

**BEFORE THE
LAND CONSERVATION AND DEVELOPMENT COMMISSION
OF THE STATE OF OREGON**

IN THE MATTER OF THE PERIODIC)	
REVIEW TASK 2 AND THE AMENDMENT)	Order on Motions
OF THE URBAN GROWTH BOUNDARY)	to Correct the Record
FOR THE CITY OF WOODBURN)	

Pursuant to ORAP 4.22(1)(b), petitioners 1000 Friends of Oregon, Friends of Marion County, Lolita Carl, Kathleen Carl, Diane Mikkelson, Carla Mikkelson, and Marion County Farm Bureau (petitioners) and intervenor-respondents City of Woodburn; Opus Northwest, LLC, and Fessler Family, LLC in CA A135375, Agency No. 07-WKTASK-001720, moved the Land Conservation and Development Commission (Commission) to correct the record that it filed with the Court of Appeals (court) on June 8, 2007.

FINDING OF FACT

By motion dated June 21, 2007, petitioners moved the Commission to provide material to parties that the Department provided the court as an exhibit in the record and to provide an omitted document. Specifically, petitioner moved for inclusion of (1) Volumes I-V; and (2) "Attachment F Statement of the Record.

By motion dated June 22, 2007, intervenor-respondent Opus Northwest, LLC moved the Commission to supplement the record to include a transcript of the Commission's January 25, 2007 hearing on the City of Woodburn Periodic Review Work Task 2.

By motion dated June 25, 2007, intervenor-respondent Fessler Family, LLC moved the Commission to supplement the record with Volume VI, exhibits 1-C and 2 of the city's Work Task 2 submittal and provide the court with better reproductions of certain items that the Commission included in the record it submitted to the court. Specifically, intervenor-respondent Fessler Family, LLC identifies Exhibit 4-A (the Woodburn Economic Opportunities Analysis) as incomplete or illegibly reproduced. Additionally, intervenor-respondent Fessler Family, LLC identifies pages 19-22 and appendices A, B, C, and E as missing from Exhibit 4-D (City of Woodburn Local Wetlands Inventory and Riparian Assessment).

By amended motion dated June 25, 2007, intervenor-respondent City of Woodburn moved the Commission to (1) supplement the record to include a transcript of the Commission's January 25, 2007 hearing on the City of Woodburn Periodic Review Work Task 2; (2) provide materials (Volumes I-V) to parties that the department provided the court as an exhibit in the record; and (3) include Exhibit 1-C (Woodburn Transportation System Plan) and Exhibit 2 (Comprehensive Land Use Map, October 2005) which it identifies as missing from Volume VI.

LCDC Order on Motions to Correct the Record



DISCUSSION

Petitioners and intervenor-respondents City of Woodburn; Opus Northwest, LLC, and Fessler Family, LLC move the Commission to add or replace certain items for the record filed by the Commission in this matter. The Commission has provided Volumes I-V to the court as an exhibit to the record filed June 8, 2007. The Commission therefore understands petitioners and intervenor-respondent City of Woodburn motions to correct the record regarding Volumes I-V as a motion to provide the parties with copies of those volumes. The Commission agrees that a transcript of the January 25, 2007 Commission hearing on Agenda Item 3.b; Attachment F, Woodburn Record; Exhibit 1-C (Woodburn Transportation System Plan); Exhibit 2 (Comprehensive Land Use Map, October 2005) are properly added to the record. The department has worked with the city to obtain better copies of Exhibit 4-A (the Woodburn Economic Opportunities Analysis) and pages 19-22 and appendices A and B to Exhibit 4-D (City of Woodburn Local Wetlands Inventory and Riparian Assessment). Appendix C to Exhibit 4-D is the Riparian Data and Summary Sheets. Appendix E to Exhibit 4-D is the Department of State Lands Riparian Manual. The City of Woodburn did not include a copy of Appendix C or E to Exhibit 4-D in its Work Task 2 submittal.

CONCLUSION

Based on the foregoing, the motions to correct the record of petitioners and intervenor-respondents City of Woodburn and Opus Northwest, LLC are allowed. Because the City of Woodburn did not submit a copy of Appendix C or E to Exhibit 4-D in its Work Task 2 submittal, those documents were not part of the written record under OAR 660-025-0160(5) and the motion of respondent Fessler Family, LLC is denied in those respects. The motion to correct the record of intervenor-respondent Fessler Family, LLC is allowed in part and denied in part.

THEREFORE, IT IS ORDERED THAT:

- (1) The department shall submit a supplemental record to the court that includes:
 - a) Transcript of the January 25, 2007 Commission hearing on Agenda Item 3.b;
 - b) Attachment F, Woodburn Record;
 - c) Woodburn Transportation System Plan (Exhibit 1-C);
 - d) Comprehensive Land Use Map, October 2005 (Exhibit 2);
 - e) Woodburn Economic Opportunities Analysis (Exhibit 4-A); and
 - f) City of Woodburn Local Wetlands Inventory and Riparian Assessment pages 19-22 and appendices A and B (Exhibit 4-D).

The department shall provide a copy thereof to the petitioners and intervenor-respondents.



- (2) The department shall submit paginated copies of the exhibits, Volumes I-V, to the petitioners and intervenor-respondent, and replace the existing copy at the Court with a paginated copy.

Pursuant to OAR 660-002-0010(6), the Motion to Correct the Record of petitioners 1000 Friends of Oregon, Friends of Marion County, Lolita Carl, Kathleen Carl, Diane Mikkelson, Carla Mikkelson, and Marion County Farm Bureau and intervenor-respondents City of Woodburn and Opus Northwest, LLC are granted; the Motion to Correct the Record of intervenor-respondent Fessler Family, LLC is granted in part and denied in part.

DATED THIS 22nd DAY OF OCTOBER 2007.

FOR THE COMMISSION:



Cora Parker, Acting Director
Department of Land
Conservation and Development

NOTICE: Pursuant to ORAP 4.22(5), any party aggrieved by the Commission's disposition of the motions to correct the record, may request, by motion filed within 14 days of the date of filing of the Commission's disposition, that the court review the Commission's disposition.

GENV6015.DOC

Handwritten text, possibly a signature or date, located in the middle-left area of the page.

1
2 1000 FRIENDS OF OREGON; FRIENDS
3 OF MARION COUNTY, LOLITA CARL;
4 KATHLEEN CARL; DIANE
5 MIKKELSON; CARLA MIKKELSON;
6 and MARION COUNTY FARM BUREAU,

7 Petitioner,

8 vs.

9 LAND CONSERVATION AND
10 DEVELOPMENT COMMISSION; OPUS
11 NORTHWEST, LLC; CITY OF
12 WOODBURN; FESSLER FAMILY, LLC;
13 MARION COUNTY; AND
14 RENAISSANCE CUSTOM HOMES, LLC,

15 Respondent

Appellate Court No. A135375

Agency Case No. 07-WKTASK-001720

TRANSCRIPT OF LCDC MEETING

January 25, 2007

16 CHAIR VANLANDINGHAM: Four – zero. Thank you. So we are going to take a break and set up for Woodburn,
17 and what I'd like to ask is that the players think about...you've got a teenager, so that's with your use of words...the
18 players think about the process. Typical, by rule process, is that the City and each of the objectors get to speak to us,
19 as in a hearing. You get a certain amount of time. You get to sit there in front of us and say your peace, along with
20 the staff – and the staff goes first and last. There is something called the "VanLandingham Modified Process, named
21 after me, obviously, in which I try to have the players at the table and I try to have the dialogue. Frankly, after
22 talking with Jason Locke, I don't see how that would work given the number of players here, unless we were to take
23 a whole week. But I want the players to think about those choices, where there is a third choice and then take a few
24 minutes during the break and then I would like to gather with you all up here with Jason and Lane, and talk about
25 timing... how much time you think you need for each of you. We want to accommodate as much as possible. So,
we'll take a 10-minute break and then the players up here please, in a few minutes in agreement on something. So,
here's how we're going to do this. My deal with the VanLandingham Method is that any party can say "no", so I am
going to use a modified VanLandingham Method. And that is that we are going to have Jason make an opening
presentation. We are going to have the City, which estimates its presentation will take about 30 minutes and, as I've
said, I'm fairly lenient on time. The City and Greg Winterowd will remind me, as there is somebody here from
ODOT who has to leave by a certain time, so I am going to count on Greg to make sure that we get him up in time.

Item No. 2
Page 3

1 This City is going to open with Commissioner Milne, so she can get back to work. After the City, we will have Sid
2 Friedman from 1000 Friends, and Sid has estimated his time amount as about 60 minutes. We will have the Carl's
3 and the Farm Bureau with 10 minutes, together, and then we will have a panel of supportive lawyers – lawyers that
4 want to be – speaking today...they say briefly, so that will be a real test. Yeah, they are here to help us. And then
5 we will probably have the City back and then finish with staff and with us questioning the staff and trying to work to
6 a decision. So – I think I got that right. Lane, do you want to add anything?

7 LANE SHETTERLY: Just a word of explanation and a smidge of apology. I've been invited to a meeting over at
8 the Capitol. It was an invitation I could not refuse, so I will be leaving here in time to be over there for an 11:30
9 meeting. So, I will be stepping out of here in the course of the hearing, but I mean no disrespect to the members,
10 parties or witnesses. And then I'll be back as soon as I'm able.

11 CHAIR VANLANDINGHAM: Okay. Any other preliminary matters? Jason, you're on.

12 JASON LOCKE: Thank you Mr. Chairman, members of the Commission, Director. On August 3rd of 2006, the
13 City submitted a periodic review, tasks 1 through 4 and 7 through 11 and an Urban Growth Boundary amendment.
14 The City partially approved tasks 1 and 7 through 10, partially approved and remanded portions of task 3, and
15 referred to the Commission task 2 and the UGB Amendment. The UGB Amendment consists of 979 acres of which
16 approximately 200 acres are exception lands and the balance of 780 or so acres are resource lands. Task 2, which
17 was also referred to the Commission, is the Commercial and Industrial Lands Inventory, which was part and parcel
18 of the UGB decision. The major legal and policy issues here are: Number 1, whether the City correctly estimated
19 the need for land to be added to the UGB, both industrial and residential land, and whether or not the City correctly
20 applied the location factors and properly prioritized lands be added to the UGB. Upon receipt of that, the
21 department received 10 objections. Three of the objections were related to residential component of the UGB
22 expansion and the other seven were related to the industrial portion of the UGB expansion. I also have some
23 overheads that I am going to utilize with some low-tech technology in a minute, as kind of an overview of the
24 proposal. The City included commercial, industrial and residential lands in their expansion. The residential lands
25 portion included 546 acres of land for residential uses, which include public and institutional uses. The City also

Item No. 2
Page 4

included 409 acres of land for industrial uses. The bulk of those lands for industrial uses are in what is called the Southwest Industrial Reserve, and I will put that overhead up. You also have the descriptions with I believe colored maps of the City's comprehensive plan of the area, outlines of both the areas proposes for inclusion for residential, commercial and industrial purposes. The City included actually very little land for commercial purposes and that was not the subject of any of the objections at this point. Just as kind of a brief overview of the objections, there were (as I indicated prior) three objections related to the residential lands; one filed by Renaissance Homes, one by Tukwila Partners and one by a property owner known as Fessler. The residential objections, two of them, basically focused similarly on the failure of the City to include land east of the golf course. As the City pointed out in their submittal, the land that was referred to in these objections primarily contained large inclusions of Class I soils, and the City did not feel that that was appropriate – that those need to be accommodated higher priority lands. The other residential objection was filed by Fessler, and that had to do with the ordinance that the City passed as part of their package, which limits residential annexations to a 5-year supply. Of these three objections, the department is recommending that we not sustain these objections. Regarding the industrial lands objections - of the 10, seven were related to the industrial lands and they kind of fall into two, well, three categories actually. The first was an objection filed by Opus Northwest. That had to do with the City's adopted master plan requirements for the Southwest industrial reserve prior to annexation and they contend that the provision violates OIR, 660-009-0025. We did address that in our referral to the Commission and did not find that it was violative of Goal 9 or the applicable administrative rule. The other objections related to industrial land fall into two categories: #1, the amount of industrial land and, #2 the location of the industrial lands. In your packet you received a number of attachments from the City's submittal on this matter; ones that staff felt were relevant and to the point, and there is quite a bit of it. The issue again of alleged oversupply of industrial land was one that was raised by, I believe, all of the objectors and when you look at the number of acres included, there were 409 acres for industrial uses. The City, in following the Goal 9 rule, basically identified their targeted industries and from those targeted industries what resulted was the site requirements for those targeted industries. In other words, if Industry A requires a site of such and such acres, they utilize that methodology, which is the preferred methodology and was actually contained in the

1 Goal 9 rule. Some of the objectors argued that, in fact, a number of sites that the City supplied was too many; they
2 didn't need all of those sites. Now, kind of as some additional information, one of the other things that the Goal 9
3 rule speaks to is the fact that there needs to be market choice amongst these sites. So if you have a single site for a
4 part of the industry, it creates a situation where you either don't have availability or there are short-term supply
5 issues, which are defined in the rule as well. The department, after its review, including the economic development
6 staff, basically concluded that what the City had done in terms of their supply was, in fact, reasonable. I am going to
7 go over to the overhead right now briefly to talk about the location issues, but also to give the audience and
8 Commission an idea of how those site sizes and so forth actually were arrived at by the City.

9 CHAIR VANLANDINGHAM: Would you bring the microphone with you, if you can? I think it will reach.

10 JASON LOCKE: This is an overhead, or transparency reproduction, of the map that is in your packets and was
11 submitted by the City in the record. Just for orientation purposes, this is I-5 going south here, these are the
12 Woodburn factory stores, the Winco distribution center, Oregon 214 runs through here, and 99-East. The Southwest
13 Industrial Reserve area is this crosshatched blue area here. The areas where the City expanded their UGB to the
14 north is this area here, which is primarily for high-end housing needs and this area in here, also a crosshatched area,
15 which is identified as a nodal residential area with a small amount of commercial and higher density housing. Table
16 1 in the City's UGB Justification Report on page 24 basically shows the summary of the estimated industrial site
17 needs by size. Again, when you look at it, the total number of sites the City has included is 42 with the average site
18 size and the estimated acres. There is one large site that the City has included as part of their proposal. That is the
19 very southern end of the Southwest Industrial Reserve area. I believe you do have this map in your packet, as well.
20 What this is, is the agricultural soils map that basically shows the soil classifications outside the current UGB and it
21 breaks it up into eight sub areas that the City analyzed as far as their requirements for their industrial and residential
22 lands were concerned. You can see one of the points, or objections, related to the fact that there was land south of
23 area 7, which was in this area, this southern area here, which also had larger inclusions of Class 3 soils. The City in
24 establishing, however, its criteria - if you will - for industrial lands, one of their criteria, and you are going to hear a
25 significant amount about this issue, is essentially locating their industrial lands within two miles of the Woodburn

interchange, that they felt and made extensive findings in their report, was critical to successful industrial development. Along those lines, the City established its locational needs criteria to identify their sites for targeted employers and, again, this is in the information submitted to you but are of particular note, being comprised of large blocks of land contiguous within the existing UGB, having direct access to I-5 and the interchange via an existing or planned arterial relocated to take advantage of existing proposed arterial streets that direct industrial traffic to Highway 214 west rather than east. That is essentially one of the cornerstones of creating what is called the South Arterial, which essentially would back around on Butteville Road and come up to the west side of the interchange. That is an area that is far less congested than the east side. It also precludes industrial vehicles and large trucks from having to go through essentially densely populated developed areas. Table 14 on page 48 of the UGB report essentially shows the study areas, the plan map designations, the gross acreages of all of the sites. So that is key to the 2002 Soils Map where the City looked at transportation issues, they looked at natural resource constraint issues, riparian areas, and so forth. By area, this table basically looks at the areas that are included and for what purposes. For instance, in the southwest area the industrial gross acreage is 279 acres and in the west, which is that small, kind of small, relatively narrow strip of land on the east side, I'm sorry, the west side of I-5, which of course you will certainly hear more about. As I previously stated, the City did address all of the objections in our referral report and concluded that both for work task 2 and the UGB amendment, we have not found any conflicts with any relevant statutes in the City's action. The department is recommending approval of periodic review work task 2 and the UGB.

CHAIR VANLANDINGHAM: Thank you Jason. Questions of Jason – we will have Jason back at the end to help us work through the decision. Okay. You're done for the moment, other than you have to pay attention and be prepared to answer and respond to what people say. So, City of Woodburn, you're up and I understand you were going to start with Commissioner Milne. But you get to control who you do in your show.

KATHYRN FIGLEY: Oh, okay. Thank you very much Chairman VanLandingham and members of the Commission, Director Shetterly. Actually, I will lead off, exercising my mayoral prerogative here... I do want to say thank you for your prior courtesies. It's been a long time in coming, but we are very happy to be in front of you

1 this morning. Today's hearing is a milestone for the future of our community. It represents 10 years, a million and
2 a half dollars and counting, investing in studies, analyses and public input in connection with the various periodic
3 review tasks assigned to us. It has involved hundreds of hours of time on the part of City staff, elected officials and
4 local Board and Commission members. It contains the contributions of well respected consultants in the fields of
5 planning, economic development, engineering, and other disciplines. It also involves the contributions of many
6 additional community members who offered comments and certainly constructive criticism over these many years.
7 While not every opinion or every policy proposal voice has been included in this plan, not everything proposed was,
8 in our judgment, either wise or representative of our community's values. We do believe that we are presenting a
9 package that offers both a high degree of professionalism and a high degree of community consensus. Because of
10 Director Shetterly's approval of a significant part of our package, most of my further remarks will focus on the UGB
11 expansion and its industrial land component. I think that's where most controversy is. I will simply take the
12 opportunity to state that the residential component and the master plans that have been approved by the director
13 were extensively reviewed by our staff and elected and appointed bodies, and were also the subject of extensive
14 coordination with Marion County Staff. They were acknowledged after extensive additional discussions with the
15 Marion County Commission, as my friend Commissioner Milne will attest later. This is not simply a land use plan,
16 of course; but it is an economic development and livability roadmap for our community as well. The Eco Northwest
17 economic opportunities analysis is both consistent with and reflective of other policy decisions incorporated in this
18 plan and elsewhere. I think it is important for purposes of our discussion today to explicitly state what some of
19 those values reflected in this document are. First, for us, no growth is not even an option. Our location, our
20 demographics and the statutory requirement for a 20-year land supply guarantee that we will experience substantial
21 residential growth. We just will. People are not going to stop making babies any time soon. We don't want to be a
22 bedroom community. To some extent we have morphed into that and that is not something that we want to do for
23 many reasons, one of which is we cannot afford to be. We need a tax base sufficient to fund the services that are
24 required by our current and future residents. In addition to that, good sense, good conscience and an intelligent
25 reading of all of our land use laws requires us to provide opportunities for more of our working age residents to

1 make family wages without the lengthy commutes that are now made by so many of them. The Eco Northwest
2 analysis underlines the fact that while we have proportionately more youngsters and retired people than many
3 communities do, we have a startling number of people who are in their working years and are commuting to greater
4 Portland or Salem in pursuit of family wage jobs. A very common pattern is for someone to begin as a farm worker
5 and get into a manufacturing or trucking or construction job in Tualatin or Wilsonville or Salem or Southeast
6 Portland. But professional people hit the road too. We have a substantial cost on account of this in lost wages, lost
7 community connections, an unfortunate waste of energy resources of course and a burden on an already overloaded
8 transportation network. While we recognize that, our location will always gain us our share of couples splitting the
9 difference between jobs or people that like their job but don't want to live anywhere near it, but that is inevitable.
10 But we do want to create a better selection of job opportunities locally for Woodburn residents. We believe in
11 offering people opportunities to increase their skills, improve their incomes and achieve a level of financial stability.
12 The low wages of the agricultural and food processing sectors historically have not allowed this for many of our
13 residents. We have targeted industries that pay family wages and are actually doable by many residents of our
14 community, whether immediately or with training, through our community college or other agencies. We have not
15 tried to mismatch existing or prospective companies with sites that just happen to be vacant. Our proposal explicitly
16 includes large sites because there are desirable employers who won't accept anything else. At this point we have
17 identified core industries that are examples of firms that require substantial acreage, but we recognize that changes
18 in technology and society may mean that someone who does something that someone in this firm has not even
19 thought of yet may wish to site a core company on, say, the 125-acre site. There are things that are viable industries
20 that nobody had a clue were even coming down the pike 15 years ago, and I think we all know that. Finally, we
21 believe in concentrating the industrial expansion where the land is porous, the transportation capacity is greatest and
22 where developer financed improvements will also benefit the overall transportation network in our city. And that is
23 what we have attempted to do in our proposal. We find it telling that we have actually proposed expansion in the
24 opposite direction from the farms and homes of those objectors who are local community members in the more
5 broader sense. We have gone the extra mile to show that our industrial expansion plans are being made in good

1 faith. We have already entered into both an interchange management agreement and an intergovernmental
2 agreement with ODOT, requiring a significant community financial commitment to our interchange upgrade. By the
3 way, we have already paid \$2.5 million specifically toward right of way acquisition in that area, out of city funds.
4 We have also specifically committed to either industrial use or, until then, continued farm use in the areas slated for
5 industrial expansion through the Southwest Industrial Reserve protective restrictions that are included in our
6 package. While we have been skeptical, I will say directly about the potential for significant industrial
7 redevelopment within the current UGB, we do recognize that there are parcels with real redevelopment potential for
8 commercial purposes. That is why you're only seeing 14 acres proposed for additional expansion of commercial
9 property. We do have some commercial land available for development, although not a lot; and we do have
10 commercially zoned property currently within the UGB that appears to be ripe for redevelopment certainly at the
11 time that the interchange is upgraded. In addition, we do have a new run renewal district and we believe some
12 commercial tenants and redevelopers have opportunities available to them there. In conclusion, we are pleased with
13 your staff's report supporting our proposal and its underlying analysis, and we do urge you to approve it as
14 presented. Thank you.

15 CHAIR VANLANDINGHAM: Thank you Mayor. Questions of the Mayor...thank you.

16 KATHRYN FIGLEY: You're welcome.

17 CHAIR VANLANDINGHAM: You are now...I should give you the gavel. You are calling on who is next.

18 PATTI MILNE: Okay...I need a booster chair!

19 CHAIR VANLANDINGHAM: We play the musical chairs game up here.

20 PATTI MILNE: That's okay...I'll just try to be tall. Good morning Chair VanLandingham, Director Shetterly and
21 Commission members. My name is Patti Milne and I am here today representing the Marion County Board of
22 Commissioners. And I'm very pleased to be sitting here with Mayor Figley and also City Administrator John
23 Brown. I would like to focus on the high level of coordination that has occurred between Marion County and
24 actually all of our cities, but especially of course I want to touch on the coordination with the city of Woodburn. I
25 have been a commissioner eight years, starting my ninth year, and it has been a long, long haul to get where we are;

1 but it has been a good working relationship. Marion County began working on the growth management project
2 during my first year on the Board of Commissioners. The framework plan adopted by Marion County in 2002 was a
3 result of this high level coordination between the county and our 20 cities. As you may recall, there were
4 differences between the city of Woodburn and Marion County on a number of issues. However, there were many
5 more points of agreement than there were points of disagreement. For example, the county framework plan
6 explicitly recognizes Woodburn's role as the primary employment and growth center in northern Marion County.
7 As a result of intergovernmental coordination during this period, both jurisdictions made extensive amendments to
8 our respective comprehensive plans. The Marion County Board of Commissioners adopted most changes to the
9 framework plan that were recommended by Woodburn in 2002. Woodburn, on its part, incorporated virtually all of
10 Marion County's coordination policies into the adopted Woodburn comprehensive plan in 2005. In May of 2002,
11 Marion County, DLCD, ODOT and Woodburn reached tentative agreement on a 20-year population and
12 employment projection to be used for planning purposes. This forecast served as the basis for transportation
13 planning and the city's proposed urban growth boundary expansion in 2003. In the fall of 2004, Marion County
14 initiated a county-wide coordination process before formally adopting Woodburn's projection. Each of Marion
15 County's 20 cities did receive notice of public hearing to review the proposed plan amendments. Each city also had
16 the opportunity to review the year 2020 population and employment forecast prepared by Eco Northwest. None of
17 our cities voiced an objection or spoken opposition to the county's decision to adopt the new forecast. I believe that
18 Woodburn's population and employment projections are based realistically on Woodburn's comparative economic
19 advantages. Flat service land with direct access to interstate 5 will help meet Oregon's need for shovel-ready sites.
20 In short, I support Woodburn's increasingly important role as a population and employment growth center. Marion
21 County was an active participant in the update of the Woodburn TSP from 2003 through 2005. This plan addressed
22 head-on the difficult issue of traffic at the north county, otherwise known as the Woodburn Interchange, and is
23 consistent with transportation policies in the Marion County framework plan. From the beginning we have all
24 realized that the success of Woodburn's economic strategies was dependent on relieving congestion at the I-5
5 interchange in Woodburn. Our transportation staff concurred with Woodburn and ODOT planners that the best way

1 to reduce traffic at the congested east access to I-5 was to facilitate access to I-5 from the west. The proposed south
2 and Butteville Road arterials are designed to move traffic from Woodburn's southwest industrial reserve to the west
3 side of the interchange without passing through the heart of Woodburn. These arterial streets also form the outer
4 boundary of the urban growth boundary, thus providing an effective buffer from high value farmland to the west and
5 to the south. Marion County has been actively engaged in the review of Woodburn's periodic review plan
6 amendment package. The Board of Commissioners held two work sessions and two public hearings before reaching
7 agreement to adopt extensive amendments to Woodburn's comprehensive plan, urban growth boundary, public
8 facilities plan, transportation system plan and land development ordinance. The Board of Commissioners is
9 supportive of Woodburn's economic development efforts, as documented in the city's adopted economic
10 opportunities analysis and economic development strategy. We view Woodburn's anticipated success in attracting
11 family wage jobs as benefiting Marion County's expanding economy and quality of life. As called for in the County
12 Framework Plan in October 2005, the Marion County Board of Commissions and the Woodburn City Council
13 approved a revised intergovernmental agreement. This agreement spells out roles, responsibilities and policies
14 applicable to the urban growth boundary amendments. Both jurisdictions followed the provisions of this agreement
15 in our joint decision to adopt the 2005 Woodburn periodic review amendment package. In closing, I would just like
16 to say that I have been very honored to serve as one of the Marion County commissioners these past several years,
17 and I am really proud of the work that we have done with the city of Woodburn to get where we are today and in
18 these efforts for the future growth and the viability and well being, actually, of the city of Woodburn – and I applaud
19 the city council's resolve to meet these local county and state economic and community development objections. So
20 on behalf of the Marion County Board of Commissioners I do urge you to follow the direction outlined in your staff
21 report, and we ask that you acknowledge our adopted amendments to the city of Woodburn's comprehensive plan,
22 land development ordinance and the urban growth boundary.

