

5. *Incorporation of the City's May 2001 Economic Opportunities Analysis (EOA) and Economic Development Strategy as part of the Woodburn Comprehensive Plan. The economic development strategy commits the City to provide the infrastructure and land base to attract higher paying jobs, provide for the employment needs of the Woodburn area, utilize any comparative advantages the city enjoys such as its location, target specific industries desirable to the city, educate and train the local labor force, improve the quality of life for residents, assist local business development, prevent the redesignation and parcelization of industrial lands, utilize master planning as a tool to efficiently use designated industrial lands, rehabilitate the downtown area, provide financing for marketing and creating economic development programs, and various other measures. The County is supportive of the City's efforts to provide for the employment needs of its residents and the north county region and to work cooperatively with the county in addressing economic growth issues and providing employment opportunities.*

Response: Your support is appreciated. By reserving designating sites for targeted industries within the Southwest Industrial Reserve (SWIR), and by requiring retention of sites within the SWIR exclusively for targeted industries, Woodburn intends to implement the recommendations of the EOA and EDS approved by the City Council in 2002.

Woodburn Development Ordinance

1. *New nodal residential zone designations to implement the new plan designations. New land efficiency measures that provide for infill, redevelopment, vertical mixed uses, smaller lots, a variety of housing types, and increased densities. Providing for an increase in the multifamily percentage (35%) of the total new housing mix, the provision of minimum and maximum allowable densities, requirements for development to occur at 80 percent of allowable density, and master planning of designated nodal areas allow for more efficient use of land while meeting the City's expected housing needs. The County is supportive of these implementation measures and of the City's goal to improve its overall residential land efficiency for new single-family and multi-family uses from 5.7 dwelling units/acre over the past 15 years (1988-2002) and 6.7 dwelling units per acre over the past five years (1998-2002) to 7.7 dwelling units/acre consistent with the efficiency guidelines in the County's Growth Management Framework.*

Response: Your support is appreciated.

2. *New industrial overlay zone for the proposed southwest industrial reserve area. The zone provides for the retention of specific parcel sizes, prevents the redesignation and use of industrial lands for non-industrial uses, and requires*

that master planning of the entire industrial overlay area occur prior to annexation, parcelization and any development of these lands. It is also implied that the parcels within the industrial reserve area will be retained in agricultural use until developed for industrial uses consistent with the zone.

Response: You are correct in noting that land within the SWIR may only be used for targeted industries, following annexation, and based on an approved master plan. Because land within the SWIR may be used for one of two purposes – targeted industry development (on individual sites or within master planned parks) or agriculture – it is reasonable to conclude that such land will be retained in agricultural use until developed for industrial uses allowed within the SWIR district.

The County is generally supportive of the concepts of the overlay zone but would recommend that specific language be added stipulating the continued use of these lands/parcels for agricultural use and retention of existing County EFU zoning until developed for industrial purposes. In addition, the master planning requirements and process as specified in the zone are not clear as to whether the review and approval of the master plan is simply for a public facility plan, a conceptual or detailed lot layout plan, an actual development plan or something else. The zone requires that a master plan for the entire overlay zone area is required though it is conceivable development could occur on an individual parcel basis or in phases. It is also not clear if the City Council approval of the master plan could be considered a land use decision or whether such approval is binding as to lot layouts and configurations. The County believes that further considerations of the master planning process being utilized in the overlay zones need to be addressed by the City. Economic Development Policy E 2.2 in the amended Comprehensive Plan states that the proposed master plan shall be referred to Marion County for comment prior to consideration by the the City Council. It is unclear as to what the County would be commenting on under the current proposed master plan requirements contained in the proposed overlay zone.

A discussion of the parcel sizes and retention of large industrial parcels is contained in the section below on the proposed urban growth boundary amendments.

Response: A master plan for the entire SWIR district is required as part of the annexation application process for land within the SWIR. The master plan must (a) demonstrate how lot sizes called for in the SWIR can be provided for designated properties; (b) how sanitary sewer, water, stormwater, and transportation facilities can be provided efficiently to the entire SWIR area; and (c) how access to individual properties and designated employment parks can be provided consistent with the TSP. The master plan is conceptual and may be adjusted by the property owner, so long as minimum lot sizes required by the SWIR are maintained, and efficiency of service to neighboring properties is not jeopardized.

The purpose of Policy E.2.2 is to allow the County to comment on the implications of the proposed master plan, especially in terms of County transportation policies.

- 3. The Riparian Corridor and Wetland Overlay Zone provides protection standards for undeveloped floodplain, wetland and riparian areas within the city. The zone utilizes the safe harbor provisions under Statewide Planning Goal 5 for riparian resources in providing protection of designated riparian and significant wetland resources. The County is supportive of the City's amendments to protect these resources consistent with the Environmental guidelines of the County's Growth Management Framework and safe harbor provisions of Administrative Rules.*

Response: Your support is appreciated. The intent of these regulations is to clearly map land that may be developed for urban uses, and riparian corridors, floodplains and wetlands that require protection.

Woodburn Transportation System Plan (TSP) Update

County Public Works (Mike McCarthy) was involved throughout the TSP update process and provided input on the plan. All major County issues raised during the TSP process have been adequately addressed and there are no further objections or concerns to the proposed TSP. The County is supportive of the TSP for the progress it would make towards maintaining and improving the transportation system within the Woodburn area. The County does have an interest in making sure that regional traffic utilizing the county road system can get to and from destinations in Woodburn, and to and from the I-5 interchange efficiently, and the County wants to make sure that this efficiency is protected or improved which the updated TSP seems to work towards meeting this end. The TSP identifies a south arterial connecting Highway 99E with the proposed nodal development and industrial reserve area along Parr Road and with Butteville Road. The County will continue to coordinate with the City on transportation issues and projects within the Woodburn area.

Response: Your support is appreciated. We appreciate the County's productive involvement in the development of the Woodburn TSP.

Public Facilities Plan

County Public Works and Planning staff reviewed the Public Facilities Plan and the Public Services Analysis of the eight Study Areas considered for possible expansion of the existing urban growth boundary. The County recognizes that the City shall be the provider of public water, sanitary sewer, stormwater, and transportation facilities within the urban growth boundary unless otherwise agreed to by the City, County and any other applicable party. The City is also responsible for preparing the public facilities plan for all lands within the growth boundary. The County is supportive of the City's Public Facilities Plan and the City's efforts to cost-effectively size and provide the necessary facilities to serve

lands within the urban growth boundary. The County also supports City efforts to coordinate its facilities planning with the County with regards to stormwater management and transportation.

Response: Your support is appreciated. We look forward to continued coordination with the County, especially regarding stormwater management and transportation planning.

Marion County Urban Growth Management Framework

Marion County adopted an Urban Growth Management Framework in 2002 as part of the Urbanization Element of its Comprehensive Plan. The Framework is a coordination planning strategy that provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the county.

Decisions on how to use any applicable coordination guidelines of the Framework is up to each city and there can be several approaches taken by the city to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the City has amended the updated Woodburn Comprehensive Plan to incorporate applicable policies and guidelines found in the County Framework Plan. In addition, the City will consider these applicable Woodburn Comprehensive Plan policies and guidelines when making land use decisions within the urban growth area of the growth boundary. The County is supportive of the City's approach toward coordinating planning with the County.

Additionally, the Coordination Agreement between the City and the County is required to be updated as part of Periodic Review to be consistent with the Growth Management Framework. City and County staff have been working together to update the current intergovernmental agreement.

Thank you for recognizing the City's efforts to incorporate goals and guidelines from the Marion County Growth Management Framework Plan into the 2005 Woodburn Comprehensive Plan. We look forward to working closely with you and your Board in amending the current intergovernmental agreement.

Urban Growth Boundary (UGB) Amendment Proposal

Reviewing the various background studies and documents supporting the City's proposed plan amendments, the existing Woodburn Urban Growth Boundary contains approximately 4,050 acres.

The UGB amendment proposal that is part of the City's Periodic Review amendment package is for an expansion of the existing UGB by approximately 1,050 acres. This additional land need to meet projected population, housing, employment and other uses is in addition to the 746 acres of buildable lands

within the existing UGB identified in the City's 2002 Buildable Lands Inventory.

The Plan proposal is based on a 2020 projected population of 34,919 utilizing a 2.8 percent annual average growth rate during the 20-year planning horizon of the Plan. The Plan proposal would accommodate an increase in population of 14,059 people over the 2002 city population of 20,860 requiring an additional 4,753 dwelling units, assuming a household size of 2.9 persons per dwelling. The Woodburn area is projected to add 7,153 jobs/employment during the planning period using a medium range employment growth forecast.

The 746 acre supply of buildable land in the current UGB consists of 403 acres of low density residential land, 108 acres of medium density residential land, 6 acres of public/semi-public lands, 108 acres of commercial land and 127 acres of industrial land. In summary, 517 acres of residential land and 235 acres of employment land currently exist within the UGB.

The proposed approximately 1,050 gross acres expansion would add roughly 590 acres of residential land (520 acres of low density residential, 70 acres of medium density), 25 acres of commercial land, and 430 acres of industrial land. Of the 1050 acres, 188 acres are residential exception lands and 13 acres are commercial exception lands. In rough land totals, approximately 1100 acres of residential land (this number would be reduced when constrained lands, right-of-way needs and some of the residential exception lands are subtracted) and 690 acres of employment lands would be available for development to meet future housing and employment needs.

Identified land needs from the UGB expansion needs analysis indicate a need for approximately 555 acres of buildable residential land (259 acres of low density residential, 178 acres of nodal low density residential, 66 acres of medium density, 51 acres of nodal medium density) and an additional 210 acres of public/semi-public lands which are accommodated on residential lands.

Response: I agree that the UGB land needs assessment is complex and appreciate your efforts to summarize figures found in various documents provided by Winterbrook Planning.

At my request, the residential land needs and supply comparisons have been clarified in the 2005 Buildable Land Inventory and 2005 Residential Land Needs Analysis, as well as the 2005 UGB Justification Report. The 2005 BLI includes modifications to the proposed UGB. Please refer to these documents for more in-depth detail. A summary of 2020 residential land needs versus supply follows:

The existing UGB contains 511 net buildable acres of residential land. Identified land needs through the Year 2000 total 736 net buildable acres. This leaves a total deficit of 225 net buildable residential acres.

Plan	Acres Available	Acres Needed	Acres Surplus (deficit)
LDR	403	217	186
Nodal LDR	0	186	(186)
MDR	108	69	39
Nodal MDR	0	54	(54)
VMU	0	0	0
Public / Semi-Public	-	210	(210)
Totals	511	736	(225)

After Comprehensive Plan designation and UGB changes proposed by the 2005 Plan, (including reallocation of existing lands inside the UGB to nodal designations, a new street system including new arterial streets, and UGB expansion), the residential land comparison looks like this:

Plan Designation	Net Buildable Acre Supply	Net Buildable Acre Need	Preferred Scenario Acres Surplus (Deficit)
LDR (Low Density Residential)	371	217	154
Nodal LDR	220	186	34
MDR (Medium Density Residential)	72	69	3
Nodal MDR	73	54	19
VMU (Vertical Mixed Use)*	NA	NA	0
Public and Semi-Public (Including Schools, Parks and Religious Institutions)	0	210	(210)
All Residential	736	736	0

This comparison assumes inclusion of adjacent residential exceptions areas, and accounts for the residential units within these areas by reducing LDR need.

As a result of minor changes to the UGB recommended to the City Council, the 2005 Comprehensive Plan provides exactly the net buildable acreage identified in the 2005 Residential Land Needs Analysis.

Employment land needs are estimated at 627 acres (141 acres of commercial land and 486 acres of industrial land) with industrial land needs based on the provision of specific site sizes instead of an employee/acre ratio. The EcoNorthwest analysis of projected land need based on forecast employment increase of 7,139 employees was for approximately 369 acres with industrial land needs being 224 acres of the total.

Response: This is correct. Commercial expansion in the 2005 Plan consists of two neighborhood commercial nodes in the southwest and north, and a commercial exceptions area to the southeast. The commercial expansion totals 32 net buildable acres. Industrial land needs are based on providing an adequate supply of suitable employment sites, as recommended in the EOA and EDS.

Industrial Land Needs

Statewide Planning Goal 9 (Economic Development) and corresponding Administrative Rule allow for employment land needs to be based on the need to provide for various sites (specified site sizes) to meet likely or expected employment uses that would locate in the area. The City has targeted certain industries that it desires to locate within the community and has specified a range of industrial sites to accommodate these uses. Analysis by the City indicates a need for large parcel sites, generally 20 acres in size or more with specific target industries requiring sites greater than 50 acres. Overall, the majority of target industries identified by the City require sites in the 5 to 40 acre range, with several large manufacturing and high tech industries requiring sites over 40 acres.

The City industrial land expansion proposal to the southwest (both west and east of I-5) capitalizes on the I-5 corridor location and proposes a range of sites comprising an approximate 440 acre industrial area. The industrial overlay zone requires the provision and retention of 11 sites that are 10 acres in size or greater, with the largest being one 100 acre site and a 70 acre site. The remaining nine sites are between 10 and 25 acres, with provisions for various sites under 10 acres in size.

Response: The industrial site allocation within the Southwest Industrial Reserve has been clarified and revised, based on comments from you and Geoff Crook at DLCD. The current SWIR sites are as follows:

Tax Lot Number(s)	Buildable Site Acres	Reserved Site Size Ranges	Estimated Site Sizes	Land Division Permitted?
52W11 TL 300 (Darma/OPUS)	88	25-50 10-25 10-25 5-10 5-10 2-5 2-5	35 15 15 8 8 4 3	Yes, with Master Plan approval
Subtotals:		59-130	88	

52W14 TL 200	22	10-25	15	No
52W14 TL 600		5-10	7	
(Weisz) Subtotals:		15-35	22	
West of I-5 Sites	110	74-165	110	See above
52W13 TL 1100	96	96	96	No, ROW dedication for Southern Arterial and Evergreen
52W14 TL 1500				
52W14 TL 1600				Reserved for Firm \geq 300 employees
(Seibel, Gottsacker, Weisz)				
52W14 TL 800	106	50-100	65	Yes, with Master Plan approval; ROW dedication required
52W14 TL 900		25-50	33	
52W14 TL 1000		2-5	4	
52W14 TL 1100		2-5	4	
(Weisz) Subtotals:		79-160	106	50-100 Acre site reserved for Firm \geq 200 employees.
52W14 TL 1200	4	2-5	4	No
52W23 TL 100	46	25-50	35	Yes, with Master Plan approval
(Weisz)		5-10	8	
		2-5	3	
Subtotals:		32-65	46	
East of I-5 Sites	252	209-326	252	No
Total SWIR	362	283-491	362	

We also note that there is a qualitative component to the land needs assessment. The EOA and ECONorthwest's October 2003 industrial siting memorandum note the critical importance of location (a) in a master planned business or industrial park and (b) with direct access to Interstate 5. Thus, site size is a critical site characteristic – but it is not the only component. As described in the revised UGB Justification Report, the SWIR includes two master planned employment parks – one on each side of Interstate 5 – that are serviceable within a year following their inclusion within the Woodburn UGB.

Target industries that employ large numbers of people and have large site requirements (40 acres or more) are highly desirable with a very competitive market to locate such industries within a community. Setting aside two very large sites (100 acres and 70 acres) for such industries may commit a large part of the proposed industrial reserve area and limit the ability of the City to achieve its employment goals through requirements that specific sizes of sites be retained which cannot be reduced in size and may not be flexible to meet the needs of targeted industries once certain sized sites have been utilized. The County would suggest that the upper size limit threshold be reduced to 40 or 50 acres with the number of sites in this range increased to four or five that can not be reduced below the threshold, along with the provision of additional sites in the 10 to 20 acre range. This would allow the City some flexibility in both the layout of sites, the ability to put sites together should larger sites be needed by a target

industry, and to configure and allow for smaller sites to meet the majority of the site needs of the targeted industries. By allowing some flexibility in arranging sites to meet targeted industry needs, it would be possible to provide more available sites or increased choices in the size of sites, while also requiring less land to meet the employment needs and economic goals and strategy the City wishes to pursue. Existing industrial lands within the current UGB can also be utilized to meet the industrial land needs of targeted industries that require sites under 10 acres in size.

Response: We appreciate the County's concern regarding the need to provide flexibility for the siting of targeted industrial firms. This concern is shared by the Mayor and City Council members. The revised SWIR policies and district provide such flexibility by allowing for a range of parcel sizes in master planned employment parks in large tracts adjacent to the existing UGB. Land within designated employment parks may be divided into a range of smaller and larger parcels, consistent with an approved master plan that retains a range of lot sizes consistent with the EOA. However, under the Goal 9 Rule, the City is obligated to protect larger sites (such as the 100-acre site south of Parr Road) for land-extensive targeted industries that may choose to locate in Woodburn. Although there are very few industrial parcels available within the existing City Limits that meet the site suitability criteria of targeted industries, we agree that such sites must be accounted for in the UGB amendment process, and we do account for them.

Residential Land Needs

The residential land need to accommodate an additional 4,753 dwelling units and approximately 14,000 additional people also includes land for public/semi-public uses (schools, parks, institutional uses, churches, governmental uses) which are typically accommodated on residential lands. Analysis indicates a need for 210 acres of land to meet public/semi-public land needs during the planning period. Through the provision of various land efficiency measures, creation of nodal development areas, increased density allowances for single-family and multi-family, infill and redevelopment of existing residential lands and residential exception areas, the projected housing demand can be accommodated by utilizing existing buildable lands within the current growth boundary and the expansion of the boundary to include additional residential lands, primarily for the nodal development area which allows for increased densities to occur over current standards. The residential land need is for approximately 764 acres to meet both the housing demand (555 acres) and public/semi-public land needs (210 acres) for its projected 2020 population. Currently, there are approximately 520 acres within the current boundary for such uses and the proposed UGB expansion is to add nearly 600 acres of residential lands (200 of which is residential exception lands which have limited capacities for additional housing).

The County realizes that the additional residential acreage is not all buildable

land due to constraints, allowances for right-of-way/streets (20 percent of gross acreage) and that the net buildable acres within the residential expansion areas would be less. The housing demand over the planning period can reasonably be met by the supply of existing residential land within the current UGB, the addition of residential lands in the nodal overlay area and inclusion of residential areas around the golf course to the north. The multi-use nature of public lands may be somewhat more difficult to account for due to locational factors and the neighborhoods that they are intended to serve.

Response: Residential land need and supply in the 2005 Plan are addressed earlier in this letter. The proposed 2005 Plan calls for a UGB expansion of about 930 gross acres. There are about 350 gross residential acres, including some of the developed golf course in Study Area 2, which provide about 250 net buildable residential acres. The residential exception area is about 120 acres, accommodating about 295 LDR units. The SWIR expansion comprises about 410 gross industrial acres. The commercial expansion is about 50 gross acres. The UGB expansion proposed in the 2005 Plan meets – but does not exceed – identified residential needs.

In determining dwelling units needed to accommodate the projected increase in population during the planning period, a critical assumption or factor is household size. The needs analysis utilizes a 2.9 persons per household which is less than the 2000 Census household size of 3.1 for the City. The assumption that household size decreases over time due to a variety of factors tied to urbanization, employment, housing and so forth and as borne out in other studies and areas is reasonable, though the trend in Woodburn has been an increase in household size due to demographic characteristics of its population. The City's demographics vary greatly from the state, the region, the county and other cities in the area which make comparisons difficult or to follow the trends of these areas when it comes to specific assumptions regarding demographics. The County would just like to mention that an assumption of a higher household size utilized in the analysis for determining dwelling unit needed would result in a lower demand for units within the planning period.

Response: As the County is aware, household sizes are expected to decrease statewide over the next 20 years. Although Woodburn's Year 2000 average household size was 3.1, the comprehensive plan calls for increased employment and educational opportunities. As household incomes and individual educational levels increase, there is a strong tendency for household sizes to decrease. Also, as noted above, Woodburn projects an increase in multiple family housing, which is also characterized by lower household sizes. For these reasons, we have projected that average household size in Woodburn will return to the 1990 average of 2.9 persons per household, which is considerably higher than the statewide projected household size of approximately 2.5 persons per household. We believe this is a reasonable projection, and consistent with the overall economic and social policy direction found in the Woodburn Comprehensive Plan. As a point of comparison, we note that McMinnville, which also has a large Latino

population, based its acknowledged household size projection of 2.54 persons on the 1990 Census.

Woodburn Periodic Review Preferred Growth Scenario (UGB amendments)

The Marion County Urban Growth Management Plan preferred growth scenario is for the majority of projected county growth to be directed to the larger urban areas within the county, such as Woodburn. The City of Woodburn preferred growth scenario as proposed by their UGB amendment package is:

1. Expansion of the UGB to include all adjacent rural exception areas.

The County is supportive of the City's proposal to include all adjacent rural exception areas within the amended UGB. These include the 155 acre residential exception area to the northwest, the 13 acre residential exception area to the northeast (east of Highway 99E) though additional capacity or redevelopment is limited, and the 34 acre (13 acres of commercial, 21 acres of residential) exception area to the south along Highway 99E (west side of the highway). Inclusion of these exception areas will allow these areas to transition to urban uses and provided with urban services.

Response: Your support is appreciated. We agree that ORS 197.298 priorities require that exceptions areas be included within UGBs prior to agricultural land.

2. Expansion of the UGB to the north and southwest to accommodate residential land needs and the Parr Road Nodal area.

The County is supportive of the City's proposal to expand the UGB to the north to include the 100 acres north of the golf course property within the current UGB. This would allow the portion of the golf course currently outside the UGB and adjoining lands to be developed for upper end residential as future phases of the Tukwila development and utilized as open space and natural resource protection. The City proposal for the area also includes a 2 acre nodal neighborhood commercial area.

The County is supportive of the City's proposal to expand the UGB to the southwest to include approximately 140 acres of residential lands to meet housing needs. This area is part of the proposed Parr Road area Nodal Development Overlay that includes nodal commercial (10 acres), medium density and low density nodal residential areas which are a key component of the City's housing strategy to meet residential needs during the planning period.

The County is not supportive of the City's proposal to include the 160 acres of land to the north, west of Boones Ferry Road, south of Crosby Road, and east of I-5 within the UGB for residential purposes. The residential land needs are being met through the existing residential land supply within the current UGB and the

other residential lands being proposed for addition to the UGB.

Response: We appreciate the County's support for expansion into the OGA site and to the Parr Road area. Unfortunately, the golf course area has a combination of orchards and developed golf course land, located on predominantly Class I and II agricultural soils. Therefore, we have recommended to the City Council that the predominantly Class I soils east of Boone's Ferry Road not be included within the Woodburn UGB at this point.

On the other hand, land to the west of Boone's Ferry Road is of lower agricultural quality, with predominantly Class II and III agricultural soils. As explained under "Residential Land Needs" above, Woodburn's residential land supply within the proposed UGB, including the Crosby Road area, barely meets year 2020 residential land needs. Furthermore, we barely meet the 2020 residential land need with a plan amendment that provides for only a 15 year supply of residential land instead of a 20 year supply, since it is currently 2005. If we were to update the 2002 Buildable Lands Inventory to 2005, it would show we actually have a shortage of residential land for the next 20 years to 2025. We respectfully disagree that the City's residential land needs can be met without including the 160 acres within the Crosby Road area.

3. *Expansion of the UGB to the west and southwest to accommodate employment/industrial land needs.*

The County is supportive of the City's need to expand the UGB to include industrial lands to meet the employment needs of the Woodburn area. The County supports an expansion to the west and southwest but sees the inclusion of approximately 430 acres of existing farmland in these areas as being more than is needed to meet the economic development objectives of the city and provide for the site needs of targeted industries. As discussed in the section above on Industrial Land Needs, an expansion for industrial lands in this area to include between 300-325 acres would be adequate to meet employment needs and targeted industry site needs in conjunction with the approximately 130 acres of industrial land currently within the existing UGB along with 130 acres of commercial lands being provided. The County has questions about the inclusion of the 56-70 acre parcel west of Butteville Road as part of the proposed industrial reserve area as being an intrusion into the surrounding farmlands without any physical separation from such resource lands or being physically connected to the other lands within the proposed industrial reserve area. Additionally, the City may want to consider lands to the south of Hwy 211 and west of Butteville Road adjacent to the rail line both from an industrial use transportation standpoint, and the possible eventuality of commuter rail service coming to the Willamette Valley.

Response: We agree with County staff that the 56-acre site west of Butteville Road should not be included within the UGB, because it has predominantly Class II agricultural soils and need not be developed in order to serve land with lower priority to the southeast.

Your comments were reinforced by those of the Oregon Department of Agriculture and 1000 Friends.

However, for reasons stated in the May 2005 UGB Justification Report, much of the industrial land in the Highway 99E area either does not meet identified site suitability criteria for targeted industries, or is being held for future industrial expansion by existing industrial firms. The need for approximately 400 acres of industrial land with I-5 access is justified by the City's EOA and an October 2003 ECONorthwest industrial siting memorandum. The SWIR discussion in this letter includes revisions to the SWIR tables documenting how land within the SWIR will be retained for site sizes called for in these documents.

Les, I very much appreciate the thoughtful approach exhibited in your March 21 letter. As you can see, we have incorporated many of your suggestions in the City's revised proposal. Thanks again for your continued assistance. If you have any questions regarding this matter, please contact me at (503) 982-5246.

Sincerely,

Jim Mulder
Director of Community Development

Enclosures

Memo

To: Jim Mukder, Director - Community Development
From: David Torgeson, Assistant City Engineer *DNT.*
CC: Bob Shields, City Attorney
Date: April 15, 2005
Re: Response to Serres Letter dated March 23, 2005

The Serres family owns tracts included in an area (Region 4 of the UGB Study Area Public Facilities Analysis) that was evaluated by Public Works, to determine rough costs of providing public water, sanitary sewer, and storm drainage. This memo responds to concerns the family has raised in a letter addressed to the Mayor and Council dated March 23, 2005.

Water Supply

The Serres family letter implies that two wells on their property could be used as part of the City water supply system. With the development of a water treatment system for the City the Serres wells would have to be piped to the treatment plant on Parr Road or National Way for treatment before being put into the distribution system as drinking water. Piping for this connection of wells to treatment plant would be prohibitively costly.

The Serres family provided well logs for the two wells in their March 8, 2005 letter and review of these logs has determined that the wells are not constructed to city standards which call for a gravel packed screened well with cement grout seal to just above the level from which the water is drawn. The wells on the Serres property are perforated casing with no gravel pack and the seal was done with dirt and cement and only goes approximately 20 feet below the surface. Given the heavy agricultural use of the property over the years since the wells were constructed and the inadequate well seal, there is a real potential that hazardous agricultural chemicals could have contaminated the wells.

Wells on the east side of the city have higher concentrations of arsenic as well. The two city wells on the east side have arsenic concentrations of 12 and 13 parts per billion (ppb). The well at McClaren School, according to data on the State of Oregon

Health Division Drinking Water Program website, has an arsenic concentration of 19 ppb. The new federal standard for arsenic that is effective in January 2006 is 10 ppb. This new limit is one of the reasons the city is proceeding with water treatment facilities. Given the location of the Serres wells in the same general area there is a strong possibility that their wells have arsenic levels above what will be the new federal standard. Again if the arsenic concentration is consistent with other wells on the east side of the city, treatment would be required and as discussed above such costs are prohibitive.

The contention that wells on the Serres property could become part of the City drinking water distribution system is not supported by the information stated above.

Water Distribution System

The letter indicates that a six-inch line is available at the west edge of the Serres ownership. This line does not have capacity for further expansion of service area, and will not have sufficient capacity to supply demands when Serres property is developed.

Sanitary Sewer System

The letter assumes that adequate gravity service is available to the Serres property. This is not true. Only a small part of the property could be drained by gravity to the Greenvew Sewer Pump Station, which has not been designed for expanded service area. (A major upgrade in the existing pressure force main at Greenvew will be needed if additional flow is to be handled.) The configuration of the receiving works at the treatment plant necessitates that all sewage be pumped to that point. Development of any part of the Serres property will require either a new sewer pump station and dedicated force main delivering to the treatment plant, or extensive modifications to the existing collection system. The costs developed by Public Works considered the former case.

Storm Drainage

The study methodology simplified the storm drainage system. In theory, all runoff from a 100-year storm was conveyed to a single discharge point. The pipe required to convey this flow served as the basis for estimating cost to serve. The Serres letter is correct that landforms and phasing of development will likely result in several pipes, rather than the one large pipe. Additional factors (like detention of runoff), beyond the scope of the Public Facilities Plan, may also influence future decisions about location, size, and cost of drainage facilities.

Methodology

An outline of the approach that Public Works used to generate the estimated costs of infrastructure for all UGB expansion areas is attached. Area 4, which contains the Serres tract, was evaluated in the same fashion as all other Areas.

Conclusion

The analysis of the 8 subregions of the study area for UGB expansion was conducted to provide a planning level (as opposed to a precise engineering design level) comparison of the estimated public facility costs of expanding the UGB into each subregion. This analysis was conducted using the attached methodology. This methodology was uniformly applied to each subregion. The analysis of Region 4 using this methodology is accurate. The Serres letter analyzes facilities at a greater level of detail than was contemplated within the methodology used for all the other subregions. Even when this greater level of detail is applied to Region 4, the comparative conclusions of the Public Facilities Analysis remain accurate.

Methodology for Calculations - Urban Growth Boundary Expansion

City of Woodburn – Public Works Department

April 2005

1. Public Works provided assistance to Community Development (Comm. Dev) in preparation of estimated costs for infrastructure related to proposed expansion of Urban Growth Boundary.
2. Comm. Dev determined 8 subareas for expansion. Public Works was provided mapped limits for the subareas and proposed land use designation within each of the areas.
3. Land use categories were as Residential, Commercial, and Industrial. Combinations were devised by application of formulas, without describing the location within a mapped area where any particular land use might occur.
4. Public Works was charged with estimating costs for water, storm sewer, and sanitary sewer within the boundary of each of the 8 subareas.
5. The physical size (in acres), of each land use for each subarea was calculated using CAD.
6. Master Plan criteria for water consumption, sanitary sewer flow rates and storm water runoff were used to determine values for each land use. Sizes of conveyance facilities were calculated for all areas by uniformly applying derived flow rates. Conceptual grid patterns for distribution pipes, sewer collection lines, and storm water collection lines were devised. The conceptual patterns were extrapolated and reduced to formulas for costs to serve on an acreage basis. Generally, the delivery of service to each sub area was considered to occur at one Point of Connection. This simplification did not consider market-driven development factors that would likely produce need for a greater number of connection points in the future, depending on the geographical extent and location of demand.
7. Based on CIP cost records (maintained by Engineering staff) and System Development Charges from Comm. Dev Planning staff, a cost per acre for each land use type was derived and are as follows;

Water Systems: Residential = \$9.0K/AC	Comm./Industrial = \$5.1K/AC
Sanitary Sewer: Residential = \$10.8K/AC	Comm./Industrial = \$5.0K/AC
Storm Sewer: Residential = \$7.8K/AC	Comm./Industrial = \$3.8K/AC

8. Flow rates for these three infrastructure systems are as follows;

Water System

Residential = 1,315 gpd/AC (Avg.), 5,130 gpd/AC (Max.), 120,000 g/2hr.
Commercial/Industrial = 382 gpd/AC (Avg.), 1,490 gpd/AC (Max.), 600,000 g/2hr.

Sanitary Sewer

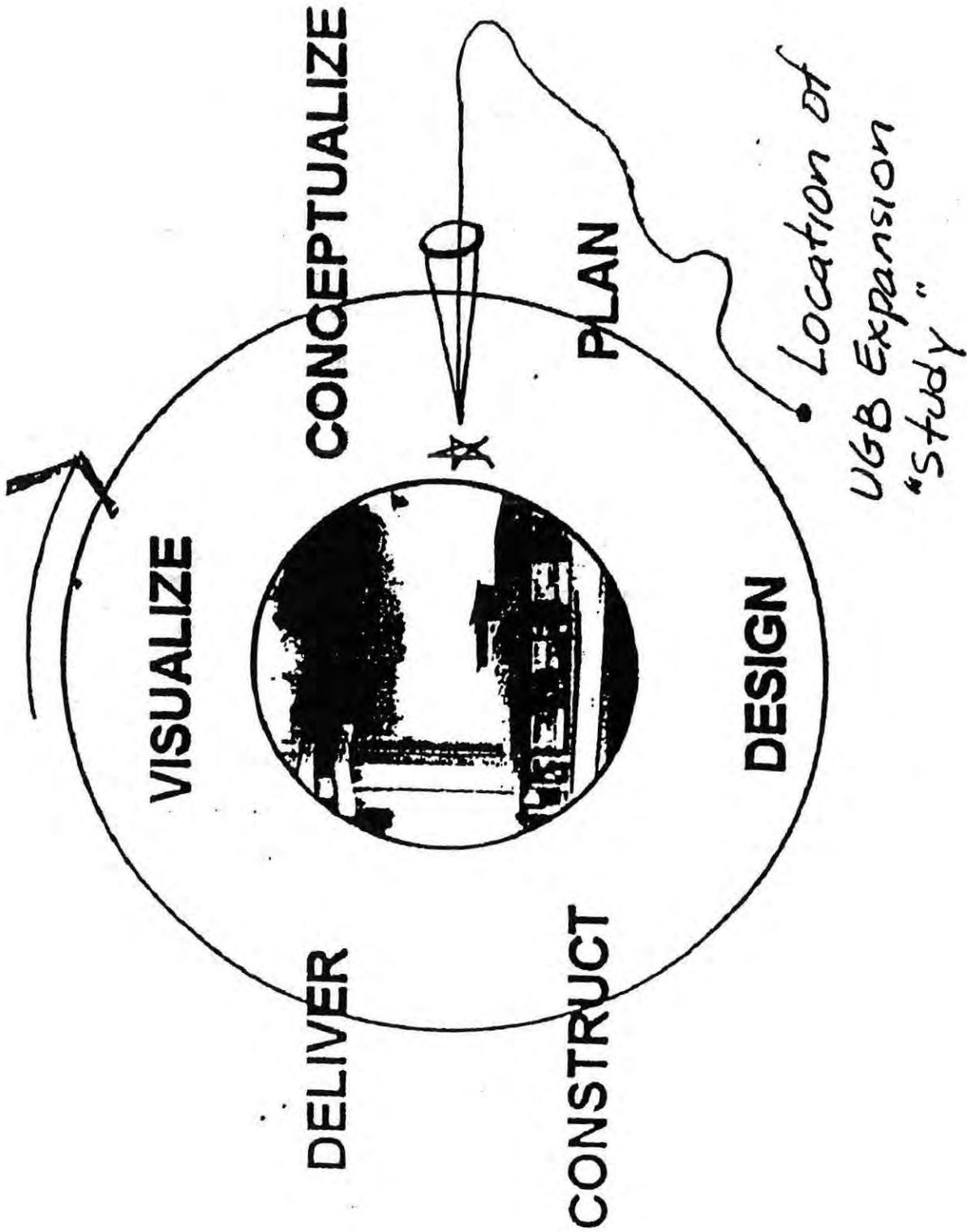
Residential = 1,420 gpd/AC
Commercial/Industrial = 700 gpd/AC

Storm Sewer

All areas: 0.5 cubic feet per second (cfs) per acre This empirical value was applied uniformly, regardless of projected land use, because little difference was discernable between runoff factors in conditions of a design storm.

Discharge from subareas larger than 150 acres were analyzed as Primary Drainage ways, in accordance with definitions from the Storm Drainage Master Plan (SDMP). Areas greater than 50, but less than 150 acres were described as Secondary Drainage ways. The SDMP instructs that conveyance systems for Primary Drainage ways accommodate runoff from 100-year event. Secondary Drainage ways are designed for 50-year events. The sizes of pipes were determined based upon their estimated slope and approximate design runoff for the tributary subarea.

9. The estimates considered that planning has already been made for some major infrastructure projects (mostly within the current Service Areas, and shown in a five-year plan called Capital Improvement Program, or "CIP"). Calculations were performed assuming that water, sanitary sewer, and storm drainage Capital Improvement Projects shown in the budget for fiscal year 2004-20005 were accomplished before any of these expansion projects were under taken.
10. Some infrastructure elements within the existing UGB would need upgrading to serve individual expansion subareas. Some of these improvements were not included in the CIP. Where additional improvements were necessary to existing systems situated within the existing service limits, the cost of improvements was estimated by application of historic construction cost records. These costs were added to other cost elements related to provision of service within each subarea. Included were water booster stations and sanitary sewer pump stations whose locations and sizes are shown on work maps that were prepared in course of the work.



S.A.P.
EVALUATION OF WATER REQUIREMENTS FOR UGB INCREASE

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTIAL		COMMERCIAL/INDUSTRIAL		TOTAL RES FIRE FLOW (2 HRS)	TOTAL COM/IND FIRE FLOW (2 HRS)	TOTAL MDD W/FF
			AVERAGE DD 1315.4GPD/AC	MAXIMUM DD 5130.2gpd/AC	AVERAGE DD 381.9gpd/AC	MAXIMUM DD 1489.4gpd/AC			
1	362	239	476,175	1,857,132	92,995	355,967	1,977,132	955,967	2,933,099
2	436	214	573,514	2,236,767	83,267	318,732	2,356,767	918,732	3,275,499
3	100	234	131,540	513,020	91,049	348,520	633,020	948,520	1,581,540
4	343	0	451,182	1,759,659	0	0	1,879,659	0	1,879,659
5	0	431	0	0	167,702	641,931	0	1,241,931	1,241,931
6	189	0	248,611	969,608	0	0	1,089,608	0	1,089,608
7	382	128	502,483	1,959,736	49,805	190,643	2,079,736	790,643	2,870,380
8	457	296	601,138	2,344,501	115,174	440,862	2,464,501	1,040,862	3,505,364
SUB-TOTAL	2,269	1,542	2,984,643	11,640,424	599,992	2,296,655	12,480,424	5,896,655	18,377,079

NOTE: Phase III of WTP build out will have producible product of 10.8 MGD and 6.1 MG storage.

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STORM DRAIN COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COM/IND COST	TOTAL	Q (cfs) BASED ON 0.5 CFS/AC
1	362	239	\$7,800.00	\$3,600.00	\$2,823,600.00	\$860,400.00	\$3,684,000.00	300.5
2	436	214	\$7,800.00	\$3,600.00	\$3,400,800.00	\$770,400.00	\$4,171,200.00	325
3	100	234	\$7,800.00	\$3,600.00	\$780,000.00	\$842,400.00	\$1,622,400.00	167
4	343	0	\$7,800.00	\$3,600.00	\$2,675,400.00	\$0.00	\$2,675,400.00	171.5
5	0	431	\$7,800.00	\$3,800.00	\$0.00	\$1,551,600.00	\$1,551,600.00	215.5
6	189	0	\$7,800.00	\$3,600.00	\$1,474,200.00	\$0.00	\$1,474,200.00	94.5
7	382	128	\$7,800.00	\$3,600.00	\$2,979,600.00	\$460,800.00	\$3,440,400.00	255
8	457	296	\$7,800.00	\$3,600.00	\$3,564,600.00	\$1,065,600.00	\$4,630,200.00	376.5
SUB-TOTAL		2,269	1,542		\$17,698,200.00	\$5,551,200.00	\$23,249,400.00	

NOTE Cost per acre are based upon SDC Receipt history.

SANITARY SEWER COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COMM/IND COST	TOTAL
1	362	239	\$10,800.00	\$5,000.00	\$3,909,600.00	\$1,195,000.00	\$5,104,600.00
2	436	214	\$10,800.00	\$5,000.00	\$4,708,800.00	\$1,070,000.00	\$5,778,800.00
3	100	234	\$10,800.00	\$5,000.00	\$1,080,000.00	\$1,170,000.00	\$2,250,000.00
4	343	0	\$10,800.00	\$5,000.00	\$3,704,400.00	\$0.00	\$3,704,400.00
5	0	431	\$10,800.00	\$5,000.00	\$0.00	\$2,155,000.00	\$2,155,000.00
6	189	0	\$10,800.00	\$5,000.00	\$2,041,200.00	\$0.00	\$2,041,200.00
7	382	128	\$10,800.00	\$5,000.00	\$4,125,600.00	\$640,000.00	\$4,765,600.00
8	457	296	\$10,800.00	\$5,000.00	\$4,935,600.00	\$1,480,000.00	\$6,415,600.00
SUB-TOTAL	2,269	1,542			\$24,505,200.00	\$7,710,000.00	\$32,215,200.00

NOTE: Cost per acre are based upon SDC Receipt history.

SANITARY SEWER FLOW RATES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL FLOW Rate 1420 GPD/AC	COM/IND FLOW Rate 700 GPD/AC	TOTAL FLOW TO POC PER DAY	CFS
1	362	239	514,040	167,300	681,340	1.05
2	436	214	619,120	149,800	768,920	1.19
3	100	234	142,000	163,800	305,800	0.47
4	343	0	487,060	0	487,060	0.75
5	0	431	0	301,700	301,700	0.47
6	189	0	268,380	0	268,380	0.42
7	382	128	542,440	89,600	632,040	0.98
8	457	296	648,940	207,200	856,140	1.32
SUB-TOTAL	2,269	1,542	3,221,980	1,079,400	4,301,380	6.66

WATER SUPPLY COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COM/IND COST	TOTAL
1	362	239	\$9,000.00	\$5,100.00	\$3,258,000.00	\$1,218,900.00	\$4,476,900.00
2	436	214	\$9,000.00	\$5,100.00	\$3,924,000.00	\$1,091,400.00	\$5,015,400.00
3	100	234	\$9,000.00	\$5,100.00	\$900,000.00	\$1,193,400.00	\$2,093,400.00
4	343	0	\$9,000.00	\$5,100.00	\$3,087,000.00	\$0.00	\$3,087,000.00
5	0	431	\$9,000.00	\$5,100.00	\$0.00	\$2,198,100.00	\$2,198,100.00
6	189	0	\$9,000.00	\$5,100.00	\$1,701,000.00	\$0.00	\$1,701,000.00
7	382	128	\$9,000.00	\$5,100.00	\$3,438,000.00	\$652,800.00	\$4,090,800.00
8	457	296	\$9,000.00	\$5,100.00	\$4,113,000.00	\$1,509,600.00	\$5,622,600.00
SUB-TOTAL	2,269	1,542			\$20,421,000.00	\$7,864,200.00	\$28,285,200.00

NOTE Cost per acre are based upon SDC Receipt history.

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GENERAL:

- Approximately 379 AC total area. For evaluation purposes this region is divided into 285 AC of Residential and 94 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 6100 LF of 12-inch dia. main looped at a cost of \$700,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.3 MGD).
- Estimated cost of construction of distribution infrastructure is \$3.0 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of 1000 LF of new gravity sewer line to connect to the existing system at the South end of Harvard St. at a cost of \$80,000.
- The existing gravity collection system at Harvard St. would require being upsized for approximately 3300 LF to I-5 pump station at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$3.5 million and will generate an approximate load of 0.7 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of Parr Rd. and require upsizing the existing collector to a 42-inch dia. line at a cost of \$200,00, approximately 190 cfs.
- Estimated new collections systems cost is \$2.5 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 3,700,000
Sanitary Sewer	\$ 3,830,000
Storm Sewer	\$ 2,700,000
Total	\$10,230,000

GENERAL:

- Approximately 213 AC total area. For evaluation purposes this region is divided into 17 AC of Residential and 196 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.1 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.2 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Estimated new collections systems cost is \$1.2 million and will generate an approximate load of 0.25 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area. Approximately 110 cfs.
- Estimated new collections systems cost is \$838,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$1,200,000
Sanitary Sewer	\$1,200,000
Storm Sewer	<u>\$838,000</u>
Total	\$3,238,000

REGION No. 1

GENERAL:

- Approximately 155 AC total area. For evaluation purposes, this region was divided into 155 AC of Residential and 0 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.92 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.40 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Existing collector would require upsizing to a 24-inch dia. line at a cost of \$250,00.
- Estimated new collections systems cost is \$1.67 million and will generate an approximate load of 0.35 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area, approximate 77.5 cfs.
- Estimated new collections systems cost is \$1.21 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$1,400,000
Sanitary Sewer	\$1,670,000
Storm Sewer	<u>\$1,210,000</u>
Total	\$4,280,000

REGION No. 2

GENERAL:

- Approximately 257 AC total area. For evaluation purposes this region was divided into 255 AC of Residential and 2 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1300LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$180,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.1 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.31 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at the North end of Boones Ferry Rd.
- From the Boones Ferry Rd. connection point, approximately 4000 LF of collector will have to be upsized to the Goose Cr. connection of the parallel westerly reliever at a cost of \$500,000.
- Estimated new collections systems cost is \$1.29 million and will generate an approximate load of 0.28 cfs
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to upper Mill Cr. to service this area, approximately 128 cfs.
- Estimated new collections systems cost is \$930,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY

Water Improvements	\$ 1,490,000
Sanitary Sewer	\$ 1,790,000
Storm Sewer	\$ 930,000
Total	\$4,210,000

REGION No. 3

GENERAL:

- Approximately 13 AC total area. For evaluation purposes this region was divided into 0 AC of Residential and 13 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 400LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$60,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.74 MGD).
- Estimated cost of construction of distribution infrastructure is \$66,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at Industrial Pump Station on Industrial Way at a cost of \$100,000.
- Estimated new collections systems cost is \$65,000 and will generate an approximate load of 0.01 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is adequate to handle outfall. The region would require construction of approximately 700 LF storm sewer conveyance system, Easterly to the natural drainage at a cost of \$75,000 approximately 6.5 cfs.
- Estimated new collections systems cost is \$47,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 126,000
Sanitary Sewer	\$ 165,000
Storm Sewer	\$ 122,000
Total	\$ 413,000

REGION No. 6

GENERAL:

- Approximately 34 AC total area. For evaluation purposes this region was assigned into 21 AC of Residential and 13 AC Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 500 LF of 12-inch dia. main looped at a cost of \$600,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.23 MGD).
- Estimated cost of construction of distribution infrastructure is \$260,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station along the Southerly finger of Mill Cr. and behind Shalimar trailer park at a cost of \$350,000.
- The new lift station would then require a new force main of approximately 1800 LF to connect to the existing gravity collection system at Bridlewood Ln. and Brown St. at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$290,000 and will generate an approximate load of 0.06 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to South Mill Cr. to service this area, approximately 17 cfs.
- Estimated new collections systems cost is \$210,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 860,000
Sanitary Sewer	\$ 890,000
Storm Sewer	\$ 210,000
Total	\$ 1,960,000

GENERAL:

- Approximately 600 AC total area. For evaluation purposes, this region was divided into 360 AC of Residential and 240 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.93 MGD).
- Estimated cost of construction of distribution infrastructure is \$4.48 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would be expected to require construction of a new lift station in the Northern most point at an estimated cost of \$600,000.
- The new lift station would then require a new force main of approximately 3200 LF to connect to the existing gravity collection system on King Way at an estimated cost of \$400,000.
- Estimated new collections systems cost is \$5.10 million and will generate an approximate load of 1.05 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area, approximate 300 cfs.
- Estimated new collections systems cost is \$4.17 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$4,480,000
Sanitary Sewer	\$6,100,000
Storm Sewer	<u>\$4,170,000</u>
Total	\$14,700,000

GENERAL:

- Approximately 650 AC total area. For evaluation purposes this region was divided into 440 AC of Residential and 210 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1300LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$180,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (3.3 MGD).
- Estimated cost of construction of distribution infrastructure is \$5.02 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at the North end of Boones Ferry Rd.
- From the Boones Ferry Rd. connection point, approximately 4000 LF of collector will have to be upsized to the Goose Cr. connection of the parallel westerly reliever at a cost of \$500,000.
- Estimated new collection systems cost is \$5.78 million and will generate an approximate load of 1.19 cfs
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to upper Mill Cr. to service this area, approximately 325 cfs.
- Estimated new collection systems cost is \$4.17 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 5,200,000
Sanitary Sewer	\$ 6,280,000
Storm Sewer	\$ 4,170,000
Total	\$15,650,000

GENERAL:

- Approximately 334 AC total area. For evaluation purposes this region was divided into 100 AC of Residential and 234 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 400LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$60,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.6 MGD).
- Estimated cost of construction of distribution infrastructure is \$2.09 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at Industrial Pump Station on Industrial Way.
- From the connection point, approximately 450 LF of collector will have to be upsized to the Industrial Way Pump Station at a cost of \$100,000.
- Estimated new collections systems cost is \$2.25 million and will generate an approximate load of 0.5 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is adequate to handle outfall of only a small portion to upper Mill Cr. The bulk of the region would require construction of approximately 3500 LF of 78-inch dia. pipeline Easterly to the Pudding River at a cost of \$1.3 million, approximately 167 cfs.
- Estimated new collections systems cost is \$1.62 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 2,150,000
Sanitary Sewer	\$ 2,350,000
Storm Sewer	\$ 2,920,000
Total	\$ 7,420,000

GENERAL:

- Approximately 343 AC total area. For evaluation purposes this region was determined to be all Residential and no Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1100LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$154,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.88 MGD).
- Estimated cost of construction of distribution infrastructure is \$3.1 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new lift station, off Hwy. 211 then a 5000 LF of force main to the WWTP at a cost of \$1.5 million.
- Estimated new collections systems cost is \$3.70 million and will generate an approximate load of 0.75 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff would, therefore, require construction of approximately 3500 LF of 78-inch dia. pipeline Easterly to the Pudding River at a cost of \$1.3 million, approximately 170 cfs.
- Estimated new collections systems cost is \$2.68 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 3,240,000
Sanitary Sewer	\$ 5,200,000
Storm Sewer	\$ 5,000,000
Total	\$13,440,000

GENERAL:

- Approximately 430 AC total area. For evaluation purposes this region was assigned into 430 AC of Commercial/Industrial and no Residential.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 3600LF of 12-inch dia. main looped at a cost of \$500,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.24 MGD).
- Estimated cost of construction of distribution infrastructure is \$2.20 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station in the Northwest corner of the region at an estimated cost of \$350,000.
- The new lift station would then require a new force main of approximately 4800 LF to connect to the existing gravity collection system at the Mill Cr. trunk line off of Cleveland St. at an estimated cost of \$750,000.
- Estimated new collections systems cost is \$2.16 million and will generate an approximate load of 0.50 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff, therefore, requires construction of approximately 4500 LF of 84-inch dia. pipeline Easterly to the Pudding River at a cost of \$2.0 million, approximately 216 cfs.
- Estimated new collections systems cost is \$1.55 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

Cost Estimate Summary:

Water Improvements	\$ 2,700,000
Sanitary Sewer	\$ 3,260,000
Storm Sewer	\$ 3,150,000
Total	\$ 9,110,000

GENERAL:

- Approximately 190 AC total area. For evaluation purposes this region was assigned into 190 AC of Residential and no Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 5000LF of 12-inch dia. main looped at a cost of \$600,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.09 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.7 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station along the Southerly finger of Mill Cr. and behind Shalimar trailer park at a cost of \$350,000.
- The new lift station would then require a new force main of approximately 1800 LF to connect to the existing gravity collection system at Bridlewood Ln. and Brown St. at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$2.04 million and will generate an approximate load of 0.40 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to South Mill Cr. to service this area, approximately 95 cfs.
- Estimated new collections systems cost is \$1.47 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 2,300,000
Sanitary Sewer	\$ 2,640,000
Storm Sewer	<u>\$ 1,470,000</u>
Total	\$ 6,410,000

GENERAL:

- Approximately 510 AC total area. For evaluation purposes this region was divided into 380 AC of Residential and 130 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 6100 LF of 12-inch dia. main looped at a cost of \$700,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.87 MGD).
- Estimated cost of construction of distribution infrastructure is \$4.1 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of 1000 LF of new gravity sewer line to connect to the existing system at the South end of Harvard St. at a cost of \$80,000.
- The existing gravity collection system at Harvard St. would require being upsized for approximately 3300 LF to I-5 pump station at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$4.77 million and will generate an approximate load of 1.0 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of Parr Rd. and require upsizing the existing collector to a 42-inch dia. line at a cost of \$200,00, approximately 255 cfs.
- Estimated new collections systems cost is \$3.44 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 4,790,000
Sanitary Sewer	\$ 5,100,000
Storm Sewer	\$ 3,640,000
Total	\$13,530,000

GENERAL:

- Approximately 750 AC total area. For evaluation purposes this region was divided into 457 AC of Residential and 296 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (3.5 MGD).
- Estimated cost of construction of distribution infrastructure is \$5.62 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Existing collector would require upsizing to a 24-inch dia. line at a cost of \$250,00.
- Estimated new collections systems cost is \$6.42 million and will generate an approximate load of 1.32 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area. Approximately 375 cfs.
- Estimated new collections systems cost is \$4.63 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$5,620,000
Sanitary Sewer	\$6,670,000
Storm Sewer	\$4,630,000
Total	\$16,920,000

WOODBURN COMPREHENSIVE PLAN – VOLUME I (2005)

PROPOSED GOAL AND POLICY AMENDMENTS (MAY 27, 2005 REVISIONS)

CITY OF WOODBURN

COMPREHENSIVE PLAN

Volume I Goals and Policies (2004-2005 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~~ May 2005 Amendments

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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 20,000 people who call Woodburn their home. The Plan is also intended to comply with the requirements of state law, and the Land Conservation and Development Commission Goals and Administrative Rules. 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 extensively amended during the Periodic Review process, which extended from ~~1992-1997~~ through ~~2004~~2005, and culminated in the Woodburn ~~2025-2005~~ Comprehensive Plan Update. 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~~2005 Comprehensive Plan Update 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 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° F in 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.

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.

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Woodburn's Historical Context

Prior to human settlement, 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 fowl 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 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 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 to other locations. Woodburn provided habitat for wildlife and was likely the site of Native American settlements. 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~~ Oregon's provisional government in 1843. The area soon became crowded and growth 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 2½ 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

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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 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.

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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.

Comprehensive Plan Designations

Woodburn has six principal comprehensive plan map designations, and two overlay designations, with corresponding zoning districts:

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	RS Single Family Residential	5-75 <u>2-7.26</u>	6,000 Interior Lot 8,000 Corner Lot 10,000 Duplex Lot
	RS1 Retirement Community SFR	9-12 <u>Not applicable</u>	3,600 Interior Lot 3,600 Corner Lot (New RS1 zoning not allowed)
Nodal Development Overlay	RSN Nodal Development SFR	8-117.9 <u>10.89</u>	4,000 Interior Lot 4,500 Corner Lot
Medium Density Residential	RM Medium Density Residential	10-16	2,720 Per M-F Unit 10,000 Duplex Lot 1,980 Per M-F Unit
Nodal Development Overlay (NDO)	RMN Nodal Residential	10- 22 <u>24</u>	8,000 Duplex Lot 3,000 Interior Rowhouse 3,600 Corner Rowhouse
Commercial	CG General Commercial	Not applicable	
	DDC Downtown Development and Conservation		
Nodal Development Overlay (NDO)	CO Commercial Office		
	NCN Nodal Neighborhood Commercial		
Industrial	IP Industrial Park	Not applicable	
	LHL Light Industrial		
Southwest Industrial Reserve Overlay (SWIO)	SWIR Southwest Industrial Reserve		
Open Space and Parks	RCWOD Riparian Corridor and Wetlands Overlay District	Not applicable	
	P/SP Public Semi-Public		
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 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 ensures that incompatible uses do not occur, while allowing flexibility consistent with the purpose of the plan. The Zoning Map will be more specific than the Comprehensive Plan Map, and may have 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 Comprehensive Plan.

Subdivision and Planned Unit Development Ordinances

The second mainstay of plan implementation are subdivision 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~~ alternatives may include requiring less obtrusive types of signs such as monument signs. The objective of monument signs is to reduce the skyscape clutter.

Transportation Plan

The Transportation System Plan (TSP) ~~(2004-2005) is now being~~ has been revised to reflect changes in population, employment and land use adopted in the Woodburn Comprehensive Plan ~~(2003-2005)~~. The ~~2004-2005 TSP~~ includes goals and objectives, forecasts 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 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 has both short term and long-term projects. ~~Short-term~~ 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~~ Long-term projects are those intended to meet the needs of the City through the full ~~twenty-year~~ 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~~ 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~~ 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. One means of ensuring that the housing stock is kept in good shape, is through city-sponsored a-housing rehabilitation programs.

Housing rehabilitation programs offer low interest, deferred loans to low/moderate income homeowners 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., may be targeted for rehabilitation. The City is considering implementation ~~re-establishing~~ of a housing rehabilitation program in FY 2003-04.

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.

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~~ Comprehensive 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~~ Comprehensive 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~~ How changes in the community warrant the proposed change in pattern and allocation of land use designations; and
5. ~~That this land best suites that public need~~ How the proposed change sustains the balance of needed land uses within the Urban Growth Boundary; and
6. ~~That the land cannot be suitably used as it is presently designated.~~

Enforcement Policy

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.

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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 (DLCDD). Woodburn will notify DLCDD 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 DLCDD. 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 DLCDD (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 DLCDD. 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

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approach and resolve an issue and the Framework provides flexibility for the cities in coordinating planning efforts with the County."

Marion County Coordination Goals and Policies

GOAL

- C-1. 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

- C-1.1 Marion County Framework Plan goals, policies and guidelines will be considered when the City considers plan amendments that require Marion County concurrence.**
- C-1.2 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

Most High Density Residential areas 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

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-1.1 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-1.2 Developments in residential areas should 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.

- D-1.3 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

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environment. Higher density areas should be located near jobs, shopping and/or potential transit services.

- D-1.4 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-1.5 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-1.6 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-1.7 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-1.8 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-1.9 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-1.10 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-1.11 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.

Housing Goals and Policies

GOAL

- D-2. The housing goal of the City is to ensure that adequate housing for all sectors of the community is provided.**

POLICIES

- D-2.1** 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.
- D-2.2** 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.

- D-2.3** 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 RIS

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.

- D-2.4 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.
- D-2.5 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.
- D-2.6 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.
- D-2.7 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 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 that 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 I-5 interchange area, which shall be expanded as a result of the 2003 plan amendment process.
5. The Downtown area.

Each of these areas serves 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, almost all of the developable land has either been sold to industries that intend to locate in Woodburn or is under development. It is expected that full build-out will be realized within the next several years.

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. It 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. Not all industries desire to locate on railroads. Indeed some cannot because vibration from the railroad upsets sensitive instruments 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 along Interstate-5 provides the primary location for targeted industries in Woodburn. It also affords excellent visibility for industries that 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 SPRR 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

- E-1. 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

- E-1.1 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.
- E-1.2 Industrial land should be located to take advantage of Interstate 5 access or rail transportation that is available to the industrial areas.

- E-1.3 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 that industrial lands be located in relatively flat areas, which have suitable soils and that are free from flooding dangers.
- E-1.4 Industrial areas that 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.
- E-1.5 Industries that, 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.
- E-1.6 The industrial park concept is one that 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.
- E-1.7 Industries located in areas that are presently non-conforming shall be encouraged to find other areas to locate.
- E-1.8 Industrial lands shall be protected from encroachment by commercial or other uses that will either increase the price of industrial land or cause traffic generation that will interfere with the normal industrial practices.
- E-1.9 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

- E-2. Woodburn shall reserve suitable sites in the Southwest Industrial Area for targeted industrial firms, as directed by the 2002 Woodburn Economic Opportunities Analysis.

POLICIES

- E-2.1 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.

E-2.2 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.

E-2.3 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

<u>Sites (by assessor tax lot number)</u>	<u>Buildable Acres</u>	<u>Required Lot Sizes (ranges shown in acres)</u>	<u>Conceptual Lot Sizes (in acres)</u>	<u>Special Standards</u>
<u>52W11 TL 300</u>	<u>88</u>	<u>25-50</u> <u>10-25</u> <u>10-25</u> <u>5-10</u> <u>5-10</u> <u>2-5</u> <u>2-5</u>	<u>35</u> <u>15</u> <u>15</u> <u>8</u> <u>8</u> <u>4</u> <u>3</u>	<u>Land division permitted with master plan approval</u>
Subtotal:			88	
<u>52W14 TL 200</u> <u>52W14 TL 600</u>	<u>22</u>	<u>10-25</u> <u>5-10</u>	<u>15</u> <u>7</u>	<u>Land division not permitted</u>
Subtotal:			22	
<u>52W13 TL 1100</u> <u>52W14 TL 1500</u> <u>52W14 TL 1600</u>	<u>96</u>	<u>96</u>	<u>96</u>	<u>Land division not permitted</u> <u>Shall be developed with a use with at least 300 employees</u>
<u>52W14 TL 800</u> <u>52W14 TL 900</u> <u>52W14 TL 1000</u> <u>52W14 TL 1100</u>	<u>106</u>	<u>50-100</u> <u>25-50</u> <u>2-5</u> <u>2-5</u>	<u>65</u> <u>33</u> <u>4</u> <u>4</u>	<u>Land division permitted with master plan approval</u> <u>50-100 acre lot shall be developed with a use with at least 200 employees</u>
Subtotal:			106	
<u>52W14 TL 1200</u>	<u>4</u>	<u>2-5</u>	<u>4</u>	<u>Land division not</u>

				<u>permitted</u>
<u>52W23 TL 100</u>	<u>46</u>	<u>25-50</u> <u>5-10</u> <u>2-5</u>	<u>35</u> <u>8</u> <u>3</u>	<u>Land division</u> <u>permitted with master</u> <u>plan approval</u>
Subtotal:			<u>46</u>	
Total SWIR	<u>362</u>		<u>362</u>	

Tax Lot Number(s)	Gross (Buildable) Site Acres	Retained Site Size	Land Division Permitted-
West of Interstate 5			
52W11 Tax Lot 300	108 (91)	1 @ 25 1 @ 10 2 @ 5	Yes, with Master Plan approval
Eastern portion of 52W14 Tax Lot 1300	56 (56)	1 @ 50 acres Reserved for Firm > 200 employees	No
52W11 Tax Lot 100 (inside existing UGB)	19 (19)	1 @ 19	No (Access from TL 300 required)
52W14 Tax Lot 200	9 (9)	1 @ 9	No
52W14 Tax Lot 600	13 (13)	1 @ 13	No
West of I-5 Tax Lots	205 (188)	See above	See above
East of Interstate 5			
52W13 Tax Lot 1100, 52W14 Tax Lots 1500 and 1600 [†]	103 (100)	1 @ 100 acres [†] Reserved for Firm > 300 employees	No, ROW dedication
52W14 Tax Lot 800	51 (44)	1 @ 15 1 @ 10	Yes, with Master Plan approval; ROW dedication required
52W14 Tax Lot 900	43 (36)	1 @ 10 1 @ 25	Yes, with Master Plan approval; ROW dedication required
52W14 Tax Lot 1000	10 (9)	1 @ 9	No
52W14 Tax Lot 1100	20 (20)	1 @ 20	No
East of I-5 Tax Lots	227 (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.

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:

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- E-3. 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

- E-3.1 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 if there are inadequate sites within the UGB.
- E-3.2 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.
- E-3.3 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.
- E-3.4 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 that 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 major commercial areas in Woodburn, and they should serve the City for the foreseeable future.

The first commercial area that 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 from a lack of maintenance and outmoded buildings, some have been remodeled and updated to 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 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. Access control policies shall be observed when street improvements occur.

The third large area of commercial development in the City is the I-5 Interchange. This contains one small shopping center, a large retail use (Wal-Mart), a developing outlet mall, and other 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 2004-2005 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 major areas there are three other minor commercial areas, two 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

- F-1. Encourage infill and redevelopment of existing commercial areas within the community, as well as nodal neighborhood centers, to meet future commercial development needs.**

POLICIES

F-1.1 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 major commercial areas: 99E, I-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.

F-1.2 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.

- F-1.3 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 that require the use of the private automobile shall be discouraged.
- F-1.4 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.
- F-1.5 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.
- F-1.6 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 close to residential areas have the proper architectural and landscaping buffer zones.
- F-1.7 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.

- F-1.8 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.
- F-1.9 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

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 2002-04 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. Towards this end, Woodburn has incorporated important goals, policies and guidelines found in the Marion County Urban Growth Management

Framework. In particular, Woodburn (as part of the 2003-2005 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

GOAL

- G-1. The City's goal is to manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.**

POLICIES

- G-1.1 Woodburn will assure that all expansion areas of the City are served by public facilities and services with adequate capacity. 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-1.2 Woodburn will encourage the optimum use of the residential land inventory providing opportunities for infill lots, intensifying development along transit corridors, and application of minimum densities
- G-1.3 The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations.
- G-1.4 The City shall assure the provision of major streets as shown in the Transportation Systems Plan. 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.
- G-1.5 The City's policy is to consider the Capital Improvement Program (CIP) when investing public funds or leveraging private investment.

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- G-1.6 The City shall encourage high standards of design and flexibility that are enabled by the PUD zone.
- G-1.7 The City's policy is to accommodate industrial and commercial growth consistent with the 2001-2002 Woodburn Economic Opportunities Analysis (EOA).
- G-1.8 Woodburn's policy 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.
- G-1.9 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.
- G-1.10 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).
- G-1.11 The City shall pay for public facilities with system development charges from anticipated growth.
- G-1.12 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.
- G-1.13 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.

- G-1.14 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.
- G-1.15 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.
- G-1.16 The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
- G-1.17 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.
- G-1.18 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.
- G-1.19 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.

G-1.20 Woodburn shall apply a 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	5-85.2 DU/ Net Buildable Acre
RS1 Retirement Community SFR	9.6 DU/ Net Buildable Acre (New RS1 zoning not allowed)
RSN Nodal Development SFR	8-77.9 DU/ Net Buildable Acre
RM Medium Density Residential (Multi-Family) (MD Park, Duplexes, Small Lot SF)	12.8 DU/ Net Buildable Acre 10 DU / Net Buildable Acre
RMN Nodal Residential (Multi-Family) (Row Houses, Duplexes or Small Lot SF)	47.619 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.

G-1.21 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 2001-2002 Woodburn Economic Opportunities Analysis (EOA).

G-1.22 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.

G-1.23 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

- G-2. 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;**
 - (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

- G-2.1 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.**
- G-2.2 Woodburn will achieve more efficient 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).**
- G-2.3 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.**
- ~~G-2.4 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).~~

G-2.54 The City of Woodburn shall actively manage the location, timing, type and amount of land added to the City.

H. Transportation

Transportation Goals and Policies

Woodburn is in the process of updating ~~has updated~~ its Transportation System Plan (TSP) in coordination with Marion County, the Department of Land Conservation and Development (DLCDD) and the Oregon Department of Transportation (ODOT). The TSP update is based on the "preferred development scenario" adopted as the basis for the ~~2003-2005~~ UGB expansion. The goals and policies listed below ~~may require amendment~~ have been amended to be consistent with the ~~2004-2005~~ 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

H-1. Develop a multimodal transportation system that avoids or reduces a reliance on one form of transportation and minimizes energy consumption and air quality impacts.

Policies

H-1.1 Develop an expanded intracity bus transit system that provides added service and route coverage to improve the mobility and accessibility of the transportation disadvantaged and to attract traditional auto users to use the system.

- H-1.2 Develop a plan for providing travel options between Woodburn and Portland or Salem, including intercity bus service and potential bus/carpool park-and-ride facilities.
- H-1.3 Develop a bikeway system that provides routes and facilities that allow bicyclists to travel from residential areas to schools, parks, places of employment, and commercial areas. Identify off-street facilities in City greenway and park areas. Ensure all new collector and arterial streets are constructed with bicycle lanes.
- H-1.4 Identify sidewalk and off-street pathway improvements to improve pedestrian mobility within neighborhoods and between residential areas and schools, parks, places of employment, and commercial areas. Ensure all new collector and arterial streets are constructed with sidewalks.

Goal

- H-2. Develop a street system which will handle projected year 2020 traffic demands in the Woodburn area, and interconnects residential areas with employment centers, schools, parks, churches, and regional transportation facilities.**

Policies

- H-2.1 Develop an updated roadway functional classification plan for the Woodburn area that reflects the desired function of different roadways, and is consistent with current federal guidelines for the designation of major streets in an urban area.
- H-2.2 Develop a strategy for improving Oregon 219/214, 211, and 99E through Woodburn, including added travel lanes, signalization, and access management.
- H-2.3 Identify new east-west and north-south collector/minor arterial streets within the City to relieve traffic demands on Oregon 219/214, 211, and 99E, and coordinate with Marion County to construct the street connections needed outside of the urban growth boundary (UGB).
- H-2.4 Develop updated street design standards for arterials, collectors, and local streets.
- H-2.5 Identify a final strategy for paving currently unimproved streets in the City.

H-2.6 Identify the need for additional public parking provisions in Woodburn, including park-and-ride facilities, as well as a plan to support increased carpooling and transit use in the future.

H-2.7 Develop a capital improvement program that fulfills the transportation goals established by the community.

Goal

H-3. Develop transportation improvements that address overall traffic safety in the Woodburn area.

Policies

H-3.1 Develop access management strategies for Oregon 219/214, 211, and 99E through Woodburn, particularly focusing on the section of Oregon 214 between Interstate 5 (I-5) and Cascade Drive, and Oregon 99E south of Lincoln Avenue.

H-3.2 Develop a plan for improving pedestrian and bicycle safety for travel to and from local schools, commercial areas, and major activity centers.

H-3.3 Identify street and railroad crossings in need of improvement, as well as those that should be closed or relocated.

H-3.4 Develop a plan for designated truck routes through the City, and a plan to handle truck and rail hazardous cargoes.

Goal

H-4. Develop a set of reliable funding sources that can be applied to fund future transportation improvements in the Woodburn area.

Policies

H-4.1 Evaluate the feasibility of the full range of funding mechanisms for transportation improvements.

H-4.2 Evaluate the feasibility of instituting an added City gas tax for transportation improvements.

H-4.3 Identify a traffic impact fee structure for new development in the Woodburn area to fund transportation improvements.

Goal

H-5. Develop amendments to City land use standards and ordinances to reduce travel demand and promote use of modes of transportation other than the automobile.

Policies

H-5.1 Identify a range of potential Transportation Demand Management (TDM) strategies that can be used to improve the efficiency of the transportation system by shifting single-occupant vehicle trips to other modes and reducing automobile reliance at times of peak traffic volumes.

H-5.2 Identify revisions to the Woodburn Zoning Ordinance for compliance with the TPR.

GOAL

H-7H-6. 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.**

POLICIES

H-76.1 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 2003-2005 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.**

H-76.2 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.

H-76.3 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.

H-76.4 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.

H-76.5 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.

H-76.6 Woodburn will coordinate with Marion County in planning for freight movement by both rail and truck.

H-76.7 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

- H-87. 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

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H-87.1 The Woodburn TSP shall ~~determine sub-areas~~ implement an interchange capacity management plan 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 ~~2003-2005~~ 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.

H-87.2 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.

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I. Public Facilities

Public Facilities Goals and Policies

GOAL

- I-1. 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

- I-1.1 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.**
- I-1.2 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

- I-2. 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

- I-2.1 Develop a plan to treat the City's wastewater flows that ensures desired efficient quality is maintained under all flow conditions.**
- I-2.2 Develop a plan for a collection system that has the capacity to convey the wastewater flows generated.**
- I-2.3 Develop a maintenance plan that ensures the wastewater treatment system maintains a high degree of reliability throughout its design lifetime.**
- I-2.4 Develop an active Inflow/Infiltration (I/I) program that will reduce the levels of I/I flows to the treatment facility.**

- I-2.5 Develop a system to monitor and regulate the flows from industrial customers whose wastewater is treated by the City.

GOAL

- I-3. 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

- I-3.1 Project the wastewater treatment needs of the City through 2020 and provide the land, financial resources and infrastructure to meet those projected demands.
- I-3.2 Develop a Capital Improvement Plan to meet the requirements of the Clean Water Act and any other regulatory requirements for the projected system demands.
- I-3.3 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.
- I-3.4 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.
- I-3.5 Evaluate the potential impacts of water conservation programs that mitigate some of the increased demands associated with projected future growth.
- I-3.6 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

- I-4. 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.

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POLICIES

- I-4.1 Develop a plan to treat the ~~City's~~ City's water supply to reduce elevated levels of iron and manganese which provide undesirable aesthetic effects.
- I-4.2 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.
- I-4.3 Develop a supply and distribution system that provides for reliable fire protection.
- I-4.4 Develop a Wellhead Protection Program for the City that will serve to provide the greatest practical protection for the groundwater resources that provide the ~~City's~~ City's drinking water supply.

GOAL

- I-5. To economically provide safe, plentiful drinking water to the ~~City's~~ City's water system customers accounting for projected growth through the year 2020 in accordance with the City of Woodburn Water Master Plan.**

POLICIES

- I-5.1 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.
- I-5.2 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.
- I-5.3 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.
- I-5.4 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.
- I-5.5 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.

- I-5.6 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 Senecal 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

GOALS

- J-1. 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 Comprehensive Plan Map.
- J-2. It is the City's goal to preserve its unique and historically significant cultural and historical resources.
- J-3. 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.

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- J-4. **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-1.1 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, developers should be required to leave standing trees in developments where feasible.
- J-1.2 New development within the 100-year floodplain 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-1.3 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 be preserved through the City's Riparian Corridor and Wetland Overlay (RCWO) District.
- J-1.4 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-1.5 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.

~~(e) 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)(c)~~ 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-1.6 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-1.7 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-1.8 The City of Woodburn shall coordinate its efforts in resolving solid waste disposal problems with Marion County.
- J-1.9 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-1.10 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-1.11 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 are enhanced by the development that occurs there. Land use in buildable areas should be maximized so that valuable riparian areas and wetlands are not wasted.

J-1.12 Such uses as landfills, ~~junk yards~~ junkyards 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-1.13 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.

K. Downtown Design

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.
8. **PARKING:** While it is not 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

K-1. Rehabilitation and Financing of the DDCD.

POLICIES

- K-1.1 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~~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.

- K-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:
- (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.
 - (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~~Utilize 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

K-2. Improve Citizen Involvement in the DDCD.

POLICIES

- K-2.1 Maintain and support the organization of a downtown business watch group, where property owners can assist police in eliminating undesirable, illegal behavior in the DDCD.
- K-2.2 Business owners should encourage the involvement and education of their employees in downtown activities.
- K-2.3 The City shall ~~to~~ oversee all development and ensure general conformance with this document.

GOAL

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K-3. Improve Open Space Within the DDCD.

POLICIES

- K-3.1 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.
- K-3.2 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.
- K-3.3 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

K-4. Improve Pattern of Circulation Within the DDCD.

POLICIES

- K-4.1 Evaluate alternative circulation patterns for traffic flow. Patterns of pedestrian circulation should be —improved through the repair and/or replacement of sidewalks. A means of providing a sense of place within the downtown should be accomplished by replacing damaged sections of sidewalk with a decorative brick like pattern of surfacing. Pedestrian safety should be increased by carrying this surfacing pattern across the streets at each intersection thereby creating a different color and texture over which the automobiles travel.
- K-4.2 Improve vehicular and safety access into and out of Downtown by improving North and South Front Streets.
- K-4.3 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.
- K-4.4 Efforts should continue to evaluate the feasibility of bicycle paths linking the CBD with City schools and parks.

GOAL

K-5. Improve Utilities and Landscaping Within the DDCD.

POLICIES

- K-5.1 Plans for capital improvement should include a schedule for replacement of overhead power and telephone lines with underground utilities.
- K-5.2 Without an adequate system of underground irrigation within the DDCD, plans for landscaping will not be as successful. The City will include in its Capital Improvement Programs plans to improve underground irrigation systems along streets and at intersections throughout the DDCD.
- K-5.3 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.
- K-5.4 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 in cooperation with the City should develop a schedule for improvement that phases development.

Long Range and Continuous Goals

GOAL

K-6. Attract Business to the DDCD.

POLICIES

- K-6.1 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~~ statewide center that celebrates cultural diversity and offers opportunities for education and tourism.
- K-6.2 Complete alley improvements and implement Urban Renewal Plan.

Neighborhood Conservation Overlay District Goals and Policies

GOAL

- K-7. Preserve, to the greatest extent practical, the architectural integrity of Woodburn's "older" (1890-1940) neighborhoods.**

POLICIES

- K-7.1 Identify residential neighborhoods that contain dwellings built between 1890-1940, which represents that period of time the DDCD was developing.**
- K-7.2 Encourage those areas that are determined to be the City's older neighborhoods (1890-1940) to implement the neighborhood conservation overlay district.**
- K-7.3 Seek funding sources to assist homeowners in rehabilitation efforts that implement overlay conservation districts standards.**

L. Parks and Recreation

Open Space / Parks Goals and Policies

GOALS

- L-1. 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.**
- L-2. 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

- L-1.1 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.

- L-1.2 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.
- L-1.3 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.
- L-1.4 As a supplement to the City's neighborhood parks, required nodal master plans shall include provision for adequate park and recreational facilities.
- L-1.5 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.
- L-1.6 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.
- L-1.7 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.
- L-1.8 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.
- L-1.9 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

Energy Conservation Goals and Policies

GOAL

- M-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

- M-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 that is available in the Woodburn area.
- M-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 retrofit City buildings and structures so that they may be more energy efficient.
- M-1.3 In all new construction for the City energy systems that rely less on fossil fuels shall be investigated, and if cost effective at a long term, shall be utilized.
- M-1.4 Encourage a minimum energy conservation standard for existing residential buildings.
- M-1.5 Revise land development standards to provide solar access.
- M-1.6 Encourage investments in solar energy by protecting solar access.
- M-1.7 Offer developers a density bonus for development utilizing energy conservation and solar energy measures.

SECTION 2.1 LAND USE ZONING

Fourth-Fifth Revised Draft Amendments November 2004 May 2005

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).
- K. Neighborhood Conservation Overlay District (NCOD).

K.L. Riparian Corridor and Significant Wetlands Overlay District
(RCSWOD)(RCWOD)

M. Southwestern Industrial Reserve Overlay District (SWIR)

N. Nodal Overlay Districts

1. Nodal Single Family Residential (RSN)

2. Nodal Multi-Family Residential (RMN)

Nodal Neighborhood Commercial (NNG)

2.102 Single Family Residential (RS)

(Changes are proposed only to Section 2.102.06)

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. Minimum Density

A minimum density of 5.28 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~~ RCWOD) shall be required for subdivisions.

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*

Use Type and Lot Location	Minimum Lot Area	Minimum Lot Width	Average Lot Depth	Minimum Street Frontage
<p>A. Single Family Dwelling, Site Built; Group Home; Family Child Day Care; Manufactured Home, on a Lot; & Residential Sales Office</p> <p><u>Interior Lot</u></p> <p>1. For an interior lot.</p> <p><u>Corner Lot</u></p> <p>2. For a corner lot.</p> <p><u>Flag Lot**/*** or Cul de sac Lot</u></p> <p>3. For either a <u>flag or cul de sac lot</u>.</p> <p>**Flag lot dimension and area standards EXCLUDE the driveway access, per Section 3.104.05 attached. ***Within a subdivision, not more than one (1) flag lot shall be located behind another lot as shown in <i>Figure 6.6</i> attached.</p>	<p>6000 sq. ft.</p> <p>8000 sq. ft.</p> <p>6000 sq. ft.</p>	<p>650 ft.</p> <p>80 ft.</p> <p>650 ft. at the front setback line.</p>	<p>1090 ft.</p> <p>1090 ft.</p> <p>1090 ft.</p>	<p>540 ft.</p> <p>50 ft.</p> <p><u>Flag lot:</u> The driveway access easement or strip of land per <i>Section 3.104.05</i>.</p> <p><u>Cul de sac lot:</u> 40 feet.</p>
<p>B. Duplex Dwelling on a Corner Lot</p> <p>1. For a corner lot.</p>	<p>10,000 sq. ft.</p>	<p>100-80 ft.</p>	<p>1090 ft.</p>	<p>50 ft.</p>

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) or adjacent to a wall.

- 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;
 - (ii) 30 feet wide for structure 16.1 to 28 feet in height;
 - (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 minimum 12 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*.

2.103 Retirement Community Single Family Residential (R1S)

(No changes are proposed to the R1S District)

2.104 Medium Density Residential (RM)

(Changes are proposed only to Sections 2.104.06 and 2.104.07)

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~~ 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, except for parcels less than one acre in size.

A.B. Lot Standards.

Lots in an RM zone shall comply with the standards for the subject use described in Tables 2.1.41, 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 ~~100~~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.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 (but 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. **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) or adjacent to a wall.

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, except for a single family dwelling and duplex dwelling, shall be subject to the setback and buffer requirements of *Table 2.1.7.*

TABLE 2.1.7 Interior Yard and Buffer Standards for RM Zones			
Abutting Property	Landscaping	Wall	Interior Setback
RS or RIS zone; or Existing single family or duplex dwelling	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	24 ft. from any portion of primary building 16 ft. or less in height. 30 ft. from any portion of a primary building 16.1 ft. to 28 ft. in height. 36 ft. from any portion of a primary building 28.1 ft. to 35 ft. in height.
RM, P/SP or CO zone; or Existing medium density residential unit	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	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 30 ft. from any portion of a main building more than 16 ft. and less than 28 ft. in height 36 ft. from any portion of a main building more than 28 ft. and less than 35 ft. in height.
DDC, NNC or CG zone	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
IP, SWIR or IL zone	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	15 ft.

- b. A single family dwelling or duplex dwelling in the RM zone shall be subject to the setback and buffer improvement standards in *Section 2.102.06.C*.
- c. The building setback from a private access easement shall be a minimum of 5 feet.
- d. 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) or adjacent to a wall.

- 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.
- e. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, *Section 3.103.10*.
- f. 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 Section 3.110.

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;**
 - 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.**

2.105 Commercial Office (CO)

(Changes are proposed only to Table 2.1.9)

Abutting Property	Landscaping	Wall	Interior Setback
RS, RIS or RM, zone	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height.	10 ft.
-DDC, NNC , CG, IP, SWIR , or IL zone	All interior yards shall be fully landscaped subject to <i>Section 3.106</i> .	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 <i>Section 3.106</i> .	No wall required.	10 ft.

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2.106 Commercial General (CG)

(Changes are proposed only to Table 2.1.11)

TABLE 2.1.11 Interior Yard and Buffer Standards for CG Zones			
Abutting Property	Landscaping	Wall	Interior Setback
RS, R1S, 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, <u>NNC</u>, P/SP, IP, <u>SWIR</u> or IL zone	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	<p>Alternative A:</p> <p>Wall requirements shall be determined in conjunction with the applicable Design Review process.</p> <p>-----</p> <p>Alternative B:</p> <p>No wall required.</p>	<p>Alternative A:</p> <p>5 ft.</p> <p>-----</p> <p>Alternative B:</p> <p>Zero setback abutting a building wall.</p>

2.107 Downtown Development and Conservation (DDC)

(No changes are proposed to the DDC zone)

Section 2.107.01

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(The following Section 2.108 is a new proposed zoning district)

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

The following uses, when developed under the applicable development standards of the WDO, are permitted in the NNC 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:
 - a. Floor coverings and installation stores. (44221)
 - b. Window treatment and installation stores. (442291)
 - c. Used furniture stores. (45331)
4. Electronics and appliance stores and repair (44310) INCLUDING:
 - a. Camera shops. (44313)
 - b. Radio and TV stores. (443112)
 - c. Sewing machines stores. (443111)

5. Building material and garden equipment dealers (4441) LIMITED TO:

- a. Paint, wallpaper, and interior decorating stores. (444120)
- b. Hardware stores. (44413)
- c. Light fixture stores. (444190)

6. Garden supply store. (44422)

7. Food and beverage stores LIMITED TO:

- a. Delicatessen stores.
- b. Meat markets. (44521)
- c. Fish markets LIMITED TO sales only. (44522)
- d. Grocery store, food market, food store. (44511)

8. Other specialty stores (44529) LIMITED TO:

- a. Candy, nut, confectionery stores. (445292)
- b. Dairy products stores LIMITED TO sales only. (44529)

9. Health and personal care stores LIMITED TO:

- a. Drug stores. (44611)
- b. Optical goods stores. (44613)
- c. Health food stores. (446191)
- d. Hearing aid stores. (446199)

10. Clothing and clothing accessories (448) LIMITED TO:

- a. Clothing stores. (44810)
- b. Dressmaker and tailor shops.
- c. Furriers and fur shops. (44819)
- d. Jewelry, watch, and clock stores. (44815 & 44831)
- e. Shoe stores. (44823)
- f. Luggage stores. (44832)

11. Sporting goods stores (445111) INCLUDING:

- a. Bicycle shops. (445111)
- b. Gunsmiths and repair. (45111)

12. Hobby, toy, and game stores (45112) LIMITED TO:

- a. Hobby shops. (45112)
- b. Toy stores. (45112)
- 13. Sewing, needlework and piece goods stores. (45113)
- 14. Music, piano, and musical instrument stores. (45114)
- 15. Record and CD stores. (45122)
- 16. Book stores. (4523)
- 17. Department stores. (45211)
- 18. Other general merchandise stores (4529) INCLUDING variety stores. (45299)
- 19. Miscellaneous store retailers. (453)
 - a. Antique shops.
 - b. Artists supply stores. (453998)
 - c. Business machines, typewriters and repair. (453210)
 - d. Florist shops. (45311)
 - e. Gift, novelty, souvenir shops. (45322)
 - f. Greeting card stores. (45322)
 - g. Mail order house. (45411)
 - h. Orthopedic and artificial limb stores.
 - i. Pet stores. (45391)
 - j. Stationery stores. (45321)
 - k. Used merchandise stores. (45331)

C. Transportation & Warehousing

- 1. Support Activities for Rail Transportation (488210)
- 2. Postal service. (491)

D. Information

- 1. Newspaper, periodical, and book publishing. (5111)
- 2. Radio and TV studios and offices (5131) EXCEPT antennae and towers.
- 3. Cable networks. (5132)
- 4. Telecommunications (5133) EXCEPT telecommunication facilities subject to *Section 2.204.03*.
- 5. Information & data processing. (514)

E. 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. Real Estate and Rental and Leasing

1. **Real estate. (531)**
2. **Rental & leasing, without outdoor display or storage. (532)**

G. Professional, Scientific & Technical Services

1. **Legal services. (5411)**
2. **Accounting. (5412)**
3. **Architects and engineers. (5413)**
4. **Specialized design services (5414) INCLUDING interior design services.**
5. **Computer system design. (5415)**
6. **Management consulting. (5416)**
7. **Advertising. (5418)**
8. **Other professional services (5419), EXCEPT veterinary service (541940) not contained in a building.**

H. Administrative & Support Services

1. **Administrative and facilities support services. (5611 and 5612)**
2. **Employment services. (5613)**
3. **Business support services INCLUDING copy shops. (5614)**
4. **Travel and tour agencies. (5615)**
5. **Investigation and security services. (5616)**
6. **Services to buildings and dwellings (5617), offices only.**
7. **Other support services. (56199)**

I. Educational Service

1. **Educational services (611) both public and private, LIMITED TO:**
 - a. **Elementary and secondary schools. (6111)**
 - b. **Community college. (6112)**
 - c. **Business schools. (6114)**
 - d. **Technical and trade schools. (6115)**

J. Health Care & Social Services

- 1. Ambulatory health care (621) EXCEPT Ambulance service. (62191)**
- 2. Social services (624) INCLUDING child day care services.**

K. Arts, Entertainment & Recreation

- 1. Museums and historic sites (712) EXCEPT zoos (712130).**
- 2. Fitness and recreational sports (71391)**
- 3. Community center.**

- 4. Taxidermists. (71151)**

L. Accommodation & Food Service

- 1. Hotels (EXCEPT casino hotels) and motels. (72111)**
- 2. Bed and breakfast inns. (21191)**
- 3. Food service and drinking places (722) EXCEPT food contractors (7231) and mobile food service.**

M. Other Services

- 1. Personal care services (8121) INCLUDING:**
 - a. Barber shops. (812111)**
 - b. Beauty shops. (812112)**
- 2. Funeral home. (812210)**
- 3. Laundry, self service. (81231)**
- 4. Dry cleaning, self service. (81231)**
- 5. Photo finishing. (81292)**
- 6. Parking lots and garages (81293) EXCEPT extended vehicle storage. (493190)**
- 7. All Other Personal Services (81299) INCLUDING bail bonding and consumer buying services.**
- 8. Religious, civic, professional and similar organizations. (813)**

N. Public Administration

- 1. Public administration (92) INCLUDING government offices, courts, and police and fire stations.**

O. 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.

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.

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.

2.1078.05 Accessory Uses

The following uses are permitted as accessory uses subject to Sections 2.202 and 2.203.

- A. Fence or free standing wall.

2.1078.06 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 sitezone shall be 1512 acres.

NNC sites should be located at least one half mile from the nearest Comprehensive Plan "Commercial" designation.

2. NNC sites shouldzones shall be served by at least one collector or arterial street.

3. The maximum floor area for a grocery or department store shall be 50,000 square feet.

Otherwise, no for any single business in the NNC zone shall occupy more thannot exceed 260,000 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.

C. Building Height.

The maximum building height shall be 45 feet in the NNC zone.

D. Setback and Buffer Standards.

Setback and buffers are subject to the ~~DDC~~/NNC design guidelines of *Section 3.107.07.*

2.1078.07 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.

A. Off Street Parking.

All parking and access standards of *Sections 3.104 and 3.105* shall apply.

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 3.107.B.1-2.108.07.B.1*, shall be subject to the ~~NC/DDC~~ NNC zone architectural design guidelines and standards of *Section 3.107.07.*

C. Signs.

~~Signs are subject to the NC/DDC zone architectural design guidelines and standards of *Section 3.107.07*~~ shall be subject to *Section 3.110.*

D. 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~~ common open area shall be dedicated and improved for every five acres of commercial and parking area development. The design of the ~~public plaza~~ common open area shall be

approved by the City Council subject to Section 5.103.02.

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. 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)

(Changes are proposed only to Table 2.1.16)

TABLE 2.1.16 Interior Yard and Buffer Standards for IP Zones			
Abutting Property	Landscaping	Wall	Interior Setback
RS, R1S, 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 feet or greater than 9 feet in height.	30 ft.
CG, DDC, <u>NNC, IP, SWIR</u> or IL zone	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	<p>Alternative A:</p> <p>Wall requirements shall be determined in conjunction with the applicable Design Review process.</p> <p>-----</p> <p>Alternative B:</p> <p>No wall required.</p>	<p>Alternative A:</p> <p>5 ft.</p> <p>-----</p> <p>Alternative B:</p> <p>Zero setback abutting a building wall.</p>

2.110 Light Industrial (IL)

(Changes are proposed only to Table 2.1.18)

Abutting Property	Landscaping	Wall	Interior Setback
RS, R1S, 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 feet or greater than 9 feet in height.	30 ft.
CG, DDC, <u>NNC</u> , <u>IP</u> , <u>SWIR</u> or IL zone	There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.	Alternative A: Wall requirements 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 a building wall.

2.111—Public and Semi-Public (P/SP)

(Changes are proposed only to Table 2.1.20)

TABLE 2.1.20 Interior Yard and Buffer Standards for P/SP Zones			
Abutting Property	Landscaping	Wall	Interior Setback
<p><u>Permitted Use in a P/SP Zone Abutting:</u></p> <p>RS, R1S, RM, CO, P/SP, DDC, <u>NNC</u>, CG, IP, <u>SWIR</u> or <u>IL</u> zone; or</p> <p>Existing residential unit.</p>	<p>All interior yards shall be fully landscaped subject to <i>Section 3.106</i>.</p>	<p>No wall required.</p>	<p>20 feet</p>
<p><u>Conditional and/or Accessory Use in a P/SP Zone Abutting:</u></p> <p>RS, R1S, RM, CO, P/SP zone; or</p> <p>Existing residential unit.</p>	<p>There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.</p>	<p>Wall requirements shall be determined in conjunction with the applicable Design Review process.</p>	<p>24 ft. from any portion of main building 16 ft. or less in height</p> <p>30 ft. from any portion of a main building more than 16 ft. and less than 28 ft. in height</p> <p>36 ft. from any portion of a main building more than 28 ft. and less than 35 ft. in height.</p>
<p><u>Conditional and/or Accessory Use in a P/SP Zone Abutting:</u></p> <p>DDC, <u>NNC</u>, CG, IP, <u>SWIR</u> or <u>IL</u> zone.</p>	<p>There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.</p>	<p>Wall requirements shall be determined in conjunction with the applicable Design Review process.</p>	<p>20 ft.</p>

2.112 Neighborhood Conservation Overlay District (NCOD)

(No changes are proposed to the NCOD District)

2.113 Significant Riparian Corridor and Wetlands Overlay District (SWORCWOD)

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, and the Woodburn Comprehensive Plan to protect and enhance water quality; prevent property damage during floods and storms; limit development activity in designated riparian corridors; protect native plant species; maintain and enhance fish and wildlife habitats; and conserve scenic and recreational values. ~~the Woodburn Comprehensive Plan and the Marion County Growth Management Framework Plan.~~

2.113.02 Boundaries of the ~~SWO~~ RCWOD Overlay District

The general location boundary of the Significant Riparian Corridor and Wetlands ~~(RCW)~~ Overlay District ~~(RCWOD)~~ ~~(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). Specifically, ~~The SWORCWOD~~ includes locally significant wetlands identified on the Woodburn Wetlands Inventory Map, a riparian corridor extending upland 50 feet from the top of the bank of the main stem of Senecal Creek and Mill Creek and their tributaries, and the 100-year floodplain on properties identified as vacant or partly vacant on the 2005 Woodburn Buildable Lands Inventory. Where a significant wetland is located fully or partially within the riparian corridor, the riparian corridor shall extend 50 feet from the upland edge of the wetland, 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.

2.113.0304 Conflicting Uses and Activities Development Regulations

- A. In addition to the requirements of the underlying zone, the following restrictions and exceptions shall apply within the RCWOD:
 - 1. Removal of native vegetation. The removal of vegetation from the RCWOD is prohibited EXCEPT for the following:
 - a. Perimeter mowing of a wetland for fire protection purposes;
 - b. Removal of non-native vegetation and replacement with native plan species;
 - c. For the development of water-related or water-dependent uses, provided they are designed and constructed to minimize impact on the existing riparian vegetation;
 - d. Removal of emergent in-channel vegetation that has the potential to cause flooding;
 - e. Hazardous tree removal. Hazardous trees are those that pose an imminent health, safety, or welfare threat to persons or property.
 - 2. Building, Paving, Grading, and Fill. Within the RCWOD, the placement of structures or impervious surfaces, including grading and the placement of fill is prohibited EXCEPT for the following:
 - a. Replacement of existing structures with structures located on the original building footprint that do not disturb additional wetland or riparian corridor surface area;
 - b. Streets, roads and paths that are included in the Woodburn Transportation System Plan;
 - c. Water-related and water-dependent uses, including drainage facilities, water and sewer facilities, flood control projects, drainage pumps, public

paths, access ways, trails, picnic areas or interpretive and educational displays and overlooks, including benches and outdoor furniture;

d. Routine maintenance or replacement of existing public facilities projects and public emergencies, including emergency repairs to public facilities;

e. In-channel erosion or flood control measures that have been approved by the Oregon Division of State Lands (DSL), the U.S. Army Corps of engineers or another state or federal regulatory agency, that utilize bio-engineering methods (rather than rip rap).

3. The following uses and activities are prohibited within the RCWOD:

a. New residential, commercial, industrial, or public/semi-public construction;

b. Expansion of existing buildings or structures;

c. Expansion of areas of pre-existing non-native ornamental landscaping such as lawn, gardens, etc.;

d. Dumping, piling, or disposal of refuse, yard debris, or other material.

B. Site Maintenance. Any use, sign or structure, and the maintenance thereof, lawfully existing on the date of adoption of this ordinance, is permitted within the RCWOD. Such use, sign or structure may continue at a similar level and manner as existed on the date of the adoption of this ordinance. The maintenance and alteration of pre-existing ornamental landscaping is permitted within the RCWOD as long as no additional native vegetation is disturbed. Maintenance of lawns, planted vegetation and landscaping shall be kept to a minimum and not include the spraying of pesticides or herbicides. Vegetation shall be replanted with native species. Maintenance trimming of existing trees shall be kept at a minimum and under no circumstances can the trimming maintenance be so severe as to compromise the tree's health, longevity, and resource functions. Vegetation within utility easements shall be kept in a natural state and replanted when necessary with native plant species.

C. When a use or activity that requires the issuance of a building permit or approval of a land use application is proposed on a parcel within, or partially within the RCWOD, the property owner shall submit the following for review by the Director:

1. Site Map. A professional quality to-scale map showing the precise location of

the top-of-bank, 100-year flood elevation, jurisdictional delineation of the wetland boundary, approved by the Oregon Division of State Lands (if applicable), riparian setback, existing vegetation, site improvements existing and proposed, topography, and other relevant features;

D. Wetlands Notification to Oregon Division of State Lands. The Oregon Division of State Lands shall be notified in writing of all applications to the City of Woodburn for development activities, including applications for plan authorizations, development permits, or building permits, and of development proposals by the City of Woodburn, that may affect any wetlands, creeks or waterways identified in the Local Wetlands Inventory.

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:

Removal of native vegetation:

Grading, fill and removal:

New public facilities and streets:

New residential, commercial, industrial, or public semi-public construction:

Expansion of existing buildings or structures:

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.

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.

2.113.05 Variances

A. Prohibited uses or activities may only be allowed within the RCWOD with the approval of a variance, pursuant to Section 5.103.11.

Avoidance Option

If the applicant chooses to avoid conflicting uses and activities within the mapped riparian corridor, no further RCW review is required.

For land divisions and new commercial, industrial, or multi family development

applications:

Density may be transferred from unbuildable riparian corridors to buildable land through the Planned Development process.

The applicant shall be responsible for conserving the riparian corridor, through dedication, conservation easements, or other means approved by the City Attorney.

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.*

(The following Section 2.114 is a new proposed zoning district)

2.114 Southwest Industrial Reserve 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 Application of the SWIR District Zone

The area encompassed by the Southwest Industrial Reserve District is shown on the Woodburn Comprehensive Plan Map. Land designated on the Comprehensive Plan Map as Southwest Industrial Reserve shall only be zoned SWIR.

2.114.03 Permitted Uses

(A) Targeted industries and services identified in Table 2.1.21 are allowed permitted uses in the SWIR Overlay District zone through the master planning process, subject to compliance with the provisions of the Interchange Management Area Overlay District and other applicable provisions of the WDO and this chapter.

Table 2.1.21 Targeted Employers Listed By Standard Industrial Classification (SIC)

<u>Targeted Employer</u>	<u>Description</u>
<u>Industry 27: Printing, Publishing, and Allied Industries</u>	<u>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.</u>

Targeted Employer	Description
Industry 32: <u>Stone, Clay, Glass, and Concrete Products</u>	<p>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.</p> <p>If separate reports are not available for crushing, grinding, and other preparation activities of Industry 3295, these establishments are classified in Division B, Mining.</p>
Industry 34: <u>Fabricated Metal Products, except Machinery and Transportation Equipment</u>	<p>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.</p>
Industry 35: <u>Industrial and Commercial Machinery and Computer Equipment</u>	<p>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.</p>
Industry 36: <u>Electronic and Other Electrical Equipment and Components, except Computer Equipment</u>	<p>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.</p>
Industry 37: <u>Transportation Equipment</u>	<p>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.</p>

Targeted Employer	Description
Industry 42: Motor Freight Transportation and Warehousing	<u>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.</u>
Industry 50: Wholesale Trade- Durable Goods	<u>This industry includes establishments primarily engaged in the wholesale distribution of durable goods.</u>
Industry 51: wholesale trade- non-durable goods	<u>This industry includes establishments primarily engaged in the wholesale distribution of non-durable goods.</u>
Industry 61: Non- Depository Credit Institutions	<u>This industry includes establishments engaged in extending credit in the form of loans, but not engaged in deposit banking.</u>
Industry 73: Business Services	<u>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 are classified in Industry 87. Establishments which provide specialized services closely allied to activities covered in other divisions are classified in such divisions.</u>
Industry 80: Health Services	<u>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.</u>
Industry 87: Professional Services	<u>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.</u>

B. Other Services

+1. Dwelling for caretaker or watchperson.

I.C. Public Administration and Facilities

+1. Fire protection. (922160)

+2. Government maintenance facilities and storage yards.

I.D. 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.

2.114.04 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 SWIR zone.

A.A. Agricultural practices without livestock subject to Section 2.203.02.

B.B. Delivery services subject to Section 2.203.08.

C.C. Facilities during construction subject to Section 2.203.10.

D.D. Mobile food service subject to Section 2.203.17.

2.114.05 Conditional Uses

A. Government and public utility buildings and structures EXCEPT uses permitted in Section 2.110.01 and telecommunications facilities subject to Section 2.204.03.

2.110.052.114.06 Specific Conditional Uses

The uses permitted by the following designation may be allowed in the ~~H~~-SWIR 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.A. Telecommunications Facilities subject to Section 2.204.03.

2.110.052.114.07 Accessory Uses

The following uses are permitted as accessory uses subject to Section 2.203.

A.A. Fence or free standing wall.

2.114.0608 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all

development within the SWIR Districtzone. These standards supersede the base zone dimensional standards in Section 2.109.06.

A. Parcel and Land Division Lot Standards

1. Land divisions may only be approved following approval of a master plan as required in Section 2.114.0710.
2. ~~Parcels of sufficient size to meet planned industrial siting needs shall be retained as shown on Table 2.1.22 within the SWIR Overlay District.~~ Lots in a SWIR zone shall comply with the applicable standards of **Table 2.1.22**. For a land division, at least one lot shall be sized to meet each of the required lot size ranges listed in **Table 2.1.22** for each site, except smaller required lots may be combined to create larger required lots.

Table 2.1.22 Required Minimum Site Sizes for Specific Parcels/Lot Standards

<u>Sites (by assessor-tax lot number)</u>	<u>Buildable Acres</u>	<u>Required Lot Sizes (ranges shown in acres)</u>	<u>Conceptual Lot Sizes (in acres)</u>	<u>Special Standards</u>
<u>52W11 TL 300</u>	<u>88</u>	<u>25-50</u> <u>10-25</u> <u>10-25</u> <u>5-10</u> <u>5-10</u> <u>2-5</u> <u>2-5</u>	<u>35</u> <u>15</u> <u>15</u> <u>8</u> <u>8</u> <u>4</u> <u>3</u>	<u>Land division permitted with master plan approval</u>
<u>Subtotal:</u>			<u>88</u>	
<u>52W14 TL 200</u> <u>52W14 TL 600</u>	<u>22</u>	<u>10-25</u> <u>5-10</u>	<u>15</u> <u>7</u>	<u>Land division not permitted</u>
<u>Subtotal:</u>			<u>22</u>	
<u>52W13 TL 1100</u> <u>52W14 TL 1500</u> <u>52W14 TL 1600</u>	<u>96</u>	<u>96</u>	<u>96</u>	<u>Land division not permitted</u> <u>Shall be developed with a use with at least 300 employees</u>
<u>52W14 TL 800</u> <u>52W14 TL 900</u> <u>52W14 TL 1000</u> <u>52W14 TL 1100</u>	<u>106</u>	<u>50-100</u> <u>25-50</u> <u>2-5</u> <u>2-5</u>	<u>65</u> <u>33</u> <u>4</u> <u>4</u>	<u>Land division permitted with master plan approval</u> <u>50-100 acre lot shall be developed with a use with at least 200 employees</u>
<u>Subtotal:</u>			<u>106</u>	
<u>52W14 TL 1200</u>	<u>4</u>	<u>2-5</u>	<u>4</u>	<u>Land division not permitted</u>
<u>52W23 TL 100</u>	<u>46</u>	<u>25-50</u> <u>5-10</u> <u>2-5</u>	<u>35</u> <u>8</u> <u>3</u>	<u>Land division permitted with master plan approval</u>
<u>Subtotal:</u>			<u>46</u>	
<u>Total SWIR</u>	<u>362</u>		<u>362</u>	

<u>Tax Lot Number(s)</u>	<u>Gross (Buildable) Site Acres</u>	<u>Retained Site Size</u>	<u>Land Division Permitted?</u>
West of Interstate 5			
<u>52W11 Tax Lot 300</u>	<u>108 (91)</u>	<u>1 @ 25; 1 @ 10 2 @ 5</u>	<u>Yes, with Master Plan approval</u>
<u>Eastern portion of 52W14 Tax Lot 1300</u>	<u>56 (56)</u>	<u>1 @ 50 acres Reserved for Firm > 200 employees</u>	<u>No</u>
<u>52W11 Tax Lot 100 (inside existing UGB)</u>	<u>19 (19)</u>	<u>1 @ 19</u>	<u>No (Access from TL 300 required)</u>
<u>52W14 Tax Lot 200</u>	<u>9 (9)</u>	<u>1 @ 9</u>	<u>No</u>
<u>52W14 Tax Lot 600</u>	<u>13 (13)</u>	<u>1 @ 13</u>	<u>No</u>
<u>West of I-5 Tax Lots</u>	<u>205 (188)</u>	<u>See above</u>	<u>See above</u>
East of Interstate 5			
<u>52W13 Tax Lot 1100, 52W14 Tax Lots 1500 and 1600²</u>	<u>103 (100)</u>	<u>1 @ 100 acres Reserved for Firm > 300 employees</u>	<u>No, ROW dedication required</u>
<u>52W14 Tax Lot 800</u>	<u>51 (44)</u>	<u>1 @ 15 1 @ 10</u>	<u>Yes, with Master Plan approval; ROW dedication required</u>
<u>52W14 Tax Lot 900</u>	<u>43 (36)</u>	<u>1 @ 10 1 @ 25</u>	<u>Yes, with Master Plan approval; ROW dedication required</u>
<u>52W14 Tax Lot 1000</u>	<u>10 (9)</u>	<u>1 @ 9</u>	<u>No</u>
<u>52W14 Tax Lot 1100</u>	<u>20 (20)</u>	<u>1 @ 20</u>	<u>No</u>
<u>East of I-5 Tax Lots</u>	<u>227 (209)</u>	<u>See above</u>	<u>See above</u>

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.

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.

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 EXCEPT for parking and storage adjacent to a wall.
- 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 a SWIR zone shall be subject to the setback and buffer requirements of Table 2.1.23.

<u>Abutting Property</u>	<u>Landscaping</u>	<u>Wall</u>	<u>Interior Setback</u>
<u>RS, RIS, RM, CO, P/SP zone; or Existing residential unit</u>	<u>There is no buffer yard landscaping requirement for an interior yard abutting a buffer wall.</u>	<u>Solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 9 feet in height.</u>	<u>30 ft.</u>
<u>CG, DDC, NNC, IP, IL, or SWIR zone</u>	<u>There is no buffer yard landscaping requirement for and interior yard abutting a buffer wall.</u>	<u>Alternative A:</u> <u>Wall requirements shall be determined in conjunction with the applicable Design Review process.</u> <hr/> <u>Alternative B:</u> <u>No wall required.</u>	<u>Alternative A:</u> <u>5 ft.</u> <hr/> <u>Alternative B:</u> <u>Zero setback abutting a building wall.</u>

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 EXCEPT for parking and storage adjacent to a wall.

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.

2.114.09 Development Standards

All development in the SWIR zone shall comply with the applicable provisions of the WDO. The following standards specifically apply to uses in the SWIR zone.

A. Off Street Parking.

Off street parking shall be subject to the standards of Section 2.114.08 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 *Section 3.110.*

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;*
 - 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.

Development Standards

The development standards in Section 1.109.07 shall apply to all development within the SWIR District.

2.114.10 Master Planning Requirement

- A. A master development plan shall be approved by the City Council for the entire area designated SWIR Overlay District on the Comprehensive Plan Map, prior to approval of any application for annexation of any property within the SWIR Comprehensive Plan Map designation. The master plan shall be conceptual and non-binding in nature, but may be used as a general guide for development within the SWIR.

Annexation:

Land division:

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 consistent with 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 The 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 RCW Overlay District protected riparian corridor shall be indicated. All industrial development shall avoid the riparian corridor.

4. Planned Conceptual land divisions, consistent with the site lot sizes indicated in *Table 2.1.22*.
5. Planned Conceptual pedestrian and bicycle connections within the SWIR Overlay District zone as shown consistent with on the TSP (2003), and pedestrian and bicycle connections from to Parr Road Nodal the Nodal Overlay residential, commercial and park areas.

2.114.11 Removal of the SWIR District

Removal of the SWIR District from parcels that are currently within the district is not anticipated during the 20-year planning period.

- A. Removal of the SWIR 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.

(The following Section 2.115 is a new proposed zoning district)

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:

The Nodal Neighborhood Commercial (NNC) Zone is located near the intersection of Parr Road and Evergreen Avenue.

The Medium Density Residential Nodal (RMN) Overlay District along Evergreen Avenue and surrounding the NNC.

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

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.

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:

Attached single family housing (row homes) with alley access are permitted subject to special design standards of Section 2.115.04.

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.

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.

2.115.032 Nodal Single Family Residential (SFNRSN) Dimensional and Development Standards Overlay District

A. Allowed Uses.

The following uses are allowed in the RSN Overlay District, subject to the applicable provisions of Section 2.102 and Section 2.115, and other applicable provisions of the WDO:

1. Permitted, special permitted, conditional, specific conditional and accessory uses allowed in the Single Family Residential (RS) zone, Sections 2.102.01-05, are allowed subject to the same use provisions of Sections 2.102.01-05.

2. Small lot single family detached dwellings are permitted.

B. Dimensional and Development Standards. The dimensional and development standards of Sections 2.102.06-07 shall apply, EXCEPT where specifically superseded by the provisions of Section 2.115. 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 Section 2.115 supersede the RS zone dimensional standards in Section 2.102.06.

BC. Parcel and Land Division and Density Standards

1. Land divisions An application for a subdivision shall not be approved before may only be requested following approval of a master plan as required in Section 2.115.064.

2. A minimum density of 8.77.9 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 for residential development through the land divisionsubdivision 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 familysingle family residential lots in an RSN Overlay District shall comply with the standards of Table 2.1.224. Flag lots are not permitted.

TABLE 2.1.224 Small Lot Residential Standards in RSN Overlay

<u>Use Type and Location</u>	<u>Minimum Lot Area</u>	<u>Minimum Lot Width</u>	<u>Average Lot Depth</u>	<u>Minimum Street Frontage</u>
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<u>A. Small Lot Single Family Dwelling, Site Built; & Residential Sales Office</u>				
<u>Interior Lot</u>				
<u>1. For an interior lot.</u>	<u>4000 sq. ft.</u>	<u>45 ft.</u>	<u>80 ft.</u>	<u>40 ft.</u>
<u>Corner Lot</u>				
<u>21. For a corner lot.</u>	<u>5000 sq. ft.</u>	<u>60 ft.</u>	<u>80 ft.</u>	<u>50 ft.</u>
<u>42. For a cul de sac lot.</u>	<u>4000 sq. ft.</u>	<u>45 ft.</u>	<u>80 ft.</u>	<u>30 ft.</u>

~~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.~~

~~DC. Setback and Buffer Improvement Development Standards for Small Lot Single Family Residential Developments. The following development standards shall apply only to small lot single family dwellings with alley access residential developments. Setback and Buffer Improvement Standards for other developments and uses are found in shall comply with 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.~~

~~a. Off Street Parking, Maneuvering and Storage:~~

~~1) 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 front yard setback or any yard abutting a street EXCEPT for parking and maneuvering within a driveway leading to a garage.~~

~~2) Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.~~

~~2. 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 average rear yard setback (as defined in *Section 1.102*) for all lots shall be 20 feet.

~~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 or rear property line.

c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards of *Section 3.103.10*.

3. Alley requirement. Alleys shall be required for all small lot single family residential subdivisions. Alleys shall be dedicated and paved to a minimum width of 20 feet. No parking shall be allowed within an alley right-of-way.

E4. Architectural Design Standards. In addition to meeting the architectural design standards of *Section 3.107.03*, small lot single family homes dwellings shall meet the following design standards. In cases of conflict with other sections of the WDO, these standards prevail.

- a. Two-car garages shall be required, facing directly on to an alley. Vehicular access to the garage from the street shall be prohibited.
- b. At least 25% of the ground level facade facing the street shall be windows.

- c. Covered front porches of at least 12060 square feet shall be required with no dimension of less than 6 feet.
 - d. The maximum permitted front porch setback shall be 15 feet.
 - e. Direct pedestrian access from the street to the front porch shall be provided.
5. A front yard landscaping and maintenance plan shall be required for all small lot single family lots subdivisions prior to preliminary plat approval.

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 superseded by the provisions of the RSN Overlay District.

2.115.0403 Nodal Medium Density Residential (MRRMN) Dimensional and Development Standards Overlay District

A. Allowed Uses.

The following uses are allowed in the RMN Overlay District, subject to the applicable provisions of Section 2.104 and Section 2.115, and other applicable provisions of the WDO:

- 1. Permitted, special permitted, conditional, specific conditional and accessory uses allowed in the Medium Density Residential (RM) zone, Sections 2.104.01-05, are allowed subject to the same use provisions of Sections 2.104.01-05.
- 2. Attached single family dwellings (row houses) are permitted.
- 3. Detached single family and manufactured dwellings on individual lots are permitted subject to the development standards for small lot single family dwellings in Section 2.115.02.

AB. Dimensional and Development Standards. The dimensional and development standards of Sections 2.104.06-07 shall apply, EXCEPT where specifically superseded by the provisions of Section 2.115. In case of conflict, the standards of Section 2.115 supersede the standards in Section 2.104. 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.

BC. Parcel and Land Division and Density Standards

1. Land divisions-An application for a subdivision shall not be approved before ~~may only be requested following~~ approval of a master plan as required in Section 2.115.064.
2. A minimum density of ~~17.619~~ 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 for residential development through the ~~land divisions~~subdivision or PUD process.
3. Single family and manufactured dwelling residential lots in the MRRMN Overlay District shall comply with the provisions for small lot single family dwellings in Section 2.115.032.
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 houses) residential lots in an MRRMN Overlay District shall comply with the standards of Table 2.1.235. Flag lots are not permitted.

TABLE 2.1.235 Residential Lot Standards in MRRMN Overlay

<u>Use Type and Location</u>	<u>Minimum Lot Area/ Maximum Density</u>	<u>Minimum Lot Width</u>	<u>Average Lot Depth</u>	<u>Minimum Street Frontage</u>

<u>A. Row Homes/Houses with Alley Access</u>				
1. For an interior lot.	<u>3,000 sq. ft.</u>	<u>28 ft.</u>	<u>80 ft.</u>	<u>28 ft.</u>
2. For a corner lot or cul de sac lot.	<u>3,600 sq. ft.</u>	<u>40 ft.</u>	<u>80 ft.</u>	<u>40 ft.</u>
<u>B. Duplex dwellings on an individual lot</u>				
	<u>8,000 sq. ft.</u>	<u>80 ft.</u>	<u>90 ft.</u>	<u>80 ft.</u>
<u>C. Multifamily Dwellings</u>				
1. Minimum Development Area	<u>2 Acres</u>			
2. Maximum residential density	<u>24 units /net acre</u>			
<u>BD. Assisted living facility (62331) or nursing care facility (6231)</u>				
1. Minimum Development Area	<u>2 acres</u>	<u>200 ft.</u>	<u>200 ft.</u>	<u>200 ft.</u>
2. Maximum residential density	<u>32 units / net acre</u>			

B. Building Height.

The maximum height of buildings and structures within the RSNMN 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.

C. Setback and Buffer Improvement Standards for Multi-Family and Duplex Residential Development Standards.

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, EXCEPT where: R from 10-15 feet, rear 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 or front yard setback shall be from 20-25 feet; or

2. Rear and side yard setbacks shall be a minimum of 10 feet, EXCEPT where:

a. Side and rear yards abutting an SR-RS base or R1S zone, in which case the minimum setback, in which case, the minimum setback shall be 10 feet for the first floor, and 5 additional feet for

each additional story.

3. 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~~ an RS, R1S or RM zoned property, unless a minimum 6-foot high architectural wall is provided between the parking lot and the adjacent RS, R1S or RM zoned property, in which case, the parking lot shall not be located within 5 feet of the adjacent property.

D. The following standards apply only to ~~a~~ Attached ~~s~~Single ~~f~~Family ~~d~~Dwellings (Row Houses) with ~~alley access~~ Development Standards.

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, setback abutting an arterial street the minimum setback abutting an arterial street shall be 20 feet.

2. The minimum rear yard setback shall be 20 feet.

a. Off Street Parking, Maneuvering and Storage:

1) 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 front yard 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.

E2). Clear Vision Area: Buildings, fences, walls, landscaping and signs shall be subject to clear vision area standards, Section 3.103.10.

2. 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 average 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 or rear property line.

d.c. Clear Vision Area: Fences, walls, landscaping and signs shall be subject to clear vision area standards of Section 3.103.10.

3. Alley requirement. Alleys shall be required for all attached single family dwelling developments. Alleys shall be dedicated and paved to a minimum width of 20 feet. No parking shall be allowed within an alley right-of-way.

E4. Architectural Design Standards. In addition to meeting the architectural design standards of Section 3.107.03, attached single family homes dwellings shall meet the following design standards. In cases of conflict with other sections of the WDO, these standards prevail.

a. Two-car garages shall be required, facing directly on to an alley. Vehicular access to the garage from the street shall be prohibited.

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- b. At least 25% of the ground level façade facing the street shall be windows.
 - c. Covered front porches of at least 12060 square feet shall be required with no dimension of less than 6 feet.
 - d. The maximum permitted front porch setback shall be 15 feet.
 - e. Direct pedestrian access from the street to the front porch shall be provided.
5. A front yard landscaping and maintenance plan shall be required for all attached single family lot subdivisions prior to preliminary plat approval.

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 superseded by the provisions of the RMN Overlay District.~~

2.115.04 Master Planning Requirement

- A. A master development plan shall be approved by the City Council for the entire area designated as Nodal Overlay District on the Comprehensive Plan Map, prior to city or county approval annexation of any property within the Nodal Overlay Comprehensive Plan Map designation. application for: The master plan shall be conceptual and non-binding in nature, but may be used as a general guide for development within the Nodal Overlay Districts.

Annexation:

Land division:

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 consistent with 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 RCW Overlay District ~~protected riparian corridor~~ shall be indicated. ~~All nodal development shall avoid the riparian corridor.~~
4. ~~An illustrative~~A conceptual (non-binding) development plan for the Nodal 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~~ conceptual 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.

2.115.05 Removal of a Nodal Overlay District

Removal of a Nodal Overlay District from parcels that are currently within the district is not anticipated during the 20-year planning period.

- A. Removal of ~~any~~ a 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.

(The following Section 2.116 is a new proposed zoning district)

2.116 Interchange Management Area (IMA) Overlay District

2.116.01 Purpose

The purpose of this overlay district is to preserve the long-term capacity of Woodburn's I-5 Interchange with Highway 214, in coordination with the Oregon Department of Transportation (ODOT).

Preserving the capacity of this interchange is an essential element of the City's economic development strategy, because continued access to I-5 is necessary to attract and maintain basic employment within the Woodburn Urban Growth Boundary (UGB). ~~This chapter~~ **Section 2.116** complements the provisions of the Southwest Industrial Reserve (SWIR) ~~Overlay-District~~ by ensuring that industrial land is retained for targeted basic employment called for in the Woodburn Economic Opportunities Analysis (EOA) and the Economic Development Strategy (EDS). ~~This chapter~~ **Section 2.116** also ensures that needed industrial, commercial and residential land within the IMA Overlay District is protected from commercial encroachment.

These goals are met by establishing trip generation budgets as called for in Transportation Policy 8-H-7.1 of the Woodburn Comprehensive Plan. The parcel budgets are intended to be high enough to accommodate peak hour trips anticipated by the 2005 Woodburn Comprehensive Plan (WCP) and Transportation Systems Plan (TSP), but low enough to restrict unplanned vehicle trips that could adversely affect the interchange.

2.116.02 Boundary of the IMA Overlay District

The boundary of the IMA Overlay District is shown on the Woodburn Comprehensive Plan Map and Zoning Map.

2.116.03 Applicability

The provisions of **Section 2.116** shall apply to all Type II – V land use applications that propose to allow development that will generate more than 20 peak hour vehicle trips (based on the latest Institute of Transportation Engineers Trip Generation Manual) on parcels identified in **Table 2.116.1**. The provisions of **Section 2.116.07** shall apply to all properties within the boundary of the IMA.

2.116.02-04 Vehicle Trip Budgets

This section Section 2.116 establishes a total peak hour trip generation budget for planned employment (commercial and industrial) land uses within the Interchange Management Area – defined as the IMA Trip Budget, and a trip budget for each vacant commercial or industrial parcel – defined as the parcel budget.

A. The IMA District Trip Budget

The IMA Trip Budget for vacant commercial and industrial ~~uses within the IMA Overlay District is~~ parcels identified in Table 2.116.1 is 2,500 peak hour vehicle trips ~~through the Year 2020. (An estimated 1,500 additional peak hour residential trips are planned within the IMA District).~~ The IMA Trip Budget will be allocated to ~~vacant commercial and industrial parcels~~ parcels identified in Table 2.116.1 on a first developed – first served basis.

B. 2004-2005 (Initial) Vehicle Trip Budget by Parcel

The parcel budget for each vacant commercial or industrial parcel within the IMA Overlay District is shown on Table 2.116.1. Parcel budgets are based on 11 peak hour trips per developed industrial acre, and 33 peak hour trips per developed commercial acre.

1. The parcel budget for each parcel will be reduced in proportion to actual peak hour vehicle trips generated by new development on any portion of the parcel.
2. The City *may* allow development that exceeds the parcel budget for any parcel in accordance with Section 2.116.0608.B.

Table 2.116.1. Vehicle Trip Budget by Parcel (Parcel Budget)

Vacant Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Parcel Trip Budgets
052W 11 00100	SWIR	19	209
052W11 00300	SWIR	98	1078
052W13 01100	SWIR	19	330*
052W14 01500	(Project Partial Development: Minimum of 300 employees)	57	
052W14 01600		24	
052W14 00200	SWIR	9	99
052W14 00600	SWIR	14	154
052W14 00700	SWIR	8	88

Vacant Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Parcel Trip Budgets
052W14 00800	SWIR	51	561
052W14 00900	SWIR	43	473
052W14 01000	SWIR	10	110
052W14 01100	SWIR	22	242
052W14 01200	SWIR	4	44
052W14 01300	SWIR (Project Partial Development: Minimum of 200 Employees)	56	184*
052W12AC 04301	Commercial	2	66
052W12AC 05100	Commercial	0.4	13
052W12C 00200	Commercial	0.4	13
052W12C 00602	Commercial	0.6	20
052W12C 00604	Commercial	1	33
052W12C 01203	Commercial	0.4	13
052W12DA 01600	Commercial	1	33
052W12DA 03200	Commercial	1	33
052W12DA 03600	Commercial	1	33
052W12DA 03700	Commercial	0.2	7
052W14 00100	Commercial	21	693

*The SWIR District reserves these large industrial sites for large firms with initial employment of 200-300 people.

Table 2.116.1. Vehicle Trip Budget by Parcel (Parcel Budget)

<u>Assessor Map and Tax Lot Number</u>	<u>Applicable Comprehensive Plan Designation</u>	<u>Vacant Buildable Acres</u>	<u>Maximum Peak Hour Vehicle Trips</u>
052W11 00300	SWIR	88	968
052W13 01100 052W14 01500 052W14 01600	SWIR	96	1056
052W14 00200 052W14 00600	SWIR	22	242
052W14 00800 052W14 00900 052W14 01000 052W14 01100	SWIR	109	1199
052W14 01200	SWIR	4	44
052W23 00100	SWIR	46	506

<u>Assessor Map and Tax Lot Number</u>	<u>Applicable Comprehensive Plan Designation</u>	<u>Vacant Buildable Acres</u>	<u>Maximum Peak Hour Vehicle Trips</u>
<u>052W12AC 04301</u>	<u>Commercial</u>	<u>2</u>	<u>66</u>
<u>052W12C 00604</u>	<u>Commercial</u>	<u>1</u>	<u>33</u>
<u>052W12C 00605</u>	<u>Commercial</u>	<u>3</u>	<u>99</u>
<u>052W12C 02100</u>	<u>Commercial</u>	<u>7</u>	<u>231</u>
<u>052W12C 02200</u>	<u>Commercial</u>	<u>6</u>	<u>198</u>
<u>052W12C 02300</u>	<u>Commercial</u>	<u>7</u>	<u>231</u>
<u>052W12C 02400</u>	<u>Commercial</u>	<u>2</u>	<u>66</u>
<u>052W13 01600</u>	<u>Commercial</u>	<u>5</u>	<u>165</u>
<u>052W14 02000</u>	<u>Commercial</u>	<u>8</u>	<u>264</u>
<u>052W14 02100</u>	<u>Commercial</u>	<u>5</u>	<u>165</u>
<u>052W14 02300</u>	<u>Commercial</u>	<u>6</u>	<u>198</u>
<u>052W13BD 00900 (westerly portion)</u> <u>052W13BD 01500</u> <u>052W13BD 01600</u> <u>052W13BD 01700</u> <u>052W13BD 01800</u>	<u>Nodal Commercial</u>	<u>9</u>	<u>297</u>

2.116.03-05 Administration

This chapter Section 2.116 delineates responsibilities of the City and ODOT to monitor and evaluate vehicle trip generation impacts on the I-5 interchange from development approved under this chapter section.

A. — Boundaries of the IMA Overlay District

The IMA Overlay District is shown in Figure 9-1. This area includes approximately 962 net vacant buildable acres that will be served by the I-5 Interchange via the Parr Road, Butteville Road, Crosby Road and Highway 214. The IMA Overlay District includes the Southwest Industrial Reserve (SWIR), the Parr Road Nodal Development Area, and other vacant commercial areas immediately served by the I-5 interchange.

B. — Applicability of this Chapter

The regulatory provisions of this chapter apply to the cumulative and parcel-specific impacts generated from non-residential development on specific tax lots identified in Table 2.116.1 above. As further described in Section 2.116.06, this chapter considers the cumulative traffic impacts of all non-residential Type II-V

~~land use applications for development of vacant land through the Year 2020 The City shall determine whether a land use application is subject to regulation under this chapter during the land use application completeness check, based on the results of the required Transportation Impact Analysis (TIA).~~

CA. Traffic Impact Analysis (TIA) (Traffic Impact Analysis) Methods

A TIA is required for all land use applications subject to the provisions of Section 2.116. The standards for preparing a TIA are found in Exhibit Q, Transportation Impact Analysis Requirements. Generally, the TIA must meet local City and ODOT administrative rule (OAR Chapter 734, Division 51) requirements and shall include an evaluation and recommendation of feasible transportation demand management (TDM) measures that will minimize peak hour vehicle trips generated by the proposed development.

DB. ODOT Coordination in Land Use Reviews

For a land use application subject to the provisions of Section 2.116~~this chapter~~:

1. The City shall not deem the land use application complete unless it includes a TIA prepared in accordance with Exhibit Q, TIA Requirements.
2. The City shall provide written notification to ODOT when the application is deemed complete. This notice shall include an invitation to ODOT to participate in the City's facilities review meeting. ~~(WDO 4.101.07)~~
3. ODOT shall have at least ~~30~~20 days to provide written comments to the City, measured from the date the completion notice was mailed. If ODOT does not provide written comments during this ~~30~~20-day period, the City's ~~staff report~~decision may be issued without consideration of ODOT comments.

EC. City Monitoring Responsibilities

The details of City and ODOT monitoring and coordination responsibilities are found in the ~~approved~~ Woodburn – ODOT Intergovernmental Agreement (IGA).

1. The City shall be responsible for maintaining a current ledger documenting the cumulative peak hour trip generation impact from all residential, commercial, industrial and public land use ~~applications~~development approved under Section 2.116~~this chapter~~, compared with the ~~adopted~~ IMA Trip Budget.

2. The City may adjust the ledger based on actual development and employment data, subject to review and concurrence by ODOT.
3. The City will provide written notification to ODOT when land use applications approved under Section 2.116~~this chapter~~, combined with approved building permits, result in traffic generation estimates that exceed 33% and 67% of the ~~adopted trip generation budget~~IMA Trip Budget.

FD. Vesting and Expiration of Vehicle Trip Allocations

This section recognizes that vehicle trip allocations may become scarce towards the end of the planning period, as the I-5 Interchange nears capacity. The following rules apply to allocations of vehicle trips against the ~~adopted trip budget~~IMA Trip Budget:

1. ~~For commercial and industrial land use applications,~~ Vehicle trip allocations are vested at the time of design review approval.
2. Vehicle trips shall not be allocated based solely on approval of a comprehensive plan amendment or zone change, unless consolidated with a subdivision or design review application.
3. Vesting of vehicle trip allocations shall expire at the same time as the development decision expires, in accordance with ~~WDO~~Section 4.102.03-04.

2.116.04.06 ~~Permitted, Special and Conditional~~ Allowed Uses

- A. ~~Generally, permitted and conditional~~ Uses allowed in the underlying zoning district are allowed subject to other applicable provisions of the WDO and ~~this chapter~~Section 2.116.
- B. ~~If a proposed employment (commercial or industrial) development will generate peak hour vehicle trips greater than projected in Table 2.116.1 for the subject parcel, the application shall be reviewed under Type III Conditional Use procedure.~~
- C. ~~If the proposed use is permitted outright in the underlying zoning district, the review criteria shall be limited to those found in Section 2.116.06 Interchange Capacity Preservation Standards.~~

2.116.05-07 Comprehensive Plan and Zoning Map Amendments

This section Section 2.116.07 applies to all Comprehensive Plan Map amendments within the IMA Overlay District. This section does not apply to Zoning Map amendments that result in conformance with the applicable Comprehensive Plan Map designation, such as Zoning Map amendments that occur when land is annexed to the City.

A. Transportation Planning Rule Requirements.

Applications for Comprehensive Plan Map amendments, and for Zoning Map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility, and must meet the requirements of Oregon Administrative Rule (OAR) 660-012-0060 and WDO Section 5.104.02-04.

B. Limitations on Comprehensive Plan Amendments.

To ensure that the remaining capacity of the I-5 Interchange is reserved for targeted employment opportunities identified in Chapter 4 of the Economic Opportunities Analysis (EOA) and needed housing, this section imposes the following prohibitions on Comprehensive Plan Map amendments within the IMA Overlay District:

1. Comprehensive Plan Map amendments that will increase the net Commercial land area within the IMA Overlay District shall be prohibited.
2. Comprehensive Plan Map amendments that allow land uses that will generate traffic in excess of the IMA Trip Budget shall be prohibited.

2.116.06-08 Interchange Capacity Preservation (ICP) Standards

Land use applications subject to the provisions of Section 2.116 shall comply with the following:

- A. Cumulative Impact Standard. Peak hour vehicle trips generated by the proposed development shall not, in combination with other approved developments subject to Section 2.116, exceed the IMA Trip Budget of 2,500.
- B. Parcel-Specific Impact Standard. Peak hour vehicle trips generated by the proposed development shall not exceed the maximum peak hour vehicle trips specified in Table 2.116.1 for the subject parcel, EXCEPT:

1. Development of uses listed in *Table 2.1.21 (Section 2.114.03, SWIR Zone Permitted Uses)* may be allowed to exceed the maximum, if the development will contribute substantially to the economic objectives found in Chapter 2 of the Woodburn Economic Development Strategy (EDS).

2. Residential development on a parcel zoned Commercial shall be allowed to exceed the maximum.

C. Transportation demand management (TDM) measures shall be required to minimize peak hour vehicle trips and shall be subject to annual review by the City.

~~This section establishes two standards that must be met whenever the required TIA indicates that the peak-hour trip-generation threshold will be exceeded for an individual tax lot.~~

~~Standard A applies to the cumulative traffic generation impact for the District as a whole.~~

~~Standard B applies to individual tax lots, and may allow approval of a development that exceeds the trip-generation budget for that tax lot for targeted employment, through the conditional use process.~~

A. ~~Mandatory Cumulative Impact Standard.~~

~~All commercial and industrial land use applications subject to the provisions of this *Section 2.116.03.B* shall be subject to design review and shall meet the following District-wide ICP standard:~~

1. ~~Peak hour vehicle traffic generated from the proposed development shall not, in combination with other approved developments, exceed the IMA District Trip Budget of 2,500.~~

2. ~~Prior to approval of any non-residential land use application, the City shall make an affirmative determination that traffic generated from the proposed development will be within the adopted total trip-generation budget within the IMA Overlay District.~~

3. ~~The applicant may propose, and the City may require transportation demand management (TDM) measures through the design review and~~

~~conditional use processes. Where proposed or required, such measures shall be a condition of project approval and shall be subject to annual review by the City.~~

~~B. Mandatory Site Specific Standard~~

~~This standard considers the site specific development impacts on the long term capacity of the I-5 interchange.~~

~~1. Exemptions:~~

- ~~a. Residential development shall be exempted from the provisions of this Chapter, to provide for "needed housing" consistent with ORS 197.303 requirements, and because the traffic impacts of residential development are highly predictable.~~
- ~~b. Proposed commercial, industrial, office, service related and public (i.e., non-residential) development that falls below the parcel budget shown on Table 2.116.1, shall not be subject to further review under this subsection, but shall meet transportation demand management conditions applied through the design review process.~~

~~2. Conditional Use Required.~~

~~Proposed non-residential development that meets the threshold for review found in Section 2.116.03.B and exceeds the parcel budget for any tax lot shown on Table 2.116.1 shall be reviewed through the Type III conditional use process. The following site specific review criteria shall apply:~~

- ~~a. Development on Industrial or Commercial Land that provides employment opportunities listed on Table 2.116.2 below may be permitted, if the City makes affirmative findings that the development will contribute substantially to the economic objectives found in Chapter 2 of the Woodburn EOA, and transportation demand management conditions are applied through the design review process.~~
- ~~b. Nonresidential and nontargeted development on land designated Commercial on the Woodburn Comprehensive Plan shall be denied unless transportation demand management conditions are applied~~

~~through the design review process to ensure that the site-specific standard is not exceeded.~~

Section 2.202.03
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2.202 Accessory Uses and Structures: Non-Residential Zones and Uses

2.202.01 Applicability

The following standards are applicable to structures accessory to non-residential uses in the CO, DDC, NNC, CG, IP, IL, SWIR and P/SP zones.

2.202.02 Structures EXCLUDING Fences and Freestanding Walls

A. Location and Height in All Yards.

The setback and maximum height for an accessory structure, except for fences and freestanding walls, shall be the same as for a primary use.

B. Lot Coverage.

Accessory structures shall be included with the primary structures in computing lot coverage.

2.202.03 Fences and Freestanding Walls

A. Safety Review Prior to Fence Installation.

Plans for installation of all fences and freestanding walls shall be reviewed as a *Type I* application prior to installation to assure compliance with safety standards of the state building code and the *WDO*.

B. Location and Height in Yards Adjacent to a Street.

1. The location and height shall comply with the clear vision area standards, *Section 3.103.10*.
2. The location and height shall not exceed a height of 42 inches above the curb elevation, when located on the front lot line abutting the street. For streets without curbs the maximum height shall be measured relative to the elevation of the center line of the improved street.
3. The location and height shall not exceed a height of 48 inches above the curb elevation, when located on the side lot line abutting the street. For streets without curbs the maximum height shall be measured relative to the

elevation of the center line of the improved street.

4. The height relative to the ground elevation under the fence, may increase one foot in height for each 6 feet of setback from the lot line, not to exceed a maximum height of seven feet.

C. Height in Yards Not Adjacent to a Street.

The maximum height in yards not adjacent to a street shall be seven feet.

D. Construction Materials Prohibited.

Fences and freestanding walls constructed of materials that could cause bodily harm, including, but not limited to, those conveying electric current, barbed or razor wire, spikes and broken glass, shall be prohibited, EXCEPT that in an industrial zone fences and freestanding walls may incorporate barbed wire provided the wire is located at least 150 feet from a public street.

3.101 Street Standards

(Changes are proposed only to Sections 3.101.02.G and 3.101.03)

3.101.02

G. Block Standards.

Block length shall not be less than 200 feet and not more than 600 feet, EXCEPT where the dimensions and alignment of existing blocks and streets adjacent to or in the vicinity of a proposed subdivision, or consideration of access management policies on arterial topography, adequate lot size, or need for traffic flow warrant other dimensions. The maximum block length shall not exceed 1200 feet.

3.101.03 Right of Way and Improvement Standards (Figure 6.9)

- A. The street right of way and improvement cross-sectional standards required for development are depicted in Figure 7-2 and Table 7-1 of the Woodburn Transportation System Plan. These standards are based on the functional classification of each street as shown in Figure 7-1 of the Woodburn Transportation System Plan. The street right-of-way and improvement standards minimize the amount of pavement and right-of-way required for each street classification consistent with the operational needs of each facility, including requirements for pedestrians, bicycles, and public facilities. Figure 30, EXCLUDING: Local Residential W/ Parking Both Sides "Skinny" Street; Local Residential W/ Parking One Side "Skinny" Street; and Local Residential Street W/ No Parking. (See Figure 6.6)
- B. The following additional standards for Local Residential Streets:
1. Local Residential Street with Parking One Side:
 - a. ~~Right of way: 50 feet.~~
 - b. ~~Public Utility Easement: 5 feet, each side.~~
 - c. ~~Curb to curb improvement: 29 feet.~~
 - d. ~~Sidewalks: 5 feet wide, each side.~~
 - ea. Required common, onsite parking over and above the parking requirements under other provisions of the *WDO*: One (1) space per dwelling unit, located no further than 250 feet from the subject

lot.

2. Local Residential without Parking:

a. ~~Right of way: 50 feet.~~

b. ~~Public Utility Easement: 5 feet, each side.~~

c. ~~Curb to curb improvement: 24 feet.~~

d. ~~Sidewalks: 5 feet wide, each side.~~

ea. **Required common, onsite parking over and above the parking requirements under other provisions of the *WDO*: Two (2) spaces per dwelling unit lot, located no further than 250 feet from the subject lot.**

3.103 Setback, Open Space and Lot Standards, Generally

(Changes are proposed only to Section 3.103.05)

3.103.05 Special Street Setbacks

A. Purpose.

The special setbacks in this *Section* are based upon the functional classification of streets and roads described in the Woodburn Transportation System Plan (WTSP). The purpose of these special setbacks is to provide for adequate air movement, solar access, visibility, aesthetics and compliance with the development standards of the *WDO* when a major street is improved.

B. Setback Requirements.

Required setbacks adjacent to a street shall be in addition to the special setbacks required in this Section. The special setback distances shall be measured at right angles to the center line of the original street right of way.

C. Special Provisions.

Buildings, structures and paved surfaces shall not be located within the special setbacks EXCEPT as specifically provided for in the *WDO*. Any portion of a building or structure lawfully established within a special street setback prior to date of *WDO* shall be considered a nonconforming structure.

D. Special Setback Standards.

Special setback standards by street classification are established in *Table 3.1.1*. The special setback standards shall be applied to streets within the City of Woodburn as functionally classified in the Woodburn Transportation System Plan.

WTSP Functional Classification	Special Setback from Center Line
Major Arterial	50 feet
Minor Arterial	37 feet
Service Collector	37-36 feet

TABLE 3.1.1 Special Setback Standards by Street Classification	
WTSP Functional Classification	Special Setback from Center Line
Access Street/ Commercial Street with Parking or Golf Carts	35-33 feet
Access Street with Bike Lanes	30 feet

3.105 Off Street Parking and Loading

(Changes are proposed only to Section 3.105.02.H)

H. On-site Vehicle Parking and Loading Area Improvement Requirements.

1. **Surfacing.** All vehicle parking and loading areas shall be paved with asphalt, concrete or other hard surfacing approved by the Public Works Director.
2. **Drainage.** All vehicle parking and loading areas shall be graded and provide storm drainage facilities approved by the Public Works Director.
3. **Bumper Guards and Wheel Barriers.** All vehicle parking spaces, EXCEPT those for single family and duplex dwellings, shall be constructed with bumper guards or wheel barriers that prevent vehicles from damaging structures or projecting over walkways, access ways or abutting property or rights of way.
4. **Size of Vehicular Parking Spaces and Maneuvering Areas within Off Street Parking Areas.**
 - a. Off street vehicle parking spaces and maneuvering areas, EXCEPT those for single family and duplex dwellings and those for disabled persons, within off street parking areas shall be designed in compliance with **Table 3.1.4**. Three or more off street parking spaces provided subject to **Table 3.1.4** shall be designed so that no backing or maneuvering within a public street right of way is required.
 - b. Off street parking for single family and duplex dwellings shall be governed by **Section 3.104.05.B.2 and C.2 and Table 3.1.2.1**.
 - c. Off street parking for disabled persons shall be designed to the standards of the state Building Code and applicable federal standards.
5. **Directional Marking.** EXCEPT for vehicle parking areas for single family and duplex dwellings, off street parking and maneuvering areas shall have directional markings and signs to control vehicle movement.
6. **Space Marking.** EXCEPT for vehicle parking areas for single family and

duplex dwellings, off street parking spaces shall be delineated by double parallel lines on each side of a space. The total width of the lines shall delineate a separation of 2 feet.

7. Access. Access to vehicle parking areas shall be in compliance with the standards of *Section 3.104*.
8. Outdoor Lighting. EXCEPT for vehicle parking areas for single family and duplex dwellings, all outdoor lighting shall be designed so as not to shine or reflect into any adjacent residentially zoned or used property, and shall not cast a glare onto moving vehicles on any public street.
9. Landscaping. EXCEPT for vehicle parking spaces for single family and duplex dwellings, all parking areas shall be landscaped to the standards of *Section 3.106*.
10. On-site Bicycle Parking Requirements. All uses required to provide 10 or more off street parking spaces and residential structures with four or more units shall provide a bicycle rack within 50 feet of the main entrance. The number of required rack spaces shall be one plus one per ten vehicle parking spaces, with a maximum of 20 rack spaces.

3.106 Landscaping Standards

(Changes are proposed only to Sections 3.106.03 and 3.106.04)

3.106.03 Landscaping Standards

A. Streetscape.

1. **Street Trees.** Within the public street right of way abutting a development, or within an alley right of way in the DDC zone, street trees shall be planted to City standards prior to final occupancy.
 - a. **Acceptable Types of Trees.** See *Section 6.103* for a description of acceptable and unacceptable trees for this purpose, classified by size and species..
 - b. **Tree Density.** Trees shall be planted at the following intervals within the right of way, subject to Clear Vision Area standards, *Section 3.103.10 and Section 6.103*:
 - 1) Four (4) small trees per 100 feet of street frontage;
 - 2) Three (3) medium trees per 100 feet of street frontage; or
 - 3) Two (2) large trees per 100 feet of street frontage.
2. **Front Yard and Yard Abutting a Street.**
 - a. Landscaping Density for non-residential uses in the RS and R1S zone and all uses in the RM, P/SP, IL, and IP, and SWIR zones. All front yards and yards abutting a street shall be landscaped at a density of one (1) plant unit (PU) per 20 sq. ft.
 - b. Landscaping Design and Density in CO and CG zones.
 - 1) All yards abutting a street, including off street parking and circulation areas shall be landscaped at a density of one (1) plant unit (PU) per 20 sq. ft.
 - 2) All parking areas abutting a street shall provide a ~~42~~^{42a} inch vertical visual screen from the abutting street grade. Acceptable design techniques to provide the screening include plant materials; berms; freestanding,

architectural walls with an anti-graffiti finish, depressed grade for the parking area. All screening shall comply with the clear vision standards, *Section 3.103.10*.

B. Buffer Yards.

All buffer yards shall be landscaped at the rate of one (1) plant unit (PU) per 20 sq. ft. EXCEPT for interior buffer yards abutting a wall which are paved and which may be used for parking or site access and vehicular circulation.

C. Off Street Parking Areas.

1. All unpaved land within off street parking areas, and within 20 feet of the paved edge of off street parking and/or circulation improvements, shall be landscaped in the following proportions:
 - a. RM, CO and CG zones: Landscaped area(s) equivalent to 20% of the paved surface area for off street parking and circulation.
 - b. ~~IP~~ and ~~IL~~, and SWIR zones: Landscaped area(s) equivalent to 10% of the paved surface area for off street parking and circulation.
2. The density of landscaping required in and adjacent to off street parking and circulation facilities, EXCLUDING required trees, shall be one (1) plant unit per 20 square feet.
3. Trees, *Section 6.103*, shall be planted within and abutting off street parking facilities in a pattern that is in roughly proportion to the distribution of the parking spaces, at the following densities:
 - a. 1 small tree per 5 parking spaces;
 - b. 1 medium tree per 10 parking spaces; or
 - c. 1 large tree per 14 parking spaces.
4. Multi-Purpose Landscaping. Trees and other required landscaping located on private property within a required setback abutting a street or an interior lot line that is within 20 feet of the paved surface of off street parking and circulation facilities, may also be counted in calculating required landscaping for off street parking and circulation areas.

D. Common Areas.

All common areas, EXCEPT those approved as natural common areas in a PUD, shall be landscaped with at least three (3) plant units per 50 square feet.

E. Yards.

The entire yard area of a property, EXCLUDING areas subject to more intensive landscaping requirements and all yards of residential uses in a RS or R1S zone, shall be landscaped to a standard of at least one (1) plant unit (PU) per 50 square feet prior to final occupancy.

3.106.04 Conservation of Significant Trees

A. Applicability.

The provisions of this *Section* apply to the removal of any significant tree and the replacement requirements for significant tree removal. A "significant tree" is any existing, healthy tree 24 inches or more in diameter, measured 12 inches above ground level.

B. Limitations on Tree Removal.

A City tree removal permit shall be required to remove any tree, subject to the following EXCEPTIONS:

1. Three or fewer significant trees may be removed from a lot zoned RS, R1S or P/SP that is less than 0.5 acres in area within any calendar year without a permit;
2. One significant tree may be removed from a lot:
 - a. Zoned RS, R1S or P/SP which is greater the 0.5 acres; or
 - b. Zoned other than RS, R1S or P/SPwithin any calendar year without a permit.
3. A diseased or dangerous tree may be removed without a permit in an emergency.

C. Tree Replacement Requirement.

The issuance of a significant tree removal permit requires the property owner to

replace each tree removed with two new trees on the same property. Each new tree shall be at least 2 inches in caliper. A tree required by the development standards of the underlying zone, *Section 3.1.*, or as a condition of permit approval shall qualify as a replacement tree.

Section 3.106.04

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3.107

Architectural Design Guidelines and Standards

(Changes are proposed only to Sections 3.107.07 and 3.107.08)

3.107.07 Design Guidelines and Standards for the DDC and NNC Zones

A. Applicability and Procedure.

The following guidelines and standards shall be applicable to the Downtown Development and Conservation (DDC) and Nodal Neighborhood Commercial (NNC) zones. The Woodburn Downtown Association (WDA) shall be notified as an interested party in conjunction with design review within the DDC zone.

B. Design Guidelines for New Development.

1. **Site Design Guidelines.** All new development *should* comply with the following site design guidelines.
 - a. **Building placement.** Buildings *should* occupy a minimum of 50 percent of all street frontages along public streets. Buildings should be located at public street intersections.
 - b. **Building setback.** The minimum setback from a public street right of way may be 0 feet, the maximum building setback *should* be 10 feet.
 - c. **Front setback and setback abutting a street design.** Landscaping, an arcade, or a hard-surfaced expansion of the pedestrian path *should* be provided between a structure and a public street.
 - 1) Setbacks abutting a street *should* be 5 feet in depth or equal to the building setback, whichever is greater. The setback *should* be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of *Table 3.1.5*.
 - 2) Setbacks abutting and alleyway *should* be landscaped to the street tree standards of *Section 3.106.03.A.1*.
 - 3) Hard-surfaced areas *should* be constructed with scored concrete or modular paving material. Benches and other street furnishings *shall* be encouraged.
 - d. **Walkway connection to building entrances.** A walkway connection *should* connect a building entrance and a public street. This

walkway *should* be at least six (6) feet wide and be paved with scored concrete or modular paving materials. Building entrances at corners near a public street intersection *shall* be encouraged.

- e. Parking location and landscape design. Parking for buildings or phases adjacent to public street rights of way *should* be located to the side or rear of newly constructed buildings. When located abutting a street, off street parking *should* be limited to 50 percent of the street frontage. Setbacks abutting a street *should* be 5 feet in depth or equal to the building setback, whichever is greater. The setback *should* be landscaped at a planting density of five (5) planting units per 20 square feet to the street tree standards of **Section 3.106.03.A.1.**
- f. Interior side and rear yards setbacks *should* be landscaped to the street tree standards of **Section 3.106.03.A.1.b.**
- g. Any open area not used for building space *should* be landscaped in compliance with *WDO* standards and guidelines.

2. New Building Architectural Design Guidelines and Standards.

a. Applicability.

- 1) All non-residential buildings shall comply with the following design guidelines (read as "*should*").
- 2) At the time of application, the applicant shall choose whether the review of new residential buildings shall be conducted as a Type I review following the procedures of **Section 5.101.01** or as a Type II or III review following the procedures of **Section 5.102.02** or **5.103.02**, depending on floor area.
 - a) For a Type I review, the criteria of **Section 3.107.04.B** shall be read as "*shall*" and shall be applied as standards.
 - b) For a Type II or III review, the criteria **Section**

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.
Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

3.107.04.B shall be read as "*should*" and shall be applied as guidelines.

b. Architectural Design Guidelines and Standards.

- 1) Ground floor window. All street-facing building elevations that are set back 10 feet or less from a public street *should* include a minimum of 50 percent of the ground floor wall area with windows, display areas or doorway openings. The ground floor wall area *shall* be measured from three feet above grade to nine feet above grade the entire width of the street-facing elevation. The ground floor window requirement *should* be met within the ground floor wall area and for glass doorway openings to the ground level. Up to 50 percent of the required ground floor window area on a particular street-facing building elevation *may* be met on an adjoining building elevation when the adjoining elevation is also street-facing and setback 10 feet or less.
- 2) Building facades. No building facade *should/shall* extend for more than 300 feet without a pedestrian connection between or through the building. Facades that face a public street *should/shall* extend no more than 50 feet without providing at least one of the following features:
 - a) A variation in building material;
 - b) A building off-set of at least 1 foot;
 - c) A wall area that is entirely separated from other wall areas by a projection, such as an arcade; or
 - d) By other design features that reflect the building's structural system.
- 3) Weather protection. Weather protection for pedestrians, such as awnings, canopies and arcades. *should/shall* be provided at building entrances. Weather protection *shall* be encouraged along building frontages abutting a public

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.

Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

sidewalk or a hard-surfaced expansion of a sidewalk, and along building frontages between a building entrance and a public street or access way. Awnings and canopies **should/shall not** be back lit.

- 4) Building materials. Corrugated metal, plywood, sheet press board or vinyl siding **should/shall not** be used as exterior finish material. Plain concrete block and plain concrete **should/shall not** be used as exterior finish material **EXCEPT** as a foundation material where the foundation material **should/shall not** be revealed for more than 2 feet.
- 5) Roofs and roof lines. **EXCEPT** in the case of a building entrance feature, roofs **should/shall** be designed as an extension of the primary materials used for the building and should respect the building's structural system and architectural style. False fronts and false roofs **should/shall not** be used.
- 6) Roof-mounted equipment. All roof-mounted equipment **should/shall** be screened from view from adjacent public streets. Satellite dishes and other communication equipment **should/shall** be set back or positioned on a roof so that exposure from adjacent public streets is minimized. Solar heating panels **shall/shall** be exempt from this guideline.

C. Architectural Design Guidelines For the Exterior Alteration of Existing Buildings

1. General Scope. An application for exterior alteration of an existing building should be approved if the change or the treatment proposed is determined to be harmonious and compatible with the appearance and character of the building and should not be approved if found to be detrimental to or otherwise adversely affecting the architectural significance, integrity, historic appearance, or historic value of the building.
2. Design Guidelines. The following guidelines shall apply to the exterior alterations to existing buildings:
 - a. Retention of original construction. So far as possible, all original exterior materials and details **should** be preserved or reproduced to match the original.
 - b. Height. Additional stories **may** be added to buildings provided that:

- 1) The added height complies with requirements of the state Building Code; and
 - 2) The added height does not alter the traditional scale and proportions of the building style; and
 - 3) The added height is visually compatible with adjacent buildings.
- c. Bulk. Horizontal additions *may* be added to buildings provided that:
- 1) The building of the addition does not exceed that which was traditional for the building style; and
 - 2) The addition maintains the traditional scale and proportion of the building; and
 - 3) The addition is visually compatible with adjacent buildings.
- d. Visual Integrity of Structure. The lines of columns, piers, spandrels, and other primary structural elements *should* be maintained so far as practicable.
- e. Scale and Proportion. The scale and proportion of altered or added building elements, the relationship of voids to solid (windows to wall) *should* be visually compatible with the traditional architectural character of the building.
- f. Material, Color and Texture. The materials, colors and textures used in the alteration or addition *should* be fully compatible with the traditional architectural character of the historic building. In general colors *should* be emphasized as follows: darker colors for window sashes; medium for building; and lightest for window trim and detailing.
- g. Lighting and Other Appurtenances. Exterior lighting and other appurtenances, such as walls, fences, awnings, and landscaping *should* be visually compatible with the traditional architectural character of the building.

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.
Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

3.107.08 **Design Guidelines for IP, ~~and~~ IL and SWIR Zones**

A. Applicability.

The following design guidelines shall apply to all structures and buildings in the IP, ~~and~~ IL and SWIR zones.

B. Design Guidelines.

1. Loading.

- a. Loading facilities *should* be located at the rear or side of structures to reduce their unsightly appearance.
- b. Loading facilities located on the front or side of a structure, the visual impact from the abutting street *should* be mitigated by:
 - 1) Offsetting the location of the driveway entrance and the loading dock; and
 - 2) Screening the loading area with a sight obscuring fence, wall or hedge.
 - 3) Loading areas should be located on the site so that backing onto or off the street frontage is not required.

- 2. Outdoor Storage. Outdoor storage, when permitted, *should* be screened from the view of abutting streets by a solid brick or architectural block wall not less than 6, nor more than 9 feet in height.
- 3. Outdoor Lighting. All outdoor lighting *should* be designed so as not to shine or reflect into any adjacent residentially zoned or used property, and shall not cast a glare onto moving vehicles on any public street.
- 4. Energy Efficiency. Building and location, orientation, and design *should* encourage energy conservation and solar access.

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.
Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

5. **Building Bulk and Scale.** Long blank walls abutting streets *should* be avoided. The visual impact of building and scale *should be* reduced by:

- a. Articulating building facades;
- b. Landscaping the area abutting building walls, including plant materials that provide vertical accents;
- c. Tying entrances to the structure to the overall mass and composition of the building;
- d. Minimizing the use of smooth concrete, concrete block and all types of metal siding;
- e. Shading colors with brown or black to create earth tones or tinting colors with white to soften the appearance. Day-glow, fluorescent and other intense colors *shall be* prohibited;
- f. Screening exterior building equipment, including roof top equipment, from view; and
- g. Altering roof lines, constructing cornices, or parapets that offset the continuous plane of large buildings and extended building lines.

6. **Buffer Wall.** A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height:

- a. *Should* be constructed on the perimeter property line of non-residential development to mitigate adverse visual, noise and/or light impacts on the abutting use when no comparable buffer exists; and
- b. *Shall* be constructed where the standards of the underlying zone require such a wall for a non-residential use in, or abutting, a RS, R1S, or RM zoning district.

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.
Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

7. Sidewalk Location and Street Trees. Sidewalks *should* be located at the property line along streets with street trees, *Section 3.106*.
8. Solar Access Protection. Obstruction of existing solar collectors on abutting properties by site development *should* be mitigated.

Note:

Read as "*should*," the criteria reflect "guidelines" applicable to an application submitted for review by a Type II or III procedure.
Read as "*shall*," the criteria reflect "standards" applicable to an application submitted for review by a Type I procedure.

Section 3.107.07.C

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3.109 Planned Unit Development Standards (See Figure 6.11)

3. 01 Types of PUD's

A. Single Family Residential PUD.

A "Single Family Residential PUD" shall consist entirely of property zoned RS and/or R1S. All uses allowed (permitted, special, conditional, specific conditional and accessory) by the underlying zone shall be allowed.

B. Mixed Use PUD.

A "Mixed Use PUD" shall include land zoned either RM, CO, NNC, CG, SWIR, IP or IL, and may include land zoned RS or R1S. All uses allowed (permitted, special, conditional, specific conditional and accessory) by the underlying zone shall be allowed.

3.109.02 Flexible Standards

The design of a PUD plan may be flexible to the extent that it provides for the following design elements in compliance with stated minimum standards. The minimum standards of the *WDO* stated below shall supercede the standards of the underlying zone for a PUD, except the standards of the Nodal Overlay Districts, Section 2.115, shall supercede the standards of Section 3.109.02.B, C, and F.

A. Minimum PUD Site Area.

A PUD shall comprise a minimum of 5.0 acres under single ownership or control.

B. Minimum Lot Standards in an RS zone.

1. The minimum single family dwelling lot area shall be as follows:

a. Without common open space:

- 1) 6,000 sq. ft. for an interior, flag or cul de sac lot; and
- 2) 8,000 sq. ft. for a corner lot

subject to the dimensional standards of *Section 2.102.06.*

b. With common open space:

1) ~~5,000~~ 5,000 sq. ft. for an interior lot, flag or cul de sac, subject to the dimensional standards of *Section 2.102.06*. EXCEPT for the following modified standards:
~~the following modified standards:~~

a) Minimum lot width: 55 feet.

b) Minimum average lot depth: 90 feet; and

2) 7,000 sq. ft. for a corner lot, subject to the dimensional standards of *Section 2.102.06*. EXCEPT for the following modified standards:

a) Minimum lot width: 75 feet.

b) Minimum average lot depth: 90 feet

2. The minimum duplex dwelling lot size, as a Special Use, shall be as follows:

a. Without common open space; ~~;-~~ ;- 12,000 sq. ft.

b. With common open space; ~~;-~~ ;- 10,000 sq. ft.

C. Residential Density Standards.

1. RS or R1S zone: The maximum residential density shall be 6 dwelling units per gross acre.

2. RM, CO, NNC or CG zone. The maximum residential density shall be as follows:

a. Multiple Family: A maximum of 16 dwelling units per net acre.

b. Nursing Care and Assisted Care: A maximum of 32 living units per net acre.

c. Manufactured Dwellings in a MDP within a RM zone: A maximum of 12 dwelling units per net acre.

D. Common Ownership of Land and Facilities within any Zone.

1. A Property (Home) Owners Association and CC&R's for maintenance shall be required when a PUD includes common land or facilities.

2. Minimum Common Area.

a. RS or RIS zone.

- 1) No minimum common area shall be required when residential density is 4 dwellings or less per gross acre.
- 2) When common area is provided, a minimum ratio of 0.1 acre per acre of PUD shall be required;
- 3) A minimum of 0.5 acres of common area shall be required when a common area is provided. The minimum width of a common area shall average 100 feet.
- 4) Common areas shall be one or more of the following types:
 - a) Natural Areas. Natural areas shall be significant natural resources, including wetlands, creek corridors, woodlands, flood ways, meadows conserved in a virtually undeveloped state. The intent of any man-made improvements should be to enhance opportunities for viewing, studying and other measures to increase the passive enjoyment of the natural setting. Improvements may include paths, educational signs, view points.
 - b) Activity Areas. Activity areas shall be common open space designated, designed and improved for active recreational use. Improvements should accommodate and stimulate active use and may include playgrounds, swimming pools, tennis courts, bar-b-ques and picnic facilities.
 - c) Landscaped Areas. Landscaped areas are areas of common open space that are designed and improved for passive use and visual enhancement. Typical improvements include lighted paths, benches, fountains and other water features, signs identifying plant materials, and formal and informal gardens.

b. Medium Density Residential Buildings. The applicable open space and common area requirements of *Section 3.107.05* shall apply.

c. All other uses. The common area requirements of the underlying

zone shall apply.

E. Architectural Review.

If the hearings authority finds that the CC&R's comprehensively address the intent of all applicable factors in *Section 3.107*, the hearings authority may approve the CC&R's to supercede City architectural design review requirements, *Section 3.107* and procedures in *Section 5.101.01*.

F. Dimensional Standards.

1. The minimum setback for a yard abutting a street in an RS or RIS zone shall be 10 feet EXCEPT that a 20-foot long -by 10-foot wide parking pad shall be provided abutting each garage (or carport for a manufactured home) entrance.
2. The minimum setback for an interior rear yard in an RS, RIS or RM zone shall be 20 feet minimum.
3. Off street parking: The narrower local street standards of *Section 3.101* may be applied in compliance with the requirements for compensating common, off street parking.

G. Applicable Standards.

The following standards of the *WDO* shall apply to a PUD:

1. The underlying use zone, or zones of *Section 2.1*;
2. *Section 3.101*, Street Standards, including street names, *Section 3.101.I*;
3. *Section 3.102*, Utilities and Easements;
4. *Section 3.103*, General Lot Standards;
5. *Section 3.104*, Access;
6. Buffer Wall. A solid brick or architectural wall with anti-graffiti surface, no less than 6 feet or greater than 7 feet in height, shall be constructed on the perimeter property lines of residential subdivisions where the abutting use is commercial or industrial and no comparable buffer exists;
7. *Section 3.109.01*; and

all other applicable requirements of the *WDO* as modified by *Sections 3.109.02, 5.102.03 and 5.103.11.*

H. Applicable Procedures.

The procedures of the *WDO* shall apply to a PUD, including *Section 4.1.*

I. Application Requirements.

The application requirements of the *WDO* shall apply to a PUD, including:

- a. *Section 5.103.07* for a PUD preliminary plan approval,
- b. *Section 5.103.06* for a PUD design plan final approval.
- c. *Section 5.103.05* for a PUD phasing plan approval, and
- d. *Section 5.101.06* for a PUD final plan approval.

J. Description of Applicable Exhibits.

Section 6.101 provides uniform guidelines regarding the exhibits necessary for a PUD application.

3.110 Signs

(Changes are proposed only to Sections 3.110.17 and 3.110.18)

3.110.17 Permitted Signs--Downtown Development and Conservation District (DDC) and Nodal Neighborhood Commercial District (NNC)

Signs in the DDC and NNC Districts shall be subject to the following provisions and all other applicable provisions of Section 3.110 and the WDO.

A. Monument Signs.

1. A monument sign is permitted on a single tenant site or complex.
2. A monument sign shall not exceed five feet in height and 20 square feet in area.

B. Wall Signs.

1. Wall signs are permitted on a primary building frontage. Such signs shall not cover more than four percent of the building wall on a single tenant building or each tenant's leased wall on a multiple tenant building and shall not exceed a maximum area of 50 square feet. However, a minimum sign area of 16 square feet shall be permitted for each single tenant building or tenant in a multiple tenant building. Only one building wall shall be designated as the primary building frontage.
2. Wall signs are permitted on secondary building frontages. Such signs shall not cover more than two percent of the building wall on a single tenant building or each tenant's leased wall on a multiple tenant building and shall not exceed a maximum area of 30 square feet. However, a minimum sign area of 12 square feet is allowed for each single tenant building or tenant in a multiple tenant building.

C. Readerboards.

Mechanical and electronic changeable copy readerboards are permitted. Readerboards are permitted on monument signs only. Readerboards shall be integrated into the overall sign to appear as a single unit and shall not comprise more than 50 percent of the total sign display surface.

D. Awning and Marquee Signs.

Signs on awnings and marquees are permitted as wall signs, except that internally illuminated awning signs are prohibited. Signs on awnings and marquees shall not extend above or below the awning or marquee.

E. Projecting Signs.

One projecting sign is permitted on a single tenant site or complex for each street or alley frontage. However, no projecting sign shall be permitted on a single tenant site or complex where there is a monument sign on the same street frontage. Projecting signs shall not exceed an area of 12 square feet and shall be located a minimum of eight feet above the ground. Such signs shall not project more than four feet from a building wall.

F. Suspended Signs.

One suspended sign is permitted for each entrance to a building or tenant space. Such sign shall not exceed an area of six square feet and shall be located a minimum of eight feet above the ground. Such sign shall not project past the outer edge of the roof structure.

G. General Standards.

1. Projecting signs shall be subject to approval of a Type II application pursuant to **Section 3.110.05.C.1.b.**
2. Illumination: Externally or internally illuminated signs are permitted and such signs shall not cause glare.

3.110.18 Permitted Signs—Industrial Districts (IP, ~~and IL,~~ and SWIR)

Signs in the IP, ~~and IL,~~ and SWIR Districts shall be subject to the following provisions and all other applicable provisions of **Section 3.110** and the **WDO**.

A. Monument Signs.

1. One monument sign is permitted on a single tenant site or complex.
2. In a complex, one additional monument sign is permitted if the complex has at least two street frontages that each exceed 300 lineal feet.
3. Monument signs on a street frontage with less than 300 lineal feet of frontage shall not exceed six feet in height and 32 square feet in area.

4. Monument signs on a street frontage with 300 lineal feet or more of frontage shall not exceed eight feet in height and 50 square feet in area.

B. Wall Signs.

1. Wall signs are permitted on a primary building frontage. Such signs shall not cover more than four percent of the building wall on a single tenant building or each tenant's leased wall on a multiple tenant building and shall not exceed a maximum area of 150 square feet. However, a minimum sign area of 16 square feet shall be permitted for each single tenant building or tenant in a multiple tenant building. Only one building wall shall be designated as the primary building frontage.
2. Wall signs are permitted on secondary building frontages. Such signs shall not cover more than two percent of the building wall on a single tenant building or each tenant's leased wall on a multiple tenant building and shall not exceed a maximum area of 75 square feet. However, a minimum sign area of 12 square feet is allowed for each single tenant building or tenant in a multiple tenant building.

C. Readerboards.

Mechanical and electronic changeable copy readerboards are permitted. Readerboards are permitted on monument signs only. Readerboards shall be integrated into the overall sign to appear as a single unit and shall not comprise more than 50 percent of the total sign display surface.

D. Awning and Marquee Signs.

Signs on awnings and marquees are permitted as wall signs, except that internally illuminated awning signs are prohibited. Signs on awnings and marquees shall not extend above or below the awning or marquee.

E. Projecting Signs.

One projecting sign is permitted on a single tenant site or complex. However, no projecting sign shall be permitted on a single tenant site or complex where there is a monument sign. Projecting signs shall not exceed an area of 20 square feet and shall be located a minimum of eight feet above the ground. Such signs shall not project more than four feet from a building wall.

F. Suspended Signs.

One suspended sign is permitted for each entrance to a building or tenant space. Such sign shall not exceed an area of six square feet and shall be located a minimum of eight feet above the ground. Such sign shall not project past the outer edge of the roof structure.

G. General Standards.

1. Monument signs within the same complex shall be located a minimum of 100 feet apart.
2. **Illumination.** Externally or internally illuminated signs are permitted and such signs shall not cause glare.

4.1 ADMINISTRATION AND PROCEDURES

(Changes are proposed only to Section 4.101.09)

4.101.09 Public Notices: Type II, III, IV and V

All public notices issued by the City for Type II, III, IV, and V decisions shall comply with the requirements of this *Section*.

A) Mailed Notice.

1 **Type II.** After the Community Development Director has deemed a Type II application complete, the Community Development Director shall issue a decision. The City shall send notice of the decision, by first class mail, to all record owners of property within 250 feet of the subject property, any City recognized neighborhood associations whose territory includes the subject property. The City's Type II notice of decision shall include the following information:

- a. An explanation of the nature of the application and the proposed use or uses which could be authorized;
- b. Street address or other easily understood location of the subject property;
- c. The name and telephone number of the planning staff person assigned to the application or is otherwise available to answer questions about the application;
- d. A statement that the application and all supporting materials may be inspected at no cost, and copies may be obtained at reasonable cost, at City Hall during normal business hours;
- e. State that the decision will not become final until the period for filing an appeal to the City Council has expired and that the decision cannot be appealed directly to the Land Use Board of Appeals; and
- f. An explanation of appeal rights, including that any person who is

adversely affected or aggrieved or who is entitled to written notice of the decision may appeal the decision.

2. Type III or IV. Notice for all initial evidential public hearings concerning Type III and IV decisions shall conform to the requirements of this subsection. At least 20 days before a Type III initial evidentiary hearing, or at least 10 days before the first hearing of a Type IV application the Director shall prepare and send, by first class mail, notice of the hearing to all record owners of property within 250 feet of the subject property and to any City-recognized neighborhood association whose territory includes the subject property. If an application would change the zone of property that includes any part of a mobile home or manufactured dwelling park, notice shall also be mailed to the tenants at least 20 days before but not more than 40 days before the initial evidentiary hearing. Notice of the application hearing shall include the following information: [Section 4.101.09.A.2 as amended by Ordinance No. 2383, §54, passed March 16, 2005.]
 - a. The time, date and location of the public hearing;
 - b. Street address or other easily understood location of the subject property and City-assigned planning file number;
 - c. A description of the applicant's proposal, along with a list of citations of the approval criteria that the City will use to evaluate the proposal;
 - d. A statement that any interested party may testify at the hearing or submit written comments on the proposal at or before the hearing and that a staff report will be prepared and made available to the public at least seven days prior to the hearing;
 - e. A statement that any issue which is intended to provide a basis for an appeal to the City Council must be raised before the close of the public record. Issues must be raised and accompanied by statements or evidence sufficient to afford the City and all parties to respond to the issue;
 - f. A statement that the application and all supporting materials and evidence submitted in support of the application may be inspected at no charge and that copies may be obtained at reasonable cost at City Hall during normal business hours;

- g. The name and telephone number of the planning staff person responsible for the application or is otherwise available to answer questions about the application; and
 - h. A statement advising that ADA access may be accommodated, upon receipt of a timely request.
3. **Type V.** At least 20 days before an initial evidentiary public hearing at which a Type V decision is to be considered, the Director shall issue a public notice that conforms to the requirements of this subsection and any applicable state statute. Notice shall be sent to affected governmental entities, special districts, providers of urban services, the Oregon Department of Transportation and any affected recognized neighborhood associations and any party who has requested in writing such notice. [Section 4.101.09.A.3 as amended by Ordinance No. 2383, §55, passed March 16, 2005.]

Notice shall also be published in a newspaper of general circulation within the City. Notice issued under this subsection shall include the following information:

- a. The time, date and location of the public hearing;
- b. The City-assigned planning file number and title of the proposal;
- c. A description of the proposal in sufficient detail for people to determine the nature of the change being proposed;
- d. A statement that any interested party may testify at the hearing or submit written comments on the proposal at or before to the hearing;
- e. The name and telephone number of the planning staff person responsible for the proposal and who interested people may contact for further information; and
- f. A statement advising that ADA access may be accommodated, upon receipt of a timely request.

B. Posted Notice. Type III and IV.

Notice of an initial evidentiary public hearing for a Type III or IV decision shall be posted on the subject property as follows: [Section 4.101.09.B as amended by Ordinance No. 2383, §56, passed March 16, 2005.]

1. **City Posting.** The Community Development Director shall post all required notices.
2. **Number and Location.** The Community Development Director shall post a notice on each frontage of the subject property. If the property's frontage exceeds 600 feet, one copy of the notice shall be posted for each 600 feet or fraction thereof. Notices shall be posted within ten feet of the street and shall be visible to pedestrians and motorists.

3. **Timing of Notice.** The notice shall be posted at least 10 days prior to a public hearing. Once posted, the Director need not maintain a posted notice. The Community Development Director shall remove all signs within ten days following the event announced in the notice.

C. **Published Notice. Type IV and V.**

The Community Development Director shall publish a notice of a Type IV or V public hearing as described in this subsection, unless otherwise specified by statute. The notice shall be published in a newspaper of general circulation within the City at least 7 days prior to the hearing. Such notice shall consist of:

1. The time, date and location of the public hearing;
2. The address or other easily understood location of the subject property and the City-assigned planning file number;
3. A summary of the principal features of the application or legislative proposal; and
4. Any other information required by statute for an annexation or other hearing procedure.

D. Notice to Affected Agencies.

1. Prior to issuing a decision regarding a Preliminary Partition Approval (Section 5.102.01) or Access to a City Major or Minor Arterial Street (Section 5.102.04), the Community Development Director shall distribute such applications that require preparation of a Transportation Impact Analysis to affected transportation facility and service providers and owning jurisdictions. These agencies shall be given 30 calendar days to review the application and to suggest any revisions in the public's interest to protect the operation of transportation facilities and services.
2. Type IV applications and Type III applications for Preliminary PUD Approval (Section 5.103.07), Preliminary Subdivision Approval (Section 5.105.09) and Conditional Use Permits (Section 5.103.01) for transportation system facilities and improvements that require a Transportation Impact Analysis shall be sent to affected transportation facility and service providers and owning jurisdictions. These agencies

shall be given 30 calendar days to review the application and to suggest any revisions in the public's interest to protect the operation of transportation facilities and services.

5.104

Type IV Application Requirements

(Changes are proposed only to Sections 5.104.01, 5.104.02 and 5.104.04)

5.104.01 Annexation

- A. Purpose. The purpose is to provide a procedure to incorporate contiguous territory into the City of Woodburn in compliance with state requirements and the Woodburn Comprehensive Plan .
- B. Mandatory Pre-Application Conference.
1. Annexation proposals are subject to a mandatory Pre-application Conference. The Conference shall be conducted pursuant to *Section 4.101.04*.
 2. Pre-Application materials. Anyone proposing an annexation shall submit the following materials when applying for the Mandatory Pre-Application Conference:
 - a. A preliminary site plan and phasing program for the proposed use and development;
 - b. Certification by the Public Works department of the adequate capacity of public facilities to serve the proposed development or that facilities necessary to provide adequate capacity must be determined;
 - c. Written documentation from the School District regarding adequate capacity, considering current and future enrollment and facilities, to serve the proposed development and from the Fire District regarding adequate capacity and access to serve the proposed development;
 - d. Traffic generation data regarding the proposed development sufficient to determine the need for a Traffic Impact Analysis;
 - e. Consent to annex all property that would be surrounded by the City if the annexation were approved, or written documentation regarding why such consent is unavailable; and
 - f. Written narrative statement showing compliance with applicable Woodburn Comprehensive Plan goals and policies regarding

annexation.

C. **Annexation Application Requirements.** An application shall include a completed City application form, filing fee, deeds, notification area map and labels, narrative statement regarding compliance with criteria, location map and the following additional exhibits:

1. A fully executed Annexation Petition, submitted on forms provided by the City of Woodburn;
2. An accurate legal description in a form certifiable the State Department of Revenue according to ORS 308.225;
3. Complete applications for all concurrent Comprehensive Plan Map amendment and/or Zoning Map change requests.

D. **Application Criteria.**

1. Annexation

- a. Findings showing compliance with applicable Woodburn Comprehensive Plan goals and policies regarding annexation, with the applicant bearing responsibility for the burden of proof.
- b. Territory to be annexed
 - 1) Shall be contiguous to the City of Woodburn; and
 - 2) Shall either:
 - a) Link to master plan public facilities with adequate capacity to serve development of the uses and densities indicated by the Woodburn Comprehensive Plan; or
 - b) Guarantee the facility linkages with adequate capacity, financed by the applicant.
- c. Annexations shall show a demonstrated community need for additional territory and development based on the following considerations:
 - 1) Lands designated for residential and community uses

should demonstrate substantial conformance to: a), b), and e) and at least one of c) (i), c) (ii) or d), as stated below; and [Section 5.104.01.D.1.c.1 as amended by Ordinance No. 2383, §66, passed March 16, 2005.]

- 2) **Lands designated for commercial, industrial and other uses should demonstrate substantial conformance to: h) and either f) or g), as stated below:**
- a) **Infill.** The territory to be annexed should be contiguous to the City on two or more sides;
 - b) **Residential Buildable Land Inventory.** The territory to be annexed should not increase the inventory of buildable land designated on the Comprehensive Plan as Low or High Density Residential within the City to more than a 5-year supply;
 - c) **Street Connectivity.** It is feasible for development of the site to either:
 - (i) Complete or extend the arterial/collector street pattern as depicted on the Woodburn Transportation System Plan; or
 - (ii) Connect existing stub streets, or other discontinuous streets, with another public street.
 - d) **Community Need.** The proposed development in the area to be annexed fulfills a substantial unmet community need, that has been identified by the City Council after a public hearing. Examples of community needs include park space and conservation of significant natural or historic resources.
 - e) **Reinforcement of Public Investment.** The territory proposed for annexation should reflect the City's goals for directing growth by using public facility capacity that has been funded by the City's capital improvement program;

- f) **Local Employment.** The proposed use of the territory to be annexed shall be for industrial or other uses providing employment opportunities;
 - g) **Reasonable Facility and Service Needs.** The proposed industrial or commercial use of the territory does not require the expansion of infrastructure, additional service capacity, or incentives that are in excess of the costs normally born by the community for development;
 - h) **Economic Diversification.** The proposed industrial or commercial use of the territory provides an economic opportunity for the City to diversify its economy.
- d. Right to Farm Covenant.** An application to annex land that is designated Low or Medium Density Residential on the Comprehensive Plan Map shall include a covenant on such property to be annexed where the owners, their successors, heirs, assigns and lessees, accept possible impacts from farming practices as normal, necessary and part of the risk of establishing a dwelling, structure, or use in the area; acknowledge the need to avoid activities that conflict with farming practices on nearby property; and, covenant not to pursue any claim for relief or cause of action alleging injury from farming practices for which no action is specifically allowed under ORS 30.936 or 30.937.

E. Procedures.

- 1. **Annexation Initiated by Consent.** *[ORS 222.125 and 222.170 (2)]* An annexation may be initiated by petition based on the written consent of:
 - a. The owners of more than half of the territory proposed for annexation and more than half of the resident electors within the territory proposed to be annexed; or
 - b. One hundred percent of the owners and fifty percent of the electors within the territory proposed to be annexed; or
 - c. A lesser number of property owners.
- 2. If an annexation is initiated by Section 5.104.01.E.1.c., after holding a public hearing and if the City Council approves the proposed annexation,

the City Council shall call for an election within the territory to be annexed. Otherwise no election on a proposed annexation is required.

3. **City Initiated Annexation of an Island.** An island is an unincorporated territory surrounded by the boundaries of the City. The Oregon Revised Statutes (ORS) enables the City to initiate annexation of an island (ORS 222.750), with or without the consent of the property owners or the resident electors. Initiation of such an action is at the discretion of the City Council.

5.104.02 Comprehensive Plan Map Change, Owner Initiated

- A. **Purpose:** The purpose is to provide a procedure for the consideration of a change in use designation on the Woodburn Comprehensive Plan, initiated by the property owner.
- B. **Application Requirements.** An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map and the following additional exhibit:
 1. **Transportation Impact Analysis (TIA), as applicable.**

The application shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060. If the review indicates that a transportation facility could be significantly affected, a TIA may be required. Significant means the proposal would:

- a. Change the functional classification of an existing or planned transportation facility. This would occur, for example, when a proposal causes future traffic to exceed the capacity of "collector" street classification, requiring a change in the classification to an "arterial" street, as identified by the Transportation System Plan; or
- b. Change the standards implementing a functional classification system; or
- c. Allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or

d. Reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.

C. Criteria. The applicant shall bear the responsibility for the burden of proof.

1. Proof that the current Comprehensive Plan Map is in error, if applicable;
2. Substantial evidence showing how changes in the community warrant the proposed change in the pattern and allocation of land use designations; and.
3. Substantial evidence showing how the proposed change in the land use designation complies with:
 - a. Statewide Planning Goals and Oregon Administrative Rules;
 - b. Comprehensive Plan goals and policies; and
 - c. Sustains the balance of needed land uses within the Woodburn Urban Growth Boundary.

~~The applicant shall bear the responsibility for the burden of proof.~~
4. Amendments to the comprehensive plan and land use standards which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

- a. Limiting allowed land uses to be consistent with the planned function of the transportation facility; or
- b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
- c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation.

5.104.04 Zoning Map Change, Owner Initiated

- A. Purpose: The purpose is to provide a procedure to change the Zoning Map use designation, in a manner consistent with the Woodburn Comprehensive Plan.
- B. Application Requirements. An application shall include a completed City application form, filing fee, deeds, notification area map and labels, written narrative statement regarding compliance with criteria, location map and the following additional exhibit:
1. Transportation Impact Analysis (TIA), as applicable.

The application shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with Oregon Administrative Rule (OAR) 660-012-0060. If the review indicates that a transportation facility could be significantly affected, a TIA may be required. Significant means the proposal would:

- a. Change the functional classification of an existing or planned transportation facility. This would occur, for example, when a proposal causes future traffic to exceed the capacity of "collector" street classification, requiring a change in the classification to an "arterial" street, as identified by the Transportation System Plan; or
- b. Change the standards implementing a functional classification system; or
- c. Allow types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or
- d. Reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.

- C. Criteria. The applicant shall bear the responsibility for the burden of proof.
1. Evidence proving a need for the proposed use and the other permitted uses within the proposed zoning designation.
2. Evidence that the subject property best meets the need relative to other properties in the existing developable land inventory already designated with the same zone considering size, location, configuration, visibility and other significant attributes of the subject property.

3. Amendments to the comprehensive plan, zoning map and land use standards which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

a. Limiting allowed land uses to be consistent with the planned function of the transportation facility; or

b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,

c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes of transportation.

D. Delineation.

Upon approval, a zone change shall be delineated on the official zoning map by the Community Development Director. A zone change subject to specific conditions shall be annotated on the official zoning map to indicate that such conditions are attached to the designation.

6.101 Description of Application Exhibits

(Changes are proposed only to Section 6.101.01.Q)

Q. Transportation Impact Analysis (TIA) Requirements.

A Transportation Impact Analysis required for either a street; (or access to a street); that is under City jurisdiction, a comprehensive plan map change, or a zoning map change shall be conducted to the specifications of the Public Works Department.

Figure 6.6 Street: Typical Cross Sections

(Delete Figure 6.6)

Section 2.113.01
Woodburn Development Ordinance (WDO)

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July 1, November 21, 2002/2003

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CITY OF WOODBURN

2005 PUBLIC FACILITIES PLAN

May 27, 2005 Draft

Prepared By

City of Woodburn

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Sanitary Sewer Plan

Figure 7-2 Layout of WWTP Facilities
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Storm Water Plan

Figure 1 Senecal & Mill Creek, Drainage Basin Boundaries
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Transportation Plan

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PUBLIC FACILITIES PLAN

SERVICE AREA CHARACTERISTICS

Woodburn is located in Oregon's Willamette Valley approximately 17 miles north of Salem and 30 miles south of Portland in the Pudding River basin. The topography of the service area slopes slightly to the northeast. The area is relatively flat with an elevation differential of only 50 feet, ranging 150 to 200 feet above sea level.

The main drainage through the City is Mill Creek, which drains to the Pudding River. Senecal Creek drains a small portion of the City's UGB area west of I-5. A very small portion of the east part of the city (east of highway 99E) naturally drains directly to the pudding river.

The climate is mild with wet winters and dry summers. Rainfall averages about 41 inches per year and one year in ten will exceed 51 inches. The wettest months are usually November, December and January with almost 20 inches of rainfall occurring during that time.

The soils in the area 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. The Amity series consists of poorly drained soils formed in mixed alluvial silts. The layer is general 17 inches thick overlaying a 7-inch silt loam subsurface layer and a 13-inch silty clay loam subsoil. The Woodburn series consists of moderately well drained soils formed in silty alluvium and loess. The 17-inch surface layer overlays 37 inches of subsoil and a silt loam substratum to a depth of 68 inches. The course of Mill Creek is etched in Bashaw clay and Dayton soils and terrace escarpment are also found in the service area.

The geology of the area consists of Troutdale formation materials and Willamette silts overlaying Columbia River basalt. Depth to basalt is unknown but thought to be approximately 600 feet. The Troutdale formation consists of alternate layers of clay, silt, sand and gravel. The Willamette silt formation consists of stratified silt, sandy silt, clayey silt and silty clay and has poor drainage characteristics.

The City is located in a Seismic Zone 3.

Two major highways traverse the City; Interstate 5 along the west side of the City and 99E along the east side of the City. Both routes run generally north-south through Woodburn. Oregon highway 214 is an east-west route through the City Highway 211 connects Woodburn to Molalla.

Woodburn is bisected by the Union Pacific Railroad main line. The railroad extends north-south through Woodburn and parallels Front Street through the City. Willamette Valley Railroad uses spur tracks that parallel Front Street and line that proceeds east from Front Street along Cleveland Street.

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WATER PLAN

HDR Engineering, Inc. prepared a water master plan for the City of Woodburn. It was first prepared in 1997 and updated in 2001. The 2001 update provides a 20-year plan for the water system through the year 2020. The plan was based on a projected permanent population potential of 38,586. The City has 5,380 single family, multi-family, commercial, industrial, and public connections. The Current service area of the water system is inside the City limits

The Water Master Plan assumed that all growth would occur within the current UGB (4050 acres). All of the projects identified during preparation of the Water Master Plan are listed and entered into the Capital Improvement Plan (CIP). The CIP prioritizes and schedules the projects and improvements over the planning period.

Projected Population

When the Water plan was prepared, it was based on a projected year 2020 permanent population of 38,586. Also considered in the water plan were 4,099 projected seasonal workers.

Water Source

Water Rights

The City of Woodburn obtains water entirely from groundwater. Woodburn has existing water rights within its certified service area of up to 13.25 mgd (20.45 cfs). Table 1 shows a water rights summary from the Water Master Plan.

Table 1 City of Woodburn Water Rights Summary Certificates of Water Rights (Supply)			
WRD Designation	Amount (GPM)	Well Name	Well No.
Permit No. G-10931	1000	Centennial	Well 10
Permit No. G-11921	1400	Donner	Well 9
Permit No. G-11922	2100	Nazarene	Well 7
Permit No G-12029	600	Astor Way	Well 11
Cert. No. 36537	500	Senior Estate	
Cert. No. 36538	750	King Way	Well A
Cert. No. 56379	750	Legion Park	Well 8
Regis. GR 2267	750	Shop No. 1	Well 1
Regis. GR 2268	300	Shop No. 2	Well 2
Regis. GR 2269	500	Library	Well 3
Regis. GR 2270	500	Settlemier	Well 4
Regis. GR 3815	300	Old SPRR	Well 5
TOTAL	9,200 gpm (13.25 mgd)		

The Water Master Plan found that Woodburn has sufficient water rights to meet the projected water demands through the year 2020.

Wells

The City's seven active wells tap the Troutdale aquifer, a large semi-confined aquifer. It is anticipated that the City will continue to utilize this aquifer as the sole source of water. Active wells are listed in Table 2.

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No.	Description	Capacity	Function
3	Library	500 gpm Depth = 198'	Provides water to the central part of Woodburn
4	Settlemer Well located at the intersection of West Hayes St. and Settlemer Avenue. Drilled in 1952	600 gpm Depth = 183'	Provides water to the central part of Woodburn
7	Nazarene Well located on Woodland Avenue. Drilled in 1967	1,000 gpm Depth = 333'	Provides water to the northwest part of Woodburn
8	Legion Park Well located on Alexandra Avenue. Drilled in 1974	868 gpm Depth = 194'	Provides water to the southern area of Woodburn
9	Warren Donner Well located on Country Club Road	1,000 gpm Depth = 280'	Provides water to the north central area of Woodburn
10	Centennial Well located 2205 National Way. Drilled in 1988	1,000 gpm Depth = 279'	Provides water to the north central area of Woodburn
11	Astor Way located at 1200 Astor Way. Drilled in 1989	1000 gpm Depth = 288'	Provides water to the north central area of Woodburn

The 2001 Water Master Plan found that the City needed to install four new wells in the west and southwest area of the City to increase the total well capacity to approximately 12 mgd. To stay ahead of growth in water demands these wells were programmed to be installed at an approximate rate of one well every five years. The proposed well projects from the Master Plan are listed in Table 3 as follows (estimated in year 2000 dollars):

Project Description	Year of Improvement	Estimated Costs (2000 Dollars)
Drill 2 wells at South Woodburn site	2002	\$680,000
Drill 2 wells at S. Woodburn site	2015	\$425,000
Drill 2 wells at West Woodburn site	2022	\$335,000
Totals (2000 Dollars)		\$1,440,000

Following the recommendations of the Water Master Plan, Woodburn developed two new wells in 2003 at south Woodburn sites as follows:

- Well 12 at 828 Parr Road
- Well 13 at 515 Settlemier Avenue

During the facility planning process for the water treatment facilities it was determined that the cost of connection of well 8 to the National Way Treatment Plant were excessive and there were further concerns regarding the construction and future water production capability of Well 8. The decision was made to construct a new well in the northern area of the City that would allow simplified transmission line connection and be constructed in a manner to provide for a more reliable long term water source. Subsequently Well 14 was constructed at 3015 National Way and a raw water transmission line connects this well to the National Way Treatment Plant. The locations of the treatment facilities within the system are shown on Figure 10-11.

Source Water Protection Plan

Oregon Department of Human Services and Department of Environmental Quality have developed a Source Water Protection Plan for the City. The plan inventories potential sources of contamination, establishes best management practices for industries within the influence zone of the City's wells, allows the City to develop ordinances to provide protection of the aquifer, and maps the flow patterns of the aquifers. The Troutdale aquifer, from which the City's wells obtain the City's drinking water supply is not a critical or restrictively classified groundwater area. The City does not at this time plan to request certification of the delineations in the Source Water Protection Plan for Statewide Planning Goal 5 purposes.

WATER DEMAND

Existing Demand

Table 4 contains information from 1992 to 1995 from metering records of the average daily water demand (ADD) and the maximum daily water demand (MDD).

Year	Average Daily Demand	Maximum Dailey Demand ⁽²⁾	
	MGD	MGD	Month in which MDD Occurred
1992	1.89	4.36	June
1993	1.73	3.88	August
1994	1.91	4.45	July
1995	1.88	4.57	July
1996	1.88	4.21	July
1997	1.89	4.26	August
1998	2.01	4.41	July
1999	2.13	4.46	July
2000	2.18	5.30	August
2001	2.19	4.27	July
2002	2.31	4.86	August
2003	2.28	5.25	July
2004	2.38	5.43	July

⁽¹⁾ Based on metering records
⁽²⁾ Based on ratio of MDD/ADD from pumping records

The following table shows the total water demand by land use category, the total number of connections (in 1996) by land use category, the water demand by each connection by land use category and the percent of total water demand by land use category.

Table 5 Woodburn Existing Water Demand Per Demand Category				
Demand Category	Total Demand (gpd)	No. of Connections (1)	Unit demand ⁽²⁾ (gpd/connection)	Percent of Total Demand (%)
Single Family Residential	1,098,000	4,176	266	62.00
Multi-Family Residential	310,400	127	2,440	17.00
Commercial	315,800	386	820	18.00
Industrial	520	3	173	0.03
City Owned	38,300	56	697	2.00
Fire Service	1,300	53	26	0.07
Other (Flushing)	13,800			0.00
TOTAL	1,778,000	4,800		100.00
⁽¹⁾ As of April 1996				
⁽²⁾ Based on number of connections in June 1995 and demand from June 1994				
⁽³⁾ gpd = gallon per day				

Single-family residences used approximately 266 gpd per connection. Multiple family residential uses have from 2 to 192 dwelling units per connection, with a median of 12. Therefore, the water demand per connection is higher than for single-family uses. The Water Master Plan estimated that water demand per capita was 97 gallons per capita.

As the table indicates, about 80 percent of the total water demand is from residential uses. Commercial uses account for 18 percent, city connections for 2 percent and less than one percent comes from industrial uses and fire service.

All water systems have a certain amount of water that is produced by the system that cannot be accounted for by billing records. This is termed "unaccounted-for water" and it results from un-metered demands, meter inaccuracies, leakage, hydrant and line flushing and testing, and authorized or unauthorized hydrant use. Typical water systems average from 5 to 10 percent unaccounted-for water.

Woodburn conducts annual audits of pumping and water consumption records. Data from 1986 through 2004 were summarized in Table 6 as follows:

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Table 6		
Woodburn Unaccounted For Water		
Year	Unaccounted for Water	
	MG	Percent
1986 - 87	31.0	5
1987 - 88	30.9	5
1988 - 89	50.1	8
1989 - 90	67.0	11
1990 - 91	50.4	8
1991 - 92	86.3	11
1992 - 93	64.4	10
1993 - 94	55.3	8
1994 - 95	56.6	9
1995-96	48.1	7
1996-97	41.2	6
1997-98	55.2	8
1998-99	58.7	8
1999-00	46.6	6
2000-01	71.8	9
2001-02	50.1	6
2002-03	58.9	7
2003-04	43.5	5
Average	54.7	8

The unaccounted-for water in Woodburn ranges from 5 to 11 percent of production with a median and average of 8 percent. Woodburn gives leaking pipelines priority for replacement in its distribution system maintenance budget.

Projected Year 2020 Demand

The Water Master Plan is based on moderate measures to conserve water, that the plan expects to reduce demand between 5 and 8 percent, including the following:

- Leak detection and water line repair and upgrading.
- Annual water audit to calculate the amount of unaccounted-for water.
- Metering of all service connections.
- A public education program using bill inserts to publicize the need for water conservation.
- Technical assistance measures including a bill showing the consumption history and customer assistance for questions related to water conservation.
- Promotion of conservation for nurseries and park department facilities and low water demand landscaping in all retail customer classes.
- Increasing Block Structure for water rates.

The Water Master Plan estimated that by the year 2020 average day demands (ADD) may increase to 4.47 million gallons per day and maximum day demand (MDD) may increase to 10.28 million gallons per day.

Year	No Conservation Impact		Moderate Conservation Impact	
	Add (mgd)	MDD (mgd)	ADD (mgd)	MDD (mgd)
2010	2.96	6.81	2.73	6.28
2015	3.51	8.07	3.23	7.43
2020	4.14	9.52	3.82	8.79
2025	4.70	10.82	4.36	10.02
2030	5.25	12.08	4.86	11.18
2035	5.74	13.20	5.32	12.23
2040	6.17	14.19	5.71	13.14

Year	No Conservation Impact		Moderate Conservation Impact	
	ADD (mgd)	MDD (mgd)	ADD (mgd)	MDD (mgd)
2010	3.20	7.35	2.95	6.78
2015	3.79	8.72	3.49	8.03
2020	4.47	10.28	4.130	9.50
2025	5.08	11.68	4.70	10.82
2030	5.67	13.05	5.25	12.08
2035	6.20	14.26	5.74	13.20
2040	6.66	15.32	6.17	14.19

TREATMENT

Historically, the City of Woodburn provided no water treatment or disinfection because the quality of water derived from city wells has proven not to require disinfection and neither state nor federal water regulations require treatment or disinfection for wells. Increasing concerns with the odor, taste and staining problems generated by iron and manganese in the groundwater, a potential decrease in the federal arsenic standard and potential regulation of radon led the City to update its master plan and develop a treatment plan for the City's water supply. Woodburn complies with the parts of the Safe Drinking Act that are currently in force and apply to the City.

Iron and manganese levels in the City's water source have caused numerous complaints about the aesthetic quality of the water. To eliminate the iron and manganese problems, the Water Master Plan recommended that the City construct neighborhood treatment plants.

Table 9 Woodburn Water Master Plan Treatment System Summary of budgetary Cost Estimates		
Treatment Component	Year of Improvement	Estimated Costs (2000 Dollars)
Raw Water Transmission Pipelines	2003	\$1,079,000
Raw Water Transmission Pipelines	2015	\$413,000
Raw Water Transmission Pipelines	2022	\$195,000
Reservoir Improvements	2004	\$4,127,000
Drill 2 Wells at S. Woodburn Site	2002	\$680,000
Drill 2 Wells at S. Woodburn site	2015	\$425,000
Drill 2 Wells at W. Woodburn Site	2022	\$335,000
Construct three 2.7 MGD Treatment Plants	2005	\$10,288,000
S. Woodburn Treatment Plant Expansion	2015	\$1,500,000
Construct W. Woodburn Treatment Plant	2022	\$1,720,000
	Totals (2000 Dollars)	\$20,762,000

The City is nearing completion of three neighborhood treatment plants as recommended in the Water Master Plan. The three treatment plants are located at well sites on National Way, Country Club Road and Parr Road. These treatment facilities treat water from wells at their sites and water transmitted from nearby wells through raw water transmission lines constructed when the treatment plants were constructed in 2003-2004. The locations of the treatment facilities are shown on Figure 10-11.

STORAGE

Water system storage is considered to be comprised of three elements: equalizing, fire flow and emergency. "Equalizing storage" provides water supply when customer demand exceeds the capacity of the wells and pumps to produce water flow. "Fire flow reserves" provides the volume of water needed to provide the demand for fire flow for a fire having a finite duration. "Emergency storage" supplies water when a portion of the water production system is out of commission. The same volume of storage can serve all three purposes. The Water Master Plan projects that in the year 2020 these storage requirements will be as follows:

Emergency standby	1,400,000 Gal
Fire Flow Reserves	1,500,000 Gal
Equalizing Storage	2,230,000 Gal

The city has an elevated reservoir located near Broadway and Front Street. It is 130-feet high, was built in 1965 and has a capacity of 750,000 gallons. This reservoir is in good condition and is planned to continue in service without substantial repair during the planning period. An older, smaller tank located next to this tank is scheduled for demolition.

In normal operating conditions, pressure within the water system is established by the elevated reservoirs. When demand in the system draws down the reservoir level, pumps at the wells are turned on to pump into the system and to replenish the reservoir supply. If the level in the reservoir continues to drop after the first

well pump has turned on, more pumps receive signals to turn on and pump into the system until the tank water level reaches pre-determined shutoff level.

When the treatment plant becomes operational the pressure within the water system will be established by the larger elevated reservoir. Backup pressure, which had been from the smaller elevated reservoir, will now be established from booster pumps at each of the treatment plant sites and pressure sensors located at various locations in the City. The booster plant pumps will operate to maintain water levels in the elevated reservoir and to supply demands placed upon the system by users. If the elevated reservoir is out of service for maintenance or other reasons the treatment plant booster pumps and pressure sensor system will maintain desired system pressure.

The Water Master Plan found that there was a significant deficiency in water storage capacity. The existing storage was sufficient to equalize demand within the system and to provide minimal fire flow reserves, but does not provide emergency standby storage nor to satisfy ISO fire flow standards. The plan recommends the City construction 4.4 million gallons of new storage capacity, to increase the total storage volume to 5.15 million gallons, comprised of 2.25 million gallons equalizing and 2.9 million gallons of emergency-standby/fire flow reserve storage. The plan recommends that the storage be provided in two reservoirs, each providing 2.2 million gallons and that the reservoirs be located at the proposed treatment plant sites. These reservoirs were recommended to be grade-level facilities.

In the design review process for treatment facility construction the decision was made to place reservoirs at all three treatment plant locations. The decision was made to allow the reservoirs to reduce levels of radon in the City groundwater supply. Although not finalized, the proposed federal limit on radon in drinking water is exceeded in some city wells. The City decided to place radon reduction systems in reservoirs. To fully treat all water supplies for radon required a reservoir at each treatment site. Reservoirs sizes were 2.7 million gallons at Parr Road, 0.3 million gallons at Country Club Road and 1.7 million gallons at National Way. With the 0.75 million gallons at the existing reservoir the City has a total of 5.45 million gallons which exceeds the projected 2020 master plan requirement of 5.13 million gallons of storage. The location of these reservoirs is shown on Figure 10-11.

Grade level storage utilizes pumps to move water into the distribution system and work with the elevated storage reservoir to maintain water pressure. The pumps need to be large enough to satisfy anticipated peak demand flow rates. They also need to have an automated auxiliary power supply to assure water is available during power failure. All three of the treatment plants have emergency generators capable of plant operation as well as operation of the wells located at each of the treatment plant sites. The City has portable generators that can used to provide emergency power to other wells.

In 2003-2005 the City is constructing a new storage facility at each of the three new treatment plants. The locations of the storage facilities within the system are shown on Figure 10-11.

WATER DISTRIBUTION SYSTEM

There is approximately 66 miles of transmission and distribution piping ranging from 1-inch to 18-inches in diameter. Approximately four miles are piping with sizes of 4-inches or less. Substandard pipe of 1-inch and 2-inch diameter is being routinely replaced. The majority of the pipe within the service area is 6-inch or 8-inch diameter service piping. (The City is not required to address these segments of the distribution system in the public facilities plan).

A summary of the quantity of pipe by diameter is illustrated in Table 10 as follows:

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Pipe Size	Total Length of Pipe (feet)
4"	14,034
6"	153,201
8"	188,483
10"	17,670
12"	65,958
14"	8,419
16"	1,425
18"	2,336

The majority of the pipe in the system is ductile or cast iron. There is a significant amount of asbestos-cement pipe in the Senior Estates area. This asbestos-cement pipe has not caused any water quality problems. The City routinely repairs and replaces older leaking or undersized pipes as part of an annual maintenance program. These pipe repairs and replacements are performed by water division personnel or through contracts listed in the City's capital improvement program.

Pressure within the distribution system is generally between 50 and 60 psi. The water master plan did not identify significant pressure deficiencies during maximum day flows. When water is pumped from the distribution system to fight a fire, water pressure within the system can be reduced. State administrative rules require the system maintain a minimum pressure of 20 psi. Pumping systems installed as a part of the water treatment project (at each of three treatment plants) will allow this requirement to be met during a fire event.

The City requires the maximum day demand plus fire flow for a proposed development to be calculated. Demand must not exceed available supply. Calculated available fire flow is compared to the standards in Table 11, which include the Insurance Services Office standards for fire flow.

Zoning Classification	Minimum Required Fire Flow (gpm)	Duration (Hours)
Residential (<12 units/acre)	1,000	2
Residential (>12 units/acre)	3,000	3
Commercial	3,000	4
Public Use	4,000	4
Industrial	5,000	5

If the available fire flow is less than the required value, the developer may be required to either modify the proposed method of construction to reduce the required fire flow or make system improvements to increase the available fire flow in the water system to the development.

The Water Master Plan recommended replacing inadequate segments of the water distribution system before emergency situations occur or before capacity problems arise. The City will annually fund an ongoing substandard main replacement program. The Water Master Plan established priorities for replacing pipes as follows:

- Pipes in areas of related frequent customer complaints.
- Leaking pipes.
- Pipes identified by either maintenance or operations as problem pipes.
- Pipes four inches or less in diameter, and in areas that have the potential for growth.
- Undersized transmission mains.

- Aged Asbestos cement pipe.
- Aged steel or cast iron pipe.
- Lead joint pipes

As areas within the UGB develop, the City will require developers to extend the transmission mains into these areas and make any improvements necessary to the distribution system. The water master plan does not include project costs for distribution improvements in areas to be developed in the future. As areas develop, the City will determine the exact configuration of the transmission pipe system.

TELEMETRY AND CONTROLS

The existing pumping system has an antiquated control system based on mercury switch technology. The treatment plants will utilize a modern Supervisory Control and Data Acquisition (SCADA) system. The SCADA system will automate operation of each individual facility, enable monitoring and control from a central location and provide reliable communication between sites. The SCADA system will optimize water production and control and alarm notification. An operations center at the water division shop will be the central base for the computer SCADA system. Existing water wells will be incorporated into the SCADA system. Communication between sites and the operations center will be through a radio telemetry system.

SHORT TERM WATER PROJECTS

Table 12 shows the water distribution system projects in the Capital Improvement Program for the next six years.

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**Table 12
Planned Water Improvement Projects
Woodburn Capital Improvements Program
Fiscal Years 2003 – 2009**

Project Number	Project	2003-04	2004-05	2005-06	2006-07	2006-08	2008-09
1	Hwy 214 widening			\$44,000			
2	Laurel Avenue (replace line)		\$46,000				
3	Hwy 99E: Tomlin to Laurel		\$22,000				
4	Hwy 99E: Laurel to Aztec		\$16,500				
5	99 E at Silverton Road (bore)				\$110,000		
6	N First Street/N. Second (loop)			\$18,700			
7	N. Fifth Street (replace line)		\$44,000				
8	Hwy 214 A Mill creek						
A	Bore	\$55,000					
B	Loop line installation	\$132,000					
9	Hwy 99E: Blaine to Aztec			\$44,000			
10	Hwy 99 E: Blaine to Lincoln			\$66,000			
11	Ogle/Parr/S. Boones Ferry			\$96,000			
12	McKinley St. Line Capacity Imp.	\$22,000					
13	Lincoln to Hardcastle (loop)				\$132,000		
14	99 E South (New Line)				\$132,000		
15	Silverton Road (Loop)				\$44,000		
16	Water System Rehabilitation						
17	Water Treatment	\$9 million	\$6.8 million	\$1million			
18	Hwy 214/99E Loop Line					\$100,000	
19	Hazelnut Dr. -n Replace Bridge Line					\$55,000	
20	Brown street - Line Rehab (materials only)	\$27,500					
21	Parr Road to Evergreen Loop						
22	Woodburn Village Line Replacement		\$61,600				

FUNDING

The City allocates its water budget into five funds: Water fund, Water Well Construction Fund, Water Equipment Replacement Reserve Fund, and the Water System Development Trust Fund. The available sources of revenues come from water user fees, service fees, interest revenues, system development charges and miscellaneous revenues.

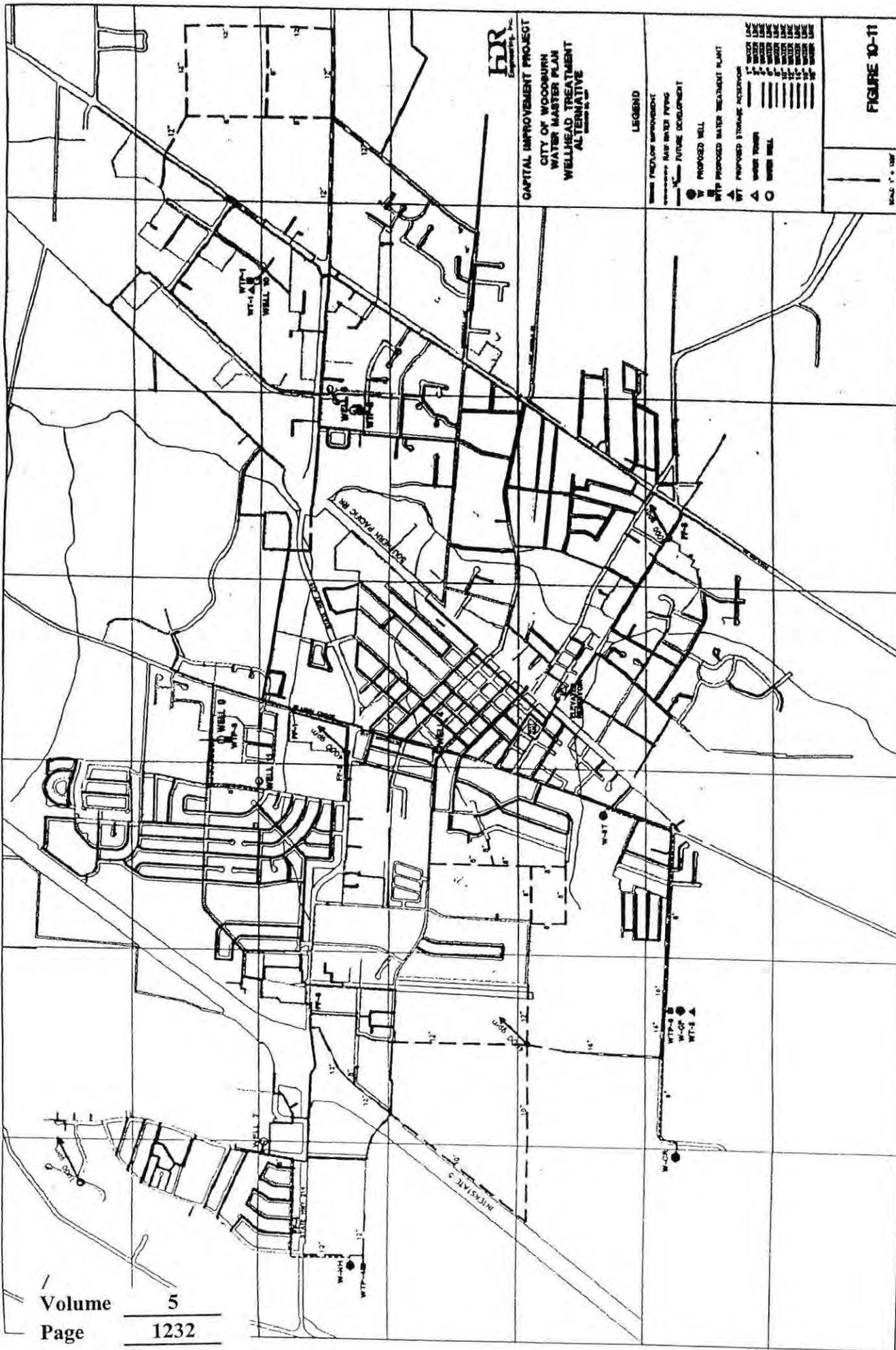
The City last completed a rate study in 1999. The purpose of the study was to determine the rates and system development charges that would be necessary to fund needed capital improvements and to ensure

the ongoing fiscal health of the water system. The study also ensured that required increases were equitable in terms of what each class of user pays. The rates and charges determined were to provide revenue for capital improvements and for operation of the water supply, treatment and distribution system.

Water rates were determined utilizing a cost-of-service or functional allocation of costs. The intent of this allocation is to recover revenue from classes of customers according to the demands that they place on the system. Customer classifications included single family residential, multi-family residential, commercial, industrial and fire service in recognition of the different demands placed by each of the classifications. Single family residential, the largest water user, includes a fixed rate meter charge and a three tier increasing block volume rate. The volume block rate increased at quantities equal to average winter and summer water use. Other classifications of users were charged a fixed meter charge and a single volume rate.

Service fees are evaluated annually and are based primarily on the cost to provide the service. The system development charge is the sum of a calculated reimbursement fee and improvement fee. The reimbursement fee recovers costs associated with capital improvements already constructed or under construction. The improvement fee recovers costs associated with capital improvements to be constructed in the future. The basis for the fee is peak daily water demand.

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HR
 Engineers, Inc.
CAPITAL IMPROVEMENT PROJECT
CITY OF WOODBURN
WATER MASTER PLAN
WELLHEAD TREATMENT
ALTERNATIVE

- LEGEND**
- IMPROVEMENT
 - FUTURE DEVELOPMENT
 - PROPOSED WELL
 - ▲ PROPOSED WATER TREATMENT PLANT
 - ▲ PROPOSED STORAGE TANK
 - WATER TOWER
 - WATER WELL
- WTP-1
 WTP-2
 WTP-3
 WTP-4
 WTP-5
 WTP-6
 WTP-7
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FIGURE 10-11

SCALE 1" = 100'

SANITARY SEWER PLAN

In November 1993, the City of Woodburn was notified by the U.S. Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ) to develop a plan to meet the more stringent Publicly Owned Treatment Works (POTW) effluent limits developed for the Pudding River. The volume of water in the Pudding River, during the summer months (July and August), is so low the river cannot dilute the treatment plant effluent sufficiently. Low flows result in oxygen levels, needed by certain aquatic life, to be below acceptable limits. The inability to maintain sufficient oxygen levels is the main reason the Pudding River has been classified as a water-quality-limited stream. Total maximum daily loads were established for the Pudding River and waste load allocations set for the Woodburn POTW.

In response to DEQ notification, the City prepared a Wastewater Facilities Plan for its wastewater treatment and collection system. The City adopted this plan in 1995 and incorporated applicable goals and policies into the Comprehensive Plan in 1997. This plan is designed to guide operations and improvements to the City's treatment system through the year 2020.

In addition to providing upgrade guidelines for the existing system, to meet regulatory requirements, the facilities plan provides for increasing the system's capacity to accommodate planned residential, commercial and industrial growth. Additional efficiency is built into the plan by providing for phased construction of the improvements. The estimated cost of treatment facilities is divided into two phases. Phase 1 estimated costs (in 1998 dollars) are \$38.3 million; Phase 2 estimated costs (in 1998 dollars) are \$11.9 million. The plan will enable the City to look ahead to long-term needs through the year 2020, while implementing the improvements only as they are needed.

The planning period is 1995 to 2020. The study area encompassed the area within the present urban growth boundary (UGB) of the City of Woodburn and areas where expansion of the UGB can reasonably be expected to have the potential for occurrence by the year 2020. Areas outside the UGB were also included in the study for public health reasons. The city already serves one significant user, the MacLaren School, which is located outside the UGB. The potential exists that other uses, such as trailer parks, outside the UGB could be served in the interest of public health. Expansion of the UGB to serve unsewered areas requires approval of the Department of Land Conservation and Development.

The Wastewater Facilities Plan utilized the following population equivalent projections to the year 2020:

- 3.4 percent growth for the summer residential population equivalent
- 3.4 percent growth for the summer commercial population equivalent
- 0.5 to 1.0 percent growth for the permitted industrial population equivalent

These growth rate projections are consistent with, if not more conservative than, the Woodburn 2020 coordinated population projection adopted by Marion County in December 2004. The adopted 2020 population is 34,919. An annual growth rate of 2.8 percent was utilized to develop this projection. The Wastewater Facilities Plan used a 2020 residential summer average population projection of 43,672. Based on this information, the existing Wastewater Facilities Plan should provide sufficient capacity for the 2005 urban growth boundary amendments and projected population growth through 2020.

On December 28, 2004, the U.S. Environmental Quality Protection Agency (EPA) and Oregon Department of Environmental Quality (DEQ) issued the City a National Pollutant Discharge Elimination System (NPDES) Permit. The compliance schedule with this permit requires the City to develop a plan and construct facilities for meeting the more stringent POTW effluent limits developed for the Pudding River. The treatment plant's wastewater effluent temperature/winter ammonia discharge is higher than can be directly discharged to the Pudding River during parts of the year. Increased river temperatures/winter ammonia levels have an adverse affect upon aquatic life. DEQ has established temporary temperature and winter ammonia limits until the establishment of total maximum daily loads for the Pudding River and waste load allocations are set for the Woodburn POTW.

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In response to the NPDES compliance schedule, the City will prepare a Wastewater Facilities Plan update for its wastewater treatment plant and collection system. Part 1 of the proposed update will include plans to meet the NPDES permit temperature/winter ammonia compliance schedule. Part 1 costs have not been determined at this time. Part 2 of the proposed update would include plans for construction of Phase 2 of the 1995 plan.

TREATMENT

Phase 1 of proposed improvements to the wastewater treatment facility was completed in 2003. A diagram showing the physical layout of the treatment facility is shown in Figure 7-2. Detailed descriptions and maps of the system are included in the Wastewater Facilities Plan.

The hydraulic design capacity of the treatment plant is 3.3 mgd average dry weather flow, and 16 mgd peak hourly flow. The average total biochemical oxygen demand (BOD5) capacity is 6,500 lb/day BOD5. Currently, the plant has an average daily dry weather flow of 2.10 mgd, with average for the peak month being 2.9 mgd, and a wet weather peak hourly flow of 13 mgd. The plant average daily load of BOD5 is 4,500 lb/day and a maximum daily load of 10,575 lb/day.

No major improvements to the facility have been necessary since Phase 1 construction. Phase 2 improvements will be constructed when Phase 1 facilities near capacity which is anticipated to occur by 2008. As discussed above, Phase 1 and 2 improvements should provide sufficient capacity for the 2005 urban growth boundary amendments and projected population growth through 2020.

PRIMARY COLLECTION SYSTEM

The wastewater collection system conveys wastewater from residential, commercial and industrial facilities to the treatment facility. A diagram showing the layout of the existing sewer trunk and interceptor lines and pump stations is shown in Figure 2. Figure 3 shows the current sewerage service area. The Woodburn sanitary sewerage collection system is composed of approximately 14.4 miles of trunk and interceptor line and 10 pump stations. The collection system currently serves about 2,087 acres but is planned to serve 4,913 acres. The current urban growth boundary comprises approximately 4,050 acres. The Wastewater Facilities Plan included consideration of 312 acres of land at the northeast edge of the UGB and 1,182 acres of land along the western edge of the UGB. Figure 1 shows the sewerage service area analyzed in the Wastewater Facilities Plan and shows areas considered for service expansion outside of the current UGB.

To supplement the Wastewater Facilities Plan, the Woodburn Public Works Department provided an analysis of the ability of the City to provide wastewater facilities to UGB expansion areas proposed in conjunction with the City's 2005 periodic review amendments (ref. UGB Study Area Public Services Analysis, 2004). This study provides an analysis of the wastewater collection system improvements needed to serve all of the proposed UGB expansion areas and cost estimates of the improvements. In all cases, it was concluded that the existing wastewater collection system would have sufficient capacity to serve the proposed expansion areas and all proposed expansion areas could feasibly be serviced on a cost efficient basis.

The Wastewater Facilities Plan provides a description of potential needed improvements to the collection system. The results of the hydraulic analysis showed that the Mill Creek Pump Station and Pump Station Numbers 1, 2, 3, and 9 might require capacity upgrades. In addition, the Front Street Interceptor through the downtown area to Lincoln Street and the trunkline along Highway 214 and Astor Way serving the northern portion of town will require improvement to increase capacity. Additional problems are not expected, but the problems listed above are expected to get worse. Flow predicted for buildout conditions will surcharge approximately 59 percent of the trunk and interceptor system. Further analysis of the condition of wastewater collection facilities is included in Volume II of the Wastewater Facilities Plan.

PROJECTS NEEDED TO SUPPORT PLANNED USES

WASTEWATER SHORT RANGE FACILITY PROJECTS – (Five Year)		
Project Title	Year of Improvement	Estimated Costs (2005 dollars)
Phase 2 Treatment Plant Improvements	2008	\$11.9 Million
Rainier Force Main Extension	2006	\$250,000
Southwest Pump Station	2005	\$100,000
North Trunk Rehab/Hazelnut Bridge Crossing	2007	\$450,000
Mill Creek Trunk Line Improvements	2007	\$600,000
N. 1 st /Harrison Improvements	2005	\$60,000
Rehab/Infiltration & Inflow Removal	2005	\$220,000

WASTEWATER LONG RANGE FACILITY PROJECTS – (5-20 Year)	
Project Title	Estimated Costs (2005 dollars)
Treatment Plant Temperature/Winter Ammonia Compliance	Unknown
UGB Expansion Region 1 Collection System Improvements	\$1.67 Million
UGB Expansion Region 2 Collection System Improvements	\$1.79 Million
UGB Expansion Region 3 Collection System Improvements	\$165,000
UGB Expansion Region 6 Collection System Improvements	\$890,000
UGB Expansion Region 7 Collection System Improvements	\$3.83 Million
UGB Expansion Region 8 Collection System Improvements	\$1.2 Million

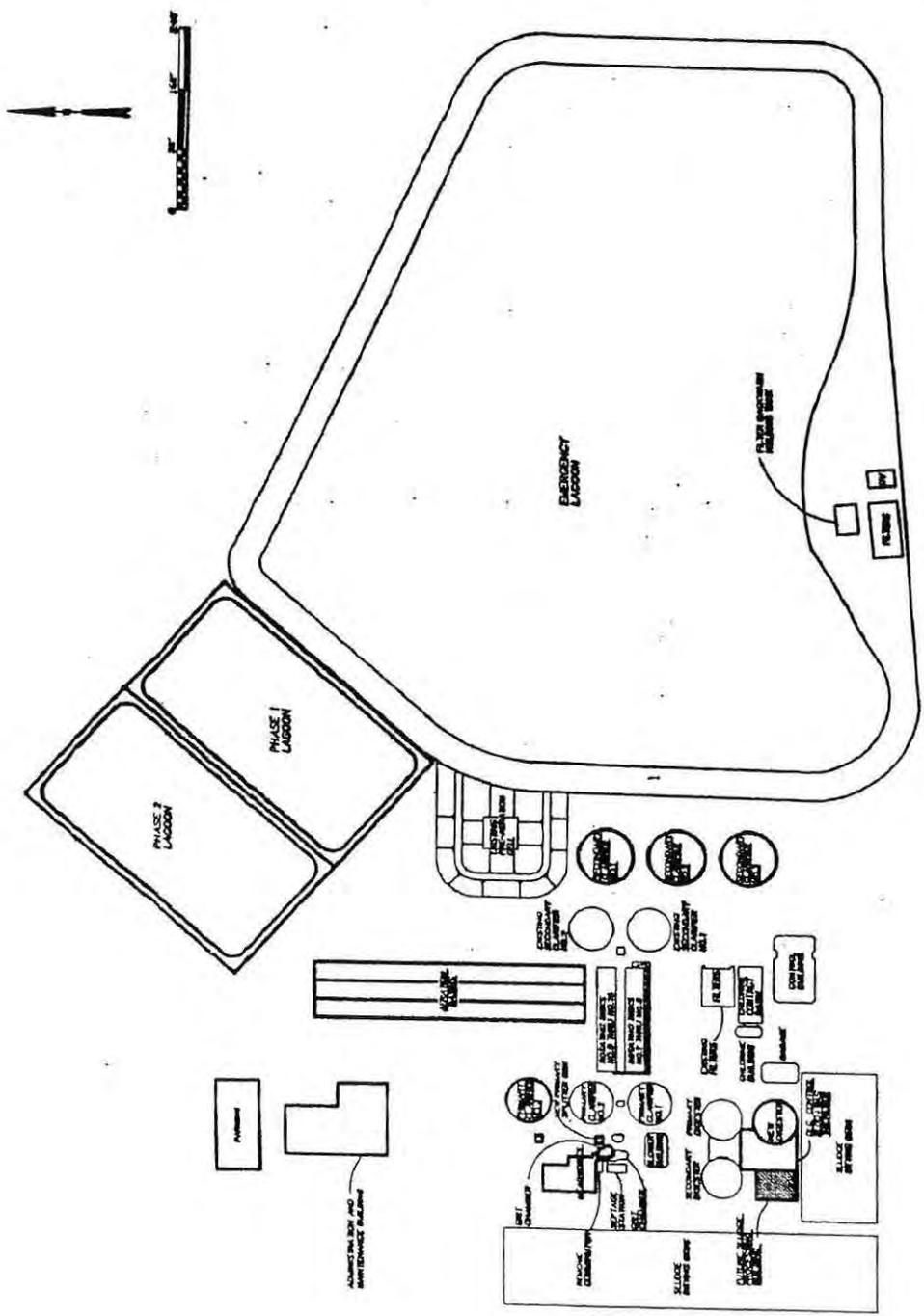
FUNDING

To assure that the impact of providing and maintaining new sewer collection facilities is not a burden to the community, new development will be required to pay for the cost of collection facilities needed to serve such development. Extra capacity facilities required to meet the standards of the Master Sewer Plan will be paid from accumulated revenue of the System Development Charge Fund.

The City will continue paying the cost of maintaining and improving the existing collection system with funds derived from user fees.

Treatment plant upgrades will be financed through a combination of system development charge funds, loans, and grants.

Figure 7-2
 CONCEPTUAL LAYOUT OF
 RECOMMENDED WOODBURN
 WWTP FACILITIES



EXISTING WWTP SITE CONCEPTUAL LAYOUT



FIGURE 2

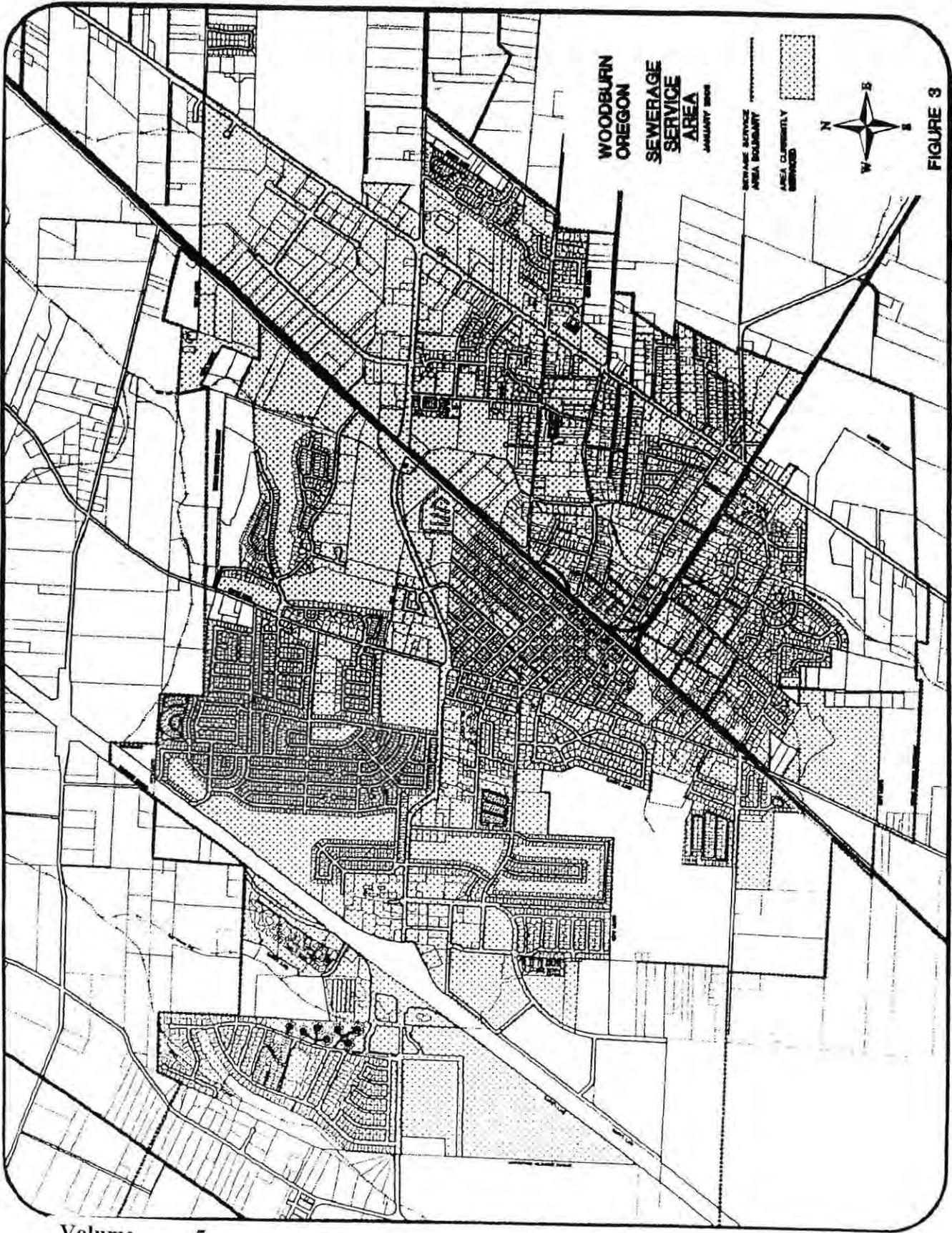


FIGURE 3

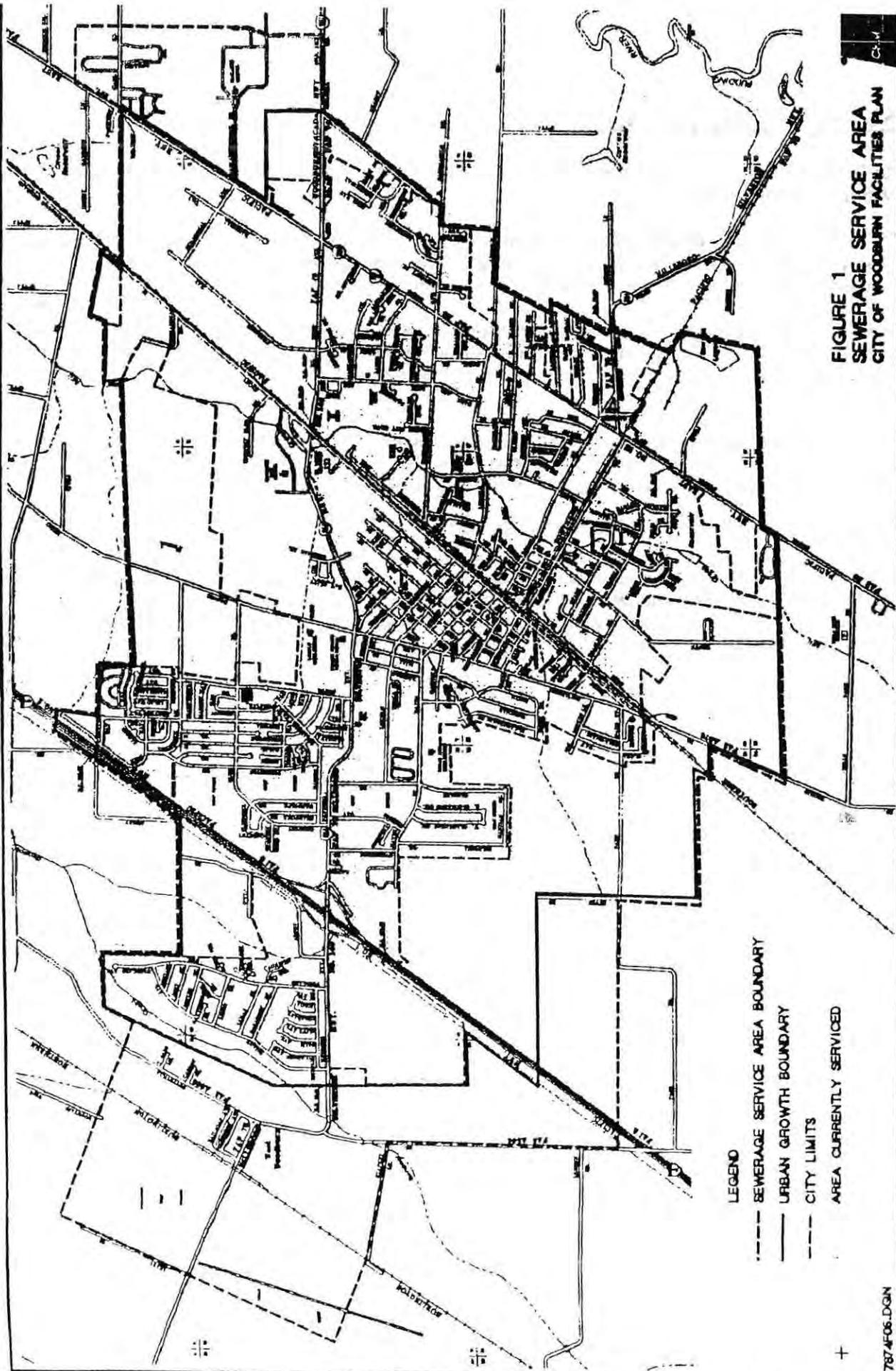


FIGURE 1
SEWERAGE SERVICE AREA
CITY OF WOODBURN FACILITIES PLAN

- LEGEND
- SEWERAGE SERVICE AREA BOUNDARY
 - URBAN GROWTH BOUNDARY
 - - - CITY LIMITS
 - · · AREA CURRENTLY SERVICED

7874F06.DGN

STORM WATER PLAN

The Woodburn Storm Drainage Master Plan was prepared by Crane and Merseth Engineering/Surveying in 1995, and was updated in 2002.

The study area of the Storm Drainage Master Plan included the area within the UGB as it existed before the 2004 amendments and areas immediately surrounding the City that contribute runoff to Mill Creek and Senecal Creek upstream of the City. The study area comprised approximately 9,447 acres.

The Storm Drainage Master Plan is based on identifying the impervious area that existed in the base year, 1994. The study then calculated impervious areas for future land uses based on an assumption that every parcel within the UGB fully developed at the maximum density allowed by the 2001 Woodburn Comprehensive Plan Land Use Map.

As noted, there are two major drainage basins within Woodburn, Senecal Creek and Mill Creek. See Figure 1, Senecal & Mill Creek drainage basin boundaries. The small basin, Senecal Creek is divided into 13 sub-basins (see Figure 4) and the larger basin, Mill Creek, is divided into 51 subbasins (see Figure 5).

EXISTING INVENTORY - MAJOR DRAINAGE WAYS

Appendix A to the Storm Drainage Master Plan contains an inventory, June 1999, of the existing public storm water systems 12-inches and larger in diameter in the Mill Creek and Senecal Creek basins in the City of Woodburn. Table 1 contains a summary listing (by basin) of pipe sizes, materials, and conditions. Table 2 includes data for culverts.

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**Table 1
Mill Creek Tributary and Sub-basin
Storm Drain Capacity Inventory**

Pipe/Channel Segment Description	Flow Node/subbasin	Size/Diam (Inches)	Type	approx. Length (FT)	Adequacy Design Event Carried (YR)	
					1996 Conditions	Full Build
SUB-BASIN M-6A2						
Hardcastle Ave. 30th Outfall Line	M-6A2	30"	CSP	2800	100	25
TRIBUTARY M-7 (Includes M-11-C2 SETTLEMEIR TO FRONT ST.						
Front St. Crossing & Leaping Weir	#7	30	CMP	230	100 (Ponded)	2 (Ponded)
Open Channel, 1st to Front	#7		DITCH	250	25, Storage Area	Maintaining as storage or Convey 100 cfs
1st Street Crossing	#7	30	CMP	150	2	<2
Open Channel, 2nd to 1st	#7		DITCH	200	100, out of bank	Convey 100 CFS
2nd St. Crossing	#7	36	CMP	70	5	2
36", 3rd to 2nd St. Crossing	#7	36	CMP	350	100	100
42" Lincoln to 3rd St	#7b	42	CMP	1390	100	25
25" Settlemier to Lincoln	#7b	24	RCP	280	25	<2
HAYES ST. LINE						
A IN CT/HAYES ST. LINE	M-7B1	18	RCP	750	10	(No additional capacity)
	M-7B1	15	RCP	440	10	(No additional capacity)
	M-7B1	18	RCP	520	10	(no additional capacity)
TRIBUTARY M-9a, MCKINLEY/99e						
HWY 99e TO OUTFALL						
48" CMP Gatch St. Crossing	#9A	48	CMP	375	100	100
Open Channel, Gatch to Bryant	#9a		DITCH	800	100, ponded	Convey 75 CFS
48" Outfall @ Bryant	#9a		CMP	150	25	25
48" CMP, Bryant to McKinley	#9a	48	CMP	550	50	50
McKinley St. 24", Conf. 48" to 99E	M-9A3	24	CMP	600	<2	<2
SUB-BASIN M-10						
12" Collector, Outfall to Jana Ave.	M-10	12	CMP	470	2\	(No additional capacity)
12" Collector, Jana Ave. to Hawley	M-10	12	CMP	650	2	(No additional capacity)
TRIBUTARY M-11						
CLEVELAND ST. OUTFALL TO SETTLEMEIR						
Outfall Culvert, Brown to Cleveland	#11	(2) 42"	RCP		100	5 (Undetained)

Open Channel, Front St. to Brown St.	#11		DITCH		50	5 (Undetained)
Front St. Crossing	#11a	48"	RCP	200	50	5 (Undetained)
Park pipe, Settlemier to Front	#11b	48"	RCP	1160	50	5 (Undetained)
Settlemier Crossing	#11b	54"	CMP	50	50	5 (Undetained)
18" A Street Collector	M-11	18"	1	1300	5	<2
SPUR M-11B/PARR ST. TO CONF.						
Open Channel, Brown St. to Conf. Main Trib	M-11B1/B2		DITCH		100, Backwater Ponding	Convey 30 CFS

**Table 2
Mill Creek Main Stem
Existing Culvert Inventory**

Crossing Description	Flow Node	1995 Survey Data Size/ Diameter	Type	Length (FT)	Top of Road Overflow Elevation	Target Flood Elevation (FT)	APPROXIMATE CAPACITY		
							Flow (CFS)	Event (YR)	Buildout
Crosby Road Arch Culvert	M-1	7'x10"	CMP Arch	69	148.4	148.0	340	5	2
Private Drive	M-2	8.3'x7.8' (96")	CMP	26	149.1	149.0	280	2	<2
Hazelnut Ave. Bridge	M-4	Natural Section	NA	80*	157.1	152.0	>500	100	100
High School Entrance Drive	M-4	9.1'x14.0'	CMP Arch	66.8	158.9	153.4	490	100	100
Hwy 214 - Box Culvert	M-5/6	12'x7.7'	Con. Box	73	154.4	154.0	500	100 (Backwater Flooding)	
Front St and SPRR Culverts	M-6	96"	CMP	285	180/6(RR)	156.0	430	100	100
Hardcastle Avenue - & 2" CMP	M-8	72" (deformed outlet)	CMP	182	163.6	161.5	250	50	25
Lincoln Street Culvert	M-9	84" (deformed)	CMP	130*	169.3	163.5	290	100	100
Young Street Box Culvert	M-10/11	8'x6'	Con. Box	100*	174.0	164.3	290	100	100
Cleveland Street Arch Culvert	M-10	9.3x16.4'	CMP Arch	150*	168 (street)	164.4	210	100	100
Marshall Street Culvert	M-10	48"	RCP	57	165.5	165.5	82	10	5
Stark Street Culverts	M-10	(2) 48"	RCP	62	167.9	167.0	200	100	100
Wilson Street Culverts	M-12	(2) 52"	RCP	74	169.0	169.0	200	100	100

* Indicates approximate length only, no field survey data.

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NEEDED DRAINAGE IMPROVEMENTS TO SUPPORT GROWTH

Recommendations for needed storm drainage projects are found in Chapter 9 of the Storm Drainage Master Plan.

Detention Policy Implementation

The Storm Drainage Master Plan includes a Stormwater Flow Management Program, including policies regarding detention. This policy requires on-site detention for new developments and identifies several locations in the City where a public detention facility may be sited.

Detention facilities are sized based on the Council adopted guide presented in Table 3, "Volumes for Different Intensity storms for 10-Acre Site."

**Table 3
Volumes For Different Intensity Storms
For 10 Acre Site**

Storms	Results	I (Intensities)	A = 435,600 or 10 acres	Developed C=0.71 (Un)developed C+0.25		Volumes ft ³ 3600sec hrs		
				ft ³ Sec (cfs)	storm	sec	hrs	storm
100 yr.	<u>1.26"</u> 1.7 hrs	0.467 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	3.313	32,205 ft ³	32,205 ft ³	--11,340 ft ³ 20,865 ft ³ storage volume
				0.25	1.167	11,240 ft ³		
50 yr.	<u>1.20"</u> 1.76 hrs	0.435 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	3.087	32,672 ft ³	32,672 ft ³	--10,800 ft ³ 19,872 ft ³ storage volume
				0.25	1.087	10,800 ft ³		
25 yr.	<u>1.14"</u> 2.86 hrs	0.399 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.830	29,138 ft ³	29,138 ft ³	--10,255 ft ³ 18,883 ft ³ storage volume
				0.25	0.996	10,255 ft ³		
10 yr.	<u>1.08"</u> 2.97 hrs	0.364 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.582	27,605 ft ³	27,605 ft ³	-- 9,720 ft ³ 17,885 ft ³ storage volume
				0.25	0.909	9,720 ft ³		
5 yr.	<u>0.935"</u> 3.28 hrs	0.285 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.024	23,899 ft ³	23,899 ft ³	-- 8,415 ft ³ 15,484 ft ³ storage volume
				0.25	0.713	8,415 ft ³		
2 yr.	<u>0.800"</u> 3.64 hrs	0.220 in <u>hr</u>	435,600 ft ² or 10 acres	0.1	1.560	20,448 ft ³	20,448 ft ³	-- 7,200 ft ³ 13,248 ft ³ storage volume
				0.25	0.549	7,200 ft ³		

CITY OF WOODBURN

RUN OFF DETENTION REQUIREMENT

- 1) Construct a device that has capacity for detaining difference in run off volume received by undeveloped and developed land for a 25-year storm.
- 2) Construct a discharge orifice of a size that the quantity of run off through the orifice is wqual to run off flow from a storm of 5-year or less, undeveloped land.
- 3) Construct a detention facility to have a post-development 25-year capacity with a discharge orifice (or structure) sized to limit outflow to no more than the undeveloped site peak run off for the existing (undeveloped) 5 year frequency storm. Detention volumes calculated by the following methods are acceptable:
 - A. Santa Barbara Urban Hydrograph routing model (as prescribed by the King County Surface Water Design Manual) for the post development 25-year runoff hydrograph detained back to the existing 5-year peak site discharge.
 - B. 18,883 CF/ 10 Acre drainage area as per City of Woodburn standard table, above, based on the rational method

SAFETY REQUIREMENTS

- 1) Depth of storm water within 30 feet from the edge of detention ponds, if open to public, shall be limited to 3 feet, then gradual slope (3%) to higher depth shall be allowed. Maximum pond side slopes shall be 3' horizontal to 1' vertical, however, gentler slope is desirable.

Rev. A STRMVOL - 10/01/95 updated 09/30/96 Item #3 added 12/9/96 Safety Item revised.
 REV B. APPROVED BY CITY COUNCIL 12/9/96

Portions of the existing drainageways function as detention sites where East Lincoln Street and Hardcastle Street (and others) are crossed. These sites, four located in the Mill Creek drainage and one located in the Senecal Creek drainage basin will continue to function as detention areas. Programs directed at improving public safeguards during periods of high flow and incorporation of storm water treatment will be continued whenever possible.

SHORT AND LONG TERM CAPITAL IMPROVEMENT PROJECTS

**TABLE 4
 Needed Storm Improvement Project Summary
 Woodburn Drainage Master Plan**

Project ID	Project Name	Drainage Basin	Subbasin ID	Priority	Estimated Cost (\$)
P1	Hardcastle Crossing	Mill Ck	M-8	High	\$ 191,729
P2	Front Street Detention & Crossing	Mill Ck	M-7	High	\$ 151,436
P3	Marshall Street	Mill Ck	M-10	High	\$ 78,560
P4	Crosby Road Crossing	Mill Ck	M-1	N/A (county)	\$ 587,159
P5	Boones Ferry Crossing	Mill Ck	M-1a	High	\$ 53,157
P6	Old town - 2nd street	Mill Ck	M-7	Medium	\$ 188,965
P7	East McKinley	Mill Ck	M-9a	High	\$ 953,101
P8	Stubb Rd Detention	Mill Ck	M-11a	Medium	\$ 359,571
P9	Connect 48" at I-5 & Hwy 214	Senecal Ck	ES-2	High	N/A
P10	Goose Creek Re-alignment	Mill Ck	M-5	High	\$ 224,577
					\$2,788,255

The Storm Drainage Master Plan recommended that the city implement several storm drainage improvement projects. Five proposed projects within the Study area were given high priority for improvement. These are the Mill Creek/Hardcastle Road crossing; development of a detention facility at

the Front Street park, addition of a 42-inch line across Front street and the railroad; adding capacity at Marshall street; increasing capacity at East McKinley near Bryan Street; and consolidation of storm flows into the existing 48-inch line crossing I-5 immediately north of Hwy 214.

On Hardcastle Road, addition of a box culvert auxiliary (overflow) line in the embankment of the fill crossing Mill Creek is recommended.

On Front Street, flow from an open ditch in the park enters an 18" diameter pipe before it goes under Front Street. Flows beyond the capacity of the 18" pipe are diverted to an open ditch and routed northerly to an existing 30" diameter pipe, which crosses under Front Street and the Railroad. The new system would create a detention facility at the park and increase capacity of the line under Front Street and the railroad by constructing a 42-inch line in place of the existing 30" pipe.

At the Marshall Street crossing of Mill Creek, addition of a second conduit (tentatively 54-inch diameter) to increase capacity of the crossing and reduce flows that overtop the street is recommended for immediate development.

In the area of Blaine and East McKinley Streets, the existing storm system has inadequate capacity the Storm Drainage Master Plan recommends that the City abandon the sub-standard pipes and construct new larger diameter pipes within the public right-of-way. (This project was completed in 2004)

The study identified problems at the Crosby Road Crossing, owned by Marion County, and recommended that the City work with the County to improve this facility.

A dry-line 48-inch storm sewer was constructed as part of the ODOT I-5 construction. this system can be utilized to relieve hydraulic loading to the storm system crossing under I-5 to the south of Hwy 214, when placed in service.

The study identified two locations along the main stem of Mill creek that appear to be overtopped during very high flow periods. These are the Goose Creek confluence at Highway 214 near the Mill Creek Pump station and the private road crossing just south of Crosby Road.

At Mill Creek at the confluence of Goose Creek just south of Highway 214 at the Mill Creek Pump Station there is significant probability of backwater build up during the 25-year event and overtopping at the highway embankment appears to be possible during the 100-year storm event. To alleviate this potential problem the Storm Drainage Master Plan recommends that the city realign the Goose Creek Tributary to cross Hwy 214 and intersect Mill Creek to the north of Hwy 214. This would include the installation of a 60" diameter culvert.

The private drive south of Crosby Road is within the City limits but it is not a publicly-owned facility nor located within a public right-of-way. Therefore, the City does not have authority or responsibility for it. The capacity of the existing culver is inadequate to pass a 25-year event. The type, configuration and slope of the culvert limits the capacity to less than 250 cfs. The full build-out 100-year event flow at this location is estimated at 500 cfs. The Storm Drainage Master Plan recommends that it should be replaced with a 90" or 96" pipe.

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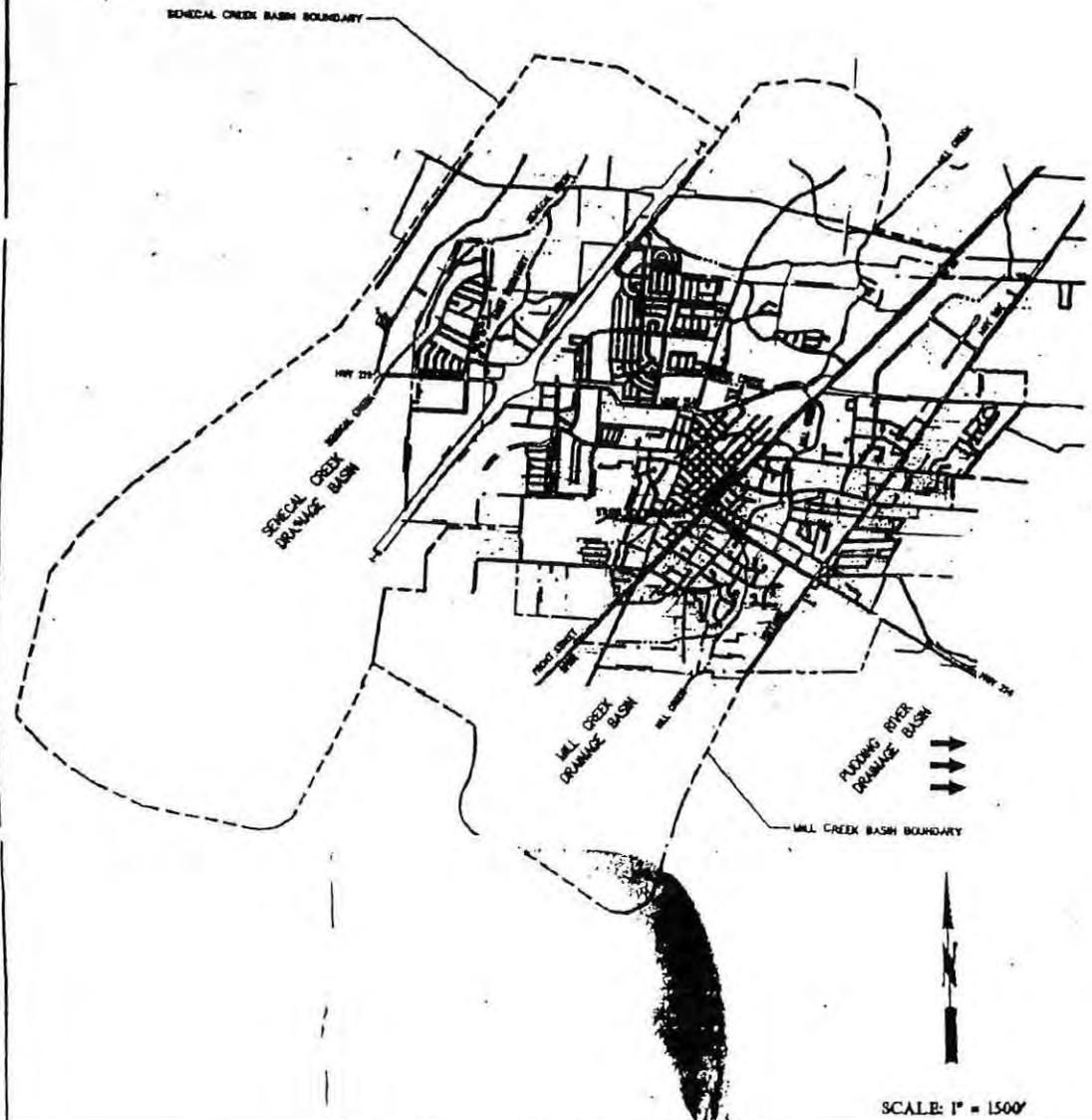
LIST OF SHORT TERM PROJECTS

CAPITAL IMPROVEMENT PROGRAM: 2004-2005 THROUGH 2008 - 2009						
STORM DRAINAGE FACILITIES						
Project #	Project	2004-05	2005-06	2006-07	2007-08	2008-09
1	Bryan Street Outfall	\$39,000	\$48,000			
2	Brown/Wilson Storm		\$130,000			
3	W. Lincoln: Leasure to Cascade		\$45,000			
4	Landau/Laurel Storm (to Pudding)		\$50,000	\$500,000	\$200,000	
5	Marshal Street Culvert		\$80,000			
6	North 1st & 2nd (north of Church St.)	\$62,000				
7	N Front Det. -culvert to Commerce		\$151,000			
8	Hardcastle Culvert Replacement		\$192,000			
9	Settlemier Regional Detention	\$194,000	\$295,000			
10	Misc. Wetland Mitigation	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
11	Reline Settlemier Crossing N. of Hayes		\$20,000			
12	Reclaim Channel N. of Progress Way	\$7,000	\$25,000			
13	Garfield-Workman-Hayes SD	\$59,200				
14	3 rd St. @ Nuevo Amanecer to Hwy 214	\$26,000	\$70,000			
15	Oak Street – 1 st to 2 nd	\$25,000				

FUNDING

To assure that the impact of providing and maintaining new storm drainage facilities is not a burden to the community, new development will be required to pay for the cost of storm drainage facilities needed to serve such development. Extra capacity facilities required to meet the standards of the Master Storm Drainage Plan may be paid from accumulated revenue of the System Development Charge Fund.

The City will continue paying the cost of maintaining and improving the existing storm drainage system with funds derived from a combination of system development charges, Local Improvement Districts, and street maintenance and construction funds.

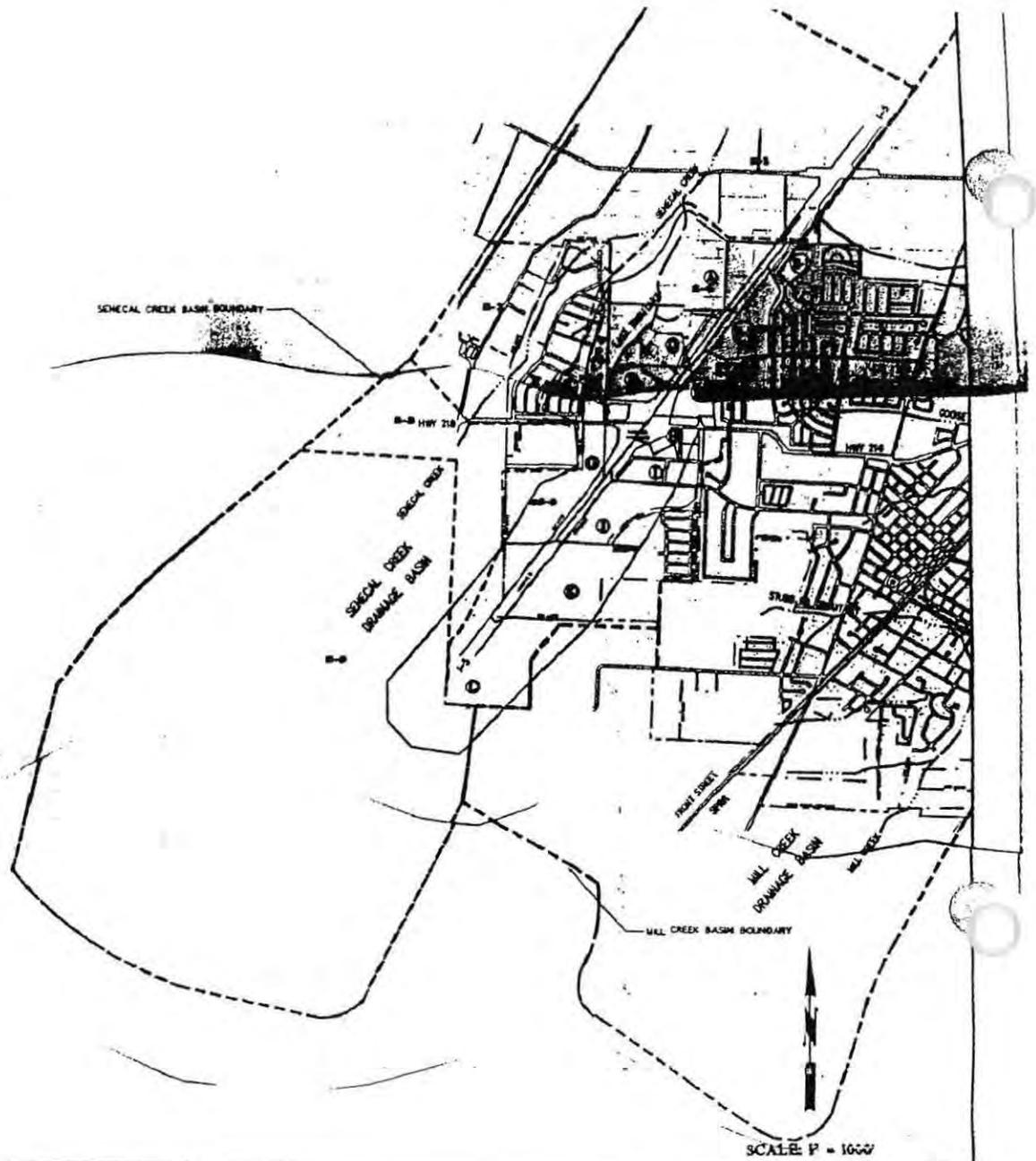


**SENECAL & MILL CREEK
DRAINAGE BASIN BOUNDARIES**

LEGEND

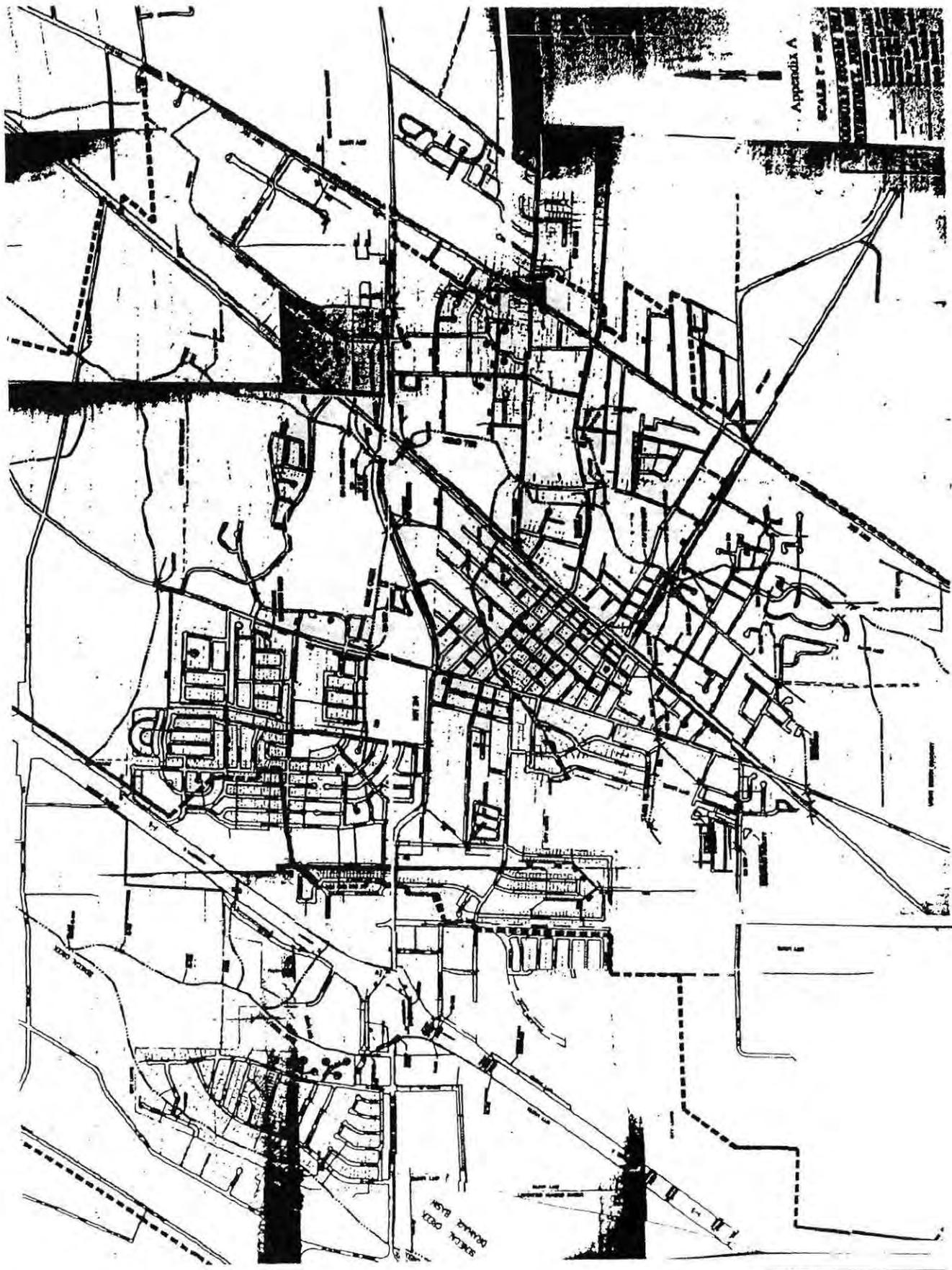
- City Limits
- - - Urban Growth Boundary
- Stream Centerline
- - - Drainage Basin Boundary

City of Woodburn STORM DRAINAGE MASTER PLAN	PROJECT 1
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SCALE: P = 1000'

SENECAL CREEK DRAINAGE SUBBASINS	
LEGEND	
CS-1	Subbasin designation
EECS-1	Discharge area
⊙	General run-off structure
⊙	East Senecal Subbasin
—	City Limits
---	Ulrica Overvik boundary
.....	Stream Centerline
----	Drainage Basin Boundary
----	Subbasin boundary
City of Woodburn	
STORM DRAINAGE MASTER PLAN	
FIGURE	4



TRANSPORTATION PLAN

The City of Woodburn, in conjunction with the Oregon Department of Transportation (ODOT), initiated an update of the City's 1996 Transportation System Plan (TSP) in 2002. The City of Woodburn Comprehensive Plan is currently undergoing periodic review as required by state law. Updating the transportation element (Goal 12) of the Comprehensive Plan is Task 3B of the Period Review. In addition to fulfilling the periodic review requirements, planning for near- and long-term transportation system needs is a priority for the City.

The purpose of the update is to amend the TSP based on the following criteria:

- State Transportation Planning Rule (TPR) requirements
- Updated transportation model structure consistent with (1) ODOT technical specifications, and (2) local land use designations
- Consistency with plans completed and underway since development of the 1996 TSP

The updated Woodburn TSP identifies planned transportation facilities and services needed to support land uses proposed in the Woodburn Comprehensive Plan in a manner consistent with the TPR (Oregon Administrative Rule [OAR] 660-012) and the Oregon Transportation Plan (OTP).

A system of transportation facilities and services adequate to meet the City's transportation needs to the planning horizon year of 2020 is established in the TSP update. The TSP includes plans for a transportation system that incorporates all modes of travel (i.e., auto, bicycle, pedestrian, rail, marine, and public transportation), serves the urban area, and is coordinated with the state and county transportation network.

EXISTING FACILITIES

This section provides a general inventory and a deficiencies assessment of the existing transportation facilities within the Woodburn UGB. A more detailed assessment of existing facilities is found in Section 3 of the TSP. The TSP addresses pedestrian and bicycle facilities, transit facilities, rail facilities, air transport facilities, pipeline transport facilities, water transport facilities, and roadway facilities.

Pedestrian Facilities

Figure 3-2 illustrates the available pedestrian facilities and their relationship to major activity centers within Woodburn. As shown in Figure 3-2, gaps in the existing pedestrian system include the following areas:

- *Oregon 214*: Pedestrian facilities are not provided from 5th Street to Park Avenue in front of Woodburn High School on either side of the road. Sidewalks are also absent west of I-5 and east of Oregon 99E around the commercial areas.
- *Boones Ferry Road*: Pedestrian facilities are not provided on either side of the road north of Oregon 214, which abuts French Prairie Middle School and Lincoln Elementary School.
- *Setlemier Road*: Sidewalks are not provided on the west side of the road north of Hayes Street nor on the east side of the road south of Cleveland Street. These connections would provide a continuous link between the residential areas to the south of Oregon 214 to French Prairie Middle School and Lincoln Elementary School.
- *Hayes Street*: Pedestrian facilities are not provided on the north side of the road across the street from Nellie Muir Elementary School.
- *Cascade Drive*: Sidewalks are not provided on either side of the road between Hayes Street and Oregon 214. This connection would provide a link between the residential area around Hayes Street and the commercial developments on Oregon 214.

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- *Lincoln Street:* Pedestrian facilities are not provided on the south side of Lincoln Street between Washington Elementary School and the commercial developments on Oregon 99E.

Bicycle Facilities

Figure 3-3 shows the existing bicycle routes in the city of Woodburn.

As indicated in the figure, bicycle facilities in Woodburn have little connectivity between residential areas, schools, and commercial centers. Major connections are missing in the locations outlined below.

- *Boones Ferry Road/Settlemier Road:* Bicycle facilities are not provided on Boones Ferry Road and Settlemier Road. This connection would provide a link from residential communities north and south of Oregon 214 to the commercial areas on Oregon 214, French Prairie Middle School, and Lincoln Elementary School.
- *Oregon 214:* Bicycle lanes are not provided west of Boones Ferry Road to connect with the commercial developments near I-5.
- *Front Street:* Bicycle facilities are not provided on Front Street to connect residential areas to the downtown commercial area.
- *Oregon 99E:* Bicycle lanes are not provided south of Lincoln Street to connect with the commercial and industrial uses to the south.

Public Transportation

Figure 3-4 shows existing transit routes in the city of Woodburn. Transit is provided in Woodburn by the Woodburn Transit System and Woodburn Paratransit System during the week. The Woodburn Transit System provides service on the major facilities within Woodburn, which include Oregon 99E, Oregon 214, Front Street, Boones Ferry Road, and Young Street. Intercity transit is also provided by OHAS, the Woodburn Family Clinic, Greyhound, and HUT Transportation.

Rail Facilities

Figure 3-5 depicts the location of rail crossings and the existing tracks. Nine at-grade crossings and one grade-separated crossing are located along Front Street and Cleveland Street within City limits. Three private rail crossings are not indicated on the map. These crossings are for driveways leading to residential dwellings. Of the 11 crossings indicated on the map, seven are gated.

The Union Pacific Railroad provides through train service and freight service north of Hardcastle Avenue. The Willamette Valley Railroad, a short-line operator, provides freight service along Front Street and Cleveland Street to serve local businesses. Willamette Valley also provides freight service to communities to the east of Woodburn on track leased from Union Pacific Railroad. No passenger train stops are provided in Woodburn. The nearest passenger service is available in Salem, approximately 20 miles to the south. A local group is currently exploring the possibility of using Willamette Valley Railroad equipment to develop excursion train service to Silverton.

Air Transport Facilities

No commercial or private aviation facilities are located within the Woodburn UGB. Regional freight and passenger service is provided via the Portland International Airport, approximately 33 miles from Woodburn via I-5 and I-205. Although commercial service is not available, passenger service is accessible at the Salem Municipal Airport (via private planes) approximately 20 miles from Woodburn, and at the Aurora State Airport approximately 10 miles from Woodburn.

Pipeline Transport Facilities

There are no major pipeline transport facilities within the Woodburn UGB.

Water Transportation Facilities

There are no water transport facilities within the Woodburn UGB.

Roadway Facilities

Ownership

Public roads in the city of Woodburn are owned and maintained by three different jurisdictions: ODOT, Marion County, and the city of Woodburn. As owners of a roadway, each jurisdiction is responsible for the following:

- Establishing the functional classification
- Maintenance
- Approving construction and access permits

ODOT owns the following facilities within the Woodburn UGB:

- I-5 provides service from the northern Oregon border to the southern Oregon border. I-5 is classified as an Interstate Highway by ODOT and has a posted speed of 65 miles per hour (mph) in the vicinity of the City. The Oregon 214/I-5 interchange is the only interchange that provides a direct connection to the city of Woodburn.
- Oregon 214 within Woodburn is part of the Hillsboro-Silverton Highway, which connects Hillsboro through Newberg, St. Paul, Woodburn, and Mt. Angel to Silverton. Oregon 214 continues south of Silverton to Oregon 22, just south of Salem. Oregon 214 is classified as a District Highway by ODOT. The posted speed varies between 30 and 35 mph within the City limits.
- Oregon 219 is also part of the Hillsboro-Silverton Highway and is classified as a District Highway. According to the Oregon Highway Plan, the Hillsboro-Silverton Highway is considered Oregon 219 to the west of I-5 and Oregon 214 to the east. The posted speed within the City limits is 35 miles per hour.
- Oregon 99E connects from Portland to Salem and is classified as a Regional Highway by ODOT. The posted speed varies between 35 and 45 mph within the City limits.
- Oregon 211 connects Woodburn to Estacada via Molalla and is classified as a District Highway. The designation of the highway begins to the east of the Oregon 214/Oregon 99E intersection. The posted speed within the City limits varies between 35 and 45 mph.

Marion County has jurisdiction over the following facilities within the Woodburn UGB:

- Boones Ferry Road south of Ogle Street
- Parr Road west of Centennial Park west boundary
- Stubb Road
- Boones Ferry Road north of Vanderbeck Avenue
- Lincoln Street from 400 feet east of Oregon 99E

The remaining public facilities are owned by the city of Woodburn.

Functional Classification

The functional classification defines a street's role and context in the overall transportation system. In addition, it defines the desirable roadway width, right-of-way needs, access spacing, pedestrian and bicycle facilities, as well as other specifications. The city of Woodburn has established a functional classification system for the roadways within the City limits. Figure 3-6 illustrates the existing classifications.

Arterials

Arterials are the highest class of street and serve larger through volumes at greater speeds. Arterials serve as the major truck routes and emphasize regional mobility over access.

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The city of Woodburn identifies two types of arterials: major arterials and minor arterials. Major arterials provide service to traffic entering and leaving the area and traffic to major activity centers in Woodburn. Minor arterials feed the major arterial system and support moderate length trips and service to activity centers. Examples of major arterials in Woodburn include Oregon 214, Oregon 99E, and Oregon 211. Examples of minor arterials in Woodburn include Boones Ferry Road, Front Street, and Hardcastle Street.

The arterial system is fairly limited and constrained by the railroad tracks, I-5, and the manner in which land has developed in the City over time.

Collectors

Collectors are the intermediate class of street. They provide a link between local roadways and the arterial system. Access and mobility functions are also important. The city of Woodburn identifies two classifications of collectors: service collectors and access streets. The purpose of service collectors is to provide significant linkage with arterials and accommodate a higher volume of traffic, while access streets are meant to provide single-family residential local street access and accommodate lower volumes of traffic. Examples of service collectors in Woodburn include Parr Road, Arney Road, and Evergreen Road. Examples of Access Streets include Hazelnut Drive, Woodland Drive between Arney Road and Willow Avenue, and Astor Way between Country Club Road and Oregon 214.

The collector street system in Woodburn is also fairly limited by the manner in which the City has developed over time.

Local Streets

Local streets provide direct access to homes and neighborhoods and feed into collectors. Access is the most important role of local streets.

The local street grid system is well developed between Boones Ferry Road and Front Street south of Oregon 214, and north of Oregon 214 between Boones Ferry Road and I-5. The local street grid system is still developing in the remaining area.

Traffic Operations

Manual turning movement counts were collected for intersections of arterials and collectors within the Woodburn UGB on typical weekdays in November 2002 and January 2003.

Roadways

Figure 3-7 presents the existing p.m. peak hour traffic volumes on all collector and arterial roadways. These volumes are two-way volumes derived from the intersection traffic counts. As shown in the figure, Oregon 99E and Oregon 214 carry the most traffic during the weekday p.m. peak hour, with approximately 1,900 and 1,500 vehicles, respectively.

Intersections

Traffic operations at intersections are described by a level of service, which corresponds to a range of delays a driver experiences at an intersection. The level of service ranges from "A" to "F." A level of service "A" corresponds to little delay and good operations, while a level of service "F" corresponds to high delays and poor operation.

Signalized intersections and unsignalized intersections have different measures of level of service. For signalized and four-way stop intersections, level of service is based on the average delay experienced by all vehicles entering the intersection. For two-way stop intersections, level of service is based on the delay experienced by the worse movement, which is usually the left-turn movement on the stopped approach. The city of Woodburn does not have an operations standard for signalized and unsignalized intersections within City limits.

ODOT has specific mobility standards for the state facilities within the city of Woodburn based on the facility's classification and volume-to-capacity ratio. The volume-to-capacity ratio is the degree of saturation of an intersection. The ODOT requirements for intersections on state highways are as follows:

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- On Oregon 214, Oregon 211, and Oregon 219, ODOT requires a maximum volume-to-capacity ratio of 0.85 based on the district highway designation.
- On Oregon 99E, ODOT requires a maximum volume-to-capacity ratio of 0.80 based on its classification as a regional highway.

Levels of service analyses were performed at 33 study intersections using the procedures described in the 2000 Highway Capacity Manual. These included 11 signalized intersections, as outlined below.

- *Oregon 214/Woodland Avenue*: This intersection is located east of I-5 and provides access to residential neighborhoods to the north and the Woodburn Factory Stores.
- *Oregon 214/I-5 Southbound Ramp*: This intersection provides the city of Woodburn and other areas of Marion County with access to I-5 southbound.
- *Oregon 214/I-5 Northbound Ramp*: This intersection provides the City and other areas of the county with access to I-5 northbound.
- *Oregon 214/Evergreen Road*: This intersection provides access to the commercial developments on Oregon 214.
- *Oregon 214/Oregon Way/Country Club Road*: This intersection provides access to the residential dwellings to the north and south of Oregon 214.
- *Oregon 214/Boones Ferry Road*: This intersection provides access to residential dwellings to the north and south of Oregon 214. In addition, French Prairie Middle School and Lincoln Elementary School are located in the northwest quadrant of this intersection.
- *Oregon 214/Meridian Drive/5th Street*: This intersection provides access to the business developments to the north and the residential dwellings to the south of Oregon 214. In addition, 5th Street provides a connection to the commercial developments along Front Street.
- *Oregon 214/Oregon 211/Oregon 99E*: This intersection was improved in August 2002 to include additional turn lanes on the northbound approach.
- *Oregon 99E/Hardcastle Street*: This intersection provides access to the residential developments to the east and west of Oregon 99E.
- *Oregon 99E/Lincoln Street*: This intersection provides access to the residential developments and Washington Elementary School to the east Oregon 99E.
- *Oregon 99E/Young Street*: This intersection provides access to the industrial and commercial uses to the east and west of Oregon 99E.

The remaining study intersections are stop-controlled intersections. Figure 3-7 summarizes both the intersection control and the results of the intersection operations analysis for all study intersections. Table 3-1 summarizes the volume-to-capacity ratios for each intersection. The intersection operations are reported as being under, near, or over capacity. The capacity was based on level of service for signalized intersections, and the volume-to-capacity ratio of the critical movement for unsignalized intersections. For analysis purposes, over capacity was defined as not meeting ODOT mobility standards. As shown in the figure and table, all study intersections currently meet ODOT mobility standards with the exception of the Meridian/5th/Oregon 214 intersection. At this intersection, the critical southbound left-turn movement currently operates over capacity.

TABLE 3-1
Existing Operations at Key Intersections (volume-to-capacity [v/c])

Intersection	Existing
Butteville Road/Oregon 219*	0.16
Woodland/Oregon 219	0.45
I-5/Oregon 214 northbound ramps	0.78
I-5/Oregon 214 southbound ramps	0.78
Evergreen Road/Oregon 214	0.90
Oregon Way/Oregon 214	0.72
Cascade Drive/Oregon 214	0.31
Boones Ferry Road/Oregon 214	0.85
Meridian/5 th /Oregon 214	> 1
Front Street/Oregon 214	0.73
Park Avenue/Oregon 214	0.51
Oregon 99E/Oregon 214	0.82
Cleveland Street/Oregon 99E	0.67
Hardcastle Street/Front Street	0.35
Lincoln Street/Front Street	0.30
Garfield/Young Street/Front Street	0.42
Cleveland Street/Front Street	0.24
Boones Ferry Road/Crosby	0.27
Parr Road/Settlemier Road	0.20

*Note: Butteville/Oregon 219 refers to the southern intersection of the two roadways

The 20-year intersection traffic operations were analyzed for the 33 study intersections identified. As shown in Figure 4-2, the following locations were identified to experience capacity problems if no improvements are made to the existing system:

- Butteville Road/Oregon 214
- I-5/Oregon 214 northbound ramps
- I-5/Oregon 214 southbound ramps
- Evergreen Road/Oregon 214
- Boones Ferry Road/Oregon 214
- Front Street/Oregon 214
- Park Avenue/Oregon 214
- Oregon 214/Oregon 99E
- Cleveland Street/Oregon 99E
- Hardcastle Street/Front Street

- Lincoln Street/Front Street
- Garfield/Young Street/Front Street
- Cleveland Street/Front Street
- Boones Ferry Road/Lincoln Street

Based on the anticipated intersection deficiencies, the following roadway segments are anticipated to exceed capacity in year 2020:

- Oregon 214/Oregon 219 between Butteville Road and Oregon 99E
- Front Street between Hardcastle Street and Cleveland Street

In addition to the identified capacity deficiencies, an analysis was performed to identify areas of high-volume growth within the UGB. Although not identified to operate over capacity in year 2020, the Parr Road, Butteville Road, and Crosby Road corridors are anticipated to experience a high increase in traffic volumes, as compared to today's conditions. Because of the anticipated capacity deficiencies along Oregon 214 between the interchange and Boones Ferry Road/Settlemier Road as well as the high employment and household growth anticipated in each of the three corridors, it is quicker for travelers to use these three corridors to access the I-5 interchange from the west than to travel along Oregon 214 to access the interchange from the east.

Truck Freight Transportation

As shown in Figure 3-8, the city of Woodburn designates truck routes and truck ways through the City. Although Woodburn does not sign for truck freight routes and ways, the City does sign where trucks are not allowed.

Truck routes through Woodburn include Oregon 214 and Oregon 99E. By designating these roads as truck routes, the City allows through traffic of motor trucks, truck trailers, and truck tractors on these roadways.

Truck ways are designated as acceptable roads for commercial operation of motor trucks, truck trailers, and truck tractors, but does not allow a through-city route necessary for specialized traffic directional control signs.

TRANSPORTATION IMPROVEMENTS

This section summarizes transportation improvements needed over the 20-year planning period as illustrated in Section 7 of the TSP. Figure 7-1 shows the functional classification designations for all existing and future streets within the proposed Woodburn UGB. Construction of new roadways in the area being studied for UGB expansion is contingent upon the expansion occurring. If the UGB is not expanded, the roadway system is anticipated to operate acceptably in the absence of these facilities.

The designation for all streets is as follows:

- *Freeway:* I-5
- *Major Arterial:* Oregon 219, Oregon 214, Oregon 99E, and Oregon 211
- *Minor Arterial:* Southern Arterial, Boones Ferry Road, Settlemier Avenue, Evergreen Road, Front Street, Hardcastle Avenue, Young Street (between Oregon 99E and Front Street), and Butteville Road
- *Service Collector:* Parr Road, Crosby Road, Lincoln Street (Front Street to Oregon 99E), West Hayes Street (Settlemier Avenue to Evergreen Road), Arney Road, Progress Way/Industrial Avenue, Park Avenue, Gatch Street (Lincoln Street to Cleveland Street), Cleveland Street (Settlemier to Oregon 99E), Woodland Drive (Arney Road to Oregon 214), Stacy Allison, Robin Avenue, the extension of Evergreen Road into Crossroads Shopping Center, Harrison, Garfield (Settlemier to Front Street), Park (Oregon 214 to Lincoln), Cooley (Oregon 211 to Hardcastle)

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- **Access Street:** Woodland Drive (north of Robin Avenue), the extension of Woodland Avenue to Butteville Road south of Oregon 219, Oregon Way, Astor Way (Country Club Road to Oregon 214), Country Club Road (Astor Way to Boones Ferry Road), Hazelnut Drive (Tukwila to Front), Tukwila (Hazelnut to Boones Ferry), Meridian (Oregon 214 to Hazelnut), 5th Street (Oregon 214 to Harrison), Brown Street (Cleveland Street to Southern Arterial), , Country Club Road (Oregon 214 to Rainier).

The remaining streets within the UGB are designated as local streets.

Needed Street Upgrades

Over time, many of the existing streets within the City will be upgraded, and will be improved in compliance with the cross sections in Figure 7-2. Priority upgrades for the City are as follows:

- **Oregon 214/219/I-5 interchange:** Reconstruct to a Partial Cloverleaf Design in accordance with the Environment Assessment currently being conducted.
- **Oregon 214/219** will be widened to a major arterial standard between Woodland and Oregon Way.
- **Oregon 214/219:** Widen to a full five-lane cross section with sidewalks and bicycle lanes per the major arterial standard between Butteville Road and Oregon 99E.
- **Oregon 99E:** As redevelopment occurs in the corridor, upgrade to be compliant with major arterial standards. This would ensure continuous pedestrian and bicycle facilities along the route as well as the implementation of access management strategies. Currently, the City and ODOT are pursuing potential funding for a modernization project between Lincoln and the south City limits. Although the specifics of the project are not available at this time, it is likely that this could include the construction of curbs and sidewalks where gaps currently exist, as well as access consolidation.
- **Crosby, Parr and Butteville Road:** As new development occurs in the corridors within the UGB, upgrade to reflect the transition from the currently rural-character roadways to those more urban in nature.
- **Boones Ferry and Front:** Upgrade to ensure that continuous pedestrian and bicycle facilities are provided along the corridors.
- **Settlemier:** Upgrade to ensure that continuous pedestrian facilities are provided along the corridor.

Other existing streets within Woodburn will be upgraded to the appropriate standards as development and redevelopment occur.

New Streets

The following new streets and streets extensions are planned over the next 20 years:

- Widening Oregon 214 to include four through travel lanes (two per direction) between Butteville Road and Oregon 99E and the provision of turn lanes at intersections between Woodland Avenue and Oregon Way
- Reconstructing I-5 on-ramps and off-ramps
- Extending Evergreen Road to Parr Road
- Extending Stacy Allison Drive to Parr Road
- Constructing a new service collector between the Evergreen Road and Stacy Allison Drive extensions
- Constructing the South Arterial from Butteville Road to Oregon 99E
- Terminating Parr Road to the east of Butteville Road and connecting it into the South Arterial
- Extending and upgrading Brown Street to the South Arterial

- Constructing a new loop ramp connection on Oregon 214 with Front Street in the southwest quadrant of the existing intersection.
- A grid system of collector and local streets should be constructed as part of the UGB expansion area between Stacy Allison and Settlemier to the north of Parr Road. The construction of this system would occur with development and within the constraints of the existing built environment. This grid system should provide connectivity options for pedestrians, cyclists, and motorists and also help reduce reliance on the historic Settlemier corridor.

Over the next 20 years, it is the City's priority to coordinate with Marion County to provide an extension of Crosby Road to Goudy Gardens and Oregon 99E, and to extend the southern arterial from Oregon 99E to Oregon 214. The improvements provide needed east-west connections and an alternative route to the Oregon 214/I-5 interchange area.

Intracity Fixed Route Transit

Improvements to the fixed route transit system should be implemented incrementally over time. The top priorities are outlined sequentially below.

- *Increasing Service Frequency on Existing Route:* Initially, the existing one-way loop route should be maintained, with service extended to a 12-hour period from 7:00 a.m. to 7:00 p.m. at 60 minute headways. An expansion of the hours of operation of the fixed route service would encapsulate morning and evening peak commuting times thereby increasing the likelihood that transit could be used for employment-related travel. As ridership increases, service frequency should be provided every 30 minutes during peak periods and every 60 minutes during nonpeak periods on the weekdays. The feasibility of weekend service should also be investigated in the future.
- *Converting Single Route to Two Way Operations:* To improve passenger accessibility, the existing one-way loop route should be modified to two-way operations. This service concept would be operated under the increased frequency described above.
- *Creating Two Routes (East/West) with One-Way or Two-Way Operations:* An east route and a west route with a common connection in the downtown should ultimately be established. The common connection could be provided at a new transit center in the downtown that may be tied to an intercity bus and/or rail station. The east-west boundary between the two routes could either be split at Front or at Settlemier. It would be preferable to increase the service frequency to 30 minutes on both routes between 7:00 a.m. to 7:00 p.m. These routes could be operated with either one-way or two-way operations.

In addition to the incremental approach identified above, the route should be expanded as growth occurs to include the Parr Road and Crosby Road corridors and potentially the South Arterial. The connection to Parr Road could occur via the extension of Evergreen Road. The route should also be expanded to include the Woodburn Industrial Park located in the Progress and Industrial corridors.

Intercity Transit

The feasibility of an intercity transit system should be further investigated. Top priority should be given to establishing a shuttle service to downtown Salem and the state office building area. As a second priority, shuttle service should be investigated between Woodburn and the Tualatin Park-and-Ride. Ultimately, the provision of service into downtown Portland may be feasible. Under any of these options, it is likely that service would be provided during the morning and evening commute hours with a potential mid-day connection.

The City and ODOT should continue to investigate the feasibility of establishing a park-and-ride in the northeast quadrant of the I-5/Oregon 214 interchange as part of the interchange reconstruction project. If a park-and-ride were developed, consideration should be given to provide more spaces than the anticipated intercity transit demand to accommodate carpooling to Portland and/or Salem. In addition, Woodburn's intracity fixed route system should incorporate a stop at the potential park-and-ride and should connect to any future north-south MAX line.

Special Needs Transportation

Although improvements in the fixed route system could allow Woodburn to reduce the paratransit service, the existing paratransit system provides an essential service for many elderly and handicapped persons in the community. If City resources are concentrated on expansion of the fixed route system, the City may investigate transferring the paratransit system to a local social service agency.

Pedestrian Plan

The Pedestrian Plan, depicted in Figure 7-3, identifies the sections of the City's arterial and collector system where gaps currently exist. In future development areas, the sidewalks will be constructed to ADA (Americans with Disabilities Act) standards; in the downtown and other older neighborhoods, the existing sidewalk width, clear zone for pedestrians, and the ramp requirements will need to be addressed as properties redevelop and/or roadway improvement projects occur.

Retrofitting existing streets to include sidewalks should be balanced with developing an off-street pathway system. A 7-mile pedestrian and bicycle trail system is recommended along the Mill Creek and Goose Creek corridors. This trail system would include connections to adjacent neighborhoods. The sidewalk system should incorporate wayfinding signage to direct pedestrians to the off-street trail system.

Bicycle Plan

Figure 7-4 shows the City's bicycle plan. As portions of the City's streets are widened, either through adjacent development or public works projects, bicycle lanes would be provided where indicated on the plan.

The bicycle plan establishes a network of bicycle lanes and routes that connect Woodburn's bicycle trip generators to provide a safe, interconnected bicycle system. Bicycle lanes are designated on arterial and service collector street segments with anticipated future volumes of over 3,000 daily vehicles with the exception of arterials and collectors within the historic area. On other roadways, it is typically appropriate for bicyclists to share a lane with other vehicles. This on-street system should be supplemented by an off-street trail system along the Mill Creek and Goose Creek corridors, as discussed under the Pedestrian Plan.

Although bicycle lanes are not provided on arterial and collector streets within the historic area, a signed bike route will be provided on Settlemier, Garfield, Meridian, and 5th to guide bicyclists into the downtown area. The signage would direct cyclists north of ORE 214 into the downtown via 5th and Meridian. Cyclists originating south of ORE 214 would be signed into the downtown via the east-west facilities.

Rail Facilities Plan

As the opportunity arises, the City should pursue a potential rail passenger stop. Current discussions focus on extending the commuter rail planned between Wilsonville and Beaverton down to Salem. If this occurs, the City should seek a passenger stop. This stop could occur west of Butteville Road, north of Oregon 219. If this stop is established, the intracity fixed route transit system should incorporate a stop at the rail station.

The City should also continue to investigate the opportunity to remove private grade crossings by providing alternative access to parcels as development and redevelopment occurs.

Air, Water, and Pipeline Transport Facilities Plans

There are no significant air, water or pipeline transportation facilities in Woodburn and none will likely be needed in the future.

COST ESTIMATES AND TIMING OF TRANSPORTATION IMPROVEMENTS

Estimated costs for proposed transportation improvements were developed and grouped into three categories that include existing facility upgrades, construction of new facilities and existing facility extensions, and intersection improvements. In all, about \$136.5 million (in 2004) dollars of road and transit service improvements for the City have been identified for the next 20 years. Table 8-3 shows proposed improvement costs and associated owning jurisdiction. Table 8-4 shows capital and operating costs for transit improvement alternatives. Table 8-5 shows major transportation improvement projects that have

been adopted in the City's Capital Improvement Program (CIP) for Fiscal Years 2004-2009 with estimated costs and year of improvement.

**TABLE 8-3
Proposed Transportation Improvements**

Project Title	Estimated Capital Cost	Owning Jurisdiction
Next Ten Years		
Reconstruct I-5 interchange and Improve OR 214 between Woodland Avenue and Oregon Way	\$50,000,000	State
OR 214 widening between Oregon Way and OR 99E and Woodland to Butteville Road	\$21,950,000	State
OR 99E widening between Lincoln Street and south city limits	\$5,750,000	State
5 th Street upgrade to access street standards	\$1,400,000	City
Ext. Evergreen Road to Parr Road	\$4,730,000	City
Ext. Stubb to Evergreen	\$3,900,000	City
Ext. Ben Brown to Evergreen Extension	\$4,700,000	City
Add northbound right, southbound left, eastbound right turn lanes and eastbound through-lane to Boones Ferry/OR 214	\$900,000	State
Signalize Meridian Drive/5th Street/OR 214	\$400,000	State
Signalize Park Street/OR 214	\$400,000	City/State
Add eastbound right-turn lane to Parr Road/Settlemier Road	\$380,000	City
Signalize Front/OR 214 ramps	\$600,000	State
Increase service frequency on transit routes	\$180,000	City
Park-and-ride near OR 214/I-5 Interchange	\$1,750,000	State
Upgrade Front Street between Cleveland and Parr Road to minor arterial standards	\$950,000	City
Upgrade Front Street between Hardcastle and Hazelnut to minor arterial standards	\$1,150,000	City
Total	\$99,140,000	
Ten to Fifteen Years		
Upgrade of Crosby Road to minor arterial standards	\$3,300,000	County/City
Upgrade of Parr Road to service collector standards	\$3,000,000	County/City
Upgrade Boones Ferry and Front to provide continuous sidewalks and bicycle lanes	\$975,000	City
Service class facility between Evergreen Road and Stacy Allison Drive extensions	\$2,260,000	City
Ext. Stacey Allison Drive to Parr Road	\$5,980,000	City
Add loop ramp in southwest quadrant of OR	\$1,800,000	State

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**TABLE 8-3
Proposed Transportation Improvements**

Project Title	Estimated Capital Cost	Owning Jurisdiction
214/Front Street intersection		
Add southbound right-turn and westbound left-turn lane to OR 99E/OR 214	\$580,000	State
Convert transit route to two-way operations	\$180,000	City
Off-street pathway along Mill and Goose Creek Corridors	\$750,000	City
Total	\$18,825,000	
Fifteen to Twenty Years		
OR 99E widening between south city limits and south UGB	\$2,900,000	State
Signalize southern Butteville Road/OR 214 intersection and add northbound right-turn lane	\$275,000	State
Signalize northern Butteville Road/OR 214 intersection and add southbound right-turn lane	\$750,000	County/City
Signalize Cleveland Street/OR 214	\$400,000	State
South Arterial between Parr Road and OR 99E	\$11,780,000	City
Ext./Upgrade of Brown to South Arterial	\$780,000	City
Two transit routes with one-way or two-way operations	\$360,000 - \$700,000	City
Sidewalks on existing service collectors, access and local streets	\$540,000	City
Bicycle lanes on Garfield, Hardcastle, Young	\$700,000	City
Total	\$18,485,000	
Grand Total	\$136,450,000	

* Improvements to County facilities outside of City of Woodburn urban growth boundary (UGB).

**TABLE 8-4
Capital and Operating Costs for Transit Improvements**

Alternative	Estimated Capital Cost	Operating Cost
1 - Increased Frequency	\$180,000	\$352,000
2 - Single Route with Two-Way Operations	\$180,000	\$352,000
3 - Two Routes with One-Way Operations	\$360,000	\$352,000
4 - Two Routes with Two-Way Operations	\$700,000	\$704,000
Grand Total	\$1,420,000.00	\$1,760,000.00

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Road-Related Funding

Table 8-1 presents itemized road-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories. Transit-related revenues are reported separately in Table 8-2.

TABLE 8-1
Road-Related Funding in Woodburn

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	1,493,104	1,696,614	2,186,578	2,424,545	2,706,399
Interest from Investments	4,224	5,769	6,316	7,861	8,336
State Highway Trust Fund	690,045	695,835	754,253	766,843	842,069
State Revenue Sharing	35,000	40,000	40,000	40,000	40,000
Federal ISTEA Revenue	0	0	0	0	0
City Gas Tax	98,783	108,967	108,517	105,620	102,766
Fees and Assessments	547,719	795,772	548,412	718,501	806,212
Bond Proceeds	0	0	0	0	0
Other Revenues	26,412	78,630	41,414	17,960	50,410
Total Revenues	2,895,287	3,421,587	3,685,490	4,081,330	4,556,192
Expenditures					
Personnel	299,145	310,667	321,460	346,114	362,004
Materials and Services	301,460	322,141	310,774	336,910	341,568
Capital Outlay	361,410	384,441	388,611	401,497	399,650
Bonds and Assessments	0	0	0	0	0
Transfers/Contingencies/UNAP	236,658	241,760	240,100	290,410	286,550
Total Expenditures	1,198,673	1,235,009	1,260,945	1,374,931	1,389,772

Source: City of Woodburn Budget

The City has a number of large, stable contributors to road-related transportation revenue. The State Highway Trust Fund, the City's Transportation Impact Fees (TIF), and the City gas tax all contribute significantly to available revenue. During the past 5 years, revenues from the State Highway Trust Fund have risen from \$690,045 to \$842,069, an increase of 22 percent. The Transportation Impact Fee program,

which was instituted in 1994-1995, has increased dramatically from \$547,719 to \$806,212 (47 percent). The City gas tax revenue has remained steady at around \$100,000 per year during the same period.

The largest category of expenditure during the past 5 years has been capital outlay, which comprised about 30 percent of total expenditures on average. Personnel and material and services costs typically represent 45 to 55 percent of total expenditures. Remaining expenditures are associated with transfers to other City departments and accounts for operating facilities and replacing equipment.

Transit-Related Funding

Table 8-2 presents itemized transit-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories.

**TABLE 8-2
Transit Funding in Woodburn**

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	51,817	60,690	47,451	32,264	41,671
Property Taxes	77,711	85,317	96,447	93,853	105,979
Interest from Investments	976	1,110	1,240	1,976	2,630
Revenue from Other Agencies	36,215	78,626	160,331	48,530	91,790
Transit Fares	24,210	22,920	21,641	20,850	21,410
Total Revenues	190,929	248,663	327,110	197,473	263,480
Expenditures					
Personnel	88,802	94,520	99,650	107,650	116,760
Materials and Services	35,937	39,615	41,246	41,562	41,740
Capital Outlay	0	60,577	147,450	0	56,531
Transfers/Contingencies/UNAP	5,500	6,500	6,500	6,500	6,500
Total Expenditures	130,239	201,212	294,846	155,802	221,531

Source: City of Woodburn Budget

Outlook for Existing Transportation Funding Sources

The State Highway Fund should be a relatively stable source of revenue for Woodburn. Because these funds are distributed to cities based on population, Woodburn's share could increase or decrease depending on how it grows relative to the state average. Nonetheless, Woodburn's share of state funds will probably not increase as fast as its street maintenance requirements, especially as the system expands to serve current and future demands.

Revenue from the City's \$0.01/gallon gas tax will gradually erode with inflation if not increased. Because the tax is based on quantity rather than price, tax revenues do not increase with gasoline prices. In fact, increases in gasoline prices may actually decrease tax revenue as higher prices reduce demand.

Revenues from development and impact fees will remain important sources of revenue for Woodburn. Bonds financed by Local Improvement Districts (LIDs) and fees from Systems Development Charge (SDC) will be largely dependent on the willingness of property owners to form LIDs and to initiate development projects that trigger SDC fees. Both may be dependent on population growth to increase property values and the general economic outlook from which to gauge risk. To the extent that these revenues are accurately set to the full cost of transportation improvements, they should allow Woodburn to construct basic capital improvements to serve commercial and residential development.

In summary, it is expected that sources of transportation revenue will remain relatively stable. Population growth should help support LID-financed improvements and SDCs assessed to new development will allow the City to put some resources toward future improvements. In addition, population growth may continue to give the City a slightly bigger share of the State Highway Fund.

The Oregon Transportation Investment Act (OTIA) was passed by the 2001 Oregon Legislative Assembly and is funded through bond proceeds derived from increased DMV fees. OTIA currently provides \$650 million (including \$150 million local matching funds) for 173 construction projects that will improve pavement conditions, increase lane capacity, and improve bridges throughout Oregon. Projects were selected with extensive input from local communities and other stakeholders. In 2002, the Oregon Transportation Commission allocated these funds for modernization, preservation, and bridge projects throughout the State. This signals a willingness and by the State Government to address transportation needs throughout the state.

The 2004 budget lays the groundwork for a \$247 billion, 6-year reauthorization proposal, as compared to the current TEA-21 level of \$218 billion. Of the proposed total, \$195 billion would fund the highway program (up from \$168 billion) over 6 years, and \$45 billion would fund the transit program (up from \$41 billion). Federal funding is typically distributed through the state.

Financing Needed for Transportation System Improvements

The projects identified represent an ambitious program of roadway and transit improvements for the City. The plan identifies over \$85 million in transportation infrastructure improvements, which does not include the cost of the I-5 interchange improvement project that has been identified as a high priority for funding. Constructing these improvements likely will require a higher level of transportation expenditures than Woodburn has made in the past. In the past 5 fiscal years, Woodburn has spent between \$1.3 and \$1.6 million for road improvements and transit service. Depending on how the projects are eventually sequenced and staged, the improvements identified may require Woodburn to spend twice the amount (annually) they have averaged during the past 5 years.

It is expected that Woodburn will want to pursue additional funding for transportation from the following sources:

- State or Marion County funds.

Obtain funds from the state for improvements to the state highway. Explore cost sharing with the County for mutually beneficial projects.

- Local Improvement Districts.

For public improvement projects with localized benefit (e.g., neighborhoods), property owners pay all or a portion of the project cost.

- Urban Renewal Districts.

Formed to finance projects to remove "blight" (typically, poor-quality buildings or inadequate streets). Property taxes allocated to district based on "division of tax" calculation for the renewal district.

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- **Transportation Impact Fees.**

For projects that do not relate directly to new development or directly benefit property owners, spread the cost and provide funding from existing transportation funding sources such as TIF fees.

- **General Obligation Bonds.**

Obtain bond backing from property tax revenue if determined by City staff and the governing body to be fair and viable.

The likely funding sources for transportation improvements in Woodburn are presented below. Woodburn should pursue funding sources at the federal, state, and local level and develop strategies to maximize the potential for each of these sources to implement its transportation improvements.

Federal and State Sources

Woodburn should access federal funds by working with ODOT. A key action will be to get improvement projects listed as part of the STIP in order to qualify them for funding in the adopted plan every 2 years. The City should also work with ODOT to determine the potential for project funding under the upcoming highway bill reauthorization.

The state has a number of programs that can be tapped for improvements related to congestion relief, footpaths and bikeways, and other special projects.

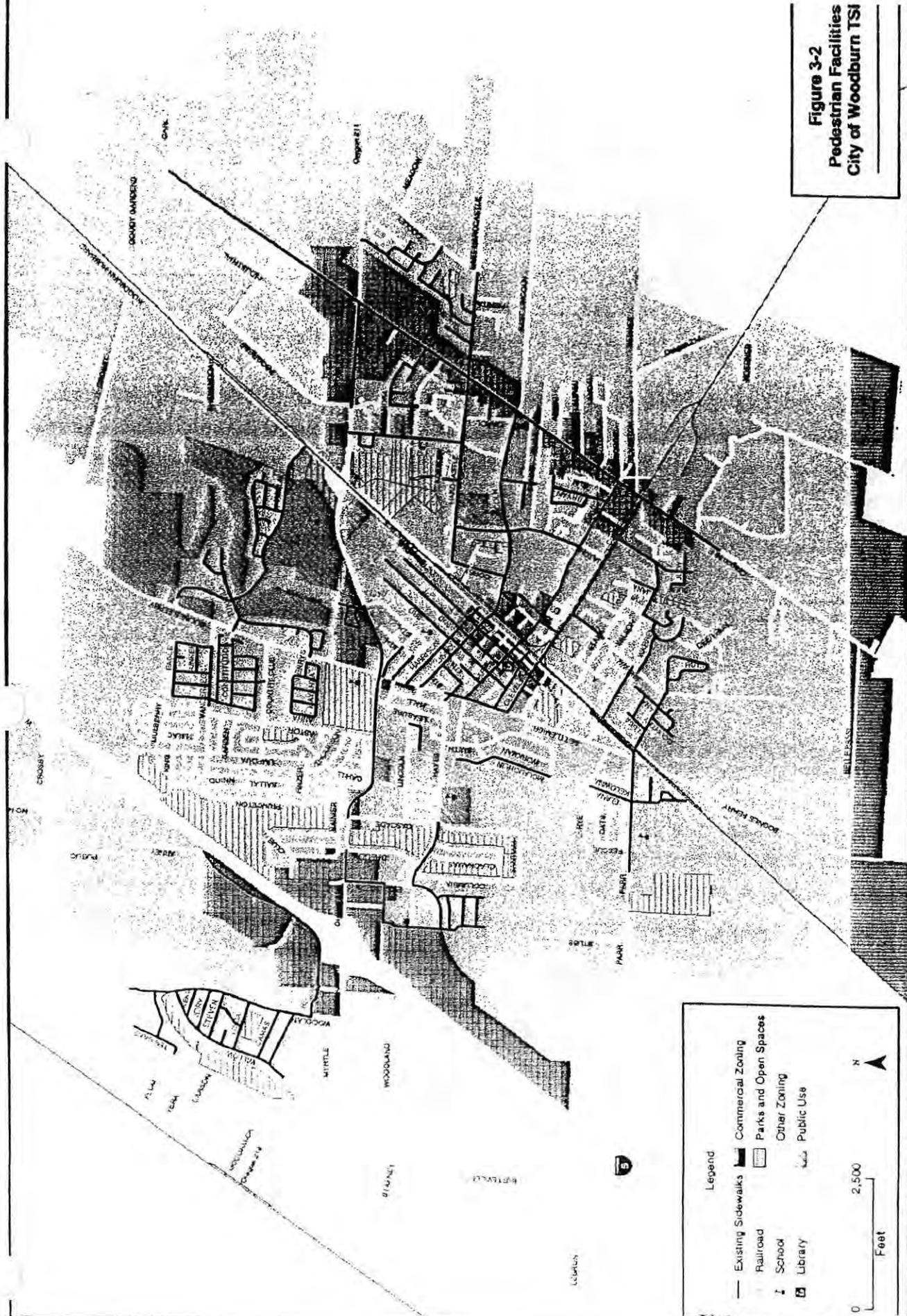
County Sources

Woodburn may be able to secure an occasional cost-sharing arrangement with Marion County and should seek to coordinate with the County on transportation improvements within the County in order to partner on projects wherever possible.

Local Sources

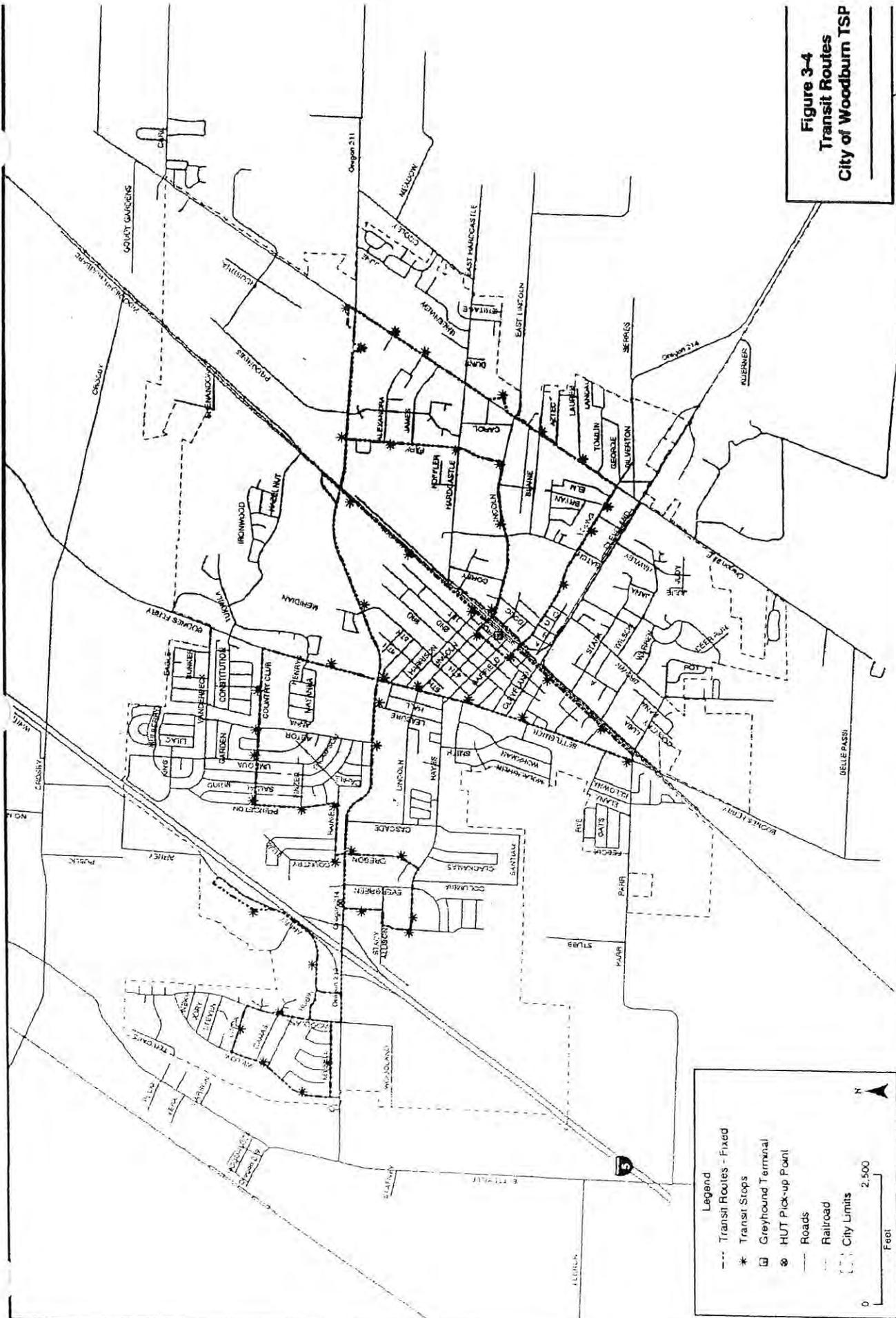
Woodburn should continue to seek funds from property owners who directly benefit from transportation improvements that enable new development.

**Figure 3-2
Pedestrian Facilities
City of Woodburn TSI**



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**Figure 3-4
Transit Routes
City of Woodburn TSP**



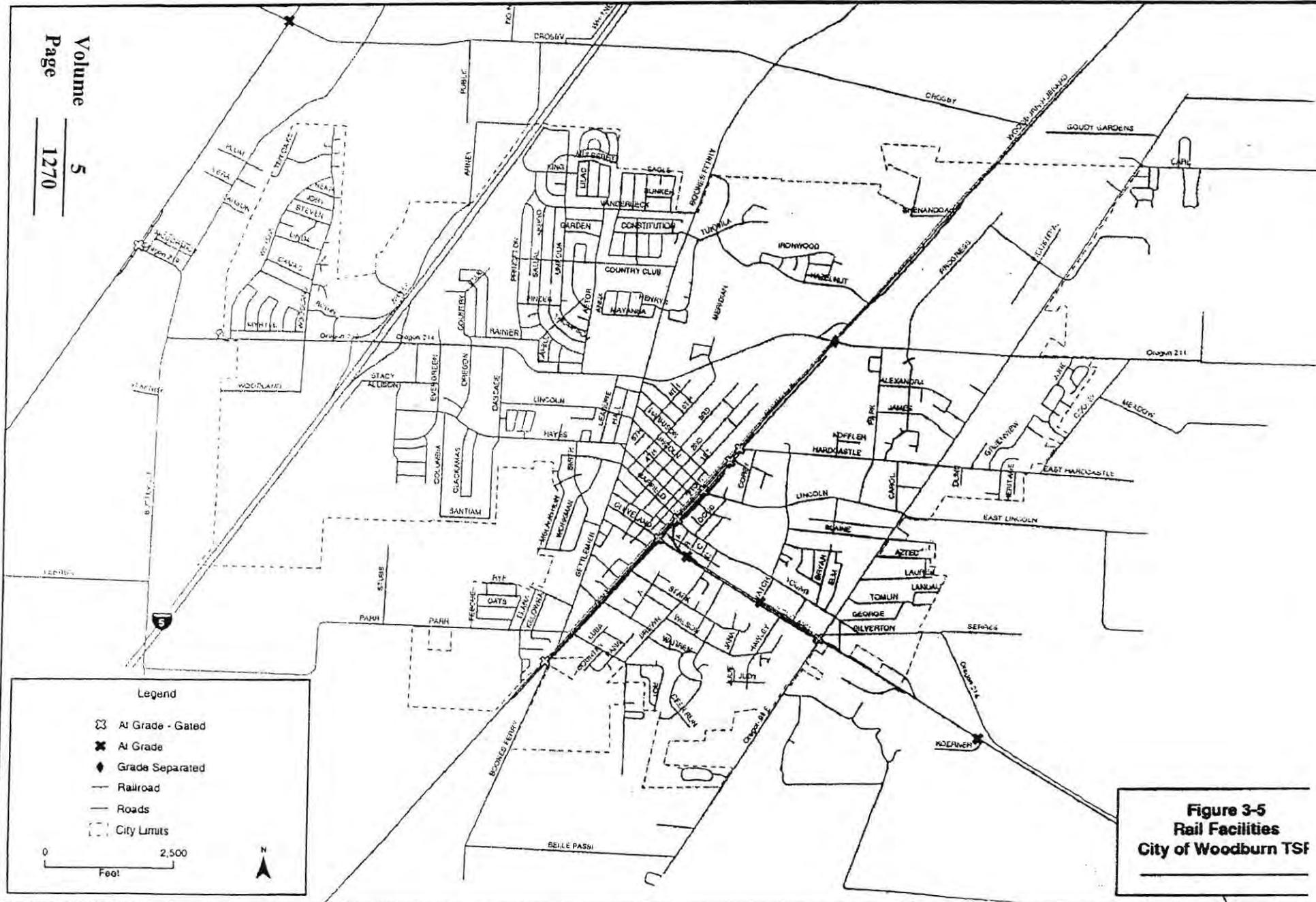
Legend

- Transit Routes - Fixed
- * Transit Stops
- ☐ Greyhound Terminal
- ⊗ HUT Pick-up Point
- Roads
- Railroad
- City Limits

0 2,500 Feet

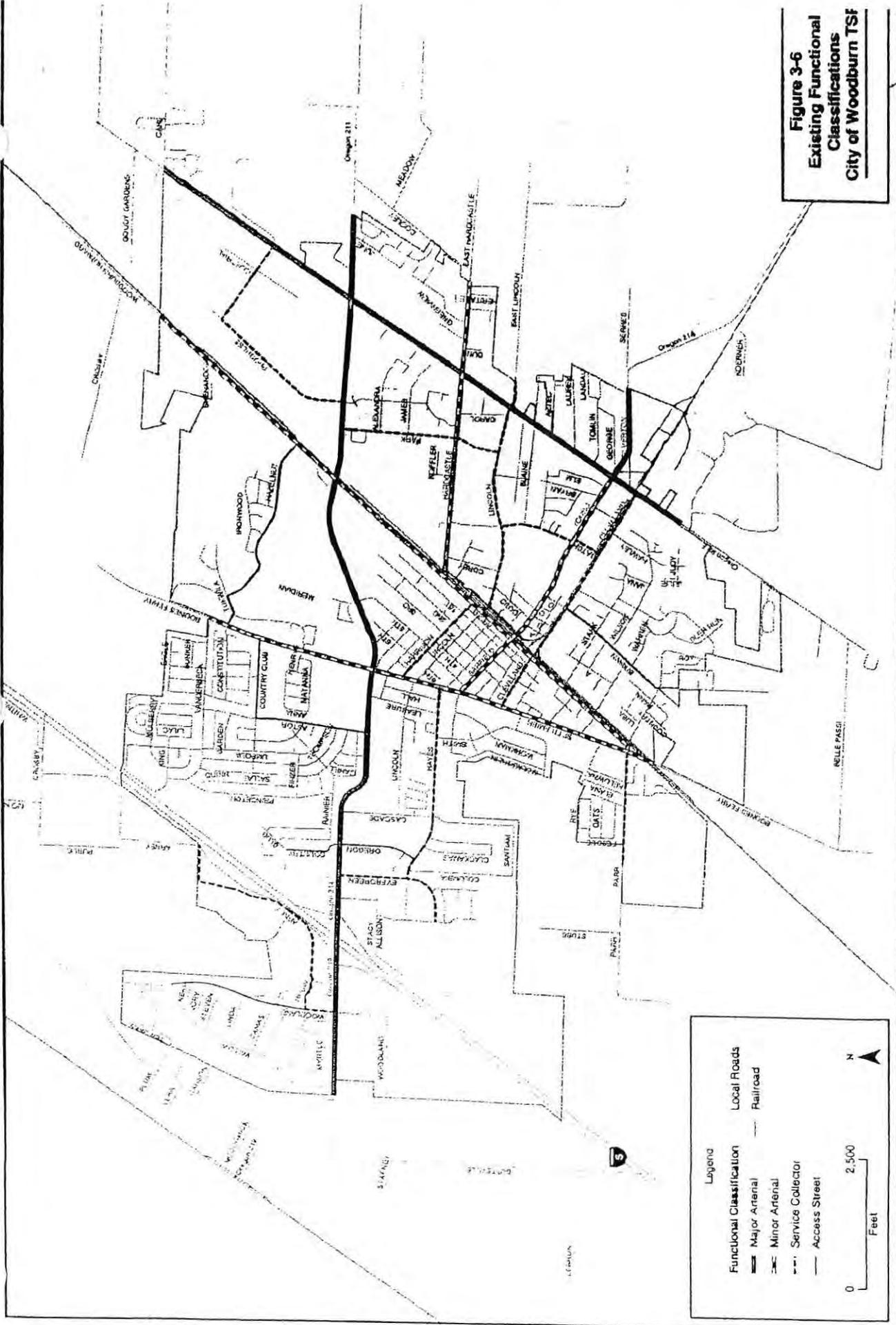
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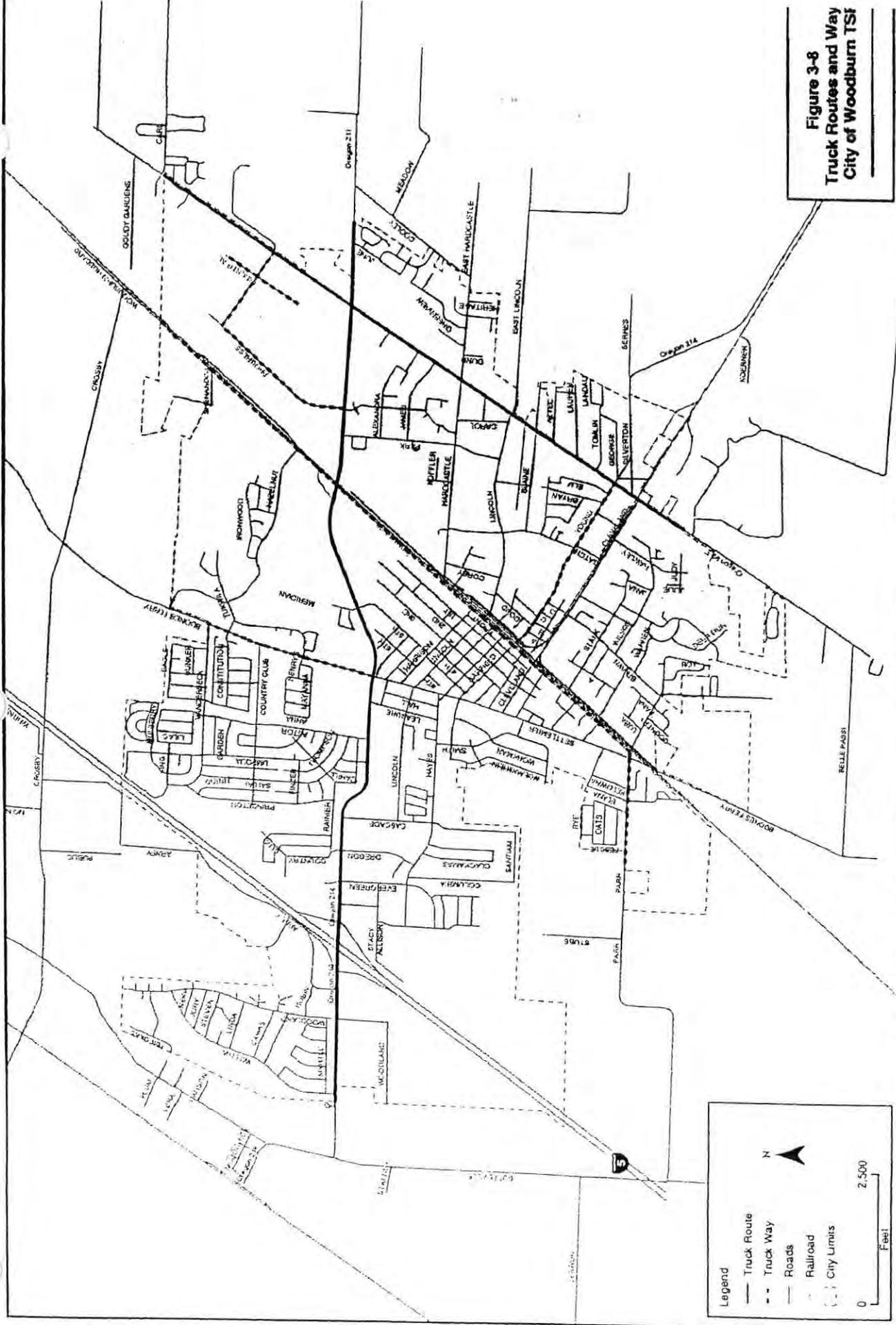
**Figure 3-5
Rail Facilities
City of Woodburn TSP**

**Figure 3-6
Existing Functional
Classifications
City of Woodburn TSP**



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**Figure 3-8
Truck Routes and Way
City of Woodburn TSI**



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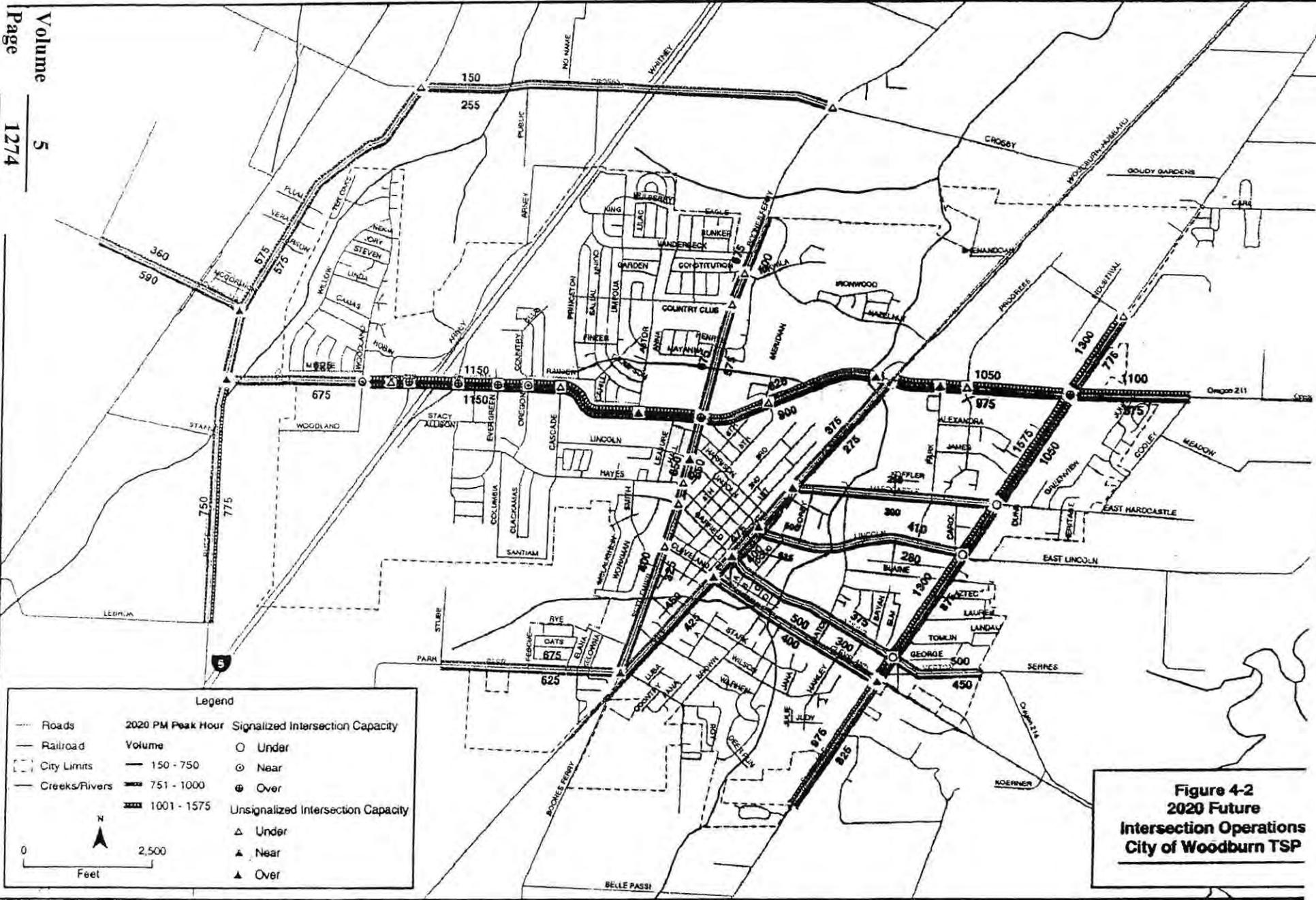
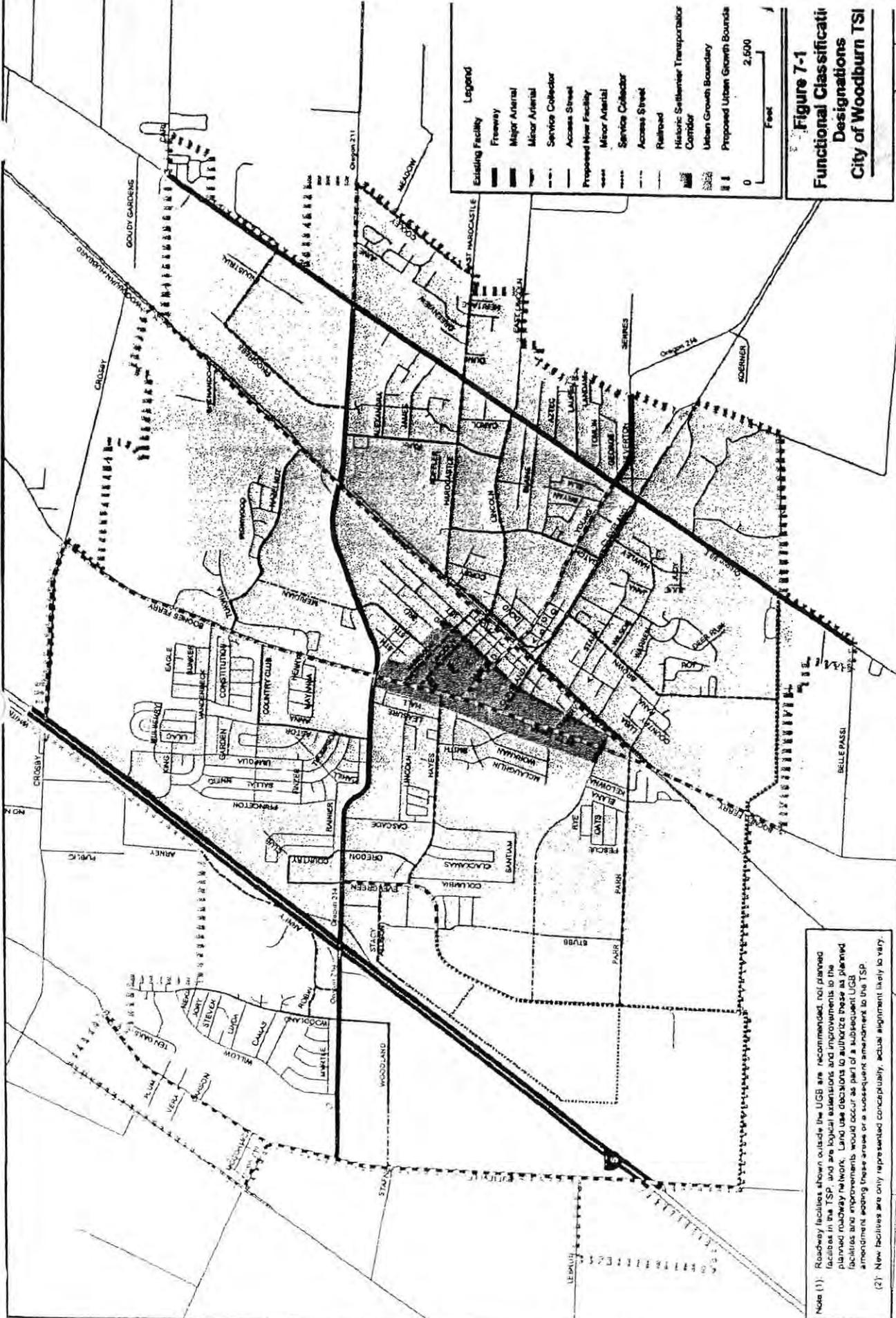


Figure 4-2
2020 Future
Intersection Operations
City of Woodburn TSP

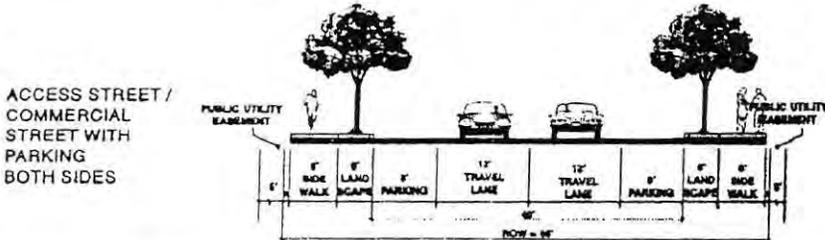
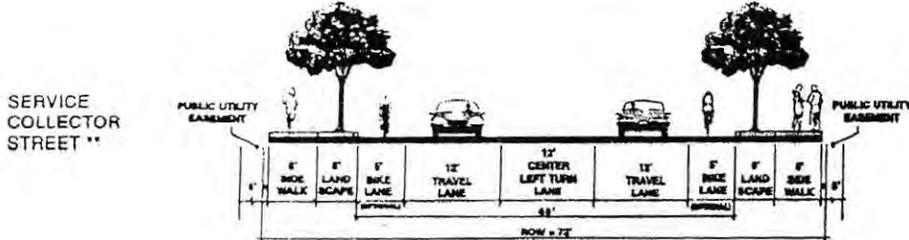
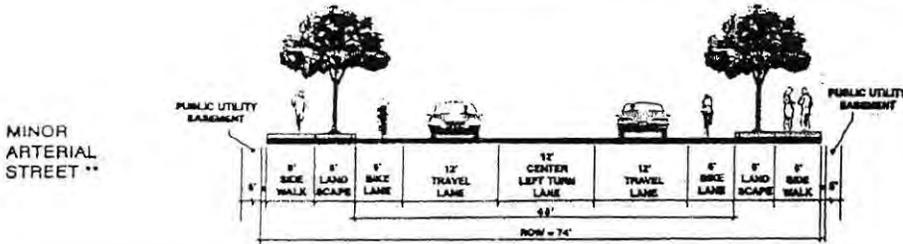
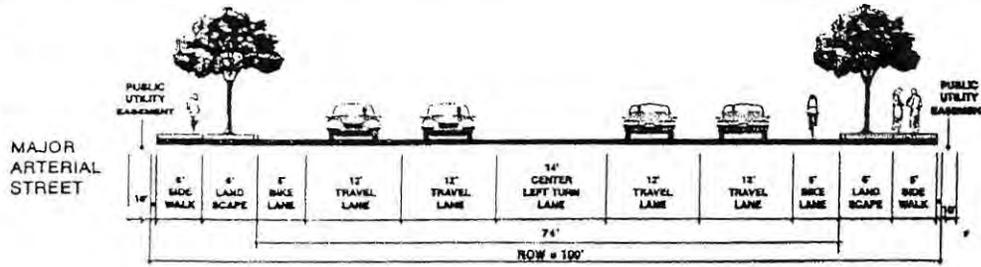
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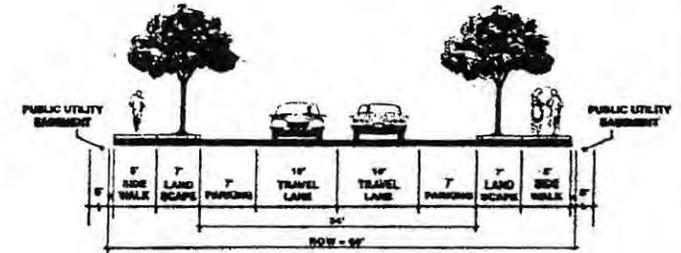
Note (1): Roadway facilities shown outside the UGB are recommended, not planned facilities in the TSP, and are logical extensions and improvements to the planned roadway network. Land use decisions to authorize these as planned facilities and improvements would occur as part of a subsequent UGB amendment addressing these areas or a subsequent amendment to the TSP.

(2): New facilities are only represented conceptually; actual alignment likely to vary.

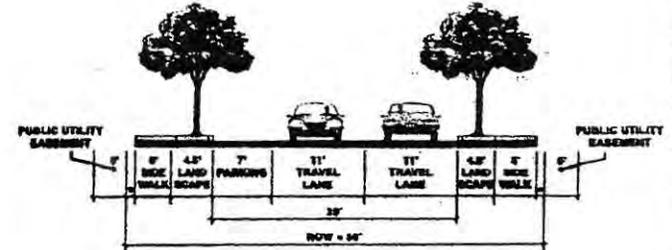
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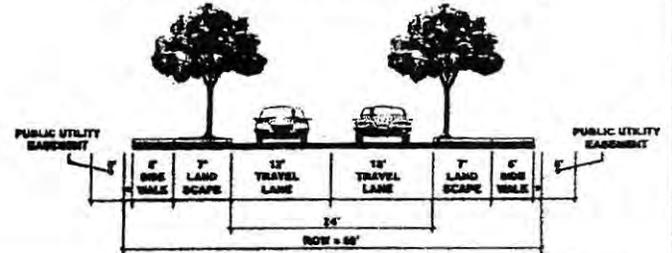
LOCAL RESIDENTIAL WITH PARKING BOTH SIDES



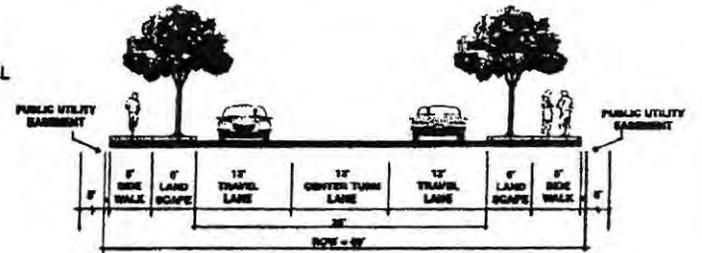
LOCAL RESIDENTIAL WITH PARKING ONE SIDE



LOCAL RESIDENTIAL WITH NO PARKING

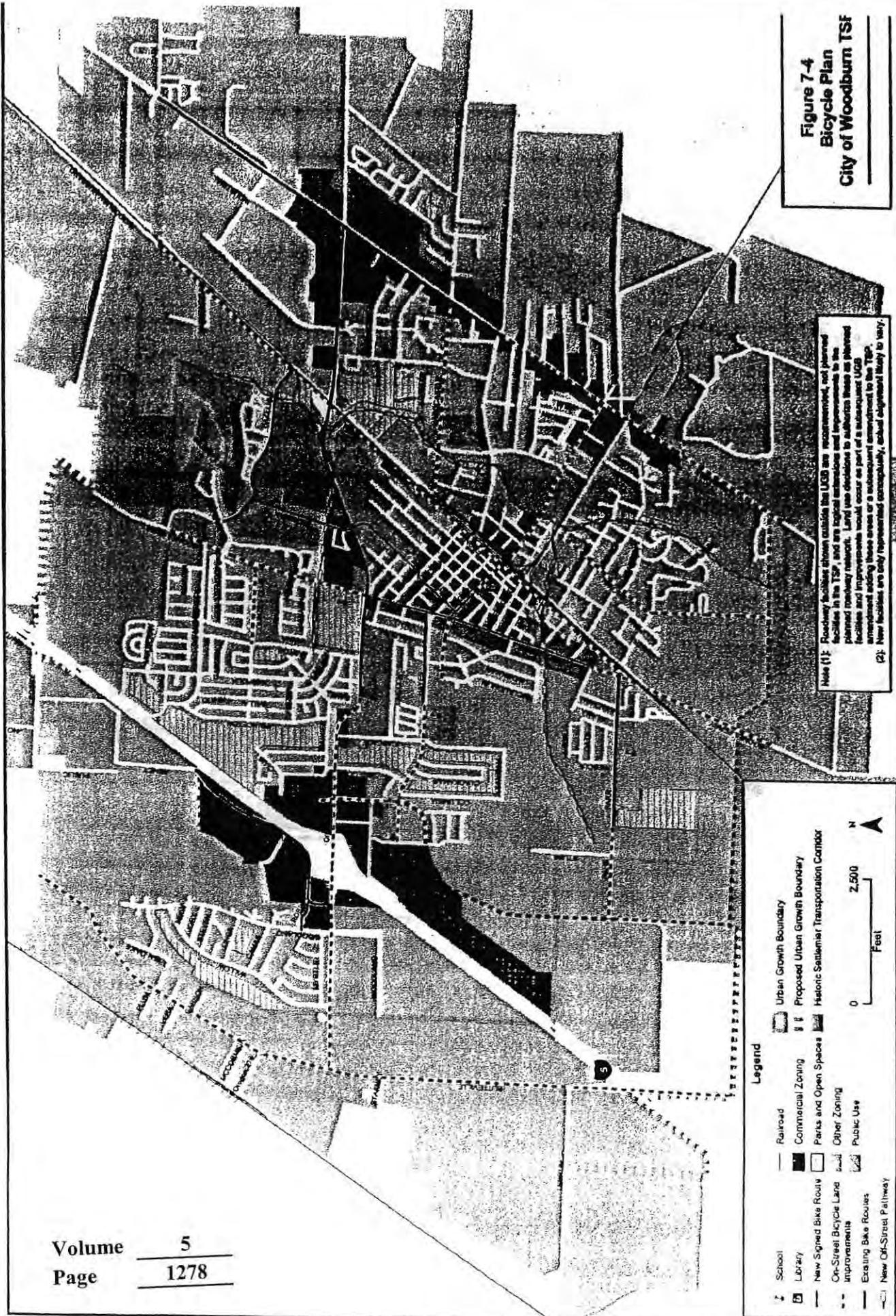


LOCAL INDUSTRIAL STREET



* ROW includes 1 foot between sidewalk and property line
 ** Streets designated as Historic Corridors do not require bicycle lanes or center turn lane.

**Figure 7-4
 Bicycle Plan
 City of Woodburn TSF**



Legend

- School
- Library
- Railroad
- Commercial Zoning
- New Signed Bike Route
- On-Street Bicycle Lane Improvements
- Existing Bike Routes
- New Off-Street Pathway
- Urban Growth Boundary
- Proposed Urban Growth Boundary
- Parks and Open Spaces
- Historic Settlement Transportation Corridor
- Other Zoning
- Public Use

0 2,500 Feet

N

Note (1): Roadway facilities shown outside the UGB are recommended, not planned facilities in the TSF, and any logical extensions and improvements to the planned roadway network. Land use decisions to authorize these as planned facilities and improvements would occur as part of a subsequent UGB amendment adding these areas or a subsequent amendment to the TSF.

(2): New facilities are only represented conceptually, actual alignment likely to vary.

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APPENDIX A

CITY OF WOODBURN

**2005-2006 CAPITAL IMPROVEMENT
PROGRAM**

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2005-2006 Capital Improvement Program

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No	Project	Source	2005	2006	2007	2008	2009	2010	Total
Public Works Capital Improvement Program									
Street Resurfacing: State Roadway System									
			(Total Project Cost Shown)						
1	Boones Ferry/Settlemeier/Hwy 214 Intersection*	TIF/ODOT/SpAsmt	612,000						612,000
2	Highway 214 Sidewalk - Phase 2 (Local Share \$25,000)	ODOT Grant/SRS	107,000	200,000	198,550				505,550
	Total State Roadway System		612,000	200,000	198,550	0	0	0	1,117,550
* Project bid to be let by ODOT.									
Street Improvements: Major Upgrades									
1	Country Club Rd	TIF/SpAsmt/CIP	326,700						326,700
2	Hwy 214 to Front St. Conn. (study)	St. Storm CIP	75,000						75,000
3	<u>Front St Undergrounding/Streetscape</u>								
	A. Front St.: Cleveland to Hardcastle	UrbRen	640,000						640,000
	B. N. Front: Hardcastle-N UR bound.	UrbRen		442,606					442,606
4	<u>Front Street Street Improvements</u>								
	A. S. Front St: Settlemeier- Cleveland	UrbRen/TIF/CIP/EcDev	611,000						611,000
	B. N. Front St.: Hardcastle - WHS	UrbRen/ODOT/CIP			585,000				585,000
	C. N. Front St: WHS to UGB	St. CIP/TIF/Sp Asmt				200,000	500,000		700,000
5	Hardcastle/Railroad Realignment	St. CIP/TIF/Other		200,000					200,000
6	Parr Rd.: School to Centennial Park	WaterConst/ParksSDC	297,600						297,600
7	W. Hayes: Settlemeier to Cascade	St. CIP/TIF				100,000	364,000		464,000
8	Evergreen Rd: connect to Parr Rd	Developer/TIF			475,000	475,000			950,000
9	Alley: Garfield - Cleveland	Street CIP/SpAsmt	169,900						169,900
10	Cleveland: Front to First	St. Storm CIP	117,800						117,800
11	Cleveland -- widen First to Second	State Rev. Sharing	25,000	150,000					175,000
12	N. Woodland: Carnas - Stevens	St. CIP/Sp Asmt	50,000						50,000

2005-2006 Capital Improvement Program

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4-15-05

No	Project	Revenue Source	2005	2006	2007	2008	2009	2010	2011	Total
Public Works Capital Improvement Program										
Street Improvements and Utility Improvements										
13	Fifth St: north of Harrison	St. CIP/Sp Asmt				300,000				300,000
14	Harrison; Front to Settlemier	St. CIP/TIF/Sp Asmt	120,000							120,000
15	Hayes: Front to 2nd	SRS/Other	80,000							80,000
16	Ogle Street/Settlemier Intersection	St. Storm CIP	35,000	20,000						55,000
17	<u>Miscellaneous Modifications</u>									
	A. Pedestrian Movements									
	1. Brown St Walkway 0.5 City/0.5 Developer	Str CIP	20,000							20,000
	2. Safety Sidewalk Construction	St. CIP	15,000							15,000
	3. Safety signal	St. CIP								
	N. BoonesFerry @ Henrys Farm	SRS	26,400							26,400
	Hayes @ Cozy Lane	SRS	26,400							26,400
	Hardcastle @ Park Ave.	SRS		27,700						27,700
	B. Intersections									
	1. Hayes/Bottle/Settlemier	St.CIP/Water Const.	150,000	30,000						180,000
	2. Settlemier/W. Lincoln	St. CIP	25,000							25,000
	3. Lawson/Highway 214	SRS				50,000				50,000
	C. Misc. Capacity Improvements	TIF/CIP	35,000	35,000						70,000
	Major Upgrades Total		2,570,800	1,030,306	1,260,000	1,075,000	864,000			6,800,106
	* Project Bid to be let by ODOT									
Street Resurfacing, Gravel Streets										
1	No Name Street	SRS, GF, SpAsmt	60,000							60,000
2	Tout Street	SRS,CIP, GF, SpAsmt	106,000							106,000
3	Carol Street	SRS,CIP, GF, SpAsmt			117,046					117,046
4	Wilson Street	SRS,CIP, GF, SpAsmt				82,277				82,277

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2005-2006 Capital Improvement Program

No	Project	Funding	2005	2006	2007	2008	2009	2010
Public Works Capital Improvement Program								
5	Alexandra Street	SRS,CIP, GF, SpAsmt				78,000		78,000
6	Elm Street	SRS,CIP, GF, SpAsmt					50,000	50,000
7	Church Street, 1st to 2nd	SRS,CIP, GF, SpAsmt					TBD	
8	Yew Street, 2nd to 3rd	SRS,CIP, GF, SpAsmt					TBD	
	Total Gravel Streets		60,000	106,000	117,046	82,277	78,000	443,323

*List is not complete. Paving of all gravel streets will require expenditure of about \$2.0 Million more than "total" indicated at right.

Street Maintenance & Restoration: Poor Streets - 1/2" to 1 1/2" in. Mix

1	Bryan St:McKinley to Lincoln, 650'	Gas Tax/SRS/St Fund	34,000					34,000
2	McKinley St: Bryan to Hwy. 99E	Gas Tax/SRS/St Fund	55,000					
3	Rainier Rd: Astor to Delmoor, 1275'	Gas Tax/SRS/St Fund	70,000					70,000
4	Broughton Way, All	Gas Tax/SRS/St Fund	25,000					25,000
5	Vanderbeck:Princeton to Upmqua	Gas Tax/SRS/St Fund	39,115					39,115
6	Cahill, All, 440 ft.	Gas Tax/SRS/St Fund	25,880					25,880
7	Hampton Way	Gas Tax/SRS/St Fund	45,000					45,000
8	Garfield St: Alley to 2nd, 500 ft.	Gas Tax/SRS/St Fund	15,000					
9	Arthur St: Front to First	Gas Tax/SRS/St Fund	20,000					
10	Arthur St: Third to Settlemier	Gas Tax/SRS/St Fund	15,000					
11	Grant, Front to First	Gas Tax/SRS/St Fund	30,000					
11	Oak St: Front to Settlemier	Gas Tax/SRS/St Fund	48,000					48,000
12	Micellaneous Repair	Gas Tax/SRS/St Fund	50,000					50,000
13	Thompson, All	Gas Tax/SRS/St Fund	160,000					160,000
14	Ecola Way	Gas Tax/SRS/St Fund	23,422					23,422
15	Elana Dr. (North)	Gas Tax/SRS/St Fund	46,884					46,884
16	Quinn Road	Gas Tax/SRS/St Fund		112,000				112,000
17	Walton Way	Gas Tax/SRS/St Fund		65,000				65,000

2005-2006 Capital Improvement Program

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No	Project	Fund	2005	2006	2007	2008	2009	2010	Total
Public Works Capital Improvement Program									
Street Maintenance & Restoration									
18	Dellmoor Way	Gas Tax/SRS/St Fund		71,000					71,000
19	Brown Street, Pymt Rest (1/2 cost)	Gas Tax/SRS/St Fund				50,000			50,000
20	Miscellaneous Street Resurfacing	Gas Tax/SRS/St Fund				150,000	150,000		300,000
Street Maintenance & Restoration Total			471,995	230,306	248,000	200,000	150,000		1,300,301

* Listed Projects may move to Major Upgrade category at time of construction.

No	Project	Fund	2005	2006	2007	2008	2009	2010	Total
Street Preventative Maintenance - Rain Streets									
1	Blaine St: Gatch to Hwy. 99E	Gas Tax/SRS/St Fund	44,000						44,000
2	Rainier/Delmoor/Country Club	Gas Tax/SRS/St Fund	40,000						40,000
3	Tomlin Avenue	Gas Tax/SRS/St Fund	40,300						40,300
4	George St./Landau	Gas Tax/SRS/St Fund	30,000						30,000
5	First St. - Cleveland to Harrison	Gas Tax/SRS/St Fund		50,000					50,000
6	Second Street - Oak to Harrison	Gas Tax/SRS/St Fund		45,000					45,000
7	Elana Dr. (South)	Gas Tax/SRS/St Fund		13,175					13,175
8	Brandywine Ct.	Gas Tax/SRS/St Fund		14,639					14,639
7	Kelwona Ct.	Gas Tax/SRS/St Fund		16,103					16,103
8	Kelwona St.	Gas Tax/SRS/St Fund		21,958					21,958
9	Miscellaneous Street Resurfacing	Gas Tax/SRS/St Fund		21,958	100,000	100,000	100,000		321,958
Street Preventative Maintenance Total			154,300	160,875	100,000	100,000	100,000		615,175

* Listed Projects may move to Poor Streets category at time of construction.

No	Project	Fund	2005	2006	2007	2008	2009	2010	Total
Water - Water System Reconstruction									
1	Hwy. 214 widening	Water Fund		44,000					44,000
2	Laurel Avenue (replace line)	Water Fund/SDC 474	35,000						35,000
3	Hwy. 99E: Tomlin to Laurel	Water Fund/SDC 474	52,000						52,000

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No	Project	Fund	2005	2006	2007	2008	2009	2010	Total
Public Works Capital Improvement Program									
4	Hwy. 99E: Laurel to Aztec	Water Fund/SDC 474	16,500						16,500
5	99E at Silverton Road (bore)	Water Fund/SDC 474			110,000				110,000
6	N. First Street/N. Second (loop)	Water Fund/SDC 474		18,700					18,700
7	N. Fifth Street (replace line)	Water Fund		44,000					44,000
8	<u>Hwy. 214 @ Mill Creek</u>								
	A. Bore	Water SDC 474	68,200						68,200
	B. Loop Line installation	Water SDC 474		132,000					132,000
9	Hwy. 99E: Blaine to Aztec	Water Fund/SDC 474			44,000				44,000
10	Hwy. 99E: Blaine to Lincoln	Water Fund/SDC 474			66,000				66,000
11	99E South (New Line)	Water Fund/SDC 474			132,000				132,000
12	Water Treatment	Wtr Const/SDC	500,000						500,000
13	Hazelnut Dr. - Replace Bridge Line	Water Fund			55,000				55,000
14	Parr Road to Evergreen Loop	Developer/Wtr/Wtr Const						TBD	0
15	Hawthorne Circle Line Extension	Water Fund/SDC 474	35,000						35,000
16	Remove Small Water Tank	Water Const		75,000					75,000
17	Misc. Capacity Improvements	Water SDC 474	40,000						40,000
18	Water System Reconstruction Total		746,700	313,700	407,000	0	0		1,467,400
Wastewater Treatment Plant									
1	Storm Water Treatment Impvts	Sewer Const 465			120,000				120,000
2	Effluent Storage Pond	Sewer Fund/SDC			80,000				80,000
3	Pilot Poplar Harvest & Replant	Sewer Fund/SDC			5,000	25,000			30,000
4	UV System Expansion	Sewer Fund/SDC		75,000	75,000				150,000
5	Chemical & Generator Roof Replacement	Sewer Fund/SDC			12,000				12,000
6	FSL Dredge Installation	Sewer Fund			160,000				160,000

2005-2006 Capital Improvement Program

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No	Project	Revenue Source	2005	2006	2007	2008	2009	Total
Public Works Capital Improvement Program								
Wastewater Collection System Construction								
7	Bypass Aeration @ Outfall	Sewer Const 465	15,000	20,000				35,000
8	Reuse System Phase 1.5	Sewer Fund	25,000	450,000	2,500,000			2,975,000
9	Excess Thermal Load-Compliance	Sewer Fund	25,000	500,000	175,000	30,000		730,000
10	Winter Ammonia-Compliance	Sewer Fund	10,000	100,000				110,000
11	Facility Plan Update -- Phase II	Sewer Const		25,000	100,000			125,000
12	Second MCPS Design & Construction	Sewer Const		25,000	200,000	1,500,000	1,500,000	3,225,000
13	MCPS Pump Replacement & Monorail Const	Sewer Const 465		62,000	75,000			137,000
14	Rainier LS Base Repair	Sewer Fund 472		35,000				35,000
15	LS Electrical Upgrade Compliance & Monitoring	Sewer Fund 472		45,000				45,000
16	Industrial Ave Pump Station Rehab	Sewer Const/Eq Repl	310,900					310,900
17	Greenview Pump Station Upgrade	Sewer Const/Eq Repl	334,000					334,000
18	Rainier, Force main Extension	Sewer Fd/SwrConst	125,000	125,000				250,000
19	SW Pump Station (City Share)	Sewer Fund				100,000		100,000
20	Treatment Plant Construction Total		644,900	275,000	1,839,000	3,175,000	1,530,000	7,463,900
Wastewater Collection System Construction								
1	Santiam Lift Sta/Line Installation	Sewer Const 465	210,000					210,000
2	N. Trunk Rehab/Hazelnut Br Xing	Sewer Const 465			25,000	75,000	350,000	450,000
3	<u>Mill Creek Trunk</u>							
	A. Extension to Shalimar	Sewer Const 465				125,000	150,000	275,000
	B. Rehab Cleveland-Wilson	Sewer Const 465			325,000			325,000
4	N. 1st Harrison to Noname	Sewer Const 465		30,000	30,000			60,000
5	Smith Addn to New Well at Settlemier	Sewer CIP 461	16,000					16,000
6	Arthur - Third to Settlemier	Sewer Const 465	52,700					52,700
7	Alley - Hayes to Garfield (East of Plaza)	Sewer Const 465/I&I	40,000					40,000

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2005-2006 Capital Improvement Program

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No	Project	Revenue Source	2005	2006	2007	2008	2009	2010	Total
Public Works Capital Improvement Program									
Mechanical Collections System Construction									
9	Rehab/I & Removal	Sewer Fund 472	10,000	20,000	20,000	20,000	20,000	20,000	
	Collections System Construction Total		50,000	298,700	50,000	400,000	220,000	520,000	1,428,700
Wastewater Storm Drain Construction									
1	Bryan St Outfall Upgrade	Storm SDC/CIP	48,000						48,000
2	Brown Storm: Wilson - Cleveland	Storm SDC/CIP	150,000						150,000
3	Garfield-Workman-Hayes SD	Storm CIP	59,200						
4	W. Lincoln: East of Cascade (500')	Storm SDC/CIP		45,000					45,000
5	Landau/Laurel Storm (to Pudding)	Storm SDC/CIP	50,000	500,000	200,000				750,000
6	Marshall Street Culvert (P3)	Storm SDC/CIP			80,000				80,000
7	North 1st & 2nd - North of Church St. (P6)	Storm SDC/CIP				95,000	95,000		190,000
8	N. Front Det. -culvert to Commerce (P2)	Storm SDC/CIP	51,000	100,000					151,000
9	Hardcastle Culvert Replacement (P1)	Storm SDC/CIP		192,000					192,000
10	Settlemier Detention & Outlet Works (P8) Ph. 1	Storm SDC	194,400						194,400
11	Settlemier Detention & Outlet Works (P8) Ph. 2	Storm SDC	200,000	200,000					400,000
12	Misc. Wetland Mitigation	Storm SDC/CIP	25,000	25,000	25,000	25,000			100,000
13	Reline Settlemier Crossing N. of Hayes	Storm SDC/CIP	20,000						20,000
14	Reclaim Channel N. of Progress Way	Storm SDC/CIP	7,000						7,000
15	3rd St @ Nuevo Amanecer - to Hwy 214	Storm SDC/CIP		26,000					26,000
16	Senecal Creek 48" Connection (P9)	Storm SDC/CIP							
	Storm Drain Construction Total		804,600	1,088,000	305,000	120,000	95,000	0	2,353,400
Public Works Facility Construction									
Total Public Works CIP			6,115,295	3,702,887	4,524,596	5,152,277	3,037,000	520,000	22,989,855

Appendix B

Infrastructure Projects to Serve Industrial Areas

Collection and Distribution lines within expansion areas are not included
Refer to Maps for generalized locations of Trunk Lines

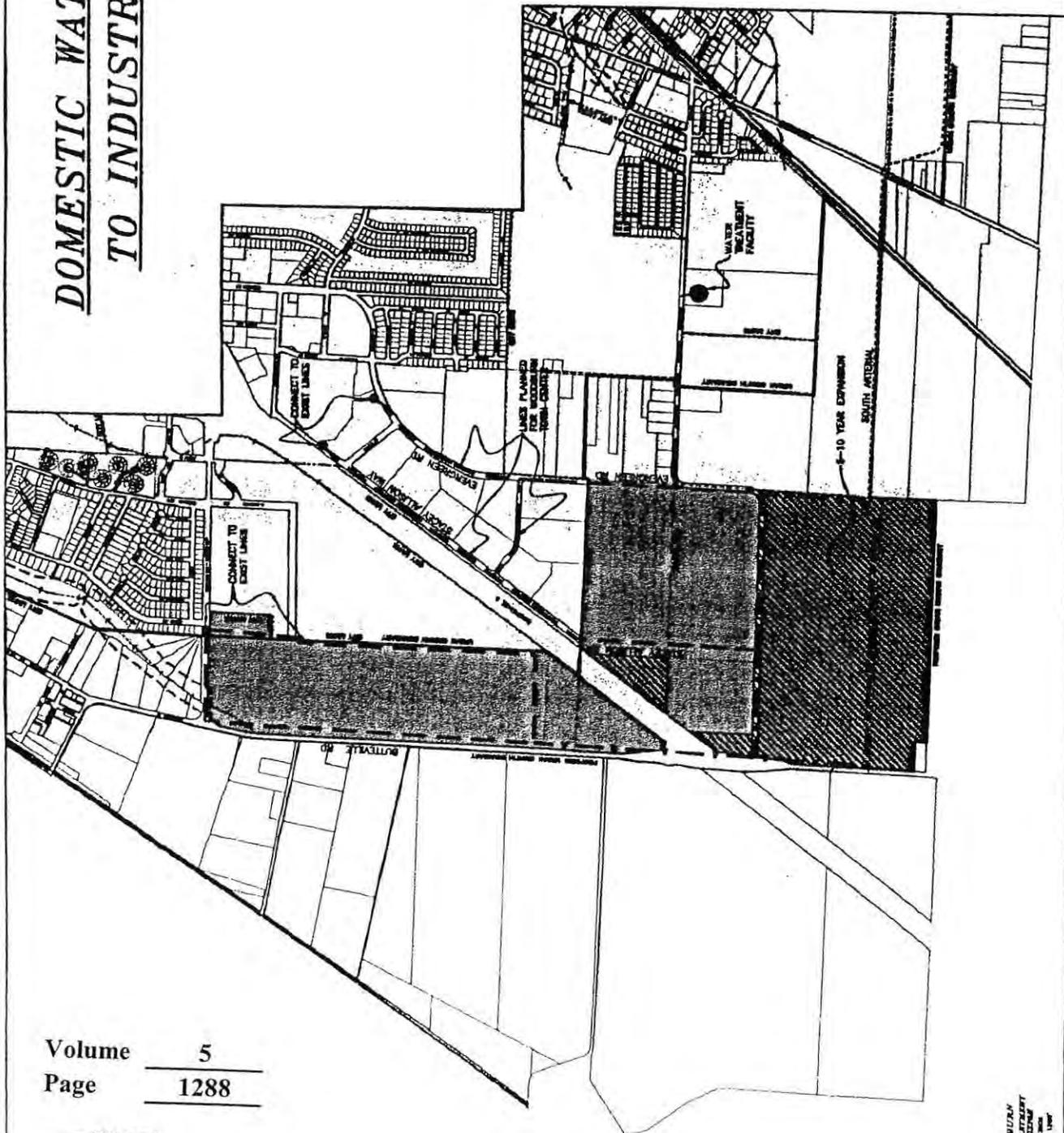
City of Woodburn
Public Facilities Plan
27-May-05

0-5 Year Projects:	LF	Unit \$	Description	Estimated Cost
Water	16,000	75	12-inch Water Main	\$1,200,000
Water	10,500	75	12-inch Water Main (Offsite)	\$787,500
Sanitary Sewer	13,800	65	12-inch Trunk Gravity Sewer	\$897,000
Sanitary Sewer	2,400	100	18-inch Gravity Sewer (Offsite)	\$240,000
Sanitary Sewer	3,600	120	24-inch Gravity Sewer (Offsite)	\$432,000
Sanitary Sewer			Sewer Pump Station Upgrade	\$450,000
Storm Drainage	3,900	95	21-inch Storm Drain (West of I-5)	\$370,500
Storm Drainage	3,500	60	12-inch Storm Drain (East of I-5)	\$210,000
Storm Drainage			Construct Regional Detention Facility	\$240,000
5-10 Year Projects				
Water	10,000	75	12-inch Water Main	\$750,000
Sanitary Sewer	7,900	65	12-inch Trunk Gravity Sewer	\$513,500
Storm Drainage	4,100	150	30-inch Storm Drain	\$615,000
Storm Drainage	6,400	200	42-inch Storm Drain (Offsite)	\$1,280,000

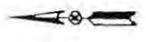
DOMESTIC WATER SERVICE TO INDUSTRIAL AREAS

APPENDIX TO PUBLIC FACILITIES PLAN

- PIPES NEED TO BE SERVED
- 1-5 YEAR DESIGN
- 6-10 YEAR DESIGN
- V (SEE TABLE FOR PROJECT COSTS)

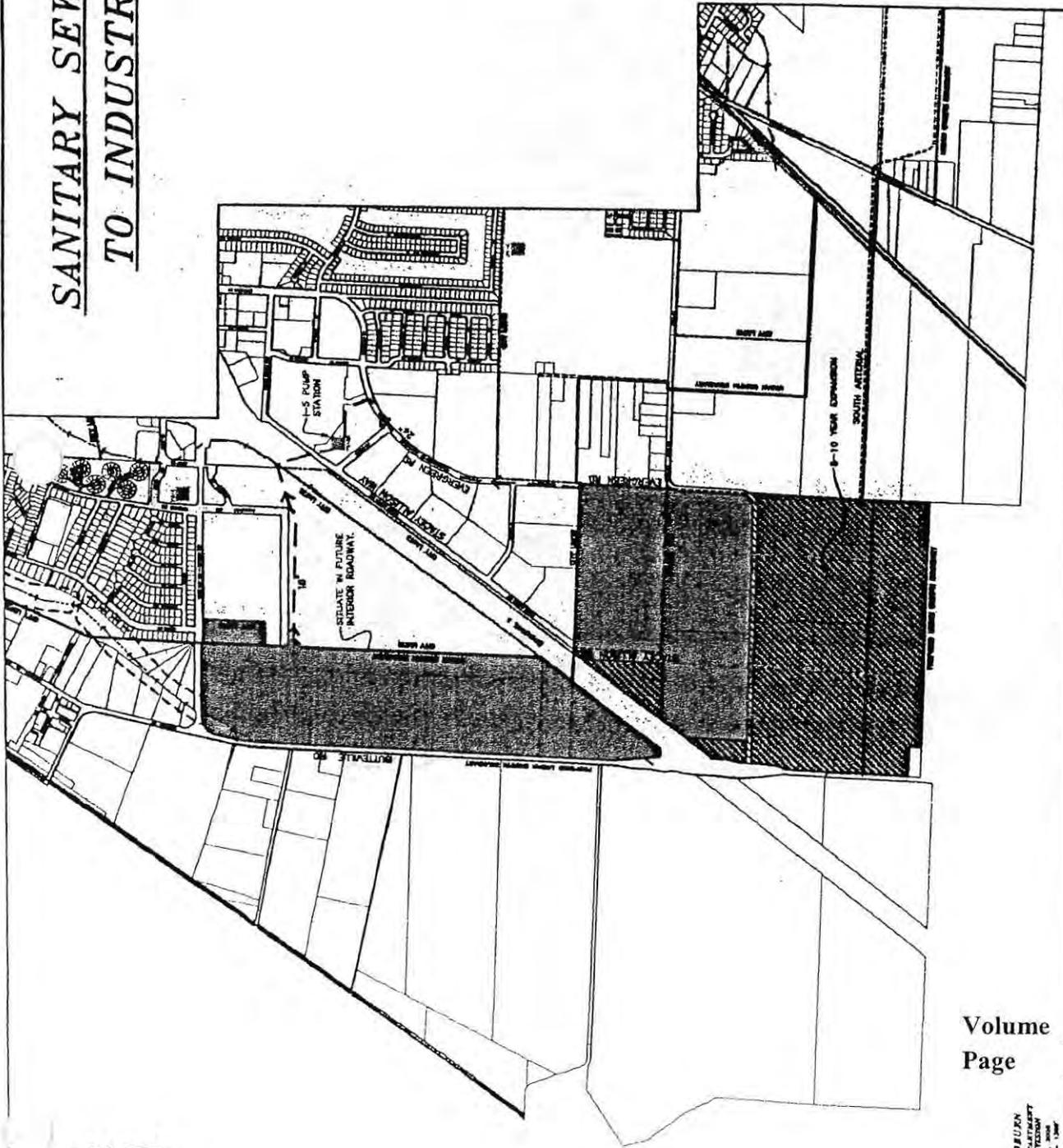


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CITY OF FOGGINS
 PUBLIC WORKS DEPARTMENT
 ENGINEER'S OFFICE
 1000 S. 10th St., Waco, Texas
 PROJECT NO. 1-1-1000

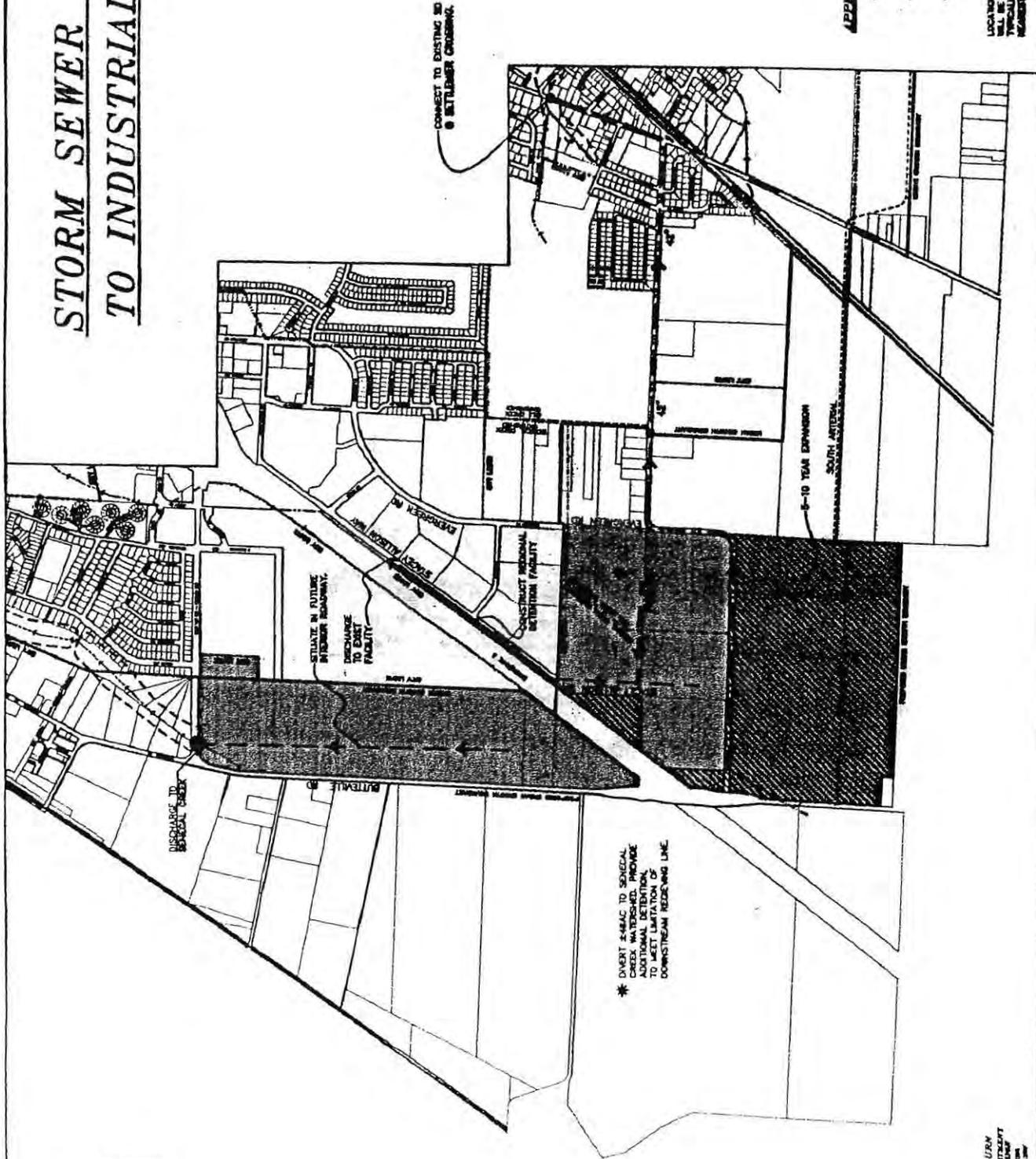
SANITARY SEWER SERVICE TO INDUSTRIAL AREAS



APPENDIX TO PUBLIC FACILITIES PLAN

- PIPES NEED TO BE REPAIRED
 - - - 1-8 YEAR EXPANSION
 - 8-10 YEAR EXPANSION
- (SEE TABLE FOR PROJECT COSTS)

STORM SEWER SERVICE TO INDUSTRIAL AREAS



APPENDIX TO PUBLIC UTILITIES PLAN

- BOUNDARY
- PIPES NEED TO BE ENLARGED
- PIPES NEED TO BE REPLACED
- 1-5 YEAR DESIGN
- 5-10 YEAR DESIGN

(SEE TABLE FOR PROJECT COSTS)

LOCATION OF STORM DRAIN COLLECTION LINES WILL BE DETERMINED BY MARKET-DRAIN FACTORS. TYPICALLY, LEAST COST OF SERVICE WILL OCCUR NEAREST TO POINTS OF COLLECTION INDICATED ABOVE.

Appendix C

Woodburn Public Facilities Plan

Analysis of Public Facilities to Serve UGB Expansion Study Areas May 27, 2005

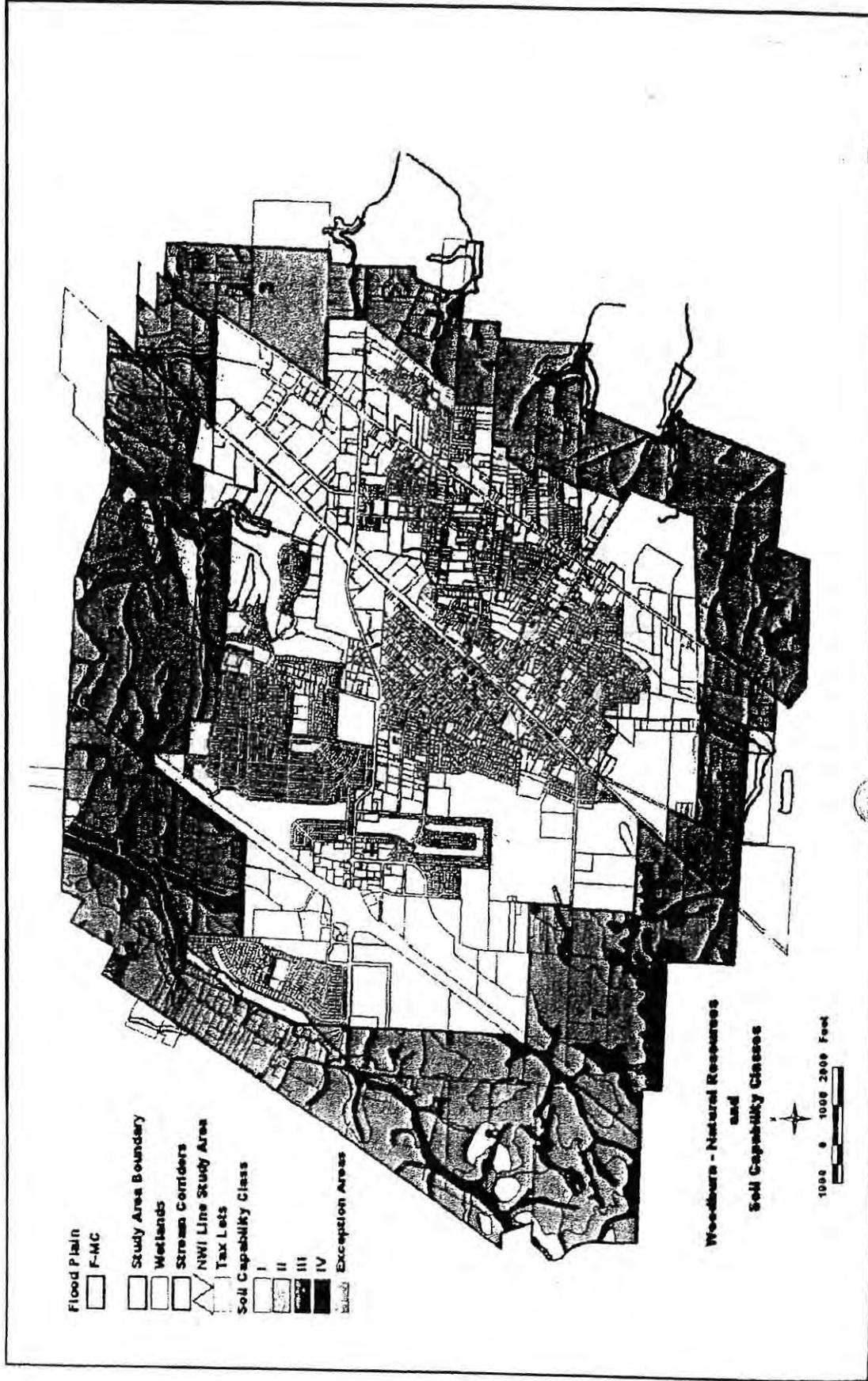
The Woodburn Public Works Department completed in August 2004 a public facilities analysis of 8 study areas for potential Urban Growth Boundary expansion. This analysis projected the sewer, water, and storm drainage improvements that would be necessary to serve each area and provided an estimated cost of these improvements. The analysis conforms to professional standards for "reconnaissance-level" investigations. The documents are intended for use in planning, but do not account for the possibility of different conclusions stemming from application of economic or timing issues, or legal interpretations, all of which were beyond the scope of this analysis.

Formulaic approaches were used to determine levels of service required by regions in expansion areas. Worksheets and calculations produced during the study are attached. A brief summary of the methodology used to derive cost estimates for infrastructure elements is also attached. Twenty-four maps are attached, showing the theoretical locations for pipes and other constructed features that are expected to be necessary to serve the expansion areas. It should be noted that interconnection between regions was necessary in certain cases (particularly water distribution). The cost estimates reflect the "true share" that can be attributed to each region, and do not duplicate costs of shared facilities.

This Appendix includes:

- UGB Study Area Map
- 2 Pages titled "Methodology for Calculations"
- 15 Pages of worksheets and support calculations
- 24 Workmaps (one water, sewer, and storm drainage map for each study area)

Eight Study Areas



Methodology for Calculations - Urban Growth Boundary Expansion

City of Woodburn – Public Works Department

April 2005

1. Public Works provided assistance to Community Development (Comm. Dev) in preparation of estimated costs for infrastructure related to proposed expansion of Urban Growth Boundary.
2. Comm. Dev determined 8 subareas for expansion. Public Works was provided mapped limits for the subareas and proposed land use designation within each of the areas.
3. Land use categories were as Residential, Commercial, and Industrial. Combinations were devised by application of formulas, without describing the location within a mapped area where any particular land use might occur.
4. Public Works was charged with estimating costs for water, storm sewer, and sanitary sewer within the boundary of each of the 8 subareas.
5. The physical size (in acres), of each land use for each subarea was calculated using CAD.
6. Master Plan criteria for water consumption, sanitary sewer flow rates and storm water runoff were used to determine values for each land use. Sizes of conveyance facilities were calculated for all areas by uniformly applying derived flow rates. Conceptual grid patterns for distribution pipes, sewer collection lines, and storm water collection lines were devised. The conceptual patterns were extrapolated and reduced to formulas for costs to serve on an acreage basis. Generally, the delivery of service to each sub area was considered to occur at one Point of Connection. This simplification did not consider market-driven development factors that would likely produce need for a greater number of connection points in the future, depending on the geographical extent and location of demand.
7. Based on CIP cost records (maintained by Engineering staff) and System Development Charges from Comm. Dev Planning staff, a cost per acre for each land use type was derived and are as follows;

Water Systems:	Residential = \$9.0K/AC	Comm./Industrial =
\$5.1K/AC		
Sanitary Sewer:	Residential = \$10.8K/AC	Comm./Industrial =
\$5.0K/AC		
Storm Sewer:	Residential = \$7.8K/AC	Comm./Industrial =
\$3.8K/AC		

8. Flow rates for these three infrastructure systems are as follows;

Water System

Residential = 1,315 gpd/AC (Avg.), 5,130 gpd/AC (Max.), 120,000 g/2hr.
Commercial/Industrial = 382 gpd/AC (Avg.), 1,490 gpd/AC (Max.), 600,000 g/2hr.

Sanitary Sewer

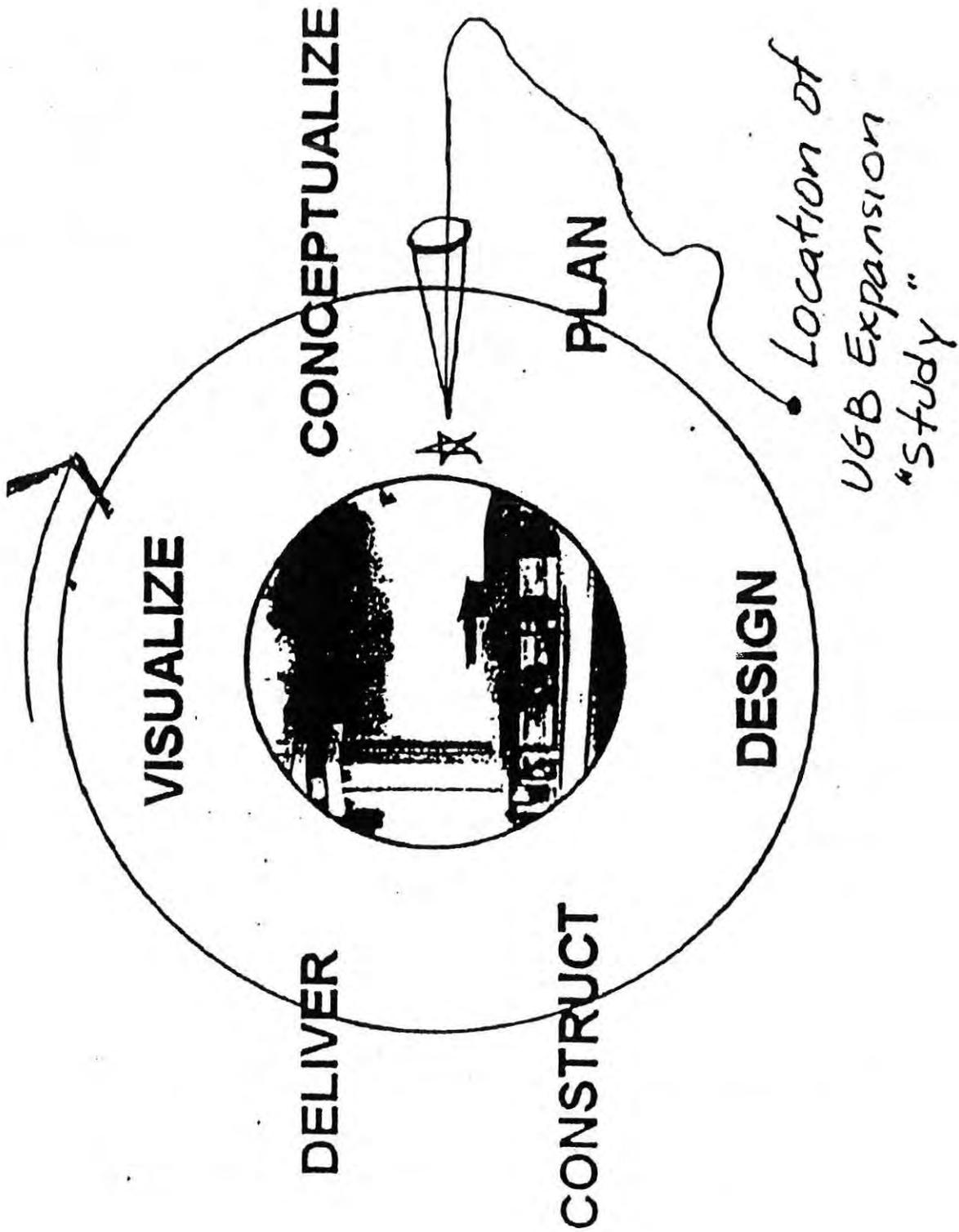
Residential = 1,420 gpd/AC
Commercial/Industrial = 700 gpd/AC

Storm Sewer

All areas: 0.5 cubic feet per second (cfs) per acre This empirical value was applied uniformly, regardless of projected land use, because little difference was discernable between runoff factors in conditions of a design storm.

Discharge from subareas larger than 150 acres were analyzed as Primary Drainage ways, in accordance with definitions from the Storm Drainage Master Plan (SDMP). Areas greater than 50, but less than 150 acres were described as Secondary Drainage ways. The SDMP instructs that conveyance systems for Primary Drainage ways accommodate runoff from 100-year event. Secondary Drainage ways are designed for 50-year events. The sizes of pipes were determined based upon their estimated slope and approximate design runoff for the tributary subarea.

9. The estimates considered that planning has already been made for some major infrastructure projects (mostly within the current Service Areas, and shown in a five-year plan called Capital Improvement Program, or "CIP"). Calculations were performed assuming that water, sanitary sewer, and storm drainage Capital Improvement Projects shown in the budget for fiscal year 2004-20005 were accomplished before any of these expansion projects were under taken.
10. Some infrastructure elements within the existing UGB would need upgrading to serve individual expansion subareas. Some of these improvements were not included in the CIP. Where additional improvements were necessary to existing systems situated within the existing service limits, the cost of improvements was estimated by application of historic construction cost records. These costs were added to other cost elements related to provision of service within each subarea. Included were water booster stations and sanitary sewer pump stations whose locations and sizes are shown on work maps that were prepared in course of the work.



		Reference HDR WMP 7/01
Area Exst UGB	4110 Acres	3.1, Para I
Residential Percentage	50 %	3.6 para 1
Residential Area	2055 Acres	
Demands:		
SF Residential	62 %	Table 4-2
MF Residential	17 %	"
Comm'l & Industrial	18 %	"
Open Space, Public, Other	3 %	"
ADD ffor current UGB, at year 2025	4.36 MGD	Table 4-4 Mod. Conservation
MF and SF Demand are nearly equal per dwelling unit		Extrapolated DNT
Residential Demand	1315.4 gpd/Ac	Calc DNT
MDD, as factor of ADD	3.9	4.2 Para Last
MDD/Acre Residential	5130.2 gpd/Ac	Calc DNT
MDD Comm'l & Industrial	1489.4 gpd/Ac	Calc DNT
To thes numbers, Add Fire Flow Demand:		
Residential	1000 gpm	ISO/WVFD
Comm'l/Industrial	2500 gpm	Consensus*

*Comm'l/Industrial assumes sprinkled buildings/Hydrant combinations will be mostl likely outcome for new buildings in UGB Expansion areas.

Losses may need to be added to Final Demanfd Calculation 5% to 20% ?

**S.A.P.
EVALUATION OF WATER REQUIREMENTS FOR UGB INCREASE**

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTIAL		COMMERCIAL/INDUSTRIAL		TOTAL RES FIRE FLOW (2 HRS)	TOTAL COM/IND FIRE FLOW (2 HRS)	TOTAL MDD W/FF
			AVERAGE DD 1315.4GPD/AC	MAXIMUM DD 5130.2gpd/AC	AVERAGE DD 381.8gpd/AC	MAXIMUM DD 1489.4gpd/AC			
1	362	239	476,175	1,857,132	92,995	355,967	1,977,132	955,967	2,933,099
2	436	214	573,514	2,236,767	83,267	318,732	2,356,767	918,732	3,275,499
3	100	234	131,540	513,020	91,049	348,520	633,020	948,520	1,581,540
4	343	0	451,182	1,759,659	0	0	1,879,659	0	1,879,659
5	0	431	0	0	167,702	641,931	0	1,241,931	1,241,931
6	189	0	248,611	969,608	0	0	1,089,608	0	1,089,608
7	382	128	502,483	1,959,736	49,805	190,643	2,079,736	790,643	2,870,380
8	457	296	601,138	2,344,501	115,174	440,862	2,464,501	1,040,862	3,505,364
SUB-TOTAL	2,269	1,542	2,984,643	11,640,424	599,992	2,296,655	12,480,424	5,896,655	18,377,079

NOTE: Phase III of WTP build out will have producible product of 10.8 MGD and 6.1 MG storage.

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STORM DRAIN COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COM/IND COST	TOTAL	Q (cfs) BASED ON 0.5 CFS/AC
1	362	239	\$7,800.00	\$3,600.00	\$2,823,600.00	\$860,400.00	\$3,684,000.00	300.5
2	436	214	\$7,800.00	\$3,600.00	\$3,400,800.00	\$770,400.00	\$4,171,200.00	325
3	100	234	\$7,800.00	\$3,600.00	\$780,000.00	\$842,400.00	\$1,622,400.00	167
4	343	0	\$7,800.00	\$3,600.00	\$2,675,400.00	\$0.00	\$2,675,400.00	171.5
5	0	431	\$7,800.00	\$3,600.00	\$0.00	\$1,551,600.00	\$1,551,600.00	215.5
6	189	0	\$7,800.00	\$3,600.00	\$1,474,200.00	\$0.00	\$1,474,200.00	94.5
7	382	128	\$7,800.00	\$3,600.00	\$2,979,600.00	\$460,800.00	\$3,440,400.00	255
8	457	296	\$7,800.00	\$3,600.00	\$3,564,600.00	\$1,065,600.00	\$4,630,200.00	376.5
SUB-TOTAL	2,269	1,542			\$17,698,200.00	\$5,551,200.00	\$23,249,400.00	

NOTE: Cost per acre are based upon SDC Receipt history.

SANITARY SEWER COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COM/IND COST	TOTAL
1	362	239	\$10,800.00	\$5,000.00	\$3,909,600.00	\$1,195,000.00	\$5,104,600.00
2	436	214	\$10,800.00	\$5,000.00	\$4,708,800.00	\$1,070,000.00	\$5,778,800.00
3	100	234	\$10,800.00	\$5,000.00	\$1,080,000.00	\$1,170,000.00	\$2,250,000.00
4	343	0	\$10,800.00	\$5,000.00	\$3,704,400.00	\$0.00	\$3,704,400.00
5	0	431	\$10,800.00	\$5,000.00	\$0.00	\$2,155,000.00	\$2,155,000.00
6	189	0	\$10,800.00	\$5,000.00	\$2,041,200.00	\$0.00	\$2,041,200.00
7	382	128	\$10,800.00	\$5,000.00	\$4,125,600.00	\$640,000.00	\$4,765,600.00
8	457	296	\$10,800.00	\$5,000.00	\$4,935,600.00	\$1,480,000.00	\$6,415,600.00
SUB-TOTAL	2,269	1,542			\$24,505,200.00	\$7,710,000.00	\$32,215,200.00

NOTE: Cost per acre are based upon SDC Receipt history.

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SANITARY SEWER FLOW RATES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL FLOW Rate 1420 GPD/AC	COM/IND FLOW Rate 700 GPD/AC	TOTAL FLOW TO POC PER DAY	CFS
1	362	239	514,040	167,300	681,340	1.05
2	436	214	619,120	149,800	768,920	1.19
3	100	234	142,000	163,800	305,800	0.47
4	343	0	487,060	0	487,060	0.75
5	0	431	0	301,700	301,700	0.47
6	189	0	268,380	0	268,380	0.42
7	382	128	542,440	89,600	632,040	0.98
8	457	296	648,940	207,200	856,140	1.32
SUB-TOTAL	2,269	1,542	3,221,980	1,079,400	4,301,380	6.66

WATER SUPPLY COST ANALYSIS OF EXTENDED BOUNDARIES BY REGION

PROP ZONE	RES AC	COMM/IND ACREAGE	RESIDENTAL SD COST PER AC	COM/IND SD COST PER AC	TOTAL RESIDENTAL COST	TOTAL COM/IND COST	TOTAL
1	362	239	\$9,000.00	\$5,100.00	\$3,258,000.00	\$1,218,900.00	\$4,476,900.00
2	436	214	\$9,000.00	\$5,100.00	\$3,924,000.00	\$1,091,400.00	\$5,015,400.00
3	100	234	\$9,000.00	\$5,100.00	\$900,000.00	\$1,193,400.00	\$2,093,400.00
4	343	0	\$9,000.00	\$5,100.00	\$3,087,000.00	\$0.00	\$3,087,000.00
5	0	431	\$9,000.00	\$5,100.00	\$0.00	\$2,198,100.00	\$2,198,100.00
6	189	0	\$9,000.00	\$5,100.00	\$1,701,000.00	\$0.00	\$1,701,000.00
7	382	128	\$9,000.00	\$5,100.00	\$3,438,000.00	\$652,800.00	\$4,090,800.00
8	457	296	\$9,000.00	\$5,100.00	\$4,113,000.00	\$1,509,600.00	\$5,622,600.00
SUB-TOTAL					\$20,421,000.00	\$7,864,200.00	\$28,285,200.00

NOTE: Cost per acre are based upon SDC Receipt history.

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REGION No. 1

GENERAL:

- Approximately 155 AC total area. For evaluation purposes, this region was divided into 155 AC of Residential and 0 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.92 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.40 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Existing collector would require upsizing to a 24-inch dia. line at a cost of \$250,00.
- Estimated new collections systems cost is \$1.67 million and will generate an approximate load of 0.35 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area, approximate 77.5 cfs.
- Estimated new collections systems cost is \$1.21 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$1,400,000
Sanitary Sewer	\$1,670,000
Storm Sewer	<u>\$1,210,000</u>
Total	\$4,280,000

REGION No. 2

GENERAL:

- Approximately 257 AC total area. For evaluation purposes this region was divided into 255 AC of Residential and 2 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1300LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$180,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.1 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.31 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at the North end of Boones Ferry Rd.
- From the Boones Ferry Rd. connection point, approximately 4000 LF of collector will have to upsize to the Goose Cr. connection of the parallel westerly reliever at a cost of \$500,000.
- Estimated new collections systems cost is \$1.29 million and will generate an approximate load of 0.28 cfs
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to upper Mill Cr. to service this area, approximately 128 cfs.
- Estimated new collections systems cost is \$930,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 1,490,000
Sanitary Sewer	\$ 1,790,000
Storm Sewer	<u>\$ 930,000</u>
Total	\$4,210,000

REGION No. 3

GENERAL:

- Approximately 13 AC total area. For evaluation purposes this region was divided into 0 AC of Residential and 13 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 400LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$60,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.74 MGD).
- Estimated cost of construction of distribution infrastructure is \$66,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at Industrial Pump Station on Industrial Way at a cost of \$100,000.
- Estimated new collections systems cost is \$65,000 and will generate an approximate load of 0.01 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is adequate to handle outfall. The region would require construction of approximately 700 LF storm sewer conveyance system, Easterly to the natural drainage at a cost of \$75,000 approximately 6.5 cfs.
- Estimated new collections systems cost is \$47,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 126,000
Sanitary Sewer	\$ 165,000
Storm Sewer	\$ 122,000
Total	\$ 413,000

REGION No. 4

GENERAL:

- Approximately 343 AC total area. For evaluation purposes this region was determined to be all Residential and no Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1100LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$154,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.88 MGD).
- Estimated cost of construction of distribution infrastructure is \$3.1 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new lift station, off Hwy. 211 then a 5000 LF of force main to the WWTP at a cost of \$1.5 million.
- Estimated new collections systems cost is \$3.70 million and will generate an approximate load of 0.75 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff would, therefore, require construction of approximately 3500 LF of 78-inch dia. pipeline Easterly to the Pudding River at a cost of \$1.3 million, approximately 170 cfs.
- Estimated new collections systems cost is \$2.68 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 3,240,000
Sanitary Sewer	\$ 5,200,000
Storm Sewer	<u>\$ 5,000,000</u>
Total	\$13,440,000

REGION No. 5

GENERAL:

- Approximately 430 AC total area. For evaluation purposes this region was assigned into 430 AC of Commercial/Industrial and no Residential.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 3600LF of 12-inch dia. main looped at a cost of \$500,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.24 MGD).
- Estimated cost of construction of distribution infrastructure is \$2.20 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station in the Northwest corner of the region at an estimated cost of \$350,000.
- The new lift station would then require a new force main of approximately 4800 LF to connect to the existing gravity collection system at the Mill Cr. trunk line off of Cleveland St. at an estimated cost of \$750,000.
- Estimated new collections systems cost is \$2.16 million and will generate an approximate load of 0.50 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff, therefore, requires construction of approximately 4500 LF of 84-inch dia. pipeline Easterly to the Pudding River at a cost of \$2.0 million, approximately 216 cfs.
- Estimated new collections systems cost is \$1.55 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

Cost Estimate Summary:

Water Improvements	\$ 2,700,000
Sanitary Sewer	\$ 3,260,000
Storm Sewer	<u>\$ 3,150,000</u>
Total	\$ 9,110,000

REGION No. 6

GENERAL:

- Approximately 34 AC total area. For evaluation purposes this region was assigned into 21 AC of Residential and 13 AC Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 500 LF of 12-inch dia. main looped at a cost of \$600,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (0.23 MGD).
- Estimated cost of construction of distribution infrastructure is \$260,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station along the Southerly finger of Mill Cr. and behind Shalimar trailer park at a cost of \$350,000.
- The new lift station would then require a new force main of approximately 1800 LF to connect to the existing gravity collection system at Bridlewood Ln. and Brown St. at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$290,000 and will generate an approximate load of 0.06 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to South Mill Cr. to service this area, approximately 17 cfs.
- Estimated new collections systems cost is \$210,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 860,000
Sanitary Sewer	\$ 890,000
Storm Sewer	\$ 210,000
Total	\$ 1,960,000

REGION No. 7

REVISED
JUNE 3, 2004

GENERAL:

- Approximately 379 AC total area. For evaluation purposes this region is divided into 285 AC of Residential and 94 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 6100 LF of 12-inch dia. main looped at a cost of \$700,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.3 MGD).
- Estimated cost of construction of distribution infrastructure is \$3.0 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of 1000 LF of new gravity sewer line to connect to the existing system at the South end of Harvard St. at a cost of \$80,000.
- The existing gravity collection system at Harvard St. would require being upsized for approximately 3300 LF to I-5 pump station at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$3.5 million and will generate an approximate load of 0.7 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of Parr Rd. and require upsizing the existing collector to a 42-inch dia. line at a cost of \$200,00, approximately 190 cfs.
- Estimated new collections systems cost is \$2.5 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 3,700,000
Sanitary Sewer	\$ 3,830,000
Storm Sewer	\$ 2,700,000
Total	\$10,230,000

GENERAL:

- Approximately 213 AC total area. For evaluation purposes this region is divided into 17 AC of Residential and 196 AC of Commercial/Industrial.
- Flow rates for water, sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.1 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.2 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Estimated new collections systems cost is \$1.2 million and will generate an approximate load of 0.25 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area. Approximately 110 cfs.
- Estimated new collections systems cost is \$838,000.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

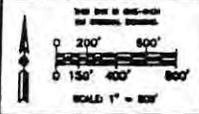
COST ESTIMATE SUMMARY:

Water Improvements	\$1,200,000
Sanitary Sewer	\$1,200,000
Storm Sewer	\$838,000
Total	\$3,238,000



LEGEND

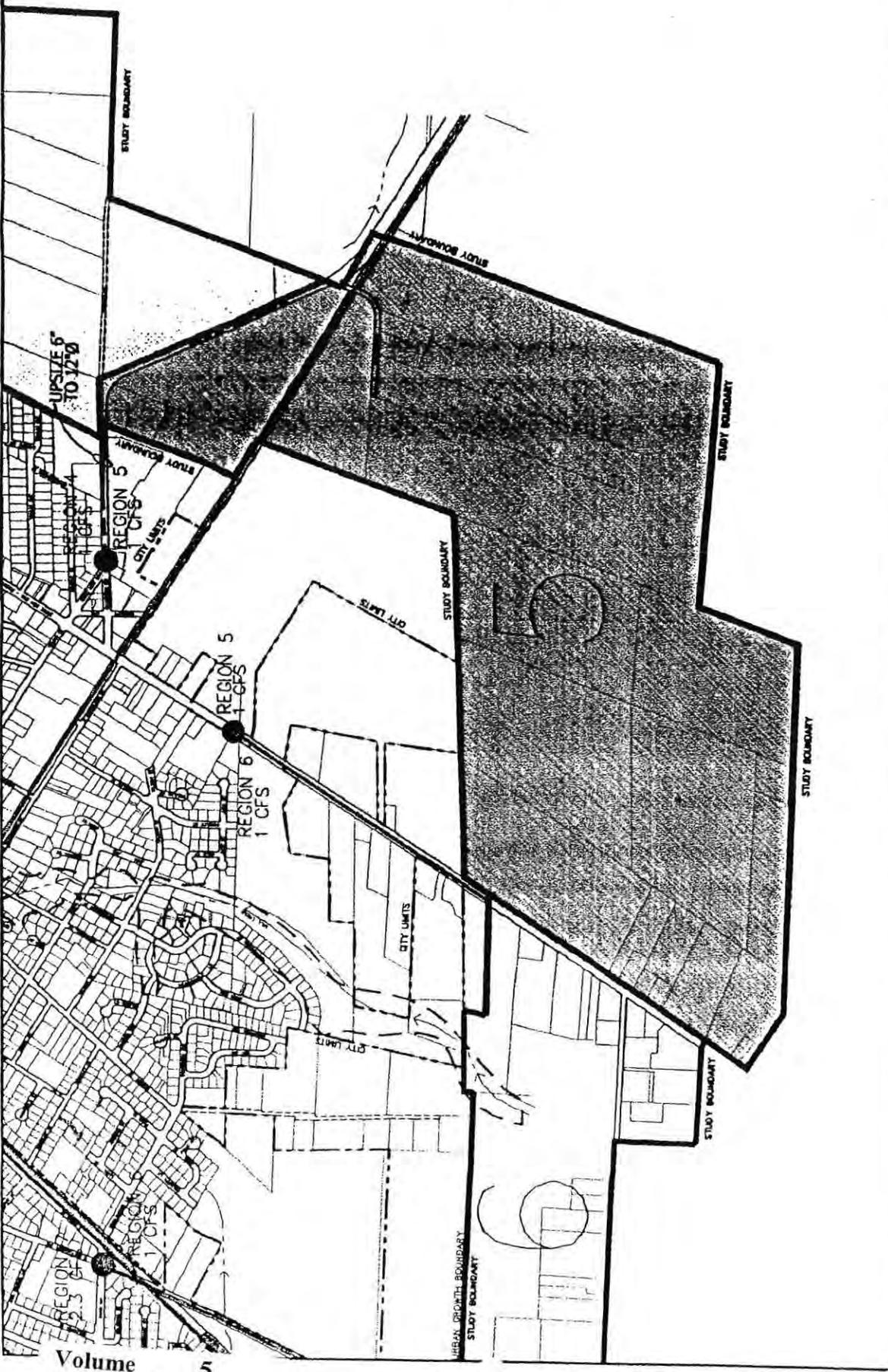
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	CITY LIMITS		RAILROAD		LOCAL PLUMB		TRUNK MAIN
	URBAN GROWTH BOUNDARY		CAWMOOT		RAILROAD		PROPOSED BY
	PRIVATE STREET (NOT CITY STREET-OF-WAY)		STREAM		RAILROAD		CONNECTION
					RAILROAD		CUBIC FEET
					RAILROAD		PER SECOND



CITY OF WOODBURN
 PUBLIC WORKS DEPARTMENT
 ENGINEERING DIVISION

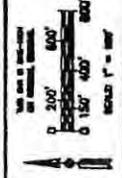
SAP WATER MAP
 REGION 3

PLAT BOOK: MAPS 11, 100A



SAP WATER MAP
REGION 5

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



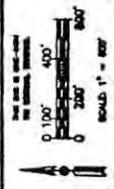
LEGEND

	STUDY BOUNDARY		SEWER MAIN
	CITY LIMITS		WATER MAIN
	URBAN GROWTH BOUNDARY		STORM SEWER
	INTERSTATE		FIRE HYDRANT
	STATE ROAD		VALVE
	LOCAL ROAD		MANHOLE
	RAILROAD		CATCH BASIN
	EASEMENT		OTHER



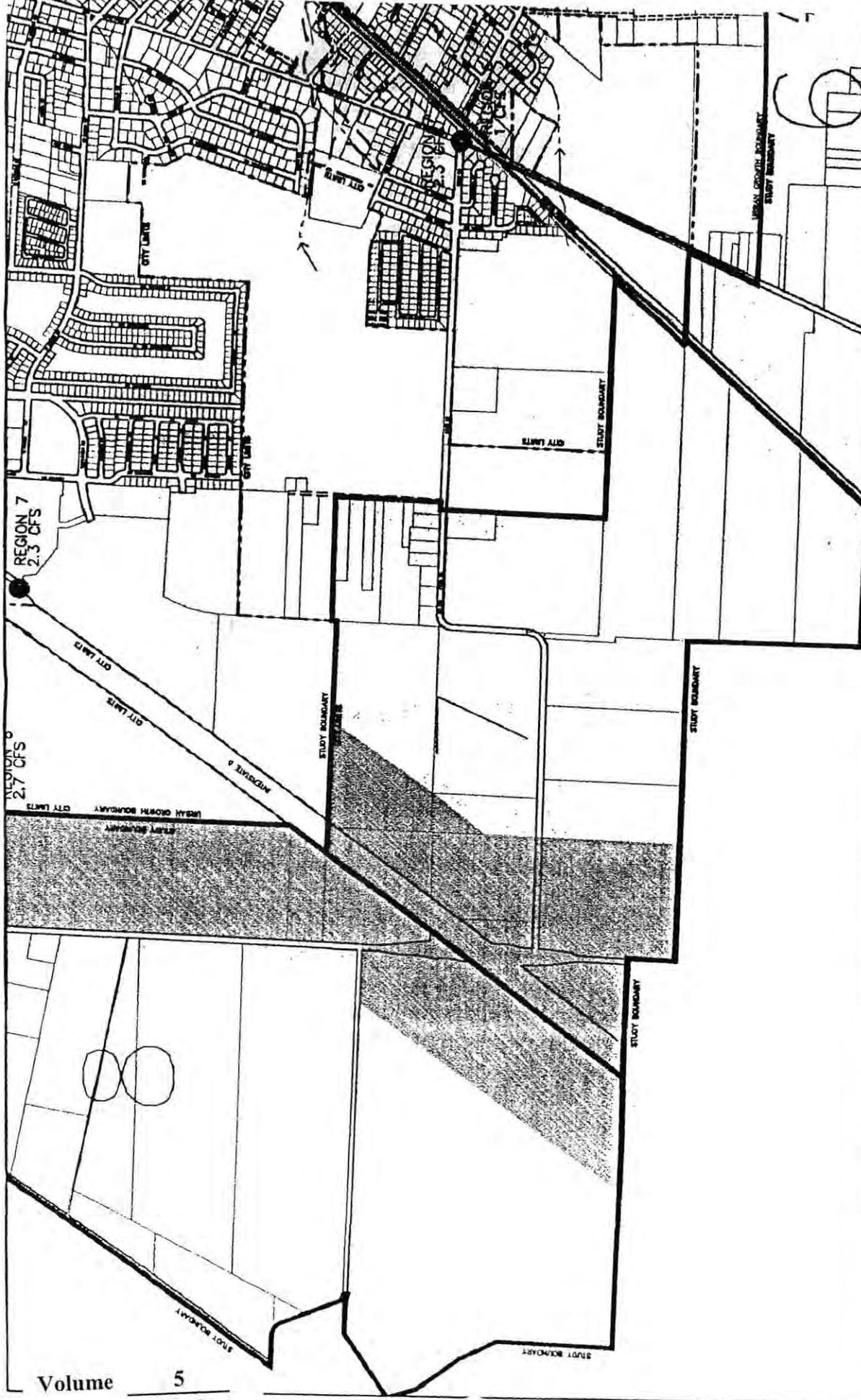
SAP WATER MAP
REGION 6

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



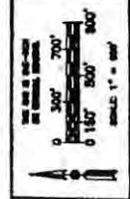
LEGEND

STUDY BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY
CITY LIMITS	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY
URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY
URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY



SAP WATER MAP
REGION 7

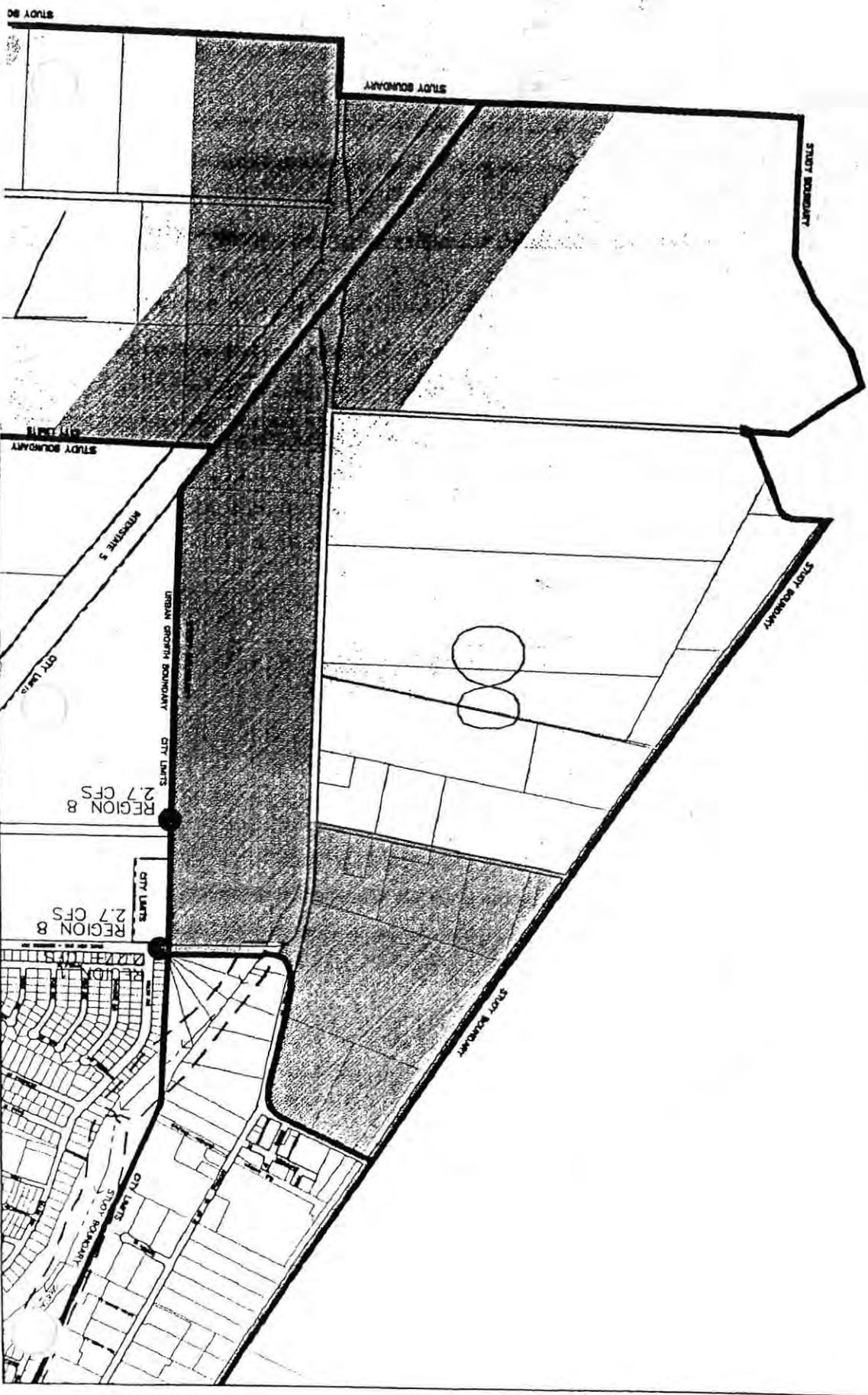
CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



LEGEND

	STUDY BOUNDARY
	CITY LIMITS
	URBAN GROWTH BOUNDARY
	CITY CENTER
	WATER MAIN
	SEWER MAIN
	STORM SEWER
	STREET
	ALLEY
	RIGHT-OF-WAY
	EASEMENT
	UTILITY
	OTHER

DATE: MARCH 14, 2004



SAP WATER MAP
REGION 8

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



LEGEND

	CITY BOUNDARY		CITY LIMITS
	URBAN GROWTH BOUNDARY		UTILITY LINE
	WATER MAIN		SEWER MAIN
	STORM SEWER		GAS LINE
	ELECTRIC LINE		TELEPHONE LINE
	FIRE HYDRANT		VALVE
	MANHOLE		CATCH BASIN
	STREET LIGHT		TRAFFIC SIGNAL
	TRAFFIC SIGN		STOP SIGN
	YIELD SIGN		NO LEFT TURN SIGN
	NO RIGHT TURN SIGN		NO U-TURN SIGN
	NO PARKING SIGN		NO STOPPING SIGN
	NO STANDING SIGN		NO TRUCKS SIGN
	NO BIKES SIGN		NO MOTORCYCLES SIGN
	NO SCOOTERS SIGN		NO SKATEBOARDS SIGN
	NO ROLLER SKATES SIGN		NO SKATEBOARDS SIGN
	NO ROLLER SKATES SIGN		NO SKATEBOARDS SIGN

STUDY BOUNDARY

W X-ING

LOS CES

CITY BOUNDARY

CITY LIMITS

STUDY BOUNDARY

CITY LIMITS

WOODBURN INTERCHANGE

CITY LIMITS

STUDY BOUNDARY

CITY LIMITS

STUDY BOUNDARY

SAP SANITARY MAP REGION 1

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



LEGEND

STUDY BOUNDARY	STUDY BOUNDARY
CITY LIMITS	CITY LIMITS
WOODBURN INTERCHANGE	WOODBURN INTERCHANGE
WOODBURN INTERCHANGE	WOODBURN INTERCHANGE
WOODBURN INTERCHANGE	WOODBURN INTERCHANGE

LEGEND

WOODBURN INTERCHANGE	WOODBURN INTERCHANGE

LEGEND

WOODBURN INTERCHANGE	WOODBURN INTERCHANGE

LEGEND

WOODBURN INTERCHANGE	WOODBURN INTERCHANGE

PAGE NUMBER 11, 1000



SAP SANITARY MAP
REGION 3

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



LEGEND

STUDY BOUNDARY	--- STUDY BOUNDARY	URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY
CITY LOTS	--- CITY LOTS	URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY
URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY
URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY	URBAN GROWTH BOUNDARY	--- URBAN GROWTH BOUNDARY

LEGEND

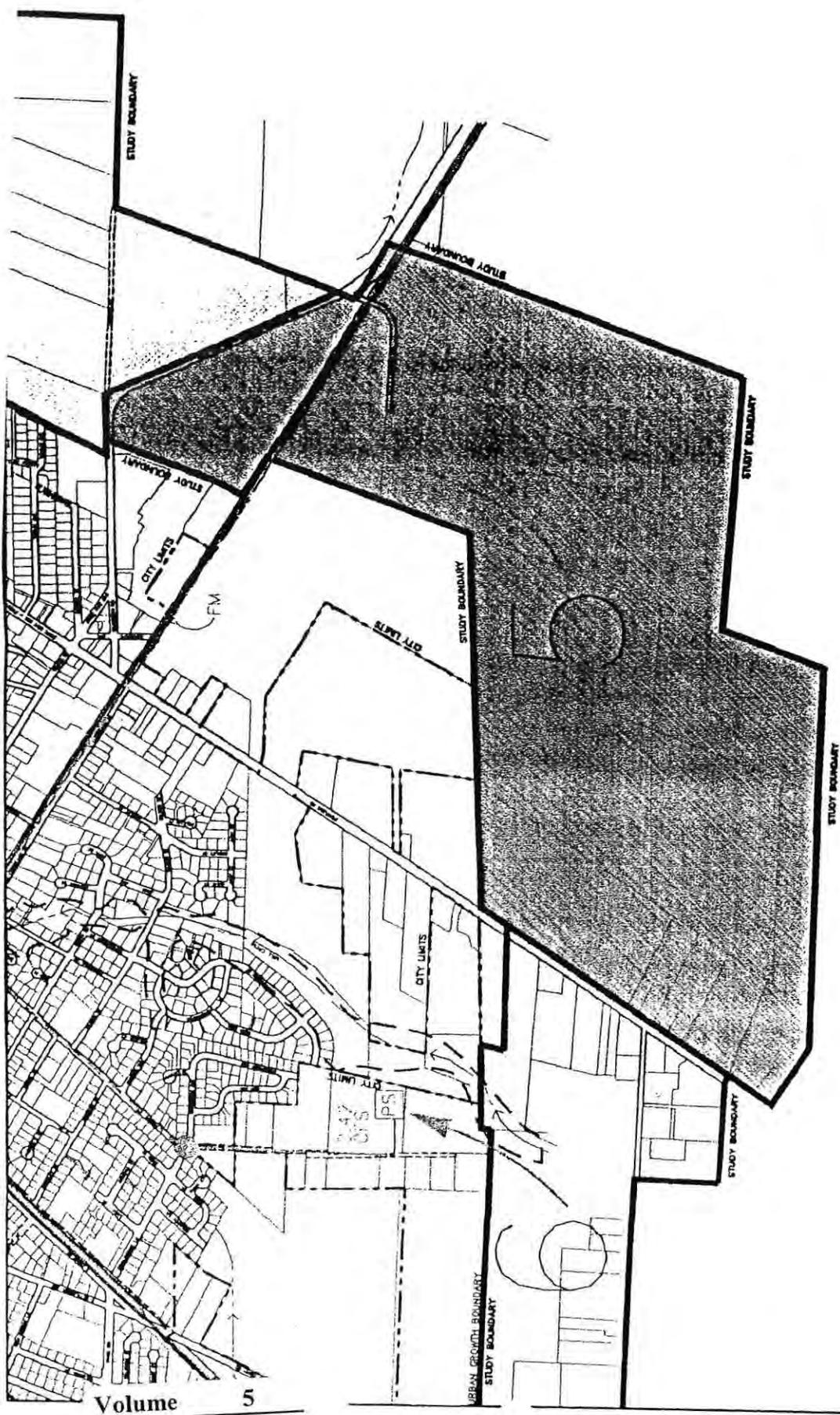
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SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE
SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE

LEGEND

SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE
SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE
SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE

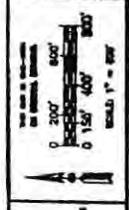
LEGEND

SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE
SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE
SEWER LINE	--- SEWER LINE	MANHOLE	○ MANHOLE



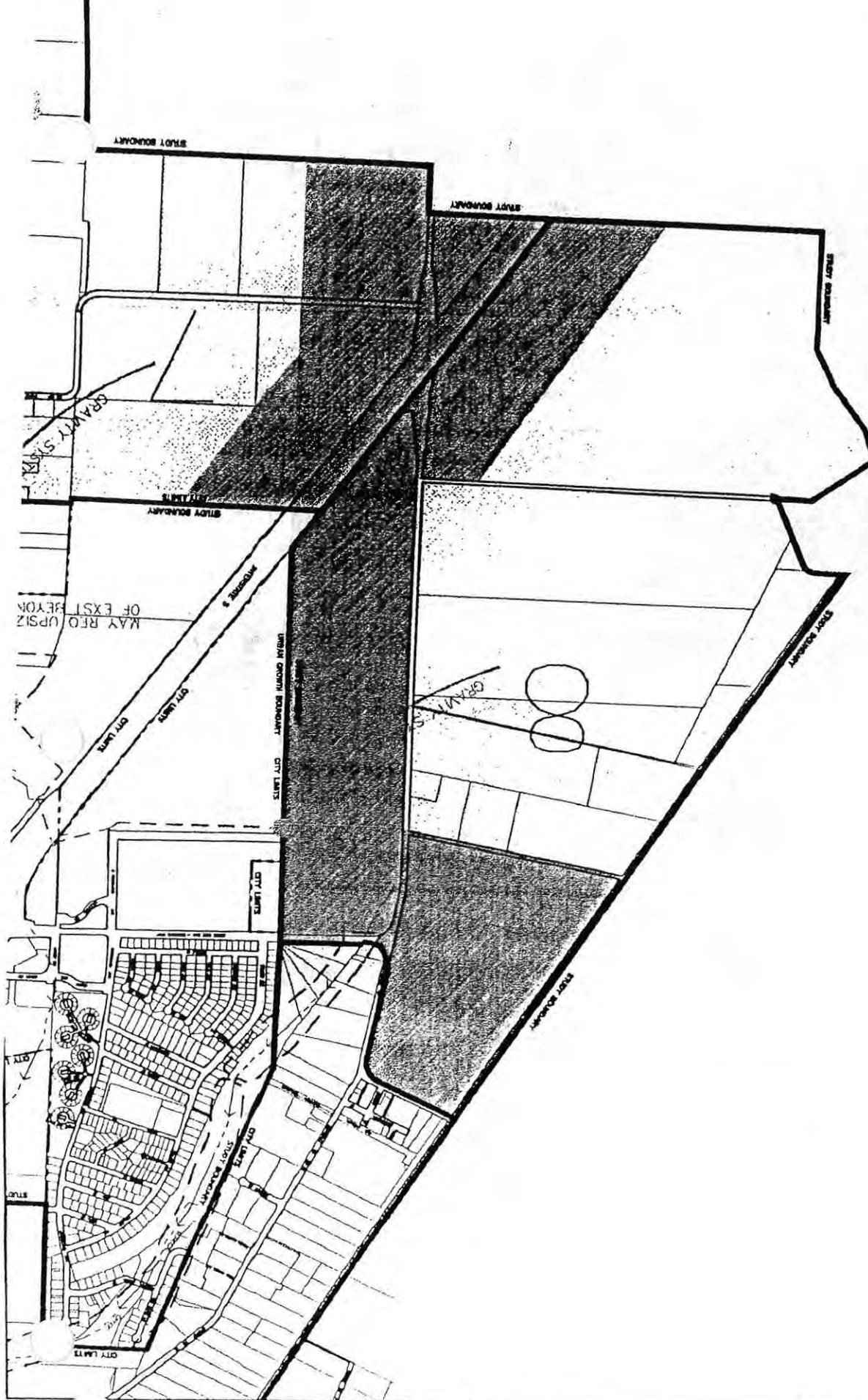
SAP SANITARY MAP
REGION 5
PLAT NO. 10000 11, 1988

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION
1000 11th Street, Woodburn, OR 97151
TEL: 503/738-2100 FAX: 503/738-2101



LEGEND

	STUDY BOUNDARY		CITY LIMITS		URBAN GROWTH BOUNDARY
	SEWER MAIN		WATER MAIN		GAS MAIN
	STORM SEWER		ELECTRIC LINE		TELEPHONE LINE
	FIRE HYDRANT		MANHOLE		VALVE
	SEWER ACCESS POINT		WATER ACCESS POINT		GAS ACCESS POINT
	SEWER CLEANOUT		WATER CLEANOUT		GAS CLEANOUT
	SEWER MANHOLE		WATER MANHOLE		GAS MANHOLE
	SEWER VALVE		WATER VALVE		GAS VALVE
	SEWER ACCESS VALVE		WATER ACCESS VALVE		GAS ACCESS VALVE
	SEWER ACCESS VALVE		WATER ACCESS VALVE		GAS ACCESS VALVE



SAP SANITARY MAIN REGION 8

FOOT SCALE: 1" = 100'

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION

WOODBURN
INCORPORATED 1911

0 300' 700' 1000'

0 150' 600' 900'

SCALE: 1" = 100'

LEGEND

---	STREET BOUNDARY	---	STREET LIGHT
---	CITY LIMITS	---	STREET LIGHT
---	UNLINED SANITARY MAIN	---	STREET LIGHT
---	STREET	---	STREET LIGHT
---	STREET	---	STREET LIGHT



SAP STORM WATER M
REGION 2
PART MAP, MAPS 11, 12, 13

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION
DESIGNED BY: [unreadable]
DATE: [unreadable]



LEGEND

STUDY BOUNDARY
 CITY LIMIT
 URBAN GROWTH BOUNDARY
 MAPS 11, 12, 13

MANHOLE
 CATCH BASIN
 STREET LIGHT
 UTILITY
 DRIVE

UPGRADE
 REDUCTION OF S.P.F.L.
 NO-YEAR OF CONSTRUCTION
 STREET CLOSURE
 DRIVE NOT FOR RECORD

STUDY BOUNDARY
 CITY LIMIT
 URBAN GROWTH BOUNDARY
 MAPS 11, 12, 13

SCALE
 0 200' 400' 800'
 0 150' 300' 600'
 1" = 80'



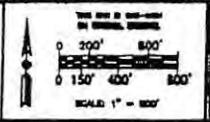
78"Ø @ 35C
TO PUDDING
167 CFS ER

78"Ø @ 3500± LF
TO PUDDING RIVER
172 CFS

Page 1329
Volume 5

LEGEND

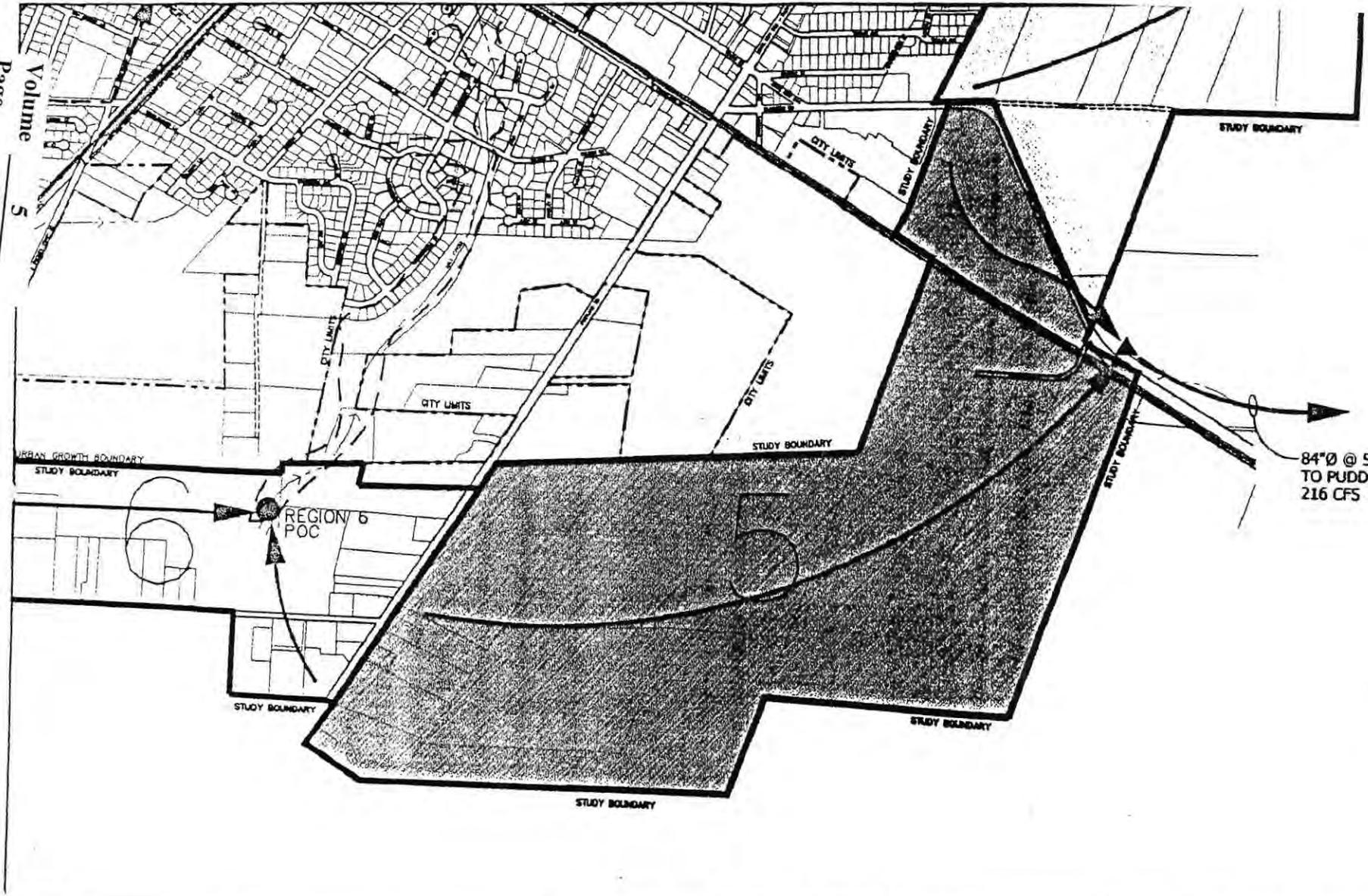
	STUDY BOUNDARY		UNIMPROVED ROAD OF -		LOCAL USE TRAIL		UPGRADE
	CITY LIMITS		RAILROAD		SEWER		DIRECTION OF CURB WALL
	URBAN GROWTH BOUNDARY		CALLIST		SEWER		POC-POINT OF CONNECTION
	THRUWAY STREET (NOT CITY RIGHT-OF-WAY)		SEWER		SEWER		SEWER CONNECTION
			SEWER		SEWER		SEWER CONNECTION
			SEWER		SEWER		SEWER CONNECTION



CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION

SAP STORM WATER M
REGION 4

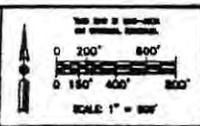
PLAT DATED MARCH 24, 2004



84"Ø @ 5000± LF
TO PUDDING RIVER
216 CFS

LEGEND

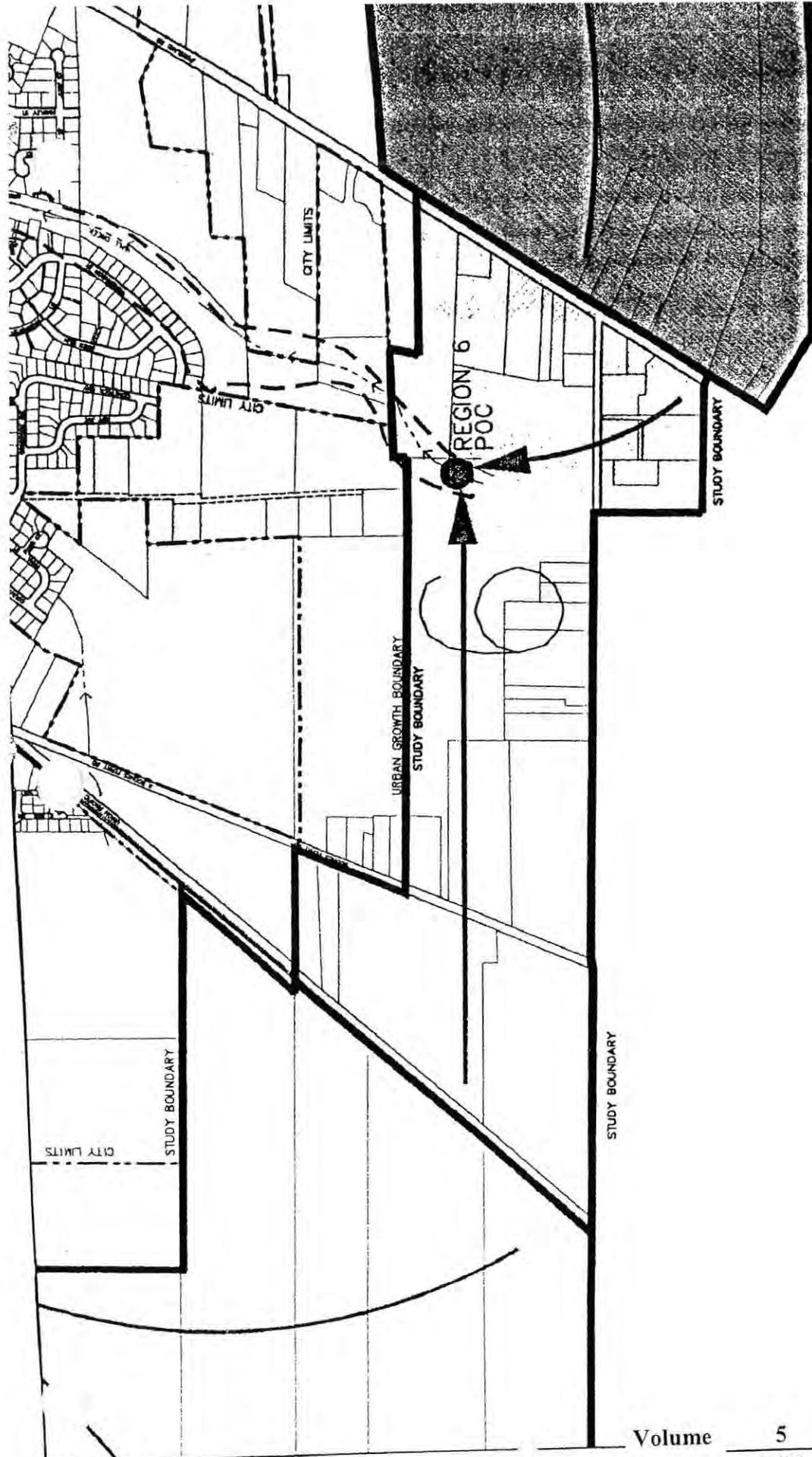
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	CITY LIMITS		URBAN SERVICE BOUNDARY		STREET CENTERLINE		PROPOSED CONNECTION
	PRINCIPAL STREET		STREET CENTERLINE		STREET CENTERLINE		EXISTING CONNECTION
	LOCAL STREET		STREET CENTERLINE		STREET CENTERLINE		PROPOSED CONNECTION
	STREET CENTERLINE		STREET CENTERLINE		STREET CENTERLINE		PROPOSED CONNECTION



CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION

SAP STORM WATER M
REGION 5

PLAN SHEET: SHEET 11, 2004

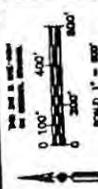


STUDY

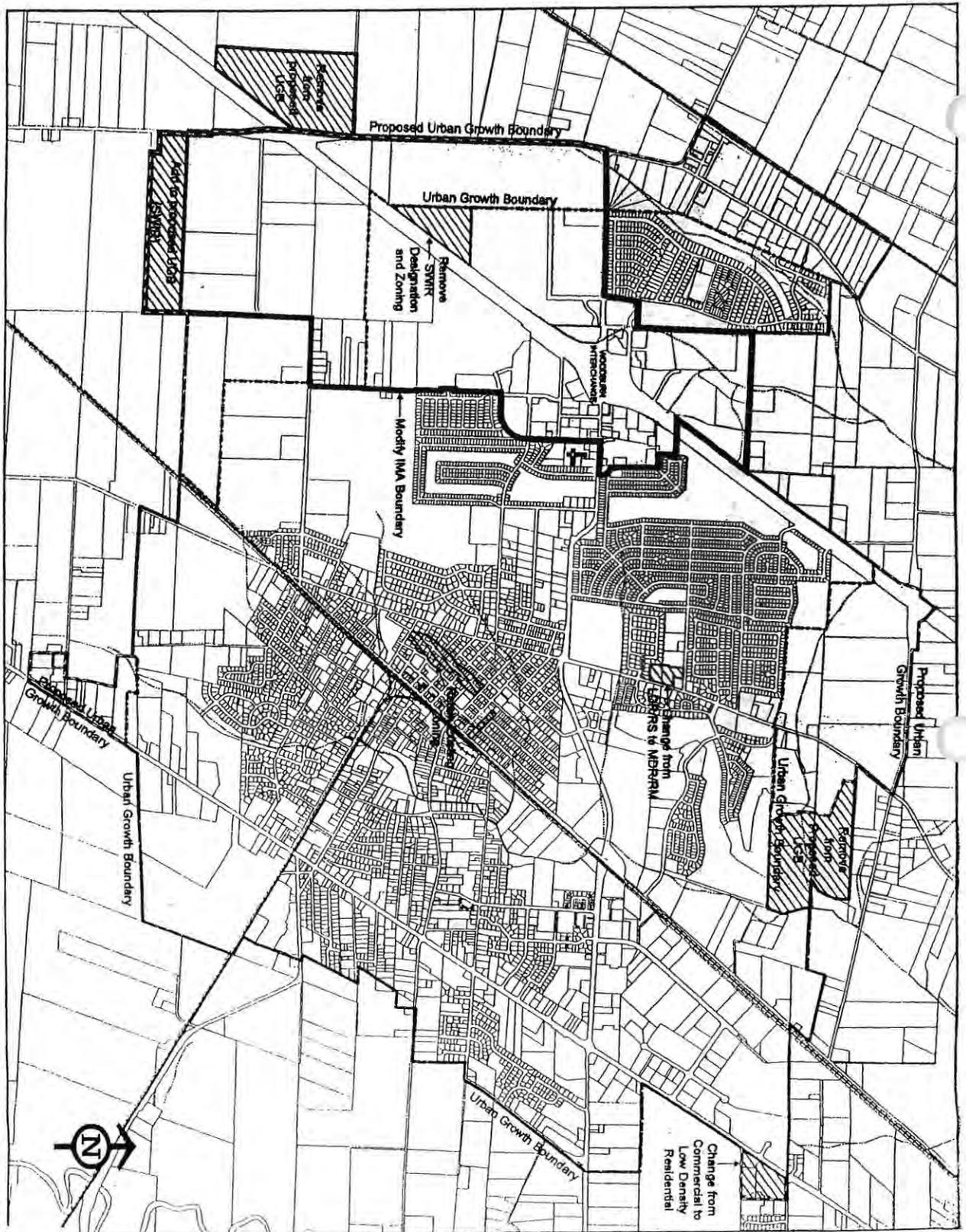
SAP STORM WATER REGION 6

PLATE NUMBER 11, 2004

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION



- STUDY BOUNDARY
- CITY LIMITS
- URBAN GROWTH BOUNDARY
- (NOT CITY OWNED OR OPERATED)
- UNIMPROVED
- IMPROVED
- 15" DIA. OR LARGER
- 12" DIA. OR LARGER
- 10" DIA. OR LARGER
- 8" DIA. OR LARGER
- 6" DIA. OR LARGER
- 4" DIA. OR LARGER
- 3" DIA. OR LARGER
- 2" DIA. OR LARGER
- 1" DIA. OR LARGER
- 0.75" DIA. OR LARGER
- 0.5" DIA. OR LARGER
- 0.25" DIA. OR LARGER
- 0.125" DIA. OR LARGER
- 0.0625" DIA. OR LARGER
- 0.03125" DIA. OR LARGER
- 0.015625" DIA. OR LARGER
- 0.0078125" DIA. OR LARGER
- 0.00390625" DIA. OR LARGER
- 0.001953125" DIA. OR LARGER
- 0.0009765625" DIA. OR LARGER
- 0.00048828125" DIA. OR LARGER
- 0.000244140625" DIA. OR LARGER
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**Woodburn Periodic Review
Amendments**

Recommended Map Revisions
June 13, 2005
City Council Meeting
Map Not to Scale

Legend

- Streams
- Railroad
- Proposed Urban Growth Boundary
- Revised Proposed Urban Growth Boundary
- Urban Growth Boundary
- Assessor's Taxlots
- UGB Expansion Area
- Revised Areas
- Change from Commercial to Low Density Residential
- Change from Medium Density Residential to Single-Family Residential
- Adoptive from SWMR
- Remove from SWMR

ATTACHMENT 6

REVISED D R A F T

URBAN GROWTH BOUNDARY COORDINATION AGREEMENT

This Agreement made and entered into this _____ day of _____, _____, by and between the City of Woodburn, a municipal corporation, hereinafter called "City" and Marion County, a political subdivision of the State of Oregon, hereinafter called "County."

WITNESSETH:

WHEREAS, IT APPEARING to the City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCD) Statewide Planning Goal 14 (Urbanization) required that an urban growth boundary (UGB) be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

WHEREAS, pursuant to the above noted statutory duty and Goal 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have adopted an urban growth boundary, coordination policies and procedures for amending the UGB and for revising the City and County comprehensive plans within the UGB and outside the City limits, and a coordination process for county land division and land-use decisions within the urban growth area (UGA) surrounding the City of Woodburn; and

WHEREAS, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of land from Rural/Resource uses to urban uses within the UGA.
2. Reduce potential conflicts with resource lands.
3. Promote the retention of lands in resource production in the urban growth boundary until provided with urban services and developed.
4. Coordinate growth in accordance with the Woodburn Comprehensive Plan and the Marion County Comprehensive Plan.

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NOW, THEREFORE, the City and County adopt the following coordination and revision procedures and policies that, along with the policies of the Woodburn Comprehensive Plan, shall serve as the basis for land use decisions within the UGA (i.e., the area between the city limits of Woodburn and the urban growth boundary (UGB)). It is the intent of the parties that the boundary and coordination policies and procedures expressed in this agreement shall be consistent with Oregon State Laws, the Marion County Comprehensive Plan and the Woodburn Comprehensive Plan.

I. COORDINATION POLICIES AND PROCEDURES

1. The County shall retain responsibility for regulating land use on lands within the UGA until such lands are annexed by the City. The City and County identify the UGA as urbanizable and available over time for urban development.
2. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the UGA. The County shall forward land use activities being considered within the UGA by the County to the City for comments and recommendations. The City shall respond within twenty (20) days, unless the City requests and the County grants an extension.
3. 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 (20) 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.
4. All land use actions within the UGA shall be consistent with the Woodburn Comprehensive Plan and the County's land use regulations.
5. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the Woodburn Comprehensive Plan that apply to the UGA. 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 Woodburn Comprehensive Plan, the change shall be adopted by ordinance and made a part of the County's Plan.
6. The area outside the UGB shall be maintained in rural and resource uses consistent with Statewide Planning Goals.
7. The City and County shall promote logical and orderly development within the UGA in a cost effective manner. The County shall not allow

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**CITY OF WOODBURN/MARION COUNTY
REVISED D R A F T**

uses requiring a public facility provided by the City within the UGA prior to annexation to the City unless agreed to in writing by the City.

8. City sewer and water facilities shall not be extended beyond the UGB, except as may be agreed to in writing by the City and County, consistent with Oregon Administrative Rules, the Woodburn Comprehensive Plan and the Marion County Comprehensive Plan.
9. Conversion of land within the UGA to urban uses shall occur upon annexation and be based on a consideration of applicable annexation policies in the Woodburn Comprehensive Plan.
10. The City shall discourage the extension of public facilities into the UGA without annexation. However, if the extension of public facilities into the UGA is necessary because of an emergency, health hazard or the City determines it is otherwise desirable, the facilities may be extended subject to terms and conditions contained in a service contract between the City and the property owner.
11. Pursuant to OAR 660-011-0045, the City is the designated provider of public water, sanitary sewer and stormwater facilities within the UGB and is responsible for preparing the public facilities plan within the UGB. This designation does not obligate the City to provide services to any properties that are not annexed.

II. AMENDMENTS TO THE URBAN GROWTH BOUNDARY (UGB) AND THE URBAN GROWTH AREA (UGA)

The UGB and plan designations applicable to land within the UGA shall be reviewed by the City and County as required by the Land Conservation and Development Commission (LCDC) under their periodic review rules or as the City updates its comprehensive plan where County concurrence is necessary. These, and any other amendments to the Plan, UGB or zoning in the UGA shall be reviewed and approved in the manner provided below.

1. City initiated Comprehensive Plan amendments for lands in the UGA and proposed UGB amendments.
 - A. Upon receipt of notice of periodic review, the City shall review its Comprehensive Plan to determine if it needs updating. The City may also propose comprehensive plan amendments, including UGB amendments, at times other than specified by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

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The City shall develop proposed amendments and forward them together with all exhibits, findings of fact, and conclusions of law regarding the amendments to the County for review and comments at least 20 days before the City's initial evidentiary public hearing. The City shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

The City shall hold one or more Planning Commission and one or more City Council hearings. Upon conclusion of its deliberations, if the City Council concludes it will approve a proposed amendment(s), it shall adopt an ordinance with findings of fact and conclusions of law supporting the Council's decision.

- B. After adopting the ordinance to amend its comprehensive plan the City shall forward the proposed amendment to the County for hearing along with any comments from DLCD or other interested parties received by the City. Within 90 days after the date the City provides its resolution of intent along with all supporting studies, exhibits, comments and findings of fact and conclusions of law to the County, the County shall hold a public hearing on the City's proposal. If the County decides to reject the proposal or wishes to propose modifications, either party may request a joint meeting to resolve differences.
- C. Upon concurrence by the County, both the City and County shall formally amend their respective Comprehensive Plans to reflect the agreed upon change.

2. County initiated Comprehensive Plan Amendments within the UGA or Amendments to the UGB.

- A. Upon receipt of notice of periodic review, the County shall review its Comprehensive Plan to determine if it needs updating. The County may also propose amendments at times other than specified in the Plan or by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The County shall develop proposed amendments and forward them together with all exhibits, findings of fact and conclusions of law regarding the amendments to the City for review and comments at least 20 days before the County's initial evidentiary public hearing. Within 90 days after the County provides the proposed amendments to the City, the City shall schedule at least one public hearing by the City Planning Commission. The County shall be

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responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

B. The City Planning Commission shall hold one or more public hearings. After the Planning Commission has concluded its hearing(s), it shall make a recommendation to the City Council. The City Council and the County Board of Commissioners shall each hold a public hearing or may jointly conduct one or more public hearings. The two governing bodies may deliberate together on the proposed amendment(s). At the conclusion of those deliberations, if the conclusion is to approve the proposed amendment(s), the City Council and the Board of Commissioners shall each adopt an ordinance to amend their respective comprehensive plans accompanied by agreed upon findings of fact and conclusions of law.

3. **County Zoning Amendments in UGA.** Whenever the County proposes an amendment to its zoning map or regulations for lands within the UGA, the County shall provide notice and request for comments on the proposed amendment to the City at least 20 days before the County's initial evidentiary public hearing.

4. In amending the UGB, the city limits or their respective comprehensive plans, the City and County shall follow all procedures as required by Oregon State Law. In the case of an amendment to the UGB, the governing bodies shall base the amendment on consideration of Goal 14 (Urbanization), applicable planning statutes and Administrative Rules.

III. ADMINISTRATION OF ZONING AND SUBDIVISION REGULATIONS

In making land use decisions within the UGA, the City and County agree to the following:

- 1. The County shall provide notice and request for comments on conditional uses, variances, adjustments, land divisions, property line adjustments and administrative reviews within the UGA to the City at least 20 days before the County's initial evidentiary hearing or land use decision when no hearing is held. The County shall provide the City a notice of decision for all such applications in the UGA when requested by the City.
- 2. Applications for uses permitted outright in the applicable county zone including ministerial actions will not involve any notice or request for comments to the City.
- 3. The County shall, to the extent feasible, require City development standards for development within the UGA, including dedication of

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additional right-of-way or application of special street setbacks when requested by the City. The County shall, to the extent feasible, require compliance with City development standards, in lieu of County standards if the development is other than a single-family dwelling.

- 4. For development approved under (1) or (2), if public sewer and water facilities or city limits are located within 300 feet of the subject property, the County shall require that the development connect to the facilities unless use of wells or other means are allowed in writing by the City. The City will require any property connecting to City sanitary sewer or water facilities to annex to the City. The City shall provide the County information about the location of public sewer and water. The County may approve development of permitted uses on properties more than 300 feet from the city limits, or from a public sewer or water facility using wells and DEQ approved wastewater disposal systems.
- 5. If a proposed use is not specifically identified in the Marion County Urban Zoning Ordinance (MCUZO), and the County is proposing an interpretation classifying the use as permitted in the applicable zone under the interpretation provisions of the MCUZO, the County shall give the City an opportunity to comment before the County makes a final land use decision.

IV. MARION COUNTY URBAN GROWTH MANAGEMENT FRAMEWORK

The Coordination Agreement between a city and the County is required to be consistent with the Urban Growth Management Framework of the Marion County Comprehensive Plan. The Framework provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the County. The decision on how to use any applicable coordination guidelines of the Framework is up to a city and there can be several approaches taken by cities to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the Woodburn Comprehensive Plan has been amended to incorporate applicable policies and guidelines found in the Marion County Urban Growth Management Plan. The City shall consider applicable Woodburn Comprehensive Plan policies and guidelines when making land use decisions within the UGA.

V. AREA OF MUTUAL CONCERN (AMC)

The area of land identified in Exhibit X, attached to this agreement, lies outside the Woodburn UGB and shall be known as the Area of Mutual Concern (AMC). Land use decisions within this area may have a significant impact on future growth plans of the City of Woodburn. The County recognizes this interest and agrees to coordinate with the City as follows:

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1. The County shall retain responsibility for land use decisions and actions concerning and affecting lands within the AMC.
2. The County shall provide notice and request for comments of pending land use actions within the AMC to the City at least 20 days before the initial evidentiary hearing or land use decision when no public hearing is held. Where the first scheduled action on a proposal is a public hearing and the City responds in writing within 10 days requesting additional time in which to review the proposal, the City's time for submitting comments may be extended until the next regularly scheduled hearing before that body. If no additional hearing is involved, the City shall be allowed an additional 10 days to submit comments.
3. The County shall discourage development that would preclude future redevelopment and urbanization of the area. The County shall encourage applicants for land divisions to submit plans for the efficient future re-division of the land to urban densities.
4. The County shall send notice of land use decisions within the AMC to the City when requested by the City, when such decisions are issued. Applicable appeal periods set by County ordinance or State statute shall apply to such decisions.
5. The County shall send notice of public hearings to the City within the times prescribed by County ordinance or State law prior to hearings on appeals of such decisions, when requested by the City.
6. The City may at its discretion develop studies as to the suitability, feasibility, and effectiveness of extending urban facilities such as water and sewer service to land within the AMC. Such studies shall not be construed by Marion County or others as being a violation of the City's or County's Comprehensive Plans. The City will not, however, extend such facilities into this area without first obtaining appropriate amendments to the City and County's Comprehensive Plans. This provision is intended to recognize that certain facility planning requires consideration of timetables that extend beyond the 20-year planning period recognized in the City Plan and it is therefore appropriate for specialized facility planning to be undertaken for the area.

VI. APPEALS

If no mutual agreement can be achieved in the course of reviewing amendments or land use applications as noted in Sections II, III and V, each party retains its right to appeal as provided in State law.

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IT IS HEREBY UNDERSTOOD AND AGREED that this agreement shall remain in effect unless terminated by one of the parties through the formal action of its governing body by giving the other party a thirty day (30) termination notice, in writing. It is further understood that this agreement may be reviewed by the City and County every year.

The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto.

IN WITNESS THEREOF, the respective parties hereto have caused this Agreement to be signed in their behalf the day and year first above written.

MARION COUNTY BOARD OF COMMISSIONERS

Chair

Commissioner

Commissioner

APPROVED AS TO FORM:

Marion County Legal Counsel

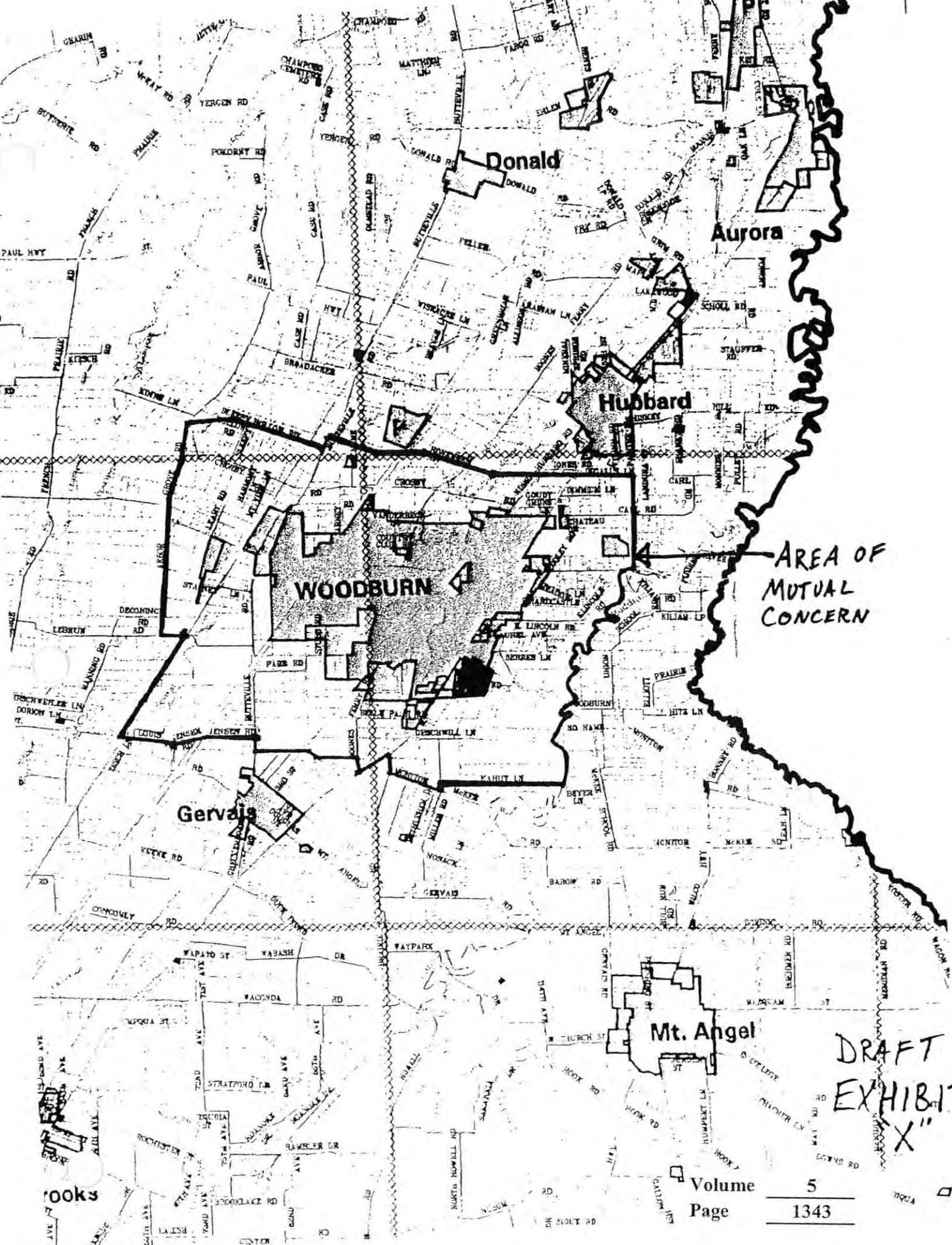
CITY OF _____

Mayor

City Recorder

Draft UGBCA 5/11/05 (Revised by Woodburn)

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AREA OF
MUTUAL
CONCERN

DRAFT
EXHIBIT
"X"

Citizen Involvement Report

City of Woodburn 2005 Comprehensive Plan Update
 LCDC Periodic Review Work Order #00784, Work Task #10
 As of May 27, 2005

This report is provided to demonstrate compliance with Work Task #10 of Oregon Land Conservation and Development Commission Periodic Review Work Order #00784. Work Task #10 states:

"Citizen involvement throughout the periodic review process will comply with the provision within the Comprehensive Plan. The planning commission will serve as the citizen advisory involvement committee.

The city will maintain an interested parties mailing list and provide written notification. This task will be completed by submittal of a citizen involvement report."

The provision within the Comprehensive Plan that addresses citizen involvement states:

"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 insure decisions are in accordance with the community's benefit." (Chapter IX – E. Citizen Involvement Policies)

The City of Woodburn is updating its Comprehensive Plan pursuant to LCDC Work Order #00784 approved July 30, 1997. The work program is extensive and it has taken the City over seven years to complete all tasks. Citizen involvement has been solicited in all phases of completing the work tasks. An interested parties mailing list was created at the beginning of the work program and has been used to notify interested parties of citizen involvement opportunities throughout the planning process.

A list of citizen involvement opportunities throughout the periodic review planning process is provided below and is organized by work task.

Task 1.a – Buildable Lands Inventory

- A Buildable Lands Citizen Advisory Committee consisting of nine citizens was appointed by the City Council to guide development of a Buildable Lands Inventory and Growth Management Ordinance. The committee met about 16 times between December 1998 and September 1999.
- Four public workshops were held concerning the Buildable Lands Inventory and Growth Management Report between March 1999 and September 1999.

- The Planning Commission held two work sessions concerning the Buildable Lands Inventory and Growth Management Report in February and May 2000.
- The City Council discussed the Buildable Lands Inventory and Growth Management Report at three meetings between May and July 2000 and held one work session in July 2000.
- Citizen involvement concerning the development of the revised Buildable Lands Inventory prepared by Winterbrook Planning in 2005 is addressed under Task 7.

Task 1.b – Prepare Growth Management Ordinance

- An “Attitudes Toward Growth” survey was mailed to all city residents in November 1996.
- The Planning Commission held two work sessions in March 1999 concerning the adoption of growth management goals and policies.
- A public hearing to consider amending the Comprehensive Plan to add growth management and annexation goals and policies was held by the Planning Commission in April 1999.
- A public hearing to consider amending the Comprehensive Plan to add growth management and annexation goals and policies was held by the City Council in August 1999.
- Citizen involvement concerning the adoption of growth management regulations is addressed under Task 8.

Task 2 – Commercial and Industrial Lands Inventory

- The City Council held two work sessions in May 2001 to consider the draft Economic Opportunities Analysis.
- The City Council held a public meeting in June 2001 to consider the Economic Development Strategy.
- Citizen involvement concerning amendments to the Comprehensive Plan and Woodburn Development Ordinance resulting from this task is discussed under Task 7.

Task 3.a – Update Public Facilities Plan

- Citizen involvement concerning this task is discussed under Task 7.

Task 3.b – Revise Transportation System Plan (TSP)

- A public open house was held at Senior Estates in May 1999 to review Highway 214 improvement alternatives.
- The City Council and Planning Commission held a joint work session in June 1999 to review Highway 214 improvement alternatives.
- The City Council held a public hearing in July 2000 to consider the Woodburn I-5 Interchange Refinement Study.
- The City Council and Planning Commission held a joint work session in November 2003 to provide direction on land use alternatives to be used in the model for the TSP Update.
- A public open house was held in January 2004 to review the draft TSP.
- Two public open houses were held concerning proposed periodic review amendments including the draft TSP in April 2004.
- A public open house was held at Senior Estates in July 2004 to review the draft TSP.
- The City Council and Planning Commission held three joint work sessions in June, September, and December 2004 respectively, to review the draft TSP.
- A public hearing to consider proposed periodic review amendments including the TSP was held by the Planning Commission on February 3, 2005. Additional written testimony was accepted until February 10, 2005.
- A public hearing to consider proposed periodic review amendments including the TSP was held by the City Council on March 28, 2005. Additional written testimony was accepted until April 20, 2005.

Task 4 – Wetlands, Inventory, and Natural Resources Study

- A public open house was held in July 1998 to review the initial wetland inventory. Notification of the open house was mailed to all property owners within the UGB.
- A public open house was held in November 1998 to review the final draft Local Wetlands Inventory. Notification of the open house was mailed to all property owners within the UGB.

- Citizen involvement concerning amendments to the Comprehensive Plan and Woodburn Development Ordinance resulting from this task is discussed under Task 7.

Task 5 – Recreation, Parks and Open Spaces Plan

- A public survey concerning parks and recreation issues was mailed to 800 randomly selected residents.
- A public meeting to consider the Parks Plan was held by the Parks Board in August 1998.
- The Planning Commission and Parks Board held a work session concerning the Parks Plan in August 1998.
- A public hearing to consider the Parks Plan was held by the Planning Commission in September 1999.
- A public hearing to consider the Parks Plan was held by the City Council in October 1999.

Task 6 – Historic District Downtown Plan

- Two public open houses were held concerning the Downtown Development Plan in July and October 1997.
- A public hearing to consider the Downtown Development Plan was held by the Planning Commission in December 1997.
- A public hearing to consider the Downtown Development Plan was held by the City Council in June 1997.

Task 7 – Changes in Goal/Objective, Unanticipated Events (This task involves amending the Comprehensive Plan text and map, zoning ordinance, zoning map, and expanding the urban growth boundary consistent with the findings of Tasks 1-6. Citizen involvement concerning the processing of these amendments is discussed below)

- The Planning Commission and City Council held a work session concerning proposed periodic review amendments in November 2003.
- Two public open houses were held concerning proposed periodic review amendments in April 2004.
- The Planning Commission held four work sessions concerning proposed periodic review amendments in November and December 2004.

- Notice of public hearings to be held before the Planning Commission and before the City Council was mailed to all property owners within the City of Woodburn and within the study area for UGB expansion in compliance with Measure 56 requirements. The proposed amendments were posted on the City's web site and were made available for public review at the City Library and City Hall.
- A public hearing to consider proposed periodic review amendments was held by the Planning Commission on February 3, 2005. Additional written testimony was accepted until February 10, 2005.
- A public hearing to consider proposed periodic review amendments was held by the City Council on March 28, 2005. Additional written testimony was accepted until April 20, 2005.

Task 8 – Update Plan and Zoning Ordinance, Other Related Ordinances (This task involves a number of housekeeping items to update the Comprehensive Plan and zoning ordinance. Citizen involvement under this task addresses the adoption of the new Woodburn Development Ordinance (WDO) in 2002. Citizen involvement regarding Plan changes and other WDO amendments related to the 2005 Comprehensive Plan Update is discussed under Task 7).

- The City Council appointed a focus group in the summer of 1999 to provide policy direction to update the City development ordinances. This three-member focus group consisted of a city councilor, a planning commissioner, and a citizen. The focus group, consultant, and City staff met regularly from September 1999 to November 2000. In November 2000, the focus group developed a draft WDO. From November 2000 to September 2001, the working draft was refined based on review of the City Attorney's office, and planning and public works staff. The focus group was reconvened in October and November 2001 to provide final policy direction on refinements to the draft development ordinance proposed by City staff.
- The draft Woodburn Development Ordinance (WDO) was presented to the City Council at its December 10, 2001 meeting and to the Planning Commission at its December 13, 2001 meeting.
- Notice of public hearings to be held before the Planning Commission and before the City Council was mailed to all property owners within the City of Woodburn in compliance with Measure 56 requirements. The draft WDO was posted on the City's web site and was made available for public review at the City Library and City Hall.
- The Planning Commission held work sessions to discuss the draft WDO on January 10, 2002 and January 16, 2002.

- The Planning Commission held a public hearing to consider the WDO on January 24, 2002.
- The City Council held a public hearing to consider adoption of the WDO on March 25, 2002.

Task 9 – Planning Coordination

- Citizen involvement concerning this task is discussed under Task 7.

Item 8



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June 13, 2005

TO: Mayor and City Council
FROM: N. Robert Shields, City Attorney *NR*
SUBJECT: **Reopening Record for the Submission of Written Materials
Legislative Amendment 05-01**

RECOMMENDATION:

Pass a motion reopening the record for submission of written materials until 5:00 p.m. on June 27, 2005. The written testimony should relate to: (1) changes made by the City to the Periodic Review work tasks, (2) the City's incorporation of the new Goal 14 into its findings, and (3) responding to any written testimony received by the Council on June 13, 2005 submitted after April 20, 2005.

BACKGROUND AND DISCUSSION:

It has recently come to my attention that the City's planning consultant revised the proposed UGB findings to comply with the "new" version of Goal 14. This is understandable because the new language of the Goal is better for the City's proposal. However, it may have also created an unanticipated procedural problem.

On April 28, 2005, LCDC adopted the new Goal 14. However, since it has not yet been filed with the Secretary of State, it is not legally effective. The City Council should take no final action on UGB amendment until the new Goal 14 becomes law.

I want to also call to your attention a recent Court of Appeals decision, Manning v. LCDC (copy attached). While the facts of this case are slightly different than the City's present situation, it reinforces the importance of receiving public comment and citizen involvement. This is an additional reason to allow a reasonable period for reopening of the record.

FINANCIAL IMPACT:

None.

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itation>Title

9 P.3d 376, 198 Or.App. 488, Manning v. Land Conservation and Development
m'n, (Or.App. 2005)

*376 109 P.3d 376

198 Or.App. 488

Court of Appeals of Oregon.

Ron MANNING and Kelly Manning, Petitioners,

v.

LAND CONSERVATION AND DEVELOPMENT COMMISSION, Respondent.

02-WKTASK-01447; A120530.

Argued and Submitted Sept. 20, 2004.

Decided March 23, 2005.

Background: Landowners sought review of land conservation and development
commission's order that affirmed county ordinance, which designated land for
agricultural use.

Holdings: The Court of Appeals, Wollheim, J., held that:

(1) commission's approval of county ordinance violated rule regarding citizen
participation, and

(2) approval of ordinance based on incomplete record constituted legal error
that required remand.

Reversed and remanded.

West Headnotes

| Zoning and Planning ☞ 134.1

414 ----

414II Validity of Zoning Regulations

414II(C) Procedural Requirements

414k134 Notice and Hearing

414k134.1 In General.

and conservation and development commission's approval of county ordinance

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19 P.3d 376, 198 Or.App. 488, Manning v. Land Conservation and Development Commission, (Or.App. 2005)

That was adopted by county under a work task as part of the county's periodic review of its comprehensive plans and land use regulations violated administrative rules regarding citizen involvement, where the county provided no opportunity for landowners to comment on ordinance following a remand from the Land Use Board of Appeals and the Department of Land Conservation and Development regarding county's previous adoption of ordinance. OAR 50-025-0080(2)(b).

2] Zoning and Planning 726

414 ----

414X Judicial Review or Relief

414X(D) Determination

414k726 Remand.

Land conservation and development commission's approval of county ordinance that designated property, which was originally part of an urban growth boundary as agricultural property based on an incomplete record constituted legal error that required remand, where county failed to provide a hearing prior to adopting ordinance so as to allow landowners to present issues regarding designation of property. West's Or.Rev. Stat. Ann. § 183.482(8)(a).

William C. Cox, Portland, argued the cause for petitioners. With him on the brief was Gary P. Shepherd.

Jas. Jeffrey Adams, Assistant Attorney General, argued the cause for respondent. With him on the brief were Hardy Myers, Attorney General, and Mary J. Williams, Solicitor General.

Before EDMONDS, Presiding Judge, and WOLLHEIM and SCHUMAN, Judges.

[198 Or.App. 490] WOLLHEIM, J.

Petitioners seek review of a Land Conservation and Development Commission (LCDC) order that affirmed Marion County Ordinance 1160, which the county adopted under a "work task" (FN1) as part of the county's periodic review of its comprehensive plans and land use regulations. ORS 197.628 to 197.650. (FN2) In Ordinance 1160, the county designated petitioners' property for agricultural use. When the property was previously within the City of St. Paul's urban growth boundary (UGB), it bore the planning designation "Urban Transition/Farm. That designation *377 was a Marion County zone that was intended to encourage continued commercial agricultural use in areas planned for future urban development. After the city removed petitioners' property from the UGB, thus returning it to county land use planning jurisdiction, the county designated the property for exclusive farm use (EFU). Petitioners challenge LCDC's approval of that designation. We reverse and remand.

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199 B.3d 376, 198 Or.App. 488, Manning v. Land Conservation and Development
 Comm'n, (Or.App. 2005)

This controversy was twice before the Land Use Board of Appeals (LUBA). See *Manning v. Marion County*, 42 Or. LUBA 56 (2002) (*Manning I*); *Manning v. Marion County*, 45 Or. LUBA 1 (2003) (*Manning II*). In the first case, LUBA considered petitioners' challenge to county Ordinance 1152, which applied a "Primary Agriculture" use designation to their property. Because that zone was intended for property that would be maintained for long-term agricultural production, the change meant that designating petitioners' property for future residential or industrial use was not appropriate. Petitioners pointed out that their property was bordered on [198 Or.App. 491] the north and east by land within the St. Paul city limits and argued that their property should be zoned for rural residential use. LUBA determined that the county's findings were inadequate because the county failed to consider any designation other than Primary Agriculture for petitioners' property. *Manning I*, 42 Or. LUBA at 68.

Shortly after LUBA remanded the county's decision, the Department of Land Conservation and Development (DLCD) also remanded the same ordinance, which the county had submitted to it pursuant to periodic review. DLCD instructed the county to make the findings required by LUBA and to take other action under periodic review not related to judicial review. Thus, LUBA's and DLCD's remand of the county's ordinance effectively reopened the matter of the appropriate zoning of petitioners' property based on the record already developed. Neither LUBA nor DLCD required the county to reopen the evidentiary record, as petitioners now assert was necessary. LUBA's decision rested on its conclusion that the county failed to consider the appropriate use designation for the property, not that it lacked sufficient evidence to make that determination. See *Manning I*, 42 Or. LUBA at 68-69.

The county responded to the remands by adopting Ordinance 1160, which included findings justifying the Primary Agriculture (FN3) designation and EFU zoning for petitioners' property. The county did not hold a new hearing, nor did it provide petitioners with notice of an opportunity to comment on the revisions before it. Rather, it relied on the record developed in support of Ordinance 1152. Petitioners sought review of Ordinance 1160 before LUBA, which dismissed the matter on the ground that it lacked authority to proceed because the adoption of the ordinance was part of the county's ongoing periodic review process. *Manning II*, 45 Or. LUBA at 4-5. LUBA stated that "LCDC has exclusive jurisdiction to review the evaluation, work program, and all work program tasks for compliance with the statewide planning [198 Or.App. 492] goals." *Id.* Petitioners did not seek judicial review of that decision.

Petitioners appeared before LCDC on its review of Ordinance 1160 and again asserted that the property should not be designated Primary Agriculture or zoned EFU. They argued that the county committed both substantive and procedural errors in making the designation. LCDC responded to petitioners' substantive concerns by noting the uncontested fact that the property consists of Class II and III soils, which places it within the Goal 3 (Agricultural Lands) definition of agricultural land. (FN4) LCDC viewed the goal as *378 automatically

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n, (Or.App. 2005)

ing Class I through IV soils agricultural land and also including "other
is which are suitable for farm use." The "other lands" portion of the goal
nition thus expands rather than limits the definition of agricultural land.
that reason, LCDC rejected petitioners' argument that whether the land is
ntly farmed is relevant to the designation. It therefore concluded that
e county's decision to zone the land EFU is consistent with the goals."

DCDC also rejected petitioners' claim that they were entitled to an exception
he goals to permit nonagricultural use of the land. Goal 2, Part II,
vides, in part, that a "local government may adopt an exception to a goal"
r certain enumerated conditions and justifications are present. (Emphasis
ed.) The goal thus permits the local government to make an exception but
s not require it to do so. See also ORS 197.732(1) (also providing that a
cal government may adopt an exception to a goal" if certain conditions are
).

etitioners also argued that the county failed to follow the appropriate
edure when it performed its work task responsibilities and that it violated
itioners' due [198 Or.App. 493] process rights "by refusing requests for
ditional evidentiary hearings to contest the untrue and therefore unrevealed
ormation. The untrue information contains intentional mistruths [sic] about
ning activity taking place on the subject property." LCDC also rejected
t challenge, explaining that DLCD found no violation of a goal or rule
yision. LCDC apparently viewed the substance of petitioners' objection as
ederal and concluded that the objection was outside LCDC's review authorit
d properly resides with LUBA." Petitioners sought review of LCDC's decision
this court.

1] On review, petitioners argue that the LCDC's approval of the county's work
k violates OAR 660-025-0080(2)(b) because the county provided no opportunity
petitioners to comment following the remands from DLCD and LUBA. (FN5) LCDC
nters that the proceeding leading to the adoption of Ordinance 1152 provided
itioners a hearing before the county on whether their land should be excepted
m Goal 3. It also asserts that LUBA's and DLCD's remands did not contemplate
econd hearing because the evidence that was to be the basis for the county's
ditional findings was already in the record.

DCDC does not cite any legal authority supporting its view that the county's
ring before the adoption of Ordinance 1152 was part of, or should be
sidered to be part of, the county's periodic review effort. The county
ght to add the issue of the property removed from the St. Paul UGB to its
iodic review work tasks some months after LUBA issued its decision on
linance 1152. LCDC also does not argue that it has no responsibility to
iew local government [198 Or.App. 494] work task efforts for compliance with
: Goal 2 requirement that "[o]pportunities shall be provided for review and
ment by citizens and affected governmental units during preparation, review
l revision of plans and implementation ordinances." Indeed, OAR

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660-025-0080(2)(b), which LCDC adopted to implement Goal 2, requires local governments to provide an opportunity for comment at one or more hearings conducted on work tasks under periodic review. Nothing in the goals, rules, or statutes permits the county to treat a hearing conducted for a separate purpose as fulfilling that requirement. We therefore agree with petitioners that LCDC erred in approving a county work *379 task when the county failed to comply with OAR 660-025-0080(2)(b).

[2] The remaining question is whether LCDC's error requires us to reverse its order and remand the case for reconsideration. We conclude that it does because the county's failure to provide a hearing prevented petitioners from adequately presenting their position on the remaining issues that they raise on judicial review. Although those issues would not in themselves require reversal based on the present record, the lack of a hearing means that the county did not base its decisions on a complete record. As a result, the county has not given the issues that petitioners raise the consideration that the rules require it to give them; LCDC's approval of the county's decision based on an incomplete record was legal error that requires a remand. ORS 183.482(8)(a). We focus our discussion of the second and third assignments of error on those issues that remain for the county to decide.

In their second assignment of error, petitioners argue that substantial evidence did not support the county's decision to designate their property as "Primary Agriculture." LCDC treats that assignment as attacking the designation of the property as EFU and notes that, because the land is entirely Class II and III soil types, it meets the Goal 3 definition of agricultural land. However, the county's Primary Agriculture designation is a specific EFU zone that is based on several criteria in addition to soil types. The purpose of the designation is to identify land that is "in large [198 Or.App. 495] commercial farm units" and that is "intended to be maintained for long term agricultural production." "Primary Agriculture" land is characterized by:

- "a. Soils that are suitable for agricultural production using accepted farming practices, especially Class I-IV soils.
- "b. Areas of open land that are relatively free [from] non-farm conflicts. Areas that are still capable of being farmed.
- "c. Areas that are presently in farm production or are capable of being farmed now or in the future.
- "d. Those other lands that are necessary to protect farm uses by limiting adjoining non-farm activities."

Marion County Comprehensive Land Use Plan 14, quoted in Manning I, 42 Or LUE at 64-65. The fact that petitioners' property qualifies as EFU land based on its soil types, thus, is only one of the four criteria for determining whether

property qualifies as "Primary Agriculture." In finding that petitioners' property satisfied those criteria, the county did not consider evidence of the situation that existed at the time of its decision but, instead, relied on the record made on Ordinance 1152. That record was necessarily based on facts that existed before the remands from LUBA and DLCD and, thus, before the county added the issue of the property to its periodic review work tasks. The county also did not provide a hearing at which petitioners could argue that the existing record did not support the "Primary Agriculture" designation. Those failures prejudiced petitioners and require LCDC to remand that issue to the county.

In their third assignment of error, petitioners argue that they are entitled to an exception from the goals for their property. They first assert that there is an existing exception that continued in effect after the city removed the property from the St. Paul UGB. They next assert that, even if there is no existing exception, LCDC erred in affirming the county's denial of their request for a new exception. LCDC dismissed petitioners' arguments rather summarily, stating that petitioners did not "identify any goal or rule provision that the county has violated" and that "the substance of this exception [198 Or.App. 496] is outside the scope of the commission's review authority, and properly resides with LUBA."

We disagree with LCDC's characterizations of petitioners' arguments. Petitioners asserted that their property remains subject to an exception that they believe was taken when the land was included in the St. Paul UGB and zoned Urban Transition/Farm. Petitioners' statements and arguments articulate an issue that is within LCDC's jurisdiction. They explained that,

"[b]eing within the City of St. Paul's UGB, the Manning property was for decades not *380 considered agricultural land. By law, the property could not have been included in the UGB and zoned urban transitional without having been the subject of an exception. * * * There is no local or state provision allowing the property's status as exception land to be taken away by the government acting to remove the property from the UGB. Status as exception land is a property right belonging to the property owner. Just because St. Paul does not want the property within its UGB does not affect or otherwise delete the status as exception land."

The problem with that argument is that petitioners do not point to evidence of any prior proposed exception in the record or suggest that they could provide evidence outside of the record that shows that there was an exception. The mere fact that the property was formerly within the UGB is not evidence that there was an exception from the goals, and petitioners have failed to show that the county erred in finding that there was no existing exception.

In its findings supporting Ordinance 1160, the county said that the property was brought into the St. Paul UGB in 1985 as the result of a city-identified need for additional industrial land. It retained, nonetheless, its EFU zoning

il 1990, when it was rezoned "Urban Transition/Farm." The county stated
that there was no evidence that an exception was taken when the property was
added to the St. Paul UGB. According to the county, no exception would be
required under OAR 660-014-0000 to 660-014-0040 because an exception is not
required for the establishment of a UGB around or including portions of an
incorporated city. It then found:

[198 Or.App. 497] "If an exception were taken, however, it was for industrial
land, not residential. Once the property was no longer needed by the city to
achieve its industrial goals and was removed from the UGB, any previous goal
exception would no longer apply. If no goal exception has been taken, that
action would be consistent [with] application of Goal 14 and the
administrative rules to not require a goal exception to any establishment of a
UGB that is undertaken to meet the requirements of Goal 14. In either case, a
goal exception no longer exists for this property and a new one would have to
be taken for the property to be designated other than agriculture."

The county then went on to reject petitioners' request for a Goal 3 exception
for the property with a relatively detailed explanation of why a new exception
for the property would not be justified.

The fact that petitioners fail to cite any evidence that would support a
finding that there was a prior exception for their property makes it unnecessary
to decide whether an exception, once taken, may be removed without following the
formalities and addressing the criteria associated with granting the exception.
That question must await a case that actually presents it. Because there also
is no reason to believe that there is additional evidence available outside this
record as to that issue, the county's failure to provide a hearing was harmless
as to the existence of a prior exception.

The county's failure was not harmless, however, as to whether it should grant
a new exception. We agree with LCDC that, on the existing record, LCDC was
under no obligation to overturn Marion County's rejection of petitioners'
request for an exception to Goal 3 for the property. We are aware of no
existing authority and see nothing in Goal 2, the rules governing exceptions,
ORS 197.732 that requires a local government to take an exception to a goal.
Evidence that an exception may be justified does not require the county to grant
an exception. Goal 2 and ORS 197.732 provide that an exception may be granted
showing certain conditions, not that it must. However, before deciding
whether to grant an exception, the county must provide an opportunity for the
requesting party to make a complete record and to argue in support of the
exception, and the county must consider that [198 Or.App. 498] record and
argument in making its decision. Because the county failed to conduct a hearing
before adopting Ordinance 1160, the record and argument were not complete. The
lack of a hearing thus was error and was not harmless.

*381. Reversed and remanded for reconsideration.

N1.) See ORS 197.629 (discussing the phases of periodic review); ORS 197.633 (same). A "work task" is part of the "work program" that a local planning jurisdiction undertakes in order to bring its comprehensive plan and other land use controls into compliance with statewide land use planning goals. See OAR 660-025-0020.

FN2.) ORS 197.628(1) provides:

"It is the policy of the State of Oregon to require the periodic review of comprehensive plans and land use regulations in order to respond to changes in local, regional and state conditions to ensure that the plans and regulations remain in compliance with the statewide planning goals adopted pursuant to ORS 197.230, and to ensure that the plans and regulations make adequate provision for needed housing, employment, transportation and public facilities and services."

(FN3.) As we describe below, "Primary Agriculture" is a Marion County land use designation that has specific criteria in addition to the EFU designation. See 198 Or.App. at 488, 109 P.3d at 379.

(FN4.) Goal 3 defines agricultural land in western Oregon as land of

"predominantly Class I, II, III and IV soils * * * as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use 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, or accepted farming practices."

(FN5.) OAR 660-025-0080(2) provides, in part:

"Each local government shall review its citizen involvement program and assure that there is an adequate process for citizen involvement in all phases of the periodic review process. Citizen involvement opportunities shall, at a minimum, include:

" * * * * *

"(b) Interested persons shall have the opportunity to comment in writing in advance of or at one or more hearings on a periodic review work task. Citizens and other interested persons shall have the opportunity to present comments orally at one or more hearings on a periodic review work task. Citizens and other interested persons shall receive a response to their comments at or following the hearing on a work task."

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CITY OF WOODBURN
LEGISLATIVE AMENDMENT 05-01
NOTICE OF OPPORTUNITY TO SUBMIT ADDITIONAL WRITTEN TESTIMONY

Notice is hereby given that the Woodburn City Council will accept additional written testimony pertaining to Legislative Amendment 05-01 (also known as the Woodburn 2005 Comprehensive Plan Update) which includes amendments to Woodburn's comprehensive plan and zoning maps, comprehensive plan goals and policies, Woodburn Development Ordinance, Public Facilities Plan and Urban Growth Boundary resulting from completion of periodic review work tasks.

The deadline for submitting additional written testimony is **5:00 p.m. on June 27, 2005**. For the City Council to consider additional written testimony, it must be submitted before said deadline to the Woodburn Director of Community Development, 270 Montgomery Street, Woodburn, Oregon 97071.

The public hearing regarding this matter was held by the City Council on March 28, 2005 and the Council established a deadline of April 20, 2005 to receive additional written testimony. Subsequent to this deadline, city staff recommended changes to the proposed amendments including revisions to the proposed comprehensive plan and zoning maps, comprehensive plan goals and policies, Woodburn Development Ordinance, and Public Facilities Plan. This notice is sent to those persons that participated in the public hearing before the City Council either orally or in writing, to those persons that submitted written testimony after the public hearing, and to those persons listed on the Periodic Review Notification List. This notice provides these persons the opportunity to submit additional written testimony. However, the City Council will only consider additional written testimony concerning the following:

1. Changes proposed by city staff to the proposed amendments presented at the City Council public hearing on March 28, 2005. These proposed changes are contained as attachments to the June 13, 2005 memorandum to the City Council from the Director of Community Development.
2. Additional information or evidence introduced by city staff up through the City Council meeting of June 13, 2005.
3. City staff's incorporation into its draft findings of new Goal 14 regulations recently approved by the Oregon Land Conservation and Development Commission.
4. Responses to written testimony submitted after April 20, 2005 and received by the City by June 13, 2005.

Copies of any information or documents relating to this matter are available for inspection at no cost and will be available for purchase at a reasonable cost after receiving a "Public Records Request Form" available at City Hall or on the City's website (www.ci.woodburn.or.us).

For further information regarding this matter, please contact Jim Mulder, Director of Community Development at (503) 982-5246 or e-mail at jim.mulder@ci.woodburn.or.us.

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Exhibit "A"

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Item 10

July 25, 2005

TO: Honorable Mayor and City Council through City Administrator
FROM: Jim Mulder, Director of Community Development
SUBJECT: **Legislative Amendment 05-01 (Woodburn 2005 Comprehensive Plan Update) - Additional Written Testimony and Staff Responses to Testimony**

RECOMMENDATION:

It is recommended that the City Council instruct staff to prepare an ordinance adopting Legislative Amendment 05-01, subject to the revisions recommended within the staff memorandum to the City Council dated June 13, 2005.

BACKGROUND:

At its meeting of March 28, 2005, the City Council received oral and written testimony regarding proposed periodic review amendments and proposed urban growth boundary expansion. The Council closed the hearing for oral testimony and established a deadline of April 20, 2005 to receive additional written testimony. At its meeting of April 25, 2004, the Council began deliberating on the proposed amendments and then continued its deliberations to allow staff to respond to the testimony received by the April 20, 2005 deadline. At its June 13, 2005 meeting, the Council continued deliberating and decided to accept additional written testimony with a June 27, 2005 deadline for receiving additional written testimony. The Council directed that additional written testimony would be accepted only if it was related to the following:

1. Changes proposed by city staff to the proposed amendments presented at the City Council public hearing on March 28, 2005. These proposed changes are contained as attachments to the June 13, 2005 memorandum to the City Council from the Director of Community Development.
2. Additional information or evidence introduced by city staff up through the City Council meeting of June 13, 2005.

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3. City staff's incorporation into its draft findings of new Goal 14 regulations recently approved by the Oregon Land Conservation and Development Commission.
4. Responses to written testimony submitted after April 20, 2005 and received by the City by June 13, 2005.

Notice of the opportunity to submit additional written testimony was mailed on June 14, 2005 to those persons that participated in the public hearing before the City Council either orally or in writing, to those persons that submitted written testimony after the public hearing, and to those persons listed on the Periodic Review Notification List. The notice was also published in the Woodburn Independent on June 22, 2005.

DISCUSSION:

Six items of additional testimony or correspondence were received after the April 20, 2005 deadline and before the June 13, 2005 City Council meeting and seven items of additional written testimony were received after the June 13, 2005 City Council meeting and before the June 27, 2005 deadline. Staff provides the following responses to these items for Council consideration:

Attachment A-1 (Daniel Orsborn): This is a petition submitted by Daniel Orsborn opposing inclusion of the School District property on East Lincoln Road in the UGB. Staff has recommended not including this property in the proposed UGB expansion.

Attachment A-2 (Serres Family): Staff has reviewed all of the comments from the Serres family. We found little new information that would help to justify inclusion of all or part of the Serres property within the 2005 Woodburn UGB.

The May 24, 2005 letter from the DLCD Regional Representative Geoff Crook simply reiterates the multitude of statutory, statewide planning goal and administrative rule requirements that must be addressed in any UGB amendment proposal. Mr. Crook's letter does not support the Serres arguments for inclusion of their land within the UGB, nor does it refute work done by Winterbrook Planning. ORS 197.298 requires that lower quality soils be brought into the UGB before higher quality soils, with limited exceptions that do not apply to the Serres property.

In conclusion, both the Serres and the Fessler properties have the capacity to meet future residential land needs. The Serres property is comprised of predominantly Class II soils, with very little Class III soil, and is relatively expensive to serve. In contrast, the Fessler property has a large, buildable area with Class III soils, and is relatively inexpensive to serve. Class II soils on the Fessler property also qualify for an exception to ORS 197.298 priorities, because urban services must be extended through the Class II soil area to reach the Class III soil area. The Fessler property also has better buffers from agricultural land (Crosby Road) than the Serres property. These are the primary reasons why we continue to recommend inclusion of the Fessler property, rather than the Serres property.

For reference purposes, ORS 197.298(3) reads as follows:

“(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:

(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 urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.”

Attachment A-3 (Richard Stein): This is a letter from an attorney representing the Serres family. It requests that the record be reopened. The City Attorney in his Memorandum Opinion No. 2005-01, provided to the Council before the June 13, 2005 City Council meeting, addressed procedural issues relating to legislative decisions. The City Attorney in his memorandum dated June 13, 2005 recommended the Council reopen the record to accept additional written testimony. After considering these items, the Council reopened the record for additional written testimony and set a deadline of June 27, 2005 for receiving such testimony.

Attachment A-4 (Roger Alfred): This is a letter from an attorney representing Renaissance Homes. It requests that the record be reopened. The response to this letter is the same as for Attachment A-3.

Attachment A-5 (Richard Stein): The response to this item is included in the response to Attachment A-2.

Attachment A-6 (Roger Alfred): This is a letter from an attorney representing Renaissance Homes. It requests that the record be reopened. The response to this letter is the same as for Attachment A-3.

Attachment B-1 (Roger Alfred): In a June 27, 2005 letter, Attorney Roger Alfred (representing Renaissance Homes), disagrees with staff's recommendation to remove the northeastern portion of the OGA golf course property (Study Area 2) from the proposed Urban Growth Boundary.

The staff recommendation to exclude the northeastern portion of the site was based on (1) the fact that this area is comprised of predominantly Class I and II agricultural soils, (2) this land is not needed to serve areas with higher priority for inclusion within the UGB (i.e., exceptions areas or areas with Class III soils), and (3) the inclusion of the northernmost portion of the property would require an unacceptably long cul-de-sac. The Class I and II soils that are not beneath golf links, and therefore which potentially are available for housing development, currently are productive orchards.

Mr. Alfred argues that the entire site should be included within the UGB, despite the fact that it is comprised of Class I and II agricultural soils, to meet a special need for higher-end housing in Woodburn. Alternatively, Mr. Alfred recommends that only land with predominantly Class I soils be removed, which would allow a northern tier of lots, despite the fact that the proposed northern tier of lots would require a cul-de-sac that violates current code standards. Mr. Alfred provides two maps showing the two proposed options, and opines that the new Goal 14 and the North Plains case allow for such a special needs exception to ORS 197.298 priorities.

While staff agrees with Mr. Alfred that buildable land adjacent to the golf course provides an excellent opportunity for higher end housing with open space amenities (an exception to the priorities authorized under ORS 197.298(3)(a)), staff does not believe that this "locational need" by itself is sufficient to include areas with predominantly Class I soils, when areas with Class II soils are available to meet this need.

Staff continues to support bringing in the western portion of the OGA golf course site for the following reasons.

- First, staff agrees that the golf course has provided a unique opportunity to meet higher-end housing needs in Woodburn. This conclusion is supported by testimony in the record from Renaissance Homes, which

stated that this company specializes in higher-end housing, and would not have invested in Woodburn if there had not been development area adjacent to the golf course. Staff also agrees, for reasons stated in Mr. Alfred's letter, that some land near the golf course outside the UGB is needed for higher-end housing. However, because there is a choice between Class I and II soils, staff cannot support bringing the lowest priority land (Class I agricultural soils) into the UGB to meet this need. Thus, staff recommends that the predominantly Class II land on the western portion of the OGA golf course be included within the UGB to meet the need for higher-end housing, as authorized under ORS 197.298.(3)(a).

- Second, there are urban efficiency reasons to bring the westerly portion of this property into the UGB. An emergency access is required to connect an approved subdivision within the existing UGB to Boones Ferry Road in Study Area 2. This emergency access road will cut through a relatively narrow strip of predominantly Class I orchard land sandwiched between existing golf links. This emergency access road will have adverse impacts on existing agricultural operations by providing unbuffered vehicular and pedestrian access through the center of the orchard. The City would prefer to have this emergency access road constructed to urban street standards, with curbs, gutters and sidewalks, because it serves a local street function. The only reasonable way to fund these improvements is for land on either side of the street to be developed for urban residential uses. Moreover, this land must be developed to help pay for a looped water system beneath the local street, which is needed to maintain adequate water pressure for land within the UGB and for proposed expansion areas north of the UGB. Thus, including the western portion of the OGA golf course in the UGB is justified for urban efficiency reasons under ORS 197.298(3)(c).
- Third, development of land between the emergency access road and Boones Ferry Road in Study Area 2 should be included to enable improvement of the east side of Boones Ferry Road to urban minor arterial standards. Such improvement is necessary to serve planned land uses safely and efficiently, as called for in the 2005 Woodburn Transportation System Plan.

Attachment B-2 (Brian Moore): Mr. Moore's letter provides additional support for inclusion of the Fessler property within the 2005 Woodburn UGB. Staff has reviewed this letter, and a letter from Multi-Tech Engineers, and generally agrees with the evidence and findings they contain.

Attachment B-3 (Serres Family): The response to this item is included in the response to Attachment A-2.

Attachment B-4 (Dan Blem): These comments supplement previous testimony received from Kim Ashland. These comments pertain to two properties each approximately 9 acres located on the north side of Mollala Road adjacent to the easterly UGB boundary. These properties are within the current UGB, but not in the city limits. They both have CPM designations of Commercial. These comments request that the CPM be changed to Low Density Residential. No change is proposed to the subject property, because vacant commercial land is already being constrained by the UGB expansion proposal and removing approximately 18 acres of commercial land from within the current UGB now, will make it difficult to add it back later. This is because commercial UGB expansions are much more difficult to justify as opposed to residential or industrial expansions because it is more feasible to redevelop commercial uses to address commercial land needs than industrial or residential uses. Also, these properties represent the largest vacant commercial site on the east side of the city. In addition, Low Density Residential development would not be compatible with the adjacent Maclaren facility to the north, the highway to the south, commercial land to the west, and farmland to the east.

Attachment B-5 (Richard Warnick): These comments supplement previous testimony received from Richard Warnick. These comments pertain to property located at 1365 N. Front Street that is currently designated Commercial on the Comprehensive Plan Map (CPM) and zoned CG (Commercial General). Mr. Warnick comments that he would like the CPM and zoning to remain commercial. The Planning Commission recommended changing the CPM to Medium Density Residential and zoning to RM (Medium Density Residential). This property is one of 14 neighboring properties designated to change to multi-family residential use. Of these properties the subject property is the only one that has a commercial use. Tax Assessor information indicates that the existing building on the 0.7-acre parcel was constructed in 1964 and consists of approximately 9,000 square feet. Assessor information also indicates the value of the improvements (\$132,000) is slightly more than the value of the land (\$126,000) (Parcels where the improvement value is less than the value of the land are typically considered to be under utilized and ripe for redevelopment). This property is recommended for Medium Density Residential for the following reasons:

1. The property's improvement value is not significantly higher than its

land value.

2. The property is generally located in the middle of a larger area recommended for Medium Density Residential.
3. The property's existing commercial use is not consistent with the adjacent single-family dwellings and Single Family Residential (RS) zoning to the west.
4. Leaving this property as commercial would result in a 0.7-acre commercial property that is isolated from other commercial properties (i.e., "spot zoning").
5. The property could be redeveloped with the larger vacant property to the west, which could potentially provide access from Front Street to First Street and Second Street (First and Second Streets currently are long dead-end streets). This could provide an opportunity to significantly improve an existing access deficiency in the area.

Attachment B-6 (Keith Woollen): These comments supplement previous testimony received from Keith Woollen. These comments generally concur with the draft Transportation System Plan (TSP) although they go beyond the scope of the draft TSP by showing possible future extensions of streets outside of the proposed Woodburn UGB. The scope of the draft TSP was limited to planned street improvements that can be provided within the proposed UGB.

Attachment B-7 (Mark Castor): These comments supplement previous testimony received from Martin Rohrer and other property owners north of the Woodburn Company Stores. Staff's response to these comments is the same as was provided in the June 13, 2005 memorandum to the City Council, which stated the following:

"In Exhibit B-95 and related exhibits (B-65), Mr. Rohrer makes a persuasive case to include 125 acres of land, located between Crosby Road and the Woodburn Company Stores, in Study Area 1 (Northwest). Mr. Rohrer believes that this land is best suited for mixed use industrial. He goes on to suggest that agricultural land west of Butteville Road or land in the Parr Road area east of I-5, could be removed to allow inclusion of the Crosby Road property. Mr. Rohrer notes that previous Council-appointed

committee had recommended inclusion of this area for a mixture of commercial and light industrial uses.

The 125 acres in question is designated "Agriculture" on the Marion County Comprehensive Plan map, and is zoned Exclusive Farm Use. This subarea is comprised primarily of Class II agriculture soils, with the exception of unbuildable riparian corridors which are primarily Class IV agricultural soils with narrow strips of Class III soils are the riparian edge. To access this land, one either would need to drive through the Woodburn Company Store area to reach Highway 214 and the I-5 Interchange, or access the interchange through the Butteville Road residential exceptions area. There are no large blocks of Class III soils in this area, nor can such large blocks be reached by extending services through this area.

Since the Committee finished its work in 1999, the Council has reviewed and accepted the Economic Opportunities Analysis (EOA) and the Economic Development Strategy (EDS), Winterbrook Planning has carefully analyzed alternative UGB expansion areas based on the Statewide Planning Goals and applicable Oregon statutes, and the Transportation Systems Plan has been extensively revised to provide for alternative east-west routes through Woodburn. All of this work pointed towards reservation of large blocks of land along Butteville and Parr Roads, with minimal development constraints and readily available urban services. ORS 197. 298 priorities directed employment growth towards the large blocks of Class III soils immediately south of Parr Road. In order to reach this Class III soils area, intervening Class II agricultural land along Parr and Butteville Roads must be developed. The Planning Commission has reviewed the proposed Comprehensive Plan and Development Ordinance Package, made changes, and provided its recommendation to the City Council.

The Planning Commission recommended that this area not be included in the UGB expansion area because it did not satisfy land use, transportation, and economic goals as well as other areas proposed for inclusion in the UGB. Specifically, the portion of this area between I-5 and East Senecal Creek is best suited for future commercial uses consistent with Woodburn Company Stores type development. However, the City proposal only justifies 32 acres of commercial UGB expansion. The portion of this area west of East Senecal Creek is best suited for residential uses because of compatibility considerations with the adjacent residential development in the City and East Senecal Creek. However, residential land needs are

better addressed with the City proposal. This area is not best suited for industrial use for the reasons stated above. This area should be preserved for future commercial and residential uses when sufficient justification for such expansion can be provided in the future."

Attachments:

Attachment A Written Testimony and Correspondence Received After 4/20/05 Written Testimony Deadline and Before 6/13/05 City Council Meeting:

- A-1: Daniel Orsborn, received 4/22/05
- A-2: Serres Family, received 5/5/05
- A-3: Richard Stein, received 5/23/05
- A-4: Roger Alfred, received 5/23/05
- A-5: Richard Stein, received 6/2/05
- A-6: Roger Alfred, received 6/13/05

Attachment B Written Testimony and Correspondence Received After 6/13/05 City Council Meeting and Before 6/27/05 Additional Testimony Deadline:

- B-1: Roger Alfred, received 6/27/05
- B-2: Brian Moore, received 6/27/05
- B-3: Serres Family, received 6/27/05
- B-4: Dan Blem, received 6/27/05
- B-5: Richard Warnick, received 6/27/05
- B-6: Keith Woollen, received 6/24/05
- B-7: Mark Castor, received 6/22/05

LA 05-01 "2005 Woodburn Comprehensive Plan Update"

Correspondence Received after April 20, 2005 Written Testimony Deadline

Attachment A-1: Petition from Daniel Orsborn, received 4/22/05
Attachment A-2: Letter from Serres Family, received 5/5/05
Attachment A-3: Letter from Richard Stein, received 5/23/05
Attachment A-4: Letter from Roger Alfred, received 5/23/05
Attachment A-5: Packet from Richard Stein, received 6/2/05
Attachment A-6: Letter from Roger Alfred, received 6/13/05

To Madam Mayor and City council

WOODBURN
CITY ADMINISTRATOR'S OFFICE

My name is Daniel Orsborn and I live at 1670 E Lincoln Rd in Woodburn. This letter is a follow up to testimony that was given to council on the 28th of March. I am also asking other area residents who agree with me to sign this letter.

The issue is the school districts property on E Lincoln Rd. This piece of property is landlocked except on the unimproved portion of Lincoln Rd East of Hwy 99. There are no services to the property. At the intersection of 99 there is on way buses can access Lincoln from the south as the intersection is now over 90 degree corner. As I understand there isn't enough elevation for the sewer system to work without a pumping station.

Having been a resident of the area for over 16 years and being involved with the school district when they bought this property I wanted to include the facts as related to me by the district. They said they would not ask for special considerations but were buying this property for the future growth when there was development in this area. Now they want brought into the UGB under special considerations. That could affect property owners in the area. Why would they be treated differently than other property owners in the same area?

The school district sold property inside the city to buy this property. And they already own other property that has city services, sidewalks, and pedestrian precaution already in place.

In conclusion I don't see a need to include this property in the UGB until there is development of the area to help share the cost of improvements (sewer, water, roads, sidewalks).

Daniel R Orsborn

Daniel R Orsborn

*SCOTT & PATTY BURLINGHAM
1800 E LINCOLN RD
WOODBURN, OR 97071
Scott Burlingham & Patty Burlingham
Bill Halter*

*1771 E Lincoln Rd
Woodburn, Oregon*

William A Halter

*Bob DRYDEN
2060 E. LINCOLN
Bob Dryden*

*FRED SCHINDLER
2025 E Lincoln Rd*

Fred M Schindler

*Gary Foster
2540 E Lincoln Rd
W. Bn OR*

Gary Foster

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*Jenny Halter
1775 E Lincoln Rd*

*Ray Thompson
1769 E Lincoln Rd*

*Liz Rehder
1640 E. Lincoln Rd.*

*Ed + Shirley KRAUT
1725 E. LINCOLN RD
Woodburn, OR 97071*

*Cheryl Whitehead
2540 E Lincoln Rd
Wdbn OR*

Cheryl Whitehead

My name is Bob Dryden, I live at 2060 E. Lincoln Rd. Woodburn.
I signed this petition because I feel where the school district purchased ground on E. Lincoln is the wrong place to put the school. I suggest that you trade equal ground with the Serres family and put the school on E. Hardcastle where sewer and access is much better.

Sincerely

Bob Dryden

2 Please note that this does not include additional written testimony.

3 At the Woodburn City Council Meeting April 25, 2005, Greg Winterowd
 4 prejudiced the council prior to full disclosure of written testimony. Greg stated that the
 5 absolute key factor upon which Winterbrook Planning based their recommended UGB
 6 expansion for Low Density Residential property was based on ORS 197.298, agricultural
 7 land suitability. He stated that the state law is inflexible. He stated that the "Fessler
 8 Property" had an inclusion of Class 3 soils, and that the buildable land on Serres property
 9 was Class II soils ". . .there is a small inclusion of Class 4, 5 and a bit of class 3." He
 10 painted a black and white picture with "this is a strong statement" of "If you brought that
 11 land into the UGB, you would loose at LCDC..., not maybe, you would loose." Greg also
 12 alludes to the inclusion of our entire property as too much land, in excess of what is
 13 needed. We have never asked the city to include beyond the limits described in our
 14 portion of study area 4.

15 Susan Duncan spoke with Geoff Crook of DLCD on May 4, 2005 and he stated
 16 this (soils) is not a black and white issue. He stated that soil capability classification is a
 17 high priority, but is never considered the sole factor upon which to base a decision. He
 18 went on to say that Greg Winterowd of Winterbrook planning is a hired consultant and
 19 that he is probably trying to support growth around I-5, but that the ultimate decision lies
 20 with the City Council, who must weigh a multitude of factors to best meet the needs of
 21 the city.

22 Both Geoff Crook (telephone conversation May 4) and Les Sasaki (telephone
23 conversation April 26) stated that the soils around Woodburn are essentially the same,
that inclusion of one farm over another does not make a difference.

25 We feel that you must make it clear to the council that they have a choice, that
26 Greg Winterowd offered them his opinion, one which is not in agreement with the
27 County and the State. We feel it essential that the council starts its public testimony
28 review without bias.

29 In addition, it was not clear, per David Torgeson, April 25th council meeting, as to
30 whether the data from Public Works was to be included in the Councilor's packets. We
31 request that all of the data, including the maps, be included in order to allow a complete
32 and fair review.

33 Please note that we are forwarding all of our communications with the City of
34 Woodburn to Les Sasaki, Marion County Planner, and Geoff Crook, DLCD
representative for the Woodburn area. We also request a formal notice of the date that
36 the proposed Woodburn Comprehensive Plan is accepted and submitted to the county and
37 the state.

38 Sincerely,

39

40



41

The Serres Family

42

43 Send notice to:

44

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Susan Duncan

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1840 E. Lincoln Road

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Woodburn, OR 97071

48

49

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May 23, 2005

Via Fax: (503) 982.5243

RAMSAY & STEIN, P.C.
ATTORNEYS AT LAW

Mr. N. Robert Shields
Woodburn City Attorney
270 Montgomery Street
Woodburn, Oregon 97071

Re: City Council Procedural Error, UGB Meetings

Dear Mr. Shields:

Our firm is representing the interests of the Serres family (Frances O'Connor, Paul Serres, Ruth Thompson, Mary Grant, Rebecca Kirsch, Susan Duncan, and Patricia Serres) regarding the current proceedings before the City of Woodburn pertaining to amendment of the Urban Growth Boundary (UGB). The family, as you know, owns multiple parcels located immediately to the east of the current UGB and would like to see their lands within study area 4 included within the UGB. At least half of the property is immediately adjacent to the city limits, which should make this land particularly attractive for addition to the city. The purpose of this letter is to alert the mayor and city council to a procedural error and request that the record be re-opened to cure the problem.

There was a city council meeting on March 28, 2005 to consider the different proposals for amending the UGB. The record was left open until April 20, 2005. One of the key issues under discussion at the city council hearing was the cost of providing public utility services to the various parcels outside the UGB. Our clients requested detailed information from the City of Woodburn Public Works Department because this information was not provided in the packet that went to the mayor and city council for the hearing. They were promised by Public Works that the information would be provided, but a firm date was not given. On April 19, 2005, our clients turned in a lengthy document package concerning their tracts. Because the information had still not been received from Public Works, they specifically requested that the record remain open

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Mr. N. Robert Shields
May 20, 2005
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for an additional 30 days beyond when the Public Works' information was received, or May 20, 2005, whichever was later. I have attached a highlighted copy of this request. No response was received to this request.

There was another city council meeting on April 25, 2005 where further testimony was received from Public Works. From the testimony it was apparent that the detailed information, including maps, requested by our clients were not provided to the mayor or city councilors.

The family filed two formal information request with the city on April 29, 2005 because they still had not received the information promised from Public Works. On May 4, 2005 our clients finally received the documents.

Susan Duncan, on behalf of the family, sent a follow-up letter to the mayor, city council and city administrator on May 4, 2005 again raising these issues. They received a e-mail from the city administrator stating only that their letter was being sent to the City Attorney for determination of whether it constituted additional written testimony received after the close of the record. Whether or not he would forward it to the city council would depend on the city attorney's answer. No further contact was received.

They have now had the opportunity to review the documents and have also had a professional engineer go over them. A copy of the engineer's analysis was sent to the city council and mayor via the City Administrator on May 19, 2005. The family also wants to submit additional written analysis based on the new information and their engineer's review of it. There is no question that these documents support the lower cost for utility service to their property that they argued at the prior hearing and in their written submissions. Consequently, not only should the decision makers have these documents, but they should also have the benefit of an in-depth analysis of these documents in order to make an informed decision with regard to which parcels should be added to the UGB. Anything less is a disservice to the public and a material procedural error.

We hereby request that the record be re-opened up to and including June 13, 2005, which is the date of the next city council deliberation on this case, in order to receive the above information and analysis. We request a written response to this on or before June 3, 2005.

Mr. N. Robert Shields
May 20, 2005
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Thank you for your anticipated cooperation. We will look forward to your written reply.

Sincerely,

RAMSAY & STEIN, P.C.

Richard C. Stein

RCS:jk
Enclosure
cc: Ms. Ruth Thompson

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To date, city staff has not cooperated with our requests to review of the *City of Woodburn UGB Study Area Public Services Analysis, 2004*. This behavior undermines our confidence in the current planning process as a whole and contradicts the City of Woodburn's Citizen and Agency Involvement Policies (Policy B-1, Page 12, Woodburn Comprehensive Plan—Volume I—Goal and Policy Amendments).

Susan Duncan was told that Public Works will not complete the memorandum in which they account for their cost estimation process until April 20, 2005, which is the close date for public testimony. Consequently, we respectfully request that the close date for written testimony be extended for 30 days beyond the memorandum's completion date, whatever that may be, or May, 20, 2005, whichever date is later.

We hope and trust you agree with this assessment and that the issues we raise will be reviewed and resolved before the Council approves *Legislative Amendment 05-1, City of Woodburn 2005 Comprehensive Plan Update*.

Respectfully,

Ruth Thompson
Paul Serres
Rebecca Kirsch
Mary Grant
Susan Duncan

Roger A. Alfred
PHONE: 503.727.2094
FAX: 503.346.2094
EMAIL: ralfred@perkinscole.com

1120 N.W. Couch Street, Tenth Floor
Portland, OR 97209-4128
PHONE: 503.727.2000
FAX: 503.727.2222
www.perkinscole.com

May 23, 2005

☆ REC'D ☆

Woodburn City Council
City of Woodburn
270 Montgomery Street
Woodburn, OR 97071

MAY 23 2005

WOODBURN COMMUNITY
DEVELOPMENT DEPT.

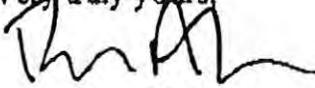
Re: Renaissance Homes - UGB Expansion

Dear Members of the Council:

This office represents Renaissance Homes in the ongoing development of the Links at Tukwila residential PUD. We have appeared before the City Council with respect to the inclusion of the remainder of the OGA golf course property within the Woodburn UGB, and support the Planning Commission's decision to include that property.

Since the closing of the record last month, we have had discussions with Jim Mulder regarding a potential change in the staff recommendation to the City Council with respect to the inclusion of the entire golf course property. If the City Council decides to consider changing the boundaries of the proposed UGB expansion due to a change in the staff recommendation after the close of the record, it is our understanding that the City Council will re-open the record so that affected parties may comment on the new proposal. Otherwise, we would be unfairly prejudiced due to the denial of an opportunity to provide comments on the new proposal during the open record period.

Very truly yours,



Roger A. Alfred

RAA:djf

cc: Renaissance Homes
Mike Robinson

[41995-0101/PA051430.050]

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RAMSAY & STEIN, P.C.
ATTORNEYS AT LAW

Mr. N. Robert Shields
Woodburn City Attorney
270 Montgomery Street
Woodburn, Oregon 97071

Re: **UGB Expansion**

Dear Mr. Shields:

I previously sent you a letter dated May 23, 2005 regarding the submittal of additional materials to the mayor and city council regarding the UGB amendment proceedings. I have not yet had a response from you to that letter.

Because we do not want to delay the process, you are being handed with this letter a letter from my clients to the mayor and city council containing my client's analysis of the cost of providing city services to the various study areas. These are supported by attachments A through L, including a letter from a professional engineer. We hereby request that these materials be submitted to the mayor and city council, per our previous request.

Thank you for your anticipated cooperation. Please feel free to contact me if you have any questions.

Sincerely,

RAMSAY & STEIN, P.C.

Richard C. Stein

ATTACHMENT A-5

June 1, 2005

HAND DELIVERED

☆ REC'D ☆

JUN 02 2005

WOODBURN COMMUNITY
DEVELOPMENT DEPT.

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RCS:jk

Enclosures

cc: Ms. Ruth Thompson

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Her Honor, Kathy Figley, Mayor, City of Woodburn

June 1, 2005

Woodburn City Council:

City Councilor—Ward 1	Walt Nichols
City Councilor—Ward 2	Richard Bjelland
City Councilor—Ward 3	Pete McCallum
City Councilor—Ward 4	Jim Cox
City Councilor—Ward 5	Frank Lonergan
City Councilor—Ward 6	Elida Sifuentez

Dear Mayor and City Councilors:

Hopefully you are receiving this letter and its attachments in your packet. Hopefully each of you also has the full version of Woodburn Public Works' City Services cost study in your packet, complete with all 28 maps. We say "hopefully" because city legal staff will not acknowledge our requests that you receive these materials.

Before discussing any of these issues, we would like to make the following clear. We never imagined that in testifying to errors and discrepancies in the Comprehensive Plan Update documentation that we would embark on an increasingly antagonistic and defensive interchange between city staff and ourselves. We felt that if we honestly and forthrightly put forward our objections, that there would be a reasonable and timely response that would either set us straight or acknowledge and redress our complaints. Instead, we have had to file Public Information requests to get information that the OAR requires be made available to the public. And your legal staff will not acknowledge written requests (see attachments).

In broad view, we bring three issues before you: the adequacy of the Public Works City Services Cost Study; the admission of prejudicial testimony before you; and compliance of Woodburn's Comprehensive Plan Update process with Statewide Planning Goals. The first of these issues is the main topic of this letter and its numerous attachments. However, as the attachments show, the other two issues are intimately intertwined. We feel it appropriate to touch upon them here and urge you to read all of the attachments to this letter.

Regarding prejudicial testimony please see the Attachment E "Mayor Figley, Administrator Brown, Council" dated May 4, 2005. The Comprehensive Plan update testimony provided by the expert panel April 25 spoke to numerous issues raised by our public testimony. However, you, the City Council, were not provided our testimony. Accordingly, you heard demeaning and prejudicial expressions like "Hatfields and McCoys" and "You will lose at LCDC" without knowing the issue to which these remarks were a response. You needed to have our issue before you to understand if the staff and consultant testimony fairly and adequately addressed our issue. And where the staff and consultant introduced new material, we should have the opportunity to rebut.

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Our understanding is that testimony of this nature is not allowed under LCDC guidelines. Which brings us to the Statewide Planning Goal compliance issue. Please refer to Attachment I, our May 19 letter to Administrator Brown and Mayor Figley, which addresses compliance with Statewide Planning Goal #1. Clearly there are other Goal compliance issues beyond Goal 1.

As you know, we testified at the March 28 Comprehensive Plan public hearing that the Woodburn Public Works Study does not correctly identify the costs of providing public services to the UGB expansion study areas. We also provided detailed written testimony critical of the cost study in letters-of-record dated March 23 and April 19.

In the April 19 letter, we indicated that we were not allowed access to the full cost study and its memorandum prior to the April 20 close date for public testimony. We requested a 30-day extension for submitting testimony dating from the date that we obtained the study and memorandum in this letter.

We obtained the study and memorandum on May 4, 2005 after filing two Public Information Requests with the City Recorder on April 29, 2005, one for the memorandum and one for the City Services Cost Study maps, the existence of which we learned from April 25 City Council testimony (copies of requests enclosed). After reviewing the material, we took two actions: 1) we sent a letter to the City Administrator and the Mayor requesting that the entire UGB City Services Cost Study be included in your packets (copy enclosed) and 2) we forwarded the cost study to a licensed Professional Engineer, Mr. Leonard Rydell, for review. Mr. Rydell was unable to review the City Services cost study in a timely manner, so he passed our information to Mr. Randolph A. Lytle, P.E., a specialist in services layout, and principal of Consulting Resources, Inc. who could review the material in a timely manner.

Mr. Lytle reviewed all of the documentation we received through our Public Information Requests. We also supplied a copy of the USGS Woodburn 7.5 Minute topographic map, a copy of an Excel spreadsheet (copy enclosed) that summarizes relevant information from the 2005 Woodburn Comprehensive Plan Update documentation (Big Black Book), and a copy of David Duncan's review of the study documentation, provided in a sealed envelope. The scope of our review request was:

This cost study was not intended to be a detailed study—but it is intended to be accurate enough to make decisions about which land should go in and which should not from a city utility cost standpoint. The Serres family is asking you to take a serious, professional look at this cost study to determine if it is detailed enough and error free enough to serve as a decision making tool. (Copy of letter enclosed).

We received Mr. Lytle's written review on May 19, 2005, which we forwarded to the City Administrator and Mayor under a cover letter dated May 19, 2005. We did

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request that this cover letter and Mr. Lytle's review letter be entered in the 2005 Comprehensive Plan Update public testimony (copies enclosed).

Mr. Lytle's letter is clear regarding the adequacy and accuracy of the city services cost study. We particularly call your attention to Mr. Lytle's items 2, 4, 5, 7, and 9. Mr. Lytle does note the absence of Goal 14 needs analysis in his item 6 and conclusion. Because we were seeking an engineering review of the City Services Cost Study, we did not provide Mr. Lytle with the City's Goal 14 needs documentation.

City Councilors, you have heard David Torgeson testify that the City Services Cost Study is beyond reproach (April 25 Council Meeting). You now have a letter from a licensed professional engineer, Mr. Lytle, who says it is not.

That is why we have requested that the full Cost Study be included in your packet. The adequacy of the study boils down to questions as simple as "Does water flow downhill?". With the study maps and a topographic map in hand you can see that:

- Sewer pump stations and force mains are needed to fully develop some Study Areas, but are neither shown on the maps nor costed in the Study Area written summaries
- Dumping storm drainage into tributaries of Senecal and Mill Creeks is OK West Side, but East Side storm drainage has to go to the Pudding River in 78" drains, not to Serres Reservoir, the drainage North of Hardcastle street (actually, the Hardcastle/Evergreen storm drainage already goes there), or the drainage South of the Sewage Treatment Plant.
- A 42" drain can handle 255 cfs of storm flow in SA-7, but a 78" drain can only handle 167 cfs in SA-4.
- Certain upgrades and lift stations are marked on the maps, but no mention or costing of them is made in the UGB Study Area written summaries.
- Certain upgrades have to be made if either of two Study Areas are developed, but the upgrade costs are allocated to one UGB Study Area, not both.
- The Study Region maps show residential and commercial/industrial uses occurring in creeks and wetlands, and commercial/industrial uses occurring in rural/residential areas.

We really don't believe that you need a degree in engineering to determine that the City Services Cost Study contains errors on all of these points. But you do need the entire cost study documentation to see where the errors occur.

David Torgeson's Memorandum does provide useful information. In the Memorandum, Mr. Torgeson lays out the base costs of providing city services as

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\$27,600.00 per acre residential and \$13,700.00 per acre Commercial/Industrial based on the City's own cost experience. These per acre dollar amounts are the same, regardless of study area. Where Study Area cost differences arise is in the upgrades or "extras" needed above and beyond base costs.

Our criticism about averaged costs is correct. However, without seeing the full city services cost study, we incorrectly identified where the error was introduced. We apologize to David Torgeson and Woodburn Public Works, for their study does keep the costs of services segregated by use class (residential versus Commercial/Industrial). It is Winterbrook Consulting that confuses the two types of services and introduces averaged costs.

Winterbrook, by adding residential cost to the commercial/industrial cost and dividing by acres, calculates a Study Area average cost per acre. Winterbrook then rates the Study Areas "A", "B", and "C" based on this average cost and dismisses the "C" rated study areas as too expensive to merit further consideration. This procedure is mathematically incorrect. Please see attachment "Services Cost Averaging—A Mathematical Fallacy" for an example. (*Table 11: Ranked Public Utilities Costs by Study Area*, found in Woodburn Year 2020 UGB Justification Report, Page 18, Winterbrook, 2004).

Neither the Memorandum nor the City Services Cost Study considers the costs of city funded streets in the costs of developing the different UGB study areas. Both the OAR and ORS treat city streets as a city service with most rule and statute references to city services specifically referencing city streets.

Woodburn Public Works UGB Services Cost Study is not accurate enough to serve as a planning decision tool. The City is subject to challenge if it uses the Cost Study as is. The City needs to redo the study to a higher standard of accuracy and consistency. Not including "constrained" acres, using topographical data to determine the need for lift stations and force mains, etc., and seeing that all infrastructure is properly identified and costed would be an obvious start.

The rankings found in "Table 11, Ranked Public Utilities Costs by Study Area" are based on a major mathematical error. Any decision based on the table, especially its rankings, is subject to challenge.

The City's costs for street infrastructure should be included in a comparative discussion of UGB study areas based on city services costs.

The failure to follow Goal 1 guidelines (see May 19 letter to City Administrator and Mayor) exposes the City to Comprehensive Plan remand from DLCD.

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The acceptance of tainted, prejudicial testimony, as occurred April 25, 2005, may expose the City to Comprehensive Plan remand from DLCDC.

The acceptance of new testimony from Consultant and City Staff and/or major new amendment to the Comprehensive Plan, without opportunity for rebuttal and/or new public hearing(s) exposes the City to Comprehensive Plan remand from DLCDC.

In all due respect, we suggest that the best course of action is to remand the Comprehensive Plan back to the Planning Commission. Schedule public hearings at the Planning Commission level in the manner specified by Goal 1. Doing so will establish Goal 1 compliance. Doing so will allow public input to the planning process prior to formulation of the Comprehensive Plan, as required by Goal 1. Solicit the citizenry about the livability of this town. Address the growth drivers that are already at work in this town.

Remand the Comprehensive Plan for no other reason than that the Census Bureau now projects a much bigger increase in Oregon's 2025 population, rendering the needs study out of date.

Respectfully,

The Serres Family

CC: Mr. John Brown, Administrator, City of Woodburn
Mr. N. Robert Shields, Attorney, City of Woodburn
Geoff Crook, Department of Land Conservation and Development
Les Sasaki, Marion County Planning
Richard Stein, Ramsey & Stein, P.C.
Jeffrey Tross, Consultant, Land Planning and Development

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Attachments:

- A. Cost Averaging Across Uses—A Mathematical Fallacy
- B. Public Information Request #1 of April 29, 2005 for Memorandum
- C. Public Information Request #2 of April 29, 2005 for 24 Maps
- D. Invoice, Receipt, Documents Received List, re April 29 Public Info Requests
- E. Letter, May 4, 2005, Mayor, Administrator, City Council re various topics
- F. Letter, May 12, 2005, Mr. Leonard Rydell, P.E. re City Study Review
- G. Attachment, May 12, 2005, Mr. Leonard Rydell, P.E. re study errors.
- H. Excel Table, "Woodburn UGB Study Area Infrastructure Costs Per Acre"
- I. Letter, May 19, 2005, Administrator, Mayor, re Lytle Letter, Goal 1.
- J. Letter, May 19, 2005, Randolph Lytle to David Duncan re City Cost Study
- K. Topographic map, USGS Woodburn 7.5 Minute
- L. Goal 1, OAR 660-015-0000(1).

Please enter this letter and all its attachments into the public record in the matter of Woodburn 2005 Comprehensive Plan Periodic Review and Update.

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Cost Averaging Across Uses—A Mathematical Fallacy

Please consider the following example. This example simplifies the numbers to illustrate how Winterbrook has distorted city services costs.

David Torgeson's Memo "Methodology for Calculations – Urban Growth Boundary Expansion" April, 2005 gives the costs by type of land use as follows:

Service \$/Acre	Residential	Comm/Indust
Water	9000	5100
Sanitary Sewer	10800	5000
Storm Sewer	7800	3600
Total \$/Acre	27600	13700

Please note that these are the base costs of providing these services to these land uses. If additional infrastructure, such as a lift station or a pipe size upgrade is necessary, the additional costs are added to the base price. **The lowest possible cost for residential service is \$27,600 per acre, regardless of study area.**

Winterbrook added the Residential and Comm/Indust service costs together, and then divided by gross acres to calculate the average per acre cost of providing city services to each Study Area. Winterbrook then applies the averaged cost to the specific land uses. Consider the following simplified example:

Four study areas, each 100 acres in size.

Study Area 1 is 100 acres commercial/industrial and No acres residential
 Study Area 2 is 75 acres commercial/industrial and 25 acres residential
 Study Area 3 is 25 acres commercial/industrial and 75 acres residential
 Study Area 4 is No acres commercial/industrial and 100 acres residential.

Study Area	Acres Res	Residential Cost		Acres Com/Inds	Comm/Indust Cost		Total Cost All Uses	Total Cost/Acres = Av. Cost/Acre
		Per Acre	For Area		Per Acre	For Area		
1	0	27600	0	100	13700	1370000	1370000	13700
2	25	27600	690000	75	13700	1027500	1717500	17175
3	75	27600	2070000	25	13700	342500	2412500	24125
4	100	27600	2760000	0	13700	0	2760000	27600

Winterbrook now grades the Study Areas by Average Cost/Acre. Study Area 4 is the highest, so it grades "C". Study Area 1 is the lowest, so it grades "A". Study Areas 2 and 3 are intermediate, so they grade "B".

Study Area 4 is not considered further because it is a "C"—the highest cost category.

Winterbrook now has to decide where to locate 10 acres of residential. It can't choose Study Area 1, because Study Area 1 is 100% Commercial/Industrial. Winterbrook chooses Study Area 2 over Study Area 3 based on its lower services cost of \$17,175 per acre, compared to \$24,125 per acre.

- 1) How much does it cost to provide city services to the 10 acres of residential to be located in Study Area 2?
 - A) \$137,000. Ten times the average per acre cost of Study Area 1.
 - B) \$171,750. Ten times the average per acre cost of Study Area 2.
 - C) \$241,250. Ten times the average per acre cost of Study Area 3.
 - D) \$276,000. Ten times the per acre cost for Residential Services.

- 2) Somehow the surveyor got confused and platted 10 acres of residential in Study Area 4. How much more will it cost to provide city services to the 10 acres of residential in Study Area 4 compared to Study Area 2?
 - A) \$104,250. Difference of costs for 10 acres in Study Areas 4 and 2.
 - B) \$69,500. Difference of costs for 10 acres in Study Areas 3 and 2.
 - C) \$0. The cost is the same, so the difference is zero.

- 3) Study Area 4 is no longer being considered for residential development because it has the highest per acre cost. Is this fair?
 - A) Yes, Study Area 4 has the highest average cost per acre.
 - B) No, SA-4 has the same residential cost per acre as the other Study Areas.

Answers:

Question 1. D. \$27,600 per acre is the minimum cost for providing residential services. No extra costs were identified for any of the study areas. 10 acres residential in Study Area 2 will cost \$27,600 per acre for a total of \$276,000.

Question 2. C. There is no difference in residential costs between Study Areas.

Question 3. B. It is not fair to exclude Study Area 4. Study Area 4 has the same per acre cost for residential services as the other Areas.

Do not confuse average cost with specific cost.



PUBLIC RECORDS REQUEST FORM

Ap 29
Request #1

This form is used to process public record requests in accordance with the Oregon Public Records Law (ORS Chapter 192). Persons wanting to inspect or obtain copies of public records need to complete this form and submit it to:

Finance Department
City of Woodburn
270 Montgomery Street
Woodburn, OR 97071

Phone: 503-982-5222
Fax: 503-982-5244
TTY: 503-982-7433

Requests are processed within a reasonable time, normally within five business days of receipt.

DESCRIPTION OF PUBLIC RECORDS REQUESTED (include as much detail as possible, i.e., type of document, publication or release dates, authors, title, ordinance number, etc.):

Two page memorandum from Public Works describing methodologies used to produce Public Facilities Plan costs by UBS study area. Please refer to Page 76 of City Council agenda, April 25, 2005, for a reference to this memo. It was

I am interested in: Personally Inspecting Records Obtaining Copies
stated that councilors had a copy. The memo discusses first bulleted point on Page 76, City Council agenda (attached)

REQUEST SUBMITTED BY:

Name: David Duncan Date: 4-29-05
Organization: _____ Phone: 503-981-3215 503-618-5838
Address: 1840 E. Lincoln Road Fax: 503-982-9211
City/State/Zip: Woodburn OR 97071
Signature of Requestor: David B. Duncan

FEES: Fees are payable at the time of receipt of the records and are subject to change. Make checks payable to: City of Woodburn.

Copy Fee (Documents) \$0.05 per page side (plus a research fee of \$31/hour, charged to the nearest 1/4 hour, only for complex duplicative requests requiring over 1/4 hour of research). Additional charges may be added for postage and handling.

Copy Fee (Audio Tapes) \$3.00 per tape (plus a research fee of \$31/hour, charged to the nearest 1/4 hour, or the copying of non-standardized tapes only for complex duplicative requests requiring over 1/4 hour of research). Additional charges may be added for postage and handling.

FOR OFFICE USE ONLY:

Date Rec'd: _____	Date Provided: _____	Fee Paid: _____
Remarks: _____		

Please fax a confirmation that Finance Department, City of Woodburn has received this fax requesting a two page memo to me at 482 with [unclear] David B. Duncan

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APR 29 2005



PUBLIC RECORDS REQUEST FORM

Ap 29, 2005
Request 2

This form is used to process public record requests in accordance with the Oregon Public Records Law (ORS Chapter 192). Persons wanting to inspect or obtain copies of public records need to complete this form and submit it to:

Finance Department	Phone: 503-982-5222
City of Woodburn	Fax: 503-982-5244
270 Montgomery Street	TTY: 503-982-7433
Woodburn, OR 97071	

Requests are processed within a reasonable time, normally within five business days of receipt.

DESCRIPTION OF PUBLIC RECORDS REQUESTED (include as much detail as possible, i.e., type of document, publication or release dates, authors, title, ordinance number, etc.):

24 maps of UGB study areas showing layout of public services - said layouts being used to establish costs of providing city services to UGB study areas. Please refer to David Torgesan testimony at Ap 25, 2005 City Council Meeting

I am interested in: Personally Inspecting Records Obtaining Copies

for a reference by David Torgesan to these maps.

REQUEST SUBMITTED BY:

Name: David Tuncan Date: 4-29-05
 Organization: _____ Phone: 503-981-3275 503-678-5838
 Address: 1840 E. Lincoln Road Fax: 503-982-8211
 City/State/Zip: Woodburn, OR 97071
 Signature of Requestor: David G. Tuncan

FEES: Fees are payable at the time of receipt of the records and are subject to change. Make checks payable to: City of Woodburn.

Copy Fee (Documents) \$0.05 per page side (plus a research fee of \$31/hour, charged to the nearest 1/4 hour, only for complex duplicative requests requiring over 1/4 hour of research). Additional charges may be added for postage and handling.

Copy Fee (Audio Tapes) \$3.00 per tape (plus a research fee of \$31/hour, charged to the nearest 1/4 hour, or the copying of non-standardized tapes only for complex duplicative requests requiring over 1/4 hour of research). Additional charges may be added for postage and handling.

FOR OFFICE USE ONLY:

Date Rec'd: _____	Date Provided: _____	Fee Paid: _____
Remarks: _____		

Please fax acknowledgement of receiving this Public Records Request Form, dated Ap 29, 2005, Request 2 to me at 503 982-8211

Thank you David G. Tuncan
\$100.56

Invoice

May 3, 2005

City of Woodburn
2700 Montgomery Street
Woodburn, OR 97071

FOR Production of documents in connection with Public Records Request Form filed
April 29, 2005 by David Duncan, 1840 E. Lincoln Road, Woodburn, OR 97071:

Paper Copies (Page Size)	25 @ \$0.05	\$1.25
Engineering Plotter (24X36)	3 @ \$10.00	\$30.00
Engineering Plotter (11X17)	25 @ \$2.16	\$54.11
Research Time	1/2 Hours @ \$31.00	\$15.50
TOTAL AMOUNT DUE		\$100.86

CITY OF WOODBURN
270 MONTGOMERY STREET
WOODBURN, OR 97071

DATE 5.4.05

NAME David Duncan

ADDRESS

FUND DESCRIPTION	FUND GEN	AMOUNT
Business License	001-000-421005	
Hotel/Motel Tax	001-000-421015	
Licenses & Fees	001-000-421001	
Towing	001-000-430101	
Misc.	001-000-460010	
WATER/SEWER		
Water	470-000-110001	
Sewer	472-000-110001	
Vacation	470-000-441002	
Reconnect	470-000-441008	
TRANSIT		
Transit Fares	110-000-460025	
Transit Other		
PARKS		
Donations	001-000-460026	
Facility Rental	001-000-460061	
Recreation	001-000-460063	
Pool Admissions	001-000-467311	
Pool Memberships	001-000-467321	
Pool Rentals	001-000-467331	
Swimming Lessons	001-000-467611	
Resale of Merchandise	001-000-467911	
Concession Sales	001-000-467912	
LIBRARY		
Copy Machine	001-000-424000	
Fines	001-000-430020	
Rural Reader	001-000-447022	
Other - Misc Inc.	001-000-460010	
Lost Book	001-000-460019	
Donations & Gifts	001-000-460021	
Regional Library	001-000-450035	
OTHER		
photocopying		100.86
See attached		
description 022698		
	TOTAL	100.86
	BY	Sy

**City of Woodburn Response to
Public Information Requests #1 and #2 of 4/29/05**

Request #1: Requested two page memo from David Torgeson to City Council regarding City Services costs to UGB Study Areas.

Response: On May 4 received copy of "Methodology for Calculations-Urban Growth Boundary Expansion, April, 2005."

Request #2: "24 maps of UGB Study Areas showing layout of public services. . ."

Response: On May 4 received following:

Invoice and receipt for copying services and staff time--\$100.86.

Copy of Public Information request time-stamped April 29, 2005.

Copy of two page memo "Methodology for Calculations-Urban Growth Boundary Expansion, April, 2005."

One page process flow diagram indicating that the UGB expansion cost study is between the "Conceptualize" and "Plan" stages.

Five page services cost calculations, dated 3/18/04.

Eight page Services Costs by UGB Study Area—one page per Study area. Same material appears in BBB.

Five page Services Costs by Revised UGB Study Areas, dated 8/2/04.

One page for each of five Revised UGB Study Areas—same material appears in BBB.

One 11 x 17 over-view map showing Woodburn and eight UGB SA's.

Three overview 24 x 36 maps of City and UGB SA's—one map for each type of service—showing significant features of services in Study Areas.

Eight 11 x 17 Study Area Water maps, one for each UGB SA.

Eight 11 x 17 Study Area Sanitary maps, one for each UGB SA.

Eight 11 x 17 Study Area Storm Water maps, one for each UGB SA.

2 Please note that this does not include additional written testimony.

3 At the Woodburn City Council Meeting April 25, 2005, Greg Winterowd
4 prejudiced the council prior to full disclosure of written testimony. Greg stated that the
5 absolute key factor upon which Winterbrook Planning based their recommended UGB
6 expansion for Low Density Residential property was based on ORS 197.298, agricultural
7 land suitability. He stated that the state law is inflexible. He stated that the "Fessler
8 Property" had an inclusion of Class 3 soils, and that the buildable land on Serres property
9 was Class II soils ". . .there is a small inclusion of Class 4, 5 and a bit of class 3." He
10 painted a black and white picture with "this is a strong statement" of "If you brought that
11 land into the UGB, you would lose at LCDC..., not maybe, you would lose." Greg also
12 alludes to the inclusion of our entire property as too much land, in excess of what is
13 needed. We have never asked the city to include beyond the limits described in our
14 portion of study area 4.

15 Susan Duncan spoke with Geoff Crook of DLCD on May 4, 2005 and he stated
16 this (soils) is not a black and white issue. He stated that soil capability classification is a
17 high priority, but is never considered the sole factor upon which to base a decision. He
18 went on to say that Greg Winterowd of Winterbrook planning is a hired consultant and
19 that he is probably trying to support growth around I-5, but that the ultimate decision lies
20 with the City Council, who must weigh a multitude of factors to best meet the needs of
21 the city.

22 Both Geoff Crook (telephone conversation May 4) and Les Sasaki (telephone
23 conversation April 26) stated that the soils around Woodburn are essentially the same,
24 that inclusion of one farm over another does not make a difference.

25 We feel that you must make it clear to the council that they have a choice, that
26 Greg Winterowd offered them his opinion, one which is not in agreement with the
27 County and the State. We feel it essential that the council starts its public testimony
28 review without bias.

29 In addition, it was not clear, per David Torgeson, April 25th council meeting, as to
30 whether the data from Public Works was to be included in the Councilor's packets. We
31 request that all of the data, including the maps, be included in order to allow a complete
32 and fair review.

33 Please note that we are forwarding all of our communications with the City of
34 Woodburn to Les Sasaki, Marion County Planner, and Geoff Crook, DLCD
35 representative for the Woodburn area. We also request a formal notice of the date that
36 the proposed Woodburn Comprehensive Plan is accepted and submitted to the county and
37 the state.

38 Sincerely,

39

40

41 The Serres Family

42

43 Send notice to:

44

45

Susan Duncan

46

1840 E. Lincoln Road

47

Woodburn, OR 97071

48

49

50

51

David Duncan
1840 E. Lincoln Road NE
Woodburn, OR 97071-5142
503 981-3275 Fax 503 982-8211

May 12, 2005

Leonard Rydell
601 Pinehurst Drive
Newberg, OR
503 538-5700

Mr. Rydell:

Thanks for taking on a little extra work for the Serres family. It may seem a little odd that I am writing to you, but I happen to be the person who filed an Oregon Public Information request to obtain the enclosed information from the City of Woodburn. Plus I'm a Serres-in-law.

Woodburn is performing its Comprehensive Plan Periodic Review, which is the process by which land is added to the Urban Growth Boundary for development. The Serres family farm borders the City Limits on the East Side of Woodburn, and would seem to be a prime candidate for inclusion into the City. However, that is not happening and one of the justifications for bringing in land on the other side of town is the high cost of providing city services to the Serres land.

The city evaluates adjacent land for inclusion. One aspect is the cost of providing city services. The area surrounding the city was divided into 8 UGB Study Areas. Woodburn Public Works did a cost analysis for each Study Area for three city services: sewer, storm drain, and municipal drinking water. A map was generated for each type of service for each study area, resulting in 24 maps 11" x 17". A 25th 11" x 17" map shows the location of the 8 UGB Study Areas around the city. Three additional maps, 24" x 36" serve as summary maps for each type of service, and show all of the planned improvements for that type of service for all study areas on one sheet.

Also included are several tables of costs, and a two page memorandum to the City Council explaining how they did their work. There are two groups of pages stapled together. The first group has eight pages that refer to the eight UGB study areas. These pages summarize Public Works' findings. The second group of pages, 5 in total, are marked "Revised Area". This group of pages develops the costs of services to the **portions** of the study areas actually being considered for UGB inclusion.

This cost study was not intended to be a detailed study—but it is intended to be accurate enough to make decisions about which land should go in and which should not from a city utility cost standpoint. The Serres family is asking you to take a serious, professional look at this cost study to determine if it is detailed enough and error free enough to serve as a decision making tool.

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Since two of the three city services in the cost study normally depend on gravity flow, I am including a copy of the USGS Woodburn 7 ½ minute quadrangle map. Unfortunately, this does not show all of the study area. The USGS map data base is available at: <http://terraserver.microsoft.com/> The site default opens to aerial photographs. You can toggle between aerial photo and topographic map by using the tabs at the upper right on the map "window".

I am also enclosing a smaller map, which shows the Serres land relative to the sewer treatment plant.

I am also enclosing a table which shows costs per acre. These costs come from the city survey or from the city document source cited in the footnotes.

If you have any questions, please call me at 503 981-3275 evenings, and at 503 678-5838 during business hours.

I have examined the cost studies. I am enclosing my comments in an envelope. Different eyes see different things, so take a look at things without my comments.

Thanks,

Dave Duncan

Hi Leonard.

May 12, 2005

Here's my take.

The city compares costs straight across, Study area by Study area.

The first error, in my opinion, is that Public Works does not distinguish between land uses by study region. The memo indicates Residential is approx twice as expensive as commercial/industrial. As a result, the region with no residential gets compared directly with the regions that are 100% residential. The regions with part residential and part industrial/commercial fall in between. So SA-4, which contains the Serres land, is penalized because it is 100% high cost residential.

The second error, in my opinion, is that Public Works uses gross acres of each Study Area. In a separate document, referenced in the table I provide, the "constrained acreage" is identified. "Constrained" means the land is not developable for one of two reasons—it is already developed to its maximum capacity, or it is land unsuitable for development. The public works study does not account for constrained land. Some areas, like SA-4 where the Serres property is located, have comparatively higher percentages of developable land. By not showing the constrained acres in the calculations, the cost of servicing each developable acre is shown as lower than the actual service cost. Study areas with a higher percentage of developable land are penalized by this error. SA-4, which contains the Serres land, is again disadvantaged compared to most other study areas because the other areas have a higher proportion of constrained land.

The third error has to do with consistency in storm drainage infrastructure. In general, the three East side Study Areas are required to bear the cost of enormous drains from the Study Area boundary to the Pudding River. The Study Areas North, West, and South of town are shown as not requiring connection to a remote drainage—the storm water evidently is dumped to the existing drainages (creeks). Well, the fact of the matter is that all three East side Study Areas have natural drainage ways (creeks) in them. In the case of the Serres land, storm drains would be routed exactly the way that the existing sub-surface drainage tiles are routed—namely down the draws to the Serres Reservoir. There is absolutely no reason to require a 78" drain, 3500 feet in length in SA-4. A reservoir system to capture storm drainage is actually the preferred method of dealing with storm drainage. Of all 8 study regions, SA-4 with the Serres property, is the only one with a reservoir system in place.

The fourth error has to do with consistency in placement of sewer lift (pump) stations. Referring to the topographic map and the study area boundaries, it can be seen that SA-2's lowest land is near Senecal Creek on its North boundary. Given the slope of the land, I do not understand how all of SA-2 could be developed without a lift station. Nonetheless, it is assumed that the entirety of SA-2 can be gravity served, and no lift station cost is included. Similar inspection of the other study areas will reveal that lift

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stations are either incorrectly located in the study area, or are necessary but none is specified.

The fifth error is actually a series of errors of omission or of fact, but they are specific to one Study Area, not general like the four preceding. These are detailed as follows:

Storm Sewer Service:

- SA-1 "Natural drainage to both fingers of Senecal Creek appears adequate"
- SA-2 "Natural drainage appears adequate"
- SA-3 "Natural drainage is adequate. . .for only a small portion to upper Mill Creek. . . Bulk requires 78" " drain to Pudding. Refer to topo map—deep draw comes up to Maclaren facility on South Side. Don't need to go to Pudding River. States that 78" drain will only handle 167 cfs.
- SA-4 "Inadequate drainage" Requires 3500 feet of 78" drain to Pudding River. Refer to topo map. Land drains (and is drained by tile system) to Serres Reservoir or by unnamed creek North of Hardcastle. Point of fact—Hardcastle residential area is already served by a City storm drain that runs down Hardcastle street to its end, then North to the drainage. States that 78" drain will only handle 172 cfs.
- SA-5 Requires drainage to Pudding. Don't understand why. The entirety of this area naturally drains to the creek that follows along Hiway 214. It used to be that the Smucker's Jam plant discharged its water into the ditch along 214, and it had no Problem running from inside the City across Study Area 5 and into the creek Along 214. States 84" drain required to handle 216 cfs.
- SA-6 Natural drainage adequate.
- SA-7 States that 42" drain can handle 255 cfs. See notes regarding capacity of 78 and 84 inch drains, SA3, 4, 5. Something is not right with these numbers.
- SA-8 Natural drainage adequate.

Sanitary Sewer

- SA-1 Map indicates upgrading required from King Way to N. Boones Ferry Road. Upgrade not mentioned in written description and not included in costs. This Upgrade is mentioned for SA-2 as 4000' upgrade, Boones Ferry to Goose Hollow. Even at that, the upgrade from King Way to Boones Ferry is omitted. Under the

"Rules", all costs were to be counted as if the adjoining areas weren't there—so all of these upgrade costs need to be added.

- SA-2 Written description indicates all gravity flow to N. Boones Ferry Road. I do not understand how **all** of SA-2 can have gravity flow sewer—the land slopes to the North in the opposite direction that it is being routed so the North part can't be gravity flow served. Requires pump station and force main.
- SA-3 Map indicates gravity flow to Industrial Ave Pump Station. I doubt the portion of SA-3 North of Goudy Gardens Lane can gravity flow to Industrial Avenue. See topo map. Requires pump station and force main.
- SA-4 Shows pump station at Hi. 211. Given lay of land, pump station would need to be located near Serres Reservoir (low point) with force main to sewage treatment plant.
- SA-5 Map shows pump station at railroad tracks in NW corner of study area. Ground slopes East. Would make sense to have pump station adjacent to RR tracks at the East edge of the Study Area. Increases length of force main.
- SA-6 Layout on map looks like it will work. Only Study Area with a lay out that will work.
- SA-7 Map indicates a pump station may be required in SE portion of SA-7. This is not mentioned or costed in the written summary.
- SA-8 System layout does not follow lay of land. A gravity flow trunk main along Senecal Creek to a pump station would make sense. Gravity flow layout does not work in my opinion.

Water Distribution

No comment, except that the install cost of 12" water main varies on a per foot basis from region to region.

Revised Areas

Did not look at revised areas, except to note that on a couple of them, almost all of the infrastructure was going to go in on the reduced acreage, resulting in one case of around \$70,000/acre, which is far higher than the acreage cost for SA-4 that is being excluded because it is too expensive.

Woodburn UGB Study Area Infrastructure Costs Per Acre

UGB Study Area	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7	Area 8
Gross Acres*	600	650	334	343	430	190	510	750
"Buildable Acres"***	394	485	206	259	340	135	404	592
Per Cent Developable	60.1%	71.9%	62.3%	75.5%	78.9%	70.8%	79.9%	78.4%
"Constrained Acres"***	107.3	68.3	15.1	19.2	6.2	16.1	0.9	14.4

Residential Acres***	360	440	100	343	0	190	380	457
Com/Industrial Acres***	240	210	234	0	430	0	130	296

Water Improvements*	4,480,000	5,200,000	2,150,000	3,240,000	2,700,000	2,300,000	4,790,000	5,620,000
Per Acre***	7,467	8,000	6,437	9,446	6,279	12,105	9,392	7,493

Sanitary Sewer*	6,100,000	6,280,000	2,350,000	5,200,000	3,260,000	2,640,000	5,100,000	6,670,000
Per Acre***	10,167	9,662	7,036	15,160	7,581	13,895	10,000	8,893

Storm Sewer*	4,170,000	4,170,000	2,920,000	5,000,000	3,150,000	1,470,000	3,640,000	4,630,000
Per Acre***	6,950	6,415	8,743	14,577	7,326	7,737	7,137	6,173

Total ID'd Costs*	14,750,000	15,650,000	7,420,000	13,440,000	9,110,000	6,410,000	13,530,000	16,920,000
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Total Costs Per Acre***	24,583	24,077	22,216	39,184	21,186	33,737	26,529	22,560
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Blue = Lowest Cost per Acre

Red = Highest Cost per Acre

*Data from: "City of Woodburn UGB Study Area Public Services Analysis, 2004"

**Data from Table 10 "Goal 3, 5, and 7--Constrained Land Summary"

***Data from Table 11 "Ranked Public Utilities Costs by Study Area"

Per Cent Developable is "Buildable Acres" divided by Gross Acres.

The Serres Family
1840 E. Lincoln Road
Woodburn, Or 97071

May 19, 2005

Mr. John Brown, Administrator, City of Woodburn
The Honorable Kathryn Figley, Mayor, City of Woodburn
Woodburn City Hall
270 Montgomery Street
Woodburn, Oregon 97071

Mr. Administrator, Madame Mayor:

As you are aware, we have provided public testimony regarding Woodburn's 2005 Comprehensive Plan Periodic Review and Update. Central to our testimony was criticism of Woodburn City Public Works' city services cost study, which analyzes the costs of providing city services to the 8 UGB expansion study areas. We were unable to obtain the study from Public Works prior to the April 20, 2005 close for written public testimony. Since we could not review the study, we requested, in our April 19 letter, the right to comment on the city services study for up to 30 days from the date we were given access.

We obtained a copy of Woodburn Public Works' study on May 3, 2005 by filing a Public Records Request. We subsequently submitted Woodburn Public Work's study to Mr. Randolph A. Lytle, P.E. for review. We requested Mr. Lytle to review Woodburn Public Work's Services cost study for its adequacy as a "first approximation" planning tool which 1) establish relative costs of providing city services to different UGB study areas, 2) serve as a basis for making public policy decisions, particularly which UGB study areas were to be brought into the UGB.

We are enclosing Mr. Lytle's letter of findings, dated May 19, 2005 in its entirety. Please note that we provided only the Public Works City Services Cost Study to Mr. Lytle because we were seeking a professional opinion as to the adequacy of the Cost Study from an engineering standpoint. Mr. Lytle notes the absence of the needs analysis as his Issue No. 6, but we were not seeking his evaluation of the needs portions of the Comprehensive Plan documentation.

We feel that Mr. Lytle's assessment speaks clearly regarding the adequacy of Public Works Public Services Cost Study, namely: "...the analysis that was conducted by the City of Woodburn is flawed and not consistent. The evaluation and consideration of land that should be brought into the UGB should be further evaluated."

We agree with Mr. Lytle's assessment. We do not feel that the existing study correctly and adequately estimates the costs of providing City Services to the UGB study areas. Consequently, the study should not be used as a decision making tool.

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However, both the Woodburn Planning Commission and the Winterbrook Consultancy firm cite this study in justification of their policy decisions/recommendations.

We also wish to take issue with the process we utilized to obtain the cost study. The Woodburn Public Library, City of Woodburn's public repository, does not have a copy. We contacted Public Works to obtain the study and an explanation regarding the methodologies used to develop the UGB area service costs. We were told that nothing would be available until after April 20, 2005, which was the close of testimony. Ultimately, we had to file a formal Public Records Request Form to obtain the Public Works cost study.

We call your attention to the following excerpts from Goal 1:

OAR 660-015-0000(1)(4)

Technical Information – To assure that technical information is available in an understandable form. Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

OAR 660-015-0000(1)(6)(C)(3)

Adoption Process – The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

OAR 660-015-0000(1)(6)(D)(2)

Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

OAR 660-015-0000(1)(6)(E)(1)

At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

Contrary to Goal 1, it seems obvious that Woodburn's 2005 Comprehensive Plan Update was decided long before any public input was sought. The April 15, 2004

"Open House" on the UGB expansion should have been a venue where decision making criteria, like the UGB City Services Cost Study, were made public and explained, and where public input should have been solicited. In contradiction to the Woodburn Independent article, which stated that such materials would be presented, the "Open House" did not include any oral presentation or explanation to the public of any kind. The only solicitation for input was a "questionnaire" which did not address the criteria for UGB inclusion. This questionnaire was not entered into the public record, and was not available in sufficient quantity for all attendees to complete and submit.

At this point the City has made significant investment in time and money in its Comprehensive Plan Update. However, this past investment does not justify a rush to completion. The best possible plan for Woodburn should not be sacrificed for the sake of expediency. Is it a priority to get the job done, or to get the job done right?

We request that you, the administrative and executive leaders of the City, adhere to the law, which, in the case of Comprehensive Plan Updates, begins with Goal 1. We also request that this letter and its attachment be placed in the public record of testimony, Woodburn 2005 Comprehensive Plan Periodic Review and Update.

Yours,

Susan Duncan Ruth Thompson

Representatives,
The Serres Family

Enclosures: Letter, May 19, 2005, Randolph A. Lytle, P.E.

CC: Geoff Crook, Department of Land Conservation and Development
Les Sasaki, Marion County Planning
Richard Stein, Ramsey & Stein, P.C.
Jeffrey Tross, Consultant, Land Planning and Development

Service by email, May 19, 2005

Service by hand delivery, May 20, 2005

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Consulting Resources, Inc.

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Mobile: 503-780-8351
randyltyle@comcast.net

May 19, 2005

Mr. David Duncan
1840 E. Lincoln Road NE
Woodburn, OR 97071-8211

RE: Woodburn UGB Study

Job No. 0138-0002

Dear David:

Per your request, we have reviewed the information prepared by the City of Woodburn that was transmitted to us from you on May 12, 2005. That information included:

- 3-24"x 36" - SAP Storm, Water and Sewer Maps for all Regions
- 24 - 11"x17" - SAP Storm, Water and Sewer Maps for each Region
- 1 - 11"x17" - Map of all Regions
- 8 - 8-1/2"x11" - Study Area Cost Discussion for Regions
- 5 - 8-1/2"x11" - Revised Area Cost Discussions for Regions
- 1 - 8-1/2"x11" - Woodburn UGB Study Area Infrastructure Costs Per Acre
- 1 - 8-1/2"x11" - Public Records Request Form
- 1 - 8-1/2"x11" - City of Woodburn Response to Public Information Requests #1 and #2 of 4/29/05
- 2 - 8-1/2" x 11" - Methodology for Calculations - Urban Growth Boundary Expansion
- 1 - 8-1/2"x11" - UGB Expansion Water Demand
- 5 - 8-1/2"x11" - S.A.P. Evaluation of Water Requirements for UGB Increase

Our review brought up the following issues:

- I. The scale indicated on the 24"x 36" sheets indicate 1"=2500'. This appears to be incorrect. The scale of the 11"x17" plans is 1"=800'. This appears to be correct and it is the same as the 24" x 36" sheets. The length of pipe indicated on the "Study Area Cost Discussion for Regions" does not correspond to what is indicated on the plan for water, sewer or storm. The resultant lengths of pipe are in question.

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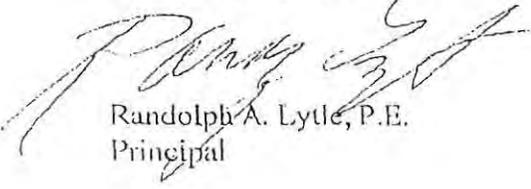
2. The Costs per acre developed on the "Woodburn UGB Study Area Infrastructure Costs per Acre" reflects the costs per "Gross Acres" of land. A more relevant method would be to use the cost per "Buildable Acre" of land.
3. The linear foot costs of the piping or infrastructure does not appear to be consistent from region to region.
4. The infrastructure that is indicated on the 24"x 36" sheets does not appear to service the entire region in any of the regions. A more detailed look should be considered.
5. The assumed infrastructure that is proposed does not appear to be based on any real topographical data. A more detailed review should be considered with accurate topographical information. As an example, sewer lift stations are proposed in some areas and not in others that appear to need it.
6. There is no data suggesting what needs that the City may have relative to future housing, commercial, retail, parks or industrial based on population projections. A needs analysis would be appropriate for consideration of UGB expansion.
7. The analysis assumes that the existing storm drain system does not have capacity in some regions and does in others. We find no basis for this evaluation.
8. The quantity of flow versus pipe size is inconsistent and appears to be in error.
9. The schematic utilities that are laid out are not sufficient for proper evaluation.

Based on the information that was provided to us, the analysis that was conducted by the City of Woodburn is flawed and not consistent. The evaluation and consideration of land that should be brought into the UGB should be further evaluated. Consideration of the needs of the City based upon existing facilities and population projections should also be considered.

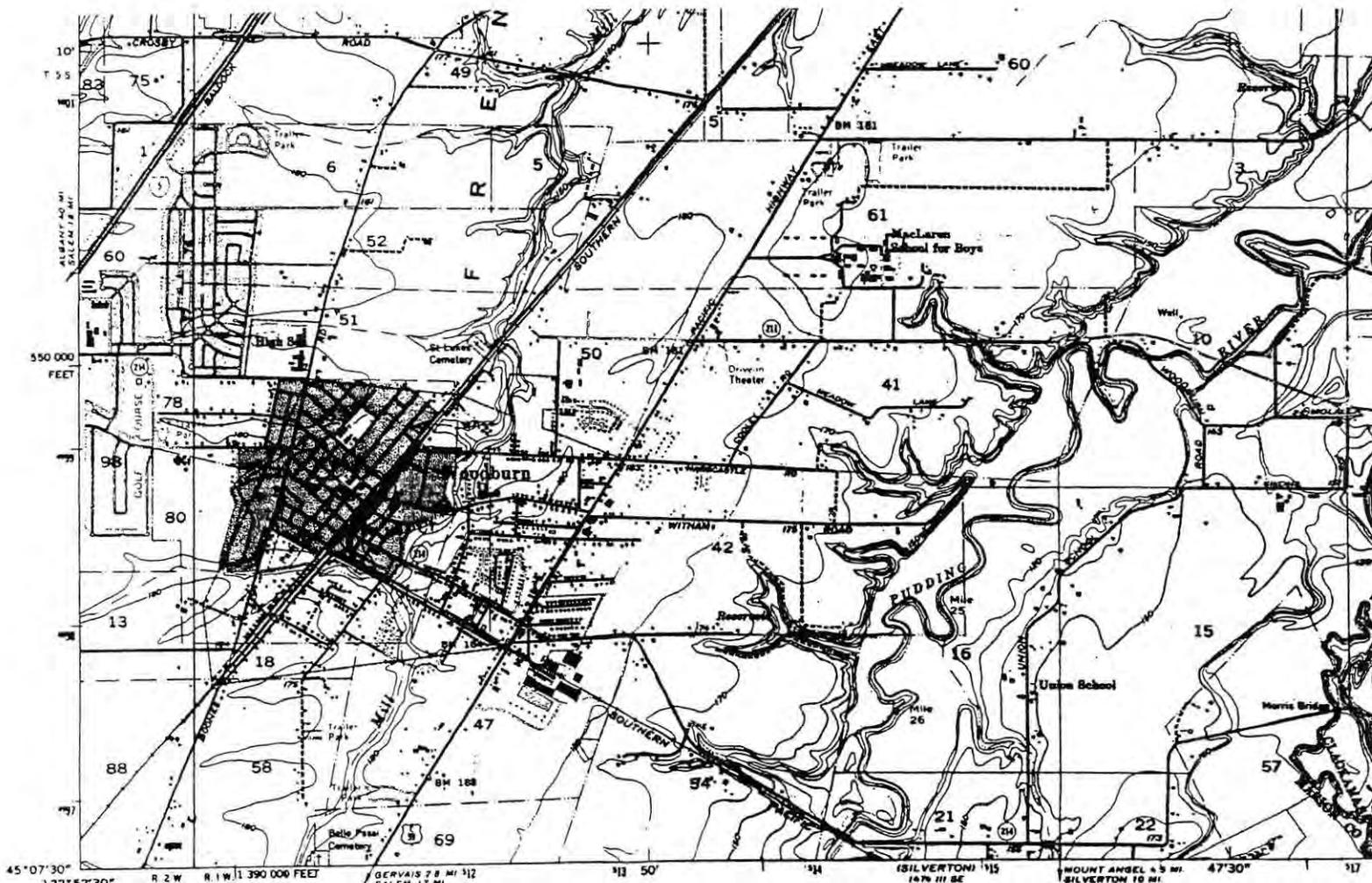
Please call if you have any questions.

Sincerely,

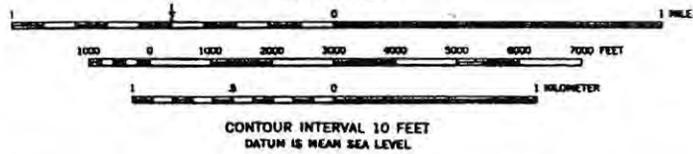
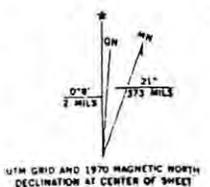
Consulting Resources, Inc.



Randolph A. Lytle, P.E.
Principal



Mapped, edited, and published by the Geological Survey
 Control by USGS, USC&GS, USCE, and State of Oregon
 Topography from aerial photographs by Kelsch plotter
 and by planetable surveys 1956. Aerial photographs taken 1954
 Polyconic projection. 1927 North American datum
 10,000-foot grid based on Oregon coordinate system,
 north zone
 1000-meter Universal Transverse Mercator grid ticks,
 zone 10, shown in blue
 Red tint indicates areas in which only
 landmark buildings are shown
 Regions shown in purple are within the
 (Area 1971) 1:24,000 scale of the 1:50,000
 (Area 1971) 1:24,000 scale of the 1:50,000



THIS MAP COMPLIES WITH NATIONAL MAP ACCURACY STANDARDS
 FOR SALE BY U. S. GEOLOGICAL SURVEY, DENVER, COLORADO 80225, OR WASHINGTON, D. C. 20242
 A FOLDER DESCRIBING TOPOGRAPHIC MAPS AND SYMBOLS IS AVAILABLE ON REQUEST



Oregon's Statewide Planning Goals & Guidelines

GOAL 1: CITIZEN INVOLVEMENT

OAR 660-015-0000(1)

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.

The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for

citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process.

The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

2. Communication -- To assure effective two-way communication with citizens.

Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.

Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.

4. Technical Information -- To assure that technical information is available in an understandable form.

Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.

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

decisions shall be available in the form of a written record.

6. Financial Support -- To insure funding for the citizen involvement program.

Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

A. CITIZEN INVOLVEMENT

1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.

3. In the selection of members for the committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on the CCI; committee appointees should receive official notification of their selection; and committee appointments should be well publicized.

B. COMMUNICATION

Newsletters, mailings, posters, mail-back questionnaires, and other

available media should be used in the citizen involvement program.

C. CITIZEN INFLUENCE

1. Data Collection - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

2. Plan Preparation - The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

3. Adoption Process - The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

4. Implementation - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan.

The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

5. Evaluation - The general public, through the local citizen

involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land use plans.

6. Revision - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.

D. TECHNICAL INFORMATION

1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.

2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

E. FEEDBACK MECHANISM

1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

F. FINANCIAL SUPPORT

1. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

JUN 13 2005

WOODBURN COMMUNITY
 Roger A. Alfred DEVELOPMENT DEPT.
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June 13, 2005

VIA FAX

Woodburn City Council
 City of Woodburn
 270 Montgomery Street
 Woodburn, OR 97071

Re: Renaissance Homes – Procedural Issues for UGB Expansion

Dear Members of the Council:

This office represents Renaissance Homes regarding the ongoing development of the Links at Tukwila residential PUD. We have appeared before the City Council with respect to the inclusion of the remainder of the OGA golf course property within the Woodburn UGB, and support the Planning Commission's decision to include that property.

The record was closed by the City Council on April 20, 2005. At the time the record was closed, city planning staff supported the Planning Commission's recommendation to include *all* of the remaining OGA golf course area within the proposed UGB expansion. We appeared before the City Council and testified in support of the staff recommendation and the Planning Commission recommendation.

However, the most recent staff report, which was issued long after the record was closed, includes a new recommendation that the City Council revise the UGB expansion "to remove the easterly portion of the OGA Golf Course from the proposed UGB expansion to avoid Class 1 soils." This would have the effect of removing between 60 and 80 potential new homesites from future phases of the Tukwila development. No revised plan map was attached to the staff report, so the extent of the new staff recommendation to the council is not entirely clear.

Because this change was made after the City Council closed the public record, Renaissance has not been able to submit any comments on this new proposal. Unless

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the record is re-opened, Renaissance will be denied the opportunity to object, and may lose its right to appeal the City's decision to DLCD and/or LCDC under the rules governing periodic review, because the existing record does not include any objections from Renaissance regarding the removal of this property from the UGB expansion area. Under OAR 660-025-0160, appeals to the Commission of periodic review orders are "based on the written record unless the Commission requests new evidence or information." A failure to re-open the record could improperly prevent Renaissance from including evidence in the record that it will need in order to pursue its right to appeal.

If the City Council is inclined to consider the new staff recommendations, the Council should re-open the record to allow parties who are affected by the new changes to raise comments and objections. Parties to a land use proceeding have a right to rebut new evidence that is placed before the local decision maker. *Fasano v. Washington Co. Comm.*, 264 Or 574 (1973). Also, under ORS 197.763(4)(b), staff reports must be available at least seven days prior to hearing, and the local government must allow affected parties a "reasonable opportunity to respond." Although these requirements expressly apply to quasi-judicial hearings before a local government, the fundamental right of a party in a land use proceeding to respond to new evidence or information provided to the City Council should not be ignored simply because this is a legislative proceeding.

Renaissance requests that the City Council re-open the record in order to allow affected parties the opportunity to respond to new issues that have arisen after the record was closed on April 20, 2005.

Very truly yours,



Roger A. Alfred

RAA:djf

cc: Bob Shields, City Attorney
Renaissance Homes
Mike Robinson

JUN 27 2005

Roger A. Alfred
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WOODBURN CITY COUNCIL
COMMUNITY DEVELOPMENT

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www.perkinscoie.com

June 27, 2005

VIA EMAIL

Woodburn City Council
City of Woodburn
270 Montgomery Street
Woodburn, OR 97071

Re: Renaissance Homes – UGB Expansion

Dear Members of the Council:

This office represents Renaissance Homes regarding the development of the Links at Tukwila residential PUD. As discussed at the last City Council meeting, we are submitting this letter during the 14-day open record period in response to changes in the staff recommendation since the Planning Commission's decision was issued.

Specifically, city planning staff is now recommending the removal from the UGB of approximately half of the OGA golf course property that was previously recommended for inclusion by staff and the planning commission. The basis for this decision relates to the existence of Class I soils on the eastern portion of the golf course expansion area.

As explained in Section 1 of this letter, it is within the City Council's discretion to bring in the entire OGA golf course property. The City Council can adopt findings under the new Goal 14 rule that will withstand any potential challenges to the inclusion of the entire golf course area. In the alternative, Section 2 of this letter explains why the City Council should, at a minimum, adjust the new boundary line proposed by staff in order to maximize the amount of buildable residential land that would be brought into the UGB without expanding onto Class I soils.

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1. The entire OGA golf course property may be included within the UGB under LCDC's recent revisions to Goal 14.

On April 28, 2005, the Land Conservation and Development Commission (LCDC) adopted revisions to Goal 14 and its implementing rules. The purpose of the new Goal 14 rules is to streamline the overly complex process required for expansions of UGBs, and to afford local governments more flexibility with respect to the identification of local "need" for location-specific expansions. To that end, the new Goal 14 rules expressly allow the City to expand its UGB based on different types of land needs beyond the typical need for housing acreage, including a need for parks or open space. Further, under the new Goal 14 rules, the City may also identify a specific need based on special characteristics of land, such as location, topography, parcel size, or "livability." This approach is consistent with LCDC's recent approval of the North Plains UGB amendment, which expanded the boundary based in part on an identified need for livability based on location, in the form of housing land that is proximate and walkable to downtown.

The amendments to Goal 14 are significant for the present City of Woodburn UGB expansion proposal, because the new rules will allow the City Council to adopt findings that identify a specific need for the type of housing land provided by the OGA golf course and the Links at Tukwila development. Specifically, a need for higher-end housing on property that provides the type of recreational and open space amenities that will draw higher-income residents to Woodburn. Findings identifying a need for this specific type of property would allow the City Council to exclude other areas adjacent to the UGB with lower soil classes from the analysis required by the statutory hierarchy of ORS 197.298.

This is precisely what occurred in the North Plains case, and the findings of the North Plains City Council were affirmed by LCDC on appeal in the face of challenges based on the fact that the City was including high-value farmland ahead of adjacent exception areas.¹ Briefly stated, LCDC concluded that the City's identified need for land in a specific location, which cannot be provided elsewhere, trumps the statutory requirement that land with lower-value soils must be included in a UGB first. The

¹ A complete copy of the LCDC Order approving the North Plains UGB expansion is attached as Exhibit A to this submittal.

conclusions of LCDC regarding the interplay between the Goal 14 need requirement and the statutory hierarchy of ORS 197.298 are set forth at pages 12 through 16 of the attached Order. Because ORS 197.298 begins with a statement that it applies "in addition to any requirements established by rule addressing urbanization," LCDC concluded that the City acted properly when it first identified a specific need for locational livability, and then excluded other potential expansion areas from the analysis required by ORS 197.298 because they did not satisfy that need.

The same analysis may be applied by the City Council in this decision. The OGA golf course property includes some Class I soils, but it also satisfies a specific need in the City of Woodburn for higher-end housing in a location that provides the type of recreational and open space amenities that will attract higher-income homebuyers to Woodburn. The location of the Links at Tukwila development on the OGA golf course satisfies a need that cannot be met elsewhere, because there are no other properties adjacent to the existing UGB that can provide this type of needed development opportunity.

Under the approach approved by LCDC in the North Plains case, and incorporated into the new Goal 14 rules, there is no reason to exclude half of the OGA golf course expansion area, because the special characteristics and location of the property would justify findings that it satisfies a specialized need under Goal 14. Therefore, the presence of Class I soils on the eastern portion of the property does not preclude its inclusion.

2. In the alternative, the OGA golf course expansion area should include available property that does not encroach on Class I soils.

The revised staff recommendation proposes that the City Council should revise the comprehensive plan map "to remove the easterly portion of the OGA Golf Course from the proposed UGB expansion to avoid Class I soils." However, the staff proposal, as we understand it, would go far beyond the exclusion of Class I soils. Instead, the staff recommendation would needlessly exclude a significant amount of non-Class I soils from the expansion area.

The staff recommendation proposes to adjust the proposed expansion area by having the new boundary line cut to the west immediately north of the Class I soil area and south of the northernmost fairway, then connecting to Boones Ferry Road on the west

edge of the expansion area. As shown on the attached maps prepared by W&H Pacific, the staff proposal would needlessly exclude a significant amount of developable property that does not contain Class I soils, which could instead be brought into the UGB and used for approximately 30-35 additional home sites.

The attached maps show the location of the Class I soils on the golf course site, as well as a likely development plan for the final portion of the Tukwila Links residential development. The maps provide two options for alternative locations of the new UGB that would avoid the Class I soil areas. As shown on the maps, the entire stretch of potential home sites along the northern edge of the golf course would not be located on Class I soils, and should be included in the UGB.

The map identified as "Option 1" shows a road extending along the north end of the expansion area all the way east until the point where the Class I soils are met. This option includes the maximum amount of land available without expanding onto Class I soils. We recognize that there are development standards applicable to maximum block lengths. However, those are standards that would be properly considered as part of the City's review of development permit applications, not as part of a UGB amendment process, which should attempt to include the maximum amount of property for needed housing in the OGA golf course area.

By placing the new boundary line as indicated on the map identified as "Option 1," the City Council would avoid bringing Class I soils into the boundary, and would include the opportunity for additional residential uses along the northern boundary. Instead of following the staff proposal of moving the new UGB line to the west, the City Council should place the new boundary as indicated on the attached map, thereby avoiding the needless exclusion of 30-35 potential home sites.

In the alternative, if the City Council is concerned about development standards as part of this UGB amendment, the map identified as "Option 2" shows a road extending 1,200 feet east from the westernmost intersection, which is the maximum block length allowed under Woodburn Development Ordinance (WDO) Section 3.101.02.

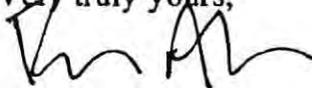
Decisions regarding the allowable length of a residential street should be made if and when development permits are submitted, not as part of a periodic review decision regarding the extent of a UGB expansion, which is more properly focused on bringing in the maximum supply of residential lands practicable, while avoiding Class I soils

on the property. However, the UGB location proposed on the map identified as Option 2 would provide a development option that would be allowable under the City's current standards.

3. Conclusion

As stated above, it is within the discretion of the City Council under the new Goal 14 rules to include the entire OGA golf course property into the UGB, as recommended by the Planning Commission, through the addition of findings identifying a specific need for residential property in this location, with the special characteristics afforded by the golf course location. In the alternative, the City Council at a minimum should revise the location of the boundary proposed by planning staff to maximize the amount of developable land for future phases of the Links at Tukwila residential PUD.

Very truly yours,



Roger A. Alfred

RAA:djf

cc: Renaissance Homes
Mike Robinson

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**BEFORE THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION
OF THE STATE OF OREGON**

**IN THE MATTER OF
THE PERIODIC REVIEW OF
THE COMPREHENSIVE PLAN
FOR THE CITY OF NORTH PLAINS**

) **ACKNOWLEDGEMENT**
) **ORDER**
) **03-WKTASK- 001534**
)

This matter came before the Land Conservation and Development Commission (Commission or LCDC) on March 21, 2003 following a previous LCDC order remanding the City of North Plains' final period review work tasks numbers one through five. The prior order remanding the city's work tasks was issued on August 19, 2002. The Commission, having fully considered the City of North Plains' submittals, the comments and objections and exceptions of interested parties, and the reports of the Department of Land Conservation and Development (Department), now adopts the following Findings of Fact, Reasoning, and Conclusions:

Procedural History

1. On December 11, 1981, the Commission acknowledged the City of North Plains' comprehensive plan and land use regulations to be in compliance with the Statewide Planning Goals.
2. On January 30, 1996, the Department notified the City of North Plains of requirements for periodic review, and initiated the periodic review process.
3. On June 13, 2001, the Department issued an order approving the City of North Plains

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EXHIBIT

A

periodic review work program. (Exhibit A).

4. On June 5, 2001, the City of North Plains submitted periodic review work tasks 1 and 2 to the Department for review. (Exhibit B).

5. On June 25, 2001, the Department received timely objections to the City of North Plains' work tasks 1 and 2 from Specht Development, Inc. (Specht). (Exhibit C).

6. On June 26, 2001, the Department received timely objections to the City of North Plains' work tasks 1 and 2 from Friends of North Plains. (Exhibit D).

7. On November 1, 2001, the City of North Plains submitted periodic review work tasks 3, 4 and 5 to the Department for review. (Exhibit E).

8. On November 21, 2001, the Department received timely objections to the City of North Plains' work tasks 3, 4, and 5 from Friends of North Plains. (Exhibit F).

9. On November 21, 2001, the Department received timely objections to the City of North Plains' work tasks 3, 4, and 5 from Specht. (Exhibit G).

10. On November 21, 2001, the Department received timely objections to the City of North Plains' work tasks 3, 4, and 5 from 1000 Friends of Oregon and the Washington County Farm Bureau. (Exhibit H). The Department rejected the objections from 1000 Friends and the Farm Bureau as invalid for failure to comply with the provisions of OAR 660-025-0140(2)(c) and (d). See April 4, 2002 Staff Report at 4.

11. Pursuant to OAR 660-025-0150(1)(c), on April 5, 2002, the Department referred the City of North Plains' work tasks 1 through 5, the objections, and the Department's responses to a total of thirty-three objections to the Commission by preparing a Director's report. Copies of

he Director's report were submitted to the City of North Plains, Washington County, objectors, and persons who requested a copy of the report.

12. On April 15, 2002, the Department received timely, written exceptions to the Director's report from Specht (Exhibit I) and Friends of North Plains (Exhibit J).

13. On April 25, 2002, the Commission held a public hearing on the referral. The Commission *sua sponte* decided to accept oral argument from the parties. The Commission accepted new information, pursuant to OAR 660-025-0160(6), and allowed the parties to respond to the new information in writing by May 9, 2002.

14. The Department received timely responses to the new information from the City of North Plains, (Exhibit K) Friends of North Plains (Exhibit L) and Specht (Exhibit M).

15. On May 24, 2002, 21-days prior to the Commission's June meeting, the Department issued a response to written exceptions, the new information, and the parties' responses to the new information, pursuant to OAR 660-025-0160(3) (Exhibit N).

16. On June 14, 2002, the Commission held a second public hearing. The objectors' responses to the Director's report of May 24, 2002 (Exhibits O and P) and the Department's second report were entered into the record.

17. At the June 14, 2002 hearing, the Commission heard argument from the objectors and the City of North Plains, and legal advice from its counsel concerning the interrelationship of ORS 197.298, ORS 197.732, Goal 2 and its implementing rules, and the need and locational factors of Goal 14. Based on the legal argument and advice presented to it, the Commission determined that there are multiple ways in which these requirements interact, depending on the particular circumstances of a given case. Such circumstances include, but are not limited

to, the reasons why a local government needs to amend an existing urban growth boundary (UGB), the types of alternatives that can reasonably accommodate those needs, the long-term environmental, economic, social, and energy (ESEE) consequences of accommodating those needs at alternative sites that require a goal exception. In this case, the Commission determined that it was appropriate to remand work tasks 4 and 5 to the City of North Plains to allow the city, in the first instance, to more clearly and completely develop both the policy and evidentiary bases for its need to amend its UGB, including whether those needs can only be met on lands with particular characteristics (and, if so, why). As part of this analysis, the city specifically was required to analyze whether exception lands to the south (across Highway 26) can reasonably accommodate the needs it identifies.

18. The Commission examined the planning assumptions underlying residential housing needs and made revisions to the staff recommendations for household size, overall land needs, and housing capacity. The net effect of these changes was to identify the exact amount of acreage needed for housing outside of the existing UGB.

19. After deliberations in all matters related to the referral, the Commission approved two motions: 1) to adopt the staff recommendation (as amended in the May 24, 2002 staff report, and as further amended in the June 14, 2002 staff corrections document, and as further specified by the Commission at its June 14 meeting (see, paragraph 18 of remand order); and 2) to direct the Department to prepare a periodic review order remanding work tasks 1-5 and establishing a new submittal date for the work tasks. The Commission determined that the City of North Plains' periodic review work tasks 1 through 5 did not fully comply with Statewide Planning Goals, and identified seven items for further planning work. Those seven

tems are summarized as follows: (1) develop comprehensive plan policies on livability and other matters in support of work tasks 3-5; (2) revise the analysis of population growth; (3) make specific revisions to work tasks 2 and 3 concerning housing capacity and need; (4) establish a minimum density for areas proposed to be added to the UGB; (5) update the housing policy of the city's comprehensive plan; (6) develop the evidentiary and policy bases for determining whether certain exception lands can reasonably accommodate the Goal 14 need identified by the city; and (7) the Department set a new submittal date for work tasks 1-5.

20. On August 19, 2002, the Commission issued a remand order (02-WKTASK-001426 - Exhibit Q), setting forth its deliberations and decisions from the June 14, 2002 meeting in writing.

21. On October 31, 2002, the city submitted revised work tasks 1 through 5, including revised findings and comprehensive plan elements in response to the Commission's remand order (Exhibit R).

22. In November 2002, the Department received timely objections to the city's submittal of material performed in response to the remand order from Friends of North Plains (Exhibit S), Specht (Exhibit T), the Washington County Farm Bureau (Exhibit U), and Mel and Wendy Mortensen (Exhibit V).

23. On December 19, 2002, the City submitted a request to withdraw the Commission's remand order (Order 02-WKTASK-001426) (Exhibit W).

24. On February 27, 2003, twenty-one days prior to the Commission's March meeting, the Department addressed the city's submittals under the remand order, the objections, and the

Department's responses to them in a Director's report (Exhibit X). Copies of the Director's report were submitted to the City of North Plains, Washington County, objectors, and persons who requested a copy of the report.

25. On March 10, 2003, the Department received timely, written exceptions to the Director's report from Specht and Friends of North Plains (Exhibits Y and Z). The City also filed exceptions and additional information responding to four deficiencies identified in the Director's report (Exhibit AA). At its March 21, 2003 meeting the Commission agreed to accept the additional information from the city, and afforded the parties to the proceeding the opportunity to provide oral argument concerning the additional information. No parties elected to provide argument or evidence in response to the city's additional information, although Specht objected to the Commission's consideration of the new information.

26. On March 19, 2003, the Department issued a report in response to the filed exceptions.

27. On March 21, 2003, the Commission held a public hearing. The Commission *sua sponte* decided to accept oral argument from parties Specht, Friends of North Plains and the city. As noted above, the Commission also accepted new information, pursuant to OAR 660-025-0160(6).

28. Prior to the public hearing, counsel provided legal advice to the Commission regarding whether it could consider a submittal dated March 18, 2003 from Costa Pacific Homes and Jackson Union LLC. Due to the fact that the proceeding was before the Commission as a referral rather than an appeal, and that no objections had been filed by Costa Pacific or Jackson Union LLC, the Commission determined that these entities had not satisfied the

requirements of the Commission's rules to participate in the referral proceeding. As a result, the Commission sustained a motion by Specht to strike the submission.

29. The Commission also considered whether to grant the city's request to withdraw the Commission's August 19, 2002 remand order (02-WKTASK-001426). The city's request stated that it was for the purpose of replacing the remand order with a more neutral order, in order to resolve an appeal of the remand order. The Commission denied the city's request based on advice (including the concurrence of the city) that the disputes would likely be best resolved by proceeding to consider the city's submittal under the existing remand order.

Findings of Fact and Reasoning

1. In response to item #1 of the remand order, the city adopted additional comprehensive plan policies to supplement its earlier policy bases for determining that its UGB must be amended in response to a need for livability (North Plains Ordinance No. 301 October 24, 2001). The city also provided findings that reconcile the Transportation Growth Management (TGM) Study and the revised comprehensive plan policies. The revised set of policies in work task 1 provide support for work tasks 3 through 5. The Commission finds that the city's revised comprehensive plan policies and findings submitted in October 2002 comply with the terms of the remand order, more specifically the requirements of item # 1 of the remand order, including reconciling the city's Transportation Growth Management (TGM) Study and the revisions to the city's comprehensive plan. See Remand Order at 4. The key policies are contained in the comprehensive plan provisions addressing urbanization.

Among other matters, these policies call for a “* * *connected, walkable and non auto oriented environment, supportive of the [existing] town center and East Industrial Area.” Comprehensive Plan Policies at 15.02.120. The policies specifically identify Highway 26 as a barrier that prevents the lands to the south of that highway from being able to be urbanized in the form the city wishes to foster, e.g., compact, well-connected, mixed-use development patterns that are both internally balanced and closely linked to and supportive of the existing town center. The city’s findings, in general at pages 1-7, and more specifically at pages 11-14, describe the nature of the city’s identified need that justifies an amendment to its UGB (based on factors 1 and 2 of Goal 14), and why lands to the south of Highway 26 cannot reasonably accommodate that need. The Commission finds that the city has provided an adequate factual basis for the policies that it has adopted under Goal 2, and that the city’s policies comply with Goal 14 factors 1 and 2 and OAR 660-004-0020.

2. In response to item #2 of the remand order, the city adopted a final decision for work tasks 1 and 2, under OAR 660-025-0020(2). The city also submitted supplemental findings for periodic review work tasks 1 and 2 to document how they apply to the entire body of submitted tasks (1 through 5). Also in response to item #2 of the remand order, the city revised findings for work task 2 to account for a corrected/updated trends analysis of historic population growth rates as required by item 2 of the Commission’s remand order and as further specified by the June 2002 Director’s report (responses to exceptions). See Remand Order at 4 and 5.

3. The Commission considered the objections and exceptions raised by Friends of North Plains and CPO #8. These objections and exceptions primarily centered on the

contention that the city's chosen population forecasting methodology lacked an adequate factual basis as required by Goal 2 and by statute. The Commission further considered oral testimony from the objectors and information from Department staff. The Commission rejects the objections and exceptions of Friends of North Plains and CPO #8 relating to population forecasts and methodology for the reasons set forth in the Department's reports dated February 27, 2003 (including Attachment A) and March 19, 2003.

4. The Commission finds that the city's population forecast method and the resulting projection, which included the use of State Office of Economic Analysis data, and which eliminated its earlier use of flawed analysis using TAZ data and supporting documentation, constituted an adequate factual basis under Goal 2 and ORS 197.732. The Commission further finds that the city's submission complies with item #2 of the remand order with two exceptions. The Commission finds that the city's inclusion of two incorrect data tables are inconsistent with the remand order and sustains Friends of North Plains exception #5. Although the city has erred in this regard, sustaining the objection does not alter the Commission's disposition of the work task. The City is directed to revise the tabular data as specified at the conclusion of this order.

5. In item #3 of the remand order, the Commission directed the city to adopt six specific changes to work tasks 2 and 3 and applicable sections of the city's comprehensive plan relating to housing capacity and land needs methodology. See Remand Order at 5. The city's submission includes all of the required changes.

6. With regard to housing capacity inside the existing city limits and the existing UGB, the Commission finds that the city properly included additional housing capacity due

1 to: a) the use of 379 infill units, b) the inclusion of housing units located in commercial zones
2 and c) additional capacity generated by enlarging the downtown core by a half a block to the
3 south. Remand order at 5, items 3A-3C.

4 6.A. With regard to housing capacity outside the existing city limits and in the UGB
5 expansion area, the Commission finds that the city discontinued use of an underbuild factor;
6 the city revised its gross to net reduction factor for residential uses (from 20 to 25 percent);
7 the city reevaluated its use of other gross to net reduction factors for non-residential uses; and
8 the city revised its comprehensive plan to provide for an overall density of 8.4 units per net
9 acre in the residential portions of the expansion area. See Remand Order at 5, remand items
10 #3 and #4.

11 6.B. The Commission finds that the city's use of a 25 percent gross to net reduction
12 factor, in place of the 20 percent factor used by the city earlier in periodic review, complies
13 with Goals 14 and 2, and is consistent with the Commission's practice. As a result, the
14 Commission rejects objection 8 and exception 7 of the Friends of North Plains and CPO #8.

15 6.C. Item #3F of the remand order required the city to reevaluate the total land need
16 for its UGB expansion. The Commission finds that the city complied with the remand order
17 relative to the land needs in the UGB expansion area, and that the overall land need of 149
18 gross acres is supported by an adequate factual base and complies with applicable Statewide
19 Planning Goals. The city reworked the land needs analysis in its October 2002 submittal; a
20 change from the original identified land need of 164 gross acres in the city's 2001 submittal.
21 Remand Order at 5, items #3D-F.

6.D. Item #5 of the remand order required the city to revise its housing policies to remove certain provisions. The Commission finds that the city properly revised the housing policy in its comprehensive plan by removing outdated language about housing needs and population projections in compliance with the remand order. See Remand Order at 6, item #5.

7. Friends/CPO #8 Objection #15 alleged that the city ignored the potential for the use of marginal lands as defined by ORS 197.247 that may exist in the vicinity of North Plains in Washington County, as a means of providing the amount of land required for the city's UGB amendment under ORS 197.298, and that the city further failed to provide any information which would support its conclusion that lands of higher priority do not exist. In its staff report of February 27, 2003, the Department agreed with the objector and recommended that the city be directed to conduct an analysis of potential marginal lands in the city's vicinity, in accordance with ORS 197.298(1) and ORS 197.247.

8. Between the date of the staff report and the March 21, 2003 Commission meeting, the city submitted a letter from Washington County dated February 28, 2003 which stated in part: "Although AF-20 land lies immediately adjacent to current city boundaries, no marginal lands have been designated on these parcels to date." The city submitted this letter in conjunction with its exceptions letter of March 10, 2003 as additional information.

9. The Commission, at its March 21 hearing, decided to accept the additional information provided by the city into the record, and provided the other parties with an opportunity to respond to the information. The Commission finds that there is substantial evidence in the record as a whole that there are no designated marginal lands available for

inclusion into the city's UGB under ORS 197.298(1)(c). As a result, the Commission rejects
Objection #15 of Friends/CPO #8.

10. As described above, the city submitted revised and supplemental findings and policies that provided additional evidentiary and policy bases for determining, under OAR 660-004-0020, that the exception lands to the south across Highway 26 cannot reasonably accommodate the need that the City of North Plains has identified under Goal 14. The Commission also heard objections, exceptions and additional argument from the objectors and the City of North Plains, and legal advice from its counsel, concerning the relationship of the Goals to the application of ORS 197.298 and other applicable law to determine which lands to include within the UGB.

11. More specifically, the Commission considered objections that argued for a different interpretation of the relationship of ORS 197.298 to ORS 197.732, Goal 2 and Goal 14. Specht Objection #1 and the related Farm Bureau Objection #3. The Commission understands Specht's first objection (and the Farm Bureau's Objection #3) to be that the city erred by not applying ORS 197.298 and other applicable law to "all adjacent lands." Specht contends that the city's finding that the priorities of ORS 197.298 only must be applied to those areas that the city decides can accommodate its needs based on livability is erroneous as a matter of law, and also does not comply with the terms of the LCDC remand order. The Commission disagrees.

12. *Erroneous as a matter of law.* Specht contends that the provisions of ORS 197.298 do not allow a local government to exclude exception lands from the priority analysis of that statute based on a stated need for livability. Specht relies on "the plain and

unambiguous language of ORS 197.298.” ORS 197.298 provides, in pertinent part: “In addition to any requirements established by rule addressing urbanization, land may not be included within an urban growth boundary except under the following priorities[.]”

13. The Commission disagrees with Specht that the plain and unambiguous meaning of ORS 197.298(1) requires a local government to include lands within its UGB that cannot reasonably accommodate the need identified by the local government. ORS 197.298(1), by its text, applies “[i]n addition to any requirements established by rule addressing urbanization[.]” The legislature did not provide that ORS 197.298 applies “*notwithstanding* any requirements established by rule addressing urbanization,” rather it provided that ORS 197.298 applies “*[i]n addition to any requirements established by rule addressing urbanization[.]*” ORS 197.298 by its terms recognizes that LCDC’s rules addressing urbanization, *e.g.*, Goal 14 and the Goal 2 implementing rules, will apply in addition to the priority scheme. To the extent that Specht argues that ORS 197.298 prohibits the application of Goal 14 *before* ORS 197.298 to narrow the application of the statutory prioritization of lands to lands that are capable of accommodating the identified land need, again Specht misreads the applicable law.

14. LUBA has noted that application of the priorities in ORS 197.298 is necessarily predicated on first determining need. ORS 197.298 does not speak to how local governments determine the need necessitating an amendment of their UGB. Nor does the statute address how, once the reasons for an amendment are identified, they are translated into an amount of land. These steps are governed by Goal 14, factors 1 and 2, the Goal 2 implementing rules,

1 and ORS 197.732. See *Malinowski Farms v. Metro*, 38 Or LUBA 633, 654-55 (2000). Goal

2 14, factors 1 and 2, the "need" factors, provide:

3 "Urban growth boundaries shall be established to identify and separate urbanizable land
4 from rural land. Establishment and change of the boundaries shall be based upon
5 consideration of the following factors:

6
7 "(1) Demonstrated need to accommodate long-range urban population growth
8 requirements consistent with LCDC goals;

9
10 "(2) Need for housing, employment opportunities, and livability[.]"

11 In *Friends of Linn County v. Linn County*, 41 Or LUBA 342, 344-345 (2002), LUBA

12 considered the interplay of the Goal 14 need factors:

13
14 "Factor 1 can be satisfied by (1) increasing population projections; (2) amending the
15 economic, employment or other assumptions applied to those population figures in
16 originally justifying the UGB; or (3) doing both. *BenjFran Development v. Metro*
17 *Service Dist.*, 17 Or LUBA 30, 42 (1988), *aff'd* 95 Or App 22, 767 P2d 467 (1989).
18 Factor 2 can be satisfied by showing that there is insufficient land within the UGB to
19 provide for a specified need for housing, employment opportunities and livability. Both
20 factors may be satisfied by a determination that, after considering the two factors,
21 additional land is needed to improve livability. *1000 Friends of Oregon v. Metro Service*
22 *Dist.*, 18 Or LUBA 311, 319 (1989)." 41 Or LUBA at 344-345.

23
24 15. To summarize, a local government normally will have to demonstrate a need to
25 accommodate long-range urban population growth, and needs for housing, employment and
26 livability under Goal 14 as a first step in evaluating the adequacy of its UGB. ORS
27 197.298(1) assumes that Goal 14 has been applied to determine these needs, without that
28 exercise there is nothing for the statutory priorities to apply to.

29 16. As a second step, once it has identified a need under Goal 14, ORS 197.732, and
30 Goal 2, a local government must then determine whether the need that it has identified in step
31 one can be accommodated within the current UGB. This step also recognizes that the need

identified under Goal 14 Factors, 1 and 2 is not necessarily a need for land, but a need for housing, employment opportunities, or livability.

17. Third, if the identified need cannot be accommodated within the existing UGB, the local government must then determine what lands outside the UGB can reasonably accommodate the identified need. This step stems from the exceptions requirements of Goal 2, Part II provided at OAR 660-004-0020. The local government's inquiry is focused by what the identified need is. A general need, for example housing, requires a broader inquiry than a specific need, for example port facilities.

18. Fourth, once the local government has identified a set of lands than can accommodate the need it has identified, it must determine which of those lands to utilize for urbanization. This is the juncture at which the priority scheme of ORS 197.298 applies to determine which lands that can reasonably accommodate the identified need must be added to the existing UGB first.

19. Finally, if the amount of land within a particular statutory category of ORS 197.298(1) exceeds the identified need, then the "locational factors" (factors 3-7) of Goal 14 apply to determine which of this subset of lands within a particular category the local government must bring in to the UGB first. If a local government must look to resource lands to reasonably accommodate its identified need, ORS 197.298(2) provides a sequence and hierarchy for which resource lands must be used to accommodate the need.

20. The Commission finds that the foregoing is a permissible application of the relevant statutes, Goals, rules and case law to the facts of this case. It may not be the only manner in which the statutes, Goals and rules apply. However, the Commission declines to

1 adopt the application of ORS 197.298 urged by Specht in its objection #1 and the Farm
2 Bureau in its objection #3. The Commission rejects those objections.

3 21. *Compliance with the terms of the LCDC Remand order.* Specht also objected that
4 item #6 of the LCDC Remand Order 02-WKTASK-001426 "requires the city to apply ORS
5 197.298 to *all* of the adjacent lands, including the southern exceptions areas, in order to
6 determine where to expand the UGB." The Commission agrees that the remand order clearly
7 requires the city to determine first whether the need identified by the city under Goal 14 can
8 reasonably be accommodated on exceptions lands. As set forth above, and as established in
9 detail in the city's submittal following remand, the city has done so. It has adopted
10 comprehensive plan policies and supporting findings that establish a policy and factual basis
11 for its determination that the exception lands to the south, across Highway 26 cannot
12 reasonably accommodate the needs that justify the amendment to the city's UGB. Neither
13 applicable law nor the remand order requires the city to apply the statutory priorities of ORS
14 197.298(1) to lands that do not satisfy its identified need.

15 22. Also in its objection #1, Specht objects to the city's findings that use of the
16 exception lands to the south would be inconsistent with Goal 12 and the TPR. As the city
17 found, and the Commission concurs, the south exception area cannot reasonably
18 accommodate the city's identified need. The Commission does not reach the city's
19 justifications for excluding these lands based on Goal 12 and the TPR, as these findings are
20 not necessary to the Commission's decision and are provided by the city only as
21 supplemental bases for excluding the south exception lands.

23. Specht Objection # 2 challenged the city's findings with regard to ORS 197.298 (3). Specht objects that the city misidentifies "livability" as "a specific type of identified land need" under ORS 197.298(3), in order to bring lower priority land into the UGB ahead of the southern exception area. A similar objection was submitted by the Washington County Farm Bureau. The Department recommended that these objections be sustained. The Commission recognizes that the city, on remand, adopted specific comprehensive plan policies for livability in lieu of its original concept of "livability" (October 2001). Nevertheless, the Commission concurs with the Department's recommendation and determines that livability, even as set forth in the city's more detailed policies, is not a "specific identified land need" under the meaning of that phrase in ORS 197.298(3). As a result, the Commission sustains Specht Objection #2 and Washington County Farm Bureau Objection #2, and determines that "livability" is not a specific identified land need under ORS 197.298(3) that may be used as a basis for including lands of lower priority within an urban growth boundary. Although the Commission sustains these objections a remand is not necessary because the city is directed to adopt revised findings that remove "livability" as a specific identified land need under ORS 197.298(3) as specified at the conclusion of this order.

24. Specht Objection # 3 is that the city continues to incorrectly assert that the southern exception area is not "adjacent" to the UGB. The Commission finds that objector Specht erroneously concluded that the Commission had previously made a policy determination and statutory interpretation that the southern exception areas are in fact and by law "adjacent" to the city's UGB as that term is used in ORS 197.298 (1). The Commission

1 does not reach this issue because it concurs with the city's determination that these lands
2 cannot reasonably accommodate the need the city has identified. As a result, it is not
3 necessary to determine whether they are "adjacent" as that term is used in ORS 197.298(1).

4 25. Specht Objection # 4 is that the city's findings that a new exception would be
5 required in order to bring the southern exception area into the UGB were incorrect. The
6 Commission sustains this objection. The Commission finds that new exceptions to Goals 3
7 and 4 would not be needed for the southern exception area. Although the city has erred in
8 this regard, sustaining the objection does not alter the Commission's disposition of the work
9 tasks because the city is directed to adopt revised findings that remove the city's arguments
10 that a new exception is required in order to bring the southern exception area into the UGB as
11 specified at the conclusion of this order.

12 26. Specht Objection # 5 alleges that the city's proposed expansion onto resource
13 lands to the east is not economically feasible. The Commission finds that it determined that
14 these lands could accommodate urban development for purposes of Goal 14 and ORS
15 197.298 when it accepted without comment, the city's original findings submitted in 2001
16 that addressed development feasibility. Further, despite Specht's argument to the contrary,
17 there is an adequate factual base in the record for the city's findings that these lands can
18 reasonably accommodate urban development. As a result, the Commission rejects Specht's
19 Objection #5.

20 27. Mortensen Objection #1 challenged the adequacy of the city's submitted revised
21 comprehensive plan policies in response to the remand order. The objectors allege the
22 policies are not sufficient to support the livability the city wants. The Commission finds that

the city has provided ample policies to support livability as found in revised comprehensive plan sections that are organized under Statewide Planning Goals 9 Economic Development, 10 Housing, 12 Transportation, and 14 Urbanization and policies for Quality Development. The objection is rejected.

28. Washington County Farm Bureau Objection #1 faults the city's UGB decision, because it is based on the city's assumption that it is required by the statute [ORS 197.296(1)(a)] to maintain a 20-year residential land supply to accommodate urban population growth. The objector cites ORS 197.296(1)(a), which only applies to cities over 25,000 in population. The Commission concurs that the statute no longer applies to the city. However, no changes to the city's completed work tasks are needed. Although, the Washington County Farm Bureau is correct that ORS 197.296 no longer applies to the city, there is ample precedent for the city's use of a 20-year supply of land under Goal 14. The use of a 20-year period complies with Goals 2 and 14. In addition, the Commission denies the objection because it was required to have been filed either as an appeal of the Department's June 13, 2001 approval of the city's work program or in conjunction with the initial review of the city's work tasks. Nothing in the remand order or the city's response to that order implicated ORS 197.296, and the scope of the Commission's review of the work tasks as a result of the remand order does not encompass this issue.

29. To the extent there are any remaining motions, objections or exceptions that have not been specifically addressed, such motions, objections or exceptions are denied or rejected.

30. In addition to the findings of fact, reasoning, and conclusions in this order, the Commission specifically adopts and incorporates by reference the Department's reports dated February 27, 2003; the Department's Response to Objections (undated, labeled "Attachment A, Department of Land Conservation and Development Response to Objections City of North Plains Periodic Review Tasks #1 through 5 Submitted in Response to Remand Order LCDC 02-WKTASK-001426"); and the Department's Response to Exceptions dated March 19, 2003. In the event of any conflict between the provisions of this order and the provisions of the Department's reports incorporated herein, the provisions of this order will prevail. In the event of any conflict between the provisions of the Department's reports, the last report will prevail.

Conclusion

THEREFORE, IT IS ORDERED THAT:

Based on the foregoing findings of fact, reasoning and conclusions of law the Commission concludes that the City of North Plains' periodic review work tasks 1 through 5 comply with the Statewide Planning Goals, and acknowledges the city's work tasks 1 through 5, PROVIDED; that the following changes shall be adopted by August 15, 2003:

1. The City shall adopt amendments to its findings prepared in response to Remand Item #6 to:
 - A. remove the legal arguments that utilize "livability" as a specific identified land need under ORS 197.298(3); and
 - B. remove findings and conclusions that determine that a new exception would be required in order to bring the southern exception area into the city's UGB.
2. The City shall amend the tabular data (Tables 3 and 5) to include the year 2000 census data, substituting for year 1999 population estimates. (Work Task 2, Exhibit B of City's submittal in response to remand order). This amendment shall be adopted by August 15, 2003.

No further review by the Department or Commission is necessary. However, the failure of the city to adopt the revisions required by 1. and 2., above, shall constitute failure to complete work tasks 1 through 5, and shall result in the Director initiating a hearing before the Commission according to the procedures in OAR 660-025-0090(5) and may result in the imposition of sanctions under that rule and ORS 197.632(2).

DATED THIS 17 day of July, 2003.

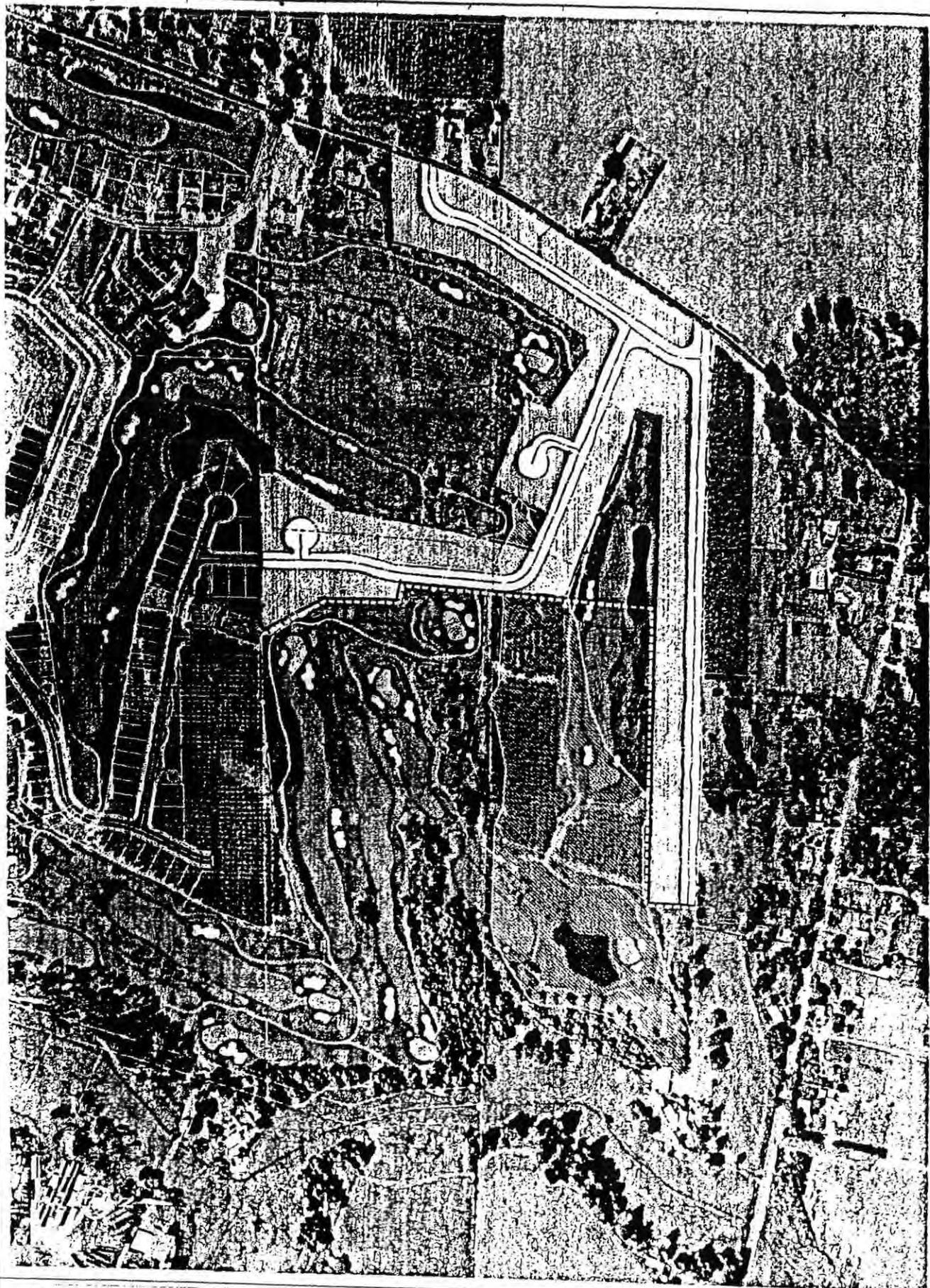
FOR THE COMMISSION:

Nan Evans
Nan Evans, Director
Department of Land
Conservation and Development

NOTE: You are entitled to judicial review of this order as provided by ORS 197.650. Judicial review may be obtained by filing a petition for review with the Oregon Court of Appeals within 60 days from the date of service of this final order.

Copies of all exhibits to this order are available for review at the Department's office in Salem, Oregon.

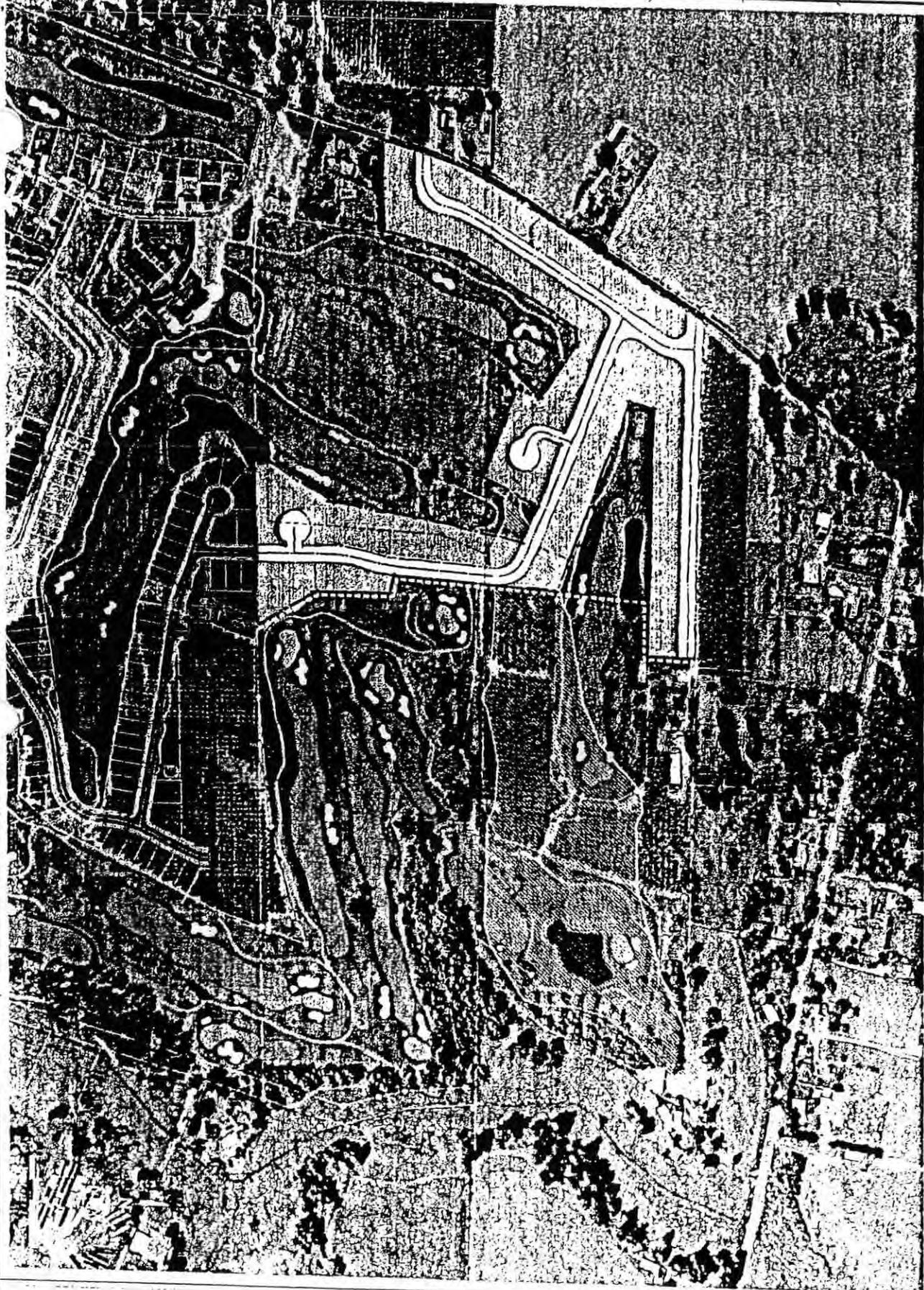
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RENAISSANCE DEVELOPMENT CORPORATION
UGB EXPANSION / SOIL CLASSIFICATION OVERLAY
OPTION 1





RENAISSANCE DEVELOPMENT CORPORATION
UGB EXPANSION / SOIL CLASSIFICATION OVERLAY
OPTION 2



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JUN 27 2005

WOODBURN CITY
270 MONTGOMERY ST.
WOODBURN, OR 97071



June 27, 2005

Honorable Mayor Kathy Figley
Woodburn City Council
270 Montgomery St.
Woodburn, OR 97071

RE: Area 2 in UGB Expansion

Dear Honorable Mayor and Woodburn City Council:

I write this letter on behalf of the Fessler family respectfully requesting that you retain Area 2 in the expanded UGB. I submit the letter into the record re-opened on June 13, 2005 and in response to written testimony submitted after April 20, 2005 that was received by the City by June 13, 2005.

The Serres family asks you to include Area 4, including property owned by the Serres, instead of Area 2. In support of their position, the Serres continue to question the cost analysis employed by Public Works. As Mr. Stein, the Serres attorney, acknowledged in his June 3, 2005 letter to Robert Shields, Public Works need only provide a "rough cost estimate." See OAR 660-011-0035. The purpose of the estimate is not to predict future costs with exactness, but to provide a comparison based on a consistent methodology. Woodburn Public Works did that. Nevertheless, the Fesslers provided you detailed data from Multi Tech Engineering of Salem, a well-established and reputable engineering firm with experience designing and constructing multiple infrastructure projects—past and present—in Woodburn. Multi Tech's analysis confirms Public Works' estimates. Area 4 costs more to serve than Area 2—approximately \$9,000 more per acre. See Exhibit B-108 (Multi Tech Memo submitted into record with April 20, 2005 letter from Brian Moore).

In contrast, the Serres family provided no data and no alternative methodology to demonstrate that Area 4 costs as little as or less than Area 2 to serve. Further, despite their many, sharp criticisms of Public Works' methodology as a whole and what they perceive as inaccurate *numbers*, the Serres have provided no evidence that Public Works' methodology produced an inaccurate *comparison* of costs between Area 2 and Area 4. In response to the May 19, 2005 letter from Randolph Lytle, engineer for the Serres, Mark Grenz, principal of Multi Tech Engineering, confirms in the attached letter that you can rely on Public Works' cost comparison as consistent and accurate.

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Nevertheless, please keep in mind that comparison of costs is only one element of one factor to be considered in determining the location of UGB expansion. Where you decide to expand the UGB is governed by ORS 197.298 and four factors from new Goal 14 (collectively the "Review Criteria"). In short, lower-class soils must be included first, urban uses must be compatible with nearby agricultural uses, services must be provided in an orderly and economic manner, and land must be used efficiently and with comparatively positive environmental, energy, economic, and social consequences ("ESEE" consequences). In analyzing Area 4 and Area 2 according to the Review Criteria, Area 2 satisfies all the factors better than Area 4.

Soil values: Area 4 contains predominantly Class II soils (higher value). Area 2 contains predominantly Class III and some Class IV soils (lower value). Consequently, Area 2 must be included before Area 4. The only information the Serres have provided on this point is their unsubstantiated phone conversations with DLCD and Marion County. However, written and oral comments in the record from both DLCD and Marion County support staff's recommendations and in no way question the inclusion of Area 2 over Area 4 or the Public Works analysis.

Compatability: A majority of Area 4 directly abuts farmland. Area 2 is separated from agricultural uses by roads—even minor arterials. Compatability is generally enhanced by "buffers" or "hard edges" such as streets. See Department of Agriculture letter, Exhibit B-103. The Pudding River, contrary to Serres testimony, is not a part of or adjacent to Area 4. It is located well beyond Area 4 to the east. As such, the river does not separate Area 4 from the agricultural property directly abutting Area 4.

Orderly & Economic Services: Not only is Area 4 more expensive to serve, but development in Area 4 will increase the burden on the east-side access of the I-5 Interchange. The improvements of Crosby Road associated with Area 2 development will be funded by the developer of Area 2—not by the City—and will minimize congestion on the east side of the Hwy 214/I-5 Interchange by providing easy access to the west side of the Interchange. Thus, Area 2 costs less to serve and better accomplishes Woodburn's Transportation System Plan.

Efficiency: As a completely flat area comprised of large-acre tracts with close proximity to existing infrastructure of services, Area 2 provides the greatest efficiency conceivably possible for development for either residential or public purposes.

ESEE Consequences: Area 2, with its golf course and the surrounding residential development, has a proven record of attracting higher-wage homebuyers, thereby accomplishing the economic and social objectives of the new comprehensive plan. Environmentally, Area 2 has no more sensitive areas than Area 4, and many of those areas are accommodated in the golf course. With its centralized proximity to shopping and recreation of all types, including the commercial area to be located within it, Area 2 will help conserve energy as well.

Again, we note that the amendment package provided by Staff and its consultant has been reviewed favorably by DLCD, Marion County, ODOT, and the Planning Commission. None of these reviews has questioned either the inclusion of Area 2 over Area 4 or the cost estimates provided by Public Works.

The Serres family has been afforded every procedural accommodation required by Oregon law. Oregon rules require nothing more than one hearing to present oral testimony, one opportunity to present written comment, and one response to such comments. See OAR 660-025-0080(2). The Serres have received these requirements and more. Despite these accommodations, the Serres family

June 27, 2005

Honorable Mayor Kathy Figley

Page 3

ould have you start the review process anew by remanding the expansion package to the Planning Commission. See p. 5, June 1, 2005 Serres letter to Mayor and Council. No law requires a jurisdiction to change its decision based on public comment, particularly if the substance of such comment is not supported by State law. Nevertheless, the City and its Staff have gone out of their way to listen, accommodate, and even make changes where such change would be supported by law.

Please do not be distracted by the undue focus on the element of costs. The law requires you to make your decision considering all factors required by Goal 14 and ORS 197.298. Such a multi-factor consideration reveals that Area 2 must be included over Area 4, just as Staff and its consultant have recommended.

Sincerely,



BRIAN G. MOORE

bmoore@sglaw.com

Voice Message #366

BGM:ms

cc: Councilor Walt Nichols, Ward 1
Councilor Richard Bjelland, Ward 2
Councilor Pete McCallum, Ward 3
Councilor Jim Cox, Ward 4
Councilor Frank Lonergan, Ward 5
Councilor Elida Sifuentez, Ward 6
Robert Shields, City Attorney
Jim Mulder, Director of Community Development
Tom Fessler

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June 27, 2005

Brian Moore
Saalfeld Griggs, PC
PO Box 470
Salem, OR 97308-0470

Re: Woodburn UGB

Dear Brian,

As requested, our office reviewed the comments from Randolph A. Lytle, P.E. with Consulting Resources, Inc. regarding the City of Woodburn Public Works' City Services Cost Study prepared for the proposed Urban Growth Boundary Additions.

We will address each of the issues included in his May 19th, 2005 letter to Mr. David Duncan using the same number system.

1. We did note some problems with the scale noted on a few of the maps, however, we did verify that the pipe lengths noted in the written portion of the study were correct.
2. There are many different methods that could be used in related infrastructure costs to the areas to be developed. The important point in any study that compares one area to another is to be consistent. The City of Woodburn study was consistent in this approach.
3. The costs that were used for determining the piping infrastructure costs did take into account knowledge that the City of Woodburn has that would influence construction costs in each of the regions. Our knowledge and experience from prior projects in the City of Woodburn would support their position that costs would differ in different areas of the community.
4. The intent of the maps is to show the major facilities that would be required in any of the regions. It was not necessary to show all of the piping in the regions to make the needed comparisons of each region. The study has been consistent in this approach.
5. The infrastructure discussed and noted as required in the different regions does appear to be based on topographic features of the sites together with the ability of existing systems to be extended to provide gravity service. Our review of the existing trunk system in North Boones Ferry Road area can be

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extended into Region 2 with sufficient depth to service the area. Local knowledge of the Woodburn systems greatly aids in the understanding of the information in the study.

6. The study did take into account previous information generated that outlines the "buildable" lands available and the types of land needed. It is not necessary for an additional needs analysis to be completed at this time.
7. Again, the local knowledge that the City Public Works staff has determines the true ability of the existing systems to handle the existing and new storm water runoff that would be created with the development of each area. Based on our knowledge of the drainage system around Woodburn, the study is correct.
8. The information contained in the study relative to pipes and flows was not correctly understood by Mr. Lytle. The flows referenced are those that would be created from the total area. The pipe sizes noted are those necessary to handle the deficiencies, not necessarily the total flow from each reason. Our review of the study information supports that of the Woodburn Public Works staff.
9. We believe that the schematic information is sufficient to make the type of comparisons needed of the different regions at this point in the process. Public Works was consistent in there application of the methodology that they set up for the study.

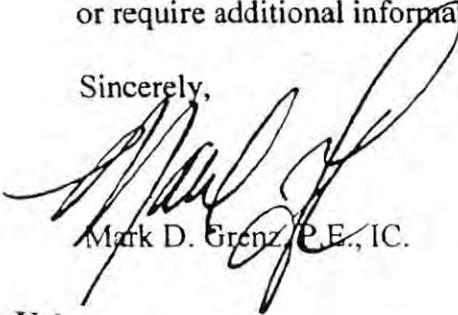
In summary, we find that the study prepared by the City was consistent in its approach and evaluation of each of the regions, and did not contain any significant errors. It was clear to us that local knowledge of the topography and facilities was taken into account by the City.

It is true that a more detailed study of the regions and a different methodology would result in different costs for the regions, but the fact that some regions will cost more to develop than others will remain true. This fact is shown to be true by the detailed cost comparison that our office did previously of Regions 2 and 4.

Our analysis shows, like the City of Woodburn, that Region 4 costs more to service and develop than Region 2

We hope that the information included in this letter is helpful. If you have any questions, or require additional information, please contact our office. Thank you.

Sincerely,


Mark D. Grenz, P.E., IC.

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Renew date: June 30, 2007

The Serres Family
1840 E. Lincoln Road
Woodburn, Or 97071

June 27, 2005

REC'D

The Honorable Kathryn Figley, Mayor, City of Woodburn
Woodburn City Council
Woodburn City Hall
270 Montgomery Street
Woodburn, Oregon 97071

JUN 27 2005

WOODBURN
CITY ADMINISTRATOR'S OFFICE

Dear Mayor and Councilors:

Thank you for allowing additional testimony into the record.

We appreciate that you are considering our testimony dated May 6, May 19, and June 1, 2005. We want to take the opportunity to make a few points based on the new testimony of others and the comprehensive plan amendments.

I. Soils Issues—The Down and Dirty!

ORS 197.298

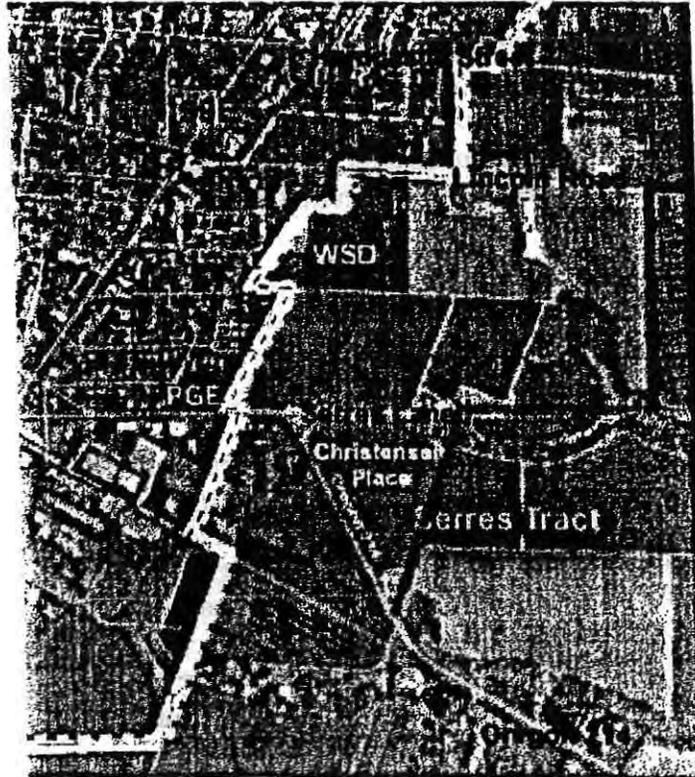
Consultant Greg Winterowd, has repeatedly stressed that ORS 197.298 dictates the soil capability class priority for amending the UGB (Winterbrook Planning, Page 18, Attachment B, to Memo, June 13, 2005, Jim Mulder to Mayor and Council). Factually, Greg is correct as regards the content of ORS 197.298, but Greg is incorrect in asserting that ORS 197.298 is *the* controlling criterion for UGB expansion decisions. Following Greg's April 9 Council Meeting testimony, Susan Duncan contacted Geoff Crook, Willamette Regional Representative for DLCD to verify Greg's statements. Quoting Mr. Crook: "It is unfortunate that Greg Winterowd led the Council to believe that soils classification would cause a remand." Geoff went on to say that the plan should be made based on many considerations. Overall efficiency of layout, particularly locating new development in proximity to existing infrastructure required to support it, is of greatest importance.

In a follow up, we requested Geoff to provide a written clarification of ORS 197.298's relative importance in making UGB expansion decisions. In his response, Geoff reiterates that soil capability class is not the controlling criterion for UGB amendment purposes. Our request letter, and Geoff Crook's response appear as Attachments A and B respectively.

Rebuttal of Greg Winterowd Testimony

We also wish to rebut Greg Winterowd's testimony regarding the Serres property (Winterbrook Planning, Page 4, Items B-77 and B-101, Greg Winterowd, oral testimony, April 9 and June 13 Council meetings).

Mr. Winterowd states that the Serres Property West Boundary is the UGB. While this is factually correct, Mr. Winterowd fails to state that most of this boundary is also the City Limits. By failing to note that the Serres Property and the City are contiguous, Mr. Winterowd creates an impression that the Serres property is removed from the City by intervening UGB land. See figure 1.



**Figure 1: Current Woodburn City Limits & UGB re Serres Tract.
Yellow dashed line is City Limits. Pale Blue Line is UGB.
Dark Blue Line is SA-2 Boundary**

Mr. Winterowd also states that Serres property, which goes to the Pudding River, is too big to be considered. The Serres Family has not requested that its entire holding be included at one time. Virtually all of our testimony speaks to the lands the City included in its UGB Expansion Study Area 4. A review of our testimony will show that the comments speaking to development of the entire Serres tract reflect a very long term planning horizon, awareness that urbanizing part logically concludes with urbanizing the whole, and that infrastructure needs to be considered a context larger than SA-4. We

have never argued that our entire holding had to be brought in at once. Mr. Winterowd misrepresents our testimony in suggesting otherwise.

Greg also states that bringing in all of the Serres property would mean bringing in Class 1 soils. Greg neglects to point out that the only Class 1 soils we have are in the Pudding River flood plain and can't be developed. Another misrepresentation.

Soil Capability Argument Arbitrary, Argument Used Inconsistently

For the record, we think the soil capability class argument is arbitrary. The proportions of soil classes in a Study Area depend on where the boundaries are drawn. These proportions can be manipulated by changing the boundary. If, for example, UGB Study Area 4 had been drawn to exclude the 30 acre, Class II Christensen Place (Area of Study Area 4 South of Serres Lane), and include our land along the Pudding River, the composition of Study Area 4 would shift towards lower Capability Class soils. See Figure 2, below.

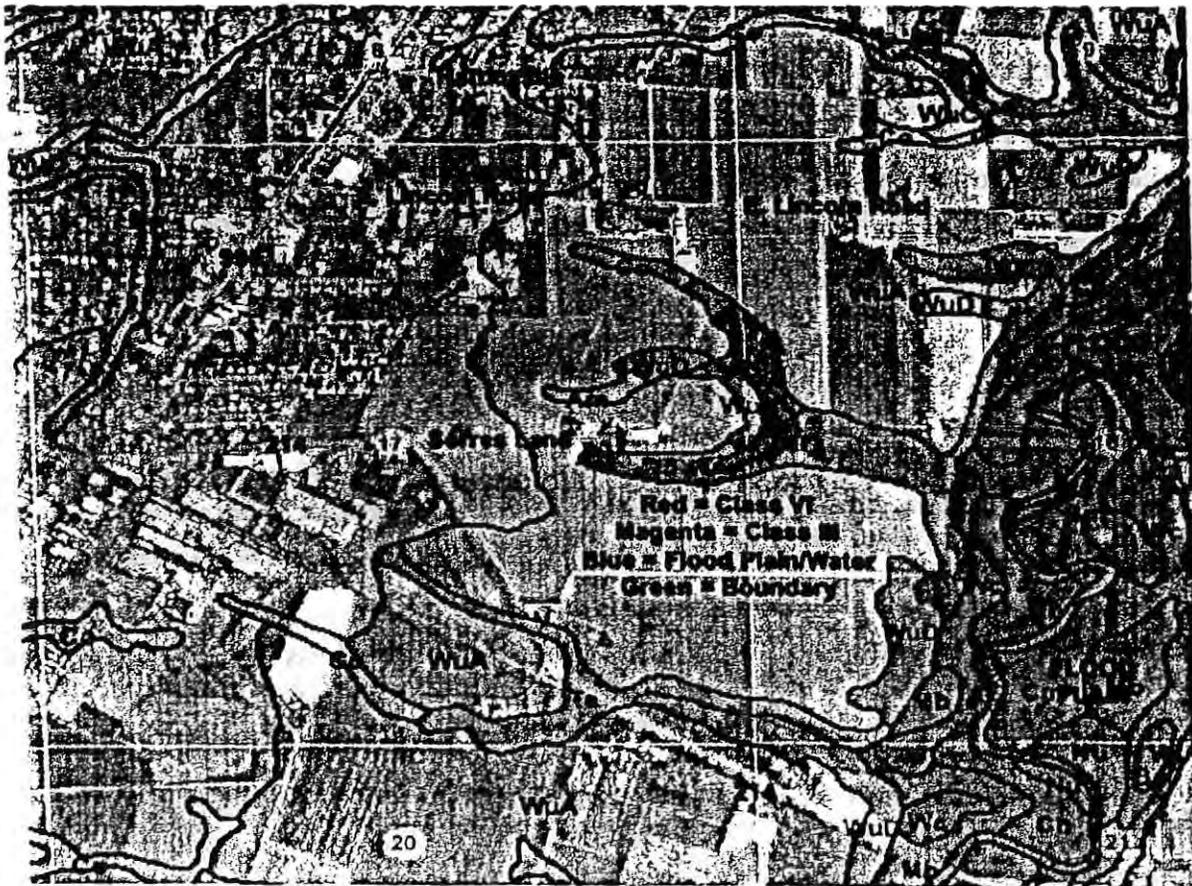


Figure 2. Colorized Soils Map showing Capability Class III, VI, and Flood Plain Soils on Serres Tract. Note that Class 1 Chehalis soil is in flood plain.

Similarly, if this soils argument is really worth its weight in salt, why not bring in only the Class III portion of the Fessler property? Logical access for storm drain and sewer is through an existing drainage on the adjacent property to the South and road access is available from existing roads.

By the map, there is no absolute need to bring in the Class II soils portion of the Fessler property for access reasons. Therefore, we do not understand why Mr. Winterowd argues that Fessler's Class II soils **must** be brought in but that the Woodburn School District site **can't be brought in** because it is Class II. Either way, some Class II is in, so why penalize the Woodburn School District?

II. Of Infrastructure, Schools, and Other Necessary Things

The Rest of the Story

At our request, the full and complete version of Woodburn Public Work's UGB Expansion City Services Cost Study has been included in your packet. We have alleged that various errors and omissions occur in this study, please see detailed attachments to our letter dated June 1, 2005, delivered June 2, 2005. With the maps and descriptions in hand, you can see for yourselves that unnecessary costs for storm drains have been added to the East side, and that costs for lift stations and upgrades are noted on the maps but not costed for the SW and West study areas, or are required by topography but omitted (please refer to copy of USGS 7 1/2 topographic map we have submitted as attachment to June 1 letter).

Commenting on David Torgeson's Comments about our Comments.

We appreciate David Torgeson's April 25 response to our letter of record dated March 23, 2005. Please note that we did not obtain the Woodburn Public Works City Services Cost Study until May 4. Writing a critique of a technical document is difficult when you don't get to see it.

Please note that Mr. Torgeson's April 25 response does not address the questions we raised after we received the Services Cost Study. We would be interested to see Mr. Torgeson speak to our later testimony that is based directly on the Public Works Study.

Mr. Torgeson's comments regarding the suitability of the Serres wells appear well founded, pardon the pun. At the least, the Serres wells document that water is available at large flow rates at specific locations and that this water can be tested prior to investing in a new well. Removing the usual uncertainty regarding how much and what quality of water one will recover when drilling a well is valuable knowledge.

Mr. Torgeson's comments regarding the Water Distribution System and Sanitary Sewer System are fair comments and are duly noted.

We appreciate that Mr. Torgeson acknowledges our assessment of the storm drainage system is correct—no large drain to the Pudding required.

While we agree with Mr. Torgeson that the same approach was employed to evaluate all 8 UGB study areas, we do not agree that all required infrastructure was properly identified and costed for each area. Please see the attachments to our June 2, 2005 letter of record for detailed discussion and refer to Mr. Lytle, P.E.'s letter, which concludes that the City Study has too many errors and omissions to serve as a planning tool.

Rebuttal, Brian Moore Testimony

Brian Moore, attorney for the Fessler family, provided testimony which included a detailed report from the engineering services firm, Multi/Tech. Much of Mr. Moore's testimony repeats Comprehensive Plan justifications supporting inclusion of his client's property. We have rebutted much of this testimony in our other letters of record, so we are limiting our rebuttal to a few new comments.

Multi/Tech Engineering Report

The Multi/Tech report correctly indicates that basic city services cost the same regardless of study area. The Multi/Tech report concludes that city services will cost \$52,033.27 per acre for SA-4 compared to \$43,226.77 per acre for SA-2. The cost differences are based on specific additional infrastructure required to support development within each SA. Our comments are as follows:

The Multi/Tech report appears to be realistically costed.

The Multi/Tech report compares the *revised* Study Area 2 to the whole of Study Area 4. Comparing the "cherry picked" Study Area 2 to the whole of Study Area 4 is unfair. A fairer comparison would be to compare cherry picked versions of both Study Areas.

The Multi/Tech report repeats an error that massive storm drains would be required in SA-4. Please refer to David Torgeson response to Serres, April 25, 2005. We point out, again, that the East Hardcastle, Evergreen Street neighborhood of Woodburn is currently served by a storm drain that discharges into a gully on the Mark Unger property, not the Pudding River. Similarly, the Southerly portion of Study Area 4 could drain through small in-street collectors to the Serres Reservoir, and from the Serres Reservoir to the Pudding River via connecting wetlands, just as it does now. We provide some reference material on the use of reservoirs and bioswales to manage storm drainage as Attachment C.

The financial impact of the storm drain error accounts for \$6,827 of Multi/Tech's \$8807 difference per acre for servicing the two areas. The reduced difference of \$1,980/acre is less than 5% of the total cost, which we believe is less than the margin of error in costing these services. We note that the Multi/Tech report does not support Brian Moore's assertion that "... Area 4 costs over 300 per cent more to serve than Area 2." The Multi/Tech report is in the public record as an attachment to Brian Moore's letter of April 20, 2005.

Transportation Issues

Mr. Moore, in his written testimony, makes several statements regarding the transportation advantages of his client's property. We did a little checking with our odometer. Do you realize that the Serres portion of SA-4 is virtually the same distance from the OPUS NW site as the Fessler property? Our location on Lincoln Street to 99 to Young to Front to Parr Road to Butteville Road to LeBrun Road is the same distance as Crosby Road at Boones Ferry Road to Butteville Road to LeBrun Road. Did you also realize that the East side of the 214/I-5 Interchange is closer to the Fessler property than is the West side of the 214/I-5 Interchange via Butteville Road? So which way to I-5/214 do you think future Fessler property residents will go?

Brian Moore's testimony states: "The plan assumes the Crosby Road improvements to be paid by the developer of the Fessler property. . . . Removing the Fessler property could cause the City's plan to become out of compliance with ODOT and the Transportation Planning Rule." Now wait a minute, we thought the Comprehensive Plan Update was an ongoing process with the outcome yet to be determined. This reads like the deal is done. (Letter of record, Brian Moore to Mayor and City Council, dated April 20, 2005, Page 3, Item C).

New School on Class II Soils, Oh My!

Mr. Greg Winterowd has repeatedly stated that the Woodburn School District East Lincoln Road property should not be brought into the UGB because it is 100% Class II soils (April 25 and June 13 City Council Meetings). Keeping in mind that Woodburn School District does not want a new school close to its Parr Road facility, there is only one other area large enough for a school on Class III soils. That would be the West end of the Fessler property. Now since Mr. Fessler personally testified (March 23 public hearing) that he did not want his developable acreage reduced to accommodate a school off his property, we think it reasonable to infer he wouldn't want his developable acreage reduced by a school on his property. Given these constraints, Woodburn School District must consider a Class II soil site for its next school. Of course, it already owns one!! The real problem with the school site doesn't have anything to do with soils.

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III. Choosing Between the Devil and the Deep Blue Sea

Woodburn's Needs Study Inadequate

The Woodburn 2005 Comprehensive Plan Update, as amended, does not address the growth drivers currently shaping Woodburn. Woodburn is growing without the stimulus that Opus NW's proposed Industrial Park and the SWIR will provide. While it is certainly desirable to plan for the future residential, commercial, and infrastructure needs stemming from these economic developments, the plan should not allocate all of the Community's development rights to support of Opus NW and SWIR.

Nowhere is this more evident than in the proposed residential areas, which, while serving Opus NW and SWIR, do not efficiently meet the needs of residents attracted to Woodburn for other reasons. Two specific demographics have been identified to us as appropriate target demographics for residential on our land: affluent new retirees from California and local professionals nearing retirement age. These demographics are attracted to Woodburn by Woodburn's rural feel, competitive residential cost, and commute proximity to Portland for employment, cultural amenity, and advanced medical services. These demographics are sorely needed in our community to shift Woodburn's average income, average education level, people per household, etc., closer to state averages.

We feel that a more appropriate planning vision for our community would identify all needs of the community and allocate future development rights in proportion to those needs. We can't see how this focus on Opus NW and SWIR makes for the best possible future for Woodburn as a whole. We do not understand why this Comprehensive Plan Update addresses the needs of an economic plan that hasn't been implemented while failing to address existing community needs.

Any Color they Want, so Long as it is Black

The Amended Comprehensive Plan Update does not offer choice. You, as the decision makers, are getting one take-it-or-leave-it plan that lacks flexibility.

So a few questions before you vote on this plan.

Does the plan before you emphasize what is special about Woodburn? How does this plan differentiate Woodburn from all the other places in Oregon? Does this plan optimize all residents' quality of life? Does this plan make Woodburn feel like home, or does this plan make Woodburn seem the like every other growing town?

Nodal is crucial to this plan. Villebois is a nodal community, but its developers are spending more than \$1 Billion to make it work. Villebois includes bus lines, possible commuter light rail, and many amenities to get people out of their cars. Villebois, given

this level of investment and infrastructure, might actually work. But this nodal concept is not the nodal concept proposed for Woodburn.

What is proposed for Woodburn is Nodal-on-the-Cheap. Is there a feasibility study for Woodburn's nodal concept? Is there any documentation at all to show that low priced, entry-level nodal has worked anywhere? Is there evidence that nodal is appropriate for smallish, rural, agriculturally oriented towns with larger households and no mass transportation? Will Nodal integrate into the greater community fabric? Or will the nodal community be a community unto itself, insular, parasitic, and disrespectful of the larger community that gave it life?

IV Location, Location, Location

Location Present

The Serres property offers the following advantages due to its location:

- Proximity to Woodburn's three Primary Arterials, 99E, 211, and 214.
- Proximity to Woodburn's established grocers, retailers and service providers.
- Proximity to Woodburn's downtown core and Opus NW site.
- Esthetic environment, no freeway noise and pollution.
- Proximity to established utility infrastructure, notably Electric sub station and high pressure gas line.
- Proximity to Serres Reservoir, Pudding River, and connecting wetland/bioswale for storm drainage.
- Proximity to Woodburn Sewage Treatment Plant.
- Inclusion completes city street system comprised of Landau, Tomlin, and Laurel Streets and Cooley Road.
- Inclusion resolves all development problems connected with Woodburn School District's East Lincoln Road property.
- Introduces an opportunity for a major park on Woodburn's East side centered around Serres Reservoir near term, Serres Reservoir and Pudding River frontage, long term.

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Location Past

The thing about location is it can't be moved. The location-based virtues we itemize were also recognized in the past. The City of Woodburn has contacted our family regarding Eastward expansion of the City in years past. The City's past intent is evidenced in the streets, laid out in the 50's and 60's, that end at our farm's boundaries. It was in recognition of these location-based advantages and anticipated Eastward development that the Woodburn School District purchased their 19 Acre East Lincoln Road property.

Location Future

We support SWIR and Opus Northwest's industrial park. But note that we do not support allocating all of Woodburn's future development rights to accommodate economic infrastructure that doesn't yet exist and, in any scenario, will never account for all of the growth in our community.

The current Plan argues that future residential areas must be located to accommodate the economic plan, but contains no provisions for synchronizing industrial development (SWIR and OPUS NW) with residential development. In the current housing market the proposed SA-2 residential area will build out faster than SWIR and Opus NW.

V Conclusion--The Lost Art of Compromise

We were heartened that the April 1 to June 13 testimony received by the council overwhelmingly supports East side development in preference to West side. The only testimonies not supporting East Side development were from Brian Moore and Dan Osbourne. Mr. Moore's testimony favored development of the Fessler property, and Mr. Osbourne argued against bringing in the school district property if the surrounding area wasn't brought in to share the costs of improvements, particularly E. Lincoln Road.

We were disheartened that despite this overwhelming public testimony supporting East Side development over West Side development, the Comprehensive Plan amendments offer no substantive changes reflecting public sentiment.

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Allowing modest East Side development simultaneous to West Side development seemingly would enable the City to meet all its needs, strengthen the school district, support 99E/Mt. Hood Ave businesses, locate some housing away from the Interstate, and support the Opus NW and SWIR developments. Allowing some East Side development adjacent to the WSD E. Lincoln Road site would allow completion of the Laurel/Landau/Tomlin city street grid, and resolve the access and city services problems for the WSD site (See Figure 3, this page). But consideration of East side development would involve compromise, a quality absent from this process, which is continually characterized in black and white, either-or terms.

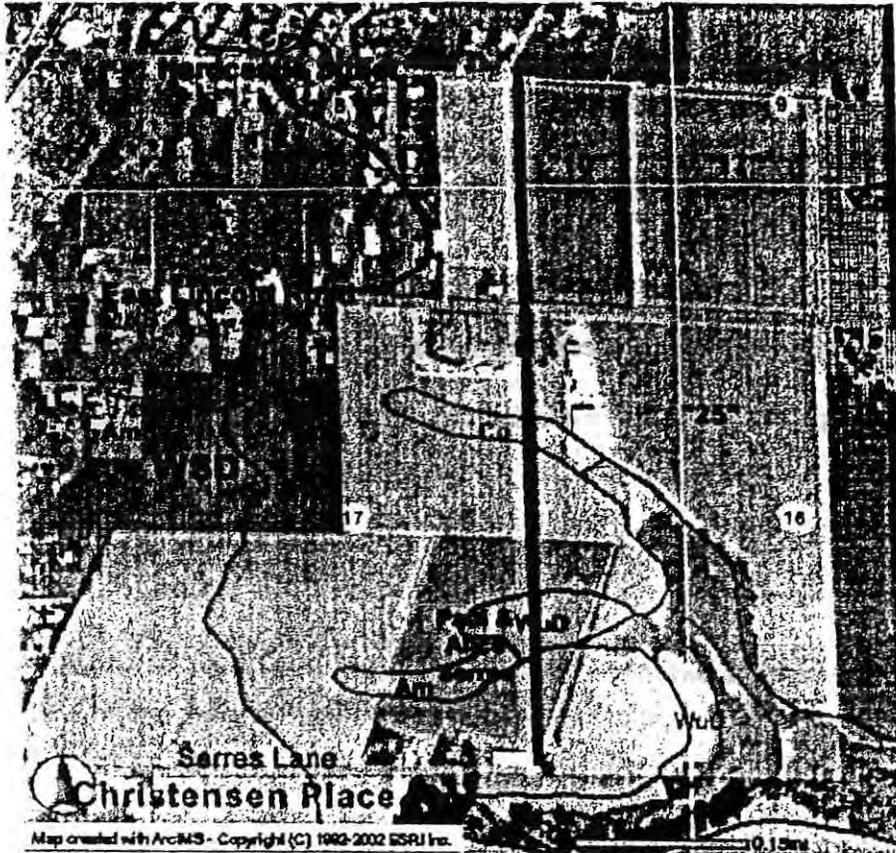


Figure 3. WSD Site and Proximal Serres Land

And this lack of compromise begs the question, is this Comprehensive Plan a done deal, consummated behind closed doors, with token public input? The lack of public testimony, the inadequate Public Services Study that was never discussed before the public, the admission of continuously slanted, unobjective, misleading testimony before the Council, the insistence on ORS 197.298 as the ultimate criterion for the UGB amendment, the lack of Goal 1 compliance, and the apparent deal making all suggest that this is the case.

City Councilor's, you are the people's representatives in this matter. Do you vote to follow the will of your constituents, in which case you will insist on an amended plan that provides balanced growth for all of Woodburn and supports your school district? Or do you vote to pass this plan as it stands—voting against the testimony of your constituents, against the best interests of your school district, and against the present needs of your community?

Thank you for your time and consideration.

The Serres Family

Attachments:

- A. Letter, David Duncan to Geoff Crook, DLCD, May 12, 2005
- B. Letter, Geoff Crook, DLCD, to Serres Family, May 24, 2005
- C. Storm Water Management and Post Construction Best Management Practices.

CC: Geoff Crook, Department of Land Conservation and Development
Les Sasaki, Marion County Planning
Richard Stein, Ramsey & Stein, P.C.
Jeffrey Tross, Consultant, Land Planning and Development

Please enter this letter and its attachments into the public record in the matter of Woodburn Comprehensive Plan Update and Periodic Review.

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David Duncan
1840 E. Lincoln Road NE
Woodburn, OR 97071-5142

May 12, 2005

Mr. Geoff Crook
Willamette Valley Regional Representative
Department of Land Conservation and Development
635 Court Street NE, Suite 150
Salem, OR 97301-2524

Dear Geoff:

This is a multi-tasking letter. It's a cover letter for the enclosed material and it is an inquiry regarding LCDC policies.

Thanks, by the way, for speaking at length with my wife, Susan Duncan on May 4. She appreciated the information you shared regarding the Comprehensive Plan Update Acknowledgement process.

As you know from speaking to Susan, her family owns farmland abutting the City Limits of Woodburn. Susan and other family members have testified in favor of including their land in Woodburn's amended UGB. Please find enclosed copies of their testimonies, all of which are in the public record.

Letter to City Council, January 30, 2005.

Letter to City Council, March 23, 2005.

Letter to City Council, undated, but submitted with March 23 letter.

Letter to City Council, April 19, 2005.

The Woodburn City Council, at its April 25, 2005 meeting, received testimony from an expert panel regarding several UGB expansion issues. The panel consisted of Terry Cole, ODOT; Jim Mulder, Woodburn Planning Director; Greg Winterowd, Winterbrook Planning; and David Torgeson, Woodburn Assistant City Engineer. The panelists addressed the issues listed in Agenda Item 11A, attached.

At this meeting Greg Winterowd cited ORS 197.298, and stated explicitly that bringing the Serres land into the UGB would trigger a Comprehensive Plan remand to the City. This statement prompted Susan to contact you for clarification.

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Now I attended Woodburn Planning Commission's December 9, 2004 meeting, where I heard Greg Winterowd and Jim Mulder both say that UGB expansion meant bringing in high value farmland regardless of direction. So I'm confused by Greg Winterowd's black and white statement about farmland priority before the city council.

I saw your very detailed March 16 letter to Jim Mulder on Woodburn's Comprehensive Plan Periodic Review. Since you are familiar with Woodburn's Comprehensive plan update, I would very much appreciate a written explanation that explains the various criteria and their relative importance when deciding which lands to bring into the UGB.

Sincerely yours,

David Duncan

Attachment: Agenda Item 11A, Pages 89 and 90, Woodburn City Council Packet for Council Meeting of April 25, 2005, .pdf on line version.

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May 24, 2005

David Duncan, Serres Family
1840 E. Lincoln Road
Woodburn, OR 97071



Re: Woodburn Comprehensive Plan Amendments

Dear Mr. Duncan:

This letter is in response to your inquiry of May 12, 2005, in which you asked for an explanation about the various criteria (and their relative importance) when deciding which lands can be approved for inclusion in an urban growth boundary (UGB). The process for amending a UGB can be fairly complex, as there are many legal criteria and aspects of land use that must be considered and balanced during the analysis and review. As you requested, I have provided the basic decision making criteria and priorities for that analysis here, based on the applicable Statewide Planning Goals, statutes and administrative rules.

Decision-making Criteria

The criteria applicable to the amendment of an urban growth boundary (UGB) are:

Statewide Planning Goal 14

Goal 14- Urbanization: "To provide for an orderly and efficient transition from rural to urban land use." This goal requires cities to have UGB to separate urbanizable land from rural land. Amendment of a UGB is based on consideration of the following seven factors:

- (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 within 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 for retention and Class VI the lowest priority; and,
- (7) Compatibility of the proposed urban uses with nearby agricultural activities.

Factors (1) and (2) above are the "need" factors, which are used to determine whether there is sufficient land in a UGB to provide a twenty-year supply of land for a coordinated population projection. The need for residential lands can be justified through a housing needs analysis (guided by Goal 10 and ORS 197.296), with land supply determined by a buildable lands inventory. The need for employment opportunities is

defined in Statewide Planning Goal 9 "Economic Development" and OAR 660, Division 9, "Industrial and Commercial Development."

Factors (3) through (7) above are the "locational" factors, and are used to determine which lands would best meet the identified needs and should be included in the UGB. These factors encompass a wide range of issues such as: which lands can be most efficiently provided with urban services; which lands are most suitable for urban uses due to topography and other development constraints; natural resources which should be protected; energy, economic and social impacts, both positive and negative; and protection of prime farmland.

Urbanization Priorities- ORS 197.298

Specific requirements establish priorities for adding various types of land to a UGB as set forth in statute, ORS 197.298. One of the purposes of this statute is the protection of farmland. All lands of a higher priority must be brought into a UGB or shown to be unsuitable before lands of lower priority can be used. The priorities, in order, are:

1. Lands designated as an urban reserve;
2. "Nonresource" lands or "exception" lands which have rural residential or other development;
3. "Marginal lands" designated pursuant to ORS 197.247;
4. Lower quality farmlands; and
5. Higher quality farmlands.

Exceptions Process- Statewide Planning Goal 2

To amend a UGB, a local government must follow the Goal 2 Exceptions process, as set forth in OAR 660-004-0010(1)(C)(b). This requirement sometimes leads to some confusion. To follow the exceptions process does not mean that a UGB amendment requires an exception to a Statewide Planning Goal; for example, bringing farmland into a UGB does not require an exception to Goal 3. Also, some of the standards to address for an exception may be seen as duplicative of the Goal 14 factors. The exceptions standards are:

- (1) 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);
- (2) Areas, which do not require a new exception, cannot reasonably accommodate the use;
- (3) The long-term environmental, economic, social and energy consequences (ESEE) resulting from the use at 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; and,
- (4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

The first standard (reasons) requires nothing beyond the seven factors of Goal 14. The second (areas not requiring a new exception) has two interpretations although these are not mutually exclusive. A UGB amendment must be justified by showing that the need cannot be accommodated within the existing UGB (this is similar to Goal 14, factors 1 and 2). In addition, this standard can be applied to the priorities in ORS 197.298 to argue that an exception area should not be brought into a UGB because it cannot reasonably accommodate the use. The third requires a comparison of lands outside the UGB to determine which are most suitable for urbanization, similar to the "location" factors (3) through (7) of Goal 14. The last exception standard requires a finding that the uses inside and outside of the new UGB would be compatible; for farm uses, this standard encompasses Goal 14, factor 7.

Other Applicable Goals, Statutes and Rules

As noted above, other applicable statutes, goals and rules apply to UGB amendments (in varying degrees), depending on the scale and complexity of the proposed amendment.

There are 19 Statewide Planning Goals, and UGB amendments are reviewed for compliance with all applicable goals. Beyond Goal 14 (Urbanization) the most prominent goals that apply to UGB amendments are: Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources; Goal 9, Economic Development; Goal 10, Housing; Goal 11, Public Facilities and Services; and Goal 12, Transportation, and their implementing administrative rules.

Amendments to Goal 14 were adopted by the Land Conservation and Development Commission (LCDC) on April 28, 2005. Although adopted, these changes are not yet in effect and will not apply to Woodburn's plan amendments since the city began their analysis several years ago using the existing Goal 14 language.

The information provided above, including the Statewide Planning Goals and details on DLCD policies and rule amendments can be found on our agency website at <http://www.lcd.state.or.us/>

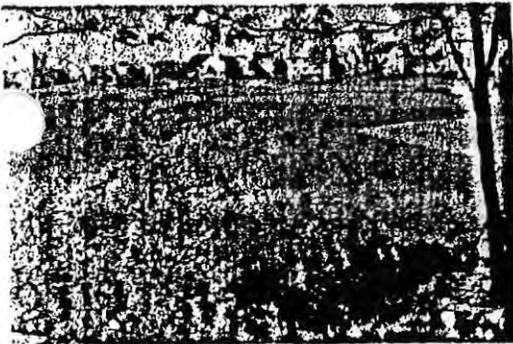
Oregon Revised Statutes (ORS) can be referenced at the following site: <http://www.leg.state.or.us/ors/>

I hope this information has been helpful. I can be reached at 503-373-0050 with any additional questions you may have.

Sincerely,



Geoff Crook
Regional Representative



Stormwater Management and Post-Construction Best Management Practices

Photo by Conservation Design Forum Inc.



Storm Water Management—Manage for High Frequency-Low Intensity Rainfall Events

◆ Infiltration Systems

The goal of infiltration based BMPs is to reduce the volume of runoff and contain potential pollutants on-site. Pollutants such as nutrients and hydrocarbons are treated by the microorganisms that exist in soils. Urban runoff can create thermal increases in water temperature that can impact stream ecology. Infiltration is the only way to reduce thermal pollution. Heated runoff is cooled to the temperature of the soil, which typically remains at a constant 55° F below the frost line. Infiltration systems mimic the historic groundwater seep that recharged surface waters.

◆ Soil Quality

Healthy soil should be able to absorb and hold water in pore space throughout the soil profile. When the soil profile is altered through land disturbing activities and compaction, the pore space is reduced thus restricting water infiltration into the soil. The organic matter content of the soil is the key to absorbing and holding water on-site which reduces the amount of runoff. The organic matter content of soils in Iowa is estimated to be 60-80% less than historic levels when prairies were first plowed. Restoring and protecting soil quality will be a key component of on-site water management systems that absorb and infiltrate more water and reduce runoff.



Low-Impact Development (Smart Growth)

Traditionally, stormwater management has involved the rapid conveyance of water to an engineered pond or surface water body. Low impact development (LID) is a different approach to stormwater management that modifies development to try to maintain some natural hydrologic function. This development method treats stormwater by on-site infiltration of rainwater. The management practices associated with LID may include some of the following :

- Infiltration of rainwater through vegetated trenches and basins with some filtration devices;
- Landscaping methods that include rain gardens, bioretention cells or bioswales, and native vegetation;
- Stormwater conveyance through vegetated channels such as bioswales and directing runoff from impervious areas to vegetated areas;
- On-site capture and storage of rainwater using rain barrels or subsurface storage;
- Minimization of impervious area by using green roofs, narrower streets, porous pavement, concave medians, and landscaped traffic-calming areas.

Protect and Restore Soil Quality:



CDF Inc.

- Minimize land disturbing activities and avoid compaction
- Increase organic matter content through the use of compost applications
- Strategic use of native vegetation

Low Impact Development Practices:



◆ **Vegetated Roof Covers**

Vegetated roof covers reduce the amount of impervious surface by capturing and evapotranspiring rainwater. The roof is multilayered and typically consists of a drainage layer covered by a manufactured soil matrix protected by growing vegetation. Green roofs may extend the life of roofs, reduce energy costs, significantly reduce stormwater runoff, and ultimately reduce the size of typical stormwater controls within the community. Roofs can be designed to accommodate specific low or high intensity storms by varying the media depths.



◆ **Rain Barrels**

Rain barrels are designed to hold rainwater collected from residential rooftops. Water is retained in the barrel and can be used for yard watering of vegetation. The barrels are designed with overflow options to allow water to infiltrate beneath the barrel or be redirected to such features as a rain garden. Barrels would be especially effective in areas of cities with combined sewers.

◆ **Rain Gardens**

A shallow depressional area planted to native vegetation that absorbs and infiltrates runoff from impervious surfaces and may discharge to groundwater, a storm drain, or surface outlet. Depending on site conditions a subgrade tile system may be recommended to enhance infiltration, especially where high water tables exist. Rain gardens reduce the volume of stormwater runoff pollutant loads delivered to surface water.

Rain gardens can be used in individual residential, commercial, or institutional settings to mitigate impervious surface runoff.



Storm Lake Rain Garden

Under construction



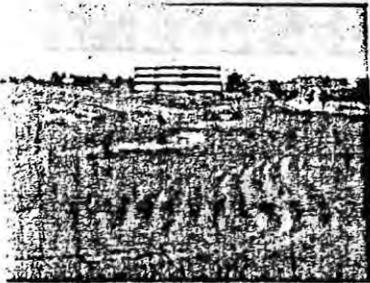
Newly completed

◆ Bioretention Cells

Bioretention cells are designed to function similar to rain gardens except that they collect larger volumes of runoff generated at sites with a high percent of impervious surfaces. They are often used in industrial settings, corporate campuses, shopping centers, or other sites with large parking facilities. The cells are designed with more temporary storage to accommodate larger volumes of runoff and consequently will have more depth compared to a typical rain garden.

◆ Bioswales

A vegetated swale is an alternative to standard below ground stormwater sewers. They intercept or receive impervious surface runoff and blend infiltration and slow conveyance of stormwater. The soil matrix of the swale can be amended to enhance infiltration and percolation. These systems can be engineered to absorb the high frequency low intensity storms but can convey the large storm events while providing vegetative filtering. Bioswales can discharge to groundwater, storm sewer intakes, or directly to surface water.



Land area prior to bioswale installation (CDF Inc.)



Well-vegetated bioswale after installation (CDF Inc.)



Bioswale under construction in Davenport, Iowa (River Action)

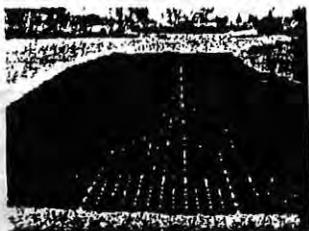
◆ Permeable Paving Alternatives

These surfaces provide reduce site runoff by increasing infiltration into the soil. There are a number of permeable paving surfaces available from paver block systems to geoweb reinforced grass surfaces. These systems can be designed to infiltrate virtually any design storm including the 100-year storm or they can be used strategically with impervious surfaces to capture the high frequency lower intensity storms.

In addition to hydrocarbons, heavy metals, salts and other motor vehicle related contaminants, permeable paving alternatives reduce TMDL contaminants and thermal pollution.



Porous pavement installations, Iowa City, Iowa.



European installations of porous pavers.



◆ Concave Medians:

These are essentially constructed similarly to rain gardens and bio-cells except that they are placed in a median strip between two lanes of traffic or in parking lots. Depending on the setting, they may be confined to narrow cross-sections, which may restrict their capacity to low intensity storms. Raised medians can be retrofitted by excavation and curb cuts to allow water to enter.



Conventional Stormwater Management

◆ Detention Ponds:

Detention ponds temporarily store runoff and control the rate of release to reduce downstream flooding. In the past, detention ponds have not provided significant water quality benefits due to the short duration of storage and the lack of control of low intensity storms. The ponds will trap some sediment, but are not designed to capture the first flush of contaminants. Two-stage outlets can enhance the removal of these contaminants.



◆ Retention Ponds:

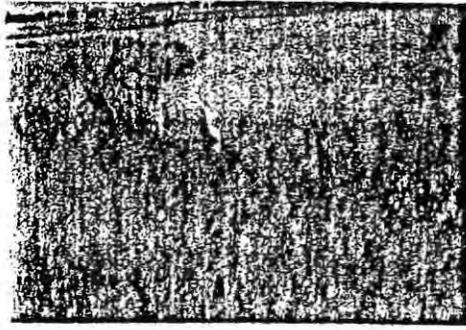
Retention ponds are designed primarily to manage stormwater discharge to prevent flooding. They can enhance sediment trap efficiency and can reduce some nutrient loading while controlling rate of release to control downstream flooding. They also provide an aesthetic amenity that doubles as wildlife habitat and a recreation source, and which also enhances property value. Two-stage outlets can enhance the removal of contaminants by increasing retention time of low intensity storms.



◆ Constructed Wetlands:

Constructed wetlands provide water storage benefits similar to retention ponds. The filtering, biological, and chemical removal mechanisms provided by wetlands can also improve the quality of stormwater discharges. Wetlands are aesthetically pleasant and provide wildlife habitat and recreational outlets. The soils underlying the wetland should be relatively impermeable in order to maintain a permanent water level.

Remnant native wetlands should never be used to store or treat stormwater. Thermal and contaminant loads will degrade vegetative communities thus reducing biological diversity.



DAN BLEM
P.O. BOX 514
CLACKAMAS, OR 97015
(503)704-9742

ATTACHMENT B-4

JUN 27 2005

June 27, 2005

WOODBURN
CITY ADMINISTRATOR'S OFFICE

City of Woodburn
City Council
270 Montgomery St.
Woodburn, Or 97071

Re: 18 aced Commercial General property 2145 & 2155 Molalla Rd.

To Whom it may Concern

Additional information on the LDS Church Application and position,
SEE ATTACHED.

Discussed with Marion County planning department, what they thought
about our property being residential. They felt with the LDS
Church isolating our property from any other commercial property
on 99E, the better use would be residential.

Kim Ashland (503)390-0308
Kevin Ashland
Dan Blem
Ivan Semerikov

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NW LAND USE CONSULTANTS

Sherwood Office:
395 N. Sherwood Blvd.
P.O Box 1124
Sherwood, OR 97140
(503) 625-5529
Fax: (503) 625-4169
Email: Mark@Cottle.com

April 25, 2005

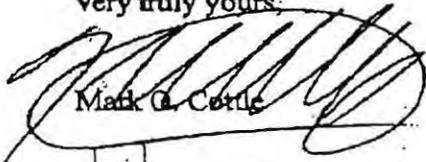
Daniel Blem
Fax 503 657-0910

RE: Woodburn LDS Church

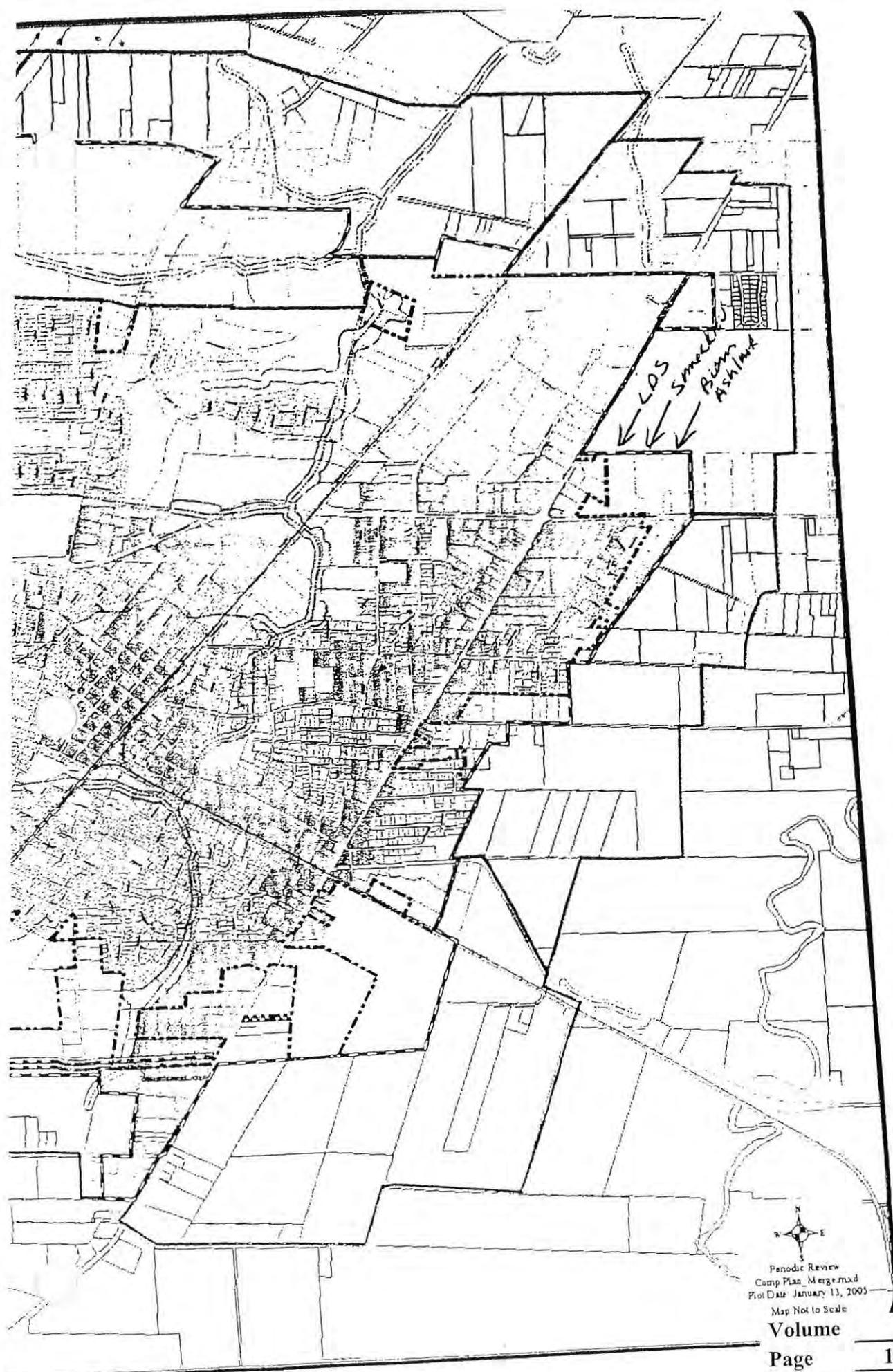
Dear Mr. Blem:

You ask me to clarify the Church's position on its application. The application has been deemed complete by the City and we are now working with ODOT on the street issue. We are going to proceed with our application and the Church has no objection to your application at this time.

Very truly yours,


Mark G. Cottle

503-625-5529



Periodic Review
Comp Plan_Merge.mxd
Plot Date: January 13, 2005
Map Not to Scale

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Woodburn Planning Division, (Jim Mulder):

6-27-05

I see that my written and verbal testimony have not swayed city staff to consider leaving my property at 1365 North Front st. to be left alone as CG zoned property.

I have not received a call, letter or e-mail to try and come to a mutual agreement or arrangement to work something out. In my last letter I asked for a response and left all #'s and e-mail, (I am including that again). Please respond!!

I wish to try and work this out, but if that is not possible, I will be forced to use either measure 37 or whatever means necessary to protect my investment.

I recently got an appraisal on the property at \$438,000.00 and by you rezoning it, it would become virtually worthless, as RM property goes for about 150k an acre making it worth 105k at .70 acre after I spend who knows how much to clear the buildings. My point is you would cost me the entire 438k at today's market value if you rezone this, who knows what you will cost me 20years from now, maybe 2 million dollars maybe more?

Please reconsider this area, it is not the right or fair way to treat hard working people. Ask yourselves how would you feel about this happening to you or how would you treat it if your brother owned the land. Ill bet you would at least write or call him first.

Please respond Richard Warnick 9925 72nd ave. Salem, Or. 97305 or call at 503-792-3335 Home or 503-871-0361 Cell or e-mail at outwest@xpressdata.net

Thank You....Richard Warnick



★ FILED ★

JUN 27 2005

WOODBURN PLANNING DIVISION

154 1040

My name is Richard Warnick, I own the property at 1365 N. Front st., which is approximately .70 acre zoned CG. I have been told with your proposed amendments that my property could be rezoned to RM if passed. This would radically decrease the value and usage of my property. I would like to make it known that I oppose this amendment on those grounds.

I have recently started a business on one end and getting ready to lease the other partial that I am not using. I was told that I could continue if this were that business or a like business, but that does not address the fact I am going to lease the other end to whomever might want it for what ever type business and that could change from time to time over the years. It also does not address the fact that when I go to sell, no one will want to buy something with those conditions attached. Therefore devaluing the property.

In your notes regarding my property, it states that the buildings are run down and in need of repair, this is not true. There are 10,000 square feet of office, warehouse and shop space that are in excellent condition. I have new metal roof on all of it, metal siding on all the warehouse and shop, new siding on the front of office and the construction of warehouse and shop are steel trusses with some side wall to the south being block construction. Your notes also state that this property touches the RM property to the North, this is also not true. This .70 acre does not abut RM zone property.

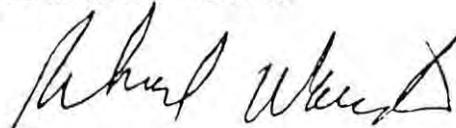
There is yet another issue if you are to proceed. I recently went in and took out permits to install storm system and blacktopped everything out front of the property. If you had this in the works why didn't somebody say something instead you took my money and allowed me to invest a rather large sum in storm drain and blacktop.

I don't want to cause problems but I cannot allow this to go through without some provision to leave me zoned as I am.

If you have some ideas how we can work this out please feel free to call 503-871-0361 cell or 503-792-3335 or e-mail at outwest@xpressdata.net or write to Richard Warnick at 9925 72nd ave. Salem, Oregon 97305.

I would appreciate some kind of response.

Thank You ..Richard Warnick



JUN 24 2005

June 23rd, 2005

The enclosed map indicates how Woodburn's traffic can be solved. If you take a pencil and imagine that you are coming from **Newberg Hwy** into **Woodburn proper**, you have the option to take a left on **Crosby Road** leading you to **Portland**, or you may go right into **Silverton**. Equally, coming from I-5 South, there are many different directions as well as coming from I-5 South onto 99E, in that case you have direct access to Woodburn's Shopping Center, otherwise you may go toward Silverton or Portland. The same with coming from **Silverton and Molalla**, then again from 99E from the North. And finally coming from I-5 North arriving into **Newberg Hwy**.

This indicates how and why George Washington endorsed the design this architect made for Washington DC and the world has since followed. He was intelligent in more ways than one.

It has taken the City of Woodburn ten to twelve years to recognize that they had the same possibilities as Washington DC had. This is the reason the enclosed plans will solve our traffic. *And in my opinion everyone finally agrees.*

Sincerely,
Keith Woollen, Retired Architect

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June 21, 2005

JUN 22 2005

Woodburn City Council
Woodburn City Hall
270 Montgomery Street
Woodburn, OR 97071

RE: Legislative Amendment 05-01

Dear Mayor Figley and Councilors,

On behalf of myself and three neighbors the Adney, Rohrer and Coleman families, I am submitting this written testimony in response to Legislative Amendment 05-01. (Comprehensive Plan / Urban Growth Boundary). Our properties are on Arney Road and Arney Lane adjacent to Woodburn Company Stores.

We are asking you to modify the UGB expansion proposal, so that our entire 125 acres is included within the UGB. We also ask that this area be designated Industrial and establish a mixed use district. Please see attached letter dated March 28th, 2005.

As Woodburn grows and the Urban Growth Boundary expands it is important to see that these parcels, if used for industrial activity will serve as a buffer to freeway noise for the residential uses to the west. It will also provide a buffer to vehicular pollution between freeway and farmland.

I would like to bring to your attention that our property is and has been for 30 years the area most surrounded by the Urban Growth Boundary. This area is already surrounded and affected by urbanization and our area already has streets, power, water and sewer right up to it.

In reference to the Cities Annexation Goal (G-2) "the goal to shape the geographic area of the city within the UGB so the city limits define a compact service area" seems to fit quite well with our plan for this acreage.

With all of the above said, we ask you and the City Council to please re-evaluate the present UGB and consider our request based on merit.

Sincerely,


Mark Castor
7052 SE Scenic Drive
Prineville, OR 97754

- cc: Kathy Rohrer - 16 Abelard, Lake Oswego, OR 97035
- Jim Adney - 16501 Arney Rd. NE, Woodburn, OR 97071
- Steve Coleman - 15151 Feyrer Park Road, Molalla, OR 97038
- Dennis Castor - 192 Cummings Way, Keizer, OR 97303
- Perri Castor - 16548 Arney Rd NE, Woodburn, OR 97071
- Patti Allen - 3607 Umatilla, Prineville, OR 97754

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16 Abelard
Lake Oswego, OR 97035-2342
March 28, 2005

Woodburn City Council
Woodburn City Hall
270 Montgomery Street
Woodburn, OR 97071

Dear Mayor Figley and Councilors:

This letter (including the attachments) is submitted for your consideration at the hearing and through the completion of your deliberations regarding the current UGB expansion proposal. Please place a copy of it in the record. I am testifying at the hearing and submitting this letter on behalf of myself and three of my neighbors (the Castor, Adney, and Coleman families) who also own properties along Arney Road and Arney Lane. The Planning Commission record will show letters wherein they consent to being brought within the Urban Growth Boundary and to my speaking and writing on their behalf. Our four properties total about 110 acres within a larger area of approximately 125 acres. The area adjoins and is north of Woodburn Company Stores. It stretches from the manufactured home area (the old "Nazarene District") on the west over to I-5 on the east. We all have owned our properties since 1979 or earlier. Ballot Measure 37 relief may be available, although we prefer to work with the City, rather than to take the Ballot Measure 37 approach.

I will get right to our requests. We ask that you modify the UGB expansion proposal, so that our entire 125-acre area is included within the UGB. Additionally, we ask that you designate our area as Industrial and establish a mixed use district that will, by ordinance, insure that the area is developed for uses that take advantage of (and are compatible with) our area's unique visibility, freeway access, and proximity to Woodburn Company Stores and other retail establishments. The district should protect the aesthetics and the neighbors who remain in the area. If you feel that, by including our 125-acre area within the UGB you then need to remove from the proposal some farmland designated Industrial to make everything work within your projections, we suggest that you remove the farmland west of Butteville Road and, if you need more, some of the farmland in the southwest corner on the east side of I-5. Those other properties that could be removed are clearly "Resource Land" that should be protected as much as possible.

Our area is not officially designated as such, but it likely would be determined to be an "exception area" as defined in ORS 197.298 and in Oregon Administrative Rules chapter 660, division 4. It is surrounded on three sides by Woodburn Company Stores, housing, and

farming standpoint. Our area contains a concrete plant, a cell tower, an auction business, a couple businesses that are vaguely related to agriculture, and several personal residences.

In my previous oral and written testimony, I have given numerous examples of the kinds of uses that we have in mind for our area. Copies of my letters to you dated March 1, 2005, and to the Planning Commission dated February 7, 2005, are attached at the end of the handout. They contain many of those examples. I won't go through them again here. I do want to point out, however, that our vision is not ours alone.

In case you don't know or have forgotten, in 1999 a City Council-appointed committee called "Buildable Lands Citizen Advisory Committee" held numerous hearings and reported findings and recommendations to the City. Dave Christoff chaired that committee. The recommendations were shelved because of the conflict with Marion County over the future population figures to be assigned to the City for purposes of determining land needs. By the time the population issue was resolved, the players (including the consultant, the planning staff, and most of the elected and appointed officials) had changed and the recommendations came out very differently, including the current proposal that bets most of Woodburn's future on the construction and success of a South By-Pass.

Let me tell you about the recommendations of Dave Christoff's committee. That committee recommended that 65 acres of our area be brought into the UGB and designated Light Industrial, with a Mixed Use Campus District designation. I will let you read from the committee's report for yourselves. It is attached in the middle of the handout. Included also are maps related to the committee's recommendations. I would like to highlight several comments and findings. They said (and I run several clauses together) "There are a number of commercial and industrial uses that compliment one another... A mixed use campus ... district ... would allow the opportunity for specific industrial and commercial uses to be in close association with one another... The mixed use campus would be subject to a strict design standard."

We and that committee don't have exactly the same concept in mind, but it is pretty close. We think that, not only do many commercial and industrial uses conducted by different businesses compliment one another, but also it is often difficult to tell exactly which one a particular business is. For example, you would normally say a shoe maker has a commercial operation at a retail location, but an industrial one where the shoes are made. However, what would it be in a location where they make the shoes, but they also have a showroom and salesroom as part of their entire business at that same location? We think that uses and businesses that have some of the characteristics of both commercial and industrial are also appropriate for our area. We would like to see an area similar to some of the areas along the west side of I-5 near Lake Oswego, along I-5 through Wilsonville, near Portland Airport, and along Highways 26 and 217. We disagree with the committee to the extent that we think that you should now bring the entire 125 acres into the Urban Growth Boundary. Things have changed in several respects since 1999, including Woodburn Company Stores and other retail businesses along Arney Road, the population projections, and the urbanization of our

area. The 125 acres would give us about 110 acres to develop, which is what we think would be necessary to attract a developer who would be willing to look at the big picture, to put in the necessary road and signaling improvements, and to create a screening and a development plan that will protect the neighbors who will remain. Our group of four families has been in agreement for several years that, if reasonably allowed by the UGB, zoning, and economics to do so, we will attempt to sell all of our acreages at one time to one developer that we determine will likely carry out our vision for our area.

The Buildable Lands Citizen Advisory Committee made specific findings related to UGB Amendment B (which is specifically our area) and those findings include:

FINDINGS:

- The use of these parcels for industrial activity serves as a buffer to freeway noise for the residential uses to the west.
- It is a better neighbor to adjacent wetland/greenways and existing residential area than current farming practices, i.e., chemicals, and pesticides pollution.
- Provides a buffer to vehicular pollution between freeway and farmland uses to the west.
- Public facilities and an arterial street abut these parcels.
- It upholds the concept of maintaining industrial uses on the periphery of the city.
- Incorporates several small parcels of presently mixed uses into one [sic] land use objective.
- Traffic generation from the site may cause congestion at the time of build out if proper mitigation measures are not implemented.”

(I would like to point out that any development will cause traffic concerns, but traffic on the west side of the freeway is still far better than traffic is on the east side. Since the findings of the committee were issued, there has been substantial mitigation of traffic problems done by and for Woodburn Company Stores, and the success of that retail establishment is some indication that the mitigation has been effective and that the traffic along Arney Road is not a problem for retail businesses.)

Imagine our surprise and disappointment in April of 2004, when the battle with Marion County was resolved, but we found that the recommendations of the Buildable Lands Citizen Advisory Committee had been ignored and the emphasis was now placed almost entirely on future development going toward a South By-Pass. We have our own opinions regarding why there was a change in emphasis and whether a South By-Pass will ever get approved, funded, and built. And, even if it does get built, what the timeframe will be. Aside from that, let me give you the reasons we think our area should be included in the UGB expansion proposal:

1. Our area is and has been for about the past 30 years the area most surrounded by the UGB. That will be even more true if you now extend the UGB north along Butteville Road and all the way to Crosby Road on the east side of I-5. You can see that very clearly on the first page of the maps in the handout. As former Mayor, now Planning Commissioner, Dick Jennings so colorfully suggested at the hearing a month ago, "It looks like a drunken sailor drew the proposed UGB line in that area." He then went on to acknowledge that squaring off the UGB around our area is something he has wanted and promised to do for quite some time. However, he decided to not recommend that action at the Planning Commission hearing.
2. Our area is already surrounded and affected by urbanization. This is basically the same reason that we should be considered an "exception area". Our area adjoins Woodburn Company Stores, the manufactured homes portion of the old Nazarene District, and I-5. Our parcels are small, especially in comparison to the parcels along the proposed South By-Pass and on the west side of Butteville Road. Our area will draw far less attention from conservation organizations and from county and state officials, who will be scrutinizing this proposal very carefully. Our parcels haven't been fully farmed for quite some time. It will have far less impact on local farming for our area to be developed than it will for those other parcels to be developed.
3. Our area already has streets, power, water, and sewer running right up to it. There is no need to wait for a South By-Pass (or a new freeway exit) to be approved, funded, and built. And there is no need to wait for or to pay for utilities and infrastructure to be dug nearly one mile to a South By-Pass before industrial development could commence there. You might be talking about a difference of over 20 years. If the purpose of this periodic review process is to designate an available 20-year supply of land, isn't it relevant how ready the land is for development and whether the area has economic viability? Hasn't Woodburn Company Stores, which is one of the largest and most successful retail developments in the Pacific Northwest, proven that our area is viable in terms of location, visibility, and traffic flow?

In summary, we feel that our area should be included within the UGB based on its own merits. Your consideration of our position will very much be appreciated.

One final matter that I would like to get in the record is that I wish to express my thanks to both Greg Winterowd and Jim Mulder for the time, coaching, and courtesies they have extended. We simply have a slight difference of opinion on this particular matter.

Very truly yours,

Martin W. Rohrer

Item 11



Agenda Item

June 9, 2005

TO: Honorable Mayor and City Council through City Administrator

FROM: Jim Mulder, Director of Community Development
N. Robert Shields, City Attorney

SUBJECT: **Legislative Amendment 05-01**

RECOMMENDATION:

Consider whether the City Council wants to reopen the record to receive the additional written information that has been submitted.

BACKGROUND:

On March 28, 2005, the Council conducted a public hearing in this matter and heard extensive public testimony. The Council then left the record open for the submission of written testimony until April 20, 2005. Although a significant number of documents were submitted by the April 20 deadline, the City has received some information directed to the Council that was submitted after this date. We have also received correspondence from attorneys arguing that their clients should have the opportunity to present this information.

DISCUSSION:

Memorandum Opinion No. 2005-01 explains the parameters on the receipt of information by the Council. Since the City is involved in an extremely complicated land use process, almost any decision that the Council makes could potentially be raised as a procedural error. However, as stated in the legal opinion, the process is legislative in nature and this affords the Council a wide degree of latitude in deciding what information it will consider.

FINANCIAL IMPACT:

None.

Attachments: Memorandum Opinion No. 2005-01
 Letter from Richard Stein dated June 3, 2005
 Letter from Roger Alfred dated May 23, 2005

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Agenda Item Review: City Administrator *JM* City Attorney *NRS* Finance *BM*

MEMORANDUM OPINION NO. 2005-01

TO: Mayor and City Council
John C. Brown, City Administrator
Jim Mulder, Community Development Director

FROM: N. Robert Shields, City Attorney

DATE: April 25, 2005

RE: **Procedural Issues in Periodic Review**

BACKGROUND

The City Council is engaged in the task of finalizing the City's Periodic Review. This involves amendments to the Woodburn Zoning Map and Woodburn Development Ordinance (WDO), text and map amendments to the Woodburn Comprehensive Plan, and a proposed Urban Growth Boundary (UGB) expansion.

Throughout the course of this process, I have answered many procedural questions in different contexts. Some of these questions are often asked. I thought it would be helpful to summarize all of this information for you in a legal opinion. This opinion is rendered in a question and answer format.

1. **PUBLIC HEARINGS WERE CONDUCTED AS IN MOST LAND USE MATTERS BEFORE THE CITY COUNCIL, YET THE PROCESS HAS BEEN REFERRED TO AS "LEGISLATIVE." IS IT A LAND USE CASE? EXACTLY WHAT TYPE OF PROCEEDING IS THIS?**

The City Council is completing the state Periodic Review process and is involved in a legislative land use proceeding. The strict notice and procedural requirements for quasi-judicial (site specific) land use hearings do not apply to legislative decisions such as this. However, the state statutes and administrative rules regarding Periodic Review are applicable.

2. **WHY WERE THE PUBLIC HEARINGS HELD?**

The WDO requires public hearings before the Planning Commission and City Council. Additionally, the state administrative rule requires at least one public hearing.

3. WAS BALLOT MEASURE 56 NOTICE GIVEN? WHY?

Ballot Measure 56 (ORS 197.047) was passed by the voters in 1998 and requires that individual notice be mailed and a public hearing be conducted when any property is "rezoned." Since the current proposal involves changing the zoning designations on a number of specific properties, Ballot Measure 56 notice was legally required.

4. AT THE MARCH 28, 2005 CITY COUNCIL HEARING, ORAL TESTIMONY WAS TAKEN AND THE HEARING WAS CLOSED. THE COUNCIL THEN LEFT THE RECORD OPEN FOR WRITTEN PUBLIC TESTIMONY UNTIL APRIL 20, 2005. CAN ADDITIONAL PUBLIC TESTIMONY BE RECEIVED?

No additional public testimony will be received without City Council approval. The Council met the public hearing requirements and provided a full and fair opportunity for both oral and written testimony. The Council has the legal right, as it did, to close the public hearing and set a limit on the submission of written materials from the public.

5. CAN THE CITY COUNCIL DISCUSS THE INVOLVED ISSUES WITH ITS STAFF, HAVE ITS STAFF GENERATE ADDITIONAL MATERIALS, AND CONSIDER INPUT FROM INTERESTED PUBLIC OFFICIALS (I.E., AN ODOT OFFICIAL) AFTER THE OPPORTUNITY FOR PUBLIC TESTIMONY IS CLOSED?

Yes. The City Council received public testimony when it conducted the public hearing. However, the Council is acting in a legislative capacity and can consider or have its staff generate additional materials. This could include considering input from interested public officials invited to address the Council.

The typical proceeding before the City Council is site specific and quasi-judicial ("like a judge") and in this context, as in a court, numerous procedural rights of the parties are applicable. In contrast, the Council here is acting like a legislature. "Hearings" before legislative bodies do not resemble judicial proceedings. The purpose is not to try a case, but to inform the legislative body. "Interested parties" are often invited to appear before the legislature to make useful comments, but are not asserting their rights as in a trial. Even after hearing and deliberation, the legislature is not bound by the principle of exclusiveness of the record. Legally, it may look beyond the record and rely on the kinds of investigative and extra record materials used by legislative committees. This may include information in its own files and its own knowledge and expertise.

The April 20, 2005 deadline applied only to the submission of written testimony by members of the public. It did not apply to the Council itself, to its staff, to

interested parties the Council invites, or to additional information that the Council requests or solicits.

6. **AT A FUTURE TIME, IF THE CITY COUNCIL CHOOSES, COULD THE COUNCIL HEAR ADDITIONAL PUBLIC TESTIMONY? ALSO, COULD THE COUNCIL SET PARAMETERS ON WHAT TESTIMONY IT WILL RECEIVE?**

Yes. The City Council, at its discretion, could allow for the submission of additional oral or written public testimony in the future. The Council could also set parameters on the nature and scope of the future testimony, if any future testimony is heard.

7. **AFTER THE CITY COUNCIL COMPLETES ITS DELIBERATIONS AND CONSIDERS ALL THE TESTIMONY, WHAT WILL HAPPEN?**

Staff will prepare an ordinance for presentation to the City Council together with the necessary supporting documents. This will be a significant effort. For instance, in the City of North Plains, the ordinance and its supporting documents numbered approximately 130 pages.

8. **AFTER THE COUNCIL PASSES ITS ORDINANCE, WHAT DOES THE REMAINDER OF THE PROCESS INVOLVE?**

After the City Council acts, the Marion County Board of Commissioners must also consider the UGB expansion proposal and conduct its own public hearing. After its hearing and deliberation, the Board then memorializes its position in an ordinance and the proposed Periodic Review/UGB expansion proposal goes to the Land Conservation and Development Commission (LCDC). LCDC is the state agency that considers these proposals under its "acknowledgement" process. The final LCDC decision is appealable to the Oregon Court of Appeals. The Land Use Board of Appeals (LUBA), which usually hears City land use cases, generally has no jurisdiction in Periodic Review matters.

☆ REC'D ☆

JUN 06 2005

WOODBURN
CITY ATTORNEY



RAMSAY & STEIN, P.C.
ATTORNEYS AT LAW

June 3, 2005

Via Fax: (503) 982.5243

Mr. N. Robert Shields
Woodburn City Attorney
270 Montgomery Street
Woodburn, Oregon 97071

Re: City Council Procedural Error, UGB Expansion

Dear Mr. Shields:

Thank you for your letter dated June 1, 2005 and the attached legal opinion dated April 25, 2005. I am aware that this is a legislative and not a quasi-judicial land use proceeding. Perhaps the use of the shorthand term "procedural error" confused the issue, but what we are trying to do is remedy a situation where the City Council failed to consider and deal with information necessary to comply with state law.

When adopting a post-acknowledgment plan amendment (PAPA), the city must comply with the LCDC goals. The whole purpose of periodic review is to make sure, among other things, that adequate public facilities and services are provided. ORS 197.628(1). LCDC Goals 3, 4, 11 and 14 (OAR 660-014-0040) are involved in this case, at a minimum, and because information requested by my clients from the Public Works Department relating to the cost of extending public facilities and services to the study areas outside was provided *after* the closing of the record date, and because this information clearly shows that the staff analysis previously presented to the City Council was in error, we believe that if the city does not reopen the record to receive this information and consider our clients' analysis, the city will be in violation of these goals. Such an error is reviewable on appeal. ORS 197.620(1); ORS 197.835(6). We are trying to head off a train wreck before it occurs.

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Mr. N. Robert Shields
June 3, 2005
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In going through the PAPA process, LCDC Goals 11 and 14 apply and require, in part, that extensions of public facilities and services to areas being considered for inclusion within the Urban Growth Boundary (UGB) be "orderly and efficient," meaning cost-effective. OAR 660-011-00000; 660-014-040(3)(d). Rough cost estimates are required for public facility projects, as well as funding mechanisms. OAR 660-011-0035. The information provided by Public Works staff after the closing date of the record makes it clear that the costs of extending public facilities and services were substantially overstated to the study area where my clients' property is located and understated to other areas. Consequently, even a determination of a "rough estimate" of these costs will be substantially inaccurate. If the City Council does not have this information and analysis, it is violating Goal 11. It can, however, easily remedy the problem by reopening the record for submission of our materials.

From a policy standpoint, it also makes eminent good sense to make decisions with large tax dollar consequences on the basis of the best information available. The information in the record as it now stands is simply wrong and the City Council will be making a decision with substantial consequences on future city budgets and taxes on the basis of incorrect information. Again, this is a situation that can be easily remedied by reopening the record and we frankly cannot imagine why the council would want to rush to a decision on the basis of flawed information, when it is so easy to address the problem now.

Finally, under OAR 660-025-0080, there is the requirement in periodic review proceedings for "adequate participation" from the standpoint of citizen involvement. My clients have tried to adequately participate, but their participation has been hamstrung by the failure of staff to provide crucial information in a timely manner. As detailed in my previous letter to you, the request was made to leave the record open to allow this information to be received and analyzed, but it was not allowed. The administrative rule above contemplates that on an issue as important as the one under discussion, there be a full and complete airing of all facts, analyses, and a maximum amount of input. This has not happened for the above reasons, resulting in a violation of OAR 660-025-0080.

We hereby formally request that the Mayor and City Council reopen the record to allow submission of all materials provided by Public Works and the analysis by my clients and their experts. Without this, the City of Woodburn will be erring as detailed above - an error that can be easily resolved at this stage in the proceedings. As you know

Mr. N. Robert Shields

June 3, 2005

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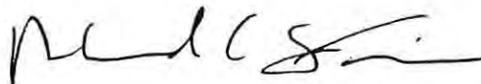
in your April 25, 2005 Memorandum Opinion #2005-01(6), this is something that the Mayor and City Council can do. We strongly believe that it is something that they should do and even that they are required to do to assure compliance with the law, as discussed above.

We also formally request written notice from the city of the adoption of any comprehensive plan amendment, pursuant to ORS 197.615.

Thank you for your anticipated cooperation. We will look forward to your written reply.

Sincerely,

RAMSAY & STEIN, P.C.



Richard C. Stein

RCS:jk

cc: Ms. Ruth Thompson

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May 23, 2005

☆ REC'D ☆

MAY 23 2005

Woodburn City Council
 City of Woodburn
 270 Montgomery Street
 Woodburn, OR 97071

WOODBURN COMMUNITY
 DEVELOPMENT DEPT.

Re: Renaissance Homes - UGB Expansion

Dear Members of the Council:

This office represents Renaissance Homes in the ongoing development of the Links at Tukwila residential PUD. We have appeared before the City Council with respect to the inclusion of the remainder of the OGA golf course property within the Woodburn UGB, and support the Planning Commission's decision to include that property.

Since the closing of the record last month, we have had discussions with Jim Mulder regarding a potential change in the staff recommendation to the City Council with respect to the inclusion of the entire golf course property. If the City Council decides to consider changing the boundaries of the proposed UGB expansion due to a change in the staff recommendation after the close of the record, it is our understanding that the City Council will re-open the record so that affected parties may comment on the new proposal. Otherwise, we would be unfairly prejudiced due to the denial of an opportunity to provide comments on the new proposal during the open record period.

Very truly yours,

Roger A. Alfred

RAA:djf

cc: Renaissance Homes
 Mike Robinson

[41995-0001/PA051430.059]

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June 15, 2005

Les Sasaki, Principal Planner
Marion County Public Works Dept./Planning Division
555 Court Street NE
PO Box 14500
Salem, OR 97309

Re: Responses to Comments on Woodburn Periodic Review Amendments

Dear Les:

I appreciate receiving your letter, dated March 21, 2005, providing comments on the proposed periodic review amendment package. The city has worked diligently to address your comments. The following responses are provided to your comments in the same order as outlined in your letter.

Woodburn Comprehensive Plan Amendments

1. *Inclusion of new Marion County Coordination Goals and Policies, Marion County Economic Coordination Goals and Policies, and the incorporation of applicable Marion County Growth Management Framework coordination language, guidelines and policies regarding housing, transportation and the environment into the Woodburn Comprehensive Plan. The County is supportive of these amendments to improve coordination between the City and County and recognize the individual planning interests of both jurisdictions.*

Response: Your support is appreciated. We look forward to continued coordination with Marion County in our joint planning efforts.

2. *New plan and zone designations for the proposed nodal development, industrial reserve, and riparian conservation and wetland overlay areas to provide for specific types of development to meet housing, economic development, and resource protection needs. Also the creation of an Interchange Management Area overlay to monitor and manage the transportation capacity, safety and functionality of the system around and at the interchange through trip generation estimates and numerical ceilings based on land use. These overlay designations and the respective implementation measures contained in the*

Woodburn Development Ordinance are positive approaches to efficiently plan for land use and locational needs, and the County is supportive of these amendments.

Response: Your support is appreciated. We agree that Woodburn's nodal development, industrial reserve, riparian and wetland conservation, and interchange management area represent creative solutions to land use efficiency, transportation and natural resource management issues that affect both the city of Woodburn and Marion County. These provisions also are responsive to the direction established by Woodburn's 2001 Economic Opportunities Analysis (EOA) and 2002 Economic Development Strategy (EDS). By reserving large industrial sites with direct access to I-5, and preserving the capacity of the I-5 Interchange for targeted industrial uses, Woodburn is able to ensure the continued availability of suitable industrial sites necessary to attract basic employment uses to the community.

- 3. Residential Land Use and Housing goals and policies that provide for adoption of a housing code to improve the existing housing stock, encourage and provide for a variety of housing types for single-family and multi-family uses, requirements for application of clear and objective design standards, allow for affordable home ownership opportunities through reduced lot sizes and increased housing types, and for efficiency of residential lands by allowing provisions for increased densities. These amendments provide the framework for the City to address housing needs and issues and the County is supportive of these plan amendments.*

Response: Your support is appreciated. As you have observed, Woodburn has significantly increased potential housing densities which will have the effect of increasing efficiency of land use and housing affordability. Overall, permitted densities on buildable land outside of exceptions areas exceed the 8 units per gross buildable acre guideline in the Marion County Framework Plan. Projected densities outside of exception areas are 8.9 dwelling units per net buildable acre.

- 4. Commercial Land Use goals and policies that encourage the infill and redevelopment of existing commercial areas of the City rather than increasing the commercial land supply or advocating for additional commercial around the interchange area. Also, inclusion of policies encouraging establishment of neighborhood commercial to serve designated nodal development areas and provisions for vertical mixed uses. These amendments recognize the interrelationship of commercial land uses and impacts on the transportation system through increased congestion which can affect the ability of the City to attract other types of desired land uses. The County is supportive of these plan amendments that discourage the establishment of new commercial corridors/areas in the city and place emphasis on redevelopment of the existing commercial areas, including the downtown.*

Response: Your support is appreciated. Our goal is to encourage more intensive redevelopment of existing commercial areas, and to encourage livable neighborhoods centered around viable neighborhood commercial centers.

- 5. Incorporation of the City's May 2001 Economic Opportunities Analysis (EOA) and Economic Development Strategy as part of the Woodburn Comprehensive Plan. The economic development strategy commits the City to provide the infrastructure and land base to attract higher paying jobs, provide for the employment needs of the Woodburn area, utilize any comparative advantages the city enjoys such as its location, target specific industries desirable to the city, educate and train the local labor force, improve the quality of life for residents, assist local business development, prevent the redesignation and parcelization of industrial lands, utilize master planning as a tool to efficiently use designated industrial lands, rehabilitate the downtown area, provide financing for marketing and creating economic development programs, and various other measures. The County is supportive of the City's efforts to provide for the employment needs of its residents and the north county region and to work cooperatively with the county in addressing economic growth issues and providing employment opportunities.*

Response: Your support is appreciated. By reserving designating sites for targeted industries within the Southwest Industrial Reserve (SWIR), and by requiring retention of sites within the SWIR exclusively for targeted industries, Woodburn intends to implement the recommendations of the EOA and EDS approved by the City Council in 2002.

Woodburn Development Ordinance

- 1. New nodal residential zone designations to implement the new plan designations. New land efficiency measures that provide for infill, redevelopment, vertical mixed uses, smaller lots, a variety of housing types, and increased densities. Providing for an increase in the multifamily percentage (35%) of the total new housing mix, the provision of minimum and maximum allowable densities, requirements for development to occur at 80 percent of allowable density, and master planning of designated nodal areas allow for more efficient use of land while meeting the City's expected housing needs. The County is supportive of these implementation measures and of the City's goal to improve its overall residential land efficiency for new single-family and multi-family uses from 5.7 dwelling units/acre over the past 15 years (1988-2002) and 6.7 dwelling units per acre over the past five years (1998-2002) to 7.7 dwelling units/acre consistent with the efficiency guidelines in the County's Growth Management Framework.*

Response: Your support is appreciated.

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2. *New industrial overlay zone for the proposed southwest industrial reserve area. The zone provides for the retention of specific parcel sizes, prevents the redesignation and use of industrial lands for non-industrial uses, and requires that master planning of the entire industrial overlay area occur prior to annexation, parcelization and any development of these lands. It is also implied that the parcels within the industrial reserve area will be retained in agricultural use until developed for industrial uses consistent with the zone.*

Response: You are correct in noting that land within the SWIR may only be used for targeted industries, following annexation, and based on an approved master plan. Because land within the SWIR may be used for one of two purposes – targeted industry development (on individual sites or within master planned parks) or agriculture – it is reasonable to conclude that such land will be retained in agricultural use until developed for industrial uses allowed within the SWIR district.

The County is generally supportive of the concepts of the overlay zone but would recommend that specific language be added stipulating the continued use of these lands/parcels for agricultural use and retention of existing County EFU zoning until developed for industrial purposes. In addition, the master planning requirements and process as specified in the zone are not clear as to whether the review and approval of the master plan is simply for a public facility plan, a conceptual or detailed lot layout plan, an actual development plan or something else. The zone requires that a master plan for the entire overlay zone area is required though it is conceivable development could occur on an individual parcel basis or in phases. It is also not clear if the City Council approval of the master plan could be considered a land use decision or whether such approval is binding as to lot layouts and configurations. The County believes that further considerations of the master planning process being utilized in the overlay zones need to be addressed by the City. Economic Development Policy E 2.2 in the amended Comprehensive Plan states that the proposed master plan shall be referred to Marion County for comment prior to consideration by the the City Council. It is unclear as to what the County would be commenting on under the current proposed master plan requirements contained in the proposed overlay zone.

A discussion of the parcel sizes and retention of large industrial parcels is contained in the section below on the proposed urban growth boundary amendments.

Response: A master plan for the entire SWIR district is required as part of the annexation application process for land within the SWIR. The master plan must (a) demonstrate how lot sizes called for in the SWIR can be provided for designated properties; (b) how sanitary sewer, water, stormwater, and transportation facilities can be provided efficiently to the entire SWIR area; and (c) how access to individual properties and designated employment parks can be provided consistent with the TSP.

The master plan is conceptual and may be adjusted by the property owner, so long as minimum lot sizes required by the SWIR are maintained, and efficiency of service to neighboring properties is not jeopardized.

The purpose of Policy E.2.2 is to allow the County to comment on the implications of the proposed master plan, especially in terms of County transportation policies.

- 3. The Riparian Corridor and Wetland Overlay Zone provides protection standards for undeveloped floodplain, wetland and riparian areas within the city. The zone utilizes the safe harbor provisions under Statewide Planning Goal 5 for riparian resources in providing protection of designated riparian and significant wetland resources. The County is supportive of the City's amendments to protect these resources consistent with the Environmental guidelines of the County's Growth Management Framework and safe harbor provisions of Administrative Rules.*

Response: Your support is appreciated. The intent of these regulations is to clearly map land that may be developed for urban uses, and riparian corridors, floodplains and wetlands that require protection.

Woodburn Transportation System Plan (TSP) Update

County Public Works (Mike McCarthy) was involved throughout the TSP update process and provided input on the plan. All major County issues raised during the TSP process have been adequately addressed and there are no further objections or concerns to the proposed TSP. The County is supportive of the TSP for the progress it would make towards maintaining and improving the transportation system within the Woodburn area. The County does have an interest in making sure that regional traffic utilizing the county road system can get to and from destinations in Woodburn, and to and from the I-5 interchange efficiently, and the County wants to make sure that this efficiency is protected or improved which the updated TSP seems to work towards meeting this end. The TSP identifies a south arterial connecting Highway 99E with the proposed nodal development and industrial reserve area along Parr Road and with Butteville Road. The County will continue to coordinate with the City on transportation issues and projects within the Woodburn area.

Response: Your support is appreciated. We appreciate the County's productive involvement in the development of the Woodburn TSP.

Public Facilities Plan

County Public Works and Planning staff reviewed the Public Facilities Plan and the Public Services Analysis of the eight Study Areas considered for possible expansion of the existing urban growth boundary. The County recognizes that the City shall be the provider of public water, sanitary sewer, stormwater, and transportation facilities within the urban growth boundary unless otherwise agreed to by the City, County and any other applicable party. The City is also

responsible for preparing the public facilities plan for all lands within the growth boundary. The County is supportive of the City's Public Facilities Plan and the City's efforts to cost-effectively size and provide the necessary facilities to serve lands within the urban growth boundary. The County also supports City efforts to coordinate its facilities planning with the County with regards to stormwater management and transportation.

Response: Your support is appreciated. We look forward to continued coordination with the County, especially regarding stormwater management and transportation planning.

Marion County Urban Growth Management Framework

Marion County adopted an Urban Growth Management Framework in 2002 as part of the Urbanization Element of its Comprehensive Plan. The Framework is a coordination planning strategy that provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the county. Decisions on how to use any applicable coordination guidelines of the Framework is up to each city and there can be several approaches taken by the city to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the City has amended the updated Woodburn Comprehensive Plan to incorporate applicable policies and guidelines found in the County Framework Plan. In addition, the City will consider these applicable Woodburn Comprehensive Plan policies and guidelines when making land use decisions within the urban growth area of the growth boundary. The County is supportive of the City's approach toward coordinating planning with the County.

Additionally, the Coordination Agreement between the City and the County is required to be updated as part of Periodic Review to be consistent with the Growth Management Framework. City and County staff have been working together to update the current intergovernmental agreement.

Thank you for recognizing the City's efforts to incorporate goals and guidelines from the Marion County Growth Management Framework Plan into the 2005 Woodburn Comprehensive Plan. We look forward to working closely with you and your Board in amending the current intergovernmental agreement.

Urban Growth Boundary (UGB) Amendment Proposal

Reviewing the various background studies and documents supporting the City's proposed plan amendments, the existing Woodburn Urban Growth Boundary contains approximately 4,050 acres.

The UGB amendment proposal that is part of the City's Periodic Review

amendment package is for an expansion of the existing UGB by approximately 1,050 acres. This additional land need to meet projected population, housing, employment and other uses is in addition to the 746 acres of buildable lands within the existing UGB identified in the City's 2002 Buildable Lands Inventory.

The Plan proposal is based on a 2020 projected population of 34,919 utilizing a 2.8 percent annual average growth rate during the 20-year planning horizon of the Plan. The Plan proposal would accommodate an increase in population of 14,059 people over the 2002 city population of 20,860 requiring an additional 4,753 dwelling units, assuming a household size of 2.9 persons per dwelling. The Woodburn area is projected to add 7,153 jobs/employment during the planning period using a medium range employment growth forecast.

The 746 acre supply of buildable land in the current UGB consists of 403 acres of low density residential land, 108 acres of medium density residential land, 6 acres of public/semi-public lands, 108 acres of commercial land and 127 acres of industrial land. In summary, 517 acres of residential land and 235 acres of employment land currently exist within the UGB.

The proposed approximately 1,050 gross acres expansion would add roughly 590 acres of residential land (520 acres of low density residential, 70 acres of medium density), 25 acres of commercial land, and 430 acres of industrial land. Of the 1050 acres, 188 acres are residential exception lands and 13 acres are commercial exception lands. In rough land totals, approximately 1100 acres of residential land (this number would be reduced when constrained lands, right-of-way needs and some of the residential exception lands are subtracted) and 690 acres of employment lands would be available for development to meet future housing and employment needs.

Identified land needs from the UGB expansion needs analysis indicate a need for approximately 555 acres of buildable residential land (259 acres of low density residential, 178 acres of nodal low density residential, 66 acres of medium density, 51 acres of nodal medium density) and an additional 210 acres of public/semi-public lands which are accommodated on residential lands.

Response: I agree that the UGB land needs assessment is complex and appreciate your efforts to summarize figures found in various documents provided by Winterbrook Planning.

At my request, the residential land needs and supply comparisons have been clarified in the 2005 Buildable Land Inventory and 2005 Residential Land Needs Analysis, as well as the 2005 UGB Justification Report. The 2005 BLI includes modifications to the proposed UGB. Please refer to these documents for more in-depth detail. A summary of 2020 residential land needs versus supply follows:

The existing UGB contains 511 net buildable acres of residential land. Identified land needs through the Year 2000 total 736 net buildable acres. This leaves a total deficit of 225 net buildable residential acres.

Plan	Acres Available	Acres Needed	Acres Surplus (deficit)
LDR	403	217	186
Nodal LDR	0	186	(186)
MDR	108	69	39
Nodal MDR	0	54	(54)
VMU	0	0	0
Public / Semi-Public	-	210	(210)
Totals	511	736	(225)

After Comprehensive Plan designation and UGB changes proposed by the 2005 Plan, (including reallocation of existing lands inside the UGB to nodal designations, a new street system including new arterial streets, and UGB expansion), the residential land comparison looks like this:

Plan Designation	Net Buildable Acre Supply	Net Buildable Acre Need	Preferred Scenario Acres Surplus (Deficit)
LDR (Low Density Residential)	371	217	154
Nodal LDR	220	186	34
MDR (Medium Density Residential)	72	69	3
Nodal MDR	73	54	19
VMU (Vertical Mixed Use)*	NA	NA	0
Public and Semi-Public (Including Schools, Parks and Religious Institutions)	0	210	(210)
All Residential	736	736	0

This comparison assumes inclusion of adjacent residential exceptions areas, and accounts for the residential units within these areas by reducing LDR need.

As a result of minor changes to the UGB recommended to the City Council, the 2005 Comprehensive Plan provides exactly the net buildable acreage identified in the 2005 Residential Land Needs Analysis.

Employment land needs are estimated at 627 acres (141 acres of commercial land and 486 acres of industrial land) with industrial land needs based on the provision of specific site sizes instead of an employee/acre ratio. The EcoNorthwest analysis of projected land need based on forecast employment

increase of 7,139 employees was for approximately 369 acres with industrial land needs being 224 acres of the total.

Response: This is correct. Commercial expansion in the 2005 Plan consists of two neighborhood commercial nodes in the southwest and north, and a commercial exceptions area to the southeast. The commercial expansion totals 32 net buildable acres. Industrial land needs are based on providing an adequate supply of suitable employment sites, as recommended in the EOA and EDS.

Industrial Land Needs

Statewide Planning Goal 9 (Economic Development) and corresponding Administrative Rule allow for employment land needs to be based on the need to provide for various sites (specified site sizes) to meet likely or expected employment uses that would locate in the area. The City has targeted certain industries that it desires to locate within the community and has specified a range of industrial sites to accommodate these uses. Analysis by the City indicates a need for large parcel sites, generally 20 acres in size or more with specific target industries requiring sites greater than 50 acres. Overall, the majority of target industries identified by the City require sites in the 5 to 40 acre range, with several large manufacturing and high tech industries requiring sites over 40 acres.

The City industrial land expansion proposal to the southwest (both west and east of I-5) capitalizes on the I-5 corridor location and proposes a range of sites comprising an approximate 440 acre industrial area. The industrial overlay zone requires the provision and retention of 11 sites that are 10 acres in size or greater, with the largest being one 100 acre site and a 70 acre site. The remaining nine sites are between 10 and 25 acres, with provisions for various sites under 10 acres in size.

Response: The industrial site allocation within the Southwest Industrial Reserve has been clarified and revised, based on comments from you and Geoff Crook at DLCD. The current SWIR sites are as follows:

Tax Lot Number(s)	Buildable Site Acres	Reserved Site Size Ranges	Estimated Site Sizes	Land Division Permitted?
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52W11 TL 300 (Darma/OPUS)	88	25-50 10-25 10-25 5-10 5-10 2-5 2-5	35 15 15 8 8 4 3	Yes, with Master Plan approval
Subtotals:		59-130	88	
52W14 TL 200 52W14 TL 600 (Weisz)	22	10-25 5-10	15 7	No
Subtotals:		15-35	22	
West of I-5 Sites	110	74-165	110	See above
52W13 TL 1100 52W14 TL 1500 52W14 TL 1600 (Seibel, Gottsacker, Weisz)	96	96	96	No, ROW dedication for Southern Arterial and Evergreen Reserved for Firm \geq 300 employees
52W14 TL 800 52W14 TL 900 52W14 TL 1000 52W14 TL 1100 (Weisz)	106	50-100 25-50 2-5 2-5	65 33 4 4	Yes, with Master Plan approval; ROW dedication required 50-100 Acre site reserved for Firm \geq 200 employees.
Subtotals:		79-160	106	
52W14 TL 1200	4	2-5	4	No
52W23 TL 100 (Weisz)	46	25-50 5-10 2-5	35 8 3	Yes, with Master Plan approval
Subtotals:		32-65	46	
East of I-5 Sites	252	209-326	252	No
Total SWIR	362	283-491	362	

We also note that there is a qualitative component to the land needs assessment. The EOA and ECONorthwest's October 2003 industrial siting memorandum note the critical importance of location (a) in a master planned business or industrial park and (b) with direct access to Interstate 5. Thus, site size is a critical site characteristic – but it is not the only component. As described in the revised UGB Justification Report, the SWIR includes two master planned employment parks – one on each side of Interstate 5 – that are serviceable within a year following their inclusion within the Woodburn UGB.

Target industries that employ large numbers of people and have large site requirements (40 acres or more) are highly desirable with a very competitive market to locate such industries within a community. Setting aside two very large sites (100 acres and 70 acres) for such industries may commit a large part of the proposed industrial reserve area and limit the ability of the City to achieve its employment goals through requirements that specific sizes of sites be

retained which cannot be reduced in size and may not be flexible to meet the needs of targeted industries once certain sized sites have been utilized. The County would suggest that the upper size limit threshold be reduced to 40 or 50 acres with the number of sites in this range increased to four or five that can not be reduced below the threshold, along with the provision of additional sites in the 10 to 20 acre range. This would allow the City some flexibility in both the layout of sites, the ability to put sites together should larger sites be needed by a target industry, and to configure and allow for smaller sites to meet the majority of the site needs of the targeted industries. By allowing some flexibility in arranging sites to meet targeted industry needs, it would be possible to provide more available sites or increased choices in the size of sites, while also requiring less land to meet the employment needs and economic goals and strategy the City wishes to pursue. Existing industrial lands within the current UGB can also be utilized to meet the industrial land needs of targeted industries that require sites under 10 acres in size.

Response: We appreciate the County's concern regarding the need to provide flexibility for the siting of targeted industrial firms. This concern is shared by the Mayor and City Council members. The revised SWIR policies and district provide such flexibility by allowing for a range of parcel sizes in master planned employment parks in large tracts adjacent to the existing UGB. Land within designated employment parks may be divided into a range of smaller and larger parcels, consistent with an approved master plan that retains a range of lot sizes consistent with the EOA. However, under the Goal 9 Rule, the City is obligated to protect larger sites (such as the 100-acre site south of Parr Road) for land-extensive targeted industries that may choose to locate in Woodburn. Although there are very few industrial parcels available within the existing City Limits that meet the site suitability criteria of targeted industries, we agree that such sites must be accounted for in the UGB amendment process, and we do account for them.

Residential Land Needs

The residential land need to accommodate an additional 4,753 dwelling units and approximately 14,000 additional people also includes land for public/semi-public uses (schools, parks, institutional uses, churches, governmental uses) which are typically accommodated on residential lands. Analysis indicates a need for 210 acres of land to meet public/semi-public land needs during the planning period. Through the provision of various land efficiency measures, creation of nodal development areas, increased density allowances for single-family and multi-family, infill and redevelopment of existing residential lands and residential exception areas, the projected housing demand can be accommodated by utilizing existing buildable lands within the current growth boundary and the expansion of the boundary to include additional residential lands, primarily for the nodal development area which allows for increased densities to occur over current standards. The residential land need is for approximately 764 acres to meet both the housing demand (555 acres) and

public/semi-public land needs (210 acres) for its projected 2020 population. Currently, there are approximately 520 acres within the current boundary for such uses and the proposed UGB expansion is to add nearly 600 acres of residential lands (200 of which is residential exception lands which have limited capacities for additional housing).

The County realizes that the additional residential acreage is not all buildable land due to constraints, allowances for right-of-way/streets (20 percent of gross acreage) and that the net buildable acres within the residential expansion areas would be less. The housing demand over the planning period can reasonably be met by the supply of existing residential land within the current UGB, the addition of residential lands in the nodal overlay area and inclusion of residential areas around the golf course to the north. The multi-use nature of public lands may be somewhat more difficult to account for due to locational factors and the neighborhoods that they are intended to serve.

Response: Residential land need and supply in the 2005 Plan are addressed earlier in this letter. The proposed 2005 Plan calls for a UGB expansion of about 930 gross acres. There are about 350 gross residential acres, including some of the developed golf course in Study Area 2, which provide about 250 net buildable residential acres. The residential exception area is about 120 acres, accommodating about 295 LDR units. The SWIR expansion comprises about 410 gross industrial acres. The commercial expansion is about 50 gross acres. The UGB expansion proposed in the 2005 Plan meets – but does not exceed – identified residential needs.

In determining dwelling units needed to accommodate the projected increase in population during the planning period, a critical assumption or factor is household size. The needs analysis utilizes a 2.9 persons per household which is less than the 2000 Census household size of 3.1 for the City. The assumption that household size decreases over time due to a variety of factors tied to urbanization, employment, housing and so forth and as borne out in other studies and areas is reasonable, though the trend in Woodburn has been an increase in household size due to demographic characteristics of its population. The City's demographics vary greatly from the state, the region, the county and other cities in the area which make comparisons difficult or to follow the trends of these areas when it comes to specific assumptions regarding demographics. The County would just like to mention that an assumption of a higher household size utilized in the analysis for determining dwelling unit needed would result in a lower demand for units within the planning period.

Response: As the County is aware, household sizes are expected to decrease statewide over the next 20 years. Although Woodburn's Year 2000 average household size was 3.1, the comprehensive plan calls for increased employment and educational opportunities. As household incomes and individual educational levels increase, there is a strong tendency for household sizes to decrease. Also, as noted above, Woodburn

projects an increase in multiple family housing, which is also characterized by lower household sizes. For these reasons, we have projected that average household size in Woodburn will return to the 1990 average of 2.9 persons per household, which is considerably higher than the statewide projected household size of approximately 2.5 persons per household. We believe this is a reasonable projection, and consistent with the overall economic and social policy direction found in the Woodburn Comprehensive Plan. As a point of comparison, we note that McMinnville, which also has a large Latino population, based its acknowledged household size projection of 2.54 persons on the 1990 Census.

Woodburn Periodic Review Preferred Growth Scenario (UGB amendments)
The Marion County Urban Growth Management Plan preferred growth scenario is for the majority of projected county growth to be directed to the larger urban areas within the county, such as Woodburn. The City of Woodburn preferred growth scenario as proposed by their UGB amendment package is:

1. *Expansion of the UGB to include all adjacent rural exception areas.*

The County is supportive of the City's proposal to include all adjacent rural exception areas within the amended UGB. These include the 155 acre residential exception area to the northwest, the 13 acre residential exception area to the northeast (east of Highway 99E) though additional capacity or redevelopment is limited, and the 34 acre (13 acres of commercial, 21 acres of residential) exception area to the south along Highway 99E (west side of the highway). Inclusion of these exception areas will allow these areas to transition to urban uses and provided with urban services.

Response: Your support is appreciated. We agree that ORS 197.298 priorities require that exceptions areas be included within UGBs prior to agricultural land.

2. *Expansion of the UGB to the north and southwest to accommodate residential land needs and the Parr Road Nodal area.*

The County is supportive of the City's proposal to expand the UGB to the north to include the 100 acres north of the golf course property within the current UGB. This would allow the portion of the golf course currently outside the UGB and adjoining lands to be developed for upper end residential as future phases of the Tukwila development and utilized as open space and natural resource protection. The City proposal for the area also includes a 2 acre nodal neighborhood commercial area.

The County is supportive of the City's proposal to expand the UGB to the southwest to include approximately 140 acres of residential lands to meet housing needs. This area is part of the proposed Parr Road area Nodal Development Overlay that includes nodal commercial (10 acres), medium

density and low density nodal residential areas which are a key component of the City's housing strategy to meet residential needs during the planning period.

The County is not supportive of the City's proposal to include the 160 acres of land to the north, west of Boones Ferry Road, south of Crosby Road, and east of I-5 within the UGB for residential purposes. The residential land needs are being met through the existing residential land supply within the current UGB and the other residential lands being proposed for addition to the UGB.

Response: We appreciate the County's support for expansion into the OGA site and to the Parr Road area. Unfortunately, the golf course area has a combination of orchards and developed golf course land, located on predominantly Class I and II agricultural soils. Therefore, we have recommended to the City Council that the predominantly Class I soils east of Boone's Ferry Road not be included within the Woodburn UGB at this point.

On the other hand, land to the west of Boone's Ferry Road is of lower agricultural quality, with predominantly Class II and III agricultural soils. As explained under "Residential Land Needs" above, Woodburn's residential land supply within the proposed UGB, including the Crosby Road area, barely meets year 2020 residential land needs. Furthermore, we barely meet the 2020 residential land need with a plan amendment that provides for only a 15 year supply of residential land instead of a 20 year supply, since it is currently 2005. If we were to update the 2002 Buildable Lands Inventory to 2005, it would show we actually have a shortage of residential land for the next 20 years to 2025. We respectfully disagree that the City's residential land needs can be met without including the 160 acres within the Crosby Road area.

3. *Expansion of the UGB to the west and southwest to accommodate employment/industrial land needs.*

The County is supportive of the City's need to expand the UGB to include industrial lands to meet the employment needs of the Woodburn area. The County supports an expansion to the west and southwest but sees the inclusion of approximately 430 acres of existing farmland in these areas as being more than is needed to meet the economic development objectives of the city and provide for the site needs of targeted industries. As discussed in the section above on Industrial Land Needs, an expansion for industrial lands in this area to include between 300-325 acres would be adequate to meet employment needs and targeted industry site needs in conjunction with the approximately 130 acres of industrial land currently within the existing UGB along with 130 acres of commercial lands being provided. The County has questions about the inclusion of the 56-70 acre parcel west of Butteville Road as part of the proposed industrial reserve area as being an intrusion into the surrounding farmlands without any physical separation from such resource lands or being physically connected to the other lands within the proposed industrial reserve area. Additionally, the City may want to consider lands to the south of Hwy 211 and

west of Butteville Road adjacent to the rail line both from an industrial use transportation standpoint, and the possible eventuality of commuter rail service coming to the Willamette Valley.

Response: We agree with County staff that the 56-acre site west of Butteville Road should not be included within the UGB, because it has predominantly Class II agricultural soils and need not be developed in order to serve land with lower priority to the southeast. Your comments were reinforced by those of the Oregon Department of Agriculture and 1000 Friends.

However, for reasons stated in the May 2005 UGB Justification Report, much of the industrial land in the Highway 99E area either does not meet identified site suitability criteria for targeted industries, or is being held for future industrial expansion by existing industrial firms. The need for approximately 400 acres of industrial land with I-5 access is justified by the City's EOA and an October 2003 ECONorthwest industrial siting memorandum. The SWIR discussion in this letter includes revisions to the SWIR tables documenting how land within the SWIR will be retained for site sizes called for in these documents.

As you may be aware, the City Council has provided an opportunity for additional written testimony to be submitted before they make a decision regarding the proposed periodic review amendments. The deadline for additional written testimony is 5:00 p.m. on June 27, 2005.

I appreciate the thoughtful approach exhibited in your March 21 letter. As you can see, we have incorporated many of your suggestions into the City's revised proposal. Thanks again for your continued assistance. If you have any questions regarding this matter, please contact me at (503) 982-5246.

Sincerely,



Jim Mulder
Community Development Director

Item 13

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June 15, 2005

Geoff Crook
Willamette Valley Regional Rep.
DLCD
635 Capitol St., NE, Suite 150
Salem, OR 97301-2540

Re: Responses to DLCD Comments on Woodburn Periodic Review Amendments

Dear Geoff:

I appreciate receiving your letter, dated March 16, 2005, providing comments on the proposed periodic review amendment package. The city has worked diligently to address your comments. The following responses are provided to your comments in the same order as outlined in your letter.

Goal 1- Public Involvement

Citizen Involvement Plan

The department has received a draft Citizen Involvement Plan, with the understanding that a final version will be completed and submitted to the department upon adoption and submittal of the final plan amendment package. This item is work task 10 of the city's work program.

The City will submit the final version of the Citizen Involvement Report when the final plan amendment package is submitted to DLCD.

Woodburn has satisfied this work task by following its citizen involvement program in making the decisions involved in the 2004 period review decisions. This is discussed in detail under Goal 1.

Woodburn concludes that a City that is amending comprehensive plan provisions that concern its citizen involvement policies also is entitled to follow its acknowledged citizen involvement program. The amended citizen involvement policies would apply to future land use decisions but not to the decision that amends the citizen involvement policies.

The purpose of Goal 1 is "[t]o develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the [land use] the planning

process." The goal requires the governing body of each city to develop a citizen involvement program and to establish an officially recognized citizen involvement committee to assist it in developing and maintaining the program. The city's planning commission may be used as the officially recognized citizen involvement committee if the city selects planning commission members through an open, well-publicized public process. Each citizen involvement program must include six components listed in the Goal.

The Woodburn Comprehensive Plan contains one policy related to citizen involvement; Policy E-1 provides as follows:

"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 insure decisions are in accordance with the community's benefit."

The "Land Use " section of the comprehensive plan contains the following statement under the heading "I. Citizen Involvement"

"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."

The existing comprehensive plan provisions remain in the 2004 amendments to the Comprehensive plan. Policy E-1 is renumbered to B-1. A second Comprehensive Plan policy, B-2 was added that addresses how the city will notify state agencies. Those policies do not relate to the city's citizen involvement requirement, but instead to its requirement to coordinate with special districts and state agencies.

Woodburn complied with its existing citizen involvement program. In the existing program, the Planning Commission is Woodburn's citizen involvement committee. Mailed notice was sent to all property owners within the City and in the alternative UGB expansion areas. Workshops were held within the community to present the proposed decisions, answer questions and receive comments. Public hearings were held before the Planning Commission and the City Council. All documents relied upon and the proposed amendments were available on the City's website as well as City hall and the City library. Comments received in the public hearing processes have been retained and these findings respond to issues that were raised with sufficient specificity to allow the City Council to respond to them.

Goal 2- Land Use Planning

Urban Growth Management Agreement

The department understands the city is currently working with the county on revisions to the city's UGMA and that this product will be submitted after the local adoption process. Submittal and review of these materials are required prior to department approval of the city's work program. This is work task 9 of the city's work program.

The City will submit the adopted UGMA to DLCD with submittal of the adopted plan amendment package.

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

Riparian Corridors and Wetlands OAR 660-023-0090-100

The department commends the city's formation of a Riparian Corridor and Wetlands Overlay District (RCW). The city should provide definitions in its code for the terms "undeveloped floodplains," and "100-year floodplain outside of developed areas." Although the "general location" of the RCW district is mapped, without clear definitions for these terms there may be instances where the intent or application of the overlay district is ambiguous.

The boundaries of the RCW are revised to read:

"The general location of the Riparian Corridor and Wetlands Overlay District (RCWOD) is shown on the Woodburn Comprehensive Plan Map and the Woodburn Zoning Map (for areas within the City Limits). The RCWOD includes locally significant wetlands identified on the Woodburn Wetlands Inventory Map, a riparian corridor extending upland 50 feet from the top of the bank of the main stem of Senecal Creek and Mill Creek and their tributaries, and the 100-year floodplain on properties identified as vacant or partly vacant on the 2005 Woodburn Buildable Lands Inventory. Where a significant wetland is located fully or partially within the riparian corridor, the riparian corridor shall extend 50 feet from the upland edge of the wetland."

This should make it clear that the RCW district applies only to the 100-year floodplain on a vacant or partially vacant property. If a property is mostly developed, the RCW does not apply to the 100-year floodplain.

Groundwater Resources- OAR 660-23-0140

In the water plan of the city's public facilities plan (PFP), it is noted that a *Source Water Protection Plan* for state certification has been developed to protect the city's drinking water supplies.¹ However, in its response to Goal 11 and the PFP work task, the city has noted in its findings: "Woodburn has not opted to delineate a wellhead protection area for wells or well fields."² If a source water protection plan has been prepared, the department will need a copy as part of this periodic review submittal. If the city has no intention to have a certified source water protection plan, the PFP needs to be amended to be consistent. While the department encourages the city to prepare a source water protection plan, the Troutdale aquifer is not a critical or restrictively classified groundwater area and so is not subject to mandatory Goal 5 protections as a significant resource.

Oregon Department of Human Services and Department of Environmental Quality have developed a Source Water Protection Plan for the City. The plan inventories potential sources of contamination, establishes best management practices for industries within the influence zone of the City's wells, allows the City to develop ordinances to provide protection of the aquifer, and maps the flow patterns of the aquifers. The Troutdale aquifer, from which the City's wells obtain the City's drinking water supply, is not a critical or restrictively classified groundwater area. The City does not at this time plan to request certification of the delineations in the Source Water Protection Plan for Statewide Planning Goal 5 purposes.

Goal 9- Economic Development

Commitment to provide adequate sites and facilities (OAR 660-009-0020(2)(b))

Woodburn needs to provide a rationale for approximately 65 net buildable acres of land "unretained" within the Southwest Industrial Reserve overlay (SWIR).³ Although subject to the non-industrial conversion restrictions of the SWIR overlay, this land could potentially be subdivided into smaller lots (<10 acres) of which the city's BLI and EOA have identified there is not a need. The SWIR site requirements table should also account for tax lot 52 W14-1200 (adjacent to Butteville Road and I-5), as it is within the overlay district.

The needed site sizes for targeted industrial firms were derived from an October 2003 ECONorthwest memorandum and are summarized in Table 1 of the UGB Justification Report. The October 2003 ECONorthwest memorandum and the EOA emphasize the importance of (a) access to Interstate 5 and (b) location in a well-planned industrial or business park setting in attracting targeted industries.¹ Table 1 identifies the number of sites needed by site size category and average site size. For example, Table 1 identifies a need for three serviced lots in the 25-50 acre range, and projects that each of the targeted industries will occupy an average of 35 acres, for a combined need of 105 acres. Thus,

¹ Please note that these site suitability criteria are found in the master-planned SWIR district, but are not characteristic of industrial land located in East Woodburn, in areas served by Highway 99E or the railroad. The bulk of the potentially buildable land in this area is located on developed industrial parcels, which often are reserved for future expansion or storage. Vacant parcels are scattered unevenly amongst developed industrial parcels.

the overall estimated acreage needs equal the sum of the estimated *average* site sizes. As summarized in Table 1, there is an estimated (demonstrated) need for 486 acres, in 42 sites averaging 11.6 acres, with sites ranging from 1 to 100+ acres in size.

Table 1. Summary of estimated industrial 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

In response to the Department's concerns, Winterbrook Planning has revised SWIR tables in the UGB Justification Report, the Comprehensive Plan and the WDO. Two large tracts (i.e., parcels under the same ownership) within the SWIR are intended to accommodate a range of industrial site sizes in an employment park setting, and therefore *may* be further divided consistent with an approved master plan.² These two employment park sites (52W11 TL 300; and 52 W14 TLs 800, 900, 1000 and 1100) are located adjacent to the existing Urban Growth Boundary. As noted in the Public Facilities Plan (PFP), urban services either abut or can be extended to serve these two park sites within one year. Construction of street and utility improvements to serve these three park sites must occur before remaining parcels within the SWIR (where land division is prohibited or highly restricted) can be developed.

The revised Southwest Industrial Reserve (SWIR) policies and zoning district establish minimum lot sizes that must be "retained" through the master planning process. If the SWIR "retained" the maximum lot size within each size category, there would be sufficient acreage for only three large sites. The projected land needs for this site range from 63-141 buildable acres.

For example, the Darma/Opus Northwest site (Tax Lot 52W11 0300) has 88 buildable acres, after accounting for riparian corridors, wetlands and street rights-of-way that would be required in an employment park. While it is possible that a single firm would purchase and develop the entire site (meeting the need for a single user in the 50+ acre range), it is

² Please note that it is possible that either of these tracts could conceivably meet the need for one or two large users, which would make it impossible to meet the need for medium users (in the 5-10 or 10-25 acre range). If a few large users were to occupy a site intended for employment park use, then this medium sized need may be transferred to another tract following amendment to the comprehensive plan and WDO.

more likely that the tax lot will develop as an industrial subdivision, with lot sizes ranging from 1-50 acres. However, to ensure that this site "retains" the capacity to meet the needs of targeted industries in the larger site *range*, the master plan must reserve at least one lot in the 25-50 acre range, two lots in the 10-25 acre range, two lots in the 5-10 acre range, and two lots in the 2-5 acre range. The revised SWIR comprehensive plan policies and district standards require a master plan that "retains" a lot within the prescribed range for each of three categories. As noted above, for the Darma/Opus site, this means one lot of at least 25 acres, two lots of at least 10 acres, two lots of at least 5 acres, and two lots of at least 2 acres – "retaining" a *minimum of 59* of the 88 buildable acres. The remainder could be developed for a larger user (e.g., a firm needing 50 acres) and/or smaller users (e.g., several 2-5 or 1-2 acre users). The point is that the "retained" acreage is based on the minimum lot size in the range and must be reflected in the master plan, whereas the estimated actual usage is based on the average lot sizes projected by ECONorthwest in Table 1. Therefore, there necessarily will be some "unretained" land within the SWIR – that in any event must be used *exclusively* for targeted industries and which must be part of the required SWIR district master plan.

As you correctly point out, Tax Lot 52W14 1200, which has 3 acres, was inadvertently left off the SWIR list. This parcel now is recognized on SWIR tables. On the other hand, based on testimony received from WINCO, Tax Lot 52W11 0100 has been removed from the SWIR tables, because the existing WINCO warehouse extends on to this parcel, and the company has indicated its intent to expand its operations in the near term. The consolidated Tax Lot 0100 now has 82 acres, 74 acres of which have been developed by WINCO.

The 82-acre WINCO site illustrates two points that are made in the UGB Justification Report:

1. It is not uncommon for firms to purchase larger sites than they need for initial operations, so that they retain room for future expansion. In this case, WINCO developed initially on 62 acres, and retained the southern portion of Tax Lot 0100 for future expansion.³ WINCO's expansion is imminent.
2. Contrary to the claims made during the public review process by 1000 Friends, the City needs large industrial sites in the 50-100 acre range. Had the City relied on existing sites along Highway 99E as suggested by 1000 Friends, WINCO would not have located in Woodburn.

³ In fact, all but one of the "partially vacant" industrial parcels within the existing UGB have substantial improvements along the primary street access, with undeveloped land to the rear or side of the improved portion of the site. Since these owners have not partitioned off the vacant portions of their respective properties, and these properties have not been actively marketed, and as corroborated by phone calls to owners of these industrial firms, it is reasonable to conclude that they are being held by their owners for future expansion.

Industrial site serviceability (OAR 660-009-0025(3))

The Goal 9 rule requires that the city's public facilities plan demonstrate how a short-term supply of new industrial and commercial sites will be serviceable.⁴ The PFP needs to map and identify needed facilities over the 20-year planning period to serve new employment lands, and specifically demonstrate that a three-year supply of serviceable sites are scheduled for each year, including the final year, of the short-term element of the plan.⁵

The Goal 9 rule requires that this demonstration of short-term serviceable industrial sites is to occur at the time of periodic review.⁶ Although the rule makes clear that implementation of or amendments to the comprehensive plan or public facility plan which change the supply of serviceable industrial land are not subject to these rule requirements, the rule does not make a distinction between initial and subsequent periodic reviews that would exempt the city from meeting this requirement. Such a distinction has been relied on, in error, in the city's findings of fact.⁷ Therefore, to comply with the rule the city's plan needs to provide specific information regarding a three-year supply of serviceable sites over the short-term (5-years). This information should be incorporated into the city's PFP (work program subtask 3a).

It makes good policy sense for the City to identify serviceable sites as defined in the Goal 9 rule. The revised PFP includes maps and text of sanitary sewer, stormwater, and water facilities located near or at the property lines of the two tracts that can be readily extended to serve targeted employers in a master planned employment park setting. The 2005 Transportation Systems Plan shows Butteville Road along the western border of the 88-acre Darma/Opus Site, and the Evergreen Road extension along the eastern border of the 106-acre Weisz site. A recent commercial/residential subdivision to the north of the Weisz site (Capital Development) has resulted in the City's capacity to provide the full range of urban services to this property. Once the expanded UGB is adopted – and a master plan approved by the city – both of these sites may be annexed and provided with urban services (at the developer's expense) within 12 months. Development of these properties will also contribute to funds necessary for I-5 interchange improvements, and will help pay for the extension of urban services to the remaining SWIR properties to the south.

Maps and tables in Appendix A indicate the public facilities needed to serve industrial sites, their approximate locations, and costs.

Corrections:

- SWIR Tables identifying required minimum site sizes for specific parcels are inconsistent as found in the Findings of Fact (pages 16, 118, and 204), goal and policy amendments (page 22), and proposed WDO (page 2.1-91). Discrepancies found include wrong tax lot numbers, inconsistent numeric values for buildable site acres, and incomplete and/or inconsistent data for retention of various site sizes.

You are correct regarding inconsistencies among these documents. All SWIR tables have been revised to accurately reflect conditions on the ground and to ensure internal consistency.

- In the text of the Goal 9 section of the Findings of Fact (page 88), the following correction needs to be made: *The table identifies a need for five ten sites of 25 acres or larger and at least one site larger than 100 acres.*⁸
- The figure for the "High" industrial employment projection is missing from the "Total employment growth by land use type" table on Findings of Fact, page 104.
- The following correction in the UGB Justification Report needs to be made: reference to ORS 197.212 on pages 5 and 6 should read ORS 197.712.
- A description of Targeted Industry No. 36 was not included in the findings of fact (page 86). The department recommends this be included to be complete and consistent with the city's EOA and other supporting documentation.

Identified inconsistencies have been corrected in the May 2005 UGB Justification Report.

Goal 11- Public Facilities and Services

Required elements of Public Facilities Plan- OAR 660-011-0010

The city's public facilities plan (PFP) identifies that service capacity needs can be met through year 2020. However, while many of the required elements of the PFP are included in the draft, or its supplement, *UGB Study Area Public Services Analysis*, this information is not well organized or is incomplete.

General

- The PFP needs to be updated to reflect current information on facility construction and planned facilities within the existing UGB, as well as for proposed expansion areas included in the city's plan amendment. Unlike for wastewater facilities, the PFP does not provide the timing, cost and location for significant water and storm water facilities necessary to serve future development in proposed UGB expansion areas.

The PFP has been revised to provide updated information on facility construction and planned facilities within the existing UGB and for the proposed expansion areas. Appendix A includes maps and tables that portray timing and approximate location for water and sewer facilities to serve proposed expansion areas that include industrial facilities. Appendix B includes a statement of methodology and calculations that were employed to derive costs for infrastructure elements for all study areas. The analysis was based on typical water distribution grids, sewer collection "trees," and hydrology. Storm water collection and conveyance will require additional in-depth analysis (as development progresses in "new parcels"), since sizing and location of pipes and other facilities (including stormwater detention) are related to topographic settings, other geometric and physical parameters that are beyond the scope of the present effort. Further, pending regulations by Oregon DEQ will likely include Woodburn as a "small municipal separate storm sewer system," or "MS4." When these regulations are implemented, storm drain facilities will be subject to additional requirements whose focus will be water quality. The impact of these new regulations will involve much greater local enforcement and will necessitate more complicated facilities design processes.

- The PFP does not provide an adequate inventory and assessment of existing facilities.

Inventory of existing facilities is indicated in revised tables included in the Plan.

- The UGB expansion area reports indicate that the regions were analyzed independent of other proposed regions, and that the analysis is based on all CIP projects in the master plan being completed. This approach does not address the cumulative effects of development over time and sequencing (timing) of needed facilities.

Timing and sequence are described in the Appendix.

- Policy statements designating the provider of each public facility system or the city's urban growth management agreement with Marion County must be submitted concurrent with the PFP pursuant to OAR 660-11-0045.

This will be addressed in the revised UGMA and will be submitted with the PFP to LCDC.

Waste Water plan

- Projects in the table "Wastewater Long-range Facility Projects (5-20 years)" assume no service extensions will occur in UGB expansion areas until 2010.⁹ However, the city's findings indicate all expansion areas are "readily serviceable" (although no definition of this term is provided).¹⁰
- The estimated timing and location for constructing long-term waste water facilities should be reassessed due to the Goal 9 requirement for a short-term supply of serviceable industrial sites (OAR 660-009-0025(3)).

Water plan

- PFP text indicates four new wells are needed to increase capacity, yet table 12-1A shows six wells proposed (PFP, page 7). This discrepancy should be corrected or explained.

The discrepancy in the text has been corrected and the table has been designated as Table 3.

- PFP text indicates storage facilities to be constructed at each of the three new treatment plants, yet table 12-1B shows two storage projects to be built in 2004 (PFP, page 13). Is this information current?

Table 12-1B has been deleted and the information in the storage section of the plan has been modified to provide current information on location and size of the city's water storage facilities.

- PFP Table 12-2, "Proposed Distribution System Projects," shows 10 projects, only two of which are future projects. This table should be updated to show planned projects, particularly those identified for future planned growth in proposed expansion areas (PFP, page 15).

A new Table 12 has been included that shows a six-year capital improvement plan has been included. The plan includes projects within the existing Urban Growth Boundary that will be needed for future growth. The appendix that discusses servicing of the proposed expansion area discusses distribution system improvements required.

- The text indicates that the plan does not include project costs for projects in areas to be developed into the future, and notes that the plans included in "Chapter 10" show possible pipe sizes and locations. This information is necessary to include in the PFP (PFP, page 16).

The paragraph referenced has been deleted and new language inserted. There is also an added appendix that discusses servicing of the proposed expansion area and discusses distribution system improvements required.

- The water plan (PFP, page 16), states that expansion areas to be developed in the future are essentially "unknowns" and, therefore, capital improvements for these areas will be planned for later. This is counter to the purpose and intent of Goal 11. Case law has also determined it is not sufficient to simply demonstrate that current services and facilities are adequate to service expansion areas; plans must show that they can provide services into the future.¹¹

The paragraph referenced has been deleted and new language inserted. There is also an added appendix that discusses servicing of the proposed expansion area and discusses distribution system improvements required.

Corrections-

- Project descriptions and/or costs do not consistently match information found in the UGB expansion analysis (Findings of Fact, page 195).

This has been corrected.

- Facility and cost information is not provided for Area 1 in the analysis of UGB expansion areas (Findings of Fact, page 195).

This has been corrected.

- The findings indicate that the "City shall adopt a growth control ordinance" to insure that the city's growth does not exceed its ability to provide public services (Findings of Fact, page 162). What is the status of this ordinance?

In 1999, Woodburn adopted growth management goals and policies in the comprehensive

plan. In 2002, Woodburn adopted new annexation approval criteria in the WDO to implement the growth management goals and policies. As part of the 2005 amendment package, these goals, policies and annexation criteria have been modified consistent with economic development objectives, SWIR master planning provisions, and the City's 2005 Public Facilities Plan.

- **Schools:** There are discrepancies in the record concerning land needs for future schools that need to be corrected and clarified. The Residential Land Needs Analysis shows a need of 175 acres by 2020 with an unmet need of 60 acres for schools.¹² The Revised UGB Justification Report indicates there is a need for 223 acres by 2023, with an unmet need of 108 acres.¹³ A similar inconsistency is located in the Findings of Fact under "Schools" (page 185) and in the year 2020 Public and Semi Public Land Needs table (page 186).

The Revised UGB Justification correctly demonstrates a need for 223 acres by the Year 2020. The Woodburn School District indicated a need for new elementary and high schools by the Year 2023. In order for the schools to be operational by the Year 2023, the land must be purchased, bonds passed and designs completed by the Year 2020. The Residential Land Needs Analysis has been revised to reflect information provided by the District in 2004.

Goal 12- Transportation System Plan

The department provided comments on the city's TSP in March 2004 and in January of this year. By working with the city's consultant we have narrowed our comments to the following.

Street Standards

The city's local street standards are described in the ordinance (page 9-5) and in the TSP (Figure 7-2). The city has adopted three local street standards as follows:

- *Local Residential with parking both sides: pavement width of 34', ROW of 60';*
- *Local Residential with parking one side: pavement width of 29', ROW of 50';*
- *Local Residential with no parking: pavement width of 24', ROW of 50.*

There is no description or criteria to decide when one of these street sections will be used or required. It appears it will be up to the developer to decide which street section they will use. The department has found that these types of standards do not meet the intent of the Transportation Planning Rule (TPR, OAR 660-012). That is because there is no basis for local governments to require 34 feet of paved width for all local streets that have parking on both sides. It is acceptable for a local government to have a 34 foot street in their ordinance for important and/or heavily-traveled local streets. These are usually defined by a maximum average daily traffic (ADT), such as all local streets expected to carry more than 500 ADT should be 34 feet wide.

However, local governments should also allow a narrower street with parking on both sides for local streets that carry lower volumes of traffic. Alternatively, the department has approved (or is in the process of approving) some local government standards for 32-foot wide local streets that provide curb extensions (bulbouts) that narrow the width of the street to 20 feet (or 22 feet) at intersections and midblock along long blocks (greater than 500 feet).

The City has reviewed the skinny street options in great detail at both the technical and policy level. As a city, we are interested in sustainability, reducing the amount of impervious surfaces, and improving the comfort, safety and convenience for pedestrians and cyclists. However, policy direction has been to maintain two travel lanes on all streets. Based on our discussions, we feel that the standards presented in the TSP are the most appropriate for the local conditions. Our standards do allow for applicants to propose narrower street standards. This process is not complex or arduous for applicants and is an alternative that is often exercised.

The City's public works department and applicants discuss the cross section options, including options to narrow, at the time of pre-app. Based on the opportunities and constraints of a particular site, the appropriate option is chosen. This process provides applicants with flexibility in laying out a subdivision or PUD.

To further refine street cross section standards, the City will reduce the cross section for cul-de-sac streets (limited to a maximum length of 250 feet) to one travel lane with a width of 12 feet. This will reduce the right of way width to 50 feet and curb-to-curb width to 26 feet (seven feet for parking on each side).

Block Lengths

It does not appear the city has modified its block length standard. The standard is described on page 2-20 as follows:

"Block length shall not be less than 200 feet and not more than 600 feet, EXCEPT where the dimensions and alignment of existing blocks and streets adjacent to or in the vicinity of a proposed subdivision, topography, adequate lot size, or need for traffic flow warrant other dimensions. The maximum block length shall not exceed 1,200 feet."

The city's latest response to our TSP comments state that the city acknowledges this language is ambiguous, but that they have faced situations where block lengths of 600 feet cannot reasonably be accommodated.¹⁴ The letter also claims the city has found the existing language effective.

This language is clearly ambiguous and appears to open the door to almost any block length less than 1,200 feet for a variety of reasons that may not be completely legitimate. For example, topography in Woodburn should simply not be an issue in terms of determining grades and connections for streets. Also, "adequate lot size" should not be a significant factor to determine whether a block is 600 feet or 1,200 feet long. Similarly, instead of "traffic flow," the language would be improved to read "access management on arterials." The city should also modify the code to require a pedestrian accessway every 600 feet where it is found that a local street connection is impracticable. The department welcomes more information from the city about its existing code language and its effectiveness upon implementation.

This section is revised to read: "Block length shall not be less than 200 feet and not more than 600 feet, EXCEPT where the dimensions and alignment of existing blocks and streets adjacent to or in the vicinity of a proposed subdivision, or consideration of access management policies on arterials warrant other dimensions. The maximum block length shall not exceed 1,200 feet."

Goal 14: Urbanization

Goal 14 provides "seven factors" to evaluate a proposed change in the urban growth boundary. The city needs to demonstrate it has fully considered each factor in its response to the goal requirements. The department wants to emphasize the importance of this step and providing detailed responses in its justification for the UGB amendment.

Factors 1 & 2 - Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals; Need for housing, employment opportunities, and livability:

Tables in the Findings of Fact (page 89 and 107) show different numbers of vacant industrial parcels available within the existing UGB. This information pulled into the Findings of Fact from the Buildable Lands Inventory is not consistent and could justify less industrial land being retained as part of the proposed UGB expansion based on site requirements for targeted industries.

The UGB Justification Report has been revised to explain more fully why the proposed

UGB, as modified as a result of the City Council hearing and deliberations, is justified under Goal 14 Land Need provisions. Discrepancies among the draft findings of fact, the BLI, SWIR tables and UGB Justification Report are resolved in May 2005 UGB Justification Report.

Factor 4- Maximum efficiency of land uses with and on the fringe of the existing urban area.

Factor 4 requires Woodburn to consider and encourage the efficient development of lands within the existing UGB, prior to expanding the UGB. This means the city must consider changing plan designations within the *existing* UGB to increase densities and attempt to assemble vacant parcels within the *existing* UGB to produce larger buildable areas to accommodate proposed uses, including site requirements for targeted industries.¹⁵ The city has alluded to these necessary considerations in its findings, but has not provided a full explanation to satisfy them.¹⁶

It is important to note that Woodburn has been achieving relatively high residential densities for the last several years. Table 6 in the UGB Justification Report 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 acre⁴:

- Detached single-family housing accounted for 43% of all new units in Woodburn. The average actual single-family residential density was about 6 units per net buildable acre.
- There were no building permits issued 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 was about 16.3 units per net buildable acre.
- Duplexes accounted for 1% of all new units in Woodburn. The average duplex density was about 12.6 units per net buildable acre.
- Manufactured housing accounted for 24% of all new units in Woodburn. The average actual manufactured housing density was 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

⁴ As defined in the BLI, a net buildable acre equals 43,560 square feet after excluding street rights-of-way and constrained floodplain, riparian corridor and wetland area. Thus, a net buildable acre allows for higher residential densities than a gross acre.

As indicated, but not fully explained in the Residential Land Needs Analysis and UGB Justification Report, substantial upzoning of residential land is proposed within the UGB *in addition to* density increases proposed within UGB expansion areas. The major changes have to do with increased density within:

- Downtown Woodburn – where housing above retail is permitted outright. The BLI assumes that 100 multiple family dwellings will be constructed above retail in the existing downtown area.
- Nodal Medium Density Residential – 22 net buildable acres are proposed for upzoning from MDR to Nodal MDR. The MDR zone allows for 16 dwelling units per acre, whereas Nodal MDR allows a maximum of 24 dwelling units per acre.
- Nodal Low Density Residential – 153 net buildable acres are proposed for upzoning from LDR to Nodal LDR. The LDR zone has a minimum lot size of 6,000 square feet (up to 7.3 units per net buildable acre), whereas Nodal MDR 4,000 square feet (up to 10.9 dwelling units per net buildable acre).

The 2005 BLI describes vacant, partially vacant, and potentially redevelopable industrial and commercial parcels within the *existing* UGB. You are correct that the BLI does not address the potential to assemble smaller industrial parcels to create larger ones. However, a review of the BLI Map shows a checkerboard of vacant industrial parcels within the existing UGB, ranging from 0.10 to 11.32 acres, with an average parcel size of 2.2 acres. Of these vacant parcels, only six parcels abut other vacant parcels, and therefore conceivably could be “assembled.” The table below describes each of these parcels.

Tax Lot ID	Parcel Size	Assembled Parcel Size
051W08A 00800	1.18	
051W08A 01200	1.13	2.31
051W08B 02000	1.62	
051W08B 02100	1.15	2.77
051W08B 01500	2.15	
051W08BC00500	2.58	4.73

However, assembling these parcels to achieve a needed site size does not mean that the assembled “site” meets the site suitability requirements of targeted industries. As noted in EOA and ECONorthwest’s October 2003 industrial siting memorandum, virtually all targeted industries prefer I-5 access and most prefer to locate in an industrial or business park setting.

Winterbrook has also reviewed partially vacant and redevelopable parcels in terms of their suitability to meet the needs of targeted industries. As shown on aerial photographs, all but one of the partially vacant parcels have substantial improvements (buildings and parking lots) along the primary street access, with undeveloped areas behind or to the side of improved site area. Like the WINCO site, it is probable that the undeveloped portions of

these lots are being held for future expansion – and are not available for targeted industries. If the owner did not plan to expand on their respective sites, the vacant portions of these parcels would have been partitioned off and placed on the market. This has not occurred.

City staff has contacted all owners of land identified as partially vacant within the existing UGB. All but one of the landowners stated an intent to use the land for future expansion or keep it for its existing use. Therefore, only one of the partially vacant parcels was considered available to meet siting requirements for new targeted industries. This parcel contains 3.6 undeveloped acres.

Correction

- **Findings of Fact, page 197- ORS 197.232 is an incorrect statutory citation. The department assumes the intended citation is ORS 197.732 regarding Goal Exceptions.**

As indicated in the May 2005 UGB Justification Report, the City is now relying on the new Goal 14 (Urbanization) adopted by LCDRC on April 28, 2005. The new Goal 14 makes it clear that the Goal 2 exceptions process no longer applies to UGB amendments.

Factor 6- Retention of agricultural land as defined, with Class I being the highest priority and Class VI the lowest priority; and ORS 197.298.

Goal 14, Factor 6 and ORS 197.298 are not one and the same, so the city should be careful when addressing them together under the same heading. The department believes it is more appropriate to use the format from the UGB Justification Report, where each statutory requirement, and factor 6, has a corresponding response.

Study areas 2 and 7 are proposed for partial expansion. Study Area 2 contains additional areas of lower priority soils that have not been included and has been found to be optimal for expansion based on service efficiency. The city's reliance on the "factor 4-maximize efficiency" finding is on its face, and without further explanation, insufficient to satisfy this criterion. For Study Area 7, findings also need to specifically indicate why additional class III and IV soils in this area were not brought in for expansion instead of other areas containing lower priority soils. Large parcel sizes in this southernmost portion of Study area 7 could also satisfy industrial site requirements. Study area 7 was found to be optimal for expansion based on service efficiency.

In reference to these study areas, the city should elaborate on how the expansion avoids the highest value farmland possible while including the lowest soil classes in a feasible UGB configuration in compliance with factor 6.

I agree that there are subtle differences between Goal 14, Factor 6 and ORS 197.298 priorities⁵ and that the approach outlined in the UGB Justification Report is more effective.

⁵ Subsection 3 reads in relevant part: "Land of lower priority under subsection (1) of this section may be included in an urban growth boundary * * * for one of the following reasons:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority

During the City Council's deliberations on April 25, 2005, Mr. Winterowd offered specific recommendations to address the relationship between Goal 14, Factor 4 (land use efficiency) and ORS 197.298 priorities. From the outset, it is important to note that Winterbrook did not propose expanding the SWIR onto Class I agricultural soils west of Butteville Road based on ORS 197.298 priorities and Goal 14, Factor 6.⁶

North Study Area 2. Study Area 2 includes the second largest concentration of Class III agricultural soils⁷ within the eight study areas considered for UGB expansion. This Class III area is located southeast of the I-5 / Crosby Road intersection. An area of Class II soils lies between the Class III soil area and the UGB. In order to provide sanitary sewer, water and transportation facilities to the Class III area, Class II land must be included within the UGB as allowed under ORS 197.298(3)(c). Boones Ferry Road and Crosby Road are shown in the draft TSP as minor arterials that must be extended to serve the area with Class II soils. As shown on aerial photographs and approved development plats, the only street access available to the proposed UGB expansion area west of Boones Ferry Road is a local street, which is incapable of handling the large volumes of traffic that would result from residential development of Class III soils in this area. Moreover, construction of these arterial extensions will help divert traffic from the highly congested east leg of the I-5 Interchange, and Crosby Road provides an excellent buffer between proposed urban residential land and farm land to the north. Thus, Class II agricultural soils on the western and southern portions of the so-called "Fessler property" (Tax Lots 51W6C 100-300) were included within the UGB to allow for the inclusion of relatively low quality agricultural soils, while minimizing conflicts between urban development and nearby agricultural operations, and ensuring maximum efficiency of land use, as authorized under Goal 14, Factors 1-4 and ORS 197.298(3)(c).

However, Mr. Winterowd recommended a change to the UGB in Study Area 2 to address ORS 197.298 priorities. As pointed out by 1000 Friends and others, there is a large inclusion of Class I agricultural soils located north of the UGB and east of Boones Ferry Road – in the eastern portion of the Golf Course property (Tax Lot 51W6E 501). Although some of this Class I area is occupied by a golf course, some would be developed for residential use if included within the UGB as recommended by the Planning Commission. Based on our understanding of case law, the golf course does not "commit" this area to non-farm use. I also am not persuaded that a "specific need" can be demonstrated for higher-end housing under ORS 197.298(3)(a). The Class I soils are located to the east of a required emergency access road connecting land approved for residential development within the UGB to Boones Ferry Road. This emergency access cuts off an area of Class II

lands;

(b) Future urban services could not reasonably be provided to higher priority lands due to topographical or other physical constraints; or

(c) Maximum efficiency of land uses requires inclusion of lower priority lands in order to include or to provide services to higher priority lands."

⁶ Under the new Goal 14, Factor 6 no longer exists, although ORS 197.298 is explicitly cited.

⁷ Please note that Class IV-VI soils in the Woodburn area are associated with riparian corridors that are unbuildable, and therefore do not meet residential, industrial, commercial, active park or school site suitability criteria. In Woodburn's case, bringing Class IV-VI riparian corridors and wetlands into the UGB would not meet identified population, employment or livability needs.

and IV soils from predominantly Class I soils to the east. Therefore, we have recommended that the area with predominantly Class I agricultural soils to the east of this emergency access road be excluded from the UGB, consistent with ORS 197.298 priorities.

Southwest Study Area 7. Study Area 7 includes the largest concentration of Class III soils in the eight study areas. A change is also proposed at the perimeter of the UGB in Study Area 7 to address comments received from the Oregon Department of Agriculture and 1000 Friends during the public hearing process. With respect to the industrial land near I-5, we are now recommending that the 56-acre SWIR parcel (Study Area 2, eastern portion of 52W14 1300 – predominantly Class II agricultural soils) west of Butteville Road be removed from the proposed UGB, to be replaced by a 50-acre parcel (52W23 0100 – predominantly Class III agricultural soils) south of the proposed South Arterial. The primary reason for this change is to meet ORS 197.298 priorities. A secondary, but nevertheless important reason is to facilitate extension of the South Arterial, by encouraging industrial development on both sides of this critical street. With regard to new Goal 14, Factor 4 (an issue raised by the Oregon Department of Agriculture), the loss of a public street to buffer the relatively low impacts on agricultural land from industrial uses is outweighed by the ORS 197.298 imperative to expand UGB into Class III (rather than Class I or II) – agricultural soils.

Correction

- Correction on Findings of Fact, page 211. The referenced “Table 13” is missing, and should be labeled as Table 10, as found in the Revised UGB Justification Report.

As noted above, the draft findings of fact, as they pertain to Goals 9-14, will be incorporated into the UGB Justification Report. In this manner, we hope to correct any remaining inconsistencies.

Factor 7- Compatibility of the proposed urban uses with agricultural activities.

Based on Winterbrook's response to the department's April 2004 comment letter, and as discussed in our March 10, 2005 meeting, the city needs to document its intent and approach to establish "right to farm" covenants that would deed-restrict residential "edge" properties proposed in expansion areas to the north of the city (Study Area 2). Such an approach would also be appropriate for residential edge properties planned for in the southwest part of the city (Study Area 7). In its response letter to the city, Winterbrook wrote:

"As indicated under Goal 14, factor 5 discussion we agreed 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."

This action would be a response to Goal 14, Factor 7, but also to Goal 2 (standard 4), to demonstrate "measures have been taken to reduce adverse impacts" from residential development on adjacent agricultural practices. The department believes this approach would effectively address agricultural compatibility issues in these areas.

The annexation approval criteria have been amended to require a right to farm covenant as part of the annexation approval process.

Corrections

- Findings of Fact, page 197- ORS 197.232 is a wrong statutory citation and does not exist. The department assumes the intended citation is ORS 197.732 regarding Goal Exceptions.
- Table 13 is missing from the Findings of Fact, (page 211) under the Goal 14 analysis, Agricultural Soils and Classifications Summary, and should be relabeled "Table 10."
- Findings of Fact, page 193, correct heading to "Factor 3- Orderly and economic provision of public facilities and services"

The above corrections will be incorporated into the final UGB Justification Report.

Proposed Goal and Policy Amendments

1. Policy Table 1, p 7: Some of the stated density ranges don't appear to be consistent with the stated minimum lot sizes. For example, The Nodal Residential Overlay Zone (RMN) shows a density range of 10-22 dwelling units (du)/acre, but the smallest minimum lot size, 3,000 square feet, yields 14.52 du/gross acre (per net acre would be even less). Another example: The RS1 zone shows a range of 9-12 du/acre but there is only one minimum lot size, and no stated maximum lot size.

I have worked with Winterbrook to revise Policy Table 1 to ensure that it accurately reflects the range of densities allowed by the WDO. However, with regard to the examples listed

above:

- The minimum and maximum densities for all zones were calculated for blocks of 200' length. Since corner lots have larger lot sizes in all the zones, the overall densities for housing types in the zones are lower than if all the lots were interior lots.
 - We can use the Nodal MDR concern as an example of this corner lot effect. The Nodal MDR plan designation allows 10-24 dwelling units per net buildable acre. Apartments typically are not constructed on individual lots and are allowed at 24 du per net buildable acre. However, rowhomes (attached single family) are permitted on individual lots of 3,000 square feet each, *and* 3,600 square feet for corner lots, at a maximum of 13.6 dwelling units per acre, given 200' block lengths (2 corner lots for every 4 interior lots). Duplexes are also allowed at 4,000 square feet per unit in this zone, which would provide a maximum density of 10.9 du per net buildable acre. However, we do not anticipate entire blocks of duplex dwellings. The minimum density is 80% of the maximum allowed density, which provides a minimum density of about 10 du per net buildable acre for duplexes and rowhouses, and 19 dwelling units per net buildable acre for apartments.
 - The RS1 zone is fully developed for retirement dwellings in the Senior Estates PUD and no new RS1 zoning is allowed in the City of Woodburn. The Comprehensive Plan tables have been revised to reduce confusion on this issue.
 - There seems to be some confusion about "net" acres related to density as well. We define a "net buildable acre" as 43,560 square feet of land *after* ROW has been excluded – as in, an entire acre of buildable land without any ROW. Whereas a "gross buildable acre" is 43,560 square feet of land *before* ROW is excluded. A net buildable acre is not what is left over after taking ROW out of a gross buildable acre. Therefore, net densities would not be lower than gross densities – they would be higher. The calculation of density derived from lot sizes in this concern is actually net density, as lot sizes do not include ROW.
2. *Zoning* section, p 8 - last sentence, and *Review, Revision and Update* section, p 11, 2nd and 4th sentences: It appears that "Comprehensive Plan" should replace "Land Use Plan."

This has been corrected.

3. *Transportation Plan* section, p 9: 2nd sentence is missing a word. Should read: "The 2004 TSP includes goals and objectives ..."

This has been corrected.

Proposed Land Use Zoning Draft Amendments

Some of the following comments are advisory, and intended to help the city establish standards that will achieve successful developments and a livable community.

1. Section 2.102.07 F. 1. Landscaping and Sidewalks (RS Zone): These regulations allow an option of either curb-tight sidewalks or sidewalks with street trees. In residential zones, a planter strip with street trees between the curb and sidewalk should be required, and needs to be consistent with the proposed street standards in the city's final draft Transportation System Plan.

The city's policy is to require property line sidewalks wherever feasible. This is supported by the TSP cross sections. However, we often run into situations in infill areas where existing sidewalk alignment or right of way constraints necessitate curb line sidewalks. The WDO allows the specific location of a sidewalk to be determined in conjunction with the development application. This was the policy direction when the WDO was adopted three years ago and it has worked well. Therefore, no changes are deemed necessary.

2. Section 2.105.05 C. 1. a. 2 (CO Zone) and Section 2.106.05 C. 2. a. 2) (CG Zone): Setting a maximum front setback is good, but 150 feet is a very large standard. No parking is allowed in the front setback, which is appropriate, so it seems counter-productive and land intensive to allow buildings to be sited so far back from the street.

The intent of the 150-foot maximum setback is to prevent large expanses of parking lot between buildings and a street. It was not intended to require all buildings to be located adjacent to the street. No changes are deemed necessary.

3. Section 2.108.06 A. 3. (NNC Zone): Setting a building size limit is a good idea, however 60,000 square feet is too large for a single business in the NNC. This means that you could have a building with 3-5 businesses totaling 180,000-300,000 square feet, which is excessive for achieving the benefits of successful neighborhood nodal development. The single business size limit could be reduced to 5,000-10,000 square feet, or change the 60,000 square foot standard to maximum *building* size (to allow a supermarket).¹⁸

The 60,000 square foot maximum size limit is intended to be big enough to allow a standard supermarket, but small enough to prohibit a "Big Box" store or shopping mall. It should not matter whether a single building contains multiple businesses that do not exceed 60,000 square feet or if they are housed in separate buildings on the same site. Limiting the acreage of the nodal commercial area to 12 acres and limiting the business size to 60,000 square feet effectively discourages using it as a shopping mall or "Big Box" center. No changes are deemed necessary.

