipal Code Section 155.032.

The parts I and II discussion above, including the attached *Goal 14, Location Factors "Balancing" Analyses & Findings: North Plains Ord. 490 (CPA File No.23-056(1))*, present the City's Goal 14 Location Factors

1 "consideration and balancing" UGB expansion findings for the Ord. 490 Record. These findings and this
2 Report do not alter or add anything new to the already approved City's Comprehensive Plan UGB
3 expansion amendments and supporting EOA, HNA, UGB Final Report findings.

4
5 However, as additional supporting Ord. 490 UGB expansion findings not yet considered by the City's
6 Planning Commission and City Council in order to become adopted legislative findings in support of Ord.
7 490, the *Goal 14 Location Factors Balancing Findings* in this Supplemental Report also need to be
8 processed, heard and considered by the Commission and Council per the City's Type IV public hearing and
9 notice procedures.

10
11 To assure that the entire City review and approval of Ord. 490 and its supporting documents are safe from
12 procedural challenges, we are again scheduling City Type IV Planning Commission and City Council public
13 hearings on Goal 14 Location Factors Findings in this Supplemental Report as well as Ord. 489 and 490 and
14 their respective supporting documents that were previously heard, considered and approved by the
15 Planning Commission and City Council.

16
17 Attached to this Report is a detailed description of the Type IV notice and hearing procedures that will
18 occur accordingly. Please note that the County Commission hearing schedule dates for amendments to its
19 Comprehensive Plan that reflect final City UGB amendments may be modified in response to when final
20 LCDC approval of the UGB amendments occur.

21
22 Therefore, the following hearing schedule is proposed:

23
24 July 20 newspaper notice submittal
25 July 27 notice publication
26 August 2 PC Agenda packet disbursement
27 August 9 PC Hearing
28 August 16 Washington County Planning Commission work session
29 August 17 City Council hearing newspaper notice submittal deadline
30 August 24 CC hearing notice publication
31 August 31 CC hearing agenda packet disbursement
32 September 5 (Tuesday - Monday is Labor Day) CC hearing
33 Sept. 13 File (after city holds first reading, must be at least 35 days before PC meeting)
34 September 18 CC Second reading of ordinance
35 Sept. 19 Board of County Commissioners Work Session
36 Sept. 20 Planning Commission (PC) Work Session
37 Oct. 18 County PC Hearing 1
38 Nov. 1 County PC Hearing 2 (if needed)
39 Nov. 28 County Board Hearing 1 (possibly adopt)
40 Dec. 5 County Board Hearing 2 (if needed)

41
42
43 Respectfully submitted:

44
45 

46
47 Andy Varner, City Manager

48
49 

Bill Reid, City Finance Manager

1 Attachments:

- 2 • Goal 14 Location Factors “Balancing” Analyses & Findings Table
3 • Metro Urban & Regional Reserves Map
4 • Revised Maps Nos. 13 and 14, North Plain UGB Expansion Final Report
5 • UGB Expansion Property Owners Support 8-2-2023 v2

6 Copy: DLCD

7 Washington County DLUT

8

9

10

11

12

Sample Motions – Ordinance 490

Approve

Based on the evidence and testimony in the record, including:

- The staff report dated May 3, 2023;
- The staff report dated May 31, 2023;
- The North Plains UGB Expansion Report dated July 25, 2023;
- The supplemental staff report dated August 2, 2023, including the exhibits; and
- The oral and written testimony

I move we recommend the City Council **approve** Ordinance 490 amending the City comprehensive plan and its supporting Findings of Fact contained in the supplemental staff report, the Final UGB Expansion Report (April, 2023) and other City documents in the Ordinance Record (City File No. CPA 23-056(2)).

Deny

Based on the evidence and testimony in the record, including:

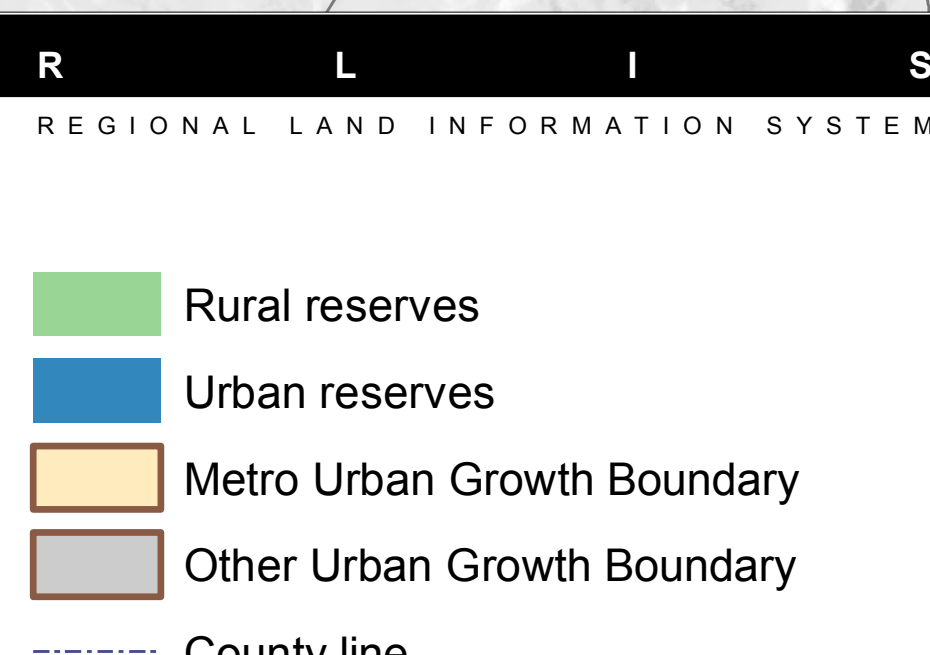
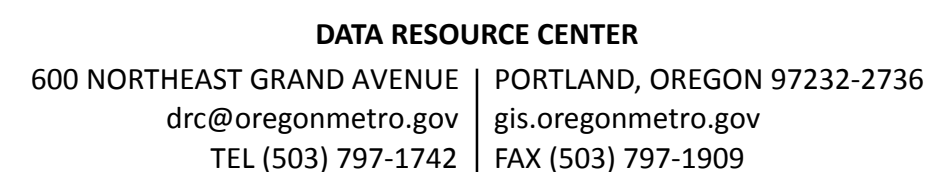
- The staff report dated May 3, 2023;
- The staff report dated May 31, 2023;
- The North Plains UGB Expansion Report dated July 25, 2023;
- The supplemental staff report dated August 2, 2023, including the exhibits; and
- The oral and written testimony

I move we recommend the city council **not approve** Ordinance 490 (City File No. CPA 23-056(2)) amending the city comprehensive plan because it does not comply with [identify standard, policy or goal that is not met].

