



Agenda Item

June 7, 2023

TO: City Council
FROM: Frank Lonergan, Mayor
SUBJECT: **City Council Appointment**

The following appointment is made, subject to the approval of the Council. Please forward any adverse comments to me prior to the Council meeting on Monday, June 12, 2023. No reply is required if you approve of my decision.

City Councilor - Ward II

Mark J. Wilk



Agenda Item

June 7, 2023

TO: City Council
FROM: Frank Lonergan, Mayor
SUBJECT: **Committee Appointment**

The following appointments are made, subject to the approval of the Council. Please forward any adverse comments to me prior to the Council meeting on Monday, June 12, 2023. No reply is required if you approve of my decision.

Woodburn Library Board

- Jacquelyn Keith

**COUNCIL MEETING MINUTES
MAY 22, 2023**

DATE COUNCIL CHAMBERS, CITY HALL, CITY OF WOODBURN, COUNTY OF MARION, STATE OF OREGON, MAY 22, 2023

CONVENED The meeting convened at 7:02 p.m. with Mayor Lonergan presiding.

ROLL CALL

Mayor Lonergan	Present
Councilor Carney	Present
Councilor Cornwell	Present
Councilor Schaub	Present
Councilor Swanson	Present
Councilor Morris	Present
Councilor Cabrales	Absent

Staff Present: City Administrator Derickson, Assistant City Attorney Granum, Assistant City Administrator Row, Police Chief Pilcher, Public Works Director Stultz, Community Development Director Kerr, Economic Development Director Johnk, Special Projects Director Wakeley, Community Services Director Cuomo, Senior Planner Cortes, Public Affairs and Communications Coordinator Moore, Community Relations Manager Herrera, City Recorder Pierson

Mayor Lonergan asked for a moment of silence for the victims of the car accident that occurred last week on the freeway.

PROCLAMATIONS

Mayor Lonergan read a proclamation honoring the Woodburn Proud Cleanup Day participants and thanking PGE, Chemeketa, and Woodburn Community Members

Mayor Lonergan read a proclamation recognizing the Woodburn Masonic Lodge #106 and their 131 years of Freemasonry in Woodburn.

BUSINESS FROM THE PUBLIC

Leslie Medina, 389 Bridlewood Lane, stated her concerns about accidents that are occurring in her neighborhood and would like something to be done. City Administrator Derickson stated that based on the crash data at that location he has asked the Police Chief to come up with a plan in that area. He added that our traffic engineers will also look at what can be done to mitigate and bring down the number of incidents.

CONSENT AGENDA

- A. Woodburn City Council minutes of April 24, 2023,
- B. Redflex Report January through April,
- C. Building Activity for April 2023,
- D. Monthly Financial Report.

Carney/Schaub... approve the consent agenda. The motion passed unanimously.

PUBLIC HEARINGS

Mayor Lonergan declared the hearing open at 7:20 p.m. for the purpose of hearing public input on the annexation of approximately six acres of right-of-way generally located at Parr Road and

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Butteville Road (ANX 22-05) (ZMC 22-05). Mayor Lonergan asked if there were any declarations from the Council and there were none. City Recorder Pierson read the public hearing statement. Community Development Director Kerr provided a staff report and noted that the application was prepared by staff. Mayor Lonergan asked if any member of the public wished to speak in support of the annexation of approximately six acres of right-of-way generally located at Parr Road and Butteville Road (ANX 22-05) (ZMC 22-05). No members of the public wished to speak in support. Mayor Lonergan asked if any member of the public wished to speak in opposition to the annexation of approximately six acres of right-of-way generally located at Parr Road and Butteville Road (ANX 22-05) (ZMC 22-05). No members of the public wished to speak in opposition. Mayor Lonergan closed the hearing at 7:31 p.m. City Councilors provided comments. **Swanson/Schaub...** to tentatively approve the land use application directing staff to prepare and submit ordinances for consideration at the next City Council meeting. The motion passed unanimously.

Mayor Lonergan noted that Wendy Veliz with PGE arrived at the meeting, and she thanked the City for their partnership and for the community volunteers who assisted with Woodburn Clean up day.

Mayor Lonergan declared the hearing open at 7:37 p.m. for the purpose of hearing public input on the Planning Commission Approval with Conditions of the U-Haul Conditional Use and Development at 0 [Zero] Stacy Allison Way NE (CU 22-03) Mayor Lonergan asked if there were any declarations from the Council and there were none. City Recorder Pierson read the public hearing statement. Senior Planner Cortes provided a staff report. Shannon Marvin with U-Haul provided testimony on behalf of the applicant. Mayor Lonergan asked if any member of the public wished to speak in support of the Planning Commission Approval with Conditions of the U-Haul Conditional Use and Development at 0 [Zero] Stacy Allison Way NE (CU 22-03). No members of the public wished to speak in support. Mayor Lonergan asked if any member of the public wished to speak in opposition to the Planning Commission Approval with Conditions of the U-Haul Conditional Use and Development at 0 [Zero] Stacy Allison Way NE (CU 22-03). No members of the public wished to speak in opposition. Mayor Lonergan closed the hearing at 8:26 p.m. Councilor Carney stated that this is an industrial operation that is looking to be placed in a highly desired commercial zone and he is not comfortable with that. He added that this project is better suited for the industrial area of the City. Councilor Swanson stated that this is a well thought out design and that she believes that residents nearby would like to have a facility like this so close to their homes. She added that she supports this project. Councilor Morris stated that he agrees with Councilor Carney that this belongs in an industrial area. Councilor Cornwell stated that she agrees that the City could use another storage facility but that it should be set up in the industrial area and not take up commercial space. Councilor Schaub stated that it was a great presentation but she agrees with Councilors Morris, Carney and Cornwell.

Carney/Morris... Council deny U-Haul Truck Rental and Mini-storage at 0 Stacy Allison Way NE CU22-03, DR22-14, SA23-0, and authorizing staff to return with a final order at the next city council meeting based on your deliberations. On roll call vote the motion passed 4-1 with Councilor Swanson voting no.

COUNCIL BILL NO. 3209 - AN ORDINANCE ANNEXING APPROXIMATELY 40.93 ACRES OF TERRITORY GENERALLY LOCATED AT 8708 PARR ROAD NE,

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MARION COUNTY, OREGON, INTO THE CITY OF WOODBURN

Carney introduced Council Bill No. 3209. City Recorder Pierson read the bill twice by title only since there were no objections from Council. Community Development Director Kerr provided a staff report. On roll call vote for final passage, the vote was 4 to 1 with Councilor Swanson voting no. The Mayor stated that since the ordinance did not pass unanimously it will be brought back at the next meeting for a second reading and vote.

COUNCIL BILL NO. 3210 - AN ORDINANCE AMENDING THE WOODBURN ZONING MAP TO DESIGNATE ZONING OF APPROXIMATELY 40.93 ACRES OF ANNEXED TERRITORY AT 8708 PARR ROAD NE, MARION COUNTY, OREGON, AS NODAL SINGLE-FAMILY RESIDENTIAL (RSN) AND NODAL MEDIUM DENSITY RESIDENTIAL (RMN) ZONING DISTRICTS

Morris introduced Council Bill No. 3210. City Recorder Pierson read the bill twice by title only since there were no objections from Council. Community Development Director Kerr provided a staff report. On roll call vote for final passage, the bill passed unanimously. Council President Carney declared Council Bill No. 3210 duly passed.

APPROVAL OF FINAL DECISION FOR THE BRIGHTON POINTE SUBDIVISION (SUB 22-04)

The Mayor noted that this item will be brought back at the next City Council meeting.

COUNCIL BILL NO. 3211 - A RESOLUTION AUTHORIZING APPLICATION FOR AND ACCEPTANCE OF A LOCAL GOVERNMENT GRANT FROM THE OREGON PARKS AND RECREATION DEPARTMENT FOR THE CENTENNIAL DOG PARK IMPROVEMENTS

Carney introduced Council Bill No. 3211. City Recorder Pierson read the bill by title only since there were no objections from Council. Community Services Director Cuomo provided a staff report. On roll call vote for final passage, the bill passed unanimously. Mayor Lonergan declared Council Bill No. 3211 duly passed.

COUNCIL BILL NO. 3212- A RESOLUTION AUTHORIZING THE TRANSFER OF APPROPRIATIONS WITHIN THE INFORMATION TECHNOLOGY FUND FOR THE FISCAL YEAR 2022-2023

Carney introduced Council Bill No. 3212. City Recorder Pierson read the bill by title only since there were no objections from Council. City Administrator Derickson provided a staff report. On roll call vote for final passage, the bill passed unanimously. Mayor Lonergan declared Council Bill No. 3212 duly passed.

INTERGOVERNMENTAL AGREEMENT (IGA) WITH MARION COUNTY FOR THE ANNEXATION AND JURISDICTIONAL TRANSFER OF PORTIONS OF BUTTEVILLE ROAD

Community Development Director Kerr provided a staff report. **Carney/Morris...** authorize the City Administrator to sign the attached IGA with Marion County which establishes agreed upon terms for the annexation and jurisdictional transfer of segments of Butteville Road and the Butteville Road/Parr Road intersection. The motion passed unanimously.

LETTER OF SUPPORT FOR GRANT TO PURCHASE ELECTRIC TRANSIT BUS

Assistant City Administrator Row provided a staff report. **Carney/Cornwell...** authorize the Mayor to sign the enclosed letter of support for the City's grant application for an electric transit

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bus, related charging infrastructure and maintenance/operator training. The motion passed unanimously.

CITY ADMINISTRATOR’S REPORT

The City Administrator reported the following:

- Thanked the staff that participated in the Rotary leadership dinner and discussion.
- Thanked the staff for helping while he was out with Covid.
- Passed out a destination downtown North Marion County revitalization project flyer.

MAYOR AND COUNCIL REPORTS

Councilor Lonergan thanked staff for attending the Rotary meeting.

Councilor Cornwell stated that it was good to use the leadership from the community and the City interacting at the Rotary dinner.

Councilor Swanson passed on compliments to Renata for her work. She also stated that her house has sold, and she is going to need to resign as Ward II City Councilor at the end of the month. She added that she has enjoyed her time on the Council. She also noted that there are some domestic ducks on the pond near her home that have been hurting the wild ducks in the area.

Councilor Schaub wished Councilor Swanson the best of luck. She added that she found the Rotary leadership dinner interesting.

Councilor Morris thanked Councilor Swanson for her service and thanked Chief Pilcher for responding to constituents.

Mayor Lonergan stated that he has heard concerns about parking near the cemetery. He thanked Councilor Carney for filling in for him at the last meeting. Thanked those that attended the Mayor’s breakfast. He thanked Rotary for the leadership dinner.

ADJOURNMENT

Swanson/Morris ...move to adjourn. The motion passed unanimously. Council President Carney adjourned the meeting at 9:16 p.m.

APPROVED _____
FRANK LONERGAN, MAYOR

ATTEST _____
Heather Pierson, City Recorder
City of Woodburn, Oregon



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Curtis Stultz, Public Works Director

SUBJECT: **Master Grant Agreement – North 2nd Street Improvements Projects, Misc. Maintenance activities**

RECOMMENDATION:

Authorize the City Administrator to execute Master Grant Agreement No. MCA 73000-00019673 between the State of Oregon and the City of Woodburn pertaining to Fund Exchange Program (FEX) for the North 2nd Street Improvement Project and Misc. Maintenance activities.

BACKGROUND:

The Oregon Department of Transportation has an agreement with the Association of Oregon Counties (AOC) and League of Oregon Cities (LOC) which provides Federal Surface Transportation Program (STP) funds to cities, counties, and non-Transportation Management Area (TMA) Metropolitan Planning Organizations. Fund Exchange provides an opportunity for local cities and counties to exchange their Federal STP dollars for State Highway Fund dollars at a rate of 90 cents in state dollars for every 1 dollar of federal funds.

DISCUSSION:

City of Woodburn has utilized their accumulating allocation of Federal STP funds. Recent changes in the State’s administration of this program have precipitated a desire for the City to utilize the majority of this fund accumulation to avoid losing the funds in the coming years. Including the projected 2022 allocation of Federal STP funds, the City of Woodburn will have an accumulated balance of over \$1,200,000. Therefore, the City elected to utilize the available Federal STP dollars for the North 2nd St. improvement and Misc. maintenance activities.

Completion of the fund exchange process will supplement existing City funds, allowing dedicated City dollars to stretch much farther.

Agenda Item Review: City Administrator ___x___ City Attorney ___xx___ Finance _____

FINANCIAL IMPACT:

Execution of the Fund Exchange Agreement will provide a net value of \$1,200,000 for eligible improvement Projects.

**MASTER GRANT AGREEMENT
OREGON DEPARTMENT OF TRANSPORTATION
FUND EXCHANGE PROGRAM (FEX)**

This Master Grant Agreement (“Agreement”) is made and entered into by and between the **State of Oregon**, acting by and through its Department of Transportation (“ODOT”), and **City of Woodburn**, acting by and through its Governing Body, (“Recipient”), both referred to individually or collectively as “Party” or “Parties.”

- 1. Effective Date.** This Agreement shall become effective on the date this Agreement is fully executed and approved as required by applicable law (the “Effective Date”). The availability of Grant Funds (as defined in Section 3) shall be from January 1, 2021 to September 30, 2024 (the “Term”).
- 2. Agreement Documents.** This Agreement consists of this document and the following documents attached to this Agreement:

- Exhibit A: **Recipient Requirements**
- Exhibit B: **Subagreement Insurance Requirements**
- Exhibit C: **Direct Deposit/ACH Credit Authorization**
- Exhibit D: **Funding Request Letter template**

In the event of a conflict between two or more of the documents comprising this Agreement, the language in the document with the highest precedence shall control. The precedence of each of the documents comprising this Agreement is as follows, listed from highest precedence to lowest precedence: this Agreement without Exhibits; Exhibit A; Exhibit B; Exhibit C; Exhibit D.

- 3. Grant Funds.** Pursuant to the Federal-Aid Project Guidelines and Working Agreement among ODOT, the Association of Oregon Counties and the League of Oregon Cities No. 32588 dated August 23, 2018, ODOT will annually make state funds available for which Recipient may exchange Recipient’s annual allocation of federal Surface Transportation Block Grant funds (“STBG Funds”). The state funds that ODOT annually makes available for exchange are referred to in this Agreement as the “Grant Funds.” ODOT will annually determine the amount of STBG Funds, and hence Grant Funds, available to the Recipient and announce the STBG Funds amount via ODOT’s website in January of each year.
- 4. Exchange Rate.** During the Term, ODOT will exchange Recipient’s annual allocation of STBG Funds for Grant Funds at the following rates:
 - a.** Ninety-four cents (\$0.94) in Grant Funds for one dollar (\$1.00) of STBG Funds until December 31, 2021.
 - b.** Ninety cents (\$0.90) in Grant Funds for one dollar (\$1.00) of STBG Funds January 1, 2022 and after.

5. Eligible Projects and Costs.

- a. Use of Grant Funds.** Grant Funds may only be used for transportation projects that are State Highway Trust Fund eligible, that is, those that are consistent with Article IX, Section 3a, of the Oregon Constitution (each such State Highway Trust Fund eligible transportation project is referred to in this Agreement as a “Project”). Grant Funds may be used for all phases of a Project, including, but not limited to, preliminary engineering, right of way, utility relocation, and construction.
- b. Eligible Costs.** Recipient shall use Grant Funds only for its actual costs to deliver Projects consistent with the terms of this Agreement (“Eligible Costs”).
 - i.** Eligible Costs are actual costs of Recipient to the extent those costs are:
 - A.** reasonable, necessary and directly used for a Project;
 - B.** permitted by generally accepted accounting principles established by the Governmental Accounting Standards Board, as reasonably interpreted by the State, to be capitalized to an asset that is part of a Project; and
 - C.** eligible or permitted uses of the Grant Funds under the Oregon Constitution, the statutes and laws of the state of Oregon, and this Agreement.
 - ii.** Eligible Costs can include the purchase of aggregate or equipment, provided that:
 - A.** purchases or production of aggregate must be roadway-related and exclusively used for roadway work; and
 - B.** purchased equipment must be used exclusively for roadway purposes for the useful life of the equipment. Recipient shall clearly describe in the Funding Request, as that capitalized term is defined in Section 6.a., how it plans to use said equipment on roadways and for roadway purposes. In the event that the equipment is not used for roadway purposes, Recipient shall pay to ODOT the fair market rental value for Recipient’s non-roadway use of the equipment. The useful life and the fair market rental value of the equipment shall be determined by ODOT, based on the type and condition of equipment.
 - iii.** Eligible Costs do NOT include:
 - A.** loans or grants to be made to third parties; or
 - B.** any expenditures incurred before the Effective Date or after the Availability Termination Date.

6. Grant Funds Distribution Process

- a.** To receive a distribution of Grant Funds during the Term, Recipient shall submit a funding request letter to the ODOT Contact for approval (a “Funding Request”). The Funding Request

must be on Recipient letterhead and include all information set forth in the letter template attached as Exhibit D. If Recipient chooses not to request Grant Funds in a calendar year, the year's Grant Funds amount will accumulate ("bank") for Recipient's future use. ODOT's distribution of Grant Funds will be limited to Recipient's cumulative amount of Grant Funds available at the time a Funding Request is submitted. ODOT will not advance any Grant Funds based on anticipated future allocations of STBG Funds.

- b. Upon approving a Funding Request, ODOT will disburse the requested Grant Funds amount to Recipient via electronic funds transfer to the deposit account designated in Exhibit C.
- c. ODOT's obligation to disburse Grant Funds to Recipient is subject to the satisfaction, with respect to each disbursement, of each of the following conditions precedent:
 - i. ODOT has received funding, appropriations, limitations, allotments, or other expenditure authority sufficient to allow ODOT, in the exercise of its reasonable administrative discretion, to make the disbursement.
 - ii. Recipient is in compliance with the terms of this Agreement.
 - iii. Recipient's representations and warranties set forth in Section 7 are true and correct on the date of disbursement with the same effect as though made on the date of disbursement.
- d. **Recovery of Grant Funds.** Any Grant Funds disbursed to Recipient under this Agreement that are expended in violation of one or more of the provisions of this Agreement ("Misspent Funds") must be returned to ODOT. Recipient shall return all Misspent Funds to ODOT promptly after ODOT's written demand and no later than fifteen (15) days after ODOT's written demand.

7. Representations and Warranties of Recipient. Recipient represents and warrants to ODOT as follows:

- a. **Organization and Authority.** Recipient is duly organized and validly existing under the laws of the State of Oregon and is eligible to receive the Grant Funds. Recipient has full power, authority and legal right to make this Agreement and to incur and perform its obligations hereunder, and the making and performance by Recipient of this Agreement (1) have been duly authorized by all necessary action of Recipient and (2) do not and will not violate any provision of any applicable law, rule, regulation, or order of any court, regulatory commission, board, or other administrative agency or any provision of Recipient's Articles of Incorporation or Bylaws, if applicable, (3) do not and will not result in the breach of, or constitute a default or require any consent under any other agreement or instrument to which Recipient is a party or by which Recipient or any of its properties may be bound or affected. No authorization, consent, license, approval of, filing or registration with or notification to any governmental body or regulatory or supervisory authority is required for the execution, delivery or performance by Recipient of this Agreement.
- b. **Binding Obligation.** This Agreement has been duly executed and delivered by Recipient and constitutes a legal, valid and binding obligation of Recipient, enforceable in accordance with its

terms subject to the laws of bankruptcy, insolvency, or other similar laws affecting the enforcement of creditors' rights generally.

- c. **No Solicitation.** Recipient's officers, employees, and agents shall neither solicit nor accept gratuities, favors, or any item of monetary value from contractors, potential contractors, or parties to subagreements. No member or delegate to the Congress of the United States or State of Oregon employee shall be admitted to any share or part of this Agreement or any benefit arising therefrom.
- d. **No Debarment.** Neither Recipient nor its principals is presently debarred, suspended, or voluntarily excluded from any federally-assisted transaction, or proposed for debarment, declared ineligible or voluntarily excluded from participating in this Agreement by any state or federal agency. Recipient agrees to notify ODOT immediately if it is debarred, suspended or otherwise excluded from any federally assisted transaction for any reason or if circumstances change that may affect this status, including without limitation upon any relevant indictments or convictions of crimes.
- e. **Compliance with Oregon Taxes, Fees and Assessments.** Recipient is, to the best of the undersigned(s) knowledge, and for the useful life of this Agreement will remain, current on all applicable state and local taxes, fees and assessments.

8. Records Maintenance and Access; Audit.

- a. **Records, Access to Records and Facilities.** Recipient shall make and retain proper and complete books of record and account and maintain all fiscal records related to this Agreement in accordance with all applicable generally accepted accounting principles, generally accepted governmental auditing standards and state minimum standards for audits of municipal corporations. Recipient shall ensure that each of its subrecipients and subcontractors complies with these requirements. ODOT, the Secretary of State of the State of Oregon (the "Secretary") and their duly authorized representatives shall have access to the books, documents, papers and records of Recipient that are directly related to this Agreement, the Grant Funds, or any Project funded by this Agreement, for the purpose of making audits and examinations. In addition, ODOT, the Secretary and their duly authorized representatives may make and retain excerpts, copies, and transcriptions of the foregoing books, documents, papers, and records. Recipient shall permit authorized representatives of ODOT and the Secretary to perform site reviews, and to inspect all vehicles, real property, facilities and equipment purchased by Recipient as part of this Agreement, and any transportation services rendered by Recipient. Without limiting the foregoing, ODOT may request, and Recipient shall provide, documentation of expenditures to confirm that Recipient uses Grant Funds only for State Highway Trust Fund eligible purposes. ODOT may also conduct on-site inspections of any Project funded under this Agreement to ensure that the Project is State Highway Trust Fund eligible.
- b. **Retention of Records.** Recipient shall retain and keep accessible all books, documents, papers, and records that are directly related to this Agreement, the Grant Funds or any Project funded by this Agreement for a period of six (6) years after final payment. If there are unresolved audit questions at the end of the period described in this section, Recipient shall retain the records until the questions are resolved.

- c. **Expenditure Records.** Recipient shall document the expenditure of all Grant Funds disbursed by ODOT under this Agreement. Recipient shall create and maintain all expenditure records in accordance with generally accepted accounting principles and in sufficient detail to permit ODOT to verify how the Grant Funds were expended.

This Section 8 shall survive any expiration or termination of this Agreement.

9. Recipient Subagreements and Procurements

- a. **Subagreements.** Recipient may enter into agreements with sub-recipients, contractors or subcontractors (collectively, “subagreements”) for performance of this Agreement.
 - i. All subagreements must be in writing, executed by Recipient and must incorporate and pass through all of the applicable requirements of this Agreement to the other party or parties to the subagreement(s). Use of a subagreement does not relieve Recipient of its responsibilities under this Agreement.
 - ii. Recipient shall require all of its contractors performing work under this Agreement to name ODOT as a third party beneficiary of Recipient’s subagreement with the Contractor and to name ODOT as an additional or “dual” obligee on contractors’ payment and performance bonds.
 - iii. Recipient shall provide ODOT with a copy of any signed subagreement, as well as any other purchasing or contracting documentation, upon ODOT’s request at any time. Recipient must report to ODOT any material breach of a term or condition of a subagreement within ten (10) days of Recipient discovering the breach.
- b. **Subagreement indemnity; insurance.**

Recipient’s subagreement(s) shall require the other party to such subagreements(s) that is not a unit of local government as defined in ORS 190.003, if any, to indemnify, defend, save and hold harmless State of Oregon, the Oregon Transportation Commission and its members, the Department of Transportation, their officers, agents and employees from and against any and all claims, actions, liabilities, damages, losses, or expenses, including attorneys’ fees, arising from a tort, as now or hereafter defined in ORS 30.260, caused, or alleged to be caused, in whole or in part, by the negligent or willful acts or omissions of the other party to Recipient’s subagreement or any of such party’s officers, agents, employees or subcontractors (“Claims”). It is the specific intention of the Parties that ODOT shall, in all instances, except for Claims arising solely from the negligent or willful acts or omissions of ODOT, be indemnified by the other party to Recipient’s subagreement(s) from and against any and all Claims.

- i. Any such indemnification shall also provide that neither Recipient’s subrecipient(s), contractor(s) nor subcontractor(s), nor any attorney engaged by Recipient’s subrecipient(s), contractor(s) nor subcontractor(s) shall defend any claim in the name of ODOT or any agency of the State of Oregon, nor purport to act as legal representative of the State of Oregon or any of its agencies, without the prior written consent of the Oregon Attorney General. The State may, at any time at its election, assume its own defense and settlement in the event that it determines that Recipient’s subrecipient is prohibited from defending the State, or that

Recipient's subrecipient is not adequately defending the State's interests, or that an important governmental principle is at issue or that it is in the best interests of the State to do so. The State reserves all rights to pursue claims it may have against Recipient's subrecipient if the State of Oregon elects to assume its own defense.

- ii. For Projects that are on or along a state highway, Recipient shall require its contractor(s) to meet the minimum insurance requirements provided in Exhibit B. Recipient may specify insurance requirements of its contractor(s) above the minimum insurance requirements specified in Exhibit B. Recipient shall verify its contractor(s) meet the insurance requirements in Exhibit B.
 - iii. Recipient shall determine insurance requirements, insurance types and amounts, as deemed appropriate based on the risk of the work outlined within the subagreement. Recipient shall specify insurance requirements and require its contractor(s) to meet the insurance requirements. Recipient shall obtain proof of the required insurance coverages, as applicable, from any contractor providing services related to the subagreement.
 - iv. Recipient shall require its contractor(s) to require and verify that all subcontractors carry insurance coverage that the contractor(s) deems appropriate based on the risks of the subcontracted work.
- c. **Procurements.** Recipient shall make purchases of any equipment, materials, or services comply with Oregon law, including all applicable provisions of the Oregon Public Contracting Code, Oregon Revised Statute (ORS) 279 A, B, and C, and rules, ensuring that:
- i. All applicable clauses required by federal statute, executive orders and their implementing regulations are included in each competitive procurement; and
 - ii. All procurement transactions are conducted in a manner providing full and open competition.
- d. **Conflicts of Interest.** Recipient's public officials shall comply with Oregon's government ethics laws, ORS 244.010 *et seq.*, as those laws may be subsequently amended.

10. Termination

- a. **Mutual Termination.** This Agreement may be terminated by mutual written consent of the Parties.
- b. **Termination by ODOT.** ODOT may terminate this Agreement effective upon delivery of written notice of termination to Recipient, or at such later date as may be established by ODOT in such written notice, under any of the following circumstances:
 - i. If Recipient takes any action pertaining to this Agreement without the approval of ODOT and which under the provisions of this Agreement would have required ODOT's approval;
 - ii. If Recipient fails to perform any of its other obligations under this Agreement, and that failure continues for a period of 10 calendar days after the date ODOT delivers Recipient written

- notice specifying such failure. ODOT may agree in writing to an extension of time if it determines Recipient instituted and has diligently pursued corrective action;
- iii. If ODOT fails to receive funding, appropriations, limitations or other expenditure authority sufficient to allow ODOT, in the exercise of its reasonable administrative discretion, to continue to make payments for performance of this Agreement;
 - iv. If Federal or state laws, rules, regulations or guidelines are modified or interpreted in such a way that is no longer allowable or no longer eligible for funding under this Agreement; or
 - v. If a Project funded under this Agreement would not produce results commensurate with the further expenditure of funds.
- c. **Termination by Either Party.** Either Party may terminate this Grant Agreement upon at least ten (10) days' notice to the other Party and failure of the other Party to cure within the period provided in the notice, if the other Party fails to comply with any of the terms of this Grant Agreement.
- d. **Rights upon Termination; Remedies.** Any termination of this Grant Agreement shall not prejudice any rights or obligations accrued before termination. The remedies set forth in this Grant Agreement are cumulative and are in addition to any other rights or remedies available at law or in equity.

11. GENERAL PROVISIONS

- a. **Indemnity.** RECIPIENT SHALL INDEMNIFY AND DEFEND ODOT AND ITS OFFICERS, EMPLOYEES AND AGENTS FROM AND AGAINST ALL CLAIMS, SUITS, ACTIONS, LOSSES, DAMAGES, LIABILITIES, COSTS AND EXPENSES OF ANY NATURE WHATSOEVER ARISING OUT OF, OR RELATING TO THE INTENTIONAL MISCONDUCT, OR RECKLESS OR NEGLIGENT ACTS OR OMISSIONS OF RECIPIENT OR ITS OFFICERS, EMPLOYEES, SUBCONTRACTORS, OR AGENTS UNDER THIS AGREEMENT.

ODOT shall reasonably cooperate in good faith, at Recipient's reasonable expense, in the defense of a covered claim. Recipient shall select counsel reasonably acceptable to the Oregon Attorney General to defend such claim and all costs of such counsel shall be borne by Recipient. Counsel must accept appointment as a Special Assistant Attorney General under ORS Chapter 180 before such counsel may act in the name of, or represent the interests of, ODOT, its officers, employees or agents. ODOT may elect to assume its own defense with an attorney of its own choice and its own expense at any time ODOT determines important governmental interests are at stake. ODOT agrees to promptly provide Recipient with notice of any claim that may result in an indemnification obligation hereunder. Subject to the limitations noted above, Recipient may defend such claim with counsel of its own choosing provided that no settlement or compromise of any such claim shall occur without the consent of ODOT, which consent shall not be unreasonably withheld, conditioned or delayed.

- b. **Contribution.**

- i. If any third party makes any claim or brings any action, suit or proceeding alleging a tort as now or hereafter defined in ORS 30.260 (“Third Party Claim”) against ODOT or Recipient with respect to which the other Party may have liability, the notified Party must promptly notify the other Party in writing of the Third Party Claim and deliver to the other Party a copy of the claim, process, and all legal pleadings with respect to the Third Party Claim. Each Party is entitled to participate in the defense of a Third Party Claim, and to defend a Third Party Claim with counsel of its own choosing. Receipt by a Party of the notice and copies required in this paragraph and meaningful opportunity for the Party to participate in the investigation, defense and settlement of the Third Party Claim with counsel of its own choosing are conditions precedent to that Party’s liability with respect to the Third Party Claim.
- ii. With respect to a Third Party Claim for which ODOT is jointly liable with Recipient (or would be if joined in the Third Party Claim), ODOT shall contribute to the amount of expenses (including attorneys’ fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by Recipient in such proportion as is appropriate to reflect the relative fault of ODOT on the one hand and of the Recipient on the other hand in connection with the events which resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of ODOT on the one hand and of Recipient on the other hand shall be determined by reference to, among other things, the Parties’ relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines or settlement amounts. ODOT’s contribution amount in any instance is capped to the same extent it would have been capped under Oregon law, including the Oregon Tort Claims Act, ORS 30.260 to 30.300, if ODOT had sole liability in the proceeding.
- iii. With respect to a Third Party Claim for which Recipient is jointly liable with ODOT (or would be if joined in the Third Party Claim), Recipient shall contribute to the amount of expenses (including attorneys’ fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by ODOT in such proportion as is appropriate to reflect the relative fault of Recipient on the one hand and of ODOT on the other hand in connection with the events which resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of Recipient on the one hand and of ODOT on the other hand shall be determined by reference to, among other things, the Parties’ relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines or settlement amounts. Recipient’s contribution amount in any instance is capped to the same extent it would have been capped under Oregon law, including the Oregon Tort Claims Act, ORS 30.260 to 30.300, if it had sole liability in the proceeding.
- c. **Dispute Resolution.** The Parties shall attempt in good faith to resolve any dispute arising out of this Agreement. In addition, the Parties may agree to utilize a jointly selected mediator or arbitrator (for non-binding arbitration) to resolve the dispute short of litigation.
- d. **Amendments.** This Agreement may be amended or extended only by a written instrument signed by both Parties and approved as required by applicable law.

- e. **Duplicate Payment.** Recipient is not entitled to compensation or any other form of duplicate, overlapping or multiple payments for the same work performed under this Agreement from any agency of the State of Oregon or the United States of America or any other party, organization or individual.
- f. **No Third Party Beneficiaries.** ODOT and Recipient are the only Parties to this Agreement and are the only Parties entitled to enforce its terms. Nothing in this Agreement gives, is intended to give, or shall be construed to give or provide any benefit or right, whether directly or indirectly, to a third person unless such a third person is individually identified by name herein and expressly described as an intended beneficiary of the terms of this Agreement.
- g. **Notices.** Except as otherwise expressly provided in this Agreement, any communications between the Parties hereto or notices to be given hereunder shall be given in writing by personal delivery, email or mailing the same, postage prepaid, to Recipient Contact or ODOT Contact at the address or number set forth on the signature page of this Agreement, or to such other addresses or numbers as either Party may hereafter indicate pursuant to this Section 10(g). Any communication or notice personally delivered shall be deemed to be given when actually delivered. Any communication or notice delivered by facsimile shall be deemed to be given when receipt of the transmission is generated by the transmitting machine, and to be effective against ODOT, such facsimile transmission must be confirmed by telephone notice to ODOT Contact. Any communication by email shall be deemed to be given when the recipient of the email acknowledges receipt of the email. Any communication or notice mailed shall be deemed to be given when received.
- h. **Governing Law, Consent to Jurisdiction.** This Agreement shall be governed by and construed in accordance with the laws of the State of Oregon without regard to principles of conflicts of law. Any claim, action, suit or proceeding (collectively, "Claim") between ODOT (or any other agency or department of the State of Oregon) and Recipient that arises from or relates to this Agreement shall be brought and conducted solely and exclusively within the Circuit Court of Marion County in the State of Oregon. In no event shall this section be construed as a waiver by the State of Oregon of any form of defense or immunity, whether sovereign immunity, governmental immunity, immunity based on the eleventh amendment to the Constitution of the United States or otherwise, from any Claim or from the jurisdiction of any court. Each party hereby consents to the exclusive jurisdiction of such court, waives any objection to venue, and waives any claim that such forum is an inconvenient forum.
- i. **Compliance with Law.** Recipient shall comply with all federal, state and local laws, regulations, executive orders and ordinances applicable to this Agreement or to implementation of Projects funded by this Agreement, including without limitation as described in Exhibit A. Without limiting the generality of the foregoing, Recipient expressly agrees to comply with (i) Title VI of Civil Rights Act of 1964; (ii) Title V and Section 504 of the Rehabilitation Act of 1973; (iii) the Americans with Disabilities Act of 1990 and ORS 659A.142; (iv) all regulations and administrative rules established pursuant to the foregoing laws; and (v) all other applicable requirements of federal and state civil rights and rehabilitation statutes, rules and regulations. Recipient agrees to comply with the requirements of ORS 366.514, Use of Highway Fund for footpaths and bicycle trails.

- j. Insurance; Workers' Compensation.** All employers, including Recipient, that employ subject workers who provide services in the State of Oregon shall comply with ORS 656.017 and provide the required Workers' Compensation coverage, unless such employers are exempt under ORS 656.126. Employer's liability insurance with coverage limits of not less than \$500,000 must be included. Recipient shall ensure that each of its subrecipient(s), contractor(s), and subcontractor(s) complies with these requirements.
- k. Independent Contractor.** Recipient shall perform as an independent contractor and not as an agent or employee of ODOT. Recipient has no right or authority to incur or create any obligation for or legally bind ODOT in any way. ODOT cannot and will not control the means or manner by which Recipient performs the work, except as specifically set forth in this Agreement. Recipient is responsible for determining the appropriate means and manner of performing its work. Recipient acknowledges and agrees that Recipient is not an "officer", "employee", or "agent" of ODOT, as those terms are used in ORS 30.265, and shall not make representations to third parties to the contrary.
- l. Severability.** If any term or provision of this Agreement is declared by a court of competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected, and the rights and obligations of the Parties shall be construed and enforced as if this Agreement did not contain the particular term or provision held to be invalid.
- m. Counterparts.** This Agreement may be executed in two or more counterparts, each of which is an original and all of which together are deemed one agreement binding on all Parties, notwithstanding that all Parties are not signatories to the same counterpart.
- n. Integration and Waiver.** This Agreement, including all Exhibits, constitutes the entire agreement between the parties on the subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. The delay or failure of either party to enforce any provision of this Agreement shall not constitute a waiver by that party of that or any other provision. Recipient, by the signature below of its authorized representative, acknowledges that it has read this Agreement, understands it, and agrees to be bound by its terms and conditions.

SIGNATURE PAGE TO FOLLOW

ODOT/Recipient
Agreement No. «AgreementNumber»

THE PARTIES, by execution of this Agreement, acknowledge that their signing representatives have read this Agreement, understand it, and agree to be bound by its terms and conditions.

Recipient Name, by and through its elected officials

By _____
(Legally designated representative)

Name _____
(printed)

Date _____

By _____

Name _____
(printed)

Date _____

**LEGAL REVIEW APPROVAL
(If required in Recipient's process)**

By _____
Recipient's Legal Counsel

Date _____

Recipient Contact:

Dago Garcia
City Engineer
City of Woodburn
190 Garfield Street
Woodburn, OR 97071
Phone: 503-982-5248
Email: dago.garcia@ci.woodburn.or.us

STATE OF OREGON, by and through its Department of Transportation

By _____
Statewide Investment Management Section
Manager

Name _____
(printed)

Date _____

APPROVAL RECOMMENDED

By _____
Program & Funding Services Manager

Name _____
(printed)

Date _____

ODOT Contact:

Hope Derrickson
355 Capitol Street NE
Salem, OR 97301
Phone: 503-986-5375
Email: hope.derrickson@odot.oregon.gov

EXHIBIT A

Recipient Requirements

1. Recipient shall comply with all applicable provisions of ORS 279C.800 to 279C.870 pertaining to prevailing wage rates and including, without limitation, that workers shall be paid not less than rates in accordance with ORS 279C.838 and 279C.840 pertaining to wage rates and ORS 279C.836 pertaining to having a public works bond filed with the Construction Contractors' Board.
2. Recipient shall notify ODOT's Contact in writing when any contact information changes during the Agreement.
3. Recipient shall, at its own expense, maintain and operate all roadways and equipment funded by this Agreement upon completion and throughout the useful life at a minimum level that is consistent with normal depreciation or service demand or both. The Parties agree that the useful life of any roadway work is defined as seven (7) years from its completion date (the "Project Useful Life").
4. Recipient shall maintain insurance policies with responsible insurers or self-insurance programs, insuring against liability and risk of direct physical loss, damage or destruction, at least to the extent that similar insurance is customarily carried by governmental units constructing, operating and maintaining similar facilities or equipment.
5. **Americans with Disabilities Act Compliance**
 - a. **State Highway:** For portions of a Project located on or along the State Highway System or a State-owned facility ("state highway"):
 - i. Recipient shall utilize ODOT standards to assess and ensure Project compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1990 as amended (together, "ADA"), including ensuring that all sidewalks, curb ramps, pedestrian-activated signals, shared use path, transit stop, park-and-ride, on-street parking, or any other feature that might need to be accessible meet current ODOT Highway Design Manual standards;
 - ii. Recipient shall follow ODOT's processes for design, construction, or alteration of sidewalks, curb ramps, pedestrian-activated signals, shared use path, transit stop, park-and-ride, on-street parking, or any other feature that might need to be accessible including using the ODOT Highway Design Manual, ODOT Design Exception process, ODOT Standard Drawings, ODOT Construction Specifications, providing a temporary pedestrian accessible route plan and current ODOT Curb Ramp Inspection form;
 - iii. At completion of a Project funded by this Agreement, Recipient shall send a completed ODOT Curb Ramp Inspection Form 734-5020 to the address on the form and to State's Project Manager for each curb ramp constructed or altered as part of the Project. The completed form is the documentation required to show that each curb ramp meets ODOT standards and is ADA compliant. ODOT's fillable Curb Ramp Inspection Form and instructions are available at the following address:

<https://www.oregon.gov/ODOT/Engineering/Pages/Accessibility.aspx>

- iv. Recipient shall promptly notify ODOT of a Project's completion and allow ODOT to inspect Project sidewalks, curb ramps, pedestrian-activated signals shared use path, transit stop, park-and-ride, on-street parking, or any other feature that might need to be accessible located on or along a state highway prior to release of any Recipient contractor.
 - v. Recipient shall ensure that temporary pedestrian routes are provided through or around any Project work zone. Any such temporary pedestrian route shall include directional and informational signs, comply with ODOT standards, and include accessibility features equal to or better than the features present in the existing pedestrian facility. Recipient shall also ensure that advance notice of any temporary pedestrian route is provided in accessible format to the public, people with disabilities, disability organizations, and ODOT at least 10 days prior to the start of construction.
- b. Local Roads:** For portions of a Project located on Recipient roads or facilities that are not on or along a state highway:
- i. Recipient shall ensure that the Project is designed, constructed and maintained in compliance with the ADA.
 - ii. Recipient may follow its own processes or may use ODOT's processes for design, construction, or alteration of sidewalks, curb ramps, and pedestrian-activated signals, including using the ODOT Highway Design Manual, ODOT Design Exception process, ODOT Standard Drawings, ODOT Construction Specifications, providing a temporary pedestrian accessible route plan and current Curb Ramp Inspection form, available at:

<https://www.oregon.gov/ODOT/Engineering/Pages/Accessibility.aspx>;

Additional ODOT resources are available at the above-identified link. ODOT has made its forms, processes, and resources available for Recipient's use and convenience.
 - iii. Recipient assumes sole responsibility for ensuring compliance with the ADA, including when Recipient uses ODOT forms and processes. Recipient acknowledges and agrees that ODOT is under no obligation to review or approve Project plans or inspect completed Projects to confirm ADA compliance.
 - iv. Recipient shall ensure that temporary pedestrian routes are provided through or around any Project work zone. Any such temporary pedestrian route shall include directional and informational signs and include accessibility features equal to or better than the features present in the existing pedestrian route. Recipient shall also ensure that advance notice of any temporary pedestrian route is provided in accessible format to the public, people with disabilities, and disability organizations prior to the start of construction.
- c. Recipient shall ensure that any portions under Recipient's maintenance jurisdiction are maintained in compliance with the ADA throughout the useful life of Projects funded by this Agreement. This includes, but is not limited to, Recipient ensuring that:

- i. Pedestrian access is maintained as required by the ADA,
 - ii. Any complaints received by Recipient identifying sidewalk, curb ramp, or pedestrian-activated signal safety or access issues are promptly evaluated and addressed,
 - iii. Recipient, or abutting property owner, pursuant to local code provisions, performs any repair or removal of obstructions needed to maintain the Project in compliance with the ADA requirements that were in effect at the time the Project was constructed or altered,
 - iv. Any future alteration work on Project or Project features during the useful life of the Project complies with the ADA requirements in effect at the time the future alteration work is performed, and
 - v. Applicable permitting and regulatory actions are consistent with ADA requirements.
- d. Maintenance obligations in this Section 5 shall survive termination of this Agreement.

6. Work Performed within ODOT's Right of Way

- a. Prior to the commencement of work, Recipient shall obtain, or require its contractor to obtain, permission from the appropriate ODOT District Office to work on or along the state highway. This Agreement does not provide permission to work on or along the state highway.
- b. If a Project includes traffic control devices (see ODOT's Traffic Manual, Chapter 5, for a description of traffic control devices) on or along a state highway, Recipient shall, pursuant to Oregon Administrative Rule (OAR) 734-020-0430, obtain the approval of the State Traffic Engineer prior to design or construction of any traffic control device being installed.
- c. Recipient shall enter into a separate traffic signal agreement with ODOT to cover obligations for any traffic signal being installed on a state highway.
- d. Recipient shall ensure that its electrical inspectors possess a current State Certified Traffic Signal Inspector certificate before the inspectors inspect electrical installations on state highways. The ODOT's District Office shall verify compliance with this requirement before construction. The permit fee should also cover the State electrician's supplemental inspection.

7. General Standards

All Projects funded by this Agreement shall be completed within industry standards and best practices to ensure that the functionality and serviceability of the program's investment meets the intent of the application and the program.

EXHIBIT B

Subagreement Insurance Requirements

1. GENERAL.

- a. If the Project is on or along a state highway, Recipient shall require in its first tier subagreements with entities that are not units of local government as defined in ORS 190.003, if any, to: i) obtain insurance specified under TYPES AND AMOUNTS and meeting the requirements under ADDITIONAL INSURED, “TAIL” COVERAGE, NOTICE OF CANCELLATION OR CHANGE, and CERTIFICATES OF INSURANCE before performance under the subagreement commences, and ii) maintain the insurance in full force throughout the duration of the subagreement. The insurance must be provided by insurance companies or entities that are authorized to transact the business of insurance and issue coverage in the State of Oregon and that are acceptable to ODOT. Recipient shall not authorize work to begin under subagreements until the insurance is in full force. Thereafter, Recipient shall monitor continued compliance with the insurance requirements on an annual or more frequent basis. Recipient shall incorporate appropriate provisions in the subagreement permitting it to enforce compliance with the insurance requirements and shall take all reasonable steps to enforce such compliance. In no event shall Recipient permit work under a subagreement when Recipient is aware that the contractor is not in compliance with the insurance requirements. As used in this section, “first tier” means a subagreement in which the Recipient is a Party.
- b. The insurance specified below is a minimum requirement that the contractor within the subagreement shall meet. Recipient may determine insurance types and amounts in excess to the minimum requirement as deemed appropriate based on the risks of the work outlined within the subagreement.
- c. Recipient shall require the contractor(s) to require that all of its subcontractors carry insurance coverage that the contractor deems appropriate based on the risks of the subcontracted work. Contractor shall obtain proof of the required insurance coverages, as applicable, from any subcontractor providing Services related to the Contract.

2. TYPES AND AMOUNTS.

a. WORKERS COMPENSATION.

All employers, including Contractor, that employ subject workers, as defined in ORS 656.027, shall comply with ORS 656.017 and shall provide **Workers' Compensation Insurance** coverage for those workers, unless they meet the requirement for an exemption under ORS 656.126(2). The coverage shall include Employer's Liability Insurance with limits not less than \$500,000 each accident. **Contractor shall require compliance with these requirements in each of its subcontractor contracts.**

b. COMMERCIAL GENERAL LIABILITY.

Commercial General Liability Insurance shall be issued on an occurrence basis covering bodily injury and property damage and shall include personal and advertising injury liability, products and completed operations, and contractual liability coverage. When work to be performed includes operations or activity within 50 feet of any railroad property, bridge, trestle, track,

ODOT/Recipient

Agreement No. «AgreementNumber»

roadbed, tunnel, underpass or crossing, the Contractor shall provide the Contractual Liability – Railroads CG 24 17 endorsement, or equivalent, on the Commercial General Liability policy. Amounts below are a minimum requirement as determined by ODOT:

Coverage shall be written on an occurrence basis in an amount of not less than \$1,000,000 per occurrence. Annual aggregate limit shall not be less than \$2,000,000.

c. AUTOMOBILE Liability Insurance: Automobile Liability.

Automobile Liability Insurance covering Contractor’s business-related automobile use covering all owned, non-owned, or hired vehicles for bodily injury and property. This coverage may be written in combination with the Commercial General Liability Insurance (with separate limits for Commercial General Liability and Automobile Liability). Amount below is a minimum requirement as determined by ODOT:

Coverage shall be written with a combined single limit of not less than \$1,000,000.

d. ADDITIONAL INSURED.

The Commercial General Liability Insurance and Automobile Liability Insurance must include the “**State of Oregon, the Oregon Transportation Commission and the Department of Transportation, and their respective officers, members, agents and employees**” as an **endorsed** Additional Insured but only with respect to the contractor’s activities to be performed under the Subcontract. Coverage shall be primary and non-contributory with any other insurance and self-insurance.

Additional Insured Endorsements on the Commercial General Liability shall be written on ISO Form CG 20 10 07 04, or equivalent, with respect to liability arising out of ongoing operations and ISO Form CG 20 37 07 04, or equivalent, with respect to liability arising out of completed operations. Additional Insured Endorsements shall be submitted with the Certificate(s) of Insurance and must be acceptable to the Recipient.

e. “TAIL” COVERAGE.

If any of the required insurance policies is on a “claims made” basis, such as professional liability insurance or pollution liability insurance, the contractor shall maintain either “tail” coverage or continuous “claims made” liability coverage, provided the effective date of the continuous “claims made” coverage is on or before the effective date of the Subcontract, for a minimum of twenty-four (24) months following the later of : (i) the contractor’s completion and Recipient’s acceptance of all Services required under the Subcontract or, (ii) the expiration of all warranty periods provided under the Subcontract. Notwithstanding the foregoing twenty-four (24) month requirement, if the contractor elects to maintain “tail” coverage and if the maximum time period “tail” coverage reasonably available in the marketplace is less than the twenty-four (24) month period described above, then the contractor may request and ODOT may grant approval of the maximum “tail “ coverage period reasonably available in the marketplace. If ODOT approval is granted, the contractor shall maintain “tail” coverage for the maximum time period that “tail” coverage is reasonably available in the marketplace.

ODOT/Recipient

Agreement No. «AgreementNumber»

f. NOTICE OF CANCELLATION OR CHANGE.

The contractor or its insurer must provide thirty (30) days' written notice to Recipient before cancellation of, material change to, potential exhaustion of aggregate limits of, or non-renewal of the required insurance coverage(s).

g. CERTIFICATE(S) OF INSURANCE.

Recipient shall obtain from the contractor a certificate(s) of insurance for all required insurance before the contractor performs under the Subcontract. The certificate(s) or an attached endorsement must specify: i) **“State of Oregon, the Oregon Transportation Commission and the Department of Transportation, and their respective officers, members, agents and employees”** as an endorsed Additional Insured in regards to the Commercial General Liability and Automobile Liability policies and ii) that all liability insurance coverages shall be primary and non-contributory with any other insurance and self-insurance, with exception of Workers' Compensation..

The Recipient shall immediately notify ODOT of any change in insurance coverage.

EXHIBIT C



DIRECT DEPOSIT/ACH CREDIT AUTHORIZATION

Type of Action: NEW ENROLLMENT CHANGE CANCEL

By selecting the Change box and completing the form with new account information, or by selecting the Cancel box, you revoke your previous authorization for direct deposit.

Payee Information:

LEGAL NAME OF PAYEE (used for tax reporting): _____

BUSINESS NAME (DBA name if different from above): _____

TAXPAYER IDENTIFICATION NUMBER (EIN OR SSN): _____

MAILING ADDRESS: _____

CITY: _____ STATE: _____ ZIP: _____

Type of Bank Account:

Checking account Savings account

Financial Institution Information (attach voided check or a letter from the bank confirming the account name, routing number, and account number):

FINANCIAL INSTITUTION NAME: _____

NAME(S) ON ACCOUNT: _____

ACCOUNT NUMBER: _____

ROUTING NUMBER: _____

FINANCIAL INSTITUTION ADDRESS: _____

CITY: _____ STATE: _____ ZIP: _____

Authorization:

I authorize the Oregon Department of Transportation (ODOT) to initiate electronic credits and, if necessary, adjusting debit entries to reverse erroneous electronic payments, to the account designated on this form. I certify that I am authorized to enter into this agreement as the account holder or on behalf of the account holder. I acknowledge that the origination of ACH transactions to the authorized account must comply with the provisions of the law of the State of Oregon and the United States.

International transaction certification – I certify that the entire amount of my direct deposit is NOT ultimately deposited into a financial institution outside the United States.

This authorization will remain in effect until ODOT receives written notification from Payee of its termination in such time and in such manner as to afford ODOT and the depository financial institution a reasonable opportunity to act on it. If Financial Institution information changes, Payee agrees to promptly submit to ODOT an updated Direct Deposit/ACH Credit Authorization.

ODOT/Recipient
Agreement No. «AgreementNumber»

AUTHORIZED NAME: _____

TITLE (if company account): _____

AUTHORIZED SIGNATURE: _____

DATE: _____ TELEPHONE NUMBER: _____

Mail the completed form and voided check or bank letter to:

ODOT Financial Services, MS #21
TEAMS Table Maintenance
355 Capitol St NE
Salem, OR 97301-3871 or
FAX to (503) 986-3907

If you have questions, please call us at (503) 986-4385.

731-0781 (11/2016)

EXHIBIT D

<LETTERHEAD WITH CITY/COUNTY, ADDRESS>

<DATE>

Oregon Department of Transportation
Program & Funding Services
ODOT Mill Creek Building
555 13th Street NE
Salem, OR 97301

To Whom it May Concern:

Pursuant to its Master Grant Agreement no. <IGA #> with ODOT, <CITY/COUNTY> requests its allocation of federal [Surface Transportation Block Grant](#) (STBG) funds to finance the following transportation project(s) eligible under Oregon Constitution Article IX, Section 3a (the "Project"):

<DESCRIPTION OF GAS TAX ELIGIBLE ACTIVITIES/LOCATION>

<CITY/COUNTY> hereby exchanges \$<FEDERAL AMOUNT> in STBG funds for state funds at a ratio of 94 **or 90** cents in state funds for each dollar of STBG funds exchanged. Accordingly, we request ODOT to disburse to <CITY/COUNTY> a total of \$<.94 **or .90** x FEDERAL AMOUNT> in state funds that <CITY/COUNTY> will use to finance the Project. <CITY/COUNTY>'s Vendor Number is <VENDOR #>.

By signing below, I certify that I am authorized to sign on behalf of the <CITY/COUNTY> and that the <CITY/COUNTY> will use the state funds received in accordance with the limitations of Oregon Constitution Article IX, Section 3a.

Please contact <NAME> at <PHONE NUMBER>, <EMAIL> if you have any questions or concerns regarding this request.

Sincerely,

<SIGNATURE>

<NAME>
<TITLE>
<EMAIL>



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Tony Turley, Finance Director

SUBJECT: **Fiscal Year (FY) 2023-24 City Budget Adoption**

RECOMMENDATION:

Conduct a public hearing to consider the budget as approved by the Budget Committee, and upon completion of the hearing, adopt the resolution adopting the budget and capital improvements plan, making appropriations, and declaring and categorizing taxes for FY 2023-24.

BACKGROUND:

The Budget Committee of the City of Woodburn met and approved the budget of \$127,850,120 on April 29, 2023. On May 31, 2023, the *Woodburn Independent* published the financial summary of the Budget Committee’s approved budget and a notice of the budget hearing before the City Council, in accordance with Oregon Local Budget Law (ORS 294.438).

DISCUSSION:

Under Oregon Local Budget Law (ORS 294.456) the City Council may modify the Budget Committee’s approved budget by an amount not to exceed \$5,000 or 10 percent of a fund’s expenditures, whichever is greater, without publishing a notice of a second budget hearing. The Finance Department proposes adoption of the budget as approved by the Budget Committee with corrections and updates shown in **Attachment 1**.

FINANCIAL IMPACT:

The resolution adopts the FY 2023-24 annual budget of \$127,850,120.

Agenda Item Review: City Administrator City Attorney Finance

Attachment 1

City of Woodburn Budget Committee Approved FY 2023-24 Budget

Following the Budget Committee's FY 2023-24 budget approval, the following corrections and updates have been made to the budget document:

- Any identified issues with spelling, grammar, and formatting have been updated throughout the document.
- Page 65: Community Services Department summary page updated with new Museum budget for total Community Services budget of \$4,172,240.
- Page 151: IT Fund (568) updated to reflect FY22/23 budget amendments. Fund totals are unchanged.



Agenda Item

June 12, 2023

TO: Mayor and City Council through City Administrator
FROM: Tony Turley, Finance Director
SUBJECT: **Fiscal Year 2023-24 Resolution Regarding State Revenue Sharing**

RECOMMENDATION:

Conduct a public hearing to receive comment on the possible uses/distributions of state revenue sharing funds and adopt a resolution declaring the City's eligibility and election to receive these funds.

BACKGROUND:

In order for the City of Woodburn to receive a share of state revenues apportioned and distributed to Oregon cities during fiscal year (FY) 2023-24, the City Council must enact an ordinance or resolution certifying:

1. Eligibility to receive state shared revenue per ORS 221.760; and
2. Elect to receive state shared revenue per ORS 211.770.

The ordinance or resolution must be filed with the Oregon Department of Administrative Services no later than July 31. Notice of the hearing was published on May 31, 2023, in the *Woodburn Independent*.

DISCUSSION:

Upon completion of the public hearing, consider adopting a resolution to receive state shared revenue; \$400,000 in the FY 2023-24 Approved Budget.

FINANCIAL IMPACT:

The resolution declares the City's eligibility and qualification to receive state shared revenue, budgeted at \$400,000 in the FY 2023-24 Approved Budget.

Agenda Item Review: City Administrator City Attorney Finance



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Chris Kerr, Community Development Director
Dan Handel, Planner

SUBJECT: **Annexation of Approximately 3.25 Acres of Territory at 8908 Parr Road NE (ANX 23-01) and Assignment of City Zoning (ZMC 23-01)**

RECOMMENDATION:

Conduct a public hearing and make a motion to tentatively approve the land use applications, directing staff to prepare and submit ordinances for consideration at the next City Council meeting.

BACKGROUND:

The item before the Council is action on annexation application ANX 23-01 by Firenze Development Inc. on behalf of Joyce Hansen for property totaling approximately 3.25 acres at 8908 Parr Road NE. The territory is eligible for annexation because it is within the City urban growth boundary (UGB) and is abutting existing City limits on its east side.

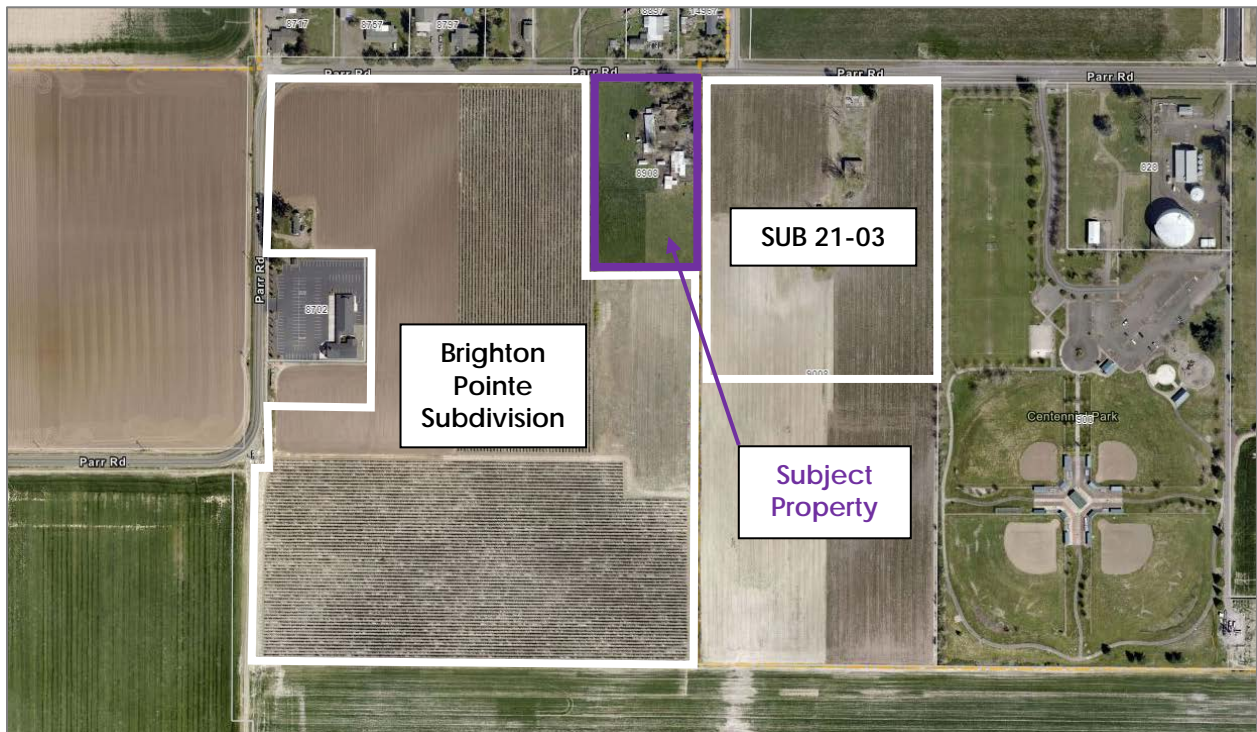
Upon annexation, the City would need to designate the property with City zoning. The Comprehensive Plan land use map designates the territory as Medium Density Residential and within the Nodal Development Overlay. Per Comprehensive Plan Policy Table 1, the default compatible base zoning district is Nodal Medium Density Residential (RMN), which the applicant accepts.

The applicant is not proposing any development of the property at this time. Future development of the site would be reviewed for conformance with the Woodburn Development Ordinance, including the list of permitted uses in Table 2.02A. Additionally, the extent of any necessary utility extensions, upgrades, or right-of-way improvements would be reviewed during the time of future development.

Agenda Item Review: City Administrator City Attorney Finance

Site Context

The territory proposed for annexation was developed with a single-family dwelling and farmstead. The adjacent property to the east, 9008 Parr Rd, was annexed in 2018 and recently received preliminary approval for a single-family dwelling subdivision (SUB 21-03). The adjacent property to the west/south is currently in review for annexation and subdivision (Brighton Pointe Subdivision; ANX 22-03, SUB 22-04).



Aerial image of the site's location in the southwest corner of Woodburn.



Close-up aerial image of the site (2021).

Planning Commission Recommendation

On April 13, 2023, the Planning Commission heard and unanimously recommended approval of the consolidated applications package.

Testimony

No testimony was received for the Planning Commission public hearing.

DISCUSSION:

Annexation is a policy decision by the Council.

Decision-making criteria for annexation are outlined in Woodburn Development Ordinance (WDO) 5.04.01C. The attached staff report addresses the criteria for annexation and finds them met.

FINANCIAL IMPACT:

Annexing the territory into city limits would subject it to City taxing authority, including property tax that generates the largest source of funding for general fund services such as the library, policing, and parks and recreation.

The City permanent tax rate is \$6.0534 per thousand dollars – equal to a millage rate of 6.0534 mils – as set by Oregon Ballot Measure 50 in 1997-98. The most recent assessed value is based on the existing rural dwelling and farmstead. The table below simplifies and grossly estimates tax revenue, not accounting for increase resulting from any future development:

<i>Address</i>	<i>Tax Lot</i>	<i>Marion County Assessed Value (AV)</i>	<i>Gross Estimate of City Property Tax (6.0534 mils)</i>
8908 Parr Rd NE	052W130000900	\$93,681	\$567.09

The estimate neither accounts for how the City might assess property value differently than Marion County nor excludes the unknown cost of providing basic utility services to the properties that the City does not already provide. Crucially, future site development would increase both the assessed valuation (AV) while also increasing City utility and other service costs.

ATTACHMENTS:

1. Planning Commission (April 13, 2023) Staff Report and its attachments:
 101. Analyses & Findings (8 pages)
 102. Applicant’s narrative letter
 103. Service Provider Letters
 104. Legal Description and Map



Staff Report

To: Planning Commission

Through: Chris Kerr, Community Development Director *C.K.*

From: Dan Handel, AICP, Planner

Meeting Date: April 13, 2023 (Prepared April 6, 2023)

Item: ANX 23-01 & ZMC 23-01 "8908 Parr Rd Annexation" for 8908 Parr Road NE

Issue before the Planning Commission

Action on a Type IV land use application package: Annexation (ANX) and Zoning Map Change (ZMC). Because the package is a Type IV review, the Planning Commission is to hold a public hearing and make a recommendation to the City Council for a final decision on the application package.

Executive Summary

The proposed annexation is for 8908 Parr Road NE (Tax Lot 052W130000900), a 3.25-acre property located on the south side of Parr Road near the intersection with Stubb Road. Existing development on the site includes a single-family dwelling and several accessory farm structures.

The adjacent property to the east, 9008 Parr Rd, was recently annexed into the City (ANX 2018-02) and received development approval for a single-family dwelling subdivision (SUB 21-03). The adjacent property to the west/south is currently in review for annexation and subdivision (ANX 22-03, SUB 22-04).

The Comprehensive Plan land use map designates the territory as Medium Density Residential and within the Nodal Development Overlay. If the annexation is approved, the default zoning district that would be assigned is Nodal Medium Density Residential (RMN).

No development of the property is proposed at this time.



Aerial view with the territory to be annexed outlined in purple.

Recommendation

Approval: Staff recommends that the Planning Commission consider the staff report and its attachments and recommend approval to the City Council.

Actions

The Planning Commission may act on the land use application to recommend to:

1. Approve per staff recommendations,
2. Approve with modified conditions, or
3. Deny, based on WDO criteria or other City provisions.

After the Planning Commission acts upon the application, staff would proceed to a City Council public hearing, tentatively scheduled for May 8, 2023, with the Commission recommendation. (Were the Council to approve the application package, it would do so by adopting two ordinances, one for annexation and one for zoning, and authorizing a final decision document for the applications besides the annexation.)

Attachment List

101. Analyses & Findings
102. Narrative
103. Service Provider Letters
104. Legal Description & Map

Analyses & Findings

This attachment to the staff report analyzes the application materials and finds through statements how the application materials relate to and meet applicable provisions such as criteria, requirements, and standards. They confirm that a given standard is met or if not met, they call attention to it, suggest a remedy, and have a corresponding recommended condition of approval. Symbols aid locating and understanding categories of findings:

<i>Symbol</i>	<i>Category</i>	<i>Indication</i>
✓	Requirement (or guideline) met	No action needed
✗	Requirement (or guideline) not met	Correction needed
⊖	Requirement (or guideline) not applicable	No action needed
▲	<ul style="list-style-type: none"> Requirement (or guideline) met with condition of approval Other special circumstance benefitting from attention 	Modification or condition of approval required

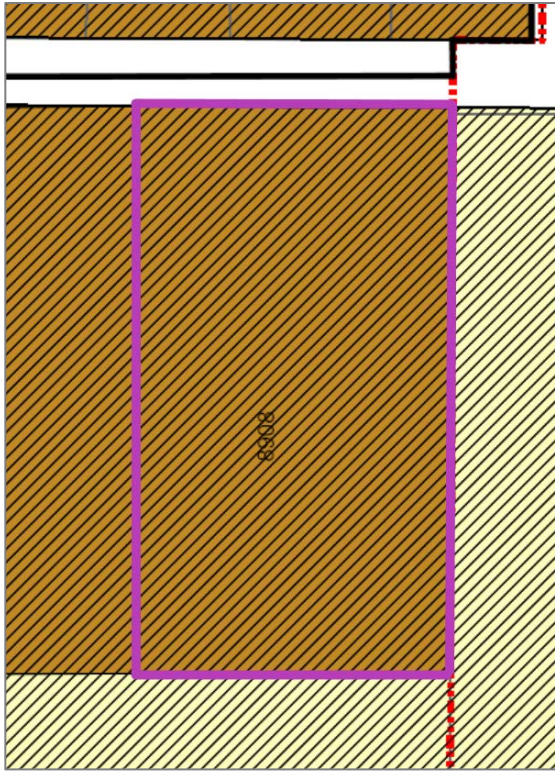
Location

<i>Address</i>	8908 Parr Road NE
<i>Tax Lot</i>	052W130000900
<i>Nearest intersection</i>	Parr Road / Stubb Road

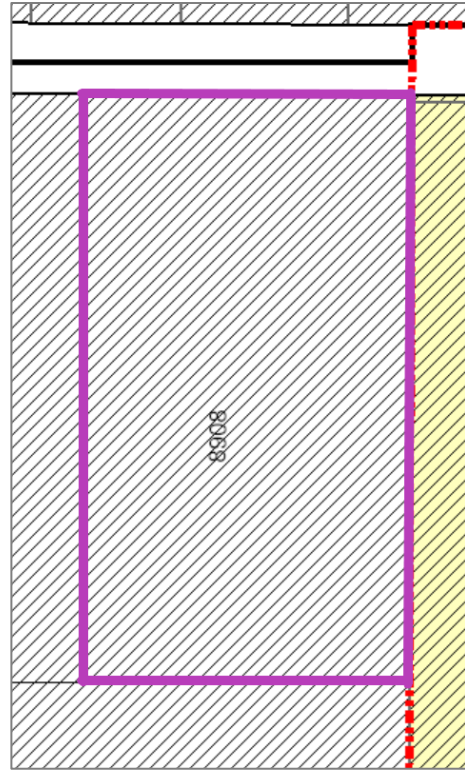
Land Use & Zoning

<i>Comprehensive Plan Land Use Designation</i>	Medium Density Residential
<i>Zoning District</i>	Nodal Medium Density Residential (RMN) upon annexation
<i>Overlay Districts</i>	Nodal Development Overlay
<i>Existing Use</i>	Single-family dwelling farmstead

For context, the comprehensive plan land use map designations and zoning are illustrated, and adjacent zoning is tabulated, on the following page.



Comprehensive Plan land use map excerpt



Zoning map excerpt

<i>Cardinal Direction</i>	<i>Adjacent Zoning</i>
North	n/a – outside city limits
East	Nodal Single-Family Residential (RSN)
South	n/a – outside city limits
West	n/a – outside city limits

The Marion County Assessor property record does not provide a legal description for the property. Staff surmises it is a legal lot of record.

Section references throughout this staff report are to the Woodburn Development Ordinance.

Statutory Dates

The application was submitted on January 13, 2023 and deemed complete as of February 10, 2023, making the 120-day decision deadline June 10, 2023.*

*However, the Assistant City Attorney had counseled staff on January 16, 2018 that an annexation request is not subject to the 120-day deadline for final action per Oregon Revised Statute (ORS) 227.178(8).

Applicable Provisions

4.01 Decision-Making Procedures

4.01.07 Consolidated Applications

An applicant may request, in writing, to consolidate applications needed for a single development project. Under a consolidated review, all applications shall be processed following the procedures applicable for the highest type decision requested. It is the express policy of the City that development review not be segmented into discrete parts in a manner that precludes a comprehensive review of the entire development and its cumulative impacts.

The application package consists of Type IV Annexation and Zoning Map Change. Per 4.01.07, the applications are consolidated and reviewed at the Type IV level.

✓ The provision is met.

5.04 Type IV (Quasi-Judicial) Decisions

5.04.01 Annexation

A. Purpose: The purpose of this Type IV review is to provide a procedure to incorporate contiguous territory into the City in compliance with state requirements, Woodburn Comprehensive Plan, and Woodburn Development Ordinance.

The subject property is contiguous with City limits. This staff report reviews the proposal for compliance with the Woodburn Comprehensive Plan and WDO, both of which were acknowledged by the state to be in compliance with statewide planning goals.

B. Mandatory Pre-Application Conference: Prior to requesting annexation to the City, a Pre-Application Conference (Section 4.01.04) is required. This provides the city an opportunity to understand the proposed annexation and an opportunity to provide information on the likely impacts, limitations, requirements, approval standards, and other information that may affect the proposal.

A pre-application meeting for the proposal was held on July 6, 2022 (PRE 22-28).

C. Criteria:

1. Compliance with applicable Woodburn Comprehensive Plan goals and policies regarding annexation.

Woodburn Comprehensive Plan

Annexation Goals and Policies

Goal G-2. The goal is to guide the shape and geographic area of the City within the urban growth boundary so the City limits:

(a) Define a compact service area for the City;

- (b) Reflect a cohesive land area that is all contained within the City; and**
- (c) Provide the opportunity for growth in keeping with the City’s goals and capacity to serve urban development.**

Policy G-2.1 For each proposed expansion of the City, Woodburn shall assess the proposal’s conformance with the City’s plans, and facility capacity and assess its impact on the community.

Policy G-2.2 Woodburn will achieve more efficient utilization of land within the City by:

- (a) Incorporating all of the territory within the City limits that will be of benefit to the City.**
- (b) Providing an opportunity for the urban in-fill of vacant and under utilized property.**
- (c) Fostering an efficient pattern of urban development in the City, maximizing the use of existing City facilities and services, and balancing the costs of City services among all benefited residents and development.**
- (d) Requiring master development plans for land within Nodal Development Overlay or Southwest Industrial Reserve overlay designations prior to annexation. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).**

Policy G-2.3 Woodburn will use annexation as a tool to guide:

- (a) The direction, shape and pattern of urban development;**
- (b) Smooth transitions in the physical identity and the development pattern of the community;**
and
- (c) The efficient use and extension of City facilities and services.**

Section G. “Growth Management and Annexation” of the Woodburn Comprehensive Plan includes Annexation Goal G-2 and Annexation Policies G-2.1, G-2.2, and G-2.3. The applicant’s narrative provides the following response to this goal and associated policies (page 27):

The requested land use actions are to annex the site into the City of Woodburn and change the Zoning Map designation of the site from UT-20 to RMN, consistent with the City of Woodburn Comprehensive Plan. Since the property is included in the Nodal Overlay District, the applicant has submitted a Master Plan to demonstrate how the site can be developed to provide street connectivity and efficient provision of public facilities.

Staff concurs with the applicant. The annexation goals and policies are effectuated by the annexation review criteria within the Woodburn Development Ordinance.

- 2. Territory to be annexed shall be contiguous to the City and shall either:**
 - a. Link to planned public facilities with adequate capacity to serve existing and future development of the property as indicated by the Woodburn Comprehensive Plan; or**
 - b. Guarantee that public facilities have adequate capacity to serve existing and future development of the property.**

The applicant’s narrative provides the following response (page 14):

The eastern boundary of the subject site is currently contiguous to the existing city limits of Woodburn. The attached Service Provider Letter from the City of Woodburn Public Works Department indicates that the City's public wastewater treatment facility and public water treatment facility have the capacity to serve future development on the site when it is annexed (see Exhibit 9). The submitted Master Plan illustrates that drainage from the future development will be managed by an on-site stormwater facility (see Exhibit 4).

Staff concurs with the applicant. Service provider letters from the City Engineer, the Woodburn Fire District, and the Woodburn School District certifying there is capacity to serve the development can be found in Attachment 103.

3. Annexations shall show a demonstrated community need for additional territory and development based on the following considerations:

a. Lands designated for residential and community uses should demonstrate substantial conformance to the following:

1) The territory to be annexed should be contiguous to the City on two or more sides;

The subject property is contiguous to the City on the east side. There is currently another annexation application in review for the adjacent property to the west/south, if approved then the subject property would be contiguous on three sides.

2) The territory to be annexed should not increase the inventory of buildable land designated on the Comprehensive Plan as Low or Medium Density Residential within the City to more than a 5-year supply;

The applicant's narrative provides the following response (page 15):

The subject site is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. The attached Master Plan demonstrates that 28 single-family attached and detached dwelling units can be accommodated on the site (see Exhibit 4). The City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. Therefore, an average of 162 medium density units will need to be developed every 5 years to meet the housing demand. The 28 units within the proposed annexation territory only constitute 17.28% of the amount of medium density residential units that need to be developed during the next 5 years. As such, the annexation of the subject site is consistent with the above criterion, and the land supply is necessary to address the identified need for additional medium density residential units.

Staff concurs.

3) The territory proposed for annexation should reflect the City's goals for directing growth by using public facility capacity that has been funded by the City's capital improvement program;

The applicant's narrative provides the following response (page 15):

The subject site is currently located within the City's Urban Growth Boundary (UGB). As required, the City has prepared Sanitary Sewer, Storm, Water, Parks Master Plans to determine what facilities are required to support the development of urbanizable land within the UGB. As new development occurs, System Development Charges (SDCs) will be collected and used by the City to fund needed public facility improvements. As demonstrated by the attached Service Provider Letters, the City's Public Works Department certifies that existing sanitary sewer and water facilities have the capacity to accommodate the annexation territory. The attached Master Plan illustrates that stormwater will be managed by an on-site facility. When the property is developed, the additional SDCs will be paid by the developer to continue to fund new improvements for the existing park system, including Centennial Park, which is located approximately 650-ft. to the east of the site.

Staff concurs. Additionally, the City has completed a significant amount of long-range planning work for the southwest corner of Woodburn – both the Southwest Industrial Reserve Master Plan (adopted via Resolution No. 2110 in December 2017) and the Nodal Master Plan (adopted via Resolution No. 2124 in November 2018) outline the City's goals for development of this area.

4) The site is feasible for development and provides either:

- a) Completion or extension of the arterial/collector street pattern as depicted on the Woodburn Transportation System Plan; or**
- b) Connects existing stub streets, or other discontinuous streets, with another public street.**

The applicant's narrative provides the following response (page 16):

The attached Master Plan indicates that the proposed annexation territory connects to several planned public streets in the adjacent subdivision to the west and south of the site (see Exhibit 4). Therefore, the proposed map amendments are consistent with the above considerations.

Staff concurs.

5) Annexed fulfills a substantial unmet community need, that has been identified by the City Council after a public hearing. Examples of community needs include park space and conservation of significant natural or historic resources.

