Volume III - Background Documents (Presented November 2003 through October 2004)

Volume III - Background Documents (Presented November 2003 through October 2004)

1. **Council Resolution #1741, Initiating Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance (WDO) and Zoning Map amendments, November 24, 2003**

2. **Marion County Population Coordination Process (2002-04)**

   a. Marion County Letter to DLCD re: "Woodburn Population Coordination – Periodic Review Grant Planning Activities," May 9, 2002
   b. Woodburn City Administrator Letter to Marion County Board of Commissioners re: "Population Coordination Work Session," September 2, 2004
   c. Winterowd Memorandum re: Marion County Comprehensive Plan Amendments to Update the Coordinated 2020 Population Projections for the City of Woodburn and for Marion County, November 10, 2004
   d. Notice of Public Hearing, Marion County Board of Commissioners (including Draft Ordinance 1201 updating the population projections for the City of Woodburn and Marion County), received October 5, 2004
   e. DLCD Notice of Adoption, Ordinance 1201, Mailed November 30, 2004

3. **Joint City Council / Planning Commission Work Session Staff Report Regarding Periodic Review Amendment Package, November 13, 2003**

   a. Joint City Council / Planning Commission Work Session Agenda for Periodic Review Amendment Package, November 17, 2003
   b. Winterbrook Memorandum re: "Joint Planning Commission / City Council Work Session," November 11, 2003
   c. Winterbrook Power Point Presentation (includes draft Buildable Lands and Natural Resources Maps, supporting maps and summary tables)
   d. November 17, 2005 Work Session Minutes

4. **Draft Revised Woodburn Comprehensive Plan, Volume I Goals and Policies (Winterbrook Planning, November 2003)**

5. **Draft Woodburn Comprehensive Plan, Volume II Supporting Documents (Winterbrook Planning, November 2003)**

   a. Draft Woodburn UGB Justification Report, Winterbrook Planning, November 2003 (Note: ECONorthwest documents were presented to the Planning Commission and City Council and are included in Volume I findings.)
   b. Draft Technical Report 1, Buildable Lands Inventory (BLI), Inside the Proposed Woodburn Urban Growth Boundary, Winterbrook Planning, November 2003
   c. Draft Technical Report 2.A, Potential UGB Expansion Area Analysis / Natural Resources Inventory, Winterbrook Planning, November 2002
   d. Draft Technical Report 2.B, Preliminary Transportation Scenarios for UGB Alternatives Analysis and TSP Modeling

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e. Draft Technical Report 3, Woodburn Residential Land Needs Analysis, Winterbrook Planning, November 2003, including The Housing / Land Needs Model M (HCDC, July 2003 run)

6. **Economic Opportunities Analysis (EOA), ECONorthwest, May 2001**

7. **Economic Development Strategy (EDS), ECONorthwest, June 2001**

8. **Preliminary Analysis – Statewide Planning Goal Compliance Issues, Winterowd Planning Services, June 11, 2001**

9. **ECONorthwest Memoranda (2002-03)**

    a. "Woodburn Population and Employment Projections, 2000-2020", April 29, 2002
    b. "Woodburn Occupation/Wage Forecast," March 20, 2003
    c. "Site Requirements for Woodburn Target Industries," October 20, 2003

10. **Woodburn Recreation and Parks Comments re: "Community/Municipal Park Acreage Need Analysis," July 21, 2003**

11. **Draft Revised Woodburn Development Ordinance (Winterbrook Planning, November 2003)**

12. **Draft Revised Comprehensive Plan and Zoning Maps (Ecotrust, November 2003)**

13. **Department of Land Conservation and Development Letter re: "Advisory Comments of Draft Periodic Review Tasks," April 21, 2004**

14. **Winterbrook Planning Memorandum re: "April 21, 2004 Letter from Kevin Cronin, DLCD to Jim Mulder," April 26, 2004**

15. **Periodic Review Notification Lists**

16. **Woodburn Open Houses (Summer 2004)**

    a. Urban Growth Management Project Open House, Affidavit of Mailing, Jim Mulder, April 1, 2004
    b. Woodburn UGB Open House – Summary of Responses to Questionnaire, April 15, 2004
    c. Woodburn Urban Growth Boundary Open House, Sign-In Sheet and Questionnaires, April 29, 2004
    d. Woodburn UGB Maps Displayed at Open Houses

Item 1

WOODBURN
Incorporated 1889

Agenda Item 10A

November 24, 2003

TO: Mayor and City Council through City Administrator

FROM: Jim Mulder, Director of Community Development JM

SUBJECT: Resolution Initiating Consideration of Amendments Resulting from Completion of Periodic Review Tasks

RECOMMENDATION:

Approve the attached resolution initiating consideration of legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8.

BACKGROUND:

On November 17, 2003, the City Council held a joint work session with the Planning Commission to hear a presentation regarding comprehensive plan and zoning amendments proposed as a result of completion of various periodic review tasks. The Council and Commission were provided with a proposed schedule for considering the proposed amendments which establishes January 8, 2004 as the first public hearing before the Planning Commission and February 23, 2004 as the first public hearing before the City Council. The Woodburn Development Ordinance requires that the City Council initiate a legislative land use amendment by resolution.

DISCUSSION:

Staff has prepared the attached resolution to initiate proposed amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8. The resolution also refers the proposed amendments to the Planning Commission for recommendation to the City Council.

FINANCIAL IMPACT:

Agenda Item Review: City Administrator ____ City Attorney NRS Finance BM

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The financial impact associated with the recommended action has previously been addressed by budgeting the anticipated funds necessary to complete periodic review tasks. However, if the Council makes significant changes to the proposed amendments, or if there is an appeal or remand of the Council's decision, additional funding may be necessary to complete the proposed amendments.

Attachment:
Resolution Initiating Proposed Amendments

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COUNCIL BILL NO.

RESOLUTION NO.

A RESOLUTION INITIATING CONSIDERATION OF PROPOSED AMENDMENTS TO THE WOODBURN COMPREHENSIVE PLAN TEXT AND MAP, WOODBURN DEVELOPMENT ORDINANCE AND WOODBURN ZONING MAP RESULTING FROM COMPLETION OF PERIODIC REVIEW TASKS 1, 2, 4, 5, 6, 7, and 8.

WHEREAS, the City of Woodburn has completed Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8; and

WHEREAS, the City Council desires to consider legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of said periodic review tasks; and

WHEREAS, Section 4.101.17 of the Woodburn Development Ordinance requires the City Council to initiate a legislative amendment by resolution; **NOW THEREFORE:**

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. Pursuant to Woodburn Development Ordinance Section 4.101.17, consideration of legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8 is initiated and referred to the Planning Commission for recommendation to the City Council.

Approved as to Form: _____ 11-20-2003
City Attorney Date

APPROVED _____
KATHRYN FIGLEY, MAYOR

Passed by the Council _____

Submitted to the Mayor _____

Approved by the Mayor _____

Filed in the Office of the Recorder _____

ATTEST _____
Mary Tennant, City Recorder

Item 6

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Woodburn Economic Opportunities Analysis
Phase I Report

Prepared for

City of Woodburn

by

ECONorthwest
99 W. Tenth, Suite 400
Eugene, OR 97401
(541) 687-0051

Delivered
May 2001

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APPENDIX B: DESCRIPTIONS OF TARGET INDUSTRIES

BACKGROUND

This report is part of a project to improve the chances that Woodburn will get the type and quality of economic development its citizens desire by describing (1) what kind of development has happened, is likely, and is possible; and (2) existing policies and future policy options. By describing the economic information about those issues, the project also allows the City to meet requirements of the Land Conservation and Development Commission regarding economic development planning (Goal 9).

The project is divided into two phases, each ending in a report. This report, the *Economic Opportunity Analysis*, is the product for the first phase, which focuses on describing past economic conditions, and likely and possible economic futures. It provides the base of information for a more detailed discussion of policy and implementation that will occur in the second phase, which will end with a second report: *Development Strategies*.

METHODS

The data and methods used in this report derive from three related types of requirements: requirements of state policy, requirements of the scope of work for this project, and standards for sound policy analysis. We began work by reviewing Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009) to make sure the required elements of a Goal 9 analysis are addressed in this report.

The theory underlying the analytical techniques used in this report is explained in Chapter 2. The methods used in the economic analysis are explained in more detail in Chapters 3, 4, and 5. In general, the methods include:

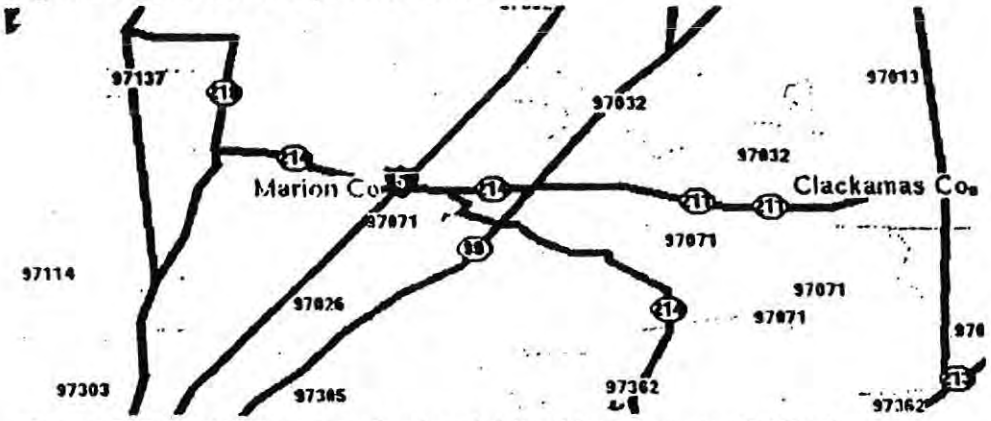
- Review of the literature on economic development
- Review of local policies regarding economic development and buildable land, including the:
  - *City of Woodburn Comprehensive Plan* (as amended October 1999)
  - *Downtown Development Plan*
  - *Woodburn Buildable Lands and Urbanization Project* (2000)
  - *Woodburn Transportation System Plan* (1996)
  - *Highway 214 Alternatives Study* (1999)
  - *I-5/Highway 214 Interchange Refinement Plan Study* (2000)
- Use of existing data sources for socioeconomic and demographic information, including the US Census, the employment data from the

Oregon Employment Department, state economic forecasts, and Claritas (a private purveyor of marketing and demographic data)

- Interviews with realtors, property managers, and economic development specialists to document the land and location needs of target industries

Several data sources in this report, including ES-202 data from the Oregon Employment Department and demographic data from Claritas, are for the 97071 zip code area, which includes Woodburn and the surrounding rural area that gets mail with a Woodburn address. Figure 1-1 shows that the 97071 zip code area extends east into Clackamas County, west almost to the Willamette River, and north and south of Woodburn's city limits, but does not include Gervais (which is in the 97026 zip code area).

Figure 1-1. 97071 zip code area



Source: ESRI Inc. http://mapserver2.esri.com/adol/work/maps/greenmap26129.gif

This report frequently uses the terms *sector* and *industry* when referring to data and economic conditions. Sectors are groups of industries, as defined by the Standard Industrial Classification (SIC) system. For example, the Lumber & Wood Products *industry* is part of the Manufacturing *sector*. Sectors (in bold) and selected industries are illustrated in Figure 1-2.

Figure 1-2. Sectors and selected industries

Agricultural Services, Forestry, & Fisheries	**Transportation, Utilities, & Communication**
Mining	**Wholesale Trade**
Construction	**Retail Trade**
Manufacturing	Food Stores
Food Processing	Eating & Drinking Places
Lumber & Wood Products	**Finance, Insurance, and Real Estate (F.I.R.E.)**
Paper & Allied Products	**Services**
Primary Metal	Business Services
Industrial Machinery	Health Services
Electrical & Electronic Equipment	**Government**
Transportation Equipment	

While this study addresses issues of buildable land and housing in the context of economic development, it is neither a buildable lands study nor a

analysis (as defined by Goal 10 or ORS 197.296). It relies on information from other City studies to address these issues.

FRAMEWORK FOR ECONOMIC DEVELOPMENT

The framework for economic development is defined by OAR 660-009. The administrative rules pertaining to Goal 9 require three key elements:

1. *Economic Opportunities Analysis (OAR 660-009-0015).* The economic opportunities analysis (EOA) requires communities to review national and state trends, identify target industries, and identify site requirements of industries that may locate or expand in the jurisdiction. The EOA must also include an inventory of lands available for commercial and industrial development.

2. *Industrial and commercial development policies (OAR 660-009-0020).* Cities are required to develop policies based on the EOA. The policies must include community development objectives that describe the overall objectives for economic development in the planning area and identify categories or particular types of industrial and commercial uses desired by the community. Consistent with the community development objectives, cities must adopt policies to designate an adequate number of sites of suitable sizes, types and locations and ensure necessary public facilities through the public facilities plan for the planning area.

3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025.* Cities must adopt appropriate implementing measures including: (1) identification of needed sites; (2) assessment of the long-term supply of land available for commercial and industrial uses; and (3) evaluation of the short-term supply of serviceable sites.

WHAT DRIVES LONG-RUN ECONOMIC DEVELOPMENT?

Though there are compelling reasons for setting goals at the beginning of a project, doing so is not without problems. Germane to the issues we are dealing with is the fact that goals, and to even a greater extent the more specific objectives that derive from them, are (or should be influenced) by a pragmatic understanding of the relationships between cause and effect in the system of interest. Without that understanding one risks pursuing goals that are unattainable, or actions that are inefficient in achieving them. Some rudimentary understanding of the relationships is essential to developing defensible answers to the overarching policy question: what happens when I pull this policy lever?

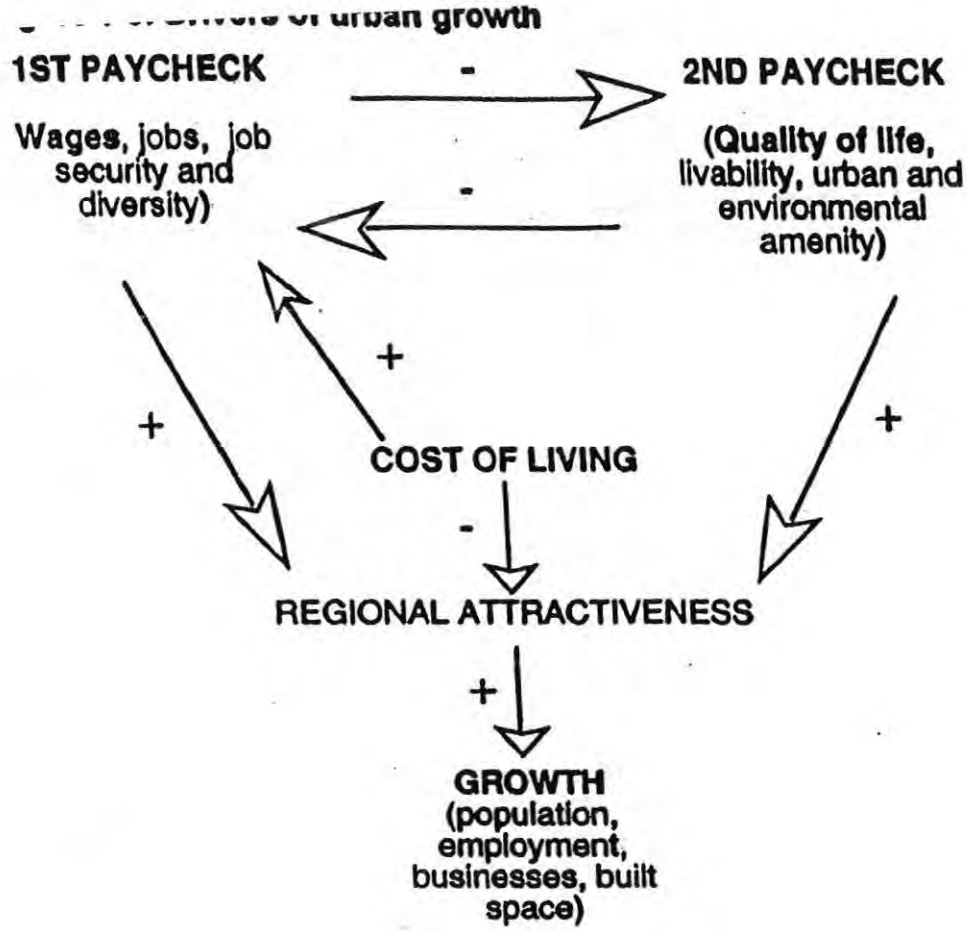
Even with sweeping simplifying assumptions, a regional economic system is still a complex one that is difficult to model, much less to predict without the benefits of models, on the basis of intuition alone. Nonetheless, that is how the large majority of economic development policies get adopted. In light of that reality, the purpose of this section and the following figures is to

intuitions more informed.

Figure 1-3 shows the primary drivers of urban growth as generally accepted by urban and regional economists. It illustrates that households are attracted to different regions based on their estimation (explicit or implicit, accurate or not) of the tradeoffs among three categories of variables: availability of jobs, wages, cost of living, and everything else (which is a broad definition of quality of life). The phrase *2nd paycheck* refers to all those other things that households want. The arrows and signs illustrate the tradeoffs.

For example, if wages increase, other things equal, a region becomes more attractive and growth is stimulated (migration occurs, and ultimately the residential and commercial development to accommodate that growth). Other things, of course, are not equal. That growth can cause the cost of living to increase, which decreases regional attractiveness (but also creates pressure to increase wages). To the extent that households believe that a region offers natural and cultural amenities (quality of life) that are valuable, they will be willing to pay more (cost of living) or accept less (the first paycheck) to live in the region.

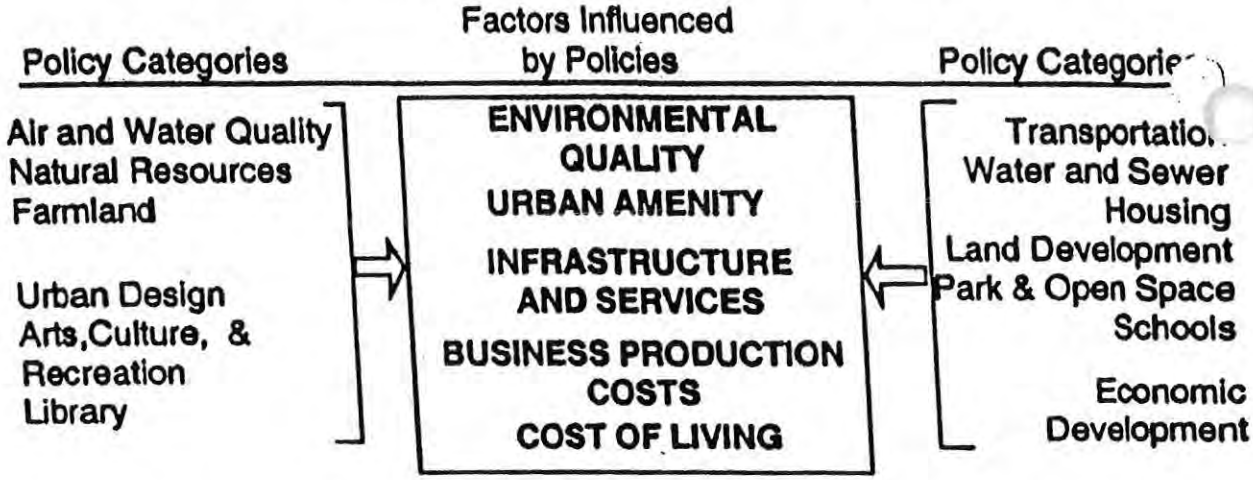
Figure 1-3 greatly oversimplifies the dynamics of growth. Each of its elements could be expanded into another diagram. For example, there is a feedback from growth to wages: more growth usually means more demand for labor, which means higher wages to ration an increasingly scarce supply.



As another example, if one were to expand the element labeled *2nd paycheck*, one would find that regional economic growth does not have unambiguous effects on the second-paycheck components of quality of life. Business growth affects components of quality of life either directly or indirectly through its impact on population growth. If a generalization is required, urban growth probably tends to increase urban amenities (shopping, entertainment, and organized recreational opportunities) and decrease the environmental quality and the capacity of infrastructure.

Figure 1-4 shows that there are many policies a region can adopt to influence the factors affect economic development. Taking just one example, if a region decided it wanted to affect urban form (for example, because of supposed beneficial effects on the cost of infrastructure and quality of life) there are many categories of policies (e.g., land use, transportation, other public facilities) and many subcategories (e.g., for land use: traditional zoning, minimum-density zoning, design standards, etc.; for public facilities: design standards, concurrency requirements, financial incentives, system development charges and exactions, etc.).

Categories of public policy and key factors they influence



To summarize the conclusions:

- **At a regional level, three categories of variables interact to make a region grow: wages, quality of life, and cost of living.**
- **This simple categorization quickly gets complex: many sub-categories exist, which interact in complicated ways not only within categories, but also across them.**
- **Quality-of-life factors have been demonstrated empirically to influence residential and business location decisions.**
- **Thus, public policymakers must consider a multitude of factors as they try to adopt optimal economic development policies. It is no longer as simple as just recruiting big industries.**

CITY GOALS FOR ECONOMIC DEVELOPMENT

Overall, Woodburn's Comprehensive Plan goals and policies are supportive of economic development. They seek to ensure that sufficient land is available for economic growth, that development occurs in an orderly fashion that is coordinated with public service provision, and that the traffic and pollution impacts of growth are mitigated. A list of Comprehensive Plan goals relevant to economic development is presented in Appendix A.

While being generally supportive, changes to these goals and policies may be needed if Woodburn seeks to adopt new economic development strategies. Potential amendments to the Comprehensive Plan will be addressed briefly in this report and in detail in the Development Strategy report that will follow this Economic Opportunities Analysis.

ORGANIZATION OF THIS REPORT

This report is organized as follows:

Chapter 1: Introduction describes the theoretical background for the methods and analysis in this report in terms of building quality communities and the economics of location decisions by households and firms. This chapter also summarizes key City goals and policies related to economic development.

Chapter 2: The Woodburn Economy contains an overview of the Woodburn economy, a review of national and statewide trends and forecasts as the context for economic growth in Woodburn, and previous forecasts of population and employment growth developed for Woodburn.

Chapter 3: Factors Affecting Economic Development in Woodburn discusses the condition of these factors in Woodburn and how this compares with other locations in the North Willamette Valley. The factors included in this chapter are location, buildable land, labor force, housing, public services, transportation, renewable and non-renewable resources, and quality of life.

Chapter 4: Target Industries identifies criteria for selecting target industries, applies these criteria to employment data for Woodburn and the North Valley region to select target industries, and discusses the locational needs of these target industries.

Chapter 5: Conclusions summarizes key points from the previous chapters and makes a preliminary identification of potential economic development policies.

This report also includes two appendices. **Appendix A: City Goals for Economic Development** lists Comprehensive Plan goals that are related to economic development, and **Appendix B: Descriptions of Target Industries** provides a description of the target industries discussed in Chapter 4.

OVERVIEW OF WOODBURN ECONOMY

Table 2-1 shows population has grown faster in Woodburn than in Marion County, the North Valley region, and Oregon as a whole over the 1980–2000 period. In the 1980s Woodburn grew at an average annual rate of 1.8%, while other areas in Table 2-1 grew at an average annual rate of only 0.8%–1.1%.

The 2000 Census placed Woodburn's population at 20,100–a figure 2,260 persons higher than the 2000 PSU estimate of 17,840. In the 1990s Woodburn grew at an average annual rate of 4.1% compared to 1.9%–2.2% in other areas. Woodburn's share of Marion County's population has increased from 5.5% in 1980 to 7.1% in 2000.

Table 2-1. Population in Oregon, the Portland area, Marion County, and Woodburn, 1980–2000

				AAGR	
	1980	1990	2000	1980-1990	1990-2000
Oregon	2,633,156	2,842,321	3,421,399	0.8%	1.9%
North Valley	1,355,645	1,517,866	1,876,425	1.1%	2.1%
Marion County	204,692	228,483	284,834	1.1%	2.2%
Woodburn	11,196	13,404	20,100	1.8%	4.1%

Source: Population Research Center, Portland State University. "Oregon's Population Increases by More than One-half Million in the 1990s" (Press Release of December 13, 2000); *1998 Oregon Population Report*; U.S. Census of Population and Housing, 2000. Data for the North Valley region summarized by ECONorthwest. Notes: AAGR is Average Annual Growth Rate. The North Valley region consists of Clackamas, Marion, Multnomah, Polk, Washington, and Yamhill Counties.

Table 2-2 shows covered employment[1] in the 97071 zip code area, which consists of Woodburn and the surrounding area by sector and industry.[2] Table 2-2 does not report employment in industries where there are fewer than three firms in order to maintain the confidentiality of individual employers. The industries with the largest level of 1999 employment in the Woodburn area are Lumber & Wood Products (1,013), Food Stores (880), Local Government (841), Food & Kindred Products (776), Agricultural Production-Crops (775), and Eating & Drinking Places (548). Together these industries account for 4,833 jobs or 55% of total employment in the Woodburn area. The data in Table 2-2 is based on confidential records for individual employers

[1] Oregon covered employment and payroll information is based on tax reports submitted quarterly by employers subject to Unemployment Insurance (UI) law and by the program of Unemployment Compensation for Federal Employees (UCFE). Thus, 'covered' employment and payroll refers to workers and wages that are covered by unemployment insurance. Most agricultural employment is not covered. Because Woodburn is in an area with a lot of farm employment, the covered employment estimates underestimate total employment.

[2] This report will make frequent use of the terms *sector* and *industry*. *Sectors* are groups of *industries*, as defined in the Standard Industrial Classification system used for economic statistics. For example, the Manufacturing sector contains the Lumber & Wood Products, Primary Metal, and other manufacturing industries.

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Employment Department. A review of these records allows a more detailed description of the large employment industries:

- Over half of the Lumber & Wood Products employment in the Woodburn area is in two firms, Fleetwood Homes and Silvercrest, that manufacture mobile homes.
- Most of the employment in Food Stores is with Winco Foods, and most of these employees are probably engaged in warehousing and distribution rather than in operating a grocery store. Most of the remaining employment in this industry is in three grocery/convenience stores with 50–100 employees.
- About 70% of Local Government employment is in education.
- Most of the employment in Food Processing is in firms that process frozen fruits and vegetables.[a]
- Employment in Crop Production is in a large number of small farms growing hops, berries, vegetables, bulbs, and nursery stock. The only employers in Crop Production with over 100 employees are in the Nursery Products industry.
- Eating & Drinking Place employment is spread among 35 employers with an average of 15 employees; none of these employers have over 50 employees.

Total covered employment in the Woodburn area grew from 5,552 in 1990 to 8,714 in 1999, an increase of 3,162 or 57%. Table 2-3 shows employment growth in the Woodburn area by sector and industry between 1990 and 1999. Employment growth was led by Food Stores (which added 606 jobs), Local Government (370), Agricultural Services (333), Lumber & Wood Products (246), and General Merchandise stores (235). Together these industries added 1,790 jobs or 57% of covered employment growth in the Woodburn area.

Several industries had percentage growth rates far exceeding the 57% average growth rate for the Woodburn area in the 1990–1999 period. These industries include Social Services (which grew by 671%), Agricultural Services (476%), General Merchandise stores (326%), Apparel (281%), Food Stores (221%), and both Durable and Nondurable Wholesale Trade (181–198%). Of these industries, all but Apparel stores and Nondurable Wholesale Trade added more than 100 jobs over the 1990–1999 period.

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[a] AgriFrozen foods announced the closure of their Woodburn plant in January 2001. Vegetable processing will continue through April 2001 and some administrative jobs will last through June 2001. The closing of this plant will lay off 440 year-round workers. AgriFrozen will also close plants in Walla Walla and Grandview, Washington.

The closure of these plants is indicative of trends in the food processing industry, which include overproduction, consolidation of customers (grocery stores and food service suppliers), a strong dollar that makes US goods relatively more expensive for foreign purchasers, and competition from low-cost markets. Given these trends, it is unlikely that another firm will reopen the Woodburn plant or that other major food processors will locate in the Woodburn area in the near future.

Of the 39 individual industries shown in Table 2-3, 22 of them added fewer than 50 jobs in the 1990–1999 period. Industries that lost jobs over this period include Forestry (-54), Building Materials stores (-16), and Heavy Construction (-10).

Table 2-2. Covered employment and payroll in the 97071 zip code area, 1990 and 1999

		1990			1999		
Sector / Industry	SIC 2	Units	Emp	Payroll	Units	Emp	Payroll
Agriculture, Forestry, Fishing		49	949	$13,466,736	67	1,321	$23,372,828
Agricultural Production - Crops	01	36	676	$9,196,086	35	775	$15,397,605
Agricultural Services	07	14	70	$1,010,654	17	403	$4,859,483
Forestry	08	17	90	$844,724	4	36	$508,995
Mining		0	0	$0	0	0	$0
Construction		55	203	$4,894,830	88	383	$11,096,132
General Building Contractors	15	20	63	$1,979,043	28	172	$5,006,499
Heavy Construction	16	3	23	$461,216	3	13	$466,973
Special Trade Contractors	17	32	117	$2,434,271	57	198	$5,621,660
Manufacturing		35	1,734	$34,467,820	36	2,113	$55,636,160
Food & Kindred Products	20	5	693	$12,012,491	7	776	$18,147,293
Lumber & Wood Products	24	12	767	$15,569,328	11	1,013	$25,990,873
Printing & Publishing	27	7	32	$508,196	4	27	$629,528
Industrial Machinery & Equipment	35	3	79	$2,115,220	3	129	$4,161,930
Transportation & Utilities		22	179	$4,071,066	24	288	$8,799,996
Trucking & Warehousing	42	12	64	$1,451,815	12	123	$3,561,292
Communications	48	3	16	$272,567	5	23	$697,287
Wholesale Trade		20	102	$2,229,820	22	294	$8,396,088
Durable Goods	50	10	59	$1,328,499	10	166	$4,949,320
Nondurable Goods	51	10	43	$901,321	12	128	$3,446,768
Retail Trade		109	1,166	$16,782,983	146	2,340	$54,993,656
Building Materials	52	12	160	$4,188,413	11	144	$4,234,232
General Merchandise	53	2	72	$842,788	5	307	$5,062,822
Food Stores	54	16	274	$3,639,548	17	880	$27,848,473
Automotive Dealers & Service	55	22	196	$3,448,543	19	274	$8,644,059
Apparel	56	8	16	$171,914	17	61	$828,853
Furniture	57	8	16	$246,322	14	42	$723,056
Eating & Drinking	58	25	386	$2,722,883	37	548	$6,353,271
Miscellaneous Retail	59	16	47	$522,572	26	84	$1,296,889
Finance, Insurance, & Real Estate		26	149	$3,228,183	53	223	$6,764,001
Depository Institutions	60	4	73	$2,279,960	14	76	$2,472,876
Insurance Agents	64	9	24	$462,612	9	24	$673,383
Real Estate	65	11	50	$457,258	25	111	$1,910,099
Services		125	597	$7,460,169	157	906	$16,528,274
Hotels & Lodging Places	70	3	33	$251,334	6	58	$647,896
Personal Services	72	12	51	$612,328	11	49	$979,574
Business Services	73	10	39	$510,162	16	88	$1,146,371
Auto Repair & Services	75	9	56	$916,196	13	59	$1,614,526
Miscellaneous Repair	76	4	5	$82,788	7	7	$173,212
Amusement & Recreation	79	4	37	$279,751	8	65	$714,622
Health Services	80	29	216	$2,965,182	26	212	$4,777,740
Legal Services	81	5	15	$293,641	9	16	$427,066
Educational Services	82	2	23	$232,099	4	29	$477,842
Social Services	83	13	24	$266,748	14	185	$3,495,529
Membership Organizations	86	19	66	$554,415	23	87	$1,190,291
Engineering & Management	87	10	23	$416,003	11	20	$645,501
Private Households	88	4	5	$41,107	6	3	$105,885
Nonclassifiable	99	10	2	$86,959	5	5	$77,252
Government		4	471	$9,803,993	5	842	$20,915,041
Local		3	471	$9,802,259	4	841	$20,869,365
Total Covered Employment		476	5,552	$96,480,258	593	8,714	$206,576,427

Source: Oregon Employment Department. Confidential ES-202 Employment Data provided to ECONorthwest.
Notes: Woodburn area employment summarized by ECONorthwest; Covered employment does not include most farm employment, thus the table underestimates total employment.

Table 2-3. Covered employment growth and average payroll per employee in the 97071 zip code area

Sector / Industry	Emp Growth 1990-1999		Pay/Emp 99
Agricultue, Forestry, Fishing	372	39%	$17,693
Agricultural Production - Crops	97	14%	$19,868
Agricultural Services	333	476%	$12,058
Forestry	-54	-60%	$14,139
Mining	0	0%	n/a
Construction	180	89%	$28,969
General Building Contractors	109	173%	$29,108
Heavy Construction	-10	-43%	$35,921
Special Trade Contractors	81	69%	$28,392
Manufacturing	379	22%	$26,330
Food & Kindred Products	83	12%	$23,386
Lumber & Wood Products	246	32%	$25,657
Printing & Publishing	-5	-16%	$23,316
Industrial Machinery & Equipment	50	63%	$32,418
Transportation & Utilities	109	61%	$30,556
Trucking & Warehousing	59	92%	$31,555
Communications	7	44%	$30,317
Wholesale Trade	192	188%	$28,558
Durable Goods	107	181%	$29,815
Nondurable Goods	85	196%	$26,928
Retail Trade	1,174	101%	$23,502
Building Materials	-16	-10%	$29,404
General Merchandise	235	326%	$16,491
Food Stores	606	221%	$31,646
Automotive Dealers & Service	79	41%	$31,548
Apparel	45	281%	$13,588
Furniture	26	163%	$17,216
Eating & Drinking	162	42%	$11,594
Miscellaneous Retail	37	79%	$15,463
Finance, Insurance, & Real Estate	74	50%	$26,848
Depository Institutions	3	4%	$32,538
Insurance Agents	0	0%	$28,058
Real Estate	61	122%	$17,208
Services	308	52%	$18,281
Hotels & Lodging Places	25	76%	$11,171
Personal Services	-2	-4%	$19,991
Business Services	49	126%	$13,027
Auto Repair & Services	3	5%	$27,365
Miscellaneous Repair	2	40%	$24,745
Amusement & Recreation	28	76%	$10,994
Health Services	-4	-2%	$22,537
Legal Services	1	7%	$26,692
Educational Services	6	26%	$16,477
Social Services	161	671%	$18,895
Membership Organizations	21	32%	$13,682
Engineering & Management	-3	-13%	$32,275
Private Households	-2	-40%	$35,295
Nonclassiflable	3	150%	$16,450
Government	371	79%	$24,840
Local	370	79%	$24,815
Total Employment	3,162	67%	$23,692

Source: Oregon Employment Department. Confidential ES-202 Employment Data provided to ECONorthwest. Growth and pay per employee calculated by ECONorthwest.

CONTEXT FOR ECONOMIC GROWTH IN WOODBURN

Economic development in Woodburn over the next twenty years will occur in the context of long-term national trends. The most important of these trends includes:

- Continued westward migration of the U.S. population, and the increasing role of amenities and other non-wage factors as determinants of the location decisions of households and firms.
- Growth in Pacific Rim trade.
- The growing importance of education as a determinant of wages and household income.
- The decline of employment in resource-intensive industries and the increase in employment in service-oriented and high-tech manufacturing sectors of the economy.
- The increasing integration of non-metropolitan and metropolitan areas.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times these trends may run counter to the long-term trends described above. A recent example is the downturn in Asian economies, which caused Oregon's exports to Pacific Rim countries to decline. This in turn led to layoffs in the Lumber & Wood Products and high-tech Manufacturing industries. The Asian economies, however, have substantially recovered, and Pacific Rim trade will continue to play a significant role in the national, state, and local economy. This report takes a long-run perspective on the Woodburn economy (as the Goal 9 requirements intend) and does not attempt to predict short-run business cycles.

Economic development in Woodburn will also be affected by long-run economic trends in Oregon and the Willamette Valley. The

[illegible] describes recent trends in population, income, and employment growth in Oregon, the Portland area, Marion County, and Woodburn. This is followed by the economic outlook for Oregon. Recent economic trends and the economic outlook for Oregon form a primary basis for our expectations of future trends and development patterns in Woodburn. We will use these trends to develop a preliminary forecast of growth in Woodburn that will reflect likely growth in the absence of public policy to affect economic development. Opportunities and constraints affecting future economic development in Woodburn, potential economic development policies, and the outlook for growth in Woodburn are addressed later in this report.

ECONOMIC TRENDS IN OREGON

POPULATION

Oregon's economy is generally more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table 2-4, which presents data on population in the U.S., Oregon, and selected areas in Oregon over the 1970–2000 period. Table 2-4 shows Oregon grew more rapidly than the U.S. in the 1970s and 1990s (which were generally expansionary periods) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. Oregon's population growth regained momentum in 1987, growing at annual rates of 1.4%–2.9% between 1988 and 1996. The Willamette Valley received over 70% of the state's population growth during this period.

Population growth for Oregon and its regions slowed in 1997, to 1.1% statewide, the slowest rate since 1987. Net migration into Oregon, which is the largest component of population growth, dropped from 35,000 in 1996 to 18,000 in 1999. The reasons most often cited for this slowing of population growth are the recovery of the California economy, the combination of a high cost of living (especially housing) and low wages in Oregon, and a perceived decline in the quality of Oregon's schools.

The Willamette Valley has always been the center of growth in Oregon. The population growth rate in the Willamette Valley has exceeded that of the state in every decade except during the 1970s. Almost 70% of Oregon's population is located in the Willamette Valley, which contains only 14% of the state's land area. Most of the Willamette Valley's population is concentrated in the metropolitan areas of Portland, Salem, and Eugene.[1]

Woodburn and Marion County have grown faster than other areas in Table 2-4 throughout the 1970–2000 period. Marion County's share of Oregon's population has increased from 7.2% in 1970 to 8.3% in 2000.

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[1] The Willamette Valley is composed of Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Yamhill counties.

County's population has increased from 5.0% in 1970 to 7.1% in 2000.

Table 2-4. Population in the U.S., Oregon, Willamette Valley, Portland Area, Marion County, and Woodburn, 1970–2000

Area	1970	1980	1990	2000	Avg. Ann. Growth Rate 70-80	80-90	90-00
U.S.	203,211,926	226,545,805	248,709,873	281,421,906	1.1%	0.9%	1.2%
Oregon	2,091,385	2,633,156	2,842,321	3,421,399	2.3%	0.8%	1.9%
Willamette Valley	1,446,594	1,788,577	1,962,816	2,380,606	2.1%	0.9%	1.9%
North Valley	1,107,546	1,355,645	1,517,866	1,876,425	2.0%	1.1%	2.1%
Marion County	151,309	204,692	228,483	284,834	3.1%	1.1%	2.2%
Woodburn	7,495	11,196	13,404	20,100	4.1%	1.8%	4.1%

Sources: U.S. Census and Center for Population Research and Census, Portland State University. Average annual growth rates calculated by ECONorthwest.
Notes: The Willamette Valley consists of Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Yamhill Counties. The North Valley consists of Clackamas, Marion, Multnomah, Polk, Washington, and Yamhill Counties.

Between 1990 and 1999, almost 70% of Oregon's total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths). Migrants to Oregon tend to have the same characteristics as existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.[3]

Net migration accounted for about 63% of population growth in Marion County in the 1990–1999 period. A review of the *1999 Oregon In-migration Study* shows the characteristics of migrants to Oregon that located in Region 3 (Marion, Polk, and Yamhill Counties) vary from the characteristics for migrants to all of Oregon in several ways:

- A larger share of migrants to Region 3 came moved to Oregon for a job (47.4% in Region 3 vs. 36.3% in Oregon) or family and friends (51.4% vs. 45.1%). Fewer migrants to Region 3 moved to Oregon for quality of life (36.7% vs. 43.8%).

- Of migrants who worked before moving to Oregon, a larger share of those who located in Region 3 worked in Construction/Maintenance (13.4% vs. 5.9%) and Clerical / Administrative Support (21.0% vs. 13.7%). A smaller share of migrants to Region 3 worked in Professional Technical occupations (17.9% vs. 34.9%) before moving to Oregon.

[3] State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study.*

- A larger share of migrants to Region 3 had annual household incomes less than $15,000 before moving to Oregon (29.5% vs. 22.9%) and a smaller share of migrants to Region 3 had annual household incomes greater than $55,000 before moving to Oregon (20.6% vs. 28.2%).

- A larger share of migrants in Region 3 are doing different work than they were before they moved to Oregon (46.8% vs. 39.2%). Of migrants doing different work, a larger share are now in Professional/Technical positions (40.9% vs. 22.5%).

- The current hourly wage of migrants in Region 3 is $13.50, compared to $15.19 in all of Oregon.

Data on the number and characteristics of migrants to Woodburn are not available.

PERSONAL INCOME

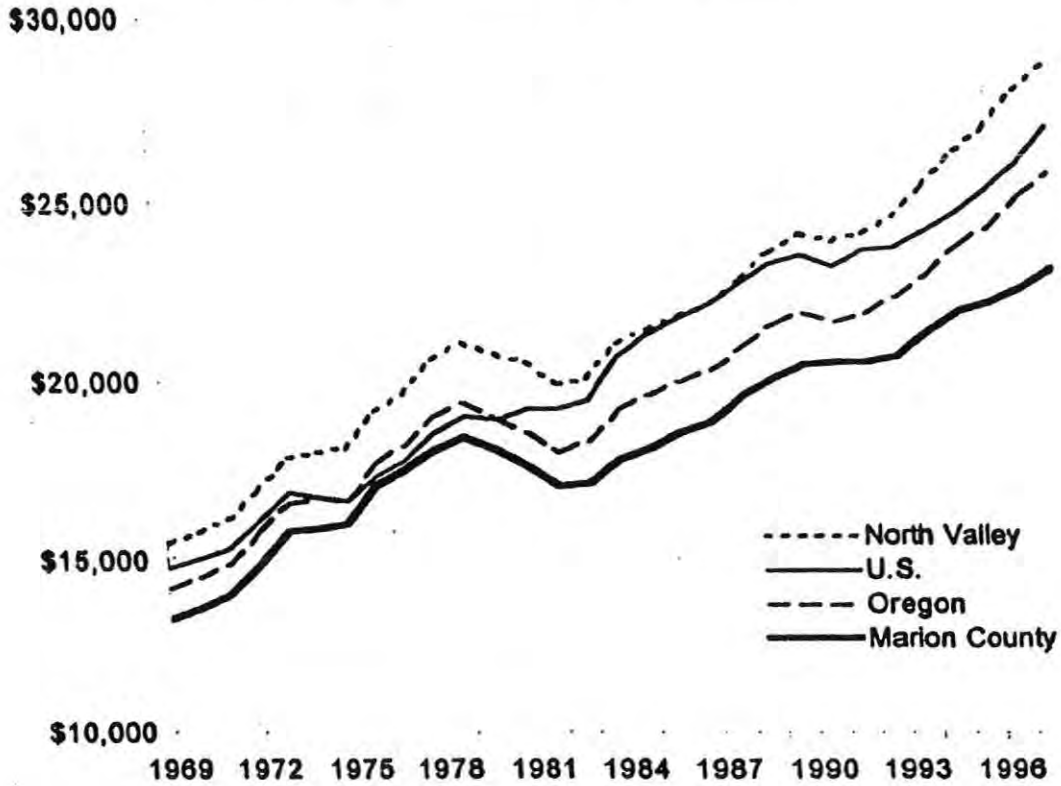
Figure 2-1 shows the level of per capita income in the U.S., Oregon, the North Valley region, and Marion County over the 1969–1998 period.

Before the early-80s recession, per capita income in Oregon was close to the U.S. level, ranging from 96%–102% of the U.S. average between 1969 and 1981. Oregon's per capita income began to fall in 1980, dropping as low as 92% of the U.S. average during 1985–1988 before climbing back to 96% of the U.S. average by 1995. Per capita income in the North Valley region, which includes Portland and its suburbs, has exceeded the U.S. and Oregon average over the 1969–1998 period, ranging from 100%–111% of the U.S. average over this period.

Per capita income in Marion County has been below the U.S. and Oregon average throughout the 1969–1998 period shown in Figure 2-1. Marion County's per capita income peaked at 98% the U.S. average in 1976 but declined, along with the Oregon average, in the recession of the early 1980s. Per capita income in Marion County fell to 85% of the U.S. average by 1985 and has not exceeded 89% of the U.S. average since that time.

These differences of a few percentage points may seem insignificant: they are not. They indicate that average incomes in Marion County are below those of most other counties in Oregon, and suggest Woodburn residents have a different occupational composition, lower wages, higher unemployment rates, or a larger percentage of non-workers (e.g., children and retired).

... capita income in U.S., Oregon, the North Valley region, and Marion County, 1969–1998 (In 1998 dollars)



Source: U.S. Department of Commerce, Bureau of Economic Analysis. 2000. *Regional Economic Information System* (REIS). RCN–0250.

EMPLOYMENT

Employment growth has generally followed the trend of population growth, but employment growth varies more because employment is more closely tied to economic conditions. As for population, over 70% of Oregon's employment is located in the Willamette Valley. The Valley also experienced the largest loss of employment in the recession of the early 1980s.

The composition of Oregon's employment has changed since 1969. Employment growth has been led by the Finance, Insurance and Real Estate (F.I.R.E.) and Services sectors. The share of total employment in these sectors increased from 25% to 35% between 1969 and 1995. Slow growth in Manufacturing caused its share of total employment to decline from 20% to 13% over this period, while other sectors grew at rates close to the statewide average.

In the last 20 years Oregon's economy has made a transition away from reliance on traditional resource-extraction industries, with the growth of high-tech manufacturing, services, and trade. A significant indicator of this transition is the decline of employment in the Lumber & Wood Products industry and the concurrent growth of employment in high-technology

manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments). Employment in Lumber & Wood Products has declined from its 1979 peak, while employment in high-tech industries surpassed that in Lumber & Wood Products 1995.

While this transition has increased the diversity of employment within Oregon, it has not significantly improved Oregon's diversity relative to the national economy. Oregon's relative diversity has historically ranked low among states, primarily due to dependence on the timber industry. Oregon ranked 35th in diversity (1st = most diversified) based on Gross State Product data for 1963–1986, and 32nd based on data for the 1977–1996 period. While Oregon's economy has diversified, it is still heavily dependent on several industries—Oregon's diversity ranking remains low due to disproportionately large timber, high tech, and agricultural industries. Relatively low economic diversity increases the risk of economic volatility as measured by changes in output or employment. For example, while Oregon has enjoyed the upside of increasing concentration in high-tech manufacturing, the 1999 Asian banking crisis has indicated the risk of Oregon's reliance on the high-tech manufacturing industry.[6]

The changing composition of employment has not affected all regions of Oregon evenly. Growth in high-tech and Services employment has been concentrated in urban areas of the Willamette Valley and Southern Oregon, particularly in Washington, Benton, and Josephine Counties. The brunt of the decline in Lumber & Wood Products employment was felt in rural Oregon, where these jobs represented a larger share of total employment and an even larger share of high-paying jobs than in urban areas.

PUBLIC POLICY

Changing economic conditions in Oregon have not only been affected by national and international trends, but also by government action in Oregon. State policy made a concerted effort to attract industries with tax policy (e.g., no unitary tax, which would tax world-wide corporate income of businesses operating in Oregon), changes in corporation codes, reforms to reduce the costs of workers' compensation, investments in infrastructure, and other incentives (e.g., enterprise zones and the Strategic Investment Program, which attempts to stimulate capital-intensive industries through property tax abatement). The State has encouraged international trade and investments with missions and offices in Japan, Taiwan, and other Pacific Rim countries. State policy on land use and environmental quality aim at preserving the natural and cultural amenities that make Oregon attractive to its current and potential residents and businesses—but their effects, however, is not unambiguous, since they may also raise taxes, fees, and land development costs.

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[6] LeBre, Jon. 1999. "Diversification and the Oregon Economy: An Update." *Oregon Labor Trends*. February.

The State's long-term forecast of population and employment in Oregon, the Portland area, and Marion County is shown in Table 2-5 (a long-term forecast for cities is not available). Table 2-5 shows population and employment in Marion County is expected to grow at a faster annual average rate than in the Portland area or in Oregon as a whole over the twenty-year forecast period. Marion County is expected to add over 92,000 people and 36,000 jobs between 2000 and 2020.

Table 2-5. Population and employment forecast for Oregon, the Portland area, and Marion County, 2000–2020

	2000	2010	2020	AAGR 2000-2020
Population				
Oregon	3,406,000	3,857,000	4,326,000	1.2%
North Valley	1,850,740	2,110,655	2,387,993	1.3%
Marion County	285,975	331,025	378,208	1.4%
Employment				
Oregon	1,601,718	1,814,276	1,947,702	1.0%
North Valley	981,332	1,112,609	1,198,658	1.0%
Marion County	131,622	153,015	167,821	1.2%

Source: State of Oregon, Office of Economic Analysis. 1997. Long-Term Population and Employment Forecasts for Oregon. Salem: Department of Administrative Services. January.
Note: Employment is non-agricultural wage and salary employment only. The North Valley region consists of Clackamas, Marion, Multnomah, Polk, Washington, and Yamhill Counties.

Table 2-6 shows the Oregon Employment Department's ten-year forecast for employment by industry for the Portland Area (Clackamas, Clark, Columbia, Multnomah, and Washington Counties) and Workforce Region 3 (Marion, Polk, and Yamhill Counties). The level of industry detail in this forecast varies by area, with larger areas having more detail. The data in Table 2-6 has been summarized at the level of detail available for Region 3, because this level of detail is available for all areas.

Table 2-6 shows that employment growth in Region 3, which includes Woodburn, should be led by the Services, Retail Trade, and Government sectors, which together are expected to add 22,300 jobs or 77% of total employment growth in the region. High-growth industries within these sectors include Other Services, Local Government, Business Services, Health Services, and Eating & Drinking Places. Manufacturing is expected to add 2,300 jobs or 8% of total employment growth in Region 3, primarily in Other Durable Goods industries.

Employment growth in the Portland area is expected to be led by the Services, Retail Trade, and Manufacturing sectors, which together will add 134,700 jobs or 70% of total employment growth in the area. High-growth industries in these sectors include Business Services (which is projected to add 32,600 jobs), Eating & Drinking Places (13,300), Health Services (12,500), Social Services (10,100), and Electronic & Other Electrical Equipment (9,000). Manufacturing employment growth in the Portland area

is expected to increase by 12.2% in the ten-year projection period, compared to 9.5% in Region 3.

Table 2-6. Forecast nonfarm payroll employment growth in the Portland Area and Workforce Region 3, 1998–2008

Sector / Industry	Portland Area Growth	Portland Area % Change	Region 3 Growth	Region 3 % Change	Portland + Region 3 Growth	Portland + Region 3 % Change
Mining & Quarrying	**300**	**27.3%**	**100**	**25.0%**	**400**	**26.7%**
Construction	**9,000**	**16.7%**	**1,400**	**14.7%**	**10,400**	**16.4%**
Manufacturing	**18,300**	**12.2%**	**2,300**	**9.5%**	**20,600**	**11.8%**
Durable Goods	16,900	15.4%	1,800	12.6%	18,700	15.1%
Lumber & Wood Products	-500	-5.7%	100	2.0%	-400	-2.9%
Other Durable Goods	17,400	17.2%	1,700	18.5%	19,100	17.5%
Nondurable Goods	1,400	3.5%	500	5.1%	1,900	3.8%
Food & Kindred Products	-400	-4.1%	100	1.6%	-300	-1.9%
Other Nondurable Goods	1,800	5.9%	400	10.5%	2,200	6.4%
Trans., Comm., & Utilities	**9,500**	**17.8%**	**900**	**19.1%**	**10,400**	**17.9%**
Transportation	8,100	21.5%	700	20.6%	8,800	21.4%
Communications & Utilities	1,400	8.9%	200	15.4%	1,600	9.4%
Wholesale Trade	**13,800**	**19.7%**	**1,100**	**21.2%**	**14,900**	**19.8%**
Retail Trade	**31,600**	**19.5%**	**5,700**	**19.5%**	**37,300**	**19.5%**
General Merchandise Stores	3,800	19.5%	1,100	27.5%	4,900	20.9%
Food Stores	3,400	15.0%	800	16.7%	4,200	15.3%
Eating & Drinking Places	13,300	22.0%	2,100	19.4%	15,400	21.6%
Other Retail Trade	11,100	18.6%	1,700	17.5%	12,800	18.4%
Fin., Ins., and Real Estate	**9,800**	**14.7%**	**1,000**	**12.8%**	**10,800**	**14.5%**
Services	**84,800**	**32.8%**	**11,700**	**29.8%**	**96,500**	**32.4%**
Business Services	32,600	51.0%	2,900	38.2%	35,500	49.7%
Health Services	12,500	20.3%	2,200	18.8%	14,700	20.1%
Other Services	39,700	29.9%	6,600	33.2%	46,300	30.3%
Government	**15,700**	**13.6%**	**4,900**	**11.8%**	**20,600**	**13.1%**
Federal Government	300	1.6%	100	4.5%	400	2.0%
State Government	1,700	13.5%	1,600	8.3%	3,300	10.4%
Local Government	13,700	16.2%	3,200	15.8%	16,900	16.1%
Total	**192,800**	**20.7%**	**29,100**	**18.0%**	**221,900**	**20.3%**

Source: State of Oregon Employment Department, Workforce Analysis. 1999. Employment Projections by Industry 1998–2008. Portland Area projections summarized by sector/industry by ECONorthwest.
Notes: the Portland area consists of Clackamas, Columbia, Multnomah, Washington, Yamhill, and Clark Counties. Workforce Region 3 consists of Marion, Polk, and Yamhill Counties.

Table 2-6 shows the employment growth rate in Region 3 is expected to lag behind other areas, with total employment growing by 18% compared to 18.5% in Oregon and 20.7% in the Portland area. The employment growth rate in Region 3 exceeds that of the Portland area for only Transportation, Communications, & Utilities and Wholesale Trade sectors.

PREVIOUS FORECASTS OF ECONOMIC GROWTH IN WOODBURN

The county coordinated 2020 population forecast for Woodburn is 26,290. This forecast is based on a population allocation that was completed prior to the 2000 Census count.

Portland State University published a July 1, 2000 population estimate of 17,840 for the City of Woodburn. The 2000 Census count placed the City's population at 20,100 as of April 1, 2000; a figure 2,230 persons higher than the PSU estimate.

The differences between the two population forecasts present somewhat of a dilemma for Woodburn. If one accepts the 2020 population forecast of 26,290, and the 2000 Census count of 20,100, Woodburn has already consumed a significant portion of its population forecast. This assertion, however, has problems. Between 1990 and 2000, Woodburn grew by nearly 7,000 persons, or at an annual rate of 4.1%. The population forecast based on the PSU 2000 population of 17,840 the coordinated forecast translates into an average annual growth rate of 2.0% over the 2000–2020 period. This rate is significantly lower than the 1990-2000 trend. If one accepts the 2000 Census, the average annual growth rate decreases to 1.4%.

Given historical trends, the City's population forecast may prove to underestimate future growth in Woodburn.

To our knowledge a coordinated forecast of employment in Woodburn has not been developed. To estimate future travel demand, the *Woodburn Transportation System Plan* (June 1996) estimated employment growth of 3,221 over the 1991–2020 period. With a 1991 employment level of 5,045 this translates into a 2020 employment level of 8,266 or an average annual growth rate of 1.7%. This rate exceeds the forecast annual average employment growth rate in Marion County (1.2%), the North Valley region (1.0%) and Oregon (1.0%) shown in Table 2-5.

Factors Affecting Future Economic Development in Woodburn

The preliminary growth forecast in the previous section implicitly assumes that the economic factors that influenced growth in Woodburn in the past will behave in a similar way in the future. However, that forecast represents only one possible future and actual growth could be more or less depending on national and regional economic conditions and the economic attributes of Woodburn. National and regional economic conditions were addressed in Chapter 2, and there is little that Woodburn can do to affect these conditions. Woodburn, however, can influence local attributes that affect economic development. This chapter reviews local factors affecting economic development in Woodburn and the advantages, opportunities, disadvantages, and constraints these factors present. This review, and the target industry analysis that follows, will form the basis for developing economic development strategies for Woodburn.

WHAT IS COMPARATIVE ADVANTAGE?

Each economic region has different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all areas have these factors to some degree, the mix and condition of these factors vary. The mix and condition of productive factors may allow firms in a region to produce goods and services more cheaply than firms in other regions.

By affecting the cost of production, comparative advantages affect the pattern of economic development in a region relative to other regions. Goal 9 recognizes this by requiring plans to include an analysis of the relative supply and cost of factors of production. An analysis of comparative advantage depends on the geographic areas being compared—this chapter focuses on the comparative advantages of Woodburn relative to the Northern Willamette Valley.

LOCATION

Woodburn's location on I-5 and proximity to the Portland and Salem metropolitan areas is the primary factor that will affect its future development. Being located on I-5 near Portland and Salem creates several advantages and opportunities. Retail businesses located along the I-5 corridor may benefit from increased visibility. The Factory Outlet Mall and Wal-Mart are examples of businesses that benefit from visibility from I-5. All businesses in Woodburn may benefit from increased accessibility to potential customers, suppliers, and employees. Proximity to I-5 and the Portland and Salem areas may also benefit residents of Woodburn by providing convenient

..., shopping, education, cultural events, and other urban amenities.

Both the Portland and Salem metropolitan areas are expected to grow over the twenty-year planning period. Population and employment growth in Portland and Salem will also create opportunities for economic development in Woodburn. Employment growth in these urban areas will increase the job opportunities for residents of Woodburn. As these urban areas become physically larger and commute times increase, Woodburn may become more attractive as a residential location for people who work in Portland or Salem. Urban growth may also make Woodburn a more attractive location for businesses who need to be near Portland or Salem.

BUILDABLE LAND

An analysis of buildable land was recently completed for the City of Woodburn.[1] This analysis included an inventory of vacant, partially vacant, and redevelopable land in Woodburn, an estimate of demand for buildable land, and potential policies that could affect land supply or demand. Table 3-1 summarizes the supply and demand conditions for buildable land in Woodburn over the 1999–2020 period.

Table 3-1. Buildable land supply and demand conditions in the Woodburn UGB, 1999–2020

Comprehensive Plan Designation	Supply	Demand	Surplus (Deficit)
Low-Density Residential	535.0	340.3	194.7
High-Density Residential	121.1	117.3	3.8
Commercial	146.0	146.0	0.0
Industrial	107.9	440.0	(332.1)
School Facilities (Public or Residential)	n/a	71.7	n/a
Total	910.0	1,115.3	(205.3)

Source: McKeever/Morris Inc., W&H Pacific, E.D. Hovee & Company, Gabriele Development Services, and Manda Beckett Design. 2000. *Woodburn Buildable Lands and Urbanization Project.* Final report issued February 7. Table 5.

Note: The Woodburn Buildable Lands and Urbanization Project findings had not been adopted by the City at the time this report was completed. The City had not adopted land use efficiency measures as required by ORS 197.296 at the time this report was completed.

Table 3-1 shows that Woodburn is expected to have an overall deficit of 205.3 acres over the 1999–2020 period. Estimates by comprehensive plan designation show a 194.7 acre surplus for low-density residential land and a 332.1 acre deficit for industrial land. Since the McKeever/Morris report was completed in 2000, additional development has occurred on industrial land in the northern parts of Woodburn. The development consumed about 34 acres off of NE front. This development increases the deficit of industrial land to 364 acres.

[1] McKeever/Morris Inc., W&H Pacific, E.D. Hovee & Company, Gabriele Development Services, and Manda Beckett Design. 2000. *Woodburn Buildable Lands and Urbanization Project.* Final report issued February 7.

The buildable lands analysis shows supply and demand for high-density residential and commercial land is evenly matched, but the report does not state whether the available land is in the right location to accommodate expected growth. The City does not have a separate plan designation for schools, so there is no land supply shown for the 71.1 acres needed for school construction over the 1999–2020 period. The buildable lands report states that low-density residential land will probably be used for schools.

The Recommended Alternative in the buildable lands analysis contains several suggested policy changes that could affect the supply of or demand for buildable land over the 1999–2020 period:[1]

- **Change specified parcels designated for Commercial, Low-Density Residential, and High-Density Residential to Mixed Use Campus.** This change would apply to three sites in the Woodburn UGB:

  - A 38.4 net acre site south of Wal-Mart, adjacent to I-5 and west of Evergreen Drive. This site is currently designated for commercial use.

  - A 22.5 net acre site located on the north side of Highway 211, abutting the MacLaren State Correctional Facility. This site is currently designated for commercial use.

  - An 11.6 net acre site in the southern portion of Woodburn adjacent to the Union Pacific railroad tracks on the west property line and Boones Ferry Road on the east property line. This site is currently designated for low-density residential use.

  The Mixed Use Campus (MUC) designation would be a new plan designation in Woodburn, and is intended to create a "campus like" environment with industrial and commercial uses that are compatible with each other. Assuming that 50% of MUC land is developed with commercial uses and 50% is developed with industrial uses, this change would change the supply of buildable land by a decrease of 11.6 Low-Density Residential acres, a decrease of 24.6 Commercial acres, and an increase of 33.2 Industrial acres.

- **Increase density range and minimum density for low-density residential uses.** This change would increase the minimum lot size for single-family dwellings from 6,000 to 8,000 sq. ft. for residential land annexed into the city, retain the current 6,000 sq. ft. minimum for residential property currently within the city, allow a minimum lot size of 6,000 sq. ft. in planned unit developments, and allow duplexes outright on corner residential lots with a minimum lot size of 3,500 sq.

[1] These changes are discussed as part of the Recommended Alternative on pages 10–27 of the *Woodburn Buildable Lands and Urbanization Project* report (McKeever/Morris Inc. et. al. 2000). The City had not adopted these changes at the time this report was completed.

... per unit. This change would result in higher-density residential development, effectively decreasing demand for low-density residential land by 8.9 acres.

- **Reduce off-street parking standards for retail development by changing the current minimum standard to a maximum standard.** This will increase the lot coverage of retail development, effectively reducing the demand for commercial land by 17.5 acres.

- **Allow accessory dwelling units in residential zones.** This change would allow accessory dwelling units in residential zones that are within the primary residential structure. Assuming 20 accessory units replace multi-family units effectively reduces the demand for high-density residential land by 1 acre.

- **Expand the UGB to offset the shortage of industrial land and to include all of the Tukwila residential development.** This action would add four areas to Woodburn's UGB to add 207.8 acres of industrial land and 28.7 acres of low-density residential land:

  - 97.5 net acres of industrial land located west of the Winco Foods property west of I-5.

  - 48.8 net acres of industrial land located northwest of the I-5 interchange.

  - 61.5 net acres of industrial land located adjacent to other industrial uses in the southeast corner of Woodburn.

  - 28.7 net acres of low-density residential land located adjacent to the northern city limit.

Other changes included in the Recommended Alternative would have a negligible affect on the supply or demand for buildable land, or have impacts that are too complex to estimate reliably. Table 3-2 summarizes the changes to the supply and demand of buildable land associated with the policy actions included in the Recommended Alternative of the buildable lands analysis. Table 3-2 shows that the adjustments included in the Recommended Alternative result in an overall surplus of 58.6 acres, rather than the 205.3-acre deficit shown in Table 3-1. Even with the adjustments included in the Recommended Alternative, Woodburn is estimated to have a 7.1-acre deficit of Commercial land and an 88.1-acre deficit of Industrial land. Demand for School Facilities (71.7 acres) is expected to be met by Low-Density Residential land, leaving a surplus of 149 acres.

Woodburn, 1999–2020 (in acres)

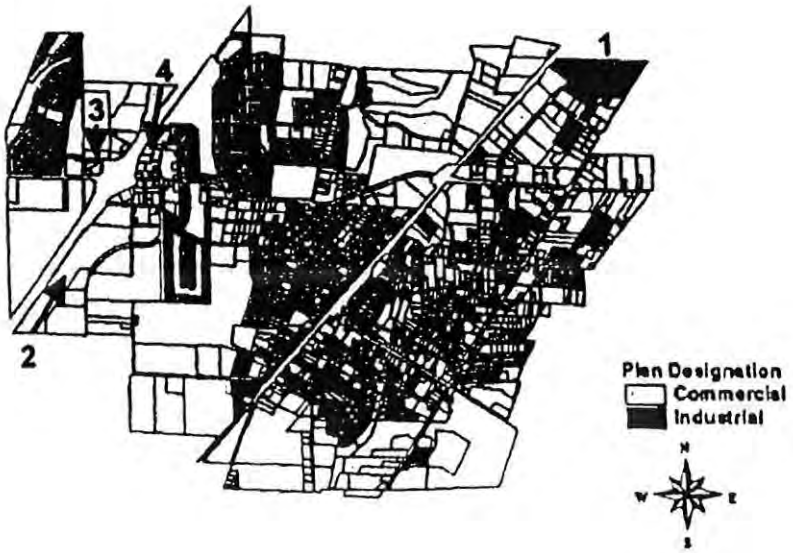
	Comprehensive Plan Designation					
	Low-Density Residential	High-Density Residential	Commercial	Industrial	School Facilities	Total
Current Land Supply	535.0	121.1	146.0	107.9	n/a	9[illegible]
Change designated use to MUC	(11.6)	0.0	(24.6)	36.2	0.0	0.0
Expand the UGB	28.7	0.0	0.0	207.8	0.0	236.5
Adjusted Land Supply	**552.1**	**121.1**	**121.4**	**351.9**	**0.0**	**1,146.5**
Estimated Land Demand	340.3	117.3	146.0	440.0	71.7	1,115.3
Increase residential density	(8.9)	0.0	0.0	0.0	0.0	(8.9)
Reduce off-street parking standards	0.0	0.0	(17.5)	0.0	0.0	(17.5)
Allow accessory dwelling units	0.0	(1.0)	0.0	0.0	0.0	(1.0)
Adjusted Land Demand	**331.4**	**116.3**	**128.5**	**440.0**	**71.7**	**1,087.9**
Total Land Surplus (Deficit)	220.7	4.8	(7.1)	(88.1)	(71.7)	58.6

Source: ECONorthwest, summarized from McKeever/Morris Inc., W&H Pacific, E.D. Hovee & Company, Gabriele Development Services, and Manda Beckett Design. 2000. *Woodburn Buildable Lands and Urbanization Project.* Final report issued February 7. Pages 10–27.

Note: The Woodburn Buildable Lands and Urbanization Project findings had not been adopted by the City at the time this report was completed. The City had not adopted land use efficiency measures as required by ORS 197.296 at the time this report was completed.

Figure 3-1 shows vacant and partially-vacant parcels in Woodburn's UGB. Analysis of the inventory of vacant and partially-vacant parcels over five net buildable acres shows that Woodburn has only two vacant and three partially-vacant commercial parcels, and only four vacant and four partially-vacant industrial parcels, that meet this criteria. Woodburn has only no fully vacant parcels and one partially-vacant industrial parcel larger than 10 net buildable acres. Net buildable acres for each vacant and partially-vacant parcel was calculated in the *Woodburn Buildable Lands and Urbanization Project* report, and equals gross acres minus areas identified as wetlands and land that will be needed for public facilities.

Figure 3-1. Vacant and partially-vacant commercial and industrial sites in Woodburn



Note: Numbers identify potential development sites where contiguous parcels total more than 5 buildable acres.

OAR 660-009-0015 (3) requires an inventory of commercial and industrial sites. The rule allows contiguous parcels of one to five areas to be inventoried together. We identified sites with contiguous vacant or partially-vacant tax lots that together totaled over five net buildable acres. We identified four sites that met this criteria in Woodburn: two industrial sites, and three commercial sites.

Table 3-3. Contiguous commercial and industrial sites of more than five acres

Location/Tax Lot	Status	Total Acres	Gross Buildable Acres
Industrial Sites			
Site 1: NE Front			
051W05D 01800	Vacant	7.1	7.1
051W04C 03100	Partially-Vacant	20.9	6.9
051W05D 03500	Partially-Vacant	30.1	6.2
Subtotal		**58.1**	**20.1**
Commercial Sites			
Site 3: SE of 214/I-5 Interchange			
052W13 00200	Vacant	43.0	43.0
052W14 00100	Vacant	21.1	21.1
Subtotal		**64.0**	**64.0**
Site 4: NE of 214/I-5 Interchange			
052W12B 00600	Vacant	2.33	1.86
052W12B 00601	Vacant	1.83	1.83
052W12B 01000	Vacant	1.76	1.76
052W12B 01101	Vacant	1.30	0.93
Subtotal		**7.22**	**6.38**
Site 5: NW of 214/I-5 Interchange			
052W12AC04301	Vacant	2.43	2.43
052W12AC04303	Vacant	2.10	2.10
052W12AC04302	Vacant	2.01	2.01
052W12AC05100	Vacant	0.37	0.37
Subtotal		**6.91**	**6.91**

Source: Woodburn Buildable Lands Inventory, McKeever-Morris; analysis by ECONorthwest

Part of the rationale for conducting such an analysis is that Woodburn does not have many large commercial and industrial parcels. This analysis identified locations tax lots might be assembled into larger sites that could accommodate larger developments. Figure 3-1 shows the location of vacant and partially-vacant commercial and industrial parcels, and identifies sites where contiguous vacant or partially-vacant parcels total five or more net buildable acres or more.

Table 3-3 summarizes data for the sites identified in Figure 3-1. Site 1 includes three tax lots designated for industrial use with 16.9 net buildable acres. The three tax lots listed in site one are all in separate ownership.

The largest commercial site is adjacent to Interstate 5 and contains 64 net buildable acres. The site consists of two tax lots with the same owner. This site is currently designated for commercial use but would be designated for Mixed Use Campus under the Recommended Alternative in the buildable lands analysis. Two smaller commercial sites exist: one northwest of the I-5/Hwy 214 interchange, and one northeast of the I-5/Hwy 214 interchange. These sites have 6.4–6.9 net buildable acres, and both sites have four tax lots with three different owners.

In addition to the sites shown in Figure 3-1, Table 3-3 shows Site 5, which has 21.2 net buildable acres located on Molalla Road NE, just south of the MacLaren State Correctional Facility. This site consists of four parcels, each with different owners. This site is currently designated for commercial use but would be designated for Mixed Use Campus under the Recommended Alternative in the buildable lands analysis.

Remaining buildable commercial and industrial sites in Woodburn's UGB are scattered in relatively small lots. In addition to commercial and industrial sites currently in Woodburn's buildable lands analysis, the Recommended Alternative of the buildable lands analysis would change the land use designation of a parcel from residential to Mixed Use Campus, and expand the UGB to add three industrial development sites to the UGB (the UGB expansion sites are included as Industrial in the buildable lands analysis but may be designated Mixed Use Campus). These sites are:

- 11.6 net buildable acres on a triangular-shaped parcel in the southern portion of Woodburn, with the Union Pacific railroad tracks on the west property line and Boones Ferry Road on the east property line. This site is currently designated for low-density residential use but would be designated for Mixed Use Campus under the Recommended Alternative in the buildable lands analysis.

- 97.5 buildable net acres of land located west of the Winco Foods property along I-5 and on the east side of Butteville Road. This site has direct access to Butteville Road and Woodland Avenue, which connect to Highway 219 near the I-5 interchange. Water, sewer, and storm lines, as well as Woodland Avenue, are stubbed to the west property line of this site.

- 48.8 buildable net acres of land along Arney Road, north of the Factory Outlet northwest of the I-5 interchange. This site has access to Arney Road, an arterial, and public services abut the site.

- 61.5 net buildable acres of land located adjacent to other industrial uses in the southeast corner of Woodburn, south of Highway 214 and straddling the railroad spur to Molalla. This site has access to

[illegible] railroad, but the buildable lands analysis does not state the availability of public services at this site.

LABOR FORCE

The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. The labor force in Woodburn is not limited to local residents; firms in Woodburn could attract workers from surrounding communities, and residents of Woodburn may work in other communities. Table 3-4 shows the number of Woodburn residents who commuted to other areas to work in 1996. Almost all of the commuters work in the Portland or Salem metropolitan areas. Data on the number of workers who commuted to Woodburn to work is not available.

Table 3-4. Commuters from Woodburn, 1996

Workplace	Commuters
Southeast Metro	1,069
West Metro	957
Portland	892
Salem-Keizer	816
Albany	26
Gresham	20
McMinnville	10
Eugene-Springfield	6
Corvallis	0
Total Commuters	3,796

Source: Oregon Department of Transportation. 1998. *Commuting in the Willamette Valley.* Salem: Transportation Planning Section. May.

The availability of labor is critical for economic development. A recent statewide survey in Oregon found that over one-third of Oregon's recently hiring employers had difficulty filling positions.[3] Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well.

The unemployment rate is one indicator of the relative number of workers who are actively seeking employment. 1997 data from Claritas shows unemployment in the 97071 zip code area (Woodburn) was 6.3% of the labor force, compared to 6.1% in Marion County, 4.9% in the North Valley region, and 6.1% in Oregon. These unemployment rates are relatively low and indicate a tight labor market exists in the region. While the higher unemployment rate in Woodburn may indicate that labor is relatively more available, it also may be higher there because the skills of available workers do not match up to the available jobs.

Direct information on the quality of the workforce is not readily available—it would require an extensive survey about worker's level of education, work experience, and an assessment of cognitive and physical skills. Demographic characteristics that are typically used to indicate the quality of the labor force include age distribution, educational attainment, employment by occupation or industry, and race/ethnicity.

[3] Oregon Employment Department. 2000. *Workforce 2000: An Oregon Employer Perspective.* Salem: Research Section, Workforce Analysis Unit. September.

Table 3-5. Percent of population by age, 1997

Source: Claritas. REZIDE 1996. Percentages calculated by ECONorthwest.

Age	Oregon	North Valley	Marion County	Woodburn
Under 18	26%	26%	27%	31%
18–34	22%	23%	23%	23%
35–49	24%	25%	23%	18%
50–64	14%	14%	14%	11%
65+	14%	13%	14%	17%
Total	100%	100%	100%	100%

Table 3-5 shows the share of population by age in Woodburn, Marion County, the North Valley region, and Oregon. This table shows that compared to other areas, Woodburn has a higher share of population in the under 18 and 65+ age groups. These age groups are generally outside the labor force, indicating that Woodburn has a smaller supply of labor than it would if its age distribution was closer to the Oregon average. Woodburn also has a smaller share of population in the 35–49 and 50–64 age groups, which are the groups most likely to hold managerial or professional positions and be in the peak earning period of their career.

Table 3-6 shows the percent of population by the number of years of education completed. This table shows that Woodburn has a substantially higher share of population that completed only elementary school—20% in Woodburn compared to 6%–9% in other areas. Woodburn has a correspondingly lower share of population that completed 1–3 or 4+ years of college.

Table 3-6. Percent of population by education completed, 1997

Area	College 4+ Years	College 1–3 Years	High School 4 Years	High School 1–3 Years	Elementary 0–8 Years	Total Population
Oregon	21%	32%	29%	12%	6%	100%
North Valley	24%	34%	26%	11%	6%	100%
Marion Co.	18%	32%	29%	13%	9%	100%
Woodburn	11%	25%	29%	15%	20%	100%

Source: Claritas. REZIDE 1996. Percentages calculated by ECONorthwest.

The percent of population by race/ethnicity is shown in Table 3-7. This table shows that Woodburn has a substantially higher share of Hispanic population. The 2000 Census indicated that 50% of Woodburn's population is Hispanic; a figure considerably higher than the Claritas estimates. In 1997, Hispanics had a higher labor force participation rate (77%) than the overall state population (68%).[4] Hispanics also had a higher rate of unemployment in 1998 (8.5%) than the overall population (5.8%). The Oregon Employment Department identified skills mismatches, language, lack of transportation, and education as factors that may hinder Hispanics'

Table 3-7. Percent of population by race/ethnicity, 1997

Area	White	Black	Hispanic	Other	Total
Oregon	89%	2%	5%	4%	100%
North Valley	87%	3%	5%	5%	100%
Marion Co.	87%	3%	5%	5%	100%
Woodburn	66%	1%	32%	2%	100%

Source: Claritas. REZIDE 1996. Percents calculated by ECONorthwest.

[4] *Hispanics in Oregon's Workforce, 1998.* Oregon Employment Department.

Hispanics are in Farm, Forestry, and Agricultural occupations than the statewide population as a whole. Moreover, far fewer Hispanics are in professional occupations. This suggests that Hispanics earn less than other groups. According to the Oregon Employment Department, "there is little doubt that in Oregon, income levels are lower than those for all Oregonians."

Table 3-8 shows the percent of population by occupation. This table shows that a larger share of Woodburn residents are in the Farm/Forest/Fishing, Laborer & Handler, and Machine & Transportation Operators occupations, which are generally low-skill and low-wage occupations. Woodburn has a correspondingly low share of population in Executive/Administrative/Managerial and Professional occupations, which are generally high-skill and high-wage occupations.

Table 3-8. Percent of population by occupation, 1997

Occupation	Oregon	North Valley	Marion County	Woodburn
Execs, Admin, Mgrs	12%	13%	12%	9%
Professional	14%	15%	13%	9%
Technical	3%	3%	3%	2%
Sales	12%	12%	11%	9%
Admin & Clerical	15%	16%	16%	11%
HH Services	0%	0%	0%	0%
Other Services	13%	12%	15%	14%
Craft & Precision Prod.	11%	11%	11%	12%
Machine & Trans Operators	11%	10%	10%	14%
Laborer & Handler	4%	4%	4%	6%
Farm, Forest, Fishing	4%	3%	6%	14%
Total	100%	100%	100%	100%

Source: Claritas. REZIDE 1996. Percents calculated by ECONorthwest.

The data in this section suggests that the labor force in Woodburn may lack the skills needed in industries with high-skill and high-wage occupations. If Woodburn wants to attract high-skill and high-wage industries it will need to rely on workers who reside outside of Woodburn, attract higher-skilled residents, or improve the education and training of existing residents.

HOUSING

Housing is an important component of any economic development strategy. Goal 10 requires cities to develop strategies to provide housing affordable to households at all income levels. In addition to concerns about availability of housing affordable to lower income households, issues of providing higher quality housing for managers need to be considered in both housing and economic development strategies.

Moreover, ORS 197.296 requires communities to inventory buildable residential lands and conduct a housing needs analysis. Woodburn completed

such an analysis in February, 2000.[4] The analysis of housing in the section relies largely on information in the Woodburn buildable lands report. We also conducted interviews with local realtors and brokers to develop a broader understanding of the local housing market.

Table 3-9 shows building permits issued for new residential construction in Woodburn between 1988 and 1997. The data show about 1,280 permits were issued during this period. About 70% of residential building permits were issued for single-family dwellings; 38% of all residential permits were issued for manufactured or mobile homes.

Table 3-9. Building permits issued for new residential construction, Woodburn UGB, 1988-1997

Housing Type	Units	Percent of Units
Single-family	394	31%
Manufactured/Mobile Home	308	24%
Manufactured/Mobile Home Park	179	14%
Duplex	22	2%
Multiplex (3-6 DU)	91	7%
Multi-family (7+ DU)	286	22%
Total	1,280	100%

Source: *Woodburn Buildable Lands and Urbanization Project, Final Report.* McKeever/Morris, Inc., February 7, 2000.

Demographics are an important component of determining housing demand and need. The buildable lands study found several demographic trends relevant to discussions of future growth include population and household size:

- Sometime after 1980, the average household size in Woodburn started to increase, running counter to the regional and national trend of decreasing household sizes. This may be attributable, in part, to an increasing proportion of Hispanic families, which census data indicates have larger average household sizes.

- Of particular interest for housing are the results of the 1994 Woodburn Population Enumeration conducted by Portland State University that indicate larger households are concentrated in rental and multiplex units.

- Between 1990 and 1998, annual household income rose in the Woodburn zip code area (some employment and income data is only available by zip code). As of 1998, the proportion of households in the lower income brackets of under $15,000 and $15,000 to $24,999 per year are approximately half their 1990 levels. The proportion of

[4] *Woodburn Buildable Lands and Urbanization Project, Final Report.* McKeever/Morris, Inc., February 7, 2000.

$99,999 doubled during the same period.

The buildable lands study also addressed concerns about jobs/housing balance. Table 3-10 shows that in 1990 there were 0.65 jobs available in the Woodburn zip code for every household. However, at the same time there were 1.06 employed persons per household, suggesting a jobs/housing imbalance. A job/housing imbalance may force residents to seek employment outside the community. Due to significant job growth, between 1990 and 1997, there were approximately 1.01 jobs available in the Woodburn zip code for every household.

Table 3-10. Woodburn zip code (97071) jobs/household balance

Variable	1990	1997/98
Average Employment	3,924	7,834
Peak Employment	5,009	9,794
Employment Low	3,023	6,710
Households	6,011	7,743
Jobs/Household	0.65	1.01

Source: *Woodburn Buildable Lands and Urbanization Project, Final Report.* McKeever/Morris, Inc., February 7, 2000.

Housing affordability was also a key issue addressed in the buildable lands study. Since 1990, single-family housing in Woodburn has been consistently more affordable that housing in surrounding communities. In 1998, the average sales price of a home in Woodburn was $121,000, compared to $133,500 in Mt. Angel, and $161,700 in Silverton.

According to a housing needs analysis completed for Woodburn by E.D. Hovee & Company, empty nesters are buying the most expensive Woodburn homes—those located in new subdivisions around the Tukwila golf course. The homes were reportedly valued at $200,000 and up.

The E.D. Hovee report estimates Woodburn will need an additional 3,052 dwelling units to accommodate population growth between 1998 and 2020. Hovee estimates about 73% of new housing will be single-family and about 27% will be multi-family.

The relationship between job creation, wages, and housing affordability is an important one. The data on employment trends in Woodburn area suggest that (1) incomes are less than county averages, and (2) that many of the jobs forecast in the area will be lower wage jobs. While housing in Woodburn is relatively affordable compared to other nearby communities, the structure of new job creation could lead to a greater affordability gap than exists today.

Data from the Oregon Employment Department conclusively show that Hispanics earn less than the statewide average at all education levels. Moreover, Hispanics have a lower percentage in professional occupations than the state as a whole.

developed a template to estimate housing needs consistent with the ORS 196.296 requirements. The template does not estimate needed units by housing type, but does estimate needed units by tenure and cost categories. The results for Woodburn, provided by HCS show a need for about 2,348 dwelling units between 2000 and 2020—a figure considerably less than the 3,052 new dwelling units between 1998 and 2020 estimated by E.D. Hovee & Company. The HCS model assumes a tenure split of 67% owner-occupied and 33% renter-occupied.

Table 3-11 shows needed rental units in 2000 and 2020 by rent cost. The results indicate an additional 782 new rental units are needed at all rental values between 2000 and 2020.

Table 3-11. Needed rental units by rental value, 2000 and 2020, Woodburn UGB

Rental Value	2000 DU	2020 DU	New Units Needed	Annual Wage Requirement
0-199	404	552	148	<10k
200 - 429	533	727	195	10k <20k
430 -664	437	596	160	20k <30k
665 -909	321	438	117	30k <40k
910 - 1149	305	417	112	40k <50k
1150 +	141	192	52	50k +
Total	2,140	2,923	782	

Source: Oregon Department of Housing and Community Services, February 2001
Note: rental values in 2000 dollars

Table 3-12 shows needed owner-occupied units in 2000 and 2020 by rent cost. The results indicate an additional 1,566 new owner-occupied units are needed at all rental values between 2000 and 2020.

Table 3-12. Needed owner-occupied units by rental value, 2000 and 2020, Woodburn UGB

Price	2000 DU	2020 DU	New Units Needed	Annual Wage Requirement
<60k	1,157	1,580	423	<10k
50k <90k	824	1,126	301	10k <20k
75k <120k	670	915	245	20k <30k
100k <150k	625	853	228	30k <40k
125k <225k	749	1,023	274	40k <50k
187.5k+	258	353	94	50K +
Total	4,284	5,849	1,566	

Source: Oregon Department of Housing and Community Services, February 2001
Note: price in 2000 dollars

lower cost units will be needed. For example, 1,067 dwelling units will be needed for households with incomes under $20,000. This is 45% of the City's total estimated housing need. While cost savings are possible, it is difficult to significantly decrease the cost of construction. Increasing wages is another strategy to bringing housing costs more in line with wages.

Economic development strategies pursued by the City could change the distribution of housing need. For example, successfully recruiting a high-wage manufacturing plant could create additional need for owner-occupied dwelling units in the $187,000 and over category. The HCS model allows analysis of affordability gaps by comparing the implied distribution of needed housing units based on income and age, with the actual distribution. The results provided to ECONorthwest by HCS, however, did not include an evaluation of unmet housing need.[6]

PUBLIC SERVICES

The City of Woodburn's Comprehensive Plan contains goals and policies related to the provision of public services. Among these goals and policies are the following:

- The goal is to limit the amount of vacant land within the City in order to enjoy the benefits of an orderly development pattern, that reduces the rate that farm land is converted to urban use and the optimum use of public service and utility capacity.

- To insure the growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected rate of growth. The extensions of public services should be in accordance with the master plans in this Comprehensive Plan.

- To insure that the City's growth does not exceed its ability to provide public services, the City shall adopt a growth control ordinance, similar to the Limited Growth Ordinance now in Effect. When and if the growth control is used, the City shall reexamine the public facilities plan and determine at that time if it is in the public interest to expand facilities to accommodate the additional growth.

These goal and policy statements make it clear that the City of Woodburn wants growth to occur in such a way that facilitates orderly expansion of public services, and that it does not want growth that will exceed the City's ability to provide public services. Thus, public service capacity is critical for economic development in Woodburn.

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[6] This evaluation requires the current distribution of housing values and rent. Conducting a rent survey was not included in ECONorthwest's work program for this project.

...g to City staff, no water or sewer capacity constraints exist at this time that would preclude development of lands designated for commercial and industrial uses. Moreover, staff indicated that there are no areas in the City that cannot be serviced with water and sewer. Some of the larger parcels in the Southern areas of Woodburn would require extensions that increase development costs, however, these parcels could still be serviced. Staff indicated that no major water or effluent quality problems exist.

In the longer term, the City will need to drill new wells. Staff indicated that the City has sufficient water rights at this time to accommodate forecast population and employment growth. The City has also planned ahead for development in some areas. For example, when the City extended Woodland road on the west side, the sewer line was developed in a manner that would increase the long-term capacity of that area.

The City is in the process of completing a stormwater management plan that will include new development standards. Staff indicated that any new facility will probably be required to construct detention ponds to reduce flow rate to pre-development, and to provide pre-treatment oil/water or vein type separator reduce oils or biological oxygen demand (BOD). Staff also indicated that the Pudding River has been designated as water quality limited by the Department of Environmental quality and that total maximum daily load (TMDL) standards may be slightly different in Woodburn than other nearby communities. Staff, however, were of the opinion that stormwater requirements in Woodburn would be comparable to other cities in the area.

TRANSPORTATION

Several studies of Woodburn's transportation system have been recently completed, including the *Woodburn Transportation System Plan* (1996), *Highway 214 Alternatives Analysis Study* (1999), and the *I-5/Highway 214 Interchange Refinement Plan Study* (2000), as well as several traffic impact studies at key sites. This section will draw from these reports to summarize transportation conditions in Woodburn.[1]

Both the *Interchange Refinement Plan Study* and *Highway 214 Alternatives Analysis Study* used traffic projections based on population and employment projections for the Urban Growth Boundary area developed by City of Woodburn Community Development Staff. These projections were developed prior to the completion of the *Woodburn Buildable Lands and Utilization Project* (2000). The employment projection used to forecast traffic conditions indicated an increase in employment of 3,221 or 64% over the 1991–2020 period. The expected employment increase by area is shown in Table 3-13.

[1] Key points from these documents were summarized by Kittelson & Associates in "Transportation Issues Associated With Economic Development Opportunities In Woodburn." Technical memorandum to Terry Moore from Phill Worth, Julia Kuhn, and Alan Danaher, February 26, 2001.

Table 3-[illegible]. Employment increases built into 2020 traffic projections, 1991–2020

	Retail & Service	Government/ Education	Industrial	Other	Total
West of I-5	485	0	616	20	1,121
South of Hwy 214 between I-5 and Boones Ferry Rd	790	0	0	0	790
East of Hwy 99E	340	0	361	0	701
North of Hwy 214 between Boones Ferry Rd and Hwy 99E	65	0	473	0	538
South of Hwy 214 between Boones Ferry Rd and Hwy 99E	73	0	0	0	73
North of Hwy 214 between I-5 and Boones Ferry Rd	39	-71	0	30	-2
Total	1,792	-71	1,450	50	3,221

Source: Interchange Refinement Plan (2000) and Highway 214 Alternatives Analysis, as summarized by Kittelson & Associates, "Transportation Issues Associated With Economic Development Opportunities in Woodburn," February 26, 2001.

To facilitate both local and regional growth, the plans identified several transportation system improvements that will be necessary, including:

- **Improvement of the I-5 / Highway 214 interchange or construction of an additional I-5 interchange to serve Woodburn.**
- **Widening of Highway 214 to four lanes east of I-5 and improvements to the Highway 214 / Boones Ferry Road intersection.**
- **Improved access management on Highway 99E and development of a future two-lane roadway behind the existing businesses on the east of Highway 99E between Highway 211 and Highway 214.**
- **Extension of Crosby Road to connect with Highway 99E.**
- **Development of a southside arterial.**
- **Improved public transportation service.**

I-5 ACCESS

I-5 is the major roadway serving the Woodburn area with a focus on interstate commerce, including trucking and tourism, and is therefore critical to the economic vitality of the City of Woodburn. Transportation plans have found that the single interchange at I-5 at Highway 214 serving Woodburn is inadequate in its current configuration to serve future development in the City, both in terms of capacity and geometry. The *Woodburn Transportation System Plan* (TSP) identified three alternatives for improving I-5 access to be addressed in a subsequent interchange refinement study:

- Improve the existing Highway 214 interchange.

- Extend the existing Highway 214 interchange to the south to create a split diamond interchange with the south ramps, integrated with an extension of Highland Avenue that would cross I-5 and tie into a new Southside Arterial.

- Construct a new interchange at Butteville Road.

Subsequent to the Woodburn TSP, a new truck-fueling depot associated with the Winco Distribution Center west of I-5 was approved and constructed, along the original alignment identified for the extension of Highland Avenue over I-5. This placed a significant constraint on the future ability of tying an extension of Highland Avenue over I-5 to a Southside Arterial.

The 2000 *Interchange Refinement Plan* recommended improving the existing Highway 214 interchange with either a standard diamond or partial cloverleaf configuration. The traffic operations analysis of the partial cloverleaf interchange improvement (including four through lanes on Highway 214 across the interchange) revealed a reserve capacity in 2020 of about 630 vehicle trips during the weekday PM peak hour. This reserve capacity translates into about an added 1,230 employees of general light industrial development, or 1,370 employees of general office development, over and above the employment increases assumed in the 2020 Interchange Refinement Plan analysis.

It is important to note that in order for improvements to the existing interchange to be successful, the improvements to Highway 214 identified in the 2000 *Interchange Refinement Plan* and called for in the *Highway 214 Alternatives Analysis* between Oregon Way and Woodland Avenue must be completed. The improvements identified for each facility (the interchange and Highway 214) are inter-dependent. Doing one set of improvements without the other will not solve either problem.

HIGHWAY 214

The *Highway 214 Alternatives Analysis* documented the need to widen Highway 214 to four through lanes east of the I-5 interchange. West of I-5, Highway 219 can be widened to four through lanes if needed in the longer term to serve added development on the west side of the interchange.

The 2020 corridor traffic operations analysis conducted along Highway 214 as part of the follow up *Interchange Refinement Plan* revealed that the Highway 214 / Boones Ferry Road interchange will be the future capacity constraint in the corridor, with a volume to capacity ratio during the weekday PM peak hour of 0.98. Boones Ferry Road will need to be widened to five lanes through the Highway 214 intersection, and added through and and/or turn lanes on Highway 214 will be required to serve 2020 traffic projections at an acceptable volume to capacity ratio.

With the recommended improvements to the I-5/Highway 214 interchange, traffic accessing the undeveloped land east of I-5 and south of Highway 214 will have to access this property off Evergreen Road. This is also the major access to Highway 214 for the existing residential area south of Highway 214. With improvements, this intersection is projected to have a volume to capacity ratio of 0.73 during the 2020 weekday PM peak hour, thus having a reserve capacity of about 485 vehicles during the weekday PM peak hour. This translates into about 950 employees of general light industrial development or 1,050 employees of general office development, in addition to the employee increases previously reflected in the 2020 travel demand projections.

It is again important to note that in order for improvements to the existing interchange to be successful, the improvements to Highway 214 identified in the 2000 *Interchange Refinement Plan* and called for in the *Highway 214 Alternatives Analysis* between Oregon Way and Woodland Avenue must be completed. The improvements identified for each facility (the interchange and Highway 214) are inter-dependent. Doing one set of improvements without the other will not solve either problem.

HIGHWAY 99E

There is the potential for new industrial development along Highway 99E north of Highway 214/211, as well as the potential for infill commercial/office/industrial development along this roadway between Highways 214/211 and south of the Highway 214 intersection. Improved access management through raised median development and driveway consolidation along Highway 99E is critical, as the roadway in the central section cannot be widened without major right-of-way impacts. The Woodburn TSP identifies the development of a future two-lane roadway behind the existing businesses on the east of Highway 99E between Highway 211 and Highway 214, which would open up access to the undeveloped industrial-zoned property in that area.

OTHER ROADWAY IMPROVEMENTS

Extending Crosby Road to intersect Highway 214 would improve access to the undeveloped industrially zoned property on the northeast side of the City, and divert some traffic off Highway 214 from Highway 99E. Also, increased use of Crosby Road to access the Woodburn Factory Outlet Stores would reduce traffic on Highway 214 across I-5.

Development of a Southside Arterial would provide access to the undeveloped south west side of Woodburn, but the benefits would be limited unless it were tied to a second interchange on I-5 south of Highway 214, or it extended west across I-5. The section of the Southside Arterial between Highway 99E and Boones Ferry Road would primarily benefit new residential development emerging in that area.

WOODBURN TRANSIT SYSTEM

There is a large transit-dependent and transit-supportive population living in Woodburn. An expansion of the City transit system to provide improved transit service to new employment centers will be required to assure that adequate access to jobs in the area is provided. The Woodburn TSP identified the expansion of bus service through converting the existing bus route to two-way operation, and expanding service coverage on both the north and south sides of Highway 214. A potential future transportation center was also identified to be developed in downtown Woodburn.

LOCAL RAIL SERVICE

The existing Union Pacific Railroad mainline through Woodburn provides an opportunity for new industrial development in the City to use this facility for local rail service. Many undeveloped parcels are identified for such development along the railroad. The provision of added spur tracks could extend east and west of the rail mainline, though caution must be taken to limit the number of new rail/highway rail crossings.

Use of this rail corridor for higher speed passenger service in the Cascadia corridor from Eugene to Vancouver, British Columbia may increase pressure to avoid or reduce the number of at-grade crossings of the railroad, thus limiting the east-west connectivity in Woodburn.

Passenger rail service through Woodburn may present a long-run opportunity for economic development, particularly the revitalization of downtown Woodburn. Currently the Cascadia and Coast Starlight passenger trains do not stop in Woodburn. According to Bob Krebs, Passenger Rail specialist with the Oregon Department of Transportation, the City may be able to get passenger service in Woodburn if it can show that the stop would generate sufficient passenger traffic. The City would also need to fund construction of a passenger rail station.

Demonstrating sufficient demand for passenger rail service is the primary obstacle to getting a stop in Woodburn, as the city has historically produced low ridership when it was served by passenger rail or throughway bus service. It may be difficult for the City to show the potential ridership before the service is available in Woodburn, as having the service would be necessary to attract the type of development that would support ridership. Woodburn would also need to compete with other cities in the corridor that may want passenger service, and the number of stops the train can make is limited because of the impact on travel time, schedule, and other rail traffic.

Planned passenger rail service from Woodburn to the Oregon Gardens in Silverton may present an opportunity to get Cascadia service. A Cascadia stop in Woodburn would allow some travelers to connect to the Oregon Gardens service without driving on I-5.

While the potential for Cascadia service in Woodburn may seem unlikely in the near future, the City may want to preserve the long-run opportunity by protecting a site for a station and the parking and access that would be necessary for the station to function.

RENEWABLE AND NON-RENEWABLE RESOURCES

Goal 9 requires economic development plans to be based on a consideration of the availability of renewable and non-renewable resources and pollution control requirements in the planning jurisdiction. Goal 9 goes on to state that economic projections should take into account the availability of natural resources to support the expanded development, and that plans to improve the economy should consider as a major determinant the carrying capacity of the air, land, and water resources of the planning area.

Agricultural land and regulations to protect threatened and endangered species are two resource issues with potential to affect economic development planning in Woodburn. The availability of buildable land and water supply issues are addressed elsewhere in this chapter.

Woodburn is located in the fertile French Prairie portion of the Willamette Valley, and it has traditionally served as an agricultural service center for northern Marion County. Agricultural production in the area has supported employment in Woodburn, both directly as in the Food Processing industry, and indirectly in the Retail Trade and Services sectors.

While employment in agricultural production and food processing is not expected to grow substantially in the forecast period, it should continue to play an important role in Woodburn's economy. Agriculture in Oregon is less constrained by regulation and environmental issues compared to other states, especially the water supply issues that are reducing the capacity of California farmers to supply fruit and vegetables. This may open an opportunity for Willamette Valley farmers and processors to boost production and market share in fresh and processed foods. A threat to agricultural activity in Woodburn and the surrounding area is population growth in the Willamette Valley, may reduce the amount of land in production by converting agricultural land to urban and rural residential uses.

The listing of the upper Willamette Spring Chinook and Steelhead may have widespread effects in the Willamette Valley because these fish swim and spawn in the Willamette River and its tributaries. Because these species were only recently listed as threatened, specific regulations to protect these species have not been adopted. However, it is widely anticipated that regulations will impact economic activity by restricting some agricultural practices, increased standards for storm and sanitary sewer discharges into waterways, and further limiting development near streams and rivers.

Regulations to protect salmon will be imposed throughout the Willamette River basin. Regulations to protect salmon should have less of an impact in Woodburn than in many other Willamette Valley communities, because

Woodburn is not located on the Willamette River or one of its tributaries, and Woodburn's Comprehensive Plan identifies only Senecal Creek and Mill Creek as potential fish habitat. In this context the implementation of regulations to protect salmon may create a comparative advantage for development sites in Woodburn. While these measures may impose significant costs to specific activities at specific sites, overall they are unlikely to significantly affect the overall level of income or employment in the Willamette Valley.

QUALITY OF LIFE

Quality of life is difficult to assess because it is subjective—different people will have different opinions about factors affect quality of life, desirable characteristics of those factors, and the overall quality of life in any community. Economic factors such as income, job security, and housing cost are often cited as important to quality of life. These economic factors and overall economic conditions are the focus of this report, so this section will focus on non-economic factors that affect quality of life.

Quality of life can be important for economic development in Woodburn because it affects the relative attractiveness of the city to migrants. Net migration is expected to make up about 70% of the Oregon's population growth over the next twenty years.[a] A relatively desirable quality of life may help Woodburn attract more migrants than it otherwise would. Most migrants bring work skills that will help increase availability of labor in the region and support economic activity in the construction, retail trade, and services sectors. Some migrants may be highly-skilled and can help generate further economic development by adding their skills to existing businesses or by attracting new businesses to the area.

The developed portions of Woodburn contribute to quality of life by providing schools, public safety, shopping, parks, and cultural activities, and Woodburn's location near Portland allows its residents to enjoy the cultural opportunities of a larger urban area. Woodburn's size and location allow its residents to enjoy these urban amenities while maintaining a small-town or rural lifestyle and having access to outdoor recreational opportunities. While Woodburn shares these quality of life attributes with other communities in the Willamette Valley, the combination of proximity to larger cities with a small-town or rural lifestyle will become increasingly scarce as population growth continues. A challenge for Woodburn will be maintaining the qualities of a small town while accommodating population and employment growth. To the extent that Woodburn becomes more like other suburban communities it will loose the advantage of having small-town character with proximity to larger urban areas.

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[a] State of Oregon, Office of Economic Analysis. January 1997. *Long-Term Population and Employment Forecasts for Oregon*. Salem: Department of Administrative Services.

Target Industries

This chapter builds on Woodburn's opportunities and constraints as well as our analysis of national, state and regional economic trends to identify target industries.

CRITERIA FOR SELECTING TARGET INDUSTRIES

Selecting target industries is not an easy task. First, there is the issue of deciding how many industries to target. This depends on the purpose of the targeting. For the purpose of the Economic Opportunity Analysis, we believe that targeting 10-15 industries will provide potential for more focused analysis of site needs and for coordinated efforts to attract good jobs to Woodburn.

Both the attractiveness of the industry to Woodburn and the attractiveness of Woodburn to the industry must be considered when selecting target industries. These considerations are embodied in the criteria used to select target industries in this chapter. These criteria are:

- **1999 employment in Woodburn and the North Valley region.** Industries with significant existing employment in the North Valley Region are the industries most likely to have significant growth opportunities. Small industries are unlikely to add great numbers of employees or have an impact on Woodburn's economy, even if their expected employment growth rate and average payroll are high.

- **Employment growth 1990–1999 in Woodburn and the North Valley region.** Past employment growth can be an indicator of the potential for future employment growth. Industries that have been growing in the community in recent times may continue to grow in the future.

- **Expected employment growth 1998–2008 in Workforce Region 3 and the Portland Area.** Employment forecasts indicate whether an industry is going to gain or shed jobs in the area. For the target industry analysis we use 1998–2008 employment forecasts from the Oregon Employment Department for Workforce Region 3 (Marion, Polk, and Yamhill Counties) and the Portland Area (Clackamas, Clark, Columbia, Multnomah, Washington, and Yamhill Counties).

- **Regional average payroll per employee.** Average wages vary quite a bit. Retail and service industries tend to have lower wages, while manufacturing industries tend to have higher wages.

These criteria were used to identify potential target industries for further analysis. High-wage industries with the best prospects for growth were then further evaluated using the following criteria:

[illegible] and regional location quotient. A location quotient is the ratio of the percentage share of an industry's employment in the local economy to the percentage share of that industry's employment in a larger area. Thus it reflects the relative concentration of an industry in a particular area. For example, if mitten manufacturing accounts for 5% of employment in Woodburn but 10% of employment in the North Valley region, the local location quotient for mitten manufacturing is 0.5. A location quotient can have opposite interpretations depending on circumstances. A location quotient less than one suggests that the local economy may be able to attract its share of regional employment in that industry, or that the local economy has a comparative disadvantage for firms in that industry. A location quotient greater than one suggest that the local economy may not be able to attract more employment in that industry because it already has more than its regional share, or that the local economy has comparative and competitive advantages for firms in that industry that may lead to further growth.

Location quotients were calculated for Woodburn and the North Valley region. Comparing location quotients essentially compares one mixed message with another, but in general:

- When both are lower than one it suggests that the region is not attractive to firms in that industry, although in some cases there may be an opportunity to attract firms in that industry.
- High location quotients in both Woodburn and the North Valley suggests that the region has a comparative advantage for firms in that industry, but growth prospects depend on national economic conditions and industry trends.
- A high location quotient in the North Valley but low in Woodburn suggests the region has comparative advantages for firms in that industry and Woodburn may be able to attract a larger share of employment in that industry.
- A low location quotient in the North Valley but high location quotient in Woodburn suggests that the region does not have a comparative advantage in that industry, and the local prospect for growth is low.

- **Environmental characteristics.** For some industries, air or water emissions, noise, vibration, or traffic congestion might be an issue of concern to Woodburn.
- **Compatibility with public utilities.** In some cases, an industry's expected use of water, sewer, drainage, or electricity infrastructure might be higher than normal. This is not necessarily negative, unless Woodburn's public utilities could not efficiently provide the needed capacity.

- **Other factors.** These include consideration of whether the industry is a primary one that is likely to attract outside dollars and have high spin-off effects, and whether the location is one that makes sense for industries in terms of proximity to markets and suppliers.

POTENTIAL TARGET INDUSTRIES FOR WOODBURN

FIRST-ROUND EVALUATION

ECO narrowed the list of nearly 70 industries to 24 *potential* target industries through the application of the first set of criteria described above. In applying the criteria, ECO separated the industries into two groups to reflect their different nature. The first group includes industries commonly referred to as **Industrial**—those in the Construction, Manufacturing, Transportation/Communication/Utilities, and Wholesale Trade sectors. The second group includes **Non-Industrial** industries—those in the Agriculture, Mining, Retail Trade, Finance/Insurance/Real Estate, Services and Government sectors.

Standards for each criteria were set to identify target industries. While the criteria are the same for Industrial and Non-Industrial industries, the standards vary to reflect different conditions in each set of industries.

- **1999 employment:** over 1,000 for industries in the North Valley region. Industries below these thresholds may be too small to generate significant opportunities for employment growth in Woodburn.

- **Employment growth 1990–1999:** over 10% for Industrial firms and over 20% for Non-Industrial firms because of a higher average growth rate in Non-Industrial industries.

- **Expected employment growth 1998–2008:** over 0% for Industrial industries and over 10% for Non-Industrial industries, again because of a higher average growth rate in Non-Industrial industries.

- **Regional average payroll per employee:** over $35,000 for Industrial industries and over $30,000 for Non-Industrial industries, because of the higher average payroll per employee levels in Industrial industries.

These criteria and standards were used to make a first pass at identifying potential target industries for Woodburn. To make it to the second round of evaluation, industries had to meet the standards for all criteria. The results of applying the criteria to Industrial and Non-Industrial industries are shown in Tables 4-1 and 4-2. The shading in the table represents criteria on which the industries failed the standards listed. The 24 industries that are shaded are those that were not selected as potential target industries for a second round of evaluation.

Table 4-1. First-round criteria for selecting potential industrial target industries

INDUSTRIAL CONSTRUCTION, MANUFACTURING, TCU, WHOLESALE

SIC		1999 Employment		Employment Growth 90-99		Employment Growth 98-08		Regional Average Payroll per Empl
	CRITERIA-->	97071 Zip Code Area	North Valley Region	97071 Zip Code Area	North Valley Region	Region 3	Portland Area	
	STANDARD-->	none	>1,000	Either >10%		Either >0% (if data available)		>$35K
15	General Building Contractors	172	12,011	173%	44%			$39,892
16	Heavy Construction	13	4,873	-43%	31%			$45,209
17	Special Trade Contractors	198	33,527	69%	53%			$37,381
20	Food & Kindred Products	776	13,401	12%	2%	2%	-4%	$28,139
22	Textiles		1,014		-34%		-18%	$33,533
23	Apparel		2,053		-10%		-7%	$21,49[illegible]
24	Lumber & Wood Products	1,013	10,823	32%	-8%	2%	-6%	$34,96[illegible]
25	Furniture		2,759		29%		8%	$30,24[illegible]
26	Paper & Allied Products		3,791		-9%		0%	$47,71[illegible]
27	Printing & Publishing	27	11,224	-16%	22%		8%	$37,06[illegible]
28	Chemicals		1,963		36%		8%	$43,10[illegible]
29	Petroleum & Coal		334		-43%			$46,68
30	Rubber & Plastics		5,297		51%		20%	$36,47
31	Leather		324		-15%		-7%	$25,59
32	Stone, Clay, & Glass		3,391		29%		17%	$36,25
33	Primary Metal		8,282		-1%		7%	$44,56
34	Fabricated Metal		11,979		26%		14%	$35,06
35	Industrial Machinery & Equipment	129	15,372	63%	20%		9%	$50,08
36	Electronic & Electric Equipment		27,049		102%		30%	$70,42
37	Transportation Equipment		12,719		25%		23%	$46,71
38	Instruments		8,489		-22%		5%	$55,4[illegible]
39	Miscellaneous Manufacturing		2,462		-10%		11%	$31,8[illegible]
40	Railroad							$17,6[illegible]
41	Passenger Transit		3,337		37%			$18,8[illegible]
42	Trucking & Warehousing	123	16,341	92%	4%	21%	22%	$35,2[illegible]
44	Water Transportation		1,954		67%			$50,2[illegible]
45	Air Transportation		10,593		156%			$24,[illegible]
46	Pipelines							
47	Transportation Services		3,906		25%	21%	22%	$[illegible]
48	Communications	23	8,426	44%	10%	15%	4%	$52,6[illegible]
49	Electric, Gas, Sanitary		6,270		21%		16%	$62,1[illegible]
50	Wholesale Trade: Durables	166	37,840	181%	10%		19%	$46,[illegible]
51	Wholesale Trade: Nondurables	128	28,589	198%	29%		20%	$45,[illegible]

Source: Oregon Employment Department, confidential ES-202 data provided to ECONorthwest, and Industry Projections 1998–2008. Calculations and summary by ECONorthwest.
Notes: Shaded cells indicate that the industry failed under the listed criteria.

Table 4-2. First-round criteria for selecting potential non-industrial target industries

NON-INDUSTRIAL: AGRICULTURAL SERVICES, RETAIL, FIRE, SERVICES, GOVERNMENT

	1999 Employment		Employment Growth 90-99		Employment Growth 98-08		Regional Average Payroll per Employee
CRITERIA-->	97071 Zip Code Area	North Valley Region	97071 Zip Code Area	North Valley Region	Region 3	Portland Area	
STANDARD-->	none	>1,000	Either >20%		Either >10% (if data available)		>$30K
01 Agricultural Production - Crops	775	15,152	14%	23%			$18,104
02 Agricultural Production - Livestock		846		-6%			$23,364
07 Agricultural Services	403	9,142	476%	89%			$26,815
08 Forestry	36	1,470	-50%	-18%			$22,167
09 Fishing, Hunting, Trapping		18		64%			$40,361
52 Building Materials	144	6,912	-10%	60%		24%	$26,597
53 General Merchandise	307	22,075	328%	20%	28%	20%	$23,904
54 Food Stores	880	21,283	221%	-2%	17%	15%	$20,741
55 Automotive Dealers & Service	274	18,898	41%	29%		18%	$32,423
56 Apparel	61	9,628	281%	40%		15%	$18,131
57 Furniture	42	8,914	163%	50%		18%	$27,192
58 Eating & Drinking	548	61,201	42%	31%	19%	22%	$12,444
59 Miscellaneous Retail	84	18,264	79%	29%		20%	$18,863
60 Depository Institutions	76	14,676	4%	5%		16%	$34,865
61 Nondepository Institutions		6,937		136%		18%	$46,419
62 Security & Commodity Brokers		3,016		83%		18%	$94,928
63 Insurance Carriers		14,314		23%		9%	$42,024
64 Insurance Agents	24	6,033	0%	34%		9%	$39,821
65 Real Estate	111	14,543	122%	46%		15%	$27,425
67 Holding & Investment Offices		1,407		-13%		18%	$85,491
70 Hotels & Lodging Places	58	10,216	76%	27%		20%	$16,496
72 Personal Services	49	8,051	-4%	13%		14%	$18,843
73 Business Services	88	68,241	126%	82%	38%	51%	$31,253
75 Auto Repair & Services	59	10,009	5%	42%		30%	$26,896
76 Miscellaneous Repair	7	2,620	40%	-27%			$31,091
78 Motion Pictures		4,910		104%		36%	$24,175
79 Amusement & Recreation	65	11,840	76%	91%		36%	$22,387
80 Health Services	212	63,475	-2%	24%	19%	20%	$36,003
81 Legal Services	18	7,228	7%	13%		13%	$48,353
82 Educational Services	29	13,357	26%	50%		40%	$26,073
83 Social Services	185	24,879	671%	75%		43%	$16,716
84 Museums	0	66		12%			$31,780
86 Membership Organizations	87	14,385	32%	40%			$18,130
87 Engineering & Management	20	20,042	-13%	39%	38%	30%	$45,272
88 Private Households		1,583	-40%	68%			$16,243
89 Services NEC	0	267		23%			$45,249
Local Government	841	86,691	79%	40%	16%	16%	$33,404
State Government		27,331		-13%	8%	14%	$35,765
Federal Government		16,857		-5%	5%	2%	$44,412

Source: Oregon Employment Department, confidential ES-202 data provided to ECONorthwest, and Industry Projections 1998–2008. Calculations and summary by ECONorthwest.
Notes: Shaded cells indicate that the industry failed under the listed criteria.

SECOND-ROUND EVALUATION

The 24 industries identified as potential target industries in the first round of evaluation were further evaluated based on a second set of criteria, including location quotients, environmental characteristics, compatibility with public infrastructure, and other factors. This evaluation is more qualitative than the measurable criteria used in the first round of identifying target industries. Table 4-3 provides our evaluation of these industries. As with the first round of evaluation, shading means that the industry failed according to the criteria listed. Shaded industries were not selected as target industries.

Table 4-3. Second-round criteria for selecting target industries

SIC Industry	Location Quotient: Local Relative to Region	Location Quotient: Regional Relative to U.S.	Comments on Location Quotients	Environmental Characteristics	Compatibility with Infrastructure	Other Comments
15 General Building Contractors	1.58	1.11				Ancillary to other industrial and residential growth
16 Heavy Construction	0.29	0.78	Low regional and local shares; unlikely that industry finds comparative advantage in region or Woodburn			Ancillary to other industrial and residential growth
17 Special Trade Contractors	0.65	1.12				Ancillary to other industrial and residential growth
27 Printing & Publishing	0.28	1.01	Potential for growth in Woodburn as regional share is not too low			
28 Chemicals	2.64	0.27	High local share of small regional share	Potential source of water and air pollution and toxic wastes		
32 Stone, Clay, & Glass	0.28	0.68				
34 Fabricated Metal	0.45	1.12				
35 Industrial Machinery & Equipment	0.92	1.02				
36 Electronic & Electric Equipment	0.00	2.31	Potential for growth in Woodburn due to high regional share		Some firms require large quantities of clean water	
37 Transportation Equipment	0.00	0.96	Potential for growth in Woodburn as regional share is not too low			
42 Trucking & Warehousing	0.83	1.28			Places high demand on transportation system	
44 Water Transportation	0.00	1.49				Not practical in Woodburn, which lacks navigable waterways
48 Communications	0.30	0.77	Low regional and local shares; unlikely that industry finds comparative advantage in region or Woodburn			
49 Electric, Gas, Sanitary	0.72	1.03				Ancillary to other industrial and residential growth
50 Wholesale Trade: Durables	0.48	n/a	Potential for growth in Woodburn if regional share is not too low		Places high demand on transportation system	
51 Wholesale Trade: Nondurables	0.49	n/a	Potential for growth in Woodburn if regional share is not too low		Places high demand on transportation system	
55 Automotive Dealers & Service	1.60	1.10				Ancillary to other industrial and residential growth
61 Nondepository Institutions	0.05	n/a	Potential for growth in Woodburn if regional share is not too low			Primarily located in central city/suburban locations, but may be opportunity for back office operations
62 Security & Commodity Brokers	0.11	0.59	Low regional and local shares; unlikely that industry finds comparative advantage in region or Woodburn			
73 Business Services	0.14	1.03	Potential for growth in Woodburn as regional share is not too low			Primarily located in central city/suburban locations, but may be opportunity for back office operations
76 Miscellaneous Repair	0.29	0.96	Potential for growth in Woodburn as regional share is not too low			Ancillary to other industrial and residential growth
80 Health Services	0.37	0.87	Potential for growth in Woodburn as regional share is not too low			Major hospitals located in regional centers (Portland & Salem), but may be opportunity for clinical services
87 Engineering & Management	0.11	0.82	Potential for growth in Woodburn as regional share is not too low			
Local Government	1.07	0.98				Ancillary to other industrial and residential growth

Source: Oregon Employment Department ES-202 data, ECONorthwest.
Notes: Shaded cells indicate that the industry failed under the listed criteria.

LOCATION QUOTIENTS

As we mentioned earlier, location quotients are difficult to interpret despite their quantitative nature. In general, we believe that regardless of the *local* location quotient in Woodburn, a high *regional* location quotient means the region has a significant share of employment, and Woodburn could possibly take advantage of the region's comparative advantage. The converse of this is that low regional location quotients are negative; they provide an unfavorable assessment about the region's comparative advantage, which may not be altered by Woodburn's economic development strategies.

Even if the local location quotient for Woodburn is high, meaning that Woodburn has a comparative advantage in that industry within the region, the *region* must have some minimum location quotient in that industry, otherwise Woodburn's high share of regional employment represents a high share of something fairly insubstantial.

Because of the difficulty in interpreting these location quotients, we only used them to eliminate three industries (heavy construction, communications, and security and commodity brokers). We did so where both the local and the regional location quotients were less than 0.8, indicating that neither the region nor Woodburn has a comparative advantage in these industries.

ENVIRONMENTAL CHARACTERISTICS

Though many industries are potentially detrimental to the environment, we considered only the chemicals industry to have serious enough issues in this regard to warrant its exclusion from the target industries list.

COMPATIBILITY WITH INFRASTRUCTURE

Though several industries place a high demand on the transportation system, and electronic fabrication industries can use high quantities of water, without detailed modeling we cannot justify the conclusion that Woodburn is incapable of supporting these industries.

OTHER FACTORS

Six industries, including construction industries, automotive dealers, repair services, and local government, were eliminated from the target industry list because they are ancillary in nature. Because they are dependent on growth in other industries and the residential population, they are difficult to target.

FINAL TARGET INDUSTRIES

Table 4-4 lists the 13 target industries that were selected after the first-round and second-round evaluations.

SIC	Industrial Industries	SIC	Non-Industrial Industries
27	Printing and Publishing	61	Nondepository Institutions
32	Stone, Clay, & Glass	73	Business Services
34	Fabricated Metal	80	Health Services
35	Industrial Machinery & Equipment	87	Engineering & Management
36	Electronic and Electric Equipment		
37	Transportation Equipment		
42	Trucking & Warehousing		
50	Wholesale Trade: Durables		
51	Wholesale Trade: Nondurables		

Source: ECONorthwest.

The types of firms included in each target industry category are described in Appendix B of this report.

LOCATIONAL AND SITE NEEDS OF FIRMS IN TARGET INDUSTRIES

The required site and building characteristics for the target industries range widely. As such, a variety of parcel sizes, building types and land use designations are required to attract target industries.

There are generally four types of site classifications for the target industries: large lot industrial sites (40-80+ acre parcels); campus research and development (R&D) and smaller manufacturing sites (20 to 40 acre parcels); smaller light industrial/office sites (4-20 acre parcels); and speculative space within office/flex and mixed-use developments. This section describes some of the locational and site needs of typical firms in target industries.

Large lot target industries include Electronic and Electric Equipment manufacturing (i.e., silicon chip fabrication plants). These users are generally more land intensive (typical site requirements exceed 100 acres) and have a relatively high level of environmental and water system impacts.

Industries with firms that may locate in campus research and development (R&D) and manufacturing sites include Electronic and Electric Equipment and the rest of the manufacturing industries may fall into this category.

Smaller light industrial/office sites (4-20 acre parcels) and speculative space within office/flex and mixed-use developments could accommodate smaller manufacturing firms, firms in Wholesale Trade and all of the Non-Industrial target industries.

Table 4-5 summarizes the lot sizes needed for firms in target industries for which data is available at this time.

Table 4-6. Typical lot size requirements for firms in target industries

Industry	Lot Size (acres)	Site Needs
Printing & Publishing	5 – 10	
Stone, Clay & Glass	10 – 20	Flat
Fabricated Metals	10 – 20	Flat
Industrial Machinery	10 – 20	Flat
Electronics – Fab Plants	40 – 80+	Suitable soil
Electronics – Other	10 – 30	
Transportation Equipment	10 – 20	Flat
Trucking & Warehousing	varies	
Wholesale Trade	varies	
Non-Depository Institutions	1 – 5	
Business Services	1 – 5	
Health Services	1 – 10	
Engineering & Management	1 – 5	

Source: ECONorthwest.

More specific locational issues for firms in target industries include the following issues:[1]

- **Land use buffers:** According to the public officials and developers/brokers ECO has interviewed, industrial areas have operational characteristics that do not blend as well with residential land uses as they do with office and mixed-use areas. Generally, as the function of industrial use intensifies (e.g., heavy manufacturing) so to does the importance of buffering to mitigate impacts of noise, odors, traffic, and 24-hour 7-day week operations. Adequate buffers may consist of vegetation, landscaped swales, roadways, and public use parks/recreation areas. Depending upon the industrial use and site topography, site buffers range from approximately 50 to 100 feet. Selected commercial office, retail, lodging and mixed-use (e.g., apartments or office over retail) activities are becoming acceptable adjacent uses to light industrial areas.

- **Flat sites:** Flat topography (slopes with grades below 10%) is needed for manufacturing firms, particularly large electronic fabrication plants and 10+ acre fabricated metals and industrial machinery manufacturing facilities.

- **Parcel configuration and parking:** Industrial users are attracted to sites that offer adequate flexibility in site circulation and building layout. Sites must also provide adequate parking, vehicular

[1] Fortune 500 companies appear to be trending towards suburban locations for corporate campus facilities. Relatively low cost land, flexibility for future growth, and proximity to labor force are typical reasons for locating facilities such as Nike, Intel, In-Focus, and Tektronix in suburban locations. Given the relatively high cost of land in California and Washington, and short supply of sites over 20 acres throughout the western United States, there is an emerging opportunity for the Woodburn area. Woodburn is close enough to the high-tech areas of Wilsonville and Washington County to be a viable option for a corporate campus. Firms in Electronic and Electric Equipment and Business Services have potential in this regard.

1,000 square feet are typical design requirements. In general rectangular sites are preferred with parcel width of at least 200-feet and length that is at least two times the width for build-to-suit sites. Parcel width of at least 400 feet is desired for flex/business park developments.

- **Soil type:** Soils stability and ground vibration are fairly important considerations for special high precision manufacturing processes, such as assembling 650 megahertz or higher speed microchips.

- **Building density:** Today's industrial buildings are designed to accommodate materials shipments, goods storage, manufacturing processes, and administrative and customer-support functions. In addition to solid foundations to accommodate the weights of fork lifts moving heavy goods as well as machinery, interior ceiling heights of 18 to 28 feet are expected for manufacturing facilities. Even higher ceiling heights (of up to 45 feet) are expected for warehousing facilities. The ratio of building floor area to site area (FAR) typically ranges from 0.35 for industrial/flex buildings to 0.5 for office buildings. Building depth for industrial and flex buildings is often 100 to 120 feet, while width varies significantly.

- **Air transportation:** Proximity to air transportation is also key for high technology manufacturing industries, particularly those in the Electronic and Electric Equipment and Industrial Machinery industries. The distance of Woodburn to a major airport could be a drawback in attracting the target industries.

- **Fiber optics and telephone:** In the near future, most if not all industries shall expect access to high-speed internet communications. Some industries, such as internet hotels (a subset of SIC 73—Business Services), require the largest fiber optic telecommunications system available, while others need only redundant T-1 capacity.

- **Potable water:** Potable water needs range from domestic levels to 300 kgpd (thousands of gallons per day). Significantly higher levels of water demand are associated with selected industries in SIC 36 (i.e., silicon chip fabrication plants). However, emerging technologies are allowing these industries to rely on recycled water with limited on-site water storage and filter treatment. The demand for water for fire suppression also varies.

- **Power requirements:** Electricity power requirements range from redundant 115 kva to 230 kva. Average daily power demand (as measured in kilowatt hours) generally ranges from approximately 5,000 kwh for small business service operations to 30,000 kwh for very large manufacturing operations. The highest power requirements are associated with SICs 34, 36 and telecom hotels (within SIC 73). For comparison, the typical household requires 2,500 kwh per day.

- **Transportation:** All of the target industries with the possible exception of business services are heavily dependent upon surface transportation for efficient movement of goods, commodities and their workers. Proximity to I-5 is a key attribute to Woodburn and would be acceptable to most of the target industries. An adequate highway and arterial roadway network would be needed for all industries (including business services).

- **Transit:** Transit access is most important to the target industries with the greatest jobs density and consumer activity, particularly SIC 73.

- **Pedestrian and bicycle facilities:** The ability for workers to access amenities and support services such as retail, banking, and recreation areas by foot or bike is increasingly important to employers. Very large employers (with over 500 employees) tend to provide on site amenities such as food service, day care, dry cleaning and banking. However, the majority of job growth is in small to medium sized employers who rely on off site amenities. The need for safe and efficient bicycle and pedestrian networks will prove their importance overtime as support services and neighborhoods are developed adjacent to employment centers.

- **Employee training:** It is important for firms in high-tech and other industries to have nearby facilities where employees can conveniently receive training on latest technologies and skills.

In summary, there is a wide range of site requirements for the potential target industries. While all of the industries rely on efficient transportation access and basic water, sewer and power infrastructure, they have varying need for parcel size, slope, configuration, and buffer treatments. Transit, pedestrian and bicycle access are needed for commuting, recreation and access to support amenities.

Conclusions

All the preceding technical work contained in this report has been structured to comply with the Goal 9 requirements for an "Economic Opportunity Analysis." That information and structure is useful to the City for procedural reasons: it allows the City to demonstrate to state agencies that it has met state planning requirements.

Equally, if not more, important from the City's perspective is that the information is a base from which possible futures and policy options can be generated and evaluated. That evaluation will, in turn, lead to changes in policy that the City believes will increase its possibilities for achieving the future it decides to pursue.

Since the beginning of this project, the City has been clear about the direction it wants to head. In short, City staff have represented that they, the City Council, and the voters the Council represents are in favor of economic growth; would like to see higher-paying, non-polluting jobs to Woodburn; and would like to see the development of more higher-end housing consistent with the incomes that employees in such industries will be paid.

Thus, in this study we have tried to adjust the standard requirements of an Economic Opportunity analysis to address the specific economic development issues of interest to the City. The study has tried to:

- Determine Woodburn's comparative advantages and constraints in the regional economic market place (this report)
- Identify potential appropriate industrial and commercial firms with higher paying jobs, and the demographic, locational, site and infrastructure characteristics desired by these firms (this report)
- Evaluating what it would take (in terms of investment, City policy changes, plan and code amendments and state approvals) to move in the direction of desired changes (following report on *Development Strategies*).

This chapter draws conclusions from the information presented in previous chapters and addresses the first two issues listed above: determining Woodburn's comparative advantage, and identifying target industries. The third issue, evaluating steps to move in the direction of desired changes, will be addressed in the subsequent Development Strategies report. The Development Strategies report will describe a vision for Woodburn's future economic development, founded on factual information, that simultaneously meets state planning requirements.

The following conclusions are intended to raise issues for consideration in the in the next phase of this project. Some conclusions address economic development opportunities; others economic development constraints. While the conclusions ultimately relate to each other in diverse ways ways, we structure them around several key topics for the purpose of discussion.

Economic growth in the northern Willamette Valley region presents an opportunity for Woodburn to attract firms in relatively high-wage industries. Chapter 5 identifies target industries and their locational needs. Table 5-1 lists the 13 target industries identified as potential targets after the first-round and second-round evaluations.

Table 5-1. Target Industries for Woodburn

SIC	Industrial Industries	SIC	Non-Industrial Industries
27	Printing and Publishing	61	Nondepository Institutions
32	Stone, Clay, & Glass	73	Business Services
34	Fabricated Metal	80	Health Services
35	Industrial Machinery & Equipment	87	Engineering & Management
36	Electronic and Electric Equipment		
37	Transportation Equipment		
42	Trucking & Warehousing		
50	Wholesale Trade: Durables		
51	Wholesale Trade: Nondurables		

Source: ECONorthwest.

A comparison of the locational needs of target industries to the locations that Woodburn can offer leads to several conclusions:

- Different industries have different site-size requirements. Depending on the type of industry, site requirements could range anywhere from 1-100 acres. The parcel size for a single moderate-sized employer may not be great. For example, 100 employees in a firm that is primarily office based may require a building of 25,000 to 40,000 square feet. At two stories, the footprint of that building would be 12,000 to 20,000 square feet. Given typical parking and landscaping requirements, such a building could be accommodated on a parcel of 12 to 2 acres.

  But the story is not that simple. The business may want room for expansion; it may require one-story for its operation; it may be concerned about image and want to make sure that it is part of a larger campus environment. Campus research and development parks may require sites ranging from 20 to 40 acres, while smaller business parks may require sites of 5-20 acres.

- Industrial users are attracted to sites that offer adequate flexibility in site circulation and building layout. Sites must also provide adequate parking, vehicular circulation and open space. In general rectangular sites are preferred with parcel width of at least 200-feet and length that is at least two times the width for build-to-suit sites. Parcel width of at least 400 feet is desired for flex/business park developments.

- Larger firms appear to be trending towards suburban locations for corporate campus facilities. Relatively low cost land, flexibility for future growth, and proximity to labor force are typical reasons for locating facilities in suburban locations. Given the relatively high cost

of land in California and Washington, and short supply of sites over 20 acres throughout the western United States, there is an emerging opportunity for the Woodburn area. Woodburn is close enough to the high-tech areas of Wilsonville and Washington County to be a viable option for a corporate campus. Firms in Electronic and Electric Equipment and Business Services have potential in this regard.

- The flat topography of Woodburn is consistent with the site needs of target industries. Flat topography (slopes with grades below 10%) is needed for manufacturing firms, particularly large electronic fabrication plants and 10+ acre fabricated metals and industrial machinery manufacturing facilities.

- Soils stability and ground vibration are fairly important considerations for special high precision manufacturing processes, such as assembling 650 megahertz or higher speed microchips. Sites close to the railroad will be unacceptable for these types of manufacturing uses.

- All of these target industries require basic water, sewer and power infrastructure. Fiber optic connections are probably a requirement for these industries. Most of them demand good access to the interstate system. Some prefer proximity to a major airport.

In summary, all of the industries rely on efficient transportation access and basic services, but they have varying need for parcel size, slope, configuration, and buffer treatments.

BUILDABLE LANDS

Buildable lands appear to be a potential constraint to economic development in Woodburn. The City is expected to have an overall deficit of 205 acres over the 1999–2020 period—not including an estimated 71 acres of land needed for schools. Supply and demand for high-density residential and commercial land is evenly matched. Other conclusions from our review of the buildable land analysis:

- The *Woodburn Buildable Lands and Urbanization Project* (henceforth, the Buildable Lands Analysis) shows a 332 acre deficit for industrial land. Moreover, none of the vacant tax lots are over 15 acres in area, and no aggregates of tax lots (contiguous, but independent of ownership) exceed an area of 35 acres. Because all of the parcels are in different ownerships, it is unclear whether a developer could assemble these parcels into a single site. Moreover, the two key vacant industrial areas are distant from I-5 which may limit the types of businesses that might locate there.

- The configuration and location of buildable industrial sites does not provide a good match to the site needs of targeted industries described in the previous section. The Buildable Lands Analysis recommended

and configuration of any industrial land added to the UGB is an important consideration.

- The Buildable Lands Analysis shows a 195-acre surplus for low-density residential land. Available residential sites should provide for a variety of housing to be built at a range of values. The Buildable Lands Analysis recommends expanding the UGB to include all of the Tukwila residential development. This action would add 28.7 acres of low-density residential land that would probably be built in higher-value single-family residences.

HOUSING

Housing is an important component of any economic development strategy. The availability of housing for households at all income levels is a necessity for Woodburn to achieve its economic vision. Following are conclusions on the relationship of housing to economic development:

- Planners and policymakers sometimes refer to a "jobs/housing balance," and measure the extent of the imbalance by calculating the ratio of jobs to housing units or households (on the assumption that every household has a dwelling unit). The jobs/housing ratio in Woodburn is improving. In 1990 there were 0.65 jobs available in the Woodburn zip code for every household. At the same time there were 1.06 employed persons per household, meaning that some people in Woodburn had to be going outside of Woodburn for work. That may force residents to seek employment outside the community. Due to significant job growth, between 1990 and 1997, there were approximately 1.01 jobs available in the Woodburn zip code for every household.

- Woodburn is one of the more affordable communities in the region. Since 1990, single-family housing in Woodburn has been consistently more affordable that housing in surrounding communities. In 1998, the average sales price of a home in Woodburn was $121,000, compared to $133,500 in Mt. Angel, and $161,700 in Silverton.

- Demand for higher-end housing appears to be primarily from empty-nesters at this time. The present housing mix may not provide enough higher-end housing to accommodate professional employees from the types of businesses it hopes to attract. That shortcoming is not fatal: housing markets will respond to demand if serviced land is available.

- Hispanic workers tend to earn lower wages than workers statewide. The 2000 Census indicates that 50% of Woodburn's population was Hispanic. Hispanic households also tend to have larger household sizes.

- The relationship between job creation, wages, and housing affordability is an important one. The data on employment trends in Woodburn area suggest that (1) incomes are less than county averages, and (2) that many of the jobs forecast in the area will be lower wage jobs. While housing in Woodburn is relatively affordable compared to other nearby communities, the structure of new job creation could lead to a greater affordability gap than exists today.

- The results of the OHCS model suggest that a substantial number of lower cost units will be needed. For example, 1,067 dwelling units will be needed for households with incomes under $20,000. This is 45% of the City's total estimated housing need. While cost savings are possible, it is difficult to significantly decrease the cost of construction. Increasing wages is another strategy to bringing housing costs more in line with wages.

- Economic development strategies pursued by the City could change the distribution of housing need. For example, successfully recruiting a high-wage manufacturing plant could create additional need for owner-occupied dwelling units in the $187,000 and over category.

TRANSPORTATION

Improved I-5 access to and from potential development sites is critical for economic development in Woodburn. Transportation plans have found that the single interchange at I-5 / Highway 214 serving Woodburn is inadequate in its current configuration to serve future development in the City, both in terms of capacity and geometry. With its location in the northwest portion of the City, the current interchange is not positioned to provide adequate access to the undeveloped land in the southern portion of Woodburn. Moreover, the distance to the nearest I-5 interchanges is substantial: 8 miles to the south, and 7 miles to the north. Thus, other interchanges probably do not provide viable transportation alternatives for the types of businesses likely to locate in Woodburn.

It appears unlikely that a second interchange on I-5 near Woodburn will be built in the 20-year planning horizon. In the absence of a second interchange, the best alternative for improved access to I-5 is to improve or develop roadways to cross I-5 north or south of the existing interchange. These roadways would connect with Butteville Road (which may also need improvement) to access the I-5 interchange from the west, which is far less congested than approaching the interchange from the east.

Woodburn's TSP identifies several alternatives for a proposed South Arterial that would proceed west from Hwy 99E to cross I-5 and connect with Butteville Road or Hwy 214. On the north, Crosby Road could be improved and extended to cross the railroad tracks and connect with Hwy 99E, providing a north connection from Hwy 99E across I-5 to connect with Butteville Road and the I-5 interchange. With both of these options,

necessary to support development in Woodburn.

The Woodburn TSP factored employment increases into transportation modeling. The TSP forecasts about 1,100 new employees west of I-5 and about 2,100 east of I-5. Designation of future lands available for employment should consider these figures.

Improvements to the I-5/214 interchange, in conjunction with improvements to Highway 214 between Oregon Way and Woodland Avenue, may provide additional employment capacity over the planning horizon. The traffic operations analysis of the partial cloverleaf interchange improvement (including four through lanes on Highway 214 across the interchange) revealed a reserve capacity in 2020 of about 630 vehicle trips during the weekday PM peak hour. This reserve capacity translates into about an added 1,230 employees of general light industrial development, or 1,370 employees of general office development, over and above the employment increases assumed in the 2020 Interchange Refinement Plan analysis.

LABOR FORCE

Average levels of workforce education and training are below state averages and those of the Portland and Salem urban areas. The age distribution, years of education completed, and occupational mix of Woodburn's population suggest that the local labor force may lack the skills required by high-wage target industries. If firms identified in the target industries analysis locate in Woodburn, the data suggest that these firms will need to look outside of Woodburn for skilled labor (at least in the short run), that Woodburn will need to attract more highly-skilled residents, or improve the education and training of existing residents.

Labor supply is an obstacle to the type of development Woodburn hopes to attract, but probably not an insurmountable one. The industries in the target groups we identified vary substantially in size and labor requirements. Many bring a substantial portion of their labor with them (e.g., managers and engineers), which means that public policy to encourage a good supply of housing can also be an economic development policy.

GOALS AND POLICIES RELATED TO ECONOMIC DEVELOPMENT

Adoption of an economic development strategy to attract high-wage employers may require several changes to Woodburn's Comprehensive Plan. Depending on the economic development strategy the City agrees on, policy changes may take the form of revisions to existing policies that define where and what types of commercial and industrial development may occur, or new policies intended to attract specific types of industries or to focus public investments in key areas. Given the results of buildable land analysis, combined with the site requirements of the types of industries the City may

want to attract, changes to plan designations and a UGB expansion are also possible. Access issues at I-5 are critical, so policies and specific actions to address transportation problems will also be required (which may mean simply having economic development policies reinforce commitment to the policies and investments specified in the City's Transportation System Plan).

Policies will be examined in detail in the next phase of the study (economic vision and development strategies).

QUALITY OF LIFE

Many households want the combination of proximity to larger cities and a small-town or rural lifestyle. Though Woodburn shares these quality of life attributes with other communities in the Willamette Valley, that combination will probably become increasingly scarce as population growth continues. A challenge for Woodburn will be maintaining the qualities of a small town while accommodating population and employment growth.

Appendix A

City Goals for Economic Development

The City of Woodburn's Comprehensive Plan contains many goals and policies that relate to economic development. This Appendix lists the key goals and policies in the Comprehensive Plan, with the goal or policy number shown for cross-referencing.

Overall, Woodburn's Comprehensive Plan goals and policies are supportive of economic development. They seek to ensure that sufficient land is available for economic growth, that development occurs in an orderly fashion that is coordinated with public service provision, and that the traffic and pollution impacts of growth are mitigated. While being generally supportive, changes to these goals and policies may be needed if Woodburn seeks to adopt new economic development strategies. Potential amendments to the Comprehensive Plan will be addressed briefly in Chapter 6 and in detail in the Development Strategy report that will follow this Economic Opportunities Analysis.

Commercial land development

- B-1. The City should at all time have sufficient land to accommodate the retail needs of the City and the surrounding market area. The City presently has four major commercial areas: 99E, I-5 Interchange, the downtown area, and the 214/211/99E four corners intersection area. No new areas should be established.
- B-2. Lands for high traffic generating uses (shopping centers, malls, restaurants, etc.) should be located on well improved arterials.
- B-3. Strip zoning should be discouraged as a most unproductive form of commercial land development. ...Commercial developments or commercial development patterns which require the use of the private automobile shall be discouraged.
- B.5 ...Downtown redevelopment should be emphasized and the City should encourage property owners to form a local improvement district to help finance downtown improvements.

Industrial land use

- C-1. It is the policy of the City to provide for developments that, whenever possible, will allow residents of the City of Woodburn to work in Woodburn and not have to seek employment in other areas.
- C-5. Industries which, through their operating nature, would contribute to a deterioration of the environmental quality of air, land,

city limits.

- **C-6. The industrial park concept is one which the City deems is the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design.**

- **C-8. Industrial lands should be protected from encroachment by commercial or other uses...**

- **C-9. The industries attracted and encouraged by the City to locate in Woodburn should generate jobs that would upgrade the skills of the local labor pool.**

Growth

- **L-1. The City's goal is to grow to a population of approximately 26,000 by the year 2020. This growth shall be orderly and accompanied by the necessary public services...**

- **L-4. The goal is to limit the amount of vacant land within the City in order to enjoy the benefits of an orderly development pattern, that reduces the rate that farm land is converted to urban use and the optimum use of public service and utility capacity.**

- **L-11. The goal is to accommodate industrial and commercial development that provides local employment but does not require special community financial incentives.**

Downtown design and conservation (DDCD)

- **P-1-2. Encourage a balanced financing plan to assist property owners in the repair and rehabilitation of structures. The Plan may include establishment of the following:**

  - Provide on-going investment in downtown improvements.

  - Economic Improvement District—a designated area, within which all properties are taxed at a set rate applied to the value of the property with the tax monies used in a revolving loan fund for building maintenance, and improvement.

  - Local, State, and National Historic District—a designated district within which resources, and properties are inventoried and identified for historic preservation.

  - Establish a "501 C-3" tax exempt organization for the purpose of qualifying for grants.

- **Analyze the feasibility of establishing an urban renewal district as a long-term funding source for Downtown improvements.**

- **Adopt a capital improvement program and funding strategy for Downtown improvements.**

Descriptions of Target Industries

This appendix provides a description of the industries identified as target industries in Chapter 4, specifically in Table 4-4. These descriptions are from the Standard Industrial Classification manual, as reproduced on the internet by the Occupational Safety and Health Administration of the U.S. Department of Labor at http://www.osha.gov/cgi-bin/sic/sicser5.

INDUSTRY 27: PRINTING, PUBLISHING, AND ALLIED INDUSTRIES

This industry includes establishments engaged in printing by one or more common processes, such as letterpress; lithography (including offset), gravure, or screen; and those establishments which perform services for the printing trade, such as bookbinding and platemaking. This industry also includes establishments engaged in publishing newspapers, books, and periodicals, regardless of whether or not they do their own printing. News syndicates are classified in Services, Industry 7383. Establishments primarily engaged in textile printing and finishing fabrics are classified in Industry 22, and those engaged in printing and stamping on fabric articles are classified in Industry 2396. Establishments manufacturing products that contain incidental printing, such as advertising or instructions, are classified according to the nature of the products for example, as cartons, bags, plastics film, or paper.

INDUSTRY 32: STONE, CLAY, GLASS, AND CONCRETE PRODUCTS

This industry includes establishments engaged in manufacturing flat glass and other glass products, cement, structural clay products, pottery, concrete and gypsum products, cut stone, abrasive and asbestos products, and other products from materials taken principally from the earth in the form of stone, clay, and sand. When separate reports are available for mines and quarries operated by manufacturing establishments classified in this industry, the mining and quarrying activities are classified in Division B, Mining. When separate reports are not available, the mining and quarrying activities, other than those of Industry 3295, are classified herein with the manufacturing operations.

If separate reports are not available for crushing, grinding, and other preparation activities of Industry 3295, these establishments are classified in Division B, Mining.

INDUSTRY 34: FABRICATED METAL PRODUCTS, EXCEPT MACHINERY AND TRANSPORTATION EQUIPMENT

This industry includes establishments engaged in fabricating ferrous and nonferrous metal products, such as metal cans, tinware, handtools, cutlery, general hardware, nonelectric heating apparatus, fabricated structural metal products, metal forgings, metal stampings, ordnance (except vehicles and guided missiles), and a variety of metal and wire products, not elsewhere classified. Certain important segments of the metal fabricating industries are classified in other industries, such as machinery in Industries 35 and 36; transportation equipment, including tanks, in Industry 37; professional scientific and controlling instruments, watches, and clocks in Industry 38; and jewelry and silverware in Industry 39. Establishments primarily engaged in producing ferrous and nonferrous metals and their alloys are classified in Industry 33.

INDUSTRY 35: INDUSTRIAL AND COMMERCIAL MACHINERY AND COMPUTER EQUIPMENT

This industry includes establishments engaged in manufacturing industrial and commercial machinery and equipment and computers. Included are the manufacture of engines and turbines; farm and garden machinery; construction, mining, and oil field machinery; elevators and conveying equipment; hoists, cranes, monorails, and industrial trucks and tractors; metalworking machinery; special industry machinery; general industrial machinery; computer and peripheral equipment and office machinery; and refrigeration and service industry machinery. Machines powered by built-in or detachable motors ordinarily are included in this industry, with the exception of electrical household appliances. Power-driven handtools are included in this industry, whether electric or otherwise driven. Establishments primarily engaged in manufacturing electrical equipment are classified in Industry 36, and those manufacturing handtools, except powered, are classified in Industry 34.

INDUSTRY 36: ELECTRONIC AND OTHER ELECTRICAL EQUIPMENT AND COMPONENTS, EXCEPT COMPUTER EQUIPMENT

This industry includes establishments engaged in manufacturing machinery, apparatus, and supplies for the generation, storage, transmission, transformation, and utilization of electrical energy. Included are the manufacturing of electricity distribution equipment; electrical industrial apparatus; household appliances; electrical lighting and wiring equipment; radio and television receiving equipment; communications equipment; electronic components and accessories; and other electrical equipment and supplies. The manufacture of household appliances is included in this group, but industrial machinery and equipment powered by built-in or detachable electric motors is classified in Industry 35. Establishments primarily engaged in manufacturing instruments are classified in Industry 38.

INDUSTRY 37: TRANSPORTATION EQUIPMENT

This industry includes establishments engaged in manufacturing equipment for transportation of passengers and cargo by land, air, and water. Important products produced by establishments classified in this industry include motor vehicles, aircraft, guided missiles and space vehicles, ships, boats, railroad equipment, and miscellaneous transportation equipment, such as motorcycles, bicycles, and snowmobiles. Establishments primarily engaged in manufacturing mobile homes are classified in Industry 2451. Establishments primarily engaged in manufacturing equipment used for moving materials on farms; in mines and on construction sites; in individual plants; in airports; or on other locations off the highway are classified in Industry 35.

INDUSTRY 42: MOTOR FREIGHT TRANSPORTATION AND WAREHOUSING

This industry includes establishments furnishing local or long-distance trucking or transfer services, or those engaged in the storage of farm products, furniture and other household goods, or commercial goods of any nature. The operation of terminal facilities for handling freight, with or without maintenance facilities, is also included. Establishments primarily engaged in the storage of natural gas are classified in Industry 4922. Field warehousing is classified in Services, Industry 7389. Establishments of the United States Postal Service are classified in Industry 43.

INDUSTRY 50: WHOLESALE TRADE–DURABLE GOODS

This industry includes establishments primarily engaged in the wholesale distribution of durable goods.

INDUSTRY 51: WHOLESALE TRADE–NON-DURABLE GOODS

This industry includes establishments primarily engaged in the wholesale distribution of non-durable goods.

INDUSTRY 61: NON-DEPOSITORY CREDIT INSTITUTIONS

This industry includes establishments engaged in extending credit in the form of loans, but not engaged in deposit banking.

INDUSTRY 73: BUSINESS SERVICES

This industry includes establishments primarily engaged in rendering services, not elsewhere classified, to business establishments on a contract or fee basis, such as advertising, credit reporting, collection of claims, mailing, reproduction, stenographic, news syndicates, computer programming, photocopying, duplicating, data processing, services to buildings, and help supply services. Establishments primarily engaged in providing engineering,

accounting, research, management, and related services.

Industry 87. Establishments which provide specialized services closely allied to activities covered in other divisions are classified in such divisions.

INDUSTRY 80: HEALTH SERVICES

This industry includes establishments primarily engaged in furnishing medical, surgical, and other health services to persons. Establishments of associations or groups, such as Health Maintenance Organizations (HMOs), primarily engaged in providing medical or other health services to members are included, but those which limit their services to the provision of insurance against hospitalization or medical costs are classified in Insurance, Industry 63. Hospices are also included in this industry and are classified according to the primary service provided.

Industry groups 801 through 804 includes individual practitioners, group clinics in which a group of practitioners is associated for the purpose of carrying on their profession, and clinics which provide the same services through practitioners that are employees.

INDUSTRY 87: ENGINEERING, ACCOUNTING, RESEARCH, MANAGEMENT, AND RELATED SERVICES

This industry includes establishments primarily engaged in providing engineering, architectural, and surveying services; accounting, auditing, and bookkeeping services; research, development, and testing services; and management and public relations services.

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Woodburn Economic Development Strategy
Phase II Report

Prepared for

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Chapter 1

Introduction

BACKGROUND

This report is an economic development strategy for the City of Woodburn. It is part of a project to improve the chances that Woodburn will get the type and quality of economic development its citizens desire. It describes (1) the City's vision for economic development, (2) issues related to achieving the economic development vision in Woodburn, and (3) recommended economic development policies and other changes to the City's Comprehensive Plan.