23 CHAIR VANLANDINGHAM: Thank you Commissioner. I'm probably the only LCD member who was serving
24 when the county and the city were here before, and it certainly was not as much fun as you seem to be having today
25

1 - not that others aren't having as much fun...Questions of the Commissioner? I think she may have to go... Thank
2 you very much.

3 PATTI MILNE: Thank you.

4 JOHN BROWN: Commissioner, members of the Commission, Director Shetterly, my name is John Brown, City of
5 Woodburn city administrator. I would like to thank you all for the opportunity to address you this morning. It has
6 been, for me, an awfully long nine years preparing at this point. And I'm very pleased to be here at long last and
7 I'm even more happy that we're here with so little really to talk about given the size of the plan delivered to the
8 State several months ago. It is really encouraging to see how much the plan has actually been acknowledged at this
9 point, and I think that's a testimony to a couple of things: One is what I see as the changing direction of the
10 department over the last several years to one that is more assistive of the jurisdictions in the state in trying to
11 accomplish the plan goals; and I think to the city's credit, a change in philosophy to some degree that, rather than
12 bucking the system which is where I found us nine years ago, that we were going to do our very best to work in that
13 system and ..(inaudible). You'll find as we talk today that I am not a land use planner; I am a generalist. I try to
14 keep my eye on the biggest picture and try to keep everything fitting together across all of the spectrums of our
15 various services and projects, so you won't find me quoting various sections of the law. I am not well-versed, and
16 we do have people like Greg Winterowd here today who are far better at that than I. I wanted to make some general
17 comments about our plan. I would like to focus more specifically on our economic development program. What I
18 wanted to assure you is that this plan is not the product of some kind of a preconceived notion. When we set out nine
19 years ago, we did not have any specific intention to add to the UGB. We didn't really know where we were going to
20 be. We didn't plan on bringing anybody in or leaving anybody out. We are not motivated by those kinds of
21 thoughts. What we wanted to develop here for you was an objective document, one that is the result of serious and
22 earnest study. You have seen the study areas before you on the mapping earlier today. So you know that we looked
23 at a number of different areas, we applied the same objective criteria to each one of those, and what has come out of
24 that is what we honestly believe are the best alternatives, given the various criteria that we all measure by. This plan
5 was developed by people that we believe are the most talented economists and planners that this state has to offer,

1 and some of the most talented people in the country in those areas. What I like about this plan is that it integrates
2 economic development with land use and with transportation planning, it is the way I think – or I understand - the
3 way long range planning ought to be done. You’ve heard how well coordinated this plan is, not only with the
4 county but also with DLCD and with ODOT. We consider these people our partners in having put this plan
5 together. All of those folks have really shaped this document, as well as the people that have come and addressed
6 the City Council, Planning Commission and County Board over the last several years. I think it reflects the best
7 efforts of the policymakers of both the City and the County to adhere to the law, as well as to try to address
8 community needs. It seeks to comply with what the law requires of us, both the statewide land use goals, applicable
9 statutes and adopted standards; and it complies, as you have heard with the County’s growth management
10 framework guidelines. I believe that it takes in no more land than is necessary to meet the City’s objectives or that
11 we believe can be justified. And we have made a real sincere effort to stay off of prime AG land when possible.
12 And we intend it to protect the land that will be brought in for the intended uses and until the right uses are cited
13 there. It also protects the interchange capacity, which is important to us and our partners at ODOT. It protects our
14 resource areas. It severely limits, as you’ve heard, new commercial lands relying on redevelopment to meet the
15 needs of Woodburn consumers over the next 20 years. And it’s really going to support the city’s urban renewal
16 program, which some of you may be familiar with. We have a \$23 million program of work, which is intended to
17 revitalize our downtown and gateways coming into the downtown. There are potentially 15,000 new residents who
18 are going to require commercial services, and only 14 acres being added to service that. These underutilized
19 properties, both in downtown and the corridors leading to it, are really going to have no choice in the market but to
20 upgrade themselves in order to prepare for that number of consumers. We believe that the plan provides for a
21 variety of affordable housing types for all income levels and that is something that we haven’t necessarily been able
22 to provide for in my tenure of the city. The economic development program is really at the heart of what we are
23 here to talk about today. Our plan is based on meeting the economic goals of the City Council. And Kathy has
24 talked to you, or, the Mayor, has talked to you a little bit about that. We are interested in creating living wages for
25 Woodburn residents rather than them having to work two and three jobs, in order to make ends meet. We would like

1 to see, in our vision, every Woodburn resident with one job that pays them well enough to live on. We would like to
2 raise their standard of living so that they will promote, among other things, home ownership, in Woodburn and more
3 disposable income be spent in those stores, as was talked about. We would like more of our residents to be able to
4 afford the homes that are now being built in Woodburn, rather than being priced out of the market. We want to
5 broaden the range of employment opportunities to further diversify our economy and, again, as the Mayor indicated,
6 we would like to provide Woodburn residents, approximately 1/3 of our work force who commute out of town, an
7 opportunity to stay in town. We want to attract responsible industry that is going to add value to the community –
8 and I'm not talking about just tax base there – I'm talking about them getting involved in the community and
9 participating in cleanup days, volunteer activities, and the kinds of things that you find responsible members of the
10 community and business community, like Nike, doing. I'm not saying we want to attract Nike, but I offer them as an
11 example. Important to us also are the attendant social consequences of the increased income that living wage jobs
12 provide. And that really translates into more free time for Woodburn residents. If you are working two and three
13 jobs, you don't have the opportunity to participate in your children's education; you don't have the opportunity to go
14 down to City Hall and get involved; you don't have time to volunteer – because you're trying to rest up from all of
15 that work. We think that we can keep people in Woodburn with affordable jobs. They are going to have a lot more
16 time to participate in those very important aspects communitywide that really will make Woodburn the kind of
17 community that we envision. The key to the amount of land that has been proposed for inclusion here is the site
18 specific planning that Jason talked to you about a little bit earlier. We took an approach that said who do we want
19 here and what do they need in the way of acreage, and then let's provide that. And at the time that we had that
20 notion, I think that was a somewhat novel thought. I don't think it had been really tried before. The State gave us
21 some money to do an economic opportunities analysis that focused us in that direction. And we identified a number
22 of target industries – 13 of them to be exact – that met the criteria that we were looking for, and we were looking for
23 those that would offer the living wage job, those that would be clean industry, those that would be diversified and
24 not leave us reliant on one particular kind of industry, those that would generate spin-off business and help support
25 those businesses that were already in the community as supply lines to them, and those that would participate as I

1 participated, communitywide. So our list reflects those kinds of industries, and then we set out to find out how much
2 acreage each of them needed. What we found was that they required fairly large tracks of land, much larger than we
3 currently have or really have the ability to assemble in our town. We looked at our opportunities and it's our
4 location, the Commissioner talked to you about the flat topography – it's that, and it is also the access to the I-5
5 interchange and to a major interstate highway. It's the availability of a very motivated workforce. People who are
6 willing to work two and three jobs clearly have a good work ethic. And it is still relatively affordable land in the
7 Woodburn area and we have the sufficient infrastructure in the way of water and waste water capacity to service
8 these industries. We think these opportunities make the difference between Woodburn and some other communities
9 that may seek the very same kinds of target industries as we, but we don't believe have the same kind of competitive
10 advantage. We do acknowledge that there are disadvantages in Woodburn. We are completely out of land at this
11 point for these kinds of industries and they are passing us by. As we have talked to Opus Northwest who holds the
12 option on one of the largest pieces of land in this area that we are talking about bringing, in the years that they have
13 been working with us and trying to get this property into the city, they have lost over 2,000 jobs. I'm sure that
14 number has gone up because I haven't asked them recently. The number of prospective clients coming to Opus and
15 seeking to site could have resulted in 2,000 well paying jobs on that particular 100-acre parcel. So we know we are
16 losing these opportunities every day. We have a well motivated workforce but a lot of them lack training, so there is
17 a problem that we need to overcome, and we need to develop our transportation system. That's what this plan
18 anticipates doing. We are partnering at this point with different organizations, with the Woodburn area Chamber of
19 Commerce, with SEDCOR in Salem, with Chemeketa College to develop the workforce training. It will make us
20 responsive to the needs of the industries that we would like to see in Woodburn. Our transportation plan addresses
21 the construction of a ring road that is necessary to provide west side access to businesses on all sides of the
22 interchange, so that we can take advantage fully of that interchange and not just access it from one side of the road.
23 It was talked to you a little bit earlier about the interchange funding agreement and we have since worked that out.
24 At the time the plan was being developed, we hadn't. We now have an agreement with ODOT to pay \$8 million of
25 the approximately \$15 million cost of an interchange improvement there. It is now a planned facility in ODOT's

Item No. 2
Page 16

1 view and it is on the stick and we expect it will be a reality in a relatively short (in transportation years) period of
2 time. I mentioned that the plan takes in no more land than is necessary. We take in the marginal soils first, when we
3 can. We take in Class II soils only to get to Class III soils. We have added very little commercial property into this
4 mix to try to focus directly on industrial. We have designated about 400 acres of that industrial into the southwest
5 reserve where it will be protected until the proper uses come along. We have an interchange management agreement
6 that we have entered into with ODOT, which will protect transportation capacity. It creates some disincentives for
7 businesses that are not part of the target industry and it also prevents the bait and switch that some people are
8 concerned that we may try to do, between industrial land and commercial land. The trip budgets would provide a
9 tremendous disincentive to commercial uses in that area, if they were going to want the site. Well, I've pretty much
10 covered everything I wanted to say there. I would like to just conclude in saying to you that we think this is a
11 rational, objective and well reasoned plan. We think it balances the needs of the community with protection of
12 resources and we believe that it will allow the city to meet its economic development potential and increase the
13 standard of living for Woodburn residents. I appreciate your time this morning. Thank you very much.

14 CHAIR VANLANDINGHAM: Thanks John. Questions for John?

15 MARILYN WORRIX: We'll have another chance, won't we?

16 CHAIR VANLANDINGHAM: Yes, yes. Most likely. Thank you Mayor. As you all go down the next, I assume
17 that Woodburn has another panel, can I, we know who you are, but to help us would you all fill out a blue sheet? Is
18 there another Woodburn panel? Or is that it?

19 GREG WINTEROWD: The only person who must leave who would like to make a brief statement is Terry Cole
20 from ODOT.

21 CHAIR VANLANDINGHAM: Okay. Terry?

22 TERRY COLE: Actually I can come back a little bit later. I just have to step out for about ½ hour, so I will be
23 happy to come back and answer further questions, if they should come up later. I'm Terry Cole with the Oregon
24 Department of Transportation. Chair VanLandingham, Director Shetterly, and Commissioners, I appreciate the
25 opportunity to speak to you today. I represent ODOT through the Region 2 office at 455 Airport Road SE here in

1 Salem. We have been working with the City of Woodburn for years and years and years on transportation issues,
2 particularly related to the interchange and Highway 214. Highway 99, as well; but Highway 214 and the
3 interchange have really been sources of major concern for us for years. And I really just want to express our
4 gratitude to the City of Woodburn and our support and appreciation for the work that they've done with us over
5 these years. I could get into a lot of detail with respect to the transportation system and how the recently adopted
6 transportation system plan I think is supportive of the State transportation system, but many of those ways have
7 already been discussed with respect to the local transportation circulation system, how that should balance the
8 demand on the interchange, as it is currently planned. But the best thing I think that I can tell you is to express the
9 department's support for what the City of Woodburn has done, is that we have adopted the interchange management
10 plan. The Oregon Transportation Commission did that in August of this year, or last year, I should say; and to say
11 that they were pleased with the plan would be to sort of damn it with faint praise. They, particularly our chair Stuart
12 Foster, held out this plan as an example that they hope will be followed around the state. It is easily the most
13 comprehensive and the most innovative interchange area management plan that this state has seen adopted thus far.
14 Reference was made earlier to a trip budget, which is an innovative technique that we are using in order to assign
15 trips to various different parcels around the interchange so that build in accordance with our plan expectations. The
16 overlay zone that the City has adopted in conjunction with the trip budget and with the interchange area
17 management plan prevents conversion of this newly added to anything other than industrial; it is not allowed to
18 convert to residential or commercial land, and that is a part of their ordinance. The linking back of the
19 transportation plan to the economic development objectives of the City is also unique in Woodburn. One of the ways
20 that this is played out is that if an employer comes to the community and they can say "we are one of the target
21 industries", then they are allowed to make a case for an increase in their trip budget of 10%, but only if they bring
22 forward a transportation demand management plan for the large parcel, which says we are going to stagger work
23 hours, we are going to have employer carpooling, and demonstrate to this city that they can actually reduce the
24 overall demand in the peak hours of use of the interchange. So by doing that, that will really provide an overall
25 benefit to the transportation system, and, as has been mentioned several times before, the local circulation system

1 that allows the balancing of the demand on the interchange is also critically important to its long range operations.
2 Currently the vast majority of demand on the interchange comes from the east because that is where the largest part
3 of the community is, and the arterial system – both the State and local arterial system on the east side of the
4 interchange – is very much under stress, and being able to balance that out and actually utilize the full capacity of
5 the interchange, both in its current configuration and as it would be modified in the future, is critically important to
6 us. One other thing you should be aware of – we have recently completed an environmental assessment, a Federal
7 environmental assessment of the interchange, and the Federal Highway Administration has granted us the finding of
8 no significant impact (FONSI), which is our approval to move forward with preliminary and final design and
9 further right of way acquisition. In order to support all of the work that we have done with the interchange
10 management plan, the coordination with the TSP, the environmental assessment, as the City Manager mentioned, we
11 have entered into two intergovernmental agreements with the City of Woodburn. One intergovernmental agreement
12 really covers how we jointly, as partners, cooperatively administer this interchange management area. It is a large
13 area. It encompasses all of the area that has been brought into the UGB and the redevelopable areas around the
14 interchange. It talks about that approximately every three years we will do a review and assessment. We will take
15 fresh traffic counts. We will see basically how the area is playing out. The City's obligation in this is to keep track
16 of the development that comes into the area, keep a ledger relative to the trip budget - you can imagine the trip
17 budget is sort of a jelly beans and there are so many beans in that jar, when somebody comes in they are going to
18 take a handful. We are going to monitor that over time, so that we know well in advance if we are keeping track
19 with what our expectations were, with respect to the pace of growth in that area and the use of the transportation
20 system. And, again, that is our obligation through time. There is no end limit on that intergovernmental agreement.
21 We will manage it through time and we will update it and modify it as necessary as we go through time. The other
22 intergovernmental agreement that was mentioned was the funding agreement. The City has agreed to provide \$8
23 million towards the ultimate improvement of the interchange. Based upon that agreement, our Commission has
24 agreed to view the Woodburn interchange improvement as a planned transportation improvement over the 20-year
5 planning horizon. We currently are about \$25, approximately, million dollars short of the full money that we need

1 to improve the interchange but it is the number one priority along with the Newberg/Dundee bypass. Of the Mid
2 Willamette Valley area Commission and in the world of transportation possibilities, it is highly likely that we will be
3 able to find the balance of the Woodburn money, my guess is, before we can find the balance of the money needed
4 to finish the Newberg/Dundee bypass. So, I think John's optimism is shared by ODOT, that we can move forward
5 sooner rather than later with those interchange improvements, and we are quite confident that with those
6 improvements that interchange will provide very good service to the City of Woodburn and its proposed
7 comprehensive plan updates well through the 20-year planning horizon. So, with that, I will just say that the
8 Department of Transportation is very much supportive of the City's action and will urge that you move approval
9 today, as recommended by your staff.

10 CHAIR VANLANDINGHAM: Thanks Terry. I am not going to let Commissioner
11 Worrix speak because you just slighted the Dundee bypass... And also I was hoping you could define a
12 transportation year...

13 TERRY COLE: Well, it's kind of like a dog year. Actually, it's sort of the reverse of a dog year...the inverse of a
14 dog year, how's that?

15 CHAIR VANLANDINGHAM: So what happens if, to get serious for a minute, the trip budget runs short? The jelly
16 bean jar gets emptied earlier than we have all been hoping...

17 TERRY COLE: Well, a couple of things will have to come into play. That's why we will monitor it on a regular
18 basis as we move through time. The whole theory of transportation planning is based on the law of averages. Some
19 properties will come in and have a higher trip generation rate, some will have a lower, than the averages that we use
20 in order to make these determinations. And so as we go through time, there is also a component of the
21 transportation that is outside of the zone – so those are external trips to the zone, and they may grow either faster or
22 slower than we anticipate as we go through time. So it's an inexact science as we look at transportation into the
23 future. What we will try to do is monitor so that we know well in advance, "Are we keeping pace? Are we lagging?
24 Or are we actually consuming those trips faster than we thought we were going to consume those trips?" If in fact
25 we get to a point of having consumed those trips, say in 15 or 16 years rather than in 20 years, or in 20 years rather

1 than 25 years, we will have to look at additional mitigation as we look through time. As it stands right now, there is
2 not a provision to move beyond the budget. The budget is what it is and when those trips are allocated, they are
3 allocated; but I assume as we would move out – again, 10, 15, 20 years – we will look at ways to adjust and adapt to
4 those conditions that exist at that time. That is sort of the notion of even the periodic review process that you do
5 with your own comprehensive plans. It is an inexact science, and that is the purpose of the one agreement to
6 monitor and adjust as we move through time.

7 CHAIR VANLANDINGHAM: Thank you. Marilyn?

8 TERRY COLE: By the way, I work on the Newberg/Dundee bypass too and I try to hold up great optimism for it as
9 well. The needs there are also very great.

10 MARILYN WORRIX: I was just glad to hear you reference it at all, but the longer we wait, the higher the tolls, and
11 the harder to make it happen.

12 TERRY COLE: It's always a very complicated project. There's no question about that.

13 CHAIR VANLANDINGHAM: Questions by the Commissioners...? Thank you Terry.

14 TERRY COLE: Thank you.

15 CHAIR VANLANDINGHAM: So, Woodburn, more?

16 JOHN BROWN: No.

17 CHAIR VANLANDINGHAM: You're going to assume that I'm going to invite you back to respond?

18 JOHN BROWN: Yes.

19 CHAIR VANLANDINGHAM: Okay. Sid, I think you're next. Is that correct?

20 SID FRIEDMAN: Inaudible

21 CHAIR VANLANDINGHAM: Absolutely. So, I think it's a farm panel. I know that the last time we had farmers
22 speak to us in Pendleton, they brought us baskets of fruit... So you're at a disadvantage already...and I want to
23 apologize that one of our documents misspelled "CARL".

24 KATHERINE CARL: Thank you.

25 CHAIR VANLANDINGHAM: Sorry.

1 KATHERINE CARL: Tom Brawley is going to speak first for the Farm Bureau. This is not very coordinated...but
2 we are ready to hear what he says.

3 CHAIR VANLANDINGHAM: Great.

4 TOM BRAWLEY: I'm sorry to disappoint you about the basket of fruit. I can't even give you an apple. But I am
5 glad to be here and to be part of this process. I have watched you from a distance and I have known people who
6 have sat on your Board. I have tried to stay in contact with them and have been interested in your deliberations and
7 your process. So we thank you for the opportunity to be here today. I represent – I'm Tom Brawley. I'm a farmer in
8 Marion County. I've been here for many years. I represent today Marion County Farm Bureau, which has
9 approximately 650 farm operations registered with it; and therefore, I would like to say I represent many farm
10 entities here in Marion County. They have a substantial inventory in Marion County and, therefore, substantial
11 investments in this county. Their businesses generate \$500 million plus for this county. They are not a targeted
12 industry. They're here. We're here. We've been here. We're necessary to life. And I would like to hear the extent
13 of the targeted industries. I know many of the industries that are targeted never show up. People miss their target. I
14 also would like to know if they are long-term industries that we are talking about, as compared to AG. Marion
15 County wrote a list of objections. I thought it was well written. I hope you have read it. It is short and concise and
16 direct. It gives you a list of the objections that Marion County has got by ORS numbers, by goals and guidelines
17 numbers and by administrative rules numbers, so it's easy. Marion County Farm Bureau. It's easy to read. It is, I
18 think, pretty straightforward, not in a lot of legal jargon, and I think you'll find it interesting. It does say in that
19 report that the economic figures that this whole thing is based on are skewed, which means we could be built on a
20 house of cards here, and that the ag figures are in fact larger than the industrial potential from this county and from
21 this location. Marion County Farm Bureau has objected to the size, to the location and to the soil types of this
22 projected UGB expansion. So we object to the loss of prime farmland. We think that this can be limited in size and
23 certainly in direction, and by that I mean North-South. Before I came here today I thought I'd try to find out what
24 your job description is. I know what mine is. And I asked a couple of folks that are on your Board, "Do you have a
25 job description? What are you tasked to do?" I hope all of you know. Because it's heavy. It's really heavy. You're

Item No. 2
Page 22

1 helping to decide how my industry goes. It is a burden that is put on your shoulders, and I hope you bear it well.
2 And I hope you know your job description. I don't envy your position but I certainly do know what the outcomes
3 are of your decisions. So I ask you to heavily consider this decision and all of the 37 decisions that you are going to
4 have – not only for our county but for the entire state. And I know there are many, many acres involved in
5 farmland. 20,000 in Marion County alone. 35,000 in Yamhill County. Thousands. So each bit is going to nibble
6 away at this well established, very essential industry that I am representing. And I hope you take these into
7 consideration in your deliberations and your burdens. I think it is very fitting that we come on a day that you have
8 honored Senator Hallock because it speaks to me of what you're sentiments are on this Board and what your
9 intentions are and where your deliberations are going. Thank you for the opportunity.

10 CHAIR VANLANDINGHAM: Thank you Tom. Questions for Tom?

11 MARILYN WORRIX: Just a brief one. I'm looking at this map showing the soil types around the current urban
12 growth boundary and I'm really sensitive to your arguments. Where would you have them go?

13 TOM BRAWLEY: First of all, reduced in size...excuse me, you folks can pick up...first of all, reducing size. That
14 makes a big difference right there. And secondly, south to the lesser classification of farmland.