The applicant's narrative provides the following response (page 16):

Although City Council has not indicated that a substantial unmet need is associated with the site, annexation of this territory does provide several public benefits to the community. When the parcel to the east and south of the site is annexed with SUB 22-04, the subject property will become an enclave that is surrounded by the city limits on 3 sides. Without the annexation of the subject property, the site's Parr Road frontage will continue to be unimproved, resulting in a gap in the sidewalk system, reduced pavement width, lack of street lighting along this segment of the roadway. As a result, bicyclist and vehicles to share a single lane along this segment of the roadway, and pedestrians would need to navigate along the narrow and dark shoulder of a Service Collector designated street.

Staff generally concurs. In addition to filling in a potential "island" of unincorporated territory if ANX 22-03 is approved for the adjacent property to the west/south, the subject property is designated for residential development. Housing remains much needed in Woodburn and across the state therefore the subject property would be able to contribute additional housing stock for the community.

D. Procedures:

1. An annexation may be initiated by petition based on the written consent of:

- a. The owners of more than half of the territory proposed for annexation and more than half of the resident electors within the territory proposed to be annexed; or**
- b. One hundred percent of the owners and fifty percent of the electors within the territory proposed to be annexed; or**
- c. A lesser number of property owners.**

The property is owned by a single owner – Joyce Hansen. The annexation petition form is signed by Ms. Hansen as well as Mr. Ronald Jeffrey Boyes, who is listed as an elector residing on the property. The Marion County Elections Office certified that these are the only electors residing on the property.

E. Zoning Designation for Annexed Property: All land annexed to the City shall be designated consistent with the Woodburn Comprehensive Plan, unless an application to re-designate the property is approved as part of the annexation process.

The Comprehensive Plan designates the subject property as Medium Density Residential and within the Nodal Development Overlay. The territory will be assigned to the RMN zoning district upon annexation.

F. The timing of public improvements is as follows:

- 1. Street dedication is required upon annexation.**

2. Dedication of public utility easements (PUE) is required upon annexation.
3. Street improvements are required upon development.
4. Connection to the sanitary sewer system is required upon development or septic failure.
5. Connection to the public water system is required upon development or well failure.
6. Connection to the public storm drain system is required upon development.

Street right-of-way, street improvements, and connections into public utility facilities will be reviewed through a future development proposal for the site.

✓ The Annexation provisions are met.

5.04.04 Official Zoning Map Change, Owner Initiated

A. Purpose: The purpose of an Owner Initiated Official Zoning Map Change is to provide a procedure to change the Official Zoning Map, in a manner consistent with the Woodburn Comprehensive Plan.

B. Criteria: The following criteria shall be considered in evaluating an Official Zoning Map Change;

1. Demonstrated need for the proposed use and the other permitted uses within the proposed zoning designation.
2. Demonstrated need 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. Demonstration that amendments which significantly affect transportation facilities ensure 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.

C. Delineation: Upon approval, a zone change shall be delineated on the Official Zoning Map by the Director. A zone change subject to specific conditions shall be annotated on the Official Zoning Map to indicate that such conditions are attached to the designation.

The landowner of the subject property is requesting annexation into City limits. By its very nature, annexation of territory results in a change to the City limits boundary and the territory being annexed must be assigned to one or more zoning districts. The Comprehensive Plan designates the subject property as Medium Density Residential and within the Nodal Development Overlay. The territory will be assigned to the RMN zoning district upon annexation and the Zoning Map will be updated to reflect this.

✓ The provisions are met.



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**CITY OF WOODBURN
APPLICATION FOR
LAND USE REVIEW**

**PARR ROAD MAP
AMENDMENTS**

Location: 8908 Parr Road NE
Gervais, OR 97026
T.L. 900 of T.M. 052W13

Prepared by: Steve Kay, AICP
Mason McGonagall, Ph.D. Arch

Prepared for: Firenze Development, Inc.
Attn: Peter Kusyk
7110 SW Old Wilsonville Road
Wilsonville, OR 97070

December 6, 2022

APPLICANT'S STATEMENT

PROJECT NAME: Parr Road Map Amendments

REQUEST: Approval of Annexation Application to Include 3.25 +/- Acres within City Limits of Woodburn and a Concurrent Zone Change Application to Designate the Subject Property within the RMN (Nodal Multi-Family Residential) Zone

PROPERTY LOCATION: 8908 Parr Road NE
Gervais, OR 97026

ASSESSOR'S DESCRIPTION: Tax Lot 900
of Tax Map 052W13
Marion County, Oregon

APPLICANT'S REPRESENTATIVE: Steve Kay, AICP
Cascadia Planning + Development Services
P.O. Box 1920
Silverton, OR 97381
503-804-1089
steve@cascadiapd.com

APPLICANT: Firenze Development, Inc.
Attn: Peter Kusyk
7110 SW Old Wilsonville Road
Wilsonville, OR 97070

PROPERTY OWNER: Joyce Hansen
8908 Parr Road NE
Gervais, OR 97026

SITE AREA: 3.25 Acres (141,554 sq. ft.)

I. APPLICABLE REGULATIONS

A. WOODBURN DEVELOPMENT ORDINANCE

Section 2: Land Use Zoning and Specific Use Standards

Chapter 2.02: Residential Zones

Chapter 2.05: Overlay Districts

Section 3: Development Guidelines and Standards

**Chapter 3.01: Streets, Greenways & Other Off-Street Bicycle/Pedestrian
Corridors, and Bus Transit**

Chapter 3.02: Utilities and Easements

Chapter 3.03: Setbacks and Open Space

Chapter 3.04: Vehicular & Bicycle Pedestrian Access

Chapter 3.05: Off-Street Parking and Loading

Section 5: Application Requirements

Chapter 5.04: Type IV (Quasi-Judicial) Decisions

B. WOODBURN COMPREHENSIVE PLAN

Section B: Citizen Involvement and Agency Coordination

Section C: Marion County Coordination

Section D: Residential Land Development and Housing

Section G: Growth Management and Annexation

Section H: Transportation

Section I: Public Facilities

Section J: Natural and Cultural Resources

Section L: Parks and Recreation

Section M: Energy Conservation

C. OREGON STATEWIDE PLANNING GOALS

Goal 1: Citizen Involvement

Goal 2: Land Use Planning

Goal 3: Agricultural Lands

Goal 4: Forest Lands

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

Goal 6: Air, Water and Land Resource Quality

Goal 7: Natural Hazards

Goal 8: Recreational Needs

Goal 9: Economic Development

Goal 10: Housing

Goal 11: Public Facilities and Services

Goal 12: Transportation

Goal 13: Energy Conservation

Goal 14: Urbanization

II. BACKGROUND:

The applicant, Firenze Development Inc., is requesting approval of concurrent Annexation and Zone Change applications for a property addressed as 8908 Parr Road NE. The 3.25-acre site is identified by the Marion County Assessor as Tax Lot 900 of Tax Map 052W13. The parcel is currently zoned UT-20 (Urban Transition – 20 acres) on the Marion County Zoning Map and is located within the Woodburn Urban Growth Boundary (UGB). The Woodburn Comprehensive Plan Map indicates that the parcel is designated Medium Density Residential and is located within the Nodal Development Overlay area. Consistent with the Comprehensive Plan Map designation, the applicant is proposing to rezone the parcel RMN (Nodal Multi-Family Residential) when the property is annexed into the city limits of Woodburn.

The attached Existing Conditions Plan demonstrates that the annexation territory currently contains a single-family residential dwelling. No water features, wetlands, hazard areas, and 24-in. or larger caliper trees are located on the subject site. The submitted Master Plan conceptually illustrates how the subject property could be developed under the proposed RMN zoning (see Exhibit 4). The plan indicates that access and public utility services can be extended from the adjacent planned development to the west and south of the site, which is currently undergoing land use review through Casefile SUB 22-04. The Master Plan also illustrates the tentative plat for Casefile SUB 21-03, which has already received land use approval and is located to the east of the site.

Per the attached Service Provider Letters, the City of Woodburn Public Works Department indicates that the City's public water and sanitary sewer systems have the capacity to serve the site upon annexation (see Exhibit 8). Sanitary sewer and water main lines will be stubbed to the west and south property lines, and services will also be available within Parr Road NE, when SUB 22-04 is developed. The submitted Master Plan indicates that an on-site water quality facility will be development to manage stormwater when the subject property is developed. As required, frontage improvements meeting Service Collector standards will be installed along Parr Road NE with the future development. Internal access for the site will also be developed to meet City standards.

Long range population forecasts by Portland State University indicates that 8,845 new residents will be added to the Woodburn UGB between 2019 and 2039. Using this forecast, the City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. The report provides an action plan to address the City's housing needs, including encouraging the development of medium and high-density housing within a number of districts, including the RMN zone. Therefore, the proposed annexation and RMN zoning helps address identified land supply requirements in the community.

This Applicant's Statement addresses applicable provisions of the Woodburn City Development Ordinance, Woodburn Comprehensive Plan, and Oregon Statewide Planning Goals. Copies of the signed Application Form, Property Deed, Pre-Application Conference Notes, Preliminary Plans, Legal Description and Map of Annexation Territory, Petition for a Consent Annexation Form, Certification of Legal Description and Map, Certification of Registered Voters, and Service Provider Letters have been attached to this narrative. The exhibits and narrative demonstrate that the submitted land use applications meet the criteria for approval.

III. FINDINGS

A. WOODBURN DEVELOPMENT ORDINANCE

SECTION 2: LAND USE ZONING AND SPECIFIC USE STANDARDS

Chapter 2.02: Residential Zones

A. The City of Woodburn is divided into the following residential zones:

- 5. The Nodal Multi-Family Residential (RMN) zone provides for row houses, multifamily dwellings and care facilities at higher densities than non-nodal zones.**

COMMENT:

The subject site is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. Consistent with the Comprehensive Plan Map designation, the applicant is proposing to rezone the parcel RMN (Nodal Multi-Family Residential) when the property is annexed into the city limits of Woodburn. Therefore, the applicant has submitted a Master Plan with this application to demonstrate how the property could be developed under RMN standards (Exhibit 4).

Chapter 2.05: Overlay Districts

Subsection 2.05.04: Nodal Overlay Districts

A. Purpose

Development within the Nodal Overlay Districts includes several residential building types, with limited commercial development and accessible parks. The intent of the overlay districts is to provide community identity to higher density residential developments within walking distance (generally one-half mile or less) of the neighborhood commercial center. Nodal development will be designed with a pedestrian focus, with interconnected streets and pedestrian walkways, alleys serving garages located at the rear of lots, and with limited on-street parking. Nodal Overlay Districts are shown on the Comprehensive Plan Map with zoning applied at the time of annexation. To ensure that land is efficiently used within the Urban Growth Boundary (UGB), master plans shall be required for land within Nodal districts.

B. Nodal Single Family Residential (RSN) and Nodal Medium Density Residential (RMN) Districts access management:

- 1. Applicability:** This applies to residential development of other than multiple-family dwellings and where land division is applicable. The exception to applicability is development of a lot or lots each 8,000 square feet or larger and 80 feet wide or wider, measured after land division.
- 2. Alley / shared rear lane:** A development requires one or more alleys or shared rear lanes as Section 1.02 defines to serve minimum 75 percent of all lots and tracts. Direct vehicular access to a public street through driveway approaches, aprons, or curb cuts is prohibited, and access to on-site parking that abuts either an alley or shared rear lane is required. Zoning Adjustment is permissible.
- 3. Yards abutting streets:** Off-street parking, maneuvering, and vehicular circulation and storage is prohibited within both (a) the minimum setback abutting a street and (b) within a yard abutting a street sited closer to the street than the street-facing main wall plane of the primary building closest to the street. A lot having up to 4 dwellings and with one or more parking pads, which Section 3.05.03F requires or allows, is exempt.

COMMENT:

The applicant has submitted a Master Plan with this application to demonstrate how the property could be developed under RMN standards. However, this plan is conceptual and specific development plans for the property have not been determined at this time.

D. Master Planning Requirement

- 1. A master development plan shall be approved by the City Council for the entire area designated as Nodal Overlay on the Comprehensive Plan Map, prior to annexation of any property within the**

Nodal Development Overlay Comprehensive Land Use Plan map designation. The master plan shall be conceptual and non-binding in nature, but may be used as a general guide for development within the Nodal Overlay Districts.

- 2. The required master plan shall show:**
 - a. The location and rights-of-way for existing and planned streets. These streets shall provide access to all existing and proposed parcels, consistent with the Transportation System Plan (TSP);**
 - b. The location and size of existing and planned sanitary sewer, storm water and water facilities, at adequate levels to serve existing and proposed development;**
 - c. The location and area of the Riparian Corridor and Wetlands Overlay District (RCWOD). Planned streets and public facilities that cannot reasonably avoid the RCWOD shall be indicated;**
 - d. A development plan for the Nodal Neighborhood Commercial center, neighboring multi-family areas, and potential parks, including planned pedestrian and bicycle connections within the Nodal Overlay District as shown on the Transportation System Plan, and pedestrian and bicycle connections to Southwest Industrial Reserve areas;**
 - e. A development plan for all residential areas, demonstrating consistency with applicable nodal design standards.**

COMMENT:

As required, the applicant has submitted a Master Plan meeting the above standards. The plan demonstrates how the subject property can be developed under RMN standards (see Exhibit 4).

E. Removal of a Nodal Overlay District

- 1. Removal of a Nodal Overlay District from any area or parcel shall require the following:**

COMMENT:

The applicant is not proposing removal of a Nodal Overlay District. Therefore, the above standards do not apply.

SECTION 3: DEVELOPMENT GUIDELINES AND STANDARDS

Chapter 3.01: Streets, Greenways & Other Off-Street Bicycle/Pedestrian Corridors, and Bus Transit

Subsection 3.01.01: Applicability

- A. Right-of-way standards apply to all public streets.**
- B. Improvement standards apply to all public and private streets, public alleys, sidewalks, landscape strips, and on and off-street public bicycle pedestrian corridors. Standards do not exclude conformance with the public works construction code that the Public Works Department administers.**
- C. The Woodburn Transportation System Plan (TSP) designates the functional class of major thoroughfares and local streets.**
- D. This applies to all development as Section 1.02 defines, and is not limited to partitions, subdivisions, multi-family, commercial or industrial construction, or establishment of a manufactured dwelling or recreational vehicle park; however, a lesser set of standards applies to infill residential development of 4 or fewer dwellings and where no land division or Planned Unit Development is applicable, including construction of a single family dwelling or placement of a manufactured dwelling on an infill lot. See Section 3.01.03C.2.**

COMMENT:

The applicant is requesting approval of concurrent Annexation and Zone Change applications. Since a specific development plan for the site is not included with this request, standards for streets, greenways, off-Street bicycle/pedestrian corridors, or bus transit facilities do not apply.

Chapter 3.02: Utilities and Easements

Subsection 3.02.01: Public Utility Easements & Public Access Easements

- A. The Director shall require dedication of specific easements for the construction and maintenance of municipal water, sewerage and storm drainage facilities located on private property.**
- B. Streetside: A streetside public utility easement (PUE) shall be dedicated along each lot line abutting a public street at minimum width 5 feet. Partial exemption for townhouse corner lot: Where such lot is 18 to less than 20 feet wide, along the longer frontage, streetside PUE minimum width shall be 3 feet; or, where the lot is narrower than 18 feet, the longer side frontage is exempt from streetside PUE.**
- C. Off-street: The presumptive minimum width of an off-street PUE shall be 16 feet, and the Public Works Director in writing may establish a different width as a standard.**

COMMENT:

The applicant is not proposing a land division and is not proposing to develop municipal utility facilities with the submitted Annexation and Zone Change applications. When a future development proposal is submitted for the site, public utility easements will be dedicated in accordance with the above standards.

Subsection 3.02.02: Creeks and Watercourse Maintenance Easements

COMMENT:

There are no creeks or watercourses on the subject site, therefore the standards of this subsection do not apply.

Subsection 3.02.03: Street Lighting

- A. Public Streets**

Public streets abutting a development shall be illuminated with street lights installed to the standards of the City and the electric utility. A developer shall provide documentation to the attention of the Public Works Director indicating that any needed illumination complies with the standards. A developer is to refer to Illuminating Engineering Society (IES) of North America Recommended Practice 8, Roadway Lighting (RP-8) or other source as the public works construction code specifies.

COMMENT:

When a future development plan is submitted for the subject property, street lighting will be designed in accordance with the above standards. At this time, the applicant is only proposing to annex the property and zone the property consistent with the existing Comprehensive Plan designation.

Subsection 3.02.04: Underground Utilities

- B. Street: All permanent utility service within ROW resulting from development shall be underground, except where overhead high-voltage (35,000 volts or more) electric facilities exist as the electric utility documents and the developer submits such documentation.**

COMMENT:

As required, all utility services will be installed underground when the property is developed.

Chapter 3.03: Setbacks and Open Space

The purpose of this Section is to identify the requirements for setbacks, open space and vision clearance requirements. Setbacks and open space provide for adequate air movement, solar access, visibility, aesthetics, emergency access, fire separation, recreation, and vision clearance.

COMMENT:

The applicant is proposing annexation and a zone change with the submitted application. However, the attached Master Plan demonstrates that all required setbacks can be met at the time of future development (see Exhibit 4).

Chapter 3.04: Vehicular & Bicycle/Pedestrian Access

Subsection 3.04.01: Applicability and Permit

A. Street Access

Every lot and tract shall have minimum access per subsection 1. or 2.:

1. Direct access to an abutting public street, alley, or shared rear lane; or
2. Access to a public street by means of a public access easement and private maintenance agreement to the satisfaction of the Director, revocable only with the concurrence of the Director, and that is recorded. The easement shall contain text that pursuant to Woodburn Development Ordinance (WDO) 3.04.03B.3, the public shared access (ingress and egress) right of this easement is revocable only with the written concurrence of the Community Development Director.

B. Access to City Streets

A City access permit shall be required for any new or modified vehicular access to a street that is under City jurisdiction.

COMMENT:

The Existing Conditions Plan indicates that an existing single-family dwelling with driveway access to Parr Road is currently developed on the site (see Exhibit 4). The applicant is not proposing to modify existing street access with the submitted Annexation and Zone Change applications. Included with this submittal is a Master Plan, which indicates that future access can be provided from the internal road system on adjacent parcels to the east and south of the site, when those properties are developed. As required, City access permits will be requested prior to modifying access to the subject parcel.

Subsection 3.04.05: Traffic Impact Analysis

- B. A transportation study known as a transportation impact analysis (TIA) is required for any of the following:**
1. Comprehensive Plan Map Change or Zone Change or rezoning that is quasi-judicial, excepting upon annexation designation of zoning consistent with the Comprehensive Plan.

COMMENT:

The applicant is requesting approval of an Annexation application with a concurrent request to rezone the site RMN, consistent with the existing Comprehensive Plan Map designation. Therefore, per the above standards, transportation impact analysis is not required for the submitted applications.

Chapter 3.05: Off-Street Parking and Loading

Subsection 3.05.01: Applicability

The provisions of this Section shall apply to the following types of development:

- A. All requirements and standards of Section 3.05 shall apply to any new building or structure constructed after the effective date of the Woodburn Development Ordinance (WDO).**
- B. Any additional parking or loading required to accommodate a change in use, or expansion of an existing use, shall conform to all parking, loading and landscaping standards of the WDO.**

COMMENT:

The applicant is not proposing new development or a change of use with the submitted Annexation and Zone Change applications. Therefore, off-street parking and loading standards do not apply.

SECTION 5: APPLICATION REQUIREMENTS

Chapter 5.04: Type IV (Quasi-Judicial) Decisions: General Requirements

- A. The purpose of this Section is to identify what types of actions are considered Type IV decisions. Type IV decisions involve the greatest amount of discretion and require evaluation of approval standards. These decisions are heard by the Planning Commission and City Council. The process for these land use decisions is controlled by ORS 197.763. Notice of the land use application and public hearing is published and mailed to the applicant, recognized neighborhood associations and property owners. The City Council decision is the City's final decision and is appealable to the Land Use Board of Appeals.**
- B. To initiate consideration of a Type IV decision, a complete City application, accompanying information, and filing fee must be submitted to the Director. The Director will evaluate the application as outlined in this Section.**

5.04.01 Annexation
5.04.04 Official Zoning Map Change, Owner Initiated

COMMENT:

The attached Petition for a Consent Annexation Form indicates that the property owner is initiating this annexation request (see Exhibit 6). A Uniform Application Form has also been submitted indicating that the property owner is requesting approval of a Zone Change application. As required, the proposed land use actions will be processed as Type IV Decisions.

Subsection 5.04.01: Annexation

- A. Purpose: The purpose of this Type IV review is to provide a procedure to incorporate contiguous territory into the City in compliance with state requirements, Woodburn Comprehensive Plan, and Woodburn Development Ordinance.**

COMMENT:

Approval of the proposed map amendments will result in annexation of the subject site into the city limits of Woodburn. As discussed previously, the proposed RMN zoning of the site is consistent with the existing Comprehensive Plan Map designation. Meeting the above standards, the subject property is currently contiguous to the city limits along the east boundary of the site. The Applicant's Statement demonstrates how the proposal also complies with Statewide Planning Goals, applicable goals and policies of the Woodburn Comprehensive Plan, and the applicable sections of the Woodburn Development Ordinance.

- B. Mandatory Pre-Application Conference: Prior to requesting annexation to the City, a Pre Application Conference (Section 4.01.04) is required. This provides the city an opportunity to understand the proposed annexation and an opportunity to provide information on the likely impacts, limitations, requirements, approval standards, and other information that may affect the proposal.**

COMMENT:

The applicant attended a pre-application meeting with City staff on July 6, 2022 to discuss the annexation and rezoning of the subject site. A copy of the City's Pre-Application Meeting Notes has been submitted with this application (see Exhibit 3).

- C. Criteria:**
- 1. Compliance with applicable Woodburn Comprehensive Plan goals and policies**

regarding annexation.

COMMENT:

This Applicant’s Statement addresses how the proposed annexation complies with applicable goals and policies of the Woodburn Comprehensive Plan in the narrative provided below.

- 2. Territory to be annexed shall be contiguous to the City and shall either:**
 - a. Link to planned public facilities with adequate capacity to serve existing and future development of the property as indicated by the Woodburn Comprehensive Plan; or**
 - b. Guarantee that public facilities have adequate capacity to serve existing and future development of the property.**

COMMENT:

The eastern boundary of the subject site is currently contiguous to the existing city limits of Woodburn. The attached Service Provider Letter from the City of Woodburn Public Works Department indicates that the City’s public wastewater treatment facility and public water treatment facility have the capacity to serve future development on the site when it is annexed (see Exhibit 9). The submitted Master Plan illustrates that drainage from the future development will be managed by an on-site stormwater facility (see Exhibit 4).

- 3. Annexations shall show a demonstrated community need for additional territory and development based on the following considerations:**
 - a. Lands designated for residential and community uses should demonstrate substantial conformance to the following:**
 - 1) The territory to be annexed should be contiguous to the City on two or more sides;**

COMMENT:

Per the attached Existing Conditions Plan, the eastern boundary of the subject site is currently adjacent to city limits of Woodburn. As illustrated on the submitted Master Plan, the south and western boundaries of the site will also be adjacent to city limits when SUB 22-04 is approved (see Exhibit 4).

- 2) **The territory to be annexed should not increase the inventory of buildable land designated on the Comprehensive Plan as Low or Medium Density Residential within the City to more than a 5-year supply;**

COMMENT:

The subject site is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. The attached Master Plan demonstrates that 28 single-family attached and detached dwelling units can be accommodated on the site (see Exhibit 4). The City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. Therefore, an average of 162 medium density units will need to be developed every 5 years to meet the housing demand. The 28 units within the proposed annexation territory only constitute 17.28% of the amount of medium density residential units that need to be developed during the next 5 years. As such, the annexation of the subject site is consistent with the above criterion, and the land supply is necessary to address the identified need for additional medium density residential units.

- 3) **The territory proposed for annexation should reflect the City's goals for directing growth by using public facility capacity that has been funded by the City's capital improvement program;**

COMMENT:

The subject site is currently located within the City's Urban Growth Boundary (UGB). As required, the City has prepared Sanitary Sewer, Storm, Water, Parks Master Plans to determine what facilities are required to support the development of urbanizable land within the UGB. As new development occurs, System Development Charges (SDCs) will be collected and used by the City to fund needed public facility improvements. As demonstrates by the attached Service Provider Letters, the City's Public Works Department certifies that existing sanitary sewer and water facilities have the capacity to accommodate the annexation territory. The attached Master Plan illustrates that stormwater will be managed by an on-site facility. When the property is developed, the additional SDCs will paid by the developer to continue to fund new improvements for the existing park system, including Centennial Park, which is located approximately 650-ft. to the east of the site.

- 4) **The site is feasible for development and provides either:**
 - a) **Completion or extension of the arterial/collector street pattern as depicted on the Woodburn Transportation**

System Plan; or

- b) Connects existing stub streets, or other discontinuous streets, with another public street.**

COMMENT:

The attached Master Plan indicates that the proposed annexation territory connects to several planned public street in the adjacent subdivision to the west and south of the site (see Exhibit 4). Therefore, the proposed map amendments are consistent with the above considerations.

- 5) Annexed fulfills a substantial unmet community need, that has been identified by the City Council after a public hearing. Examples of community needs include park space and conservation of significant natural or historic resources.**

COMMENT:

Although City Council has not indicated that a substantial unmet need is associated with the site, annexation of this territory does provide several public benefits to the community. When the parcel to the east and south of the site is annexed with SUB 22-04, the subject property will become an enclave that is surrounded by the city limits on 3 sides. Without the annexation of the subject property, the site's Parr Road frontage will continue to be unimproved, resulting in a gap in the sidewalk system, reduced pavement width, lack of street lighting along this segment of the roadway. As a result, bicyclist and vehicles to share a single lane along this segment of the roadway, and pedestrians would need to navigate along the narrow and dark shoulder of a Service Collector designated street.

D. Procedures:

- 1. An annexation may be initiated by petition based on the written consent of:**
 - a. The owners of more than half of the territory proposed for annexation and more than half of the resident electors within the territory proposed to be annexed; or**
 - b. One hundred percent of the owners and fifty percent of the electors within the territory proposed to be annexed; or**
 - c. A lesser number of property owners.**

COMMENT:

The attached Application Forms and Petition for a Consent Annexation indicated that the proposal was initiated by the only property owner in the annexation territory (see Exhibits 1 and 6). In addition, the attached Certification of Registered Voters indicates that 100% of the electors in the annexation territory initiated this annexation request (see Exhibit 8).

- E. Zoning Designation for Annexed Property: All land annexed to the City shall be designated consistent with the Woodburn Comprehensive Plan, unless an application to re-designate the property is approved as part of the annexation process.**

COMMENT:

The subject property is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. The site is currently zoned UT-20 (Urban Transition – 20 acres) under the jurisdiction of Marion County. The applicant has submitted a concurrent request to zone the property RMN upon annexation, consistent with Woodburn Comprehensive Plan designation.

- F. The timing of public improvements is as follows:**
 - 1. Street dedication is required upon annexation.**
 - 2. Dedication of public utility easements (PUE) is required upon annexation.**
 - 3. Street improvements are required upon development.**
 - 4. Connection to the sanitary sewer system is required upon development or septic failure.**
 - 5. Connection to the public water system is required upon development or well failure.**
 - 6. Connection to the public storm drain system is required upon development.**

COMMENT:

If required as a condition of approval for the Annexation application, the applicant will dedicate an additional 6-ft. of right-of-way along the Parr Road frontage to provide 36-ft. from centerline in accordance with City Service Collection Street standards. A public utility easement can also be provided along the Parr Road frontage as a condition of approval. As required, street improvements and connections to public utilities will be installed when the site is developed.

Subsection 5.04.04: Official Zoning Map Change, Owner Initiated

- A. Purpose: The purpose of an Owner Initiated Official Zoning Map Change is to provide a procedure to change the Official Zoning Map, in a manner consistent with the Woodburn Comprehensive Plan.**
- B. Criteria: The following criteria shall be considered in evaluating an Official Zoning Map Change;**
 - 1. Demonstrated need for the proposed use and the other permitted uses within the proposed zoning designation.**

COMMENT:

The applicant is initiating a zone change from UT-20 to RMN with the proposed annexation of the subject site. The proposed zone is consistent with the site's existing Medium Density Residential designation and Nodal Development Overlay designation on the Woodburn Comprehensive Plan Map. The City's 2019-2039 Housing Needs Analysis determined that an additional 649 medium density housing units are needed during the 20-year planning period. Included with this application is a Master Plan which demonstrates how the property can be developed with medium density housing with the application of RMN zone standards. Therefore, the submitted application meets a demonstrated need for permitted residential uses within the proposed zoning designation.

- 2. Demonstrated need 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.**

COMMENT:

As mentioned above, the proposed RMN zoning is consistent with the existing Medium Density Residential designation with a Nodal Development Overlay on the Comprehensive Plan Map. The subject property was designated for Medium Density Residential use by the City considering a variety of factors including housing needs, the size and location of property, access to transportation facilities, and the availability of public utilities. Since the site has already been designated for Medium Density Residential use, the proposed zoning will not impact the ability for other RMN zoned properties to provide for medium density residential use.

- 3. Demonstration that amendments which significantly affect transportation facilities ensure 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.

COMMENT:

The subject site has frontage on Parr Road, which is classified as a Service Collector. This transportation facility was classified in accordance with anticipated needs associated with the development of Low Density Residential and Medium Density Residential land in the vicinity of the site. The applicant is proposing to zone the site RMN when it is annexed, consistent with the existing Comprehensive Plan Map designation and planned function of the adjacent transportation facility.

B. WOODBURN COMPREHENSIVE PLAN

SECTION B: CITIZEN INVOLVEMENT AND AGENCY COORDINATION

Citizen and Agency Involvement Policies

Policies:

B-1. It is the policy of the City of Woodburn to solicit and encourage citizen input at all phases of the land use planning process. Since the City is trying to plan the community in accordance with the community's benefit, it is essential that the community be consulted at all stages of the planning process.

B-2. Woodburn shall coordinate with affected state

agencies regarding proposed comprehensive plan and land use regulation amendments, as required by state law.

COMMENT:

The requested land use actions are to annex the site into the city limits of Woodburn and to concurrently change the Zoning Map designation from UT-20 to RMN when the site is annexed. Consistent with the above policies, citizens will have the opportunity to comment on the proposed map amendments at public hearings before the Planning Commission and City Council. During review of the submitted application, the City of Woodburn will coordinate with affected agencies in accordance with state law.

SECTION C: MARION COUNTY COORDINATION

Marion County Coordination Goals and Policies

Goal:

- C-1. To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Woodburn, including population allocations, amendments to acknowledged comprehensive plans and transportation system plans, and achievement of a compact urban growth form, as required by Statewide Planning Goals 2 (Land Use Planning and Coordination), 12 (Transportation) and 14 (Urbanization).**

Policies:

- C-1.1 Marion County Framework Plan goals, policies and guidelines will be considered when the City considers plan amendments that require Marion County concurrence.**
- C-1.2 The City of Woodburn shall have primary responsibility to plan for community growth within its Urban Growth Boundary, and recognizes its responsibility to coordinate with Marion County to ensure the efficient use of urbanizable land within the Woodburn Urban Growth Boundary.**

COMMENT:

As required, the City will coordinate with Marion County during the review of the proposed land use amendments. This review process will help ensure that the annexation territory is efficiently utilized.

SECTION D: RESIDENTIAL LAND DEVELOPMENT AND HOUSING

Residential Land Use Goals and Policies

Policies:

- D-1.1 Residential areas should be designed around a neighborhood concept. Neighborhoods should be an identifiable unit bounded by arterials, non-residential uses, or natural features of the terrain. The neighborhood should provide a focus and identity within the community and should have a community facility, such as a school, park, or privately owned community facility to allow for interaction within the neighborhood.**
- D-1.2 Developments in residential areas should be constructed in such a way that they will not seriously deteriorate over time. Zoning ordinances should be strictly enforced to prevent encroachment of degrading non-residential uses. Construction standards in the State Building Code shall be vigorously enforced. Woodburn is committed to adopting a housing code to improve the housing stock in the community.**
- D-1.3 Development should promote, through the use of moderate density standards and creative design, a feeling of openness and spaciousness with sufficient landscaped area and open space to create a pleasant living environment. Higher density areas should be located near jobs, shopping and/or potential transit services.**
- D-1.4 Streets in residential areas should be used by residents for access to collectors and arterials. Residential streets should be designed to minimize their use for through traffic. However, whenever possible, dead-end streets**

and cul-de-sacs should be avoided.

- D-1.5 Residential developments should strive for creative design that will maximize the inherent values of the land being developed and encourage slow moving traffic. Each residential development should provide for landscaping and tree planting to enhance the livability and aesthetics of the neighborhood.

COMMENT:

The proposed annexation and rezoning of the subject site are consistent with the above policies by incorporating additional urbanizable land within a residential neighborhood with existing and planned community gathering facilities. The submitted Master Plan for the annexation demonstrates that site access will be integrated with adjacent developments. Future access to the site can be provided through local streets, verses Parr Road, which is designated as a Service Collector.

Housing Goals and Policies

Goal:

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

Policies:

- D-2.1 The City will ensure that sufficient land is made available to accommodate the growth of the City, consistent with the 2005 Woodburn Residential Land Needs Analysis. This requires that sufficient land for both high density and low density residential developments is provided within the confines of the growth and development goals of the City. It is the policy of the City to assist and encourage property owners, whenever possible, to rehabilitate and renew the older housing in the City.

- D-2.2 It is the policy of the City to encourage a variety of housing types to accommodate the demands of the local housing market. In Woodburn, the following needed housing types shall be allowed, subject to clear and objective design standards, in the following zoning districts:

- D-2.3** To ensure that new concepts in housing are not restricted unduly by ordinances, the City shall periodically review its ordinances for applicability to the current trends in the housing market. The R1S District is an example of Woodburn's efforts to providing affordable housing for seniors, by allowing single-family homes on lots as small as 3,600 square feet.
- D-2.4** To provide for the persons living in the community of a lower income, the City will accept its regional share of low income housing. This policy is not intended to provide an overabundance of low income housing.
- D-2.5** To provide for needed housing close to neighborhood shopping with a pedestrian orientation, Woodburn shall adopt a new Nodal Development Overlay. This overlay designation shall apply in Southwest Woodburn as shown on the Woodburn Comprehensive Plan Map. Special design standards shall ensure a pedestrian orientation and compatibility between the residential and commercial uses.
- D-2.6** Woodburn is committed to providing affordable homeownership opportunities to its citizens. For this reason, Woodburn zoning regulations will allow rowhouses (attached single-family homes) and detached single-family homes on smaller lots (4,000 sq. ft. minimums) within Nodal Development areas.
- D-2.7** Woodburn shall amend existing zoning districts to implement the Nodal Development concept to allow: (a) Increased density in the RM Medium Density Residential District; (b) Rowhouses with alley access and front porches in the RM Medium Density Residential District; and (c) Small-lot single family homes with alley access and front porches in the RS Single Family District.

COMMENT:

The proposed annexation and rezoning of the subject site are consistent with the above policies by encouraging Medium Density Residential land to be developed with a variety of affordable housing options. Consistent with the Comprehensive Plan Map designation, the applicant is proposing to rezone the parcel RMN (Nodal Multi-Family Residential) when the property is annexed into the city limits of Woodburn. The applicant has submitted a Master Plan with this application to demonstrate how the property could be developed under RMN standards (Exhibit 4). The plan illustrates that the annexation will create the opportunity to develop more attainable single-family residential options on smaller lots, helping to meet the housing needs of all sectors of the community.

SECTION G: GROWTH MANAGEMENT AND ANNEXATION

Growth Management Goals and Policies

Goal:

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

Policies:

- G-1.1 Woodburn will assure that all expansion areas of the City are served by public facilities and services with adequate capacity. Consideration of proposals that vary from City capacity standards and facility master plans shall include mitigating measures Woodburn Comprehensive Plan – Volume I – Goals and Policies Amended June 13, 2022 (LA 21-02) • Page 28 determined to be appropriate the Public Works Department. Other public service providers such as the School District and Fire District shall also address capacity considerations.**
- G-1.3 The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations.**
- G-1.4 The City shall assure the provision of major streets as shown in the Transportation Systems Plan. The City shall hold development accountable for streets within and abutting the development. In addition, the policy of the City**

is to emphasize development outward in successive steps and phases that avoid unnecessary gaps in the development and improvement of the streets.

G-1.9 To ensure that growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected growth. Extensions of the existing public services should be in accordance with the facility master plans and Public Facility Plan in this Comprehensive Plan.

G-1.10 Woodburn will ensure that land is efficiently used within the Urban Growth Boundary (UGB) by requiring master development plans for land within Nodal Development Overlay and Southwest Industrial Reserve overlay designations. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).

COMMENT:

The subject site is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. The attached Master Plan demonstrates that 28 single-family attached and detached dwelling units can be accommodated on the site under RMN zone standards (see Exhibit 4). The City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. Therefore, an average of 162 medium density units needs to be developed every 5 years to meet the housing demand. The 28 units within the proposed annexation territory constitutes approximately 17.28% of the amount of medium density residential units that need to be developed during the next 5 years. The submitted Master Plan demonstrates how the public facilities can be extended to serve the development, and the attached Service Provider Letters indicate that public services have the capacity to serve the proposed development (see Exhibit 9). Therefore, the proposed annexation provides orderly and efficient growth, and the land supply is necessary to address the identified need for additional medium density residential units.

G-1.14 All land use actions within the urban growth area and outside the City limits shall be consistent with the City's Comprehensive Plan and the County's land use regulations.

G-1.15 In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments to the City's Comprehensive Plan which apply to the

portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.

- G-1.17** The City and County shall strive to enhance the livability and promote logical and orderly development of the urban growth area in a cost effective manner. The County shall not allow urban uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and the property owner and the owner consents to annex. The City shall be responsible for preparing the public facilities plan.

COMMENT:

As required, review of the Annexation and Zone Change applications will be coordinated between City and County staff in accordance with the above standards.

Annexation Goals and Policies

Goal:

- G-2.** The goal is to guide the shape and geographic area of the City within the urban growth boundary so the City limits:
- a) Define a compact service area for the City;
 - b) Reflect a cohesive land area that is all contained within the City; and
 - c) Provide the opportunity for growth in keeping with the City's goals and capacity to serve urban development.

Policies:

- G-2.1** For each proposed expansion of the City, Woodburn shall assess the proposal's conformance with the City's plans, and facility

capacity and assess its impact on the community.

G-2.2 Woodburn will achieve more efficient utilization of land within the City by:

- a) Incorporating all of the territory within the City limits that will be of benefit to the City.
- b) Providing an opportunity for the urban in-fill of vacant and under utilized property.
- c) Fostering an efficient pattern of urban development in the City, maximizing the use of existing City facilities and services, and balancing the costs of City services among all benefited residents and development.
- d) Requiring master development plans for land within Nodal Development Overlay or Southwest Industrial Reserve overlay designations prior to annexation. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).

COMMENT:

The requested land use actions are to annex the site into the City of Woodburn and change the Zoning Map designation of the site from UT-20 to RMN, consistent with the City of Woodburn Comprehensive Plan. Since the property is included in the Nodal Overlay District, the applicant has submitted a Master Plan to demonstrate how the site can be developed to provide street connectivity and efficient provision of public facilities.

SECTION H: TRANSPORTATION

Goal H-1: Multimodal Mobility.

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

- H-1.3 Develop a low stress network of bicycle lanes and routes that link major activity centers such as residential neighborhoods, schools, parks, commercial areas and employment centers.**

Identify off-street facilities in City greenway and park areas. Ensure all new or improved collector and arterial streets are constructed with bicycle lanes.

- H-1.4 Develop a comprehensive network of sidewalks and off-street pathways. Identify key connections to improve pedestrian mobility within neighborhoods and link residential areas to schools, parks, places of employment and commercial areas. Ensure all new collector and arterial streets are constructed with sidewalks.

COMMENT:

When the subject property is developed, required street improvements along Parr Road will include vehicle lane widening and a center turn lane, a bicycle, and sidewalk improvements along the site's frontage. Therefore, the proposed annexation and zone change are consistent with the above goal and multimodal mobility policies.

Goal H-2: Connectivity.

Provide an interconnected street system that is adequately sized to accommodate existing and projected traffic demands in the Woodburn area.

- H-2.1 Develop and implement updated street design standards for arterials, collectors, and local streets. Ensure new standards and development are consistent with the functional classification plan in the TSP.

COMMENT:

The submitted Master Plan demonstrates that future development of the site will include the development of facilities which meet City Transportation System Plan standards. As discussed above, future development will enhance multi-modal connectivity between the site and adjacent properties

Goal H-3. Safety.

Provide a transportation system that enhances the safety and security of all transportation modes in the Woodburn area.

- H-3.2 Implement strategies to address pedestrian and bicycle safety issues, specifically for travel to and from local schools, commercial areas, and major activity centers.

COMMENT:

The attached Master Plan demonstrates that half-street improvements will be installed along the Parr Road frontage. These improvements, and improvements that will occur with planned subdivisions to the east and west of the site, will ensure that existing pedestrian, bicycle, and vehicle safety issues area addressed along Parr Road. As a result, safe pedestrian and bicycle travel will be possible from southeast residential neighborhoods to Centennial Park and other activities in the southern area of the City.

Goal H-6: Coordinate with State, Regional, and Local Partners.

Develop and maintain a transportation system that is consistent with the City’s adopted comprehensive plan and adopted plans of state, regional, and other local jurisdictions.

- H-6.1 Ensure plans coordinate with state, regional and local planning rules and regulations. Consider land use, financial, and environment planning when prioritizing strategic transportation investments.**

- H-6.3 Promote multi-modal transportation options by providing for mixed-use districts and overlays.**

COMMENT:

As required, City, State, and County coordination will be carried out during the review of the submitted land use applications. The proposed annexation and zone change will designate the subject property within the RMN zone, which permits a variety of residential uses within the Nodal Development Overlay District.

SECTION I: PUBLIC FACILITIES

Public Facilities Goals and Policies

Goal:

- I-1. Public facilities and services shall be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas shall be based upon approved master plans that consider: (1) the time required to provide the Woodburn Comprehensive Plan – Volume I – Goals and Policies Amended June 13, 2022 (LA 21-02) • Page 37 service, (2) reliability of service, (3) financial cost, and (4) levels of service needed**

and desired.

Policies:

- I-1.1 Public Facilities and services shall be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment.**
- I-1.2 The level of key facilities that can be provided should be considered as a principal factor in planning for various densities and types of urban land uses.**

COMMENT:

The attached Service Provider Letters demonstrate that school services, public utilities, fire services have the capacity to serve the annexation territory (see Exhibit 9). The proposed RMN zoning is consistent with the Medium Density Residential and Nodal Development Overlay designation in the Comprehensive Plan Map. As required, the extension of public transportation and utility facilities to the annexation territory will comply with adopted City master plans.

Wastewater Goals and Policies

Goal:

- I-3. Develop a plan that will economically provide for the treatment of wastewater generated by the City's sewer customers accounting for projected growth through the year 2020.**

Policies:

- I-3.2 Develop a facility master plan to meet the requirements of the Clean Water Act and any other regulatory requirements for the projected system demands.**
- I-3.3 Regularly update the plan to guide the City efficiently through anticipated growth to comply with any changed regulatory requirements and evaluate if existing plans are satisfactory.**

COMMENT:

The City of Woodburn currently has an adopted Wastewater Facilities Plan. As required, public sanitary sewer facilities will be designed and constructed so that they are consistent with the adopted plan.

Domestic Water Goals and Policies

Goal:

- I-4. Develop a system that will provide the water system’s customers with safe drinking water that meets quality expectations in sufficient quantity to meet the demand.**

Policies:

- I-4.3 Develop a supply and distribution system that provides for reliable fire protection.**

COMMENT:

The City of Woodburn is currently updating the community’s Water Master Plan. As required, public water service to the annexation territory will be designed and constructed consistent with the adopted plan so that safe drinking water and reliable fire protection is provided.

Goal:

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

Policies:

- I-5.2 Develop a facility master plan to meet the water quality goals and requirements, water system distribution needs, desired water storage capacities and future water supply projections.**
- I-5.3 Regularly update the plan to guide the City efficiently through anticipated growth to comply with regulatory requirements, identify additional sources, determine treatment options and evaluate service quality.**
- I-5.4 Evaluate the feasibility of the full range of funding options for water system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.**

COMMENT:

The City is evaluating water supply system improvements needed through the year 2036 with the current Water Master Plan update. As required, future public water system improvements within the annexation territory will be consistent with identified needs in the master plan.

SECTION J: NATURAL AND CULTURAL RESOURCES

Natural and Cultural Resources Goals and Policies

Goals:

- J-1. It is the City's goal to preserve the Mill Creek and Senecal Creek riparian system, including floodplains, riparian areas and locally significant wetlands. Woodburn is also committed to protecting fish and wildlife habitat and natural vegetation associated with this riparian system, as shown on the Buildable Lands Map.**
- J-2. It is the City's goal to preserve its unique and historically significant cultural and historical resources.**
- J-3. It is the City's goal to preserve its air, water and land resources in such a way that the clean air the citizens now enjoy will continue in the future, the good quality and sufficient quantity of water which is now obtained from underground supplies will continue, and that the land resources within the City will be used in such a manner as to ensure that they will remain useful to future generations.**
- J-4. Encourage and work with Marion County, affected state agencies and private landowners to protect water resources in and around the Woodburn UGB by requiring buffer zones to protect streams, floodplains, and significant wildlife areas from the negative effects of development.**

COMMENT:

Mapped cultural resources, waterways, floodplains, wetlands, and other natural resources are not located on the subject site. As required, future residential uses on the subject site will be designed to meet City, County, and State air and water quality standards.

SECTION L: PARKS AND RECREATION

Open Space / Parks Goals and Policies

Goals:

- L-1. The Woodburn Parks and Recreation Comprehensive Plan shall establish a framework for land acquisition and future park improvements within the community. It is the goal of the City to provide adequate parks, recreation facilities, and open space to maintain Woodburn’s livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community.**

Policies:

- L-1.1 The City will ensure that sufficient land is made available to meet current and future parks and open spaces needs by acquiring and developing new parks in the area west of Interstate 5; the southwest area of the city, east of Interstate 5; and the southeast area of the City, west of Highway 99E.**
- L-1.2 Where feasible, the City will acquire and develop neighborhood parks, trails, and open spaces through the development review process.**
- L-1.3 The City will ensure that parks system development charges are adequate to meet the parks, trails, and open space needs created by development.**
- L-1.4. To ensure walkability, the City will strive to provide parks, trails, and indoor facilities within one-third mile of Woodburn residents.**
- L-1.11 Because recreation participation preferences**

and interests vary among employment, ethnic, social, and cultural groups, it is the policy of the City to ensure that parks, open spaces, facilities, and programs are developed to meet the diverse needs and interests of Woodburn's population.

COMMENT:

The proposed annexation territory is located only 650-ft. from Centennial Park, a 25-acre community park with a variety of amenities including baseball fields, soccer fields, a playground, workout stations, picnic shelter, splash pad, and dog park. Per the attached Master Plan, frontage improvements along Parr Road will include the installation of a sidewalk and bicycle lane to provide a safe route for all modes of travel to the park. In addition, when the subject site is developed with a residential use, Park SDCs will be paid to help fund the installation of recreation facilities which meet the diverse needs and interests of the Woodburn community.

SECTION M: ENERGY CONSERVATION

Energy Conversation Goals and Policies

Goal:

M-1. The goal of the City is to encourage conservation of energy in all forms, and to conserve energy itself in the City's operations, buildings, and vehicular use.

Policies:

M-1.1 The City shall review its subdivision and construction codes periodically to ensure that the construction types which most conserve energy are encouraged in this City, but not at the expense of health and safety. The City shall encourage new construction types, within the limits of what can be permitted due to health and safety requirements, to permit further use of the solar energy that is available in the Woodburn area.

M-1.2 The City shall increase its commitment to energy conservation, including alternative energy vehicles, increased recycling, and reduction in out-of-direction travel. The City shall encourage its citizens and visitors to conserve energy. Where feasible, the City should retrofit City buildings and structures so

that they may be more energy efficient.

- M-1.3 In all new construction for the City energy systems that rely less on fossil fuels shall be investigated, and if cost effective at a long term, shall be utilized.
- M-1.4 Encourage a minimum energy conservation standard for existing residential buildings.
- M-1.7 Offer developers a density bonus for development utilizing energy conservation and solar energy measures.

COMMENT:

The proposed RMN zoning permits the development of medium density residential housing on the site. Development of the subject property will include the installation of a sidewalk and bicycle lane along Parr Road so that less reliance on fossil fuels is required when traveling to Centennial Park and other activity areas in the southern portion of the city.

C. OREGON STATEWIDE PLANNING GOALS

Goal 1: Citizen Involvement

Summary: Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

COMMENT:

The requested land use actions are to annex the site into the City of Woodburn and concurrently change the Zoning Map designation from UT-20 to RMN. As required, citizens will have the opportunity to comment on the proposed map amendments at public hearings before the Planning Commission and City Council.

Goal 2: Land Use Planning

Summary: Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or

should not be applied to a particular area or situation.

COMMENT:

As discussed throughout this Applicant's Statement, the subject site is included in Woodburn's Nodal Development Overlay on the Comprehensive Plan Map. The subject site and adjacent parcels were selected for inclusion in the UGB based on a number of locational factors including its proximity to Parr Road NE, access to commercial and community gathering areas, the ability to provide orderly and economic provision of public facilities and services, and the suitability of land to residential use. With the proposed annexation and zone change, an additional 3.25 acres of RMN zoned land will be available for residential development at urban densities, consistent with the current Comprehensive Plan Map designation. The applicant's proposal does not require that an exception be granted to any Statewide Planning Goals.

Goal 3: Agricultural Lands

Summary: Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.

COMMENT:

The site is currently located within the City of Woodburn UGB and is zoned UT-20 under Marion County jurisdiction. The 3.25-acre property is currently developed with a single-family residence. Since the site is not designated as agricultural lands or located within a farm zone, the proposed annexation and zone changes to RMN are consistent with Goal 3.

Goal 4: Forest Lands

Summary: This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

COMMENT:

The attached Existing Conditions Plan demonstrates that the site does not contain a forest use. As mentioned above, the property is currently zoned UT-20 within Marion County and is designated Nodal Medium-Density Residential on the Comprehensive Plan Map. Since the subject property does not include designated forest lands, Goal 4 is not applicable to the proposed map amendments.

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

Summary: Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses

that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

COMMENT:

The subject site does not contain any designated open spaces, scenic, or historic areas. The attached Existing Conditions Plan demonstrates that there are no streams, floodplains or low-lying areas within the subject site that could potentially contain wetlands. At this time, the applicant is only requesting approval of the concurrent Annexation and Zone Change applications. When a future development plan is submitted for the site, the City will review the proposal to ensure that any potential natural resources on the site are adequately protected.

Goal 6: Air, Water and Land Resources Quality

Summary: This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

COMMENT:

If the proposed annexation and zoning designations are approved, specific site development plans will be submitted for land use review. When a decision is issued for the development plans, conditions of approval will be issued to ensure compliance with local, state, and federal air, water, and land resource quality standards.

Goal 7: Areas Subject To Natural Disasters and Hazards

Summary: Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

COMMENT:

City maps and the attached Existing Conditions Plan indicate that the subject site is relatively flat and contains no substantially sloped areas or floodplains that would be cause for natural disasters or hazards. Therefore, the submitted Annexation and Zoning Change applications are consistent with Goal 7.

Goal 8: Recreation Needs

Summary: This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting of destination resorts.

COMMENT:

Consistent with Goal 8, when a development proposal is submitted for the site, the City's land use review process will ensure that adequate recreation facilities are provided for residents of the development and the general public.

Goal 9: Economic Development

Summary: Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

COMMENT:

The submitted Master Plan demonstrates how the site can be developed with attached and detached single-family lots which meet RMN zone standards. Since this proposal does not involve existing commercial or industrial lands, the proposed annexation and zoning change are consistent with Goal 9.

Goal 10: Housing

Summary: This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

COMMENT:

The subject site is designated Medium Density Residential with a Nodal Development Overlay on the Woodburn Comprehensive Plan Map. The attached Master Plan demonstrates that 28 single-family attached and detached dwelling units can be accommodated on the site (see Exhibit 4). The City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. Therefore, an average of 162 medium density units needs to be developed every 5 years to meet the housing demand. As such, the annexation of the subject site is consistent with Goal 10, helping to provide enough buildable land to address the identified need for additional medium density residential units.

Goal 11: Public Facilities and Services

Summary: Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

COMMENT:

The attached Service Provider Letter from the Public Works Department indicates that the Wastewater Treatment Plant and Water Treatment Plant have the capacity to serve the annexation territory. The applicant has also submitted attached Service Provider Letters demonstrate that school services and fire services have the capacity to serve future residential uses on the site (see Exhibit 9). A Master Plan has been included with this application to demonstrate how stormwater can be managed by an on-site facility. Therefore, the proposed annexation and rezoning is consistent with State Planning Goal 11.

Goal 12: Transportation

Summary: The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."

COMMENT:

As demonstrated by the attached Existing Conditions Plan, access to public transportation facilities is currently provided from Parr Road NE. The submitted Master Plan indicates how the transportation facilities can be extended with future development of the subject site (see Exhibit 4). With these future improvements, multi-modal connections will be provided along the Parr Road frontage and within the subject site. As such, a safe, convenient, and economic transportation system can be provided within the annexation territory, addressing the needs of the transportation disadvantaged.

Goal 13: Energy

Summary: Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

COMMENT:

This proposed annexation and zone change is consistent with Goal 13. Development of the subject property will include the installation of a sidewalk and bicycle lane along Parr Road so that less reliance on fossil fuels is needed when traveling to Centennial Park and other activity areas in the southern portion of the city. During future building permitting, the City will verify that the development meets State energy codes.

Goal 14: Urbanization

Summary: This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land." It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is converted to an urban use.

Land Need

Establishment and change of urban growth boundaries shall be based on the following:

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and**
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).**

COMMENT:

The attached Master Plan demonstrates that 28 single-family attached and detached dwelling units can be accommodated when the site is annexed and zoned RMN (see Exhibit 4). Long range population forecasts by Portland State University indicates that 8,845 new residents will be added to the Woodburn UGB between 2019 and 2039. Using this forecast, the City's 2019-2039 Housing Needs Analysis determined that 649 new medium density dwelling units are needed during the 20-year planning period. Therefore, an average of 162 medium density units needs to be developed every 5 years to meet the housing demand. The 28 units within the proposed annexation territory only constitute 17.28% of the amount of medium density residential units that need to be developed during the next 5 years. As such, the proposed annexation is consistent with the above criterion and will help address the forecasted need for additional medium density residential units.

Boundary Location

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

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

COMMENT:

The applicant is not proposing a change to the UGB boundary with the submitted Annexation and Zone Change applications. Therefore, the boundary location factors do not apply.

IV. SUMMARY AND CONCLUSIONS

Based on the above findings, the applicant has demonstrated compliance with applicable sections of the Woodburn Development Ordinance, the Woodburn Comprehensive Plan, and Oregon Statewide Planning Goals. Therefore, the applicant requests that the submitted applications be approved.

steve@cascadiapd.com

From: James Gibbs <james.gibbs@woodburnfire.com>
Sent: Wednesday, December 7, 2022 6:40 AM
To: steve@cascadiapd.com
Subject: RE: Service Provider Letter for Annexation of 8908 Parr Road NE

Steve,

This email response is Woodburn Fire District's response that we will be able to support the annexation of the property mentioned and capable of supporting all firefighting and emergency medical response to the property. Please let me know if this email is sufficient or if you need an official letter head response.

James Gibbs
Fire Marshal
Woodburn Fire District
1776 Newberg Hwy
Woodburn, OR 97071
(503) 982-2360
gibbsj@woodburnfire.com



From: steve@cascadiapd.com [mailto:steve@cascadiapd.com]
Sent: Monday, December 05, 2022 5:25 PM
To: James Gibbs
Subject: Service Provider Letter for Annexation of 8908 Parr Road NE

**** This email is from an EXTERNAL sender. Exercise caution when opening attachments or click links from unknown senders or unexpected email. ****

James,

I am working on an annexation application for the above property and the City of Woodburn would like the Woodburn Fire District to provide a service provider letter that states that there is adequate service capacity for the annexation territory. Page 2 of the attached form specifically cites WDO 5.04.01C.2, which is provided below for reference:

- Section 5.04.01.*
- C. *Criteria:*
2. *Territory to be annexed shall be contiguous to the City and shall either:*
 - a. *Link to planned public facilities with adequate capacity to serve existing and future development of the property as indicated by the Woodburn Comprehensive Plan; or*

b. Guarantee that public facilities have adequate capacity to serve existing and future development of the property.

Attached is a topographic survey of the subject property. There is no specific development proposal with this annexation application. Please email me the service provider letter when you have the opportunity, and let me know if you have any questions when reviewing this information.

Thank you,



Steve Kay, AICP

Cascadia Planning + Development Services

PO Box 1920

Silverton, OR 97381

503-804-1089

steve@cascadiapd.com

www.cascadiapd.com



**PUBLIC WORKS DEPARTMENT
190 GARFIELD STREET
WOODBURN, OR 97071**

December 6, 2022

Attn: Steve Kay, AICP
Cascadia Planning + Development Services
PO Box 1920
Silverton, OR 97381

Re: Annexation Certification
Subject Property: 8908 Parr Road NE
Marion County Tax Map: Tax Lot 052W130000900

This letter is to certify that the City of Woodburn has no capacity issue with the public wastewater treatment facility or public water treatment facility. However, the subject property is not adjacent to an existing collection system for water, wastewater or a public storm sewer collection system. The requirements for these collection facilities would still need to be determined. The capacity analysis, design and installation would be the responsibility of the applicant/property owner.

If you have any questions, please contact me at 503.982.5248.

Sincerely,

Dago Garcia

Dago Garcia, P.E.
City Engineer
City of Woodburn



Woodburn School District

1390 Meridian Drive, Woodburn, OR 97071

Phone: 503-981-9555

Fax: 971-983-3611

December 12, 2022

Steve Kay, AICP

Cascadia Planning and Development Services

PO Box 1920

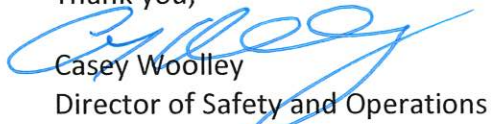
Silverton, OR 97381

Re: Annexation for 22 dwelling units on Tax Lot 1001

Mr. Kay:

In response to your request, Woodburn School District has determined that your requested development located on the east side of I-5 and South of Par Road, of about 3.25 acres, will impact our schools. However if the City of Woodburn's traffic analysis determines that the impact on our schools located on Parr road will be minimal and will not impact the safety of our students, we will support their decision.

Thank you,


Casey Woolley
Director of Safety and Operations
Woodburn School District



CMT SURVEYING AND CONSULTING INC.

EXHIBIT A

DECEMBER 8, 2022

PROJECT NO. 386-003

LEGAL DESCRIPTION

TRACT OF LAND TO BE ANNEXED INTO THE CITY OF WOODBURN

A TRACT OF LAND LOCATED IN THE SOUTHWEST ONE-QUARTER OF SECTION 13, TOWNSHIP 5 SOUTH, RANGE 2 WEST, OF THE WILLAMETTE MERIDIAN, CITY OF WOODBURN, MARION COUNTY, OREGON, MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT THE SOUTHWEST CORNER OF THE PROPERTY DESCRIBED IN DEED REEL 1919, PAGE 160, MARION COUNTY DEED RECORDS, ALSO BEING THE NORTHEASTERLY RE-ENTRANT CORNER OF PARCEL 2 OF PARTITION PLAT NO. 2017-054;

THENCE ALONG THE WEST LINE OF SAID DEED REEL 1919, PAGE 160 PROPERTY, ALSO BEING ALONG AN EASTERLY LINE OF SAID PARCEL 2, AND THEIR NORTHERLY EXTENSION, NORTH 0°18'01" EAST, 564.02 FEET TO A POINT ON THE NORTHERLY RIGHT-OF-WAY LINE OF PARR ROAD N.E. (COUNTY ROAD 517) BEING 60.00 FEET WIDE;

THENCE ALONG SAID NORTHERLY RIGHT-OF-WAY LINE OF PARR ROAD N.E., SOUTH 89°40'30" EAST, 280.89 FEET TO A POINT ON THE NORTHERLY EXTENSION OF THE EAST LINE OF SAID DEED REEL 1919, PAGE 160 PROPERTY, ALSO BEING THE WESTERLY LINE OF PARCEL 1 OF PARTITION PLAT NO. 2022-057, MARION COUNTY PLAT RECORDS;

THENCE ALONG SAID EXTENSION AND THE EAST LINE OF SAID DEED REEL 1919, PAGE 160 PROPERTY, AND THE WESTERLY LINE OF PARCEL 1 OF PARTITION PLAT NO. 2022-057, SOUTH 0°17'39" WEST, 563.79 FEET TO THE SOUTHEAST CORNER OF SAID DEED REEL 1919, PAGE 160 PROPERTY, ALSO BEING THE MOST EASTERLY NORTHEAST CORNER OF SAID PARCEL 2;

THENCE ALONG THE SOUTH LINE OF SAID DEED REEL 1919, PAGE 160 PROPERTY, ALSO BEING ALONG THE MOST EASTERLY NORTHERLY LINE OF SAID PARCEL 2, NORTH 89°43'19" WEST, 280.94 FEET TO THE POINT OF BEGINNING.

CONTAINING 3.64 ACRES, MORE OR LESS.

20330 SE Highway 212 * Damascus, OR 97089

[T] 503.850.4672 * [F] 503.850.4590

Y:\386-003\docs\386003_EXHIBIT-A.docx

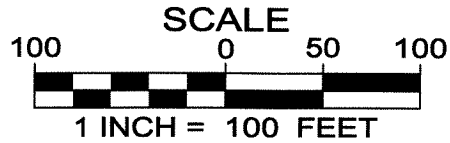
ATTACHMENT 104



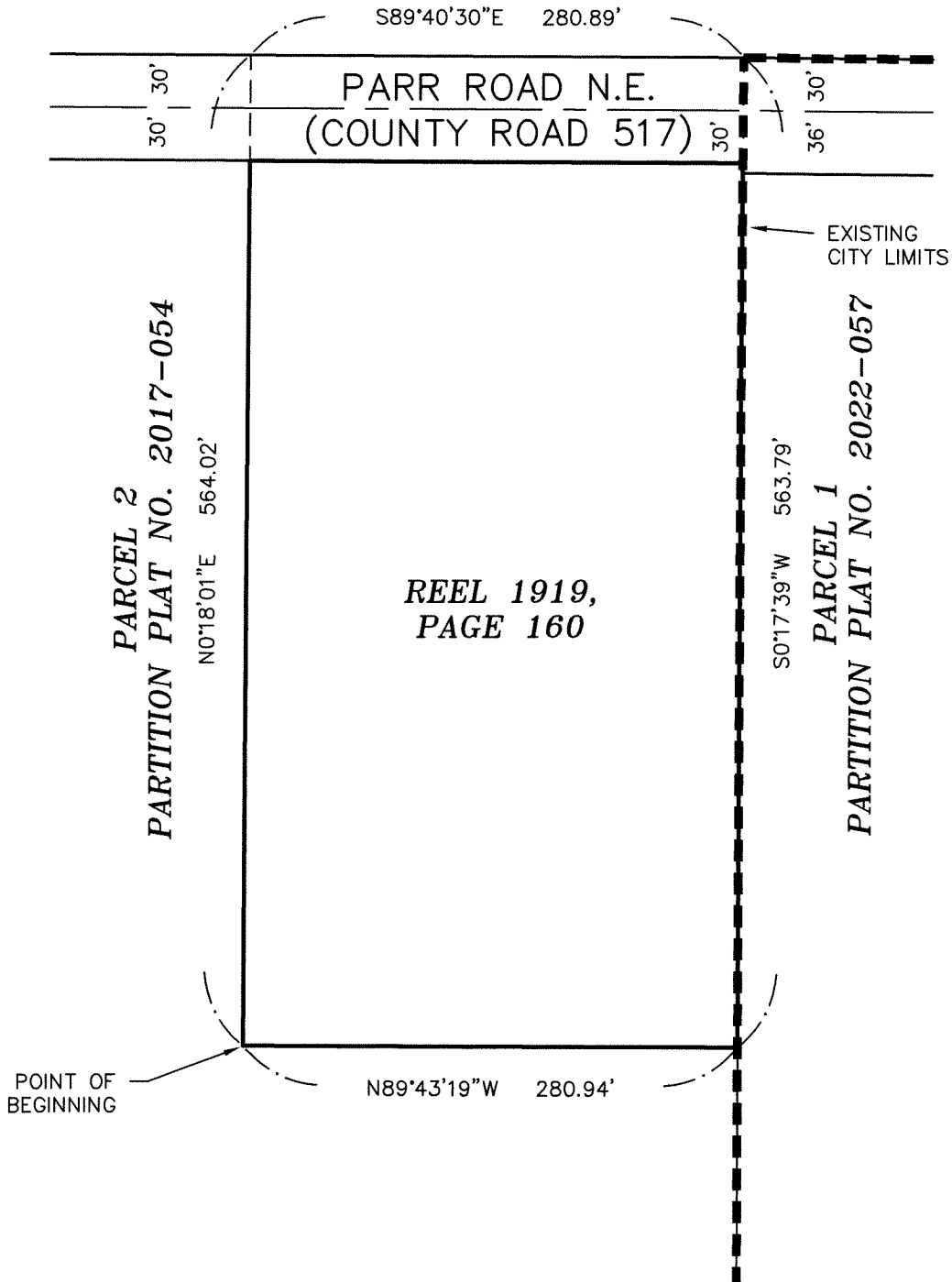
CMT SURVEYING AND CONSULTING

20330 SE HIGHWAY 212, DAMASCUS, OR 97089 - (503) 850-4672 FAX (503) 850-4590

CLIENT: FIRENZE DEVELOPMENT
ADDRESS: 8908 PARR RD. N.E.
LEGAL: ANNEXATION
DRAWN: RLMc
JOB NO: 386-003



W



PARCEL 2
PARTITION PLAT NO. 2017-054

N0°18'01"E 564.02'

REEL 1919,
PAGE 160

S0°17'39"W 563.79'

PARCEL 1
PARTITION PLAT NO. 2022-057

POINT OF BEGINNING

N89°43'19"W 280.94'

EXISTING CITY LIMITS

EXHIBIT B

AREA TO BE ANNEXED INTO THE CITY OF WOODBURN
LOCATED IN THE SOUTHWEST ONE-QUARTER OF SECTION 13, TOWNSHIP 5 SOUTH, RANGE 2 WEST,
OF THE WILLAMETTE MERIDIAN, MARION COUNTY, OREGON

COUNCIL BILL NO. 3209

ORDINANCE NO. 2610

AN ORDINANCE ANNEXING APPROXIMATELY 40.93 ACRES OF TERRITORY GENERALLY LOCATED AT 8708 PARR ROAD NE, MARION COUNTY, OREGON, INTO THE CITY OF WOODBURN

WHEREAS, the subject property to be annexed is owned by Kalugin Family Trust, and is legally described and mapped in Exhibit "A1", which is affixed hereto and by this reference incorporated herein; and

WHEREAS, the adjacent Parr Road right-of-way to be annexed is legally described and mapped in Exhibit "A2", which is affixed hereto and by this reference incorporated herein; and

WHEREAS, the subject property described in Exhibit "A1" is Marion County Tax Lot 052W130001001; and

WHEREAS, consistent with Oregon Revised Statutes (ORS) 222.111(2), the owner of real property in the territory to be annexed initiated by petition a proposal for annexation, a copy of the petition being on file with the City Recorder (ANX 22-03); and

WHEREAS, the applicant, Lennar Northwest LLC, obtained written consent from the owners of the territory and has requested annexation of the subject property; and

WHEREAS, the property to be annexed is within the City Urban Growth Boundary (UGB); and

WHEREAS, the property to be annexed is contiguous to the City and can be served with City services; and

WHEREAS, the applicant intends to develop the territory into the Brighton Pointe subdivision; and

WHEREAS, on February 9, 2023, the Woodburn Planning Commission considered the annexation application and, after a duly advertised public hearing, recommended approval of the annexation; and

WHEREAS, on April 10, 2023, the Woodburn City Council held a public hearing, reviewed the record, heard all public testimony presented on said application, and upon deliberation concluded that the proposed annexation

meets the applicable approval criteria under City of Woodburn Development Ordinance (WDO) 5.04.01C.; and

WHEREAS, the City of Woodburn has determined it necessary, expedient, and in the best interest of the City to acquire jurisdiction over the County road identified as Parr Road, to the extent that road is annexed within the boundary of the Woodburn City limits per this ordinance, to the same extent that the City has jurisdiction over other public streets within the City; and the City, through this ordinance, formally requests surrender of jurisdiction by Marion County over the road identified; **NOW, THEREFORE**,

THE CITY OF WOODBURN ORDAINS AS FOLLOWS:

Section 1. That the subject property, legally described and mapped in Exhibit "A", is annexed to the City of Woodburn.

Section 2. That the City Council adopts the Analysis & Findings, affixed hereto as Exhibit "B" and by this reference incorporated herein.

Section 3. The City hereby requests that the Commissioners of Marion County, Oregon, transfer jurisdiction to the City of Woodburn for the County road, identified as Parr Road, located within the area that has been annexed into the City of Woodburn per the attached Exhibit "A2".

Approved as to form: _____
City Attorney Date

Approved: _____
Frank Lonergan, Mayor

Passed by the Council _____

Submitted to the Mayor _____

Approved by the Mayor _____

Filed in the Office of the Recorder _____

ATTEST: _____
Heather Pierson, City Recorder
City of Woodburn, Oregon

Annexation Ordinance

Exhibit A1

EXHIBIT A – Sheet 1 of 2

April 14, 2023

City of Woodburn Annexation Description

All of Parcel 2 of Partition Plat 2017-054, Marion County Plat Records, except that portion conveyed to Parcel 1 of said Partition Plat per a property line adjustment recorded in Deed Document No. 2023-_____, Marion County Deed Records, lying in the SW 1/4 of Section 13, Township 5 South, Range 2 West, W.M., City of Woodburn, Marion County, Oregon, being more particularly described as follows:

Commencing at the intersection of the center line of Parr Road, County Road 517 (CR 517) (60.00 feet wide) with the center line of Stubb Road CR 517 (40.00 feet wide), said point being marked with a 3” brass disk stamped “T5S R2W CR 517 Marion County”; Thence along the centerline of Parr Road, North 89°41’21” West, 89.43 feet to a point of intersection of said center line and the city limits line of the City of Woodburn, Oregon; Thence southerly along said city limits line, South 00°17’03” West, 533.72 feet to the most easterly northeast corner of said Parcel 2 and the **Point of Beginning**;

Thence continuing along said city limits line and the easterly line of said Parcel 2, South 00°17’03” West, 1089.31 feet to the southerly line of said Parcel 2: Thence along said southerly line, North 89°15’45” West, 1213.45 feet to the southwest corner of said Parcel 2; Thence along the westerly line of said Parcel 2, North 00°28’03” East, 513.85 feet to the southerly right of way line of said Parr Road, also being the boundary line of said Parcel 2; Thence along said southerly right of way line North 89°27’24” East, 30.06 feet to the easterly right of way line of said Parr Road, also being the westerly line of said Parcel 2; Thence along said westerly line the following six courses, North 00°21’58” East, 187.44 feet, South 89°31’28” East, 247.83 feet, North 45°25’22” East, 28.26 feet, North 00°22’12” East, 376.21 feet; North 89°37’58” West, 267.79 feet, North 00°32’36” East, 486.56 feet to the southerly right of way line of said Parr Road, also being the northerly line of said Parcel 2; Thence along said northerly line, South 89°41’21” East, 897.70 feet to the most northerly northeast corner of said Parcel 2; Thence along the most northerly east line of said Parcel 2 South 00°17’03” West, 503.98 feet; Thence along the easterly line of said Parcel 2, South 89°44’34” East, 280.90 feet to the **Point of Beginning**.

This parcel of land contains 37.754 acres, more or less.

Basis of Bearings: Oregon State Plane Coordinate System, North Zone, NAD 83 (2011)

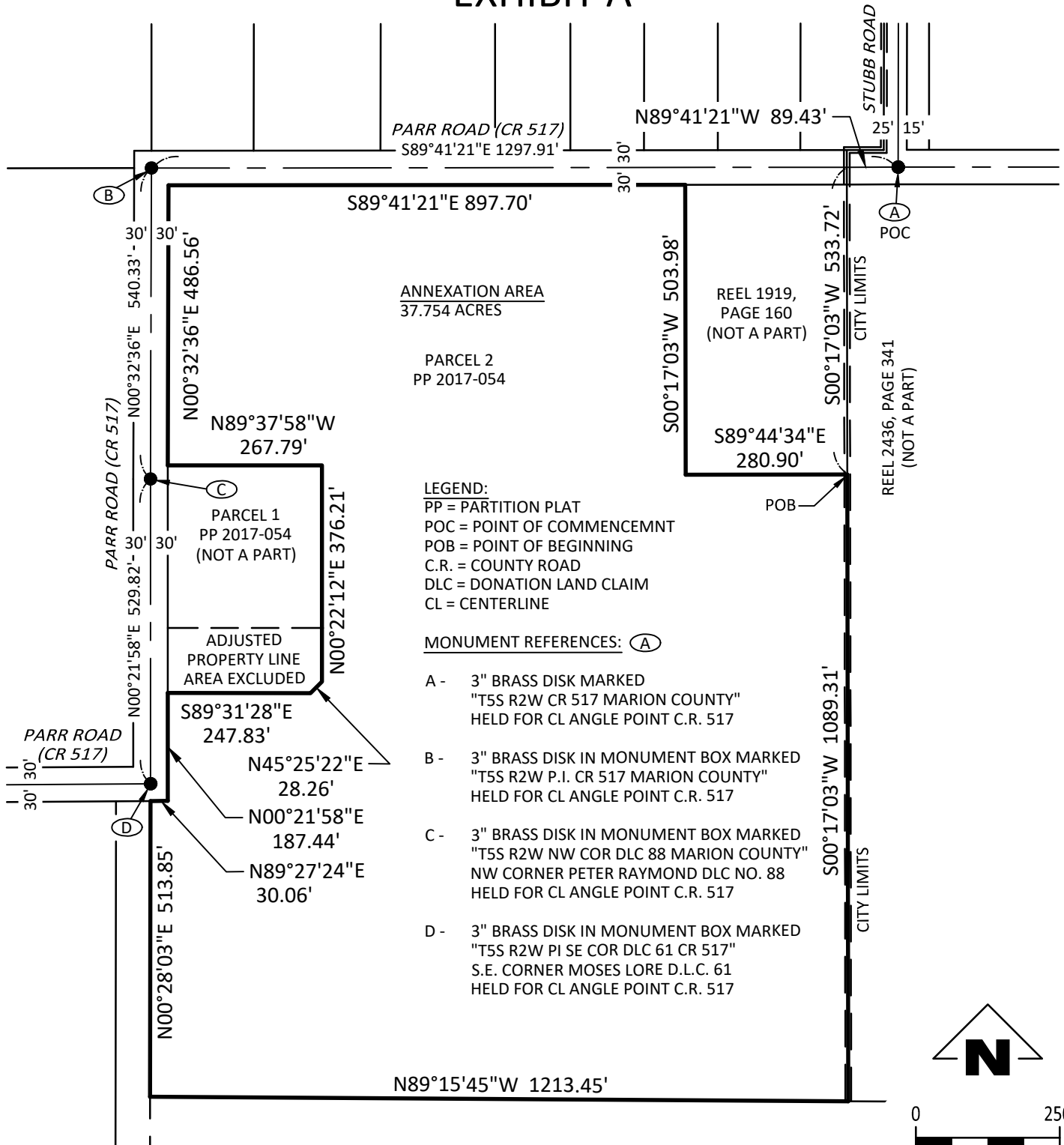
REGISTERED
PROFESSIONAL
LAND SURVEYOR



OREGON
JULY 12, 2005
ERIC D. LYNCH
56544

EXPIRES 12-31-24

EXHIBIT A



ANNEXATION AREA
37.754 ACRES

PARCEL 2
PP 2017-054

N89°37'58"W
267.79'

PARCEL 1
PP 2017-054
(NOT A PART)

ADJUSTED
PROPERTY LINE
AREA EXCLUDED

S89°31'28"E
247.83'

N45°25'22"E
28.26'

N00°21'58"E
187.44'

N89°27'24"E
30.06'

LEGEND:

- PP = PARTITION PLAT
- POC = POINT OF COMMENCEMENT
- POB = POINT OF BEGINNING
- C.R. = COUNTY ROAD
- DLC = DONATION LAND CLAIM
- CL = CENTERLINE

MONUMENT REFERENCES: (A)

- A - 3" BRASS DISK MARKED
"T5S R2W CR 517 MARION COUNTY"
HELD FOR CL ANGLE POINT C.R. 517
- B - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W P.I. CR 517 MARION COUNTY"
HELD FOR CL ANGLE POINT C.R. 517
- C - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W NW COR DLC 88 MARION COUNTY"
NW CORNER PETER RAYMOND DLC NO. 88
HELD FOR CL ANGLE POINT C.R. 517
- D - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W PI SE COR DLC 61 CR 517"
S.E. CORNER MOSES LORE D.L.C. 61
HELD FOR CL ANGLE POINT C.R. 517



SCALE: 1" = 250'

BASIS OF BEARINGS : OREGON STATE PLANE COORDINATE SYSTEM, NORTH ZONE , NAD83 (2011)

PROJECT NO. 0196-007
ORIG. DATE: 4/14/2023
DRAWN BY: EDL
SHEET No. 2 OF 2

ANNEXATION DESCRIPTION
PARCEL 2 - PARTITION PLAT 2017-054
KALUGIN PROPERTY
WOODBURN, OREGON

EMERIO
ENGINEERING - SURVEYING - DESIGN
6445 SW FALLBROOK PLACE, SUITE 100
BEAVERTON, OREGON 97008
TEL: (503) 746-8812
FAX: (503) 639-9592
www.emeriodesign.com

Annexation Ordinance

Exhibit A2

EXHIBIT A – Sheet 1 of 2

April 14, 2023

City of Woodburn Annexation Description

That portion of Parr Road (60.00 feet wide), also known as County Road (CR) 517, lying in the SW 1/4 of Section 13, Township 5 South, Range 2 West, W.M., City of Woodburn, Marion County, Oregon, being more particularly described as follows:

Commencing at the intersection of the center line of said Parr Road with the center line of Stubb Road CR 517 (40.00 feet wide), said point being marked with a 3" brass disk stamped "T5S R2W CR 517 Marion County"; Thence along the centerline of Parr Road, North 89°41'21" West, 89.43 feet to a point of intersection of said center line and the city limits of the City of Woodburn, Oregon being the **Point of Beginning**;

Thence southerly along said city limits line, South 00°17'03" West, 30.00 feet to the southerly right of way line of said Parr Road; Thence along said southerly right of way line, North 89°41'21" West, 1178.60 feet to the easterly right of way line of said Parr Road; Thence along said easterly right of way line, South 00°32'36" West, 510.40 feet to an angle point; Thence continuing along said easterly right of way line, South 00°21'58" West, 559.60 feet to the southerly right of way line of said Parr Road; Thence along said southerly right of way line, North 89°58'32" West, 60.00 feet to a point of intersection of said southerly right of way line and the southerly prolongation of the westerly right of way line of said Parr Road; Thence along said southerly prolongation line and said westerly right of way line, North 00°21'58" East, 560.05 feet to an angle point; Thence continuing along said westerly right of way line, North 00°32'36" East 570.25 feet to the northerly right of way line of said Parr Road; Thence along said northerly right of way line, South 89°41'21" East, 1238.33 feet to said city limits line; Thence along said city limits line, South 00°17'03" West, 30.00 feet to the **Point of Beginning**.