Goal 14, Location Factors “Balancing” Analyses & Findings: North Plains Ord. 490 (CPA File No. 23-056(1))

UGB SUBAREA SITE	Factor 3 (Efficient Land Needs Accommodation)	Factor 4a (Orderly Economic Provision -Transportation)	Factor 4b (Orderly Economic Provision - Sewer, water, stormwater disposal, utilities)	Factor 5 (ESEE)	Factor 6 (Agriculture/Forest Compatibility)
<u>North Subarea (90.1 acres) EFU & AF-20</u> and AF-5 Zones	Abuts existing, developed residential community along entire southern edge. Contains large unconstrained unbuilt parcels.	The site can directly tie-in to existing City transportation infrastructure. Site development will have convenient multimodal access to City urban areas, uses, facilities. Regional mobility and connections feasible via adjoining and nearby County roads. Minor site environmental constraints. Close access to elementary school and city parks, library, downtown.	Site can tie directly into existing and planned stormwater disposal and domestic water infrastructure. The adjoining south area is currently being developed for residences. Nearby sewer and stormwater systems (south). All facilities require modest to moderate upsizing to serve this Subarea.	Large unconstrained parcels; adjacent to new Brynhill residential development/community. Can efficiently connect to public utilities and adjoining existing and planned vehicle and alternative travel modes. Easy access to existing commercial services within City urban core; VMT reduction.	<u>Low potential conflict:</u> Site adjacent to predominantly sod/grass seed farming, clover/wildflower farming, tree crops, grass/pasture. Pumpkin Ridge Golf Course nearby to the north; Site County zoning includes EFU, AF-20 and AF-5
<u>South Subarea A (114 acres)</u> Exception Land	Isolated location separated from the City by Hwy. 26. Comprised entirely of smaller parcels. Entire Subarea is largely developed with residences and the Air Acres Airport.	Site regional mobility is good, but Subarea B mobility is better. Air Acres Airport Runway and residences throughout site presents barrier to site redevelopment. US Hwy 26 is a State freeway barrier to Subarea connectivity to City's businesses and downtown core.	Site lacks readily available sewer, stormwater disposal, or water infrastructure to tie into (costly, potential available systems connections must cross US 26. A Joint Water Commission (“JWC”) water line is within Subarea B, but a JWC PRC Agreement is required to extend to and serve Subarea A.	Subarea redevelopment is problematic due to site’s established homes and airport runway. US 26 barrier to City-wide connectivity. Dominant vehicle-centric site travel mode would increase VMT.	<u>Moderate potential conflict:</u> Site adjacent to predominantly sod/grass seed, clover/wildflower, tree crops and corn along south and west edges. Pacific Fiber Products wood chips and trucking business at northwest site edge. Site County zoning includes EFU and R-Industrial (bulk portion).
<u>South Subarea B (34.0 acres)</u> Exception Land	Exception Land separated from City by Hwy 26; includes smaller underdeveloped parcels; Glencoe Road frontage.	Direct site regional mobility via Glencoe Road frontage and location at Glencoe Road/US 26 Interchange. Located across/south of Interchange limiting site’s future City-side connectivity.	Potential mainline tie-in to existing storm water infrastructure for portions of site. A sewer pump station and extension of adjoining sewer mainline will be needed. Upgrade to existing adjoining water infrastructure will be needed. Cost to provide needed Subarea infrastructure systems support significant compared to the other Subareas.	Site lacks readily available sewer, stormwater disposal, or water infrastructure. Costly, potential available systems connections must cross US 26. A Joint Water Commission (“JWC”) water line is within Subarea B but a JWC PRC Agreement is required to extend to and serve Subarea A.	<u>Moderate potential conflict:</u> Existing site land uses and zoning support future new and expanded existing commercial and industrial uses. Site direct accessibility to US 26 and US 26/Glencoe Road Interchange.
<u>West Subarea (319.2 acres) EFU & R-Ind Zones</u>	Contains mostly large, unconstrained, unbuilt parcels. The 319.2 acres abut both the existing UGB and Hwy 26 and City’s UGB boundary at its east edge.	Can link potential Subarea collector streets - across small environmentally sensitive areas (near Gordon and Mountaindale Roads) to City core businesses and government) via NW North Avenue, NW Commercial Street if those areas are protected and with cooperative agreements with railroad. Strong regional connections potential via adjoining US 26/NW Dersham Road Interchange.	Potential mainline tie-in to existing storm water infrastructure for portions of site. A sewer pump station and extension of adjoining sewer mainline will be needed. Upgrade to existing adjoining water infrastructure will be needed. Cost to provide needed Subarea infrastructure systems support significant compared to the other Subareas.	Site abuts US 26/Dersham Road Interchange; Existing sewer infrastructure located along site’s west and northeastern edges. Stormwater disposal infrastructure located along site’s eastern edge. Existing and planned water infrastructure located are adjacent to the site’s north and east edges.	<u>Moderate potential conflict:</u> Adjacent proximity to US 26/Dersham Road Interchange can support industrial development on the entire 319.2 acres site. East portion of site has direct multimodal travel access and reduced VMT travel via Commercial Street to City’s downtown businesses and services.
<u>East Subarea (412.0 acres site) EFU & AF-20 Zones</u>	Abuts NP’s existing UGB along west and north site edges. Contains large, unbuilt parcels that include some wetlands close to its west boundary. Abuts Hwy 26 along its entire south boundary and the Hwy 26/Jackson School Road Interchange.	Site abuts US 26/Jackson School Road Interchange. Strong site regional connections via NW West Union and NW Jackson School Roads. McKay Creek will make potential site west-bound local street connectivity to City’s core businesses and neighborhoods doable but costly. Site’s eastern portion is easily developable without needing major infrastructure systems’ investments (see East Subarea Findings below).	Site abuts US 26/Jackson School Road Interchange. Existing sewer infrastructure located along site’s west and northeastern edges. Stormwater disposal infrastructure located along site’s eastern edge. Existing and planned water infrastructure located are adjacent to the site’s north and east edges.	Site well-suited for future industrial and housing development. Direct access to Sunset Ridge residential community, existing elementary school and neighborhood parks and to City downtown businesses and services. Site contains McKay Creek Trail System available to residents and employees of new housing and industrial uses that could develop on the site;	<u>Moderate potential conflict:</u> Site is predominantly adjacent to clover/wildflower farming, sod/grass seed farming, tree crops, and grass/pasture. Other uses include blueberry farming, fruit/vegetable farming, hay/non-alfalfa agriculture. County zoning includes EFU and AF-20.