This report is the product of the second and final phase of a project that evaluated current and future economic conditions and issues in Woodburn. The first phase of this project resulted in the *Economic Opportunity Analysis*, which described past economic conditions and possible economic futures in Woodburn. The *Economic Opportunity Analysis* provides the base of information for this report, which describes the policies and actions that we reviewed and adopted in the second phase of the project.

The process and products of this project are designed to meet the requirements of Statewide Land Use Planning Goal 9 (Economy of the State) and the administrative rules that implement that goal (OAR 660-09-020).

ORGANIZATION OF THIS REPORT

This report is organized as follows:

Chapter 2: Economic Vision for Woodburn describes the City's vision for its economic future. That vision gives direction about the types of policies that the City will adopt to increase its probabilities of achieving that vision. Those policies get discussed in Chapters 3 and 4.

Chapter 3: Economic Development Issues compares conditions described in the Economic Opportunity Analysis with the City's vision for economic development to identify issues Woodburn must address to achieve its economic vision. It also identifies and provides some evaluation of policies the City could adopt to move toward the achievement of that vision.

Chapter 4: Recommended Goals and Strategies contains goals and actions the City of Woodburn can adopt as part of the economic element of their Comprehensive Plan.

Appendix A: Statewide Planning Goal Compliance Issues describes steps the City must take to ensure that the goals and actions in this report properly incorporated into the City's comprehensive plan. It includes a discussion of requirements for adding land to an urban growth boundary.

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Chapter 2 Economic Vision for Woodburn

PURPOSE OF AN ECONOMIC VISION

There are many possible economic futures for Woodburn; there are some impossible ones as well. The challenge for the City is to decide on a future that is not only desirable, but that is also possible given the factors that constrain it. That future is referred to as the City's "economic vision" or "economic development objectives."[1]

For example, the existence of the Portland and Salem metropolitan areas only one-half hour from Woodburn in either direction on I-5 creates opportunities and constraints. Among the opportunities: established industrial sectors looking for developable land; a large and mobile labor supply. Among the constraints: state laws about how much growth a jurisdiction can plan to accommodate, and how.

It would be unrealistic, therefore, for Woodburn to aspire to, and plan for, rivaling Portland or Salem as a regional economic center. But it is not unrealistic for Woodburn to plan for more manufacturing growth, even for types of growth it has not had in the past. That growth is not inevitable. It depends, in part, on economic forces beyond the City's control. But it also depends on things the City can influence: the supply of buildable land, the quality and price of public services, quality of life, and incentives for development.

Thus, a vision for the future economy of Woodburn should be:

- A balance between what the City would like to achieve, and what resources and public support the City can realistically expect to muster in support of that vision
- Consistent with state laws
- Understandable to citizens without technical training or experience with economic development
- Capable of being incorporated into the City's comprehensive plan.

The vision that follows meets those criteria.

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his report, the terms "economic vision" and "economic development objectives" are synonymous.

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ECONOMIC VISION (DEVELOPMENT OBJECTIVES)

Woodburn's location near the Portland and Salem metropolitan areas means that it has strong opportunities for growth. Over the next 50 years, the population in the Willamette Valley is expected to almost double. About 80% of that growth is forecasted to occur in the counties from Salem north to Portland. Woodburn is at the center of that area, on I-5. For the Salem-Portland area not to grow substantially, the economy of the U.S. and Northwest would have to have some type of major problem that few economists are now predicting. Thus, the most likely prediction for the Portland-Salem area, and by association for Woodburn, is growth.

The question for Woodburn is how much and what type of population and employment growth does the City want? Even with strong regional growth, a city does have the ability to use public policy to affect both the amount and rate of growth.[1] The Woodburn City Council endorses the following economic vision:[2]

- Woodburn recognizes its locational advantages (as described in the *Economic Opportunity Analysis*) and believes it is in its interest to encourage economic development and growth in the City.

- Woodburn does not want to be a bedroom community, with a large share of its residents commuting to jobs in the Portland or Salem areas. It wants to provide opportunities for its residents to work at good jobs in Woodburn.

- To that end, Woodburn wants existing businesses to grow and new businesses to locate in the City that will provide higher-wage jobs for existing and future Woodburn residents. Creating high-wage jobs in Woodburn will help reduce commuting distance and stress, and generate tax revenue to help reduce burdens on schools and other social services. High-wage jobs will help Woodburn attract new residents with disposable time and income to contribute to their family and community.

- The Economic Opportunities Analysis identified target industries—ones that could create high-wage jobs in Woodburn while also being compatible with other City goals stated in the Comprehensive Plan. The purpose of identifying these industries was to draw general conclusions about the site needs of businesses in industries with higher-wage jobs. It is not the City's desire to limit

[1] This point is no less true despite the fact that the State requires counties and cities to agree on local population forecasts that when summed for all jurisdiction in a county add to the State's forecast for a county. Local policies can cause actual growth to be higher or lower than the official forecasts.

[2] The first draft of these objectives were derived from a review of adopted policy and comments by the City Council in work sessions and public meetings in May 2001. By adopting this document, the City Council officially adopts these objectives for economic development.

itself to, or focus its policies on, the recruitment of businesses in these specific industries. Other industries that meet the City's multiple objectives for economic development are also welcome.

- New businesses will need, among other things, developable land, good services and transportation, social and cultural amenities, and an educated and skilled labor force. The City expects to take actions to make sure those things are provided at competitive prices.

- Woodburn wants to maintain and increase the livability of its community as it grows. To that end, the City wants to be strategic about any economic incentives it gives to businesses, ensuring that it has the financial resources to maintain the quality of its facilities and services.

- Woodburn wants to provide a range of housing for all household types, and wants to ensure that new housing opportunities are available for households with members employed by the desired new higher-wage jobs in Woodburn.

Chapter 3 Economic Development Issues

This chapter builds from the vision described in Chapter 2 and the conditions described in the Economic Opportunities Analysis to identify and evaluate six major economic development issues facing Woodburn:

- Land Use: buildable land, housing, and urban renewal
- Public infrastructure and services: transportation, water and sewer service, quality of life
- Workforce: education and training
- Business development: recruitment and retention
- Finance
- Coordination

For each issue this chapter describes (1) current conditions, (2) how current conditions may affect future economic development in Woodburn, (3) existing City goals and policies, and (4) the types of policies the City could adopt to help it achieve its vision for economic development. Thus, this chapter is an overview of issues and potential policies. Chapter 4 builds on the evaluation in this chapter to recommend economic development policies and other potential changes to Woodburn's *Comprehensive Plan* related to economic development.

LAND USE

BUILDABLE LAND

The *Woodburn Buildable Lands and Urbanization Project*[1] found that Woodburn is expected to have an overall deficit of 205 acres of buildable land over the 1999–2020 period. Estimates by comprehensive plan designation show a 195-acre surplus for low-density residential land, supply equal to demand for commercial and high-density residential land, and a deficit of 332 acres for industrial land over the twenty-year period. An inventory of buildable parcels (which assume that adjacent tax lots can be assembled into larger parcels) shows that Woodburn has no vacant industrial tax lots over 15 acres and no aggregates of adjacent tax lots that exceed 35 acres total. The configuration and size of buildable industrial sites in Woodburn is not a good match for the needs of target industries. The Economic Opportunities Analysis reported that very large manufacturing and high-tech firms want sites as large as 40–80+ acres, campus research and development (R&D) and smaller manufacturing sites require 20–40 acres, and smaller light industrial/office sites require 4–20 acres. Buildable industrial lots in

[1] McKeever/Morris Inc., W&H Pacific, E.D. Hovee & Company, Gabriele Development Services, and Manda Beckett Design. 2000. *Woodburn Buildable Lands and Urbanization Project*. Final report issued February 7.

Woodburn will only meet the need of smaller, light-industrial and office sites. Sites for campus research and development (R&D) and smaller manufacturing firms can only be provided by assembling tax lots under different ownership, and there are no sites available for large-lot industrial firms.

Using data from the *Buildable Lands* Study, the Economic Opportunities Analysis identified three potential sites in Woodburn that meet these criteria. All of the sites have street access and can be serviced with water and sewer. Further analysis, however, revealed that one of the sites was under development in the Spring of 2001, and that the other two are relatively distant from Interstate 5 and are not particularly well-suited sites to accommodate target industries.

The small number of available sites will limit the choices available for firms looking to locate in Woodburn and increases the chances that sites will not be available in the market—for the types of business that the City Council has decided it wants to attract, and that the Economic Opportunities Analysis says it would have a reasonable chance of attracting (given its other characteristics) if vacant industrially-zoned land were available in the greater amounts and better locations. Moreover, interviews ECO conducted with developers and economic development specialists suggest that Woodburn presently has an inadequate industrial land base to attract target or related industries. In summary, the industrial land base is insufficient to meet the City's economic development vision. Woodburn's *Comprehensive Plan* states that "the City should encourage that ...enough industrial is available for industrial growth to accommodate the residential growth expected in the City" (policy C-1, p. 49). The *Comprehensive Plan* does not contain any actions or policies to address the projected deficit of industrial land in Woodburn over the 1999–2020 period.

The recommended alternative of the *Woodburn Buildable Lands and Urbanization Project* contains several actions that would increase the supply of buildable industrial land. Application of a Mixed-Use Campus (MUC) zoning designation to parcels now zoned for residential, commercial, and industrial development would add 33 industrial acres, assuming development on MUC land would be 50% industrial. Expansion of the UGB in four areas would add 208 industrial acres to Woodburn's inventory of buildable land. Even with these changes, however, the *Buildable Lands and Urbanization Project* finds that Woodburn would still have a deficit of 88 acres of industrial land over the 1999–2020 period.

In addition to the actions in the recommended alternative of the *Woodburn Buildable Lands and Urbanization Project*, the City could address the forecast deficit of industrial land by (1) designating some of its vacant residential land supply (which is estimated to be greater than what is needed to accommodate the 20-year housing forecast) for industrial development or making additional expansions of the UGB. Designating commercial land for industrial development is also an option, but it would lead to a deficit of commercial land over the forecast period. Given the general desirability of

segregating, or at least buffering, residential and industrial uses and of providing industrial sites with adequate road and rail access, expanding the UGB has advantages as a way of increasing the supply of industrial sites in Woodburn.

Expanding the UGB will require detailed analysis to comply with statewide planning goals and statutory requirements. If the City chooses to pursue this option, it should review the assumptions made in the draft *Buildable Lands Study*. Specifically, the City should review the population and employment forecasts that are the basis of estimating land needs. A revised employment forecast should reflect judgments about how the City's economic development strategies will affect the employment base. The revised employment forecast will then drive need for commercial and industrial land. The housing needs analysis should be updated to reflect implied changes in the wage distribution. The Transportation System Plan should be updated to reflect these changes. Finally, all of this analysis should be coordinated and reflect how the revised assumptions impact other aspects of the City's plans and policies.

HOUSING

The Economic Opportunities Analysis reported the results of the Oregon Department of Housing and Community Services (HCS) model. It suggests a substantial number of lower cost units will be needed in Woodburn. For example, 1,067 dwelling units, or 45% of the City's total estimated housing need, will be needed for households with incomes under $20,000. Economic development strategies pursued by the City could change the distribution of housing need. For example, successfully recruiting a high-wage manufacturing plant could create additional need for owner-occupied dwelling units in the $187,000 and over category.

Providing an adequate mix of housing types and prices is important to attract firms to Woodburn and to achieve a balance of jobs and housing. Without the right housing mix, firms that want to expand or locate in Woodburn may need to rely more heavily on workers who reside outside of Woodburn, or these firms may decide to expand or locate elsewhere.

The need for a mix of housing that corresponds to the income generated by existing and potential jobs is important across the income range—affordable housing for low-income workers and high-quality housing for well-paid executives. Providing adequate housing for highly-paid executives appears to be important for attracting corporate offices. In discussing the suburbanization of corporate headquarters, Joel Garreau states that "there is probably no more important law of Edge City location than this: Whenever a company moves its headquarters, the commute of the chief executive officer always becomes shorter."[1]

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[1] Joel Garreau. 1991. *Edge City: Life on the New Frontier*. New York: Doubleday.

Woodburn's Comprehensive Plan states that the City's goal "is to insure that adequate housing for all sectors of the community is provided" (G-1, p. 52) and that the "City will insure that sufficient land is made available to accommodate the growth of the City" (G-1-1, p. 52). It is the policy of the City "to encourage a variety of housing types to accommodate the demands of the local housing market" (G-1-2, p. 53) and to "accept its regional share of low income housing" (G-1-4, p. 53).

The City's housing needs analysis should be updated based on revised population and employment forecasts and assumptions about how the City's economic development strategies will affect the local wage structure, households' ability to afford housing, and the local housing market.

URBAN RENEWAL

The City of Woodburn wants to revitalize its downtown. The Economic Opportunities Analysis did not directly address the existing conditions in downtown Woodburn or identify specific problems to be addressed.[3] In general, Woodburn has a traditional main street downtown commercial district on Front Street and 1st Street, adjacent to the Union Pacific Railroad tracks. Most of the structures in downtown Woodburn are several decades old and some may be designated as historic structures. Many of these buildings are underutilized or vacant, and many are in need of repair or rehabilitation.

The Economic Opportunities Analysis pointed out that one of Woodburn's comparative advantage is a small-town atmosphere with proximity to urban amenities. Downtown Woodburn and the surrounding older neighborhoods are the key to this small-town atmosphere, so maintaining and enhancing downtown Woodburn is important for maintaining this comparative advantage.

In addition to downtown, Woodburn has two other major commercial districts that may be candidates for urban renewal efforts: the area east of the I-5/Hwy 214 interchange and the Hwy 99 E strip. Both of these commercial districts are major entrances to Woodburn and thus create much of the city's image for visitors.

Woodburn's *Comprehensive Plan* contains Downtown Design and Conservation District (DDCD) goals and policies that seek to maintain and enhance downtown's role in Woodburn (section P, p. 69). These goals and policies seek to support rehabilitation of buildings, improve landscaping and pedestrian amenities, improve the circulation pattern, and attract businesses downtown. Woodburn's *Comprehensive Plan* does not appear to have any goals and policies that specifically address rehabilitation and improvement of other business districts in the city.

[3] The City is conducting that analysis as part of a separate study.

To revitalize downtown Woodburn while maintaining its traditional small-town character, it is important that City policies seek to maintain as many old and historic buildings as possible, and to ensure that any new construction fits the style and scale of existing structures. To this end, City policies should emphasize rehabilitation and reuse of existing structures. The City should also seek to maintain downtown's status as a civic and cultural center of Woodburn by keeping government offices and the library downtown and by encouraging cultural activities that will attract people to downtown.

In other commercial districts, City policies should seek to improve Woodburn's image to people visiting or passing through the city. Potential improvements include the provision of sidewalks and pedestrian amenities, planting street trees and other landscaping, relocating utility poles away from the street right-of-way or putting utilities underground, consolidating access points, and better signage to downtown, parks, schools, and other amenities in Woodburn.

PUBLIC INFRASTRUCTURE AND SERVICES

TRANSPORTATION

Transportation analyses have found that the single interchange at I-5 at Highway 214 serving Woodburn is inadequate in its current configuration to serve the forecasted future development in Woodburn. They have identified needed improvements to major highway corridors and key intersections in Woodburn. I-5 access, congestion, and overall accessibility, is expected to get worse.

Transportation access and mobility are critical for economic development: because firms rely on transportation infrastructure for access to customers and workers, and to ship and receive goods. Improving transportation conditions in Woodburn will improve the City's ability to retain existing firms and to attract new ones.

Transportation goals and policies in Woodburn's *Comprehensive Plan* seek to develop a safe, effective, and efficient transportation system. These goals and policies are generally supportive of making the transportation improvements needed for economic development in Woodburn.

The I-5 interchange is Woodburn's biggest transportation problem. In concept, if one accepts (as Woodburn does) that the City will grow and traffic at the interchange will grow with it, then there are two construction solutions to the congestion at the interchange: (1) re-build the existing interchange to increase its capacity, or (2) build a new (second) interchange. ODOT has stated that there is little chance that a second interchange will be constructed in the next twenty years. The City Council accepts this limitation, at least for now. The City may seek to pursue a second interchange if conditions change to allow construction earlier than currently anticipated. To preserve this opportunity, Woodburn's *Comprehensive Plan* should state the City's desire for a second interchange. The transportation

element of Woodburn's *Comprehensive Plan* will also need to be modified to reflect specific improvements recommended in subsequent transportation plans.

WATER AND SEWER SERVICE

Vacant land must have water and sewer service available for development to occur. Target industries may have special needs.

According to City staff, no water or sewer capacity constraints exist at this time that would preclude development of lands designated for commercial and industrial uses. Moreover, staff indicated that there are no areas in the City that cannot be serviced with water and sewer. In the long term, the City will need to drill new wells to provide an adequate supply of water. Staff indicated that the City has sufficient water rights at this time to accommodate forecast population and employment growth.

Development of some larger parcels in the southern areas of Woodburn and land currently outside of the UGB will require service extensions that will increase development costs at these sites. The City has planned ahead for development in some areas. For example, when the City extended Woodland road on the west side of I-5, it also extended a sewer line with sufficient capacity to accommodate additional development in that area.

The City is in the process of completing a stormwater management plan that will include new development standards. Staff indicated that any new development will probably be required to construct detention ponds to reduce flow rate to pre-development condition, and to provide pre-treatment oil/water or vein type separator to reduce oils or biological oxygen demand (BOD). This requirement will increase the amount of land needed to accommodate development.

The availability of water and sewer service is generally supportive of economic development in Woodburn. The availability of water and sewer service is not a constraint on development in other Willamette Valley communities, even for high-use facilities such as silicon chip fabrication plants, so this is not a significant competitive advantage for Woodburn. Goals and policies related to the provision of water and sewer service in Woodburn's *Comprehensive Plan* are generally supportive of providing adequate service to accommodate projected growth while protecting the environment. Growth and Urbanization goals in Woodburn's Comprehensive Plan have several provisions that link growth and the provision of public services. These goals seek to:

- Provide a consistent level of public services and facilities in all parts of Woodburn by requiring new development to support and maintain services and facilities at a level equal to or exceeding the level in the rest of Woodburn (L-2, p. 61).

- Maintain City boundaries that support efficient delivery of public services (L-3, p. 61).

- Limit the amount of vacant land within the City for optimum use of public service and utility capacity (L-4, p. 62).

- Insure that growth is orderly and efficient, phasing needed public services in accordance with the expected rate of growth (M-1, p. 64).

- Insure that the City's growth does not exceed its ability to provide public services through adoption of a growth control ordinance. When and if a growth control ordinance is used, the City shall reexamine the public facilities plan and determine at that time if it is in the public interest to expand facilities to accommodate the additional growth (M-2, p. 65).

- Pay for public facility construction through systems development charges from anticipated growth, and to take measures to stimulate growth only under extreme conditions (M-3, p. 65).

- Forbid the extension of sewer and water facilities beyond the city limits, except as agreed to in writing by the City and County (M-10, p. 66).

- Base conversion of land to urban uses in part on consideration of orderly and economic provision for public facilities and services and the availability of sufficient land to insure choices in the market (M-11, p. 66).

While these goals are generally supportive of economic development in Woodburn, the City may want to modify these goals to increase its flexibility and potential for attracting firms that meet its economic development vision. To achieve its economic development vision, the City may need to expand its UGB and extend public services to create potential development sites for commercial or industrial uses. This process may require the City to extend water and sewer service to vacant areas in advance of development, which will require funding in advance of systems development charges revenue. And development sites with the characteristics desired by firms may not be immediately adjacent to the City's existing UGB, requiring a development pattern that is not as orderly or compact as implied by the City's goals. In this context, the City may want to relax its existing goals regarding phasing of public services, funding of public services from systems development charges, limiting the amount of vacant land in order to optimize use of public facilities, and maintaining boundaries for efficient provision of public services.

QUALITY OF LIFE

The City's provision of public infrastructure and services can affect the quality of life in Woodburn as perceived by existing and potential residents.

All of the aspects of public services identified in this chapter have an effect on quality of life in Woodburn; other public services that can effect quality of life include parks and recreation, environmental protection, police, fire, and library services. The quality of local schools has a significant impact on quality of life, but the City only indirectly influences the provision of public education in Woodburn.

The Economic Opportunities Analysis found that a primary comparative advantage for Woodburn is its small-town atmosphere coupled with its access to jobs and urban amenities in Portland and Salem. Maintaining that small-town atmosphere as the city grows will be a challenge for Woodburn. The Economic Opportunities Analysis did not identify any problems with the provision of public services that affect quality of life in Woodburn. It appears that the provision of public services in Woodburn relative to other Willamette Valley communities is not substantially different enough to raise obvious economic development issues. Complicating this issue is the fact that quality of life is subjective, so that the characteristics that affect perceptions of quality of life vary widely between different households and firms.

The City's goals and policies in the Comprehensive Plan seek to protect and enhance the natural and cultural resources in Woodburn, and to ensure adequate and efficient provision of public services in Woodburn. These policies will allow the City to take actions to maintain and enhance quality of life in Woodburn.

Public and private investments contribute to quality of life. In addition to the efficient delivery of public services such as parks and fire protection, the public sector may also fund libraries, museums, performing arts centers, conference centers, and similar facilities. The City of Woodburn currently has a nice library in downtown—the City should evaluate the adequacy of this service on a periodic basis. Research and contacts for this project did not identify a need for additional cultural or social facilities in Woodburn, because they are not particularly important considerations for businesses choosing a location. Also, these facilities typically operate at a loss and thus require a subsidy for operation and construction. Woodburn's proximity to the Portland area allows Woodburn residents to easily take advantage of the social and cultural opportunities in Portland. The City should continue to support and take advantage of opportunities to develop of social and cultural amenities in Woodburn, and seek input from residents on the need for additional amenities in order to maintain quality of life.

Private investments that contribute to quality of life include restaurants, theaters, shopping opportunities, and recreational facilities. The City can support development of these amenities through efficient permitting and delivery of public services. Other measures the City takes for economic development, such as an urban renewal district, can be used to encourage the type of private investment the City wants to enhance quality of life in Woodburn.

WORKFORCE

Data in Economic Opportunities Analysis indicates low level of educational attainment in Woodburn, which suggests that the workforce in Woodburn may not have the skills needed by firms with high-wage jobs. This may make Woodburn less attractive to firms looking for a location. While firms in Woodburn are not necessarily dependent on local workforce because they can attract workers from the Portland and Salem areas, improving the skills of the local workforce would make Woodburn more attractive as a business location.

Workforce development has benefits beyond attracting firms. By improving the skills of local residents, education can help them find higher-paying jobs and may spur more residents to form their own businesses.

Woodburn's *Comprehensive Plan* does not have any goals or policies directly related to workforce development. Potential policies to improve workforce skills in Woodburn include:

- Supporting educational institutions to improve the availability of work skills training in Woodburn, including Woodburn Public Schools and Chemeketa Community College.
- Encouraging collaboration between employers or potential employers and educational institutions to improve work skills education in Woodburn.
- Improving access for Woodburn residents to training programs in the Portland and Salem areas.
- Work with educational institutions to develop industry-specific workforce training as an incentive to attract firms to Woodburn.

The Woodburn Campus of Chemeketa Community College (CCC) is the center of workforce training and career development services in Woodburn. CCC has partnered with the Oregon Employment Department to create the Woodburn Job and Career Center, a "one stop center" to help job seekers find available jobs and receive training to enhance their job skills. Through the Mid-Willamette Workforce Network, the Woodburn Job and Career Center can connect people in Woodburn with job openings and training opportunities in Western Oregon and nationwide for specialized occupations. The Job and Career Center also sponsors training workshops in Woodburn, and will bring specialized training workshops to Woodburn if there is enough interest. The Job and Career Center can also work with employers to screen and train potential employees, as they did for the Woodburn Outlet Mall.

The Woodburn Campus also offers services to support small business owners through training programs, mentorships, and information on other available resources such as Small Business Administration loans. The College, Employment Department, Chamber of Commerce, and City of

Woodburn also collaborate on a Business Development Team to support existing businesses and attract businesses to Woodburn.[4]

The Mid-Willamette Valley Education Consortium, which includes the Regional Chamber Education Alliance, is working to implement a Certificate of Employability in public schools, establish a leadership program in Woodburn High School, and develop school-to-work programs to give students real-life work experience.

BUSINESS DEVELOPMENT

Business development strategies includes efforts to recruit new firms to Woodburn, to improve and expand existing businesses to Woodburn, and to encourage the formation of new businesses in Woodburn.

RECRUITMENT STRATEGIES

Business recruitment programs attempt to attract new businesses to a community by offering incentives, by making investments in the area's workforce and/or infrastructure, or by marketing the area's strengths. Effective business recruitment can create new jobs, increase tax revenues, and help to diversify the local economy. Business recruitment programs have become so common around the country that many people think they are synonymous with economic development.[5]

The City of Woodburn currently does not offer any direct or indirect financial incentives to attract prospective firms that meet the City's economic development vision.

Considerable research has been conducted on the effectiveness of local incentive programs to attract firms to a community. This research shows that the location decisions of firms are based on many factors, only some of which could be influenced by local government, and that the standard tools of recruitment (marketing and tax breaks) are not among the most critical variables for most firms. Rather, their decisions often had more to do with the fundamental characteristics of a region: its access to markets and factors of production; the quality of its labor force; the quality, cost, and stability of its public infrastructure; and the quality of life it afforded to its employees (especially top executives, who were influencing the location decision).[6] This research suggested a shift in focus from short-term recruitment deals to long-

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'he Woodburn Business Development Team was in its inception at the time this report was completed. The 'ectiveness of the Team is untested at this point. The City should monitor and evaluate the Business Development am over the next several years to gauge its effectiveness.

chweke, William, Brian Dabson, and Carl Rist. 1996. *Improving Your Business Climate: A Guide to Smarter Public vestments In Economic Development*. Washington, D.C.: Corporation for Enterprise Development.

chmenner, Roger. 1978. *The Manufacturing Location Decision: Evidence from Cincinnati and New England*. ishington, D.C.: U.S. Economic Development Administration. March.

term investments in public facilities and services. That long view, however, must be concretely implemented by specific, short-run actions.

However, business recruitment strategies have posed several problems for local jurisdictions. First, many of the tax incentive packages have ended up costing jurisdictions more than the benefits gained by attracting the targeted business. In addition, if a jurisdiction's workforce does not match the needs of the new business, then the jobs created by that business will be held by residents of other communities. Finally, business recruitment is, by necessity, something of a zero sum game—one jurisdiction's gain is another's loss.

Fiscal constraints have increased the emphasis on getting public-private partnerships—large incentives are becoming less common. Government is trying to reinvent itself in the image of the private sector. It is focusing on the business of government, on doing efficiently the things that there is a consensus that government should do: infrastructure, education, and services that create an environment in which businesses can work efficiently (public safety, efficient regulation, social services). An implication of this shift is that government should treat economic development policies as investment decisions by considering the return to the community and the opportunity costs of each investment (i.e., the other investments that cannot be made because the resources are being used for this one). The focus has shifted from trying to hit a home run with a single big deal to hitting many singles in targeted areas—a shift toward diversification.

Provided that local jurisdictions offer incentive packages with a cost roughly equivalent to the potential benefits—business attraction can be a good way to diversify the local economy and enhance an area's business mix. In marketing themselves to businesses seeking to move, local governments can focus on the following set of items:

- Making appropriate investments in infrastructure.
- Creating readily available development sites.
- Providing an efficient permitting process.
- Helping create a well-trained and available workforce, and offering assistance with hiring and training workers.
- Providing consolidated information about loans and other assistance programs available through the City and other agencies.
- Creating a perception of high quality of life.
- Effective marketing to prospective businesses.

A key element of business recruiting is to have one person who is the sole point of contact for information and the range of pubic services needed by prospective firms. This point person should report to the City Manager and have enough influence to get other City departments on board to deliver the permits and public services prospective firms will need to develop sites in Woodburn. This contact person should project a positive, business friendly

attitude, and all discussions among City departments should take place away from the client.

ASSISTANCE FOR EXISTING BUSINESSES

There are a range of potential activities to assist existing businesses, including mentoring for small business owners, classes to improve management skills, assistance with obtaining SBA loans and other assistance, and providing low-interest loans.

Small firms are typically run by overworked owner/managers who find it difficult to read all of the trade journals or do research on new production methods or managerial techniques. These businesses run the risk of being left behind by innovations in their field, or being surpassed by a more agile, often newer competitor located somewhere else.

A number of modernization programs have been launched to help small businesses revitalize themselves. The United States Department of Commerce has funded over 50 Manufacturing Extension Partnerships, including one in Oregon.[7] This organization, and others like it, function by offering diagnostic assessment at small businesses, examining both production processes and management systems. Recommendations for improvement are then made that might include ideas for better maintenance, better use of statistical process control, a new set of personnel policies, or training to enable staff to understand and improve use of accounting data. Further specialized consulting might be recommended, along with a list of consultants who do the type of work required.

To be effective, these programs must include public and private providers and address the pressing need for businesses to modernize and to upgrade their technologies so they can be more competitive.[8] A key strategy here is the creation of a revolving loan fund. Many businesses have difficulty getting loans for furnishings, fixtures, and equipment. Banks are reluctant to give loans for these purchases because the loans are not backed by collateral, unlike loans for land or buildings. This makes it difficult for businesses to expand or make investments to improve productivity. To implement a revolving loan fund, cities typically partner with local banks, who have the experience necessary to process the loans.

FOSTERING CREATION OF NEW BUSINESSES

Entrepreneurs hoping to start a new business also need assistance with developing a business plan, securing working capital, obtaining basic government services, finding a business location, hiring and training staff, and producing and marketing products.

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[7] The Oregon Manufacturing Extension Partnership web site can be viewed at http://www.omep.org

[8] Schweke op. cit.

The City of Woodburn currently does not have any goals or policies that seek to assist entrepreneurs in starting new businesses. Prospective business owners can receive assistance through entrepreneurs' training programs offered through Chemeketa Community College. However, there is no central resource in Woodburn for small business people where a prospective business owner can easily investigate the full range of programs available through State and Federal government agencies or other organizations.

One means of providing support to a new business is to create an "incubator" where businesses are grouped with other start-up firms. Incubators are typically housed in flexible office/light manufacturing space. Incubators nurture young firms, helping them to survive and grow during the startup period when they are most vulnerable. Incubators provide hands-on management assistance, access to financing and orchestrated exposure to critical business or technical support services. They also offer shared office services, access to equipment, flexible leases and expandable space—all under one roof. A key determinant of success in business incubators around the country is the opportunity an incubator provides for networking among tenants and mentoring by an incubator director. Where effective networking and mentoring happen, an incubator and its tenants generally succeed.

This strategy should be coordinated with land use and other strategies. For example, if the City establishes an Urban Renewal District, zoning and related land use regulations within the District should consider incubator businesses and be flexible enough to allow office and light manufacturing uses. Moreover, the City may want to consider hiring an economic development specialist to coordinate this and other strategies.

FINANCE

Financing economic development programs is an issue that cuts across all others. Typical local financing mechanisms include:

- Property tax.
- Urban Renewal Districts that dedicate a portion of property tax revenue to improvements in the district.
- System Development Charges (SDCs).
- Transient occupancy tax on overnight stays in hotels and motels.
- Bonds backed by property tax, SDCs, or other stable revenue sources.

Potential regional and state funding sources include:

- Grants & programs through the Oregon Economic and Community Development Department.

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- ODOT funding for transportation improvements through the Statewide Transportation Improvement Program (STIP) and Immediate Opportunity Fund.

- Federal funding for grants and loans to businesses through the Small Business Administration.

"Life cycle" funding of public infrastructure is important to ensure that the City not only makes adequate capital improvements, but has enough money to operate and maintain those improvements at City standards. At this time, City policy is to set systems development charges (SDCs) at 100% cost recovery and tries to review the fees on an annual basis.

COORDINATION

The City of Woodburn should seek to coordinate its economic development efforts with other agencies and organizations with a role in economic development. There are many organizations that can play a role in economic development in Woodburn. By coordinating with these organizations, the City can use their resources to create a cost-effective economic development program while avoiding duplication of efforts. Other organizations that may play a role in economic development in Woodburn include:

- Marion County
- The Mid-Willamette Valley Council of Governments
- Oregon Economic and Community Development Department
- Oregon Employment Department
- Oregon Department of Transportation
- Chemeketa Community College
- Woodburn Public Schools
- Salem Economic Development Corporation
- Oregon Manufacturing Extension Partnership
- Woodburn Chamber of Commerce
- Mid-Willamette Workforce Network
- Mid-Willamette Education Consortium

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Chapter 4

Recommended Goals and Strategies

This chapter is organized according to the same issues described in the previous chapters. For each issue it describes some general goals (what the City wants to do to address the issue) and some specific actions. For each action, it describes:

What and Why? What does the action do, and why does the City want to do it?

When? When should the action happen? To keep the analysis simple, the possible categories are: Year 1, Year 2-3, and Year 4-5. Indirectly, the answer to "When?" is also an answer to "How important?" and "In what order?"

Who? What City department or public agency is responsible for or needs to be involved to get the action completed?

How much? How much City staff and Council time is this likely to take. The amount of time can usually be directly converted to a budget. For capital improvements, a rough estimate of cost is also included.

How will we know we succeeded? What measurable target can we set (e.g., something specific achieved by some date) that will indicate that we have been successful?

What else? Are there any other policies that go with this? Other advice on implementation?

The goals and strategies are identified with a letter and number system that is unique to this document—these signifiers do not correspond to those used in Woodburn's Comprehensive Plan. The various goals and strategies are organized consistent with the issues described in Chapter 3. Moreover, the goals and strategies are organized to complement the key elements of the City's Comprehensive Plan (e.g., Land Use, Transportation, etc.). The letters correspond to the category (L for Land Use, I for Infrastructure, etc.); Goals are at the first level (L.1, L.2, etc.) and Strategies are at the next level (L.1.1, L.1.2, etc.).

LAND USE

Woodburn wants higher wage jobs. The key land use issue is where those jobs will be located. Woodburn has some modest opportunities for expanded employment in downtown. The Economic Opportunities Analysis concluded, however, that the types of higher-wage industries the City wants to attract would prefer to be in industrial parks or on larger industrial parcels. The City's location on I-5 between Portland and Salem suggests it could attract such businesses if it had land of a size, location, and zoning needed.

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Moreover, those new jobs will create demand for housing. The population of Woodburn is now disproportionately in low-income households relative to other cities in the region. New firms with higher-wage jobs will consider the availability of higher-value housing for its more highly compensated employees. Statewide planning Goal 10 requires communities to adopt policies to provide housing for households at all income levels. If the City wants to attract high-wage jobs, it needs to have a set of housing policies that are consistent with that vision.

GOAL L1. PROVIDE DEVELOPABLE LAND NECESSARY TO ACCOMMODATE DESIRED FIRMS

L1.1. COMPLETE DEVELOPMENT CODE REVISIONS INCLUDING DESIGN GUIDELINES FOR THE MIXED-USE CAMPUS ZONING THAT ALLOW OR ENCOURAGE HIGHER DENSITIES

What and Why? The recently completed *Buildable Lands Study* made a number of recommendations for improving land use efficiency in Woodburn. One of the recommendations was to develop and adopt a mixed-use campus zoning district. The new district may need to be accompanied by a new plan designation.

At the time this report was completed, the City was in the process of developing the code revisions. This strategy will result in completed code revisions that will establish a mixed-use campus zoning district. The revisions should include design criteria that encourage higher-intensity development, or innovative development approaches.

The key premise of this policy is to make more land available with flexible development standards. The *Buildable Lands Study* identified a deficit of commercial and industrial lands. Providing flexible development standards can address need for both types of land.

When? By July 2002.

Who? City staff, review by Planning Commission and Council.

How much? 80 hours of staff time over a 12-month period.

How will we know we succeeded? Amendment of the comprehensive plan and zoning code to include a mix-use campus plan designation and zoning district. Adoption by City Council and acknowledgement by LCDC.

L1.2. EVALUATE POTENTIAL FOR RE-DESIGNATION OF SOME RESIDENTIAL ZONES FOR COMMERCIAL AND INDUSTRIAL DEVELOPMENT

What and Why? Evaluate present plan designations to identify lands that could be reclassified to allow commercial, industrial, or mixed-use campus development. This evaluation should consider proximity to other land uses, transportation, and serviceability. It n

the reclassification of appropriate sites, with restrictions or incentives that encourage and protect the land for higher-wage industries.

The *Buildable Lands Study* identified a deficit of commercial and industrial lands. Reclassifying lands is one strategy to increase the availability of commercial and industrial sites. Areas (which may include one or more tax lots) considered for reclassification should be at least 10 acres.

This strategy should also include a review of the City's employment forecast and the land need estimates presented in the Draft *Buildable Lands Study*. The employment forecasts should be at the sector level, so that land needs can be based on evaluation of typical densities observed in various industrial sectors.

The City should be careful to ensure that adequate residential lands are retained through this process.

When? July-July 2002.

Who? City staff.

How much? 100 hours over a 12-month period.

How will we know we succeeded? Adoption of an amended plan designation map.

L1.3. EXPAND THE URBAN GROWTH BOUNDARY IF NEEDED

What and Why? The *Woodburn Economic Opportunities Analysis* concluded that buildable land for the types of industries that the City wants to attract is probably inadequate in size and location. One solution is to bring land into the Urban Growth Boundary (UGB) that is closer to I-5 and the interchange. The primary focus would be to add lands with the site characteristics described in the *Woodburn Economic Opportunities Analysis*. Depending, however, on the outcome of Strategy 2 above, the City may also need to consider adding residential lands to the UGB.

Expanding a city's UGB is complicated and time-consuming. The City must complete a UGB expansion analysis consistent with Goal 14 requirements. Agricultural lands surround Woodburn, a factor that will complicate both the required analysis, and the process. For Woodburn, the analysis must also include evaluation of "new measures" to increase the density and needed mix of housing (ORS 197.296(5)).

This strategy should include the following steps:

1. Review the City's coordinated population forecast. Actions the City takes to support economic development may lead to population and employment growth beyond that previously forecasted.
2. Review the employment forecast used in the Transportation Systems Plan (TSP). A revised employment forecast has implications for the TSP and housing.

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3. Disaggretate the employment forecast to the sector level. This will allow better evaluation of the land needs of various industrial sectors.
4. Review commercial and industrial land need estimates presented in the *Buildable Lands Study*. If a revised employment forecast is generated, develop revised land needs estimates using employee-per-acre assumptions at the sector level.
5. Revise the housing needs analysis. If the City's economic development strategy is successful, it will change the wage structure and impact housing needs. Assumptions about a revised household income distribution can be input in the OHCS housing needs model to develop an alternative need estimate. The City should also re-run the model using Census data on the distribution of rental rates and owner values to develop an estimate of unmet housing needs. This analysis will identify areas where additional housing need exists. The residential land needs estimates should also be revised during this step.
6. Review land use options. Using the revised residential and employment land need estimates, the City should evaluate potential measures to address those needs. Potential measures should include policies that seek to increase densities. The City should conduct a thorough analysis of potential UGB expansion areas considering transportation, overall land needs, and the site requirements of target industries.
7. Conduct Goal 14 analysis. This is the culmination of the previous six steps and should result in an analysis that addresses all state requirements for a UGB expansion.

The specific issues and steps in the UGB expansion process are described in detail in Appendix A. The process requires completion (or update) of a buildable lands study, evaluation of measures that will make more efficient use of vacant land within the UGB, and evaluation of lands around the UGB for consistency with Goal 14 criteria for expansion of UGBs.

When? By December 2003.

Who? City staff, consultants, land use attorney, engineer.

How much? 250-350 hours of staff time over an 30-month period; $100,000-$200,000 in consultant and attorney fees.

How will we know we succeeded? Expanded UGB to include suitable commercial and industrial sites, and possibly more residential land.

L1.4. RESEARCH AND DEVELOP POLICIES THAT PROTECT SOME LAND FOR DEVELOPMENT TO SUPPORT HIGH-WAGE INDUSTRIES

What and Why? An important part of the City's economic development vision is to attract high-wage industries to Woodburn. Those industries may require industrial or office sites. The City wants to ensure that sites that meet the locational criteria of high-wage industries the City wants to attract do not get purchased and developed by lower wage industries.

A reasonable response to this concern is a policy that restricts the development of sites to industries that pay wages above the City's target threshold. Development of such a policy is complicated; it needs to strike a balance between the City's interest in attracting high-wage employment, and the development rights of property owners. It also needs to consider the fact that lower-wage industries will also want to locate or expand in Woodburn, and that higher-wage industries will create demand for lower-wage service employment. Thus, applying this policy to all lands designated for commercial or industrial use would probably be unreasonable. Alternatively, if the City does expand the UGB, land brought into the UGB will increase substantially in value: some requirements for development could be exacted as part of this process.

The process of developing this policy needs to consider several key factors: (1) a wage threshold; (2) what sites it will apply to; (3) how it is implemented (overlay zone, special restrictions on certain zoning districts, etc).

When? July - July 2002. This policy needs to be developed and adopted prior to, or concurrent with land redesignation or a UGB expansion.

Who? City Planning Staff.

How much? 100 hours over a 12-month period.

How will we know we succeeded? Adoption of a policy that restricts siting of low-wage industries on target sites.

GOAL L2. PROVIDE LAND FOR ALL TYPES OF NEEDED HOUSING

L2.1. REVIEW HOUSING ANALYSIS IN THE LIGHT OF ECONOMIC DEVELOPMENT STRATEGY AND REDESIGNATE LAND AS NECESSARY

What and Why? Goal 10 requires communities to provide "needed" housing types affordable to all households in Oregon. An economic development strategy that attracts higher-wage jobs will probably require a different housing mix than what has recently occurred in Woodburn. Moreover, housing must be an important component in the City's economic development strategy. If the types of housing desired by firms that may locate in Woodburn are unavailable or cannot be built, it will make Woodburn less competitive.

The City's Goal 10 housing analysis should reflect a wage distribution consistent with the types of industries it hopes to attract. Moreover, the policies and land designations should be consistent with the financial capabilities of the employees of those industries. Review of the Goal 10 housing analysis should follow the steps identified in Strategy L.1.3.

When? July - July 2002.

Who? City Planning Staff.

How much? 100 hours of staff time over a 12-month period.

How will we know we succeeded? Adoption of a revised housing element and related policies.

What else? The housing element is directly related to other land use activities. This strategy needs to coordinate with strategies 1-3 of Land Use Goal 1.

GOAL L3. ADOPT AND IMPLEMENT AN URBAN RENEWAL DISTRICT

What and Why? The downtown area is a key part of the City's overall economic development strategy. A healthy downtown not only benefits local business, but is an amenity that the entire community can enjoy.

The City is considering an urban renewal district that would promote redevelopment downtown and in areas adjacent to downtown. An urban renewal district is a relatively common approach to promoting investment in specific areas of a community. Funds come from tax increment financing, which freezes assessments on all property in the district at some level and then places the increment (the amount of tax revenue above the frozen level) into a fund that is used for improvements within the district. This policy would benefit the downtown area by making new funds available for investments in the area.

When? By September 2001.

Who? City staff.

How much? Costs will be City staff time to prepare information for decisionmakers to evaluate creating a district, and costs of establishing the district. Funding provided by the district will not cost the City anything; it is simply dedicates a portion of property tax revenue for expenditures for improvements in the district. However, this will reduce revenue available for other expenditures the City may want to make.

How will we know we succeeded? Formal establishment of an urban renewal district.

What else? The boundaries of the district should be carefully considered. If assessed value rises slowly, few dollars will be available to reinvest in the district. The City may also want to consider adopting a more flexible zoning ordinance for property in the

district to allow a wider range of uses and to allow property owners to take advantage of more opportunities.

INFRASTRUCTURE AND SERVICES

Public infrastructure and services are the cornerstone of any economic development strategy. If roads, water, sewer, and other public facilities are unavailable or inadequate, industries will have little incentive to locate in a community. For the purpose of this section, we define infrastructure and services to include transportation, water, sewer, stormwater, and parks facilities.

GOAL I1. PROVIDE TRANSPORTATION FACILITIES ADEQUATE TO SERVE LAND NEEDED FOR THE TYPE OF DEVELOPMENT DESCRIBED IN THIS ECONOMIC DEVELOPMENT STRATEGY

I1.1. MAKE IMPROVEMENTS TO KEY INTERSECTIONS AND CORRIDORS (EXISTING FACILITIES)

What and Why? The Woodburn *Transportation Systems Plan (TSP)* identifies a number of improvements that will be necessary to accommodate additional employment growth in the City. Key improvements identified in the TSP include reconfiguration of the I-5/214 interchange, and improvements to Highway 214. Specifically, the TSP identifies the following improvements:

- Improvement of the I-5 / Highway 214 interchange or construction of an additional I-5 interchange to serve Woodburn.
- Widening of Highway 214 to four lanes east of I-5 and improvements to the Highway 214 / Boones Ferry Road intersection.

These improvements are essential to Woodburn's economic development strategy; without them, ODOT will probably assert its right to deny developments that will cause its facilities to fail. In addition to the improvements described above, the TSP also targets the 99E corridor for improvements. Specifically, the TSP recommends improved access management on Highway 99E and development of a future two-lane roadway behind the existing businesses on the east of Highway 99E between Highway 211 and Highway 214.

When? Planning for the key interchange and Highway 214 improvements should begin immediately. The actual improvements could take as long as 10 years.

Who? City, ODOT, Marion County.

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How much? $13.5 million for the interchange improvements, $3 million for improvements to Highway 214[1].

How will we know we succeeded? Improvements to the I-5 interchange and Highway 214 will be completed.

What else? The TSP identifies a number of other projects to bring the existing road network up to the City's street standards, to improve circulation, and to improve access to alternative transportation modes. These improvements are all important to the City's economic development strategy.

I1.2. DETERMINE NEW TRANSPORTATION FACILITIES NEEDED TO IMPLEMENT ECONOMIC VISION AND AMEND TSP AS APPROPRIATE

What and Why? Good access is essential to the City's economic development strategy. The TSP identifies several new transportation facilities. The key facilities proposed in the TSP include:

- Development of a southside arterial.
- Cooley Road extension to create a new north-south road east of Highway 99E.

In addition, the City may want to consider extending Crosby Road across the railroad tracks to connect with Highway 99E. Transportation improvements, however, should be coordinated with decisions made in the land use plan. The land use strategies may result in several major changes in land designations. These changes need to be coordinated with transportation improvements. Because decisions about land uses will occur at a later date, it is premature to recommend specific changes to the transportation systems plan and the improvements contained within that plan. In summary, infrastructure and land use decisions need to be coordinated.

Specific issues that this strategy should consider include east/west circulation in Woodburn, connectivity, a northside or southside arterial, and other improvements that support the land use plan. A northside or southside arterial would provide east-west circulation and allow traffic from the east side of Woodburn to access the western side of the I-5/214 interchange without having to use 214 to cross Woodburn.

When? Review of the TSP will need to be a part of a UGB expansion analysis. This evaluation should be completed before July 2003.

Who? City staff, ODOT, Marion County, Transportation Consultant.

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[1] The cost estimate for the I-5 interchange are based on a split-diamond configuration. This configuration is probably no longer possible since the development of the WinCo warehouse facility. Cost estimates for the 214 improvements include widening and signal improvements.

How much? Approximately 60 hours of staff time to review TSP; project costs will depend on the specific projects identified in this process. The TSP includes costs for recommended projects, and costs for other projects can be estimated using the unit costs identified in the TSP.

How will we know we succeeded? Adoption of amendments to the TSP that support changes in the land use plan.

What else? The amendments need to be consistent with OAR 660-012. The amendments will also need to support any revisions to the population and employment forecasts, as well as decisions made with respect to redesignation of lands or an expanded UGB.

GOAL I2. PROVIDE WATER, SEWER, AND STORMWATER DRAINAGE SERVICE ADEQUATE TO SERVE LAND NEEDED FOR DEVELOPMENT

What and Why? Woodburn has functional plans that address needed improvements for water, sewer, and stormwater drainage. This strategy requires that they be occasionally assessed to ensure that they remain adequate to support new development. The City should review and amend these functional plans to be consistent with any changes made to the land use and transportation plans. Present City policies require adequate infrastructure be available prior to development. This goal supports those policies.

When? Ongoing throughout the 20-year period.

Who? City staff.

How much? Specific improvements and their costs are identified in each functional plan.

How will we know we succeeded? Lack of infrastructure will not be given as a reason for denying building applications.

GOAL I3. IMPLEMENT WOODBURN PARKS AND RECREATION COMPREHENSIVE PLAN

What and Why? Woodburn adopted an update to its Parks and Recreation Comprehensive Plan in October of 1999. The Plan identifies parks standards and includes a 20-year capital improvements program to achieve City standards.

Parks, open space, and recreational facilities are an important community amenity. Many industries consider quality of life factors when making locational decisions. A good parks and recreation program is one aspect of quality of life that local governments have direct control over.

When? The capital improvement program in the parks and recreation comprehensive plan extends over a 20-year period.

Who? City staff.

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How much? $10.8 million for identified improvements; staff time.

How will we know we succeeded? An annual review shows that improvements described in the Parks and Recreation Comprehensive Plan are being completed according to the plan.

GOAL I4. MAINTAIN EFFICIENCT PERMITTING AND DELIVERY OF PUBLIC SERVICES

What and Why? Permitting protects public health, safety, and welfare, and public services provide benefits for residents and businesses in Woodburn. From a business's perspective, however, the permitting process and taxes to fund public services are a cost. To some extent, the City can control the degree to which these costs are significant for businesses wishing to invest in Woodburn. An efficient and streamlined permitting and public service delivery process allows businesses to act swiftly and take advantage of very short-term opportunities.

When? The City should periodically evaluate the permitting process and delivery of public services to make sure they are efficient and balance the interests of city residents and businesses with the costs.

Who? City staff; the City should seek input from the businesses that have applied for permits or public services regarding the cost, response time, and quality of service. Woodburn may benefit from an outside evaluation of its public service delivery.

How much? Approximately 40 hours of staff time for each periodic review; additional fees for outside consultant if needed.

How will we know we succeeded? When periodic review of the permitting process and delivery of public services is implemented.

GOAL I5. SUPPORT QUALITY EDUCATION IN WOODBURN

What and Why? The City should work with Woodburn Public Schools to maintain and enhance the quality of K-12 education available in Woodburn. The availability of high-quality education is an important aspect of quality of life and is a major consideration when high-income family households are selecting a place to live. Maintaining and improving the quality of education in Woodburn will make the city more attractive to high-income households, as well as improve the workforce skills and raise the earning potential of local graduates.

When? Summer 2001.

Who? City staff in conjunction with Woodburn Public Schools.

How much? Initial cost for City staff time to meet with Woodburn Public School staff. The City may assume additional costs if it finds those costs will effectively support quality education in Woodburn.

How will we know we succeeded? The City will have a more formal process for discussing economic development and workforce training with the Woodburn School District.

WORKFORCE TRAINING AND EDUCATION

The *Economic Opportunities Analysis* identified several characteristics of the local workforce that could be improved to make Woodburn more competitive for high-wage employment. These included relatively low educational attainment among the local workforce. This section focuses on strategies to train or recruit new people. The strategies focus on existing Woodburn residents.

Training opportunities need to be available for both labor and management. Many training and education opportunities already exist in Woodburn. Moreover, all of these programs are provided through organizations outside of Woodburn's municipal government, so the goals and strategies focus on coordination and support of training and education programs.

GOAL W1. SUPPORT WORKFORCE TRAINING AND DEVELOPMENT SERVICES AVAILABLE IN WOODBURN

W1.1. COORDINATE AND SUPPORT OTHER ORGANIZATIONS TO SUSTAIN AND EXPAND WORKFORCE SERVICES AVAILABLE IN WOODBURN

What and Why? The City should coordinate with organizations that offer workforce development services to find ways to assist these organizations and take actions to complement existing efforts. The *Economic Opportunity Analysis* found that Woodburn has a high share of population that completed only elementary school. Educational attainment and job skills of Woodburn residents will need to improve if residents to hold high-skill high-wage jobs created in Woodburn.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? The City of Woodburn should coordinate with Chemeketa Community College and organizations that offer workforce services at the Woodburn Campus and elsewhere.

How much? 40 hours per year when stabilized; could be two or three times more during start-up.

How will we know we succeeded? An increase in the number of Woodburn residents that use programs to enhance skills, and the creation of high-wage jobs that utilize the skills of Woodburn residents.

What else? Programs to increase the work skills of residents must be complemented by efforts to create jobs that match the available skills. Otherwise skilled workers may leave the community for jobs elsewhere.

W1.2. SUPPORT COLLABORATION BETWEEN WOODBURN PUBLIC SCHOOLS, CHEMEKETA COMMUNITY COLLEGE, AND LOCAL EMPLOYERS TO ADDRESS WORKFORCE TRAINING NEEDS

What and Why? Matching skills training with the needs of area employers should increase the effectiveness of workforce development programs in Woodburn.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? In addition to Woodburn Public Schools and Chemeketa Community College, the City may work with the Mid-Willamette Valley Education Consortium and the Regional Chamber Education Alliance. These organizations are working to incorporate work skills into high school curriculums and to increase employer–school collaborations.

How much? 40 hours per year when stabilized; could be two or three times more during start-up.

How will we know we succeeded? Preliminary success measured as having made the contacts and established connections. Later, success is number of programs offered and enrollment by Woodburn residents. Ultimately, success is reports back from employers of improved performance from recent graduates of high school or training programs.

W1.3. DEVELOP A TRAINING PACKAGE AS AN INCENTIVE TO RETAIN AND ATTRACT EMPLOYERS.

What and Why? The City of Woodburn should support effective marketing of workforce services in Woodburn in conjunction with the Chamber of Commerce and Chemeketa Community College. The City should ensure effective implementation of workforce services needed to attract employers. This strategy will help retain or attract firms by lowering their costs for hiring and training, and improved skills will help Woodburn residents hold higher-wage jobs.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? Workforce services are already marketed by the Chamber of Commerce and Chemeketa Community College. The City should cooperate with existing efforts to create a coordinated and effective economic development marketing program.

How much? Annual staff time covered by W1.1 and W1.2.

How will we know we succeeded? When an expanding or new business takes advantage of workforce services to help create higher-wage jobs in Woodburn.

What else? Workforce development programs must be complemented by efforts to create jobs that match the available skills. Otherwise skilled workers may leave the community for jobs e

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BUSINESS DEVELOPMENT

Business development includes strategies to support (1) the success of existing businesses in Woodburn, (2) the creation of local startup businesses, and (3) the relocation of new employers to Woodburn. Many communities acknowledge the importance of all three activities, but focus their staff time and budgets on the third, recruitment activities. While recruitment is an important strategy, the City intends to coordinate with other local and regional organizations to reduce staff investment in recruitment activities. The idea is focus on providing quick, accurate information and personalized attention to employers that contact Woodburn (either directly, or indirectly through state and county organizations).

Thus, business development goals and strategies focus on retention of existing business and activities that support and enhance existing City programs.

GOAL B1. SUPPORT THE SUCCESS OF BUSINESSES IN WOODBURN

B1.1. SUSTAIN AND ENHANCE BUSINESS SKILLS AND MANAGEMENT TRAINING AVAILABLE IN WOODBURN

What and Why? Small businesses create a significant share of new jobs, and also have the fewest resources for training to improve the skills of administrative staff or management. This task is parallel to W1.1 and W.1.2 that address training of potential employees—this task addresses the training management.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? The City should collaborate with the Chemeketa Community College Woodburn Campus and local Chamber of Commerce to find ways to sustain existing programs and implement additional programs targeted to the needs of businesses in Woodburn.

How much? 40 hours per year when stabilized; could be two or three times more during start-up.

How will we know we succeeded? Preliminary success measured as having made the contacts and established connections. Later, success is number of programs offered and enrollment by Woodburn residents. Ultimately, success is reports back from employers of improved performance and satisfaction with the program.

B1.2. IMPROVE INFORMATION EXCHANGE

What and Why? This task has two components: (1) information that the City makes available to businesses considering development in Woodburn, and (2) information about and access to programs available through the Oregon Economic and Community

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Development Department, Small Businesses Administration, and other agencies.

A service to provide one-stop information to match the needs of employers to existing funding sources could increase the assistance available in Woodburn and reduce the response time for assistance. Whatever the City prepares should be in electronic format. That allows the information to be quickly edited, either to update or customize it, even if it is eventually transmitted to a prospective employer as a hard copy. Better would be to tie the information to a City-based web page.

The Oregon Economic and Community Development Department, Small Business Administration, and other agencies offer a wide variety of financial assistance programs for existing businesses. Each program has different funding criteria and application requirements.

This is a relatively expensive task, but critical to the City's ability respond to inquiries about development.

When? Prepare computer-based information package by June 2002.

Who? City of Woodburn staff; consultants. The City may want to consider hiring an economic development director to coordinate its economic development efforts.

How much? 300 – 600 hours, depending on the sophistication of the effort.

How will we know we succeeded? Complete package of electronic information available by June 2002, with staff trained on how to get that information to customers quickly.

GOAL B2. SUPPORT EFFORTS TO CREATE HIGH-WAGE JOBS IN WOODBURN

B2.1. COORDINATE WITH OTHER ECONOMIC DEVELOPMENT ORGANIZATIONS TO DEVELOP A COHERENT AND EFFECTIVE MARKETING PROGRAM

What and Why? A variety of public agencies and private organizations help support economic development and market Woodburn as a business location. The City should coordinate with these organizations to develop a marketing strategy that best uses the resources of each organization. A effective marketing strategy makes the best use of existing resources and provides a single point person of contact for prospective firms to get information and assistance with permitting and public services.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? The City of Woodburn in conjunction with the CCC Woodburn Campus, Chamber of Commerce, Salem Economic Development Corporation, and OCEDD. The City may want to consider hiring an economic development director to manage the City's efforts.

How much? 100 – 200 hours of staff time.

How will we know we succeeded? An annual review of a tracking process shows an increased number of inquires from businesses interested in locating in Woodburn.

What else? Ties with B1.2. The City should create and maintain a database of business inquiries. The database could track various information on the inquiries. The City should follow up with businesses that choose to locate elsewhere to gather information on how it can be more competitive.

B2.2. CONSIDER AND EVALUATE FINANCIAL INCENTIVES TO RETAIN AND ATTRACT FIRMS TO WOODBURN

What and Why? Many communities offer financial incentives to retain and attract employers by reducing their costs, however research shows that many incentive programs cost more than the benefits they produce. Woodburn could target incentives on specific industries or for any firm that meet specified criteria. Incentives could also be targeted to specific areas of Woodburn. Potential incentives include workforce screening and training, reduced fees for permits and infrastructure, Enterprise Zones, or a revolving loan program. Most small cities such as Woodburn do not have the resources to offer an extensive incentive package, so they focus on implementing State programs (such as Enterprise Zones), reducing fees and response times for permits and public services, and coordinating with other organizations to provide services needed by firms. One of the most effective locally-funded incentives is a revolving loan fund for furnishings, fixtures, and equipment, which commercial banks are reluctant to fund.

When? Begin evaluation immediately; ongoing throughout the 20-year planning period.

Who? City of Woodburn staff in conjunction with OCEDD, local banks, and other economic development organizations.

How much? Initial costs are staff time to consider and evaluate potential incentives. Costs of incentives themselves will be determined by which incentives the City decides to implement and the number of employers that use these incentives.

How will we know we succeeded? When employers take advantage of the financial incentives to create high-wage jobs in Woodburn.

What else? Incentive programs must be complemented by efficient delivery of public services and other inputs needed by employers, such as buildable land and an adequately-trained workforce.

B2.3. CONSIDER CREATION OF A LOCAL ECONOMIC DEVELOPMENT CORPORTATION IN WOODBURN

What and Why? Economic Development Corporations (EDC) are non-profit corporations dedicated to promoting economic development in their

local community, typically by maintaining information on existing development sites, marketing, and by coordinating information on available assistance programs. In addition to recruitment of large employers, Economic Development Corporations can assist in creating neighborhood-level improvements such as restaurants, grocery stores, and cultural facilities that enhance the community's quality of life.

Currently Woodburn is served by the Salem Economic Development Corporation (SEDCOR), but a local EDC may be more effective by focusing solely on the needs of Woodburn.

When? After an evaluation of the effectiveness of SEDCOR in promoting economic development in Woodburn.

Who? The City would need to facilitate incorporation of a non-profit EDC, assist in launching the organization, and provide ongoing coordination and support.

How much? Initial costs are staff time for evaluation; additional funding may be necessary to create and support the EDC.

How will we know we succeeded? Establishment of a local EDC, or a decision to continue the local relationship with SEDCOR.

B2.4. IMPROVE WOODBURN'S APPEARANCE AND IMAGE

What and Why? Improving Woodburn's appearance image as a community could make it more attractive to employers looking for a location. Actions to improve the City's appearance include signage at city entrances, beautification of commercial strips such as on Hwy 99, and better signage and events to attract people to downtown Woodburn. The City's image is a function of its appearance and presentation, and how it is perceived by employers. An economic development marketing program should emphasize Woodburn's small-town character and pro-business attitude.

When? 1–5 years.

Who? This strategy should be pursued with direct expenditures by the City of Woodburn, primarily through the public works department, and with coordination with other economic development organizations in the community. The City may want to work with a public relations firm to find out how the City is perceived by others and how to improve that perception.

How much? Depends on the specific actions implemented by the City; some costs may be funded through budgets for public works projects such as road improvements. Funding may be contributed through grants or donations by local businesses.

How will we know we succeeded? Implementation of local beautification projects and marketing that promotes a positive image of Woodburn.

GOAL B3. ENCOURAGE DEVELOPMENT OF SOCIAL AND CULTURAL AMENITIES

What and Why? Social and cultural amenities include publicly-funded facilities such as parks, recreation centers, performing arts centers, or educational facilities, and privately-funded facilities such as restaurants and theaters. This goal can be supported through several of the goals and strategies identified in other sections of this chapter. Implementation of the Parks and Recreation Comprehensive Plan (Goal I.3) would help create and enhance amenities provided through the City's parks and recreation programs. Urban renewal or improvement districts (Goal L.3, Strategy F.2.3) can be used to help create social and cultural amenities within the district boundaries. A Economic Development Corporation (Strategy B.2.3) can help create social and cultural amenities in Woodburn through marketing, financial assistance, and coordination of existing assistance and training programs. A wider range of social and cultural amenities will improve quality-of-life in Woodburn and make the city more attractive to prospective residents and employers. Social and cultural amenities, however, are not high on the list of locational criteria for most businesses.

When? Timing will be driven by implementation of related goals and strategies.

Who? City of Woodburn staff in conjunction with other economic development organizations.

How much? In addition to City staff time, costs to be determined by the strategies implemented by the City.

How will we know we succeeded? By expansion of the number and range of social and cultural amenities in Woodburn.

FINANCE

Infrastructure strategies cannot be implemented in the absence of solid financial strategies. Financial strategies must not only consider funding for capital improvements, but for ongoing operations and maintenance consistent with City standards.

It is City policy to take a broad view of infrastructure financing. That view includes capital costs, operations, and maintenance throughout the life of a public facility or improvement. In summary, the foundation of the City's strategy is to make sure that it has revenue sources to make (1) timely investments in the infrastructure, and (2) cost-effective investments in maintenance that optimize the effective life of the facilities.

GOAL F1. TREAT PUBLIC INVESTMENTS AS FULL, LIFE-CYCLE COSTS

What and Why? Public investment in infrastructure is a long-run investment. Operations and maintenance are a real and important part of the cost. This goal may require review of the existing procedures for evaluation of public facility costs. It may also require consideration of new funding sources to ensure adequate funds are available for operations and maintenance of public facilities. The City currently has sufficient funding to keep up with operation and maintenance costs, and sets System Development Charges at a level to recover 100% of costs.

When? Review of existing policies and procedures: July - December 2001; ongoing implementation.

Who? City staff; City Manager, Finance Director, Public Works Director

How much? The specific costs will be determined in updates to the City's Capital Improvement Programs.

How will we know we succeeded? Review of policies; adoption of new policies if necessary.

GOAL F2. ENSURE THAT FINANCING FOR INFRASTRUCTURE IS ADEQUATE AND FAIR

Financing is sufficient if covers full lifecycle costs, including operations and maintenance. While it is somewhat subjective, sound financing policies generally attempt to have people pay in proportion to cost imposed or benefits received. The following strategies are intended to ensure fair and adequate financing for infrastructure.

F2.1. REVIEW TRANSPORTATION FUNDING POLICIES

What and Why? Many mechanisms are available to fund transportation improvements. These include systems development charges, exactions, special legislative funding, grants, and other approaches. This strategy is intended to ensure adequate funds are available for transportation improvements, that funding is sufficient for operating and maintenance activities, and that funding is fair. The City should complete a review of its transportation systems development charge, and evaluate whether additional funding strategies or programs not identified in the current Transportation System Plan are appropriate.

When? July 2001 - June 2002.

Who? City staff.

How much? 100 hours of staff time over one year.

How will we know we succeeded? Adoption of new or revised funding policies; acknowledgement that existing policies are adequate.

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F2.2. EVALUATE OTHER FINANCE STRATEGIES

What and Why? This strategy would evaluate financing programs for other public facilities and services including water, sewer, stormwater, and parks. Each of these public facilities has a separate functional plan, a separate capital improvements program, and a separate set of funding strategies. Coordinating these strategies is important to maintain the desired level of service for each facility.

This strategy is necessary to ensure adequate funding for other infrastructure improvements. It may require modifications to existing funding policies or capital improvement programs.

When? July 2001 - July 2002.

Who? City staff.

How much? 40 hours of staff time.

How will we know we succeeded? Adoption of revised funding policies.

F2.3. CONSIDER CREATION OF A LOCAL RENEWAL DISTRICT OR ECONOMIC IMPROVEMENT DISTRICT

What and Why? A renewal district uses tax increment financing to fund improvements in the district, and an economic improvement district (EID) taxes property at a set rate to fund improvements in the district. EIDs are typically used to fund management and provision of services within the district, such as maintenance and security, that will not be provided by multiple private owners. These funding tools would encourage development and job creation in the districts by lowering costs for businesses in the district and they may help make the districts more attractive as centers of economic activity.

When? 1–5 years.

Who? The City of Woodburn would need to establish and administer either of these districts.

How much? Initial costs are for evaluation.

How will we know we succeeded? When the districts help create jobs in Woodburn.

What else? Improvements and incentives available though funding districts should be marketed to prospective businesses, and the investments made by the district should be promoted to residents to sustain public support for the districts.

INSTITUTIONAL ORGANIZATION AND COORDINATION

There are numerous organizations engaged in economic development efforts that include Woodburn. It makes sense for Woodburn to coordinate with these organizations in order to take full advantage of these efforts and reduce the need for City actions and expenditures.

The policies in this section overlap with those in all previous categories, but especially with Workforce and Business Development.

GOAL C1. DEVELOP CITY INSTITUTIONAL STRATEGY FOR ESTABLISHING A CITY ECONOMIC DEVELOPMENT PROCESS

C1.1. ESTABLISH INTER-ORGANIZATION ECONOMIC DEVELOPMENT TEAM

What and Why? An Economic Development Team would have the primary responsibility of coordinating the efforts of the various organizations to create a coherent and effective economic development strategy for Woodburn.

When? 1-5 years.

Who? The development team should consist of the city manager, city planner, public works director, and representatives of the Chamber of Commerce and other relevant organizations. The City may want to consider hiring an economic development director to oversee the City's economic development efforts.

How much? Minimum cost will be staff time to coordinate with other organizations; an economic development director may have an annual salary on the order of $60,000 plus benefits, and would require costs for office and other overhead.

How will we know we succeeded? Establishment of the team; the number of meetings the team has with prospective businesses each year.

GOAL C2. COORDINATE WITH MARION COUNTY AND OTHER REGIONAL AND STATEWIDE ORGANIZATIONS TO SUPPORT ECONOMIC DEVELOPMENT IN WOODBURN

C2.1. DEVELOP STRATEGIC PARTNERSHIPS WITH OTHER LOCAL AND REGIONAL GROUPS

What and Why? The City of Woodburn should coordinate its economic development efforts with the Oregon Economic and Community Development Department, Oregon Employment Department, Salem Economic Development Corporation, Marion County, Chemeketa Community College, and other relevant organizations. Coordination with these organizations will allow the City to take full advantage of existing efforts and avoid funding redundant programs.

When? Immediately and regularly throughout the City's economic development efforts.

Who? City of Woodburn staff and other organizations. The City may want to consider hiring an economic development director to coordinate and manage the City's economic development efforts.

How much? Approximately 160 hours of staff time for initial meetings and coordination, with an additional 40 hours 1–2 per year for ongoing coordination.

How will we know we succeeded? When the City has met with other organizations and developed a coordinated economic development program.

What else? This strategy complements Strategy W.1.1, W.1.3, B.1.1, and B.2.1.

C2.2. COORDINATE WITH SCHOOL DISTRICT

What and Why? As new businesses are attracted to Woodburn, those industries may require specialized skills. The City should coordinate with the Woodburn School District to offer specialized training, where appropriate. The City should also coordinate with the Woodburn School District to find ways the City can support delivery of quality education in Woodburn to improve quality of life and make the city more attractive for high-income households. The City should work with the District to identify a staff liaison from each organization to coordinate activities.

When? Begin immediately; ongoing throughout the 20-year planning period.

Who? City staff, Woodburn School District.

How much? Approximately 40 hours of staff time per year for initial and ongoing coordination.

How will we know we succeeded? Establishment of a formal coordination process.

What else? This strategy compliments Goal I5 and Strategy W.1.2.

IMPLICATIONS OF ECONOMIC DEVELOPMENT GOALS AND STRATEGIES

The economic development goals and strategies described in this chapter have several major implications for the City of Woodburn. Overall, they show that the City has a lot of work to do on economic development. We believe a key step for implementing these goals and strategies is hiring an economic development planner to focus and maintain the City's efforts.

Implementation of these economic development goals and strategies will require the City to integrate economic development, land use, public facility, and transportation plans into a coherent package. This integration will include making adjustments to population and employment forecasts used in various plans and following these adjustments through to the conclusions of these plans.

The findings of this report and the City's Buildable Lands Project report suggest the City may need to make changes to plan designations and expand its UGB, which will require an update to the City's buildable lands inventory.

All of these implications will need to be addressed over the next 12 – 24 months.

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Item 8

City of Woodburn

Preliminary Analysis
Statewide Planning Goal Compliance Issues

June 11, 2001

Woodburn may amend its comprehensive plan, transportation system plan and land use regulations to maximize its economic development opportunities. WPS has been asked to analyze Oregon's Statewide Planning Goal issues that need to be addressed if the city initiates these amendments. Because the Statewide Planning Goals are inter-related, a proposal to amend the comprehensive plan and land use regulations must comply with state goals and be internally consistent.

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Introduction

This memorandum is based on the following logic:

1. The Economic Opportunities Analysis (ECONorthwest, 2001) has identified target industries and their quantitative and qualitative site needs.
2. The Woodburn City Council has determined that amendments to the Woodburn Comprehensive Plan and land use regulations may be necessary to provide suitable sites for targeted industries or to address industrial park siting criteria.
3. Due to the apparent shortage of suitable industrial sites within the existing Woodburn UGB, amendments to the Woodburn Urban Growth Boundary (UGB) may also be required.

Thirteen of Oregon's 19 Statewide Planning Goals appear to apply to plan or code amendments within the Woodburn UGB and its adjacent rural area[1]:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning (OAR Chapter 660, Division 4)
- Goal 3: Agricultural Land (ORS 215.243; OAR Chapter 660, Division 33)
- Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR Chapter 660, Division 23)
- Goal 6: Air, Land and Water Resources Quality
- Goal 7: Areas Subject to Natural Disasters and Hazards
- Goal 8: Recreational Needs
- Goal 9: Economy of the State (ORS 197.712; OAR Chapter 660, Division 9)
- Goal 10: Housing (ORS 197.296-314; OAR Chapter 660, Division 8)
- Goal 11: Public Facilities and Services (OAR Chapter 660, Division 11)
- Goal 12: Transportation (OAR Chapter 660, Division 12)

[1] Because Woodburn is surrounded by agricultural land (as opposed to forest land), Goal 4: Forest Land, robably does not apply.

- Goal 13: Energy Conservation
- Goal 14: Urbanization (ORS 197.296-298; OAR Chapter 660, Division 4)

These goals, collectively, have both procedural and substantive requirements. The procedural requirements are process-oriented steps the city must take to satisfy the goal provisions. These are typically spelled out in the goal or in the administrative rule that implements the goal. For example, Goal 2 requires that cities and counties work together to decide on population projections. Substantive requirements are the actual issues the city must address to satisfy the goal provisions. For instance, Goal 10 requires cities to provide sufficient buildable land for 20 years of housing. A successful proposal for changes to the comprehensive plan and land use regulations must do both things: follow all the procedural requirements, and meet all the substantive requirements in the statewide goals.

Most of the Statewide Planning Goals listed above have accompanying administrative rules that are longer and more specific than their corresponding goals. The Oregon Land Conservation and Development Commission (LCDC) is the state agency that carries out these rules. Some goals and rules have complementary statutory provisions (*e.g.*, Goals 3, 9, 10, 11 and 14).

All goals are not equal. Certain goals – Goals 2 (Land Use Planning), 5 (Natural Resources), 9 (Economy of the State), 10 (Housing), 11 (Public Facilities and Services), 12 (Transportation) and 14 (Urbanization) – will be given greater scrutiny when comprehensive plan and land use regulation amendments are proposed to increase the supply of industrial land. Other goals – Goals 6, 7, 8 and 13 – must be addressed, but they are not so closely watched. If amendments to the urban growth boundary are proposed, these amendments are likely to face a higher level of scrutiny from state agencies and land use interest groups. Depending on the proposal, other organizations may be involved. For instance, if comprehensive plan map amendments will result in increased traffic to state highways or county roads, ODOT and Marion County will want to review transportation impacts.

In summary, if the city amends its comprehensive plan and land use regulations to create serviced sites that meet the needs of targeted industries, then these amendments must comply with both the procedural and substantive requirements of each of the applicable Statewide Planning Goals and their accompanying administrative rules. This memorandum describes the issues and findings that must be made in order to comply with applicable state goals and rules. The first section of this document identifies procedural goal requirements. The second discusses substantive goal requirements.

Section I: Procedural Goal Requirements

Goal 1: Citizen Involvement

Compliance with Goal 1 is established by demonstrating compliance with Woodburn's acknowledged Citizen Involvement Program. Woodburn's program is prescribed in the citizen involvement goal and policies of the city's comprehensive plan and in its zoning ordinance notice requirements.

Goal 2: Land Use Planning

Goal 2 includes requirements for:

- coordination with Marion County regarding population projections and in the plan amendment process;
- coordination with affected state agencies regarding plan and code amendments;
- internal consistency among the comprehensive plan, land use regulations, factual information and the proposed amendments;
- effective implementation measures that are consistent with and adequate to carry out plan policies; and
- a formal exception to compliance with the Agricultural Lands goal when agricultural land is needed for urban purposes (*i.e.,* when the UGB is expanded).

Coordination with Marion County

Under ORS 195, the county is responsible for ensuring that the population projections of its cities are "coordinated" with the county's population projection. Woodburn's 2020 projection of 26,290 has been coordinated with Marion County and should be used for determining population growth in Woodburn. However, if a change is proposed in this population projection, approval from Marion County is required, and further "coordination" with the State Economist's projection for Marion County may be required.

Marion County also must approve any comprehensive plan or zoning map amendments that affect land outside Woodburn city limits. If plan map amendments are proposed on unincorporated land within the Woodburn UGB, the county must approve these amendments. If changes to comprehensive plan policies are proposed, both the city and the county must approve these amendments. Urban growth boundary amendments must also be jointly adopted to become effective: Marion County has a strong interest in preserving its agricultural land base. county roads may be affected by proposed changes in land use. In all of these areas, the city must demonstrate that coordination with Marion County has

occurred. Marion County should be viewed as an equal partner in the plan amendment process.

Woodburn's urban growth management agreement (UGMA) with Marion County provides guidance regarding the plan amendment and notification process. It is important that Woodburn and Marion County follow the procedural requirements outlined in the UGMA and include findings explaining how compliance with this agreement has been achieved in the plan amendment process.

Coordination with Affected State and Federal Agencies

Goal 2 requires that the concerns of state and federal agencies must be "considered and accommodated to the extent possible" in the plan and code amendment process. At a minimum, State agencies that are likely to be interested in Woodburn's economic development amendment package include the following:

- Oregon Department of Land Conservation & Development (DLCD);
- Oregon Economic Development Department (EDD);
- Oregon Department of Transportation (ODOT);
- Oregon Division of State Lands (DSL);
- Oregon Department of Environmental Quality (DEQ); and
- Oregon Department of Fish & Wildlife (ODFW).

Cities must document state and federal agency concerns, and how it has accommodated these concerns as much as possible. In some instances (*e.g.*, ODOT's interest in state highways and DSL's interest in impacts on inventoried wetlands), the concerns of state agencies are backed by LCDC or their own administrative rules. In such instances, accommodating state agency concerns often means compliance with applicable state administrative rules. The substantive requirements of these rules are addressed in Section II of this memorandum.

Internal Consistency

One of the most common allegations of error to the Land Use Board of Appeals (LUBA) is *inconsistencies* among the factual basis in the plan, plan policies and/or implementing land use regulations.

Goal 2 requires that the factual basis of the plan be consistent with and supportive of the goals and policies of the plan. For example, Woodburn's housing needs analysis must be based on coordinated population projection and existing and projected income levels of city residents. Or, if the Goal 5 inventory includes "significant wetlands," it is critical that these wetlands also be incorporated into the buildable lands inventory. In this case, it is imperative that Woodburn's economic policies and employment zones be consistent with the recommendations of the Economic Opportunities Analysis (OEA) required by Goal 9.

Effective Implementation Measures

Goal 2 requires that implementation measures be "consistent with and adequate to carry out" the policy direction established in the Comprehensive Plan. This means that comprehensive plan policies must have effective implementing plans and regulations – like the zoning and subdivision ordinance, or the capital improvements program. During the plan amendment process, cities may discover that adopted plan policies and land use regulations are inconsistent with the results of studies undertaken during periodic review, or with the Council's preferred policy direction. Faced with this problem, local governments often ignore or attempt to "write around" adopted plan policies and code standards in their findings, rather than change the policy or standard. Overall, it is more efficient to amend the plan and code consistent with the city's desired direction as part of the legislative amendment package.[2]

Goal 2 "Reasons Exception"

The second part of Goal 2 sets forth procedures and criteria that must be followed whenever agricultural land is needed for non-agricultural purposes. This section applies when land is converted from rural to urban use as a result of a UGB amendment. The "reasons" for the Goal 3 "exception" must be included in both the city and county comprehensive plans and must meet the requirements of OAR Chapter 660, Division 4, Exceptions.

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

Statewide Planning Goal 5 is interpreted by OAR Chapter 660, Division 23. Goal 5 includes a number of procedural requirements for resolving conflicts between urban development and significant resource areas.

- Develop inventory methods and significance criteria.
- If there are significant resource sites, (*e.g.*, wetlands, riparian areas or historic sites), identify conflicts between resource protection and urban development. These conflicting uses are based on zoning. If the city changes zoning to accommodate more or different industrial uses, a new conflicting use determination may be necessary.
- Next, the ESEE (economic, social, environmental and energy) consequences of alternative courses of action must be considered. Again, the ESEE analysis depends on the conflicting uses allowed by zoning, which could change through this process.
- Based on this ESEE analysis, the city must develop and adopt a program that resolves conflicts between resource preservation and urban development.

If, as a result of its Goal 5 program, mapped resource areas are designated unbuildable, they must be removed from the inventory of buildable land. If the UGB does not include an adequate

[2] ECONorthwest and WPS will review the city's comprehensive plan and zoning ordinance to identify potential consistency issues as part of this contract.

supply of buildable land, then the UGB itself must be amended to provide sufficient land through the Year 2020.

Wetlands and Riparian Areas

Woodburn has conducted a local wetlands inventory (LWI) for land within the UGB that identifies "significant wetlands and riparian areas" on existing and potential industrial sites. The Woodburn Buildable Lands Inventory classifies "wetlands and riparian areas" as unbuildable land. Nevertheless, it is important that Woodburn complete the Goal 5 process for significant wetlands and riparian areas. Otherwise, there may not be an adequate factual basis for removal of wetlands and riparian areas from the buildable land inventory. This would increase the supply of buildable land within the UGB and undermine the rationale for expansion. (Please see discussion of "safe harbor" provisions under substantive requirements of Goal 5, Section II.)

Statewide Planning Goal 14: Urbanization

The procedural requirements associated with a Goal 14 UGB amendment are discussed under Goal 2, above. In summary:

- UGB amendments must be based on a coordinated population projection.
- The factual base underlying a UGB amendment must support the need for the amendment, consistent with Goals 9 and 10. The buildable lands inventory must recognize constraints identified Goal 5 and Goal 7 inventories.
- Both the city and the county must adopt the UGB amendment and plan designations for land to be included within the UGB.
- The procedural and notice requirements for exceptions specified in Goal 2, Part II (and in OAR Chapter 660, Division 4) and the urban growth management agreement between Marion County and Woodburn.
- Comments of state and federal agencies must be considered and accommodated to the extent possible.
- If a need for a specific type of site is identified in the economic opportunities analysis, the comprehensive plan and zoning ordinance must ensure that the site is reserved for that purpose.

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Section II: Substantive Goals Requirements

In addition to procedural requirements, Statewide Planning Goals 3 through 14 have substantive requirements that must be addressed when substantial comprehensive plan and code amendments are proposed.

Goals 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

As indicated in the discussion of Goal 5 in Section I, above, there is a relationship between Goal 5 resource areas, Goal 9 site suitability analyses, and Goal 14 buildable land inventories. If local governments restrict development on significant Goal 5 resource areas, then these areas are considered unbuildable. Since the city wants to ensure an adequate supply of buildable industrial land to meet long-term needs, the city should consider the site-suitability consequences of adopting regulations to protect Goal 5 resources.

Safe Harbor for Stream Corridors and Wetlands

OAR 660-23-090 and 660-023-100 explains how the Goal 5 process works for significant wetlands and stream corridors (riparian areas). Woodburn has two options:

1. Go through the entire Goal 5 process described in OAR 660-23-030 through 050 (and summarized in Section I, above); or
2. Use "safe harbor" options for significant wetlands and stream corridors.

WPS recommends that the city consider the safe harbor option, because it saves time and money and reduces uncertainty. The safe harbor option does not require a conflicting use analysis, ESEE analysis, or a local Goal 5 program. Rather, it simply requires protection of:

- locally-significant wetlands that appear on the LWI; and
- fish-bearing streams and their riparian area. (Maps of "fish-bearing streams" are available through ODFW or the Department of Forestry.)

WPS has developed safe harbor ordinances that have been acknowledged by LCDC for a number of jurisdictions in Oregon. If requested, WPS can provide copies of acknowledged safe harbor regulations for city review.

Historic Sites and Structures

Woodburn should account for significant historic sites and structures in the buildable land inventory. If there are sites or structures listed on the National Register and protected by

local regulations, their boundaries should be mapped and excluded from the buildable land inventory.

Goal 5 Conclusion

Goal 5 requires local governments to inventory significant resource sites, identify conflicting uses, and analyze the consequences of protecting, not protecting, or partially protecting each type of resource. Woodburn's stream corridors and wetlands reduce the area of land within the UGB available for development. Woodburn also has historic resources that may limit the development potential of designated industrial sites. Once Woodburn has made a policy choice regarding its treatment of stream corridors, wetlands and historic resources, these policy choices must be factored into the buildable lands inventory (and industrial site suitability analysis) for land within the UGB.

Goal 6: Air, Land and Water Resources Quality

Goal 6 requires that "air, land, and water resource quality" not be "degraded" as a result of planned urban development. DEQ is responsible for administration of the Clear Air Act and the Clean Water Act at the state level.[3] The way that cities meet Goal 6 is through demonstration of compliance with Environmental Quality Commission (EQC) air, land and water quality administrative rules. Water quality standards typically are met through EQC approval of plans for sanitary sewer systems. DEQ also regulates point and non-point source emissions related to water and air quality. Therefore, coordination with DEQ is the essential element in demonstrating compliance with Goal 6.

Woodburn recently updated its Public Facilities Plan, which addresses storm drainage, sanitary sewer, water and transportation projects necessary to accommodate planned growth within the UGB. However, if proposed plan amendments increase the supply of industrial land, then these plans may need to be revisited to assess any increased impacts from planned industrial development. If UGB amendments are proposed, then compliance with Goal 6 must be demonstrated. (See, for example, *Concerned Citizens v. Jackson County* [LUBA No. 95-225].)

Goal 6 Conclusion

Goal 6 requires that air, land and water resource quality not be degraded as a result of proposed plan amendments. If industrial land is added to the UGB, then the city must demonstrate that it has coordinated these changes with the Department of Environmental Quality to address any increased impacts.

Goal 7: Areas Subject to Natural Disasters and Hazards

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[3] See, for example, OAR Chapter 240, Divisions 21, 35, 41 and 48.

Goal 7 requires that cities and counties adopt measures to protect life and property from natural hazards and disasters, such as slides and floods. Because Woodburn is relatively flat, it does not have major slope hazards. Woodburn does, however, have considerable land within the 100-year floodplain.

The Goal 10 Administrative Rule authorizes local governments to exclude land with slopes of 25% or greater, and land within the 100-year floodplain, from residential buildable lands inventories. (See definitions of buildable land in OAR Chapter 660, Division 8.[4]) These factors must be considered when assessing site suitability under the Goal 9 rule. (See OAR Chapter 660, Division 9.)

The 1999 Buildable Lands Inventory excluded the 100-year floodplain and slopes of 25% and greater from the buildable lands inventory. (See Exhibit 1, Memorandum from W&H Pacific dated June 25, 1999.)

However, more recently, DLCD has asked local governments to adopt regulations that prohibit development on steep slopes and within the 100-year floodplain, if such land is to be considered "unbuildable" for purposes of UGB analysis.[5] Although we know of no case law that supports this position, the city should be aware that this interpretation exists.

Goal 7 Conclusion

Woodburn must consider areas subject to natural disasters and hazards when assessing industrial site suitability. Because Woodburn is located on relatively flat land, the city's primary natural hazard is flooding. The city's 2000 buildable lands inventory excludes land within the 100-year floodplain. Generally, land within the 100-year floodplain and on slopes of 25% or greater is considered unbuildable.

Goal 8: Recreational Needs

Goal 8, as it applies within UGBs, has no implementing administrative rule. In Woodburn's case, improving the city's park and recreation system probably will make the city more attractive to firms that may choose to locate in the area.

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[4] OAR 660-08-0005(2) reads as follows:

> *"2) 'Buildable Land' means residentially designated vacant and, at the option of the local jurisdiction, redevelopable land within the Metro urban growth boundary that is not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater unless otherwise provided for at the time of acknowledgment and land within the 100-year floodplain is generally considered unbuildable for purposes of density calculations."*

[5] See, for example, 1999 comments from Mark Radabaugh and Bill Adams regarding McMinnville's buildable lands inventory. See also draft Goal 14 administrative rule (not adopted). DLCD has offered different interpretations in many other acknowledgement orders. See, for example, Portland Metropolitan UGB or the Eugene-Springfield Metro Plan acknowledgment orders.

Generally, publicly-owned land that is reserved for parks is not considered available for private economic development. This assumption is reflected in the 1999 Buildable Lands Inventory. (See Technical Memorandum 1: Final Buildable Lands Inventory Methodology.)

Goal 8 Conclusion

There are unlikely to be any significant Goal 8 issues.

Goal 9: Economy of the State

ECONorthwest's primary tasks are to conduct the "economic opportunities analysis" (EOA) and determine whether Woodburn has an adequate supply of suitable sites available to meet the needs of targeted industries, as required by Goal 9 and OAR Chapter 660, Division 9. The Goal 9 rule resulted from 1983 legislation that required local governments to undertake economic opportunities analyses to improve the state's then-lagging economy. Quoting from OAR 660-09-000:

***"The purpose of this division is to aid in achieving the requirements of Goal 9, Economy of the State (OAR 660-015-0000(9)), by implementing the requirements of ORS 197.712(2)(a) - (d). The rule responds to legislative direction to assure that comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities throughout the state (ORS 197.712(1)) and to assure that plans are based on available information about state and national economic trends. (ORS 197.717(2)).*"**

"An Adequate Supply of Sites. . ."

ORS 197.712 makes it clear, among other things, that LCDC must ensure that cities provide "at least an adequate supply of sites of suitable sizes, types, locations and service levels for industrial and commercial uses" consistent with plan policies that address economic opportunities in the community. ORS 197.712 reads as follows:

> ***"197.712 Commission duties; comprehensive plan provisions; public facility plans; state agency coordination plans; compliance deadline.***
> ***(1) In addition to the findings and policies set forth in ORS 197.005, 197.010 and 215.243, the Legislative Assembly finds and declares that, in carrying out statewide comprehensive land use planning, the provision of adequate opportunities for a variety of economic activities throughout the state is vital to the health, welfare and prosperity of all the people of the state.***
> ***(2) By the adoption of new goals or rules, or the application, interpretation or amendment of existing goals or rules, the commission shall implement all of the following:***
> ***(a) Comprehensive plans shall include an analysis of the community's economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends.***
> ***(b) Comprehensive plans shall contain policies concerning the economic development opportunities in the community.***

(c) Comprehensive plans and land use regulations shall provide for at least an adequate supply of sites of suitable sizes, types, locations and service levels for industrial and commercial uses consistent with plan policies.

(d) Comprehensive plans and land use regulations shall provide for compatible uses on or near sites zoned for specific industrial and commercial uses."

Designation of Lands for Commercial and Industrial Uses

OAR 660-009-0025 focuses on "measures" that cities must take to implement ORS 197.712.[6] Key among these measures is designating sites that meet identified needs for categories of employment uses. If plan amendments – especially UGB amendments – are proposed, then it is critical that Woodburn make detailed findings demonstrating consistency with these criteria.

"Measures adequate to implement policies adopted pursuant to OAR 660-009-0020 shall be adopted. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, and public facility plans:

(1) Identification of Needed Sites. The plan shall identify the approximate number and acreage of sites needed to accommodate industrial and commercial uses to implement plan policies. The need for sites should be specified in several broad 'site categories', (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial, etc.) combining compatible uses with similar site requirements. It is not necessary to provide a different type of site for each industrial or commercial use which may locate in the planning area. Several broad site categories will provide for industrial and commercial uses likely to occur in most planning areas.

(2) Long-Term Supply of Land. Plans shall designate land suitable to meet the site needs identified in section (1) of this rule. <u>The total acreage of land designated in each site category shall at least equal the projected land needs for each category during the 20-year planning period.</u> Jurisdictions need not designate sites for neighborhood commercial uses in urbanizing areas if they have adopted plan policies which provide clear standards for redesignation of residential land to provide for such uses. Designation of industrial or commercial lands which involve an amendment to the urban growth boundary must meet the requirements of OAR 660-004-0010(1)(c)(B) and 660-004-0018(3)(a).

(4) Sites for Uses with Special Siting Requirements. Jurisdictions which adopt objectives or policies to provide for specific uses with special site requirements shall adopt policies and land use regulations to provide for the needs of those uses. Special site requirements include but need not be limited to large acreage sites, special site configurations, direct access to transportation facilities, or sensitivity to adjacent land uses, or coastal shoreland sites designated as especially suited for water-dependent use under Goal 17. Policies and land use regulations for these uses shall:

(a) Identify sites suitable for the proposed use;

(b) Protect sites suitable for the proposed use by limiting land divisions and permissible uses and activities to those which would not interfere with development of the site for the intended use; and

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[6] It is instructive to compare the Goal 9 rule requirements for "measures" with the "measures" that local governments *may* take for increasing land use efficiency required under ORS 197.296. See discussion under Goal 14.

(c) Where necessary to protect a site for the intended industrial or commercial use include measures which either prevent or appropriately restrict incompatible uses on adjacent and nearby lands."

Relationship to Goal 14

The above statutory and rule provision must be considered within the context of Statewide Planning Goal 14, which requires cities to include sufficient buildable land within UGBs to meet 20-year employment needs.[7] The Goal 9 analysis addresses both the need for industrial land (Factors 1 and 2 of Goal 14) and the locational characteristics of needed industrial land (Factors 3-7 of Goal 14). Goal 14 has also been interpreted by the LCDC such that the UGB must include sufficient buildable land for "the planning period," and cannot have more than a 20-year land supply.[8]

The Woodburn Economic Opportunities Analysis will address, with specificity, the siting needs of a range of targeted industries and of industrial parks that typically accommodate targeted industries. These siting needs are expressed quantitatively (site size) and qualitatively (site location, topographic and service characteristics) for each targeted industry or type of industrial development.[9]

In most cases, by providing a 20-year supply of industrial land *in the aggregate*, the city will also have a sufficient industrial land supply to meet the siting needs of specific targeted industries. However, it is possible that the supply of suitable sites for a targeted industry or type of development may be extremely limited, to the point of constraining the short-term land market. For example, there may be only one available site that meets the need of a targeted industry, which would not provide for choice in the marketplace. In such cases, ORS 197.712(2) appears to allow local governments to amend the UGB to provide for such choice. However, OAR 660-009-0025 specifically requires that sites that are included within UGBs be specifically reserved for their intended employment use.

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[7] Note that the Goal 9 rule interprets the planning period as equal to 20 years.

[8] The 1999 Oregon Legislature almost passed legislation that would mandate local and regional governments to provide a 20-year supply of buildable industrial and commercial land within their respective UGBs. The 2001 Legislature is considering a similar bill. The Goal 9 rule now requires that there be sufficient land to meet employment needs "within the planning period" (*i.e.*, 20 years). Based on discussions with DLCD staff, LCDC is likely to support 20-year buildable lands supply legislation in this legislative session. The draft Goal 14 administrative rule also mandates a 20-year industrial and commercial land supply.

[9] Consider the following Goal 9 Rule definitions (OAR 660-009-0005):

"3) 'Locational Factors': Features which affect where a particular type of commercial or industrial operation will locate. Locational factors include but are not limited to: proximity to raw materials, supplies, and services; proximity to markets or educational institutions; access to transportation facilities; labor market factors (e.g., skill level, education, age distribution).

(4) 'Site Requirement': The physical attributes of a site without which a particular type or types of industrial or commercial use cannot reasonably operate. Site requirements may include: a minimum acreage or site configuration, specific types or levels of public facilities and services, or direct access to a particular type of transportation facility such as rail or deep water access.

(5) 'Suitable': A site is suitable for industrial or commercial use if the site either provides for the site requirements of the proposed use or category of use or can be expected to provide for the site requirements of the proposed use within the planning period."

In the end, an industrial land ledger sheet is required. The left-hand column identifies the site characteristics and buildable land area needed for each targeted industry or type of industrial development. The middle column describes buildable industrial sites available to meet this need. The right-hand column identifies the surplus or deficit for each targeted industry or type of industrial development. If there are sufficient suitable sites to meet identified needs for the next 20 years, the inquiry is over. However, any deficits identified on the ledger sheet must be addressed through the plan or code amendment process.

Goal 9 Conclusion

Woodburn must conduct an "economic opportunities analysis" that considers the city's locational advantages and disadvantages in a regional context. Based on this analysis, the city must identify the types of industries it would like to attract, and the site characteristics required by targeted industries. Next, the city must compare the two. If the UGB has enough land that is properly planned and zoned – that has the site characteristics required by targeted industries – then Woodburn complies with Goal 9. However, if the Woodburn UGB lacks sites that have the site characteristics required by targeted industries, then plan or code amendments are necessary. These amendments must be consistent with other Statewide Planning Goals– especially Goals 2, 5, 10, 11, 12 and 14.

Goal 10: Housing

Goal 10 requires cities to provide sufficient buildable land to provide affordable housing for existing and future residents. Goal 10 reads as follows:

"To provide for the housing needs of citizens of the state. Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

Relationship to Goal 9

As discussed above, Statewide Planning Goal 2 requires that plans be internally consistent and that implementation measures be adequate to carry out the policy direction of the comprehensive plan. Woodburn has already conducted a housing needs analysis and buildable lands inventory as required by Goal 10.[10] This housing needs analysis is based on assumptions about income levels of future Woodburn households, which are based on economic projections. If household income assumptions were to change based on the Economic Opportunities Analysis required by Goal 9, then the housing needs analysis may need to change also. ECONorthwest will review the 1999 housing needs analysis to ensure such internal consistency. If the housing needs analysis changes, this could affect

[10] See *Woodburn Buildable Lands and Urbanization Project* (McKeever/Morris, Inc., February 7, 2000). See especially "Housing Needs Analysis Memorandum" (E.D. Hovee & Company, June 28, 1999) and "Final Buildable Lands Inventory" (W&H Pacific, June 25, 1999).

the area of buildable land needed for housing over the next 20 years. These changes must be carefully documented, especially if UGB amendments are proposed.

Relationship to Goal 14

Goal 14 requires cities to provide a 20-year land supply for housing. Across Oregon, most land within UGBs is allocated to meet housing needs. At the same time, Goal 14 requires a compact urban growth form and "maximum efficiency of land use." Prior to amending UGBs, Goal 14 and ORS 197.198 require cities to examine whether greater residential land use efficiencies can be achieved through zoning or other measures.

If comprehensive plan amendments are necessary to comply with Goal 9, then Goal 14 requires Woodburn first to look inside its UGB to meet industrial needs – before considering rural and agricultural land outside the UGB. Like most cities, most of Woodburn's buildable land supply is designated for residential use. Because there is so much residential land, increasing residential density provides a major opportunity to achieve greater land use efficiency. Therefore, Woodburn must carefully examine its residential land supply, to determine whether some residential land can be re-designated for industrial use,[11] before UGB amendments are considered. However, residential land can only be re-designated for industrial if the change will not cause a shortage of buildable residential land.

Goal 10 Conclusion

Goal 9 and Goal 10 analyses must be internally consistent. First, Woodburn must provide sufficient buildable land within its UGB to meet housing needs for the next 20 years. Housing need is a function of household income. The Economic Opportunities Analysis will help determine Woodburn's economic future as well as the projected incomes of its residents. If incomes rise, needed housing types and densities may change, which could effect the amount of residential land that must be included within the UGB. Second, Woodburn may need more industrial land to meet its employment objectives.

Before Woodburn can amend its UGB to meet industrial needs, the city must demonstrate that residential land cannot be re-designated for industrial use. To do this, Woodburn must examine whether residential land can be used more efficiently, while providing sufficient buildable land to meet projected housing needs for the next 20 years. All of this analysis must be internally consistent and documented in any plan and code amendment findings.

Goal 11: Public Facilities and Services

Goal 11 requires a demonstration that adequate public facilities and services can be provided to serve buildable land within the UGB. The Goal 11 rule[12] also requires cities with populations of

the primary purposes of the *Woodburn Buildable Lands and Urbanization Project.*
ter 660, Division 11.

500 or greater to adopt "public facilities plans". The public facilities plan (PFP) must address sanitary sewer, storm drainage, water and transportation facilities necessary to support planned housing and employment growth. The PFP must identify need public facilities projects, their approximate timing and estimated costs. If plan amendments are proposed, it is important to assess the impact of these plan amendments on the acknowledged public facilities plan – especially Woodburn's ability to provide needed services to new industrial sites. ORS 197.712 and the Goal 9 rule go further, as indicted below.

Relationship to Goal 9

The Goal 9 rule interprets ORS 197.712 by requiring cities to identify "serviceable" industrial sites "at the time of periodic review." "Serviceable" means those sites that now have, or can be provided with sanitary sewer, water, storm drainage and transportation services within one year.[13] Our understanding of this rule provision is that when the *initial* public facilities plan is prepared, cities of 2,500 or greater must distinguish between serviceable and non-serviceable sites. However, later plan amendments are not required to make this distinction.[14]

Relationship to the Transportation Planning Rule

The Transportation Planning Rule (TPR or Goal 12 Rule)) was adopted about a decade after the Public Facilities Rule (Goal 11 Rule). Although transportation facilities are considered "public facilities" under the Goal 11 Rule, the TPR includes much more demanding requirements – especially where state highways are concerned.

Goal 11 Conclusion

At a minimum, the Goal 11 rule requires Woodburn to demonstrate that adequate sanitary sewer, water, storm drainage and transportation services can be provided to all land within its existing or proposed UGB – and especially to areas proposed for plan amendments or UGB expansion. We recommend that the city update its public facilities plan (PFP) in conjunction with any plan amendment package, to ensure compliance with Goal 11. We also request clarification from DLCD regarding whether the requirements of OAR 660-009-0025(3) apply to plan amendments during this periodic review process.

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[13] OAR 660-009-0025(3) and (6).

[14] OAR 660-009-0005(3) defines "serviceable" as follows:

6) 'Serviceable': A site is serviceable if:

(a) Public facilities, as defined by OAR Chapter 660, Division 11 currently have adequate capacity to serve development planned for the service area where the site is located or can be upgraded to have adequate capacity within one year; and

(b) Public facilities either are currently extended to the site, or can be provided to the site within one year of a user's application for a building permit or request for service extension."

However, OAR 660-009-0025 requires that local governments with populations of 2,5000 or greater make this distinction only once – at the time of the initial periodic review:

"(3) Short-Term Supply of Serviceable Sites. If the local government is required to prepare a public facility plan by OAR Chapter 660, Division 11 it shall complete subsections (a) through (c) of this section at the time of periodic review. Requirements of this rule apply only to local government decisions made at the time of periodic review. Subsequent implementation of or amendments to the comprehensive plan or the public facility plan which change the supply of serviceable industrial land are not subject to the requirements of this rule."

Goal 12: Transportation

Goal 12 requires coordination with the Oregon Department of Transportation (ODOT) and Marion County in the provision of a "safe, convenient and economic transportation system" that "conforms with local and regional comprehensive land use plans." All modes of transportation must be considered, while avoiding "principal reliance upon any one mode of transportation." Transportation facilities must be inventoried and project needs determined. Transportation facilities must "facilitate the flow of goods and services so as to strengthen the local and regional economy."

The Transportation Planning Rule (TPR) and the Oregon Highway Plan (OHP) implement Goal 12. The TPR requires local governments to prepare a "transportation systems plan" (TSP) that meets the requirements of OAR 660-012-020 through 055. The OHP is a component of Oregon's Statewide Transportation Plan, and includes policies and investment strategies for the state highway system over the next 20 years.

The 1986 Woodburn TSP identified a number of traffic problems that must be addressed during the planning period. Key among these problems is congestion at the intersection of Interstate 5 and Highway 214. If industrial land is added to the Woodburn UGB, congestion at this intersection is likely to increase beyond projected levels.

Comprehensive Plan Amendments

Woodburn has an acknowledged TSP. However, projects identified in the Woodburn TSP are intended to serve planned development based on the comprehensive plan map as it existed in 1986. If changes are made to comprehensive plan designations, then it is likely that the TSP must be amended as well.

The principal reason for comprehensive plan amendments in Woodburn would be to increase the supply of suitable industrial sites within the UGB. When compared with rural or residential land uses, industrial land uses generate relatively high levels of traffic, especially during peak hours. Therefore, industrial plan amendments are likely to "significantly affect a transportation facility,"[15] which in turn triggers OAR 660-012-060 (TPR 060) review criteria.[16]

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[15] According to OAR 660-012-060(2):

(2) A plan or land use regulation amendment significantly affects a transportation facility if it:
- (a) Changes the functional classification of an existing or planned transportation facility;
- (b) Changes standards implementing a functional classification system;
- (c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or
- (d) Would reduce the level of service of the facility below the minimum acceptable level identified in the TSP.

[16] The most relevant case in this regard is *DLCD v. City of Warrenton*, 37 Or LUBA 933 (2000). In that case, LUBA held that (1) a plan amendment that reduces the volume to capacity ratio over ODOT's established maximum "significantly affects" a transportation facility; and (2) OAR 660-12-0060 also applies where the amendment would "further degrade" an already failing (*i.e.*, below standard) facility. In reaching this decision, LUBA relied on the *Plan*, Policy 1F.6, which reads:

According to the TPR, comprehensive plan map amendments that have a "significant impact on land use" must either be scaled down or designed to generate less traffic – or the TSP must be amended to include facilities/measures that increase capacity:

> (1) Amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and level of service of the facility. This shall be accomplished by either:
> (a) Limiting allowed land uses to be consistent with the planned function, capacity and level of service of the transportation facility;
> (b) Amending the TSP to provide transportation facilities adequate to support the proposed land uses consistent with the requirements of this division; or
> (c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

It is our understanding that Woodburn is in the process of requesting a Transportation and Growth Management Program (TGM) grant to update the Woodburn TSP consistent with revised land use needs. It is critical that this grant recognize the relationships between land use and transportation planning in Oregon.

Iterative Process

Prior to adoption of the TPR in the early 1990s, land use planning often occurred in a vacuum, with transportation planning considered as an afterthought. TPR 060 now requires that land use and transportation planning occur at the same time, and that each inform the other. Because transportation facilities are expensive, the cost of providing these facilities is often the limiting factor in determining *where* industrial land should be located.[17]

This iterative process is anticipated in the Goal 9 rule. In order to meet Goal 9 site suitability requirements, industrial sites must be shown to have adequate transportation facilities and access. In Woodburn's case, this means providing adequate access to Interstate 5 and constructing transportation improvements that reduce congestion at the I-5 / Hwy 214 intersection. Thus, the cost of providing adequate transportation facilities to potential industrial sites must be considered early in the review process. If costs are too high, a given site may not be considered "suitable" for industrial use.

"...for purposes of evaluating amendments to...acknowledged comprehensive plans and land use regulations subject to OAR 660-012-0060, in situations where the [v/c ratio] for a highway segment, intersection or interchange is above the standards [established in the OHP] and transportation improvements are not planned within the planning horizon [usually, the next 20 years] to bring performance to standard, the performance standard is to avoid further degradation. If an amendment...to an acknowledged comprehensive plan or land use regulation increases the [v/c ratio] further, it will significantly affect a transportation facility."

[17] The other key locational factor, of course, is the Goal 3 requirement to preserve agricultural land. This issue is further addressed under Statewide Planning Goal 14, Urbanization.

As discussed under Goal 14 below, the City should document how it has considered each the three options listed under OAR 660-012-060(1).

- **Limit Land Uses**
  This option can be addressed in one of two ways: first, by reducing the amount or type of industrial land to reduce traffic; or second, by locating industrial uses to based on the capacity of existing and planning transportation facilities.

- **Provide Adequate Transportation Facilities**
  In Woodburn's case, this option may be the primary means of satisfying TPR 060 requirements. However, as indicated above, the high costs of transportation facilities may be the limiting factor in the city's economic development program. Transportation facilities must also be located so as to minimize impacts on agricultural land.

- **Alter Land Use and Design Requirements**
  This option focuses on ways to reduce transportation impacts through techniques such as mixed uses and design standards that encourage alternative modes of transportation. This option must be considered as part of any successful economic development or transportation improvement program.

Goal 12 Conclusion

Woodburn anticipates designating additional industrial land to meet its economic development objectives. These land use changes would increase traffic and will "significantly affect" transportation facilities, especially at the Interstate 5 / Highway 214 interchange. The Transportation Planning Rule (OAR 660-012-060[1]) requires that Woodburn amend the TSP to provide adequate transportation facilities and design standards to reduce transportation impacts. Because of the relationship between land use and transportation, and the high costs of transportation facilities, TPR 060 review is an iterative process.

Goal 13: Energy Conservation

The most significant Goal 13 issue is energy use in the transportation sector, particularly automobile use. The thrust of Woodburn's economic development program is to increase local employment and to avoid becoming a long-commute bedroom community. Goal 13 requirements can be met by using transportation facilities more efficiently, and minimizing vehicle miles traveled by placing housing near employment.

Goal 14: Urbanization[18]

[18] [illegible] Goal 14 analysis resulted from a collaborative process with land use attorney Corinne Sherton as part [illegible]gon urban growth boundary process.

al 14's purpose is: "To provide for an orderly and efficient transition from rural to urban land use." Goal 14 applies to amendments expanding the City's urban growth boundary (UGB) that, by definition, convert rural land to urban or urbanizable land. Goal 14 also applies to amendments to the City's comprehensive plan and land use regulations that affect the conversion of urbanizable land within the UGB to urban uses.

UGB Amendment Issues

Under Goal 14, UGB amendments are governed by:

- Seven UGB establishment factors set forth in Goal 14 itself;
- Priorities for adding land to a UGB set forth in ORS 197.298; *and*
- Goal exception requirements of ORS 197.732/Goal 2, Part II and OAR 660-04-010(1)(c)(B) and 660-04-020.

Due to the overlapping nature of these standards, they are addressed in integrated form in this section. The relevant issues are addressed under three topical sub-headings:

- The need to expand the city's UGB to include additional land;
- The choice of which land to add to the UGB; and
- Whether the chosen areas are serviceable and compatible with adjacent uses – especially agricultural uses.

Need to Add Additional Land to UGB

Several applicable standards relate to this issue. Goal 14 factors 1 and 2 require the demonstration of a "need" to add land to the UGB, based on long range population projections, housing needs, providing employment opportunities and/or promoting livability.
ORS 197.232(1)(c)(A) and Goal 2, Part II(c)(1) require that "reasons justify why the state policy embodied in the applicable goals should not apply." However, OAR 660-04-010(1)(c)(B)(i) specifically provides that this requirement can be satisfied by compliance with the seven factors of Goal 14. Consequently, ORS 197.232(1)(c)(A) and Goal 2, Part II(c)(1) should be addressed together.

ORS 197.232(1)(c)(B) and Goal 2, Part II(c)(2) require a demonstration that areas that do not require a new goal exception "cannot reasonably accommodate the use." In the context of a proposed UGB amendment, this requires a showing that the needs for urban uses cannot be satisfied on land already within the UGB.[19] This issue is also relevant to Goal 14 factor 4, which requires the consideration of "maximum efficiency of land uses" within the existing urban area.

[19] This is because placing needed urban uses on rural land outside a UGB would require exceptions to Goals 11 and 14 and, in many instances also Goals 3 and 4. The only exception might be if the needed urban uses could be accommodated in an "urban unincorporated community," as that term is defined in OAR 660-22-010(8). There is one nearby unincorporated community in Marion County – Brooks. Fargo may also be a rural service center, although this designation is currently under dispute.

(1) Factors 1 and 2

(1) Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.

(2) Need for housing, employment opportunities, and livability.

The baseline for all Goal 14 analysis is the coordinated population projection. It is possible that Woodburn may decide to revise this projection consistent with its economic development objectives. Any change in population projection must be justified based on sound demographic analysis, must consider the State Economist's projection for Marion County, and must be fully coordinated with both Marion County and the State of Oregon.

The Economic Opportunities Analysis provides analysis necessary for determining the quality and quantity of sites needed to comply with Goal 9 and Woodburn's economic development objectives. As indicated under the Goal 10 discussion, the housing needs analysis and buildable land inventory will also need to be revised in the light of Woodburn's economic development program. The need for public facilities (transportation, sewer, water, storm drainage, parks, schools) must also be considered in the land needs analysis.

Based on recent case law, the City must clearly explain the assumptions used in projecting housing, employment and livability needs.

(2) Factor 4; ORS 197.232(1)(c)(B) and Goal 2, Part II(c)(2)

(4) Maximum efficiency of land uses within and on the fringe of the existing urban area. "Areas which do not require a new [goal] exception cannot reasonably accommodate the use."

OAR 660-04-020(2)(b), which implements ORS 197.232(1)(c)(B) and Goal 2, Part II(c)(2), further requires consideration of alternative areas considered that do not require a new goal exception, and that there be an explanation of why the needed uses cannot be reasonably accommodated on such land, and that this explanation consider increasing the density of use in such areas. In Woodburn's case, these standards require a demonstration that the projected needs for urban uses cannot be accommodated within the City's existing UGB, either by locating the needed uses on vacant buildable land within the UGB or by increasing the existing or future density of uses within the existing UGB.

This means that Woodburn must consider the potential for using land already within the UGB more efficiently. This requires explicit consideration of whether changing plan designations within the UGB can be used to increase density, and whether individual vacant lots within the UGB can be assembled to produce larger areas of buildable land to provide for the proposed uses. The justification for the UGB expansion must explain the City's efforts to intensify land uses with in the existing UGB to meet a portion of the identified need.

Selection of Land to Add to UGB

The selection of land to add to the UGB is governed by several overlapping standards or sets of standards. ORS 197.298 establishes a system of priorities for selecting land to be added to a UGB. Both ORS 197.298(2) and Goal 14 factor 6 require that land with lower agricultural capability be given higher priority for inclusion. In addition, ORS 197.732(1)(c)(C) and Goal 2, Part II(c)(3) require that the long-term environmental, economic, social and energy (ESEE) consequences resulting from adding the selected areas to the UGB are not significantly more adverse than would result from adding alternative areas to the UGB.

Goal 14 Factor 5 also requires consideration of the ESEE consequences of adding the selected areas to the UGB. Finally, pursuant to Goal 14 factors 3 and 4, the consideration of alternative areas should include their relative serviceability and efficiency of location in relation to the existing urban area. Woodburn must also describe and justify its process for identifying study areas outside the UGB, and then describe and analyze the characteristics of each of the study areas.

(1) Factor 6; ORS 197.298

(6) Retention of agricultural land as defined; with Class I being the highest priority for retention and Class VI the lowest priority.

ORS 197.298(1) requires that the following priorities be used in selecting land for inclusion in a UGB (in order of higher to lower priority for inclusion):

(1) Land designated as an urban reserve under ORS 197.298.

(2) Exception areas or nonresource land adjacent to the UGB.

(3) Land designated as marginal land under ORS 197.247.

(4) Land designated for agriculture or forestry in an acknowledged comprehensive plan.

ORS 197.298(2) requires that land of "lower capability as measured by the [U.S. Natural Resources Conservation Service (NRCS) agricultural soil] capability classification system or by cubic foot site class, whichever is appropriate for the current use," be given higher priority for inclusion in a UGB. However, ORS 197.298(3) allows land of lower priority to be included in a UGB in the following circumstances:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

(b) Future urban services could not reasonably be provided to the higher priority [lands] due to topographical or other physical constraints; or

(c) Maximum efficiency of land uses within a proposed [UGB] requires inclusion of lower priority lands in order to include or provide services to higher priority

lands.

The UGB justification must explain how the priorities of ORS 197.298(1) are satisfied after considering acknowledged exception areas adjacent to the UGB and nearby unincorporated rural communities. In order to satisfy ORS 197.298(2) and (3) and Goal 14, Factor 6, higher capability agricultural must be retained outside the UGB. High Value agricultural soils (as described in OAR Chapter 660, Division 33, Agricultural Lands), should not be included within the UGB if there are reasonable alternatives. Agricultural Class III and IV soils should be included before Agricultural Class I and II soils.

(2) Factors 3 and 4

(3) **Orderly and economic provision for public facilities and services.**

(4) **Maximum efficiency of land uses within and on the fringe of the existing urban area.**

In evaluating alternative areas for possible inclusion in the UGB, these factors require consideration of their relative serviceability, suitability for efficient urban land uses, and location in relation to the existing urban area. The Goal 12 iterative analysis process described above is directly applicable here, because transportation facilities are also "public facilities" under Factor 3. Detailed findings regarding the city's capacity to serve both the existing UGB and the expanded UGB must be provided with respect to sanitary and storm sewer, water, and transportation services.

(3) Factor 5; ORS 197.232(1)(c)(C) and Goal 2, Part II(c)(3)

(5) Environmental, energy, economic and social consequences.

The long-term [ESEE] consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site.

OAR 660-04-020(2)(c), which implements ORS 197.732(1)(c)(C) and Goal 2, Part II(c)(3), requires a description of the characteristics of the alternative areas considered, a discussion of the "typical advantages and disadvantages" of including each area in the UGB, and identification of the "typical positive and negative consequences" resulting from including the selected areas in the UGB, "with measures designed to reduce adverse impacts." OAR 660-04-020(2)(c) also requires an explanation of why the ESEE consequences of adding the selected areas to the UGB, are not significantly more adverse than adding the alternative areas to the UGB.

Therefore, the UGB analysis must describe the level of development projected for the areas added to the UGB. This analysis must also identify proposed measures designed to reduce [illegible] impacts (*e.g.*, riparian corridor or floodplain provisions). Finally, the analysis must

consider the relative ESEE consequences of designating specific areas for inclusion within the JGB, when compared with alternatives.

Serviceability and Compatibility of Land Added to UGB

Once a need to add land to the UGB has been demonstrated, and the requirements for selection of areas to be added satisfied, it is still necessary to demonstrate that the City has the capability to provide public facilities and services to the areas in an orderly and economic manner (Goal 14, Factor 3) and that proposed urban uses of the areas will be compatible with other adjacent uses (Goal 14 factor 7; ORS 197.732(1)(c)(D) and Goal 2, Part II(c)(4)).

(1) Factor 3

(3) Orderly and economic provision for public facilities and services.

Factor 3 requires a demonstration that public facilities and services can reasonably be provided to the areas added to the UGB over the planning period, without leaving areas already within the UGB with inadequate facilities and services. The City must show that water and sewerage services can reasonably be provided to the areas added to the UGB over the planning period, without leaving areas already within the UGB with inadequate facilities and services. Woodburn must make a similar showing for other public facilities and services (*i.e.*, police, fire protection, schools, stormwater and solid waste disposal. This can be accomplished by cross referencing Goal 11 and Goal 12 findings.

(2) Factor 7; ORS 197.232(1)(c)(D) and Goal 2, Part II(c)(4)

(7) Compatibility of the proposed urban uses with nearby agricultural activities.

The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

"Compatible" does not require that there be no interference with, or adverse impact of any kind on, adjacent uses, but rather that the uses be reasonably able to coexist. OAR 660-04-020(2)(d). To address this standard, the City must describe the adjacent rural land uses, and agricultural management and production practices on land adjacent to the areas added to the UGB. The City must also explain why the proposed urban uses will be compatible. If setbacks or other mitigation measures are necessary to ensure compatibility, they must be stated and provisions requiring compliance must be adopted.

Conversion from Urbanizable Land to Urban Uses

Goal 14 provides that conversion of urbanizable land to urban uses shall be based on consideration of four factors. These factors shall be referred to as "conversion" factors, to distinguish them from the seven UGB establishment/amendment factors discussed above. The Goal 14 conversion factors apply to comprehensive plan and land use regulation amendments that affect regulations governing when urbanizable land within a UGB can be put to urban use,

or that redesignate and rezone urbanizable land so that it can be put to urban use. The conversion factors are also applicable to map amendments that add land to the UGB and re-designate land for urban uses.

a. *Conversion Factor 1*

(1) Orderly, economic provision for public facilities and services.

To adequately address this factor, the City must demonstrate that is has policies and regulations in place to ensure that adequate public facilities are provided to planned urban development. The City must also demonstrate that it has the capacity to provide such services in a timely fashion. (See also UGB amendment findings related to Goal 14, Factor 3.)

b. *Conversion Factor 2*

(2) Availability of sufficient land for the various uses to insure choices in the market place.

Generally, by providing sufficient land to meet 20-year need for each category of land use (industrial, commercial, residential, public), this standard is met. However, the Goal 9 rule and ORS 197.712 both require that local governments provide "at least" an adequate number of suitable industrial and commercial sites to meet employment needs over the next 20 years. See discussion under Goal 9, above.

c. *Conversion Factor 3*

(3) LCDC goals or the acknowledged comprehensive plan.

Woodburn must address each applicable Statewide Planning Goal as indicated in this memorandum.

d. *Conversion Factor 4*

(4) Encouragement of development within urban areas before conversion of urbanizable areas.

Here, it is important that Woodburn identify measures it has adopted to Cite some of the to encourage development in urban areas before moving into urbanizable areas. Such measures typically include annexation policies, adequate public facilities policies, large-lot holding zones and the like. Findings addressing this factor should cross reference Goal 14 Locational Factor 4 findings that explain why needed uses cannot be accommodated within the existing UGB/urban area.

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.mary & Conclusions

If the City of Woodburn decides to make major plan amendments to meet its economic development objectives, it will take approximately two years to complete the necessary planning studies, effectively involve citizens, and coordinate with affected agencies.

Each of Oregon's applicable Statewide Planning Goals must be addressed. The plan amendment process is complicated by the fact that some goals are more important than others. Certain goals –Goals 2 (Land Use Planning), 9 (Economy of the State), 10 (Housing), 11 (Public Facilities and Services), 12 (Transportation) and 14 (Urbanization) – will be especially important for comprehensive plan and land use regulation amendments that propose to increase the supply of industrial land. Other goals – Goals 5, 6, 7, 8 and 13 – are relatively unimportant but still need to be addressed. Those goals that will be more important in the plan amendment process have administrative rules that are much more detailed – and demanding – than the goals themselves.

The Economic Opportunities Analysis (EOA) is the critical first step in determining whether there is need to amend the Comprehensive Plan. The EOA must identify, with specificity, the types of firms and industrial development opportunities the city would like to attract. Goal 9 (Economy of the State) and Goal 14 (Urbanization) each require that sufficient suitable land be planned within the urban growth boundary to meet the city's need for industrial and commercial land for the next 20 years.

Then, the siting needs of targeted industries (or industrial parks that accommodate targeted industries) must be identified – in terms site size, location, serviceability, topography and the like. The more specific the site suitability criteria, the less likely that one industrial site can be substituted for another. Next, there must be a careful comparison of these site suitability criteria with suitable sites that are already within the UGB, appropriately planned and zoned. If there is a mismatch between the what is needed and what is available, then the base case for a plan amendment can be made.

Both Goal 9 (Economy of the State) and Goal 11 (Public Facilities and Services) require that the city demonstrate that it can provide services to needed industrial sites. This requires an examination of needed projects as well as the city's financial ability to provide these services. Unless it is feasible to provide needed services (stormwater drainage, sanitary sewer, water and transportation), then the sites are not considered "suitable" under Goal 9 or ORS 197.712.

Still, this analysis is just the beginning. It is possible that existing industrial land could be re-planned and re-zoned to achieve the required match. For example, if there is a shortage of light industrial land but a surplus of heavy industrial land that otherwise meets site suitability criteria, a re-zoning may solve the problem without a UGB amendment. If the shortage of suitable industrial sites persists, the next step is to carefully examine other land *within the UGB* that could be re-planned to meet the need – without resulting in a shortage. Residential land is the most likely possibility. However, Goal 10 (Housing) does not allow the city to fall below 20-year land need for housing. So, there must be a careful analysis of needed housing by type, compared

with buildable land by zoning district, to determine whether residential land can be rezoned to meet industrial needs. This is one of the reasons why we are also examining housing needs again, to make sure that there is a fit between anticipated household incomes and housing types in Woodburn.

Goal 14 (Urbanization) comes into play after the need for land to accommodate public facilities, housing and employment has been determined. This goal, and ORS 197.196, requires the City to examine whether residential land might be zoned more intensively, say, at 10 units per acre rather than eight. Increasing residential density might free up some of the residential land supply to meet industrial needs. *The city can seek land outside the UGB only if all other options for meeting the specific siting needs of targeted industries within the growth boundary have been thoroughly examined.*

If amendments to the urban growth boundary can still be justified, then these amendments are likely to face a higher level of scrutiny from state agencies and land use interest groups. Goals 2 (Land Use Planning), 14 (Urbanization—Factors 3 through 7) and ORS 197.198 establish "priorities" for bringing land into the UGB. High value farmland is dead last – and Woodburn is surrounded by high value farmland. So, if there are any available "exceptions areas" (*i.e.*, land not zoned for exclusive farm use), then the city must look there first. Only if there are no reasonable alternatives to converting agricultural land to residential use can the city justify a "reasons exception" to bring farmland into the UGB.

If there is still an unmet need for a certain type of industrial land that cannot be met within the UGB, the city must bring in lower quality agricultural land first. Agricultural land with class I soils are the lowest priority for inclusion because it is the best quality farmland. If it happens that the most suitable site—the site with the best access and lowest cost of providing public facilities—is also the best farmland, the burden of proof rises. There must be a very good case for including this land in the UGB, or the LCDC is unlikely to support the amendment in the face of almost certain opposition from agricultural land conservationists.

Finally, even if all of these standards are met, there is still the "060" issue. Increasingly, ODOT has enforced the Transportation Planning Rule requirement that plan amendments not "significantly affect" a state transportation facility. And, since UGB amendments necessarily mean increased traffic – and in Woodburn this means increased traffic to Interstate 5 or Highway 99 – ODOT involvement is assured. The Land Use Board of Appeals has held that (1) a plan amendment that reduces the volume to capacity ratio over ODOT's established maximum "significantly affects" a transportation facility; and (2) **OAR 660-12-0060** also applies where the amendment would "further degrade" an already failing (*i.e.*, below standard) facility. In reaching this decision, LUBA relied on the 1999 *Oregon Highway Plan*, Policy 1F.6, which reads:

> "...for purposes of evaluating amendments to...acknowledged comprehensive plans and land use regulations subject to OAR 660-012-0060, in situations where the [v/c ratio] for a highway segment, intersection or interchange is above the standards [established in the OHP] and transportation improvements are not planned within the planning horizon [usually, the next 20 years] to bring performance to standard, the performance standard is

to avoid further degradation. If an amendment...to an acknowledged comprehensive plan or land use regulation increases the [v/c ratio] further, it will significantly affect a transportation facility."

For these reasons, Goal 12 is likely to be the deepest pitfall, because major improvements to Interstate 5, Highway 99, or both, will likely be necessary to serve increased traffic resulting from plan amendments necessary to meet identified site suitability needs.

In summary, if the city amends its comprehensive plan and land use regulations to provide serviced sites that meet identified needs of targeted industries, these amendments must comply with the procedural and substantive requirements of each of the applicable Statewide Planning Goals and their accompanying administrative rules. Statewide Planning Goals 2, 9, 10, 11, 12 and 14 must all be met, and each imposes demanding requirements that must be systematically and consistently addressed in any plan amendment process.

Item 9

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29 April 2002

TO: **Greg Winterowd & Tom Armstrong, Winterbrook Planning Services**
FROM: **Bob Parker and Terry Moore**
SUBJECT: **WOODBURN POPULATION AND EMPLOYMENT PROJECTIONS, 2000-2020**

BACKGROUND

In June 2001, ECONorthwest completed a Goal 9 economic opportunities analysis (EOA) and economic develop strategy for the City of Woodburn. That project was the first step the City took to improve the chances that it will get the type and quality of economic development its citizens desire. It described (1) the City's vision for economic development, (2) issues related to achieving the economic development vision in Woodburn, and (3) recommended economic development policies and other changes to the City's Comprehensive Plan.

The outcome of that project was an economic development strategy that recognizes the City's locational advantages and encourages economic development and growth in the City. The strategy states the City does not want to become a bedroom community and targets specific high-wage industries for future growth.

The EOA and Economic Development Strategy concluded that the City would need additional land to implement the vision described above. The strategy described a number of steps the City needed to accomplish to achieve its economic development vision including seven steps needed for an Urban Growth Boundary amendment. This memorandum addresses the first two steps:

1. Review the City's coordinated population forecast. Actions the City takes to support economic development may lead to population and employment growth beyond that previously forecasted.

2. Review the employment forecast used in the Transportation Systems Plan (TSP). A revised employment forecast has implications for the TSP and housing.

This memorandum presents population and employment projections for the Woodburn UGB for the period 2000 through 2020. The projections are predicated on the City's economic development strategy and assume that land and infrastructure will be available to support development. Specifically, this memo addresses the following:

1. Existing population and employment forecasts. This memo begins with an evaluation of the assumptions underlying current projections and comments on those assumptions given recent population and employment trends.

2. Revised population and employment projections. This memorandum provides a range of population and employment based on data from the EOA and the City's economic development strategy. In summary, we developed new population and employment forecasts for the Woodburn UGB for the period 2000-2020

3. Allocation of employment to sectors. The employment projection is then allocated by sector (i.e., industrial, services, government, etc.). Finally, the sectors are aggregated into four land use categories: commercial, office, industrial, and public.

4. Implications of population/employment forecast on land need. The memo concludes with a brief review of the impact of revised population and employment on need for land.

In summary, the population and employment forecasts presented in this memorandum are based on the assumption that the City is successful in implementing the economic development strategy adopted in 2001.

METHODS

This section describes the methods used for developing the population and employment projections. Before we describe our methods, it is useful to describe the limitations of small areas forecasts. The fact that PSU significantly underestimated the 2000 population underscores some of the key problems that emerge with small area population estimates and forecasts. Following is a discussion of why small area forecasts are highly uncertain:

- Projections for population in most cities and counties are not based on deterministic models of growth; they are simple projections of past growth rates into the future. They have no quantitative connection to the underlying factors that explain why and how much growth will occur.

- Even if planners had a sophisticated model that links all these important variables together (which they do not), they would still face the problem of having to forecast the future of the variables that they are using to forecast growth (in, say, population or employment). In the final analysis, all forecasting requires making *assumptions* about the future.

- Comparisons of past population projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in the study "are often inaccurate even for relatively large populations and for short periods of time."[1] The smaller the area and the longer the period of time covered, the worse the results for any statistical method.

- Small areas start from a small base. A new subdivision of 200 homes inside the Portland Urban Growth Boundary has an effect on total population that is almost too small to measure. That same subdivision in Woodburn would increase the

[1]Murdock, Steve H., *et. al.* 1991. "Evaluating Small-Area Population Projections." *Journal of the American Planning Association*, Vol. 57, No. 4, page 432.

community's housing stock by more than 2%—and population by a similar percentage.

- Especially for small cities in areas that can have high growth potential (e.g., because they are near to concentrations of demand in neighboring metropolitan areas, or because they have high amenity value for recreation or retirement), there is ample evidence of very high growth rates in short-term; there are also cases (fewer) of high growth rates sustained over 10 to 30 years.

Because of the uncertainty associated with small area forecasts, this memorandum presents a range of potential growth rates.

Population

We began the process of forecasting population growth in Woodburn by establishing the range of likely annual average growth rates for total employment over the twenty-year period. We estimated the likely range of growth rates by looking at several indicators:

- *Historical population growth in Woodburn and larger areas.* We used Census data to compare population growth in Woodburn, other incorporated cities in Marion County, all of Marion County, and Oregon over several decades. These data were used to calculate an annual average growth rate for population for several different periods. The annual average growth rate for population in Woodburn was compared to growth rates for population in Marion County, and the State of Oregon.

- *Forecasts of population growth.* We used published population forecasts from the Oregon Office of Economic Analysis to establish the range of expected total employment growth rates for regions of Oregon. The Oregon Office of Economic Analysis (OEA) publishes long-term forecasts of population and total nonfarm employment for Oregon and each individual county. The latest OEA forecast was published in 1997 and covers the 2000–2040 period.[2]

The first forecast we did was to apply the City's growth rate implied by its county coordinated forecast using the 2000 Census as a base. As mentioned above, PSU significantly underestimated population in 2000. Thus, the 1997 population base figure of 16,150 used in the coordinated forecast is also low.

We used Woodburn's historical population growth relative to Marion County, and Oregon and the forecast employment growth rates in these larger areas to establish a reasonable range of average annual growth rate for total employment in Woodburn over the 2000–2020 period.

Once a range of average annual growth rates for employment was selected, we applied those growth rates to 2000 population in Woodburn to estimate 2020 population.

[2] The OEA expects to release a draft updated long-term forecast in March 2002. We will incorporate data from this revised forecast if it is released in time to do so.

Employment

We began the process of forecasting employment growth in Woodburn by establishing the range of likely annual average growth rates for total employment over the twenty-year period. We estimated the likely range of growth rates by looking at several indicators:

- *Historical employment growth in Woodburn and larger areas.* We used confidential ES-202 data provided by the Oregon Employment Department to identify the level of covered employment in the 97071 (Woodburn) zip code area in 1990 and 2000. These data were used to calculate an annual average growth rate for covered employment in Woodburn by sector over the 1990–2000 period. The annual average growth rate for total employment in Woodburn was compared to growth rates for total employment in Workforce Region 3 (Marion, Polk, and Yamhill counties), the Portland PMSA (Clackamas, Columbia, Multnomah, Washington, and Yamhill counties in Oregon and Clark County, Washington), and the State of Oregon in the 1990–2000 period. The growth rates in these larger areas were calculated using published covered employment data from the Oregon Employment Department.

- *Forecasts of employment growth.* We used published employment forecasts from the Oregon Employment Department and the Oregon Office of Economic Analysis to establish the range of expected total employment growth rates for regions of Oregon. The Oregon Employment Department publishes 10-year forecasts of employment growth for Workforce Analysis regions (groups of counties), the Portland PMSA, and Oregon. The latest Employment Department forecast was released in July 2001 and covers the 2000–2010 period. The Oregon Office of Economic Analysis (OEA) publishes long-term forecasts of population and total nonfarm employment for Oregon and each individual county. The latest OEA forecast was published in 1997 and covers the 2000–2040 period.[3]

We used Woodburn's historical employment growth relative to Workforce Region 3, the Portland PMSA, and Oregon and the forecast employment growth rates in these larger areas to establish a reasonable range of average annual growth rates for total employment in Woodburn over the 2000–2020 period.

Once a range of average annual growth rates for employment was selected, we applied those growth rates to 2000 total employment in Woodburn to estimate 2020 total employment. To make this forecast we first adjusted 2000 covered employment in Woodburn to total employment in Woodburn. The 2000 employment data for the 97071 zip code area is *covered* employment—that is, it represents employees covered by unemployment insurance. People working in the area who are not covered by unemployment insurance are primarily proprietors and officers of corporations. We used data from the U.S. Bureau of Economic Analysis to convert covered employment to total employment. Covered employment also does not include seasonal or some part-time farmworkers, but we do not adjust for this because we expect few farmworkers to work

[3] The OEA expects to release a draft updated long-term forecast in March 2002. We will incorporate data from this revised forecast if it is released in time to do so.

within Woodburn's UGB, and these workers are unlikely to create demand for buildable nonresidential land.

With an estimate of 2000 total employment in Woodburn's UGB, we applied the range of expected growth rates for total employment over the 2000–2020 period to estimate 2020 total employment in the Woodburn UGB area. To estimate 2020 employment by sector we used assumptions about the distribution of 2020 employment in Woodburn based on historical growth trends by sector, the outlook for major industries and employers in Woodburn, and the likely effect of economic development policies and implementation strategies adopted by the City of Woodburn. The City's policies intend to attract high-wage manufacturing and distribution industries; the employment forecasts assume a higher growth rate in the manufacturing sector than would otherwise be expected. The forecasts also assume corresponding decreases in the growth rate of other employment sectors. We compared the resulting level of 2020 employment by sector to the 2000 level by sector to make sure the implied growth rate for each sector was in line with expected trends for that sector.

ORGANIZATION

The remainder of this memorandum is organized as follows:

Population and Employment Trends describes historical population, employment and socioeconomic trends that are relevant to population projections.

Review of City Population and Employment Forecasts comments on the City's coordinated population forecast and employment forecast in light of recent trends.

Population and Employment Projections presents our projections of population and employment in the Woodburn UGB between 2000 and 2020.

Implications of population/employment forecast on land need discusses the general impacts the revised population and employment forecasts will have on land need in Woodburn.

POPULATION AND EMPLOYMENT TRENDS

This section reviews historical population and employment trends in Woodburn. To provide context, we compare Woodburn with Marion County and Oregon.

POPULATION

Population growth in Oregon tends to follow economic cycles. Oregon's economy is generally more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table 1, which presents data on population in the U.S., Oregon, and selected areas in Oregon over the 1970–2000 period. Table 1 shows Oregon grew more rapidly than the U.S. in the 1970s and 1990s (which were generally expansionary periods) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. Oregon's population growth regained momentum in 1987, growing at annual rates of 1.4%–2.9% between 1988 and 1996. The Willamette Valley received over 70% of the state's population growth during this period.

Population growth for Oregon and its regions slowed in 1997, to 1.1% statewide, the slowest rate since 1987. Net migration into Oregon, which is the largest component of population growth, dropped from 35,000 in 1996 to 18,000 in 1999. The reasons most often cited for this slowing of population growth are the recovery of the California economy, the combination of a high cost of living (especially housing) and low wages in Oregon, and a perceived decline in the quality of Oregon's schools.

The Willamette Valley has always been the center of growth in Oregon. The population growth rate in the Willamette Valley has exceeded that of the state in every decade except during the 1970s. Almost 70% of Oregon's population is located in the Willamette Valley, which contains only 14% of the state's land area. Most of the Willamette Valley's population is concentrated in the metropolitan areas of Portland, Salem, and Eugene.[4]

Woodburn and Marion County have grown faster than other areas in Table 1 throughout the 1970–2000 period. Marion County's share of Oregon's population has increased from 7.2% in 1970 to 8.4% in 2000. Woodburn's share of Marion County's population has increased from 5.0% in 1970 to 6.3% in 2000. During the 1990s, Woodburn grew at a rate of 4.1% annually—nearly twice than of Marion County, and more than twice as fast as Oregon.

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[4] The Willamette Valley is composed of Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, counties

Table 1. Population in the U.S., Oregon, Willamette Valley, Portland Area, Marion County, and Woodburn, 1970–2000

					Avg. Ann. Growth Rate		
Area	1970	1980	1990	2000	70-80	80-90	90-00
U.S.	203,211,926	226,545,805	248,709,873	281,421,906	1.1%	0.9%	1.2%
Oregon	2,091,385	2,633,156	2,842,321	3,421,399	2.3%	0.8%	1.9%
Willamette Valley	1,446,594	1,788,577	1,962,816	2,380,606	2.1%	0.9%	1.9%
North Valley	1,107,546	1,355,645	1,517,866	1,876,425	2.0%	1.1%	2.1%
Marion County	151,309	204,692	228,483	284,834	3.1%	1.1%	2.2%
Woodburn	7,495	11,196	13,404	20,100	4.1%	1.8%	4.1%

Sources: U.S. Census and Center for Population Research and Census, Portland State University. Average annual growth rates calculated by ECONorthwest.
Notes: The Willamette Valley consists of Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Marion Counties. The North Valley consists of Clackamas, Marion, Multnomah, Polk, Washington, and Marion Counties.

Between 1990 and 1999, almost 70% of Oregon's total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths). Migrants to Oregon tend to have the same characteristics as existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.[5]

Of note is the difference between the 2000 Census count for Woodburn and the Portland State University Center for Population Research and Census 2000 population estimate. The Census indicated that the 2000 population was 20,100, while PSU estimated the 2000 population was 17,840—a difference of 2,260 persons. Applying the Census data yields a 4.1% average annual growth rate between 1990 and 2000; using the PSU estimate yields a 2.9% growth rate. For 2000, the Census, which is a count, is more reliable than PSU, which is an estimate based on additions to the previous Census count (1990).

EMPLOYMENT

Table 2 shows employment growth in the 97071 zip code area (which includes Woodburn and the surrounding area) over the 1990–2000 period. The sectors used in Table 2 are those defined by ODOT for use in transportation planning. Table 2 shows that total employment in the Woodburn area has grown at an average annual rate of 4.4% in the 1990s.

Employment growth in the Woodburn area was led by the Retail sector, which added 1,504 jobs or 51% of total growth in the 1990–2000 period. The Retail sector also led the Woodburn area in the rate of employment growth, with an 8.6% annual average that is over twice the annual average for total employment growth. The Other and Service sectors combined contributed 32% of total employment growth in the Woodburn area and grew at about the same rate as total employment. The Education sector contributed 10% of

[5] State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study.*

employment growth in the Woodburn area but had the second-fastest average annual employment growth rate, 6.1%.

Table 2. Covered employment growth by sector in the 97071 zip code area, 1990–2000

Sector	SICs	1990	2000	Growth	AAGR
Agriculture	00-09	949	1,122	173	1.7%
Industrial	10-14, 22, 24-39	1,006	960	-46	-0.5%
Retail	52-59	1,166	2,670	1,504	8.6%
Service	48-49, 60-67, 70-81, 83-89	788	1,207	419	4.4%
Education	82	352	638	286	6.1%
Government	91-94	142	225	83	4.7%
Other	15-17, 19-20, 23, 40-47, 50-51, 95-99	1,149	1,696	547	4.0%
Total		**5,552**	**8,518**	**2,966**	**4.4%**

Source: ECONorthwest, from confidential ES-202 data provided by the Oregon Employment Department.
Note: Employment in the 97071 zip code area identified by sorting Marion County data by addresses of record. Employers in Woodburn with addresses outside of the 97071 zip code area may not appear in this summary.

Table 3 shows covered employment growth in the Woodburn area, Workforce Region 3 (Marion, Polk, and Yamhill counties), the Portland PMSA, and Oregon over the 1990–2000 period. Table 3 shows that covered employment in the Woodburn area grew at a faster annual average rate than in other areas shown in Table 3. The annual average rate of covered employment in Woodburn was 1.4% to 1.8% faster than in Workforce Region 3, the Portland PMSA, or Oregon (in other words, Woodburn employment grew at a rate roughly 50% greater than employment in those jurisdictions).

Table 3. Covered employment growth in Woodburn, Workforce Region 3, the Portland PMSA, and Oregon, 1990–2000

Area	1990	2000	AAGR
Woodburn	5,552	8,518	4.4%
Workforce Region 3	132,889	172,173	2.6%
Portland PMSA	715,454	962,833	3.0%
Oregon	1,236,243	1,607,911	2.7%

Source: ECONorthwest, from *Oregon Covered Employment and Payrolls by Industry* and *County* and *Employment and Payrolls in Washington State by County and Industry*.
Note: Workforce Region 3 consists of Marion, Polk, and Yamhill counties. The Portland PMSA consists of Clackamas, Columbia, Multnomah, Washington, and Yamhill counties in Oregon and Clark County, Washington.

REVIEW OF CITY POPULATION AND EMPLOYMENT FORECASTS

Population (expressed as households) and employment forecasts are the key inputs in determining land need. Any forecast is, by definition, uncertain. That uncertainty increases as the geographic region for the forecast decreases and as the duration of the forecast increases.

ORS 195.036 requires counties to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans" and to "coordinate the forecast with local governments within its boundaries." The County facilitated a series of meetings during 1997 and 1998, informally called the "Growth Management Forum" where county, city and council of governments staff discussed appropriate projects for the cities in Marion County. Marion County completed this process in October 1998.[6]

There is no statutory requirement for coordinated employment forecasts. Many cities, however, develop employment forecasts for transportation planning purposes. This is the case with Woodburn, which developed an employment forecast during the development of its Transportation System Plan (TSP). Woodburn's TSP was adopted in 1996, and revised again in 2001.

Population

The coordinated 2020 population forecast for Woodburn is 26,290. Table 4 shows the coordinated population forecasts for Marion County and incorporated cities within Marion County. The County adopted the forecasts in 1998; the forecasts use a 1997 base year and extend to 2020, a 23-year period.

The Office of Economic Analysis forecast 2020 population in Marion County to be 350,952. This figure serves as the control total for the coordinated population forecasts—all of the population forecast for incorporated cities and rural areas needs to sum to this total. Given the control total, and the process used to coordinate the forecasts, the city-level forecasts are more of an allocation than a forecast.

[6] Marion County Ordinance Number 1091, October 21, 1998.

Table 4. Marion County coordinated population forecasts, Marion County and incorporated cities, 1997-2020

City	1997 (PSU Est.)	2000 (Census)	2020	AAGR 97-2020
Aumsville	2,820	3,003	5,010	2.5%
Aurora	675	655	930	1.4%
Detroit	380	262	535	1.5%
Donald	630	608	1,050	2.2%
Gates	489	471	800	2.2%
Gervais	1,220	2,009	2,168	2.5%
Hubbard	2,205	2,483	3,105	1.5%
Idanha	200	232	230	0.6%
Jefferson	2,300	2,487	2,895	1.0%
Mill City	310	1,537	420	1.3%
Mt Angel	3,020	3,121	4,365	1.6%
St Paul	350	354	475	1.3%
Salem/Keizer	152,530	169,127	255,338	2.3%
Scotts Mills	315	312	420	1.3%
Silverton	6,675	7,414	9,965	1.8%
Stayton	6,290	6,816	9,250	1.7%
Sublimity	2,145	2,148	3,590	2.3%
Turner	1,330	1,199	2,363	2.5%
Woodburn	16,150	20,100	26,290	2.1%
City Totals	200,034	224,338	329,199	2.2%
Unincorporated	67,666	60,496	21,753	-4.8%
Marion County	**267,700**	**284,834**	**350,952**	**1.2%**

Source: Marion County

The forecast uses a 1997 base population of 16,150 persons. Given Woodburn's *assumed* year 2000 population of 17,840 the coordinated forecast translates into an average annual growth rate of 2.0% over the 2000–2020 period. This rate exceeds the forecast annual average population growth rate in Marion County (1.4%), the North Valley region (1.3%) and Oregon (1.2%), but is less than the 4.1% annual average growth rate experienced in Woodburn in the 1990–2000 period.

A letter data December 8, 1997 from Rob Hallyburton to Mayor Nancy Kirksey describes the process the County used to develop the preliminary coordinated population forecasts for Marion County and its incorporated cities. An attachment to that letter describes the method used to develop the city population projections. The County used a method developed by the Oregon Office of Economic analysis. That process projected to a 2015 county control total of 354,561, is as follows:

1. The historical growth rates for each city, in five-year increments back to 1960-65, were calculated.

2. Weights were assigned to the average annual growth rates giving the most recent growth rates the most emphasis. The weights were based on a calculation "last year of the five-year period minus 1960." Therefore the 1960-65 period was weighted 5 (1965 minus) 1960 and 1990-95 was weighted 35 (1995 minus 1960). A weighted

average annual growth rate for each city for the period 1960 to 1995 was then calculated.

3. The weighted city growth rate projections were finished by assuming the gap between the city weighted average growth rate and the county weighted average growth rate would be *half closed* by the end of the projection period. For example, the weighted average growth rate for the county is 3.18%, and the weighted average rate for Aumsville is 5.10%. The difference, 1.92, is halved (0.96) and added back to the lower figure (the county's 3.18% in this case), for a projected average growth rate of 4.14%.

4. The weighted average annual growth rate for each city was then applied, assuming linear growth. The sum of the city projections did not, however, agree with the OEA county totals for each year of the projection. An adjustment factor was then calculated by dividing the smaller of the two by the larger (in each case the OEA projection was smaller).

5. The final step of the project employed by OEA included discussing the results with the affected jurisdictions, and making adjustments, as they found appropriate.

The description should make it clear that the forecast method is logical but, ultimately, arbitrary[7]: different year and different weights could have been used; there is not explicit consideration of factors that might cause growth rates to be different in the future. The method resulted in a 2015 population forecast of 30,319 persons for Woodburn after step three of the process described above. This equates to a 3.42% average annual growth rate. Applying the adjustment factor described in step four resulted in a 2015 population forecast of 23,769 persons, or a 1.3% average annual growth rate. The weighted average annual growth rate for Marion County (step 2) was 3.18%, but the OEA rate was a much lower rate of about 1.6%.[8]

It is important to note that step 4 of this method uses a somewhat arbitrary approach to adjusting local growth rates to get the city forecasts to sum to the county control total. In short, the adjusted average annual growth rate of 1.73% is inconsistent with historical population trends and results in figures that are likely to be systematically low. The County's numbers show the 2000 forecast for Woodburn was 17,653, a figure that fell far below the 2000 Census count of 20,100. Even the unadjusted forecast underestimated the 2000 population, resulting in a 2000 forecast of 18,309 persons.

The letter of December 8, 1997, also includes a set of population projections for the period 1998-2020 based on three different growth rates and two base populations (16,150 and 18,744). Table 5 summarizes those projections.

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[7] By "arbitrary" we do not mean wrong, unsupportable, or capricious; we mean that many assumptions were made where other assumptions could be justified equally well.

[8] There are some discrepancies in the figures presented in the memo and the final forecasts that we cannot explain. The adopted average annual growth rate for Marion County is 1.53%; the preliminary forecasts result in a slightly higher growth rate.

With the exception of the Marion County proposal of 2.2% annual growth for Woodburn, all of the projections result in 2020 populations that are higher than the adopted population forecast of 26,290 persons. The December 8 materials give no justification for why Marion County staff proposed a 2.2% average annual growth rate for Woodburn when the evidence clearly indicates the City has grown at much higher rates both in the short term (1990-95) and long term (1960-95).

Part of the rationale probably lies in the OEA control rate of 1.53%. Because the County is forecast to growth at a slower rate, having city rates—particularly in larger cities—that greatly exceed that rate will require other cities to adopt lower rates.

Table 5. Woodburn population projections, 1998-2020, Projections developed by Marion County staff

Scenario	1998	2000	2005	2010	2015	2020
Base population of 16,150						
Growth rate of 2.2% (Marion County Proposal)						
Base population	16,150	16,868	18,897	20,969	23,380	26,067
Growth		718	2,029	2,072	2,411	2,687
Growth rate of 2.92% (Average for Period 1990-1995)						
Base population	16,150	17,107	19,755	22,812	26,343	30,421
Growth		957	2,648	3,057	3,531	4,078
Growth rate of 3.4% (Historical Average for Period 1960-1995						
Base population	16,150	17,267	20,409	24,122	28,512	33,700
Growth		1,117	3,142	3,713	4,390	5,188
Base Population of 18,774						
Growth rate of 2.2% (Marion County Proposal)						
Base population	18,774	19,609	21,863	24,376	27,718	30,302
Growth		835	2,254	2,513	3,342	2,584
Growth rate of 2.92% (Average for Period 1990-1995)						
Base population	18,774	19,886	22,964	26,519	30,623	35,363
Growth		1,112	3,078	3,555	4,104	4,740
Growth rate of 3.4% (Historical Average for Period 1960-1995						
Base population	18,774	20,072	23,725	28,042	33,144	39,175
Growth		1,298	3,653	4,317	5,102	6,031

Source: Marion County

In summary, the methods used by County to develop the coordinated population forecast for Woodburn do not recognize historical growth patterns or the City's economic development vision. They arrive at an average annual growth rate of about 2.2% without explaining the rationale for choosing that rate. Implicitly one of the reasons was to get all of the City forecasts to sum to the County control total. The 2020 forecast for Woodburn would be more accurately called an allocation based on a political process that has little to do with sound forecasting techniques.

Employment

To our knowledge a coordinated forecast of employment in Woodburn has not been developed. To estimate future travel demand, the *Woodburn Transportation System Plan* (June 1996) estimated employment growth of 3,221 over the 1991–2020 period. With a 1991

employment level of 5,045 this translates into a 2020 employment level of 8,266 or an average annual growth rate of 1.7%. This rate exceeds the forecast annual average employment growth rate in Marion County (1.2%), the North Valley region (1.0%) and Oregon (1.0%).

If the historical trends implied by the data in Tables 2 and 3 were used for forecasting, the forecast of employment growth in Woodburn would be higher.

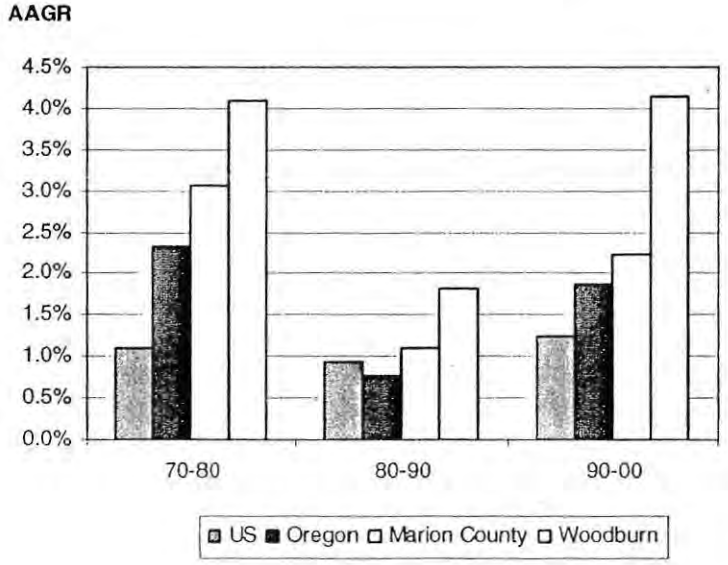
REVISED POPULATION AND EMPLOYMENT PROJECTIONS

This section presents revised population employment projections for the Woodburn Urban Growth Boundary for the period from 2000 to 2020. The projections are based on the methods described earlier in this memorandum and result in a range of possible growth rates.

Population

Figure 1 shows that Woodburn has historically grown at rates faster than larger geographic areas. Despite the recession Oregon experienced during the 1980s, Woodburn continued to grow at rates more than twice that of the state. This suggests that Woodburn's location and other factors have provided the City with a comparative growth advantage.

Figure 1. Historical population growth rates, by decade 1970-2000



One common approach to projecting population is the ratio method. This method assumes that the ratio between the population of a smaller and larger geographic area will remain constant over time, and then forecasts the population of the smaller are as a percentage of a forecast for a larger area. Table 6 shows historical and forecast population for Marion County and Woodburn and the percent of County population accounted for by Woodburn. The results show a trend where Woodburn accounts for increasing share of about 0.5% of

the County's population each decade. In summary, Woodburn's share of Marion County population increased from 5.0% in 1970 to 7.1% in 2000. The 2020 Coordinated forecast ignores this trend and actually assumes that Woodburn will account for a slightly smaller share of Marion County's population.

Table 6. Ratio of Woodburn to County population, 1970-2000 and 2020

	Historical				Forecast
Area	1970	1980	1990	2000	2020
Marion County	151,309	204,692	228,483	284,834	378,208
Woodburn	7,495	11,196	13,404	20,100	26,290
% of County Pop	5.0%	5.5%	5.9%	7.1%	7.0%

Source: US. Census, Marion County Coordinated Population forecast; analysis by ECONorthwest

Table 7 shows population projections for the Woodburn UGB using several different methods. The methods result in average annual growth rates from 1.43% to 4.13%. Of note is the second method that applies Woodburn's current coordinated growth rate of 2.1% to the 2000 population base of 20,100. This increases the 2020 forecast from 26,290 to 30,459 persons—an increase of over 4,000 persons.

Table 7. Woodburn population projections using different methods, 2000-2020

Method	2000	2005	2010	2015	2020	AAGR
Adopted	17,210	19,133	21,271	23,152	26,290	2.10%
Adopted (2000 base pop)	20,100	22,301	24,743	27,453	30,459	2.10%
2000 Ratio (2000 base pop)	20,100	21,576	23,161	24,863	26,689	1.43%
2000 Increasing ratio (2000 base pop)	20,100	22,391	24,943	27,786	30,952	2.18%
1990-2000 AAGR	20,100	24,614	30,141	36,910	45,198	4.13%
1970-2000 AAGR	20,100	23,692	27,926	32,916	38,798	3.34%

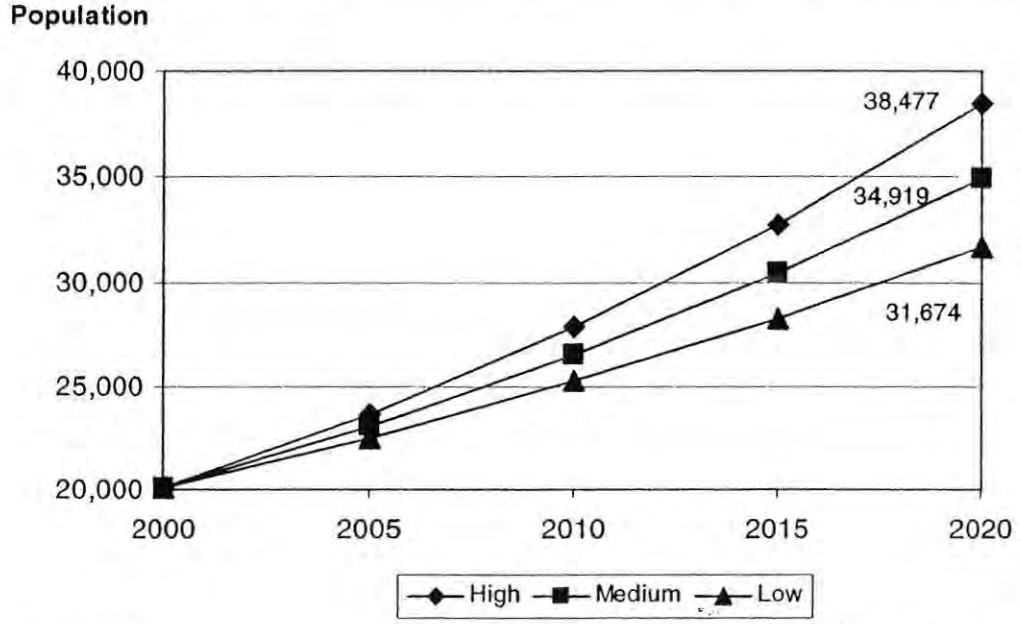
Source: Marion County Coordinated Population forecast; ECONorthwest

The "Adopted" projection is obviously flawed: not because it is conceptually flawed, but because its starting population has been shown by the 2000 Census to be incorrect. All the other forecasts are more or less reasonable in concept. They probably bound the range of future growth, but the boundaries are wide (from 6,000 to 25,000 new people). Narrowing the range requires more thinking, assumptions, and decisions. One must understand that the numbers in Table 7 are really just arithmetic manipulations: assumptions about growth rates. The real issue is: what factors would cause a future growth rate to be approximately equal to, higher, or lower than rates observed in the past?

From that perspective, most of the evidence we evaluated about growth and the economy n Woodburn (see the City's Economic Opportunity Analysis, 2001) suggests that it will continue to grow faster than the average for Marion County. We think a reasonable range of annual population growth rate assumptions for Woodburn is 2.2% to 3.2%. Figure 2 shows the results of applying a 2.3% (low), 2.8% (medium), and 3.3% (high) average annual growth rate to the 2000 base population of 20,100. All of the scenarios use a compounding method.

The low growth scenario results in a 2020 population projection of 31,64, compared to the coordinated forecast of 26,290. The high rate assumption results in a 2020 population of 38,477, while the medium rate assumption results in a 2020 population of 34,674.

Figure 2. Revised Woodburn UGB population forecast, 2000-2020, low (2.3% AAGR), medium (2.8%) AAGR, and high (3.3% AAGR) assumptions



That wide range of forecasts is often disappointing to planners, elected officials, and citizens: should we be able to do a better job? The answer is "no," and the description of the problems with forecasting for small areas on page 2 of this memorandum explains why. The future is uncertainty; a range of forecasts reflects that uncertainty; a single point-estimate does not.

Employment

Table 3 does not show an employment forecast for Woodburn because the State of Oregon does not produce employment forecasts for areas smaller than counties or regions (groups of counties). Table 3 shows that the annual average rate of covered employment growth in Woodburn was 1.4% to 1.8% faster than in Workforce Region 3, the Portland PMSA, or Oregon over the 1990-2000 period. If this pattern persists, then the forecasts shown in Table 3 suggest that employment in Woodburn will grow at an average annual rate of 2.6% to 2.9% in the 2000–2010 period or 2.3% to 3.0% in the 2000 to 2020 period.

We expect the pattern of faster employment growth in Woodburn than in Workforce Region 3, the Portland PMSA, and Oregon to continue over the 20-year forecast period for several reasons:

- Woodburn is at the periphery of the Portland-Vancouver and Salem metropolitan areas, and it is typical for small towns at the periphery of urban areas to grow faster than the urban area as a whole.

- Reluctance and inability to expand Portland's Urban Growth Boundary will limit the supply of greenfield commercial and industrial development sites in the Portland area. Woodburn is well-poised to attract a share of commercial and industrial development that might otherwise occur in the Portland area because of its location near Portland, access to I-5, and supportive policies that will create development sites and encourage development.

In this context, given historical growth rates and forecast growth for Workforce Region 3 and the Portland PMSA, we expect employment Woodburn to grow at an average annual rate of 2.3% to 3.0% over the 20-year planning period. That range is similar to the one we recommend for population. The implication is that Woodburn will be adding jobs at about the same rate that it will be adding population, which is consistent with Woodburn's goals (it does not want to become a bedroom community, which would mean population would be growing at a significantly greater rate than employment). Since we can imagine combinations of economic factors and public policy (both state and local) that could cause the population growth rate to be either higher (bedroom community) or lower (siting of large industrial or commercial employers) than the employment growth rate, assuming them to be equal for the purposes of long-run planning seems reasonable.

To apply this range of growth rates to Woodburn's employment in 2000, we must adjust data in Table 8 to reflect total rather than covered employment. Table 8 includes only *covered* employment, which consists of employees covered by unemployment insurance laws. Covered employment omits several categories of workers, most notably sole proprietors and corporate officers who are not covered by unemployment insurance laws. Analysis of employment data from the U.S. Bureau of Economic Analysis, which reports both wage and salary employment (covered) and total employment, shows that nonfarm wage and salary employment was 82% of nonfarm total employment in 1998. We do not make any adjustments for farm employment on the assumption that there will be little growth in farm employment inside Woodburn' UGB.

Table 8 uses this 82% ratio to convert Woodburn's covered employment in 2000 (8,518) to total employment in 2000 (10,388). With this baseline total employment, Table 8 uses average annual employment growth rates at the low (2.3%), medium (2.65%), and high (3.0%) end of the range of expected employment growth rates to forecast Woodburn's total employment in 2020. This results in a forecast of total 2020 employment in the Woodburn UGB of 16,370 (low), 17,527 (medium), or 18.762 (high).

Table 8. Forecast total employment in Woodburn's UGB, 2000-2020

Baseline Employment 2000	
Covered Employment	8,518
Covered/Total Employment	0.82
Total Employment	10,388
Forecast Employment 2020	
Low-2.3%	16,370
Medium-2.65%	17,527
High-3.0%	18,762
Employment Growth 2000–2020	
Low	5,982
Medium	7,139
High	8,374

Source: ECONorthwest.

To allocate expected total employment growth in Woodburn to employment sectors, the trend in shares by sector over the 1990–2000 period and expected future trends in employment by sector were used to make assumptions about the distribution of employment by sector in 2020. The result of applying these assumptions to expected employment growth in Woodburn is shown in Table 9.

Table 9. Employment by sector in Woodburn's UGB, 2000-2020

	Employment Share			2020 Employment		
Sector	**1990**	**2000**	**2020**	**Low**	**Medium**	**High**
Agriculture	17%	13%	5%	819	876	938
Industrial	18%	11%	16%	2,619	2,804	3,002
Retail	21%	31%	34%	5,566	5,959	6,379
Service	14%	14%	16%	2,619	2,804	3,002
Education	6%	7%	8%	1,310	1,402	1,501
Government	3%	3%	3%	490	527	563
Other	21%	20%	18%	2,947	3,155	3,377
Total	100%	100%	100%	16,370	17,527	18,762

Source: 1990 and 2000 employment shares by ECONorthwest from confidential ES-202 data provided by the Oregon Employment Department. Year 2020 employment distribution provided by ECONorthwest.

Table 10 takes the forecast 2020 employment by sector in Table 9 and uses 2000 employment by sector to calculate employment growth by sector in Woodburn in the 2000–2020 period. To make this calculation, covered 2000 employment by sector from Table 3 must be converted to total 2000 employment by sector using the 82% ratio applied in Table 9.

Table 10. Employment growth by sector in Woodburn's UGB, 2000–2020

Sector	Covered 2000	Total 2000	Employment Growth 2000–2020 Low	Medium	High
Agriculture	1,122	1,368	-549	-492	-430
Industrial	960	1,171	1,448	1,633	1,831
Retail	2,670	3,256	2,310	2,703	3,123
Service	1,207	1,472	1,147	1,332	1,530
Education	638	778	532	624	723
Government	225	275	215	252	288
Other	1,696	2,068	879	1,087	1,309
Total	**8,518**	**10,388**	**5,982**	**7,139**	**8,374**

Source: ECONorthwest.

Employment growth by sector in Table 10 was allocated to four categories for use in projecting the demand for non-residential land in Woodburn: Commercial, Office, Industrial, and Public. The sectors included in each land use category are:

- Commercial: Retail
- Office: Service
- Industrial: Agriculture, Industrial, and Other
- Public: Education and Government

The results of this allocation are shown in Table 11.

Table 11. Employment growth in Woodburn's UGB by land use category, 2000–2020

Land Use Category	Employment Growth 2000–2020 Low	Medium	High
Commercial	2,310	2,703	3,123
Office	1,147	1,332	1,530
Industrial	1,778	2,228	2,710
Public	747	876	1,011
Total	**5,982**	**7,139**	**8,374**

Source: ECONorthwest.

APPENDIX: HISTORICAL POPULATION DATA

Table A-1. Historic population trends, Marion County and Marion County cities, 1900-2000

City	1900	1920	1930	1940	1950	1960	1970	1980	1990	2000
Aumsville		171	153	174	281	300	590	1,432	1,650	3,003
Aurora	122	229	215	228	242	274	306	523	567	655
Detroit						206	328	367	331	262
Donald		126	114	164	187	201	231	267	316	608
Gates						189	250	455	499	471
Gervais	224	268	254	332	457	438	746	799	992	2,009
Hubbard	213	320	330	387	493	526	975	1,640	1,881	2,483
Idanha					442	295	280	319	289	232
Jefferson	273	417	391	479	636	716	936	1,702	1,805	2,487
Keizer									21,884	32,203
Mill City						1,289	1,451	1,565	1,555	1,537
Mt Angel	537	936	823	1,032	1,315	1,428	1,973	2,876	2,778	3,121
St Paul		160	148	183	226	254	346	312	322	354
Salem	4,258	17,679	26,266	30,908	40,087	45,245	62,960	89,233	107,793	136,924
Scotts Mills		208	153	227	217	155	208	249	283	312
Silverton	656	2,251	2,462	2,925	3,146	3,081	4,301	5,168	5,635	7,414
Stayton	324	649	797	1,085	1,507	2,108	3,170	4,396	5,011	6,816
Sublimity		172	214	280	367	490	634	1,077	1,491	2,148
Turner		289	283	414	610	770	846	1,116	1,218	1,199
Woodburn	939	1,656	1,675	1,982	2,395	3,120	7,495	11,196	13,404	20,100
Marion County	27,713	47,187	60,541	75,246	101,401	120,888	151,309	171,700	230,028	284,834
Oregon	413,536	783,389	953,786	1,089,684	1,521,341	1,768,687	2,091,533	2,633,105	2,842,321	3,421,399
Percent Change										
Aumsville			-11%	14%	61%	7%	97%	143%	15%	82%
Aurora		88%	-6%	6%	6%	13%	12%	71%	8%	16%
Detroit							59%	12%	-10%	-21%
Donald			-10%	44%	14%	7%	15%	16%	18%	92%
Gates							32%	82%	10%	-6%
Gervais		20%	-5%	31%	38%	-4%	70%	7%	24%	103%
Hubbard		50%	3%	17%	27%	7%	85%	68%	15%	32%
Idanha						-33%	-5%	14%	-9%	-20%
Jefferson		53%	-6%	23%	33%	13%	31%	82%	6%	38%
Keizer										47%
Mill City							13%	8%	-1%	-1%
Mt Angel		74%	-12%	25%	27%	9%	38%	46%	-3%	12%
St Paul			-8%	24%	23%	12%	36%	-10%	3%	10%
Salem		315%	49%	18%	30%	13%	39%	42%	21%	27%
Scotts Mills			-26%	48%	-4%	-29%	34%	20%	14%	10%
Silverton		243%	9%	19%	8%	-2%	40%	20%	9%	32%
Stayton		100%	23%	36%	39%	40%	50%	39%	14%	36%
Sublimity			24%	31%	31%	34%	29%	70%	38%	44%
Turner			-2%	46%	47%	26%	10%	32%	9%	-2%
Woodburn		76%	1%	18%	21%	30%	140%	49%	20%	50%
Marion County		70%	28%	24%	35%	19%	25%	13%	34%	24%
Oregon		89%	22%	14%	40%	16%	18%	26%	8%	20%

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20 March 2003

TO: **Greg Winterowd**
FROM: **Bob Parker**
SUBJECT: **WOODBURN OCCUPATION/WAGE FORECAST**

BACKGROUND

In 2001, ECONorthwest and WPS completed an Economic Opportunities Analysis (EOA) for the City of Woodburn. The EOA included a local economic development strategy that was adopted by the Woodburn City Council. That strategy requires substantial amendments to the City's planning documents, including justification for an Urban Growth Boundary expansion.

In early 2002, Winterbrook Planning (Winterbrook) began work with the City to prepare the necessary plan amendments and findings to justify the UGB expansion. As a part of Winterbrook's preliminary work, ECO developed revised population and employment forecasts. To supplement previous work conducted by ECO, Winterbrook requested ECONorthwest complete additional research on three issues:

1. The impact the City's economic development strategies will have on household incomes;

2. Demand for non-residential land implied by the revised employment forecast; and

3. Site needs for industries targeted as part of the City's economic development strategy.

This memorandum addresses the first task: the impact the City's economic development strategies will have on household incomes. The second and third tasks are addressed in separate memoranda.

METHOD

The Oregon Employment Department collects wage data for occupations. To match occupational wage data to the employment forecast for Woodburn, we had to convert employment by industry in the forecast to employment by occupation. To make this conversion, the Oregon Employment Department provided ECONorthwest with data estimating 2000 employment by occupation for each industry in Workforce Analysis Region 3, which consists of Marion, Polk, and Yamhill County. (That is the smallest geography for

which the data is available.) The occupational employment data also includes a forecast of occupational employment by industry for 2010.

ECONorthwest grouped occupational employment by industry into occupational employment by the seven economic sectors used in our employment forecast for Woodburn: Agriculture, Industrial, Retail, Service, Education, Government, and Other. The industries included in these sectors (as defined by their Standard Industrial Classification at the two-digit level) is shown in Table 1.

Table 1. Industries included in sectors used for Woodburn employment forecast

Sector	SICs
Agriculture	00-09
Industrial	10-14, 22, 24-39
Retail	52-59
Service	48-49, 60-67, 70-81, 83-89
Education	82
Government	91-94
Other	15-17, 19-20, 23, 40-47, 50-51, 95-99
Total	

Source: ECONorthwest.

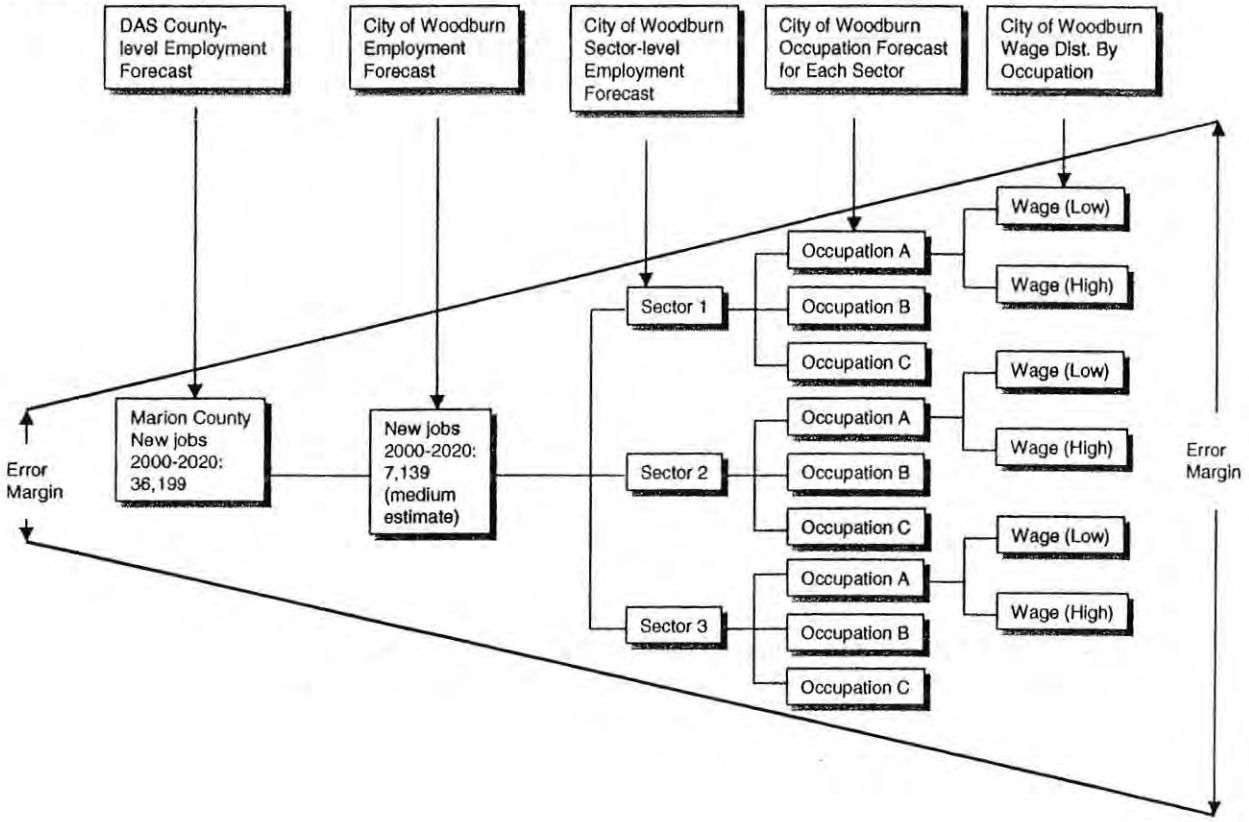
Once we had occupational employment by sector, we calculated the percentage share of total employment in each sector by occupation. Woodburn's total employment by sector was then applied to the distribution of employment by occupation to estimate employment by occupation in Woodburn. Forecast 2020 employment in Woodburn by sector was applied to the forecasted 2010 distribution of employment by occupation. This method captures some of the expected shifts in occupational employment. ECONorthwest did not have enough information to reasonably project occupational employment to 2020.

Estimated employment by occupation in Woodburn for 2000 and 2020 was then matched to occupational wage data provided by the Oregon Employment Department. That data includes an estimate of the annual income supported by the mean wage for each occupation based on full-time employment. That annual income estimate was used to show the distribution of Woodburn's employment by annual income range in 2000 and 2020.

By matching current occupational wage data to forecast occupational employment in 2020, this method shows the projected future income distribution in constant year-2000 dollars. By using current occupational wage data, this method implicitly does not reflect any expected shifts in relative occupational wages (wages in some occupations will grow faster or slower than wages for all occupations).

Figure 1-1 shows the steps in estimating the wage ranges. We note that uncertainty is compounded with every step in the process. The process begins with the County-level employment forecasts by the Office of Economic Analysis (OEA). ECO then used the OEA forecast as a control total to estimate employment in Woodburn. An additional margin of error is introduced when the City total is disaggregated into industrial sectors. Each industry may include a range of occupations; each occupation has a range of wages. Our point is that the margin of error of the wage distributions could be as large as 100%.

Figure 1-1. Methods to develop wage distribution estimate



The purpose of this analysis is to develop a better idea of the relationship between future jobs, incomes, and housing affordability in Woodburn. To our knowledge, Corvallis is the only other City that has attempted this level of analysis to estimate wages for each of its forecasted additional employees.[1] Our conclusion is that the data do not support being able to do this kind of analysis with any greater confidence than what we have described.

Moreover, the available data sets do not allow a direct empirical linkage between job growth and housing affordability. The missing factor is the relationship between wages (earned by individuals) and total household income (many households include more than one wage earner). Thus, the best we can do with this analysis is to develop a forecast of the wage distribution implied by forecasted job growth in Woodburn.

RESULTS

ESTIMATED WAGE DISTRIBUTION

Table 2 shows the estimated annual income distribution of occupational employment in Woodburn in 2000 and 2020. This table shows that occupations that support an annual

[1] That work was completed by ECONorthwest in 2000.

income of $20,000–$29,999 are expected to have the largest share of total employment growth (38%), followed by occupations supporting an income of $30,000 to $39,999 (17%). It also shows that the share of workers in occupations with incomes above $20,000 will increase, while the share of workers in occupations with incomes between $10,000 and $19,999 will decrease.

Table 2. Annual income distribution of estimated occupational employment in Woodburn, 2000–2020 (2000 dollars)

Annual Income	2000	2020	Change	% Change
< $10,000	0	0	0	0%
$10,000 - $19,999	3,112	3,993	881	28%
$20,000 - $29,999	3,539	6,328	2,789	79%
$30,000 - $39,999	1,369	2,678	1,309	96%
$40,000 - $49,999	1,062	1,982	920	87%
$50,000 +	956	1,826	870	91%
Unknown	1,201	1,861	660	55%
Total	**11,239**	**17,528**	**7,140**	**100%**

Source: ECONorthwest.

Table 2 shows that the annual income associated with about 10% of the occupations in Woodburn is unknown, because wage data for these occupations is not reported by the Oregon Employment Department. Table 3 shows the occupations estimated to have over 50 employees in Woodburn for which we do not have wage data. Employment in these occupations represents about 60–70% of all employment in occupations for which we do not have wage data. Table 3 shows roughly 1/3 of employment in occupations that we do not have wage data for are in Nursery Workers and Student Workers, occupations that are likely to pay wages that support incomes of $10,000 to $19,999.

Table 3. Woodburn employment in occupations with unknown wages

Occupation Title	2000	2020	Likely Income Range
Nursery Workers	359	241	$10,000 - $19,999
Student Workers	154	292	$10,000 - $19,999
Other Hand Material Movers	68	115	$20,000 - $29,999
Leased Workers	54	105	$20,000 - $29,999
Other Professional & Tech Wkrs	74	137	$30,000 - $39,999
Other Management Support Workers	62	107	$30,000 - $39,999
Other Managers & Administrators	79	143	$40,000 - $49,999
Total	**851**	**1,140**	

Source: ECONorthwest.
Note: Table 3 shows only occupations with 50 or more employees.

The income distribution in Table 2 has indirect implications for the distribution of household income in Woodburn, for two reasons. First, Table 2 shows the distribution for individual occupations but many households will have more than one wage earner, so total household income will be affected by the earnings of all household members. Second, not everybody who works in Woodburn lives in Woodburn, and some residents of Woodburn work outside of the city.

Table 4 shows the estimated distribution of employment by income for Woodburn in 2000, 2020, and for new employment added between 2000 and 2020. The results show that implementation of the City's economic development strategy will result in much faster growth in jobs paying more than $20,000 annually. Forty-three percent of new jobs are forecast to have annual incomes of more than $30,000.

Table 4. Estimated distribution of employment by income, Woodburn 2000-2020

	Total Employment		New Emp
Annual Income	**2000**	**2020**	**2000-2020**
< $20,000	28%	23%	12%
$20,000 - $29,999	31%	36%	39%
$30,000 - $39,999	12%	15%	18%
$40,000 - $49,999	9%	11%	13%
$50,000 +	9%	10%	12%
Unknown	11%	11%	9%
Total	100%	100%	100%

Source: ECONorthwest.

Another way to analyze future income shifts is by using hourly wages. Occupational wage data from the Oregon Employment Department were used to estimate the number of new jobs in Woodburn by wage level. Table 5 shows our forecast of new jobs by wage level in Woodburn between 2000 and 2020. The results indicate that more than half the jobs created will pay more than $12.00 per hour.

Table 5. Forecast of new jobs by wage level in Woodburn, 2000-2020

Average Hourly Wage	2000	2020	Change	% Change
< $7.99	1,389	1,605	216	3%
$8 - $11.99	3,525	5,731	2,206	31%
$12 - $15.99	1,660	3,302	1,642	23%
$16 - $19.99	943	1,829	886	12%
$20 - $23.99	447	893	446	6%
$24 and over	884	1,693	809	11%
Unknown	1,540	2,475	935	13%
Total	**10,388**	**17,528**	**7,140**	**100%**

Source: ECONorthwest
Note: Table does not include occupations for which no wage data is available from the Oregon Employment Department.

Table 6 shows the estimated distribution of employment by income for Woodburn in 2000, 2020, and for new employment added between 2000 and 2020. The results show that implementation of the City's economic development strategy will result in much faster growth in jobs paying more than $12.00 per hour Fifty-two percent of new jobs are forecast to have annual incomes of more than $12.00 per hour.

Table 6. Estimated distribution of employment by income, Woodburn 2000-2020

	Total Employment		New Emp 2000-2020	
Average Hourly Wage	**2000**	**2020**	**Number**	**Percent**
< $7.99	13%	9%	216	3%
$8 - $11.99	34%	33%	2,206	31%
$12 - $15.99	16%	19%	1,642	23%
$16 - $19.99	9%	10%	886	12%
$20 - $23.99	4%	5%	446	6%
$24 and over	9%	10%	809	11%
Unknown	15%	14%	935	13%
Total	**100%**	**100%**	**7,140**	**100%**

Source: ECONorthwest.

COMPARISON TO OTHER CITIES

Woodburn's economic development strategy is to increase high-wage employment. The previous section described why it is difficult to develop an accurate estimate of future wage levels. Moreover, ECO stopped short of using the wage estimates to develop a future distribution of household incomes. ECO identified a number of Oregon cities to compare with Woodburn to better understand the relationship between various socio-economic characteristics.

Table 7 presents a set of Census variables for Woodburn and other selected Oregon cities.[2] ECO chose the comparable cities primarily based on size, and secondarily based on recent growth and economic trends. While it is difficult to draw definitive conclusions from the data, ECO makes the following observations:

- With the exception of Bend and McMinnville, more the 50% of the labor force in the comparable cities worked in a different place. Woodburn is closely comparable to the nearby cities of Tigard, Wilsonville, and Tualatin.

- With the exception of McMinnville, Springfield, and Woodburn, the comparable cities have 33% to 40% of their households in incomes ranging between $50,000 and $100,000.

- Springfield and Woodburn have the lowest median household incomes—about $33,000. Median household income in the comparable communities was much higher, ranging from $40,000 in Bend to $55,000 in Tualatin.

- Woodburn, Forest Grove, and Hillsboro had the highest percentage of residents in manufacturing industries.

e number of residents that are employed by location of residence, not location of
nent figures do not represent the number of jobs in a specific city.

- Woodburn has a lower percentage of residents employed in Education, Health and Social Services and Other Services than any of the comparable communities. It also has a relatively low percentage of residents employed in Professional Services.

Table 7. Comparison of Census variables, Woodburn and selected cities, 2000

Variable	Bend	Forest Grove	Hillsboro	McMinnville	Oregon City	Spring-field	Tigard	Tualatin	Wilson-ville	Wood-burn
Population	51,808	17,524	69,883	26,552	25,533	52,729	41,261	22,587	13,905	20,076
Labor Force										
Total	26,106	7,854	35,797	11,244	12,647	24,458	21,619	12,419	7,371	7,364
Worked in place of residence	82%	34%	43%	59%	26%	38%	27%	25%	28%	29%
Worked outside place of residence	18%	66%	57%	41%	74%	62%	73%	75%	72%	71%
Household Income										
Total	21,050	6,310	25,028	9,358	9,493	20,423	16,499	8,617	5,927	6,250
Less than $10,000	7%	10%	5%	9%	8%	12%	4%	4%	4%	9%
$10,000 to $14,999	7%	7%	4%	7%	4%	8%	5%	3%	4%	8%
$15,000 to $19,999	7%	5%	5%	6%	6%	10%	6%	3%	6%	8%
$20,000 to $24,999	7%	8%	5%	6%	5%	8%	6%	5%	5%	8%
$25,000 to $29,999	8%	6%	5%	7%	6%	7%	5%	6%	6%	9%
$30,000 to $34,999	8%	7%	6%	7%	8%	8%	6%	8%	7%	10%
$35,000 to $39,999	6%	6%	6%	9%	6%	7%	6%	4%	5%	7%
$40,000 to $44,999	6%	6%	6%	8%	7%	6%	6%	5%	7%	7%
$45,000 to $49,999	6%	6%	5%	7%	7%	6%	5%	6%	4%	5%
$50,000 to $59,999	10%	11%	12%	10%	12%	9%	10%	11%	8%	9%
$60,000 to $74,999	11%	11%	14%	9%	12%	9%	11%	11%	13%	9%
$75,000 to $99,999	10%	10%	14%	8%	13%	6%	15%	15%	15%	6%
$100,000 to $124,999	4%	3%	7%	3%	5%	2%	7%	9%	8%	3%
$125,000 to $149,999	2%	1%	3%	1%	2%	1%	3%	4%	3%	0%
$150,000 to $199,999	2%	1%	2%	1%	1%	0%	3%	4%	3%	1%
$200,000 or more	2%	1%	1%	1%	1%	1%	2%	3%	3%	0%
Median Houshold Income	40,857	40,135	51,737	38,953	45,531	33,031	51,581	55,762	52,515	33,722
Source of Income										
Percent Wage and Salary	76%	74%	88%	73%	84%	80%	83%	89%	82%	64%
Employment										
Total employees	26,565	8,004	36,427	11,437	12,830	24,855	21,893	12,523	7,451	7,448
Manufacturing	10%	24%	28%	17%	13%	17%	15%	17%	16%	22%
FIRE	7%	4%	6%	6%	6%	6%	10%	10%	9%	3%
Professional Services	9%	9%	10%	6%	8%	8%	12%	13%	12%	10%
Ed, Health & Social Services	19%	24%	15%	21%	19%	18%	15%	15%	15%	11%
Other Services	16%	9%	9%	12%	11%	15%	13%	9%	11%	11%
Public Administration	3%	2%	3%	6%	6%	4%	3%	2%	4%	2%

Source: 2000 Census
Note: Census counts employment by place of residence not by place of work

ESTIMATED 2020 INCOME DISTRIBUTION

The final step in this analysis was to develop a 2020 income distribution. The previous sections discussed the difficulties and uncertainties of developing such a distribution. The reason for developing such a distribution is to provide input to the DLCD/HCS *Housing Needs Model*. In short, the City desires to model housing needs based on anticipated future incomes.

The distribution presented in Table 8 represents ECO's best estimate of what incomes in Woodburn will look like if the City is successful in implementing its economic development strategy. The 2020 distribution assumes a 2020 population of 34,919. At an average household size of 2.7 persons, we estimate Woodburn will have 12,932 households in 2020.

Table 8. Estimated 2020 income distribution, Woodburn UGB

	2000		2020	
HH Income	**Number**	**Percent**	**Number**	**Percent**
<10k	538	8.6%	992	7.7%
10k <20k	1,005	16.1%	1,810	14.0%
20k <30k	1,088	17.4%	1,552	12.0%
30k <40k	1,097	17.6%	1,833	14.2%
40k <50k	744	11.9%	2,134	16.5%
50k <75k	1,152	18.4%	2,586	20.0%
75k+	626	10.0%	2,029	15.7%
Total	**6,250**	**100.0%**	**12,932**	**100.0%**

Source: Estimates by ECONorthwest

CONCLUSION

Our analysis of the relationship between employment forecasts and wage levels lead to several conclusions:

- *Woodburn will add 7,139 jobs between 2000 and 2020.* This forecast accounts for 20% of all job growth forecast for Marion County.
- *More than 50% of new jobs created between 2000 and 2020 are expected to pay less than $30,000 annually on a full-time equivalent basis.*[3] This is a range of $7.00 to $15.00 per hour expressed as an hourly wage. About 18% will pay between $30,000 and $39,000 annually, and about 13% will pay more than $40,000 to $49,000 annually.
- *The successful implementation of Woodburn's economic development strategy will have a significant impact on the city's wage distribution.* The strategy will result in fewer low-paying retail and service jobs, and more high-wage manufacturing, construction, and skilled occupations.

The analysis described in this section intended to make a linkage between new employment, wages, and households' ability to purchase housing. The data, unfortunately, did not allow us to make the leap from a wage distribution to housing affordability.

The wage distribution analysis, however, suggests that a higher percentage of new jobs created in Woodburn between 2000 and 2020 will pay more than existing jobs. This result will impact household home purchase decisions, which will affect the City's housing need. The general impact will be to create more demand for single-family housing types and a broader range of prices. This suggests that the City should plan for a range of housing types and designate lands consistent with that range.

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[3] ... imes 1980 hours annually. We recognize that many new jobs in Woodburn are likely l not equate to the annual salary estimates. The base data, however, do not make a e and part-time employment.

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20 October 2003

TO: **Greg Winterowd, Winterbrook Planning Services**
FROM: **Bob Parker**
SUBJECT: **SITE REQUIREMENTS FOR WOODBURN TARGET INDUSTRIES**

BACKGROUND

In 2001, ECONorthwest and WPS completed an Economic Opportunities Analysis (EOA) for the City of Woodburn. The EOA included a local economic development strategy that was adopted by the Woodburn City Council. That strategy requires substantial amendments to the City's planning documents, including justification for an Urban Growth Boundary expansion.

In early 2002, Winterbrook Planning (Winterbrook) began work with the City to prepare the necessary plan amendments and findings to justify the UGB expansion. As a part of Winterbrook's preliminary work, ECO developed revised population and employment forecasts. To supplement previous work conducted by ECO, Winterbrook requested ECONorthwest complete additional research on three issues:

1. The impact the City's economic development strategies will have on household incomes;
2. Demand for non-residential land implied by the revised employment forecast; and
3. Site needs for industries targeted as part of the City's economic development strategy.

This memorandum addresses the third task: site needs for target industries. It provides a summary of the results of the second task—the land need, combined with the City's economic development and targeted industries strategy drive demand for non-residential sites.

PURPOSE AND METHODS

The EOA described the general site needs of target industries. To justify a UGB expansion, however, requires more detail. Consistent with Tasks 2 and 3 of our work program, the key objectives of this memorandum are to:

- Identify the site requirements of target industries identified in the 2000 Woodburn Economic Opportunities Analysis;
- Develop a matrix of target industries and site requirements; and

We began this analysis by reviewing the 2000-2020 employment forecasts. The 2000-2020 employment forecasts provide the basis for our provisional demand estimates for non-residential land. The provisional estimates apply assumptions about employment density—specifically employees per acre, and square footage of built space per employee. ECO used additional assumptions about vacancy rate, employment that requires no built space, and other variables.

ECO initiated Task 3 with a series of interviews with realtors and developers to gather more information about site needs and preferences. We will also conduct a literature review to describe trends in industrial development, with a specific focus on business parks. Finally, we will use data from Task 2 and the EOA to estimate the number of sites, by size class and locational requirements, needed to accommodate forecast employment by target industry in Woodburn.

FINDINGS

DEMAND FOR COMMERCIAL AND INDUSTRIAL LAND

Table 1 shows the amount of new land and built space needed for each land use type in Woodburn over the 2000–2020 period. The results assume the medium employment forecast of 7,140 new jobs between 2000 and 2020. The amount of land needed (in acres) is calculated by dividing employment growth that will require new space by the employees/acre assumption for each land use type, with an adjustment for vacancy. Square feet of building space needed is calculated by multiplying employment growth that will require new building space by the square feet per employee assumption for each land use type, with an adjustment for vacancy.

Table 1. Woodburn vacant land and new built space need by land use type, medium employment forecast, 2000–2020

Type	Acres of land		Sq. Ft. of building space	
Commercial	70.6	19%	847,174	22%
Office	41.2	11%	577,391	15%
Industrial	224.1	61%	2,039,728	54%
Public	33.3	9%	332,800	9%
Total	**369.3**	**100%**	**3,797,093**	**100%**

Source: ECONorthwest.

Table 1 shows that about 370 acres of *new development* and 3.80 million square feet of building space are needed to accommodate the 6,346 new employees forecasted for the next 20 years to be accommodated in buildings that will be constructed on vacant land. Industrial uses are projected to need the most land and building space, almost 225 acres and 2.04 million square feet.

SITE NEEDS OF TARGET INDUSTRIES

This section describes general site requirements and considerations for relocating and expanding commercial and industrial firms, as well as specific site requirements for target

industries identified in the Woodburn Economic Opportunities Analysis (ECONorthwest, 2000). To supplement the analysis, ECO interviewed Willamette Valley realtors and developers were with expertise on developments in target areas in the Willamette Valley.

The required site and building characteristics for the target industries identified in the EOA range widely. As such, a variety of parcel sizes, building types and land use designations will be required to attract target industries. Overall, the most important factors echoed throughout the literature and interviews include appropriate parcel size and location, labor force quality, access to the Interstate highway system, and proximity to customers.

The Woodburn EOA concluded that the site needs of target industries generally fall into one of four types of site classifications: large lot industrial sites (40-80+ acre parcels); campus research and development (R&D) and smaller manufacturing sites (20 to 40 acre parcels); smaller light industrial/office sites (4-20 acre parcels); and speculative space within office/flex and mixed-use developments.

Large lot target industries include Electronic and Electric Equipment manufacturing (i.e., silicon chip fabrication plants). These users are generally more land intensive (typical site requirements exceed 100 acres) and have a relatively high level of environmental and water system impacts.

Industries with firms that may locate in campus research and development (R&D) and manufacturing sites include Electronic and Electric Equipment and the rest of the manufacturing industries may fall into this category.

Smaller light industrial/office sites (4-20 acre parcels) and speculative space within office/flex and mixed-use developments could accommodate smaller manufacturing firms, firms in Wholesale Trade and all of the Non-Industrial target industries.

Table 3 summarizes the lot sizes needed for firms in target industries for which data is available at this time. The acreage figures for some target industries are slightly different than those reported in the EOA. This reflects the additional research conducted on the site needs of target industries for this analysis.

Table 3. Typical lot size requirements for firms in target industries

Industry	Lot Size (acres)	Site Needs
Printing & Publishing	5 - 30	
Stone, Clay & Glass	10 - 65	Flat
Fabricated Metals	5 - 20	Flat
Industrial Machinery	10 - 20	Flat
Electronics - Fab Plants	100 - 300	Suitable Soil
Electronics - Other	5 - 30	
Transportation Equipment	10 - 20	Flat
Trucking & Warehousing	varies	
Wholesale Trade	varies	
Non-Depository Insitutions	1 - 5	
Business Services	1 - 5	
Health Services	1 - 10	
Engineering & Management	1 - 5	

Source: Woodburn Economic Opportunities Analysis, ECONorthwest, 2000.

There is a fair amount of variability between site requirements of different firms targeted in the Woodburn EOA. Parcel size varied from approximately 0.5 acres to 100+ acre sites. Placement of the firms ranged commercial to heavy industrial. Transportation, especially interstate access, was an important factor for almost all firms. While some firms needed to be close to customers, others site requirements included proximity to inputs.

The following sections describe the locational and site needs of typical firms in target industries.

Industry 27: Printing and Publishing

According to Steve Cody of the Printing Industries of America, approximately 75 percent of printing and publishing firms are small, family owned businesses with 15 or fewer employees. Site requirements for smaller firms are substantially different from the larger firms, which can employ 250 or more employees. The smaller firms can operate on relatively small parcels (approximately .5 acre) in buildings that are about 2,000 square feet. They generally locate within 20 miles of their clients, so access, in the form of agood, local transportation system, is key.

Larger firms generally run web presses and may run up to three shifts per day. They need electric utilities that offer good rates at all times, including peak and off times. Water utilities will also be an issue as the web presses are partially cooled by water. The web presses also use natural gas. Interstate and airport transportation will be a larger concern for large printers and publishers as their clients may be located throughout the United States and they may have rush jobs that must be delivered over night. They may also want rail access as they may ship paper in by the boxcar. Land requirements for larger firms are 20 to 30 acres minimum, not including buildings for administrative purposes.

Environmental concerns will also be an issue. Volatile organic compound (VOC) emission permitting laws will be a consideration. A variety of chemicals are used in the process and

the sewage process will become important as to how much processing printing waste must undergo. Septic systems are not able to handle the waste that the printing process produces. Sewage systems should be able to handle isopropyl alcohol.

It is difficult to find a printing labor force that is pre-trained. Most training is only available on the job. Many employers are looking for smart workers that are willing to start in an entry-level position and work their way up the ladder. Computer skills will be important for workers that are involved in pre-press activities, as these are almost entirely computerized.

Industry 32: Stone, Clay, Glass, and Concrete

There are three different types of glass production—flow, insulating, and coated glass. Each has different site and utility needs according to Jeff Petersen with Cardinal FG— a glass manufacturer in Michigan. Of these, flow glass has the most requirements. A significant and inexpensive supply of natural gas is critical to flow glass manufacturing as a typical firm can use up to 110,000 M BTUs per month. Additionally, a supply of good quality sand is essential to the manufacturing of flow glass.

Sites for flow glass manufacturing tend to be rectangular and approximately 65 acres. Flow glass manufacturing releases some pollutants, so there are a number of environmental issues that must be addressed and permits that must be obtained before a plant can initiate production. The community must be willing to have an industry that has a smokestack (though smoke does not necessarily come out of the stack, it is necessary to scrub the pollutants). These firms operate 24 hours per day.

Insulating and coated glass manufacturers do not require the large sites required by flow glass manufacturers—they generally need 20 to 25 acre sites and proximity to customers. Moreover, prevailing wage rates and unemployment rates will compute heavily into whether or not a location is suitable for a plant.

Freeway location and transportation issues are important to all types of glass manufacturing. Good access to the site is important for shipping reasons. Because of the fragile nature of glass, all roads must be paved.

Stone and concrete products firms are looking for 10-acre or larger sites, according to Keith Peal at Baker Rock Resources. These firms locate in heavy industrial sites and need room for a plant, a shop, truck loading and parking. Electricity and power are important utilities for these firms. Transportation facilities are also very important. Firms often look to locate satellite operations in rural areas. It is important for the firms to be located close to customers and be able to easily access them. Because they generate heavy truck traffic, staying out of residential areas is a concern.

Industry 34: Fabricated Metal Products, Except Machinery and Transportation Equipment

According to Mary Mallow of the Fabricated Metal Products Association, energy requirements will be one of the main criteria for selecting a location, especially for larger firms. Energy requirements vary between those operating large welding shops, as opposed to those with automated machines. Roughly half of the metal products shops have

approximately 10 to 20 employees and operate in relatively small shops. Access to different kinds of gas will also be important for many shops (other than natural gas).

David Hammerstein of the Oregon Precision Metal Fabricators Association commented on the negative effect the recession has had on this industry. Many metal fabricators make electronics and computer equipment and the downturn has affected the volume of work. Generally, these firms need sites that are five acres or less. Building sizes range from roughly 15,000 sq. ft. to 100,000 sq. ft. Basic utilities are needed for all shops, and manufacturers that paint their products need natural gas. Overall, fabricated metal products firms do not use an inordinate amount of electricity or natural gas.

Hammerstein noted that most production is relatively clean and there facilities could easily blend into a business park. Interstate access is beneficial, but not as critical as it is for many other industries.

Industry 35: Industrial and Commercial Machinery and Computer Equipment

Representatives of the Association for Manufacturing Technology felt there was such variety within this industry that it is almost impossible to generalize regarding site requirements. Firms range from computer manufacturers, to machine's that make rollerblades to tractors. Acreage requirements cover a vast range, as would utilities, transportation issues and labor force, depending on the type of product being produced.

Industry 36: Electronic and Other Electrical Equipment and Components, Except Computer Equipment

This industry has a variety of site needs. Businesses tend to locate in business parks or light industrial areas and generally have site needs of 5 to 30 acres. Electricity is important to manufacturers in this industry, but is not as critical as other electicity-intensive industrials. Good access is also an issue, but the products manufactured by this industry tend to be smaller and sites will not generate heavy truck traffic. This industry requires a mix of skilled and semi-skilled workers. Many of the training needs can be met through local community colleges, or on the job training.

Industry 37: Transportation Equipment

Transportation equipment includes manufacturing for passenger and cargo by land, air, and water. The vast majority of automobile manufacturers are located in the Midwest. According to industry representatives, auto parts manufacturers often locate adjacent to the auto assembly plant in order to ship parts as quickly as possible to the plant.

David Napier of the Aerospace Industries Association states that the most important factors for locating aerospace firms is access to a major airport or port. Shipment of large parts for airplanes, missiles, and space ships require large containers. Most aerospace parts firms want to locate close to an airport or port, or close to their major customers. Some parts are shipped via truck and interstate access would be important. While the workforce is fairly mobile, it is a fairly small and specialized group. Most training occurs on the job.

Industry 42: Motor Freight Transportation and Warehousing

One of the most important site location factors for motor freight transportation and warehousing is going to be the location of both customers and suppliers. Available labor, local taxes and overall business costs will then determine site determination. Transportation in the form of access to a major interstate is critical to all firms in this category. Rail service may also be an important transportation factor.

A recent survey sited labor availability, costs, and quality as one of the main reasons for relocating or expanding into specific regions (this same survey placed the Northwest as the lowest priority for expansion, 10 percent).[1] Additional factors identified in the article are access to large markets, excellent highway system, centrally located, and a large labor pool. Larger companies have greater sensitivity to labor issues, and smaller companies rated labor costs, building and space availability and access to third-party logistics providers as key site selection factors.

According to Wally Weart, site selection consultant, motor freight transportation needs will vary depending on if the firm is a motor carrier, a less truckload (LTL), or a truck loader. A motor carrier needs the smallest amount of land, primarily used to park trailers or a garage to service trucks. They don't store goods and primarily relay trailers and change drivers. An LTL would need a 25-acre site for loading goods, parking, and loading. Truckload distributors also need large sites for handling goods and loading.

Industry 50: Wholesale Trade-Durable Goods and Industry 51: Wholesale Trade-Non-Durable Goods

These two industries are typified by extensive warehouse use. Buildings range from 10,000 to over 100,000 square feet. Such industries tend to be land intensive and have low employee-per-acre ratios. They require good transportation access, but water, sewer, and electricity demands tend to be low relative to other industries.

Industry 73: Business Services and Industry 61: Non-Depository Credit Institutions

Business services and non-depository credit institutions are most likely to locate in commercial zoned land. This could be located in a business park or in a downtown or mixed-use area. There is a wide range of site preferences, from very small (.5 acre sites) to large (20+ acres) for a corporate campus. Telecommunications are likely to be one of the most important utilities, as many businesses today require high speed Internet service.

According to Gunkemeyer et. al. one of the trends in site selection for business parks is for increasingly stringent standards. High-tech or corporate clients are attracted to locations with strict standards, which benefit the community as well by higher assessed property values, lower depreciation, and employers that pay higher average wages.[2]

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[1] Mackay, John. "Getting the Goods on Distribution Sites." Area Development Online. August 2001.

[2] Gunkemeyer, Moss and Thomas. http://www.rri.wvu.edu/WebBook/Thomas/development1.html#introduction

Back office and customer service call centers are increasingly located in suburban or rural areas and also rely on good telecommunications utilities. These companies tend to look for a specific labor pool, low-cost leaseable space, reliable telecommunications and low local taxes.[3] Areas with a mild climate are favored because of reduced power outages and employee absenteeism. Call centers tend to operate 24 hours per day and have a large employee base with high turnover, so a transient workforce near such areas as a university, large retirement community, or unemployed homemakers is viewed as favorable. Employee amenities including public transportation, shops and restaurants are also beneficial.

Industry 80: Health Services

Health service sites will vary depending on the kinds of activities being conducted, from very small clinics and doctor's offices, to large hospitals or research facilities. Smaller clinics may be able locate in certain commercial areas. Professional health service offices tend to desire close proximity to hospitals and often locate in commercial zones. Site requirements range from 0.5 acre to 5 or more acres depending on the scale of the operation. Good access is essential for patients.

Industry 87: Engineering, Accounting, Research, Management, and Related Services

Many of the businesses listed in Industry 87 can locate in commercial areas or business, high-tech, or science parks. Many of these services benefit from locating close to a major research university and may require a large capital investment. These sites tend to be highly specialized, and are not suitable in many locations. By bringing together university researchers and small entrepreneurs, many smaller companies can combine research and development facilities and costs.

According to Arend, typical research park occupants have unpredictable growth rates and need flexible lease options. This is an inherently risky sector, especially when start-up firms are involved. New facilities tend to have larger floor areas and are one to three stories tall. Biotech firms tend to have the largest space requirements. High quality water is often important for many of research companies. Building requirements for laboratories are different than office space and must be accommodated.

Quality of life issues may be more important for this sector than other sectors. Many firms that employ "knowledge" employees find quality of life factors as critical to recruiting an adequate labor force. Quality of life increases as a factor if a firm is relocating a large number of employees.

SUMMARY

Table 4 summarizes the number of sites by size class Woodburn will need to implement its economic development strategy. The land needs analysis concluded that Woodburn will need about 370 acres to accommodate 7,140 new employees between 2000 and 2020. Table 4 includes sites that total over 500 acres. Site needs can be conceived as a pyramid with few large sites at the top and many smaller sites at the bottom. Such a land inventory scheme is

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[3] Thomas. http://www.rri.wvu.edu/WebBook/Thomas/development1.html#introduction.

consistent with OAR 660-009 which requires cities to maintain an adequate inventory of sites.

The table identifies a need for five sites of 25 acres or larger. While inclusion of such sites in its land inventory will exceed the identified land need based on the medium range employment forecast, an adequate supply of sites will provide Woodburn more flexibility in its economic development efforts and by accommodating the siting requirements of industries targeted in the EOA.

Table 4. Summary of estimated site needs by size, Woodburn 2000-2020

Site Size (acres)	Number of Sites	Average Site Size	Estimated Acres
100 or more	1	125.0	125.0
50-100	1	70.0	70.0
25-50	3	35.0	105.0
10-25	5	15.0	75.0
5-10	7	8.0	56.0
2-5	10	4.0	40.0
Less than 2	15	1.0	15.0
Total/Average	**42**	**11.6**	**486.0**

Source: ECONorthwest

This hierarchy of need is consistent with the requirements of Goal 9 and OAR 660-009. Specifically, 660-009-0015(2) requires that "industrial and commercial uses with compatible site requirements should be grouped together into common site categories to simplify identification of site needs and subsequent planning." Moreover, 660-009-0025(1) requires plans to identify needed sites:

> The plan shall identify the approximate number and acreage of sites needed to accommodate industrial and commercial uses to implement plan policies. The need for sites should be specified in several broad "site categories," (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial, etc.) combining compatible uses with similar site requirements. It is not necessary to provide a different type of site for each industrial or commercial use which may locate in the planning area. Several broad site categories will provide for industrial and commercial uses likely to occur in most planning areas.

Thus, the administrative rule that implements Goal 9 recognizes that sites designated for employment can accommodate different types of employment. This is made explicit in OAR 660-009-0025(2): "Plans shall designate land suitable to meet the site needs identified in section (1) of this rule. The total acreage of land designated in each site category shall at least equal the projected land needs for each category during the 20-year planning period."

Table 4 assumes that most site needs will be for industrial uses. Commercial and office needs will be met largely through infill and redevelopment, and public uses will be largely met on residential land. The analysis assumes that limited office and supporting

commercial uses will be met on industrial lands. This is consistent with OAR 660-009-0025(2) which states "jurisdictions need not designate sites for neighborhood commercial uses in urbanizing areas if they have adopted plan policies which provide clear standards for redesignation of residential land to provide for such uses." Discussions with City staff have identified a special need for a single commercial node the location of which has not been identified at this point.

Table 4 provides a preliminary allocation of land needed for employment by site size. It does not, however, address many of the other key issues required by Goal 9 and OAR 660-009-0025 (designation of lands for commercial and industrial sites). Good planning and state policy dictate that factors such as serviceability, access, proximity to markets, and other issues are considered when designating lands. Woodburn has already made many decisions that are reflected in its current comprehensive plan, comprehensive plan map, and zoning ordinance. Preliminary analysis, however, suggests that Woodburn will need to expand its UGB to accommodate future commercial and industrial uses. This provides both constraints and opportunities as the City reviews potential areas for inclusion in its UGB.

APPENDIX A: LITERATURE REVIEW

One of the objectives of Task 3 was to develop a better understanding of development trends for commercial and industrial lands. To accomplish this, ECO reviewed a number of Websites and articles to determine recent trends in site selection and factors cities should consider when developing business and industrial parks. We paid particular attention to sources that addressed specific site requirement concerns for the identified target industries. ECO identified two websites that pertain entirely to site selection: Site Selection Online (www.siteselection.com); and Area Development (www.areadevelopment.com). Many articles reviewed for this appendix were drawn from these two websites. The International Economic Development Council also has a wide range of information that was quite helpful (www.iedconline.org). Finally, one of the most comprehensive articles regarding community preparedness for industry recruitment by Gunkemeyer, Moss and Thomas, titled, "Community Preparedness for Site Development."

The literature suggests communities should address a number of issues when formulating a strategy to attract new industries. Competition for new and expanding businesses is fierce. Each year, over 15,000 U.S. communities compete for approximately 100 to 200 new major business construction projects.[4] Most businesses locate in the same region and approximately 60% are due to expansion.[5] Site selection criteria is driven primarily by site location, utilities, amenities, labor force, local taxes, and transportation factors.

The International Economic Development Council identified the following trends in site selection.[6]

- Cities and regional organizations are marketing via the Internet to encourage firms to locate in their area. Web sites offer extensive information about the community 24 hours a day, seven days a week and can be downloaded at any time from anywhere in the world.

- Each site location firm requires data be reported differently. Communities with quick, flexible data presentation capabilities have an advantage in the site selection process.

- One-stop permitting centers streamline the permitting process by issuing the necessary permits and licenses that a business needs to begin or expand operations.

- Performance-based incentives are used to attract businesses and assure taxpayers that they will recoup public investments like tax abatements, land write-downs, etc.

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[4] International Economic Development Council. "Economic Development Reference Guide," http://www.iedconline.org/hotlinks/SiteSel.html. 10/25/02.

[5] Ibid.

[6] Ibid.

- States and cities are mapping their technology infrastructure, such as fiber optic networks, to help firms identify specific locations with access to needed technology resources.

- The availability of skilled workers is a high priority, sometimes more so than financial incentives. High-tech firms are seeking to be near universities and community colleges with solid technology programs.

- Buildings are being retrofitted with fiber optic cable to attract tenant firms, especially small technology firms that need fast, high-bandwidth connections to the Internet.

- Utilities work closely with local and state governments to help companies choose new sites, with the added advantage of being privately held.

- Attracting and retaining skilled workers requires that firms seek out places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles.

- Remediated brownfields can offer large tracts of open land in or near to center cities. Remediation usually occurs with the use of redevelopment incentives for manufacturing and some retail uses.

- Geographical information systems (GIS) provide dynamic site selection information including available properties, demographics, and business analysis.

- Site location professionals conduct 30% to 55% of all site selection searches, creating demand for new U.S. and international site location consulting firms.

- Back office locations are increasingly moving from urban areas into suburban and even rural areas, taking advantage of lower wage and office costs.

The International Economic Development Council has created a site selections standard spreadsheet to help communities collect the information that industries are looking for during the site selection process. By having site data organized and readily available, communities can easily respond to industry requests for site criteria. They estimate the amount of time firms take has decreased from six months to about 45 to 60 days. Communities have to be ready to respond to requests for information on very short notice, and different firms need different kinds of information.

According to Gunkemeyer et. al. data preparation is key to responsible fiscal economic development policy, "the more a community considers site-selection criteria before it selects or develops a particular site for promotion, the lower the likelihood becomes that local leaders will need to explain why they spent so many public dollars on a site that is drawing

no interest."[7] The authors provide a detailed module to help communities prepare for industrial and warehouse site development.

They highlight a number of factors that must line up for a site to be considered ready for development.[8] One of the most important factors is transportation and accessibility of the site. Whether shuttling employees to work, bringing in raw materials, or shipping final products, transportation facilities including easy freeway access to rail or airport facilities, are critical in firm site selection decision-making.

Available labor force is another key factor, often quantified by commuting patterns. "An average of 30 minutes one way for production workers, 20 minutes one way for clerical workers, and 43 minutes one way for technical and professional workers is a normal standard."[9] Firms also review turnover rates, productivity levels, types and amount of skilled workers for their industry in the area, management recruitment, and other labor force issues in a potential site area.

Adequate water, sewer, power, telecommunications and other key utilities are often threshold factors for many industrial manufacturers. The reliability and ability for growth are important for many industries. Not only should utilities be in place or planned for, the land should be zoned appropriately for the type of use being recruited. Project delays due to rezoning issues can be costly to the potential firm, something they are looking to avoid. Along with proper zoning, incompatible uses should be located in other areas or properly buffered.

Additional factors include clear ownership of appropriate parcels, appropriate topography, and soil conditions that are relatively flat with good drainage. Proper zoning as well as parcel size and shape are factors in site selection. Researchers note that many firms look at site requirements first, incentives second. Finally, additional studies that assess the environmental condition or archeological resources may save time for the firm being recruited and make the site more attractive.

Site-seeking employers are interested in reducing their risks, which Gunkemeyer et. al. separate into four categories; profit, workforce, infrastructure, and timing. Firms are looking for a reasonable rate of return. A general rule of thumb is for a company to show a return on their investment within 6 to 10 years. Communities can make their sites more competitive by providing incentives such as tax inducements related to job creation or low- or no-interest loans that help to reduce the company's profit risk and decrease the time before they see a return on their investment.

Firms are also looking at reducing their workforce risk, that is, employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that

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[7] Gunkemeyer, William, Myra Moss and Jerold R. Thomas, "Community Preparedness for Site Development," Ohio State University Extension. http://www.rri.wvu.edu/WebBook/Thomas/development1.html#introduction. 10/25/02.

[8] Ibid.

[9] Ibid.

industry. Communities can address this concern with adequate education and training of its populace.

Infrastructure risk is another factor that firms look into for current and future needs. They may not risk a location if utilities, such as water or electricity, are not deemed reliable or excess capacity is unavailable for possible expansion. Additionally, fire, police, and waste management services must meet minimum requirements for many firms. Communities that invest in these services show prospective employers a track record that should project into the future.

Timing is everything—especially in today's fast-paced environment, where firms are looking to break ground within 90 to 120 days of making a location decision. It is beneficial for the firm to begin revenue-producing activities as soon as possible, to counterbalance start-up and construction costs. Firms are looking to take advantage of market opportunities and fulfill promises to clients.

In a recent survey, 127 firms ranked the top factors in order of importance for choosing a site and a community:[10]

- Availability and skill level of labor force
- Pro-business government
- Corporate income tax rates
- Good roads and transportation
- Real estate prices and property taxes
- Educational system
- Proximity to customers
- Personal income tax
- Colleges and universities
- Proximity to suppliers
- Healthy "downtown"
- Proximity to competition

Investments in education and infrastructure are two incentives that a community can offer a firm looking to relocate or expand, that have long lasting benefits for the community. The local high school or college can offer classes that are specific to skills needed for the local

Gunkemeyer, Moss and Thomas. http://www.rri.wvu.edu/WebBook/Thomas/development1.html#introduction.

business, or offer facilities. Infrastructure improvements such as roads, sewer, and water may be more beneficial to potential firms.

Business, Research, and Industrial Parks

Gunkemeyer et. al. notes the importance of business and industrial parks as preparation for attracting new business and not trying to "sell from an empty wagon." The authors state that communities must establish clear goals and objectives for their proposed development parks.

"Parks and sites should have, at a minimum, preliminary engineering plans for the location of utilities and infrastructure, a site plan showing the size and configuration of individual parcels within the property (which can be modified to suit an individual company's needs), preliminary environmental and historical assessments, and stated general conditions related to the sale or lease and use of the property."[11]

Arend notes that many business parks are capitalizing on smart growth principles that include minimizing the impact of the park on the local environment and community. Some parks incorporate naturally wooded areas into their developments. Employment centers built around a transit node benefit employers and employees in reducing commuting costs and releasing land from parking requirements.

The minimum size of a park is generally about 25 acres, however, depending on the industries being courted, a much larger park may be needed. As well, a larger site may be needed to justify preliminary engineering, environmental reports, and utility and infrastructure construction. The trend is for firms to locate in parks with stricter development standards, which are seen as safeguards to protect the company's investment by ensuring that the neighbors in the park will be kept to the same standards.

Heavy industrial and contractor uses will be looking for sites with no performance standards that often have unpaved roads, very basic utilities and outdoor storage is often uncovered or fenced. Basic performance standards are attractive for parks targeting heavy and medium industrial uses. Roads are normally paved and utilities are provided. It is allowable, in general, to build metal buildings. Moderate performance standards are conducive to medium to light industry and allow mixed-uses with buffers and some landscaping requirements. Off-street parking and loading docks are common. There are generally some architectural criteria for buildings.

The most restrictive business or industrial park has advanced performance standards with an emphasis on aesthetics. Grounds tend to resemble a "park" with low density, required landscaping, no outdoor storage, and offices with light versions of manufacturing, warehousing, or distribution operations permitted. Corporate campuses often have advanced performance standards.

[11] Gunkemeyer, Moss and Thomas. http://www.rri.wvu.edu/WebBook/Thomas/development1.html#introduction.

Item 10

WOODBURN
Incorporated 1889

Memo

Woodburn Recreation and Parks Department • 270 Montgomery Street • Woodburn, OR 97071
(503) 982-5264 • Fax (503) 982-5244

To: Jim Mulder, Community Development Director

From: D. Randall Westrick, Recreation and Parks Director

Date: July 21, 2003

Subject: **Park Acreage Need Analysis**

In anticipation of the Council's March 3, 3002 facilities workshop I have prepared some information regarding Community/Municipal park needs through 2020.

The City's Parks and Recreation Comprehensive Plan classifies larger parks in Woodburn as community and municipal parks. Community parks are five to 20 acres in size and municipal parks are over 20 acres. Both park types are defined to serve broad, citywide needs.

The Plan sets forth a combined community/municipal population standard at two acres per 1,000 residents. Below is an analysis of parkland need based on the Plan's current population projection and a revised projection of 35,000 residents. The analysis applies the current standards as outlined in the 1999 Parks and Recreation Comprehensive Plan Update.

	Current Acres	Acreage Standard Per 1,000 Population	2020 Acreage Need Based on Current Population Projection 26,290	2020 Acreage Need Based on Revised Population Projection 35,000	Surplus/deficit based on 26,290 Population Projection	Acreage Surplus/deficit 35,000 Population Projection
Municipal Parks						
• Centennial	24.96					
Community Parks						
• Settlemier						
• Legion	23.13					
Total Community/Municipal Park	48.09	2.0	52.58	70.00	-4.49	-21.91
Neighborhood Park						
• Burlingham						
• Senior Est.						
• Nelson						
• Mini parks						
• Schools	150.75	5.5	144.6	192.5	6.15	-41.75
					Projected Need for Park Land	-63.66

Other Issues that Affect Parkland Need

Neighborhood Parks are supplied through the application of two standards. The first is a population standard set at 5.5 acres per 1,000 persons. The second standard is a "regional" standard that says they are "within safe and easy walking for every resident". Therefore, the City might need to exceed the population standard to provide a facility that meets walking distance characteristic.

Senior Estates Park does not include use characteristics for a neighborhood park. It does not include a playground, playfields or hard court surfaces. Because of the nature of surrounding residents, including these facilities within Senior Estates Park may not be feasible.

Woodburn High School also lacks use characteristics for a neighborhood park. This school does not include a playground or outdoor basketball facilities.

The Recreation and Parks Department is currently preparing to update the 1999 Parks and Recreation Comprehensive Plan. Issues that need analysis as a part of that process include:

- Should schools and parks that do not meet and are not likely to ever meet minimum use criteria be considered a part of neighborhood park inventories (e.g. Woodburn High School, mini parks, Senior Estates Park)?

- Should schools continue to be considered a part of Woodburn's neighborhood park inventory? While they serve neighborhood recreation needs, most do not include many recreation amenities such as picnic facilities, walking paths, landscaped areas and similar park amenities.

- Will park acreage standards for neighborhood and community parks continue to meet community needs for recreation facilities?

- The plan should outline specific measures that the School District and City might take to jointly acquire and develop facilities to meet growing demands for municipal, community and neighborhood needs.

This memo applies new the population allocation to the City's current municipal/community and neighborhood park standards. Also outlined are issues regarding parkland inventory that need to be considered as the Park and Recreation Comprehensive Plan is updated. Please contact me to further discuss at extension 265 these matters or if you need additional information.

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Marion County
OREGON
COMMUNITY DEVELOPMENT DEPARTMENT

☆ REC'D ☆
MAY 1 0 2002
WOODBURN COMMUNITY DEVELOPMENT DEPT.

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Craig Luedeman

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BOARD OF COMMISSIONERS
Randall Franke
Patti Milne
Mike Ryan

COUNTY ADMINISTRATOR

May 9, 2002

Mark Radabaugh
Dept. of Land Conservation and Development
635 Capitol Street NE, Suite 200
Salem, Oregon 97301

Re: Woodburn Population Coordination – Periodic Review Grant Planning Activities

Dear Mark:

On May 3, 2002, Marion County met with John Brown, Jim Mulder, and Greg Winterowd representing the City of Woodburn, and Terry Cole of ODOT, to discuss using an interim population projection higher than the coordinated Marion County 2020 forecast for the City in carrying out various planning activities under the City's Periodic Review Work Program. The April 29, 2002 ECONorthwest memorandum from Bob Parker and Terry Moore on Woodburn Population and Employment Projections, 2000-2020 was utilized in this discussion.

In reviewing the ECONorthwest methodology and projections for the City of Woodburn, Marion County finds the analysis to be acceptable and is in agreement with the City and ODOT that the coordinated 2020 County forecast of 26,290 for the City of Woodburn is low.

The ECONorthwest population and employment analysis provides a revised range (low, medium, high) of Woodburn population forecasts, based on different Average Annual Growth Rate (AAGR) assumptions using the City's 2000 Census as the base population to which the growth rate applies. Marion County finds that the medium range population forecast of 34,919 based on a 2.8% AAGR is a reasonable interim forecast for use by the City of Woodburn in its Periodic Review work tasks.

Marion County's coordination and consensus with the City and ODOT on the higher, medium-range forecast from the ECONorthwest study for interim use at this time comes with several caveats. First, the forecast is an interim planning tool and is not an adopted projection by the County. The County intends to revisit the adopted 2020 coordinated forecasts for the County and cities following the

555 Court St. NE, • P.O. Box 14500 • Salem, Oregon 97309-5036 • http//www.open.org/mcplann

release by the State Department of Administrative Services/Office of Economic Analysis of new state and county population projection information this spring/summer based on the 2000 Census data. Once this information is released for review and use, it is anticipated that it will take at least another six months after that before any revisions to the currently adopted 2020 forecasts for the cities would be under consideration and undergo countywide coordination with the cities. Second, the interim 2020 population projection of 34,919 to be used by the City in its Periodic Review planning activities will be considered when the County looks at possible revisions to the current adopted 2020 forecasts. The interim number however, may not be the revised adopted forecast number since the City's allocation will need to be considered and coordinated with all the other cities forecasts within the county. Third, the County's review of changes to the City's comprehensive plan, growth boundary, and growth alternatives/strategies will be based on an approved coordinated 2020 population forecast for the City of Woodburn pursuant to the provisions of ORS 195.036.

If you have any questions about the items in this letter, please contact me.

Sincerely,

Les Sasaki

Les Sasaki
Principal Planner

cc: Sterling Anderson, Planning Manager
John Brown, Woodburn City Administrator
Jim Mulder, Woodburn Planning Administrator
Greg Winterowd, Woodburn Planning Consultant
Terry Cole, ODOT
Bob Parker, ECONorthwest
Lisa Nell, ODOT

WOODBURN
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SEP 0 3 2004

WOODBURN COMMUNITY DEVELOPMENT DEPT.

September 2, 2004

The Honorable Marion County Board of Commissioners
555 Court Street, NE
Salem, OR 97309-5036

RE: Population Coordination Work Session

Honorable Commissioners:

On September 7, 2004, you will conduct a work session regarding population coordination. This is a matter of critical importance to the City of Woodburn, as we move forward with our periodic review work program and proposed urban growth boundary expansion. This work is substantially complete, and will soon be before your Commission for consideration.

Woodburn's future planning is based on a 2020 population projection of 34,919; a projection 8,629 greater than the one the County allocated to Woodburn in 1998. Our projection is based on estimates prepared by demography experts with the consulting firm ECONorthwest, and take into account Woodburn's unique demographics and growth patterns. This projection was used in our periodic review planning with the approval of Marion County Planning Staff and the DLCD. It was also used to develop the City's draft transportation system plan (TSP), and by ODOT in modeling improvements to the Woodburn/I-5 interchange.

To complete our periodic review program and draft TSP, and to move the I-5/Woodburn interchange project forward, it is necessary that you formalize Woodburn's interim population projection. Delays in adopting a new projection will delay both Woodburn's planning process and the ODOT's delivery of over-due interchange improvements. Adoption of a coordinated number lower than our interim estimate will result in the same delays, and may require Woodburn and the State to redo several years worth of costly planning work. For these reasons, we request that you direct staff at your September 7, 2004 workshop to set a public hearing, at your earliest possible convenience, to consider formalizing Woodburn's interim projection.

Office of the City Administrator
270 Montgomery Street • Woodburn, Oregon 97071
Ph.503-982-5228 • Fax 503-982-5243

The attached chronology provides additional background information on Woodburn's planning coordination with the County on this matter. City and ODOT representatives will attend your work session, and be available to answer any questions you may have at that time. If you have any questions in the meanwhile, please feel free to contact Jim Mulder, Community Development Director, at (503) 982-5246, or Terry Cole, ODOT Project Manager at (503) 986-2674.

Sincerely

John C. Brown
City Administrator

JCB
cc: Mayor and Each City Councilor
✓ Community Development Director
Terry Cole, ODOT
Greg Winterowd, Winterbrook Planning

City of Woodburn 1997 Periodic Review
Chronology of Population Projection Coordination

July 30, 1997 – Woodburn's Periodic Review Work Program is approved by DLCD. Work program includes tasks requiring coordination with Marion County to develop a 20-year population projection. These tasks include preparing a buildable lands inventory, growth management ordinance, commercial and industrial lands inventory and needs analysis, updating public facilities plan, revising Transportation System Plan, preparing wetlands, riparian and natural resources study, preparing Recreation, Parks and Open Spaces Plan, preparing Historic District and Downtown Plan, and updating the comprehensive plan and zoning ordinance.

October 21, 1998 – Marion County Board of Commissioners approves new coordinated 2020 population projections for Marion County cities. Woodburn's population projection is 26,290.

January 2002 – City Council accepts Woodburn Economic Opportunities Analysis that identifies a major shortage of suitable industrial sites within the Woodburn UGB. EOA notes that recent population growth substantially outpaced 1998 projection.

April 29, 2002 – ECONorthwest prepares revised Year 2000-2020 population and employment projections for Woodburn consistent with Woodburn Economic Opportunities Analysis (June 2001). Page 14 of the ECONorthwest Memorandum notes the following:

> "Table 7 shows population projections for the Woodburn UGB using several different methods. The methods result in average annual growth rates from 1.43% to 4.13%. Of note is the second method that applies Woodburn's current coordinated growth rate of 2.1% to the 2000 population base of 20,100. This increases the 2020 forecast from 26,290 to 30,459 persons—an increase of over 4,000 persons.

Table 7. Woodburn population projections using different methods, 2000-2020

Method	2000	2005	2010	2015	2020	AAGR
Adopted	17,210	19,133	21,271	23,152	26,290	2.10%
Adopted (2000 base pop)	20,100	22,301	24,743	27,453	30,459	2.10%
2000 Ratio (2000 base pop)	20,100	21,576	23,161	24,863	26,689	1.43%
2000 Increasing ratio (2000 base pop)	20,100	22,391	24,943	27,786	30,952	2.18%
1990-2000 AAGR	20,100	24,614	30,141	36,910	45,198	4.13%
1970-2000 AAGR	20,100	23,692	27,926	32,916	38,798	3.34%

Source: Marion County Coordinated Population forecast; ECONorthwest

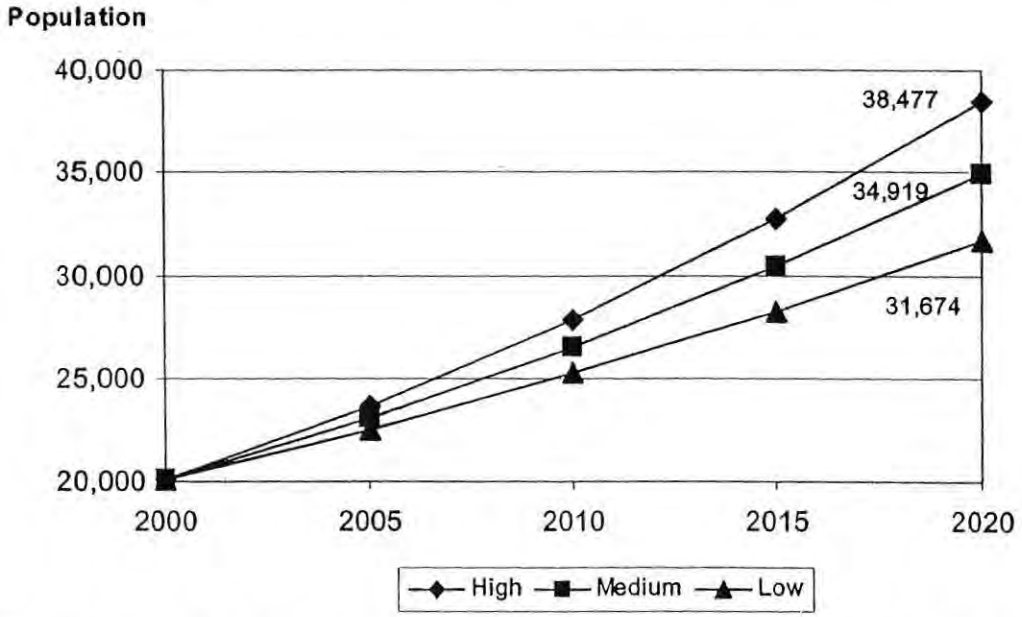
The "Adopted" projection is obviously flawed: not because it is conceptually flawed, but because its starting population has been shown by the 2000 Census to be incorrect. All the other forecasts are more or less reasonable in concept. They probably bound the range of future growth, but the boundaries are wide (from 6,000 to 25,000 new people). Narrowing the range requires more thinking, assumptions, and decisions. One must

understand that the numbers in Table 7 are really just arithmetic manipulations: assumptions about growth rates. The real issue is: what factors would cause a future growth rate to be approximately equal to, higher, or lower than rates observed in the past?

From that perspective, most of the evidence we evaluated about growth and the economy in Woodburn (see the City's Economic Opportunity Analysis, 2001) suggests that it will continue to grow faster than the average for Marion County. We think a reasonable range of annual population growth rate assumptions for Woodburn is 2.2% to 3.2%. Figure 2 shows the results of applying a 2.3% (low), 2.8% (medium), and 3.3% (high) average annual growth rate to the 2000 base population of 20,100. All of the scenarios use a compounding method.

The low growth scenario results in a 2020 population projection of 31,674 compared to the coordinated forecast of 26,290. The high rate assumption results in a 2020 population of 38,477, while the medium rate assumption results in a 2020 population of 34,919.

Figure 2. Revised Woodburn UGB population forecast, 2000-2020, low (2.3% AAGR), medium (2.8%) AAGR, and high (3.3% AAGR) assumptions



That wide range of forecasts is often disappointing to planners, elected officials, and citizens: should we be able to do a better job? The answer is "no," and the description of the problems with forecasting for small areas on page 2 of this memorandum explains why. The future is uncertainty; a range of forecasts reflects that uncertainty; a single point-estimate does not."

Based on this memorandum, Woodburn selected the medium population growth projection of 34,919. All of Woodburn's Periodic Review work has been based on this number. To date, Woodburn has spent approximately $1.7 million on all Periodic Review tasks.

May 9, 2002 – Letter submitted to DLCD by Les Sasaki, Marion County Principal Planner. This letter discusses a meeting between City of Woodburn representatives, ODOT, and Marion County staff to coordinate a revised population projection. Pages 1-2 of the letter state:

> "In reviewing the ECONorthwest methodology and projections for the City of Woodburn, **Marion County finds the analysis to be acceptable and is in agreement with the City and ODOT that the coordinated 2020 County forecast of 26,290 for the City of Woodburn is low...Marion County finds that the medium range population forecast of 34,919 based on a 2.8% AAGR is a reasonable interim forecast for use by the City of Woodburn in its Periodic Review work tasks**...The County intends to revisit the adopted 2020 coordinated forecasts for the County and cities following the release by the State Department of Administrative Services/Office of Economic Analysis of new state and county population projection information this spring/summer based on the 2000 Census data. Once this information is released for review and use, it is anticipated that it will take at least another six months after that before any revisions to the currently adopted 2020 forecasts for the cities would be under consideration and undergo countywide coordination with the cities." (Emphasis added.)

July 2, 2002 – Periodic review grant agreement between Woodburn and DLCD is executed to provide planning services to complete periodic review tasks. Grant agreement requires coordination with Marion County on updating the 1997 coordinated population projection of 26,290. The agreement acknowledges that this projection appears low and that the County will consider this projection when considering possible revisions to its year 2020 projections. The agreement anticipated this would likely take six months or more for the County to coordinate. The agreement states, "To allow Woodburn to proceed with its land needs assessment in a timely manner, ECONorthwest will prepare an interim population projection. The interim projection will serve as the basis for work undertaken in this study, with the explicit understanding that the adopted growth alternative which results as a completed periodic review task must be based on a coordinated population projection adopted by Marion County." (Page 1)

November 2003 – Winterbrook Planning completes draft of comprehensive plan and development code amendment package, including proposed UGB amendments. These amendments include policies to ensure consistency with ***Marion County Growth Management Framework Plan***.

January 30, 2004 – Letter sent to Sterling Anderson, Marion County Planning by Jim Mulder, Woodburn Director of Community Development. Letter includes copy of Woodburn's draft periodic review amendment package. Letter requests comments as soon as possible to allow public hearings to begin by April 2004. **Public hearings on this package postponed due primarily to lack of coordinated population projection.**

February 5, 2004 – Meeting between Marion County and City of Woodburn staff to coordinate revising Woodburn's population projection.

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February 2004 – Draft Woodburn Transportation System Plan is completed. The draft TSP is based on proposed land use plans to accommodate population projection of 34,919. **Public hearings to adopt the draft TSP are postponed until revised population projection is approved by Marion County.**

April 21, 2004 – DLCD submits comments on Woodburn's draft periodic review tasks. Page 3 of the DLCD letter includes this statement:

> "Woodburn has been working with Marion County to develop a revised population projection for 2020. A tentative population projection of 34,919 (2020) has been used for planning purposes until a new projection is developed and adopted by Marion County. The Department anticipates another review of the population projection subject to the release of new projections by the Oregon Office of Economic Analysis for each county in the next few months, or Marion County adopts a new coordinated projection, which ever comes first. Whatever final projection Marion County adopts, the city and county must agree to in order to address the mandated coordination requirement. With the above reservations stated, the foregoing analysis will assume a 2020 population of 34,919." (Page 3)

April 2004 – State of Oregon releases revised population forecasts for counties.

June 16, 2004 – Meeting between Marion County staff, Commissioner Milne, Woodburn staff, and Terry Cole of ODOT. Coordination of Woodburn's population projection was discussed, with apparent agreement that the County would expedite consideration of Woodburn's increased population projection. It was recognized that Woodburn has completed its periodic review tasks and cannot proceed with public hearings without a revised coordinated population projection.

June 23, 2004 – Preliminary comments on draft periodic review amendment package submitted to City of Woodburn by Les Sasaki, Marion County Planning.

August 2004 – Draft Environmental Assessment for the Woodburn I-5 Interchange is completed. This document must be adopted before funding and construction of the interchange upgrades can occur. The draft Environmental Assessment is based on the land use plans and traffic projections contained in the draft Woodburn Transportation System Plan. **Public hearings to adopt the draft Environmental Assessment are postponed until draft TSP is adopted by City Council, which cannot be adopted until revised population projection is approved by Marion County.**

September 7, 2004 – Board of Commissioners and County staff schedule work session to discuss process of coordinating revised population projections.

WINTER BROOK
COMMUNITY RESOURCE PLANNING

MEMORANDUM

To: Marion County Board of Commissioners

From: Greg Winterowd

Date: November 10, 2004

Re: Marion County Comprehensive Plan Amendments to Update the Coordinated 2020 Population Projections for the City of Woodburn and for Marion County

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This memorandum responds to 1000 Friends' objections to the Board's adoption of Woodburn's revised Year 2020 population projection. As the Board knows, this projection has served as the foundation for planning efforts in Woodburn since April of 2002. The Department of Land Conservation and Development (DLCD), the Oregon Department of Transportation (ODOT) and Marion County planning staff all have agreed that this projection represents a reasonable, if not conservative, estimate of population growth.

In its November 3, 2004 letter, 1000 Friends argues that "the County should take a conservative approach to population projections because aggressive projections will lead to an over-sized Urban Growth Boundary expansion, the loss of great farmland, and the loss of the jobs and dollars that agricultural land supports." 1000 Friends suggests that Woodburn should adopt the low range year 2020 population projection of 31,674, rather than the midrange projection of 34,919. The underlying reason for 1000 Friends projection is transparent: a smaller population projection means that less land will be need for housing, parks and schools.

Marion County Growth Management Framework Plan

The *Marion County Growth Management Framework Plan* recognizes that Woodburn will be a focal point of growth in Marion County through the year 2040:

> ***"The Growth Management Framework Preferred Alternative focuses the majority of growth in the County to the larger communities of Salem, Keizer, Woodburn, Stayton and Silverton. The larger communities contain the essential components needed to accommodate growth such as infrastructure, services, developed employment lands, and a variety of housing options that are not all available in the smaller communities within the county. These larger communities serve as urban centers within several defined areas of the County around which several smaller communities are located and which are dependent upon the larger communities for various services."***

Winterbrook Planning
W Fourth Ave. Suite 1100 ▪ Portland, Oregon 97204-2305
503.827.4422 ▪ 503.827.4350 (fax)
greg@winterbrookplanning.com

The population projection of 34,919 recommended by your staff is consistent with the Framework Plan's policy determination that Woodburn, as a full-service city, contains the essential components needed to accommodate growth.

ECONorthwest 2002 Projection

The primary basis for Woodburn's Year 2020 population projection is found in ECONorthwest's April 29, 2002 memorandum entitled "Woodburn Population and Employment Projections, 2002-2020."

From 1970, Woodburn's population grew at an average annual rate (AAGR) of over 3.3% from 1970-2000 (see Table 1 below). In its April 2002 memorandum, ECONorthwest suggests a growth rate *range* of 2.2 – 3.3%. In Woodburn's case, the *high* end of this range is equal to the *actual* AAGR experienced by Woodburn from 1970-2000. Rather than selecting the high end of the range suggested by ECONorthwest, Woodburn, Marion County and state planners recommended the mid-range projection. **In other words, the projection now under consideration by the Marion County Board is conservative.**

Table 1: Woodburn Population Growth Rates, 1970-2000

Year	Woodburn Population*	Average Annual Growth Rate
1970	7,495	--
1980	11,196	1970-1980: 4.09%
1990	13,404	1980-1990: 1.82%
2000	20,100	1990-2000: 4.13%
Overall		**1970-2000: 3.34%**

*Source: Oregon Blue Book

1000 Friends argues further that the population projection prepared by ECONorthwest in 2002 is too high, because the year 2000 population projection adopted by Woodburn and Marion County in 1980 (23,000) is lower than the actual 2000 population (20,100). While the accuracy of the Woodburn's 1980-2000 population projection has little if any relevance to ECONorthwest's 2002 projection, it is at least interesting to note that Woodburn's average annual growth rate during this period, including a major recession in the 1980s, was 3.0% – slightly above the 2.8% growth rate projected by ECONorthwest.

Contrary to 1000 Friends implications, ECONorthwest did not base Woodburn's population projection on unrealistic economic development conclusions. Although job creation is related to population growth, it is not the only factor. For example, on pages 15-16 of the memorandum, ECONorthwest notes that "Woodburn is at the periphery of the Portland-Vancouver and Salem metropolitan areas, and it is typical for small towns at the periphery of urban areas to grow faster than the urban area as a whole." ECONorthwest also notes that Woodburn grew at an average rate of 4.1% from 1990-2000.

1000 Friends' underlying concern is that, "if the consultant's assumptions are overly optimistic the UGB will be overly large, prime farmland will be needlessly committed to urbanization, and the oversupply of land in the UGB will encourage inefficient development

within the UGB." 1000 Friends concern is unfounded. Woodburn is planning for a *lower* population growth rate over the next 20 years than it has experienced for the last 30 years and considerably higher densities.

Of equal importance, we fundamentally disagree with 1000 Friends that the quality of agricultural land surrounding Woodburn should be used as the basis for long-term population projections. Goal 14 and ORS 197.298 requirements for agricultural land preservation must be addressed when urban growth boundary amendments are proposed. However, the population projections should be realistic and objective, so that communities can plan for the growth that is likely to occur during the 20-year planning period.

Thank you for your consideration.

NOTICE OF PUBLIC HEARING
MARION COUNTY BOARD OF COMMISSIONERS

☆ REC'D ☆

OCT 0 5 2004

WOODBURN COMMUNITY
DEVELOPMENT DEPT.

LEGISLATIVE AMENDMENT (LA) 04-3: AMENDMENTS TO THE MARION COUNTY COMPREHENSIVE PLAN TO UPDATE THE 2020 POPULATION PROJECTIONS FOR THE CITY OF WOODBURN AND FOR MARION COUNTY

PURPOSE OF THE HEARING: To receive testimony on amendments to the Marion County Comprehensive Plan "Background and Inventory Report" by updating the text of the Population History and Projections section, including updated 2020 population projections for the City of Woodburn and for Marion County. These amendments are the first part of a two-part population coordination process with local governments. This first part of the process addresses the need of the City of Woodburn to update their current, adopted 2020 projection as part of the City's Periodic Review of its comprehensive plan. The second part of the process will address the population projection needs for all the cities in the county and the unincorporated area through the coordinated participation, review and adoption of new population projections for use in maintaining and updating the comprehensive plans of cities within the county.

DATE AND TIME OF HEARING: November 10, 2004; 10:00 a.m.

LOCATION OF HEARING: Senator Hearing Room 1233, First Floor
Marion County Courthouse Square
555 Court Street NE, Salem, Oregon

HOW TO PARTICIPATE: Anyone desiring to speak either for or against the proposed amendments may do so in person or by representative at the public hearing. Written comments may be filed with the Marion County Planning Division prior to the public hearing. The amendment request, documents and evidence relied upon by the County and applicable criteria are available for inspection at no cost and copies are available at cost from the Marion County Planning Division, 555 Court Street NE, Room 2130, Salem, Oregon. A complete copy of file information, including staff report and recommendations will be available seven (7) days prior to the hearing. All testimony and evidence shall be directed to the applicable criteria or the person providing testimony shall state which other criteria is believed to apply to this proposal. **Mail written statements to: Marion County Planning Division, PO Box 14500, Salem OR 97309.**

LAND USE DECISION CRITERIA: Criteria upon which the decision will be based include:

1. Oregon Revised Statutes 195.025, 195.036 and Chapters 197, 203 and 215
2. Marion County Comprehensive Land Use Plan Urbanization Section and Background and Inventory Report (Population History and Projections)
3. Oregon Statewide Land Use Planning Goals (Goals 1, 2 and 14)

For information regarding this request, contact: Les Sasaki, Planner, Marion County Planning Division, 555 Court Street NE, Room 2130, PO Box 14500, Salem OR 97309. **Phone: 503-588-5038 E-mail: lsasaki@co.marion.or.us Website: www.publicworks.co.marion.or.us/planning**

ACCOMMODATION OF PHYSICAL IMPAIRMENTS: In order to accommodate persons with physical impairments, please notify the Planning Division of any special physical or language accommodations you may need as far in advance of the hearing as possible.

DRAFT DRAFT DRAFT

BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON

In the Matter of an Ordinance Amending	)
the Marion County Comprehensive Plan	)
"Background and Inventory Report" by	)
updating the text of the Population History	)
and Projections section, including updated	)
2020 population projections for the City of	)
Woodburn and for Marion County, and	)
declaring an emergency.	)

ORDINANCE NO. 1201

THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS FOLLOWS:

SECTION 1. PURPOSE

This ordinance is enacted pursuant to the authority granted to general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 197 to amend the Marion County Comprehensive Plan to conform with the provisions under ORS Chapter 195.025 and 195.036 for comprehensive land use planning and population forecast coordination with local governments within the county.

SECTION 2. AUTHORIZATION

The Marion County Board of Commissioners initiated consideration of legislative amendments to the Marion County Comprehensive Plan to update the coordinated population projections in the Plan for incorporated and unincorporated areas by Resolution No. 04-31R on June 30, 2004. The Board of Commissioners held a work session on September 7, 2004 on population coordination and decided on a coordination process with local governments involving a two-part approach. The first part of the process addresses the need of the City of Woodburn to update the current, adopted 2020 population projection based on an April 2002 population and employment projection study prepared as part of the City's Periodic Review work program to update their comprehensive plan, along with the May 2004 release by the State Office of Economic Analysis of updated long-range population forecasts for the state and counties. The second part of the coordination process will address the population projection needs for all the cities in the county and the unincorporated area through the coordinated participation, review and adoption of new 2025 or 2030 population projections for use in maintaining and update the comprehensive plans of the cities within the county.

On September 29, 2004, the Board of Commissioners set a public hearing for November 10, 2004, to consider amending the Comprehensive Plan "Background and Inventory

Report" by updating the adopted 2020 population projections for the City of Woodburn and Marion County consistent with the coordination provisions of ORS 195.036.

The Board of Commissioners held a public hearing on November 10, 2004 for which proper public notice, advertisement and review was given. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the amendments to the Comprehensive Plan.

SECTION 3. EVIDENCE AND FINDINGS

The Board of Commissioners reviewed the evidence and findings in the record and gave due consideration to the testimony provided in the hearing record. The amendments to the Marion County Comprehensive Plan by adopting the text amendments to the Population History and Projections section of the "Background and Inventory Report" are based on consideration and analysis of information on population growth forecasts for Marion County and the City of Woodburn through the year 2020. The Board makes the following findings on the amendments:

3.1 ORS 195.036 requires the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans" and to "coordinate the forecast with local governments within its boundary." The current 2020 population projections in the Marion County Comprehensive Plan were coordinated and adopted in October 1998 (Ordinance No. 1091) and there is a need to periodically review and update these projections based on recent growth rates and trends, availability of new information such as the 2000 Census data, and new population studies and forecasts involving the county and local governments.

Marion County has and continues to meet and coordinate with the City of Woodburn on the current periodic review work program tasks to update the City's comprehensive plan. In May 2002, Marion County, the City of Woodburn, the State Department of Land Conservation and Development, and the Oregon Department of Transportation agreed that the coordinated 2020 County forecast of 26,290 for the City was too low given recent population trends and agreed on an interim 2020 population projection of 34,919 for the City for use in its periodic review work tasks. Agreement and coordination on the interim projection was based on County review of the City's April 2002 population and employment projection study and came with several caveats: 1) the forecast was an interim planning tool and not an adopted projection by the County; 2) the County intended to review the adopted 2020 forecasts following the release by the Office of Economic Analysis (OEA) of new long-range forecasts for the state and counties; 3) the interim 2020 projection would be considered by the County when it reviewed and coordinated revised 2020 or new projections with all the cities and may not be the revised projection; and 4) that County review of the updated City comprehensive plan and any Urban Growth Boundary amendment would be based on an adopted and coordinated 2020 projection for the City pursuant to

ORS 195.036. The Board finds that the coordination requirement of ORS 195.036 with regard to the City of Woodburn has been satisfied.

3.2 The Office of Economic Analysis (OEA) within the Oregon Department of Administrative Services released updated long-range population forecasts through the year 2040 at five-year increments for the state and counties on May 1, 2004. The OEA forecast incorporates the 2000 Census data and uses the year 2000 as the base year for these forecasts.

Marion County, through its participation in the Salem-Keizer Area Transportation Study (SKATS) planning process, reviewed the draft 2003 and final 2004 OEA population forecasts for Marion and Polk Counties in coordination with the Salem area jurisdictions (City of Salem, City of Keizer, City of Turner, Polk County, Salem-Keizer School District, Salem Area Mass Transit, Oregon Department of Transportation, Department of Land Conservation and Development and Mid Willamette Council of Governments). The SKATS Technical Advisory Committee Population and Land Use Subcommittee agreed on the two-county forecast totals for Marion and Polk Counties throughout the forecast years and recommended changes to the individual county forecasts within the forecast years. The final 2004 OEA forecast report did not precisely incorporate the recommended changes for Marion and Polk Counties but were very close in line to the adjustments suggested to the draft 2003 OEA forecasts that were reviewed.

The current 2020 population projections in the Marion County Comprehensive Plan utilized the 1997 OEA long-range population forecasts for Marion and Polk Counties with adjustments to the individual county 2020 forecasts to reflect the planning studies within each jurisdiction. The adopted two-county forecast of 452,540 was within one-percent of the two-county OEA forecast of 456,710. The adopted 2020 forecast for Marion County was 350,952 and for Polk County the forecast was 101,588.

The 2004 OEA long-range forecasts provide for a two-county 2020 forecast of 462,612 and a 2020 Marion County forecast of 367,018. In applying the 2004 OEA Marion County forecast to the current adopted 2020 forecast numbers and adjusting for the currently adopted 2020 Polk County forecast of 101,588 to the 2004 OEA two-county total of 462,612 the adjusted Marion County 2020 forecast is 361,024. This adjusted Marion County forecast using the 2004 OEA forecast numbers for the year 2020 and applying the forecast to the currently adopted 2020 Marion County forecast in the Comprehensive Plan, provides for a difference of 10,432 above the currently adopted Marion County 2020 forecast of 350,952.

The Board finds that OEA used defensible, accepted procedures and methodology in developing the long-range state and county forecasts, considered the input of the Salem area jurisdictions in formulating the Marion and Polk County forecasts, and that the Marion County 2020 forecast as adjusted based on currently adopted 2020 forecast numbers, is reasonable based on existing information.

3.3 The City of Woodburn, as part of their Periodic Review work program to update the City's comprehensive plan, prepared a population and employment projection study that was put together by ECONorthwest and dated April 29, 2002. The study presents population and employment projections for the Woodburn Urban Growth Boundary for the period 2000 through 2020. The analysis reviewed: the City's coordinated 2020 population forecast and methodology used by the County to develop the adopted 2020 projections; the current employment forecast in the City's Transportation System Plan; historical population and employment growth in Woodburn, other cities, Marion County and the state over several decades; and forecasts of population and employment growth for various regions in the state.

The current adopted 2020 population projection for the City of Woodburn is 26,290 based on a 2.13 percent average annual growth rate applied to the 1997 Portland State University city estimate of 16,150 through the year 2020. Historical population data and growth patterns including the 2000 Census data population for the City of 20,100 indicate the current adopted growth rate is too low for the 2000 through 2020 forecast period. The ECONorthwest 2002 study proposes a range (low, medium and high) of annual population growth rate assumptions for Woodburn that are applied to the 2000 base population of 20,100 which is the 2000 Census population number for the City. The low range (a 2.3 percent annual growth rate) results in a 2020 population projection of 31,674. The medium range (a 2.8 percent annual growth rate) results in a projection of 34,919. The high range (a 3.3 percent annual growth rate) results in a projection of 38,477.

The Board finds that the methodology, analysis and projections for the City of Woodburn within the ECONorthwest population and employment projections study for the period 2000 through 2020 to be acceptable and that the current adopted 2020 projection of 26,290 using a 2.13 percent average annual growth rate for the period 1997-2020 for the City of Woodburn in the Marion County Comprehensive Plan is low. The Board further finds that based on the ECONorthwest study for the City of Woodburn, that the medium range population projection of 34,919 for the year 2020 based on a 2.8 percent average annual growth applied to the City's 2000 Census population of 20,100 for the 2000 through 2020 period is a reasonable projection.

3.4 The medium range City of Woodburn 2020 population projection of 34,919 in the ECONorthwest study is an increase of 8,629 over the currently adopted 2020 projection contained within the Marion County Comprehensive Plan. The 2004 OEA long-range 2020 population forecast for Marion County adjusted for the adopted 2020 Polk County forecast provides for an increased difference of 10,432 over the currently adopted 2020 Marion County total of 350,952.

The Board finds that the amendments to the City of Woodburn 2020 population projection and a similar numerical increase to the Marion County 2020 population projection can be accommodated within the year 2020 forecast for Marion County

provided for in the 2004 OEA long-range population forecast for the state and counties. The Board further finds that the amendments to update coordinated population projections with local governments to address changes in growth patterns based on new population studies and information is in compliance with the Statewide Planning Goals.

SECTION 4. AMENDMENTS TO THE COMPREHENSIVE PLAN

The Marion County Comprehensive Plan is amended to include the adoption of revised text to the Population History and Projections section of the "Background and Inventory Report" as set forth in Exhibit A. The text amendments also update the population tables to include data from the 2000 Census.

SECTION 5. SEVERABILITY

Should any section, subsection, paragraph, sentence, clause or phrase of this ordinance or any policy, provision, finding, statement, conclusion or designation of a particular land use or area of land, or any other portion, segment or element of this ordinance or of any amendments thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity or continued application of any other portion or element of this ordinance or amendments to Marion County Ordinance No. 516 as amended hereunder; and if this ordinance or any portion thereof should be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this ordinance or any portion thereof, was enacted.

SECTION 6. EMERGENCY CLAUSE

This ordinance amending the Marion County Comprehensive Plan, being necessary to protect the public health, safety and welfare, an emergency is declared to exist and this Ordinance shall become effective upon its passage.

SIGNED and FINALIZED at Salem, Oregon this _____ day of _____, 2004.

MARION COUNTY BOARD OF COMMISSIONERS

_____

Chair

_____

Recording Secretary

JUDICIAL NOTICE

Oregon Revised Statutes (ORS) Chapter 197.830 provides that land use decisions may be reviewed by the Land Use Board of Appeals (LUBA) by filing notice of intent to appeal within 21 days from the date this ordinance is mailed.

EXHIBIT A

MARION COUNTY

COMPREHENSIVE LAND USE PLAN

BACKGROUND AND INVENTORY REPORT

PREPARED BY
MARION COUNTY PLANNING DIVISION

ADOPTED March 31, 1982
Revised 10/98
Revised 05/00

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POPULATION HISTORY AND PROJECTIONS

The first U.S. Census of Population, in 1850, reported Marion County's population as 2,749. At that time, other Oregon counties reporting population were: Benton, 814, Clackamas, 1,859; Clatsop, 462; Linn, 994, Polk, 1,051; Washington, 2,652; and Yamhill, 1,512.

Historical population from 1900 for the State of Oregon, Marion County and the incorporated areas within the county is shown by Table No. 19. Figure 2 graphically shows the population growth trend of the county and the incorporated areas in the county and also the relationship between the two. In 1900, population within incorporated areas accounted for just 26.8 percent of total county population. By 1910, a major change had taken place in the amount of population residing within incorporated areas, with the figure at 50.6 percent. The incorporated population comprised 50 to 60 percent of the county's population into the 1970's, but by 1980 the incorporated area supported over 70 percent of the

TABLE NO. 19 (****UPDATED TO INCLUDE 2000 CENSUS INFORMATION***) ****updated column***
POPULATION HISTORY ~~1920-1995~~ ***1900-2000***
Oregon, Marion County, and Incorporated Areas Within Marion County

	1900	1920	1940	1950	1960	1970	1980	1990	***2000***
Oregon	413,536	783,389	1,089,684	1,521,341	1,768,687	2,091,533	2,633,105	2,842,321	***3,421,399***
Marion County	27,713	47,187	75,246	101,401	120,888	151,309	171,700	230,028	***284,838***
Aumsville	--	171	174	281	300	590	1,432	1,650	***3,003***
Aurora	122	229	228	242	274	306	523	567	***655***
Detroit	--	--	--	--	206	328	367	331	***262***
Donald	--	126	164	187	201	231	267	316	***612***
Gates	--	--	--	--	189	250	455	499	***471***
Gervais	224	268	332	457	438	746	799	992	***2,009***
Hubbard	213	320	387	493	526	975	1,640	1,881	***2,483***
Idanha	--	--	--	442	295	280	319	289	***232***
Jefferson	273	417	479	636	716	936	1,702	1,805	***2,487***
Keizer	--	--	--	--	--	--	--	21,884	***32,203***
Mill City	--	--	--	--	1,289	1,451	1,565	1,555	***1,537***
Mt. Angel	537	936	1,032	1,315	1,428	1,973	2,876	2,778	***3,121***
St. Paul	--	160	183	226	254	346	312	322	***354***
Salem	4,258	17,679	30,908	40,087	45,245	62,960	89,233	107,786	***136,924***
Scotts Mills	--	208	227	217	155	208	249	283	***312***
Silverton	656	2,251	2,925	3,146	3,081	4,301	5,168	5,635	***7,414***
Stayton	324	649	1,085	1,507	2,108	3,170	4,396	5,011	***6,816***
Sublimity	--	172	280	367	490	634	1,077	1,491	***2,148***
Turner	--	289	414	610	770	846	1,116	1,218	***1,199***
Woodburn	828	1,656	1,982	2,395	3,120	7,495	11,196	13,404	***20,100***

Source: U.S. Census Bureau

residents. The fluctuation in the percentages is a function of the manner in which incorporations and annexations have taken place. Concentrations of population adjacent to incorporated areas may exist for a number of years before the area is either incorporated or annexed. By ~~1990~~ ***2000***, with the incorporation of Keizer, incorporated areas accounted for nearly ~~74~~ ***79*** percent of Marion County's population. This demonstrates that the percentages of incorporated population do not always reflect the true amount of urban population. The trend of total urban population growth would most likely be a constantly increasing percentage and would always be a higher percentage than incorporated population.

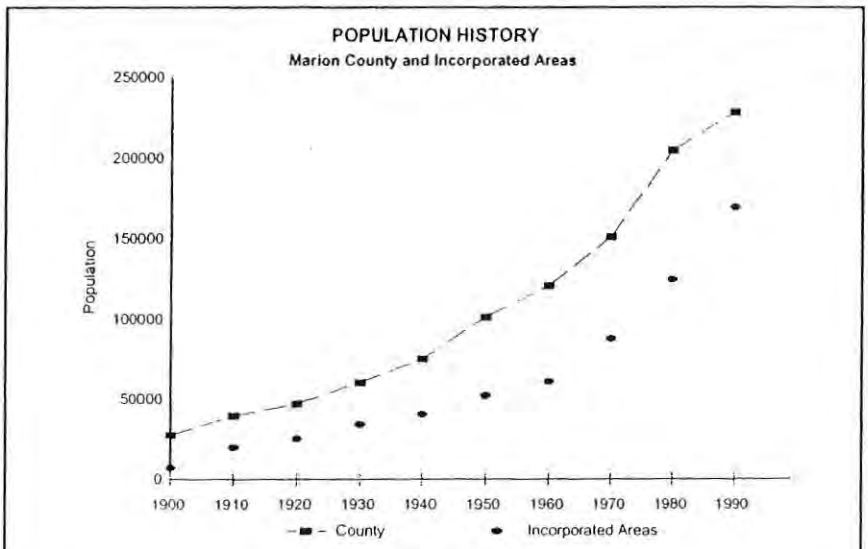

Figure 2 (Updated)

State Population Projections

The history of population growth in the State of Oregon reveals a steady increase in total population every decade from 1900 to ~~1990~~ ***2000***. Historic and projected state population is displayed in Table No. 20 and is shown graphically in Figure 3. The projections were made by the Oregon Office of Economic Analysis in ~~1997~~ ***2004***.

The significance of the state population is its magnitude and distribution. The present growth rate (1990-1995) of approximately two percent per year is nearly double the national average.[1] In addition, approximately 70 percent of the state population is located in the Willamette Valley where most of the increase in population is occurring. Seventy percent of the state population increase between 1990 and 1995 occurred in the Willamette Valley with about 65 percent of this total increase being due to in-migration. The valley is expected to continue to receive the major share of the state's population increases, putting a great deal of pressure on Marion County and its cities to provide for these new residents.

[1] U.S. Bureau of Census

TABLE NO. 20 (*Updated)
OREGON HISTORIC & PROJECTED POPULATION

Year	Population	Average Annual Growth Rate (%)
1940	1,089,684	--
1950	1,521,341	3.39
1960	1,768,687	1.52
1970	2,091,533	1.69
1980	2,633,156	2.33
1990	2,842,321	0.77
1995	3,132,000	1.96
2000	~~3,406,000~~ ***3,421,399***	~~1.69~~ ***1.79***
2010	~~3,857,000~~ ***3,843,900***	~~1.25~~ ***1.03***
2020	~~4,326,000~~ ***4,359,258***	~~1.15~~ ***1.26***
2030	~~4,776,000~~ ***4,891,225***	~~0.99~~ ***1.15***
2040	~~5,193,000~~ ***5,425,408***	~~0.84~~ ***1.04***

Sources: 1940-~~90~~ ***2000***, U.S. Census; 1995, Portland State University; 2000-40 Oregon Office of Economic Analysis

County Population

The trend of continuous increase of total state population has been accompanied by continuous increases in total Marion County population, usually at a higher rate than achieved by total state growth.

Table No. 21 indicates that, like the state, Marion County is experiencing a large percentage of its population increase from in-migration. Marion County has experienced a population growth average per decade this century of approximately 25 percent up through 1990. The 1997 estimate of 267,700 people in Marion County indicates growth in the 1990s may closely resemble, the long-term average.

The Oregon Office of Economic Analysis (OEA) prepared state and county-level population projections in 1997 at five-year increments through the year 2040. Marion County participated in a series of discussions with representatives of the cities to determine how the OEA estimate for Marion County should be distributed. The population projections for Marion County and all its incorporated cities are shown in Table No. 22. The methodology used to develop the preliminary

projections was a combination of considering growth policies of the various jurisdictions, including the county.

TABLE NO. 21
COMPONENTS OF MARION COUNTY AND STATE POPULATION CHANGE
1990-1997

	Births	Deaths	Natural Increase	Net Migration	Total Increase	Percent Increase
Marion County	29,476	16,266	13,210	26,007	39,217	17.2
Oregon	308,272	194,974	113,298	261,381	374,679	13.2

Source: PSU Center for Population Research and Census

These projections must be viewed as guesses about the future population in Marion County. These numbers may or may not be achieved at specified points in time. It is important, however, that as accurate as possible projections be made for each jurisdiction's planning area to form a database for long and short-range plans and implementing programs. These projections provide target dates for planners and decision-makers to develop and implement the necessary programs to balance the various goals of the community. By programming community services and facilities according to levels of need at appropriate points in time, cost effective use of public and private funds can be improved.

The establishment and maintenance of 20-year projections for Marion County and the cities as shown in Table No. 22 are used by the County to coordinate comprehensive plans and need to be reviewed and updated periodically. As actual growth rates change or new population studies are conducted and adopted, it is expected that these projections will be updated and new projections developed in coordination with the cities.

The Office of Economic Analysis (OEA) prepared updated long-term state and county population forecasts in 2004 at five-year increments through 2040 that incorporated the 2000 Census data. The 2004 OEA forecasts will be used as a tool in reviewing current adopted projections and for developing new coordinated projections with the cities and for the county.

The City of Woodburn, as part of their Periodic Review work program to update their comprehensive plan, prepared a population and employment projection study in 2002 for the planning period of 2000-2020. The study is the basis for a revision to the 2020 projection for the City of Woodburn contained in Table No. 22 and similar revision to the county population total.

Urban Population

Projections of urban area population are made based upon the urban growth programs of each city in Marion County and the overall land use goals and policies of the state and county. Each community's growth potential was analyzed using past growth trends and expected growth pressures in the future. Each community was consulted in developing these projections to coordinate city-county growth plans. These projections will help give perspective to the development patterns of

Marion County by indicating the relationships among population centers. They will also provide guidance in the updating of urban growth boundaries for each city.

TABLE NO. 22 (***updated to show revisions)***
POPULATION - ACTUAL & PROJECTED
Marion County and Incorporated Areas Within Marion County

Jurisdiction	1990[1]	1997[1]	***2000***	2020[2]
Marion County	230,028	267,700	***284,838***	~~350,952~~ ***359,581***
Aumsville	1,650	2,820	***3,003***	4,695
Aurora	567	675	***655***	930
Detroit	331	380	***262***	535
Donald	316	630	***612***	1,050
Gates[3]	458	489	***429***	800
Gervais	992	1,220	***2,009***	2,168
Hubbard	1,881	2,205	***2,483***	3,105
Idanha[3]	177	200	***147***	230
Jefferson	1,805	2,300	***2,487***	2,895
Mill City[3]	308	310	***312***	420
Mt. Angel	2,778	3,020	***3,121***	4,365
St. Paul	322	350	***354***	475
Salem/Keizer	129,677	152,530	***169,127***	255,338
Scotts Mills	283	315	***312***	420
Silverton	5,635	6,675	***7,414***	9,965
Stayton	5,011	6,290	***6,816***	9,250
Sublimity	1,491	2,145	***2,148***	3,590
Turner	1,218	1,330	***1,199***	2,145
Woodburn	13,404	16,150	***20,100***	~~26,290~~ ***34,919***

[1] City only
[2] Urban area - city and unincorporated
[3] Marion County portion only

Sources: 1990 ***and 2000***, U.S. Census Bureau; 1997, Portland State University Center for Population Research and Census; 2020 Marion County, Oregon Office of Economic Analysis; 2020 cities, Marion County

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FORM 2

D L C D NOTICE OF ADOPTION

This form **must be mailed** to DLCD **within 5 working days after the final decision** per ORS 197.610, OAR Chapter 660 - Division 18

(See second page for submittal requirements)

☆ REC'D ☆

DEC 01 2004

WOODBURN COMMUNITY DEVELOPMENT DEPT.

Jurisdiction: Marion County

Local File No.:LA 04-3 (If no number, use none)

Date of Adoption: November 24, 2004 (Must be filled in)

Date Mailed: 11/30/04 (Date mailed or sent to DLCD)

Date the Notice of Proposed Amendment was mailed to DLCD: 9/23/04

☒ Comprehensive Plan Text Amendment

☐ Comprehensive Plan Map Amendment

☐ Land Use Regulation Amendment

☐ Zoning Map Amendment

☐ New Land Use Regulation

☐ Other: (Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached."

Amendment to the Background and Inventory Report of the Marion County Comprehensive Plan updating the text of the Population History and Projection section including updated 2020 population projections for the City of Woodburn and for Marion County, and including 2000 Census data.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "Same". If you did not give notice for the proposed amendment, write "N/A". Same

Plan Map Changed from: N/A to:

Zone Map Changed from: N/A to:

Location: N/A Acres Involved: N/A

Specify Density: Previous: N/A New: N/A

Applicable Statewide Planning Goals: 1, 2, 14

Was an Exception Adopted? Yes:☐ No:☒

Does Adopted Amendment affect the areas in unincorporated Marion County where the Zoning Code applies? Yes☐ No☒

DLCD File No.:

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Did the Department of Land Conservation and Development receive a notice of Proposed Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing**. Yes: ☒ No: ☐

If no, do the Statewide Planning Goals apply. Yes: ☐ No: ☐

If no, did The Emergency Circumstances Require immediate adoption. Yes: ☐ No: ☐

Affected State or Federal Agencies, Local Governments or Special Districts:

Local Contact: Les Sasaki Area Code + Phone Number: 503-588-5038

Address: 555 Court St. NE, Room 2130/PO Box 14500 City: Salem

Zip Code+4: 97309-5038 Email Address:lsasaki@co.marion.or.us

==========

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and **TWO (2) Copies** of the Adopted Amendment to:

ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the ▯Notice of Adoption▯ is sent to DLCD.

6. In addition to sending the ▯Notice of Adoption▯ to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only ; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to larry.French@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.

BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON

In the Matter of an Ordinance Amending	)
the Marion County Comprehensive Plan	)
"Background and Inventory Report" by	)
updating the text of the Population History	)
and Projections section, including updated	)
2020 population projections for the City of	)
Woodburn and for Marion County, and	)
declaring an emergency.	)

ORDINANCE NO. 1201

THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS FOLLOWS:

SECTION 1. PURPOSE

This ordinance is enacted pursuant to the authority granted to general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 197 to amend the Marion County Comprehensive Plan to conform with the provisions under ORS Chapter 195.025 and 195.036 for comprehensive land use planning and population forecast coordination with local governments within the county.

SECTION 2. AUTHORIZATION

The Marion County Board of Commissioners initiated consideration of legislative amendments to the Marion County Comprehensive Plan to update the coordinated population projections in the Plan for incorporated and unincorporated areas by Resolution No. 04-31R on June 30, 2004. The Board of Commissioners held a work session on September 7, 2004 on population coordination and decided on a coordination process with local governments involving a two-part approach. The first part of the process addresses the need of the City of Woodburn to update the current, adopted 2020 population projection based on an April 2002 population and employment projection study prepared as part of the City's Periodic Review work program to update their comprehensive plan, along with the May 2004 release by the State Office of Economic Analysis of updated long-range population forecasts for the state and counties. The second part of the coordination process will address the population projection needs for all the cities in the county and the unincorporated area through the coordinated participation, review and adoption of new 2025 or 2030 population projections for use in maintaining and updating the comprehensive plans of the cities within the county.

On September 29, 2004, the Board of Commissioners set a public hearing for November 10, 2004, to consider amending the Comprehensive Plan "Background and Inventory

Report" by updating the adopted 2020 population projections for the City of Woodburn and Marion County consistent with the coordination provisions of ORS 195.036.

The Board of Commissioners held a public hearing on November 10, 2004 for which proper public notice, advertisement and review was given. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the proposed Comprehensive Plan amendments.

SECTION 3. EVIDENCE AND FINDINGS

The Board of Commissioners reviewed the evidence and findings in the record and gave due consideration to the testimony provided in the public hearing record. The amendments to the Marion County Comprehensive Plan by adopting the text amendments to the Population History and Projections section of the "Background and Inventory Report", are based on consideration and analysis of information on population growth forecasts for Marion County and the City of Woodburn through the year 2020. The Board makes the following findings on the amendments:

3.1 ORS 195.036 requires the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans" and to "coordinate the forecast with local governments within its boundary." The current 2020 population projections in the Marion County Comprehensive Plan were coordinated and adopted in October 1998 (Ordinance No. 1091) and there is a need to periodically review and update these projections based on recent growth rates and trends, availability of new information such as the 2000 Census data, and new population studies and forecasts involving the county and local governments.

Marion County has and continues to meet and coordinate with the City of Woodburn on the current periodic review work program tasks to update the City's comprehensive plan. In May 2002, Marion County, the City of Woodburn, the State Department of Land Conservation and Development, and the Oregon Department of Transportation agreed that the coordinated 2020 County forecast of 26,290 for the City was too low given recent population trends and agreed on an interim 2020 population projection of 34,919 for the City for use in its periodic review work tasks. Agreement and coordination on the interim projection was based on County review of the City's April 2002 population and employment projection study and came with several caveats: 1) the forecast was an interim planning tool and not an adopted projection by the County; 2) the County intended to review the adopted 2020 forecasts following the release by the Office of Economic Analysis (OEA) of new long-range forecasts for the state and counties; 3) the interim 2020 projection would be considered by the County when it reviewed and coordinated revised 2020 or new projections with all the cities and may not be the revised projection; and 4) that County review of the updated ty comprehensive plan and any Urban Growth Boundary amendment would be sed on an adopted and coordinated 2020 projection for the City pursuant to

ORS 195.036. All 20 cities within Marion County, the adjoining counties of Polk, Linn and Clackamas, DLCD, ODOT, MWVCOG, Salem Area Transit, Marion County Farm Bureau, 1000 Friends of Oregon and other interested parties were provided information on the population coordination process, notice of the hearing, and copies of the proposed amendments. The Board finds that the coordination requirement of ORS 195.036 with regard to the City of Woodburn and Marion County 2020 population projection amendments has been satisfied.

3.2 The Office of Economic Analysis (OEA) within the Oregon Department of Administrative Services released updated long-range population forecasts through the year 2040 at five-year increments for the state and counties on May 1, 2004. The OEA forecast incorporates the 2000 Census data, uses the year 2000 as the base year for these long-range forecasts, and utilizes the cohort-component projection procedure as the forecasting method.

Marion County, through its participation in the Salem-Keizer Area Transportation Study (SKATS) planning process, reviewed the draft 2003 and final 2004 OEA population forecasts for Marion and Polk Counties in coordination with the Salem area jurisdictions (City of Salem, City of Keizer, City of Turner, Polk County, Salem-Keizer School District, Salem Area Mass Transit, Oregon Department of Transportation, Department of Land Conservation and Development and Mid Willamette Council of Governments). The SKATS Technical Advisory Committee Population and Land Use Subcommittee agreed on the two-county forecast totals for Marion and Polk Counties throughout the forecast years and recommended changes to the individual county forecasts within the forecast years. The final 2004 OEA forecast report did not precisely incorporate the recommended changes for Marion and Polk Counties but were very close in line to the adjustments suggested to the draft 2003 OEA forecasts that were reviewed.

The current 2020 population projections in the Marion County Comprehensive Plan utilized the 1997 OEA long-range population forecasts for Marion and Polk Counties with adjustments to the individual county 2020 forecasts to reflect the planning studies within each jurisdiction. The adopted two-county forecast of 452,540 was within one-percent of the two-county OEA forecast of 456,710. The adopted 2020 forecast for Marion County was 350,952 and for Polk County the forecast was 101,588.

The 2004 OEA long-range forecasts provide for a two-county 2020 forecast of 462,612 and a 2020 Marion County forecast of 367,018. In applying the 2004 OEA Marion County forecast to the current adopted 2020 forecast numbers and adjusting for the currently adopted 2020 Polk County forecast of 101,588 to the 2004 OEA two-county total of 462,612 the adjusted Marion County 2020 forecast is 361,024. This adjusted Marion County forecast using the 2004 OEA forecast numbers for the year 2020 and applying the forecast to the currently adopted 2020 Marion County forecast in the Comprehensive Plan, provides for a difference of 10,432 above the currently adopted Marion County 2020 forecast of 350,952.

The Board finds that OEA used defensible, accepted procedures and methodology in developing the long-range state and county forecasts, considered the input of the Salem area jurisdictions in formulating the Marion and Polk County forecasts, and that the Marion County 2020 forecast as adjusted based on currently adopted 2020 forecast numbers, is reasonable based on existing information.

3.3 The City of Woodburn, as part of their Periodic Review work program to update the City's comprehensive plan, prepared a population and employment projection study that was put together by ECONorthwest and dated April 29, 2002. The study presents population and employment projections for the Woodburn Urban Growth Boundary for the period 2000 through 2020. The analysis reviewed: the City's coordinated 2020 population forecast and methodology used by the County to develop the adopted 2020 projections; the current employment forecast in the City's Transportation System Plan; historical population and employment growth in Woodburn, other cities, Marion County and the state over several decades; and forecasts of population and employment growth for various regions in the state.

The current adopted 2020 population projection for the City of Woodburn is 26,290 based on a 2.13 percent average annual growth rate applied to the 1997 Portland State University city estimate of 16,150 through the year 2020. Historical population data and growth patterns including the 2000 Census data population for the City of 20,100 indicate the current adopted growth rate is too low for the 2000 through 2020 forecast period. The ECONorthwest 2002 study proposes a range (low, medium and high) of annual population growth rate assumptions for Woodburn that are applied to the 2000 base population of 20,100 which is the 2000 Census population number for the City. The low range (a 2.3 percent annual growth rate) results in a 2020 population projection of 31,674. The medium range (a 2.8 percent annual growth rate) results in a projection of 34,919. The high range (a 3.3 percent annual growth rate) results in a projection of 38,477.

The Board finds that the methodology, analysis and projections for the City of Woodburn within the ECONorthwest population and employment projections study for the period 2000 through 2020 to be acceptable and that the current adopted 2020 projection of 26,290 using a 2.13 percent average annual growth rate for the period 1997-2020 for the City of Woodburn in the Marion County Comprehensive Plan is low. The Board further finds that based on the ECONorthwest study for the City of Woodburn and the City's past growth trends as evidenced by the Portland State University Population Research Center annual population estimates, that the medium range population projection of 34,919 for the year 2020 based on a 2.8 percent average annual growth applied to the City's 2000 Census population of 20,100 for the 2000 through 2020 period is a reasonable projection.

3.4 The medium range City of Woodburn 2020 population projection of 34,919 in the ECONorthwest study is an increase of 8,629 over the currently adopted 2020 projection contained within the Marion County Comprehensive Plan. The 2004 OEA long-range 2020 population forecast for Marion County adjusted for the adopted 2020 Polk County forecast currently in the Comprehensive Plan provides for an increased difference of 10,432 over the currently adopted 2020 Marion County total of 350,952.

The Board finds that the amendments to the City of Woodburn 2020 population projection and a similar numerical increase to the Marion County 2020 population projection can be accommodated within the year 2020 forecast for Marion County provided for in the 2004 OEA long-range population forecast for the state and counties. The Board further finds that the amendments to update coordinated population projections with local governments to address changes in growth patterns based on new population studies and information is in compliance with the Statewide Planning Goals and Oregon Administrative Rules.

SECTION 4. AMENDMENTS TO THE COMPREHENSIVE PLAN

The Marion County Comprehensive Plan is amended to include the adoption of revised text to the Population History and Projections section of the "Background and Inventory Report" as set forth in Exhibit A. The text amendments also update the population tables to include data from the 2000 Census along with language recognizing the need to review population projections as new information becomes available.

SECTION 5. SEVERABILITY

Should any section, subsection, paragraph, sentence, clause or phrase of this ordinance or any policy, provision, finding, statement, conclusion or designation of a particular land use or area of land, or any other portion, segment or element of this ordinance or of any amendments thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity or continued application of any other portion or element of this ordinance or amendments to Marion County Ordinance No. 516 as amended hereunder; and if this ordinance or any portion thereof should be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this ordinance or any portion thereof, was enacted.

SECTION 6. EMERGENCY CLAUSE

This ordinance amending the Marion County Comprehensive Plan "Background and Inventory Report", being necessary to address a current population projection matter and to protect the public health, safety and welfare, an emergency is declared to exist and this Ordinance shall become effective upon its passage.

SIGNED and FINALIZED at Salem, Oregon this 24 day of November, 2004.

MARION COUNTY BOARD OF COMMISSIONERS

Janet Carlson
Chair

Jan Eastwood
Recording Secretary

JUDICIAL NOTICE

Oregon Revised Statutes (ORS) Chapter 197.830 provides that land use decisions may be reviewed by the Land Use Board of Appeals (LUBA) by filing notice of intent to appeal within 21 days from the date this ordinance is mailed.

MARION COUNTY

COMPREHENSIVE LAND USE PLAN

BACKGROUND AND INVENTORY REPORT

PREPARED BY
MARION COUNTY PLANNING DIVISION

ADOPTED March 31, 1982
Revised 10/98
Revised 05/00

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POPULATION HISTORY AND PROJECTIONS

The first U.S. Census of Population, in 1850, reported Marion County's population as 2,749. At that time, other Oregon counties reporting population were: Benton, 814, Clackamas, 1,859; Clatsop, 462; Linn, 994, Polk, 1,051; Washington, 2,652; and Yamhill, 1,512.

Historical population from 1900 for the State of Oregon, Marion County and the incorporated areas within the county is shown by Table No. 19. Figure 2 graphically shows the population growth trend of the county and the incorporated areas in the county and also the relationship between the two. In 1900, population within incorporated areas accounted for just 26.8 percent of total county population. By 1910, a major change had taken place in the amount of population residing within incorporated areas, with the figure at 50.6 percent. The incorporated population comprised 50 to 60 percent of the county's population into the 1970's, but by 1980 the incorporated area supported over 70 percent of the

TABLE NO. 19 (***UPDATED TO INCLUDE 2000 CENSUS INFORMATION***) ***updated column***
POPULATION HISTORY ~~1920-1995~~ ***1900-2000***
Oregon, Marion County, and Incorporated Areas Within Marion County

	1900	1920	1940	1950	1960	1970	1980	1990	***2000***
Oregon	413,536	783,389	1,089,684	1,521,341	1,768,687	2,091,533	2,633,105	2,842,321	***3,421,399***
Marion County	27,713	47,187	75,246	101,401	120,888	151,309	171,700	230,028	***284,838***
Aumsville	--	171	174	281	300	590	1,432	1,650	***3,003***
Aurora	122	229	228	242	274	306	523	567	***655***
Detroit	--	--	--	--	206	328	367	331	***262***
Donald	--	126	164	187	201	231	267	316	***612***
Gates	--	--	--	--	189	250	455	499	***471***
Gervais	224	268	332	457	438	746	799	992	***2,009***
Hubbard	213	320	387	493	526	975	1,640	1,881	***2,483***
Idanha	--	--	--	442	295	280	319	289	***232***
Jefferson	273	417	479	636	716	936	1,702	1,805	***2,487***
Keizer	--	--	--	--	--	--	--	21,884	***32,203***
Mill City	--	--	--	--	1,289	1,451	1,565	1,555	***1,537***
Mt. Angel	537	936	1,032	1,315	1,428	1,973	2,876	2,778	***3,121***
St. Paul	--	160	183	226	254	346	312	322	***354***
Salem	4,258	17,679	30,908	40,087	45,245	62,960	89,233	107,786	***136,924***
Scotts Mills	--	208	227	217	155	208	249	283	***312***
Silverton	656	2,251	2,925	3,146	3,081	4,301	5,168	5,635	***7,414***
Stayton	324	649	1,085	1,507	2,108	3,170	4,396	5,011	***6,816***
Sublimity	--	172	280	367	490	634	1,077	1,491	***2,148***
Turner	--	289	414	610	770	846	1,116	1,218	***1,199***
Woodburn	828	1,656	1,982	2,395	3,120	7,495	11,196	13,404	***20,100***

Source: U.S. Census Bureau

residents. The fluctuation in the percentages is a function of the manner in which incorporations and annexations have taken place. Concentrations of population adjacent to incorporated areas may exist for a number of years before the area is either incorporated or annexed. By ~~1990~~ ***2000***, with the incorporation of Keizer, incorporated areas accounted for nearly ~~74~~ ***79*** percent of Marion County's population. This demonstrates that the percentages of incorporated population do not always reflect the true amount of urban population. The trend of total urban population growth would most likely be a constantly increasing percentage and would always be a higher percentage than incorporated population.

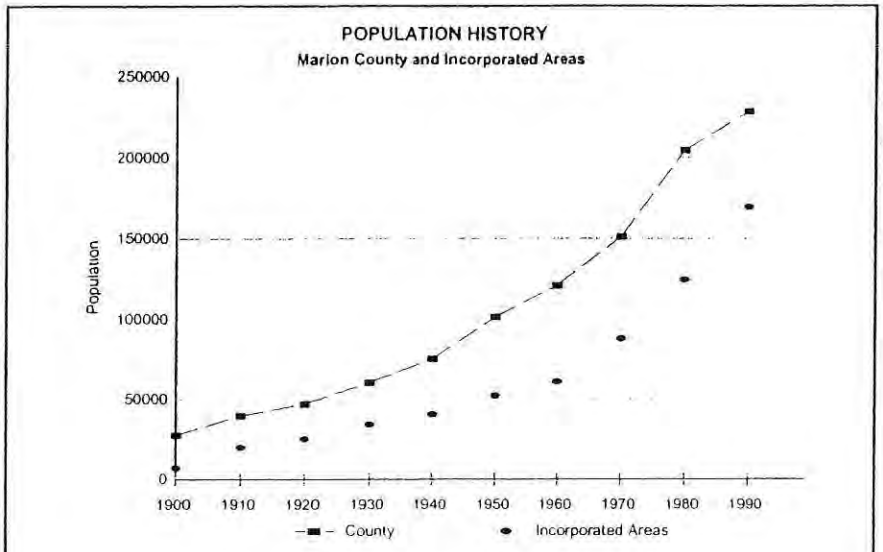

Figure 2 (Updated)

State Population Projections

The history of population growth in the State of Oregon reveals a steady increase in total population every decade from 1900 to ~~1990~~ ***2000***. Historic and projected state population is displayed in Table No. 20 ~~and is shown graphically in Figure 3~~. The projections were made by the Oregon Office of Economic Analysis in ~~1997~~ ***2004***.

The significance of the state population is its magnitude and distribution. The present growth rate (1990-1995) of approximately two percent per year is nearly double the national average.[1] In addition, approximately 70 percent of the state population is located in the Willamette Valley where most of the increase in population is occurring. Seventy percent of the state population increase between 1990 and 1995 occurred in the Willamette Valley with about 65 percent of this total increase being due to in-migration. The valley is expected to continue to receive the major share of the state's population increases, putting a great deal of pressure on Marion County and its cities to provide for these new residents.

TABLE NO. 20 (**Updated)*
OREGON HISTORIC & PROJECTED POPULATION

Year	Population	Average Annual Growth Rate (%)
1940	1,089,684	--
1950	1,521,341	3.39
1960	1,768,687	1.52
1970	2,091,533	1.69
1980	2,633,156	2.33
1990	2,842,321	0.77
1995	3,132,000	1.96
2000	~~3,406,000~~ ***3,421,399***	~~1.69~~ ***1.79***
2010	~~3,857,000~~ ***3,843,900***	~~1.25~~ ***1.03***
2020	~~4,326,000~~ ***4,359,258***	~~1.15~~ ***1.26***
2030	~~4,776,000~~ ***4,891,225***	~~0.99~~ ***1.15***
2040	~~5,193,000~~ ***5,425,408***	~~0.84~~ ***1.04***

Sources: 1940-~~90~~ *2000*, U.S. Census; 1995, Portland State University; 2000-40 Oregon Office of Economic Analysis

County Population

The trend of continuous increase of total state population has been accompanied by continuous increases in total Marion County population, usually at a higher rate than achieved by total state growth.

Table No. 21 indicates that, like the state, Marion County is experiencing a large percentage of its population increase from in-migration. Marion County has experienced a population growth average per decade this century of approximately 25 percent up through 1990. The 1997 estimate of 267,700 people in Marion County indicates growth in the 1990s may closely resemble, the long-term average.

The Oregon Office of Economic Analysis (OEA) prepared state and county-level population projections in 1997 at five-year increments through the year 2040. Marion County participated in a series of discussions with representatives of the cities to determine how the OEA estimate for Marion County should be distributed. The population projections for Marion County and all its incorporated cities are shown in Table No. 22. The methodology used to develop the preliminary

projections was a combination of considering growth policies of the various jurisdictions, including the county.

TABLE NO. 21
COMPONENTS OF MARION COUNTY AND STATE POPULATION CHANGE
1990-1997

	Births	Deaths	Natural Increase	Net Migration	Total Increase	Percent Increase
Marion County	29,476	16,266	13,210	26,007	39,217	17.2
Oregon	308,272	194,974	113,298	261,381	374,679	13.2

Source: PSU Center for Population Research and Census

These projections must be viewed as guesses about the future population in Marion County. These numbers may or may not be achieved at specified points in time. It is important, however, that as accurate as possible projections be made for each jurisdiction's planning area to form a database for long and short-range plans and implementing programs. These projections provide target dates for planners and decision-makers to develop and implement the necessary programs to balance the various goals of the community. By programming community services and facilities according to levels of need at appropriate points in time, cost effective use of public and private funds can be improved.

The establishment and maintenance of 20-year projections for Marion County and the cities as shown in Table No. 22 are used by the County to coordinate comprehensive plans and need to be reviewed and updated periodically. As actual growth rates change or new population studies are conducted and adopted, it is expected that these projections will be updated and new projections developed in coordination with the cities.

The Office of Economic Analysis (OEA) prepared updated long-term state and county population forecasts in 2004 at five-year increments through 2040 that incorporated the 2000 Census data. The 2004 OEA forecasts will be used as a tool in reviewing current adopted projections and for developing new coordinated projections with the cities and for the county.

The City of Woodburn, as part of their Periodic Review work program to update their comprehensive plan, prepared a population and employment projection study in 2002 for the planning period of 2000-2020. The study is the basis for a revision to the 2020 projection for the City of Woodburn contained in Table No. 22 and similar revision to the county population total.

Urban Population

Projections of urban area population are made based upon the urban growth programs of each city in Marion County and the overall land use goals and policies of the state and county. Each community's growth potential was analyzed using past growth trends and expected growth pressures in the future. Each community was consulted in developing these projections to coordinate city-county growth plans. These projections will help give perspective to the development pattern of

Marion County by indicating the relationships among population centers. They will also provide guidance in the updating of urban growth boundaries for each city.

TABLE NO. 22 (*updated to show revisions)
POPULATION - ACTUAL & PROJECTED
Marion County and Incorporated Areas Within Marion County

Jurisdiction	1990[1]	1997[1]	*2000*	2020[2]
Marion County	230,028	267,700	***284,838***	~~350,952~~ ***359,581***
Aumsville	1,650	2,820	***3,003***	5,010
Aurora	567	675	***655***	930
Detroit	331	380	***262***	535
Donald	316	630	***612***	1,050
Gates[3]	458	489	***429***	800
Gervais	992	1,220	***2,009***	2,168
Hubbard	1,881	2,205	***2,483***	3,105
Idanha[3]	177	200	***147***	230
Jefferson	1,805	2,300	***2,487***	2,895
Mill City[3]	308	310	***312***	420
Mt. Angel	2,778	3,020	***3,121***	4,365
St. Paul	322	350	***354***	475
Salem/Keizer	129,677	152,530	***169,127***	255,338
Scotts Mills	283	315	***312***	420
Silverton	5,635	6,675	***7,414***	9,965
Stayton	5,011	6,290	***6,816***	9,250
Sublimity	1,491	2,145	***2,148***	3,590
Turner	1,218	1,330	***1,199***	2,363
Woodburn	13,404	16,150	***20,100***	~~26,290~~ ***34,919***

[1] City only
[2] Urban area - city and unincorporated
[3] Marion County portion only

Sources: 1990 ***and 2000***, U.S. Census Bureau; 1997, Portland State University Center for Population Research and Census; 2020 Marion County, Oregon Office of Economic Analysis; 2020 cities, Marion County ***(Ordinance No. 1091)***

CP population section final.wpd

EXHIBIT 3

CITY COUNCIL/PLANNING COMMISSION
JOINT WORK SESSION

CITY HALL COUNCIL CHAMBERS
270 MONTGOMERY STREET
WOODBURN, OR 97071

MONDAY, NOVEMBER 17, 2003
7:00 – 9:00 P.M.

AGENDA

1. **Call to Order and Flag Salute**

2. **Roll Call**

3. **Periodic Review Amendment Package – Proposed Changes to the Woodburn Comprehensive Plan, Urban Growth Boundary, and the Woodburn Development Ordinance**
   Recommendation: Receive presentation, discuss amendment package, and provide guidance as appropriate.

4. **Adjourn**

CITY OF WOODBURN
Community Development

MEMORANDUM

270 Montgomery Street Woodburn, Oregon 97071 (503) 982-5246

Date: November 13, 2003

To: Honorable Mayor and City Council and Planning Commission

From: Jim Mulder, Director of Community Development JM

Subject: Joint City Council/Planning Commission Work Session Regarding Periodic Review Amendment Package

A joint work session of the Woodburn City Council and Planning Commission has been scheduled on November 17, 2003 at 7:00 p.m. in the City Council Chambers to introduce proposed changes to the Woodburn Comprehensive Plan, Woodburn Development Ordinance, Woodburn Comprehensive Plan and Zoning Maps, and the Woodburn Urban Growth Boundary resulting from completion of various periodic review tasks. Other interested parties have also been invited to attend, including the Woodburn School District, Woodburn Fire District, Marion County, and other City of Woodburn boards and commissions.

The attached memo from the City's planning consultant provides a summary of what is to be presented at the work session.

Attachment:
Memo from Greg Winterowd, dated 11-11-03

WOODBURN
OREGON
Incorporated 1889

Agenda Item

November 24, 2003

TO: Mayor and City Council through City Administrator

FROM: Jim Mulder, Director of Community Development JM

SUBJECT: Resolution Initiating Consideration of Amendments Resulting from Completion of Periodic Review Tasks

RECOMMENDATION:

Approve the attached resolution initiating consideration of legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8.

BACKGROUND:

On November 17, 2003, the City Council held a joint work session with the Planning Commission to hear a presentation regarding comprehensive plan and zoning amendments proposed as a result of completion of various periodic review tasks. The Council and Commission were provided with a proposed schedule for considering the proposed amendments which establishes January 8, 2004 as the first public hearing before the Planning Commission and February 23, 2004 as the first public hearing before the City Council. The Woodburn Development Ordinance requires that the City Council initiate a legislative land use amendment by resolution.

DISCUSSION:

Staff has prepared the attached resolution to initiate proposed amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8. The resolution also refers the proposed amendments to the Planning Commission for recommendation to the City Council.

FINANCIAL IMPACT:

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Agenda Item Review: City Administrator _____ City Attorney _____ Finance _____

The financial impact associated with the recommended action has previously been addressed by budgeting the anticipated funds necessary to complete periodic review tasks. However, if the Council makes significant changes to the proposed amendments, or if there is an appeal or remand of the Council's decision, additional funding may be necessary to complete the proposed amendments.

Attachment:
Resolution Initiating Proposed Amendments

COUNCIL BILL NO.

RESOLUTION NO.

A RESOLUTION INITIATING CONSIDERATION OF PROPOSED AMENDMENTS TO THE WOODBURN COMPREHENSIVE PLAN TEXT AND MAP, WOODBURN DEVELOPMENT ORDINANCE AND WOODBURN ZONING MAP RESULTING FROM COMPLETION OF PERIODIC REVIEW TASKS 1, 2, 4, 5, 6, 7, and 8.

WHEREAS, the City of Woodburn has completed Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8; and

WHEREAS, the City Council desires to consider legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of said periodic review tasks; and

WHEREAS, Section 4.101.17 of the Woodburn Development Ordinance requires the City Council to initiate a legislative amendment by resolution; **NOW THEREFORE:**

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. Pursuant to Woodburn Development Ordinance Section 4.101.17, consideration of legislative amendments to the Woodburn Comprehensive Plan text and map, Woodburn Development Ordinance and Woodburn zoning map resulting from completion of Periodic Review Tasks 1, 2, 4, 5, 6, 7, and 8 is initiated and referred to the Planning Commission for recommendation to the City Council.

Approved as to Form:_____ _____
City Attorney Date

APPROVED_____
KATHRYN FIGLEY, MAYOR

Passed by the Council _____

Submitted to the Mayor _____

Approved by the Mayor _____

Filed in the Office of the Recorder _____

ATTEST_____
Mary Tennant, City Recorder

WINTER BROOK
COMMUNITY RESOURCE PLANNING

MEMORANDUM

To: Jim Mulder, Community Development Director

From: Greg Winterowd and Jesse Winterowd

Date: Tuesday, November 11, 2003

Re: Joint Planning Commission / City Council Work Session

Periodic Review Amendment Package – Proposed Changes to the Woodburn Comprehensive Plan, Urban Growth Boundary (UGB), and the Woodburn Development Ordinance (WDO)

Purpose of Work Session

The purpose of the joint work session is to acquaint the Planning Commission and City Council with the proposed Woodburn Comprehensive Plan and Development Ordinance amendment package.

At the next regular Council meeting, the Council will be asked to adopt a resolution initiating the public and agency review process that is scheduled over the next three months.

We would need to touch base with Planning Commissioners and City Councilors to make sure that Winterbrook and City staff are headed in the right direction.

Background and Objectives of the Plan Amendment Package

In June of 2001, Winterbrook prepared a "preliminary analysis" of the tasks that would need to be completed to establish a successful economic development program. The Council committed to the work program encompassed in this memorandum, and received grants from the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) to help fund these tasks.

Over the last two years, Winterbrook Planning has worked closely with City staff, Marion County and affected state agencies in preparing amendments to the Woodburn Comprehensive Plan and Development Ordinance.

The primary purpose of the amendment package is to provide opportunities for basic

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Winterbrook Planning
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503.827.4422 • 503.827.4350 (fax)
greg@winterbrookplanning.com

industrial employment. In 2001, the Council accepted the Economic Opportunities Analysis (EOA) prepared by ECONorthwest. The EOA identified the types of industries that are likely to locate in the Woodburn area as well as their site suitability needs. Based on Council direction, the EOA recommends that City capitalize on its comparative advantages: a motivated labor force, educational infrastructure, affordable housing, and strategic I-5 corridor location. Approximately 400 acres of industrial land would be added to the Woodburn UGB, and protected exclusively for industrial uses with a Southwest Industrial Reserve (SWIR) designation.

Other important objectives of the amendment package include:

- Completion of the City's Periodic Review process;
- Coordination with Marion County's Framework Plan;
- Providing adequate transportation connections;
- Providing an adequate buildable lands for a range of housing types and densities;
- Increasing land use efficiency within the UGB to minimize impacts on agricultural land; and
- Protecting Woodburn's stream corridors and wetlands.

Results of the Proposed Amendment Package

Although most land within the existing UGB would retain existing plan designations and zoning, the amendment package:

- Adopts a new coordinated population projection of approximately 35,000 and provides opportunities for as many as 8,347 new jobs through the year 2025;
- Restructures and simplifies the Woodburn Comprehensive Plan to make it a more useable policy document;
- Provides for a new Nodal Development Overlay that will use land more efficiently within the existing UGB;
- Adopts a Wetland and Riparian Area Overlay (WRA) to protect significant water resources within the new and expanded UGB;
- Adds approximately 1,000 acres to the existing UGB, to accommodate needed employment, housing, parks and schools;
- Provides for an expanded and connected transportation system to minimize vehicle miles traveled and additional east-west connections between Highway 99W and Interstate 5;
- Corrects comprehensive plan and zoning map conflicts; and
- Amends the Woodburn Development Ordinance (WDO) to implement the EOA and amended Comprehensive Plan.

Revisions to the *Woodburn Transportation Systems Plan* (TSP) are underway and are scheduled for adoption next year. Modeling work for the TSP had confirmed that the "preferred land use scenario" that underlies the proposed amendment package can be served adequately by the existing and planned transportation system. Winterbrook is working with ODOT in preparing an innovative "trip budget" implementation strategy to ensure that planned improvements to the I-5 interchange continue to operate efficiently during the life of the plan, and that adequate transportation capacity

exists to accommodate planned industrial growth.

Documents Under Review

The following documents are included in the amendment package and are organized as follows:

UGB Justification Report (Winterbrook July 2003, Revised November 2003)

- ***Buildable Lands Inventory*** (Winterbrook July 2003, Revised November 2003)
  - Buildable Lands Map
  - Presentation Maps for BLI and Expansion Process
- ***Land Needs Analysis*** (Winterbrook July 2003, Revised November 2003)
  - *Woodburn Population and Employment Projections* (ECONorthwest, April 2002)
  - *The Housing / Land Needs Model M* (HCDC, July 2003)
  - *Economic Opportunities Analysis* (ECONorthwest, May 2001)
  - *Woodburn Occupation / Wage Forecast* (ECONorthwest, March 2003)
  - *Site Requirements for Woodburn Targeted Industries* (ECONorthwest, October 2003)
- ***Transportation Alternatives***
  - *Urban Growth Scenarios* (Winterbrook, May 2003)
  - Transportation Scenario Results / Maps
- ***Natural Resources Report*** (Winterbrook, November 2002)
  - Natural Resources Map (Gorge GIS, November 2002)

Woodburn Comprehensive Plan and Development Ordinance Amendments

- Revised *Woodburn Comprehensive Plan* (Winterbrook, October 2003)
- Revised *Woodburn Development Ordinance* (Winterbrook, August 2003)
- Revised Comprehensive Plan Map and Zoning Map (Ecotrust, November 2003)

Review and Adoption Schedule

The following review and adoption schedule is proposed:

Requested Action	Date
Joint Planning Commission and Council Work Session	November 17, 2003
Council Initiation of Periodic Review Amendment Package	November 24, 2003
Planning Commission Public Hearing and Recommendation	January 8, 2004
Continued Planning Commission Public Hearing (if needed)	January 22, 2004
City Council Public Hearing and Tentative Decision	February 23 2004
City Council Decision and Adoption of Findings	March 8, 2004

Marion County Coordination

Marion County is an active partner in this plan amendment process.

- Population Coordination. Under ORS 195, Marion County is responsible for coordinating (allocating) population projections among its constituent cities. In April of 2002, DLCD and Marion County staff review the 2020 population projection prepared by ECONorthwest, determined that it was reasonable, and confirmed that this projection could be used for planning purposes. In order for the projection to be coordinated, however, it must be adopted by the Marion County Board of Commissioners.
- Coordination with *Marion County Growth Management Framework Plan*. The revised Woodburn Comprehensive Plan includes a new policy section that demonstrates consistency with the goals and guidelines found in the Framework Plan. Overall, the revised *Woodburn Comprehensive Plan* provides the opportunity for housing to be developed at 10 units per gross acre, as suggested by the Framework Plan's urban land use "efficiency" guideline. However, because existing County's rural exceptions areas have been highly parcelized and are largely developed, new development in these areas is projected to occur at approximately three units per net acre. County staff have been invited to participate in the November 17, 2003 workshop and will be notified of all public hearings. Both staff and consultants are available to discuss and resolve issues with County staff that may arise during this process.
- County Board Review and Adoption. Because the proposed amendments include land outside the incorporated city limits, the Marion County Board of Commissioners has the responsibility to review and (if acceptable) adopt the plan amendment package. The Board will be notified of the Council's decision and provided copies of the full amendment text and findings. It is anticipated that the Board hearing may be scheduled in March or April of 2004.

Conclusion and Requested Action

The proposed plan and code amendment package is the culmination of three years work, beginning in 2000 with the *Economic Opportunities Analysis*. Winterbrook and City staff have coordinated our planning activities closely with Marion County, DLCD and ODOT staff. We believe that the amendment package complies with the Marion County Growth Management Framework Plan and the Statewide Planning Goals.

No action is requested at this time. However, we would appreciate confirmation from the Planning Commission and City Council that we are on the right track, and that we have sufficient basis for the Council to initiate the public review process.

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Woodburn 2004 Periodic Review Amendment Package

Joint Planning Commission and City Council Work Session

November 17, 2003

The 2004 Periodic Review Amendment Package

UGB Justification Report

- *Buildable Lands Inventory*
- *Land Needs Analysis*
- *Transportation Alternatives*
- *Natural Resources Report*

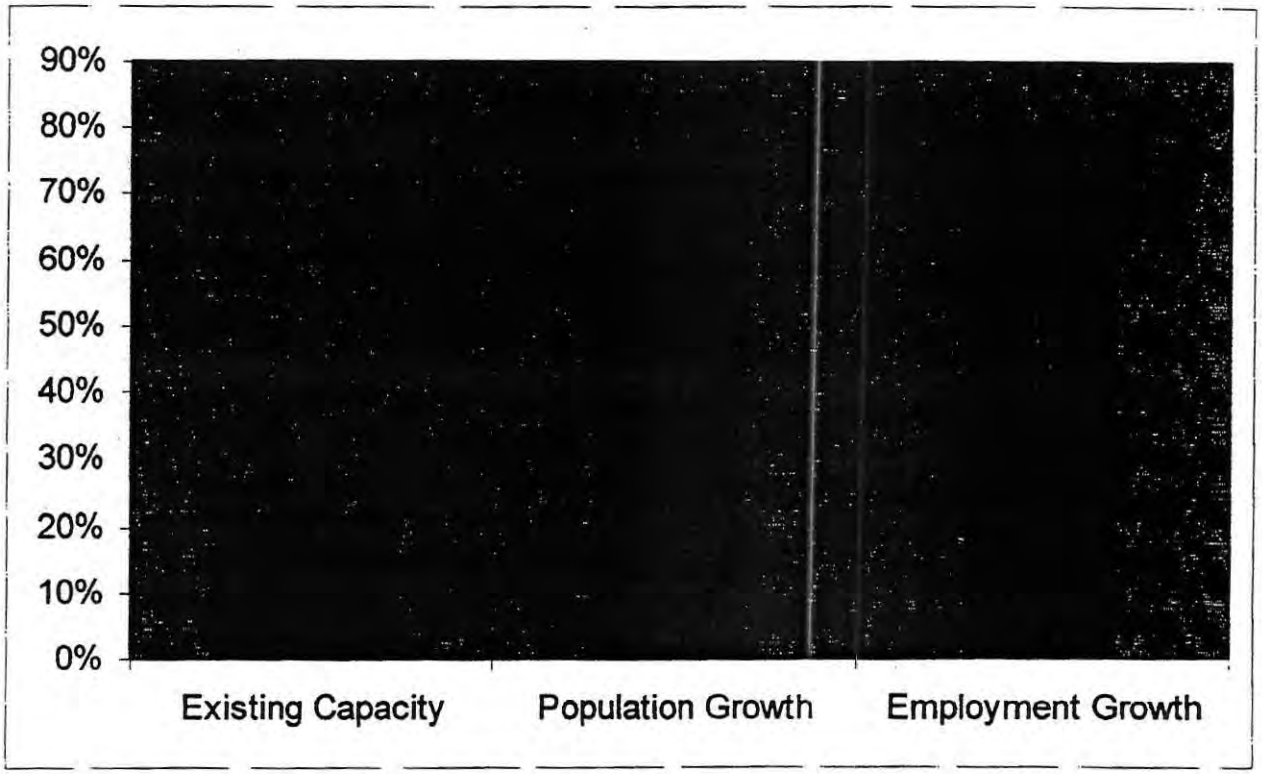
Woodburn Comprehensive Plan and Development Ordinance Amendments

- Revised *Woodburn Comprehensive Plan* (Winterbrook, October 2003)
- Revised *Woodburn Development Ordinance* (Winterbrook, August 2003)
- Revised Comprehensive Plan Map and Zoning Map (Ecotrust, November 2003)

Why Amend This Plan?

Because...

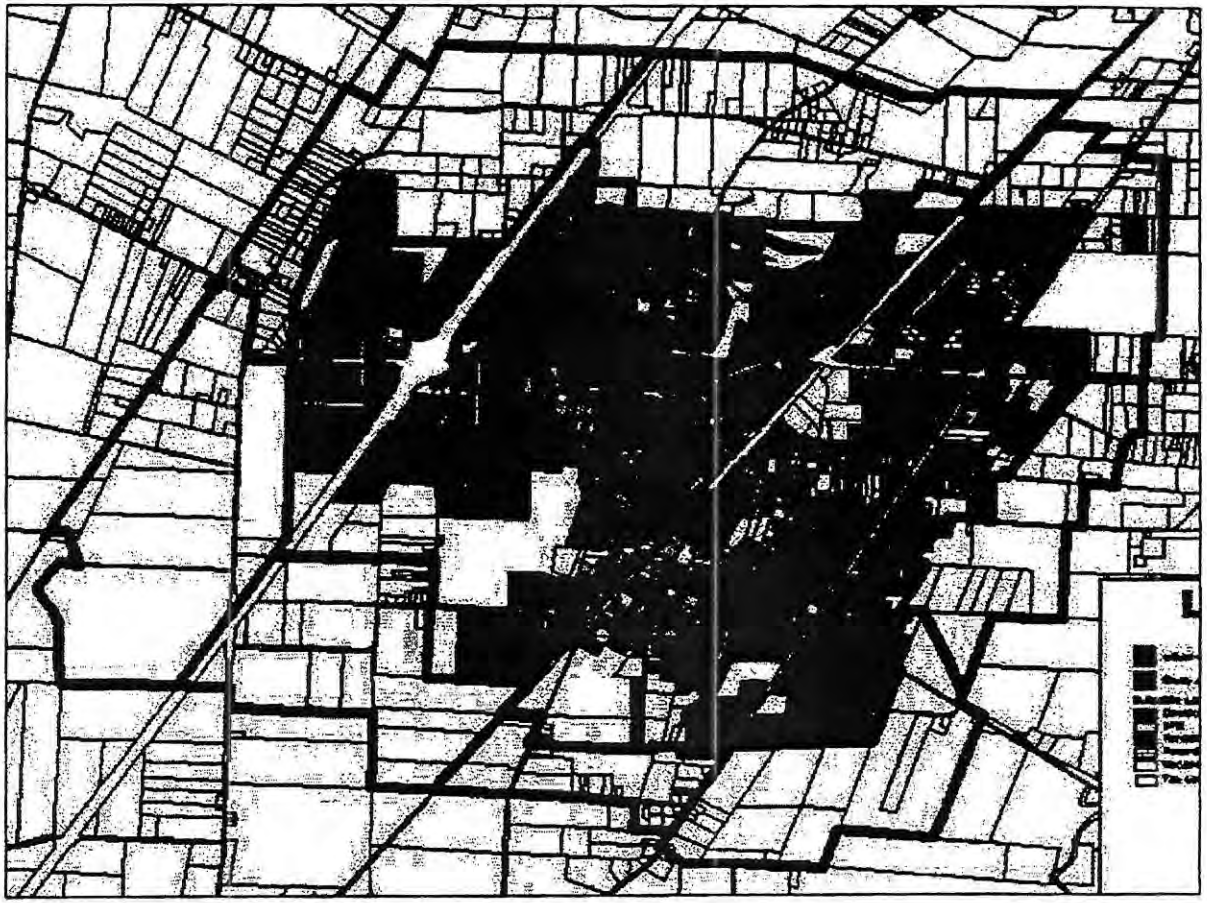
The existing UGB lacks capacity to accommodate projected population and employment growth.



Woodburn Lacks an Adequate Land Base

The existing UGB has about 3,400 acres, about 2,160 acres are fully developed and about 740 acres are buildable.

The remainder is consumed by Open Space and Roads.



Just looking at past trends...

Overall, if Woodburn's growth mirrored past trends, the City would need to add 850 gross acres to its UGB to meet planned growth needs over the next 20 years:

- 253 Low Density Net Residential Acres
- 19 Medium Density Net Residential Acres
- 218 Net Residential for Public / Semi-Public Acres
- 33 Net Commercial Acres
- 160 Net Industrial Acres

The problem is that past trends do not adequately address future economic opportunities, housing needs or applicable Statewide Planning Goals.

Key Local Objectives

- Implement the Economic Opportunities Analysis (EOA);
- Provide choice among suitable industrial sites;
- Provide buildable land for housing, parks and schools;
- Increase land use efficiency within the UGB;
- Complete of the City's Periodic Review process;
- Coordinate with Marion County's Framework Plan;
- Provide adequate transportation connections – I-5 Interchange;
- Minimize impacts on agricultural land; and
- Protect Woodburn's stream corridors and wetlands.

The UGB Amendment Process

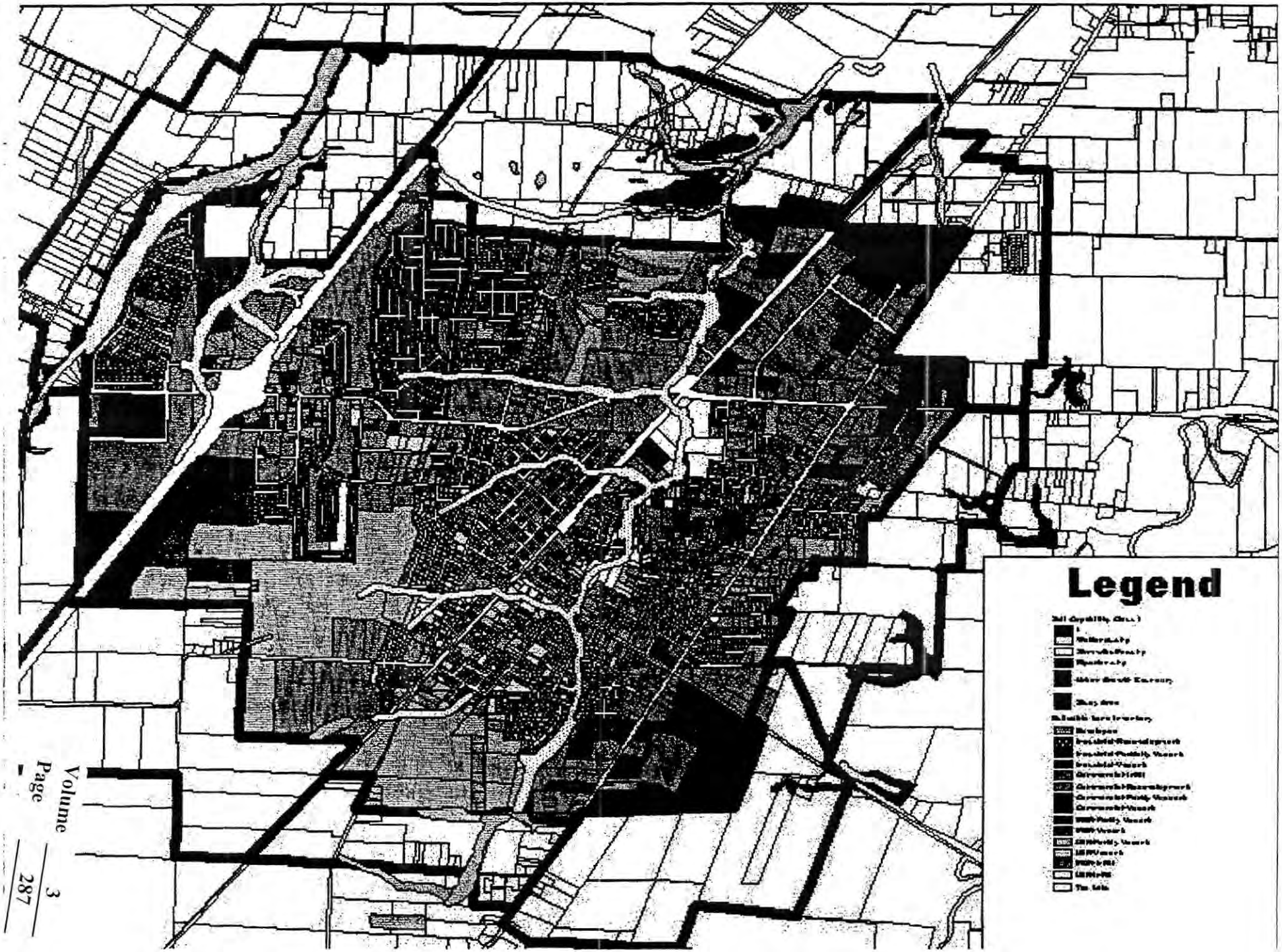
1) Population and Employment Projections
2) Buildable Lands Inventory
3) Land Needs Analysis
4) Intensify Land Use within the Existing UGB
5) Alternatives Analysis – ORS 197.298 Priorities

Population and Employment Projections

Year	Population	Employment
2000	20,100	10,388
2020	34,919	18,762
Percent Growth 2000-2020	**74%**	**81%**

Buildable Lands Inventory

- Excludes riparian corridors, significant wetlands and floodplains.
- Includes vacant, under-utilized, infill and redevelopable land.


Legend

Method for Determining Long-Term (20-year) Land Needs

WOODBURN
Incorporated 1889

Economic Opportunities Analysis

- Employment Projection
- Targeted Industries
- Suitable Industrial Sites
- Compare with Existing Industrial Land Supply

Housing Needs Analysis

- Population Projection
- Determine Housing Needs by Type and Density (HCDC Model)
- Match Housing Needs with Buildable Lands

School and Park Analysis

- Parks Master Plan (7 acres per 1,000 population)
- Extrapolate from Existing Population : School Ratio

Woodburn Industrial Land Supply

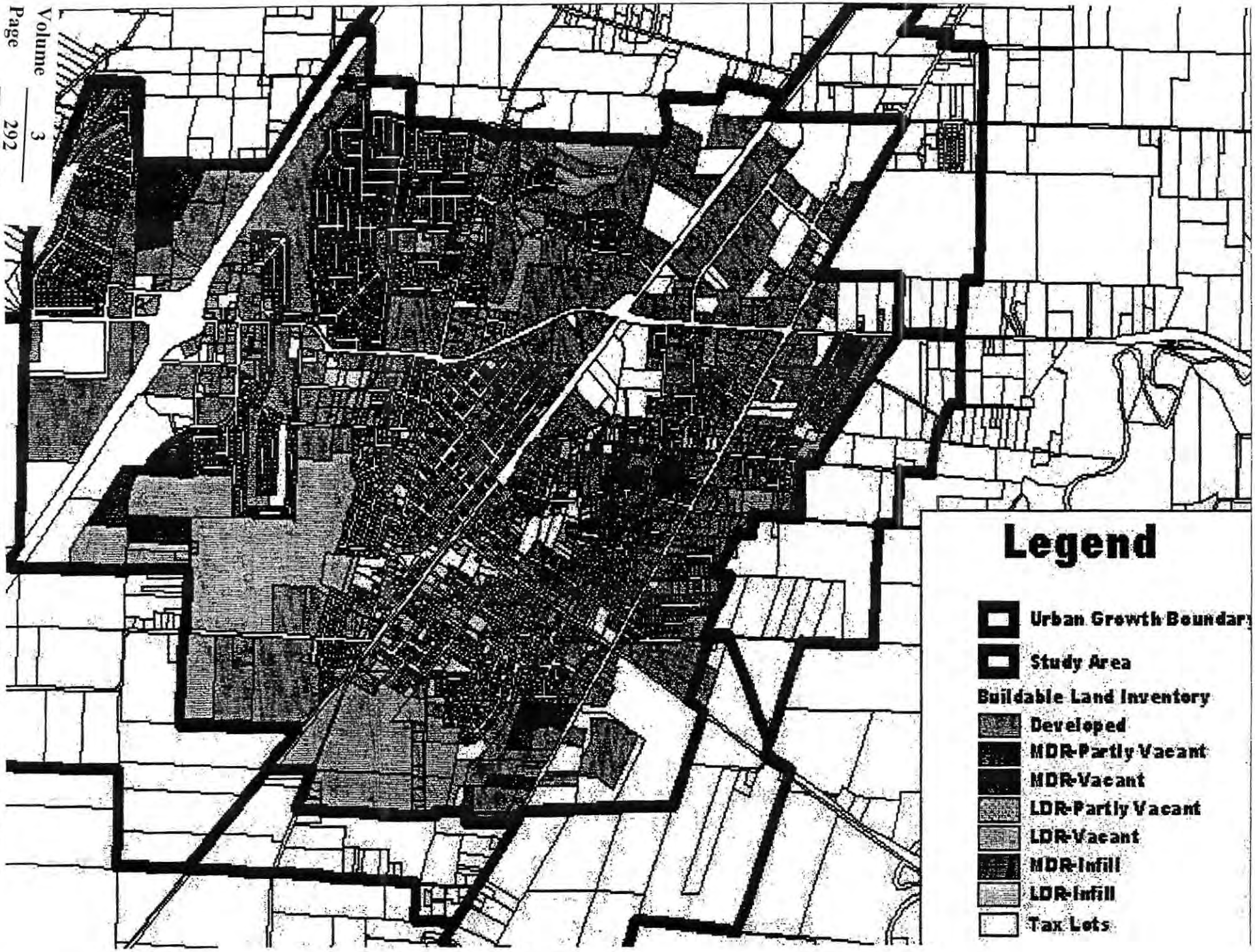
- Existing UGB 126 buildable land acres
- 36 parcels
- Average Lot Size = 3.5 acres

Woodburn Industrial Land Supply

Most industrial land located along Hwy 99 Corridor

Woodburn Residential Land Supply

- Existing UGB 470 buildable land acres
- 375 acres LDR in 401 parcels
- 79 acres MDR in 62 parcels
- Average Density 1988-2002: 6.83 du/net acre
  6.83 dwelling units per net acre (about 7,000 sq ft per lot)


Legend
Urban Growth Boundary
Study Area
Buildable Land Inventory
Developed
MDR-Partly Vacant
MDR-Vacant
LDR-Partly Vacant
LDR-Vacant
MDR-Infill
LDR-Infill
Tax Lots

Comparison of Industrial Land Need & Supply within Existing UGB

Goal 9 Requires provision of "at least adequate supply of suitable sites"

Under 2	15	18	3
Total Acres	15	8	(7)
2 to 5	10	12	2
Total Acres	40	57	17
6 to 10	**7**	**3**	**(4)**
Total Acres	56	21	(35)
11 to 25	**5**	**3**	**(2)**
Total Acres	75	47	(28)
26 to 50	**3**	**0**	**(3)**
Total Acres	105	0	(105)
51 to 100	**1**	**0**	**(1)**
Total Acres	70	0	(70)
Over 100	**1**	**0**	**(1)**
Total Acres	125	0	(125)
Total Sites	**42**	**36**	**(6)**
Total Acres	**486**	**133**	**(353)**

What's the unmet need? 353 acres in 11 sites from 6-100+ acres…
Large sites with I-5 access.

Comparison of Commercial Land Need and Supply within Existing UGB

Commercial Land Need	Commercial Land Supply	Commercial Land Surplus (Deficit)
141	108	(33)

Commercial land needs met through a combination of

- Vacant Land in existing commercial areas
- New nodal (neighborhood) commercial centers
- Expansion into Commercial Exception Area
- Redevelopment in existing of commercial sites

Comparison of Residential Land Need and Supply within Existing UGB

Plan Designation	Supply	Need	Surplus (Deficit)
Low Density Residential	375	278	97
Nodal Low Density Residential	0	204	(204)
Medium Density Residential	79	71	8
Nodal Medium Density Residential	0	55	(55)
Totals	**454**	**607**	**(153)**

Parks and School Needs Met on Residential Land

Schools Net Acres	115	237	-122
Parks Acres	205	262	-57
Institutional Net Acres	0	11	-11
Religious Net Acres	0	28	-28
Natural Areas Acres*	129	92	
Government Net Acres*	5	13	
Total Net Buildable Residential Deficit for Public / Semi-Public Uses			**-218**

* These acreages are not counted toward total residential deficit.

Use Land More Efficiently

The first place to look is inside the existing UGB. What "measures" can the City take to use the remaining land within the UGB more efficiently?

- **Plan for higher density** – 8.3-8.5 dwelling units / gross acre (about 10.4 dwelling units / net acre).
- **Multi-Family Mix** – 65/35 Single Family / Multi-Family.
- **Increase Nodal Development Densities** – New Overlay Zones.
- **Increase Density in Exceptions Areas Adjacent to UGB**.
- **Master Planning Requirement** – SWIR and Nodal Areas.
- **Allow Housing over Retail** – Downtown and Nodal.
- **Minimum Density Standards** – 80% of allowable density.
- **Plan for Development of Infill, Partially Vacant, and Potential Redevelopment Land.**

Effect of Efficiency Measures

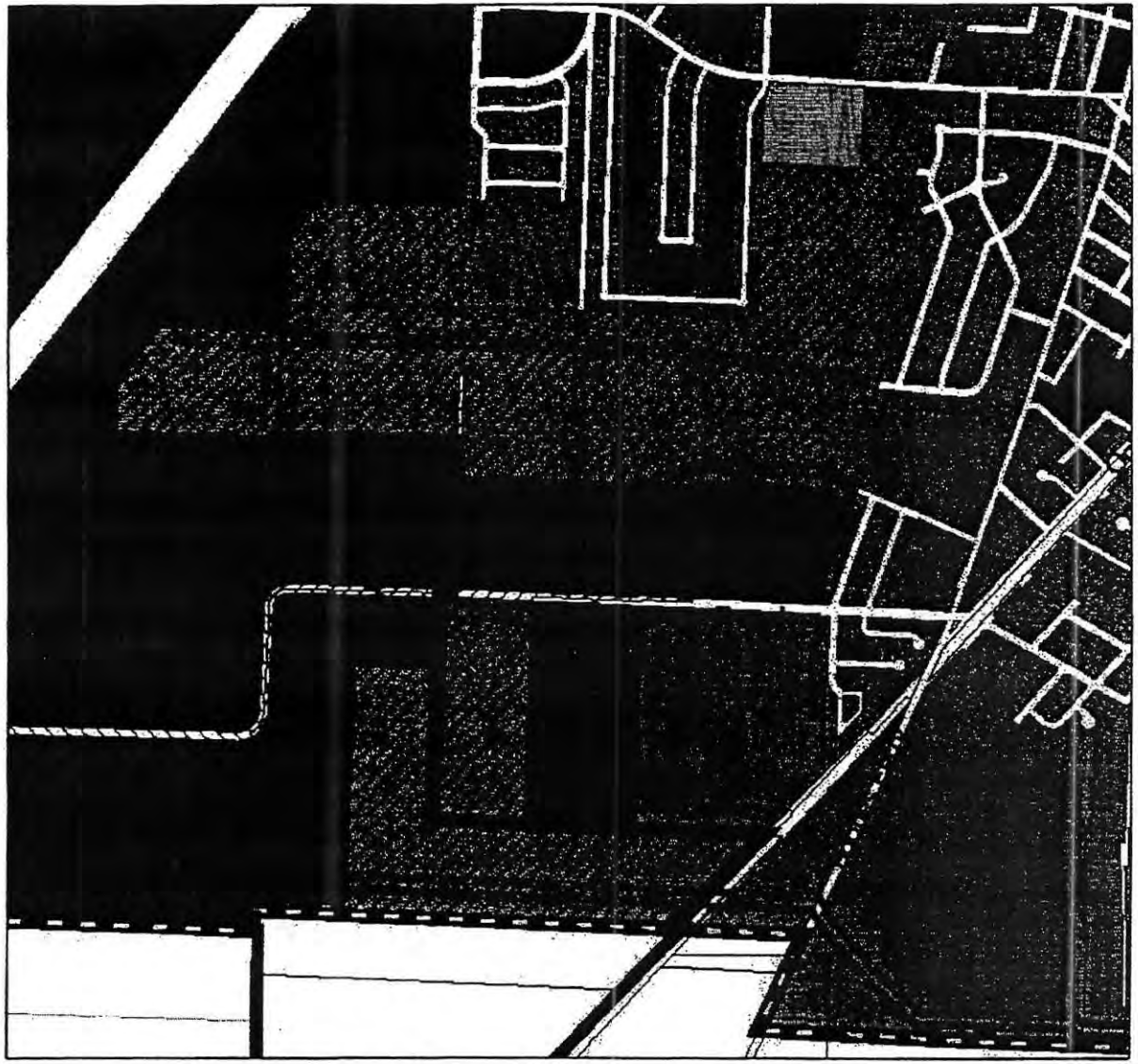
With growth management efficiency measures, Woodburn will still need to expand the UGB by about 1000 gross acres – around 30%:

- 308 Net Buildable Low Density Residential Acres (including Exceptions areas)
- 52 Net Buildable Medium Density Residential Acres
- 32 Net Buildable Commercial Acres
- 377 Net Buildable Industrial Acres

Efficiency measures have reduced the need to expand on to rural land by 170 net buildable acres.

- Usage of Infill, and Potential Redevelopment reduce need by 50 net buildable acres.
- Increased Nodal densities reduce need by 120 net buildable acres.

Nodal Development at Evergreen and Parr Roads



Nodal Development Policies

Neighborhood Commercial Center

Surrounded by Higher Density Residential

Then Small Lot Single-Family Option Supported by:

- Integrated Park System
- Multi-Modal and Connected Transportation System

Master Planning Required

Design Standards

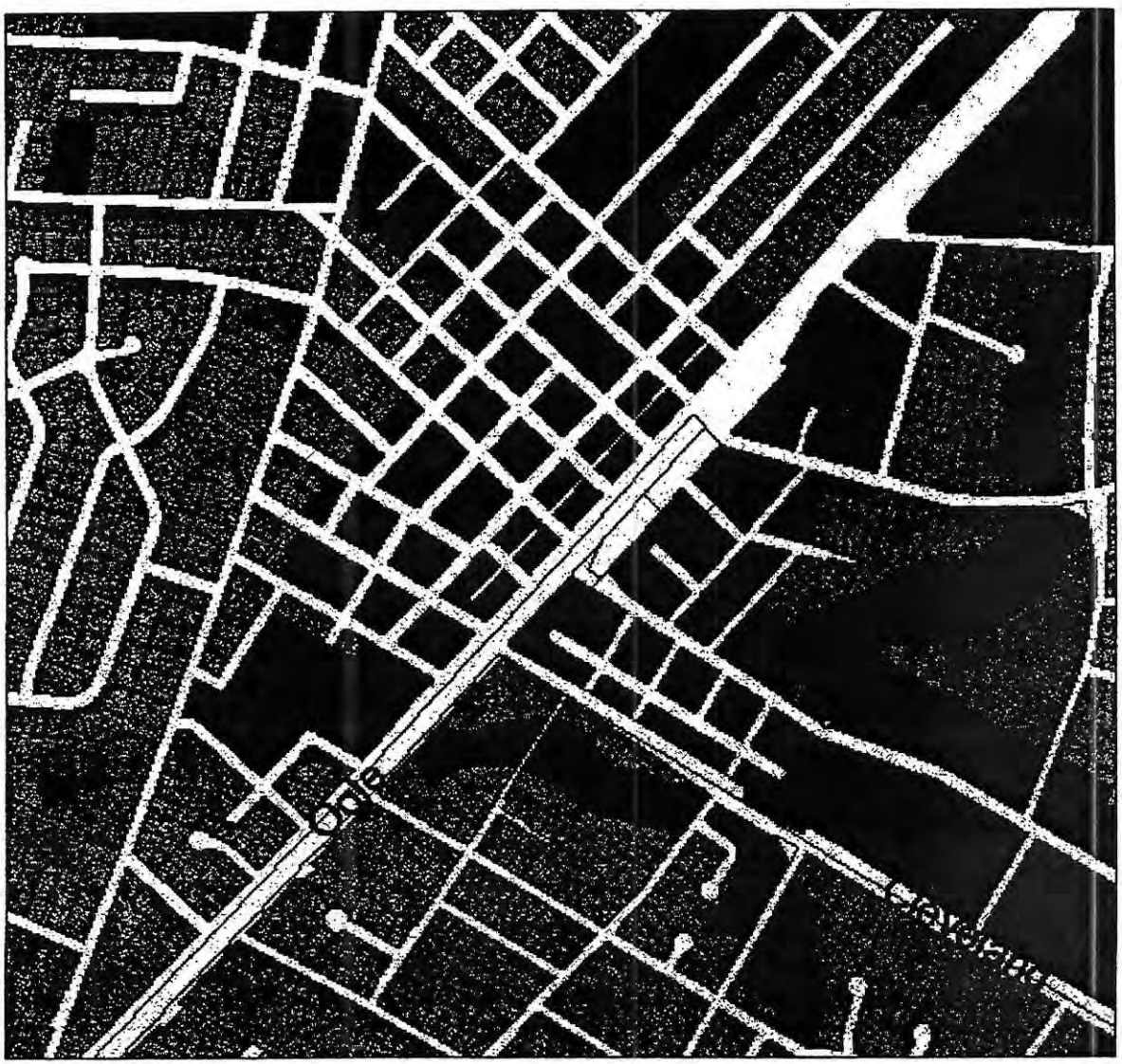
Southwest Industrial Reserve

Key to Implementation of Woodburn's Economic Strategy

Southwest Industrial Area (SWIR) Policies

- Reserve Land for Targeted Industries
- Maintain Large Lot Sizes
- Commercial Rezoning Prohibited
- Provide Direct Access to Interstate 5
- Master Planning Required

Don't Forget About Downtown Woodburn



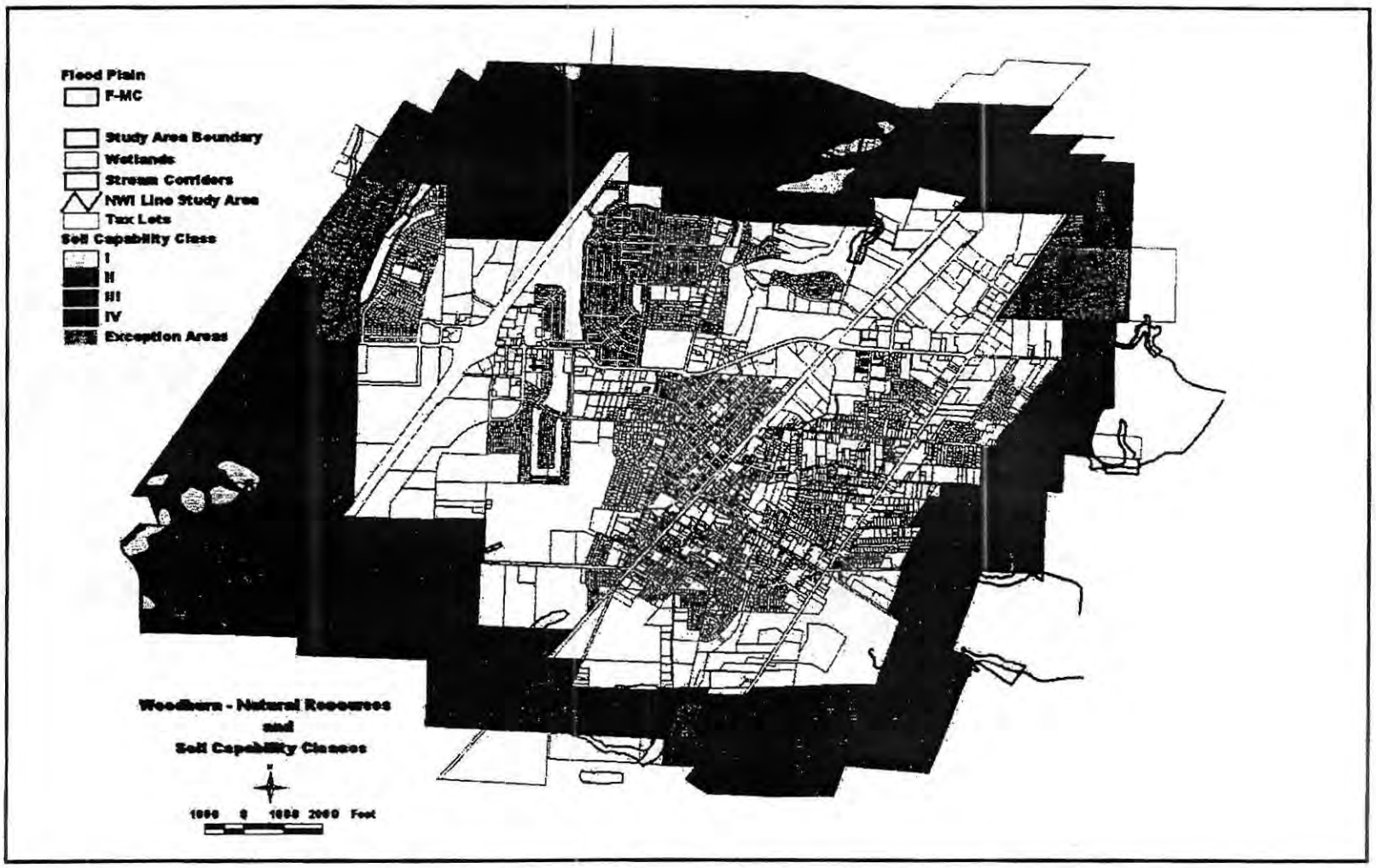
Factors to Consider When Deciding Where to Grow

A. Ability to meet
   - Special needs (industrial) and
   - General and livability needs (residential, commercial, parks and schools)

B. Goal 14 and ORS 197.298 "Priorities":
   - Rural Residential Exceptions Areas
   - Then Low quality (Class III-IV) agricultural soils
   - Then High Quality (Class I-II) agricultural soils

C. Also consider:
   - Transportation imitations (I-5 Interchange)
   - Relative efficiency of service
   - Environmental impacts

Eight Study Areas



Relieving Congestion at Interstate 5 and Highway 214

WOODBURN
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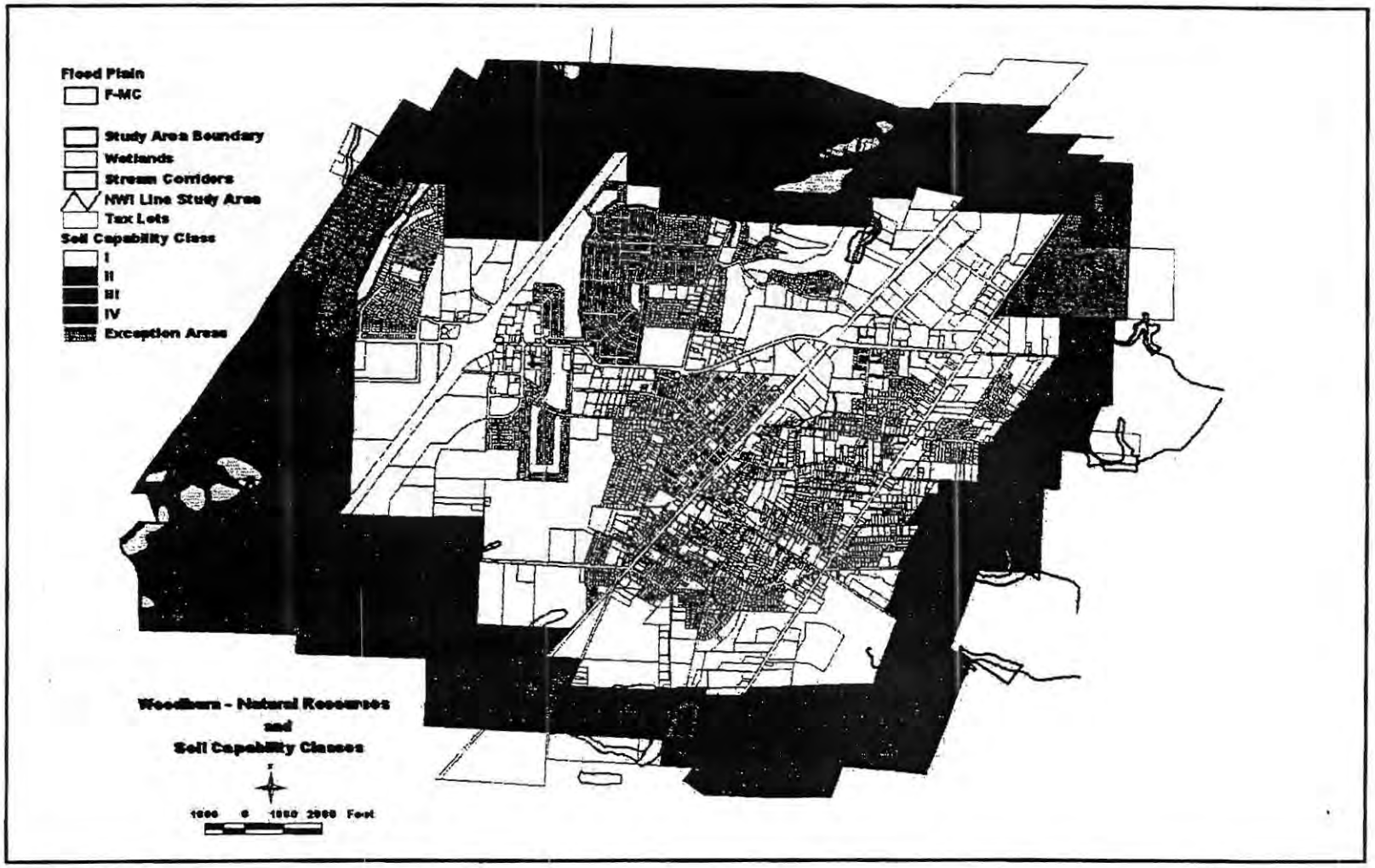
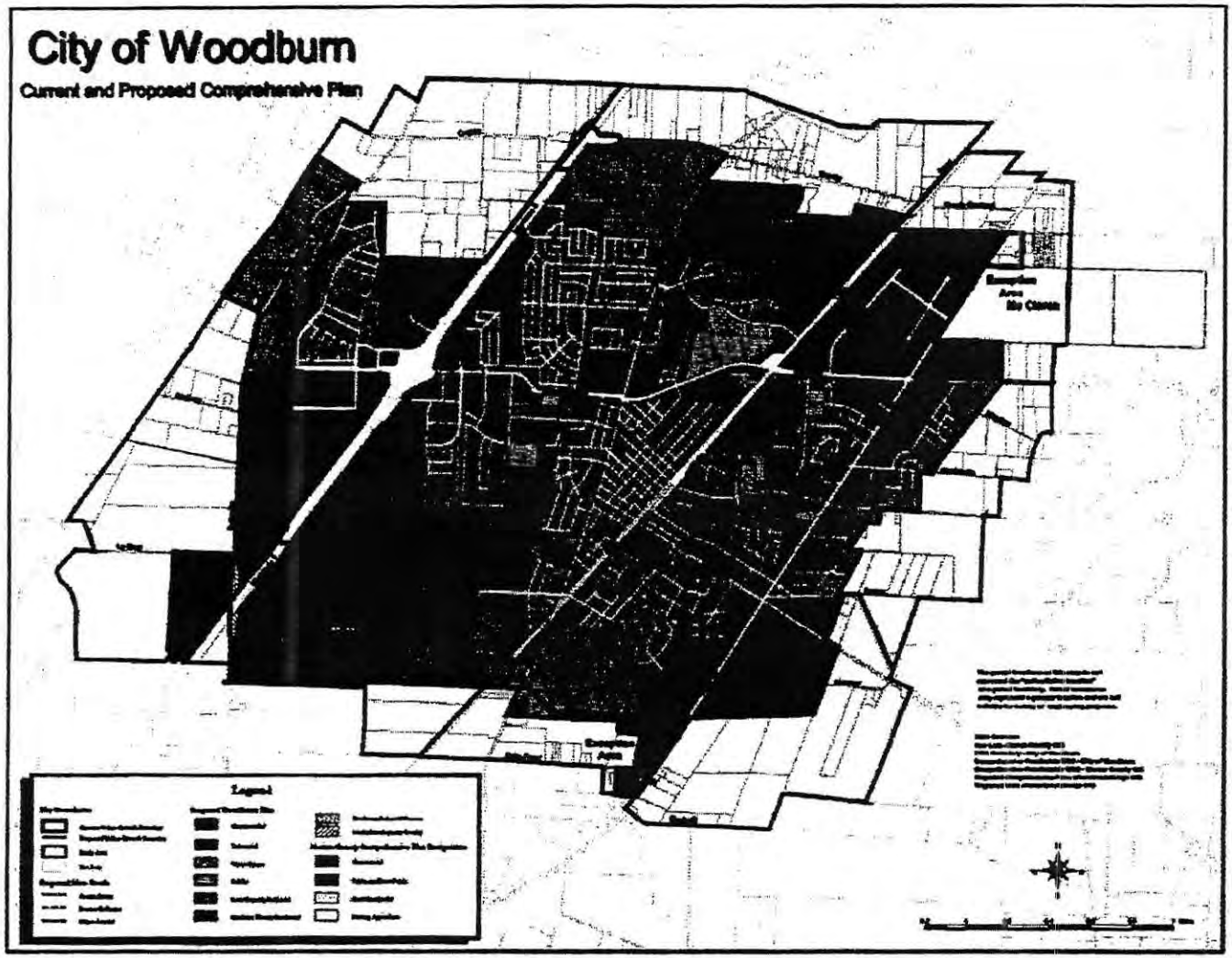
Avoid Class I Agricultural Soils and Wetlands

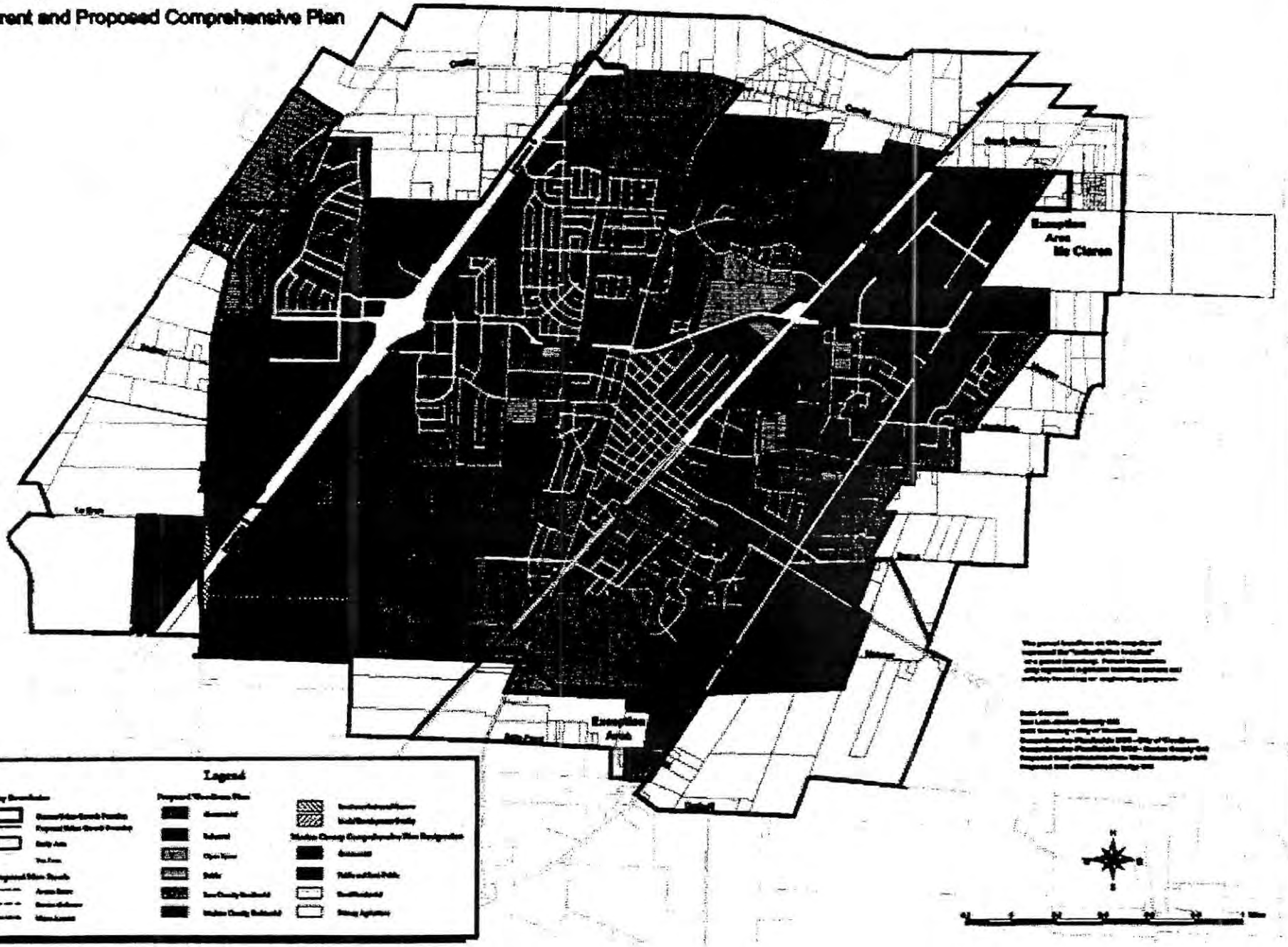


Proposed UGB Expansion Areas



Cit, of Woodburn

Current and Proposed Comprehensive Plan



With UGB Amendments, Woodburn can meet Population, Employment, and Livability Needs for the next 20 years.

Plan Designation	Preferred Scenario Acres Surplus (Deficit)
LDR Low Density Residential	95
NodalSF	49
MDR Medium Density Residential	(0)
NodalMDR	17
VMU - Vertical Mixed Use	0
Public - Schools + Parks	(218)
All Residential	**(58)**
Commercial	(3)
Industrial	41
All Employment	**38**
Totals	**(20)**

The 2004 Periodic Review Amendment Package

UGB Justification Report

- *Buildable Lands Inventory*
- *Land Needs Analysis*
- *Transportation Alternatives*
- *Natural Resources Report*

Woodburn Comprehensive Plan and Development Ordinance Amendments

- Revised *Woodburn Comprehensive Plan* (Winterbrook, October 2003)
- Revised *Woodburn Development Ordinance* (Winterbrook, August 2003)
- Revised Comprehensive Plan Map and Zoning Map (Ecotrust, November 2003)

Next Steps

If authorized to proceed tonight, the following review and adoption schedule is proposed:

Requested Action	Date
Joint Planning Commission and Council Work Session	November 17, 2003
Council Initiation of Periodic Review Amendment Package	November 24, 2003
Planning Commission Public Hearing and Recommendation	January 8, 2004
Continued Planning Commission Public Hearing (if needed)	January 22, 2004
City Council Public Hearing and Tentative Decision	February 23 2004
City Council Decision and Adoption of Findings	March 8, 2004
Referral to Marion County	March 2004
Department of Land Conservation and Development (DLCD) Review	May-June 2004
LCDC (Commission) Review, if Necessary	Summer-Fall 2004
Transportation System Plan Adoption	Fall-Winter 2004-05

On behalf of Winterbrook Planning and Your Staff:

Thank you for your consideration tonight and we welcome your comments.

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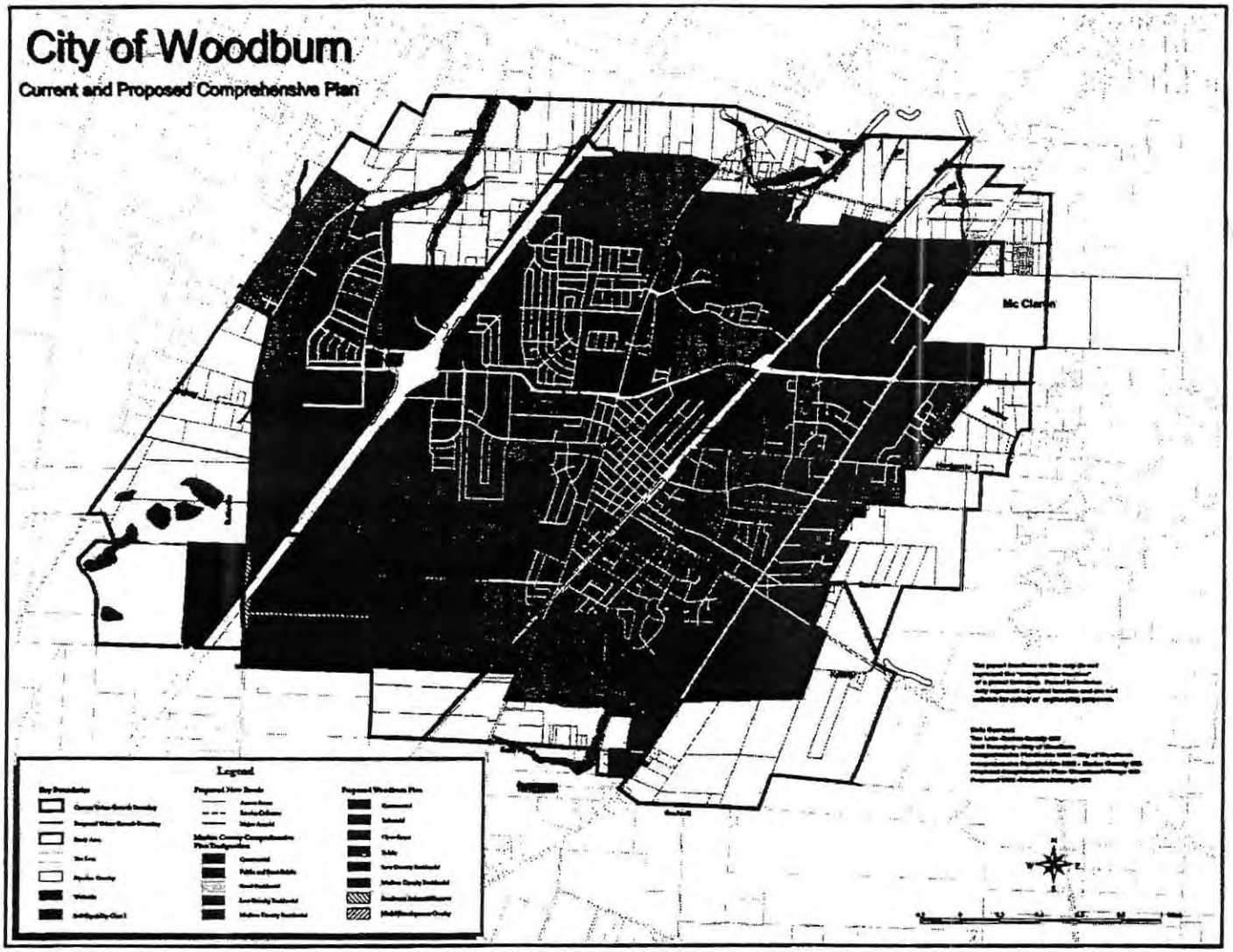
City of Woodburn

Current and Proposed Comprehensive Plan



COUNCIL WORK SESSION MINUTES
NOVEMBER 17, 2003

TAPE
READING

Tape 1 - Side A
.01 **DATE. COUNCIL CHAMBERS, CITY HALL, CITY OF WOODBURN, COUNTY OF MARION, STATE OF OREGON, NOVEMBER 24, 2003**

CONVENED. Mayor Figley convened the work session at 7:00 p.m. for the purpose of meeting with the Planning Commission to hear a presentation on the Periodic Review Amendment Package.

ROLL CALL.

Mayor	Figley	Present
Councilor	Bjelland	Present
Councilor	Cox	Present
Councilor	McCallum	Present
Councilor	Nichols	Present
Councilor	Sifuentez	Present
Councilor	Veliz	Present

Planning Commission Members Present: Claudio Lima, Royce Young, Patty Grigorieff, Rob Mill

Staff Present: City Administrator Brown, City Attorney Shields, Community Development Director Mulder, Asst. City Attorney Won, Senior Planner Zwerdling, Associate Planner Rodriguez, Public Works Manager Rohman, City Recorder Tennant
Consultant: Greg Winterowd, Jesse Winterowd, WinterBrook Planning
Also present: Larry Ksionzyk, Mid-Willamette Valley Field Representative for LCDC; Les Sasaki , Marion County Planner

5.7 **WOODBURN 2004 PERIODIC REVIEW AMENDMENT PACKAGE.**
Greg Winterowd stated that the City has conducted several studies over the last two years data of which is being used to develop amendments for the City to consider as part of the 2004 Periodic Review. He has been working closely with City staff and Marion County regarding a new population projection and a new employment projection both of which have a ripple effect to the City. The Urban Growth Boundary (UGB) justification report involves data from the Buildable Lands Inventory, Land Needs Analysis, Housing Needs Analysis, Transportation Alternatives, and Natural Resources report. In regards to UGB expansion, the areas to expand to are located to the south and west of the existing boundary for industrial sites and to the north around the golf course for residential areas. Consideration is also being given to form a new Nodal Development south of Wal-Mart and the existing city limits. He stated that those are the two biggest changes other than transportation. The City is working with Marion County and the State with WinterBrook

TAPE
READING

as an intermediary, in an effort to come up with a plan that will work with the state-wide planning goals, the existing Marion County framework plan, and meet the City's local needs. Proposed amendments are being made to the Comprehensive plan to separate background documents from policy so that a comprehensive plan amendment is not required if a change is made to a background study such as the Buildable Lands Inventory. These proposed amendments then affect the Woodburn Development Ordinance and a package of amendments to this plan. The package before the Council and Planning Commission also includes a revised Comprehensive Plan Map and a zoning map is currently being worked on that will implement the amendments. The current Urban Growth Boundary is about 25 years old and it needs updating to accommodate projected population and employment growth within the City. He stated that past growth trends do not adequately address future economic opportunities, housing needs or applicable statewide planning goals. Key objectives include (1) implementation of Economic Opportunities Analysis, (2) provide choice of suitable industrial sites to attract certain types of industries, (3) provide buildable land for housing, parks, and schools, (4) increase land use efficiency within UGB, (5) complete the periodic review process which began about 7 years ago, (6) coordinate with the Marion County Framework Plan, (7) provide adequate transportation connections not only east/west connection but interchange improvement, (8) minimize impacts on agricultural land, and (9) protect stream corridors and wetlands.

He reviewed the UGB amendment process which includes the basic steps of identifying population and employment projections, buildable lands inventory, land needs analysis, intensify land use within the existing UGB, and alternative analysis which is to bring land in under ORS 197.298 priorities. He stated that those priorities say that the first areas to be added would be the exception areas of a rural residential land in which a house or small business could be located that abuts the current UGB boundary, then lower class agricultural soil (Class III-IV) areas can be considered, and prime agricultural soil (Class I-II) land is to be avoided if possible. Population projection for the City over the next 20 years indicates a 74% growth and employment projection indicates an 81% growth. The population projection has been coordinated with the staff of Marion County and LCDC, and, as part of this process, the City will be asking the Marion County Commissioners to adopt the population projection of 34,919 for year 2020 as the coordinated population projection. He suggested that the plan year be changed to 2023, 2024, or 2025 since this process will still take some time to complete. In regards to employment, the Council has expressed a desire to recruit businesses that will provide employment to the residents of Woodburn rather than the residents having to go elsewhere for employment. The Buildable Lands Inventory did impose some restrictions on development and he referred to a map that displayed the locations of buildable land by category. He reviewed the method used to determine 20-year land needs for the City which included taking into consideration the Economic Opportunities Analysis, Housing Needs Analysis, and the

TAPE
READING

School and Park Analysis. The City's industrial land supply within the existing UGB is 126 buildable acres with an average lot size of 3.5 acres. The residential land supply is 470 buildable acres of which 375 acres is low density residential and 79 acres in medium density residential. Based on lot size between 1988-2002, the average lot size is 7,000 square feet or 6.83 dwelling units per acre. He reviewed Goal 9 provision regarding need to provide adequate supply of suitable sites and the acreage and site requirements for industrial, commercial, and residential acreage to meet the need within the current UGB. Since there is a deficit within the existing UGB, this information will be used within the UGB expansion justification report. In regards to the large stores that are currently vacant, these parcels have already been developed and are part of the existing inventory even though they are currently not occupied by a business. He explained the concept of a nodal residential plan designation which is an area with a commercial center surrounded by a higher density residential area with design standards to make up the density and provide affordable housing opportunities.

Side B

Mr. Winterowd stated that the park and school needs are, for the most part, in the residential areas but are not met in commercial areas. Therefore, the amount of residential land needs to be increased to meet the parks, schools, and open space needs.

2.4 Under state law, local government must use land more efficiently within the UGB before they can expand their UGB. The plan before the City would be to allow 1) as much as 10.5 dwelling units per net acre, 2) a residential mix of 65% single family and 35% multi-family, 3) new overlay zones by increasing densities in nodal development, 4) increasing density in exception areas adjacent to the existing UGB, 5) master planning requirement in southwest industrial reserve area and nodal areas to maintain large parcel sizes, 6) housing over retail businesses in the downtown and nodal development areas, 7) minimum density standards be set at 80%, and 8) planning for development of infill, partially vacant, and potential redevelopment land. It was noted that growth efficiency measures to be implemented will still require the expansion of the UGB by approximately 1,000 gross acres or 30% increase. Mr. Winterowd provided more in depth information on proposed nodal development policies that are incorporated into this package. He expressed his opinion that the southwest industrial reserve is the key to implementing Woodburn's economic strategy since it has good access to I-5, Butteville Road and Parr Road. To make transportation work to this area, the long range plan needs to include a connection from Butteville to Highway 99E utilizing area south of the current city limits. He also reviewed policies that for this area which would include reserving land for targeted industries, maintaining large lot sizes, prohibit commercial rezoning, provide direct access to I-5, and require master planning. He provided information on the factors that need to be considered when deciding where to grow in the outlying areas. Eight study areas were decided upon and, after applying the factors, proposed areas of expansion developed. He outlined those areas on the map and briefly reviewed the

TAPE
READING

reasons as to why those parcels could be in the proposed area of expansion.
In regards to lot size, the proposed maximum allowable density is 6,000 sq. feet, however, a developer would need to stay within that density level overall so it would be possible to have some lots larger in size and others smaller so long as the average is met. He also provided a chart on projected timelines to complete the review and adoption process. Public hearings would be held before the Planning Commission and Council during the spring of 2004 with reviews by other governmental agencies to be completed by the fall of 2004.

Tape 2
Side A

Mayor Figley expressed a concern on (1) how certain housing types can be detrimental to a community as it relates to the number of persons per household and not just units per acre.
Mr. Winterowd stated that concerns surface on the quality of life with small house and small lot sizes with multiple family. The amendments before the Council and Commission are a compromise that many would like to see in a community versus the mandate from the State that land be used efficiency and affordable housing be available. He does not feel that row houses will be built within the next 10 years and design standards, for instance, would dictate as to where a garage is located in a row house design. The population per household size is projected between 2.7 and 3.1 since factors such as better education and more money will result in a lower household size over the next 20 years.
Commissioner Lima expressed his concern that the trend will continue to increase versus decrease since it takes many years to change the cultural factors that affect the household size.
Following some discussion on this issue, Mr. Winterowd urged the Council and Commissioners to consider a set of numbers that they feel comfortable with so that the household size directly relates to land consumption areas and the types of house being demanded.
Commissioner Young questioned how close the City is to the density target of 8.3 to 8.5 homes per acre.
Mr. Winterowd stated that the actual density is 6.83 whereas the proposed plan would increase the density by 25%. In the buildable lands inventory, a parcel by parcel analysis was completed and that did include a developer's ability to partition land for flag lots in order to make use of all available land and remnant pieces of land were taken out of the calculations. It was noted that 6.83 density was calculated from the period of 1988-2002 and, for the period of 1998-2002, the overall density was 7.1.
Discussion was also held on design standards and the impact smaller lot sizes may have on the housing quality and affordability.

COUNCIL WORK SESSION MINUTES
NOVEMBER 17, 2003

TAPE
READING

Councilor Veliz commented on how the interchange improvement is a high priority but it is still unknown as to its status and the proposed plan calls for the building of the east-west connection which is even more unknown than the interchange improvement. Mr. Winterowd stated that once the UGB expansion is granted and the Transportation System Plan is updated, the goal would be to make the connection over the next 20 years as development on the southerly portion of the UGB occurs.

Side B

4.0 Mayor Figley stated that the work on this issue will continue and public hearings will give the citizens an opportunity to comment on the proposed amendments.

The work session ended at 9:20 p.m..

APPROVED_____
KATHRYN FIGLEY, MAYOR

ATTEST_____
Mary Tennant, Recorder
City of Woodburn, Oregon

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Item 4

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Page 322

CITY OF WOODBURN

2020 COMPREHENSIVE PLAN

November 2003 Draft

ATTACHMENT A

WOODBURN COMPREHENSIVE PLAN – VOLUME I (2004)

PROPOSED GOAL AND POLICY AMENDMENTS

Volume 3
Page 324

CITY OF WOODBURN

COMPREHENSIVE PLAN

Volume I Goals and Policies

(2004 Amendment Package)

Prepared by:
The City of Woodburn Planning Department
with Assistance from Winterbrook Planning

Originally Adopted on December 1978

Amended:
March 1981, February 1989, March 1996, April 1997 (Transportation Goals Policy), August 1997 (Downtown Design Conservation District), October 1999 (Annexation and Parks Goals and Policies), July 2003

Proposed March 2004 Amendments

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Reviewer Notes:

1. Winterbrook Planning has reorganized existing goals and policies from the 1999 Comprehensive Plan as indicated in the Table of Contents above. Most of this text remains unchanged.
2. Recommended deletions are ~~crossed through~~.
3. Recommended new text is presented in *italic*.
4. Existing and proposed goals are shown in **bold.**

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Introduction

How to Use This Plan

The Woodburn Comprehensive Plan is the controlling land use document for the City and its Urban Growth Boundary (UGB). From a land use perspective, the comprehensive plan is like a state or federal constitution: it provides the legal framework and long-term vision for implementing plans and land use regulations. The Woodburn Comprehensive Plan has been found by the Land Conservation & Development Commission (LCDC) to comply with the 14 applicable "Statewide Planning Goals," which are, in effect, state planning requirements that must be met by each city and county in Oregon.

The Woodburn Comprehensive Plan includes two volumes: Volume I includes goals and policies that provide specific direction in making "quasi-judicial" land use decisions; i.e., decisions that require judgment in the application of general policies to specific situations, such as zone changes, annexations, conditional use permits and major variances. Goals set a general direction and are not intended to be decision criteria. Policies that are written in mandatory language (e.g., "shall," "must," "will") are mandatory in character: they must be followed when Woodburn makes a "quasi-judicial" land use decision. In cases where mandatory policies conflict, the City Council may balance these policies in making a decision. Policies that are written in permissive language (e.g., "should," "may," "encourage") indicate the preferred direction of the City, but are not binding on the Council.

Volume I also includes the comprehensive plan map, which indicates on a parcel-specific basis, what land uses will be allowed in the long-term. Where Volume I plan policies conflict with the comprehensive plan map, the specific text of these policies shall control.

Legislative land use decisions (e.g., changes in the text of Volume I or to the comprehensive plan map that apply generally to the City, and not to a specific property or small group of properties) adopted by the City Council must also conform with Volume I goals, policies and maps; or affected goals, policies and maps must be amended by the City Council to be consistent with the Statewide Planning Goals.

Volume II of the Woodburn Comprehensive Plan includes background information that served as the basis for Volume I goals and policies. For example, the basis for Woodburn's population and employment projections, the land needs analysis, maps of environmentally-significant stream corridors and the justification for the Woodburn UGB is included in Volume II. Thus, Volume II forms a part the "legislative history" that supports the goals, policies and plan map.

Planning History

This Plan *first* was developed during the period from December 1976 through March 1981. It was revised through the Periodic Review process in 1988-1989 and was amended again in 1996. It is intended to guide the development and redevelopment of Woodburn for the next 20 years – *until approximately the Year 2025*. Hopefully, through following the Plan the City will maintain and enhance the present quality of life enjoyed by the approximately ~~16~~*,20,*000 people who call Woodburn their home. The Plan is also intended to comply with the requirements of state law, the Land Conservation and Development Commission Goals and *Administrative Rules* ~~Guidelines~~. *The Plan has been coordinated with the Goals and Guidelines expressed in the Marion County Growth Management Framework Plan, adopted in 2003. Volume II of* the Plan is also intended as an informational and data source to persons unfamiliar with Woodburn or who wish to find out more about the City, and to act as an educational document for City Council members, Planning Commission members, staff and other interested parties.

~~The Plan was developed through a series of public workshops. The first workshops were held in December of 1976 where past patterns of City growth were examined and various alternatives for future growth were also considered. Out of these three public workshops, the 1977 "Sketch Plan" was developed. This was to be the general guideline for the consultants which would be working on various aspects of the City's Plan. Over the next 18 months several consultants were hired to develop the more technical aspects of the Comprehensive Plan. Each of the consultants held workshops with the Planning Commission and general public to obtain input during the development of the elements and also after the elements were finished. After the various elements of the Plan were completed, the Planning Commission reexamined the viability of the Sketch Plan. Several changes were deemed necessary due to the new data which had been gathered by the consultants during the planning period. After three public workshops by the City Council. However, additional time was taken to obtain approval from various Local, Regional, and State agencies prior to acknowledgment of compliance from the Land Conservation and Development Commission in March 1981.~~

The plan was extensively amended during the Periodic Review process, which extended from 1992 through 2004, and culminated in the Woodburn 2025 Comprehensive Plan. The primary focus of the periodic review process was economic development and the Council's determination to provide a sufficient industrial land base to provide for family-wage jobs and a sound fiscal basis for the community. As part of this process, the City undertook an Economic Opportunities Analysis, which identified Woodburn's comparative advantages, targeted industries that would likely be attracted to the Woodburn area, and recommended expansion of the UGB to provide suitable industrial sites near Interstate 5 to meet the needs of targeted industrial firms.

Other important objectives of the 2004 amendment package include:

- *Completion of the City's Periodic Review process;*
- *Coordination with Marion County's Framework Plan;*
- *Providing adequate transportation connections;*
- *Providing an adequate buildable lands for a range of housing types and densities;*
- *Increasing land use efficiency within the UGB to minimize impacts on agricultural land; and*
- *Protecting Woodburn's stream corridors and wetlands.*

Natural Setting

Woodburn is a town of approximately ~~16~~20,000 persons located midway between Portland and Salem in Oregon's Willamette Valley. Woodburn is 17 miles north of Salem and is 30 miles south of Portland. Its location is central with respect to transportation corridors running north and south in the Mid Willamette Valley. Interstate 5, the major north-south freeway through Oregon, runs through Woodburn's City limits on the west side of the City. Highway 99E, a secondary major north-south transportation route, runs through the east end of Woodburn. State Highway 214, a primary state road, runs east and west bisecting the town. In addition, there are two railroad tracks that run either through, or in close proximity to it; Southern Pacific Railroad which runs through the center of town and around which Woodburn was originally built, and the Burlington Northern Railroad which runs north and south just west of the present City limits. Due to the location of these major transportation routes, Woodburn has extremely good location with respect to commerce.

The physical setting of the City is on an extremely flat area of the Willamette Valley. The highest point in Woodburn is approximately 187 feet above sea level, located in west Woodburn. The lowest point in the present City limits is approximately 148 feet above sea level, located on the point where Mill Creek drainage channel leaves the City limits. While this gives a relief in the City of 40 feet, most of the area is still extremely flat; averaging about 177 to 182 feet above sea level. This flat plain is divided by two drainage systems; Mill Creek which runs through the center of town, and Senecal Creek which runs through the western city limits. Other than the two drainage channels there are no physical formations of any significance in Woodburn.

The climate of Woodburn is typified by mild, wet winters and warm, dry summers. The daily maximum and minimum mean temperature is 45° F and 32° F in January and 82° F and 51° Fin July. Precipitation varies from an average of 6.9 inches January to .03 inches in July. Another indication of the marked difference in precipitation rates between seasons is the number of days with a cloud cover. January averages 24 cloudy and 4 partly cloudy days as compared to 7 cloudy days and 9 partly cloudy days for the month of July. Winds are generally from the south for 10 months of the year except for July and August when

northerly winds are the rule. Wind velocities range between 6.2 and 8.7 miles per hour.

The soils which have developed in this climate are of two associations, Amity silt loam and Woodburn silt loam. Both of these formations are found throughout the City in all areas except drainage channels. These soils are capability unit Class 11 established by the Soil Conservation Service. The drainage channels contain several different types of associations, most commonly Bashaw clay, Dayton silt loam and Concord silt loam. These soils are extremely wet and boggy and are generally Class III and Class IV soils ~~(See Appendix A)~~.

Because of the flatness of the terrain around Woodburn and also because of the basically stable physical environment there are very few limiting factors relating to urban development. The only two of any significance are floodplain areas which occur around the Mill Creek drainage area and unstable soils. Fortunately, for the most part these unstable soils occur in the floodplain areas. They are mostly of the clay type soils which occur in the low drainage areas and insufficient to provide foundations for normal structures.

Woodburn's Historical Context

Prior to *human settlement,* ~~the arrival of man,~~ the site upon which Woodburn is located would have appeared quite different from today. Several areas in the immediate vicinity of Woodburn, most notably the Senior Estates areas, would have been swampy, boggy lands typified by water tolerant species and created a bountiful habitat for water foul and other species associated with marshes. The main break to this landscape would have been the river canyon areas of Senecal Creek and Mill Creek. This area was generally an active floodplain and was seasonally flooded. The channels at that time were probably very ill-defined, very similar to Senecal Creek today. Vegetation would have been dense, typically there was a thick, shrubby growth in the floodplain areas dominated by water tolerant deciduous trees and an occasional fir tree. However, the composition of vegetation quickly changes as soon as the rise in elevation would allow drainage of the soggy soil. On the slopes of the stream gullies and extending out into the flat areas, one would have found thick growth of firs and oaks, occasionally broken by large grassy plains with scattered oak trees. This change is evident today in the undeveloped areas of Senecal Creek drainage which flows through west Woodburn.

Native Americans ~~After arrival of Indians in the area the open grasslands would have increased in expanse. It is commonly believed that the~~ Indians set annual fires to increase the supply of foods which they gathered from the grassland habitat, *and in so doing increased the area of open grasslands.* When Europeans arrived in the Willamette Valley in 1805 to 1830, they encountered numerous small bands of Native Americans which collectively became known as the Calapooians. This *Native American tribe* inhabited the French Prairie region.

There are no known ~~Indian~~ villages or campsites along the Pudding River drainage in the Woodburn area. However, as this area is one of the first settled by Europeans in Oregon, the early contact with Euro-Americans may have driven the *Native Americans* ~~Indians~~ to other locations. ~~It would be difficult to imagine Indians not establishing campsites in or near the areas around~~ Woodburn ~~as it would have~~ provided ~~a great deal of~~ habitat for wildlife *and was likely the site of Native American settlements.* ~~which was their staple.~~ Treaties signed in 1854 and 1855 officially terminated the Native American occupation of the Willamette Valley. The surviving Calapooians were ordered into the Grand Ronde Reservation west of the Coast Mountains.

The earliest settlers in the Willamette Valley were mostly confined to the region known as French Prairie, a portion of the northern valley comprising 200 square miles on the east side of the Willamette River. Champoeg became the seat for Oregon's provisional government in 1843. The area soon became crowded and diffused growth up the Willamette River. Woodburn, in the southern reaches of the French Prairie, was one of the recipients of early settlers from the northern valley and the fertile adjacent soils allowed it to become known as the trade center of the region. Under the influence of industrial development in the form of steamboat and later the railroads, Woodburn realized growth and prosperity that was not true of many of the earliest settlements in the Valley which became bypassed by these new developments in technology.

The founding of Woodburn is said to have been due to the efforts of Jesse Settlemier who purchased the portion of land where the town is now presently located. The land was purchased during the foreclosure sale which had originally been part of the Jean Dubois homestead in the 1840's. Settlemier apparently saw promise for Woodburn. After founding a nursery in 1863 he focused his energy and resources to attract people in commerce to the area. At this time the existing social and promising economic center of the east French Prairie was Belle Passe, located some 2 ½ miles from Woodburn. Woodburn eventually absorbed the attention previously paid to Belle Passe, and it was thought that Woodburn was coming into the position to capitalize on trade and shipping activities because of its proximity to fast growing Portland and Salem. This in conjunction with its agricultural and commercial potential gave it a key position for subsequent growth and development.

Although Jesse Settlemier was instrumental in designing the physical town site, many claim its real founder was Ben Holladay. If Holladay did not actually found the town site he at least gave it a major stimulus for growth through his building of the railroad. In 1871 his Oregon and California Railroad established a line by way of Woodburn and some ten years later a narrow gauge railroad also made its appearance in Woodburn. 1871 also saw the first platting of the town site of Woodburn with the eastern boundary the Oregon and California Railroad established by Ben Holladay.

Jesse Settlemier's efforts to encourage growth continued during this period. A strong agricultural base, railroad and geographic centrality were its strongest features. In addition, Settlemier was at this time successful in subsidizing the railroad to construct a flag station at Woodburn, giving the town major status. Local sentiment has it that by 1880 Woodburn was on the way to becoming the most prominent city in the Willamette Valley (according to the Woodburn Independent). By 1889 Woodburn was incorporated as a City with a home rule charter. Its first mayor was Jesse Settlemier. A school had already been established in 1885 and in its first year was attended by 65 students. Also, in 1888 the Woodburn Independent, the town newspaper, was established.

During the 1890's, Woodburn was realizing some of the commercial and industrial growth which it had boasted it could achieve. A flour mill, planning mills, lumber yards and a marble works were developed.

During the 1890's and the early 1900's Woodburn hoped to attract other industries and commercial enterprises. Woodburn advertised that its desirable features were less expensive land and fewer labor problems than other areas. It was noted, for example, that Woodburn did not suffer from Portland's rise in land prices as well as its racial clashes between laborers. By 1900 Woodburn had 46 businesses, including 3 hotels, a telephone system, a cannery, a grain works, 10 nurseries, 3 lumber yards and other assorted enterprises such as banks and retail outlets. It also possessed several churches and distinctive social groups.

In the early 1900's Woodburn was introduced to the electric railroad or interurbans, as they were called. This particular line was known as the Oregon Electric. The main line originally bypassed the City by some two miles to the west. Its owner at that time favored west Woodburn for their terminus. By 1910, however, a spur was connected to Woodburn. Oddly enough, a town served by two railroads and having sufficient economy to sustain population in commerce was brought partially to its knees by another form of mechanized technology; the automobile. While the town continued to grow and attract some industry of a specific nature, once highway traffic developed it did so at a much slower rate. Woodburn's growth began to slow as it gave way to a changing economy.

Between 1910 and 1940 Woodburn grew in its population by only some 40 persons. Industry, however, continued to expand in the form of a loganberry juice factory and a cannery. In 1925 came the construction of the Woodburn training school for boys, now MacLaren School. In 1929 the Portland Gas and Coke Company installed service facilities. In subsequent years, Bonneville Power provided electricity to both residents and industry. In 1944 the Birds Eye Division of General Foods built a large cannery facility in Woodburn, attracted by the agricultural productivity of the area. Woodburn promoters at this time maintained that the City still had all the machinery for economic success. It was said by local developers to be a sleeping giant.

While the automobile had retarded its growth as a regional shipping center, the same technology brought suburbia ever closer to the City so that a different type of growth began to occur in Woodburn. During the 1960's Woodburn underwent some interesting demographic changes. In the decade from 1960 to 1970 there were three separate migrations into Woodburn. The first was the immigration of retired people into the Woodburn area mostly through the Senior Estates development. This development, which was conceived in the 1950's and first platted in 1960 continued its development until 1980 when the last lots in Senior Estates were platted. This brought in approximately 2,500 retired persons into the Woodburn area. The same period also saw immigration of Mexican-Americans into Woodburn, initially attracted by the agricultural labor in the area and then settling down to become residents, and the Old Believer Russian migration to Woodburn. Woodburn's growth *from 1970-2000* ~~through the 1970's~~ exceeded that of the State, the Willamette Valley, and other selected locations in the immediate area. Historically, Woodburn has been able to support its population with a full range of City services and has maintained its identity as a community in the area. It is Woodburn's desire to remain as redistribution center for outlying areas of the Valley. Public polls taken in Woodburn have confirmed this goal. Expansion of the City in an orderly and efficient manner will aid in giving the population the commerce and industry it has always historically desired.

A. Comprehensive Plan Designations and Implementation

The Land Use Plan

The Land Use Plan is based on the recent land use inventories, updated land needs analyses, and the revised goals and policies in this Comprehensive Plan. The Land Use Plan represents the most practical arrangement of land uses that considers existing development patterns and the future vision for Woodburn, as embodied in the revised goals and policies.

~~The Plan can best be described by discussing where each of the four major land uses have been located.~~

Comprehensive Plan Designations

Woodburn has six principal comprehensive plan map designations, and two overlay designations, with corresponding zoning districts:

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Policy Table 1: Comprehensive Plan Designations and Implementing Zoning Districts

Comprehensive Plan Designation	*Implementing Zoning District(s)*	*Density Range (Units Per Net Buildable Acre)*	*Minimum Lot Sizes or Unit Area in Square Feet*
Low Density Residential *Nodal Development Overlay*	***RS** Single Family Residential* ***RS1** Retirement Community SFR* ***RSN** Nodal Development SFR*	*5-7* *9-12* *8-11*	*6,000 Interior Lot* *8,000 Corner Lot* *10,000 Duplex Lot* *3,600 Interior Lot* *3,600 Corner Lot* *4,000 Interior Lot* *4,500 Corner Lot*
Medium Density Residential *Nodal Development Overlay (NDO)*	***RM** Medium Density Residential* ***RMN** Nodal Residential*	*10-16* *10-22*	*2,720 Per M-F Unit* *10,000 Duplex Lot* *1,980 Per M-F Unit* *8,000 Duplex Lot* *3,000 Interior Rowhouse* *3,600 Corner Rowhouse*
Commercial *Nodal Development Overlay (NDO)*	***CG** General Commercial* ***DDC** Downtown Development and Conservation* ***CO** Commercial Office* ***NCN** Nodal Neighborhood Commercial*	*Not applicable*	
Industrial *Southwest Industrial Reserve Overlay (SWIO)*	***IP** Industrial Park* ***LI** Light Industrial* ***SWIR Southwest Industrial Reserve***	*Not applicable*	
Open Space and Parks	***RCOD** Riparian Corridor Overlay District* ***P/SP** Public Semi-Public*	*Not applicable*	
Public Use	***P/SP** Public Semi-Public*	*Not applicable*	

Note: The net buildable area of a parcel excludes land dedicated for public rights-of-way or stormwater easements, common open space, and unbuildable natural areas. For example, if a parcel has 10 acres, and 2 acres are removed for streets and 2 acres are within the floodplain / riparian area, then 6 net buildable acres would remain. The range of allowable densities is calculated based on net buildable acres. An acre has 43,560 square feet. Allowable densities may be increased through the discretionary planned unit development review process.

Plan Implementation

Any comprehensive plan depends on implementation to accomplish the goals and policies established in the plan. Cities have amassed a battery of ordinances to accomplish this purpose. Some ordinances have been more successful than others and in time, no doubt, new methods and techniques will be developed. Implementation should be a continual review of existing ordinances to ensure that they are accomplishing the purposes for which they were originally designed. The City recognizes that over time many of the ordinances which are suggested in this

plan will be amended and perhaps entirely replaced by new concepts. As long as the ordinance which is developed implements the goals and policies of the plan, a change should not be necessary. However, at a minimum, the City should have basically the following ordinances to implement the plan.

Zoning

The keystone of plan implementation is the *Woodburn Development Ordinance (WDO). This WDO* ~~long used tool of zoning. Zoning code should~~ ensures that the location *and design* of various land uses and in some cases, the timing of those land uses, is in compliance with the Comprehensive Plan. *The WDO* ~~Zoning ordinances should~~ ensures that incompatible uses do not occur, *while allowing flexibility consistent with* ~~on the other hand they should remain as flexible as possible while still accomplishing~~ the purpose of the plan. The Zoning Map ~~need not be a reflection of the Comprehensive Plan Map. In general, it~~ will be more specific *than the Comprehensive Plan Map, and may have* ~~containing many~~ more designations than the Comprehensive Plan Map. In addition, there will be many cases where the zoning ordinance will be more restrictive than the map. This is because there are areas which must be retained in a more restrictive zone until public facilities are developed or public need is established for a zone change to a less restrictive zone. However, in no case should the Zoning Map allow a use which is less restrictive than that called for in the Land Use Plan.

Subdivision and Planned Unit Development Ordinances

The second mainstay of plan implementation are subdivision ~~codes~~ and planned unit development ordinances, *which are also found in the WDO.* These ordinances are designed to regulate the division of large lots of land into smaller parcels, mostly for residential developments. They are the main control the City has over neighborhood developments, rights-of-way acquisition, and minimum lot sizes. The City should carefully review subdivision and PUD ordinances to ensure that they are consistent with present trends of the housing market and do not require more land than is reasonably required for public use. However, conversely, the PUD and subdivision ordinances should be so designed to ensure that neighborhoods are well served by streets, parks, and in some cases, school sites.

Site Plan Review

Site Plan Review has been established for Multi-Family (3+ Units), Industrial and Commercial land uses. The objective of Site Plan Review is to ensure that the proper and adequate facilities, and infrastructure are provided. Site Plan Review is a way of creating uniformity in development, limiting conflicts in design and bringing about the overall attractiveness of the community.

Sign Ordinance

The City has had a sign ordinance since 1973. It has been successful in controlling proliferation of signs, mostly along main arterials. The Sign Ordinance implements both policies relating to public health, safety and welfare, basically for transportation safety as well as aesthetic goals. This type of ordinance should be continued and a more effective and equitable means of controlling signs should be investigated. This has led to finding alternative types of signs such as monument signs. The objective of monument signs is to reduce the skyscape clutter.

Transportation Plan

The Transportation *System* Plan *(2004) is now being revised to reflect changes in population, employment and land use adopted in the Woodburn Comprehensive Plan (2003). The 2004 TSP* ~~was (Ordinance No. 1915) has been repealed and replaced with Ordinance No. 2170. It defines the~~ *includes* goals and objectives, ~~of the transportation plan,~~ forecasts ~~population and~~ traffic growth in the City, and identifies transportation improvements needed to satisfy the forecasted growth. The plan:

- *Establishes the* functional classification of roads and streets
- Evaluates interchange alternatives
- Establishes alternative modes of transportation
- Meets the ~~basic guidelines established in~~ Oregon Transportation Planning Rule

Capital Improvement Plans

The City is striving toward its goal of orderly growth through adoption of a six year *Capital Improvement Plan* (CIP), which is the City's financial commitment to construct needed public facilities projects. Related to capital improvement plans for public facilities are system development charges which implement the City's goal of charging new development for the additional services that it requires. The Capital Improvements Plan can be utilized as an information tool to assist in the annual budgeting process and guide the expansion and maintenance of the City's streets, water, sewer, storm drains, etc.

The CIP ~~can be broken down into two general categories:~~ *has both* short term *and long-term* projects~~; and long term Projects~~. Short term projects are those planned for construction within six years. These projects indicate detailed descriptions of the location of the projects; the work required; a time line for construction and an estimate of the cost with a breakdown of various funding sources.

Long term projects are those intended to meet the needs of the City through the full twenty year planning period. Recently revised population projections and recent land inventories have revealed hundreds of

available undeveloped acres within the UGB that will require main public services line extensions in the future. A careful study of the long term projects contained in the CIP will reveal that they are generally projects that extend main public facility lines in strategic areas of the undeveloped Urban Growth Boundary. All of the long term projects as outlined in the CIP have been shown to be necessary to maximize the future development potential for the entire urbanizing area.

The CIP is designed so that both short term projects and long term projects are subject to annual review. This way, the City can add, delete, and reprioritize projects as needs change.

Downtown and Urban Renewal

The Urban Renewal Plan is a primary vehicle for revitalizing the Downtown area. One of the main problems with land use and economy in the City has been the stagnated downtown area. In response, the City adopted a downtown development plan. The **Urban Renewal** Plan includes goals and policies addressing financial assistance programs, citizen involvement, and physical improvements. The Plan has been adopted as an element of the Comprehensive Plan **and has a 20-year planning horizon**.

Housing Codes

As many of the structures in the City grow older, run down, deteriorated structures can begin to detract and blight a neighborhood. ~~While this is not a serious problem at present, the potential exists in Woodburn for this to become a problem in the future, as approximately 800 homes will be in excess of 50 years old by the year 2000.~~ **One means of ensuring** ~~To ensure~~ that the housing stock is kept in good shape, **is through city-sponsored** ~~the City has implemented a~~ housing rehabilitation programs.

~~This housing~~ **Housing** rehabilitation programs ~~is currently in operation~~ offer~~ing~~ low interest, deferred loans to low/moderate income homeowners ~~in Woodburn~~ for repair maintenance, and rehabilitation of housing within certain target areas. Areas identified as having the highest percentage of homes in need of basic repair, roofs, foundations, paint, sidewalks, etc., ~~have been~~ **may be** targeted for rehabilitation. **The City is considering implementation of a housing rehabilitation program in FY 2003-04.** ~~At present the City is administering approximately $ 1,000,000 in a revolving loan fund. As these monies are paid back to the City, they will be recycled to do additional housing rehabilitation work.~~

Flood Hazard Zone

The only identified natural hazard in Woodburn is the flood area. As this area contains the most unstable soils for development, the City requires flood hazard area regulations to ensure that building does not occur. The

City has already adopted a Flood Plain Management Ordinance which meets the requirements of the Federal Flood Insurance Program. This ordinance should be monitored for its effectiveness and kept up to date.

Historical Site Zone

As historical sites often require special attention and special regulation, the City has adopted policies to recognize historical sites and to encourage preservation and protection. ~~Policy L-12 of the Plan requires review of development applications for historic properties by the Planning Commission. Any of these above ordinances would be useless if not vigorously enforced by the City. The recent addition of a codes enforcement officer to the Department of Community Development will ensure that City ordinances are enforced and obeyed.~~

Review, Revision and Update

The planning process is continuous. There is no plan which can foresee all of the problems which the future will bring. In most cases for decision the Planning Commission and Council will be petitioned by private citizens to change the Land Use Plan designation of a particular parcel of property. This is a quasi judicial activity and should follow the procedures set out for quasi judicial rulings. However, the Planning Commission should ensure that whatever changes it makes in the Land Use Plan, they are consistent with other goals and policies established in this Plan. These changes, in general, should be justified by a solid body of evidence presented by the petitioner showing the following:

1. Compliance with the goals and policies of the Comprehensive Plan;
2. Compliance with the various elements of the Comprehensive Plan;
3. Compliance with Statewide Goals and guidelines;
4. That there is a public need for the change;
5. That this land best suites that public need; and
6. That the land cannot be suitably used as it is presently designated.

Enforcement Policy

A-1. Land use ordinances adopted by the City shall be strictly enforced. While the Comprehensive Plan and zoning ordinances are important phases of the land use planning process, without strict enforcement of the code, what actually occurs in the City will not have a direct relationship to the plans and ordinances adopted by the Council. Therefore, strict enforcement must be practiced by the City to ensure that the policies of the City are actually being implemented.

B. Citizen Involvement and Agency Coordination

The success of the Woodburn Plan is directly related to establishing a method of receiving citizen input. While complex organizations, such as are required in larger cities,

are not necessary in a City the size of Woodburn, clear lines of communication should be maintained by the Boards, Commissions, Council and staff of the City to the general public. It is essential that a two way flow of communication be maintained for proper City government to occur, especially in land use matters.

Citizen and Agency Involvement Policies

Policies

B-1. It is the policy of the City of Woodburn to solicit and encourage citizen input at all phases of the land use planning process. Since the City is essentially trying to plan the community in accordance with the community's desires, it is essential that the community be consulted at all stages of the planning program to ensure decisions are in accordance with the community's benefit.

B-2. Woodburn will coordinate with affected state agencies regarding proposed comprehensive plan and land use regulation amendments, as required by state law.

(a) The state agency most interested in land use is the Oregon Department of Land Conservation and Development (DLCD). Woodburn will notify DLCD 45 days in advance of the first hearing before the Planning Commission of proposed comprehensive plan or development ordinance amendments.

(b) The state agencies most interested in environmental issues are the Oregon Division of State Lands (DSL), the Oregon Department of Fish and Wildlife (ODFW), the Oregon Department of Environmental Quality (DEQ) and DLCD. These agencies will be notified and asked to comment on changes to City policies and standards regarding Goal 5 (Natural Resources) and Goal 6 (Air, Land and Water Quality) issues.

(c) The state agencies most interested in natural hazards are DLCD (which administers Federal Emergency Management Act flood control programs) and the Oregon Department of Aggregate and Mineral Industries (DOGAMI). These agencies will be notified regarding changes to flood management programs.

(d) The state agencies most interested in parks and recreational facilities and historic preservation are the Oregon Parks Department and the State Office of Historic Preservation. These agencies will be notified and asked to comment when changes to park or historic programs are proposed.

(e) The state agencies most interested in transportation programs and projects are the Oregon Department of Transportation (ODOT) and DLCD. These agencies will be notified and asked to participate in amendments to the Transportation Systems Plan, or regarding plan amendments or zone changes that could adversely affect a state transportation facility.

C. Marion County Coordination

In 2003, Marion County adopted the "Urban Growth Management Framework" as part of its comprehensive plan. The Framework states its purpose on pages 2-3:

"The purpose of the Growth Management Framework is to:

1. *Identify common goals, principles, and tools that will lead to more coordinated planning and promote a collaborative approach to developing solutions to growth issues.*
2. *Be consistent with City plans for growth by modifying the growth projections in response to City feedback.*
3. *Protect farm, forest, and resource lands throughout the County by considering the existing growth capacity of each community, fostering the efficient use of land, and evaluating urban growth boundary expansion needs.*
4. *Maintain physical separation of communities by limiting urbanization of farm and forest lands between cities.*
5. *Maintain community identity by encouraging each community to decide how it should grow and by promoting City decision-making control.*
6. *Support a balance of jobs and housing opportunities for communities and areas throughout the county that contribute to the needs of regional and City economies.*
7. *Provide transportation corridors and options that connect and improve accessibility and mobility for residents along with the movement of goods and services throughout the county.*

The Urban Growth Management Framework is a coordination planning strategy that provides a guide cities may follow when considering urban expansion needs and decisions in response to growth issues. The Framework identifies the areas of interest for the County regarding urbanization and possible measures in the form of coordination guidelines, that cities may choose to pursue to accommodate efficient growth. Within the context of the Framework, coordination guidelines are defined as being 'flexible directions or measures that may be utilized to address specific policy statements.'

The Framework is intended to provide direction and assistance for the cities through a checklist of factors for consideration in making decisions regarding the impacts of growth. The decision as to how to use the Framework and which guidelines may be important and applicable, is up to the cities. The County recognizes there may be several ways to approach and resolve an issue and the Framework provides flexibility for the cities in coordinating planning efforts with the County."

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Marion County Coordination Goals and Policies

Goal

C1. ***To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Woodburn, including population allocations, amendments to acknowledged comprehensive plans and transportation system plans, and achievement of a compact urban growth form, as required by Statewide Planning Goals 2 (Land Use Planning and Coordination), 12 (Transportation) and 14 (Urbanization.)***

Policies

C1.1 *Marion County Framework Plan goals, policies and guidelines will be considered when the City considers plan amendments that require Marion County concurrence.*

C1.2 *The City of Woodburn shall have primary responsibility to plan for community growth within its Urban Growth Boundary, and recognizes its responsibility to coordinate with Marion County to ensure the efficient use of urbanizable land within the Woodburn UGB.*

D. Residential Land Development and Housing

The 2003 Woodburn Housing Needs Analysis forecasted future housing need by type and density. The City is committed to maintaining a 20-year supply of buildable land to meet identified housing needs.

Residential Plan Designations

High Density Residential Lands ~~*(≥ 12 Units per acre)*~~

~~High density residential lands present a conflict in two ways. First of all, as they are residential they must be protected from encroaching commercial and industrial uses or other uses which would be detrimental to any residential use. Also, because they generate more traffic per acre than low density residential uses, they must be located closer to collector and arterial streets.~~ Most ~~of~~ *High Density Residential areas* ~~these~~ are located adjacent to an arterial or collector street or at the intersection of major streets. Care should be taken in developing these areas to ensure that good transportation flow is accommodated and that on-site recreational uses are provided to some extent to alleviate some of the problems caused by living in high density areas. *High Density Residential*

lands are also appropriate in designated Nodal Development areas and near employment centers.

Low Density Residential Lands ~~(< 12 units per acre)~~

Low density residential areas are the most sensitive land use and must be intensively protected. In general they are not compatible with commercial and industrial uses and some type of buffering technique must be used to protect them. Also, arterials and other transportation corridors can severely affect the usefulness of low density residential areas. In general, low density residential areas have been located according to existing patterns of development and in areas which are protected from high traffic flows and commercial and industrial uses. When greenways are used as buffers between other land uses and low density residential areas it is extremely important to maintain the visual and physical separation that the greenway provides. *Small lot single family residential development is appropriate in Nodal Development areas and may be allowed in Medium Density Residential areas. Small lot senior housing is encouraged adjacent to existing senior housing areas.*

Public Use

In addition to the four major types of land uses, lands for public use are shown. These are lands which are used or intended for governmental units including lands which are currently owned by the City or School District. Future acquisition sites are not indicated, however, as this may tend to affect the price the public would have to pay. *In most cases, residential land is acquired for park and school use; for this reason, the Public Use category is considered as a "Residential Land Use".* As the location of these sites depends a great deal on price and availability, the City and School District will have to make the decisions at the time the acquisition is needed as to the best location.

Residential Land Use Goals and Policies

Policies

D-1. Residential areas should be designed around a neighborhood concept. Neighborhoods should be an identifiable unit bounded by arterials, non-residential uses, or natural features of the terrain. The neighborhood should provide a focus and identity within the community and should have a community facility, such as a school, park, or privately owned community facility to allow for interaction within the neighborhood.

D-2. Living Environment - Developments in residential area be constructed in such a way that they will not seriously deteriorate over time. Zoning ordinances should be strictly enforced to prevent encroachment of

degrading non-residential uses. Construction standards in the State Building Code shall be vigorously enforced. **Woodburn is committed to adopting a housing code to improve the housing stock in the community.** ~~, and if necessary, additional City determines should be imposed to ensure non-degrading housing units, should be encourage by the City.~~

D-3. Development should promote, through the use of moderate density standards and creative design, a feeling of openness and spaciousness with sufficient landscaped area and open space to create a pleasant living environment. *Higher density areas should be located near jobs, shopping and/or potential transit services.*

D-4. Streets in residential areas should be used by residents for access to collectors and arterials. Residential streets should be designed to minimize their use for through traffic, however, whenever possible dead-end streets and cul-de-sacs should be avoided.

D-5. Residential developments should strive for creative design which will maximize the inherent values of the land being developed and encourage slow moving traffic. Each residential development should provide for landscaping and tree planting to enhance the livability and aesthetics of the neighborhood.

D-6. *Except in areas intended for mixed use,* non-residential uses should be prevented from locating in residential neighborhoods. Existing non-conforming uses should be phased out as soon as possible.

D-7. Home occupations and combination business and home should be allowed **only** if the residential character is unaffected by the use. In the case of home occupations, these can be allowed through the zoning ordinances.

D-8. High traffic generating non-residential uses should not be located in such a manner as to increase traffic flows on residential streets or residential collectors. *However, designated neighborhood commercial centers in Nodal Development areas are exempt from this policy.*

D-9. Industrial and commercial uses which locate adjacent to residential areas should buffer their use by screening and design control, and should be controlled with sufficient setback so as their location will not adversely affect the residential areas.

D-10. High density residential areas should be located so as to minimize the possible deleterious effects on adjacent low density residential developments. When high density and low density areas abut, density

should decrease in those areas immediately adjacent to low density residential land. Whenever possible, buffering should be practiced by such means as landscaping, sight-obscuring fences and hedges, and increased setbacks. *This policy does not apply in Nodal Development areas.*

D-11. Traffic from high density residential areas should have *direct* access to collector or arterial streets without *having to utilize local residential streets to reach shopping and job centers.* ~~going through other residential areas.~~

Housing Goals and Policies

Goal

D2. The housing goal of the City is to ensure that adequate housing for all sectors of the community is provided.

Policies

D2-1. The City will ensure that sufficient land is made available to accommodate the growth of the City, *consistent with the 2003 Housing Needs Analysis*. This requires that sufficient land for both high density and low density residential developments is provided within the confines of the growth and development goals of the City. It is the policy of the City to assist and encourage property owners, whenever possible, to rehabilitate and renew the older housing in the City.

D2-2. It is the policy of the City to encourage a variety of housing types to accommodate the demands of the local housing market. *In Woodburn, the following needed housing types shall be allowed, subject to clear and objective design standards, in the following zoning districts:*

Policy Table 2: Needed Housing Types and Implementing Zoning Districts

Needed Housing Type	***Implementing Zoning District(s)***
Single Family Detached Residential	***RS*** *Single Family Residential* ***RS1*** *Retirement Community SFR* ***RSN*** *Nodal Development SFR*
Manufactured Dwellings On Individual Lots In Parks	***RS*** *Single Family Residential* ***RS1*** *Retirement Community SFR* ***RM*** *Medium Density Residential*
Attached Single Family Residential (Row Houses)	***RMN*** *Nodal Residential*
Duplexes On Corner Lots Generally	***RS*** *Single Family Residential* ***RM*** *Medium Density Residential*
Multi-Family Generally Above Commercial	***RM*** *Medium Density Residential* ***RMN*** *Nodal Residential* ***DDC*** *Downtown Development and Conservation* ***NNC*** *Nodal Neighborhood Commercial*
Government Assisted Housing* ***Farm Worker Housing**** ***Rental Housing****	*These "housing types" are based on financing or tenure, and are not regulated by the City. If the housing type (e.g., single family, manufactured dwelling, attached single family, duplex, or multi-family) is allowed in the underlying zoning district, these "housing types" are allowed subject to applicable design standards.*

**** Note that the City regulates housing development to ensure quality construction and design, but does not regulate based on tenure.***

D2-3. To ensure the new concepts in housing are not restricted unduly by ordinances, the City shall periodically review its ordinances for applicability to the current trends in the housing market. *The R1S District is an example of Woodburn's efforts to providing affordable housing for seniors, by allowing single-family homes on lots as small as 3,600 square feet.*

D2-4. To provide for the persons living in the community of a lower income, the City will accept its regional share of low income housing. This policy is not intended to provide an overabundance of low income housing which would encourage undue migration of low income persons.

D2-5. To provide for needed housing close to neighborhood shopping with a pedestrian orientation, Woodburn shall adopt a new Nodal Development Overlay. This overlay designation shall apply in Southwest Woodburn as shown on the Woodburn Comprehensive Plan Map. Special design standards shall ensure a pedestrian orientation and compatibility between the residential and commercial uses.

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D2-6. *Woodburn is committed to providing affordable homeownership opportunities to its citizens. For this reason, Woodburn zoning regulations will allow rowhouses (attached single-family homes) and detached single-family homes on smaller lots (4,000 sq. ft. minimums) within Nodal Development areas.*

D2-7. *Woodburn shall amend existing zoning districts to implement the Nodal Development concept to allow:*
(a) Increased density in the RM Medium Density Residential District;
(b) Rowhouses with alley access and front porches in the RM Medium Density Residential District; and
(c) Small-lot single family homes with alley access and front porches in the RS Single Family District.

E. Industrial Land Development and Employment

The 2002 Woodburn Economic Opportunities Analysis (EOA) and Economic Development Strategy provide the basis and policy direction for Woodburn's economic development efforts. Generally, Woodburn is committed to providing the infrastructure and land base necessary to attract higher-paying, non-polluting jobs. This change is necessary to reverse recent trends that saw Woodburn becoming a bedroom community, with residents commuting to the Portland and Salem areas for employment. For Woodburn to be competitive, it must make the most of its key comparative advantage – location along the Interstate 5 Corridor. Woodburn is surrounded by agricultural resource land, therefore the City cannot avoid using agricultural land to provide suitable industrial sites. Therefore, in order to meet the City's economic development objectives, several large parcels along the I-5 corridor have been reserved exclusively for industrial use. To ensure that these industrial sites along I-5 are used solely for targeted industrial uses, Woodburn has adopted stringent policies to prevent the re-designation of industrial sites in the Southwest Industrial Overlay (SWIO) to commercial or residential uses. In addition, large minimum parcel sizes will ensure needed large industrial sites are preserved.

Industrial Land Designations

Location of industrial lands poses more of a problem than any other use in urban areas. They are essential for the City, and in Woodburn's case, must be expanded to accommodate future needs. In general, this type of land use requires good transportation access, served preferably, but not necessarily, by both railroad and highway. *Reserving industrial sites with direct access to Interstate 5 is critical to the City's economic development efforts. Generally, industrial land* ~~It~~ should not be located adjacent to residential areas without some type of buffering use in between the industrial use and the residential areas; either green space or a major road or other similar buffer. There are five areas which have been established for industrial use in Woodburn. They meet all of the above criteria. They are:

1. In the southeast quadrant of the City;

2. In the northeast quadrant of the City; the Woodburn Industrial Park and surrounding development;
3. The area between North Front Street and Mill Creek, north of the Woodburn High School;
4. The southwest quadrant of the Interstate-5 interchange area, *which shall be expanded as a result of the 2003 plan amendment process.*
5. The Downtown area.

Each of these areas serve a different purpose in the City's long-range industrial development plans. The majority of the development in the Southeast Industrial area is either in the City limits or closely adjacent to it. The majority of land in this Southeast area is being used for spray irrigation of industrial wastes from the food processing plant. As it has been zoned industrial in the County for some time, the City proposed, and the County agreed, that it would be best to have this area in the Urban Growth Boundary so future expansion of the food processing facility on the industrial land would be controlled and regulated by the City. This industrial area could realize additional development.

The Industrial Park area was really the beginning of Woodburn's industrial expansion in the 1970s. It has been very successful and now covers a large amount of land between the Southern Pacific Railroad and Highway 99-E north of State Highway 214. However, ~~as of the writing of this Plan~~ almost all of the developable land has either been sold to industries which intend to locate in Woodburn or is under development. ~~The remaining vacant land in the Woodburn Industrial Park is committed to development.~~ It is expected that full build-out will be realized *within the next several years.* ~~the years 2000-2003.~~

The industrial area on North Front Street north of the Woodburn High School was selected because of several reasons. First of all, it is close to State Highway 214 and therefore has good highway access. Secondly, a spur line from the Southern Pacific Railroad could be developed to serve industries locating in this area. Thirdly, an excellent buffer exists in the Mill Creek area to buffer the industrial uses from the adjacent residential uses. I t should be pointed out, however, that industrial uses should not be located in or near the floodplain and extensive screening must be employed by industrial uses.

The fourth industrial area, the southwest quadrant of the interchange was selected because it is an excellent site for *target* industries *identified in the Economic Opportunities Analysis.* ~~such as electronic industries. It should be noted that n~~ *N*ot all industries desire to locate on railroads. Indeed some cannot because vibration from t he r ailroad u psets s ensitive i nstruments used in some industrial processes. *The key locational factor desired by targeted industries identified in the EOA is access to, and visibility from, Interstate 5.* Therefore, the industrial area a long Interstate-5 p rovides *t he p rimary l ocation f or t argeted i ndustries* ~~a n alternative for those industries to locate~~ in Woodburn. It also affords excellent

visibility for industries which wish to maintain good visibility and high corporate image.

The fifth Industrial area is the Downtown area. This area is the old downtown industrial center. It is the first and the original Industrial area in Woodburn. This Industrial area is located along the S.P.R.R. in Downtown Woodburn. The railroad was utilized for transportation. This sector has historical significance when considering the path Woodburn has taken. This Industrial area can realize additional development and possible redevelopment.

It should be noted that of the five industrial areas in Woodburn, only two, the North Front Street area and the Interstate 5 area are available for future large-scale industrial expansion.

Industrial Development Goals and Policies

Goal

D1. ***Woodburn shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy of the State), the recommendations of the 2002 Woodburn Economic Opportunities Analysis and the Woodburn Economic Development Strategy.***

Policies

D1-1 It is the policy of the City to provide for developments that, whenever possible, will allow residents of the City of Woodburn to work in Woodburn and not have to seek employment in other areas. To accomplish this the City should encourage that there be a healthy job market within the City and enough industrial land is available for industrial growth to accommodate the residential growth expected in the City.

D1-2. Industrial land should be located ~~so~~ *to take advantage of* ~~as to ensure that~~ *Interstate 5 access or* ~~road transportation and~~ ~~secondarily,~~ rail transportation *that* is available to the industrial areas.

D1-3. *To minimize impacts on Marion County's agricultural land base, Class I agricultural soils shall be preserved outside the UGB. At the same time, it is important* ~~It is essential~~ that industrial lands be located in *relatively flat* areas, which have *suitable* ~~good~~ soils and *that* are free from flooding dangers.

D1-4. Industrial areas which are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones so as to minimize the impact of industrial uses.

D1-5. Industries which, through their operating nature, would contribute *significantly* to a deterioration of the environmental quality of air, land, or water resources of the City should be forbidden to locate within the City limits.

D1-6. The industrial park concept is one which the City deems is the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design. *Master planning of industrial areas shall be required prior to annexation of industrial land to the City. Master plans shall reserve parcels of sufficient size to meet the needs of targeted industries identified in the EOA.*

D1-7. Industries located in areas which are presently non-conforming shall be encouraged to find other areas to locate.

D1-8. Industrial lands ~~should~~ *shall* be protected from encroachment by commercial or other uses which will either increase the price of industrial land or cause traffic generation which will interfere with the normal industrial practices.

D1-9. The industries attracted and encouraged by the City to locate in Woodburn should generate jobs that would upgrade the skills of the local labor pool.

Goal

D2. ***Woodburn shall reserve suitable sites in the Southwest Industrial Area for targeted industrial firms, as directed by the 2002 Woodburn Economic Opportunities Analysis.***

Policies

D2-1. Woodburn shall designate industrial land near Interstate 5 with a SWIO (Southwest Industrial Overlay) designation. Land within this designation shall be reserved exclusively for industrial uses identified in the EOA, and shall not be converted to another commercial or residential plan designation.

D2-2. A master development plan shall be approved by the City Council prior to annexation to the City. The master plan shall show how streets, sanitary sewer, water and stormwater services will be sized and located

to serve the entire SWIO area. The master plan shall show how arterial, collector and local street access will be provided to each lot if land division is proposed. The proposed master plan shall be referred to Marion County for comment prior to consideration by the City Council.

D2-3. This SWIO master plan shall demonstrate how sites with the size and access characteristics identified in the EOA will be maintained, consistent with Policy Table 3, below:

Policy Table 3: Site Sizes That Must be Maintained on Specific Parcels Through the Master Planning Process

Tax Lot Number(s)	***Buildable Site Acres***	***Retained Site Size***	***Land Division Permitted?***
West of Interstate 5			
52W11 Tax Lot 300	*91*	*1 @ 25* *1 @ 10* *2 @ 5*	*Yes, with Master Plan approval*
Eastern portions of 52W14 Tax Lots 400 and 500	*70*	*1 @ 70 acres** *Reserved for Firm ≥ 200 employees*	*No*
	19	*1 @ 19*	*No (Access from TL 300 required)*
52W14 Tax Lot 200	*9*	*1 @ 9*	*No*
52W14 Tax Lot 600	*13*	*1 @ 13*	*No*
West of I-5 Tax Lots	***204***	***See above***	***See above***
East of Interstate 5			
52W13 Tax Lot 1100, 52W14 Tax Lots 1500 and 1600[1]	*100*	*1 @ 100 acres*[2] *Reserved for Firm ≥ 300 employees*	*No, ROW dedication*
52W14 Tax Lot 800	*44*	*1 @ 15* *1 @ 10*	*Yes, with Master Plan approval; ROW dedication required*
52W14 Tax Lot 900	*36*	*1 @ 10* *1 @ 25*	*Yes, with Master Plan approval; ROW dedication required*
52W14 Tax Lot 1000	*9*	*1 @ 9*	*No*
52W14 Tax Lot 1100	*20*	*1 @ 20*	*No*
East of I-5 Tax Lots	***209***	***See above***	***No***

[1] *Note: Southern portions of Tax Lots 400 and 500 are considered one 70-acre site; neither parcel may be developed as a separate unit. The entire 70-acre site must be reserved for a single industrial user.*

[2] *Note: Tax Lots 1100, 1500 and 1600 are considered one 100-acre site; none of these parcels may be developed individually. ROW dedication will be required from Tax Lot 1500 to allow adequate spacing between intersection of Parr Road and Butteville Road, near I-5 Overpass.*

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Marion County Economic Coordination Goals and Policies

Goal

Marion County's economic development goals address the importance of maintaining a diverse employment base with living wage jobs. The goals include:

D3. ***Encourage diversity and balance of job types (e.g., service and industry jobs); promote economic opportunity for all segments of society; encourage a sustainable local and regional economy; and tailor economic development to the unique assets and needs of the county and the City of Woodburn.***

Policies

D3-1. *Consistent with Marion County Framework Plan policies, the City of Woodburn has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:*

(a) Inventories lands suitable for employment use by parcel size;
(b) Calculates the capacity for jobs in existing Commercial and Industrial plan designations;
(c) Forecasts future employment by sector;
(d) Identifies industries that are likely to locate in Woodburn;
(e) Determines the siting needs of targeted industries;
(f) Determines whether there are existing sites within the UGB that meet site suitability criteria and are not needed for other land uses; and
(g) Identify sites outside the UGB that meet site suitability criteria of there are inadequate sites within the UGB.

D3-2 *Expand the Woodburn UGB to meet identified industrial siting needs in the 2002 Woodburn EOA, consistent with the Statewide Planning Goals and other County guidelines adopted as part of this section.*

D3-3 *Review plans and implementing ordinances to ensure an adequate supply of suitable sites to meet the needs of targeted industries, as required by ORS 197.212 et. seq.*

D3-4. *Work with Marion County, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.*

F. Commercial Land Development and Employment

Commercial Land Designations

Commercial lands also pose difficulty in deciding their proper location because of the high traffic which is generated by commercial uses and the necessity for good transportation facilities improvements. They also can impact quite severely on adjacent residential uses and this must be considered in their location, and especially in their zoning. The commercial areas of the City should be aimed to develop at higher densities instead of a sprawling type development. There are basically *five* ~~four~~ major commercial areas in Woodburn, and they should serve the City for the foreseeable future.

The first commercial area which the City developed was the downtown. It is located on both sides of a railroad track and despite problems in the recent past, it has remained an essential part of the City's economy. It is in a transitional stage at present as it no longer serves as the center of retailing for Woodburn. *However, Downtown Woodburn has experienced a renaissance of new investment from the Latino community. Downtown Woodburn is becoming known throughout the state for its authentic Mexican cultural amenities, shops and restaurants. Although some buildings suffer* ~~It presently suffers~~ from a lack of maintenance and outmoded buildings, *some have been* ~~. These need to be~~ remodeled and updated *to* ~~so it can~~ provide a greater share of Woodburn's services in the future.

The second large commercial area which has developed in the City is the commercial strip along Highway 99E. The strip zoning along 99E has caused many problems in the City of Woodburn. This is because this type of development is the least efficient use of commercial land and highway frontage. *Woodburn will work with property owners towards* ~~While there is little which can be done with the areas which have already been developed, some of this will be~~ redeveloping *this area* in the future. *By limiting the supply of vacant "green field" commercial land within the UGB, redevelopment of underutilized strip commercial lands is more likely to occur.* ~~, especially north of Lincoln Street.~~ Access control policies shall be observed when street improvements occur.

The third large area of commercial development in the City is the Interstate-5 Interchange. This contains one small shopping center, a large retail use (Wal-Mart), *a developing outlet mall,* ~~already~~ and ~~a~~ *other* ~~large amount of~~ highway related uses. In general, commercial uses on the west side of the freeway should be limited to highway related interchange type uses, while on the east side, a more general commercial nature should be encouraged. There are approximately 60 acres available for development located southwest of Evergreen Road. This land should be developed as a large integrated shopping center when Woodburn's population justifies it. *Access control in the I-5 interchange area is extremely important, because traffic congestion is the limiting factor for growth west of the freeway. This issue is addressed extensively in the 2004 Woodburn Transportation Systems Plan.*

The fourth commercial area is the *Highway* 214/211/99E "Four Corners" intersection. This area has become an important commercial district within the City. This "Four Corners" area serves as a more local retail service center. This commercial district could realize more development in the future. In this area development should be intensified so as to not create another commercial strip development.

The fifth commercial center serves the Nodal Development Overlay area near Parr Road, east of I-5. A 10-acre site has been reserved for neighborhood commercial uses that will serve the higher density, nodal residential development within walking distance (generally one-half mile or less) of the center. The center will be designed with a pedestrian focus, with limited parking. The City shall adopt a new NNC (Nodal Neighborhood Commercial) District to implement this concept.

In addition to these *five* ~~four~~ major areas there are *three* ~~two~~ other minor commercial areas, *two* ~~both~~ of which are set aside for office uses. One at the S-Curve near Cascade Drive and State Highway 214 and one at the northwest quadrant of the intersection of Settlemier Avenue and State Highway 214. To minimize the impact along State Highway 214 only low traffic generating uses such as offices and other service centers should be located. **Large** retail uses are not consistent with the overall plan concept for these two areas**, although neighborhood-serving retail uses such as delicatessens and coffee shops are allowed**. *The third small commercial area will be located along Boones Ferry Road, just north of a tributary to Mill Creek, near the northern edge of the UGB. This 2-acre area will serve the day-to-day retail and service needs of recent and planned residential development in the North Boones Ferry Road area.*

Commercial Lands Goals and Policies

During the 1990s, Woodburn experienced large-scale commercial growth near Interstate 5. Although commercial development has provided jobs for many Woodburn residents, this growth has contributed to congestion at the I-5/Highway 214 Interchange, which has constrained the City's ability to attract basic industrial employment that requires I-5 access. Therefore, Woodburn should discourage additional land for "big box" or large-scale auto-dependent commercial development. Woodburn will encourage infill and redevelopment of existing commercial sites, and will encourage neighborhood-serving commercial developments in Nodal Development areas.

Goal

F1 ***Encourage infill and redevelopment of existing commercial areas within the community, as well as nodal neighborhood centers, to meet future commercial development needs.***

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Policies

F1-1. The City should at all times have sufficient land to accommodate the retail needs of the City and the surrounding market area *while encouraging commercial infill and redevelopment.* The City presently has *five* ~~four~~ major commercial areas: 99E, 1-5 Interchange, the downtown area, *the Parr Road Nodal Commercial area,* and the 214/211/99E four corners intersection area. No new areas should be established.

F1-2. Lands for high traffic generating uses (shopping centers, malls, restaurants, etc.) should be located on well improved arterials. The uses should provide the necessary traffic control devices needed to ameliorate their impact on the arterial streets.

F1-3. Strip zoning should be discouraged as a most unproductive form of commercial land development. Strip zoning is characterized by the use of small parcels of less than one acre, with lot depths of less than 150 feet and parcels containing multiple driveway access points. Whenever possible, the City should encourage or require commercial developments which are designed to allow pedestrians to shop without relying on the private automobile to go from shop to shop. Therefore, acreage site lots should be encouraged to develop "mall type" developments that allow a one stop and shop opportunity. Commercial developments or commercial development patterns which require the use of the private automobile shall be discouraged.

F1-4. Architectural design of commercial areas should be attractive with a spacious feeling and enough landscaping to reduce the visual impact of large expanses of asphalt parking areas. *Nodal commercial areas should be neighborhood and pedestrian oriented, with parking to the rear or side of commercial buildings, and with pedestrian connections to neighboring residential areas.*

F1-5. It would be of benefit to the entire City to have Woodburn's Downtown Design and Conservation District an active, healthy commercial area. Downtown redevelopment should be emphasized and the City should encourage property owners to form a local improvement district to help finance downtown improvements. **Urban renewal funds may also be used to fund planned improvements.**

F1-6. Commercial office and other low traffic generating commercial retail uses can be located on collectors or in close proximity to residential areas if care in architecture and site planning is exercised. The City should ensure by proper regulations that any commercial uses located

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close to residential areas have the proper architectural and landscaping buffer zones.

F1-7. The Downtown Goals and Policies are included in Section K of the Plan and are intended as general guidelines to help the City and its residents reshape the downtown into a vital part of the community. Generally, development goals are broken into four categories, short term goals, intermediate term goals, long term goals, and continual goals. Whenever development is proposed within the CBD these goals should be reviewed and applied as necessary so as to maintain balance and uniformity over time. *Although not part of the Downtown Plan or Woodburn Comprehensive Plan, Urban Renewal funding can help to realize the goals and policies embodied in these land use plans.*

F1-8. Ensure that existing commercial sites are used efficiently. Consider the potential for redevelopment of existing commercial sites and modifications to zoning regulations that intensify development to attract new investment.

F1-9. Adopt a new NNC (Nodal Neighborhood Commercial) District, to be applied in two Nodal Development Overlays:
(a) Near the intersection of Parr Road and the Evergreen Road extension (approximately 10 acres); and
(b) At the north boundary of the UGB along Boones Ferry Road, north of the Mill Creek tributary (2-5 acres).

G. Growth Management and Annexation

Growth Management

~~The proceeding chapter has dealt extensively with growth management. For the City to accomplish its goals it is essential that an ordinance be developed which will act as a standby to give the City a legal basis for stimulating or slowing down growth in accordance to its plans. The City's past experience with the Petaluma type ordinance which establishes a quality point system in allocating a limited number of building permits has been satisfactory, however, as this is an ever-changing field, there is no doubt that many new techniques will be developed in the future. The City should continue to investigate any alternative courses of action for growth management. In addition to the three mainstays of implementation, there are several types of implementation which should be reviewed and implemented by the City at a future date.~~

Woodburn has learned from both its successes and mistakes during the last 20 years since the Woodburn Comprehensive Plan was first acknowledged in 1982. Woodburn has used the annexation process effectively to ensure that new development has adequate levels of public facilities and services. Woodburn has

provided relatively affordable housing during a period of rapid growth. Most importantly, Woodburn is proud of its ability to accommodate new residents from diverse economic, social and ethnic backgrounds.

As part of its 2002-03 planning process, Woodburn has incorporated growth management measures to increase efficiency of land use and improved livability, Woodburn is committed to:

- *Reserving land near Interstate 5 for basic employment, rather than freeway oriented commercial development. Woodburn has adopted stringent master planning standards for Industrial development, that ensure efficient land use and retention of scarce industrial sites in the Southwest Woodburn Industrial Overlay (SWIO) area.*
- *Integrating its stream corridors and wetlands into the design of neighborhoods and commercial developments. Accordingly, Woodburn has inventoried its locally significant wetlands and riparian corridors, and protected them from conflicting use by applying the "safe harbor provisions" of the Goal 5 rule.*
- *Using the master planning process as a pre-condition to annexation or development in Nodal Overlay and SWIO areas, to ensure that land is used more wisely and more efficiently.*

Finally, Woodburn is committed to working closely with Marion County in joint efforts to manage growth within and immediately adjacent to the Woodburn UGB. T owards this end, Woodburn h as incorporated important goals, policies and guidelines found in the Marion County Urban Growth Management Framework. In particular, Woodburn (as part of the 2003 code update process) has:

- *Zoned land to provide the opportunity for housing to develop at over 10 units per net buildable acre (8 units per gross acre) under clear and objective standards;*
- *Made substantial amendments to the Woodburn Development Ordinance, as discussed in Section D, Housing; and*
- *Adopted minimum density standards that ensure that actual development occurs at 80% or more of the allowable density in each of its residential zoning districts.*

Growth Management Goals *and Policies*

G1. The City's goal is to *manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.* ~~to grow to a population of approximately 26,000 *35,000* by the year 2020. This growth shall be orderly and accompanied by the necessary public services. The growth should be balanced in residential, industrial, and retail sectors of the City. The growth shall not add any additional burdens on the City's taxpayers.~~

Policies

G1-1. Woodburn will ~~The goal is to~~ assure that all expansion areas of the City are served by public facilities and services with adequate capacity. ~~Woodburn is a City that strives to provide a consistent level of quality public services and facilities to all parts of the City. As the City grows, new development must support and maintain the services and facilities that equal or exceed those in the remainder of the community.~~ Consideration of proposals that are in variance with City capacity standards and facility master plans shall require findings of appropriate mitigating measures by the Public Works Department. Other public service providers such as the School District and Fire District also address capacity considerations.

~~G-2. The goal is to achieve and maintain City boundaries that support the efficient delivery of public services. The urban growth boundary of the City defines the limits of urban development and urban services. In defining the urban service are, the City limits shape the pattern of police patrols, park service areas and the neighborhood residents identify with. The Urban Growth Boundary identifies the ultimate area and shape of the City in the foreseeable future. In order to achieve the efficient delivery of facilities and services, the City must not sprawl as it grows. Rather the City wants to take a pro-active approach and manage growth so that the benefits of a well designed community are achieved.~~

~~G4. The goal is to limit the amount of vacant land within the City in order to enjoy the benefits of an orderly development pattern, that reduces the rate that farm land is converted to urban use and the optimum use of public service and utility capacity. There are multiple benefits to the community from managing the amount and location of land available for residential use.~~

~~(a) Quantitative advantages include more efficient utilization of existing facilities and services that accrue because the amount of by-passed, undeveloped land is reduced. The result includes a more orderly transition in the conversion of farmland to urban uses, conserving agricultural resources in the Urban Growth Boundary to the most practical extent. Furthermore, not only is the investment in unused and underused facilities avoided, but also the operation and maintenance costs are reduced due to a more compact development pattern.~~

~~(b) Based on principles of supply and demand, reducing the available supply of residential land slows the rate of~~

~~development which makes it more manageable. With fewer properties available to develop, the value of existing development and property available to development will increase. With an estimated 16 *20* year inventory of vacant single-family residential land within the City the immediate prospect of increased land costs does not materially detract from the potential benefits of the goal. The land resources within the Urban Growth Boundary define the land available for urbanization. It is prudent for the City to manage the conversion of this area to urban use in a step-wise fashion that recognizes benefits of efficient service and facility delivery and a cohesive pattern of community development and identity.~~

(c) ~~Equally important is the sense of identity and bonding that occurs as a City grows that make a community. A City that is built up in a cohesive pattern as it grows avoids the adverse affects of sprawl and leap from development.~~

G1-2. *Woodburn will encourage* ~~The goal is to achieve~~ the optimum use of the residential land inventory by ~~. Managing the geographic expansion of the City~~ *providing* ~~es an~~ *opportunities* ~~to initiate the objective of encouraging the inclusion of residential enclaves and the development of~~ *for* infill lots, ~~as a higher priority than land on the fringes of the City limits. Annexation provides a point to introduce this concept to the City by applying it to new territory added to the City.~~

~~(a) Another concept is to~~ intensifying development along transit corridors, *and* ~~due to enhanced accessibility. Increased density may be considered along transit corridors through application of clustering density in PUDs and from more intensive zoning classifications.,~~

~~(b)Annexation provides an opportunity to introduce these concepts into the area by starting with consideration of the requirement in newly annexed areas. The~~ application of minimum densities. ~~will be based on target densities that consider transit service, need and community scale. Target density standards will be established based on specific proposals. In so doing, the City will promote a wider range of living environments and better serve the needs of a diverse population.~~

G1-3. The *City shall provide* ~~goal is to further the incremental extension of~~ an interconnected street system to ~~. An interconnected street system~~ improve the efficiency of movement by providing direct linkages between origins and destinations. ~~It also creates alternative routes. Such a system creates stronger ties among activity centers and makes the development of passed over land~~

~~more attractive. It is common in most communities that streets in new development are "stubbed." This means a dead end street until the stub is potentially connected by a future phase of development. Annexations provide opportunities to emphasize the ultimate extension and completion of streets. The potential benefit is improved connectivity in the street pattern as the City develops.~~

G1-4. *The City shall* ~~It is the goal to~~ assure the provision of major streets as shown in the Transportation Systems Plan. ~~The TSP lays out the arterial and collector street extensions and improvements necessary to support approximately a doubling of the population within the City. Due to limitations on the responsibility that developers must exercise regarding offsite transportation impacts,~~ The City shall hold development accountable for major streets within and abutting the development. In addition, the policy of the City is to emphasize development outward in successive steps and phases that avoid unnecessary gaps in the development and improvement of the major streets.

~~G8. The goal is to provide opportunities to fulfill community needs identified by the Council. From time to time the site for a facility to service the community is identified at the edge the City. The City Council shall hold a public hearing on such proposals prior to accepting an annexation application to determine that such facilities are of a community wide scope and that a perimeter location is appropriate.~~

G1-5. The ~~goal is to reflect the~~ City's *policy is to consider the* ~~development objectives included in the CIP. The~~ Capital Improvement Program (CIP) *when investing* ~~is the City's process of guiding public investment. Such investment of~~ public funds *or* ~~also serve to~~ leveraging private investment. ~~that coincide with the City's priorities. In order to leverage the greatest benefit from public projects, special consideration will be considered for compatible and mutually supportive private projects.~~

G1-6. The City shall ~~goal is to~~ encourage ~~the~~ high standards of design and flexibility that are enabled by the PUD zone. ~~The Planned Unit Development (PUD) is a planning and design technique that provides greater flexibility in design than is allowed in the application of other techniques, such as the standard subdivision process. The benefits of the PUD techniques include allowing development with mixed uses, housing that is sited based on density with compensating open space, and control of architectural review and common land ownership and management. Consequently, it provides greater opportunities for creative~~

~~solutions and diversity than the application of traditional ordinance requirements.~~

G1-7. The City's policy ~~goal~~ is to accommodate industrial and commercial growth *consistent with the 2001 Woodburn Economic Opportunties Analysis (EOA).* ~~that provides local employment but does not require special community financial incentives. It is clear that local industrial and commercial development will provide local employment. Such local jobs provide opportunities for local residents and for employees attracted to the Woodburn area. To benefit the community, not only must the development create jobs but is must also operate within the capacity of the City's infrastructure. The City is unwilling to absorb the costs of accommodating new employment that require special financial involvement from the City.~~

G1-8. Woodburn's policy ~~The goal~~ is to diversify the local economy. Woodburn seeks to diversify the local economy so that the community will prosper and can weather swings in the business cycle, seasonal fluctuations, and other economic variables. The intent is to provide a broad spectrum of commercial and industrial enterprises. The variety of enterprises will not only provide insulation from negative business factors but a choice in employment opportunities that in turn allows for the diversification in income types.

~~Urbanization and Coordination Policies~~

G1-9. To ensure the growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected rate of growth. The extensions of the existing public services should be in accordance with the master plans in this Comprehensive Plan.

G1-10. ~~To ensure that the City's growth does not exceed its ability to provide public services, the City shall adopt a growth control ordinance, similar to the Limited Growth Ordinance now in effect. When and if the growth control is used, the City shall reexamine the public facilities plan and determine at that time if it is in the public interest to expand facilities to accommodate the additional growth.~~

Woodburn will ensure that land is efficiently used within the UGB by requiring master development plans for land within Nodal Overlay or Industrial Overlay designations. Master plans shall address street connectivity and access, efficient provision of public

facilities, and retention of large parcels for their intended purpose(s).

G1-11. The City *shall pay for* ~~'s~~ public facilities ~~now being built are to be paid for by the~~ *with* system development charges from ~~the~~ anticipated growth. ~~To ensure that the City's growth does not fall short of the expected growth rate, the City would only take necessary measures to stimulate growth under extreme circumstances.~~

G1-12. The County shall retain responsibility for regulating land use on lands within the urban growth area until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered to be available, over time, for urban development.

G1-13. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. The City shall respond within twenty days, unless the City requests and the County grants an extension.

~~G1-14. Upon receipt of an annexation request or the initiation of annexation proceedings by the City, the City shall forward information regarding the request (including any proposed zone change) to the County for comments and recommendations. The County shall have twenty days to respond unless they request and the City allows additional time to submit comments before the City makes a decision on the annexation proposal.~~

G1-14. All land use actions within the urban growth area and outside the City limits shall be consistent with the City's Comprehensive Plan and the County's land use regulations.

G1-15. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the City's Comprehensive Plan which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.

G1-16. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.

G1-17. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The County shall not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.

G1-18. Conversion of land within the boundary to urban uses shall be based on a consideration of:

a. Orderly, economic provision for public facilities and services;
b. Availability of sufficient land for the various uses to ensure choices in the market place;
c. LCDC Goals;
d. Further development of vacant and under utilized residential land within the City's buildable land inventory before annexing additional territory for conversion to residential use at urban densities; and
e. Applicable provisions of the Marion County and City Comprehensive Plans.

G1-19. *Woodburn is committed to working with Marion County to minimize conversion of rural farm and forest lands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve 8 units per gross acre, consistent with the City's housing needs analysis. The efficiency standard represents the average density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, vertical mixed use development and provision for smaller lot sizes and a greater variety of housing types, Woodburn provides the opportunity for the private sector to achieve at least 8 dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.*

G1-20. Woodburn shall apply minimum density standard for new subdivisions and planned unit developments of approximately 80%

of the allowed density in each residential zone, as shown on Policy Table 4, below:

Policy Table 4: Minimum Density Standards for Woodburn's Residential Zoning Districts

Zoning District(s)	***Minimum Density Standard In Dwelling Units Per Net Buildable Acre*** [1]
RS *Single Family Residential* ***RS1*** *Retirement Community SFR* ***RSN*** *Nodal Development SFR*	*5.8 DU/ Net Buildable Acre* *9.6 DU/ Net Buildable Acre* *8.7 DU/ Net Buildable Acre*
RM *Medium Density Residential* *(Multi-Family)* *(MD Park, Duplexes, Small Lot SF)* ***RMN*** *Nodal Residential* *(Multi-Family)* *(Row Houses, Duplexes or Small Lot SF)*	 *12.8 DU/ Net Buildable Acre* *10 DU / Net Buildable Acre* *17.6 DU / Net Buildable Acre* *10 DU / Net Buildable Acre*

[1] *Applies to developments approved through the subdivision and planned development process, and does not include protected natural areas, common open space, public rights-of-way or non-residential uses.*

G1-21. As specified in the Marion County Framework Plan, the County's preliminary employment land use needs for Woodburn will be replaced by the more detailed employment forecasts and site suitability analysis found in the 2001 Woodburn Economic Opportunities Analysis (EOA).

G1-22 Woodburn will consider residential and commercial redevelopment and infill potential for purposes of calculating UGB capacity, prior to expanding the UGB. Woodburn will also constrain the supply of commercial land to encourage redevelopment along Highway 214 west of Interstate 5, and along Highway 99W.

G1-23. Woodburn has identified two areas for mixed-use development -- Downtown Woodburn and the Nodal Development District along Parr Road. The Woodburn Land Needs Assessment includes specific estimates of the number of new housing units and commercial jobs that can be accommodated in these overlay districts.

Annexation Goals and Policies

Goal

G2 The goal is to guide the shape and geographic area of the City within the urban growth boundary so the City limits:
(a) Define a compact service area for the City;

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(b) Reflect a cohesive land area that is all contained within the City; and

(c) Provide the opportunity for growth in keeping with the City's goals and capacity to serve urban development.

Policies

G2-1. ~~The goals is to~~ *Woodburn will* clearly establish the intent of each proposed expansion of the City; to assess the proposal's conformance with the City's plans and facility capacity and to assess its impact on the community prior to deeming an annexation application complete.

G2-2. ~~The goal is~~ *Woodburn will* achieve *more efficient* ~~greater~~ utilization of land within the City by:

(a) Incorporating all of the territory within the City limits that will be of benefit to the City into the City.

(b) Providing the opportunity for the urban in-fill of vacant and under utilized property that is currently unincorporated and surrounded by the City.

(c) Fostering an efficient pattern of urban development in the City, maximizing the use of existing City facilities and services, and balancing the costs of City services among all benefited residents and development by incorporating all territory into the City limits that will be of benefit.

(d) *Requiring master development plans for land within Nodal Overlay or Industrial Overlay designations prior to annexation. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).*

G2-3. ~~The goal is to~~ *Woodburn will* use annexation as a tool to guide:

(a) The direction, shape and pattern of urban development;

(b) Smooth transitions in the physical identity and the development pattern of the community; and

(c) The efficient use and extension of City facilities and services.

~~G17. The goals is to balance residential development with public facilities and services and with other types of land use in order to allow the community to maintain its equilibrium as it assimilates growth.~~

~~G2-1 Annexation policies are extremely important for the City. While it is important that enough land is available to allow for choice in the market place it is also essential to prevent too much land being~~

~~included in the City limits as this leads to inefficient, sprawling development.~~

G2-4. *Until the 2004 TSP update is adopted by the City,* a detailed Transportation Impact Study with Oregon Department of Transportation involvement will be required prior to the approval of Site Plan, Subdivision or Planned Unit Developments for land annexed to the City west of Interstate 5.

(a) A notification period of 45 days will be provided the Department of Transportation to respond to the before mentioned proposal prior to final City action.

(b) The City shall ensure that any necessary improvements to I-5 or State Highway 219 required by the development of such lands are provided for prior to the issuance of building permits. It is recognized that the Department of Transportation and City will work with developers in transportation issues. Further, the Department of Transportation may not be able to fund such improvements.

(c) It is also understood by the affected parties that the proposed 100 acre Light Industrial site south of Highway 219 will be issued no more than two access permits to Highway 219. One of these will be at M.P. 36.2396 (Between Woodland Avenue and M.P. 36.46689).

G2-5. The City of Woodburn shall actively manage the location, timing, type and amount of land added to the City.

~~G4-4 Prior to deeming an annexation application complete, the applicant for an annexation shall participate in a mandatory pre-application meeting with City staff. The purpose of the meeting is to assess conformance with the City's goals, policies, standards and criteria regarding annexation.~~

~~G5-5 A complete annexation petition/application shall be required to include:~~

~~(a) All the territory that will be enclaved by the petition, or~~

~~(b) Document the lack of consent by the enclaved property owners or by the resident electors necessary to include the enclave(s) as part of the consent annexation application.~~

~~G6-6 Annexation applications that do not conform with the annexation criteria and standards may be considered by the Planning Commission, after a public hearing, for an exception. The Commission may grant an exception based on findings of special circumstances and of substantial conformance with the criteria and standards based on mitigating measures. The City Council may review the Commission's action.~~

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H. Transportation

Transportation Goals and Policies

Woodburn is in the process of updating its Transportation System Plan (TSP) in coordination with Marion County, the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). The TSP update is based on the "preferred development scenario" adopted as the basis for the 2003 UGB expansion. The goals and policies listed below may require amendment consistent with the 2004 TSP. A new "Marion County Coordination" subsection is added to ensure coordination with the Goals and Policies of the Marion County Growth Management Framework Plan.

Goal

H1. ***Adopt the Woodburn Transportation Systems Plan (TSP) to e*stablish a framework for the development of facilities to move persons and goods in as safe, effective and efficient a manner as possible ~~under projected year 2020 traffic conditions,~~ *as required by Statewide Planning Goal 12 (Transportation) and OAR Chapter 660, Division 12 (Transportation).***

Policies

H1-1. Develop a transportation system that interconnects residential areas with employment centers, commercial areas, schools, parks, churches and regional transportation networks.

H1-2. Develop a street system wherein arterial streets are of sufficient width to accommodate traffic flows without interruption. Collector streets should function to conduct traffic between arterial streets, which serve to accommodate movement within neighborhoods.

H1-3. Ensure that state and federal highways with routes through the City are improved in accordance with projected traffic volumes and the elements contained within this plan.

H1-4. Develop a public transit system which will provide service and facilities to improve the mobility and accessibility of the transportation disadvantaged, *consistent with ADA requirements and the Woodburn Transportation Systems Plan.*

H1-5. The City shall encourage pedestrian safety and foster pedestrian activity. Sidewalks shall be provided on all arterial, service collector,

and access streets. Where possible, sidewalks should be detached from the curb, separated by a minimum 4-foot wide parkway strip.

H1-6. The City shall encourage large businesses in Woodburn to set up carpool and vanpool matching programs, based on employees' residential location and work shift.

H1-7. Access to a development site shall be consistent with *access management policies in the TSP.* ~~an adopted access management plan for specific streets.~~ *New development shall meet Oregon Highway Plan access requirements.* ~~(between the west City limits and Settlemier Avenue/Boones Ferry Road) and Highway 99E between Lincoln Street and the South City limits. The 1991 Oregon Highway Plan classifies the following as Category 5 Highways:~~

- ~~Public roads shall be spaced a minimum of one-quarter mile apart;~~
- ~~Private driveways shall be full access spaced at least 300 feet apart (which equates to 18 driveways per mile on each side of the roadway); and~~
- ~~Traffic signals shall be spaced at least one-quarter mile apart.~~

H1-*8*. *Consistent with the TSP,* ~~Where possible,~~ driveway access along Highway 214 and Highway 99E shall be consolidated. ~~to meet the driveway density guidelines outlined in the Access Management Plan. Where possible, driveway access along the following sections of Highway 214 shall be consolidated:~~

- ~~I-5 / Evergreen Road;~~
- ~~Evergreen Road / Oregon Way;~~
- ~~Oregon Way / Broughton Way; and~~
- ~~Broughton Way / Settlemier Avenue.~~

~~Where possible, driveway access along the following sections of Highway 99E shall be consolidated:~~

- ~~Lincoln Street / Aztec Drive;~~
- ~~Aztec Drive / Laurel Avenue;~~
- ~~Laurel Avenue / Highway 214; and~~
- ~~Highway 214 / End of Curb.~~

~~H1-*9*. In order to bring Highway 214 and Highway 99E into compliance with the Access Management Policy guidelines, the City of Woodburn shall coordinate with ODOT to:~~

~~(a) Develop a parallel road system to provide local access to businesses adjacent to Highways 214 and 99E and reduce the traffic volumes on Highway 99E;~~

~~(b) *Develop a "ring road" system that connects Butteville Road to Highway 99W, via Crosby and Parr Roads;* and~~

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~~(c) Install two-way left turn lanes along the sections of Highways 214 and 99E.~~

Goal

H2. Develop a transportation system that avoids or reduces a reliance upon any one form of transportation.

Policies

H2-1. Encourage the development of transit services by route expansion, increasing levels of service and appropriate street design to facilitate movement of transit vehicles.

H2-2. Develop a bikeway and pedestrian system which will provide routes connecting residential areas to schools, parks, places of employment and commercial areas.

H2-3. Promote optimum efficiency within the transportation system by the use of traffic management techniques including access controls on major arterials. ~~and the utilization of available transit system capacity prior to the construction of major new transportation facilities~~

H2-4. Encourage the design and development of transportation facilities that can be readily modified to accommodate future demands.

H2-5. The City shall encourage a reduction in parking for single-occupancy vehicle travel. Where carpool/vanpool, or shared parking is provided, minimum parking requirements may be reduced by 10%.

Goal

H3. To provide adequate levels of mobility with a minimum of energy consumption and environmental, social, aesthetic and economic impacts.

Policies

H3-1. Encourage the use and development of transportation modes which are the least energy consuming for the movement of people and goods.

H3-2. Provide a level of transportation services to the urban area that are compatible with the environmental, economic and social objectives of the community.

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H4. To develop an area-wide bicycle and pedestrian plan.

Policies

H4-1. To make implementation of the area-wide bicycle and pedestrian plan a cooperative effort between the City of Woodburn and all other governmental jurisdictions within the area.

H4-2. To develop a comprehensive bicycle and pedestrian system including both on-street and off-street routes, which make pedestrian activity and bicycle riding feasible, safe and enjoyable as alternative modes of transportation in the area.

H4-3. To provide bicycle and pedestrian routes that connect residential areas with the major commercial, employment, recreational and institutional network of the area.

H4-4. To provide connections between local bicycle and pedestrian routes and other bicycle and pedestrian routes of a regional, state and national nature.

H4-5. To finance the bicycle and pedestrian system as much as possible with non-local funds. Where local funds are required, expenditures will be carefully programmed through the respective capital improvement programs of the various governmental jurisdictions associated with the plan.

H4-6. To ensure that all new commercial, industrial, institutional, residential and recreational developments consider the elements contained within the bicycle and pedestrian plan, *the City will incorporate standards into its development code.*

H4-7. To establish the administrative capability necessary to implement the area wide bicycle and pedestrian plan.

Goal

H5. Increase safety and improve security for pedestrians, bicyclists and bicycle equipment.

Policies

H5-1. Provide bicycle and pedestrian routes along arterial and collector streets as these streets are improved, or as programmed into jurisdictional capital improvement plans.

H5-2. Establish design standards for all new bicycle and pedestrian facilities that are consistent with state and federal design standards.

H5-3. Establish well-signed bicycle and pedestrian routes throughout the area by installing bike route signs, curb ramps and in some cases safety striping on streets and roads designated by bicycle and pedestrian use in the plan.

H5-4. Establish a bicycle and pedestrian safety plan by implementing an area wide educational and recreational program oriented toward teaching bicycle and pedestrian safety.

H5-5. Amend subdivision and zoning codes to require provisions of bicycle and pedestrian facilities.

Goal

H6. Increase the acceptability for bicycle and pedestrian use.

Policies

H6-1. Provide bicycle and pedestrian routes within all state, regional and local parks and recreation areas by applying for grant assistance to support the development of bicycle and pedestrian systems in parks and open space areas.

H6-2. Plan off-street routes along creeks and establish routes which lead to local and regional open space areas. Establish local loop routes which take advantage of local amenities and historical areas.

H6-3. Construct pedestrian facilities, rest stops, exercise loops and bicycle courses in selected areas.

H6-4. Encourage existing developments to install and construct bicycle and pedestrian facilities whenever improvements are planned.

Goal

H7. ***Coordinate with Marion County in planning for a safe and efficient county-wide transportation system by:***

(a) Encouraging use of alternative modes of transportation including mass transit, bicycling, walking and carpooling; and

(b) ***Addressing transportation needs appropriate to both urban and rural areas throughout the county.***

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Policies

H7-1. Woodburn shall jointly plan with the county to meet the transportation needs in the future.

(a) The Marion County Transportation System Plan (TSP) will be designed to accommodate the forecast population, housing, and employment identified in the Framework Plan, except where modified by the Woodburn Economic Opportunities Analysis (EOA) and the acknowledged 2003 Woodburn Comprehensive Plan.

(b) Woodburn supports Marion County efforts to investigate countywide alternative transportation, such as inter-City transit, vanpooling, and passenger rail service serving the county and the Willamette Valley region.

H7-2. Woodburn will implement street connectivity standards and street plans as provided in the Woodburn TSP.

(a) Except where topographical conditions or existing development make this standard impractical, new subdivisions and planned developments should have internal connectivity of at least 8 through streets per mile (roughly every 660 feet) for new development, and sufficient collector and arterial systems for local access.

(b) The TSP shall include a map depicting future street connections for areas to be urbanized. ·This is especially important in Nodal and Industrial Overlay areas. The County will coordinate and adopt similar standards for urban areas within its planning jurisdiction. ·

(c) When feasible, the County will utilize local standards such as those in the Woodburn TSP and Woodburn Development Ordinance for development that occurs on unincorporated lands within UGBs.

H7-3. Woodburn will support Marion County efforts to provide transit connections within and between cities. The Woodburn TSP shall include transportation plans for the Woodburn Transit System that is consistent with the population and employment projections in the Woodburn Comprehensive Plan and coordinated with the "preferred alternative" found in the County Framework Plan.

H7-4. Woodburn should provide for a complementary mix of land uses and transportation systems by providing for mixed use development in the Downtown Development and Conservation (DDC) and the Nodal Development Overlay (NDO) districts.

H7-5. Woodburn shall consider traffic calming of through traffic in neighborhoods. Woodburn will coordinate with Marion County in making recommendations for methods and procedures for traffic calming that directly affects a county road, developing recommended best practices for

methods, locations, and processes for traffic calming in both existing and new developments.

H7-6. Woodburn will coordinate with Marion County in planning for freight movement by both rail and truck.

H7-7. The Woodburn TSP shall include measures to improve the walking and biking environment by providing sidewalks in all new developments and by providing an interconnecting system of pedestrian connections. Designing for a comfortable and practical pedestrian environment is especially important in Downtown Woodburn and within the Nodal Overlay District.

Goal

H8. *Coordinate with the Oregon Department of Transportation (ODOT) to maintain highway and intersection capacity, safety and functionality by:*
(a) *Developing and adopting performance standards; and*
(b) *Prohibiting comprehensive plan amendments that do not meet adopted performance standards.*

Policies

H8-1. The Woodburn TSP shall determine sub-areas within the UGB based on potential and substantial adverse impacts to state highway facilities.
(a) Peak hour trip generation estimates and numerical ceilings based on land uses permitted by the 2003 Woodburn Comprehensive Plan shall be determined for each designated sub-area.
(b) The City will coordinate with ODOT in monitoring trip generation impacts for each designated sub-area, considering the cumulative impacts of existing and new development.
(c) Transportation impact studies shall be required for subdivisions and planned developments, and for new commercial, industrial, public and multi-family residential development within designated sub-areas.
(d) Comprehensive Plan amendments that exceed the trip generation ceiling for a designated sub-area shall be prohibited.
(e) Comprehensive Plan amendments from Industrial to Commercial shall be prohibited, regardless of impact, within the SWIR Overlay.
(f) Woodburn shall provide ODOT with copies of transportation impact studies upon request, and as part of the Periodic Review process.
(g) Woodburn shall coordinate with ODOT, DLCD and Marion County to address potential service deficiencies affecting state highway facilities through the Periodic Review process.

H8-2. The City shall implement medium term conservation measures to limit access to Highways 214 and 219. Such measures shall include, but shall not be limited to:

(a) Limitations or prohibition on private access within a quarter of mile east and west of interchange ramp terminals;

(b) Access controls on, public road approaches; and

(c) Raised medians from Woodland to Oregon Way along Highways 219 and 214.

I. Public Facilities

Public Facilities Goals and Policies

Goal

I1. Public facilities and services shall be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas shall be based upon *approved master plans that consider:* (1) the time required to provide the service, (2) reliability of service, (3) financial cost, and (4) levels of service needed and desired.

Policies

I1-1. Public Facilities and services shall be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment.

I1-2. The level of key facilities that can be provided should be considered as a principal factor in planning for various densities and types of urban land uses.

Wastewater Goals and Policies

Goal

I2. Develop a system that will comply with regulatory treatment requirements of the Clean Water Act for anticipated wastewater flows and reduce the amount of pollutants that are released to the environment.

Policies

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I2-1. Develop a plan to treat the City's wastewater flows that ensures desired efficient quality is maintained under all flow conditions.

I2-2. Develop a plan for a collection system that has the capacity to convey the wastewater flows generated.

I2-3. Develop a maintenance plan that ensures the wastewater treatment system maintains a high degree of reliability throughout its design lifetime.

I2-4. Develop an active Inflow/Infiltration (I/I) program that will reduce the levels of I/I flows to the treatment facility.

I2-5. Develop a system to monitor and regulate the flows from industrial customers whose wastewater is treated by the City.

Goal

I3. Develop a plan that will economically provide for the treatment of wastewater generated by the City's sewer customers accounting for projected growth through the year 2020.

Policies

I3-1. Project the wastewater treatment needs of the City through 2020 and provide the *land, financial* resources and infrastructure to meet those projected demands.

I3-2. Develop a Capital Improvement Plan to meet the requirements of the Clean Water Act and any other regulatory requirements for the projected system demands.

I3-3. Regularly update the plan to guide the City efficiently through anticipated growth to comply with any changed regulatory requirements and evaluate if existing plans are satisfactory.

I3-4. Evaluate the feasibility of the full range of funding options for wastewater system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.

I3-5. Evaluate the potential impacts of water conservation programs that mitigate some of the increased demands associated with projected future growth.

I3.-6. *The City shall acquire additional land for a poplar tree plantation for tertiary treatment of waste sludge, as needed to accommodate future growth.*

Domestic Water Goals and Policies

Goal

I4. **Develop a system that will provide the water system's customers with safe drinking water that meets quality expectations in sufficient quantity to meet the demand.**

Policies

I4-1. Develop a plan to treat the City's water supply to reduce elevated levels of iron and manganese which provide undesirable aesthetic effects.

I4-2. Develop a plan to monitor and react to changing regulatory requirements to ensure that the City is able to supply water that complies with all provisions of the Safe Drinking Water Act.

I4-3. Develop a supply and distribution system that provides for reliable fire protection.

I4-4. Develop a Wellhead Protection Program for the City which will serve to provide the greatest practical protection for the groundwater resources that provide the City's drinking water supply.

Goal

I5. **~~Develop a plan that will~~** ***To*** **economically provide safe, plentiful drinking water to the City's water system customers accounting for projected growth through the year 2020 in accordance with the City of Woodburn Water Master Plan.**

Policies

I5-1. Project the water needs of the system through 2020 and provide the resources and infrastructure to meet these projected demands. Monitor the status of water rights granted the City to utilize groundwater resources from the Troutdale aquifer.

I5-2. Develop a Capital Improvement Plan to meet the water quality goals and requirements, water system distribution needs, desired water storage capacities and future water supply projections.

I5-3. Regularly update the plan to guide the City efficiently through anticipated growth to comply with regulatory requirements, identify additional sources, determine treatment options and evaluate service quality.

I5-4. Evaluate the feasibility of the full range of funding options for water system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.

I5-5. Evaluate and monitor alternative sources that may need to be utilized if contamination or other situations make the existing source unusable and explore opportunities for regional cooperation in water supply.

I5-6. Evaluate potential impacts of water conservation programs to mitigate some of the increased demands associated with projected future growth.

J. Natural and Cultural Resources

The streams and watersheds within and outside the Woodburn UGB flow without regard to political boundaries, and their health depends on a consistent and coordinated conflict-management approach, involving the City, Marion County, and state agencies such as the Department of Fish and Wildlife, the Water Resources Department, the Division of State Lands, the Environmental Quality Commission, and the Land Conservation and Development Commission. Woodburn is committed to working with the County and these agencies to protect streams, wetlands, riparian corridors, floodplains, and associated wildlife areas from the negative effects of development in accordance with Statewide Planning Goals 5 (Natural Resources), 6 (Water Resources Quality), and 7 (Natural Hazards).

Woodburn's urban natural resources are found within the Mill Creek and Seneca Creek floodplains, riparian areas and locally significant wetlands. Woodburn has adopted a "safe harbor" approach to protecting these riparian corridors and wetlands, in accordance with the Goal 5 administrative rule.

Natural and Cultural Resources Goals and Policies

<u>Goals</u>

J1. It is the City's goal to preserve the *Mill Creek and Senecal Creek riparian system, including floodplains, riparian areas and locally*

significant wetlands. Woodburn is also committed to protecting fish and wildlife habitat and natural vegetation associated with this riparian system, as shown on the Buildable Lands Map. ~~**natural resources in the City including the unique stands of trees, the scenic areas within the City, and the floodway and floodplain.**~~

J2. **It is the City's goal to preserve its unique and historically significant cultural and historical resources.**

J3. **It is the City's goal to preserve its air, water and land resources in such a way that the clean air the citizens now enjoy will continue in the future, the good quality and sufficient quantity of water which is now obtained from underground supplies will continue, and that the land resources within the City will be used in such a manner as to ensure that they will remain useful to future generations.**

J4. ***Encourage and work with Marion County, affected state agencies and private landowners to protect water resources in and around the Woodburn UGB by requiring buffer zones to protect streams, floodplains, and significant wildlife areas from the negative effects of development.***

Policies

J-1. The City should establish a tree ordinance with measures requiring an inventory of significant tree stands, as well as a means to preserve such stands. A tree planting program to replace lost stands with comparable species should be established.–*Trees within designated floodplains and riparian corridors shall be preserved. Outside of designated floodplains and riparian corridors, d*~~D~~evelopers should *be required to* ~~be encouraged to~~ leave standing trees in developments where *feasible.* ~~it is possible rather than remove them and replant young trees.~~

J-2. *New development within the 100-year f*~~F~~loodplain *shall be prohibited unless no reasonable economic use can be made of a particular parcel of land. Floodplains* should be set aside for City green ways and left in a natural state as much as possible. This would prevent building in the floodplain and provide a natural green way throughout the City. *In cases where limited development is allowed within a floodplain, the flood storage capacity of land within the floodplain shall be maintained through balanced cuts and fills.*

J-3. *Woodburn will work with Marion County, watershed groups, affected agencies to protect environmentally sensitive areas critical to watershed health as mapped on the Woodburn Buildable Lands Inventory.* Natural and scenic areas *associated with Woodburn's*

riparian systems shall ~~remaining in the City should~~ be preserved *through the City's Riparian Corridor and Wetland Overlay (RCWO) District.*

J-4 *Woodburn has used the Division of State Lands (DSL) standards to identify locally significant wetlands. · Locally-significant wetlands and buffers are protected by RCWO District standards.*

J-5 The RCWO District is based on the "safe harbor" provisions of the Goal 5 administrative rule (OAR Chapter 660, Division 23) and shall allow for planned public facilities necessary to support urban development on nearby buildable lands. The basic provisions of the RCWO District are as follows:

(a) Except for planned public facilities and streets and riparian restoration and enhancement projects, new development is prohibited within designated floodplains and riparian corridors.

(b) The riparian corridor width shall be 50 feet from the top-of-bank or edge of associated wetland. These standards require preservation of native vegetation within the 50-foot buffer area.

(c) The riparian corridor width may be reduced by as much as 50% in areas where (1) the riparian vegetation along the stream or wetland is no longer functional, and (2) restoration and enhancement within the remaining riparian area compensates for any lost benefits of a wider buffer based on an approved riparian restoration and enhancement plan. Only native plant species may be used.

(d) In cases where no reasonable use of a parcel within the RCWO District is allowed by strict application of district standards, variances may be approved with mitigation.

J-6. The City shall adhere to the standards set forth by the department of Environmental Quality and the Environmental Protection Agency for air quality and emissions control. In addition, the City should adopt and enforce its own standards above and beyond DEQ's, if it is deemed necessary to protect its citizens from local polluters.

J-7. The primary noise sources within the community are generated by traffic flows on Interstate 5, Pacific Highway 99E, the Railroad, and two industrial sources: North Valley Seeds and Woodburn Fertilizer Company. Noise generated by these sources fall under the jurisdictional responsibilities of the Department of Environmental Quality. Also, any noise pollution sources associated with manufacturing or food processing in the community again are regulated by DEQ. The City shall assist DEQ in the review of development permits to assure that State noise standards are met.

J-8. The City of Woodburn shall coordinate its efforts in resolving solid waste disposal problems with Marion County.

J-9. It is the policy of the City to protect the aquifers by all available means which supply Woodburn's domestic water. *The City will work with Marion County to promote and target restoration efforts to critical groundwater areas and develop water management approaches such as monitoring and evaluation programs based on collaborative actions.*

J-10. For surface water regulations, it is City policy to support the Department of Environmental Quality in enforcement of water quality standards on Mill Creek, Senecal Creek and Pudding River.

J-11. The policy for land use in the City is to use land in such a manner that the particular qualities of *riparian systems and wetlands* ~~each area~~ are enhanced by the development that occurs there. Land use *in buildable areas* should be maximized so that valuable *riparian areas and wet*lands are not wasted. ~~At the same time, land should not be used in such a manner that irreversible damage is done which prohibits further use of the land.~~

J-12. Such uses as landfills, junk yards or industrial burial grounds should not be allowed within the City limits as such uses are wasteful of urban land and are not compatible with urban uses.

J-1*3*. The City should encourage the preservation and restoration of historically *or architecturally* significant buildings within the City. This could be done by giving assistance in seeking government funds and historic recognition*, and by adopting development regulations that encourage preservation of historically or architecturally significant buildings.*. ~~An inventory of historic buildings should be completed and analyzed for priorities.~~

~~J-14. An application for a development involving a structure inventoried as a potential historic site shall be reviewed by the Planning Commission which shall make findings and recommendations concerning the historical status of the structure. The Planning Commission may impose conditions on the structure to satisfy the requirements of Section 35 of the Woodburn Zoning Ordinance.~~

K. Downtown Design

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Vision Statements

During 1997, City officials, downtown business and property owners, Downtown Woodburn Association and interested citizens developed vision statements describing character and future revitalization of the Downtown. These vision statements shall be recognized by the City as the overall expression of Downtown's future.

1. IMAGE OF DOWNTOWN: Downtown projects a positive image, one of progress and prosperity. Downtown improvements have been visible and well publicized. Downtown's image consists of a combination of elements – physical appearance, and a look, and feel that it is thriving, safe, and vital.

2. SAFETY: Downtown is a safe, secure place for customers, employees, and the general public. Safety and security are assured by volunteer efforts, and by physical improvements such as lighting which provides a sense of security.

3. SOCIAL: Downtown is a place where a diverse community comes together to work, shop, and play. It is a mirror of the community, the community's "living room". All persons in the community feel welcome, and a part of, their downtown.

4. BUSINESS ENVIRONMENT: Downtown is a thriving environment for a variety of businesses. The area contains a good mix of types of businesses, a good overall marketing program is in place, and businesses provide friendly, reliable customer service and convenient hours of operation. Individual businesses are clean, attractive and present a good physical appearance.

5. ATTRACTORS: downtown is the center of community life, and serves as a focus to define the community's historic and cultural heritage. A community market brings all of the City's diverse communities together every week. Downtown's architecture, the aquatic center and unique businesses serve as a regional attractor. In addition, downtown offers events and opportunities that draw people together to mingle, learn, and enjoy.

6. NEIGHBORHOOD: Downtown is a part of the City's oldest neighborhood. Businesses, government and employment uses are linked to residential neighborhoods, educational facilities, recreation opportunities and good transportation services. Throughout this central neighborhood, both renovation and new development respect the history and traditions of the community.

7. TRANSPORTATION: Downtown is easily accessible via the local street system, public transportation, and other alternate modes of transportation. Special transportation facilities improve circulation patterns within the downtown, and provide links between downtown and key events and places.

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8. PARKING: ~~Downtown contains an ample an convenient supply of parking for customers and employees.~~ While it is not ~~possible~~ *appropriate* to provide downtown parking at the same level as found in shopping centers, good utilization and management of the existing supply of downtown parking has been accomplished.

9. IMPLEMENTATION: Implementing the vision for downtown has involved both private and public investments. Investments are made in the management structure for downtown, and in capital improvements to improve the physical elements of downtown. Planning for these investments, and examining options to pay for them is an on-going process involving the City, Woodburn Downtown Association, property and business owners.

Short Term Goals and Policies

Goal

K1. Rehabilitation and Financing of the DDCD.

Policies

K1-1. Because of the decline in both business and industry downtown, many buildings have been abandoned and stand in a state of serious disrepair. It is important in the short term that these undesirable, unsafe structures be condemned and demolished if repair and maintenance is not practical.

Many buildings have been altered without regard to their surroundings, succumbing to short term fads, leaving the buildings quickly looking out of date and incongruent. It is recommended that a system for removing selective building elements, cleaning, maintaining, painting, and adding selective elements be initiated ~~by property owners with overview from the Woodburn Downtown Association (WDA)~~.

K1-2. Encourage a balanced financing plan to assist property owners in the repair and rehabilitation of structures. The Plan may include establishment of the following:

(a) *Support and encourage an effective urban renewal district.*
(b) Provide on-going investments in downtown improvements.
(c) Economic Improvement District - a designated area, within which all properties are taxed at a set rate applied to the value of the property with the tax monies used in a revolving loan fund for building maintenance, and improvement.

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(d) Local, State, & National Historic District - a designated district within which resources, and properties are inventoried and identified for historic preservation.
(e) Establish a "501 C-3" tax exempt organization for the purpose of qualifying for grants.
(f) Analyze the feasibility of establishing an urban renewal district as a long-term funding source for Downtown improvements.
(g) Adopt a capital improvement program and funding strategy for Downtown improvements. Capital improvements shall be designed and constructed to be in harmony with the concepts portrayed in the Woodburn Downtown Development Plan, 1997.
(h) Update the Downtown improvement capital program at least every five years, and involve the Woodburn Downtown Association, property and business owners in the update process.

Goal

K2. Improve Citizen Involvement in the DDCD.

Policies

K2-1. *Maintain and support* ~~Encourage~~ the organization of a downtown business watch group, where property owners can assist police in eliminating undesirable, illegal behavior in the DDCD.

K2-2. Business owners should encourage the involvement and education of their employees in downtown activities.~~, such as the Woodburn Chamber of Commerce and the WDA~~

K2-3 ~~Encourage~~ The City *shall* ~~and the Woodburn Downtown Association to~~ oversee all development and ensure general conformance with this document.

Goal

K3. Improve Open Space Within the DDCD.

Policies

K3-1. Introduce new plant materials to the Downtown Design and Conservation District, including: ground cover; shrubs; and trees. A program to introduce new plant materials would enhance the appearance of the entire downtown. Participation on the part of both the City and the downtown merchants will be needed to see these projects through to a reasonable conclusion.

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K3-2. Design a set of uniform sign graphics for the DDCD. Using control in developing street graphics provides balance and facilitates easy, pleasant communication between people and their environment. Points of consideration would include: Area of sign, placement, symbols used, extent of illumination, colors, etc.

K3-3. Construct a central downtown plaza or square to serve as a public meeting place and center for cultural activities.

Intermediate Term Goals and Policies

Goal

K4. Improve Pattern of Circulation Within the DDCD.

Policies

K4-1. *Evaluate alternative circulation patterns for traffic flow.* Patterns of pedestrian circulation improved through the repair and/or replacement of sidewalks. A means of providing a sense of place within the downtown accomplished by replacing damaged sections of sidewalk with a decorative brick like pattern of surfacing. Pedestrian safety increased by carrying this surfacing pattern across the streets at each intersection thereby creating a different color and texture over which the automobiles travel.

K4-2. Improve vehicular and safety access into and out of Downtown by improving North and South Front Streets.

K4-3. Curb ramps should be encouraged at all intersections. Improved wheelchair facilities throughout the CBD will provide access to a more diverse cross section of the City's population.

K4-4. Efforts should continue to evaluate the feasibility of bicycle paths linking the CBD with City schools and parks.

Goal

K5. Improve Utilities and Landscaping Within the DDCD.

Policies

K5-1. Plans for capital improvement should include a schedule for replacement of overhead power and telephone lines with underground utilities.

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K5-2. Without an adequate system of underground irrigation within the DDCD, plans for landscaping not be as successful. ~~It is therefore recommended that~~ The City *will* include in its Capital Improvement Programs plans to improve underground irrigation systems along streets and at intersections throughout the DDCD.

K5-3. Street lighting can be both ornamental and useful in making the downtown safe and attractive. Cooperation from both private and public interests can result in a street lighting plan that both serves a utility and attracts people to shop in and enjoy the downtown.

K5-4. Because of the costs involved in utility and landscaping improvements and the need to maintain general uniformity in designing improvements such as landscaping and street lighting, the Woodburn *Urban Renewal Agency* ~~Downtown Association (WDA)~~ in cooperation with the City should develop a schedule for improvement that phases development ~~and utilizes annual donations from downtown property owners to assist in the purchase and installation costs~~.

Long Range and Continuous Goals

Goal

K6. Attract Business to the DDCD.

Policies

K6-1. To succeed, the DDCD should function in *four* ways:

(a) As a center for small cottage industry, where goods are produced on a small scale for sale on both a local retail and a regional wholesale level;

(b) As a neighborhood shopping center with retail stores, restaurants, offices and services;

(c) As a City-wide hub with government and public buildings, arts and entertainment centers; *and*

(d) *As a regional and state-wide center that celebrates cultural diversity and offers opportunities for education and tourism.*

K6-2. *Complete alley improvements and implement Urban Renewal Plan.* ~~Encourage improvement of the alley between First Street and Front Street with better pedestrian access, lighting, business access, painting, and landscaping.~~

Neighborhood Conservation Overlay District Goals and Policies

Goal

K7. Preserve, to the greatest extent practical, the architectural integrity of Woodburn's "older" (1890-1940) neighborhoods.

Policies

K7-1. Identify residential neighborhoods that contain dwellings built between 1890-1940 which represents that period of time the DDCD was developing.

K7-2. Encourage those areas that are determined to be the City's older neighborhoods (1890-1940) to implement the neighborhood conservation overlay district.

K7-3. Seek funding sources to assist homeowners in rehabilitation efforts that implement overlay conservation districts standards.

L. Parks and Recreation

Open Space / Parks

~~Open space lands are indicated for three new 3-5 acre neighborhood parks. The vicinities for these parks include east of I-5, north of Parr Road and south of Hayes; another south of Cleveland, east of Union Pacific mainline/Boones Ferry, and west of Hwy. 99E; and another east of Hwy. 99E, south of Blaine and north of Hwy. 211. Additionally, the floodplain areas of the City are indicated for open space. This does not mean that the City will necessarily own these lands, however, any development scheme should leave these floodplain lands as open and undeveloped with structures.~~

~~In 1998, the City annexed the 25-acre Centennial Park site located south of Parr Road. In 1999, the City completed Phase 1 of the park's development including two soccer fields, a softball/baseball field and two playgrounds. Future phases, projected for completion in 2006, will construct three additional softball/baseball fields, picnic and concession facilities, athletic field lighting and hard court play surfaces.~~

~~The other open space uses such as floodplain areas could serve as transportation routes for pedestrian traffic, golf carts and bicycle paths. There would have to be a concerted effort by the City to acquire R.O.W. easements through private properties to establish these routes.~~

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Goals and Policies

Goals

R1. *The Woodburn Parks and Recreation Comprehensive Plan shall establish a framework for land acquisition and future park improvements within the community.* **It is the goal of the City to provide adequate parks, recreation facilities, and open space to maintain Woodburn's livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community.**

R2. **Downtown Woodburn should remain a centerpiece of activity, culture, and commerce within the City. Library Park, *the Downtown Plaza,* Woodburn Aquatic Center, Settlemier Park, the Woodburn World's Berry Center Museum, and Locomotive Park should be used as catalysts for downtown revitalization.**

Policies

R1-1. The City will ensure that sufficient land is made available for parks and open spaces by adopting the system of facility types and standards in the 1999 Parks and Recreation Comprehensive Plan including: Mini-Parks; Neighborhood/School Parks; Community Parks; Municipal Parks; Greenways, Open Space, Trails and Pathways; and Cultural Resources and/or Special Use Parks/Facilities.

R1-2. The City will ensure the most efficient and effective means of providing sufficient land for neighborhood parks by adopting a neighborhood/school park concept including joint land acquisition and development, thereby strengthening the existing partnership between the City and the Woodburn School District.

R1-3. Where neighborhood/school parks are not feasible, it is the policy of the City to acquire neighborhood parks, when practicable, through the development review process.

R1-4. *As a supplement to the City's neighborhood parks, required nodal master plans shall include provision for adequate park and recreational facilities.* ~~*it* is the policy of the City to encourage new subdivisions to provide mini-parks, meeting City approved standards. The City shall ensure that the excessive maintenance impacts of mini-parks are avoided by requiring ownership to be retained by the developer or a homeowner association, with~~

~~maintenance provided by the developer, the homeowner association, or by the City through a maintenance LID. These facilities may not be used to reduce the requirements for System Development Charge payments.~~

R1-5. It is the policy of the City to manage Mill Creek, Goose Creek and Senecal Creek corridors as public greenways and pathways; multiple functions will include open space and habitat preservation, flood control, cycling and walking on all-weather pathways, nature recreation and education, and limited playground activities where there is a deficiency of neighborhood parks.

R1-6. To provide for a continuous public greenway and pathway system, it is the policy of the City to acquire privately-owned segments along Mill Creek, Goose Creek, and Senecal Creek and other stream corridors including the west tributary from Settlemier Park to Parr Road. It is the policy of the City to seek dedication of floodplains and creek corridors for natural areas, neighborhood recreation areas, open space and transportation.

R1-7. To ensure adequate maintenance of the City's parks, recreation, and open space facilities, the City will prepare comprehensive management plans including maintenance management standards for each facility.

R1-8. It is the policy of the City to require multi-family housing projects which exceed four (4) units to provide basic neighborhood park and playground facilities, based on development standards of the Recreation and Parks Department.

R1-9. Because recreation participation preferences and interests vary among employment preferences and interests vary among employment ethnic, social, and cultural groups, it is the policy of the City to exercise special sensitivity in selecting the types of recreation programs it offers, and in the design and management of parks, recreation and open space.

M. Energy Conservation (Largely unchanged.)

Energy Conservation Goals and Policies

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Goal

1. **The goal of the City is to encourage conservation of energy in all forms, and to conserve energy itself in the City's operations, buildings, and vehicular use.**

Policies

1-1. The City shall review its subdivision and construction codes periodically to ensure that the construction types which most conserve energy are encouraged in this City, but not at the expense of health and safety. The City shall encourage new construction types, within the limits of what can be permitted due to health and safety requirements, to permit further use of the solar energy which is available in the Woodburn area.

1-2. The City shall *increase its commitment to energy conservation, including alternative energy vehicles, increased recycling, and reduction in out-of-direction travel. The City shall encourage its citizens and visitors to conserve energy. Where feasible, the City should* ~~attempt to~~ retrofit~~, when it becomes cost effective,~~ City buildings and structures so that they may be more energy efficient.

1-3. In all new construction for the City energy systems which rely less on fossil fuels shall be investigated, and if cost effective at a long term, shall be utilized.

1-4. Encourage a minimum energy conservation standard for existing residential buildings.

1-5. Revise land development standards to provide solar access.

1-6. Encourage investments in solar energy by protecting solar access .

1-7. Offer developers a density bonus for development utilizing energy conservation and solar energy measures.

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EXHIBIT 5

CITY OF WOODBURN

COMPREHENSIVE PLAN

Volume II Supporting Documents

(2004 Amendment Package)

Prepared by:
The City of Woodburn Planning Department
with Assistance from Winterbrook Planning

Originally Adopted on December 1978

Amended:
March 1981, February 1989, March 1996, April 1997 (Transportation Goals Policy), August 1997 (Downtown Design Conservation District), October 1999 (Annexation and Parks Goals and Policies), July 2003

Proposed March 2004 Amendments

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Introduction

Volume II, Supporting Documents, of the 2004 Woodburn Comprehensive plan provides background data, mapping and analysis in support of the Woodburn Comprehensive Plan Volume I, Goals & Policies. Unlike Volume I, Volume II is not a policy document and includes no *standards* for review of legislative or quasi-judicial land use decision. However, Volume II does help explain the reasons for Volume I goals and policies, and may provide some guidance as to how these goals and policies were intended to be applied. In addition, any changes to Volume I must be consistent with the data, maps and analysis found in Volume II, or Volume II must also be changed based on new information or changing circumstances. In this manner, Volume II includes the factual basis and is a part of the "legislative history" that supports Volume I goals, policies and maps.

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ATTACHMENT B

WOODBURN COMPREHENSIVE PLAN – VOLUME II (2004)

SUPPORTING DOCUMENTS

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DRAFT

WOODBURN UGB JUSTIFICATION REPORT

Prepared for:

CITY OF WOODBURN
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November 2003

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INTRODUCTION

The Woodburn Land Needs Report, projects the land area needed for residential and public-semi-public uses for the 18-year planning period, from 2003 to 2020. This analysis is based on the *tentative* coordinated population projection of 34,919, which represents an increase of 14,059 persons from Portland State University's 2002 population estimate for Woodburn.[1]

BUILDABLE LANDS INVENTORY

In Technical Report 1, Buildable Lands Inventory, we determined the buildable land area, on a parcel-by-parcel basis, within the existing (2002) Woodburn Urban Growth Boundary (UGB). The Buildable Lands Inventory was used to inform Periodic Review Task 2 (Coordination with ODOT), and by association Statewide Planning Goal 12 (Transportation), by determining the type and amount of development potential that exists within the current UGB. This information was used by ODOT to model impacts of development on the transportation system from each Transportation Analysis Zone (TAZ).

The Buildable Lands Inventory is of critical importance to determination of need to maintain, expand, or contract Woodburn's UGB, as described in ORS 197.296. If need for UGB expansion is shown for housing or employment needs, the Buildable Lands Inventory and associated Buildable Lands Map will be used, along with Technical Report 2-A (Potential UGB Expansion Area Analysis) to determine which direction to expand to accommodate the needed land.

The Buildable Lands Inventory addresses Task 4 of the City of Woodburn's revised Periodic Review Work Program by revising methodology used in the 2000 Buildable Lands Inventory performed by McKeever/Morris and creating a new Buildable Lands Inventory based on Woodburn's new zoning code, the revised methodology consistent with ORS 197, and site-specific review of actual development.

This inventory consists of a GIS database that contains area per tax lot by comprehensive plan designation and by existing zoning, less constraints such as natural resources and infrastructure (streets/easements).

The Buildable Lands Inventory and associated Buildable Lands Map shows a) how much aggregate vacant or redevelopable commercial and industrial land is available to meet future needs; b) where these parcels are; and c) the size characteristics of each parcel.

The Buildable Lands Inventory and associated Buildable Lands Map describes a) the aggregate buildable area of parcels within each residential comprehensive plan designation; b) the size and

[1] ECONorthwest prepared Woodburn's Year 2020 population projection for review by Marion County in March, 2002. Via letter, Marion County Senior Planner Les Sasaki agreed that this projection was reasonable for planning purposes. The Marion County Board of Commissioners has not formally agreed to this population projection, which is why it is "tentative".

locational characteristics of each parcel; and c) the capacity of each parcel to accommodate households.

Buildable Lands Inventory Findings Overview

Table 1 (Buildable Lands Summary) provides the net buildable area, in acres, of land in each comprehensive plan designation inside Woodburn's UGB. Table 2 (Lots by Size) describes lot sizes of buildable lands by plan designation.

Table 1: Buildable Lands Summary

Plan Designation	Total Acres	Net Buildable Acres	Unit Capacity (RES) or Employee Capacity (IND, COM)
Commercial	599	108	2,135
Industrial	685	127	1,755
Residential <12	1,478	403	2,190
Residential > 12	385	108	1,256
Public (open space)	94 (583)	6	NA

Table 2: Lots by Size

Plan Designation	Lots < 1 Acre	Lots 1-5 Acres	Lots 6-10 Acres	Lots 11-20 Acres	Lots 20-50 Acres	Lots > 50 Acres
LDR	313	24	2	4	3	1
MDR	40	10	2	3	0	0
Commercial	49	13	2	1	1	0
Industrial	13	17	3	3	0	0

RESIDENTIAL LAND NEEDS

In Technical Report 3 – Residential Land Needs Analysis, we determined Woodburn's residential land needs based on the requirements of HB 2709 (ORS 197.196) and Statewide Planning Goals 10 (Housing) and 14 (Urbanization). We determined "actual housing mix and density" from 1988-2002, to arrive at a "base case" scenario. We then conducted a detailed housing needs analysis, wherein we examined demographic relationships and compared housing costs with household incomes in Woodburn. From this, we determined buildable land needs for specific housing types (detached single-family, attached single-family, manufactured homes on individual lots, manufactured dwelling parks, duplexes, and multi-family) and densities. Finally, we determined the need for parks, schools, and other public and semi-public land uses that

typically are met on residential land. The result is the total residential land need to accommodate the 14,059 population increase over approximately the next 18 years.

Coordinated Population Projection

Winterbrook and ECONorthwest worked with the City, the County, and TGM administrators to determine a coordinated population projection for the purposes of this study. **The Interim – approved by County Planning Staff for planning purposes – Woodburn 2020 population projection is 34,919.** This is an increase of 14,819 from the 2000 U.S. Census population of 20,100 (Average Annual Growth Rate of 2.8%). This projection is the basis for projecting residential and public semi/public land needs.

Housing Need Conclusions

Woodburn has two major cohorts: a rapidly growing young population that will continue to grow and mature over the next 20 years, and an elder population that should remain fairly stable. Currently, Woodburn is doing fairly well, but can improve in providing opportunities for affordable housing. Part of the affordable housing "problem" is that the new, young population lacks the financial resources of established families.

A major part of Woodburn's economic opportunities analysis is to take advantage of its growing workforce by offering the opportunity for jobs to locate in the area. If Woodburn is successful in attracting these jobs, the buying power of residents will improve in relation to housing needs. So, while Woodburn can benefit from a wider range of housing types, and should allow the opportunity for multi-family and small lot single-family residences to develop, it is important to continue to supply traditional single-family housing as well.

Currently, Woodburn has two residential plan designations: Low Density Residential and High Density Residential. These designations are implemented by three zones: Residential Single Family, Retirement Community Single Family Residential, and Medium Density Residential.

In order to better represent and implement the housing types indicated as needed by the Land Needs Model and by our demographic analysis, we created two new plan designation overlays: a Nodal overlay and Vertical Mixed Use overlay. The nodal overlay would be applied to Single Family Residential, producing Nodal Single Family (NodalSF) or Medium Density Residential, producing Nodal Medium Density Residential (NodalMDR). The Vertical Mixed Use overlay would be applied to downtown commercial areas. The two original plan designations, plus the overlays produce five distinct plan areas:

- Low Density Residential: This plan designation allows stick-built single-family homes, manufactured dwellings (not parks), and some duplexes. Approximately 30% of new dwelling units would fall into this designation.
- Nodal Single Family: This overlay would allow smaller lot single family homes, zero lot line single family dwellings, and manufactured homes in Low Density Residential areas. Approximately 30% of new dwelling units would fall into this designation.

- Medium Density Residential: This plan designation allows duplexes, manufactured dwelling parks, and medium density multi-family dwellings. Approximately 20% of new dwelling units would fall into this designation.
- Nodal Medium Density Residential: This overlay would allow slightly higher densities than MDR, and would allow condominiums, townhouses, and rowhouses. Approximately 20% of new dwelling units would fall into this designation.
- Vertical Mixed Use: This overlay would allow housing above retail and would be generally confined to the downtown area. Approximately 1% of new dwelling units would fall into this designation.[2]

As shown in Table 33 below, our proposed implementation of the new Nodal overlays results in a residential land need of 555 net acres through 2020 – about 100 net acres less than would be needed if actual development trends were extended without measures (as shown in Table 8 of the Residential Land Needs Analysis), and about 160 net acres less than the Housing Needs Model indicated (as shown in Table 35 of the Residential Land Needs Analysis).

Table 3: Residential Land Needs

	LDR	Nodal LDR	MDR	Nodal MDR	VMU	Total
Net Density	5.5	8	14	18	16	
Percent	30.0%	30.0%	19.5%	19.5%	1%	100%
DU	1426	1426	927	927	48	4753
Net Acre Need	**259**	**178**	**66**	**51**	**0**	**555**

Source: Winterbrook

Measures

Table 4 provides more detail on the proposed distribution of housing by type and comprehensive plan designation, with projected net density. In order to achieve the densities projected for each housing type, amendments to the Woodburn Comprehensive Plan and Development Code are required. Thus, Woodburn will need to adopt "measures" to increase density and provide for more affordable housing, as proscribed by ORS 197.296. These measures are addressed in detail in Technical Report 4, Plan and Code Amendments, and briefly outlined as follows:

- **Plan for higher density** – Woodburn planned for new development through 2020 to come in at an overall density of 8.3-8.5 dwelling units per net buildable acre. This is significantly higher than the actual density of about 6.8 dwelling units per net buildable acre developed between 1988 and 2002.
- **Multi-Family Mix** – Woodburn planned for a ratio of 65% single-family, manufactured home, or attached single family (with nearly 50% of the single-family as "small lot"

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single-family) and 35% duplex or multifamily for new development in Woodburn through 2020.

- **Modify Plan and Zones** – Woodburn created two new overlay designations, Nodal and Vertical Mixed Use, in order to better fit housing type needs and allow for higher density in mixed-use node areas. We also modified the small lot single-family zone to apply to more than just the "Retirement Community" and created a new high density residential zone.
- **Mixed-Use Node** – Woodburn has designated a nodal development area, in the southwest portion of Woodburn near Parr Road. This area will have a mix of multi-family, small lot single-family, and rowhouses, as well as a small neighborhood commercial center and a location fairly near new industrial jobs.
- **Minimum Density Standards** – Woodburn has incorporated minimum density standards for new subdivisions and planned developments in each of its residential zones. This standard is designed to achieve approximately 80% of maximum permitted densities.

Table 4: Housing Need by Type and Density Table and Explanation

Housing Type	Number of New Units	Percentage of New Units	Projected Net Density	Woodburn Plan District
LDR and MH (Standard Lot)	1378	29%	5.5	SFR *
NodalSF (Small Lot)	1426	30%	8	SFR Nodal *
Duplex	48	1%	8	SFR
Duplex	48	1%	8	RM *
MH in MHP	190	4%	8	RM
Attached Single Family	95	2%	12	RM / Nodal *
Multi-Family	808	17%	14	RM
Multi-Family	618	13%	18	RM / Nodal *
Multi-Family	24	0.50%	16	VMU *
Multi-Family	24	0.50%	16	CN / Nodal *
Totals / Percentages / Cumulative Density	4753	100%	8.4	

* Indicates measures needed.

Public and Semi-Public Residential Land Needs

Public and semi-public facilities such as schools, hospitals, churches, government buildings, and parks will expand as population increases. Such lands are necessary to address Goal 14, Factor 2 "livability" requirements.[3] Such uses typically locate on land designated for residential use. We have analyzed such need in conformance with ORS 197.296(4)(a).

[3] Goal 14, Factors 1 and 2 read as follows:

Public and semi-public land needs are shown on Table 5 below. Park standards described in the 1999 Woodburn Parks and Recreation Comprehensive Plan Update were used to determine the need for buildable and unbuildable (natural area parks) land to accommodate parks and schools.

To create a land needs projection table for public and semi-public lands, we separated land types by categories of: schools, parks, institutional, religious, natural areas, and government. We approached each type slightly differently:

- Schools – We used the ratio of developed school land to population in the 1999 Woodburn Parks and Recreation Comprehensive Plan Update, about 5 acres per 1,000 residents, and extended that ratio to the year 2020 Woodburn population to determine land needed for schools. Woodburn currently has about 115 acres of land for schools, and needs approximately 237 acres by 2020. This leaves an unmet need of 122 acres for schools.
- Parks – We used the 1999 Woodburn Parks and Recreation Comprehensive Plan Update to project park needs through 2020. The 1999 Update recommended a ratio of 7 acres per 1000 population to project need for neighborhood and community parks. We took a 2020 population of 34,919, applied the ratio, and then subtracted existing park lands to determine needed park acreage. The Parks Plan indicates that some of Woodburn's park needs will be met on school lands. We assumed 50% of all needed 2020 school lands would also serve to meet park needs, and added that to the parks supply. Woodburn currently has about 87 acres of parks and recreational land in use (plus about an additional 120 acres of 2020 school lands), and needs about 262 acres total to meet the recommended ratio. This leaves an unmet need for about 57 acres of park lands.
- Institutional – Woodburn currently has 500 residents who live in "institutions", according to the 2000 US Census. We applied the existing ratio to a projected 2020 population of 34,919, to determine an institutional population growth of approximately 337 during the next 20 years. We applied a ratio of 30 residents per net acre (the maximum allowed under current zoning), which translated to an 11-acre need in this category.
- Religious – We applied a ratio of 3 acres per 1,000 population growth for religious uses. The 20-year population growth forecast of 14,059 translated to a need for approximately 28 acres for religious use.
- Natural Areas - We put protected greenways and wildlife corridors into this category. The 1999 Woodburn Parks and Recreation Comprehensive Plan Update did not project a need for natural areas. Since these uses most often occur on constrained (unbuildable) land, we did not identify a separate buildable land need for natural areas.
- Government – We assumed that public and government employment growth would be accommodated through intensification of existing government employment areas. Projected government employment growth through 2020 is 252 employees. Using similar employee/acre ratio as commercial employment would yield a land need of slightly under 13 acres.

1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC Goals;
2) Need for housing, employment opportunities, and livability.

Supply of public land was determined in Technical Report 1, Buildable Lands Inventory. Since public/semi-public uses typically locate on residential land, Woodburn needs approximately 218 additional net buildable acres of residential land to meet its 2020 Public and Semi-Public Land Needs.

Table 5: Year 2020, Public and Semi-Public Land Needs

Type	Supply	Need	Difference
Schools Net Acres	115	237	-122
Parks Acres	205	262	-57
Institutional Net Acres	0	11	-11
Religious Net Acres	0	28	-28
Natural Areas Acres*	129	92	37
Government Net Acres*	5	13	-8
Total Net Buildable Residential Deficit			**-218**

Source: Woodburn Parks and Recreation Comprehensive Plan Update; 2000 US Census; Winterbrook Planning

* These acreages are not counted toward total residential deficit.

Based on Woodburn's plans, and actual ratios compared to population growth, **Woodburn will need about 122 net buildable acres for schools, about 57 acres for parks, 11 acres for institutional uses, and about 28 acres for religious uses between 2000 and 2020.** Since parks, schools, institutional uses, churches, fire stations and similar public/semi-public uses typically require a location in a residential zoning district, such public and semi-public needs add to the demand for vacant buildable residential land within Woodburn's Year 2020 UGB.

Residential Land Needs Conclusions

Table 6 shows a comparison of residential supply (dwelling unit capacity) versus dwelling unit demand through 2020. Public/Semi-Public lands are included in the residential need totals as described in the Public/Semi-Public section in this document. Dwelling unit capacity was determined in Technical Report 1, Buildable Lands Inventory. Woodburn requires a total of approximately 305 additional acres of Residential land to meet its 2020 housing and public/semi-public land needs for "housing and livability".

Table 6: 2020 Residential Land Needs with Measures

Plan	DU Supply	DU Demand	DU Surplus (deficit)	Acres Surplus (deficit)
LDR	2,065	1,426	639	116
Nodal LDR	0	1,426	(1426)	(178)
MDR	1,299	927	372	27
Nodal MDR	0	927	(927)	(51)
VMU	48	48	0	0
Public	NA	NA	NA	(218)
Totals	**3,412**	**4,753**	**(1,342)**	**(305)**

EMPLOYMENT LAND NEEDS

ECONorthwest prepared an Economic Opportunities Analysis (EOA) in May 2001 that considered Woodburn's comparative advantages and identified the types of employment and industries that Woodburn can reasonably attract during the planning period. To address ORS 197.212 (Economic Development) and Goal 9 (Economy of the State) requirements, ECONorthwest also determined the types of sites that will be needed to attract targeted industries, in a subsequent document entitled Site Requirements for Woodburn Target Industries (February 2003). These documents recognize the City's locational advantages and outline a strategy for the City to target specific high-wage industries for future growth. Both documents conclude the City will need additional land with specific size and access characteristics to achieve the City's economic development goals. These two ECONorthwest documents serve to determine Woodburn's employment land needs through 2020.

In March of 2003, ECONorthwest also analyzed the effects of a successful economic development strategy on household incomes, and therefore on housing needs, in a document called Woodburn Occupation / Wage Forecast (Attachment B). This analysis concluded that:

- *Woodburn will add 7,139 jobs between 2000 and 2020.* This forecast accounts for 20% of all job growth forecast for Marion County.
- *More than 50% of new jobs created between 2000 and 2020 are expected to pay less than $30,000 annually on a full-time equivalent basis.*[4] This is a range of $7.00 to $15.00 per hour expressed as an hourly wage. About 18% will pay between $30,000 and $39,000 annually, and about 13% will pay more than $40,000 to $49,000 annually.
- *The successful implementation of Woodburn's economic development strategy will have a significant impact on the city's wage distribution.* The strategy will result in fewer low-paying retail and service jobs, and more high-wage manufacturing, construction, and skilled occupations.

[4] A full-time equivalent assumes 1980 hours annually. We recognize that many new jobs in Woodburn are likely to be part-time jobs that will not equate to the annual salary estimates. The base data, however, do not make a distinction between full-time and part-time employment.

In ECONorthwest's Site Requirements for Woodburn Target Industries, employment needs are described by acreage, as well as by the need for viable sites to attract firms targeted by the Economic Opportunities Analysis. Table 7 summarizes the number of sites by size class Woodburn will need to implement its economic development strategy. The employment needs analysis in this document concluded that Woodburn will need about 370 acres to accommodate 7,140 new employees between 2000 and 2020. Table 7 includes sites that total over 500 acres. Site needs can be conceived as a pyramid with few large sites at the top and many smaller sites at the bottom. Such a land inventory scheme is consistent with OAR 660-009 which requires cities to maintain an adequate inventory of sites.

Table 7 identifies a need for one very large site of 100 acres or more. While inclusion of such a site in its land inventory will exceed the identified land need based on the medium range employment forecast, a large site will provide Woodburn more flexibility in its economic development efforts.

Table 7. Summary of estimated site needs by size, Woodburn 2000-2020

Site Size (acres)	Number of Sites	Average Site Size	Estimated Acres
100 or more	1	125.0	125.0
50-100	1	70.0	70.0
25-50	3	35.0	105.0
10-25	5	15.0	75.0
5-10	7	8.0	56.0
2-5	10	4.0	40.0
Less than 2	15	1.0	15.0
Total/Average	**42**	**11.6**	**486.0**

Source: ECONorthwest

Employment Land Needs Conclusions

Table 8 below shows a comparison between the supply of industrial sites within the existing UGB and the 2020 industrial site needs determined by the EOA and Site Requirements Analysis. Woodburn has a severe shortage of industrial sites available to meet the listed site requirements – there is a deficit in every category. Some of the smaller industrial site needs can be consolidated on larger parcels outside the existing UGB through a master planning process, but the total acreage needed would remain the same. In total, Woodburn has a deficit of 11 large (6+ acre) industrial sites that comprise about 350 acres.

Table 8: Site Needs vs Existing Supply

Parcel Size (Acres)	2020 Needed	Current UGB Supply	UGB Surplus (Deficit)
Under 2	15	18	3
Total Acres	15	8	(7)
2 to 5	10	12	2
Total Acres	40	57	17
6 to 10	7	3	(4)
Total Acres	56	21	(35)
11 to 25	5	3	(2)
Total Acres	75	47	(28)
26 to 50	3	0	(3)
Total Acres	105	0	(105)
51 to 100	1	0	(1)
Total Acres	70	0	(70)
Over 100	1	0	(1)
Total Acres	125	0	(125)
Total Sites	**42**	**36**	**(6)**
Total Acres	**486**	**133**	**(353)**

STUDY AREAS

Technical Report 2.A addresses Task 5 of the City of Woodburn's revised Periodic Review Work Program and evaluates natural resource areas within the potential urban growth boundary study area.

This inventory considers the area (acreage) and distribution (by subarea) of:

- Goal 3 agricultural soils (Class I-IV soils, including high value farm land),
- Goal 5 natural resource areas (wetlands, stream corridors and wildlife habitat),
- Goal 7 hazard areas (floodplains), and
- Goal 2 exception areas (built and committed to non-resource uses).

This information will be useful in address Statewide Planning Goal 14 "locational factors" (Factors 5 – ESEE consequences, 6 – agricultural land preservation, and 7 – agricultural land compatibility) in assessing the relative values of each of eight subareas at the edge of the existing UGB. The inventory also is directly relevant to the Goal 2, Part II exceptions process (OAR Chapter 660, Division 04) and in establishing priorities for UGB expansion as set forth in ORS 197.298.

To address Statewide Planning Goal 2 (exceptions process), 3 (Agricultural Lands) and 14 (Locational Factors 6 and 7), Winterbrook focused on agricultural soil classifications.

To address Statewide Planning Goal 5 (Natural Resources), Goal 7 (Natural Hazards) and Goal 14 (Factor 5, economic, social, environmental and energy consequences), Winterbrook inventoried wetlands, stream corridors, floodplains, and wildlife habitat (for special status species) within the study area. This inventory determines the location, quantity and quality of Goal 5 resources (wetlands, streams, and habitats) and Goal 7 resources (floodplains) within each subarea, to provide a factual basis for the evaluation of Urban Growth Alternatives.

Finally, to determine the area of buildable land for each subarea outside the UGB, Winterbrook applied the same methods used within the Woodburn growth boundary. (See Technical Memorandum 1 - Buildable Lands Inventory (2002).) Goal 5 and 7 resources are considered constrained lands and are removed from the mapping of Goal 3 agricultural land resources. A fifth of an acre is removed for each single-family residence in rural residential areas. For partially developed land, industrial and commercial acreage is removed based on actual development area.

Study Area and Subareas

The study area covers 3,886 acres and is comprised entirely of Class I through Class IV soils. Approximately 97 percent of non-exception area lands are classified as high value farmland. Exception areas total 296 acres and are located primarily in Subareas 1 and 3. Constrained Goal 5 and 7 resource lands total 248 acres and are located primarily along the Senecal and Mill Creek corridors, in Subareas 1 and 2, primarily on Class III and IV agricultural soils. Thus, the subareas with the lower quality agricultural soils tend to have the highest quality Goal 5 and 7 resource sites.

The study area is approximately one-half mile wide located outside of the existing UGB. It was extended in certain locations to include clear boundaries (e.g., roads), contiguous exception areas, and whole tax lots (where practical).

The study area is divided into eight subareas based on transportation considerations (subareas usually comprise multiple transportation analysis zones or TAZs) and drainage basins. Major roads and railways form the primary divisions between the planning subareas. The subareas range in size from 191 to 755 acres, and have a combined size of 3,886 acres – or about six square miles. The subareas are ordered in a clockwise manner, beginning in the northwest portion of the study area with Subarea 1 (SA-1) and ending with Subarea 8 (SA-8) in the southwest portion. The location and size of each subarea is summarized in Table 9.

Table 9. Study Subarea Location and Size

Subarea	Location/boundaries	Size (acres)
SA-1. Northwest	Bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, south by Highway 214 (Newberg Hwy.), and north by a line approx. 1,000 feet north of and parallel to Crosby Road.	655
SA-2. North	Bounded to the west by Interstate 5, east by Union Pacific Railway and N. Front Street, south by the UGB, and north by a line approx. 1,000 feet north of and parallel to Crosby Road.	675
SA-3. Northeast	Bounded to the west by Union Pacific Railway and the UGB, east by the MacLaren School for Boys, north by Dimmick Road NE, and south by Highway 211 (Estacada Hwy).	330
SA-4. East	Bounded to the west by the UGB and Cooley Road, east by properties within ½ mile of the UGB (Pudding River plateau, reservoir), north by Dimmick Road NE, and south by Highway 214.	343
SA-5. Southeast	Bounded to the west by Highway 99E (Pacific Hwy) and the UGB, east by properties within ½ mile of the UGB (Pudding River plateau), north by Highway 214, and south by Geschwill Lane NE.	431
SA-6. South	Bounded to the east by Highway 99E (Pacific Hwy), west by Southern Pacific Railroad, north by the UGB, and south by Belle Passe Road.	191
SA-7. Southwest	Bounded to the east by Southern Pacific Railroad, west by Interstate 5, north by the UGB, and south by Belle Passe Road (extension).	506
SA-8. West	Bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, north by Highway 214 (Newberg Hwy.), and south by property south of Parr Road NE.	755
	TOTAL	3886

Table 10. Goal 3, 5 and 7 – Constrained Land Summary

Subarea	Size (acres)	Goal 5 (Natural Resources Wetlands	Streams	Species	Goal 7 Floodplains	Total Constrained	Goal 3 (Agricultural Lands)[2] Class I	II	III	IV	Developed[3] Exception Areas	Buildable Lands[4]
1. Northwest	655	54.37	96.24	W/in streams	16.89	107.32	4	320	73	30	54.92	394.21
2. North	675	34.44	62.47	W/in streams	40.62	68.31	29	432	83	62	0	485.35
3. Northeast	330	6.93	14.95	W/in streams	0	15.12		135	27	10	57.84	205.63
4. East	343	3.20	18.49	W/in streams	0	19.22		296	14	12	0	259.02
5. Southeast	431	0	6.15	W/in streams	0	6.15		355	46	24	0	339.88
6. South	191	15.30	15.34	W/in streams	11.38	16.14		147	2	12	5.69	135.34
7. Southwest	506	0.87	0	0	0	0.87		361	124	19	0	404.18
8. West	755	4.43	14.09	W/in streams	0.26	14.41	40	567	52	81	0	592.47
Total Area	3886	119.54	227.73	227.73	69.15	247.54	73	2613	421	250	118.45	2816.08
% of Study Area	100%	3.1%	5.9%	5.9%	1.8%	6.4%	1.9%	67.2%	10.8%	6.4%	3%	72.5%

1. Adjusted for overlapping resource coverages.
2. Excludes Goal 5 and 7 constrained lands and exception areas.
3. Approximately 40% of exception areas are developed.
4. Land area less constrained and developed exception lands, less 20% (for roads and infrastructure); rights-of-way not excluded (data not yet available).

EXPANSION SITE SELECTION

Woodburn examined each of the Study Areas and evaluated them for consistency with Goal 14 (Urbanization) factors 1-7. Goal 14 applies to amendments expanding the City's UGB which, by definition, convert rural land to urban or urbanizable land. Goal 14 also applies to amendments to the City's comprehensive plan and land use regulations that affect the conversion of urbanizable land within the UGB to urban uses.

UGB amendments are governed not only by the seven UGB establishment factors set out in Goal 14, but also by the priorities for adding land to a UGB set out in ORS 197.298, and by the goal exception requirements of ORS 197.732/Goal 2, Part II and OAR 660-04-010(1)(c) and 660-04-020. Due to the overlapping nature of these standards, they are addressed in integrated form in this section, and in order of the 7 factors of Goal 14.

Factors 1 and 2

> *"(1) Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals[.]"*
> *"(2) Need for housing, employment opportunities, and livability[.]"*

Need for housing, employment opportunities, and livability over the next 20 years is summarized in this document under sections titled "Residential Land Needs" and "Employment Land Needs".

Factor 3

> *(3) Orderly and economic provision for public facilities and services[.]*

In evaluating alternative areas for possible inclusion in the UGB, this factor requires consideration of their relative serviceability. Winterbrook met with the City of Woodburn and ODOT to determine which study areas would provide the best serviceability. As described in Technical Report 2.A (Natural Resources), the buildable portions of all of the study areas contain flat, well-drained soils. This means that none of the study areas would be more difficult to provide public facilities such as sewer and water.

The major difference between the study areas in terms of public facilities is in transportation. Study areas on the east side of Woodburn were determined by ODOT, County, and City engineers to cause more traffic load on City streets and County roads than if study areas near I-5 (on the south, west, and north sides) were developed.

Factor 4; ORS 197.232(1)(c)(B) and Goal 2, Part II(c)(2)

> "(4) Maximum efficiency of land uses within and on the fringe of the existing urban area[.]"
> *"Areas which do not require a new [goal] exception cannot reasonably accommodate the use."*

OAR 660-04-020(2)(b), which implements ORS 197.232(1)(c)(B) and Goal 2, Part II(c)(2), further requires that the location of possible alternative areas considered that do not require a

new goal exception be described, and that there be an explanation of why the needed uses cannot be reasonably accommodated on such land, including by increasing the density of use in such areas. As explained above, in this case, these standards require a demonstration that the projected needs for urban uses cannot be accommodated within the City's existing UGB, either by locating the needed uses on vacant buildable land within the UGB or by increasing the existing or future density and efficiency of uses within the existing UGB.

Woodburn and Winterbrook considered several alternatives and analyzed several measures to increase the intensity and efficiency of land use in Woodburn, prior to determining the need for UGB expansion. These land use intensification measures are described in Proposed Comprehensive Plan and Policy Amendments and in Proposed Code Amendments, and in Technical Report 3 (Residential Needs Analysis).

Factor 5; ORS 197.232(1)(c)(C) and Goal 2, Part II(c)(3)

(5) Environmental, energy, economic and social consequences[..]
The long-term [ESEE] consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site.

OAR 660-04-020(2)(c), which implements ORS 197.732(1)(c)(C) and Goal 2, Part II(c)(3), requires a description of the characteristics of the alternative areas considered and the advantages and disadvantages of including each "Study Area," or a portion of a Study Area, in the UGB. Impacts on agricultural and forest land are considered in Technical Report 2.A (Potential UGB Expansion Area Analysis). From a social and economic perspective, avoidance of high value farmland and productive forest land generally should be encouraged, because the lands support Marion County's resource-based economy. From an environmental perspective, development of steeply-sloped areas, floodplains and riparian corridors should be discouraged, to minimize adverse impacts on these sensitive lands. From an energy conservation standpoint, tourist commercial development should be encouraged near an I-5 interchange, to minimize vehicle miles traveled; and residential development should be encouraged in areas that abut the existing UGB and which rely on gravity-flow sewer collection rather than energy-consumptive sanitary sewer pump stations).

The long-term economic, social, environmental and energy (ESEE) consequences of including (or not including) the alternative Study Areas in the UGB are described below.

Economic Consequences:
The Industrial siting needs described under Employment Needs in this document specify location near and with ready access to I-5. They also specify large parcel sizes. Only study areas 7, and 8 (Southwest, and West) contained appropriately-sized parcels with good access to I-5.

As noted in the Residential Needs section, Woodburn needs additional residential land to meet Year 2020 housing needs. The critical economic factors in determining which direction to expand were (a) agricultural soil capability, (b) the private cost of development, and (c) the public cost of providing public facilities and services. Woodburn did not consider including

large concentrations of Class I soils, in part because of the economic value associated with such "high value farmland" in Marion County. Since Woodburn desires to provide affordable housing opportunities, it was essential, from an economic perspective, to provide land upon which affordable housing can be constructed: i.e., relatively flat land with direct access to public facilities and services. Another economic concern for Residential lands is location near other residential lands – a residential area adjacent only to industrial is not as desirable due to noise/smell impacts as well as lack of a community, for example. Study Areas 2, 4, 6, and 7 contained land that satisfied these residential criteria.

Social Consequences:
In providing needed Industrial, Commercial, and Residential land, it is important to designate land use types in a compatible fashion, as well as to create a compact urban form, and to provide employment / shopping opportunities close to residences. Woodburn felt that needed Industrial sites would be preferable near existing industrial at the edge of town, to lessen the impacts on residential dwellers. Low density residential land was desired to be next to existing neighborhoods, and higher density residential land can serve as a buffer between Industrial / Commercial lands and the Low Density Residential. A small amount of commercial was desired near residential expansion areas to serve local shopping needs.

There are three substantial industrial areas in Woodburn – in the northeast, southeast, and west – near study areas 3, 4, 5, 6, 7, and 8. From a Social perspective, all of these study areas would have been appropriate for Industrial. However, as described in Economic Consequences, only the areas near I-5 were suitable to meet Woodburn's Industrial siting needs.

For Residential lands, Study Areas 2, 4, 6, and 7 are adjacent to existing residential areas. The vast majority of Woodburn's vacant residential land inside the current UGB is to the southwest of Woodburn's city limits, adjacent to study areas 6 and 7. Study area 2 is next to a developed residential neighborhood and golf course. Study area 4 is adjacent to larger-parcel residential areas. All of these areas would be reasonable for residential expansion from a Social perspective.

Environmental Consequences:
All of the study areas contained some amount of wetland or riparian areas. Woodburn intends to limit development in identified natural resource areas in any expansion area. Study Areas 1, 2, and 3 contain substantial floodplain, wetland, or riparian areas near the existing UGB, which might make them more difficult to develop from an Environmental perspective. However, most of the identified natural resources in Study Area 2 are within an existing golf course, and thus would not be affected by new development.

Energy Consequences:
Woodburn considered energy consequences, as measured by (a) compact urban growth form and access to/distance from the City center, (b) minimization of vehicle trips, and (d) the need for sanitary sewer pump stations. Only portions of Study Areas adjacent to the existing UGB were considered for expansion. Transportation concerns were addressed in the Transportation Scenarios section of this document. Public facilities concerns were addressed under Factor 4 above.

Summary:
Table 11 below summarizes the economic, social, environmental, and energy potential of the Study Areas. Study Areas 2 and 4 were most appropriate for Residential expansion, Study Area 7 was appropriate for both Residential and Industrial Expansion, and Study Area 8 was most appropriate for Industrial expansion.

Table 11: Study Areas ESEE Summary

Subarea	Economic	Social	Environmental	Energy	Total
1. Northwest	**None**	**None**	**All**	**None**	**1 of 4**
2. North	**Residential**	**Residential**	**All**	**Residential**	**4 of 4**
3. Northeast	**None**	**Industrial**	**All**	**None**	**2 of 4**
4. East	**Residential**	**Residential**	**All**	**Residential**	**4 of 4**
5. Southeast	**None**	**Industrial**	**All**	**None**	**2 of 4**
6. South	**Residential**	**Residential**	**All**	**Residential**	**4 of 4**
7. Southwest	**Residential and Industrial**	**Residential and Industrial**	**All**	**Residential and Industrial**	**4 of 4**
8. West	**Industrial**	**Industrial**	**All**	**Industrial**	**4 of 4**

ORS 197.298 and Factor 6

ORS 197.298(1) requires that the following priorities be used in selecting land for inclusion in a UGB (in order of higher to lower priority for inclusion):

(1) Land designated as an urban reserve under ORS 197.298.

Woodburn has no lands designated "urban reserve," therefore this criterion does not apply.

(2) Exception areas or non-resource land adjacent to the UGB.

Woodburn has three exception areas adjacent to its UGB – to the west, south, and northeast. All expansion scenarios include the exception areas to the west (residential) and south (commercial). The third exception area is developed as a youth correctional facility, and thus would satisfy no land needs for Woodburn, so it is not considered for inclusion.

(3) Land designated as marginal land under ORS 197.247.

Marion County is not a "marginal lands" county and has no lands designated as "marginal lands"; therefore, this criterion does not apply.

(4) Land designated for agriculture or forestry in an acknowledged comprehensive plan.

As noted above, the priorities of ORS 197.298(1) are satisfied because there are no designated urban reserve lands or designated marginal lands surrounding Woodburn, and all acknowledged exception or non-resource areas with buildable lands adjacent to the UGB are included in all expansion scenarios.

Therefore, agricultural and/or forest land must be included in the UGB to meet demonstrated needs for residential, commercial, park and school land.

Goal 14, factor 6, requires consideration of the following:

> *Retention of agricultural land as defined; with Class I being the highest priority for retention and Class VI the lowest priority*[.]"

In addition, ORS 197.298(2) requires that land of "lower capability as measured by the [U.S. Natural Resources Conservation Service (NRCS) agricultural soil] capability classification system or by cubic foot site class, whichever is appropriate for the current use," be given higher priority for inclusion in a UGB.

Woodburn carefully considered impacts on agricultural and forest lands when deciding which direction to expand the UGB. Table 10 above summarizes agricultural soil capability by study area. Woodburn is surrounded by Class I and II soils, so it would be impossible to avoid high value farmland in any expansion scenario. There are substantial inclusions of Class III and IV soils. However, Class I soils are located only in Study Areas 1, 2, and 8. Study Area 1 was determined to be unsuitable for expansion, the Class I soils in Study Area 2 are within a developed golf course, and Class I soils were avoided in all expansion scenarios that included Study Area 8. Therefore, UGB expansion scenarios avoid the highest value farmland possible, complying with these priorities and Factor 6.

Factor 7; ORS 197.232(1)(c)(D) and Goal 2, Part II(c)(4)

(7) Compatibility of the proposed urban uses with nearby agricultural activities.
The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

The term "compatible" does not require that there be no interference with, or adverse impact of any kind on, adjacent uses, but rather that the uses be reasonably able to coexist.

OAR 660-04-020(2)(d). Woodburn is surrounded on all sides by farmland or exceptions areas. All exceptions areas adjacent to Woodburn's UGB were included in all expansion scenarios. The greatest concern for compatibility with agricultural uses is residential expansion. Most of Woodburn's residential development is expected to occur in the southwest portion of the UGB. Woodburn proposes to expand that residential area outside the UGB, further to the southwest. In addition, Woodburn can satisfy its Industrial siting needs only in the West and Southwest Study Areas. This means that most of the residential expansion area will be buffered from farmland by Industrial lands on the outer edge.

There is still additional need for Residential lands, so Woodburn proposes to expand north from a developed residential neighborhood into Study Area 2. This expansion area would be bordered by I-5 to the west and a developed golf course to the east. Only the northern edge would be adjacent to farmland, which is similar to the situation that exists now inside the UGB.
With these expansions, there is relatively no more impact on agricultural lands than now exists under the acknowledged UGB.

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TRANSPORTATION SCENARIOS

Technical Report 2.B (Urban Growth Scenarios) describes three alternative growth scenarios for purposes of Transportation Modeling. The three scenarios were provided medium to high assumptions for employment and housing density, and looked at both medium and high forecast employment growth. All of the scenarios required some UGB expansion – most of the expansion to accommodate industrial siting needs as indicated in the ECONorthwest Site Needs Analysis.

In general, industrial expansion areas in these scenarios are located to the west and south given access to I-5 is a key locational criteria identified in the Economic Opportunities Analysis. Residential expansion areas are located to the south to build on the proposed mixed-use node and to north to extend existing residential neighborhoods and use Crosby Road as the Urban Growth Boundary. In all scenarios, all residential and commercial exception areas adjacent to the UGB were included.

Scenario #1 Intensification

Scenario 1 was based on ECONorthwest's "medium" employment forecast with intensification measures to increase density within UGB for residential and commercial land needs. This was the smallest UGB expansion to provide additional buildable land to meet future residential and industrial use needs. It included such measures as increasing density in High Density Residential areas, assuming commercial needs would primarily be met through redevelopment and intensification, assuming future government and education employment needs would be met through intensification, and implementing a "mixed-use node" with higher residential and commercial densities than elsewhere in the city. This scenario added a small industrial area and included no alternative industrial sites.

Scenario #2 Medium UGB Expansion

Scenario 2 was based on the "medium" employment forecast without intensification measures for residential land needs, but included a mix of intensification (redevelopment) and additional buildable land to meet future commercial land needs. Industrial land added to UGB to meet basic employment needs plus provide one alternative suitable site for target industries identified in the Economic Opportunities Analysis. The measures taken for increasing density in this scenario assumed commercial needs would primarily be met through redevelopment and intensification, a "mixed-use node" with higher residential and commercial densities than elsewhere in the city, and future government and education employment needs would be met through intensification. This scenario added a small industrial area and another suitable industrial site near the mixed-use node.

Scenario #3 Large UGB Expansion

Scenario 3 had the same assumptions and measures as Scenario #2, but was based on ECONorthwest's "high" employment forecast and provides two alternative suitable sites for target industries identified in the Economic Opportunities Analysis.

Transportation Scenario Conclusions

ODOT analyzed the three scenarios for potential traffic impacts in the draft Woodburn TSP. All of the Scenarios were functional from a transportation standpoint, and the draft TSP reached the following conclusion (described in Table 5-2 of the draft TSP):

> *"more than 90 percent of the lane miles on the system are projected to operate under or near capacity in the year 2020 in all scenarios. However, the proposed Southern Arterial and the widening of Oregon 214 between Butteville and Oregon 99E (as included in Alternatives 2 and 3) would significantly reduce the number of lane miles forecast to operate over capacity."*

When the draft TSP analyzed intersection operations under the scenarios, it determined that:

> *"Based on the operational analysis, Alternative 3 is the preferred alternative. Constructing a south arterial would divert traffic from otherwise congested intersections. While this alternative would provide the most operational and mobility improvements, it would provide the most flexibility for continued growth in Woodburn through increased connectivity and route choices."*

The draft TSP provided direction that indicated Scenario 3 was the most advantageous from a transportation perspective.

PREFERRED SCENARIO

The City of Woodburn and Winterbrook determined a "Preferred Scenario" based on the land needs analyses, study area characteristics, and the transportation scenario results described earlier in this document, as well as City planning preferences. This Preferred Scenario includes:

- Inclusion of all "Exception" areas adjacent to the existing UGB;
- Residential UGB expansion into the North and Southwest study areas;
- Industrial expansion into the West and Southwest study areas;
- The Parr Road Nodal Overlay area;
- A new Vertical Mixed-Use plan designation for Downtown and Nodal Commercial areas;
- Extension of the transportation system per Transportation Scenario 3 to support expansion areas; and
- Creation and expansion of new parks, schools, and an urban plaza to support residential growth.

Inclusion of Exception Areas

There are three "exception" (non-resource) areas adjacent to Woodburn's existing UGB. As described in the Expansion Areas section above, only two of these exception areas contain land that is usable for urban purposes – the residential exception area to the northwest and the commercial exception area to the south.

Both of these exception areas were included in the Preferred Scenario to help meet 2020 residential and commercial needs. The residential exception area contains 107 net buildable acres, but due to the existing parcelization and development pattern, this land is not very efficient

for meeting residential needs (See Attachment 1: Development Pattern of Exception Area). As shown in Table 12 below, only 2 of the 61 residential exception area parcels are over 5 acres in size. The commercial exception area contains approximately 21 net buildable acres that were applied toward 2020 commercial needs.

Table 12: Exception Area Parcel Characteristics

Site Description	Exception Area Parcels
Sites <2ac	43
Acres	44
Sites 2-5ac	16
Acres	47
Sites 6-10ac	2
Acres	17
Total Sites	**61**
Total Acres	**107**

Residential Expansion

The Preferred Scenario includes land to the north and southwest of the existing UGB to meet 2020 residential needs. Approximately 107 net buildable acres of residential land is proposed for expansion to the north, between I-5 and Mill Creek. This expansion area includes the developed golf course, is designated as Single Family Residential (SFR), and is expected to meet both SFR needs as well as some park and school needs (see discussion under Public Uses below).

Residential expansion to the southwest includes approximately 94 net buildable acres of SFR land and 52 net buildable acres of Medium Density Residential (MDR) land. Much of the residential expansion in the southwest is within the Parr Road Nodal Overlay area (described under Parr Road Nodal Overlay Area below).

Commercial Expansion

Commercial expansion under the Preferred Scenario occurs within the residential expansion areas to the north and southwest of the existing UGB and is expected to take the form of neighborhood-serving commercial development. In the proposed north expansion area, the proposed commercial area is 2 acres adjacent to the golf course, on the east side of Boones Ferry Road.

In the southwestern expansion area, 10 acres of commercial land are located in the Parr Road Nodal Area, to the east of industrial lands and adjacent to the north, south, and west to MDR lands. The Preferred Scenario shows this commercial area with the Vertical Mixed Use Overlay (described under Mixed Use Areas below), and adjacent to an urban plaza (described under Public Uses below).

Industrial Expansion

The Preferred Scenario includes lands to the west and southwest of the existing UGB to meet 2020 industrial site needs (per discussion of Employment Land Needs in this document). These lands would be part of the Southwest Industrial Reserve (SWIR), which will reserve the land exclusively for meeting industrial site needs, will maintain large parcel sizes, and will require some master planning to develop. As described in Table 13, the SWIR area is comprised of 13 sites with a total buildable area of about 413 acres. The UGB expansion area for SWIR sites is 394 of the 413 acres.

Table 13: SWIR Sites and Characteristics

Tax Lot Number(s)	Buildable Site Acres	Retained Site Size	Land Division Permitted?
West of Interstate 5			
52W11 Tax Lot 300	91	1 @ 25 1 @ 10 2 @ 5	Yes, with Master Plan approval
Eastern portion of 52W14 Tax Lot 1300	70	1 @ 70 acres Reserved for Firm ≥ 200 employees	No
52W11 Tax Lot 100 (inside existing UGB)	19	1 @ 19	No (Access from TL 300 required)
52W14 Tax Lot 200	9	1 @ 9	No
52W14 Tax Lot 600	13	1 @ 13	No
West of I-5 Tax Lots	**204**	**See above**	**See above**
East of Interstate 5			
52W13 Tax Lot 1100, 52W14 Tax Lots 1500 and 1600[1]	100	1 @ 100 acres* Reserved for Firm ≥ 300 employees	No, ROW dedication
52W14 Tax Lot 800	44	1 @ 15 1 @ 10	Yes, with Master Plan approval; ROW dedication required
52W14 Tax Lot 900	36	1 @ 10 1 @ 25	Yes, with Master Plan approval; ROW dedication required
52W14 Tax Lot 1000	9	1 @ 9	No
52W14 Tax Lot 1100	20	1 @ 20	No
East of I-5 Tax Lots	**209**	**See above**	**No**

* Note: Tax Lots 1100, 1500 and 1600 are considered one 100-acre site; none of these parcels may be developed individually. ROW dedication will be required from Tax Lot 1500 to allow adequate spacing between intersection of Parr Road and Butteville Road, near I-5 Overpass.

Parr Road Nodal Overlay Area

The vast majority of Woodburn's vacant residential land supply is in the southwest portion of the existing UGB. As this land is not yet developed, it provides a perfect opportunity to create a mixed-use nodal area. The intent of the Nodal overlay is to allow for pedestrian-friendly higher density single- and multi-family residential development surrounding a commercial center. This will have several long term advantages for Woodburn, including efficient urban development, reduced public facilities costs, and reduced transportation costs for residents. It is also close to future industrial employment opportunities, additional shopping, and present and future parks and schools.

The Parr Road Nodal Overlay area includes approximately 196 net buildable acres of land planned for Low Density Residential, 64 net buildable acres of Medium Density Residential, and 10 net buildable acres of Commercial.

Mixed-Use Areas

One of the measures proposed to achieve higher densities within the existing UGB is the creation of the Nodal Development Overlay (NDO) for use on Commercial lands within the existing Woodburn Downtown and the proposed Parr Road Nodal Overlay area. Expected development within the NDO would be housing above commercial in the form of apartments or condominiums. The NDO provides opportunities for intensification of commercial land use and increased residential densities within close proximity to urban commercial amenities.

Transportation System Extension

Figure 5-3 of the draft Woodburn TSP describes improvements to existing transportation facilities, as well as proposed new facilities that will support the Preferred Scenario. To the north, Crosby Road is shown as improved to minor arterial standards. This will provide a buffer between residential expansion south of Crosby and agricultural land north of Crosby, as well as support residential development in the northern expansion area.

In the southwest, the draft TSP shows extensions of Evergreen Road and Stacy Allison Drive, which will support and serve the industrial expansion areas. There is also a new "South Arterial" that is shown as running from Parr Road, across the southern edge of the existing UGB, to Highway 214 on the east side. This South Arterial will support southwest industrial uses as well as new residential development in the Parr Road Nodal Overlay Area.

Public Uses

The Preferred Scenario includes the opportunity for development of needed parks and schools in the residential expansion areas. In the northern expansion area, there is expected to be at least one community park and a school to serve residential expansion and population growth. In the southwest, an existing community park can expand into new residential lands. Near the commercial section of the Parr Road Nodal Overlay area, there is an opportunity to create an urban plaza to serve both surrounding MDR residents as well as commercial consumers.

Preferred Scenario Summary

The residential, industrial, and commercial expansions described above in discussion of the Preferred Scenario meet year 2020 residential, industrial, and commercial needs as shown in Table 14 below. There are slight surpluses and deficits in most cases due to parcel sizes – Woodburn intends to expand onto entire parcels where possible, and this leads to an imperfect correlation between unmet demand and expanded supply. There is an overall year 2020 deficit of about 8 acres of Residential land, and an overall year 2020 surplus of about 38 acres of Employment land under the Preferred Scenario.

Table 14: Preferred Scenario – Overall UGB Demand / Supply Comparison

Plan Designation	Preferred Scenario Acres Surplus (Deficit)
LDR	166
Nodal LDR	17
MDR	15
Nodal MDR	12
VMU	0
Public	(218)
All Residential	**(8)**
Commercial	(3.3)
Industrial	41
All Employment	**38**
Totals	**30**

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DRAFT

TECHNICAL REPORT 1
BUILDABLE LANDS INVENTORY

INSIDE THE PROPOSED WOODBURN URBAN GROWTH BOUNDARY

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INTRODUCTION

The City of Woodburn is reviewing land use inside its urban growth boundary (UGB) to determine how much land is available for residential, commercial, industrial, and public/semipublic use. This technical report addresses Task 4 of the City of Woodburn's revised Periodic Review Work Program by revising methodology used in the 2000 Buildable Lands Inventory performed by McKeever/Morris and creating a new Buildable Lands Inventory based on Woodburn's new zoning code, the revised methodology consistent with ORS 197, and site-specific review of actual development.

This work was funded in part by an Land Conservation and Development Commission (LCDC) periodic review grant. To address Task 4 of this grant, the City contracted with Winterbrook Planning to prepare an inventory of buildable lands inside the UGB. This inventory consists of a GIS database that contains area per tax lot by comprehensive plan designation and by existing zoning, less constraints such as natural resources and infrastructure (streets/easements).

This information contained in this technical report will be useful in addressing:

- Statewide Planning Goal 9 (Economic Development)
- Statewide Planning Goal 10 (Housing);
- Statewide Planning Goal 12 (Transportation);
- Statewide Planning Goal 14 (Urbanization);
- ORS 197 requirements; and
- OAR 660 requirements.

To meet employment needs as determined by Woodburn's Revised Economic Opportunities Analysis (ECONorthwest, 2001) and Goal 9 (Economic Development), Woodburn must determine if there is enough land, with the right locational and size characteristics, inside its UGB to accommodate target industries. This technical report and associated Buildable Lands Map shows a) how much aggregate vacant or redevelopable commercial and industrial land is available to meet future needs; b) where these parcels are; and c) the size characteristics of each parcel.

To meet residential needs as determined by Periodic Review Task 3 (Housing Needs Analysis) and Statewide Planning Goal 10 (Housing) and also to inform Task 3 as required by ORS 197.296, Woodburn must determine how much residential land is available and usable (buildable) within the UGB for each comprehensive plan designation. This technical report and associated Buildable Lands Map describes a) the aggregate buildable area of parcels within each residential comprehensive plan designation; b) the size and locational characteristics of each parcel; and c) the capacity of each parcel to accommodate households.

The Buildable Lands Inventory can be used to inform Periodic Review Task 2 (Coordination with ODOT), and by association Statewide Planning Goal 12 (Transportation), by determining the type and amount of development potential that exists within the current UGB. This information will be used by ODOT to model impacts of development on the transportation system from each Transportation Analysis Zone (TAZ).

Finally, the Buildable Lands Inventory is of critical importance to determination of need to maintain, expand, or contract Woodburn's UGB, as described in ORS 197.296. If need for UGB expansion is shown for housing or employment needs, this technical report and associated Buildable Lands Map will be used, along with Technical Report 2-A (Potential UGB Expansion Area Analysis) to determine which direction to expand to accommodate the needed land.

FINDINGS OVERVIEW

Table 1 (Buildable Lands Summary) provides the net buildable area, in acres, of land in each comprehensive plan designation inside Woodburn's UGB, including assumptions regarding infill and redevelopment as described in the Methodology section of this report. Table 2 (Lots by Size) describes lot sizes of buildable lands by plan designation.

Table 1: Buildable Lands Summary

Plan Designation	Total Acres	Net Buildable Acres	Unit Capacity (RES) or Employee Capacity (IND, COM)
Commercial	628	140	2,761
Industrial	1,095	503	7,014
Residential LDR	1,774	710	3,901
Residential MDR	433	147	2,273
Public (open space)	94 (660)	6	NA

Table 2: Buildable Lots by Size

Plan Designation	Lots < 1 Acre	Lots 1-5 Acres	Lots 6-10 Acres	Lots 11-20 Acres	Lots 20-50 Acres	Lots > 50 Acres
LDR	332	70	5	4	7	2
MDR	45	13	5	4	0	0
Commercial	58	16	3	1	1	0
Industrial	13	18	6	5	5	1

DEFINITIONS

Vacant Land is both: (a) parcels greater than or equal to (≥) 4,356 square feet with improvement value of less than or equal to (≤) $5,000 which do not have an approved building permit;[1] and (b) parcels with an area greater than or equal to (≥) 5.0 acres with a single family

[1] Existing parcels, outside of approved subdivisions, of less than 4,356 square feet do not meet minimum lot size requirements and are considered unbuildable. Parcels with improvement values of $5,000 or less are considered vacant.

residence, with 0.2 acres subtracted to account for the residence, regardless of the zoning district. Vacant land may be constrained or unconstrained[2].

Buildable Land means all land in urban and urbanizable areas that are suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. (OAR Chapter 660, Division 8, Housing)

Subdivision lots are platted lots under ½ acre in size within existing subdivisions. In residentially planned areas, subdivision lots are assigned one dwelling unit each.

Partially Vacant Lands are parcels over 1 acre in size with existing development, but with accessible vacant areas identified through aerial photograph review with city staff. Areas of existing development are removed from the total area of the parcel and the rest is considered buildable.

Potential Residential Infill land is residentially planned parcels between 0.5 and 5.0 acres with a single-family residence, with 0.20 acres subtracted to account for the residence, regardless of zoning district.[3]

Constrained Vacant Land means vacant land *less* the portion of each vacant parcel limited by any of the following:

I. Land within the 100-year floodplain.
II. Land within natural drainageways and associated slopes of 25% or greater.
III. Land classified as wetlands in the National Wetlands Inventory or in 50' stream corridors for fish-bearing streams.
IV. Unavailable parcels: parcels under public or common ownership (e.g., a PUD with common open space) are considered "unavailable" for meeting long-term growth needs.

Potential Redevelopment Commercial or Industrial Land means developed commercial or industrial parcels with improvement-to-land-value ratios of 1:1 or less.[4] To determine the amount of potential redevelopment land that is likely to redevelop, we will examine parcels that were defined as redevelopable in the 2000 inventory, and determine the percentage of those parcels that actually redeveloped from 1997-2002.

Developed Land is land <u>not</u> included within the vacant buildable land categories. That is, land which is not suitable or available to meet long-term growth needs.

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[2] Parcels of commercial or industrial land greater than ½ acre with a house were considered vacant with a ½ acre buildable area deduction for the house.

[3] The 0.2 acre figure for a remaining single-family residence represents what is likely to occur during the planning period, on average.

[4] Commercial and Industrial parcels of less than ½ acre with a house were considered potentially redevelopable if the value of the house was less than the value of the land.

A *Gross Vacant Acre* is an acre of vacant land *before* land has been dedicated for public right-of-way, private streets or public utility easements. Assuming 20% for streets and utilities[5], a gross vacant acre will have 34,848 square feet of vacant land available for construction and 8,712 square feet available for streets. Land that has *not* been subdivided into residential lots falls into this category.

A *Net Buildable Acre* is a full acre of vacant land, *after* land has been dedicated for public right-of-way, private streets, or utility easements. A net buildable acre has 43,560 square feet available for construction, because no additional street or utility dedications are required. Subdivided lots fall into the "net residential" category.

Maximum Gross Density means the maximum density permitted by the underlying residential zone on 43,560 square feet of vacant, buildable land, less land for streets and utilities.

Maximum Net Residential Density means the maximum density permitted by the underlying residential zone on 43,560 square feet of vacant, buildable land.

INVENTORY METHODS

1. ***Refining data pool.*** City of Woodburn Public Works supplied Winterbrook with a parcel database, including all parcels within the Woodburn UGB, with Marion County Tax Assessor data. Woodburn public works also provided comprehensive plan and zoning overlays. Since the comprehensive plan and zoning overlays were not matched up to tax lots or each other, Winterbrook contracted EcoTrust to create a database with both comprehensive plan and zoning by tax lot.
2. ***Labeling and Sorting.*** Winterbrook applied a labeling and sorting process to the UGB parcel inventory to create a Buildable Lands Inventory. This process is described below:
   a) Winterbrook sorted the UGB inventory by Plan designations and specific zones.
   b) Winterbrook applied definitions (established above) of vacant buildable, potential infill, and potentially redevelopable to all the parcels.
   c) If public parcels have uses such as developed parks, schools, and public agencies, these parcels are considered developed. Otherwise, the parcels are considered vacant buildable and accounted for in public land supply.
   d) There were hundreds of unbuildably small or inaccessible sliver or tract parcels, as well as easements, in the inventory. Winterbrook used parcel information and aerial photographs to label and remove these parcels from the buildable lands inventory.
3. ***Constraints.*** Not all vacant lands are buildable. They may be constrained by natural or environmental features such as steep slopes, floodplains, wetlands and stream corridors; or factors such as lack of access or small parcel size. The Goal 5 administrative rule limits the buildability of land within protected "stream corridors" or associated wetlands. Winterbrook has identified these constraints within the city and the study areas and removed the constrained area from the buildable lands total for each study area.

[5] Based on average right-of-way in subdivisions developed from 1998 to 2003.

4. ***Verification***. Winterbrook will rely on recent aerials that the City has provided, as well as on-site inspection and corroboration from local officials to assure accuracy.
5. ***Preliminary tables***. Winterbrook created a series of tables to describe the results of the buildable lands inventory.
6. ***Proposed efficiency measures and UGB amendments***. Winterbrook worked with the City of Woodburn to address needs identified in the Land Needs Analysis (Attachment II.2) through efficiency measures and UGB amendments.
7. ***Revised tables***. Winterbrook created a series of tables to describe the buildable lands inventory as it would look with suggested plan amendments.

Review of Existing Information

A review of existing literature, maps, and other source materials was conducted to identify wetlands, stream corridors, floodplains, and special status species, or site characteristics indicative of these resources, within the study area. The document review included the following sources of information:

- **Marion County Tax Assessor's data (Marion County, 2002)** – A comprehensive database of all parcels in Yamhill category. Each parcel data includes lot ID, land use, parcel size, owner, address, and other tax-related information. Tax assessor's data will provide the parcel base for the Inventory.
- **City of Woodburn Building Permit, Land Division, and Subdivision data (City of Woodburn, 2002)** – These compilations include site plans, building permit summaries, and related approvals during the recorded history of the City. Winterbrook used data from 1985 to 1998 (the period from the last periodic review to the present).
- **Woodburn Development Ordinance (City of Woodburn, 2002)** – This ordinance describes zoning districts and development standards in Woodburn. Zoning information from the Development Ordinance was incorporated into the Inventory spreadsheets and mapping.
- **Maps and data from Woodburn Public Works** – Woodburn Public Works has maps and data relating to the City's topography, tax lots, zoning, drainage, sewer and water systems. These maps and data will form the base for the mapping portion of the Inventory.

<u>City of Woodburn and Marion County GIS data</u>

- Study area (with subareas)
- City of Woodburn UGB
- Parcels
- Zoning
- Streets
- Streams
- LWI Wetlands
- Public parks and open space

Local Sources

- *City of Woodburn Comprehensive Plan.* City of Woodburn Planning Department, October 1999 (amended).
- City of Woodburn Street/Address map. City of Woodburn Public Works Department, Engineering Division, January 10, 2002.
- *Official Zoning Map of the City of Woodburn, Oregon.* City of Woodburn, July 1, 2002 (last revision). (Includes Significant Wetlands and other wetlands.)
- Ortho photographs (color, April 7, 2000; scale: 1" = 100')
- Planimetrics (horiz. datum NAD 83(91); Or. State Plan North zone, intnl. ft.; vert. datum NGVD 29, 1947 adj.)
- Topography (photo date 4/7/00; scale: 1" = 100'; contour interval: 2') (part of Planimetrics).

FINDINGS

Residential

To determine Woodburn's current supply of residential land, we followed the basic methodology laid out in the methodology section of this report – that is, we determined which residentially planned parcels were vacant, which were developed and which could be classified as "potential infill", then took out environmentally protected lands and future right-of-way. What is left is a residential buildable lands inventory.

However, only determining the acreage of buildable residential parcels may not be an accurate method of determining how many households can be accommodated in Woodburn, so we took it a step further. Every buildable parcel was assigned a number of potential dwelling units, based on comprehensive plan designation. For example, seven 8,000 square foot parcels in a 7,000 square foot minimum lot size zone provide us with seven potential dwelling units, rather than eight. We assumed development at 14 units/net acre for land planned for MDR, 18 units/net acre for MDR within the Parr Road Nodal Overlay, 5.5 units/net acre for land planned for LDR, and 7.5 units/net acre for LDR within the Parr Road Nodal Overlay.[6] In addition, platted subdivision lots were assigned one dwelling unit each, rather than counting their acreage into buildable lands.

The residential vacant buildable land inventory is summarized in Table 3, below. There are 537 total vacant buildable acres of land planned for low density residential (LDR), sufficient to supply 3,272 total dwelling units. There are 113 total vacant buildable acres of land planned for medium-high density residential (MDR), sufficient to supply 1,923 total dwelling units.

Table 3: Residential Vacant Buildable Lands

Plan Designation	Net Buildable Acreage	Potential DU Capacity
LDR	537	3,272

[6] Analysis of the existing UGB shows average lot sizes of about 7,800 square feet, or about 5.6 units/acre, among subdivided developed and vacant lots planned for R<12.

(Nodal)	196	1,651
MDR	**113**	**1,923**
(Nodal)	64	1,136
Totals	**650**	**5,195**

Residential Infill and Partially Vacant Lands

As stated in the definitions section of this report, *Potential Residential Infill land* consists of residentially planned parcels between 0.5 and 5.0 acres with a single-family residence, with 0.20 acres subtracted to account for the residence, regardless of zoning district. Partially vacant residentially planned lands are parcels over an acre with substantial development as well as vacant land.

Table 4: Residential Capacity from Infill

Plan Designation	Potential Infill Acres	Potential Infill Capacity (DU)
LDR	34	161
MDR	1	10

Table 5: Residential Capacity from Partially Vacant Lands

Plan Designation	Partially Vacant Area	Potential Partially Vacant Capacity (DU)
LDR	32	173
MDR	28	340

Exceptions Areas

For the purpose of this report, exceptions areas are areas outside of an Urban Growth Boundary with Goal 14 exceptions for residential uses in a rural area. Woodburn is including all adjacent exceptions areas with buildable land into its UGB through this process. Exceptions areas are generally developed inefficiently below urban residential densities. The development pattern includes houses on large parcels, often some farm development, and generally an inefficient access pattern (See Figure 1: Development Pattern of Exception Area). This combination makes development at urban densities more difficult. Due to this difficulty, we assumed densities within exceptions areas would average around 3 units per net buildable acre.

Table 6: Residential Capacity from Exceptions Areas

Site Description	Exception Area Parcels
Sites <2ac	43
Acres	44
Sites 2-5ac	16
Acres	47
Sites 6-10ac	2
Acres	17

Total Sites	**61**
Total Acres	**107**
Potential Exception Units	**295**

Employment

Buildable Commercial and Industrial Land Supply

Table 7: Buildable Commercial and Industrial Land*

Plan Designation	Number of Parcels	Net Buildable Acres	Potential Employee Capacity
Industrial	**49**	**504**	**7,029**
(SWIR)	13	377	5,274
Commercial	**79**	**135**	**2,761**

*Includes all Potential Redevelopment and Partially Vacant land.

Partially Vacant Employment Lands

Table 8: Partially Developed Buildable Commercial and Industrial Land

Plan Designation	Partially Vacant Acres	Partially Vacant Employees
Industrial	62	866
Commercial	52	1,036

Potential Redevelopment Employment Lands

Table 9: Potential Redevelopment Commercial and Industrial Land

Plan Designation (Zone)	Number of Parcels	Potential Net Buildable Acres
Commercial	12	1.8
Industrial	8	11.7

Industrial Parcel Sizes

Table 9 below summarizes the number and acreage of buildable industrial parcels by site sizes. These include vacant, partially vacant, and redevelopable industrial parcels.

Table 10: Buildable Industrial Parcels by Size (Acres)

	<1	1-5	6-10	11-25	26-100	>100	Totals
Number	13	18	6	5	7	0	49
Acres	2	60	48	84	310	0	504

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Public / Semi-public

Table 11: Vacant Public Land

Plan Designation	Number	Acres
Public	4	6.1

DRAFT

TECHNICAL REPORT 2.A
POTENTIAL UGB EXPANSION AREA ANALYSIS
NATURAL RESOURCES INVENTORY

FOR POTENTIAL EXPANSION AREAS (SUBAREAS) OUTSIDE THE WOODBURN URBAN GROWTH BOUNDARY

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INTRODUCTION

The City of Woodburn may need to expand its UGB to meet long-term population and employment growth needs. This technical report addresses Task 5 of the City of Woodburn's revised Periodic Review Work Program and evaluates natural resource areas within the potential urban growth boundary study area. Technical Report 2.B addresses public facilities and transportation efficiency issues as they apply to the UGB study area.

This work was funded in part by an Land Conservation and Development Commission (LCDC) periodic review grant. To address Task 5 of this grant, the City contracted with Winterbrook Planning to prepare an inventory of potential expansion areas outside the UGB (see Study Area, below). This inventory considers the area (acreage) and distribution (by subarea) of:

- Goal 3 agricultural soils (Class I-IV soils, including high value farm land),
- Goal 5 natural resource areas (wetlands, stream corridors and wildlife habitat),
- Goal 7 hazard areas (floodplains), and
- Goal 2 exception areas (built and committed to non-resource uses).

This information will be useful in address Statewide Planning Goal 14 "locational factors" (Factors 5 – ESEE consequences, 6 – agricultural land preservation, and 7 – agricultural land compatibility) in assessing the relative values of each of eight subareas at the edge of the existing UGB. The inventory also is directly relevant to the Goal 2, Part II exceptions process (OAR Chapter 660, Division 04) and in establishing priorities for UGB expansion as set forth in ORS 197.298.

To address Statewide Planning Goal 2 (exceptions process), 3 (Agricultural Lands) and 14 (Locational Factors 6 and 7), Winterbrook focused first on agricultural soil classifications. Figure 1 shows area and distribution of Class I, II, III and IV soils for each subarea. Table 4 summarizes the results of this GIS analysis in tabular format.

To address Statewide Planning Goal 5 (Natural Resources), Goal 7 (Natural Hazards) and Goal 14 (Factor 5, economic, social, environmental and energy consequences), Winterbrook inventoried wetlands, stream corridors, floodplains, and wildlife habitat (for special status species) within the study area. This inventory determines the location, quantity and quality of Goal 5 resources (wetlands, streams, and habitats) and Goal 7 resources (floodplains) within each subarea, to provide a factual basis for the evaluation of Urban Growth Alternatives.

Finally, to determine the area of buildable land for each subarea outside the UGB, Winterbrook applied the same methods used within the Woodburn growth boundary. (See Technical Memorandum 1 - Buildable Lands Inventory (2002).) Goal 5 and 7 resources are considered constrained lands and are removed from the mapping of Goal 3 agricultural land resources. A fifth of an acre is removed for each single-family residence in rural residential areas. For partially developed land, industrial and commercial acreage is removed based on actual development area.

Table 1. Goal 3, 5 and 7 – Constrained Land Summary

Subarea	Size (acres)	Goal 5 (Natural Resources) Wetlands	Streams	Species	Goal 7 Floodplains	Total Constrained	Goal 3 (Agricultural Lands)[2] Class I	II	III	IV	Developed[3] Exception Areas	Buildable Lands[4]
1. Northwest	655	54.37	96.24	W/in streams	16.89	107.32	4	320	73	30	54.92	394.21
2. North	675	34.44	62.47	W/in streams	40.62	68.31	29	432	83	62	0	485.35
3. Northeast	330	6.93	14.95	W/in streams	0	15.12		135	27	10	57.84	205.63
4. East	343	3.20	18.49	W/in streams	0	19.22		296	14	12	0	259.02
5. Southeast	431	0	6.15	W/in streams	0	6.15		355	46	24	0	339.88
6. South	191	15.30	15.34	W/in streams	11.38	16.14		147	2	12	5.69	135.34
7. Southwest	506	0.87	0	0	0	0.87		361	124	19	0	404.18
8. West	755	4.43	14.09	W/in streams	0.26	14.41	40	567	52	81	0	592.47
Total Area	3886	119.54	227.73	227.73	69.15	247.54	73	2613	421	250	118.45	2816.08
% of Study Area	100%	3.1%	5.9%	5.9%	1.8%	6.4%	1.9%	67.2%	10.8%	6.4%	3%	72.5%

1. Adjusted for overlapping resource coverages.
2. Excludes Goal 5 and 7 constrained lands and exception areas.
3. Approximately 40% of exception areas are developed.
4. Land area less constrained and developed exception lands, less 20% (for roads and infrastructure); rights-of-way not excluded (data not yet available).

STUDY AREA AND SUBAREAS

The study area covers 3,886 acres and is comprised entirely of Class I through Class IV soils. Approximately 97 percent of non-exception area lands are classified as high value farmland. Exception areas total 296 acres and are located primarily in Subareas 1 and 3. Constrained Goal 5 and 7 resource lands total 248 acres and are located primarily along the Senecal and Mill Creek corridors, in Subareas 1 and 2, primarily on Class III and IV agricultural soils. Thus, the subareas with the lower quality agricultural soils tend to have the highest quality Goal 5 and 7 resource sites.

The study area is approximately one-half mile wide located outside of the existing UGB (see Figure 1). It was extended in certain locations to include clear boundaries (e.g., roads), contiguous exception areas, and whole tax lots (where practical).

The study area is divided into eight subareas based on transportation considerations (subareas usually comprise multiple transportation analysis zones or TAZs) and drainage basins. Major roads and railways form the primary divisions between the planning subareas. The subareas range in size from 191 to 755 acres, and have a combined size of 3,886 acres – or about six square miles. The subareas are ordered in a clockwise manner, beginning in the northwest portion of the study area with Subarea 1 (SA-1) and ending with Subarea 8 (SA-8) in the southwest portion. The location and size of each subarea is summarized in Table 2.

Table 2. Study Subarea Location and Size

Subarea	Location/boundaries	Size (acres)
SA-1. Northwest	Bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, south by Highway 214 (Newberg Hwy.), and north by a line approx. 1,000 feet north of and parallel to Crosby Road.	655
SA-2. North	Bounded to the west by Interstate 5, east by Union Pacific Railway and N. Front Street, south by the UGB, and north by a line approx. 1,000 feet north of and parallel to Crosby Road.	675
SA-3. Northeast	Bounded to the west by Union Pacific Railway and the UGB, east by the MacLaren School for Boys, north by Dimmick Road NE, and south by Highway 211 (Estacada Hwy).	330
SA-4. East	Bounded to the west by the UGB and Cooley Road, east by properties within ½ mile of the UGB (Pudding River plateau, reservoir), north by Dimmick Road NE, and south by Highway 214.	343
SA-5. Southeast	Bounded to the west by Highway 99E (Pacific Hwy) and the UGB, east by properties within ½ mile of the UGB (Pudding River plateau), north by Highway 214, and south by Geschwill Lane NE.	431
SA-6. South	Bounded to the east by Highway 99E (Pacific Hwy), west by Southern Pacific Railroad, north by the UGB, and south by Belle Passe Road.	191
SA-7. Southwest	Bounded to the east by Southern Pacific Railroad, west by Interstate 5, north by the UGB, and south by Belle Passe Road (extension).	506
SA-8. West	Bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, north by Highway 214 (Newberg Hwy.), and south by property south of Parr Road NE.	755
	TOTAL	3886

EXISTING LAND USE

Land uses within the study area are dominated by agriculture, primarily row crops with occasional nursery production, vineyards and pastures. Older residential areas are scattered throughout the study area, particularly near Senecal Creek (SA-1) to the northwest and areas to the northeast and east (SA-3 and SA-4). One significant institutional use, the MacLaren School of Boys, is located in SA-3. Open space uses include a golf course (SA-2) and a cemetery (SA-6).

DEFINITIONS

Agricultural Land – Land outside of acknowledged urban growth boundaries and acknowledged exception areas for Goal 3 or 4, that:

a) Is classified by the U.S. Natural Resources Conservation Service (NRCS) as predominantly Class I-IV soils in Western Oregon and I-VI soils in Eastern Oregon;
b) In other soil classes that is suitable for farm use as defined in ORS 215.203(2)(a), taking into consideration soil fertility; suitability for grazing; climatic conditions; existing and future availability of water for farm irrigation purposes; existing land use patterns; technological and energy inputs required; and accepted farming practices; and
c) Is necessary to permit farm practices to be undertaken on adjacent or nearby agricultural lands.

Exception Area – an area no longer subject to the requirements of Goal 3 or 4 because the area is the subject of a site specific exception acknowledged pursuant to ORS 197.732 and OAR chapter 660, division 4. Within the Woodburn study area, this land includes areas zoned Acreage Residential (AR) and Public (P).

Floodplain – a stream or river valley apart from the channel that is inundated only in a flood event, attenuating the flood discharge. The 100-year floodplain shows the flood with a 100-year recurrence interval.

Special Status Species – a plant and animal species that is a federal listed, proposed, or candidate species; federal "species of concern"; or State of Oregon listed, proposed, or sensitive species.

Stream (Riparian) Corridor – an area along a river, lake, or stream which includes the water areas, fish habitat, wetlands, and adjacent riparian areas that mark the transition from an aquatic ecosystem to a terrestrial ecosystem.

Wetland – an area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

INVENTORY METHODS

Review of Existing Information

A review of existing literature, maps, and other source materials was conducted to identify wetlands, stream corridors, floodplains, and special status species, or site characteristics indicative of these resources, within the study area. The document review included the following sources of information:

City of Woodburn and Marion County GIS data

- Study area (with subareas)
- City of Woodburn UGB
- Parcels
- Zoning
- Streets
- Streams
- LWI Wetlands
- Public parks and open space

Local Sources

- *City of Woodburn Local Wetland Inventory and Riparian Assessment.* Shapiro and Associates, January 5, 2000.
- *City of Woodburn Comprehensive Plan.* City of Woodburn Planning Department, October 1999 (amended).
- City of Woodburn Street/Address map. City of Woodburn Public Works Department, Engineering Division, January 10, 2002.
- *Official Zoning Map of the City of Woodburn, Oregon.* City of Woodburn, July 1, 2002 (last revision). (Includes Significant Wetlands and other wetlands.)
- Ortho photographs (color, April 7, 2000; scale: 1" = 100')
- Planimetrics (horiz. datum NAD 83(91); Or. State Plan North zone, intnl. ft.; vert. datum NGVD 29, 1947 adj.)
- Topography (photo date 4/7/00; scale: 1" = 100'; contour interval: 2') (part of Planimetrics).

Other Sources

- Federal Emergency Management Act (FEMA) floodplain maps
- *Marion County Hydric Soils List.* U.S.D.A. Natural Resource Conservation Service (NRCS), 04/21/1999. (Includes hydric soils and soils with hydric inclusions).
- Oregon Department of Forestry and Oregon Department of Fish and Wildlife stream classification and fish-bearing stream maps
- Oregon Division of State Lands, wetland determination files (Woodburn area)
- Oregon Natural Heritage Program (ORNHP) species data. (Database search conducted October 18, 2002 included one-mile buffer from City Limits.)
- *Rare, Threatened and Endangered Plants and Animals of Oregon.* Oregon Natural Heritage Program, February 2001.
- *Soil Survey of Marion County Area, Oregon.* U.S.D.A. Soil Conservation Service, 1972. (Includes 1963 aerial photographs).

- U.S.D.A. Natural Resource Conservation Service. Farm Service Agency photomaps for the Woodburn area.
- U.S. Fish and Wildlife Service (USFWS) National Wetland Inventory maps. Woodburn, St. Paul, and Silverton, Oregon quadrangles. 1981.
- U.S. Geological Survey (USGS) 7.5 minute topographic maps. Woodburn, St. Paul, and Silverton, Oregon quadrangles. 1981.
- Other agency data (e.g., Marion County, Oregon Department of Fish and Wildlife, Oregon Division of State Lands, Natural Resources Conservation Service)

This information was used as the basis for preparing a natural resource base map showing existing and potential wetland, stream, floodplain, and special status species habitats. Where data gaps existed, or where field verification was deemed necessary, a field inventory was conducted as described below.

Several public agencies were contacted as part of this review. These agencies included:

- City of Woodburn (Planning and Public Works);
- Marion County;
- Marion Soil and Water Conservation District;
- Natural Resources Conservation Service (NRCS);
- Oregon Department of Fish and Wildlife (ODFW);
- Oregon Department of Forestry (DOF);
- Oregon Division of State Lands (DSL); and
- The Oregon Natural Heritage Information Center (ORNHIC).

Field Inventory

Winterbrook conducted field studies and recorded observations of natural resources on October 16 and November [TBD], 2002. Wetlands, stream corridors, floodplains, and habitats with potential use by special status species were noted. Data from field notes, analysis of aerial photos and other maps, and information gathered from public agencies were used to complete the natural resources assessment.

A reconnaissance-level field survey was completed using an off-site methodology following DSL guidelines. Wetland, stream corridors, floodplains, and sensitive species habitats were viewed from nearby public rights-of-way, parks and open spaces, and other public lands. Natural resource base maps and data compiled in the information review phase were field checked from nearby public vantage points. For example, areas exhibiting wetland indicators such as wetland hydrology[1] or dominant hydrophytic vegetation[2] were noted. Off-site surveys

[1] Indicators of wetland hydrology include visual observation of ponding or soil saturation, historic records of flooding, visual evidence of previous water inundation such as dry algae on bare soil or water marks on soils or leaves, sediment deposition and drainage patterns.

[2] The wetland indicator status of the dominant species within each vegetative strata (e.g., herb, shrub, tree) is used to determine if the plant community may be characterized as hydrophytic and can thereby meet the wetland vegetation criterion.

are based on off-site viewing, interpretation based on photo signatures of adjacent wetlands (e.g., the City's LWI wetlands), review of topography and soils data, and other information noted above. In areas where wetlands, stream corridors, floodplains, and special status species were determined to be present, the locations were documented on field maps and new information was digitized as polygon or point data on natural resource maps (see Figure 2).

Using data from existing species records and consultations with resource agency personnel, special status species with potential to occur within the study area were also evaluated. Field staff recorded observations of the availability of suitable habitat for species of special interest during the field surveys; however, a formal sensitive species survey was not completed. It should be emphasized that field surveys were conducted "off-site" and therefore focused on habitats visible from public lands, roads, and rights-of-way. It should also be noted that field surveys were conducted during the dormant season; they were not conducted during optimal warm weather survey times, when most plant or wildlife species can be more easily detected within the study area.

FINDINGS

This section describes the results of the review of existing information and field surveys conducted during October and November, 2002.

Goal 3 Resources: Agricultural Lands

Data on agricultural land classes and soils was obtained from U.S. Department of Agriculture, Natural Resources Conservation Service. Soils within the study area are composed of two primary associations, Amity silt loam and Woodburn silt loam. Both of these soils are found throughout the study area except along stream corridors and in wet areas. These soils are designated capability Class II by the Natural Resources Conservation Service. The stream corridors and wet areas generally contain poorly-drained "hydric" soils, most commonly Bashaw clay, Dayton silt loam, Concord silt loam, and Labish silty clay loam (see discussion of soils under Wetlands, below). Bashaw clay and Dayton silt loam are Class IV soils; Concord and Labish are Class III soils. Only 75 acres, or less than 2 percent of the study area, is composed of Class I soils. These soils are distributed adjacent to the Senecal and Mill Creek corridors in Subareas 1, 2 and 8.

Table 3 summarizes the soil types found within the study area, their capability unit class, and whether or not they are designated as high value farmland.

Table 3. Soil Characteristics

Map Unit Name	Map Symbol	Capability unit	High value farmland
AMITY SILT LOAM	Am	IIw-2	Yes
BASHAW CLAY	Ba	IVw-2	Yes
CONCORD SILT LOAM	Co	IIIw-2	Yes
DAYTON SILT LOAM	Da	IVw-1	Yes
LABISH SILTY CLAY LOAM	La	IIIw-2	No

Map Unit Name	Map Symbol	Capability unit	High value farmland
TERRACE ESCARPMENTS	Te	IVe-2	No
WAPATO SILTY CLAY LOAM	Wc	IIIw-2	No
WILLAMETTE SILT LOAM, 0 TO 3 PERCENT SLOPES	W1A	I-1	Yes
WOODBURN SILT LOAM, 0 TO 3 PERCENT SLOPES	WuA	IIw-1	Yes
WOODBURN SILT LOAM, 0 TO 3 PERCENT SLOPES	WuC	IIe-1	Yes
WOODBURN SILT LOAM, 12 TO 20 PERCENT SLOPES	WuD	IIIe-1	Yes

Source: U.S. Department of Agriculture, Natural Resources Conservation Service, 04/21/1999.

Exceptions Areas

The study area contains three exception areas. To the northwest (Subarea 1) is a 137-acre exception area along Butteville Road north of Highway 219 (Newberg Road). This area is zoned Acreage Residential (AR) and includes single-family housing and some agricultural (nursery) uses. To the northeast in Subarea 3 is the MacLaren School for Boys east of Highway 99E. This 145-acre exception area includes a small area of housing and is zoned Acreage Residential (AR) and Public (P). To the south (Subarea 6) is a 14-acre exception area comprised of single-family housing and farm uses along Highway 99E. These lands are zoned AR and P.

Summary

Tables 4.a and 4.b show the area (in acres) and percentages of soil categories within each planning subarea. As noted previously, most (76%) of non-exception lands are composed of Amity and Woodburn Class II soils. There are 75 acres (2%) of Class I soils, 485 acres (14%) of Class III soils, and 310 acres (9%) of Class IV soils. A total of 3,493 acres (97%) non-exception area lands within the study area are classified as high value farmland.

Table 4.a. Agricultural Soil Classes by Subarea

Subarea	Size (acres)	Exception areas	Class I	Class II	Class III	Class IV	High Value Farmland
1. Northwest	655	137	5	342	111	59	518
2. North	675		30	463	101	81	613
3. Northeast	330	145		149	28	10	184
4. East	343			310	15	16	325
5. Southeast	431			357	46	28	416
6. South	191	14		156	5	16	177
7. Southwest	506			362	124	19	506
8. West	755		40	578	55	81	754
Total Area	3886	296	75	2717	485	310	3493

Table 4.b. Percentage Agricultural Soil Classes by Subarea

Subarea	Resource Land* (acres)	Class I	Class II	Class III	Class IV	High Value Farmland
1. Northwest	518	1.0%	66.0%	21.4%	11.4%	100.0%
2. North	675	4.4%	68.6%	15.0%	12.0%	90.8%
3. Northeast	185	0.0%	80.5%	15.1%	5.4%	99.5%
4. East	343	0.0%	90.4%	4.4%	4.7%	94.8%
5. Southeast	431	0.0%	82.8%	10.7%	6.5%	96.5%
6. South	177	0.0%	88.1%	2.8%	9.0%	100.0%
7. Southwest	506	0.0%	71.5%	24.5%	3.8%	100.0%
8. West	755	5.3%	76.6%	7.3%	10.7%	99.9%
Total	3590	2.1%	75.7%	13.5%	8.6%	97.3%

* Resource land is non-exception land within each subarea.

Goal 5 and 7 Resources: Wetlands, Stream Corridors, Wildlife Habitat and Floodplains

Information Review and Agency Contacts

This section summarizes Winterbrook's review of source materials identified in the Methods section and our contacts with resource agencies.

Wetlands

Local Wetland Inventory

In 2000, the City of Woodburn completed a local wetlands inventory (LWI) and riparian assessment within the UGB. Both "significant" and "other" (non-significant) wetlands are identified on the City's Zoning Map. Several of these wetlands extend to and potentially beyond the UGB line, particularly in the north and west sections of the City. Wetlands that may extend outside the UGB into the present study area were examined using available aerial photographs and mapping and were field checked where possible. LWI wetlands also served as a reference for map interpretation: the City's 2000 ortho-photographs were examined for evidence of LWI wetland signatures and hydric soil mapping was compared with LWI mapping to identify potential wetlands within the study area.

National Wetland Inventory

National Wetland Inventory (NWI) maps identify several palustrine emergent and palustrine forested within the study area. These wetlands are located primarily along stream corridors. A few man-made (excavated) open water wetlands are also identified in the northern and southern sub areas. NWI mapping is generally known to include a degree of error with respect to estimating wetland presence and size, especially in forested areas. Where possible, field

verification of NWI wetlands from nearby vantage points was conducted. NWI wetlands for each planning subarea are discussed further below.

Hydric Soils

The Natural Resources and Conservation Service (NRCS) has defined hydric soils as soils that are saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions, where oxygen is effectively absent from the environment, in the upper part of the soil profile. Hydric soils are indicative of wetlands.

Table 5 provides a list of hydric soils and soils with hydric inclusions within the study area, and indicates the local landform and capability class for each hydric soil type.

Table 5. Hydric Soil Characteristics

Map Unit Name	Map Symbol	Hydric?	Hydric Inclusion	Local landform	Capability unit
AMITY SILT LOAM	Am	No	Yes, Concord	terrace	IIw-2
BASHAW CLAY	Ba	Yes	N/a	flood plain	IVw-2
CONCORD SILT LOAM	Co	Yes	Yes, Dayton	terrace	IIIw-2
DAYTON SILT LOAM	Da	Yes	Yes, Concord	terrace	IVw-1
LABISH SILTY CLAY LOAM	La	Yes	Yes, Wapato, Semiahmoo	relict lakebed	IIIw-2
WAPATO SILTY CLAY LOAM	Wc	Yes	N/a	flood plain	IIIw-2
WOODBURN SILT LOAM, 0 TO 3 PERCENT SLOPES	WuA	No	Yes, southwest poorly drained soils	terrace	IIw-1
WOODBURN SILT LOAM, 0 TO 3 PERCENT SLOPES	WuC	No	Yes, poorly drained soils	terrace	IIe-1
WOODBURN SILT LOAM, 12 TO 20 PERCENT SLOPES	WuD	No	Yes, poorly drained soils	terrace	IIIe-1

Source: U.S. Department of Agriculture, Natural Resources Conservation Service, 04/21/1999.

Marion Soil and Water Conservation District / NRCS

Winterbrook contacted Monte Graham at the Marion Soil and Water Conservation District to obtain information on wetlands documented on Farm Service Agency photomaps within the planning area. Winterbrook reviewed copies of photomaps showing wetland areas. Wetlands were mapped along stream channels, including Senecal and Mill Creeks, with larger wetlands found to the east along the Pudding River floodplain.

More than 85 percent of the wetland types identified within the study area were classified as "Prior Converted Cropland." Prior converted cropland is land that was drained, filled, or manipulated prior to December 23, 1985; was cropped prior to that date; was not abandoned; and does not meet Farmed Wetland criteria. Prior Converted Cropland is not subject to wetland conservation regulations unless it reverts to wetland as a result of abandonment. "Farmed Wetland" is an area that was manipulated and planted prior to December 23, 1985, but still meets wetland criteria. These wetlands may be farmed and maintained in the same manner as long as they are not abandoned. Several Farmed Wetlands are noted on agricultural sites within the study area.

Many of the Prior Converted Croplands and Farmed Wetlands within the study area are tiled to eliminate hydrology. These lands are typically located within areas of poorly-drained, hydric soils that could be expected to revert to wetlands without regular maintenance of drainage systems. As noted previously, all lands with hydric soils are designated as Class III or IV soils. Several areas of Prior Converted Croplands that appear through photo-interpretation or field surveys to meet wetland criteria (but are still farmed) were identified as Farmed Wetlands on the natural resource maps.

Division of State Lands

Winterbrook contacted Ed Emrick and Heather Howard at the Division of State Lands (DSL) to discuss the state's available wetland determination data for the Woodburn area. Copies of wetland determination files were received from DSL. Of the eight determinations identified by DSL, five were located inside UGB and three were within the planning area. Only one of the three determinations in the planning area contained jurisdictional wetlands. These wetlands are located at the Tukwila Golf Course site in the northern part of the study area near Crosby Road. Since this determination was more than five years old (and hence DSL's delineation "concurrence" has elapsed), a field check was conducted.

Significance Criteria

Wetlands are considered significant for the purposes of this study if they: 1) provide high quality fish or wildlife habitat, water quality, or hydrologic control functions; 2) contain rare plant communities or federal or state-listed species; or 3) have a surface water connection to a salmonid-bearing stream.

Stream Corridors

With one minor exception, the study area is contained within the Molalla-Pudding River watershed.[3] The Pudding River and its small tributaries define the eastern edge of the study area. The river is the western arm of the large Molalla-Pudding system, a low-gradient, sinuous river system with a large floodplain and a drainage area of 204 square miles. The 62-mile river originates in the low elevation Waldo Hills east of Salem and flows through open fields and farmland before joining the Willamette River east of Wilsonville.[4]

[3] A few acres of land along the Oregon Electric Railway in the northwest corner of the study area drain to Case Creek, which is part of the Champoeg Creek watershed that flows through the French Prairie region.

[4] The lower reaches of Pudding River (including Woodburn) are listed as water quality limited by the state (DEQ). High temperatures, low dissolved oxygen saturation and high fecal coliform bacteria counts exist seasonally in the Pudding River. Levels of DDT exceeded standards in the lower river (at Aurora) during 1994 surveys.

Two principal stream corridors, Senecal Creek and Mill Creek, flow through the study area. Both streams are tributaries to the Pudding River. Both streams also are designated as fish-bearing streams by the Oregon Department of Forestry and Oregon Department of Fish and Wildlife.

Senecal Creek

Senecal Creek, a perennial stream, flows south to north through the western part of the study area (SA-1 and SA-8). East Senecal Creek joins Senecal Creek (mainstem) south of Crosby Road; the stream joins Mill Creek one mile south of Aurora before discharging to the Pudding River. The Senecal Creek and East Senecal Creek corridors are comprised of large Douglas fir and Oregon white oak along the upper banks, with Oregon ash and reed canarygrass dominated wetlands along the stream channel. The streamside wetlands and floodplain areas are quite expansive, particularly in the northern reach of Senecal Creek, with widths of up to 300 feet. The stream corridor width varies from approximately 100 feet (in SA-8) to 500 feet (SA-1). The streamside wetlands and floodplain areas, combined with the vegetated banks and ravines, generally provide high water quality and wildlife habitat functions.

Mill Creek

Mill Creek flows north to south through Woodburn and discharges into the Pudding River just north of Aurora. Due to its path through the center of Woodburn, the stream has a different character than Senecal Creek. As noted in the City's Comprehensive Plan, Mill Creek within the City "has been channelized and offers little opportunity for fish and wildlife habitat." Outside of the City within the study area, the stream corridor is generally wider and the channel less manipulated but streamside vegetation and habitat functions remain limited. Some reaches of the stream are in fair to moderate condition, with high functioning floodplains and sparsely vegetated banks composed of Douglas fir, Oregon ash, black cottonwood, and willows. Reed canarygrass is the dominant cover in wetlands along the stream channel. The streamside wetlands and floodplain areas average approximately 100 feet. The stream corridor width varies from approximately 200 feet (in SA-6) to 300 feet (SA-2).

Accompanying the main stream corridors are several small tributaries which characteristically begin as wide swales of gentle slope (often on farmland) and become well defined channels and ravines near the principal streams.

Significance Criteria

Stream corridors are considered significant for the purposes of this study if they: 1) provide high quality fish or wildlife habitat, water quality, thermal regulation, or flood management functions; 2) contain special status species; or 3) contain a perennial fish-bearing stream.

Habitat for Special Status Species

Winterbrook requested and received information from the Oregon Natural Heritage Information Center (ORNHIC) and the Oregon Department of Fish and Wildlife (ODFW) on special status

species and their documented or potential occurrence within the study area.[5] Special status species for the purposes of this review include a federal listed, proposed, or candidate species; federal "species of concern"; or State of Oregon listed, proposed, or sensitive species.

Winterbrook contacted Cliff Alton at the ORNHIC to request a database search for documented occurrences of special status species. Four species records were found in the area, including three plant records (one for peacock larkspur and two for thin-leaved peavine) and an invertebrate (Oregon giant earthworm). Additional data on listed fish species was also provided (Alton 2002; ORNHIC 2002).

Winterbrook contacted ODFW Habitat Biologist Jim Grimes (North Willamette District) and Assistant Wildlife Biologist Will High (Salem Field Office) for information on special status fish and wildlife species within the study area. Winterbrook reviewed a joint ODFW/DLCD letter (Knight and Wheaton 2002) regarding updated inventories of fish and wildlife, and associated data and background reports.

Using data from existing species records and consultations with resource agency personnel, special status species with potential to occur within the study area were evaluated. Observations of the availability of suitable habitat were recorded during the field investigation; however, a formal sensitive species survey was not completed.

The following table identifies the federal and state status of the species and their known or potential presence within the study area. The table contains "plants," "wildlife" and "fish" categories, and is organized alphabetically by common name. Appendix A provides a brief review of the habitat and life cycle requirements of each species and a discussion of their potential occurrence within the study area.

Table 6. Special Status Species

Common Name	Scientific Name	Federal Status	State Status	Occurrence
Plants				
peacock larkspur	*Delphinium pavonaceum*	SoC	LE	P – ORNHIC historic record approx. 5 miles north of study area (SA-1, SA-2)
thin-leaved peavine	*Lathyrus holochlorus*	SoC	-	Y – 2 ORNHIC historic records within Woodburn; one at SA-4
Wildlfie				
bald eagle	*Haliaeetus leucocephalus*	T	T	P – successful nesting at Jackson Bend (Willamette); juveniles could be pioneering into Woodburn area
fringed myotis	*Myotis thysanodes*	SoC	SV	P – bridges, barns, brush piles

[5] ORNHIC provided information on special status species and their documented occurrence within the study area and a one-half mile buffer around the study area.

Common Name	Scientific Name	Federal Status	State Status	Occurrence
little willow flycatcher	*Empidonax traillii brewsteri*	SoC	SV	P – shrub thickets (stream corridors)
long-eared myotis	*Myotis evotis*	SoC	SU	P – bridges, barns, brush piles
long-legged myotis	*Myotis volans*	SoC	SU	P – bridges, barns, brush piles
northern red-legged frog	*Rana aurora aurora*	SoC	SU	P – ponds and stream corridors
northwestern pond turtle	*Clemmys marmorata marmorata*	SoC	SC	Y – reported (by ODFW) in Woodburn pond (east of I-5 by SA-2); potential in other pond habitats
olive-sided flycatcher	*Contopus cooperi*	SoC	SV	P – conifer forest, stream corridors
Oregon giant earthworm	*Driloleirus (=Megascolides) macelfreshi*	SoC	-	P – ORNHIC record approx. 5 miles north of study area (SA-1, SA-2)
Pacific western big-eared bat	*Corynorhinus townsendii townsendii*	SoC	SC	P – bridges, barns, brush piles
painted turtle	*Chrysemys picta belli*	-	SC	P – pond habitats incl. Woodburn pond (east of I-5 by SA-2)
Fish				
Chinook salmon, Upper Willamette River ESU, spring run	*Oncorhynchus tshawytscha*	T	-	P – occurs in Pudding River
Coastal cutthroat trout (Southwestern Washington/Columbia River ESU)	*Oncorhynchus clarki clarki*	PT	SC	Y – Senecal Creek, also in Pudding River system
Coho salmon (Lower Columbia River/Southwest Washington ESU)	*Oncorhynchus kisutch*	C	SC	P – occurs in Pudding River
Steelhead, Lower Columbia River ESU, spring run	*Oncorhynchus mykiss*	T	SU	P – occurs in Pudding River

Key:
ESU: Evolutionarily Significant Unit (a unique group of Pacific salmon, steelhead, or sea-run cutthroat trout)
Federal Status: **T**=Threatened, **P**=Proposed, **C**=Candidate, **SoC**= Species of Concern
State Status: **E**=Endangered, **T**=Threatened, **SC**= Sensitive-Critical, **SV**=Sensitive-Vulnerable, **SU**=Sensitive-Undetermined Status, **C**=Candidate for listing
Occurrence: **P**=Potential occurrence based on assessment of habitat and range; **Y**=Recorded within the planning area; **N**=No recent records and not expected based on habitat and range.

Significance Criteria

Habitat is considered significant for the purposes of this study if it: 1) supports special status species; or 2) is identified by ODFW as habitat for a wildlife species of concern and/or as a habitat of concern.

Floodplains

The source of floodplain data was the Federal Emergency Management Act (FEMA) floodplain maps for the Woodburn area, as reflected in the City's GIS data layer (floodplain theme).

Floodplains within the study area were limited to the two primary stream corridors, Seneca and Mill Creeks. Hence only four subareas contain floodplains: Subarea 1 (17 acres), Subarea 2 (41 acres), Subarea 6 (11 acres), and Subarea 8 (<1 acre).

Under Goal 7, natural hazards are defined to include floods and thus all floodplains are considered significant for the purposes of this analysis.

SUBAREA SUMMARIES

The following section summarizes the location, quantity and quality of natural resources within individual planning subareas. The subareas range in size from 191 to 755 acres, and have a combined size of 3,886 acres.

Subarea 1

Subarea 1 is 655 acres in size and located in the northwest portion of the study area (Figure 1). This site is bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, south by Highway 214 (Newberg Hwy.), and north by a line approx. 1,000 feet north of and parallel to Crosby Road.

Agricultural and Exceptions Lands Summary

Subarea 1 contains a 137-acre exception area along Butteville Road north of Highway 219 (Newberg Road). This area is zoned Acreage Residential (AR) and includes single-family housing and some agricultural (nursery) uses.

Resource (non-exception) lands within the subarea include 5 acres (1%) Class I soils, 342 acres (66%) Class II soils, 111 acres (21%) Class III soils, and 59 acres (11%) Class IV soils. All resource lands within the subarea are designated high value farmland.

Natural Resource Summary

This section summarizes Goal 5 and 7 resource findings for planning subarea 1. Table 7 presents a summary of wetlands, stream corridors, floodplains, and special status species. The table is organized by resource category (type), providing information on the location, quality, and

quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 7. Subarea 1 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-SC-1	Senecal Creek	High – PFO/EM1Y, PFO1W, PEM1Y	35.61
	W-SC-2	East Senecal Creek	High - PFO1W, PEM1Y	12.20
	W-SC*	Pond/lagoon	Low - POWKZx	6.56
Stream Corridors	S-SC Senecal Creek	East of Butteville Rd.	High water quality, fish & wildlife habitat functions	76.67
	S-SC-E East Senecal Creek	East of Woodland Ave.	High water quality, wildlife habitat functions	19.58
Floodplains	F-SC	Senecal Creek, East Senecal Creek	High floodplain functioning	16.89
Special Status Species	Cutthroat trout	Senecal Creek	Moderate to high quality instream and riparian habitat	Within stream channel (above)
	Red-legged frog	Senecal Creek, East Senecal Creek, ponds and wetlands	High quality habitat; potential breeding sites	Within wetlands and stream corridors (above)

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 2

Subarea 2 is 675 acres in size and located in the north portion of the study area (Figure 1). This site is bounded to the west by Interstate 5, east by Union Pacific Railway and N. Front Street, south by the UGB, and north by a line approx. 1,000 feet north of and parallel to Crosby Road.

Agricultural and Exceptions Lands Summary

No exception areas are located in Subarea 2.

Resource lands within the subarea include 30 acres (4%) Class I soils, 463 acres (69%) Class II soils, 101 acres (15%) Class III soils, and 81 acres (12%) Class IV soils. Approximately 613 acres (91%) of resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 8 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 2. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 8. Subarea 2 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-MC-8	Mill Creek	Moderate - PEM1Y	20.28
	W-MC-N	North Mill Creek tributary	Moderate - PFO1Y	5.03
	W-MC-S	South Mill Creek tributary	Moderate - PFO1W, PEM1Y partly filled by golf course	2.86
	W-MC-G (group, incl. MC-26)	Golf Course ponds	Low except for hydro-logic control function (POWKZx)	1.29
	W-MC-F2 (group of farmed wetlands)*	Cropland bet/I-5 and Boones Ferry Road	Low (Farmed)	4.98
Stream Corridors	S-MC Mill Creek	Between Boones Ferry Road and Front Street	Moderate water quality, wildlife habitat functions	62.47
Floodplains	F-MC	Mill Creek	Moderate to high floodplain functioning	40.62
Special Status Species	Western pond turtle	Pond east of I-5 near Hovenden Lane; potential at other ponds	Moderate to high quality habitat	Within pond
	Painted turtle	Potential in pond east of I-5, other ponds	Moderate to high quality habitat	Within pond
	Red-legged frog	Potential in ponds and along stream corridor	Low to moderate quality habitat	Within wetlands and stream corridors

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 3

Subarea 3 is 330 acres in size and located in the southeast portion of the study area (Figure 1). This site is bounded to the west by Union Pacific Railway and the UGB, east by the MacLaren School for Boys, north by Dimmick Road NE, and south by Highway 211 (Estacada Hwy).

Agricultural and Exceptions Lands Summary

Subarea 3 contains a 145-acre exception area which includes a small area of housing and a portion of the MacLaren School for Boys east of Highway 99E. This area is zoned Acreage Residential (AR) and Public (P).

Resource (non-exception) lands within the subarea include no Class I soils, 149 acres (81%) Class II soils, 28 acres (15%) Class III soils, and 10 acres (5%) Class IV soils. All but one acre of resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 9 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 3. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 9. Subarea 3 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-MC-19	Mill Creek tributary east of Front Street	Low to Moderate - PFO1Y, PEM1Y	4.18
	W-MC-P	Pond east of Front Street	Moderate except for hydro-logic control function (POWKZx)	1.91
	W-MC-F3 (farmed wetlands)*	Cropland east of Front Street	Low (Farmed)	0.85
Stream Corridors	S-MC Mill Creek tributary	Between Front Street and Hwy. 99E	Low to moderate water quality, habitat functions	14.90
	S-PR Pudding River tributaries	Southeast of MacLaren School	Moderate to high water quality, fish and wildlife habitat functions	0.04
Floodplains	N/A			0
Special Status Species	Western pond turtle	Potential in pond east of Front Street	Moderate quality habitat	Within ponds
	Painted turtle	Potential in pond east of Front Street	Moderate quality habitat	Within ponds
	Red-legged frog	Potential in ponds and along stream corridors	Low to moderate quality habitat	Within wetlands and stream corridors

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 4

Subarea 4 is 343 acres in size and located in the east portion of the study area (Figure 1). This site is bounded to the west by the UGB and Cooley Road, east by properties within ½ mile of the UGB (Pudding River plateau, reservoir), north by Dimmick Road NE, and south by Highway 214.

Agricultural and Exceptions Lands Summary

No exception areas are located in Subarea 4.

Resource lands within the subarea include no Class I soils, 310 acres (90%) Class II soils, 15 acres (5%) Class III soils, and 16 acres (5%) Class IV soils. Approximately 325 acres (95%) of resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 10 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 4. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 10. Subarea 4 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-PR	Pudding River tributaries east of Cooley, north of Hwy. 214	Moderate to High - PFO1Y, PEM1Y	2.46
	W-PR-F4 (farmed wetlands)*	Cropland south of Hwy. 211	Low (Farmed)	0.73
Stream Corridors	S-PR Pudding River tributaries	South of Hwy. 211	Moderate to high water quality, fish and wildlife habitat functions	18.48
Floodplains	N/A			0
Special Status Species	Red-legged frog	Potential along stream corridors	Mmoderate quality habitat	Within wetlands and stream corridors

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 5

Subarea 5 is 431 acres in size and located in the east portion of the study area (Figure 1). This site is bounded to the west by Highway 99E (Pacific Hwy) and the UGB, east by properties within ½ mile of the UGB (Pudding River plateau), north by Highway 214, and south by Geschwill Lane NE.

Agricultural and Exceptions Lands Summary

No exception areas are located in Subarea 5.

Resource lands within the subarea include no Class I soils, 357 acres (83%) Class II soils, 46 acres (11%) Class III soils, and 28 acres (6%) Class IV soils. Approximately 416 acres (97%) of resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 11 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 5. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 11. Subarea 5 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	N/A			0
Stream Corridors	S-PR Pudding River tributaries	South of Hwy. 211	Moderate to high water quality, fish and wildlife habitat functions	6.15
Floodplains	N/A			0
Special Status Species	Red-legged frog	Potential along stream corridors	Mmoderate quality habitat	Within wetlands and stream corridors

Subarea 6

Subarea 6 is 191 acres in size and located in the southeast portion of the study area (Figure 1). This site is bounded to the east by Highway 99E (Pacific Hwy), west by Southern Pacific Railroad, north by the UGB, and south by Belle Passe Road.

Agricultural and Exceptions Lands Summary

Subarea 6 contains a 14-acre exception area comprised of single-family housing and farm uses along Highway 99E. These lands are zoned AR and P.

Resource (non-exception) lands within the subarea include no Class I soils, 156 acres (88%) Class II soils, 5 acres (3%) Class III soils, and 16 acres (9%) Class IV soils. All resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 12 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 6. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 12. Subarea 6 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-MC-1	Mill Creek	Moderate - PEM1Y	10.72
	W-MC-F6 (farmed wetlands)*	Cropland west of Hwy. 99E	Low (Farmed)	4.58
Stream Corridors	S-MC Mill Creek	West of Hwy. 99E	Moderate water quality, wildlife habitat functions	15.34
Floodplains	F-MC	Mill Creek	Moderate to high floodplain functioning	11.38

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Special Status Species	Red-legged frog	Potential along stream corridor	Low to moderate quality habitat	Within wetlands and stream corridors

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 7 - Southeast

Subarea 7 is 506 acres in size and located in the southeast portion of the study area (Figure 1). This site is bounded to the east by Southern Pacific Railroad, west by Interstate 5, north by the UGB, and south by Belle Passe Road (extension).

Agricultural and Exceptions Lands Summary

No exception areas are located in Subarea 7.

Resource lands within the subarea include no Class I soils, 362 acres (71%) Class II soils, 124 acres (25%) Class III soils, and 19 acres (4%) Class IV soils. All resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 13 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 7. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 13. Subarea 7 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-MC-15A	Mill Creek	Moderate - PEM1Yx	0.79
	W-MC-F7 (farmed wetlands)*	Cropland west of Union Pacific Railroad	Low (Farmed)	0.09
Stream Corridors	N/A			0
Floodplains	N/A			0
Special Status Species	N/A			0

* These wetlands do not meet the significance criteria and will not be factored in the subsequent analysis.

Subarea 8 – Northwest

Subarea 8 is 755 acres in size and located in the northwest portion of the study area (Figure 1). This site is bounded to the east by Interstate 5 and the UGB, west by Oregon Electric Railway, north by Highway 214 (Newberg Hwy.), and south by property south of Parr Road NE.

Agricultural and Exceptions Lands Summary

No exception areas are located in Subarea 8.

Resource lands within the subarea include 40 acres (5%) Class I soils, 578 acres (77%) Class II soils, 55 acres (7%) Class III soils, and 81 acres (11%) Class IV soils. All but one acre of resource lands within the subarea are designated high value farmland.

Natural Resource Summary

Table 14 provides a summary of findings for wetlands, stream corridors, floodplains, and special status species within planning subarea 8. The table is organized by resource category (type), providing information on the location, quality, and quantity of each resource within the category, and summarizing the percentage of area affected by natural resource constraints.

Table 14. Subarea 8 Natural Resources

Resource Type	Resource / Code	Location	Quality	Quantity (acres)
Wetlands	W-SC-1	Senecal Creek	Moderate – PFO/EM1Y	4.43
Stream Corridors	S-SC Senecal Creek	East Oregon Electric Railway	Moderate to high water quality, fish & wildlife habitat functions	14.09
Floodplains	F-SC	Senecal Creek, East Senecal Creek	Moderate floodplain functioning	0.26
Special Status Species	Cutthroat trout	Senecal Creek	Moderate quality instream and riparian habitat	Within stream channel
	Red-legged frog	Senecal Creek, wetlands	High quality habitat; potential breeding sites	Within wetlands and stream corridors

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DRAFT

PRELIMINARY
TRANSPORTATION SCENARIOS

FOR UGB ALTERNATIVES ANALYSIS AND TSP MODELING

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INTRODUCTION

This report is an interim report that is part of a larger work program to update the City of Woodburn's Comprehensive Plan as outlined in the City's Periodic Review Work Program. The primary purpose of this work is to update the City's Urban Growth Boundary to incorporate the findings and conclusions in the City's Economic Opportunities Analysis and Economic Development Strategy.

This technical report describes the alternative scenarios that provide a broad range of options to analyze the potential impacts of future urban growth, including use in traffic modeling for the update to the Woodburn TSP (concurrent project funded by TGM Grant). Briefly, the three proposed scenarios:

- **Transportation Scenario 1. Intensification (UGB Expansion - 447 acres).** Based on medium employment forecast (7,140 new jobs) with intensification measures to increase density within UGB for residential and commercial land needs. Smallest UGB expansion to provide additional buildable land to meet future residential and industrial use needs.
- **Transportation Scenario 2. Medium Expansion (UGB Expansion - 481 acres).** Based on medium employment forecast (7,140 new jobs) without intensification measures for residential land needs, but includes a mix of intensification (redevelopment) and additional buildable land to meet future commercial land needs. Industrial land added to UGB to meet basic employment needs plus provide one alternative suitable site for target industries identified in the Economic Opportunities Analysis.
- **Transportation Scenario 3. Large Expansion (UGB Expansion - 558 acres).** Based on high employment forecast (8,374 new jobs) without intensification measures for residential land needs, but includes a mix of intensification (redevelopment) and additional buildable land to meet future commercial land needs. Industrial land added to UGB to meet basic employment needs plus provide two alternative suitable sites for target industries identified in the Economic Opportunities Analysis.

Table 1. Summary of Expansion Area by Scenario (acres)

Scenario	Industrial	Commercial	Residential	Public	Total
1	155	5	258	30	**447**
2	180	5	267	30	**481**
3	222	30	276	30	**558**

This work was funded in part by a Department of Land Conservation and Development periodic review grant (PR-U-03-219). This technical report is the documents the work in Task 6 (Create Urban Growth Alternatives), which is part of Product 2 as outlined in the grant work program.

OVERVIEW

The City of Woodburn is in the midst of an extensive Periodic Review Work Program to update its Comprehensive Plan. The following is a brief summary of the background documents that support the underlying assumptions in the Alternative Urban Growth Scenarios.

Economic Opportunities Analysis and Site Requirements

ECONorthwest prepared an Economic Opportunities Analysis (May 2001) that recognizes the City's locational advantages and outline a strategy for the City to target specific high-wage industries for future growth. It concludes the City will need additional land with specific size and access characteristics to achieve the City's economic development goals.

According to the Economic Opportunities Analysis (EOA), Woodburn's location along I-5 and general economic growth in the northern Willamette Valley provide opportunities for Woodburn to attract firms in relatively high wage industries. The general nature of these firms is provided in Table 2 below:

Table 2. Target industries for Woodburn

SIC	Industrial Industries	SIC	Non-Industrial Industries
27	Printing and Publishing	61	Nondepository Institutions
32	Stone, Clay, & Glass	73	Business Services
34	Fabricated Metal	80	Health Services
35	Industrial Machinery & Equipment	87	Engineering & Management
36	Electronic and Electric Equipment		
37	Transportation Equipment		
42	Trucking & Warehousing		
50	Wholesale Trade: Durables		
51	Wholesale Trade: Nondurables		

Source: ECONorthwest. Table 5-1 of Woodburn Economic Opportunities Analysis

Population and Employment Forecast

ECONorthwest prepared an updated Population and Employment Forecast (April 5, 2002). The Marion County coordinated 2020 population forecast for Woodburn is 26,290, which was adopted in 1997. However, the methods used by the County to develop the coordinated population forecast do not recognize historic growth patterns, the City's economic development goals, or the trend that Woodburn's share of Marion County population increased from 1970 to 2000. The ECONorthwest population projection uses several different methods, which result in average annual growth rates from 1.43% to 4.13% (Marion County adopted a 2.10%AAGR). ECONorthwest prepared three forecasts based applying a low (2.2%), medium (2.7%) and high (3.2%) average annual growth rate to the 2000 Census base population of 20,100. Marion County is in the process of updating its coordinated population projection. To allow the City to proceed with its urban growth management work, an interim 2020 population forecast based on

medium forecast of 34,919 people will be used until a new coordinated County population projections is adopted.

The employment forecast is more straightforward because there is no statutory requirement for coordinated employment forecasts. Over the 1990-2000 period, employment growth in Woodburn was faster than the Marion/Polk/Yamhill County region, the Portland metropolitan region, and the state of Oregon as a whole. ECONorthwest expects this pattern of faster employment growth in Woodburn to continue because small towns on the periphery of urban areas tend to grow faster than the urban areas, and the limited supply of commercial and industrial sites in the Portland area. ECONorthwest prepared three forecasts based applying a low (2.3%), medium (2.65%) and high (3.0%) average annual growth rate to the 2000 baseline employment of 10,388. Subsequently, ECONorthwest allocates the employment projection by sector based on expected future trends that take into account the Economic Opportunities Analysis and Economic Development Strategy (memo dated November 27, 2002). The total employment does not change but the composition of the employment does. These trends assume a decreasing share for the Agriculture and Retail sectors and an increasing share for Industrial and Service sectors.

Buildable Lands Inventory

Winterbrook Planning prepared an update to the City's Buildable Lands Inventory (Technical Report 1). This reports establishes the land supply inside the current urban growth boundary (UGB) to determine how much land is available for residential, commercial, industrial, and public/semipublic use. This technical report and associated Buildable Lands Map shows a) how much aggregate vacant or redevelopable commercial and industrial land is available to meet future needs; b) where these parcels are; and c) the size characteristics of each parcel. This database is the basis for allocating future growth inside the current urban growth boundary.

Potential UGB Expansion Areas Analysis

Winterbrook Planning prepared an analysis (Technical Report 2.A) of eight different subareas surrounding the current UGB in anticipation of the need for a UGB expansion to accommodate future population and employment growth. It inventories the area (acreage) and distribution (by subarea) of:

- Goal 3 agricultural soils (Class I-IV soils, including high value farm land),
- Goal 5 natural resource areas (wetlands, stream corridors and wildlife habitat),
- Goal 7 hazard areas (floodplains), and
- Goal 2 exception areas (built and committed to non-resource uses).

The majority of land surrounding Woodburn is Class II soils, with a small amount of Class I to the North and West. Vacant Class I farmland was avoided in all scenarios. Wetlands, streams, and floodplains were identified and accounted for in this analysis, in order to identify potential buildable lands outside the UGB.

This information ultimately will be used to in address Statewide Planning Goal 14 "locational factors" (Factors 5 – ESEE consequences, 6 – agricultural land preservation, and 7 – agricultural land compatibility) in assessing the relative values of each of eight subareas at the edge of the existing UGB. The inventory also is directly relevant to the Goal 2, Part II exceptions process (OAR Chapter 660, Division 04) and in establishing priorities for UGB expansion as set forth in ORS 197.298. Winterbrook used the agricultural soil classifications, specifically the distribution of Class I, II, III and IV soils and the location, quantity and quality of Goal 5 resources (wetlands, streams, and habitats) and Goal 7 resources (floodplains) within each subarea as a guide in creating the Alternative Growth Scenarios.

Table 4 below describes the analysis in detail. The UGB Expansion Areas Analysis determines the buildable land for each subarea by applying the same methods used in the Buildable Lands Inventory (Technical Memorandum 1). This inventory is used to allocate future growth.

Industrial Land Needs Analysis

ECONorthwest prepared a technical memo for the Site Requirements for Woodburn Target Industries (February 2003). As described in Table 3 (Summary of estimated site needs by size), Woodburn has Industrial site needs totaling 502 acres over through 2020.

In order to attract target industries, Woodburn must have available land of the right size and location. The Site Requirements for Woodburn Target Industries document describes the number, size, and acreage that Woodburn is likely to need to achieve its target industries. These needs are detailed in Table 3. Woodburn is estimated to need 63 sites, totaling 502 acres, in order to accommodate target industries.

Table 3. Summary of estimated site needs by size, Woodburn 2000-2020

Site Size (acres)	Number of Sites	Average Site Size	Estimated Acres
100 or more	1	125.0	125.0
50-100	1	70.0	70.0
25-50	2	35.0	70.0
10-25	5	15.0	75.0
5-10	9	8.0	72.0
2-5	15	4.0	60.0
Less than 2	30	1.0	30.0
Total/Average	**63**	**9.9**	**502.0**

Source: ECONorthwest. Table 4 of Site Requirements for Woodburn Target Industries

Table 4. UGB Expansion Areas - Goal 3, 5 and 7 – Constrained Land Summary

Subarea	Size (acres)	Goal 5 (Natural Resources) Wetlands	Streams	Species	Goal 7 Floodplains	Total Constrained	Goal 3 (Agricultural Lands)[2] Class I	II	III	IV	Developed[3] Exception Areas	Buildable Lands[4]
1. Northwest	655	54.37	96.24	W/in streams	16.89	107.32	4	320	73	30	54.92	394.21
2. North	675	34.44	62.47	W/in streams	40.62	68.31	29	432	83	62	0	485.35
3. Northeast	330	6.93	14.95	W/in streams	0	15.12		135	27	10	57.84	205.63
4. East	343	3.20	18.49	W/in streams	0	19.22		296	14	12	0	259.02
5. Southeast	431	0	6.15	W/in streams	0	6.15		355	46	24	0	339.88
6. South	191	15.30	15.34	W/in streams	11.38	16.14		147	2	12	5.69	135.34
7. Southwest	506	0.87	0	0	0	0.87		361	124	19	0	404.18
8. West	755	4.43	14.09	W/in streams	0.26	14.41	40	567	52	81	0	592.47
Total Area	3886	119.54	227.73	227.73	69.15	247.54	73	2613	421	250	118.45	2816.08
% of Study Area	100%	3.1%	5.9%	5.9%	1.8%	6.4%	1.9%	67.2%	10.8%	6.4%	3%	72.5%

Adjusted for overlapping resource coverages.
cludes Goal 5 and 7 constrained lands and exception areas.
proximately 40% of exception areas are developed.
nd area less constrained and developed exception lands, less 20% (for roads and infrastructure); rights-of-way not excluded (data not yet available).

Residential Land Needs Analysis

Residential land needs used in the Urban Growth Scenarios are based on a very simple residential land need analysis methodology. Total residential units were determined through the formula:

(2020 Population Projection - Current (2000) Population) / Household Size

Household unit type was estimated as 66% low density, 33% high density.

Winterbrook used base densities of 6 units per acre for low density, and 12 units per acre for medium density residential land under these scenarios, except where otherwise indicated. Exception area density was projected at half base density, due to the inefficiency of developing around existing development. Existing zoning and comprehensive plan densities were used to determine this base projected density under these scenarios.

Winterbrook is completing a more detailed Residential Land Needs Analysis based on the Housing Model created by Richard Bjelland. The basic assumptions used in this iteration of the scenarios will be replaced by results from the detailed needs analysis, for the analysis of the preferred scenario.

Commercial Land Needs Analysis

Commercial land needs used in the Urban Growth Scenarios were based on the EcoNorthwest Population and Employment Forecast (April 2002) and Land Needs and Site Requirements for Woodburn Target Industries (EcoNorthwest, November 2002).

Woodburn's employment goals by sector are shown in Table 5. The highest growth sectors are industrial, retail, and service. Agricultural employment drops slightly under this analysis, as Woodburn focuses on other industries.

Table 5. Employment goal by sector in Woodburn's UGB, 2000–2020

	Covered	Total	Employment Growth 2000–2020		
Sector	2000	2000	Low	Medium	High
Agriculture	1,122	1,368	-222	-141	-55
Industrial	960	1,171	2,430	2,685	2,957
Retail	2,670	3,256	1,164	1,476	1,810
Service	1,207	1,472	1,311	1,508	1,718
Education	638	778	532	624	723
Government	225	275	215	252	288
Other	1,696	2,068	551	736	934
Total	**8,518**	**10,388**	**5,981**	**7,140**	**8,375**

Source: ECONorthwest. Site Requirements for Woodburn Target Industries Table 3

EcoNorthwest allocated the employment sectors to land use categories, which led to the forecasted employment growth in Table 6. Under all the growth options, the greatest amount of employment growth is forecast for industrial.

Table 6. Total employment growth by land use type, Woodburn UGB, 2000–2020

Land Use Category	Employment Growth 2000–2020 Low	Medium	High
Commercial	1,164	1,476	1,810
Office	1,311	1,508	1,718
Industrial	2,759	3,280	3,836
Public	747	876	1,011
Total	**5,981**	**7,140**	**8,375**

Source: ECONorthwest. Site Requirements for Woodburn Target Industries Table 4

Employment land needs under the scenarios were derived from EcoNorthwest's employee per acre analysis results – 20 employees per acre for commercial and 14 employees per acre for industrial. Winterbrook also applied a 10% crossover factor for support commercial under industrial land needs. Thus, 10% of commercial employment was expected to be met on industrial lands under these scenarios.

BASIC ASSUMPTIONS

Rationale and methodology for basic assumptions are described under the Residential and Commercial Land Needs Analysis sections of this document. These basic assumptions are listed below.

Commercial-Retail: 20 employees per acre
Commercial-Office: 30 employees per acre
Industrial: 14 employees per acre
Public/Government: 25 employees per acre
Low Density Residential (LDR): 6 dwelling units per acre
High Density Residential (HDR): 12 dwelling units per acre
NW Exception Area: Very Low Density Residential – 3 units per acre

In general, industrial expansion areas are located to the west and south given access to I-5 is a key locational criteria identified in the Economic Opportunities Analysis.

Residential expansion areas are located to the south to build on the proposed mixed use node and to north to extend existing residential neighborhoods and use Crosby Road as the Urban Growth Boundary.

SCENARIO #1 INTENSIFICATION (447 ACRES)

Based on medium employment forecast (7,140 new jobs) with intensification measures to increase density within UGB for residential and commercial land needs. This was the smallest UGB expansion to provide additional buildable land to meet future residential and industrial use needs. Measures used to increase density and efficiency of land use are marked with a "*".

***High Density Residential:** 16 dwelling units per acre. Using an assumption of 16 du/net acre increases Woodburn's potential supply of high density units by approximately 420.

North Golf Course: LDR – 6 units per acre. Total of 144 additional potential dwelling units.

North LDR: 6 units per acre. Total of 240 additional potential dwelling units.

South HWY 99E Exception Area: Commercial. Total of 170 additional potential employees.

***Commercial:** Primarily redevelopment and intensification within existing commercial areas. Total additions of 473 potential employees. This measure saves a need for approximately 24 acres of commercial land.

***Mixed Use Node:** LDR (8 units per acre), HDR (24 units per acre), Commercial (24 employees per acre). Increasing LDR density from 6 to 8 units per acre within the Node adds 102 potential dwelling units. Increasing HDR density from 12 to 24 units per acre within the Node adds 200 potential dwelling units. Increasing Commercial employees per acre from 20 to 24 within the node adds 177 potential employees.

***Public/Government:** Satisfied thru LDR. Scenario 1 assumes that 876 potential government and education employees will be added on existing, developed residential land.

Industrial: West Industrial Area with no alternative sites. Adds 1,732 potential industrial employees on 155 acres.

Table 7. Scenario 1: Surplus and Deficit Comparisons

Current Surplus (Deficit)				
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**Scenario Adds**
Res. Low (DU)	2,368 du	3,749 du	(1,381) du	1,443 du
Res. High (DU)	1,679 du	1,874 du	(195) du	200 du
Commercial (EMP)	1,888 emp	2,678 emp	(790) emp	790 emp
Industrial (EMP)	1,651 emp	3,578 emp	(1,927) emp	1,927 emp
Public (Acres)	6.1 ac	36.1 ac	(30) ac	30 ac

Current Surplus (Deficit) Acres					20 Year Surplus (Deficit) Acres			
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**UGB Expand**	**ResLow**	**ResHigh**	**COM**	**IND**
Res. Low (acres)	403	625	(222)	258	10			
Res. High (acres)	108	117	(9)	0		0		
Commercial (acres)	96	134	(38)	5			0	
Industrial (acres)	119	256	(136)	155				0
Public (Acres)	6	36	(30)	30	0			
Total				**447**				

SCENARIO #2 MEDIUM UGB EXPANSION (481 ACRES)

Based on medium employment forecast (7,140 new jobs) without intensification measures for residential land needs, but includes a mix of intensification (redevelopment) and additional buildable land to meet future commercial land needs. Industrial land added to UGB to meet basic employment needs plus provide one alternative suitable site for target industries identified in the Economic Opportunities Analysis. Measures used to increase density and efficiency of land use are marked with a "*".

High Density Residential: 12 dwelling units per acre.

NW Exception Area: Very Low Density Residential – 3 units per acre. This allows 218 potential dwelling units in the NW Exception Area.

North Golf Course: LDR – 6 units per acre. Total of 144 additional potential dwelling units.

North LDR: 6 units per acre. Total of 240 additional potential dwelling units.

South HWY 99E Exception Area: Commercial.

***Commercial:** Primarily redevelopment and intensification within existing commercial areas. Total additions of 473 potential employees. This measure saves a need for approximately 24 acres of commercial land.

***Mixed Use Node:** LDR (8 units per acre), HDR (24 units per acre), Commercial (24 employees per acre). Increasing LDR density from 6 to 8 units per acre within the Node adds 102 potential dwelling units. Increasing HDR density from 12 to 24 units per acre within the Node adds 200 potential dwelling units. Increasing Commercial employees per acre from 20 to 24 within the node adds 177 potential employees. The increased densities in this node represent approximately 34 residential acres, and 9 commercial acres.

***South Residential**: LDR (6 units per acre) 75%, HDR (12 units per acre) 25%. This adds a potential for 240 low density dwelling units and 120 high density units.

***Public/Government**: Satisfied thru LDR. Scenario 2 assumes that 876 potential government and education employees will be added on existing, developed residential land. This saves a need for approximately 44 acres of public/government land.

Basic Industrial: West Industrial Area. Adds 1,732 potential industrial employees on 155 acres.

One Suitable Industrial Site: South – potential business park near node. Adds 1,086 potential industrial employees on 78 acres.

Table 8. Scenario 2: Surplus and Deficit Comparisons

Current Surplus (Deficit)				
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**Scenario Adds**
Res. Low (DU)	2,368 du	3,749 du	(1,381) du	1,426 du
Res. High (DU)	1,256 du	1,874 du	(618) du	616 du
Commercial (EMP)	1,888 emp	2,678 emp	(790) emp	790 emp
Industrial (EMP)	1,651 emp	3,578 emp	(1,927) emp	2,711 emp
Public (Acres)	6 ac	36 ac	(30) ac	30 ac

Current Surplus (Deficit) Acres					20 Year Surplus (Deficit) Acres			
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**UGB Expand**	**ResLow**	**ResHigh**	**COM**	**IND**
Res. Low (acres)	403	625	(222)	240	8			
Res. High (acres)	108	156	(48)	27		0		
Commercial (acres)	96	134	(38)	5			0	
Industrial (acres)	119	256	(136)	180				56
Public (Acres)	6	36	(30)	30	0			
Total				**481**				

SCENARIO #3 LARGE UGB EXPANSION (558 ACRES)

Basically, the same assumptions and measures as Scenario #2, but it is based on high employment forecast (8,375 new jobs) and provides two alternative suitable sites for target industries identified in the Economic Opportunities Analysis.

High Density Residential: 12 dwelling units per acre.

NW Exception Area: Very Low Density Residential – 3 units per acre. This allows 218 potential dwelling units in the NW Exception Area.

North Golf Course: LDR – 6 units per acre. Total of 144 additional potential dwelling units.

North LDR: 6 units per acre. Total of 240 additional potential dwelling units.

South HWY 99E Exception Area: Commercial.

***Commercial:** Redevelopment and intensification. Total additions of 30 potential employees through redevelopment and 443 potential employees through intensification. This measure saves a need for approximately 24 acres of commercial land.

Commercial: Add two neighborhood commercial sites (north and south). Adds a total of 300 potential jobs.

***Mixed Use Node:** LDR (8 units per acre), HDR (24 units per acre), Comm. (24 employees per acre). Increasing LDR density from 6 to 8 units per acre within the Node adds 102 potential dwelling units. Increasing HDR density from 12 to 24 units per acre within the Node adds 200

potential dwelling units. Increasing Commercial employees per acre from 20 to 24 within the node adds 177 potential employees. The increased densities in this node represent a need for approximately 34 residential acres, and 9 commercial acres.

***South Residential**: LDR (6 units per acre) 75%, HDR (12 units per acre) 25%. This adds a potential for 240 low density dwelling units and 120 high density units.

***Public/Government**: Satisfied thru LDR. Scenario 2 assumes that 876 potential government and education employees will be added on existing, developed residential land. This saves a need for approximately 44 acres of public/government land.

Basic Industrial: West Industrial Area. Adds 1,732 potential industrial employees on 155 acres.

Two Suitable Industrial Sites: (1) South. Adds 1,086 potential industrial employees on 78 acres; and (2) West. Adds 593 potential industrial employees on 42 acres.

Table 9. Scenario 3: Surplus and Deficit Comparisons

Current Surplus (Deficit)				
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**Scenario Adds**
Res. Low (DU)	2,368 du	3,749 du	(1,381) du	1,417 du
Res. High (DU)	1,256 du	1,874 du	(618) du	670 du
Commercial (EMP)	1,888 emp	3,175 emp	(1,287) emp	1,290 emp
Industrial (EMP)	1,651 emp	4,216 emp	(2,565) emp	3,304 emp
Public (Acres)	6 ac	36 ac	(30) ac	30 ac

Current Surplus (Deficit) Acres					20 Year Surplus (Deficit) Acres			
Land Use	**Supply**	**Demand**	**Surplus (Deficit)**	**UGB Expand**	**ResLow**	**ResHigh**	**COM**	**IND**
Res. Low (acres)	403	625	(222)	245	6			
Res. High (acres)	108	156	(48)	31		4		
Commercial (acres)	96	159	(63)	30			0	
Industrial (acres)	119	301	(182)	222				53
Public (Acres)	6	36	(30)	30	0			
Total				**558**				

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DRAFT

TECHNICAL REPORT 3
WOODBURN RESIDENTIAL LAND NEEDS ANALYSIS

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INTRODUCTION

Technical Report 3, Woodburn Residential Land Needs Analysis, projects the land area needed for residential and public-semi-public uses for the 18-year planning period, from 2003 to 2020. This analysis is based on the *tentative* coordinated population projection of 34,919, which represents an increase of 14,059 persons from Portland State University's 2002 population estimate for Woodburn.[1]

Residential Land Needs

In this document, we determine Woodburn's residential land needs based on the requirements of HB 2709 (ORS 197.196) and Statewide Planning Goals 10 (Housing) and 14 (Urbanization). We determine "actual housing mix and density" from 1988-2002, to arrive at a "base case" scenario. We then conduct a detailed housing needs analysis, wherein we examine demographic relationships and compare housing costs with household incomes in Woodburn. From this, we determine buildable land needs for specific housing types (detached single-family, attached single-family, manufactured homes on individual lots, manufactured dwelling parks, duplexes, and multi-family) and densities. Finally, we determine the need for parks, schools, and other public and semi-public land uses that typically are met on residential land. The result is the total residential land need to accommodate the 14,059 population increase over approximately the next 18 years.

Economic Opportunities Analysis

ECONorthwest prepared an Economic Opportunities Analysis (EOA) in May 2001 that considered Woodburn's comparative advantages and identified the types of employment and industries that Woodburn can reasonably attract during the planning period. To address ORS 197.212 (Economic Development) and Goal 9 (Economy of the State) requirements, ECONorthwest also determined the types of sites that will be needed to attract targeted industries, in a subsequent document entitled Site Requirements for Woodburn Target Industries (February 2003). These documents recognize the City's locational advantages and outline a strategy for the City to target specific high-wage industries for future growth. Both documents conclude the City will need additional land with specific size and access characteristics to achieve the City's economic development goals. These two ECONorthwest documents serve to determine Woodburn's employment land needs through 2020.

In March of 2003, ECONorthwest also analyzed the effects of a successful economic development strategy on household incomes, and therefore on housing needs, in a document called Woodburn Occupation / Wage Forecast (Attachment B). This analysis concluded that:

- *Woodburn will add 7,139 jobs between 2000 and 2020.* This forecast accounts for 20% of all job growth forecast for Marion County.

[1] ECONorthwest prepared Woodburn's Year 2020 population projection for review by Marion County in March, 2002. Via letter, Marion County Senior Planner Les Sasaki agreed that this projection was reasonable for planning purposes. The Marion County Board of Commissioners has not formally agreed to this population projection, which is why it is "tentative".

- *More than 50% of new jobs created between 2000 and 2020 are expected to pay less than $30,000 annually on a full-time equivalent basis.*[2] This is a range of $7.00 to $15.00 per hour expressed as an hourly wage. About 18% will pay between $30,000 and $39,000 annually, about 13% will pay between $40,000 to $49,000 annually, and about 12% will pay more than $49,000 annually.
- *The successful implementation of Woodburn's economic development strategy will have a significant impact on the city's wage distribution.* The strategy will result in fewer low-paying retail and service jobs, and more high-wage manufacturing, construction, and skilled occupations.

ADEQUACY OF THE EXISTING URBAN GROWTH BOUNDARY

In Technical Report 1, Buildable Lands Inventory, we determined the buildable land area, on a parcel-by-parcel basis, within the existing (2002) Woodburn Urban Growth Boundary (UGB). In this document we compare the buildable land supply with projected demand for residential and public/semi-public land. This will enable the City to determine whether comprehensive plan map amendments are necessary to meet long-term population and livability growth needs.

Residential Land Needs

Statutory Provisions Related to Residential Land Needs

Woodburn is required to provide a 20-year supply of buildable residential land within its Urban Growth Boundary (UGB). Statewide Planning Goals 10 and 14, as well as ORS 197.295-197.312 and OAR 660-07, set forth requirements for residential land use planning. In 1995 the Oregon Legislature passed House Bill 2709 (ORS 197.296) which supplements existing state requirements for the analysis of long-term residential land needs and provision of buildable residential land within UGBs.[3]

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[2] A full-time equivalent assumes 1980 hours annually. We recognize that many new jobs in Woodburn are likely to be part-time jobs that will not equate to the annual salary estimates. The base data, however, do not make a distinction between full-time and part-time employment.

[3] This section reads as follows:

(3) As part of its next periodic review pursuant to ORS 197.628 to 197.650 following September 9, 1995, or any other legislative review of the urban growth boundary, a local government shall:
(a) Inventory the supply of buildable lands within the urban growth boundary;
(b) Determine the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater; and
(c) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years.
(4) If the determination required by subsection (3) of this section indicates that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:
(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school

All jurisdictions over 25,000 are required to comply with the provisions of ORS 197.296 at periodic review or any other legislative review of an urban growth boundary. ORS 197.296 contains two key objectives:

Housing: Ensure that development occurs at the densities and mix necessary to meet a community's housing needs over the next 20 years, in accordance with ORS 197.303, Statewide Planning Goal 10 and OAR Chapter 660, Division 7, Housing.

Land: Ensure there is enough buildable land to accommodate the 20-year housing need inside the UGB.

HB 2709 set forth the following step-by-step requirements related to determine the amount of residential land needed within a UGB. Tasks in **bold** are addressed in order in this document:

1. **Reach agreement on a coordinated population projection with Marion County.**

2. **Determine actual housing density and mix for the last 5 years or since the last Periodic Review, whichever is greater.**

3. **Project 20-year residential land needs based on actual density.**

4. **Determine housing needs based on a comparison of housing costs and income – which may be different from actual housing density and mix. Then:**
   a) determine the extent to which actual housing types and densities in Woodburn have been responsive to Woodburn's housing needs; and
   b) identify measures to increase densities within the UGB to minimize the need to expand the UGB to meet identified housing needs.

5. **Determine residential land needs for school facilities. We have also determined residential land needs for parks.**

6. **Determine the buildable land area[4] available to meet housing needs, after considering infill and redevelopment potential.**

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facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;
(b) Amend its comprehensive plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or
(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

[4] Technical Report 1: Buildable Lands Inventory, responds to the **buildable lands** requirements of ORS 197.296.

7. **Ensure that sufficient buildable land is designated for needed housing types at density ranges likely to be achieved in the housing market, as well as for public needs that occur within a residential plan designation.**

8. **Amend the UGB and/or adopt measures to provide sufficient buildable land to accommodate projected 20-year residential land need.**

Coordinated Population Projection

Winterbrook and ECONorthwest worked with the City, the County, and TGM administrators to determine a coordinated population projection for the purposes of this study. **The Interim – approved by County Planning Staff for planning purposes – Woodburn 2020 population projection is 34,919.** This is an increase of 14,819 from the 2000 U.S. Census population of 20,100 (Average Annual Growth Rate of 2.8%). This projection is the basis for projecting residential and public semi/public land needs.

Determine Actual Housing Density and Mix

This step determines the actual mix and density of housing development in Woodburn from 1988-2002[5].

Trends in the Housing Mix

The housing mix (i.e., percentage of single-family, attached single-family, single-family manufactured, duplex and multi-family dwelling units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, and amount of land zoned to allow different housing types and densities.

Tables 1, 2 and 3 below, through analysis of data from the 1990 and 2000 U.S. Census of Population and Housing, give a snapshot of the *status quo* for housing development in Woodburn. Since 1990 is within the study period, Tables 2 and 3 determine actual development before and after the snapshot to examine trends.

<u>Woodburn, 1990 U.S. Census of Population and Housing</u>

In 1990, Woodburn had a total of 4,890 housing units. Of these, 3,504 (72%) were conventional "stick-built" single-family residences. Multi-family and duplex units were relatively rare, at 16% and 2% respectively, while the 513 manufactured homes comprised 10% of the total housing units.

[5] ORS 197.296 requires a time period of 5 years or the last periodic review, whichever is greater, for the purposes of this study. DLCD issued Woodburn's periodic review notice in 1988.

Table 1: Woodburn, 1990 Housing Summary

Housing Type	Units	Percentage of Total
Single-Family Detached	3,504	72%
Multi-Family	772	16%
Duplex	101	2%
Manufactured Homes	513	10%
Totals	**4,890**	**100%**

Source: 1990 US Census

Woodburn, 2000 U.S. Census of Population and Housing

By the Year 2000, Woodburn had a total of 6,784 housing units. Of these, 4,592 (68%) were conventional "stick-built" single-family residences. Multi-family units were second highest at 20%, while duplex units and manufactured homes stayed at 2% and 10% respectively.

Table 2: Woodburn, 2000 Housing Summary

Housing Type	Units	Percentage of Total
Single-Family	4,592	68%
Multi-Family	1,377	20%
Duplex	158	2%
Manufactured Homes	657	10%
Totals	**6,784**	**100%**

Source: 2000 US Census

Table 3 describes the change in Woodburn's housing composition from 1990 to 2000. Woodburn added 1,894 housing units from 1990 to 2000. Of these units, 57% were single-family, 32% multi-family, 3% duplex, and 8% manufactured home. The most significant changes occurred in a shift from single-family to multi-family development. Fully 32% of additional units between 1990 and 2000 were multi-family units, while in 1990, only 16% of the total housing stock was multi-family.

Table 3: Woodburn, 1990-2000 Housing Type Changes

Housing Type	1990 Units	2000 Units	Change in Units	Percent of Total Unit Change
Single-Family	3,504	4,592	1,088	57%
Multi-Family	772	1,377	605	32%
Duplex	101	158	57	3%
Manufactured Homes	513	657	144	8%
Totals	**4,890**	**6,784**	**1,894**	**100%**

Source: 1990 and 2000 U.S. Census

Actual Development
Actual development from 1988 to 2002 in Woodburn was determined through review of building permits – for the 1988-1997 period by the McKeever/Morris Woodburn Buildable Lands and Urbanization Project (February, 2000), and for the 1998-2002 period by Winterbrook Planning.

Woodburn, 1988-1997 Actual Development Mix
Of the 1,280 units approved between 1988 and 1997, 31% were single-family detached, 29% were multi-family, 2% were duplexes, and 38% were manufactured homes. New Woodburn housing during this period developed at an average density of about 6.6 dwelling units per net acre.

Table 4: Actual Development 1988-1997

Type	Units	Percent	Net Acres	Net Density
SFR	394	31%	72.2	5.46
MFR	377	29%	25.1	15.02
Dup	22	2%	1.4	15.71
MH	487	38%	95.1	5.12
Total	**1,280**	**100%**	**193.8**	**6.60**

Source: McKeever-Morris – Woodburn Buildable Lands and Urbanization Project, 2000

Woodburn, 1998-2002 Actual Development Mix
Of the 904 units approved between 1998 and 2002, 59% were single-family detached, 36% were multi-family, 1% were duplexes, and 36% were manufactured homes. New Woodburn housing during this period developed at an average density of about 8.4 dwelling units per net acre, due to a high proportion of high-density multi-family units and PUDs.

Table 5: Actual Development 1998-2002

Type	Units	Percent	Net Acres	Net Density
DSFR	556	59%	84.8	6.6
ASFR	0	0%	0	N/A
MFR	302	36%	16.5	18.3
Duplex	10	1%	1.1	8.71
MH	36	4%	5.0	7.26
Total	**904**		**107.4**	**8.4**

Source: Winterbrook Planning and McKeever/Morris.

Summary of Actual Housing Mix and Density
Table 6 summarizes the average actual housing mix and density in Woodburn for the years 1988-2002. Overall, Woodburn has averaged 7.2 dwelling units per net buildable acre:

- Detached single-family housing has accounted for about 43% of all new units in Woodburn. The average actual single-family residential density has been about 6 units per net buildable acre.

- We did not see any building permit information for attached single-family housing during this time period.
- Multi-family housing has accounted for about 31% of all new units in Woodburn since 1988. The average actual multi-family density in Woodburn has been about 16.3 units per net buildable acre.
- Duplexes have accounted for 1% of all new units in Woodburn. The average duplex density has been about 12.6 units per net buildable acre.
- Manufactured housing has accounted for 24% of all new units in Woodburn. The average actual manufactured housing density has been about 5.2 units per net buildable acre.

Table 6: Actual Development 1988-2002

Type	Units	Percent	Net Acres	Net Density
SFR	950	43%	157.0	6.05
MFR	679	31%	41.6	16.31
Dup	32	1%	2.5	12.56
MH	523	24%	100.1	5.23
Total	**2184**	**100%**	**301.2**	**7.25**

Source: City of Woodburn; Winterbrook Planning; McKeever-Morris

Woodburn Subdivisions 1998 to 2002

Winterbrook conducted a study of available subdivision and partition data for the years 1998 through 2002 as a comparison to the building permit data.

We were able to find complete information for 11 projects, comprising a total of 506 lots and about 105 acres. This gross density was approximately 4.8 lots per acre. To determine net area, we removed area dedicated for streets (Ded. Area), access easements (Access Area), and required open space (Tracts Area). Subdivisions and PUDs were determined to have an average of 26% of their area devoted to streets, access, and open space. This led to an average net density of almost 6.6 units per net acre for subdivisions and PUDs during the time period studied. It is important to note that a few of the major subdivision developments (Links at Tukwila, Ironwood at Tukwila) were associated in a large PUD with a golf course in the northern portion of Woodburn. This allowed high densities within the subdivisions, which Table 7 reflects below, but a much lower gross density if the golf course were to be included.

Table 7: Woodburn Subdivision and PUD Summary, 1998-2002

Tot. Projects	Tot. Area	# Lots	Gross Density	Ded. Area	Access Area	Tracts Area	% Unbuild	Net Area	Net Density
11	104.90	506	4.82	25.01	0.38	2.39	26%	77.12	6.56

Source: City of Woodburn; Winterbrook Planning

Projected 20-Year Residential Land Needs Based on Actual Density

The "Base Case Scenario" as described below is based on "actual housing densities" observed from 1988-2002 (Table 6), as prescribed by ORS 197.296(4)(a). Implementation of this base case scenario does not require additional plan policy or code text amendments. Implementation of this scenario would, of course, require comprehensive plan map, urban growth boundary and (eventually) zoning map amendments.

Year 2020 Housing and Buildable Land Needs Method – Actual Development 1988-2002

For the scenario based on actual development we:

1. Determined the actual mix and density of dwelling unit (DU) types in new developments (from 1988 to 2002).
2. Used ECONorthwest's projected and Marion County interim planning population projection of 34,919.
3. Applied the 2000 US Census ratio of institutional population to projected population increase. Subtracted these 337 "institutional" people from the population growth for purposes of dwelling unit need.
4. Assumed a projected average household size figure of 2.9.[6]
5. Applied an average occupancy rate of 95% (or a vacancy rate of 5%[7]) to all housing types.

We determined the number of needed dwelling units (DU) by multiplying the actual mix by the population increase, dividing by household size, then dividing by occupancy rate. We determined needed acres by dividing the number of dwelling units by actual density. We then applied the above factors to create Table 8.

Table 8 shows a need for 4,753 dwelling units and about 656 net buildable residential acres, using the above methods. Table 8 shows the housing mix and density experienced in Woodburn over the last 14 years – one possible zoning allocation that can achieve 7.25 dwelling units per acre. Table 8 does not include need for Public and Semi-Public uses, which is discussed in the Public and Semi-Public section of this document.

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[6] The actual household size has risen sharply in Woodburn from 2.7 in 1990 to 3.1 in 2000. This increase can be attributed largely to in-migration of families with small children. We project a return in household size over the next 20 years (reflecting national trends and cultural shifts) to 2.9 persons per household. See discussion under Household Size in the Demographics section of this document.

[7] The 2000 US Census shows overall vacancy rates in Woodburn of 8%. This is a substantial increase from 1990's overall vacancy rate of 2.7%. We projected a midrange vacancy rate of 5%. See discussion under Vacancy Rate in the Demographic Information section of this document.

Table 8: Residential Land Need based on Actual Development

Type	Percent	Units	Net Density	Needed Net Acres
DSFR	43%	2,067	6.05	341.6
MFR	31%	1,478	16.31	90.6
Duplex	1%	70	12.56	5.5
MH	24%	1,138	5.23	217.8
Totals	**100%**	**4,753**	**7.25**	**655.5**

Source: City of Woodburn; McKeever-Morris; Winterbrook Planning

HOUSING NEEDS ANALYSIS

Demographic Information

While housing needs can be projected based on past trends, there are other factors that should be considered in a Housing Needs Analysis. Demographic information – statistics on age, education, income, employment, and housing costs – provides insight into the nature of need. The following sections compare Woodburn's demographic information with some other Willamette Valley cities (Wilsonville, Salem, and Portland) as well as with Marion County and Oregon as a whole, describe recent trends for each demographic factor, and analyze the demographic information in relation to Woodburn's short and long term objectives.[8]

Education

Overview. Tables 9, 10, and 11 below depict the educational achievement level of working-age residents of Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. Educational levels are important in a housing needs analysis, as education levels are related to potential income. An educated populace is also more attractive to potential employers, which can lead to more jobs and more money to spend on housing.

Comparison. Compared to the other cities, Marion County, and Oregon, educational levels in Woodburn are quite low. Woodburn has a much lower percentage of population with college education than any of the comparators. In addition, Woodburn has a much higher percentage of population with less than a high school degree.

Trend. From 1990 to 2000, the percentage of college graduates rose slightly in Woodburn – the percentage of population with a bachelors degree or higher rose by a total of 3% - but the percentage of persons with less than a 9th grade education increased from 20% to 26%. In all other comparators, education levels rose across the board. None of the other comparators showed an increase in population with less than a 9th grade education.

Interpretation. The general educational level of adults in Woodburn is relatively low, and the percentage of persons with no high school experience has risen over the last 10 years. These lower educational levels can be explained by the large numbers of recent immigrants (described in the Nativity section, and Tables 17, 18, and 19) who often are poorly educated.

[8] 1990 and 2000 data used in this analysis is from the 1990 and 2000 US Census.

People with lower educational levels typically have lower incomes and generally cannot afford higher-priced housing. Part of Woodburn's economic development strategy is to provide improved educational and job training services. As educational levels increase, so will household incomes. Recent housing trends indicate an increase in multi-family housing, which generally is more affordable than single-family housing. As Woodburn's newer residents become better educated, they are more likely to afford homeownership, and to demand more traditional single-family housing.

Table 9: Educational Attainment, 1990

1990 EDUCATIONAL ATTAINMENT	1990 Woodburn	1990 Wilsonville	1990 Salem	1990 Portland	1990 Marion County	1990 Oregon
Less than 9th grade	20%	1%	7%	6%	9%	6%
9th to 12th grade, no diploma	17%	8%	12%	11%	13%	12%
High school graduate	30%	23%	26%	25%	29%	29%
Some college, no degree	20%	28%	26%	26%	25%	25%
Associate degree	5%	6%	8%	6%	7%	7%
Bachelor's degree	6%	24%	14%	17%	12%	14%
Graduate or professional degree	3%	8%	8%	9%	6%	7%

Source: 1990 US Census

Table 10: Educational Attainment, 2000

2000 EDUCATIONAL ATTAINMENT	2000 Woodburn	2000 Wilsonville	2000 Salem	2000 Portland	2000 Marion County	2000 Oregon
Less than 9th grade	26%	2%	8%	5%	9%	5%
9th to 12th grade, no diploma	16%	5%	11%	9%	11%	10%
High school graduate	24%	20%	24%	22%	26%	26%
Some college, no degree	20%	28%	27%	25%	27%	27%
Associate degree	3%	7%	6%	6%	7%	7%
Bachelor's degree	7%	26%	15%	21%	13%	16%
Graduate or professional degree	4%	12%	9%	11%	7%	9%

Source: 2000 US Census

Table 11: Educational Attainment Trends, 1990-2000

1990-2000 EDUCATIONAL ATTAINMENT TREND	1990-2000 Woodburn	1990-2000 Wilsonville	1990-2000 Salem	1990-2000 Portland	1990-2000 Marion County	1990-2000 Oregon
Less than 9th grade	6%	1%	1%	0%	1%	-1%
9th to 12th grade, no diploma	-1%	-3%	-1%	-2%	-1%	-2%
High school graduate	-6%	-3%	-2%	-3%	-3%	-3%
Some college, no degree	0%	0%	1%	-1%	2%	2%
Associate degree	-2%	0%	-1%	0%	-1%	0%
Bachelor's degree	2%	2%	1%	4%	1%	3%
Graduate or professional degree	1%	3%	1%	2%	1%	2%

Source: 1990 & 2000 US Census

Age

Overview. Table 11 below depicts age distribution and median ages in Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. The age of a city's population is important in a housing needs analysis because different ages can indicate different types of housing requirements. For example, families with children are more likely to want single-family homes, while young people just entering the work force are more likely to be looking for rental housing. An older population is likely to desire smaller lot homes, townhouses, or condominiums, as their household sizes are smaller (1-2 persons) and yard work can become a burden.

Comparison. Woodburn has a high percentage of its population at the ends of the age spectrum. In 2000, 42% of Woodburn's population was under 25 years old, compared with 34% for Wilsonville, 37% for Salem, 31% for Portland, 38% for Marion County, and 34% for the state as a whole. Woodburn has retained a relatively large elderly population. In 2000, 18% of Woodburn's population was 65 years old or older, compared to 14% for Wilsonville, 12% for Salem, Portland, and Marion County, and 13% for Oregon.

Trend. Woodburn has become noticeably younger over the last decade. In 1990, 36% of the population was under 25 years old. In 1990, 26% of Woodburn's population was 65 years old or older. During the next 10 years, the under 25 cohort increased in Woodburn by 5%, while the 65 and older cohort decreased by 8%. As shown in Table 14, Woodburn's age distribution increased only in age groups between 10 and 44 years of age – by 8% total. This is quite different from all other comparators. Every other comparator showed a substantial increase (3-5%) in the 45-54 age cohort, while Woodburn remained the same at that age.

Interpretation. Woodburn has become relatively young city, with an unusually high proportion of young adults and families. This trend can be explained in terms of immigration of younger workers, who often have large families. However, Woodburn has retained a high percentage of retirement-age residents, which can be explained by the presence of a large senior housing development (Woodburn Senior Estates) and by long-term residents.

The lack of family wage jobs in Woodburn may have contributed to an out-migration of working age people who were born in Woodburn.

Typically, households at the bottom and top of the age pyramid have less disposable income to spend on housing, while households headed by middle-aged workers have higher-paying jobs and demand higher cost housing. Woodburn's policy is to provide more family-wage jobs, thus retaining younger and middle-aged workers in the community. This will have the effect of increasing demand for traditional single-family housing, and decreasing demand for more affordable housing types such as apartments and manufactured homes.

Table 12: Age Distribution, 1990

Age Distribution 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Under 5 years	9%	7%	7%	8%	7%	7%
5 to 9 years	9%	6%	7%	8%	8%	7%
10 to 14 years	6%	6%	6%	3%	7%	7%
15 to 19 years	6%	6%	6%	4%	7%	7%
20 to 24 years	7%	7%	8%	5%	7%	7%
25 to 34 years	14%	19%	18%	20%	16%	16%
35 to 44 years	9%	18%	16%	15%	15%	17%
45 to 54 years	8%	9%	9%	10%	10%	10%
55 to 59 years	3%	3%	4%	5%	4%	4%
60 to 64 years	4%	4%	3%	6%	4%	4%
65 to 74 years	12%	8%	8%	11%	8%	8%
75 to 84 years	10%	5%	5%	4%	5%	5%
85 years and over	4%	2%	2%	1%	2%	1%

Source: 1990 US Census

Table 13: Age Distribution, 2000

Age Distribution 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Under 5 years	9%	8%	7%	6%	8%	7%
5 to 9 years	8%	7%	7%	6%	8%	7%
10 to 14 years	7%	7%	7%	6%	7%	7%
15 to 19 years	9%	6%	7%	6%	8%	7%
20 to 24 years	8%	7%	8%	8%	7%	7%
25 to 34 years	15%	16%	15%	18%	14%	14%
35 to 44 years	11%	15%	15%	16%	15%	15%
45 to 54 years	8%	12%	13%	15%	13%	15%
55 to 59 years	3%	4%	4%	4%	5%	5%
60 to 64 years	3%	3%	3%	3%	4%	4%
65 to 74 years	8%	7%	6%	5%	6%	6%
75 to 84 years	7%	6%	5%	5%	5%	5%
85 years and over	3%	2%	2%	2%	2%	2%

Source: 2000 US Census

their own households, educational and income levels increase, and the cultural expectations change.

Part of Woodburn's economic development strategy is to provide improved educational and employment opportunities. Thus, it is reasonable to project that household sizes will remain high, but will more closely approximate household sizes in Marion County as a whole by the Year 2020. Woodburn should plan both to provide affordable single family homes, and maintain a supply of affordable multi-family housing opportunities, such as provided by Nuevo Amanacer and Esperanza Court.

Table 15: Persons per Household 1990-2000

Household Size 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Average household size 1990	2.7	2.29	2.41	2.27	2.6	2.52
Average household size 2000	3.11	2.34	2.53	2.3	2.7	2.51
Trend	115%	102%	105%	101%	104%	100%

Source: 1990 & 2000 US Census

Households by Type

Overview. Tables 16, 17, and 18 below show the type of households in Woodburn, Wilsonville, Salem, Portland, Marion County, and the state of Oregon, for 1990 to 2000. Household type tells us the components of households – whether the households are serving families, unrelated persons, a single householder, or if the householder is age 65 or older. Household type is important to know in a housing needs analysis, as it explains what sectors of the population are using the housing available.

Comparison. In 1990, Woodburn had a comparatively high percentage of family households at 69%. Wilsonville was also at 69%, and Marion County was slightly higher at 70%, but Salem was at 63%, and Portland was lowest at only 56%. The state as a whole was slightly lower than Woodburn for family households, at 68%. In 1990, 28% of Woodburn's households were occupied by one person, compared to 24% in Wilsonville, 30% in Salem, 35% in Portland, and 25% in Marion County and Oregon. Woodburn had a large proportion of householders aged 65 and above at 20%, substantially higher than the comparators, which ranged from 8% in Wilsonville to 12% in Salem and Portland.

In 2000, Woodburn had the highest percentage of family households among the comparators at 72% - 3% higher than Marion County, 6% higher than Oregon as a whole, 8% higher than Wilsonville and Salem, and 19% higher than Portland. Woodburn had a comparatively low percentage of householders living alone (24%) – equal to Marion County, 2% lower than Oregon as a whole, 4% lower than Wilsonville and Salem, and 11% lower than Portland. Woodburn still had the highest percentage of householders aged 65 and above in 2000, at 16% compared to 9-10% for other comparators.

Trend. Woodburn moved from a high percentage of family households in 1990 (69%), to a higher percentage (72%) in 2000. This is in opposition to trends among the comparators, where Wilsonville dropped 6%, Salem remained constant, Portland dropped 3%, Marion County dropped 1%, and Oregon as a whole dropped 2%. Woodburn decreased substantially (by 4%) from 1990 to 2000 in its percentage of householders living alone, compared to an increase of 4% in Wilsonville, a decrease of 2% in Salem, no change in Portland, a decrease

Table 14: Age Distribution Trends, 1990-2000

Age Distribution Trend 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Under 5 years	0%	1%	0%	-2%	0%	-1%
5 to 9 years	0%	1%	0%	-2%	0%	-1%
10 to 14 years	1%	1%	1%	2%	0%	0%
15 to 19 years	3%	0%	1%	3%	1%	1%
20 to 24 years	1%	0%	0%	2%	0%	0%
25 to 34 years	1%	-3%	-3%	-2%	-2%	-2%
35 to 44 years	2%	-3%	-1%	2%	-1%	-1%
45 to 54 years	0%	3%	4%	5%	3%	4%
55 to 59 years	0%	1%	1%	-1%	1%	1%
60 to 64 years	0%	-1%	0%	-3%	0%	0%
65 to 74 years	-4%	-1%	-2%	-6%	-2%	-2%
75 to 84 years	-3%	1%	0%	1%	0%	0%
85 years and over	-1%	0%	0%	1%	0%	0%

Source: 1990 & 2000 US Census

Household Size

Overview. Table 13 depicts the average household size, as well as the change in household size, for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon in 1990 and 2000. Changes in household size can have a significant affect on the number of housing units a community will need to house its population. There are two probable affects on housing demand from larger household sizes: first, families with many children typically have less disposable income to spend on housing; second, these same families are likely to spend a greater proportion of their incomes on housing, and prefer traditional single-family homes.

Comparison. In 1990, Woodburn had a larger average household size (2.7 persons per household) than Wilsonville (2.3), Salem (2.4), Portland (2.3), Marion County (2.6), and Oregon as a whole (2.5). By 2000, Woodburn's household size had increased to 3.11 while Wilsonville and Portland stayed basically the same. Salem and Marion county increased to 2.5 and 2.7 persons per household respectively. The state of Oregon as a whole actually declined very slightly in household size during this time period, from 2.52 to 2.51 persons per household.

Trend. The state of Oregon as a whole was the only comparator to decline in household size during this time period. Woodburn increased household sizes by 15%, while Wilsonville, Salem, Portland, and Marion County increased by 1-5%.

Interpretation. The rise in household size in Woodburn can be explained largely by in-migration of young and growing families, who typically have low educational levels and low incomes (see discussion of Age, Education, and Income in this document). Woodburn's immigrant families have been mostly of Central European or Hispanic heritage, two groups that typically have more children and therefore larger household sizes. However, based on the experience of other immigrant groups in America, household size can be expected to more closely approximate County-wide averages as young families mature, children create

Vacancy Rates

Overview. Tables 14, 15, and 16 depict vacancy rates for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon in 1990 and 2000. Vacancy rates are important in determining future land needs, as they can affect market choice as well as development trends.

Comparison. Woodburn in 1990 had the lowest overall vacancy rate of all comparators. Woodburn's homeowner vacancy rates were fairly comparable at 1.3% to Wilsonville (1.2%), Salem and Portland (1.6%), Marion County (1.1%), and Oregon (1.4%). Woodburn's rental vacancy rate in 1990 was less than half the rate of the other comparators – at 1.6%, compared to 3.7% for Marion County, all the way to 9.9% for Wilsonville. In 2000, Woodburn's homeowner vacancy rate was over twice as high as the other comparators – 5.9% compared to 2.3-2.6% for the others. Woodburn's rental vacancy rate was still fairly low at 6.4%, compared to 9.5% in Wilsonville, 7% in Salem, 6.8% in Marion County, and 7.3% in Oregon as a whole. Only Portland came in lower, at 6.2%.

Trend. Woodburn's vacancy rates for both ownership and rental housing units rose substantially between 1990 and 2000. The homeowner vacancy rate in Woodburn rose by 4.6% over the 10 years, compared to 0.7-1.4% rises in the comparators. The rental vacancy rate in Woodburn rose by 4.8%, compared to a slight decline in Wilsonville (-0.4%) and rises between 1.5-3.1% in the comparators.

Interpretation. In 1990, Woodburn had a very low vacancy rate, which indicates lack of choice in the market for both ownership and rental housing units at that time. Since 1990, Woodburn's population grew substantially (from 13,404 to 20,100), and Woodburn's housing market responded by increasing housing unit supply by nearly 2,000 total units (4,922 to 6,824). As explained in the Age, Household by Type, and Household Size sections, the increase in population between 1990 and 2000 was mostly young families, with a high average household size. This phenomenon has led to a fairly high vacancy rate among ownership units in 2000, compared with Wilsonville, Salem, Portland, Marion County, and Oregon.

However, one of Woodburn's goals is to increase the education and wage levels of its residents by increasing educational and employment opportunities. As described in the Age and Household Size sections, this policy direction taken by Woodburn should act to decrease average household sizes, increasing the demand for housing units. It's important to maintain choice and competition in the housing market, both to lower prices and to meet the wide-ranging housing needs of Woodburn's diverse population, so the current vacancy rate should not be considered a "problem". Nonetheless, we find it likely that Woodburn's vacancy rate will move toward Marion County's overall vacancy rate over the next 20 years, due to projected changes in age, income, employment, and culture.

Table 14: Vacancy Rates, 1990

Vacancy Rates 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Homeowner vacancy rate	1.3%	1.2%	1.6%	1.6%	1.1%	1.4%
Rental vacancy rate	1.6%	9.9%	4.0%	4.7%	3.7%	5.3%
Overall Vacancy Rate	2.7%	6.7%	3.9%	5.6%	3.9%	7.6%

Source: 1990 US Census

of 1% in Marion County, and an increase of 1% in Oregon as a whole. Woodburn's percentage of householders age 65 and above also decreased more than all other comparators – a 4% drop – compared to a 2% increase in Wilsonville, a 2% decrease in Salem, a 3% decrease in Portland, a 1% decrease in Marion County, and a 1% decrease in Oregon as a whole.

Interpretation. Woodburn increased from 69% to 72% in family households, and dropped in all other categories. This means that a vast majority (calculated to 79%) of new households between 1990 and 2000 in Woodburn were occupied by families. The 4% drop in householders aged 65 and above in Woodburn reflects the younger age of new Woodburn residents (see discussion under Age in this document). Woodburn should plan to meet the needs of these young families as they become more established in the community and integrated into the workforce. Woodburn should not just plan for development to serve the existing and future young families, but realize many of the families now in Woodburn will a) be able to develop wealth to afford ownership housing; and b) will have young adults moving out of the family home and needing affordable rental housing.

Table 16: Households by Family Status 1990

HOUSEHOLDS BY TYPE 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Family households (families)	69%	69%	63%	56%	70%	68%
Nonfamily households	31%	31%	37%	44%	30%	32%
Householder living alone	28%	24%	30%	35%	25%	25%
Householder 65 years and over	20%	8%	12%	12%	11%	10%

Source: 1990 US Census

Table 17: Households by Type 2000

HOUSEHOLDS BY TYPE 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Family households (families)	72%	64%	64%	53%	69%	66%
Nonfamily households	28%	36%	36%	47%	31%	34%
Householder living alone	24%	28%	28%	35%	24%	26%
Householder 65 years and over	16%	10%	10%	9%	10%	9%

Source: 2000 US Census

Table 18: Households by Type 1990-2000

Households by Type Trend 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Family households (families)	2%	-6%	0%	-3%	-1%	-2%
Nonfamily households	-2%	6%	0%	3%	1%	2%
Householder living alone	-4%	4%	-2%	0%	-1%	1%
Householder 65 years and over	-4%	2%	-2%	-3%	-1%	-1%

Source: 1990 & 2000 US Census

Table 15: Vacancy Rates, 2000

Vacancy Rates 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Homeowner vacancy rate	5.9%	2.6%	2.5%	2.3%	2.5%	2.3%
Rental vacancy rate	6.4%	9.5%	7.0%	6.2%	6.8%	7.3%
Overall Vacancy Rate	8.1%	7.3%	5.8%	5.7%	6.0%	8.2%

Source: 2000 US Census

Table 16: Vacancy Rates Trend, 1990-2000

Vacancy Rates Trend 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Homeowner vacancy rate	4.6%	1.4%	0.9%	0.7%	1.4%	0.9%
Rental vacancy rate	4.8%	-0.4%	3.0%	1.5%	3.1%	2.0%
Overall Vacancy Rate	5.3%	0.6%	1.9%	0.1%	2.2%	0.6%

Source: 1990 & 2000 US Census

Nativity

Overview. Tables 17, 18, and 19 describe nativity and place of birth for residents of Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon as a whole from 1990 to 2000. Nativity is an important factor to look at in a housing needs analysis, as past and current population stability can be used to make assumptions regarding future population stability, as well as social and economic stability, over the next 20 years.

Comparison. In 1990, Woodburn had a much lower percentage of native population (as opposed to foreign born) than all the other comparators – 81% native population in Woodburn, compared to 92-96% in Wilsonville, Salem, Portland, Marion County, and Oregon. In 1990, 11% of Woodburn's population had entered the United States in the previous 10 years, compared to 1-4% for the rest of the comparators. In 2000, only 65% of Woodburn's population was "native", while Portland and Marion County were at 87%, Salem at 88%, and Wilsonville and Oregon were at 92%. In 2000, 22% of Woodburn's population entered the United States in the previous 10 years, while the rest of the comparators ranged from 4-7%.

Trend. All the comparators studied in this document decreased in native population as a percentage of the whole – Woodburn decreased by 17%, Wilsonville and Oregon by 4%, Portland by 5%, and Salem and Marion County by 6%. The overall trend was also a higher percentage of recent US immigrants – Woodburn's population that entered the US over the previous 10 year period increased by 11%, while the other comparators rose by 2-4%.

Interpretation. Woodburn's foreign-born population has been increasing at a much higher rate than Wilsonville, Salem, Portland, Marion County, and Oregon as a whole. Much of the increase is comprised of recent immigrants to the US. These recent immigrants bring with them a different culture and lifestyle – a diversity that is valued in Woodburn – that also includes such demographic impacts such as higher household sizes and lower educational levels (see discussions under Household Size and Education). Over the next 20 years, Woodburn intends to increase opportunities for education and employment, which should allow recent immigrants and their growing children an opportunity to adapt to a lifestyle that is more akin to native and long-term Oregon residents.

Recent substantial nativity changes and trends in Woodburn residents indicate a population currently in flux – we expect the large scale inmigration will slow as a percentage of population growth over the next 20 years, which should bring such demographic statistics as household size and vacancy rates back toward Marion County norms.

Table 17: Nativity and Place of Birth, 1990

Nativity and Place of Birth 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Native population	81%	96%	94%	92%	94%	95%
Foreign-born population	19%	4%	6%	8%	6%	5%
Entered the U.S. 1980 to 1990	11%	1%	3%	4%	3%	2%

Source: 1990 US Census

Table 18: Nativity and Place of Birth, 2000

Nativity and Place of Birth 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Native	65%	92%	88%	87%	87%	92%
Foreign born	35%	8%	12%	13%	13%	8%
Entered 1990 to March 2000	22%	4%	6%	7%	7%	4%

Source: 2000 US Census

Table 19: Nativity and Place of Birth Trends 1990-2000

Nativity and Place of Birth Trend 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Native population	-17%	-4%	-6%	-5%	-6%	-4%
Foreign-born population	17%	4%	6%	5%	6%	4%
Entered the U.S. Previous 10 Years	11%	3%	3%	3%	4%	2%

Source: 1990 & 2000 US Census

Income

Overview. Tables 20, 21, and 22 depict household income for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon in 1989 and 1999. Goal 10 requires local governments to provide affordable housing opportunities for existing and future residents. This is done by comparing household income with housing costs, to determine the type and density of housing types that are needed in a community.

Comparison. In 1990, Woodburn had a substantially lower median household income than the other comparators - $22,253, compared to $38,456 for Wilsonville, $25,236 for Salem, $25,592 for Portland, $26,876 for Marion County, and $27,250 for Oregon as a whole. The breakdown of income brackets for 1989 shows that 57% of Woodburn's households were earning incomes of less than $25,000 at that time. The comparators had substantially lower percentages of householders in the lower income ranges – 29% in Wilsonville, 50% in Salem, 50% in Portland, 46% in Marion County, and 46% in Oregon as a whole.

In 1999, median household incomes in Woodburn rose to $33,722, compared with $52,515 in Wilsonville, $38,881 in Salem, $40,146 in Portland, $40,314 in Marion County, and $40,916 in Oregon. Woodburn maintained the highest percentage of households earning under

$25,000, with 33% - compared to 19% in Wilsonville, 30% in Salem, 29% in Portland, 27% in Marion County, and 28% in Oregon as a whole.

Trend. Median household income in Woodburn grew by 152% between 1989 and 1999, compared with 137% for Wilsonville, 154% for Salem, 157% for Portland, and 150% for Marion County and Oregon as a whole. The increase in median household incomes was generally on pace with income growth in the comparators, but Woodburn started at a much lower base, so incomes rose less in actual dollars for Woodburn residents than for all other comparators.

Interpretation. Household incomes in Woodburn are low, compared with Wilsonville, Salem, Portland, Marion County, and Oregon as a whole. Woodburn has kept pace with income growth trends (from a percentage standpoint), but started with and maintains a lower base income. Discussion of housing costs to income levels in the Owner Costs and Rental Costs sections will allow us to determine if housing costs are out of range for Woodburn residents.

Of note, Woodburn's Economic Opportunities Analysis (ECONorthwest, 2000) prescribes specific steps for Woodburn to increase education and household income by allowing for and encouraging higher-paying jobs to locate in Woodburn. The economic effects of achieving the program outlined in the EOA were described in the Woodburn Occupation / Wage Forecast (ECONorthwest, 2003). Woodburn residents are forecast to shift into higher income ranges, due mainly to development of more manufacturing job opportunities as opposed to minimum-wage retail. To the extent that Woodburn's economic strategy is successful, the greater income should lead to greater demand for traditional single-family housing ownership and its potential for wealth accumulation, and relatively less demand for rental housing.

Table 20: Income Comparison, 1989

Household Income 1989	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than $5,000	7%	2%	6%	7%	5%	6%
$5,000 to $9,999	12%	6%	11%	11%	9%	10%
$10,000 to $14,999	12%	7%	11%	11%	10%	10%
$15,000 to $24,999	26%	14%	22%	21%	22%	20%
$25,000 to $34,999	20%	15%	17%	17%	18%	18%
$35,000 to $49,999	15%	23%	17%	16%	19%	18%
$50,000 to $74,999	8%	21%	12%	11%	12%	13%
$75,000 to $99,999	1%	4%	3%	3%	3%	3%
$100,000 to $149,999	0%	4%	1%	2%	1%	2%
$150,000 or more	0%	3%	1%	1%	1%	1%
Median household income (dollars)	**22,253**	**38,456**	**25,236**	**25,592**	**26,876**	**27,250**

Source: 1990 US Census

Table 21: Income Comparison, 1999

Household Income 1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than $10,000	9%	4%	9%	10%	8%	9%
$10,000 to $14,999	8%	4%	7%	6%	6%	6%
$15,000 to $24,999	16%	11%	14%	13%	13%	13%
$25,000 to $34,999	20%	13%	15%	14%	15%	14%
$35,000 to $49,999	19%	16%	18%	17%	19%	18%
$50,000 to $74,999	18%	20%	20%	20%	21%	20%
$75,000 to $99,999	6%	15%	9%	9%	9%	10%
$100,000 to $149,999	3%	12%	5%	7%	5%	7%
$150,000 to $199,999	1%	3%	1%	2%	1%	2%
$200,000 or more	0%	3%	1%	2%	1%	2%
Median household income (dollars)	**33,722**	**52,515**	**38,881**	**40,146**	**40,314**	**40,916**

Source: 2000 US Census

Table 22: Income Comparison Trends, 1989-1999

Household Income Trend 1989-1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than $10,000	2%	2%	3%	3%	3%	3%
$10,000 to $14,999	-3%	-2%	-4%	-5%	-3%	-3%
$15,000 to $24,999	3%	4%	3%	3%	3%	3%
$25,000 to $34,999	-6%	-2%	-7%	-7%	-7%	-6%
$35,000 to $49,999	-1%	1%	1%	0%	0%	0%
$50,000 to $74,999	4%	-2%	3%	3%	3%	2%
$75,000 to $99,999	-2%	-6%	-3%	-2%	-2%	-3%
$100,000 to $149,999	3%	7%	3%	3%	3%	3%
$150,000 to $199,999	0%	-1%	0%	0%	0%	0%
$200,000 or more	0%	0%	1%	1%	1%	1%
Median household income	**152%**	**137%**	**154%**	**157%**	**150%**	**150%**

Source: 1990 & 2000 US Census

Employment

Overview. Tables 23, 24, and 25 below depict the percentage of working age (16 and older) population in the labor force, and levels of unemployment for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. Labor force statistics can aid in a Land Needs Analysis by helping to describe both the economic status of a community and age-related factors, as most persons age 16 and above and not in the labor force are either involved in education (high school / college) or retired.

Comparison. In 1990, only 50% of Woodburn residents age 16 and above were in the labor force, compared with 69% in Wilsonville, 59% in Salem, 67% in Portland, 62% in Marion County, and 64% in Oregon as a whole. Woodburn in 1990 had a fairly low unemployment

rate, at 3%, compared with 4% for Salem, Portland, Marion County, and Oregon as a whole. Wilsonville had a lower unemployment rate in 1990 of 2%.

In 2000, 56% of Woodburn residents age 16 and above were in the labor force, compared with 72% in Wilsonville, 63% in Salem, 69% in Portland, 64% in Marion County, and 65% in Oregon as a whole. Woodburn's unemployment rate was fairly standard among the comparators, at 5% - the same as Salem, Portland, and Marion County, but slightly higher than Wilsonville (3%) and Oregon (4%).

Trend. From 1990 to 2000, Woodburn had the highest increase of population in the labor force of any comparator, with a 5% shift – substantially higher than Wilsonville and Salem (3%), Portland (2%), or Marion County and Oregon (1%). Unfortunately, Woodburn's unemployment rate also increased more than any comparator during this time period – an upwards shift of 2% - compared to 1% in Wilsonville, Salem, and Marion County, and 0% in Portland and Oregon as a whole.

Interpretation. Woodburn's labor force has grown at a much higher rate than any of the comparators. Although Woodburn has a high, but declining, percentage of retired residents, the working age population in Woodburn is growing younger, so the labor force is growing and expected to grow further. These young workers need jobs near where they live, so Woodburn has made the policy choice to increase job opportunities in its UGB, consistent with the Woodburn Economic Opportunities Analysis. Otherwise, Woodburn's increasing labor force will face three unacceptable options: (a) join the unemployment roles, (b) commute to jobs outside of Woodburn, or (c) leave the area. Because Woodburn is taking active steps to increase local employment opportunities, Woodburn residents are expected to enjoy increases in income that will allow for better choice in housing options.

Table 23: Labor Force Status, 1990

Labor Force Status 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
In labor force	50%	69%	59%	67%	62%	64%
Unemployed	3%	2%	4%	4%	4%	4%
Not in labor force	50%	31%	41%	33%	38%	36%

Source: 1990 US Census

Table 24: Labor Force Status, 2000

Labor Force Status 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
In labor force	56%	72%	63%	69%	64%	65%
Unemployed	5%	3%	5%	5%	5%	4%
Not in labor force	44%	28%	37%	31%	36%	35%

Source: 2000 US Census

Table 25: Labor Force Status Trends, 1990-2000

Labor Force Trend 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
In labor force	5%	3%	3%	2%	1%	1%
Unemployed	2%	1%	1%	0%	1%	0%
Not in labor force	-5%	-3%	-3%	-2%	-1%	-1%

Source: 1990 & 2000 US Census

Housing Ownership Costs in Relation to Income

Overview. Tables 26, 27, and 28 depict total owner costs as a percentage of monthly household income for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. The relation of owner costs to income is very important in a housing needs analysis, as it indicates the affordability of the homeownership housing mix in a community.

Comparison. In 1989, 59% of Woodburn's homeowner households were paying less than 20% of their income on housing. This was less than the comparators, as 51% of households in Wilsonville and 56% of households in Salem, Portland, Marion County, and Oregon could say the same. The percentage of households paying 30% of more of their household income on homeownership was 17% in Woodburn in 1989. This also was lower than all comparators – Wilsonville was at 20%, Portland at 19%, and Salem, Marion County, and Oregon were at 18%. In 1999, 52% of Woodburn households had home ownership costs that amounted to less than 20% of total household income. This was still higher than all the comparators, which ranged from 46-49%. However, 28% of Woodburn's owner households were paying 30% or more of their income, compared to 23% in Wilsonville, 26% in Salem, 28% in Portland, and 25% in Marion County and Oregon.

Trend. From 1989 to 1999, Woodburn's housing ownership costs have increased in relation to household income, as have all the comparators. Woodburn started at a lower base in 1989, so the percentage increases are more substantial than in the comparators. The percentage of Woodburn homeowners paying 30% or more of their household income on housing increased by 11%, compared to 3% in Wilsonville, 8% in Salem, 9% in Portland, and 7% in Marion County and Oregon as a whole.

Interpretation. The high percentage of Woodburn homeowners in the highest cost bracket indicates a need for either lower cost homeownership options or an increase in household income. Woodburn's demographics are undoubtedly responsible for some of the relatively high costs. As described in the sections related to Age, Household Size, and Income, Woodburn grew rapidly from 1990 to 2000, and much of the growth consisted of young families. A high proportion of young homeowners at the beginning of their mortgages will tend to lead to higher ownership costs. As the households and the mortgages mature, and better employment options are available, housing costs in relation to household income will naturally decline.

Table 26: Owner Costs, 1989

Monthly Owner Costs as Percentage of Household Income 1989	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	59%	51%	56%	56%	56%	56%
20 to 24 percent	13%	16%	16%	15%	16%	15%
25 to 29 percent	9%	13%	10%	9%	10%	10%
30 to 34 percent	3%	6%	5%	6%	5%	6%
35 percent or more	14%	14%	13%	13%	13%	12%

Source: 1990 US Census

Table 27: Owner Costs, 1999

Monthly Owner Costs as Percentage of Household Income 1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	52%	49%	46%	46%	48%	49%
20 to 24 percent	12%	16%	17%	15%	16%	15%
25 to 29 percent	7%	12%	12%	11%	11%	11%
30 to 34 percent	6%	9%	8%	8%	7%	7%
35 percent or more	22%	14%	18%	20%	18%	18%

Source: 2000 US Census

Table 28: Owner Costs Trends, 1989-1999

Monthly Owner Costs as Percentage of Household Income Trends 1989-1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	-7%	-2%	-9%	-11%	-8%	-7%
20 to 24 percent	-1%	0%	1%	0%	1%	0%
25 to 29 percent	-1%	-2%	2%	2%	1%	1%
30 to 34 percent	3%	3%	3%	2%	2%	2%
35 percent or more	8%	0%	5%	7%	5%	5%

Source: 1990 & 2000 US Census

Housing Rental Costs in Relation to Income

Overview. Tables 29, 30, and 31 depict gross monthly rent as a percentage of monthly household income for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. This is important in determining housing needs, as it portrays the affordability of the rental housing mix in comparison to household income for a community.

Comparison. In 1989, Woodburn rental housing was not very affordable to Woodburn residents – 26% of Woodburn renter households were spending less than 20% of their income on housing, which was less than Wilsonville, Salem, Portland, Marion County, and Oregon as a whole (32-34%). On the other side of the scale, 34% of Woodburn rental

households were paying over 35% of their income on housing – compared to 21% in Wilsonville, 31% in Salem and Portland, and 30% in Marion County and Oregon.
In 1999, 30% of Woodburn renter households were spending less than 20% of their income on housing, which was fairly close to the comparators – Portland and Oregon as a whole were lower (28% and 29%), while Marion County, Salem, and Wilsonville were higher (31%, 32%, and 36% respectively). Woodburn retained a slightly higher percentage of renter households paying over 35% of their income on housing – 34% compared with 29% for Wilsonville, 31% for Marion County, 32% for Salem and Oregon as a whole, and 33% for Portland.
Trend. Woodburn rental costs as compared to income remained fairly constant from 1989 to 1999. The percentage of Woodburn renters paying the lowest amount (under 20%) of their income on rent grew from 26% to 30%. Salem remained stable. The other comparators generally increased rental costs in relation to household income – Wilsonville's percentage of renters paying 35% or more of household income on housing increased by 8%, Marion County by 1%, and Portland and Oregon as a whole by 2%.
Interpretation. Compared to the listed comparators, Woodburn renters pay a slightly higher percentage of household income for their housing costs. However, as rental housing trended toward less affordable among the other comparators, Woodburn remained fairly stable from 1989-1999. Considering the demographic changes described in the Age, Income, Labor Force, and Nativity sections – a younger population of recent immigrants, with relatively high unemployment – that Woodburn did not lose rental affordability from 1989-1999 indicates a success of the housing mix provided. The increase in rental units and choice described in the Vacancy Rates section has allowed the market to provide relatively affordable rental units to Woodburn's population growth. Woodburn's economic strategies, consistent with the Woodburn Economic Opportunities Analysis, should increase household incomes, thereby increasing rental affordability further in Woodburn.

Table 29: Rental Costs, 1989

Gross Rent as Percent of Household Income 1989	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	26%	34%	32%	32%	33%	32%
20 to 24 percent	16%	22%	14%	15%	14%	14%
25 to 29 percent	13%	13%	12%	11%	12%	11%
30 to 34 percent	8%	8%	8%	8%	7%	8%
35 percent or more	34%	21%	31%	31%	30%	30%

Source: 1990 US Census

Table 30: Rental Costs, 1999

Gross Rent as Percent of Household Income 1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	30%	36%	32%	28%	31%	29%
20 to 24 percent	13%	15%	14%	14%	15%	14%
25 to 29 percent	11%	10%	12%	13%	11%	12%
30 to 34 percent	8%	8%	7%	8%	7%	8%
35 percent or more	34%	29%	32%	33%	31%	32%

Source: 2000 US Census

Table 31: Rental Costs Trends, 1989-1999

Gross Rent as Percent of Household Income Trends 1989-1999	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Less than 20 percent	4%	2%	0%	-4%	-2%	-3%
20 to 24 percent	-3%	-7%	-1%	-1%	1%	-1%
25 to 29 percent	-2%	-3%	0%	1%	-1%	0%
30 to 34 percent	0%	0%	0%	0%	0%	0%
35 percent or more	0%	8%	0%	2%	1%	2%

Source: 1990 & 2000 US Census

Actual Housing Costs

Overview. Tables 32, 33, and 34 depict median rent and home prices for Woodburn, Wilsonville, Salem, Portland, Marion County, and Oregon. These raw numbers are also important to look at for a Housing Needs Analysis, as they depict real (not purely relative) housing cost differences between communities.

Comparison. In 1990, Woodburn's median rent was fairly midrange at $402 per month – compared to $494 in Wilsonville, $387 in Salem, $397 in Portland, $401 in Marion County, and $408 for Oregon as a whole. Median home value in Woodburn for 1990 was comparatively quite low at $51,900 – compared to $121,400 in Wilsonville, $60,300 in Salem, $59,200 in Portland, $59,900 in Marion County, and $67,100 for the state of Oregon. In 2000, Woodburn's median rent was still fairly midrange at $599 per month – compared with $746 in Wilsonville, $560 in Salem, $622 in Portland, $574 in Marion County, and $620 for Oregon. Woodburn's median home price remained the lowest among the comparators at $114,800 – compared with $227,900 in Wilsonville, $131,100 in Salem, $154,900 in Portland, $132,600 in Marion County, and $152,100 in Oregon as a whole.

Trend. Woodburn's median rent increased by nearly $200 from 1990-2000. This was higher than Salem or Marion County (increases of $173), but lower than Wilsonville ($252), Portland ($225), and Oregon ($212). Home prices in Woodburn, already the lowest among the comparators in 1990, increased by the lowest amount from 1990-2000. Home prices increased only about $63,000 in Woodburn, compared with about $107,000 in Wilsonville, $71,000 in Salem, $96,000 in Portland, $73,000 in Marion County, and $85,000 in Oregon as a whole.

Interpretation. Median rent in Woodburn, while lower than several comparators, including Oregon as a whole, is slightly higher than median rents in Salem and Marion County, its two closest comparators. This seems incongruous at first glance, considering the lower income levels of Woodburn (see section on Income in this document). However, there are two other factors that are likely to influence median rent in Woodburn – the amount of new rental housing, and household size. Woodburn has increased its supply of rental housing recently (see sections on Vacancy Rate as well as Actual Development). New housing is usually more expensive than older housing, and logically will lead to higher rents unless there is a substantial oversupply of rental units. Woodburn also has the largest household size among the comparators, and most of the household growth is in the form of families (see sections on Household Size and Households by Family Status), which leads to a higher need for larger rental units (2-3 bedroom rather than 1 bedroom). Larger rental units logically cost more than smaller rental units. These two factors may be skewing the rent upward in Woodburn. As household sizes begin to decline in Woodburn over the next 20 years (see section on Household Size), and the recently developed apartments become older, median rent can be expected to drop relative to comparator communities.

Median home value in Woodburn has been low and continues to be comparatively far lower than other communities in this analysis, as well as the county and state. This means that Woodburn is providing relatively affordable housing. Woodburn residents can expect to pay less for a house than in most other places around the state. In addition to planning for economic stimuli as indicated in the Economic Opportunities Analysis, Woodburn should continue to encourage low cost housing options.

Table 32: Housing Costs, 1990

Housing Costs 1990	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Median Rent (dollars)	$ 402	$ 494	$ 387	$ 397	$ 401	$ 408
Median Home Value (dollars)	$ 51,900	$ 121,400	$ 60,300	$ 59,200	$ 59,900	$ 67,100

Source: 1990 US Census

Table 33: Housing Costs, 2000

Housing Costs 2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Median Rent (dollars)	$ 599	$ 746	$ 560	$ 622	$ 574	$ 620
Median Home Value (dollars)	$ 114,800	$ 227,900	$131,100	$154,900	$ 132,600	$152,100

Source: 2000 US Census

Table 34: Housing Costs Trends, 1990-2000

Housing Costs Trends 1990-2000	Woodburn	Wilsonville	Salem	Portland	Marion County	Oregon
Median Rent (dollars)	$ 197	$ 252	$ 173	$ 225	$ 173	$ 212
Median Home Value (dollars)	$ 62,900	$ 106,500	$ 70,800	$ 95,700	$ 72,700	$ 85,000

Source: 1990 & 2000 US Census

Housing Need Model

The ODCED has developed a Residential Land Needs model that bases housing needs on projected income by age cohort, related to assumptions of types and cost for various housing types over the next 20 years. As described in the brief summary below, it is a complex and sophisticated model:

> *The Housing/Land Needs Models utilize Excel spreadsheets containing components such as templates for inputting specific data that is relevant to a community's housing and/or land needs and graphs for displaying model results. There are two models - one for housing need only and one for housing and the land needed to support that housing - with three versions of each model using parameters appropriate to urban, college or resort (U), medium size rural (M), or small rural (S) communities.*
>
> *The models and their associated templates are designed to use inputted data to calculate, analyze, and display the housing and/or land needs for each community. These files have up to 21 worksheets containing 19 templates and 11 graphs that perform different functions in the needs analysis.*

The model requires a large number of user assumptions to complete many of the 21 worksheets. These assumptions range from those that are fairly standard in a needs analysis (e.g. projected population, vacancy rates, household size) to some that may be unique to the model (e.g. the user must determine what percent of each of five rental housing types will be in each of six rent ranges for the next 20 years). One of the most difficult aspects of the model is that it uses different rental and price ranges than the Census, so the user either has to make assumptions regarding splits in price and rental ranges, or must perform a complete rental survey (including single family house rentals) combined with a full analysis of tax assessor price data. Since we did not have a budget to do a complete rental survey as part of this process, the inputs we used could not be backed by on-ground data. A full copy of the Residential Land Needs Model is provided as Attachment A to this document.

Winterbrook ran the model using the tentative coordinated population projection of 34,919, a 20-year timeframe, household size of 2.9, and approximately 100 other assumptions related to housing type, rental status, and price/rent levels (See Attachment A). Projected income by age cohort inputs for the Model were provided by ECONorthwest. The Model produced the result shown on Table 35. Approximately 385 net acres are needed for Low Density Single Family (LDSF), 116 for Medium Density Single Family (MDSF), 94 for High Density Single Family (HDSF), 15 for Manufactured Dwelling Park (MDP), 27 for Low Density Multi-Family (LDMF), 57 for Medium Density Multi-Family (MDMF), 14 for High Density Multi-Family (HDMF), and 6 for Mixed-Use (MU). The total acreage needed to serve the 2020 dwelling unit growth of approximately 5,000 units was indicated to be about 714 net acres. When compared with existing housing supply, the total *additional* acreage needed for 2020 was indicated to be about 339 acres, as shown on Table 36.[9]

[9] Note that this does not include land for public uses such as parks and schools, as it is purely dwelling units.

Table 35: 2020 Needed Net Acres for Housing

	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
Acres Needed	385.1	115.8	94.0	15.4	27.4	56.7	14.0	5.5	713.7

Source: The Housing/Land Needs Model; Winterbrook Planning

Table 36: 2020 Additional Net Acres Needed for Housing

	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
New Acres Needed	102.1	114.8	94.0	15.4	27.4	(34.3)	14.0	5.5	338.7

Source: The Housing/Land Needs Model; Winterbrook Planning

Winterbrook used the Housing Needs Model results as a base and a guide for this Housing Needs Analysis. Discussions with Woodburn staff, review of the Woodburn Economic Opportunities Analysis, and demographic factors analyzed above were also factors in the Housing Needs Conclusions we reached below.

Housing Need Conclusions

Woodburn has two major cohorts: a rapidly growing young population that will continue to grow and mature over the next 20 years, and an elder population that should remain fairly stable. Currently, Woodburn is doing fairly well, but can improve in providing opportunities for affordable housing. Part of the affordable housing "problem" is that the new, young population lacks the financial resources of established families.

A major part of Woodburn's economic opportunities analysis is to take advantage of its growing workforce by offering the opportunity for jobs to locate in the area. If Woodburn is successful in attracting these jobs, the buying power of residents will improve in relation to housing needs. So, while Woodburn can benefit from a wider range of housing types, and should allow the opportunity for multi-family and small lot single-family residences to develop, it is important to continue to supply traditional single-family housing as well.

Currently, Woodburn has two residential plan designations: Low Density Residential and High Density Residential. These designations are implemented by three zones: Residential Single Family, Retirement Community Single Family Residential, and Medium Density Residential.

In order to better represent and implement the housing types indicated as needed by the Land Needs Model and by our demographic analysis, we created two new plan designation overlays: a Nodal overlay and Vertical Mixed Use overlay. The nodal overlay would be applied to Single Family Residential, producing Nodal Low Density Residential (Nodal LDR) or Medium Density Residential, producing Nodal Medium Density Residential (Nodal MDR). The Vertical Mixed Use (VMU) overlay would be applied to downtown commercial areas. The two original plan designations, plus the overlays produce five distinct plan areas:

- Low Density Residential: This plan designation allows stick-built single-family homes, manufactured dwellings (not parks), and some duplexes. Approximately 30% of new dwelling units would fall into this designation.
- Nodal Low Density Residential: This overlay would allow smaller lot single family homes, zero lot line single family dwellings, and manufactured homes in Low Density Residential areas. Approximately 30% of new dwelling units would fall into this designation.
- Medium Density Residential: This plan designation allows duplexes, manufactured dwelling parks, and medium density multi-family dwellings. Approximately 20% of new dwelling units would fall into this designation.
- Nodal Medium Density Residential: This overlay would allow slightly higher densities than MDR, and would allow condominiums, townhouses, and rowhouses. Approximately 20% of new dwelling units would fall into this designation.
- Vertical Mixed Use: This overlay would allow housing above retail and would be generally confined to the downtown area. Approximately 1% of new dwelling units would fall into this designation.[10]

As shown in Table 37 below, our proposed implementation of the new Nodal overlays results in a residential land need of 555 net acres through 2020 – about 100 net acres less than would be needed if actual development trends were extended without measures (as shown in Table 8), and about 160 net acres less than the Housing Needs Model indicated (as shown in Table 35).

Table 37: Residential Land Needs

	LDR	Nodal LDR	MDR	Nodal MDR	VMU	Total
Net Density	5.5	8	14	18	16	
Percent	30.0%	30.0%	19.5%	19.5%	1%	100%
DU	1426	1426	927	927	48	4753
Net Acre Need	**259**	**178**	**66**	**51**	**0**	**555**

Source: Winterbrook

Measures

Table 38 provides more detail on the proposed distribution of housing by type and comprehensive plan designation, with projected net density. In order to achieve the densities projected for each housing type, amendments to the Woodburn Comprehensive Plan and Development Code are required. Thus, Woodburn will need to adopt "measures" to increase density and provide for more affordable housing, as proscribed by ORS 197.296. These measures are addressed in detail in Technical Report 4, Plan and Code Amendments, and briefly outlined as follows:

[10] Over 100% due to rounding.

- **Plan for higher density** – Woodburn planned for new development through 2020 to come in at an overall density of 8.3-8.5 dwelling units per net buildable acre. This is significantly higher than the actual density of about 7.3 dwelling units per net buildable acre developed between 1988 and 2002.
- **Multi-Family Mix** – Woodburn planned for a ratio of 65% single-family, manufactured home, or attached single family (with nearly 50% of the single-family as "small lot" single-family) and 35% duplex or multifamily for new development in Woodburn through 2020.
- **Modify Plan and Zones** – Woodburn created two new overlay designations, Nodal and Vertical Mixed Use, in order to better fit housing type needs and allow for higher density in mixed-use node areas. We also modified the small lot single-family zone to apply to more than just the "Retirement Community" and created a new high density residential zone.
- **Mixed-Use Node** – Woodburn has designated a nodal development area, in the southwest portion of Woodburn near Parr Road. This area will have a mix of multi-family, small lot single-family, and rowhouses, as well as a small neighborhood commercial center and a location fairly near new industrial jobs.
- **Minimum Density Standards** – Woodburn has incorporated minimum density standards for new subdivisions and planned developments in each of its residential zones. This standard is designed to achieve approximately 80% of maximum permitted densities.

Table 38: Housing Need by Type and Density Table and Explanation

Housing Type	Number of New Units	Percentage of New Units	Projected Net Density	Woodburn Plan District
LDR and MH (Standard Lot)	1378	29%	5.5	SFR *
NodalSF (Small Lot)	1426	30%	8	SFR Nodal *
Duplex	48	1%	8	SFR
Duplex	48	1%	8	RM *
MH in MHP	190	4%	8	RM
Attached Single Family	95	2%	12	RM / Nodal *
Multi-Family	808	17%	14	RM
Multi-Family	618	13%	18	RM / Nodal *
Multi-Family	24	0.50%	16	VMU *
Multi-Family	24	0.50%	16	CN / Nodal *
Totals / Percentages / Cumulative Density	4753	100%	8.4	

* Indicates measures needed.

DETERMINE PUBLIC AND SEMI-PUBLIC RESIDENTIAL LAND NEEDS

Public and semi-public facilities such as schools, hospitals, churches, government buildings, and parks will expand as population increases. Such lands are necessary to address Goal 14, Factor 2 "livability" requirements.[11] Such uses typically locate on land designated for residential use. We have analyzed such need in conformance with ORS 197.296(4)(a).

Public and semi-public land needs are shown on Table 39 below. Park standards described in the 1999 Woodburn Parks and Recreation Comprehensive Plan Update were used to determine the need for buildable and unbuildable (natural area parks) land to accommodate parks and schools.

Summary of Public and Semi-Public Buildable Land Needs Projection Methods

To create a land needs projection table for public and semi-public lands, we separated land types by categories of: schools, parks, institutional, religious, natural areas, and government. We approached each type slightly differently:

- Schools – We used the ratio of developed school land to population in the 1999 Woodburn Parks and Recreation Comprehensive Plan Update, about 5 acres per 1,000 residents, and extended that ratio to the year 2020 Woodburn population to determine land needed for schools. Woodburn currently has about 115 acres of land for schools, and needs approximately 237 acres by 2020. This leaves an unmet need of 122 acres for schools.
- Parks – We used the 1999 Woodburn Parks and Recreation Comprehensive Plan Update to project park needs through 2020. The 1999 Update recommended a ratio of 7 acres per 1000 population to project need for neighborhood and community parks. We took a 2020 population of 34,919, applied the ratio, and then subtracted existing park lands to determine needed park acreage. The Parks Plan indicates that some of Woodburn's park needs will be met on school lands. We assumed 50% of all needed 2020 school lands would also serve to meet park needs, and added that to the parks supply. Woodburn currently has about 87 acres of parks and recreational land in use (plus about an additional 120 acres of 2020 school lands), and needs about 262 acres total to meet the recommended ratio. This leaves an unmet need for about 57 acres of park lands.
- Institutional – Woodburn currently has 500 residents who live in "institutions", according to the 2000 US Census. We applied the existing ratio to a projected 2020 population of 34,919, to determine an institutional population growth of approximately 337 during the next 20 years. We applied a ratio of 30 residents per net acre (the maximum allowed under current zoning), which translated to an 11-acre need in this category.
- Religious – We applied a ratio of 3 acres per 1,000 population growth for religious uses. The 20-year population growth forecast of 14,059 translated to a need for approximately 28 acres for religious use.

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[11] Goal 14, Factors 1 and 2 read as follows:

1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC Goals;
2) Need for housing, employment opportunities, and livability.

- Natural Areas - We put protected greenways and wildlife corridors into this category. The 1999 Woodburn Parks and Recreation Comprehensive Plan Update did not project a need for natural areas. Since these uses most often occur on constrained (unbuildable) land, we did not identify a separate buildable land need for natural areas.
- Government – We assumed that public and government employment growth would be accommodated through intensification of existing government employment areas. Projected government employment growth through 2020 is 252 employees. Using similar employee/acre ratio as commercial employment would yield a land need of slightly under 13 acres.

Supply of public land was determined in Technical Report 1, Buildable Lands Inventory. Since public/semi-public uses typically locate on residential land, Woodburn needs approximately 218 additional net buildable acres of residential land to meet its 2020 Public and Semi-Public Land Needs.

Table 39: Year 2020, Public and Semi-Public Land Needs

Type	Supply	Need	Difference
Schools Net Acres	115	237	-122
Parks Acres	205	262	-57
Institutional Net Acres	0	11	-11
Religious Net Acres	0	28	-28
Natural Areas Acres*	129	92	37
Government Net Acres*	5	13	-8
Total Net Buildable Residential Deficit			**-218**

Source: Woodburn Parks and Recreation Comprehensive Plan Update; 2000 US Census; Winterbrook Planning

* These acreages are not counted toward total residential deficit.

Public and Institutional Land Needs Summary

Based on Woodburn's plans, and actual ratios compared to population growth, **Woodburn will need about 122 net buildable acres for schools, about 57 acres for parks, and around 40 acres for institutional and religious uses between 2000 and 2020.** Since parks, schools, institutional uses, churches, fire stations and similar public/semi-public uses typically require a location in a residential zoning district, such public and semi-public needs add to the demand for vacant buildable residential land within Woodburn's Year 2020 UGB.

ENSURE DESIGNATION OF SUFFICIENT BUILDABLE LAND FOR NEEDED HOUSING AND LIVABILITY (PUBLIC/SEMI-PUBLIC)

Table 40 shows a comparison of residential supply (dwelling unit capacity) versus dwelling unit demand through 2020. Public/Semi-Public lands are included in the residential need totals as described in the Public/Semi-Public section in this document. Dwelling unit capacity was determined in Technical Report 1, Buildable Lands Inventory. Woodburn requires a total of approximately 305 additional acres of Residential land to meet its 2020 housing and public/semi-public land needs for "housing and livability".

Table 40: 2020 Residential Land Needs with Measures

Plan	DU Supply	DU Demand	DU Surplus (deficit)	Acres Surplus (deficit)
LDR	2,065	1,426	639	116
Nodal LDR	0	1,426	(1426)	(178)
MDR	1,299	927	372	27
Nodal MDR	0	927	(927)	(51)
VMU	48	48	0	0
Public	NA	NA	NA	(218)
Totals	**3,412**	**4,753**	**(1,342)**	**(305)**

The Housing / Land Needs Model M ©

A Methodology and Model for Calculating and Analyzing Housing and Land Needs

Click on the buttons below to navigate to each section of the model. Click **Home** button to return to this worksheet. Use the Tab key to enter data and move directly to the next cell which will accept data.

Parameters	Worksheet for entering scenario parameters for each model run
Housing Needs	Templates for entering current and future population and housing information and calculating future new total housing units needed
Demographics	Template for entering demographic profile of study area and calculating indicated housing units for current population
Current Need	Templates for analyzing and calculating needed units by tenure and price point
Current Graphs	Graphs of units currently needed by tenure and price point
Supply/Gap	Templates for inputting current inventory of dwelling units and calculating unmet housing needs
Senior Needs	Template and graph displaying the senior rental units currently needed by price point
Future Demographics	Template for entering future demographic profile of study area and calculating indicated housing units
Future Needs	Templates for analyzing and calculating future needed units by tenure and price point
Planned Units	Templates for inputting planned supply of dwelling units and calculating total housing units needed by housing type
Future Graph	Graphs of future units needed by tenure and price point
Future Senior	Template and graph displaying the future senior rental units needed by price point
New Needs Graph	Graphs of new units needed in future by tenure and price point
New Type Needs	Templates displaying the new units needed by tenure, housing type, and price point
New Type Graph	Graphs of new dwelling units needed by tenure, price point, and housing type
Zoning/Inventory	Templates for entering local zoning information and the housing inventory by land use type
Allocation	Template for entering projected distribution of new housing units by land use type
Land Needs	Templates for displaying projected distribution of new housing units by land use type and resulting calculations of new land needed by land use type
Land Need Graph	Graph of additional land needed by land use type to accommodate the new housing units
Glossary	Glossary of terms used in housing needs analysis methodology

Click on the buttons below to print out the templates and graphs for the time period of interest.

Print Current	Print of all templates and graphs associated with current housing needs
Print Future	Print of all templates and graphs associated with future housing needs
Print Land Need	Print of all templates associated with determining the land needed for the future housing needs
Print All	Print of all templates and graphs associated with current and future housing needs and the land needed for such housing

The Housing Needs Model - Version M©

A Methodology and Model for Calculating and Analyzing Housing Needs

Model Parameters Input Sheet

Name identifying the area of interest for this needs analysis	Woodburn

Scenario Parameters

Date of time frame of data used to define Current Housing Status	April 2000
Date or year that represents the end of the planning period	2020
Vacancy factor for ownership units used for this scenario	5.0%
Vacancy factor for rental units used for this scenario	7.0%
Name assigned to this scenario that will be displayed on output	Historical 1

Click on the appropriate button below to select the mortgage assumptions to be used in this model run to set the Ownership price points for this scenario's time period

Mortgage rates are high	○ High
Mortgage rates are low	○ Low
Average historical mortgage rate	◉ Historic

Reminder - Please use the Tab key to enter data and move to the next cell which will accept data.

Housing Needs ©

For Woodburn

Scenario Historical 1

Template 1
Current Housing Status
as of April 2000

CA Current Population	CB Persons in Group Quarters	CC Occupied Dwelling Units* / Households	CD Persons per Household	CE Vacant Units	CF Current Total Dwelling Units**	CG Current Vacancy Rate
Actual or estimated	Actual or estimated	Actual or estimated	(CA-CB)/CC	Actual or estimated	CC+CE	CE/CF
20,100	565	6,274	3.114	550	6,824	8.06%

* Number of non-Group Quarter Occupied Dwelling Units = Number of Households
** Excludes Group Quarter Dwelling Units

x,xxx	Actual or estimated data for this planning area that is used as input to the Housing Needs Analysis model formulas
###	A number produced by the Housing Needs Analysis model templates reflecting the data, assumptions, and estimates used for this scenario's time frame

Template 2
Projected Future Housing Status
as of 2020

FA Future Population	FB Future Persons in Group Quarters	FC Future Persons per Household	FD Future Occupied Dwelling Units*	FE Current Total Dwelling Units	FF Dwelling Units Removed	FG New Dwelling Units Needed**
Estimated	Estimated	Estimated	(FA-FB)/FC	CF	Estimated	FD-FE+FF
34,919	887	2.9	11,735	6,824	80	4,991

* Number of non-Group Quarter Occupied Dwelling Units
** Excludes Group Quarter Dwelling Units

Template 3

Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost ©

For Woodburn as of April 2000

Scenario Historical 1

Cohort		Tenure		HHs in Cohort as % of all HHs	Al Cohort HHs	Units Indicated by Housing Type		Rent Range (Note 1)	Price Range (Note 1)	Units Indicated Adjustment for HHs Without Mortgages		
Age	Income (Note 1)	Renter %	Homeowner %	6.274	Number	Rental	Owned			% of HHs (Note 2)	Owned Units Out	Remaining Units
<25	<10k	96.7%	3.3%	0.2560%	16	15.5	0.5	0 - 199	<28.3k	20%	0.1	0.4
	10k <20k	88.5%	11.5%	1.3760%	86	76.4	9.9	200 - 429	28.3k <56.7k	20%	2.0	7.9
	20k <30k	82.8%	17.2%	1.3120%	82	68.2	14.2	430 - 664	56.7k <85k	15%	2.1	12.0
	30k <40k	77.3%	22.7%	1.1040%	69	53.5	15.7	665 - 909	85k <113.3k	15%	2.4	13.4
	40k <50k	67.6%	32.4%	0.9440%	59	40.0	19.2	910 - 1149	113.3k <141.7k	8%	1.5	17.7
	50k <75k	63.0%	37.0%	0.4000%	25	15.8	9.3	1150 - 1764	141.7k <212.5k	5%	0.5	8.8
	75k+	51.1%	48.9%	0.3840%	24	12.3	11.8	1765+	212.5k+	5%	0.6	11.2
25 <35	<10k	81.2%	18.8%	1.2160%	76	61.9	14.3	0 - 199	<28.3k	20%	2.9	11.5
	10k <20k	68.2%	31.8%	1.6960%	106	72.6	33.6	200 - 429	28.3k <56.7k	20%	6.6	27.1
	20k <30k	65.2%	34.8%	2.4000%	151	98.2	52.4	430 - 664	56.7k <85k	15%	7.9	44.5
	30k <40k	57.5%	42.5%	3.0080%	188	108.5	80.2	665 - 909	85k <113.3k	15%	12.0	68.2
	40k <50k	48.0%	52.0%	2.7680%	174	83.4	90.3	910 - 1149	113.3k <141.7k	8%	7.2	83.1
	50k <75k	31.5%	68.5%	4.0000%	251	79.1	171.9	1150 - 1764	141.7k <212.5k	5%	8.6	163.3
	75k+	16.0%	84.0%	1.3440%	84	13.5	70.5	1765+	212.5k+	5%	3.5	67.0
35 <45	<10k	78.8%	21.2%	0.2400%	15	11.8	3.2	0 - 199	<28.3k	20%	0.6	2.6
	10k <20k	66.0%	34.0%	2.0480%	128	84.5	43.5	200 - 429	28.3k <56.7k	20%	8.7	34.8
	20k <30k	56.1%	43.9%	3.0080%	188	105.9	82.6	430 - 664	56.7k <85k	15%	12.4	70.2
	30k <40k	45.0%	55.0%	2.9120%	183	82.2	100.5	665 - 909	85k <113.3k	15%	15.1	85.4
	40k <50k	34.0%	66.0%	2.6560%	167	56.7	110.0	910 - 1149	113.3k <141.7k	8%	8.8	101.2
	50k <75k	20.0%	80.0%	3.4240%	215	43.0	171.9	1150 - 1764	141.7k <212.5k	5%	8.6	163.3
	75k+	13.9%	86.1%	2.0000%	125	17.4	108.0	1765+	212.5k+	5%	5.4	102.6
45 <55	<10k	72.3%	27.7%	0.6880%	43	31.2	12.0	0 - 199	<28.3k	30%	3.6	8.4
	10k <20k	60.0%	40.0%	1.2000%	75	45.2	30.1	200 - 429	28.3k <56.7k	30%	9.0	21.1
	20k <30k	49.1%	50.9%	0.9600%	60	29.8	30.7	430 - 664	56.7k <85k	20%	6.1	24.5
	30k <40k	41.0%	59.0%	2.9920%	186	77.0	110.5	665 - 909	85k <113.3k	15%	16.6	94.1
	40k <50k	27.5%	72.5%	1.2960%	81	22.4	59.0	910 - 1149	113.3k <141.7k	15%	8.5	50.5
	50k <75k	13.9%	86.1%	3.6960%	232	32.2	199.7	1150 - 1764	141.7k <212.5k	15%	29.9	169.8
	75k+	6.7%	93.3%	2.3360%	147	9.8	136.7	1765+	212.5k+	10%	13.7	123.1
55 <65	<10k	53.6%	46.4%	0.8320%	52	28.0	24.2	0 - 199	<28.3k	70%	17.0	7.3
	10k <20k	47.0%	53.0%	1.3440%	84	39.6	44.7	200 - 429	28.3k <56.7k	50%	22.3	22.3
	20k <30k	40.0%	60.0%	2.7520%	173	69.1	103.9	430 - 664	56.7k <85k	35%	36.3	67.3
	30k <40k	30.1%	69.9%	2.0000%	125	37.5	87.7	665 - 909	85k <113.3k	35%	30.7	57.0
	40k <50k	11.0%	89.0%	1.1520%	72	8.0	64.3	910 - 1149	113.3k <141.7k	30%	19.3	45.0
	50k <75k	8.0%	92.0%	2.0320%	127	10.2	117.3	1150 - 1764	141.7k <212.5k	30%	35.2	82.1
	75k+	5.0%	95.0%	2.3040%	145	7.2	137.3	1765+	212.5k+	15%	20.6	116.7
65 <75	<10k	49.4%	50.6%	1.7120%	107	53.1	54.3	0 - 199	<28.3k	80%	43.5	10.9
	10k <20k	32.8%	67.2%	2.8160%	177	57.9	118.7	200 - 429	28.3k <56.7k	60%	71.2	47.5
	20k <30k	12.0%	88.0%	2.3520%	148	17.7	129.9	430 - 664	56.7k <85k	75%	97.4	32.5
	30k <40k	10.0%	90.0%	1.6320%	102	10.2	92.2	665 - 909	85k <113.3k	60%	55.3	36.9
	40k <50k	5.5%	94.5%	1.2160%	76	4.2	72.1	910 - 1149	113.3k <141.7k	55%	39.7	32.4
	50k <75k	5.0%	95.0%	2.6560%	167	8.3	158.3	1150 - 1764	141.7k <212.5k	45%	71.2	87.1
	75k+	4.0%	96.0%	0.6560%	41	1.6	39.5	1765+	212.5k+	45%	17.8	21.7
75 +	<10k	56.9%	43.1%	3.6640%	230	130.5	99.1	0 - 199	<28.3k	80%	79.3	19.8
	10k <20k	39.8%	60.2%	5.6000%	351	139.8	211.5	200 - 429	28.3k <56.7k	80%	169.2	42.3
	20k <30k	22.0%	78.0%	4.6240%	290	63.8	226.3	430 - 664	56.7k <85k	85%	192.3	33.9
	30k <40k	11.1%	88.9%	3.9040%	245	27.2	217.7	665 - 909	85k <113.3k	90%	196.0	21.8
	40k <50k	9.7%	90.3%	1.8720%	117	11.4	106.1	910 - 1149	113.3k <141.7k	80%	84.8	21.2
	50k <75k	8.1%	91.9%	2.2240%	140	11.3	128.2	1150 - 1764	141.7k <212.5k	80%	102.6	25.6
	75k+	7.2%	92.8%	0.9920%	62	4.5	57.8	1765+	212.5k+	70%	40.4	17.3
		Totals		100.0%	6,274	2,190	4,084					

Note 1-Income, Rent, and Price are stated in 1999 dollars. Rent and Price Ranges for each Income cohort represent the upper limits for affordable housing for that cohort, i.e., housing that is non-cost burdened where no more than 30% of the household income is spent on housing.

Note 2 - % of HHs is the percent of owner households in this cohort who live in a housing unit at a higher price point and can afford that unit due to no or low mortgage payments.

	Label or data descriptor for data element
	The percentage of Households in this Age / Income cohort that will own or rent - Census 2000 Summary File 3 - Sample Data
	The percentage of Households that are in this Age / Income cohort - Census 2000 Summary File 3 - Sample Data
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Volume 3

Page 510

Current Housing Units Needed by Tenure and Cost ©

For Woodburn as of April 2000

Scenario Historical 1

Template 4
Housing Units Indicated by Tenure & Cost**

Rental				Ownership				
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %	
0 - 199	357	15.2%	15.2%	<28.3k	64	1.5%	1.5%	
200 - 429	555	23.6%	38.8%	28.3k <56.7k	214	5.0%	6.5%	
430 - 664	488	20.7%	59.4%	56.7k <85k	759	17.7%	24.1%	
665 - 909	426	18.1%	77.5%	85k <113.3k	770	17.9%	42.0%	
910 - 1149	243	10.3%	87.8%	113.3k <141.7k	714	16.6%	58.7%	
1150 - 1764	215	9.1%	97.0%	141.7k <212.5k	916	21.3%	80.0%	
1765+	71	3.0%	100.0%	212.5k+	862	20.0%	100.0%	All Units
Totals	2,355	% of All	35.4%	Totals	4,299	% of All	64.6%	6,654

* Housing Units Indicated is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and are the upper limits for affordable housing (housing that is non-cost burdened)

Template 5
Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 199	0%	1000	-615	-26.1%	-26.1%	<56.7k	0%	316	7.3%	7.3%
200 - 429	5%	500	52	2.2%	-23.9%	56.7k <85k	5%	760	17.7%	25.0%
430 - 664	5%	300	1,705	72.4%	48.5%	85k <113.3k	5%	781	18.2%	43.2%
665 - 909	10%	0	744	31.6%	80.1%	113.3k <141.7k	7%	738	17.2%	60.4%
910 - 1149	25%	0	325	13.8%	93.9%	141.7k <212.5k	8%	972	22.6%	83.0%
1150 +	50%	0	143	6.1%	100.0%	212.5k+	15%	732	17.0%	100.0%
	Totals	1,800	2,355	% of All	35.4%			4,299	% of All	64.6%

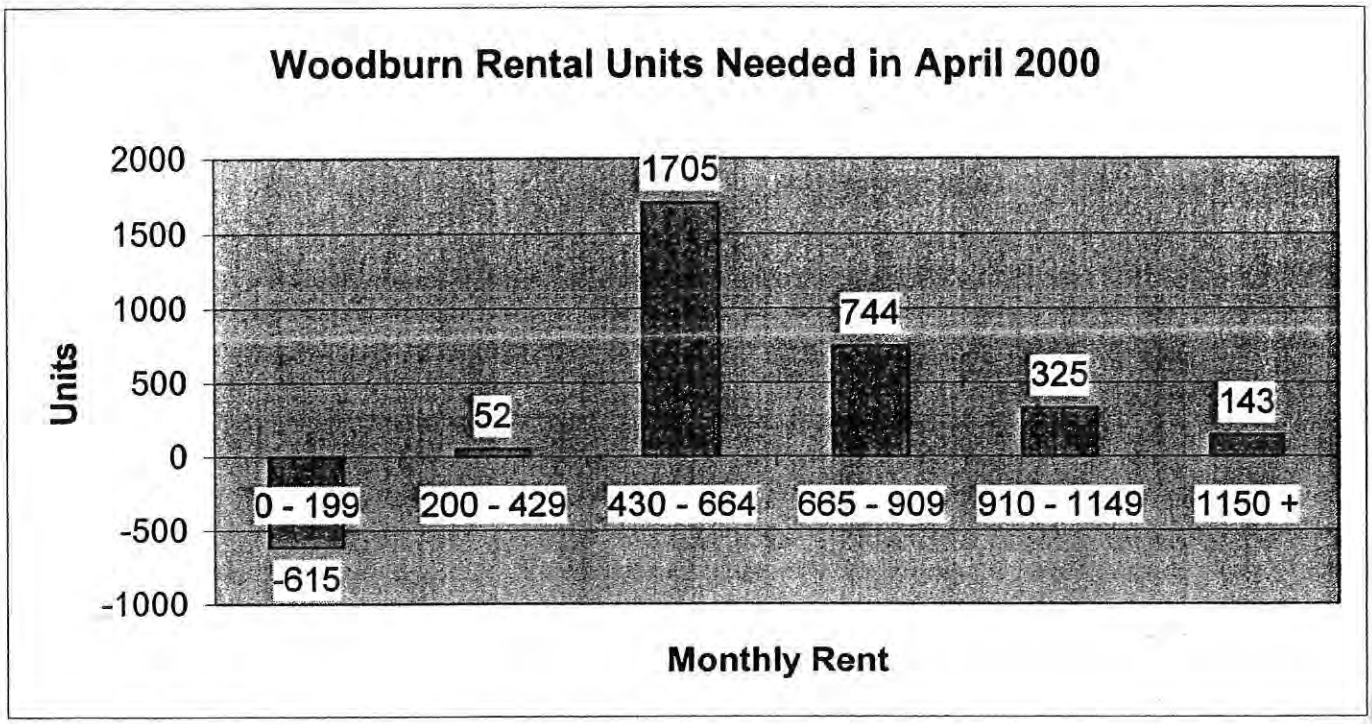
* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

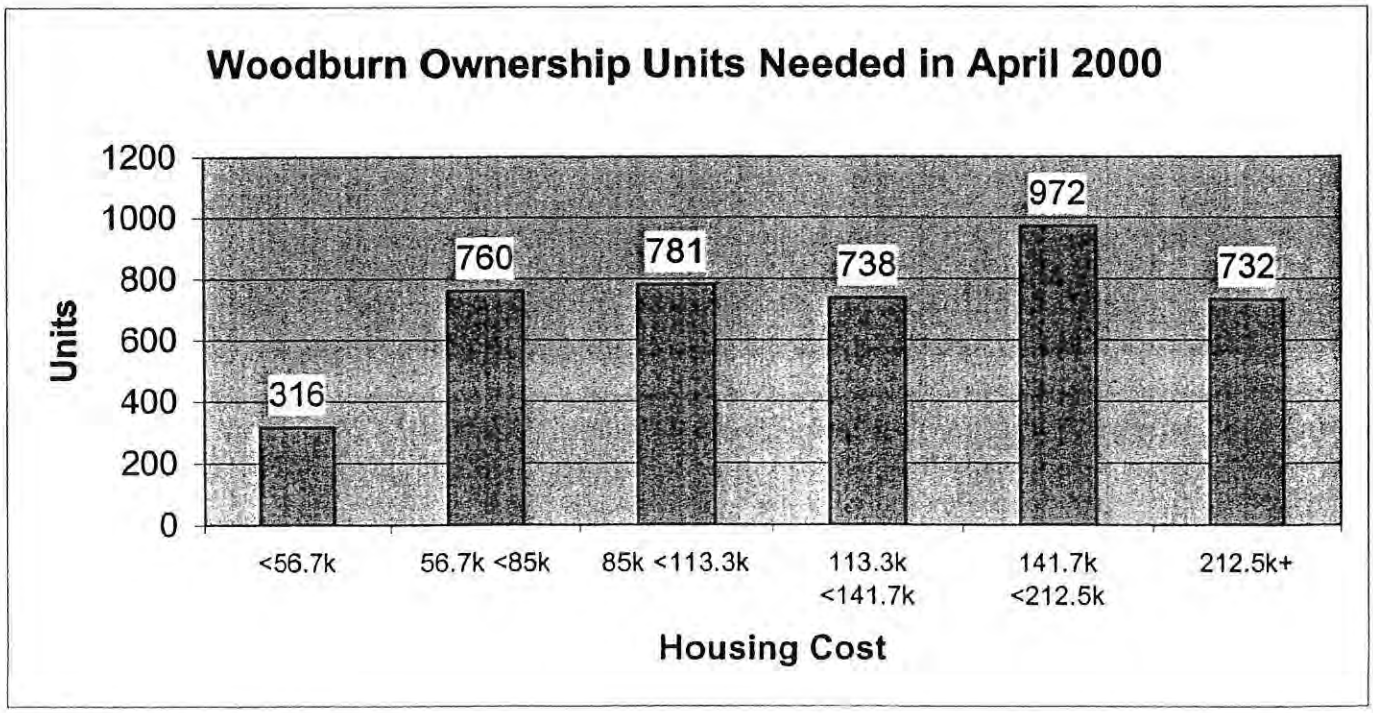
** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Graphs 1 & 2
Current Total Housing Needs ©
Scenario Historical 1





Template 6
Current Inventory of Dwelling Units ©
For Woodburn as of April 2000
Scenario Historical 1

Rental

Rent	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
0 - 199	60	0	0	0	87	147	7.3%	7.3%
	40.8%	0.0%	0.0%	0.0%	59.2%	100.0%		
200 - 429	0	0	0	21	274	295	14.6%	21.9%
	0.0%	0.0%	0.0%	7.1%	92.9%	100.0%		
430 - 664	0	24	14	199	383	620	30.8%	52.7%
	0.0%	3.9%	2.3%	32.1%	61.8%	100.0%		
665 - 909	110	43	100	135	266	654	32.5%	85.2%
	16.8%	6.6%	15.3%	20.6%	40.7%	100.0%		
910 - 1149	109	0	12	0	12	133	6.6%	91.8%
	82.0%	0.0%	9.0%	0.0%	9.0%	100.0%		
1150 +	166	0	0	0	0	166	8.2%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	445	67	126	355	1,022	2,015	% of All	29.7%
Percentage	22.1%	3.3%	6.3%	17.6%	50.7%	100.0%		

Ownership

Price *	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
<56.7k	93	295	0	0	0	388	8.1%	8.1%
	24.0%	76.0%	0.0%	0.0%	0.0%	100.0%		
56.7k <85k	464	147	0	0	0	611	12.8%	20.9%
	75.9%	24.1%	0.0%	0.0%	0.0%	100.0%		
85k <113.3k	1,144	148	32	0	0	1,324	27.7%	48.6%
	86.4%	11.2%	2.4%	0.0%	0.0%	100.0%		
113.3k <141.7k	1,544	0	0	0	0	1,544	32.3%	80.9%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
141.7k <212.5k	668	0	0	0	0	668	14.0%	94.9%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
212.5k+	244	0	0	0	0	244	5.1%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	4,157	590	32	0	0	4,779	% of All	70.3%
Percentage	87.0%	12.3%	0.7%	0.0%	0.0%	100.0%		

	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units**	Total Dwelling Units**	Inventory Check
Totals	4,602	657	158	355	1,022	6,794	6,824	Wrong
Percentage	67.7%	9.7%	2.3%	5.2%	15.0%	100.0%		

Price * - Reminder - The allocation of ownership units into price points will change if a different mortgage scenario is selected

**Total Units should equal Total Dwelling Units which is from the Current Housing Status template on Unit Calculations worksheet

Template 7
Current Unmet Housing Needs ©
Housing Units Needed less Current Inventory

Rental				Ownership			
Rent	Current Unmet Need / (Surplus)	% of Need Met	Cumulative Units Needed	Price	Current Unmet Need / (Surplus)	% of Need Met	Cumulative Units Needed
0 - 199	(762)	-23.9%	(762)	<56.7k	(72)	122.9%	(72)
200 - 429	(243)	569.6%	(1,005)	56.7k <85k	149	80.4%	77
430 - 664	1,085	36.4%	80	85k <113.3k	(543)	169.5%	(466)
665 - 909	90	87.9%	170	113.3k <141.7k	(806)	209.3%	(1,272)
910 - 1149	192	40.9%	382	141.7k <212.5k	304	68.7%	(968)
1150 +	(23)	115.9%	340	212.5k+	488	33.3%	(480)

Current Unmet Need = Needed Units (Housing Units Needed by Tenure & Cost template) - Current Units

% of Need Met = Percentage that Current Units are of Needed Units - goal is 100 %

Cumulative Units Needed measures relative need both by cumulative price point and by tenure

	Label or data descriptor for data element
	The actual or estimated number of dwelling units of this housing type at this price point in the region
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Current Senior Rental Housing Units Needed by Cost* ©

For Woodburn as of April 2000

Scenario Historical 1

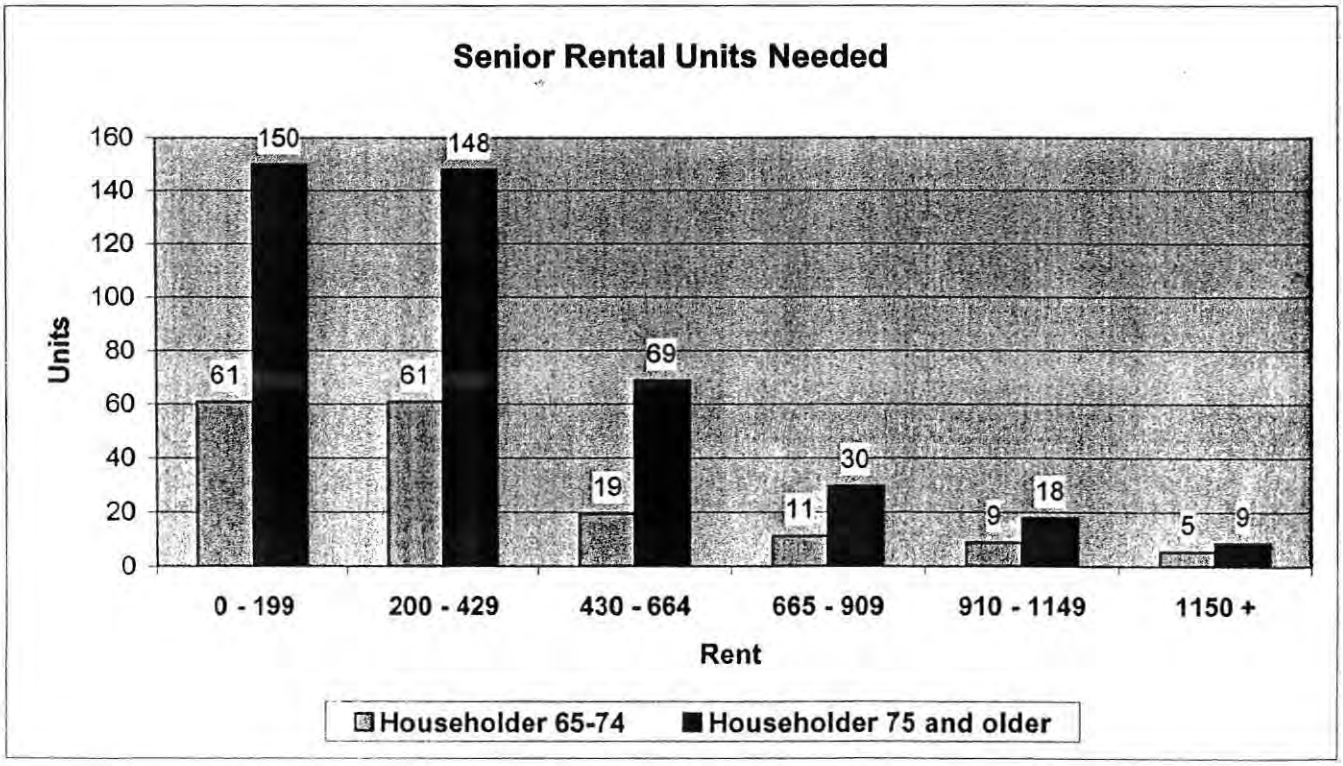
Template 8

		Householder Age 65 - 74			Householder Age 75 +			
Income**	Rent	# Units	% of Units	Cum %	# Units	% of Units	Cum %	
<10k	0 - 199	61	36.5%	36.5%	150	35.4%	35.4%	
10k <20k	200 - 429	61	36.5%	73.1%	148	35.0%	70.4%	
20k <30k	430 - 664	19	11.7%	84.7%	69	16.3%	86.7%	
30k <40k	665 - 909	11	6.7%	91.4%	30	7.0%	93.7%	
40k <50k	910 - 1149	9	5.3%	96.7%	18	4.2%	98.0%	
50k +	1150 +	5	3.3%	100.0%	9	2.0%	100.0%	
	Totals	167	% of All	28.3%	423	% of All	71.7%	589

* Senior Housing Units Needed is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost template and incorporates the inclusion of a vacancy factor and the Out Factor

** Income represents range of income needed to pay the rent and be affordable. # Units is not the same as number of households at that Income due to Out Factor and vacancy factors used to arrive at # Units.

Graph 3



Template 9

Future Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost ©

For Woodburn as of 2020

Scenario Historical 1

Cohort		Tenure		HHs in Cohort as % of all HHs	Al Cohort HHs	Units Indicated by Housing Type		Rent Range (Note 1)	Price Range (Note 1)	Units Indicated Adjustment for HHs Without Mortgages		
Age	Income (Note 1)	Renter %	Homeowner %	11,735	Number	Rental	Owned			% of HHs (Note 2)	Owned Units Out	Remaining Units
<25	<10k	96.7%	3.3%	0.26%	30	29.1	1.0	0 - 199	<28.3k	20%	0.2	0.8
	10k <20k	88.5%	11.5%	1.38%	161	142.9	18.6	200 - 429	28.3k <56.7k	20%	3.7	14.9
	20k <30k	82.8%	17.2%	1.31%	154	127.5	26.5	430 - 664	56.7k <85k	15%	4.0	22.5
	30k <40k	77.3%	22.7%	1.10%	130	100.1	29.4	665 - 909	85k <113.3k	15%	4.4	25.0
	40k <50k	67.6%	32.4%	0.94%	111	74.9	35.9	910 - 1149	113.3k <141.7k	8%	2.9	33.0
	50k <75k	63.0%	37.0%	0.40%	47	29.6	17.4	1150 - 1764	141.7k <212.5k	5%	0.9	16.5
	75k+	51.1%	48.9%	0.38%	45	23.0	22.0	1765+	212.5k+	5%	1.1	20.9
25 <35	<10k	81.2%	18.8%	1.22%	143	115.9	26.8	0 - 199	<28.3k	20%	5.4	21.4
	10k <20k	68.2%	31.8%	1.70%	199	135.7	63.3	200 - 429	28.3k <56.7k	20%	12.7	50.6
	20k <30k	65.2%	34.8%	2.40%	282	183.5	98.0	430 - 664	56.7k <85k	15%	14.7	83.3
	30k <40k	57.5%	42.5%	3.01%	353	203.0	150.0	665 - 909	85k <113.3k	15%	22.5	127.5
	40k <50k	48.0%	52.0%	2.77%	325	155.9	168.9	910 - 1149	113.3k <141.7k	8%	13.5	155.4
	50k <75k	31.5%	68.5%	4.00%	469	147.9	321.5	1150 - 1764	141.7k <212.5k	5%	16.1	305.5
	75k+	16.0%	84.0%	1.34%	158	25.2	132.5	1765+	212.5k+	5%	6.6	125.9
35 <45	<10k	78.8%	21.2%	0.24%	28	22.2	6.0	0 - 199	<28.3k	20%	1.2	4.8
	10k <20k	66.0%	34.0%	2.05%	240	158.6	81.7	200 - 429	28.3k <56.7k	20%	16.3	65.4
	20k <30k	56.1%	43.9%	3.01%	353	198.0	155.0	430 - 664	56.7k <85k	15%	23.2	131.7
	30k <40k	45.0%	55.0%	2.91%	342	153.5	188.0	665 - 909	85k <113.3k	15%	28.2	159.8
	40k <50k	34.0%	66.0%	2.66%	312	106.0	205.7	910 - 1149	113.3k <141.7k	8%	16.5	189.3
	50k <75k	20.0%	80.0%	3.42%	402	80.4	321.4	1150 - 1764	141.7k <212.5k	5%	16.1	305.4
	75k+	13.9%	86.1%	2.00%	235	32.6	202.1	1765+	212.5k+	5%	10.1	192.0
45 <55	<10k	72.3%	27.7%	0.69%	81	58.4	22.4	0 - 199	<28.3k	30%	6.7	15.7
	10k <20k	60.0%	40.0%	1.20%	141	84.5	56.3	200 - 429	28.3k <56.7k	30%	16.9	39.4
	20k <30k	49.1%	50.9%	0.96%	113	55.3	57.3	430 - 664	56.7k <85k	20%	11.5	45.9
	30k <40k	41.0%	59.0%	2.99%	351	144.0	207.2	665 - 909	85k <113.3k	15%	31.1	176.1
	40k <50k	27.5%	72.5%	1.30%	152	41.8	110.3	910 - 1149	113.3k <141.7k	15%	16.5	93.7
	50k <75k	13.9%	86.1%	3.70%	434	60.3	373.4	1150 - 1764	141.7k <212.5k	15%	56.0	317.4
	75k+	6.7%	93.3%	2.34%	274	18.4	255.8	1765+	212.5k+	10%	25.6	230.2
55 <65	<10k	53.6%	46.4%	0.83%	98	52.3	45.3	0 - 199	<28.3k	70%	31.7	13.6
	10k <20k	47.0%	53.0%	1.34%	158	74.1	83.8	200 - 429	28.3k <56.7k	50%	41.9	41.9
	20k <30k	40.0%	60.0%	2.75%	323	129.2	193.8	430 - 664	56.7k <85k	35%	67.8	129.0
	30k <40k	30.1%	69.9%	2.00%	235	70.6	164.1	665 - 909	85k <113.3k	35%	57.4	106.8
	40k <50k	11.0%	89.0%	1.15%	135	14.9	120.3	910 - 1149	113.3k <141.7k	30%	36.1	84.2
	50k <75k	8.0%	92.0%	2.03%	238	19.1	219.4	1150 - 1764	141.7k <212.5k	30%	65.8	153.5
	75k+	5.0%	95.0%	2.30%	270	13.5	256.9	1765+	212.5k+	15%	38.5	218.3
65 <75	<10k	49.4%	50.6%	1.71%	201	99.2	101.7	0 - 199	<28.3k	80%	81.3	20.3
	10k <20k	32.8%	67.2%	2.82%	330	108.4	222.1	200 - 429	28.3k <56.7k	60%	133.2	88.8
	20k <30k	12.0%	88.0%	2.35%	276	33.1	242.9	430 - 664	56.7k <85k	75%	182.2	60.7
	30k <40k	10.0%	90.0%	1.63%	192	19.2	172.4	665 - 909	85k <113.3k	60%	103.4	68.9
	40k <50k	5.5%	94.5%	1.22%	143	7.8	134.9	910 - 1149	113.3k <141.7k	55%	74.2	60.7
	50k <75k	5.0%	95.0%	2.66%	312	15.6	296.1	1150 - 1764	141.7k <212.5k	45%	133.2	162.9
	75k+	4.0%	96.0%	0.66%	77	3.1	73.9	1765+	212.5k+	45%	33.3	40.6
75 +	<10k	56.9%	43.1%	3.66%	430	244.7	185.3	0 - 199	<28.3k	80%	148.3	37.1
	10k <20k	39.8%	60.2%	5.60%	657	261.6	395.6	200 - 429	28.3k <56.7k	80%	316.5	79.1
	20k <30k	22.0%	78.0%	4.62%	543	119.4	423.3	430 - 664	56.7k <85k	85%	359.8	63.5
	30k <40k	11.1%	88.9%	3.90%	458	50.9	407.3	665 - 909	85k <113.3k	90%	366.6	40.7
	40k <50k	9.7%	90.3%	1.87%	220	21.3	198.4	910 - 1149	113.3k <141.7k	80%	158.7	39.7
	50k <75k	8.1%	91.9%	2.22%	261	21.1	239.9	1150 - 1764	141.7k <212.5k	80%	191.9	48.0
	75k+	7.2%	92.8%	0.99%	116	8.4	108.0	1765+	212.5k+	70%	75.6	32.4
		Totals		100.0%	11,735	4,096	7,639					

Note 1-Income, Rent, and Price are stated in 1999 dollars. Rent and Price Ranges for each Income cohort represent the upper limits for affordable housing for that cohort, i.e., housing that is non-cost burdened where no more than 30% of the household income is spent on housing.

Note 2 - % of HHs is the percent of owner households in this cohort who live in a housing unit at a higher price point and can afford that unit due to no or low mortgage payments.

	Label or data descriptor for data element
	The percentage of Households in this Age / Income cohort that will own or rent
	The percentage of Households that are in this Age / Income cohort as of the scenario's time frame
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Future Housing Units Needed by Tenure and Cost ©

For Woodburn as of 2020

Scenario Historical 1

Template 10

Future Housing Units Indicated by Tenure Choice and at an Affordable Cost** ©

Rental				Ownership				
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %	
0 - 199	669	15.2%	15.2%	<28.3k	409	5.1%	5.1%	
200 - 429	1,039	23.6%	38.8%	28.3k <56.7k	970	12.1%	17.1%	
430 - 664	910	20.7%	59.4%	56.7k <85k	1,260	15.7%	32.8%	
665 - 909	797	18.1%	77.5%	85k <113.3k	1,388	17.3%	50.1%	
910 - 1149	454	10.3%	87.8%	113.3k <141.7k	1,026	12.8%	62.8%	
1150 - 1764	402	9.1%	97.0%	141.7k <212.5k	1,883	23.4%	86.2%	
1765+	134	3.0%	100.0%	212.5k+	1,106	13.8%	100.0%	All Units
Totals	4,404	% of All	35.4%	Totals	8,041	% of All	64.6%	12,445

* Housing Units Indicated is based on the 'Calculation of Current Dwelling Units Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and represent affordable housing cost needs (housing that is non-cost burdened)

Template 11

Future Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 199	0%		720	16.4%	16.4%	<56.7k	0%	1,442	17.9%	17.9%
200 - 429	5%		1,032	23.4%	39.8%	56.7k <85k	5%	1,268	15.7%	33.7%
430 - 664	5%		944	21.4%	61.2%	85k <113.3k	5%	1,390	17.3%	51.0%
665 - 909	10%		831	18.9%	80.1%	113.3k <141.7k	7%	1,104	13.7%	64.7%
910 - 1149	25%		609	13.8%	93.9%	141.7k <212.5k	8%	1,899	23.6%	88.3%
1150 +	50%		268	6.1%	100.0%	212.5k+	15%	941	11.7%	100.0%
		Totals	4,404	% of All	35.4%		Totals	8,041	% of All	64.6%

* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Template 12
Future Housing Units Planned by Housing Type ©
Existing Units plus New Units Added
For Woodburn as of 2020
Scenario Historical 1

Rental

Rent	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
0 - 199	720	10.0%	10.0%	10.0%	10.0%	60.0%	100.0%
		72	72	72	72	432	720
200 - 429	1,032	20.0%	10.0%	10.0%	10.0%	50.0%	100.0%
		206	103	103	103	516	1,032
430 - 664	944	30.0%	10.0%	10.0%	15.0%	35.0%	100.0%
		283	94	94	142	330	944
665 - 909	831	55.0%	5.0%	5.0%	5.0%	30.0%	100.0%
		457	42	42	42	249	831
910 - 1149	609	85.0%	0.0%	5.0%	5.0%	5.0%	100.0%
		517	0	30	30	30	609
1150 +	268	95.0%	0.0%	1.0%	1.0%	3.0%	100.0%
		254	0	3	3	8	268
Totals	4,404	1,791	311	344	392	1,567	4,404
Percentage		40.7%	7.1%	7.8%	8.9%	35.6%	100.0%

Ownership

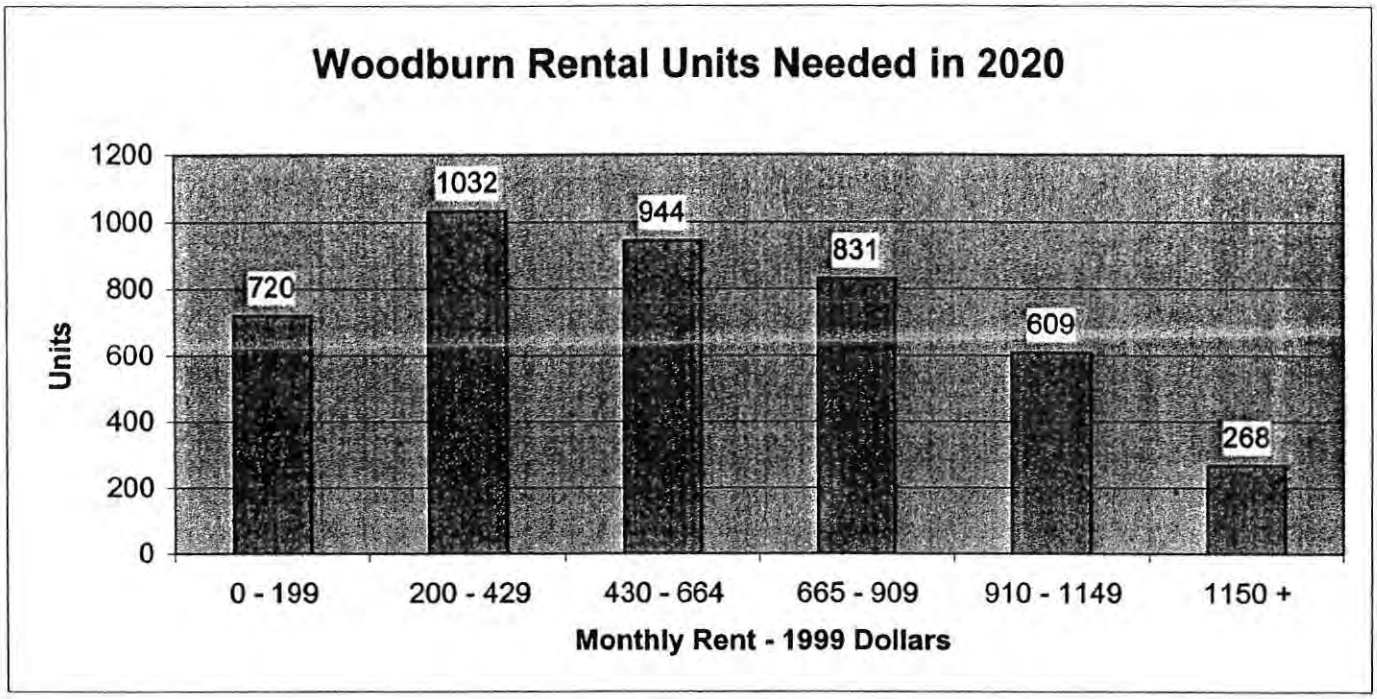
Price	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
<56.7k	1,442	60.0%	20.0%	20.0%	0.0%	0.0%	100.0%
		865	288	288	0	0	1,442
56.7k <85k	1,266	60.0%	10.0%	20.0%	0.0%	5.0%	95.0%
		760	127	253	0	63	1,203
85k <113.3k	1,390	80.0%	5.0%	5.0%	0.0%	5.0%	95.0%
		1,112	70	70	0	70	1,321
113.3k <141.7k	1,104	95.0%	0.0%	0.0%	0.0%	5.0%	100.0%
		1,049	0	0	0	55	1,104
141.7k <212.5k	1,899	95.0%	0.0%	0.0%	0.0%	5.0%	100.0%
		1,804	0	0	0	95	1,899
212.5k+	941	95.0%	0.0%	0.0%	0.0%	5.0%	100.0%
		893	0	0	0	47	941
Totals	8,041	6,483	484	611	0	330	7,908
Percentage		82.0%	6.1%	7.7%	0.0%	4.2%	100.0%

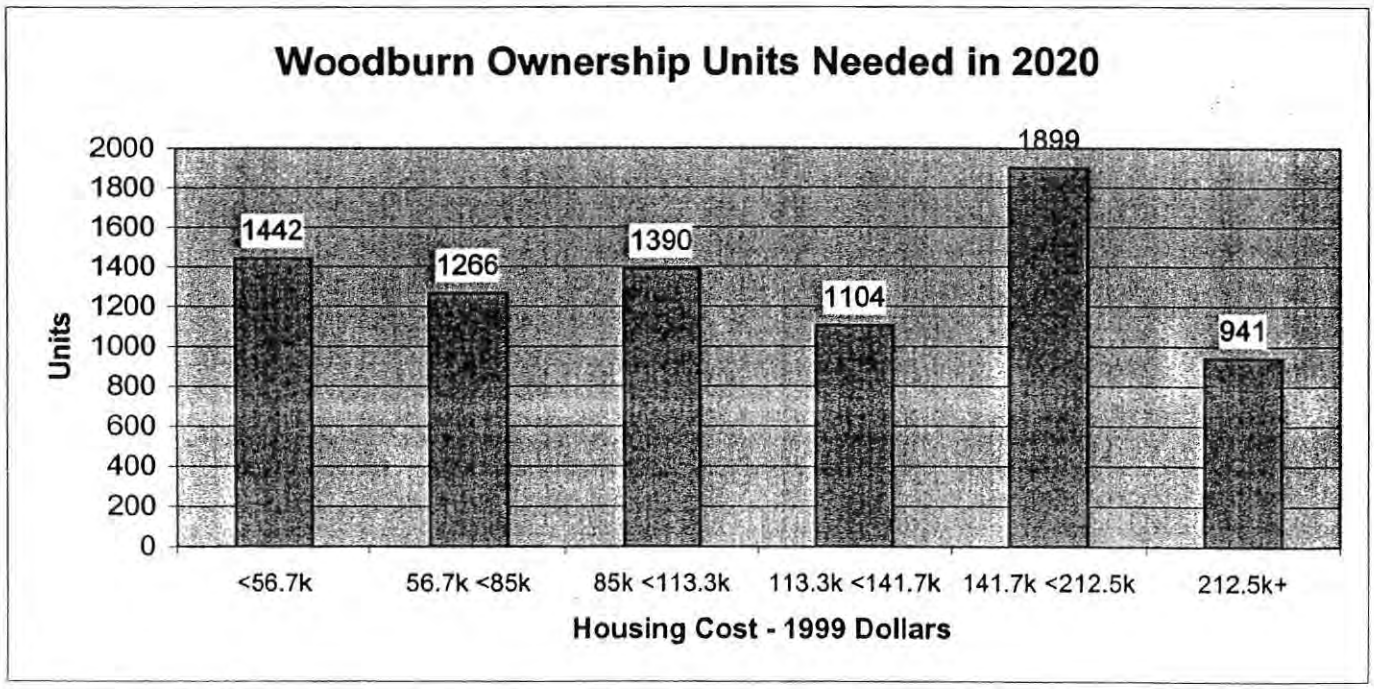
Total Rental and Ownership Units

	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
Totals	12,446	8,274	796	955	392	1,897	12,313
% of Total Units		67.2%	6.5%	7.8%	3.2%	15.4%	100.0%

	Label or data descriptor for data element
	The planned percentage of dwelling units needed of this housing type at this price point in the region
	A number produced by the model reflecting the data, assumptions, and estimates u

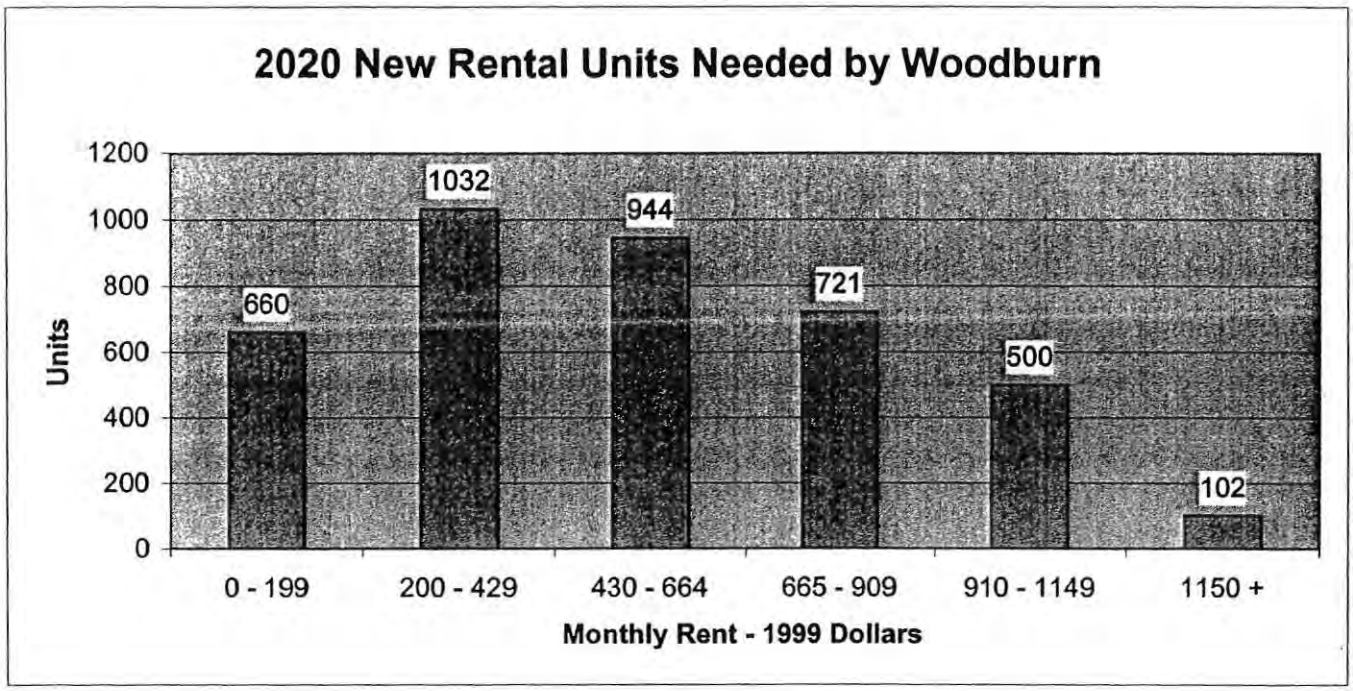
Graphs 4 & 5
Future Total Housing Needs ©
Scenario Historical 1

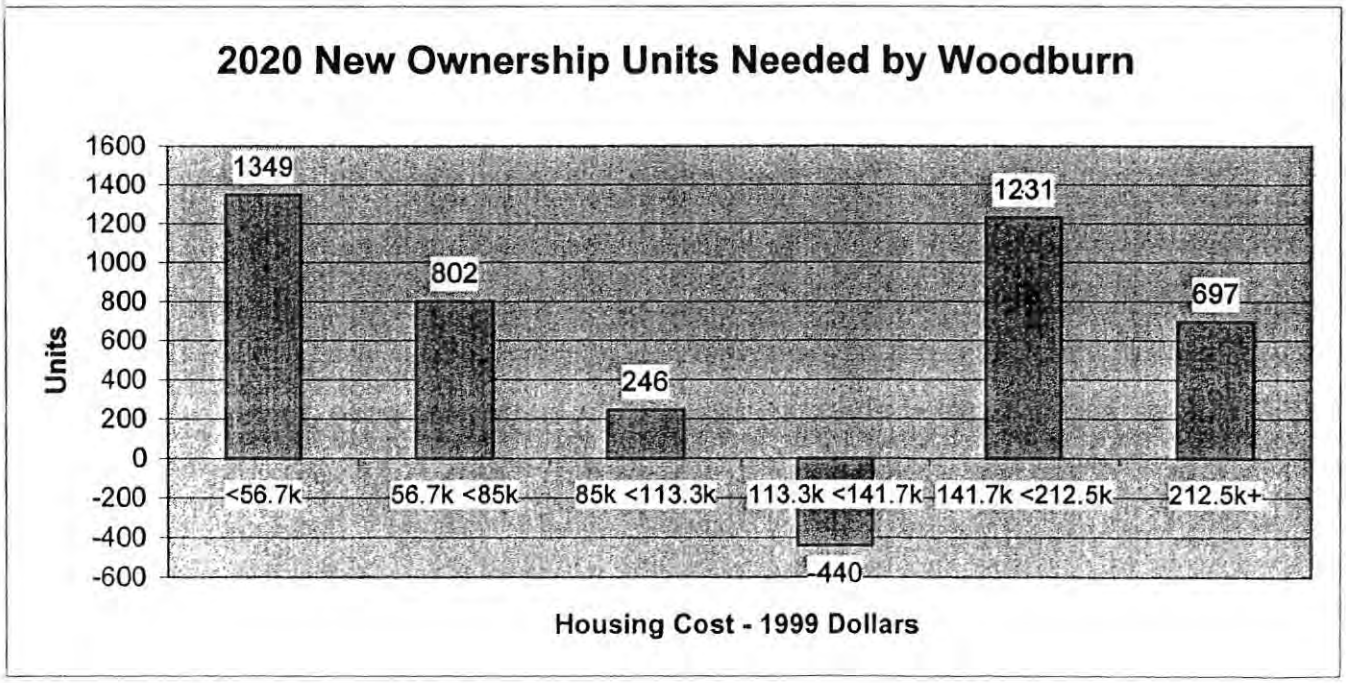




Graphs 6 & 7
New Housing Needs ©

Scenario Historical 1





Future Senior Rental Housing Units Needed by Cost* ©

For Woodburn as of 2020

Scenario Historical 1

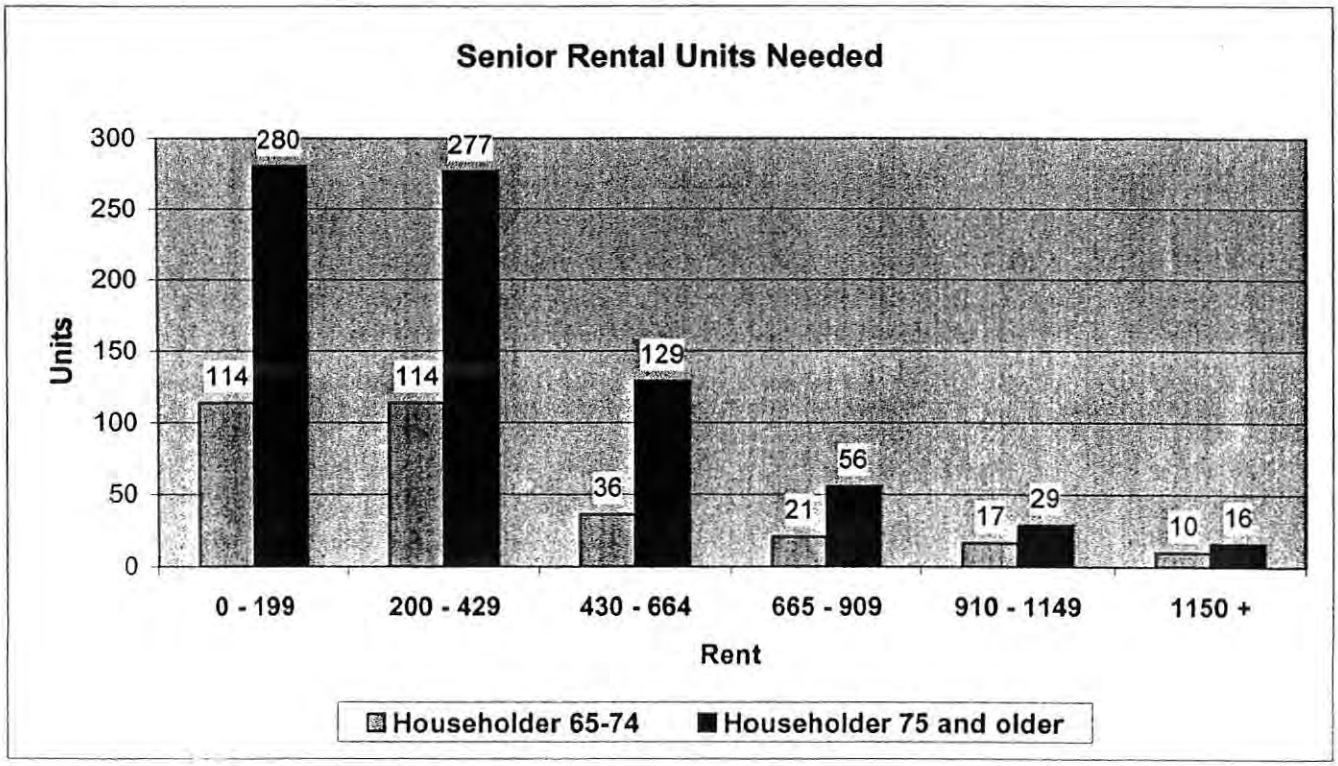
Template 13

		Householder Age 65 - 74			Householder Age 75 +			
Income**	Rent	# Units	% of Units	Cum %	# Units	% of Units	Cum %	
<10k	0 - 199	114	36.5%	36.5%	280	35.6%	35.6%	
10k <20k	200 - 429	114	36.5%	73.1%	277	35.2%	70.8%	
20k <30k	430 - 664	36	11.7%	84.7%	129	16.4%	87.2%	
30k <40k	665 - 909	21	6.7%	91.4%	56	7.1%	94.3%	
40k <50k	910 - 1149	17	5.3%	96.7%	29	3.7%	98.0%	
50k +	1150 +	10	3.3%	100.0%	16	2.0%	100.0%	
	Totals	312	% of All	28.4%	786	% of All	71.6%	1,098

* Senior Housing Units Needed is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost template and incorporates the inclusion of a vacancy factor and the Out Factor

** Income represents range of income needed to pay the rent and be affordable. # Units is not the same as number of households at that Income due to Out Factor and vacancy factors used to arrive at # Units.

Graph 8



Template 14
New Housing Units Needed by Housing Type ©
For Woodburn as of 2020
Scenario Historical 1

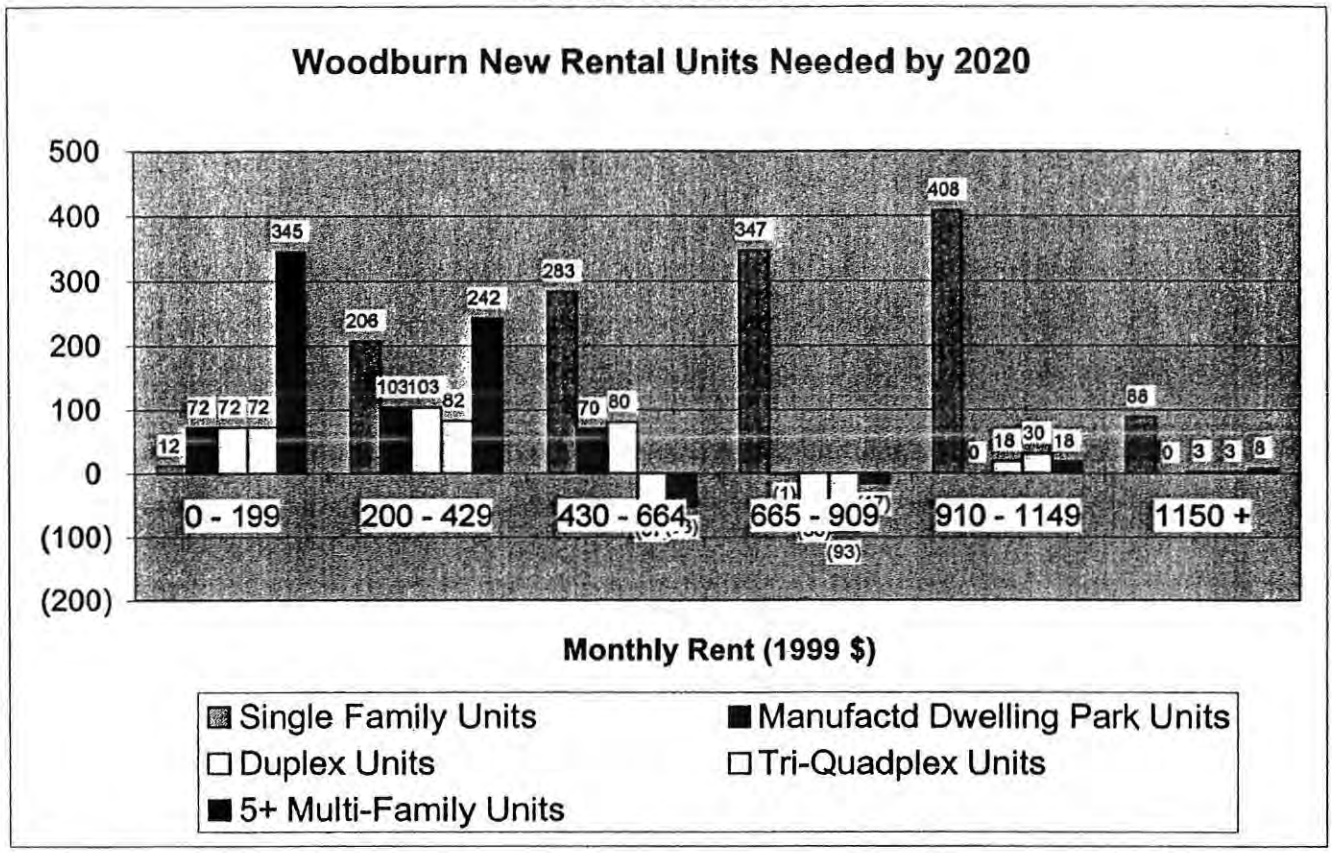
New Rental Units Needed							
Rent	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
0 - 199	573	12	72	72	72	345	573
200 - 429	737	206	103	103	82	242	737
430 - 664	324	283	70	80	(57)	(53)	324
665 - 909	177	347	(1)	(58)	(93)	(17)	177
910 - 1149	476	408	0	18	30	18	476
1150 +	102	88	0	3	3	8	102
Totals	2,389	1,346	244	218	37	545	2,389
Percentage		56.3%	10.2%	9.1%	1.5%	22.8%	100.0%

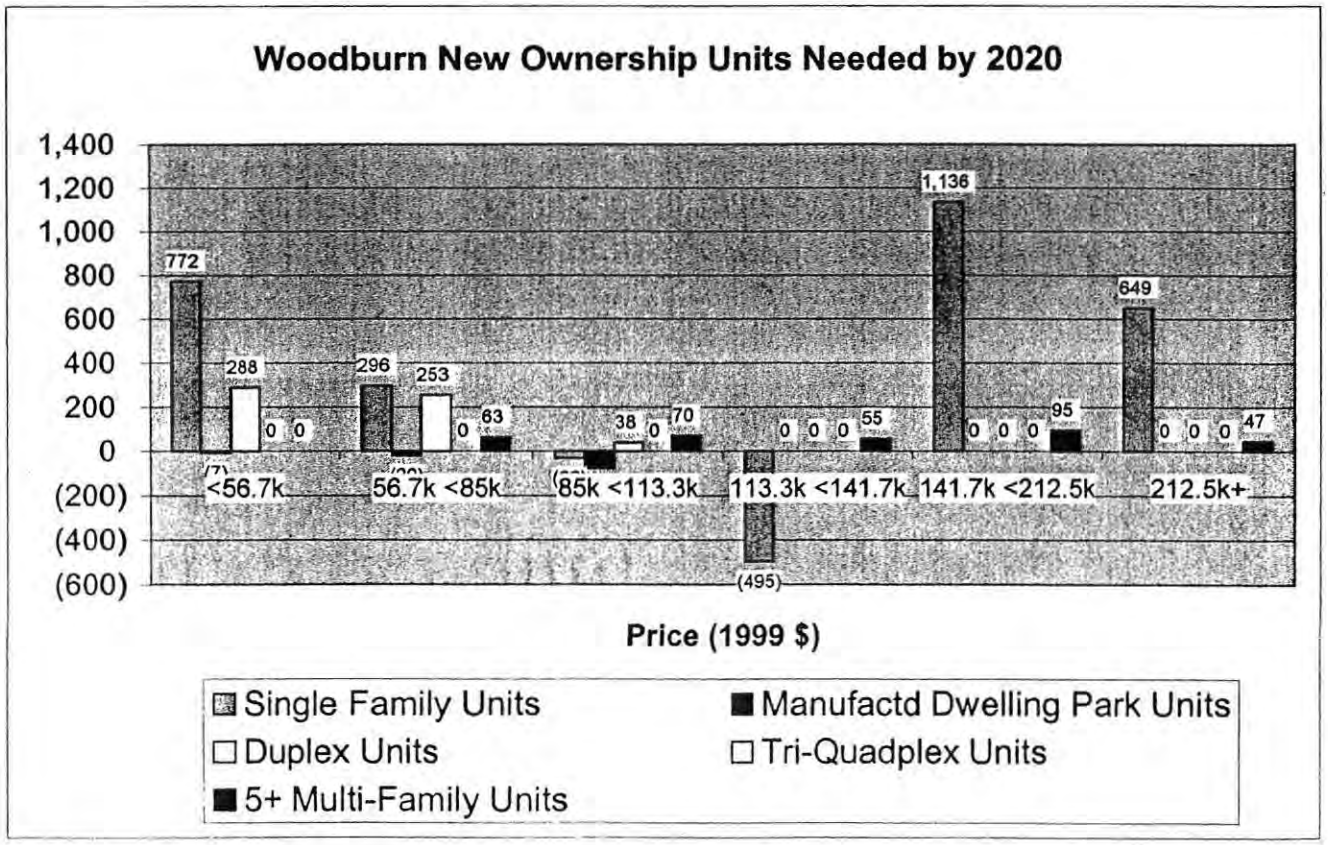
New Ownership Units Needed							
Price	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
<56.7k	1,054	772	(7)	288	0	0	1,054
56.7k <85k	655	296	(20)	253	0	63	592
85k <113.3k	66	(32)	(78)	38	0	70	(3)
113.3k <141.7k	(440)	(495)	0	0	0	55	(440)
141.7k <212.5k	1,231	1,136	0	0	0	95	1,231
212.5k+	697	649	0	0	0	47	697
Totals	3,262	2,326	(106)	579	0	330	3,129
Percentage		74.3%	-3.4%	18.5%	0.0%	10.5%	100.0%

	Total New Rental and Ownership Units						
	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
Totals	5,652	3,672	139	797	37	875	5,519
% of Total Units		66.5%	2.5%	14.4%	0.7%	15.8%	100.0%

	Label or data descriptor for data element
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Graphs 9 & 10
New Units Needed by Housing Type ©
Scenario Historical 1





For Woodburn
Scenario Historical 1

Template 15
Planned Housing Density by Local Zoning District ©

Land Use Type		Local Zoning Districts	Planned Density
Low Density Single Family	LDSF		5.5
Medium Density Single Family	MDSF	Nodal Overlay	7.5
High Density Single Family	HDSF	Senior	9
Manufactured Dwelling Park	MDP		9
Low Density Multi-Family	LDMF	Row Houses	9
Medium Density Multi-Family	MDMF		16
High Density Multi-Family	HDMF		22
Mixed Use	MU	Downtown & Nodal Core	16

Template 16
Existing Housing Units by Land Use Type ©

Housing Inventory by Land Use Type										
	Existing	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
Single Family Units	4,602	2,803		1,486			313			4,602
Manufactured Dwelling Park Units	657	657								657
Duplex Units	158	100					58			158
Tri-Quadplex Units	355						355			355
5+ Multi-Family Units	1,022						962		60	1,022
Total Units	6,794	3,560	0	1,486	0	0	1,688	0	60	6,794
Percent of Existing Inventory by Land Use Type										
% Single Family Units		60.9%		32.3%			6.8%			100%
% Manufactured Dwelling Park Units		100.0%								100%
% Duplex Units		63.3%					36.7%			100%
% Tri-Quadplex Units							100.0%			100%
% 5+ Multi-Family Units							94.1%		5.9%	100%
% Total Units		52.4%	0.0%	21.9%	0.0%	0.0%	24.8%	0.0%	0.9%	100%

	Label or data descriptor for data element
	Inputted data on local zoning, projected density, and existing inventory of housing by zoning
	A number produced by the model reflecting the data, assumptions, and estimates used

For Woodburn as of 2020

Scenario Historical 1

Template 17
Projected Distribution of New Housing by Land Use Type ©

Single Family Units	All Units	% in LDSF	% in MDSF	% in HDSF	Total %
Lower Priced[1]	1,569	10%	45%	45%	100%
Mid Priced[2]	229	50%	30%	20%	100%
Higher Priced[3]	1,874	90%	5%	5%	100%
Total	3,672	53.3%	23.7%	23.0%	100%
Existing Distribution		60.9%		32.3%	93%

Duplex Units	All Units	% in LDSF	% in MDSF	% in HDSF	% in LDMF	% in MDMF	% in HDMF	Total %
Lower Priced[1]	797	20%	0%	0%	30%	50%	0%	100%
Mid Priced[2]	-3	60%	0%	0%	0%	40%	0%	100%
Higher Priced[3]	3	90%	0%	0%	0%	10%	0%	100%
Total	797	20.1%	0.0%	0.0%	30.0%	49.9%	0.0%	100%
Existing Distribution		63.3%				36.7%		100%

Tri-Quadplex Units	All Units	% in LDMF	% in MDMF	% in HDMF	% in MU	Total %
Lower Priced[1]	97	20%	80%	0%	0%	100%
Mid Priced[2]	-63	20%	80%	0%	0%	100%
Higher Priced[3]	3	20%	80%	0%	0%	100%
Total	37	20.0%	80.0%	0.0%	0.0%	100%
Existing Distribution			100.0%			100%

5+ Multi-Family Units	All Units	% in LDMF	% in MDMF	% in HDMF	% in MU	Total %
Lower Priced[1]	598	0%	50%	40%	10%	100%
Mid Priced[2]	127	0%	60%	30%	10%	100%
Higher Priced[3]	150	0%	70%	20%	10%	100%
Total	875	0.0%	54.9%	35.1%	10.0%	100%
Existing Distribution			94.1%		5.9%	100%

1 - Lower Priced units are the rental or ownership units affordable at incomes less than $30,000
2 - Mid Priced units are the rental or ownership units affordable at incomes between $30,000 and $50,000
3 - Higher Priced units are the rental or ownership units affordable at incomes over $50,000

	Label or data descriptor for data element
	Projected percentage of new housing units that will be built in this land use type
	A number produced by the model reflecting the data, assumptions, and estimates used

Land Needed for New Dwelling Units

For Woodburn as of 2020
Scenario Historical 1

Template 18
Projected New Housing Units by Land Use Type ©

	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
Single Family Units	1,958	868	846						3,672
Manufactured Dwelling Park Units				139					139
Duplex Units	160	0	0		239	398	0		797
Tri-Quadplex Units					7	29	0	0	37
5+ Multi-Family Units					0	480	307	87	875
Total Units Needed	2,118	868	846	139	246	907	307	87	5,519

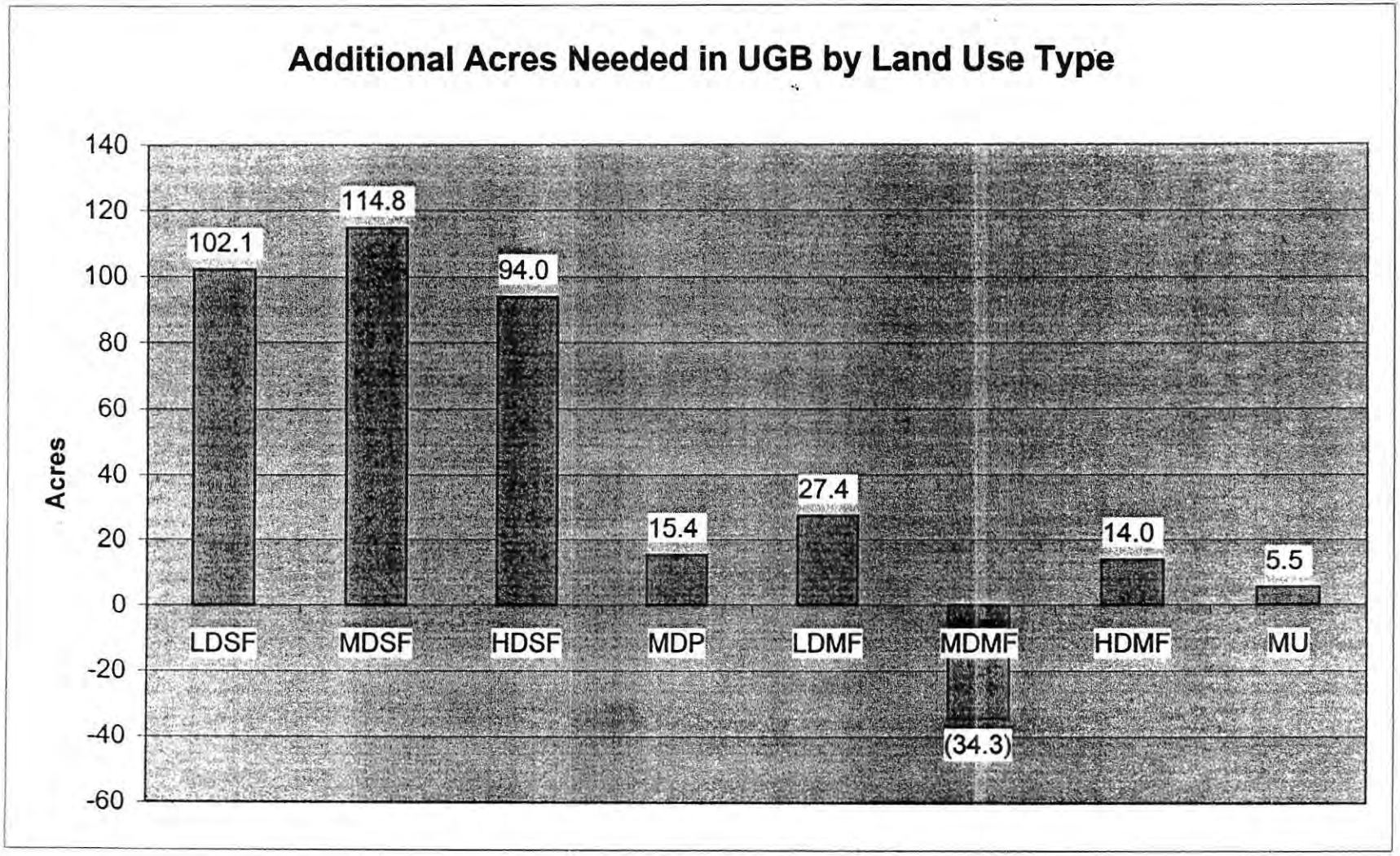
Template 19
Calculation of Additional Land Needed by Land Use Type ©

Buildable Lands Inventory for Housing									
	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
Current UGB Acres	1,019.0	164.0				299.0		0.0	1,482.0
Acres in Use	734.0	163.0				208.0		0.0	1,105.0
Constrained Acres	2.0	0.0				0.0		0.0	2.0
Available Acres	283.0	1.0	0.0	0.0	0.0	91.0	0.0	0.0	375.0
Current Acres %	68.8%	11.1%	0.0%	0.0%	0.0%	20.2%	0.0%	0.0%	100.0%
Acres in Use %	66.4%	14.8%	0.0%	0.0%	0.0%	18.8%	0.0%	0.0%	100.0%
Available Acres %	75.5%	0.3%	0.0%	0.0%	0.0%	24.3%	0.0%	0.0%	100.0%
Existing Units per Acres in Use	4.85	0.00				8.12		#DIV/0!	6.15

Land Needed by Land Use Type									
	LDSF	MDSF	HDSF	MDP	LDMF	MDMF	HDMF	MU	Total
Acres Needed	385.1	115.8	94.0	15.4	27.4	56.7	14.0	5.5	713.7
New Acres Needed	102.1	114.8	94.0	15.4	27.4	(34.3)	14.0	5.5	338.7

	Label or data descriptor for data element
	The number of acres per land use type as derived from the Buildable Lands Inventory
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Graph 11
For Woodburn as of 2020
Scenario Historical 1



Housing Needs Glossary

Term	Definition
Census Place	Places, as defined for reporting decennial census data, include census designated places (CDPs) and incorporated places. CDPs are concentrations of population, housing, and commercial structures that are identifiable by name, but are not within an incorporated place. For Census 2000, for the first time, CDPs did not need to meet a minimum population size criteria. Previously the criteria for designating a CDP was that an unincorporated community must have 1,000 or more persons if outside the boundaries of an urbanized area (UA) delineated by the census, 2,500 persons if inside the boundaries of a UA, or 250 persons if within the official boundaries of an American Indian reservation. An Urbanized Area comprises one or more places and the adjacent densely settled surrounding territory (urban fringe) that together have a minimum of 50,000 persons. The area of urban fringe consists of contiguous territory having a density of at least 1,000 persons per square mile.
Cohort	A group of individuals or households having one or more statistical factors (such as age, race, or class membership) in common in a demographic study.
Dwelling Unit	A dwelling unit (living quarters) is either a Housing Unit or Group Quarters.
Group Quarters	All persons not living in households are classified by the Census Bureau as living in Group Quarters. Persons in group quarters are categorized as living in institutions (institutionalized population) or noninstitutional group quarters (noninstitutionalized population). The institutionalized population includes people under formally authorized, supervised care or custody and are usually classified as "patients or inmates". Types of institutions are correctional institutions, nursing homes, mental hospitals, hospitals for the chronically ill, schools or wards for handicapped or drug/alcohol abuse, orphanages, residential treatment centers, detention centers, etc. Noninstitutional group quarters consist of other group quarters where the persons living in the unit may include staff of institutions living on institutional grounds. Other examples of noninstitutional group quarters are rooming houses, group homes, halfway houses, maternity homes for unwed mothers, religious group quarters, dormitories, military quarters, barracks, emergency shelters, homeless shelters, YMCA/YWCA, campgrounds, etc.
Household	A household includes all of the people who occupy a housing unit as their usual place of residence. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living quarters and are not living in group quarters. The count of households in a 100 percent tabulation census equals the count of occupied housing units.
Householder	The household member (or one of the household members) in whose name the living unit is owned, being bought, or rented. If there is no such person, any adult household member.
Housing Unit	A housing unit is a house, apartment, manufactured home, mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from other persons in the building and which have direct access from outside the building or through a common hall. **Seasonal, recreational, or occasional use units are excluded from this housing needs analysis.** Only living quarters intended for full time occupancy are included. Occupants of a housing unit are considered a household. Previous to Census 2000, if the living quarters contained nine or more persons unrelated to the householder or person in charge (a total of at least 10 unrelated persons), it was classified as group quarters.
Template	A pre-configured portion of an Excel worksheet used for inputting data, storing defined model parameters, performing calculations on the data and parameters, and aggregating and displaying results of those calculations.
Tenure	A description of the terms under which a household is occupying a housing unit – ownership versus rental.

THERE ARE NO PAGES
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SECTION 2.1 LAND USE ZONING

Third Revised Draft Amendments
November 21, 2003 (Following Joint Work Session)

2.101 General Provisions

2.101.01 Establishment of Zoning

All areas within the corporate limits of the City of Woodburn are divided into distinctive land use categories which shall applied to all geographic areas of the City and recorded on the Official Zoning Map, as provided in ***Section 1.103*** of the ***WDO***. The use of the territory within a zoning district shall be limited to the uses specified in the zoning district.

2.101.02 Zoning Districts

The City of Woodburn shall be divided into the following zoning districts:

A. **Residential Single Family (RS).**

B. **Retirement Community Single Family Residential (R1S).**

C. **Medium Density Residential (RM).**

D. **Commercial Office (CO).**

E. **Commercial General (CG).**

F. **Downtown Development and Conservation (DDC).**

G. **Nodal Neighborhood Commercial (NNC)**

~~G.~~H. **Industrial Park (IP).**

~~H.~~I. **Light Industrial (IL).**

~~I.~~J. **Public and Semi-Public (P/SP).**

~~J.~~K. **Neighborhood Conservation Overlay District (NC~~OD~~OD).**

~~K.~~L. **Riparian Corridor and ~~Significant~~ Wetlands Overlay District (RCSW~~OD~~)**

M. **Southwestern Industrial Reserve Overlay District (SWIR)**

N. **Nodal Overlay Districts**

1. Nodal Single Family Residential (RSN)

2. Nodal Multi-Family Residential (RMN)

3. Nodal Neighborhood Commercial (NNC)

2.101.03 Classification of Uses

A. Within each zone, uses are classified as "permitted," "special," "conditional," "specific conditional" and "accessory." Further, uses are functionally classified by description of the particular activity (such as "site-built single family residence") or by general category with reference to the North American Industry Classification System (NAICS).

B. ———Uses functionally classified with reference to North American Industry Classification System (NAICS) are described with the NAICS title for the particular subdivision thereof, followed by the index number assigned in the system for such subdivision.

C. For purposes of the ***WDO***, NAICS refers to the document titled: North American Industry Classification System. U.S. Office of Management and Budget 1997. Published by JIST Works, Inc. Indianapolis, IN.

D. Uses described without reference to the NAICS are described with ordinary words of common usage which, where it is necessary that their definitions be clarified or restricted for purposes of this ordinance, are defined in ***Section 1.102.***

E. Where a use is not described with reference to the NAICS or otherwise defined in ***Section 1.102,*** the words of this ordinance describing such a use are to be given their ordinarily accepted meaning except where the context in which they are used otherwise clearly requires.

F. In many cases, uses are listed under convenient categories, often the division of the NAICS, which are in capital letters or boldface type. Such titles of subsections do not indicate nor shall they be construed as meaning that they themselves independently designate permitted, special, conditional or accessory uses. They are provided for ease of reference only.

G. The uses listed in each use classification refer to the "predominant use." The term "predominant use" not only describes the principal use but also allows for "ancillary uses" and "required supporting uses." "Predominant use" does not differentiate about the duration of a use, uses of both permanent and temporary nature are considered to be the same.

H. An ancillary use is a use that is subsidiary to a predominant use and is either:

1. Vertically integrated with [or directly linked with the conduct of] a predominant use: or

2. Exclusively for the benefit of occupants, or employees, of a predominant use.

I. A required supporting use is an on-site space or facility necessary to fulfill a dimensional or development standard of the ***WDO*** or a condition of a land use approval. Required supporting uses include access facilities, parking, loading, landscaping, and open space.

2.102 Single Family Residential (RS)

2.102.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the RS zone.

A. **Site-built single family dwelling.**

B. **Group home.**

C. **Family child day care** for 12 or fewer children.

D. **Parks and playgrounds.**

E. **Rights of way, easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines, for storm water facilities and for pump stations.

2.102.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the RS zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02***.

B. **Boat and recreational vehicle storage pad** subject to ***Section 2.203.03***.

C. **Boat and recreational vehicle storage area** subject to ***Section 2.203.04***.

D. **Community club buildings and facilities** subject to ***Section2.203.05***.

E. **Delivery services** subject to ***Section 2.203.08***.

F. **Duplex dwelling** on a corner lot subject to ***Section 2.203.09***.

G. **Golf courses** without a driving range subject to ***Section 2.203.11***.

H. **Home occupations** subject to ***Section 2.203.12***.

I. **House of worship** subject to ***Section 2.203.13***.

J. **Manufactured home on a lot** subject to ***Section 2.203.16***.

K. **Residential sales office** subject to ***Section 2.203.18***.

L. **Temporary residential sales** subject to ***Section 2.203.20***.

2.102.03 Conditional Uses

The following uses may be permitted in the RS zone subject to the applicable development standards of the ***WDO*** and to the conditions of conditional use approval:

A. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.102.01*** and telecommunication facilities subject to ***Section 2.204.03***.

B. **Elementary and secondary schools (6111).**

C. **Golf driving range** in conjunction with a golf course.

D. **Off street parking** in conjunction with a non-residential use allowed in the zone.

E. **Child day care services** (6244), EXCEPT family child day care for 12 or fewer children, within a non-residential building.

2.102.04 Specific Conditional Uses

The uses permitted by the following designation may be allowed in the RS zone subject to approval as a conditional use that conforms to the specific standards referenced below, the applicable provisions of the ***WDO*** and all other applicable conditions of approval.

A. **Historically or architecturally significant site** subject to ***Section 2.204.02***.

2.102.05 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203***.

A. **Garage** (or carport in the case of a manufactured home).

B. **Deck or patio.**

C. **Fence or free standing walls.**

D. **Greenhouse or hobby shop.**

~~D.~~E. **Private recreational facilities,** including swimming pool, hot tub or sauna, and game courts.

F. **Personal storage structure.**

2.102.06 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the RS zone. If the RS zone has a Nodal Overlay, the dimensional standards of the RSN Overlay District, ***Section 2.115***, shall apply.

A. Mini~~ax~~imum Density

A minimum density of 5.2~~8~~ dwelling units per net buildable acre (after excluding public rights-of-way, public tracts, common open space, and land protected by the RCW overlay district) shall be required.

B. Lot Standards.

Lots in an RS zone shall comply with the standards of ***Table 2.1.1*** and ***Table 2.1.2.***

TABLE 2.1.1 Lot Standards for Residential Uses in an RS Zone* *EXCEPT PUD's subject to *Section 3.109*

A. Single Family Dwelling, Site Built; Group Home; Family Child Day Care; Manufactured Home, on a Lot; & Residential Sales Office				
Interior Lot				
1. For an interior lot.	6000 sq. ft.	~~6~~50 ft.	~~10~~90 ft.	~~5~~40 ft.
Corner Lot				
2. For a corner lot.	8000 sq. ft.	80 ft.	~~10~~90 ft.	50 ft.
Flag Lot/*** or Cul de sac Lot**				
3. For either a flag or cul de sac lot. **Flag lot dimension and area standards EXCLUDE the driveway access, per Section 3.104.05. ***Within a subdivision, not more than one (1) flag lot shall be located behind another lot as shown in *Figure 6.6*.	6000 sq. ft.	~~6~~50 ft. at the -front setback line.	~~10~~90 ft.	Flag lot: The driveway access easement or strip of land per ***Section 3.104.05.*** Cul de sac lot: 40 feet.
B. Duplex Dwelling on a Corner Lot				
1. For a corner lot.	10,000 sq. ft.	~~100~~ 80 ft.	~~10~~90 ft.	50 ft.

TABLE 2.1.2 Lot Standards for Non-Residential Uses in an RS Zone
In an RS zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

~~B.~~C. Building Height.

The maximum height of buildings and structures shall not exceed 35 feet, EXCEPT chimneys, spires, domes, flag poles and other features (EXCEPT telecommunication facilities subject to ***Section 2.204.03***) not used for human habitation, which shall not exceed 70 feet.

~~C~~D. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

1) The minimum setback abutting a street, or front property line shall be 20 feet plus any Special Setback, ***Section 3.103.05***, EXCEPT:

a) For flag lot that provides a minimum setback of 12 feet in all yards; or

b) When the existing pattern of development requires the application of ***Section 2.102.06.C.1.a.2)***.

2) When the lots abutting a vacant property are already developed and front the same street, the minimum setback abutting the street for the subject property shall equal the average setback of the existing, abutting residential buildings, plus or minus 5 feet, but in no case shall be less than 10 feet.

b. Off Street Parking, -Maneuvering and Storage:

1) Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage (or carport in the case of a manufactured home).

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10***.

d. Vehicular Access: Vehicular access shall be permitted in conformance with ***Section 3.104***.

2. Interior Side Yard and Interior Rear Yard Setbacks

a. Dimensions:

1) Side Yard Setback. The minimum side yard setback shall be 5 feet EXCEPT for a flag lot. The side yard setback for a flag lot may be either one of the following:

a). 12 feet, when all yard setbacks are a minimum of 12 feet; or

b) 5 feet, when the rear yard setback complies with dimensions of ***Section 2.102.06.C.2.a.2)a).***

2) Rear Yard Setback.

a) The average rear yard setback (as defined in ***Section 1.102***) for all lots, EXCEPT a flag lot shall be:

(i) 24 feet wide for structure up to 16 feet in height;
~~(i)~~(ii) 30 feet wide for structure 16.1 to 28 feet in height;
~~(i)~~(iii) 36 feet wide for structure 28.1 to 35 feet in height

with no point measuring less than 5 feet from the average dimension.

b) The minimum rear yard setback for a flag lot shall be either one of the following:

(i). A minimum12 feet, when all yard setbacks are a minimum of 12 feet; or

(ii). The dimensions of ***Section 2.102.06.C.2.a.2)a)*** when the side yards are a minimum of 5 feet.

3) The minimum setback from a private access easement shall be 5 feet.

b. Off Street Parking, Maneuvering and Storage:

1) Off street parking, maneuvering and storage shall be permitted in the side and rear yard setback subject to applicable Special Use and Accessory Use standards, ***Sections 2.202.03 and 2.201.***

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest edge of a shared driveway and a minimum of 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards of ***Section 3.103.10.***

2.102.07 Development Standards

All development -in the RS zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the RS zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.102.06*** and ***Section 3.105***.

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103***.

C. Architectural Design Standards.

1. Site-built single family and duplex dwellings and manufactured homes on lots in the RS zone, EXCEPT those existing on the effective date of the

WDO or those located in the Neighborhood Conservation Overlay District (NCOD), shall be subject to the architectural design standards of ***Section 3.107.03***.

2. All single family and duplex dwellings located within the NCOD shall be subject to the architectural standards or guidelines of ***Section 3.107.04***.

3. All primary buildings and structures, other than those noted in ***Sections 2.102.07.C.1. and 2.*** shall be subject to the architectural guidelines of ***Section 3.107.06.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Accessory Uses and Structures.

By definition, prior to the construction or installation of an accessory structure, EXCEPT a fence or free standing wall, an existing primary permitted use, building -or structure shall have been established on the same lot. Accessory uses and structures shall be subject to ***Section 2.2.***

F. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. No landscaping is required for single family and duplex dwelling lots EXCEPT conservation of significant trees, ***Section 3.106.04***.

3. All uses, EXCEPT lots for single family and duplex dwellings shall be landscaped to the applicable standards of ***Section 3.106***.

G. Lot Coverage.

Lot coverage by the primary and accessory structures EXCEPT accessory structures in the rear yard area, shall be:

1. A maximum of 40 percent for lots containing a primary building with a average height of 14 feet or less, and

2. A maximum of 35 percent for lots with a primary building with an average height of more than 14 feet.

H. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***. No more than one primary building shall be located on a lot.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** ***Section 3.108***;
   ~~a.~~b. **Subdivisions,** ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

   a. **Property Line Adjustment,** ***Section 5.101.07***.
   ~~a.~~b. **Replatting,** ***Section 3.108***.
   ~~a.~~c. **Vacation,** applicable Oregon Revised Statutes.

2.103 Retirement Community Single Family Residential (R1S)

2.103.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the R1S zone.

A. **Site-built single family dwelling.**

B. **Group home.**

C. **Family child day care** for 12 or fewer children.

D. **Parks.**

E. **Rights of way, easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines, for storm water facilities and for pump stations.

2.103.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the R1S zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02***.

B. **Community club buildings and facilities** subject to ***Section 2.203.05***.

C. **Delivery services** subject to ***Section 2.203.08***.

D. **Golf course without a driving range subject to** *Section 2.203.11*.

E. **Home occupation** subject to ***Section 2.203.12***.

F. **House of worship** subject to ***Section 2.203.13***.

G. **Manufactured home on a lot** subject to ***Section 2.203.16***.

H. **Temporary residential sales** subject to ***Section 2.203.20***.

2.103.03 Conditional Uses

The following uses may be permitted in the R1S zone subject to the applicable development standards of the ***WDO*** and to the conditions of conditional use approval:

A. **Government and public utility buildings and structures** EXCEPT uses permitted in *Section 2.103.01*; telecommunication facilities subject to *Section 2.204.03*; and ~~E~~elementary and secondary schools (6111).

B. Off street parking in conjunction with a non-residential use allowed in the zone.

2.103.04 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203***.

A. **Garage** with a maximum capacity of three cars (or carport with a maximum capacity of two cars in the case of a manufactured home).

B. **Fence or free standing wall.**

C. **Greenhouse or hobby shop.**

2.103.05 ~~Prohibition of~~Limitation on Additional R1S Zoning

The zoning of additional territory as R1S is expressly prohibited, EXCEPT for vacant parcels of at least 5 acres that (a) are designated ~~Single Family~~Low Density Residential on the Woodburn Comprehensive Plan Map, and (b) abut land that is currently zoned R1S. DELETE CHANGES

2.103.06 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the R1S zone.

A. Minimum Density

A minimum of 9.6 dwelling units per net acre (after excluding public rights-of-way, public tracts, common open space, and land protected by the RCW overlay district) shall be required.

~~A.~~B. Lot Standards.

Lots in an R1S zone shall comply with the standards of *Table 2.1.3* and *Table 2.1.4.*

TABLE 2.1.3 Lot Standards for Residential Uses in an R1S Zone				
Lot Location	**Minimum Lot Area**	**Minimum Lot Width**	**Average Depth**	**Min. Street Frontage**
Interior Lot	3600 sq. ft.	40~~50~~ ft.	None	40~~50~~ ft.
Corner Lot	3600 sq. ft.	~~50~~ 40 ft.	None	~~50~~ 40 ft.
Flag Lot	3600 sq. ft. [EXCEPT a flag lot driveway required in *Section 3.104.05.*	50 ft.	None	No direct street frontage shall be required other than the width of the driveway access easement or strip of land in fee ownership required per *Section 3.104.05.*
Cul de sac Lot	3600 sq. ft.	~~50~~ 40 ft.	None	~~40~~ 30 feet.

TABLE 2.1.4 Lot Standards for Non-Residential Uses in an R1S Zone
The lot area for a non-residential use in an R1S zone shall be adequate to contain all structures within the required setbacks. In no event shall a lot be less than 7,200 square feet. There shall be no minimum width or depth.

~~B~~C. Building Height.

The maximum height of buildings shall not exceed 35 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 70 feet.

~~C~~D. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

   a. The minimum setback abutting a street, or front property line shall be 20 feet plus any Special Setback, ***Section 3.103.05***.

   b. Off Street Parking, Maneuvering and Storage:

      1) Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage (or carport in the case of a manufactured home).

      ~~2)~~The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20

Feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Vehicular access shall be permitted in conformance with ***Section 3.104.***

2. Interior Side Yard and Interior Rear Yard Setbacks.

a. Dimensions:

1) Side Yard Setback. The minimum side yard setback for all lots shall be 5 feet, or 7% of the lot width, whichever is greater.

2) Rear Setback: –The minimum rear yard setback for all lots shall be 5 feet.

b. Off Street Parking and Maneuvering:

1) Off street parking, maneuvering and storage shall be permitted in the side and rear yard setback subject to applicable Special Use and Accessory Use standards, ***Sections 2.203.03 and 2.201.***

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest edge of a shared driveway and a minimum of 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards ***Section 3.103.10.***

2.103.07 Development Standards

All development in the R1S zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the R1S zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.103.06 and***

Section 3.105.

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103*** EXCEPT ***Section 3.103.09 B. and D*** regarding rear yard setback projections.

C. Architectural Design Standards.

1. Site-built single family and duplex dwellings and manufactured homes on lots in the R1S zone, EXCEPT those existing on the effective date of the ***WDO***, shall be subject to the architectural design standards of ***Section 3.107.03***.

2. All primary buildings and structures, other than those noted in ***Sections 2.102.07.C.1. and 2.*** shall be subject to the architectural guidelines of ***Section 3.107.06.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Accessory Uses and Structures.

By definition, prior to the construction or installation of an accessory structure, EXCEPT a fence or free standing wall, an existing primary permitted use, building or structure shall have been established on the same lot. Accessory structures in the rear setback shall not exceed 25 percent of the rear yard area and shall be set back 3 feet from any property line. The setback for accessory structures in the side yard shall be the same as the primary building.

F. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. No landscaping is required for single family and duplex dwelling lots EXCEPT conservation of significant trees, ***Section 3.106.04***.

3. All uses, EXCEPT lots for single family and duplex dwellings shall be

landscaped to the applicable standards of ***Section 3.106.***

G. Lot Coverage.

The maximum lot coverage for a primary building, without an attached carport or garage is 30 percent. The maximum lot coverage for a primary building with an attached carport or garage is 37.5 percent.

H. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104.*** No more than one primary building shall be located on a lot.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** ***Section 3.108;***
   ~~a.~~b. **Subdivisions,** ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109.***

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

   a. **Property Line Adjustment,** ***Section 5.101.07.***
   ~~a.~~b. **Replatting,** ***Section 3.108.***
   ~~a.~~c. **Vacation,** applicable Oregon Revised Statutes.

2.104 Medium Density Residential (RM)

2.104.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** are permitted in the RM zone.

A. **Site-built single family dwelling** and **Duplex dwelling.**

B. **Multiple family dwelling units,** INCLUDING apartment houses.

C. **Assisted living facilities.** (62331)

D. **Nursing care facilities.** (6231)

E. **Rooming and boarding house.** (7213)

F. **Group home or group care facilities.**

G. **Child day care services.** (6244)

H. **Parks and playgrounds.**

I. **Rights of way, easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines, for storm water facilities and for pump stations.

2.104.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the RM zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.01***.

B. **Boat and recreational vehicle storage** subject to ***Section 2.203.03***.

C. **Boat and recreational vehicle storage area** subject to ***Section 2.203.04***.

D. **Community club buildings and facilities** subject to ***Section 2.203.05***.

E. **Delivery services** subject to ***Section 2.203.08.***

F. **Facilities during construction** subject to ***Section 2.203.10.***

G. **Golf course** without a driving range subject to ***Section 2.203.11.***

H. **Home occupation** subject to ***Section 2.203.12.***

I. **House of worship** subject to ***Section 2.203.13.***

J. **Manufactured dwelling park** subject to ***Section 2.203.15.***

K. **Manufactured home on a lot** subject to ***Section 2.203.16.***

L. **Residential sales office** subject **to** ***Section 2.203.18.***

2.104.03 Conditional Uses

The following uses may be permitted in the RM zone subject to the applicable development standards of the ***WDO*** and to the conditions of conditional use approval:

A. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.104.01*** and communications facilities subject to ***Section 2.204.03.***

B. **Elementary and secondary schools (6111).**

C. **Golf driving range** in conjunction with a golf course.

D. **Off street parking** in conjunction with a non-residential use allowed in the zone.

2.104.04 Specific Conditional Uses

The uses permitted by the following designation may be allowed in the RM zone subject to approval as a conditional use that conforms to the specific standards referenced below, the applicable provisions of the ***WDO*** and all other applicable conditions of approval.

A. **Historically or architecturally significant site** subject to ***Section 2.204.02.***

2.104.05 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203.***

A. **Garage** (or carport in the case of a manufactured home).

B. **Deck or patio.**

C. **Fence or free standing wall.**

D. **Greenhouse or hobby shop.**

E. **Private recreational facilities,** including swimming pool, hot tub or sauna, and game courts.

F. **Personal storage structure.**

2.104.06 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the RM zone. If the RM zone has a Nodal Overlay, the dimensional standards of the RMN Overlay District, ***Section 2.115***, shall apply.

A. Minimum ~~aximum~~ Density

A minimum of 12.8 dwelling units per net acre (after excluding public rights-of-way, public tracts, common open space, and land protected by the RCW overlay district) shall be required.

~~A.~~B. Lot Standards.

Lots in an RM zone shall comply with the standards for the subject use described in ***Tables 2.1.~~1~~1, 2.1.5 and 2.1.6***.

TABLE 2.1.5 Lot and Density Standards for Duplex Dwellings; Multiple Family Residential Dwelling Units and Living Units; and MDP's in an RM Zone
A. The minimum lot area for **duplex dwellings** on an individual lot shall be ~~10~~8,000 square feet with a minimum width of ~~100~~ 80 feet and minimum depth of ~~100~~ 90 feet. B. There shall be no minimum lot area or dimensions for multiple family residential dwellings units or living units in the RM zone. C. The number of multiple family residential dwelling units; living units; or manufactured dwelling units within a MDP on a lot shall be regulated by: 1. Maximum residential density, not exceeding the following standards: a. **Multiple family dwellings**: 16 dwelling units per net buildable acre. b. **Assisted living facility** (62331) or **nursing care facility** (6231): 32 living units per net buildable acre. c. **Manufactured dwelling park**: 12 dwelling units per net buildable acre. 2. Compliance with the applicable open space and site design standards and guidelines of ***Sections 2.104.07.C. and 2.20315.***

TABLE 2.1.6 Lot Standards for Non-Residential Uses in an RM Zone
The lot area for a non-residential use in an RM zone shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

The maximum height of buildings shall not exceed 35 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (but EXCEPT telecommunication facilities), shall not exceed 70 feet.

C. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions: The setback abutting a street shall be a minimum of

20 feet plus any Special Setback, ***Section 3.103.05.***

b. Off Street Parking, Maneuvering and Storage:

1) Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage (or carport in the case of a manufactured home).

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2. Interior Side and Interior Rear Yard Setbacks

a. Development in an RM zone shall be subject to the setback and buffer requirements of ***Table 2.1.7.***

b. The building setback from a private access easement shall be a minimum of 5 feet.

c. Off Street Parking, Maneuvering and Storage

1) Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage (or carport in the case of a manufactured home).

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with ***Section 3.104.***

2.104.07 Development Standards

All development in the RM zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the RM zone. If the RM zone has a Nodal Overlay, the development standards of the RMN Overlay District, ***Section 2.115***, shall apply.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.104.06 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines and Open Space Standards.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of ***Section 3.107.05***.

2. Site-built single family and duplex dwellings and manufactured homes on lots, and all manufactured dwellings within a manufactured dwelling park (MDP), in the RM zone, EXCEPT those existing on the effective date of the ***WDO*** or those located in the NCOD or NNC, shall be subject to the architectural design standards of ***Section 3.107.03***.

3. All single family and duplex dwellings on lots in an RM zone located within the Neighborhood Conservation Overlay District (NCOD) shall be subject to the architectural guidelines of ***Section 3.107.04***.

4. All primary buildings and structures, other than those noted in ***Sections***

2.104.07.C.1., 2.* and 3.** shall be subject to the architectural guidelines of ***Section 3.107.06

D. Signs.

Signs shall be subject to the Sign Ordinance.

E. Accessory Uses and Structures.

By definition, prior to the construction or installation of an accessory structure, EXCEPT a fence or free standing wall, an existing primary permitted use, building or structure shall be established on the same lot. Accessory uses and structures shall be subject to ***Section 2.201*** Accessory Uses and Structures.

F. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. The subject property shall be landscaped to the standards of ***Sections 3.106 and 3.107.03.***

3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

G. Lot Coverage.

Lot coverage by the primary single family and duplex dwellings and associated accessory structures in a RM zone shall be a maximum of 40 percent for lots containing a primary building with a average height of 14 feet or less and a maximum of 35 percent for lots with a primary building with an average height of more than 14 feet.

H. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** ***Section 3.108***;
   ~~a.~~b. **Subdivisions,** ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

   a. **Property Line Adjustment,** ***Section 5.101.07.***
   ~~a.~~b. **Replatting,** ***Section 3.108.***
   ~~a.~~c. **Vacation,** applicable Oregon Revised Statutes.

2.105 Commercial Office (CO)

2.105.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the CO zone.

A. **Residential**

1. **One dwelling unit** in conjunction with a commercial use.

B. **Transportation & Warehousing**

1. Postal service. (491)

C. **Information**

1. **Radio & TV studios & offices** EXCEPT antennae or towers. (5131)
~~1.~~2. **Cable networks**. (5132)
~~1.~~3. **Telecommunications** (5133) EXCEPT telecommunication facilities subject to ***Section 2.204.03***.
4. **Information & data processing**. (514)

D. **Finance & Insurance**

1. **Finance and insurance** (52) EXCEPT pawn shops (522298) & check cashing, pay day loan and cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use.

E. Real Estate & Rental & Leasing

1. **Real estate**. (531)
~~1.~~2. **Rental & leasing**, without outdoor display or storage (532)

F. Professional, Scientific & Technical Services

1. **Legal services**. (5411)
~~1.~~2. **Accounting**. (5412)
~~1.~~3. **Architects and engineers**. (5413)
~~1.~~4. **Specialized design services** (5414) INCLUDING interior design services.
~~1.~~5. **Computer system design**. (5415)

~~1.~~6. **Management consulting**. (5416)
7. **Advertising**. (5418)
~~7.~~8. **Other professional services** (5419), EXCEPT veterinary service (541940) not contained in a building.

G. **Administrative & Support Services**

1. **Administrative and facilities support services**. (5611 and 5612)
~~1.~~2. **Employment services**. (5613)
~~1.~~3. **Business support services** INCLUDING copy shops. (5614)
~~1.~~4. **Travel and tour agencies**. (5615)
~~1.~~5. **Investigation and security services**. (5616)
~~1.~~6. **Services to buildings and** dwellings (5617), offices only.
~~1.~~7. **Other support services**. (56199)

H. **Educational Service**

1. **Business schools**. (6114)
~~1.~~2. **Technical and trade schools**. (6115)

I. **Health Care & Social Services**

1. **Ambulatory health services** (621) EXCEPT ambulance service. (62191)
~~1.~~2. **Social assistance** (624) INCLUDING child day care services.

J. **Arts, Entertainment & Recreation**

1. **Museums and historic sites** (712) EXCEPT zoos. (712130)
~~1.~~2. **Fitness and recreation sports centers**. (71391)

K. **Accommodation & Food Service**

1. **Hotels** (EXCEPT casino hotels) and motels. (72111)
~~1.~~2. **Bed and breakfast inns**. (721191)
~~1.~~3. **Food service and drinking places** (722) EXCEPT food contractors (7231) and mobile food service.

L. **Other Services**

1. **Personal care services** (8121) INCLUDING barber shops and beauty salons.
~~1.~~2. **Funeral homes**. (812210)

3. **Photo finishing.** (81292)

~~3.~~4. **Parking lots and garages** (81293) EXCEPT extended vehicle storage. (4939190)

5. **All Other Personal Services** (81299) INCLUDING bail bonding and consumer buying services.

~~5.~~6. **Religious, civic, professional and similar organizations.** (813)

M. **Public Administration**

1. Public Administration (92) INCLUDING government offices, courts and fire protection.

N. **Streets & Utilities**

1. **Rights of way and easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

2.105.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the CO zone.

A. **Agricultural practices** without livestock subject to Section 2.203.02.

B. **Delivery services** subject to Section 2.203.08.

C. **Facilities during construction** subject to Section 2.203.10.

2.105.03 Conditional Uses

The following uses may be permitted in the CO zone subject to the applicable development standards of the ***WDO*** and to the conditions of conditional use approval:

A. **Ambulance service.** (62191)

B. **Multiple family dwelling units**, INCLUDING apartment houses.

C. **Assisted living facilities.** (62331)

D. **Nursing care facilities.** (6231)

E. **Rooming and boarding house.** (7213)

F. **Group home or group care facilities.**

G. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.105.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.105.04 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203.***

A. **Fence or free standing wall.**

2.105.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the CO zone.

A. Lot Standards.

Lots in a CO zone shall comply with the applicable standards of ***Table 2.1.8.***

TABLE 2.1.8 Lot Standards for Uses in a CO Zone	
A.	In ~~an~~ CO zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.
B.	In a CO zone, residential use shall be subject to the lot standards of *Table 2.1.5.*

B. Building Height.
The maximum height of buildings shall not exceed 35 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 70 feet.

C. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

1) The minimum setback abutting a street shall be 15 feet plus any Special Setback, ***Section 3.103.05.***

2) The maximum yard abutting a street shall be 150 feet.

b. Off Street Parking and Maneuvering:

1) Off street parking and storage shall be prohibited within a required setback.

2) The entrance to a garage shall be set back a minimum of 20 feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance with ***Section 3.104.***

2. Interior Side and Rear Yard Setbacks.

a. Development in an CO zone, EXCEPT conditional uses permitted by ***Section 2.105.03. A. through E.***, shall be subject to the setback and buffer requirements of ***Table 2.1.9.*** Conditional uses permitted by ***Section 2.105.03. A. through E.*** shall be subject to the setback and buffer requirements of ***Table 2.1.7.***

TABLE -2.1.9 Interior Yard and Buffer Standards for Non-Residential Uses in CO Zones

Abutting Property	Landscaping	Wall	Interior Setback
RS, R1S or RM, zone	All interior yards shall be fully landscaped subject to ***Section 3.106.***	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
DDC, CG, IP or IL zone	All interior yards shall be fully landscaped subject to ***Section 3.106.***	Wall requirements shall be determined in conjunction with the applicable Design Review process.	15 ft.
P/SP or CO zone	All interior yards shall be fully landscaped subject to ***Section 3.106.***	No wall required.	ft.

b. The building setback from a private access easement shall be a minimum of 5 feet.

c. Off Street Parking, Maneuvering and Storage:

1) Off street parking, maneuvering and storage shall be prohibited within a required setback.

2) The entrance to a garage shall be set back a minimum of 20 feet from the closest edge of a shared driveway and 20 feet from a street right of way line.

3) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2.105.06 Development Standards

All development in the CO zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the CO zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.105.05 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines and Open Space Standards.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of ***Section 3.107.05***.

2. All primary buildings and structures, other than those noted in Section *2.105.05.C.1.*shall be subject to the architectural guidelines of ***Section***

3.107.06.

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Residential Density.

The density and number of medium density residential units permitted in a CO zone shall be subject to the requirements of ***Table 2.1.5***.

F. Landscaping and Sidewalks.

1. **The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of *Section 3.101 and 3.106.***

2. The subject property shall be landscaped to the standards of ***Section 3.106 and 3.107.03.***

3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

G. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and procedures:
   a. **Partitions**, ***Section 3.108***;
   ~~a.~~b. **Subdivisions**, ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109***.
2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedure.
   a. **Property Line Adjustment**, ***Section 5.101.07***.
   ~~a.~~b. **Replatting**, ***Section 3.108***.

c. **Vacation,** applicable Oregon Revised Statutes.

2.106 Commercial General (CG)

2.106.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the CG zone.

A. **Residential**

1. **One dwelling unit** in conjunction with a commercial use.

B. **Special Trade Contractors**

1. **Plumbing, heating and air-conditioning contractors.** (235110)
~~1.~~2. **Paper and wall coving contractors.** (235210)
~~1.~~3. **Masonry, drywall, insulation and tile.** (2354)
~~1.~~4. **Floor laying contractors.** (235520)
~~1.~~5. **Roofing, siding, and sheet metal construction contractors** (235610) entirely within a building.
~~1.~~6. **Glass and glazing contractors.** (235920)
~~1.~~7. **Building equipment and other machinery installation contractors.** (235950)
~~1.~~8. **Ornamental ironwork contracting.** (235990)

C. **Fabricated metal products manufacturing**

1. **Fabricated metal product manufacturing** (332) entirely within a building.

D. **Furniture and Related Products Manufacturing**

1. Household and institutional furniture and kitchen cabinet manufacturing (3371) entirely within a building.

E. **Retail Trade**

1. **Automotive parts** (44131) without installation.
~~1.~~2. **Furniture and home furnishings.** (442)
~~1.~~3. **Electronics and appliance stores.** (443)
~~1.~~4. **Building materials and garden equipment and supplies.** (444) with all outdoor storage and display enclosed by a 7' masonry wall.
~~1.~~5. **Food and beverage stores.** (445)

~~1.~~6. **Health and personal care stores.** (446)
7. **Clothing and accessory stores.** (448)
~~7.~~8. **Sporting goods, hobby, book and music stores.** (451)
~~7.~~9. **General merchandise stores.** (452)
~~7.~~10. **Misc. retail** (453) EXCEPT used merchandise stores (4533), other than antique shops, and EXCEPT manufactured (mobile) home dealers. (45393)

F. **Transportation & Warehousing**

1. **Postal service.** (491)

G. **Information**

1. **Publishing.** (511)
~~1.~~2. **Motion picture theaters** (512131) EXCEPT drive-ins.
~~1.~~3. **Radio and TV.** (5131)
~~1.~~4. **Cable networks.** (5132)
~~1.~~5. **Telecommunications.** (5133) EXCEPT telecommunication facilities subject to Section 2.204.03.
~~1.~~6. **Information and data processing.** (514)

H. **Finance and Insurance**

1. **Finance and insurance** (52) EXCEPT pawn shops (522298) and check cashing, pay day loan and ~~and~~ cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use banks.

I. **Real Estate and Rental and Leasing**

1. **Real estate.** (531)
~~1.~~2. **General rental centers** (532310) with all outdoor storage and display on a paved surface.

J. **Professional, Scientific & Technical Services**

1. **Legal services.** (5411)
~~1.~~2. **Accounting.** (5412)
~~1.~~3. **Architects and engineers.** (5413)
~~1.~~4. **Specialized design services.** (5414)
~~1.~~5. **Computer system design.** (5415)
~~1.~~6. **Management consulting.** (5416)
~~1.~~7. **Advertising.** (5418)

8. **Other professional services** (5419) EXCEPT veterinary service contained entirely within a building. (541940)

K. **Administrative & Support Services**

1. **Administrative and support services** (561) INCLUDING employment, travel and investigation.

L. **Educational Service**

1. **Business schools.** (6114)
~~1.~~2. **Technical and trade schools.** (6115)

M. **Health Care and Social Services**

1. Ambulatory health services (621) EXCEPT ambulance service. (62191)
~~1.~~2. **Social assistance** (624) INCLUDING child day care services.

N. **Arts, Entertainment and Recreation**

1. **Performing arts and spectator sports.** (711)
~~1.~~2. **Museums and historic sites** (712) EXCEPT zoos. (712130)
~~1.~~3. **Fitness and recreational sports.** (71391)
~~1.~~4. **Bowling centers.** (71395)
~~1.~~5. **Other amusements** INCLUDING ballrooms. (713990)

O. **Accommodation & Food Service**

1. **Hotels** (EXCEPT casino hotels) and motels. (72111)
~~1.~~2. **Bed-and-breakfast inns.** (721191)
~~1.~~3. **Food service and drinking places** (722) EXCEPT mobile food service.

P. **Other Services**

1. **Electronic and precision equipment repair.** (8112)
~~1.~~2. **Electric motor repair entirely within a building.**
~~1.~~3. **Re-upholstery and furniture repair.** (81142)
~~1.~~4. Leather repair. (81143)
~~1.~~5. **Personal care services** (8121) INCLUDING barber shops and beauty salons.
~~1.~~6. **Funeral homes.** (812210)
~~1.~~7. **Dry cleaning and laundry service** (8123) EXCEPT linen supply. (81233)

8. **Photo finishing.** (81292)

~~8.~~9. **Parking lots and garages** (81293) EXCEPT extended vehicle storage. (4939190)

~~8.~~10. **All other personal services** (812990) INCLUDING bail bonding and consumer buying services.

11. **Religious, civic and social organizations.** (813)

Q. **Public Administration**

1. **Public administration.** (92)

R. **Streets & Utilities**

1. **Rights of way and easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

2.106.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the CG zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02***.

B. **Complementary residential uses** subject to ***Section 2.203.06***.

C. **Delivery services** subject to ***Section 2.203.08***.

D. **Facilities during construction** subject to ***Section 2.203.10.***

E. **Temporary outdoor marketing and special events** subject to ***Section 2.203.19.***

2.106.03 Conditional Uses

The following uses may be permitted in the CG zone subject to the applicable development standards of the ***WDO*** and the conditions of conditional use approval:

A. **Retail Trade**

1. **Motor vehicle and parts dealers** (441) EXCEPT automotive parts without installation.

2. **Tractor and heavy equipment dealers.**
~~2.~~3. **Gasoline stations.** (447)
~~2.~~4. **Used merchandise stores,** other than antique shops. (4533)
~~2.~~5. **Manufactured (mobile) home dealers.** (453930)

B. **Transportation & Warehousing**

1. **Urban transit system.** (48511)
~~1.~~2. **Interurban and rural transit.** (4852)
~~1.~~3. **Taxi service.** (48531)
~~1.~~4. **Limousine service.** (4853)
~~1.~~5. **School transportation.** (4854)
~~1.~~6. **Charter bus service.** (4859)
~~1.~~7. **Special needs transportation.** (485991)
~~1.~~8. **Motor vehicle towing.** (48841)
~~1.~~9. **Self- and mini-storage.**

C. **Finance and Insurance**

1. **Pawn shops.** (522298)
~~1.~~2. **Check cashing, pay day loans and cash transfer establishments,** other than banks.

D. **Professional, Scientific and Technical Services**

1. **Scientific research and development.** (5417)
~~1.~~2. **Veterinary service.** (541940)

E. **Health Care and Social Services**

1. **Ambulance service.** (62191)

F. **Accommodations and Food Service**

1. **Recreational vehicle parks.** (7212)

G. **Other Services**

1. **Automotive maintenance.** (8111)
~~1.~~2. **Commercial and industrial equipment repair.** (8113)
~~1.~~3. **Home goods repair** EXCEPT upholstery (81142) and leather repair (81143). (8114)

4. **Linen supply**. (81233)

H. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.106.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.106.04 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203.***

~~I.~~ **A. Fence or free standing wall.**

2.106.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the CG zone.

A. Lot Standards.

Lots in a CG zone shall comply with the applicable standards of ***Table 2.1.10.***

TABLE 2.1.10 Lot Standards for Uses in a CG Zone
In a CG zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

The maximum height of buildings shall not exceed 70 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.

C. Setback and Buffer Improvement Standards.

2. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

1) The minimum setback abutting a street shall be 15 feet plus any Special Setback, ***Section 3.103.05.***

2) The maximum yard abutting a street shall be 150 feet.

b. Off Street Parking and Maneuvering:

1) Off street parking and storage shall be prohibited within a required yard or special setback.

2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance with ***Section 3.104.***

2. Interior Side and Rear Yard Setbacks.

a. Development in a CG zone shall be subject to the setback and buffer requirements of ***Table 2.1.11.***

TABLE 2.1.11 Interior Yard and Buffer Standards for CG Zones

Abutting Property	Landscaping	Wall	Interior Setback
RS, RIS, or RM zone	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
CO, CG, DDC, P/SP or IL zone	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Alternative A: Wall requirement shall be determined in conjunction with the applicable Design Review Process. --- Alternative B: No wall required.	Alternative A: 5 ft. --- Alternative B: Zero setback

abutting

g wall.

b. The minimum building setback from a private access easement shall be 5 feet.

c. Off street parking, Maneuvering and Storage:

Off street parking and storage shall be prohibited within a required setback.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2.106.06 Development Standards

All development in the CG zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the CG zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.106.05 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of ***Section 3.107.05***.

2. All primary buildings and structures, EXCEPT those described in ***Section 2.106.05.C.1***, shall be subject to the architectural guidelines of ***Section 3.107.06.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Landscaping and Sidewalks.

~~1.~~a. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

~~2.~~***b.*** The subject property shall be landscaped to the standards of ***Section 3.106.***

~~3.~~c. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** ***Section 3.108***;
   ~~a.~~b. **Subdivisions,** ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to ~~t~~ the applicable following standards and procedures:

   a. **Property Line Adjustment,** ***Section 5.101.07***.
   ~~a.~~b. **Replatting,** ***Section 3.108***.
   ~~a.~~c. **Vacation**, applicable Oregon Revised Statutes.

2.107 Downtown Development and Conservation (DDC)

2.107.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the DDC zone.

A. **Residential**

1. One dwelling unit in conjunction with a commercial use.

B. **Retail Trade**

1. **Bakeries.** (31181)

2. **Printing and related support activities** (323)

3. **Furniture and home furnishing stores** (442) INCLUDING:

~~e.~~a. Floor coverings and installation stores. (44221)
~~e.~~b. Window treatment and installation stores. (442291)
c. Used furniture stores. (45331)

~~4.~~2. **Electronics and appliance stores and repair** (44310) INCLUDING:

~~e.~~a. Camera shops. (44313)
~~e.~~b. Radio and TV stores. (443112)
c. Sewing machines stores. (443111)

~~5.~~3. **Building material and garden equipment dealers** (4441) LIMITED TO:

~~e.~~a. Paint, wallpaper, and interior decorating stores. (444120)
~~e.~~b. Hardware stores. (44413)
c. Light fixture stores. (444190)

~~6.~~4. **Garden supply store.** (44422)

~~7.~~5. **Food and beverage stores** LIMITED TO:

~~e.~~a. Delicatessen stores.
~~e.~~b. Meat markets. (44521)

~~e.~~c. Fish markets LIMITED TO sales only. (44522)

~~8.~~6. **Other specialty stores** (44529) LIMITED TO:

~~e.~~a. Candy, nut, confectionery stores. (445292)
~~e.~~b. Dairy products stores LIMITED TO sales only. (44529)

~~9.~~7. **Health and personal care stores** LIMITED TO:

~~e.~~a. Drug stores. (44611)
~~e.~~b. Optical goods stores. (44613)
c. Health food stores. (446191)
~~e.~~d. Hearing aid stores. (446199)

~~10.~~8. **Clothing and clothing accessories** (448) LIMITED TO:

~~e.~~a. Clothing stores. (44810)
~~e.~~b. Dressmaker and tailor shops.
c. Furriers and fur shops. (44819)
~~e.~~d. Jewelry, watch, and clock stores. (44815 & 44831)
~~e.~~e. Shoe stores. (44823)
~~e.~~f. Luggage stores. (44832)

~~11.~~9. **Sporting goods stores** (445111) INCLUDING:

~~e.~~a. Bicycle shops. (445111)
~~e.~~b. Gunsmiths and repair. (45111)

~~12.~~10. **Hobby, toy, and game stores** (45112) LIMITED TO:

~~e.~~a. Hobby shops. (45112)
~~e.~~b. Toy stores. (45112)

~~13.~~11. **Sewing, needlework and piece goods stores**. (45113)

~~14.~~12. **Music, piano, and musical instrument stores**. (45114)

~~15.~~13. **Record and CD stores**. (45122)

~~16.~~14. **Book stores**. (4523)

~~17.~~15. **Department stores**. (45211)

~~18.~~16. **Other general merchandise stores** (4529) INCLUDING variety stores. (45299)

~~19.~~17. **Miscellaneous store retailers**. (453)

~~c.~~a) Antique shops.
~~c.~~b. Artists supply stores. (453998)
c. Business machines, typewriters and repair. (453210)
~~c.~~d. Florist shops. (45311)
~~c.~~e. Gift, novelty, souvenir shops. (45322)
~~c.~~f. Greeting card stores. (45322)
~~c.~~g. Mail order house. (45411)
~~c.~~h. Orthopedic and artificial limb stores.
~~c.~~i. Pet stores. (45391)
~~c.~~j. Stationery stores. (45321)
~~c.~~k. Used merchandise stores. (45331)

~~C.~~B. **Transportation & Warehousing**

1. Support Activities for Rail Transportation (488210)
~~1.~~2. Postal service. (491)

~~D.~~C. **Information**

1. **Newspaper, periodical, and book publishing**. (5111)
~~1.~~2. **Radio and TV studios and offices** (5131) EXCEPT antennae and towers.
~~1.~~3. **Cable networks**. (5132)
~~1.~~4. **Telecommunications** (5133) EXCEPT telecommunication facilities subject to ***Section 2.204.03***.
5. **Information & data processing**. (514)

~~E.~~D. **Finance and Insurance**

1. **Finance and insurance** (52) EXCEPT check cashing, pay day loan and ~~and~~ cash transfer establishments [other than banks] as a predominant, ancillary, or required supporting use.

~~F.~~E. **Real Estate and Rental and Leasing**

1. **Real estate.** (531)
~~1.~~2. **Rental & leasing,** without outdoor display or storage. (532)

~~G.~~F. **Professional, Scientific & Technical Services**

1. **Legal services.** (5411)
~~1.~~2. **Accounting.** (5412)
~~1.~~3. **Architects and engineers.** (5413)
~~1.~~4. **Specialized design services** (5414) INCLUDING interior design services.
~~1.~~5. **Computer system design.** (5415)
~~1.~~6. **Management consulting.** (5416)
~~1.~~7. **Advertising.** (5418)
~~1.~~8. **Other professional services** (5419), EXCEPT veterinary service (541940) not contained in a building.

~~H.~~G. **Administrative & Support Services**

1. **Administrative and facilities support services.** (5611 and 5612)
~~1.~~2. **Employment services.** (5613)
~~1.~~3. **Business support services** INCLUDING copy shops. (5614)
~~1.~~4. **Travel and tour agencies.** (5615)
~~1.~~5. **Investigation and security services.** (5616)
~~1.~~6. **Services to buildings and dwellings** (5617), offices only.
~~1.~~7. **Other support services.** (56199)

~~I.~~H. **Educational Service**

1. **Educational services** (611) both public and private, LIMITED TO:

~~c.~~a. Elementary and secondary schools. (6111)
~~c.~~b. Community college. (6112)
c. Business schools. (6114)
~~c.~~d. Technical and trade schools. (6115)

~~J.~~I. **Health Care & Social Services**

1. **Ambulatory health care** (621) EXCEPT Ambulance service. (62191)
2. **Social services** (624) INCLUDING child day care services.

~~K.~~J. **Arts, Entertainment & Recreation**

1. **Museums and historic sites** (712) EXCEPT zoos (712130).
2. ———**Fitness and recreational sports** (71391)
3. **Community center.**

4. **Taxidermists.** (71151)

~~I.~~K. **Accommodation & Food Service**

1. **Hotels** (EXCEPT casino hotels) and motels. (72111)
~~1.~~2. **Bed and breakfast inns.** (21191)
~~1.~~3. **Food service and drinking places** (722) EXCEPT food contractors (7231) and mobile food service.

~~M.~~L. **Other Services**

1. **Personal care services** (8121) INCLUDING:
   a. Barber shops. (812111)
   ~~a.~~b. Beauty shops. (812112)
2. **Funeral home.** (812210)
~~2.~~3. **Laundry,** self service. (81231)
~~2.~~4. **Dry cleaning,** self service. (81231)
~~2.~~5. **Photo finishing.** (81292)
~~2.~~6. **Parking lots and garages** (81293) EXCEPT extended vehicle storage. (493190)
~~2.~~7. **All Other Personal Services** (81299) INCLUDING bail bonding and consumer buying services.
~~2.~~8. **Religious, civic, professional and similar organizations.** (813)

M. **Public Administration**

1. **Public administration** (92) INCLUDING government offices, courts, and police and fire stations.

N. **Streets and Utilities**

1. **Rights of way and easements and the improvements therein** for streets, water, sanitary sewer, gas, oil , electric and communication lines and for storm water facilities and for pump stations.

2.107.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the DDC zone:

A. **Complementary residential use** subject to ***Section 2.203.06.***

B. **Craft industries** subject to ***Section 2.203.07.***

C. **Delivery services** subject to ***Section 2.203.08.***

D. **Facilities during construction** subject to ***Section 2.203.10.***

E. **Temporary outdoor marketing and special events** subject to ***Section 2.203.19.***

2.107.03 Conditional Uses

The following uses may be permitted subject to obtaining conditional use approval:

A. **Multiple family dwelling units,** INCLUDING apartment houses.

B. **Nursing care facilities.** (6231)

C. **Assisted care facilities.** (62331)

D. **Grocery store, food market, food store.** (44511)

E. **Gasoline stations** (44719) INCLUDING repair services.

F. **Wine shops.**

G. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.107.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.107.04 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203.***

A. **Fence or free standing wall.**

2.107.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the DDC zone.

A. Lot Standards.

Lots in a DDC zone shall comply with the applicable standards of ***Table 2.1.12.***

TABLE 2.1.12 Lot Standards in a DDC Zone

In a DDC zone the lot area shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

There is no restriction on height in the DDC zone.

C. Setback and Buffer Standards.

Setback and buffers are subject to the DDC design guidelines of ***Section 3.107.07.***

2.107.06 Development Standards

All development -in the DDC zone shall comply with the applicable provisions of the ***WDO***. Where the standards of the DDC zone and the ***WDO*** differ, the standards of the DDC shall prevail.

A. Off Street Parking.

All parking and access standards of ***Sections 3.104 and 3.105*** shall apply EXCEPT that there shall be no required parking ratio for uses in the DDC zone.

B. Design Guidelines and Standards.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of ***Section 3.107.05.***

2. All development, EXCEPT that described in ***Section 2.107.B.1.***, shall be subject to the DDC zone architectural design guidelines and standards of ***Section 3.107.07.***

C. Signs.

Signs are subject to the DDC zone architectural design guidelines and standards of ***Section 3.107.07.***

D. Landscaping.

Landscaping is subject to the DDC zone architectural design guidelines and standards of ***Section 3.107.07.***

E. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104.***

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** ***Section 3.108***;
   ~~a.~~b. **Subdivisions,** ***Section 3.108***; or
   ~~a.~~c. **Planned Unit Development** ***Section 3.109.***

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

   a. **Property Line Adjustment,** ***Section 5.101.07.***
   ~~a.~~b. **Replatting,** ***Section 3.108.***
   ~~a.~~c. **Vacation**, applicable Oregon Revised Statutes.

2.108 ~~[Reserved for expansion.]~~Nodal Neighborhood Commercial (NNC)

2.108.01 Purpose

The Nodal Neighborhood Commercial zone is intended to serve the routine daily needs of nearby residents and employees. This zone is intended to be accessible to pedestrians and bicyclists, as well as automobiles. It may be applied as a stand-alone neighborhood commercial zone, or as part of a master planned nodal development in accordance with ***Section 2.115.***

2.108.02 Permitted Uses

All uses permitted in the Downtown Development and Conservation Zone (DDC) under WDO Section 2.108.01, when developed under the applicable development standards of the ***WDO***, are permitted in the NNC zone.

2.108.03 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the NNC zone:

A. **Complementary residential use** subject to ***Section 2.203.06.***

B. **Craft industries** subject to ***Section 2.203.07.***

C. **Delivery services** subject to ***Section 2.203.08.***

D. **Facilities during construction** subject to ***Section 2.203.10.***

E. **Temporary outdoor marketing and special events** subject to ***Section 2.203.19.***

F. **Grocery store, food market, food store**. (44511)

2.108.04 Conditional Uses

The following uses may be permitted subject to obtaining conditional use approval:

A. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.107.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.107.05 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202 and 2.203.***

A. **Fence or free standing wall.**

2.107.06 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the NNC zone.

A. Maximum ~~Site~~ Zone and Square Footage Requirement.

1. The maximum size for an NNC ~~site~~zone shall be 15 acres.

2. NNC sites should be located at least one half mile from the nearest Comprehensive Plan "Commercial" designation.

3. NNC sites should be served by at least one collector or arterial street.

The maximum floor area ~~for a grocery or department store shall be 50,000 square feet.~~

~~Otherwise, no~~ any single business in the NNC zone shall occupy more than ~~2~~60,000 square feet.

B. Lot Standards.

Lots in a NNC zone shall comply with the applicable standards of ***Table 2.1.13.***

TABLE 2.1.13 Lot Standards in a NNC Zone

In a NNC zone the lot area shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

D. Building Height.

The maximum building height shall be 45 feet in the NNC zone.

E. Setback and Buffer Standards.

Setback and buffers are subject to the DDC/NNC design guidelines of ***Section 3.107.07.***

2.107.07 Development Standards

All development in the NNC zone shall comply with the applicable provisions of the ***WDO***. If the NNC Zone is within a Nodal Overlay, the Nodal Overlay standards shall prevail. Otherwise, where the standards of the NNC zone and the ***WDO*** differ, the standards of the NNC shall prevail.

F. Off Street Parking.

All parking and access standards of ***Sections 3.104 and 3.105*** shall apply.

G. Design Guidelines and Standards.

1. Multiple density residential buildings shall be subject to the design standards or guidelines of ***Section 3.107.05***

2. All development, EXCEPT that described in ***Section 2.107.B.1.***, shall be subject to the NC/DDC zone architectural design guidelines and standards of ***Section 3.107.07.***

H. Signs.

Signs are subject to the NC/DDC zone architectural design guidelines and standards of ***Section 3.107.07.***

I. Landscaping.

1. Landscaping is subject to the NNC zone architectural design guidelines and standards of ***Section 3.107.07.***

2. At least one-half acre of public plaza area shall be dedicated and improved for every five acres of commercial and parking area development. The design of the public plaza shall be approved by the City Council.

J. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***. If an NNC site is within a designated Nodal Overlay, the master planning standards of ***Section 2.115*** shall be met prior to creation or alteration of any lot or parcel, and prior to approval of any street vacation.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions**, ***Section 3.108***;
   b. **Subdivisions**, ***Section 3.108***; or
   c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

   a. **Property Line Adjustment**, ***Section 5.101.07***.
   b. **Replatting**, ***Section 3.108***.
   c. **Vacation**, applicable Oregon Revised Statutes.

2.109 Industrial Park (IP)

2.109.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the IP zone.

A. **Construction**

1. **Building, developing and general contracting.** (233)
~~1.~~2. **Heavy construction.** (234)
~~1.~~3. **Special trade contractors.** (235)

B. **Manufacturing**

1. **Food manufacturing.** (311)
~~1.~~2. **Beverage and tobacco product manufacturing.** (312)
~~1.~~3. **Textile product mills.** (314)
~~1.~~4. **Apparel manufacturing.** (315)
5. **Leather and allied products manufacturing.** (316)
6. **Paper manufacturing** (317) limited to assembly.
~~6.~~7. **Printing and related support activities.** (318)
~~6.~~8. **Plastics and rubber product manufacturing.** (326)
~~6.~~9. **Fabricated metal products manufacturing.** (332)
~~6.~~10. **Machinery manufacturing.** (333)
~~6.~~11. **Computer and electronic product manufacturing.** (334)
~~6.~~12. **Electrical equipment, appliance and component manufacturing.** (335)
~~6.~~13. **Transportation equipment manufacturing.** (336)
~~6.~~14. **Furniture and related product manufacturing.** (337)
~~6.~~15. **Misc. manufacturing.** (339)

C. **Wholesale Trade**

1. **Wholesale trade, durable goods.** (421)
~~1.~~2. **Wholesale trade, non-durable goods** (422) EXCEPT motor vehicle wrecking yards.

D. **Educational Services**

1. **Technical and trade schools.** (6115)

E. Health Care

1. **Ambulance services.** (62191)

F. Other Services

1. **Dwelling** for caretaker or watchperson.
~~1.~~2. **Parking lots and garages** (81293)

G. **Public Administration and Facilities**

1. **Fire protection.** (922160)
~~1.~~2. **Government maintenance facilities and storage yards.**

H. **Streets & Utilities**

1. **Rights of way and easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

2.109.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the IP zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02.***

B. **Delivery services** subject to ***Section 2.203.08.***

C. **Facilities during construction** subject to ***Section 2.203.10.***

D. **Industrial sales** subject to ***Section 2.203.14.***

E. **Mobile food service** subject to ***Section 2.203.17.***

2.109.03 Conditional Uses

The following uses may be permitted in the IP zone subject to the applicable development standards of the ***WDO*** and the conditions of conditional use approval:

A. **Manufacturing**

1. **Wood products manufacturing.** (321)
~~1.~~2. **Chemical manufacturing.** (325)

B. **Transportation and Warehousing**

1. **Truck transportation.** (484)
~~1.~~2. **Transit and ground transportation.** (485)
~~1.~~3. **Freight transportation arrangement.** (488510)
~~1.~~4. **Warehousing and storage-.** (493)
~~1.~~5. **Self- and mini-storage.**

C. Food Services

1. **Food services and drinking places** (722) for industrial employees EXCEPT mobile food service.

D. Other Services

1. **Commercial and industrial machinery and equipment repair.** (8113)
~~1.~~2. **Recycling centers.**

E. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.109.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.109.04 Specific Conditional Uses

The uses permitted by the following designation may be allowed in the IP zone subject to approval as a conditional use that conforms to the specific standards referenced below, the applicable provisions of the ***WDO*** and all other applicable conditions of approval.

A. **Telecommunications Facilities** subject to ***Section 2.204.03.***

2.109.05 Accessory Uses

The following uses are permitted as accessory uses subject to ***Section 2.203.***

A. **Fence or free standing wall.**

2.109.06 Dimensional Standards

Except as modified by the SWIR Overlay District, t~~T~~he following dimensional standards shall be the minimum requirements for all development in the IP zone.

A. Lot Standards.

Lots in an IP zone shall comply with the applicable standards of ***Table 2.1.15.***

TABLE 2.1.15 Lot Standards in an IP Zone

In an IP zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

The maximum height of buildings shall not exceed 45 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (but EXCEPT telecommunication facilities), shall not exceed 70 feet.

C. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

The minimum setback abutting a street shall be 10 feet plus any Special Setback, ***Section 3.103.05.***

b. Off street parking, Maneuvering and Storage:

1) Off street parking and storage shall be prohibited within a required setback.

2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance ***Section 3.104.***

2. Interior Side and Rear Yard Setbacks.

a. Development in an IP zone shall be subject to the setback and buffer requirements of ***Table 2.1.16.***

TABLE 2.1.16 Interior Yard and Buffer Standards for IP Zones

Abutting Property	Landscaping	Wall	Interior Setback
RS, RIS, RM, CO, P/SP Zone; or **Existing residential unit**	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Solid brick or architectural wall with anti-graffiti surface, no less than 6 ft. or greater than 9 ft. in	30 ft.
CCG, DDC, IP or IL zone	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	Alternative A: Wall requirements shall be with the applicable Design Review process. ---------- Alternative B: No wall required.	Alternative A: 5 ft. ---------- Alternative B: Zero setback abutting a building wall.

b. The building setback from a private access easement shall be a minimum of 5 feet.

c. Off Street Parking, Maneuvering and Storage:

Off street parking and storage shall be prohibited -within a required setback.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2.109.07 Development Standards

All development in the IP zone shall comply with the applicable provisions of the ***WDO***, including ~~-~~SWIR Overlay District standards where applicable. The following standards specifically apply to uses in the IP zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.109.06 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines.

All primary buildings and structures shall be subject to the architectural guidelines of ***Section 3.107.08.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. The subject property shall be landscaped to the standards of ***Section 3.106.***

3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and procedures:

   a. **Partitions,** *Section 3.108*;
   ~~a.~~b. **Subdivisions,** *Section 3.108*; or
   ~~a.~~c. **Planned Unit Development** *Section 3.109*.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

a. **Property Line Adjustment,** ***Section 5.101.07.***
~~a.~~b. **Replatting,** ***Section 3.108.***
~~a.~~c. **Vacation,** applicable Oregon Revised Statutes.

2.110 Light Industrial (IL)

2.110.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO***, are permitted in the IL zone.

A. **Construction**

1. **Building, developing and general contracting.** (233)
~~1.~~2. **Heavy construction.** (234)
~~1.~~3. **Special trade contractors.** (235)

B. **Manufacturing**

1. **Food manufacturing.** (311)
~~1.~~2. **Beverage and -tobacco product -manufacturing.** (312)
~~1.~~3. **Textile product mills.** (314)
~~1.~~4. **Apparel manufacturing.** (315)
5. **Leather and allied products manufacturing.** (316)
6. **Paper manufacturing** (317) limited to assembly.
~~6.~~7. **Printing and related support activities-.**(318)
~~6.~~8. **Wood products manufacturing.** (321)
~~6.~~9. **Plastics and rubber product manufacturing.** (326)
~~6.~~10. **Nonmetallic mineral product manufacturing.** (327)
~~6.~~11. **Fabricated metal products manufacturing.** (332)
~~6.~~12. **Machinery manufacturing.** (333)
~~6.~~13. **Computer and electronic product manufacturing.** (334)
~~6.~~14. **Electrical equipment, appliance and component manufacturing.** (335)
~~6.~~15. **Transportation equipment manufacturing.** (336)
~~6.~~16. **Furniture and related product manufacturing.** (337)
~~6.~~17. **Misc. manufacturing.** (339)

C. **Wholesale Trade**

1. **Wholesale trade, durable goods.** (421)
~~1.~~2. **Wholesale trade, ~~nondurable~~non-durable goods** (422) EXCEPT motor vehicle wrecking yards.

D. **Retail Trade**

1. **Auction houses** EXCEPT livestock and poultry sales.

E. **Transportation and Warehousing**

1. **Truck transportation.** (484)
~~1.~~2. **Transit and ground transportation.** (485)
~~1.~~3. **Freight transportation arrangement.** (488510)
~~1.~~4. **Warehousing and storage.** (493)
~~1.~~5. **Self- and mini-storage.**

F. **Educational Services**

1. **Technical and trade schools.** (6115)

G. **Health Care**

1. **Ambulance services.** (62191)

H. **Other Services**

1. **Commercial and industrial machinery and equipment repair.** (8113)
~~1.~~2. **Dwelling** for caretaker or watchperson.
~~1.~~3. **Parking lots and garages** (81293)

I. **Public Administration and Facilities**

1. **Fire protection.** (922160)
~~1.~~2. **Government maintenance facilities and storage yards.**

J. **Streets & Utilities**

1. **Rights of way and easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines and for storm water facilities and for pump stations.

2.110.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the IL zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02***.

B. **Delivery services** subject to *Section 2.203.08.*

C. **Facilities** during construction subject to ***Section 2.203.10.***

D. **Mobile food service** subject to ***Section 2.203.17.***

2.110.03 Conditional Uses

The following uses may be permitted in the IL zone subject to the applicable development standards of the ***WDO*** and the conditions of conditional use approval:

A. **Manufacturing**

1. **Paper manufacturing.** (322)
~~1.~~2. **Petroleum and coal products manufacturing** (324) with all storage underground.
~~1.~~3. **Chemical manufacturing.** (325)
~~1.~~4. **Primary metal manufacturing.** (331)

B. **Food Services**

1. **Food services and drinking places** (722) for industrial employees, EXCEPT mobile food service.

C. **Other Services**

1. **Motor vehicle wrecking yards.**
~~1.~~2. **Recycling centers.**

D. **Government and public utility buildings and structures** EXCEPT ***uses permitted in Section 2.110.01*** and telecommunications facilities subject to ***Section 2.204.03.***

2.110.04 Specific Conditional Uses

The uses permitted by the following designation may be allowed in the IL zone subject to approval as a conditional use that conforms to the specific standards referenced below, the applicable provisions of the ***WDO*** and all other applicable conditions of approval.

A. **Telecommunications Facilities** subject to ***Section 2.204.03.***

2.110.05 Accessory Uses

The following uses are permitted as accessory uses subject to ***Section 2.203.***

A. **Fence or free standing wall.**

2.110.06 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the IL zone.

A. Lot Standards.

Lots in a IL zone shall comply with the applicable standards of ***Table 2.1.17.***

TABLE 2.1.17 Lot Standards in an IL Zone

In an IL zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

The maximum height of buildings shall not exceed 70 feet, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall not exceed 100 feet.

C. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

The minimum setback abutting a street shall be 10 feet plus any Special Setback, ***Section 3.103.05.***

b. Off Street Parking, Maneuvering and Storage:

1) Off street parking and storage shall be prohibited within a required setback.

2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2. Interior Side and Rear Yard Setbacks.

a. Development in an IL zone shall be subject to the setback and buffer requirements of ***Table 2.1.18.***

TABLE 2.1.18 Interior Yard and Buffer Standards for IL Zones

Abutting Property	Landscaping	Wall	Interior Setback
RS, RIS, RM, CO, P/SP Zone; or **Existing residential unit**	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Solid brick or architectural wall with anti-graffiti surface, no less than 6 ft. or greater than 9 ft. in	30 ft.
CCG, DDC, IP or IL zone	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	Alternative A: Wall requirements shall be with the applicable Design Review process.	Alternative A: 5 ft.
		---------- Alternative B: No wall required.	---------- Alternative B: Zero setback abutting a building wall.

b. The building setback from a private access easement shall be a minimum of 5 feet.

c. Off Street Parking, Maneuvering and Storage:

Off street parking and storage shall be prohibited -within a required setback.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with ***Section 3.104.***

2.110.07 Development Standards

All development in the IL zone shall comply with the applicable provisions of the ***WDO***. The following standards specifically apply to uses in the IL zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.110.06 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines.

All primary buildings and structures shall be subject to the architectural guidelines of ***Section 3.107.08.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. The subject property shall be landscaped to the standards of ***Section 3.106.***

3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and procedures:

~~a.~~
a. **Partitions**, ***Section 3.108***;
b. **Subdivisions**, ***Section 3.108***; or
~~b.~~c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

a. **Property Line Adjustment,** ***Section 5.101.07***.
~~a.~~b. **Replatting,** ***Section 3.108***.
~~a.~~c. **Vacation**, applicable Oregon Revised Statutes.

2.111——Public and Semi-Public (P/SP)

2.111.01 Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** are permitted in the P/SP zone.

A. **Golf Course,** without a driving range.

B. Parks.

C. **Playgrounds.**

D. **Rights of way, easements and the improvements therein** for streets, water, sanitary sewer, gas, oil, electric and communication lines, for storm water facilities and for pump stations.

2.111.02 Special Permitted Uses

The following uses, when developed under the applicable development standards of the ***WDO*** including the special development standards of ***Section 2.203***, are permitted in the P/SP zone.

A. **Agricultural practices** without livestock subject to ***Section 2.203.02***.

B. **Delivery services** subject to ***Section 2.203.08.***

C. **Facilities during construction** subject to ***Section 2.203.10.***

D. **Temporary outdoor marketing and special events** subject to ***Section 2.203.19.***

2.111.03 Conditional Uses

The following uses may be permitted in the P/SP zone subject to the applicable development standards of the ***WDO*** and to the conditions of conditional use approval:

A. Ambulatory health care facilities. (621)

B. Aquatic facility.

C. **Cemetery**. (812220)

~~D.~~1.—**Elementary and secondary schools (6111).**

~~E.~~2. **Golf driving range** in conjunction with a golf course.

~~F.~~

~~G.~~D. **Government and public utility buildings and structures** EXCEPT uses permitted in ***Section 2.111.01*** and telecommunications facilities subject to ***Section 2.204.03***.

~~H.~~E. **Hospitals**. (622)

~~I.~~F. **Play or Ball Field.**

~~J.~~G. **Public parking lots and garages** (81293) EXCEPT extended vehicle storage. (4939190) and parking as an Accessory Use.

2.111.04 Accessory Uses

The following uses are permitted as accessory uses subject to ***Sections 2.202.***

A. **Dwelling** for caretaker or watchperson.

B. **Fence or free standing wall.**

C. **Public parking** for uses in the same zoning district.

2.111.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the P/SP zone.

A. Lot Standards.

Lots in a P/SP zone shall comply with the applicable standards of ***Table 2.1.19.***

TABLE 2.1.19 Lot Standards for Uses in a P/SP Zone

In a P/SP zone the lot area for a non-residential use shall be adequate to contain all structures within the required setbacks. There shall be no minimum width or depth.

B. Building Height.

The maximum height of buildings, EXCEPT chimneys, spires, domes, flag poles and other features not used for human habitation (EXCEPT telecommunication facilities), shall be 35 feet.

C. Setback and Buffer Improvement Standards.

1. Front Yard Setback and Setback Abutting a Street:

a. Dimensions:

The minimum setback abutting a street shall be 20 feet plus any Special Setback, ***Section 3.103.05.***

b. Off Street Parking, Maneuvering and Storage:

1) Off street parking and storage shall be prohibited within a required setback.

2) The distance between the sidewalk on a public street and a loading dock shall be sized to preclude vehicles using the dock from projecting over the sidewalk.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

d. Vehicular Access: Permitted in conformance with ***Section 3.104.***

~~2.~~1. Interior Side and Rear Yard Setbacks.

a. Development in an P/SP zone shall be subject to the setback and buffer requirements of ***Table 2.1.20.***

TABLE 2.1.20 Interior Yard and Buffer Standards for P/SP Zones

Abutting Property	Landscaping	Wall	Interior Setback
Permitted Use in a P/SP Zone Abutting **RS, RIS, RM, CO, P/SP,** **Existing residential unit.**	All interior yards shall be fully landscaped subject to *Section 3.106.*	No wall required.	20 feet.
Conditional and/or Accessory Use in a P/SP Zone Abutting:	There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.	Wall requirements shall be determined in conjunction with the applicable Design Review process.	24 ft. from any portion of main building 16 ft. or less in height.
RS, RIS, RM, CO, P/SP Zone; or			30 ft. from any portion of a main building more than 16 ft. and less than 28 ft. in height.
Existing residential unit.			36 ft. from any portion of a main building more than 28 ft. and less than 35 ft. in height.
Conditional and/or Accessory Use in a P/SP Zone Abutting: **DDC, CG. IP or IL zone.**	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	Wall requirements shall be determined in conjunction with the applicable Design Review process.	20 ft.

b. The building setback from a private access easement shall be a minimum of 5 feet.

c. Off Street Parking, Maneuvering and Storage:

Off street parking and storage shall be prohibited within a required setback.

d. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

e. Vehicular Access: Permitted in conformance with Woodburn Access Management Ordinance and ***Section 3.104.***

2.111.06 Development Standards

All development in the P/SP zone shall comply with the applicable provisions of the

WDO. The following standards specifically apply to uses in the P/SP zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of ***Section 2.111.05 and Section 3.105.***

B. Setbacks and Lots, Generally.

Setbacks and lots shall be subject to ***Section 3.103.***

C. Architectural Design Guidelines.

All primary buildings and structures shall be subject to the architectural guidelines of ***Section 3.107.06.***

D. Signs.

Signs shall be subject to the Woodburn Sign Ordinance.

E. Landscaping and Sidewalks.

1. The street frontage of a subject property shall be improved with either property line sidewalks and street trees or curb line sidewalks. The improvement shall be determined at the time of subdivision, PUD or design review as applicable. Sidewalks and trees shall be installed by the property owner to the standards of ***Section 3.101 and 3.106***.

2. The subject property shall be landscaped to the standards of ***Section3.106.***

3. Common refuse collection facilities shall be screened on all sides by an architectural block wall and solid gate, both with an anti-graffiti surface, a minimum of six feet and a maximum of seven feet in height.

F. Property Disposition.

All uses shall be established and conducted on lots of record, as defined by ***Section 1.102*** and developed to the public facility and access standards of ***Sections 3.101, 3.102 and 3.104***.

1. New lots of record shall be subject to the following standards and

procedures:

a. **Partitions**, ***Section 3.108***;
b. **Subdivisions**, ***Section 3.108***; or
~~b.~~c. **Planned Unit Development** ***Section 3.109***.

2. Alteration of the property lines of existing lots of record shall be subject to the applicable following standards and procedures:

a. **Property Line Adjustment,** ***Section 5.101.07***.
b. **Replatting,** ***Section 3.108***.
c. **Vacation**, applicable Oregon Revised Statutes.

2.112 Neighborhood Conservation Overlay District (NCOD)

2.112.01 Purpose

To conserve the visual character and heritage of Woodburn's oldest and most central neighborhood.

2.112.02 Boundaries of the NCO District

The area encompassed by the Neighborhood Conservation Overlay (NCOD) district are depicted in ***Figure NCOD-1.***

2.112.03 Applicable Provisions

The ***NCOD*** provides the basis for specific architectural design guidelines. The NCOD architectural guidelines are contained in ***Section 3.107.04.*** The guidelines are applicable to all single family and duplex dwellings, both existing and proposed.

2.113 ~~Significant~~ Riparian Corridor and Wetlands Overlay District (~~SWOD~~RCW)

2.113.01 Purpose

To conserve significant riparian corridors, undeveloped floodplains and locally significant wetlands in keeping with the requirements of State Planning Goals 5 (Natural Resources), 6 (Water Quality) and 7 (Natural Hazards), ~~and~~ applicable state statutes and administrative rules, the Woodburn Comprehensive Plan and the Marion County Growth Management Framework Plan.~~.~~

2.113.02 Boundaries of the ~~SWO~~ RCW Overlay District

The general location ~~boundary~~ of the ~~Significant~~ Riparian Corridor and Wetlands (RCW) Overlay District ~~(*SWOD*) shall~~ is shown on the 2003 Buildable Lands Inventory Map, the Woodburn Comprehensive Plan Map, and the Woodburn Zoning Map (for areas within the City Limits). The ~~SWOD~~RCW includes locally significant wetlands, the 100-year floodplain outside of developed areas, and the designated riparian corridors.~~be defined by the "significant wetlands" as delineated on the "City of Woodburn Local Wetlands Inventory and Riparian Assessment," prepared by Shapiro and Associates, Inc., dated January 5, 2000. The "significant wetlands" as defined by the Assessment are: MC-1, MC-2, MC-3, MC-5, MC-6, MC-7, MC-8, MC-16, SC-1, SC-2 and SC-3.~~

2.113.03 Permitted Uses Within RCW Overlay District.

A. Trails.

B. Passive recreation uses and activities.

C. Maintenance of existing structures, lawns and gardens.

D. Normal maintenance and expansion of existing public facilities.

E. Removal of invasive (non-native) plant species.

2.113.03 Conflicting Uses and Activities

A. The following uses and activities conflict with the conservation of riparian corridors, EXCEPT where associated with a permitted use listed in *Section 2.113.03*:

1. Removal of native vegetation.

2. Grading, fill and removal.

3. New public facilities and streets.

4. New residential, commercial, industrial, or public semi-public construction.

5. Expansion of existing buildings or structures.

B. Where a conflicting use is proposed on a parcel within, or partially within the RCW Overlay District, the applicant shall be responsible for precisely mapping the location of streams, wetlands, floodplains and riparian corridors if any conflicting use or activity is proposed within the RCW Overlay District.

C. **If the riparian corridor includes a locally significant wetland, the Division of State Lands (DSL) must concur in the delineation before an application may be deemed complete.**

2.113.04 Avoidance Option

A. If the applicant chooses to avoid conflicting uses and activities within the mapped riparian corridor, no further RCW review is required.

B. For land divisions and new commercial, industrial, or multi-family development applications:

1. Density may be transferred from unbuildable riparian corridors to buildable land through the Planned Development process.

2. The applicant shall be responsible for conserving the riparian corridor, through dedication, conservation easements, or other means approved by the City Attorney.

2.113.04 RCW Review Option

If conflicting uses or activities are proposed within the mapped RCW overlay district, an RCW permit is required, pursuant to *Section 5.101.11*.

~~**Applicable Provisions**~~

~~The uses and activities that require review with respect to a Significant Wetlands Overlay District permit and the procedures for such a permit are stated in ***Section 5.101.11.***~~

2.114 Southwest Industrial Reserve Overlay District (SWIR)

2.114.01 Purpose

To protect suitable industrial sites in Southwest Woodburn, near Interstate 5, for the exclusive use of targeted industries identified in the Woodburn Economic Opportunities Analysis (EOA). This broad objective is accomplished by master planning, retention of large industrial parcels, and restricting non-industrial land uses.

2.114.02 Boundaries of the SWIR District

The area encompassed by the Southwest Industrial Overlay District is shown on the Woodburn Comprehensive Plan Map.

2.114.03 Permitted, Special and Conditional Uses

Uses allowed ~~Permitted and conditional uses allowed~~ in the *Industrial Park* zone, ***Section 2.109.01-03***, are allowed the SWIR Overlay District through the master planning process, subject to other applicable provisions of the WDO and this chapter.

~~The Council may approve specific special or conditional uses as part of a master plan that meets the requirements of ***Section 2.114.06***.~~

~~Otherwise, special and conditional approval is required on a *case-by-case basis*.~~

2.114.05 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development within the SWIR Overlay District. These standards supersede the base zone dimensional standards in ***Section 2.109.06***.

A. Parcel and Land Division Standards

1. Land divisions may only be approved following approval of a master plan as required in ***Section 2.114.07***.

2. Parcels of sufficient size to meet planned industrial siting needs shall be retained as shown on ***Table 2.1.21*** within the SWIR Overlay District:

Table 2.1.21 Required Minimum Site Sizes for Specific Parcels

Tax Lot Number(s)	***Buildable Site Acres***	***Retained Site Size***	***Land Division Permitted?***
		West of Interstate 5	
52W11 Tax Lot 300	*91*	*1 @ 25* *1 @ 10* *2 @ 5*	*Yes, with Master Plan approval*
Eastern portions of 52W14 Tax Lots 400 and 500	*70*	*1 @ 70 acres*[1] *Reserved for Firm > 200 employees*	*No*
	19	*1 @ 19*	*No (Access from TL 300 required)*
52W14 Tax Lot 200	*9*	*1 @ 9*	*No*
52W14 Tax Lot 600	*13*	*1 @ 13*	*No*
West of I-%5 Tax Lots	***204***	***See above***	***See above***
		East of Interstate 5	
52W13 Tax Lot 1100, 52W14 Tax Lots 1500 and 1600[12]	*100*	*1 @ 100 acres*[2] *Reserved for Firm > 300 employees*	*No, ROW dedication required*
52W14 Tax Lot 800	*44*	*1 @ 15* *1 @ 10*	*Yes, with Master Plan approval; ROW dedication required*
52W14 Tax Lot 900	*36*	*1 @ 10* *1 @ 25*	*Yes, with Master Plan approval; ROW dedication required*
52W14 Tax Lot 1000	*9*	*1 @ 9*	*No*
52W14 Tax Lot 1100	*20*	*1 @ 20*	*No*
East of I-5 Tax Lots	***209***	***See above***	***~~No~~See above***

[1] *Note: Southern portions of Tax Lots 400 and 500 are considered one 70-acre site; neither parcel may be developed as a separate unit. The entire 70-acre site must be reserved for a single industrial user.*

[2] *Note: Tax Lots 1100, 1500 and 1600 are considered one 100-acre site; none of these parcels may be developed individually. ROW dedication will be required from Tax Lot 1500 to allow adequate spacing between intersection of Parr Road and Butteville Road, near I-5 Overpass.*

B. Building height, setback and buffer improvements, interior side and rear yard setbacks and the provisions of ***Table 2.1.16,*** of the IP Zone shall apply to development within the SWIR Overlay District.

2.114.06 Development Standards

The development standards in ***Section 1.109.07*** shall apply to all development within the

SWIR Overlay District.

2.114.07 Master Planning Requirement

A. A master development plan shall be approved by the City Council for the entire SWIR Overlay District, prior to ~~city or county~~ approval of any application for:

1. Annexation.

2. Land division.

3. Grading or building permit.

B. The required master plan shall show:

1. **The location and rights-of-way for existing and planned arterial, collector and local access streets. These streets shall provide access to all existing and proposed parcels, generally as shown on the Woodburn Transportation System Plan map (2003).**

2. The location and size of existing and planned sanitary sewer, storm water and water facilities, at adequate levels to serve existing and proposed industrial development.

3. Show that location and area of the RCW Overlay District as it affects existing and proposed industrial parcels. Planned streets and public facilities that cannot reasonably avoid the protected riparian corridor shall be indicated. All industrial development shall avoid the riparian corridor.

4. Planned land divisions, consistent with the site sizes indicated in ***Table ~~1~~2.1.21***.

5. Planned pedestrian and bicycle connections within the SWIR Overlay District as shown on the TSP (2003), and pedestrian and bicycle connections from to Parr Road Nodal residential, commercial and park areas.

2.114.08 Removal of the SWIR Overlay District

A. Removal of the SWIR Overlay District from parcels that are currently within the district is not anticipated during the 20-year planning period.

B. Removal of the SWIR Overlay District from any area or parcel shall require the following:

1. A revised Economic Opportunities Analysis and Industrial Site Suitability Analysis, consistent with the Goal 9 Rule (OAR Chapter 660, Division 9).

2. A new Statewide Planning Goal 2 Exception, that explains why other land within or adjacent to the UGB that does not require an exception cannot meet the purported need.

3. A Comprehensive Plan Amendment, that demonstrates compliance with all applicable Statewide Planning Goals, applicable goals and policies of the Marion County Framework Plan, and applicable goals and policies of the Woodburn Comprehensive Plan.

4. A zoning map amendment that demonstrates consistency with the Woodburn Comprehensive Plan.

2.115 Nodal Overlay Districts

2.115.01 Purpose

Nodal overlay districts encourage neighborhood-serving commercial developments surrounded by well-designed multi-family, attached single family (row houses) and small lot single family development, with active and accessible parks. The intent is to provide a community identity and services to higher density, nodal residential development within walking distance (generally one-half mile or less) of the center. Nodal development will be designed with a pedestrian focus, with interconnected streets and pedestrian walkways, alleys serving garages located at the rear of lots, and with limited parking. To ensure that land is efficiently used within the UGB, master plans shall be required for land within Nodal Overlay districts.

2.115.02 Boundaries of Nodal Overlay Districts

A. The area encompassed by the Nodal Overlay Districts are shown on the Woodburn Comprehensive Plan Map and the Woodburn Zoning Map.

1. The Parr Road Nodal Overlay includes three Nodal Overlay Districts:

a. The Nodal Neighborhood Commercial (NNC) Zone is located near the intersection of Parr Road and Evergreen Avenue.

b. The Medium Density Residential Nodal (RMN) Overlay District along Evergreen Avenue and surrounding the NNC.

c. The Nodal Single Family Residential (RSN) Overlay District that comprises the remainder of the Nodal Overlay.

2. **Reserved.**

2.115.03 Permitted, Special and Conditional Uses

A. Nodal Single Family Residential (RSN) Overlay District.

Permitted, special and conditional uses allowed in the *Single Family Residential (RS)* zone, ***Section 2.102.01-03***, are allowed the RSN Overlay District, subject to other applicable provisions of ***Section 2.101.06-08***, the WDO, and special

development standards of ***Section 2.115.03 and 06***. In particular, SFN development proposals must meet the design standards of ***Section 3.107.02-03.*** In addition:

1. Small-lot single family detached housing with alley access is permitted subject to special development standards of ***Section 2.115.03***.

B. Nodal Medium Density Residential (RMN) Overlay District.

Permitted, special and conditional uses allowed in the *Medium Density Residential (RM)* zone, ***Section 2.104.01-03***, are allowed the RMN Overlay District, subject to other applicable provisions of ***Section 2.104.06-08***, the WDO, and special development standards of this Overlay District. In particular, RMN development proposals must meet the design standards of ***Section 3.107.05-06.*** In addition:

1. Attached single family housing (row homes) with alley access are permitted subject to special design standards of ***Section 2.115.04***.

2. Detached single family and manufactured dwellings on individual lots are subject to the special development standards for small lot single family dwellings in ***Section 2.115.03***.

C. Nodal Neighborhood Commercial (NNC) Zone.

The NNC Zone may be applied as the center of a Nodal Overlay District, or as a stand alone neighborhood commercial zone. Permitted, special and conditional uses allowed in the *Nodal Neighborhood Commercial (NNC)* zone, ***Section 2.108.02-04***, are allowed the NNC Overlay District, subject to other applicable provisions of ***Section 2.108.05-07*** and the WDO. In particular, NNC development proposals must meet the design standards of ***Section 3.107.07***, applicable to both the DDC and the NNC Zones.

2.115.03 Nodal Single Family Residential (SFN) Dimensional and Development Standards

A. The base RS zone dimensional standards shall apply to all development within the RSN Overlay District. In case of conflict, the standards of this section supersede the RS zone dimensional standards in ***Section 2.102.06***.

B. Parcel and Land Division Standards

1. Land divisions may only be requested following approval of a master plan as required in ***Section 2.115.06.***

2. A minimum density of ~~8.7~~7.9 dwelling units per net buildable acre (after excluding public rights-of-way, public tracts, common open space, and land protected by the RCW overlay district) shall be required through the land division or PUD process.

3. Standard single family residential lots in the RSN Overlay District shall comply with the standards of Table 2.1.1 in the RS zone.

4. Non-residential lots shall comply with the standards of ***Table 2.1.2*** in the RS zone.

5. Small-lot single family residential lots in an RSN Overlay District shall comply with the standards of **Table 2.1.22.** Flag lots are not permitted.

TABLE 2.1.22 Small Lot Residential Standards in RSN Overlay

Use Type and Location	Minimum Lot Area	Minimum Lot Width	Average Lot Depth	Minimum Street Frontage
A. Small Lot Single Family Dwelling, Site Built; & Residential Sales Office				
Interior Lot				
1. For an interior lot.	4000 sq. ft.	45 ft.	80 ft.	40 ft.
Corner Lot				
2. For a corner lot.	5000 sq. ft.	60 ft.	80 ft.	50 ft.
4. For a cul de sac lot.	4000 sq. ft.	45 ft.	80 ft.	30 ft.

C. Building Height. The maximum height of buildings and structures within the RSN Overlay District shall not exceed 35 feet, EXCEPT chimneys, spires, domes, flag poles and other features (EXCEPT telecommunication facilities subject to ***Section 2.204.03*** not used for human habitation, which shall not exceed 70 feet.

D. Setback and Buffer Improvement Standards for Small Lot Single Family. The following standards apply only to small lot single family dwellings with alley access. Setback and Buffer Improvement Standards for other uses are found in

the ***RS zone.***

1. Front Yard Setback and Setback Abutting a Street: The minimum setback abutting a street, or front property line for small lot single family dwellings shall be 10 feet plus any Special Setback, ***Section 3.103.05.***

2. Off Street Parking, Maneuvering and Storage:

   a. In addition to meeting the requirements of ***Section 2.102.06.C,*** vehicular access directly to a public street is prohibited and alley access to garages facing the alley is required. Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage.

   b. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

3. Interior Side Yard and Interior Rear Yard Setbacks for Small Lot Single Family.

   a. Dimensions:

      1) Side Yard Setback. The minimum side yard setback shall be 5 feet.

      2) Rear Yard Setback. The rear yard setback (as defined in ***Section 1.102***) for all lots shall be 20 feet.

      3) Alley requirement. Alleys shall be dedicated and paved to a width of 20 feet. No parking shall be allowed within any alley right-of-way.

   b. Off Street Parking, Maneuvering and Storage:

      1) Off street parking, maneuvering and storage shall not be permitted in the side or front yard setback.

      2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest paved edge of the alley.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards of ***Section 3.103.10.***

E. Architectural Design Standards. In addition to meeting the architectural design standards of ***Section 3.107.03,*** small lot single family homes shall meet the following design standards. In cases of conflict with other sections of the WDO, these standards prevail.

1. Two-car garages shall be required, facing directly on to an alley. Vehicular access to the garage from the street shall be prohibited.

2. At least 25% of the ground level façade facing the street shall be windows.

3. Covered front porches of at least ~~120~~60 square feet shall be required with no dimension of less than 6 feet..

4. The maximum permitted front porch setback shall be 15 feet.

5. Direct pedestrian access from the street to the front porch shall be provided.

6. A front yard landscaping and maintenance plan shall be required for all small single family lots prior to preliminary plat approval.

G. Other RS Development Standards. ***Section 2.102.07*** provisions related to architectural design standards, signs, accessory uses and structures, landscaping and sidewalks, landscaping, sidewalks, lot coverage, and property disposition are controlled by the underlying ***RS zone***, EXCEPT where specifically superceded by the provisions of the RSN Overlay District.

2.115.04 Nodal Medium Density Residential (MRN) Dimensional and Development Standards

A. The base **MR** zone dimensional standards shall apply to all development within the MRN Overlay District. In case of conflict, the standards of this section supersede the MR zone dimensional and development standards in ***Section 2.102.06-07.***

B. Parcel and Land Division Standards

1. Land divisions may only be requested following approval of a master plan as required in ***Section 2.115.06.***

2. A minimum density of ~~17.6~~19 multi-family, or 10 duplex or rowhouse dwelling units per net buildable acre (after excluding public rights-of-way, public tracts, common open space, and land protected by the RCW overlay district) shall be required through the land division or PUD process.

3. Single family and manufactured dwelling residential lots in the MRN Overlay District shall comply with the provisions for small lot single family dwellings in ***Section 2.115.03.***

4. Non-residential lots shall comply with the standards of ***Table 2.1.6*** in the RM zone.

5. Multi-family and attached single family (row house) residential lots in an MRN Overlay District shall comply with the standards of **Table 2.1.23.** Flag lots are not permitted.

TABLE 2.1.23 Residential Lot Standards in MRN Overlay

Use Type and Location	Minimum Lot Area / Maximum Density	Minimum Lot Width	Average Lot Depth	Minimum Street Frontage
A. Row Homes with Alley Access				
1. For an interior lot.	3,000 sq. ft.	28 ft.	80 ft.	28 ft..
2. For a corner lot or cul de sac lot.	3600 sq. ft.	40 ft.	80 ft.	40 ft.
B. Duplex dwellings on an individual lot	8,000 sq. ft.	80 ft.	90 ft.	80 ft.
C. **Multifamily Dwellings**		200 ft.	200 ft.	200 ft.
1. Minimum Development Area	2 Acres			
2. Maximum residential density	24 units /net acre			
B. Assisted living facility (62331) or **nursing care facility** (6231)				
1. Minimum Development Area	2 acres	200 ft.	200 ft.	200 ft.
2. Maximum residential density	32 units / net acre			

C. Building Height.

The maximum height of buildings and structures within the RSN Overlay District shall not exceed 45 feet, EXCEPT chimneys, spires, domes, flag poles and other features (EXCEPT telecommunication facilities subject to ***Section 2.204.03*** not used for human habitation, which shall not exceed 70 feet.

D. Setback and Buffer Improvement Standards for Multi-Family Residential.

1. Front and street ~~, rear and~~ side yard setbacks for multi-family and duplex residential uses ~~abutting other zones~~ shall be a minimum of 10 feet and a maximum of 15 feet. R~~from 10-15 feet,~~ear and side yard setbacks shall be a minimum of 10 feet, EXCEPT where:

   a. Abutting a commercial or industrial zone, or an arterial or collector street, in which case the minimum street setback shall be ~~from~~ 20~~20-25~~ feet; or

   b. Side and rear yards a~~A~~butting an ~~SR~~ RS base zone~~, in which case the minimum setback~~ shall be 10 feet for the first floor, and 5 feet for each additional story.

2. EXCEPT for duplex lots, parking lots shall:

   a. Be located behind or to the side of buildings.

   b. Not occupy more than 50% of any street frontage.

   c. Not be located within 20 feet of a public street or within 20 feet of an RSN Overlay District.

E. The following standards apply only to **attached single family dwellings** with alley access.

1. Front Yard Setback and Setback Abutting a Street:

   The minimum setback abutting a street, or front property line for attached single family development shall be 10 feet plus any Special Setback, ***Section 3.103.05*****, EXCEPT where fronting an arterial street, the** minimum setback abutting an arterial street shall be 20 feet.

2. The minimum rear yard setback shall be 20 feet.

3. Off Street Parking, Maneuvering and Storage:

a. In addition to meeting the requirements of ***Section 2.104.06.C,*** vehicular access directly to a public street is prohibited and alley access to garages facing the alley is required. Off street parking and storage shall be prohibited within a required setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage.

b. Alley requirement. Alleys shall be dedicated and paved to a width of 20 feet. No parking shall be allowed within any alley right-of-way.

c. Clear Vision Area: Buildings, fences, walls, landscaping and signs shall be subject to clear vision area standards, ***Section 3.103.10.***

4. Interior Side Yard and Interior Rear Yard Setbacks for Attached Single Family.

a. Dimensions:

1) Side Yard Setback. The minimum side yard setback shall be 0 feet, EXCEPT for corner lots, in which case the minimum street side yard setback shall be 15 feet.

2) Rear Yard Setback. The rear yard setback (as defined in ***Section 1.102***) for all lots shall be 20 feet.

b. Off Street Parking, Maneuvering and Storage:

1) Off street parking, maneuvering and storage shall not be permitted in the side or front yard setback.

2) The entrance to a garage (or carport in the case of a manufactured home) shall be set back a minimum of 20 feet from the closest paved edge of the alley.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards of ***Section 3.103.10.***

E. Architectural Design Standards. In addition to meeting the architectural design standards of ***Section 3.107.03***, attached single family homes shall meet the following design standards. In cases of conflict with other sections of the WDO, these standards prevail.

1. Two-car garages shall be required, facing directly on to an alley. Vehicular access to the garage from the street shall be prohibited.

2. At least 25% of the ground level façade facing the street shall be windows.

3. Covered front porches of at least 120 square feet shall be required.

4. The maximum permitted front porch setback shall be 15 feet.

5. Direct pedestrian access from the street to the front porch shall be provided.

6. A front yard landscaping and maintenance plan shall be required for all attached single family lots prior to preliminary plat approval.

H. Other MR Development Standards

Section 2.104.07 provisions related to architectural design standards, signs, accessory uses and structures, landscaping and sidewalks, landscaping, sidewalks, lot coverage and property disposition are controlled by the underlying ***MR zone***, EXCEPT where specifically superceded by the provisions of the RMN Overlay District.

2.115.05 Master Planning Requirement

A. A master development plan shall be approved by the City Council for the entire Nodal Overlay District, prior to ~~city or county~~ approval of any application for:

1. Annexation.

2. Land division.

3. Grading or building permit.

B. The required master plan shall show:

1. The location and rights-of-way for existing and planned arterial, collector and local access streets. These streets shall provide access to all existing and proposed parcels, generally as shown on the Woodburn Transportation System Plan map (2003).

2. The location and size of existing and planned sanitary sewer, storm water and water facilities, at adequate levels to serve existing and proposed industrial development.

3. The location and area of the RCW Overlay District as it affects existing and proposed nodal development parcels. Planned streets and public facilities that cannot reasonably avoid the protected riparian corridor shall be indicated. All nodal development shall avoid the riparian corridor.

4. An illustrative (non-binding) development plan for the Neighborhood Commercial center, neighboring multi-family areas, and potential parks, including and planned pedestrian and bicycle connections within the

Nodal Overlay District as shown on the TSP (2003), and pedestrian and bicycle connections to Southwest Industrial Reserve areas.

5. A potential plan for local streets and alleys, and lotting patterns, showing how small lot and attached single family development could occur consistent with applicable nodal design standards.

2.114.09 Removal of a Nodal Overlay District

A. Removal of a Nodal Overlay District from parcels that are currently within the district is not anticipated during the 20-year planning period.

B. Removal of any Nodal Overlay District from any area or parcel shall require the following:

1. A revised transportation, housing and commercial land needs analysis, consistent with the Goal 9, 10 and 12 Rules (OAR Chapter 660, Divisions 8, 9 and 12).

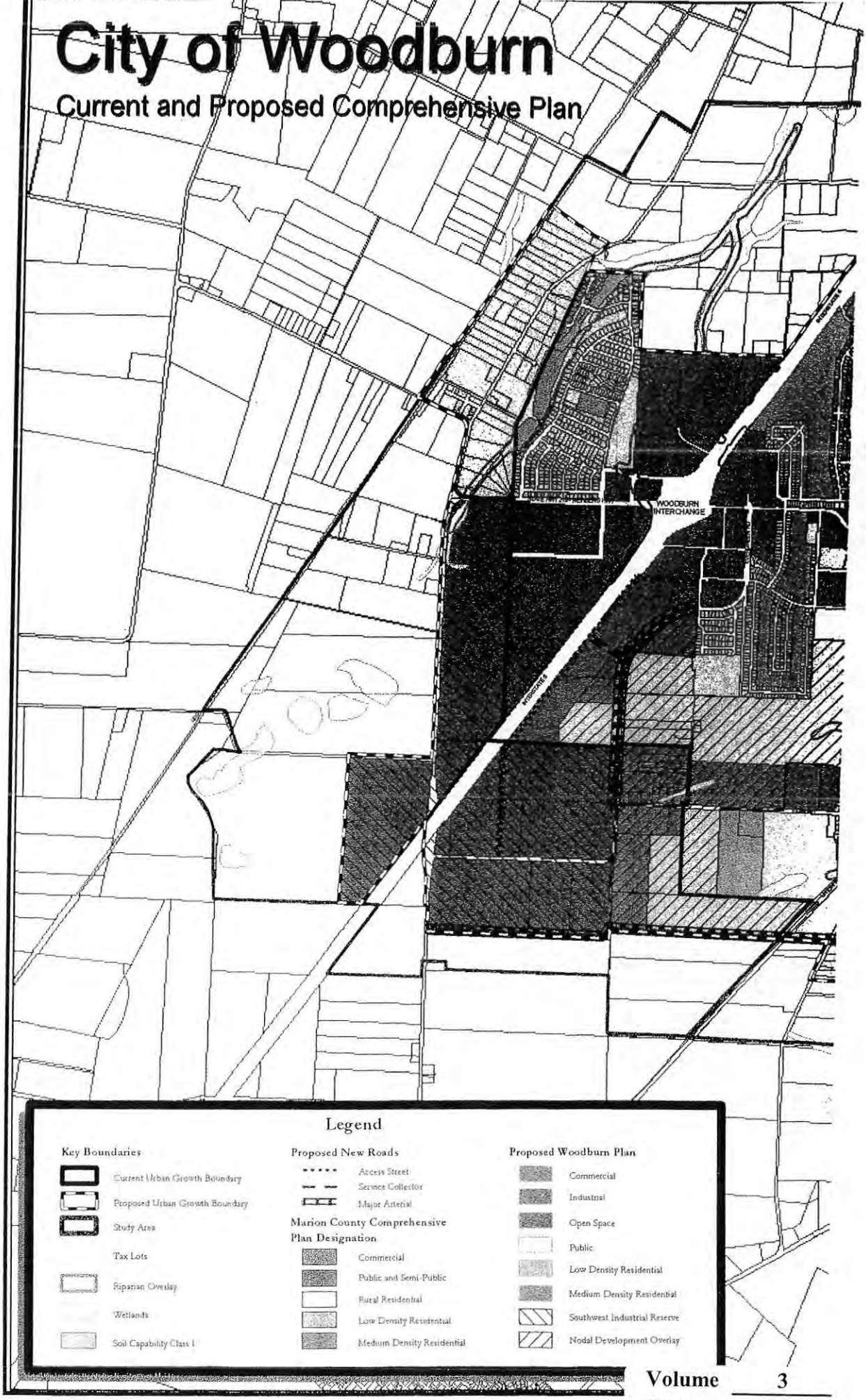
2. A Comprehensive Plan Amendment, that demonstrates compliance with all applicable Statewide Planning Goals, applicable goals and policies of the Marion County Framework Plan, and applicable goals and policies of the Woodburn Comprehensive Plan.

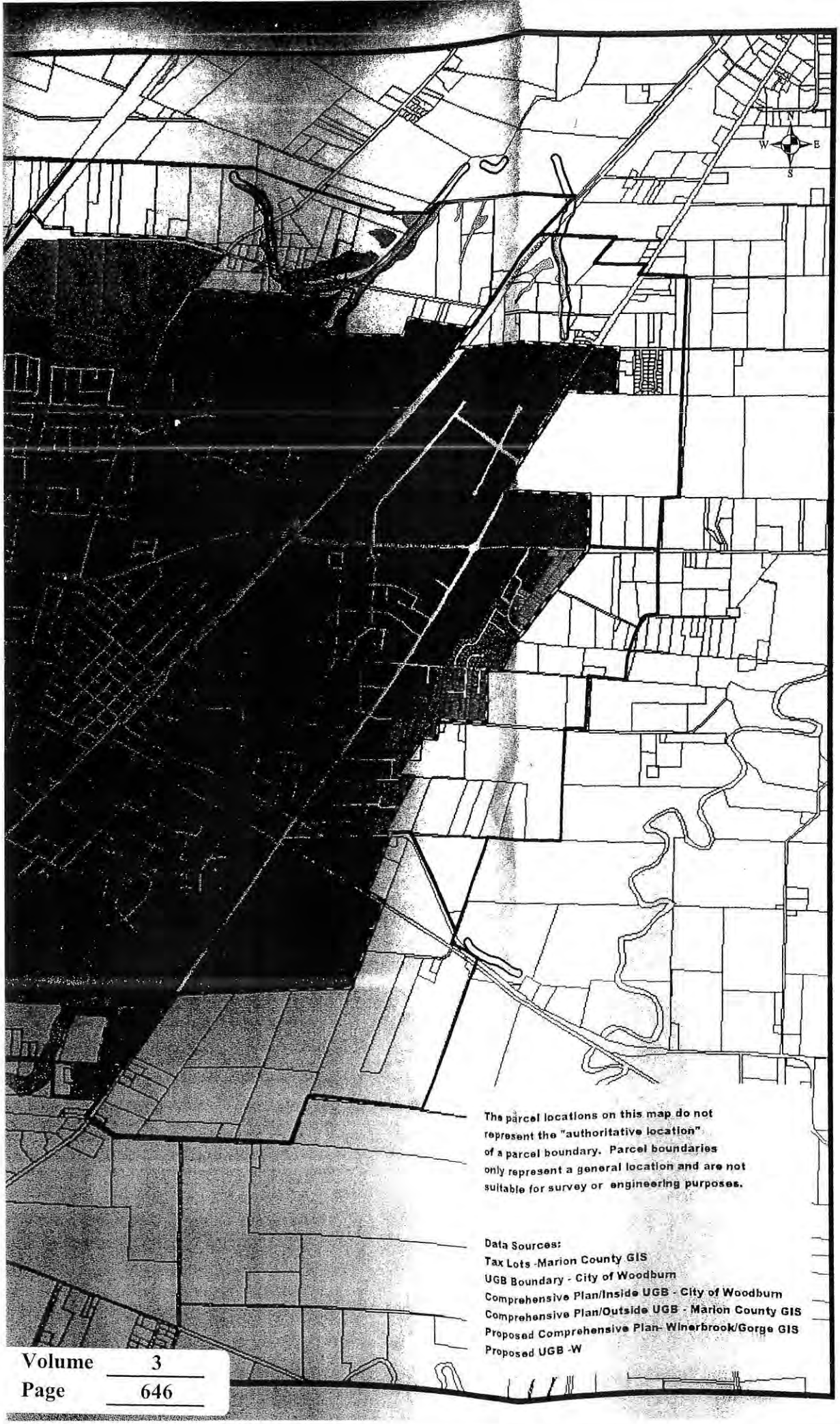
3. A zoning map amendment that demonstrates consistency with the Woodburn Comprehensive Plan.

Item 12

City of Woodburn

Current and Proposed Comprehensive Plan




N
W
E
S
The parcel locations on this map do not represent the "authoritative location" of a parcel boundary. Parcel boundaries only represent a general location and are not suitable for survey or engineering purposes.
Data Sources:
Tax Lots -Marion County GIS
UGB Boundary - City of Woodburn
Comprehensive Plan/Inside UGB - City of Woodburn
Comprehensive Plan/Outside UGB - Marion County GIS
Proposed Comprehensive Plan- Winerbrook/Gorge GIS
Proposed UGB -W

Buildable Lands Inventory

City of Woodburn

WOODBURN
Incorporated 1889

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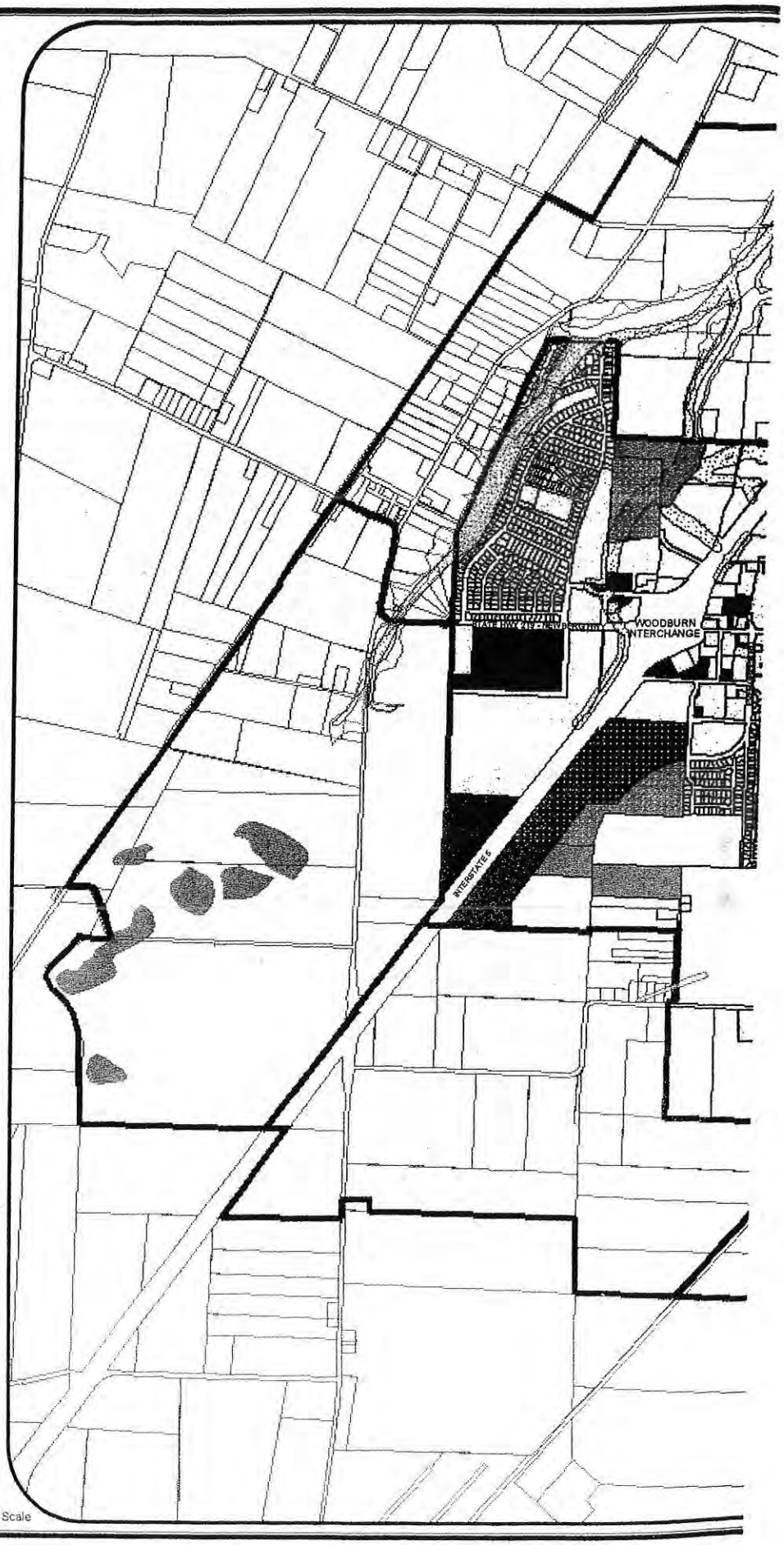

Legend

- Urban Growth Boundary
- Study Area Boundary
- Assessor's Taxlots
- Riparian
- Wetlands
- Stream/Wetland Buffer

Soil Capability Class I

- I

Buildable Land Inventory

- Developed
- P/SP-Vacant
- P/SP-Infill
- Industrial-Redevelopment
- Industrial-Partially Vacant
- Industrial-Vacant
- Commercial-Infill
- Commercial-Redevelopment
- Commercial-Partly Vaccant
- Commercial-Vacant
- MDR-Infill
- MDR-Partly Vacant
- MDR-Vacant
- LDR-Infill
- LDR-Partly Vacant
- LDR-Vacant

Note: Map not to Scale

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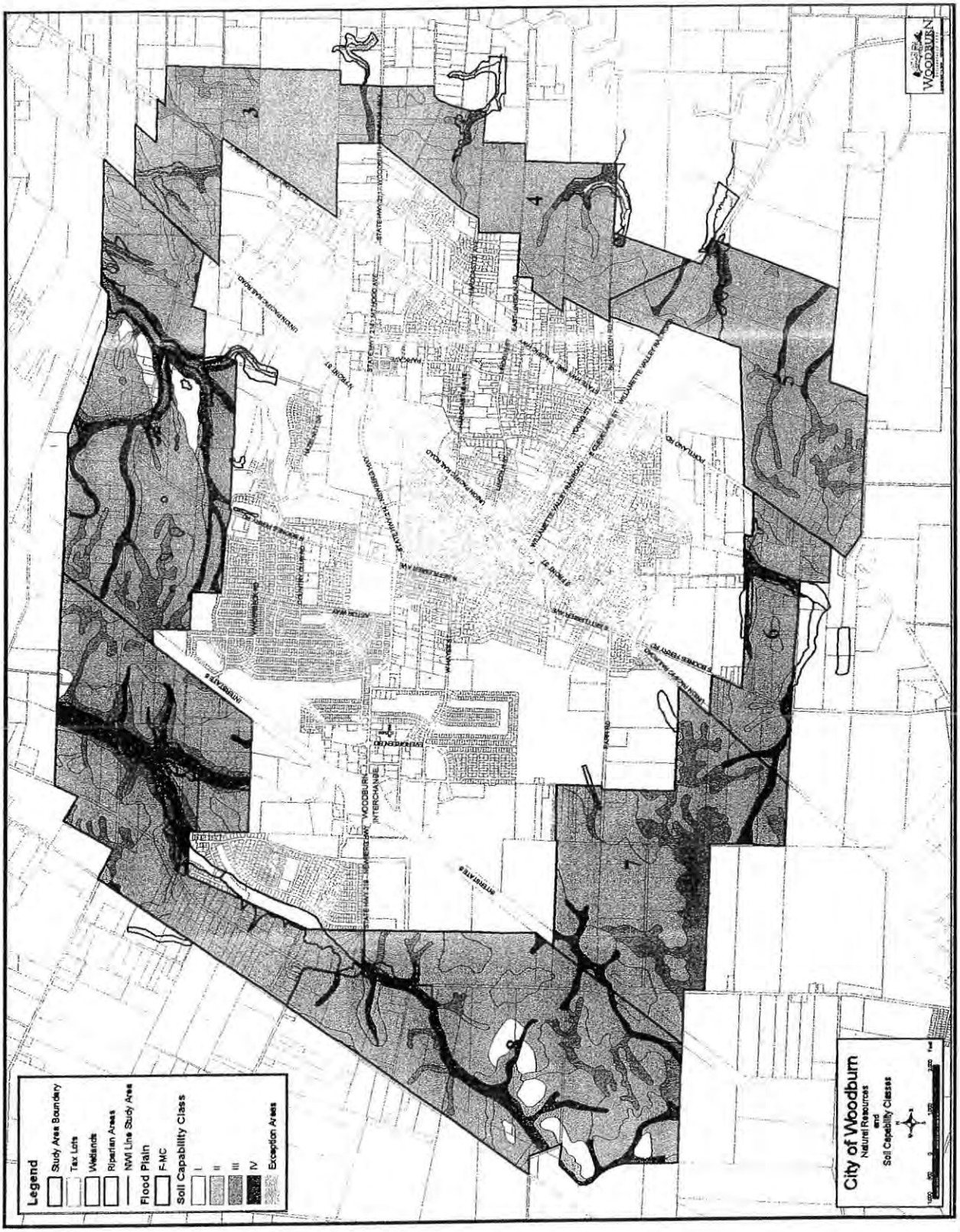
Page 648


Legend
Study Area Boundary
Tax Lots
Wetlands
Riparian Areas
NWI Line Study Area
Flood Plain
F-MC
Soil Capability Class
I
II
III
IV
Exception Areas
City of Woodburn
Natural Resources
and
Soil Capability Classes
WOODBURN
INTERCHANGE
3
4
5
6
7
8

Item 13

Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
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MEMORANDUM

TO: Jim Mulder, City of Woodburn
FROM: Kevin A. Cronin, AICP, Metro Area Field Rep, DLCD
CC: Rob Hallyburton, DLCD, Greg Winterowd, Winterbrook Planning
DATE: April 21, 2004
RE: Advisory Comments of Draft Periodic Review Tasks

Introduction

On March 3, 2004 the Department of Land Conservation and Development (the Department), met with city staff, your consultant team, and various agency stakeholders regarding the City of Woodburn's final phase of periodic review. Our discussion centered on those draft periodic review tasks that have been submitted for comment and a task-by-task review of the work program to date. Based on our conversation, and review of the latter, the City is prepared to begin the local adoption process in May 2004, and nearing completion of its periodic review work program.

At this meeting, the City and its representatives clearly expressed a need for advisory comments from the Department to identify potential issues and avoid delays in the final review phase. This memo is in direct response to the request for comments and will outline a number of concerns, issues, and questions of the draft tasks submitted for review. The Department appreciates the opportunity to comment and wishes to be a collaborative partner in this process to ensure that all applicable statutes, rules, and case law are met or exceeded.

Background

The City of Woodburn has had an approved periodic review work program since July 31, 1997. The work program is an extensive, and almost exhaustive, comprehensive list of tasks to assist the city plan for the 20-year horizon, and to be sure, is a difficult exercise given the lack of resources and available staff time devoted to long range planning. Consequently, the original submittal date for completion was scheduled for March 31, 2001. Needless to say, the City is overdue on submitting the required tasks, but nevertheless should be commended for finishing a monumental feat. In addition to the tasks already submitted and approved by the Department, the following draft periodic review tasks were submitted and have been reviewed as requested:

- Economic Opportunities Analysis, Economic Development Strategy (June 2001)
- Memo: Population and Employment Projections 2000-2020 (April 2002)
- Buildable Lands Inventory (November 2002)
- UGB Expansion Area Analysis & Natural Resources Inventory (November 2002)
- Urban Growth Scenarios (May 2003)
- Residential Land Needs (November 2003)
- Comprehensive Plan Amendments - Volume I&II (November 2003)
- Transportation System Plan (February 2004)[1]

In addition to those listed above, it is our understanding that a public facilities plan will be adopted soon and will be submitted and reviewed accordingly. The public facilities plan will determine the ability of the city to service existing land and proposed areas to be included in the UGB. Taken in total, along with a citizen involvement report, the submitted draft tasks will effectively complete periodic review.

Ideally, the following comments would be organized by tasks, but with all planning exercises, the process is *iterative* and will intermittently refer among the various tasks. This is an important distinction both from a planning practice perspective and a legal one considering recent case law governing Statewide Planning Goal 14 - Urbanization)[2]. After some general comments, each of the tasks will be analyzed separately and vetted through applicable criteria: Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), case law, as well as a "straight face test" of planning assumptions and proposed policy goals, objectives, and strategies.

General Comments

The intent of this memo is to identify potential pitfalls and encourage a mutual understanding of the assumptions and methodologies applied in the technical analysis, and how this affects the proposed policies and objectives in the Comprehensive Plan and land use regulations. Hence, the ultimate purpose is to avoid miscommunication and misconceptions prior to the adoption and final review phase. With this in mind, the Department offers the following general comments.

Overall, the technical analysis is sound and feasible given the assumptions made to plan for a twenty-year period of growth in employment. The Department recognizes the City's preference towards an ambitious economic development strategy and does not find fault with this policy approach by itself purely based on a statutory review. Within the Oregon land use planning system, local governments have a high level of autonomy, albeit regulated by applicable goals and rules, to make this policy choice. However, we have concerns pertaining to the lack of factual basis for some of the assumptions, methods, and calculations behind the buildable lands inventory and residential land needs analysis. In

[1] DLCD/TGM reviewed the draft TSP. Refer to "Memorandum: Advisory Comments of February 2004 Draft TSP," dated March 15, 2004

[2] *DLCD v. City of McMinnville*, 2001, LUBA No. 2001-093, p. 16. The Land Use Board of Appeals remanded a housing needs analysis submitted by the City of McMinnville under a post acknowledgment plan amendment. LUBA cited the Department's workbook for planning residential growth as an "iterative process" and "[n]ew information resulting from a certain task may create the need to repeat one or more of the tasks" and "partial completion of that process is at odds with the statutory scheme." (ORS 197.296)

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addition, after a careful review of the proposed light industrial lands for inclusion relative to the "seven factors" of Goal 14, the four standards outlined in the exceptions process, and urbanization priorities under ORS 197.298, there are a number of concerns and questions that must be addressed regarding approaches and perceived inadequacies and deficiencies.

Comments Per Task

This section will address the individual tasks. Comments reference a page, figure, and applicable statutes and rules to facilitate the discussion.

Population Projection

The basis for all of the proposed policy choices, and the most important assumption in the planning process thus far, has been the population and employment projections. It is the foremost driver in determining land needs for residential and employment lands, and in the context of this process, the proposed expansion of the urban growth boundary (UGB) follows the need to meet this planned increase for transportation, housing, employment centers, and public lands. Greg Winterowd described the situation at the last meeting in a nutshell: a 'domino effect. The population projection initiates the process and each of the dominos, or technical and policy directions in this case, organize around the original theory of an increase in population.

Admittedly, the process to arrive at a population projection is not an exact science. It's more of a well-reasoned forecast based on changes in demographics, historical trends, migratory patterns, and socioeconomic conditions. ORS 195.036 requires Marion County to coordinate population projections with cities under its jurisdiction. Woodburn has been working with Marion County to develop a revised population projection for 2020. A tentative population projection of 34,919 (2020) has been used for planning purposes until a new projection is developed and adopted by Marion County. The Department anticipates another review of the population projection subject to the release of new projections by the Oregon Office of Economic Analysis for each county in the next few months, or Marion County adopts a new coordinated projection, which ever comes first. Whatever final projection Marion County adopts, the city and county must agree to in order to address the mandated coordination requirement. With the above reservations stated, the foregoing analysis will assume a 2020 population of 34,919.

Employment Projection

The employment projection, as described in a memo "Woodburn Population and Employment Projections, 2000-2020," is based on the results of the Economic Opportunities Analysis (EOA), which is a requirement of Statewide Planning Goal 9 – Economic Development (OAR 660-009-0015), and the economic development strategy both completed in 2001. Similar to the population projection, the employment forecast is predicated on an aggressive economic development strategy, and therefore inherently optimistic for a robust economy and enough land to support the planned types of industry. Although there is no statutory requirement for a coordinated employment forecast, the projected number is used to plan for additional lands to accommodate new employment opportunities. The Department finds no fault with the projection itself based

on the development strategy, but calls into question the viability of such a strategy that is uses the *fiscalization* of land use as a method for reaching livability objectives and the capacity of available public facilities to service the new industrial sites as required under OAR 660-009-0025(3)(a). Local governments need to consider whether or not extension of facilities is *reasonably* likely to occur considering the size and type of uses likely to occur, and the cost or distance of facility extension (emphasis added). As mentioned earlier, this is not evident in the submitted materials, but should be addressed in the forthcoming public facilities plan. In addition, the amount of employment expected is overly ambitious, but more importantly, much of the net growth in employment will probably be absorbed by underutilized industrial and commercial space and vacant lands. An assumption of reuse needs to be stated and based on factual references to similar sized cities. If a need for more commercial is identified then Woodburn should be afforded the opportunity to designate mixed-use areas (nodal development, neighborhood revitalization) to allow more neighborhood-oriented services instead of identifying resource lands.

Goal 9 (OAR 660-009) does not provide specific, uniform standards for employment projections, nor is there an accurate demand side to the equation that balances the supply question. However, a review of existing case law that tests the applicable rules and statutes did not offer any insights. Therefore, instead of speculating on the future opinions of the courts a majority of the overall analysis in this report is focused on well-tested portions of state law regarding use of resource lands for expansion purposes.

Buildable Lands Inventory

According to Statewide Planning Goal 5 (OAR 660-023) cities must inventory natural resources, such as wetlands and riparian corridors, and develop implementing ordinances to protect these resources. The City of Woodburn recently completed a Goal 5 process to inventory wetlands and riparian corridors within the UGB. The Department of State Lands (DSL) has reviewed and certified the Local Wetland Inventory. However, at issue is the criterion used in the buildable lands inventory and the consistency with the implementing ordinance that may unnecessarily restrict supply of land for development by limiting new development in the 100-year floodplain.

The buildable lands inventory defines 'constrained vacant land' as any land within the 100-year floodplain.[3] Under normal circumstances, building structures in the floodplain, as determined by FEMA/NFIP map, would require an elevation certificate to ensure the lowest floor is elevated above one foot of floodwater in a 100-year event. FEMA does not require restricted development in the floodplain. DLCD commends the city for strict enforcement and protection measures for wetlands and riparian resources. However, if this criterion were used to inventory available residential land, then an outright prohibition of residential structures in the floodplain would be required in the implementing land use regulations. Ultimately, our concern is that this criterion is part of the rationalization for a UGB expansion without consistent regulations in the zoning ordinance. Furthermore, from a public investment perspective, the expansion may come at the expense of existing public infrastructure that could be maximized prior to a need

[3] Buildable Lands Inventory, November 2002, p. 3

for extension to serve the proposed lands. Conversely, if public open space is created as a result of the regulation then the benefit is clearly acceptable and accrued to the city in the form of livability and flood damage prevention.

Residential Land Needs Analysis

The "Residential Land Needs Analysis" is a long-range analysis of housing needs based on criteria outlined in ORS 197.296 (5). The results of this analysis project a capacity of 3,412 dwelling units (du) a demand of 4,753 du, with a deficit of 1,342 units or 305 acres over the 20-year planning period.[4] However, after a careful analysis of the data, the projected need for dwelling units and the number of available acres within the existing UGB seems capable to meet the 20-year projection considering the proposed infill and redevelopment measures that are required under ORS 197.296 (4)-(7). According to the land needs analysis, the actual development density is 7.25 with 2,184 dwelling units built on 301.2 acres.[5] When compared to the available acres for development within the existing UGB (Buildable Lands Inventory, November 2002, page 3) the gross total residential capacity is 6,174 units based on an analysis of Comprehensive Plan designations, 5,195 when assumed densities are assigned to each designation, or additional units (683) are added from infill and redevelopment measures to assumed densities.[6]

Provided the actual overall density, a 95 percent vacancy rate, unit capacity referenced above, and the projected household size, which is trending down from 3.1 persons per household in the 2000 Census, the amount of units that could be built on the available land would be adequate to serve the projected population increase.[7] **Table 1** provides three possible scenarios with calculations behind this assertion: *Scenario 1* uses a gross unit capacity based on buildable acres, *Scenario 2* uses a smaller potential capacity but includes infill and redevelopment lands, and *Scenario 3* uses the smallest unit capacity, but with a slightly higher household size.

Table 1. Buildable Lands and Population Projections

Formula	Scenario 1	Scenario 2	Scenario 3
Household Size X	2.9 X	2.9 X	3.0 X
Vacancy Rate X	95 X	.95 X	.95 X
Unit Capacity,	6,174 du	5,879 du	5,195 du
/(Acres) =	(857)	(745)	(650)
Net Density	*7.2 du/ac*	*7.9 du/ac*	*8 du/ac*
Net Population	**17,009**	**16,197**	**14,806**

Source: Winterbrook Planning, DLCD

The projected net increase in 2020 population is 14,819 over the 2000 Census. Based on the above, all of the scenarios would allow future residential growth without an expansion of the current UGB when compared to actual densities as allowed under ORS 197.296 (5). In fact, *Scenario 3* barely falls short even without infill and redevelopment strategies if one assumes the household size is slightly reduced and density increases by

[4] Residential Land Needs, November 2003, p. 34
[5] Residential Land Needs, November 2003, p. 8
[6] Buildable Land Inventory, November 2002, p 3, p. 8
[7] Residential Land Needs Analysis, November 2003, p. 14

less than 1 unit per acre over actual density from 1988-2002.[8] The household size projection used by the consultant is not predicated on a factual basis, but on national trends that do not accurately describe the conditions in Woodburn. The above scenarios do not account for the actual percentage of allowable density that gets built over the planning period, but Woodburn, to its credit, will adopt an 80 percent minimum density standard to maximize available capacity. This measure would help guarantee efficient use of land designated for residential.

Public Land Needs: Schools

ORS 195.110 requires local governments to coordinate with "high growth" school districts and plan for new school facilities. The Woodburn School District 103 does not meet the threshold of a high growth district as defined by 5,000 students and a 6 percent growth rate for the last three school years. However, with a current student population of 4,710 (2003-2004) and an average of 5 percent enrollment growth from 2001-2004, a required school facility plan is imminent assuming the City adopts an aggressive economic development policy and the tentative population projection is realized. [9]

According to the land projection for future schools, there is a deficit of 122 acres.[10] Unlike many other states, Oregon does not have uniform school facility siting standards, nor does it offer an accepted methodology to project land needs. Not withstanding this lack of statewide policy, the methodology employed in the residential lands needs assessment uses a ratio of 2020 population to developed school land to project additional land for schools. A ratio of 5 acres per 1,000 residents is used to project a total number, but this is not based on any empirical evidence to support the conclusion of 122 acres. A ratio or proportional method is not a problem by itself, as long as it is supported by factual evidence. Otherwise, the number is arbitrary. Therefore, the total amount does not accurately reflect the actual need for school facilities.

Conversely, when government facilities were analyzed, the need was drastically reduced. Public buildings, and by extension special districts (schools), rarely need or can afford major new facilities, but rather invest in on-site expansions, because they are dependent on voter approved bond measures to pay for capital intensive improvements. Apparently, this rationale was employed with government facilities, but for whatever reason is not applied to the local school district. A closer examination of the buildable lands and facilities the school already owns/leases would offer a clearer description of need versus a proportional response without any evidence to support the result. Moreover, the buildable lands inventory discards available public land if it has structures on the property.[11] By this definition, only six acres would be available.[12] The "Urban Growth Scenarios" report provides three scenarios of a UGB expansion, yet all three assume that existing low density residential will absorb future employment of education and

[8] Residential Land Needs Analysis, November 2003, Table 6, p. 8

[9] "District Profile Reports," Office of School Finance, Data and Analysis, Oregon Department of Education http://www.ode.state.or.us/sfda

[10] Residential Land Needs Analysis, November 2003, p. 32

[11] Buildable Lands Inventory, November 2002, p. 5, 2.c

[12] Buildable Lands Inventory, November 2002, p. 10

government employees. Apparently, a disconnect exists between the reasoning in the inventory and the assumptions in the expansion scenarios.

ORS 195.110 (4)(c)(C) requires Woodburn to provide notice to the school district when adopting amendments to an acknowledged comprehensive plan or land use regulations that affect school capacity. Since the proposed action will add more than 1,000 new residential units over a twenty-year period, notice will be required. If expressly requested by the school district, the local government will need to coordinate capacity needs. Regardless of the statutory requirements, it's good planning practice to coordinate long-term needs with the local school district administration and elected board, which includes an agreed method for projecting school facilities. Furthermore, even if residential land is added to the UGB to accommodate future school facilities, there is no guarantee that the land will be dedicated for the intended purpose unless specific plan designations are adopted or conditions are attached to the land use action requiring a coordinated school facility plan. Again, a coordinated approach that identified appropriate sites (in executive session, if necessary) inside and outside the existing UGB would be an ideal situation for both parties. Evidently, this approach is identified as Goal C2.2 in the 2001 Woodburn Economic Development Strategy.[13]

The next four sections address the urbanization related goals, statutes, and rules for expansion. The following comments are based on the review of the "Urban Growth Scenarios" report.

Urban Growth Scenarios
As part of an effort to analyze the transportation system, and the proposed alternatives of a UGB expansion, three urban growth scenarios were developed that have different levels of expansion based on a medium or high employment projection. The number of acres ranges from 447-558 acres. However, the "preferred scenario" lists exception areas, expansion areas, and some measures to maximize existing land in the UGB, which creates a total of 804 acres.[14] There is either an unrelated connection made between the scenarios and proposed expansion or there is a misinterpretation of the acres of buildable lands that resulted in a miscalculation. Although the preferred scenario is purported to be the best alternative based on long-term traffic capacity and levels of service, there is no other evidence provided to support the amount proposed. A clearer distinction and explanation of the preferred scenario based on findings of facts needs to be provided before an analysis of other criteria is necessary. For example, how does the preferred alternative satisfy or meet the needs identified in the buildable lands inventory, residential land needs, employment needs inventory and economic development strategy. A summary of the preferred alternative without proper justification sells the proposal short of its intended purpose.

Statewide Planning Goal 14: Urbanization
The following evaluation is based on the UGB Justification Report.[15]

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[13] Woodburn Economic Development Strategy, June 2001, p. 4-21
[14] Comprehensive Plan - Volume II, November 2003, p. 20
[15] UGB Justification Report, November 2003, p. 14

Goal 14 provides "seven factors" to evaluate a proposed change in the urban growth boundary. Those factors are listed below:

(1) Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals;
(2) Need for housing, employment opportunities, and livability;
(3) Orderly and economic provision for public facilities and services;
(4) Maximum efficiency of land uses with and on the fringe of the existing urban area;
(5) Environmental, energy, economic, and social consequences;
(6) Retention of agricultural land as defined, with Class I being the highest priority and Class VI the lowest priority; and
(7) Compatibility of the proposed urban uses with agricultural activities.

Factors 1 & 2: The first two factors are appropriately addressed through subtasks that were completed as part of an approved periodic review program. However, the subtasks have been reviewed independently and collectively to identify discrepancies, and in some cases, challenge assumptions made in the planning process. These issues are discussed above.

Factor 3: The analysis provided does not describe the current adequacy and availability of public facilities that would address the 'economic provision' and serviceability of the expansion areas. Although flat, well-drained lands are key ingredients for orderly development, it does not address linear facility connections to the existing system on the urban fringe, nor does it address capacity of water, sewer, storm water, or other public utility systems that could be provided over a twenty-year period. Public facility master plan elements should be consistent with the population and land use projections. As identified earlier in this report, a public facilities element is forthcoming that may address these concerns.

Factor 4: The 'maximum efficiency of land uses with [in] the existing UGB' is taken to mean an analysis of efficiency measures and implementation of infill and redevelopment strategies for housing and commercial, and to a lesser extent, light industrial. To its credit, Woodburn has proposed a number of measures related to housing that have not been previously adopted, which will maximize residential land based on planned densities. However, the proposals may not go far enough to meet the intent of the goal and statute (ORS 197.232(1)(c)(C). For example, the vertical mixed-use nodal overlay proposed for the downtown could be extended along the Highway 99 corridor to increase redevelopment potential, provide live-work housing opportunities for small businesses, and help reduce vehicle miles traveled as part of a larger transportation system plan to meet transportation planning rule requirements. Nor has smaller lot sizes (<7,000 SF) been proposed to allow infill of smaller parcels and partitions in existing neighborhoods that would add more housing opportunities. As proposed, small lot SFR is only considered in the nodal overlay or adjacent to existing senior housing.[16] If the community has genuine concerns about the urban design of such units, then form-based design codes

[16] Ibid, p. 21

could be adopted to encourage small lot housing types. For example, "cottage" housing is an increasingly popular market choice in urban areas because it offers a mid to high end SFR detached type for empty nesters, professional singles, and small families. This effectively addresses the need for more housing, neighborhood compatibility, efficiency of existing land, and attracts a moderate to high-income market that is currently underserved in Woodburn.

Factor 5: The ESEE analysis addresses external factors of land use decisions and weighs the importance of those factors against the proposed lands requiring a goal exception. A matrix was developed that weighs the four criteria against the study areas. This summary is appreciated, but the results of the analysis do not adequately address each of the criteria. The following criteria could be added to each factor that would provide a balanced illustration of the consequences:

- *Economic*: transportation access and needed capital improvements, and a comparison of economic inputs and outputs of existing and proposed land uses;
- *Social*: livability or quality of life, social capital indicators such as access to built public services and facilities; and a compatibility index of uses;
- *Environmental*: more definition of intent to 'limit development' based on types of inventoried natural resources, and storm water impacts; and
- *Energy*: air quality (as separate from VMT), and drinking water pump stations.

In addition to the criteria listed above, 'measures designed to reduce adverse impacts' are not addressed at those sites that would require a goal exception. Further findings should be provided to demonstrate that appropriate measures have been considered to mitigate impacts to resource lands and farming operations.

Factor 6: The three "subfactors" under Factor 6 do not apply to Woodburn. Given the soil characteristics of land, the need for certain types of land uses must be clearly demonstrated through the periodic review tasks. To this end, the focus of the analysis in this report has been more of an analysis of the tasks and less on the applicable seven factors' test. However, if the tasks are appealed to LCDC the priorities analysis and findings will be placed under a microscope and their importance cannot be understated.

Statewide Planning Goal 2: Land Use Planning, Part II, Exceptions
OAR 660-004-0020 "Four Standards"
Goal 2 outlines specific standards for goal exceptions. A local government may adopt an exception to a goal when:

(1) *Reasons justify why the state policy embodied in the applicable goals should not apply;*
(2) *Areas which do not require a new exception cannot reasonably accommodate the use;*
(3) *The long term ESEE consequences resulting from the use of the proposed site with measures designed to reduce the adverse impacts are not significantly*

more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and

(4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

The above standards were evaluated in the UGB Justification Report. The following is an analysis of those findings:[17]

Standard 1: No findings are provided. Findings should be provided in a staff report.
Standard 2: Since all exception areas are included for residential, it is assumed that light industrial land cannot be accommodated in those designated areas. However, the exceptions analysis needs to include an evaluation of other lands contiguous to the existing UGB that are higher priority/low value farmland. Standard is met.
Standard 3: This concern was addressed above in the seven factors analysis.
Standard 4: Given the choice among competing land uses adjacent to agriculture, the priority is usually (1) industrial, (2) commercial, and (3) residential. Based on this priority, the only residential area identified is Study Area 2, but no measures are described that would 'reduce the adverse impacts' on the northern edge. For example, a "right to farm" covenant could be attached to the title of the land designated for residential as a condition of approval for future subdivisions.

Urbanization Priorities - ORS 197.298
In addition to the above standards, ORS 197.298 requires a prioritization of lands to be included before high value farmland is brought into a UGB.

(a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan.
The City of Woodburn does not have designated urban reserves. This standard does not apply.

(b) [S]econd priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.
The Comprehensive Plan Map identifies three exception areas totaling 296 acres. Two of the exception areas (SA 1 & SA 6) are proposed to be included in the UGB as residential land. Both of these areas have low-density single-family units, which is slated for infill and redevelopment over the 20-year planning period. The third exception area is the McLaren School for Boys and under public ownership. It is highly unlikely that this latter institutional use will be available for other planned uses. This standard is met.

(c) *[T]hird priority is land designated as marginal land pursuant to ORS 197.247.*
Marginal lands are not found in the Willamette Valley. This standard does not apply.

[17] Ibid, p. 18

(d) *[F]ourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.*
Since all of the above have been addressed, the last alternative is resource land.

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.
According to the study areas proposed, 97 percent of the land is classified as high value farmland, which includes Class I-IV soils. If higher priority lands (low value) are not immediately adjacent to the existing UGB, it makes orderly urbanization of land a difficult task. The analysis demonstrates that lower value farmland is not available and Class I land will not be included, but still leaves Class II lands for expansion.

(3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:
Although the residential needs analysis is subject to further scrutiny, the light industrial need has been clearly defined in the Goal 9 inventory and analysis of targeted industries, and economic development strategy. Large-scale sites, which are important for siting large employee-based businesses, could not be accommodated on the exception areas. This leaves resource land as the only alternative since almost all of the identified lands are high value farmland. Although this link between siting needs and exception areas is intuitive, its connection is not clearly explained in the summary report.[18]

More importantly, this priority standard has not been fully analyzed based on the submitted tasks and reports. The Woodburn Comprehensive Plan Volume II addresses most all of the seven factors and exception standards, but fails to address the subsection 3 (a-c) priorities in ORS 197.298. Additional analysis of these priorities will be required to demonstrate compliance with the statute. [19]

Summary of Advisory Comments
In summary, the following concerns and questions need to be addressed in view of applicable rules and statutes, as well as technical questions of the inventories.

- A coordinated population projection with Marion County;
- Available public facilities to support new employment lands;
- Consistency of buildable land inventory criteria and development regulation in the 100-year floodplain;
- Maximizing efficiencies of existing residential land to satisfy projected needs;
- Public school land projections and coordination with Woodburn School District;
- Goal 14 – "Seven Factors"-better explanation of the factual basis for conclusions.

[18] Ibid, p. 14
[19] Ibid, p. 18

- Goal 2, Exceptions – "Four Standards" – address reason for the exception and specific actions to reduce adverse impacts.
- Urbanization priorities of resource land under ORS 197.298 subsection 3 (a-c).

A common denominator with any UGB evaluation is to demonstrate that other efficiency measures have been taken to increase infill and redevelopment opportunities that minimize the need for additional land. Throughout the report these options have been discussed to stress the importance of implementing measures to reduce the need prior to consideration of the expansion for residential land. In Woodburn's case, light industrial is the priority and residential is secondary. However, the bar is set very high for both land uses because of applicable statutes and case law regarding residential and the city is surrounded by high value, Class II soils and productive farmland, which triggers the priority factors and exceptions standards. Needless to say, the constituency for farmland in Marion County is palpable and the burden of proof rests solely with the City of Woodburn to demonstrate a clear, factual basis for the need per land use. *The technical conclusions provided in the tasks need to tie directly to the findings made for the exceptions and urbanization analysis.* A third party will question all assumptions, and as a matter of good practice, a peer or legal review by a third party planner and/or land use attorney of the tasks is strongly encouraged. Assuming all tasks are done thoroughly, and every precaution to limit the need for an expansion is taken, then an action plan is just as critical to reduce the adverse impacts to agriculture, while still meeting the long-term economic development goals and objectives.

UGB evaluations are a precarious balancing act for sure, but the work done thus far is commendable and not without merit. We assume a city staff report will provide findings for a legislative amendment to the UGB and will address a number of issues raised, and other applicable rules such as the Transportation Planning Rule (OAR 660-012). Although no fatal flaws have been identified in the technical reports, it is strongly recommended that the concerns raised in this report be internally discussed and promptly addressed prior to the adoption phase, particularly in the staff report.

Next Steps

In the interest of continuing a collaborative review process, the Department suggests the following steps to continue and ensure proper procedures and applicable goals and rules are met.

- A written response to the concerns raised in this report and actions that will be necessary to address agreed deficiencies in the factual record to demonstrate compliance with applicable rules and statutes. A comment log, memo, letter, or staff report is more than sufficient.
- The City of Woodburn is required to mail Measure 56 notice to all affected landowners for any proposed amendments to the Comprehensive Plan and implementing land use regulations. The Department requests a copy of the notice and encourages city staff to include an accessible summary, such as a "FAQ" of the process to date, in addition to the legally required language

(ORS 197.047). Information on Measure 56 notice can be found on the DLCD website: www.lcd.state.or.us/m56/m56intro.html.

- A copy of the hearings schedule to provide written or oral testimony during the hearings process.
- A copy of the public facilities plan and citizen involvement report prior to the first hearing.
- A copy of any additional staff reports, findings of fact, and supporting documents.
- A coordinated population projection with Marion County will be completed, ideally after the Office of Economic Analysis releases new projections, and notify the Department of any changes from the tentative 2020 population.
- Advisory comments become part of the public record for any decision made at the local level.

The Department anticipates additional comments will be provided to the city subject to the decision of a periodic review task related to a UGB expansion for the City of McMinnville. LCDC will be hearing an appeal of this case on April 22, 2004.

If a new Willamette Valley field rep is hired in the near future, I will call for an appointment to introduce the new person to city staff.

Thanks again for the opportunity to comment on the periodic review tasks and proposed amendments to the Woodburn Comprehensive Plan.

If you have any questions regarding these comments, please contact me at (503) 731-4065 ext. 25 or kevin.cronin@state.or.us.

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Item 14

WINTER BROOK
COMMUNITY RESOURCE PLANNING

MEMORANDUM

To: **Jim Mulder, Community Development Director**

From: Greg Winterowd; Jesse Winterowd

Date: Monday, April 26, 2004

Re: **April 21, 2004 Letter from Kevin Cronin, DLCD to Jim Mulder**

Introduction

This memorandum responds to the comments provided by Kevin Cronin in his letter dated April 21, 2004.

Let us begin by thanking Kevin and the Department of Land Conservation and Development (DLCD) for their timely response. As we all know, Woodburn's Periodic Review update is complex and has been in process for the last eight years. Many of the comments are useful and will aid the City, Marion County and the Land Conservation and Development Commission (LCDC) in addressing the myriad of issues that necessarily must be addressed when comprehensive plans, and urban growth boundaries (UGBs) are amended in Oregon.

In an email from our office to Kevin Cronin (January 27, 2004), we specifically requested that the DLCD's review reference applicable statutes, goals, rules or case law to help us understand whether (a) the comment represents a *legal requirement* or (b) a Departmental preference. Our request was occasioned in part by the fact that Kevin is our third DLCD representative in the last year, and that comments from the two previous representatives varied considerably on content and tone. We all recognize the need to meet state requirements and welcome comments that help us to achieve this common goal. We also recognize that not all legal requirements are crystal clear, and that exercise of judgment may be required. Having said this, there are several instances where opinions and unsubstantiated or contradictory conclusions have been offered which, if followed, would require substantial additional work by the City. Woodburn, Marion County, ODOT and Woodburn-area citizens have invested too much time and effort into this project to change policy direction or to undertake expensive new studies based on the unsupported preferences of DLCD staff.

The DLCD letter also identifies issues that it believes need more work or explanation. But, what is lacking in this letter is some commitment regarding <u>what it will take for DLCD to support this application.</u> Our concern is that we could do *everything* DLCD asks in this letter and (a) it would still be subject to challenge in a later DLCD staff report, and (b) would do little, if anything, to ensure that the City meets applicable legal standards.

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This memorandum is organized the same way as Kevin's letter. The text of his letter is quoted and followed, **in bold,** by our response.

Population Projection

> "The Department anticipates another review of the population projection subject to the release of new projections by the Oregon Office of Economic Analysis for each county in the next few months, or Marion County adopts a new coordinated projection, which ever comes first. Whatever final projection Marion County adopts, the city and county must agree to in order to address the mandated coordination requirement. With the above reservations stated, the foregoing analysis will assume a 2020 population of 34,919."

<u>Response</u>: As you know, the OEA revised projection was *supposed* to have been released over a year ago. We recognize that a coordinated population projection underlies many of Woodburn's periodic review tasks and the proposed UGB amendment. The ECONorthwest projection is well supported and was approved for planning purposes by Woodburn, Marion County, and DLCD in April of 2002. The 34,919 projection underlies *all* of the transportation, economic development, housing and growth management planning that the City has undertaken over the last two years. We recognize that this projection requires formal adoption through the County coordination process. <u>Under these circumstances, we believe that DLCD should actively support the City and Marion County in getting OEA to release the overdue county-wide projection. Since there is state agency and county staff support for this projection, and the projection is the foundation for two years of planning work, DLCD might consider taking a more active role in supporting County adoption of this well-justified projection.</u>

Employment Projection

> "The Department finds no fault with the projection itself based on the development strategy, but calls into question the viability of such a strategy that is uses the *fiscalization* of land use as a method for reaching livability objectives and the capacity of available public facilities to service the new industrial sites as required under OAR 660-009-0025(3)(a). Local governments need to consider whether or not extension of facilities is *reasonably* likely to occur considering the size and type of uses likely to occur, and the cost or distance of facility extension (emphasis added). As mentioned earlier, this is not evident in the submitted materials, but should be addressed in the forthcoming public facilities plan. In addition, the amount of employment expected is overly ambitious, but more importantly, much of the net growth in employment will probably be absorbed by underutilized industrial and commercial space and vacant lands. An assumption of reuse needs to be stated and based on factual references to similar sized cities. If a need for more commercial is identified then Woodburn should be afforded the opportunity to designate mixed-use areas (nodal development, neighborhood

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revitalization) to allow more neighborhood-oriented services instead of identifying resource lands."

Response: We agree that the Goal 9 rule requires a demonstration that sufficient "serviceable" industrial sites be provided consistent with Goal 14, Factor 3. Although our analysis of alternative UGB expansion areas considered comments from the City Public Works Department, we need to demonstrate in our findings that public facilities and services can be provided efficiently to serve needed industrial and commercial sites, especially when they are proposed for UGB expansion.

(1) We are not sure what is meant by phrase "*fiscalization* of land use as a method for reaching livability objectives" but would be glad to speak further with DLCD staff regarding their intent.

(2) *Public facilities capacity*. OAR 660-009-0025(3)(a) is related to short-term supply of industrial sites. The OAR requires cities to provide a continuous 3-year supply of available employment land public facilities plan, or to identify the steps needed to provide public facilities to serve industrial and commercial sites at the earliest possible time. Woodburn's only remaining Periodic Review Task is to prepare a public facilities plan that addresses this concern.

However, it is important to recognize that the Southwest Industrial Reserve area serves special industrial siting needs. It requires a master plan (which addresses exactly how public facilities will be provided) in order to annex and develop. The City's responsibility related to the SWIR area is to show that it can be serviced efficiently from a long-term, not necessarily a short-term, perspective. Having said this, the City is interested in providing "development ready" sites. The SWIR master plan will address short-term public facilities aspects related to that area, and will be incorporated into Woodburn's public facilities planning.

(1) *Amount of employment "overly ambitious"*. **We are confused by this comment. In the opening sentence of the paragraph, Kevin "found no fault" with the employment projection prepared by ECONorthwest. Later in the same paragraph, he mentions that the "amount of employment is overly ambitious."** If DLCD has specific concerns regarding the employment projection or industrial siting needs analysis, we'd like to hear them as soon as possible.

(2) *Employment growth probably can be accommodated inside the UGB*. **We are also** confused by this unsupported comment. Kevin made no reference to a rule requirement or the data provided in the Economic Opportunities Analysis (OEA) or Industrial Siting Needs Analysis. Woodburn conducted a detailed Buildable Lands Inventory that determined the amount and quality of industrial and commercial land available inside the UGB. Woodburn assiduously followed the Goal 9 rule in identifying the types of industrial firms that Woodburn can

attract, and then identifying their siting needs. The evidence simply does not support the conclusion that Woodburn can meet its industrial land siting needs – and its needs for housing, schools and parks – without expanding on to agricultural land.

Woodburn assumed that all commercial need, for an expected population growth of greater than 70% over the next 20 years, would be met through intensification and re-use of existing commercial areas, and through mixed-use / nodal / neighborhood commercial development. If Woodburn applied assumptions based on similarly sized cities, then *substantial* commercial expansion onto resource land would be justified. Does DLCD really wish to pursue this course?

Buildable Lands Inventory

"According to Statewide Planning Goal 5 (OAR 660-023) cities must inventory natural resources, such as wetlands and riparian corridors, and develop implementing ordinances to protect these resources. The City of Woodburn recently completed a Goal 5 process to inventory wetlands and riparian corridors within the UGB. The Department of State Lands (DSL) has reviewed and certified the Local Wetland Inventory. However, at issue is the criterion used in the buildable lands inventory and the consistency with the implementing ordinance that may unnecessarily restrict supply of land for development by limiting new development in the 100-year floodplain.

The buildable lands inventory defines 'constrained vacant land' as any land within the 100-year floodplain.[1] Under normal circumstances, building structures in the floodplain, as determined by FEMA/NFIP map, would require an elevation certificate to ensure the lowest floor is elevated above one foot of floodwater in a 100-year event. FEMA does not require restricted development in the floodplain. DLCD commends the city for strict enforcement and protection measures for wetlands and riparian resources. However, if this criterion were used to inventory available residential land, then an outright prohibition of residential structures in the floodplain would be required in the implementing land use regulations. Ultimately, our concern is that this criterion is part of the rationalization for a UGB expansion without consistent regulations in the zoning ordinance. Furthermore, from a public investment perspective, the expansion may come at the expense of existing public infrastructure that could be maximized prior to a need for extension to serve the proposed lands. Conversely, if public open space is created as a result of the regulation then the benefit is clearly acceptable and accrued to the city in the form of livability and flood damage prevention."

Response: **We appreciate DLCD's concern but believe that is ill-founded. There are a couple points to be made here. First, no authority is cited for stating that floodplain land should not be excluded from a buildable lands inventory. Floodplain areas have been excluded from "buildable land inventories" in acknowledged comprehensive plans**

[1] Buildable Lands Inventory, November 2002, p. 3

throughout the state. The Metropolitan Housing Rule, which applies to approximately half Oregon's population, explicitly states that floodplain land may be defined as "unbuildable" for purposes of determining net densities. (OAR 660-007-0005) Woodburn should not be held to a higher standard than the Metro area in determining buildable land.

Second, Woodburn protects floodplain in the proposed Section 2.113 (Riparian Corridor and Wetlands Overlay District): "The RCW includes locally significant wetlands, the 100-year floodplain outside of developed areas, and the designated riparian corridors." Development other than public facilities is considered a conflicting use within the RCW and is required to avoid the RCW. <u>We will amend the UGB Justification Report to make this clearer.</u>

Residential Land Needs Analysis

"The 'Residential Land Needs Analysis' is a long-range analysis of housing needs based on criteria outlined in ORS 197.296 (5). The results of this analysis project a capacity of 3,412 dwelling units (du) a demand of 4,753 du, with a deficit of 1,342 units or 305 acres over the 20-year planning period.[2] However, after a careful analysis of the data, the projected need for dwelling units and the number of available acres within the existing UGB seems capable to meet the 20-year projection considering the proposed infill and redevelopment measures that are required under ORS 197.296 (4)-(7). According to the land needs analysis, the actual development density is 7.25 with 2,184 dwelling units built on 301.2 acres.[3] When compared to the available acres for development within the existing UGB (Buildable Lands Inventory, November 2002, page 3) the gross total residential capacity is 6,174 units based on an analysis of Comprehensive Plan designations, 5,195 when assumed densities are assigned to each designation, or additional units (683) are added from infill and redevelopment measures to assumed densities.[4]

Provided the actual overall density, a 95 percent vacancy rate, unit capacity referenced above, and the projected household size, which is trending down from 3.1 persons per household in the 2000 Census, the amount of units that could be built on the available land would be adequate to serve the projected population increase.[5] **Table 1** provides three possible scenarios with calculations behind this assertion: *Scenario 1* uses a gross unit capacity based on buildable acres, *Scenario 2* uses a smaller potential capacity but includes infill and redevelopment lands, and *Scenario 3* uses the smallest unit capacity, but with a slightly higher household size.

[2] Residential Land Needs, November 2003, p. 34
[3] Residential Land Needs, November 2003, p. 8
[4] Buildable Land Inventory, November 2002, p 3, p. 8
[5] Residential Land Needs Analysis, November 2003, p. 14

Table 1. Buildable Lands and Population Projections

Formula	Scenario 1	*Scenario 2*	**Scenario 3**
Household Size X Vacancy Rate X Unit Capacity, /(Acres) = *Net Density*	2.9 X 95 X 6,174 du (857) *7.2 du/ac*	2.9 X .95 X 5,879 du (745) *7.9 du/ac*	3.0 X .95 X 5,195 du (650) *8 du/ac*
Net Population	17,009	**16,197**	**14,806**

Source: Winterbrook Planning, DLCD

The projected net increase in 2020 population is 14,819 over the 2000 Census. Based on the above, all of the scenarios would allow future residential growth without an expansion of the current UGB when compared to actual densities as allowed under ORS 197.296 (5). In fact, *Scenario 3* barely falls short even without infill and redevelopment strategies if one assumes the household size is slightly reduced and density increases by less than 1 unit per acre over actual density from 1988-2002.[6] The household size projection used by the consultant is not predicated on a factual basis, but on national trends that do not accurately describe the conditions in Woodburn. The above scenarios do not account for the actual percentage of allowable density that gets built over the planning period, but Woodburn, to its credit, will adopt an 80 percent minimum density standard to maximize available capacity. This measure would help guarantee efficient use of land designated for residential."

Response: This is a complex comment that is based on a misunderstanding of the information and analysis presented. Winterbrook Planning takes no responsibility for DLCD's table.

We'll try to address each distinct point, though there is some overlap.

1) *Existing UGB seems capable of meeting 20-year projection.* **As we all know, the UGB amendment process is *iterative.* We provided two buildable lands summaries – the first is within the current UGB; the second is within the proposed 2020 UGB and includes intensification measures. Although these differences were explained to Larry Ksionzyk, we agree that we need to make** this clearer in our findings. The UGB Justification Report describes the results of this analysis, but clearly needs better explanation, as there has been a huge misconception. [Note: A phone call asking for clarification would have been helpful here.]

   We first looked at buildable lands within the existing UGB and determined a capacity of 3,412 units (as Kevin describes above). This capacity was insufficient to meet the housing need for 4,753 dwelling units (also as Kevin describes above).

[6] Residential Land Needs Analysis, November 2003, Table 6, p. 8

Woodburn then prepared a "preferred scenario" that includes land outside the existing UGB needed to accommodate the housing deficit with efficiency measures. [Note: A "preferred scenario" was also used for transportation modeling purposes. The preferred scenario described in the UGB Justification Report is now being used in the final TSP draft.] DLCD and ODOT were both involved, directly, in these processes. Winterbrook revised the buildable lands inventory consistent with Woodburn's preferred scenario – that is, to show land now proposed for inclusion with in the UGB. The preferred scenario thus accounts for UGB expansion, increased densities resulting from a new nodal development area, and infill and redevelopment.

Kevin is correct that residential growth can be accommodated within the UGB described by the UGB Justification Report. That document references the second (revised) Buildable Lands Inventory – the one that determines buildable land area for the <u>proposed 2020 UGB, including nodal development and other land use efficiency measures</u>.

2) *Scenarios table*. **These "scenarios" were created by DLCD and we do not know what assumptions or methods were used in their creation. Unit capacity, acres, density, and population each change with each scenario. In our UGB Justification Report, Woodburn has a fixed population projection developed by ECONorthwest and approved for planning purposes by LCDC and Marion County. The land supply inside the existing and proposed UGBs was determined by the revised Buildable Lands Inventory. The need for buildable residential land (including land for parks and schools) was determined in Technical Report 3, Land Needs Analysis.**

   DLCD's table appears to show that the proposed 2020 Woodburn UGB can accommodate various projected populations using various assumptions. However, without more detail on exactly what this table intends to show, where these assumptions came from, and how the table and assumptions are related to this process, it's difficult to comment further. <u>Our key point is that the existing UGB cannot support planned population and employment growth, but the proposed UGB can, provided that the city adopts "measures" to intensify land use within the existing and proposed UGB.</u>

3) *Household size*. DLCD claims that the projected household size is "not predicated on a factual basis, but on national trends that do not accurately describe the conditions in Woodburn". This is inaccurate. No comparison to national trends was made, although national trends in household size also are declining.

   The Housing Needs Analysis describes the conditions in Woodburn, four comparator cities, and the state, and explains why household sizes are projected

to change in Woodburn over the next 20 years. In 1990, the average household size in Woodburn was 2.9; by 2000, it was 3.1. The 2020 household size projection is 2.9, considerably more than is typical of acknowledged comprehensive plans throughout Oregon. It is higher because Woodburn has a high Hispanic population. As we explained in the Housing Needs Analysis, we anticipate that as this population becomes better educated and more affluent, and as Woodburn provides more affordable housing at higher densities, that household size will decline slightly below the 3.1 number found in the 2000 Census and more closely approximate Marion County as a whole.

Public Land Needs: Schools

"ORS 195.110 requires local governments to coordinate with 'high growth' school districts and plan for new school facilities. The Woodburn School District 103 does not meet the threshold of a high growth district as defined by 5,000 students and a 6 percent growth rate for the last three school years. However, with a current student population of 4,710 (2003-2004) and an average of 5 percent enrollment growth from 2001-2004, a required school facility plan is imminent assuming the City adopts an aggressive economic development policy and the tentative population projection is realized. [7]

According to the land projection for future schools, there is a deficit of 122 acres.[8] Unlike many other states, Oregon does not have uniform school facility siting standards, nor does it offer an accepted methodology to project land needs. Not withstanding this lack of statewide policy, the methodology employed in the residential lands needs assessment uses a ratio of 2020 population to developed school land to project additional land for schools. A ratio of 5 acres per 1,000 residents is used to project a total number, but this is not based on any empirical evidence to support the conclusion of 122 acres. A ratio or proportional method is not a problem by itself, as long as it is supported by factual evidence. Otherwise, the number is arbitrary. Therefore, the total amount does not accurately reflect the actual need for school facilities.

Conversely, when government facilities were analyzed, the need was drastically reduced. Public buildings, and by extension special districts (schools), rarely need or can afford major new facilities, but rather invest in on-site expansions, because they are dependent on voter approved bond measures to pay for capital intensive improvements. Apparently, this rationale was employed with government facilities, but for whatever reason is not applied to the local school district. A closer examination of the buildable lands and facilities the school already owns/leases would offer a clearer description of need versus a proportional response without any evidence to support the result. Moreover, the buildable lands inventory discards available public

[7] "District Profile Reports," Office of School Finance, Data and Analysis, Oregon Department of Education http://www.ode.state.or.us/sfda

[8] Residential Land Needs Analysis, November 2003, p. 32

land if it has structures on the property.[9] By this definition, only six acres would be available.[10] The 'Urban Growth Scenarios' report provides three scenarios of a UGB expansion, yet all three assume that existing low density residential will absorb future employment of education and government employees. Apparently, a disconnect exists between the reasoning in the inventory and the assumptions in the expansion scenarios.

ORS 195.110 (4)(c)(C) requires Woodburn to provide notice to the school district when adopting amendments to an acknowledged comprehensive plan or land use regulations that affect school capacity. Since the proposed action will add more than 1,000 new residential units over a twenty-year period, notice will be required. If expressly requested by the school district, the local government will need to coordinate capacity needs. Regardless of the statutory requirements, it's good planning practice to coordinate long-term needs with the local school district administration and elected board, which includes an agreed method for projecting school facilities. Furthermore, even if residential land is added to the UGB to accommodate future school facilities, there is no guarantee that the land will be dedicated for the intended purpose unless specific plan designations are adopted or conditions are attached to the land use action requiring a coordinated school facility plan. Again, a coordinated approach that identified appropriate sites (in executive session, if necessary) inside and outside the existing UGB would be an ideal situation for both parties. Evidently, this approach is identified as Goal C2.2 in the 2001 Woodburn Economic Development Strategy.[11]"

Response: **Again, there are a number of issues. The basic issue is that ORS 195.110 does not apply to the Woodburn School District.**

1) *School facilities plan.* **As noted, the Woodburn School District does not yet have a school facilities plan. Also as noted, there is no statutory requirement for the Woodburn School District to have such a plan. If the district had such a plan, we would have used it in our projections. Instead, we applied the existing developed school land to population ratio to project future buildable school land needs. (Technical Report 3, Land Needs Analysis p. 32)**

2) *Existing Schools/Population Ratio.* DLCD states that the school land need projection was made without empirical or factual evidence. As mentioned above, **we used a ratio of existing facilities to population, which is factual and empirical in nature, and projected that Woodburn would retain that ratio through 2020. It would be helpful to describe what sort of additional empirical or factual evidence is desired, and the basis for this desire.**

[9] Buildable Lands Inventory, November 2002, p. 5, 2.c
[10] Buildable Lands Inventory, November 2002, p. 10
[11] Woodburn Economic Development Strategy, June 2001, p. 4-21

3) *Government facilities*. **DLCD notes that a different method was used for projecting government land needs than school land needs. This is correct. We assumed that the equivalent of 13 acres of government facility needs (city hall expansion, public safety stations, public works storage yards, etc.) would be met on existing City property, or on commercial land, through intensification. This is assumption may be optimistic, given the location of government facilities in the relatively dense Woodburn downtown area. School district administration needs are similar to government needs. However, a new high school is not similar to, for example, increased administrative staff in City Hall. Schools require outdoor fields and play areas, as well as classrooms, cafeteria, gymnasium, and parking. Schools also require locations near the residents they serve. This is why we used a ratio for school needs rather than simply assuming that future school needs would be met entirely on developed school property.**

4) *Closer examination*. **DLCD states, "A closer examination of the buildable lands and facilities the school already owns/leases would offer a clearer description of need versus a proportional response without any evidence to support the result." We're not sure what DLCD is saying here. The ratio we used, as stated above and in the Land Needs Analysis, was derived from determining lands and facilities that schools use and own. We believe that we have addressed this concern.**

5) *Buildable Lands for public*. **Woodburn did assume development of public parcels if they had structures, or if they were developed as parks or ball fields. It is unclear what DLCD's concern is with this definition.**

6) *Transportation Scenarios*. **The transportation scenarios were developed for preliminary transportation planning analysis, before the Land Needs Analysis and Buildable Lands Inventory were completed. The "preferred land use scenario" used to justify the UGB is now being considered in the Transportation Systems Plan. Assuming that all public employees, including teachers, will be accommodated by intensification is unrealistic and inconsistent with Land Needs and Buildable Lands analyses.**

7) *Coordinated approach*. We agree that a coordinated approach regarding school facilities, culminating in a Schools Facilities Plan, would be a good idea for Woodburn and helpful for planning purposes. Unfortunately, we cannot force the school district to engage in such a process. Moreover, it is not a Periodic Review Task, it is not required by statute, and would not be completed in a timely manner as part of this process. By using the existing developed school land to population ratio, the proposed 2020 UGB should provide enough land for schools to grow, hopefully without another UGB amendment.

Urban Growth Scenarios

"As part of an effort to analyze the transportation system, and the proposed alternatives of a UGB expansion, three urban growth scenarios were developed that have different levels of expansion based on a medium or high employment projection. The number of acres ranges from 447-558 acres. However, the 'preferred scenario' lists exception areas, expansion areas, and some measures to maximize existing land in the UGB, which creates a total of 804 acres.[12] There is either an unrelated connection made between the scenarios and proposed expansion or there is a misinterpretation of the acres of buildable lands that resulted in a miscalculation. Although the preferred scenario is purported to be the best alternative based on long-term traffic capacity and levels of service, there is no other evidence provided to support the amount proposed. A clearer distinction and explanation of the preferred scenario based on findings of facts needs to be provided before an analysis of other criteria is necessary. For example, how does the preferred alternative satisfy or meet the needs identified in the buildable lands inventory, residential land needs, employment needs inventory and economic development strategy. A summary of the preferred alternative without proper justification sells the proposal short of its intended purpose."

Response: As noted above, the Transportation Scenarios document was prepared before the Buildable Lands Inventory and Land Needs Analysis were completed. The Transportation Scenarios were used for transportation modeling purposes, and that modeling informed transportation concerns in the "preferred scenario" developed later. The Transportation Scenarios are outdated and are provided as background information related to the process, not justification for the end result. The rest of this concern is addressed in response to Goal 14 concerns below.

Statewide Planning Goal 14: Urbanization

"The following evaluation is based on the UGB Justification Report.[13]
Goal 14 provides "seven factors" to evaluate a proposed change in the urban growth boundary. Those factors are listed below:

(1) Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals;
(2) Need for housing, employment opportunities, and livability;
(3) Orderly and economic provision for public facilities and services;
(4) Maximum efficiency of land uses with and on the fringe of the existing urban area;
(5) Environmental, energy, economic, and social consequences;
(6) Retention of agricultural land as defined, with Class I being the highest priority and Class VI the lowest priority; and

[12] Comprehensive Plan - Volume II, November 2003, p. 20
[13] UGB Justification Report, November 2003, p. 14

(7) Compatibility of the proposed urban uses with agricultural activities.

Factors 1 & 2: The first two factors are appropriately addressed through subtasks that were completed as part of an approved periodic review program. However, the subtasks have been reviewed independently and collectively to identify discrepancies, and in some cases, challenge assumptions made in the planning process. These issues are discussed above.

Response: We responded to issues related to Factors 1 and 2, related to population and employment needs, in the discussion above. The land need for employment and population growth, and livability, is documented in:

- **Land Needs Analysis**
- **Industrial Siting Needs Analysis**
- **UGB Justification Report**

"*Factor 3*: The analysis provided does not describe the current adequacy and availability of public facilities that would address the 'economic provision' and serviceability of the expansion areas. Although flat, well-drained lands are key ingredients for orderly development, it does not address linear facility connections to the existing system on the urban fringe, nor does it address capacity of water, sewer, storm water, or other public utility systems that could be provided over a twenty-year period. Public facility master plan elements should be consistent with the population and land use projections. As identified earlier in this report, a public facilities element is forthcoming that may address these concerns.'"

Response: We agree that additional public facilities justification is required. As clearly stated in the UGB Justification Report, however, transportation is by far the most expensive public facility that must be provided. The UGB was selected to minimize impacts on the Highway 214/I-5 interchange. Based on preliminary discussions with the City's Public Works Department, the Southwest (#8), West (#1) and North (#2) study areas can be served at relatively low per-acre costs, and these are the areas that make the most sense from a transportation and agricultural soils class perspective. A public facilities plan is required as the last remaining Periodic Review Work Task and is will be prepared by Woodburn to respond further to this concern.

"*Factor 4*: The 'maximum efficiency of land uses with [in] the existing UGB' is taken to mean an analysis of efficiency measures and implementation of infill and redevelopment strategies for housing and commercial, and to a lesser extent, light industrial. To its credit, Woodburn has proposed a number of measures related to housing that have not been previously adopted, which will maximize residential land based on planned densities. However, the proposals may not go far enough to meet the intent of the goal and statute (ORS 197.232(1)(c)(C). For example, the vertical mixed-use nodal overlay proposed for the downtown could be extended along the Highway

99 corridor to increase redevelopment potential, provide live-work housing opportunities for small businesses, and help reduce vehicle miles traveled as part of a larger transportation system plan to meet transportation planning rule requirements. Nor has smaller lot sizes (<7,000 SF) been proposed to allow infill of smaller parcels and partitions in existing neighborhoods that would add more housing opportunities. As proposed, small lot SFR is only considered in the nodal overlay or adjacent to existing senior housing.[14] If the community has genuine concerns about the urban design of such units, then form-based design codes could be adopted to encourage small lot housing types. For example, "cottage" housing is an increasingly popular market choice in urban areas because it offers a mid to high end SFR detached type for empty nesters, professional singles, and small families. This effectively addresses the need for more housing, neighborhood compatibility, efficiency of existing land, and attracts a moderate to high-income market that is currently underserved in Woodburn."

Response: Maximum efficiency of land use includes more than just infill and redevelopment. It also includes increases in planned urban densities, minimum density standards, master planning to ensure efficient land use, nodal development, vertical mixed use, planned street layouts to provide efficient access to buildable properties, and County retention of large parcels until they are annexed to Woodburn and urban services are provided. The City has planned for residential densities of approximately 10 units per net buildable acre (outside of exceptions areas), which is consistent with Marion County Framework Plan guidelines.

We are confused by the comment that Woodburn has proposed measures that will "maximize residential land based on planned densities", but "may not go far enough to satisfy the intent of the statute." How far is far enough? Will DLCD "know it when it sees it?" [Note: The statute cited by DLCD – 197.232(1)(c)(C) – does not exist in the 2003 ORS compilations. 197.732(1)(c)(C) relates to the goal exception process, but doesn't relate directly to maximum efficiency of land use. Given this incorrect citation, we're not sure how to respond.]

We consider DLCD's suggested *additional* "efficiency measures" below:

1) *Vertical Mixed-Use Overlay on Hwy 99.* Highway 99 is a high volume five-lane state highway that's been developed, primarily under County auspices, as strip commercial. While we anticipate and encourage redevelopment of Highway 99 for more intensive commercial development, we simply cannot recommend vertical mixed use along this noisy, high volume, high traffic speed highway. Based on our experience working with developers, we cannot imagine a situation where an outside developer would invest in redevelopment along Highway 99 with housing above retail. Woodburn is planning, somewhat optimistically, for

[14] Ibid, p. 21

vertical mixed use in its downtown and in the nodal development area in Southwest Woodburn. Proposing vertical mixed use along a busy and noisy state highway would be highly unrealistic from a market perspective and would create an undesirable living environment.

2) *Smaller lot sizes in existing neighborhoods.* **Woodburn has experienced fairly high density development over the last decade, and plans to increase overall densities substantially – from approximately 7.25 to 10.4 dwelling units per net buildable acre. Woodburn *is* proposing vertical mixed use redevelopment in the downtown area, as noted above. The Buildable Lands Inventory assumed that 100% of identified infill lots (defined as lots with a house between 0.5 and 5 acres) in developed areas would be available for development over the next 20 years. During previous iterations of the plan, Woodburn citizens soundly rejected the notion of increased residential densities (upzoning) in existing residential neighborhoods because of adverse social consequences. For this reason, we proposed increased densities in nodal development areas, while allowing for infill based on existing zoning in existing neighborhoods, and redevelopment in downtown. Upzoning of land in developed residential neighborhoods wouldn't have much efficiency benefit in any case, because Woodburn's largest lot size is 6,000 square feet. If Woodburn were to upzone to 4,000 square feet in developed residential areas, there would be substantial perceived negative impacts, with little actual efficiency benefit.**

3) *Form-based design codes.* **We think this is a good idea. That's why Woodburn has adopted design standards for downtown Woodburn, and proposes to adopt design standards in higher density nodal areas. Woodburn also has design standards that apply to all new residential development. So-called "form-based design codes" as a part of upzoning developed residential areas would not alleviate genuine concern by the community.**

4) *Moderate to high-income market.* **Woodburn has addressed the "moderate to high-come market" by providing for standard (6,000 square foot) and small-lot (4,000 square foot) single-family lots. Of course, this market is also free to buy existing housing, or build on infill lots in Woodburn.**

Basically, Woodburn has prepared a plan that meets identified housing needs and complies with the Marion County Framework Plan by zoning for about 10 units per net buildable acre outside of exceptions areas. Woodburn and Marion County have reserved land in large parcels for intended uses, increased overall planned densities, adopted an 80% minimum density standard, and has implemented other efficiency measures described in the UGB findings. We believe that these efficiency measures are more than adequate to comply with Factor 4.

"*Factor 5*: The ESEE analysis addresses external factors of land use decisions and weighs the importance of those factors against the proposed lands requiring a goal exception. A matrix was developed that weighs the four criteria against the study areas. This summary is appreciated, but the results of the analysis do not adequately address each of the criteria. The following criteria could be added to each factor that would provide a balanced illustration of the consequences:

- *Economic*: transportation access and needed capital improvements, and a comparison of economic inputs and outputs of existing and proposed land uses;
- *Social*: livability or quality of life, social capital indicators such as access to built public services and facilities; and a compatibility index of uses;
- *Environmental*: more definition of intent to 'limit development' based on types of inventoried natural resources, and storm water impacts; and
- *Energy*: air quality (as separate from VMT), and drinking water pump stations.

In addition to the criteria listed above, 'measures designed to reduce adverse impacts' are not addressed at those sites that would require a goal exception. Further findings should be provided to demonstrate that appropriate measures have been considered to mitigate impacts to resource lands and farming operations."

Response: The UGB Justification Report includes a brief ESEE analysis to address factor 5. However, this analysis does not include or reference other ESEE information found in technical reports. Kevin states that the ESEE analysis is inadequate and suggests the kind of analysis that would, in his mind, suffice. DLCD has cited no standard to support the need for, among other things, an analysis of "economic inputs and outputs of existing and proposed land uses." Such an analysis would be costly, but useless in this process.

Nevertheless, we agree that a more detailed analysis of Factor 5 could be helpful. If DLCD can provide case law examples or previous LCDC decisions this would be helpful. Perhaps an example of an ESEE analysis with an acceptable level of detail from a comparable jurisdiction would also be helpful. Woodburn has limited funds, so if DLCD is asking for major studies here, this is a problem.

"*Factor 6*: The three "subfactors" under Factor 6 do not apply to Woodburn. Given the soil characteristics of land, the need for certain types of land uses must be clearly demonstrated through the periodic review tasks. To this end, the focus of the analysis in this report has been more of an analysis of the tasks and less on the applicable seven factors' test. However, if the tasks are appealed to LCDC the priorities analysis and findings will be placed under a microscope and their importance cannot be understated."

Response: We think that DLCD means the 'three 'subfactors' under ORS 197.298 for determining UGB priorities. Factor 6 only has one 'factor' which reads as follows:

"(6) Retention of agricultural land as defined, with Class I being the highest priority and Class VI the lowest priority;"

In our view, Woodburn carefully considered Factor 6 when it determined its future growth direction. As noted in the UGB Justification Report and in Technical Report 2-a (Natural Resources), Woodburn is surrounded by Class II soils, with smaller areas of Class I and III soils. We have excluded all Class I soils from the UGB, except where they are found in the developed golf course in the North (#2) Study Area. The West (#8) and Southwest (#7) Study Areas generally have the most Class III soils and the fewest wetlands and riparian areas. In short, the growth direction we have chosen furthers this standard. It would be helpful to know what is missing from our analysis. We know it will be "placed under a microscope." This is why we asked for DLCD's input early in the process.

"Statewide Planning Goal 2: Land Use Planning, Part II, Exceptions
OAR 660-004-0020 "Four Standards"
Goal 2 outlines specific standards for goal exceptions. A local government may adopt an exception to a goal when:

(1) Reasons justify why the state policy embodied in the applicable goals should not apply;
(2) Areas which do not require a new exception cannot reasonably accommodate the use;
(3) The long term ESEE consequences resulting from the use of the proposed site with measures designed to reduce the adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and
(4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

The above standards were evaluated in the UGB Justification Report. The following is an analysis of those findings:[15]

"Standard 1: No findings are provided. Findings should be provided in a staff report."

Response: OAR 660-004-010(c)(i) describes how the first standard applies to Goal 14:

"(i) Reasons justify why the state policy embodied in the applicable goals should not apply (This factor can be satisfied by compliance with the seven factors of Goal 14.);"

[15] Ibid, p. 18

The UGB Justification Report, when combined with technical reports related to need and alternative study area considerations, demonstrate compliance with the seven factors of Goal 14. No additional work is needed to address "Standard 1."

Standard 2: Since all exception areas are included for residential, it is assumed that light industrial land cannot be accommodated in those designated areas. However, the exceptions analysis needs to include an evaluation of other lands contiguous to the existing UGB that are higher priority/low value farmland. Standard is met.
Standard 3: This concern was addressed above in the seven factors analysis.
Standard 4: Given the choice among competing land uses adjacent to agriculture, the priority is usually (1) industrial, (2) commercial, and (3) residential. Based on this priority, the only residential area identified is Study Area 2, but no measures are described that would 'reduce the adverse impacts' on the northern edge. For example, a "right to farm" covenant could be attached to the title of the land designated for residential as a condition of approval for future subdivisions.

Response: As indicated under Goal 14, Factor 5 discussion, we agree that additional information related to these Goal 2 standards will be provided in the Goal 14 Analysis and in findings. We will consider requiring the property owner to sign a "right to farm" covenant as a condition of annexation of residential land that is adjacent to the UGB.

Urbanization Priorities - ORS 197.298
In addition to the above standards, ORS 197.298 requires a prioritization of lands to be included before high value farmland is brought into a UGB.

(a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan.
The City of Woodburn does not have designated urban reserves. This standard does not apply.

(b) [S]econd priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

The Comprehensive Plan Map identifies three exception areas totaling 296 acres. Two of the exception areas (SA 1 & SA 6) are proposed to be included in the UGB as residential land. Both of these areas have low-density single-family units, which is slated for infill and redevelopment over the 20-year planning period. The third exception area is the McLaren School for Boys and under public ownership. It is highly unlikely that this latter institutional use will be available for other planned uses. This standard is met.

(c) *[T]hird priority is land designated as marginal land pursuant to ORS 197.247.*

Marginal lands are not found in the Willamette Valley. This standard does not apply.

(d) *[F]ourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.*

Since all of the above have been addressed, the last alternative is resource land.

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

According to the study areas proposed, 97 percent of the land is classified as high value farmland, which includes Class I-IV soils. If higher priority lands (low value) are not immediately adjacent to the existing UGB, it makes orderly urbanization of land a difficult task. The analysis demonstrates that lower value farmland is not available and Class I land will not be included, but still leaves Class II lands for expansion.

(3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:

Although the residential needs analysis is subject to further scrutiny, the light industrial need has been clearly defined in the Goal 9 inventory and analysis of targeted industries, and economic development strategy. Large-scale sites, which are important for siting large employee-based businesses, could not be accommodated on the exception areas. This leaves resource land as the only alternative since almost all of the identified lands are high value farmland. Although this link between siting needs and exception areas is intuitive, its connection is not clearly explained in the summary report.[16]

More importantly, this priority standard has not been fully analyzed based on the submitted tasks and reports. The Woodburn Comprehensive Plan Volume II addresses most all of the seven factors and exception standards, but fails to address the subsection 3 (a-c) priorities in ORS 197.298. Additional analysis of these priorities will be required to demonstrate compliance with the statute. [17]

<u>Response</u>: **We agree that additional analysis regarding the need for large**

[16] Ibid, p. 14
[17] Ibid, p. 18

industrial sites, and the ability to meet this need within rural residential exceptions areas, is needed. The Buildable Lands Inventory describes parcel sizes in residential and commercial exceptions areas as follows.

> **"Exceptions Areas**
> **For the purpose of this report, exceptions areas are areas outside of an Urban Growth Boundary with Goal 14 exceptions for residential uses in a rural area. Woodburn is including all adjacent exceptions areas with buildable land into its UGB through this process. Exceptions areas are generally developed inefficiently below urban residential densities. The development pattern includes houses on large parcels, often some farm development, and generally an inefficient access pattern (See Figure 1: Development Pattern of Exception Area). This combination makes development at urban densities more difficult. Due to this difficulty, we assumed densities within exceptions areas would average around 3 units per net buildable acre."**

Table 6: Residential Capacity from Exceptions Areas

Site Description	Exception Area Parcels
Sites <2ac	43
Acres	44
Sites 2-5ac	16
Acres	47
Sites 6-10ac	2
Acres	17
Total Sites	**61**
Total Acres	**107**
Potential Exception Units	**295**

From this table, it is clear that there are no parcels greater than 10 acres. ORS 197.712 *et seq.* discourages placement of industrial parcels near residential areas, where conflicts are likely. We did not make this clear, and therefore agree with DLCD that additional analysis of ORS 197.298 factors will be provided in the Goal 14 Analysis.

Item 15

PERIODIC REVIEW NOTIFICATION LIST
REVISED: 6/16/05

	PHONE	FAX
Housing & Community Services Dept. Attn: David Foster 1600 State St. Salem, OR 97310	503-986-2112	503-986-2020
Dept. of Environmental Quality Attn: Roberta Young Intergovernmental Coordinator 811 SW 6th Ave. Portland, OR 97204	503-229-6408	503-229-6124
Economic Development Dept. Attn: Arthur Fish 775 Summer St. NE Salem, OR 97310	503-986-0140	503-581-5115

Statesman Journal
P.O. Box 13009
Salem, OR 97309

Mid-Willamette Valley C.O.G.
105 High St. SE
Salem, OR 97301-3667

El Hispanic Newspaper
2130 SW Fifth, Suite 200
Portland, OR 97201

Marion County Bldg. Industry Assoc.
Attn: Mr. Erick L. Meurer
385 Taylor St. NE
Salem, OR 97303

Woodburn Fire District
1776 Newberg Hwy.
Woodburn, OR 97071

Woodburn Independent
Attn: John Gervais
605 N. First St.
Woodburn, OR 97071

Senior Estates Board
1776 Country Club Rd.
Woodburn, OR 97071

PERIODIC REVIEW ASSISTANCE TEAM – PG 2

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Woodburn Downtown Assoc. P.O. Box 344 Woodburn, OR 97071		
Mr. Robert L. Engle Engle & Schmidtman Northwood Office Park 610 Glatt Circle Woodburn, OR 97071		
Woodburn Chamber of Commerce P.O. Box 194 Woodburn, OR 97071		
Mr. Walt Blomberg, Superintendent Woodburn School District 965 N. Boones Ferry Rd. Woodburn, OR 97071		
Mrs. Barbara Lucas 214 E. Clackamas Woodburn, OR 97071		
KWBY Radio 1585 N. Pacific Hwy. Woodburn, OR 97071		
Willamette Broadband P.O. Box 850 Woodburn, OR 97071		
Kelly & Kelly 110 N. Second St. Silverton, OR 97381	503-873-8671	
Dept. of Land Conservation & Development Geoff Crook, Willamette Valley Regional Rep. 635 Capitol St. NE, Suite 150 Salem, OR 97301-2540	503-373-0050	503-362-6705

PERIODIC REVIEW ASSISTANCE TEAM – PG 3

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Natural Dept. of Agriculture Attn: Jim Johnson Resources Division 635 Capitol St. Salem, OR 97310	503-986-4706	503-378-2590
Oregon Dept. of Fish & Wildlife Land Use Program Manager 3406 Cherry St. Keizer, OR 97303-4924	503-229-6967 Ext. 442	503-229-5602
Dept. of Forestry Kevin Birch, Land Use Coordinator 2600 State St. Salem, OR 97310	503-945-7405	503-373-1937
Dept. of Geology & Mineral Industries Dennis Olmstead, Land Use Coordinator State Office Building 800 NE Oregon, Suite 965 Portland, OR 97232	503-731-4100	503-731-4066
State Health Division Dave Phelps, Funding Coordinator Drinking Water Systems State Office Building 800 NE Oregon, Suite 611 Portland, OR 97232	503-731-4010	503-731-4077
Parks & Recreation Dept. Marguerite Nabeta, Planner 1115 Commercial St. NE Salem, OR 97310	503-378-6378	503-378-6447
Division of State Lands Attn: John Lilly 775 Summer St. Salem, OR 97310	503-378-3805	503-378-4844
Water Resources Dept. Attn: Rebecca Geisen 158 12th St. NE Salem, OR 97310		
Jess William P. O. Box 627 Gervais, OR 97026		

PERIODIC REVIEW ASSISTANCE TEAM – PG 4

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Sid Friedman, Planning Advocate 1000 Friends of Oregon Willamette Valley Regional Office 189 Liberty St. NE, #307A Salem, OR 97301	503-371-7261	503-371-7596
Clayton W. Walker, CCIM C.W. Walker & Associates, LLC Real Estate Brokers and Consultants P.O. Box 1338 Eugene, OR 97440	541-484-4422 E-mail: cwwalker@transedge.com	541-484-1337
Marion Soil Water Conservation District Robin Straughan, Technical Manager 3867 Wolverine St. NE, Suite 16 Salem, OR 97305	503-391-9927	503-399-5799
Norris Beggs & Simpson Jack R. McConnell, Sr. VP 121 SW Morrison St, Suite 200 Portland, OR 97204	503-223-7181	503-273-0256
Terry Cole, ODOT Region 2 455 Airport Rd. SE, Bldg. B Salem, OR 97301-5395		
Patty Allen 3607 SE Umatilla Loop Prineville, OR 97754		
Belle Passi Cemetery P.O. Box 955 Woodburn, OR 97071-0955		

PERIODIC REVIEW ASSISTANCE TEAM – PG 5

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Denis Castor
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Keizer, OR 97303

Perri Castor
16548 Arney Rd. NE
Woodburn, OR 97071

Martin Rohrer
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Lake Oswego, OR 97035-2342

Ivan Cam
P.O. Box 567
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Corey Zielsdorf
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Will Denecke
OPUS Northwest, LLC
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Portland, OR 97205

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Hubbard, OR 97032

City of Gervais
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Gervais, OR 97026

PERIODIC REVIEW ASSISTANCE TEAM – PG 6

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Brian Moore Saalfield Griggs PC 250 Church St. SE, Ste. 300 Salem, OR 97308	503-399-1070	503-371-2927

PERIODIC REVIEW NOTIFICATION LIST
REVISED: 2/1/05

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Housing & Community Services Dept. Attn: David Foster 1600 State St. Salem, OR 97310	503-986-2112	503-986-2020
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PERIODIC REVIEW ASSISTANCE TEAM – PG 2

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PERIODIC REVIEW ASSISTANCE TEAM – PG 4

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Roger Alfred Perkins Coie LLP 1120 NW Couch St., 10th Floor Portland, OR 97209	E-mail: Ralfred@perkinscoie.com	
Sid Friedman, Planning Advocate 1000 Friends of Oregon Willamette Valley Regional Office 189 Liberty St. NE, #307A Salem, OR 97301	503-371-7261	503-371-7596
Clayton W. Walker, CCIM C.W. Walker & Associates, LLC Real Estate Brokers and Consultants P.O. Box 1338 Eugene, OR 97440	541-484-4422 E-mail: cwwalker@transedge.com	541-484-1337
Marion Soil Water Conservation District Monte Graham, District Manager 3867 Wolverine St. NE, Suite 16 Salem, OR 97305	503-391-9927	503-399-5799
Norris Beggs & Simpson Jack R. McConnell, Sr. VP 121 SW Morrison St, Suite 200 Portland, OR 97204	503-223-7181	503-273-0256
Terry Cole, ODOT Region 2 455 Airport Rd. SE, Bldg. B Salem, OR 97301-5395		
Patty Allen 3607 SE Umatilla Loop Prineville, OR 97754		
Belle Passi Cemetery P.O. Box 955 Woodburn, OR 97071-0955		

PERIODIC REVIEW ASSISTANCE TEAM – PG 5

	PHONE	FAX
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Martin Rohrer
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Lake Oswego, OR 97035-2342

Ivan Cam
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Corey Zielsdorf
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Will Denecke
OPUS Northwest, LLC
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Portland, OR 97205

City of Hubbard
Community Development
3720 2nd St.
Hubbard, OR 97032

City of Gervais
Community Development
P.O. Box 348
Gervais, OR 97026

From: "Alfred, Roger A.-POR" <RAlfred@perkinscoie.com>
To: "'jim.mulder@ci.woodburn.or.us'" <jim.mulder@ci.woodburn.or.us>
Date: 5/17/2004 3:35:42 PM
Subject: RE: UGB amendment

Jim - thanks for the call today. Please add my name and address to the list of interested parties on the periodic review proceedings. In the interest of streamlining, please just add my name in place of Mike Robinson's (if he is already on it)... we don't really need two sets of copies.

The address is the same:

Roger Alfred
Perkins Coie LLP
1120 NW Couch Street, 10th Floor
Portland, OR 97209

Thanks.

> -----Original Message-----
> From: Alfred, Roger A.-POR
> Sent: Friday, May 14, 2004 2:05 PM
> To: 'jim.mulder@ci.woodburn.or.us'
> Subject: UGB amendment
>
> Hi Jim - I left you a voice message earlier inquiring about the status of
> the UGB amendment. I just wanted to also provide you with my email
> address if that is an easier way to contact me.
>
> Thanks,
>
> Roger Alfred
> Perkins Coie LLP
> (503) 727-2094
>

From: "Alfred, Roger A.-POR" <RAlfred@perkinscoie.com>
To: "'jim.mulder@ci.woodburn.or.us'" <jim.mulder@ci.woodburn.or.us>
Date: 8/18/2004 2:47:32 PM
Subject: Notice re. periodic review / UGB amendment proceedings

Jim - thanks for the message. As requested in my voice message, please provide notice to this office of any city workshops or public hearings regarding the pending periodic review decision and the proposed UGB expansion.

Notice can be mailed to:

Roger Alfred
Perkins Coie LLP
1120 NW Couch Street, 10th Floor
Portland, OR 97209

Thanks.

NOTICE: This communication may contain privileged or other confidential information. If you have received it in error, please advise the sender by reply email and immediately delete the message and any attachments without copying or disclosing the contents. Thank you.

KELLEY • KELLEY • DOYLE

Attorneys and Counselors

110 NORTH SECOND STREET
SILVERTON, OREGON 97381

DONALD M. KELLEY
PHILIP T. KELLEY
PATRICK E. DOYLE
DAVID A. WENDELL

AREA CODE 503
TELEPHONE 873-8671

January 9, 2004

RECEIVED
JAN 12 2004

Jim Mulder
City of Woodburn Planning Department
270 Montgomery Street
Woodburn, OR 97071

Re: Baker Property on Butteville Road

Dear Jim:

This letter confirms our telephone conversation on January 8, 2004 during which I told you that I would like to be placed on the mailing list for notice of all meetings and hearings concerning the urban growth boundary revision.

In addition, I would appreciate receiving a copy of the projections presented by Mr. Winterowd at the November 17th city council work session concerning the urban growth boundary.

Thank you for your help.

Yours truly,

KELLEY • KELLEY • DOYLE

Donald M. Kelley

DONALD M. KELLEY

DMK:msk
pc: Dale Baker

FRIENDS OF OREGON
Southern Oregon Office • 33 North Central Avenue, Rm. 429 • Medford, OR 97501 • (541) 245-4535 • fax (541) 776-0443
Willamette Valley Office • 388 State Street, Suite 604 • Salem, OR 97301 • (503) 371-7261 • fax (503) 371-7596
Coastal Project Office • 934 Washington, #8 • Eugene, OR 97401 • (541) 342-3527 • fax (541) 342-3527

☆ REC'D ☆
OCT 11 2002
WOODBURN COMMUNITY DEVELOPMENT DEPT.

October 9, 2002

Jim Mulder, Community Development Director
City of Woodburn
270 Montgomery St.
Woodburn, OR 97071

re: Woodburn Periodic Review

Dear Mr. Mulder,

Thank you for taking the time to meet with me last Monday regarding the city's progress on its periodic review work program. We support your efforts to comprehensively review and plan for your community's future and may wish to provide comments as Woodburn continues through the process of Periodic Review.

Please send us the following information as it becomes available:

- Notice of all future hearings and workshops related to periodic review and opportunities to submit comments on the subject;
- Copies of the draft work tasks;
- Copies of the final work tasks submitted to DLCD

Thank you for your assistance.

Sincerely,

Sid Friedman, Planning Advocate
1000 Friends of Oregon
Willamette Valley Regional Office
388 State St., #604
Salem OR 97301

From: cwwalker@transedge.com
To: "'Jim Mulder'" <Jim.Mulder@ci.woodburn.or.us>
Date: 4/1/2004 9:24:54 AM
Subject: RE: Interchange request

You can send them to PO Box 1338 Eugene, 97440. I thought you might E-Mail, either way is fine.

Clayton W. Walker, CCIM
C.W.Walker & Associates, LLC
Real Estate Brokers and Consultants
Phone 541 484-4422
Fax 541 484-1337
cwwalker@ccim.net

-----Original Message-----
From: Jim Mulder [mailto:Jim.Mulder@ci.woodburn.or.us]
Sent: Wednesday, March 31, 2004 3:18 PM
To: cwwalker@ccim.net
Subject: Re: Interchange request

Mr. Walker, I need to have your address to send you notices. Thanks.

>>> cwwalker@transedge.com 3/31/2004 12:11:55 PM >>>
I am involved with property located at 650 Fairway Drive in Woodburn. Please place me on the Interested Parties list for both the Periodic Review and the Transportation Plan Update. I would also appreciate it if you would include me on other related updates within the City of Woodburn. Thank you for your help.

Clayton W. Walker, CCIM

C.W.Walker & Associates, LLC

Real Estate Brokers and Consultants

Phone 541 484-4422

Fax 541 484-1337

cwwalker@ccim.net

Marion Soil and Water Conservation District
3867 Wolverine St NE, Suite 16 • Salem, Oregon 97305 • Phone (503) 391-9927 • Fax (503) 399-5799

James P. Mulder
Community Development Director
270 Montgomery St.
Woodburn, OR 97071-4730

Dear Mr. Mulder:

This is an official request of the Marion Soil and Water Conservation District (SWCD) to receive information and hearing notices on the expansion of the City of Woodburn's Urban Growth Boundary.

The Marion SWCD is a public entity with jurisdiction that covers most of the City of Woodburn and surrounding area. We are currently working with the City of Woodburn Parks Department to develop riparian habitat.

Thank you,

Monte Graham

Monte Graham
District Manager

From: "Kevin Cronin" <Kevin.Cronin@state.or.us>
To: <jim.mulder@ci.woodburn.or.us>
Date: 3/10/2004 11:26:25 AM
Subject: RE: Measure 56 Notice

Hi Jim:

It was pleasure meeting you last week.

Thanks for taking the time to discuss your concerns about the final phase of periodic review.

I forgot to ask you a question.

Since you are proposing new zones, will you send M56 notice to landowners in anticipation of a hearing in May?

If so, could e-mail or snail mail a copy to me when it goes out?

Thanks!

Kevin A. Cronin, AICP
Metro Area Field Representative
Oregon Department of Land Conservation and Development
800 NE Oregon Street, #18
Portland, OR 97232

PH: 503-731-4065 x-25
FX: 503-731-4068
E-mail: kevin.cronin@state.or.us
Web: www.lcd.state.or.us

NORRIS BEGGS & SIMPSON
REALTORS
121 SW MORRISON STREET, SUITE 200 • PORTLAND, OREGON 97204
PHONE: (503)223-7181 • FAX: (503)273-0256
New America Network

May 13, 1996

Mr. Steve Goeckritz
Community Development Director
City of Woodburn
270 Montgomery Street
Woodburn, OR 97071

Dear Steve:

On behalf of Mrs. Darlene Mahan, thank you for meeting with us at your office, Thursday, May 9.

I understand the Waremart plan was approved by the Planning Commission Thursday evening, subject to a handful of exceptions regarding the water well and proposed street improvements.

Mrs. Mahan is very interested in seeing her property brought into the City of Woodburn's Urban Growth Boundary. You indicated you will be working on updating your comprehensive land use plan, with the expectation her property will be included in your Urban Growth Boundary and zoned for industrial use.

will continue to communicate with you on Mrs. Mahan's behalf. Please keep me informed of any information you have or steps you are taking regarding this matter. Mrs. Mahan may want to communicate directly with you as well.

Again, thank you for the time you spent with us. We appreciated your comments and hospitality.

Best regards,

NORRIS, BEGGS & SIMPSON

Jack R. McConnell

Jack R. McConnell
Senior Vice President

JRM/sij
goeck.doc

cc: Darlene Mahan
Roger Qualman

7 May 96

Planning Director
City of Woodburn
270 Montgomery
Woodburn, Ore. 97071

Dear Planning Director,

I would like to participate in periodic review. Pursuant to OAR 660-25, please send me the following information when it becomes available

- notices of hearings ~~related~~ related to periodic review and opportunities to submit comments;
- Copies of the draft evaluation, work program & work tasks
- notice when the above are submitted to DLCD
- Copies of the final evaluation, work program and work tasks submitted to DLCD

Thank you.

Donovan Harding
470 ARTHUR ST.

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Page 710

ENGLE & SCHMIDTMAN
ATTORNEYS AT LAW
NORTHWOOD OFFICE PARK - 610 GLATT CIRCLE
WOODBURN, OR 97071

ROBERT L. ENGLE
KIRK A. SCHMIDTMAN

'Y M. BUFFINGTON
:IATE COUNSEL

HAROLD A. EICHSTEADT
RETIRED 1990

TELEPHONE: (503) 981-0155
FAX: (503) 981-0158

July 23, 1996

RECEIVED JUL 2 5 1996

Mr. Steve Goeckritz
Planning Director
City of Woodburn
City Hall
Woodburn, OR 97071

Re: Woodburn Comprehensive Plan Periodic Review - Urban Growth Boundary Expansion

Dear Steve:

I recently discussed with you the fact that Woodburn will soon begin the process of considering the extent to which Woodburn's Urban Growth Boundary should be expanded.

I have asked you to allow me to offer input in that process at this time rather than after the proposal has been developed since it has been my experience that public hearings requesting public comments upon an existing proposal seldom result in any significant change or modification to that proposal.

I am currently representing Martin W. Rohrer, a former partner of this office, who owns 45 acres of real property adjoining the present Urban Growth Boundary west of the freeway and north of the 214 interchange. We ask that the City, in preparing its proposal to Marion County and LCDC, consider expanding the City's Urban Growth Boundary to include all of the approximately 125 acres indicated by the coloring on the attached map. Marty's property is the portion of that 125 acres further indicated by the diagonal lines. We believe that many reasons exist for the inclusion of this 125 acres within the City's Urban Growth Boundary. I will use this letter as an opportunity to list a few of those reasons which we feel are most compelling.

The City of Woodburn will need, within the next planning period, an additional inventory of light industrial and high density residential property. The 125 acres could substantially contribute to meet that need in several ways:

1. The 125 acres could currently be brought within the Urban Growth Boundary and all or most of it zoned for light industrial use with minimal opposition or disruption of current owners and activities. This acreage contains only eight residences. The entire acreage is owned by only eleven separate or joint owners, three of whom are currently operating businesses which might be characterized as light industrial, namely, a cement plant, a wood chip processing plant and a sales yard for heavy equipment. Over 90% of the 125 acres is owned by four of the owners. All are engaged in farming to some degree; but Marty has polled the four owners (Coleman, Adney, Castor and himself) and all would welcome inclusion and light industrial designation. That designation would also be consistent with the business activities of the other owners who are operating the three businesses.

2. Much of the property south of the current Urban Growth Boundary line (previously owned by the Stampleys) has recently been sold and is targeted for commercial use, thus removing that property from the City's inventory of property previously identified as high density residential. A portion of the 125 acres could be zoned high density residential to replace the Stampley property lost for such uses. Particularly appropriate for such zoning would be the Coleman 30-acre farm on the westerly portion of the 125 acres, since it adjoins residential property in the Nazarene Subdivision to the west and the undeveloped property zoned for high density residential to the south of that 30-acre farm.

3. When the Stampley property develops for commercial use, Arney Road will be improved and in all probability straightened to front the northwest side of I-5 providing very favorable access to the subject property from I-5. If that occurs, access to the 125 acres will likely be the best of all similar properties in any of the four quadrants of the interchange.

4. The City would have much greater difficulty handling additional traffic flows east of the 214--I-5 interchange. The development of the subject land, northwest of the 214--I-5 interchange would not detrimentally affect the flow of traffic into Woodburn east on 214. Much of the traffic would access to and from I-5 and only on the west side. Additionally, with proper planning,

traffic moving from the subject area into Woodburn could easily be routed north to Crosby Road, over the Crosby overpass, and east to Boones Ferry or Front Street, entirely avoiding the congestion of 214.

5. Much discussion has occurred on the subject of a new interchange on I-5. It appears likely that a new interchange would be built at Parr Road and not at Crosby Road. Therefore, the development of land in the northwest quadrant of 214 and I-5 would not interfere with the planning and acquisition process of a new interchange and, as noted above, would still permit I-5 access at 214 without substantially increasing traffic east of I-5 on 214 and would encourage destination travel to downtown Woodburn from Crosby Road and not from 214. It is particularly important to note that the interchange planning, funding and construction could tie up further meaningful development of both the southwest and southeast quadrants for over a decade. Only the northwest quadrant can have such development during that period without directly impacting or being impacted by the interchange improvements. A decade could be a very long time for Woodburn to wait for the economic development that could result from such business and housing activity.

6. The subject property, if zoned mostly light industrial, would provide a good transition and buffer between the commercial uses to the south and the agricultural uses to the north. Additionally, if the split zoning mentioned above (with a high density residential designation placed on the westerly 30 acres) is approved, the subject property would also provide a good transition and buffer between the existing single family residential development in the Nazarene Subdivision to the west and the freeway and already existing (and hopefully, expanded) industrial uses in the easterly portion of the 125 acres.

7. Good planning envisions the uniform growth of City boundaries. Currently, the north boundary of the Nazarene Subdivision extends well beyond the north Urban Growth Boundary line of the remaining property west of the freeway. Further, it is likely that the north Urban Growth Boundary of the City east of I-5 will also extend to or near Crosby Road. The extension of the Urban Growth Boundary as here proposed would provide a more uniform north boundary to the City in future planning.

8. The existence of the Marion County Landfill located north of Crosby Road should not discourage the development of this acreage. Once annexed, all development will utilize urban services. Therefore, after inclusion of the subject property within the City of Woodburn and development as proposed,

any concerns related to the landfill should be decreased, rather than increased.

9. Woodburn has just recently been recognized by the developing public. We are in the initial stages of development that we have sought and encouraged for many years. One of the greatest features that makes Woodburn desirable to residents and development is our access to I-5. We need to take advantage of our location and plan for development around the freeway interchange. Substantial development has occurred as planned in the southwest quadrant. Development has and will occur in the southeast quadrant and somewhat in the northeast quadrant. There is no reason why the northwest quadrant should not also be available to this freeway access. In addition to it being desirable to have the properties along the freeway be available for development because of their access, the City also would be benefited in a more general way by the indications that would make them visible from the freeway that Woodburn "welcomes business activity" as would be demonstrated by the kind of development we are suggesting.

In summary, we recommend that the City seriously consider and then propose inclusion of the approximately 125 acres within Woodburn's Urban Growth Boundary during the planning and review process. Although this is not the time to consider the ultimate zoning of the property, we recommend that the City consider designating the property in Woodburn's comprehensive plan for light industrial and high density residential uses as discussed above.

Part of the planning and review process should include completing an inventory of the currently undeveloped, but zoned, land within the Urban Growth Boundary. My sense is that Woodburn has substantially exceeded the growth expectations that were incorporated into the boundary and zoning that were last modified in any significant way almost two decades ago. My sense is also that the inventory of light industrial and high density residential zoned land is the most depleted. Inclusion of this significantly large block of 125 acres, at this time when it is not only available for such use but also arguably the best candidate for such use, especially in the next several years, is an opportunity of which we would like to see Woodburn avail itself.

We would welcome the opportunity to participate in any manner in the initial review process. If further statistical information or citizen input would be deemed by those staff members participating in the review to be beneficial to the process, please advise.

We appreciate very much the opportunity to offer input at this preliminary stage.

Yours truly,

ROBERT L. ENGLE
RLE:hez
cc: Martin W. Rohrer

DONALD M. KELLEY
PHILIP T. KELLEY
PATRICK E. DOYLE

KELLEY & KELLEY
Attorneys and Counsellors
110 NORTH SECOND STREET
SILVERTON, OREGON 97381

AREA CODE 503
TELEPHONE 873-8671

September 21, 1998

Attn: Teresa Engeldinger
Woodburn Planning Department
Woodburn City Hall
270 Montgomery St.
Woodburn, OR 97071

☆ REC'D ☆
SEP 24 1998
WOODBURN COMMUNITY
DEVELOPMENT DEPT.

Dear Teresa:

This letter confirms my conversation with Steve Goeckritz on September 15, 1998. I represent Dale Baker with regard to his property on Butteville Road which is shown on a map enclosed with this letter. Mr. Baker's property is adjacent to the city boundary and urban growth boundary of the City of Woodburn. Previously Mr. Baker had applied for and received from the City of Woodburn land use approvals to incorporate this property into the city. Marion County, however, never ratified the approval. Therefore, it sits in limbo.

It is my understanding that you will be in charge of the updating by the City of Woodburn of its buildable lands inventory. Please consider this letter Mr. Baker's request that both he and I be kept informed of the progress of the buildable lands study and discussion as it proceeds. We would like to receive copies of all of the agendas which are sent out as well as any minutes or memoranda of action taken by your committee.

It is obvious that the growth of the City of Woodburn will require additional residential land. Since the area between the city boundary and Butteville Road, including Mr. Baker's property, is already committed to residential use, it makes an obvious addition to the City of Woodburn. Most of the rest of the land surrounding the City of Woodburn is high quality farm land in agricultural production or is otherwise unsuitable for inclusion in the urban growth boundary.

We would be glad to assist you and your group in anyway that you feel is appropriate.

If you have any questions, please feel free to call me.

Thank you for your courtesy and cooperation in this regard.

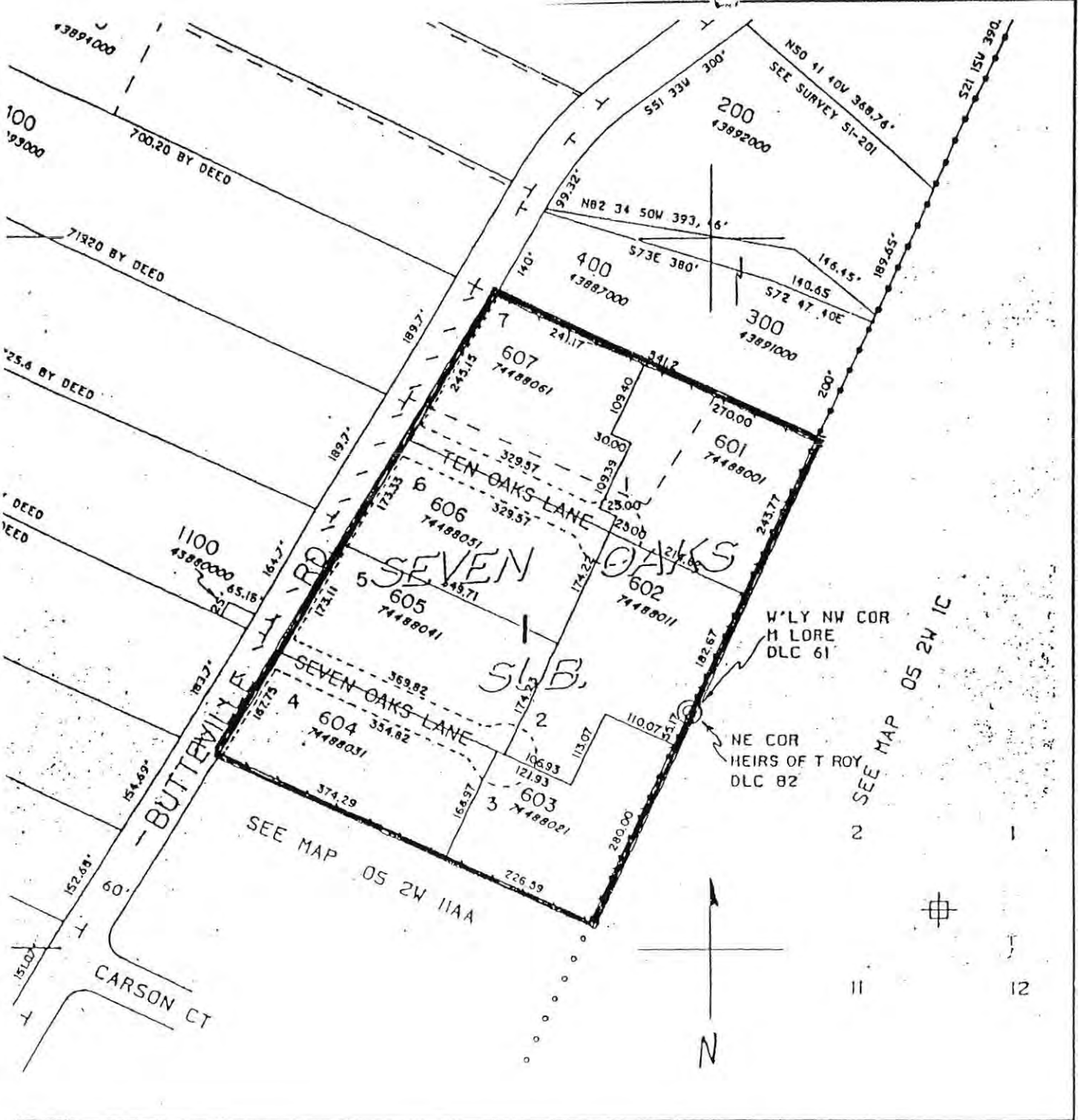
Yours truly,

KELLEY & KELLEY

Donald M. Kelley

DONALD M. KELLEY

DMK:cf
cc: Dale Baker



Loverna Wilson, Environmental Consultant

1835 N.E. Steele Avenue
Corvallis, Oregon 97330

PROJECT: Seven Oaks Project
DATE: August 1991
SCALE: 1:2,400

FIGURE 2.

Site map of Seven Oaks Subdivision property, Woodburn, Oregon.

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PERIODIC REVIEW ASSISTANCE TEAM

Housing & Community Services Dept. Attn: David Foster 1600 State St Salem, OR 97310	Phone 986-2112	- Fax 986-2020
Dept. of Environmental Quality Attn: Roberta Young Intergovernmental Coordinator 811 SW 6th Ave Portland, OR 97204	229-6408	229-6124
Economic Development Dept. Attn: Arthur Fish 775 Summer St. NE Salem, OR 97310	986-0140	581-5115
Norris, Beggs, & Simpson 121 S. w. Morrison St., Suite 200 Portland, OR 97204		
Statesman Journal P. O. Box 13009 Salem, OR 97309		
Mid-Willamette Valley C. O. G. 105 High St., S. E. Salem, OR 97301-3667		
El Hispanic Newspaper 2130 S. W. fifth, Suite 200 Portland, OR 97201		
Marion-County Bldg. Industry Assoc. Attn: Mr. Erick L. Meurer 385 Taylor St N. E. Salem, OR 97303		
Woodburn Public Works		
Woodburn Parks		
Woodburn Police Dept.		
Woodburn Fire District 1776 Newberg Hwy. Woodburn OR 97071		
Woodburn Independent 605 N. First St. Woodburn, OR 97071		

PERIODIC REVIEW ASSISTANCE TEAM - PG 2

Senior Estates Board
1776 Country Club Rd.
Woodburn, OR 97071

Mr. Donovan Harding
470 Arthur St.
Woodburn, OR 97071

Woodburn Downtown Assoc.
P. O. Box 344
Woodburn, OR 97071

Mr. Robert L. Engle
Engle & Schmidtman
Northwood Office Park
610 Glatt Circle
Woodburn, OR 97071

Woodburn Chamber of Commerce
P. O. Box 194
Woodburn, OR 97071

Mr. Jack Reeves, Superintendent
Woodburn School District
965 N. Boones Ferry Rd.
Woodburn, OR 97071

Mrs. Barbara Lucas
214 E. Clackamas
Woodburn, OR 97071

KWBY Radio
1585 N. Pacific Hwy.
Woodburn, OR 97071

DirectLink
635 Ray J. Glatt Circle
Woodburn, OR 97071

Kelly & Kelly
110 N. Second Street
Silverton, OR 97381

Fairway Inn Motel
2450 Country Club Ct.
Woodburn, OR 97071

Dept. of Land Conservation & Development 373-0050 362-6705
Richard P. Benner, Director
1175 Court St. NE
Salem, OR 97310

PERIODIC REVIEW ASSISTANCE TEAM - PG 3

Dept. Of Agriculture Attn: Jim Johnson Natural Resources Division 635 Capitol St Salem, OR 97310	986-4706	378-2590
Dept. of Fish & Wildlife Land Use Program Manager 2501 SW First St Portland, OR 97207	229-6967 Ext 442	229-5602
Dept. of Forestry Kevin Birch, Land Use Coordinator 2600 State St. Salem, OR 97310	945-7405	373-1937
Dept. of Geology & Mineral Industries Dennis Olmstead, Land Use Coordinator State Office Building 800 NE Oregon, Suite 965 Portland, OR 97232	731-4100	731-4066
State Health Division Dave Phelps, Funding Coordinator Drinking Water Systems State Office Building 800 NE Oregon, Suite 611 Portland, OR 97232	731-4010	731-4077
Parks & Recreation Dept. Marguerite Nabeta, Planner 1115 Commercial St. NE Salem, OR 97310	378-6378 Ext. 236	378-6447
Division of State Lands Attn: John Lilly 775 Summer St Salem, OR 97310	378-3805	378-4844
Dept. of Transportation Attn: Peter Russell Corridor and General Planning 555 13 th St. NE Salem, OR 97310	986-4220	986-4174
Water Resources Dept. Attn: Rebecca Geisen 158 12th St NE Salem, OR 97310		
Marion County Attn: Rob Hallyburton, Principal Planner 285 Church St. NE Salem, OR 97301	588-5038	588-7948

From: Jason Richling
To: Mulder, Jim
Date: 9/27/2004 5:00:13 PM
Subject: Jim,

Jim,
A Patty Allen called me and would like to be on the mailing list for upcoming public open houses regarding the UGB expansion. She is affiliated with 16540 Arney Road just outside the UGB near the Company Stores. Her mailing address is:

Patty Allen
3607 SE Umatilla Loop
Prineville, OR 97754

-J

From: "Sid Friedman" <sid@friends.org>
To: "Jim Mulder" <Jim.Mulder@ci.woodburn.or.us>
Date: 9/29/2004 2:44:12 PM
Subject: Correct address

Hello Jim,

I hope you had a good summer and that things are going well for you.

While most correspondence from the City has been sent to our correct address, the City's notice of the September 20 work session on the TSP was sent to our old address and was not received until yesterday. We have not been at that address for over a year. Our current address is 1000 Friends of Oregon, 189 Liberty St NE, #307A, Salem OR 97301. Please update your department's contact info for us. Thank you.

Sid Friedman
Willamette Valley Regional Planning Advocate
1000 Friends of Oregon
189 Liberty St NE, #307A
Salem OR 97301
(503) 371-7261 phone
(503) 371-7596 fax
web: www.friends.org

Item 16

CASE NO(S): URBAN GROWTH MANAGEMENT PROJECT OPEN HOUSE

AFFIDAVIT PURSUANT TO ORS 197.763

STATE OF OREGON)
) SS
COUNTY OF MARION)

I, **JIM MULDER**, being first duly sworn upon oath do depose and say as follows:
Name of Employee

That I am an employee of the City of Woodburn.

That on *April 1st, 2004*, I mailed copies of the open house notice attached to this affidavit as Exhibit "A" to the applicant and to each of the individuals whose names appear on Exhibit "B" attached to this affidavit. The notices were sealed and addressed as noted in Exhibit "B", and were deposited in the United States mail at Woodburn, Oregon, with postage thereon prepaid.

That the names and addresses contained in Exhibit "B" represent owners of record in the notification area as provided by ORS 197.763, said names and addresses being supplied by the applicant.

Dated this 1st day of April, 2004.

Subscribed and sworn to before me this 1st day of April, 2004.

OFFICIAL SEAL
NANCY DE VAULT
NOTARY PUBLIC-OREGON
COMMISSION NO. 373679
MY COMMISSION EXPIRES OCT. 15, 2007

Notary Public for Oregon
My commission expires: Oct. 15, 2007

CE\AFFIMAIL.PN

OPEN HOUSE
for the
CITY OF WOODBURN
Urban Growth Management Project

THURSDAY, APRIL 15, 2004 FROM 5:00PM – 7:00PM
WOODBURN CITY HALL
COUNCIL CHAMBERS
270 Montgomery Street
Woodburn, OR 97071

You are cordially invited to an urban growth management open house to review proposed changes to the Woodburn Comprehensive Plan and Urban Growth Boundary (UGB). **You have been invited to participate in this Open House because you own property in one of the eight study areas located just outside the existing Woodburn UGB. Many of the properties in these study areas are included within the proposed UGB expansion area. Your property may be one of the properties included within the proposed UGB.**

Comprehensive Plan amendments and UGB expansions are governed by the Land Conservation and Development Commission's (LCDC's) 14 Statewide Planning Goals and state statutes. These goals generally require that cities provide a 20-year supply of buildable land for housing, employment, parks and schools – while minimizing the loss of agricultural land. Woodburn's consultants estimate that the City will need about 1,000 acres of additional land to accommodate growth needs over the next 20 years. Woodburn's Year 2020 population is projected to increase to 35,000 by the Year 2020.

The purpose of this Open House is to hear from you – those who live, work or own property in *potential* UGB expansion areas – regarding:

- The need for land to accommodate growth and livability needs, and
- Where such growth should occur.

What the Open House will cover
You will be able to review the buildable lands, land use, transportation and natural resource inventory maps, as well as existing and proposed Comprehensive Plan map designations. Background information regarding the reasons for the proposed changes will also be available. City staff and members of the consultant team (Winterbrook Planning) will be available to answer questions about the urban growth management project.

Your participation is requested
Woodburn has been engaged in growth management planning for the last seven years. We appreciate and value the involvement and input that we have received from the community to date, and request your continued participation in the next steps of the process. Woodburn is now making a special effort to involve property owners *outside the existing UGB* to provide comments and advice regarding future urban expansion areas. We want to better understand how planned land uses in or adjacent to your property might affect you, your family or your business.

Thank you for helping us plan for the community's growth, quality of life and resource conservation.

If you have any questions, please contact Jim Mulder, Woodburn Community Development Director at (503) 982-5246, or email him at jim.mulder@ci.woodburn.or.us.

Exhibit "A"

ADNEY,JAMES A & VIRGINIA
9075 ARNEY LN NE
WOODBURN, OR 97071

AFANASIEV,ALEX & EVGENIA
8215 VERA LN NE
WOODBURN, OR 97071

AFONIN,AUDREY I & KSENIA
9478 CROSBY RD NE
WOODBURN, OR 97071

AKUTAGAWA,MARK &
8269 HY 219 NE
WOODBURN, OR 97071

ALEX & ANN SHEVCHUK TRUST
SHEVCHUK,ANN V-TRE
11622 PACIFIC CT NE
WOODBURN, OR 97071

ALTIZER,MERCEDES F &
RAMIREZ-GUZMAN,RUBEN
11831 NE CHATEAU DR
WOODBURN, OR 97071

ANDERSON,KEITH D &
8249 STATE HY 219 NE
WOODBURN, OR 97071

ANDERSON,ROBERT A & PATRICIA J
15041 SILVERTON RD
WOODBURN, OR 97071

ARNDT,GARY LEE & SUSAN K
1101 BELLE PASSI RD
WOODBURN, OR 97071

ASHLEY,LARRY L & NINA SUE
980 CHURCH ST
WOODBURN, OR 97071

AUDRITSH,JAMES M & RUTHANN
16775 BUTTEVILLE ROAD NE
WOODBURN, OR 97071

AVGI,ELESEE
8797 PARR RD NE
GERVAIS, OR 97026

BAKER,DALE W
16705 BUTTEVILLE RD NE
WOODBURN, OR 97071

BAKER,DALE W & PAMELA R
16705 BUTTEVILLE RD NE
WOODBURN, OR 97071

BANWART,DON &
11834 NE CHATEAU DR
WOODBURN, OR 97071

BASARGIN,IVAN T & IRINA
PO BOX 379
WOODBURN, OR 97071

BEDELL,WINFIELD & KATHLEEN-
TRUST
8322 CARSON CT
WOODBURN, OR 97071

BEEBE,MURL D
11837 CHATEAU DR NE
WOODBURN, OR 97071

BELLE PASSI CEMETERY ASSN
997 BELLE PASSI RD
WOODBURN, OR 97071

BELLE PASSI ESTATES LLC
15536 SW SCHOLLS FERRY RD
BEAVERTON, OR 97007

Exhibit "B"
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Page 729

ELLE PASSI MEMORIAL INC
90 N 2ND ST
VOODBURN, OR 97071

BERNING,RONALD L
8801 W RIVER BEACH LN
GARDEN CITY, ID 83714

BILL L ROSE LLC
17236 BUTTEVILLE RD NE
WOODBURN, OR 97071

LALOCK,JOHN W & JACQUELINE
0689 CROSBY RD NE
VOODBURN, OR 97071

BORCHERS,JERRY L
1880 BOONES FERRY RD S
WOODBURN, OR 97071

BOWMAN,HOMER N & NANCY-TRUSTEES
111 N SETTLEMIER ST
WOODBURN, OR 97071

RADLEY,DAVID G
9390 SE SEMPLE RD
LACKAMAS, OR 97015

BRANDT,JEFFREY R
11884 DIMMICK LN
WOODBURN, OR 97071

BRANNOCK,DUNYA
11861 CHATEAU DR NE
WOODBURN, OR 97071

RENTANO,DUANE A & SANDRA Y
0749 CROSBY RD NE
VOODBURN, OR 97071

BRESHEARS,LARRY B & CHRISTINE A
16555 BUTTEVILLE RD NE
WOODBURN, OR 97071

BRINEGAR,CLAUDE E III
16625 BUTTEVILLE RD NE
WOODBURN, OR 97071

ROWN,CARL D & LAURA J
1018 CROSBY RD
VOODBURN, OR 97071

BROWN,DANIEL & MARGARET-TRUSTEE
500 E CLACKAMAS CR
WOODBURN, OR 97071

BROWN,HENRY H
16968 ARNEY RD NE
WOODBURN, OR 97071

ROWN,JEFFREY R &
5716 BUTTEVILLE RD NE
VOODBURN, OR 97071

BURLINGHAM FARMS INC
PO BOX 7
WOODBURN, OR 97071

BURLINGHAM,SCOTT & PATRICIA-TR
1800 E LINCOLN RD
WOODBURN, OR 97071

URRESS,EDWARD F & LINDA L
228 SW DOLPH CT
ORTLAND, OR 97219

CALDWELL,JOSEPH R & LINDA S
10538 NE CROSBY RD
WOODBURN, OR 97071

CALDWELL,ROY F & DORIS E
11866 CHATEAU DR NE
WOODBURN, OR 97071

AM,IVAN &
384 MT ANGEL-GERVAIS HW
ERVAIS, OR 97026

CAM,PIRFIL G &
1600 BELLE PASSI RD NE
WOODBURN, OR 97071

CASTOR,DENNIS N ET AL
16548 ARNEY RD NE
WOODBURN, OR 97071

ATTERSON,JOHN W & EDNA L
055 S PACIFIC HIGHWAY
VOODBURN, OR 97071

CAUGHLIN,KATHRYN L
16505 BUTTEVILLE RD NE
WOODBURN, OR 97071

CHASTEK,DONALD M & JUDITH M
990 S PACIFIC HWY
WOODBURN, OR 97071

HASTEK,JUDITH MARIE
30 E CLACKAMAS CR
VOODBURN, OR 97071

CHATEAU RANCHETTS WATER SYSTEM
11834 CHATEAU DR NE
WOODBURN, OR 97071

CHAUDHARY,MAQSOOD &
PO BOX 317
WOODBURN, OR 97071

RY®
www.avery.com
1-800-GO-AVERY (462-8379)

027 STUBB RD NE
ERVAIS, OR 97026

CHERPANOV,MIHAIL JR & ANNA
15137 STUBB RD NE
GERVAIS, OR 97026

CHIPMAN,PETE & JANICE
11852 CHATEAU DR NE
WOODBURN, OR 97071

HISHOLM,GLENN A &
46
URORA, OR 97002

CHRISTENSEN,DANIEL M & MARY S
17011 BOONES FERRY ROAD NE
WOODBURN, OR 97071

CHRISTIE,RICHARD C &
11602 NE PACIFIC CT
WOODBURN, OR 97071

HUPROV,MIHAIL & ANNA
967 STUBB RD NE
ERVAIS, OR 97026

CITY OF WOODBURN
270 MONTGOMERY ST
WOODBURN, OR 97071

CLUBB,WARD EUGENE & DARLENE S
PO BOX 333
GERVAIS, OR 97026

DBANK,ACB
BOX 5110
ENVER, CO 80217

COLEMAN,DONNA C TRUSTEE
15895 BUTTEVILLE RD
GERVAIS, OR 97026

COLEMAN,STEPHEN D & CATHARINE
15151 FEYRER PARK RD
MOLALLA, OR 97038

ONTRERAS,DEMETRIO &
29 HY 219 NE
OODBURN, OR 97071

COX,BETTYE C
11856 CHATTEAU DR NE
WOODBURN, OR 97071

CROOKER,LARRY
10419 CROSBY RD NE
WOODBURN, OR 97071

ROSBY HOP FARM
845 BUTTEVILLE RD NE
OODBURN, OR 97071

CROSBY LAND CO LLC
PO BOX70
WOODBURN, OR 97071

CROSBY,EDGAR W JR TRUSTEE ET AL
32200 SW FRENCH PRAIRIE RD
WILSONVILLE, OR 97070

OSBY,KEVIN W
BOX 70
OODBURN, OR 97071

CROXTON,DONOVAN C
C/O CHERNISHOFF,ARTHUR & KAPA E
5688 LEBRUN RD
WOODBURN, OR 97071

CUTLER,FREDERICK & VIOLET E
11839 CHATEAU DR
WOODBURN, OR 97071

TSFORTH,GAEL REVOCABLE
TNG
TSFORTH,LEONRA E TRUSTEE
CENTRAL ST
TES, OR 97346

DANSKEY,CHARLES & MYRTLE J
875 S PACIFIC HWY
WOODBURN, OR 97071

DARMA REAL ESTATE
3765 PARK PLACE
ADDISON, TX 75001

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)NTE GRAHAM, DISTRICT MGR
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LEM, OR 97305

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DEPT. LAND CONSERVATION
DISTRICT
800 NE OREGON ST. STE. 18
PORTLAND, OR 97232

SID FRIEDMAN
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388 STATE ST. #604
SALEM, OR 97301

)NALD KELLEY
LLEY, KELLEY, DOYLE
) N. SECOND ST.
.VERTON ,OR 97381

LES SASAKI, PRINCIPAL PLANNER
MARION COUNTY PLANNING DEPT.
PO BOX 14500
SALEM, OR 97309

OREGON FARM BUREAU
3415 COMMERCIAL ST. SE
SALEM, OR 97302

'BERT ENGLE
GLE & SCHMIDTMAN
) GLATT CIRCLE
)ODBURN, OR 97071

OREGON DEPT. OF AGRICULTURE
635 CAPITOL ST. NE
SALEM, OR 97301-2532

WILL DENECKE
OPUS NORTHWEST
1000 SW BROADWAY, STE. 1130
PORTLAND, OR 97205

Exhibit "B"

April 15, 2004 Woodburn UGB Open House
Summary of Responses to Questionnaire

I. Responses received: 37

II. Respondents that own property within study area: 35

A. Respondents with property located within proposed UGB: 17

1. Respondents desiring to be in UGB: 11 (65%)

a. Respondents located in Exception Area: 2

b. Respondents not located in Exception Area: 3

2. Respondents desiring not to be in UGB: 5 (29%)

a. Respondents located in Exception Area: 4

b. Respondents not located in Exception Area: 1

B. Respondents with property not located within proposed UGB: 18

1. Respondents desiring to be in UGB: 9 (50%)

2. Respondents desiring not to be in UGB: 9 (50%)

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

☆ REC'D ☆
MAY 19 2004
WOODBURN COMMUNITY DEVELOPMENT DEPT.

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☒ No

   If "yes," please describe where:

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

   If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☒ Inside ☐ Outside

8. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Elven Martin
   Address 17190 Boones Ferry Rd
   Woodburn, Ore 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

☆ REC'D ☆
MAY 19 2004
WOODBURN COMMUNITY DEVELOPMENT DEPT.

Do you own property within one or more of the study areas?

☒ Yes ☐ No

If yes, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☒ about right ☐ no opinion

Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☒ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other _____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Robert Dryden
Address 2060 E. Lincoln Rd
Woodburn, Ore 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

☆ REC'D ☆
APR 19 2004
WOODBURN COMMUNITY DEVELOPMENT DEPT.

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☐ Yes	☐ No ?
Park	☐ Yes	☒ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

New Parks need to be provided within proposed housing projects pd for by the developer.

5. Do you think the recommended UGB expansion is:

   ☒ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

Boundary needs to be N. To Crosby Rd; West To RR. South To Parr Rd.

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☒ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Dorothy M. McCormick
Address 1400 S. Valley View Blvd - Apt. 1101
Las Vegas, NV 89206

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. s, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☐ Yes	☒ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

areas that are not already developed with single Residence dwellings.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☒ no opinion

Ai ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☒ Yes ☐ No

See Back →

If "yes," please describe where:

My QUESTION IS: IF THESE PROPOSALS ARE FOR future expansion Needs, why are areas being considered which are already developed with single Residence properties?

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ie(s) LARRY SPAGLE
Address 16395 Butteville Rd NE
WOODBURN, OR

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Also, an area of consideration is the Skylane farm maintenance facility, which is within one of your "grey areas". It is a biohazard area (according to their signage) Would this be incorporated to the city, or moved, cleaned up and developed?

We would be very concerned if this planning included anything to do with Portland area planning

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No Partially

. s, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is: Wrong areas

☐ too small ☐ too large ☐ about right ☐ no opinion

A ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☒ Yes ☐ No

If "yes," please describe where:

School needs on East side
East Close proximity to sewer plant
~~[illegible]~~

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land — what are you protecting lands for? No Buyers for Crops
☐ Better Protects Streams or Wetlands
☒ Better Provides Transportation Access
☒ More Efficiently Provides Urban Services
☒ Better Meets Industrial Siting Needs
☒ Better Meets Residential Land Needs
☒ Better Meets Park or School Needs
☐ Other _____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

e(s) Ruth Sumo Thompson
Address 1769 E Lincoln Rd (PO Box 375)
Woodburn, Or 97071

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[illegible] around [illegible] around the city keeps things alive. Ignoring areas creates slums.
99E looks like 82nd Ave.

Who are you saving agricultural land for? Farmers can't sell their crops or make a living on small parcels.

Lures Hop Farm has good water, we have woods that would make good park & rec property we We have a lake. We have an excellent site for a school that has access from Lincoln & Hardcastle. There are 7 family members owning 325 Acres that according to existing ~~[illegible]~~ rules are stuck where is the property owners rights?

What happened to the plan for a Connecting Hwy thru our farm from the Mt Angel Hwy to thru our farm to the Molalla Hwy?

There currently are many small streets deadending at our property as well as a few major streets going along our property. These are good existing conditions.

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. ›s, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

   Serres Farm – a large Block, borders town on 3 Sides | neighbors + owners want inclusion

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   last to provide balance for trips to Salem / Mt Angel / Mellalie. I-5 region will be too congested, people avoid that side of town. Takes 20 min to get from W → E, the →

5. Do you think the recommended UGB expansion is:

   ☑ too small ☐ too large ☐ about right ☐ no opinion

   not thinking big enough.

6. A ›ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs? Balance location of schools, parks,

   ☑ Yes ☐ No

   If "yes," please describe where:

   Serres Farm, we were hoping to be included in the expansion zone. This farm offers tremendous opportunities for the City! Large scale land development.

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☑ Better Provides Transportation Access
- ☑ More Efficiently Provides Urban Services
- ☑ Better Meets Industrial Siting Needs
- ☑ Better Meets Residential Land Needs
- ☑ Better Meets Park or School Needs
- ☑ Other open drainage, wells Park land, highway access etc.

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☑ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

›me(s) David & Susan Serres Duncan

Address 1840 E Lincoln Rd. Woodburn, OR

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Is this meeting a pacifier for the public, or are you actually going to use info obtained tonight? Is your plan already made? You're just testing which way the wind blows?

What's happening in the Egg-Plant [Bio Hazard zone] - next to the housing?

West Side
- the Dregg Strip makes how pleasant is that
- a great neighbor - garbage dump
- the Freeway / Noise / Magnetic Emissions

Not pleasant demeanor/area to live in on the East Side.

East Side

The great irony is saving hi-value agricultural land for farmers that can't make enough to farm that same land — and, on top of this, boxing the City of Lodi in further limits our farming practices that limits City dwellers (who trespass on our farm to use it as park-land!)

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Develop more industrial along railroad as well as I-5

5. Do you think the recommended UGB expansion is:

   ☒ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

   More northern movement connect to Crosby road for addition freeway access

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

↑ rr access may be truck/trailer traffic

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☒ More Efficiently Provides Urban Services
- ☒ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Pat Ewert / Lucy O'Neal

Address P.O. Box 1076
Canby, Ore
97013

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☒ No

   If "yes," please describe where:

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

8. If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☒ Inside ☐ Outside

9. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Nadezda Krivoshein
   Address 2300 Meadow Ln NE

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. es, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   See other side.

5. Do you think the recommended UGB expansion is:

   ☒ too small ☐ too large ☐ about right ☐ no opinion

   Not Thinking big enough.

6. A ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where: Pudding River Park - along Pudding River on Serres land holdings.

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☑ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside Study area 4.

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ne(s) David Duncan

Address 1840 E. Lincoln Rd

Woodburn, OR 97071

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If you would like some additional ideas, give me a shout.

Thanks
Dave Duncan

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. Yes, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is: wrong way to expand some aspects

   ☑ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☑ Yes ☐ No

   If "yes," please describe where:

   Serres Farm.

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☑ Better Provides Transportation Access
- ☑ More Efficiently Provides Urban Services
- ☑ Better Meets Industrial Siting Needs
- ☑ Better Meets Residential Land Needs
- ☑ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☑ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Mary Serres Grant

Address 14265 Downs Rd NE Mt Angel, OR 97362

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☑ Yes ☐ No

   If "yes," please describe where:

   Serres farm

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☑ Better Provides Transportation Access
   ☑ More Efficiently Provides Urban Services
   ☑ Better Meets Industrial Siting Needs
   ☑ Better Meets Residential Land Needs
   ☑ Better Meets Park or School Needs
   ☐ Other_____

   If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☑ Inside ☐ Outside

8. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Mike Grant
   Address 14265 Dawn Rd Mt Angel

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☑ Yes ☐ No

. ' s, is your property:

☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☑ too small ☐ too large ☐ about right ☐ no opinion

Ar ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☑ Yes ☐ No

If "yes," please describe where:

ARNEY RD. AREA

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☑ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☑ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ne(s) DOUG PETERSEN 9105 ARNEY LN.
Address 9355 GLEN HOLLOW DR. NEWBERG OR. 97132

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   This proposed plan needs public input.

5. Do you think the recommended UGB expansion is:

   ☒ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

   ROUND OFF BORDERS ON ARney ROAD

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☒ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☒ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

8. If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☒ Inside ☐ Outside

9. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Rohrer
   Address 16 Abelard, LAKE OSWEGO OR 97035

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☑ No
Residential	☐ Yes	☑ No
School	☐ Yes	☑ No
Park	☐ Yes	☑ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Use Vacant buildings / lots in area

5. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

   Use vacant buildings - Skate park - old Safeway

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☑ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☑ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Roger W. White

Address 1790 S. Barker Ferry Road
Woodburn Or
97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. If yes, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☒ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

. Do you think the recommended UGB expansion is:

☒ too small ☐ too large ☐ about right ☐ no opinion

Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Terry Smidt

Address 10408 Crosby Rd. N.E. Woodburn, OR

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:
   South of areas where there is no farm land

   If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☒ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

   If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☐ Inside ☒ Outside

   If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) [illegible]
   Address 1919 Crosby Rd NE

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. Yes, is your property:

   ☐ Inside the proposed UGB? ☑ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☑ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☑ No

   If "yes," please describe where:

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

8. If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☐ Inside ☑ Outside

9. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) C. J. Skaho
   Address 12023 Carl Rd

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☒ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Utilize Budget Funds To Care for a Improve Streets & Areas within Current City limits. Develop unproductive Property on South & South west Area of City.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

   To The South & South West of City. To areas no Affecting Rural Residential and Agricultural Properties - Ag Property That is Productive

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☒ Better Protects Agricultural Land
- ☒ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☒ More Efficiently Provides Urban Services
- ☒ Better Meets Industrial Siting Needs
- ☒ Better Meets Residential Land Needs
- ☒ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Larry Crooker

Address 10419 Crosby Rd NE

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

☐ Yes ☒ No

2. ..s, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

limit imagination

5. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☒ no opinion

6. A.. ..ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and ..dress:

..ne(s) Joyce F. McIntyre

Address 11845 Chateau Ave N.E. Woodburn

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

☐ Yes ☒ No

2. If yes, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Too many new hispanic immigrants moving in.

5. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☒ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☒ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

8. If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

9. If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Frances Lawson
Address 11847 Chateau Dr. NE.

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☑ Yes ☐ No

es, is your property:

☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☑ No
Residential	☐ Yes	☑ No
School	☐ Yes	☑ No
Park	☐ Yes	☑ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☑ about right ☐ no opinion

Ar ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☑ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☑ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and ad ss:

N e(s) Harley Fine

Address [illegible]

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☐ Inside the proposed UGB? ☒ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB. Make developers pay for a new school in their housing development.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where: Use the KMart building for an elementary school campus

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☒ Better Protects Agricultural Land
- ☒ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☒ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☒ Better Meets Park or School Needs
- ☒ Other doesn't waste farmland

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Nancy Wilhite

Address POB 509/1790-S. Bristy Rd. 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. es, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☒ about right ☐ no opinion

Ar ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☒ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

N e(s) Bob + Faith Wondzell
Address 995 S. Pacific Hwy

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

_____

_____

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☐ No

   If "yes," please describe where: not sure

_____

_____

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☒ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Karla Anderson

Address 8249 Hwy 219

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. es, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☐ no opinion

6. A ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:
   The Butteville Rd AREA IS zoned 2 ACRE Res/Farm AND IS Already built AT THAT level - I DON'T see The point IN OPENING IT UP TO A more DENSE level of building.

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ne(s) William R Hatch

ddress 16236 Butteville Rd

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   The Transportation/Traffic system needs to be Improved before any further Expansion of boundries or further development

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☐ No

   If "yes," please describe where:

   A very real consideration is the Tax issue. If A New Zoning of residential is put in place when will residential taxing be put in place.

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

   If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☐ Inside ☒ Outside

   If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Leonard M Dooley
   Address 16795 Butteville Rd NE
   Wilsonville OR 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. es, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☒ no opinion

Ar ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☒ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) MIKE SOUTHER
Address 8259 HWY 219 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Better use of City Property

5. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside

7. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) Don R. Shade

   Address 16056 Butteville Rd NE.

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

☒ Yes ☐ No ☒ OPTION ON PROPERTY

2. If yes, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☒ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) JOHN BARTELL, OPUS NORTHWEST

Address 1000 SW BROADWAY #1130 PORTLAND, OR 97205

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. If yes, is your property:

   ☑ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☑ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

_____

_____

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☑ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☑ Yes ☐ No

   If "yes," please describe where:

_____

_____

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☑ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☑ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) [illegible]

Address 11836 CHATEAU DR

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   [x] Yes [ ] No

2. es, is your property:

   [x] Inside the proposed UGB? [ ] Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	[x] Yes	[ ] No
Residential	[x] Yes	[ ] No
School	[x] Yes	[ ] No
Park	[ ] Yes	[x] No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Current Parks aren't fully used. Drainage Cove in middle of town could be park ground. School property should be park or open

5. Do you think the recommended UGB expansion is:

   [ ] too small [ ] too large [x] about right [ ] no opinion

6. A. ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   [ ] Yes [x] No

   If "yes," please describe where:

   _____

   _____

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- [ ] Better Protects Agricultural Land
- [ ] Better Protects Streams or Wetlands
- [ ] Better Provides Transportation Access
- [ ] More Efficiently Provides Urban Services
- [ ] Better Meets Industrial Siting Needs
- [ ] Better Meets Residential Land Needs
- [ ] Better Meets Park or School Needs
- [ ] Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

[x] Inside [ ] Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ne(s) Mike + Gwyn Williams

Address 15097 Stubb Rd NE

Gervais, Or 97026

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

SEVERAL OPEN AREAS, UNUSED BUILDINGS WITHIN UGB NOT BEING USED - WOODBURN IS GROWING TOO FAST, LOSING ITS SMALL TOWN IDENITY

5. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☒ Yes ☐ No

   If "yes," please describe where:

   SOUTH - LAND NOT AS FLAT OR OPEN FOR FARMING -

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☒ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☒ Better Provides Transportation Access
- ☒ More Efficiently Provides Urban Services
- ☒ Better Meets Industrial Siting Needs
- ☒ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☒ Outside PREFERRED BUT DON'T WANT TO BE SURROUNDED BY DEVELOPMENT

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) JOYCE HANSEN

Address 6908 PARK RD NE GERVAIS OR. 97026

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☑ Yes ☐ No

2. If yes, is your property:

   ☑ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☑ Yes	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☑ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☑ No

   If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☑ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Ivan Cann

Address 9884 MT Angel-Gervais Rd Gervais Rd Gervais Ore 97026

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

_____

_____

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☒ No

   If "yes," please describe where:

_____

_____

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) George Cherepanov

Address P.O. Box 549 Gervais, OR. 97026

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. s, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☒ about right ☐ no opinion

. A ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
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☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

ne(s)_____

ddress_____

Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

5. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☒ No

   If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

- ☐ Better Protects Agricultural Land
- ☐ Better Protects Streams or Wetlands
- ☐ Better Provides Transportation Access
- ☐ More Efficiently Provides Urban Services
- ☐ Better Meets Industrial Siting Needs
- ☐ Better Meets Residential Land Needs
- ☐ Better Meets Park or School Needs
- ☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Bob & Jean Fessler

Address 11796 Monitor McKee Rd NE
Woodburn, OR 97071

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☒ Yes ☐ No

. If yes, is your property:

☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

_____

_____

. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☒ about right ☐ no opinion

Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

_____

_____

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☒ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Pam Garza

Address P.O. Box 507 Wilsonville, OR 97070

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

   ☒ Yes ☐ No

2. If yes, is your property:

   ☒ Inside the proposed UGB? ☐ Outside the proposed UGB?

   If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☒ Yes	☐ No
School	☒ Yes	☐ No
Park	☒ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

_____

_____

5. Do you think the recommended UGB expansion is:

   ☒ too small ☐ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

   ☐ Yes ☒ No

   If "yes," please describe where:

   _____

   _____

7. If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

   ☐ Better Protects Agricultural Land
   ☐ Better Protects Streams or Wetlands
   ☐ Better Provides Transportation Access
   ☐ More Efficiently Provides Urban Services
   ☐ Better Meets Industrial Siting Needs
   ☐ Better Meets Residential Land Needs
   ☐ Better Meets Park or School Needs
   ☐ Other_____

8. If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

   ☒ Inside ☐ Outside

9. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s) MARK AKUTAGAWA
   Address P.O. BOX 507 WILSONVILLE OR 97070

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

☐ Yes ☒ No

2. ES, is your property:

☐ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

4. **If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.**

See #6. Also, attract jobs that fit my Woodburn's strengths instead of trying to attract high tech. Force developers to supply open space, school improvements, other amenities for housing.

5. Do you think the recommended UGB expansion is:

☐ too small ☒ too large ☐ about right ☐ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☒ Yes ☐ No

If "yes," please describe where:

South of Woodburn has poorer land + would be more appropriate; fill in what is currently available; re-develop what is abandoned (K-Mart, industrial park, etc.)

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☒ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☒ Better Provides Transportation Access
☒ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)_____

Address_____

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

1. Do you own property within one or more of the study areas?

☐ Yes ☒ No

2. If yes, is your property:

☐ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

3. Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

4. If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Limit Imagration

5. Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☒ no opinion

6. Are there better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

☐ Better Protects Agricultural Land
☐ Better Protects Streams or Wetlands
☐ Better Provides Transportation Access
☐ More Efficiently Provides Urban Services
☐ Better Meets Industrial Siting Needs
☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Rose Mc Intyre
Address 11850 Chateau Dr N.E. Woodburn

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Woodburn Urban Growth Boundary Questionnaire
April 15, 2004 Open House

. Do you own property within one or more of the study areas?

☐ Yes ☒ No ATTORNEY FOR PROPERTY OWNER

:s, is your property:

☐ Inside the proposed UGB? ☐ Outside the proposed UGB?

If you are uncertain, please refer to the UGB expansion map.

Do you believe that Woodburn needs to expand the UGB to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Do you think the recommended UGB expansion is:

☐ too small ☐ too large ☐ about right ☐ no opinion

Ar ere better locations (than shown on the proposed UGB expansion map) for meeting identified housing, school, park and employment needs?

☐ Yes ☐ No

If "yes," please describe where:

If you answered "yes" to question 6, which of the following UGB expansion needs or locational factors are better met by this location:

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☐ Better Meets Residential Land Needs
☐ Better Meets Park or School Needs
☐ Other_____

If located within one of the 8 study areas, do you want your property to be inside or outside UGB?

☐ Inside ☐ Outside

If you would like to be notified of future meetings or public hearings, please provide your name and address:

N e(s) DON KELLEY
Address 110 N. 2nd St, Silverton, OR 97381

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Back in the late 60's we attended many meetings on proposed zoning.

We were asked what we saw for the future of our property, at time, based on the R.R. frontage the 4 roads serving the property the planned I-5 Corridor, we asked to be zoned Industrial. 'Course that didn't happen. We were forced by law to continue farming the property even tho the soil was not the most productive & the size not large enough for a viable family farm unless one "specialized".

We still feel today that an industrial zone would be

The most appropriate use for the land — even more because of it's location and proximity to the industrial planned properties.

Dorothy M. McCormick
1400 S. Valley View Blvd
Apt. 1101
Las Vegas, NV 89106

Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
Toni Spencer	PO Box 37 Woodburn	634-2214
Nancy Hopper	16326 Butteville Rd NE	981-2341
Jim Hopper	16326 Butteville Rd NE	981-2341
Jim & Ginger Adney	9075 Arney Ln NE	981-4454
Scott Roering	P.O. Box 7	983-2204
BEN RAMOS	11857 N.E. CHATEAU DR 97071	981-0390
JOYCE HANSEN	8908 PARK RD N.E. GERVAIS OR. 97026	981-0051
Ron Boyes	8908 Park Rd NE Gervais OR	981-0051
Ivan Cam	9884 MT ANGEL-GERVAIS Rd Gervais Or 97026	1-503-329-8620
Theodora Tarbet	13305 Carl Rd. Hubbard, OR 97032	981-3952
Scott & Patty Burlingham	1800 E Lincoln Rd Woodburn OR 97071	982-9478
Beatrice Mott	11853 Chateau Dr NE	982-4242
Brett & Cheryl Nelson	17280 Boones Ferry Rd NE 97071	982-0831
TODD NELSON	" "	981-7529
Larry Ferschweiler	16598 ARNEY RD	981-4440
Bill Hatch	16236 Butteville Rd	981-6733
Todd Guthrie	10509 Crosby Rd	982-5171

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Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
George Cherepanov	15027 Stubb Rd Gervais OR	981 2150
Pam Garza/Jon Garza	8269 S.W. HWY 219	572-9521
Oden Bola	[illegible]	981-9137
David & Susan Duncan	1840 E. Lincoln Rd. Wdbn	503.981.3275
Al & Jeanne Valler	9899 Crosby Rd	503 981-1319
Don Kelley	110 N. 2nd Silverton	503(873)8671
Henry Elsasser	11098 Crosby Rd WB	503 982 4841
[illegible] Clyne	11839 Charlem D	5039823447
Steve Coleman	15151 Feyrer Park Rd Molalla	5038293148
Lane Brown	500 E Clackamas Cr	503989539
Walt Dowell	16316 Butteville Rd N.E	503-981-6923
A. Gomez	9478 Crosby Wdbn	982-8122
Dan Koerner	1675 Boones Ferry Rd, Woodburn	
Gary Simon	10768 Crosby Rd Woodburn	981-1214
Tom & Jean Tessler	11796 Monitor McKee Rd Woodburn	634-2231
Jim Pippert	16963 Front St NE Woodburn	982-5046
Ronald Livingston	1255 Cooley Road	503-982-0523

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Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
Ruth Serres Thompson	Serres Hop Farm 1769 E Hwy 214 Woodburn	503-981-1931
Rebecca Serres Kirsch	Serres Hop Farm 1930 E. Hardcastle Wdbn	981-0717
(For Darlene Mahon) JACK McCONNELL	Norris, Beggs & Simpson CO. 121 SW MORRISON, PTLD, OR 97204	503-273-0329
Kevin Baker	Box 254 Woodburn	981-9597
Maggie Serres Hart	1840 E Lincoln R Woodburn	845-2435
Larry Spagle	16395 Butteville Rd NE Woodburn	981-1792
Karnily Kalugin	10807 Luckiamute Rd NE BROOKS OR	503 792-4514
Don & Kathy Shode	16052 Butteville Rd NE Woodburn	981-5358
DAVID L. PARADIS	11331 GOUDY GARDEN LN WOODBURN	982-6632
George & Tori Hight	11844 Chateau Dr NE Woodburn	981-8089
Ray & Dian Welch	17210 Boones Ferry Rd NE Woodburn	981-0314
DOUG PETERSEN	9105 ARNEY LN	503 939-7873
Bob & Faith Wondzell	9955 S. Pacific Hwy	503 981-3582
Ernest Kuntze	9539 Crosby	981-7466
Lazar Kalugin	11220 Portland Rd NE	792-3686
Jim Audritsh	16775 Butteville Rd	981-6008
Ruthann Audritsh	16775 Butteville Rd NE	981-6008

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Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
E. Larson	11847 Chateau Dr	
Joyce McIntyre	11845 Chateau Dr. N.E.	
Rose McIntyre	11850 Chateau Dr N.E.	
Leonard Dooley	16795 Butteville Rd NE	
Vicki C. Robinson	7707 Stafney Ln NE	
Norris & Judy Sexton	17240 Barco Ferry Rd NE	
Vi Cuccia & Fred	11839 Chateau Dr	982-3932
Mary Wagner	11612 Pacific Court NE	981-4376
Cedar Skabo	12627 Carl Rd	
Carl Brown	11018 Crosby Rd	981-5208
Charles Schultz	16710 N Brown Ferry Rd	981 1807
Larry V. Crocker	10419 Crosby Rd N.E.	503-982-0247
David Garcia	8827 Parr Rd NE Gervais	(503)981-0805
James Coughlin	16505 Butteville	981-5363
MARK AKUTAGAWA	8269 SW 217 Ave	503 720 247 503 572 1885
Wes & Rosie Ritchie	11198 Crosby Rd NE	503-981-8202
Mike & Gwyn Williams	15897 Stubb Rd. NE	503-981-7707

Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
Mike Grant	1840 Lincoln Rd Wbrn	845-2635
Keith Anderson	8249 Hwy 219 wbrn	544-4324
Harley Tyler	10469 CROSBY W.B.	982-0170
Terry Smidt	10408 CROSBY Rd N.E.	982 8014
CARL TOWLES	16700 ARNEY RD NE	981-0725
Dave + Alice Smith	11283 Serus Lane NE	981-6098
MIKE SOUTHER	8259 HWY 219	981-2944
KARL SPRAUER	10828 CROSBY Rd NE	981-1282
JOHN BARTELE	1000 SW BROADWAY #1130 PORTLAND OR 97205	503 916 8963
Tom Baumann	1940 S Boones Ferry	503 982-6617
SHAWN SUING	11094 KOERNER Rd	981-9135
Jerry Wheeler	Chamber of Commerce	982-8221
[illegible]	10419 CROSBY RD NE	320-6918
[illegible]	Woodburn area	634-2445
Monte Graham	3867 Wilshire Dr NE Salem	503 399-5741
Gary Lee Ouist	1101 Belle Passi Rd	503-981-8729
Sid Friedman	189 Liberty ST NE #307A Salem 97301	503-371-7261

Woodburn Urban Growth Boundary Open House
April 15, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
MARTY + KATHY ROHRER	16 Abelard Lake Oswego, OR 97035	(503) 635-8768
Larry L. Loux	11555 Gowdy Garden Rd Wilsn.	503 981-6085
Dorothy McCormick	1400 S. Valley View Blvd Las Vegas, Nevada	(702) 259-9401
Carla J. Mikkelsen	17244 Arbor Grove Rd NE Woodburn OR 97071	(503) 981-4240
Pat Ewert	P.O. Box 1076 Canby, Ore 97013	266-4475
Dan Ewert	P.O. Box 1076 Canby OR	97013
Mary Tennant	8342 Carson Ct NE, Woodburn	
Tim Tennant	8342 Carson Ct NE, Woodburn	
Roger + Nancy Wilhite	PO Box 509 1790 S. Boones Ferry Woodburn	981-6056
Nancy + Jay Bocchi	19164 SW Chesapeake Dr., Tualatin	503 692-4750
Rick McClure	8169 Hwy 219 Woodburn	503 982-7077
Paul & Sylvia Sowa	10349 Crosby Rd NE Wdb.	

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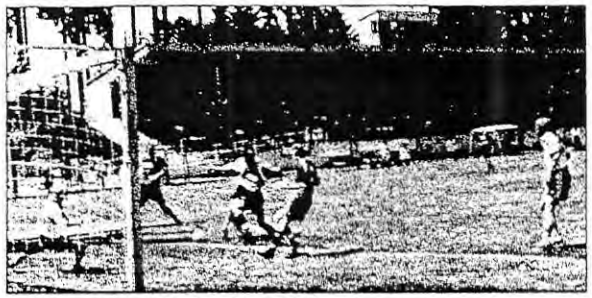
Heroes are not giant statues framed against a red sky. They are people who say, "This is my community, and it's my responsibility to make it better."

– Tom McCall



Woodburn residents enjoy a soccer game at Legion Field.

Get Involved!

If you are interested in learning more about the ***Friends and Neighbors of Woodburn*** group, or if you would like to attend one of our upcoming meetings, please contact:

Carla Mikkelson

Phone - (503) 981-4240
E-mail - fnwoodburn@yahoo.com

PLACE STAMP HERE

Send To:

Friends and Neighbors of Woodburn

Thank you for your support!

Frien 's and Neighbors of Woodburn

Friends and Neighbors of Woodbu
group of citizens who are vitally inter
in how our local community develo
Decisions made by Woodburn have
impact on the quality of life for all of u
live within the city and nearby. In fac
Woodburn grows in the next 20 year
affect the health of the agricultural ec
on which we depend, the strength of o
businesses, and the transportation s
in the mid-Willamette Valley. Wood
will soon begin public hearings on its
range growth plans. Please help Woo
become an even better place to live an
by participating in this process.

Members of **Friends and Neighbors of Woodburn** have a set of shared values for community development that we hope to see promoted in the Woodburn area. Some of these are:

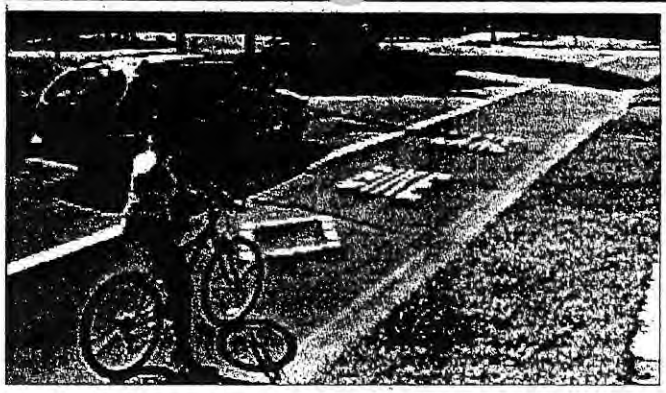
Economic Development

1. Develop an economic plan that benefits the existing population of Woodburn. Focus on local businesses rather than mega-employers that detract from the community's unique identity.

2. Adopt policies to promote development of vacant and unused commercial and industrial sites within the Urban Growth Boundary (UGB.) Encourage redevelopment of these sites through tax breaks and other incentives. Take care of taxpayer investment by utilizing existing infrastructure first.

3. Recognize the impact of agriculture on the economic life of Woodburn and Marion County. Consider UGB expansion onto high-value farmland only after promoting in-fill and redevelopment.

4. Encourage the downtown's role as the ethnically diverse center of civic, cultural, and economic life.



Transportation

1. Encourage traffic patterns that preserve and promote the integrity and viability of Woodburn's core area.

2. Improve neighborhood livability and shopping opportunities by encouraging alternatives such as walking, bicycling, or use of golf carts.

3. Upgrade streets to allow easier access to the city center. Accommodate the planned rail service for downtown Woodburn by increasing parking in the core area.

Housing

1. Build homes with a range of prices to meet various income levels and family sizes.

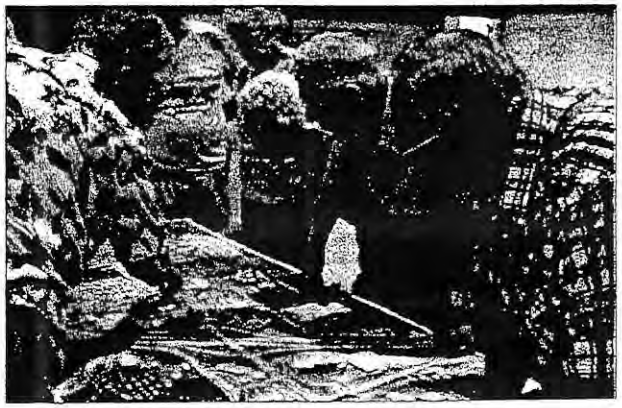
2. Create inviting housing with a variety of architectural styles.

Livability

1. Maintain the individual identity of Woodburn and surrounding communities by providing adequate farmland buffers between them.

2. Develop a greenway/trails system that links parks, schools, and low-traffic areas. Actively pursue acquiring more park and open space land.

3. Provide a pleasant streetscape for pedestrians and bicyclists. Include landscaping, street benches, attractive lighting and inviting storefronts.



Citizens pore over maps and ideas during an open house to discuss the I-5 interchange. - Photo by John Gervais

We can maintain a small-town atmosphere in Woodburn while supporting economic growth.

Woodburn Urban Growth Boundary Open House
April 29, 2004

SIGN-IN SHEET

NAME	ADDRESS	PHONE #
WM E. POWERS	940 TUKWILA DR	981-1183
WILLIS GRAFF	1328 Dogwood DR	982 3644
GLORIANN CAUGHLIN	1595 Sallal Rd	981-2736
Barbara & May Lucas	214 E Clackamas Cir	982-8141
Kathleen Carl	PO Box 13604	
Theodora Tarbet	13305 Carl Rd Hubbard OR 97032	981-3952
Lolita Carl	13324 Carl Rd NE Hubbard OR 97032	982-1248
Walt Bomberg	2571 Heron Drive Woodburn	981-2701
Dick & Diana Knowles	1213 Goose Creek Rd Woodburn	981-3165
Sid Friedman	189 Liberty ST NE 307A Salem 97301	371-7261
Rosemarie Sanchez	1466 Greenview Ct	982-9445
JOHN HOFFMANN	8343 CARSON CT	982 4825
Diane Mikkelson	17077 [illegible] Ct	981-6151 (H)
Carla Mikkelson	17244 Arbor Grove Rd NE	(503) 981-4240
George Gubbins	488 W Lincoln St.	982 5163

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Woodburn Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☒ No
   If yes, do you agree with the proposed change? ☐ Yes ☐ No

   Comments:

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☐ No
Residential	☐ Yes	☐ No
School	☐ Yes	☐ No
Park	☐ Yes	☐ No

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

3. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☐ no opinion
   Comments:

. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   ☐ Yes ☐ No ☒ No opinion

   Comments:
   I would not know how to evaluate the decisions. I'll leave that to the experts. I have faith that they will make good decisions.

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) George Gubbins
Address 488 W. Lincoln St. Woodburn

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Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☒ No

   If yes, do you agree with the proposed change? ☐ Yes ☐ No

   Comments: However, we have a farm less than 2 mi. from the proposed UGB. We want to keep the land as farm.

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Redevelop unused & under-used land w/in the UGB and develop a more modest UGB expansion proposal.

3. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion

   Comments:

Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

☐ Yes ☐ No ☐ No opinion

Comments:

If you must expand (& your numbers are somewhat suspect!!) try expanding to the south of Woodburn toward Barnards. The land is not as good as in other areas

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)_____

Address_____

Woodburn Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☒ No
   If yes, do you agree with the proposed change? ☐ Yes ☐ No

   Comments:

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☒ Yes	☐ No
Residential	☒ Yes	☐ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   build schools on existing lands. Build up. Take park land out of residential property

3. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☐ no opinion
   Comments:

. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   ☒ Yes ☐ No ☐ No opinion

   Comments:

   May be too small UGB expansion

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s) Barbara Lucas
Address 214 E Cleveland Cir
Woodburn 97071

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Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

☐ Yes ☒ No

If yes, do you agree with the proposed change? ☐ Yes ☒ No

Comments: Expansion is too large and includes too much prime farmland - proposal overestimates land needs & underestimates capacity of existing UGB to accommodate those needs

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Use more realistic (less agressive) assumptions, especially employment. Family wage jobs depend on Marion County's industry - agriculture. Woodburn has huge opportunities for infill & redevelopment & reuse of currently vacant bldgs. Smaller lots - grow-up, not out.

3. Do you think the recommended UGB expansion is:

☐ too small ☒ too large ☐ about right ☐ no opinion

Comments:
This is a very aggressive proposal that doesn't seem to be adequately justified - Public input should have been sought at outset to see if public wants such an aggressive expansion scenario

Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

☐ Yes ☐ No ☐ No opinion

Comments:
proposed amendments - including what amounts to a ring road around Woodburn - will lead to deterioration of center & costly extension of infrastructure. Since Woodburn doesn't charge full SDC's taxpayers will have to pick up the tab.

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)_____

Address_____

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Woodburn Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☒ No
   If yes, do you agree with the proposed change? ☐ Yes ☐ No

   Comments:

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No
Residential	☐ Yes	☒ No
School	☐ Yes	☒ No
Park	☐ Yes	☒ No

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.
   Implement even more infill & redevelopment strategies, beyond what is currently proposed.

3. Do you think the recommended UGB expansion is:

   ☐ too small ☒ too large ☐ about right ☐ no opinion
   Comments:
   There is already vacant and/or under-utilized land w/in current UGB. Periodic review tasks do not adequately justify expansion onto resource land.

. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   ☐ Yes ☒ No ☐ No opinion

   Comments:
   Woodburn needs to be more realistic about its population base - majority hispanic, lots of ag-related and food production workers.

. If you would like to be notified of future meetings or public hearings, please provide your name and address:
   Name(s) Theodora Tarbet
   Address 13305 Carl Rd Hubbard OR 97032

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Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☐ No

   If yes, do you agree with the proposed change? ☐ Yes ☑ No

   Comments: This plan threatens to create costly sprawl at the expense of taxpayers, livability, economic stability from the surrounding farmland and discourage redeveloping land already in the UGB that already has sewer, power and streets in place.

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☑ No
Residential	☐ Yes	☑ No
School	☐ Yes	☑ No
Park	☐ Yes	☑ No

If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

Redevelop abandoned commercial, industrial and retail property. Use parking structures rather than huge paved acreages. Increase housing density with apartment buildings, etc that are several stories high

3. Do you think the recommended UGB expansion is:

   ☐ too small ☑ too large ☐ about right ☐ no opinion

   Comments:

Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

☐ Yes ☐ No ☐ No opinion

Comments:

I think it will damage the economic viability of Marion County's main industry that supports a huge portion of Woodburn's existing population — agriculture

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)_____

Address_____

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Woodburn Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☑ Yes ☐ No

   If yes, do you agree with the proposed change? ☑ Yes ☐ No

   Comments:

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes ?	☐ No
Residential	☑ Yes	☐ No
School	☑ Yes	☐ No
Park	☑ Yes	☐ No

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   It needs to be done well. Too much industrial can make us look like Hubbard.

3. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☐ about right ☑ no opinion

   Comments:

. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   ☑ Yes ☐ No ☐ No opinion

   Comments:

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)

Address

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April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   ☐ Yes ☒ No

   If yes, do you agree with the proposed change? ☒ Yes ☐ No

   Comments:

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	☐ Yes	☒ No	I would not have a problem w/ industrial growth, but as always, our schools are always the last to see any funding.
Residential	☒ Yes	☐ No	
School	☒ Yes	☐ No	
Park	☒ Yes	☐ No	

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Our schools are increasingly crowded. I see new homes under construction, but nothing has been done for our children, the future. What will happen when the students in both middle schools move on to high school. The can't possibly

3. Do you think the recommended UGB expansion is:

   ☐ too small ☐ too large ☒ about right ☒ no opinion

   Comments:

4. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   ☐ Yes ☒ No ☐ No opinion

   Comments:

   In my opinion, I feel woodburn is growing to fast, I'd like to see proposed plans for the overcrowding in schools.

If you would like to be notified of future meetings or public hearings, please provide your name and address:

Name(s)

Address

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Woodburn Comprehensive Plan Periodic Review Questionnaire
April 29, 2004 Open House

1. Do you own property that is subject to a proposed comprehensive plan or zoning map change?

   [X] Yes [ ] No

   If yes, do you agree with the proposed change? [ ] Yes [X] No

   Comments: I believe the expansion is too large and could be modified to include less farmland in the north and west. I do not believe the small exceptions area in the northwest should be

2. Do you believe that Woodburn needs to expand its Urban Growth Boundary (UGB) to provide more land for industrial, residential, school and/or park needs?

Industrial	[ ] Yes	[X] No
Residential	[X] Yes	[ ] No
School	[ ] Yes	[X] No
Park	[ ] Yes	[X] No

   If you answered "no" to any of the above, please explain any specific ideas you have for how growth needs can be met within the existing UGB.

   Redeveloping vacant industrial/commercial lots

3. Do you think the recommended UGB expansion is:

   [ ] too small [X] too large [ ] about right [ ] no opinion

   Comments:

4. Do you believe that the proposed comprehensive plan and zoning map amendments, UGB expansion, and transportation improvements will adequately meet the growth needs of Woodburn for the next 20 years?

   [ ] Yes [ ] No [ ] No opinion

   Comments: There is no place for my answer here since I oppose the expansion by this large amount

5. If you would like to be notified of future meetings or public hearings, please provide your name and address:

   Name(s)_____

   Address_____

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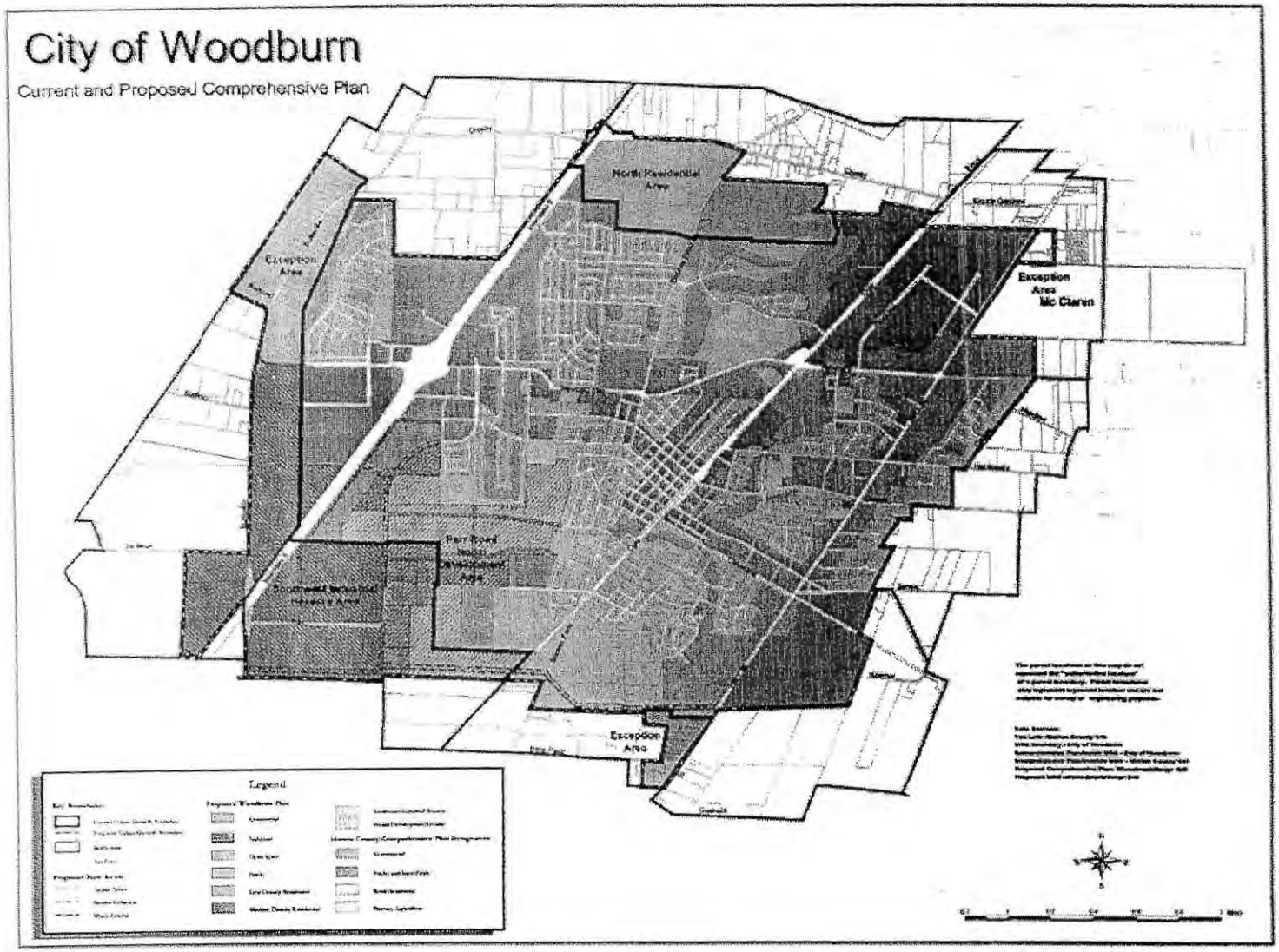
Proposed UGB Expansion Areas



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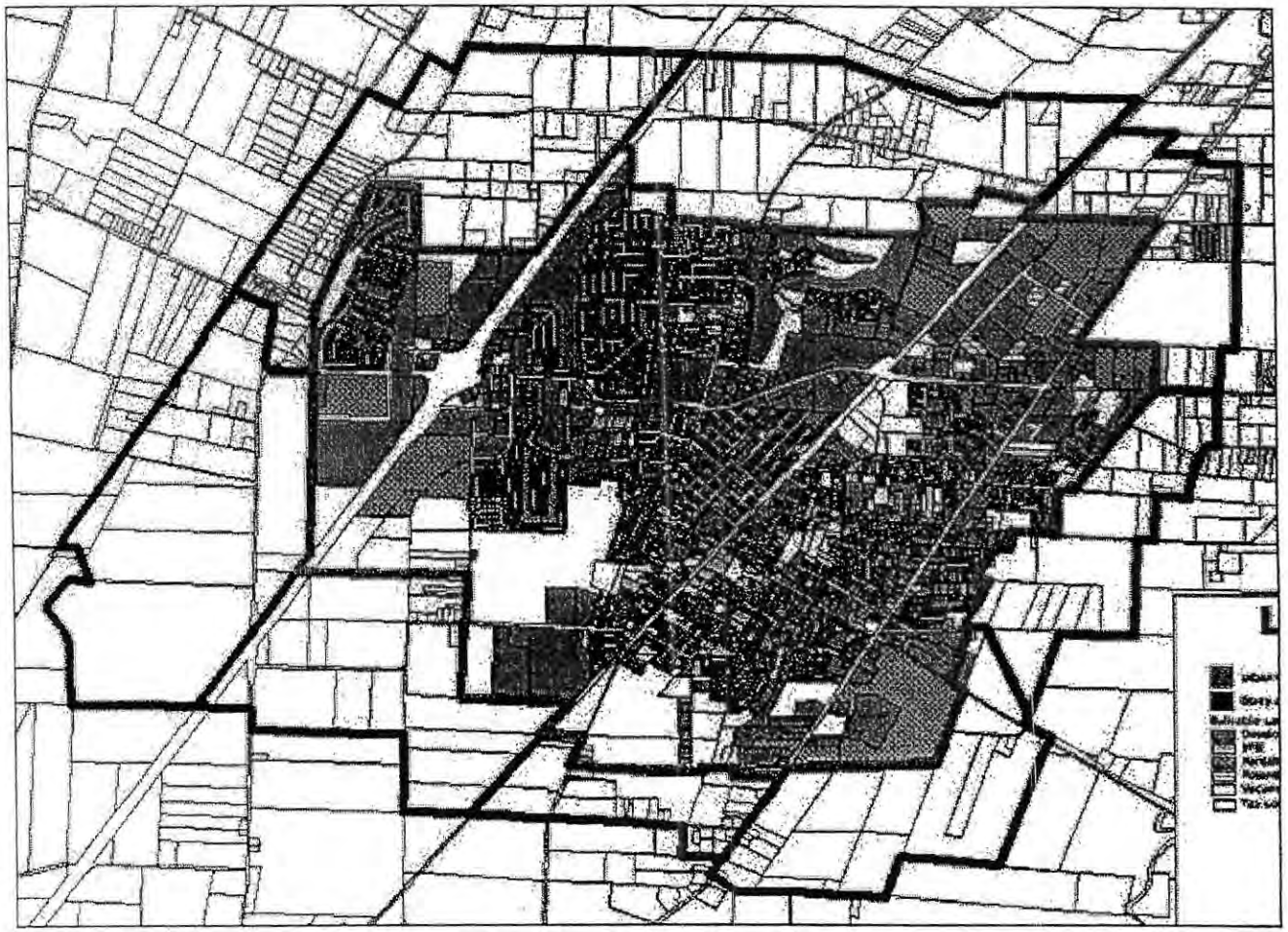
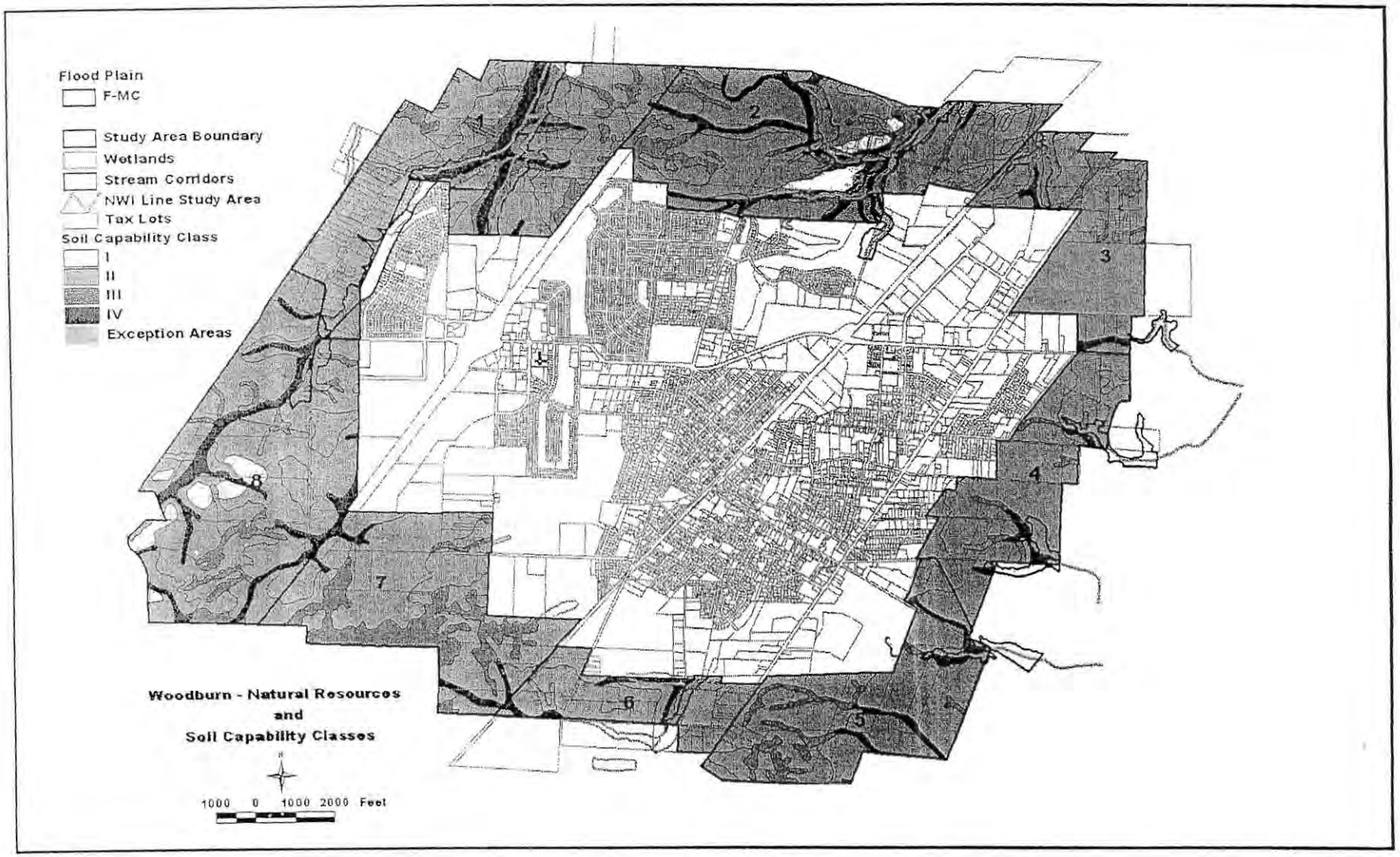
Woodburn Lacks an Adequate Land Base

The existing UGB has about 3,400 acres, about 2,160 acres are fully developed and about 740 acres are buildable.

The remainder is consumed by Open Space and Roads.



Eight Study Areas



Key Local Objectives

- Implement the Economic Opportunities Analysis (EOA);
- Provide choice among suitable industrial sites;
- Provide buildable land for housing, parks and schools;
- Increase land use efficiency within the UGB;
- Complete of the City's Periodic Review process;
- Coordinate with Marion County's Framework Plan;
- Provide adequate transportation connections – I-5 Interchange;
- Minimize impacts on agricultural land; and
- Protect Woodburn's stream corridors and wetlands.

Factors to Consider When Deciding Where to Grow

A. Ability to meet
   - Special needs (industrial) and
   - General and livability needs (residential, commercial, parks and schools)

B. Goal 14 and ORS 197.298 "Priorities":
   - Rural Residential Exceptions Areas
   - Then Low quality (Class III-IV) agricultural soils
   - Then High Quality (Class I-II) agricultural soils

C. Also consider:
   - Transportation imitations (I-5 Interchange)
   - Relative efficiency of service
   - Environmental impacts

Population and Employment Projections

Year	Population	Employment
2000	20,100	10,388
2020	34,919	18,762
Percent Growth 2000-2020	**74%**	**81%**

Use Land More Efficiently

The first place to look is inside the existing UGB. What "measures" can the City take to use the remaining land within the UGB more efficiently?

- **Plan for higher density –** 8.3-8.5 dwelling units / gross acre (about 10.4 dwelling units / net acre).
- **Multi-Family Mix** – 65/35 Single Family / Multi-Family.
- **Increase Nodal Development Densities –** New Overlay Zones.
- **Increase Density in Exceptions Areas Adjacent to UGB.**
- **Master Planning Requirement** – SWIR and Nodal Areas.
- **Allow Housing over Retail –** Downtown and Nodal.
- **Minimum Density Standards –** 80% of allowable density.
- **Plan for Development of Infill, Partially Vacant, and Potential Redevelopment Land.**

Effect of Efficiency Measures

WOODBURN
OREGON
Incorporated 1888

With growth management efficiency measures, Woodburn will still need to expand the UGB by about 1000 gross acres – around 30%:

- 308 Net Buildable Low Density Residential Acres (including Exceptions areas)
- 52 Net Buildable Medium Density Residential Acres
- 32 Net Buildable Commercial Acres
- 377 Net Buildable Industrial Acres

Efficiency measures have reduced the need to expand on to rural land by 170 net buildable acres.

- Usage of Infill, and Potential Redevelopment reduce need by 50 net buildable acres.
- Increased Nodal densities reduce need by 120 net buildable acres.

WINTER BROOK

Nodal Development Policies

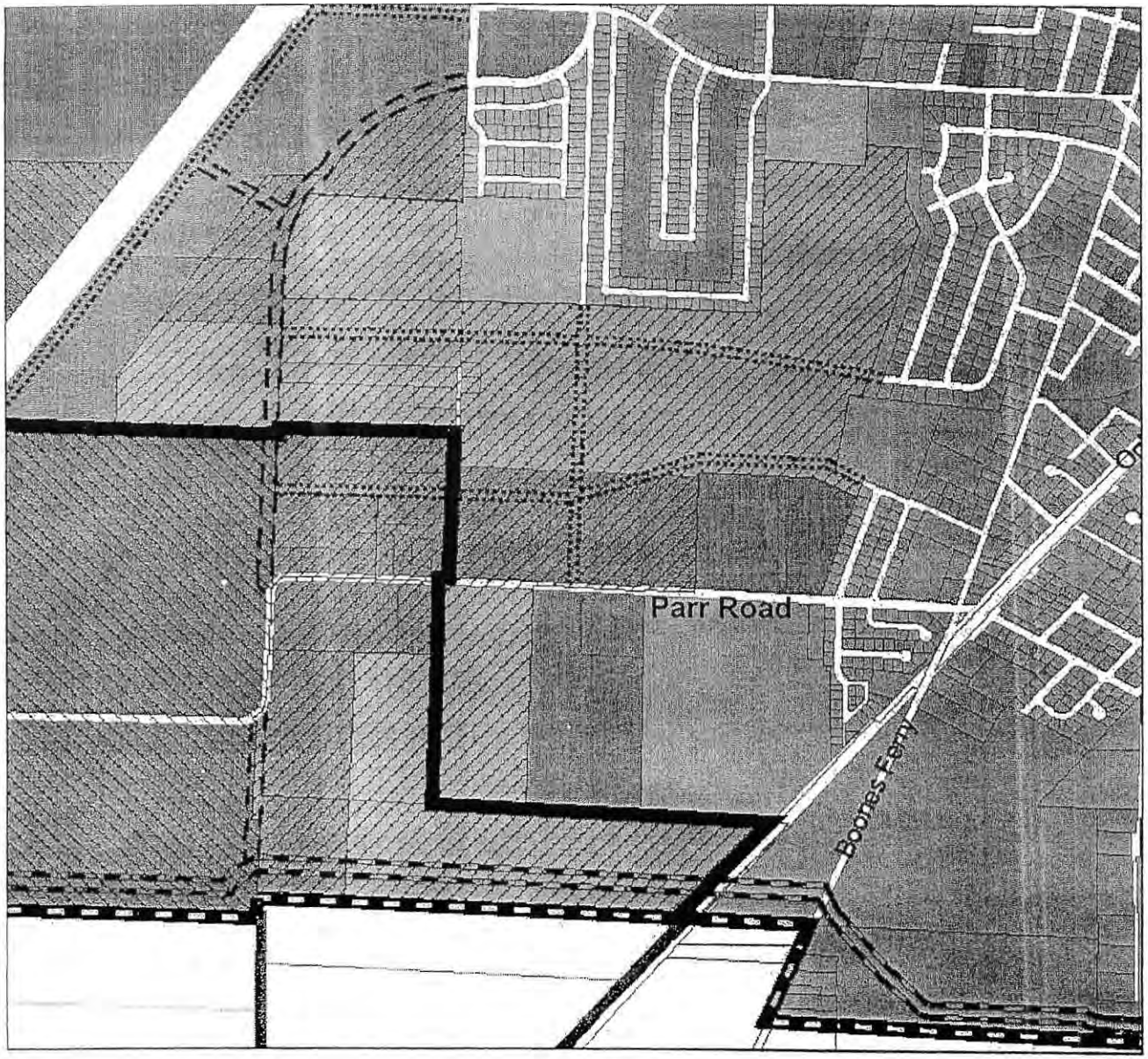
Neighborhood Commercial Center

Surrounded by Higher Density Residential

Then Small Lot Single-Family Option Supported by:

- Integrated Park System
- Multi-Modal and Connected Transportation System

Master Planning Required

Design Standards

Nodal Development at Evergreen and Parr Roads