This parcel of land contains 138,517 square feet or 3.180 acres, more or less.

Basis of Bearings: Oregon State Plane Coordinate System, North Zone, NAD 83 (2011)

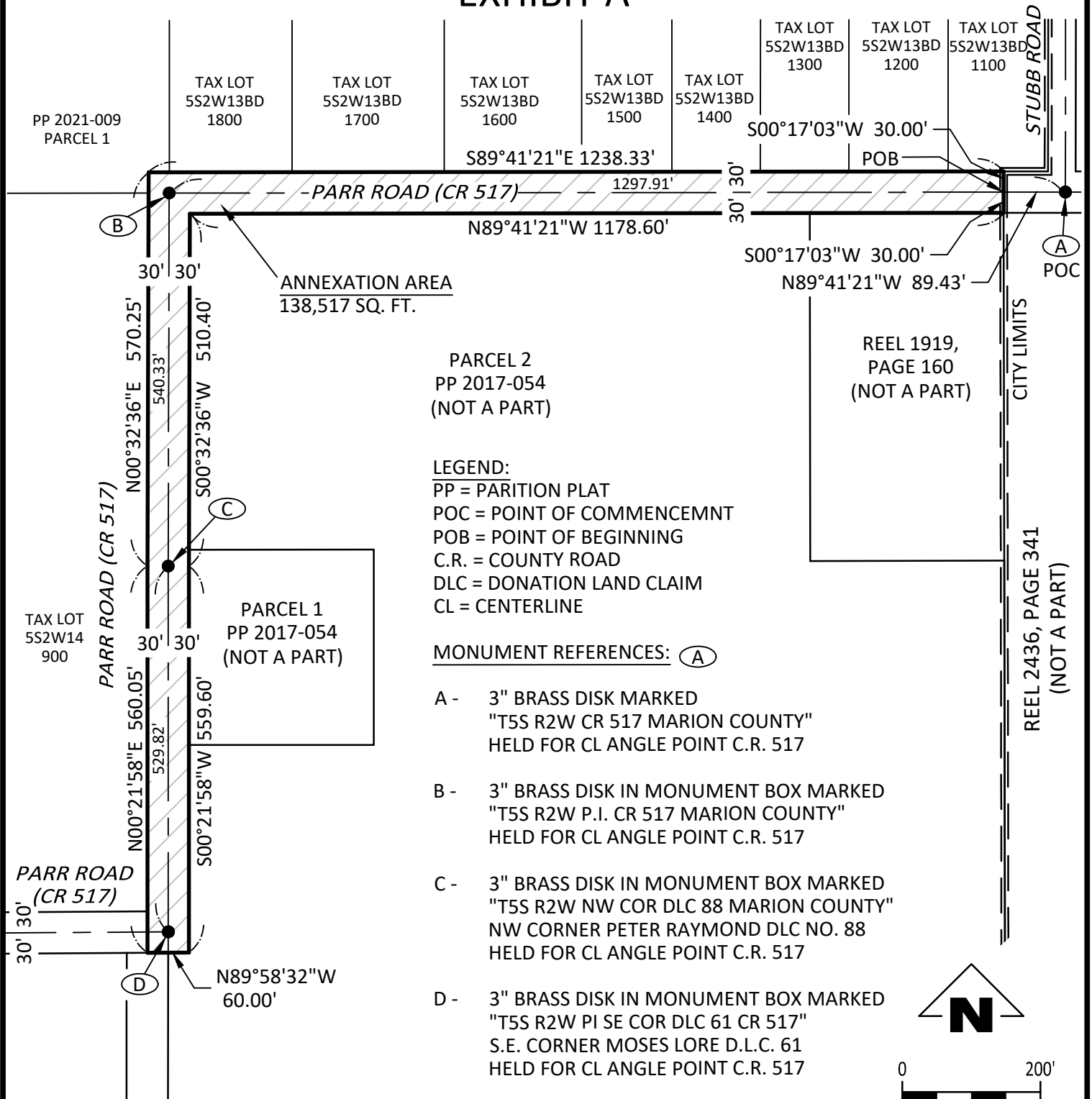
REGISTERED
PROFESSIONAL
LAND SURVEYOR



OREGON
JULY 12, 2005
ERIC D. LYNCH
56544

EXPIRES 12-31-24

EXHIBIT A



ANNEXATION AREA
138,517 SQ. FT.

PARCEL 2
PP 2017-054
(NOT A PART)

PARCEL 1
PP 2017-054
(NOT A PART)

LEGEND:
 PP = PARTITION PLAT
 POC = POINT OF COMMENCEMENT
 POB = POINT OF BEGINNING
 C.R. = COUNTY ROAD
 DLC = DONATION LAND CLAIM
 CL = CENTERLINE

MONUMENT REFERENCES: (A)

- A - 3" BRASS DISK MARKED
"T5S R2W CR 517 MARION COUNTY"
HELD FOR CL ANGLE POINT C.R. 517
- B - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W P.I. CR 517 MARION COUNTY"
HELD FOR CL ANGLE POINT C.R. 517
- C - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W NW COR DLC 88 MARION COUNTY"
NW CORNER PETER RAYMOND DLC NO. 88
HELD FOR CL ANGLE POINT C.R. 517
- D - 3" BRASS DISK IN MONUMENT BOX MARKED
"T5S R2W PI SE COR DLC 61 CR 517"
S.E. CORNER MOSES LORE D.L.C. 61
HELD FOR CL ANGLE POINT C.R. 517



SCALE: 1" = 200'

BASIS OF BEARINGS : OREGON STATE PLANE COORDINATE SYSTEM, NORTH ZONE , NAD83 (2011)

PROJECT NO. 0196-007
 ORIG. DATE: 4/14/2023
 DRAWN BY: EDL
 SHEET No. 2 OF 2

ANNEXATION DESCRIPTION
PARR ROAD (C.R. 517)
 KALUGIN PROPERTY
 WOODBURN, OREGON

EMERIO
 ENGINEERING - SURVEYING - DESIGN
 6445 SW FALLBROOK PLACE, SUITE 100
 BEAVERTON, OREGON 97008
 TEL: (503) 746-8812
 FAX: (503) 639-9592
 www.emeriodesign.com

Analyses & Findings

This attachment to the staff report analyzes the application materials and finds through statements how the application materials relate to and meet applicable provisions such as criteria, requirements, and standards. They confirm that a given standard is met or if not met, they call attention to it, suggest a remedy, and have a corresponding recommended condition of approval. Symbols aid locating and understanding categories of findings:

<i>Symbol</i>	<i>Category</i>	<i>Indication</i>
✓	Requirement (or guideline) met	No action needed
✗	Requirement (or guideline) not met	Correction needed
⊖	Requirement (or guideline) not applicable	No action needed
▲	<ul style="list-style-type: none"> Requirement (or guideline) met with condition of approval Other special circumstance benefitting from attention 	Modification or condition of approval required
■	Deviation from code: Variance	Request to modify, adjust, or vary from a requirement

Location

<i>Address</i>	8708 Parr Road NE
<i>Tax Lot</i>	052W130001001
<i>Nearest intersection</i>	Parr Road / Stubb Road

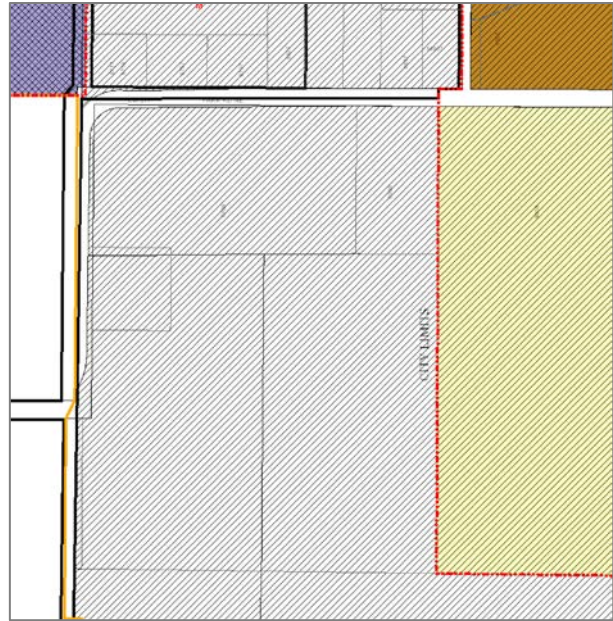
Land Use & Zoning

<i>Comprehensive Plan Land Use Designation</i>	Low Density Residential, Medium Density Residential, Nodal Development Overlay
<i>Zoning District</i>	Nodal Single-Family Residential (RSN) and Nodal Medium Density Residential (RMN) upon annexation
<i>Overlay Districts</i>	Nodal Overlay District
<i>Existing Use</i>	n/a; undeveloped

For context, the comprehensive plan land use map designations and zoning are illustrated, and adjacent zoning is tabulated, on the following page.



Comprehensive Plan land use map excerpt



Zoning map excerpt

<i>Cardinal Direction</i>	<i>Adjacent Zoning</i>
North	No City zoning because territory is not within City limits
East	RSN
South	No City zoning because territory is not within City limits
West	No City zoning because territory is not within City limits and is outside of the urban growth boundary

The Marion County Assessor property record notes the subject property is Parcel 2 of Partition Plat 2017-054 therefore it is a legal lot of record.

Section references throughout this staff report are to the vested version of the Woodburn Development Ordinance (WDO) at the time of application (Ordinance No. 2579), unless specified within a finding that the version of the WDO amended by Ordinance No. 2603 has been applied.

Statutory Dates

The application was submitted on April 22, 2022 and deemed complete as of October 24, 2022, making the 120-day decision deadline February 21, 2023.*

*However, the Assistant City Attorney had counseled staff on January 16, 2018 that an annexation request is not subject to the 120-day deadline for final action per Oregon Revised Statute (ORS) 227.178(8).

To maximize availability of on-street parking, staff adds *Condition of Approval 30* to limit front-loaded driveway widths along public streets and have the front-loaded row house units utilize shared driveways.

▲ The provisions are met with *Condition 30*.

5.04 Type IV (Quasi-Judicial) Decisions

5.04.01 Annexation

A. Purpose: The purpose of this Type IV review is to provide a procedure to incorporate contiguous territory into the City in compliance with state requirements, Woodburn Comprehensive Plan, and Woodburn Development Ordinance.

The subject property is contiguous with City limits. This staff report reviews the proposal for compliance with the Woodburn Comprehensive Plan and WDO, both of which were acknowledged by the state to be in compliance with statewide planning goals.

B. Mandatory Pre-Application Conference: Prior to requesting annexation to the City, a Pre-Application Conference (Section 4.01.04) is required. This provides the city an opportunity to understand the proposed annexation and an opportunity to provide information on the likely impacts, limitations, requirements, approval standards, and other information that may affect the proposal.

A pre-application meeting for the proposal was held on December 1, 2021 (PRE 21-35).

C. Criteria:

- 1. Compliance with applicable Woodburn Comprehensive Plan goals and policies regarding annexation.**
- 2. Territory to be annexed shall be contiguous to the City and shall either:**
 - a. Link to planned public facilities with adequate capacity to serve existing and future development of the property as indicated by the Woodburn Comprehensive Plan; or**
 - b. Guarantee that public facilities have adequate capacity to serve existing and future development of the property.**
- 3. Annexations shall show a demonstrated community need for additional territory and development based on the following considerations:**
 - a. Lands designated for residential and community uses should demonstrate substantial conformance to the following:**
 - 1) The territory to be annexed should be contiguous to the City on two or more sides;**
 - 2) The territory to be annexed should not increase the inventory of buildable land designated on the Comprehensive Plan as Low or Medium Density Residential within the City to more than a 5-year supply;**
 - 3) The territory proposed for annexation should reflect the City's goals for directing growth by using public facility capacity that has been funded by the City's capital improvement program;**
 - 4) The site is feasible for development and provides either:**

- a) Completion or extension of the arterial/collector street pattern as depicted on the Woodburn Transportation System Plan; or
 - b) Connects existing stub streets, or other discontinuous streets, with another public street.
- 5) Annexed fulfills a substantial unmet community need, that has been identified by the City Council after a public hearing. Examples of community needs include park space and conservation of significant natural or historic resources.

Criterion 1

Section G. "Growth Management and Annexation" of the Woodburn Comprehensive Plan includes Annexation Goal G-2 and Annexation Policies G-2.1, G-2.2, and G-2.3. Regarding Goal G-2, the applicant's narrative provides the following response (page 28):

The current boundary of the City of Woodburn is the eastern property line of the subject site. This application for annexation will add territory while keeping the service area compact in shape. The proposed annexation provides the opportunity for the growth of a variety of housing options, development of new public and private amenities, trails, and the preservation of natural features such as the wetland area. In addition, this proposal will improve circulation and connectivity aiding the city to meet a wide range of goals outlined in the comprehensive and transportation system plans. The annexation will utilize readily available services located within Parr Road right-of-way as well as expand the transportation system capacity with new routes and improved rights-of-ways. The subject property is also appropriately located to be served by other existing public facilities such as public schools and an existing large public park (Centennial Park) less than 1,000 feet from the eastern property boundary. It will facilitate utility extension with the potential to serve a future Nodal District commercial area and other residential areas helping the city achieve development of the Nodal District as envisioned in the comprehensive plan. Upon approval of this annexation request, the goal has been satisfied.

Regarding Policy G-2.1, the applicant's narrative provides the following response (page 28):

As demonstrated in the submitted application materials, the proposed annexation and preliminary development plans conform with the City's plans for Nodal District zoning and development, and capacity exists as identified by the preliminary stormwater and drainage report, and feedback from the City Engineer during the pre-application conference. The TIA addresses how capacity within the transportation system can be maintained. Service provider letters have been included with this submittal to demonstrate facility capacity. The impact on the community will be to add needed housing at a variety of price points and functional architectural styles. Other impacts are limited as the development of the subject site includes appropriate lot sizes and setbacks, improvements to the transportation network and utility extensions will be made and paid for by the developer. Upon approval of this annexation request, the goal has been satisfied.

Regarding Policy G-2.2, the applicant's narrative provides the following response (page 29):

The proposed subdivision represents an efficient pattern of development and thereby an efficient utilization of land within the City upon annexation and approval. It would also maximize use of the existing facilities located in the Parr Road right-of-way for the purpose of extension into the site and beyond. It would re-balance the costs of City services among all, benefitting residents by adding rate payers to contribute to the fund for maintenance of infrastructure and increases capacity for service. With the development of the subject site, the developer will pay for all on-site and new infrastructure to serve the lots. The builders of dwellings on the new lots also pay system development charges (SDCs) to pay for the growth-related share for planned expansion of facilities in the capital improvement plans of the city, and to help the city meet local match dollars for larger projects with the State. Finally, the applicant has provided a preliminary master plan design for the property to outline street connectivity, public services, and pedestrian connections in a way that preserves the ability of surrounding large parcels to develop with their intended uses. Upon approval of this application for annexation, the goal is met.

Regarding Policy G-2.3, the applicant's narrative provides the following response (page 29):

This is a directive to the City staff and not an approval criterion. The City can use approval of this annexation request to extend the city limits and capture the improvement jurisdiction of Parr Road. The pattern of development in this area, including along the borders of the site, will be consistent as proposed, and create a smooth transition from existing development within the Nodal development district overlay. Proposed streets and utility extensions are efficient and direct. The proposed annexation meets the goals and policies of the comprehensive plan regarding annexation criteria listed above.

Staff generally concurs with the applicant. The annexation goals and policies are effectuated by the annexation review criteria within the Woodburn Development Ordinance. The Nodal Master Plan, which was approved via Resolution 2124 in 2018, illustrates the conceptual layout of private development and public facilities throughout the Nodal overlay district area.

Criterion 2

The subject property is adjacent to land annexed into City limits in 2019 via Ordinance No. 2570. The application materials include service provider letters from the City Engineer, the Woodburn Fire District, and the Woodburn School District certifying there is capacity to serve the development. Conditions of approval have been added to have the development provide connections to public facilities (streets, utilities, bike/pedestrian facilities, etc.).

Criterion 3

The applicant's narrative provides the following response (pages 23-24):

The subject property's eastern boundary line is the current city limit line. Property northwest of the subject site (north of Parr Road and east of what will be Evergreen Road) and northeast of the subject site have been annexed into the City. The proposed annexation includes a subdivision to divide the property into 219 lots. No increases in buildable lands inventory are proposed as this application. The proposed subdivision is shown to be fully built-out within two phases, however all area within the subdivision boundary is proposed to be annexed at once. The subject property is identified by the comprehensive plan as residential with a Nodal overlay. Upon annexation, the property will be split zoned between the Nodal Single-Family Residential and Nodal Medium Density Residential zoning designations. The property is within the urban growth boundary of Woodburn and the proposal is consistent with the future zoning and current comprehensive plan requirements. Confirmation of adequate public facilities has been included with this application. Based on conversation with City Staff and the pre-application conference feedback, the applicant believes that the proposal reflects the city's goals for growth. Adjacent approved development at 9008 Parr Road stubbed a street to the eastern boundary of this application's subject property. This stubbed street is shown to be extended through the site, and boundary street improvements on Parr Road are also shown. This proposal includes a mix of public and private open space areas and pedestrian paths/trails totaling approx. 4.34 acres. The applicant finds that the proposed open space and pedestrian pathways meet the intent of the Nodal Master Plan showing similar sized open space and trail systems throughout the subject property. Tract A is shown to be a private park offering active recreation to be maintained by the Brighton Pointe HOA. Sidewalks are also shown on the submitted site plan to guide pedestrians through the site in a safe manor where trails may not be proposed. This proposed subdivision shows a mix of single-family attached and detached homes which the applicant believes is meeting an unmet community housing need as illustrated by the Housing Needs Analysis⁵ by providing housing at a range of price points. The subject property is only contiguous with the city limits on one side. Also, the above criteria states that the application "should" demonstrate substantial conformance with the standards rather than stating the application shall conform to the standards. The applicant has met the burden of proof that substantial conformance with all criteria is met.

Staff generally concurs. Conditions of approval have been added to have the development provide connections to public facilities (streets, utilities, bike/pedestrian facilities, etc.).

D. Procedures:

1. An annexation may be initiated by petition based on the written consent of:

ANX 22-03, PP 22-02, SUB 22-04, VAR 22-07, & ZMC 22-03
Brighton Pointe Subdivision
Staff Report Attachment 103
Page 36 of 38

- a. The owners of more than half of the territory proposed for annexation and more than half of the resident electors within the territory proposed to be annexed; or
 - b. One hundred percent of the owners and fifty percent of the electors within the territory proposed to be annexed; or
 - c. A lesser number of property owners.
2. If an annexation is initiated by property owners of less than half of property to be annexed, after holding a public hearing and if the City Council approves the proposed annexation, the City Council shall call for an election within the territory to be annexed. Otherwise no election on a proposed annexation is required.

The applicant’s narrative addresses these provisions on page 25:

The proposed annexation is initiated by the property owners and the required application forms have been signed by said property owner. 100% of the ownership has initiated the annexation process. This application includes the annexation of the public right-of-way of Parr Road on the north and west frontages. The applicant understands that the City may initiate annexation of island properties without the consent of the property owners or the resident electors. An island (under different ownership) is shown on the proposed site plan as not all adjacent property owners have joined this annexation application, nor is it the responsibility of the applicant to gain the support of adjacent ownership for this application. The criteria are met.

E. Zoning Designation for Annexed Property: All land annexed to the City shall be designated consistent with the Woodburn Comprehensive Plan, unless an application to re-designate the property is approved as part of the annexation process.

The Comprehensive Plan designates the subject property as split between Low Density Residential and Medium Density Residential, and wholly within the Nodal Development overlay. The territory will be assigned to the RSN and RMN zoning districts upon annexation.

F. The timing of public improvements is as follows:

- 1. Street dedication is required upon annexation.
- 2. Dedication of public utility easements (PUE) is required upon annexation.
- 3. Street improvements are required upon development.
- 4. Connection to the sanitary sewer system is required upon development or septic failure.
- 5. Connection to the public water system is required upon development or well failure.
- 6. Connection to the public storm drain system is required upon development.

The applicant’s narrative states on pages 25-26:

All public improvements are shown as future dedicated public features. This application includes annexation of the entire right-of-way width for Parr Road along the subject property’s north and west side frontages (including frontage along tax lot 900 and

ANX 22-03, PP 22-02, SUB 22-04, VAR 22-07, & ZMC 22-03
Brighton Pointe Subdivision
Staff Report Attachment 103
Page 37 of 38

1000). Improvements to this right-of-way are proposed to meet the City's public improvement standards. All utilities are shown, and a composite utility plan has been included with this submittal. Typical right-of-way sections are included on submitted sheet 5/8 to show proposed improvements. The criteria are met.

Staff concurs.

▲ With the proposed conditions of approval related to providing connections to public facilities, staff finds that the annexation provisions are met.

5.04.04 Official Zoning Map Change, Owner Initiated

A. Purpose: The purpose of an Owner Initiated Official Zoning Map Change is to provide a procedure to change the Official Zoning Map, in a manner consistent with the Woodburn Comprehensive Plan.

B. Criteria: The following criteria shall be considered in evaluating an Official Zoning Map Change;

- 1. Demonstrated need for the proposed use and the other permitted uses within the proposed zoning designation.**
- 2. Demonstrated need 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. Demonstration that amendments which significantly affect transportation facilities ensure 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.**

C. Delineation: Upon approval, a zone change shall be delineated on the Official Zoning Map by the Director. A zone change subject to specific conditions shall be annotated on the Official Zoning Map to indicate that such conditions are attached to the designation.

The landowner of the subject property is requesting annexation into City limits. By its very nature, annexation of territory results in a change to the City limits boundary and the territory being annexed must be assigned to one or more zoning districts. The Comprehensive Plan designates the subject property as split between Low Density Residential and Medium Density Residential, and wholly within the Nodal Development Overlay. The territory will therefore be assigned the RSN and RMN zoning districts and the Zoning Map will be updated to reflect this.

✓ The provisions are met.



Land Use Final Decision

City Council

File number(s): SUB 22-04, PP 22-02, & VAR 22-07; Related to ANX 22-03 & ZMC 22-03

Project name: Brighton Pointe Subdivision

Date of decision: _____, 2023

Applicant: Lennar NW, LLC

Landowner: Agafia Kalugin, Kalugin Family Trust

Site location: 8708 Parr Road NE (Tax Lot Tax Lot 052W130001001)

Summary

The request is for Annexation, Zone Change, Preliminary Subdivision, Phasing Plan, and Variance (a Type IV consolidated application package).

The proposed annexation is for approximately 37.75 acres of private land at 8708 Parr Road and approximately 3.18 acres of adjacent Parr Road right-of-way. The annexation does not include the adjacent property at 8702 Parr Road NE (Russian Old Believers St. Nikola Church). The Comprehensive Plan land use map designates the territory as split between Low Density Residential and Medium Density Residential, and wholly within the Nodal Development Overlay. Per Comprehensive Plan Policy Table 1, the default zoning districts that correspond are Nodal Single-Family Residential (RSN) and Nodal Medium Density Residential (RMN).

The proposed development for the site is a 219-lot subdivision consisting of 112 attached townhouses and 107 detached single-family homes with common area tracts for stormwater management, pedestrian connectivity, and recreation facilities. There will be an internal network of public streets and two local street connections with Parr Road. The subdivision is proposed to be built over two phases. Variance requests include:

1. Increase the maximum lot coverage to 50 percent for single-story, single-family detached lots in the RSN zone.

2. Reduce the minimum front setback to 15 feet for all front-loaded row house lots.
3. Reduce the minimum rear yard setback down to 20 feet for all lots within the RMN zone.
4. Reduce the minimum alley access requirement within the Nodal overlay district, which requires 75% of lots to be accessed via an alley. The applicant proposes to alley-load 72 lots, roughly 44.4%.

On February 9, 2023, the Planning Commission held a public hearing and unanimously recommended that the City Council approve the consolidated application package with the conditions recommended by staff through the staff report published January 5, except for revision items that staff proposed through a staff memo addendum dated February 9.

The City Council held a public hearing on April 10, 2023 and, by a 4-2 vote, tentatively approved the consolidated application package with the conditions recommended by staff through the amended staff report published on April 3 (amended to include the revision items within the February 9 staff memo addendum).

The development applications depend upon adoption of the annexation and zoning designation ordinances (Ordinance Nos. 2610 & 2611), which the Council is expected to adopt on May 22, 2023. (Ordinances take effect on the 30th day after enactment per the City Charter, Chapter VIII, Section 34, p. 10.)

Testifiers

<i>Name</i>	<i>Address</i>	<i>Planning Commission</i>		<i>City Council</i>	
		<i>Written</i>	<i>Verbal</i>	<i>Written</i>	<i>Verbal</i>
Gregory L. Specht, CEO, Specht Development Inc.	10260 SW Greenburg Rd, Ste 170 Portland, OR 97223	x		x	

Conditions of Approval

Section references are to the [Woodburn Development Ordinance \(WDO\)](#).

General

1. **Substantial Conformance:** The applicant or successor shall develop the property in substantial conformance with the final plans submitted and approved with this application, except as modified by these conditions of approval. Were the applicant to revise plans other than to meet conditions of approval or meet building code, even if Planning Division staff does not notice and signs off on building permit issuance, Division staff retains the right to obtain restoration of improvements as shown on an earlier land use review plan set prior to building permit final inspection in service of substantial conformance.
2. **Public Works conditions:** Follow the attached “Public Works Conditions January 4, 2023” (Attachment 102).
3. **Phase schedule:** The developer shall complete recordation of the Phase 1 subdivision plat within 3 years of Preliminary Subdivision approval, pursuant to WDO 4.02.04. Recordation of the Phase 2 subdivision plat shall be completed prior to December 31, 2028. The Phase 1 plat shall be recorded prior to the Phase 2 plat. Subdivision plats for the two phases shall be recorded with Marion County in a manner acceptable to the Marion County Surveyor’s Office.
4. **Recorded documents:** Upon recordation, the developer shall provide to the City digital copies of all recorded plats and public easements associated with the development.
5. **Grading Permit(s):** Prior to beginning any grading work on-site, the applicant shall apply for and obtain a Grading Permit per WDO 5.01.04. Grading work can be segmented to match phase boundaries.
6. **Addressing:** Prior to Subdivision Final Plat approval for each phase, the applicant shall submit an Address Assignment Request Form, with accompanying fee payment and materials, to the Community Development Department to begin the process of getting addresses assigned for the lots within that phase.
7. **Association:** The developer shall establish a maintenance association of owners and/or tenants as follows:
 - a. Prior to conveying land ownership of any tract, the developer shall establish an association, such as homeowners association (HOA), pursuant to ORS 94 and other applicable statutes.
 - b. The association shall assume maintenance of improvements on common area tracts, including stormwater facilities; repair, replace, and restore improvements;

identify and make clear to owners association duties; and levy assessments to owners in a fair, transparent, and written way. (If the association ceases to exist resulting in a tract or tracts no longer having an existing owner for a year or more based on the Oregon Secretary of State Corporation Division business registry, and where this provision does not conflict with ORS or OAR, the City shall have right of first refusal to acquire the property in coordination with the Marion County Assessor's Office.)

- c. Documents: The developer shall provide copies of draft articles of incorporation, bylaws, and CC&Rs for the association to the City for review and comment upon final plat application or earlier if ORS 94.565(2) requires. Bylaws and/or CC&Rs shall describe the responsibilities of the association to maintain common area improvements, and bylaws and CC&Rs shall reiterate that because of ORS 94.626, any dissolution would not also dissolve obligations. To this end, the corporation shall comply with applicable statutes and the administrative rules of the Oregon Secretary of State Corporation Division. Documents shall also conform to Oregon House Bill (HB) 2001 (2019), Section 13 (p. 10), regarding "middle housing".
- d. Subsections a, b, and c above would continue to apply were the developer to either (1) establish multiple associations or (2) make use of an existing association related to adjacent existing development. The developer shall provide copies of articles of incorporation, bylaws, and CC&Rs for the multiple associations or these documents amended to conform to conditions of approval.

Transportation

8. Traffic mitigation:

- a. Evergreen Road corridor traffic mitigation: To alleviate current and future safety and capacity issues along Evergreen Road at W. Hayes St, Stacy Allison Way, and Harvard St ("Evergreen Road corridor"), the developer shall pay to the City the following fees to fund a transportation planning and design study for the corridor. Fee payment is due prior to receiving Subdivision Final Plat approval for the associated phase.
 - i. Phase 1: \$42,849
 - ii. Phase 2: \$26,151
- b. Parr Road / Butteville Road intersection: The developer shall pay the following mitigation fees to alleviate current and future safety issues at this intersection:
 - i. Phase 1: At the time of Subdivision Final Plat approval for Phase 1, either subsection 1. or 2. below shall apply:
 - 1. Should Marion County continue to retain jurisdiction over this intersection, pay to the County a \$247,229 mitigation fee. Proof of fee payment is due prior to receiving Subdivision Final Plat approval.
 - 2. Should the City have obtained jurisdiction over this intersection, pay to the City a \$79,178 mitigation fee. Fee payment is due prior to receiving Subdivision Final Plat approval.

- ii. Phase 2: At the time of Subdivision Final Plat approval for Phase 2, either subsection 1. or 2. below shall apply:
 - 1. Should Marion County continue to retain jurisdiction over this intersection, pay to the County a \$150,886 mitigation fee. Proof of fee payment is due prior to receiving Subdivision Final Plat approval.
 - 2. Should the City have obtained jurisdiction over this intersection, pay to the City a \$48,322 mitigation fee. Fee payment is due prior to receiving Subdivision Final Plat approval.

If the developer has paid to Marion County either the assessment under i.1. or ii.1. above but improvements have not been completed when the City obtains jurisdiction of the Parr Road / Butteville Road intersection and receives funds previously collected by Marion County, within 90 days of such receipt the City shall refund the contribution amount in excess of the respective amount in i.2. or ii.2. above to the developer.

- c. Whole contribution: Payment of the contributions in subsections a. and b. shall exempt the development site from further assessment or participation in any district formation, assessment of fees, or other obligations formed or established before December 31, 2033 that support improvement of the Evergreen Road Corridor or the Parr Road / Butteville Road intersection.
 - d. I-5 Northbound Ramp: To mitigate current and future safety issues at the I-5 northbound off-ramp intersection with OR 214, the developer shall pay to the City a \$5,000 proportionate share mitigation fee (TSP Roadway Plan Project R9). Fee payment is due prior to receiving Subdivision Final Plat approval for Phase 1.
9. Off-site pedestrian connectivity: Prior to issuance of the first building permit within Phase 1, the developer shall construct the following off-site pedestrian routes. Route improvements shall be ADA-compliant and must obtain civil plan approval, be constructed, and pass inspection. Developer to provide stamped engineer plans for review and approval by the Public Works Department. Route design shall comply with current ADA, City of Woodburn, Marion County, ODOT (including safe routes to school), State and Federal guidelines and requirements at time of construction.
- a. Along the frontage of 8702 Parr Rd (Tax Lot 052W130001000); and
 - b. Between the subject property and existing sidewalk along Centennial Park frontage (Tax Lot 052W130000700). This would include one of the following:
 - i. Within Parr Road right-of-way along the frontage of 8908 Parr Road (Tax Lot 052W130000900), unless this connection has already been constructed by a developer of this lot, and along the frontage of 9008 Parr Road (Tax Lot 052W130000800), unless this connection has already been constructed by a developer of this lot.
 - ii. Through 9008 Parr Road (Tax Lot 052W130000800), unless this connection has already been constructed by a developer of this lot. A public access easement to the satisfaction of the Community Development Director shall be granted for any portion of the route that is within private property.

10. Phase 1 street improvements: To meet WDO 3.01.02A, 3.01.03A, and 3.01.04B, the developer shall construct street improvements for all public streets within the Phase 1 boundary prior to Subdivision Final Plat approval for Phase 1. Improvements must obtain civil plan review approval, be constructed, and pass inspection by City staff, or a performance guarantee as outlined by 4.02.08 may be approved at the City Administrator's discretion, prior to receiving Subdivision Final Plat approval. Improvements include:

a. Parr Road:

- i. Dedicate right-of-way along the east/west segment to achieve 36 feet of right-of-way from centerline, and along the north/south segment to achieve 37 feet of right-of-way from centerline. Illustrate these dedications on the subdivision plat drawing prepared for Subdivision Final Plat approval.
- ii. Construct half-street improvements along the east/west segment to match Figure 3.01D and along the north/south segment to match Figure 3.01C. The sidewalk along the north/south segment may transition to be curbtight and no less than 4.5 feet wide along the frontage of 8702 Parr Rd (Tax Lot 052W130001000).
- iii. Plant street trees in conformance with 3.06.03A. Tree size categories are defined within Table 3.06B; prohibited species are outlined within Table 3.06C.

b. New internal streets:

- i. Dedicate 60 feet of right-of-way for all internal streets. Illustrate these dedications on the subdivision plat drawing prepared for Subdivision Final Plat approval.
- ii. Construct full-street improvements to match Figure 3.01G.
- iii. Plant street trees in conformance with 3.06.03A. Tree size categories are defined within Table 3.06B; prohibited species are outlined within Table 3.06C.
- iv. Street tree and sidewalk improvements along the internal street frontages of lots may be deferred to Building Permit final inspection for each lot.

11. Phase 2 street improvements: To meet WDO 3.01.02A, 3.01.03A, and 3.01.04B, the developer shall construct street improvements for all public streets within the Phase 1 boundary prior to Subdivision Final Plat approval for Phase 2. Improvements must obtain civil plan review approval, be constructed, and pass inspection by City staff, or a performance guarantee as outlined by 4.02.08 may be approved at the City Administrator's discretion, prior to receiving Subdivision Final Plat approval. Improvements include:

a. Evergreen Road southern extension:

- i. Dedicate 37 feet of right-of-way south of the Parr Rd/Street H intersection, following the Parr Road alignment. Illustrate this dedication on the subdivision plat drawing prepared for Subdivision Final Plat approval.

- ii. Construct minimum half-street improvements pursuant to 3.01.03C and Figure 3.01C.
 - iii. Plant street trees in conformance with 3.06.03A. Tree size categories are defined within Table 3.06B; prohibited species are outlined within Table 3.06C.
 - b. New internal streets:
 - i. Dedicate 60 feet of right-of-way for all internal streets. Illustrate these dedications on the subdivision plat drawing prepared for Subdivision Final Plat approval.
 - ii. Construct full-street improvements to match Figure 3.01G.
 - iii. Plant street trees in conformance with 3.06.03A. Tree size categories are defined within Table 3.06B; prohibited species are outlined within Table 3.06C.
 - iv. Street tree and sidewalk improvements along the internal street frontages of lots may be deferred to Building Permit final inspection for each lot.
12. Street names: To meet the street naming provisions of WDO 3.01.06, revise plans to note street names for the new internal streets. This is due prior to applying for Subdivision Final Plat approval for each phase.
13. Temporary dead end streets: The developer shall install barricades and signage as required by WDO 3.01.05A2 for temporary dead end streets. Include detail drawings of these items as part of civil engineering plan review.
14. Traffic calming: Provide patterned poured concrete crosswalks where the public multi-use path crosses Streets A, B, and G.
15. Centennial Park trail improvements: The developer shall construct trail improvements within Centennial Park along the portion of trail that is currently unpaved. Improvements include 8-foot wide paved ADA-compliant trail, 1 bench on concrete slab per 300 lineal feet of trail, and 2 waste receptacles (including dog waste stations) on concrete slab. Improvements must obtain civil plan review approval, be constructed, and pass inspection by City staff prior to issuance of the first building permit within Phase 1. The developer may apply for and request credit for Parks and Recreation SDCs for the construction of these off-site improvements pursuant to Woodburn Ordinance No. 2250.



Centennial Park aerial image, unpaved trail marked in yellow.

Utilities

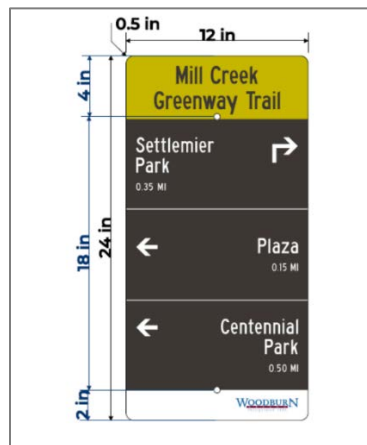
16. Existing septic: Prior to Subdivision Final Plat approval for Phase 1, the developer shall provide documentation that the existing septic system on the subject property has been removed and the existing private sanitary easement has been terminated.
17. Street lighting: Pursuant to WDO 3.02.03A, street lighting within each phase shall comply with City of Woodburn and Portland General Electric (PGE) standards and specifications. The applicant shall either provide documentation to the attention of the Public Works Department indicating that existing illumination complies with the standards or install new lighting to conform. This is due prior to Subdivision Final Plat approval for the associated phase.
18. Underground utilities: Pursuant to WDO 3.02.04, all utility services to and within the development shall be underground.
19. Streetside PUE: To meet WDO 3.02.01B, a streetside public utility easement (PUE) shall be granted along each street right-of-way. Minimum width is 5 feet, maximum width is 8 feet. Granting of this easement would occur concurrently with recordation of the subdivision plat for each phase.

Tracts & Lots

20. Tract ownership: All tracts shall be privately owned and maintained.
21. Tract improvements: Tract improvements outlined within these conditions of approval shall be due prior to Subdivision Final Plat approval for the associated phases that the tracts fall within, unless a performance guarantee pursuant to WDO 4.02.08 has been accepted by the City and executed by the developer.
22. Alleys: All alleys shall be within tracts that are privately owned and maintained. Alley improvements shall match the cross-sections provided by the applicant on Sheet 5 of the approved preliminary plans. The landscape buffer within the alley abutting 8702 Parr Rd (Tax Lot 052W130001000) shall have a planting density in conformance with WDO Table 3.06A "Setbacks abutting a street".
23. Alley access onto Parr Road: The developer shall revise plans to close the alley access onto Parr Road, unless such access is required by the Woodburn Fire District. If required by the Fire District, the driveway shall utilize a mountable curb instead of a standard driveway approach. The area between mountable curb and sidewalk shall be paved, and removable bollards shall be installed on the portion of driveway on private property within 10 feet of the front property line. The final design of the improvements for this driveway shall be to the satisfaction of the Community Development Director, the Woodburn Fire Marshal, and Marion County.
24. Open space tracts: Tract A and J are open space tracts; Tract A is within Phase 1 and Tract J is within Phase 2. As part of civil plan review for the associated phase, the developer shall submit plans for these tracts that illustrate the following:
 - a. Landscaping: For both tracts, a planting density in conformance with WDO Table 3.06A "Common areas, except those approved as natural areas in a PUD". Pursuant to 3.06.02G, plant units within Tract J may be grouped to avoid impacts to delineated wetlands.
 - b. Tract A:
 - i. Trees: Landscaping shall include at least four medium trees. Tree size categories are defined within Table 3.06B; prohibited species are outlined within Table 3.06C.
 - ii. Recreation: Recreation improvements that could include playground equipment, paved walkways, benches, picnic tables, or similar options to provide opportunities for recreation.
 - iii. Fencing: If perimeter fencing is proposed along the Parr Road frontage, fencing shall conform to vision clearance area standards in 3.03.06, not exceed 6 feet in height, and be constructed out of a material outlined in 2.06.02D1 (excluding chainlink/cyclone fencing).

25. Bike/pedestrian connectivity tracts: Tracts B, D, G, P, Q, R, and S are bike/pedestrian connectivity tracts. In pursuit of conformance with WDO 3.01.05A3 & B2, the developer shall address the following items prior to receiving Subdivision Final Plat approval for each phase. Improvements must obtain civil plan review approval, be constructed, and pass inspection by City staff. Tracts B, D, P, Q, R, and S are associated with Phase 1, while Tract G is associated with Phase 2.

- a. Tracts B, D, G, R, and S: Construct path improvements including an 8-foot wide paved path centrally located within the tract with landscaping strips on either side.
- b. Tracts P and Q: Construct an 8-foot wide paved path improvement within each tract. The path within Tract Q shall connect into the path within Tract R. Because Tracts P and Q also function as fire turnarounds for Street G, final design of the fire turnaround improvements shall be to the satisfaction of the Woodburn Fire Marshal and Community Development Director.
- c. Public access: Grant a public easement over the entirety of Tracts B, D, G, P, Q, R, and S to allow for public access. Because easements would be granted concurrently with recordation of the subdivision plat, illustrate these easements on the plat drawings submitted as part of the Subdivision Final Plat application.
- d. Wayfinding: Install one wayfinding sign within each of Tracts B, D, R, and P. Signs shall be installed within 10 feet of public right-of-way at the western end of each tract. Minimum sign face dimensions are 2 feet by 1 foot, as illustrated in the image below. Signs shall provide wayfinding to nearby parks and schools.



Wayfinding signage concept.

26. Landscaping tracts: Tracts H, I, K, L, M, N, and O are landscaping tracts. As part of civil plan review for each phase, the developer shall submit landscaping plans for these tracts that demonstrate a planting density in conformance with WDO Table 3.06A “Setbacks abutting a street”.

- a. Replacement trees: For the Phase 1 landscaping plans, the developer shall illustrate at least 15 replacement trees for the 15 trees north of the neighboring church property (8702 Parr Rd) that are proposed to be removed. Replacement

trees can be planted within private tracts or public right-of-way. The four trees required by Condition 24.b.ii. may be counted towards this requirement.

27. Stormwater tracts: Tracts C, E, and F are stormwater detention tracts. As part of civil plan review for each phase, the developer shall submit landscaping plans for these tracts that demonstrate a planting density in conformance with WDO Table 3.06A “Common areas, except those approved as natural areas in a PUD”.
28. Street trees: Prior to Subdivision Final Plat approval for each phase, the developer shall provide a street tree plan for the relevant phase. Street tree requirements are outlined in 3.06.03A.
29. Alley addresses: Alley-loaded dwellings shall have address numbers installed along both the street and alley facades.
30. Driveways: To maximize availability of on-street parking:
 - a. Paved driveway approach widths at the property line along a street shall not exceed:
 - i. 19 feet for single-family detached lots, except that up to 25 percent of single-family detached lots shall not exceed 28 feet; and
 - ii. 19 feet per unit for front-loaded row house lots.
 - b. Every pair of front-loaded row houses shall utilize a single shared driveway centered on the common lot line.

Notes to the Applicant

The following are not planning / land use / zoning conditions of approval, but are notes for the applicant to be aware of and follow:

1. Permits: Permits are applied for using the [Oregon ePermitting](#) online permit system. The City Building Division administers building and mechanical permits; Marion County Public Works administers plumbing and electrical permits.
2. Records: Staff recommends that the applicant retain a copy of the subject approval.
3. Fences, fencing, & free-standing walls: The approval excludes any new fences, fencing, & free-standing walls, which are subject to WDO 2.06 and the permit process of 5.01.03.
4. Signage: The approval excludes any private subdivision signage, which is subject to WDO 3.10 and the permit process of 5.01.10.
5. Other Agencies: The applicant, not the City, is responsible for obtaining permits from any county, state and/or federal agencies, which may require approval or permit, and must obtain all applicable City and County permits for work prior to the start of work and that the work meets the satisfaction of the permit-issuing jurisdiction. The Oregon Department of Transportation (ODOT) might require highway access, storm drainage, and other right-of-way (ROW) permits. All work within the public ROW or easements within City jurisdiction must conform to plans approved by the Public Works Department and must comply with a Public Works Right-of-Way permit issued by said department. Marion County plumbing permits must be issued for all waterline, sanitary sewer, and storm sewer work installed beyond the Public Right-of-Way, on private property.
6. Inspection: The applicant shall construct, install, or plant all improvements, including landscaping, prior to City staff verification. Contact Planning Division staff at least three (3) City business days prior to a desired date of planning and zoning inspection of site improvements. This is required and separate from and in addition to the usual building code and fire and life safety inspections. Note that Planning staff are not primarily inspectors, do not have the nearly immediate availability of building inspectors, and are not bound by any building inspector's schedule or general contractor convenience.
7. Stormwater management: The storm sewer system and any required on-site detention for the development must comply with the City Storm Water Management Plan, Oregon Department of Transportation (ODOT), Public Works storm water practices and the Storm Drainage Master Plan. The applicant shall provide a final hydraulic analysis for the development and collection system, including the downstream capacity of the proposed storm sewer system. All required on-site detention area for the runoff from this site will need to be provided in accordance with the hydraulic analysis. The detention system is to be maintained by the applicant in perpetuity.

8. Public Works Review: Staff performs final review of the civil plans during the building permit stage. Public infrastructure must be constructed in accordance with plans approved by the City, ODOT, as well as current Public Works construction specifications, Standard Drawings, Standard Details, and General Conditions.
9. Franchises: The applicant provides for the installation of all franchised utilities and any required easements.
10. Water: All water mains and appurtenances must comply with Public Works, Building Division, and Woodburn Fire District requirements. Existing water services lines that are not going to be use with this new development must be abandoned at the main line. The City performs required abandonment of existing water facilities at the water main with payment by the property owner. All taps to existing water mains must be done by a “Hot Tap” method and by approved City of Woodburn Contractors. The applicant shall install the proper type of backflow preventer for all domestic, lawn irrigation and fire sprinkler services. The backflow devices and meters shall be located near the city water main within an easement, unless approved otherwise by Public Works. Contact Byron Brooks, City of Woodburn Water Superintendent, for proper type and installation requirements of the backflow device at (503) 982-5380.
11. Sewer: Plans illustrate the subdivision will utilize the public sewer line within Evergreen Road. If an alternative public sewer route becomes necessary to serve the development, the developer shall provide plans for a redesigned sewer system to the City for review.
12. Grease Interceptor/Trap: If applicable, a grease trap would need to be installed on the sanitary service, either as a central unit or in the communal kitchen/food preparation area. Contact Marion County Plumbing Department for permit and installation requirements, (503) 588-5147.
13. Fire: Fire protection requirements must comply with the Woodburn Fire District standards and requirements. Place fire hydrants within the public ROW or public utility easement and construct them in accordance with Public Works Department requirements, specifications, standards, and permit requirements. Fire protection access, fire hydrant locations and fire protection issues must comply with current fire codes and Woodburn Fire District standards. See City of Woodburn Standard Detail No. 5070-2 Fire Vault. The fire vault must be placed within the public right-of-way or public utility easement.
14. SDCs: The developer pays System Development Charges prior to building permit issuance.

Expiration

Per Woodburn Development Ordinance (WDO) 4.02.04B:

“Expiration Period: A final decision on any application shall expire within three years of the final decision date unless:

1. The City has issued a building permit to exercise the right granted by the decision;
2. The activity approved in the decision has commenced; or
3. The City has approved a time extension per Section 4.02.05.

Regarding subsection B.1 above, if by 10 years past the final decision date there is no substantial construction as Section 1.02 defines following issuance of a building permit, the final decision shall expire and fail to vest.

Regarding subsection B.2 above as applies to Property Line Adjustment, Consolidation of Lots, and Partition and Subdivision Final Plat Approval application, the developer shall complete recordation no later than the land use expiration date.”

Appeals

The decision is final unless appealed to the Oregon Land Use Board of Appeals (LUBA) pursuant to Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR) 661-010. The appeal due date is “on or before the 21st day” after the decision date per OAR 661-010-0015(1)(a). A valid appeal must meet the rules. If appealing to LUBA, as a courtesy inform City staff in writing.

A copy of the decision is available for inspection at no cost, and the City would provide a copy at reasonable cost at the Community Development Department, City Hall, 270 Montgomery Street, Woodburn, OR 97071-4730. For questions or additional information, contact Cassandra Martinez, Administrative Specialist, at (503) 982-5246 or cassandra.martinez@ci.woodburn.or.us.

Attachments

- Annexation Legal Descriptions and Maps
- City Council April 10, 2023 Staff Report Attachments:
 - 102. Public Works Conditions January 4, 2023
 - 106. Subdivision plans (27 sheets)
 - 106A. Parr/Evergreen Intersection Design Plan
 - 106B. Tract A Concept Plan

Sincerely,



Dan Handel, AICP
Planner

As authorized by the City Council on _____, 2023:

Frank Lonergan, Mayor

Date



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator
FROM: Chris Kerr, Community Development Director
SUBJECT: **U-Haul Development Land Use Applications CU 22-03, DR 22-14, and SA 23-01 Located on Property at 0 Stacy Allison Way NE**

BACKGROUND:

After a public hearing, the City Council on May 22, 2023, tentatively denied the consolidated applications package and directed staff to prepare a final decision document. The document requested was prepared by Staff and is attached.

PROPOSED MOTION:

"I move that the City Council deny land use applications CU 22-03, DR 22-14, and SA 23-01 and authorize the Mayor to sign the Land Use Final Decision."

Attachment:

- Land Use Final Decision

Agenda Item Review: City Administrator X City Attorney X Finance X



**Land Use Final Decision
(Denial)**

City Council

File number(s): CU 22-03, DR 22-14, SA 23-01

Project name: U-Haul Development

Date of decision: June 12, 2023

Applicant: Kyle Marvin, ADVP of AMERCO Real Estate Co.

Landowner(s): Capital Development Co.

Site location: 0 [Zero] Stacy Allison Way NE, Woodburn, Oregon 97071

Zoning: Commercial General Zone (CG) & Interchange Management Overlay

I. INTRODUCTION & PROCEDURAL HISTORY

Proposal: The Applicant requests approval on a consolidated land use application package (Type III), Conditional Use 22-03, Design Review 22-14, and Street Adjustment SA 23-01, for a U-Haul development of two buildings and paved operations yard for motor freight transportation and warehousing, transfer services, mini-storage, and truck rental in the Commercial General (CG) zoning district.

Approval Criteria: To be approved, this proposal would need to comply with the following applicable approval criteria:

Woodburn Development Ordinance (WDO) 1.02, 2.03, 2.05, 2.06, 3.01-3.07, 4.01.07, and 5.03.01, 02, 03.

All section references are to the [Woodburn Development Ordinance \(WDO\)](#).

Procedural History:

Woodburn Planning Staff Recommendation to Planning Commission: Approval with conditions.

Public Hearing before Planning Commission: The Planning Commission held a public hearing on March 23, 2023, and voted unanimously to approve the consolidated land use applications package with the conditions recommended by Staff through the Staff Report published March 6, 2023. Other than a presentation by the Applicant, there was no additional testimony received from the public during the Planning Commission hearing.

Planning Commission Decision: The Planning Commission Chair, Charles Piper, signed the Final Decision of the Planning Commission on March 29, 2023. Staff mailed the Final Decision on March 29, 2023.

City Council Call-up Review Decision: Regardless of whether a third-party appeal is filed, the City Council may, by majority vote, initiate a review of a Type III decision of the Planning Commission (WDO 4.02.02).

At its April 10, 2023, meeting, the first regular City Council meeting following the date the City Council received notification of the Planning Commission's decision on the consolidated application for the U-Haul development, the City Council voted unanimously to initiate a call-up review of the applications.

Pursuant to the City Council's call-up vote, the City Recorder set a hearing date for the City Council review, within consideration of the 120-day rule.

The notice, hearing and decision procedures for City Council review followed the provisions of the Woodburn Development Ordinance provided for appeals (See WDO 4.02.01 and WDO 4.02.02).

City Council Hearing: Notice of the Public Hearing before the City Council on appeal of a land use decision by the Planning Commission was mailed on May 18, 2023, to all parties who signed in or participated before the close of the record of the Planning Commission Hearing (per WDO 4.02.01.C).

The City Council held a public hearing on the appeal at its regularly scheduled meeting on May 22, 2023. The meeting was held in person at Woodburn City Hall, 270 Montgomery Street, Woodburn, Oregon, with the meeting beginning at 7:00 p.m. The hearing was simultaneously held virtually over the videoconferencing software Microsoft Teams.

Per WDO 4.01.15, the City Council conducted the public hearing for the call-up review as a de novo Type III hearing and followed the standard quasi-judicial hearing procedure: (i) staff report; (ii) Applicant's presentation; (iii) testimony in favor of the application; (iv) testimony in

opposition to the application (with appellant permitted to testify and present its evidence and argument first); (v) rebuttal by the Applicant; (vi) record closed; and (v) deliberation and decision.

During the hearing itself, City Staff entered its full Staff Memorandum with associated attachments, dated May 22, 2023, into the hearing record. Attachments included, but were not limited to the Planning Commission (“PC”) Final Decision, Application materials, PC Staff Report and related proposed Analyses & Findings.

Besides the Applicant, no other public testimony was presented or received during the City Council public hearing.

Following the Applicant’s presentation and closure of the record, a motion was made to tentatively deny the Consolidated Applications, CU 22-03, DR 22-14, SA 23-01, for the U-Haul Development, and direct Staff to return with a final decision at the next City Council meeting reflecting City Council’s deliberation. The motion was seconded. A vote was taken, and the City Council voted 4-1 in support of the motion tentatively denying the applications. Pursuant to the motion, Staff was directed to prepare Findings consistent with the City Council's tentative decision and return to a future City Council meeting with a final decision in writing.

The City Council considered these Findings at a public meeting on June 12, 2023, and approved this Final Decision along with the associated Findings at that time.

Summary of Decision: Following the call-up review hearing for the proposed U-Haul development, the City Council voted to deny the applications. The denial was made on the basis that the scale of the uses proposed and associated development would not be compatible with the surrounding properties, a paramount requirement for Conditional Uses under the WDO. In addition, the Applicant’s proposal to site multiple industrial uses in one of the City’s four significantly important commercial areas, which is also adjacent to several residential developments, would be incompatible with the immediate surroundings and inconsistent with the City’s Comprehensive Plan.

II. GENERAL BACKGROUND

Applications

The land use application master case file number is Conditional Use CU 22-03, and the corollary case file numbers are Design Review DR 22-14, and Street Adjustment SA 23-01.

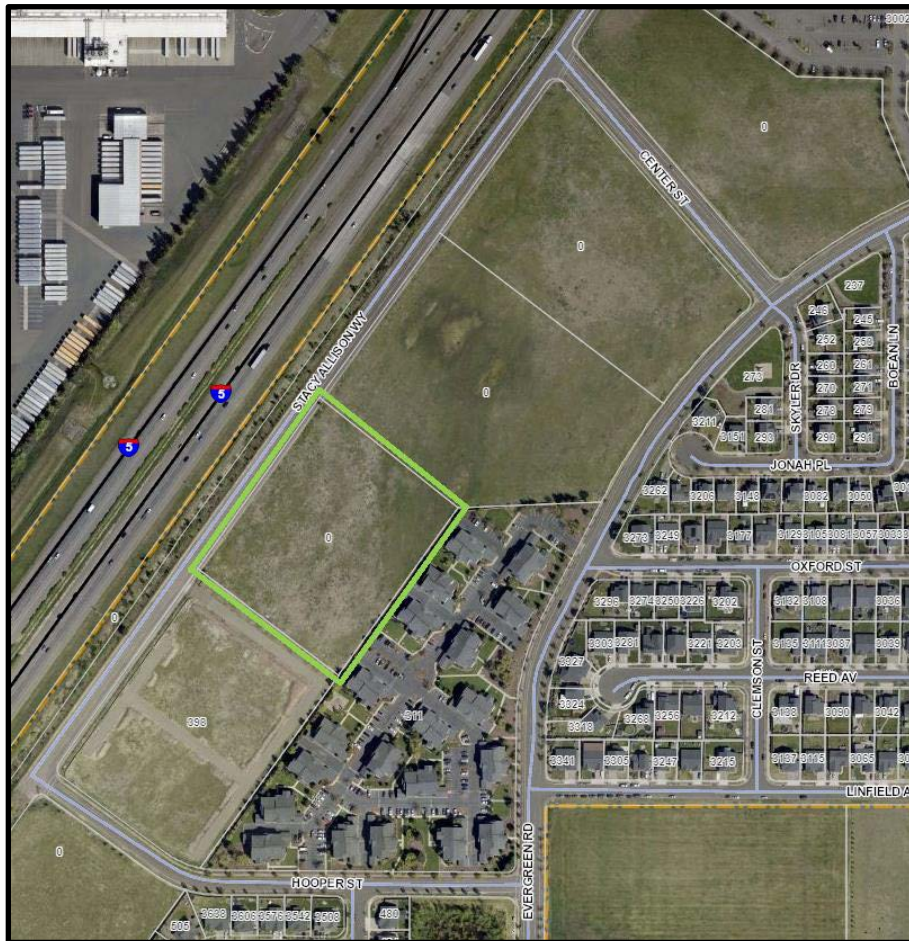
- CU 21-02 & DR 21-10: Conditional Use application and Design Review to redevelop vacant land into two buildings and a paved operations yard. This includes a north building, which is a warehouse (23,990 sq. ft. footprint, 53 ft. tall), and a south building, which is a five-story mini-storage building (28,400 sq. ft. footprint, 61 ft. tall) with 3,071sq. ft. of retail space. The two buildings total 165,990 sq. ft. of total space. The U-Haul development would include mini-storage, warehouse storage, truck and trailer

rentals, services such as rental of portable storage, moving containers (aka “pods”) with accessory retail sales of moving supplies.

- SA 23-01: Street Adjustment application to develop the Stacy Allison Way frontage to have a landscape strip with street trees and a new sidewalk with adjusted widths from the standard “Service Collector” designation for Stacy Allison Way.

Site

The subject property is on the east side of Stacy Allison Way NE, Woodburn, Oregon, composed of one lot totaling nearly 5 acres, south of Center Street and North of Hooper Street and east of Interstate-5.



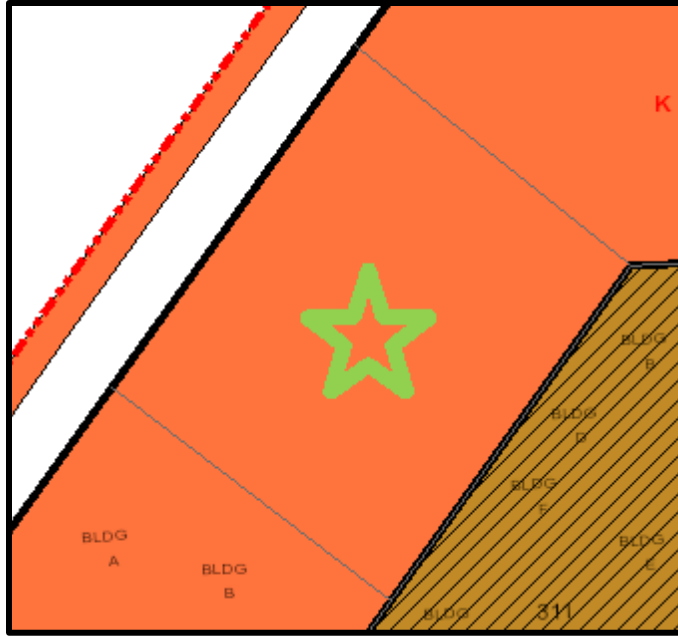
Zoning/Land Use

Comprehensive Plan Land Use Designation: *Commercial*

Zoning District: *Commercial General (CG)*

Overlay District(s) Interchange Management Area (IMA): *Subarea K*

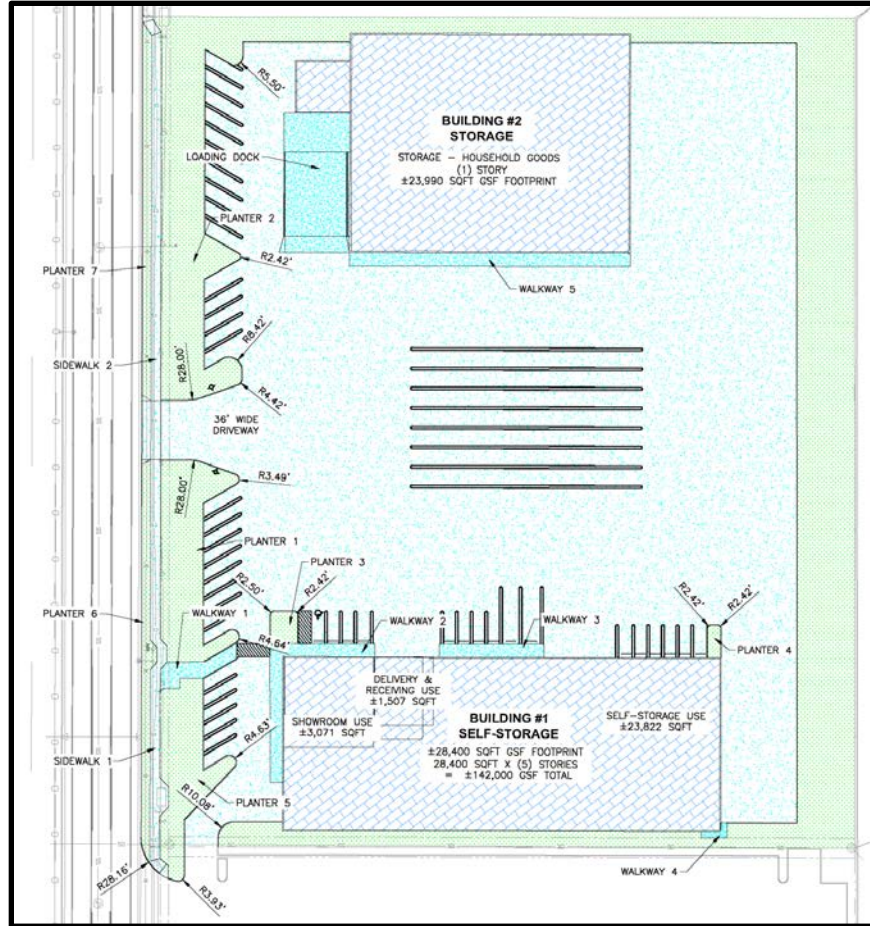
Existing Use(s): *none / undeveloped field / vacant*



<i>Cardinal Direction</i>	<i>Adjacent Zoning & Uses</i>
North	Adjacent along Stacy Allison Way: Commercial General (CG); Vacant Land
East	Adjacent behind the Property: Nodal Multi-Family Residential (RMN); Cascade Meadows Apartments
South	Adjacent along Stacy Allison Way: Commercial General (CG); Approved for Allison Way 586-unit Apartment Complex
West	Across Stacy Allison Way: Interstate-5

**Surrounding Properties and Neighborhood Table*

CU 22-03 Site Plan



III. BURDEN OF PROOF AND COMPLIANCE WITH CONDITIONAL USE APPROVAL STANDARDS

It is fundamental that the Applicant has the burden of establishing that its application complies with all applicable criteria. The City is not required to approve a non complying development proposal, even if conditions of approval might be imposed that would render the proposal consistent with the applicable criteria. The City has no legal obligation to impose conditions of approval in lieu of denying an application for Conditional Use approval.

Furthermore, under ORS 197.829 (1) LUBA must defer to the City’s interpretation of Conditional Use permit criteria even when that interpretation is at odds with LUBA’s own interpretation.

IV. STANDARDS & CRITERIA

The Conditional Use Criteria apply to this development based on the “Industrial Use” types being proposed for the development within a commercial zoning district and their proximity to residential development. Specifically, the proposed uses are listed as conditional at this location in the Commercial General “CG” District in Table 2.03A, row C.2: “Heavy equipment and motor vehicle sales: ...c. Truck dealers, including used truck”; as well as C.4 “motor freight transportation and warehousing, including local or long-distance trucking or transfer services, storage of farm products, furniture, other household goods, or commercial goods, and mini-storage.”

<i>Uses Allowed in Commercial Zones Table 2.03A</i>							
<i>U</i>			<i>Zo</i>				
<i>Accessory Uses (A) Uses (P) Special</i>	<i>Conditional Uses (CU) Permitted Uses (S)</i>	<i>Permitted Specific</i>	<i>DDC</i>	<i>CG</i>	<i>CO</i>	<i>MUV</i>	<i>NNC</i>
<i>C</i>	<i>Industrial</i>						
<i>2</i>	<i>Heavy equipment and motor vehicle sales: a. Manufactured (mobile) home dealers b. Motor vehicle and parts dealers, including new car, used car, recreational vehicle, motorcycle, boat, parts and tire dealers c. Truck dealers, including new truck, used truck, parts and tire dealers d. Tractor, farm machinery and equipment dealers e. Farm, garden and landscaping supplies</i>			<i>CU³</i>			
<i>4</i>	<i>Motor freight transportation and warehousing, including local or long-distance trucking or transfer services, storage of farm products, furniture, other household goods, or commercial goods, and mini- storage</i>			<i>CU¹</i>			

1. Not allowed in the gateway Overlay District

...

3. Allowed outright if not within 200 feet of residentially zoned properties

WDO 5.03 General Requirements

A. The purpose of this Section is to identify what types of actions are considered Type III decisions. Type III decisions involve significant discretion and evaluation of subjective approval standards, yet are not required to be heard by the City Council, except upon appeal. The process for these land use decisions is controlled by ORS 197.763. Notice

of the application and the Planning Commission or Design Review Board hearing is published and mailed to the Applicant, recognized neighborhood associations and property owners. The decision of the Planning Commission or Design Review Board is appealable to the City Council. The City Council's decision is the City's final decision and is appealable to the Land Use Board of Appeals.

- B. To initiate consideration of a Type III decision, a complete City application, accompanying information, and filing fee must be submitted to the Director. The Director will evaluate the application as outlined in this Section.

5.03.01 Conditional Use

5.03.02 Design Review, Type III

5.03.03 Exception to Street Right of Way and Improvement Requirements

WDO 5.03.01 Conditional Use

- A. Purpose: A Conditional Use is an activity which is permitted in a zone but which, because of some characteristics, is not entirely compatible with other uses allowed in the zone and cannot be permitted outright. A public hearing is held by the Planning Commission and conditions may be imposed to offset impacts and make the use as compatible as practical with surrounding uses. Conditions can also be imposed to make the use conform to the requirements of this Ordinance and with other applicable criteria and standards. Conditions that decrease the minimum standards of a development standard require variance approval.

- B. Criteria:

1. The proposed use shall be permitted as a Conditional Use within the zoning district.
2. The proposed use shall comply with the development standards of the zoning district.
3. The proposed use shall be compatible with the surrounding properties.

Relevant factors to be considered in determining whether the proposed use is compatible include:

- a. The suitability of the size, shape, location and topography of the site for the proposed use;
- b. The capacity of public water, sewerage, drainage, street and pedestrian facilities serving the proposed use;
- c. The impact of the proposed use on the quality of the living environment:
 - 1) Noise;
 - 2) Illumination;
 - 3) Hours of operation;

- 4) Air quality;
 - 5) Aesthetics; and
 - 6) Vehicular traffic.
- d. The conformance of the proposed use with applicable Comprehensive Plan policies; and
 - e. The suitability of proposed conditions of approval to ensure compatibility of the proposed use with other uses in the vicinity.

V. APPLICATION OF CRITERIA & FINDINGS

Conditional Use Criteria #3

3. The proposed use shall be compatible with the surrounding properties.

Relevant factors to be considered in determining whether the proposed use is compatible include:

- a. **The suitability of the size, shape, location and topography of the site for the proposed use;**
- b. **The capacity of public water, sewerage, drainage, street and pedestrian facilities serving the proposed use;**
- c. **The impact of the proposed use on the quality of the living environment:**
 - 1) **Noise;**
 - 2) **Illumination;**
 - 3) **Hours of operation;**
 - 4) **Air quality;**
 - 5) **Aesthetics; and**
 - 6) **Vehicular traffic.**
- d. **The conformance of the proposed use with applicable Comprehensive Plan policies; and**
- e. **The suitability of proposed conditions of approval to ensure compatibility of the proposed use with other uses in the vicinity.**

Evidence:

In addition to the entire record assembled thus far, substantial evidence provided at the City Council hearing included the Staff and Applicant’s presentations as well as a color handout provided by the Applicant. Staff’s presentation highlighted the industrial nature of the uses and their intensity, including:

- Approximately two acres of paved operations yard, most of which is identified as a "vehicle shunting area" on the plans;

- The location and number of 'fleet' rental trucks and outdoor storage area. This included details from the U-Haul corporate website indicating that due to the height of the truck fleet they would still be visible over the proposed wall;
- Specific conditions that the Planning Commission included which were proposed for the purpose of mitigating the negative impacts of the uses. These included the highest walls permissible under the Code, thicker landscaping and enhanced architecture;
- Photos of numerous existing U-Haul sites across the region indicating excessive signage, outdoor U-boxes stacked, active maintenance yards and the overall industrial nature of the operations. These included fleet trucks along the street frontage with failed efforts to hide the adverse visual impacts of the uses.

During City Council questioning, Staff provided information about the other industrial areas in the city that were zoned for industrial use and which would specifically allow these uses as "permitted" uses under the Code.

The Applicant's presentation noted how their proposal would be beneficial to the city in terms of diversification that would serve new residents that were expected to be living in the City. They highlighted the appropriateness of the site according to their internal studies which indicated that most people do not want to travel more than three miles to use their services or rent their trucks.

The Applicant also discussed the wall being conditioned along their frontage. They were concerned with costs, maintenance, graffiti, and adverse impacts it would have on their truck rental business. They stated that, despite the larger signage they would be afforded at this interchange location, their business model is to have their fleet trucks, with the U-Haul logo, visible to customers from the street. They also discussed the nature of some of the other U-Haul dealers in the City and how their proposal, as a corporate entity, would be different and they would not have the same appearance.

During questioning, the City Council repeatedly commented positively on the architectural renderings and efforts made by the Applicant. The Applicant answered questions related to the security and hours of operation for the uses. They also explained the nature of the 'shunting' yard and stated that it's an area for trucks and trailers that are continually being moved around to ensure that vehicles and materials can be moved quickly in and out.

Findings:

Type III decisions involve significant discretion and evaluation of subjective approval standards. For Conditional Use applications, relevant factors to be considered in determining whether the proposed use is "compatible" with the surrounding properties include the following:

- a. *The suitability of the **size**, shape, **location** and topography of the site for the proposed use (bold/underline for emphasis)*

The scale and extent of the industrial uses make the size and location unsuitable for this particular location.

In their Conditional Use application, the Applicant describes the use proposed as such:

“The Applicant is requesting approval of the proposed use, which will enable the development of the site as a motor freight transportation and warehousing, including local or long-distance trucking or transfer services, storage of farm products, furniture, other household goods, or commercial goods, and mini-storage use.” Page 4 of 16, Applicant submittal

Additionally, their application describes the retail component as “ancillary” to the other uses on the site:

An approximately 1,462 square foot office area ancillary to the proposed Motor Freight Transportation and Self-Storage uses” Page 4 of 16, Applicant submittal

Based upon what the Applicant specifically describes in its applications, the City Council interprets the WDO to require six distinct Conditional Uses for this property. Any one of these, on its own, would require a Conditional Use approval. Combined on the same five-acre site, they create an intense industrial yard with merely accessory retail uses. Based on the application presented, the uses proposed are classified as Industrial under Table 2.03(A) of the WDO:

1. “Heavy equipment sales” (trailer sales, U-boxes rentals
2. and trailer installations)
3. “Truck dealers, used trucks” (rental of U-Haul vans and trucks)
4. “Motor freight transportation... including local or long distance trucking or transfer services” (2 acre shunting yard)
5. “Storage of furniture other household goods” (within the northern building)
6. “Mini storage” (southern building)

The City Council finds that this commercially zoned site is unique in that it is located along the interchange and is adjacent to residential development on two sides. The proximity of these homes is the reason “truck dealers, used trucks” are listed under the Code as requiring the additional scrutiny and analysis under a Conditional Use review.

The City Council finds that there is a potential need for U-Haul’s services, however, the size and location of the proposed site is incompatible with the surrounding properties and neighborhood.

The City already provides a number of moderate to large size industrially-zoned areas within the City under which the uses specifically being proposed by U-Haul are classified as permitted uses under the WDO. U-Haul's service-level goals could still be accomplished (including their 3-mile service area) through locating within an industrial area within the city, or on another commercial property more conducive to these uses. The size of the proposed site with the multiple industrial uses proposed by the Applicant deem it unsuitable at this location.

The City Council finds that the number, intensity and scale of industrial uses proposed on this single property at this commercial gateway location, which is surrounded by retail and high density residential uses, make it incompatible and will exacerbate the detrimental effects on surrounding residential properties.

The Planning Commission considered and included a number of conditions of approval in an attempt to address the incompatible nature of these uses. These included enhancements to the architecture and landscaping; up to and including an eight-foot high fully opaque wall along the property's entire frontage. However, these herculean efforts to hide and shield the proposed uses only serve to demonstrate that they are too intense for this site to be made compatible. If a proposed Conditional Use in a retail commercial district needs to be hidden behind walls in an effort to mitigate its negative impacts, the City Council finds that this demonstrates that it is too large and intense for its proposed location.

Based upon the evidence in the record, the City Council specifically finds that there are no reasonable development conditions that it can impose to attain compliance with the WDO Conditional Use approval standards.