Urban and Rural Reserves



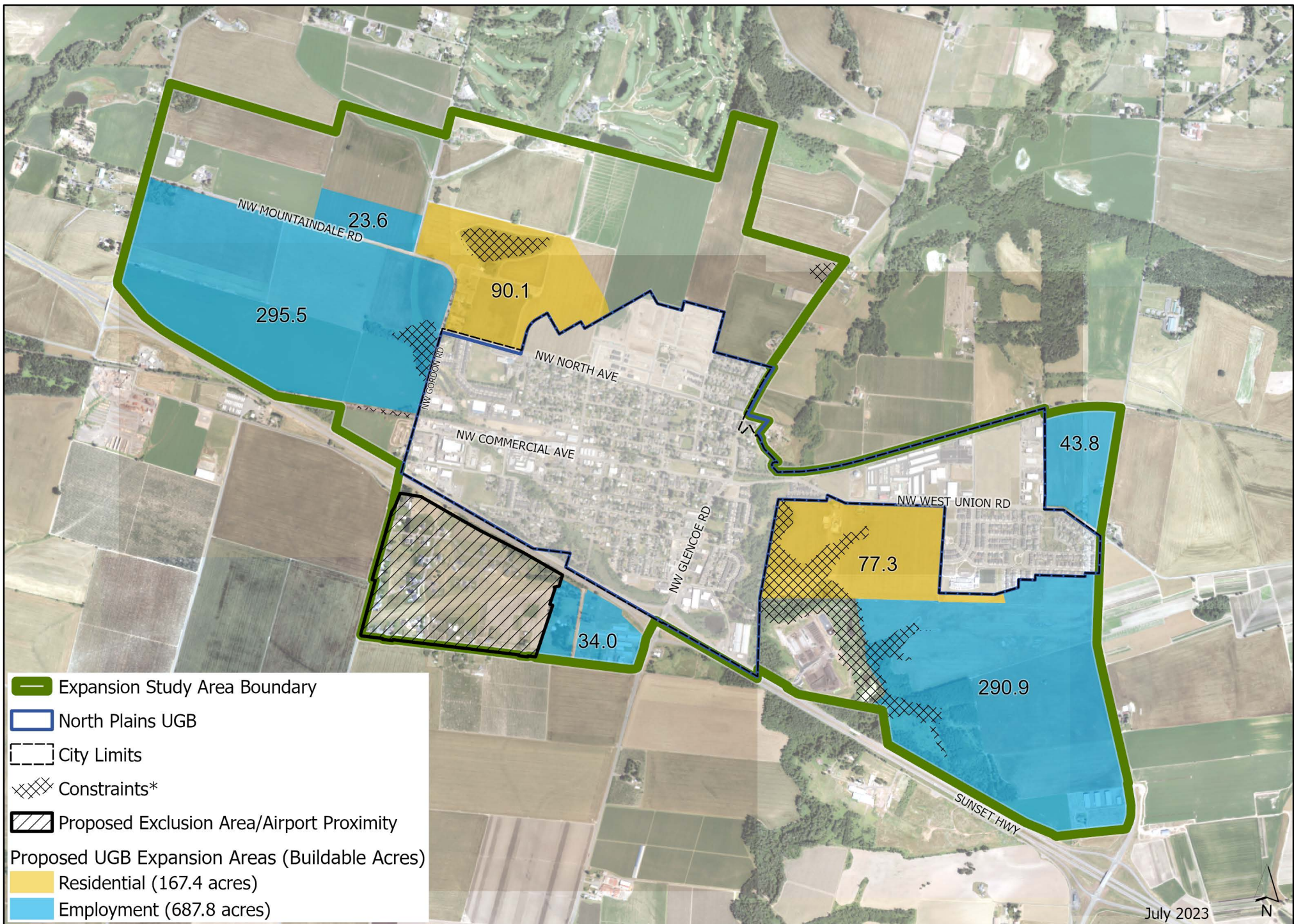
The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

The urban and rural reserves reflect a new approach to managing growth in our region.

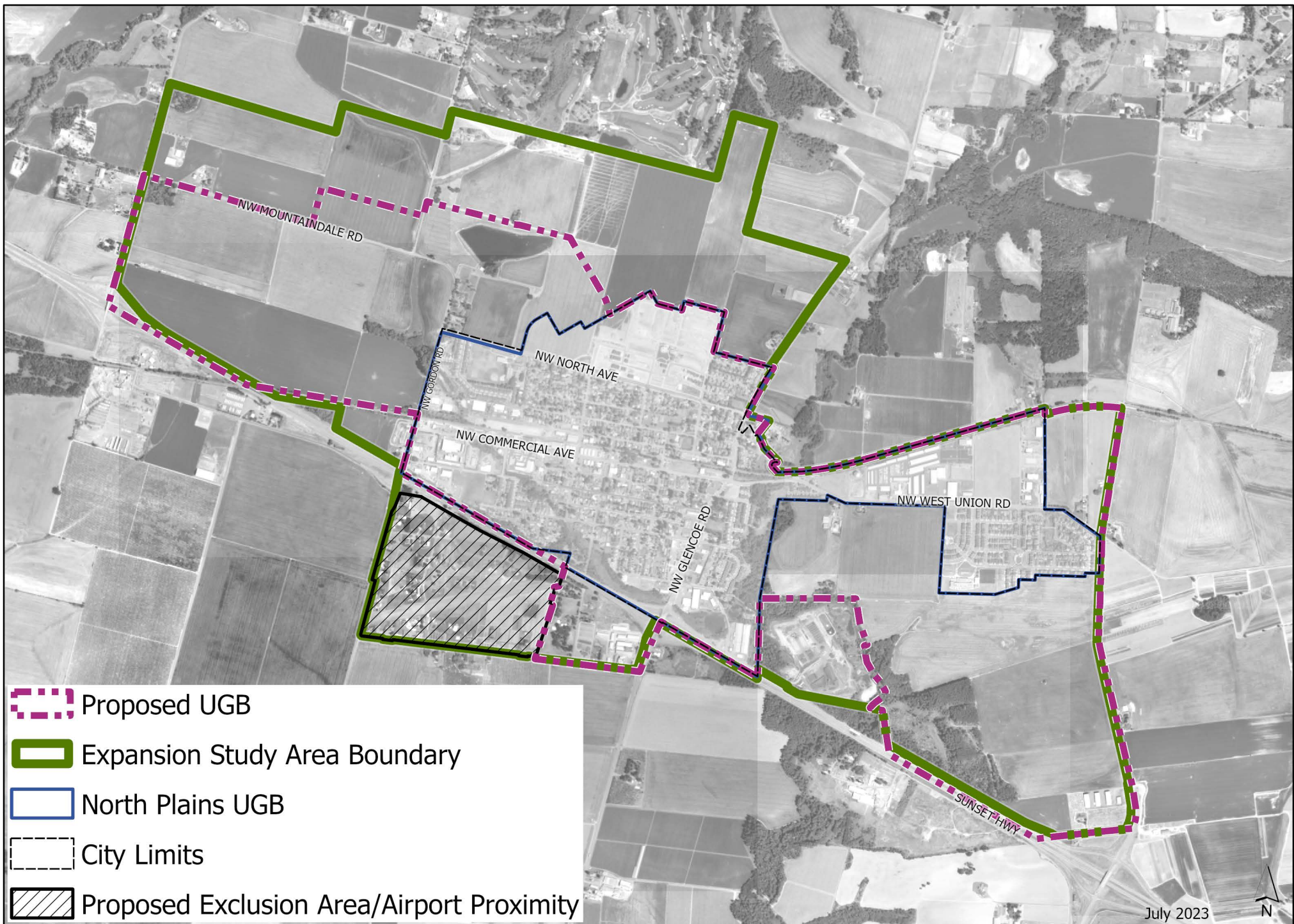
Across the region, civic leaders are engaged in a collaborative planning process to consider the shape of our region over the next several decades. Citizens and officials are working in concert to craft policies and choose investments that will enhance existing communities. As part of this work, Clackamas, Multnomah and Washington counties and Metro led a regional effort to identify land for urban or rural use for the next half century.