4. Section 2.108.06 A. 1. (NNC Zone): Similar to the previous comment, 15 acres is too large a maximum site size for the NNC zone. NC zone sites are typically 3-5 acres.¹⁹

Neighborhood commercial zones vary widely from jurisdiction to jurisdiction, depending on the function of the zone. The nodal neighborhood center is intended to be anchored by a grocery store of not more than 60,000 square feet, supported by smaller-scale retail and office development. A site of 3-5 acres is insufficient to meet this need. The NNC zone has been revised to limit NNC zones to a maximum of 12 acres which is consistent with the proposed NNC zone in the southwest UGB expansion area.

5. Chapter 2.110 (IL Zone): Woodburn has no Heavy or General Industrial Zone, just the IP Zone and IL Zones. The IL allows heavy industrial uses and so should be renamed to General Industrial.

The IL zone allows some heavy industrial uses as conditional uses instead of creating another zoning district, such as a Heavy or General Industrial zone, to allow such uses as permitted uses. The city's policy has been to generally discourage heavy industrial uses. Changing the IL zone to a Heavy or General Industrial zone would be contrary to this policy by making it appear that the city encourages heavy industrial uses. No changes are deemed necessary.

6. Section 2.114.03 (A) (P/SP Zone): Missing word: "Targeted industries and services identified in Table 2.1.21 are allowed in the SWIR"

This has been corrected.

7. Section 2.115.03 A. (RSN Overlay): Missing word: "... are allowed in the RSN Overlay District ..."

This has been corrected.

8. Section 2.115.03 D. 3. a. 2), 2.115.04 E. 2, 2.116.05 D. 4. a. 2) (rear setbacks): There is only one rear setback standard for all lots. Twenty feet is appropriate for street-access lots but excessive for rear alley-accessed lots. The department recommends 6-8 feet.²⁰

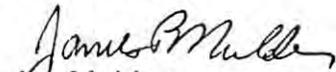
This is an issue that has received a great deal of discussion with the City Council and Planning Commission over the years. Policy direction has consistently been to provide substantial rear yards as reflected by the minimum 24-foot rear yard setback for a single-story dwelling and 30-foot rear yard setback for a two-story dwelling in the Single Family Residential zone. However, the rear yard setback is proposed to be reduced to 20 feet in the nodal overlays, but it is intended to still provide for a substantial rear yard, especially when the front yard has been significantly reduced.

Similarly, the City has consistently required two parking spaces on a driveway leading to a garage to minimize on-street parking of vehicles. The proposed standard requires a 20-foot driveway leading to a garage abutting an alley, but through the master planning and PUD process for development in the Residential Overlay Districts, it may be possible to reduce this standard to address special needs or characteristics of specific developments. No changes are deemed necessary.

As you may be aware, the City Council has provided an opportunity for additional written testimony to be submitted before they make a decision regarding the proposed periodic review amendments. The deadline for additional written testimony is 5:00 p.m. on June 27, 2005.

Thank you for your comments and continued assistance. As you can see, we have incorporated many of your suggestions into the City's revised proposal. If you have any questions regarding these responses, please contact me at (503) 982-5246 or e-mail me at jim.mulder@ci.woodburn.or.us.

Sincerely,



Jim Mulder
Community Development Director

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Item 14

REAL ESTATE & DEVELOPMENT

Ridgefield growth continues with 330-acre mixed-use project

BY KENNEDY SMITH
Daily Journal of Commerce

After announcing several commercial and industrial projects totaling 335,000 square feet either under way or proposed – as well as predicting an influx of business growth complemented by a surge of residential development in the area – Ridgefield, Wash., has been steadily gaining a reputation as the next commercial and residential hub of Clark County.

Now, the town located 10 miles north of Vancouver has another development in the works, this time in the form of a 330-acre commercial and residential mixed-use project.

The Schuck Corp., a Colorado Springs, Colo.-based developer, is calling the Union

Ridge development the largest in the region.

Schuck Corp. purchased the property now called Union Ridge in late 2000, and after a period of preparation with city officials and citizens, a site plan for the mixed-use concept including retail, commercial, office, industrial and housing was completed.

Dollar Tree Stores Inc. was the first to develop at Union Ridge. The nation's leading operator of discount variety stores completed construction of its \$40 million distribution center in mid-2004 and currently employs more than 100 residents. The 650,000-square-foot center – the largest structure in Clark County – will now be open for tours.

"This is the next step for development at Union Ridge," said Bart Phillips, president of the Columbia River Economic Development Council, public/private partnership that en-

courages businesses to relocate or expand in Clark County. "(Union Ridge) is well on its way to becoming a significant economic engine for the region."

Other area projects that Ridgefield has recently announced include a 104,000-square-foot office, warehouse and production building for Pacific Power Products; a 35,640-square-foot educational training building on 29 acres for the Seventh Day Adventist Church North Pacific Union Conference; a three-building, 50,000-square-foot industrial condominium complex by Hinton Development Corp. of Vancouver; and a 19,000-square-foot office and retail building east of state Route 501 and south of 56th Place.

The city has been reviewing additional plans for subdivisions and other commercial development, the city reported.

Additionally, Ridgefield recently received \$9 million in federal funding for the Pioneer Street/state Route-501 interchange replacement project in anticipation of population growth over the next 20 years.

During the next 20 years, Ridgefield is set to grow from a population of 2,900 to more than 25,000, with an employment base of more than 16,000 new jobs over the same amount of time, according to the city of Ridgefield's Web site.

To accommodate expected residential growth, the city has approved nearly 1,100 new residential lots with 400 more lots currently under review.

Kennedy Smith covers commercial real estate, law and finance for the Daily Journal of Commerce. She can be reached by e-mail at kennedy.smith@djcOregon.com or by phone at 503-221-3314.

Item 15

DRAFT

TECHNICAL REPORT 1
BUILDABLE LANDS INVENTORY

INSIDE THE PROPOSED WOODBURN URBAN GROWTH BOUNDARY

Prepared for:

CITY OF WOODBURN
270 Montgomery Street
Woodburn, OR 97071

Prepared by:

WINTERBROOK PLANNING
310 SW Fourth, Suite 1100
Portland, Oregon 97204



Revised July 2005

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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 a 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.

This Buildable Lands Inventory begins by describing buildable lands within Woodburn's existing (2002) UGB, then details buildable lands within the 2005 Plan – a UGB expansion that meets identified residential, public, and employment needs.

The 2005 Revisions are based on comments by the Department of Land Conservation and Development, Marion County, and others regarding the methods and results of the 2003 Buildable Lands Inventory. The 2005 BLI also takes into account Council direction regarding the relocation of the UGB in response to public comments.

FINDINGS OVERVIEW

Tables A and B describe existing buildable lands within the Woodburn UGB as of 2002 in “net buildable” acres (described in the Methodology section below). There were about 108 acres of commercial land, 127 acres of industrial land, 403 acres of low density residential land, 108 acres of medium-high density residential land, and 6 acres of public/open space land.

Table A: Buildable Lands Summary, 2002 UGB

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 B describes the lot sizes of tax lots within the 2002 UGB. The vast majority of tax lots are under 1 acre in size. Of note, there are only 5 buildable (as described in the Methodology section below) tax lots over 20 acres in size within the 2002 UGB, and none are planned for industrial use.

Table B: Buildable Lots by Size, 2002 UGB

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

Table 1 (Buildable Lands Summary) provides the net buildable area, in acres, of land in each comprehensive plan designation inside Woodburn's 2005 Plan 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 within the 2005 Plan

UGB. The difference in net acres between the 2005 Plan and the 2002 UGB is approximately 30 net buildable acres of Commercial land, 360 net buildable acres of Industrial land, 8 fewer net buildable acres of Low Density Residential land, 108 acres of residential exceptions area, 220 additional acres of Nodal LDR, 35 fewer acres of Medium Density Residential land, and an additional 73 acres of Nodal MDR. These expansions include a substantial number of lots with over 1 net buildable acre, and 6 additional industrial lots with over 20 net buildable acres each to meet identified industrial siting needs.

The dwelling unit capacity figures must be viewed in the context of the Residential Needs Analysis (Technical Report 2), which includes a need for 210 acres of residential land for park, school, religious, and group housing uses. Meaning 210 acres of this residential land supply will not be used for dwelling units. Industrial siting needs are defined by ECONorthwest's 2003 Memorandum titled "Site Requirements for Woodburn Target Industries", and further explained in the UGB Justification Report. The 2005 Plan creates a range of industrial sites and provides choice in the marketplace. Not all of the industrial land proposed by this plan is expected to develop by 2020.

Table 1: Buildable Lands Summary, 2005 Plan

Plan Designation	Net Buildable Acres	Unit Capacity (RES) or Employee Capacity (IND, COM)
Commercial	127	2,800
Industrial*	407	4,500
Low Density Residential	371	2,976
Residential Exception Area	108	295
Nodal LDR	220	1,758
Medium Density Residential	80	1,102
Nodal MDR	73	1,307

*See discussion below regarding availability of industrial land inside the existing UGB to meet needs of targeted industries.

Table 2: Buildable Lots by Size, 2005 Plan

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	154	26	3	4	7	0
Nodal LDR	2	0	2	3	0	2
MDR	38	8	3	1	0	0
Nodal MDR	3	3	4	2	0	0
Commercial	57	17	2	1	1	0
Industrial	11	11	3	4	4	2

DEFINITIONS

Vacant Land is both: (a) parcels greater than or equal to (\geq) 4,356 square feet with improvement value of less than or equal to (\leq) \$5,000 which do not have an approved building permit;¹ and (b) parcels with an area greater than or equal to (\geq) 5.0 acres with a single family residence, with 0.2 acres subtracted to account for the residence, regardless of the zoning district. Vacant land may be constrained or unconstrained².

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 $\frac{1}{2}$ 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.³

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.⁴

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.

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.

² Parcels of commercial or industrial land greater than $\frac{1}{2}$ acre with a house were considered vacant with a $\frac{1}{2}$ acre buildable area deduction for the house.

³ The City of Woodburn contacted representatives of all Industrial lands identified as partially vacant through this method. Parcels were not considered available to meet new industrial siting needs – as identified by ECONorthwest in a 2003 memorandum titled “Site Requirements for Woodburn Target Industries” and further explained in the UGB Justification Report – if the current industrial owner was actually using them or if they are being held for future expansion of the existing industry. These parcels continue to be available for future employees.

⁴ The 0.2 acre figure for a remaining single-family residence represents what is likely to occur during the planning period, on average.

- 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.⁵

Developed Land is land not included within the vacant buildable land categories. That is, land which is not suitable or available to meet long-term growth needs.

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, 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. Winterbrook used right-of-way assumptions of 20% for low density residential land, 10% for medium density residential, 15% for nodal medium density residential, 10% for commercial, and 15% for industrial lands.⁶

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

⁵ Commercial and Industrial parcels of less than ½ acre with improvement value were considered potentially redevelopable if the value of the improvement was less than the value of the land. The 2000 Buildable Lands and Urbanization Project identified lands with improvement to land value of 30% or less as redevelopable. None of the 4 parcels, comprising 0.8 acres, identified for Industrial redevelopment in the 2000 study have redeveloped for industrial use as of 2004.

⁶ Right-of-way assumptions for low density residential were on average 22% right-of-way in subdivisions developed from 1998 to 2003. Reduced right-of-way assumptions for medium density residential reflect more efficient land use. Nodal medium density residential land includes alleys, which increases right-of-way but still uses less than low density residential. Commercial and industrial lands are assumed to have more campus-oriented development which decreases use of right-of-way. Internal right-of-way was not removed from industrial lands in the Southwest Industrial Reserve area that cannot be further subdivided.

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.
4. **Verification.** Winterbrook relied on year 2000 aerials that the City 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 (Technical Report 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

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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.

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 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, intl. 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. Residential buildable lands parcel tables are found at the end of this document in Tables 11-14.

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.⁷ In addition, platted subdivision lots should logically be assigned one dwelling unit each, rather than counting their combined acreage as buildable. The dwelling unit figures follow this methodology.

The residential vacant buildable land inventory is summarized in Table 3, below. There are 332 total vacant buildable acres of land outside of residential exceptions areas planned for low density residential (LDR), sufficient to supply 1,780 total dwelling units. There are 206 total vacant buildable acres of land planned for nodal low density residential (NLDR), sufficient to supply 1,645 total dwelling units. There are 44 total vacant buildable acres of land planned for medium-high density residential (MDR), sufficient to supply 590 total dwelling units. There are 67 total vacant buildable acres of land planned for nodal medium-high density residential (NMDR), sufficient to supply 1,191 total dwelling units.

Table 3: Residential Vacant Buildable Lands, 2005 Plan

Plan Designation	Net Buildable Acreage	Potential DU Capacity
LDR	196	1,006
Expansion LDR	136	774
Nodal LDR	139	1,107
Expansion Nodal LDR	67	538
MDR	44	590
Expansion MDR	8	105
Nodal MDR	22	389
Expansion Nodal MDR	45	802
Total	679	5,311

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.

⁷ 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.

As shown in Table 4, residential infill land is found only in lots designated for LDR and MDR. The majority of residential infill land is in the LDR designation, with 34 acres. MDR contains 1 acre of potential residential infill land.

Table 4: Residential Capacity from Infill, 2005 Plan

Plan Designation	Potential Infill Acres	Potential Infill Capacity (DU)
LDR	34	161
MDR	1	11
Total	35	172

Table 5 shows partially vacant residential area and potential dwelling unit capacity for the proposed UGB. There are a total of 53 acres of partially vacant residential lands, including 3 acres of LDR, 14 acres of Nodal LDR, 3 acres of LDR in proposed expansion areas, 28 acres of MDR, and 5 acres of Nodal MDR in expansion areas.

Table 5: Residential Capacity from Partially Vacant Lands, 2005 Plan

Plan Designation	Partially Vacant Area	Potential Partially Vacant Capacity (DU)
LDR	3	17
Nodal LDR	14	113
Expansion LDR	3	13
MDR	28	396
Expansion Nodal MDR	5	96
Total	53	635

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, in addition to existing residential development.⁸ As shown on Table 6 below, there are 61 buildable residential exception area tax lots with a total capacity of 295 dwelling units. The Residential Exception Area parcel table is found in Appendix A to this document as Table 15.

⁸ Lots with existing developments had 0.2 acres removed to account for the residence. There were 8 partition or subdivision applications approved in the City of Woodburn during the 5-year period from 2000 through 2004. These land divisions resulted in 24 lots on 9.8 acres, for an average density of about 2.4 units per gross acre.

Table 6: Residential Capacity from Exceptions Areas, 2005 Plan

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

Figure 1: Development Pattern of Exception Area



Employment

There are two objectives to the employment lands analysis of this Technical Report. First, to determine vacant, partially vacant, and potentially redevelopable commercial and industrial lands. Second, to determine which of the available industrial lands can meet industrial siting needs identified in Woodburn's Economic Opportunities Analysis and further described in ECONorthwest's 2003 memorandum titled "Site Requirements for Woodburn Target Industries".

Buildable Commercial and Industrial Land Supply

The proposed UGB contains a total of 80 vacant parcels for employment comprising 472 total net buildable acres. Industrial lands include 16 vacant parcels inside the UGB totaling 36 acres, and 11 parcels in the proposed Southwest Industrial Reserve expansion area totaling 359 acres.

The supply of vacant commercial land inside the 2002 UGB consists of 48 tax lots totaling 54 acres. The vacant buildable commercial expansion included within the 2005 plan is 4 tax lots totaling 10 acres.

Parcel Tables for vacant commercial and industrial lands are found in Appendix A to this document, Tables 16-19.

Table 7: Vacant Buildable Commercial and Industrial Land, 2005 Plan

Plan Designation	Number of Parcels	Net Buildable Acres
Industrial	16	36
Expansion IND - SWIR	11	359
Commercial	48	54
Expansion COM	4	10
Total	79	459

Partially Vacant Employment Lands

There were 8 tax lots designated for industrial use inside the 2002 UGB that Winterbrook determined initially to be partially vacant. Woodburn staff contacted the owners of these properties to determine if the land was available for new employment firms or held for future expansion by existing employers on site. Seven of the 8 tax lots identified as partially vacant were being held for future expansion of existing uses. These industrial lots comprised 54 acres and were removed from the inventory for purposes of industrial siting needs comparisons. Partially vacant industrial land suitable to meet new targeted employment uses consist of 1 tax lot with 4 net buildable acres inside the 2002 UGB, and 1 tax lot with 4 net buildable acres within the 2005 Plan expansion area.

Winterbrook identified 5 partially vacant commercial lots, totaling 52 net buildable acres inside the 2002 UGB. The 2005 Plan expansion includes 13 additional partially vacant commercial lots totaling 8 net buildable acres.

Parcel tables for partially vacant industrial and commercial lands are found in Appendix A to this document, Tables 20-23.

Table 8: Partially Vacant Commercial and Industrial Land, 2005 Plan

Plan Designation	Partially Vacant Lots	Partially Vacant Acres
Industrial	1	4
Expansion IND	1	4
Commercial	5	52
Expansion COM	13	8
Total	20	68

Potential Redevelopment Employment Lands

Winterbrook identified a total of 20 industrial and commercial tax lots as potentially redevelopable under the methodology based on improvement vs assessed value as described at the beginning of this document. Additional review of aerial photographs, lot, and street patterns removed two of the potential redevelopment lots, totaling 6 acres, as they were being used for storage as part of neighboring industrial uses.

As shown in Table 9 below, there are 12 commercial and 6 industrial parcels identified as potentially redevelopable, totaling 9 acres.

Parcel tables for potential redevelopment commercial and industrial lands are found in Appendix A to this document, Tables 24-25

Table 9: Potential Redevelopment Commercial and Industrial Land, 2005 Plan

Plan Designation (Zone)	Number of Parcels	Potential Net Buildable Acres
Commercial	12	2
Industrial	6	7
Total	18	9

Industrial Parcel Sizes

Table 10 below summarizes the number and acreage of buildable industrial tax lots by lot sizes. These include vacant, partially vacant, and redevelopable industrial tax lots. This document should be viewed as part of an iterative process in conjunction with the Southwest Industrial Reserve (SWIR) area planning and zoning effort. The SWIR reallocates land within tax lots and common ownerships and defines projected site sizes. The SWIR is detailed in the UGB Justification Report and proposed Comprehensive Plan and Development Ordinance amendments. There are a total of 41 sites with 407 net buildable acres available in the 2005 Plan to meet future new employment siting needs.

Table 10: Buildable Industrial Sites by Size (Net Buildable Acres), 2005 Plan

	<2	2-5	5-10	10-25	25-50	50-100	100+	Totals
Number	16	9	7	4	3	1	1	41
Net Buildable Acres	8	30	49	56	103	65	96	407

APPENDIX A: PARCEL TABLES

Table 11: Vacant Residential Taxlots – Existing UGB

Residential Vacant Taxlots – Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W06C 01200	WELLMAN,GENE M & PATRICIA C	NONE	Vac	0.9	0.7	0.7	5	0.0	0	0.0	0	0.0	0
051W06CD01200	MILLER,GARY LEE LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD01700	M-C BUILDERS INC	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W06CD03200	MILLER,DONALD	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD03900	FIOCCHI,JOHN &	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD05500	MILLER,GARY LEE LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD05700	SERGE SERDSEV CONSTRUCTION LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD07200	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD09100	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD09900	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD10000	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD10800	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD10900	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06CD11700	HERITAGE MEADOWS LLC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06D 00602	OREGON GOLF ASSOCIATION	RS	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W06DC01900	TUKWILA PARTNERS	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W06DC02700	TUKWILA PARTNERS	RS	Vac	0.9	0.7	0.7	4	0.0	0	0.0	0	0.0	0
051W07AA05500	IRONWOOD AT TUCKWILA HOMEOWNERS	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07AA07400	TUKWILA PARTNERS	RS	Vac	24.6	19.7	19.7	135	0.0	0	0.0	0	0.0	0
051W07AA08300	UNITED PROPERTIES OREGON INC	RS	Vac	0.4	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W07AB00400	HAZELNUT A PARTNERS	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W07AB00500	HAZELNUT A PARTNERS	RS	Vac	0.8	0.7	0.7	4	0.0	0	0.0	0	0.0	0
051W07AB00600	HAZELNUT A PARTNERS	RS	Vac	0.6	0.5	0.5	3	0.0	0	0.0	0	0.0	0
051W07AB00700	WITHERS LUMBER CO INC	RS	Vac	0.6	0.5	0.5	3	0.0	0	0.0	0	0.0	0
051W07AB00800	HAZELNUT A PARTNERS	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W07AB02600	TUKWILA PARTNERS	RS	Vac	2.2	1.8	1.8	12	0.0	0	0.0	0	0.0	0
051W07AB02601	TUKWILA PARTNERS	RS	Vac	12.4	9.9	9.1	62	0.0	0	0.0	0	0.0	0

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Residential Vacant Taxlots - Existing UGB	OWNER NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W07AB03200	TUKWILA PARTNERS	RS	Vac	2.9	1.9	1.9	12	0.0	0	0.0	0	0.0	0
051W07AB04400	TUKWILA PARTNERS	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07AB05900	TUKWILA PARTNERS	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W07AC01900	KRAITER,GENE R &	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BA00200	WOODBURN ART LEAGUE	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W07BA00600	CITY OF WOODBURN	RS	Vac	2.5	2.0	2.0	13	0.0	0	0.0	0	0.0	0
051W07BA01000		RM	Vac	1.5	1.2	0.0	0	0.0	0	1.2	21	0.0	0
051W07BA02400	CITY OF WOODBURN	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W07BC17500	TOWN GROUP INC, THE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BC17700	CASE,M D &	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BC19800	M D CASE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD00200		RM	Vac	0.8	0.6	0.0	0	0.0	0	0.6	10	0.0	0
051W07BD00300		RM	Vac	0.2	0.2	0.0	0	0.0	0	0.2	2	0.0	0
051W07BD00400		RM	Vac	0.8	0.6	0.0	0	0.0	0	0.6	10	0.0	0
051W07BD03800	CHRISTIANSSEN,WILLIAM &	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD04500	OSTERGAARD,DEWARD J & VERA NANCY	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD04600	BENMUN DEVELOPMENT INC	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD06600	VANDERWEY,JOHANNES	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD07200	CAPPS,TOM C	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD07300	TOWN GROUP INC, THE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD07500	TOWN GROUP INC, THE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD07600	TOWN GROUP INC, THE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07BD07700	TOWN GROUP INC, THE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CA02801	FLANAGAN,MICHAEL J & CAMILLE A	RM	Vac	0.1	0.1	0.0	0	0.0	0	0.1	1	0.0	0
051W07CA03800	HANRAHAN,JOHN M-ESTATE OF	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CA07402	GARIBO,JUAN & MEDINA,MARTHA	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CB07800	WOODBURN CHILD CARE CLINIC	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	4	0.0	0
051W07CC04400	KISSEL,ANTHONY J	RS	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W07CC04600	KISSEL,ANTHONY J	RS	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W07CC06200	GREGORY,PHYLLIS A	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CC06600	GREGORY,PHYLLIS A	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0

Residential Vacant Taxlots - Existing UGB	OWNER NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W07CC08400	CORNWELL,CHARLES B & LOU J-TRUST	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CC08900	CORNWELL,CHARLES B & LOU J-TRUST	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W07CC10000	SMITH,HAZEL M-TRUSTEE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CC10700	EDWARDS,JOHN W &	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CC11000	SMITH,HAZEL M-TRUSTEE	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07CD04000	OREGON CHILD DEVELOPMENT COALITI	RM	Vac	0.2	0.1	0.0	0	0.0	0	0.1	2	0.0	0
051W07CD04600	OREGON CHILD DEVELOPMENT COALITI	RM	Vac	0.1	0.1	0.0	0	0.0	0	0.1	1	0.0	0
051W07DB03900	NYMAN,MARK A	RM	Vac	0.7	0.6	0.0	0	0.0	0	0.6	9	0.0	0
051W07DB04300	HUNT,ALFRED A & GLORIA A	RM	Vac	0.2	0.2	0.0	0	0.0	0	0.2	2	0.0	0
051W07DC00100	CITY OF WOODBURN	P/SP	Vac	0.8	0.6	0.6	4	0.0	0	0.0	0	0.0	0
051W07DC00100	CITY OF WOODBURN	RS	Vac	0.4	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W07DD00500	CAM,NIKITA I &	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W07DD02400	WOODBURN BACKHOE SERVICE INC	RS	Vac	1.6	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W07DD04900	SCOTT,RANDY T & CATHIE SUE	RS	Vac	0.4	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W07DD06900	KROPF,WALLACE L-TRUSTEE	RM	Vac	0.6	0.4	0.0	0	0.0	0	0.4	7	0.0	0
051W08CC00200	CITY OF WOODBURN	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W08CC02900	KALUGIN,MIKE	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W08CC05000	TRAGNI,CAROL A	RM	Vac	0.9	0.7	0.0	0	0.0	0	0.7	13	0.0	0
051W08CC05400	WOODBURN SCHOOL DISTRICT 103	RM	Vac	2.9	2.3	0.0	0	0.0	0	2.3	40	0.0	0
051W08CC05500	PENDOV,VLADIMIR	RM	Vac	0.3	0.3	0.0	0	0.0	0	0.3	4	0.0	0
051W08CC05800	GRIGORIEFF,JOHN & VERA-TRUSTEE	RM	Vac	0.6	0.5	0.0	0	0.0	0	0.5	8	0.0	0
051W08CC06100	NYMAN,MARK A	RM	Vac	0.7	0.6	0.0	0	0.0	0	0.6	10	0.0	0
051W08CC06200	MILLER,LEROY B & JOY L	RM	Vac	0.6	0.5	0.0	0	0.0	0	0.5	8	0.0	0
051W08CC06300	MILLER,LEROY B & JOY L	RM	Vac	1.1	0.9	0.0	0	0.0	0	0.9	15	0.0	0
051W08CC08200	INTERNATIONAL CHURCH OF	RM	Vac	0.4	0.3	0.0	0	0.0	0	0.3	6	0.0	0
051W08CC08600	INTERNATIONAL CHURCH OF	RM	Vac	0.3	0.3	0.0	0	0.0	0	0.3	4	0.0	0
051W08CC08700	INTERNATIONAL CHURCH OF	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	4	0.0	0
051W08CC08800	HORSWILL,LOHREE K	RM	Vac	0.1	0.1	0.0	0	0.0	0	0.1	1	0.0	0
051W08CC09100	HORSWILL,LOHREE H	RM	Vac	1.2	1.0	0.0	0	0.0	0	1.0	16	0.0	0
051W08CD07000	LANG,GUENTER H & E R ETAL	RM	Vac	0.2	0.1	0.0	0	0.0	0	0.1	2	0.0	0
051W08CD07100	LANG,GUENTER H & E R ETAL	RM	Vac	0.2	0.2	0.0	0	0.0	0	0.2	2	0.0	0

Residential Vacant Taxlots - Existing UGB	OWNER NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W08CD07800	BRUSVEN, AMOS O & PEBBLE I	RM	Vac	1.6	1.2	0.0	0	0.0	0	1.2	21	0.0	0
051W08CD08100	MEYER, JAMES T & ANN M	RM	Vac	0.1	0.1	0.0	0	0.0	0	0.1	1	0.0	0
051W08DA06800	ALDRIDGE FAMILY LTD	RM	Vac	0.5	0.4	0.0	0	0.0	0	0.4	7	0.0	0
051W08DA06900	ALDRIDGE FAMILY LTD	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	3	0.0	0
051W08DA07000	ALDRIDGE FAMILY LTD	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	3	0.0	0
051W08DA07100	ALDRIDGE FAMILY LTD	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	3	0.0	0
051W08DA07200	ALDRIDGE FAMILY LTD	RM	Vac	0.3	0.2	0.0	0	0.0	0	0.2	3	0.0	0
051W08DA07600	MENDONCA, STEVE &	RM	Vac	0.1	0.1	0.0	0	0.0	0	0.1	1	0.0	0
051W08DA08000	JENNINGS, JERRY M &	RM	Vac	7.1	5.6	0.0	0	0.0	0	5.6	98	0.0	0
051W08DC01700	JAEGER, CATHERINE M-TR	RM	Vac	0.2	0.2	0.0	0	0.0	0	0.2	2	0.0	0
051W08DC04900		RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W08DC05803	SAMOILOV, MIKE	RS	Vac	0.4	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W08DC06101	QUALITY PLUS INTERIORS INC	RS	Vac	0.9	0.7	0.7	4	0.0	0	0.0	0	0.0	0
051W08DD04300	FIRST REFORMED CHRISTIAN	RS	Vac	3.6	2.9	2.8	19	0.0	0	0.0	0	0.0	0
051W17AB00500	KAHUT, EDWARD E & SHIRLEY J	NONE	Vac	6.7	5.3	5.3	36	0.0	0	0.0	0	0.0	0
051W17AB00601	OVCHINNIKOV, YAKOV-TRUSTEE	NONE	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W17AB00602	OVCHINNIKOV, YAKOV-TRUSTEE	NONE	Vac	2.4	1.9	1.9	12	0.0	0	0.0	0	0.0	0
051W17AB01000	HENDERSHOTT, DELBERT & BEVERLY	NONE	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W17BA00800	BRUSVEN, AMOS O & PEBBLE I	RM	Vac	0.9	0.7	0.0	0	0.0	0	0.7	12	0.0	0
051W17BA00900	KAUP, CHARLES &	RM	Vac	2.6	2.1	0.0	0	0.0	0	2.1	36	0.0	0
051W17BB03300	YODER, BESSIE	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W17BB06600	LIM, MU GUN & PHIL LIM	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W17BB07300	HILDEBRAND, ALLAN D & NAOMI J	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W17BD00400	KUZMIN, VASILY V & EVDOKIA	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W17BD01700	TORAN, WES	RS	Vac	0.6	0.5	0.5	3	0.0	0	0.0	0	0.0	0
051W17BD02400	SCHIEL, RICHARD A & DEBRA A	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W17BD07700	PORTLAND GENERAL ELECTRIC CO	RS	Vac	3.5	2.8	2.8	19	0.0	0	0.0	0	0.0	0
051W18AA01600	MONNIER, HARRIETT E & WAYNE H	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W18AA02500	LENHARDT, FLOYD	RS	Vac	4.2	0.7	0.5	3	0.0	0	0.1	2	0.0	0
051W18AA03000	LENHARDT, FLOYD R JR & GLADYS R	RS	Vac	2.2	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W18AA03300	LENHARDT, FLOYD R JR &	RS	Vac	3.1	1.0	1.0	6	0.0	0	0.0	0	0.0	0

Residential Vacant Taxlots - Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W18AA03301	LENHARDT,FLOYD R JR &	RS	Vac	0.4	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18AA03800	BIBLE BAPTIST CHURCH	RS	Vac	1.6	0.4	0.3	1	0.0	0	0.0	0	0.0	0
051W18AA04400	CITY OF WOODBURN	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18AA04500	CITY OF WOODBURN	RS	Vac	0.4	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18AA05800	LENHARDT,FLOYD R JR & GLADYS R	RS	Vac	1.3	0.9	0.8	5	0.0	0	0.0	0	0.0	0
051W18AB10100	CHERNISHOV,JOHN F & PANA	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W18AC00300	BARUKOFF,TIM & KUZMA	RM	Vac	0.6	0.1	0.0	0	0.0	0	0.1	2	0.0	0
051W18AC02203	HICKS,JASON A	RS	Vac	0.8	0.6	0.6	4	0.0	0	0.0	0	0.0	0
051W18AD03900	BURT,RICHARD E & BARBARA J	RS	Vac	0.2	0.2	0.0	0	0.0	0	0.2	2	0.0	0
051W18BA07300	HEMESHORN,EVERETT	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18BA11100	HEMESHORN,EVERETT	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W18BC00400	PAUL A ASPER REV LIV TR	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W18BC04000	SMITH,HAZEL M-TRUSTEE	NONE	Vac	6.9	5.0	5.4	36	0.0	0	0.0	0	0.0	0
051W18BC04000	SMITH,HAZEL M-TRUSTEE	RS	Vac	2.1	1.2	5.4	36	0.0	0	0.0	0	0.0	0
051W18BC04200	RUGGLES,GARY D & LINDA L	RS	Vac	1.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W18BC08900	WADSWORTH,THOMAS & KATHERINE-TR	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18BD00100	CITY OF WOODBURN	P/SP	Vac	2.9	0.9	0.9	6	0.0	0	0.0	0	0.0	0
051W18BD02700	UNION PACIFIC RAILROAD CO	RS	Vac	0.4	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W18BD02800	UNION PACIFIC RAILROAD CO	RS	Vac	0.5	0.4	0.4	2	0.0	0	0.0	0	0.0	0
051W18BD05300	CHAUDHARY,ELOISA	RS	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W18BD06600	GARCIA,HIPOLITO & MARTA	RS	Vac	0.9	0.7	0.7	5	0.0	0	0.0	0	0.0	0
051W18BD07401	GLADKIY,MIKHAIL & RAISIA	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18BD08200	GLADKY,MICHAIL	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18BD08401	KEPTYA,IVAN &	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W18BD08600	SAVERCHENKO,PAVEL	RS	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W18C 00300	ZELINKA,IGNICE H & ROSE MARIE	NONE	Vac	0.9	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W18C 00500	TEUBNER,BIRGIT ET AL	NONE	Vac	6.0	4.8	4.8	33	0.0	0	0.0	0	0.0	0
051W18C 01100	ZIMMER,FAYE E & BOCCHI,NANCY K	RS	Vac	5.2	4.1	4.1	28	0.0	0	0.0	0	0.0	0
051W18C 01400	ZIMMER,FAYE E & BOCCHI,NANCY K	RS	Vac	54.3	42.8	42.8	294	0.0	0	0.0	0	0.0	0
051W18CA03100	ROGERS,WILLIAM H &	RS	Vac	0.4	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W18CA07000	CAM,NAZARI	RS	Vac	2.0	1.6	1.6	11	0.0	0	0.0	0	0.0	0

Residential Vacant Taxlots - Existing UGB	OWNER NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W18CA07200	SAMOILOV,MIKE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18CA07201	SAMOILOV,MIKE	RS	Vac	0.3	0.3	0.3	1	0.0	0	0.0	0	0.0	0
051W18CA07202	SAMOILOV,MIKE	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18CA07203	SAMOILOV,MIKE	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18CA18600	SPRINGER ESTATES LLC	RS	Vac	0.8	0.6	0.6	4	0.0	0	0.0	0	0.0	0
051W18CB01100	HOPE LUTHERAN CHURCH OF WOODBURN	RS	Vac	0.6	0.5	0.5	3	0.0	0	0.0	0	0.0	0
051W18CB07400	CITY OF WOODBURN	RS	Vac	0.3	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18CB07800	GONZALEZ,JOSE H	RS	Vac	0.8	0.6	0.6	4	0.0	0	0.0	0	0.0	0
051W18CB08600	OLSON,BERNARD L & VIVIAN N	RS	Vac	1.4	1.1	1.1	7	0.0	0	0.0	0	0.0	0
051W18CB08600	OLSON,BERNARD L & VIVIAN N	NONE	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W18D 00100	CAM,ELENA	RM	Vac	15.4	12.3	0.0	0	0.0	0	12.3	215	0.0	0
051W18DA06400	PAGE,JOHN G &	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18DC02400	FOSTER,LELAND & KAREN M	RS	Vac	0.2	0.2	0.2	1	0.0	0	0.0	0	0.0	0
051W18DC04100	CITY OF WOODBURN	RS	Vac	4.0	0.3	0.2	1	0.0	0	0.1	2	0.0	0
051W19A 02200	SHALIMAR LLC	RM	Vac	2.4	1.1	0.0	0	0.0	0	1.1	19	0.0	0
051W19B 00100	SHALIMAR LLC	RS	Vac	4.9	2.1	2.1	14	0.0	0	0.0	0	0.0	0
051W19B 00200	FORBES,DON	NONE	Vac	7.2	5.5	5.5	37	0.0	0	0.0	0	0.0	0
051W19B 00301	STAHLBERG,GORDON L & A MARIE	NONE	Vac	1.0	0.8	0.8	5	0.0	0	0.0	0	0.0	0
051W19B 00600	SCHWENKE,GREG I & VEZEY,NANCY R	NONE	Vac	31.4	25.1	25.1	172	0.0	0	0.0	0	0.0	0
051W19B 00700	SCHWENKE,GREG I & VEZEY,NANCY R	NONE	Vac	0.7	0.6	0.6	3	0.0	0	0.0	0	0.0	0
051W19B 00800	SCHWENKE,GREG I & VEZEY,NANCY R	NONE	Vac	0.9	0.7	0.7	4	0.0	0	0.0	0	0.0	0
052W12B 00100	STAMPLEY,RAY JR & CECILIA M	NONE	Vac	13.9	5.9	0.0	0	0.0	0	5.9	102	0.0	0
052W13 00100	SMITH,HAZEL M-TRUSTEE	NONE	Vac	141.5	104.6	0.0	0	104.6	1046	0.0	0	0.0	0
052W13 00300	HOBSON,STEPHEN J & SHARON M	NONE	Vac	14.1	7.4	0.0	0	7.4	73	0.0	0	0.0	0
052W13 00800	LOWRIE,CLYDE H & MARJORIE-TRUST	NONE	Vac	24.4	19.6	0.0	0	19.6	195	0.0	0	0.0	0
052W13 01200	BURLINGHAM FARMS INC	NONE	Vac	15.1	11.7	11.7	80	0.0	0	0.0	0	0.0	0
052W13BD00300	WILLIAM H HOLT REVOCABLE TRUST 1	NONE	Vac	4.5	0.2	0.0	0	0.2	1	0.0	0	0.0	0
052W13BD00400	BUSURKIN,WARSANOFI	NONE	Vac	8.5	6.2	0.0	0	6.2	61	0.0	0	0.0	0
052W13BD00500	BEAVER,LENORA	NONE	Vac	1.1	0.8	0.0	0	0.8	8	0.0	0	0.0	0
052W14 00100	PIONEER TRUST COMPANY	RS	Vac	19.6	15.7	0.0	0	0.0	0	0.0	0	15.7	352
052W14 00100	PIONEER TRUST COMPANY	RM	Vac	7.5	6.0	0.0	0	0.0	0	0.0	0	6.0	134

Table 12: Infill Residential Taxlots – Existing UGB

Residential Infill Taxlots – Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W07CB08400	SANDOVAL, GEORGE	RS	Infill	1.0	0.7	0.8	5	0.0	0	0.0	0	0.0	0
051W07CB08500	KISSEL, ANTHONY J	RS	Infill	2.1	1.5	1.6	11	0.0	0	0.0	0	0.0	0
051W07CB08600	SHEVCHENKO, BENJAMIN A & ZINA K	RS	Infill	1.0	0.7	0.8	5	0.0	0	0.0	0	0.0	0
051W07CC08200	TIBBETTS, CECIL W & SANDRA S	RS	Infill	0.8	0.4	0.6	4	0.0	0	0.0	0	0.0	0
051W07DB01100	BLOMENKAMP, BRUCE W & LORRAINE M	RS	Infill	0.8	0.5	0.7	4	0.0	0	0.0	0	0.0	0
051W07DD00701	REICHARDT, DONALD J &	RS	Infill	0.7	0.1	0.3	2	0.0	0	0.0	0	0.0	0
051W08CC04500	CAM, ELENA	RS	Infill	0.7	0.4	0.6	3	0.0	0	0.0	0	0.0	0
051W08CC04700	SMITH, JAMES C & MARTHA B	RS	Infill	0.5	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W08CD05100	SAMARIN, MIKE & TANIA ET AL	RS	Infill	1.1	0.7	0.9	6	0.0	0	0.0	0	0.0	0
051W08CD05200	HARVEY, ERMA M	RS	Infill	0.6	0.3	0.5	3	0.0	0	0.0	0	0.0	0
051W18AA00700	ZOLNIKOV, IVAN & ANA USOLTSEFF	RS	Infill	0.7	0.1	0.2	1	0.0	0	0.0	0	0.0	0
051W18AA01400	MONNIER, HARRIETT E & WAYNE H	RS	Infill	0.8	0.5	0.6	4	0.0	0	0.0	0	0.0	0
051W18AA01500	SANFTLEBEN, MERRIDEL PENNI	RS	Infill	0.5	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W18AA03001	LENHARDT, FLOYD R JR & GLADYS R	RS	Infill	0.8	0.4	0.5	3	0.0	0	0.0	0	0.0	0
051W18AA04600	BLEM, JERRY A	RS	Infill	0.5	0.3	0.4	2	0.0	0	0.0	0	0.0	0
051W18AA05500	MID-VALLEY COMMUNITY	RS	Infill	1.0	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W18AA06200	CORTES, BONIFACIO & MARIA M ASCENC	RS	Infill	1.0	0.6	0.8	5	0.0	0	0.0	0	0.0	0
051W18AA06300	DOMAN, EARL A & DONNA R	RS	Infill	1.0	0.6	0.8	5	0.0	0	0.0	0	0.0	0
051W18AA06900	NISBET, G WAYNE &	RS	Infill	0.8	0.5	0.6	4	0.0	0	0.0	0	0.0	0
051W18AB10000	USOLTSEFF, ANDRON & KALMOGOROFF, V	RS	Infill	0.7	0.3	0.4	3	0.0	0	0.0	0	0.0	0
051W18AB10300	MACFARLANE, DONALD D	RS	Infill	0.6	0.2	0.3	2	0.0	0	0.0	0	0.0	0
051W18AC02200	PEREZ, RUBEN V &	RS	Infill	0.8	0.3	0.5	3	0.0	0	0.0	0	0.0	0
051W18AC02202	DYSINGER, CHARLES A &	RS	Infill	0.6	0.1	0.3	1	0.0	0	0.0	0	0.0	0
051W18AD04500	DOMAN, EARL A & DONNA R	RM	Infill	0.7	0.4	0.0	0	0.0	0	0.4	7	0.0	0
051W18AD05300	ROSER, CHARLES J & DEBORAH A	RM	Infill	0.7	0.4	0.0	0	0.0	0	0.4	7	0.0	0
051W18BB00500	BOWMAN, HOMER N & NANCY-TRUSTEES	RS	Infill	1.3	0.8	1.0	6	0.0	0	0.0	0	0.0	0
051W18BB00600	GALINNIS, WILLIAM J & LORNA J	RS	Infill	0.6	0.3	0.5	3	0.0	0	0.0	0	0.0	0

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Residential Infill Taxlots – Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W18BB11000	BERGERSON, TERRY R &	RS	Infill	0.5	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W18BC04500	RUGGLES, GARY D & LINDA L	RS	Infill	0.6	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W18BC04600	HENDERSON, GERALD D & CARTHIA D	RS	Infill	2.3	1.1	1.2	8	0.0	0	0.0	0	0.0	0
051W18BD02600	RODRIGUEZ, JOSE LUIS & OCTAVIA	RS	Infill	0.9	0.4	0.6	3	0.0	0	0.0	0	0.0	0
051W18BD02900	STATE OF OREGON-DVA	RS	Infill	2.6	0.6	0.7	4	0.0	0	0.0	0	0.0	0
051W18BD03000	QUINTERO, JOSEFA Y	RS	Infill	1.4	0.8	1.0	6	0.0	0	0.0	0	0.0	0
051W18BD05200	OREGON SYNOD OF THE EVANGELICAL	RS	Infill	0.8	0.5	0.6	4	0.0	0	0.0	0	0.0	0
051W18BD06800	HENKES, KAREN JO ET AL	RS	Infill	0.6	0.3	0.5	3	0.0	0	0.0	0	0.0	0
051W18C 00200	WORKMAN, KAY L & CAROLYN M	RS	Infill	1.2	0.8	1.0	6	0.0	0	0.0	0	0.0	0
051W18CA00100	KUZMIN, KSENIA-ESTATE	RS	Infill	0.8	0.5	0.7	4	0.0	0	0.0	0	0.0	0
051W18CA03200	SONNEN, RUDY H & PAULETTE R	RS	Infill	2.8	2.0	2.2	15	0.0	0	0.0	0	0.0	0
051W18CA03800	VALDEZ, BENITO V & BENITA A	RS	Infill	0.5	0.3	0.4	2	0.0	0	0.0	0	0.0	0
051W18CA03900	YBANEZ, ABEL	RS	Infill	0.5	0.3	0.4	2	0.0	0	0.0	0	0.0	0
051W18CA07500	HOUSE OF ZION MINISTRIES INC	RS	Infill	0.8	0.5	0.6	4	0.0	0	0.0	0	0.0	0
051W18CB00300	KEMMERICK, MARY-ETAL	RS	Infill	0.5	0.3	0.4	2	0.0	0	0.0	0	0.0	0
051W18CB08200	KISHPAUGH, VIVIAN M	RS	Infill	0.5	0.2	0.4	2	0.0	0	0.0	0	0.0	0
051W18DA02400	VANDEHEY, EDGAR J & PATRICIA-TRUST	RS	Infill	0.5	0.3	0.1	0	0.0	0	0.1	2	0.0	0
051W18DA03900	MIDURA, ROGER	RS	Infill	0.8	0.5	0.6	4	0.0	0	0.0	0	0.0	0
051W18DA09300	DENTAL, GARY L	RS	Infill	0.5	0.3	0.3	2	0.0	0	0.0	0	0.0	0
051W18DB04600	BAKER, BRICE B &	RS	Infill	1.9	1.3	1.5	10	0.0	0	0.0	0	0.0	0
051W18DB05402	OREGON REHABILITATION HOUSING AS	RS	Infill	0.7	0.4	0.6	4	0.0	0	0.0	0	0.0	0
051W18DB11800	VREDENBURG, HENRY EDWARD & LYNDIA	RS	Infill	0.5	0.0	0.2	1	0.0	0	0.0	0	0.0	0
052W12DA02000	HEIDT, EUGENE N	RM	Infill	1.8	1.2	1.4	9	0.0	0	0.0	0	0.0	0
052W12DA03800	MENDENHALL, DAVID L ET AL	RS	Infill	2.0	1.5	1.6	11	0.0	0	0.0	0	0.0	0
052W13 00400	MONNIER, RONALD A & DEBRA S	RS	Infill	1.1	0.7	0.8	5	0.0	0	0.0	0	0.0	0

Table 13: Partially Vacant Residential Taxlots – Existing UGB

Residential Partially Vacant Taxlots – Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
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Residential Partially Vacant Taxlots – Existing UGB	OWNER_NAME	ZONING	Dev	AC	Net Build Area	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
052W13 00200	PIONEER TRUST COMPANY	RM	Pvac	19.7	10.3	0.0	0	0.0	0	11.1	194	0.0	0
052W12B 00300	SPRAGUE, BENNIE	NONE	Pvac	19.9	10.9	0.0	0	0.0	0	10.9	191	0.0	0
052W13 00200	PIONEER TRUST COMPANY	RS	Pvac	35.7	14.2	0.0	0	14.2	141	0.0	0	0.0	0
051W19A 02600	FLECK, HAROLD J (LE) &	NONE	Pvac	4.9	3.5	0.0	0	0.0	0	3.5	61	0.0	0
051W19A 02100	PISCITELLI, VINCENZO & ROSALBA	NONE	Pvac	4.6	2.9	0.0	0	0.0	0	2.9	50	0.0	0
051W08CA00100	CHURCH OF GOD WOODBURN	RS	Pvac	3.9	1.1	3.1	21	0.0	0	0.0	0	0.0	0

Table 14: Residential Taxlots – Expansion UGB

Residential Taxlots – Expansion UGB	TAZ	SUB AREA	Acres	Developed	LDR AC	LDR DU	Nod LDR AC	Nod LDR DU	MDR AC	MDR DU	Nod MDR AC	Nod MDR DU
051W06C 00100	106	2	29.97	Vacant	23	158	0	0	0	0	0	0
051W06C 00200	106	2	29.93	Vacant	23	161	0	0	0	0	0	0
051W06C 00300	106	2	32.62	Vacant	25	175	0	0	0	0	0	0
051W06C 00400	106	2	14.00	Vacant	11	77	0	0	0	0	0	0
051W06C 00800	106	2	17.13	Vacant	14	94	0	0	0	0	0	0
051W06C 00900	106	2	1.12	Part Vacant	1	5	0	0	0	0	0	0
051W06C 01000	106	2	1.00	Part Vacant	1	4	0	0	0	0	0	0
051W06D 00300	121	2	10.00	Vacant	8	53	0	0	0	0	0	0
051W06D 00400	106	2	27.52	Vacant	22	149	0	0	0	0	0	0
051W06D 00501	121	2	43.72	Vacant	9	59	0	0	0	0	0	0
051W06DC00100	121	2	1.63	Part Vacant	1	7	0	0	0	0	0	0
051W06DC00200	121	2	0.43	Vacant	0	2	0	0	0	0	0	0
052W13 01000	201	7	41.75	Vacant	0	0	17	167	0	0	18	399
052W13 01200	201	7	74.65	Vacant	0	0	51	507	0	0	10	213
052W13BD00400	187	7	8.69	Vacant	0	0	0	0	0	0	7	162
052W13BD00600	187	7	3.00	Part Vacant	0	0	0	0	0	0	2	53
052W13BD00700	187	7	8.74	Vacant	0	0	0	0	0	0	7	163
052W13BD00800	187	7	2.20	Part Vacant	0	0	0	0	0	0	2	38
052W13BD00900	187	7	9.03	Vacant	0	0	0	0	0	0	2	50
052W13BD01100	187	7	1.00	Part Vacant	0	0	0	0	0	0	1	15

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052W13BD01200	187	7	1.00	Part Vacant	0	0	0	0	0	0	1	15
052W13BD01400	187	7	0.89	Vacant	0	0	0	0	0	0	1	17

Table 15: Buildable Exception Area Parcels

TAXLOT	TAZ	SUB_AREA	Acres	Dev Status	ExceptArea	ExcSF	ExcSFDU
052W02D 00100	101		2.73	Part Vacant	Y	3	7
052W02D 00200	101		2.26	Part Vacant	Y	2	6
052W02D 00300	101		0.41	Vacant	Y	0	1
052W02D 00400	101		1.94	Part Vacant	Y	2	5
052W02D 00601	101		1.35	Vacant	Y	1	4
052W02D 00602	101		1.45	Part Vacant	Y	1	3
052W02D 00603	101		1.16	Part Vacant	Y	1	2
052W02D 00604	101		1.40	Part Vacant	Y	1	3
052W02D 00605	101		1.43	Part Vacant	Y	1	3
052W02D 00606	101		1.06	Vacant	Y	1	3
052W02D 00607	101		1.54	Part Vacant	Y	1	4
052W02D 00700	100		2.91	Part Vacant	Y	3	8
052W02D 00800	100		2.91	Part Vacant	Y	3	8
052W02D 00900	100		2.91	Part Vacant	Y	3	8
052W02D 01000	100		1.41	Part Vacant	Y	1	3
052W02D 01200	100		1.81	Part Vacant	Y	2	4
052W02D 01201	100		1.98	Part Vacant	Y	2	5
052W02D 01202	100		1.39	Part Vacant	Y	1	3
052W02D 01300	100		3.16	Part Vacant	Y	3	8
052W02D 01301	100		1.80	Part Vacant	Y	2	4
052W02D 01400	100		3.10	Part Vacant	Y	3	8
052W02D 01700	100		3.48	Part Vacant	Y	3	9
052W02D 01800	100		2.48	Part Vacant	Y	2	6
052W02D 01900	100		2.48	Part Vacant	Y	2	6
052W02D 02000	100		4.62	Part Vacant	Y	4	13
052W02D 02100	100		3.93	Part Vacant	Y	4	11
052W02D 02200	100		3.91	Part Vacant	Y	4	11
052W02D 03600	100		1.27	Part Vacant	Y	1	3
052W02D 03700	100		1.23	Part Vacant	Y	1	3

TAXLOT	TAZ	SUB_AREA	Acres	Dev Status	ExceptArea	ExcSF	ExcSFDU
052W02D 03800	100		1.36	Vacant	Y	1	4
052W02D 03900	100		1.35	Vacant	Y	1	4
052W11AA00200	101		1.67	Part Vacant	Y	1	4
052W11AA00300	101		1.54	Part Vacant	Y	1	4
052W11AA00400	101		1.47	Vacant	Y	1	4
052W11AA00500	101		1.70	Part Vacant	Y	2	4
052W11AA00600	101		1.79	Part Vacant	Y	2	4
052W11AA00700	101		1.78	Part Vacant	Y	2	4
052W11AA00800	101		8.00	Vacant	Y	8	23
052W11AB00100	100		2.91	Part Vacant	Y	3	8
052W11AB00200	100		2.91	Part Vacant	Y	3	8
052W11AB00400	100		9.08	Vacant	Y	9	26
052W11AB00600	100		1.29	Vacant	Y	1	3
052W11AB01200	100		1.04	Vacant	Y	1	3
052W11AB01299	100		1.23	Vacant	Y	1	3
052W11AB01300	100		0.95	Vacant	Y	1	2
052W11AB01400	100		1.57	Part Vacant	Y	1	4
052W11AB02200	101		1.94	Part Vacant	Y	2	5
052W11AB02301	101		0.79	Vacant	Y	1	2
052W11AB02600	101		1.65	Part Vacant	Y	1	4
052W11AC00100	101		3.00	Part Vacant	Y	3	8

Table 16: Industrial Vacant – Existing UGB

TAXLOT	OWNER_NAME	ACRES	Dev	IND Net Ac
051W05C 01100	MARY CO - A PARTNERSHIP	8.77	Vac	7.45
051W05D 01000	HANAUSKA, VICTOR J	13.32	Vac	11.32
051W07DA00100	DON BURLINGHAM FAMILY CORP	6.04	Vac	5.13
051W07DD00900	CITY OF WOODBURN	0.19	Vac	0.10
051W07DD01800	MIKE CAMPBELL DEVELOPMENT INC	0.32	Vac	0.20
051W08B 01500	MERCER INDUSTRIES INC	2.53	Vac	2.15

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051W08BC00500	MERCER INDUSTRIES INC	3.03	Vac	2.58
051W17C 00900	CAM,IVAN &	6.26	Vac	5.32
051W18AB11100	WILLAMETTE VALLEY LAW PROJECT	0.12	Vac	0.10
051W18AB11500	CITY OF WOODBURN	0.09	Vac	0.08
051W18AB11800	ENGLEMAN,TODD	0.26	Vac	0.22
051W18AB12300	CITY OF WOODBURN	0.22	Vac	0.19
051W18AB12400	CITY OF WOODBURN	0.22	Vac	0.19
051W18AB13000	UNION PACIFIC RAILROAD CO	0.11	Vac	0.09
051W18AB13200	CITY OF WOODBURN	0.09	Vac	0.08
052W11 00100	WINCO FOODS INC	19.13	Vac	16.26
052W11 00105	HILLYER,LEO M & REYNE M	0.42	Vac	0.36

Table 17: Industrial Vacant – Proposed Expansion

TAXLOT	TAZ	SUB AREA	DEV	SWIR AC
052W23 00100	202	7	Vacant	46.2
052W14 01600	202	7	Vacant	22.6
052W14 01500	202	7	Vacant	54.8
052W14 01100	187	7	Vacant	18.5
052W14 01000	187	7	Vacant	8.5
052W14 00900	187	7	Vacant	36.4
052W14 00800	187	7	Vacant	42.5
052W14 00600	159	8	Vacant	13.5
052W14 00200	159	8	Vacant	8.8
052W13 01100	201	7	Vacant	19.0
052W11 00300	159	8	Vacant	88.2

Table 18: Commercial Vacant – Existing UGB

TAXLOT	OWNER NAME	ACRES	ZONING	Dev	COM Net Ac	Com Emp
051W07DC03400	SAUVAIN,C CHARLES	0.08	DDC	Vac	0.07	1
051W07DC09500	SAUVAIN,C CHARLES	0.11	DDC	Vac	0.10	1
051W07DC09800	EAGLE NEWSPAPERS INC	0.12	DDC	Vac	0.11	2
051W08A 04400	LENHARDT,FLOYD R JR & GLADYS R	2.48	NONE	Vac	2.23	44

051W08B 02600	WWDM LTD	3.16	CG	Vac	2.84	56
051W08CD05900	WILHELM,GEORGE	0.78	CG	Vac	0.70	14
051W08DA00400	M & T PARTNERS,INC	3.32	CO	Vac	2.99	59
051W08DB01001	TAYLOR,CHRIS S & DONNA M	0.22	CG	Vac	0.20	3
051W08DB02100		0.48	CG	Vac	0.43	8
051W08DB02600	SHELBY,CHRISTOPHER W	1.80	CG	Vac	1.62	32
051W08DB02800	SALEM HOSPITAL	3.39	CG	Vac	3.05	61
051W08DC00100	SALEM HOSPITAL	3.38	CG	Vac	3.04	60
051W09B 01000	JESKE,JAMES A ET AL	0.32	NONE	Vac	0.29	5
051W17BA00300	ROTH I G A FOODLINER INC	0.46	CG	Vac	0.41	8
051W17BA00503	SHANAH,AYESH O	0.09	CG	Vac	0.08	1
051W17BC00900	SIMMONS,RONALD M & MURIEL	0.32	CG	Vac	0.29	5
051W17BC01100	CASEMY,DUANE &	0.30	CG	Vac	0.27	5
051W17BC02801	GROSJACQUES,LAWRENCE R ETAL	0.15	CG	Vac	0.14	2
051W17BC06600	BERRYMAN,F CLARKE TRUST &	0.09	CG	Vac	0.08	1
051W17BC07500	LONG BROTHERS INVESTMENTS	1.45	CG	Vac	1.31	26
051W18AB02200	VERBIN,KONSTANTIN & MARIA	0.09	DDC	Vac	0.08	1
051W18AB02800	KIM,SOK HWAN & AMY AE KYUNG	0.06	DDC	Vac	0.05	1
051W18AB08000	WITHERS,ROBERT L	0.09	CG	Vac	0.08	1
051W18AD08400	EQUALL,IDA M ET AL TRUSTEES	0.64	CG	Vac	0.58	11
051W18BA03900	GUTZLER,J WALLACE &	0.12	CO	Vac	0.11	2
051W18BA09700	PETERSON,DENNIS C & MARLYS I	0.11	DDC	Vac	0.10	1
051W18BA10200	CITY OF WOODBURN	0.12	DDC	Vac	0.11	2
051W18BA11400	BENSON,PAUL M & JUDITH L	0.06	RS	Vac	0.05	1
051W18BA12000	MCNULTY,JOHN L & LORENA M	0.12	DDC	Vac	0.11	2
051W18BA12200	FARMWORKER HOUSING DEVELOPMENT	0.36	DDC	Vac	0.32	6
051W18BA12500	CITY OF WOODBURN	0.15	DDC	Vac	0.14	2
052W12AC04100	CLEMENTS,DARCY &	0.17	CG	Vac	0.15	3
052W12AC04301	JENSEN,ROBERT A &	2.43	CG	Vac	2.19	43
052W12AC05100	JENSEN,ROBERT A & SHIRLEY Y	0.37	CG	Vac	0.33	6
052W12AC05203	PLAZA LLC	0.08	CG	Vac	0.07	1
052W12B 00600	MOORE CLEAR CO	2.23	CG	Vac	1.67	33
052W12B 01101	BAKER,DALE W	0.77	CG	Vac	0.66	13
052W12C 00200	PIONEER TRUST CO	0.42	CG	Vac	0.38	7

052W12C 00602	WHITCOMB FAMILY LLC	0.62	CG	Vac	0.56	11
052W12C 00604	HERSHBERGER,WARDE ET AL	1.24	CG	Vac	1.12	22
052W12C 00605	C T F DEVELOPMENT	2.77	CG	Vac	2.49	49
052W12C 01202	BARCLAY SQUARE ASSOCIATES	0.09	CG	Vac	0.08	1
052W12C 01203	KIRIAN ENTERPRISES LLC	0.37	CG	Vac	0.33	6
052W12DA01600	PETERSON,P L	1.03	CO	Vac	0.93	18
052W12DA03200	WOODBURN INVESTMENT ASSOCIATES	1.04	RM	Vac	0.94	18
052W12DA03600	BROWN,TIMOTHY R	1.09	RS	Vac	0.98	19
052W12DA03700	BROWN,TIMOTHY R	0.20	RS	Vac	0.18	3
052W14 00100	PIONEER TRUST COMPANY	21.05	CG	Vac	18.95	378

Table 19: Commercial Vacant – Proposed Expansion

TAXLOT	TAZ	SUB AREA	DEV	Com Ac
051W19A 02000	197	6	Vacant	9.7
052W13BD00900	187	7	Vacant	5.6
051W19A 01800	197	6	Vacant	4.5
051W06D 00801	121	2	Vacant	2.2
051W19A 01600	197	6	Vacant	0.7

Table 20: Industrial Partially Vacant – Existing UGB

TAXLOT	ACRES	OWNER NAME	Dev	IND Net Ac
051W05C 01000	13.60	AKER CONTRACTORS INC	Pvac	5.54
051W05D 01800	7.05	FAR WEST FIR SALES COMPANY	Pvac	3.61
051W05D 03500	30.09	FLEETWOOD HOMES OF OREGON INC	Pvac	4.54
051W08A 02300	10.49	CREDO TOOL CO	Pvac	5.52
051W08B 00400	18.20	PELTIER REAL ESTATE CO	Pvac	7.03
051W17C 00700	92.59	GOBANK,ACB	Pvac	19.20
051W19A 00300	9.60	CAM,PIRFIL G	Pvac	4.76
052W11 00101	28.18	HARDWARE WHOLESALERS INC	Pvac	6.95

Table 21: Industrial Partially Vacant – Proposed Expansion

TAZ	SUB_AREA	TAXLOT	DEV	SWIR
187		7052W14 01200	Part Vacant	4.0

Table 22: Commercial Partially Vacant – Existing UGB

TAXLOT	OWNER_NAME	ACRES	ZONING	Dev	COM Net Ac
052W13 00200	PIONEER TRUST COMPANY	45.75	CG	Pvac	31.01
051W08A 05200	OLSON, ELROY A ET AL	9.51	NONE	Pvac	8.11
051W09B 00900	SEMERIKOV, IVAN & ELENA	8.91	NONE	Pvac	7.57
051W09B 00700	AB VALLEY PROPERTIES LLC	8.85	NONE	Pvac	3.47
051W17BC06800	EQUALL MANAGEMENT LLC	2.69	CG	Pvac	1.70

Table 23: Commercial Partially Vacant – Proposed Expansion

TAXLOT	TAZ	SUB_AREA	DEV	Com Ac
051W19A 01700	197	6	Part Vacant	3.0
051W19A 01300	197	6	Part Vacant	0.9
051W19A 01400	197	6	Part Vacant	0.7
051W19A 01500	197	6	Part Vacant	0.7
051W19A 01900	197	6	Part Vacant	0.7
052W13BD01600	187	7	Part Vacant	0.7
052W13BD01700	187	7	Part Vacant	0.7
052W13BD01800	187	7	Part Vacant	0.7
052W13BD01500	187	7	Developed	0.7

Table 24: Industrial Potential Redevelopment – Existing UGB

TAXLOT	OWNER_NAME	ACRES	Dev	IND Net Ac
051W08A 00300	BARRETT PROPERTIES	1.85	Redev	1.57
051W08A 00800	CARVER, DANIEL L DBA	1.39	Redev	1.18
051W08A 01200	CARVER, DANIEL L DBA	1.33	Redev	1.13
051W08A 02400	BARRETT PROPERTIES	2.86	Redev	2.43
051W08A 03600	MORGAN DRIVE AWAY INC	3.83	Redev	3.26
051W08B 02000	MORGAN DRIVE AWAY INC	1.91	Redev	1.62
051W08B 02100	MORGAN DRIVE AWAY INC	1.35	Redev	1.15
051W18AB12500	WILLAMETTE VALLEY LAW PROJECT	0.11	Redev	0.09

Table 25: Commercial Potential Redevelopment – Existing UGB

TAXLOT	OWNER_NAME	ACRES	ZONING	Dev	COM Net Ac	Com Emp
051W08CD05600	STEPHENSON, SEAN &	0.71	CO	Redev	0.64	12
051W07CA03400	HAMMACKS MARKETS INC	0.24	CO	Redev	0.22	4
051W18BA02300	CORNWELL FAMILY LTD PARTNERSHIP	0.23	CO	Redev	0.21	4
051W07CD12400	CORNWELL FAMILY LTD PARTNERSHIP	0.20	CO	Redev	0.18	3
051W07DC08300	HIGGINS TRUST &	0.14	CO	Redev	0.13	2
051W08CD05800	SAMOILOV, MIKE & MARIA	0.14	CO	Redev	0.13	2
051W07CA03100	HAMMACKS MARKET INC	0.12	CO	Redev	0.11	2
051W07CA03200	HAMMACKS MARKET INC	0.12	CO	Redev	0.11	2
051W07CA03300	HAMMACKS MARKETS INC	0.12	CO	Redev	0.11	2
051W07DC08500	BRITO, MARIO & M DEL CARMEN	0.12	CO	Redev	0.11	2
051W07DC08400	NAVA, NOE C & LUCIA GONZALEZ	0.09	CO	Redev	0.08	1
051W18BA10600	LIND, JAMES ANDREW JR	0.07	CO	Redev	0.06	1

DRAFT

TECHNICAL REPORT 2
WOODBURN RESIDENTIAL LAND NEEDS ANALYSIS

Prepared for:

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**ENSURE DESIGNATION OF SUFFICIENT BUILDABLE LAND FOR NEEDED
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INTRODUCTION

Technical Report 2, 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:

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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.

UPDATES TO THIS DOCUMENT

The 2005 revisions to this Residential Land Needs Analysis are based on comments by the Department of Land Conservation and Development, Marion County, and others regarding the methods and results of the 2003 Buildable Lands Inventory and 2003-04 Land Needs Analyses.

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

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*

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**

(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 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.

- 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 area⁴ available to meet housing needs, after considering infill and redevelopment potential.**
- 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 1988-2002⁵.

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

⁴ Technical Report 1: Buildable Lands Inventory, responds to the buildable lands requirements of ORS 197.296.

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.

Woodburn. Since 1990 is within the study period, Tables 2 and 3 determine actual development before and after the snapshot to examine trends.

Woodburn, 1990 U.S. Census of Population and Housing

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.

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

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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 4,968 dwelling units and about 680 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%	2,136	6.05	353.1
MFR	31%	1,540	16.31	94.4
Duplex	1%	49.68	12.56	4.0
MH	24%	1,192	5.23	228.0
Totals	100%	4,968	7.25	679.5

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

⁸ 1990 and 2000 data used in this analysis is from the 1990 and 2000 US Census.

(described in the Nativity section, and Tables 17, 18, and 19) who often are poorly educated. 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

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 immigration 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

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

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

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

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 immigration 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% or 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

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

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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. *Capacity of residential exceptions areas adjacent to the 2002 Woodburn UGB totaling 295 units was subtracted from this need.*

- 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: Housing is allowed above retail in Woodburn’s downtown commercial area and the proposed nodal commercial area. Approximately 1% of new dwelling units would fall into this category.¹⁰

As shown in Table 37 below, this proposed implementation of the new Nodal overlays results in a residential land need of 527 net acres through 2020 – about 150 net acres less than would be needed if actual development trends were extended without measures (as shown in Table 8), and about 180 net acres less than the Housing Needs Model indicated (as shown in Table 35).

Table 37: Residential Land Needs

Plan	Net Density	Percent	DU	Net Acre Need
LDR	5.5	30.0%	1195	217
Nodal LDR	8	30.0%	1490	186
MDR	14	19.5%	969	69
Nodal MDR	18	19.5%	969	54
VMU	16	1%	50	0
Total	8.9	100%	4673	527

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

¹⁰ Over 100% due to rounding.

measures are addressed in detail in the Comprehensive Plan and Code Amendments proposed in the 2005 Plan, and briefly outlined as follows:

- **Plan for higher density** – Woodburn planned for new development through 2020 to come in at an overall density of 8.3-8.9 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

- **Schools** – The Council 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 School District reviewed our projection and determined that Woodburn needed approximately 48 additional acres beyond our projection to meet school needs through 2020.¹² Woodburn currently has about 115 acres of land for schools, and needs approximately 223 acres by 2023. This leaves an unmet need of 108 acres for schools to accommodate a new high school, a new middle school and two new elementary schools.
- **Parks** – Winterbrook 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. The Council 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. The Council 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 112 acres of 2020 school lands), and needs about 262 acres total to meet the recommended ratio. This leaves an unmet need for about 63 acres of park lands.

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.*

¹² August 30, 2004 letter from Woodburn School District. The District has a 20-year planning horizon. In order for the second new high school to be operational by 2023, the land will need to be purchased in or before 2020.

- **Institutional** – Woodburn currently has 500 residents who live in “institutions”, according to the 2000 US Census, and has had no additional institutional development from 2000-2002. The Council applied the existing ratio to a projected 2020 population of 34,919, to determine an institutional population growth of approximately 337 through 2020. The Council 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** – The Council applied a ratio of 3 acres per 1,000 population growth for religious uses. The 2002-2020 population growth forecast of 14,059 translated to a need for approximately 28 acres for religious use.
- **Natural Areas** - The Council 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, the Council did not identify a separate buildable land need for natural areas.
- **Government** – The Council 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 less than 13 acres. Since this need is assumed to be accommodated in existing government employment areas, no additional residential land need results from government land need.

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 210 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	223	-108
Parks Acres	199	262	-63
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			-210

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 108 net buildable acres for schools, about 63 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 and Public / Semi-Public 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 approximately 210 additional net buildable acres of Residential land to meet its 2020 housing and public/semi-public land needs for "housing and livability".

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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 significant redesignation of land inside the UGB, and approximately 225 additional acres of Residential land outside the UGB (after applying the capacity of all adjacent residential exceptions areas toward LDR needs) to meet its 2020 housing and public/semi-public land needs for “housing and livability”.

Table 40: 2020 Residential Land Needs with Measures

Plan	Acres Available	Acres Needed	Acres Surplus (deficit)
LDR	403	217	186
Nodal LDR	0	186	(186)
MDR	108	69	39
Nodal MDR	0	54	(54)
VMU	0	0	0
Public	-	210	(210)
Totals	511	736	(225)

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**DRAFT SUBJECT TO CITY ATTORNEY AND
COUNCIL REVIEW**

**WOODBURN UGB JUSTIFICATION REPORT
(STATEWIDE PLANNING GOAL FINDINGS)**

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INTRODUCTION

This report provides an overall justification for the proposed *Woodburn Comprehensive Plan* (Plan) and Urban Growth Boundary (UGB) amendment package – substantially as recommended by the Woodburn Planning Commission. This report incorporates some recommended changes to plan designations within the UGB and to the UGB itself – based on comments received during the City Council's public hearing and deliberation process. The City of Woodburn has elected to proceed with the proposed plan and code amendment package based on the "new" Statewide Planning Goal 14 (Urbanization), which was adopted by the Land Conservation and Development Commission (LCDC) in April of 2005, and became effective on June 28, 2005.

Report Organization

The UGB Justification Report is organized to address Statewide Planning Goal 14 (Urbanization) requirements for urban growth boundary amendments.

First, an **Executive Summary** explains the underlying rationale for the proposed amendment package, in terms of local objectives and Oregon land use planning program requirements.

Part I of this report addresses Year 2020 land needs and the capacity of the existing UGB to meet these needs, as required by the "Land Need" subsection of the amended Goal 14, which reads as follows:

"Establishment and change of urban growth boundaries shall be based on the following:

(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need."

UGB amendments are also governed by applicable Oregon state statutes, and must be consistent with applicable Land Conservation and Development (LCDC or Statewide Planning) Goals and administrative rules (OARs).¹

Statewide Planning Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 7 (Areas Subject to Natural Hazards) also apply to the determination of those lands that are "buildable" and those that are not. Goals 9 (Economy of the State) and 10 (Housing) apply to the determination of employment and housing needs. These Goals are further refined in the Goal 9 Rule (OAR Chapter 660, Division 009) and the Goal 10 Rule (OAR Chapter 660, Division 008). Goals 8 (Recreational Needs) and 11 (Public Facilities and Services) inform needs determinations for parks and schools.

ORS 197.296 (factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns) requires local governments to meet identified housing needs and to increase land use efficiency within the UGB before expanding onto adjacent rural lands. ORS 197.303 to 197.314 require local governments to provide for "needed housing types" under clear and objective zoning standards.

Therefore, Part I of this report also incorporates findings related to compliance with Statewide Planning Goals 5, 7, 8, 9, 10 and 11, and applicable statutes and rules, as well as Goal 14 (Urbanization). Part I also addresses ORS 197.296 and 197.303 to 197.314 statutory requirements.

Part II of this report addresses ORS 197.296 and Goal 14 requirements related to land use efficiency within the existing and proposed UGB. In particular, this section explains "measures" adopted to increase land use efficiency within the existing UGB, and explains "why identified needs cannot reasonably be accommodated on land already inside the urban growth boundary."

Part III of this report addresses ORS 197.298 "priorities" and the "Boundary Location" subsection of Goal 14, which reads as follows:

"The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;***
- (2) Orderly and economic provision of public facilities and services;***

¹ For jurisdictions choosing to apply the amended Goal 14, the goal "exception" requirements of ORS 197.732, Part II of Goal 2 (Land Use Planning), and OAR 660-004-0010(1)(c) and 660-004-0020 no longer apply to UGB amendments.

(3) Comparative environmental, energy, economic and social consequences; and

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

ORS 197.298 establishes "priorities" for determining which lands should be added to a UGB. The location of UGB amendments also must be consistent with applicable Land Conservation and Development (LCDC or Statewide Planning) Goals. Statewide Planning Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 7 (Areas Subject to Natural Hazards) also apply to the determinations of which lands are "buildable" and which are not.

Comprehensive Plan and WDO Amendments Relied On

The findings in this report, and the Planning Commission's recommendation, rely on the adoption of documents amending the Woodburn Comprehensive Plan, Land Development Ordinance (WDO), Public Facilities Plan (PFP) and Transportation Systems Plan (TSP):

- Woodburn Comprehensive Plan Policy amendments (City of Woodburn, 2005);
- Woodburn Land Development Ordinance amendments (City of Woodburn, 2005);
- Woodburn Public Facilities Plan adoption (City of Woodburn, 2005)
- Woodburn Transportation Systems Plan Update (CH2M Hill, 2005)

Intergovernmental Agreements

In 2004-05, Woodburn staff have coordinated with Marion County and the Oregon Department of Transportation (ODOT) in drafting two intergovernmental agreements. The first addresses the Marion County Growth Management Framework Plan (Framework Plan) policy requirement that a new intergovernmental agreement be in place prior to County adoption of City comprehensive plan amendments that require County approval. The second addresses implementation and monitoring of new development with the Interchange Management Area (IMA) Overlay District.

- Draft Urban Growth Boundary Coordination Agreement (UGBCA) with Marion County (May 2005)
- Draft Intergovernmental Agreement (IGA) with ODOT (September 2005)

Principal Support Documents

The findings in this report, and the Planning Commission's recommendation, are based on the background studies and memoranda listed below. In some cases, these reports and memoranda have been modified to support recommended changes as a result of the City Council's public hearing and deliberation process. In other cases, the City has found minor mistakes in background documents that have been corrected in this report. In cases of conflict, the findings in this report shall prevail.

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- Technical Report 1 – Buildable Lands Inventory (Winterbrook, 2005)
 - UGB Study Area Public Services Analysis (City of Woodburn, 2004)
 - Site Requirements For Woodburn Target Industries (ECONorthwest, 2003)
 - Technical Report 2 – Residential Land Needs Analysis (Winterbrook, May 2005)
 - Technical Report 3 – Potential UGB Expansion Area Analysis and Natural Resources Inventory (Winterbrook, 2002)
 - Population and Employment Projections 2000-2020 (ECONorthwest, 2002)
 - Economic Opportunities Analysis (ECONorthwest, 2001)
 - Economic Development Strategy (ECONorthwest, 2002)
 - Explanation of Proposed Plan and Zoning Map Changes (City of Woodburn, 2004)
 - Analysis of Public Facilities to Serve UGB Study Areas (PFP, Appendix C)

Background Maps

The Council relied on the following maps to support its decision to expand the UGB:

- Buildable Lands Inventory Map (Winterbrook/City of Woodburn, 2005)
- UGB Study Area Natural Resources and Soil Capability Classes Map (Winterbrook/Marion County, 2005)
- Study Areas (1-8) Soil Capability Classes Maps (Winterbrook/Marion County, 2005)
- Public Facilities Maps for UGB Expansion Areas (PFP, Appendix B)

Additional Background Studies and Plans

The Council also relied on the following secondary sources of information:

- Occupation/Wage Forecast (ECONorthwest, 2003)
- Storm Drainage Master Plan (Crane & Merseth, 2002)
- Water Master Plan (HDR, 2001)
- City of Woodburn Local Wetlands Inventory and Riparian Assessment (Shapiro, 2000)
- Woodburn Local Wetland Inventory Map (Shapiro, 2000)
- Woodburn Wastewater Facilities Plan, Volumes 1-3 (CH2MHill, 1995)
- Staff Reports and Responses to Public and Agency Comments (XX List Dates XX)
- "Ridgefield growth continues with 330-acre mixed-use project," (The Daily Journal of Commerce, August 16, 2005).

Population Coordination Documents

The following documents support the City's coordinated 20-year population projection:

- Marion County Comprehensive Plan Amendments Memo (Winterbrook, 2004)
- Evaluation of 2004 OEA Population Forecast (ECONorthwest, 2004)
- Marion County Ordinance 1201 and Findings Approving Population Projection
- Marion County Board Minutes of November 10, 2004

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Documents Not Relied Upon

The City Council explicitly did not rely on the following documents in making its decision to amend the Woodburn UGB because these documents have been updated and are superceded by the documents cited above:

- Woodburn Buildable Lands and Urbanization Project (McKeever/Morris, 1998)
- *Preliminary* Transportation Scenarios (Winterbrook, 2003)

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EXECUTIVE SUMMARY

This summary explains the underlying planning and legal rationale for the proposed Woodburn Comprehensive Plan (comprehensive plan or plan) and Development Ordinance (WDO) amendment package – including the proposed UGB amendments. **These findings demonstrate consistency with Statewide Planning Goal 14 – Urbanization, as amended by the Land Conservation and Development Commission, effective June 28, 2005.**

The recommended plan and ordinance amendment package is designed to allow the City of Woodburn to achieve local community planning and economic development objectives – in coordination with Marion County – and consistent with Oregon’s land use planning program. This has not been an easy task: Woodburn, Marion County, the Department of Land Conservation (DLCD) and the Oregon Department of Transportation (ODOT) have been working to achieve this goal since Woodburn’s Periodic Review Work Program was approved in 1996.

Community Planning Objectives

As emphasized repeatedly over the last two years in technical advisory committee meetings, a joint Planning Commission / Council work session held in November of 2003, a series of public open houses, four Planning Commission work sessions, public hearings before the Marion County Board of Commissioners, and the Woodburn Planning Commission and City Council, **the 2005 amendment package is designed to achieve seven inter-related objectives:**

1. Implement the Woodburn Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) by encouraging higher wage jobs in the community, by providing choice among suitable industrial sites and master planning to meet the needs of targeted industries (as required by Goal 9, Goal 14, and ORS 197.712);
2. Provide improved transportation connections and preserve the capacity of the I-5 Interchange by adopting a revised Transportation System Plan and a new I-5 Interchange Management Area Overlay District, providing for east-west transportation corridors, and relieving congestion at the critical I-5 Interchange (as required by Goal 12, the Transportation Planning Rule, and Goal 14, Boundary Location Factor 2).
3. Provide buildable land for housing, parks and schools while increasing land use efficiency, connectivity and livability through good urban design (consistent with Goals 8, 10, 11, 12 and 14; the City’s housing needs, parks master plan, and school facilities analysis; ORS 197.296, and the Marion County Framework Plan);
4. Protect Woodburn’s stream corridors, floodplains and wetlands from urban encroachment (as required by Goals 5 and 7, and Goal 14 Boundary Location Factor 3).

5. Preserve farmland and minimize impacts on agricultural land (as required by ORS 197.298, the Marion County Framework Plan, and Goal 14 Boundary Location Factor 4);
6. Coordinate with Marion County by adopting a coordinated population projection, incorporating Framework Plan policies into the Woodburn Comprehensive Plan, considering recommendations where possible, and adopting a new Urban Growth Management Agreement (as required by Goal 2 and ORS Chapter 195);
7. Complete the City's Periodic Review process (as required by the City's Periodic Review Work Program and ORS 197.628 to 197.636);

The 2002-2005 Planning Process

From 2002-2003, Winterbrook staff worked closely with ODOT, DLCD, Marion County and City planning and public works staff to prepare a draft comprehensive plan and WDO amendment package. During this period, Winterbrook also conducted its preliminary housing, school and park needs analysis, and buildable lands inventories for land within the existing UGB, and for 8 study areas surrounding the UGB.² Winterbrook and Woodburn planning staff presented this package to a joint work session of the Woodburn Planning Commission and City Council on November of 2003. The Marion County Board of Commissioners approved the City's Year 2020 population projection of 34,919 in November of 2004. During the next year, the City conducted open houses, planning commission work sessions, and the Planning Commission public hearing that resulted in the 2005 package of recommendations.

Step 1: The Foundation – Woodburn's Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS)

Winterbrook Planning used the Council-approved Economic Opportunities Analysis (ECONorthwest, 2001) and Economic Development Strategy (ECONorthwest, 2002) as the foundation for its recommendations to the City Planning Commission and Council. Table 5 and Appendix B of the EOA identify "target industries" based on Woodburn's comparative economic advantages and local policy objectives, and describe the site requirements of each "targeted" employment category and for master planned employment parks. In simple terms, the EOA and EDA recommend that Woodburn capitalize on its principal comparative advantages:

- the City's Interstate 5 location between Salem and Portland;
- the availability of large tracts of flat land with direct access (i.e., within two miles of) the I-5 Interchange with Highway 214; and

² Please see Technical Report 1 – Buildable Lands Inventory (Winterbrook Planning, revised in May 2005); Technical Report 2 – Residential Land Needs Analysis (Winterbrook Planning, revised in May of 2005); and Technical Report 3 – Potential UGB Expansion Area Analysis and Natural Resources Inventory (Winterbrook Planning, 2003); Buildable Lands Inventory Map (Winterbrook/City of Woodburn, 2005); UGB Study Area Natural Resources and Soil Capability Classes Map (Winterbrook Planning, Revised in May of 2005).

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- the City's commitment and ability to provide required urban services to these sites in the short-term.

The EOA also determined that Woodburn lacked an adequate supply of suitable sites within its existing UGB to attract targeted employers, and noted that the City's population was growing at a much faster rate than projected in Marion County's "coordinated" forecast. In 2002-03, ECONorthwest prepared a revised population and employment projection, and identified the site *size* requirements for targeted employment categories identified in the EOA.³

- To implement the recommendations of the EOA and ECONorthwest's Target Industries Site Requirements Memorandum (2003), Winterbrook recommended inclusion of some 400 gross acres within a "Southwest Industrial Reserve" (SWIR) comprehensive plan overlay designation and zoning district. To ensure direct access from the west to I-5, while minimizing inclusion of Class I and II agricultural soils, the SWIR is located immediately west and south of existing and developed I-5 industrial land.⁴ The Council's Goal 14 Land Need findings further describe the site suitability criteria used to identify land for inclusion within the SWIR. The SWIR district reserves land exclusively for targeted employment categories (including those identified in the EOA), and requires master planning to ensure efficient provision of public facilities and services, and retention of sites in parcel sizes prescribed in ECONorthwest's 2003 Target Industries Site Requirements Memorandum.

As noted in the Council's Goal 14 Boundary Location findings, most of the SWIR is considered serviceable and available for development within the next five years. Land on the west side of I-5 and east of Butteville Road⁵ can be served immediately with sanitary sewer, water, drainage and transportation services. SWIR parcels served by Parr Road and the planned extension of Evergreen Road are expected to be development-ready within 2-5

³ Please see "Site Requirements For Woodburn Target Industries" (ECONorthwest, 2003) and "Population and Employment Projections 2000-2020" (ECONorthwest, 2003). Woodburn's 2020 population projection of 34,919 was adopted in November of 2004 by the Marion County Board of Commissioners. The 2005 plan and ordinance amendment package is based on ECONorthwest's high employment projection of 8,374 new employees. These projections represent a population increase of 74% from 2000-2020, compared with an employment increase of 81% for the same period.

⁴ As documented in Part III of this report, the SWIR includes the largest concentration of relatively low quality Class III agricultural soils within the 8 study areas. To minimize intrusion into Class I and II agricultural soils, the City made a conscious decision not to extend the SWIR west of Butteville Road. Although land to the east of Butteville Road is comprised primarily of Class II agricultural soils, this land must be developed in order to (a) pay for improvement of the Butteville Road arterial street to City standards, and (b) extend urban sewer, water and drainage services to other properties within the SWIR.

⁵ As explained in the Goal 14 Boundary Location findings, the easterly 70 acres of Tax Lot 1300 (to the west of Butteville Road) was removed from the UGB, because it is comprised primarily of Class II soils and its development is not necessary to extend services to areas with lower quality agricultural soils. Based on comments from 1000 Friends of Oregon, 52W23 Tax Lot 100, located east of I-5 south of the "South Arterial" was included within the SWIR instead, because it is comprised primarily of Class III agricultural soils, and its development will help defray the costs of constructing the South Arterial.

years. As a result of a recent subdivision approval, Evergreen Road will be extended to the southern edge of the 2004 UGB in 2006.

Over the next 5-10 years, the remainder of the SWIR will become development ready, as industrial land developers pay (through frontage improvements, local improvement districts and systems development charges) for street and utility extensions for Evergreen Road to the "South Arterial", Butteville and Parr Roads, and for the "South Arterial" connecting Evergreen Road with Butteville Road (including the Butteville Road Overpass).

Step 2: The Transportation System Plan (TSP)

From 2002 - 2005, Winterbrook planners worked closely with CH2M Hill, ODOT, Marion County and City planning and public works staff on the update to the Woodburn Transportation Systems Plan. The 2001 EOA had observed that the greatest impediment to Woodburn's economic success was congestion at the I-5 / Highway 214 Interchange. To address this I-5 capacity and access problem, the TSP proposes three solutions:

1. **I-5 Interchange Improvements:** Through a combination of local, state, federal and private funds, construct some \$72 million in I-5 Interchange and Highway 214 improvements. As noted in the Woodburn TSP, it is anticipated that industrial and commercial developers served by the I-5 interchange will contribute to the timely construction of interchange improvements by (a) formation of an LID, and (b) SDC fees.
2. **Ring Road System:** Create alternative east-west and north-south arterial routes to encourage traffic to access I-5 from the west, where Interchange traffic congestion is less acute. Improvements to Butteville, Parr and Evergreen Roads, and the western leg of the "South Arterial", are necessary to the successful implementation of Woodburn's Economic Development Strategy. As a condition of annexation to the City, Woodburn will require frontage improvements and construction of over-sized utility lines consistent with an approved master plan, to ensure the sequential development of land within the SWIR overlay.
3. **Interchange Management Area (IMA) Overlay District:** To ensure that local, state and private investments in the long-term capacity of the I-5 Interchange are well managed, the Council has adopted comprehensive plan policies and a new IMA Overlay District. This district will ensure the preservation of I-5 Interchange capacity by (a) prohibiting plan amendments that increase land available for commercial land uses, and (b) establishing district-wide and parcel-specific trip budgets. Monitoring of cumulative traffic impacts will be ensured through an intergovernmental agreement with ODOT.

Completion of the arterial street network, combined with major improvements to the I-5 / Highway 214 Interchange and measures to preserve its long-term capacity, are essential to the success of Woodburn's economic development strategy. Without these improvements, congestion at the I-5 Interchange will continue to worsen, and Woodburn will suffer the same comparative *dis*advantage faced by I-5 communities with congested Interchanges –

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such as Tualatin and Wilsonville to the north. Woodburn and ODOT staff have prepared a draft Intergovernmental Agreement (IGA) to ensure coordinated implementation and monitoring of Interchange Preservation Plan and IMA Overlay District.

Step 3: Providing Buildable Land for Residential Neighborhoods While Increasing Efficiency of Land Use

From 2002-03, Winterbrook also conducted a *preliminary* housing, school and park needs analysis, and buildable lands inventories for land within the existing UGB, and for eight study areas surrounding the UGB.⁶ Since park, school and institutional needs typically are met on land designated for residential use, these needs are incorporated into the residential land needs analysis. Winterbrook revised these preliminary studies in response to public and agency comments, and changes in comprehensive plan designations, in 2005.

The planning period runs from 2002 through 2020. The City's land needs analysis and buildable lands inventory are based on 2002 data. As of 2002, Woodburn had 511 net buildable acres⁷ of land designated for residential use inside the then-existing UGB.

From 1988-2002, Woodburn developed at an average density of 7.25 dwelling units per net buildable acre. There are several reasons for this relatively high density figure: (1) much of Woodburn's single-family residential housing during this period was developed through the PUD process, resulting in relatively small subdivision lots clustered around a golf course; (2) Woodburn experienced a relatively high proportion of multiple-family units (31%) built during this period; (3) most of Woodburn's residential development occurred on relatively large parcels – leaving many smaller, partially-vacant parcels that are unlikely to develop as efficiently in the future; and (4) actual density calculations did not include single-family homes constructed on infill parcels created through the less-efficient partitioning process.⁸

⁶ Please see Technical Report 1 – Buildable Lands Inventory (Winterbrook Planning, revised in May 2005); Technical Report 2 – Residential Land Needs Analysis (Winterbrook Planning, revised in May of 2005); and Technical Report 3 – Potential UGB Expansion Area Analysis and Natural Resources Inventory (Winterbrook Planning, 2003); Buildable Lands Inventory Map (Winterbrook/City of Woodburn, 2004); UGB Study Area Natural Resources and Soil Capability Classes Map (Winterbrook Planning, Revised in May of 2005). These documents were updated for accuracy and clarity based on public and agency comments and Council direction; however, the parcel data base is from 2002.

⁷ Please note that Winterbrook defined a "net buildable acre" as 43,560 square feet of land exclusive of protected constrained areas (floodplain, wetlands, riparian corridors) and needed public rights-of-way. Thus, a 10-acre residential site with 2 acres of protected riparian/floodplain area, would have six buildable acres, assuming 20% of the site (another 2 acres) is dedicated for streets.

⁸ Actual single family densities are based on the actual density in approved subdivisions and planned unit developments. Parcels approved through the less-efficient partitioning process (resulting in 3 or fewer parcels) were not included in actual density calculations. Actual densities for parcels approved through the partitioning process occurred at less than 3 units per net buildable acre. Thus, the actual densities would have been slightly lower had single-family homes approved through the partitioning process been included.

As noted in the Part I Goal 14 Residential Land Needs findings, if recent actual housing density trends and mix were to continue to 2020, Woodburn would need 680 net buildable residential acres (outside of exceptions areas) through 2020 to provide for housing. As noted in the Part I Goal 14 Public and Semi-Public Use Land Needs findings, through 2020 Woodburn would also need 210 net buildable residential acres for public/semi-public uses. Together, these needs would require an expansion of the existing UGB residential land supply by about 380 net buildable acres, to meet the housing, park, school and Institutional needs of 13,722 new residents living outside of group quarters.⁹

Recognizing that ORS 197.298 requires local governments to look first to "exceptions areas," Winterbrook carefully analyzed the capacity of residential exceptions areas adjacent to the existing UGB to meet identified housing needs. Winterbrook determined that approximately 295 low-density residential dwelling units,¹⁰ and 105 medium-density dwelling units, could be accommodated in adjacent exceptions areas. This reduced the number of housing units to be accommodated on other buildable lands from by 400 – from 13,722 to 13,322 units.

As a result of the housing needs analysis, the Council determined that a wider range of housing types would be needed in the future, including small-lot single-family (Nodal SFR), attached single-family (row homes), and vertical mixed use housing (above retail in the downtown and nodal commercial zones). Overall, the housing needs analysis projects a 60:40 single-family to multiple-family split, with an average density of 8.9 dwellings per net buildable acre outside of built and committed exceptions areas. After accounting for lower single-family densities projected within highly-parcelized exceptions areas, planned urban residential development is projected to occur at an overall density of 7.8 dwellings per net buildable acre.

As explained in Part II of this Report, the adoption of specific land use efficiency measures reduces Year 2020 net buildable residential land needs by 130-160 acres, depending on the "base case scenario" selected.

Step 4: Protect Stream Corridors, Floodplains and Wetlands

The 2005 plan and code amendment package includes specific "safe harbor" policies and land use regulations to protect inventoried riparian corridors and locally significant wetlands. Residential, commercial and industrial construction is also prohibited within "undeveloped" floodplain areas, as mapped on the Woodburn Buildable Lands Inventory (BLI). Therefore, protected riparian corridors, wetlands and floodplains are excluded from the BLI.

⁹ This analysis assumed an average household size of 2.9 persons and an average vacancy rate of 5%. Group quarters are non-institutional living arrangements for persons not living in conventional housing units or groups living in housing units containing nine or more persons unrelated to the person in charge.

¹⁰ Projected density in highly-parcelized exceptions areas is slightly higher density (3.0 units per net buildable acre) than actually occurred on infill projects approved through the partitioning process in Woodburn from 1998-2002 (2.4 units per net buildable acre).

Step 5: Preserve and Limit Impacts to Agricultural Land

ORS 197.298 sets forth rigid priorities for inclusion of land within UGBs. Once a need has been established. Willamette Valley communities like Woodburn must first look to exceptions areas, and then to agricultural land to meet these needs. Agricultural land with lower agricultural suitability soil classes is considered higher priority for inclusion within UGBs.

Woodburn is surrounded by Class II agricultural land and has relatively few adjacent exception areas. Except for the MaClaren School site, the Council included all adjacent exceptions areas within the UGB; the capacity of each exceptions area to absorb future employment and housing has been accounted for in UGB land needs assessment. Even after increasing intensity of land use within the existing UGB and the capacity of adjacent exceptions areas, Woodburn still needs additional buildable land to meet planned population and employment growth. Therefore, to meet Year 2020 growth needs, the City has no choice but to expand onto Class II agricultural land.

ORS 197.298(3) sets forth reasons why lower priority land (i.e., land with higher agricultural suitability) may be included within a UGB:

(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:

(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 urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Under ORS 197.298 priorities, higher priority is given to land with lower agricultural productivity – provided that the land with lower agricultural productivity can meet specific identified needs. While some Class IV-VI agricultural soils exist in the 8 study areas, they are found in linear configurations associated with unbuildable stream corridors, and therefore are unsuitable to meet residential or employment land needs. In the Woodburn area, buildable land that meets suitability criteria for residential, commercial, industrial and public land uses is found almost entirely on Class I-III agricultural soils.

As noted above, Class I soils have the lowest priority for inclusion within any UGB. As shown on attached maps, Study Areas 1 and 3-7 have little or no Class I soil. However, there are substantial inclusions of Class I soil in two study areas: SA-2 (North – 40 acres) and SA-8 (West – 29 acres).

- In compliance with ORS 197.298 priorities, the City made the difficult decision not to include any land in SA-8 to the west of Butteville Road within the SWIR. Although large, flat and serviceable parcels proximate to I-5 are located between the railroad

tracks and Butteville Road, the Council concluded that these parcels should be retained as agricultural land because they are comprised primarily of Class I and II agricultural soils, and their inclusion cannot be justified for "reasons" found in ORS 197.298(3).

- Similarly, the Council decided to exclude almost all of the Class I land within SA-2 to address statutory priorities. Although the Council agrees with Renaissance Homes that Class I soils next to the golf course (now occupied by a Filbert orchard) east of Boones Ferry Road would make excellent high-end home sites, the Council found the argument that a need for high-end housing could *only* be met on Class I soils associated with a golf course unpersuasive, and was unwilling to jeopardize its broader planning objectives to include this land. The adopted UGB includes *only* an acre of Class I soils located 100 feet eastward from an emergency access road required to connect an approved residential development within the Woodburn UGB to Boones Ferry Road, a planned urban arterial street.

As explained further in Part III of this report, the Class II soils area east of Boones Ferry Road that is served by this access road is needed to meet identified needs for low density residential housing. This land is needed for two additional reasons: (1) first, to meet specific higher-end housing needs that in Woodburn can *only* be met by land next to the golf course; *and* (2) to provide local access, gravity flow sewer and storm drainage, and a looped water system necessary to maximize efficiency of land use. (See Public Facilities Plan, Appendix B.)

As noted above and shown on attached soil maps, Woodburn is surrounded predominantly by Class II agricultural soils. However, beyond the surrounding Class II soils, there are two large concentrations of Class III soils located within the eight study areas. These areas of Class III soils can only be developed by extending services and arterial streets through areas with Class II soils. ORS 197.298(3)(b) and (c) allow for the inclusion of lower priority Class II soils to achieve maximum efficiency of land use and where necessary to serve higher priority Class III soils.

- The first Class III soils concentration is found in Study Area 2 (North) and comprises approximately 34 acres. The Class III soils are found on the Fessler property, located between Interstate 5 and Boones Ferry Road, south of Crosby Road and immediately north of the 2002 UGB. In order to develop the Class III soils on the Fessler property for needed residential and public uses, Boones Ferry and Crosby Roads must be improved to arterial street standards, and urban services (sanitary sewer, water and storm drainage) must be extended through intervening Class II soils. (See Public Facilities Plan, Appendix B.)
- Study Area 7 (Southwest) has by far the largest Class III soil area, which includes approximately 185 acres located generally south of Parr Road and east of Interstate 5. Class II soils separate this Class III area from the existing UGB. Most of this Class II and III soils area has been designated for industrial use within the SWIR, although a portion to the east is designated for residential use. In order to develop

and provide access to I-5 for Class III soils within SA-7, Butteville Road must be improved to arterial standards to connect with the planned South Arterial. For this to happen, land in SA-8 between the UGB and Butteville Road must develop and help pay for the arterial street extension. Evergreen Drive also must be improved to arterial street standards on Class II soils to connect with Parr Road and the South Arterial. Urban sewer, water and storm drainage services must be constructed through intervening areas with Class II soils to allow development of lower priority Class III areas. (See Public Facilities Plan, Appendix B.)

As noted earlier, Woodburn has no large concentrations of Class III soils immediately adjacent to the existing (2002) UGB. In Study Areas 2, 7 and 8, maximum efficiency of land use requires that intervening Class II soils be efficiently developed, in order to allow full development of more distant areas with Class III soil concentrations.

In the other UGB Study Areas, there are no large concentrations of buildable Class III soils. Unlike the land included within the 2005 Woodburn UGB, there is no need to develop Class I and II lands in these other UGB Study Areas to achieve urban efficiency objectives or to provide services to areas with predominantly Class III agricultural soils. Moreover, in these other UGB Study Areas, no identified urban land use need would be served by extending urban services through Class I and II soils to reach relatively small, linear configurations of unbuildable Class IV-VI soils.

Step 6: Coordinate with Marion County

Woodburn and Marion County have a long and fruitful history of intergovernmental coordination. Despite disagreements regarding certain aspects of the Marion County Growth Management Framework Plan in 2002-03, City and County staff have worked together productively to:

- Incorporate applicable growth management policies into the adopted 2005 Woodburn Comprehensive Plan;
- Adopt a coordinated Year 2020 population projection of 34,919;
- Update the Woodburn Transportation Systems Plan; and
- Develop staff recommendations regarding amendments to the Growth Management Agreement between the two jurisdictions.

As stated in the Marion County's March 21, 2005 comment letter to the City, County staff supports the 2005 comprehensive plan and development code amendment package as recommended by the Planning Commission. In particular, Planner Les Sasaki stated County support for:

- Inclusion of County Framework Plan goals and policies into the Woodburn Comprehensive Plan;
- Nodal development provisions;
- The Interchange Management Overlay (IMA) overlay district;
- Riparian and wetland conservation (safe harbor) provisions;
- Measures to increase land use efficiency (smaller lot sizes and allowance of a broader range of housing types);

-
- Incorporation of the 2001 Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) into the 2005 Woodburn Comprehensive Plan;
 - Southwest Industrial Reserve (SWIR) master planning requirements and retention of large parcels of land within the Southwest Industrial Reserve;
 - Downtown redevelopment provisions;
 - Provisions to retain agricultural land in farm use until needed for urban development;

Mr. Sasaki included a number of comments related to industrial and residential land supply, which are addressed in Part I of the Council's findings.

Step 7: Complete the Periodic Review Process

As requested by the Department of Land Conservation and Development (DLCD) in a March 16, 2005 letter from Willamette Valley Regional Representative Geoff Crook, City staff has made extensive updates to the draft Public Facilities Plan. In particular, the PFP now identifies short-term (2005-10 projects, as well as detailed tables and maps showing how sanitary sewer, water, storm drainage and transportation facilities will be provided to UGB expansion areas. The PFP (Task 3.A) was the last remaining work task in Woodburn's 1996 Periodic Review Work Program.

Appendix 1 to this document includes a detailed description of the Periodic Review work program and explains how the City has completed each of the required tasks – in most cases, more than once. In summary, Woodburn has completed:

- An initial and revised Buildable Lands Inventory and Land Needs Assessment (Task 1.A)
- Initial and revised growth management policies and land use regulations (Task 1.B)
- An Economic Opportunities Analysis, including commercial and industrial land inventories and site suitability analyses (Task 2)
- An update of the Public Facilities Plan (Task 3.A)
- Revisions to the Transportation Systems Plan (Task 3.B)
- An inventory and protection program for wetlands and riparian corridors (Task 7)
- An update comprehensive plan and land use regulations (Task 8)
- A successful coordination with Marion County and affected state and local governments (Task 9)
- An extensive citizen involvement program (Task 10)

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PART I: LAND NEEDS ASSESSMENT (GOAL 14: LAND NEEDS)

The Land Need section of Goal 14 reads as follows:

"Establishment and change of urban growth boundaries shall be based on the following:

(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need."

The land needs assessment compares projected land needs through the year 2020 with the supply of land within the existing (2002) Woodburn UGB. Residential and public land needs are directly related to projected population growth. In contrast, employment land needs are based on the siting requirements of targeted employers.

Needs for housing, employment opportunities, livability and public/semi-public uses over the approximately 20-year planning period are summarized in this document under sections titled "Employment Land Needs," "Residential Land Needs" and "Public and Semi-Public Use Land Needs." Together with examining measures to increase the intensity of land use within the existing (2002) UGB (see Part II), these sections provide the basis for determining the amount and type of land that are needed outside the existing UGB.

Population and Employment Projections

Year 2020 Population Projection

The proposed Plan and UGB amendment package is based on a Year 2020 population projection of 34,919 with an average annual growth rate (AAGR) of 2.8%. Although opposed by 1000 Friends of Oregon (1000 Friends) and Friends and Neighbors of Woodburn (FAN), the Marion County Board of Commissioners adopted this projection as part of the Marion County Comprehensive Plan in November of 2004. This population projection represents an increase of 14,819 persons from Woodburn's 2000 U.S. Census population of 20,100 and an increase of 14,059 persons from Woodburn's 2002 PSU population estimate.¹¹ This coordinated and acknowledged population projection serves as the basis for projecting residential and public/semi-public land needs through the Year 2020.

¹¹ Portland State University Center for Population Research estimate.

ECONorthwest's April 29, 2002 memorandum entitled "Woodburn Population and Employment Projections, 2002-2020" justifies a 34,919 year 2020 population projection and explains why the previous projection of 26,290 – with an AAGR of 2.13 – was unreasonably low.¹² In simple terms, Woodburn's population grew at an average annual rate of 3.3% from 1970-2000. Woodburn's location along Interstate 5 between Salem and Portland will contribute to sustained population growth during the planning period. See "Marion County Comprehensive Plan Amendments to Update the Coordinated 2020 Population Projections for the City of Woodburn and for Marion County." (Winterbrook Planning, November 10, 2004)

Year 2020 Employment Projection

ECONorthwest also projected employment growth during the planning period. The 2002 ECONorthwest memorandum estimated that in 2000, Woodburn had 10,388 employees (including employees that are "covered" by employment insurance laws and those who are not). This memorandum provided employment projections ranging from 16,370 to 18,762 – or annual growth rates ranging from 2.3 – 3.0%. The Council chose the higher projection for several reasons:

- First, Woodburn currently has a relatively low employment-to-population ratio, when compared with the County as a whole. Using covered employment figures, Woodburn has 5% of total county employees – but 7% of the County population. Woodburn has only 1 job for every 2.4 residents, compared with 1 job for every 1.8 residents in Marion County. Thus, there is a substantial imbalance between jobs and housing in Woodburn – a situation that the City addresses in the Woodburn Economic Development Strategy (EDS). If Woodburn's economic development strategy is successful and Woodburn is able to attract 8,374 new jobs to go along with planned population growth, then Woodburn will have a more reasonable ratio of 1 job for every 1.9 people.
- Second, Woodburn's projected annual employment growth rate is reasonable given the City's I-5 location and the availability of master-planned, flat, vacant and serviceable land within the SWIR. As noted in Winterbrook's February 16, 2005 memorandum, Woodburn's comparative advantages are similar to those of Wilsonville, which attracted substantial economic growth over the last 25 years and has more jobs than residents.¹³

¹² This ECONorthwest memorandum served as the basis for agreement among Woodburn, Marion County, Department of Land Conservation and Development (DLCD) and Oregon Department of Transportation (ODOT) agreement to use this projection for planning purposes in April of 2002. See April 2002 letter from Les Sasaki, Marion County Senior Planner.

¹³ In 1980, Wilsonville had a population of 2,920 and relatively few jobs. Wilsonville was surrounded by agricultural land and, before the construction of I-5, relied heavily on the agricultural economy. As of September 1999, Wilsonville had over 800 acres of developed industrial land and 200 acres of vacant industrial land. By 2003, according to the most recent PSU population estimate, Wilsonville had 15,880 residents – more than a five-fold increase from 1980. Moreover, according to Department of Revenue data, Wilsonville had 18,118 covered employees. Thus, Wilsonville had 1.14 employees for every City resident. From the above comparison, it is clear that the size of a community has little to do with its

The record also includes a Daily Journal of Commerce article regarding the City of Ridgefield, Washington, another I-5 community located some 20 miles north of the Portland UGB. After identifying several new industrial and commercial development projects totaling 335,000 square feet, the 2005 article notes that: "Ridgefield is well on its way to become a significant economic engine for the region. During the next 20 years, Ridgefield is set to grow from a population of 2,900 to more than 25,000, with an employment base of more than 16,000 new jobs." Thus, the initial size of a community has little to do with potential employment growth, especially when the community has large tracts of industrial land with direct I-5 access.

Objectors to Woodburn's economic development strategy also cite the City of Kelser's recent decision to redesignate industrial land for commercial uses. However, in the Council's view, the City of Kelser's recent decision to convert industrial land near the freeway to commercial use accentuates, rather than diminishes, Woodburn's comparative advantage.

Contrary to views expressed by 1000 Friends and FAN, Woodburn's projected annual population growth rate at 2.8% AAGR is proportionate to its projected annual employment growth rate at 3.0% AAGR.

- Third, Woodburn revised Transportation Systems Plan (TSP) and Interchange Management Area Overlay District are based on the high employment projection of 18,762. If Woodburn were to attract fewer than the projected number of jobs, then impacts on the interchange would be reduced and interchange improvements would have a longer life. On the other hand, if Woodburn were to under-estimate job growth near the interchange, and provide for lesser interchange improvements, then Woodburn would face a potential moratorium on higher employment growth under the City's IMA (Interchange Management Area) Overlay District.

In its various objections, 1000 Friends of Oregon repeatedly argues that Woodburn has more land than "needed" to accommodate the high employment projection – based on the employee-per-acre method of calculating land needs preferred by that organization. However, as noted below in the employment needs discussion, Woodburn has projected employment land needs based on the siting needs of targeted basic employers – Woodburn's projections are not based directly on employee-per-acre or floor area ratios.¹⁴ Rather, as required by ORS 197.712 and the Goal 9 Rule, the Council has projected land needs based on the site characteristics that are required by targeted employers. Thus,

employment or population growth potential. Woodburn's EOA instructs the City to capitalize on its I-5 location and the availability of large tracts flat, serviceable industrial land. Unlike Wilsonville in the 1980s and 90s, Woodburn has taken aggressive steps to preserve capacity at its only interchange. Woodburn also proposes strong policies to reserve its industrial land supply exclusively for basic employment uses. Thus, if ECONorthwest and Winterbrook have over-estimated potential basic employment opportunities, unused industrial land will be retained in large parcels exclusively for agricultural use.

¹⁴ In responding to objections raised by FAN and 1000 Friends of Oregon, the City Council relied on the February 16, 2005 Winterbrook Planning Memorandum to Planning Director Jim Mulder.

reducing the employment projection to the mid or even low end of the range would not change the characteristics of the sites that Woodburn requires to be competitive in attracting family-wage jobs.

As documented in the 2005 Revised Buildable Lands Inventory, the 2002 Woodburn UGB included 126 acres of vacant, partially vacant and potentially redevelopable industrial land – distributed among 36 parcels, with an average parcel size of 3.5 acres. Although this land is a valuable component of the City's industrial land inventory, it is concentrated along Highway 99E and the Union Pacific railroad tracks west of this congested highway, and for the most part fails to meet the specific siting requirements of industries targeted in Appendix B of the Woodburn EOA.

In response to objections raised by 1000 Friends and FAN, City staff contacted owners of "partially vacant" and "redevelopable" properties identified in Winterbrook's 2003 BLI. In most cases, the owners of industrial firms stated that partially vacant land on their property was being held for future expansion, and was *not* available for purchase to meet the needs of new targeted employers. In other cases, owners stated that "redevelopable" industrial land (i.e., land with an improvement to land value ratio of less than 1) was actually being used for storage of vehicles, equipment or materials. As a result of staff's research, the Council has determined that Winterbrook's original estimate of 126 buildable industrial acres was not realistic. In actuality, as shown on the 2005 Winterbrook BLI, there are only 47 buildable acres on 23 separate tax lots available to site new targeted employment in Woodburn existing (2002) UGB.

Simply put, land served by Highway 99E does *not* have direct access to I-5 and lacks the range of parcel sizes and locational characteristics necessary to attract targeted industries. On the other hand, existing partially vacant and redevelopable parcels along Highway 99E and the railroad tracks provide *expansion* opportunities for existing Woodburn firms.

Employment Land Needs

Goal 14, Land Need factor (2), recognizes that changes to a UGB may be based on demonstrated need for employment opportunities.

Commercial Land Needs

A commonly-accepted method of projecting commercial land need (and one that has been acknowledged in many Oregon plans) is to determine the existing ratio of developed commercial acres to population, and multiply this ratio by projected population growth. Using this method, Woodburn would need 310 net buildable commercial acres to meet 2020 commercial land needs. Since Woodburn has 108 net buildable commercial acres within the existing UGB,¹⁵ this would result in a need for an additional 202 net buildable commercial acres.

¹⁵ The Council worked closely with City staff to identify the portions of commercial sites within the existing UGB that are not being used for buildings or parking, and accounted for these areas as vacant.

The Council did not use this method, because the Council has intentionally under-allocated commercial land to encourage redevelopment along Highway 214, Highway 99E and in Downtown Woodburn. As explained further in Part II of this Report, as a measure to increase land use efficiency, the Council assumed that most future commercial and government employment will occur on existing commercial lands through intensification and redevelopment. In addition, the need for highway commercial uses can be met to a limited extent within the Southeast Commercial Exceptions Area. The Highway 99E area has a range of low-intensity development uses. The City has assumed that strip commercial properties along Highway 99E and Highway 214 will redevelop over time, thus reducing the need to designate new commercial areas on resource land.

To meet future commercial land needs, including the need for nodal neighborhood commercial centers, the Council has added to the existing UGB only 22 net buildable acres of Commercial land (about 6% of the existing Commercial land base). These 22 net buildable acres include the following:

- 11 net buildable general commercial acres within existing commercial exceptions areas adjacent to the existing UGB;
- 9 net buildable neighborhood commercial acres in the Parr Road Nodal Development area; and
- 2 net buildable neighborhood commercial acres along Boones Ferry to the north of the existing UGB.

The Council notes that providing neighborhood commercial centers near higher density nodal residential development also meets a community livability need. Such centers are accessible by pedestrians and bicyclists, are required by the WDO to have public plazas that increase opportunities for relaxation and community events. Therefore, the Council finds that neighborhood community centers provide increased "livability" opportunities by encouraging healthful exercise and increased human interaction.

Industrial Land Needs

ECONorthwest prepared the *Woodburn Economic Opportunities Analysis* (EOA) in May 2001. The EOA 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 197.712 (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 industries that Woodburn has a reasonable chance of bringing to the City. Both documents conclude Woodburn will need additional land with specific size and access characteristics to achieve the City's economic development goals. These two ECONorthwest documents serve as the basis for determining Woodburn's employment land needs by site size through the Year 2020.

The employment land needs analysis in ECONorthwest's "Site Requirements for Woodburn Target Industries" (October 2003) concluded that about 370 acres would need to be

developed for basic employment uses in order to accommodate a mid-range need of 7,140 new employees between 2000 and 2020, based on employee-per-acre ratios.¹⁶ However, to attract targeted industries Woodburn must provide choice among and an adequate inventory of suitable sites. Under the site suitability method, it is possible that some sites may not fully develop during the planning period, either because a portion of the site will be held for future development or because a reserved site will not be selected by a targeted industry. As noted below, the proposed Plan includes measures to ensure that designated industrial parcels remain in agricultural use until a targeted employer needs them.¹⁷ Plan measures also ensure that such parcels cannot be re-designated for commercial use.

Woodburn's employment land needs are designed to meet ORS 197.712 and the Goal 9 Rule (OAR Chapter 660, Division 009) requirements that cities "identify the types of sites that are likely to be needed by industrial and commercial uses which might expand or locate in the planning area." To be clear, industrial site needs are not based on floor-area ratios or employee per acre ratios. Table 1 includes a select group of sites that have a reasonable likelihood of meeting the needs of targeted employers. This group of sites totals slightly less than 500 acres.

Table 1. Summary of estimated industrial 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

Refined Target Industry Site Suitability Analysis

When Metro conducted its industrial siting analysis in 2004, it applied three basic criteria to identify suitable blocks of industrial land:

¹⁶ As noted above in the section titled "Year 2020 Employment Projection", Woodburn assumed ECONorthwest's high employment projection. The Council believes that the site needs indicated in Table 1 will be sufficient to accommodate the higher employment projection as well.

¹⁷ The land will remain in EFU zoning until annexed to the City. A master plan is required prior to annexation, that will ensure retention of large parcels called for in the EOA. At Marion County's request, the Council has adopted a plan policy requiring industrial users to sign a covenant agreeing not to complain about agricultural operations in the area.

- access to transportation facilities (within two miles of a major interchange);
- proximity to other industrial uses (within one mile); and
- less than ten percent slope.

In 2003, Winterbrook applied similar locational need criteria to identify sites for targeted employers. Suitable industrial sites must:

- Be comprised of large blocks of land contiguous to or within the existing UGB;
- Have direct access to the I-5 / Highway 219 Interchange via an existing or planned arterial street;
- Be located to avoid truck traffic through existing or planned urban residential neighborhoods;
- Minimize potential conflicts with existing or planned residential areas by minimizing common boundaries;
- Be located to take advantage of existing or proposed arterial streets that direct industrial traffic to Highway 214 west (rather than east) of the interchange to access I-5;
- Be located within a two mile radius of the I-5 interchange;
- Be adjacent to existing industrial development;
- Have five or less percent slope;
- Meet size requirements outlined by ECONorthwest (October 2003 memorandum entitled "Site Requirements of Targeted Industries" and summarized on Table 1 of this Report);
- Be serviceable within the next 0-15 years with sanitary sewer, water and storm drainage facilities; and
- Avoid Class I agricultural soils; then include first Class III soils and second Class II soils, if necessary to serve otherwise suitable sites with Class III soils.

As a result of this site suitability analysis, the City allocated land for targeted employers in Study Areas 7 and 8, within the Southwest Industrial Reserve (SWIR). The SWIR is comprised of large, flat sites that can be provided readily with urban services and which have direct access to the west side of Interstate 5 via the Evergreen Arterial Extension, the South Arterial, Butteville Road and Highway 214. Evergreen Road and the Parr Road Neighborhood Commercial area serve as buffers between the SWIR and planned residential development to the east.

Employment Land Needs Conclusions

Table 2 below shows a comparison between the supply of industrial sites within the existing UGB and the 2020 basic employment site needs determined by the EOA and ECONorthwest's Site Requirements Analysis.¹⁸ Woodburn has a shortage of sites in all

¹⁸ Buildable Lands Inventory drafts through 2004 indicated industrial sites totaling 127 net buildable acres inside Woodburn's existing UGB. These sites included all partially developed and potentially redevelopable sites identified by Winterbrook when the initial draft of the BLI was created in 2002. Staff contacted owners of identified partially vacant and potentially redevelopable sites in 2005, and determined that many were being held for expansion of existing uses, or actually being used by the existing owner for storage necessary to the existing use. These sites were determined to be unsuitable to meet the siting needs for new industrial firms. Thus, the supply of potential industrial sites within the existing UGB dropped to 23, totaling 47 acres.

categories over 2 acres in size. There is a severe shortage of medium to large industrial sites available to meet the identified site requirements. Overall, Woodburn has a deficit of 20 industrial sites over 2 acres in size, totaling about 435 acres.

Table 2: Target Industry 2020 Site Needs Compared with Current UGB Supply

Lot Size (Acres)	2020 Needed	Current UGB Supply*	UGB Surplus (Deficit)
Under 2	15	16	1
Total Acres	15	8	(7)
2 to 5	10	5	(5)
Total Acres	40	18	(22)
8 to 10	7	1	(6)
Total Acres	56	8	(48)
11 to 25	5	1	(4)
Total Acres	75	11	(64)
28 to 50	3	0	(3)
Total Acres	105	0	(105)
51 to 100	1	0	(1)
Total Acres	70	0	(70)
100 +	1	0	(1)
Total Acres	125	0	(125)
Total Sites	42	23	(19)
Total Acres	486	45	(441)

Source: Winterbrook Planning

*Minor discrepancies in acreage due to rounding.

As shown in Table 3 below, the amended 2005 UGB has a deficit of 1 site in the 10-25 acre category and 1 site in the 2-5 acre category; counter-balanced by a surplus of 1 site in the 5-10 acre category¹⁹, and a surplus of 1 site in the under 2 acre category. Rather than expand the UGB further to add parcels in these ranges, the Council felt it prudent to rely on three possibilities for meeting these needs:

- First, there is an existing partially vacant parcel of 19 acres that is being held for future expansion. If the existing industrial owner of this site changes expansion plans, this site may become available.
- Second, if large sites develop at the lower end of their potential site ranges (e.g. 50 instead of 70 acres), additional sites in the 10-25 acre range may become available in the SWIR industrial park areas.
- Third, the City re-designated a site in the 5-10 acre category inside the existing UGB from Open Space to Industrial, which can be used to meet the need for sites of smaller sizes.

¹⁹ An additional site in the 5-10 acre category was created in 2005 inside the existing UGB through re-designation of land from Open Space to Industrial.

Table 3: Target Industry 2020 Site Needs and 2005 UGB Supply

Site Size (Acres)	2020 Needed	2005 UGB Supply	UGB Surplus (Deficit)
Under 2	15	16	1
Total Acres	15	8	(7)
2 to 5	10	9	(1)
Total Acres	40	30	(10)
5 to 10	7	8	1
Total Acres	56	57	
10 to 25	5	4	(1)
Total Acres	75	56	(19)
26 to 50	3	3	0
Total Acres	105	103	(2)
51 to 100	1	1	0
Total Acres	70	65	(5)
100 +	1	1	0
Total Acres	125	96	(29)
Total Sites	42	42	0
Total Acres	486	407	(71)

Source: Winterbrook Planning

“Base Case” Residential Land Needs

Goal 14, Land Need factor (2), recognizes that changes to a UGB may be based on demonstrated need for housing.

In Technical Report 2 – Residential Land Needs Analysis (RLNA), Winterbrook determined Woodburn’s residential land needs based on the requirements of ORS 197.296 and Statewide Planning Goals 10 (Housing) and 14 (Urbanization). This section considers two “base case” scenarios from which to determine the housing and buildable land area needs for residential uses for the 18-year planning period, from 2002 to 2020. Part II of this Report considers the results of the housing needs analysis and identifies land use efficiency measures that have enabled the City to provide affordable housing opportunities and reduce its need for buildable residential land.

Alternative 1: Residential Land Needs Based on Actual Housing Mix and Density

The first “Base Case Scenario” described below is based on “actual housing mix and densities” observed from 1988-2002 (RLNA, Table 6), as prescribed by ORS 197.296(4)(a). Implementation of this base case scenario would not require additional plan policy or code text amendments.²⁰ Implementation of this “actual development” scenario would, of course, require comprehensive plan map, urban growth boundary and (eventually) zoning map amendments.

²⁰ Currently, Woodburn has two residential plan designations: Low Density Residential and High Density Residential. Three zones implement these designations: Residential Single Family, Retirement Community Single Family Residential, and Medium Density Residential.

For the base case scenario based on actual development, Winterbrook:

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's (then) Interim planning, population projection of 34,919;
3. Applied the 2000 US Census ratio of institutional population to projected population increase and subtracted these 337 "institutional" residents from the population growth for purposes of dwelling unit need;
4. Assumed a projected average household size figure of 2.9;²¹ and
5. Applied an average occupancy rate of 95% (or a vacancy rate of 5%²²) to all housing types.

Winterbrook 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. Winterbrook determined needed acres by dividing the number of dwelling units by actual density. The above factors were then applied to create Table 3A.

Table 3A shows a need for 4,968 dwelling units and about 680 net buildable residential acres, using the above methods. Table 3A shows the housing mix and density experienced in Woodburn over the last 14 years and one possible zoning allocation that can achieve 7.25 dwelling units per acre. Table 3A does not include need for Public and Semi-Public uses, which is discussed in the following Public and Semi-Public Use Land Needs section. Nor does this base case scenario consider inefficiencies that result from converting highly-parcelized land within built and committed exceptions areas to urban residential uses.

Finally, based on testimony received from Renaissance Homes, the Council finds that there is a "special need" for higher end housing adjacent to the OGC Golf Course. Renaissance Homes testified that they have been able to meet a specific market niche for higher end housing in Woodburn *solely* because of the golf course views and open space available in the Tukwila Planned Unit Development. The Council notes that higher paid executives in existing and future Woodburn firms also are more likely to reside in Woodburn (rather than in Portland, Salem or rural Marion County) if such higher-end, higher-amenity homes were available within the Woodburn UGB.

²¹ 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. Winterbrook projected a return in household size over the next 20 years (reflecting national trends and cultural shifts) to 2.9 persons per household. There is a direct relationship between the success of Woodburn's Economic Development Strategy and household size: as household incomes and educational levels increase, household size typically decreases.

²² 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%. As with household size, Winterbrook projected a *midrange* vacancy rate of 5%.

Table 3A: Residential Land Need Based on Actual Development

Type	Percent	Units	Net Density	Needed Net Buildable Acres
Detached Single Family Residential	43%	2,136	6.05	353.1
Multiple Family Residential	31%	1,540	16.31	94.4
Duplex	1%	49.68	12.56	4.0
Manufactured Homes	24%	1,192	5.23	228.0
Totals	100%	4,968	7.25	679.5

Source: City of Woodburn; RLNA, Winterbrook Planning

As explained in the Residential Land Needs Assessment (RLNA), Woodburn has two major population 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 a reasonable job of providing affordable housing, but can take steps to provide a greater variety of housing types at higher densities. Part of the affordable housing "problem" is that the new, young population lacks the financial resources for home ownership. This problem is considered in the ODCED Alternative below.

Alternative 2: Application of the ODCED Residential Land Needs Model

Housing need depends on household income, which is related to economic development in Woodburn. As noted in ECONorthwest's analysis of the relationship between economic development, household income and housing needs:

- *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. 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 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 occupation jobs.*

The impact of projected economic trends on residential land needs was further explored through use of the ODCED Residential Land Needs Model. For an alternative base case analysis, Winterbrook used the Residential Land Needs Model developed by the Oregon Department of Community and Economic Development (ODCED) 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.

Winterbrook ran the model using the coordinated population projection of 34,919, a Year 2020 planning period, an average household size of 2.9, and approximately 100 other assumptions related to housing type, rental status, and price/rent levels (see RLNA,

Attachment A). Due to Woodburn demographics and Hispanic preferences for homeownership, Winterbrook assumed a high demand for affordable homeownership opportunities, which translates into a need for small-lot single-family and townhouse (single-family attached) development. Projected income by age cohort inputs for the Model were provided by ECONorthwest, based on successful implementation of Woodburn's economic development objectives.

The Model produced the results shown on Table 3B. 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 requires about 714 net acres (about 34 acres more than was projected using the "actual housing mix and densities" method). This represents the total amount of buildable residential land needed to accommodate the projected 14,059 population increase over approximately the next 18 years.

Table 3B: 2020 Needed Net Buildable Acres for Housing Based On OECD Model

	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: RLNA; The Housing/Land Needs Model; Winterbrook Planning

Base Case Housing Need Conclusions

A major part of Woodburn's Economic Development Strategy is to take advantage of its growing workforce by creating opportunities 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 costs. Thus, 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 single-family home ownership opportunities as well. The City also has a special need for higher-end homes near the OGC Golf Course to provide housing for future executives in firms that choose to locate in Woodburn.

Without the adoption of land use efficiency measures, as discussed in Part II of this Report, Woodburn would require from 680 to 714 net buildable acres of residential land to meet its housing needs through the year 2020. As noted below, with efficiency measures, the City will need approximately 130-160 fewer net buildable acres. This range assumes relatively large buildable parcels, and does not account for inefficiencies in land development that occur when built and committed exceptions areas are converted to urban residential uses.

Public and Semi-Public Land Needs

Goal 14, Land Need factor (2) recognizes that changes to a UGB may be based on demonstrated need for "livability or uses such as public facilities, streets and roads, schools, parks or open space."

Public and semi-public facilities such as schools, hospitals, churches, government buildings, and parks will expand as population increases. Such uses are necessary to support planned population growth and (In the case of parks, open space and schools) increase the livability of residential neighborhoods. In Woodburn, such uses typically locate on land designated for residential use.

Public and semi-public land needs are shown in Table 4 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, the City separated land types by categories of: schools, parks, institutional, religious, natural areas, and government. The City approached each type slightly differently:

- **Schools** – The City used the ratio of developed school land to population described in the 1999 *Woodburn Parks and Recreation Comprehensive Plan Update* – about 5 acres per 1,000 residents – and extended that ratio to the projected Year 2020 Woodburn population to determine land needed for schools. In 2004, the Woodburn School District reviewed Winterbrook’s projection and determined that Woodburn needed approximately 48 additional acres beyond Winterbrook’s simplistic projection to meet school needs through 2020.²³ Woodburn currently has about 115 developed acres of land for schools, and needs approximately 223 total acres by 2020. This means there is a need for 108 vacant buildable acres to accommodate a new high school, a new middle school and two new elementary schools.
- **Parks** – The City used the 1999 *Woodburn Parks and Recreation Comprehensive Plan Update* to project park needs through 2020. The 1999 Update recommended using a ratio of 7 acres per 1000 population to project need for neighborhood and community parks. The ratio was applied to the projected 2020 population of 34,919, and then existing parkland was subtracted, to determine needed park acreage. The Parks Plan indicates that some of Woodburn’s park needs will be met on school lands. Therefore, it was assumed that 50% of all needed 2020 school lands would also serve to meet park needs, and that amount was added to the parks supply. Woodburn currently has about 87 acres of parks and recreational land in use (plus about an additional 112 acres of 2020 school lands), and needs about 262 acres total to meet the recommended ratio. This means there is a need for about 63 acres of parklands by the year 2020.
- **Institutional** – Woodburn currently has 500 residents who live in “institutions”, according to the 2000 US Census, and has had no additional institutional development

²³ August 30, 2004 letter from Woodburn School District. The District has a 20-year planning horizon. In order for the second new high school to be operational by 2024, the land will need to be purchased on or before 2020. This would allow sufficient time for land to be annexed to the City, a bond measure passed, and the high school designed and constructed.

from 2000-2002. The City applied the existing ratio to a projected 2020 population of 34,919, projecting an institutional population growth of approximately 337 through 2020. The City applied a ratio of 30 residents/units per net acre (the maximum allowed under current zoning), which translated to an 11-acre need in this category.

- **Religious** – The City applied a ratio of 2 acres per 1,000 population growth for religious uses. The 2002-2020 population growth forecast of 14,059 translated to a need for approximately 28 acres for religious use.
- **Natural Areas** - The City put protected greenways and wildlife corridors into this category. The 1999 Woodburn Parks and Recreation Comprehensive Plan Update did not project a need or standard for natural areas. However, natural areas can serve to provide trail systems and natural pathways for Woodburn residents. According to the 1999 Update, there were 1.22 acres of greenways, open space, and trails/pathways per 1000 population in Woodburn. Extending this ratio to the projected 2020 population projection of 34,919 would require 42.6 acres for greenways, open space, and trails/pathways. There are approximately 129 constrained (unbuildable) riparian, wetland and floodplain acres in Woodburn available to meet this generalized need. Therefore, no additional buildable land is required.
- **Government** – Projected government employment growth through 2020 is 252 employees. Using an employee/acre ratio similar to that for commercial employment yields a land need of slightly less than 13 acres. There are approximately 5 vacant publicly owned acres of land to help meet this need. The City assumed that the remainder of the government employment land need will be met through redevelopment of commercial areas and intensification of use of existing government-owned property. Therefore, no additional residential land is needed to accommodate government employment growth.

The supply of public and semi-public land in Woodburn's current UGB shown in Table 4 was determined in Technical Report 1, Buildable Lands Inventory.

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Table 4: Year 2020, Public and Semi-Public Land Needs

Type	Supply	Need	Difference
Schools Net Acres	115	223	-108
Parks Acres	199	262	-63
Institutional Net Acres	0	11	-11
Religious Net Acres	0	28	-28
Natural Areas Acres*	129	42.6	86
Government Net Acres*	5	13	-8
Total Net Buildable Residential Deficit			-210

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 of land occupied by public and semi-public uses compared to population, Woodburn will need about 108 net buildable acres for schools, 63 acres for parks, 11 acres for institutional uses, and 28 acres for religious uses, through 2020. The City relied on redevelopment of existing commercial and public lands to meet government employment needs. Since parks, schools, institutional uses, churches, and similar public/semi-public uses typically require a location in a residential zoning district, such public and semi-public use needs add to the demand for vacant buildable residential land within Woodburn’s UGB. In summary, Woodburn requires approximately 210 additional net buildable acres of Residential land to meet its 2020 public and semi-public use land needs.

Recap of Base Case Residential Land Needs without Efficiency Measures

Without land use efficiency measures (i.e., relying on existing plan designations and zoning), from 2002 to 2020 Woodburn will require approximately 680-714 net buildable acres of residential land for housing, and 210 net buildable acres for public and semi-public uses. The total amount of residential land needed for Woodburn during the planning period without land use efficiency measures would be 890-934 acres. Again, this need range does not account for land use inefficiencies that result when built and committed exceptions areas are converted to urban residential use – as required by Goal 14 and ORS 197.298. However, these inefficiencies are accounted for in Part II of this report.

Buildable Lands Inventory

In Technical Report 1, Buildable Lands Inventory (BLI), Winterbrook determined the buildable land area, on a parcel-by-parcel basis, within the existing (2002) Woodburn UGB. BLI information was also used by ODOT for modeling transportation impacts from three preliminary land use scenarios.²⁴

After completing a Residential Land Needs Analysis, reviewing transportation options, and conferring with Woodburn staff, Winterbrook amended Technical Report 1 to account for changes proposed in the "2005 Plan". The "2005 Plan" is the proposed Plan and UGB amendment package, to meet identified needs for residential, public, and employment lands. As discussed below, the 2005 Plan includes proposed (1) amendments to the Woodburn UGB to increase land supply, and (2) measures to increase land efficiency and residential densities within both the existing UGB and the proposed UGB expansion area.

The BLI consists of a Year 2002 GIS database that describes the gross area and net buildable area of each tax lot within the UGB by comprehensive plan designation and existing zoning. Net buildable area is determined by subtracting topographical constraints and infrastructure requirements from the gross area of each tax lot.

The BLI and associated Buildable Lands Map show: (a) how much vacant, infill, or potentially redevelopable land is available to meet future residential, public/semi-public, commercial, and industrial land needs; (b) where these parcels are; and (c) the size and constraints of each parcel.²⁵

Buildable Lands Inventory Overview

Table 5 (Buildable Lands Summary) provides the net buildable area, in acres, of land in each comprehensive plan designation inside Woodburn's existing UGB as of 2002. Table 6 (Lots by Size) provides the buildable area in parcels of various sizes by plan designation. Tables 5

²⁴ To ensure that relationships between transportation and land use were considered early in the process, ODOT used data from the BLI to inform Periodic Review Task 2 (Coordination with ODOT), and by association Statewide Planning Goal 12 (Transportation), by estimating household and employment capacity within the current (2002) UGB. ODOT used this information to model impacts of potential development alternatives on the transportation system from each Transportation Analysis Zone (TAZ).

²⁵ The capacity for residentially-designated parcels to meet residential land needs is considered on a parcel-by-parcel basis, rather than on an aggregate land area basis. For example, a two-acre parcel with an existing home zoned for 6,000 square foot lots will have some left-over land. After accounting for streets (20% of the 87,120 square-foot parcel) and the existing home (one-fifth of an acre or 8,712 square feet), 60,984 square feet remain. At 6,000 square feet per lot, the buildable area of the parcel can accommodate 10 legal lots, leaving an "extra" 984 square feet. Because land usually develops on a parcel-by-parcel basis, it would be unrealistic to assume that this left-over land will be used by another developer.

and 6 correspond to Tables A and B in Technical Report 1 (Buildable Lands Inventory) and do not include proposed UGB expansion areas.

Table 5: Buildable Lands Summary within the 2002 UGB

Plan Designation	Total Acres	Net Buildable Acres	Unit Capacity (RES) or Employee Capacity (IND, COM)
Commercial	599	108	2,135
Industrial	685	47	658
Residential <12	1,478	403	2,190
Residential >12	385	108	1,256
Public (open space)	94 (583)	6	NA

Source: Winterbrook Planning

*Acreage available for new targeted industries was reduced from 126 to 47 based on property owner interviews, as described in the Employment Land Needs section. The remaining 79 acres are being held for future expansion by existing Woodburn firms, and thus will accommodate additional employees beyond the number shown in Table 5.

Table 6: Lots by Size (in Buildable Acres)

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*	11	10	1	1	0	0

Source: Winterbrook Planning

* The number of available industrial parcels also was reduced based on property owner interviews conducted in 2005, as described in the Employment Land Needs section.

The 2005 Buildable Lands Inventory (BLI) included optimistic assumptions regarding residential infill and partially developed residential, commercial and industrial lands. For example, the BLI reserved only one-fifth of an acre for existing homes on partially developed lots (compared with one-half acre assumed by Metro), and assumed that the remainder of the lot would develop at densities permitted by zoning. The BLI also looked carefully at partially developed industrial and commercial parcels, was based on interviews conducted with property owners, and assumed that unused portions of parcels that were not planned for expansion of the existing use would be available to meet new industrial and commercial siting needs.

PART II. AFFORDABLE HOUSING AND LAND EFFICIENCY MEASURES (ORS 197.296; GOAL 14: ACCOMMODATING NEEDS INSIDE UGB)

"Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary."

The Land Need section of Goal 14 requires a demonstration that identified land needs cannot reasonably be accommodated on land already inside the UGB by increasing land use efficiency. 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 UGB.

The City 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 Woodburn Comprehensive Plan Proposed Goal and Policy Amendments, Proposed WDO Revisions, and in Technical Report 3 (Residential Land Needs Analysis). These intensification measures include provisions for infill and redevelopment, increased density, master planning and nodal development – all of which increase efficiency of land use.

The Council notes the following provisions that encourage land use efficiency:

- The *Woodburn Comprehensive Plan* would provide *opportunities* for densities in excess of 10 dwelling units per net buildable acre outside of highly parcelized exceptions areas. By constraining the residential land supply based on optimistic density assumptions, land prices will increase, which in turn is likely to increase land use efficiency.
- Except for the developed MacLaren Youth Correctional Facility, all exceptions areas adjacent to the UGB would be included within the proposed UGB. As noted above, the City has assumed that densities in exceptions areas will be greater than those actually experienced on infill parcels within the Woodburn City Limits from 1988-2002.
- Application of highly conservative assumptions for new Commercial land (only 22 additional buildable commercial acres are proposed to be added to the UGB for the 18-year planning period), accompanied by a virtual prohibition on Commercial plan amendments near Interstate 5.
- Liberal assumptions regarding redevelopment of commercial land, "infill" on residential land inside the existing UGB as well as in rural residential exceptions areas, and the availability of undeveloped portions of existing industrial land.
- Very strong measures to ensure that industrially designated land within the Southwest Industrial Area (SWIR) is retained in agricultural use until targeted employer requirements are met.
- Limitations on division of parcels in the SWIR to insure that sites of sufficient size to satisfy requirements of target industries remain available.

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- Master planning requirements for the SWIR and the Parr Road Nodal Development Area prior to annexation and provision of urban services.
- Minimum density requirements for all residential land.
- Clear and objective protection measures for Woodburn's floodplains, wetlands and riparian corridors.

Built and Committed Exception Areas

Existing Marion County zoning maintains large lot sizes through EFU zoning for large vacant parcels within the unincorporated urbanizable area. EFU zoning will continue to apply to such lands until a master plan showing maximum efficiency of land use has been approved by the City, the land is annexed, and urban zoning has been applied.

Except for the MacLaren School (a state juvenile detention facility); all non-resource land (i.e., areas that already have built and committed exceptions) adjacent to the Woodburn UGB is proposed for inclusion within the expanded UGB. Woodburn has four existing built and committed exceptions areas adjacent to the 2002 UGB²⁶:

- Butteville Road Rural Residential Exception Area (155 gross acres)
- Northeast (Hwy 99E) Rural Residential Exceptions Area (13 gross acres – completely developed as a manufactured dwelling park)
- MacLaren School Institutional Exceptions Area
- Southeast (Hwy 99E) Residential/Commercial Exceptions Area (35 gross acres)

The Butteville Road residential exception area contains 108 net buildable acres, but due to the existing parcelization and development pattern, this land cannot meet residential land needs as efficiently as would large, vacant parcels (See Attachment 1: Development Pattern of Exception Area). As shown in Table 7 below, the median parcel size in the Butteville Road Exception Area is less than two acres. Only 2 of the 61 residential exception area parcels in the Butteville Road Exceptions Area are between 6-10 acres in size.

Table 7: Butteville Road 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	108

²⁶ Information in Technical Report 3 related to exceptions areas has been refined through additional GIS analysis of the areas.

During the 5-year period from 2000 through 2004, Woodburn approved 8 applications for land divisions of residential parcels under 5 acres in size with existing residences – parcels that would be defined by this study as “potential infill” or “partially developed”. These land divisions comprised a total of 9.8 acres and 24 lots, for an average total post-division density of 2.4 units per gross acre. The 2.4 unit-per-acre density includes the original house and lot. Thus, the Council assumes that exception area parcels (at 3 new units per net acre on undeveloped portions of each exception area lot²⁷) will develop at densities comparable to, but slightly higher than, those of existing lots of less than five acres in the City Limits.

This assumed infill density for exception areas is slightly higher than the actual infill density that has occurred inside the existing Woodburn city limits over the last five years. This assumption is optimistic because the infill and partially developed parcels were inside the city limits with urban services, whereas the exceptions areas lie at the UGB fringe, are outside the city limits, and currently do not have urban services. Moreover, public testimony at work sessions indicated strong opposition from most property owners to be included within the Woodburn UGB because they feared increased urban densities. Thus, it is probable that some parcels within built and committed exceptions areas will remain undeveloped during the planning period.

The need for low-density infill housing can be accommodated to a limited extent within the Butteville Road Exception Area. The Butteville Road Exceptions Area has the capacity for limited infill at an estimated density of 3 units per net buildable acre, after subtracting a fifth acre for each existing house. At this density, the Butteville Road area has the capacity for 295 low-density residential units.

The Southeast Exception Area contains one large undeveloped parcel with approximately 7.5 net buildable acres adjacent to the south of a developed manufactured home park within the City Limits. This parcel has a Medium Density Residential designation and development of this parcel is assumed to occur at the same density assumed for MDR sites within the existing UGB (14 units per net buildable acre), yielding a capacity for 105 medium density residential units. This exceptions area also includes approximately 11 net buildable commercial acres that were applied toward 2020 commercial needs.

The Northeast Rural Residential Exceptions Area is fully developed as a manufactured dwelling park and has no remaining development capacity.

The MaClaren School exceptions area is owned by the state and is capable of meeting statewide juvenile incarceration needs that generally are unrelated to Woodburn's

²⁷ The parcelization pattern and small size of many of these lots limit efficient development – causing a loss of “partial units” on individual lots. For example, an exception area lot that is 0.75 acres in size is expected to accommodate 2, rather than 2.27 units. This contributes to lower anticipated densities in built and committed exceptions areas, and explains why the capacity of the area's 108 net buildable acres is 295 units.

institutional needs. This state facility already has urban services and is not available or appropriate for meeting long-term institutional needs of Woodburn.

New Residential Plan Designations and Zoning

In order to provide buildable land for needed housing types in Woodburn (as identified by the OECED Land Needs Model and by Winterbrook's demographic analysis), the City has adopted two new "nodal development" overlay districts: Nodal Single Family Residential (RSN) and Nodal Multi-Family Residential (RMN). Vertical mixed use is allowed in the Commercial plan designation where implemented by Downtown Development and Conservation district; and in floors above ground floor commercial in the Nodal Neighborhood Commercial District.

There are six zoning districts (two mixed use and four residential) that are available to meet housing needs in Woodburn:

- **Residential Single Family (RS):** This district allows stick-built single-family homes, manufactured dwellings (not parks), and some duplexes. Approximately 30% of new dwelling units are planned in this district.
- **Nodal Single Family Residential (RSN):** This overlay district allows smaller lot single-family homes, zero lot line single-family dwellings, and manufactured homes in Residential Single Family zoned areas. Approximately 30% of new dwelling units are planned in this district.
- **Medium Density Residential (RM):** This district allows duplexes, manufactured dwelling parks, and medium density multi-family dwellings. Approximately 20% of new dwelling units are planned in this district.
- **Nodal Multi-Family Residential (RMN):** This overlay district allows slightly higher densities, and would allow condominiums, townhouses, and row houses in Medium Density Residential zoned areas. Approximately 20% of new dwelling units are planned in this district.
- **Downtown Development (DDC) and Nodal Neighborhood Commercial (NNC):** Vertical mixed-use housing is allowed above retail and would be generally confined to the downtown area and Parr Road Nodal Commercial area. Approximately 1% of new dwelling units are planned in these districts.²⁸

This amended zoning program substantially increases land use efficiency on buildable lands within the 2005 Woodburn UGB. If Woodburn were to expand exclusively onto large tracts of agricultural land (and not include built and committed exceptions areas), then the City would need 573 net buildable acres to accommodate needed housing through 2020. **This is from 107 to 141 fewer net buildable acres than would have been needed under the two base case alternatives discussed above.**

²⁸ Over 100% due to rounding.

However, the efficiency advantage provided by land use measures is counter-balanced in part by inclusion of residential exceptions areas, which develop at less efficient overall densities. The 2005 UGB includes all residential exceptions areas adjacent to the existing UGB. As shown in Table 8 below, even with the less-efficient exceptions areas, implementation of the new Nodal districts decreases residential land need to 634 net buildable acres through 2020 – about 46 net buildable acres less than would be needed if actual development trends were extended without land use efficiency measures (as shown in Table 3A), and about 80 net buildable acres less than projected in the ODHED Model (as shown in Table 3B).

Table 8: Projected Residential Land Needs (Net Buildable Acres)

Plan	Net Assumed Density	Percent	Dwelling Units	Net Buildable Acre Need
LDR (RS)	5.5	24%	1,195	217
LDR in Exceptions Areas (RS)	3.0	6%	295	107
Nodal LDR (RSN)	8.0	30%	1,490	186
MDR (RM)	14.0	17.5%	864	62
MDR in Exceptions Areas	14.0	2%	105	8
Nodal MDR (RMN)	18.0	19.50%	969	54
DDC and NNC	16.0	1%	50	0
Subtotal Exceptions Area	3.5	8%	400	115
Subtotal Other Buildable Lands	8.8	92%	4,568	519
Total	7.8	100%	4,968	634

Source: Winterbrook

Table 9 provides more detail on the proposed distribution of housing by type and density within each Woodburn zoning district. In order to achieve the densities projected for each housing type, the City has amended the Woodburn Comprehensive Plan and Development Ordinance. Thus, Woodburn has adopted "measures" to increase density and provide for more affordable housing, as proscribed by ORS 197.296. These measures are included in adopted Comprehensive Plan and Development Ordinance amendments, and are outlined as follows:

- **Plan for Higher Density** – Woodburn’s new zoning districts allow for cumulative maximum densities of about 10.3 dwelling units per net buildable acre, which compares favorably with the 8 dwelling units per gross buildable acre recommended in the *Marion County Urban Growth Management Framework Plan*. Assuming that development will occur at 80% of maximum permitted density, Woodburn projects that new development through 2020 will occur at an overall density of 7.8-8.9 dwelling units per net buildable

acre.²⁹ This is significantly higher than the actual density of about 7.25 dwelling units per net buildable acre developed between 1988 and 2002.

- **Multi-Family Mix** – Woodburn planned for a ratio of 60% single-family (including manufactured homes, with nearly 50% of the single-family as “small lot” single-family) and 40% duplex, attached single family or multi-family for new residential development in Woodburn through 2020.
- **Modify Zoning Districts** – Woodburn adopted two new overlay districts, Nodal Single Family Residential and Nodal Multi-Family Residential, and a new Nodal Neighborhood Commercial district that allows Vertical Mixed Use, in order to better meet housing type needs and allow for higher density in mixed-use node areas.
- **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 row houses, 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.

²⁹ Projected densities are 80% of maximum densities, outside of exceptions areas planned for LDR. The 7.8 units per net buildable acre includes exceptions areas and other buildable lands; whereas the 8.9 figures excludes exceptions areas.

Table 9: Housing Need by Type, Density and Zoning District

Housing Type	Number of New Units	Percentage of New Units	Projected Net Density	Woodburn Zoning District
LDR and MH (Standard Lot)	1,145	23%	5.5	RS *
LDR and MH Exceptions Areas	295	6%	3	RS
Nodal SF (Small Lot)	1,490	30%	8	RSN *
Duplex	50	1%	8	RS
Duplex	50	1%	8	RM *
MH in MHP	199	4%	8	RM
Attached Single Family	99	2%	12	RMN *
Multi-Family	615	12%	14	RM
Multi-Family Exceptions Areas	105	2%	14	RM
Multi-Family	870	18%	18	RMN *
Multi-Family	25	1%	16	DDC *
Multi-Family	25	1%	16	NNC *
Totals / Percentages / Cumulative Density	4,968	100%	XXX	N/A

Source: Winterbrook Planning

* Indicates new adopted measure.

Table 10 compares buildable residential land supply in 2002 (before proposed amendments to the comprehensive plan or UGB) and residential land needed after adoption of the measures described above. Within the existing 2002 UGB, there is a surplus of land designated for Low Density Residential and Medium Density Residential use, and a deficit of land designated for Nodal Low Density Residential and Nodal Medium Density Residential use. There is a need to include all available residential exceptions land before any other land, and this is accounted for in Table 10. There is also a deficit of residentially designated land for public and semi-public uses. Combined, this deficit totals 340 acres. The 2005 Buildable Lands Inventory accounts for Comprehensive Plan changes and new planned street systems within the existing UGB that decrease residential land supply by approximately 30 acres. **This brings the net buildable residential lands deficit within the 2002 UGB to about 370 acres.**

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To ensure zoning consistent with Comprehensive Plan designations, as well as provide opportunity for affordable housing, the City has re-designated some lands inside the existing UGB to better provide for the City's housing needs through 2020. The unmet need for approximately 370 acres of residential land supports the City's decision to expand the UGB by approximately 384 net buildable acres for residential and public/semi-public uses through 2020. This acreage is within 15 acres of the overall residential need, calculated on an aggregate basis. However, when the *capacity* of each parcel is considered individually (rather than in the aggregate), there is an under-supply of approximately 30 acres—slightly under the need when inefficient lot sizes are accounted for, slightly above when they are not.³⁰

Table 10: 2020 Residential Land Needs (Net Buildable Acres) after Adoption of Land Use Efficiency Measures

Plan Designation	Acres Available	Acres Needed	Acres Surplus (deficit)
LDR	403	217	186
LDR Exceptions	0	107	(107)
MDR Exceptions	0	8	(8)
Nodal LDR	0	186	(186)
MDR	108	69	39
Nodal MDR	0	54	(54)
VMU	0	0	0
Public / Semi-Public	-	210	(210)
Totals	511	851	(340)

Source: Winterbrook Planning and City of Woodburn

³⁰ This figure represents total acreage, and does not indicate individual parcel capacity. Due to inefficient lot sizes within the existing UGB (e.g., a 7,000 square foot lot in a zone with a minimum lot size of 6,000 square feet), mainly within the areas planned for low density residential uses, **the actual capacity provided for residential dwelling units is approximately 30 acres lower than the total land supply would indicate.**

PART III: UGB LOCATIONAL ANALYSIS (ORS 197.298; GOALS 5, 7, 11-13; GOAL 14, BOUNDARY LOCATION FACTORS 1-4)

The Goal 14 Boundary Location section reads as follows:

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

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

Winterbrook identified 8 Study Areas surrounding the existing Woodburn UGB for potential inclusion in the UGB, and evaluated each study area for consistency with ORS 197.298 priorities and Goal 14 (Urbanization) Boundary Location Factors 1-4.

To address ORS 197.298 priorities and Goal 14 Boundary Location Factor 4, Winterbrook inventoried Goal 2 exception areas (built and committed to non-resource uses) and agricultural soil classifications for each study area.

To address Goal 11 (Public Facilities and Services) and Goal 14 Boundary Location Factor 2, the Woodburn Public Works Department analyzed the feasibility and cost of providing water, sanitary sewer and storm sewer services to each study area.

To address Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Resources, and Open Spaces), Goal 7 (Areas Subject to Natural Hazards) and Goal 14 Boundary Location Factor 3 (economic, social, environmental and energy consequences), Winterbrook inventoried wetlands, stream corridors, floodplains, and wildlife habitat (for special status species) within each study area.

Finally, to determine the area of buildable land for each study area, Winterbrook applied the same methods used within the existing Woodburn UGB. (See Technical Memorandum 1 - Buildable Lands Inventory (2005).) Protected Goal 5 and 7 resources were considered unbuildable. A fifth of an acre was considered non-buildable for each single-family residence in rural residential areas. For partially developed industrial and commercial land, the unbuildable acreage for each parcel was determined based on actual development area based on aerial photographs and visual surveys.

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Potential UGB Expansion Study Areas

The 8 Study Areas extend approximately one-half mile outside of the existing 2002 UGB. The 8 Study Areas were defined based on transportation considerations (Study Areas usually comprise multiple transportation analysis zones or TAZs) and drainage basins. Study Area boundaries were extended in certain locations to include topographic or artificial features (e.g., roads or streams), contiguous exception areas, and whole tax lots (where practical).

Major roads and railways form the primary divisions between the Study Areas. The Study Areas range in size from 191 to 755 acres, and have a combined size of 3,984 acres – or about six square miles. The Study Areas are ordered in a clockwise manner, beginning to northwest of the existing UGB with Study Area 1 (SA-1 - Northwest) and ending with Study Area 8 (SA-8 - West). The location and size of each Study Area is summarized in Table 11.³¹

Table 11. Study Area Location and Size

Study Area	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 approximately 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 approximately 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 Highway 211 (Estacada Hwy), 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 property lines.	604
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		3984

³¹ Study Area 7 was increased in size by 3 tax lots totaling approximately 98 acres in response to comments by DLCD and 1000 Friends of Oregon. These added parcels included no natural resource or natural hazard lands and contained about 36 acres of Class II soils, 61 acres of Class III soils, and an acre of Class IV soils. These changes are reflected in this report, but not in the 2002 Technical Report 3: Potential UGB Expansion Area Analysis; Natural Resources Inventory.

The 8 study areas are comprised entirely of U.S. Natural Resources Conservation Service (NRCS) Class I through Class IV agricultural soils. Approximately 97 percent of non-exception area lands are classified as high value farmland. Constrained Goal 5 and 7 resource lands total 248 acres and are located primarily along the Seneca and Mill Creek corridors in Study Areas 1 and 2. Ravines associated with significant riparian corridors generally have Class IV agricultural soils. Thus, the Study Areas with the lower quality agricultural soils tend to have the least buildable Goal 5 and 7 resource sites. Table 12 describes the soil type and natural features constraints of each study area.

Table 12. Goal 3, 5 and 7 – Constrained Land Summary

Study Area	Size (acres)	Goal 5 (Natural Resources)			Goal 7 Flood-plains	Total Constrained ¹	Goal 3 (Agricultural Lands) ²			
		Vetlands	Streams	Species			Class I	II	III	IV
1. Northwest	655	54.37	96.24	W/in streams	16.89	107.32	4	320	73	30
2. North	675	34.44	62.47	W/in streams	40.62	68.31	29	432	83	62
3. Northeast	330	6.93	14.95	W/in streams	0	15.12		135	27	10
4. East	343	3.20	18.49	W/in streams	0	19.22		296	14	12
5. Southeast	431	0	6.15	W/in streams	0	6.15		355	46	24
6. South	191	15.30	15.34	W/in streams	11.38	16.14		147	2	12
7. Southwest	604	0.87	0	0	0	0.87		397	185	20
8. West	755	4.43	14.09	W/in streams	0.26	14.41	40	567	52	81
Total Area	3984	119.54	227.73	227.73	69.15	247.54	73	2649	482	251
% of Study Area	100 %	3.00%	5.72%	5.72%	1.74%	6.21%	1.83 %	66.49 %	12.10 %	6.30%

1. Adjusted for overlapping resource coverage.
2. Excludes Goal 5 and 7 constrained lands and exception areas.

Table 12A indicates, by study area, the gross and net buildable acreages that are proposed to be included in the 2005 Woodburn UGB, and the proposed Plan Map designation for each area.

Table 12A. Areas Proposed for Inclusion in 2005 UGB

Study Area	Plan Map Designation	Gross Acreage	Net Buildable Acres
1 Northwest	Low Density Residential	155	107
2 North	Low Density Residential	210	150
	Commercial	2	2
3 Northeast	Low Density Residential	13	0
6 South	Commercial	13	13
	Medium Density Residential	8	8
	Low Density Residential	15	0
7 Southwest	Low Density Residential	85	68
	Medium Density Residential	60	51
	Nodal Commercial	9	8
	SWIR	279	252
8 West	SWIR	130	111
Total	---	979	770

ORS 197.298 – Priority Areas for UGB Expansion

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 priority does not apply.

- (2) *Exception areas or non-resource land adjacent to the UGB.*

Woodburn has five exception areas adjacent to its existing UGB – to the west (1), southeast (2), and northeast (2). To comply with this priority, the City included all of these exception areas in the 2005 UGB, with the exception of the MaLaren Youth Correctional Facility. This is a state facility that already has urban services and offers no opportunity for further urban development. Neither MaLaren nor Woodburn would benefit from inclusion of this developed facility within the UGB.

There is no other non-resource land adjacent to the existing Woodburn UGB. All land surrounding the existing Woodburn UGB is Class I – IV agricultural land.

(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 priority does not apply.

(4) *Land designated for agriculture or forestry in an acknowledged comprehensive plan.*

Because (a) there are no designated urban reserve lands or designated marginal lands surrounding Woodburn, (b) no non-resource areas adjacent to the existing UGB other than exception areas, and (c) the adjacent exception areas with buildable lands that have been included in the 2005 UGB will accommodate only an additional 400 dwelling units, agricultural land must be included in the 2005 UGB to meet demonstrated needs for industrial, residential, public and semi-public land.

ORS 197.298(2) requires that "higher priority [for inclusion in a UGB] shall be given to land of lower capability as measured by the [U.S. Natural Resources Conservation Service (NRCS) agricultural soil] capability classification * * *."

Woodburn carefully considered impacts on agricultural lands when deciding in which direction(s) to expand the UGB. Woodburn's existing (2002) UGB is surrounded by Class I and II soils, so it would be impossible to avoid high value farmland in any expansion scenario. However, ORS 197.298(2) requires analysis of potential expansion areas to determine which areas contain lower quality soils than others. Some Study Areas contain the highest value (Class I) soils, while others have substantial inclusions of less valuable Class III soils. As noted immediately above and in the Executive Summary, the Class IV soils are generally unbuildable and therefore incapable of meeting identified urban population or employment needs.

Table 13 below summarizes agricultural soil capability of buildable lands by study area, exclusive of exceptions areas.

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Table 13. Soil Classifications by Study Area*

Study Area	Size (acres)	Class I		Class II		Class III		Class IV	
		Count	%	Count	%	Count	%	Count	%
1. Northwest	655	4	1%	320	49%	73	11%	30	5%
2. North	675	29	4%	432	64%	83	12%	62	9%
3. Northeast	330		0%	135	41%	27	8%	10	3%
4. East	343		0%	296	86%	14	4%	12	3%
5. Southeast	431		0%	355	82%	46	11%	24	6%
6. South	191		0%	147	77%	2	1%	12	6%
7. Southwest	604		0%	397	66%	185	31%	20	3%
8. West	755	40	5%	567	75%	52	7%	81	11%
Total Area	3984	73		2649		482		251	
% of Study Area	100%	1.83%		66.4%		12.10%		6.30%	

Source: Winterbrook Planning and USCS Maps.

* Excludes Goal 5 and 7 unbuildable lands and exception areas.

Areas with Class I Soils

Class I soils are located only in Study Areas 1, 2, and 8. Study Area 1 (other than the exception area adjacent to the existing UGB) was determined to be unsuitable for expansion. The Class I soils in Study Area 2 are within a master-planned golf course interspersed with Filbert trees, and were originally proposed to be included in the 2005 UGB. However, to comply with the statutory priorities, the City revised the proposed boundary so that only one acre of Class I soils in this Study Area has been included in the UGB. The portion of Study Area 8 included in the 2005 UGB contains no Class I soils.

Areas with Class IV Soils

Class IV soils are located in all Study Areas. However, these soils are associated with unbuildable ravines which would, if included within the UGB, be protected under the City's safe harbor zoning regulations. Therefore, Class IV soils do not meet an identified population or employment growth need. Woodburn has sufficient constrained land within its existing UGB to meet natural area needs identified in the *Woodburn Parks and Recreation Plan*. Therefore, the presence of Class IV soils was not a determining factor for the City in deciding the direction of growth.

Areas with Class III Soils

Class III soils have the lowest quality agricultural classification that are capable of accommodating planned urban development within the 8 Woodburn Study Areas. Study Area 7 has by far the largest percentage of Class III soils: 31% of the Southwest Study Area is comprised of Class III soils that do not have inventoried Goal 5 or 7 resource areas. Study Area 2 (North) has the second highest percentage of Class III soils at 12%, followed by Study Areas 1 and 5 (11%), 3 (8%) and 8 (7%). However, the Class III soils in Study Areas 1, 3, 5, and 8 are dispersed or located at the edge of an unbuildable riparian corridor, whereas the Class III soils in Study Area 2 are concentrated south of Crosby Road and East of I-5, on what is known as the "Fessler property." Therefore, Study Areas 2 and 7 have the highest percentage of Class III soils: and they contain the top priority resource lands for inclusion according to ORS 197.298(2). Most (83%) of the resource land included within the 2005 UGB for industrial and residential uses is within these two Study Areas.

Areas with Class II Soils

Class II soils are the most common soil classifications immediately surrounding the 2002 Woodburn UGB. As noted in the Executive Summary, Class II soils must be traversed in three areas to reach large Class III inclusions. These three areas are found in Study Area 2 (North), Study Area 7 (Southwest) and Study Area 8 (West.)

As noted above and shown on maps in the Council's record, Woodburn is surrounded predominantly by Class II agricultural soils. However, there are two large concentrations of Class III soils located within the eight study areas, but these areas of Class III soils can only be developed by extending services and arterial streets through Class II soils. ORS 197.298(3)(c) allows for the inclusion of lower priority Class II soils to achieve maximum efficiency of land use and where necessary to serve higher priority Class III soils.

- **Study Area 2** is comprised primarily of Class II agricultural soils. However, the second largest Class III soils concentration is also found in Study Area 2 (North) and comprises approximately 34 acres. The Class III soils are found on the Fessler property, located between Interstate 5 and Boones Ferry Road, south of Crosby Road and north of the 2002 UGB. In order to develop the Class III soils on the Fessler property for needed residential and public uses, Boones Ferry and Crosby Roads must be improved to arterial street standards, and urban services must be extended through intervening Class II soils. (See Appendix B of the Woodburn Public Facility Plan, which includes maps showing how sanitary sewer, water, and storm drainage services must extend through Class II soils located on the OGA and Fessler properties to efficiently serve the Class III soil areas.)

Although the Council has rejected bringing Class I agricultural soils into the UGB to meet specific higher-end housing needs, the Council continues to support bringing in the western portion of the OGC golf course site, which has almost no Class I soils, for the following reasons.

First, the Council agrees that the golf course has provided, and continues to provide a unique opportunity to meet higher-end housing needs in Woodburn. This conclusion is

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supported by testimony in the record from Renaissance Homes, which stated that this company specializes in higher-end housing, and would not have invested in Woodburn if there had not been development area adjacent to the golf course. Higher end housing is needed to retain managers and higher paid workers who will have jobs within the SWIR, if the City's economic development strategy is successful. Thus, the Council agrees, for reasons stated in Mr. Alfred's testimony, that *some* land near the golf course outside the UGB is needed for higher-end housing. However, because there is a choice between Class I and II soils, Council cannot support bringing the lowest priority land (Class I agricultural soils) into the UGB to meet this need. Thus, the Council decided that some predominantly Class II land shown on Study Area 2 Expansion Area and Soils Map be included within the UGB to meet the general need for housing, and specific need for higher-end housing, as authorized under ORS 197.298.(3)(a).

Second, there are urban efficiency reasons to bring the northwest portion of the OGC property into the UGB. An emergency access is required to connect an approved subdivision within the existing UGB to Boones Ferry Road in Study Area 2. This emergency access road will cut through a relatively narrow strip of predominantly Class II orchard land sandwiched between existing golf links. This emergency access road will have adverse impacts on existing agricultural operations by providing un-buffered vehicular and pedestrian access through the center of the orchard. The City would prefer to have this emergency access road constructed to urban street standards, with curbs, gutters and sidewalks, because it serves a local street function. The only reasonable way to fund these improvements is for land on either side of the street to be developed for urban residential uses. Moreover, this land must be developed to help pay for a looped water system beneath the local street, which is needed to maintain adequate water pressure for land within the UGB and for proposed expansion areas north of the UGB. Moreover, the most direct way for gravity flow sanitary and storm sewer to be extended from the Fessler property to the City Sewage Treatment Plan is through the OGC property, beneath this emergency access road. Thus, land shown on Study Area 2 Expansion Area and Soils Map (on either side and generally west of the emergency access road) is justified for urban efficiency reasons under ORS 197.298(3)(c).

Finally, development of land between the emergency access road and Boones Ferry Road in Study Area 2 should be included to enable improvement of the east side of Boones Ferry Road to urban minor arterial standards. Such improvement is necessary to serve planned land uses safely and efficiently, as called for in the 2005 Woodburn Transportation Systems Plan.

- **Study Areas 7 (Southwest) and 8 (West)** also have predominantly Class II agricultural soils. However, SA 7 has by far the largest Class III soil area, which includes approximately 185 acres located generally south of Parr Road and east of Interstate 5. Class II soils in SA 7 and 8 separate this Class III area from the existing UGB. Most of this Class II and III soils area has been designated for industrial use within the SWIR, although a portion to the east is designated for residential use. In order to develop and provide access to I-5 for Class III soils within SA-7, Butteville Road must be improved to arterial standards to connect with the planned South Arterial. For this to happen, land in SA-8 between the UGB and Butteville Road must

develop and help pay for needed road and utility improvements. Evergreen Drive, which will be extended by private developers to the existing (2002) UGB line next year, also must be improved to arterial street standards on Class II soils to connect with Parr Road and the South Arterial. In addition, urban sewer, water and storm drainage services must be constructed through intervening areas with Class II soils to allow development of lower priority Class III areas.

The Class III soils found on the southern portion of Study Area 7 also continue to the south and southwest of this study area. Although the City did include one 46-acre primarily Class III parcel located south of the original Study Area 7, it did not include additional areas of predominantly Class III soil further to the south and southwest, for two reasons.

First, the two Class III parcels located between the 2005 UGB and I-5 are not needed at this time for industrial expansion. Although these parcels meet some SWIR siting criteria, their development would not facilitate extension of the South Arterial, which is needed to provide direct access to I-5 from SWIR parcels to the north. Woodburn did not need to bring these parcels in to meet the siting needs of target industries at this time.

Second, the large concentration of Class III soils located further to the south extend beyond the two-mile (from the I-5 Interchange) locational need limit established by the Council for inclusion of parcels within the SWIR. This land is considered too far from the I-5 Interchange to be attractive to targeted industrial firms. Inclusion of this land would have meant that other more suitable land closer to the interchange and urban services could not be justified (on a strict need basis) for inclusion within the UGB. Inclusion of parcels with Class III soils south of the expanded SA 7, therefore, would have resulted in an inefficient urban form, would not have met the City's industrial siting need criteria, and would have increased substantially the cost of providing urban services.

The Council also considered the possibility of including land south of the SWIR to meet residential land needs. The Council rejected this option for several reasons:

- First, providing residential land directly abutting the SWIR would have created unnecessary land use conflicts, which would be inconsistent with the siting needs of target industries, and with ORS 197.712 and the Goal 9 administrative rule provisions requiring minimization of conflicts between industrial and residential development.
- Second, providing new residential land immediately south of the SWIR would be contrary to identified livability needs. The Council has carefully selected residential areas to encourage livable neighborhoods in nodal development centers and near the golf course. Providing residential land south of planned industrial development would be inconsistent with the City's goal of providing livable neighborhoods. Moreover, extension of urban services further to the south would increase housing costs in a manner inconsistent with Statewide Planning Goal 10.

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- Third, the Council recognized existing livability policies in the Marion County Growth Management Framework Plan that discourage cities growing together. If residential growth were encouraged south of the SWIR, the mandated buffer between the Cities of Gervais and Woodburn would be reduced. As in the North Plains situation, *if* the UGB were extended south of the SWIR to accommodate residential growth needs, then the new residential area would be separated from the neighborhood commercial areas, parks and schools by incompatible industrial development.

As noted earlier, Woodburn has no large concentrations of Class III soils adjacent to the existing (2002) UGB. In Study Areas 2, 7 and 8, maximum efficiency of land use requires that intervening Class II soils be efficiently developed, in order to allow full development of more distant areas with Class III soil concentrations.

In other UGB Study Areas, Class II soils predominate and there are no large concentrations of buildable Class III soils. Unlike the land included within the 2005 Woodburn UGB, there is no need to develop Class I and II lands in Study Areas 1, 3, 4, 5, or 6 to achieve urban efficiency objectives or provide services to areas with predominantly Class III agricultural soils. In other Study Areas, no identified urban land use need would be served by extending urban services through Class I and II soils to reach relatively small, linear configurations of unbuildable Class IV-VI soils.

In conclusion, the adopted UGB expansion avoids the highest value farmland possible, while including land with the lowest agricultural soil classification that can be served in an efficient and livable UGB configuration.

Goal 14 Boundary Location Factors 1 and 2 – Efficiency and Serviceability

- (1) Efficient accommodation of identified land needs*
- (2) Orderly and economic provision of public facilities and services;*

In evaluating alternative areas for possible inclusion in the UGB, these factors require consideration of each study area's relative serviceability and efficiency in accommodating identified land needs. Winterbrook met with the City of Woodburn and ODOT to determine which study areas could be most efficiently developed for identified land needs and economically provided with public facilities and services. As described in Technical Report 3 (Potential UGB Expansion Area Analysis; Natural Resources Inventory), the buildable portions of all of the study areas contain relatively flat and reasonably well-drained soils that can accommodate the identified land needs.

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Serviceability of Study Areas

Woodburn Public Works evaluated the cost of extending sewer, water, and storm drainage services to each of the study areas in a document titled "UGB Study Area Public Services Analysis" with a latest revision in August 2004. (See Appendix C to the PFP.) The results are summarized in Table 14 below.

Table 14, on the following page, assigns an initial ranking (A, B, or C) to the Study Areas based on service costs per acre.

- Top (lowest cost) ranking ("A") went to Study Areas 3 (Northeast), 5 (Southeast), and 8 (West) with per acre costs of around \$21-22,000.
- Study Areas 1 (Northwest), 2 (North), and 7 (Southwest) received "B" rankings with per acre costs of about \$24-26,000.
- Study Areas 4 (East) and 6 (South) were significantly more expensive to serve on a per acre basis, with costs of \$33-39,000, which led to a "C" ranking.

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Table 14: Ranked Public Utilities Costs by Study Area

Study Area	Land Use Distribution in Acres			Estimated Costs in \$Million				Est. Costs per Acre	Initial Ranking A, B, C
	Study Area	Residential	Commercial / Industrial	Sewer Costs	Water Costs	Storm Drainage Costs	Total Costs		
1. Northwest	600	360	240	4.48	6.1	4.17	14.7	\$ 24,500	B
2. North	650	440	210	5.2	6.28	4.17	15.65	\$ 24,077	B
3. Northeast	334	100	234	2.15	2.35	2.92	7.42	\$ 22,216	A
4. East	343	343	0	3.24	5.2	5	13.44	\$ 39,184	C
5. Southeast	430	0	430	2.7	3.26	3.15	9.11	\$ 21,186	A
6. South	190	190	0	2.3	2.64	1.47	6.41	\$ 33,737	C
7. Southwest	510	380	130	4.79	5.1	3.64	13.53	\$ 26,529	B
8. West	750	457	296	5.62	6.67	4.63	16.92	\$ 22,560	A

A substantial difference among the study areas in terms of public facilities costs is in transportation. As noted in the Executive Summary, the UGB is designed to facilitate construction of east-west alternatives to Highway 214. Development of study areas on the east side of Woodburn would not reduce congestion on City streets and County roads as much as if study areas near I-5 (with access to I-5 from the southwest via Parr and Butteville Roads, the west via Butteville Road, and the north via Crosby and Butteville Roads) were developed. The limiting factor is the eastern access to the I-5 / Highway 214 Interchange, which can be avoided by directing traffic around rather than through the center of the City. This goal is furthered by inclusion of portions of Study Areas 1, 2, 7 and 8.

Although Study Areas 3 and 5 rank "A" for low costs of providing sanitary sewer, water and storm drainage, development of these areas would not help reduce transportation congestion at the I-5 / Highway 214 Interchange. Thus, the need to maintain interchange capacity was an important consideration in the recommendation to limit expansion into Study Areas 3 and 5. Moreover, inclusion of these areas would not meet industrial siting requirements.

Study Areas 1, 2, 7, and 8 were considered optimal for UGB expansion based on service efficiency, because these areas allow for the proposed "ring road" street configuration utilizing existing County roads (Crosby, Butteville and Parr) and also rank "B" or higher for sanitary sewer, storm drainage and water service efficiency.

To address ORS 197.298 priorities, the 2005 Plan includes several "exception areas" within Study Areas 1, 3, and 6, although Study Area 6 is relatively expensive to serve.

Ring Road System

Traffic congestion is most acute at the east access to the I-5 / Highway 214 interchange – because traffic from Woodburn and outlying areas to the east is funneled to I-5 almost exclusively from Highway 214 – and there are no other east-west urban arterial roadways available to facilitate access to I-5 from the west. To address this problem and alleviate cross-town traffic congestion, the 2005 Woodburn TSP (Figure 7-1) proposes two new north-south arterials and two new east-west arterials:

- **Evergreen Road** – connecting Highway 214 to Parr Road and the "South Arterial" parallel to and immediately east of I-5;
- **The "South Arterial"** – connecting Highway 99E to Butteville Road near the southern edge of the UGB;
- **Butteville Road** – connecting the "South Arterial" west of I-5 to Highway 214 and (eventually³²) Crosby Road; and

³² Because Crosby Road is located outside the 2020 UGB, it will serve a rural function during the 20-year planning period, *except* for the segment between Boone's Ferry Road and the I-5 overpass.

- **Crosby Road Segment** – connecting Settlemier – Boones Ferry Road to the I-5 overpass and (eventually) to Butteville Road and Highway 99E at the north UGB.

It is anticipated that the Butteville Road, Evergreen Road, Parr Road and (the western portion of) the "South Arterial" improvements will be paid for by developers of industrial and commercial land – through SDC contributions and frontage improvement exactions.

Serviceability of 2005 UGB Expansion Areas

The 2005 Woodburn UGB expansion includes land in Study Areas 1 (the Butteville Road rural residential exception area), 2 (Northwest residential area), 3 (Highway 99E developed manufactured dwelling park), 6 (Highway 99E rural residential and commercial exceptions areas), 7 (Southwest Industrial Reserve, nodal development and residential area), and 8 (western portion of the SWIR).

As described in Table 15 below, all 2005 UGB expansion areas can be served within the planning period. Smaller exception areas along Highway 99E in Study Areas 3 (Northeast) and 6 (South) are more costly to service, as shown by higher per-acre costs. The higher cost of including the exception areas in Study Areas 3 and 6 is due to the need for a new pump station to serve that area. The PFP includes additional information regarding how each UGB expansion area will be provided with sanitary sewer, water, storm drainage and transportation facilities, both in the short- (2005-2010) and long- (2010-2020) term.

The UGB Expansion Study performed by Woodburn Public Works shows that providing sewer, water, and drainage service to the selected UGB expansion areas is feasible during the planning period, and reasonably economical, and thus complies with Boundary Location Factor 2.

Table 15: Serviceability of 2005 UGB Expansion Areas by Study Area

Study Area	Exception Acres	Resource Acres	Estimated Service Cost	Estimated Cost per Acre
1. Northwest	155	0	\$4,280,000	\$27,613
2. North	0	212	\$4,210,000	\$16,381
3. Northeast	13	0	\$413,000	\$31,769
6. South	36	0	\$1,960,000	\$57,647
7. Southwest	0	433	\$10,230,000	\$26,992
8. West	0	130	\$3,238,000	\$15,202
Totals	204	775	\$24,331,000	\$23,150

Transportation Scenarios

ODOT analyzed the three scenarios in the 2003 Draft Woodburn TSP for potential traffic impacts – especially to the I-5 Interchange. ODOT’s modeling determined that there were no substantial differences among the scenarios with respect to the safety and efficiency of the transportation system. However, Scenario 1 was rejected because it limited expansion to the south, which would have made the Southern Arterial less practical. As noted in the Woodburn TSP Update, expansion to the south was viewed as essential to allow for efficient

nodal development and to connect Butteville Road to Highway 99E via a new southern arterial street. The adopted 2005 Woodburn TSP found that (following Table 5-2):

"...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."

The adopted 2005 Woodburn TSP also analyzes intersection operations under the three scenarios and concluded that *"Based on the operational analysis, * * * Alternative 2 is the preferred alternative to meet the City's long-term transportation goals. * * * Alternative 2 balances the need for operational and mobility improvements with the constraints of funding and coordination with other jurisdictions."*

Thus, the adopted 2005 Woodburn TSP concluded that Alternative 2, which relies on the high employment projection and includes expansion to the west and southwest to accommodate industrial uses, and to the north to meet residential needs, is the most efficient from a transportation perspective.

Goal 14 Boundary Location Factor 3 – Comparative ESEE Consequences

(3) Comparative environmental, energy, economic and social consequences

Goal 14 Boundary Location Factor 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, within the 2005 UGB.

From a social and economic perspective, avoidance of high value farmland generally should be encouraged, because such 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, commercial development should be encouraged through redevelopment of existing commercial areas near the I-5 / Highway 214 Interchange, to minimize vehicle miles traveled. Residential development should be encouraged in areas that abut the existing UGB and which can rely on gravity-flow sewer collection rather than energy-consumptive sanitary sewer pump stations.

To address Boundary Location Provision 3, the Council described the ESEE consequences of expansion of industrial or residential uses in each Study Area, described why each Study Area would be suitable or unsuitable for the proposed UGB expansion, then summarized the findings for each ESEE category.

Study Area 1 (Northwest)

Study Area 1 is located northwest of the current UGB. This site is bounded to the east by Interstate 5 and the UGB, to the west by Oregon Electric Railway, to the south by Highway

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214 (Newberg Hwy.), and to the north by a section line approximately 1,000 feet north of and parallel to Crosby Road.

A 155-acre residential exception area (Butteville Road Exception Area) comprising the southwestern portion of Study Area 1 is proposed for inclusion into Woodburn's UGB for residential use. This area is proposed for inclusion primarily to ensure compliance with ORS 197.298(1), which requires that exception areas be included before agricultural lands. The remainder (agricultural land portion) of this Study Area is not proposed for inclusion in the UGB.

The Butteville Road Exception Area is bounded on the west by Oregon Electric Railway and on the south by Highway 214. These public rights-of-way effectively separate and buffer existing rural residential development in the Butteville Road Exception Area from nearby agricultural land. Although there is no natural buffer at the northeast corner of the Butteville Road Exception Area, rural residential land uses have co-existed with farming activities in this area for many years. In any case, ORS 197.298(1) requires inclusion of this land in the UGB because it has higher priority than agricultural land.

For reasons stated below, the agricultural land portion of Study Area 1 is not proposed for inclusion within the 2005 Woodburn UGB.

Economic Consequences

Inclusion of land within Study Area 1 for employment uses was not desirable (negative economic consequence) for two reasons. First, lot sizes generally are not large enough to meet industrial siting needs. Study Area 1 is cut up into relatively small parcels – an average parcel size of under 9 acres in agricultural lands and under 2 acres in the exceptions area. Industrial areas require large sites that do not border residential areas and which can be clustered together to create an industrial sanctuary. There are a few parcels over 20 acres in size, but these are interspersed with the smaller parcels, and divided from each other by riparian corridors. Woodburn's greatest industrial land need is for large parcels, preferably close to each other so the area can be effectively master-planned and so that residential conflicts can be minimized. Study Area 1 is not optimal for this.

Second, as stated earlier in this Report, Woodburn intends to meet its commercial land needs within existing commercial areas – through intensification and redevelopment, or in small, neighborhood-oriented commercial areas. Study Area 1 is adjacent to the outlet mall, a regional commercial center and Interstate 5, which makes it less desirable for residential uses and associated neighborhood commercial.

Study Area 1 also includes some Class I agricultural soils in the northern portion of the Study Area. Several parcels are intensively developed for hops and berries. Development of this best quality farmland for urban uses would have an adverse economic consequence on the agricultural industry. However, bringing the Butteville Road Exception Area into the UGB would minimize the use of high value farmland to serve residential needs, providing a positive economic benefit to agriculture.

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Social Consequences

The proximity of Study Area 1 to the outlet mall and Interstate 5 give it negative social consequences as a residential area due to noise and exhaust pollution from traffic. Study Area 1 is also undesirable for residential uses because it is separated by I-5 from other neighborhoods in the Woodburn community. As with the City of North Plains, Woodburn does not want to have I-5, which is a formidable barrier, splitting its residential community. However, infill development of the Butteville Road Exception Area is likely to provide more affordable housing opportunities, which has a positive social consequence.

Environmental Consequences

Study Area 1 is divided north to south by a riparian corridor. Development of land near this area for residential or employment uses would have negative environmental consequences on the riparian area, due to increased disturbance and urban run-off.

Energy Consequences

Study Area 1 is fairly efficient to serve with sewer, water, and storm drainage facilities, as described under Boundary Location Factor 2 above. However, increased development in the agricultural land portion of this Study Area would likely increase traffic through the busy outlet mall area to reach the Interstate 5 interchange. This likely increase in traffic congestion represents a negative energy consequence.³³

Due to environmental constraints, efficiency of urban land use in Study Area 1 would be decreased. Moreover, since Study Area 1 contains a relatively lower proportion of buildable land, per unit service costs would be greater.

Study Area 2 (North)

Study Area 2 is located to the north of the existing UGB. This site is bounded to the west by Interstate 5, to the east by Union Pacific Railway and N. Front Street, to the south by the UGB, and to the north by a line approximately 1,000 feet north of and parallel to Crosby Road.

The portion of Study Area 2 included in the 2005 UGB is bounded by Interstate 5 to the west, Crosby Road to the north, Boones Ferry Road to the northeast, developed golf course links and orchard land extending approximately 100 feet east of a required emergency access road to the southeast. The original proposal was to include the entire golf course in the UGB. However, based on testimony received during the Council's review of the UGB amendment, it was determined that the eastern portion of the golf course / Filbert orchard is comprised primarily of Class I agricultural soils. Therefore, the Council decided to exclude the Class I and II agricultural soils east of the emergency access road.

There are two major land uses in this Study Area. The western portion, west of Boones Ferry Road, is used for grass seed and grain farming, while the eastern portion, east of

³³ The residential exception area included in the 2005 UGB is located to the west of the outlet mall, so traffic will flow around the outlet mall area and avoid the negative energy consequence.

Boones Ferry Road, is primarily a developed golf course that straddles the northern boundary of the Woodburn UGB. The Class I soils in this Study Area are all within the golf course / Filbert orchard area. The area proposed for inclusion is south of Crosby Road, including the western portion of the golf course / Filbert orchard area (about 15 net buildable acres), and about 160 gross acres of large parcels, currently used for grass seed and grain farming, west of Boones Ferry Road.

Approximately 150 net buildable acres of Study Area 2 are proposed for inclusion into the UGB for residential use, and 2 acres are proposed for inclusion as neighborhood commercial. This portion of Study Area 2 was chosen for the proposed residential expansion because it is relatively efficient to serve with gravity sanitary and storm sewer, has relatively few environmental constraints, and is adjacent to existing residential development. Crosby Road, Boones Ferry Road and I-5 provide good buffers to adjacent agricultural lands.

Economic Consequences

Study Area 2 is less suitable to meet identified industrial needs due to its distance from the Interstate 5 Interchange, the need to route traffic through the Butteville Road Rural Residential Area, and the proximity of this area to developed residential areas. This area is well-suited for moderate cost housing west of Boones Ferry Road. Land to the east of Boones Ferry Road adjacent to the golf course is especially well-suited for higher-end residential development, which will meet a specific housing need that cannot be met elsewhere within the UGB.

The small neighborhood commercial node (two acres) located along Boones Ferry Road will provide commercial opportunities for future residents in this area, thus reducing transportation costs.

Study Area 2 contains a significant amount of high value farmland, so there would be negative consequences to the farming economy if the entire Study Area were developed. However, the proposed expansion area within this Study Area limits conflicts with remaining productive farmland to the north, as the proposed expansion is bordered by Interstate 5 to the west, Crosby Road to the north, the golf course to the east, and Woodburn's UGB to the south.

Social Consequences

As noted in public testimony from the Serres family, the proximity of the western portion of Study Area 2 to Interstate 5 gives it negative social consequences as a residential area, due to noise and exhaust pollution from traffic. However, these impacts can be buffered with walls and landscaping. The proposed residential expansion into Study Area 2 provides positive social consequences in two ways. First, it is near an existing residential area and golf course, providing positive social amenities and avoiding negative consequences associated with location adjacent to industrial or active farmland. Second, as noted under economic consequences, expansion into this Study Area east of Boones Ferry Road provides Woodburn a location to site upscale homes and meet housing needs for higher income families.

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Environmental Consequences

Study Area 2 contains some small wetland areas within the western portion that will be protected. Residential development around these areas does constitute a serious negative environmental consequence. However, most of the natural areas in this Study Area are within or associated with the developed golf course, so there is unlikely to be further negative environmental consequences. A natural drainageway is located along the northern boundary of the golf course and will not be impacted by the proposed UGB expansion.

Energy Consequences

Study Area 2 feeds into Boones Ferry Road, which leads directly to Woodburn's downtown core shopping and dining opportunities – a positive energy consequence for residential development. Study Area 2 can be efficiently served by gravity flow sanitary and storm sewer, and would continue a relatively compact urban form, which are also positive energy consequences of the proposed expansion in this area. Energy consumption will be reduced by the proposed neighborhood commercial nodal development. By placing neighborhood commercial node next to higher density residential, reliance on automobiles for shopping and services will be reduced in favor of bicycle and foot travel. This will have positive energy consequences.

Study Area 3 (Northeast)

Study Area 3 is located on the northeast border of the existing Woodburn UGB. This site is bounded to the west by Union Pacific Railway and the UGB, to the east by the eastern edge of the MacLaren School for Boys, to the north by Dimmick Road NE, and to the south by Highway 211 (Estacada Highway).

The adopted UGB in SA-3 is the boundary of an existing manufactured dwelling park – in a small rural residential exceptions area.

Existing land uses in Study Area 3 are mixed – some farming on EFU land, two developed residential areas with rural residential exceptions, and the MacLaren Youth Correctional Facility. The only land from Study Area 3 proposed for inclusion within the UGB is a rural residential exception area adjacent to the existing UGB that is developed as a manufactured dwelling park, and is owned by a member of FAN. This land is proposed for inclusion to ensure compliance with ORS 197.298(1) priority requirements that exception lands be included before farmland.

1000 Friends and FAN members objected to inclusion the Northeast Rural Residential exceptions area served by Carl Road within the UGB because it has no remaining development capacity. They also argue that inclusion of the existing, developed manufactured dwelling park within the UGB "would be a significant unbuffered intrusion into surrounding agricultural land."

The reason for including the manufactured dwelling park within the UGB is to allow for the possibility that urban services may eventually be required to serve the park for public health reasons, or to facilitate redevelopment of the site for another urban residential use. The park residents benefit from proximity to the City and do not pay for urban services. Should

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the park's sewer or water systems fail in the future, it is likely that the owner would come to the City and request urban services. Under Goal 11, this can only happen as a result of a health hazard annexation or a UGB amendment. Thus, the Council finds that inclusion of the Northeast Rural Residential exceptions areas will meet both (a) a livability need for existing and future residents of the park, and (b) an urban efficiency need, to ensure efficient provision of urban services should such be required in the future.

The notion that inclusion of a developed manufactured dwelling park into the UGB would be a "significant unbuffered intrusion into surrounding agricultural land" is unfounded. The park and its "unbuffered impacts" already exist and would not be exacerbated by having access to urban services.

Economic Consequences

Study Area 3 does not meet the industrial siting needs, as it has fairly small parcel sizes and does not have good access to I-5. The economic value of industrial expansion in this Study Area would be minimal, since the City would be obligated to provide services to an area that is unlikely to meet the siting needs of targeted employers.

Study Area 3 is removed from residential neighborhoods within Woodburn, and is located near industrial and commercial areas, and a correctional facility. Though Study Area 3 can be provided efficiently with public services, its location makes it relatively less desirable for residential expansion. However, the developed rural residential exception area in Study Area 3 is proposed for inclusion within the UGB to ensure ORS 197.298(1) priorities are met.

Social Consequences

Study Area 3 is adjacent to commercial and industrial lands within the existing UGB, and includes a correctional facility, as described under Economic Consequences, which would make it less desirable for residential expansion from a Social perspective. Study Area 3 is adjacent to Highway 99E. Noise and traffic impacts from Highway 99E could pose negative social consequences for residential development of this area. This could be balanced by the proximity of services provided by Highway 99E businesses. Development of the area for industrial or commercial uses would not cause adverse social consequences due to land use incompatibility; however, the land in this area does not meet identified siting requirements for targeted employers.

As noted above, inclusion of the existing manufactured dwelling park could have positive social consequences, should the park require urban services in the future.

Environmental Consequences

Study Area 3 contains substantial riparian areas near the existing UGB, so there would be negative environmental consequences from developing the area for employment or residential uses. The exception area proposed for inclusion within the UGB is fully developed, so no additional negative environmental consequences are likely from the proposed expansion.

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As noted above, inclusion of the existing manufactured dwelling park could have positive environmental consequences, should the park's existing on-site systems fail, thus requiring sanitary sewer service in the future.

Energy Consequences

The energy consequences of development of Study Area 3 are relatively inconsequential. Traffic from Study Area 3 might access I-5 by traveling north along Highway 99E, and then west to I-5. Traffic might also travel through Woodburn, which already suffers from severe traffic congestion from traffic moving east to west. Further development of eastern Woodburn, including Study Area 3, therefore would have somewhat negative energy consequences resulting from potential increased traffic congestion at the I-5 Interchange.

Study Area 4 (East)

Study Area 4 is located east of the current Woodburn UGB. This site is bounded to the west by the UGB and Cooley Road, to the east by properties within 1/2 mile of the UGB (Pudding River plateau, reservoir), to the north by Highway 211 (Estacada Highway), and to the south by Highway 214.

Land Uses in Study Area 4 include farming on EFU land. The area is comprised almost entirely of Class II agricultural soils, except for unbuildable areas associated with riparian corridors. The Serres property is located in this Study Area. No land in Study Area 4 is proposed for inclusion within the 2005 Woodburn UGB.

Economic Consequences

Study Area 4 has some sizable parcels, but its location and poor access to I-5 does not fit with industrial siting criteria. Development of this area for industrial use would have negative economic consequences for Woodburn, as this would not comply with Woodburn's EOA or Economic Development Strategy.

Currently, Woodburn's eastern UGB boundary adjacent to Study Area 4 is a mix of larger-lot residential and commercial uses. As discussed under Boundary Location Factors 1 and 2 above, the east and southeast Study Areas are substantially more expensive to serve with public sewer and water facilities, which would create a negative economic consequence for Woodburn. In addition, expansion into Study Area 4 for residential uses would provide more intensive residential uses that would directly border high value farmland, which would have negative economic consequences for the farming economy.

However, as noted in the Serres testimony, inclusion of a portion of Study Area 4 would provide attractive land for residential development, although residential values might be tempered by the presence of strip commercial development along Highway 99E.

Social Consequences

Study Area 4 is adjacent to some residential areas, so expansion of residential uses in this area would not have adverse social consequences on existing residential uses inside the UGB. Study Area 4 is close to Highway 99E. Noise and traffic impacts from Highway

99E could pose negative social consequences for residential development of this area. This could be balanced by the proximity of services provided by Highway 99E businesses and by the presence of stream corridors that could be integrated into an attractive planned residential community.

However, the expansion area would be adjacent to farmland to the east and south, which would cause more adverse social consequences to both the new residential uses and farmers than proposed residential expansions in Study Areas 2 and 7. Despite the fact that Study Area 4 is accessed from Highway 99E, based on testimony from the Serres family it appears that this area could be developed for higher end housing. According to testimony from the Serres family, an existing stream corridor in the eastern portion of Study Area 4 could provide an amenity for residential development, which would provide positive social consequences.

Environmental Consequences

Expansion of the UGB into Study Area 4 would have relatively minor adverse environmental consequences. There are a few water feature natural areas on the eastern edge of this Study Area that could be adversely affected by urban development, although these impacts could be mitigated by requiring effective stream buffers.

Energy Consequences

As with other Study Areas on the eastern side of Woodburn, expansion of the UGB in this area for employment or residential use would have negative energy consequences due to increased traffic congestion and overloading the Interchange from the east. The Council recognizes that potential residents may choose to access I-5 by heading north or south along Highway 99E, and then heading west to the Freeway. However, many residents will also use Highway 214 to access I-5, which would increase congestion at this interchange. Moreover, residential development east of Highway 99E is unlikely to help fund needed construction of the South Arterial.

Study Area 5 (Southeast)

Study Area 5 is located to the southeast of the existing UGB. This site is bounded to the west by Highway 99E (Pacific Hwy) and the UGB, to the east by properties within 1/2 mile of the UGB (Pudding River plateau), to the north by Highway 214, and to the south by Geschwill Lane NE.

Land uses in Study Area 5 are overwhelmingly farming. There is a 1-acre exceptions area at the southwestern edge of the Study Area, not adjacent to the existing UGB that is developed for residential uses. The area is comprised almost entirely of Class II agricultural soils, except for unbuildable areas associated with riparian corridors. None of Study Area 5 is proposed for inclusion within the 2005 Woodburn UGB.

Economic Consequences

Study Area 5 contains some large parcels, but these parcels do not fulfill locational requirements for industrial siting needs. The economic consequences of providing industrial land that does not meet siting needs are negative, as Woodburn would have a lower supply of desirable industrial land.

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Study Area 5 is separated from Woodburn's residential neighborhoods by an industrial area. Though it is efficient to serve with public facilities, it still would have relatively negative economic consequences if included within the UGB for residential use.

Social Consequences

Study Area 5 is adjacent to existing commercial and industrial areas, so it would not have negative social consequences if Woodburn were to designate additional industrial land here.

Since this area is not adjacent to an existing residential neighborhood, but is adjacent to Highway 99E, as well as industrial and farm uses that typically conflict with residential uses, social consequences of a residential expansion in this Study Area would be highly negative.

Environmental Consequences

Study Area 5 contains some natural areas that would be negatively impacted by development. However, these natural areas are relatively small and near the outer edges of the Study Area. Environmental consequences of expansion into this area would be relatively small.

Energy Consequences

Expansion into Study Area 5 for residential or employment uses would add to the amount of traffic from eastern Woodburn to the I-5 Interchange, without providing any remedy. This would increase congestion and decrease transportation efficiency, which would be a negative energy consequence.

Study Area 6 (South)

Study Area 6 is located to the south of the southeastern portion of the current UGB. This site is bounded to the east by Highway 99E (Pacific Hwy), to the west by Southern Pacific Railroad, to the north by the UGB, and to the south by Belle Passe Road.

Land uses in Study Area 6 are primarily farming, with some commercial and residential exception land along the western side of Highway 99E, extending south from the existing Woodburn UGB. To satisfy the priorities of ORS 197.298(1), these residential and commercial exception areas, totaling 36 acres, are proposed for inclusion within the UGB. No other land in Study Area 6 is proposed for inclusion.

Economic Consequences

As discussed under Boundary Location Factor 2 above, Study Area 6 is the second most expensive study area to provide with sewer, water, and drainage services. Expansion into this Study Area has negative economic consequences for Woodburn and its taxpayers, as this would be an inefficient use of public funds.

Study Area 6 does not fulfill siting requirements as well as property closer to the I-5 Interchange, so is less suitable for industrial expansion. Expanding the UGB in this area

for industrial uses would have negative economic consequences, as Woodburn's industrial land supply would be locked into a less-than-optimal location.

Including Study Area 6 in the 1005 Woodburn UGB would have negative economic consequences on local farming interests as residential expansion would push residential uses past the existing natural buffer (stream and wetland areas) along the southern UGB and place them adjacent to active farms.

Social Consequences

Development of Study Area 6 for industrial uses would also have negative social consequences, as this would place new industrial lands next to an existing residential area.

Since this area is adjacent to existing residential lands, potential conflicts due to including this area in the UGB for residential use would be reduced, which would have positive social consequences for existing and future neighborhoods. However, natural (streams) and artificial (roads) buffers from agricultural land are less available to this area than Study Area 2. The eastern portion of Study Area 6 is adjacent to Highway 99E. Noise and traffic impacts from Highway 99E could pose negative social consequences for residential development of this area. This could be balanced by the proximity of services provided by Highway 99E businesses.

Environmental Consequences

This Study Area contains a few streams and wetland areas adjacent to the UGB, as shown on the Natural Features Inventory Map. Expansion of the UGB and associated development of this area would likely have negative environmental impacts on these areas.

Energy Consequences

Study Area 6 adjoins the southernmost point of the Woodburn UGB. Expansion further south into this Study Area would likely have a negative energy consequence as it would not provide a compact urban form.

Study Area 7 (Southwest)

Study Area 7 is located to the south and southwest of the southwestern edge of the existing UGB. This site is bounded to the east by Southern Pacific Railroad, to the west by Interstate 5, to the north by the UGB, and to the south by property lines.

Existing land uses in Study Area 7 are grass seed and grain farming. Major portions of Study Area 7 are proposed for inclusion as part of a neighborhood commercial nodal development area (8 net buildable acres), a residential area (119 net buildable acres), and for an industrial reserve area (252 net buildable acres).

A new southern arterial is proposed close to the southern border of the proposed expansion area that will link Butteville Road to Highway 99E. This arterial would provide an alternative route to the I-5 Interchange for the proposed industrial uses and would reduce congestion along Highway 214.

Economic Consequences

Study Area 7 has the requisite parcel sizes, access, and location to meet industrial siting needs. Providing industrial lands consistent with Woodburn's EOA and Strategy would provide a positive economic consequence.

Study Area 7 can be efficiently provided with public facilities and is adjacent to the largest area of undeveloped residential land in Woodburn. This makes it a prime location for master-planned nodal development. Economic consequences of expansion into Study Area 7 for residential uses and special mixed-use needs are also positive.

In addition, Study Area 7 has a large area of buildable Class III soils near the existing UGB, as shown on the Natural Features Map. Expansion into this area would use lower quality soils and save higher quality farmlands. This is a positive economic consequence.

Social Consequences

Proposed industrial reserve areas in Study Area 7 are buffered from low density residential uses by medium density residential zoning. In addition, the industrial land serves as a buffer between farmland and residential uses. Industrial expansion in this location is preferable to most other Study Areas from a social perspective, so has a positive social consequence.

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 7. Creation of a master-planned neighborhood in this location would have positive social consequences, as it would be near park and school lands on what is currently the southern UGB boundary and provide an urban neighborhood.

Marion County Growth Management Framework policies encourage buffers between communities because the County views separation between UGBs as having a positive social consequence. The city of Gervais is located to the south. For this reason, and to maintain a buffer between agricultural and urban uses, the Council has not proposed placement of housing adjacent to additional industrial land on the south side of the South Arterial.

Environmental Consequences

Unlike many other Study Areas, Study Area 7 has no significant environmental constraints to development, which means that expansion into this area will have minimal negative environmental consequences.

Energy Consequences

Development of the proposed expansion area for residential, neighborhood commercial, and industrial uses will also finance a new arterial road near the southern edge of the proposed UGB expansion area. This arterial will improve traffic circulation for the City, remove some traffic congestion from the I-5 / Highway 214 Interchange, and provide a

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faster route to and from Interstate 5 for existing industrial and commercial uses in southeast Woodburn. This would be a very positive energy consequence.

Locating affordable housing opportunities near the nodal neighborhood commercial shopping and service center, and near planned job opportunities, energy consumption will be reduced, resulting in positive energy consequences.

Study Area 8 (West)

Study Area 8 is located to the west of the current Woodburn UGB. This site is bounded to the east by Interstate 5 and the UGB, to the west by Oregon Electric Railway, to the north by Highway 214 (Newberg Highway (Hwy. 211-214)), and to the south by property south of Parr Road NE.

Approximately 130 acres of Study Area 8, located between the existing UGB, I-5, Butteville Road and Highway 214, are proposed for inclusion in the 2005 Woodburn UGB to meet industrial siting needs. The proposed expansion within this Study Area would provide land for a large industrial park site as part of the SWIR

Economic Consequences

The proposed expansion within Study Area 8 best meets the industrial siting criteria. Providing industrial sites that are consistent with Woodburn's EOA and EDS will have highly positive economic consequences.

Study Area 8 is on the west side of I-5, adjacent to industrial development within the existing UGB, and in prime location for industrial use. If it were developed for residential use, Woodburn would exchange great industrial land for an isolated residential area. This would have negative economic consequences.

In addition, industrial uses are more compatible with the farmlands on the other side of Butteville Road than residential uses would be. Expansion of the UGB for industrial use would have much more positive economic consequences in this respect than expansion for residential uses.

Social Consequences

Study Area 8 is adjacent to an existing industrial area and meets industrial siting criteria. The proposed industrial expansion has no negative social consequences. Study Area 8 is not adjacent to existing residential uses and is inappropriate for residential uses. If this area were developed for residential use, the resulting residential area would be isolated and adjacent to both farmland and an industrial area. This would have highly negative social consequences.

Environmental Consequences

Study Area 8 includes some riparian and wetland areas at the north end of the proposed expansion area. However, potential adverse impacts from development will be mitigated by (a) proposed water and riparian corridor protection measures, and (b) master planning requirements.

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Energy Consequences

Development of Study Area 8 will help provide transportation facilities by financing planned TSP improvements along Butteville Road. The improvements to Butteville Road will relieve congestion at the I-5 / Highway 214 Interchange and connect with the planned Southern Arterial, to provide a faster and more efficient transportation route for residents and businesses in southern Woodburn. The proposed expansion in this Study Area would have positive energy consequences.

Economic Conclusions

The Industrial siting needs described under Employment Land Needs in Part I of this Report 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) contain appropriately sized parcels with good access to I-5.

As noted in the Residential Land Needs section in Part I of this Report, Woodburn needs additional residential land to meet Year 2020 housing needs. The critical economic factors in determining in which direction(s) to expand for residential use were (a) agricultural soil capability, (b) the private cost of development, (c) the public cost of providing public facilities and services, and (d) suitable locations for both affordable and higher-end housing.

Woodburn did not consider including large concentrations of Class I soils, primarily 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. Study Area 2 provides a unique opportunity for higher-end housing near an established golf course and will provide housing for higher income families with executive positions in future Woodburn firms.

Social Conclusions

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. The EOA, the 2000 McKeever-Morris and the 2002 Marion County growth management studies all recommended that needed Industrial sites be located near existing industrial land along Butteville Road (at the western edge of town), to lessen the impacts on residential neighborhoods and to provide industrial sites with I-5 access. The City concurs with these recommendations.

In addition, social consequences will be most positive if Low Density Residential land is located next to existing single-family neighborhoods, and if higher density residential land is designated to serve as a transition area between Industrial / Commercial lands and Low Density Residential land. A small amount of neighborhood commercial land should be located near residential expansion areas to serve local shopping needs.

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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, any 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 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. However, Study Area 7 best provides for affordable housing opportunities near new employment areas, and Study Areas 2 and 4 best provide for higher-end housing opportunities.

Environmental Conclusions

All of the study areas contain 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 are less likely to be further adversely affected by new development.

Energy Conclusions

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, (c) impacts on congestion at the I-5 / Highway214 interchange, and (d) the need for sanitary sewer pump stations.

Study Area 8 is most favorable from an energy consequence standpoint as it provides the best access to I-5 for industrial uses. Study Areas 3, 4 and 5 are less favorable from an energy consequence standpoint because they are located on the east side of the City, and development of these areas would not facilitate east-west transit construction to ease traffic congestion. Inclusion of Study Area 1 (other than the Butteville Road Exception Area) would increase traffic congestion in the vicinity of the outlet mall. Inclusion of Study Area 6 would not promote a compact urban growth form.

Study Area 7 is unique in that it provides buildable land immediately adjacent to the largest undeveloped area within the existing UGB. This is why this area was selected for master-planned nodal development. Substantial energy savings can result from when higher density development is immediately accessible to neighborhood shopping facilities and jobs, as proposed in the draft plan.

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Summary

The proposed UGB expansion locations in Study Areas 2, 7 and 8 provide generally positive ESEE consequences and are better suited to meet identified land needs than Study Areas to the east and southeast where no expansion is proposed. Proposed new residential areas are adjacent to older residential areas and have the least impact on farmland, while proposed industrial expansion areas best meet industrial siting criteria. The only proposed expansion areas that are not optimal from an ESEE standpoint are the exception areas in Study Areas 1, 3 and 6. The proposed UGB expansion includes these exception areas to comply with ORS 197.298(1) priorities, as described above.

Goal 14 Boundary Location Factor 4

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

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.

Woodburn is surrounded on all sides by farmland, with relatively few exceptions areas. Except for the MacLaren Youth Correctional Facility, all exceptions areas adjacent to Woodburn's UGB are proposed for inclusion in the 2005 UGB.

Soil Type and Agricultural Productivity by Study Area

This analysis of agricultural suitability identifies the types of soil present in each Study Area and describes crops typically grown on these soil types as shown in the Soil Survey of Marion County Area (US Department of Agriculture, 1972). As explained in text following Table 16, all of the study areas contain some soil types suitable for grass, pasture, and cereal grains. Some Class I-III soils are additionally suitable for vegetables, hops and berries; the Class III soils must be irrigated.

Table 16. Soil Types and Study Areas

Map Unit Name	Map Symbol	Capability unit	High value farmland	Study Areas
AMITY SILT LOAM	Am	IIw-2	Yes	1-8
BASHAW CLAY	Ba	IVw-2	Yes	2, 6
CONCORD SILT LOAM	Co	IIIw-2	Yes	1-5, 7-8
DAYTON SILT LOAM	Da	IVw-1	Yes	1-3, 5-8
LABISH SILTY CLAY LOAM	La	IIIw-2	No	2, 3
TERRACE ESCARPMENTS	Te	IVe-2	No	2, 4, 5
WILLAMETTE SILT LOAM, 0 TO 3 PERCENT SLOPES	W1A	I-1	Yes	2, 3, 8
WOODBURN SILT LOAM	WuA, WuC, WuD	IIw-1, IIe-1, IIIe-1	Yes	1-6, 8

Amity Series. The Amity series consists of somewhat poorly drained soils that have formed in mixed alluvial silts. These soils have slopes of 0 to 2 percent. They occur on

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broad valley terraces at elevations of 150 to 350 feet. The average annual precipitation is between 40 and 45 inches. The average annual air temperature is 52° to 54° F., and the length of the frost-free season is 190 to 210 days. In areas that are not cultivated, the vegetation is mainly grasses, shrubs, hardwoods, and scattered Douglas firs. Amity soils are associated with Dayton and Concord soils. In a typical profile, the surface layer is very dark grayish-brown silt loam that is mottled in the lower part and is about 17 inches thick. The subsurface layer is mottled dark-gray silt loam about 7 inches thick. The subsoil is a substratum of mottled olive-brown silt loam underlies the subsoil. **The Amity soils are used mainly for cereal grains, grass grown for seed, and pasture. When irrigated, areas that are drained can be used for all the crops commonly grown in the survey area. Amity soils are found in all Study Areas.**

Bashaw Series. The Bashaw series consists of poorly drained and very poorly drained soils that have formed in alluvium. These soils are in backwater areas of the flood plains and in drainage channels of silty alluvial terraces. They have slopes of 0 to 1 percent. Elevations range from 100 to 400 feet. The average annual precipitation is between 40 and 45 inches, the average annual air temperature is 52° to 54° F., and the length of the frost-free season is 200 to 210 days. In areas that are not cultivated, the vegetation is mainly annual and perennial grasses, wild blackberries, sedges, rushes, willows, and a few ash and oak trees. Bashaw soils are associated with Wapato soils. In a typical profile, the surface layer is about 31 inches thick and consists of mottled very dark gray clay in the uppermost 3 inches and of mottled black clay below. The upper part of the substratum, just beneath the surface layer, is very dark gray clay that extends to a depth of 48 inches. The lower part of the substratum is dark grayish-brown clay or sandy clay that extends to a depth of 60 inches or more. The substratum is mottled throughout. **The Bashaw soils are used mainly for pasture. Bashaw soils are found in Study Areas 2 and 6, underlying riparian portions of each Study Area.**

Concord Series. The Concord series consists of poorly drained soils that have formed in alluvium of mixed mineralogy. These soils are on broad valley terraces, in slightly concave depressions and in drainageways. They have slopes of 0 to 2 percent. Elevations range from 125 to 350 feet. The average annual precipitation is 40 to 45 inches, the average annual air temperature is 52° to 54° F., and the length of the frost-free season is 200 to 210 days. In areas that are not cultivated, the vegetation is mainly rushes, sedges, wild blackberry, hazel, annual grasses, and ash trees. Concord soils are associated with Amity and Dayton soils. In a typical profile, the surface layer is very dark grayish-brown silt loam about 6 inches thick. The subsurface layer is mottled dark-gray silt loam about 9 inches thick. Just below the subsurface layer is a layer of mottled gray and dark-gray silty clay about 4 inches thick. The subsoil is about 10 inches thick. It consists of mottled grayish-brown silty clay in the upper part and of mottled dark grayish-brown silty clay in the lower part. The substratum of mottled dark grayish-brown silt loam extends to a depth of 60 inches or more. **Concord soils that are neither drained nor irrigated are used mainly for cereal grains, pasture, hay, and grass grown for seed. When irrigated, the drained areas are used mainly for berries and vegetables. Concord soils are found in Study Areas 1, 2, 3, 4, 5, 7, and 8.**

Dayton Series. The Dayton series consists of soils that are poorly drained. These soils have formed mainly in old mixed alluvium, but their upper layers may have been influenced, to some extent, by loess. The soils are on broad valley terraces, and they occur in drainageways and in shallow depressions. Slopes range from 0 to 2 percent, and elevations range from 125 to 350 feet. The average annual precipitation is 40 to 45 inches, the average annual air temperature is 52° to 54° F., and the length of the frost-free season is 190 to 210 days. In areas that are not cultivated, the vegetation is mainly annual and perennial grasses, wild rose, and scattered ash trees. Dayton soils are associated with Amity and Concord soils. In a typical profile, the surface layer is very dark grayish-brown silt loam about 7 inches thick. The subsurface layer is mottled dark-gray silt loam about 6 inches thick. The subsoil is mottled and consists of a layer of clay about 33 inches thick. It is dark gray in the upper part and is grayish brown in the lower part. The substratum is mottled grayish-brown silty clay loam that extends to a depth of 60 inches or more. **The Dayton soils are used mainly for small grains, pasture, hay, and grass grown for seed. Daytona Soils are found in Study Areas 1, 2, 3, 5, 6, 7, and 8.**

Labish Series. The Labish series consists of poorly drained soils that have formed in mixed mineral and organic material. These soils have slopes of 0 to 1 percent. They occur on the bottoms of former shallow lakes at elevations of 150 to 175 feet. The average annual precipitation is between 40 and 45 inches, the average annual air temperature is 53° F., and the length of the frost-free season is 200 to 210 days. In areas that are not cultivated, the vegetation is mainly sedges, tussocks, and willows. Labish soils are associated with Semiahmoo soils. In a typical profile the surface layer is black and is about 7 inches thick. It consists of silty clay loam in the upper part and of silty clay in the lower part. The next layer is very dark brown silty clay about 9 inches thick. Below this is very dark gray clay that extends to a depth of 60 inches or more. **The Labish soils are used mainly for onions, small grains, pasture, and hay. Labish soils are found primarily in Study Area 2, with a small inclusion in Study Area 3.**

Terrace Escarpments. Terrace escarpments (Te) consists of gravelly and silty alluvium that is too variable in characteristics to be classified as soil. It is moderately steep or steep and occurs along the sidewalls of the major streams, on terrace scarps, and on the side slopes bordering channels of intermittent streams. The vegetation is mainly Douglas fir, maple, hazel, swordfern, brackenfern, poison-oak, tussock, sedges, and grasses. This land type is suitable for pasture and for use as woodland. **The short, steep slopes make tillage impracticable. Unbuildable terrace escarpments are found in Study Areas 2, 4, and 5.**

Willamette Series. The Willamette series consists of deep, well-drained soils that have formed in silty alluvium. These soils are on low, broad valley terraces. They have slopes of 0 to 12 percent. Elevations range from 150 to 350 feet. The average annual precipitation is 40 to 45 inches, the average annual air temperature is 50° to 54° F., and the length of the frost-free season is 200 to 210 days. In areas that are not cultivated, the vegetation is mainly oatgrass and other native grasses, hazel, blackberry, Oregon white oak, and Douglas fir. Willamette soils are associated with Woodburn soils. In a

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typical profile, the surface layer is very dark grayish-brown silt loam about 12 inches thick. A subsurface layer that also consists of very dark grayish-brown silt loam and that is about 5 inches thick is just beneath the surface layer. The upper part of the subsoil is dark-brown silt loam about 7 inches thick; the middle part of the subsoil is dark-brown silty clay loam about 14 inches thick; and the lower part is dark-brown silt loam about 16 inches thick. A substratum of dark yellowish-brown silt loam underlies the subsoil, and it extends to a depth of 65 inches or more. **The Willamette soils are used mainly for small grains, pasture, hay, orchards, berries, and vegetables. Willamette soils are Class I soils around Woodburn and are found in Study Areas 2, 3, and 8.**

Woodburn Series. The Woodburn series consists of moderately well drained soils that have formed in silty alluvium and loess of mixed mineralogy. These soils are on broad valley terraces. They have slopes of 0 to 20 percent. Elevations range from 150 to 350 feet. The average annual precipitation is 40 to 45 inches, the average annual air temperature is 52° to 54° F., and the length of the frost-free season is 200 to 210 days. In areas that are not cultivated, the vegetation is mainly grass and Douglas fir. Woodburn soils are associated with Willamette soils. In a typical profile, the surface layer is about 17 inches thick and is very dark brown silt loam in the upper part and dark-brown silt loam in the lower part. The subsoil is about 37 inches thick. It is dark yellowish-brown silty clay loam in the upper part; mottled dark-brown silty clay loam in the middle part; and mottled, dark-brown silt loam in the lower part. The substratum is dark-brown silt loam that extends to a depth of 68 inches or more. **The Woodburn soils are used mainly for small grains, pasture, hay, orchards, berries, and vegetables. Woodburn soils range from Class II to IV and are the predominant soil type in all Study Areas except Study Area 7, which includes substantial portions of Amity and Concord soils.**

Farm Land Compatibility

The greatest concern for compatibility with agricultural uses is residential expansion – because residential uses have the greatest potential for conflicts with agricultural practices due to vandalism, roaming pets, and residents' sensitivity to dust, odors and chemicals commonly used in agriculture. Every Study Area contains high value Class I-III agricultural soils. The Council's goal has been to minimize points of conflict between new residential designations and high value farmland.

Marion County, Department of Land Conservation and Development (DLCD) and Department of Agriculture (DOA) staff have suggested using road rights-of-way as buffers where feasible, to minimize conflicts with agricultural operations. The Council took this advice seriously and has used public rights-of-way, existing exceptions areas and stream corridors as buffers wherever feasible. Thus, the 2005 Woodburn UGB includes natural (stream corridors) or artificial (road rights-of-way) buffers between residential and agricultural land in most circumstances.

The 2005 Woodburn UGB further minimizes conflicts between residential land uses and agricultural lands by (a) expanding the UGB to include existing exceptions areas, where conflicts already exist, and (b) placing industrial (rather than residential) land uses next to

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agricultural lands, because industrial uses are more compatible with agricultural practices than residential uses.

Most of Woodburn's residential development is expected to occur in the southwest portion of the UGB. To minimize impacts from residential development near agricultural lands, the proposed 2005 UGB incorporates large public rights-of-way as boundaries: residential lands proposed for inclusion within Study Area 7 for residential use are buffered from agricultural lands by the South Arterial as well as the Southwest Industrial Reserve.

To meet additional residential land needs, Woodburn has expanded north from a generally unbuffered, developed residential neighborhood and golf course into Study Area 2. This expansion includes a portion of the golf course located outside the UGB, west of a proposed service road, and undeveloped agricultural land. The 2005 UGB is bordered by I-5 to the west, a developed golf course and Boones Ferry Road to the east, and Crosby Road (a planned arterial street) to the north. Only two segments of the UGB on the east side of Boones Ferry Road directly abut farmland, comprised of an existing, poorly maintained orchard interspersed among existing golf course links. This is similar in effect to the housing development adjacent to farmland that exists now on the border of the 2002 UGB, but is confined to smaller areas.

As noted above, industrial land uses have operational characteristics that are more compatible with farmland than residential uses. Industrial uses typically create noise, dust and odors, as do agricultural uses. Industrial uses are less sensitive to nearby agricultural uses than residential uses, families with children and pets typically are not present in the workplace. Moreover, most industrial uses planned for the Southwest Industrial Reserve will occur mostly indoors, and thus will not be as susceptible to dust, pesticides, fungicides, and noise from nearby grass seed and wheat operations. Prior to amendment of the UGB in 2005, existing industrial lands on the western border of the 2004 UGB were not buffered from agricultural land at all. The 2005 UGB expansion reduces conflicts between farmland and industrial uses by increasing road right-of-way buffers, as recommended by Marion County, DLCD and DOA staff.

Industrial uses in Study Area 8 are separated from farmland by Butteville Road to the west. A proposed new southern arterial provides a buffer for most of the proposed industrial land in Study Area 7. The only proposed industrial expansion area that will be adjacent to farmland without a road right-of-way buffer is one parcel in Study Area 7, south of the proposed southern arterial. This parcel was included for two reasons: first, because it has predominantly higher-priority Class III agricultural soils, and second, to meet industrial siting needs. This parcel cannot be further divided without a master plan, and will only develop if Woodburn attracts large industrial firms to the area. The impact of this southwestern parcel on farmland will be similar to the existing industrial-farmland interface in the area.

Adopted 2005 expansion areas include buffering between residential and industrial uses and farmland that does not exist within the 2002 UGB. The pre-2005 UGB contains residential land adjacent to farmland with no buffering along much of its northern and eastern borders.

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With the 2005 expansions, there is no more impact on agricultural lands than now exists under the acknowledged UGB. This point is documented by Table 17 below.

The 2005 UGB maintains about 35,300 linear feet (6.7 miles) of the "old" 2002 UGB. Conflicts with agricultural land will not increase along this common boundary. Although much of the existing UGB has natural buffers, such as protected stream corridors, many segments have unbuffered residential, commercial or industrial land uses directly abutting agricultural land.

However, unlike the 2004 UGB, adopted expansion areas have almost no areas with an unbuffered boundary between new residential and agricultural land. Approximately 41,400 linear feet (7.8 miles) of the expanded UGB is buffered by existing residential exceptions areas, arterial street rights-of-way, the existing golf course or planned industrial areas.

There are only 300 linear feet along the borders of 2005 expansion areas (less than 1% of the linear distance of the expanded boundary) where new residential plan designations directly abut unbuffered farmland. Over 99% of the expanded UGB has public road rights-of-way, existing exceptions areas, industrial plan designations or the existing golf course *between* the planned residential land use and productive agricultural land. As noted above, the only place where new residential plan designations have an unbuffered border with agricultural land is in the North expansion area east of Boones Ferry Road.

Table 17: 2005 UGB

Study Area	UGB Description	Distance (ft)
1 Northwest	Existing UGB	4900
	Butteville Road Exception Area	2000
	Butteville Road Exception Area and Railroad Track	4200
	Highway 214	2300
	I-5	4300
2 North	Crosby Road (Arterial)	3400
	Existing UGB	5500
	Boones Ferry Road (Arterial)	900
	Golf Course	1300
	<i>Property Line (Unbuffered)</i>	<i>300</i>
3 Northeast	Developed Exception Area	2200
	Existing UGB	7400
4 East	Existing UGB	8000
5 Southeast	Existing UGB	6700
6 South	Exception Area	3700
	Exception Area and Hwy 99E	2500
	Existing UGB	2800
7 Southwest	Southern Arterial	3000
	SWIR (one 50-acre parcel)	4000
	SWIR and Butteville Road (Arterial)	2100
8 West	SWIR and Butteville Road (Arterial)	5500

Existing UGB	6.7 Miles	35,300 (46%)
Buffered Expansion Areas Total	7.8 Miles with Exceptions Areas, Golf Course, SWIR, or Arterial Street Right-of-Way	41,400 (54%)
Unbuffered Total	0.06 Miles where New Residential Plan Designation Abuts Agricultural Land	300 (0%)

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SUMMARY OF COMPREHENSIVE PLAN AND DEVELOPMENT CODE AMENDMENTS

The 2005 Plan and Code amendments include:

- Inclusion in the UGB of all commercial and residential "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;
- Creation of the Parr Road Nodal Overlay area;
- Extension of the transportation system to support expansion areas; and
- Inclusion of land for new parks, schools, and an urban plaza to support residential growth.

Inclusion of Exception Areas

The 2005 Plan includes three exceptions areas – a developed residential exceptions area to the northeast along Highway 99E, a residential and commercial exceptions area to the southeast along Highway 99E, and a residential exception area to the northwest along Butteville Road. These exceptions areas are planned for approximately 13 net buildable acres of commercial land, 105 dwelling units on 7.5 net buildable acres of medium density residential land, and 295 dwelling units on 107 net buildable acres of low density residential land.

Residential Expansion

The 2005 Plan includes land to the north and southwest of the existing UGB to meet 2020 residential needs. Approximately 150 net buildable acres of residential land is proposed for expansion to the north, between I-5 and Mill Creek. This expansion area includes some of 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 68 net buildable acres of Nodal SFR land and about 51 net buildable acres of Nodal Medium Density Residential (NMDR) 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). Land further to the southwest was not included because it would not efficiently meet identified needs for employment or livable residential neighborhoods.

Commercial Expansion

The 2005 UGB adds 23 net buildable acres of Commercial land, either in Neighborhood Commercial nodes (10 acres) or within an existing commercial exception area along Highway 99E (13 acres).

Commercial expansion under the 2005 Plan will occur within the residential expansion areas to the north and southwest of the existing UGB and is expected to take the form of

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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, 9 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 2005 Plan Map shows this commercial area with the Nodal Development Overlay (described under Mixed Use Areas below), and adjacent to an urban plaza (described under Public Uses below).

Industrial Expansion

The 2005 Plan includes lands to the west and southwest of the existing UGB to meet 2020 industrial site needs (per discussion of Employment Land Needs in Part I of this Report). These lands are designated Southwest Industrial Reserve (SWIR), which reserve large parcels exclusively for targeted industrial needs, and require master planning prior to annexation and development. As described in Table 18, the SWIR area is comprised of 6 major sites (including 17 defined sub-sites to meet targeted industrial needs) with a total buildable area of about 362 acres.

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Table 18: SWIR Sites and Characteristics

Tax Lot Number(s)	Buildable Site Acres	Reserved Site Size Ranges	Estimated Site Sizes	Land Division Permitted?
52W11 TL 300 (Darma / OPUS)	88	25-50 10-25 10-25 5-10 5-10 2-5 2-5	35 15 15 8 8 4 3	Yes, with Master Plan approval
Subtotals:		59-130	88	
52W14 TL 200 52W14 TL 600 (Weisz)	22	10-25 5-10	15 7	No
Subtotals:		15-35	22	
West of I-5 Sites	110	74-165	110	See above
52W13 TL 1100 52W14 TL 1500 52W14 TL 1600 (Seibel, Gottsacker, Weisz)	96	96	96	No, ROW dedication for Southern Arterial and Evergreen Reserved for Firm ≥ 300 employees
52W14 TL 800 52W14 TL 900 52W14 TL 1000 52W14 TL 1100 (Weisz)	106	50-100 25-50 2-5 2-5	65 33 4 4	Yes, with Master Plan approval; ROW dedication required 50-100 Acre site reserved for Firm ≥ 200 employees.
Subtotals:		79-160	106	
52W14 TL 1200	4	2-5	4	No
52W23 TL 100 (Weisz)	46	25-50 5-10 2-5	35 8 3	Yes, with Master Plan approval
Subtotals:		32-65	46	
East of I-5 Sites	252	209-326	252	No
Total SWIR	362	283-491	362	

Parr Road Nodal Overlay Area

The bulk 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 an opportunity to combine large tracts of vacant land within the existing UGB with land to the north of the proposed Southern Arterial, 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 with pedestrian and bicycle access to a neighborhood commercial center. This will have several long-term advantages for Woodburn, including efficient urban development, reduced public facilities costs, compact urban form, 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 Nodal Low Density Residential, 64 net buildable acres of Nodal Medium Density Residential, and 10 net buildable acres of Neighborhood Commercial.

Mixed-Use Areas

One of the adopted measures to achieve higher densities within the existing UGB is vertical mixed use housing above commercial. This is allowed within the existing Woodburn Downtown and the proposed Parr Road Nodal Overlay area. Expected development within the NDO includes housing above commercial in the form of apartments or condominiums. The NDO provides opportunities for intensification of commercial land use and increased residential densities close to urban commercial amenities.

Transportation System Extension

Figure 5-2 of the 2005 Woodburn TSP describes improvements to existing transportation facilities, as well as proposed new facilities that will support the 2005 Plan. 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 2005 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 99E 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 2005 Plan 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 an elementary 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 requirement to create an urban plaza to serve both surrounding residents when they shop at nearby retail and service establishments.

Staff Initiated Comprehensive Plan Amendments

The 2005 Plan includes several plan designation and zoning amendments for individual parcels inside the UGB, to make these parcels consistent with existing or surrounding land uses. These plan amendments were initiated by City Staff on a separate but concurrent track. There were approximately 500 changes to plan designations on tax lots through this process. Some of the plan changes affected properties identified as containing buildable land on the Buildable Lands Inventory. The changes that affect buildable lands are summarized in Table 19.

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There were a total of 55 tax lots identified as "Vacant" or "Infill" on the Buildable Lands Inventory that were affected by these changes. In some cases the changes did not affect buildable land areas, for example when private land within riparian or flood plain areas was changed from "Open Space" to "Low Density Residential". In other cases, the changes reduced buildable lands by highlighting public ownership and existing use of lots for right-of-way or parks – identifying properties that had slipped through the original screening process in the Buildable Lands Inventory and were mistakenly identified as buildable. In many cases the changes moved buildable area from one plan designation to another. For example, Low Density Residential to Medium Density Residential.

The end result is a slightly lower supply of Low Density Residential (-6 acres), Industrial (-1.2 acres), and Commercial (-1.1 acres) lands within the 2004 UGB, and slight increases in Medium Density Residential (0.5 acres) and Open Space (2.7 acres) lands.

Table 19: Staff-Initiated Comprehensive Plan Amendments

Plan Designation Affected	Number of Tax Lots Affected	Buildable Land Acreage Difference
Low Density Residential	20	(6)
Medium Density Residential	9	0.5
Industrial	8	(1.2)
Commercial	4	(1.1)
Open Space	8	2.7

Amendment Summary

The residential, industrial, and commercial expansions adopted by the City Council meet Year 2020 residential, industrial, and commercial needs as shown in Table 20 below. **Note that the adopted plan and code amendment package includes (a) redesignation of land inside the existing UGB to intensify land use in certain areas, and (b) expansion of the UGB to meet identified needs.**

Table 20: Council Approved Plan – Overall UGB Demand / Supply Comparison

Plan Designation	Net Buildable Acre Supply	Net Buildable Acre Need	2005 Plan Acres Surplus (Deficit)
LDR (Low Density Residential)	371	217	154
Exception Area LDR	107	107	0
Nodal LDR	220	186	34
Internal Changes to LDR	-6	0	(6)
MDR (Medium Density Residential)	80	62	18
Exception Area MDR	8	8	0
Nodal MDR	73	54	19
Internal Changes to MDR	1	0	1
VMU (Vertical Mixed Use)*	NA	NA	NA
Public and Semi-Public (Including Schools, Parks and Religious Institutions)	0	210	-210
All Residential	854	844	10
Commercial (Retail, Office)	127	NA	0
Industrial / Basic Employment	407	486	(79)
All Employment	534	627	(79)
Totals Surplus			(69)

* Note: The "need" for vertical mixed use housing is met above retail or office development in Downtown Woodburn or in the proposed Neighborhood Commercial Node.

Table 20 assumes that public park and school land needs, as well as religious institutional needs, will be met on land designated for residential use. This table shows a 10-acre surplus between the demand for, and supply of, residentially-designated land.³⁴

Table 20 shows an under-supply of industrial acreage due to the mismatch between existing industrial sites and the site characteristics of sites needed by target industries. This stems from three sources.

- First, some sites are below ECONorthwest’s estimated site size, but within the site size range. For example, an 11-acre site falls within the 10-25 site size range, but is below the 15-acre estimated site size.
- Second, as discussed in the Employment Land Needs section in Part I of this Report, and in the 2005 Buildable Lands Inventory, there are some lots that were initially identified as partially-vacant within the UGB, but were subsequently determined to not meet siting requirements as the landowners indicated they have plans for expansion of existing uses. The 2005 Plan intentionally restricts the supply of

³⁴ This comparison is based on cumulative acreage, rather than on capacity. Due to lot size inefficiency on low density residential lands within the existing UGB, the effective capacity is approximately 30 acres lower. Either way, the 2005 UGB is within 15 acres, or within 2%, of meeting identified 2020 residential land needs.

industrial land in order to encourage siting of new, targeted industrial development on these lots to further maximize efficiency of land use.

- Third, the industrial siting requirements of the SWIR allow for a range of sizes to meet siting needs. The allocations are generally by average site size. If developed sites within the site ranges are below the average size determined by ECONorthwest, there will be additional acreage to allocate to smaller sites. The 2005 Plan allows for and ensures large sites to meet industrial siting requirements, but also allows the potential for smaller sites on industrial park sites, as long as site size ranges are met.

In summary, the 2005 Plan meets identified residential, public/semi-public, and employment needs for the City of Woodburn through the year 2020.

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CITY OF WOODBURN
2005 PUBLIC FACILITIES PLAN

Prepared by

City of Woodburn

September 7, 2009 Final Draft

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APPENDICES

Appendices are located at the end of this document.

Appendix A: Capital Improvements Plan

Appendix B: Public Facility Maps for UGB Expansion Areas

Appendix C: Planning Level Analysis of Public Facilities to Serve UGB Study Areas

FIGURES

The figures listed below are referenced in this document, and can be found in the relevant facilities master plan.

Water Plan

Figure 10-11 Wellhead Treatment Alternative

Sanitary Sewer Plan

Figure 7-2 Layout of WWTP Facilities
Figure 2 Sewerage Collection System
Figure 3 Sewerage Service Area
Figure 1 Woodburn Wastewater Facilities Plan Sewerage Service Area

Storm Water Plan

Figure 1 Senecal & Mill Creek, Drainage Basin Boundaries
Figure 4 Senecal Creek Drainage Subbasins
Figure 5 Mill Creek Drainage Subbasins
Appendix Woodburn Storm Drain Inventory, June 1999

Transportation Plan

Figure 3-2 Pedestrian Facilities
Figure 3-3 Bicycle Facilities
Figure 3-4 Transit Routes
Figure 3-5 Rail Facilities
Figure 3-6 Existing Functional Classifications
Figure 3-7 2002 Roadway PM Peak Hour Volumes
Figure 3-8 Truck Routes and Ways
Figure 4-2 2020 Future Intersection Operations
Figure 7-1 Functional Classification Designations
Figure 7-2 Street Design Standards
Figure 7-3 Pedestrian Plan
Figure 7-4 Bicycle Plan

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PUBLIC FACILITIES PLAN

INTRODUCTION

The Public Facilities Plan (PFP) identifies major infrastructure projects necessary to serve the Year 2020 projected population of 34,919,¹ and examines the effect upon utility and transportation infrastructure resulting from 2005 expansion of the Urban Growth Boundary (UGB) of the City of Woodburn. As required by state statute, four elements have been studied: Domestic Water, Sanitary Sewer, Storm Drainage, and Transportation. Information for projects within the pre-2005 UGB was derived from existing Facilities Plans, updating where necessary.

In order to assess relative service costs and efficiency for alternative UGB expansion areas, the City's initial effort involved characterization of improvements and extensions that would be necessary to serve eight Study Areas surrounding the existing (pre-2005) UGB. These investigations were conceptual and the data used in comparisons between the Study Areas were preliminary in nature. The results of the initial work are contained in Appendix C.

A more comprehensive analysis was performed on four expansion areas recommended by the Planning Commission, identified as the North, South, Southwest, and West Expansion Areas. Tables summarizing project timing and costs for each area have been included in the body of the Public Facilities Plan. Maps showing the locations of infrastructure elements (Water, Sanitary Sewer, and Storm Drainage) for Southwest and North Areas (areas with high value farmland) are included in Appendix B. Transportation projects and maps were derived from the Woodburn Transportation Systems Plan (TSP), which also was updated in 2005.

Service Area Characteristics

Woodburn is located in Oregon's Willamette Valley approximately 17 miles north of Salem and 30 miles south of Portland in the Pudding River basin. The topography of the service area slopes slightly to the northeast. The area is relatively flat with an elevation differential of only 50 feet, ranging 150 to 200 feet above sea level.

The main drainage through the City is Mill Creek, which drains to the Pudding River. Senecal Creek drains a small portion of the City's UGB area west of I-5. A very small portion of the east part of the city (east of highway 99E) naturally drains directly to the pudding river.

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¹ In an exercise of caution, Woodburn's facility master plans are designed to serve somewhat higher population growth than adopted in the 2005 Woodburn Comprehensive Plan. The City has incorporated a margin of error: if actual population growth exceeds the coordinated population projection of 34,919 before 2020, the City will be able to accommodate this increased growth without further amendment to projects identified in facility master plans.

The climate is mild with wet winters and dry summers. Rainfall averages about 41 inches per year and one year in ten will exceed 51 inches. The wettest months are usually November, December and January with almost 20 inches of rainfall occurring during that time.

The soils in the area 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. The Amity series consists of poorly drained soils formed in mixed alluvial silts. The layer is general 17 inches thick overlaying a 7-inch silt loam subsurface layer and a 13-inch silty clay loam subsoil. The Woodburn series consists of moderately well drained soils formed in silty alluvium and loess. The 17-inch surface layer overlays 37 inches of subsoil and a silt loam substratum to a depth of 68 inches. The course of Mill Creek is etched in Bashaw clay and Dayton soils and terrace escarpment are also found in the service area.

The geology of the area consists of Troutdale formation materials and Willamette silts overlaying Columbia River basalt. Depth to basalt is unknown but thought to be approximately 600 feet. The Troutdale formation consists of alternate layers of clay, silt, sand and gravel. The Willamette silt formation consists of stratified silt, sandy silt, clayey silt and silty clay and has poor drainage characteristics. The City is located in a Seismic Zone 3.

Two major highways traverse the City; Interstate 5 along the west side of the City and 99E along the east side of the City. Both routes run generally north-south through Woodburn. Oregon highway 214 is an east-west route through the City Highway 211 connects Woodburn to Molalla.

Woodburn is bisected by the Union Pacific Railroad main line. The railroad extends north-south through Woodburn and parallels Front Street through the City. Willamette Valley Railroad uses spur tracks that parallel Front Street and line that proceeds east from Front Street along Cleveland Street.

WATER PLAN

HDR Engineering, Inc. prepared a water master plan for the City of Woodburn. It was first prepared in 1997 and updated in 2001. The 2001 update provides a 20-year plan for the water system through the year 2020. The plan was based on a projected permanent population potential of 38,586, which exceeds the coordinated Year 2020 populatoin projection of 34,919. The City has 5,380 single family, multi-family, commercial, industrial, and public connections. The current service area of the water system is inside the City limits, although the service area will expand as annexations to the City occur.

The Water Master Plan assumed that all growth would occur within the current UGB (4050 acres). The PFP identifies additional projects necessary to serve the expanded UGB. Some projects identified during preparation of the Water Master Plan have been listed and entered into the Capital Improvement Plan (CIP). The CIP is a six-year plan

that focuses on improvements within the existing City Limits. As land is annexed to the City, the CIP will be amended to incorporate and set priorities among additional projects. For example, the City anticipates that industrial land will be annexed to the City *in the short term*. Although most improvements necessary to serve expansion areas will be paid for by the developer, the CIP will be amended on an annual basis to include sanitary, sewer, water, storm drainage and transportation projects necessary to serve recently annexed areas.

Projected Population

When the Water plan was prepared, it was based on a projected year 2020 permanent population of 38,586. Also considered in the water plan were 4,099 projected seasonal workers.

Water Source

Water Rights

The City of Woodburn obtains water entirely from groundwater. Woodburn has existing water rights within its certified service area of up to 13.25 mgd (20.45 cfs). Table 1 shows a water rights summary from the Water Master Plan.

Table 1 City of Woodburn Water Rights Summary Certificates of Water Rights (Supply)			
WRD Designation	Amount (GPM)	Well Name	Well No.
Permit No. G-10931	1000	Centennial	Well 10
Permit No. G-11921	1400	Donner	Well 9
Permit No. G-11922	2100	Nazarene	Well 7
Permit No G-12029	600	Astor Way	Well 11
Cert. No. 36537	500	Senior Estate	
Cert. No. 36538	750	King Way	Well A
Cert. No. 56379	750	Legion Park	Well 8
Regis. GR 2267	750	Shop No. 1	Well 1
Regis. GR 2268	300	Shop No. 2	Well 2
Regis. GR 2269	500	Library	Well 3
Regis. GR 2270	500	Settlemer	Well 4
Regis. GR 3815	300	Old SPRR	Well 5
TOTAL	9,200 gpm (13.25 mgd)		

The Water Master Plan found that Woodburn has sufficient water rights to meet the projected water demands through the year 2020.

Wells

The City's seven active wells tap the Troutdale aquifer, a large semi-confined aquifer. It is anticipated that the City will continue to utilize this aquifer as the sole source of water. Active wells are listed in Table 2.

No.	Description	Capacity	Function
3	Library	500 gpm Depth = 198'	Provides water to the central part of Woodburn
4	Settlemier Well located at the intersection of West Hayes St. and Settlemier Avenue. Drilled in 1952	600 gpm Depth = 183'	Provides water to the central part of Woodburn
7	Nazarene Well located on Woodland Avenue. Drilled in 1967	1,000 gpm Depth = 333'	Provides water to the northwest part of Woodburn
8	Legion Park Well located on Alexandra Avenue. Drilled in 1974	868 gpm Depth = 194'	Provides water to the southern area of Woodburn
9	Warren Donner Well located on Country Club Road	1,000 gpm Depth = 280'	Provides water to the north central area of Woodburn
10	Centennial Well located 2205 National Way. Drilled in 1988	1,000 gpm Depth = 279'	Provides water to the north central area of Woodburn
11	Astor Way located at 1200 Astor Way. Drilled in 1989	1000 gpm Depth = 288'	Provides water to the north central area of Woodburn

The 2001 Water Master Plan found that the City needed to install six new wells in the west and southwest area of the City to increase the total well capacity to approximately 12 mgd. To stay ahead of growth in water demands these wells were programmed to be installed at an approximate rate of one well every five years. The proposed well projects from the Master Plan are listed in Table 3 as follows (estimated in year 2000 dollars):

Project Description	Year of Improvement	Estimated Costs (2000 Dollars)
Drill 2 wells at South Woodburn site	2002	\$680,000
Drill 2 wells at S. Woodburn site	2015	\$425,000
Drill 2 wells at West Woodburn site	2022	\$335,000
	Totals (2000 Dollars)	\$1,440,000

Following the recommendations of the Water Master Plan, Woodburn developed two new wells in 2003 at south Woodburn sites as follows:

- Well 12 at 828 Parr Road
- Well 13 at 515 Settlemier Avenue

During the facility planning process for the water treatment facilities it was determined that the cost of connection of well 8 to the National Way Treatment Plant

were excessive and there were further concerns regarding the construction and future water production capability of Well 8. The decision was made to construct a new well in the northern area of the City that would allow simplified transmission line connection and be constructed in a manner to provide for a more reliable long term water source. Subsequently Well 14 was constructed at 3015 National Way and a raw water transmission line connects this well to the National Way Treatment Plant. The locations of the treatment facilities within the system are shown on Figure 10-11.

Source Water Protection Plan

Oregon Department of Human Services and Department of Environmental Quality have developed a Source Water Protection Plan for the City. The plan inventories potential sources of contamination, establishes best management practices for industries within the influence zone of the City's wells, allows the City to develop ordinances to provide protection of the aquifer, and maps the flow patterns of the aquifers. The Troutdale aquifer, from which the City's wells obtain the City's drinking water supply is not a critical or restrictively classified groundwater area. The City does not at this time plan to request certification of the delineations in the Source Water Protection Plan for Statewide Planning Goal 5 purposes.

Water Demand

Existing Demand

Table 4 contains information from 1992 to 1995 from metering records of the average daily water demand (ADD) and the maximum daily water demand (MDD).

Table 4 Woodburn Yearly Water Demand ⁽¹⁾			
	Average Daily Demand	Maximum Daily Demand ⁽²⁾	
Year	MGD	MGD	Month in which MDD Occurred
1992	1.89	4.36	June
1993	1.73	3.88	August
1994	1.91	4.45	July
1995	1.88	4.57	July
1996	1.88	4.21	July
1997	1.89	4.26	August
1998	2.01	4.41	July
1999	2.13	4.46	July
2000	2.18	5.30	August
2001	2.19	4.27	July
2002	2.31	4.86	August
2003	2.28	5.25	July
2004	2.38	5.43	July

⁽¹⁾ Based on metering records
⁽²⁾ Based on ratio of MDD/ADD from pumping records

The following table shows the total water demand by land use category, the total number of connections (in 1996) by land use category, the water demand by each

connection by land use category and the percent of total water demand by land use category.

Demand Category	Total Demand (gpd)	No. of Connections (1)	Unit demand ⁽²⁾ (gpd/connection)	Percent of Total Demand (%)
Single Family Residential	1,098,000	4,176	266	62.00
Multi-Family Residential	310,400	127	2,440	17.00
Commercial	315,800	386	820	18.00
Industrial	520	3	173	0.03
City Owned	38,300	56	697	2.00
Fire Service	1,300	53	26	0.07
Other (Flushing)*	13,800			0.90
TOTAL	1,778,000	4,800		100.00

(1) As of April 1996
 (2) Based on number of connections in June 1995 and demand from June 1994
 (3) gpd = gallon per day

* Does not include "Unaccounted for" water.

Single-family residences used approximately 266 gpd per connection. Multiple family residential uses have from 2 to 192 dwelling units per connection, with a median of 12. Records show that the water demand per multi-family connection is higher than for single-family uses. The 2001 Water Master Plan estimated that water demand per capita was 97 gallons per capita.

As the table indicates, about 80 percent of the total water demand is from residential uses. Commercial uses account for 18 percent, city connections for 2 percent and less than one percent comes from industrial uses and fire service.

All water systems have a certain amount of water that is produced by the system that cannot be accounted for by billing records. This is termed "unaccounted-for water" and it results from un-metered demands, meter inaccuracies, leakage, hydrant and line flushing and testing, and authorized or unauthorized hydrant use. Typical water systems, nationwide, average from 5 to 10 percent unaccounted-for water.

Woodburn conducts annual audits of pumping and water consumption records. Data from 1986 through 2004 were summarized in Table 6 as follows:

Year	Unaccounted for Water	
	MG	Percent
1986 - 87	31.0	5
1987 - 88	30.9	5
1988 - 89	50.1	8
1989 - 90	67.0	11
1990 - 91	50.4	8

1991 - 92	86.3	11
1992 - 93	64.4	10
1993 - 94	55.3	8
1994 - 95	56.6	9
1995-96	48.1	7
1996-97	41.2	6
1997-98	55.2	8
1998-99	58.7	8
1999-00	46.6	6
2000-01	71.8	9
2001-02	50.1	6
2002-03	58.9	7
2003-04	43.5	5
Average	54.7	8

The unaccounted-for water in Woodburn ranges from 5 to 11 percent of production with a median and average of 8 percent. Woodburn gives leaking pipelines priority for replacement in its distribution system maintenance budget.

Projected Year 2020 Demand

The 2001 Water Master Plan was based on moderate measures to conserve water, that the plan expects to reduce demand between 5 and 8 percent, including the following:

- Leak detection and water line repair and upgrading.
- Annual water audit to calculate the amount of unaccounted-for water.
- Metering of all service connections.
- A public education program using bill inserts to publicize the need for water conservation.
- Technical assistance measures including a bill showing the consumption history and customer assistance for questions related to water conservation.
- Promotion of conservation for nurseries and park department facilities and low water demand landscaping in all retail customer classes.
- Increasing Block Structure for water rates.

The Water Master Plan estimated that by the year 2020 average day demands (ADD) may increase to 4.47 million gallons per day and maximum day demand (MDD) may increase to 10.28 million gallons per day.

Year	No Conservation Impact		Moderate Conservation Impact	
	ADD (mgd)	MDD (mgd)	ADD (mgd)	MDD (mgd)
2010	2.96	6.81	2.73	6.28
2015	3.51	8.07	3.23	7.43
2020	4.14	9.52	3.82	8.79
2025	4.70	10.82	4.36	10.02
2030	5.25	12.08	4.86	11.18
2035	5.74	13.20	5.32	12.23
2040	6.17	14.19	5.71	13.14

Year	No Conservation Impact		Moderate Conservation Impact	
	ADD (mgd)	MDD (mgd)	ADD (mgd)	MDD (mgd)
2010	3.20	7.35	2.95	6.78
2015	3.79	8.72	3.49	8.03
2020	4.47	10.28	4.130	9.50
2025	5.08	11.68	4.70	10.82
2030	5.67	13.05	5.25	12.08
2035	6.20	14.26	5.74	13.20
2040	6.66	15.32	6.17	14.19

Treatment

Historically, the City of Woodburn provided no water treatment or disinfection because the quality of water derived from city wells has proven not to require disinfection and neither state nor federal water regulations require treatment or disinfection for wells. Increasing concerns with the odor, taste and staining problems generated by iron and manganese in the groundwater, a potential decrease in the federal arsenic standard and potential regulation of radon led the City to update its master plan and develop a treatment plan for the City's water supply. Woodburn complies with the parts of the Safe Drinking Act that are currently in force and apply to the City.

Iron and manganese levels in the City's water source have caused numerous complaints about the aesthetic quality of the water. To eliminate the iron and manganese problems, the Water Master Plan recommended that the City construct neighborhood treatment plants.

Treatment Component	Year of Improvement	Estimated Costs (2000 Dollars)
Raw Water Transmission Pipelines	2003	\$1,079,000
Raw Water Transmission Pipelines	2015	\$413,000
Raw Water Transmission Pipelines	2022	\$195,000
Reservoir Improvements	2004	\$4,127,000
Drill 2 Wells at S. Woodburn Site	2002	\$680,000
Drill 2 Wells at S. Woodburn site	2015	\$425,000
Drill 2 Wells at W. Woodburn Site	2022	\$335,000
Construct three 2.7 MGD Treatment Plants	2005	\$10,288,000
S. Woodburn Treatment Plant Expansion	2015	\$1,500,000
Construct W. Woodburn Treatment Plant	2022	\$1,720,000

	Totals (2000 Dollars)	\$20,762,000
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The City is nearing completion of three neighborhood treatment plants as recommended in the Water Master Plan. The three treatment plants are located at well sites on National Way, Country Club Road and Parr Road. These treatment facilities treat water from wells at their sites and water transmitted from nearby wells through raw water transmission lines constructed when the treatment plants were constructed in 2003-2004. The locations of the treatment facilities are shown on Figure 10-11.

Storage

Water system storage is considered to be comprised of three elements: equalizing, fire flow and emergency. "Equalizing storage" provides water supply when customer demand exceeds the capacity of the wells and pumps to produce water flow. "Fire flow reserves" provides the volume of water needed to provide the demand for fire flow for a fire having a finite duration. "Emergency storage" supplies water when a portion of the water production system is out of commission. The same volume of storage can serve all three purposes. The Water Master Plan projects that in the year 2020 these storage requirements will be as follows:

- Emergency standby 1,400,000 Gal
- Fire Flow Reserves 1,500,000 Gal
- Equalizing Storage 2,230,000 Gal

The City has an elevated reservoir located near Broadway and Front Street. It is 130-feet high, was built in 1965 and has a capacity of 750,000 gallons. This reservoir is in good condition and is planned to continue in service without substantial repair during the planning period. An older, smaller tank located next to this tank is scheduled for demolition.

In normal operating conditions, pressure within the water system is established by the elevated reservoirs. When demand in the system draws down the reservoir level, pumps at the wells are turned on to pump into the system and to replenish the reservoir supply. If the level in the reservoir continues to drop after the first well pump has turned on, more pumps receive signals to turn on and pump into the system until the tank water level reaches pre-determined shutoff level.

When the treatment plant becomes operational the pressure within the water system will be established by the larger elevated reservoir. Backup pressure, which had been from the smaller elevated reservoir, will now be established from booster pumps at each of the treatment plant sites and pressure sensors located at various locations in the City. The booster plant pumps will operate to maintain water levels in the elevated reservoir and to supply demands placed upon the system by users. If the elevated reservoir is out of service for maintenance or other reasons the treatment plant booster pumps and pressure sensor system will maintain desired system pressure.

The 2001 Water Master Plan found that there was a significant deficiency in water storage capacity. The existing storage was sufficient to equalize demand within the

system and to provide minimal fire flow reserves, but does not provide emergency standby storage nor to satisfy ISO fire flow standards. The plan recommends the City construction 4.4 million gallons of new storage capacity, to increase the total storage volume to 5.15 million gallons, comprised of 2.25 million gallons equalizing and 2.9 million gallons of emergency-standby/fire flow reserve storage. The plan recommends that the storage be provided in two reservoirs, each providing 2.2 million gallons and that the reservoirs be located at the proposed treatment plant sites. These reservoirs were recommended to be grade-level facilities.

In the design review process for treatment facility construction the decision was made to place reservoirs at all three treatment plant locations. The decision was made to allow the reservoirs to reduce levels of radon in the City groundwater supply. Although not finalized, the proposed federal limit on radon in drinking water is exceeded in some city wells. The City decided to place radon reduction systems in reservoirs. To fully treat all water supplies for radon required a reservoir at each treatment site. Reservoirs sizes were 2.7 million gallons at Parr Road, 0.3 million gallons at Country Club Road and 1.7 million gallons at National Way. With the 0.75 million gallons at the existing reservoir the City has a total of 5.45 million gallons which exceeds the projected 2020 master plan requirement of 5.13 million gallons of storage. The location of these reservoirs is shown on Figure 10-11.

Grade level storage utilizes pumps to move water into the distribution system and work with the elevated storage reservoir to maintain water pressure. The pumps need to be large enough to satisfy anticipated peak demand flow rates. They also need to have an automated auxiliary power supply to assure water is available during power failure. All three of the treatment plants have emergency generators capable of plant operation as well as operation of the wells located at each of the treatment plant sites. The City has portable generators that can used to provide emergency power to other wells.

In 2003-2005 the City is constructing a new storage facility at each of the three new treatment plants. The locations of the storage facilities within the system are shown on Figure 10-11.

Water Distribution System

There is approximately 66 miles of transmission and distribution piping ranging from 1-inch to 18-inches in diameter. Approximately four miles are piping with sizes of 4-inches or less. Substandard pipe of 1-inch and 2-inch diameter is being routinely replaced. The majority of the pipe within the service area is 6-inch or 8-inch diameter service piping. (The City is not required to address these segments of the distribution system in the public facilities plan).

A summary of the quantity of pipe by diameter is illustrated in Table 10 as follows:

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Pipe Size	Total Length of Pipe (feet)
4"	14,034
6"	153,201
8"	188,483
10"	17,670
12"	65,958
14"	8,419
16"	1,425
18"	2,336

The majority of the pipe in the system is ductile or cast iron. There is a significant amount of asbestos-cement pipe in the Senior Estates area. This asbestos-cement pipe has not caused any water quality problems. The City routinely repairs and replaces older leaking or undersized pipes as part of an annual maintenance program. These pipe repairs and replacements are performed by water division personnel or through contracts listed in the City's capital improvement program.

Pressure within the distribution system is generally between 50 and 60 psi. The water master plan did not identify significant pressure deficiencies during maximum day flows. When water is pumped from the distribution system to fight a fire, water pressure within the system can be reduced. State administrative rules require the system maintain a minimum pressure of 20 psi. Pumping systems installed as a part of the water treatment project (at each of three treatment plants) will allow this requirement to be met during a fire event.

The City requires the maximum day demand plus fire flow for a proposed development to be calculated. Demand must not exceed available supply. Calculated available fire flow is compared to the standards in Table 11, which include the Insurance Services Office standards for fire flow.

Zoning Classification	Minimum Required Fire Flow (gpm)	Duration (Hours)
Residential (<12 units/acre)	1,000	2
Residential (>12 units/acre)	3,000	3
Commercial	3,000	4
Public Use	4,000	4
Industrial	5,000	5

If the available fire flow is less than the required value, the developer may be required to either modify the proposed method of construction to reduce the required fire flow or make system improvements to increase the available fire flow in the water system to the development.

The 2001 Water Master Plan recommended replacing inadequate segments of the water distribution system before emergency situations occur or before capacity problems arise. The City will annually fund an ongoing substandard main replacement program. The Water Master Plan established priorities for replacing pipes as follows:

- Pipes in areas of related frequent customer complaints.
- Leaking pipes.
- Pipes identified by either maintenance or operations as problem pipes.
- Pipes four inches or less in diameter, and in areas that have the potential for growth.
- Undersized transmission mains.
- Aged Asbestos cement pipe.
- Aged steel or cast iron pipe.
- Lead joint pipes

As areas within the UGB develop, the City will require developers to extend the transmission mains into these areas and make any improvements necessary to the distribution system. Although the 2001 Water Master Plan did not include project costs for distribution improvements in areas to be developed in the future, Table 13 describes water system improvements, costs and timing necessary to serve the expanded Woodburn UGB. As areas annex to the City and develop, the City will determine the exact configuration of the transmission pipe system.

Telemetry and Controls

The existing pumping system has an antiquated control system based on mercury switch technology. The treatment plants will utilize a modern Supervisory Control and Data Acquisition (SCADA) system. The SCADA system will automate operation of each individual facility, enable monitoring and control from a central location and provide reliable communication between sites. The SCADA system will optimize water production and control and alarm notification. An operations center at the water division shop will be the central base for the computer SCADA system. Existing water wells will be incorporated into the SCADA system. Communication between sites and the operations center will be through a radio telemetry system.

Short Term Water Projects

Table 12 shows the water distribution system projects in the Capital Improvement Program for the next six years. Note that:

- 1.) CIP projects occur within the existing (2005) utility service area. Utility service areas are coincident with City Limits.
- 2.) Service areas change as annexations occur, because the City must demonstrate that adequate services are available to serve potential annexation.
- 3.) Projects typically are added to the CIP when land is annexed to the City. Thus projects not identified on the CIP are possible within the short-term (next five years).

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- 4.) Projects not listed on CIP may be developer-sponsored, grant-funded, or financed by other means, as City may approve.
- 5.) See Table 13 for projects required to serve land within the expanded Urban Growth Boundary.

Table 12
Planned Water Improvement Projects
Woodburn Capital Improvements Program
Fiscal Years 2003 – 2009

Project Number	Project	2003-04	2004-05	2005-06	2006-07	2006-08	2008-09
1	Hwy 214 widening			\$44,000			
2	Laurel Avenue (replace line)		\$46,000				
3	Hwy 99E: Tomlin to Laurel		\$22,000				
4	Hwy 99E: Laurel to Aztec		\$16,500				
5	99 E at Silverton Road (bore)				\$110,000		
6	N First Street/N. Second (loop)			\$18,700			
7	N. Fifth Street (replace line)		\$44,000				
8	Hwy 214 A Mill creek						
A	Bore	\$55,000					
B	Loop line installation	\$132,000					
9	Hwy 99E: Blaine to Aztec			\$44,000			
10	Hwy 99 E: Blaine to Lincoln			\$66,000			
11	Ogle/Parr/S. Boones Ferry			\$96,000			
12	McKinley St. Line Capacity Imp.	\$22,000					
13	Lincoln to Hardcastle (loop)				\$132,000		
14	99 E South (New Line)				\$132,000		
15	Silverton Road (Loop)				\$44,000		
16	Water System Rehabilitation						
17	Water Treatment	\$9 million	\$6.8 million	\$1 million			
18	Hwy 214/99E Loop Line					\$100,000	
19	Hazelnut Dr. -n Replace Bridge Line					\$55,000	
20	Brown street - Line Rehab (materials only)	\$27,500					
21	Parr Road to Evergreen Loop						
22	Woodburn Village Line Replacement		\$61,600				

Funding

The City allocates its water budget into five funds: Water fund, Water Well Construction Fund, Water Equipment Replacement Reserve Fund, and the Water System Development Trust Fund. The available sources of revenues come from water user fees, service fees, interest revenues, system development charges and miscellaneous revenues.

The City last completed a rate study in 1999. The purpose of the study was to determine the rates and system development charges that would be necessary to fund needed capital improvements and to ensure the ongoing fiscal health of the water system. The study also ensured that required increases were equitable in terms of what each class of user pays. The rates and charges determined were to provide revenue for capital improvements and for operation of the water supply, treatment and distribution system.

Water rates were determined utilizing a cost-of-service or functional allocation of costs. The intent of this allocation is to recover revenue from classes of customers according to the demands that they place on the system. Customer classifications included single family residential, multi-family residential, commercial, industrial and fire service in recognition of the different demands placed by each of the classifications. Single family residential, the largest water user, includes a fixed rate meter charge and a three tier increasing block volume rate. The volume block rate increased at quantities equal to average winter and summer water use. Other classifications of users were charged a fixed meter charge and a single volume rate.

Service fees are evaluated annually and are based primarily on the cost to provide the service. The system development charge is the sum of a calculated reimbursement fee and improvement fee. The reimbursement fee recovers costs associated with capital improvements already constructed or under construction. The improvement fee recovers costs associated with capital improvements to be constructed in the future. The basis for the fee is peak daily water demand.

Table 13 on the following page identifies short- and intermediate-term projects necessary to serve 2005 UGB expansion areas.

**Table 13
Project List - Water Plan**

Minor distribution lines within expansion areas are not included
Refer to Maps for generalized locations of Trunk Lines

0-5 Year Projects

Expansion Area	Location	Description	LF	Unit \$	Estimated Cost	Funding
Southwest Industrial						
	Looped Line - NW of I-5 to SE of I-5	12-inch Water Main	12,500	75	\$937,500	SDC/Developer /CIP
	Woodburn Town Center	12-inch Water Main (Offsite)	8,200	75	\$615,000	Developer
	Parr Road and Other	12-inch Water Main	9,700	75	\$727,500	SDC/Developer /CIP
North Area						
	East of Boone Ferry	12-inch Water Main	8,900	75	\$667,500	SDC/Developer /CIP

6-15 Year Projects

Southwest Industrial						
	Looped Line	12-inch Water Main	5,900	75	\$442,500	SDC/Developer /CIP
Western Exception Area						
	Arney Rd to Butteville Rd.	12-inch Water Main	4,500	75	\$337,500	SDC/Developer /CIP
	Butteville Road to POC on Hwy 214 West of Willow Lane	12-inch Water Main	4,800	75	\$360,000	SDC/Developer /CIP
North Area						
	South of Crosby	12-inch Water Main	8,950	75	\$671,250	SDC/Developer /CIP
South Area						
	Looped (99E to Settlemier)	12-inch Water Main	10,800	75	\$810,000	SDC/Developer /CIP

SANITARY SEWER PLAN

In November 1993, the City of Woodburn was notified by the U.S. Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ) to develop a plan to meet the more stringent Publicly Owned Treatment Works (POTW) effluent limits developed for the Pudding River. The volume of water in the Pudding River, during the summer months (July and August), is so low the river cannot dilute the treatment plant effluent sufficiently. Low flows result in oxygen levels, needed by certain aquatic life, to be below acceptable limits. The inability to maintain sufficient oxygen levels is the main reason the Pudding River has been classified as a water-quality-limited stream. Total maximum daily loads were established for the Pudding River and waste load allocations set for the Woodburn POTW.

In response to DEQ notification, the City prepared and adopted the 1995 Wastewater Facilities Plan for its wastewater treatment and collection system. This plan is designed to guide operations and improvements to the City's treatment system through the year 2020. In addition to providing upgrade guidelines for the existing system, to meet regulatory requirements, the facilities plan provides for increasing the system's capacity to accommodate planned residential, commercial and industrial growth.

Additional efficiency is built into the plan by providing for phased construction of the improvements. The estimated cost of treatment facilities is divided into two phases. Phase 1 estimated costs (in 1998 dollars) are \$38.3 million; Phase 2 estimated costs (in 1998 dollars) are \$11.9 million. The plan will enable the City to look ahead to long-term needs through the year 2020, while implementing the improvements only as they are needed.

The 1995 Wastewater Facilities Plan was designed to 43,672 persons, and thus can readily accommodate the coordinated Year 2020 population project approved by Marion County (34,919). This projection was based on an average annual growth rate of 2.8%, whereas the Wastewater Facilities Plan utilized a growth rate of 3.4 percent. Based on this information, the existing Wastewater Facilities Plan will provide sufficient capacity for the 2005 UGB amendments and projected population growth through 2020. Table 13 identifies projects to serve the UGB as expanded in 2005. In fact, the master plan study area encompassed the area within the pre-2005 Woodburn UGB and potential UGB expansion areas that are now included within the 2005 UGB. Areas outside the UGB were also included in the study for public health reasons. The potential also existed that other uses, such as trailer parks, outside the UGB could be served in the interest of public health.

On December 28, 2004, the U.S. Environmental Quality Protection Agency (EPA) and Oregon Department of Environmental Quality (DEQ) issued the City a National Pollutant Discharge Elimination System (NPDES) Permit. The compliance schedule with this permit requires the City to develop a plan and construct facilities for meeting the more stringent POTW effluent limits developed for the Pudding River. The treatment plant's wastewater effluent temperature/winter ammonia discharge is higher than can be directly discharged to the Pudding River during parts of the year. Increased river

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temperatures/winter ammonia levels have an adverse affect upon aquatic life. DEQ has established temporary temperature and winter ammonia limits until the establishment of total maximum daily loads for the Pudding River and waste load allocations are set for the Woodburn POTW. In response to the NPDES compliance schedule, the City will prepare a Wastewater Facilities Plan update for its wastewater treatment plant and collection system.

Treatment

Phase 1 of planned improvements to the wastewater treatment facility was completed in 2003. A diagram showing the physical layout of the treatment facility is shown in Figure 7-2 of the Wastewater Facilities Plan. Detailed descriptions and maps of the existing and proposed system also are included in the Wastewater Facilities Plan.

The hydraulic design capacity of the treatment plant is 3.3 mgd average dry weather flow, and 16 mgd peak hourly flow. The average total biochemical oxygen demand (BOD5) capacity is 6,500 lb/day BOD5. Currently, the plant has an average daily dry weather flow of 2.10 mgd, with average for the peak month being 2.9 mgd, and a wet weather peak hourly flow of 13 mgd. The plant average daily load of BOD5 is 4,500 lb/day and a maximum daily load of 10,575 lb/day.

No major improvements to the facility have been necessary since Phase 1 construction. Phase 2 improvements will be constructed when Phase 1 facilities near capacity which is anticipated to occur by 2008. As discussed above, Phase 1 and 2 improvements provide sufficient capacity for the 2005 urban growth boundary amendments and projected population growth through 2020.

Primary Collection System

The wastewater collection system conveys wastewater from residential, commercial and industrial facilities to the treatment facility. A diagram showing the layout of the existing sewer trunk and interceptor lines and pump stations is shown in Figure 2 of the Wastewater Facilities Plan. Figure 3 shows the pre-2005 sewerage service area. The Woodburn sanitary sewerage collection system is composed of approximately 14.4 miles of trunk and interceptor line and 10 pump stations. Figure 1 shows the sewerage service area analyzed in the Wastewater Facilities Plan and shows areas considered for service expansion outside of the current UGB.

To supplement the 1995 Wastewater Facilities Plan, the Woodburn Public Works Department analyzed of the ability of the City to provide wastewater facilities to 2005 UGB expansion areas (ref. UGB Study Area Public Services Analysis, 2004). This study provides an analysis of the wastewater collection system improvements needed to serve UGB expansion areas and cost estimates of the improvements. In all cases, it was concluded that the existing wastewater collection system would have sufficient capacity to serve the proposed expansion areas and all proposed expansion areas could feasibly be serviced on a cost efficient basis.

The Wastewater Facilities Plan provides a description of potential needed improvements to the collection system. The results of the hydraulic analysis showed that the Mill Creek

Pump Station and Pump Station Numbers 1, 2, 3, and 9 might require capacity upgrades. (Since preparation of the Wastewater Facilities Plan, Pump Station 1 has been replaced. Construction of a replacement is currently nearing completion at Pump Station 9. In addition, the Front Street Interceptor through the downtown area to Lincoln Street and the trunkline along Highway 214 and Astor Way serving the northern portion of town will require improvement to increase capacity. Additional problems are not expected, but the problems listed above are expected to get worse. Further analysis of the condition of wastewater collection facilities is included in Volume II of the Wastewater Facilities Plan.

Table 1 below identifies sanitary sewer projects necessary to serve 2005 UGB expansion areas.

**Table 1
Project List - Sanitary Sewer Plan**

Minor collection lines within expansion areas are not included
Refer to Maps for generalized locations of Trunk Lines

0-5 Year Projects

Expansion Area	Location	Description	Quantity	Unit \$	Estimated Cost	Funding
Southwest Industrial						
Con. Share (60%)	East of I-5	1200 LF 18-inch Line Upgrade	720	100	\$72,000	SDC/Developer /CIP
	NW of I-5	18-inch Trunk	1,500	100	\$150,000	SDC/Developer /CIP
	NW of I-5	12-inch Trunk	3,000	75	\$225,000	SDC/Developer /CIP
	NW of I-5	10-inch Trunk	1,200	55	\$66,000	SDC/Developer /CIP
	NW of I-5	8-inch	900	45	\$40,500	SDC/Developer /CIP
	SE of I-5	18-inch Trunk	3,000	100	\$300,000	SDC/Developer /CIP
	SE of I-5	12-inch Trunk	3,200	75	\$240,000	SDC/Developer /CIP
	SE of I-5	8-inch	1,000	45	\$45,000	SDC/Developer /CIP
	Woodburn Town Ctr.	24-inch	3,600	150	\$540,000	SDC/Developer /CIP
	I-5 Pump Station	Minor Upgrade	1	50,000	\$50,000	SDC/Developer /CIP
North Area						
	East of Boones Ferry	8-inch gravity trunk sewer	1,325	45	\$59,625	SDC/Developer /CIP
	East of Boones Ferry	12-inch gravity trunk sewer	4,160	65	\$270,400	SDC/Developer /CIP
	N. Trunk/Hazelnut	Listed on CIP			\$210,000	Funded

3-15 Year Projects

Southwest Industrial

North of South Arterial	12-inch Trunk	3,200	75	\$240,000	SDC/Developer /CIP
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Western Exception Area

Cost Share (40%) East of I-5	1200 LF 18-inch Line Upgrade	480	100	\$48,000	SDC/Developer /CIP
Cost Share (40%) SW Industrial Area	3240 LF 12-inch Line Extension	1,296	75	\$97,200	SDC/Developer /CIP
Butteville Road	8-inch Gravity	2,800	45	\$126,000	SDC/Developer /CIP
I-5 Pump Station	Pump Station Upgrade	1	300,000	\$300,000	SDC/Developer /CIP
Butteville Road	8-inch gravity trunk sewer	3,000	45	\$135,000	SDC/Developer /CIP

North Area

South of Crosby	8-inch gravity trunk sewer	4,110	45	\$184,950	SDC/Developer /CIP
South of Crosby	10-inch gravity trunk sewer	4,470	55	\$245,850	SDC/Developer /CIP

South Area

West of Hwy 99E	8-inch gravity trunk sewer	1,800	45	\$81,000	SDC/Developer /CIP
West of Hwy 99E	10-inch gravity trunk sewer	1,350	65	\$87,750	SDC/Developer /CIP
TBD	Pump Station	1	300,000	\$300,000	SDC/Developer /CIP
Brown Rd to Cleveland	Force Main	3,000	60	\$180,000	SDC/Developer /CIP

Funding

To assure that the impact of providing and maintaining new sewer collection facilities is not a burden to the community, new development will be required to pay for the cost of collection facilities needed to serve such development. Extra capacity facilities required to meet the standards of the Master Sewer Plan will be paid from accumulated revenue of the System Development Charge Fund.

The City will continue paying the cost of maintaining and improving the existing collection system with funds derived from user fees. Treatment plant upgrades will be financed through a combination of system development charge funds, loans, and grants.

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STORM WATER PLAN

The Woodburn Storm Drainage Master Plan was prepared by Crane and Merseith Engineering/Surveying in 1995, and was updated in 2002. The study area of the Storm Drainage Master Plan included the area within the UGB as it existed before the 2005 amendments and areas immediately surrounding the City that contribute runoff to Mill Creek and Senecal Creek upstream of the City. The study area comprised approximately 9,447 acres.

The Storm Drainage Master Plan is based on identifying the impervious area that existed in the base year, 1994. The study then calculated impervious areas for future land uses based on an assumption that every parcel within the UGB fully developed at the maximum density allowed by the 2001 Woodburn Comprehensive Plan Land Use Map.

As noted, there are two major drainage basins within Woodburn - Senecal Creek and Mill Creek. See Figure 1, Senecal & Mill Creek drainage basin boundaries. The small basin, Senecal Creek is divided into 13 sub-basins (see Figure 4) and the larger basin, Mill Creek, is divided into 51 sub-basins (see Figure 5). These drainage basins will continue to serve planned development in 2005 UGB expansion areas.

Existing Inventory – Major Drainageways

Appendix A to the Storm Drainage Master Plan contains an inventory, June 1999, of the existing public storm water systems 12-inches and larger in diameter in the Mill Creek and Senecal Creek basins in the City of Woodburn.

- Table 1 contains a summary listing (by basin) of pipe sizes, materials, and conditions.

- Table 2 includes data for culverts.

**Table 1
Mill Creek Tributary and Sub-basin
Storm Drain Capacity Inventory**

Pipe/Channel Segment Description	Flow Node/subbasin	Size/Diameter (Inches)	Type	Approx Length (FT)	Adequacy Design Event Carried (YR)	
					1996 Conditions	Full Build
SUB-BASIN M-6A2						
Hardcastle Ave. 30th Outfall Line	M-6A2	30"	CSP	2800	100	25
TRIBUTARY M-7 (Includes M-11-C2 SETTLEMEIR TO FRONT ST.						
Front St. Crossing & Leaping Weir	#7	30	CMP	230	100 (Ponded)	2 (Ponded)
Open Channel, 1st to Front	#7		DITCH	250	25, Storage Area	Maintain as storage or Convey 100 cfs
1st Street Crossing	#7	30	CMP	150	2	<2
Open Channel, 2nd to 1st	#7		DITCH	200	100, out of bank	Convey 100 CFS
2nd St. Crossing	#7	36	CMP	70	5	2
36", 3rd to 2nd St. Crossing	#7	36	CMP	350	100	100
42" Lincoln to 3rd St	#7b	42	CMP	1390	100	25
25" Settlemier to Lincoln	#7b	24	RCP	280	25	<2
*HAYES ST. LINE	M-7B1.B2	18	RCP	390	10	(no add capacity)
**AUSTIN CT./HAYES ST. LINE	M-7B1	18	RCP	750	10	(No add capacity)
*	M-7B1	15	RCP	440	10	(No add capacity)
*	M-7B1	18	RCP	520	10	(no add capacity)
TRIBUTARY M-9a, MCKINLEY/99e						
HWY 99e TO OUTFALL						
48" CMP Gatch St. Crossing	#9A	48	CMP	375	100	100
Open Channel, Gatch to Bryant	#9a		DITCH	800	100, ponded	Convey 75 CFS
48" Outfall @ Bryant	#9a		CMP	150	25	25
48" CMP, Bryant to McKinley	#9a	48	CMP	550	50	50
McKinley St. 24", Conf. 48" to 99E	M-9A3	24	CMP	600	<2	<2
SUB-BASIN M-10						
12" Collector, Outfall to Jana Ave.	M-10	12	CMP	470	2	(No add capacity)
12" Collector, Jana Ave. to Hawley	M-10	12	CMP	650	2	(No add capacity)
TRIBUTARY M-11						
CLEVELAND ST. OUTFALL TO SETTLEMEIR						
Outfall Culvert, Brown to Cleveland	#11	(2) 42"	RCP		100	5 (Undetained)
Open Channel, Front St. to Brown St.	#11		DITCH		50	5 (Undetained)
Front St. Crossing	#11a	48"	RCP	200	50	5 (Undetained)
Park pipe, Settlemier to Front	#11b	48"	RCP	1160	50	5 (Undetained)
Settlemier Crossing	#11b	54"	CMP	50	50	5 (Undetained)
18" A Street Collector	M-11	18"	I	1300	5	<2
SPUR M-11B/PARR ST. TO CONF.						
Open Channel, Brown St. to Conf. Main Tributary	M-11B1/B2		DITCH		100, Backwater Ponding	Convey 30 CFS

* A new storm drain, in the Hayes/Hall vicinity was constructed in 2001. The line diverts flow from the indicated lines to an existing 48-inch trunk situated in Highway 214. This line ultimately discharges to Goose Creek, east of Nuevo Amanecer apartments. Calculations show that lines downstream from the diversion are now operating without potential for backwater during design storm.

** A sliplining or pipebursting project will be completed spring 2006. The project will correct problems that have contributed to diminished capacity of this line.

**Table 2
Mill Creek Main Stem
Existing Culvert Inventory**

Crossing Description	Flow Node	1995 Survey Data Size/Diameter	Type	Length (FT)	Top of Road Overflow Elevation	Target Flood Elevation (FT)	APPROXIMATE CAPACITY		
							Flow (CFS)	Event (YR)	Buildout
								1996	
Crosby Road Arch Culvert	M-1	7'x10"	CMP Arch	69	148.4	148.0	340	5	2
Private Drive	M-2	8.3'x7.8' (96")	CMP	26	149.1	149.0	280	2	<2
Hazelnut Ave. Bridge	M-4	Natural Section	NA	80'	157.1	152.0	>500	100	100
High School Entrance Drive	M-4	9.1'x14.0'	CMP Arch	66.8	158.9	153.4	490	100	100
Hwy 214 - Box Culvert	M-5/6	12'x7.7'	Con. Box	73	154.4	154.0	500	100 (Backwater Flooding)	
Front St and SPRR Culverts	M-6	96"	CMP	285	180/6(RR)	156.0	430	100	100
Hardcastle Avenue - &2" CMP	M-8	72" (deformed outlet)	CMP	182	163.6	161.5	250	50	25
Lincoln Street Culvert	M-9	84" (deformed)	CMP	130'	169.3	163.5	290	100	100
Young Street Box Culvert	M-10/11	8'x6'	Con. Box	100'	174.0	164.3	290	100	100
Cleveland Street Arch Culvert	M-10	9.3'x16.4'	CMP Arch	150'	168 (street)	164.4	210	100	100
Marshall Street Culvert	M-10	48"	RCP	57	165.5	165.5	82	10	5
Stark Street Culverts	M-10	(2) 48"	RCP	62	167.9	167.0	200	100	100
Wilson Street Culverts	M-12	(2) 52"	RCP	74	169.0	169.0	200	100	100

Indicates approximate length only, no field survey data.

Needed Drainage Improvements to Support Growth

Recommendations for needed storm drainage projects are found in Chapter 9 of the Storm Drainage Master Plan.

Detention Policy Implementation

The Storm Drainage Master Plan includes a Stormwater Flow Management Program, including policies regarding detention. This policy requires on-site detention for new developments and identifies several locations in the City where a public detention facility may be sited. Detention facilities are sized based on the Council adopted guide presented in Table 3, "Volumes for Different Intensity storms for 10-Acre Site."

**Table 3
Volumes For Different Intensity Storms
For 10 Acre Site**

Storms	Results	I (Intensities)	A = 435,600 or 10 acres	Developed C=0.71 (Un)developed C+0.25	ft ³ Sec (cfs)	Volumes ft ³ storm sec	3600sec hrs hrs storm
100 yr.	<u>1.26"</u> 1.7 hrs	0.467 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	3.313	32,205 ft ³	32,205 ft ³
				0.25	1.167	11,240 ft ³	--11,340 ft ³ 20,865 ft ³ storage volume
50 yr.	<u>1.20"</u> 1.76 hrs	0.435 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	3.087	32,672 ft ³	32,672 ft ³
				0.25	1.087	10,800 ft ³	--10,800 ft ³ 19,872 ft ³ storage volume
25 yr.	<u>1.14"</u> 2.86 hrs	0.399 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.830	29,138 ft ³	29,138 ft ³
				0.25	0.996	10,255 ft ³	--10,255 ft ³ 18,883 ft ³ storage volume
10 yr.	<u>1.08"</u> 2.97 hrs	0.364 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.582	27,605 ft ³	27,605 ft ³
				0.25	0.909	9,720 ft ³	--9,720 ft ³ 17,885 ft ³ storage volume
5 yr.	<u>0.935"</u> 3.28 hrs	0.285 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	2.024	23,899 ft ³	23,899 ft ³
				0.25	0.713	8,415 ft ³	--8,415 ft ³ 15,484 ft ³ storage volume
2 yr.	<u>0.800"</u> 3.64 hrs	0.220 <u>in</u> <u>hr</u>	435,600 ft ² or 10 acres	0.1	1.560	20,448 ft ³	20,448 ft ³
				0.25	0.549	7,200 ft ³	--7,200 ft ³ 13,248 ft ³ storage volume

**CITY OF WOODBURN
RUN OFF DETENTION REQUIREMENT**

- 1) Construct a device that has capacity for detaining difference in run off volume received by undeveloped and developed land for a 25-year storm.
- 2) Construct a discharge orifice of a size that the quantity of run off through the orifice is equal to run off flow from a storm of 5-year or less, undeveloped land.
- 3) Construct a detention facility to have a post-development 25-year capacity with a discharge orifice (or structure) sized to limit outflow to no more than the undeveloped site peak run off for the existing (undeveloped) 5 year frequency storm. Detention volumes calculated by the following methods are acceptable:
 - A. Santa Barbara Urban Hydrograph routing model (as prescribed by the King County Surface Water Design Manual) for the post development 25-year runoff hydrograph detained back to the existing 5-year peak site discharge.
 - B. 18,883 CF/ 10 Acre drainage area as per City of Woodburn standard table, above, based on the rational method

SAFETY REQUIREMENTS

- 1) Depth of storm water within 30 feet from the edge of detention ponds, if open to public, shall be limited to 3 feet, then gradual slope (3%) to higher depth shall be allowed. Maximum pond side slopes shall be 3' horizontal to 1' vertical, however, gentler slope is desirable.

(End of Table)

Portions of the existing drainageways function as detention sites where East Lincoln Street and Hardcastle Street (and others) are crossed. These sites, four located in the Mill Creek drainage and one located in the Senecal Creek drainage basin will continue to function as detention areas. Programs directed at improving public safeguards during periods of high flow and incorporation of storm water treatment will be continued whenever possible.

Short and Long-Term Capital Improvements Projects

Table 4 summarizes needed drainage improvements projects and is derived from the Woodburn Drainage Master Plan.

Project ID	Project Name	Drainage Basin	Subbasin ID	Priority	Estimated Cost (\$)
P1	Hardcastle Crossing	Mill Ck	M-8	High	\$ 191,729
P2	Front Street Detention & Crossing	Mill Ck	M-7	High	\$ 151,436
P3	Marshall Street	Mill Ck	M-10	High	\$ 78,560
P4	Crosby Road Crossing	Mill Ck	M-1	N/A (county)	\$ 587,159
P5	Boones Ferry Crossing	Mill Ck	M-1a	High	\$ 53,157
P6	Old town - 2nd street	Mill Ck	M-7	Medium	\$ 188,965
*P7	East McKinley	Mill Ck	M-9a	High	\$ 953,101
P8	Stubb Rd Detention	Mill Ck	M-11a	Medium	\$ 359,571
P9	Connect 48" at I-5 & Hwy 214	Senecal Ck	ES-2	High	N/A
P10	Goose Creek Re-alignment	Mill Ck	M-5	High	\$ 224,577
					\$2,788,255

* This project was completed in 2004.

The Storm Drainage Master Plan recommended that the city implement several storm drainage improvement projects. Five proposed projects within the Study area were given high priority for improvement. These are the Mill Creek/Hardcastle Road crossing; development of a detention facility at the Front Street park, addition of a 42-inch line across Front street and the railroad; adding capacity at Marshall street; increasing capacity at East McKinley near Bryan Street; and consolidation of storm flows into the existing 48-inch line crossing I-5 immediately north of Hwy 214.

- On Hardcastle Road, addition of a box culvert auxiliary (overflow) line in the embankment of the fill crossing Mill Creek is recommended.
- On Front Street, flow from an open ditch in the park enters an 18" diameter pipe before it goes under Front Street. Flows beyond the capacity of the 18" pipe are diverted to an open ditch and routed northerly to an existing 30" diameter pipe, which crosses under Front Street and the Railroad. The new system would create a detention facility at the park and increase capacity of the line under Front Street and the railroad by constructing a 42-inch line in place of the existing 30" pipe.

- At the Marshall Street crossing of Mill Creek, addition of a second conduit (tentatively 54-inch diameter) to increase capacity of the crossing and reduce flows that overtop the street is recommended for immediate development.
- In the area of Blaine and East McKinley Streets, the existing storm system has inadequate capacity the Storm Drainage Master Plan recommends that the City abandon the sub-standard pipes and construct new larger diameter pipes within the public right-of-way. (This project was completed in 2004)
- The study identified problems at the Crosby Road Crossing, owned by Marion County, and recommended that the City work with the County to improve this facility.
- A dry-line 48-inch storm sewer was constructed as part of the ODOT I-5 construction. this system can be utilized to relieve hydraulic loading to the storm system crossing under I-5 to the south of Hwy 214, when placed in service.
- The study identified two locations along the main stem of Mill creek that appear to be overtopped during very high flow periods. These are the Goose Creek confluence at Highway 214 near the Mill Creek Pump station and the private road crossing just south of Crosby Road.
- At Mill Creek at the confluence of Goose Creek just south of Highway 214 at the Mill Creek Pump Station there is significant probability of backwater build up during the 25-year event and overtopping at the highway embankment appears to be possible during the 100-year storm event. To alleviate this potential problem the Storm Drainage Master Plan recommends that the city realign the Goose Creek Tributary to cross Hwy 214 and intersect Mill Creek to the north of Hwy 214. This would include the installation of a 60" diameter culvert.
- The private drive south of Crosby Road is within the City limits but it is not a publicly-owned facility nor located within a public right-of-way. Therefore, the City does not have authority or responsibility for it. The capacity of the existing culver is inadequate to pass a 25-year event. The type, configuration and slope of the culvert limits the capacity to less than 250 cfs. The full build-out 100-year event flow at this location is estimated at 500 cfs. The Storm Drainage Master Plan recommends that it should be replaced with a 90" or 96" pipe.

Table 5 describes storm drainage projects that appear on the 6-year capital improvements program. As with the Water CIP, please not that projects change as annexation occurs, and that projects that do not appear on the CIP may be funded and constructed in the short-term. This is especially true of projects needed to support industrial development within the SWIR.

Table 5 summarizes storm drainage projects identified in the 6-year Capital Improvements Program. Note that projects may be added to this list based on Council priorities as land is annexed to the City.

Project #	Project	2004-05	2005-06	2006-07	2007-08	2008-09
1	Bryan Street Outfall	\$39,000	\$48,000			
2	Brown/Wilson Storm		\$130,000			
3	W. Lincoln: Leasure to Cascade		\$45,000			
4	Landau/Laurel Storm (to Pudding)		\$50,000	\$500,000	\$200,000	
5	Marshal Street Culvert		\$80,000			
6	North 1st & 2nd (north of Church St.)	\$62,000				
7	N Front Det. -culvert to Commerce		\$151,000			
8	Hardcastle Culvert Replacement		\$192,000			
9	Settlemier Regional Detention	\$194,000	\$295,000			
10	Misc. Wetland Mitigation	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
11	Reline Settlemier Crossing N. of Hayes		\$20,000			
12	Reclaim Channel N. of Progress Way	\$7,000	\$25,000			
13	Garfield-Workman-Hayes SD	\$59,200				
14	3 rd St. @ Nuevo Amanecer to Hwy 214	\$26,000	\$70,000			
15	Oak Street - 1 st to 2 nd	\$25,000				

Funding

To assure that the impact of providing and maintaining new storm drainage facilities is not a burden to the community, new development will be required to pay for the cost of storm drainage facilities needed to serve such development. Extra capacity facilities required to meet the standards of the Master Storm Drainage Plan may be paid from accumulated revenue of the System Development Charge Fund.

The City will continue paying the cost of maintaining and improving the existing storm drainage system with funds derived from a combination of system development charges, Local Improvement Districts, and street maintenance and construction funds.

Table 6 identifies stormwater projects that will be needed to support planned development in UGB expansion areas. Note that minor collection lines within expansion areas are not including and that storm water detention facility area requirements are calculated without identifying specific locations. Please refer to Appendix B maps for generalized locations of storm water trunk lines.

**Table 6
Project List - Storm Drainage Plan**

Expansion Area	Location	Description	Quantity	Unit \$	Estimated Cost	Funding
<u>Southwest Industrial</u>						
	<u>NW of I-5</u>					
	North end	42-inch Storm Drain	2,200	200	\$440,000	SDC/Developer /CIP
	South end	36-inch Storm Drain	2,100	175	\$367,500	SDC/Developer /CIP
	TDB	Detention Area	1.9	375,000	\$712,500	SDC/Developer /CIP
	<u>SE of I-5</u>					
	Evergreen Extn to Settlemier Park	42-inch Storm Drain	6500	200	\$1,300,000	SDC/Developer /CIP
	Parr Road	36-inch Storm Drain	3,800	175	\$665,000	SDC/Developer /CIP
	Near Stacey Allison	30-inch Storm Drain	2,200	155	\$341,000	SDC/Developer /CIP
	Near Stacey Allison	24-inch Storm Drain	2,700	120	\$324,000	SDC/Developer /CIP
	TBD	Detention Area*	2.2	375,000	\$825,000	SDC/Developer /CIP
		* If detention is used, final design may indicate a smaller size for 42-inch Storm Drain shown above.				
<u>North Area</u>						
	East of Boones Ferry	18-inch Storm Drain	900	85	\$76,500	SDC/Developer /CIP
	East of Boones Ferry	24-inch Storm Drain	930	120	\$111,600	SDC/Developer /CIP
	To Mill Creek	48-inch Storm Drain	3,040	220	\$668,800	SDC/Developer /CIP
	TBD	3.1 Acre Detention Area	3.1	80,000	\$248,000	SDC/Developer /CIP

6-15 Year Projects

Southwest Industrial

	Near South Arterial	24-inch Storm Drain	2,600	120	\$312,000	SDC/Developer /CIP
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Western Exception Area

South Collection Lines

	Butteville Road / RR	30-inch Storm Lines	3,000	145	\$435,000	SDC/Developer /CIP
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TBD	1.5 Acre Detention Area	1.5	80,000	\$120,000	SDC/Developer /CIP
North Collection Lines					
Butteville / Senecal Cr	24-inch Storm Lines	3,400	120	\$408,000	SDC/Developer /CIP
TBD	3/4 Acre Detention Area	0.8	80,000	\$60,000	SDC/Developer /CIP

North Area

South of Crosby Rd. 18-inch Storm Drain (western area near I-5)	3,500	85	\$297,500	SDC/Developer /CIP
South of Crosby Rd. 24-inch Storm Drain (central area)	850	120	\$102,000	SDC/Developer /CIP
South of Crosby Rd. 36-inch Storm Drain (west of Boones Ferry)	2,025	175	\$354,375	SDC/Developer /CIP

South Area

East of Hwy 99E 18-inch Storm Drain	900	85	\$76,500	SDC/Developer /CIP
East of Hwy 99E 21-inch Storm Drain	800	100	\$80,000	SDC/Developer /CIP
TBD Detention Area	1	80,000	\$80,000	SDC/Developer /CIP

TRANSPORTATION PLAN

The information in this section of the PFP is derived from the 2005 Update of the Woodburn Transportation Systems Plan.² Planning for near- and long-term transportation system needs is a priority for the City. The purpose of the update is to amend the TSP based on the following criteria:

- State Transportation Planning Rule (TPR) requirements
- Updated transportation model structure consistent with (1) ODOT technical specifications, and (2) local land use designations
- Consistency with plans completed and underway since development of the 1996 TSP
- Compliance with Economic Development Rule (OAR Chapter 660, Division 009) requirements that local plans identify short- and long-term transportation projects necessary to serve planned commercial and industrial development.

The updated Woodburn TSP identifies planned transportation facilities and services needed to support land uses proposed in the Woodburn Comprehensive Plan in a manner consistent with the TPR (Oregon Administrative Rule [OAR] 660-012) and the Oregon Transportation Plan (OTP).

A system of transportation facilities and services adequate to meet the City's transportation needs to the planning horizon year of 2020 is established in the TSP update. The TSP includes plans for a transportation system that incorporates all modes of travel (i.e., auto, bicycle, pedestrian, rail, marine, and public transportation), serves the urban area, and is coordinated with the state and county transportation network.

Existing Facilities

This section provides a general inventory and a deficiencies assessment of the existing transportation facilities within the Woodburn UGB. A more detailed assessment of existing facilities is found in Section 3 of the TSP. The TSP addresses pedestrian and bicycle facilities, transit facilities, rail facilities, air transport facilities, pipeline transport facilities, water transport facilities, and roadway facilities.

Pedestrian Facilities

Figure 3-2 of the TSP illustrates the available pedestrian facilities and their relationship to major activity centers within Woodburn. As shown in Figure 3-2, gaps in the existing pedestrian system include the following areas:

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² The City of Woodburn, in conjunction with the Oregon Department of Transportation (ODOT), initiated an update of the City's 1996 Transportation System Plan (TSP) in 2002. The City of Woodburn Comprehensive Plan has almost completed periodic review as required by state law. Updating the transportation element (Goal 12) of the Comprehensive Plan is Task 3B of the Period Review.

- *Oregon 214*: Pedestrian facilities are not provided from 5th Street to Park Avenue in front of Woodburn High School on either side of the road. Sidewalks are also absent west of I-5 and east of Oregon 99E around the commercial areas.
- *Boones Ferry Road*: Pedestrian facilities are not provided on either side of the road north of Oregon 214, which abuts French Prairie Middle School and Lincoln Elementary School.
- *Settlemier Road*: Sidewalks are not provided on the west side of the road north of Hayes Street nor on the east side of the road south of Cleveland Street. These connections would provide a continuous link between the residential areas to the south of Oregon 214 to French Prairie Middle School and Lincoln Elementary School.
- *Hayes Street*: Pedestrian facilities are not provided on the north side of the road across the street from Nellie Muir Elementary School.
- *Cascade Drive*: Sidewalks are not provided on either side of the road between Hayes Street and Oregon 214. This connection would provide a link between the residential area around Hayes Street and the commercial developments on Oregon 214.
- *Lincoln Street*: Pedestrian facilities are not provided on the south side of Lincoln Street between Washington Elementary School and the commercial developments on Oregon 99E.

Bicycle Facilities

Figure 3-3 of the TSP shows the existing bicycle routes in the city of Woodburn. As indicated in the figure, bicycle facilities in Woodburn have little connectivity between residential areas, schools, and commercial centers. Major connections are missing in the locations outlined below.

- *Boones Ferry Road/Settlemier Road*: Bicycle facilities are not provided on Boones Ferry Road and Settlemier Road. This connection would provide a link from residential communities north and south of Oregon 214 to the commercial areas on Oregon 214, French Prairie Middle School, and Lincoln Elementary School.
- *Oregon 214*: Bicycle lanes are not provided west of Boones Ferry Road to connect with the commercial developments near I-5.
- *Front Street*: Bicycle facilities are not provided on Front Street to connect residential areas to the downtown commercial area.
- *Oregon 99E*: Bicycle lanes are not provided south of Lincoln Street to connect with the commercial and industrial uses to the south.

Public Transportation

Figure 3-4 of the TSP shows existing transit routes in the city of Woodburn. Transit is provided in Woodburn by the Woodburn Transit System and Woodburn Paratransit System during the week. The Woodburn Transit System provides service on the major facilities within Woodburn, which include Oregon 99E, Oregon 214, Front Street, Boones Ferry Road, and Young Street. Intercity transit is also provided by OHAS, the Woodburn Family Clinic, Greyhound, and HUT Transportation.

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Rail Facilities

Figure 3-5 depicts the location of rail crossings and the existing tracks. Nine at-grade crossings and one grade-separated crossing are located along Front Street and Cleveland Street within City limits. Three private rail crossings are not indicated on the map. These crossings are for driveways leading to residential dwellings. Of the 11 crossings indicated on the map, seven are gated.

The Union Pacific Railroad provides through train service and freight service north of Hardcastle Avenue. The Willamette Valley Railroad, a short-line operator, provides freight service along Front Street and Cleveland Street to serve local businesses. Willamette Valley also provides freight service to communities to the east of Woodburn on track leased from Union Pacific Railroad. No passenger train stops are provided in Woodburn. The nearest passenger service is available in Salem, approximately 20 miles to the south. A local group is currently exploring the possibility of using Willamette Valley Railroad equipment to develop excursion train service to Silverton.

Air Transport Facilities

No commercial or private aviation facilities are located within the Woodburn UGB. Regional freight and passenger service is provided via the Portland International Airport, approximately 33 miles from Woodburn via I-5 and I-205. Although commercial service is not available, passenger service is accessible at the Salem Municipal Airport (via private planes) approximately 20 miles from Woodburn, and at the Aurora State Airport approximately 10 miles from Woodburn.

Pipeline Transport Facilities

There are no major pipeline transport facilities within the Woodburn UGB.

Water Transportation Facilities

There are no water transport facilities within the Woodburn UGB.

Roadway Facilities

Ownership

Public roads in the city of Woodburn are owned and maintained by three different jurisdictions: ODOT, Marion County, and the city of Woodburn. As owners of a roadway, each jurisdiction is responsible for the following:

- Establishing the functional classification
- Maintenance
- Approving construction and access permits
- ODOT owns the following facilities within the Woodburn UGB:
- I-5 provides service from the northern Oregon border to the southern Oregon border. I-5 is classified as an Interstate Highway by ODOT and has a posted speed of 65 miles per hour (mph) in the vicinity of the City. The Oregon 214/I-5

interchange is the only interchange that provides a direct connection to the city of Woodburn.

- Oregon 214 within Woodburn is part of the Hillsboro-Silverton Highway, which connects Hillsboro through Newberg, St. Paul, Woodburn, and Mt. Angel to Silverton. Oregon 214 continues south of Silverton to Oregon 22, just south of Salem. Oregon 214 is classified as a District Highway by ODOT. The posted speed varies between 30 and 35 mph within the City limits.
- Oregon 219 is also part of the Hillsboro-Silverton Highway and is classified as a District Highway. According to the Oregon Highway Plan, the Hillsboro-Silverton Highway is considered Oregon 219 to the west of I-5 and Oregon 214 to the east. The posted speed within the City limits is 35 miles per hour.
- Oregon 99E connects from Portland to Salem and is classified as a Regional Highway by ODOT. The posted speed varies between 35 and 45 mph within the City limits.
- Oregon 211 connects Woodburn to Estacada via Molalla and is classified as a District Highway. The designation of the highway begins to the east of the Oregon 214/Oregon 99E intersection. The posted speed within the City limits varies between 35 and 45 mph.

Marion County has jurisdiction over the following facilities within the Woodburn UGB:

- Boones Ferry Road south of Ogle Street
- Parr Road west of Centennial Park west boundary
- Stubb Road
- Boones Ferry Road north of Vanderbeck Avenue
- Lincoln Street from 400 feet east of Oregon 99E

The remaining public facilities are owned by the city of Woodburn.

Functional Classification

The functional classification defines a street's role and context in the overall transportation system. In addition, it defines the desirable roadway width, right-of-way needs, access spacing, pedestrian and bicycle facilities, as well as other specifications. The city of Woodburn has established a functional classification system for the roadways within the City limits. Figure 3-6 illustrates the existing classifications.

Arterials

Arterials are the highest class of street and serve larger through volumes at greater speeds. Arterials serve as the major truck routes and emphasize regional mobility over access.

The city of Woodburn identifies two types of arterials: major arterials and minor arterials. Major arterials provide service to traffic entering and leaving the area and traffic to major activity centers in Woodburn. Minor arterials feed the major arterial

system and support moderate length trips and service to activity centers. Examples of major arterials in Woodburn include Oregon 214, Oregon 99E, and Oregon 211. Examples of minor arterials in Woodburn include Boones Ferry Road, Front Street, and Hardcastle Street.

The arterial system is fairly limited and constrained by the railroad tracks, I-5, and the manner in which land has developed in the City over time.

Collectors

Collectors are the intermediate class of street. They provide a link between local roadways and the arterial system. Access and mobility functions are also important. The city of Woodburn identifies two classifications of collectors: service collectors and access streets. The purpose of service collectors is to provide significant linkage with arterials and accommodate a higher volume of traffic, while access streets are meant to provide single-family residential local street access and accommodate lower volumes of traffic. Examples of service collectors in Woodburn include Parr Road, Arney Road, and Evergreen Road. Examples of Access Streets include Hazelnut Drive, Woodland Drive between Arney Road and Willow Avenue, and Astor Way between Country Club Road and Oregon 214.

The collector street system in Woodburn is also fairly limited by the manner in which the City has developed over time.

Local Streets

Local streets provide direct access to homes and neighborhoods and feed into collectors. Access is the most important role of local streets. The local street grid system is well developed between Boones Ferry Road and Front Street south of Oregon 214, and north of Oregon 214 between Boones Ferry Road and I-5. The local street grid system is still developing in the remaining area.

Traffic Operations

Manual turning movement counts were collected for intersections of arterials and collectors within the Woodburn UGB on typical weekdays in November 2002 and January 2003.

Roadways

Figure 3-7 of the TSP presents the existing p.m. peak hour traffic volumes on all collector and arterial roadways. These volumes are two-way volumes derived from the intersection traffic counts. As shown in the figure, Oregon 99E and Oregon 214 carry the most traffic during the weekday p.m. peak hour, with approximately 1,900 and 1,500 vehicles, respectively.

Intersections

Traffic operations at intersections are described by a level of service, which corresponds to a range of delays a driver experiences at an intersection. The level of service ranges from "A" to "F." A level of service "A" corresponds to little delay and

good operations, while a level of service "F" corresponds to high delays and poor operation.

Signalized intersections and unsignalized intersections have different measures of level of service. For signalized and four-way stop intersections, level of service is based on the average delay experienced by all vehicles entering the intersection. For two-way stop intersections, level of service is based on the delay experienced by the worse movement, which is usually the left-turn movement on the stopped approach. The city of Woodburn does not have an operations standard for signalized and unsignalized intersections within City limits.

ODOT has specific mobility standards for the state facilities within the city of Woodburn based on the facility's classification and volume-to-capacity ratio. The volume-to-capacity ratio is the degree of saturation of an intersection. The ODOT requirements for intersections on state highways are as follows:

- On Oregon 214, Oregon 211, and Oregon 219, ODOT requires a maximum volume-to-capacity ratio of 0.85 based on the district highway designation.
- On Oregon 99E, ODOT requires a maximum volume-to-capacity ratio of 0.80 based on its classification as a regional highway.

Levels of service analyses were performed at 33 study intersections using the procedures described in the 2000 Highway Capacity Manual. These included 11 signalized intersections, as outlined below.

- *Oregon 214/Woodland Avenue*: This intersection is located east of I-5 and provides access to residential neighborhoods to the north and the Woodburn Factory Stores.
- *Oregon 214/I-5 Southbound Ramp*: This intersection provides the city of Woodburn and other areas of Marion County with access to I-5 southbound.
- *Oregon 214/I-5 Northbound Ramp*: This intersection provides the City and other areas of the county with access to I-5 northbound.
- *Oregon 214/Evergreen Road*: This intersection provides access to the commercial developments on Oregon 214.
- *Oregon 214/Oregon Way/Country Club Road*: This intersection provides access to the residential dwellings to the north and south of Oregon 214.
- *Oregon 214/Boones Ferry Road*: This intersection provides access to residential dwellings to the north and south of Oregon 214. In addition, French Prairie Middle School and Lincoln Elementary School are located in the northwest quadrant of this intersection.
- *Oregon 214/Meridian Drive/5th Street*: This intersection provides access to the business developments to the north and the residential dwellings to the south of Oregon 214. In addition, 5th Street provides a connection to the commercial developments along Front Street.
- *Oregon 214/Oregon 211/Oregon 99E*: This intersection was improved in August 2002 to include additional turn lanes on the northbound approach.

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- *Oregon 99E/Hardcastle Street*: This intersection provides access to the residential developments to the east and west of Oregon 99E.
- *Oregon 99E/Lincoln Street*: This intersection provides access to the residential developments and Washington Elementary School to the east Oregon 99E.
- *Oregon 99E/Young Street*: This intersection provides access to the industrial and commercial uses to the east and west of Oregon 99E.

The remaining study intersections are stop-controlled intersections. Figure 3-7 of the TSP summarizes both the intersection control and the results of the intersection operations analysis for all study intersections. Table 3-1 summarizes the volume-to-capacity ratios for each intersection. The intersection operations are reported as being under, near, or over capacity. The capacity was based on level of service for signalized intersections, and the volume-to-capacity ratio of the critical movement for unsignalized intersections. For analysis purposes, over capacity was defined as not meeting ODOT mobility standards. As shown in the figure and table, all study intersections currently meet ODOT mobility standards with the exception of the Meridian/5th/Oregon 214 intersection. At this intersection, the critical southbound left-turn movement currently operates over capacity.

TABLE 3-1
Existing Operations at Key Intersections (volume-to-capacity [v/c])

Intersection	Existing
Butteville Road/Oregon 219*	0.16
Woodland/Oregon 219	0.45
I-5/Oregon 214 northbound ramps	0.78
I-5/Oregon 214 southbound ramps	0.78
Evergreen Road/Oregon 214	0.90
Oregon Way/Oregon 214	0.72
Cascade Drive/Oregon 214	0.31
Boones Ferry Road/Oregon 214	0.85
Meridian/5 th /Oregon 214	> 1
Front Street/Oregon 214	0.73
Park Avenue/Oregon 214	0.51
Oregon 99E/Oregon 214	0.82
Cleveland Street/Oregon 99E	0.67
Hardcastle Street/Front Street	0.35
Lincoln Street/Front Street	0.30
Garfield/Young Street/Front Street	0.42
Cleveland Street/Front Street	0.24
Boones Ferry Road/Crosby	0.27
Parr Road/Settlemier Road	0.20

*Note: Butteville/Oregon 219 refers to the southern intersection of the two roadways

The 20-year intersection traffic operations were analyzed for the 33 study intersections identified. As shown in Figure 4-2 of the TSP, the following locations were identified to experience capacity problems if no improvements are made to the existing system:

- Butteville Road/Oregon 214
- I-5/Oregon 214 northbound ramps
- I-5/Oregon 214 southbound ramps
- Evergreen Road/Oregon 214
- Boones Ferry Road/Oregon 214
- Front Street/Oregon 214
- Park Avenue/Oregon 214
- Oregon 214/Oregon 99E
- Cleveland Street/Oregon 99E
- Hardcastle Street/Front Street
- Lincoln Street/Front Street
- Garfield/Young Street/Front Street
- Cleveland Street/Front Street
- Boones Ferry Road/Lincoln Street

Based on the anticipated intersection deficiencies, the following roadway segments are anticipated to exceed capacity in year 2020:

- Oregon 214/Oregon 219 between Butteville Road and Oregon 99E
- Front Street between Hardcastle Street and Cleveland Street

In addition to the identified capacity deficiencies, an analysis was performed to identify areas of high-volume growth within the UGB. Although not identified to operate over capacity in year 2020, the Parr Road, Butteville Road, and Crosby Road corridors are anticipated to experience a high increase in traffic volumes, as compared to today's conditions. Because of the anticipated capacity deficiencies along Oregon 214 between the interchange and Boones Ferry Road/Settlemier Road as well as the high employment and household growth anticipated in each of the three corridors, it is quicker for travelers to use these three corridors to access the I-5 interchange from the west than to travel along Oregon 214 to access the interchange from the east.

Truck Freight Transportation

As shown in Figure 3-8, the city of Woodburn designates truck routes and truck ways through the City. Although Woodburn does not sign for truck freight routes and ways, the City does sign where trucks are not allowed.

Truck routes through Woodburn include Oregon 214 and Oregon 99E. By designating these roads as truck routes, the City allows through traffic of motor trucks, truck trailers, and truck tractors on these roadways.

Truck ways are designated as acceptable roads for commercial operation of motor trucks, truck trailers, and truck tractors, but does not allow a through-city route necessary for specialized traffic directional control signs.

Transportation Improvements

This section summarizes transportation improvements needed over the 20-year planning period as illustrated in Section 7 of the TSP. Figure 7-1 shows the functional classification designations for all existing and future streets within the proposed Woodburn UGB. Construction of new roadways in the area being studied for UGB expansion is contingent upon the expansion occurring. If the UGB is not expanded, the roadway system is anticipated to operate acceptably in the absence of these facilities.

The designation for all streets is as follows:

- *Freeway:* I-5
- *Major Arterial:* Oregon 219, Oregon 214, Oregon 99E, and Oregon 211
- *Minor Arterial:* Southern Arterial, Boones Ferry Road, Settlemier Avenue, Evergreen Road, Front Street, Hardcastle Avenue, Young Street (between Oregon 99E and Front Street), and Butteville Road

- **Service Collector:** Parr Road, Crosby Road, Lincoln Street (Front Street to Oregon 99E), West Hayes Street (Settlemier Avenue to Evergreen Road), Arney Road, Progress Way/Industrial Avenue, Park Avenue, Gatch Street (Lincoln Street to Cleveland Street), Cleveland Street (Settlemier to Oregon 99E), Woodland Drive (Arney Road to Oregon 214), Stacy Allison, Robin Avenue, the extension of Evergreen Road into Crossroads Shopping Center, Harrison, Garfield (Settlemier to Front Street), Park (Oregon 214 to Lincoln), Cooley (Oregon 211 to Hardcastle)
- **Access Street:** Woodland Drive (north of Robin Avenue), the extension of Woodland Avenue to Butteville Road south of Oregon 219, Oregon Way, Astor Way (Country Club Road to Oregon 214), Country Club Road (Astor Way to Boones Ferry Road), Hazelnut Drive (Tukwila to Front), Tukwila (Hazelnut to Boones Ferry), Meridian (Oregon 214 to Hazelnut), 5th Street (Oregon 214 to Harrison), Brown Street (Cleveland Street to Southern Arterial), , Country Club Road (Oregon 214 to Rainier).

The remaining streets within the UGB are designated as local streets.

Needed Street Upgrades

Over time, many of the existing streets within the City will be upgraded, and will be improved in compliance with the cross sections in Figure 7-2 of the TSP.

Priority (short-term) upgrades for the City are as follows:

- Oregon 214/219/I-5 interchange: Reconstruct to a Partial Cloverleaf Design in accordance with the Environment Assessment currently being conducted.
- Oregon 214/219: Widen to a major arterial standard between Woodland and Oregon Way.
- Oregon 214/219: Widen to a full five-lane cross section with sidewalks and bicycle lanes per the major arterial standard between Butteville Road and I-5.
- Parr and Butteville Road: As new development occurs in the corridors within the UGB, upgrade to reflect the transition from the currently rural-character roadways to those more urban in nature. Improving these minor arterials to urban standards is essential to serve the Southwest Industrial Area (SWIR) over the next five years.

Other important projects to be constructed in the intermediate to long-term (approximately 2010-2020) include the following:

- Boones Ferry and Front: Upgrade to ensure that continuous pedestrian and bicycle facilities are provided along the corridors.

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- **Settlemier:** Upgrade to ensure that continuous pedestrian facilities are provided along the corridor.
- **Oregon 214/219:** Widen to a full five-lane cross section with sidewalks and bicycle lanes per the major arterial standard between I-5 and Oregon 99E.
- **Crosby Road:** As new development occurs in the corridors within the UGB, upgrade to reflect the transition from the currently rural-character roadways to those more urban in nature.
- **Oregon 99E:** As redevelopment occurs in the corridor, upgrade to be compliant with major arterial standards. This would ensure continuous pedestrian and bicycle facilities along the route as well as the implementation of access management strategies.³

Other existing streets within Woodburn will be upgraded to the appropriate standards as development and redevelopment occur.

New Streets

The following new streets and street extensions are planned over the next 5 years.⁴

- Widening Oregon 214 to include four through travel lanes (two per direction) between Butteville Road and Oregon 99E and the provision of turn lanes at intersections between Woodland Avenue and Oregon Way
- Reconstructing I-5 on-ramps and off-ramps
- Extending Evergreen Road to Parr Road
- Extending Stacy Allison Drive to Parr Road
- Constructing a new service collector between the Evergreen Road and Stacy Allison Drive extension
- Terminating Parr Road to the east of Butteville Road and connecting it into the South Arterial
- A grid system of collector and local streets should be constructed as part of the Nodal Development Area between Stacy Allison and Settlemier to the north of Parr Road. The construction of this system would occur with development and within the constraints of the existing built environment. This grid system should provide connectivity options for pedestrians, cyclists, and motorists and also help reduce reliance on the historic Settlemier corridor.

The following new streets and streets extensions are planned over the next 10-15 years:

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³ Currently, the City and ODOT are pursuing potential funding for a modernization project between Lincoln and the south City limits. Although the specifics of the project are not available at this time, it is likely that this could include the construction of curbs and sidewalks where gaps currently exist, as well as access consolidation.

⁴ Projects related to state highways depend in large part on ODOT funding. Projects in the SWIR depend in large part on funding from private developers.

- Constructing the South Arterial from Butteville Road to Evergreen Road
- Constructing the South Arterial from Evergreen Road to Oregon 99E
- Extending Evergreen Road from Parr Road to the South Arterial
- Extending and upgrading Brown Street to the South Arterial
- Constructing a new loop ramp connection on Oregon 214 with Front Street in the southwest quadrant of the existing intersection.

Over the next 20 years, it is the City's priority to coordinate with Marion County to provide an extension of Crosby Road to Goudy Gardens and Oregon 99E, and to extend the southern arterial from Oregon 99E to Oregon 214. The improvements provide needed east-west connections and an alternative route to the Oregon 214/I-5 interchange area.

Intra-City Fixed Route Transit

Improvements to the fixed route transit system should be implemented incrementally over time. The top priorities are outlined sequentially below.

- *Increasing Service Frequency on Existing Route:* Initially, the existing one-way loop route should be maintained, with service extended to a 12-hour period from 7:00 a.m. to 7:00 p.m. at 60 minute headways. An expansion of the hours of operation of the fixed route service would encapsulate morning and evening peak commuting times thereby increasing the likelihood that transit could be used for employment-related travel. As ridership increases, service frequency should be provided every 30 minutes during peak periods and every 60 minutes during non-peak periods on the weekdays. The feasibility of weekend service should also be investigated in the future.
- *Converting Single Route to Two Way Operations:* To improve passenger accessibility, the existing one-way loop route should be modified to two-way operations. This service concept would be operated under the increased frequency described above.
- *Creating Two Routes (East/West) with One-Way or Two-Way Operations:* An east route and a west route with a common connection in the downtown should ultimately be established. The common connection could be provided at a new transit center in the downtown that may be tied to an intercity bus and/or rail station. The east-west boundary between the two routes could either be split at Front or at Settlemier. It would be preferable to increase the service frequency to 30 minutes on both routes between 7:00 a.m. to 7:00 p.m. These routes could be operated with either one-way or two-way operations.

In addition to the incremental approach identified above, the route should be expanded as growth occurs to include the Parr Road and Crosby Road corridors and potentially the South Arterial. The connection to Parr Road could occur via the extension of Evergreen Road. The route should also be expanded to include the Woodburn Industrial Park located in the Progress and Industrial corridors.

Intercity Transit

The feasibility of an intercity transit system should be further investigated. Top priority should be given to establishing a shuttle service to downtown Salem and the state office building area. As a second priority, shuttle service should be investigated between Woodburn and the Tualatin Park-and-Ride. Ultimately, the provision of service into downtown Portland may be feasible. Under any of these options, it is likely that service would be provided during the morning and evening commute hours with a potential mid-day connection.

The City and ODOT should continue to investigate the feasibility of establishing a park-and-ride in the northeast quadrant of the I-5/Oregon 214 interchange as part of the interchange reconstruction project. If a park-and-ride were developed, consideration should be given to provide more spaces than the anticipated intercity transit demand to accommodate carpooling to Portland and/or Salem. In addition, Woodburn's intracity fixed route system should incorporate a stop at the potential park-and-ride and should connect to any future north-south MAX line.

Special Needs Transportation

Although improvements in the fixed route system could allow Woodburn to reduce the paratransit service, the existing paratransit system provides an essential service for many elderly and handicapped persons in the community. If City resources are concentrated on expansion of the fixed route system, the City may investigate transferring the paratransit system to a local social service agency.

Pedestrian Plan

The Pedestrian Plan, depicted in Figure 7-3, identifies the sections of the City's arterial and collector system where gaps currently exist. In future development areas, the sidewalks will be constructed to ADA (Americans with Disabilities Act) standards; in the downtown and other older neighborhoods, the existing sidewalk width, clear zone for pedestrians, and the ramp requirements will need to be addressed as properties redevelop and/or roadway improvement projects occur.

Retrofitting existing streets to include sidewalks should be balanced with developing an off-street pathway system. A 7-mile pedestrian and bicycle trail system is recommended along the Mill Creek and Goose Creek corridors. This trail system would include connections to adjacent neighborhoods. The sidewalk system should incorporate wayfinding signage to direct pedestrians to the off-street trail system.

Bicycle Plan

Figure 7-4 shows the City's bicycle plan. As portions of the City's streets are widened, either through adjacent development or public works projects, bicycle lanes would be provided where indicated on the plan.

The bicycle plan establishes a network of bicycle lanes and routes that connect Woodburn's bicycle trip generators to provide a safe, interconnected bicycle system. Bicycle lanes are designated on arterial and service collector street segments with anticipated future volumes of over 3,000 daily vehicles with the exception of arterials and collectors within the historic area. On other roadways, it is typically appropriate for

bicyclists to share a lane with other vehicles. This on-street system should be supplemented by an off-street trail system along the Mill Creek and Goose Creek corridors, as discussed under the Pedestrian Plan.

Although bicycle lanes are not provided on arterial and collector streets within the historic area, a signed bike route will be provided on Settlemier, Garfield, Meridian, and 5th to guide bicyclists into the downtown area. The signage would direct cyclists north of ORE 214 into the downtown via 5th and Meridian. Cyclists originating south of ORE 214 would be signed into the downtown via the east-west facilities.

Rail Facilities Plan

As the opportunity arises, the City should pursue a potential rail passenger stop. Current discussions focus on extending the commuter rail planned between Wilsonville and Beaverton down to Salem. If this occurs, the City should seek a passenger stop. This stop could occur west of Butteville Road, north of Oregon 219. If this stop is established, the intra-city fixed route transit system should incorporate a stop at the rail station.

The City should also continue to investigate the opportunity to remove private grade crossings by providing alternative access to parcels as development and redevelopment occurs.

Air, Water, and Pipeline Transport Facilities Plans

There are no significant air, water or pipeline transportation facilities in Woodburn and none will likely be needed in the future.

Cost Estimates and Timing of Transportation Improvement Projects

Estimated costs for proposed transportation improvements were developed and grouped into three categories that include existing facility upgrades, construction of new facilities and existing facility extensions, and intersection improvements. In all, about \$136.5 million (in 2004) dollars of road and transit service improvements for the City have been identified for the next 20 years.

Table 8-3 shows short-term (through the Year 2010) and long-term projects (2011-2020), including proposed improvement costs and associated owning jurisdiction.

**TABLE 8-3
Proposed Transportation Improvements**

Project Title	Estimated Capital Cost	Owning Jurisdiction
Short-Term (2005-10)		
Reconstruct I-5 interchange and Improve OR 214 between Woodland Avenue and Oregon Way	\$50,000,000	State
OR 214 widening between Oregon Way and OR 99E and Woodland to Butteville Road	\$21,950,000	State
Upgrade Butteville Road to minor arterial standards from Highway 211/214 to I-5	1,800,000	County/City
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**TABLE 8-3
Proposed Transportation Improvements**

Project Title	Estimated Capital Cost	Owning Jurisdiction
standards from Highway 211/214 to I-5		
Ext. Stacey Allison Drive to Parr Road	\$5,980,000	City
Service class facility between Evergreen Road and Stacy Allison Drive extensions	\$2,260,000	City
Ext. Evergreen Road to Parr Road	\$4,730,000	City
Ext. Stubb to Evergreen	\$3,900,000	City
Upgrade of Parr Road to service collector standards	\$3,000,000	County/City
Sub-Total	\$21,670,000	
Intermediate Term (2011-2015)		
Upgrade of Crosby Road to minor arterial standards	\$1,500,000	County/City
OR 99E widening between Lincoln Street and south city limits	\$5,750,000	State
Ext. Ben Brown to Evergreen Extension	\$4,700,000	City
5 th Street upgrade to access street standards	\$1,400,000	City
Signalize Meridian Drive/5th Street/OR 214	\$400,000	City/State
Signalize Park Street/OR 214	\$380,000	City
Add eastbound right-turn lane to Parr Road/Settlemier Road	\$600,000	State
Signalize Front/OR 214 ramps	\$180,000	City
Increase service frequency on transit routes	\$400,000	City/State
Upgrade Boones Ferry and Front to provide continuous sidewalks and bicycle lanes	\$975,000	City
Add northbound right, southbound left, eastbound right turn lanes and eastbound through-lane to Boones Ferry/OR 214	\$900,000	State
Add loop ramp in southwest quadrant of OR 214/Front Street intersection	\$1,800,000	State
Add southbound right-turn and westbound left-turn lane to OR 99E/OR 214	\$580,000	State
Convert transit route to two-way operations	\$180,000	City
Sub-Total	\$19,745,000	
Long-Term (2016-2020)		
OR 99E widening between south city limits and south UGB	\$2,900,000	State
Signalize southern Butteville Road/OR 214 intersection and add northbound right-turn lane	\$275,000	State
Signalize northern Butteville Road/OR 214 intersection and add southbound right-turn lane	\$750,000	County/City
Signalize Cleveland Street/OR 214	\$400,000	State

**TABLE 8-3
Proposed Transportation Improvements**

Project Title	Estimated Capital Cost	Owning Jurisdiction
South Arterial between Parr Road and OR 99E	\$11,780,000	City
Ext./Upgrade of Brown to South Arterial	\$780,000	City
Two transit routes with one-way or two-way operations	\$360,000 - \$700,000	City
Off-street pathway along Mill and Goose Creek Corridors	\$750,000	City
Sidewalks on existing service collectors, access and local streets	\$540,000	City
Bicycle lanes on Garfield, Hardcastle, Young	\$700,000	City
Sub-Total	\$19,235,000 – 19,575,000	
Grand Total	\$60,650,000 – 60,990,000	

* Improvements to County facilities outside of City of Woodburn urban growth boundary (UGB).

**TABLE 8-4
Capital and Operating Costs for Transit Improvements**

Alternative	Estimated Capital Cost	Operating Cost
1 – Increased Frequency	\$180,000	\$352,000
2 – Single Route with Two-Way Operations	\$180,000	\$352,000
3 – Two Routes with One-Way Operations	\$360,000	\$352,000
4 – Two Routes with Two-Way Operations	\$700,000	\$704,000
Grand Total	\$1,420,000.00	\$1,760,000.00

**TABLE 8-5
2004-2009 Capital Improvement Program Major Projects**

Project Title	Year(s)	Estimated Cost
Boones Ferry Road – Street Improvement	2004-05	\$511,324
Boones Ferry Road – Undergrounding	2004-05	\$96,000
Country Club Road Undergrounding	2004-05	\$326,700
Front Street Improvements: Settlemier-Cleveland	2004-05	\$675,000
Front Street Improvements: Hardcastle-WHS	2006-07	\$585,000
Front Street Improvements: WHS-UGB	2007-09	\$700,000
Front Street Undergrounding/Streetscape: Settlemier-Cleveland	2004-05	\$250,000
Front Street Undergrounding/Streetscape: Cleveland-Hardcastle	2005-06	\$640,000

**TABLE 8-4
Capital and Operating Costs for Transit Improvements**

Front Street Undergrounding/Streetscape: Hardcastle-UGB	2006-07	\$442,606
Highway 214 to Front Street Connection Study	2008-09	\$75,000
Hardcastle/Railroad Realignment	2006-07	\$200,000
Parr Road Improvement: School to Centennial Park	2004-05	\$297,600
West Hayes Improvement: Settlemier to Cascade	2008-2010	\$464,000
Evergreen Road Improvement: Connect to Parr Road	2007-09	\$950,000
Alley Improvement: Garfield-Cleveland	2004-05	\$150,000
Cleveland Improvement: Front to First	2004-05	\$117,800
Cleveland Improvement: Widen First to Second	2006-08	\$175,000
N. Woodland Improvement: Camas-Stevens	2006-07	\$50,000
Fifth Street Improvement North of Harrison	2008-09	\$300,000
Harrison Street Improvement: Front to Settlemier	2006-07	\$120,000
Hayes Street Improvement: Front to Second	2006-07	\$80,000
Ogle Street/Settlemier Intersection	2004-06	\$45,000
Grand Total		\$7,251,030

Funding for Transportation Improvements

Existing Transportation Funding in Woodburn

Year 2002 transportation-related expenditures in Woodburn totaled \$1,611,303 versus revenues of \$4,819,672. Road-related expenditures represented 86 percent of the total transportation-related expenditures for 2002. Revenues for road-related funding needs represented 95 percent of total revenues. Revenues for both road-related and transit-related transportation funding exceeded expenditures.

Road-Related Funding

Table 8-1 presents itemized road-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories. Transit-related revenues are reported separately in Table 8-2.

**TABLE 8-1
Road-Related Funding in Woodburn**

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	1,493,104	1,696,614	2,186,578	2,424,545	2,706,399
Interest from Investments	4,224	5,769	6,316	7,861	8,336
State Highway Trust Fund	690,045	695,835	754,253	766,843	842,069
State Revenue Sharing	35,000	40,000	40,000	40,000	40,000
Federal ISTEA Revenue	0	0	0	0	0
City Gas Tax	98,783	108,967	108,517	105,620	102,766
Fees and Assessments	547,719	795,772	548,412	718,501	806,212
Bond Proceeds	0	0	0	0	0
Other Revenues	26,412	78,630	41,414	17,960	50,410
Total Revenues	2,895,287	3,421,587	3,685,490	4,081,330	4,556,192
Expenditures					
Personnel	299,145	310,667	321,460	346,114	362,004
Materials and Services	301,460	322,141	310,774	336,910	341,568
Capital Outlay	361,410	384,441	388,611	401,497	399,650
Bonds and Assessments	0	0	0	0	0
Transfers/Contingencies/UNAP	236,658	241,760	240,100	290,410	286,550
Total Expenditures	1,198,673	1,235,009	1,260,945	1,374,931	1,389,772

Source: City of Woodburn Budget

The City has a number of large, stable contributors to road-related transportation revenue. The State Highway Trust Fund, the City's Transportation Impact Fees (TIF), and the City gas tax all contribute significantly to available revenue. During the past 5 years, revenues from the State Highway Trust Fund have risen from \$690,045 to \$842,069, an increase of 22 percent. The Transportation Impact Fee program, which was instituted in 1994-1995, has increased dramatically from \$547,719 to \$806,212

(47 percent). The City gas tax revenue has remained steady at around \$100,000 per year during the same period.

The largest category of expenditure during the past 5 years has been capital outlay, which comprised about 30 percent of total expenditures on average. Personnel and material and services costs typically represent 45 to 55 percent of total expenditures. Remaining expenditures are associated with transfers to other City departments and accounts for operating facilities and replacing equipment.

Transit-Related Funding

Table 8-2 presents itemized transit-related revenues and expenditures for the 5 previous fiscal years. Revenues are itemized by source of funds. Expenditures are divided into cost categories.

**TABLE 8-2
Transit Funding in Woodburn**

	1997-98	1998-99	1999-2000	2000-01	2001-02
Revenues					
Working Capital Carryover	51,817	60,690	47,451	32,264	41,671
Property Taxes	77,711	85,317	96,447	93,853	105,979
Interest from Investments	976	1,110	1,240	1,976	2,630
Revenue from Other Agencies	36,215	78,626	160,331	48,530	91,790
Transit Fares	24,210	22,920	21,641	20,850	21,410
Total Revenues	190,929	248,663	327,110	197,473	263,480
Expenditures					
Personnel	88,802	94,520	99,650	107,650	116,760
Materials and Services	35,937	39,615	41,246	41,562	41,740
Capital Outlay	0	60,577	147,450	0	56,531
Transfers/Contingencies/UNAP	5,500	6,500	6,500	6,500	6,500
Total Expenditures	130,239	201,212	294,846	155,802	221,531

Source: City of Woodburn Budget

Outlook for Existing Transportation Funding Sources

The State Highway Fund should be a relatively stable source of revenue for Woodburn. Because these funds are distributed to cities based on population,

Woodburn's share could increase or decrease depending on how it grows relative to the state average. Nonetheless, Woodburn's share of state funds will probably not increase as fast as its street maintenance requirements, especially as the system expands to serve current and future demands.

Revenue from the City's \$0.01/gallon gas tax will gradually erode with inflation if not increased. Because the tax is based on quantity rather than price, tax revenues do not increase with gasoline prices. In fact, increases in gasoline prices may actually decrease tax revenue as higher prices reduce demand.

Revenues from development and impact fees will remain important sources of revenue for Woodburn. Bonds financed by Local Improvement Districts (LIDs) and fees from Systems Development Charge (SDC) will be largely dependent on the willingness of property owners to form LIDs and to initiate development projects that trigger SDC fees. Both may be dependent on population growth to increase property values and the general economic outlook from which to gauge risk. To the extent that these revenues are accurately set to the full cost of transportation improvements, they should allow Woodburn to construct basic capital improvements to serve commercial and residential development.

In summary, it is expected that sources of transportation revenue will remain relatively stable. Population growth should help support LID-financed improvements and SDCs assessed to new development will allow the City to put some resources toward future improvements. In addition, population growth may continue to give the City a slightly bigger share of the State Highway Fund.

The Oregon Transportation Investment Act (OTIA) was passed by the 2001 Oregon Legislative Assembly and is funded through bond proceeds derived from increased DMV fees. OTIA currently provides \$650 million (including \$150 million local matching funds) for 173 construction projects that will improve pavement conditions, increase lane capacity, and improve bridges throughout Oregon. Projects were selected with extensive input from local communities and other stakeholders. In 2002, the Oregon Transportation Commission allocated these funds for modernization, preservation, and bridge projects throughout the State. This signals a willingness and by the State Government to address transportation needs throughout the state.

The 2004 budget lays the groundwork for a \$247 billion, 6-year reauthorization proposal, as compared to the current TEA-21 level of \$218 billion. Of the proposed total, \$195 billion would fund the highway program (up from \$168 billion) over 6 years, and \$45 billion would fund the transit program (up from \$41 billion). Federal funding is typically distributed through the state.

Financing Needed for Transportation System Improvements

The projects identified represent an ambitious program of roadway and transit improvements for the City. The plan identifies over \$85 million in transportation infrastructure improvements, which does not include the cost of the I-5 interchange

improvement project that has been identified as a high priority for funding. Constructing these improvements likely will require a higher level of transportation expenditures than Woodburn has made in the past. In the past 5 fiscal years, Woodburn has spent between \$1.3 and \$1.6 million for road improvements and transit service. Depending on how the projects are eventually sequenced and staged, the improvements identified may require Woodburn to spend twice the amount (annually) they have averaged during the past 5 years.

It is expected that Woodburn will want to pursue additional funding for transportation from the following sources:

- State or Marion County funds.
- Obtain funds from the state for improvements to the state highway. Explore cost sharing with the County for mutually beneficial projects.
- Local Improvement Districts.
- For public improvement projects with localized benefit (e.g., neighborhoods), property owners pay all or a portion of the project cost.
- Urban Renewal Districts.
- Formed to finance projects to remove "blight" (typically, poor-quality buildings or inadequate streets). Property taxes allocated to district based on "division of tax" calculation for the renewal district.
- Transportation Impact Fees.

For projects that do not relate directly to new development or directly benefit property owners, spread the cost and provide funding from existing transportation funding sources such as TIF fees.

- General Obligation Bonds.

Obtain bond backing from property tax revenue if determined by City staff and the governing body to be fair and viable.

The likely funding sources for transportation improvements in Woodburn are presented below. Woodburn should pursue funding sources at the federal, state, and local level and develop strategies to maximize the potential for each of these sources to implement its transportation improvements.

Federal and State Sources

Woodburn should access federal funds by working with ODOT. A key action will be to get improvement projects listed as part of the STIP in order to qualify them for funding in the adopted plan every 2 years. The City should also work with ODOT to determine the potential for project funding under the upcoming highway bill reauthorization.

The state has a number of programs that can be tapped for improvements related to congestion relief, footpaths and bikeways, and other special projects.

County Sources

Woodburn may be able to secure an occasional cost-sharing arrangement with Marion County and should seek to coordinate with the County on transportation improvements within the County in order to partner on projects wherever possible.

Local Sources

Woodburn should continue to seek funds from property owners who directly benefit from transportation improvements that enable new development.

APPENDIX A

**CITY OF WOODBURN
2005-2006 CAPITAL IMPROVEMENT
PROGRAM**

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CAPITAL IMPROVEMENT PROGRAM SUMMARY

The six-year capital improvement program (CIP) estimates spending on capital projects (infrastructure construction) for the years 2005-06 through 2010-11. The CIP is updated annually and is a component of the annual budget. Appropriations for 2005-06 are included in the adopted capital budgets.

The projects included here do not represent all of Woodburn's improvement needs, only the most pressing needs at the present time, as recommended by the department heads and staff. It is fully expected that upon annual review in successive years the list will grow, and priorities will be changed to meet then-current needs and conditions.

#	Fund Title	2002-03 Expended	2003-04 Expended	2004-05 Amended	2004-05 Yr End Est.	2005-06 Baseline	2005-06 Adopted	Change (\$)	Change (%)
135	State Revenue Sharing	118,284	109,376	294,400	217,285	229,715	251,715	-42,685	-14.5%
169	City Gas Tax	25,694	8,670	439,238	185,000	381,738	381,738	-57,500	-13.1%
336	Economic Development	36,730	36,085	329,507	75,424	259,583	259,583	-69,924	-21.2%
358	General Fund CIP	576,804	877,452	559,491	432,000	97,491	468,541	-90,950	-16.3%
360	Special Assessment	717,746	625,795	1,548,613	444,000	582,000	582,000	-966,613	-62.4%
363	Street/Storm Cap. Improv	277,553	365,115	2,377,648	920,300	1,750,721	3,051,721	674,073	28.4%
364	Parks Cap. Improvement	25,000	0	724,982	0	943,000	943,000	218,018	30.1%
376	Transp. Impact Fee	996,442	3,156,050	6,207,023	96,500	5,885,412	5,885,412	-321,611	-5.2%
377	Storm Water SDC	93,673	14,509	1,099,839	215,000	944,839	969,839	-130,000	-11.8%
378	PW Facility Expansion	4,738	3,278	46,994	14,377	30,876	30,867	-16,127	-34.3%
461	Sewer Cap. Development	47,860	47,860	168,146	79,860	106,089	116,089	-52,057	-31.0%
465	Sewer Construction	3,138,146	2,638,126	4,569,244	3,037,856	3,063,331	3,338,331	-1,230,913	-26.9%
466	Water System Const.	2,002,689	11,271,282	9,155,829	5,922,118	3,327,601	3,509,256	-5,646,573	-61.7%
474	Water System Develop.	2,443,000	0	1,597,885	740,000	1,087,885	1,087,885	-510,000	-31.9%
475	Sewer System Develop.	500,000	0	2,195,536	845,139	1,747,397	1,747,397	-448,139	-20.4%
TOTAL		11,004,359	19,153,598	31,314,375	13,224,859	20,437,678	22,623,374	-8,691,001	-27.8%

The six-year plan proposes projects totaling \$40,181,027. Street improvements total \$10,460,313; water improvements total \$1,467,400; sewer improvements total \$13,275,200; Parks improvements total \$8,045,064; Police Construction improvements total \$6,701,000; and other General Fund projects total \$232,050.

Project costs for fiscal years 2005-06 to 2010-11 are estimated at current values. Actual cost will depend on variables including the timing of projects, contractor availability, modifications to the scope of projects, and the future value of money. Projects designated to be funded from the General Fund are done so within the limits of resources in that Fund.

The criteria used to develop the CIP are as follows:

- ❖ Accommodate future growth;
- ❖ Resolve known or predictable problems;
- ❖ Upgrade major deteriorated portions of infrastructure; and
- ❖ Improve level of service to the public.

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Projects to be completed in 2005-06 total \$13,712,745. Of that amount, SDC's will fund \$2,258,400 of parks, water, sewer, street, and storm projects. Utility rates will finance \$1,391,700, of water and sewer projects. Of the remaining projects, \$6,701,000 will be supported by the Police Facility General Obligation Bond, \$448,050 will be supported by the General Fund, \$686,500 by franchise fees, \$586,195 by gas tax, \$43,600 by special assessments, \$1,251,000 by Urban Renewal, and \$346,300 by grants and loans.

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CAPITAL IMPROVEMENT PROGRAM: 2005-06 THROUGH 2010-11

Project	Revenue Source	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	Total
General Fund Capital Improvement Program								
Other Programs								
1 Replace Library HVAC Compressors	General Fund CIP	10,000						10,000
2 Upgrade Library Restrooms	General Fund CIP	6,200						6,200
3 Replace Library Windows w Broken Seals	General Fund CIP	850						850
Total Other Programs		17,050	0	0	0	0	0	17,050
Police Facility								
3 Police Facility Construction	Gen Oblg Bond	6,701,000						6,701,000
Total Police Facility		6,701,000	0	0	0	0	0	6,701,000
Aquatic Center								
1 Replace Main Pool Heater	General Fund CIP	25,000						25,000
2 Replace Main Pool Electrical Panel	General Fund CIP	20,000						20,000
3 Paint Facility Exterior			10,000					10,000
4 Resurface Main Pool			105,000					105,000
5 Locker Room Tile			55,000					55,000
Total Aquatic Center		45,000	170,000	0	0	0	0	215,000
Recreational Facilities								
1 Boones Crossing	Developer Dedication					850,000		850,000
2 Burlingham Park Renovation	Unknown		77,000					77,000
3 Senior Estates Park Renovation	Unknown			60,500				60,500
4 Nelson Park Improvements	Unknown			132,000				132,000
5 Centennial Park - Conc. Bldg. Picnic Shelter	Unknown		50,000	100,000				150,000
6 Centennial Park - Ballfield #3	Donations	32,500						32,500
7 Centennial Park - Ballfield #4/Field Ltg.	Unknown			50,000	82,500			132,500
8 Settlemier Park Acquisitions	Unknown		110,000	325,000				435,000
9 Settlemier Park Renovations	Unknown		191,245		391,245		567,250	1,149,740
10 Legion Park Renovations	Unknown			612,037		612,037		1,224,074
11 Locomotive Park	Unknown			15,000				15,000
12 Library Park	Unknown			17,000				17,000
13 Hermanson Pond Design and Improvement	WHIP Grant	45,000						45,000
14 Greenway Acquisition	Grants		33,000					33,000
15 Greenway Construction - Future	Grants			10,500		32,750	39,500	82,750
16 Greenway Construction - Hermanson I, II, III	Grants/Donations	78,000						78,000
17 Comprehensive Plan Revision	Parks SDCs	15,000						15,000
18 Woodburn Community Center Replacem.	Prop Liquidation		300,000					300,000
	Parks SDCs		1,565,200					1,565,200
	Private Grants		500,000					500,000
	CDBG Grants		800,000					800,000
	Fund Raising		100,000					100,000
19 Woodburn Community Center Design	Parks SDCs	50,000	50,000					100,000
Total Recreational Facilities		220,500	3,776,445	1,322,037	473,745	1,494,787	606,750	7,894,264

o	Project	Revenue Source	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	Total
Parks Maintenance									
1	Settlemier Park Irrigation (Phase I)	General Fund CIP	15,000						15,000
2	Settlemier Park Irrigation (Phase 2)			30,000					30,000
3	Settlemier Park Fence Repair			6,800					6,800
4	Legion Park Irrigation Plan			4,000					4,000
5	Playground Equipment Replacement			10,000	10,000				20,000
6	Legion Park Irrigation				40,000				40,000
7	Settlemier Park Elec Syst Upgrde (Phase I)	General Fund CIP	20,000						20,000
8	Settlemier Park Elec Syst Upgrde (Phase 2)			15,000					15,000
Total Parks Maintenance			35,000	65,800	50,000	0	0	0	150,800
Total General Fund CIP			7,018,550	4,012,245	1,372,037	473,745	1,494,787	606,750	14,978,114

Public Works Capital Improvement Program

Street Resurfacing: State Roadway Systems									
1	Boones Ferry/Settlemier/Hwy 214 Intersection*	TIF/ODOT/SpAsmt	611,900						611,900
2	Highway 214 Sidewalk - Phase 2**	ODOT Grant/SRS	107,000	200,000	198,550				505,550
Total State Roadway System			718,900	200,000	198,550	0	0	0	1,117,450
* Project bid to be let by ODOT.									
** Local share of project is \$25,000									

Street Improvements: Major Upgrades									
1	Country Club Rd	TIF/SpAsmt/CIP	326,700						326,700
2	Hwy 214 to Front St. Conn. (study)	St. Storm CIP	75,000						75,000
3 Front St Undergrounding/Streetscape									
A. Front St.: Cleveland to Hardcastle		UrbRen	640,000						640,000
B. N. Front: Hardcastle-N UR bound.		UrbRen		442,606					442,606
4 Front Street Street Improvements									
A. S. Front St: Settlemier- Cleveland		UrbRen/TIF/CIP/EcDev	611,000						611,000
B. N. Front St.: Hardcastle - WHS		UrbRen/ODOT/CIP			585,000				585,000
C. N. Front St: WHS to UGB		St. CIP/TIF/Sp Asmt				200,000	500,000		700,000
5	Hardcastle/Railroad Realignment	St. CIP/TIF/Other		200,000					200,000
6	Parr Rd.: School to Centennial Park	WaterConst/ParksSDC	297,600						297,600
7	W. Hayes: Settlemier to Cascade	St. CIP/TIF				100,000	364,000		464,000
8	Evergreen Rd: connect to Parr Rd	Developer/TIF			475,000	475,000			950,000
9	Alley: Garfield - Cleveland	Street CIP/SpAsmt	169,900						169,900
10	Cleveland: Front to First	St. Storm CIP	117,800						117,800
11	Cleveland - widen First to Second	State Rev. Sharing		25,000	150,000				175,000
12	N. Woodland: Camas - Stevens	St. CIP/Sp Asmt		50,000					50,000
13	Fifth St: north of Harrison	St. CIP/Sp Asmt				300,000			300,000
14	Harrison; Front to Settlemier	St. CIP/TIF/Sp Asmt		120,000					120,000
15	Hayes: Front to 2nd	SRS/Other		80,000					80,000
16	Ogle Street Design Study	St. Storm CIP	35,000	20,000					55,000
17 Miscellaneous Modifications									
A. Pedestrian Movements									
1. Brown St Walkway 0.5 City/0.5 Developer Str CIP			20,000						20,000

No	Project	Revenue Source	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	Total
2.	Safety Sidewalk Construction	St. CIP	15,000						15,000
3.	Safety Signal	St. CIP							
	N. BoonesFerry @ Henrys Farm	SRS	26,400						26,400
	Hayes @ Cozy Lane	SRS	26,400						26,400
	Hardcastle @ Park Ave.	SRS		27,700					27,700
4.	Downtown Walkway	SRS	22,000						22,000
B. Intersections									
1.	Hayes/Bottle/Settlemier	St.CIP/Water Const.	150,000	30,000					180,000
2.	Settlemier/W. Lincoln	St. CIP	25,000						25,000
3.	Lawson/Highway 214	SRS			50,000				50,000
C.	Misc. Capacity Improvements	TIF/CIP	35,000	35,000					70,000
Major Upgrades Total			2,592,800	1,030,306	1,260,000	1,075,000	864,000	0	6,822,106

Street Resurfacing: Gravel Streets

1	No Name Street	SRS, GF, SpAsmt	60,000						60,000
2	Tout Street	SRS,CIP, GF, SpAsmt		106,000					106,000
3	Carol Street	SRS,CIP, GF, SpAsmt			117,046				117,046
4	Wilson Street	SRS,CIP, GF, SpAsmt				82,277			82,277
5	Alexandra Street	SRS,CIP, GF, SpAsmt					78,000		78,000
6	Elm Street	SRS,CIP, GF, SpAsmt						50,000	50,000
7	Church Street, 1st to 2nd	SRS,CIP, GF, SpAsmt						TBD	
8	Yew Street, 2nd to 3rd	SRS,CIP, GF, SpAsmt						TBD	
Total Gravel Streets			60,000	106,000	117,046	82,277	78,000	50,000	493,323

Street Maintenance & Restoration: Poor Streets - 1-1/2" Lift "C" Mix

1	Bryan St:McKinley to Lincoln, 650'	Gas Tax/SRS/St Fund	34,000						34,000
2	McKinley St: Bryan to Hwy. 99E	Gas Tax/SRS/St Fund	83,000						83,000
3	Rainier Rd: Astor to Delmoor, 1275'	Gas Tax/SRS/St Fund	70,000						70,000
4	Broughton Way, All	Gas Tax/SRS/St Fund	25,000						25,000
5	Vanderbeck:Princeton to Upmqua	Gas Tax/SRS/St Fund	39,115						39,115
6	Cahill, All, 440 ft.	Gas Tax/SRS/St Fund	25,880						25,880
7	Hampton Way	Gas Tax/SRS/St Fund	45,000						45,000
8	Garfield St: Alley to 2nd, 500 ft.	Gas Tax/SRS/St Fund	15,000						15,000
9	Arthur St: Front to First	Gas Tax/SRS/St Fund	20,000						20,000
10	Arthur St: Third to Settlemier	Gas Tax/SRS/St Fund	15,000						15,000
11	Grant, Front to First	Gas Tax/SRS/St Fund	30,000						30,000
12	Oak St: Front to Settlemier	Gas Tax/SRS/St Fund	48,000						48,000
13	Micellaneous Repair	Gas Tax/SRS/St Fund	50,000						50,000
14	Thompson, All	Gas Tax/SRS/St Fund		160,000					160,000
15	Ecola Way	Gas Tax/SRS/St Fund		23,422					23,422
16	Elana Dr. (North)	Gas Tax/SRS/St Fund		46,884					46,884
17	Quinn Road	Gas Tax/SRS/St Fund			112,000				112,000
18	Walton Way	Gas Tax/SRS/St Fund			65,000				65,000
19	Dellmoor Way	Gas Tax/SRS/St Fund			71,000				71,000
20	Brown Street, Pvmt Rest (1/2 cost)	Gas Tax/SRS/St Fund				50,000			50,000
21	Miscellaneous Street Resurfacing	Gas Tax/SRS/St Fund				150,000	150,000		300,000
Street Maintenance & Restoration Total			499,995	230,306	248,000	200,000	150,000	0	1,328,301

Project	Revenue Source	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	Total
Street Preventative Maintenance: Fair Streets - 3/4" to 1" Lift "D" Mix								
Blaine St: Gatch to Hwy. 99E	Gas Tax/SRS/St Fund	44,000						44,000
Rainier/Delmoor/Country Club	Gas Tax/SRS/St Fund	40,000						40,000
Tomlin Avenue	Gas Tax/SRS/St Fund	81,300						81,300
George St./Landau	Gas Tax/SRS/St Fund	51,000						51,000
First St. - Cleveland to Harrison	Gas Tax/SRS/St Fund		50,000					50,000
Second Street - Oak to Harrison	Gas Tax/SRS/St Fund		45,000					45,000
Elana Dr. (South)	Gas Tax/SRS/St Fund		13,175					13,175
Brandywine Ct.	Gas Tax/SRS/St Fund		14,639					14,639
Kelwona Ct.	Gas Tax/SRS/St Fund		16,103					16,103
Kelwona St.	Gas Tax/SRS/St Fund		21,958					21,958
Miscellaneous Street Resurfacing	Gas Tax/SRS/St Fund		21,958	100,000	100,000	100,000		321,958
Street Preventative Maintenance Total		216,300	182,833	100,000	100,000	100,000	0	699,133

Water System Reconstruction								
Hwy. 214 widening	Water Fund		44,000					44,000
Laurel Avenue (replace line)	Water Fund/SDC 474	35,000						35,000
Hwy. 99E: Tomlin to Laurel	Water Fund/SDC 474	52,000						52,000
Hwy. 99E: Laurel to Aztec	Water Fund/SDC 474	16,500						16,500
99E at Silverton Road (bore)	Water Fund/SDC 474			110,000				110,000
N. First Street/N. Second (loop)	Water Fund/SDC 474		18,700					18,700
N. Fifth Street (replace line)	Water Fund		44,000					44,000
<u>Hwy. 214 @ Mill Creek</u>								
A. Bore	Water SDC 474	68,200						68,200
B. Loop Line installation	Water SDC 474		132,000					132,000
Hwy. 99E: Blaine to Aztec	Water Fund/SDC 474			44,000				44,000
Hwy. 99E: Blaine to Lincoln	Water Fund/SDC 474			66,000				66,000
99E South (New Line)	Water Fund/SDC 474			132,000				132,000
Water Treatment	Wtr Const/SDC	500,000						500,000
Hazelnut Dr. - Replace Bridge Line	Water Fund			55,000				55,000
Parr Road to Evergreen Loop	Developer/Wtr/Wtr Const						TBD	0
Hawthorne Circle Line Extension	Water Fund/SDC 474	35,000						35,000
Remove Small Water Tank	Water Const		75,000					75,000
Misc. Capacity Improvements	Water SDC 474	40,000						40,000
Water System Reconstruction Total		746,700	313,700	407,000	0	0	0	1,467,400

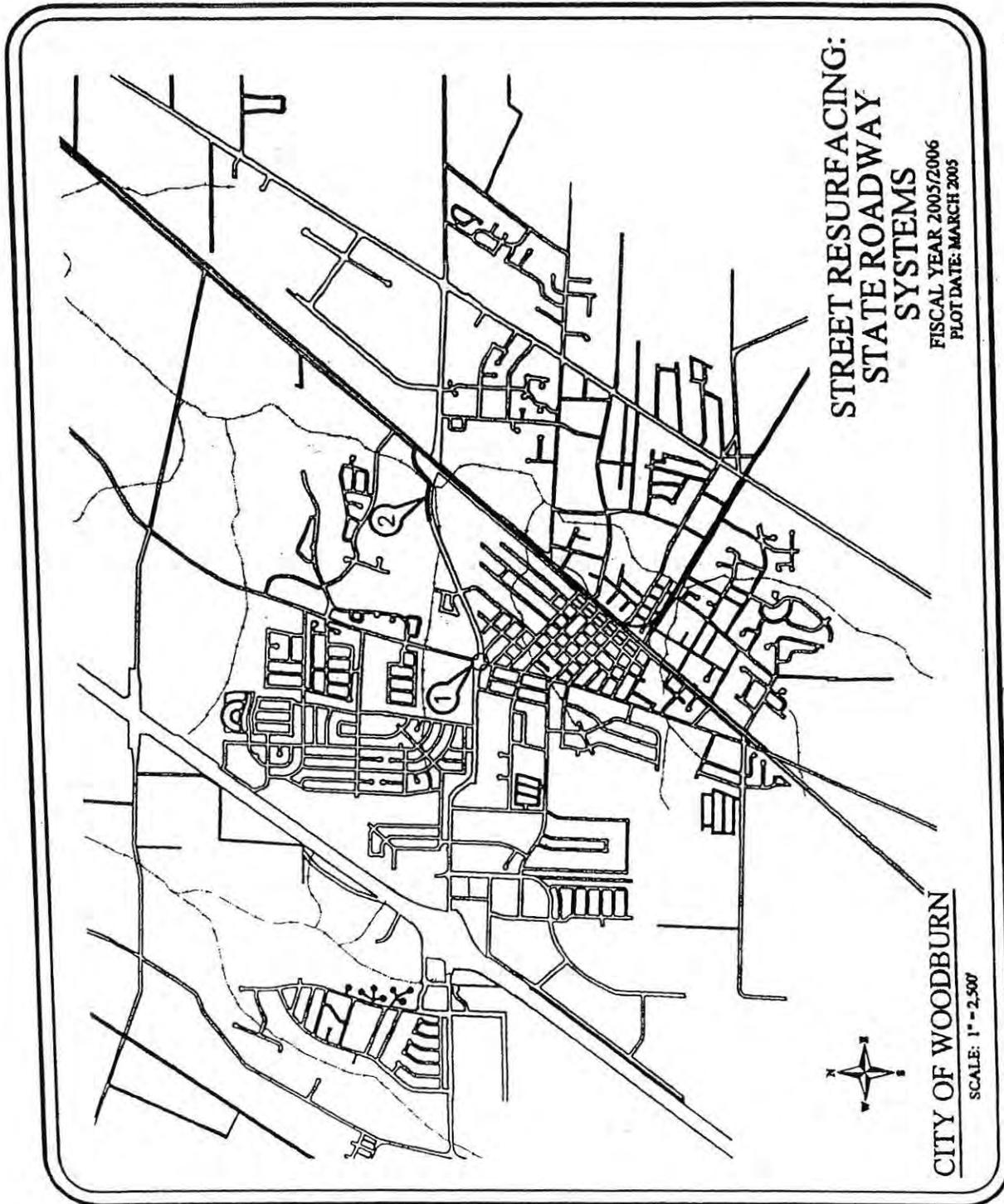
Wastewater: Treatment Plant								
Storm Water Treatment Impvts	Sewer Const 465			120,000				120,000
Effluent Storage Pond	Sewer Fund/SDC			80,000				80,000
Pilot Poplar Harvest & Replant	Sewer Fund/SDC			5,000	25,000			30,000
UV System Expansion	Sewer Fund/SDC		75,000	75,000				150,000
Chemical & Generator Roof Replacement	Sewer Fund/SDC			12,000				12,000
FSL Dredge Installation	Sewer Fund			160,000				160,000
Bypass Aeration @ Outfall	Sewer Const 465		15,000	20,000				35,000
Reuse System Phase 1.5	Sewer Fund		25,000	450,000	2,500,000			2,975,000
Excess Thermal Load-Compliance	Sewer Fund		25,000	500,000	175,000	30,000		730,000
Winter Ammonia-Compliance	Sewer Fund		10,000	100,000				110,000
Facility Plan Update -- Phase II	Sewer Const			25,000	100,000			125,000

No	Project	Revenue Source	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	Total
12	Second MCPS Design & Construction	Sewer Const			25,000	200,000	1,500,000	1,500,000	3,225,000
	MCPS Pump Replacement & Monorail Const	Sewer Const 465			62,000	75,000			137,000
4	Rainier LS Base Repair	Sewer Fund 472			35,000				35,000
15	LS Electrical Upgrade Compliance & Monitoring	Sewer Fund 472			45,000				45,000
16	Industrial Ave Pump Station Rehab	Sewer Const/Eq Repl	390,900						390,900
17	Greenview Pump Station Upgrade	Sewer Const/Eq Repl	499,000						499,000
18	Rainier, Force main Extension	Sewer Fd/SwrConst		125,000	125,000				250,000
19	SW Pump Station (City Share)	Sewer Fund				100,000			100,000
20	Septage Expansion	Sewer Const 465	20,000						20,000
	Treatment Plant Construction Total		909,900	275,000	1,839,000	3,175,000	1,530,000	1,500,000	9,228,900
Wastewater: Collections System Construction									
1	Santiam Lift Sta/Line Installation	Sewer Const 465		210,000					210,000
2	N. Trunk Rehab/Hazelnut Br Xing	Sewer Const 465				25,000	75,000	350,000	450,000
3	<u>Mill Creek Trunk</u>								
	A. Extension to Shallmar	Sewer Const 465					125,000	150,000	275,000
	B. Rehab Cleveland-Wilson	Sewer Const 465				325,000			325,000
4	N. 1st Harrison to Noname	Sewer Const 465			30,000	30,000			60,000
5	Smith Addn to New Well at Settlemier	Sewer CIP 461		16,000					16,000
6	Arthur - Third to Settlemier	Sewer Const 465		52,700					52,700
7	Alley - Hayes to Garfield (East of Plaza)	Sewer Const 465/I&I	40,000						40,000
8	Rehab/I & I Removal	Sewer Fund 472	10,000	20,000	20,000	20,000	20,000	20,000	110,000
9	Alley Pipe	Sewer CIP/Const	20,000						20,000
	Collections System Construction Total		70,000	298,700	50,000	400,000	220,000	520,000	1,558,700
Wastewater: Storm Drain Construction									
1	Bryan St Outfall Upgrade	Storm SDC/CIP	48,000						48,000
2	Brown Storm: Wilson - Cleveland	Storm SDC/CIP	150,000						150,000
3	Garfield-Workman-Hayes SD	Storm CIP	59,200						59,200
4	W. Lincoln: East of Cascade (500')	Storm SDC/CIP		45,000					45,000
5	Landau/Laurel Storm (to Pudding)	Storm SDC/CIP	50,000	500,000	200,000				750,000
6	Marshall Street Culvert (P3)	Storm SDC/CIP			80,000				80,000
7	North 1st & 2nd - North of Church St. (P6)	Storm SDC/CIP				95,000	95,000		190,000
8	N. Front Det. -culvert to Commerce (P2)	Storm SDC/CIP	51,000	100,000					151,000
9	Hardcastle Culvert Replacement (P1)	Storm SDC/CIP		192,000					192,000
10	Settlemier Det. & Outlet Works (P8) Ph. 1	Storm SDC	194,400						194,400
11	Settlemier Det. & Outlet Works (P8) Ph. 2	Storm SDC	200,000	200,000					400,000
12	Misc. Wetland Mitigation	Storm SDC/CIP	25,000	25,000	25,000	25,000			100,000
13	Reline Settlemier Crossing N. of Hayes	Storm SDC/CIP	20,000						20,000
14	Reclaim Channel N. of Progress Way	Storm SDC/CIP	7,000						7,000
15	3rd St @ Nuevo Amanecer - to Hwy 214	Storm SDC/CIP		26,000					26,000
16	N. 1 st & 2 nd Street - Oak Street	Storm SDC/CIP	75,000						75,000
	Storm Drain Construction Total		879,600	1,088,000	305,000	120,000	95,000	0	2,487,600
	Total Public Works CIP		6,694,195	3,724,845	4,524,596	5,152,277	3,037,000	2,070,000	25,202,913
	TOTAL CITY CIP		13,712,745	7,737,090	5,896,633	5,626,022	4,531,787	2,676,750	40,181,027

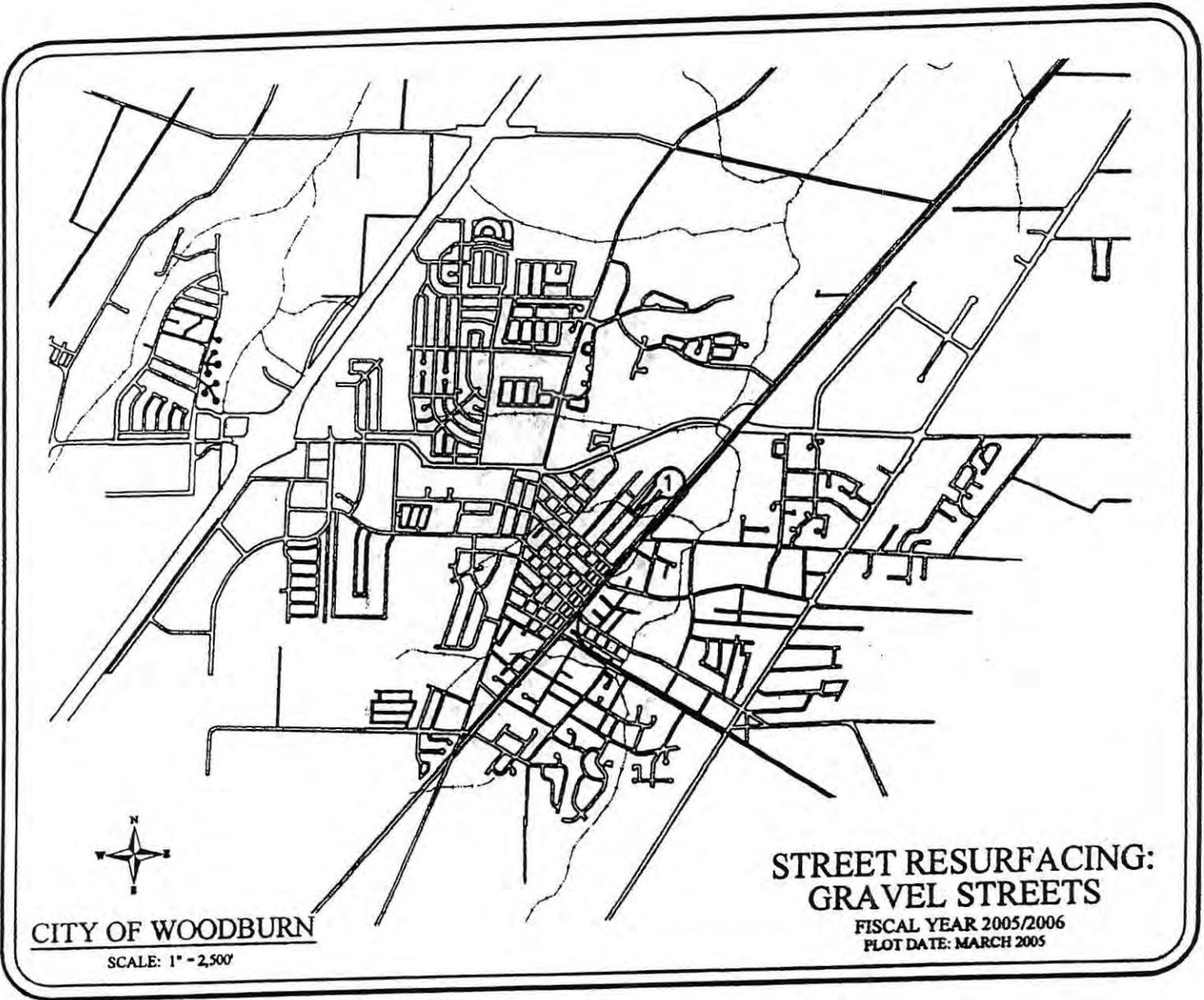
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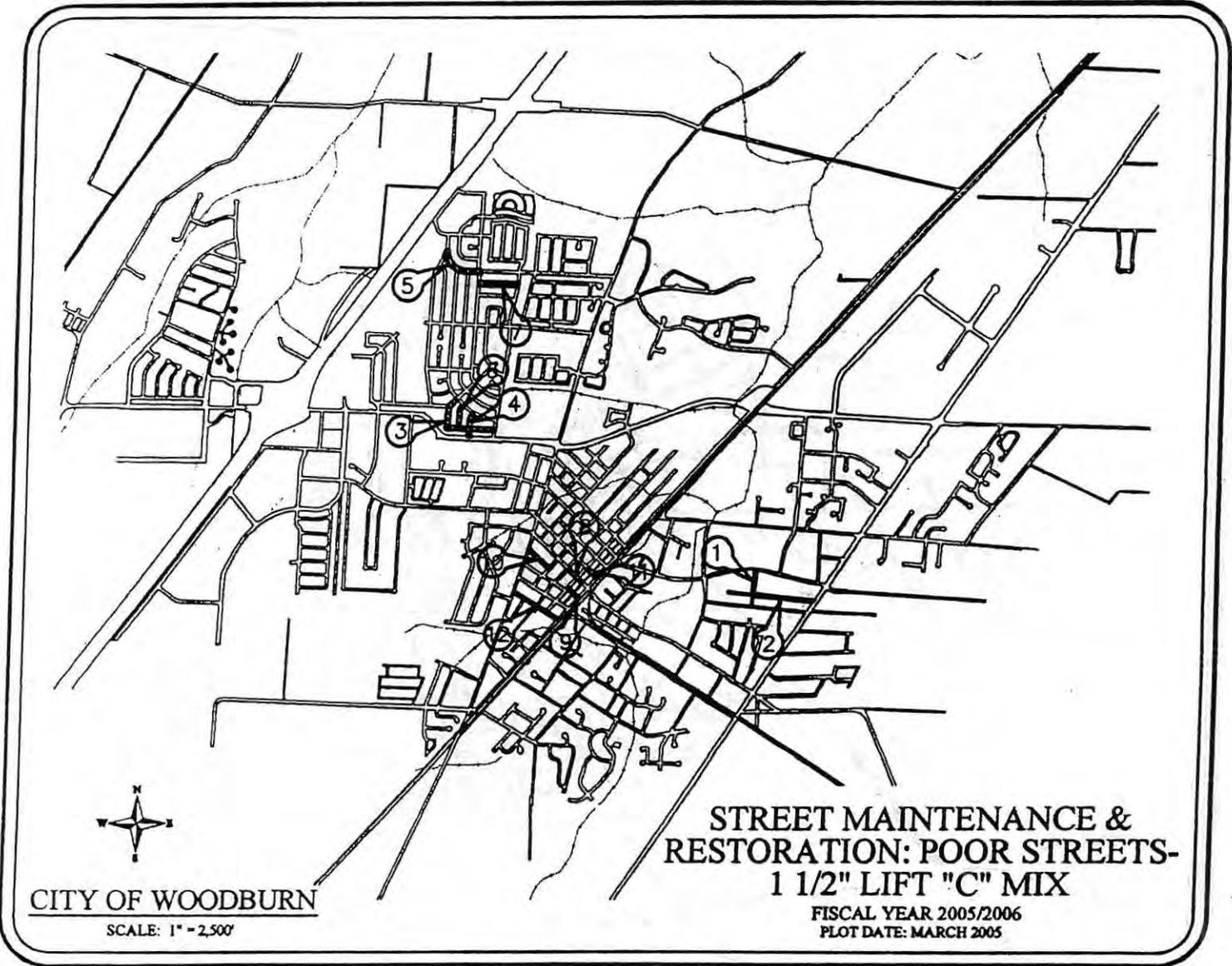
CAPITAL IMPROVEMENT PROGRAM MAPS



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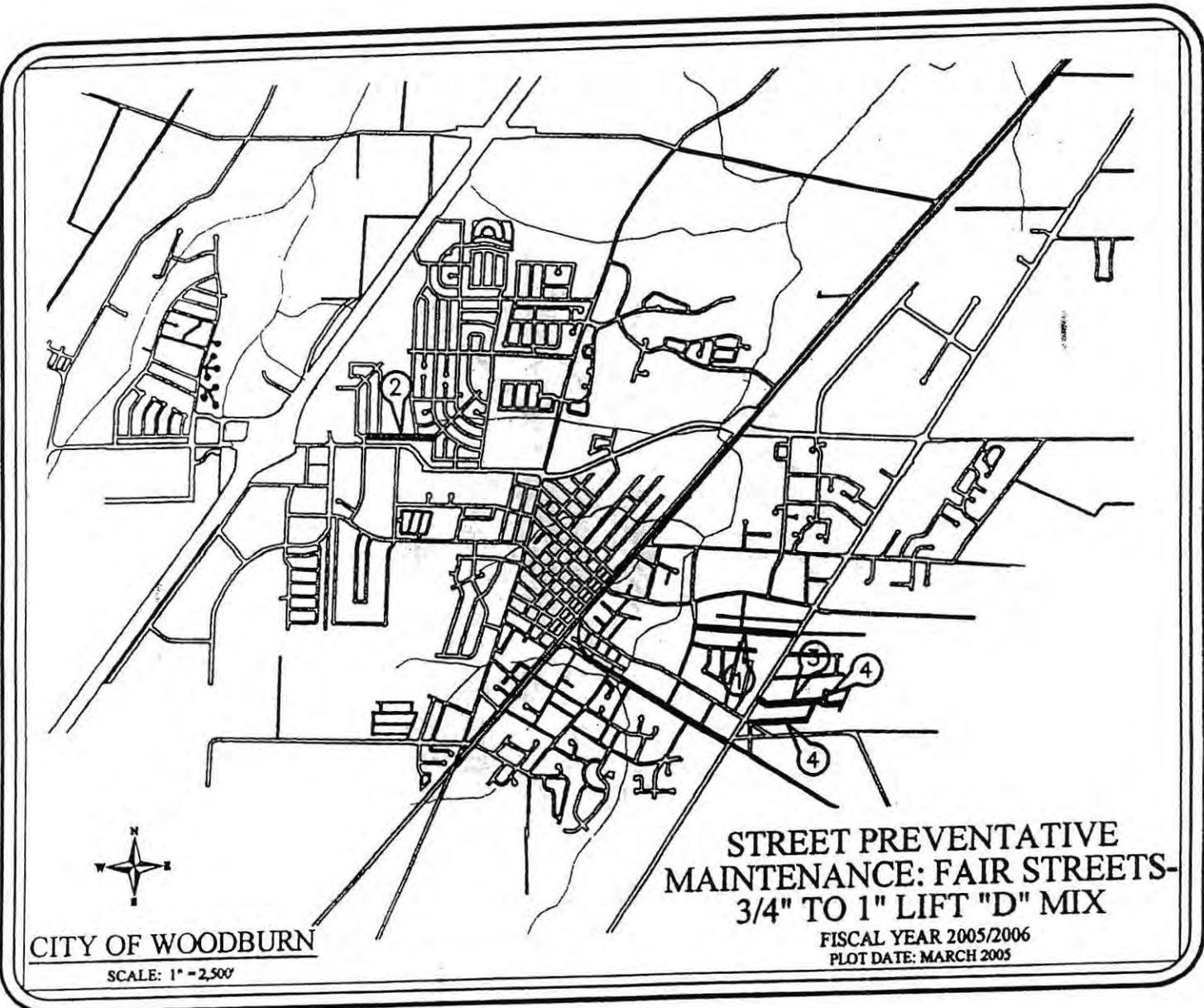


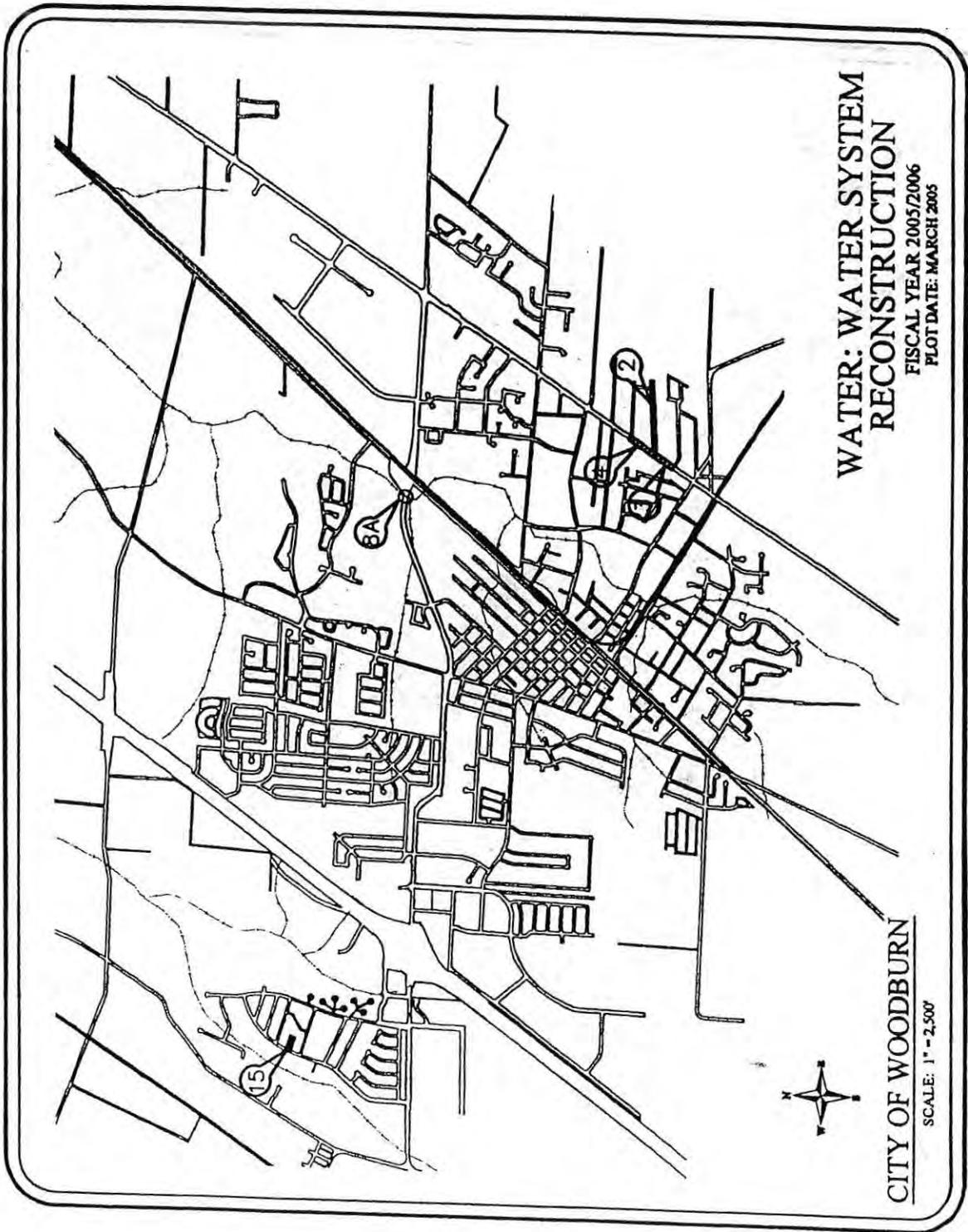
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CITY OF WOODBURN
 SCALE: 1" = 2,500'

STREET MAINTENANCE &
 RESTORATION: POOR STREETS-
 1 1/2" LIFT "C" MIX
 FISCAL YEAR 2005/2006
 PLOT DATE: MARCH 2005

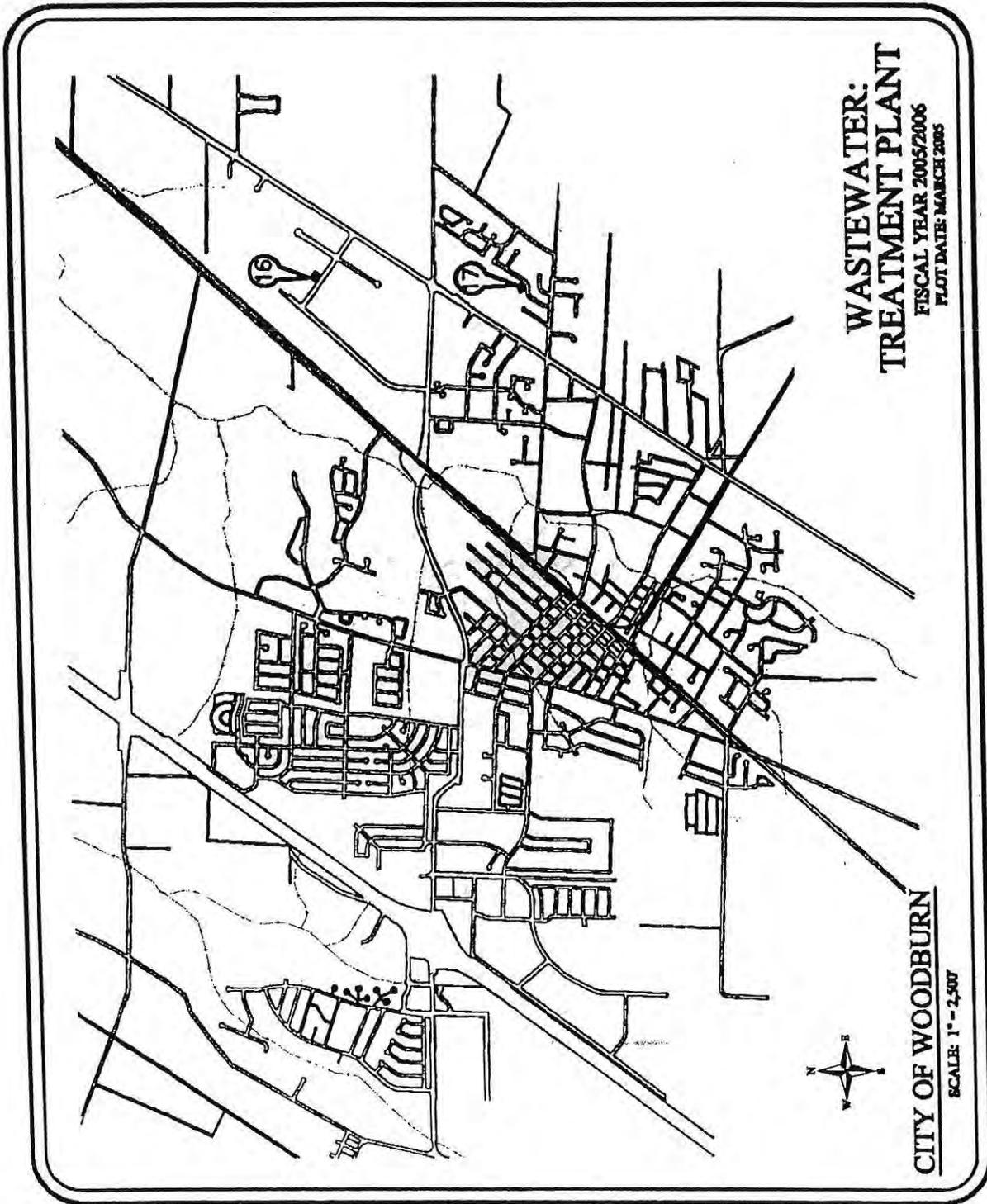




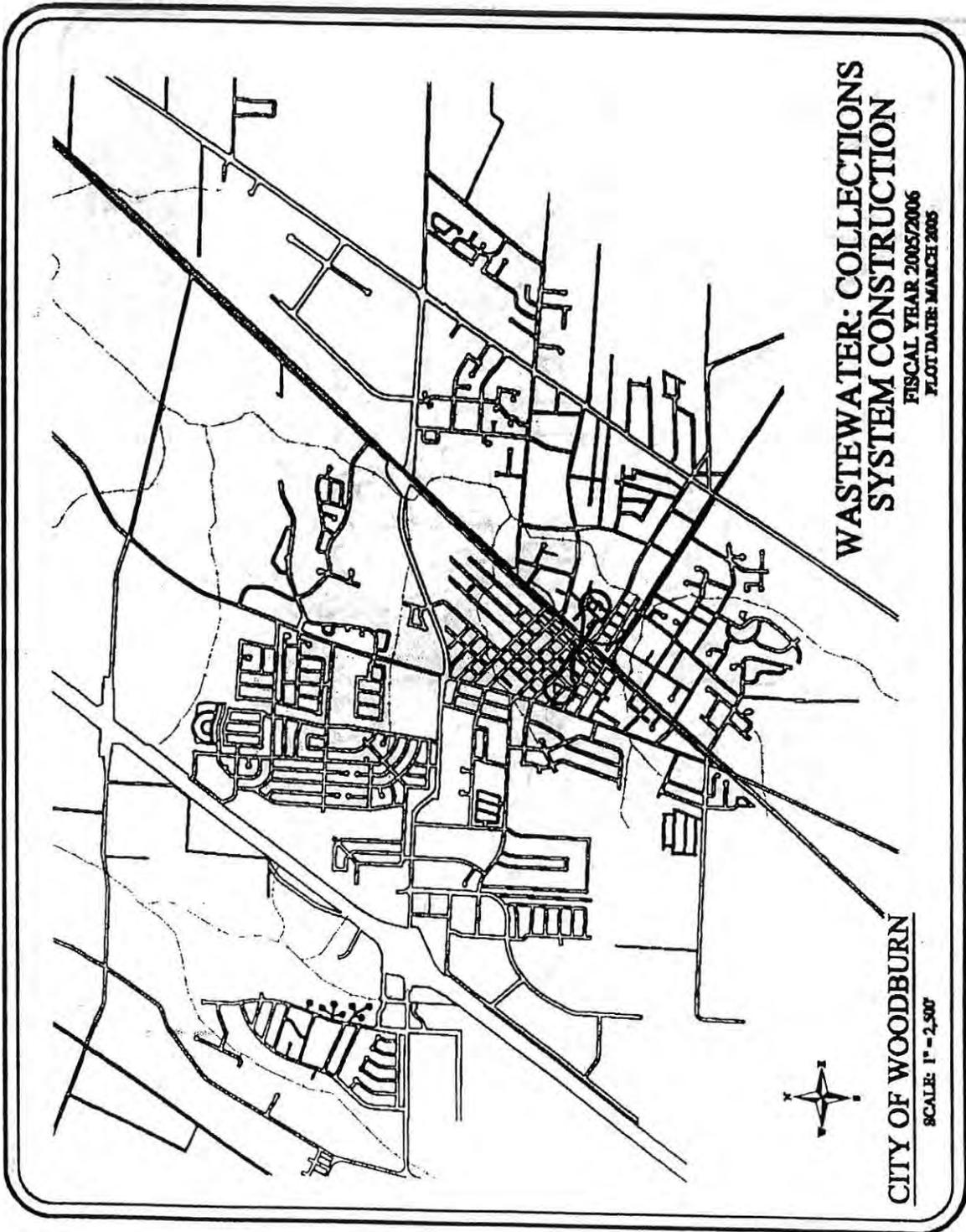
WATER: WATER SYSTEM
RECONSTRUCTION
FISCAL YEAR 2005/2006
PLOT DATE: MARCH 2005

CITY OF WOODBURN
SCALE: 1" = 2,500'

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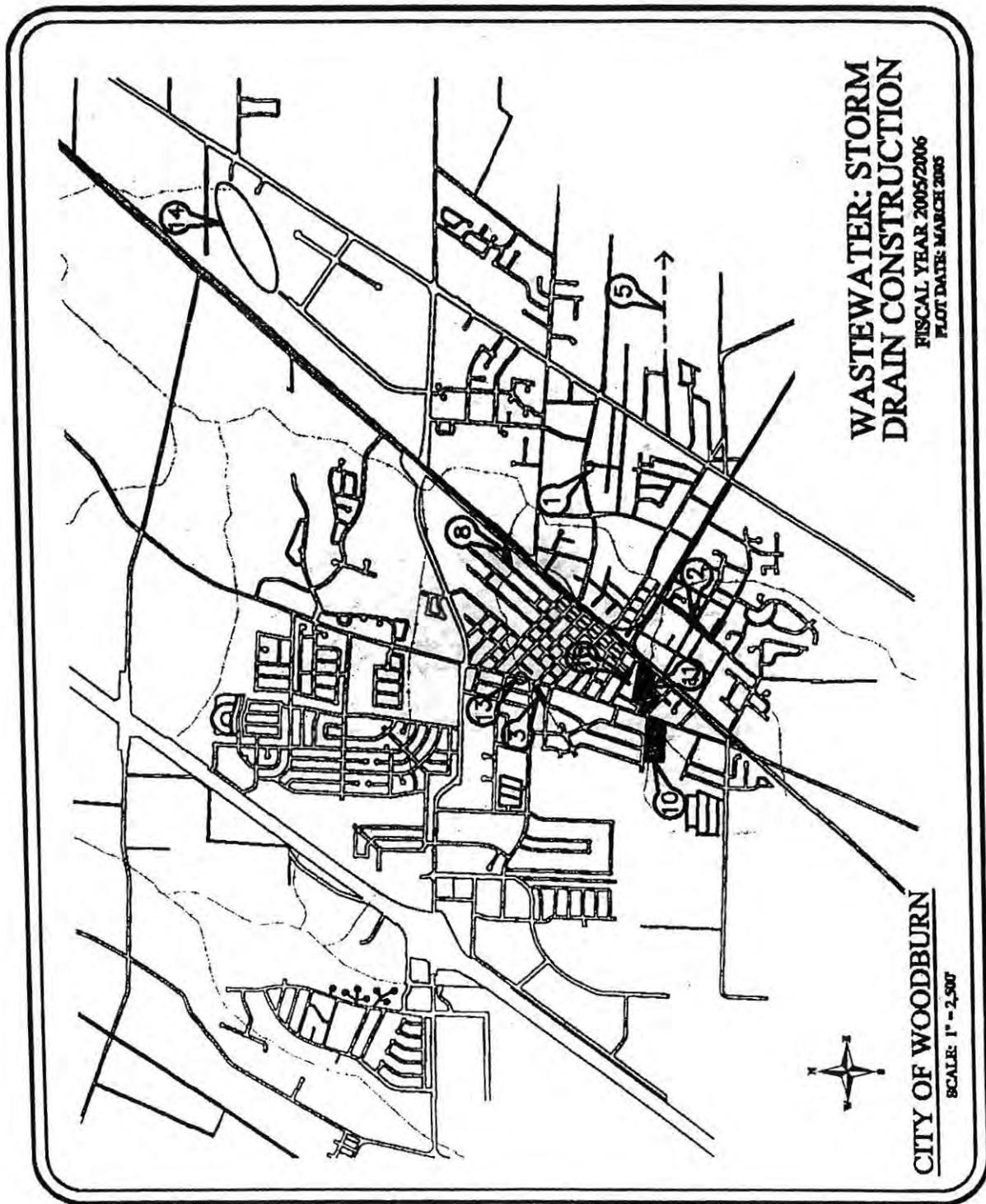


**WASTEWATER: COLLECTIONS
SYSTEM CONSTRUCTION**
FISCAL YEAR 2005/2006
PLOT DATE: MARCH 2005

CITY OF WOODBURN
SCALE: 1" = 2.50'



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**WASTEWATER: STORM
DRAIN CONSTRUCTION**

FISCAL YEAR: 2005/2006
 PLOT DATE: MARCH 2005

CITY OF WOODBURN

SCALE: 1" = 2,500'

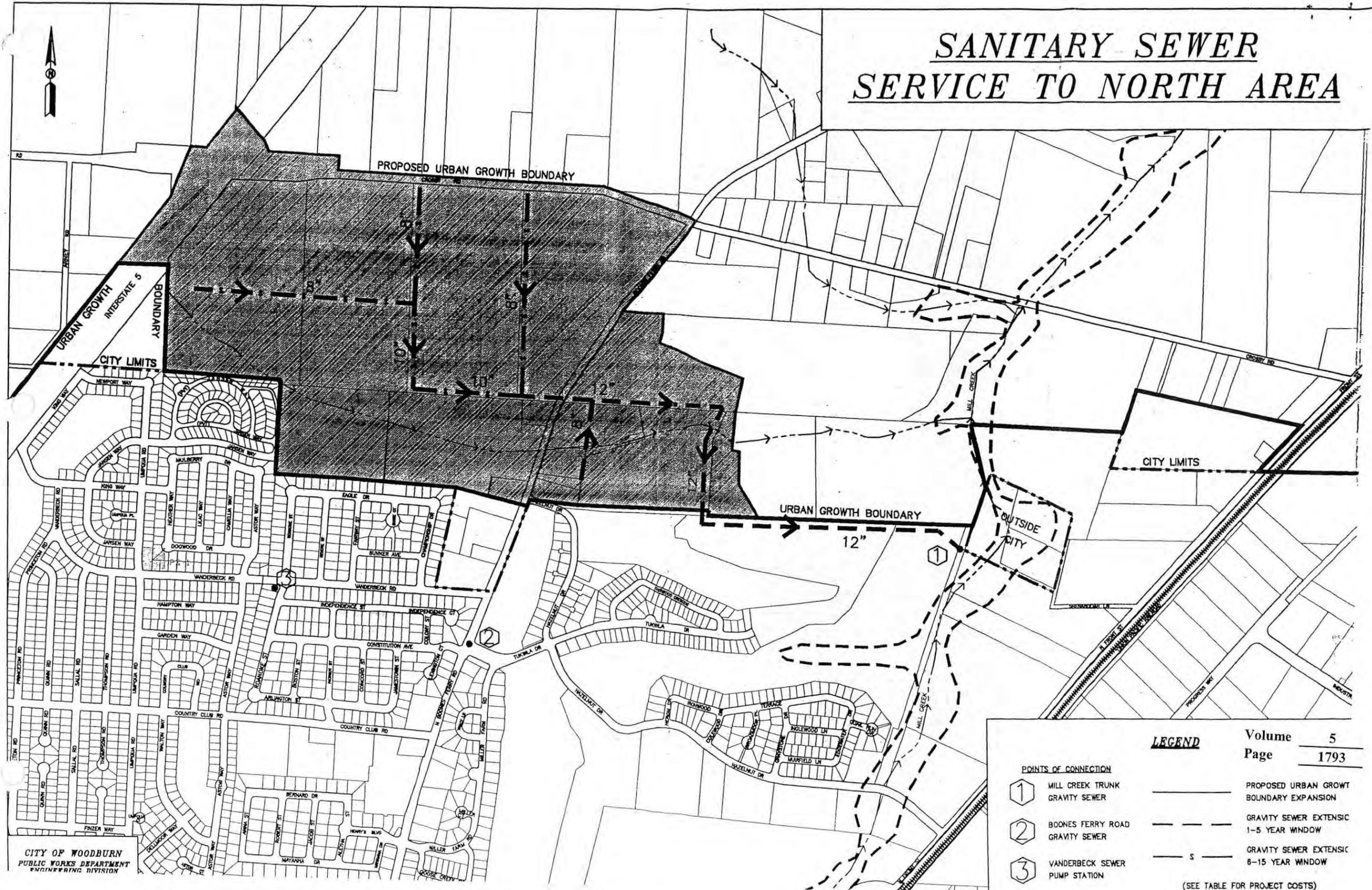
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APPENDIX B

CITY OF WOODBURN

**MAPS OF PUBLIC FACILITIES PROJECTS
TO SERVE UGB EXPANSION AREAS**

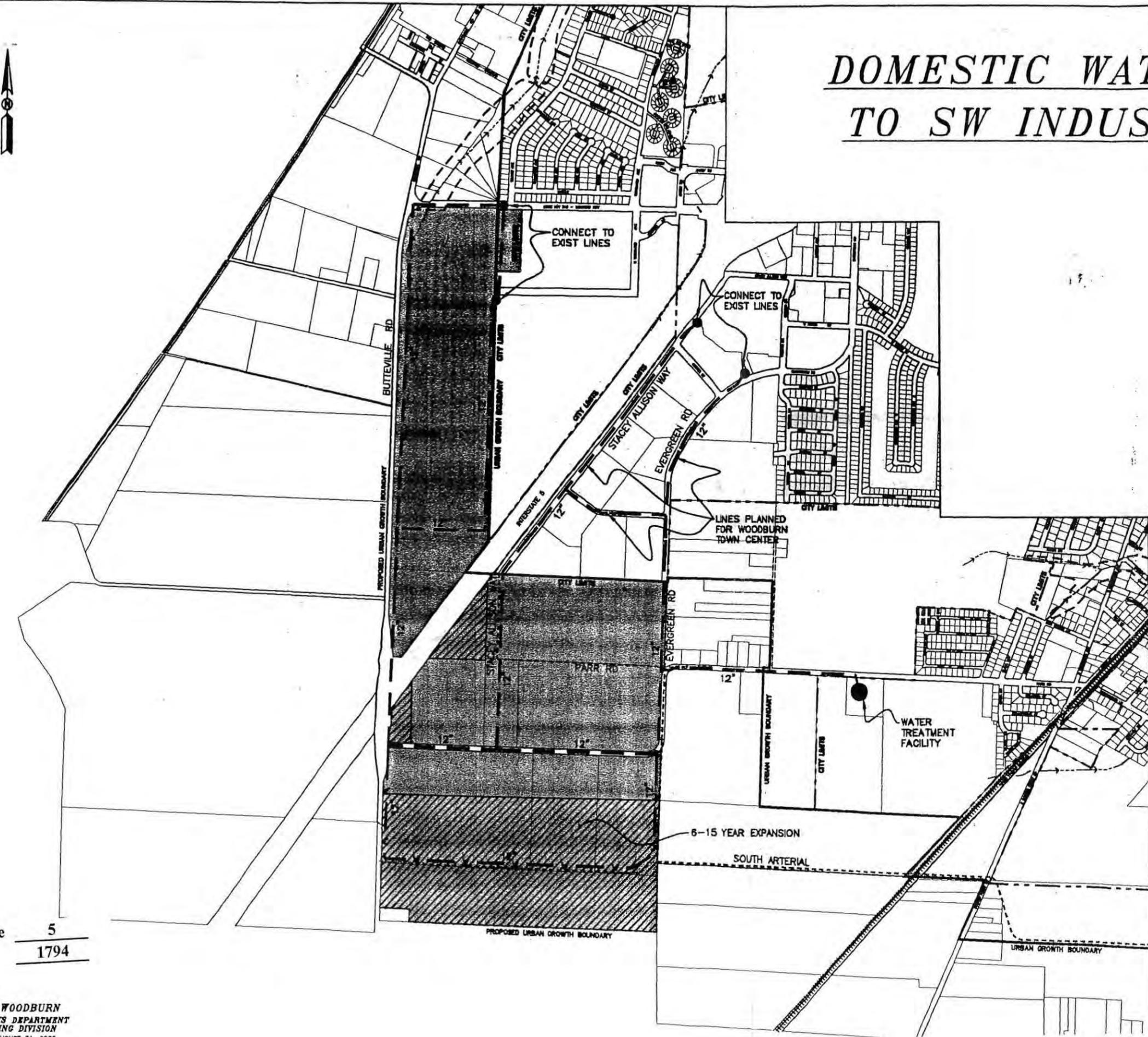
SANITARY SEWER SERVICE TO NORTH AREA



CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION

		Volume <u>5</u>
		Page <u>1793</u>
LEGEND		
POINTS OF CONNECTION		
①	MILL CREEK TRUNK GRAVITY SEWER	— — — — — PROPOSED URBAN GROWTH BOUNDARY EXPANSION
②	BOONES FERRY ROAD GRAVITY SEWER	- - - - - GRAVITY SEWER EXTENSIC 1-5 YEAR WINDOW
③	VANDERBECK SEWER PUMP STATION	— s — GRAVITY SEWER EXTENSIC 6-15 YEAR WINDOW
(SEE TABLE FOR PROJECT COSTS)		

DOMESTIC WATER SERVICE TO SW INDUSTRIAL AREA

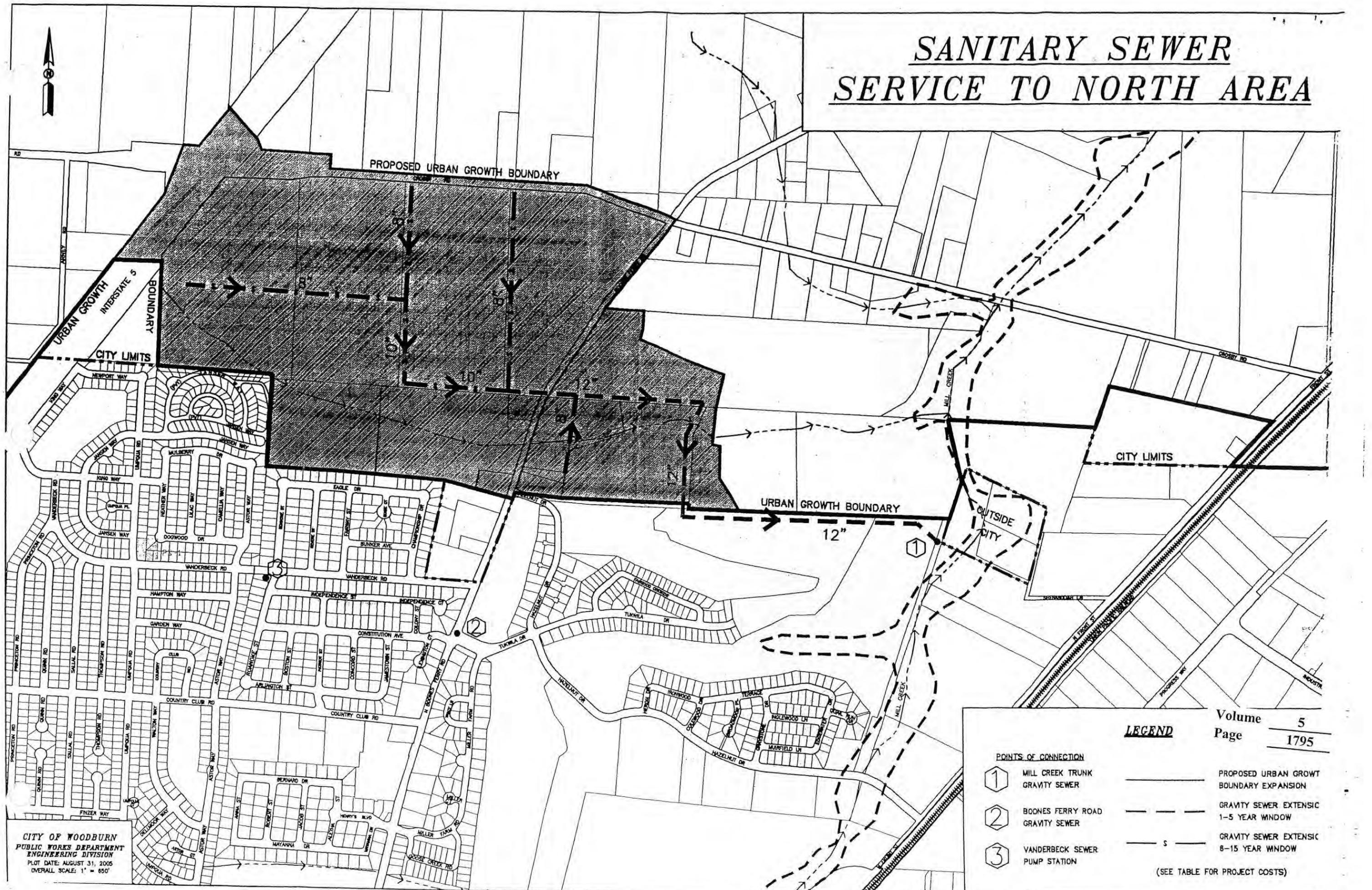


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LEGEND

- — — — — PIPES NECC. TO SERVE 0-5 YEAR WINDOW
- - - - - PIPES NECC. TO SERVE 6-15 YEAR WINDOW

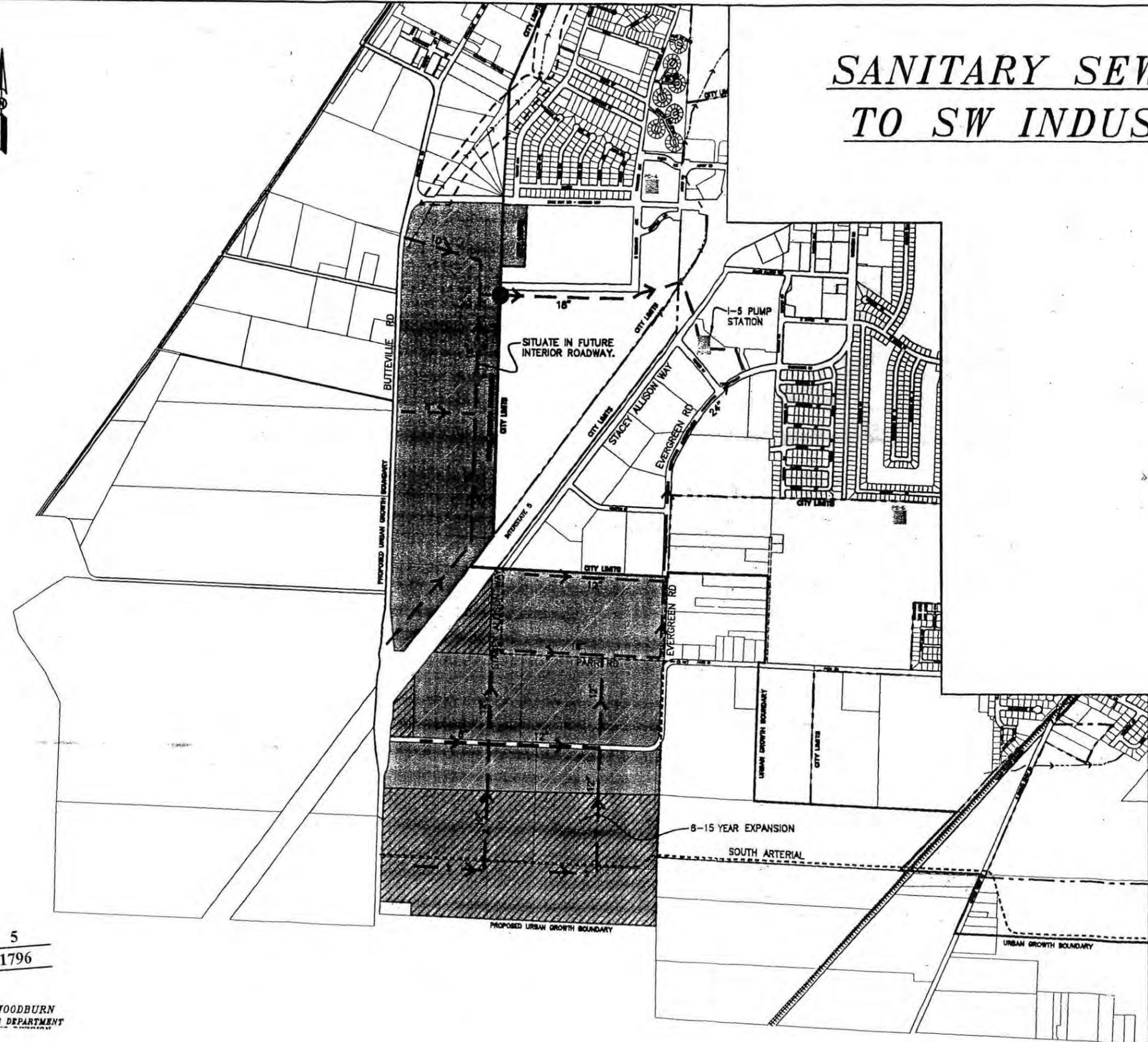
SANITARY SEWER SERVICE TO NORTH AREA



CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION
PLOT DATE: AUGUST 31, 2005
OVERALL SCALE: 1" = 850'

		Volume <u>5</u>
		Page <u>1795</u>
LEGEND		
<p>POINTS OF CONNECTION</p> <p>① MILL CREEK TRUNK GRAVITY SEWER</p> <p>② BOONES FERRY ROAD GRAVITY SEWER</p> <p>③ VANDERBECK SEWER PUMP STATION</p>	<p>— PROPOSED URBAN GROWT BOUNDARY EXPANSION</p> <p>- - - GRAVITY SEWER EXTENSIC 1-5 YEAR WINDOW</p> <p>— S — GRAVITY SEWER EXTENSIC 6-15 YEAR WINDOW</p>	<p>(SEE TABLE FOR PROJECT COSTS)</p>

SANITARY SEWER SERVICE TO SW INDUSTRIAL AREA



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CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT

LEGEND
 - - - - - PIPES NECC. TO SERVE
 0-5 YEAR WINDOW
 - - - - - PIPES NECC. TO SERVE
 6-15 YEAR WINDOW

(SEE TABLE FOR PROJECT COSTS)

DOMESTIC WATER SERVICE TO NORTH AREA



PROPOSED URBAN GROWTH BOUNDARY

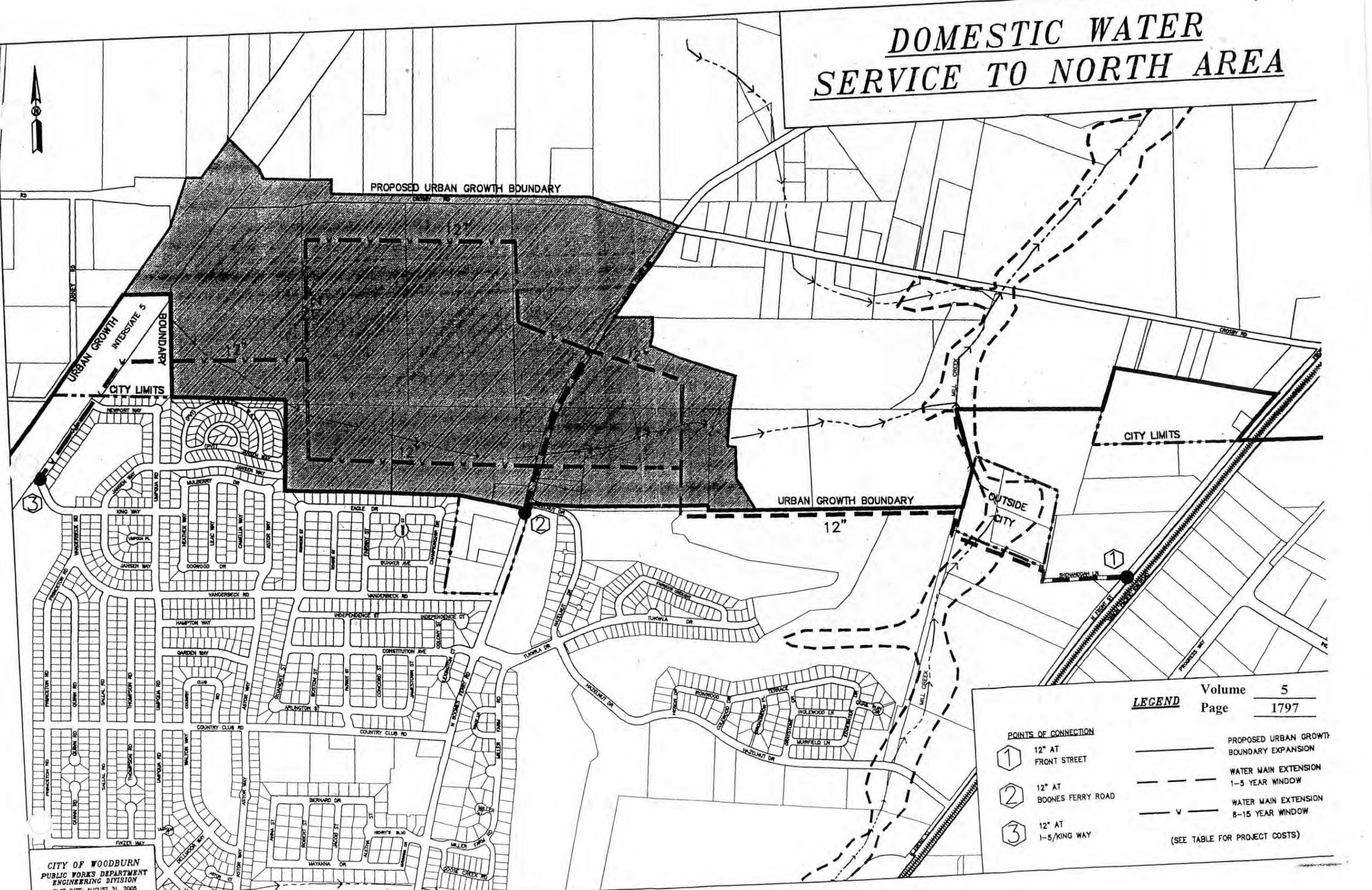
URBAN GROWTH INTERSTATE 5 BOUNDARY
CITY LIMITS

URBAN GROWTH BOUNDARY

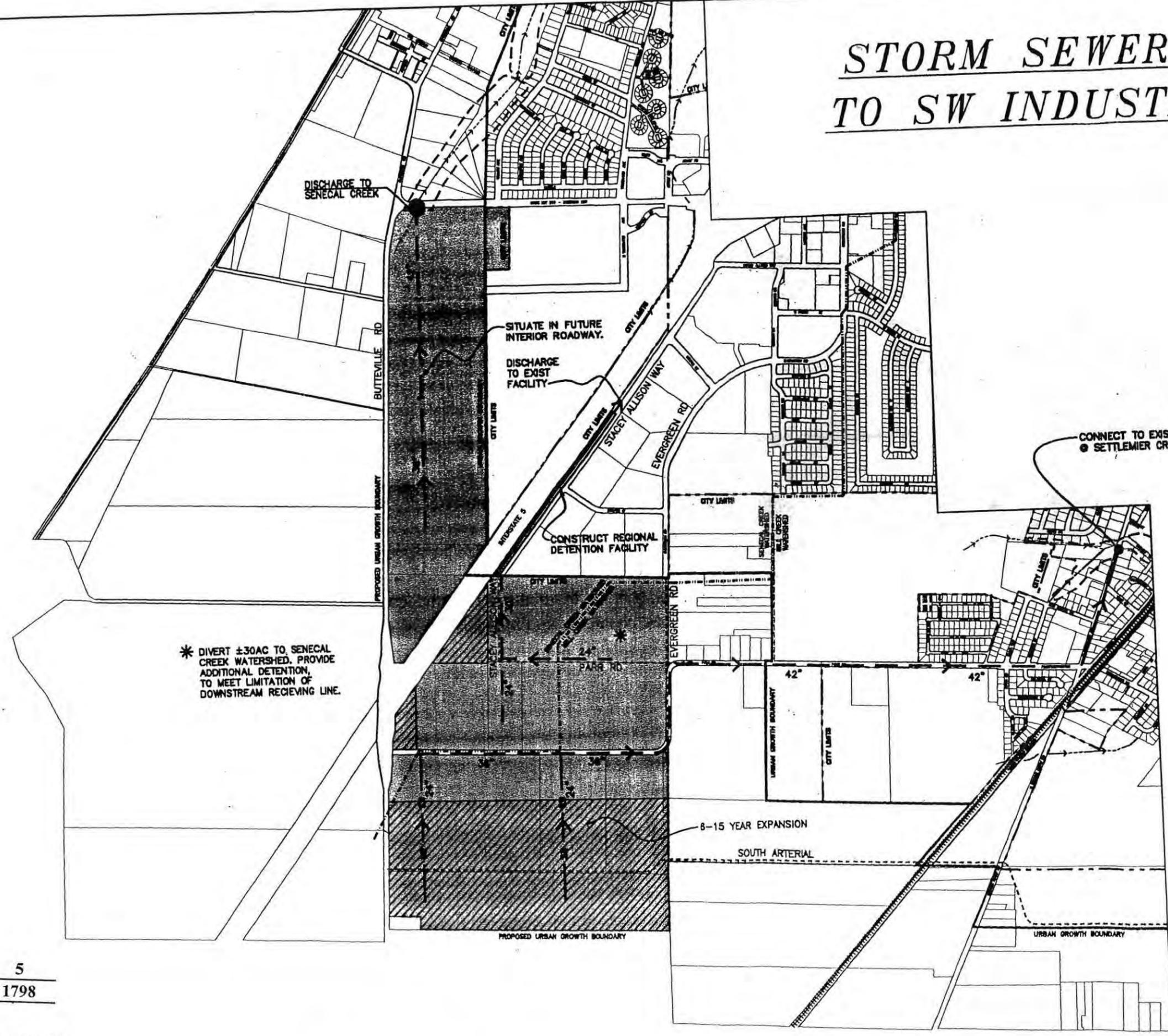
CITY LIMITS

		Volume <u>5</u>
		Page <u>1797</u>
LEGEND		
<p>POINTS OF CONNECTION</p> <p>① 12" AT FRONT STREET</p> <p>② 12" AT BOONES FERRY ROAD</p> <p>③ 12" AT I-5/KING WAY</p>	<p>— PROPOSED URBAN GROWTH BOUNDARY EXPANSION</p> <p>- - - WATER MAIN EXTENSION 1-5 YEAR WINDOW</p> <p>- v - WATER MAIN EXTENSION 8-15 YEAR WINDOW</p>	<p>(SEE TABLE FOR PROJECT COSTS)</p>

CITY OF WOODBURN
PUBLIC WORKS DEPARTMENT
ENGINEERING DIVISION
PLOT DATE: AUGUST 31, 2005
OVERALL SCALE: 1" = 850'



STORM SEWER SERVICE TO SW INDUSTRIAL AREA



* DIVERT ±30AC TO SENECA CREEK WATERSHED. PROVIDE ADDITIONAL DETENTION, TO MEET LIMITATION OF DOWNSTREAM RECEIVING LINE.

LEGEND

- BASIN BOUNDARY
 - PIPES NECC. TO SERVE 0-5 YEAR WINDOW
 - SD --- PIPES NECC. TO SERVE 6-15 YEAR WINDOW
- (SEE TABLE FOR PROJECT COSTS)

APPENDIX C

CITY OF WOODBURN

**ANALYSIS OF PUBLIC FACILITIES
TO SERVE UGB STUDY AREAS**

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REGION No. 1

GENERAL:

- Approximately 655 AC total areas. For evaluation purposes, this region was divided into 360 AC of Residential and 240 AC of Commercial/Industrial, 55 acres have been excluded from the total for flood plain riparian areas.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.93 MGD).
- Estimated cost of construction of distribution infrastructure is \$4.48 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would be expected to require construction of a new lift station in the Northern most point at an estimated cost of \$600,000.
- The new lift station would then require a new gravity line to Boones Ferry Road at an estimated cost of \$400,000.
- Estimated new collections systems cost is \$5.10 million and will generate an approximate load of 1.05 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area, approximate 300 cfs.
- Estimated new collections systems cost is \$4.17 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$4,480,000
Sanitary Sewer	\$6,100,000
Storm Sewer	<u>\$4,170,000</u>
Total	\$14,750,000

REGION No. 2

GENERAL:

- Approximately 675 AC total area. For evaluation purposes this region was divided into 440 AC of Residential and 210 AC of Commercial/Industrial. *25 acres have been excluded from the total for flood plain riparian areas.*
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1300LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$180,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (3.3 MGD).
- Estimated cost of construction of distribution infrastructure is \$5.02 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at the North end of Boones Ferry Rd *and/or the Mill Creek Interceptor.*
- From the Boones Ferry Rd. connection point, approximately 4000 LF of collector will have to upsized to the Goose Cr. connection of the parallel westerly reliever at a cost of \$500,000.
- Estimated new collections systems cost is \$5.78 million and will generate an approximate load of 1.19 cfs
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to upper Mill Cr. to service this area, approximately 325 cfs.
- Estimated new collections systems cost is \$4.17 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 5,200,000
Sanitary Sewer	\$ 6,280,000
Storm Sewer	<u>\$ 4,170,000</u>
Total	\$15,650,000

REGION No. 3

GENERAL:

- Approximately 330 AC total area. For evaluation purposes this region was divided into 100 AC of Residential and 230 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 400LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$60,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.6 MGD).
- Estimated cost of construction of distribution infrastructure is \$2.09 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new gravity system to connect to the existing system at Industrial Pump Station on Industrial Way.
- From the connection point, approximately 1200 LF of collector will have to upsized to the Industrial Way Pump Station at a cost of \$265,000.
- Estimated new collections systems cost is \$2.25 million and will generate an approximate load of 0.5 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is adequate to handle outfall of only a small portion to upper Mill Cr. The bulk of the region would require construction of approximately 1400 LF of 78-inch dia. pipeline Easterly to *natural tributary* to the Pudding River at a cost of \$521,000, approximately 167 cfs.
- Estimated new collections systems cost is \$1.62 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 2,150,000
Sanitary Sewer	\$ 2,515,000
Storm Sewer	<u>\$ 2,141,000</u>
Total	<u>\$ 6,806,000</u>

REGION No. 4

GENERAL:

- Approximately 343 AC total area. For evaluation purposes this region was determined to be all Residential and no Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 1100LF of 12-inch dia. main looped to the adjacent existing system at a cost of \$154,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.88 MGD).
- Estimated cost of construction of distribution infrastructure is \$3.1 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region would require construction of a new lift station, off Hwy. 211 then a 5000 LF of force main to the WWTP at a cost of \$1.5 million.
- Estimated new collections systems cost is \$3.70 million and will generate an approximate load of 0.75 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff would, therefore, require construction of approximately 2000 LF of 78-inch dia. pipeline Easterly to the Pudding River at a cost of \$745,000, approximately 170 cfs.
- Estimated new collections systems cost is \$2.68 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 3,254,000
Sanitary Sewer	\$ 5,200,000
Storm Sewer	\$ 3,425,000
Total	\$11,879,000

REGION No. 5

GENERAL:

- Approximately 431 AC total area. For evaluation purposes this region was assigned into 431 AC of Commercial/Industrial and no Residential.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 3600LF of 12-inch dia. main looped at a cost of \$500,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.24 MGD).
- Estimated cost of construction of distribution infrastructure is \$2.20 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station in the Northwest corner of the region at an estimated cost of \$350,000.
- The new lift station would then require a new force main of approximately 4800 LF to connect to the existing gravity collection system at the Mill Cr. trunk line off of Cleveland St. at an estimated cost of \$750,000.
- Estimated new collections systems cost is \$2.16 million and will generate an approximate load of 0.50 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage is inadequate to handle outfall. Runoff, therefore, requires construction of approximately 4500 LF of 84-inch dia. pipeline Easterly to the Pudding River at a cost of \$2.0 million, approximately 216 cfs.
- Estimated new collections systems cost is \$1.55 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

Cost Estimate Summary:

Water Improvements	\$ 2,700,000
Sanitary Sewer	\$ 3,260,000
Storm Sewer	\$ 3,150,000
Total	\$ 9,110,000

REGION No. 6

GENERAL:

- Approximately 191AC total area. For evaluation purposes this region was assigned into 189 AC of Residential and no Commercial/Industrial, 2 acres have been excluded from the total for flood plain riparian areas.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 5000LF of 12-inch dia. main looped at a cost of \$600,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (1.09 MGD).
- Estimated cost of construction of distribution infrastructure is \$1.7 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of a new lift station along the Southerly finger of Mill Cr. and behind Shalimar trailer park at a cost of \$350,000.
- The new lift station would then require a new force main of approximately 1800 LF to connect to the existing gravity collection system at Bridlewood Ln. and Brown St. at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$2.04 million and will generate an approximate load of 0.40 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to South Mill Cr. to service this area, approximately 95 cfs.
- Estimated new collections systems cost is \$1.47 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 2,300,000
Sanitary Sewer	\$ 2,640,000
Storm Sewer	<u>\$ 1,470,000</u>
Total	\$ 6,410,000

REGION No. 7

GENERAL:

- Approximately 510 AC total area. For evaluation purposes this region was divided into 380 AC of Residential and 130 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system will require extension of the existing distribution system by approximately 6100 LF of 12-inch dia. main looped at a cost of \$700,000.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (2.87 MGD).
- Estimated cost of construction of distribution infrastructure is \$4.1 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- This region will require construction of 1000 LF of new gravity sewer line to connect to the existing system at the South end of Harvard St. at a cost of \$80,000.
- The existing gravity collection system at Harvard St. would require being upsized for approximately 3300 LF to I-5 pump station at an estimated cost of \$250,000.
- Estimated new collections systems cost is \$4.77 million and will generate an approximate load of 1.0 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of Parr Rd. and require upsizing the existing collector to a 84-inch dia. line at a cost of \$1.7 Million, approximately 255 cfs.
- Estimated new collections systems cost is \$3.44 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$ 4,790,000
Sanitary Sewer	\$ 5,100,000
Storm Sewer	<u>\$ 5,140,000</u>
Total	<u>\$15,030,000</u>

REGION No. 8

GENERAL:

- Approximately 755 AC total area. For evaluation purposes this region was divided into 457 AC of Residential and 298 AC of Commercial/Industrial.
- Flow rates for water; sewer and storm distribution and collection systems are based on zoning densities appropriate to the assigned land use and Master Plan consumption/contribution rates.
- When and where practical topographic geography was considered in gravity systems.
- This region was analyzed independent of other proposed regions.
- The analysis is based on all CIP projects, identified in the current Master Plan Documents, have been completed.

WATER DISTRIBUTION SYSTEM:

- A new distribution system can be looped to the adjacent existing system without requiring any additional distribution line between systems.
- Flow rates were based upon Master Plan use rates per capita and 2-hour fire durations (3.5 MGD).
- Estimated cost of construction of distribution infrastructure is \$5.62 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

SANITARY SEWER SYSTEM:

- A new collection system would connect to the existing system on the West end of S. Woodland Ave. flowing to I-5 pump station.
- Existing collector would require upsizing to a 24-inch dia. line at a cost of \$250,00.
- Estimated new collections systems cost is \$6.42 million and will generate an approximate load of 1.32 cfs.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

STORM SEWER SYSTEM:

- Natural drainage appears adequate to handle outfall(s) to both fingers of Senecal Cr. to service this area. Approximately 375 cfs.
- Estimated new collections systems cost is \$4.63 million.
- Analysis indicates the existing system (i.e. current 2004 service area) will support the improvements, estimated costs are shown below in the summary.

COST ESTIMATE SUMMARY:

Water Improvements	\$5,620,000
Sanitary Sewer	\$6,670,000
Storm Sewer	<u>\$4,630,000</u>
Total	\$16,920,000

COUNCIL BILL NO. 2588

RESOLUTION NO. 1806

A RESOLUTION COMPLETING A PORTION OF CITY OF WOODBURN PERIODIC REVIEW WORK TASK 9 BY ENTERING INTO AN URBAN GROWTH BOUNDARY COORDINATION AGREEMENT WITH MARION COUNTY.

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. Findings. The City of Woodburn makes the following legislative findings:

A. The City of Woodburn (the "City") and Marion County (the "County") previously entered an Urban Growth Boundary Agreement (the "UGB Agreement") to coordinate establishment of the City's urban growth boundary.

B. The UGB Agreement contains coordination policies and procedures applying to urban growth boundary amendments, City and County comprehensive plan amendments within the urban growth area, and land use decisions in the urban growth area surrounding the City.

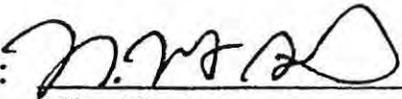
C. The City's Periodic Work Program, Work Task 9, requires the City to review and update, as necessary, the UGB Agreement with Marion County.

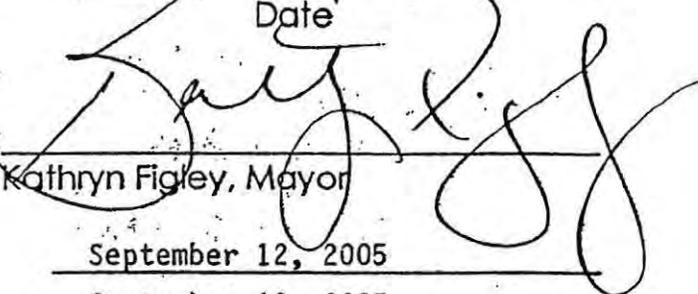
D. The City Council, by passing this resolution, is acting to complete a portion of Work Task 9 under the Periodic Review Process.

E. The City and County have worked for several months to share information and coordinate with each other so that the governing bodies of both entities are prepared to enter into a new Urban Growth Boundary Coordination Agreement.

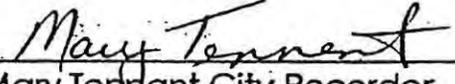
Section 2. Adoption. Based upon the above legislative findings and in order to complete a portion of Periodic Review Work Task 9, the City of Woodburn enters into the Urban Growth Boundary Coordination Agreement with Marion County, which is affixed hereto as Attachment "A" and by this reference incorporated herein.

Section 3. Execution. That the Mayor is authorized to execute said agreement on behalf of the City.

Approved as to form:  9/9/2005
City Attorney Date

Approved: 
Kathryn Figley, Mayor

Passed by the Council September 12, 2005
Submitted to the Mayor September 13, 2005
Approved by the Mayor September 14, 2005
Filed in the Office of the Recorder September 14, 2005

ATTEST: 
Mary Tennant City Recorder
City of Woodburn, Oregon

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**CITY OF WOODBURN/MARION COUNTY
URBAN GROWTH BOUNDARY COORDINATION AGREEMENT**

This Agreement made and entered into this 5TH day of OCTOBER, 2005, by and between the City of Woodburn, a municipal corporation, hereinafter called "City" and Marion County, a political subdivision of the State of Oregon, hereinafter called "County."

WITNESSETH:

WHEREAS, IT APPEARING to the City and County that ORS Chapter 197 and the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 14 (Urbanization) required that an urban growth boundary (UGB) be established around each incorporated city in the State of Oregon, and that the "establishment and change of the boundary shall be a cooperative process between a City and the County or counties that surround it"; and

WHEREAS, pursuant to the above noted statutory duty and Goal 14, and the authority granted by ORS Chapter 190 concerning intergovernmental agreements, City and County have adopted an urban growth boundary, coordination policies and procedures for amending the UGB and for revising the City and County comprehensive plans within the UGB and outside the City limits, and a coordination process for county land division and land use decisions within the urban growth area (UGA) surrounding the City of Woodburn; and

WHEREAS, the intent of the urban growth program for the City is as follows:

1. Promote the orderly and efficient conversion of land from Rural/Resource uses to urban uses within the UGA.
2. Reduce potential conflicts with resource lands.
3. Promote the retention of lands in resource production in the urban growth boundary until provided with urban services and developed.
4. Coordinate growth in accordance with the Woodburn Comprehensive Plan and the Marion County Comprehensive Plan.

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NOW, THEREFORE, the City and County adopt the following coordination and revision procedures and policies that, along with the policies of the Woodburn Comprehensive Plan, shall serve as the basis for land use decisions within the UGA (i.e., the area between the city limits of Woodburn and the urban growth boundary (UGB)). It is the intent of the parties that the boundary and coordination policies and procedures expressed in this agreement shall be consistent with Oregon State Laws, the Marion County Comprehensive Plan and the Woodburn Comprehensive Plan.

I. COORDINATION POLICIES AND PROCEDURES

1. The County shall retain responsibility for regulating land use on lands within the UGA until such lands are annexed by the City. The City and County identify the UGA as urbanizable and available over time for urban development.
2. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the UGA. The County shall forward land use activities being considered within the UGA by the County to the City for comments and recommendations. The City shall respond within twenty (20) days, unless the City requests and the County grants an extension.
3. 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 (20) 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.
4. All land use actions within the UGA shall be consistent with the Woodburn Comprehensive Plan and the County's land use regulations.
5. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the Woodburn Comprehensive Plan that apply to the UGA.
6. The area outside the UGB shall be maintained in rural and resource uses consistent with Statewide Planning Goals.
7. The City and County shall promote logical and orderly development within the UGA in a cost effective manner. The County shall not allow uses requiring a public facility provided by the City within the UGA prior to annexation to the City unless agreed to in writing by the City.

8. City sewer and water facilities shall not be extended beyond the UGB, except as may be agreed to in writing by the City and County, consistent with Oregon Administrative Rules, the Woodburn Comprehensive Plan and the Marion County Comprehensive Plan.
9. Conversion of land within the UGA to urban uses shall occur upon annexation and be based on a consideration of applicable annexation policies in the Woodburn Comprehensive Plan.
10. The City shall discourage the extension of public facilities into the UGA without annexation. However, if the extension of public facilities into the UGA is necessary because of an emergency, health hazard or the City determines it is otherwise desirable, the facilities may be extended subject to terms and conditions contained in a service contract between the City and the property owner.
11. Pursuant to OAR 660-011-0045, the City is the designated provider of public water, sanitary sewer and stormwater facilities within the UGB and is responsible for preparing the public facilities plan within the UGB. This designation does not obligate the City to provide services to any properties that are not annexed.

II. AMENDMENTS TO THE URBAN GROWTH BOUNDARY (UGB) AND THE URBAN GROWTH AREA (UGA)

The UGB and plan designations applicable to land within the UGA shall be reviewed by the City and County as required by the Land Conservation and Development Commission (LCDC) under their periodic review rules or as the City updates its comprehensive plan where County concurrence is necessary. These, and any other amendments to the Plan, UGB or zoning in the UGA shall be reviewed and approved in the manner provided below.

1. City initiated Comprehensive Plan amendments for lands in the UGA and proposed UGB amendments.
 - A. Upon receipt of notice of periodic review, the City shall review its Comprehensive Plan to determine if it needs updating. The City may also propose comprehensive plan amendments, including UGB amendments, at times other than specified by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The City shall develop proposed amendments and forward them together with all exhibits, findings of fact, and conclusions of law regarding the amendments to the County for review and comments at least 20 days before the City's initial evidentiary public hearing.

The City shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

The City shall hold one or more Planning Commission and one or more City Council hearings. Upon conclusion of its deliberations, if the City Council concludes it will approve the proposed amendment(s), it shall adopt an ordinance with findings of fact and conclusions of law supporting the Council's decision.

- B. After adopting the ordinance, the City shall forward the proposed amendments to the County for hearing along with any comments from DLCD or other interested parties received by the City. Within 90 days after the date the City provides its ordinance along with all supporting studies, exhibits, comments and findings of fact and conclusions of law to the County, the County shall hold a public hearing on the City's proposal. If the County decides to reject the proposal or wishes to propose modifications, either party may request a joint meeting to resolve differences.
- C. Upon concurrence by the County, the County shall adopt the amendments by ordinance.

2. County initiated Comprehensive Plan Amendments within the UGA or Amendments to the UGB.

- A. Upon receipt of notice of periodic review, the County shall review its Comprehensive Plan to determine if it needs updating. The County may also propose amendments at times other than specified in the Plan or by the Land Conservation and Development Commission (LCDC) Periodic Review Order.

The County shall develop proposed amendments and forward them together with all exhibits, findings of fact and conclusions of law regarding the amendments to the City for review and comments at least 20 days before the County's initial evidentiary public hearing. Within 90 days after the County provides the proposed amendments to the City, the City shall schedule at least one public hearing by the City Planning Commission. The County shall be responsible for providing necessary notice of amendments to the Department of Land Conservation and Development (DLCD).

B. The City Planning Commission shall hold one or more public hearings. After the Planning Commission has concluded its hearing(s), it shall make a recommendation to the City Council. The City Council and the County Board of Commissioners shall each hold a public hearing or may jointly conduct one or more public hearings. The two governing bodies may deliberate together on the proposed amendment(s). At the conclusion of those deliberations, if the conclusion is to approve the proposed amendment(s), the City Council and the Board of Commissioners shall each adopt an ordinance to amend their respective comprehensive plans accompanied by agreed upon findings of fact and conclusions of law.

3. County Zoning Amendments in UGA. Whenever the County proposes an amendment to its zoning map or regulations for lands within the UGA, the County shall provide notice and request for comments on the proposed amendment to the City at least 20 days before the County's initial evidentiary public hearing.
4. In amending the UGB, the city limits or their respective comprehensive plans, the City and County shall follow all procedures as required by Oregon State Law. In the case of an amendment to the UGB, the governing bodies shall base the amendment on consideration of Goal 14 (Urbanization), applicable planning statutes and Administrative Rules.

III. ADMINISTRATION OF ZONING AND SUBDIVISION REGULATIONS

In making land use decisions within the UGA, the City and County agree to the following:

1. The County shall provide notice and request for comments on conditional uses, variances, adjustments, land divisions, property line adjustments and administrative reviews within the UGA to the City at least 20 days before the County's initial evidentiary hearing or land use decision when no hearing is held. The County shall provide the City a notice of decision for all such applications in the UGA when requested by the City.
2. Applications for uses permitted outright in the applicable county zone including ministerial actions will not involve any notice or request for comments to the City.
3. The County shall, to the extent feasible, require City development standards for development within the UGA, including dedication of additional right-of-way or application of special street setbacks when requested by the City. The County shall, to the extent feasible, require

compliance with City development standards, in lieu of County standards if the development is other than a single-family dwelling.

4. For development approved under (1) or (2), if public sewer and water facilities or city limits are located within 300 feet of the subject property, the County shall require that the development connect to the facilities unless use of wells or other means are allowed in writing by the City. The City will require any property connecting to City sanitary sewer or water facilities to annex to the City. The City shall provide the County information about the location of public sewer and water. The County may approve development of permitted uses on properties more than 300 feet from the city limits, or from a public sewer or water facility using wells and DEQ approved wastewater disposal systems.
5. If a proposed use is not specifically identified in the Marion County Urban Zoning Ordinance (MCUZO), and the County is proposing an interpretation classifying the use as permitted in the applicable zone under the interpretation provisions of the MCUZO, the County shall give the City an opportunity to comment before the County makes a final land use decision.

IV. MARION COUNTY URBAN GROWTH MANAGEMENT FRAMEWORK

The Coordination Agreement between a city and the County is required to be consistent with the Urban Growth Management Framework of the Marion County Comprehensive Plan. The Framework provides guidelines a city may choose to follow when coordinating urban growth boundary needs with the County. The decision on how to use any applicable coordination guidelines of the Framework is up to a city and there can be several approaches taken by cities to coordinate planning efforts with the County consistent with the Framework.

To facilitate coordination between the City and County, the Woodburn Comprehensive Plan has been amended to incorporate applicable policies and guidelines found in the Marion County Urban Growth Management Plan. The City shall consider applicable Woodburn Comprehensive Plan policies and guidelines when making land use decisions within the UGA.

V. AREA OF MUTUAL CONCERN (AMC)

The area of land identified in Exhibit "A", attached to this agreement, lies outside the Woodburn UGB and shall be known as the Area of Mutual Concern (AMC). Land use decisions within this area may have a significant impact on future growth plans of the City of Woodburn. The County recognizes this interest and agrees to coordinate with the City as follows:

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1. The County shall retain responsibility for land use decisions and actions concerning and affecting lands within the AMC.
2. The County shall provide notice and request for comments of pending land use actions within the AMC to the City at least 20 days before the initial evidentiary hearing or land use decision when no public hearing is held. Where the first scheduled action on a proposal is a public hearing and the City responds in writing within 10 days requesting additional time in which to review the proposal, the City's time for submitting comments may be extended until the next regularly scheduled hearing before that body. If no additional hearing is involved, the City shall be allowed an additional 10 days to submit comments.
3. The County shall discourage development that would preclude future redevelopment and urbanization of the area. The County shall encourage applicants for land divisions to submit plans for the efficient future re-division of the land to urban densities.
4. The County shall send notice of land use decisions within the AMC to the City when requested by the City, when such decisions are issued. Applicable appeal periods set by County ordinance or State statute shall apply to such decisions.
5. The County shall send notice of public hearings to the City within the times prescribed by County ordinance or State law prior to hearings on appeals of such decisions, when requested by the City.
6. The City may at its discretion develop studies as to the suitability, feasibility, and effectiveness of extending urban facilities such as water and sewer service to land within the AMC. Such studies shall not be construed by Marion County or others as being a violation of the City's or County's Comprehensive Plans. The City will not, however, extend such facilities into this area without first obtaining appropriate amendments to the City and County's Comprehensive Plans. This provision is intended to recognize that certain facility planning requires consideration of timetables that extend beyond the 20-year planning period recognized in the City Plan and it is therefore appropriate for specialized facility planning to be undertaken for the area.

VI. APPEALS

If no mutual agreement can be achieved in the course of reviewing amendments or land use applications as noted in Sections II, III and V, each party retains its right to appeal as provided in State law.

IT IS HEREBY UNDERSTOOD AND AGREED that this agreement shall remain in effect unless terminated by one of the parties through the formal action of its governing body by giving the other party a thirty day (30) termination notice, in writing. It is further understood that this agreement may be reviewed by the City and County every year.

The City shall pass a resolution authorizing the Mayor and City Recorder to enter into this agreement on behalf of the City. The resolution shall be made a part of this agreement and attached hereto.

IN WITNESS THEREOF, the respective parties hereto have caused this Agreement to be signed in their behalf the day and year first above written.

MARION COUNTY BOARD OF COMMISSIONERS

Donald A. Burt

Chair

Patricia Miller

Commissioner

Janet Carlson

Commissioner

APPROVED AS TO FORM:

J. Ellen Strougl
Marion County Legal Counsel

CITY OF Woodburn

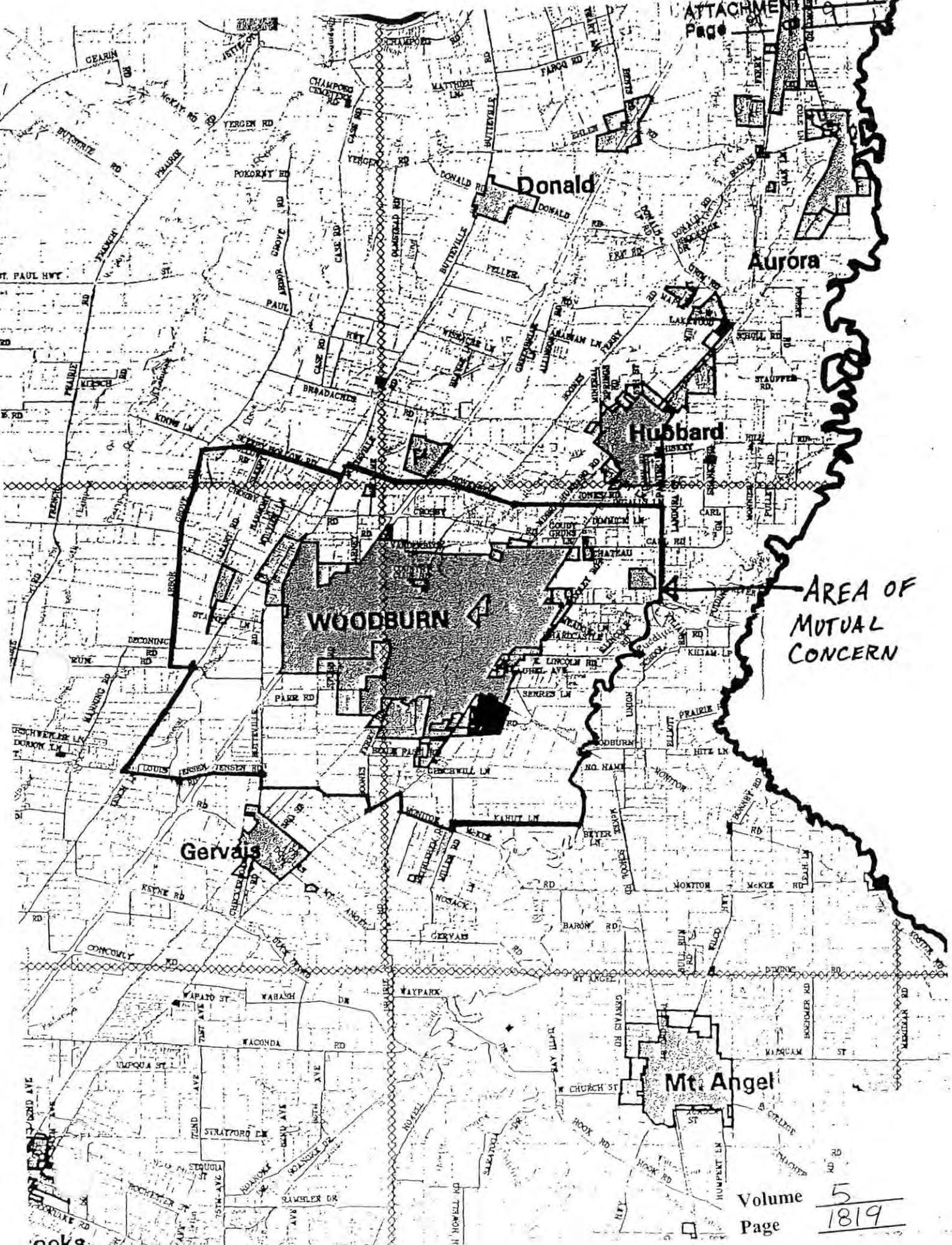
[Signature]

Mayor

May Bennett

City Recorder

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MEMORANDUM

To: The Honorable Mayor and Council through City Administrator
From: Greg Winterowd, Consultant Planer
Date: September 8, 2005
Re: **Legislative Amendment 05-01 (Woodburn 2005 Comprehensive Plan Update)**

Purpose

This memorandum is intended to assist the City Council in its review of the many documents included in the 2005 legislative Comprehensive Plan and Woodburn Land Development Ordinance (WDO) amendment package.

Defining Terms and Acronyms

During this process, staff and consultants have introduced a number of acronyms and terms that can be confusing. Commonly used acronyms and terms include the following:

- **LCDC. Land Conservation and Development Commission** is non-paid citizen commission appointed by the Governor to establish statewide land use policy by "goal" or "administrative rule". LCDC also "acknowledges" (i.e., approves) local comprehensive plan and land use regulation amendments.
- **Statewide Goals. Mandatory standards adopted by LCDC** that must be addressed by cities and counties in local comprehensive plans and land use regulations.
- **Administrative Rules. Interpretations of Statewide Goals and statutes adopted by the LCDC.** The devil is in these details.
- **197.298 Priorities. The statutory requirement** to bring in exceptions areas before farmland, and poor farmland before good farmland. An "exception" to this rule is allowed only if services must be extended through poor farmland to reach good farmland, or if needed land use has specific locational needs.
- **Periodic Review.** Every 10 years or so, **cities are required by Statute and administrative rule to update their comprehensive plans and land use regulations** to address changed circumstances or changes in Statewide Goals and Administrative Rules. Almost 10 years ago, Woodburn adopted a "**Periodic Review Work Program**" that included **11 work tasks** to address this requirement. The 2005 legislative amendment package addresses all Periodic Review Work Program elements.
- **DLCD. Department of Land Conservation and Development (LCDC staff).** Regional Manager Geoff Crook will review the 2005 legislative amendment package and make recommendations to the LCDC.
- **ODOT. Oregon Department of Transportation.** Terry Cole is Woodburn's regional representative. He has worked closely with City staff and consultants in revisions to the

Woodburn TSP, and in the development of the ODOT-Woodburn Intergovernmental Agreement (IGA) and IMA Overlay District. (See definitions below.) ODOT provides staff for the **Oregon Transportation Commission (OTC)**.

- **UGB. Urban Growth Boundary.** The UGB “separates urban from rural land” and must be consistent with Statewide Goal 14 (Urbanization.) and ORS 197.298 Priorities.
- **Exceptions Areas** Areas that are **not zoned for Exclusive Farm Use** because it is has been parcelized to the point where commercial farming is no longer reasonable. Woodburn has several adjacent exceptions areas.
- **Comprehensive Plan** The **Woodburn Comprehensive Plan** is the local land use “constitution” for the area within the Woodburn UGB. The comprehensive plan controls how land will be developed or protected during the 20-year planning period. The comprehensive plan has text (goals and policies) and a map. Other local planning documents must be consistent with the comprehensive plan.
- **TSP Woodburn Transportation Systems Plan.** The 2005 TSP amendments (a) shows street improvements to serve the existing and expanded UGB, and (b) provide the policy basis for the IMA Overlay District. The TSP must be consistent with Statewide Goal 12 (Transportation) and the Goal 12 Administrative Rule. The TSP is part of the Woodburn Comprehensive Plan.
- **PFP Woodburn Public Facilities Plan.** This plan is essentially a compilation of water, sewer, drainage and transportation plans and was developed largely by the Woodburn Public Works Department. Among other things, the PFP explains how infrastructure will be provided to the expanded UGB. PFP adoption is required by the City’s Periodic Review work program, Statewide Goal 11, and state statute. The PFP also is part of the Woodburn Comprehensive Plan.
- **WDO Woodburn Land Development Ordinance.** This is how the City implements its comprehensive plan, TSP and PFP. The WDO has zoning regulations and a zoning map.
- **IMA Overlay District Interchange Management Area** – This is part of the WDO. The “overlay district” applies to a geographic area where a “trip generation budget” is maintained and commercial plan amendments are restricted, to ensure that the public’s long-term investment in I-5 Interchange improvements is consistent with the City’s Economic Development Strategy.
- **Nodal Development** The WDO also includes **Nodal commercial and residential zones** that apply in the Parr Road Nodal Development area, and basically call for neighborhood commercial, surrounded by higher density multi-family and small lot single-family development.
- **EDS Economic Development Strategy** – prepared by ECONorthwest in 2001. A cornerstone of the 2005 Comprehensive Plan amendment package.
- **EOA Economic Opportunities Analysis** – also prepared by ECONorthwest to support the EDS. The EOA is required by the Goal 9 Rule and identifies “target industrial firms” with specific siting (locational) requirements. Much of the 2005 UGB expansion is designed to meet the needs of target industries.

July 25, 2005 Staff Reports

To better understand the amendment package, Staff recommends that the Council carefully read Community Development Director Mulder’s March 28, June 16 and July 25, 2005 staff reports. These reports provide an excellent summary of the 2005 legislative amendment package, as well as staff and consultant responses to issues raised during the public hearing process.

- The March 28 Staff Report summarizes the content of the Comprehensive Plan and WDO text and map amendments recommended by the Planning Commission.

- The June 16 Staff Report responds to the 113 written comments received by the City Council, including comments from state agencies and organizations such as 1000 Friends of Oregon by recommending many changes to the Woodburn Comprehensive Plan text and maps, the WDO text and maps, and the Public Facilities Plan.
- The July 25 Staff Report considers testimony received between April 20 and June 13, 2005. The report recommends that Council adopt amendments to the four documents and maps listed below.

What Are You Being Asked to Adopt?

The 2005 legislative package includes amendments to the following policy and regulatory documents:

- (1) **The Woodburn Comprehensive Plan – Text, Map and Urban Growth Boundary (UGB)**
- (2) **The Woodburn Land Development Ordinance (WDO) and Zoning Map**
- (3) **The Woodburn Transportation Systems Plan (TSP)**

The legislative package also includes a new 2005 document:

- (4) **The Woodburn Public Facilities Plan (PFP).**

Background Plans and Studies

These plans are supported by a series of background reports and studies. Although minor changes have been made to these studies over the last year, these changes do not have public policy implications and were made to correct misperceptions or internal inconsistencies.

What Substantive Changes Have Been Made During the Council’s Deliberations?

For the most part, the Council has been asked to adopt the Planning Commission’s recommended package. Substantive changes from the Planning Commission’s recommendation include the following:

- Community Development Director Mulder made a number of editorial changes to the Comprehensive Plan and WDO text and map, to maintain internal consistency and to address technical, administrative issues. These changes are described in the July 16 Staff Report.
- The draft of the Woodburn PFP has been revised by the Public Works Department and Mr. Winterowd to ensure internal consistency and to identify “short” and “long” term projects as required by the Goal 9 administrative rule and as requested by DLCD.
- Several substantive changes were made to the Woodburn Comprehensive Plan Map (and in some cases the Woodburn Zoning Map) to address concerns raised by Woodburn citizens, DLCD, the Oregon Department of Agriculture, 1000 Friends of Oregon, and Friends and Neighbors of Woodburn (FAN):
 1. The City Council recently approved a zone change from RS to RM on property generally located at the southwest corner of Boones Ferry Road and Country Club Road. This change is not currently represented on the Comprehensive Plan and Zoning Maps. It is recommended that the proposed CPM for this property be changed to MDR and the zoning be changed to RM.

2. Revise the Zoning Map in the downtown area to retain the existing zoning instead of the proposed Commercial Office (CO) zoning. The Planning Commission and staff recommend this change.
3. Revise the boundary of the Interchange Management Area Overlay on the CPM and zoning map to better reflect the areas that are subject to the overlay.
4. Revise the Comprehensive Plan Map to change the designation on the exception area at the southeast corner of Carl Road and Highway 99E from Commercial to Medium Density Residential. This corrects a mapping error and makes the map consistent with the existing use of property as a mobile home park.
5. Revise the Comprehensive Plan Map to remove the easterly portion of the OGA Golf Course from the proposed UGB expansion to avoid Class I soils, consistent with ORS 197.298 priorities.
6. Revise the Comprehensive Plan Map to relocate the industrial designated 50-acre UGB expansion at the northwest quadrant of I-5 and Butteville Road to a 50-acre parcel located south of the proposed South Arterial. The land west of Butteville Road has predominantly Class II soils, and the land east of Butteville Road and I-5 has predominantly Class III soils.
7. Revise Comprehensive Plan Map and zoning map to remove SWIR designation and zoning from south end of Winco Foods property.

There is nothing "new" in the amendment package that was not discussed at the April 25 and June 13, 2005 Council deliberations.

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MEMORANDUM

To: Honorable Mayor and City Council
From: Greg Winterowd
Date: September 19, 2005
Re: OHCS Housing Needs Model Update

Introduction

With the assistance of Councilor and Housing Analyst Richard Bjelland, Winterbrook ran The (OHCS) Housing Needs Model again with revised assumptions. The revised model run reflects the shift in area demographics projected by ECONorthwest and accounts for zoning districts recommended by the Woodburn Planning Commission. In particular, the 2005 model run model considers the higher densities allowed in the recommended "nodal" single-family and multi-family residential zones.

The Housing Needs Model Applied in 2003

The September 2005 version of the *UGB Justification Report* included the following language regarding how Winterbrook applied The Housing Needs Model in 2003:

"Alternative 2: Application of the OHCS Residential Land Needs Model

Housing need depends on household income, which is related to economic development in Woodburn. As noted in ECONorthwest's analysis of the relationship between economic development, household income and housing needs:

- *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. 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 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 occupation jobs.*

The impact of projected economic trends on residential land needs was further explored through use of the OHCS Residential Land Needs Model. For an alternative base case analysis, Winterbrook used the Residential Land Needs Model developed by the Oregon Department of Community and Economic Development (OHCS) that bases housing needs on

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projected income by age cohort, related to assumptions of types and cost for various housing types over the next 20 years.

Winterbrook ran the model using the coordinated population projection of 34,919, a Year 2020 planning period, an average household size of 2.9, and approximately 100 other assumptions related to housing type, rental status, and price/rent levels (see RLNA, Attachment A). Due to Woodburn demographics and Hispanic preferences for homeownership, Winterbrook assumed a high demand for affordable homeownership opportunities, which translates into a need for small-lot single-family and townhouse (single-family attached) development. Projected income by age cohort inputs for the Model were provided by ECONorthwest, assuming the successful implementation of Woodburn's economic development objectives."

The Model produced the results shown on Table 3B. 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 requires about 714 net acres (about 34 acres more than was projected using the "actual housing mix and densities" method). This represents the total amount of buildable residential land needed to accommodate the projected 14,059 population increase over approximately the next 18 years."

Table 3B: 2020 Needed Net Buildable Acres for Housing Based on 2003 Application of OHCS Housing Needs Model

	<i>LDSF</i>	<i>MDSF</i>	<i>HDSF</i>	<i>MDP</i>	<i>LDMF</i>	<i>MDMF</i>	<i>HDMF</i>	<i>MU</i>	<i>Total</i>
<i>Acres Needed</i>	385.1	115.8	94.0	15.4	27.4	56.7	14.0	5.5	713.7

Source: RLNA; The Housing/Land Needs Model; Winterbrook Planning

The Housing Needs Model Applied in 2005

Last week, Winterbrook worked with Mr. Bjelland to use the Housing Needs Model to review Winterbrook's Housing Needs Analysis, and to consider the effects of revised household income projections and recommended Woodburn nodal zoning districts.

The following language is proposed to be added to *UGB Justification Report* to explain the results of Winterbrook's 2005 run of The Housing Needs Model:

"In September of 2005, Winterbrook worked with Richard Bjelland of Oregon Housing and Community Services (OHCS) to run The Housing Needs Model a second time. The purpose of this second run was to:

1. incorporate data from ECONorthwest regarding projected increases in household income resulting from successful implementation of Woodburn's Economic Development Strategy;

2. consider the effects of higher density nodal zoning districts; and
3. test the housing needs projection developed by Winterbrook and recommended to the City Council by the Woodburn Planning Commission.

The 2005 run of The Housing Needs Model produced the results shown on Table 3C. In the 2005 Model run, approximately 330 net acres are needed for Single Family Residential (RS), 62 for Medium Density Residential (RM), 208 for Nodal Single Family (RSN), and 68 for Nodal Medium Density (RMN). Thus, Housing Needs Model projects that approximately 667 net buildable acres will be needed to serve projected dwelling unit need through the Year 2020. This represents the total amount of buildable residential land needed to accommodate the projected 14,059 population increase from 2002-2020 assuming that needed housing occurs at 80% efficiency.¹

The 2005 model run produced a land need estimate that is approximately: 12 net buildable acres fewer than indicated using the “actual housing mix and densities” method that must be considered under ORS 197.296; 47 net buildable acres fewer than resulted from the 2003 Housing Needs Model run; and 33 net buildable acres more than projected in the Winterbrook Housing Needs Analysis. **Thus, application of The Housing Needs Model in 2005 supports the housing needs conclusions found in the Winterbrook Housing Needs Analysis.**

Table 3CB: 2020 Needed Net Buildable Acres for Housing Based on 2005 Application of OHCS Housing Needs Model

	RS	RSR	RM	RSN	RMN	Total
Acres Needed	329.6	0.0	61.6	207.8	68.2	667.3

Source: RLNA; The Housing/Land Needs Model; Winterbrook Planning

Specific Need for Higher-End Single-Family Detached Housing

The Council has also identified a need for higher-end single-family detached housing to meet future housing needs in Woodburn. Therefore, we asked the Housing Needs Model to determine the number of higher-end, detached single-family units needed through the year 2020.

The model determined a need for 1,074 higher-end housing units to meet the specific need for higher-income families in the Housing Needs Model’s highest price range (\$212,500+ in 1999 dollars). This represents approximately 19% of the total number of new housing units that are

¹ Note that none of the land need projections above consider the effect of lower densities expected to occur in highly-parcelized Exceptions Areas.

needed to meet Year 2020 housing needs in Woodburn. A portion of this higher-end housing need will be met on Class II soils near the OGC Golf Course in Study Area 2 (North).