In their response to criterion 5.03.01 B3 relating compatibility of the use and suitability of the location of the site, the Applicant responded, *"Surrounding properties to the south are developed with multi-story Multiple Family Dwelling complexes, which area considered by the Applicant as complimentary uses to the primary use of the site"* (page 7 of submittal)

The City Council finds that it does not agree with this conclusion. While it may be true that the Applicant considers the uses to complimentary, the City Council finds that the Applicant presented no evidence to support its conclusion. The City Council finds that the number of industrial uses proposed and their scale demonstrates that the uses are not complimentary to the adjacent residential uses.

For these reasons, the City Council finds that the unsuitability of the size and location of this site for the proposed U-Haul facility and its number of industrial uses make it unsuitable and incompatible.

d. The conformance of the proposed use with applicable Comprehensive Plan policies

In their submittal (starting on page 8), the Applicant indicates conformance with two Comprehensive Plan Policies, one of which is restated below:

“F-1.3 Strip zoning should be discouraged as a most unproductive form of commercial land development. Strip zoning is characterized by the use of small parcels of less than one acre, with lot depths of less than 150 feet and parcels containing multiple driveway access points. Whenever possible, the City should encourage or require commercial developments which are designed to allow pedestrians to shop without relying on the private automobile to go from shop to shop. Therefore, acreage site lots should be encouraged to develop "mall type" developments that allow a one stop and shop opportunity. Commercial developments or commercial development patterns that require the use of the private automobile shall be discouraged and pedestrian oriented, with parking to the rear or side of commercial buildings, and with pedestrian connections to neighboring residential areas.

In their response, the Applicant states that its application is consistent with this policy, in part, because, “As far as practical, parking areas are located to the side of the proposed commercial buildings.” This is simply false. The site plan actually includes parking for 30 rental trucks along their frontage. These large rental trucks along their frontage was, in point of fact, a contentious issue that was discussed by the Staff and the Planning Commission at length.

The City Council is not convinced that the Applicant has provided evidence that its application is consistent with relevant provisions of the Plan. To the contrary, the City Council finds that the application is inconsistent with not only the policy referenced above, but with the following provisions of the Comprehensive Plan:

Industrial Goals

E-1.4 Industrial areas that are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones to minimize the impact of industrial uses.

E.1.6

The City deems the industrial park concept the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design.

Commercial Policies, pg. 23, paragraph 3; policy F-1.1

Commercial Land Designations: “The third large area of commercial development in the City is the I-5 Interchange. This contains one small shopping center, a large retail use (Wal-Mart), a developing outlet mall, and other highway related uses. In general, commercial uses on the west side of the freeway should be limited to highway related interchange type uses, while on the east side, a more general commercial nature should be encouraged. There are approximately 60 acres available for development located southwest of Evergreen Road. This land should be developed as a large integrated shopping center when Woodburn's population justifies it.”

The City Council finds that the Comprehensive Plan clearly recognizes the importance of protecting commercial uses at this location (identified as the “east side” of the I-5 interchange) as having a “general commercial nature”. The proposed development is an industrial use with only a minimal amount of retail. If approved, the City would be losing five acres of critical retail commercial property for industrial uses. This would be inconsistent with City’s stated vision for a “large integrated shopping center” at this interchange location.

Commercial Lands Policy F-1.1: “The City should at all times have sufficient land to accommodate the retail needs of the City and the surrounding market area while encouraging commercial infill and redevelopment. The City presently has five major commercial areas: 99E, 1-5 Interchange, the downtown area, the Parr Road Nodal Commercial area, and the 214/211/99E four corners intersection area. No new areas should be established.”

This Plan Policy clearly states that commercial infill should be encouraged. It recognizes that efficient use of this area for retail needs precludes the need to establish retail areas in other parts of the City. The City Council finds that the proposed development would be inconsistent with the intent of this Policy because it provides only an insignificant amount of retail square footage (3,071 sf) which is less than 2% of the total square footage of the floor area proposed. This “gateway property” is not intended for large-scale industrial uses, such as the Applicant’s proposal. The City has industrial areas that are zoned and specifically planned for these types of uses.

For these reasons, the City Council finds that the proposed U-Haul facility and its industrial uses fails to conform with the applicable Comprehensive Plan policies for commercial and industrial development.

VI. CONCLUSION

Based upon the Findings detailed above, the City Council finds the Conditional Use criteria (WDO 5.03.01.B.3), have not been met by the Applicant. The evidence in the record demonstrates that U-Haul’s proposed outdoor equipment and operations yard, storage pods, household warehousing, and five story mini-storage, is not compatible with the surrounding properties. The Applicant clearly has not met its burden of proof in supporting its application.

Furthermore, the City Council finds that it cannot reasonably condition the proposed uses to make the Applicant’s proposal compatible. The size and scale of the proposal is too intense. The conditions proposed by the Planning Commission would not only have a deleterious impact on the surrounding retail uses, but they would not adequately address the incongruent impacts of the application on the adjacent residential uses. The proposed level of industrial uses is more appropriately located in one of the City’s available industrially zoned areas or potentially in another commercial district on an appropriate site.

VII. DECISION

Based upon the Findings and conclusion above, the City Council makes the following Final Decision:

Deny the land use applications for U-Haul, Conditional Use 22-03, Design Review DR 22-14, and Street Adjustment SA 23-01.

VIII. APPEALS

This decision may be appealed to the Oregon Land Use Board of Appeals (LUBA) pursuant to Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR) 661-010.

A copy of the decision is available for inspection at no cost, and the City would provide a copy at reasonable cost at the Community Development Department, City Hall, 270 Montgomery Street, Woodburn, OR 97071-4730. For questions or additional information, contact Cassandra Martinez, Administrative Specialist, at (503) 982-5246 or cassandra.martinez@ci.woodburn.or.us.

As authorized by the City Council on June 12, 2023

Frank Lonergan, Mayor

_____, 2023
Date

cc: Chris Kerr, Community Development Director
Kyle Marvin, AMERCO Real Estate Co., 2727 N. Central Avenue, Phoenix, AZ 85004
(applicant) [mail]
Capitol Development Co., PO Box 3487, Lacey WA 98509 (landowner) [mail]

June 12, 2023

TO: Honorable Mayor and City Council

FROM: Scott Derickson, City Administrator
Marty Pilcher, Police Chief
Jesse Cuomo, Community Services Director

SUBJECT: **Creation of Two-Year Community Outreach and Education
Coordinator Pilot Program**

RECOMMENDATION:

Allocate \$250,000 in American Recovery Plan Act (ARPA) funds (\$125,000 annually over two fiscal years) to create a Community Youth Outreach and Education Coordinator Program as a two-year pilot program.

BACKGROUND:

As communities continue to move forward in the post COVID-19 pandemic environment, communities across Oregon and the nation have identified pandemic related social and family behavioral issues manifesting in middle school/pre-high school populations. Consistent with these national trends and working with the Woodburn School District and the Woodburn Police Department, the City has identified an alarming trend of significantly increased school suspensions, drug activity around schools, increasing amounts of vandalism throughout the City, and in some cases gang affiliated violence and more police involvement with school age children.

In response to these trends, the City coordinated two regional-wide youth intervention meetings, conducted on May 24 and May 31, 2023. The meetings included multijurisdictional agencies and non-profit organizations bringing resources and information to the table in an effort to develop a City-wide strategy for engaging venerable youth. Participants included various City Departments, the Woodburn School District, Marion County Juvenile Department, Safety Compass, Boys and Girls Club, and other community non-profits.

Based on the input from our partner agencies and organizations, the City has determined that additional prevention and intervention services, programs, and education for youth and parents is needed to in an effort to counter the trends

Agenda Item Review: City Administrator City Attorney Finance

we are seeing in the community. The goal is to engage families with school age children with information, services and programs to address these concerning trend and better direct young people onto a better path for success.

It is our opinion that the City of Woodburn is in the strongest position to quickly establish a full-time position, as part of a two-year pilot program, to coordinate services and programs in collaboration with our partner organizations to directly affect young people in our community. The City also has access to ARPA funds that are eligible for this program.

DISCUSSION:

Following the youth intervention meeting on May 24th City staff evaluated possible intervention measures that could be taken to help mitigate the current youth misconduct issues and aid regional and local partners in reducing the community issue. City staff proposed the establishment of a City of Woodburn Community Youth Outreach and Education Coordinator. This position would assist in establishing and overseeing community-based partnerships that include but are not limited to:

- Work to develop Intergovernmental Agreements with partnering organizations for additional financial and programmatic support. The Woodburn School District will be a critical partner in the success of this effort.
- Coordinate programs between departments and the public including school district personnel, community groups, businesses, and/or non-profit or other agencies.
- Provide family-strengthening/effectiveness training to improve parenting skills, build life skills in youth, and strengthen family bonds.
- Engage community groups, individuals, and institutions to respond to the multiple needs of youth and their families by working with local social services and non-profit groups to increase community access and resources.
- Mobilize community leaders and non-profit programs to assist at-risk youth into club programs in a non-stigmatizing way through direct outreach efforts at schools and community events to increase community awareness and education.

- Work with local non-profits to provide social support for disadvantaged and at-risk youth and families by developing a wide range of materials, communication campaigns, web and social media content, classes, or presentations in various formats.
- Establish a comprehensive framework for the integration of child and adolescent services programming that links the juvenile justice system with human services and other related agencies, including schools, child welfare services, mental health agencies, and social services.
- Develop youth intervention strategies in partnership with Woodburn School District, Marion County Juvenile Department, and non-profits to establish a youth diversion program or peer court.

FINANCIAL IMPACT:

The City has estimated an approximate \$288,000 in ARPA current-year savings, which was generated via cost savings in the various City Council approved APRA project allocations. Consequently, it is recommended that the Community Outreach and Education Coordinator Program be funded, on a two-year pilot project basis with a \$250,000 (or \$125,000 per year) allocation of ARPA grant funds.

The position will need additional financial and program support from our partners to be successful. The City cannot commit to funding beyond two years.

COUNCIL BILL NO. 3213

RESOLUTION NO. 2209

A RESOLUTION ADOPTING THE FISCAL YEAR (FY) 2023-24 BUDGET; MAKING BUDGET APPROPRIATIONS; AND CATEGORIZING TAXES

WHEREAS, the City of Woodburn FY 2023-24 budget was submitted to the Budget Committee at its April 29, 2023, meeting; and

WHEREAS, the April 29, 2023, Budget Committee meeting was noticed by publication in the *Woodburn Independent* newspaper on April 19, 2023; and

WHEREAS, a public hearing was held at the April 29, 2023, Budget Committee meeting after which time the budget was approved; and

WHEREAS, the Notice of Budget Hearing and Financial Summary were published in the *Woodburn Independent* newspaper on May 31, 2023 as required by ORS 294.438; and

WHEREAS, a second public hearing was held before the City Council at its meeting on June 12, 2023; and **NOW, THEREFORE**

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. The City Council adopts the budget for FY 2023-24 in the sum of \$127, 850,120. A copy of the budget document is now on file at City Hall, 270 Montgomery Drive, Woodburn, Oregon.

Section 2. The City Council imposes the taxes provided for in the adopted budget at a permanent rate of \$6.0534 per \$1,000 of assessed value for operations, and in the aggregate amount of \$642,100 for public safety general obligation (GO) bonds. These taxes are hereby imposed and categorized for tax year 2023-24 based upon assessed value of all taxable property within the City.

	<u>General Government</u>	<u>Excluded from Limitation</u>
Permanent Rate Limit	\$6.0534/\$1,000	-
GO Bond Levy	-	\$642,100

Section 3. FY 2023-24 budgets are appropriated at the fund levels shown:

Organization	Operating*	Transfers	Debt	Contingency	Total	Reserves	Total
Administration	2,209,350				2,209,350		
Economic Development	830,340				830,340		
Police	10,099,780				10,099,780		
Community Services	4,172,240				4,172,240		
Planning	955,670				955,670		
Engineering	482,840				482,840		
Non-Departmental	1,084,680	166,470			1,251,150		
General Fund				4,958,730	4,958,730	5,718,430	
Total General Fund	19,834,900	166,470	-	4,958,730	24,960,100	5,718,430	30,678,530
Transit	1,941,040			780,260	2,721,300		2,721,300
Building	2,779,360			8,178,320	10,957,680		10,957,680
Asset Forfeiture	16,600				16,600		16,600
American Rescue Plan	281,220	1,129,250		839,920	2,250,390		2,250,390
Housing Rehab	38,290				38,290		38,290
Street	2,929,440	60,000		4,175,770	7,165,210		7,165,210
GO Debt Service			642,100		642,100		642,100
General Cap Const	3,204,960				3,204,960		3,204,960
Special Assessment	2,300			39,960	42,260		42,260
Street/Storm Cap Const	880,000				880,000		880,000
Parks SDC	60,000	1,028,750			1,088,750	4,805,630	5,894,380
Transportation SDC		420,000			420,000	14,628,430	15,048,430
Storm SDC	250,000	67,320			317,320	774,470	1,091,790
Sewer Cap Const	2,135,000				2,135,000		2,135,000
Water Cap Const	2,006,800				2,006,800		2,006,800
Water	3,621,190	414,000	2,272,000	181,060	6,488,250	561,800	7,050,050
Sewer	5,506,350	2,185,000		1,000,000	8,691,350	16,193,130	24,884,480
Water SDC	-	125,000			125,000	3,892,400	4,017,400
Sewer SDC	300,000	100,000			400,000	1,508,280	1,908,280
Information Technology	1,670,240			216,550	1,886,790	120,000	2,006,790
Insurance	960,720			549,730	1,510,450		1,510,450
Equipment Replacement	1,274,640				1,274,640		1,274,640
PERS Reserve				391,120	391,120		391,120
Lavelle Black Trust	7,500			25,690	33,190		33,190
TOTAL	49,700,550	5,695,790	2,914,100	21,337,110	79,647,550	48,202,570	127,850,120

*Operating Budget: Personnel, Materials and Services, and Capital Outlay

Approved as to Form: _____
 City Attorney _____ Date _____

APPROVED: _____
 Frank Lonergan, Mayor

Passed by the Council _____
 Submitted to the Mayor _____
 Approved by the Mayor _____
 Filed in the Office of the Recorder _____

ATTEST: _____
 Heather Pierson, City Recorder
 City of Woodburn, Oregon

COUNCIL BILL NO. 3214

RESOLUTION NO. 2210

A RESOLUTION DECLARING THE CITY OF WOODBURN'S ELIGIBILITY AND ELECTION TO RECEIVE STATE REVENUE SHARING

WHEREAS, the City of Woodburn desires to receive a share of state revenues apportioned and distributed to the cities of the state during Fiscal Year 2023-2024 as provided in ORS 221.760 and ORS 221.770; and

WHEREAS, ORS 221.760 provides as follows:

The officer responsible for disbursing funds to cities under ORS 323.455, 366.785 to 366.820 and 471.805 shall, in the case of a city located within a county having more than 100,000 inhabitants according to the most recent federal decennial census, disburse such funds only if the city provides four or more of the following services:

- (1) Police protection
- (2) Fire protection
- (3) Street construction, maintenance and lighting
- (4) Sanitary sewer
- (5) Storm sewers
- (6) Planning, zoning and subdivision control
- (7) One or more utility services

WHEREAS, ORS 221.770(1)(a) requires that any city electing to receive a distribution must enact an ordinance or resolution expressing that election and file the same with the Oregon Department of Administrative Services no later than July 31; and

WHEREAS, ORS 221.770(1)(b) requires that any city electing to receive a distribution must hold at least one public hearing at which citizens have the opportunity to provide written or oral comment on the possible uses of the distributions; **NOW, THEREFORE**

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. That the City Council of the City of Woodburn hereby certifies that it provides the following four or more municipal services enumerated in Section 1, ORS 221.760:

Police protection
Street construction, maintenance and lighting
Sanitary sewer
Storm sewers
Planning, zoning and subdivision control
One or more utility services

Section 2. The City of Woodburn hereby elects to receive distributions of state revenues during FY 2023-2024 pursuant to ORS 221.770(1)(a).

Section 3. The City Council hereby certifies that it conducted a public hearing, after giving public notice, on June 12, 2023 and called for written and oral comment on the possible uses of the distributions and that the hearing complied with ORS 221.770(1)(b) and (c).

Section 4. The City Recorder is directed to certify compliance with the public hearing requirements and file this resolution with the Oregon Department of Administrative Services by July 31, 2023.

Approved as to Form: _____
City Attorney Date

APPROVED: _____
Frank Lonergan, Mayor

Passed by the Council _____
Submitted to the Mayor _____
Approved by the Mayor _____
Filed in the Office of the Recorder _____

ATTEST: _____
Heather Pierson, City Recorder
City of Woodburn, Oregon



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Curtis Stultz, Public Works Director

SUBJECT: **FY 2022-23 Transfer of Appropriations Request within Water Fund**

RECOMMENDATION:

Adopt the Resolution authorizing up to \$100,000 transfer from the Water Fund's Contingencies & Reserve to Materials & Services operating division.

BACKGROUND:

Every year, after Council budget adoption, circumstances arise that were either unforeseen, unquantifiable, or discovered as errors. Oregon Budget Law, ORS 294.471(1) provides for changes to adopted budgets through a transfer resolution or supplemental budget process that notices the proposed changes. Transfers not in excess of 15 percent of any fund's total expenditures may be made through a resolution without adoption of a supplemental budget. The proposed transfer of Water Fund appropriations is 1.2 percent of the Fund's total budgeted expenditures.

DISCUSSION:

Water Fund (470), Contingencies & Reserve: \$100,000

Authority is requested to move \$100,000 from the Water Fund's Contingencies & Reserves to the Materials & Services division.

Water Fund (470), Materials & Services: \$100,000

The Water Fund's is nearing its authorized spending limit adopted in the FY22/23 budget. This rise in expenditure is due primarily to an unforeseen rise in electricity rates and continued housing development supplies (new meter installations). The increase in utility rates occurred in the middle of the fiscal year, about 10% over previous monthly rates. As the fiscal year comes to a close, the Water Supply operating budget is unlikely to be able to absorb these additional expenditures. To ensure that funding is available to meet spending obligations, authorization is

Agenda Item Review: City Administrator ___x___ City Attorney ___x___ Finance ___x___

requested to raise the Water Fund's Materials & Services expenditure limit by \$100,000.

FINANCIAL IMPACT:

If the resolution is approved, \$100,000 will be transferred within the Water Fund from Contingencies & Reserves to Materials & Services. This transfer will not change the Fund's total budgeted expenditures.

Water Fund (470)

<u>Expenditures</u>	Budget Appropriation	Transfers In (Out)	Revised Appropriation
Personnel	\$ 1,922,100	\$ -	\$ 1,922,100
Materials & Services- Water Supply	\$ 645,300	\$ 100,000	\$ 745,300
Materials & Services- Water Admin	\$ 508,430		\$ 508,430
Debt Service	\$ 1,529,200		\$ 1,529,200
Transfer Out	\$ 2,025,200		\$ 2,025,200
Contingencies & Reserve	\$ 1,375,040	\$ (100,000)	\$ 1,275,040
Total	\$ 8,005,270		\$ 8,005,270

COUNCIL BILL NO. 3215

RESOLUTION NO. 2211

A RESOLUTION AUTHORIZING THE TRANSFER OF APPROPRIATIONS WITHIN THE WATER FUND FOR THE FISCAL YEAR 2022-23

WHEREAS, on June 13, 2022, the Woodburn City Council approved a Resolution adopting a budget for the fiscal year 2022-2023, wherein funds were appropriated; and

WHEREAS, ORS 294.463 provides that transfers of appropriations may be made within a given fund when authorized by Resolution of the City Council; and

WHEREAS, the City routinely budgets certain amounts and contingencies to provide budget resources to fund appropriations not anticipated at the time of budget adoption; and

WHEREAS, transfers may be made from an operating contingency appropriation to the appropriation category from which it will be expended; and

WHEREAS, contingency transfers that in aggregate during a fiscal year do not exceed fifteen percent (15%) of the total appropriations of the fund contained in the original budget may be made through a resolution without adoption of a supplemental budget; and

WHEREAS, changes to previously budgeted appropriations in the Water Fund are needed to support Water Supply Materials & Services for increased activity in support of the housing development needs of the City and the unexpected 10% increase in electricity rates, **NOW, THEREFORE**,

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. Transfer of Appropriations. The following Transfer of Appropriations within the Water Fund for the 2022-2023 fiscal year is hereby approved:

Water Fund (470)

<u>Expenditures</u>	<u>Budget Appropriation</u>	<u>Transfers In (Out)</u>	<u>Revised Appropriation</u>
Personnel	\$ 1,922,100	\$ -	\$ 1,922,100
Materials & Services- Water Supply	\$ 645,300	\$ 100,000	\$ 745,300
Materials & Services- Water Admin	\$ 508,430		\$ 508,430
Debt Service	\$ 1,529,200		\$ 1,529,200
Transfer Out	\$ 2,025,200		\$ 2,025,200
Contingencies & Reserve	\$ 1,375,040	\$ (100,000)	\$ 1,275,040
Total	\$ 8,005,270		\$ 8,005,270

Approved as to form: _____
 City Attorney Date

Approved: _____
 Frank Lonergan, Mayor

Passed by the Council _____
 Submitted to the Mayor _____
 Approved by the Mayor _____
 Filed in the Office of the Recorder _____

ATTEST: _____
 Heather Pierson City Recorder
 City of Woodburn, Oregon



Agenda Item

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Curtis Stultz, Public Works Director
Tony Turley, Finance Director

SUBJECT: **FY 2022-23 Transfer of Appropriations Request within Street Fund**

RECOMMENDATION:

Adopt the Resolution authorizing up to \$100,000 transfer from the Street Fund’s Materials & Services to Transfer Out division.

BACKGROUND:

Every year, after Council budget adoption, circumstances arise that were either unforeseen, unquantifiable, or discovered as errors. Oregon Budget Law, ORS 294.471(1) provides for changes to adopted budgets through a transfer resolution or supplemental budget process that notices the proposed changes. Transfers not in excess of 15 percent of any fund’s total expenditures may be made through a resolution without adoption of a supplemental budget. The proposed transfer of Street Fund appropriations is 1.2 percent of the Fund’s total budgeted expenditures.

DISCUSSION:

Street Fund (140): Materials & Services: \$100,000

Authority is requested to move \$100,000 from Street Maintenance’s Materials & Services division to the Transfer Out division. Other Repairs & Maintenance expenditures in this division are expected to be less than budgeted and available for use.

Street Fund (140): Transfer Out to Street/Storm Cap Construction Fund: \$100,000

Street capital projects are budgeted and expended in the Street & Storm Capital Construction Fund (363). Project expenditures are supported by transfers from the Street Fund. DOT Fund Exchange revenue was not available to support street capital projects this year as originally anticipated due to a contract expiration.

Agenda Item Review: City Administrator ___x___ City Attorney ___x___ Finance _x___

DOT Fund Exchange revenue is likely to be available for future street capital projects and staff is actively working to secure these funds. To close the gap between FY22/23 capital project expenditures and the revenue to support them, authorization is requested to raise the Street Fund’s transfer limit beyond the amount currently budgeted.

FINANCIAL IMPACT:

If the resolution is approved, \$100,000 will be transferred from the Street Fund’s Materials & Services division to its Transfer Out division. This transfer will not change the Fund’s total budgeted expenditures.

Street Fund (140)

<u>Expenditures</u>	Budget Appropriation	Transfers In (Out)	Revised Appropriation
Personnel	\$ 1,181,670	\$ -	\$ 1,181,670
Materials & Services- Street Maint	\$ 1,963,950	\$ (100,000)	\$ 1,863,950
Materials & Services- Street Admin	\$ 365,760		\$ 365,760
Transfer Out	\$ 2,084,500	\$ 100,000	\$ 2,184,500
Contingencies & Reserve	\$ 2,473,650		\$ 2,473,650
Total	\$ 8,069,530		\$ 8,069,530

COUNCIL BILL NO. 3216

RESOLUTION NO. 2212

A RESOLUTION AUTHORIZING THE TRANSFER OF APPROPRIATIONS WITHIN THE STREET FUND FOR THE FISCAL YEAR 2022-23

WHEREAS, on June 13, 2022, the Woodburn City Council approved a Resolution adopting a budget for the fiscal year 2022-2023, wherein funds were appropriated; and

WHEREAS, ORS 294.463 provides that transfers of appropriations may be made within a given fund when authorized by Resolution of the City Council; and

WHEREAS, the City routinely budgets certain amounts and contingencies to provide budget resources to fund appropriations not anticipated at the time of budget adoption; and

WHEREAS, transfers may be made from an operating appropriation to the appropriation category from which it will be expended and may be made through a resolution without adoption of a supplemental budget; and

WHEREAS, changes to previously budgeted appropriations in the Street Fund are needed to support street capital projects with savings in the Fund’s materials and service budget, **NOW, THEREFORE**,

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. Transfer of Appropriations. The following Transfer of Appropriations within the Street Fund for the 2022-2023 fiscal year is hereby approved:

Street Fund (140)

<u>Expenditures</u>	Budget Appropriation	Transfers In (Out)	Revised Appropriation
Personnel	\$ 1,181,670	\$ -	\$ 1,181,670
Materials & Services- Street Maint	\$ 1,963,950	\$ (100,000)	\$ 1,863,950
Materials & Services- Street Admin	\$ 365,760		\$ 365,760
Transfer Out	\$ 2,084,500	\$ 100,000	\$ 2,184,500
Contingencies & Reserve	\$ 2,473,650		\$ 2,473,650
Total	\$ 8,069,530		\$ 8,069,530

Approved as to form: _____
City Attorney Date

Approved: _____
Frank Lonergan, Mayor

Passed by the Council _____

Submitted to the Mayor _____

Approved by the Mayor _____

Filed in the Office of the Recorder _____

ATTEST: _____
Heather Pierson City Recorder
City of Woodburn, Oregon

June 12, 2023

TO: Honorable Mayor and City Council through City Administrator
FROM: Kathleen McClaskey, Transit Manager
SUBJECT: **Approve Resolution Adopting the Transit Development Plan**

RECOMMENDATION:

Approve the resolution adopting the Transit Development Plan (TDP).

BACKGROUND:

The City of Woodburn's last TDP was completed in 2010. Although the TDP guided the City in improving and expanding local transit services over the past decade, the plan has become outdated and many of the priorities it established have been completed, including construction of the Woodburn Memorial Transit Facility and the Downtown Transit Center. Additionally, the City has updated and expanded its fleet of transit vehicles, expanded service to seven days per week, added the Express Route, installed new shelters, bus stops and signage and coordinated with Cherriots to implement regional connections to Keizer and Wilsonville.

In June 2022, the City Council authorized staff to undertake an update to the TDP to help the City adequately sustain transit services and support planned growth over the next 10+ years. Transportation planning firm Nelson\Nygaard was hired to lead the 12-month project. A current TDP is essential for ensuring that local transit service meets the need of Woodburn residents, while also placing the City in a competitive position for receiving future grants to fund vehicle replacements and system operations.

The updated TDP provides a snapshot of community transit use and incorporated public input to better understand service gaps and challenges. The TDP also evaluated the transit connections between Woodburn and other regional providers such as Cherriots (Salem), SMART (Wilsonville) and CAT (Canby), provided guidance to improve service efficiencies, employed data to guide future expansions and modifications of transit service, and provided a strategy for the City to plan for capital in improvements and longer-term service sustainability.

Agenda Item Review: City Administrator City Attorney Finance

DISCUSSION:

An evaluation of the system was conducted early in the planning process. Among other findings, the evaluation concluded that there is some duplication of fixed route service, while at the same time, fixed route service has largely recovered from COVID-19 impacts. This evaluation also found that connections to regional services are critical, Dial-A-Ride usage is higher than pre COVID and utilization of the volunteer medical transportation program has declined.

After evaluating the state of the system, conducting a peer review, and gathering feedback from transit users and the general public, a variety of potential service scenarios and system improvements were developed and vetted through a comprehensive community engagement process. Based on input from the TDP Steering Committee, the community survey results, and the focus group conducted in Spanish, a Preferred Service Plan was developed that would replace the current fixed route loop and bi-directional express route with the following three route system:

- **Route A – Direct.** This route provides bidirectional service connecting the major destinations in Woodburn. The focus of this route is to provide the most direct routing possible while also serving these major destinations.
- **Route B – Local.** This route provides service to the major destinations in the community as well as to several residential neighborhoods that are not served by Route A.
- **Route C – Highway 214 Express.** This new route provides a direct connection between major destinations on Highway 214 and operates earlier and later than other routes to serve major employers in the community and connect to regional transit services.

To accommodate the new local fixed routes, the TDP includes recommendations for many bus stop changes, as well as service marketing, route naming, and regional provider coordination improvements.

The capital plan provides recommendations for new vehicles, including electric transit vehicles and associated charging infrastructure, new and upgraded bus stops and the development of an “East Side Transit Hub” that would be located in the vicinity of the “Bi-Mart stop” on Hwy 214 that serves a regional connection for Woodburn (WTS), Canby (CAT), and Salem (Cherriots).

The financial plan presents a strategy for financing the recommended service enhancements and capital improvements over the life of the TDP.

FINANCIAL IMPACT:

The TDP project was funded by a \$160,000 grant from ODOT and \$40,000 in in-kind City staff support. Recommended service and capital project enhancements will be incorporated over time and will be funded by a combination of state, local and federal funds.

COUNCIL BILL NO. 3217

RESOLUTION NO. 2213

A RESOLUTION ADOPTING THE TRANSIT DEVELOPMENT PLAN

WHEREAS, City of Woodburn staff has completed preparation of a Transit Development Plan at the direction of the Woodburn City Council; and

WHEREAS, staff has engaged in a public outreach process that included transit user group meetings, stakeholder meetings, open houses, public surveys, on-board surveys and a City Council presentation in preparation of the Transit Plan Update; and

WHEREAS, the Transit Development Plan includes recommendations for improving local transit services by modifying and expanding local fixed route service, improving connections with regional transit providers, adding new bus stops and enhancing stop amenities, adding new vehicles to the fleet, including electric transit buses and constructing a transit hub on the east side of Woodburn; and

WHEREAS, the Woodburn City Council was briefed on the draft Transit Development Plan’s preliminary findings and recommendations on April 24, 2023; and

WHEREAS, the City Council has reviewed the results of the planning process and desires to adopt the Transit Development Plan by resolution; **NOW THEREFORE:**

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. The Transit Development Plan, which is attached hereto is hereby adopted.

Approved as to form: _____
City Attorney Date

Approved: _____
Frank Lonergan, Mayor

Passed by the Council

Submitted to the Mayor

Approved by the Mayor

Filed in the Office of the Recorder

ATTEST:

Heather Pierson, City Recorder
City of Woodburn, Oregon



WOODBURN Transit System

Transit Development Plan (TDP)

Transit Development Plan

June 2023



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INTRODUCTION AND EXECUTIVE SUMMARY

INTRODUCTION AND EXECUTIVE SUMMARY

Overview of the Transit Development Plan

In 2010, the City of Woodburn completed a comprehensive transit plan for Woodburn Transit System (WTS) that has served as the guide for transit service delivery over the past 12 years. While this document has been useful in prioritizing capital and operating investments, the plan is outdated and many of priorities have been completed, including:



- The **Woodburn Transit Memorial Transit Facility**, which has four bus bays, is where WTS connects to POINT, Greyhound, and the new Cherriots Route 80X. This facility also includes parking for about 140 vehicles (for carpool/vanpool or transit riders).
- The **Downtown Transit Center** on N 1st Street and Arthur Street provides a small off-street facility for transfers between WTS and Cherriots Route 10X. The facility includes a small shelter and transit information.
- An innovative non-emergency medical transportation service that offers trips between Portland and Salem. This is managed by WTS and provided with volunteer drivers and two employees.
- The **Dial-A-Ride** service was expanded to provide service seven days a week.
- The **new Express route** began operating in 2019 to provide more direct fixed-route service to Woodburn’s major destinations.
- **New bus stops, shelters, and signage** were added at major stops throughout the fixed-route system.
- **Coordination with regional providers** has been improved to offer more direct connections to Cherriots regional routes, Canby Area Transit (CAT) and intercity providers (POINT and Greyhound).
- **Pedestrian and bicycle improvements** have been made throughout the city on highways 99 and 214.

The 2023 Transit Development Plan (TDP) provides an updated plan for operating and capital needs that is integrated with updated community needs, values, and priorities. The Transit Development Plan is an important document for securing State and Federal funding, the primary source of funding for WTS. The 2023 TDP is also an opportunity to re-evaluate transit service in Woodburn following the COVID-19 pandemic that had a significant impact on how people use, value, and prioritize transit services.

Why is Transit, and WTS, Important?

Cities and regions support public transportation services for a variety of reasons, including that transit provides travel choices beyond the private automobile, creating a diversified, accessible, and equitable transportation network. A successful transit system creates opportunities to support a variety of community interests:

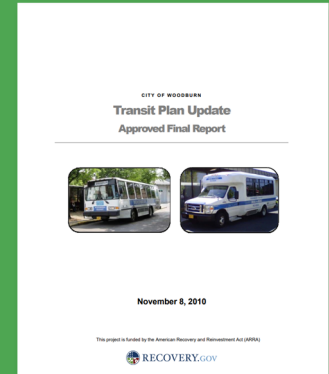
- **Access, Participation, and Independence.** Woodburn’s transit services are especially important for households that do not have access to a vehicle and individuals who have limited abilities. WTS service provides community members the ability to participate in daily activities and to travel throughout Woodburn and beyond with access to places of work, recreation, education, and health care.
- **Safety and the Environment.** Transit service is among the safest ways to travel. Bus riders also help reduce the number of vehicles on the road and reduce air pollution and greenhouse gas emissions.
- **Economic Development.** Transit has a demonstrated ability to attract economic investment along corridors as well as in specific commercial areas. Transit is especially critical for low-income households by providing access to jobs and economic opportunity.
- **Affordability.** Well-functioning transit services can reduce household expenses for individuals and families. On average, Woodburn residents spend about 25% of their incomes on transportation costs (Source: Housing & Transportation Index). The average transportation costs of owning and operating a car, including gas, insurance, and maintenance, are estimated at \$11,500 a year. While WTS is currently fare-free, purchasing two 20-ride bus passes every month for a year would cost a fraction of this: \$450.

PLANNING CONTEXT

The three primary documents were reviewed for the Transit Development Plan:

Transit Plan Update (2010)

This is the guiding document for Woodburn Transit. The TPU is a supplement to the Transportation System Plan (TSP) and has been used to make future service and capital investment decisions over the past 12 years.



Comprehensive Plan

Last amended in 2022, this document provides the legal framework and long-term vision for implementing plans and land use regulations in the City of Woodburn. As such, the TDP considers existing development patterns and the future land use designations as established by the vision laid out in the Comprehensive Plan.

Transportation System Plan (TSP)

This document is the long-range plan that sets the vision for Woodburn’s transportation system, facilities, and services over the next 20 years. The plan establishes investments and priorities for the bicycle, pedestrian, transit, and motor vehicle networks.

State of the System Key Findings

Existing Transit System Key Findings

Early in the project, Woodburn Transit System's existing transit services were evaluated in detail. The following key findings helped shape the recommendations included in the TDP:

- **Some duplication of fixed-route services.** While the Fixed Route provides more coverage throughout Woodburn, it serves many of the same locations as the Express Route. Nearly two thirds of total ridership is heavily concentrated at just seven locations.
- **Ridership on the fixed-route services has largely recovered.** The COVID-19 pandemic impacted nearly all transit systems, and WTS was no exception. However, ridership has largely returned to pre-COVID levels. Part of this can be attributed to a relatively high dependence on transit (based on the community and on-board surveys) but may also be because fares were suspended in March 2020.
- **Connections to regional services are critical.** Only about 20% of people who live in Woodburn also work in the city, which emphasizes the need for providing good connections to the other transit services.
- **Ridership on Dial-A-Ride is higher than pre-COVID.** While ridership declined initially in March/April 2020, it quickly recovered and is now about 25% higher than the pandemic.
- **Utilization of the popular medical transportation program has declined since the COVID-19 pandemic.** The average number of people using this service declined by about 70%, partially due to a lack of available drivers.

Market Analysis Key Findings

An early task in the project also evaluated the underlying demand for transit, including population and employment density, socioeconomic characteristics, and regional travel flows. Several key findings that have guided the recommendations in the TDP include:

- **Population density** is highest west of the central business district, as well as just north of downtown in the Nuevo Amanecer and Stonehedge housing complexes.
- **Employment density** is highly concentrated in downtown, along the entire stretch of Highway 214 from I-5 to Highway 99, at the Woodburn Outlet Mall, and around the industrial and commercial uses near highways 99 and 214. The new Amazon distribution warehouse, along with the existing Do it Best and WinCo distribution warehouses, are also major employers in the city.
- **People more likely to rely on transit** are more concentrated south of Highway 214 around the Walmart, in downtown, and the neighborhoods east and southeast of downtown.
- **There are several barriers to accessing transit as a pedestrian or bicyclist**, including the major roadways (Highway 214 and Highway 99), as well as the railroad tracks and I-5. The existing signalized intersections, as well as new pedestrian crossings, are important to note for current and future transit riders.
- **Woodburn is both an employment center and a "bedroom community"** for people who work in Salem-Keizer and the Portland metro region. About 80% of people who live in Woodburn have jobs elsewhere in the region, and about 80% of people who work in Woodburn live elsewhere.

Community Engagement Key Findings

The project team has conducted several community engagement activities throughout the project. As much as possible, engagement opportunities have offered Spanish- and English-language options for participants. Key findings are summarized below.

Community Survey

- Respondents are more satisfied with different aspects of service than dissatisfied, but comfort at bus stops, frequency, and reliability are all areas where service could be improved.
- Barriers to transit use include inconvenience, long transit travel times, and schedules that don't match needs.
- The most important improvements identified to encourage more people to use transit or use it more often are better service information, more frequent service, and improved transfer connections to other providers/cities.

On-Board Survey

- More than half of participants completed the survey in Spanish, and more than 70% of respondents are most comfortable speaking Spanish.
- Satisfaction with WTS service was generally high. Respondents were most satisfied with safety on the bus and frequency of service, and least satisfied with reliability of schedules and ease of transfers to other services.
- Respondents indicated that their top priority service improvements would be earlier morning service, more frequent service, and later evening service.

Stakeholder Interviews

- Stakeholders felt that marketing information could be improved and expanded to improve awareness of the services among the general public.
- The limited service hours does not effectively serve shift workers at many large employers (Treetop, Do it Best, etc.).
- The lack of bilingual operators and WTS staff makes using transit more difficult for some riders and limits the ability to grow transit ridership.

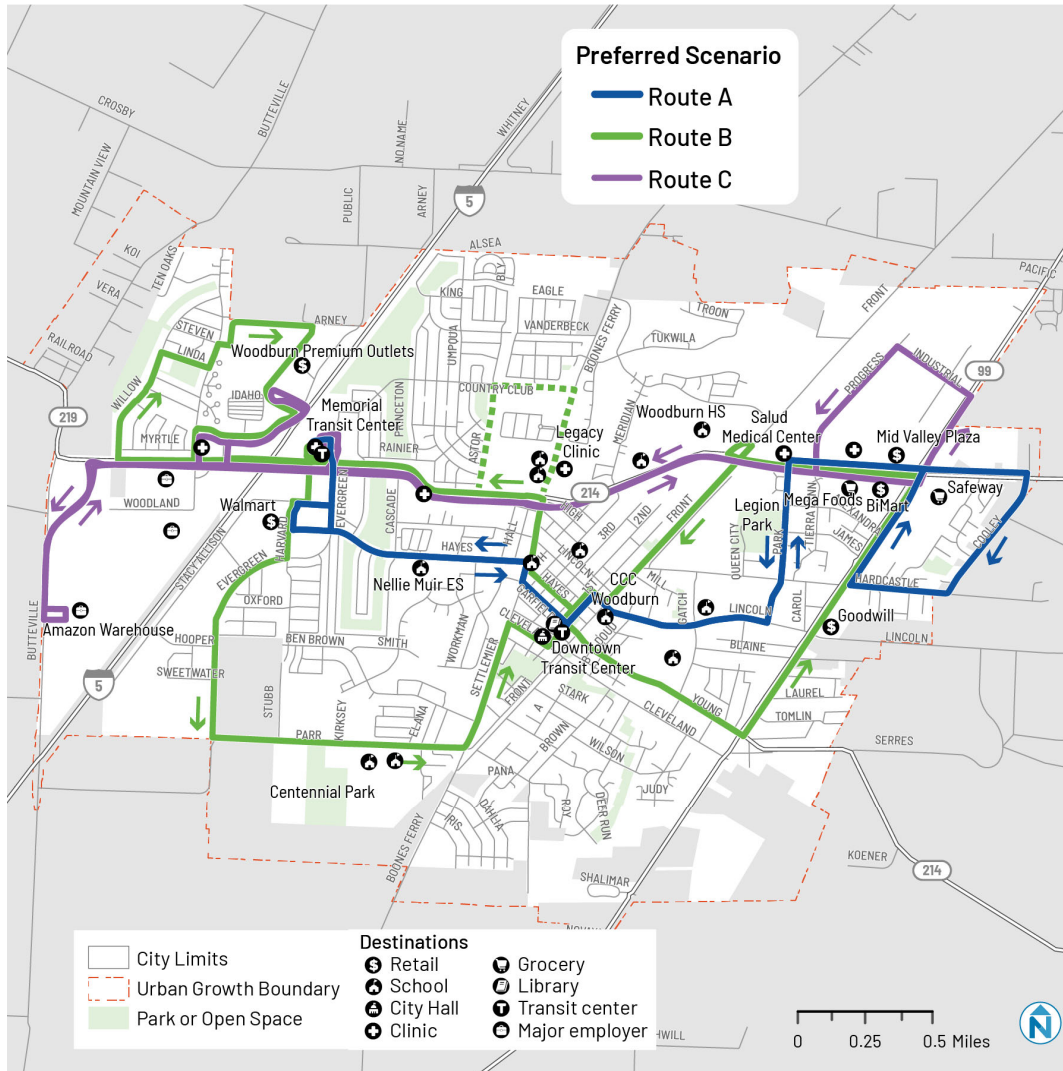
Planning Game Workshop

- Workshop participants identified the corridor along Highway 214 between Highway 99 and the Outlet Mall as the top priority for higher frequency service.
- Key destinations for transit riders include Downtown Woodburn, Walmart, the Outlet Mall, health clinics along Highway 214, Bi-Mart, Goodwill, and major employers in west Woodburn (Do it Best, Winco, and Amazon).
- Participants sketched out lower frequency coverage routes or demand-response service zones in residential neighborhoods and to portions of Highway 99.



Planning Game Workshop, November 2022

Preferred Service Plan



Based on the State of the System evaluation, as well as the community engagement activities conducted throughout the project, four service scenarios were developed to test the application of a variety of service concepts and understand what transit system design might best serve the community. Based on community input related to these service scenarios, a Preferred Service Plan was developed (as shown to the left) and summarized below:

- Route A – Direct.** This route provides hourly bidirectional service connecting the major destinations in Woodburn. The focus of this route is to provide the most direct routing possible while also serving these major destinations.
- Route B – Local.** This route provides hourly service to the major destinations in the community as well as to several residential neighborhoods that are not served by Route A.
- Route C – Highway 214 Express.** This new route provides a direct connection between major destinations on Highway 214 and operates earlier and later than other routes to serve major employers in the community and connect to regional transit services. Eight round trips would be completed on weekdays only.

Over the course of the plan, Routes A and B are also recommended to run more frequently (every 30 minutes) and fixed-route service hours would be expanded to provide access to a wider variety of trips. No changes to the Dial-A-Ride service are proposed as part of this plan other than it would operate during the same extended hours as the fixed-route service.

Capital Improvements

Corresponding to the Preferred Service Plan, a series of capital improvements are recommended over the life of the plan.

Vehicle Replacements

- **Paratransit vehicles.** One modified minivan would be replaced in FY 2022/23 and a second modified minivan will be replaced in FY 2024/25. Two Cutaway Dial-A-Ride vans will be replaced in FY 2023/24.
- **Fixed route vehicles.** Two older buses used for fixed route operations will be retired and replaced by new diesel low-floor vehicles. The first vehicle will be replaced in FY 2022/23 and the second vehicle will be replaced in FY 2024/25.

Expansion Vehicles (Electric Buses)

It is recommended that WTS begin transitioning their bus fleet to electric vehicles. This follows ODOT's initiative to accelerate zero emission vehicles to reduce greenhouse gas emissions. The City is currently applying for a State of Oregon grant that would facilitate the purchase of the first electric transit vehicle, along with necessary EV charging infrastructure. It is anticipated that the first electric vehicle would be put into service in FY 202/25 (at earliest) and that as older fixed route vehicles are retired throughout the plan (in FY 2026/27 and FY 2028/29), those replacement vehicles should also be electric.

Bus Stop Enhancements

All bus stops with more than 2 daily boardings are retained with the Preferred Service Plan, and none of the removed stops is more than ¼ mile from another stop that would still have service. A total of 31 new stops are also added, including four stops with shelters. Stops with shelters would be added at Centennial Park, on Park Avenue (one on each side of the street near Legion Park), and at the Safeway on Molalla Road.

Technology Enhancements

During the plan, WTS should explore providing real-time arrival information to passengers, either through the development of an app or with displays at key stops.



South Metro Area Regional Transit (SMART) in Wilsonville has recently acquired electric vehicles. (Source: Proterra)



Bus stop with shelter on Young Street

STATE OF THE SYSTEM

STATE OF THE SYSTEM OVERVIEW

This chapter provides a detailed evaluation of existing transit services, and an understanding of transit markets, demand, and service needs in Woodburn. To understand the strengths and opportunities associated with the existing system, this chapter provides an overview of:

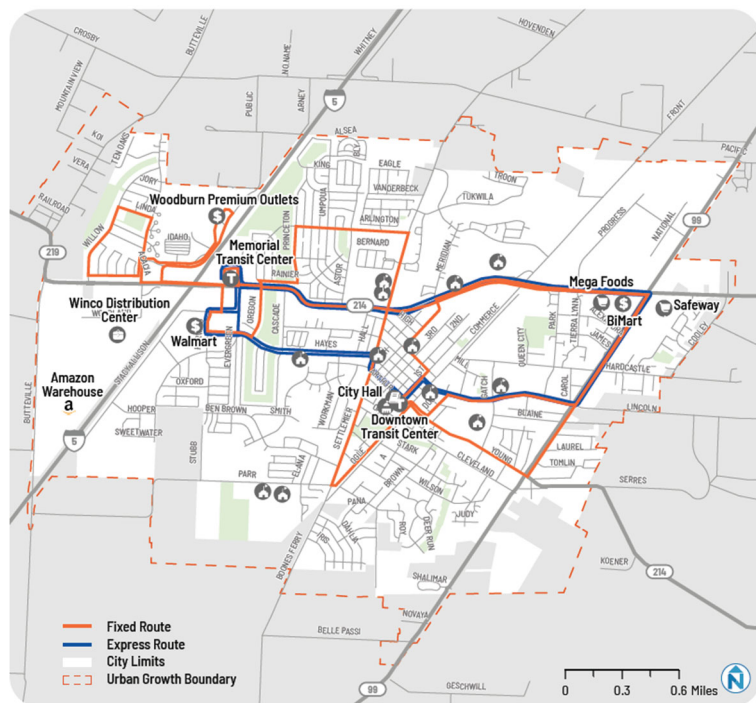
- Existing transit service types and operating characteristics
- Existing ridership and performance trends
- Transit markets defined according to population, employment, and socioeconomic characteristics
- Major employers and activity centers
- Commute and travel patterns
- How well existing services are matched with demand and community needs

The chapter concludes with an overview of community engagement activities that have been conducted as part of the Transit Development Plan, and which will serve as a guide for development of operating and capital improvements later in the report.

WOODBURN COMMUNITY OVERVIEW

Located in the central Willamette Valley, Woodburn is a thriving and dynamic community. With one of the busiest shopping destinations in Oregon (the Woodburn Outlet Mall) and a vibrant downtown, Woodburn is also one of the most diverse communities in the Pacific Northwest, with as many as 60% of the community identifying as Hispanic or Latino. Woodburn is also a distribution hub for several large employers such as WinCo Foods, Do it Best, and Amazon (planned to open in 2023 or 2024). Woodburn also boasts a sizable retirement community as well as a higher proportion of younger residents compared to Marion County and the state.

Figure 1 City of Woodburn Fixed Route Transit Service Map (Fall 2022)



Community Statistics¹

	Woodburn	Marion Co.	Oregon
Population (2021)	26,054	347,119	4,246,155
Employment (2019) ²	9,900	164,310	1,942,878
Population identifying as Hispanic or Latino	57.4%	28.2%	14.0%
Persons under 18 years	28.5%	24.0%	20.3%
Persons over 65	18.1%	16.3%	18.6%
Household Size	2.98	2.77	2.49
Median Household Income	\$52,251	\$61,817	\$65,667
Mean travel time to work (minutes)	25.9	24.4	23.9
Annual Transportation Costs ³	\$15,011	\$14,254	n/a
Households without access to a vehicle	1.4%	1.8%	3.2%
Transit ridership (Workers)	1.2%	1.8%	4.5%

1 - US Census Bureau, QuickFacts; 2 - US Census, Longitudinal Employer-Household Dynamics; 3 - [The Housing and Transportation \(H+T®\) Affordability Index](#)

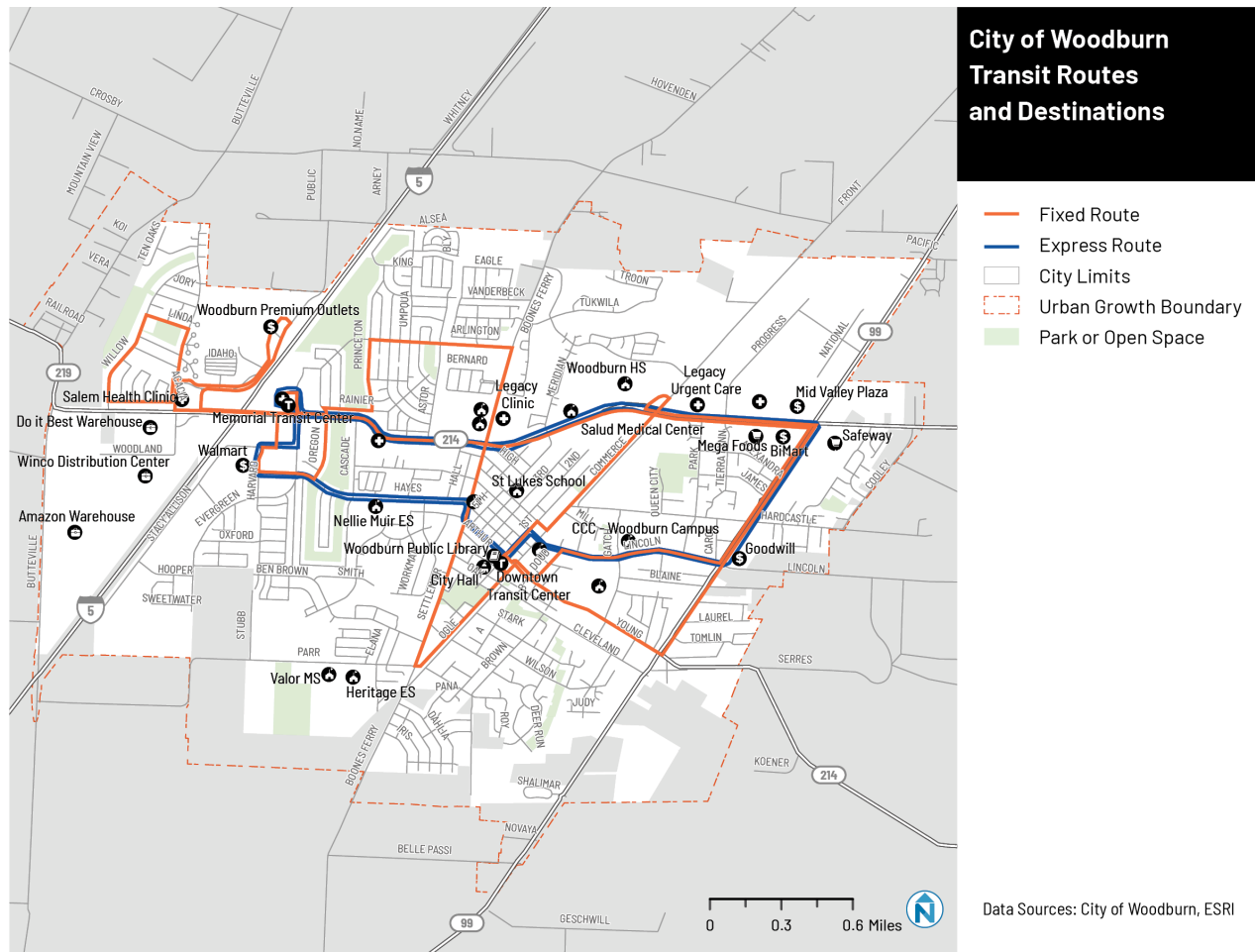
Community Overview Key Findings

- Woodburn has a significantly higher proportion of residents identifying as Hispanic or Latino (57%) and a higher proportion of younger residents (28.5%) compared to Marion County and Oregon.
- Travel time to work is longer for Woodburn workers than for Marion County or Oregon residents as a whole. This reflects the high percentage of Woodburn workers who work outside of the city (about 80%).
- Households with access to a vehicle in Woodburn is high compared to Oregon and Marion County residents. At the same time, transit ridership is lower. The high vehicle ownership and low transit ridership also corresponds to higher annual transportation costs for Woodburn residents.

LOCAL SERVICE OVERVIEW

Woodburn Transit System operates two fixed routes that circulate within the city, referred to as the Fixed Route and the Express Route. They both connect key destinations including Memorial Transit Center, Downtown Transit Center, and major retail and health care destinations. Both routes start and end their trips at the Downtown Transit Center. The two routes duplicate service along much of their alignments (for example, Highway 214 from Memorial Transit Center to Bi-Mart at Highway 99).

Figure 2 Local Fixed Route Service



Fixed Route

The Fixed Route (the orange line in Figure 2) runs once per hour between 8:00 am and 6:00 pm Monday-Friday, 9:00 am to 5:00 pm on Saturday, and 9:00 am to 3:00 pm on Sunday. It operates in a modified figure-8, starting at the Downtown Transit Center, then serving the Memorial Transit Center, Woodburn Premium Outlets, and Walmart before looping back through downtown and along the retail corridors of highways 99 and 214.

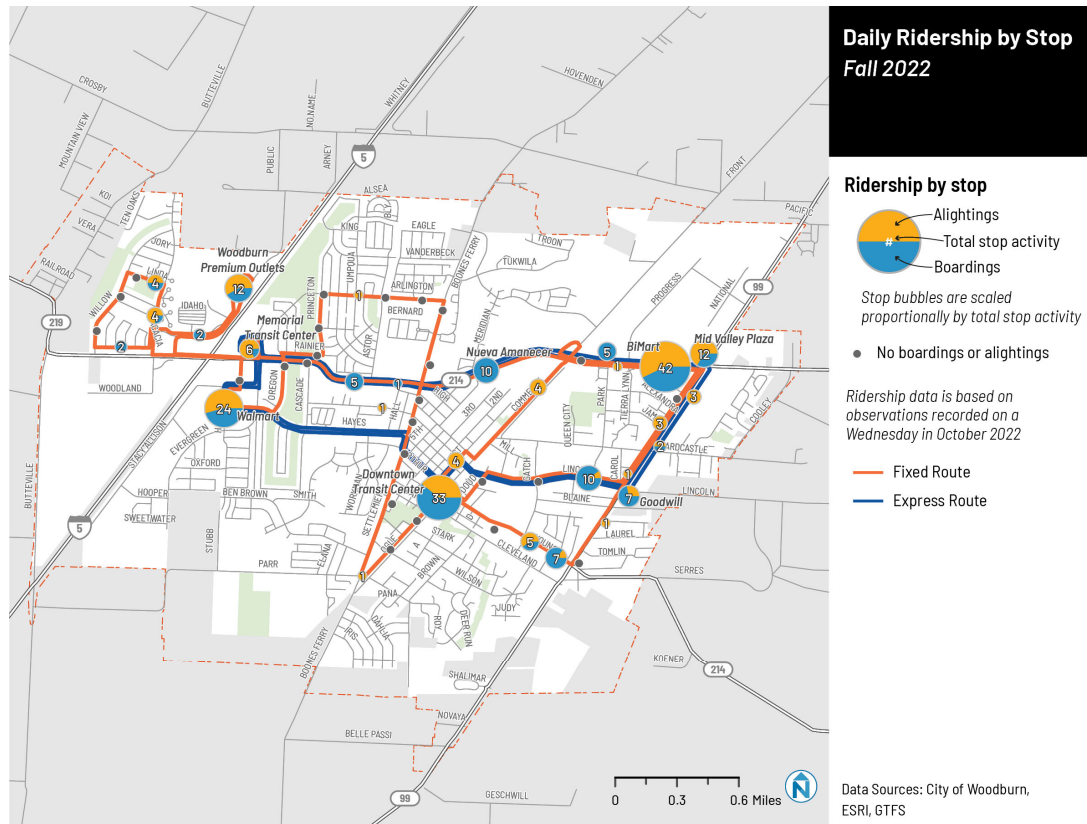
Express Route

The Express Route (blue line) runs every 30 minutes on the same weekday and weekend span as the Fixed Route. It completes a loop in one direction, then reverses direction and runs a trip in the opposite direction along the same alignment. The Express Route serves essentially the same key destinations as the Fixed Route, with the notable exception of Woodburn Premium Outlets.

Fixed Route Ridership

WTS collects ridership data by trip for each route and service but does not generally collect ridership data by stop on the fixed route system. As such, the project team conducted a “ridecheck” for both the Fixed Route and Express Route on a Wednesday in October 2022 to understand ridership patterns at the stop level. Boardings and alightings for all trips on both routes on this day were combined and are shown in Figure 3.

Figure 3 Fixed Route Boardings by Stop



Fixed Route Ridership Highlights

- There were 110 total daily boardings recorded across the two routes.
- Boarding and alighting activity was heavily concentrated at just a few key stops, as shown in Figure 4. These 7 stops accounted for 67% of all stop activity.
- 25 out of approximately 55 stops (45%) served by the two routes had zero boardings or alightings.

Figure 4 Total Daily Boardings and Alightings by Stop

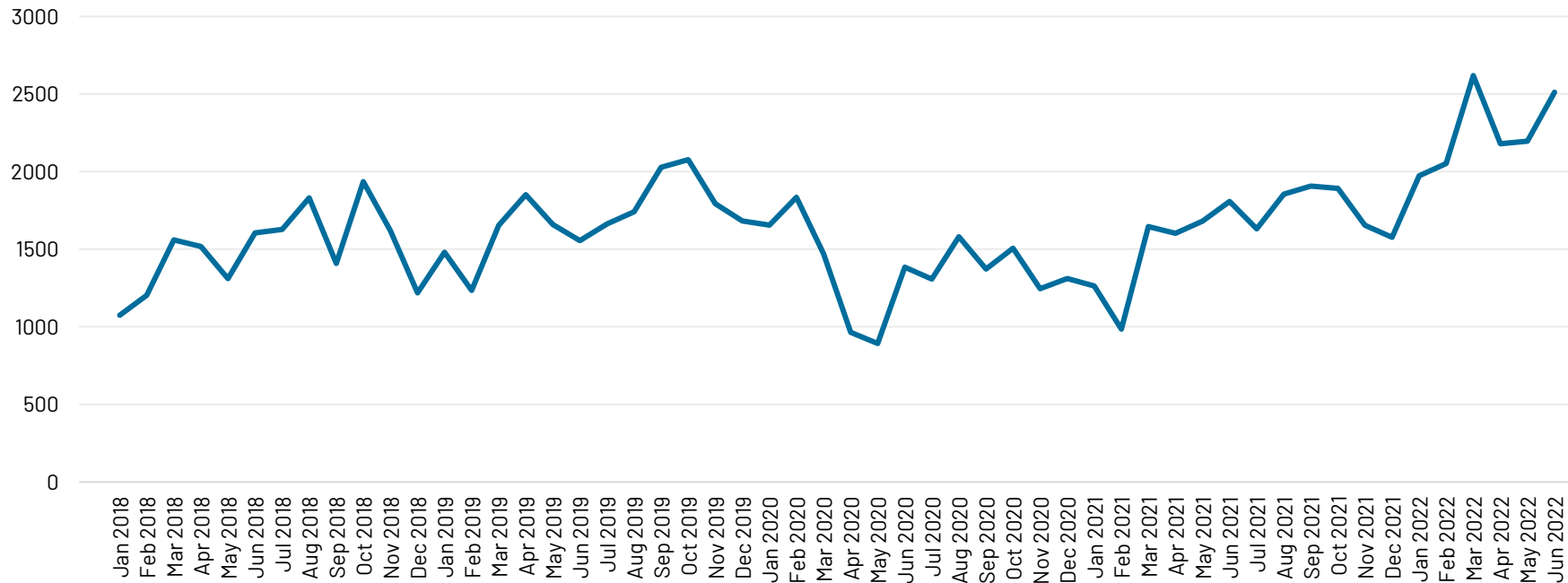
Stop	Total Daily Boardings + Alightings
Bi Mart Woodburn	42
Downtown Transit Center	33
Walmart	24
Premium Outlet Stores	12
Mid Valley Plaza	12
Nuevo Amanecer	10
Lincoln/Park Avenue	10
Subtotal	143
All other stops	70
TOTAL	213

Fixed Route Ridership Trends

Total fixed route system ridership (Fixed Route and Express Route) was approximately 1,500-2,000 riders per month prior to the COVID-19 pandemic. The Express Route began service in September 2019, just a few months prior to disruptions to social and travel patterns caused by the COVID-19 pandemic. Throughout most of the pandemic, service on the Fixed Route was limited to weekends only, with the Express Route running most days. Total fixed route system ridership dropped as low as 890 riders per month in May 2020, a drop of nearly 60% from the pre-COVID peak in October 2019.

Ridership in recent months has surpassed pre-COVID levels, averaging 2,000-2,600 riders per month in the first half of 2022. This defies the trend generally seen across most U.S. transit agencies of ridership hovering well below pre-pandemic levels. A large part of the recovery of ridership may be attributed to a high percentage of transit-dependent riders, as well as free fares (which were suspended in March 2020).

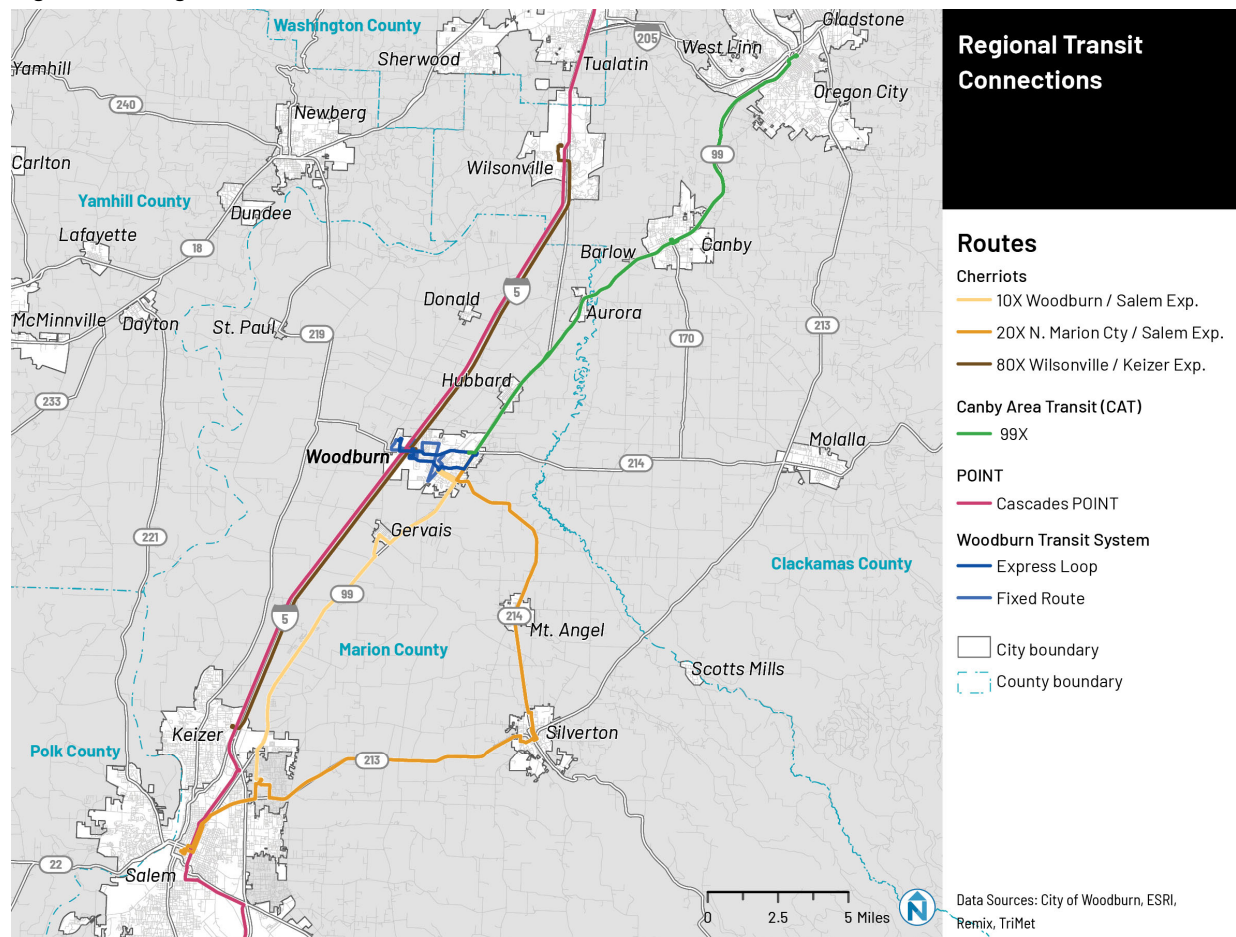
Figure 5 Fixed Route Boardings by Month (January 2018-June 2022)



Regional Service Profile

Several regional services, both public and private, connect Woodburn with destinations near and far. Cherriots (Salem) and Canby Area Transit (CAT) provide the most frequent regional connections to the nearby cities of Hubbard, Aurora, Canby, Oregon City, Wilsonville, Keizer, Silverton, and Salem. The services that connect to WTS are shown in Figure 6 and the details of each service are described in Figure 7.

Figure 6 Regional Services



Public Transit

- Canby Area Transit runs up to hourly service between Oregon City and Woodburn on route 99x, which stops in Woodburn at Bi-Mart (corner of OR-99 and OR-214).
- Cherriots runs up to 8 trips per day on three routes, stopping in Woodburn at the Memorial Transit Center, Downtown Transit Center, and Bi-Mart.
- Cascades POINT serves Woodburn Memorial Transit Center with three southbound and four northbound trips per day.

Private Transportation

- Greyhound buses serve Memorial Transit Center with two northbound trips and one southbound trip per day.
- Groome Transportation runs an hourly shuttle to Portland International Airport.
- Fronteras Del Norte operates one northbound and one southbound trip per day, connecting cities from Yakima, Washington to Tijuana, Mexico.

Figure 7 Regional Service Summary

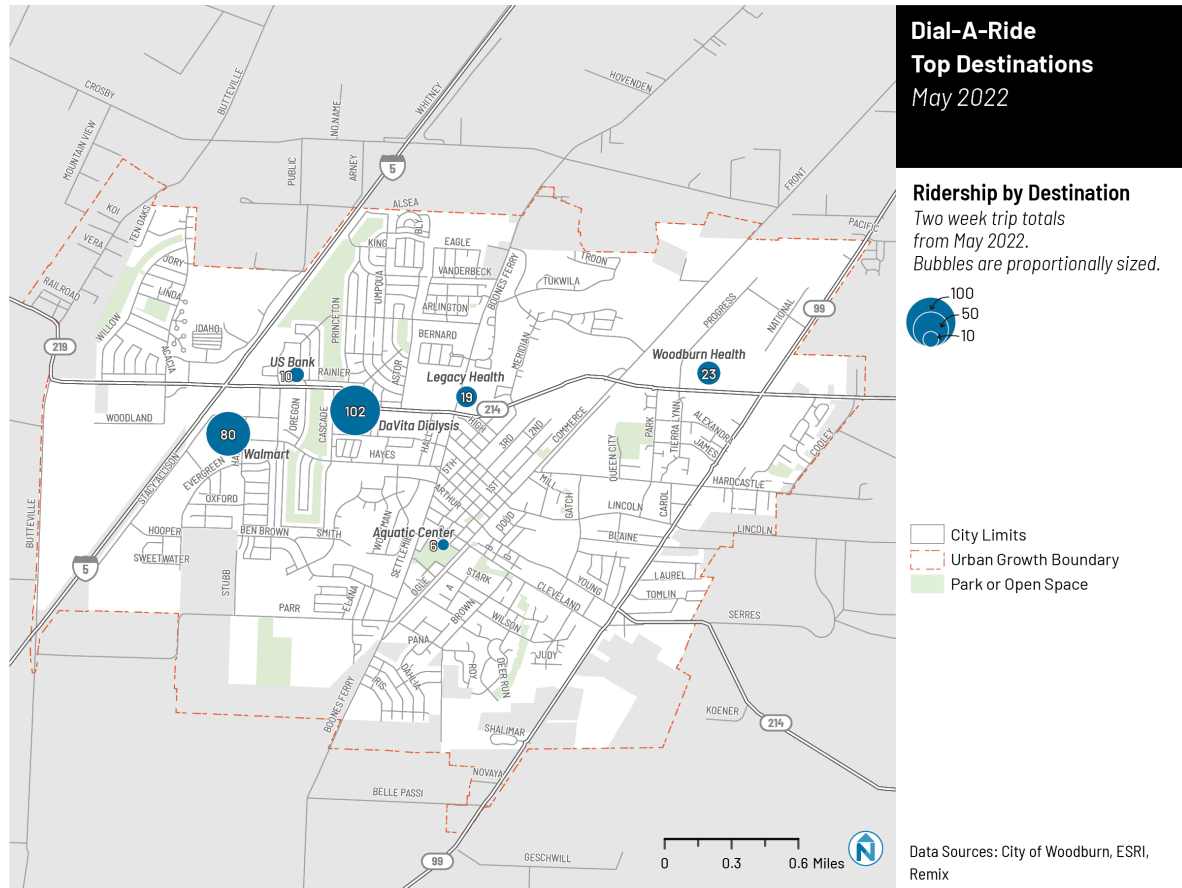
Service	Route	Number of Trips per Day	Days of Service	Fares	Stops in Woodburn
Canby Area Transit (CAT) <i>Woodburn ↔ Oregon City</i>	99X	<u>Weekdays</u> 14 trips NB (6:32am-7:32pm, departs hourly) 14 trips SB (6:22am-7:22pm, arrives hourly) <u>Saturdays</u> 6 trips NB (9:32am, 11:32am, 1:32pm, 2:32pm, 4:32pm, 5:32pm) 6 trips SB (9:22am, 11:22am, 1:22pm, 2:22pm, 4:22pm, 5:22pm)	M-F, Sat	<u>Fares</u> \$1.00 M-F and Free on Saturday.	Woodburn Bi-Mart (end of line)
Cherriots <i>Woodburn ↔ Salem</i>	10x	Woodburn Transit Center <u>Weekdays</u> 8 trips NB (6:41am, 8:17am, 10:31am, 1:16pm, 2:47pm, 5:17pm, 5:45pm, 8:11pm) 8 trips SB (6:33am, 7:06am, 8:50am, 11:35am, 1:07pm, 3:58pm, 5:42pm, 6:38pm) <u>Saturdays</u> 3 trips NB (9:15am, 3:07pm, 5:15pm) 4 trips SB (7:35am, 9:42am, 3:35pm, 5:44pm) Woodburn Bi-Mart (end of line) <u>Weekdays</u> 8 trips NB (6:47am, 8:23am, 10:37am, 1:22pm, 2:54pm, 5:24pm, 5:52pm, 8:17pm) 8 trips SB (6:24am, 6:57am, 8:41am, 11:27am, 12:58pm, 3:48pm, 5:32pm, 6:29pm) <u>Saturdays</u> 3 trips NB (9:21am, 3:14pm, 5:22pm) 4 trips SB (7:26am, 9:33am, 3:26pm, 5:35pm)	M-F, Sat	<u>Fares</u> Full Fare = \$2.25 Reduced = \$1.50 Youth = Free	Downtown Transit Center Woodburn Bi-Mart (end of line)
Cherriots <i>Woodburn ↔ Salem</i>	20x	<u>Weekdays</u> 5 trips SB (departs 6:13am, 8:42am, 12:33pm, 4:03pm, 7:10pm) 5 trips NB (arrives 8:35am, 11:05am, 12:25pm, 3:46pm, 6:44pm) <u>Saturdays</u> 4 trips SB (departs 8:11am, 10:47am, 2:22pm, 5:00pm) 3 trips NB (arrives 10:35am, 2:10pm, 4:52pm)	M-F, Sat	Full Fare = \$2.25 Reduced = \$1.50 Youth = Free	Woodburn Bi-Mart (end of line)
Cherriots <i>Keizer ↔ Wilsonville via Woodburn</i>	80x	4 trips NB (6:52am, 11:30am, 4:28pm, 6:28pm); 4 trips SB (7:46am, 12:21pm, 5:21pm, 7:28pm)	M-F	Full Fare = \$2.25 Reduced = \$1.50 Youth = Free	Memorial Transit Center

Service	Route	Number of Trips per Day	Days of Service	Fares	Stops in Woodburn
POINT <i>Portland ⇌ Eugene via Woodburn</i>	Bus	3 trips SB (12:50pm, 6:00pm, 10:40pm); 4 trips NB (10:20am, 1:50pm, 3:15pm, 8:10pm)	M-Sun	Amtrak Fares Woodburn to Eugene: \$16 Woodburn to Portland: \$7	Memorial Transit Center
Greyhound	Bus	2 trips NB (8:20am, 7:30pm) 1 trips SB (8:30am)	M-Sun	Woodburn to Portland: \$15 Portland to Woodburn: \$26	Memorial Transit Center
GROOME Transportation	Shuttle	24 trips NB (by reservation only, every hour) 24 trips SB (by reservation only, every hour)	M-Sun	PDX Airport ⇌ Woodburn: \$36	Woodburn Best Western
Fronteras Del Norte	Bus	1 trip NB / 1 trip SB per day Routes connect numerous cities from Tijuana, Mexico to Yakima, Washington, including Woodburn, Salem, and Portland.	M-Sun	Depends on distance traveled; one-way fare from Woodburn to Yakima starts at \$63.	Downtown Woodburn near Front St and Grant St

Dial-A-Ride Service Characteristics

The Dial-A-Ride program is WTS’s ADA complementary paratransit service for persons with disabilities as well as service for seniors living in the city limits. The Dial-A-Ride program goes above and beyond what is required by the ADA by providing service throughout the city. Service hours on the Dial-A-Ride mirror those of the fixed route service (Monday through Friday from 8:00 am – 6:00 pm; Saturday from 9:00 am – 5:00 pm; and Sunday from 9:00 am – 3:00 pm). Requests for service must be made one day in advance. Top destinations include DaVita Dialysis Center, Walmart, and several medical clinics.

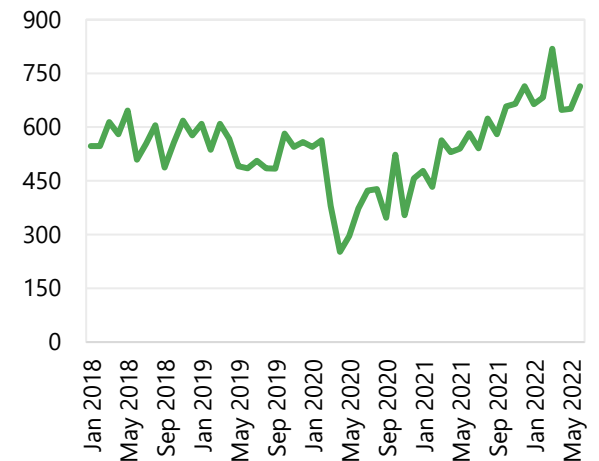
Figure 8 Dial-A-Ride Top Destinations



Dial-A-Ride Ridership Trends

As shown in Figure 9 below, ridership on the Dial-A-Ride has fluctuated over the past few years. Prior to the COVID-19 pandemic, monthly ridership was generally between 500-600 trips per month. Like most transit services, ridership declined sharply (about 50%) in March and April 2020, but quickly rebounded. By late 2021 and early 2022, ridership on the Dial-A-Ride was consistently exceeding pre-pandemic averages. This increase may be due to new eligible riders, but free fares are likely encouraging some people to take more trips.