Rural reserves are lands outside the current urban growth boundary that are high value working farms and forests or have important natural features like rivers, wetlands, buttes and floodplains. These areas will be protected from urbanization for the next 50 years.

On 08/19/2011 the Oregon Land Conservation and Development Commission (LCDC) acknowledged (approved) the revised urban and rural reserves map for Washington County. Reserves for Multnomah and Clackamas counties were approved previously.



*Open Water, Floodplain, Steep Slopes



TLID	PRIMACCNUM	OWNER1	SITEADDR	SITECITY	SITEZI P	A_T_AC RES	Subarea
1N2060002300	R654321	VANDOMELEN F M LIV TRUST	30020 NW WEST UNION	NORTH PLAINS	97133	41.71	East Subarea
1N2060002400	R654330	VANDOMELEN F M LIV TRUST	29900 NW WEST UNION	NORTH PLAINS	97133	59.44	East Subarea
1N2070001400	R2152384	JACKSON FARM LAND LLC & FERELDEN LLC		NORTH PLAINS	97133	119	East Subarea
1N2060000100	R653983	CATTRON ALAN B & CATTRON BELINDA A & WINEGAR DO	28495 NW WEST UNION	NORTH PLAINS	97133	27.34	East Subarea
1N2050000401	R2118691	WALTER DONALD C TRUST		NORTH PLAINS	97133	16.52	East Subarea
1N2080000102	R2106318	F & C VANRADEN LLC & K & S VANRADEN LLC	9220 NW JACKSON SCH	NORTH PLAINS	97133	8.43	East Subarea
1N2070000300	R654376	KOENNECKE DUANE		NORTH PLAINS	97133	49.04	East Subarea
1N2070000400	R2142879	SIX CEDARS LLC	8515 NW JACKSON SCH	NORTH PLAINS	97133	29.51	East Subarea
1N2070000390	R654385	VANRADEN FARMS		NORTH PLAINS	97133	111.1	East Subarea
1N3010000501	R728617	JUENEMANN NICHOLAS EDWARD & JUENEMANN JOAN M.	32609 NW MOUNTAINDA	NORTH PLAINS	97133	4.51	North Subarea
1N3010000400	R2215710	LONE OAK LAND & INVESTMENT CO	32055 NW NORTH AVE	NORTH PLAINS	97133	81.63	North Subarea
1N3120000703	R735011	JEWETT-CAMERON LUMBER CORP		HILLSBORO	97124	0.95	South Subarea
1N3120000903	R2180083	JEWETT-CAMERON LUMBER CORP	31345 NW BEACH RD	HILLSBORO	97124	8.77	South Subarea
1N3020000402	R732407	FINEGAN MELVIN J & MARIE P FAM TRUST		NORTH PLAINS	97133	146.78	West Subarea
1N3020000100	R732354	JACKY DARYL & KAREN LIV TRUST	11475 NW GORDON RD	NORTH PLAINS	97133	37.48	West Subarea
1N3020000200	R732363	PJ PROPERTIES LLC		NORTH PLAINS	97133	42.48	West Subarea
1N3020000500	R732416	R&R COUSSENS INC	11870 NW DERSHAM RC	NORTH PLAINS	97133	78.05	West Subarea
2N3350000900	R803562	CHARLIE POTATOES LLC & MIKE & SUE LAND MANAGEME		NORTH PLAINS	97133	23.6	West Subarea

STAFF REPORT TO CITY COUNCIL

Urban Growth Boundary (UGB) Amendment and Comprehensive Plan Text Amendment

City File Number CPA 23-056(1)

Staff Report Date: May 31, 2023

From: Steve Miller, Planning Manager



Public Hearing Date: June 5, 2023

Proposal: The City of North Plains proposes an expansion to the city's current Urban Growth Boundary (UGB) and associated Comprehensive Plan Text Amendment. The City's 2017, updated in 2022, Housing Needs Analysis (HNA) identifies a need for 167 acres of land to meet residential demands through 2037, including land for parks and infrastructure. The 2018 Economic Opportunities Analysis (EOA), updated in 2022, identifies a need for 515 acres to meet industrial land needs and 172 acres to meet commercial land needs through 2038, including land for infrastructure. Combined, these studies estimate a need for 855.2 acres to meet the city's 20-year land need. The proposed UGB Expansion and associated Comprehensive Plan Text Amendment detail the city's analysis in determining how much land to include in the expansion area and where to expand, as well as the policies associated with such an expansion.

Process: The Planning Commission conducted a public hearing on the proposal at their May 10th, 2023, meeting and made a recommendation of approval to the City Council. As part of their recommendation to the City Council, the Planning Commission recommended that the UGB boundary be amended to include the small "triangle" piece of land (i.e. Tax Lot 1N301CD02200) associated with the property located at 10105 NW 314th Ave., which is currently inside the city limits. The Planning Commission also recommended that staff compile a narrative description of the proposed UGB boundary to accompany the Expansion Report. The City Council will review the Planning Commission's recommendation and conduct a public hearing at their June 5th meeting before making the city's final decision on the proposal. The proposed North Plains Urban Growth Boundary Expansion Report and associated text updates to the Comprehensive Plan are included with this staff report.

Background: The city is initiating an Urban Growth Boundary Expansion and an associated legislative comprehensive plan text amendment.

Summary Conclusions: This report includes findings regarding each applicable Comprehensive Plan and Zoning Code criterion, which incorporate the Oregon Statewide Planning Goals. The proposal is consistent with the Comprehensive Plan and Zoning Code criteria for a Comprehensive Plan Text Amendment and UGB Expansion.

COMPLIANCE WITH CITY OF NORTH PLAINS MUNICIPAL CODE

COMPREHENSIVE PLAN & ZONING AMENDMENTS

§155.127 Review Criteria

(A) Text Amendment

An amendment to the text of the Comprehensive Plan or this Ordinance shall be based upon a need for such an amendment identified by the City Council or the Planning Commission. Such an amendment shall be consistent with the following review criteria:

(1) Impact of the proposed amendment on land use and development patterns within the city, as measured by:

- (a) Traffic generation and circulation patterns in compliance with the Transportation System Plan (TSP);
- (b) Demand for public facilities and services, in compliance with the City utility master plans;
- (c) Level of park and recreation facilities;
- (d) Economic activities;
- (e) Protection and use of natural resources;
- (f) Compliance of the proposal with existing adopted special purpose plans or programs, such as public facilities improvements.