15 MARILYN WORRIX: Could you tell me by number?

16 TOM BRAWLEY: No, I can't. No, I can't. I don't have that map. But that's a general consensus that we had.

17 CHAIR VANLANDINGHAM: Other questions? Thank you Tom.

18 TOM BRAWLEY: Thank you.

19 CHAIR VANLANDINGHAM: So now I get to say Ms. Carl, and be right. Put that microphone over in front of
20 you, please.

21 KATHLEEN CARL: My name is Kathleen Carl. I'm representing the Matt and Carl LLC Farm and I would like to
22 say that my father worked with Hector McPherson and Ted Hallock testified before that the legislature worked very
23 hard for senate bill 100. So I come here as somebody who feels that agriculture is very important and that is why
24 I'm talking. I would like to say very frankly that UGB does go down Carl Road even though that's not what part
25 I'm talking about. But it does go into our area, so...Anyway...under statewide planning goal 9 guideline 4 – and I

1 did submit this letter, it's on record – says the plan should emphasize the expansion and increase productivity from
2 established industries and firms as a means of strength of local and regional economic development and I believe
3 that Woodburn's plan focuses too much on attracting new industries and not relying on local and established ones.
4 In their economic opportunities analysis, there was no mention of agriculture, of the rich soil surrounding Woodburn
5 as one of the comparative advantages. In Woodburn's projections for 2020 they projected a 40% drop in AG jobs
6 from 2004. Yet ag's contribution to the economy has been growing. 519 million in 04, 554 million in 05. We are a
7 growing industry. And it's also growing in the Woodburn zip code. Technical background documents set loss of
8 agriculture jobs as a goal. Agriculture is a viable thriving part of Woodburn's economy and it should not be a goal to
9 reduce it. We also would like to talk about saving the highest class lands and I commend Woodburn for eliminating
10 some Class I land in the north. I do believe that the land that is west of the freeway is II and III level, Class II and
11 III, but with more Class II. Class II is wonderful land. Any of you from different counties know that Class II land is
12 still wonderful land and not only do I feel like there is too much industrial land, but that it should go south where
13 there is more Class III combined with the II. I worry about the large 125-acre parcel, I think for silicon chip
14 fabrication plant. I question whether Woodburn has the technological base for that. My other point, if I can find it,
15 is that under Goal 2, planning must be coordinated with affected governmental units and I listened to the testimony
16 about Woodburn being targeted to grow. They only have 8% of the current employment. There are plans to provide
17 land for 23% of all future jobs in the county. So my question is who takes the hit? If they are going from 8% to
18 23% of the pie, what municipality do the Commissioners go to and say "Okay, Woodburn's got this. You can only
19 have this." So I feel like it hasn't...it's not clear how coordinated that is. Also, I know that Metro sent Woodburn a
20 letter, worried about this huge expansion, and did talk about having a meeting. To my knowledge, I don't think the
21 meeting has taken place. If I'm wrong, I apologize to everybody. But I do think that we should look at this under
22 goal 14. It does say to confer with surrounding counties, if I read it correctly. Anyway, I would just like to think
23 about "does it have to be this big? Does industrial have to be this big?" This is a lot of acres and this is beautiful
24 farmland. I'm done.

25 CHAIR VANLANDINGHAM: You did well. Thank you very much. And did you wish to speak also?

Item No. 2
Page 24

1 LOLITA CARL: Yes. I'm Lolita Carl. 13324 Carl Road, Hubbard. I am here to urge you to think not 20 years into
2 the future, but 50, 75, 150 years. Our farm has already had five generations of our family living on it in only nine
3 years. If we think short-term, our beautiful valley of mild climate and abundant resource land will be paved over.
4 This is some of the nation's most valuable soil and the plants and crops that can be grown here include kiwis, wheat,
5 vegetables, berries, nuts, grapes and nursery stock. I my lifetime, on our farm, we have raised corn, peas, flax,
6 wheat, clover, alfalfa, hazelnuts, beef and dairy cattle, chickens, grass seed, fruit, berries, hogs, sheep and trees.
7 Perhaps you're looking at a grass seed field and think "What good is that? Let's put in some houses or a
8 commercial or industrial park". Because. We now have a planet of 6-1/2 billion people, one to two billion of whom
9 are starving because the oil reserves are being used up, and we might not be able to afford to import strawberries and
10 apples from thousands of miles away because agriculture is Marion County's number one industry. Yes. Marion
11 County leads all other counties in the state in agriculture production. 519 million in 2004 and 540 million in 2005.
12 And Woodburn is in the heart of Marion County. Agriculture exports rank number two in the state after all other
13 exports... I should say BEFORE all other exports. Agriculture exports account for 25% of Oregon exports. 80% of
14 them leave the state, 40% of them leave the country. Woodburn is ignoring the enormous ag production supporting
15 and surrounding it and the thousands if its residents who work in the ag industry. This is from Woodburn's
16 economic opportunities analysis. It says right here. "Hubbard employment does not include most farm
17 employment". Woodburn has a dependable and growing economic base in place with ag business. The farmers are
18 not pushing for new roads and infrastructure. There are presently acres and acres for industrial development in
19 Woodburn's current growth boundary. I urge you to drive Woodburn's current growth boundary and its expansion
20 request. There are fields out there that are in Woodburn's current boundary that are not yet developed. Many of
21 these sites have been abandoned or not yet developed. They already have sewer and power and roads. It behooves
22 us to take care of these acres first and conserve our precious prime farmland. We have to go for efficiency. I feel
23 like Woodburn is asking for the moon. The ones who are really pushing for development and expansion are
24 consultants who are paid to say "we need it". Greg Winterowd was simultaneously paid by Opus Northwest to try to
25 get its land and expand UGB while being paid by the City of Woodburn. A serious conflict of interest that cannot be

1 ignored. Please, take a moment to reflect on the importance of our decisions today. Think of early settlers who had
2 no idea what the value of what one old growth tree would be. Think of one acre of land. Our rich Willamette
3 Valley soil can produce new crops of food every single year to feed endless generations and the industry is aware of
4 that.

5 CHAIR VANLANDINGHAM: Thank you. I want to thank all three of you and note that often objectors in any
6 hearing process are viewed as a problem or creating trouble, but we would be in a sad state of affairs if people like
7 you didn't care enough to get involved. So, we really rely on you all to do this. I know its volunteer, and a hard
8 thing to do. I also want to note that it is very important to the Commission, and always has been, that a commission
9 has historically had a farmer as a member. Hector McPherson was one of a string of LCDC members. Our current
10 "designated farmer" is Ron Henry whom I've learned to describe as a corporate farmer, but still a farmer, from the
11 Jacksonville/Medford area with Harry and David. I started my service with Gary Harris who taught me to call him a
12 dirt farmer, from Madras. So regardless of the outcome here, I want you to know that we think that we care a great
13 deal about farming. Anyone want to ask questions of this panel? Actually, I do want to ask one question. You,
14 Lolita, asked us to think 75 to 150 years out. And I don't mean to be flip here. I've heard people describe global
15 warming as making Western Oregon the next Sacramento. Do you think 75 to 150 years out? What will you be
16 farming, or your children, in 75 years?

17 LOLITA CARL: I have asked where we are going to plant our orange grove.

18 CHAIR VANLANDINGHAM: That's a very good comeback...

19 LOLITA CARL: Well, I don't know but farmers are very adaptable. They can change their industry so fast to a new
20 crop, and that is not necessarily true of some of these targeted industries. We can change what we're growing. We
21 can adjust. And I think the wine industry and the nursery industry is a real indication. Maybe, whether you like it or
22 not, it is a changeable industry.

23 CHAIR VANLANDINGHAM: And we would be growing cabernet grapes instead of pinots. Thank you very much.

24 LOLITA CARL: Thank you.
25

Item No. 2
Page 26

CHAIR VANLANDINGHAM: Sid, I think you're up. Lane is going to leave while you are speaking because he's got to go to the Capitol.

SID FRIEDMAN: Believe me, if I could leave while I was speaking, I would too!

LANE SHETTERLY: Nothing personal Sid. I will be taking Richard Whitman with me, I guess. Oh, he's not here for this business anyway, so, we'll be back.

CHAIR VANLANDINGHAM: So let me ask a logistical question. Do you have a sense of how long, or Jason, how long we are going to go with this? We've got one other item to do today, or that we were scheduled to do today. We can always add items from Friday and move them over here. But the rule making probably is an hour or less, since we don't seem to have too many objectors.

LANE SHETTERLY: Probably.

CHAIR VANLANDINGHAM: Any estimate of how much longer we are going to be with this issue? I'm trying to figure out whether we should take a break. It's easy enough for the Commission to work through lunch because somebody will bring us lunch. It's not as easy for the other parties, since they have to sit there and watch us eat. I'm thinking maybe we actually would take a lunch break. Do you see a problem with that?

LANE SHETTERLY: I don't think so. I think, my expectation is that even with a lunch break we should be able to wrap this up this afternoon in time to get the Measure 37 rule making done, and then of course remember that we have a reception with legislators at 5:30 this afternoon. But I think we're in good shape for that.

CHAIR VANLANDINGHAM: Okay, great, thanks. So Sid, the goal is to do your presentation and then we're going to break for, assuming you do in an hour, as you hope...

SID FRIEDMAN: I'll try to be brief...

CHAIR VANLANDINGHAM: Well, when you stop we are going to take a break and resume at about 1, so that people, not before, let's say hard and fast so that you don't have to worry about we start before you get back. So we'll start again at 1, so people can go get lunch. Okay.

SID FRIEDMAN: Commissioners, thank you for letting me testify before you here this morning. I'm afraid that the Carl's and Mr. Brawley are a tough act to follow and I don't expect to be nearly as eloquent. I also expect to be a

1 little more specific than either the City panel or the previous objectors. So I encourage you to flag me with
2 questions during my presentation if there are questions you want clarified. To begin, Mr. Brown the City Manager,
3 talked about how long the periodic review has taken Woodburn the long process to get here. And we agree periodic
4 review has taken Woodburn too long. But is a result of choices that the City has made. The first consultant team
5 that the City hired funded by a grand provided by the State TGM Program concluded in February 2000, and I quote
6 for the record, "The amount of industrial land identified by the City Committee is unrealistic. The consulting team
7 does not include any land outside the existing UGB because the data does not indicate a need in the foreseeable
8 future". The City chose not to accept that conclusion. Instead, they hired a new team of consultants who developed
9 new growth assumptions to allow their different conclusions and recommendations. That is certainly within the
10 prerogative of the City, but they should have then complained about delay of the process. Of course, subsequent
11 actions by the City have resulted in additional delays and expense. The appeals of the Marion County Urban
12 Growth Management framework to LCDC, and then the Court of Appeals, and then finally the City, after losing
13 those appeals, went back to the County to negotiate and new higher population forecast. The City has now proposed
14 an Urban Growth Boundary Expansion of almost 1000 acres, most of which is prime farmland. Given the size of
15 the expansion and the importance of the agricultural industry of Marion County, it should be no surprise that the
16 proposal is controversial and has attracted opposition. We have no objection to the residential component of the
17 package before you, no objection to the commercial component and no objection to the natural resources component
18 or the interchange area management plan. Our objections focus solely on the amount of industrial land included in
19 the expansion and its location on prime farmland. There are important issues before the Commission here. Are
20 there any limits to how much industrial land the City can add to its UGB using the targeted site industries method?
21 And, if so, what are they? Can the City include substantially more than a 20-year supply of industrial land in its
22 urban growth boundary? Can the City exclude valuable industrial land from its land inventory because it will be
23 used for expansion of existing industries rather than new employers? Can the City add prime farmland to its UGB
24 instead of poorer soils because it believes potential users, who may or may not choose to locate in Woodburn, will
25 prefer it? Much of Woodburn's urban growth boundary is based on a very aggressive industrial development

Item No. 2
Page 28

1 strategy. It has adopted an unrealistically large projection for industrial job growth and it has included far more
2 industrial land within its amended boundary than is needed to accommodate that very large projected industrial job
3 growth. It has included more industrial land than is used to accommodate its target industries and it has included
4 more industrial land than expects to develop over the 20-year planning period. We believe the City also failed to
5 coordinate this disproportionate expansion with other affected jurisdictions. And, finally, as I think I said, the City
6 excluded valuable industrial land from its inventory because it might be used for expansion of existing industries
7 rather than target industries. I hope you'll bear with me. I have a, I'm fighting a bad cold, so if I stumble a little bit,
8 please bear with me. I want to talk about the employment projection and adequate coordination. Woodburn has
9 about 7% of Marion County's population and just under 8% of Marion County's jobs. It adopted a plan amendment
10 to project that it will capture 23% of Marion County's future job growth. This is double the portion of Marion
11 County job growth than what is historically located in Woodburn. Clearly, if even a few cities up and down I-5 all
12 decided that they were going to double the amount of job growth, their share of county job growth, we would wind
13 up in a situation with way too much land in urban growth boundaries and a very uncoordinated planning system in
14 the county. The Department concluded that the City of Woodburn based its inclusion of hundreds of acres of prime
15 farmland along I-5 on a sophisticated and technical economic opportunity analysis that identified target industries
16 and the location characteristics. But, in fact, the list if targeted industries is identical to the same list that the same
17 consultant developed for the city of McMinnville, 30 miles from the freeway. All the City has really done is
18 conclude that warehouses, distribution centers and certain other businesses are likely to locate at freeway
19 interchanges. The Department dismissed our exception on this point, our objection exception, because the amount
20 of land added to the UGB is based on target industries, not employment forecast. But that misses the point. Plan
21 amendments need to have an adequate factual base and they need to be coordinated with other jurisdictions.
22 Commissioner Milne talked about the high level of coordination between the City of Woodburn and the County.
23 And we don't allege that the City and the County fail to coordinate. But the City and the County did fail to
24 adequately coordinate this outsized employment projection with the other affected cities along the I-5 corridor,
25 including Wilsonville, which isn't in Marion County, and....well. Hubbard's urban growth boundary is less than

1 one mile from the expanded UGB. Gervais' urban growth boundary is just over a mile. The Salem, Wilsonville, Mt.
2 Angel, Aurora, Donald and St. Paul UGB's are all within 10 miles of the expected urban growth boundaries.
3 Woodburn did not notify Gervais, Hubbard, or any of these other cities of its work or public hearings on these
4 amendments. It's true that Marion County provided notice to the Marion County cities prior to the final hearing
5 before the County, but adequate coordination requires that affected jurisdictions have a right to be involved in the
6 development plan amendments that affect them and that they need to be brought in early in the process, so they can
7 help shape them and have their needs accommodated. The Department's response to our exceptions, or our
8 objections, dismissed our exception because none of these affected jurisdictions participated in the local proceedings
9 for filed objections. But how can they participate locally and file objections if they're not notified of the
10 proceedings? As I said before, Woodburn has not only adopted a very large employment projection, an
11 unrealistically large employment projection, it has also included far more industrial land in its UGB than can be
12 justified by its target industries site requirements. Even based on the inflated employment projection that I just
13 discussed, the City concluded it would need only 224 acres of industrial land. That's less than half of the 486 acres it
14 says it needs based on target industry job requirements. In comparison, and this is from the Woodburn record,
15 McMinnville with a similar job growth projection, for a much larger population projection, concluded it would need
16 174 acres of industrial land over the planning period. Woodburn, in contrast, 486. McMinnville, 174. And recall,
17 too, that they have identical targeted industries. Even based solely on the site requirements for targeted industries,
18 Woodburn is adding far more industrial land to its UGB than I think is justified. And I think Jason discussed this
19 issue a little bit in his initial presentation. The City has targeted 13 industries, yet it asserts a need for 42 sites. Each
20 city is targeting four industries that utilize sites smaller than 5 acres, yet it is asserting a need for, and including
21 within its UGB, 25 sub sites. The City is targeting 12 industries that utilize sites smaller than 50 acres, yet it is
22 asserting a need for and including within its UGB 40 sub sites. The Director's report in the response to exceptions
23 concludes that this is not an oversupply of sites because (a), it provides a short-term supply, and (b) it provides
24 market choice among sites. But the Department, despite our exception, does not explain why an excessive number
25 of sites are needed to provide a short-term supply of industrial sites. Indeed, an adequate long-term supply would

1 clearly provide an adequate short-term supply. The Department also doesn't explain why such an excessive number
2 of sites are needed to provide choice in the marketplace. The City has not found, for instance, that it is likely to
3 attract multiple firms in the same target industry. The need for market choice might justify some of more than 13
4 sites, but it cannot justify 42 sites. The Department asserts the City evidence to support the number of sites is
5 substantial but it doesn't actually identify any particular item in the record. In fact, nothing in the record explains
6 why the City needs such an oversupply of sites. As you heard previously, I think, the largest of the new large sites is
7 a 125-acre parcel of prime farmland intended to lure a silicon chip fabrication plant. This is an industry that is
8 shrinking, not growing, in the United States and the Pacific Northwest. Since 2000, the silicon chip industry in the
9 Northwest has closed many plants and significantly reduced, and retained significantly unused capacity. The City's
10 decision speculates that the silicon chip industry may recover during this period or that there may be other emerging
11 industries that require such a large site. That's speculation. The City does not explain why a silicon chip fab plant
12 could be reasonably expected to locate in the planning area, and that's what OIR 660-009-0015 requires. There
13 simply is not an adequate factual base to conclude that silicon chip fab plant is likely to locate in Woodburn over the
14 planning period and large blocks of prime farmland should not be included in the UGB based on some speculative
15 target industries. I would point out, as well, that high tech plants locate in clusters. That's clearly the case in the
16 local area. Washington County has achieved cluster status but few other areas in the state have been able to
17 maintain any electronic space for more than one or two employers or more in a few years. Intel's expansion has
18 been entirely within Washington County. There has been little tech development in Multnomah or Clackamas
19 Counties. There is no basis to believe the industry will leapfrog to Woodburn. We talked about the large
20 employment projection, the fact that Woodburn is using the targeted site, targeted industry site requirements to
21 include double the land for industrial than its employment projections would justify. And it is also, we believe,
22 unjustifiably including too many of those sites. But the City also acknowledges within this plan that not all of the
23 industrial land proposed is expected to develop over the planning period. Indeed, based on the number of new
24 employees, the City will use less than half of the industrial land that it is including. The Director's report does not
25 dispute this but concludes that this poses no violation of rules or goals. We think this conclusion is simply wrong

1 and that the Commission should reject it. Nothing in either statute or rule authorizes the City to expand its UGB
2 beyond its identified needs. Indeed, a DLCD memo from 2006 to cities, counties and interested parties states “The
3 Goal 9 administrative rules do not authorize the designation of more than a 20-year land supply nor do they
4 supersede the requirements of other goals, such as Goal 14”. So it appears that the Department’s conclusion
5 regarding this submittal is at odds with the memo it sent out less than a year ago. Regarding the size of the
6 expansion, Woodburn incorrectly removed buildable industrial land from its buildable lands inventory because it
7 would be used for expansion of existing employers rather than targeted new industries. I do have a handout here.
8 These are from the record, and I will hand one to the City. Woodburn inventoried 126 acres of vacant, partially
9 vacant, and redevelopable industrial land within its existing urban growth boundary. Woodburn removed 79 acres
10 from the inventory, reducing it to 46 acres because, and I quote, “The owners of industrial firms stated that partially
11 vacant land on their property was being held for future expansion and was not available for purchase to meet the
12 needs of targeted employers”. The Department asserts that that land wasn’t removed from the inventory, but if you
13 turn to the last page of the handout, you’ll see there’s the City’s inventory of the partially vacant land and then back
14 have scratched the partially vacant parcels from the inventory. Now we don’t contend, as the Department implies,
15 that these lands are suitable for the new employers that the City wants to attract. We do, however, contend that
16 these are buildable lands that are available to meet future land needs and they cannot be excluded from the buildable
17 lands inventory. The Department is also simply wrong in asserting in its response to our objections that the City
18 found the remaining 47 acres that have retained, that those acres provide for existing industry. As pointed out in our
19 exceptions, the opposite is true; and that is highlighted on the first page. So, to summarize, for the reasons I’ve just
20 covered, we believe the City of Woodburn included too much industrial land within its urban growth boundary, an
21 amount of land that cannot be justified under goals, the administrative rules, or statute. We also believe that the City
22 of Woodburn is including the wrong land under the statutory priorities for the industrial land it has included. Jason,
23 will you put that overhead of the soils back up there? With our objections, we also submitted a couple of color
24 maps, and they were reduced in size and reproduced in black and white in your packets; so I made color copies, so it
25 will be more legible for you. They are city maps we submitted from the record and these are copies. They were

Item No. 2
Page 32

1 submitted to local, county and the City, and they are included in the materials that the County and City submitted as
2 part of the record. Now, as I think you've heard, the City has included hundreds of prime farmland, hundreds of
3 acres of prime farmland within its expanded urban growth boundary....I'll get that map and will then go to the
4 overhead here. I'm not going to bring the mike; I'll just speak loudly. So, the City has included hundreds of acres of
5 prime farmland here, west of the freeway, the Opus site, instead of the predominantly Class 3 soils that continue
6 south, all the way through there down to Gervais. The inclusion of the land west of the freeway, the Opus site, is
7 particularly troubling because it is a large urban expansion on the prime farmland beyond the natural barrier formed
8 by the freeway. The Department of Agriculture, as we highlighted our objections, also testified that it was especially
9 concerned with the proposed expansion west of the freeway. Now, the Department and the City advance three
10 reasons to try and justify, including the Class 2 soils instead of the poorer soils south. The first one is that the land
11 west of the freeway must be included so that land east of the freeway can access I-5 from the west side of the
12 interchange. And, as the transportation map I passed out shows, the City has, in its adopted transportation systems
13 plan, has included a new frontage road – that yellow line on the east side of I-5, the Stacy Allison Drive extension as
14 well as the Evergreen Road extension, both of which provide new capacity, the freeway, from the new industrial
15 areas on the east side of the freeway, and would also provide access for industrial areas that continue south towards
16 Gervais, were they to be included. That land east of the freeway simply does not need to use land west of the
17 freeway to access I-5. In fact, the new frontage road on the east side that Woodburn has included in its TSP will
18 include a more direct route to the interchange than crossing over the freeway to Butteville Road. It is true, as you've
19 heard, that the east side of the interchange is congested and, yes, it may be in some ways easier, an easy fix...well,
20 let's just include a big block of farmland and we'll route everybody around to the west side rather than fixing the
21 transportation problem on the east side of the freeway. Most of those, a lot of those, congestion problems actually
22 occur further to the east of where the frontage road will hit 214. But, be that as it may, there are actual congestive
23 problems around the interchange, as well. But simply because it's easier or perhaps more desirable in some people's
24 minds to provide westside access rather than eastside access, we don't believe that means that the poorer soils will
25 not reasonably accommodate the identified need for industrial land. I hope I didn't get too complicated in that

1 explanation. I trust that if you have questions, you'll ask me. Now, the next thing I want to talk about, is that the
2 Director in both the November 6 submittal from the City to the Department, the Director's report and again the
3 response to exceptions repeats the assertion from the City's November 6 submission, it implies, it doesn't outright
4 state, but it implies that the southwest expansion area has predominantly Class 3 soil, and that's simply not true.
5 The southwest expansion area is predominantly Class 2 soils, as the soil map shows and as the soils maps we
6 submitted shows. Now, John Brown, the City Manager, testified that the City only included Class 2 soils to get to
7 Class 3 soils. Once again, that's simply not true. The City included this land west of the freeway, which is almost
8 completely Class 2 soils – the vast majority is prime Class 2 soil. They do include this to get to Class 3 soils. Here's
9 the Class 3 soils down here. Here's the chart on the city map and the chart on the map I handed out. Here's where
10 the City should be directing its industrial land. Finally, I want to go to the third justification that is advanced for
11 including the prime farmland west of the freeway – and that is this idea of the targeted industry site requirements
12 that require that those industries be within two miles of an interstate interchange. And the Director's report repeats
13 the statement for the record that for many target industries, being within one or two miles of an interstate is much
14 more preferable than being three or four miles away. Even if this were true, these references potential users are
15 insufficient reasons to include prime farmland instead of land with poor soils. As Eco Northwest went on to note in
16 the same statement, which wasn't included in the Director's report, there is no absolute distance from an interstate
17 beyond which targeted industries will not locate. And indeed, Eco Northwest, who developed one of those targeted
18 industries, developed an identical list of targeted industries in McMinnville some 30 miles from the freeway.
19 Furthermore, even that Eco Northwest statement that is signed by the Department does not assert that all targeted
20 industries prefer land near the freeway. Eco Northwest also listed many types of firms among Woodburn's targeted
21 industries that do not require close proximity to an interchange – including health clinics, doctors' offices, some
22 business services, engineering, accounting, research, management, and other related service firms. The City's own
23 site requirements for Woodburn's target industries, which is part of the packet and part of the record, also lists other
24 non-freeway locations as appropriate for several of the target industries. So while it's true that for a warehouse or a
25 distribution center, yeah, they might want to be near a freeway – or that might be a key consideration for them, even

1 Woodburn's site requirements for target industries analysis doesn't say it's a key criteria for all of the target
2 industries. Once again, the standard under 197.298, and this is what the Court of Appeals found in the residents of
3 Rosemont versus Metro, the statute asks whether higher priority areas, poorer soils, can accommodate the use of all,
4 not whether they can do so efficiently or beneficially as prime farmland. So that pretty much concludes what I want
5 to say. I do want to emphasize, and I perhaps didn't point this out in the beginning, we support Woodburn's
6 ambition to provide higher wage benefits and higher wage jobs for its residents. We support their efforts to achieve a
7 better housing to jobs ratio. What we don't support is the inclusion of way more industrial land than is necessary to
8 achieve that goal, and land that is prime farmland rather than poorer soils, which can also achieve the desired
9 outcome for Woodburn. Thanks. And if you have any questions, I'll try to field them.