Figure 9 Dial-A-Ride Ridership (January 2018 – June 2022)



Medical Transportation Program Overview

In addition to the Dial-A-Ride service for local trips, WTS also operates a volunteer driver program for non-emergency medical appointments locally and between Portland and Salem. The service is for riders who are eligible to use the Dial-A-Ride service, and there is no charge for the service (though donations are accepted). Approximately 45% of trips are to Portland-area hospitals including OHSU and the VA hospital, 45% are to destinations in Salem, and 10% are trips local to Woodburn (see Figure 10).

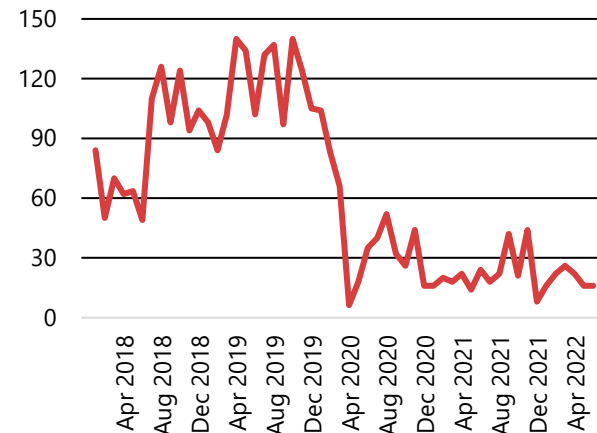
Figure 10 Regional Medical Transportation Trips



Medical Transportation Ridership Trends

As shown in Figure 11 below, ridership on the volunteer medical transportation service rose from about 60-80 trips per month for the first half of 2018 and then rose to between 100-140 trips per month through early 2020. The number of trips declined dramatically due to the pandemic and has yet to recover to previous monthly trips. Between July 2021 and June 2022, the service provided about 30 trips per month.

Figure 11 Medical Transportation Ridership (January 2018 – June 2022)



Fleet and Facility Overview

Vehicle Fleet

Woodburn Transit System’s operations and maintenance (O&M) facility is located at 202 Young Street in Woodburn. This facility is largely used to store and maintain WTS’s fleet for the three services (fixed route, Dial-A-Ride, and the volunteer medical transportation program), but also includes office space for WTS’s administrative staff, supervisors, dispatchers, and customer service support staff.

WTS operates and maintains a fleet of 11 vehicles. The 40’ Gillig low floor bus is generally used on the Fixed Route, while a cutaway vehicle operates on the Express Route. Other vehicles are used for dial-a-ride and volunteer medical trips.

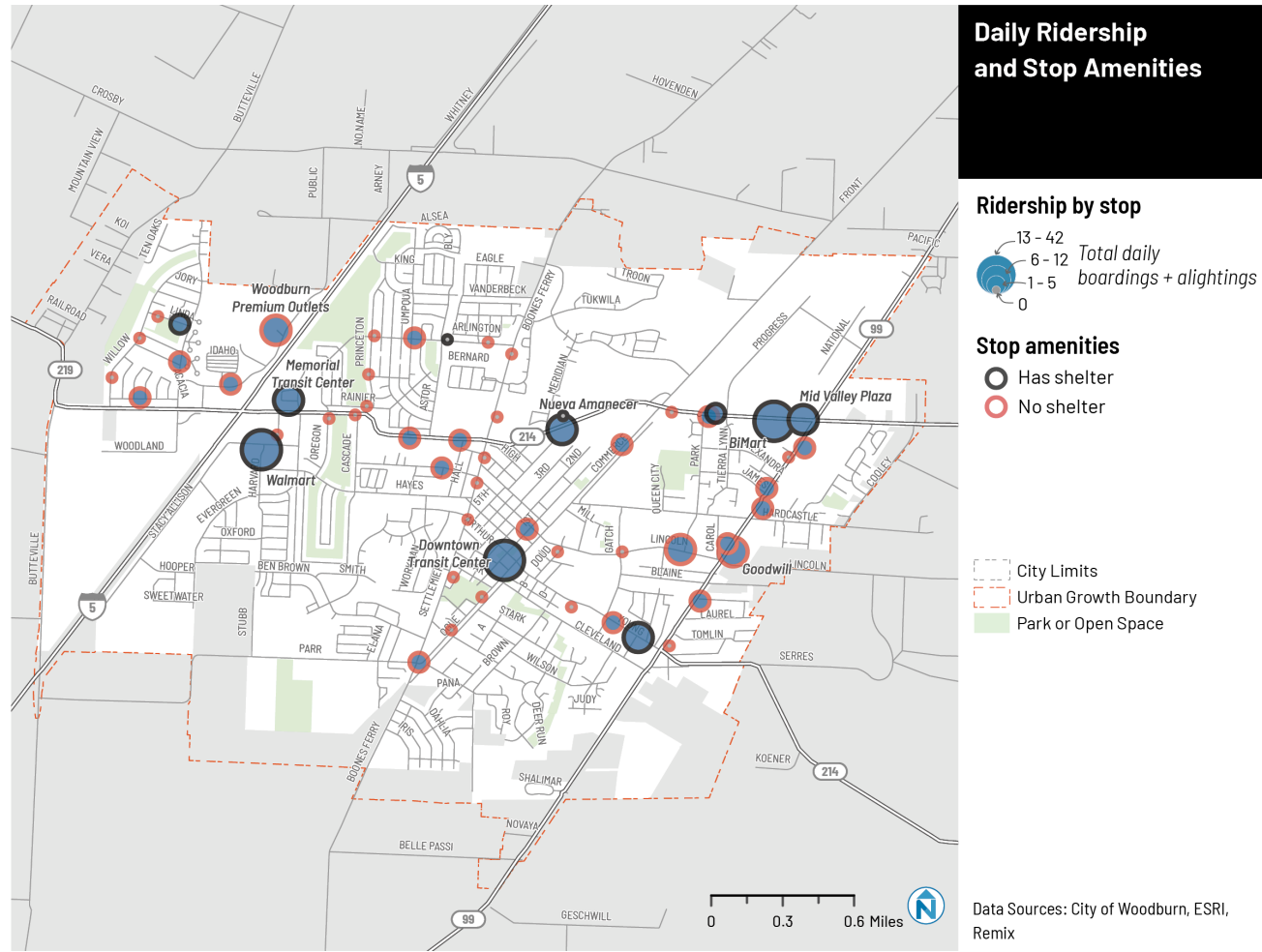
Figure 12 Fleet Table

Vehicle	Year	Condition	Capacity Reg / Wheelchair	Odometer Reading	Asset Type	Fuel Type
Chevy Uplander Van	2006	Fair	5/1 ; 3/2	142,160	4yrs/100,000 miles; small, light-duty	Gas
Ford Cutaway Van	2008	Fair	10/2	99,318	5yrs/150,000 miles; medium, light-duty	Gas
Champion Bus	2009	Fair	35/2	210,057	10yrs/350,000 miles; medium, heavy-duty	Diesel
Dodge Caravan Mini Van	2011	Moderate	1/2 WC	85,420	4yrs/100,000 miles; small, light-duty	Gas
Chevy Cutaway Van	2011	Moderate	10/2	80,334	5yrs/150,000 miles; medium, light-duty	Gas
MV1 Van	2014	Moderate	3/1WC	55,600	4yrs/100,000 miles; small, light-duty	Gas
Gillig Low Floor	2015	Good	40/2WC	105,485	10yrs/350,000 miles; medium, heavy-duty	Diesel/DEF
Ford Cutaway Van	2015	Moderate	8/2WC	72,258	5yrs/150,000 miles; medium, heavy duty	Gas
Dodge Caravan SE Van	2018	Good	4/1WC	33,050	4yrs/100,000 miles; small, light duty	Gas
Arboc Bus	2019	Good	20/2WC	68,669	4yrs/100,000 miles; small, light duty	Gas
Arboc Bus	2022	Excellent	27/2WC	New	10 yrs/350,000 miles; medium, heavy-duty	Diesel/DEF

Stop Amenities

In Fall 2022, the Fixed Route and Express Route together served approximately 55 established stops, including the Downtown Transit Center and Memorial Transit Center. Ten of these 55 stops (less than 20% of stops) have a bus shelter, while most stops simply have a sign post. Some shelters have additional amenities such as benches and garbage cans.

Figure 13 Amenities by Stop



Bus shelters dignify transit use by giving people a place to wait that is shaded and protected from wind and rain. Analyzing how stop amenities align with bus stop usage can help identify areas for new investment in shelters and other amenities, though maintaining bus stops can present significant costs in labor and materials.

- **Shelters are distributed across the city** and are not concentrated in one area or along one route.
- **Most of the highest ridership stops currently have bus shelters** – Bi-Mart, Mid Valley Plaza, Downtown Transit Center, Walmart, and Memorial Transit Center.
- **Many relatively busy stops do not have shelters**, including Goodwill & Highway 99, Lincoln St at Park Ave, and Woodburn Premium Outlets.
- **There is no shelter at Woodburn Premium Outlets**, and the stop location, currently on the west (back) side of the outlet mall, is not clearly marked.
- **There are no shelters at stops along Highway 99.**

Performance Metrics

Figure 14 below provides a summary of operating expenditures and revenues as well as performance data and key performance metrics for Woodburn Transit System between 2017 and 2021. Where available, data is provided separately for fixed route (FR) and demand response (DR).

Figure 14 Performance Metrics Table and/or Charts

	2017	2018	2019	2020	2021
Operating Expenditures					
Fixed Route	\$375,910	\$361,700	\$471,367	\$541,672	\$416,427
Demand Response	\$276,439	\$241,133	\$191,062	\$232,145	\$277,618
Total Op. Expenses	\$652,349	\$602,833	\$662,429	\$773,817	\$694,045
Revenues					
Federal Assistance	\$278,707	\$244,581	\$240,880	\$298,370	\$405,649
State Funds	\$151,875	\$205,000	\$205,649	\$378,106	\$419,969
Local Funds	\$116,000	\$116,000	\$116,000	\$61,687	\$154,874
Fare Revenues (FR)	\$25,833	\$24,121	\$22,841	\$18,933	\$0
Fare Revenues (DR)	\$12,393	\$13,131	\$21,151	\$16,721	\$0
Other Funds	\$67,541	\$0	\$55,908	\$0	\$0
Total Revenues	\$652,349	\$602,833	\$662,429	\$773,817	\$980,492
Performance Data					
<i>Fixed Route</i>					
Annual VRH	2,985	3,048	3,048	4,504	3,742
Annual VRM	44,250	45,283	45,283	74,601	58,286
Annual Unlinked Trips	22,533	22,374	22,374	18,473	20,223
<i>Demand Response</i>					
Annual VRH	5,834	6,697	6,697	5,563	5,741
Annual VRM	77,200	82,043	82,043	62,161	53,773
Annual Unlinked Trips	7,440	8,988	8,988	7,905	8,828
Performance Metrics					
Passengers/VRH (FR)	7.5	7.3	7.3	4.1	5.4
Passengers/VRH (DR)	1.3	1.3	1.3	1.4	1.5
Op. Cost/Passenger (FR)	\$16.68	\$16.17	\$21.07	\$29.32	\$20.59
Op. Cost/Passenger (DR)	\$37.16	\$26.83	\$21.26	\$29.37	\$31.45
Op. Cost/VRH (FR)	\$125.93	\$118.67	\$154.65	\$120.26	\$111.28
Op. Cost/VRH (DR)	\$47.38	\$36.01	\$28.53	\$41.73	\$48.36
Farebox Recovery (ALL)	5.9%	6.2%	6.6%	4.6%	0.0%

VRH=Vehicle Revenue Hours; VRM=Vehicle Revenue Miles

Key Transit Performance Metrics

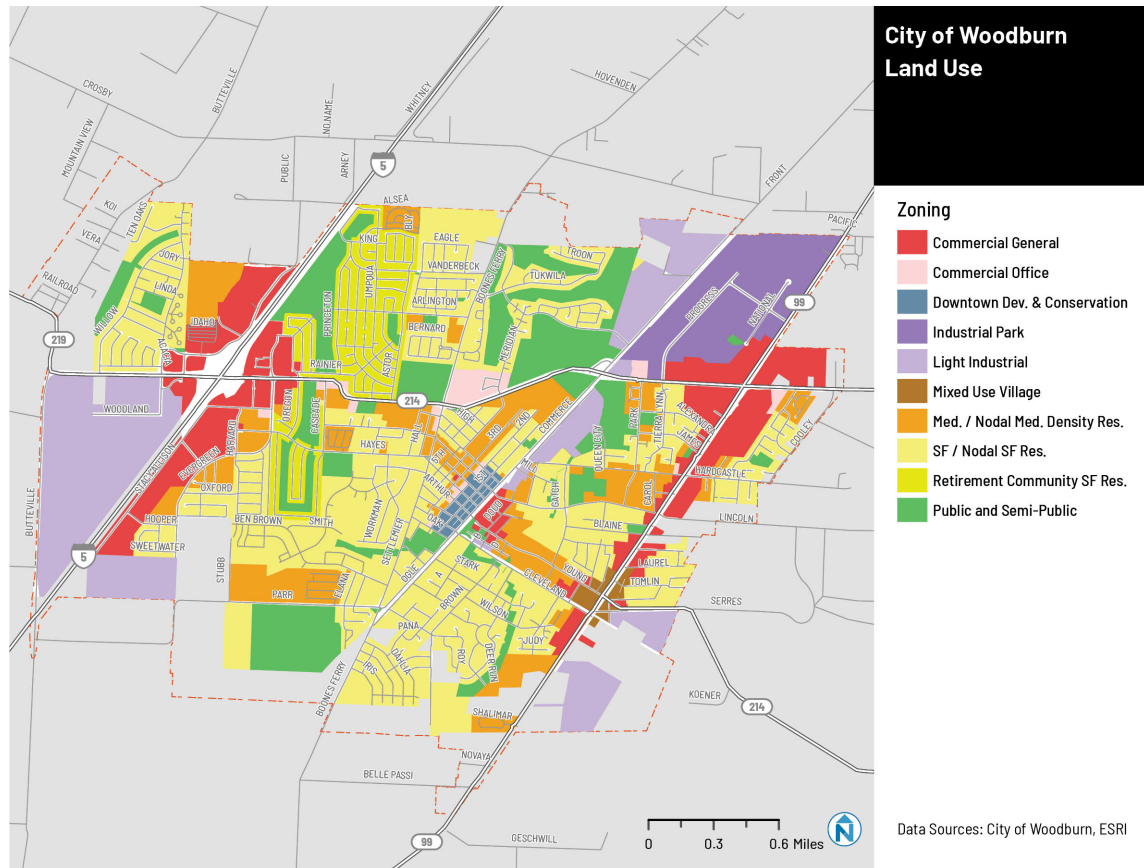
- Passenger trips per revenue hour** (also known as productivity) is used to measure service effectiveness, or how much the capacity of the service is being used. Between 2017 and 2021, WTS fixed route riders per revenue hour has declined from about 7.5 passengers per hour in 2017 to around 5 passengers per hour in 2021. This decline is largely due to the pandemic. On demand response, productivity increased over the five year period, even during the pandemic. This trend is common among paratransit services where passengers are more dependent on transit for daily needs than fixed route riders.
- Operating cost per passenger trip** is used to measure service effectiveness, or how well the service is being used by riders. Between 2017 and 2021, WTS's cost per passenger trip on fixed route services increased by 23% but declined by about 15% on demand response.
- Operating cost per revenue hour** is used to measure cost efficiency, or how well resources are allocated within WTS. Between 2017 and 2021, this measure decreased by about 16% for fixed route services but increased by 44% on demand response.
- Farebox Recovery** measures the percentage of the total operating costs that are covered by fare revenues. At the system level (both fixed route and demand response), the farebox recovery declined to 0% in 2021 due to a suspension of fares during the pandemic. The overall farebox recovery was between 5-7% prior to the pandemic.

It is important to note that 2021 is the most recent data available from the National Transit Database and that recent service effectiveness trends will continue to improve as ridership recovers.

MARKET ANALYSIS

To supplement the evaluation of existing WTS services, the need for transit services was evaluated by looking at the underlying market and potential demand for service. This section uses the most current Census data available (from 2020 in most cases), employment figures from ESRI’s Business Analyst, as well as information provided directly from the City of Woodburn. Our approach involves assessing the current demand as well as expected future needs. Findings will be summarized in the final section of this report where opportunities for transit improvements have been identified.

Figure 15 City of Woodburn Local Land Use



Factors Related to Transit Demand




























Transit demand is strongly related to six factors that are the focus of the market analysis:

- **Population and population density** – Transit relies on people in proximity, so higher population density makes it more feasible to provide higher levels of service.
- **Socioeconomic Characteristics** – Different people are more likely to use transit than others, so this analysis looks for people that share characteristics with transit riders, like lower-income and zero vehicle households.
- **Employment and Employment Density** – Travelling to and from work are the most frequent and predictable trips for most people. This analysis focuses on places with a high density of jobs and where transit can play an important role. Trips to schools, especially to colleges like Chemeketa Community College or high schools where students are more independent, are also important markets for transit.
- **Development Patterns** – There is a strong correlation between development patterns and transit ridership. Transit is easier to use and more convenient in areas with denser development and with a mix of land uses and with a good pedestrian environment (such as downtown Woodburn).
- **Major Activity Centers** – Larger employers, colleges, major shopping centers, and downtowns can attract large volumes of people and generate many transit trips.
- **Travel Flows** – Travel flows provide information on where people originate and end their trips, which shows which locations and corridors have the highest travel demand. Inter-community travel flows (such as to the Salem or Portland areas) are also important to assess regional transit priorities.

Transit-Supportive Land Use and Density

Different levels of residential and employment density are supportive of different levels of transit, as illustrated in Figure 16 below.

Figure 16 Transit Supportive Land Use and Transit

LAND USE			TRANSIT	
Land Use Type	Residents per Acre	Jobs per Acre	Appropriate Types of Transit	Frequency of Service
 Downtowns & High Density Corridors	>45	>25	   	 10 mins or better
 Urban Mixed-Use	30-45	15-25	  	 10-15 minutes
 Neighborhood & Suburban Mixed-Use	15-30	10-15		 15-30 minutes
 Mixed Neighborhoods	10-15	5-10	 	 30-60 minutes
 Low Density	2-10	2-5	  	 60 mins or less or On Demand
 Rural	<2	<2	 	 On Demand

Source: Thresholds based on research by Nelson\Nygaard.

Overall, Woodburn falls in the mixed neighborhoods and low-density categories (as highlighted in blue), with a few pockets of higher population and employment density scattered throughout the city. Areas with the highest land use density include:

- Downtown Woodburn
- Around Walmart and neighborhoods to the south
- South of Highway 214 between Front Street and Boones Ferry Road
- The neighborhood southwest of the intersection of Highway 214 and Highway 99

Because all communities have a mix of land use types and residential/jobs density, it is important to note that the graphic to the left is indicative of appropriate types of transit service based on land use densities and is not intended to be prescriptive. The types of transit service and corresponding service frequency are generally appropriate for land uses that are the most common along a transit corridor or route. As such, the transit services in Woodburn are appropriate based on the land use types and density in the community today.

Population Density and Growth

Population density is an important indicator in determining underlying demand for transit. In general, areas with higher population densities tend to be more transit-supportive for people living and working within walking distance to transit stops.

Figure 17 City of Woodburn Population Density (2020)

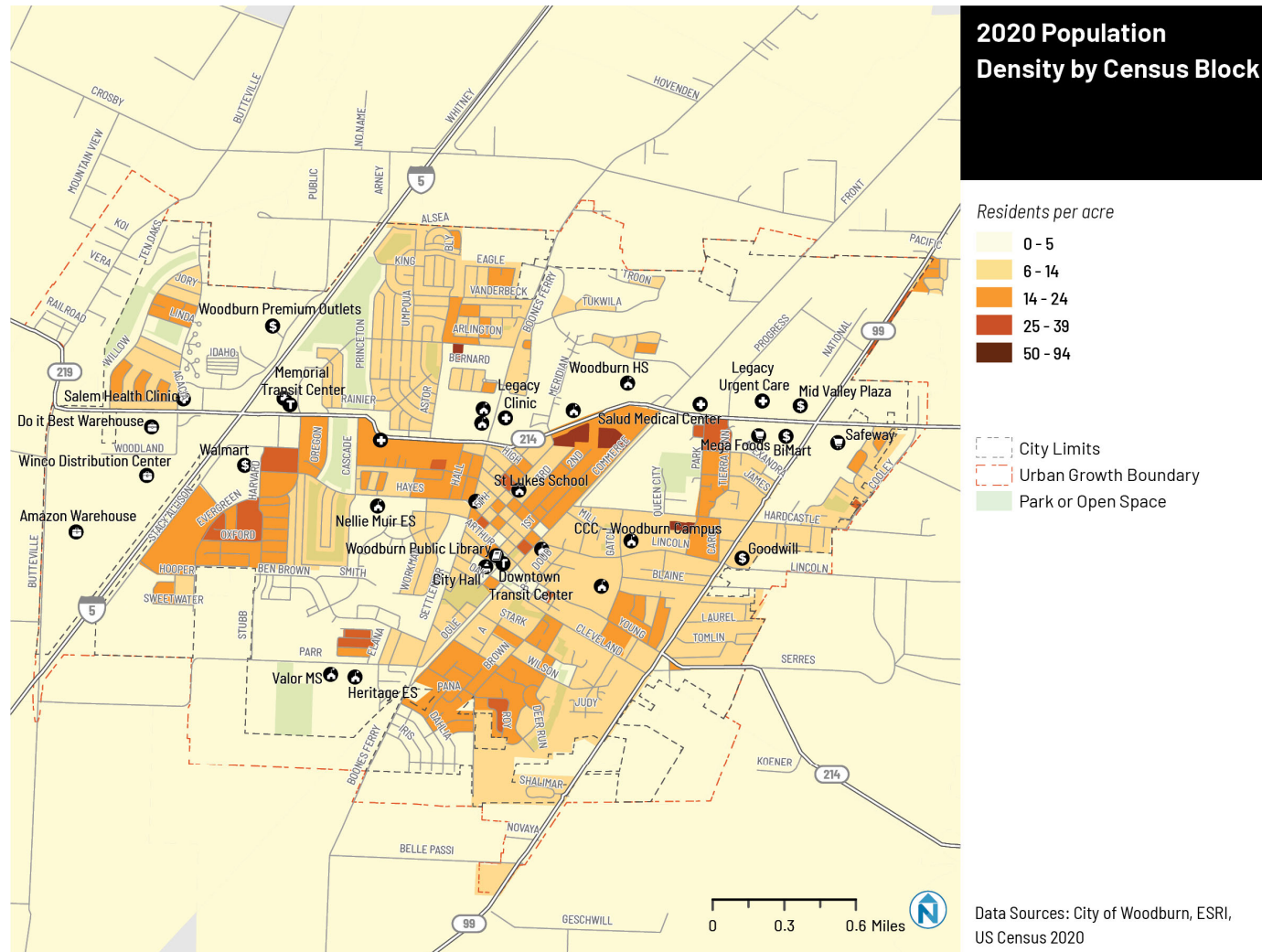


Figure 17 shows the population density by Census block for Woodburn in 2020. The areas in the region with high population density are west of the central business district, with the highest population density (i.e. 50-94 residents per acre) just north of downtown in the Nuevo Amanecer and Stonehedge housing complexes.

Population Growth

Woodburn grew by nearly 2,000 residents between the 2010 and 2020 U.S. Census surveys, an increase of 8% (Figure 18). This is slightly slower than the regional and statewide trends in population growth – Marion County and Clackamas County grew by 10% and 12%, respectively, in the same time period, and the state of Oregon as a whole grew by 11%. According to projections produced by Portland State University’s Population Research Center, the relatively slower growth in Woodburn is projected to continue into the next decade, with 7% growth in Woodburn projected compared to 11% for Marion County and 9% for Clackamas County.

At the same time, growth and development in Woodburn is undeniable, with major new apartment buildings and housing developments currently in construction or soon to begin construction along Highway 99, in the area south of Walmart, and in the neighborhood between Hayes St, Settlemier Ave, and Parr Rd. Another large apartment complex is in the planning stages adjacent to the Woodburn Outlet Mall. Developments in process or in the near-term construction pipeline will add nearly 3,400 housing units in Woodburn (see Figure 19 below). This increase in residential density will alter the landscape of transit demand in the coming years.

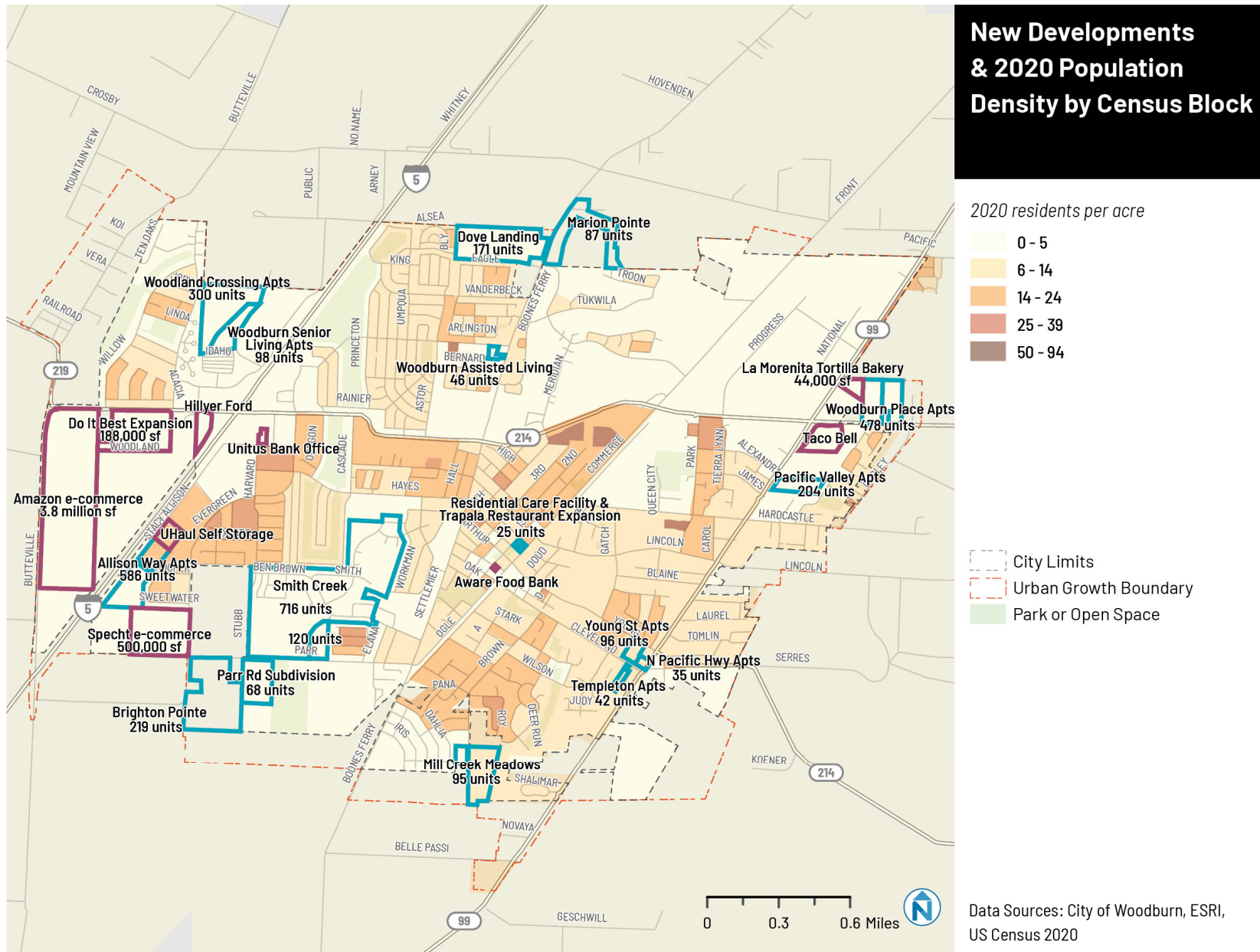
Figure 18 Population Trends (Woodburn and Marion County)

	Population ¹			Projected Population ²	
	2010	2020	2010-2020 % Change	2030	2020-2030 % Change
Woodburn	24,080	26,013	8%	27,809	7%
Marion County	315,335	345,920	10%	385,366	11%
Clackamas County	375,992	421,401	12%	460,401	9%
Oregon	3,831,074	4,237,256	11%	- ³	-

Sources: (1) U.S. Census via Portland State University (PSU) Population Research Center; (2) PSU Population Research Center

(3) – PSU does not produce statewide projections

Figure 19 New Developments and Existing Population Density



Employment Density

Employment density provides a strong indication of transit demand – people typically travel to and from their jobs and to other services their jobs provide. In Woodburn, jobs are concentrated in the urban core and along major corridors, including:

- Restaurants and government buildings in downtown
- Warehouses, distribution centers, and retail areas along Highway 5
- Factories and shopping centers west of Highway 99

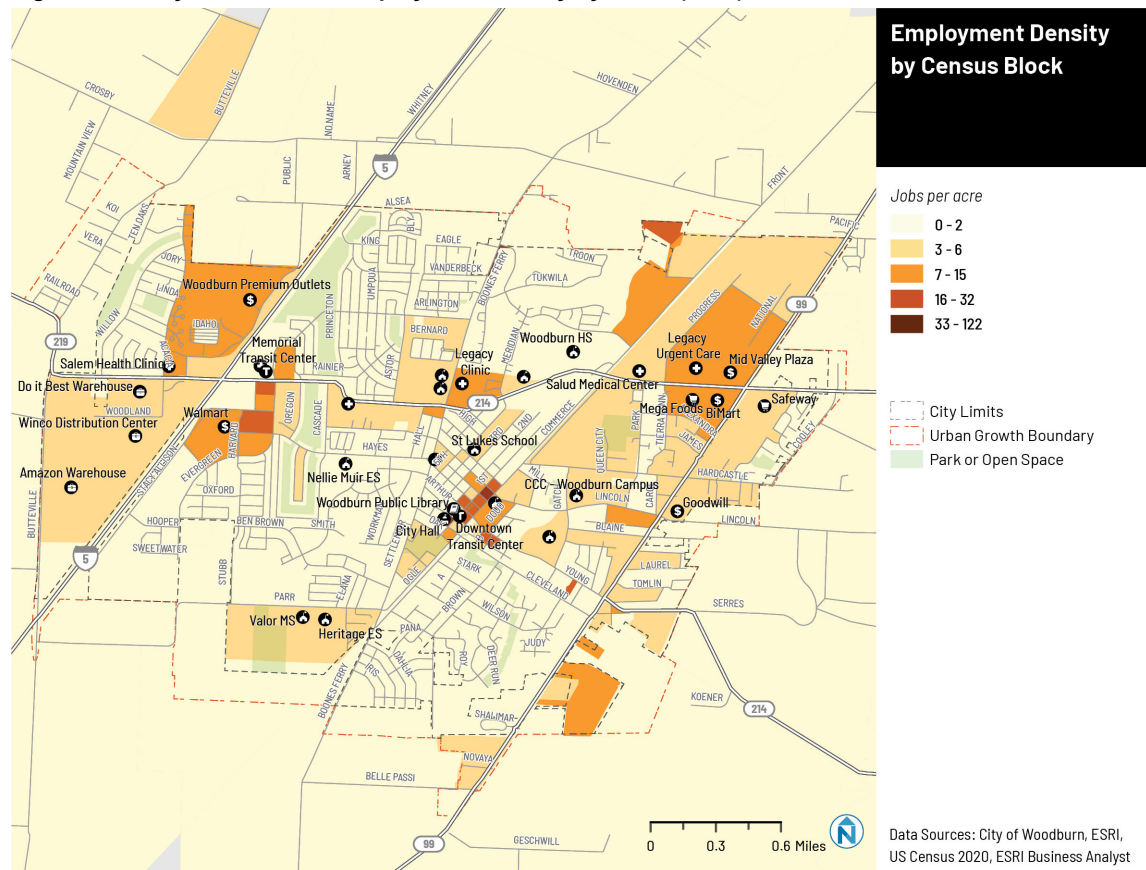
Large employers in Woodburn are listed in Figure 21 and mapped in Figure 22. Winco tops the list with 500 employees. Other large employers include food processing, the state youth correctional facility, retailers, builders and contractors, and the City of Woodburn.

Figure 21 Major Employers in Woodburn

Employers	Number of Employees
Winco Foods Distribution Center	500
Food Services of America	475
Maclaren Youth Correctional	400
Fleetwood Homes	300
Republic Services	300
Kerr Contractors Oregon Inc	200
Walmart Supercenter	200
Woodburn City Hall	150
Gem Equipment Inc	130
Hardware Wholesalers	110

Source: ESRI Business Analyst/Data Axle

Figure 20 City of Woodburn Employment Density by Block (2019)

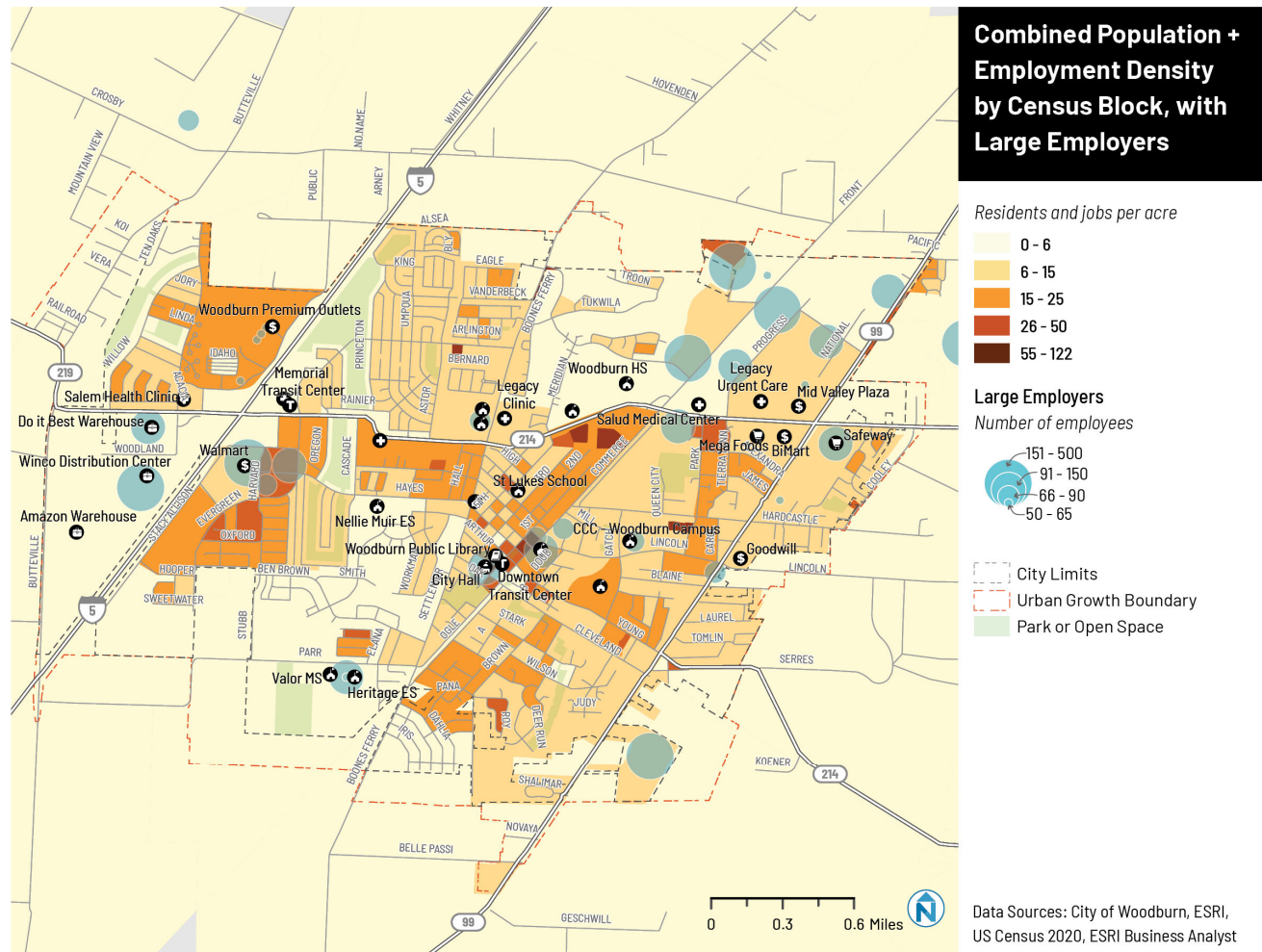


Data Sources: City of Woodburn, ESRI, US Census 2020, ESRI Business Analyst

Combined Population and Employment Density

Population density and employment density both play a role in the demand for public transit. Figure 22 from 2020/2019 combines these factors to show potential transit demand based on where people live and work. There are pockets of density throughout the city, though most density is concentrated in the areas of central and west Woodburn.

Figure 22 City of Woodburn Combined Population and-Employment Density (2020/2019)



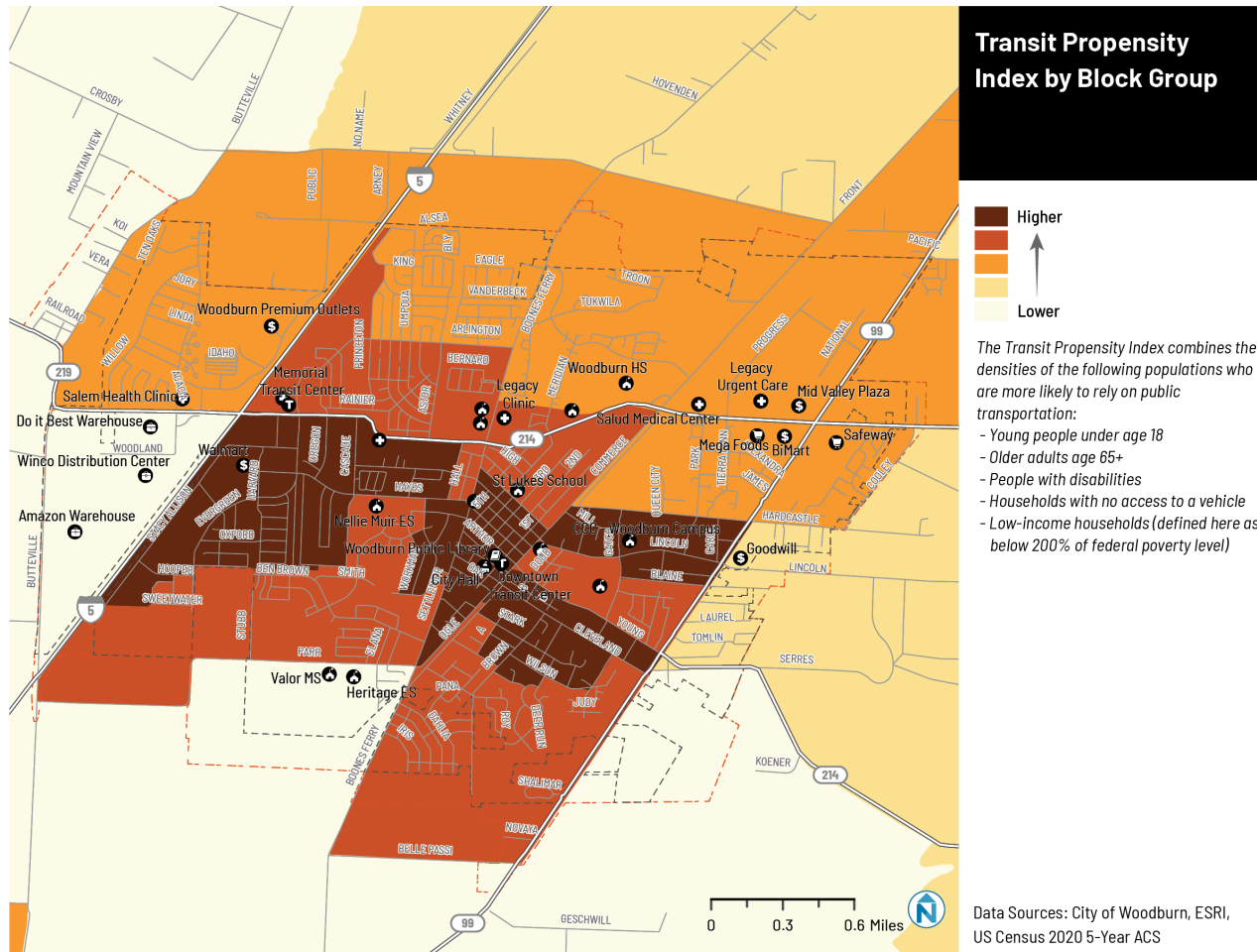
- Large employers are concentrated in industrial areas of northeast and west Woodburn.
- Woodburn Premium Outlets area has one of the highest densities of jobs in the city, but all of the individual employers here are relatively small (none has more than 65 employees).
- Neither of the existing transit routes serves key current and future employment areas in west Woodburn including Do it Best, Winco, the soon-to-open Amazon warehouse (with an estimated demand for 2,000 employees), or the new e-commerce warehouse space in southwest Woodburn (all shown in Figure 19 above).

Demographics-Based Transit Propensity

Socioeconomic characteristics also influence people’s tendency to use transit. Generally, groups that are more disadvantaged in society tend to use transit more often than the overall population. Populations of people who may rely on transit are concentrated across central Woodburn south of Highway 214, in downtown, and in the neighborhoods east and southeast of downtown.

This transit propensity index was created by combining densities of young people, seniors, people with disabilities, households without vehicles, and low-income households.

Figure 23 City of Woodburn Demographics-Based Transit Propensity (2020)



YOUNG PEOPLE UNDER AGE 18

- Young people may rely on transit to get to and from school and other activities on their own, particularly when their parents or legal guardians do not have the time or resources to transport them.

ADULTS 65 OR OLDER

- Transit is used by older adults to live independently and access healthcare and essential services without the hassle and cost of owning, maintaining, and driving a vehicle.

PEOPLE WITH DISABILITIES

- People with disabilities are more likely to rely on transit for daily needs due to challenges they may have operating a vehicle.

ZERO-CAR HOUSEHOLDS

- Households without a vehicle available are far more likely to use transit than households that have at least one vehicle available.

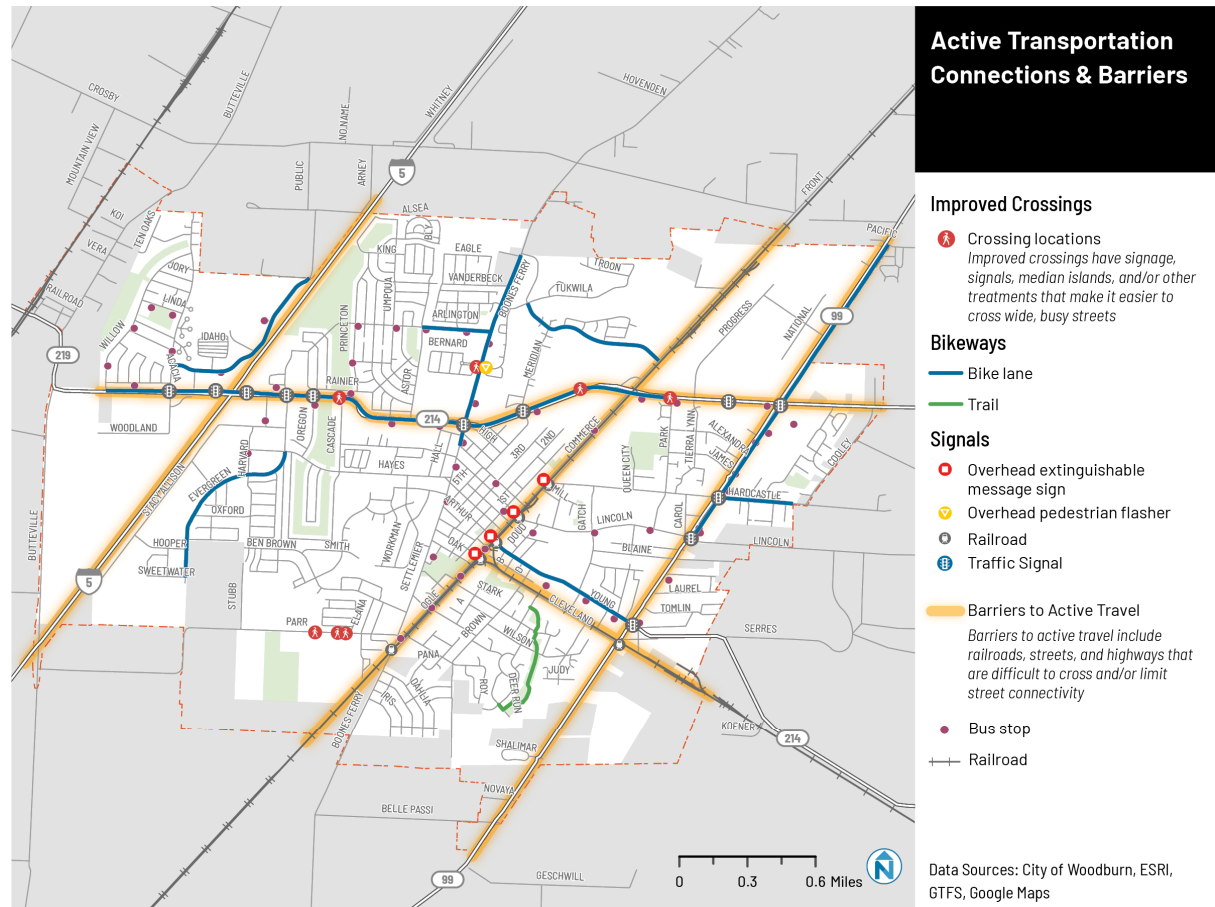
LOW-INCOME HOUSEHOLDS

- Households with incomes near the federal poverty level are much more likely to have difficulty paying for basic needs – especially transportation costs – and are thus much more likely to use transit.

Pedestrian and Bicycle Network

Active transportation networks connect people who walk and bike to their destinations and help bus riders safely access bus stops and destinations. Almost all transit trips begin and/or end with a walking, rolling, or bicycle trip.

Figure 24 Bike and Pedestrian Network and Barriers



Analyzing the active transportation network’s alignment with transit stops and stations can inform multimodal planning that can enable the use of biking, walking, and transit for more types of trips. Woodburn is a relatively small town, and many destinations are within a short distance (1-2 miles) of most residents.

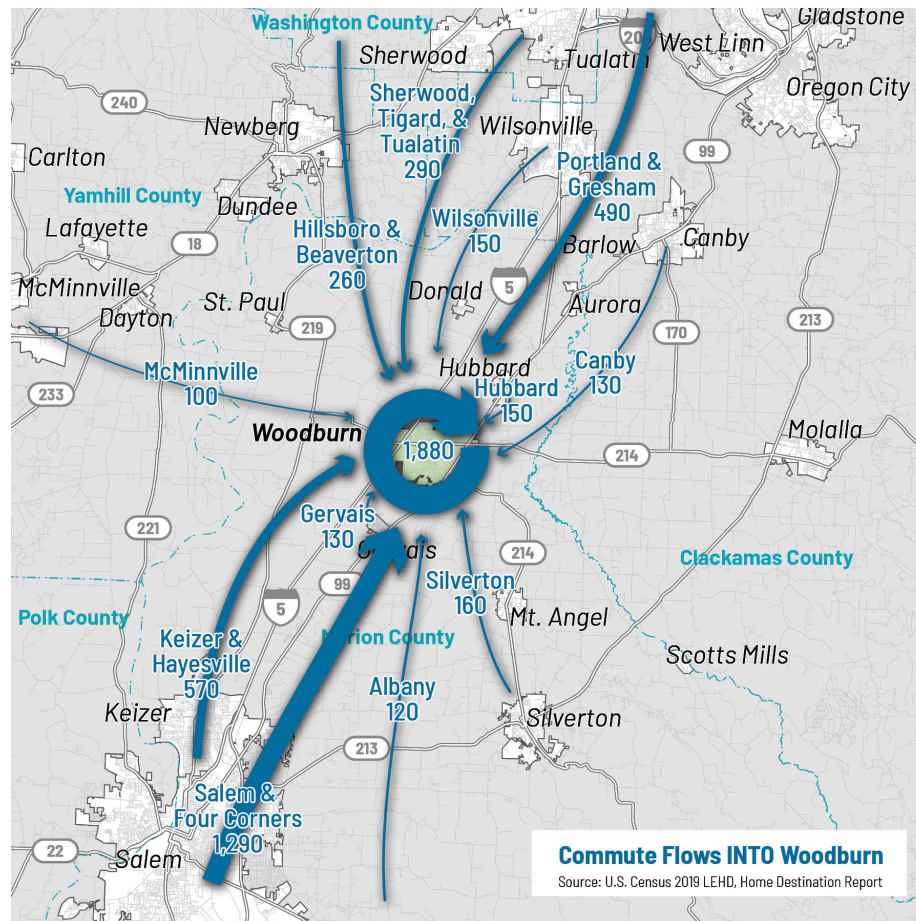
- **The current bicycle network in Woodburn consists of a single trail and disconnected segments of bike lanes** along primary corridors including Highway 99 and Newberg Highway, and other disconnected bike lanes on Evergreen Rd, Boones Ferry Rd, Country Club Rd, Hazelnut Dr, Hardcastle Ave, Young St, and Arney Rd by Woodburn Premium Outlets.
- **The railroad adjacent to Front St, the I-5 freeway, and Highway 99 present significant obstacles to active travel.** These barriers are challenging to cross while walking, rolling, or biking, present accessibility challenges for people using assistive devices, and/or limit street connectivity.
- **There are some newer upgraded crossings that make it safer and easier for people to cross busy streets** such as Boones Ferry Rd, Parr Rd, and Newberg Highway. Installation of new pedestrian crossings on Highway 99 is nearly complete (these locations are not shown).
- The city does not have a comprehensive layer of sidewalk coverage, however **many streets in the city do not have sidewalks** or have sidewalks only on one side of the street.

LOCAL AND REGIONAL TRAVEL FLOWS

Commute Related Travel Flows

Woodburn is both an employment center for people living in the area and somewhat of a “bedroom community” for people who work in Salem-Keizer and the Portland metro region.

Figure 25 Where People Who Work in Woodburn Live (2019)



As of 2019, the most recent year that nationwide employment data are available, Woodburn had approximately 9,900 jobs in the city limits, while roughly 10,800 people of working age live in the city. This results in a net outflow of approximately 900 workers. Nearly 1,900 people both live and work in Woodburn.

The largest share of workers who commute into Woodburn live in Salem/Four Corners, Keizer/Hayesville, and Portland/Gresham (Figure 25). The top ten home locations for people who work in Woodburn are shown in Figure 26.

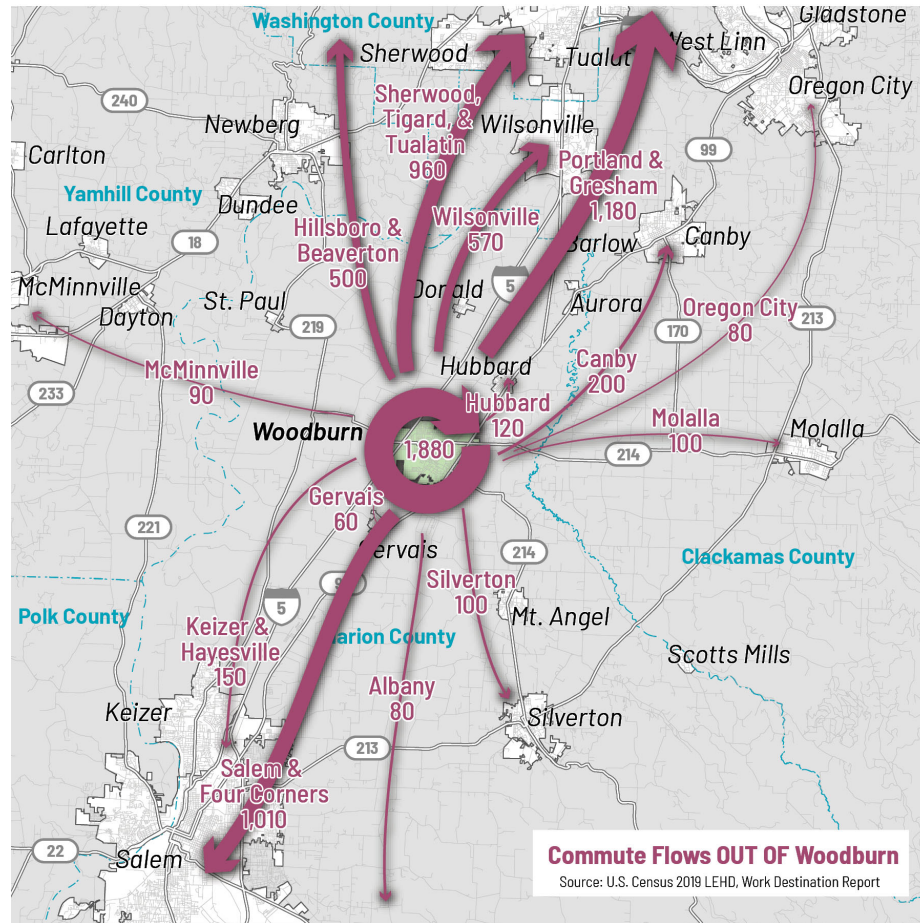
Figure 26 Top 10 Home Communities for People Employed in Woodburn (2019)

Community	Number of Workers
Woodburn	1,880
Salem/Four Corners	1,290
Keizer/Hayesville	570
Portland/Gresham	490
Tigard/Tualatin/Sherwood	290
Hillsboro/Beaverton	260
Silverton	160
Wilsonville	150
Hubbard	150
Gervais	130
Canby	130

For those workers whose home locations are in Woodburn (approximately 10,800 people), the primary destinations for employment are Portland/Gresham, Salem/Four Corners, and Sherwood/Tigard/Tualatin.

As mentioned above, nearly 1,900 people both live and work in Woodburn.

Figure 27 Where People Who Live in Woodburn Work (2019)



The top ten work destination communities for people who live in Woodburn are shown in Figure 28.

Figure 28 Top 10 Work Communities for People Who Live in Woodburn (2019)

Community	Number of Workers
Woodburn	1,880
Portland/Gresham	1,180
Salem/Four Corners	1,010
Tualatin, Sherwood, & Tigard	960
Wilsonville	570
Beaverton/Hillsboro	500
Canby	200
Keizer/Hayesville	150
Hubbard	120
Silverton	100
Molalla	100

Travel Flows (All Trips)

In addition to the worker travel flows presented above that uses Census (LEHD) data, a second travel flow analysis was conducted to understand travel patterns for **all trips** (not just employment related trips). This additional analysis was used to inform service planning decisions, and especially how to better understand regional travel patterns.

Data was gathered from 2019 as well as 2021 to understand travel flows prior to the pandemic as well as once new travel patterns were beginning to emerge after the pandemic.

Because understanding travel patterns is complex and must be tied to geographic locations, an online dashboard was developed to visualize the analysis and distill the key themes.

Using the dashboard, this analysis helped to understand:

- Local travel patterns
- Regional travel patterns
- Regional travel destinations in Woodburn and outside of Woodburn (e.g., in the Salem area).

Further detail from the travel flows analysis is included in Appendix A: Travel Flows Analysis.

Key Findings

The following are key findings from the travel flow analysis.

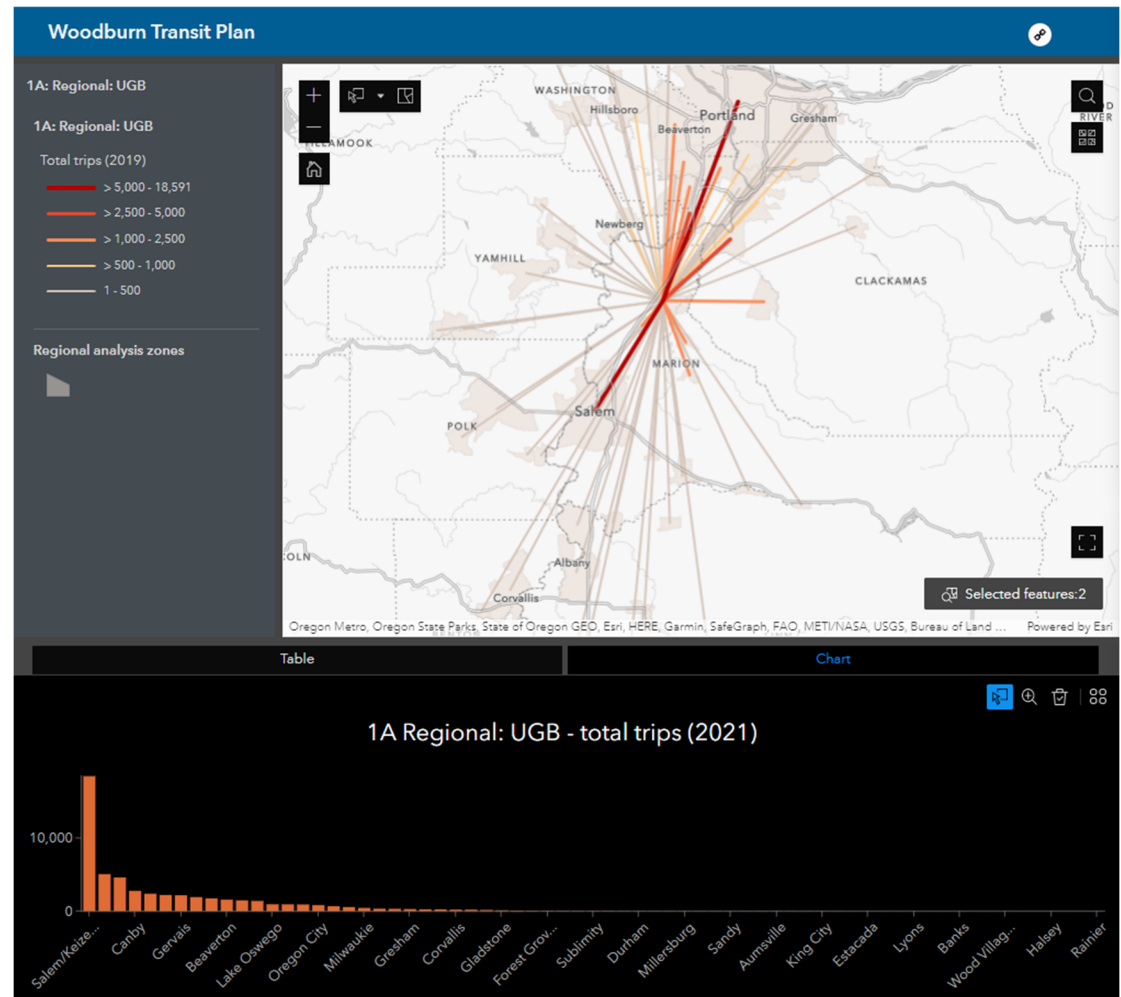
- Approximately **a third of trips within Woodburn are by low-income people** (in households earning up to 200% of the federal poverty level).
- Nearly **half of trips within Woodburn are made by people of color**.
- The most significant local travel patterns within Woodburn are **southwest to northeast**, such as between the Walmart area and the Mid-Valley Plaza/Salud clinic area.
- The largest regional travel patterns to/from Woodburn include **Salem/Keizer, Portland Metro area (including Wilsonville and Washington County)**, followed by the **north OR-99E corridor** (e.g., Canby), cities to the southeast along OR-214 (**Mt Angel and Silverton**), **Gervais**, and **Molalla**.
 - Most are directly served by regional transit connections except for Molalla.
- The locations in Woodburn where the most regional trips end vary but include the Woodburn Outlet Mall area, Walmart area, and Mid-Valley Plaza/Salud area which includes a number of employers.
 - Trips from the OR-99E corridor to/from Woodburn include trips connecting to the western parts of the city.

About the data

The travel flow analysis is based on data from Replica, a travel model that combines a variety of data sources including:

- **Mobile location data** (de-identified) collected from personal mobile devices and vehicles.
- **Demographic data** about where people live and work, and the characteristics of the population, such as age, race, income, and employment status.
- **Land use / real estate data** that help determine where people live, work, and shop, and by what means it is possible to travel to each activity.
- **Ground truth data** is used to calibrate outputs including auto and freight volumes, transit ridership, and bike and pedestrian counts.

The data is not personally identified and was aggregated to broad areas (“zones”) like Census block groups.



An online dashboard was created in ArcGIS to visualize the analysis

COMMUNITY ENGAGEMENT

COMMUNITY ENGAGEMENT OVERVIEW

To guide all outreach activities as part of the Woodburn TDP, the project team developed a Public Involvement Plan (PIP) early in the project. The PIP includes a framework to engage and educate stakeholders, elected officials, and the public so that they were aware of the project and had every opportunity to provide meaningful input throughout the TDP process. The guiding principles for the PIP were to ensure an inclusive, equitable and diverse public outreach process that represents the needs of all members of the community. A summary of the public involvement activities conducted for the TDP are summarized below.

Figure 29 TDP Public Involvement Plan (PIP) Activities

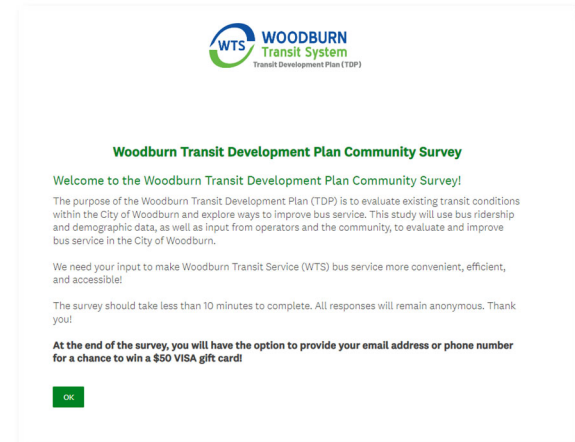
PIP Activity	Summary
Project Development Team (PDT)	The PDT consists of several key staff from WTS and the City of Woodburn. The PDT’s role was to provide guidance to the consulting team throughout the TDP process. Regular coordination meetings were held approximately every two weeks.
TDP Steering Committee	This group consists of 11 members from the community that were involved in the overall TDP process and helped the PDT and consulting team review project deliverables and recommendations. The TDP Steering Committee met four times at key decision points in the project. Recordings of three of the meetings (conducted virtually) are available on the project website (see below).
Stakeholder Interviews	A series of one-on-one or small group meetings were conducted between October and November 2022 to discuss transit service needs and priorities in Woodburn. A second focus group focusing on Spanish-speaking passengers was also conducted in March 2023. More information is provided below.
Planning Game Workshop	Held in November 2022, this workshop allowed participants to consider their priorities for transit service in Woodburn by developing their own transit network. About 20 people from the community attended the workshop, including some stakeholders and TDP Steering Committee members. The outcome of the workshop will help the project team develop a preferred future service scenario. More information is provided below.
Project Website and Social Media	The project team developed a webpage on the City’s website that was dedicated to the TDP (https://www.woodburn-or.gov/transit/page/transit-development-plan). The webpage includes a brief overview of the TDP, a timeline, a project fact sheet (in English and Spanish), links to the community survey (in English and Spanish), and recordings of previous TDP Steering Committee meetings.
Community Surveys	An online community survey was conducted in the Fall of 2022 to solicit information from transit riders and non-riders. A second online survey was conducted to solicit input on the service scenarios. More information on the initial community survey is provided below. The second online survey is summarized in Chapter 6 (Service Scenarios).
Onboard Surveys	An onboard passenger survey was conducted on the fixed route and Dial-A-Ride services to solicit information directly from transit riders. More information is provided below.
Pop-Up Events	The project team participated in the Hispanic Heritage Month celebration in the Plaza on September 19, 2022.

Community Survey

The Nelson\Nygaard team partnered with WTS staff to develop an online community survey that was available for approximately three months beginning in early September 2022 through December 2022. The online survey was available in both English and Spanish and a link was provided on a project webpage hosted on the City's website (<https://www.woodburn-or.gov/transit/page/transit-development-plan>). The survey was also advertised through the City's social media channels, on a Spanish language radio show, and in several e-blasts sent out by the City (in both English and Spanish). A total of 64 surveys were completed (61 in English and 3 in Spanish).

Key findings from the community survey include:

- About two-thirds of survey respondents have not ridden WTS services in the past 12 months. The large majority of residents (70%) said that they drive alone as their primary mode of transportation.
- Of those who do use transit, about half (48%) have been using the service for more than a year but another 30% are relatively new to the service (using it for less than 6 months).
- About half of the respondents who have ridden WTS services transfer to another regional provider. The most common transfers are to CAT and Cherriots to Salem.
- Respondents are more satisfied with different aspects of service than dissatisfied, but comfort at the bus stops, frequency, and reliability are all areas where service could be improved.
- Among respondents who do not use transit, the primary reasons why they choose to use other modes of transportation include convenience, it takes too long, or schedules don't match their needs. A high proportion of respondents also said they just prefer to take their own vehicle.
- When asked what improvements would encourage respondents to begin using transit, or use it more often, the top three requests were better service information, more frequent service, and improved transfer connections to other providers/cities.



English version of community survey.

Community Survey Highlights

Figure 30 Have you ridden with Woodburn Transit System in the past 12 months?

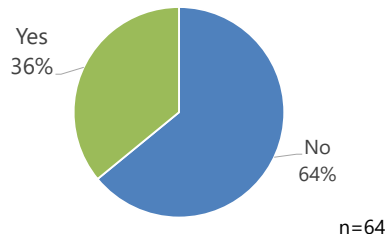


Figure 31 If you have ever transferred between WTS and another transit service, which one?

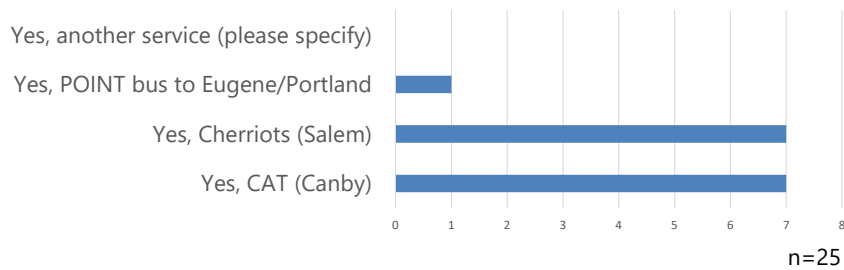


Figure 32 Satisfaction with different aspects of WTS service

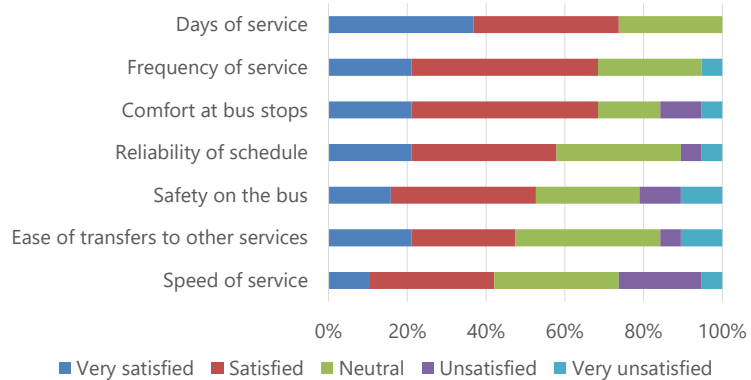


Figure 33 If you do not use WTS, for which reasons do you choose to use other means of transportation?

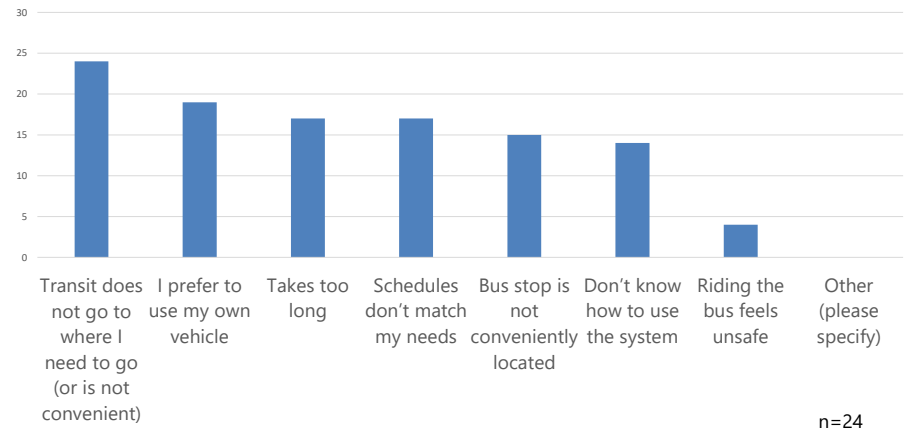
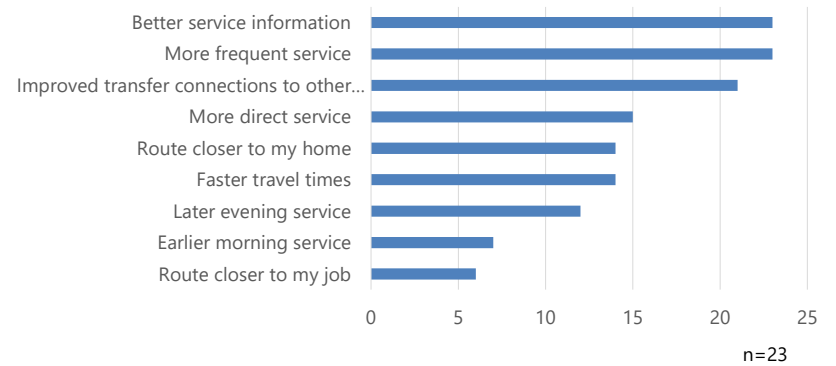


Figure 34 What improvements to service would encourage you to begin using transit or to use it more often?



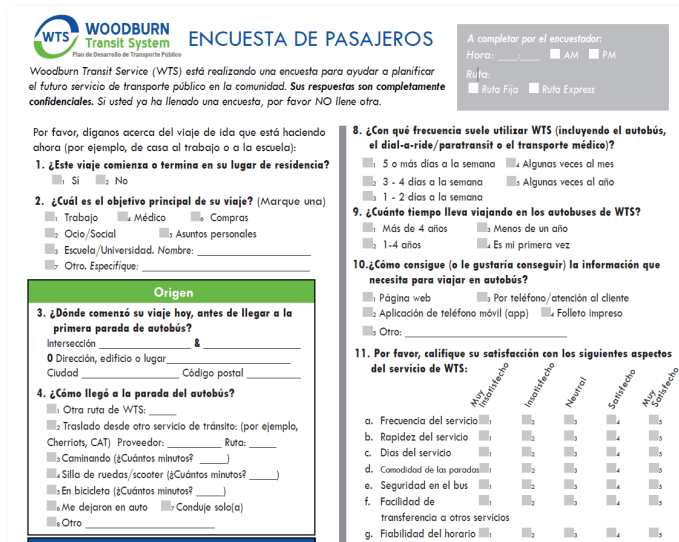
Onboard Survey

The project team administered an onboard survey to understand more about current travel patterns, who is riding the bus, and what improvements to the system would be most impactful for riders. Project staff rode the Fixed Route and the Express Route for nearly all trips on Wednesday, October 12, 2022, and attempted to gather as many responses as possible. The survey was available as a hard copy in both English and Spanish.

Collecting completed surveys was challenging for several reasons: many of the trips on the bus were very short, not allowing enough time for someone to fully read through all survey questions; and literacy barriers prevented many people from completing the survey themselves, which required project staff to directly read survey questions to participants and record their responses. Consequently, the total number of surveys collected was fairly low – just 29 passengers filled out part or all of the survey, representing 26% of total boardings for the day.

Key findings from the onboard survey include:

- More than half of participants completed the survey in Spanish, and more than 70% stated that they are most comfortable speaking Spanish. This is in contrast to the Community Survey, in which only 5% of respondents completed the survey in Spanish.
- Nearly three-quarters of respondents ride WTS three or more days per week, and half of respondents have been riding for more than four years.
- People rode the bus primarily for shopping and work trips.
- If the bus had not been available, 36% of respondents would have taken a taxi, Uber, or Lyft, and 32% would have simply walked. The majority of respondents do not have access to a motor vehicle.
- Satisfaction with WTS service was generally high. Respondents were most satisfied with safety on the bus and frequency of service, and least satisfied with reliability of schedules and ease of transfers to other services.
- Respondents indicated that their top priority service improvements would be earlier morning service, more frequent service, and later evening service. (Service currently runs from 8:00 a.m. to 6:00 p.m., with 30-60 minute frequency.)



Spanish version of the on-board survey.

Onboard Survey Highlights

Figure 35 Survey Completion Language



Figure 36 Trip Purpose

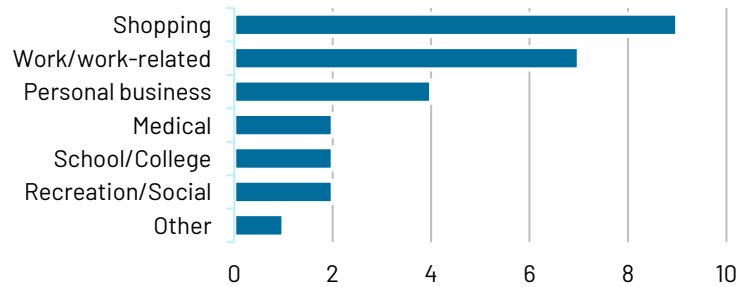


Figure 37 How would you have made this trip if bus service were not available?

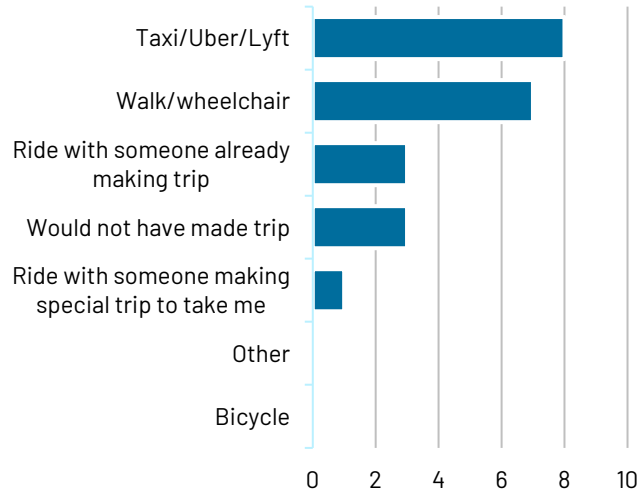


Figure 38 Satisfaction with various aspects of WTS service

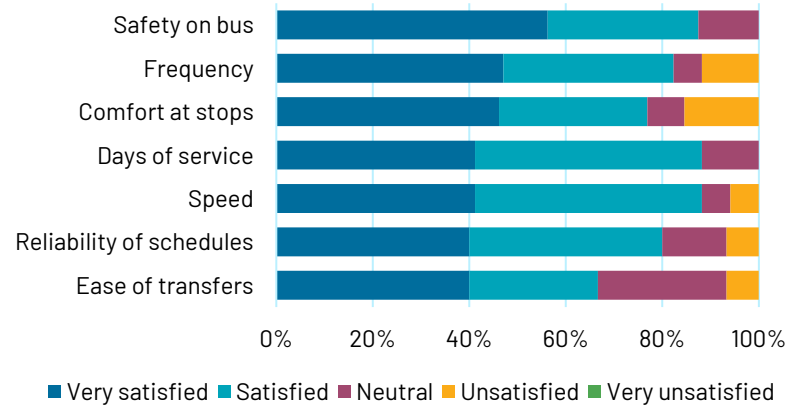
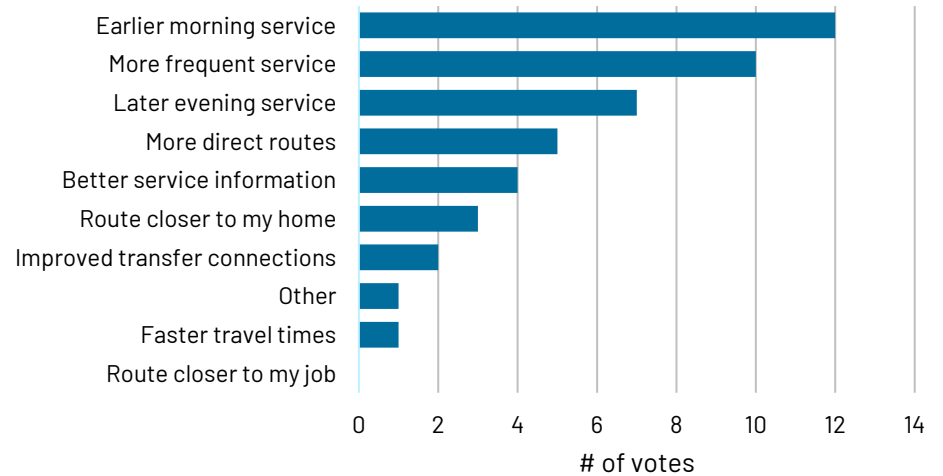


Figure 39 Improvements that would encourage riders to ride more often



Stakeholder Interviews

Between October and December 2022, the project team engaged in several one-on-one and small group interviews with project stakeholder organizations identified in coordination with the Project Development Team and other city staff. Specific organizations contacted for stakeholder interviews include the following (those that ultimately participated are shown in **bold**):

- **Do it Best Corporation**
- **Treetop**
- **Farmworker Housing Development Corporation**
- **Northwest Senior and Disability Services**
- **South Clackamas Transportation District**
- Cherriots
- Oregon Human Development Corporation
- Woodburn School District
- Pineros Y Campesinos Unidos del Noroeste (PCUN) – Farmworkers Union
- Canby Area Transit (CAT)
- Woodburn Foursquare Church
- First Presbyterian Church
- Senior Estates
- Chemeketa Community College
- County Meadows Retirement
- Woodburn Outlet Mall

During each stakeholder interview, participants were given a brief introduction to the TDP update process and project background and were then asked to provide input on how the current system was meeting their needs, what is working well, and where there are opportunities for improvement.