Finding: The City Council and Planning Commission identified a need for the UGB expansion and supporting comprehensive plan text amendments based on the lack of available land for the city to support identified employment and residential growth over the next 20 years. The City Council has a stated goal to overturn the “bedroom community” dynamic in the city with robust planning and for employment land development over the coming years.

The amount of land identified for inclusion in the UGB expansion is based on the adopted Economic Opportunities Analysis (EOA) and an updated Housing Needs Analysis (HNA) that is being approved concurrently with this UGB expansion. The included UGB Expansion Report provides high-level analysis of traffic generation and circulation patterns, public facilities and services, parks and recreation facilities, economic activities, protection and use of natural resources and compliance with existing and adopted special purpose plans and programs. The next step in the UGB expansion process is to concept plan the UGB areas. This will allow the city to dig deeper into the details of these city services and determine the impact of each on land use and development patterns within the existing city limits and within the proposed UGB expansion areas. This standard is met.

(2) The proposed amendment complies with all applicable Statewide Planning Goals and administrative rule requirements.

Finding: Oregon’s 19 Statewide Planning Goals are addressed below. Though several of the goals are not applicable to the proposed UGB expansion and comprehensive plan text amendments, those that are applicable are responded to in detail.

Goal 1 Citizen Involvement

The North Plains Urban Growth Boundary Expansion Project Advisory Committee (UGB PAC), comprised of elected and appointed officials, community residents, local business owners and agency representatives, met nine (9) times over the course of three (3) years in publicly noticed, hybrid in-person/virtual open meetings. Public testimony was always received at each UGB PAC meeting. The city maintained a robust website throughout the project,

<https://www.northplains.org/planning/page/urban-growth-boundary-expansion>, allowing full access to up-to-date project documents and information about upcoming opportunities to participate via a scheduled PAC meeting or connection with City staff.

This land use process to approve the proposal is subject to a City of North Plains Type IV land use review, which includes a significant citizen involvement component. This process has been established by the city and determined to be consistent with this goal. The mandatory public notice of the action and decision, and the hearings on this case before the Planning Commission and City Council are all avenues of citizen participation.

Goal 2 Land Use Planning

This statewide goal requires that land use decisions 1) have an adequate factual base, 2) that alternatives have been considered, and 3) that implementation measures are consistent with and adequate to carry out comprehensive plan.

The proposed UGB expansion area was established utilizing the guidance provided by Statewide Planning Goal 14 (Urbanization) which incorporates the requirements of ORS 197A.300 to 197A.325, which establishes requirements for a factual basis. Alternatives to the proposed expansion were reviewed and discussed throughout the eight (8) Project Advisory Committee Meetings and two (2) joint Planning Commission-City Council Work Sessions. The proposed UGB expansion and associated comprehensive plan text amendment are consistent with and adequate to carry out the Comprehensive Plan.

Goal 3 Agricultural Lands and Goal 4 Forest Lands

This goal does not apply because the City does not include areas designated for agricultural or forest use. The areas designated for UGB expansion are all within either the “exception land” or “undesigned” urbanization categories. No “rural reserves” are proposed for inclusion in the UGB expansion.

Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources

There are no proposed changes to text regarding Goal 5 open spaces, scenic and historic areas and natural resources. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 6 Air, Water and Land Resources Quality

There are no proposed changes to text regarding air, water, or land resources. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 7 Areas Subject to Natural Hazards

There are no proposed changes to text regarding areas subject to natural hazards. Therefore, the intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 8 Recreational Needs

The proposed UGB expansion includes 40 acres of parks and open space to meet the need identified in the Housing Needs Analysis (HNA) to support current and future residents of the city. This amount of parks and open space land included in the UGB expansion area calculation is consistent with Goal 8.

Goal 9 Economic Development

The proposed UGB Expansion includes 515 acres to accommodate industrial land needs and 172 acres to meet commercial land needs through 2038, including infrastructure such as roadways. This employment land need was established through the city's adopted Economic Opportunities Analysis. The city is also in on-going discussions with the State of Oregon regarding potential designation of 500 acres as a special opportunity area for semi-conductor manufacturing and related business development. The proposed UGB expansion and associated Comprehensive Plan Text Amendments support the city's ongoing compliance with Goal 9.

Goal 10 Housing

The proposed UGB Expansion includes 167 acres to meet residential land needs through 2038, including parks and infrastructure. This residential land need was established through the city's updated Housing Needs Analysis. The proposed UGB expansion and associated Comprehensive Plan Text Amendments support the city's ongoing compliance with Goal 10.

Goal 11 Public Facilities and Services

There are no proposed changes to text regarding public facilities and services. The UGB Expansion includes land for provision of public roadways and infrastructure. The intent of this goal remains satisfied by the policies of the Comprehensive Plan and implementation in the Zoning Ordinance.

Goal 12 Transportation

The Transportation Planning Rule (TPR), OAR 600-012.0060, requires that, where an amendment to a comprehensive plan or zoning regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures that assure that allowed land uses are consistent with the function, capacity, and performance standards of the facility. The proposed UGB Expansion and associated Comprehensive Plan Text Amendment do not propose any changes to an existing or planned transportation facility and, as such, the proposal does not affect the transportation system of the City. More detail regarding transportation analysis will be included with the city's UGB Concept Planning Process, which will commence once the UGB Expansion is adopted and finalized.

Regarding the Planning Commission's recommendation that staff compile a narrative description of the proposed UGB boundary to accompany the Expansion Report. Compiling the description of the proposed UGB boundary, will allow the city to more accurately include either a portion or all of the impacted county roadways. The recommendation will allow the subject streets to be improved to city standards, as opposed to county standards, with the anticipated future development of the UGB lands. By improving these streets to city standards with the future development of the UGB lands, it will establish a system of safe, connected

bicycle/pedestrian paths which will encourage residents and commuters to walk and/or bike thereby reducing reliance on private motor vehicles. Thus, the resulting plan will allow support of a variety of transportation modes and meet the transportation needs of the future land uses within the proposed UGB boundary.

Goal 13 Energy Conservation

There are no identifiable energy consequences of this land use action. The city continues to be in compliance with Goal 13 through adopted Comprehensive Plan policies.

Goal 14 Urbanization

The UGB Expansion Report follows the guidance provided by Statewide Planning Goal 14 (Urbanization), which incorporates the requirements of ORS 197A.300 to 197A.325 Amendment of Urban Growth Boundary Outside Metro. The report answers the following questions to justify a UGB expansion for North Plains:

- 1. Is any additional land needed for one or more urban uses, and if so, how much?*
- 2. If additional land is needed, how much can be accommodated within the current UGB?*
- 3. If additional land is needed outside the UGB, where is the best place to expand the boundary?*
- 4. What other amendments are needed to comply with the statewide planning goals?*

The UGB Expansion Report details the analysis of the above questions and provides a logical, efficient expansion of the city's UGB to include an additional 855.2 acres to meet the city's 20-year land need.