10 CHAIR VANLANDINGHAM: Sid, earlier in your presentation you talked about what I would call some global
11 questions about the targeted industries approach. Could you expand on that?

12 SID FRIEDMAN: Sure. I think what you're referring to is I asked if there are any limits to how much industrial
13 land the City could add to assert the growth boundary using the targeted industries site required in its approach. And
14 that's the fundamental question here before you. Woodburn came up with a list of 13 targeted industries. They did it
15 and they said "well these industries need X amount of parcels of X size". They neither made any intent to correlate
16 the amount of land they were including to what they expected to use over the planning period or what their
17 employment projections would suggest they need; nor did they make any attempt to explain why they were
18 including so many sites for so few targeted industries. Once again, as I have pointed out for example, the City of
19 Woodburn targeted 12 industries that utilized sites smaller than 50 acres yet it included 40 such sites within its urban
20 growth boundary. Now the types of findings the City might make to justify that are, "Well, we targeted, you know,
21 widget makand gee, widget makers are hot, and we might attract 10 widget makers to our community. The City
22 didn't do that. If the City had said we were going to get 10 widget makers, then it would maybe make sense to
23 include 12 sites for widget makers so you'd have some market choice. But that's not what the City did. The City
24 simply included a very large number of sites for the number of targeted industries it has proposed without any
25 correlation between the two.

Item No. 2
Page 35

1 CHAIR VANLANDINGHAM: Sid, how does this relate (if at all) to what I'm sure you're aware of, in that earlier in
2 Governor Kulongoski's first term he made it a priority that the State have available shovel ready and large industrial
3 sites. Does that factor at all into what you're thinking or what you think the City is doing here?

4 SID FRIEDMAN: Yes it does. I think this points back to another issue that we have touched on, but I'll expand a
5 little bit. We don't content that Woodburn should not have shovel ready industrial sites. We don't content that
6 Woodburn should have no large industrial sites. But if every city along the I-5 corridor determine "well, if we
7 include a lot of flat farmland by a freeway interchange", there's no limit to what we might attract. We will not have
8 coordinated and we will have cities competing with each other in a way that I don't think we want to see. The City
9 of Salem (and I don't know if this is in the record, so...), but they've got the Mill Creek site, which is at I-5 and the
10 I-5 and Cordon Road interchange basically That's a 500-acre industrial site, some 12 miles or so, 13 miles from the
11 Woodburn interchange. It is important that we have shovel ready sites, but it is important that we not have an
12 oversupply that have cities, have 10 cities, competing for one industry, including one that is UGB when we're only
13 going to get one of them, let's say. But also, at the expense of the agricultural industry, which is the number one
14 industry in Marion County, that's not an industry that we have to go out and recruit. That's an industry that's here
15 now that's providing jobs and dollars and business to our community. Now, Woodburn talked about how well we
16 put this overlay so that we're only going to, the land will remain in farm use until it is developed. Well that's all
17 well and good but industries make investments, long-term investments, based on the signals that they receive from
18 the government. And the agricultural industry is no different from any other industry in that regard. If the signal
19 they are getting is that, well, the French Prairie area, the north valley is going to be urbanized, the decisions they
20 make about their investments are going to be very different and if they get a signal that this is a valued industry that
21 will be protected. Now for the specific parcels, once they are included in the UGB, nobody is going to be planting
22 any orchard crops on them, nobody is going to be tiling them, nobody is going to be putting any kind of investment
23 into that which would result in a continued and an enhanced valued product because they know that land is
24 committed to urbanization.

25
Item No. 2
Page 36

CHAIR VANLANDINGHAM: It's not your fault, and I don't mean to be flip, but Measure 37 does make it hard to talk about giving anybody a signal about anything.

SID FRIEDMAN: I couldn't agree with you more.

CHAIR VANLANDINGHAM: Clearly, Marion County is a huge income generator in AG. We get an annual AG report from Jim Johnson and the Department of AG. We see the numbers. I served for six years with Randy Franke, who was quick to brag about Marion County's AG base. I think I'm hearing the City, though, say that while it may produce lots of revenue, the jobs don't pay that well compared to the industries they're after. Do you want to respond to that?

SID FRIEDMAN: Well, I believe this is in the record but it may not be. Certainly, certain sectors – the nursery industry – has average wages that are higher than some of the average wages in the targeted industries that the City of Woodburn has. The average wage for Woodburn's targeted industries are in the record. They're in the Economic Opportunities Analysis and I believe elsewhere, but...I would invite you to look at those and decide for yourselves whether those jobs, some of those targeted industries, really do provide those higher wage jobs. And I don't know whether – I think we may have at one of the local hearings – put in evidence about the wage structure and certain AG structures. I'm not sure whether we did or not. But those are competitive with some of the lower paying targeted industries.

CHAIR VANLANDINGHAM: Other questions of Sid, Marilyn?

MARILYN WORRIX: I share Chairman VanLandingham's interest, really, in your introductory comments about this sort of broad approach. If you have target-based industrial goals, that dictates the size of the parcels and then the statute says you have to have at least enough to satisfy what you've said, and it ties in with the question that we discussed a fair amount, the Goal 14 Committee, which is whether or not communities can be aspirational in their economic development goals and their industrial land goals. The general consensus at the committee was you have to allow some of that, but you ask a very valid question – "Where do you stop?", and that is a huge door that you open up and you not only open a huge door but then you surround it with statutes that what you get in that arena, now you really need to go for the big numbers because you have no choice but to do that. You're not challenging,

1 however, their ability to do that. You're challenging their wisdom, maybe, in choosing that method. And you are
2 saying to us, "Be careful of that method because it can lead you astray", but you're not challenging the method
3 itself, are you?

4 SID FRIEDMAN: I'm not challenging Woodburn's ability to use the site requirements of targeted industries as the
5 basis for its industrial land use. What we are challenging is their ability to do without an adequate justification or
6 fact base – without any outside bookends, so to speak.

7 CHAIR VANLANDINGHAM: It sounds to me that what you're saying is that it's okay to use this, but they've gone
8 too far.

9 SID FRIEDMAN: Exactly. They have not just gone too far; they have gone way too far. And they've gone so far
10 beyond what we think can be justified by simple aspiration that you guys need to....

11 CHAIR VANLANDINGHAM: How would we recognize "too far"?

12 SID FRIEDMAN: Well, I think the Department could conclude, or the Commission could conclude yes, it is
13 reasonable to have maybe 50% more land than you need for market choice, or 10% more land than you need for
14 market choice. It is not reasonable to have 100% more land, or 150% more land, or 250% more land than you need
15 for market choice. You might conclude, for example, that while a city must have at least an adequate supply of sites
16 for its targeted industries, which is what the Goal 9 rule says, it still cannot grossly exceed the amount of land it
17 expects to use over the planning period. That Goal 9 rule is in direct conflict with Goal 14 provisions that say their
18 UGB amendments on power phase have to be based, have to be justified by anticipated land use. And that is
19 something you guys, one of your responsibilities is, is to balance those two. And I don't think you can just say "well,
20 at least enough means an unlimited number".

21 MARILYN WORRIX: You touch on one other thing in your broad comments that I think it's important to
22 remember. It is a question that has troubled me for quite some time and that is "How does the agriculture community
23 get into the discussion on economic development?" They're in a difficult spot. Cities don't target agriculture, you
24 know, within their city limits. So it is not part of the math or the formula or the discussion. Agriculture is always on
25 the defensive, which is a tough situation to be in when the name of the game is math and statistics and...

1 SID FRIEDMAN: I think Tom is sort of giving me the signal that he wants to respond to that, so...

2 TOM BRAWLEY: I can.

3 CHAIR VANLANDINGHAM: I'm going to allow this, but it's unusual. But you need to sit down.

4 TOM BRAWLEY: This is, these are unusual times.

5 CHAIR VANLANDINGHAM: And you're an unusual guy, I suspect.

6 TOM BRAWLEY: I'd gladly answer that in that the form that our present Marion County Farm Bureau sits on the

7 Economic Development Board for Marion County. So he is, and we are, familiar.

8 MARILYN WORRIX: In the County.

9 TOM BRAWLEY: Yes.

10 MARILYN WORRIX: Okay.

11 SID FRIEDMAN: In the broader sense, Commissioner, I think you're right. There is a problem in that cities too

12 often don't take into account and don't consider agriculture as contributing to the local economy because they're

13 focused on what happens strictly within their city limits or within their urban growth boundary. And I think all of us

14 were struck by the fact that here you have Woodburn sitting in some of the richest farm ground in the county, as

15 Commissioner Paramond once corrected me, in the world, and yet the Economic Opportunities Analysis didn't even

16 mention that as comparative advantage. So, I think you're right in that it's an issue and I'm not sure how to address

17 it.

18 CHAIR VANLANDINGHAM: Other questions of Sid?

19 MARILYN WORRIX: Just one last clarification. There's a considerable difference on the two maps that you

20 discussed in terms of soil types.

21 SID FRIEDMAN: I don't see the...

22 MARILYN WORRIX: I'm looking at the agricultural soils outside Woodburn 2002 urban growth boundary and

23 then I'm looking at your...

24 SID FRIEDMAN: Mine came from the Department of Agriculture. I'm not sure where the City of Woodburn got

25 theirs.

1 CHAIR VANLANDINGHAM: If you're just looking at colors, Area 8 does look to have more 2 than 3.

2 MARILYN WORRIX: Significantly different in Area 8 and some differences in 7.

3 SID FRIEDMAN: The City did not – I don't believe the City brought in all of the land in Study Area 8, and I'm
4 sure I'll be corrected if I'm wrong. So when the Department or the City says there's a lot of Class 3 soils in Study
5 Area 8, that may be true but they didn't bring in ... What they brought in was basically the portion of land, the piece
6 of land, that is north of Parr Road and then a smaller strip south of Parr Road. Can you put that overhead back up?

7 CHAIR VANLANDINGHAM: You're not...it seems to me you're saying the same thing.

8 MARILYN WORRIX: The opposite. Well –

9 CHAIR VANLANDINGHAM: No, I thought he was saying the same thing, that Area 8 has too much 2.

10 SID FRIEDMAN: Right.

11 MARILYN WORRIX: Yes.

12 CHAIR VANLANDINGHAM: More 2 than 3.

13 SID FRIEDMAN: Yes. I simply said that Area 8 is not predominantly Class 3 soils. It is predominantly Class 2
14 soils.

15 MARILYN WORRIX: Right. Which is the difference between these two maps.

16 SID FRIEDMAN: The map that I have also shows that it is predominantly Class 2 soils.

17 MARILYN WORRIX: That's the one I'm looking at. The map that you passed out.

18 SID FRIEDMAN: I think both of these maps – when you look at this area – show that the area north of Parr Road,
19 this area, is almost entirely Class 2 soils – or the vast majority is Class 2 soils. There is an intrusion of Class 3 soils
20 that shows up on both maps, here north of Parr Road and then as you get south, further south, of Parr Road, there is
21 a broad area of Class 3 soils, which extends beyond this line, and that's what I wanted to show on the map, that I
22 disputed. That these Class 3 soils continue beyond here between the freeway and Boone's Ferry Road to Gervais.

23 CHAIR VANLANDINGHAM: Okay. More, Marilyn?

24 MARILYN WORRIX: No.

25 CHAIR VANLANDINGHAM: Hanley??

Item No. 2
Page 40

1 HANLEY JENKINS: Yeah, Sid, my comments are related to your remarks about the coordination between the City
2 and the County, and the fact that the City has identified 23% of Marion County's job growth, where they currently
3 have, I believe you said, 8%. And yet we had County Commissioner Milne come up and talk to us about how she
4 felt that the City and the County had coordinated, and in her testimony she talks about the planning process that the
5 County has gone through with the City and my presumption was that the County had adopted their population
6 projections fairly recently. And the work that the City and the County had done was coordinated between the two
7 jurisdictions. And so I guess I'm a little concerned about your remarks in that it wasn't coordinated, and it appears
8 that the County has recognized this anticipated growth by the City and that they feel it's appropriate. So, could you
9 speak to that?

10 SID FRIEDMAN: Sure. And maybe I wasn't clear enough on this. We agree that the City and the County have
11 adequately coordinated. We're not saying the City and the County didn't coordinate. We're saying the amendments
12 are uncoordinated with other nearby cities. Not the County, but other nearby cities that were affected by the amount
13 of industrial land and the amount of job growth.

14 HANLEY JENKINS: But you did agree that there was an opportunity for those other cities to participate at the
15 County level. But you're just saying that they didn't, you don't believe they had an adequate opportunity at the City
16 level.

17 SID FRIEDMAN: Correct. And I do believe they didn't have an adequate opportunity at the City level and I also
18 think it's one thing to send a notice to Salem/Keizer saying that the Marion County Board of Commissioners will be
19 holding a hearing on Woodburn's periodic review amendments on XYZ date, and it's another thing to send the
20 notice that says, "Oh, and by the way, they're projecting they will double their share of county job growth that they
21 had in the past".

22 HANLEY JENKINS: But I'm not seeing any testimony from those jurisdictions in opposition.

23 SID FRIEDMAN: They didn't. They could have shown up at the final hearing before Marion County, you're right.
24 They could have shown up. With the exception of Wilsonville, who did receive notice.

5 MARILYN WORRIX: Is the letter from Metro part of the records?

1 MAN'S VOICE: I don't know.

2 MARILYN WORRIX: It's referenced, but I don't remember seeing it.

3 SID FRIEDMAN: It's in the record and it's also attached to our objections, and it is, let's see if I can find it...not
4 our exceptions, but our objections dated August 23rd of 06 and...

5 CHAIR VANLANDINGHAM: It's not in my packet. And I've got your August 23rd letter here.

6 SID FRIEDMAN: It's also listed in the attachments. Here, I'll get it. I know right where it is in the record that you
7 guys got.

8 CHAIR VANLANDINGHAM: Why don't we look for it during lunch? Um...do you want to say anything about it?

9 SID FRIEDMAN: Well, yes I will since you asked. I think the letter from Metro shows that the scope of the
10 amendments that Woodburn adopted are of the magnitude that will have broad impact far beyond its immediate
11 boundaries. But I think that points to the heightened need for adequate coordination of affected jurisdictions. Now
12 this may be a little bit of a digression, but most of you know that there was a big push and Marion County interest to
13 keep Metro from expanding south of the Willamette River down from Wilsonville. And Metro backed off, and
14 Metro said "You know, we're going to respect this area as farmland", and I think there was some concern that, you
15 know, they were backing off on French Prairie, yet the very same folks that urged them to stay off French Prairie
16 and not urbanize French Prairie, were looking to urbanize it themselves in a way that would compete with what
17 Metro is trying to do. Metro was trying to direct a lot of its industrial and job growth to brownfield areas, to infill
18 sites, to sites that might have – that they want to redevelop – but might have greater challenges because they are
19 brown field rather than flat farm ground. And by supplying large blocks of this cheaper land in close proximity on
20 the freeway, I think the concern for Metro was that Woodburn was undermining some of their economic
21 development.

22 CHAIR VANLANDINGHAM: Other questions for Sid? Thank you Sid.

23 SID FRIEDMAN: Thank you Commissioners. I appreciate it.

24

25

1 CHAIR VANLANDINGHAM: It's 12:05. We will take a break and resume at 1. Actually, let me stop. Do you
2 lawyers want to do five minutes? The panel of supportive lawyers, so that you can stop billing your clients sooner
3 rather than...? I think there's four?

4 ED SULLIVAN: I have 30 seconds.

5 CHAIR VANLANDINGHAM: I don't mean to impose a time limit.

6 ED SULLIVAN: Let's give our names first. This is Ed Sullivan, 121 Southwest Morrison, Suite 1100, Portland,
7 97204, representing Tukwila Partners.

8 ROGER ALFRED: Roger Alfred, Perkins-Cooie, 1120 Northwest _____ Street, Portland, 97209, here on behalf of
9 Renaissance Homes.

10 CORRINE SHERTON: I'm Corrine Sherton, 247 Commercial Street Northeast, Salem, and I'm here representing
11 Opus Northwest_.

12 BRIAN MOORE: Brian Moore, Saalfeld Griggs, 250 Church St SE, Salem, Oregon, representing the Fessler
13 family.

14 ED SULLIVAN: I'm not going to be presumptuous but I think I have the position of the three male lawyers here.
15 Ms. Sherton has a different set of issues to argue. We would support the staff report. We would urge you to affirm
16 the staff report and our objections by the staff report are resolved.

17 ROGER ALFRED: Yes, and we're in agreement with Mr. Sullivan's position. Our interests really lie in the
18 northern section, which was part of Study Area 2. What the City has decided to do is not bring in all of the area that
19 was originally proposed by the Planning Commission, but instead to exclude a portion of that area, which is the golf
20 course. What they are going to exclude, what they decided to exclude, was the area that is a little bit to the east
21 where you see Class 1 soils, and that was the basis for their decision to leave that out. But we are supportive of the
22 Staff position at this point.

23 BRIAN MOORE: The Fessler's (Inaudible) concerns we had, if any, and

24 CHAIR VANLANDINGHAM: Okay. Questions of the three boys before we go to Corrine? Okay, the three boys
5 are released. Corrine?

Item No. 2
Page 43

1 CORRINE SHERTON: Opus Northwest also supports the Staff report and are satisfied with the resolution of our
2 objection. I am not going to attempt to respond to individual arguments that were made by Mr. Friedman, but I
3 think there may be some confusion about the location of this property. Can you put on the one with the soils types.
4 I'm sorry...show the other one first. Okay. This area west of the freeway is already developed for industrial use
5 and is already inside the Woodburn UGB. This is the Opus property here and that is the only part of Area 8 that has
6 been brought in to the UGB by the City and is bounded on the west by Butteville Road. Could you put up the other
7 one showing the soils types?

8 CORRINE SHERTON: So this is the Opus area here so most of Area 8 that contains a lot of Type 2 soils was not
9 recommended. Just the Opus site here because it is going to provide the connectivity into an arterial, Butteville
10 Road, and access to the west side of the freeway. And I think the City and the transportation people can address to
11 you why that is. The only practical way to provide access to these industrial sites, it is not practical to do it from the
12 eastern side of the freeway.

13 CHAIR VANLANDINGHAM: So, Corrine, you're point is that the argument about the access to Class 3 is the
14 Class 3 to the south.

15 CORRINE SHERTON: The access to area, the industrial area that has been brought in, it is 7 there, is
16 predominantly type 3 soils that are in area 7, and also an actual additional parcel to the south end, this area shown as
17 white, was brought in, as well, rather than going west of the freeway. The plan is for those parcels to get freeway
18 access by connecting the southern arterial to Butteville Road and accessing the freeway from the west where there is
19 capacity. Mr. Friedman is suggesting that it would be practical to use other roads on the east or another road that
20 goes through the residential areas to provide access from these industrial parcels to the freeway and I think the
21 transportation guys would tell you that that wouldn't work ...congestion of the interchange and industrial traffic
22 through the interchange....the development of the Opus property, which is intended to go forward as soon as it's
23 legally possible, and there have been many clients that have been interested in the property over the years; so as
24 soon as possible that this will develop. And it is listed on the Governor's Industrial Task Force list of prime
25 industrial sites that was mentioned by the Commissioners earlier and the prime sites listed there. That would

1 provide partial development of Butteville Road and also contributes to the freeway interchange improvement. So
2 we believe the inclusion of our property is justified, as both the City and your staff found. I'll answer any other
3 questions.

4 CHAIR VANLANDINGHAM: Questions of Corrine? Okay, thank you. So we are going to break for lunch and we
5 are going to resume at 1. Thank you.

6 **BREAK.**

7 CHAIR VANLANDINGHAM: Reconvening in the afternoon....continue item 3B, I think it is...Greg? And
8 whoever you want to bring with you.

9 GREG WINTEROWD: I guess I will begin by responding to some of the issues we've heard . My name is Greg
10 Winterowd, a principal with Winterbrook Planning, 410 SW 4th Ave , Portland, 97204. And as the Mayor said this
11 morning and she has agreed to kick me (if I say anything wrong) under the table...

12 CHAIR VANLANDINGHAM: Ouch!

13 GREG WINTEROWD: I'm glad to be here. It's been a long haul and through this process we have become friends.
14 We have become colleagues in our experiences. I think what we'd like to do in our approach is not to respond to
15 each and all of the issues at hand...about 42 of them, which Mr. Friedman raised...because of the materials that you
16 have, there are responses, and we believe good ones, to all of the objection areas – with one possible exception.
17 That is attempting to determine the motive of Metro when they wrote us a letter two years and that was not in the
18 record and not responded to. I will note for the record, though, with Metro we offered to meet with them, and they
19 did not formally respond to our letter and was not in the records as there were many, many meetings that have
20 occurred with Metro and the City, so we are not documenting this record. It is no surprise to anyone that we a
21 program that brings in a large amount of agriculture and land. I think what is a little bit frustrating to us in this
22 process is that the M.O. of 1000 Friends throughout this process is to take arguments that we've made and positions
23 that we have taken, mischaracterize them and then cherry pick the record to make a point. And that is a frustrating
24 matter and we will be very happy to explain to you, if you have specific questions, where in the record they are
5 addressed and each and every issue they have raised. A couple of things that come to mind that I think are the most

1 important issues are: What about the need for industrial land? And, if there is a need, if you look at the first two
2 major items in your packet that we have provided to the Department and passed on to you in November from the
3 City. One is a letter from Eco Northwest that talks about the two-mile criteria; and the other is excerpts from the
4 UGB justification report going into great detail, addressing the need for industrial land back on the farm land and
5 why we located it exactly as we did. I'd also like to point out that we amended our plan many, many times in
6 response to comments from 1000 Friends, in response from comments from the Department of Agriculture, from the
7 County and the citizens of Woodburn and DLCD, and in doing that we needed to play by the rules. Many times in
8 my meetings with the City Council, Mayor Figley said "We don't like this. We don't want to do this. We don't
9 want to have to plan for these high densities because we feel it could affect the quality of life for residents. It was a
10 big issue for the County as well. The City ...(inaudible) We knew that there's a huge issue with the bait and switch.

11 CHAIR VANLANDINGHAM: Tell me what you mean by "bait and switch".

12 GREG WINTEROWD: You guys are going to develop a bunch of land for industrial purposes and then are going to
13 come back and do another Woodburn Company stores. We heard that from many sources, including this department,
14 and I said please read what we have done to make sure that doesn't happen. Policies in the Woodburn plan
15 absolutely prohibit industrial and commercial uses for anything that's not listed in the 13 groups of targeted
16 industries. There is a mischaracterization of the 13 industries. We have 13 industrial groups, which have, in some
17 cases, hundreds of subtypes. And those are the types of industries that we looked at and said these are the groupings
18 of industries we think you can attract, most of which require freeway access. That's your biggest comparative
19 advantage, we said over and over. Another question, which I think is a good one, is "What is too far? How do we
20 decide , it's a big policy issue. (inaudible)

21 CHAIR VANLANDINGHAM: I'm sure you will get some. I want to welcome Jim Allen, who seems to change
22 jobs whenever it allows him to appear before us...since he has such a great track record with us. Jim?

23 JIM ALLEN: Well, I'm up here primarily for questions regarding industrial land....become very familiar with the
24 southwest industrial reserve in Woodburn. I'm comfortable talking about that and how it will be implemented. I
25 think it's very unique and good strategy for reserving industrial. That's all.

1 CHAIR VANLANDINGHAM: Questions...I know there are some. Marilyn?

2 MARILYN WORRIX: There's been a couple of mentions of the public involvement process, but I would like to
3 hear just a little bit more about what kind of public involvement led to the goals and the vision that this is all based
4 on. The reference that I found to it in the materials was just in the compliance section, and that was only two
5 sentences. And I know there must have been a lot more involved, so I would just like to hear more about the public
6 involvement.

7 GREG WINTEROWD: Because Jim wasn't here then, I'll try this. Yeah, it's gone on...really the periodic review
8 process, has gone on for ten years. In the initial process, way back, before John was there, Jim Mulder had just
9 come on, as well. They did hire a consultant and found... (inaudible)

10 MAYOR FIGLEY: Well, I think at the point that it got to us, I believe we had a total of what, about 120 comments
11 of one kind or another that seemed to fall in a few clusters – some written, some oral – but the bottom line is a
12 cluster of people concerned with historic preservation in the residential core, people concerned that they wanted to
13 be in the UGB and they weren't in – that's where, if you're looking at the County transcript, you'll see some, you
14 know, quite a bit of discussion about a couple of large plots that are not included for residential expansion, and we
15 had that discussion at great length. We had testimony from farm workers who want to improve themselves and farm
16 worker advocates. And we had comments from the general business community, as well. I think it was very lengthy
17 and very challenging, you know, just from the point of view of pure physical stamina, but it was a process in which
18 many people participated. I think overall, in looking at the type of comment we received, much of it had to do with
19 the minutia of just the fabric of zoning and planning within an existing community. People thought some things
20 were great and didn't like some other things – but they were things that are probably more within the per view of the
21 normal planning and zoning process, rather than something more global like Comp Plan or UGB expansion. The
22 main issues were the increasing lack of industrial parcels of any size and the need for more opportunities for local
23 residents to work closer to home.

24 MARILYN WORRIX: It was more process than I felt, when I read all of the material.

25 MAYOR FIGLEY: Right. Right.

Item No. 2
Page 47

1 MARILYN WORRIX: Clearly. But it also points out one of the concerns, when the process goes on this long,
2 because the real, exciting visioning process takes place at the beginning, and goes on and on...you know, the
3 visionaries tend to fall off and the stakeholders really dig in. Then it's only the stakeholders, you know, that
4 compromise and make the final decision. But you feel comfortable that what you're presenting still maintains a
5 good element of the true vision that your citizens wanted for the community way back when you started this process.

6 MAYOR FIGLEY: I really think it does because I think underlying the whole thing...if there, you know, if I were
7 to distill this massive set of documents and do a brief statement, Woodburn is trying to improve itself. We are a blue
8 collar community that is trying to improve itself, economically and in the area of opportunity. And I think the focus
9 has been on how do we, even in areas not directly in front of the Commission or ones that were appropriate subjects
10 of administrative approval at one time, like our new, our zoning ordinance that was adopted a few years ago, there
11 has been an overriding vision of: We can do better this for ourselves and for the upcoming generations and let's look
12 at how to do better for ourselves. Whether it's increasing the employment opportunities or whether it's prohibiting
13 school bus yellow metal buildings in town. It's been a wider range in process, even that in the documents that are in
14 front of you today.

15 MARILYN WORRIX: Well, I had several reasons for asking the question. But one specific thing...I look at a
16 comment in the EcoNorthwest Economic Vision report that was done in 2001, and it says that the future economic
17 vision should be a balance between what the City would like to achieve and what resources and public support
18 would realistically give them. And it sounded like there was...you're trying to balance what the public wants with
19 what the City wants. Would anyone like to explain that?

20 MAYOR FIGLEY: You know, I think when you're talking about balance, as in any community there is a range of
21 opinion. And we certainly, most of the land available either in or out of the current UGB, is near a large retirement
22 community. And so, understanding that we certainly had concerns expressed about traffic, about having large
23 volumes of commercial development or redevelopment near that community with the associative traffic impacts.
24 Due to the fact that the face of our community changed a lot between 1960 and the year 2000, we, you know, are
25 dealing with issues like the rest of the general public going to Walmart by way of a retirement community. Some

1 issues like that. But I think while there's been a range of opinion, I think as we came closer to the home stretch,
2 what we were finding was most people within the community were most concerned with prohibiting some things
3 they didn't like and with upgrading the community overall. The other concern was frankly, do something about that
4 interchange, please. And in that area there was an enormous amount of consensus. Other than that, we had the
5 fascinating and I'm sure, very familiar to all of you, exercise of those who were recommended for inclusion in the
6 UGB were very happy and those who weren't were very upset, and that goes with the territory, I think.

7 MARILYN WORRIX: Last comment on this topic is... that frequently in the early parts of the discussion when
8 you're doing the visionary process, you address things in a broader scale and as it goes on, it gets narrower and more
9 mathematical and more analytical. And I'm looking now at the EcoNorthwest report where they say their research
10 did not include any cultural or social sort of components because those were not things that were important to
11 business. I would hope that between 2001 and now, that has changed. It seemed like an odd statement, even for
12 2001.

13 GREG WINTEROWD: Can you tell us, is that the EOA or the EDS? The Economic Development Strategy or?

14 MARILYN WORRIX: Strategy.

15 GREG WINTEROWD: Let's look at that.

16 MARILYN WORRIX: It's not a big thing. It just jumped out at me as something... I certainly would hope that the
17 cultural components would play a role in future planning of the city.

18 MARILYN WORRIX: You said it wasn't part of the reason a business would make a decision to come there. Also,
19 these facilities, because they're not particularly important considerations for businesses choosing location...so I
20 would just hope that at some point they would be...I'm taking this public input further than I intended to, and I
21 appreciate your patience and your answers. You said that, back to the Metro letter, you said you invited them to a
22 dialogue and then I lost what you were trying to say. What happened?

23 MAYOR FIGLEY: I think I feel duty bound to add that as a practical matter City staff and I, or I individually, have
24 been at various Metro sessions. Commissioner Park and one of his staffers had a meeting with me, I believe,
25 actually about a year and a half ago. And at that point he asked if I was interested in coming to some of the Metro

1 mirror events as do some of the other mayors from the satellite cities, and I have as a matter of fact. We've had a
2 meeting with John Brown and Michael Jordan and Commissioner Park. But the subject of the meeting has never
3 been this topic. And since there's no statutory requirement that we coordinate with Metro, we are doing it as a
4 matter of: (a) courtesy; and (b) recognition of the fact that the whole I-5 corridor has issues that probably need to be
5 addressed on some bases that transcends ODOT regions or county lines. I can say that I have talked from time to
6 time to the Mayor of Salem and meet at various times on various topics. And the Mayor of Wilsonville, for that
7 matter. To say that no communication happens or that we're willfully ignoring their wishes is one thing. However,
8 these conversations have not pertained to this particular proposal, other than for their information, because again
9 there's no statutory requirement. Therefore, it's not in the record that we're communicating because good sense
10 requires it.

11 CHAIR VANLANDINGHAM: Let me ask about that...because the letter actually...it is certainly carefully stated,
12 diplomatically stated, so it doesn't directly say "What in the world are you guys doing?". But it does start by saying
13 "We, Metro, were looking at expanding industrial use south of the river". In fact, that came to LCDC. We had land
14 users. The golf course owner there was very eager, and hired the former chair of LCDC to argue for him, then, that
15 that should be allowed to be part of Metro's industrial land supply. We weren't excited about that. Metro had its
16 own internal debate about that. So the letter refers to this issue of "should we expand Metro's industrial uses south
17 of the river?", and it implies that you all were part of saying "Please don't". And then says "we were concerned to
18 learn of the magnitude of your expansion, your UGB expansion". So it implies that they're saying "Wait a minute.
19 We didn't do industrial use. Now you are. There's a disconnect". That's the implication.

20 GREG WINTEROWD: And that is why Jim Mulder, the planning director, said "what do we do?". I said "Write
21 them a letter right away. We should coordinate with them. We should often meet with them at any time and talk
22 with them. This time the concern about the magnitude was not because they read the plan and read all the
23 background...they saw 400 acres on the map and said "This is pretty big. We should talk". So we offered to talk.
24 And that's what happened.

25

1 CHAIR VANLANDINGHAM: Okay. And that's all...the letter asked for a meeting and if you offered a meeting,
2 you responded....You want to keep going?

3 MARILYN WORRIX: Just two more quick points. Greg, could you try to give a little more specific definition for
4 me of market choice? I mean, I understand the concept, but how much is enough? How do you...?

5 GREG WINTEROWD: There are several points. I have trouble answering just....I don't think that we use the term
6 - "WE'RE GOING TO USE MARKET CHOICE". We didn't use a market factor, such as this Commission rejected
7 in 1980. We didn't throw a 25% market factor or anything like that. We did is, we said "Look, these are the types
8 of industries we want to attract". Eco told us how many of the type. Not three in this category and two in this
9 category. We would expect that within employment projections you have this many firms, these need more research
10 and it's pretty extensive background document says "you're going to need three in this category, four in this
11 category and six in this category". And we said "okay, that's what we'll do". This memo shows exactly what they
12 say we need, we compare that with our supply inside the UGB first, and said "Well, we are missing all of these other
13 sites, and so let's go find a place to buy them". Then the issue came up – and this is where Mr. Friedman is dead
14 wrong – we never said we needed 200 acres. We said that if we have all the employment that we expect to have,
15 there will be 200 developed acres of the 400 acres we are developing. But, to get 200 developed acres, we've got to
16 provide choice among sites – getting to your question now – that we think, for the types of industries we are going to
17 provide. The reason we don't expect all of that to be developed is because they typically, not sometimes, buy more
18 land than they need so that they can have room for expansion. And we have, in fact, found out that when we
19 interviewed all of the interested owners. All of the industrial owners in downtown Woodburn said "Hey guys, are
20 you going to expand? Do you have expansion plans?" No, yes, no... And the ones that said "yes, we want to
21 expand", they bought the land that we showed as redevelopable, because they wanted to expand to it. So we said we
22 really can't market that for our targeted industries. We didn't take that land off the buildable lands inventory. We
23 accounted for it in the buildable lands inventory. Getting back to the market choice – it's not like we expect two in
24 this size, and so we divide three. We said we can reasonably expect this many firms to come to our community,
25 here's the site sizes they typically need, let's make sure we have enough site sizes so if we are successful in our

1 economic development strategy, which has an aspirational element, which I think is totally appropriate, we will have
2 development of some kind on this many sites. But if they ALL develop to full capacity, we have a traffic problem.
3 But we don't expect them all to develop in 20 years to the maximum buildout. And that's the disagreement we have
4 with 1000 Friends. That's why they want to keep going back to the employees per acre ratio method – because it
5 invariably shows less land is needed, but it doesn't get the statutory requirement for adequate size.

6 CHAIR VANLANDINGHAM: Just to follow-up...so when Sid asked about the targeted industries method and
7 whether there is any limit on how much land you can justify with that, your answer is – and you said earlier, and
8 you're saying again now – the limit is that we have to have an expert that says "This is how much you need".

9 GREG WINTEROWD: And that expert ultimately has to be judged by the City, and the County, and you, to be
10 credible. I think, that's what I think, substantial evidence is meaning. That the reasonable person would think this
11 would happen. And so we get to the silicon chip factory. The background document, in the EDS, the economic
12 development strategy talks about the silicon chip factory that could use 100 to 300 acres or other large industries that
13 require large sites, such as listed in the EDS. And we look at that and we say we need a large site. We're not sure
14 what it would be for. It might be for high tech. It might not. Sure as heck in 1990 we didn't expect to have all the
15 high tech firms come to the silicon valley into the silicon forest. We didn't expect Sony to go to Springfield. We
16 hoped that they might. So what we're really saying, and what we said on the record, in the findings, is that the
17 silicon chip is manufactured on 100 acres. If they need 300 acres, we don't have that much; we have only 100 acres,
18 but not 125. We couldn't find 125-acre site, so we went to 100 acres and it could be other industrial uses, and to
19 make sure we don't squander this piece of property on something like, heaven for bid, a trucking firm that might
20 want to have a transfer station. We have a 300 employee minimum requirement on that 100 acres. Show me, please
21 – I don't mean to be sarcastic at all – but I don't think there's any other community in Oregon that has a 300
22 employee minimum employee requirement to use the site. In my view, if we are successful in getting a firm with
23 300 employees that wants that 100 acre site, it would be foolish to say no. And that's what the EDA says. That's
24 what our policies say. It doesn't say "You shall be a silicon chip factory". It says "You shall have 300 employees"
25 in one of the 13 categories that we have identified. We have the only ordinance that I know in Oregon that takes the

EOA targeted industries and brings them forward into the comp plan and the muni code. If you're not one of those
2 13 categories, you're not widget manufacturers. Without one of those, you can't come to our area. That's pretty
3 strong language that links the EOA to specifically on the ground zoning. We knew we had to do that kind of thing
4 because you'd be asking us the very questions you're asking us today.

5 CHAIR VANLANDINGHAM: Marilyn...

6 MARILYN WORRIX: Just...the last question. Several of the objections just evaporated before our eyes! And their
7 objections centered around a variety of things. Deadlines, inclusion of some property in the golf course – along the
8 golf course-, the five-year supply question...and they all indicated that discussions, compromises, negotiations had
9 satisfied them. I guess we should just be glad they went away and not have to deal with them. But I can't help but
10 ask if any of the compromises, negotiations or whatever affected any of the deadlines or other properties being
11 included, or...? Is there something we should know about the negotiations that is pertinent to the final plan?

12 JIM ALLEN: I feel that everyone's looking at me.

13 CHAIR VANLANDINGHAM: Feel the heat, huh?

14 JIM ALLEN: Well, I've had discussions with larger land owners and their concerns dealing with this concept of the
15 master planning, and the annexation and timelines associated with each of those. And the way that this would be
16 implemented at the City would be a joint review in the master plan in conjunction with the annexation. And after we
17 had several discussions on that, they agreed that that was a reasonable way to do that. Some of the other documents
18 that aren't before you today, but were acknowledged as part of this periodic review were the facilities plans for
19 sewer, water, and storm sewer and those were master planning issues that they had concerns with, about how to
20 master plan their neighbor's property when they're only going to be dealing with their property. So we've had those
21 discussions with the land owners and talked about, if you're annexing, you're going to be doing your property in this
22 master planning process and you want to make sure that what you're doing in terms of locating facilities for sewer,
23 water and storm sewer are consistent with what the City has adopted, what the needs are for the overall city area and
24 your property...are going to make you do that same master planning for all the properties that would be doing that

25

1 master planning. So it's a connection issue and how do you make these facilities work, in discussion with them,
2 they just have a better understanding of that process.

3 MARILYN WORRIX: That should've kept Opus happy, but how about the objections from Renaissance and
4 Tukwila? Those were very specific about properties coming in or not.

5 JIM ALLEN: Yeah, I've considered the high-end housing needs objection as a friendly objector from the very
6 beginning, in terms of their ability to come before you today and discuss something if they felt it was relevant. So
7 we kind of expected that issue to be short and sweet, just as it was. What was the final issue?

8 MARILYN WORRIX: Renaissance.

9 JIM ALLEN: The timing issue. I've had very little discussions on that, but I think that they may have seen some
10 market issues that are occurring right now and aren't as concerned with that. But the phases that have been going on
11 in Woodburn have been that they are not annexing the whole residential zone and developing it out in a two-year
12 period. So, I don't think that that is such an issue to them based on the way that their past development has
13 occurred. (inaudible) every year.

14 MARILYN WORRIX: Okay.

15 CHAIR VANLANDINGHAM: The pressure is off. Hanley?

16 HANLEY JENKINS???: I'm going to go back to 1000 Friends concerns about the number of sites, and I don't
17 know whether this is Jim or Greg, but you talked about the 13 individual industrial types or groups, and then there
18 are subparts of that, and I think I want to hear a little bit more about why so many sites and your justification for the
19 number of sites, which seems to be a big issue in their objection.

20 GREG WINTEROWD: It's probably THE issue. Again, what is not to me crystal clear in the administrative rule or
21 statute is how you go about determining the number of sites by site size. What Eco Northwest did, Bob Parker,
22 specifically, who worked on this thing – was I said “We need an expert opinion about the number of sites that are
23 needed to implement our economic opportunity strategy”. He then explained his general method. And I think his
24 general method is a matter of “This is my expert opinion. I've been doing this a long time. Here's what I think is
25 likely to occur”. That we would need X number of sites by site range. Have you looked at the memorandum? I

Item No. 2
Page 54

have trouble calling and handling my colleague, Commissioner Jenkins, sometimes. But I appreciate... (inaudible).

2 That memo sets out the methodology that they use, but it doesn't do what 1000 Friends told us the first time that I
3 heard today it should have been. It didn't say "Here's the industry. You need four of these and three of these and
4 two of these". Rather it said, "Here's our economic opportunities analysis. Here are the 13 types of industries".
5 We've gone around and interviewed people who are experts in the field...people like Greg Specht, who does
6 industrial development in Portland. Here's what he told us we needed for site sizes for these types of industries.
7 Four or five other experts said that together, that if we have this employment projection we would expect to have
8 this many new firms and this type of new site sizes. You relate the size of the firm to the size of the site, generally.
9 But in something like the silicon chip factory it is not just the number of employees; it's what you see elsewhere.
10 And they said "We believe that in order to have your economic development program, here's the distribution site
11 sizes you need".

12 HANLEY JENKINS: Chair VanLandingham? I think sizes are one issue and then the number of sites is another
13 issue that is being raised.

14 GREGWINTEROWD: The number of sites comes from their expert opinion about, and having worked all over the
15 country on these kinds of things, that if you have this many employees, it would be likely to have this breakdown in
16 the need for site sizes, and they talked about the number by category. Beyond that, I cannot, I think the evidence
17 you would have to rely on is not 1000 Friends test, that is "show me an industry if you are going to have three of
18 these". No one, absolutely no one, can reasonably predict you are going to have three widget makers, two of
19 something else. But you can say if you have an effective strategy you want to have this range of sites available. If
20 you do that, then you will be meeting the needs of targeted industries. But you are going to find if you look at this
21 that there's many, many sites in small categories and the large one is there for a reason. Because if we're able to get
22 2 50-acre employers and a 100-acre employer, we are going to successful in 20 years. But every community has
23 reasonable advantages. Like Woodburn can expect to get many, many more parcels in the forms of 2 to 5-acre
24 range and 5 to 10-acre range, which is by far the most common. So we had a lot of those. If you also look – I'm not
25 implying you haven't – carefully at the findings we had at the table and added them up, we were short. We didn't

1 have more of the supply that Eco said we needed; we were short. And we said, "We're a couple short. But here's
2 how we think we can make up, some of the industries of downtown area that might not expand. We have some
3 additional land that might get used." In other cases, we assume that the range that Eco gave us – if it was 5 to 10,
4 and we assume 7-1/2 acres, we'd fall in the midpoint range. If we are wrong on that and somebody uses two 5's,
5 we'll have a little bit of extra land there. In our analysis of the tables, we don't. We could have gone out and added
6 a few more parcels to have the 20-year supply based on target use analysis. We didn't do that. The other thing that
7 we could have done so easily, had we not focused on basic employment, is we could have easily justified 100 to 200
8 acres of additional commercial land. No other community in Oregon has as little commercial land. We knew we
9 couldn't do that and meet our economic development objectives, so we put our eggs in the basic employment basket
10 because we didn't want to use up the capacity of the freeway with commercial. And that was a tough issue for the
11 community to swallow, to do that, because there's a lot of testimony in favor of adding commercial land on the west
12 side of the freeway, which would clog up the interchange. And we couldn't do both the employment, basic
13 employment, and the commercial development. That's the best answer I can give. One final thing. If we were
14 wrong, and I know I've said this before, if we were wrong, my requirement that those sites be reserved for the target
15 industries and in large parcels. They will remain vacant. And people are not foolish and will make money farming.
16 And they do that. Farming is a huge part of the Woodburn economy. If you look carefully at the EOA, it talks
17 about agriculture a dozen times. It talks about the value of agriculture to employment, the value to the community.
18 It talks about the number of agricultural employees in Woodburn. It just says that's not an industry we want to
19 target because it doesn't give us high-paying jobs. And implied in that is we would like to have farm workers have
20 more opportunity to have high-paying jobs and not be farm workers the rest of their life. And that was a big part of
21 EOA, as well.

22 CHAIR VANLANDINGHAM: You're actually referring to a conversation we've had as a Commission in
23 discussing the Goal 14 revisions that you helped develop for us, and that is that if we are good local governments
24 and State, and if requiring and making sure that we actually had efficient development on land that we allow in the
25

1 cities, then eventually over time it won't matter whether we're off by a certain number of acres because the next
2 time you do your UGB, which I'm sure the Mayor hopes she not Mayor...

3 MAYOR FIGLEY: I'll be retired...

4 CHAIR VANLANDINGHAM: ...then that should come into play. We should be saying, "Okay, Woodburn, you
5 added too much industrial land last time. You don't need any more this time". Of course, part of that is the great
6 fear about conversion to commercial...and the incredible appetite there seems to be for commercial land, and I think
7 you all made some significant efforts in trying to avoid that. But let me go back to this sort of general question here.
8 I come from a community, Eugene/Springfield, that spent a lot of time chasing new industry. Some people refer to
9 it as chasing smokestacks, although they're not really smoky anymore. And we had a ton of disappointment. For 20
10 years. Greg was the Planning Director for the City of Springfield. There's some successes now. But, you know, I
11 think some of the opposition here is that, "Why are you all chasing these jobs when you've got ag as jobs here?
12 Why not put your eggs here? Isn't this a pipe dream of some sort to chase these businesses.

13 GREGWINTEROWD: Let me try first and I think maybe the Mayor should chime in here – or more than chime in.
14 Put an exclamation point. We - as part of the background materials, you will see some research our firm did on
15 effective urbanization on agricultural economies. And if you look at the fastest growing counties in Oregon –
16 Jackson, Yamhill, Washington, Clackamas, and Marion – you will find from an agricultural perspective they are
17 also the greatest agricultural economies. I think what is going on – and this is in the record – is that one reason we
18 have wine in Yamhill County is because we have people in Portland metropolitan area and Yamhill County. One of
19 the reasons the nursery industry, which is by far the fastest growing industry in Marion County, is so strong and
20 pays so well is because we have a lot of suburban development occurring and there is a demand for nursery crops, as
21 well as an export. We looked at the export portion of the nursery crops as well as the locally consumed, and they are
22 both growing rapidly. If it were true that every time a UGB expanded that we took agricultural land out of
23 production and thereby damaged the agricultural economy – if that were true – then how would you explain the
24 statistics? And I am not arguing that you waste agricultural land or suburban development if it were to go
5 unimpeded. I am certainly not arguing that. I am saying it is not clear if this is a zero-sum game. Or even whether it

1 is clear if Woodburn gets more jobs because it is situated in a way very similar to Wilsonville – and that was 20
2 years ago – and Wilsonville has had (and this is in the record) 800 acres of development since the UGB (the
3 Metropolitan UGB) was established, 800 acres is a lot more employees than we are projecting than Wilsonville.
4 Wilsonville was much smaller than Woodburn is now and is very similarly situated. Woodburn can have a lot of
5 economic development at fairly high employee to land ratios, great markets for agricultural products, as other
6 growth has done. And I think that’s a balance that has been achieved in this plan. It is not a zero-sum game.

7 CHAIR VANLANDINGHAM: Mayor, do you want to add anything?

8 MAYOR FIGLEY: Yes, I would like to add a couple of things. I think underlying the overall policy choice is the
9 list of average wages in various sectors that is included in the Economic Needs Analysis and the one that stuck in
10 my mind the very first time that I saw it, and has continued to stick in my mind, is agricultural worker 14,000;
11 manufacturing worker 28,000. There are dramatic differences and again, the people who start as farm workers go to
12 more permanent farm work and then go on to construction or manufacturing or trucking or running their own
13 business, is this type of factor. It is significant. In looking – so, underlying the policy decision is, yeah, it is
14 aspirational but we are talking about although we are proud of the local nursery industry, I certainly buy my share of
15 their products, as do my neighbors, as do my friends. I’m happy for their success. And, fortunately, their
16 employees are getting better money than migrant workers do, certainly; but we are talking about jobs that have a
17 future and that give families an opportunity to establish themselves and improve themselves. We have frankly not
18 done a lot of chasing of any kind of business. Generally we have been contacted and if we have had land available,
19 we’ve worked with businesses. I think, very honestly, with the large selection of smaller parcels, what we are going
20 to be more likely to do, rather than woo and win a few large companies – that’s probably what will need to happen
21 on the very largest sites – but we are more likely to have Manufacturer A, like some of the ones that have contacted
22 Opus, for example, and because the land wasn’t in the UGB and not able for development, they went on elsewhere.
23 But Plant A will locate, Supplier B may locate next store. Disgruntled employees or forward-thinking middle
24 managers may put a competitor across the road, and so forth. I mean, I think clustering happens in all fields, not just
25 in high-tech. And I think that particular feature of the plan recognizes that that type of clustering does happen. It is

1 normal. We see it in our existing industrial park that was planted in the late 60s, early 70s...and I think we'll see
2 some of that there.

3 CHAIR VANLANDINGHAM: Okay. Thank you.

4 MAYOR FIGLEY: You're welcome.

5 CHAIR VANLANDINGHAM: Any other questions for the City? Thank you.

6 MAYOR FIGLEY: Thank you.

7 CHAIR VANLANDINGHAM: Sid, do you want five minutes to add any other thoughts?

8 SID FRIEDMAN: Yeah. First, since this is in the record and this just came up – I think Mayor Figley misstated the
9 wages a little bit and I'll just briefly state that, since I just looked at it. The Economic Opportunities Analysis shows
10 that the average wage for an agricultural production worker in the Woodburn zip code is just under \$20,000 a year.
11 The average manufacturing wage, annual wage, is about \$25,000. So, while it is higher, the disparity is not nearly
12 as large as was suggested. Now, getting back to just a few general points...I don't believe we cherry picked from
13 the record or mischaracterized the submittals or the City's position. But that will have to be for you to judge, and
14 you are free to look through the record and make your own determinations. As I said, we have no problems with the
15 residential portion or the commercial portion, so I'm not going to talk about those issues that they brought up. I
16 will, however, talk just for a moment about you know, how much is too much – that issue. And that's really, I think,
17 the fundamental issue that you're going to grapple with here today. As I said before, and this is in the record,
18 McMinnville – slightly larger city, similar job growth projection, larger population projection, similar population
19 projection, identical set of target industries, 174 acres to meet those needs is what they determined. On the other
20 hand, Woodburn – slightly smaller job growth projection, identical set of target industries, almost triple that – 486 to
21 meet those needs – of which 409 will be new land added to the UGB. So I think that's something to keep in mind,
22 as you try and weigh the perspective of: How much is too much? Now, as Greg said, they looked and said, "How
23 much land would we, you know, expect to develop based on our employment projection?", and he said it was about
24 200. Actually, it is more than that. It is about 225 that I believe the City said they would expect to developed, based
5 on employees per acre; or based on the employment projection that they're expecting. So I think something you're

1 going to have to grapple with is that they took that employment projection and went to real estate experts and said,
2 “Well, based on this number, this employment growth and it’s target industries, you know, what do you think we
3 should have in terms of sites?”. Or I guess Bob Parker did it – not Greg. But – “What do you think we should have
4 in terms of sites and site ranges?”. And, not surprisingly, real estate professionals will want to see an abundance of
5 sites and an abundance of market choice, even if it means , and I’d say an overabundance of market choice, even if it
6 means, as the City itself has suggested, that half the land that they’re allocating for industrial development won’t
7 develop over the planning period. So, we believe that that is too much. We think that, you know, having twice as
8 much as you expect to develop over the planning period we believe crosses the threshold. And I guess you’ll have
9 to judge that for yourselves. In terms of the specific, Greg’s absolutely right. When they said 13 target industries,
10 they didn’t mean 13, you know, a widget manufacturer and an auto glass plant. They were talking about broad
11 ranges of categories of employment types. But nonetheless, as Greg has said, they didn’t attempt to say, “Well, you
12 know, we’ve got a good chance to attract lots of people in the stone, glass and whatever it is, you know, printing
13 category, and maybe a few less in the warehouse distribution. They didn’t attempt to correlate those categories to
14 the number of sites that they’re saying they need. So we think that’s a fundamental flaw. We think that just based
15 on the, you know, common sense test, there’s too much industrial land. And we also think it’s in the wrong place. I
16 don’t know where you’re going on that. I didn’t hear too many questions about that. But, just once again, I think
17 that the two-mile criteria is arbitrary. Many of the, as you heard, many, not all, maybe not even most, but many of
18 the target industry type firms don’t need to be near a freeway interchange. And those firms, there’s no reason those
19 firms can’t either use other lands, redevelopable lands, that the City considers to be unavailable because the existing
20 firms think they might expand. You know, 20 years is a long time. Planning period is a long time. A business
21 might think they’re going to expand today and decide two years from now, five years from now, that they’re going
22 to sell off that extra land. Or alternatively, there’s no reason those other firms can’t locate on the poorer soils south
23 of the expansion area, in the Parr Road area. That’s all I had on this, unless you have any questions.

24
25

Item No. 2
Page 60

CHAIR VANLANDINGHAM: Questions of Sid? Thank you, Sid. Greg, would you be willing to respond to Sid's point about comparing McMinnville with Woodburn, in terms of industrial land and need, and the same sort of property?

GREG WINTEROWD: McMinnville... and I've worked in both communities, and I know both communities extremely well, are very different communities... McMinnville, from the very beginning, did not have an aggressive economic development policy. It said "We'll take them if they come. We'll be hospitable but we're not going to go around and actively recruit. This is not our key element". If you look at the demographics of McMinnville and the locational characteristics for McMinnville, they're extremely different. McMinnville added much more commercial land and much more residential land on a per person average than did Woodburn. McMinnville's economics are better. People build larger houses. So when you take that into consideration they're entirely different communities. The biggest thing is that, and since we worked right on the economic projections for McMinnville and since this has come up, I wouldn't have recommended, and Eco didn't recommend, that they have the same site groupings that Woodburn did, because Woodburn – from an economic industrial standpoint – is much better located than McMinnville. McMinnville has a zillion other qualities, including a great place to expand commercial areas and all kinds of things there, that came into Eco's analysis, but not basic industry. We wouldn't expect them to have the same thing. And my last little dig – it is 12,000 for agriculture workers in the EOA. It's 20, it's twice that for the average industrial.

CHAIR VANLANDINGHAM: Questions? Questions of Greg? Thank you. I think that comparison will change once McMinnville gets the bypass. Jason... You can say as much or as little as you would like, Jason.

JASON LOCKE: Well, I guess what I would say in the Department's review of this submittal, one of the things that we did have discussion, particularly amongst the economic development staff, was this issue of: Number one, how much is too much, and is it reasonable, or it reasonably likely that these sites will develop over the planning period? And I guess all I can say as far as that goes, in terms of the conclusions that we can to, when you look at, you know, the number of sites may seem high – a total of 42 sites. Two of those sites are one large 125-acre site and one site between 50 and 75 acres. So that leaves 40 sites within the various site types that are in fact left. And looking, in

1 comparison of their selected industries and what their site requirements were, and whether or not those parcels
2 would in fact be absorbed over the planning period - given the other issues, the other circumstances of Woodburn,
3 which are far different than McMinnville, we didn't feel it was unreasonable that, in fact, those sites would develop
4 over the planning period. If in fact – one of the things that we raised in the report and that 1000 Friends disagrees
5 with is this issue of reserving areas, reserving property or buying a larger site in order to accommodate future
6 expansion. We've seen so many cases where in fact either cities couldn't provide those sites or industries have
7 found themselves boxed in because they did not take that approach. In other words, they bought a site that was too
8 small for their future expansion needs when, in fact, 10 years down the road or 15 years down the road they simply
9 didn't have the capacity to expand because they didn't have the land and everything had developed around them.
10 So, all of those factors taken into consideration, and our addressing the objections and the subsequent exceptions,
11 that was...

12 LANE SHETTERLY: If I could, Jason has eluded to it, but just to make it crystal clear, the review of this submittal
13 on this was undertaken not just by Jason and Community Services or by urban planning specialists, but did entail
14 review with the Economic Development Planning team, and I think that was the effort of the Department to bring to
15 bear not only Goal 14 then, but also Goal 9, and everything else that plays into this...

16 CHAIR VANLANDINGHAM: And probably benefits from the work that the Department did on it.

17 LANE SHETTERLY: Absolutely.

18 CHAIR VANLANDINGHAM: Questions of Jason? Thank you, Jason. Commission discussion...Do you want to
19 take a break to prepare or are you ready to launch right in? Jim's always ready to launch right in. Okay...thoughts?
20 I guess, unless somebody else wants to start, I'll start. Grossly speaking, I see the issues as being: Is it too much
21 land? And, is it in the right places? Sid pointed out that we didn't have a lot of questions of the City about "Is it the
22 right places?". I guess, for me, I think that was because I didn't have that many questions after hearing from the
23 City about it. I'm impressed by the fact – looking at the map – that the city is surrounded by Class 2 soils. I do
24 believe that industrial users do care about interchange access. I certainly see it in my home community where
25 Springfield is now the economic engine of the Eugene/Springfield area because it has a freeway interchange that

Eugene does not. Eugene thought it was pretty clever when I-5 was built to stay away from that freeway interchange, but might be second-guessing that decision. And I thought the City was persuasive to me about the need to get, to use some Class 2 soils to get to the Class 3 soils on the south side, and how the consumers of that land would get to the freeway. If I were a City Council or the Mayor, I certainly would not want to listen to the complaints of the residential neighbors when those trucks started to go through their neighborhood. So I thought the reasoning was persuasive there, and I don't know that it would benefit anybody to go through the "how much is too much?" I am especially impressed with the economic analysis that the department did, and I have to say, frankly, that I am influenced by my own experience as a commissioner, and my regard for the consultants that were used here. There's just not another way to say that. I think it's important to understand. I would like to encourage all cities to do the same, and I think we would all have better products and we will have an easier job. But, for those reasons, I intend to support the Department's position. Others? Tim?

TIM JOSI: Well, as the other members know, I'm a strong proponent of the local process and my record has shown that, but that only goes so far. I think when local jurisdictions cross a certain line, then I am not willing to support them and my record has indicated that, too. This morning, for example, with Klamath County. I think that we are pushing the envelope and I think that we have every reason to appeal a couple of their decisions – land use decisions – as it pertains to Measure 37. This is a 10-year process and 1.5 million dollars. I question whether that's too long and too much. One of the questions that I really wanted to ask the Mayor and I didn't and won't is, "Did you get your money's worth out of it?" I mean, when you're all done with this thing, is it worthwhile? Because this is really a visioning process and I'm sure the product is really good, and it's a great product. But is it worth 10 years and 1.5 million dollars or could you have gotten a product that's just as good for half and half? Half the time and half the expense, for example? Probably. But that's the deal we're in. You know, I'm not, I'm also not going to spend a lot of time talking about whether it's too much industrial land or whether the location isn't right or not, but... I come from ag background. I was raised on a dairy farm and I've got family that are in the dairy industry, born and raised in Tillamook County, and I really understand the value of protecting ag land. In fact, my first real political experience was being on the development of the Tillamook County comprehensive plan, and I was solicited

1 because of my interest in protecting ag land. So I certainly understand Sid and the agricultural community. But we
2 also need to grow in a constructive manner, and that's what this periodic review and the 20-year supply for
3 industrial, commercial and residential lands, and all the rest of that – that's why it's so important. I'm going to stick
4 with the recommendation of staff and side with the community and their very cooperative relationship that they've
5 appeared to have with the surrounding cities and, just as importantly or more importantly, with the County. And, so,
6 it's a good process; it's time to put a stop to the 10-year process and quit spending money. So I'm going to side with
7 staff on this.

8 CHAIR VANLANDINGHAM: Marilyn?

9 MARILYN WORRIX: I also vote to support the staff recommendation and, like some my fellow commissioners, I'd
10 just start by looking at the map. There are arguments and there is some validity that they might have gone further
11 south and picked some less valuable farmland, but it's clear there's a tremendous challenge with any movement on
12 the part of the city, and they're going to be hitting some pretty good farmland. It's a very difficult balance. I'm also
13 impressed by the thoroughness of their analysis and the process. I did find 1000 Friends' arguments considerably
14 more persuasive on the amount of industrial land than I did on the location because on the location questions that
15 appeared with things like the transportation issues really played an important role in taking them where they went. I
16 was also impressed that they came up with an intersection plan that is applauded by Stuart Foster. This really
17 speaks well for their ability to work hard. I did find the amount of land troublesome. This targeting industry
18 approach can pretty easily lead to very large amounts of land and perhaps even unreasonable amounts of land. And
19 then you add onto that the whole idea of market choice, and then it gets a little bigger, and it starts to feel pretty
20 uncomfortable. And, I'm still not sure that I got this quite right, but it looks to me as if there was a fair amount of
21 redevelopable land that just didn't get counted because they were using the targeted approach whereas that land
22 would be counted if you were using the employee per acre approach because then even in the growth it would be
23 counted. So it just kind of gets lost; and that would be okay if it was just a little bit, but I think we're talking about
24 over 70 acres, and that bothered me. So I do find the amount of land uncomfortably large, but it's not my job to be
25 comfortable with every component of what this City decides to do. That's not what we're here for. I feel that they

1 did meet the criteria in Goal 14 in terms of both their analysis for the need and the location. I am also sympathetic
2 to the time and money that has been put into this effort. And I hope you can trust that we're trying to resolve some
3 of those issues over the long-term. So I will support the staff recommendation, but would like it noted that I have a
4 significant discomfort with the way we're calculating some of this industrial land.

5 CHAIR VANLANDINGHAM: And we will continue to work on the Goal 14 process. Hanley, I hope you'll notice
6 that I'm calling on you last, spot first.

7 HANLEY JENKINS: Yeah. Well, I'm reminded of our discussion on the Metro UGB expansion and we were
8 asked to be precise in our analysis of industrial lands for Metro. And we found in that case that this is not a precise
9 science. We're trying to project to the future. None of us have crystal balls. What is interesting is when you go
10 through the industrial types analysis, as the City did, and you look at their table that lists the parcel sizes and the
11 sites, there is only one site 125 acres, there is only one site 70 acres in size, there's 15 one-acre sites and I think
12 that's probably where we need to be when we look at sites for industrial development based on the types that the
13 City has listed. Like everyone else, I am uncomfortable with the amount of acres and I wish we had more
14 justification -I've tried to drag it out of Greg - for those sites, a number of sites. But I am comfortable with the
15 City's land use regulations that will hopefully require that they meet... I think it's based on traffic and employees.
16 So I am comfortable that their land use regulations won't allow for the conversion to commercial use. That is always
17 our fear, in that we end up consuming industrial lands for other uses. As to where, I appreciate the maps that we've
18 gotten; they're all great. The argument that is made is that you stay on the east side of the interstate and you use the
19 Class 3 lands that are south of the area already identified. But what isn't clear is if you do that, then what does it do
20 to the traffic? (inaudible) to that area. Like Marilyn, I've sat with the OTC discussions about this interchange and I
21 am impressed with the City's ability to shift traffic impact from the east side to the west side. And it's not clear that
22 you could do that if you went south and took advantage of additional Class 3 soils in order to meet the need that's
23 identified by the City. So I am comfortable with the area that is identified on the west side of the interstate, even
24 though it does include Class 2 soils. The coordination issue that was raised - I'm confident that if the other cities in
25 the region had concerns about the 28% growth rate by Woodburn in relation for the County, that they'd be here

Item No. 2
Page 65

1 telling us about it. And we haven't seen that. We don't see that in the record and we don't see that in the objections
2 that have been presented to us. So, I'm going to assume, since we're not seeing objections, that those cities don't
3 have an objection to raise. I'm not as concerned about the coordination issue. We heard a lot of discussion about
4 the Citizen Involvement opportunity that was provided, and I'm confident that if folks had concerns they would
5 have participated in that process and we'd have heard more about it. I'm going to vote to support the staff's
6 recommendation.

7 CHAIR VANLANDINGHAM: Any other comments? Tim raised the issue of whether it was worth it, in time or
8 money. I don't know the answer. But I want to suggest that it's a better product now with that time and money than
9 it would have been, say five years ago or seven years ago. And I'm reminded – and I think it's a fair comparison –
10 I'm reminded of Bandon Dunes, which a bunch of land use lawyers in the state have been debating whether our land
11 use program almost prevented Bandon Dunes, and possibly it did. But at the same time, the land on which Bandon
12 Dunes was built – and it would not have been built but for – that being a marketable site, the land on which it was
13 built would not have been available for development if the land use program hadn't protected that land from the
14 pretty poor development that was proposed years before that. There's a book about the building of Bandon Dunes,
15 which is interesting in that regard and I suspect that, for example, the plans that you've developed for preserving
16 your industrial land - we've worried about conversion of industrial land to commercial forever. I think that's an
17 interesting and hopefully something that other communities will follow, and benefit from the money and time you
18 spent to develop it. All those in.... we need a motion.

19 TIM JOSI: I move that the Commission approve the City of Woodburn's periodic review submittal fulfilling Work
20 Task 2, commercial and industrial lands inventory, and amending the UGB based on the City's findings and oral
21 argument and the Department's oral and written staff reports.

22 CHAIR VANLANDINGHAM: Is there a second?

23 MARILYN WORRIX: Second.

24 CHAIR VANLANDINGHAM: Discussion? All those in favor say "aye".

25 VOICES IN ROOM: Aye.

CHAIR VANLANDINGHAM: Four – zero. Thank you. We'll take a break before we start the agenda at item 4.

2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
5

Dated this 1st day of August, 2007

Item No. 2
Page 67

Attachment F
Woodburn Record

- The contents of list titled “The Written Record for this Proceeding” from January 2007 DLCD Referral Report, Attachments A-G
- January 3, 2007 DLCD Referral Report
- City of Woodburn UGB Record, Volumes I – VI
- Marion County UGB Record dated August 8, 2006

1-C

**WOODBURN
TRANSPORTATION SYSTEM
PLAN**

(CH2M Hill, October 2005)

Modal Plans

This section summarizes the preferred transportation system for the Woodburn UGB to be implemented over the next 20 years. The transportation improvements in this section were included based on the analysis of relevant plans and policies, existing and future no build conditions, and the alternatives analysis. This section contains the following subsections:

- Street system plan
- Intracity and intercity transit facilities plans
- Pedestrian plan
- Bicycle plan
- Rail facilities plan
- Air, water, and pipeline transport facilities plans
- Transportation demand management programs

Street System Plan

The Woodburn street system plan addresses anticipated operational and circulation needs through the year 2020. The street system plan consists of functional classification designations, street design standards, recommended capacity and connectivity improvements, access management strategies, and traffic operations standards.

Functional Classification Plan

The purpose of classifying streets within the UGB is to create a balanced system that facilitates mobility for vehicles, transit, pedestrians, and cyclists. Street functional classification identifies the intended purpose, the amount and character of traffic, the degree to which nonauto traffic is emphasized, and the design standards. It is essential that the street functional classification consider the adjacent land uses.

The functional classification designations specified in the 1996 TSP are recommended as part of the updated TSP. The primary classification designations are discussed below.

- *Freeway*: In accordance with the Oregon Highway Plan, the primary function of the interstate is mobility, because freeways connect major cities, regions within Oregon, and other states, and serve as major freight routes. The freeway should provide "safe and efficient high-speed continuous-flow." The freeway has full access control with access limited to the interchange. Only motorized vehicle traffic is served.
- *Major Arterial*: Primary functions are to serve local and through traffic as it enters and leaves the urban area, connect Woodburn with other urban centers and regions, and provide connections to major activity centers within the UGB. Per the OHP, emphasis

should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.

- *Minor Arterial:* Primary functions are to connect major activity centers and neighborhoods within the UGB and to support the major arterial system. Minor arterials should have a higher degree of access, shorter trip lengths, lesser traffic volumes, and lower travel speeds than major arterials. Like major arterials, emphasis should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.
- *Service Collector:* Primary function is to provide connections between neighborhoods and major activity centers and the arterial street system. Some degree of access is provided to adjacent properties, while maintaining circulation and mobility for all users. Service collectors carry lower traffic volumes at slower speeds than major and minor arterials. On-street bicycle lanes and sidewalks should be provided.
- *Access Street:* Primary function is to connect residential neighborhoods with service collectors or arterials. On-street parking and access to adjacent properties is prevalent. Slower speeds should be provided to ensure community livability and safety for pedestrians and cyclists. In many cases, cyclists can “share the road” with motor vehicles because of low traffic volumes and speeds. Sidewalks or pathways should be provided for pedestrians.
- *Local Streets:* Primary function is to provide direct access to adjacent land uses. Short roadway distances, slow speeds, and low traffic volumes characterize local streets. Cyclists can share the road with motor vehicles. Sidewalks or pathways should be provided for pedestrians.

Figure 7-1 shows the functional classification designations for all existing and future streets within the proposed Woodburn UGB. In the figure, the alignment of future streets is conceptual, meaning that the end points of the streets are often fixed but the alignment between the end points may vary depending on the design requirements and right-of-way constraints at the time in which the street is constructed. It should be noted that, at this time, there are no known environmental concerns or issues associated with any of the new roadways shown in the figure.

In addition, the 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 (Settlemer Avenue to Evergreen Road), Arney Road, Progress Way/Industrial Avenue, Park Avenue, Gatch Street (Lincoln Street to Cleveland Street), Cleveland Street (Settlemer 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 (Settlemer 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), extension of Stubb Street to Evergreen, extension of Ben Brown to the Stubb Street extension, and, Country Club Road (Oregon 214 to Rainier).

The remaining streets within the UGB are designated as local streets.

Street Design Standards

Street design standards are based on the desired functional and operational characteristics, such as vehicular volume, capacity, operating speed, safety, and level of pedestrian and bicycle use. The standards are necessary to ensure that the system of streets, as it continues to develop within Woodburn, can safely and efficiently serve motorists, cyclists, and pedestrians while also accommodating the orderly development of adjacent lands.

The street design standards are shown in Figure 7-2 for each of the functional classifications. These standards will be incorporated into or referenced by the Woodburn Development Ordinance. The identified cross sections are intended for planning and design during new road construction, and for the upgrade of existing streets as development and redevelopment occurs. The typical roadway cross sections include right-of-way, number of travel lanes, on-street parking, bicycle and pedestrian facilities, and planting strips. On both access and local streets, the inclusion of planting strips will be determined at the time of development approval. In instances where no planting strip is provided, the sidewalk is to be curb-tight. In addition, on major and minor arterials, a raised median can be constructed in lieu of the center turn lane to achieve access management and safety objectives.

On local streets, the City has options for residential and commercial streets with parking or local industrial streets without parking, both of these options require a 60-foot right-of-way.

The street cross-section standards are also summarized in Table 7-1.

TABLE 7-1
Typical Street Cross Sections

Facility	Right-of-Way	Travel Lanes	Median Type ^a	Bicycle Lanes? ^b	Sidewalks ^c ?	On-Street Parking?	Planting Strip?
Major Arterial	100 feet	4	CTL or Raised Median ^d	Yes	Yes	No	Yes
Minor Arterial	74 feet	2	CTL or Raised Median ^c	Yes	Yes	No	Yes
Service Collector	72 feet	2	CTL	On facilities designated in Figure 7-4	Yes	No	Yes
Access Street	66 feet	2	None	No	Yes	Yes	Yes
Local Street	50 - 60 feet	2	None	No	Yes	Optional ^e	Yes

CTL = center turn lane

ADT = Average Daily Traffic

^a Center turn lane and median not required on streets designated as historic corridors unless warranted.

^b Bicycle lanes not required on streets designated as historic corridors.

^c To minimize adverse impacts on farming, new or upgraded facilities that are co-linear with the Urban Growth Boundary shall not include curb, gutter, and sidewalks on the street side abutting agricultural land.

^d Raised median may be constructed in lieu of the center turn lane to achieve access management and safety objectives.

^e Option is determined at time of development approval.

Historic Designation

To preserve the older areas of the community while still providing for safety and mobility, a historic area has been designated. The streets within this area are lined by mature shade trees that are an important part of Woodburn’s heritage and represent a significant benefit to the community. While typical arterials and collectors may require widening to meet street design standards that would necessitate the acquisition of right-of-way and impact the trees, the historic designation does not require widening for bicycle lanes or a center turn lane, unless a turn-lane is warranted for safety reasons. At these locations, the existing pavement would be used to the extent possible to preserve the corridor. This historic designation applies to all arterial and collector roadways within the historic area including the following:

- Settlemier between Ben Brown and ORE 214
- Harrison between Settlemier and 2nd
- Lincoln between Settlemier and 2nd
- Garfield between Settlemier and 2nd
- Cleveland between Settlemier and 2nd
- Hayes between Hall and Settlemier

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 Table 7-1. 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 (EA). As part of the EA and TSP processes, the City is adopting an Interchange Management Overlay zone to preserve capacity at the interchange. This overlay zone will be adopted into the Woodburn Development Ordinance (WDO). Specific ordinance language is included in Section 9 of this document.
- Oregon 214/219: as part of the interchange reconstruction, 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 Parr Road (a service collector) and Butteville Road (a minor arterial) to urban standards is essential to serve the Southwest Industrial Area (SWIR).

Other important projects to be constructed in the intermediate to long-term (approximately 2010-2020) include the following:

- 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 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.
- 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 99E.

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 5 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 (Evergreen Road, a minor arterial street, will be extended south to the northern edge of the SWIR by developers in 2006)
- Extending Stacy Allison Drive to Parr Road
- Constructing a new service collector between the Evergreen Road and Stacy Allison Drive extensions
- A grid system of access 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.

The following new streets and street extensions are planned the intermediate to long-term (next 10-15 years):

- Constructing the South Arterial from Butteville Road to Evergreen Road
- Constructing the South Arterial from Evergreen Road to Oregon 99E
- Terminating Parr Road to the east of Butteville Road and connecting it into the South Arterial
- 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.

Access Management

Managing access to Woodburn's road system is necessary to preserve the capacity and enhance the safety of the arterial street system. Access management minimizes the number of points where traffic flow may be disrupted by traffic entering and exiting the roadway.

Section 6 outlined strategies for consolidating and managing access along the state facilities located within the City. From a policy perspective, the City and ODOT should consider the need for conditioning each land use action that is located within the vicinity of a state facility with one or more of the actions listed below. This would help to maintain or improve traffic operations and safety along the state facilities in Woodburn. It should be noted that these projects are opportunity-driven based on property conversion or future roadway projects.

- Cross-over easements should be provided on all compatible parcels (topography, access, and land use) to facilitate future access between adjacent parcels.
- Opportunities for alternative access to nonstate facilities should be investigated and implemented when reasonable access can occur (consistent with the State's Division 51 access management standards).
- Right-of-way dedications should be provided to facilitate the future planned roadway system in the vicinity of the proposed development.
- Half-street improvements (sidewalks, curb and gutter, bicycle lanes/paths, and/or travel lanes) should be provided along all site frontages that do not have full buildout improvements in place at the time of development.