Key findings from the Stakeholder Interviews include:

- Stakeholders had little familiarity with the existing transit system and generally do not ride WTS services themselves. Many of their employees and constituents similarly know little about the system and few ride WTS services.
- Maintaining a zero-fare system would be a major benefit to many employees and constituents.
- WTS should cover more of the city with regular service, especially areas with major employers and areas of new housing development, and key community gathering places such as parks.
- Lack of marketing means there is little awareness of the services among the general public.
- Current limited span of service does not serve shift workers at many large employers (Treetop, Do it Best, etc.).
- Lack of bilingual operators and WTS staff limits the transit rider market.
- Wide, busy roadways, railroad tracks, and lack of bus shelters are barriers to safe, comfortable transit access, which makes it more challenging and less appealing to ride the bus.
- The existing regional transit connections to Woodburn provided by other services (Cherriots, CAT, etc.) are a major advantage. Service changes should capitalize on these existing connections to make regional transit trips even more appealing. A direct transit connection between Molalla and Woodburn may be appealing to some people especially for medical and work trips.
- Quicker, more direct transit connections to major employers within Woodburn would make it more appealing to ride transit for workers who live outside of Woodburn.

Planning Game Workshop

On November 17, 2022, the project team facilitated a “transit planning game workshop” with a group of local and regional stakeholders. While the primary goal of the workshop was to allow participants to “plan out” a conceptual fixed route network in Woodburn, the real value of the workshop was helping participants understand the difficult tradeoffs associated with providing transit service. There were three groups in the workshop, each with between 5-6 participants. A total of 18 stakeholders attended the workshop, not including members of the PDT or project team.

The workshop started out with a presentation by the project team to provide background information on the existing transit services available in Woodburn, regional transit connections, and an overview of the market analysis and conditions that impact the demand for transit service. Then, participants broke into their separate groups, developed a series of goals/objectives for transit services in Woodburn, and planned out their own local fixed route network. At the end of the workshop, a member from each group shared the network they developed with the larger group. Key themes from the workshop include:

- Service is a must on Highway 214 between Highway 99 and the Outlet Mall and neighborhoods west of I-5. All three groups independently provided more frequent bidirectional service in this corridor.
- The primary destinations in Woodburn for transit riders include downtown, Walmart, the Outlet Mall, Salud Clinic, Bi-Mart, Amazon/Do it Best/WinCo, and Goodwill.
- All participants desired lower-frequency coverage service in the residential neighborhoods and to portions of Highway 99.
- All participants desired service to downtown, with direct connections to Bi-Mart, portions of Highway 99, and Walmart.
- Demand response zones were desired in the southeast and north parts of town (focused on lower-density residential neighborhoods).



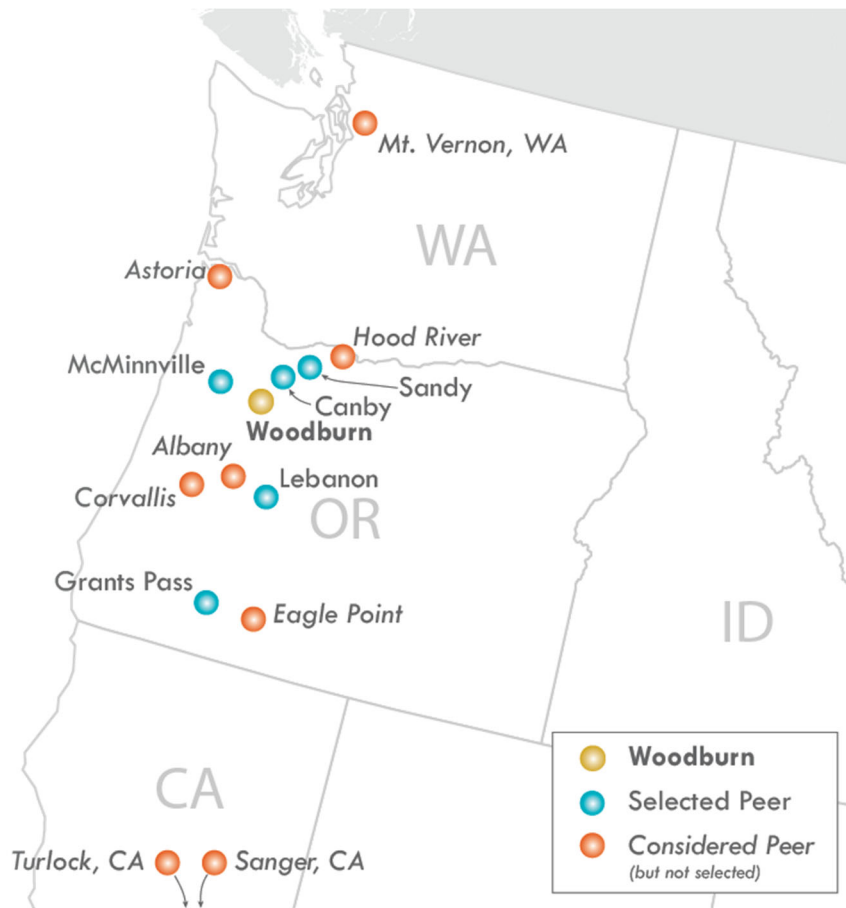
Planning Game Workshop, November 17, 2022

PEER REVIEW

INTRODUCTION AND KEY FINDINGS

This chapter provides a high-level peer analysis to identify where Woodburn Transit System (WTS) excels, or falls short, relative to the transit service it provides. The primary goal of the peer review is to identify potential opportunities for transit service improvements based on how WTS compares to its peers.

Figure 40 Woodburn Peer Communities



Peer Selection Process

The first step in the peer review was to identify possible communities that could be compared to Woodburn. A total of 13 potential peer communities were identified. Most of the peer communities are in Oregon due to the unique statewide funding opportunities for transit, but several potential out-of-state peers were also identified.

Next, the following four evaluation factors were used to identify communities that are most comparable to Woodburn:

- **Total city population** was used to identify communities that have a similar number of residents, and thus have a similar potential market for transit.
- **Population density** was used to ensure that the urban form and average household size is comparable to Woodburn.
- **2010-2020 population growth** was used to identify communities that are experiencing a similar level of economic activity and growth as Woodburn.
- **Hispanic or Latino population** and **Limited English Proficiency** were used to identify peer communities that exhibit a similar demographic profile as Woodburn.

Based on the 13 potential peer cities/regions, five peers were selected for this evaluation, as shown in Figure 1.

Peer Community Overview

Figure 41 below provides a high-level summary of the fixed-route and demand response transit services provided in Woodburn as well as in each peer community. To provide additional context, a summary of the existing fare structure is also provided.

Figure 41 Woodburn Peer Community Service Overview

Peer Community	Transit Service Overview	Fare Structure Overview
Woodburn Transit System (WTS)	WTS provides two fixed route services within the city limits (fixed route and express route) as well as a dial-a-ride service for seniors and people with disabilities. The Dial-A-Ride serves the entire city limits and serves as the complementary paratransit service. Fixed route and paratransit services on WTS are offered seven days a week. WTS also manages a volunteer medical transportation service that provides trips to medical appointments in Salem or the Portland area.	WTS suspended fares on all services during the pandemic. Prior to the suspension of fares, fixed route fares were \$1.25 for a single ride, \$3.00 for a day pass, \$5.00 for a four-ride pass, and \$18.75 for a 20-ride pass. The volunteer medical transportation service is free to passengers, but donations are accepted.
Canby Area Transit (CATS)	CATS provides several fixed route services including a regional route connecting Canby to Oregon City and Woodburn (99x) as well as a local loop that operates just within the city. The regional route operates Monday-Saturday and the local loop operates only on weekdays. CATS also provides a complementary paratransit service to the fixed route service and a general-public dial-a-ride for anyone traveling within the urban growth boundary. A shopper shuttle is also provided for registered users of the paratransit service.	Fares on the local fixed route and shopper shuttle are free, but are \$1.00 per one-way trip on the regional route (99x) as well as the dial-a-ride. A 24-ride punch pass and a monthly pass are also available, each for \$20.00.
Josephine Community Transit (JCT)	JCT operates four local fixed routes and three commuter routes to Medford, Cave Junction, and Wolf Creek. In addition, a local complementary paratransit service (dial-a-ride) within ¾ of a mile of the local fixed route network. All transit services are offered Monday-Friday only.	Fares on the local fixed routes are \$1.00 for a single ride, \$3.00 for a day pass, and \$38.00 for a monthly pass. The commuter routes are \$2.00 for a single ride, \$6.00 for a day pass, and \$50.00 for a monthly pass. There are also several reduced fare options. The dial-a-ride fares are \$2.00 each way.
Lebanon Inter-Neighborhood Express (LINX)	LINX provides a local loop fixed route (Monday through Saturday) as well as a regional connector route to Brownsville on Tuesday and Friday. In addition, LINX provides a dial-a-ride for seniors, people with disabilities, and the general public.	LINX is currently fare free.
Yamhill County Transit (YCT)	YCT offers 11 fixed route services, including local service in McMinnville and Newberg and regional services to Grand Ronde, West Salem, Hillsboro, and Tigard. A dial-a-ride is also provided for riders who are unable to use the local and commuter fixed route services. All services operate Monday-Friday except the routes to Grand Ronde and Tigard that also offer reduced service on Saturday.	YCT suspended fares during the pandemic and continues to be fare-free. Previously, fares on the local and regional services were \$1.25 for a one-way trip, \$2.50 for a day pass, \$18.00 for a 10-day pass book, and \$35.00 for a monthly pass. Dial-a-ride fares were \$1.75 for a single ride and \$40.00 for a monthly pass.
Sandy Area Metro (SAM)	SAM operates local fixed route service as well as regional services to Gresham and Estacada. SAM also provides a dial-a-ride service (called Sandy Transit Area Rides – or STAR) that provides both complementary paratransit service as well as general-public, curb-to-curb service. In addition, a shopper shuttle is provided locally. The route between Sandy and Gresham operates seven days a week, while the route to Estacada operates Monday through Saturday and the shopper shuttle only operates on weekdays.	All fixed route services within the Sandy city limits are fareless. Fares for service outside of the city limits to reach regional destinations are \$1.00 for a single trip. The dial-a-ride service is also \$1.00 for a single trip. Multi-trip and monthly passes are available for \$20.00 and \$30.00, respectively. SAM also offers a combined SAM/Mt. Hood Express day pass for \$5.00.

The five selected peer communities are listed in Figure 42 along with total city population, population density, and four transit performance statistics for the entire system (fixed-route and demand response) from the 2021 National Transit Database (NTD):

- Annual Passenger Trips (Boardings)
- Annual Vehicle Revenue Hours
- Annual Total Operating Costs
- Maximum Vehicles in Operation

Utilizing the performance data listed above, as well as other NTD data organized by mode (demand response and fixed-route) for the past three available years (2019, 2020, and 2021), nearly a dozen performance metrics were calculated and evaluated. Based on this evaluation, the following metrics that are most used in the transit industry have been evaluated further to compare Woodburn with the peer communities.

- Boardings per Revenue Hour
- Boardings per Capita
- Revenue Hours per Capita
- Operating Cost per Revenue Hour
- Operating Expenditures per Capita
- Operating Cost per Boarding
- Farebox Recovery

Figure 42 Peer Community Demographic and Service Overview

Agency	Primary City	Service Area Population	Population Density (per sq. mile)	Total Annual Passenger Trips	Total Annual Vehicle Revenue Hours	Total Annual Operating Cost	Max. Vehicles in Operation
Woodburn Transit System (WTS)	Woodburn	26,013	4,440	29,100	9,500	\$694,000	3
Canby Area Transit (CATS)	Canby	18,171	3,877	60,100	14,600	\$1,843,800	8
Josephine Community Transit	Grants Pass	48,000	600	125,200	28,000	\$2,926,000	15
Lebanon Inter-Neighborhood Express (LINX)	Lebanon	18,447	2,633	19,700	6,500	\$555,500	6
Yamhill County Transit (YCT)	McMinnville	107,722	150	142,000	36,200	\$2,926,800	26
Sandy Area Metro (SAM)	Sandy	12,612	3,533	76,600	17,100	\$1,796,700	7

Sources: US Census (2020) ACS 5-Year Estimates Detailed Tables; 2021 National Transit Database (Fixed Route and Demand Response)

As shown above, population density in Woodburn is the highest of any of the peer communities. While several of the peers operate in larger geographic areas (and thus have a lower population density), this also indicates that Woodburn’s land uses are somewhat more compact compared to the peer communities. More compact land uses, as well as higher average household size¹, indicates a higher latent demand for transit in Woodburn compared to the peer communities.

¹ Woodburn’s average household size is 2.99 compared to 2.76 for Marion County and 2.49 for Oregon as a whole (US Census (2021) ACS 5-Year Estimates).

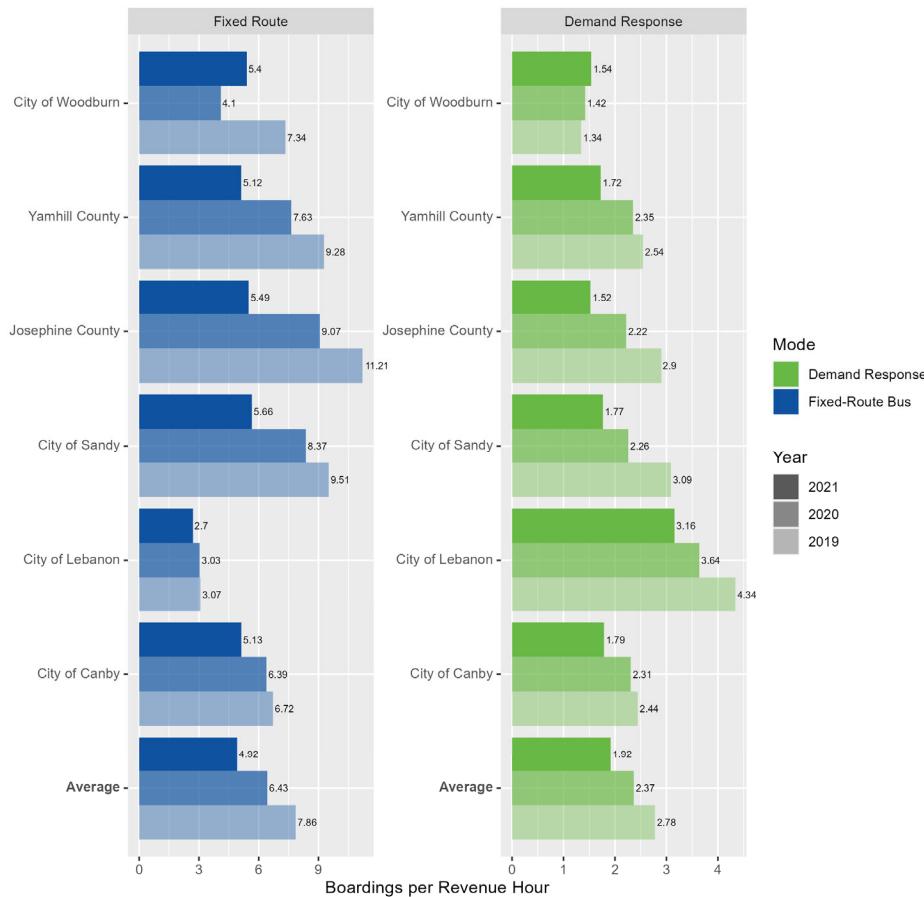
Peer Review Key Findings

- **Woodburn is the only peer for which boardings per revenue hour (productivity) showed any annual increase** during the three-year period. While productivity declined between 2019 and 2020 (as expected due to the pandemic), **fixed-route productivity in Woodburn increased by about 32% between 2020 and 2021** and **increased slightly each of the three years on the demand response side**. The increase in ridership could be attributed to the suspension of fares, although fares were also suspended in other peer communities that did not see similar productivity trends.
- The **average number of annual revenue hours per capita (an indicator of the investment in transit in that community) remained relatively steady** over the past three years for all peers. While boardings declined, many peer communities (including Woodburn) were able to maintain service levels during the pandemic. This is likely due to federal recovery funds that helped maintain service levels.
- **Woodburn offers less service (both in terms of revenue hours and operating dollars) per capita than the peer cities**. As a result, the number of boardings per capita in Woodburn is also on the lower end when compared to the peers. This contrasts with higher population density and higher average household size in Woodburn compared to peer communities, which could indicate latent demand for transit.
- **The efficiency of providing transit service in Woodburn is mixed** between services, but on par with peer communities overall. Operating cost per revenue hour (a measure of efficiency) is higher than peer communities for fixed-route services, but lower for demand response services. Similarly, the operating cost per boarding is on the higher end for fixed route services in Woodburn compared to peer communities, but on the lower end for demand response services.
- **The farebox recovery ratio for all peer communities dropped significantly** over the past three years as ridership declined and fares on some peer systems were suspended during the pandemic (fares are still suspended in Woodburn, Lebanon, and Yamhill County). Woodburn's farebox recovery ratio prior to the pandemic was close to the average of all peers for fixed-route and higher than the average for all peers on demand response.

BOARDINGS PER REVENUE HOUR

This performance metric (also referred to as “productivity”) measures how well the service is being used in relation to the amount of service available. Higher boardings per revenue hour indicates a service that is more effective at attracting passengers to the services that are offered.

Figure 43 Boardings per Vehicle Revenue Hour Peer Comparison



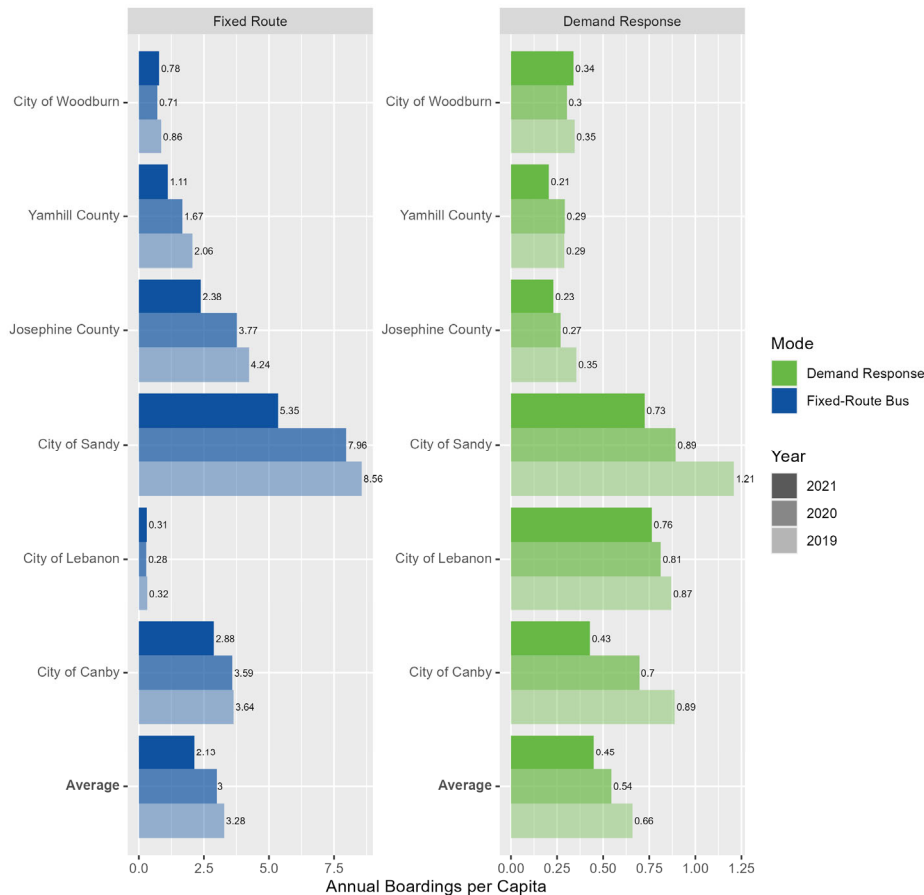
Summary

- Productivity for all peer systems has declined over the past three years – largely due to lower ridership during the pandemic. The average productivity expressed as boardings per revenue hour is just under 5.
- Woodburn has a slightly higher number of boardings per revenue hour than the average of other peers (fixed route), and average productivity for demand response services.
- Woodburn was the only peer where boardings per revenue hour showed any year-over-year increase during the three-year period. While productivity declined between 2019 and 2020 (as expected due to the pandemic), fixed route productivity increased by about 32% between 2020 and 2021 and increased slightly each of the three years on demand response.
- These findings indicate that while service levels have fluctuated over the past three years, Woodburn has been more effective than its peers at attracting passengers back to transit.

BOARDINGS PER CAPITA

The number of boardings per capita measures the utilization of the provider’s transit services compared to service area population. This measure normalizes the utilization of transit services in Woodburn compared to peer agencies and is an indicator of transit’s market share in the region. A higher number of boardings per capita indicates a higher utilization of transit services.

Figure 44 Boardings per Capita Peer Comparison



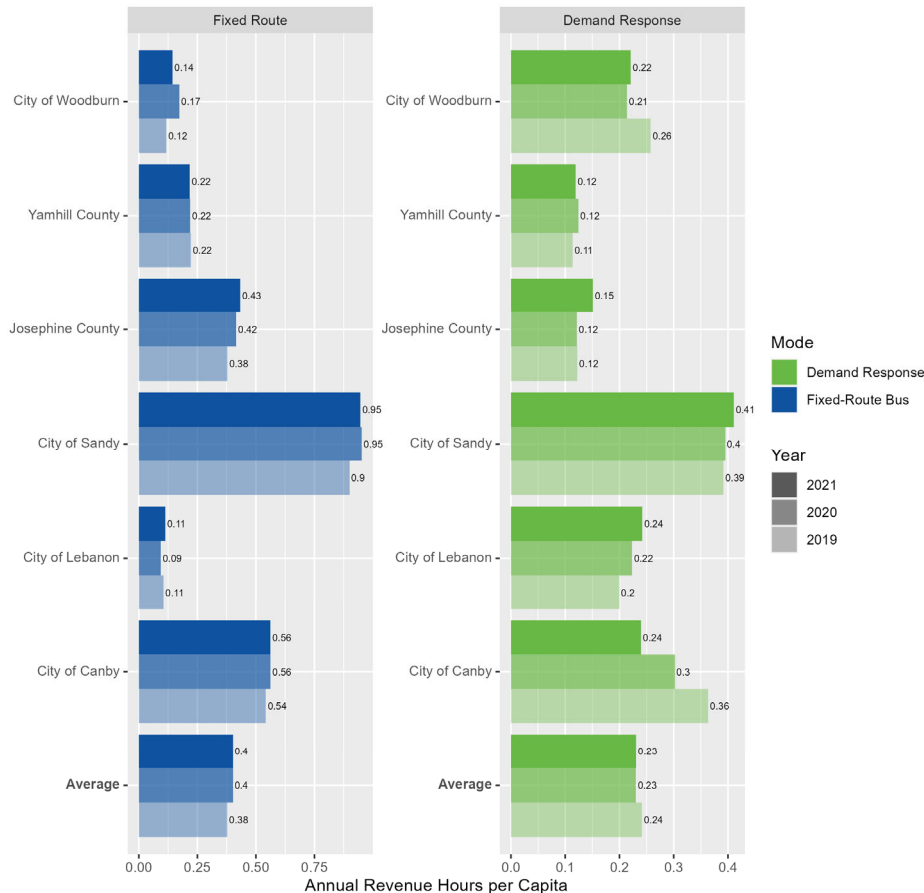
Summary

- As total boardings have declined for all peers over the three-year period, the number of boardings per capita for all peers has also declined. The average number of fixed route annual boardings per resident for all peers in 2021 is 2.13 (and 0.45 for demand response).
- For fixed route services, Woodburn averages about 0.8 boardings per resident, which is on the lower end compared to other peers. Only Lebanon has fewer boardings per capita than Woodburn.
- For demand response services, Woodburn is closer to the average for all peers with about 0.35 boardings per resident.
- This metric indicates that relatively few Woodburn residents utilize transit – especially fixed route transit. On the other hand, the number of boardings per capita increased between 2020 and 2021, a trend none of the peers could claim.

REVENUE HOURS PER CAPITA

Revenue hours per capita is an indicator of the overall investment in transit within each peer community. A higher number in this measure indicates a higher transit investment.

Figure 45 Revenue Hours per Capita Peer Comparison



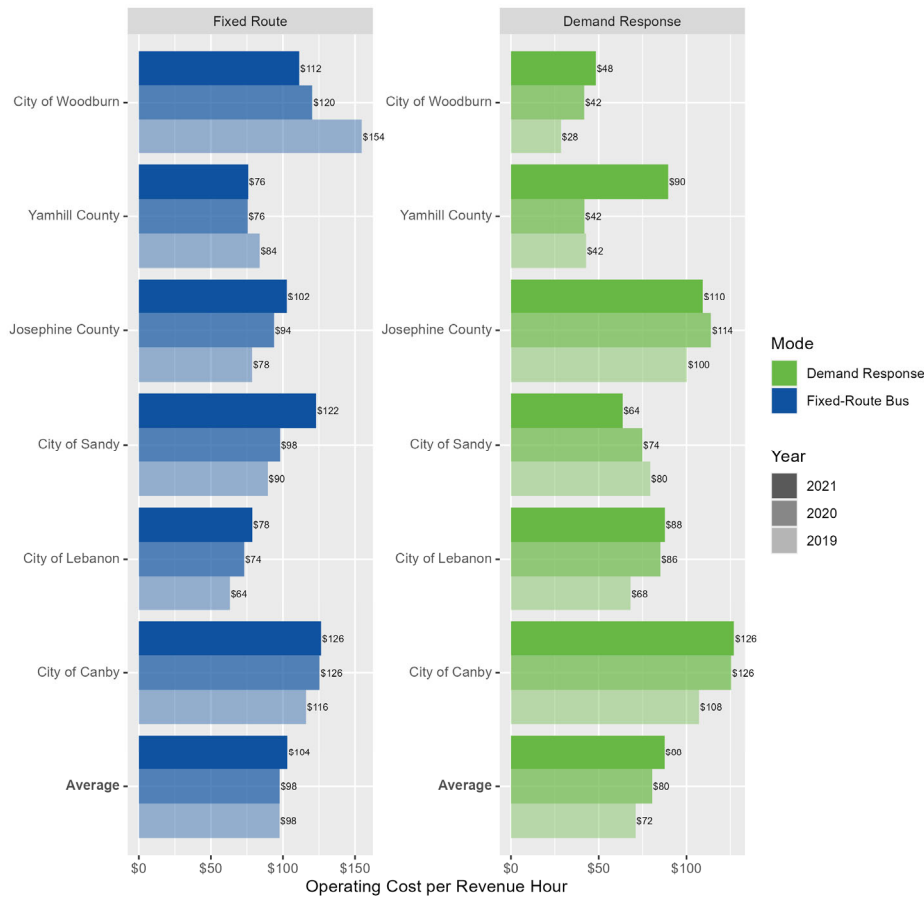
Summary

- Unlike boardings per capita, the average number of annual revenue hours per capita for all peers remained relatively steady over the past three years. While boardings declined, many cities were able to maintain service levels during the pandemic.
- For fixed route services, Woodburn averages between 0.12 and 0.17 annual revenue hours per resident, which is second-lowest when compared to other peers (only Lebanon has fewer revenue hours per capita than Woodburn).
- For demand response services, Woodburn is close to the average for all peers with between 0.21 and 0.26 annual revenue hours per resident.
- As with passengers per capita, this metric indicates that Woodburn residents have less access to fixed route transit service than most peer cities (except Lebanon).
- On the other hand, Woodburn residents have more access to demand response services when compared to more rural peers, but demand response service levels are lower than the small city peers (Sandy, Lebanon, and Canby).

OPERATING COST PER REVENUE HOUR

Operating cost per revenue hour measures how efficiently resources are provided by the transit provider. It reflects a combination of some factors outside of agency control, such as prevailing wage rates, as well as considerations within a provider’s influence, like staffing practices and assignments, and resources not used in revenue service (i.e., deadhead hours). A lower operating cost per revenue hour is generally preferable.

Figure 46 Operating Cost per Revenue Hour Peer Comparison



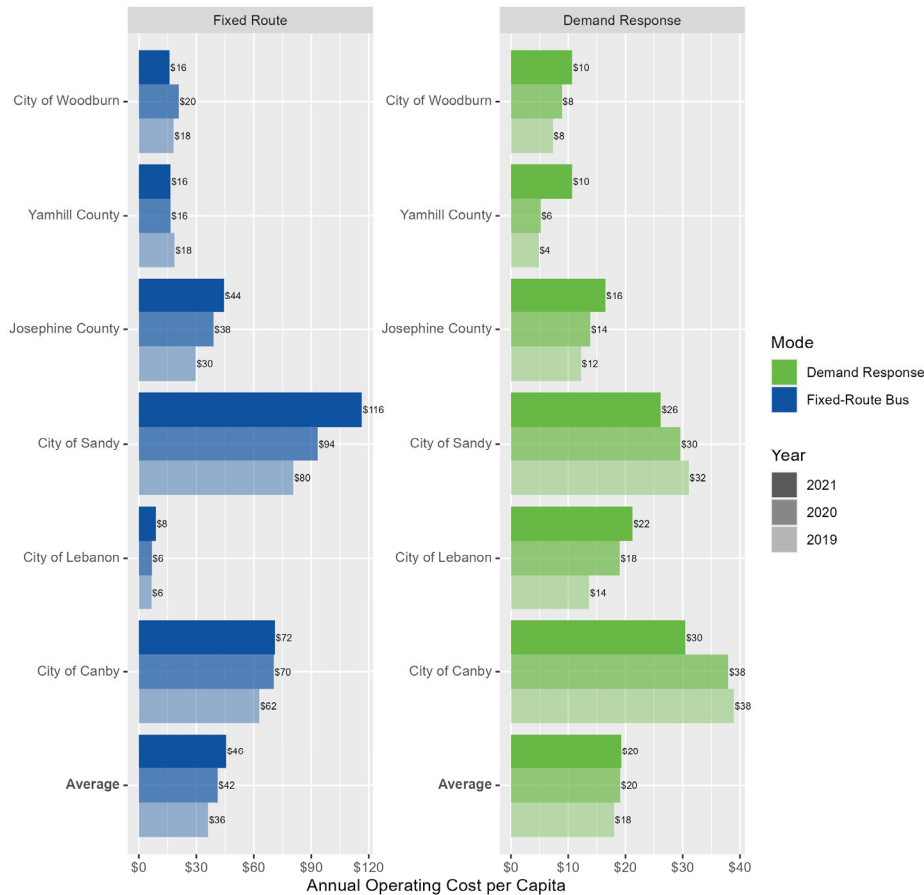
Summary

- The average operating cost per revenue hour for all peers ranged from about \$100 for fixed route services (for all three years) but increased between 2019 and 2021 for demand response services (increasing from \$72 to \$88).
- For fixed route services, Woodburn operating costs are slightly higher than for the peer cities. On the other hand, this metric has been trending down over the past three years, which only one other peer (Yamhill County) can claim.
- For demand response services, Woodburn performs better than nearly all other peers and well below the average. Like many other peers, operating cost per revenue hour on demand response services has been increasing over the past three years.
- Overall, this metric indicates that Woodburn is slightly more efficient than its peers because of the lower average for demand responsive services.

OPERATING COST PER CAPITA

Operating cost per capita is another measure of the investment in transit service, but this time compared to the population rather than per hour of service provided. A higher operating cost per capita indicates a higher investment in transit.

Figure 47 Operating Cost per Capita Peer Comparison



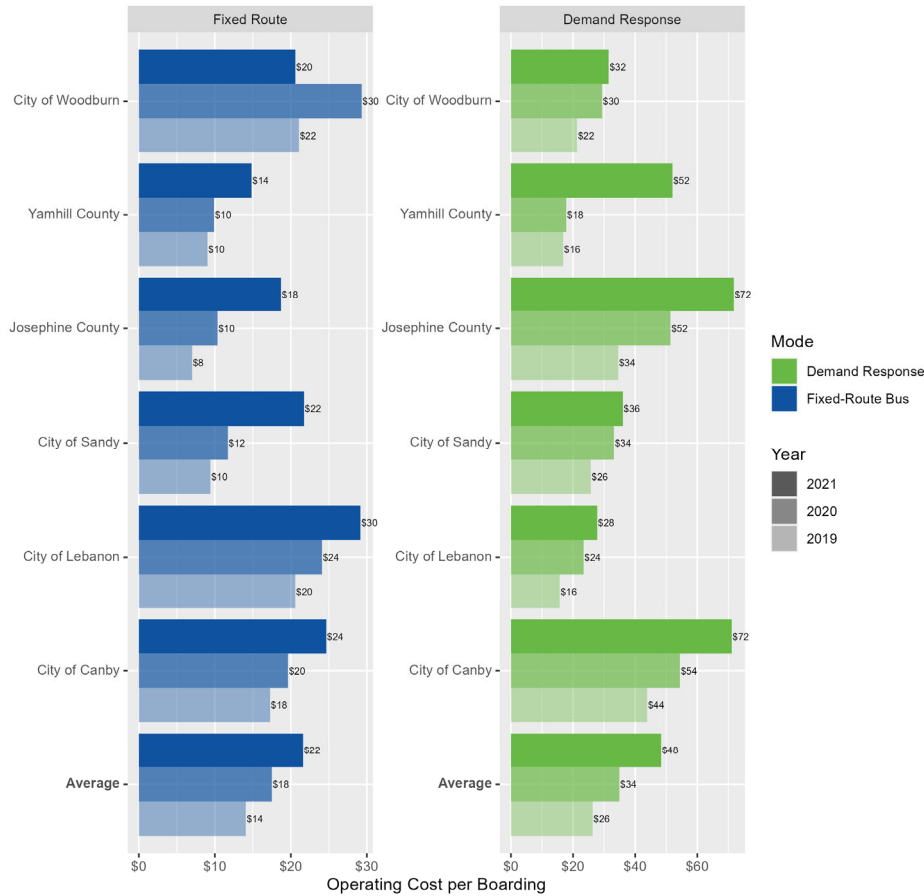
Summary

- For all peers, the average operating cost per capita ranged from \$36 to \$46 over the three-year period.
- The operating cost per capita for demand response services for all peers was about half that of fixed route, ranging from \$18-20 over the three-year period.
- As with revenue hours per capita, Woodburn has a lower operating cost per capita for fixed route services when compared to peer cities.
- For demand response services, Woodburn also has a lower operating cost per capita but closer to the average than for fixed route services. On the other hand, the operating cost per capita on demand response services has been increasing over the past three years, whereas several peers have declined (Sandy and Canby).
- Overall, this metric indicates that Woodburn provides fewer dollars for transit per resident than most of its peer cities. It should be noted that both Sandy and Canby provide significantly higher operating dollars per resident because they have a payroll tax dedicated to transit operations.

OPERATING COST PER BOARDING

Operating cost per passenger is a provider’s total operating cost divided by the total number of passengers carried per year and is a basic measure of cost effectiveness.

Figure 48 Operating Cost per Boarding Peer Comparison



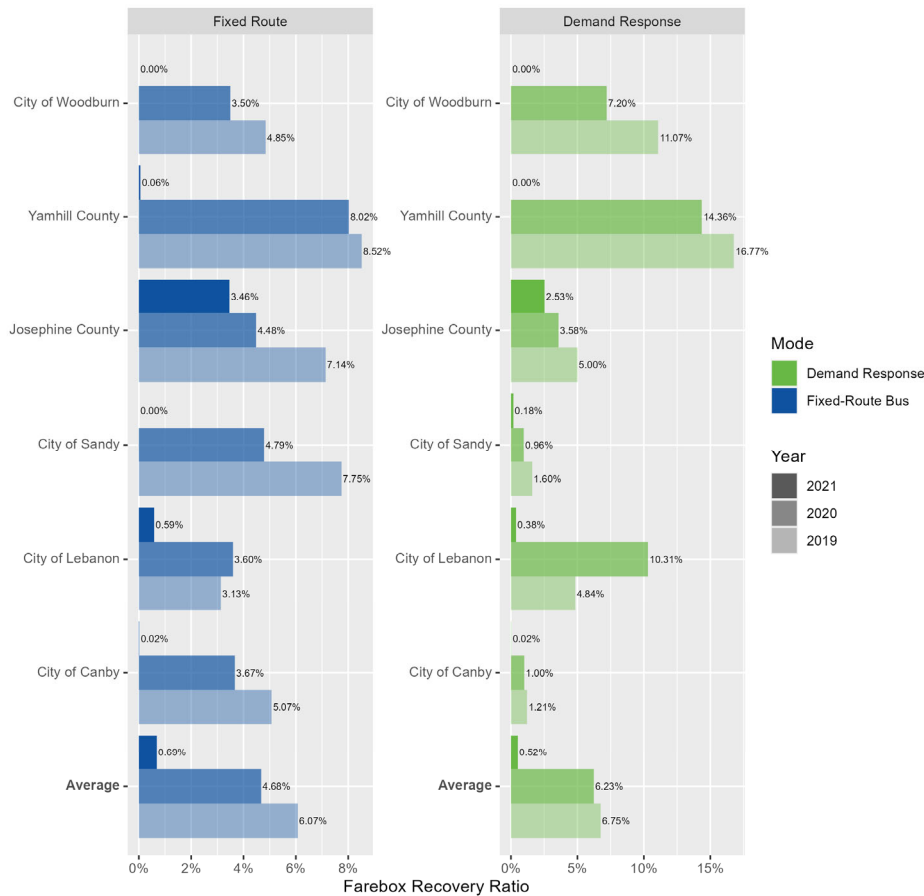
Summary

- The average cost per boarding for both fixed route and demand response services has been increasing over the past three years – which is likely a result of the pandemic during which time operating costs were increasing faster than boardings, which generally declined for most peers (and nationwide).
- For fixed route, Woodburn is close to the average for all peers, but the cost per boarding in 2021 is close to 2019. This is because fixed route ridership in Woodburn in 2021 is close to 2019 levels, while all other peers (except Lebanon) have seen steady declines in ridership during the three-year period.
- Woodburn’s cost per boarding for demand response services is lower than the average for all peers but has seen a slight year-over-year increase. As with fixed route, ridership on demand response in Woodburn has recovered to 2019 levels, but operating costs have increased somewhat.

FAREBOX RECOVERY RATIO

Farebox recovery is measured to understand how much of a provider’s operating costs are supplied by fare revenue and is another way to measure cost effectiveness.

Figure 49 Farebox Recovery Ratio Peer Comparison



Summary

- Over the three-year period, the farebox recovery ratio for all peers declined sharply, both on fixed route and demand response. This decline is largely due to suspension of fares during the pandemic for several peers (including Woodburn), but also a decline in ridership on those systems that continued to collect fares.
- In Woodburn, fares were suspended in March 2020. As a result, the farebox recovery dropped in 2020 on both fixed route and demand response and was zero in 2021.
- Prior to the suspension of fares, WTS had a similar farebox recovery ratio when compared to its peers. Comparing 2019 data (the last full year prior to the pandemic), the farebox recovery ratio on WTS fixed route services was just under 5%, which was on par with both Lebanon and Canby, whereas Sandy, Josephine County, and Yamhill County were all slightly higher (between 7-8%). On demand response services, however, WTS had a farebox recovery ratio higher than the average (11% compared to about 7%) and was only lower than Yamhill County (17%).

SERVICE SCENARIOS

SERVICE TYPES

To better understand the scenarios presented below, it is helpful to understand what makes transit successful in a general sense, and what is the range of transit service types that might be applicable to Woodburn based on the size and density of the community, as well as the funding and staffing resources available.

What makes transit successful?

- Schedules should operate with simple, repeating patterns (e.g., every hour or half hour).
- Routes should be direct and easy to understand. Loops and meandering routes are generally more challenging for riders than routes that run in opposite directions along the same corridor, with minimal turns.
- Routes should connect a variety of destinations, both along the route as well as at the end of the route (i.e., strong destinations).
- Amenities including bus stops/stations and vehicles should be comfortable, inviting, easily accessible, and safe for customers.
- Information about the transit service should be clear and easy to find.
- Access to transit should be comfortable and safe for people walking and bicycling.
- Service should be easy to pay for and affordable.

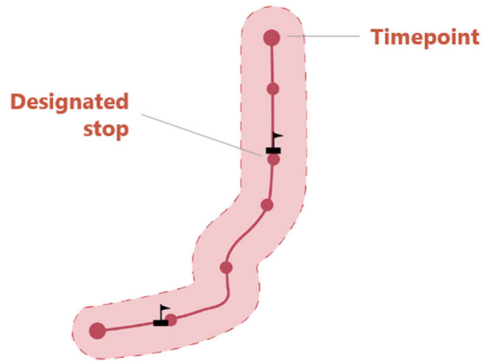
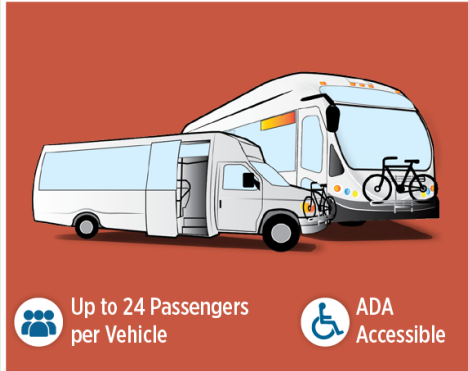
- Is direct:** Shows a straight path between two buildings.
- Serves a variety of destinations:** Shows a bus on a route connecting multiple buildings.
- Makes schedules easy to remember:** Shows a 'BLUE LINE bus every 15 mins' sign.
- Minimizes wait time through frequent service and real-time information:** Shows two smartphones displaying '10 mins' and a map.
- Has clear information available online and at bus stops:** Shows a computer monitor displaying a route map.
- Requires safe and inviting pedestrian connections:** Shows a pedestrian crossing sign.
- Integrates with bicycle facilities:** Shows a bicycle lane with a sign.
- Provides a high-quality waiting environment:** Shows a modern bus stop with a shelter and people waiting.
- Runs early in the morning, late at night, and on weekends:** Shows a clock, a calendar, and a weekend calendar.
- Operates in rights-of-way that are congestion-free:** Shows a multi-lane transit lane with a 'TRANSIT ONLY' sign.

Fixed Route

- Fixed-route transit is the most common type of transit service among peer agencies.
- Operates on a fixed route and schedule.
- Designed to directly serve major activity centers and travel corridors.
- Typically runs at regular frequency or “headways” (usually every 15 to 60 minutes) and makes frequent stops (~1/4 mile).
- Requires complementary ADA paratransit within 3/4-mile of route.

Works best for:

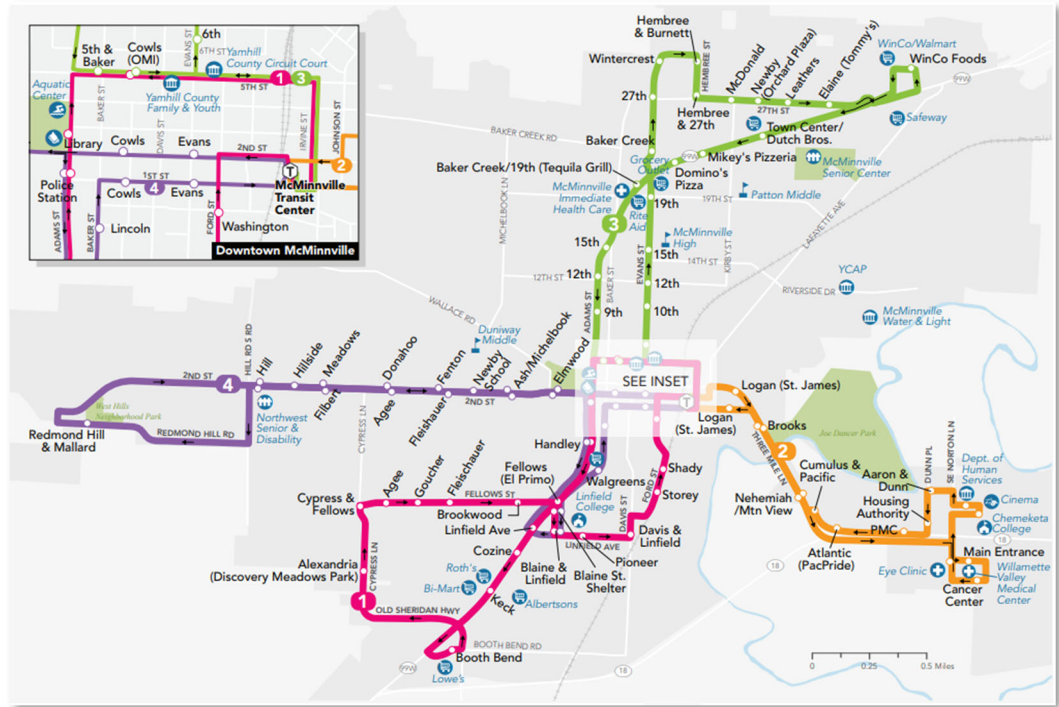
- Moving lots of people cost-effectively;
- Accessing major destinations quickly and reliably.



Peer Example

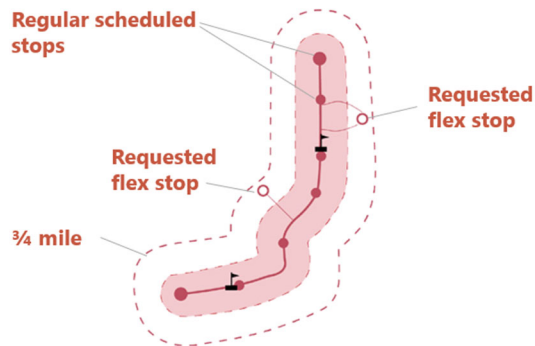
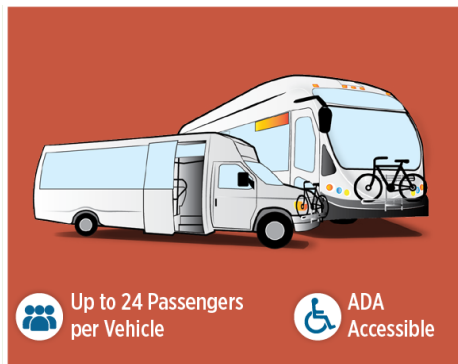
YAMHILL COUNTY TRANSIT – MCMINNVILLE LOCAL ROUTES

Yamhill County Transit (YCT) operates four local routes within McMinnville. All routes converge downtown at the McMinnville Transit Center, where they connect to regional YCT routes serving Grande Ronde, Hillsboro, Salem, and Tigard.



Flexible Fixed Route

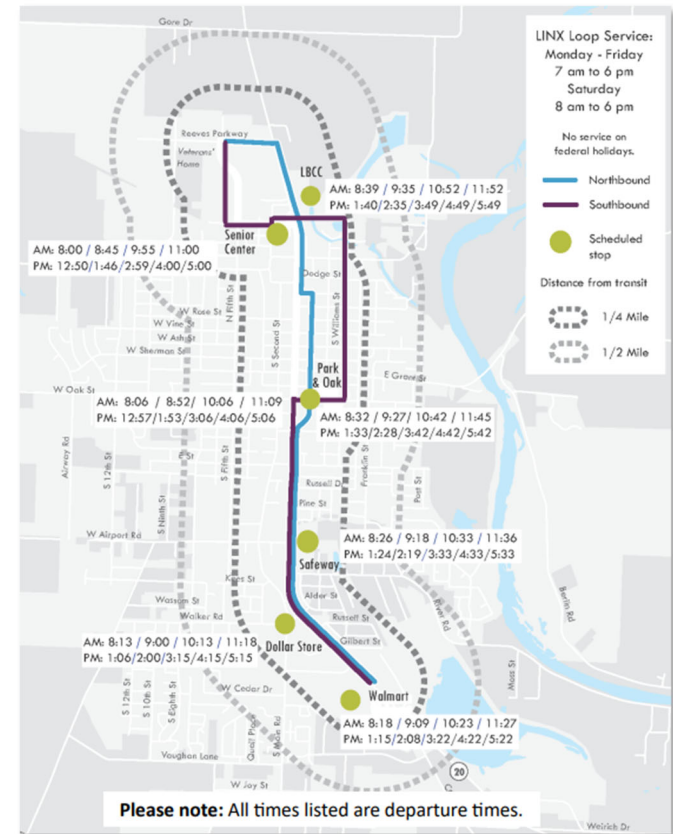
- Similar to fixed route:
 - Directly serves major destinations and travel corridors.
 - Operates on a regular schedule and route, with frequent stops.
- Schedule allows deviations for pickup or drop-off within a specified distance of the set route (e.g., ¼-mile).
 - Pickup deviation scheduled between 2-24 hours in advance.
 - No advanced notice needed for drop-off deviation.
- Combines some benefits of both fixed-route and dial-a-ride service.
 - Can fulfill requirement for complementary ADA paratransit.
- Works best for:
 - Accessing a variety of local destinations.
 - Serving a mix of moderate- to low-density areas.
 - Maintaining flexibility for riders with limited walking capability.



Peer Examples

LINX LOOP (LEBANON, OREGON)

The LINX Loop is a local flex route operating on weekdays and Saturdays. As its schedule permits, deviations are allowed up to ¾-mile from its regular route, expanding the service area to cover a majority of the city.



TILLAMOOK COUNTY

Tillamook County’s Wave transit service allows route deviation requests up to ¾-mile from the established route. Deviation requests must be made at least two hours in advance of the requested pickup. A deviation request to be dropped off can be made as early as late as when the rider boards the vehicle. No extra fare is charged for deviation requests.



Microtransit

- Microtransit is like Dial-A-Ride service but offers same-day, on-demand trips like ride-hail companies such as Uber and Lyft. Riders typically request service using a smartphone app.
- Microtransit can provide curb-to-curb or point-to-point trips within a specified service area. Rides are usually shared with others travelling in the same general direction.
- Works best for:
 - Serving low-density areas
 - Completing the “first or last mile” of transit trips
 - Riders who prefer not to walk due to uncomfortable weather
 - Providing options for passengers who have limited mobility

KEY ELEMENTS OF MICROTRANSIT



Peer Examples

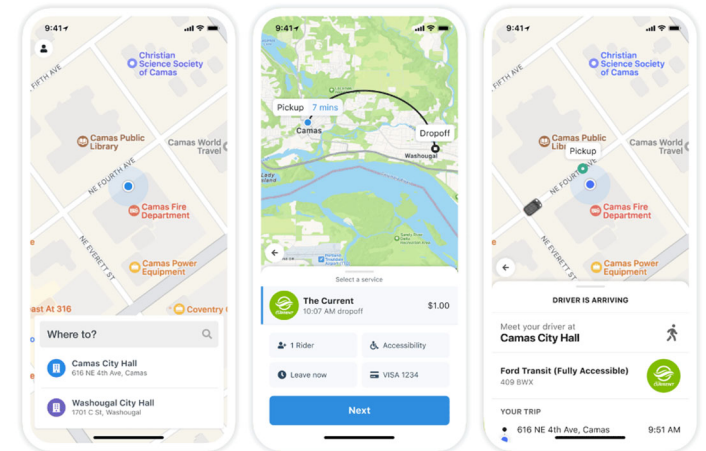
YOLO COUNTY TRANSIT DISTRICT (YOLO COUNTY, CALIFORNIA)

Yolo County Transit District runs a microtransit service called YOUR Ride that connects small towns to and around the agricultural hub of Vacaville. Rides are available within the towns of Winters, Woodland, and Knights Landing, or between these towns and larger cities.



THE CURRENT (CLARK COUNTY, WASHINGTON)

C-TRAN, Clark County’s transit agency, offers a new, on-demand rideshare microtransit, providing point-to-point service in multiple areas at the same cost as a standard bus fare. It is integrated with other C-TRAN and TriMet (Portland-area transit agency) services via mobile apps.



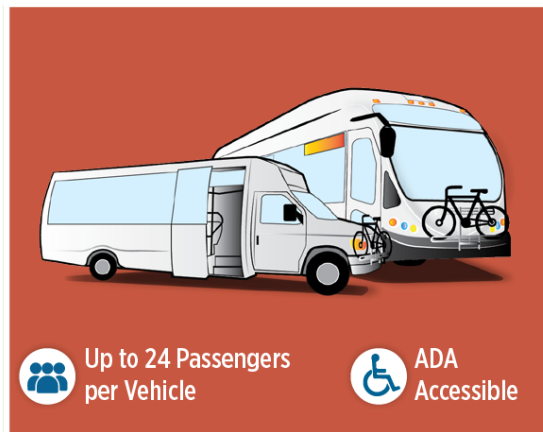
Schedule a ride with the tap of a button

Get picked up where you want

Ride with C-TRAN at a low fixed price

Specialized Shuttles

- Shuttles are designed to serve specific types of trips and connect to specific destinations.
- Can complement/connect to existing transit routes or operate independently.
- Typically operate on limited daily, seasonal, or irregular schedules (to meet shift times).
- Examples include shopper shuttles, employer shuttles, medical shuttles, and recreation shuttles.



Peer Examples

SANDY SHOPPER SHUTTLE (SANDY, OREGON)

Sandy Area Metro (SAM) operates the Trolley Shopper Shuttle for ~4 hours each weekday, connecting residential neighborhoods to locations providing daily needs such as Fred Meyer and Safeway. It runs on a schedule but can serve other pickup locations by request.

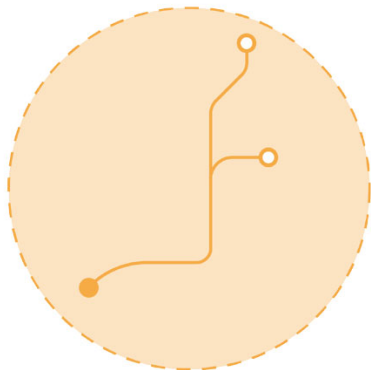
GROVE LINK EMPLOYER SHUTTLE (FOREST GROVE, OREGON)

GroveLink (operated by RideConnection) provides an employment loop for specific employers and employment clusters at specific morning and afternoon shift times, in addition to flex route shuttles that circulate within the city. It connects with TriMet Line 57.



General Public Dial-A-Ride

- Provides demand-response service within a set area, such as a city boundary.
- Trips are typically curb-to-curb.
- Trips are often grouped together.
- Riders may be required to book trips well in advance (e.g., within 24 hours), or some systems can use on-demand scheduling.



Peer Examples

LINX DIAL-A-RIDE (LEBANON, OREGON)

LINX offers curb-to-curb on weekdays and within city limits. Rides requested the same day are accommodated as permitted by the service schedule that day.



CASCADES EAST TRANSIT (CENTRAL OREGON)

Cascades East Transit (CET) provides curb-to-curb, shared-ride dial-a-ride transit service for the general public in the cities of Prineville, La Pine, Redmond, Madras, and Sisters. All CET dial-a-ride and fixed-route services are fareless.



TILLAMOOK COUNTY (TILLAMOOK COUNTY, OREGON)

Tillamook County Transit District runs shared-ride, door-to-door dial-a-ride service that operates on weekdays. One-way regular fares are \$4 for the first five miles and \$0.50 for each additional mile. Reduced fares are also available.



SERVICE SCENARIOS

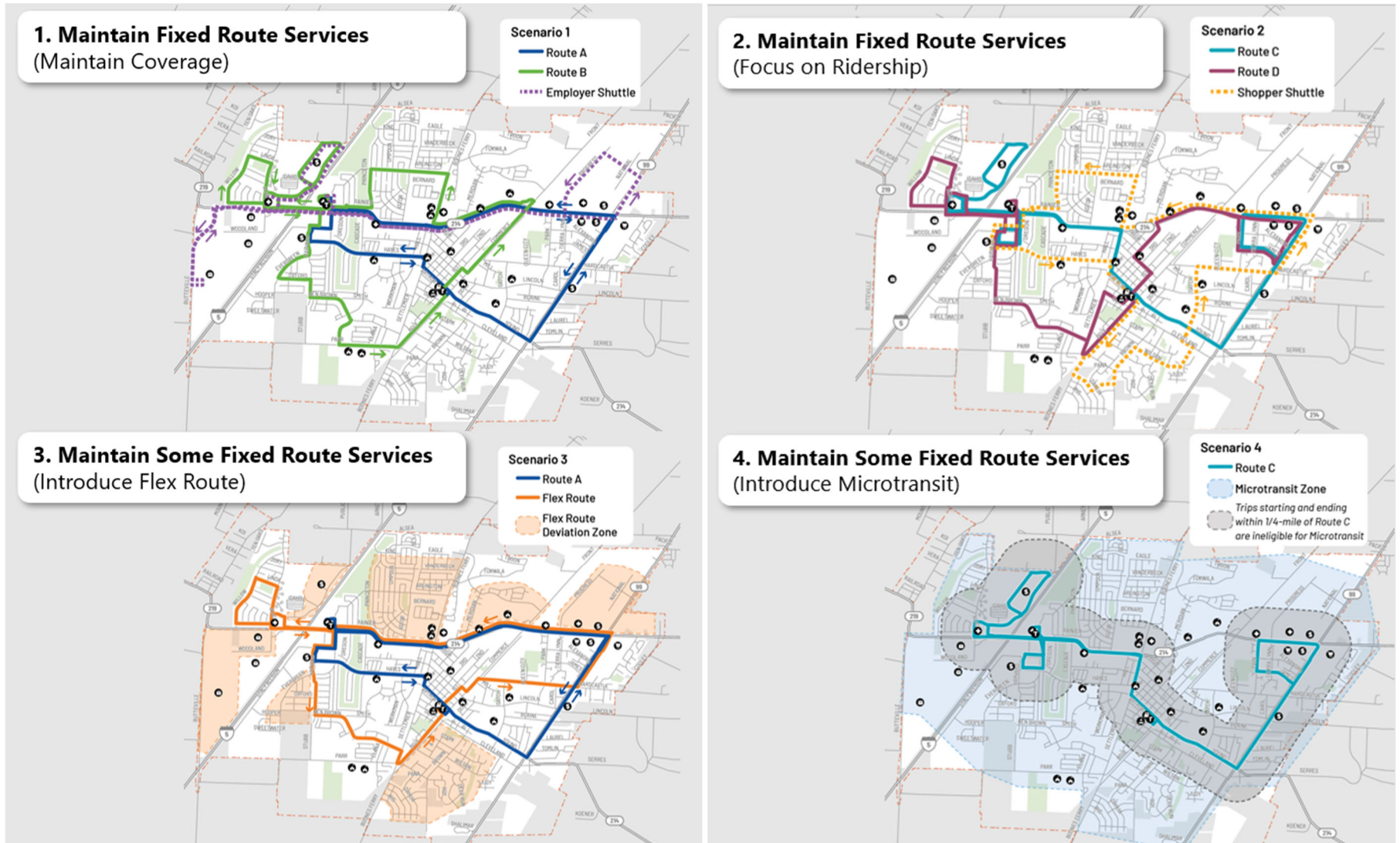
The project team drafted four different potential service scenarios to test the application of a variety of service concepts and understand what transit system design might best serve the community. Draft service concepts were constructed from a variety of sources:

- State of the System transit opportunities
- Peer Review key findings and examples
- Comments and suggestions from community input (Fall 2022 on-board survey and community survey)
- Service ideas generated by the expanded Steering Committee at the November 2022 Planning Game Workshop (shown at right)

The four scenarios (shown in Figure 50 on the next page) included a range of options for serving both key destinations and areas currently served by the two existing fixed routes, and extending service to areas of Woodburn experiencing housing and employment growth. The project team used a geographic evaluation process to understand which scenarios, and which individual elements of each scenario, would serve the greatest share of jobs, residents, and equity focus populations in Woodburn. The scenarios were also presented for feedback to the Steering Committee, to a small Spanish-speaking focus group composed of current WTS riders, and to the general public through a web-based survey. This allowed the project team to gather a range of opinions to supplement the desktop geographic analysis.



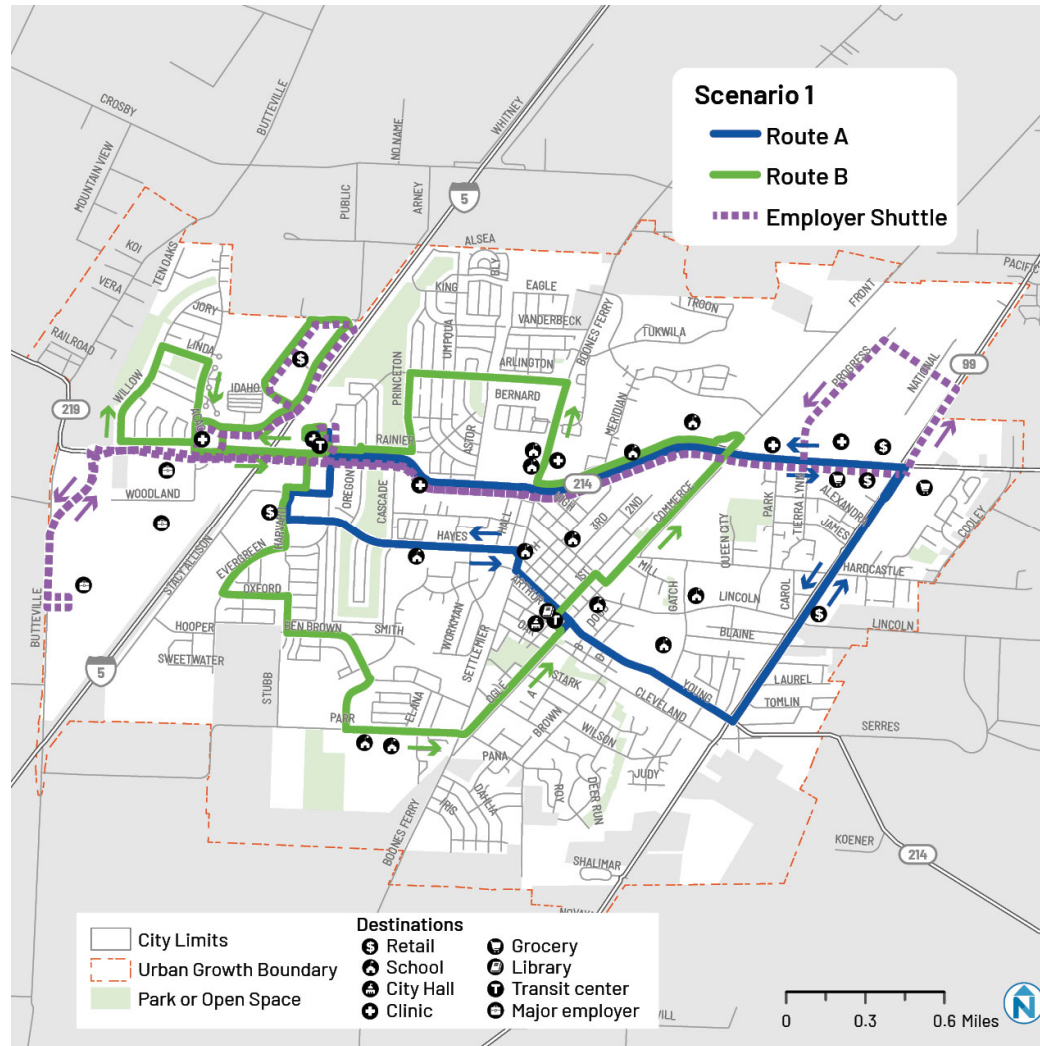
Figure 50 Scenario Overview Comparison



SCENARIO 1: FOCUS ON RIDERSHIP

Scenario 1 maintains transit service like today’s two routes, but with changes to better serve areas of new housing and employment development. This scenario also includes a separate route that focuses on major employers and other major destinations.

Figure 51 Scenario 1



Scenario 1 Highlights

- Keeps the existing Express route that serves Bi-Mart, Walmart, the Outlet Mall, Downtown, and clinics and businesses along Newberg Highway and Highway 99.
- Brings fixed-route service to areas of new development in south Woodburn.
- Creates easy downtown transfers between the two routes.
- Adds an employer shuttle that serves key employment areas in northeast and west Woodburn, running several morning and evening trips on weekdays only.

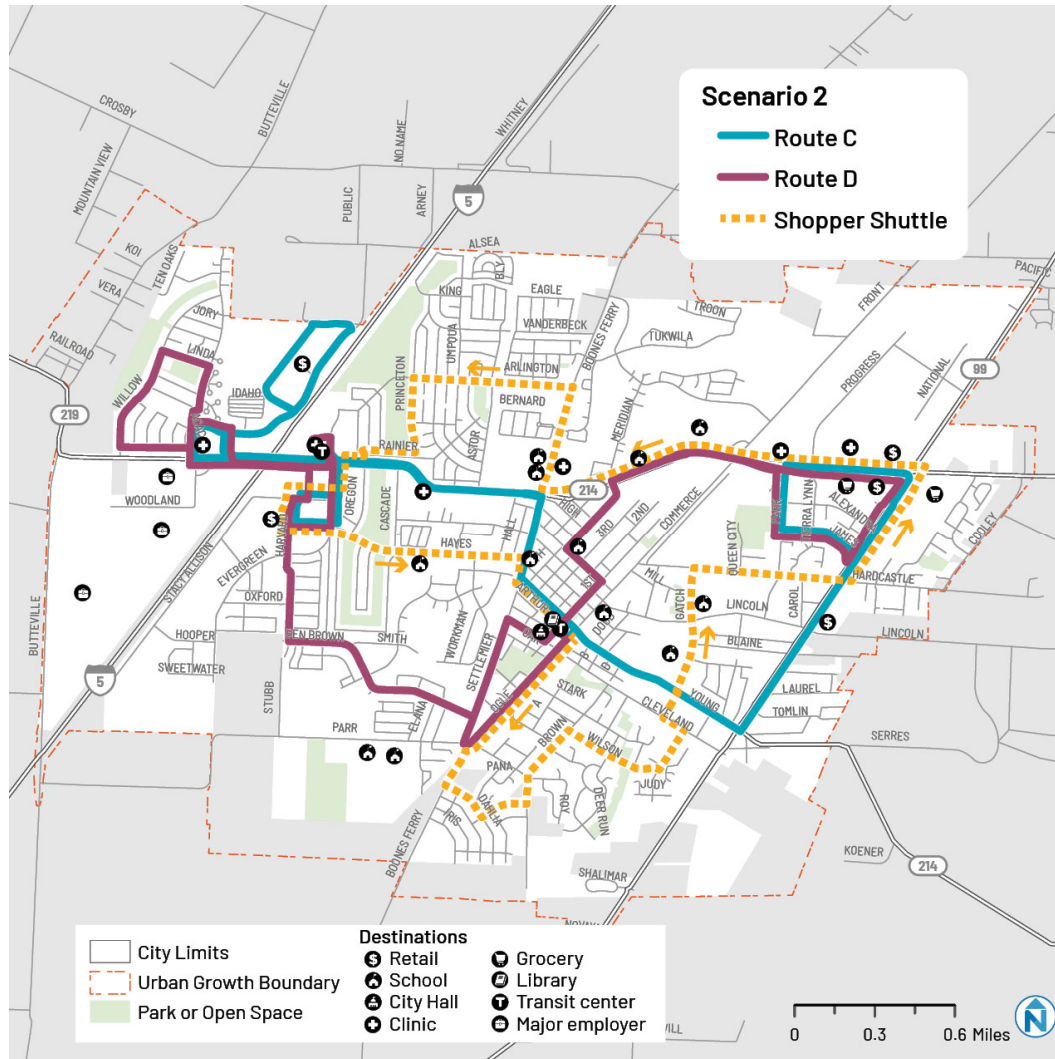
Service Characteristics

- Service every 30 minutes on **Route A** (existing Express route) with trips running in opposite directions on each alternating trip.
- Service every hour on **Route B**, with all trips running in a counterclockwise loop.
- Complementary ADA paratransit.
- All three routes serve the Memorial Transit Center, and routes A and B serve Downtown Transit Center.
- Requires two buses during most of the day, and three buses whenever the **Employer Shuttle** is operating (several morning, midday, and afternoon/evening hours each weekday).

SCENARIO 2: FOCUS ON COVERAGE

Scenario 2 focuses on generating more use of transit by keeping two fixed routes, but with changes to add more bus service to key destinations.

Figure 52 Scenario 2



Scenario 2 Highlights

- Continues fixed-route services to most major destinations where ridership is likely to be highest, including Bi-Mart, Walmart, the Outlet Mall, and Downtown.
- Adds easy transfers between routes in Downtown Woodburn.
- Adds a shopper shuttle that connects residential neighborhoods to retail destinations with regularly scheduled trips a few days per week.

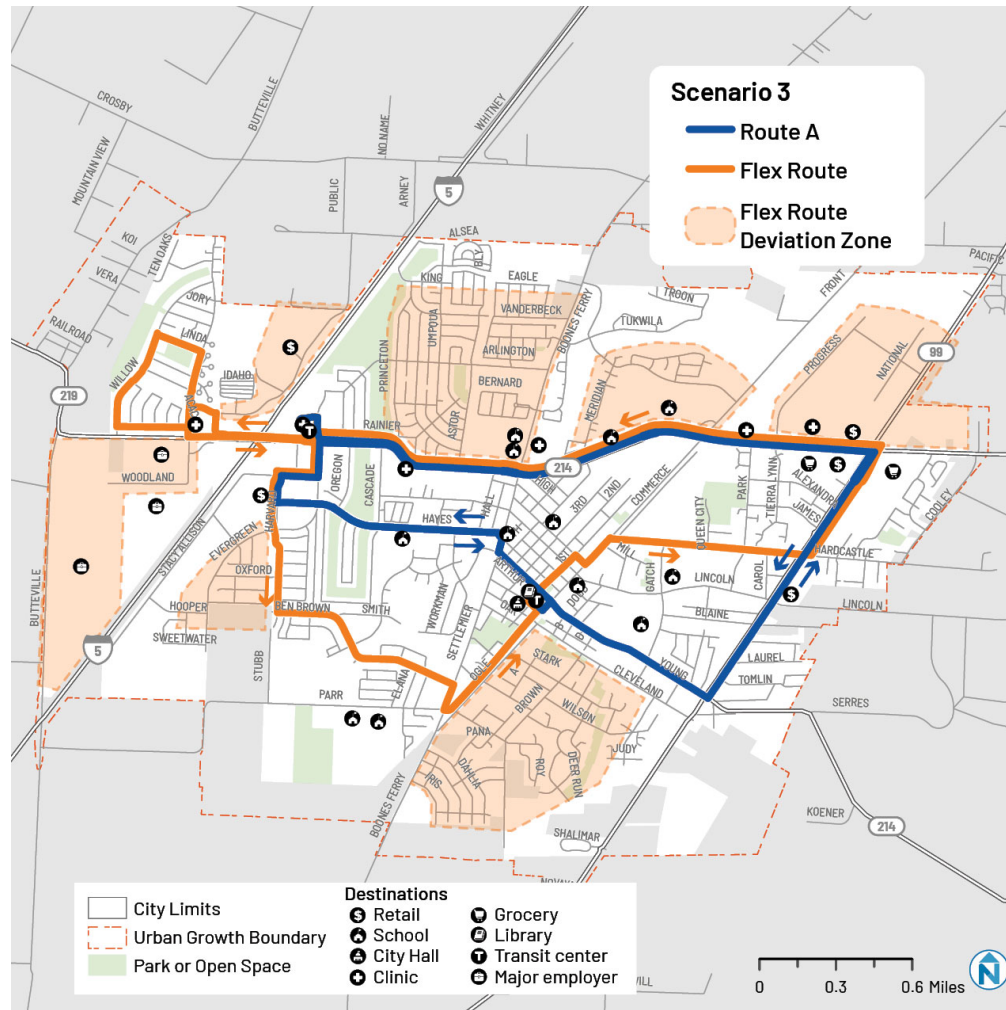
Service Characteristics

- Service every hour on **Route C** with bidirectional service along the route except for loops at Bi-Mart and Outlet Mall.
- Service every hour on **Route D** with bidirectional service along most of the route.
- Complementary ADA paratransit.
- All three routes serve Memorial Transit Center and Downtown Transit Center.
- Requires two buses most of the day, and three buses whenever the **Shopper Shuttle** is operating (several hours per week).

SCENARIO 3: FLEXIBLE FIXED ROUTE

Scenario 3 keeps one fixed route and introduces a flexible route that can travel a certain distance off the scheduled route to pick up or drop off people at their homes and destinations.

Figure 53 Scenario 3



Scenario 3 Highlights

- Continues some fixed-route services to and from most major destinations, including Bi-Mart, Walmart, Downtown, and clinics and businesses along Newberg Highway and Highway 99.
- Adds a flexible fixed route (also called a flex route) that can travel a certain distance off the scheduled route for requested pickups and drop-offs in certain zones (see below for more information about how flexible fixed routes work).

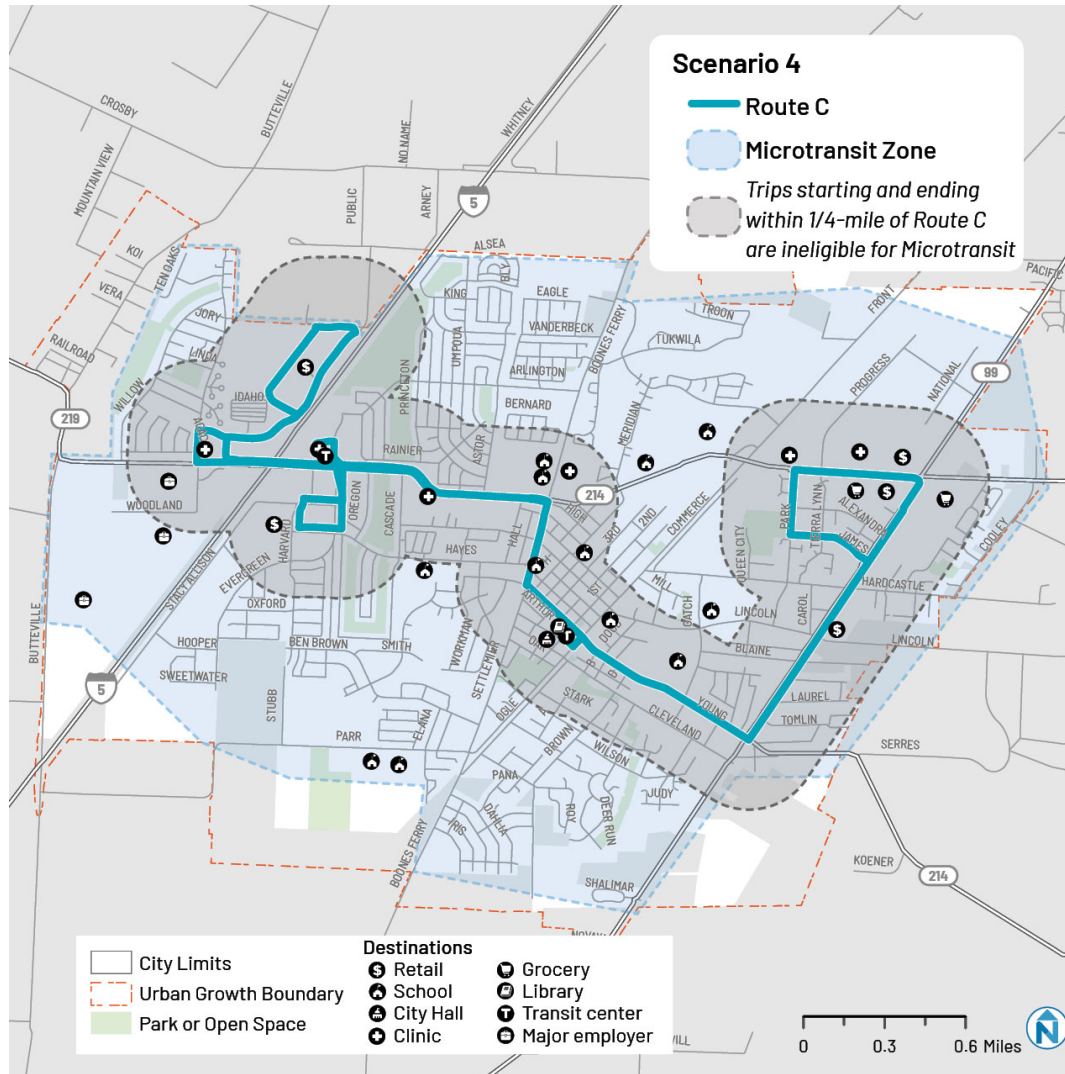
Service Characteristics

- Service every 30 minutes on **Route A** (existing Express route) with trips running in opposite directions on each alternating trip.
- Service every hour on the **Flex Route**, with deviations allowed within defined zones. Cycle time would allow for 2-3 deviations per trip.
- Outlet Mall served within deviation zone, but no scheduled service.
- Complementary ADA paratransit.
- Requires two buses for fixed/flex routes (same as today's service).