Regarding the Planning Commission's recommendation to the City Council that the UGB boundary be amended to include the small "triangle" piece of land (i.e. Tax Lot 1N301CD02200) associated with the property located at 10105 NW 314th Ave., which is currently inside the city limits, Staff provides the following findings.

From an urbanizational perspective, the small "triangle" piece of land (i.e. Tax Lot 1N301CD02200) is easily serviceable and provides for the orderly provisions of public facilities via the existing public utilities located in the NW 314th Ave. right-of-way, will have no negative impact to surrounding farm or forest lands or farming/forest activities, protects productive resource lands outside of the proposed UGB boundary, and assists the city with the efficient accommodation of identified land needs. Urban growth boundaries (UGB) are intended to accommodate growth and reduce pressure to urbanize rural lands. By including the small "triangle" piece of land in the UGB boundary, it will assist the city in accommodating growth and reducing pressure to urbanize rural lands.

The proposed UGB Expansion and Comprehensive Plan Text Amendment meet the provisions of Goal 14.

Goal 15 Willamette River Greenway

Goal 16 Estuarine Resources

Goal 17 Coastal Shorelands

Goal 18 Beaches and Dunes

Goal 19 Ocean Resources

The City is not within the plan boundary for the Willamette River Greenway, does not have any estuarine resources, and is not on the Oregon Coast, so goals 15 through 19 do not apply.

As discussed above, the proposed UGB Expansion and Comprehensive Plan Text Amendment area generally consistent with all of the applicable Oregon Statewide Planning Goals.

(3) The amendment is appropriate as measured by at least one of the following criteria:

- (a) It corrects identified error(s) in the provisions of the plan.**
- (b) It represents a logical implementation of the plan.**
- (c) It is mandated by changes in federal, state, or local law.**
- (d) It is otherwise deemed by the City Council to be desirable, appropriate, and proper.**

Finding: *The proposed UGB expansion and Comprehensive Plan Text Amendment have been deemed to be desirable, appropriate and proper accommodate the city's projected residential and employment growth over the next 20 years. The proposed amendment is appropriate as measured by at least one of the criteria and this standard is met.*

(4) Compliance with the statewide Transportation Planning Rule. When a development application includes a Comprehensive Plan, Zone Map or Text Amendment, the proposal shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule. "Significant" means the proposal would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors). This would occur, for example, when a street classification, requiring traffic to exceed the levels associated with a "collector" street classification, requiring a change in the classification to an "arterial" street as identified by the City's Transportation System Plan (TSP); or**
- (b) Change the standards implementing a functional classification system; or**
- (c) As measured at the end of the planning period identified in the North Plains TSP or Comprehensive Plan; or**
- (d) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance identified in the North Plains TSP or Comprehensive Plan; or**
- (e) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the North Plains TSP or Comprehensive Plan.**

(5) Amendments that affect Transportation Plans. Except as provided in subsection 6 Exceptions, amendments to the Comprehensive Plan or land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity and level or service of the facility identified in the North Plains TSP. This shall be accomplished by one of the following:

- (a) Adopting measures that demonstrate that allowed land uses are consistent with the planned function of the transportation facility; or**
- (b) Amending the North Plains TSP or Comprehensive Plan to provide transportation facilities, improvements, or services adequate to support the proposed land uses; such amendments shall include a funding plan to ensure the facility, improvement , or service will be provided by the end of the planning period; or**
- (c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation; or**

- (d) Amending the planned function, capacity or performance standards of the transportation facility; or
- (e) Providing other measures as a condition of development or through a development agreement or similar funding method, specifying when such measures will be provided.

(6) Exceptions. Amendments to the Comprehensive Plan or land use regulation with a significant effect on a transportation facility, where the facility is already performing below the minimum acceptable performance standard identified in the North Plains TSP or Comprehensive Plan, may be approved when all of the following criteria are met:

- (a) The amendment does not include property located in an interchange area, as defined under applicable law;
- (b) The currently planned facilities, improvements or services are not adequate to achieve the standard;
- (c) The currently planned facilities, improvements or services at a minimum mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development; and
- (d) The road authority provides a written statement that the proposed funding and timing for the proposed development mitigation are sufficient to avoid degradation to the facility.

Finding: *The proposed UGB Expansion and Comprehensive Plan Text Amendment do not include changes to the Transportation System Plan or significantly affect a transportation facility. The proposal is to approve the UGB expansion area, but does not include land use designations or roadway alignments within the UGB area. A more detailed analysis of transportation system impact will be forthcoming with UGB Concept Planning. Approval of the proposed UGB Expansion and Comprehensive Plan Text Amendment will comply with the Transportation Planning Rule.*

§155.129 Findings

Findings justifying a decision on an application shall be made in writing, and shall be provided to the applicant.

Finding: *The City Council's final decision will include written findings. As the City is the applicant, they will have the findings.*

§155.129 Conditions

The granting of an approval of any land use action under Chapter 16.200 may be subject to such conditions as are reasonably necessary to protect the public health, safety or general welfare from potentially damaging effects resulting from approval of the permit, or to fulfill the public need for service demands created by approval of the request.

Finding: *Staff does not find it necessary to subject this decision to any conditions of approval.*

CONCLUSION

The City Council is considering a recommendation from the Planning Commission to the City Council of the proposed UGB expansion and comprehensive plan text amendment. The City Council may approve, approve with Conditions or deny the proposal.

Staff recommends City Council approval of City File Number **CPA 23-056(1)**, Urban Growth Boundary Expansion and Comprehensive Plan Text Amendment at their regularly scheduled meeting on June 5, 2023.

CITY COUNCIL STAFF REPORT RE: ORDINANCES 489 AND 490

Re: Urban Growth Boundary (UGB) Amendment and Comprehensive Plan Text Amendments

City File Number CPA 23-056(1)

Public Hearing Date: September 5, 2023

From: Andy Varner, City Manager

Bill Reid, City Finance Manager



INTRODUCTION:

Ord. 489 (City File No. CPA 23-056(2) Housing Needs Analysis (HNA) Update) and Ord 490 (City File No. CPA 23-056(1) UGB Amendment and Comprehensive Plan Text Amendments) are before the City Council for public hearing and approval. On August 9, the Planning Commission conducted a properly noticed public hearing on both Ordinances and recommended their approval by the City Council. This Staff Report focuses on Ord 490's UGB Amendment's compliance with State Planning Goal 14.

The Commission recommends Council approval of the 858-acres, UGB expansion amendments to the Comprehensive Plan that would add 167.4 housing acres and 687.8 industrial/employment acres to the City's UGB. The Commission heard public testimony, reviewed, and considered this UGB expansion and the required land use findings of fact ("Findings") that support the expansion. The Findings are required by State Planning Goal 14.