On all existing and new arterial, service collector, and access streets within its jurisdiction, the City should manage access to provide safe and efficient vehicular, pedestrian and bicycle operations. The Woodburn Development Ordinance includes access standards for public streets and private accesses and policies related to the establishment of cross-over easements where appropriate and feasible. These standards should be implemented as development and redevelopment occurs along the City facilities.

Traffic Operations Standards

Along state facilities, the OHP governs the applicable traffic operation standards. The following mobility standards are included in the 1999 OHP:

- Oregon 211/214/219: a maximum volume-to-capacity ratio of 0.85 should be maintained based on its classification as a district highway.
- Oregon 99E: a maximum volume-to-capacity ratio of 0.80 should be maintained based on its classification as a regional highway.

For City streets the following mobility standards are used for evaluation:

- Level of Service (LOS) "E" for signalized intersections
- Volume-to-capacity ratio less than 1.00 regardless of LOS
- Volume-to-capacity ratio of less than .90 on the critical movement should be maintained, provided the queues on the critical approach can be appropriately accommodated

The evaluation of traffic operations is conducted using the methodology outlined in the most recent edition of the Highway Capacity Manual.

The projects included in the TSP's Implementation Plan collectively achieve these LOS and mobility standards.

Transit Plan

Woodburn's transit plan includes improvements to the existing intracity fixed route transit system, developing an intercity transit system, and the continued use of paratransit for special needs services. The details of each of the components of the plan are outlined below.

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

Providing a connected network of pedestrian facilities is important for:

- Serving shorter pedestrian trips from neighborhoods to area activity centers, such as schools, churches, and neighborhood commercial uses
- Providing access to public transit
- Meeting residents' recreational needs

The City's street standards call for sidewalks to be provided along all new streets. As development and redevelopment occurs, and as City funding permits, gaps in the existing sidewalk system should be filled. In particular, gaps on key roads such as Oregon 214 and Boones Ferry Road/Settlemer Avenue should be filled to provide continuous pedestrian connections. 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.

Earlier drafts of this plan identified the need for sidewalks on Country Club west of Astor Way, on Astor Way between Country Club and ORE 214, on Oregon Way between ORE 214 and Hayes, and on both sides of Cascade between ORE 214 and Lincoln. Considerable input from the public was received about the conflict between needed construction of these sidewalks and the mature nature of the neighborhoods that they would serve. In addition, those who commented felt that pedestrians can continue to safely "share the road" with motorists and cyclists. Based on this input, the City Council requested the removal of these sidewalks in the TSP (except the east side of Cascade). Figure 7-3 reflects these modifications.

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.

The two creek corridors provide an opportunity to integrate pedestrian facilities into open space areas, which not only enhances public access to the open space but also provides more direct connections to several of the major pedestrian generators within the City, such as the schools.

More than two-thirds of the household growth and 80 percent of the employment growth is forecast outside of the existing City limits. With the exception of Settlemier between Oregon 214 and Parr Road and Oregon 99E between the north and south City limits, there are very limited pedestrian facilities today that would connect these areas of new growth to the existing City system. In addition, there are limited pedestrian system connections within the areas of new growth anticipated. Per the TPR (OAR 660-012-0045) and the City cross-section standards, any new roadways would need to be constructed with sidewalks. It would also be important to connect these high growth areas with existing neighborhoods and major pedestrian attractors in the vicinity via the existing roadway system.

Finally, as traffic volumes grow, it becomes more difficult for pedestrians to cross streets. Two common means of improving pedestrian crossing safety are constructing pedestrian refuges and curb extensions. Pedestrian refuges are provided in the middle of streets, allowing pedestrians to cross one direction of traffic at a time. Curb extensions extend the sidewalk into the parking lane, shortening the crossing distance for pedestrians.

Bicycle 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 to be provided on the arterial and service collector streets designated in Figure 7-4. The bicycle lanes have been designated on streets that provide for a connected network of safe and comfortable facilities for cyclists. 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 service 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.

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.

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

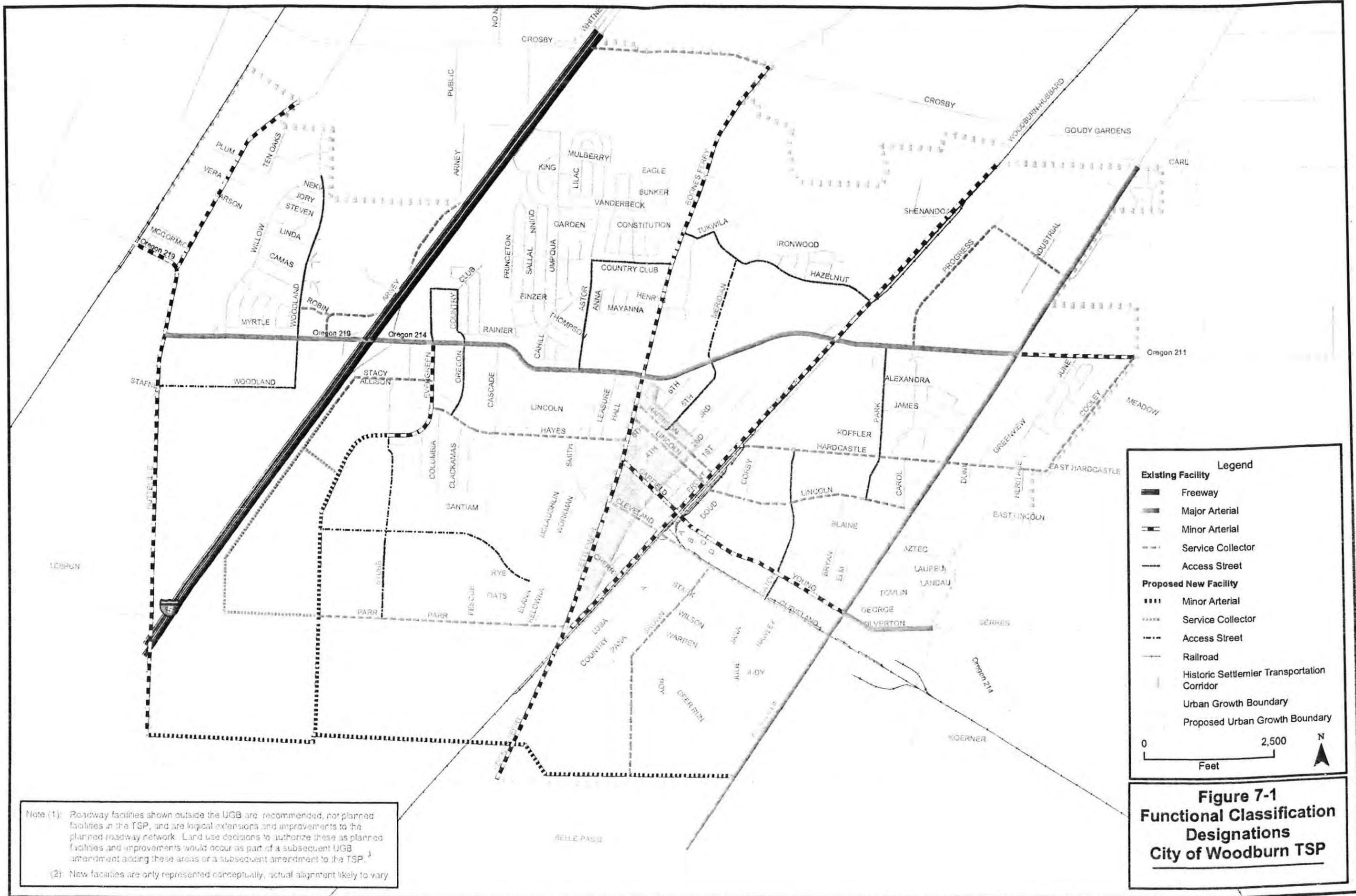
There are no significant air, water or pipeline transportation facilities in Woodburn and none will likely be needed in the future.

Transportation Demand Management (TDM)

TDM programs seek to improve the efficiency of the transportation system by shifting single-occupant vehicle trips to other modes, or away from times of peak traffic volumes. When implemented by a number of employers, TDM measures may avoid the need for some roadway capacity improvement projects, or at least defer the need farther into the future. Examples of these measures include:

- Subsidizing the cost of transit passes and tickets.
- Establishing carpool matching programs for ridesharing.
- Providing reserved spaces near building entrances for carpools.
- Allowing employees to work at home 1 day a week.
- Scheduling shift changes to occur outside of peak travel periods.
- Establishing neighborhood commercial and mixed-use nodes within the City. As part of these developments, direct sidewalk connections, bus stop provisions and proper building orientation to provide opportunities for trips to be made via walking or cycling or short driving distances.

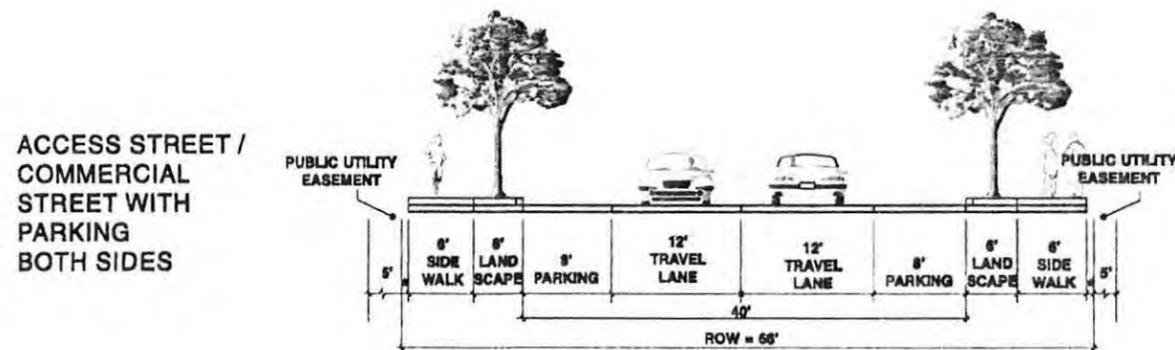
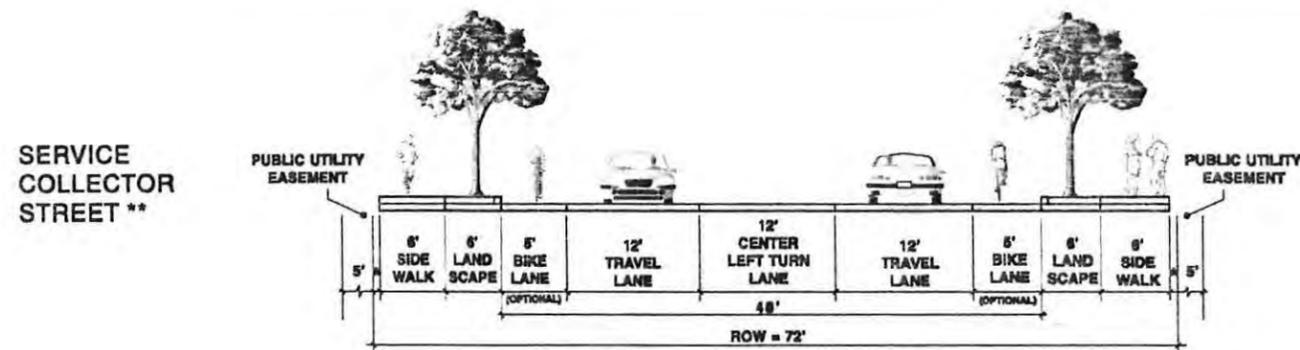
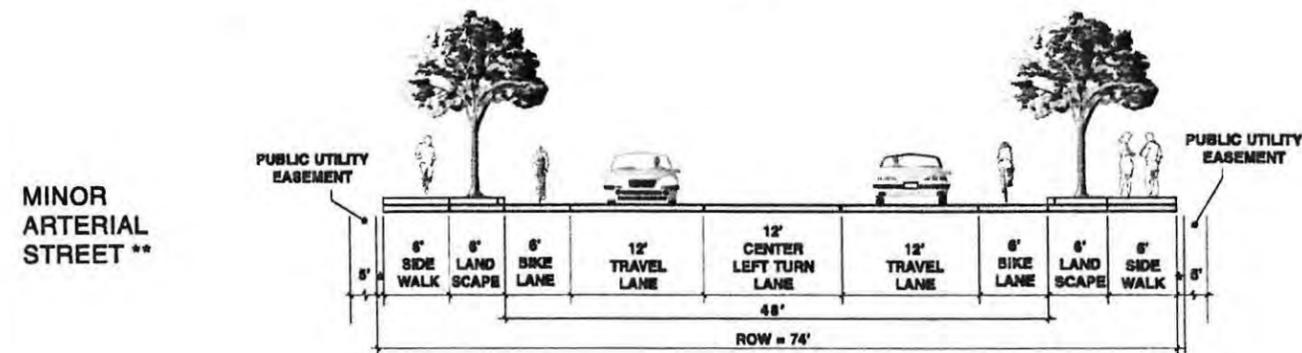
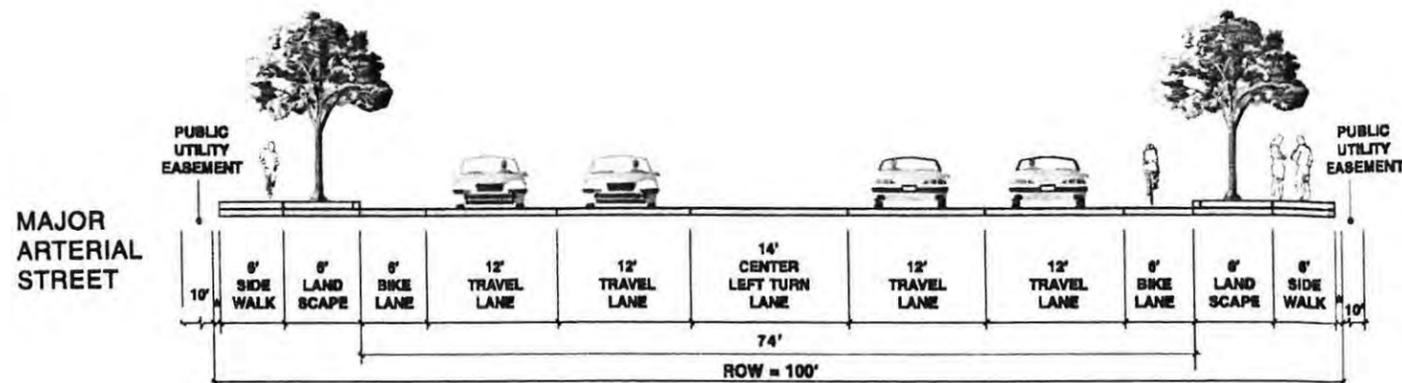
These types of strategies can be adopted into the Woodburn Development Ordinance in the form of requirements for new developments and incentives for employers.



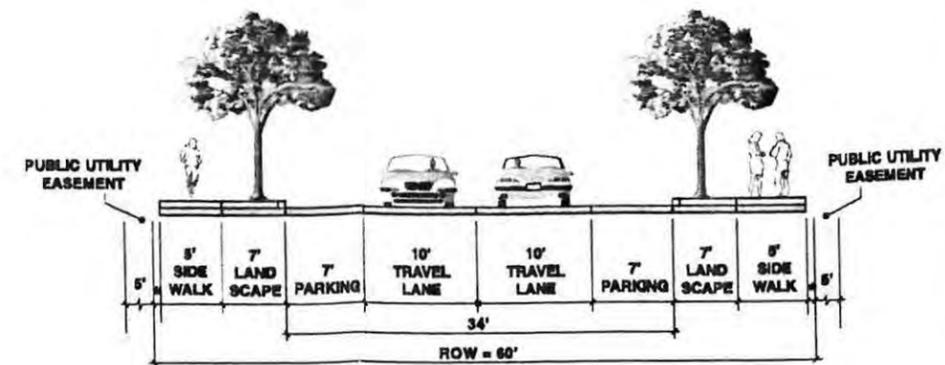
Note (1): Roadway facilities shown outside the UGB are recommended, not planned facilities in the TSP, and are logical extensions and improvements to the planned roadway network. Land use decisions to authorize these as planned facilities and improvements would occur as part of a subsequent UGB amendment adding these areas or a subsequent amendment to the TSP.

(2): New facilities are only represented conceptually, actual alignment likely to vary.

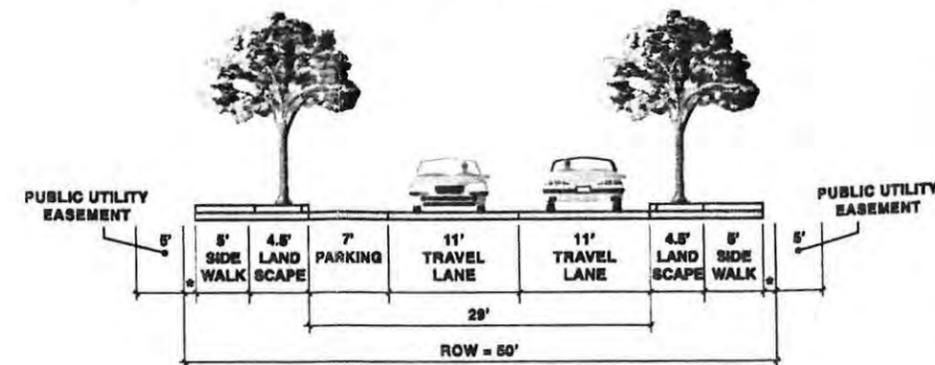
Figure 7-1
Functional Classification
Designations
City of Woodburn TSP



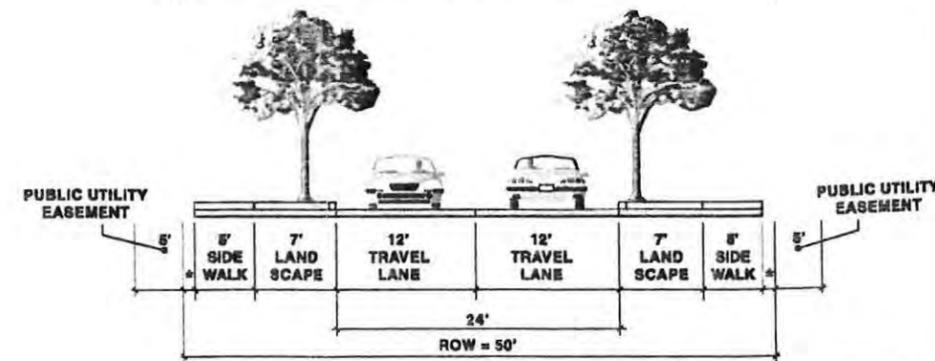
LOCAL RESIDENTIAL WITH PARKING BOTH SIDES



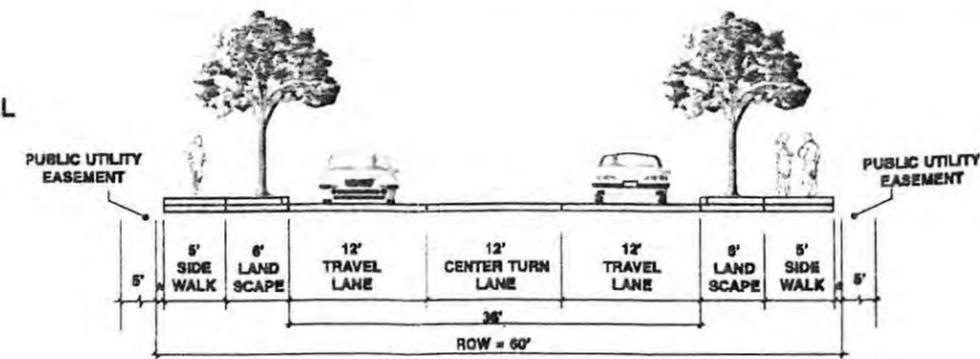
LOCAL RESIDENTIAL WITH PARKING ONE SIDE



LOCAL RESIDENTIAL WITH NO PARKING



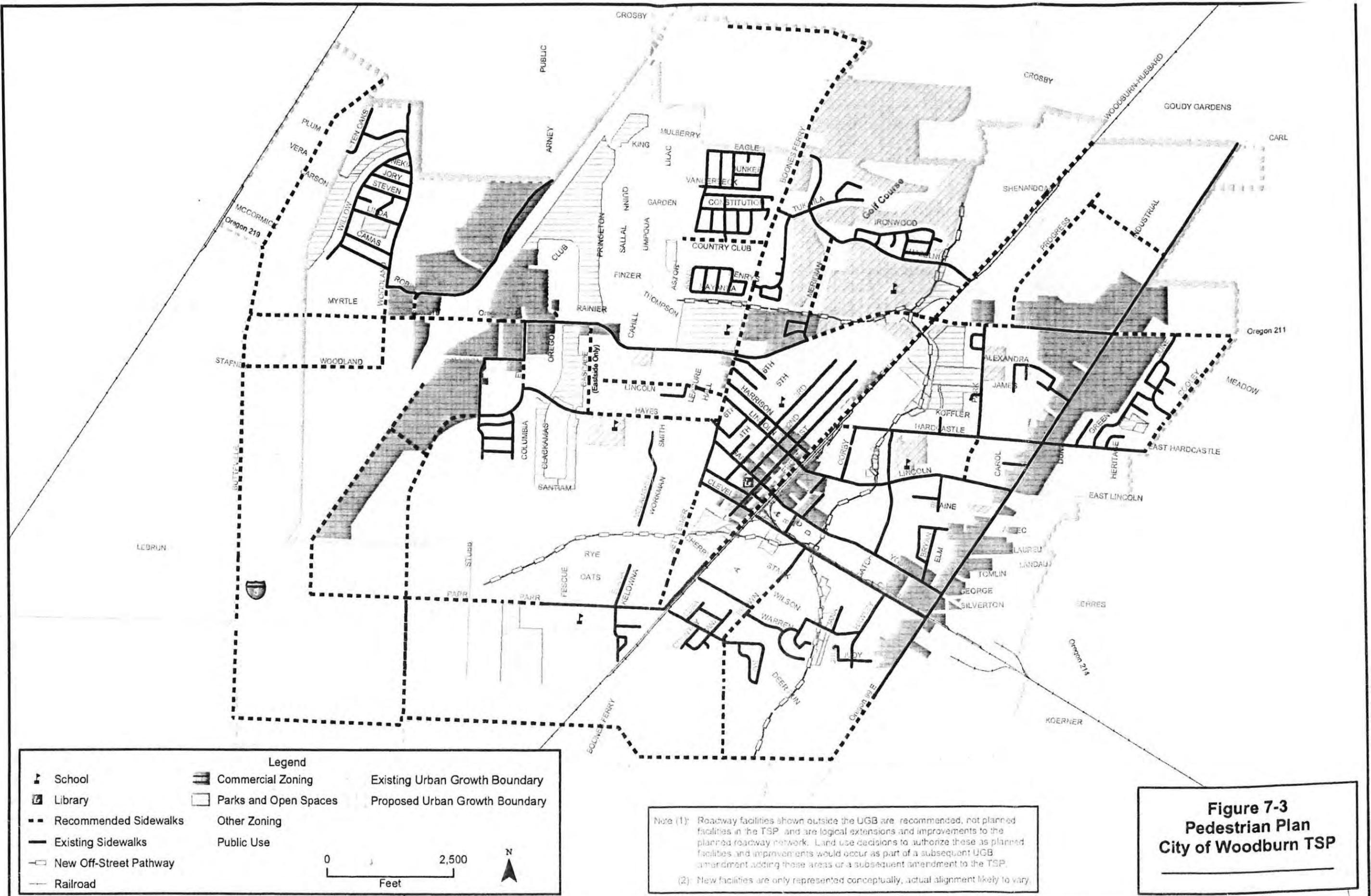
LOCAL INDUSTRIAL STREET



* ROW includes 1 foot between sidewalk and property line
 **Streets designated as Historic Corridors do not require bicycle lanes or center turn lane.

Street Design Standards

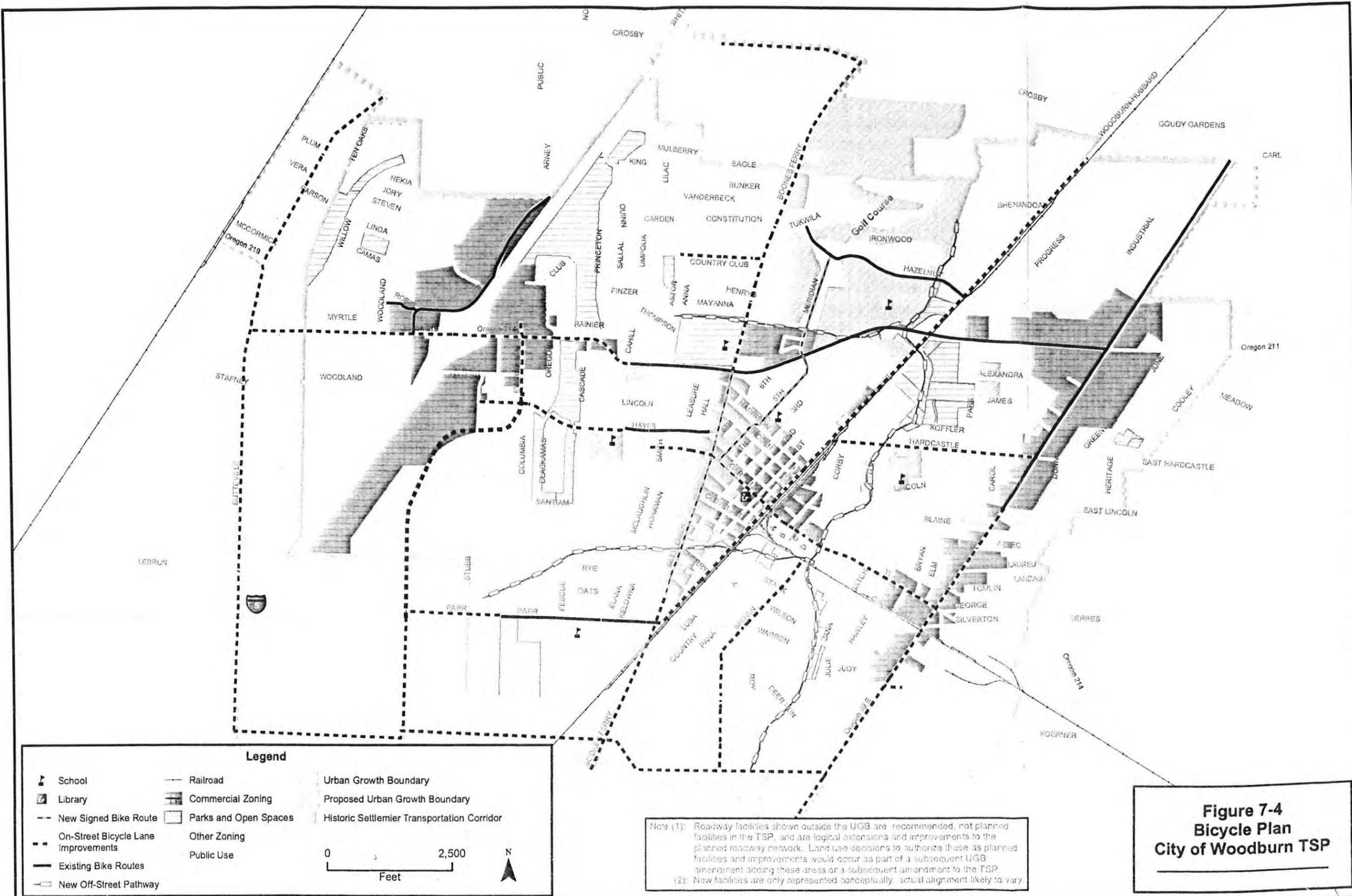
FIGURE 7-2



**Figure 7-3
Pedestrian Plan
City of Woodburn TSP**

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 adding these areas or a subsequent amendment to the TSP.

(2): New facilities are only represented conceptually, actual alignment likely to vary.



Legend

School	Railroad	Urban Growth Boundary
Library	Commercial Zoning	Proposed Urban Growth Boundary
New Signed Bike Route	Parks and Open Spaces	Historic Settlementier Transportation Corridor
On-Street Bicycle Lane Improvements	Other Zoning	
Existing Bike Routes	Public Use	
New Off-Street Pathway		

0 2,500 Feet

N

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 adding these areas or a subsequent amendment to the TSP.

(2): New facilities are only represented conceptually. actual alignment likely to vary

**Figure 7-4
Bicycle Plan
City of Woodburn TSP**

Transportation Funding and Improvement Costs

This section summarizes the funding and financing required to implement the transportation system plan. Federal, state, regional, and local sources that can be directly applied to transportation-related projects and services in the city of Woodburn are discussed.

In this section, the terms funding and financing are distinguished and defined separately in the following ways. Funding describes any mechanism that generates revenue. Financing refers to ways to spread the impact of funds collection through the issuance of debt obligation to be repaid over time, with interest. This section presents a review of existing mechanisms that can serve as the basis for identifying additional sources and options for funding and financing. The contents of this section serve as an update to the 1996 Woodburn Transportation System Plan.

Regulatory Requirement

The Transportation Planning Rule (OAR 660-12-040) requires that a funding plan be included in TSPs for cities with populations over 2,500. This financing plan was developed in response to the list of proposed improvement projects presented in sections 5 and 7 of the Woodburn TSP. An analysis of existing and potential funding mechanisms for funding the proposed improvements is provided.

The City will need to establish new funding mechanisms to finance its transportation system improvement needs during the next 20 years, both in maintenance and new construction. Selection of additional funding mechanisms must consider a number of criteria to ensure that they are appropriate for the City to include:

- Legal Authority
- Financial Capacity
- Administrative Cost
- Equity
- Political Acceptability
- Stability

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 ISTEAA 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.

Cost Estimates for Transportation System Improvements

Preferred improvements to the Woodburn transportation system were presented in Section 7. Estimated costs for these 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 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 8-3
Proposed Transportation Improvements

Project Title	Estimated Capital Cost	Owning Jurisdiction
Next Five Years (2005-2010)		
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
Park-and-ride near OR 214/I-5 Interchange	\$1,750,000	State
Upgrade of Parr Road to service collector standards	\$3,000,000	County/City
Upgrade Butteville Road south of Highway 219 to minor arterial standards	\$7,500,000	County/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
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
Total	\$105,770,000	
Ten to Fifteen Years (2010-2020)		
Upgrade of Crosby Road to service collector standards	\$3,300,000	County/City
Upgrade Butteville Road south of Highway 219 to minor arterial standards	\$4,900,000	County/City
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
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/Settemier Road	\$380,000	City
Signalize Front/OR 214 ramps	\$600,000	State
Increase service frequency on transit routes	\$180,000	City
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
Upgrade Boones Ferry and Front to provide continuous sidewalks and bicycle lanes	\$975,000	City
Add loop ramp in southwest quadrant of OR 214/Front Street intersection	\$1,800,000	State

TABLE 8-3
Proposed Transportation Improvements

Project Title	Estimated Capital Cost	Owning Jurisdiction
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
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	\$43,080,000	
Grand Total	\$148,850,000	

*This project would likely be phased over both short and long-term horizons. The highest short-term priority is improvement of segments West of I-5.

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

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 \$50 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 or other state

highway projects. 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.

Implementing Ordinances

This section presents recommended changes to the Woodburn Development Ordinance (WDO) in order to comply with implementation provisions of the Oregon Transportation Planning Rule (TPR) as codified in OAR 660-012-045.

Also included in this section is the new ordinance establishing an overlay district intended to preserve planned capacity improvements to Woodburn's I-5 Interchange with Oregon Highway 214. The discussion of recommended changes is generally organized by referencing the applicable section(s) of the TPR that prompts a change in the WDO, followed by the recommended revisions. Revisions are presented with deletions shown ~~strike through~~ and additions shown underlined. The new code language has been developed to meet TPR requirements based on Woodburn's existing regulatory framework. In addition, the Model Transportation Planning Rule Ordinances and Policies for Small Jurisdictions and the Model Development Code & Users Guide for Small Jurisdictions have been used as references for recommended code revisions. This section only addresses those provisions of OAR 660-12-0045 with which the WDO does not currently comply.

OAR 660-12-0045(1)(c)

In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or to concern the application of a comprehensive plan or land use regulation and to be subject to standards that require interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with 660-012-0050. To facilitate implementation of the TSP, each local government shall amend its land use regulations to provide for consolidated review of land use decisions required to permit a transportation project.

To comply with the above TPR requirement, the following additions are proposed to the procedures for noticing ODOT identified in Section 4.101.09, "Public Notices: Type II, III, IV and V."

Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:

- (A) Land use applications that require public hearings;*
- (B) Subdivision and partition applications;*
- (C) Other applications which affect private access to roads; and*
- (D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations.*

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

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.

OAR 660-12-0045(2)(a)

Access control standards

NOTE: Section 7 of this TSP recommends that the City of Woodburn and ODOT consider the need for conditioning each land use action located within the vicinity of a state facility with one or more of the actions listed in Section 7 under Access Management. Following City and ODOT review and direction, proposed changes to WDO Section 3.104 will be provided.

OAR 660-12-0045(2)(f)

Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:

- (A) *Land use applications that require public hearings;*
- (B) *Subdivision and partition applications;*
- (C) *Other applications which affect private access to roads; and*
- (D) *Other applications within airport noise corridors and imaginary surfaces which affect airport operations.*

The proposed changes to Section 4.101.09 that are recommended for compliance with OAR 660-12-0045(1)(c) also address OAR 660-12-0045(2)(f).

OAR 660-12-0045(2)(g)

Regulations assuring that amendments land use designations, densities, and design standards are consistent with the functions, capacities and levels of service of facilities identified in the TSP:

To address the requirements of OAR 660-012-045(2)(g), revisions to Sections 5.104.02 and 5.104.04, "Comprehensive Plan Map Change, Owner Initiated" and "Zoning Map Change, Owner Initiated," are proposed.

5.104.02 Comprehensive Plan Map Change, Owner-Initiated

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. . . .

4. Approval Criteria. 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

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.

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 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.

Because Transportation Impact Analysis could be required for comprehensive plan map and zoning map changes in addition to access to City streets, Exhibit Q, "Transportation Impact Analysis (TIA) Requirements," in Section 6 of the WDO should be revised as follow:

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.

OAR 660-12-0045(3)(a)

Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots;

WDO Section 3.105.02, "General Provisions for Off Street Parking and Loading," indicates that all uses required to provide 10 or more vehicle parking spaces must also provide a

bicycle rack within 50 feet of the main entrance. This provision excludes multifamily dwelling units with four units, because only eight vehicle parking spaces are required, which is below the minimum trigger for providing bicycle parking. The following changes to Section 3.105.02 of the WDO would require multifamily residential developments with four or more units to provide a bicycle rack.

3.105.02 General Provisions for Off-Street Parking and Loading

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

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 spaces, with a maximum of 20 rack spaces.

OAR 660-12-0045(7)

Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way consistent with the operational needs of the facility.

As currently written, the street standards in Section 3.101.03 are not identified as minimizing the amount of pavement required for streets and accessways. The proposed changes to Section 3.101.03.A would provide an unequivocal statement to that effect. Changes to Section 3.101.03.B are recommended to make the WDO and TSP consistent.

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 Figure 6.9 of the WDO 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). 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 ROW required for each street classification consistent with the operational needs of each facility, including requirements for pedestrians, bicycles, and public utilities.
- B. The following additional standards for Local Residential Streets: ~~*{Note: Items a through d for both Local Residential Street with Parking One Side and Local Residential without Parking should be shown in an updated TSP Figure 30 and an updated WDO Figure 6.9.}*~~
 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: 20 feet.~~
 - d. ~~Sidewalks: 5 feet wide, each side.~~

- e. 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 Street 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.~~
- d. 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.

2.116 Interchange Management Area (IMA) Overlay District (new)

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 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 Woodburn Economic Development Strategy (EDS). This chapter 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 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 (Figure 9-1 in this section).

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 publication) 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.

2.116.04 Vehicle Trip Budgets

Section 2.116 establishes a total 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 commercial and industrial uses identified on Table 2.116.1 is 2,500 peak hour vehicle trips. (An estimated 1,500 additional peak hour residential trips are planned within the IMA District.) The IMA Trip Budget will be allocated to parcels identified on Table 2.116.1 on a first developed – first served basis.

B. 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 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 2.116.06(B).

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

Assessor Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Maximum Peak Hour Vehicle Trips
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
052W12AC 04301	Commercial	2	66

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

2.116.05 Administration

This chapter 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 section.

A. TIA (Traffic Impact Analysis)

A TIA is required for all land use applications subject to the provisions of **Section 2.116**. The TIA must meet 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.

B. ODOT Coordination in Land Use Reviews

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

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.

3. ODOT shall have at least 20 days to provide written comments to the City, measured from the date completion notice was mailed. If ODOT does not provide written comments during this 20-day period, the City staff report may be issued without consideration of ODOT comments.

C. 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 development approved under Section 2.116, 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, combined with approved building permits, result in traffic generation estimates that exceed 33% and 67% of the adopted trip generation budget.

D. 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:

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 Section 4.102.03-04.

2.116.06 Allowed Uses

Generally, permitted and conditional uses allowed in the underlying zoning district are allowed subject to other applicable provisions of the WDO and Section 2.116.

2.116.07 Comprehensive Plan and Zoning Map Amendments

This section 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:

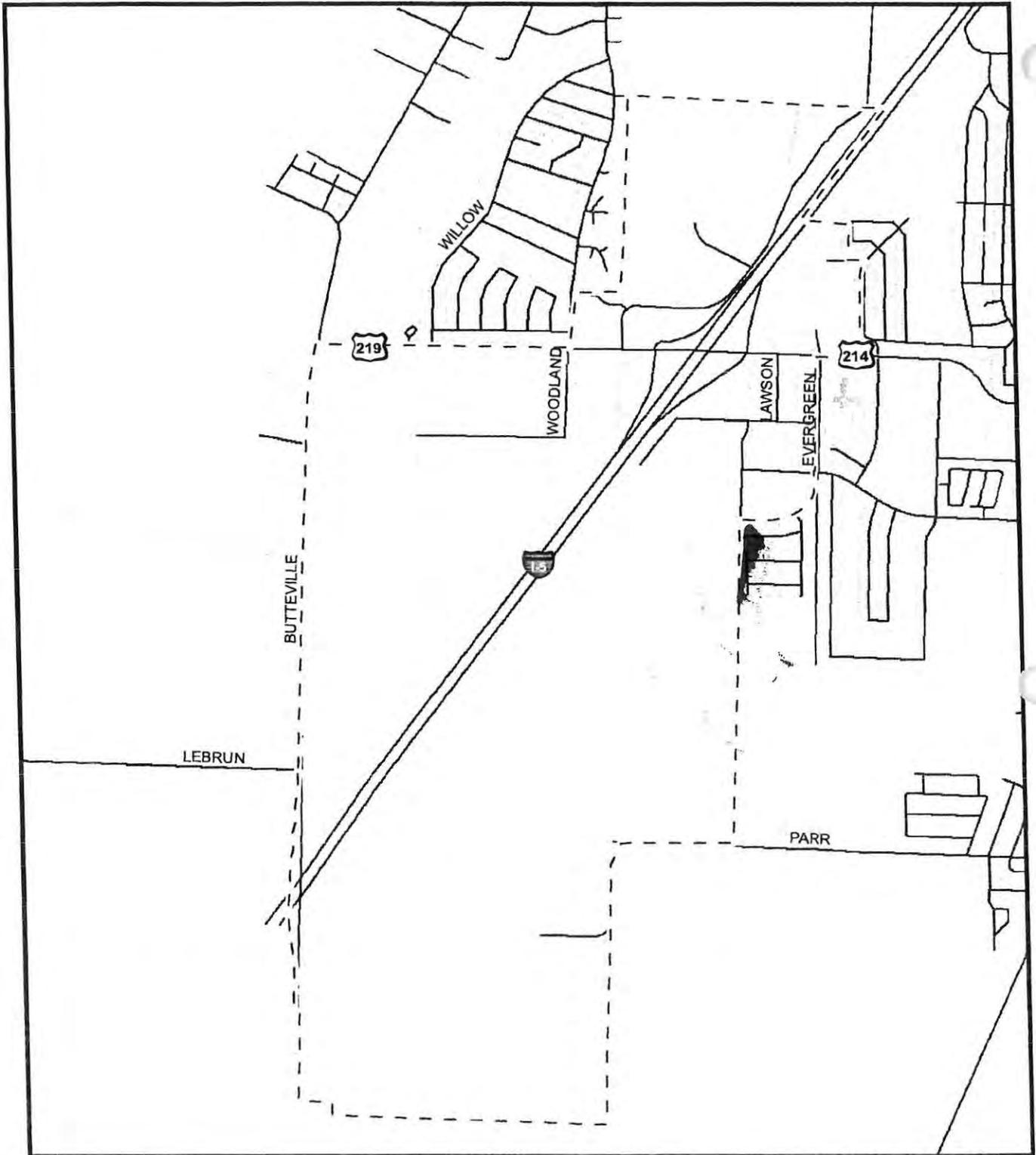
1. Comprehensive Plan Map amendments that will increase the net Commercial land area within the IMA Overlay District shall be prohibited.
2. Comprehensive Plan Map amendments that allow land uses that will generate traffic in excess of the IMA Trip Budget shall be prohibited.

2.116.08 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 traffic generated from the proposed development shall not, in combination with other approved developments, exceed the IMA District 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.



Legend

- Tax Lots
- ⌈ Overlay Zone
- Roads

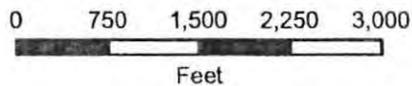


Figure 9-1
Interchange Management Area (IMA)
Overlay District

Seven of the eight wetlands in the Mill Creek drainage were significant also because they scored in the highest or second highest category for water quality, and they are along a water quality limited stream. This finding of significance indicates that these wetlands continue to play a significant role in maintaining water quality in Mill Creek.

5.0 RIPARIAN FINDINGS

The riparian inventory and assessment was conducted on Senecal and East Senecal Creeks using the procedures in the Riparian Guide. The riparian areas on each side of the creeks were segmented into reaches based on various characteristics, such as the type of development (or lack thereof) adjacent to the stream and the type of vegetation dominating the area. Each segment or riparian reach was coded to identify the side of the stream (looking downstream: right side [R] and left side [L]) and its sequential number, with number 1 being the furthest upstream.

The riparian corridor on Senecal Creek was divided into five reaches, two on the left (western) side of the creek and three on the right (eastern) side. The length of East Senecal Creek within the inventory area was assessed with one riparian reach on each side of the stream.

The width of each riparian area was determined by the potential height of the dominant tree species growing in it. Two tree species dominated portions of the riparian areas. Douglas-fir dominated the riparian areas on Senecal Creek. Its potential tree height (PTH) is 120 feet, resulting in a riparian area width determination of 120 feet. Oregon white oak was determined to be the dominant tree species in the riparian areas bordering East Senecal Creek. The PTH of Oregon white oak is 60 feet, resulting in a riparian area width determination of 60 feet.

The actual widths of existing riparian areas, with a vegetated buffer that was not disturbed, varied from nonexistent to 120 feet. These widths are reported for informational purposes to assist in writing ordinances addressing riparian buffers. The vegetated riparian buffer is generally absent on the part of Senecal Creek north of Senecal Creek Drive and on the eastern side of East Senecal Creek. By contrast, the riparian area on the eastern side of Senecal Creek, in Senecal Creek Park, is largely intact and extends the full width of the riparian area as determined by the PTH. This broad variation in the width and quality of the riparian areas (summarized in Table 6) is not surprising because of the extensive historical alteration of the stream corridors.

Riparian areas along Mill Creek are generally vegetated by reed canarygrass. The vigorous, dense growth of this invasive species, combined with mowing, may prevent shrubs and trees from becoming established.

6.0 SUMMARY

Woodburn's Goal 5 wetland resource inventory has been completed in compliance with guidance from the DSL, which governs LWIs. The resulting maps are more complete and of greater resolution and accuracy than the NWI maps that were used previously by the City to determine



Table 6. Woodburn Urban Riparian Inventory and Assessment Summary

Reach Code	Potential Tree Height (ft)	Actual Riparian Width (ft)	Length Of Reach (ft)	Water Quality Function	Flood Management Function	Thermal Regulation Function	Wildlife Habitat Function
ECL-1	60	35	600	HIGH	HIGH	MED	HIGH
ECR-2	60	60	2600	MED	LOW	LOW	HIGH
SCL-1	120	100	2120	HIGH	LOW	LOW	MED
SCL-2	120	20	1320	MED	LOW	MED	LOW
SCR-1	120	40	2060	HIGH	MED	MED	HIGH
SCR-2	120	120	950	HIGH	MED	MED	HIGH
SCR-3	120	20	880	MED	LOW	MED	HIGH



the location of possible wetlands. The inventory is a tool that can be used by the City to make informed planning decisions.

Thirty-one individual wetlands, wetland systems, and water bodies totaling 99.88 acres, were identified by the LWI. The largest single mapped wetland complex is 23.02 acres. The most common wetland classification type in the inventory area is PEM (53.06 acres). Most of these wetlands are directly associated with the main drainages in Woodburn. These wetlands are vegetated by grasses and other non-woody, low-growing plants. Many of these wetlands may experience some degree of inundation during the winter and early part of the growing season.

Palustrine forested wetlands comprise the second largest category of mapped wetlands. Most of these forested wetlands are in the Senecal Creek and East Senecal Creek bottomlands. Small amounts of PFO wetland also remain in the Mill Creek drainage as isolated stands of trees.

Ten wetlands were determined to be locally significant. These significant wetlands include all of the wetlands along Mill, Senecal, East Senecal, and Goose Creeks. Each of these wetlands is significant because of its hydrologic control functions in the drainage basin. In addition to hydrologic control, nine of the significant wetlands are significant because of their water quality functions. Under Goal 5 rules, locally significant wetlands in Woodburn will need to be protected by local ordinances.

Assessment of the riparian corridor along Senecal Creek and East Senecal Creek resulted in a determination of 7 riparian reaches, the longest being approximately 2,600 feet long. The width of each reach was determined by existing vegetation, and varied from 60 to 120 feet. In some reaches, actual riparian vegetation and function were almost completely gone. In other reaches, significant vegetation, natural value, and function remain.

Most of the wetlands and riparian areas within Woodburn's UGB have been affected significantly by development, whether residential, commercial, industrial, or agricultural. Each of the wetlands and riparian areas within the study area still serves important functions associated with fish and wildlife habitat, water quality, hydrologic control, and quality of life.



7.0 REFERENCES

- Cowardin, L.M., V. Carter, F.C. Golet, and E.T. Larse. 1979. Classification of Wetlands and Deepwater Habitats of the United States. U.S. Fish and Wildlife Service, Office of Biological Services, FWS/OBS-79/31. 103pp.
- Federal Interagency Committee for Wetland Delineation. 1989. Federal Manual for Identifying and Delineating Jurisdictional Wetlands. U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, U.S. Fish and Wildlife Service, and U.S.D.A. Soil Conservation Service, Washington, D.C. Cooperative technical publication. 76 pp. plus appendices.
- Franklin, Jerry F., and C. T. Dyrness. 1973. Natural Vegetation of Oregon and Washington. U.S. Forest Service General Technical Report PNW-8.
- Johannessen, Carl L. 1971. The Vegetation of the Willamette Valley. Annals of the Association of American Geographers. 61 (2): 286-302.
- Levine, C., ed., 1996. Oregon Blue Book. Secretary of State, Salem, Oregon.
- Pacific Habitat Services, Inc. 1998. Urban Riparian Inventory and Assessment Guide. Oregon Division of State Lands, Salem, Oregon.
- Reed, Porter B., Jr. 1988. National List of Plant Species That Occur in Wetlands: Northwest (Region 9). Prepared by the U.S. Fish and Wildlife Service, St. Petersburg, Florida. NERC-88/18.37.
- Reed, Porter B., Jr. 1993. List of Plant Species that Occur in Wetlands (Region 9): 1993 Supplement. Washington D.C.
- Roth, Emily, et al. 1996. Oregon Freshwater Wetland Assessment Methodology. Revised edition. Oregon Division of State Lands.
- U.S. Army Corps of Engineers. 1987. Corps of Engineers Wetland Delineation Manual. Environmental Laboratory. Technical Report 4-87-1.
- U.S. Department of Housing and Urban Development. 1979. Federal Emergency Management Agency (FEMA) National Flood Insurance Program Flood Insurance Rate Map (FIRM) City of Woodburn, Oregon, Marion County. Panel Number 410172 0001 B.
- U.S. Department of Housing and Urban Development. 1979. Federal Emergency Management Agency (FEMA) National Flood Insurance Program Flood Insurance Rate Map (FIRM), Marion County, Oregon. Panel Number 410154 0075 C and 410154 0100 C.)
- U.S. Fish and Wildlife Service, National Wetlands Inventory. 1981. Woodburn, Oregon and St. Paul, Oregon. CIR aerial photography, overlaid on USGS 7.5-minute quadrangle.



U.S. Geological Survey. 1956. Woodburn, Oregon, 7.5-minute quadrangle topographic map, photorevised 1970, and St. Paul, Oregon 7.5-minute quadrangle topographic map, photorevised 1985.

U.S.D.A. Soil Conservation Service. 1972. Soil Survey of Marion County Area, Oregon.

U.S.D.A. Soil Conservation Service. 1989. Oregon Hydric Soils by Counties.





Appendix A

Wetland and Riparian Inventory Section Map Information



The wetland and riparian inventory section maps are provided separately.





Appendix B

Wetland Data and Summary Sheets (organized by drainage basin and wetland code)