SCENARIO 4: MICROTRANSIT

Scenario 4 features one regular fixed route and adds microtransit that offers citywide, same-day, on-demand service.

Figure 54 Scenario 4



Scenario 4 Highlights

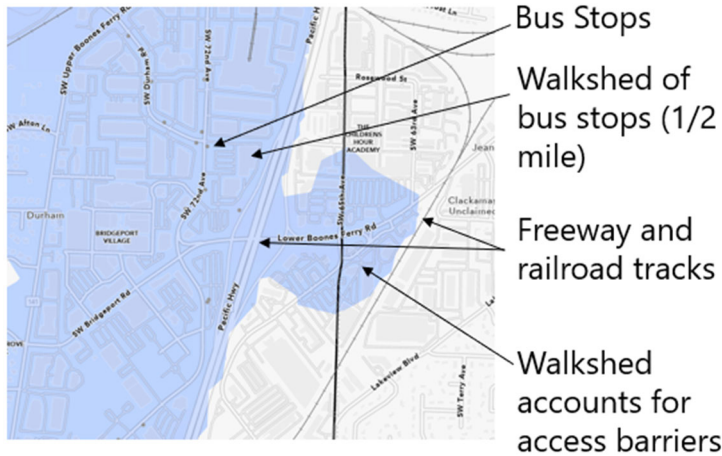
- Serves all major destinations with a single fixed route, including the Outlet Mall, Bi-Mart, Walmart, Downtown, and some clinics and businesses along Newberg Highway and Highway 99.
- Adds on-demand microtransit for any trips citywide that are outside the reach of the fixed route. See below for more information about how microtransit works.

Service Characteristics

- Service every hour on **Route C** with bidirectional service along the route except for loops at Bi-Mart and Outlet Mall.
- Point-to-point, on-demand microtransit service all day long for trips starting and/or ending outside of 1/4-mile distance from Route C.
- Complementary ADA paratransit within fixed-route service area (could consider updating eligibility requirements for dial-a-ride system to encourage some dial-a-ride trips on microtransit).
- Requires two to three buses for fixed and microtransit service: one for Route C, and 1-2 for microtransit, depending on demand.

SCENARIO EVALUATION

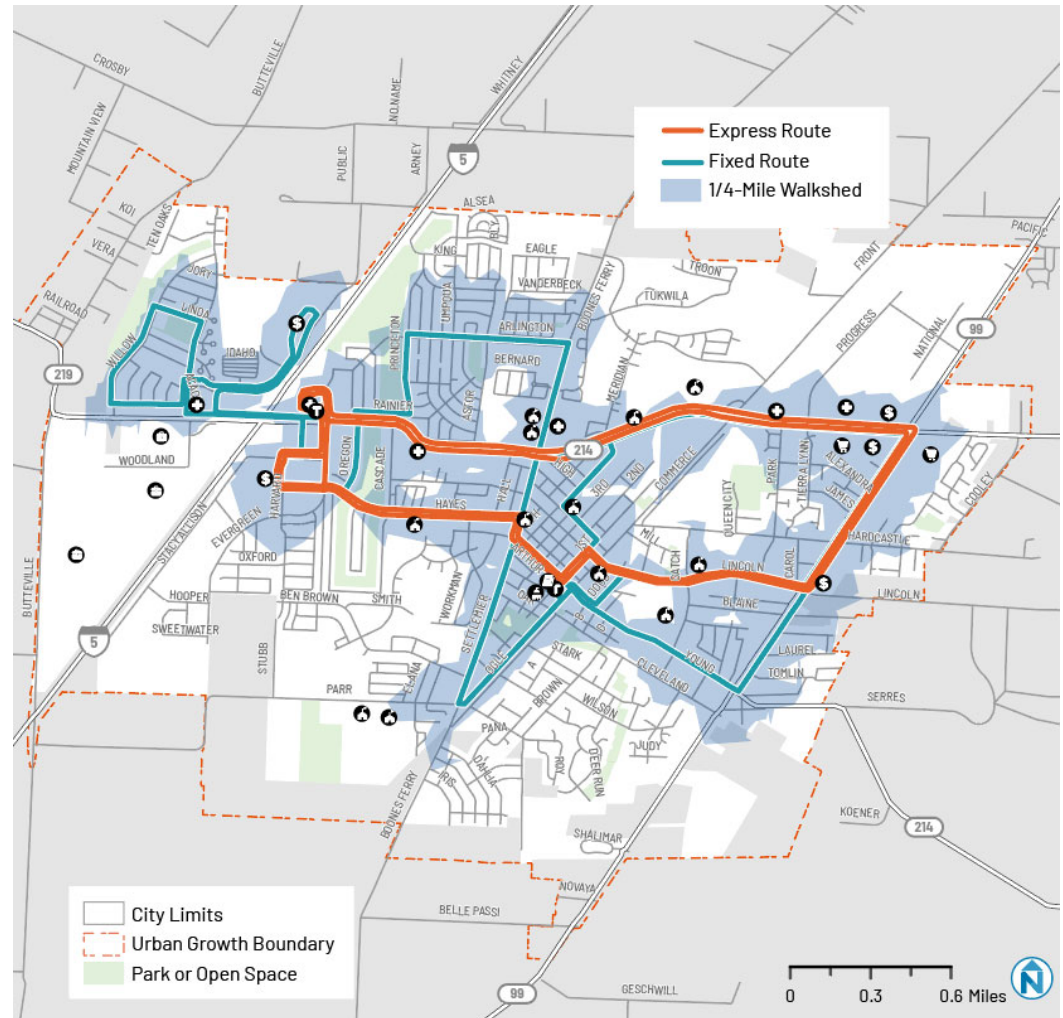
The four scenarios were evaluated using buffers of ¼-mile walkshed around the proposed stop locations along the proposed route lines. A walkshed is the area accessible by walking along the street network within a specified distance of the stops (see example below). A walkshed follows the surface street network and therefore accounts for barriers to walking such as freeways and railroad tracks; this walkshed does not account for the presence or absence of sidewalks.



The ¼-mile distance represents an approximately 5- to 10-minute walk or roll that most people are willing to make to access fixed-route bus service. Areas shown in Figure 55 at right are within ¼-mile of the existing Express and Fixed routes.

The results of the scenario evaluation, along with feedback from the Steering Committee, Spanish language focus group, and community survey, informed the final route alignments shown in the Preferred Service Plan below.

Figure 55 Quarter-Mile Walkshed from Existing Routes



Summary of Evaluation Results

Results of the scenario evaluation are shown in Figure 56 and summarized below.

- The **baseline scenario** (existing Fixed and Express routes) serves nearly 50% of Woodburn’s residents and jobs, but just 34% of older adults.
- **Scenarios 1, 2, and 3 all offer improvements across all metrics** as compared with the baseline.
- In Scenario 3, more than **60% of residents and jobs** would be served by the proposed routes. This scenario shows the highest values across all metrics, which is likely due to the large coverage area represented by the Flex Route’s assumed half-mile deviation area. Operating a flex route would offer the benefit of greater coverage, with the key downside being increased average travel times due to the allowed deviations off the scheduled route.
- Between the two traditional fixed-route scenarios (Scenario 1 and Scenario 2), **Scenario 2 would serve a greater share of all residents and equity-focused populations** (low-income households, older adults, youth, and people of color).
- It should be noted that the values for Scenario 4 only reflect the benefits of the single proposed Route C. In this scenario, microtransit would also provide service throughout the city and would cover a high percentage of the existing jobs and population. The major tradeoff would be in overall travel time as riders would have to wait for a pickup when scheduling their trips, rather than being able to time their trips around regular scheduled bus service.

Figure 56 Scenario Evaluation Results

Scenario	% of Existing Population ¹	% of Existing Jobs ²	% of Low-income Households ³	% of Older Adults (65+) ⁴	% of Youth (15-17) ⁵	% of People of Color ⁶
Baseline (Existing Service)	49%	49%	41%	34%	46%	43%
1 – Maintain Fixed-Route Services (Coverage Oriented)	52%	53%	44%	37%	46%	44%
2 – Maintain Fixed-Route Services (Ridership Oriented)	59%	50%	51%	38%	48%	50%
3 – Maintain Fixed Route, Introduce Flex Route	61%	61%	57%	43%	50%	52%
4 – Fixed Route with Microtransit ⁷	29%	41%	24%	20%	23%	25%

Sources & Notes: (1) 2020 Census, Block level; (2) 2019 US Census Longitudinal Employer-Household Dynamics (LEHD); (3) Households earning less than 200% of the federal poverty level (U.S. Census 2020 5-Year American Community Survey (ACS)); (4, 5) 2020 5-Year ACS; (6) Includes all persons who identified as anything other than “white alone”(2020 5-Year ACS); (7) Results are shown for proposed Scenario Route C only. Microtransit would also provide service throughout the city in Scenario 4.

Evaluation results for the individual routes comprising each scenario, as well as for the existing Express and Fixed routes, are shown in Figure 57 and summarized below.

- Despite their different routing, **routes A, B, and D all perform very similarly across all metrics.** Routes B would serve the Outlet Mall. Route A is similar to the existing Express Route. Route D serves areas of new growth and development in southwest Woodburn.
- **Route C scores lower than the other proposed routes** in all metrics except the percentage of existing jobs, **however this route would provide relatively quick bidirectional service between major destinations** including the Outlet Mall, Walmart, Downtown, and Bi-Mart.
- The existing **Fixed Route and the proposed Shopper Shuttle** both perform well in the evaluation metrics due to covering large areas of the city. **However these routes feature long and indirect routing between key destinations and slower travel times** to destinations overall.
- The **Employer Shuttle** scores lowest in most metrics (especially those focused on residents due to not directly serving many residential areas), but **would provide service to major employment clusters in west and northeast Woodburn, connections to regional transit routes at the Memorial Transit Center and Bi-Mart, and fast service along Highway 214.**

Figure 57 Route-Level Evaluation Results

Route	% of Existing Population	% of Existing Jobs	% of Low-income households	% of Older Adults (65+)	% of Youth (15-17)	% of People of Color
<i>Existing Express Route</i>	30%	34%	20%	34%	27%	31%
<i>Existing Fixed Route</i>	47%	48%	31%	44%	38%	41%
Route A (Scenarios 1 & 3)	30%	34%	21%	31%	27%	30%
Route B (Scenario 1)	32%	31%	28%	34%	29%	27%
Employer Shuttle (Scenario 1)	14%	27%	11%	19%	13%	17%
Shopper Shuttle (Scenario 2)	40%	31%	27%	30%	35%	32%
Route C (Scenarios 2 & 4)	29%	41%	20%	23%	24%	25%
Flex Route (Scenario 3)	29%	34%	21%	34%	26%	28%
Route D (Scenario 2)	32%	35%	22%	36%	28%	29%

All data sources are the same as in Figure 56 above.

COMMUNITY INPUT ON SERVICE SCENARIOS

To assess community input on the service scenarios, and ultimately to develop the Preferred Service Scenario presented in Chapter 6, several meetings with community members were held and a second online survey was developed. Feedback from this community input is summarized below.

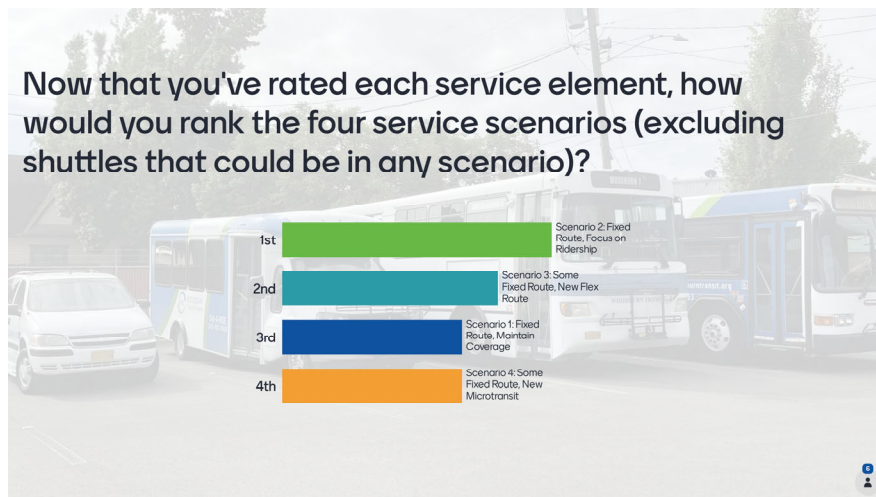
TDP Steering Committee

On February 7, 2023, a third meeting with the TDP Steering Committee was conducted to present the service scenarios and solicit input on the direction of the preferred service scenario. While there was some interest in different types of transit service (microtransit and flexible fixed route), committee members were more interested in maintaining (and expanding) fixed route services. Committee members were also interested in service to major employers, better bus stop amenities, and enhanced bicycle and pedestrian access to transit.

Spanish Focus Group

On March 15, 2023, a focus group with Spanish-speaking riders was conducted to gather additional input on the four service scenarios. The Spanish focus group was conducted so that the opinions of this significant segment of transit riders were incorporated into the plan. Key findings from the focus group include:

- **High satisfaction.** Participants said that they were not only very happy with the existing service, but especially satisfied with WTS’s customer service.
- **Preference for fixed route.** While there was some interest in microtransit, participants were most interested in maintaining or expanding the fixed route service.
- **Improved amenities.** By far the top improvement was focused less on the service and more on the desire for more bus stop shelters, benches, and information.

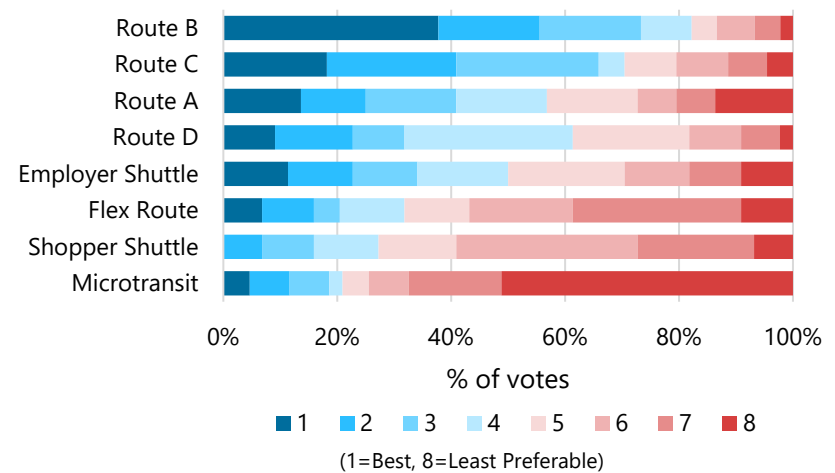


Online Scenario Survey

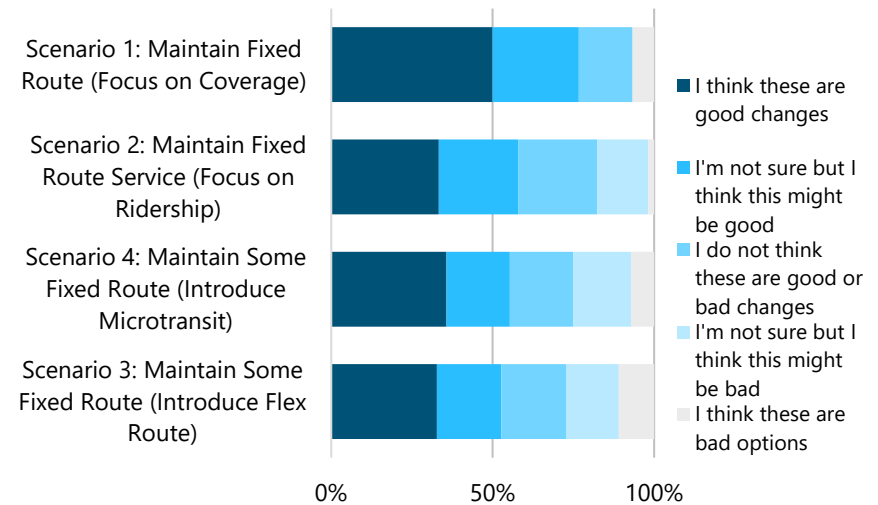
A second community survey was conducted to assess which of the four scenarios people preferred. The survey was available for approximately four weeks in February-March 2023. Over 60 people responded to the survey. Key findings from the survey include:

- Preference for fixed route service.** Overall, survey respondents preferred the scenarios that featured traditional fixed route (as opposed to the flexible fixed route or microtransit). When asked to rank the various fixed routes in the four scenarios, Routes A, B and C were ranked the highest, which are most similar to the existing fixed route services.
- Employer-focused service.** While not as popular as the other fixed route services, the employer shuttle featured in Scenario 1 had strong support when compared to other routes and service types. Several respondents noted that other communities, like Wilsonville, have an employer-focused service and that this would be welcome in Woodburn as well.
- Less interest in microtransit.** While some respondents were interested in microtransit services, this service type was also ranked the lowest when compared to other service types. It was also noted by several respondents that the existing Dial-A-Ride was very well liked and fulfills the need for demand responsive service in Woodburn.

Scenario Elements Ranked



Scenario Comparison



Select Survey Comments

Respondents had the option of providing open-ended comments in several parts of the survey. Select comments are shown below to illustrate the range of input that participants shared.

Scenario 1

- “I like the idea of adding to service new development in south areas.”
- “This route configuration is less confusing and probably more efficient than the existing ones.”
- “It seems to me that EVERY route should serve the Outlet Mall. That just seems like common sense.”
- “This is my favorite plan of the four. Many neighborhoods have been inaccessible by public transit, and the new fixed route resolves much of that. However, due to the fixed route’s sheer length, it needs to be available in both directions.”
- “The employer shuttle would be beneficial for those working in the serviced areas.”

Scenario 2

- “Shopper Shuttle seems like a waste of time. Would rather use that shuttle to go to Hubbard or Gervais.”
- “Adding a shopper shuttle would be nice but I do not feel it addresses the population that would need access to rides for work.”
- “Much cleaner and streamlined fixed routes. Great for going somewhere quick. The shopper shuttle is a great idea and covers a lot of neighborhoods, however, the length of the loop I imagine would deter some folks.”
- “This doesn’t address the employer issues, which I think is just as if not more important. Heritage Park & the NE industrial complex would continue to be inaccessible via public transit.”

Scenario 3

- “I have used a flex route successfully before. It can be hard to stay on time.”
- “Flex routes could cause delays and unpredictability in schedule reliability. It may create difficulties for those who do not have internet access or English language proficiency.”
- “My question is how would this affect the current Dial A Ride. Would Dial A Ride no longer exist? Dial A Ride is an extremely important service for the Woodburn Seniors who do not drive and this with disabilities. I know Dial A Ride to be more independent to do my own errands and appointments.”

- “I know how well Dial a Ride worked for me and how it became a challenge as I tried to transition to regular bus services. This might really be helpful to people, especially when returning home from shopping.”

Scenario 4

- “Maybe a small city like Woodburn can do better with one fixed route. It is a major improvement from the current system that is difficult to understand. Microtransit is nice but again there’s equity issues around access to technology and language barriers.”
- “People can already do this without the city providing it. Unless a community option is significantly cheaper, I don’t see how this is beneficial.”
- “This is my favorite alternative. It means that the fixed route would not go in loops and it’s much more logical and intuitive. I like the idea of microtransit filling the gaps of the fixed route service, but that route gets you to most destinations that people really want to go to on transit (shopping, medical, transfer to other regional providers, etc.).”

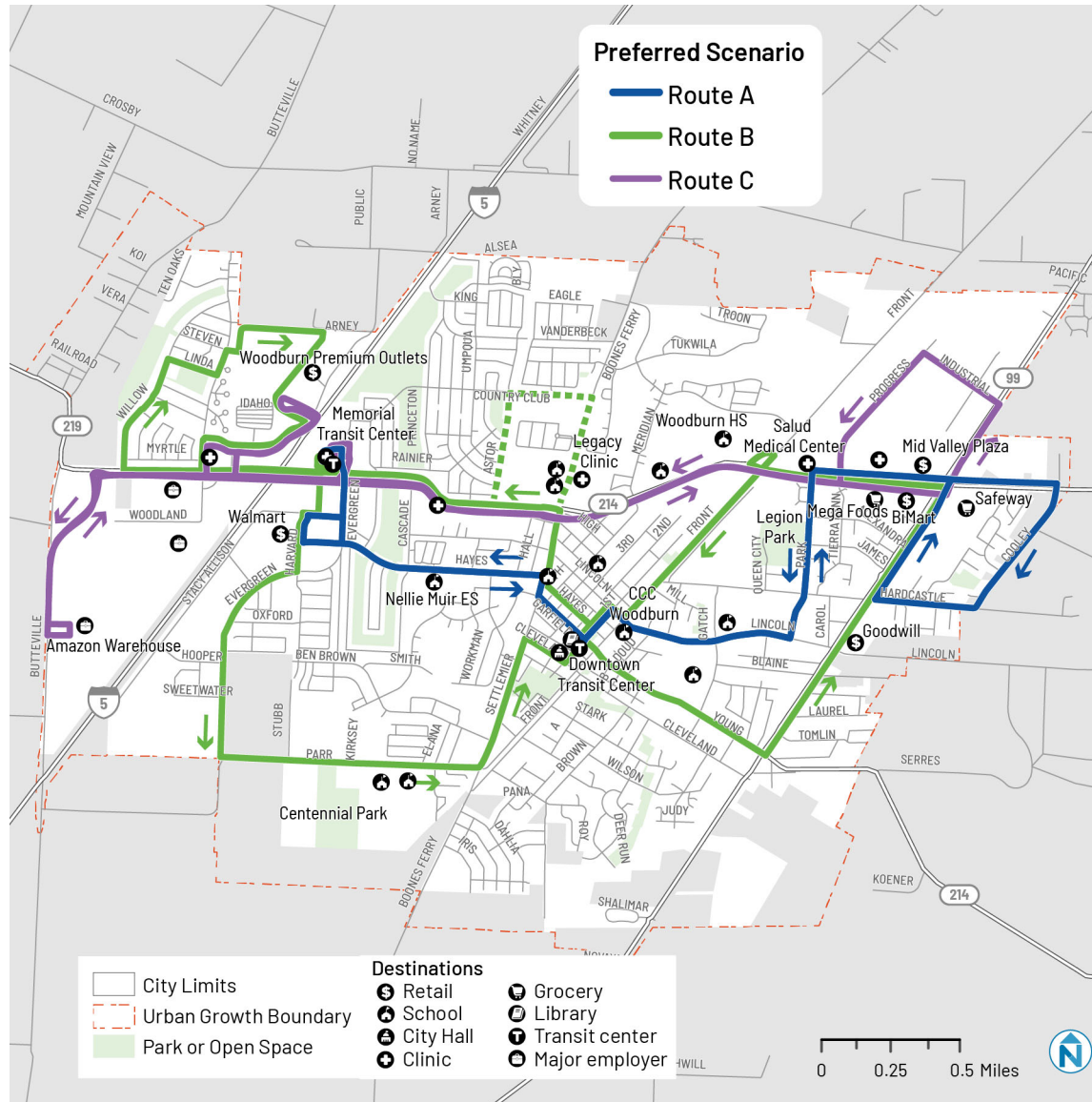
General Comments

- “I am surprised all of the options are for in-town only. It’s weird that our town relies on other towns’ transit to connect us to the outside world.”
- “My spouse and I work M-F 8am-5pm in Salem and would use transit if it met this schedule. Currently leaves Woodburn either too early or too late.”
- “I would be willing to pay more in property taxes if we could make transit free for Woodburn residents. Especially students and seniors.”
- “I don’t use public transport currently but know many people who would rely on it. I wish I had the opportunity to use it more, but there is very little accessibility and nobody knows the schedules.”
- “[Need] covered pickup locations because weather is quite harsh and mobility [is] challenging.”

PREFERRED SERVICE PLAN

PREFERRED SERVICE PLAN

Figure 58 Preferred Fixed Route Service Plan



Overview

Based on input from the TDP Steering Committee, the community survey results, and the focus group conducted in Spanish, a Preferred Service Plan was developed that includes modified versions of the conceptual routes developed in the Service Scenarios presented above.

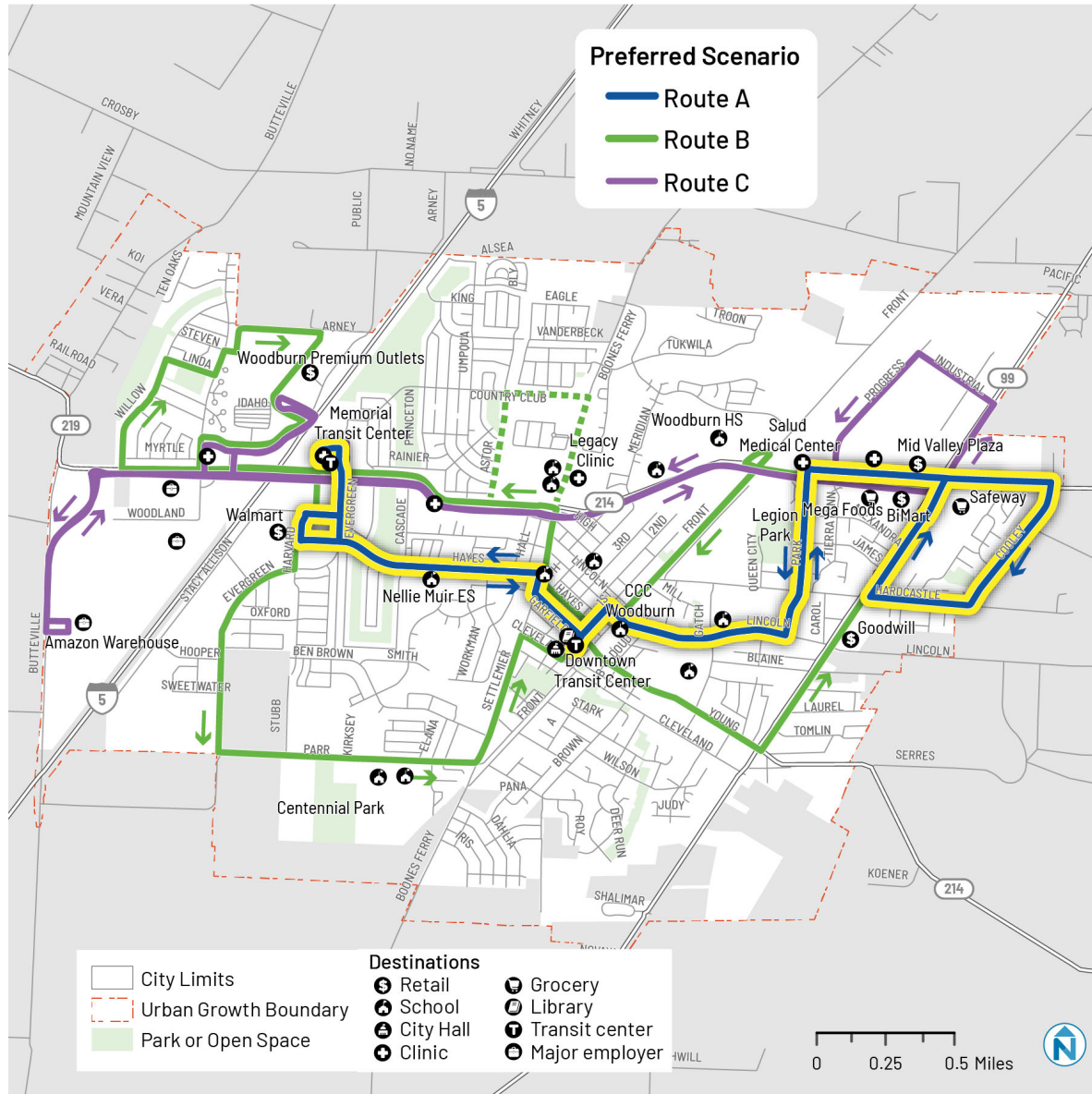
The Preferred Service Plan includes three routes:

- **Route A – Direct.** This route provides bidirectional service connecting the major destinations in Woodburn. The focus of this route is to provide the most direct routing possible while also serving these major destinations.
- **Route B – Local.** This route provides service to the major destinations in the community as well as to several residential neighborhoods that are not served by Route A.
- **Route C – Highway 214 Express.** This new route provides a direct connection between major destinations on Highway 214 and operates earlier and later than other routes to serve major employers in the community and connect to regional transit services.

More detail about the three routes included in the Preferred Service Plan are provided below.

ROUTE A – DIRECT

Figure 59 Route A – Direct



Service Characteristics

Route A is a bidirectional route that directly serves all major destinations except the Outlet Mall and is anchored by Safeway on the east end and Walmart and the Memorial Transit Center on the west end. It also serves the new Woodburn Place apartments, with nearly 500 housing units, on Molalla Road at Cooley Road.

- **Major Activity Centers Served:** Safeway, Bi-Mart, Mega Foods, Mid Valley Plaza, Legion Park, Downtown Woodburn, Walmart, Memorial Transit Center
- **Regional Connections Served**
 - **Bi-Mart:** CAT (99x) and Cherrlots (10X and 20X)
 - **Downtown TC:** Cherrlots (10X)
 - **Memorial TC:** Cherrlots (80X), POINT, Greyhound

SERVICE HOURS

- **Near-term (1-3 years):**
 - Weekday: 8 AM – 6 PM
 - Saturday: 9 AM – 5 PM
 - Sunday: 9 AM – 3 PM
- **Mid- and long-term:**
 - Weekday: 8 AM – 8 PM
 - Saturday: 9 AM – 6 PM
 - Sunday: 9 AM – 6 PM

REQUENCY

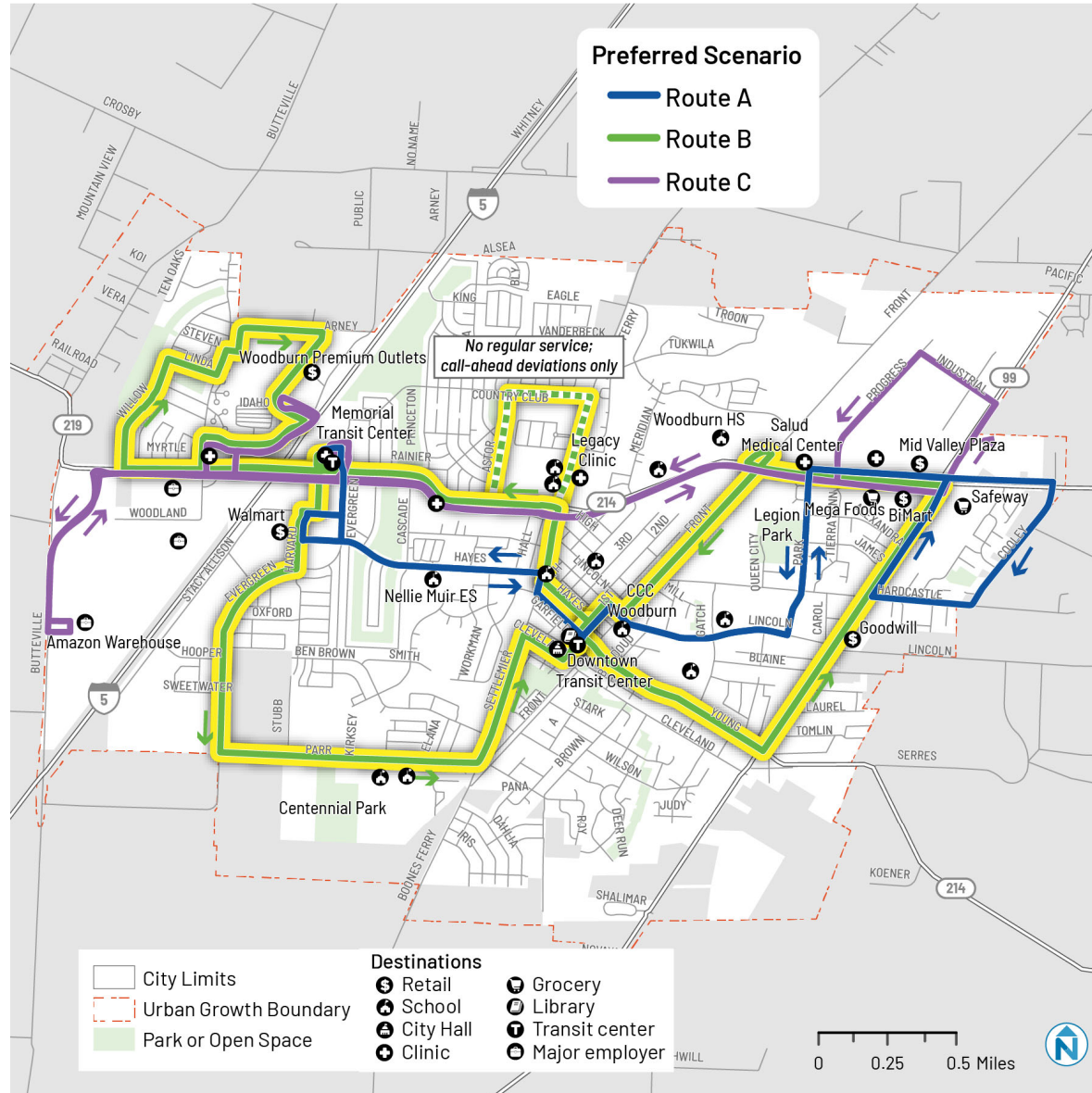
- Near-term: Hourly
- Mid- and long-term: 30 minutes

REQUIRED VEHICLES

- Near-term: 1
- Mid- and long-term: 2

ROUTE B – LOCAL

Figure 60 Route B – Local



Service Characteristics

Route B is a loop route that serves all major destinations, including the Outlet Mall, as well as many residential neighborhoods and areas of new development in southwest and northwest Woodburn, including the 300-unit Woodland Crossing Apartments.

- **Major Activity Centers Served:** Safeway, Bi-Mart, Mega Foods, Mid Valley Plaza, Legion Park, Centennial Park, Downtown Woodburn, Walmart, Memorial Transit Center, Woodburn Premium Outlets
- **Regional Connections Served**
 - **Bi-Mart:** CAT (99x) and Cherriots (10X and 20X)
 - **Downtown TC:** Cherriots (10X)
 - **Memorial TC:** Cherriots (80X), POINT, Greyhound

SERVICE HOURS

- **Near-term (1-3 years):**
 - Weekday: 8 AM – 6 PM
 - Saturday: 9 AM – 5 PM
 - Sunday: 9 AM – 3 PM
- **Mid- and long-term:**
 - Weekday: 8 AM – 8 PM
 - Saturday: 9 AM – 6 PM
 - Sunday: 9 AM – 6 PM

FREQUENCY

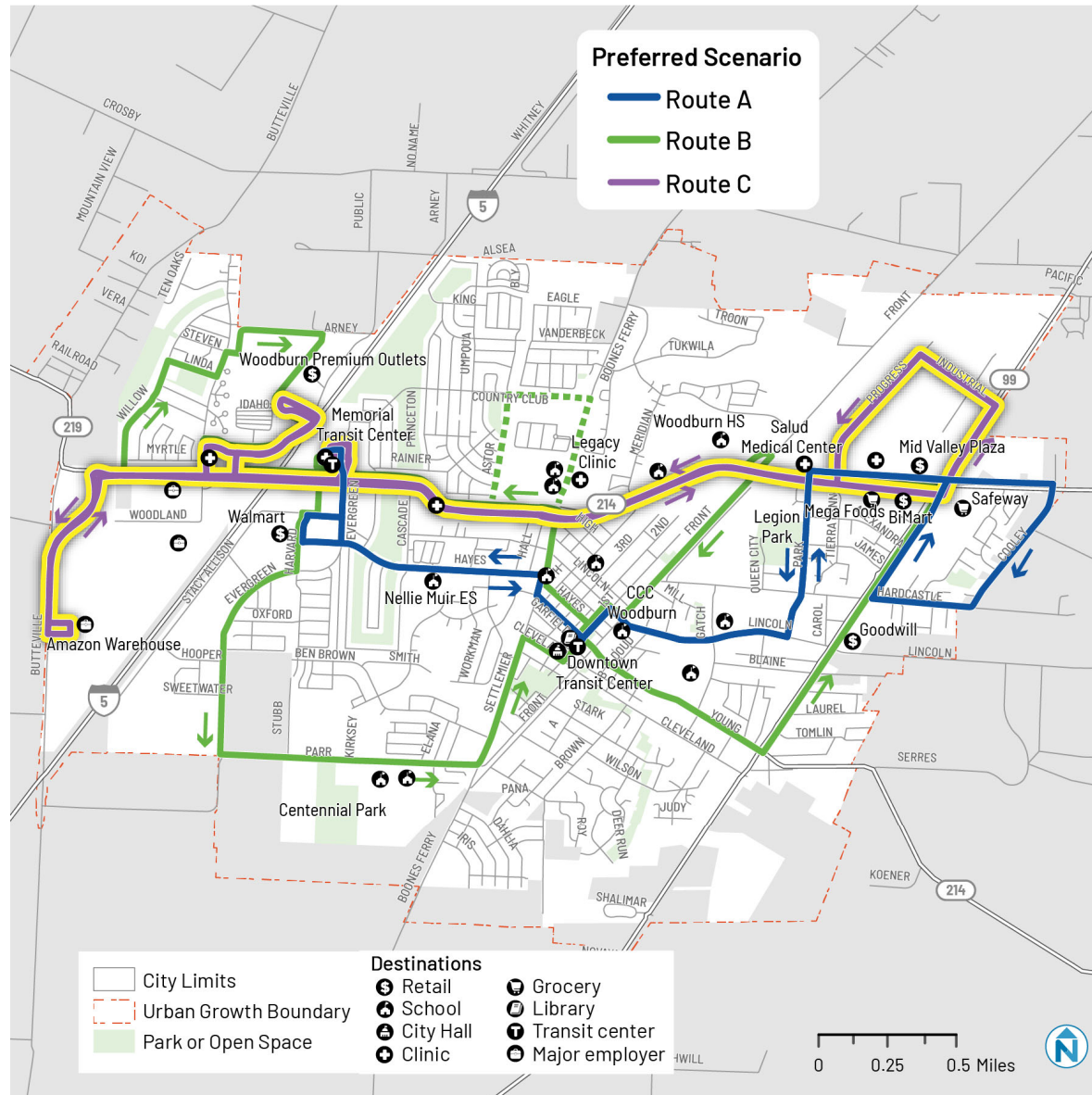
- Near-term: Hourly
- Mid- and long-term: 30 minutes

REQUIRED VEHICLES

- Near-term: 1
- Mid- and long-term: 2

ROUTE C – HWY 214 EXPRESS

Figure 61 Route C – Hwy 214 Express



Service Characteristics

Route C is a bidirectional route that serves the Outlet Mall and key shopping and medical destinations along Highway 214. It is anchored by major employment areas at both the east end (industrial areas along Progress Way and Industrial Ave) and west end (Do it Best, Winco, and Amazon).

Initially this route is recommended to be operated as a pilot for approximately 6-12 months. It should be paired with extensive outreach to employers to match trip times with shift times and timed connections to regional services including Cherriots routes 80X, 20X, and 10X, and CAT Route 99X.

- **Major Activity Centers Served:** Bi-Mart, Mega Foods, Mid Valley Plaza, Memorial Transit Center, Woodburn Premium Outlets, Nuevo Amanecer
- **Regional Connections Served**
 - **Bi-Mart:** CAT (99X) and Cherriots (10X and 20X)
 - **Memorial TC:** Cherriots (80X), POINT, Greyhound

SERVICE HOURS AND FREQUENCY

- 2 trips in early morning
- 4 trips midday
- 2 trips in the evening

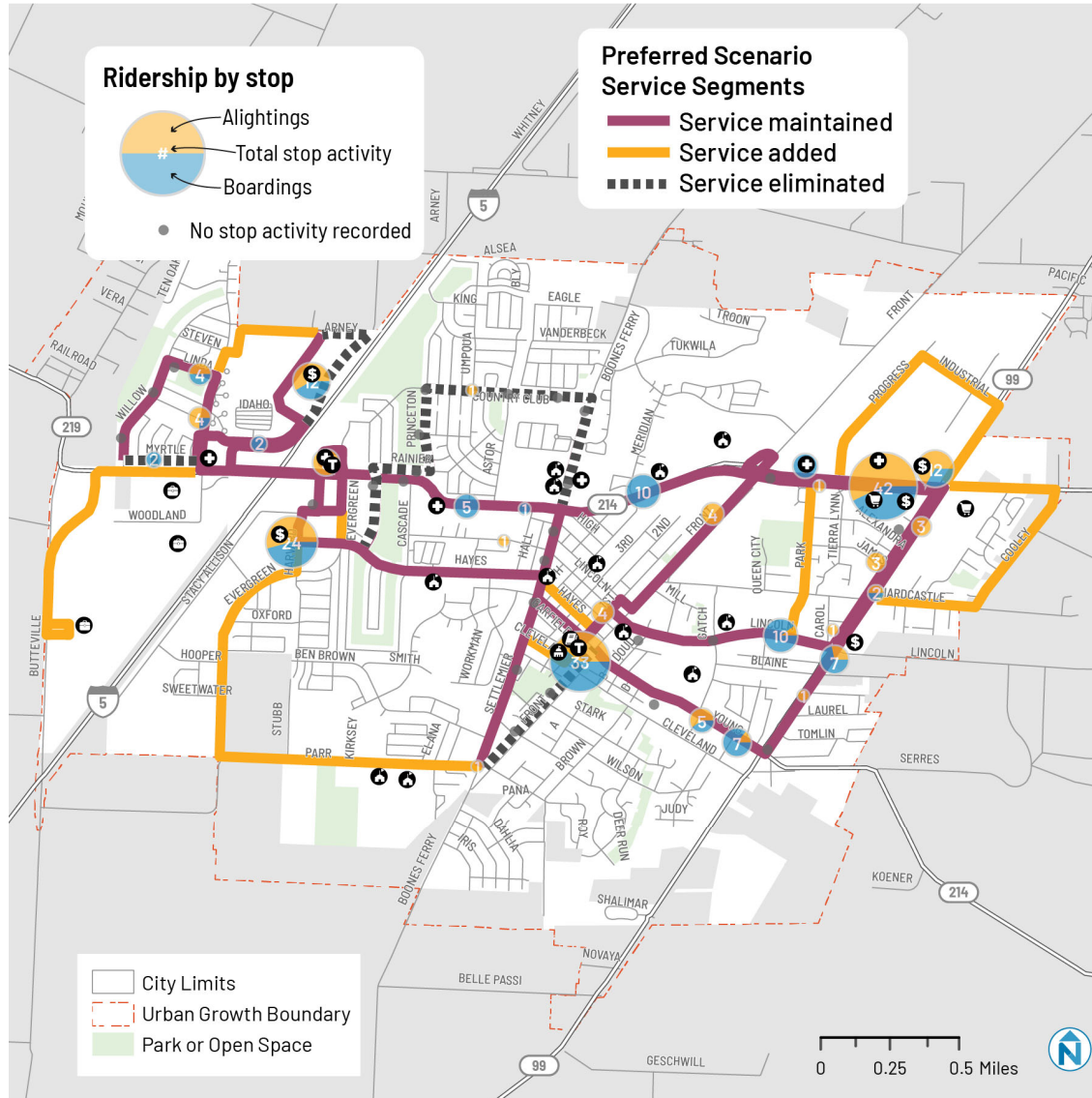
Trip times should be planned according to findings from employer outreach, as mentioned above.

REQUIRED VEHICLES

- Near-term and long-term: 1

SERVICE ALIGNMENT CHANGES

Figure 62 Preferred Scenario Service Segments



Proposed service patterns along street segments are shown at left in Figure 62, along with existing ridership by stop to show how the proposed service aligns with current travel patterns (note that the lines are not distinguished by proposed routes).

Service is added to areas of high potential new ridership:

- To areas of new development along Evergreen Rd, Parr Rd, Highway 211 east of Highway 99, and near the Outlet Mall; and to areas of high employment density in west and northeast Woodburn along Butteville Rd, Progress Way, and Industrial Ave.
- Along Park Ave past Legion Park.

Service is eliminated through areas of low ridership and to improve the directness of routes:

- Along Myrtle St in west Woodburn. Service is shifted to Highway 214 to improve speed and route legibility.
- Through the Country Club area. Portions of Boones Ferry Rd and Country Club Rd could be served on a call-ahead/as-needed basis.
- Along south Front St. Service is maintained to Settlemier Park and the Aquatic Center along Settlemier Ave and added on nearby Cleveland St.
- Routing through the Outlet Mall area is adjusted to avoid occasional congestion along Arney Rd.

BUS STOP CHANGES

Figure 63 Preferred Service Plan Bus Stop Changes

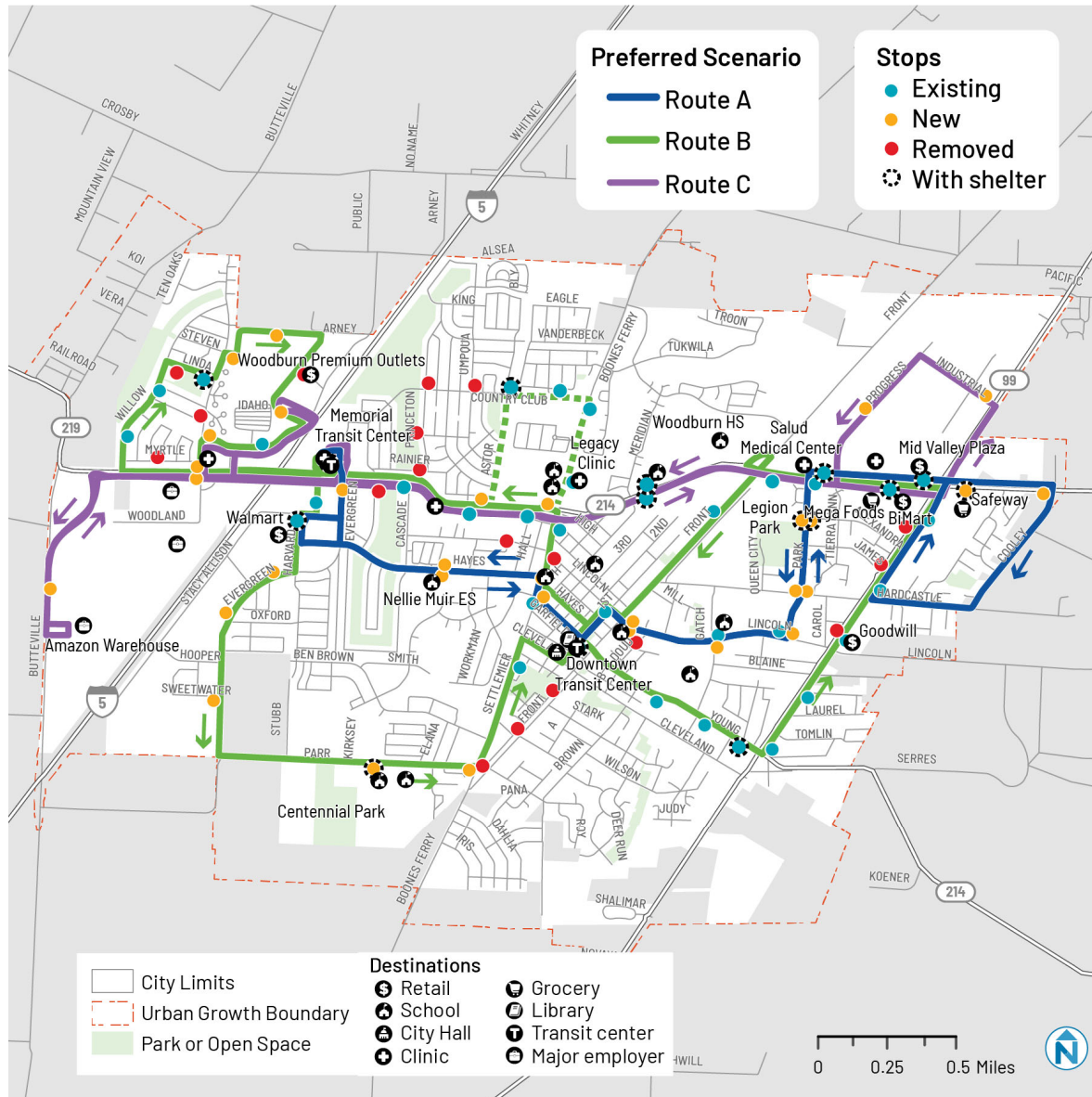


Figure 63 shows all existing, new, and removed bus stops that correspond to the Preferred Service Plan. New stops are required in areas where service is added and stops where service is eliminated would need to be removed. The following is a summary of where stops are added or removed.

- 33 existing stops (teal) are maintained. All of the existing stops with a shelter are maintained.
- 18 stops (red) are removed. None of the stops recommended for removal has a shelter.
- 31 new stops (orange) are added. Most stops would just have a sign pole and concrete pad.

Four new stops would include shelters in key locations:

- Centennial Park / Valor MS (south side of Parr Road)
- Legion Park (both sides of the street)
- Safeway (south side of Molalla Road/Highway 214)

It is important to note that all new stop locations presented on this map are for planning purposes only and are subject to change. Specific locations will be determined by WTS staff.

7 MARKETING REVIEW AND CONSIDERATIONS

Marketing information is the primary way to communicate available transit services to the public. Promotional materials, activities, and special events are secondary to the marketing information and can boost ridership and awareness of the transit system. The means of promoting transit service can also heighten the level of interest and excitement about existing service as well as future service changes. This chapter reviews existing marketing materials and tools provided by WTS and provides considerations for improvements. The goal of this review is to ensure that existing and future riders have the appropriate tools to understand the services available and ultimately to increase transit usage in Woodburn.

WTS FIXED-ROUTE TRANSIT BROCHURE

WTS offers two brochures for the fixed-route services – one for the “Fixed Route” and one for the “Express Loop.” Both brochures are available on the City of Woodburn website as well as on buses, at the WTS maintenance and operations facility at 202 Young Street, and other locations throughout the city (e.g., Library and City Hall).

Both brochures are double-sided. One side provides basic information about the existing route, including hours of operation, the website address, the Oregon Relay number (711), information about the Dial-A-Ride, and the main customer service phone number. Information is prominently provided in English and Spanish, and a QR code is provided with a link to the website.

The other side of the brochure provides a map with route alignments highlighted in blue and orange with directional arrows. Major locations are also included, such as Walmart, the Downtown Transit Center, Bi-Mart, etc.

While the information in the brochures is relatively succinct and clear, there are several inconsistencies with the brochures. First, the Fixed Route brochure is a lower-quality scan, which makes it somewhat difficult to read, whereas the Express Loop brochure is not a scan with clean text and graphics. Secondly, the Express Loop brochure is out of date (with an effective date in 2019) while the Fixed Route brochure is current. The Express Route brochure shows that there is still a fare, while the Fixed Route brochure correctly says there is no fare. Thirdly, the maps are somewhat confusing. The Express Loop map is clear and shows the correct alignment of the route. However, the Fixed Route map doesn’t show the correct alignment, and at first glance appears the same as the Express Loop. The Fixed Route map also doesn’t indicate that there is service on the west

Bus Schedule
Monday through Friday
9:00 a.m. to 6:00 p.m.

FARES
Children five (5) and under ride free
Exact Change Only
Single Ride \$1.25
All Day Pass \$3.00
4 Ride Pass \$5.00
20 Ride Pass \$18.75

Free Medical Transportation
Free transportation to medical appointments in all areas between Portland and Salem is available for elderly Woodburn residents and those with disabilities. Donations are accepted.

Horario del Autobús
Lunes a Viernes
9:00 a.m. a 6:00 p.m.

TARIFAS
Niños de 5 años o menos viajan gratis
Sólo Cambio Exacto
Viaje sencillo \$1.25
Pase de todo el día \$3.00
Pase de 4 viajes \$5.00
Pase de 20 viajes \$18.75

Transporte Médico Gratis
Transportación gratis a todas las citas médicas en todas las áreas entre Portland y Salem para los adultos mayores que viven en Woodburn y personas con discapacidad. Se aceptan donaciones.

Dial-A-Ride
The Dial-A-Ride program provides transportation for people with disabilities and the elderly living within Woodburn who are not able to utilize the fixed route bus.

The fully-accessible van operates Monday - Friday from 9:00 a.m. - 6:00 p.m. with a cost of \$5.00 per round trip.

Dial-A-Ride
El programa Dial-A-Ride ofrece transporte para las personas con discapacidades y los adultos mayores que no pueden utilizar el servicio fijo de transporte.

La camioneta completamente equipada opera de Lunes a Viernes de 9:00 a.m. a 6:00 p.m. con un costo de \$5.00 el viaje redondo.

WTS WOODBURN Transit System

EXPRESS LOOP


503-982-5233
Oregon Relay 711
woodburntransit.org


Date Effective 7/1/19

Bus Schedule
Monday through Friday
9:00 a.m. to 6:00 p.m.

This material is available in alternative formats upon request.
Este material está disponible en Formatos alternativos, pregunte en la oficina.

Horario del Autobús
Lunes a Viernes
9:00 a.m. to 6:00 p.m.





Downtown Transit Center	Walmart	Wo Memorial Transit Center	BiMart	Downtown Transit Center	Goodwill	Saleway	Plaza	Wo Memorial Transit Center	Walmart	Downtown Transit Center
1-A	2	3	4	5	6	7	8	9	10	11
9:00	9:07	9:10	9:17	9:30	9:35	9:37	9:40	9:45	9:50	10:00
10:00	10:07	10:10	10:17	10:30	10:35	10:37	10:40	10:45	10:50	11:00
11:00	11:07	11:10	11:17	11:30	11:35	11:37	11:40	11:45	11:50	12:00
12:00	12:07	12:10	12:17	12:30	12:35	12:37	12:40	12:45	12:50	1:00
1:00	1:07	1:10	1:17	1:30	1:35	1:37	1:40	1:45	1:50	2:00
2:00	2:07	2:10	2:17	2:30	2:35	2:37	2:40	2:45	2:50	3:00
3:00	3:07	3:10	3:17	3:30	3:35	3:37	3:40	3:45	3:50	4:00
4:00	4:07	4:10	4:17	4:30	4:35	4:37	4:40	4:45	4:50	5:00
5:00	5:07	5:10	5:17	5:30	5:35	5:37	5:40	5:45	5:50	6:00

Requests for reasonable accommodation may be made either orally or in writing. The request can be submitted in any written format. Alternative means of filing a request, such as personal interviews, phone calls, or taped requests, will be made available for persons with disabilities if unable to communicate their request in writing or upon request. Las solicitudes razonables de accesibilidad pueden hacerse oralmente o por escrito. La solicitud se puede presentar en cualquier formato escrito. Otros medios alternativos para presentar una solicitud, tales como entrevistas personales, llamadas telefónicas o solicitudes grabadas, estarán disponibles para personas con discapacidades, si no pueden comunicarse su solicitud por escrito o cuando se solicita.

side of I-5. And finally, it is not clear from just looking at the brochures what service operates on weekdays and weekends. The Fixed Route brochure is accurate in describing the hours of operation, but the Express Loop brochure indicates that service only operates on weekdays and not on weekend days.

Based on this review, as well as stakeholder input received early in the project, several improvements to the fixed route brochures are provided for consideration:

- **Combine both routes into a single brochure.** The goal here is to simplify the service and provide passengers with options for how they travel.
- **Consider a larger brochure size.** With three routes included in the Preferred Service Plan (see Chapter 6), the size of the brochure might need to be larger to accommodate all information on a single brochure, which is typical for transit brochures. This would provide room for additional information, such as more information about the Dial-A-Ride and medical transportation services, mobile information, etc.
- **Include both routes on the same map** and make them different colors so that it's clear where each route operates. As is done with the existing maps, include directional arrows so that passengers understand which direction the route is operating. A callout map could also be included for the downtown area.
- **Identify weekday versus weekend day hours of service on the schedule.** This could be accomplished with highlighting or bolding of times on the schedule, along with a footnote.
- **Label the timepoints on the map.** Connecting the times listed in the schedule to that location on the map would make it easier for passengers to read the schedule and understand how the route operates. This could be accomplished with a numbering or other symbology that connects the timepoints on the map to the timepoints on the schedule.
- **Include basic information about regional connections.** While it will be difficult to keep information current on connecting schedules, WTS should consider noting on the map and schedules that connections to regional services can be made at specific locations. At a minimum, this should include Cherriots Regional routes (10X, 20X and 80X) as well as Canby's Route 99X. Other regional services could also be noted (along with contact information), including POINT, Greyhound, and Fronteras del Norte.
- **Update schedules at least once annually.** To account for any route changes and to ensure all information is current, consider updating the brochure at least once per year, or when a service change is implemented.

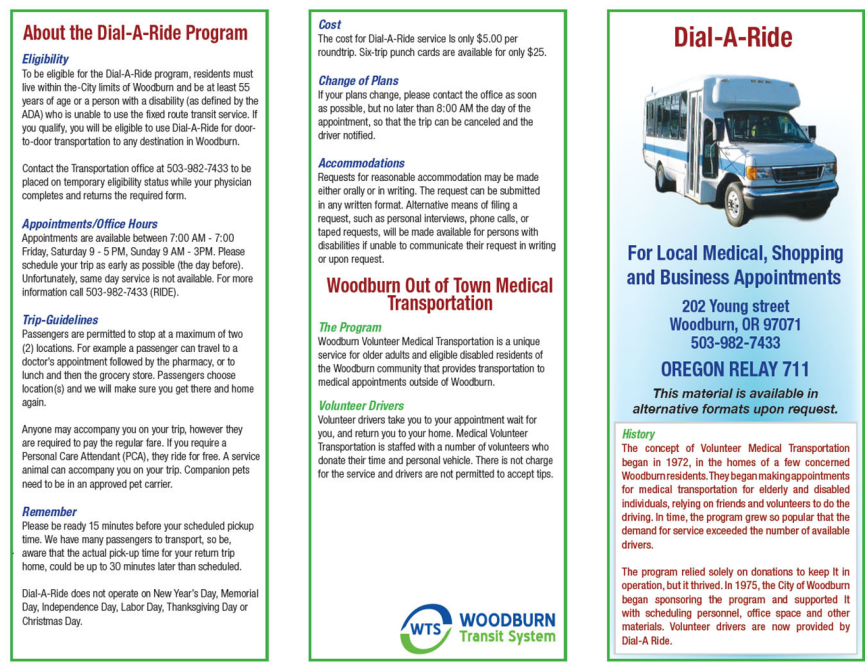
DIAL-A-RIDE AND OUT OF TOWN MEDICAL TRANSPORTATION BROCHURE

WTS provides a basic brochure that provides information about the Dial-A-Ride program, including eligibility, hours of operation, policies related booking trips, and guidelines for using the service. Also included on the brochure is a description of WTS' policy related to accommodations for using the service, what to do in case plans change, and the cost of the program (which is out of date since the service is fareless).

A separate section on the brochure also includes information about the Out of Town Transportation program, which highlights how the program is staffed with volunteer drivers and supported by WTS staff.

Several suggestions for clarifying the information on the brochure include:

- Update fare information throughout the brochure to clarify that Dial-A-Ride is fareless.
- Clarify under the "Appointments/Office Hours" section how far in advance a trip can be booked in advance (e.g., 10 days or 2 weeks).



ROUTE NAMING AND NUMBERING

Most transit systems utilize either letters or numbers (or both) to organize transit systems into identifiable routes or services. Route identification systems can also be named to be associated with corridors, neighborhoods, or major destinations that they serve.

WTS's route naming system currently uses the name of the route – either Fixed Route or Express Loop. While this naming system is simple and easy to remember, with three routes included in the Preferred Service Plan, it is recommended to start using a more organized system to distinguish between the three routes.

A naming convention is recommended that would identify each route by a letter (A, B, C, etc.) followed by a word or name that describes the route. Examples of this naming convention might be something like "Route A – Main Street" or "Route B – Broadway." Because the routes in the Preferred Service Plan will serve more than a single corridor, another approach would be to distinguish the routes by the type of service they offer,

such as “Direct” or “Local.” Assuming new vehicles have electronic headsigns, it is also recommended that each route indicate the destination at the end of the route (such as “To Walmart / Memorial TC”). Suggestions for how this naming convention could look are provided below.



LOOK OF BUSES

All WTS fixed-route and Dial-A-Ride vehicles are generally attractive and clean. The newer vehicles used on the fixed routes are designed with the blue, white, and green color scheme – whereas the older vehicles and the other Dial-A-Ride and service vehicles use a simple blue and white color scheme. All vehicles are labeled as either Woodburn Transit or Woodburn Transit System. The newer vehicles (and Blue/White/Green color scheme) also include the WTS logo. The newer buses have electronic information signs at the front of the vehicle and can rotate the route number and other information. Most new transit vehicles will have a similar capability – especially larger vehicles used for fixed-route service. WTS does not have advertising on their vehicles.

Over the course of the plan as new vehicles are acquired and older vehicles are retired, the following considerations are offered for all WTS vehicles:

- Continue using the blue/white/green coloring scheme on all buses.
- Continue using the WTS logo and be consistent with saying “Woodburn Transit System (WTS)” instead of just “Woodburn Transit.” The logo and/or name should be prominently located on the side and rear of all vehicles.

- Continue including the website (woodburntransit.org) and phone number, at least on the side and rear of all vehicles.
- As a moving billboard for the transit services offered by WTS, consider branding the Dial-A-Ride and fixed-route vehicles differently to distinguish between these two services.
- Use the same font and style for all buses to ensure brand consistency.
- If new low- or zero-emission vehicles are added to the fleet, prominently display and advertise this on the side of the bus.

WEBSITE

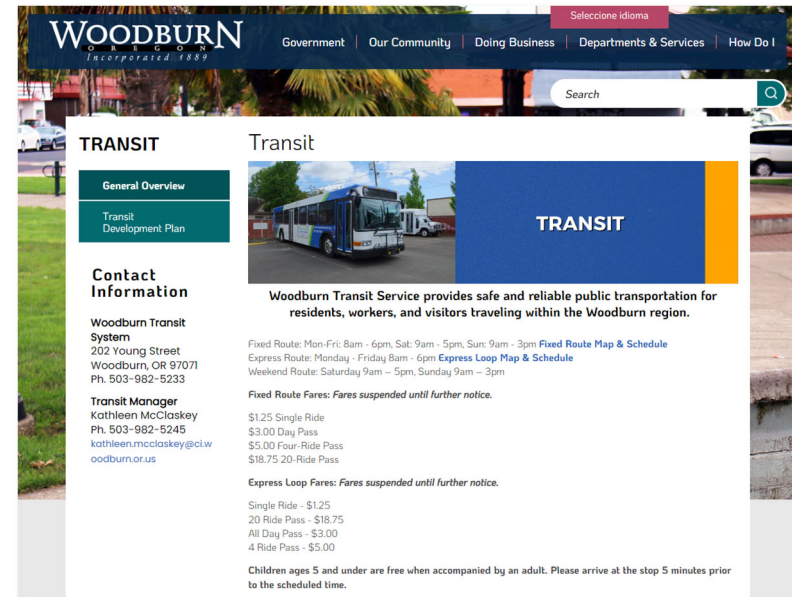
Woodburn Transit System provides a basic webpage that is embedded within the City of Woodburn’s website (www.woodburn-or.gov/transit). The webpage is simple and easy to understand, and users can easily get information about fixed-route, Dial-A-Ride, and regional providers that connect to WTS. The webpage can be translated into multiple languages with Google Translate.

When searching for “transit in Woodburn” from multiple browsers, the Woodburn Transit System webpage is the first to be listed. Other regional transit providers also show up in the search, including SMART (Wilsonville), Cherriots, and Greyhound.

The webpage is organized first by fixed-route services with links to the Fixed Route and Express Loop brochures discussed above. There are also links to regional providers and ride sharing programs, as well as links to get more information about the Dial-A-Ride program, taxi information, and the City’s ADA accessibility and Title VI programs. While fare information is presented on the main webpage, it is noted that fares are suspended until further notice. A separate webpage for the Transit Development Plan is accessible from the WTS webpage. Contact information is also clearly listed on the page.

There are several elements of the webpage that WTS should consider for ensuring consistency of the brand and making it easier for people to access information:

- Brand consistency (everything should be Woodburn Transit System)
- Incorporate the WTS logo – it is currently not used anywhere on the page
- Create separate tabs for fixed-route and Dial-A-Ride/medical transportation services
- Remove any mention of fares, and instead feature a note celebrating that fares are free



- Include photography for new buses
- Update the placeholder on Dial-A-Ride page under “Contact”
- Include WTS highlights in City of Woodburn e-blasts

SOCIAL MEDIA

The City of Woodburn has a robust social media presence, including Facebook, Twitter and YouTube. The City also sends out a weekly E-Blast in both English and Spanish that is organized by different city functions and offers announcements related to local events, job openings, and community meetings. All social media channels were utilized to notify the community about surveys and events associated with the TDP.



As the Preferred Service Plan is implemented, several considerations are offered for notifying the community through the existing social media channels.

- Review peer social media accounts for campaign ideas
- Post ideas: new bus unveiling, schedule alerts, taking bus to Parks & Rec community event, TDP news
- Partner with City of Woodburn social media accounts including Woodburn Parks and Recreation to cross-promote

8 IMPLEMENTATION CONSIDERATIONS

This chapter provides considerations for how to implement the Preferred Service Plan presented in Chapter 6. Figure 64 below summarizes the individual changes and prioritizes specific groups of changes for phased implementation. A description of general implementation considerations is provided below the summary table.

Figure 64 Implementation Schedule

Phase	Action(s)	Details	Estimated Additional Fixed-Route Operating Hours	Estimated Additional Dial-A-Ride Operating Hours	Additional Fixed Route Vehicles Required
Initial Implementation					
Years 1-3	<ul style="list-style-type: none"> Restructure fixed route services Add new direct fixed route 	<ul style="list-style-type: none"> Change “express route” to Route A and change “fixed route” to Route B 	250	-	No change
		<ul style="list-style-type: none"> Implement new Route C connecting major destinations/employment centers. 	2,000	500	
Expansion Phases					
Years 3-7	<ul style="list-style-type: none"> Increase frequency 	<ul style="list-style-type: none"> Expand frequency of Route A from every hour to every 30 minutes (weekday only) 	2,800	-	
		<ul style="list-style-type: none"> Expand frequency of Route B from every hour to every 30 minutes (weekday only) 	2,500	-	
Years 7+	<ul style="list-style-type: none"> Extend service hours 	<ul style="list-style-type: none"> Extend service hours of Route A to 8:00 pm (weekdays), 6:00 pm (Saturday), and 5:00 pm (Sunday) 	1,100	680	No change
		<ul style="list-style-type: none"> Extend service hours of Route B to 8:00 pm (weekdays), 6:00 pm (Saturday), and 5:00 pm (Sunday) 	1,100		
		<ul style="list-style-type: none"> Extend service hours of Route C to 8:00 am – 5:00 pm (weekdays) 	500		

INITIAL IMPLEMENTATION

The implementation schedule provided above is broken into “Initial Implementation” in years 1-3 and “Expansion Phases” for later years. The initial implementation phase would restructure the two existing fixed routes into Route A and Route B and add the new Route C. To maintain service levels throughout the city and ensure connectivity to major destinations, these changes are intended to be implemented as a package at the same time. It is important to emphasize that these initial changes are only proposed once the following developments and street extensions have been completed:

- **Evergreen Road extension.** As part of the continued development in southwest Woodburn, Evergreen Road will be extended to connect to Parr Road. The existing section of Evergreen Road is wider and more suitable for transit operations than the residential streets through the Smith Creek development and is therefore a preferred alignment. The extension of Evergreen Road also provides better access to Centennial Park and Valor Middle School on Parr Road. As such, Route B should not be implemented until this new connection is complete.
- **Amazon Distribution Center/WinCo Foods/Do it Best.** When complete, the new Route C would provide service to existing and new jobs west of I-5 along Woodland Avenue and Butteville Road. As the new Amazon Distribution Center is completed, the exact alignment of this new route will need to be decided, including how the bus would turn around.
- **Woodburn Villas.** This new multifamily housing development near the Woodburn Premium Outlets will also include a new street connection between Arney Road and Woodland Avenue. Once this is complete, it is assumed that Route B would be modified in west Woodburn to access this new residential development as well as the Outlets. As such, this new street connection should be complete before the modified Route B is implemented.

EXPANSION PHASES

The Expansion Phases of the plan represent several service improvements that could be implemented as priorities and operating conditions evolve. It is recommended that the frequency improvements be implemented before extending service hours, as described below.

- **Frequency Improvements.** In the mid-term (years 3-7 of the plan), Routes A and B should be improved to operate every 30 minutes (as opposed to every hour) on weekdays only. As the more direct route that serves the major destinations and is expected to generate more ridership, service frequency on Route A should be prioritized over Route B, which provides local service and is anticipated to generate less ridership. As a general rule of thumb, transit riders want service to be as frequent as possible, thus improving their travel options. More frequent service is especially important for shorter trips, which are common in Woodburn. However, frequency requires additional resources and should be implemented only as demand warrants. As such, WTS should monitor demand over the first several years of the plan to assess whether frequency improvements are justified (see Monitoring section below for guidelines on when to consider frequency improvements).

- **Service Hours Improvements.** While service later in the evening typically generates fewer transit riders than during the middle of the day, later evening service also makes using transit more attractive for more types of trips (especially regular work trips). But like frequency improvements, it also requires additional resources and should be based on demand. Therefore, providing service later in the evening (both on weekdays as well as on weekend days) is recommended later in the plan (beyond year 7) and should be based on ridership growth and rider demand for later evening service.

PARATRANSIT/ADA

The ADA (Americans with Disabilities Act) requires that paratransit be provided during the same service hours as fixed-route services. As noted in Chapter 6, the Preferred Service Plan recommends several service changes that would require the Dial-A-Ride to extend the hours of operation to match the expanded fixed route service hours:

- **Route C.** This new route is anticipated to operate at least one hour earlier and one hour later on weekdays. As such, it is estimated that annually this would require an increase of 500 vehicle revenue hours (VRH) for Dial-A-Ride annually.
- **Routes A and B extended service hours.** Similarly, as hours are extended for the other fixed routes later in the plan, Dial-A-Ride hours would also increase (both on weekdays as well as weekend days). It is estimated that this would require approximately 680 additional vehicle revenue hours (VRH) for Dial-A-Ride annually.

REGIONAL TRANSIT COORDINATION

As noted throughout the development of the plan, it is critical for the future transit service changes to connect to the regional transit providers. The following summarizes the considerations at the three locations where regional transit connections can be made:

- **Memorial Transit Center.** All three WTS routes in the Preferred Service Plan would provide service to the Memorial Transit Center. Several regional services connect here, including the POINT bus connecting Eugene and Portland, Cherriots route 80X, and Greyhound. All of these regional services arrive and depart at various times throughout the day, as listed below:
 - POINT: Northbound (10:20 AM, 1:50 PM, 3:15 PM, 8:10 PM), Southbound (12:50 PM, 6:00 PM, 10:40 PM)
 - Cherriots Route 80X: Northbound (6:52 AM, 11:30 AM, 4:28 PM, 6:28 PM), Southbound (7:46 AM, 12:21 PM, 5:21 PM, 7:28 PM)
 - Greyhound: Northbound (9:10 PM), Southbound (12:20 PM)
- **Downtown Transit Center.** Only Routes A and B in the Preferred Service Plan would serve the Downtown Transit Center. Connections to two regional routes or services are available at the Downtown Transit Center:
 - Cherriots Route 10X: Northbound (6:41 AM, 8:17 AM, 10:31 AM, 1:16 PM, 2:47 PM, 5:17 PM, 5:45 PM, 8:11 PM), Southbound (6:33 AM, 7:06 AM, 8:50 AM, 11:35 AM, 1:07 PM, 3:58 PM, 5:42 PM, 6:38 PM)

- Fronteras del Norte (near Downtown Transit Center). Northbound (2:30 PM) and Southbound (9:30 AM).
- **Bi-Mart/Mega Foods.** All three Preferred Service Plan routes will serve the Bi-Mart/Mega Foods stop. Three regional routes will connect to these routes at this location, and two of them layover here for a short period of time.
 - Cherriots Route 20X: Northbound (8:35 AM, 11:05 AM, 12:25 PM, 3:46 PM, 6:44 PM), Southbound (6:13 AM, 8:42 AM, 12:33 PM, 4:03 PM, 7:10 PM).
 - Canby Transit Route 99X. This route operates hourly on weekdays and Saturday and is scheduled to have a 10-minute layover in the Bi-Mart parking lot. The first weekday trip arrives at 6:22 AM and the last weekday trip departs at 7:32 PM. The first Saturday trip arrives at 9:22 AM and the last departs at 5:32 PM.

Because the three WTS routes operate on a regular schedule (every hour initially and every 30 minutes longer term), it will be difficult to offer timed connections to all Cherriots, POINT, Greyhound and Fronteras del Norte trips. However, the Route C schedule should be prioritized to connect to as many of the Route 80X trips (at the Memorial Transit Center) and Cherriots Route 10X trips (at Bi-Mart) as possible. And because the Canby Route 99X operates a regular schedule (every hour), timed connections to this route at Bi-Mart should also be prioritized on at least Route C, but also on either Route A or Route B.

SERVICE MONITORING

An important consideration associated with providing transit services is when to make changes based on how that service is performing. For this plan, it is recommended that the following three performance metrics be tracked and that changes be considered when falling below, or exceeding, the recommended benchmarks.

- **Productivity.** This refers to the number of riders each type of service can typically carry per vehicle service hour.
- **On-Time Performance.** This measures how reliably the transit service is arriving or departing each scheduled stop (or within a certain pickup window). For fixed route services, 5 minutes is considered “late.” Reliability is important not only for travel on individual routes, but to ensure timed connections to other local and regional services.
- **Capacity.** This is a measure of rider comfort as well as customer satisfaction, schedule reliability and operational safety. This measure tracks what percent of trips are either at full capacity (or has standees) for part or all of the trip.

Figure 65 below provides a summary of service monitoring metrics for Dial-A-Ride and fixed routes, along with recommended actions if exceeding.