The Findings are contained in two Ord. 490 supporting documents presented to and approved by the Planning Commission on August 9 that are part of the City File Number CPA 23-056(1) Record now before the Council: A *Summary & Evaluation Tables 14 through 34* contained in a Final UGB Expansion Report, April 2023 and a *Goal 14, Location Factors "Balancing" Analyses & Findings* contained in a Supplemental Staff Report Re: Ordinances 489 and 490, CPA 23-056(1), Aug. 2, 2023. They also require Council consideration and, hopefully, adoption.

At your upcoming public hearing on Ord. 490 City staff and UGB technical advisors (hereinafter the "UGB Teams") will present key UGB expansion issues, findings, and recommendations to the Council for consideration and action as needed. A part of the Ord. 490 UGB Record before the Council on September 5 is the Supplemental Staff Report to the Commission. Its contents responded to: (1) questions about the effect of the Governor's UGB authority granted by Senate Bill 4 ("SB-4") on the 858-acres amount/size of the City UGB expansion in responses, and (2) whether the City Goal 14 UGB Findings fully addressed/covered the Goal's requirements. Those matters are not discussed in this staff report. The Project Team stands by its responses but will respond to questions Councilors may have about these matters.

Instead, this staff report focuses on the following UGB expansion matters raised in written and oral testimony during and after the Commission that likely will be raised again before the Council:

- Goal 14 Findings of Fact sufficiency.
- UGB expansion acreage amount/size justification.

GOAL 14 FINDINGS OF FACT SUFFICIENCY:

The project team relies on two legal sources that inform how to measure – and attain - the sufficiency of the Goal 14 Findings presented to the Council for review and approval at its September 5 meeting: ORS 197.627 and the Court of Appeals decision in 1000 Friends of Oregon v. Metro, 174 Or App 406 (2001):

ORS 197.627:

Per 197.627 (cited below), for purposes of “compliance acknowledgement” with State Planning Goals, including any judicial appeal of such Goals compliance, prescribes an overarching review standard by which satisfactory Goal 14 compliance are measured:

- ORS 197.627: ““compliance with the goals”” mean the comprehensive plan (including plan amendments) and regulations, *on the whole, conform with the purposes of the goals* and any failure to meet individual goal requirements is technical or minor in nature.” (italics and underline added)

This statute clearly applies to the Ord. 490 UGB expansion City Comprehensive Plan amendments and their supporting Goal 14 Findings. As described below, the subject-matters scope and breadth of the Goal 14 Factors analyses, evaluations and findings presented in the HNA, EOA, Final UGB Expansion Report and Supplemental Staff Report amply cover each and all the Goal’s Land Need and Boundary Location Factors; thus, addressing and fulfilling the stated purposes of Goal 14, without failure.

Oregon Court of Appeals

In 1000 Friends v. Metro, a dispute about the sufficiency of UGB Goal 14 findings, the Court described the necessary substance of such findings to be sufficient, even if there may be contrary facts or arguments also in the record:

“We wish to make it clear that by insisting on adequate findings of fact we are not simply imposing legalistic notions of proper form or setting an empty exercise for local governments to follow. No particular form is required, and no magic words need be employed. What is needed for adequate judicial review is a clear statement of what, specifically, the decision-making body believes, after hearing and considering all the evidence, to be the relevant and important facts upon which its decision is based. Conclusions are not sufficient (case citations omitted).” 1000 Friends, v. Metro, 174 Or App 406, 411 (2002). (italics added)

Moreover, the Court explained that *“It is within a local government’s authority to evaluate the Goal 14 factors and exercise its judgement as to which areas should be made available for growth. Id. at 409-410 (2001). Although this dispute concerned findings about Goal 14 (UGB) Boundary Location Factors, these judicial explanations extend to the sufficiency of findings about the Goal’s (UGB) Land Need Factors as well as described below.*

1 **Goal 14 Land Need Factors Sufficiency**

2 Goal 14 contains Land Need Factors¹ and Location Factors² For Ord. 490, the findings about Goal 14 Land
3 Need are presented within the City's The City's Housing Needs Analysis Report, 2022 ("HNA") and
4 Economic Opportunities Analyses 2022 ("EOA") demonstrate its UGB expansion land need for the 858
5 acres (167.4 acres for housing and 687.8 acres for employment/industrial) and, thus, address/satisfy the
6 Goal's Land Need Factors.

7
8 **The Housing Needs Analysis (HNA):**

9 At the September 5 Council meeting, Council approval/adoption of the HNA is proposed and requested.
10 The HNA presents the City's demonstrated need for the additional 167.4 acres of land within its UGB to
11 accommodate its coordinated population growth forecast over a 20-year timeframe as directed by the
12 Goal 14 Land Need provision cited in the footnote below.

13
14 To date, there is no dispute about the amount of population growth projected for the City in that 20-year
15 period which is a key finding in support of the 167.4-acres housing UGB land need. Although objections
16 to the 167.4-acres housing UGB expansion have been raised, the City's choice is based on the documented
17 lack of buildable land within its current UGB for housing and a moderate increasing of permitted housing
18 densities in its zoning code. Both facts "demonstrate" the need for the additional 167.4 UGB acres per
19 Goal 14: a City decision that is "protected" by the City's discretionary "authority" to evaluate its housing
20 land need and exercise judgement about how much added housing land is needed – as explained above
21 by the Court of Appeals.

22
23 **The Economic Opportunity Analyses (EOA):**

24 The EOA contains the findings of fact that support the 687.8-acre UGB expansion industrial/employment
25 land need as compliant with the Goal 14 Land Need Factors. The Council already adopted the EOA, and it
26 has been acknowledged by the Oregon Land Conservation & Development Commission (LCDC) as
27 compliant with Goal 14 Land Need.

28
29 LCDC's acknowledgement of the 687.8-acre UGB expansion for additional industrial/employment land in
30 North Plains compliance with the Goal 14 Boundary Location (or "Location Factors") must be attained.
31 Acknowledgement will be requested should the Council approve/adopt Ord. 490 and supporting UGB
32 expansion Goal 14 Location Factors Findings set forth in a *Final UGB Expansion Report*, April 2023 and a
33 *Supplemental Staff Report* to the City's Planning Commission, August 2023 after its public hearing on these
34 matters at its September 5 meeting.

¹ Goal 14 Land Need Factors require UGB expansions to be based on demonstrated land need: (1) to accommodate forecasted North Plains' population growth over a 20-year period; and (2) for housing, employment opportunities, livability, or public facilities – or any combination of these need categories. In determining land need for housing, etc., the City may *"specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need"*.