Figure 65 Service Performance Metrics and Benchmarks

Metric	Service Type	Benchmark	Recommended Action(s)
Productivity (Passengers per Vehicle Revenue Hour)	Dial-A-Ride	2-4	Goal of 2.0. Consider extending fixed-route service to high ridership areas when over 4 passengers per hour threshold.
	Fixed Route	4-10	Consider fixed route frequency improvements when productivity approaches or exceeds 10 passengers per VRH. Maintain service frequency if consistently at or below minimum benchmark.
On-Time Performance	Dial-A-Ride	80-95% of trips within a 30-minute scheduled window	Consider encouraging eligible passengers to use fixed-route service when this benchmark is no longer possible to meet within a 30-minute scheduled trip window.
	Fixed Route	85%	Fixed-route services operate on a schedule, and thus it is important to maintain at least 85% of all trips arriving no later than 5 minutes late. This measure assumes no trips should leave a stop early (before the scheduled time).
Capacity	Dial-A-Ride	All ADA trip requests; most general public trip requests	ADA prohibits capacity constraints and requires paratransit services to meet all expected demands for ADA-eligible trip requests. Services for the general public do not have this requirement, but consider transitioning these trips to fixed-route service if general public trip requests are being denied due to capacity constraints. No standees are allowed on Dial-A-Ride.
	Fixed Route	100% of maximum seated capacity during peak periods	Consider increased service frequency (or supplementing vehicles at specific, isolated high-load trip times) if passenger loads are consistently over benchmark.

9 FINANCIAL PLAN

This chapter presents a financial plan for the short-, mid-, and long-term periods of the plan. This includes both the estimated operating and capital cost increases associated with the plan.

OPERATING PLAN

Existing Operating Funding Sources

Figure 66 below provides a summary of existing operating expenditures and revenues for Woodburn Transit System between FY 2019/20 and FY 2022/23. Revenues for WTS are from a variety of sources, including federal, state, and local assistance. The separate federal funding sources are listed below, whereas the State Funds row represents STF formula funds and Statewide Transit Improvement Funds (STIF) combined. It should be noted that fares were suspended in March 2020 (and remain suspended), so the fare revenues shown below in FY 2019/20 are only for a portion of that fiscal year. It should also be noted that FY 2022/23 figures are estimated based on July 2022 through March 2023 figures only.

Figure 66 Existing Operating Expenditures and Revenues (FY 2019/20 – FY 2022/23)

	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23 (through March only)	FY 2022/23 (estimated annual)
Operating Expenditures					
Labor	\$544,297	\$507,581	\$548,491	\$477,508	\$636,678
Supplies & Services	\$229,521	\$186,465	\$210,485	\$299,645	\$399,527
Capital Outlay	\$152,455	\$27,327	\$0	\$77,967	\$103,956
Total Expenditures	\$926,273	\$721,373	\$758,976	\$855,120	\$1,140,161
Revenues					
Federal Assistance	\$242,455	\$216,365	\$36,234	\$438,865	\$585,153
5310 Discretionary Ops (MM)	\$45,125	\$41,353	\$8,294	\$76,332	\$101,776
5311 Formula Operation	\$139,996	\$139,996	\$20,834	\$332,430	\$443,240
5310 Veh Prev Maint (PM)	\$57,334	\$35,016	\$7,106	\$30,103	\$40,137
Federal Assistance (CARES)	\$55,915	\$216,611	\$99,909	\$0	\$0
State Funds	\$530,562	\$419,970	\$505,714	\$371,371	\$495,161
Local Funds	\$116,000	\$150,000	\$150,000	\$112,500	\$150,000
Fare Revenue	\$26,798	\$0	\$0	\$0	\$0
Misc. Revenue	\$9,464	\$24,875	\$7,492	\$14,026	\$18,702
Total Revenue	\$981,193	\$1,027,820	\$799,349	\$936,762	\$1,249,016

Source: City of Woodburn. Miscellaneous Revenue includes donations made to the Out-of-Town Medical Transportation Program.

Future Operating Funding Estimates

Figure 67 provides an estimate of service levels expressed as Vehicle Revenue Hours (VRH) for the various service changes presented in Chapters 6 and 8. Operating costs are estimated by multiplying the VRH estimates for fixed route and Dial-A-Ride by the estimated operating cost per VRH for both fixed route and Dial-A-Ride. The estimated cost per VRH is different for fixed route and Dial-A-Ride, and FY 2022/23 costs are used as they reflect the most current operating conditions. The estimated operating costs per VRH are then inflated between 3-5% over the course of the plan to account for cost variability and inflation. It should be noted that all figures are estimates only and intended as a guideline for future planning and budgeting purposes.

Figure 67 Financial Plan – Operating Costs (2023/24 to 2029/30)

Service Change	Current	Near-Term			Mid-Term			Long-Term	Notes
	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30 +	
Existing Fixed Route VRH	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	
Restructure existing FR		255	255	255	255	255	255	255	
New Route C (pilot project)		2,040	2,040	2,040	2,040	2,040	2,040	2,040	
Increase frequency of Route A					2,805	2,805	2,805	2,805	
Increase frequency of Route B							2,550	2,550	
Extend service hours on Route A								1,130	1
Extend service hours on Route B								1,130	1
Extend service hours on Route C								510	1
Total Fixed Route VRH	6,400	8,695	8,695	8,695	11,500	11,500	14,050	16,820	
Existing Dial-A-Ride VRH	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	2
Dial-A-Ride service span increase		510	510	510	510	510	510	1,190	3
Total Dial-A-Ride VRH	6,000	6,510	6,510	6,510	6,510	6,510	6,510	7,190	
Fixed Route Op. Cost per VRH	\$122.03	\$128.14	\$133.26	\$137.26	\$141.38	\$145.62	\$149.99	\$154.49	4
Increase %		5%	4%	3%	3%	3%	3%	3%	
Dial-A-Ride Op. Cost per VRH	\$81.87	\$85.96	\$89.40	\$92.08	\$94.85	\$97.69	\$100.62	\$103.64	4
Increase %		5%	4%	3%	3%	3%	3%	3%	
Est. Operating Cost	\$1,272,000	\$1,674,000	\$1,741,000	\$1,793,000	\$2,243,000	\$2,311,000	\$2,762,000	\$3,344,000	

Notes:

- 1: Extends hours to 8:00 pm on weekdays, 6:00 pm on Saturday and 5:00 pm on Sunday
- 2: Estimated based on 2022 VRH and rounded up to account for additional Dial-A-Ride trips
- 3: Two (2) additional paratransit VRH per weekday estimated in 2023/24 and 2 additional VRH per weekday in 2029/30
- 4: Estimate based on actual operating expenses divided by vehicle revenue hours (July 2022 - March 2023). Operating expenses split between fixed route (60%) and Dial-A-Ride (40%)

CAPITAL PLAN

Estimated capital costs over the life of the planning horizon are summarized below in Figure 68, which summarizes the estimated costs associated with planned vehicle replacements as well as capital improvements associated with the service improvements. Capital improvements include vehicle expansion, new bus stops, and technology improvements. Details for each of these capital improvement categories are provided below.

Figure 68 Financial Plan – Capital Costs (FY 2022/23 – FY 2029/30)

Capital Improvement	Current	Near-Term			Mid-Term			Long-Term	Notes
	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	
Paratransit vehicle replacement	\$80,000	\$360,000	\$82,000						1, 2
Fixed route vehicle replacement	\$340,000		\$480,000						1, 2
Fixed route vehicle expansion (Route C)		\$1,108,000							3
Electric vehicle chargers/infrastructure		\$321,000							4
Fixed route vehicle expansion (Routes A and B)					\$1,246,000		\$1,348,000		3
New basic bus stops		\$77,500							5
New enhanced bus stops		\$60,000		\$30,000		\$30,000		\$30,000	6
Annual Total	\$420,000	\$1,926,500	\$562,000	\$30,000	\$1,246,000	\$30,000	\$1,348,000	\$30,000	

Notes:

- 1: Estimated vehicle replacement costs based on figures from City of Woodburn. 2022/23 vehicle replacements already procured.
- 2: Includes one modified minivan and two Cutaway vans.
- 3: Estimated cost based on quote received by City of Woodburn. Future year estimates include a 20% contingency and an annual 4% cost increase.
- 4: Assumes new Level 3 chargers that can charge 3 vehicles (\$130,000) and infrastructure upgrades (\$191,000). Costs are based on vendor quotes and estimated infrastructure upgrade costs from PGE.
- 5: Assumes \$2,500 per basic bus stop. This includes the bus stop pole, signage, and new level concrete pad.
- 6: Assumes \$15,000 per enhanced bus stop. This includes design and construction of a new bus stop pad, new bus stop pole and signage, and new shelter with bench.

Vehicle Replacements

Several existing vehicles will be retired and replaced during the planning horizon of the plan, as summarized below.

- **Paratransit vehicle replacements.** One modified minivan would be replaced in FY 2022/23 (estimated at \$80,000) and a second modified minivan will be replaced in FY 2024/25 (estimated at \$82,000). Two Cutaway vans will be replaced in FY 2023/24 (estimated at \$180,000 each).
- **Fixed route vehicle replacements.** Two older buses used for fixed route operations will be retired and replaced by ARBOC Equess low-floor vehicles. The first vehicle will be replaced this year (FY 2022/23) at \$340,000 and the second vehicle will be replaced in FY 2024/25 (at a higher estimated cost of \$480,000 due to inflation and supply chain challenges).

Vehicle Expansion

As noted above in the Preferred Service Scenario, the service improvements would require three expansion vehicles at different times in the plan. It is recommended that over the course of the plan WTS should begin to transition their fixed route bus fleet to electric vehicles. This follows ODOT's initiative to accelerate zero emission vehicles to reduce greenhouse gas emissions.

- **Route C – Highway 214 Express.** This new fixed route would require an additional vehicle to be added to the fleet. In anticipation of electrifying the WTS fixed route bus fleet, the City is in the process of applying for a State grant that would fund the purchase of an electric vehicle and associated charging infrastructure. It is assumed that a 35-foot vehicle would be large enough to accommodate expected passenger loads. It is also anticipated that the daily miles traveled for this route would be well below the daily range the vehicle can travel without recharging (estimated at approximately 250 miles). As such, it is assumed that a Level 2 (L2) EV charger would be adequate for this single vehicle and that charging could happen overnight. It is assumed this vehicle would be purchased in FY 2023/24 to correspond with the implementation of this new route.
- **Routes A and B Frequency Improvements.** The frequency improvements on both Routes A and B would require an additional vehicle, though at different times in the plan. The Route A frequency improvement is recommended to be prioritized over the frequency improvement on Route B. It is assumed that Route A would require an additional vehicle in FY 2026/27 and Route B would require an additional vehicle in FY 2028/29. As with Route C, the expansion vehicles are assumed to be 35' electric buses. Rather than Level 2 EV chargers, it is assumed that with a larger EV fleet, each new electric vehicle would require a Level 3 DC Fast Charging charger that can be significantly more costly than a L2 charger.

Bus Stops

As noted in Chapter 6, the Preferred Service Plan would require bus stop changes. The following costs are assumed for bus stops:

- **Basic Stops.** A total of 31 new stops are required as part of the plan. It is assumed that on average, each new stop would cost approximately \$2,500, which accounts for a bus stop pole and signage only. This does not account for the design and construction of an ADA compliant sidewalk improvement.
- **Enhanced Stops.** A total of four new enhanced stops are proposed as part of the plan. It is assumed that on average, an enhanced stop would cost approximately \$15,000, which accounts for design and construction costs associated with the sidewalk, ADA improvements, bus stop sign, signage, a new shelter and basic amenities (such as a bench and solar lighting). This can be seen as an average, with some locations costing more others costing less. It should be noted that any new bus stop that regularly has over 10 boardings per day should be considered for an enhanced stop.

All costs associated with bus stop changes are included in FY 2023/24 (or FY 2024/25) and should be completed at the same time as the initial implementation of Routes A, B and C. The plan also assumes that 2 additional enhanced stops would be added every other year of the plan (6 additional enhanced bus stops).

Technology Enhancements

During the plan, WTS should explore providing real-time arrival information to fixed route passengers. Providing real-time information would require a new Automatic Vehicle Location (AVL) system installed on all fixed route buses, creating the General Transit Feed Specification (GTFS) to include realtime information (GTFS-RT), and displaying that information through the development of a custom app or at digital signs at key stops or at the transit centers.

FUTURE CAPITAL CONSIDERATIONS

East Side Transit Hub

There are currently two official transit centers in Woodburn. In addition to WTS local trips, each transit center receives numerous regional trips each day.

The **Memorial Transit Center** on Highway 214 at Evergreen Road is served by:

- Trips every 30 minutes on WTS Express Loop and every hour on WTS Fixed Route during operating hours
- **17 regional trips** per weekday:
 - Cherriots route 80X (4 northbound and 4 southbound trips per weekday)
 - POINT Portland-Eugene route (3 southbound and 4 northbound trips per day)
 - Greyhound (1 northbound trip and 1 southbound trip per day)

The **Downtown Transit Center** on 1st and Arthur is served by:

- Trips every 30 minutes on WTS Express and Fixed routes during operating hours
- **16 regional trips** per weekday:
 - Cherriots route 10X (8 southbound and 8 northbound trips per weekday)



The eastbound **Bi-Mart stop on Highway 214** west of Highway 99 (location shown in Figure 69) receives both regional trips and two local trips per hour on WTS Express and Fixed routes. Current WTS routes serve this location curbside on Highway 214, while regional services pull into the Bi-Mart parking lot and passengers board and alight at ground level. Based on Fall 2022 WTS ridership data it is the busiest stop in the WTS system, with 42 daily boardings and alightings (compared with 33 boardings and alightings at the second-busiest stop, the Downtown Transit Center). The Bi-Mart stop is not an official transit center, but it hosts more regional bus trips than either the Memorial or Downtown transit centers:

- **27 regional bus trips per day:**
 - 14 on CAT route 99X
 - 13 on Cherriots route 10X
 - 5 on Cherriots route 20X



The Bi-Mart stop has a shelter with a bench but has no direct ADA-accessible access route from the parking lot where CAT and Cherriots buses load and unload passengers.

Image source: Google Streetview 2017

This de facto transit center has several operational and logistical limitations that make it risky and inconvenient to rely on as a long-term transit hub:

- It relies on private property owners of the Bi-Mart, Mega Foods, and other businesses to continue allowing CAT and Cherriots to use their parking lots as passenger transfer locations and informal operator layover points for critical regional transit trips.
- There is limited space in the existing shelter area for passengers to wait for connecting trips, and few passenger amenities. Given the relatively high ridership at this location, the shelter could justifiably be twice the size, with additional seating, lighting, and passenger information like a real-time arrival screen.
- There are no formal bus bays to host CAT and Cherriots regional service buses and facilitate easy, accessible transfers for riders between services.
- There is no clear, accessible path for people using wheelchairs, walkers, push carts, strollers, and other devices to easily move between the WTS shelter and the parking lot where CAT and Cherriots buses pick up and drop off. People must negotiate a curb with no ADA ramp and unpaved areas in the sidewalk furnishing zone adjacent to the shelter (see image at left).

Considerations

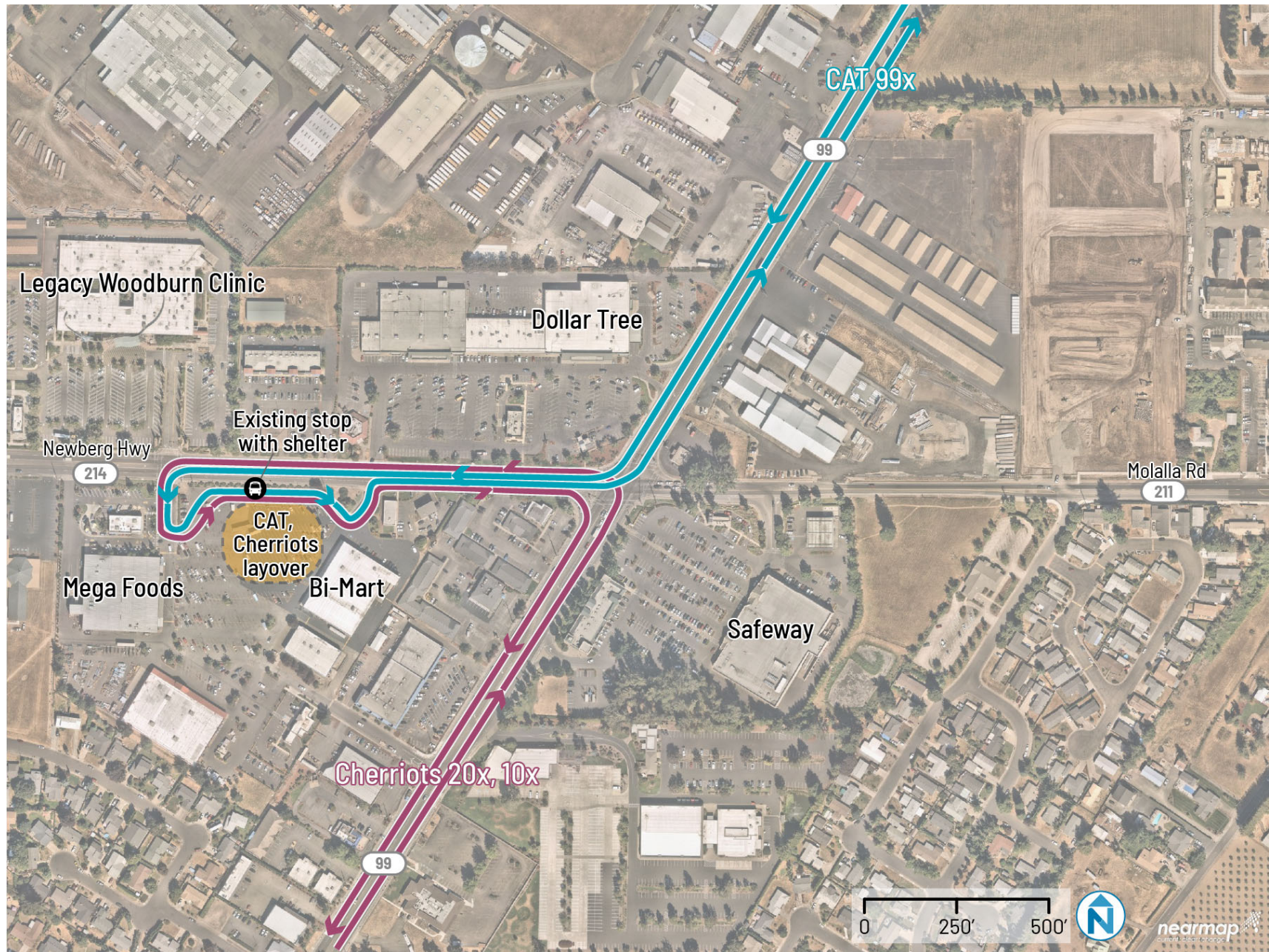
Given these limitations, WTS and the City of Woodburn should search for a location to create a formal east side transit hub, or at a minimum, an enhanced stop that facilitates easier transfers with regional providers (see Figure 69 below).

Sites should be explored near the Highway 99/Highway 214 intersection for several reasons:

- To maintain similar travel times to/from Woodburn for the regional providers.
- This is an important shopping and employment destination that should have good transit access.

The review could consider publicly owned parcels (if any exist), as well as opportunities for an easement or purchase agreement in such places as existing parking lots or underutilized/undeveloped land.

Figure 69 Area to Explore East Side Transit Hub



April 2023

Woodburn Transit Development Plan

Appendix A: Travel Flows Analysis



Contents

- 1 Overview
- 2 Local Travel Flows
- 3 Regional Travel Flows – City Level
- 4 Regional Travel Flows – within Woodburn
- 5 Key Takeaways



Overview

- As a supplement to the State of the System report, an analysis of travel flows was conducted to understand travel patterns for trips to, from, and within Woodburn. This analysis will be used to inform service planning and regional coordination recommendations for the TDP.
- Data from the Census (LEHD) is for work trips; this data is for all trips.
- Used to understand:
 - Local travel patterns
 - Regional travel patterns
 - Regional travel destinations in Woodburn and outside of Woodburn (e.g., in the Salem area)



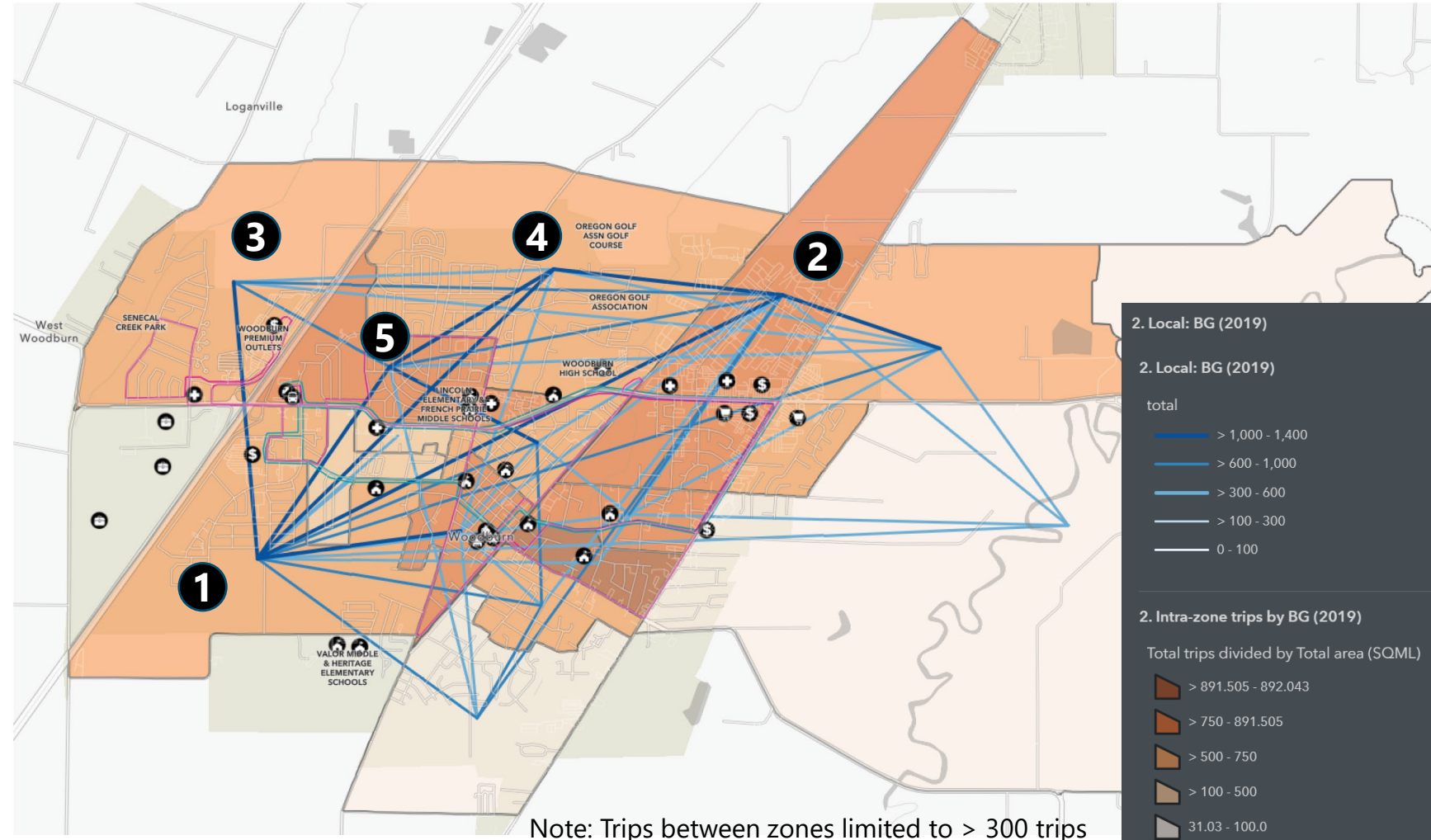
About the data

- Analysis is based on data from Replica, a travel model which uses data sources including:
 - **Mobile location data** (de-identified) collected from personal mobile devices and vehicles
 - **Demographic data** about where people live and work, and the characteristics of the population, such as age, race, income, and employment status
 - **Land use / real estate data** that help determine where people live, work, and shop, and by what means it is possible to travel to each activity
 - **Ground truth data** used to calibrate outputs including auto and freight volumes, transit ridership, and bike and pedestrian counts
- Data is not personally identified and is aggregated to broad areas (“zones”) like Census block groups
- Analysis is for all trips (not limited to transit) including walking



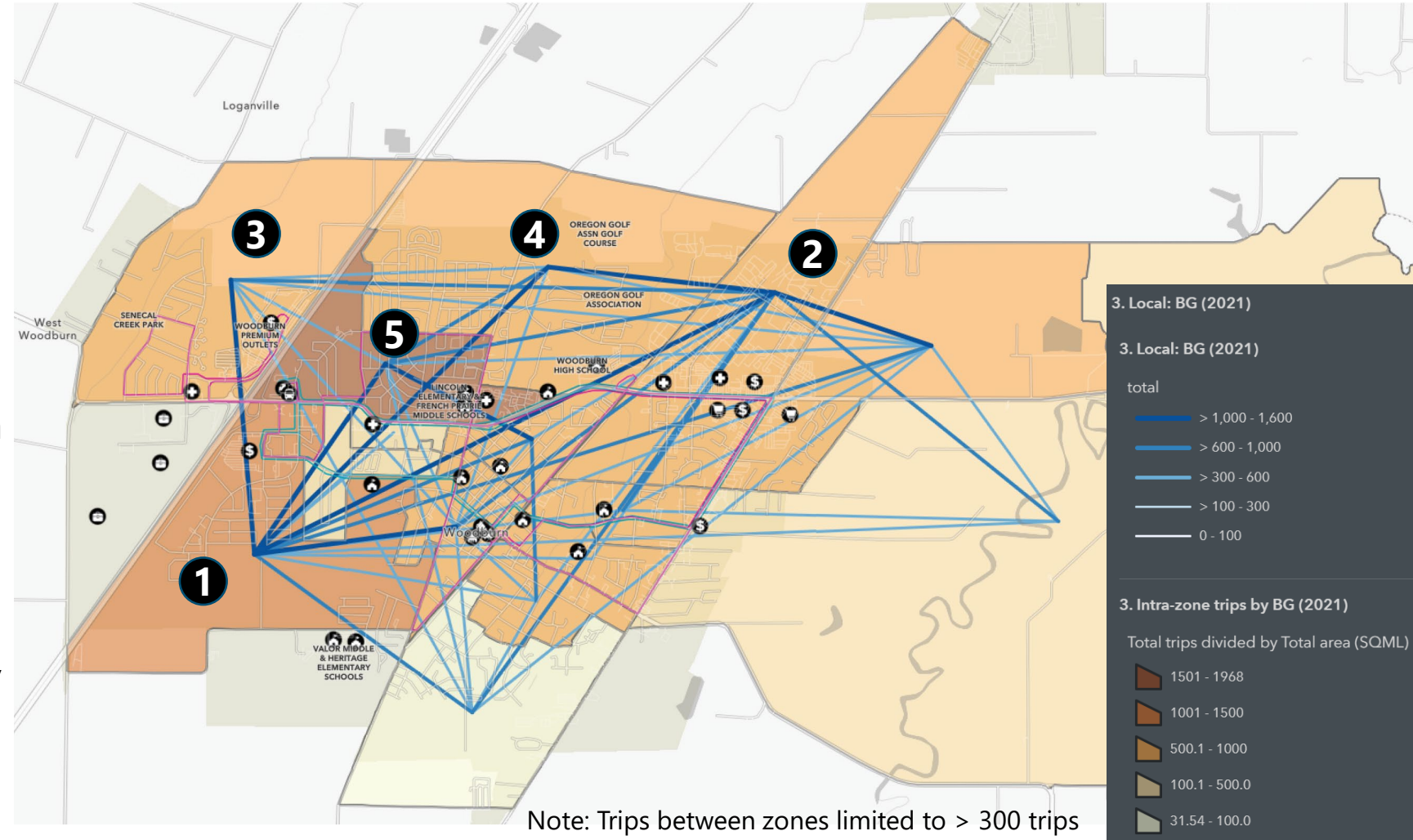
Local Travel Flows - 2019

- 1 Southwest zone with **Walmart** east of I-5 includes 6 of top 10 travel patterns
- 2 Northeast zone that includes **Mid-Valley Plaza and Salud** includes 4 of top 10
- 3 **Northwest** Woodburn with Outlet Mall east of I-5 to both the Walmart and Mid-Valley Plaza zones, within Top 10
- 4 **North** zone with High School
- 5 **Central** zone with elementary and middle schools; generally shorter patterns



Local Travel Flows - 2021

- ❶ Southwest zone with **Walmart** east of I-5 includes 6 of top 10 travel patterns
- ❷ Northeast zone that includes **Mid-Valley Plaza and Salud** includes 4 of top 10
- ❸ **Northwest** Woodburn with Outlet Mall east of I-5 to both the Walmart and Mid-Valley Plaza zones, within Top 10
- ❹ **North** zone with High School
- ❺ **Central** zone with elementary and middle schools; generally shorter patterns



Local Travel Flows – 2019 and 2021

- Approximately a **third** of trips within Woodburn are by **low-income** people (in households earning up to 200% of the federal poverty level)
- Nearly **half** of trips within Woodburn are made by **people of color**

	2019 and 2021 (comparable)		
Trips within	Total trips	% Low Income	% BIPOC
Woodburn	50,000	33%	50%

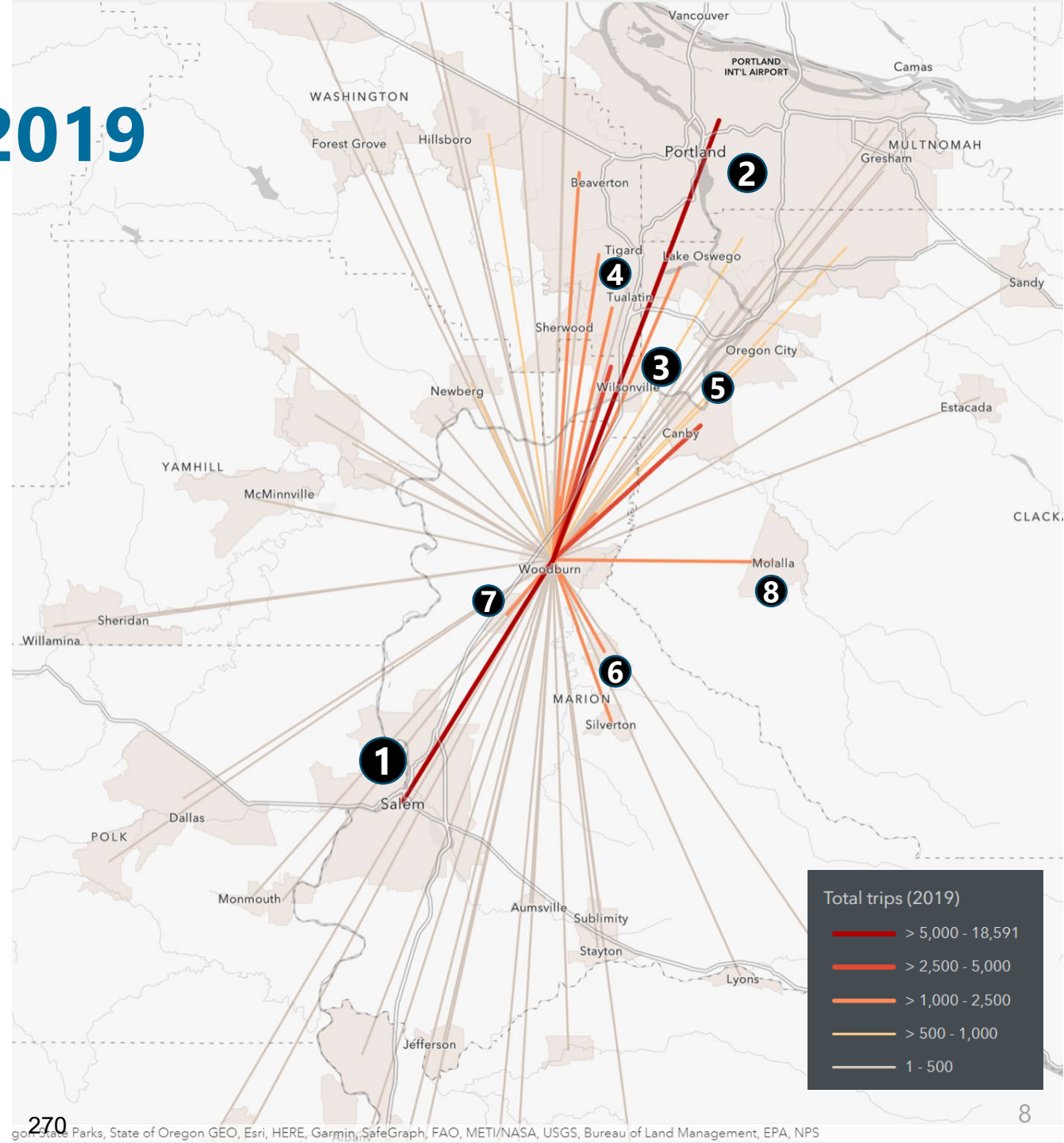
Regional Travel Flows - 2019

- 1 **Salem/Keizer** area is the largest single pattern – about 35% of trips, higher share of low-income trips than Portland area
- **Portland Metro Area** is comparable to Salem/Keizer; includes:
 - 2 **Portland** (~5k)
 - 3 **Wilsonville** (~4k)
 - 4 **Washington County**: Tualatin, Tigard, Beaverton

Other major patterns:

- 5 **North OR-99E**: Canby, Hubbard, Oregon City
- 6 **Southeast OR-214**: Mt Angel, Silverton
- 7 **Gervais**
- 8 **Molalla**

2021 flows are similar



Regional Travel Flows - 2019

❶ **Salem/Keizer** area is the largest single pattern (~35%) – *Cherriots 10X/20X/80X*

▪ **Portland Metro Area** is comparable to Salem/Keizer; includes:

❷ **Portland**

❸ **Wilsonville** – *Cherriots 80X*

❹ **Washington County**: Tualatin, Tigard, Beaverton

Other major patterns:

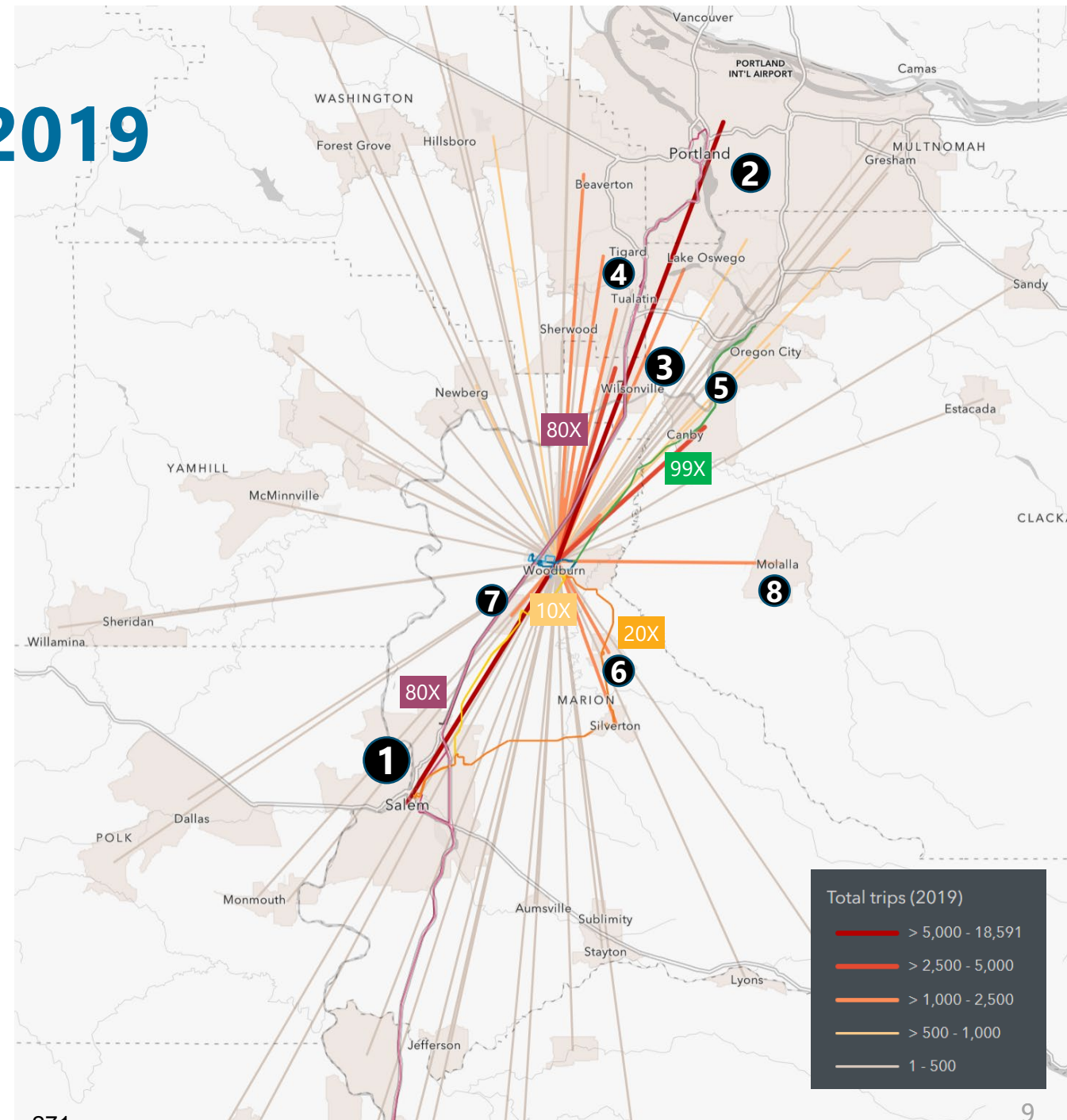
❺ **North OR-99E**: Canby, Hubbard, Oregon City

❻ **Southeast OR-214**: Mt Angel, Silverton (20X)

❼ **Gervais** (10X)

❽ **Molalla**

2021 flows are similar



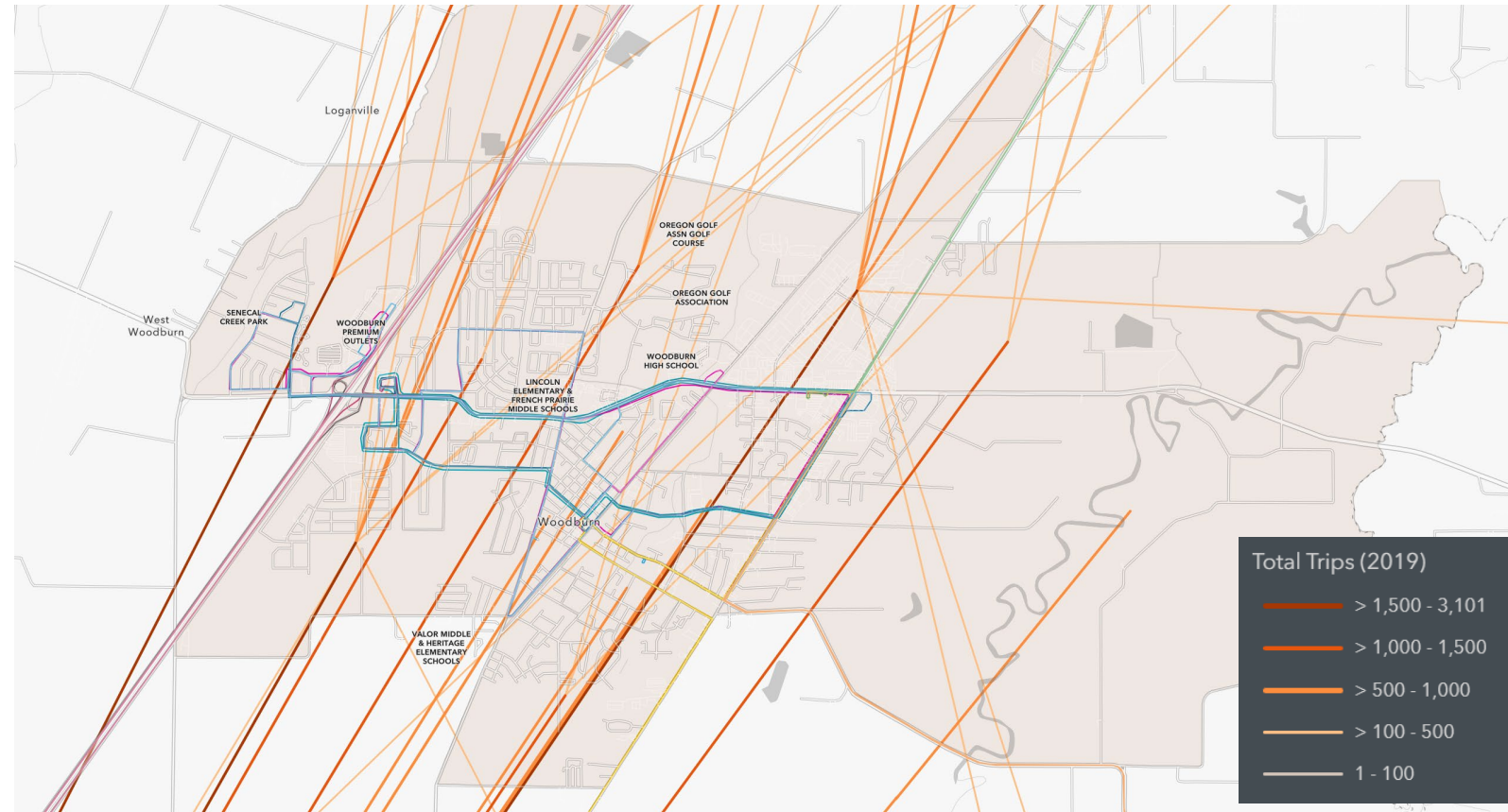
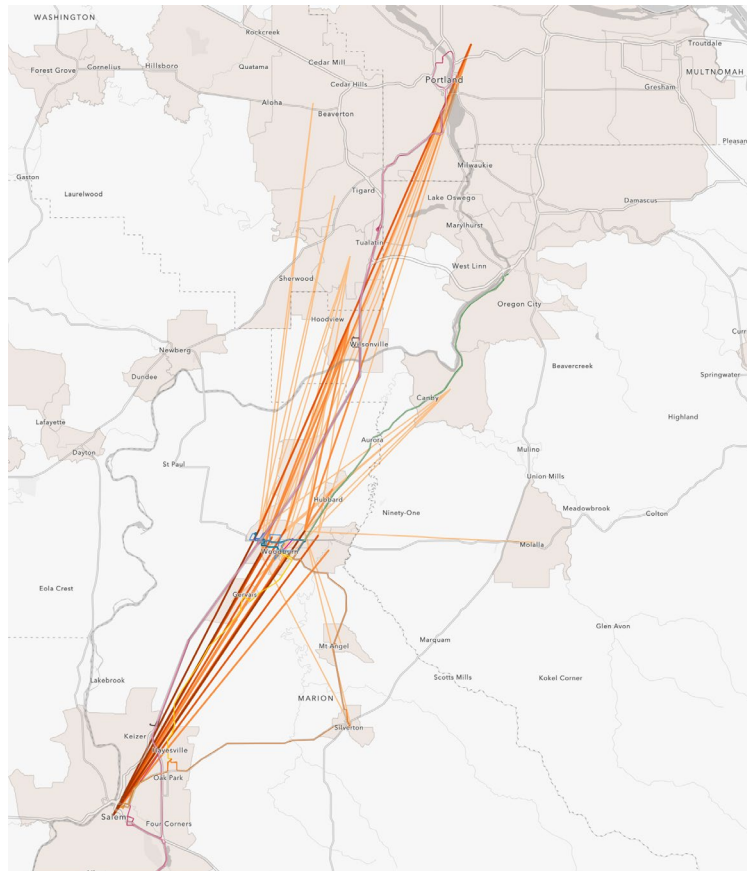
Categorized Trips between Cities

- Of trips starting or ending outside of Woodburn, about the same number go to the Portland Metro area and the Salem/Keizer area –
 - Each approx. 20k trips and 35% of total trips to/from Woodburn
 - The percentages of trips within each category by low-income people and people of color are higher for trips to/from the Salem/Keizer area than the Portland Metro area
- The north OR-99E market is the next largest market
 - Oregon City is included here rather than Portland Metro
- Approximately a quarter to a third of trips are by people in low-income households

Categorized Origin/Destination	Total trips	% Total trips	% Low Income	% BIPOC
Salem/Keizer	21,500	35%	30%	41%
Portland Metro Area	20,900	34%	25%	31%
North OR-99E (Hubbard, Canby, Oregon City)	7,000	11%	25%	33%
South OR-99E (Gervais)	2,400	4%	28%	70%
East OR-214 (Mt Angel/Silverton)	4,000	6%	31%	31%
Yamhill County	1,800	3%	23%	25%
Mollala	1,800	3%	26%	30%
South Willamette Valley (Albany, Lebanon, Corvallis, etc.)	1,300	2%	32%	20%

Regional Travel Flows - Woodburn Block Groups

- These maps illustrate where trips between cities in the Portland/Salem regions start and end in Woodburn, at the Census block group level. The highest number of trips go to zones including Woodburn Outlet Mall area, Walmart area, and Mid-Valley Center/Salud area.

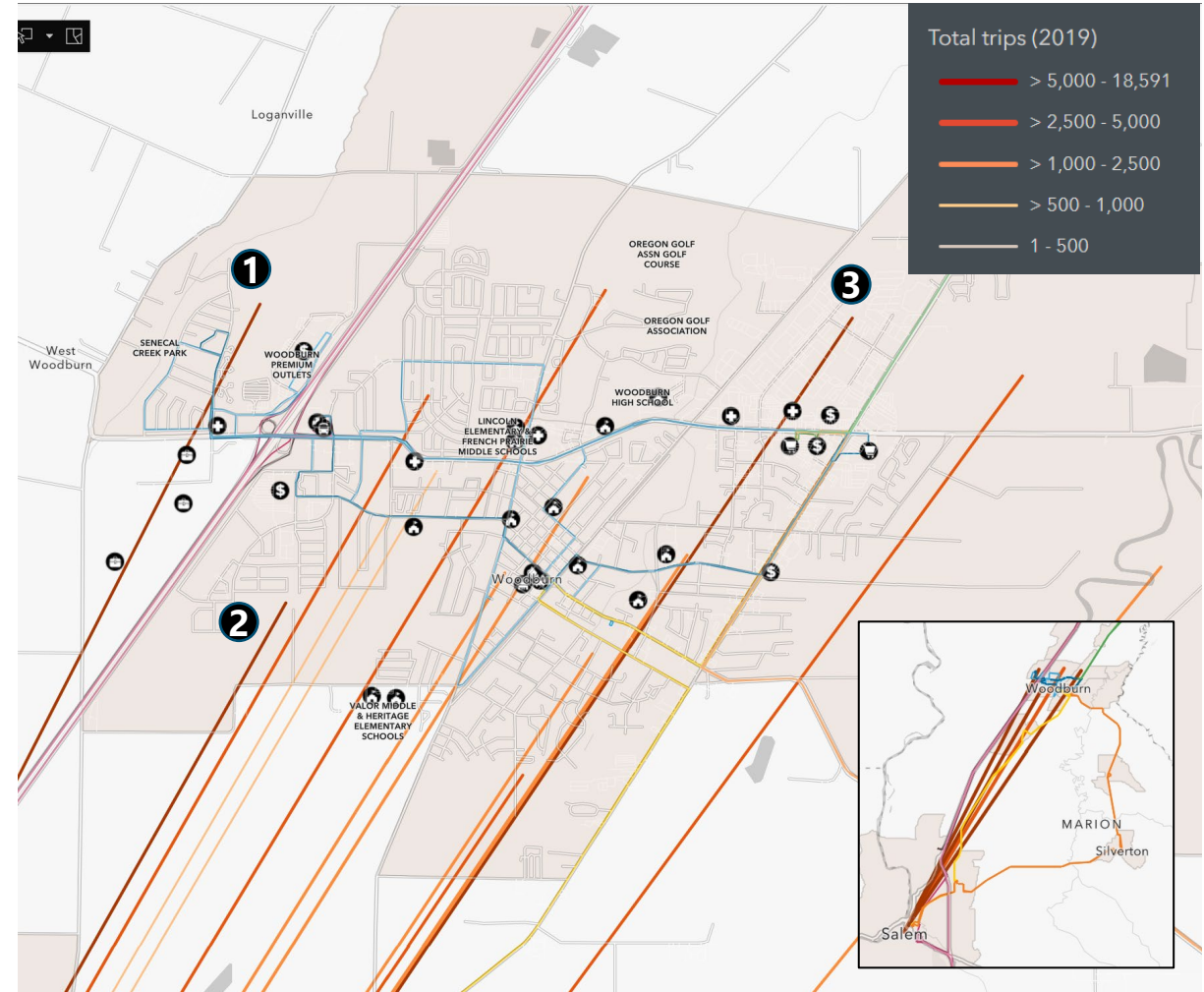


For legibility, maps limited to 250 or more trips between cities in the region and block groups in Woodburn

Where Regional Trips Start/End within Woodburn

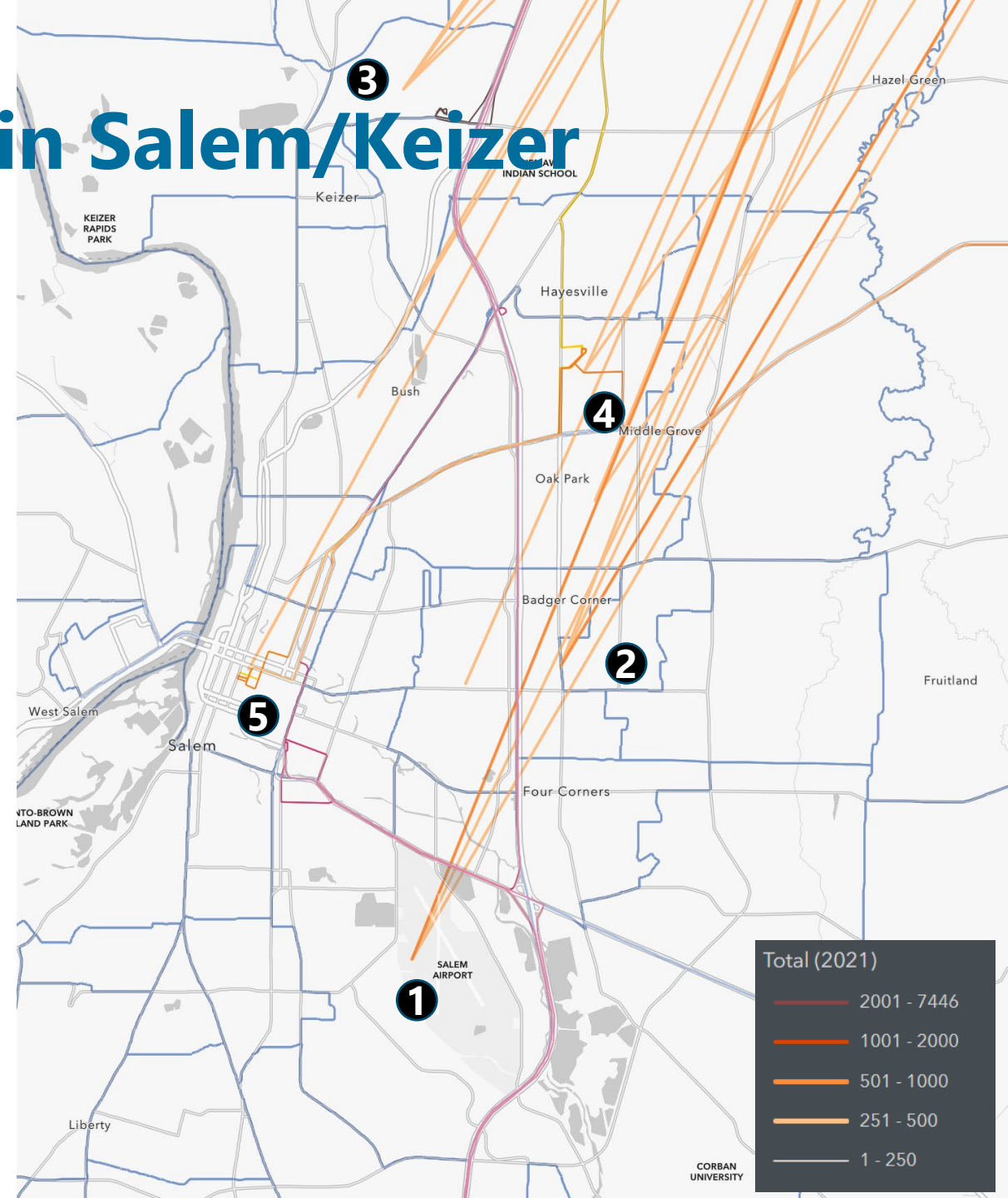
- Top 3 trip pairs to/from **Salem/Keizer** area with > 2,500 daily trips include:

- 1** Northwest Woodburn with Outlet Mall
- 2** Southwest zone with **Walmart** east of I-5
- 3** Northeast zone that includes **Mid-Valley Plaza**



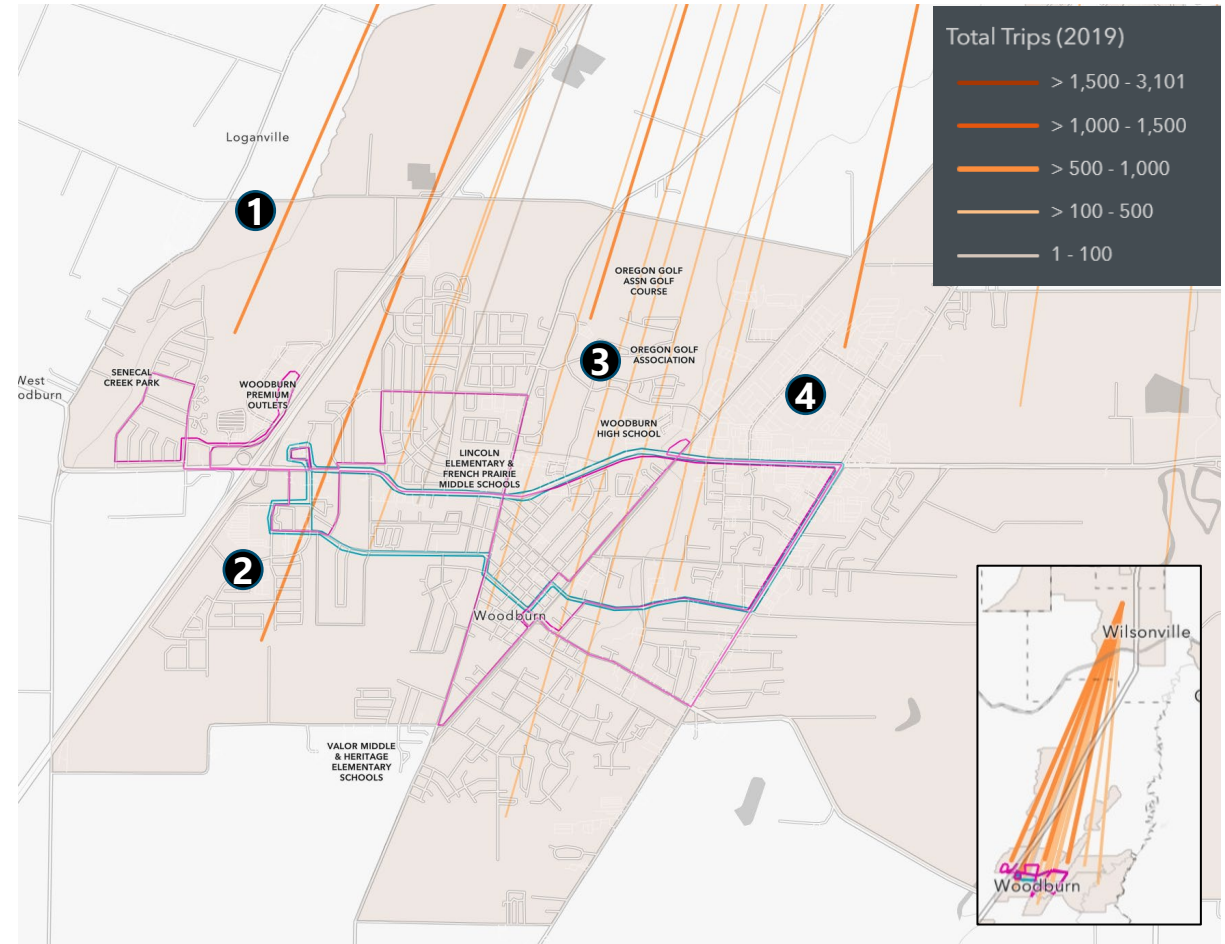
Where Trips Start/End within Salem/Keizer

- Trips **between Woodburn and the Salem/Keizer** area with > 250 daily trips (at the Census tract level) include:
 - ❶ **SE Salem**, including Salem Airport
 - ❷ East Salem, including **Willamette Town Center**
 - ❸ **Keizer Station** area
 - Served by 80X
 - ❹ **CCC** area including Oak Park neighborhood to the south, served by 10X and 20X
 - ❺ Downtown Salem, served by 10X and 20X, and 80X with a transfer



Where Regional Trips Start/End within Woodburn

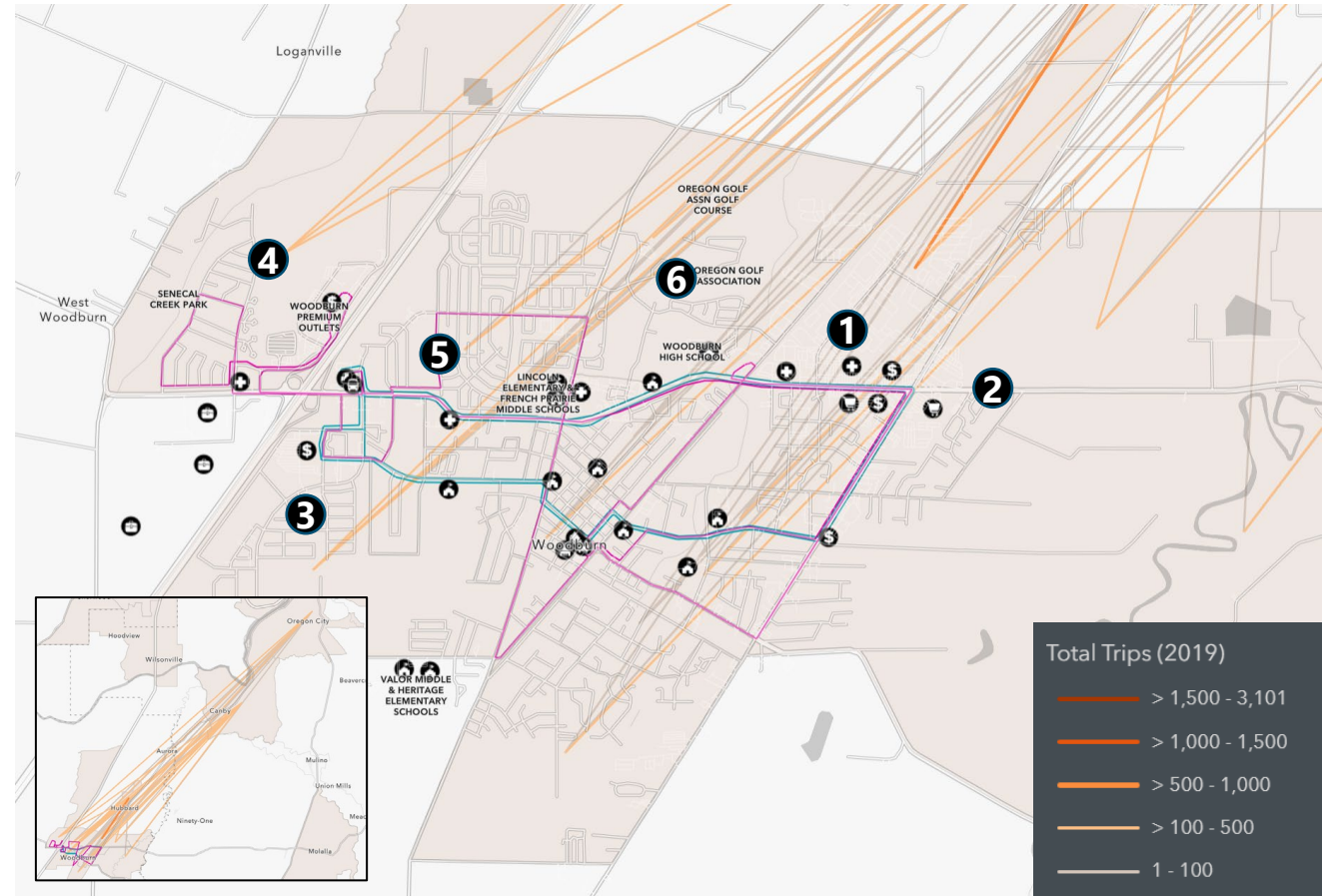
- Top 4 trip pairs to/from **Wilsonville** with > 500 daily trips include:
 - 1** Southwest zone with **Walmart** east of I-5
 - 2** **North** zone with Country Estates area and High School
 - 3** **Northwest** Woodburn with Outlet Mall
 - 4** Northeast zone that includes **Mid-Valley Plaza and Salud**



Where Regional Trips Start/End within Woodburn

- Top trip pairs to/from the **north OR-99E corridor (Canby, Hubbard, Oregon City)** with > 300 daily trips include:

- 1** Northeast zone that includes **Mid-Valley Plaza and Salud**
- 2** Zone east of OR-99E, both north and south of OR-217, that includes **Safeway**
- 3** Southwest zone with **Walmart** east of I-5
- 4** **Northwest** Woodburn with Outlet Mall
- 5** **Zone east of I-5, north of OR-214**, that includes Best-Med Urgent Care, Elementary, Middle, and Alternative High Schools
- 6** **North** zone with Country Estates area and High School



Key Takeaways

- The most significant local travel patterns within Woodburn include:
 - Approximately a **third** of trips within Woodburn are by **low-income people** (in households earning up to 200% of the federal poverty level)
 - Nearly **half** of trips within Woodburn are made by **people of color**
 - Southwest to northeast, such as between the Walmart area and the Mid-Valley Plaza/Salud area
- The largest regional travel patterns to/from Woodburn include **Salem/Keizer, Portland Metro** area (including Wilsonville and Washington County), followed by the **north OR-99E corridor** (e.g., Canby), cities to the southeast along OR-214 (Mt Angel and Silverton), Gervais, and Molalla
 - Most are directly served by regional transit connections except for Molalla
- The locations in Woodburn where the most regional trips end vary but include the **Woodburn Outlet Mall area, Walmart area, and Mid-Valley Plaza/Salud area which includes a number of employers**
 - Trips from the OR-99E corridor to/from Woodburn include trips connecting to the western parts of the city





June 12, 2023

TO: Honorable Mayor and City Council through City Administrator

FROM: Curtis Stultz, Public Works Director

SUBJECT: **“Two Hours Parking for Cemetery Only” Signs**

RECOMMENDATION:

Adopt the attached resolution authorizing the installation of four “Two Hour Parking for Cemetery Only” signs on the west side of N Front Street along Saint Luke’s Cemetery (1679 N Front Street) frontage, as shown in Figure #1.

BACKGROUND:

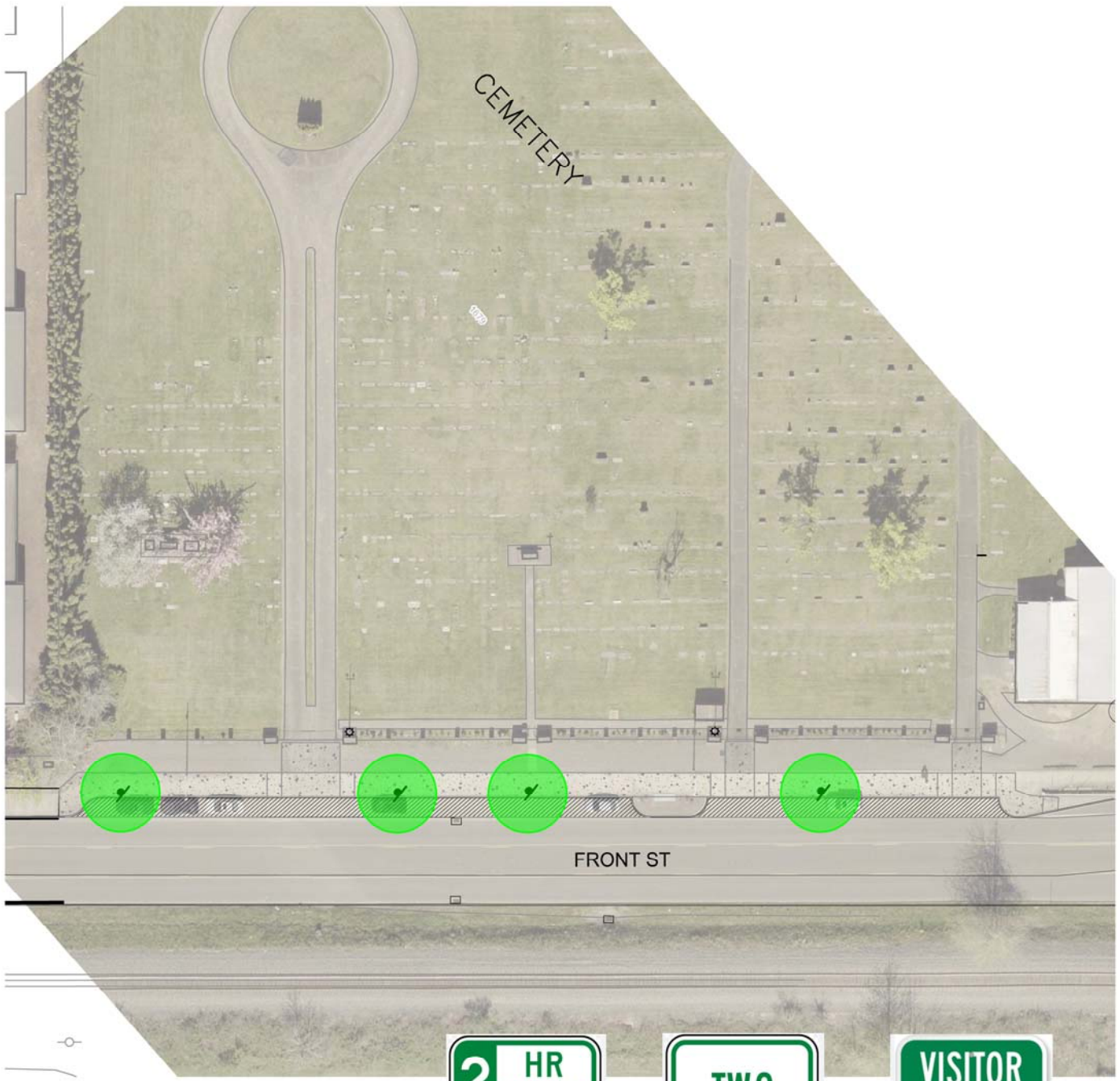
The Public Works Department and City Staff has received concerns from Saint Luke’s Cemetery staff regarding vehicles parking for extended periods of time on the available parking area located along their frontage, and not having available parking for site visitors, specifically during services.

- N Front Street is identified as a minor arterial street per the Council adopted Woodburn Transportation System Plan (TSP).
- The WDO cross-section for a minor arterial street does not include parking on either side of the improved road, as shown in Figure #2.
- The Manual on Uniform Traffic Control Devices (MUTCD) warrants that “NO PARKING” sign(s) can be warranted on streets where it is desirable to enforce no parking for safety and/or delivery purposes at the discretion of the convening authority.
- It is recommended that the attached resolution be approved to allow the installation of “Two Hour Parking for Cemetery Only” signs shown in attached “Figure #1” to facilitate public visitations to the Cemetery.

FINANCIAL IMPACT:

Estimated Cost for the installation of four (4) signs \$2,500. All estimated costs include materials and labor, which will be funded from the regular Street Maintenance Budget.

Agenda Item Review: City Administrator City Attorney Finance



 SIGN LOCATION



PLOT DATE: 6.7.2023



FRONT STREET CEMETERY "2 HOUR" PARKING

FIGURE 1

DATE: 06-01-2023

SCALE: NTS

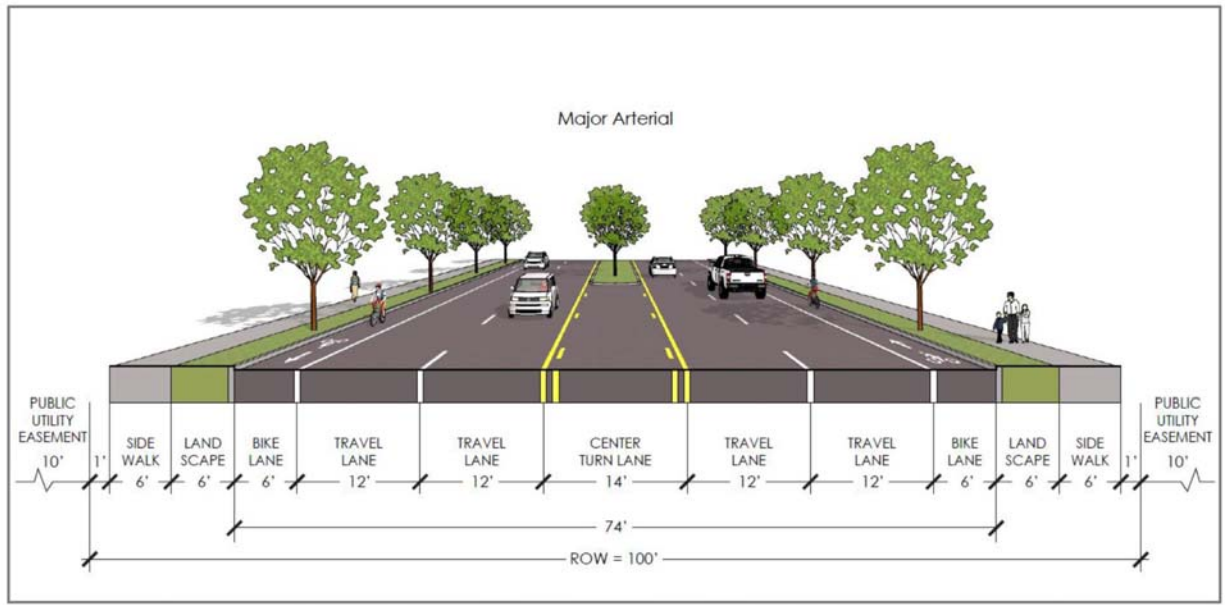
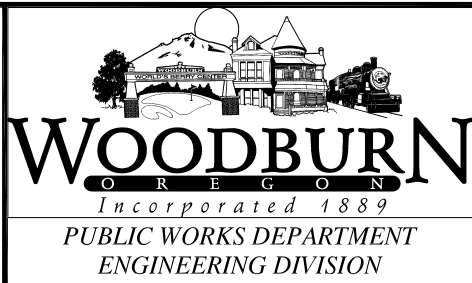
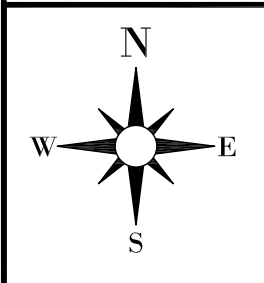


Figure 3.01B – Major Arterial

(Note 3.01B: The illustrated median is conceptual, optional, and at the discretion of the Public Works Director.)

PLOT DATE: 6.7.2023



FRONT STREET CEMETERY "2 HOUR" PARKING

FIGURE 2

DATE: 06-01-2023

SCALE: NTS

COUNCIL BILL NO. 3218

RESOLUTION NO. 2214

A RESOLUTION DIRECTING THAT FOUR "TWO HOUR PARKING FOR CEMETERY ONLY" SIGNS BE INSTALLED ON N FRONT STREET IN FRONT OF 1679 N FRONT STREET (ST LUKE CEMETERY)

WHEREAS, ORS Chapter 810 grants to the City of Woodburn, the authority to install regulatory traffic control signs within the City limits; and

WHEREAS, the City Council has received and considered the attached staff's recommendation that four " TWO HOUR PARKING FOR CEMETERY ONLY" signs be installed on N Front Street in front of 1679 N Front Street, NOW, THEREFORE,

THE CITY OF WOODBURN RESOLVES AS FOLLOWS:

Section 1. That four "TWO HOUR PARKING FOR CEMETERY ONLY" signs be installed within the right-of-way on N Front Street in front of 1679 N Front Street.

Approved as to Form: _____
City Attorney Date

APPROVED: _____
Frank Lonergan, Mayor

Passed by the Council _____
Submitted to the Mayor _____
Approved by the Mayor _____
Filed in the Office of the Recorder _____

ATTEST: _____
Heather Pierson, City Recorder
City of Woodburn, Oregon



Agenda Item

June 12, 2023

To: Honorable Mayor and City Council through City Administrator
From: Chris Kerr, Community Development Director *CK*
Subject: **Council Briefing of Planning Commission approval of a Design Review, Modification of Conditions, and Variance application package for a 94-unit multifamily residential development for Phase 6 of the Boones Crossing PUD (DR 22-18, MOC 22-02, & VAR 22-16)**

RECOMMENDATION:

Staff recommends no action and briefs the Council on this item pursuant to Woodburn Development Ordinance (WDO) Section [4.02.02](#). The Council may call up this item for review if desired and, by majority vote, initiate a review of this decision.

PROPOSED DEVELOPMENT:

The proposed development is a multifamily residential development of 94 two-story townhouse-style dwelling units. Each unit will have a private driveway and garage. The applicant included a Modification of Conditions application with a request to remove the neighborhood commercial component within Phase 6, as well as a Variance application requesting to have one of the drive aisles encroach into a setback.

Background:

The subject property is an undeveloped 8.41-acre property in the Single-Family Residential (RS) zoning district and encompasses a portion of land within Phase 6 of the Boones Crossing Planned Unit Development (PUD), a development originally approved in 1999 via Ordinance No. 2246. Numerous modifications and approvals occurred in the years following the original approval that, coupled with the passage of time and changes in ownership, created uncertainty about the project and ultimately led to the execution of a Statutory Development

Agenda Item Review: City Administrator ___x___ City Attorney ___x___

Agreement (SDA) in 2016 between the City and four separate owners of the remaining undeveloped phases of the PUD property. Contained within the original PUD approval and the SDA, Phase 6 was specified to include a medium density residential development of up to 94 multi-family dwelling units, a neighborhood commercial development of 1.35 acres, and a 3-acre public park.

Since the execution of the SDA, the 3-acre park was dedicated to the City by the Phase 6 property owner. All prior phases of the PUD have been constructed and completed.



Aerial view of the subject property (outlined in yellow)



Site Plan



Building Elevations (2-car garage units)



Building Elevations (1-car garage units)

PUBLIC HEARING SUMMARY:

On April 27, 2023, the Planning Commission held an initial public hearing for this Type III application package. No testimony was received in support of the project. Testimony in opposition to the project was received from the following individuals:

- Gilberto Villanueva, 1596 Iris Street
- Larry & Jonnetta Chambers, 1488 Iris Street
- Sydni Vandal Avila, 1447 Sunflower Street
- Michael Mansur, 1472 Iris Street
- Michael Robertson, 1426 Iris Street
- Rudy Perez Delgado, 1456 Iris Street
- Kathryn Pettit, 1410 Iris Street
- Dorothy Lokken, 1355 Autumn Boulevard

Opposition and concerns generally focused on the multifamily nature of the development, additional traffic that would be generated from it, adjacent street design, speeding traffic in the area, and parking. After closure of the record, the Commission deliberated and voted 3-2 to tentatively deny the project because the plans did not include the 1.35-acre commercial component required by the SDA for Phase 6. Commissioners unanimously passed a subsequent vote for staff to prepare findings and a final decision for review at the next meeting.

At the May 11, 2023 meeting, the applicant submitted a letter to the Commission requesting to reopen the record to allow submittal and consideration of site plan revisions that address comments and concerns that were brought up at the April 27 meeting. The Commission voted 6-0 to reopen the record, schedule an additional public hearing for June 8, 2023, and provide mailed notice to all individuals with standing.

An additional public hearing was held on June 8, 2023. No testimony was received in support of the project. Testimony in opposition to the project was received from the following individuals:

- Larry Chambers, 1488 Iris Street

- Michael Robertson, 1426 Iris Street
- Hal Lokken, 1355 Autumn Boulevard

Opposition and concerns were generally the same as was heard at the April 27 hearing. After closure of the record, the Commission deliberated, commenting that this development has been anticipated for over 20 years and the design of the project is very complimentary of the surrounding single-family dwellings. Regarding the commercial component of Phase 6, the Commission acknowledged that the economy has significantly changed over the last 20 years and thus might not be suitable at this location anymore. Commissioners were also specifically appreciative of the developer's willingness to consider the concerns raised by the neighbors and add more parking on-site. The Commission voted unanimously to approve the project.