² Goal 14 Boundary Location Factors (below) require a UGB boundary changes to be determined by *"evaluating alternative boundary locations consistent with (land priorities prescribed within) ORS 197A.320:*

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

1 Again, the Court's remarks regarding proper (and defensible) Location Factors findings of fact are
2 instructive and guided the scope and preparation of the Location Factors Findings before the Council:
3

- 4 • "[T]he local government must show that the factors were 'considered' and balanced by the local
5 government in determining if a change in the UGB for a particular area is justified. *It is within a*
6 *local government's authority to evaluate the Goal 14 factors and exercise its judgement as to*
7 *which areas should be made available for growth."* 1000 Friends of Oregon v. Metro, 174 Or App
8 406, 409-410 (2001)
9

10 "[F]ailure to articulate its findings regarding each of the locational factors and its reasons
11 explaining how it balanced the factors makes it impossible to conduct a meaningful review or
12 (UGB) decision." (citations omitted); 1000 Friends of Oregon v. Metro, 174 Or App (2001).
13

14 The Commission recommends Council approval and adoption of Ord. 490 UGB expansion for the
15 additional 687.8-acre industrial/employment land and its supporting Goal 14 Location Factors Findings.
16 The Findings' subject-matters and substance addressed/evaluated alternative UGB expansion sites
17 against all four Location Factors.
18

19 The evaluation applied all four Factors – separately and together - to each of five (5) potential UGB
20 expansion Study Subareas, "considering and balancing" all four Factors in that process – as required by
21 Goal 14 Rules. That analytical process is displayed in various evaluation Tables contained within the *Final*
22 *UGB Report* and *Supplemental Staff Report* presented to the Commission by the City Project Team on
23 August 9 and included in the Ord. 490 Record. The evaluation results set forth in those Tables are the
24 Goal 14 Location Findings that support proposed UGB expansion sites within each Subarea presented in
25 proposed Comprehensive Plan amendments Ord. 490.
26

27 Without presenting conflicting supporting facts/evidence, 1000 Friends of Oregon and some farmland
28 protection advocates dispute and oppose the size of the proposed 687.8-acre UGB expansion sites as
29 lacking substantial evidence to justify their approval by LCDC. However, the Goal 14 Land Need Findings
30 presented in the EOA and HNA and Boundary Location Findings presented in the above-cited Tables
31 provide much of the needed "substantial evidence" presented by the City to support the expansion as
32 Goal 14 compliant. (Additional supporting substantial evidence – contained in the acknowledged EOA - is
33 described below and in an attached Fig. 6.11 EOA diagram.)
34

35 The Court's description of what's required to provide defensible substantial evidence to support the
36 proposed expansions apply to resolving this matter:
37

38 "Substantial evidence exists to support a finding of fact when the record, viewed as a whole, would
39 permit a reasonable person to make that finding. Where evidence in the record is conflicting, if a
40 reasonable person could reach the decision the city and county made in view of all the evidence in
41 the record, the choice between conflicting evidence belongs to the local government. . . . Where
42 substantial evidence in the record supports the city and county's adopted findings concerning
43 compliance with the Goals and the commission administrative rules, (LCDC) nevertheless must
44 determine whether the findings lead to a correct conclusion under the Goals and rules."
45 Zimmermann v. LCDC, 274 Or App 512, 522 (2015).
46

47 Providing enough suitably located and sized sites necessary to accommodate the variety of tech-based
48 targeted industries the City seeks to attract and accommodate on those sites is the primary reason

supporting the various UGB expansion sites that, together, comprise the 687.8-acre industrial UGB expansion. (See: EOA Fig. 13 showing the locations of the sites. See also: EOA Appendix A describing tech industry site size standards and Appendix B describing a site-profile of a range of existing, nearby like-kind tech-based business near the UGB expansion sites. Both research data, alone, provide “reasonable” substantial evidence supporting the 687.8-acre UGB expansion for the types of targeted tech-based, ancillary and supply chain businesses the City seeks to accommodate.)

UGB EXPANSION ACREAGE AMOUNT/SIZE JUSTIFICATION

The 687.8 acres of new industrial land will provide enough space for such targeted industries production structures and facilities, ancillary facilities, on-site infrastructure, etc. to match industry site requirements standards cited in EOA Appendix A and generally replicated by the various tech-based users catalogued in Appendix B. Those sites, structures and facilities will be needed to accommodate some, but not all the 3340 new workers forecasted to locate (and live) within North Plains – many of whom are expected to work in the technology industries in North Plains and other nearby Silicon Forest companies. (See. EOA Fig. 6.04, North Plains Employment Forecast.)

The EOA anticipates two-to-three 100+acres large tech manufacturing companies occupying some of the 687.8-acre expansion sites – and almost half (1311) of the forecasted 3340 new workers in the City - in a few large single user-site complexes. Substantial evidence supporting this premise is a widely recognized and documented shortage of large, suitable tech-manufacturing sites within the nearby Silicon Forest complex and broader Portland region.³

The EOA also anticipates a variety of small and larger industrial/business parks occupying many of those acres and containing not only tech-based supply-chain businesses but also some general industrial uses and employers. The substantial evidence also supporting this premise is provided in the attached EOA Fig. 6.08, a map profile of the many existing tech supply-chain and other tech-supporting businesses located in the nearby Helvetia Industrial Business Park Area containing about nearly 145 total acres and part of Appendix B listing/describing specific Helvetia Park businesses. Several like-kind business parks are anticipated to locate within the UGB expansion sites in the East and West UGB Subareas.

Finally, based on the site sizes and other needed site characteristics of the City’s targeted industries documented in EOA Appendices A and B, the entire the 687.8-acre UGB expansion area/sites will be needed to fully accommodate the forecasted 3340 new jobs – an estimate derived from updated (corrected) PSU 20-year, 2040 City population growth rate forecast. (See. EOA pp. 24-25.) Attached EOA Fig. 6.11 describes how – over the 20-year horizon - the 3340 new jobs described in EOA Fig. 6.03 and 6.04 would be distributed roughly among the various types of targeted businesses described in EOA Fig. 6.10. Together, these EOA Figures demonstrate how/why the 687.8-acres industrial UGB expansion/Goal 14 UGB land need is linked and connected to, but not determined by the forecasted 3340 new jobs and their underlying 20-year City population growth forecast.

Again, as mentioned above, the EOA is acknowledged by LCDC as compliant with Goal 14 and, thus, not open to objection before LCDC or subsequent appeal to the Court of Appeals.

³ See e.g.; *Seizing Opportunity, Initial Report and Subcommittee Findings*, Oregon Semiconductor Competitiveness Task Force, August 2022.

Proposed City Council Motion:

“Move approval of Ord. 490 City Comprehensive Plan Urban Growth Boundary Map and Text Amendments and accompanying specific Goals 10 and 14 Findings of Fact contained in the Housing Needs Analysis, the already adopted Economic Opportunities Analyses Update, 2022, the Final UGB Expansion Report, April 2023, and a Supplemental Staff Report to the City Planning Commission, Aug 2023. All these documents are part of the Ord. 490 Record City File No. CPA 23-056(1).”

Respectfully submitted:

Andy Varner, City Manager

Bill Reid, City Finance Director

Attachments: