

# COUNCIL MEETING MINUTES

## DECEMBER 8, 2025

**DATE** COUNCIL CHAMBERS, CITY HALL, CITY OF WOODBURN, COUNTY OF MARION, STATE OF OREGON, DECEMBER 8, 2025

**CONVENED** The meeting convened at 7:00 p.m. with Mayor Lonergan presiding.

### **ROLL CALL**

Mayor Lonergan	Present
Councilor Cantu	Present
Councilor Cornwell	Present
Councilor Schaub	Present
Councilor Bravo	Present
Councilor Grijalva	Present
Councilor Wilk	Present

**Staff Present:** City Administrator Derickson, City Attorney Granum, Assistant City Administrator Row, Community Services Director Cuomo, Community Development Director Kerr, Police Chief Millican, Finance Director Turley, Assistant City Attorney Killmer, Special Projects Director Wakely, Public Works Director Stultz, Economic Development Director Johnk, Community Relations Manager Herrera, City Recorder Pierson

### **ANNOUNCEMENTS**

Mayor Lonergan stated that earlier that evening the police department held an award ceremony that recognized the following: Lieutenant Adam Stewart was awarded an Achievement Medal for his work on obtaining a grant to help combat organized retail theft; Officer Travis White was awarded a Commendation Medal for identifying an overgrowth of 10-foot blackberries during a residence check and coordinating their removal with local church groups; Officer Logan Baker received an Achievement Medal for investigating a sexual assault case and helping secure the federal arrest and sentencing of a multi-victim suspect; Corporal Darlyn Chester received the Captain Tom Tenant Memorial Service Medal for her exceptional service to the Woodburn Police Department and the community of Woodburn.

Councilor Cantu read the following announcements:

- Love Santa Wrapping & Distribution: Daily at Foursquare Church 9:30 AM–5:00 PM; distribution Saturday at the high school; volunteers needed.
- Friday, Dec. 12, 2025, 5:00–7:00 p.m. – Fridays on First and Front: Holiday Game Night: Loteria at Bungalow Theatre, holiday trivia at K-Bron Brewing, festive crafts at Cafe La Onda, and special appearances by Santa.
- Saturday, Dec. 20, 2025, 3:00 p.m. – Polar Express Movie Showing: Bungalow Theatre; ticket includes craft, cocoa, and popcorn.

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- Holiday Hours:

- Christmas: City Hall will be closed beginning at noon on December 24 and will reopen for regular business hours on December 26. The Library will be open 10:00 a.m.-1:00 p.m. on December 24 and reopen for regular business hours on December 26. Transit Services will be running holiday hours 9:00 a.m.- 3:00 p.m. on December 24 and closed December 25.
- New Year: City Hall, the Library, and Transit Services will be closed January 1.

### **APPOINTMENTS**

**Schaub/Cornwell...** reappoint Katrina Lujan to Position 1, Cristal Ramos to position III and Marilyn McCully to Position V of the Woodburn Library Board.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo voting “aye.” [6-0]

**Schaub/Cornwell...** reappoint Angel Cruz and Colleen Vancil to the Public Arts and Mural Committee.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo voting “aye.” [6-0]

### **PRESENTATIONS**

City Attorney Granum provided a presentation on Transportation System Development Charges (SDCs) including how they are established, Woodburn’s Transportation SDC structure, and policy decisions regarding how to address prior property uses and refining the alternative rate review process.

### **BUSINESS FROM THE PUBLIC**

Fred Muraviov, 1297 Greenview Drive, reported his concerns on repeated reckless speeding in his neighborhood, including a recent incident near a school bus stop involving suspected federal agents. He noted children’s safety was at risk.

G., West Woodburn, stated that he is an immigrant and proud to be from Woodburn. He added that he is grateful for the actions that have been taken but thinks more can be done. He asked that the City not enter into any Section 287 agreements.

### **CONSENT AGENDA**

- A. Woodburn City Council minutes of November 10, 2025,
- B. Woodburn City Council Executive Session minutes of November 10, 2025,
- C. Woodburn City Council Special Meeting minutes of November 21, 2025,
- D. Monthly financial report for October,
- E. October Building Activity,
- F. November Building Activity,

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- G. Election Results– November 4, 2025, Special Election,
- H. Traffic Photo Enforcement Report (Aug - Oct 25),
- I. Traffic Photo Enforcement Quarterly Report (Jan - Sept 25) Amended.

**Motion:** Schaub/Bravo... approve the consent agenda as presented.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo voting “aye.” [6-0]

### **PUBLIC HEARINGS**

Legislative Amendments to update the Transportation System Plan (“TSP”) and amend the Woodburn Development Ordinance (“WDO”) (LA 23-01)

Mayor Lonergan declared the hearing open at 7:55 p.m. for the purpose of hearing public input on Legislative Amendments to update the Transportation System Plan (“TSP”) and amend the Woodburn Development Ordinance (“WDO”) (LA 23-01). Community Development Director Kerr provided a staff report.

Mayor Lonergan asked if any member of the public would like to speak in support of Legislative Amendments to update the Transportation System Plan (“TSP”) and amend the Woodburn Development Ordinance (“WDO”) (LA 23-01). No one wished to speak in support.

Mayor Lonergan asked if any member of the public would like to speak in opposition of Legislative Amendments to update the Transportation System Plan (“TSP”) and amend the Woodburn Development Ordinance (“WDO”) (LA 23-01). Naomi Zwerdling and Eric Havig with ODOT provided comments in opposition to the amendments. Naomi Zwerdling stated that she provided a letter in opposition to the amendments to the City Council for the record and stated that ODOTs desire would be to delay the removal of the trip cap and update the IAMP and the IAMP process. Eric Havig stated that the 20-year-old trip cap will be reviewed to assess current growth, economic opportunities, and potential traffic impacts, including freeway ramp congestion. They requested that staff delay removing the ordinance to allow updated analysis and proposals that balance safety, traffic flow, and community and business needs.

Mayor Lonergan closed the hearing at 8:51 p.m.

**Motion:** Schaub/Cornwell... tentatively approve Legislative Amendment LA 23-01, directing staff to prepare an ordinance for consideration at the January 12, 2026, City Council meeting.

On roll call vote the Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo voting “aye.” [6-0]

### **COUNCIL BILL NO. 3290 - AN ORDINANCE AMENDING ORDINANCE NO. 2315 TO REPEAL AND REPLACE THE CITY OF WOODBURN EMERGENCY OPERATIONS PLAN (PREVIOUSLY REFERRED TO AS THE EMERGENCY MANAGEMENT PLAN)**

**Council President Schaub** introduced Council Bill No. 3290. City Recorder Pierson read the bill twice by title only since there were no objections. Police Chief Millican provided a staff report. On roll call vote for final passage, the bill passed unanimously with Councilors Grijalva, Wilk, Bravo, Cornwell,

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Cantu and Schaub voting “aye” [6-0]. Mayor Lonergan declared Council Bill No. 3290 duly passed.

#### **COUNCIL BILL NO. 3291 - AN ORDINANCE AMENDING ORDINANCE 2555 (ARTS & MURALS PROGRAM) TO INCLUDE UPDATED COMMITTEE MEMBERSHIP GUIDELINES, NOTICE REQUIREMENT UPDATES, MODERNIZATION OF LANGUAGE AND HOUSEKEEPING UPDATES**

**Council President Schaub** introduced Council Bill No. 3291. City Recorder Pierson read the bill twice by title only since there were no objections. Economic Development Director Johnk and Assistant City Attorney Killmer provided a staff report. On roll call vote for final passage, the bill passed unanimously with Councilors Grijalva, Wilk, Bravo, Cornwell, Cantu and Schaub voting “aye” [6-0]. Mayor Lonergan declared Council Bill No. 3291 duly passed.

#### **COUNCIL BILL NO. 3292 - A RESOLUTION SETTING COUNCIL MEMBER AND MAYOR COMPENSATION IN THE FORM OF A MONTHLY STIPEND**

**Council President Schaub** introduced Council Bill No. 3292. City Recorder Pierson read the bill by title only since there were no objections. City Administrator Derickson and City Attorney Granum provided a staff report. City Councilors Grijalva, Cantu, Wilk, Bravo and Cornwell stated that they have a potential conflict of interest. On roll call vote for final passage, the bill passed unanimously with Councilors Grijalva, Wilk, Bravo, Cornwell, Cantu and Schaub voting “aye” [6-0]. Mayor Lonergan declared Council Bill No. 3292 duly passed.

#### **COUNCIL BRIEFING OF PLANNING COMMISSION APPROVAL OF A DESIGN REVIEW, PLANNED UNIT DEVELOPMENT, AND PROPERTY LINE ADJUSTMENT APPLICATION PACKAGE FOR THE MILL CREEK COMMUNITY CENTER PROJECT AT SETTLEMIER PARK**

The Council declined to call this item up.

#### **CITY ADMINISTRATOR'S REPORT**

The City Administrator reported the following:

- The City has reached out to various nonprofit and community organizations to explore potential assistance for families impacted by immigration enforcement; however, no partner has been identified yet, and outreach efforts are ongoing.
- The issue of Section 287(g) agreements was raised again during public comment; Oregon Revised Statutes prohibit any local government or organization in Oregon from participating in such agreements with federal immigration authorities. Accordingly, the City of Woodburn and the police department will not enter into such agreements, as doing so would violate state law.
- The City has been invited to submit a full Community Development Block Grant (CDBG) application to Marion County. We submitted a pre-application in October and were invited to apply by the December 19th deadline. While no formal action is required by the City Council to submit the application, we just want to note that the Mayor will be signing the application and wanted to communicate to the City Council staff’s intent to apply. We are applying for up to \$250,000 for furniture and fixtures to equip the commercial kitchen and event space.
- Renata was able to get a \$10,865 grant for the Marion County Soil Water Conservation District

# **COUNCIL MEETING MINUTES**

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- to help identify Emerald Ash Borer in the region, but also in the City and the city rights of way.
- Renata serves on the Oregon Legislature's Urban Growth Boundary Working Group and has met with legislators to share the City of Woodburn's perspective on urban growth boundary reform related to housing and economic needs.
- The holiday tree lighting experienced a temporary technical issue but has since been repaired and is fully lit. The City hosted a sensory-friendly Santa event for children with sensory needs and 12 kids attended, and there were approximately 300 attendees for the tree lighting event.
- Trillium Park, a three-acre park on the south side of town, has been completed and opened to the public, funded through approximately \$690,000 in grants and system development charges.

### **MAYOR AND COUNCIL REPORTS**

Council President Schaub wished everyone a happy holiday and added that the City is doing what it can to protect its citizens.

Councilor Bravo wished everyone a happy holiday season.

Councilor Cornwell thanked those who spoke tonight, noting that Council shares their concern and sense of uncertainty, while remaining hopeful for a better path forward.

Councilor Wilk expressed concern for residents and businesses impacted by immigration enforcement and reaffirmed the Council's commitment to addressing these concerns and seeking lawful guidance.

Councilor Cantu concurred with Councilor Wilk. She added that she forgot to announce that the City Council meeting scheduled for December 22, 2025, has been canceled. The next City Council meeting will take place on January 12, 2026, at 7:00 p.m.

Councilor Schaub added that the golf cart parade at Senior Estates will take place at 4:30 p.m. on Thursday and Friday.

Councilor Grijalva announced that she attended the Mid-Willamette Valley Area Commission on Transportation meeting. She wished everyone a happy holiday and reaffirmed that Council and City staff are working to support the community.

Mayor Lonergan stated that while 2025 had some challenges, overall it was a positive year, reflecting a strong and collaborative community.

### **EXECUTIVE SESSION**

Mayor Lonergan entertained a motion to adjourn into executive session under the authority of ORS 192.660 (2)(i).

**Motion: Schaub/Cornwell...** move into executive session under the authority of ORS 192.660 (2)(i). The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo "aye." [6-0]

The Council adjourned into executive session at 9:29 p.m. and reconvened at 10:40 p.m. Mayor

## **COUNCIL MEETING MINUTES**

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Lonergan stated that no action was taken by the Council while in executive session.

**Cantu/Schaub...** for City Attorney, increase her deferred compensation by half a percent and to add one month to her severance.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo “aye.” [6-0]

**Cantu/Cornwell...** current City Administrator as of January 1, 2026, be titled City Manager, Scott Derickson and proposes a 1% wage increase and two weeks additional vacation.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo “aye.” [6-0]

#### **ADJOURNMENT**

**Motion: Cornwell/Schaub...** move to adjourn.

The Motion passed with the following vote: Councilors Schaub, Grijalva, Cantu, Cornwell, Wilk, and Bravo “aye.” [6-0]

Mayor Lonergan adjourned the meeting at 10:42 p.m.

APPROVED \_\_\_\_\_  
FRANK LONERGAN, MAYOR

ATTEST \_\_\_\_\_  
Heather Pierson, City Recorder  
City of Woodburn, Oregon

**EXECUTIVE SESSION MINUTES**  
**DECEMBER 8, 2025**

**DATE CITY HALL, CITY OF WOODBURN, COUNTY OF MARION, STATE OF OREGON, DECEMBER 8, 2025**

**CONVENED** The meeting convened at 9:29 p.m. with Mayor Lonergan presiding.

**ROLL CALL**

Mayor Lonergan	Present
Councilor Cantu	Present
Councilor Cornwell	Present
Councilor Schaub	Present
Councilor Bravo	Present
Councilor Grijalva	Present
Councilor Wilk	Present

Mayor Lonergan reminded Councilors and staff that information discussed in executive session is not to be discussed with the public.

**Staff Present:** City Administrator Derickson, City Attorney Granum, City Recorder Pierson

**Others in attendance:** None.

The executive session was called:

A. To review and evaluate, pursuant to standards, criteria and policy directives adopted by the governing body, the employment-related performance of the chief executive officer of any public body, a public officer, employee or staff member unless the person whose performance is being reviewed and evaluated requests an open hearing pursuant to ORS 192.660 (2)(i).

**ADJOURNMENT**

The executive session adjourned at 10:40 p.m.

**APPROVED**

\_\_\_\_\_  
Frank Lonergan, Mayor

ATTEST \_\_\_\_\_

Heather Pierson, City Recorder  
City of Woodburn, Oregon

## Traffic Photo Enforcement Report - N. Pacific Highway at Mt. Hood Avenue

### Red Light Enforcement

	September 2025	October 2025	November 2025	September - November 2025 (Monthly Average)
<b>Total Events Captured</b>	<b>468</b>	<b>488</b>	<b>260</b>	<b>405</b>
Non-Event	275	266	149	<b>230</b>
Controllable	12	5	4	<b>7</b>
Not Controllable	61	90	39	<b>63</b>
Unprocessed/Misc	1	0	1	<b>1</b>
<b>Total Rejections</b>	<b>349</b>	<b>361</b>	<b>193</b>	<b>301</b>
<b>Citations Issued</b>	<b>119</b>	<b>127</b>	<b>67</b>	<b>104</b>

### Speed Enforcement (46 mph+)

	September 2025	October 2025	November 2025	September - November 2025 (Monthly Average)
<b>Total Events Captured</b>	<b>208</b>	<b>256</b>	<b>149</b>	<b>204</b>
Non-Event	54	45	30	<b>43</b>
Controllable	4	4	2	<b>3</b>
Not Controllable	29	42	31	<b>34</b>
Unprocessed/Misc	1	2	1	<b>1</b>
<b>Total Rejections</b>	<b>88</b>	<b>93</b>	<b>64</b>	<b>82</b>
<b>Citations Issued</b>	<b>120</b>	<b>163</b>	<b>85</b>	<b>123</b>

#### \*EVENT REJECTION [NON-CITATION] KEY\*

**Non-Event:** No citation issued due to no violation - event triggered due to cross traffic or slow roll; public safety response, etc.

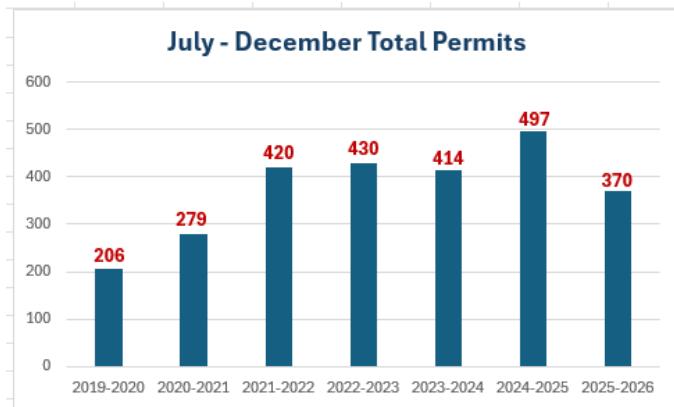
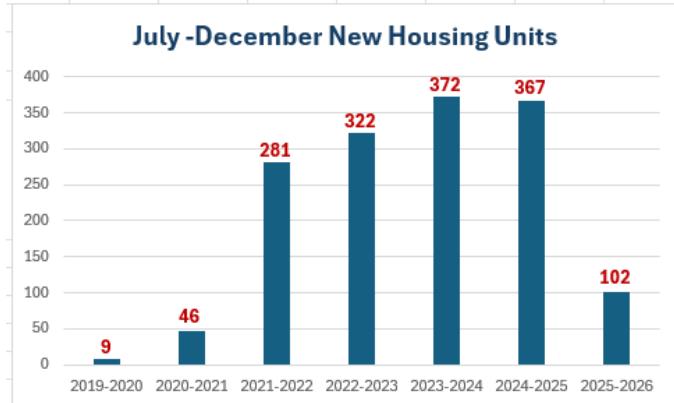
**Controllable:** No citation issued due to poor or malfunctioning camera/video quality [these are typically rejected prior to being sent to City/PD for review].

**Not Controllable:** No citation issued due to driver and/or vehicle registration issues; driver does not match reg owner; driver face obstructions; poor weather conditions.

**Unprocessed/Misc:** The program was unable to provide info on rejections for events and/or event was not within enforceable time period.

City of Woodburn New Development Activity						
December- '25						
Month	Total Permits	New Single Family Home Permits	Residential Building Permit Valuation	Commercial Building Permit Valuation	Total Permit Valuation	New Housing Units
December '19	32	0	\$ 49,847	\$ 280,995	\$ 447,057	0
December '20	64	31	\$ 8,114,727	\$ 1,002,784	\$ 9,247,547	31
December '21	67	12	\$ 3,264,580	\$ 451,567,213	\$ 465,909,920	12
December '22	68	0	\$ 261,733	\$ 6,930,990	\$ 7,706,778	36
December '23	48	12	\$ 4,315,911	\$ 150,050	\$ 4,778,979	12
December '24	69	34	\$12,622,317	\$ 5,007,460	\$ 18,491,304	34
December '25	45	5	\$ 2,231,534	\$ 461,000	\$ 3,390,259	5
<i>Fiscal Year Totals (July-December)</i>						
2019-2020	206	9	\$ 2,310,283	\$ 1,636,577	\$ 5,826,839	9
2020-2021	279	46	\$12,492,661	\$ 4,498,366	\$ 19,690,097	46
2021-2022	420	101	\$27,928,761	\$ 477,924,160	\$ 519,492,510	281
2022-2023	430	22	\$ 8,209,179	\$ 57,729,880	\$ 69,760,827	322
2023-2024	414	33	\$11,972,709	\$ 57,159,783	\$ 71,968,144	372
2024-2025	497	187	\$63,448,669	\$ 60,556,215	\$ 128,720,444	367
2025-2026	370	102	\$33,525,969	\$ 30,099,849	\$ 66,281,222	102

\*Mechanical, demolition, alarm and sprinkler permits not included in this report





# Agenda Item

January 12, 2026

TO: Mayor and City Council through City Manager  
FROM: Jason Millican, Chief of Police  
SUBJECT: **IGA Marion County Radio Project**

## **RECOMMENDATION:**

Authorize the City Manager to sign the IGA with Marion County to make modifications to the Woodburn Police Department radio equipment.

## **BACKGROUND:**

Marion County Public Works, in partnership with multiple agencies throughout the county, has agreed to build a new 7/800 digital radio system to meet the needs of multiple agencies, including the Woodburn Police Department. To accomplish this, Marion County is adding towers and upgrading existing structures to build a countywide system.

## **DISCUSSION:**

Marion County Public Works will upgrade the radio system at the Woodburn Police Department. They will build a small structure next to the tower to add the necessary radio equipment and modify the radio tower to accommodate the new 7/800 system. Marion County is funding all changes, and the City of Woodburn will incur no construction costs.

## **FINANCIAL IMPACT:**

Due to increased radio equipment, Marion County has advised that the additional electricity required to operate the equipment will cost the City of Woodburn approximately \$2,500 per year.

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Agenda Item Review: City Manager  x  City Attorney  x  Finance  x

# Contract Review Sheet

Lease Agreement

**PW-6942-25**
Title: **Project Delivery Agreement for the METCOM 911 Radio Site**Contractor's Name: **City of Woodburn**Department: **Public Works Department**Contact: **Kathleen George**Analyst: **Sabrina Hay**Phone #: **(503) 566-3974**Term - Date From: **Execution**Expires: **When Terminated**Original Contract Amount: **\$** - Previous Amendments Amount:Current Amendment: **\$** - New Contract Total: **\$** - Amd% **0%**Outgoing Funds  Federal Funds  Reinstatement  Retroactive  Amendment greater than 25%Source Selection Method: **50-0010 General Exemptions (IGAs Grants QRFs)**

## Description of Services or Grant Award

Marion County proposes to construct radio system infrastructure on City-owned property consisting of a prefabricated, climate-controlled radio equipment shelter, the installation of up to four (4) radio frequency and microwave antennas on City's existing steel monopole radio tower, and related site improvements (the "Project"), to provide connectivity between the proposed countywide radio system and METCOM 911.

City will **not** charge County for electrical power to the radio site.

Desired BOC Session Date:

Contract should be in DocuSign by:

Agenda Planning Date

Printed packets due in Finance:

Management Update

BOC upload / Board Session email:

BOC Session Presenter(s)

Code: **G**

## REQUIRED APPROVALS

DocuSigned by:



E21BD6B5934B405...

12/17/2025

Finance - Contracts

Date

Contract Specialist

Date

Signed by:



60C98A6F708240...

12/17/2025

DocuSigned by:



DC16381248DE4EC...

12/17/2025

Legal Counsel

Date

Chief Administrative Officer

Date

**PROJECT DELIVERY AGREEMENT**  
**For the**  
**METCOM 911 RADIO SITE**  
**Between**  
**MARION COUNTY and CITY OF WOODBURN**  
**PW-6942-25**

**A. PARTIES TO AGREEMENT**

This project delivery agreement ("Agreement") between Marion County, a political subdivision of the state of Oregon, acting by and through its Public Works Department, herein called "County", and City of Woodburn, Oregon, herein called "City", is executed under Oregon Revised Statute 190, Cooperation of Governmental Units. Herein, County and City are jointly referred to as "Parties" and individually as "Party".

**B. BACKGROUND**

County has undertaken construction of the Marion County Radio Project, a countywide public safety radio system designed to serve the communication needs of first responder agencies throughout Marion County. County proposes to construct radio system infrastructure on City-owned property consisting of a prefabricated, climate-controlled radio equipment shelter, the installation of up to four (4) radio frequency and microwave antennas on City's existing steel monopole radio tower, and related site improvements (the "Project"), to provide connectivity between the proposed countywide radio system and METCOM 911.

**C. PROJECT LOCATION**

The Project is located at 1060 Mt Hood Avenue in Woodburn, Oregon, and is further described as Tax Lot Number **051W08CB04800** by the Marion County Assessor (the "Property"). This location is referred to as the "METCOM 911 Radio Site" by the Marion County Radio Project and is depicted on Sheet T-1 of **Exhibit A**.

**D. TERM AND TERMINATION**

This Agreement shall be effective when all required signatures have been obtained (the "Effective Date") and shall remain in effect until terminated by the Parties, as provided herein.

This Agreement may be terminated at any time by mutual consent of both Parties and according to the terms mutually agreed upon at the time of termination. Any such termination of this Agreement shall be without prejudice to any obligations or liabilities of either party already accrued prior to such termination.

County may terminate this Agreement effective upon delivery of written notice to City or at such later date as may be established following such written notice under any of the following conditions:

1. If funding from federal, state, or other sources is not obtained or continued at levels sufficient to allow for completion of the Marion County Radio Project. This Agreement may be modified to accommodate a reduction in funds.
2. If federal or state regulations or guidelines are modified, changed, or interpreted in such a way that the Marion County Radio Project may not be completed as proposed.
3. If any license, certificate, or insurance required by law or regulation to be held by the Parties under this Agreement is for any reason denied, revoked, or not renewed.
4. If City fails to provide services called for by this Agreement within the time specified herein or any extension thereof.

5. If City fails to perform any of the provisions of this Agreement or so fails to pursue the work as to endanger the performance of this Agreement in accordance with its terms and after written notice from County, fails to correct such failure(s) within ten (10) days or such longer period as the County may authorize.

#### **E. CONSIDERATION**

All costs associated with construction and maintenance of the METCOM 911 Radio Site shall be borne by County. County shall not pay to City any fee or amount for use of the METCOM 911 Radio Site, including for any costs associated with City's supply of electrical power as described in Section G.2.

#### **F. COUNTY OBLIGATIONS UNDER THIS AGREEMENT**

1. **Construction.** Refer to **Exhibit A**, Construction Plans. County shall, at County's sole expense, construct the Project in accordance with the stamped Construction Plans, including the supply and installation of a 10' x 10' prefabricated radio equipment shelter, concrete slab-on-grade shelter foundation, site grounding system, ice bridge, electrical feed from the existing 1060 Mt Hood Avenue electrical room to the METCOM 911 Radio Site, tower-mounted radio frequency and microwave antennas, utility trenching, underground conduits and backfill, gravel surfacing, signage, and ancillary related construction activities. County shall restore all pavements, gravel surfacing, and vegetated surfaces impacted by Project construction to pre-construction conditions.
2. **Permits and Licenses.** County is solely responsible for the acquisition of all permits necessary for the construction and operation of the METCOM 911 Radio site, including but not limited to building permits and Federal Communications Commission (FCC) licenses.
3. **Maintenance.** County shall maintain all site improvements constructed in association with the Project at County's sole expense throughout the duration of this Agreement.
4. **Radio Communication Equipment.** County shall, at County's sole expense, install, operate, maintain and periodically replace or upgrade, as needed, County's radio communications equipment. County shall provide at no cost to City a structural analysis report stamped by a qualified engineer licensed in the state of Oregon demonstrating the structural adequacy of City's steel monopole radio tower to accommodate County's proposed tower-mounted antennas.
5. **Construction Coordination.** County shall coordinate construction activities with City and existing site users to allow uninterrupted use of City's facilities during construction. In the event changes to the Construction Plans are necessary for the construction and future operation of the METCOM 911 Radio Site, County shall obtain City's written approval of such changes prior to implementation and/or construction. County shall complete construction in conformance with City's construction noise ordinance and City-issued building permits.
6. **Site Access Security.** County shall be solely responsible to secure and maintain 24-hour security of the radio equipment shelter to prevent tampering and vandalism of County's public safety radio system equipment and will provide escorted access into the radio equipment shelter to City upon request.

#### **G. CITY OBLIGATIONS UNDER THIS AGREEMENT**

1. **Access.** City shall provide to County and County's contractors and service providers 24-hour access to the METCOM 911 Radio Site for construction, maintenance and operational purposes.
2. **Electrical Power.** City shall supply electrical power to the METCOM 911 Radio Site via an existing spare 200A fused disconnect located in the 1060 Mt. Hood Avenue main electrical load center.

**Exception.** County is solely responsible for the design, permitting and construction of the power circuit from the existing load center to the METCOM 911 Radio Site and all costs associated therewith.

3. **Tower Space.** City shall allot space on City's steel monopole radio tower for the installation of up to four (4) County-owned radio frequency and microwave antennas.

#### **H. OWNERSHIP OF SITE IMPROVEMENTS**

County shall retain ownership of the radio equipment shelter as a County-owned furnishing upon the land and such ownership shall survive the termination of this Agreement. Upon termination of this Agreement, County shall do one of the following:

1. Remove the radio equipment shelter and County's tower-mounted antennas and leave the concrete slab-on-grade shelter foundation in place, or
2. Remove County's tower-mounted antennas and transfer ownership of the radio equipment shelter to City at no cost to City if City agrees to receive ownership of the shelter.

City shall retain ownership of all other site improvements constructed by County.

#### **I. EXCLUSIVE USE**

County shall have exclusive use of the radio equipment shelter for the purposes of operating and maintaining the Marion County Radio Project and may permit the installation of equipment within the shelter belonging to compatible radio communication operators, which may include but is not limited to METCOM 911 and METCOM 911 member agencies. Furthermore, County may charge fees to such operators for the use of the radio equipment shelter.

**Exception.** County recognizes that County has no right to permit the installation of 3<sup>rd</sup> party antennas on City's steel monopole radio tower and that the tower space allocation described in Section G.3 applies to County-owned antennas only.

#### **J. COMPLIANCE WITH APPLICABLE LAWS**

The Parties agree that both Parties shall comply with all federal, state, and local laws and ordinances applicable to the work to be done under this Agreement. This Agreement shall be administered and construed under the laws of the state of Oregon.

#### **K. NONDISCRIMINATION**

The Parties agree to comply with all applicable requirements of Federal and State civil rights and rehabilitation statutes, rules and regulations in the performance of this Agreement.

#### **L. HOLD HARMLESS**

To the extent permitted by Article XI, Section 7 of the Oregon Constitution and by the Oregon Tort Claims Act, each Party agrees to waive, forgive, and acquit any and all claims it may otherwise have against the other and the officers, employees, and agents of the other, for or resulting from damage or loss, provided that this discharge and waiver shall not apply to claims by one Party against any officer, employee, or agent of the other arising from such person's malfeasance in office, willful or wanton neglect of duty, or actions outside the course and scope of his or her official duties.

#### **M. INSURANCE**

Each Party shall insure or self-insure and be independently responsible for the risk of its own liability for claims within the scope of the Oregon Tort Claims Act (ORS 30.260 TO 30.300).

## N. MERGER CLAUSE

The Parties concur and agree that this Agreement constitutes the entire Agreement between the Parties. No waiver, consent, modification or change to the terms of this Agreement shall bind either Party unless in writing and signed by both Parties. This Agreement replaces all prior agreements between the Parties regarding the Property and there are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement.

## O. NOTICES

Any notice required to be given to County or City under this Agreement shall be sufficient if given in writing by email, by first class mail or in person as follows:

### For City of Woodburn:

Woodburn Police Department  
Attn: Police Chief  
1060 Mt. Hood Avenue  
Woodburn, OR 97071  
503.982.2345  
[PoliceDepartment@ci.woodburn.or.us](mailto:PoliceDepartment@ci.woodburn.or.us)

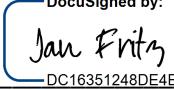
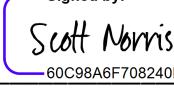
### For Marion County:

Marion County Public Works Department  
Attn: Director  
5155 Silverton Road NE  
Salem, OR 97305  
503.588.5036  
[PWDirector@co.marion.or.us](mailto:PWDirector@co.marion.or.us)

This Agreement and any changes, alterations, modifications, or amendments will be effective when approved in writing by the authorized representative of the parties hereto as of the effective date set forth herein.

In witness whereof, the Parties hereto have caused this Agreement to be executed on the date set forth below.

## MARION COUNTY SIGNATURES

DocuSigned by:	
 Brian Nicholas 9793BA7ACD6D443...	
Authorized Signature:	12/17/2025
Department Director or designee	
Date	
DocuSigned by:	
 Jan Fritz DC16351248DE4EC...	
Authorized Signature:	12/17/2025
Chief Administrative Officer	
Date	
Signed by:	
 Scott Norris 60C98A6F708240B...	
Reviewed by Signature:	12/17/2025
Marion County Legal Counsel	
Date	
DocuSigned by:	
 Sabrina Hay E21BD5B5934B405...	
Reviewed by Signature:	12/17/2025
Marion County Contracts & Procurement	
Date	

## CITY OF WOODBURN SIGNATURE

Authorized Signature: \_\_\_\_\_ Date: \_\_\_\_\_

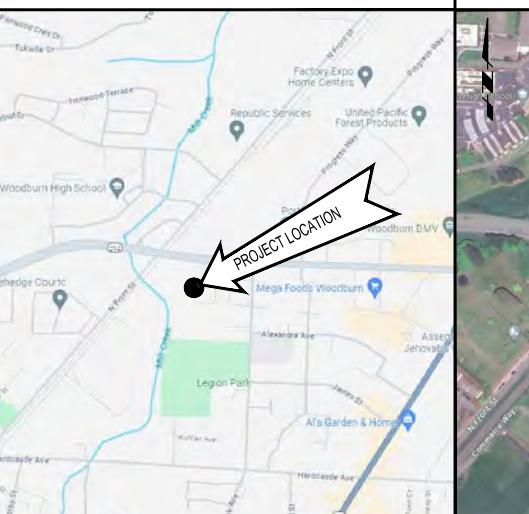
Title: \_\_\_\_\_ Chief of Police

**EXHIBIT A**  
**CONSTRUCTION PLANS**



SITE NAME:  
**METCOM91**

1060 MT HOOD AVE, WOODBURN, OR 97071

SHEET INDEX	PROJECT INFORMATION	PROJECT INFORMATION CONTINUED	DRIVING DIRECTIONS	PROJECT DESCRIPTION
<b>CONSTRUCTION SUBMITTAL:</b> T-1 COVER SHEET EX-1 EXISTING CONDITIONS G-1 GENERAL NOTES ER-1 GRADING & EROSION CONTROL PLAN ER-2 GRADING & EROSION CONTROL DETAILS C-1 OVERALL SITE PLAN C-2 ENLARGED SITE PLAN C-3 ELEVATIONS C-4 COMPOUND DETAILS C-5 HVAC DETAILS C-6 EQUIPMENT SHELTER FOUNDATION PLAN E-1 SITE GROUNDING PLAN & DETAILS E-2 GROUNDING DETAILS I E-3 GROUNDING DETAILS II RF-1.0 RF TOWER APPURTENANCES I RF-1.1 RF TOWER APPURTENANCES II <b>SHELTER ONE PREFABRICATED SHELTER DRAWINGS</b> (REFER TO STATE OF OREGON BUILDING CODES DIVISION FOR STATE INSIGNIA): SH-1 EQUIPMENT SHELTER EXTERIOR ELEVATIONS SH-2 EQUIPMENT SHELTER INTERIOR ELEVATIONS SH-3 ELECTRICAL ONE-LINE DRAWING SH-4 ELECTRICAL PANEL SCHEDULE	<b>PROPERTY OWNER:</b> CITY OF WOODBURN 270 MONTGOMERY ST WOODBURN, OR 97071  <b>TOWER OWNER:</b> METCOM911 1060 MT HOOD AVE WOODBURN, OR 97071  <b>COUNTY:</b> MARION  <b>JURISDICTION:</b> CITY OF WOODBURN  <b>ZONING:</b> P/SP (SPECIAL AGRICULTURE)  <b>PARCEL NUMBER(S) &amp; AREA:</b> ACCOUNT #: 108697 TAXLOT #: 051W08CB04800 399,009.6 SQ FEET ± 9.16 ACRES ±  <b>PROJECT AREA:</b> TOTAL COMPOUND AREA - 200 SQ FEET ± ACCESS DRIVE AND PARKING - EXISTING TOTAL - 200 SQ FEET ±  <b>PROJECT LOCATION:</b> *LAT: N 45° 09'03.4" (45.150950) *LONG: W 122°50'36.5" (-122.843472) *GROUND ELEVATION (ASML) = 186' ±  *INFORMATION OBTAINED FROM GOOGLE EARTH	<b>APPLICANT:</b> MARION COUNTY PUBLIC WORKS 5155 SILVERTON RD NE SALEM, OR 97305 CONTACT: BRIAN NICHOLAS (503) 588-7943 bnicholas@co.marion.or.us  <b>PROJECT MANAGER:</b> PATRICK HOOVER (971) 295-0152 phoover@rtspnw.com  <b>CONSTRUCTION MANAGER:</b> PATRICK HOOVER (971) 295-0152 phoover@rtspnw.com  <b>ZONING CONTACT:</b> CUSHING CIVIL ENGINEERS 12725 SW MILLIKAN WAY, STE 300 BEAVERTON, OR 97005 CONTACT: ROB HOWE (503) 387-5331 rob@cushingcivilengineers.com  <b>ENGINEER OF RECORD:</b> CUSHING CIVIL ENGINEERS 12725 SW MILLIKAN WAY, STE 300 BEAVERTON, OR 97005 CONTACT: KENNY McMANAWAY (503) 387-5331 kenny@cushingcivilengineers.com	FROM MARION COUNTY PUBLIC WORKS BUILDING: 1. GET ON I-5 N IN SALEM FROM CORDON RD NE AND HAZELGREEN RD NE 9 MIN (4.9 MI) 2. MERGE ONTO I-5 N 10.9 MI 3. TAKE EXIT 271 FOR OR-214/OR-219 TOWARD WOODBURN/MOLALLA 0.3 MI 4. TURN RIGHT ONTO OR-214 S/HILLSBORO-SILVERTON HWY NE. PASS BY DAIRY QUEEN GRILL & CHILL (ON THE RIGHT IN 0.2 MI) 1.8 MI 5. TURN RIGHT AND TAKE ANOTHER RIGHT TURN. DESTINATION WILL BE ON THE RIGHT. 262 FT  EST. TIME: 26 MINS. EST. MILEAGE: 18.1 MI	1. PROPOSED MODIFICATION OF AN EXISTING PUBLIC SAFETY COMMUNICATIONS FACILITY FOR MARION COUNTY, OREGON. 2. PROPOSED INSTALLATION OF THE FOLLOWING EQUIPMENT ON AN EXISTING 150' MONPOLE TOWER: * ANTENNAS W/ ASSOCIATED ANCILLARY EQUIPMENT 3. PROPOSED INSTALLATION OF THE FOLLOWING EQUIPMENT WITHIN EXISTING GROUND SPACE: * (1) 10x12' EQUIPMENT SHELTER * (1) ICE BRIDGE
	<b>UTILITY PROVIDERS:</b> TELCO PROVIDER: N/A POWER PROVIDER: PORTLAND GENERAL ELECTRIC	<b>GENERAL INFORMATION:</b> 1. TRAFFIC IS UNAFFECTED 2. SIGNAGE AT SITE IS PROPOSED 3. SITE IS UNMANNED AND HANDICAP ACCESS IS NOT REQUIRED	<b>VICINITY MAP</b> 	<b>LOCATOR MAP</b> 
			<b>SCALE:</b> NTS	<b>SCALE:</b> NTS



PROJECT INFORMATION:  
**MARION COUNTY  
METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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**PLANS PREPARED BY**



Cushing  
Civil Engineers

## LICENSURE:



**RENEWAL DATE 12/31/26**

# COVER SHEET

**SHEET NUMBER**

T-1

NOTE:  
THIS IS NOT A SURVEY; ALL EXISTING  
INFORMATION IS PROVIDED BY GIS &  
SIDE WALK NOTES.



**PROJECT INFORMATION:**

**MARION COUNTY**  
**METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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PLANS PREPARED BY:

**cushing**  
Civil Engineers

**Cushing**  
**Civil Engineers**

12725 SW MILLIKAN WAY  
SUITE 300  
BEAVERTON, OR 97005  
(503) 387-5331  
[www.evergreenmillikan.com](http://www.evergreenmillikan.com)



RENEWAL DATE 12/31/26

## EXISTING CONDITIONS

**SHEET NUMBER:**

EX-1



## EXISTING CONDITIONS

11X17 SCALE: 1" = 24' 22X34 SCALE: 1" = 12'

1







PROJECT INFORMATION:  
**MARION COUNTY METCOM911**

1060 MT HOOD AVE  
WILBUR, OR 97071

DATE RELEASE

07-19-24	SITE SKETCH
10-29-24	PRELIMINARY ZONING DRAWINGS
09-25-25	PRELIMINARY CONSTRUCTION DRAWINGS
10-13-25	FINAL CONSTRUCTION DRAWINGS

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PLANS PREPARED BY:  
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[www.cushingcivilengineers.com](http://www.cushingcivilengineers.com)

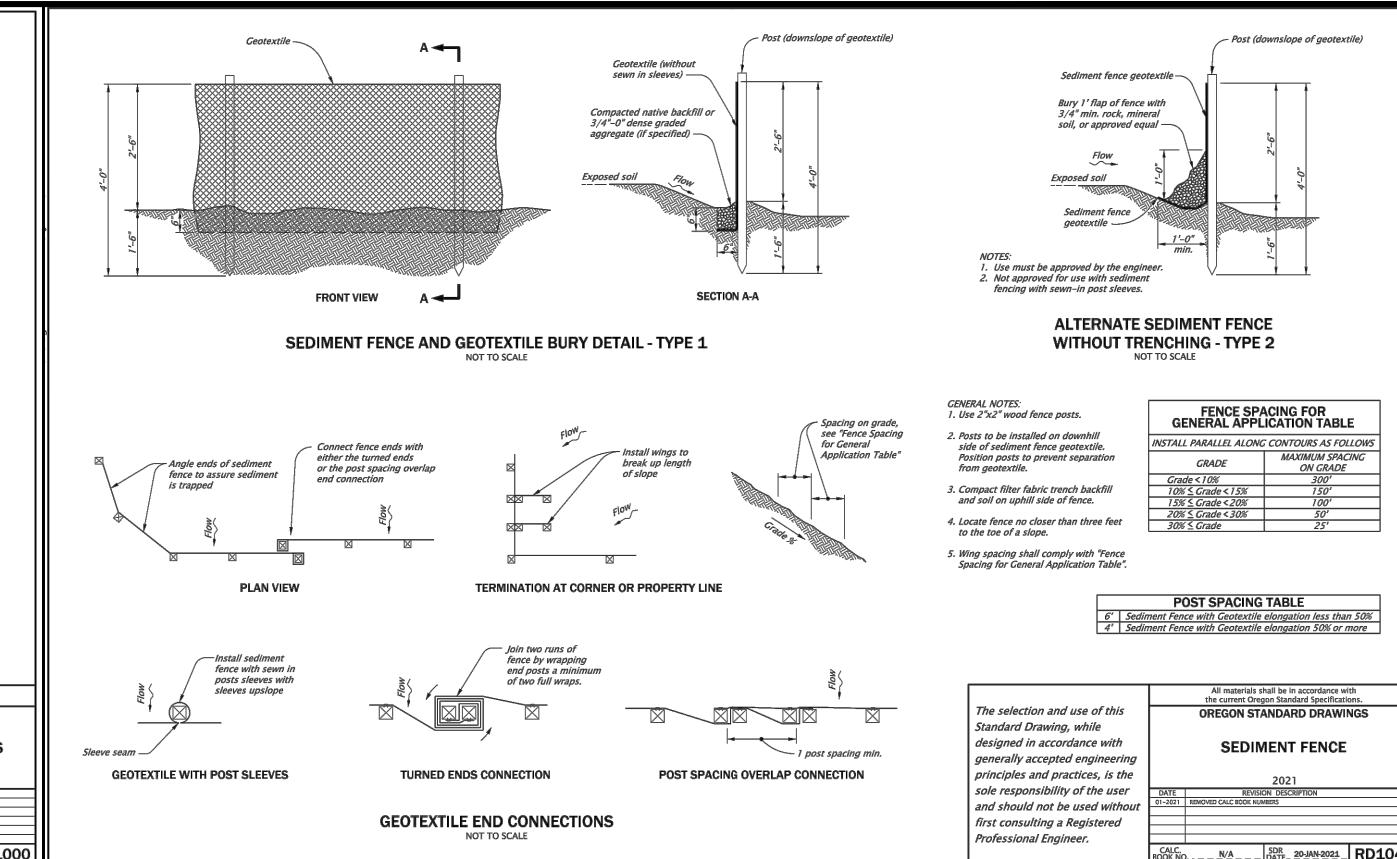
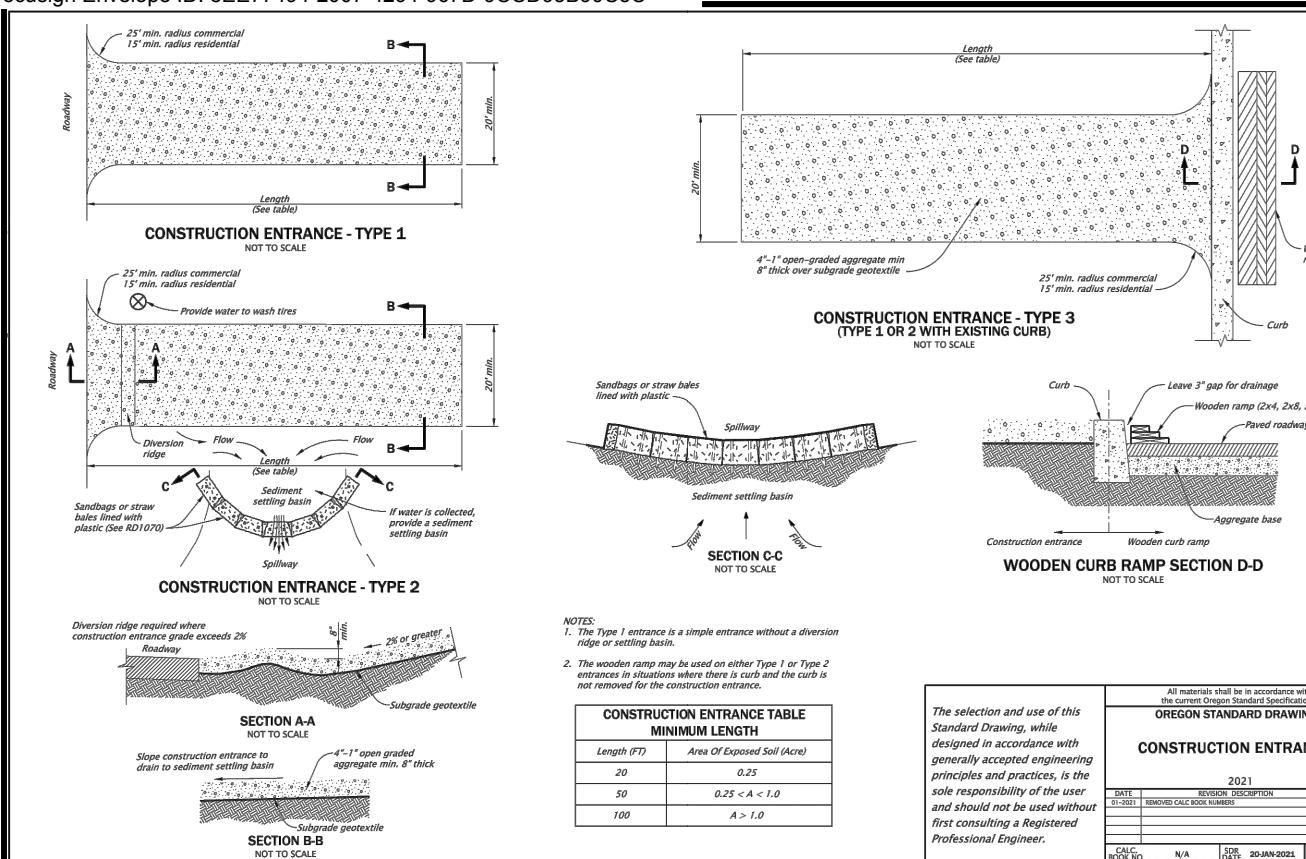
LICENSURE:



SHEET TITLE:  
**GRADING & EROSION CONTROL DETAILS**

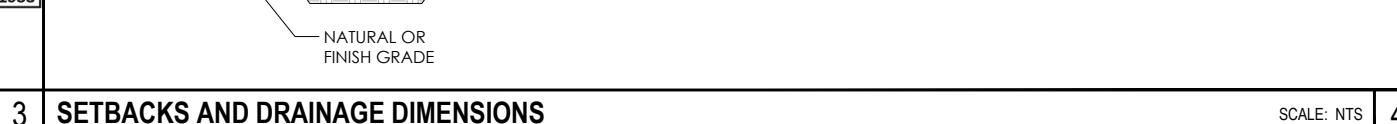
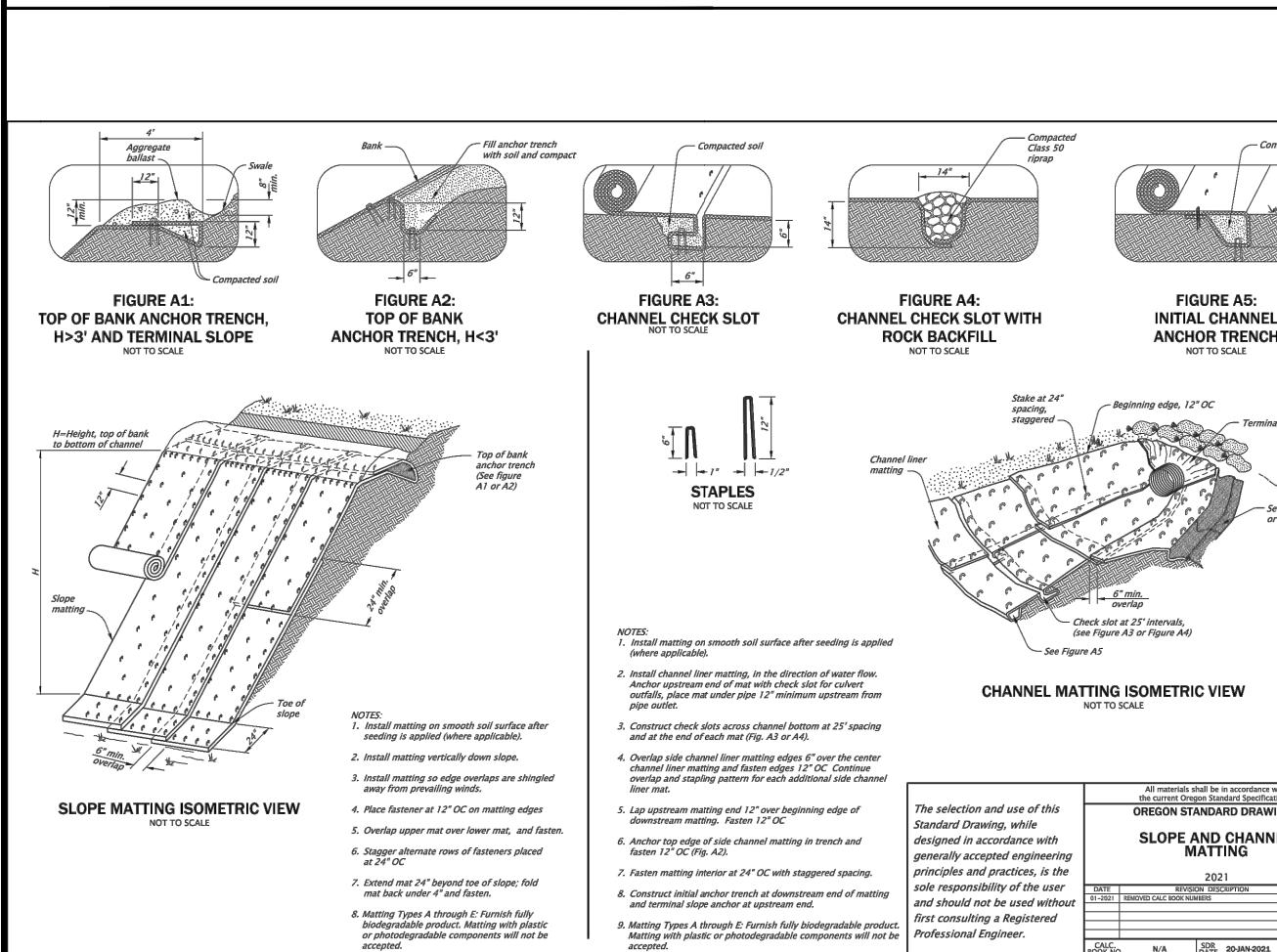
SHEET NUMBER:

ER-2



**GRAVEL CONSTRUCTION ENTRANCE** SCALE: NTS 1

**TEMPORARY SEDIMENT FENCE** SCALE: NTS 2



NOTE:  
THIS IS NOT A SURVEY; ALL EXISTING  
INFORMATION IS PROVIDED BY GIS &  
SIDE WALK NOTES.



**PROJECT INFORMATION:**  
**MARION COUNTY**  
**METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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PLANS PREPARED BY:

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Civil Engineers

The image shows a circular Oregon Professional Engineer license seal. The top half of the seal contains the words "REGISTERED PROFESSIONAL" in a curved, serif font. Below this, the word "ENGINEER" is centered. In the center of the seal is the registration number "83233". The bottom half of the seal contains the word "OREGON" in a curved, serif font. Below "OREGON" is the renewal date "JUNE 7, 2012". At the bottom of the seal, the name "KENNY McMANAWAY" is written in a cursive, handwritten style. The entire seal is set against a white background.

**SHEET TITLE:**

SHEET NUMBER:

C-1





#### **PROJECT INFORMATION:**

# MARION COUNTY METCOM911

1060 MT HOOD AVE  
WOODBURN, OR 97071

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**PLANS PREPARED BY:**

**cushing**  
Civil Engineers

**Cushing**  
**Civil Engineers**

---

**12725 SW MILLIKAN WAY**

12725 SW MILLIKAN WAY  
SUITE 300  
BEAVERTON, OR 97005  
(503) 387-5331  
[www.cushingcivilengineers.com](http://www.cushingcivilengineers.com)

## LICENSURE:



RENEWAL DATE 12/31/26

**SHEET TITLE:**

# ENLARGED SITE PLAN

**SHIFT NUMBER:**

C-2

## ENLARGED SITE PLAN

11X17 SCALE: 1" = 28'

1



PROJECT INFORMATION:

**MARION COUNTY**  
**METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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**PLANS PREPARED BY:**



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BEAVERTON, OR 97005  
(503) 387-5331  
[www.cushingcivilengineers.com](http://www.cushingcivilengineers.com)

**LICENSURE:**



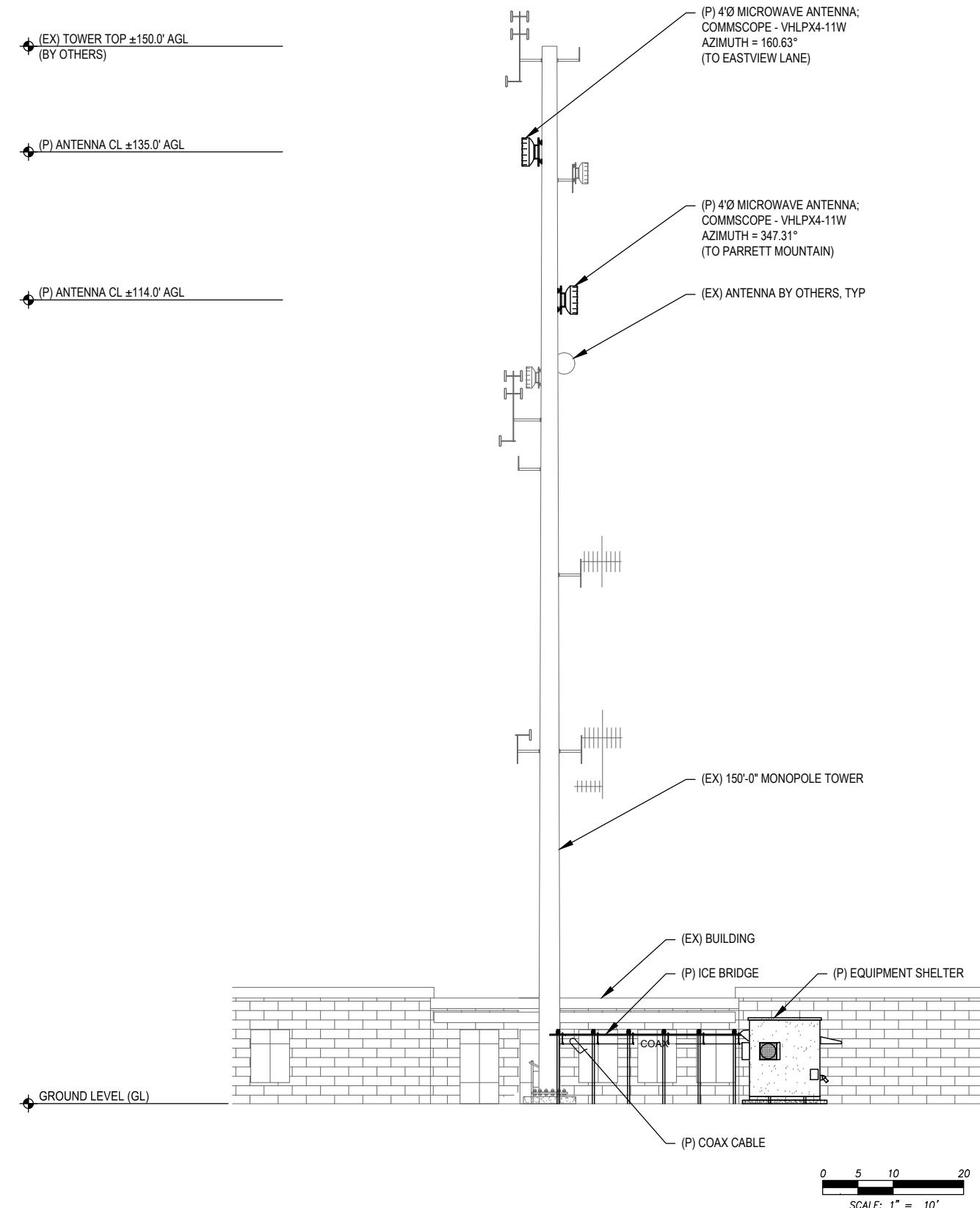
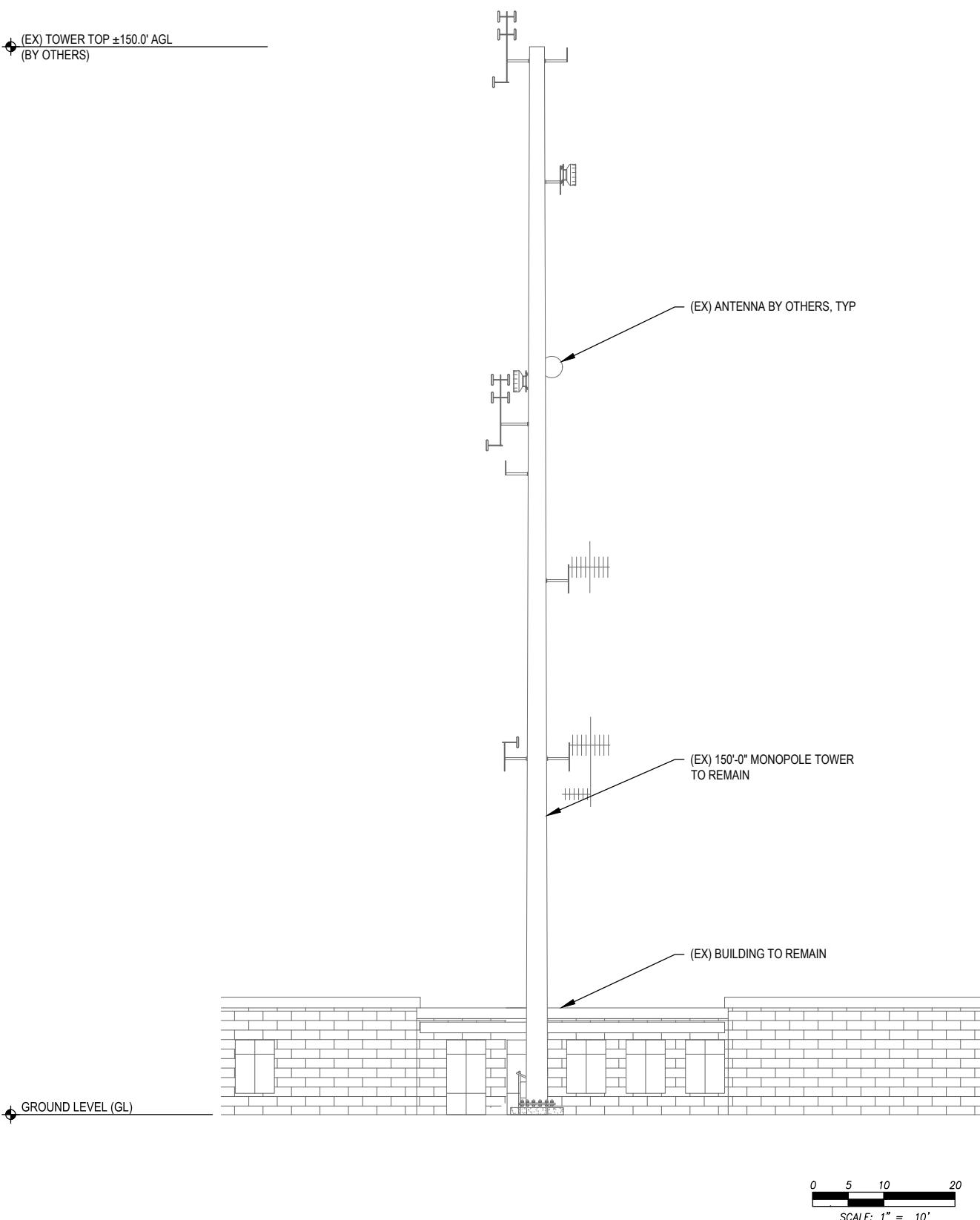
RFNFWAI DATE 12/31/26

**SHEET TITLE**

## ELEVATIONS

SHEET NUMBER:

C-3



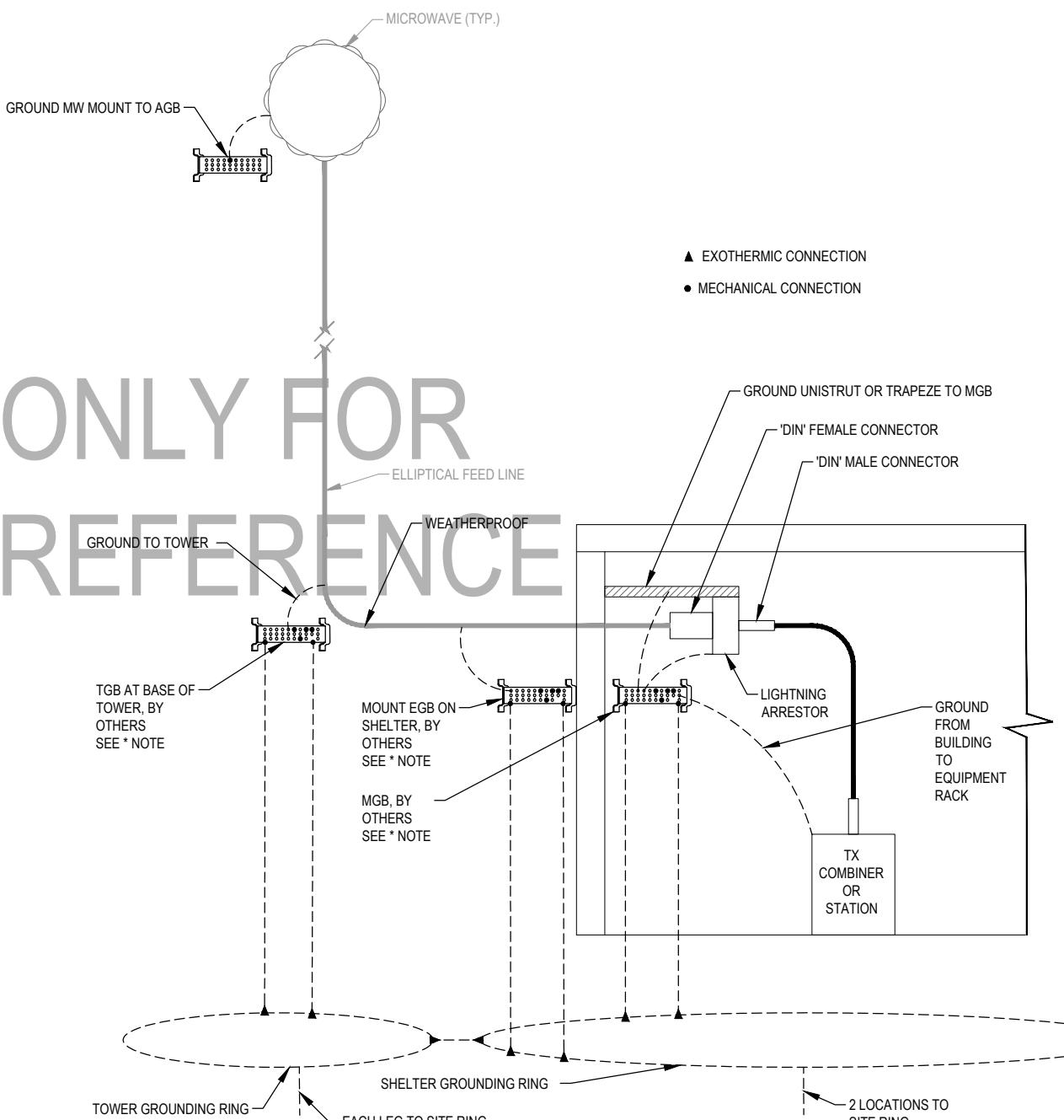






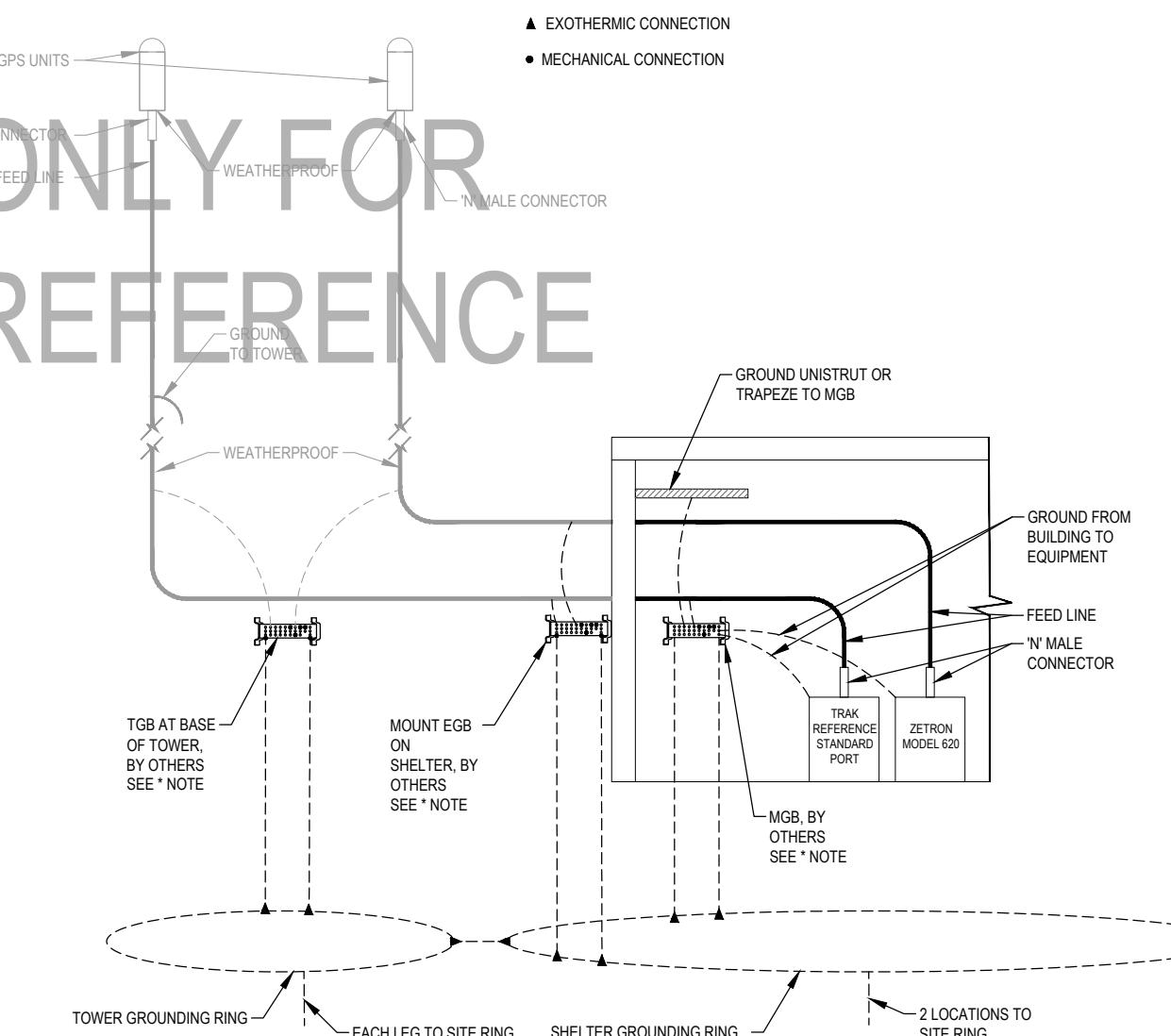






TYPICAL MICROWAVE ANTENNA GROUNDING SCHEMATICS

1 TYPICAL GPS ANTENNA GROUNDING SCHEMATICS



2

SCALE: NTS

NOTE:  
TOWER INFO SHOWN FOR CONCEPTUAL  
USE ONLY. SEE TOWER STRUCTURAL  
REPORT BY OTHERS.



PROJECT INFORMATION:  
MARION COUNTY  
METCOM911

1060 MT HOOD AVE  
WOODBURN, OR 97071

DATE	RELEASE
07-19-24	SITE SKETCH
10-29-24	PRELIMINARY ZONING DRAWINGS
09-25-25	PRELIMINARY CONSTRUCTION DRAWINGS
10-13-25	FINAL CONSTRUCTION DRAWINGS

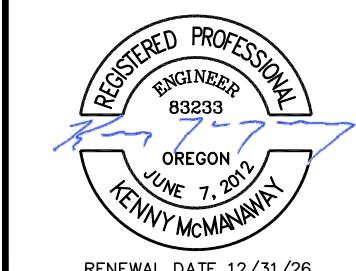
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SUITE 300  
BEAVERTON, OR 97005  
(503) 387-5331  
[www.cushingcilengineers.com](http://www.cushingcilengineers.com)

LICENSURE:



SHEET TITLE:

GROUNDING  
DETAILS II

SHEET NUMBER:

E-3







NOTE:  
INFORMATION BASED ON SHELTER ONE PREFABRICATED EQUIPMENT  
SHELTER DRAWINGS. REFER TO STATE OF OREGON BUILDING CODES  
DIVISION FOR STATE INSIGNIA.



OREGON

PROJECT INFORMATION:  
**MARION COUNTY  
METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

DATE	RELEASE
07-19-24	SITE SKETCH
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PLANS PREPARED BY:

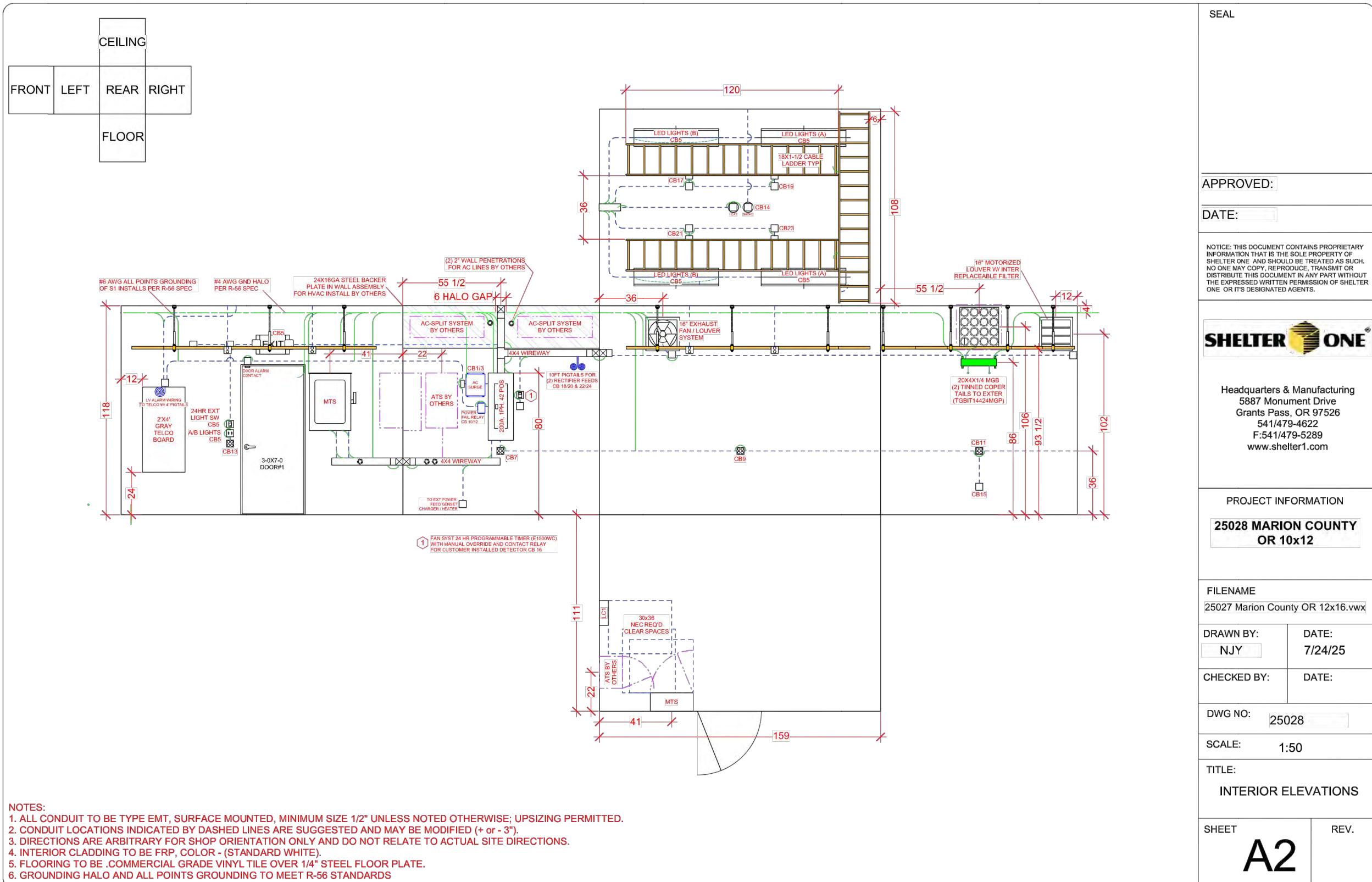
**Cushing  
Civil Engineers**

**SHEET TITLE:**

# EQUIPMENT SHELTER INTERIOR ELEVATIONS

SHEET NUMBER:

**SH-2**



## NOTES

NOTES:

1. ALL CONDUIT TO BE TYPE EMT, SURFACE MOUNTED, MINIMUM SIZE 1/2" UNLESS NOTED OTHERWISE; UPSIZING PERMITTED.
2. CONDUIT LOCATIONS INDICATED BY DASHED LINES ARE SUGGESTED AND MAY BE MODIFIED (+ or - 3").
3. DIRECTIONS ARE ARBITRARY FOR SHOP ORIENTATION ONLY AND DO NOT RELATE TO ACTUAL SITE DIRECTIONS.
4. INTERIOR CLADDING TO BE FRP, COLOR - (STANDARD WHITE).
5. FLOORING TO BE .COMMERCIAL GRADE VINYL TILE OVER 1/4" STEEL FLOOR PLATE.
6. GROUNDING HAI O AND ALL POINTS GROUNDING TO MEET R-56 STANDARDS.

NOTE:  
INFORMATION BASED ON SHELTER ONE PREFABRICATED EQUIPMENT  
SHELTER DRAWINGS. REFER TO STATE OF OREGON BUILDING CODES  
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OREGON

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**MARION COUNTY**  
**METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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PLANS PREPARED BY:  
**cushing**  
Civil Engineers

Cushing  
Civil Engineers

12725 SW MILLIKAN WAY  
SUITE 300  
BEAVERTON, OR 97005  
(503) 387-5331  
[www.cushingcivilengineers.com](http://www.cushingcivilengineers.com)

**LICENSURE:**

A circular registration stamp for a professional engineer. The top arc contains the text "REGISTERED PROFESSIONAL" and the bottom arc contains "ENGINEER". The center of the stamp has the registration number "83233" above the word "OREGON". Below "OREGON" is the date "JUNE 7, 2012". The name "KENNY MCMANAWAY" is printed at the bottom. A blue signature line is drawn across the center of the stamp, crossing the registration number and the date.

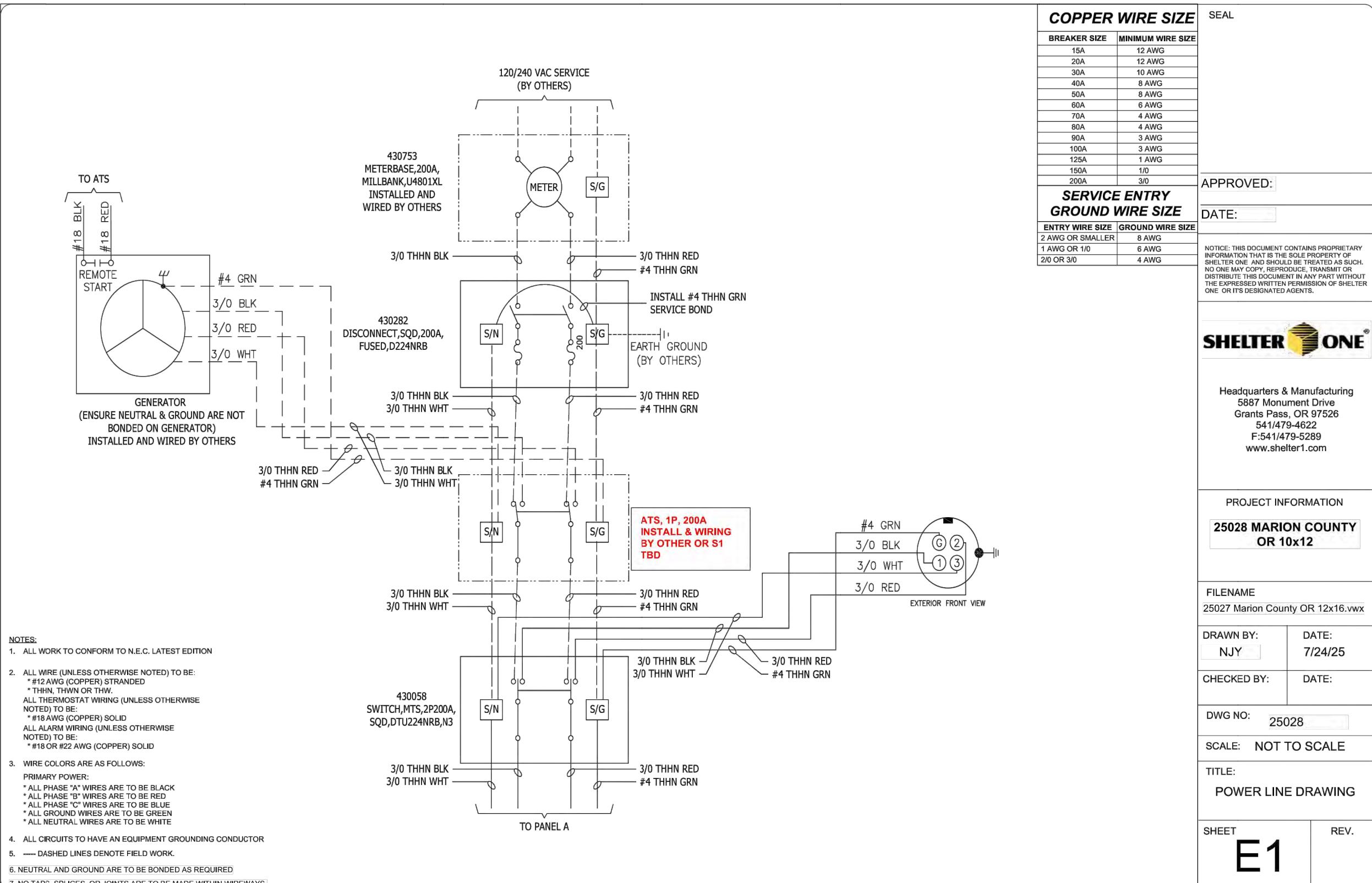
RENEWAL DATE 12/31/26

**SHEET TITLE:**

# ELECTRICAL ONE-LINE DIAGRAM

**SHEET NUMBER:**

**SH-3**



NOTE:  
INFORMATION BASED ON SHELTER ONE PREFABRICATED EQUIPMENT  
SHELTER DRAWINGS. REFER TO STATE OF OREGON BUILDING CODES  
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## OREGON

PROJECT INFORMATION:  
**MARION COUNTY  
METCOM911**

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WOODBURN, OR 97071

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PLANS PREPARED BY:  
**cushing**  
Civil Engineers

Cushing  
Civil Engineers

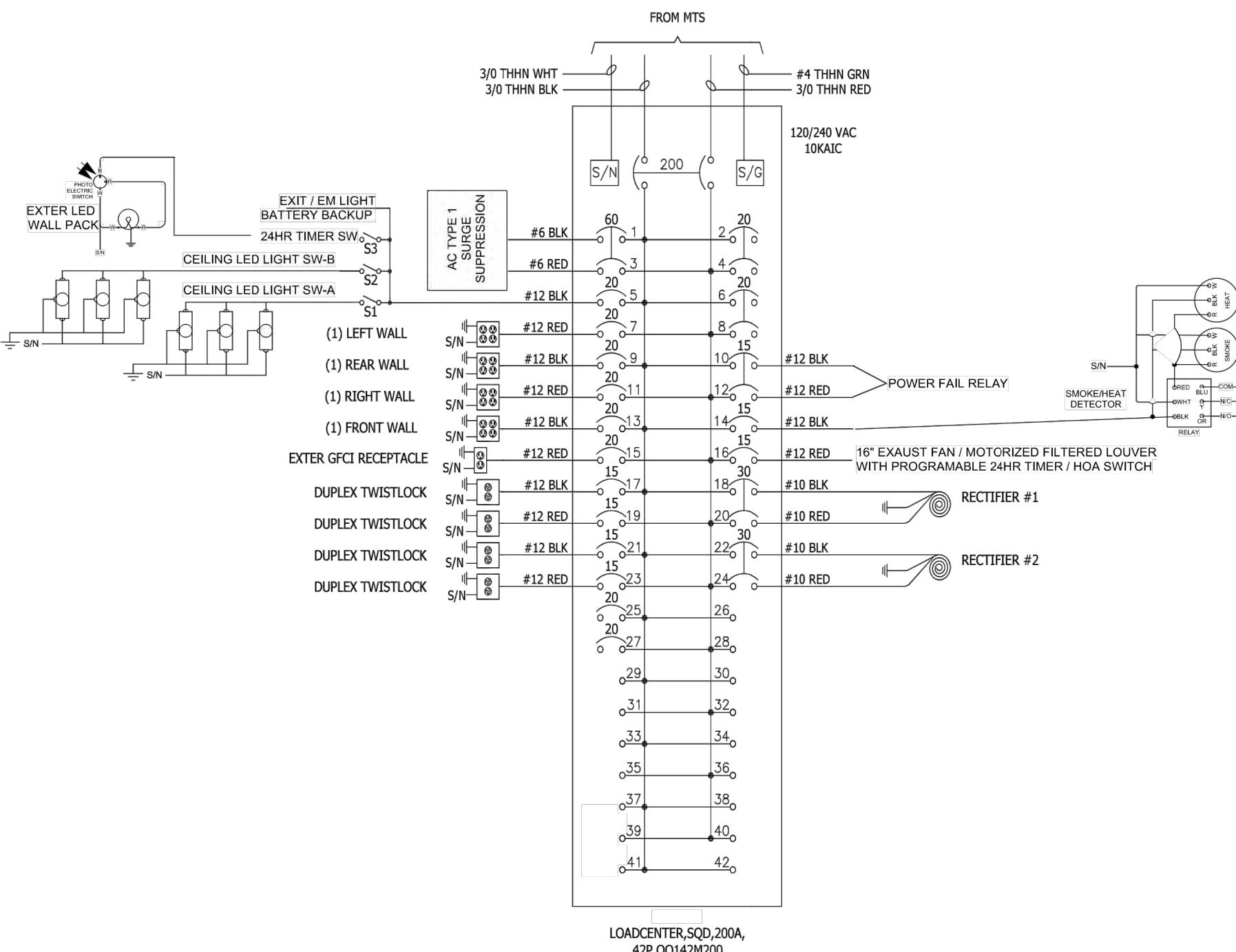
A circular stamp with the words "REGISTERED PROFESSIONAL" at the top and "ENGINEER" in the center. Below "ENGINEER" is the license number "83233". The bottom half of the stamp contains "OREGON" above the date "JUNE 7, 2012". At the bottom of the stamp, the name "KENNY McMANAWAY" is handwritten. The entire stamp is surrounded by a blue ink signature.

**SHEET TITLE:**

## **ELECTRICAL PANEL SCHEDULE**

**SHEET NUMBER:**

SH-4



SEA

APPROVED:

DATE:

NOTICE: THIS DOCUMENT CONTAINS PROPRIETARY INFORMATION THAT IS THE SOLE PROPERTY OF SHELTER ONE. AND SHOULD BE TREATED AS SUCH. NO ONE MAY COPY, REPRODUCE, TRANSMIT OR DISTRIBUTE THIS DOCUMENT IN ANY PART WITHOUT THE EXPRESSED WRITTEN PERMISSION OF SHELTER ONE OR ITS DESIGNATED AGENTS.

Headquarters & Manufacturing  
5887 Monument Drive  
Grants Pass, OR 97526  
541/479-4622  
F:541/479-5289  
[www.shelter1.com](http://www.shelter1.com)

**PROJECT INFORMATION**

FILENAME

DRAWN BY:	DATE:
NJY	7/24/25

DATE:

SCALE: NOT TO SCALE

## PANEL SCHEDULE

SHEET	REV.
<b>E2</b>	



**PROJECT INFORMATION:**  
**MARION COUNTY**  
**METCOM911**

1060 MT HOOD AVE  
WOODBURN, OR 97071

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**PLANS PREPARED BY:**

**cushing**  
Civil Engineers

**Cushing  
Civil Engineers**  
12725 SW MILLIKAN WAY  
SUITE 300  
BEAVERTON, OR 97005  
(503) 387-5331  
[www.cushingcivilengineers.com](http://www.cushingcivilengineers.com)

## LICENSURE:

NOT FOR  
CONSTRUCTION

## SHEET TITLE

## POWER ROUTE PLAN

SHEET NUMBER:

U-1







# Agenda Item

January 12, 2026

TO: Honorable Mayor and City Council through City Manager

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

SUBJECT: **Annexation of Approximately 72.67 Acres of Territory at 1505 Boones Ferry Rd NE and Approval of a Large Lot Subdivision (ANX 25-01, SUB 25-03, ZMC 25-01)**

## **RECOMMENDATION:**

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

## **EXECUTIVE SUMMARY:**

The item before the Council is an annexation application by Icon Construction & Development LLC and Emerio Design, LLC for four properties totaling approximately 72.67 gross acres, as well as a remnant segment of Boones Ferry Rd right-of-way that is not currently within City limits.

The territory proposed for annexation is undeveloped farmland in the southwest corner of the city, south of Parr Road and west of Boones Ferry Road. The territory is eligible for annexation because it is within the City urban growth boundary (UGB) and shares a boundary with the current City limits.

Upon annexation, the City would need to designate the properties with City zoning. The Comprehensive Plan land use map designates the westernmost property as Medium Density Residential and the remaining three properties as Low Density Residential. The two properties west of the railroad tracks are within the Nodal Development Overlay. Per Comprehensive Plan Policy Table 1, the default compatible base zoning districts are Nodal Medium Density Residential (RMN), Nodal Single-Family Residential (RSN), and Single-Family Residential (RS). The applicant accepts these default zoning districts.

Alongside the annexation request, the applicant is proposing a "large lot" subdivision for the two properties west of the railroad tracks. These large lots range in size from over 2 acres to nearly 14 acres and are intended to serve as phases of a future residential development proposal (similar to what was done for the Smith Creek subdivision to the north, which was built out over nine phases).

No development is proposed at this time.



Aerial photo of the site (outlined in red).



Proposed large lot subdivision (does not include territory east of the railroad).

**BACKGROUND:**

The applicant originally proposed annexing only the two properties west of the railroad but in working with staff, agreed to include the two triangle properties and the Boones Ferry Rd right-of-way as part of the annexation. Because there is no development currently proposed and given the state legislature's recent actions limiting what local jurisdictions can require of housing developers, staff worked with the applicant to create an annexation agreement which addresses some of these uncertainties.

The annexation agreement includes the following provisions:

- The annexation will include the two triangle properties east of the railroad tracks;
- The applicant will dedicate right-of-way for arterial roads as part of this annexation and subdivision;
- The timing and standards for future arterial street improvements have been specifically spelled out and will not be a point of contention for future developers; and
- A transportation impact analysis will be provided for any future development within the large lot subdivision.

The agreement also provides for the continued agricultural use of the land until development is proposed and acknowledges that the City will not require the applicant to construct the south arterial railroad crossing improvement.

**PLANNING COMMISSION RECOMMENDATION**

On December 11, 2025, the Planning Commission held the initial public hearing. No testimony was received in opposition. Commissioners appreciated the collaboration that occurred between staff and the applicant in drafting the annexation agreement, and were pleased that the agreement provides specification of arterial street improvement requirements for future development of the territory. After deliberating, the Commission voted unanimously to recommend approval of the consolidated applications package.

**DISCUSSION:**

The decision to annex territory 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 applicable criteria for the application package and includes analyses and findings for each.

**FINANCIAL IMPACT:**

Annexing the territory into city limits would subject it to City taxing authority, including property tax which 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 table below simplifies and grossly estimates tax revenue, not accounting for any increase resulting from future development:

Address	Tax Lot	Marion County Assessed Value (AV)	Gross Estimate of City Property Tax (6.0534 mils)
1505 Boones Ferry Rd NE	052W130001200	\$61,737	\$373.72
n/a	052W130001201	\$14,997	\$90.78
n/a	052W130001202	\$7,392	\$44.75
n/a	052W130001203	\$15,733	\$95.24

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 number of residences and assessed valuation (AV) while also increasing City utility and other service costs.

**ATTACHMENTS:**

1. Planning Commission Staff Report and its attachments:
  101. Recommended Conditions of Approval
  102. Notes to the Applicant
  103. Analyses & Findings

- 104. Annexation Service Provider Letters
- 105. Tax Map, Marked
- 106. Annexation Plans
- 107. Subdivision Plans



## Staff Report

<b>Project Title:</b>	Mill Creek III
<b>Project Location:</b>	Tax Lots 052W130001200, 1201, 1202, & 1203 (1505 Boones Ferry Rd NE)
<b>File Numbers:</b>	Annexation (ANX) 25-01 Preliminary Subdivision (SUB) 25-03 Zoning Map Change (ZMC) 25-01
<b>Property Owner:</b>	Burlingham Farms, Inc.
<b>Applicant:</b>	Icon Construction & Development LLC
<b>Initial Hearing Date:</b>	December 11, 2025
<b>Date of Report:</b>	December 4, 2025
<b>Staff Reviewer:</b>	Dan Handel, Senior Planner
<b>Staff Recommendation:</b>	<u>Approval with Conditions</u>

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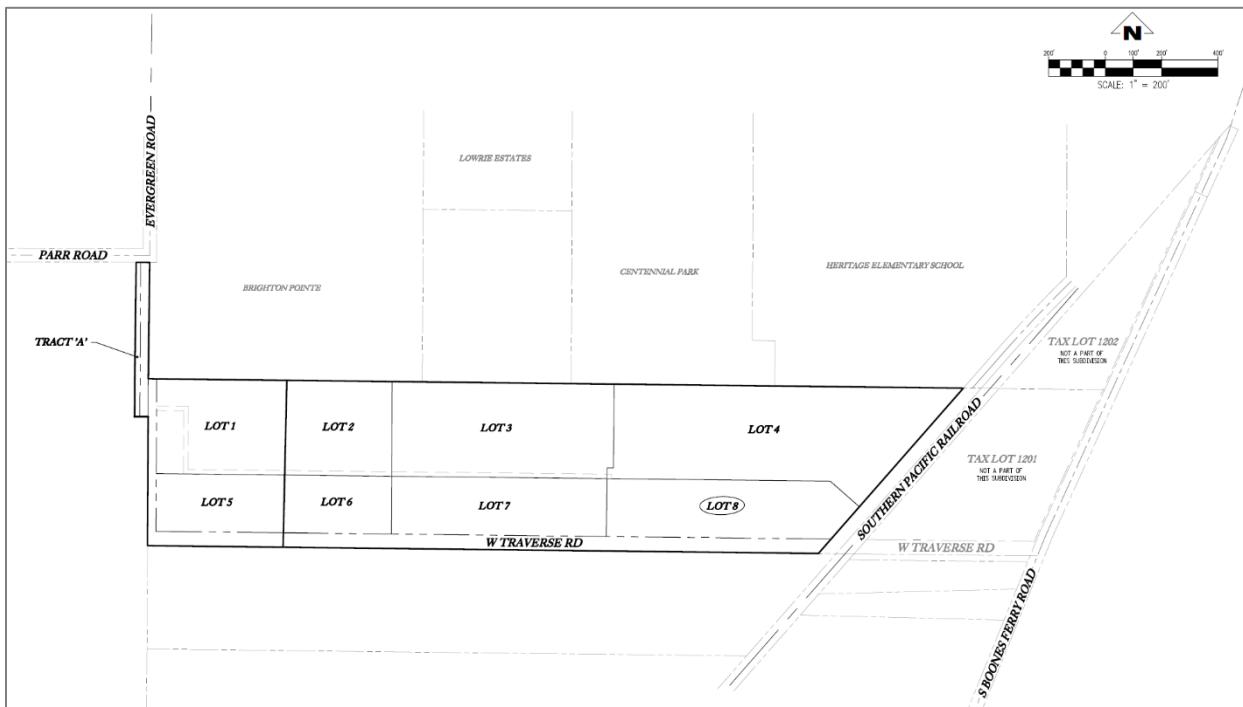
### Executive Summary

The subject properties encompass approximately 72.67 acres of undeveloped farmland within the Woodburn urban growth boundary. The applicant seeks to annex the properties into City limits, assign City zoning to them, and subdivide Tax Lots 1200 & 1203 (the two properties west of the railroad tracks) into eight large lots. No development is proposed with this application package. The applicant anticipates submitting a subsequent land use application package for residential development of the eight large lots after completing this annexation and large lot subdivision.

The Comprehensive Plan land use map designates Tax Lot 1203 to be Medium Density Residential and within the Nodal Overlay District, Tax Lot 1200 to be Low Density Residential and within the Nodal Development Overlay, and Tax Lots 1201 & 1202 to be Low Density Residential. Per Comprehensive Plan Policy Table 1, the default zoning districts that correspond are Nodal Medium Density Residential (RMN), Nodal Single-Family Residential (RSN), and Single-Family Residential (RS), respectively.



*Aerial view of the subject properties to be annexed (outlined in red)*



*Proposed large lot subdivision plan for Tax Lots 1200 & 1203*

The Planning Commission is tasked with issuing a recommendation on this Type IV land use application package based on the applicable development standards in the Woodburn Development Ordinance (WDO), the applicable goals and policies in the Woodburn Comprehensive Plan, and a review of the evidence submitted into the record. The applicable standards, goals, and policies are specifically cited in the Analyses & Findings (Attachment 103).

### **Staff Recommendation**

Approval with conditions: Staff recommends that the Planning Commission consider the staff report and its attachments and recommend approval to the City Council with the conditions recommended by staff in Attachment 101.

### **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 January 8, 2026, with the Commission recommendation.

### **Attachment List**

101. Recommended Conditions of Approval
102. Notes to the Applicant
103. Analyses & Findings
104. Annexation Service Provider Letters
105. Tax Map, Marked
106. Annexation Plans
107. Subdivision Plans

## Recommended Conditions of Approval

Section references throughout the conditions are to the Woodburn Development Ordinance (WDO).

### *Annexation ANX 25-01*

1. **Annexation agreement:** The applicant shall enter into an annexation agreement with the City, made concurrent with and incorporated into the final decision by the City Council that approves the annexation of the subject territory. The agreement shall be subject to Council approval and have provisions addressing the following:
  - a. It shall run with the land and shall be contractually binding on the applicant, heirs, successors, and assigns. It shall have the same effective date as the annexation and zoning assignment ordinances. A duly executed copy shall be recorded with Marion County.
  - b. It shall provide for the continuation of pre-existing nonconforming use of the properties (per 1.04.02A).
  - c. It shall provide for right-of-way dedications as well as the timing and standards for future street improvements (per 3.01).
  - d. It shall provide an access easement to serve the large lot subdivision (per 3.04.01A.2.).
  - e. It shall require a Transportation Impact Analysis (TIA) be submitted with any future land use application involving the lots created by SUB 25-03. The TIA shall be a basis for requiring off-site improvements or proportionate share contributions (per 3.04.05).

### *Preliminary Subdivision SUB 25-03*

2. **Recordation:** After obtaining Subdivision Final Plat approval from the City, record the subdivision with Marion County in a manner acceptable to the County Surveyor.

## Notes to the Applicant

The following are not land use conditions of approval, they are standard notes for the applicant to be aware of and follow:

1. Records: Staff recommends that the applicant retain a copy of this final decision document.
2. Mylar signature: The Community Development Director is the authority that signs plat Mylars (not the mayor, City Administrator, Public Works Director, or City Engineer). Only one City signature title block is necessary.
3. Plat Tracker: Marion County maintains a plat tracking tool at <<http://apps.co.marion.or.us/plattracker/>>. Use it to check on the status of a recordation request to the County. City staff does not track County plat recordation.

# 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:

Symbol	Category	Indication
✓	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"><li>Requirement (or guideline) met with condition of approval</li><li>Other special circumstance benefitting from attention</li></ul>	Modification or condition of approval required

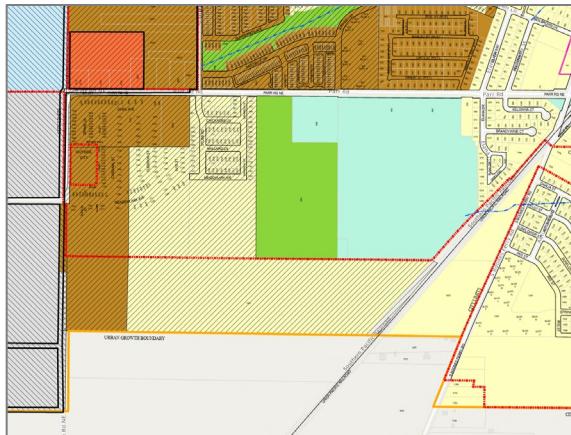
## Location

Address	1505 Boones Ferry Road NE
Tax Lots	052W130001200, 1201, 1202, & 1203
Nearest intersections	S Boones Ferry Rd & Iris St; Parr Rd & Meadowlark Ave

## Land Use & Zoning

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

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

Cardinal Direction	Adjacent Zoning
North	RMN, RSN, Public / Semi-Public (P/SP), and RS
East	RS
South	No City zoning because territory is not within City limits
West	No City zoning because territory is not within City limits

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

## Statutory Dates

The application was submitted on August 14, 2025 and deemed complete as of November 25, 2025, making the 120-day decision deadline March 25, 2026.

## Applicable Provisions

### 1.04 Nonconforming Uses and Development

#### 1.04.02 Nonconforming Use

##### A. Multiple-family dwelling and non-residential uses:

2. The Director may allow nonconforming use to expand outdoors where the application of this section to a proposal is unclear.

#### Staff Finding:

The subject properties are currently outside City limits and are undeveloped farmland. The applicant seeks to annex the properties and accomplish a large lot subdivision of Tax Lots 1200

& 1203 to create eight large lots for future residential development. Looking at the Comprehensive Plan Map, Policy Table 1 within the Comprehensive Plan, and the current Zoning Map, default zoning districts to apply upon annexation include:

- Lots 1 and 5 of the large lot subdivision (currently Tax Lot 1203) would be assigned the Nodal Multi-Family Residential (RMN) zoning district.
- The remaining six lots within the large lot subdivision (currently Tax Lot 1200) would be assigned the Nodal Single Family Residential (RSN) zoning district.
- Tax Lots 1201 and 1202 would be assigned the Single-Family Residential (RS) zoning district.

There is no development proposed with this application package. The applicant has requested to maintain the agricultural use of the land until development proposals are approved by the City. Technically, the agricultural use would be nonconforming for the RMN, RSN, and RS zones because it is not listed as a permitted use within Table 2.02A, however it is common for undeveloped land to be annexed and farming to continue while development plans are being created and finalized. Additionally, the provisions within 1.04.02A. are intended for developed property with nonconforming uses, not for undeveloped farmland, and subsection A.2. provides a method for the Director to allow the agricultural use to continue. Staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for the continuation of the nonconforming use.

▲ The provisions are met with *Condition 1*.

## **2.02 Residential Zones**

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

1. The Residential Single Family (RS) zone is intended to establish standard density single-family residential developments (typically 6,000 square foot lots).
2. The Nodal Single Family Residential (RSN) zone provides for row houses (attached single-family homes) and detached single-family homes on smaller lots (typically 4,000 square foot lots).
5. The Nodal Multi-Family Residential (RMN) zone provides for row houses, multi-family dwellings and care facilities at higher densities than non-nodal zones.

### ***Staff Finding:***

The proposed annexation involves approximately 72.67 acres of undeveloped farmland within the Woodburn urban growth boundary. The applicant also seeks to accomplish a large lot subdivision of approximately 56.89 acres of the land (Tax Lots 1200 and 1203) to create eight large lots for future residential development. Looking at the Comprehensive Plan Map, Policy Table 1 within the Comprehensive Plan, and the current Zoning Map, default zoning districts to apply upon annexation include:

- Lots 1 and 5 of the large lot subdivision (currently Tax Lot 1203) would be assigned the Nodal Multi-Family Residential (RMN) zoning district.
- The remaining six lots within the large lot subdivision (currently Tax Lot 1200) would be assigned the Nodal Single Family Residential (RSN) zoning district.

- Tax Lots 1201 and 1202 would be assigned the Single-Family Residential (RS) zoning district.

There is no development proposed with this application package. Future development of the eight large lots or of Tax Lots 1201 and 1202 would be reviewed for compliance with lot area & dimension requirements and minimum density requirements through a subsequent land use application. Similarly, site development standards like setbacks, lot coverage, and building height standards are analyzed as part of the review of a building permit application. To ensure future development is consistent with these standards, staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to ensure any future residential development of the eight large lots meets minimum density requirements outlined in Comprehensive Plan Policy Table 1.

▲ The provisions are met with *Condition 1*.

## 2.05 Overlay Districts

### 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.

#### Staff Finding:

The proposed annexation includes approximately 56.89 acres of land (Tax Lots 1200 and 1203) that are within the Nodal Overlay District shown on the Comprehensive Plan Map. The applicant also seeks to accomplish a large lot subdivision of this land within the Nodal Overlay District to create eight large lots for future residential development. Looking at the Comprehensive Plan Map, Policy Table 1 within the Comprehensive Plan, and the current Zoning Map, default zoning districts to apply upon annexation include:

- Lots 1 and 5 of the large lot subdivision (currently Tax Lot 1203) would be assigned the Nodal Multi-Family Residential (RMN) zoning district.
- The remaining six lots within the large lot subdivision (currently Tax Lot 1200) would be assigned the Nodal Single Family Residential (RSN) zoning district.

The Nodal Overlay Districts provisions of 2.05.04 apply however there is no development proposed with this application package. Site planning elements like residential density, street and pedestrian connectivity, and access management would be reviewed through a subsequent land use application.

- ✓ The provisions are met.

#### **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.

#### *Staff Finding:*

A Nodal Master Plan in conformance with the requirements of subsection D. was approved by City Council via Resolution No. 2124 in November 2018 as part of the Smith Creek Development project.

The applicant has provided a shadow plat of the eight large lots created via this subdivision. This shadow plat serves as an update to the Nodal Master Plan that illustrates potential residential development and how it would connect with the previously approved and built developments in the Nodal Overlay District.

- ✓ The provisions are met.

#### **2.05.05 Riparian Corridor and Wetlands Overlay District**

##### **A. Purpose**

The Riparian Corridor and Wetlands Overlay District (RCWOD) is intended to conserve, protect and enhance significant riparian corridors, wetlands, and undeveloped floodplains in keeping with the goals and policies of the Comprehensive Plan. The RCWOD is further intended to protect and enhance water quality, prevent property damage during floods and storms, limit development activity in designated areas, protect native plant species, maintain and enhance fish and wildlife habitats, and conserve scenic and recreational values.

##### **B. Boundaries of the RCWOD**

1. The RCWOD includes:

- a. Riparian corridors extending upland 50 feet from the top of the bank of the main stem of Seneca Creek and Mill Creek and those reaches of their tributaries identified as fish-bearing perennial streams on the Woodburn Wetlands Inventory Map; and
- b. Significant wetlands identified on the Woodburn Wetlands Inventory Map. Where significant wetlands are located fully or partially within a riparian corridor, the RCWOD shall extend 50 feet from the edge of the wetland; and
- c. The 100-year floodplain on properties identified as vacant or partly vacant on the 2005 Woodburn Buildable Lands Inventory.

2. The approximate boundaries of the RCWOD are shown on the Zoning Map. The precise boundaries for any particular lot should be verified by the property owner when making a land use application. Map errors may be corrected as provided in this Ordinance (Section 1.02.04).

*Staff Finding:*

There are no apparent riparian corridors, wetlands, or floodplains within the territory to be annexed. Aerial imagery of Tax Lot 1202 appears to show a drainage ditch running east/west near the northern tip of the lot however no development is proposed for this lot with this application package. If applicable, the RCWOD provisions would be reviewed through a subsequent land use application for future development.

- The provisions are not applicable.

**2.06 Accessory Structures**

- None apply.

**2.07 Special Uses**

- None apply.

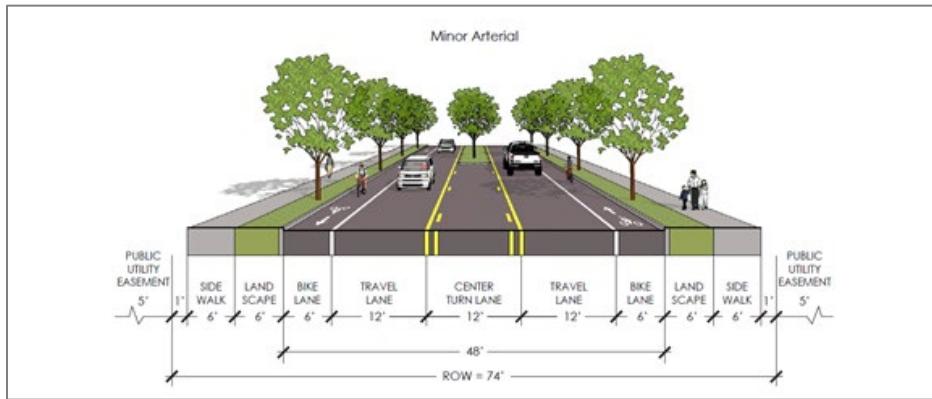
**2.08 Specific Conditional Uses**

- None apply.

**3.01 Streets**

**3.01.01 Applicability**

- A. Right-of-way standards apply to all public streets.
- B. Improvement standards apply to all public and private streets, sidewalks and bikeways.
- C. Functional standards are identified in the Woodburn TSP.
- D. This applies to all development, and is not limited to partitions, subdivisions, multi-family, commercial or industrial construction, or establishment of a manufactured dwelling or recreational vehicle park. Construction of a single-family dwelling or placement of a manufactured dwelling does not, for the purposes of this Section, constitute development, however, in no case can this type of development occur without minimal access as determined by the Director.



**Figure 3.01C – Minor Arterial**

**Staff Finding:**

The proposal involves an annexation and large lot subdivision, but no development. Considering TSP Figure 2 “Functional Roadway Classification”, Evergreen Road is expected to continue along the western boundary of the site and the south arterial is expected to run along the southern boundary of the site. Both streets are classified as Minor Arterials and the applicable cross-section is Figure 3.01C. The site also has frontage along S Boones Ferry Road, a Minor Arterial.

As analyzed under the Annexation provisions in 5.04.01, staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements.

▲ The provisions are met with *Condition 1*.

### **3.02 Utilities and Easements**

The proposal involves an annexation and large lot subdivision, but no development. Utilities, easements, and street lights would be reviewed through a subsequent land use application for future development.

▬ The standards do not apply at this time.

### **3.03 Setbacks and Open Space**

The proposal involves an annexation and large lot subdivision, but no development. Setbacks and vision clearance areas would be reviewed through a subsequent land use application and/or building permit for future development.

- The standards do not apply at this time.

### **3.04 Vehicular Access**

#### **3.04.01 Applicability and Permit**

##### **A. Street Access**

**Every lot shall have:**

- 1. Direct access to an abutting public street, or**
- 2. Access to a public street by means of an access easement and maintenance agreement to the satisfaction of the Director, and revocable only with the concurrence of the Director.**

##### **C. Access to County Roads**

**Access to a road under the jurisdiction of Marion County shall be subject to County requirements. The Director may incorporate County requirements into the conditions of approval for any application.**

The proposal involves an annexation and large lot subdivision, but no development. The large lot subdivision plans show a 20-foot-wide private access easement benefiting all eight lots and connecting to Evergreen Road right-of-way. Staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to ensure this access easement is granted.

- ▲ The provisions are met with *Condition 1*.

#### **3.04.05 Traffic Impact Analysis**

*Staff Finding:*

The proposal involves an annexation and large lot subdivision, but no development. To ensure that transportation impacts created by future development of the large lot subdivision are properly measured and mitigated, staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to ensure a transportation impact analysis (TIA) report is submitted alongside any subsequent land use application for development of the lots created by SUB 25-03.

- ▲ The provisions are met with *Condition 1*.

#### **3.05 Off-Street Parking and Loading**

*Staff Finding:*

The proposal involves an annexation and large lot subdivision, but no development. Parking requirements would be reviewed through a subsequent land use application for future development or through building permit applications.

- The standards do not apply at this time.

### **3.06 Landscaping**

*Staff Finding:*

The proposal involves an annexation and large lot subdivision, but no development. Landscaping requirements would be reviewed through a subsequent land use application for future development or through building permit applications.

- The standards do not apply at this time.

### **3.07 Architectural Design**

*Staff Finding:*

The proposal involves an annexation and large lot subdivision, but no development. Architectural design requirements would be reviewed through a subsequent land use application for future development or through building permit applications.

- The standards do not apply at this time.

### **3.08 Partitions and Subdivisions**

#### **3.08.01 Requirements**

**All partitions and subdivisions shall comply with the standards of ORS Chapter 92 and the Woodburn Development Ordinance.**

*Staff Finding:*

This staff report serves to ensure compliance with applicable standards of the Woodburn Development Ordinance whether they are met by the applicant's proposal or via conditions of approval. The Marion County Surveyor's Office will ensure compliance with applicable ORS standards during their review of the subdivision plat.

It is worth noting that ORS 92.040(3) allows local governments to establish a time period not to exceed 10 years for which the Preliminary Subdivision approval applies. Staff adds *Condition of Approval 2* to record the subdivision plat in a manner acceptable to the County Surveyor.

- ▲ The provisions are met with *Condition 2*.

### **3.09 Planned Unit Developments**

- The proposal does not include a Planned Unit Development.

### **3.10 Signs**

- Signage is reviewed separately through Sign Permit applications. These provisions are not applicable here.

#### **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.

*Staff Finding:*

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

- ✓ The provision is met.

#### **5.03.10 Subdivision Preliminary Approval**

**A. Purpose:** The purpose of a Type III Subdivision decision is to ensure that the division of properties into 4 or more lots complies with the standards of this Ordinance (Sections 2 and 3). Subdivisions are allowed in all zones, provided the proposal meets applicable standards.

**B. Criteria:** Preliminary approval of a Subdivision shall require compliance with the following:

1. That approval does not impede the future best use of the remainder of the property under the same ownership or adversely affect the safe and efficient development of the remainder of any adjoining land or access thereto.
2. That the proposed development shall be served with city streets, water, sewer and storm drainage facilities with adequate capacity.
3. That the plan for the development takes into account topography, vegetation and other natural features of the site.
4. That adequate measures have been planned to alleviate identified hazards and limitations to development:
  - a. For wetlands these shall be the measures required by the Division of State Lands for regulatory wetlands.
  - b. For unstable areas, demonstration that streets and building sites are on geologically stable soil considering the stress and loads.
5. The preliminary plat complies with all applicable provisions of this Ordinance (Sections 2 and 3), except where waived by variance.

*Staff Finding:*

The proposal involves an annexation and large lot subdivision, but no development. The applicant's narrative states on page 3:

“The proposed large-lot subdivision will divide these two parcels into eight lots for future development; however, no development is proposed by this application.”

And on page 4:

“Although development is not proposed by this application, the newly created lots have been designed to accommodate the eventual construction of residential uses permitted in these zoning districts.”

Regarding Criterion 1, the proposed large lot subdivision (involving Tax Lots 1200 & 1203) is intended as a preparation stage for future residential development of the land, therefore future best use of the property is not impeded. In fact, this subdivision may expedite the development of the property. The remaining Tax Lots 1201 & 1202 are not adversely impacted by this subdivision.

Regarding Criterion 2, staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements. Water, sanitary sewer, and stormwater facilities would be reviewed as part of the land use application(s) for future development of the large lots.

Similarly for Criterions 3 and 4, topography, vegetation, wetlands, soils, and other natural features would be reviewed as part of the land use application(s) for future development of the large lots.

As noted throughout this staff report, the proposal complies with all applicable provisions of the WDO, or can via conditions of approval.

▲ The provisions are met with *Condition 1*.

#### **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.

##### *Staff Finding:*

The applicant proposes to annex Tax Lots 1200, 1201, 1202, and 1203, as well as a remnant segment of S Boones Ferry Rd right-of-way. The subject properties are contiguous with City limits. The Comprehensive Plan Map categorizes Tax Lot 1200 as Low Density Residential and within the Nodal Development Overlay, Tax Lots 1201 & 1202 as Low Density Residential, and Tax Lot 1203 as Medium Density Residential and within the Nodal Development Overlay. 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.

- ✓ The provision is met.

**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.

*Staff Finding:*

A pre-application meeting for the proposal was held on September 17, 2024 (PRE 24-15).

- ✓ The provision is met.

**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.

*Staff Finding for Criterion 1:*

Section G. "Growth Management and Annexation" of the Woodburn Comprehensive Plan includes Growth Management Goals G-1.1 and G-1.2 and Policies G-1.1 through G-1.28. The applicant's narrative provides the following response (page 11) regarding the goals:

“The City of Woodburn implements these goals by establishing city limits, an urban growth boundary, and development ordinance. The standards and criteria governing annexation, which are addressed in this narrative, ensure all property is annexed and developed in orderly and efficient manner. Compliance with these requirements results in a project that accomplishes these goals. While some future improvements might qualify for reimbursement in the form of system development charge credits, any construction would need to dedicate right-of-way and construct the improvements necessary to serve its uses.”

The applicant’s narrative provides the following response (page 15) regarding the policies:

“These policies are intended to guide and influence the long-range planning decisions made by the City of Woodburn. The results of these decisions have a direct impact on annexation standards, criteria, and procedures. This application proposes to annex a property located within the urban growth boundary and abutting city limits. The proposed annexation can be accomplished without amending the existing urban growth boundary or Comprehensive Plan Map as the applicant proposes zoning consistent with the Comprehensive Plan. Therefore, the proposed project is consistent with these goals and policies”

Section G. “Growth Management and Annexation” of the Woodburn Comprehensive Plan also includes Annexation Goal G-2 and Policies G-2.1 through G-2.3. The applicant’s narrative provides the following response (page 15-16) regarding the goal and policies:

“The proposed annexation does not include any amendments or alterations to the Comprehensive Plan Map designations applied to these properties, so the future zoning will reflect the City’s plans for this property. Additionally, the service provider letters state that the public utilities extended to the subject property by adjacent development have adequate capacity to serve future development that could result from this annexation. Inclusion in the Comprehensive Plan Map, adjacent development, and easily accessible utilities indicate to the applicant that this is the intended direction and shape of urban development. Additionally, the attached shadow plat demonstrates that future development would be compatible with and reflect the pattern and style of nearby residential development. Therefore, the proposed project is consistent with these goals and policies.”

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. The applicant also submitted a shadow plat showing already approved development within the Nodal overlay district and how future development of Tax Lots 1200 & 1203 could occur in an orderly and efficient manner. Additionally, the applicant provided Service Provider Letters indicating the Woodburn School District, Woodburn Fire District, and Public Works Department can accommodate future development of the territory proposed for annexation. Staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements. Water, sanitary sewer, and stormwater facilities would be reviewed as part of the land use application(s) for future development.

▲ The criterion is met with *Condition 1*.

*Staff Finding for Criterion 2:*

The territory proposed for annexation abuts the current City limits boundary on its north and east sides. 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 future development within these properties. Staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements. Water, sanitary sewer, and stormwater facilities would be reviewed as part of the land use application(s) for future development.

▲ The criterion is met with *Condition 1*.

*Staff Finding for Criterion 3:*

The applicant's narrative provides the following response (pages 16-17):

"The subject property's northern boundary line is the current city limit line, and properties north of this site have already been annexed into the City, some fairly recently. Along with the proposed annexation, the applicant also proposes a large-lot subdivision to divide the property into eight lots for future development and further division.

The property is within the urban growth boundary and is identified by the Comprehensive Plan as residential with a Nodal overlay; so, upon annexation, the property will be split zoned between the Nodal Single-Family Residential and Nodal Medium Density Residential zoning designations. 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. Many of the properties immediately north of this site are newly developed. This development stubbed streets to the subject property's boundaries. As illustrated by the attached shadow plat, these streets could be easily extended to serve future development.

The applicant finds that the potential pedestrian pathways (illustrated on the shadow plat) continued from nearby development demonstrate the intent of the Nodal Master Plan. The shadow plat 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 Analysis by providing housing at a range of price points. The subject property is only contiguous with the city limits on one side.

It should be emphasized that 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 and recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements. Water, sanitary sewer, and stormwater facilities would be reviewed as part of the land use application(s) for future development.

▲ The criterion is met with *Condition 1*.

**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.**
- 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.

*Staff Finding:*

The proposed annexation has been initiated by the property owner, Burlingham Farms Inc.

- ✓ The provisions 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.

*Staff Finding:*

The applicant proposes to annex Tax Lots 1200, 1201, 1202, and 1203, as well as a remnant segment of S Boones Ferry Rd right-of-way. The Comprehensive Plan Map designates Tax Lot 1200 as Low Density Residential and within the Nodal Development Overlay, Tax Lots 1201 & 1202 as Low Density Residential, and Tax Lot 1203 as Medium Density Residential and within the Nodal Development Overlay. In compliance with Comprehensive Plan Policy Table 1, the territory will be assigned to the RSN, RS, and RMN zoning districts upon annexation.

- ✓ The provisions are met.

**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.

*Staff Finding:*

As required by subsection F, staff recommends *Condition of Approval 1* to have the applicant enter into an annexation agreement with the City to provide for abutting Minor Arterial right-of-way dedications with this annexation approval and to outline timing and standards for future street improvements. Water, sanitary sewer, and stormwater facilities would be reviewed as part of the land use application(s) for future development.

- ▲ The criterion is met with *Condition 1*.

#### **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 applicant proposes to annex Tax Lots 1200, 1201, 1202, and 1203, as well as a remnant segment of S Boones Ferry Rd right-of-way. 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 Map designates Tax Lot 1200 as Low Density Residential and within the Nodal Development Overlay, Tax Lots 1201 & 1202 as Low Density Residential, and Tax Lot 1203 as Medium Density Residential and within the Nodal Development Overlay. In compliance with Comprehensive Plan Policy Table 1, the territory will be assigned to the RSN, RS, and RMN zoning districts upon annexation and the Zoning Map will be updated to reflect this.

✓ The provisions are met.



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

◆◆◆◆◆  
August 14, 2025

Harlan Borow  
Land Development and Acquisitions Manager  
ICON Construction & Development, LLC  
1969 Willamette Falls Drive, Suite 260  
West Linn, OR 97068

Re: Annexation Certification  
Subject Property: Burlingham Farms Annexation (Mill Creek 3)  
Primary Situs Address: 1505 Boones Ferry Road, NE Woodburn OR 97071  
Map Tax Lot: 052W130001200

Please accept this letter as written documentation that I have reviewed the site in question. The city has no capacity issue with the public wastewater treatment facility or public water, water treatment facility. The subject property is, however, not adjacent to an existing collection system for wastewater, adequate distribution system for water or a public storm sewer collection system. The requirements for those facilities would yet need to be determined. The capacity analysis, design and installation would be the responsibility of the applicant/property owner.

I hope this letter fulfills the requirements in accordance with Section 5.104.01 of Woodburn Development Ordinance. If you have any questions, please contact me at 503.982.5248.

Sincerely,

*Dago Garcia*

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

**ATTACHMENT 104**



1776 Newberg Hwy  
Woodburn, OR 97071  
Bus. Office 503-982-2360  
Fax 503-981-5004

---

July 24, 2025

Hayden Wooton  
Senior Land Use Planner  
Emerio Design  
1500 Valley River Dr, Ste 100  
Eugene, OR 97401  
Cell: (541) 990-7689

Re: Adequate Service Provision

Hayden Wooton:

I have reviewed the property located immediately south of Centennial Park described as tax lots 1200 & 1203 of Marion County Assessor's Map 052W13. Woodburn Fire District (WFD) evaluated the proposed project and has determined that adequate service can be provided by WFD. We will continue to review, evaluate, and comment on other submitted plans as they become available.

If you have any questions or need additional information, please contact me.

Sincerely:

*Ivan O. Ortiz*

Fire Marshal  
Woodburn Fire District  
(503) 982-2360  
[omar.ortiz@woodburnfire.com](mailto:omar.ortiz@woodburnfire.com)



## Re: Mill Creek 3 annexation

**From** Omar Ortiz <Omar.Ortiz@woodburnfire.com>

**Date** Tue 11/25/2025 10:59 AM

**To** Dan Handel <Dan.Handel@ci.woodburn.or.us>

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Dan,

The Woodburn Fire District has no concerns with the additional properties.

-Omar

Get [Outlook for iOS](#)

---

**From:** Dan Handel <Dan.Handel@ci.woodburn.or.us>

**Sent:** Tuesday, November 25, 2025 8:58:17 AM

**To:** Omar Ortiz <Omar.Ortiz@woodburnfire.com>

**Subject:** Mill Creek 3 annexation

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

Good morning Omar:

You provided the attached letter to the developer who is looking to annex property south of Centennial Park. After receiving their application, we asked them to include additional property with their annexation request (the two triangle properties east of the railroad). As an update to your letter, can you reply and let me know if there are any service concerns with the additional two properties?

Thanks,

**Dan Handel**

Senior Planner

(503) 980-2431

[[www.woodburn-or.gov](http://www.woodburn-or.gov)] [City Website](#) | [Community Development Department](#)

270 Montgomery St, Woodburn, OR 97071

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mail is subject to the State Retention Schedule



**Woodburn School District**  
1390 Meridian Drive, Woodburn, OR 97071  
Phone: 503-981-9555  
Fax: 971-983-3611

---

August 18, 2025

Re: annexation of the property identified as No. 05-2w-13, Lots 1200 & 1203 on Marion County Assessor's Map.

Dear Mr. Wooton,

In response to your request, Woodburn School District has determined that your requested annexation will impact our schools. Whereas, we do feel we have capacity to handle potential increase in attendance, we will defer to the city's traffic and pedestrian analysis to determine if the current infrastructure is sufficient and will not affect the safety of our students and families as they access our sites.

We do ask that the city pay close attention to bus access and street width when looking at renderings. We also ask that the developers and the city look at safety barriers that could be placed to decrease foot traffic and access to the back side of our school property. Our school sites have traditionally been very isolated and with this new construction, they will suddenly be very exposed. We will limit access, and having very directed pathways would help with safety and security.

Sincerely,

Casey Woolley  
Director of Safety, Operations, and Communications  
Woodburn School District

**Re: [Caution: Attachment/Link!] Mill Creek 3 annexation**

**From** Casey Woolley <cwoolley@woodburnsd.org>

**Date** Mon 12/1/2025 8:41 AM

**To** Dan Handel <Dan.Handel@ci.woodburn.or.us>

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Dan,

My real concern with this development is limiting access to our property from the backside. As I mentioned, we haven't had to worry about access in the rear of this property in the past. With this development, we now have to be aware and ask that some sort of barrier be required to limit access to the property for safety reasons.

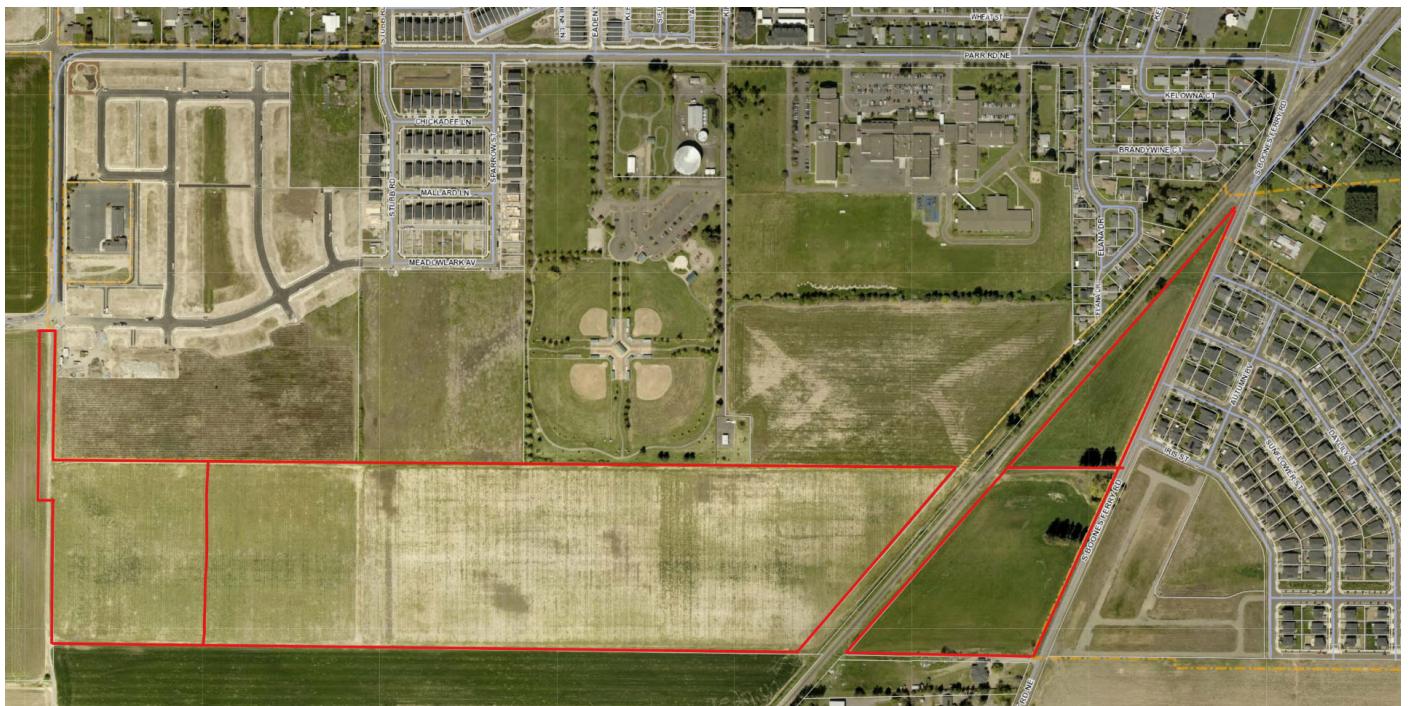
Otherwise, our standard response regarding traffic patterns and street width so that buses can navigate.

Casey

On Tue, Nov 25, 2025 at 9:04 AM Dan Handel <[Dan.Handel@ci.woodburn.or.us](mailto:Dan.Handel@ci.woodburn.or.us)> wrote:

Good morning Casey:

You provided the attached letter to the developer who is looking to annex property south of Heritage & Valor. After receiving their application, we asked them to include additional property with their annexation request (the two properties east of the railroad shown below). As an update to your letter, can you reply and let me know if there are any service concerns with the additional two properties? Thank you!


**Dan Handel**

Senior Planner

(503) 980-2431

[City Website](#) | [Community Development Department](#)

270 Montgomery St, Woodburn, OR 97071

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--

Casey Woolley  
Director of Safety, Operations, and Communication  
503-981-2702

*The information transmitted by this email is intended only for the person or entity to which it is addressed. This email may contain proprietary, business-confidential and/or privileged material. If you are not the intended recipient of this message, be aware that any use, review, re-transmission, distribution, reproduction or any action taken in reliance upon this message is strictly prohibited. If you received this in error, please contact the sender and delete the material from all computers.*

*The Woodburn School District recognizes the diversity and worth of all individuals and groups. It is the policy of the Woodburn School District to comply with state and federal laws and promote nondiscrimination and an environment free of harassment of individuals or groups based on race, color, religion, gender, sexual orientation, national origin, marital status, age, or disability in any educational programs, activities or employment.*

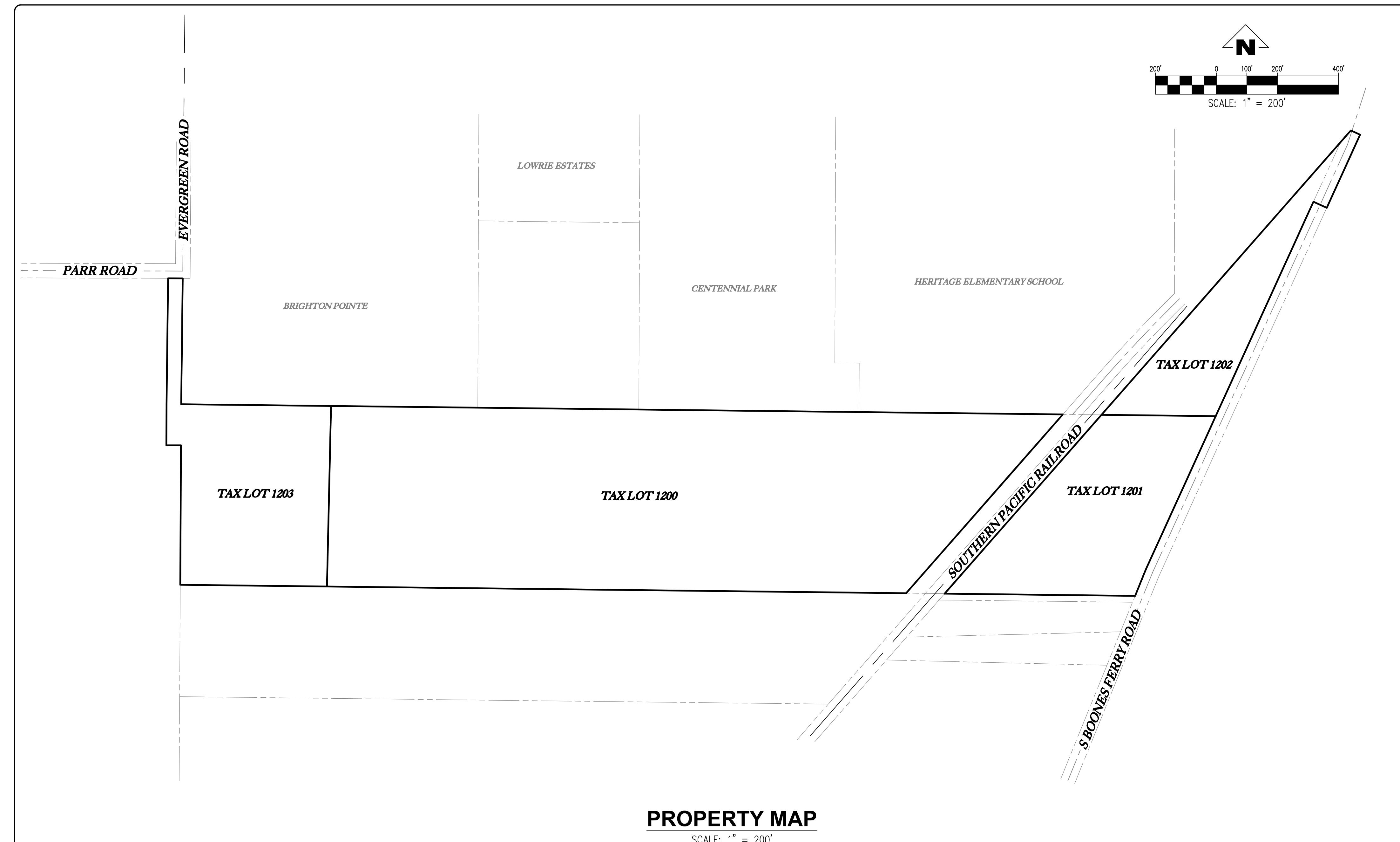
*Additionally, the Woodburn School District 103 complies with provisions of the various civil rights laws, such as the Fair Employment Practices Act, the Americans with Disabilities Act, Title IX Regulations and section 504 of PL 93.112 in*

*employment, educational programs and activities.*



# MILL CREEK III

## ANNEXATION TAX MAP 052W13-TL 1200, 1201, 1202 & 1203 CITY OF WOODBURN, OREGON



DRAWING INDEX	
NO.	SHEET TITLE
01	COVER SHEET
02	RIGHT-OF-WAY DEDICATIONS & EASEMENTS

LEGEND	
—	SUBJECT PROPERTY BOUNDARY
—	ADJACENT PROPERTY LINE
—	CENTER LINE OF ROAD
—	CENTER LINE OF RAILROAD
PAPER SCALE NOTE	
THESE PLANS ARE FULL-SIZED ON 22"X34" PAPER, IF 11"X17", SCALE ACCORDINGLY.	

BENCHMARK INFORMATION	
THE VERTICAL DATUM FOR THIS SURVEY IS BASED UPON A STATIC GPS OBSERVATION OF LOCAL CONTROL POINTS, PROCESSED THROUGH OPUS. DATUM IS NGVD 29, CONVERTED FROM NAVD 88 USING THE VERTCON TOOL.	
THE BASIS OF BEARINGS FOR THIS SURVEY IS PER MONUMENTS FOUND AND HELD ALONG THE NORTH LINE, HOLDING BEARINGS BASED ON OREGON STATE PLANE COORDINATE SYSTEM, NORTH ZONE, NAD 83(2011).	

MILL CREEK III  
TAX MAP 052W13  
TL 1200, 1201, 1202 & 1203  
MARION COUNTY  
WOODBURN, OREGON

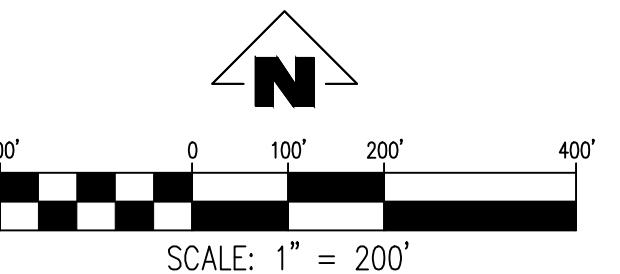
### COVER SHEET



REVISIONS	DESCRIPTION

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ATTACHMENT 106  
01  
OF  
02



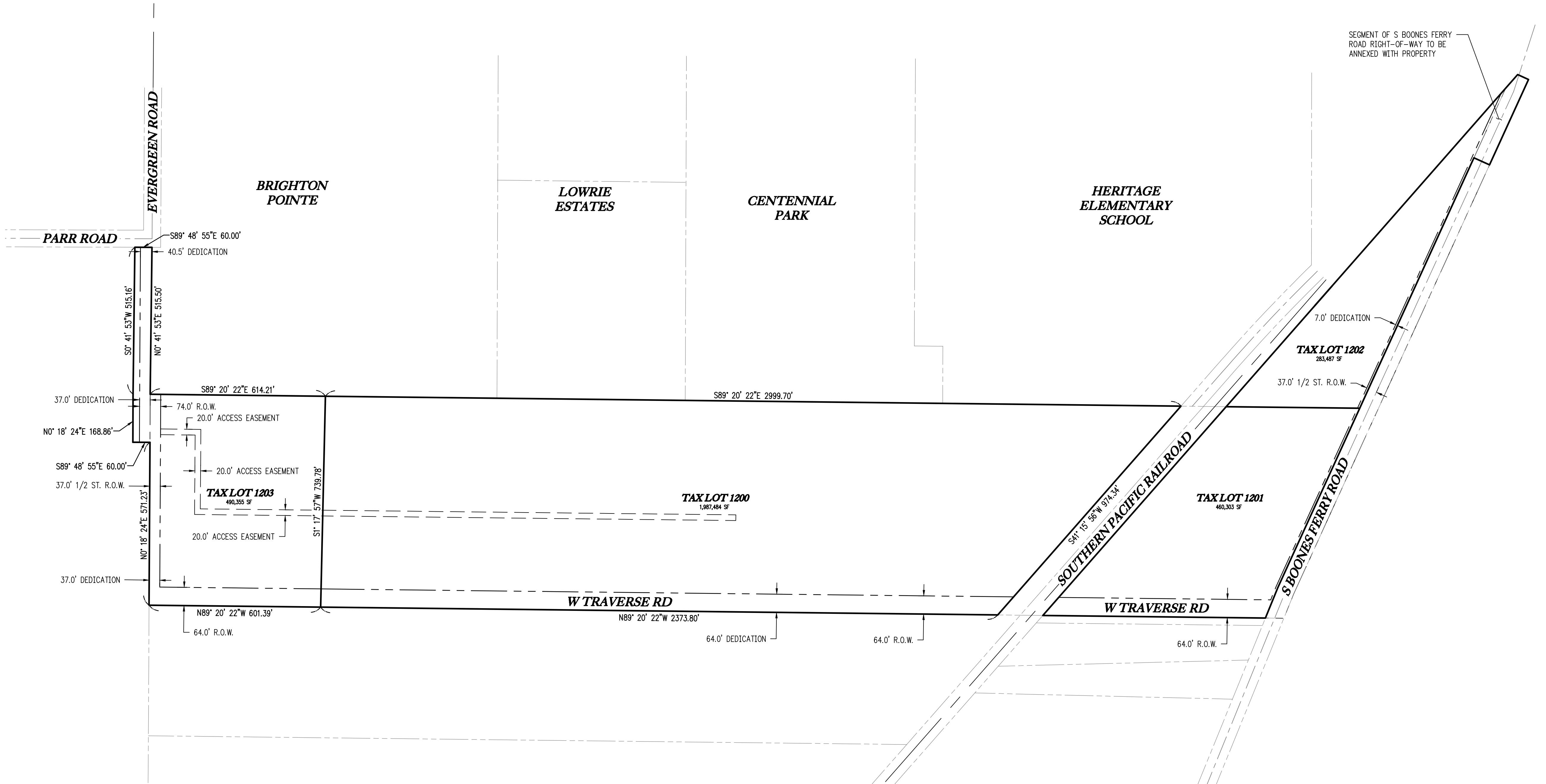
MILL CREEK III  
TAX MAP 052W13  
TL 1200, 1201, 1202 & 1203  
MARION COUNTY  
WOODBURN, OREGON

**RIGHT-OF-WAY  
DEDICATIONS &  
EASEMENTS**

NO.	DATE	DESCRIPTION	REVISIONS

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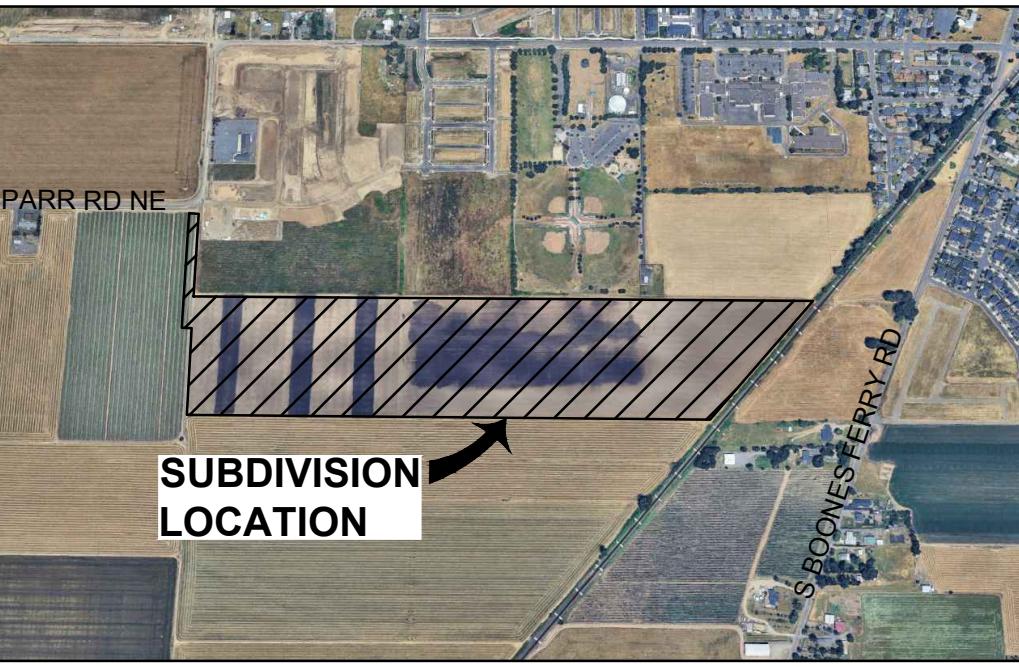
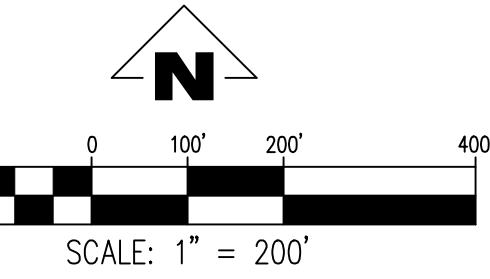
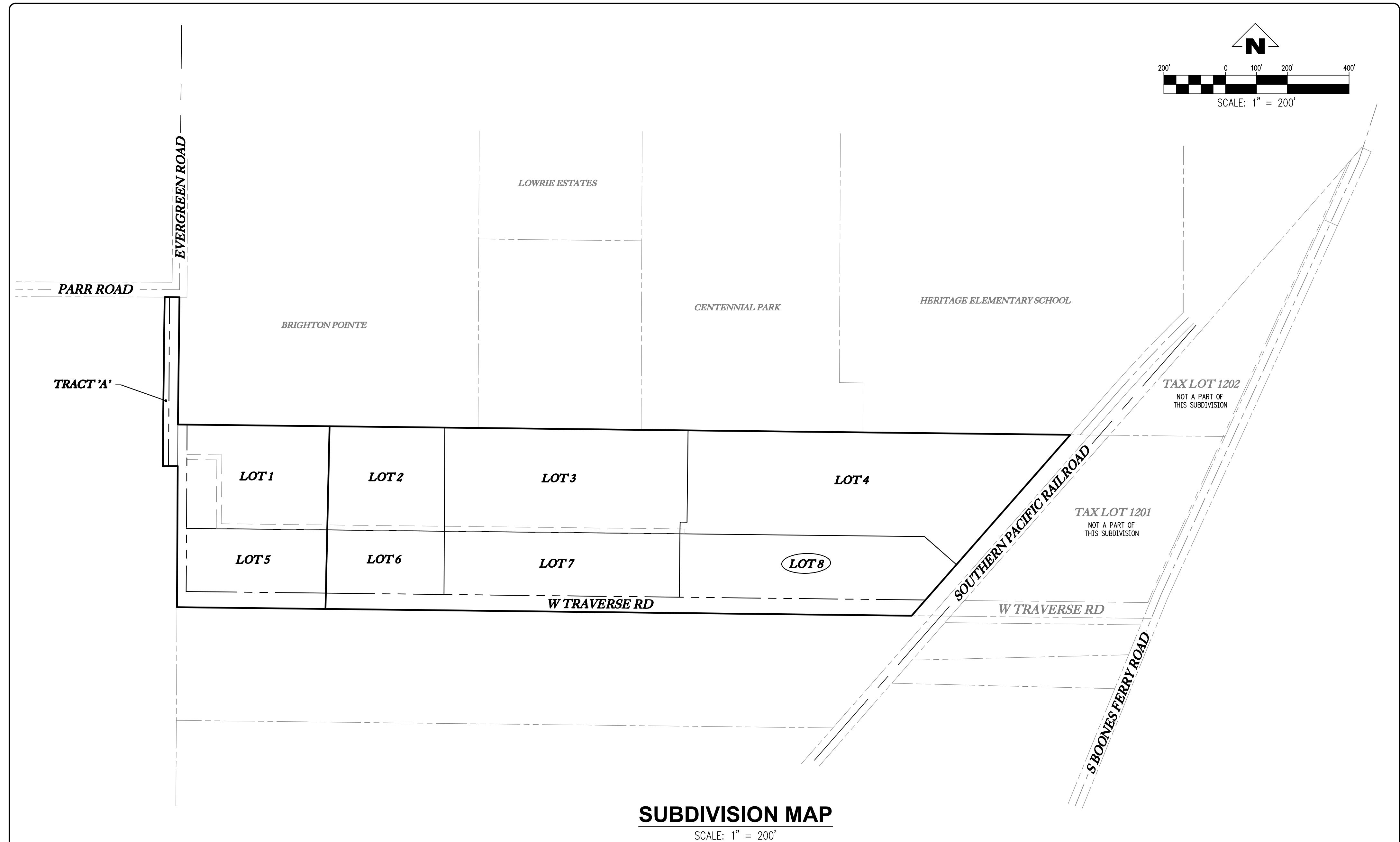
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**02**  
OF  
**02**

# MILL CREEK III

## 8 - LOT SUBDIVISION - TENTATIVE SUBDIVISION PLANS TAX MAP 052W13-TL 1200 & 1203 CITY OF WOODBURN, OREGON



**VICINITY MAP**

SCALE: NTS

### SUBDIVISION DATA

SUBDIVISION AREA: 56.88 ACRES  
FUTURE ZONING: RMN & RSN  
TAXLOT: 1200, 1203  
TAXMAP: TAX MAP 052W13  
NO OF LOTS: 8

### PROJECT CONTACTS

**APPLICANT:**  
ICON CONSTRUCTION & DEVELOPMENT  
1969 WILLAMETTE FALLS DR, SUITE 260  
WEST LINN, OREGON 97068  
CONTACT: HARLAN BOROW  
(503) 657-0406 (P)

**SURVEYOR:**  
CENTERLINE CONCEPTS LAND SURVEYING, INC  
19378 MOLLALA AVE, SUITE 120  
OREGON CITY, OR 97045  
CONTACT: TOBY BOLDEN, PLS  
(503) 650-0188 (P)

**CIVIL ENGINEER:**  
EMERIO DESIGN, LLC  
1500 VALLEY RIVER DR, SUITE 100  
EUGENE, OR 97401  
CONTACT: ERIC D. EVANS, P.E.  
(503) 746-8812 (P)  
(503) 639-9592 (F)

### BENCHMARK INFORMATION

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THE BASIS OF BEARINGS FOR THIS SURVEY IS PER MONUMENTS FOUND AND HELD ALONG THE NORTH LINE, HOLDING BEARINGS BASED ON OREGON STATE PLANE COORDINATE SYSTEM, NORTH ZONE, NAD 83(2011).

### DRAWING INDEX

NO.	SHEET TITLE
01	COVER SHEET
02	EXISTING CONDITIONS
03	PROPOSED LOT LAYOUT
04	SHADOW PLAT
05	COMPOSITE UTILITY PLAN
06	NODAL DEVELOPMENT OVERLAY CONCEPT PLAN

### LEGEND

SUBJECT PROPERTY BOUNDARY
ADJACENT PROPERTY LINE
CENTER LINE OF ROAD
CENTER LINE OF RAILROAD
PROPOSED PROPERTY LINE

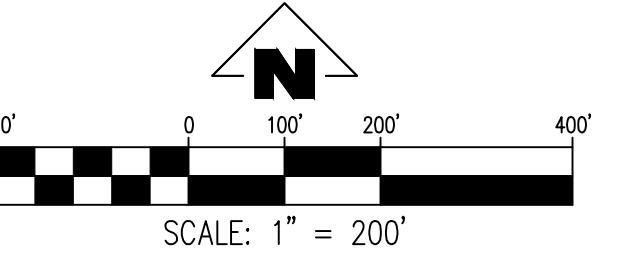
**PAPER SCALE NOTE**  
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01  
OF  
06

**MILL CREEK III**  
**TAX MAP 052W13-TL 1200 & 1203**  
**MARION COUNTY**  
**WOODBURN, OREGON**



**MILL CREEK III  
TAX MAP 052W13-TL 1200 & 1203  
MARION COUNTY  
WOODBURN, OREGON**

**EXISTING CONDITIONS**

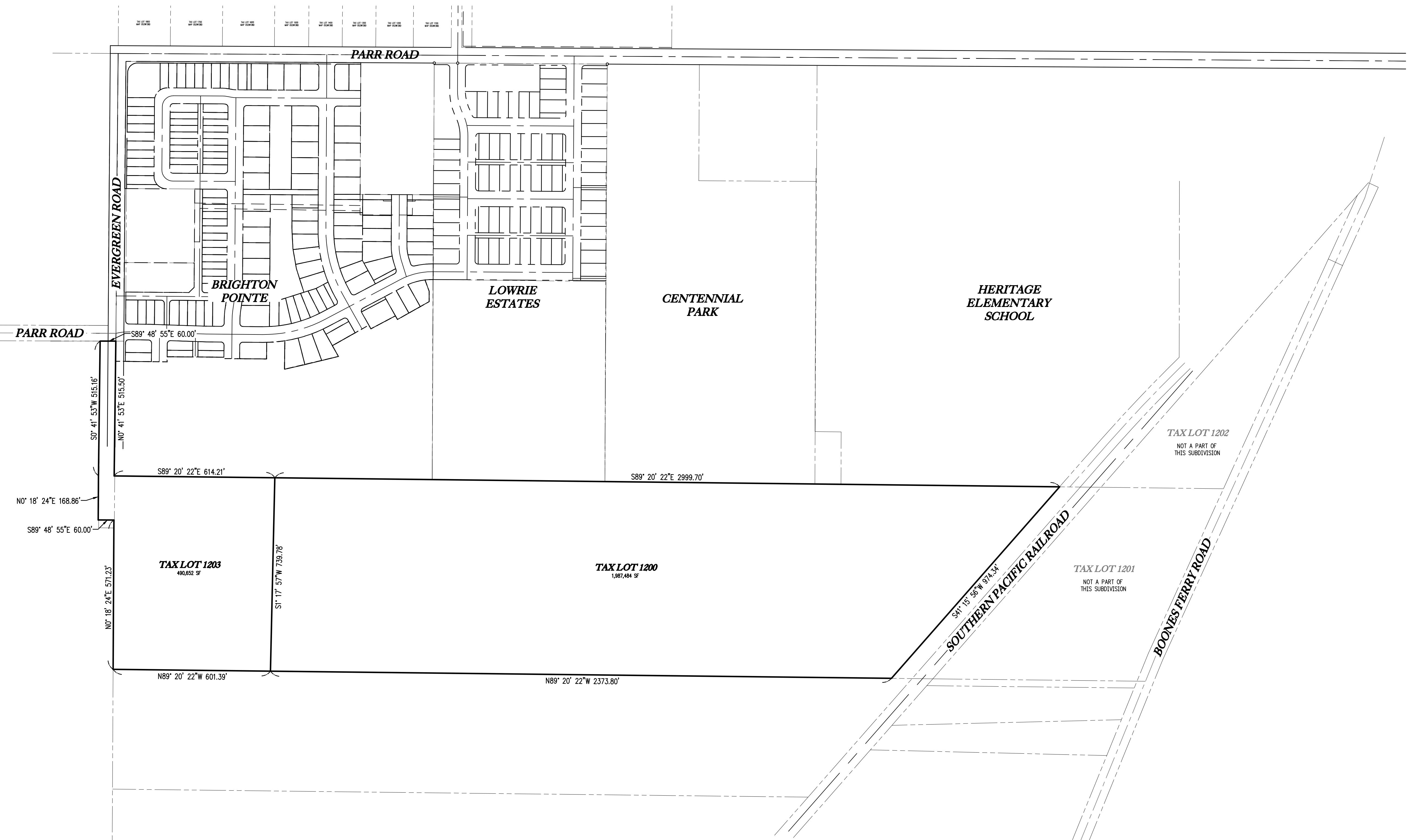
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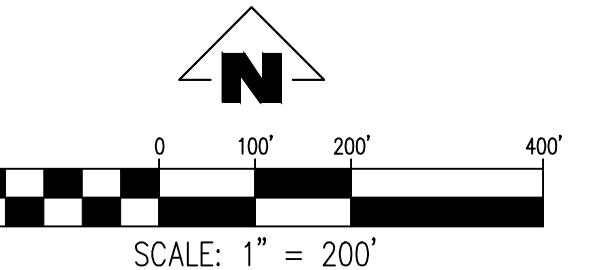
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**02**

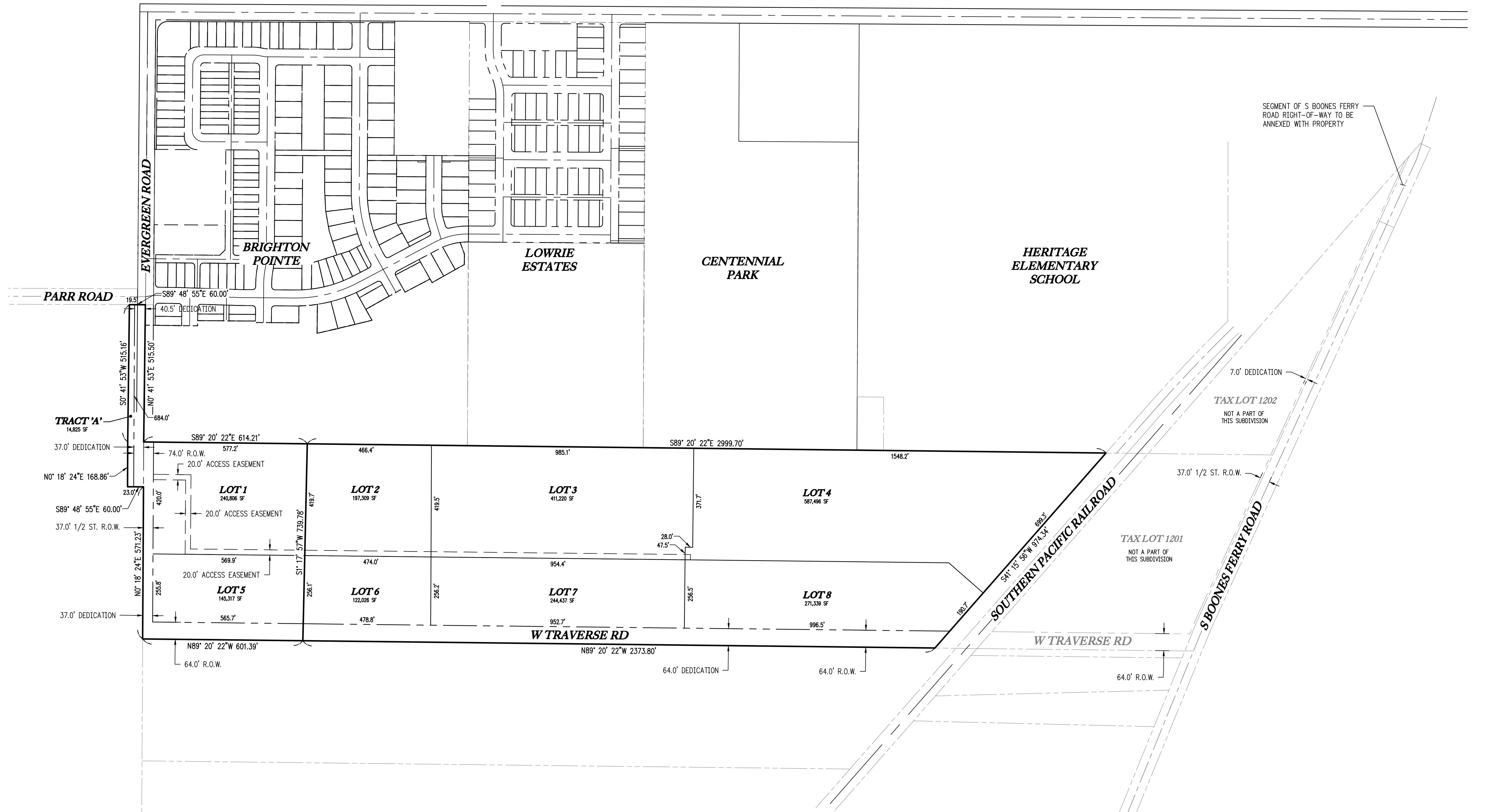
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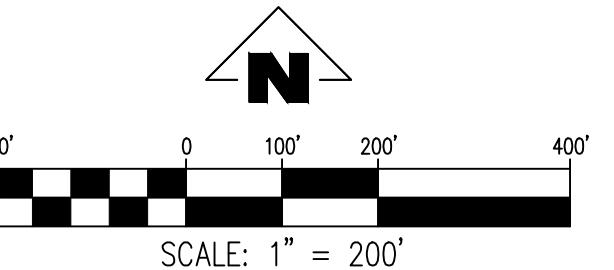


**TAX MAP 052W13-TL 1200 & 1203  
MARION COUNTY  
WOODBURN, OREGON**

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A rectangular label with a black border. Inside, the word "SHEET" is at the top left, "03" is large in the center, "OF" is to its right, and "06" is at the bottom right. A diagonal line runs from the bottom-left corner to the top-right corner.



MILL CREEK III  
TAX MAP 052W13-TL 1200 & 1203  
MARION COUNTY  
WOODBURN, OREGON

**SHADOW PLAT**

REVISIONS

NO. DATE DESCRIPTION

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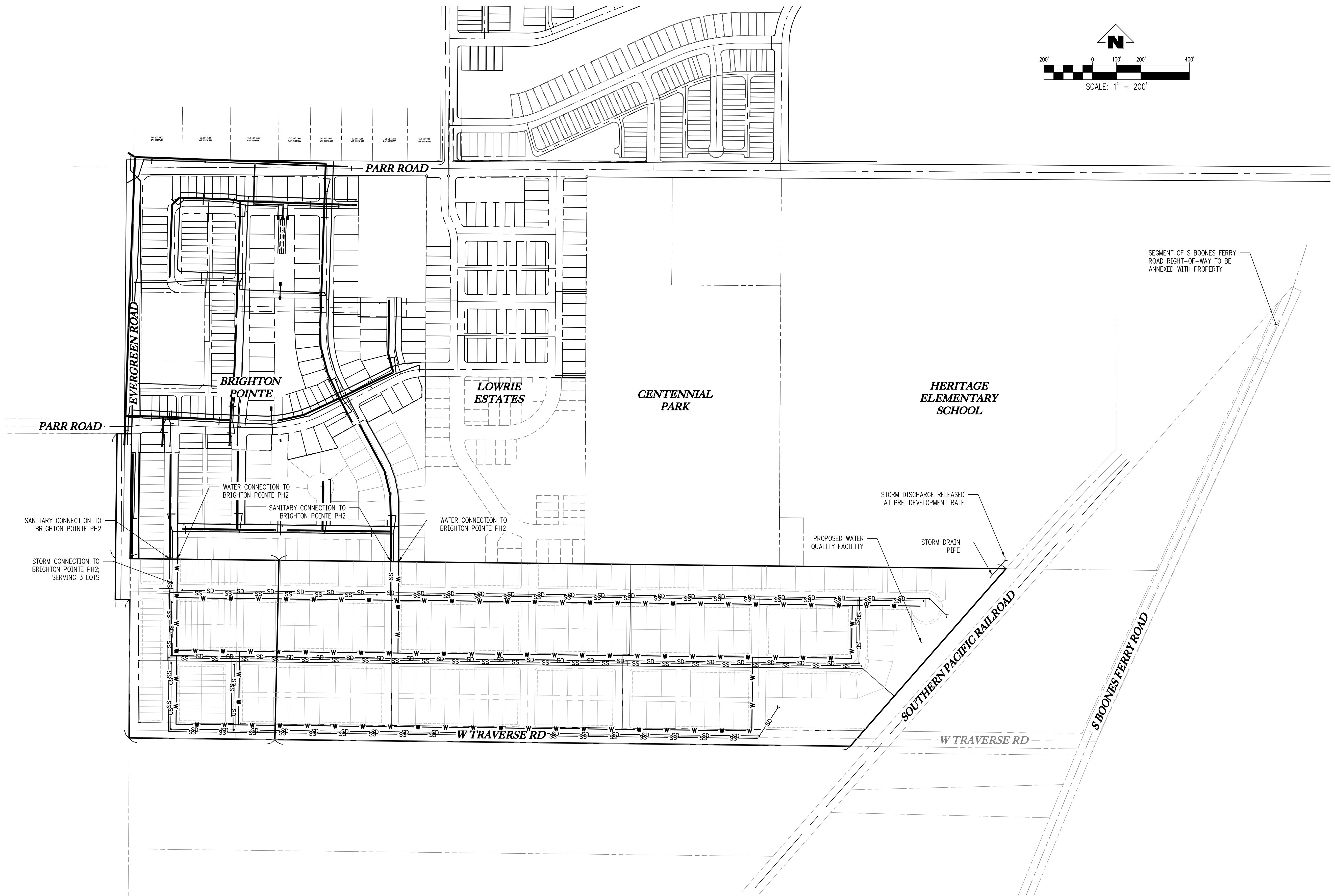
SHEET

04

OF

06





MILL CREEK III  
TAX MAP 052W13-TL 1200 & 1203  
MARION COUNTY  
WOODBURN, OREGON

**FUTURE UTILITY PLAN**

REVISIONS  
NO. DATE DESCRIPTION

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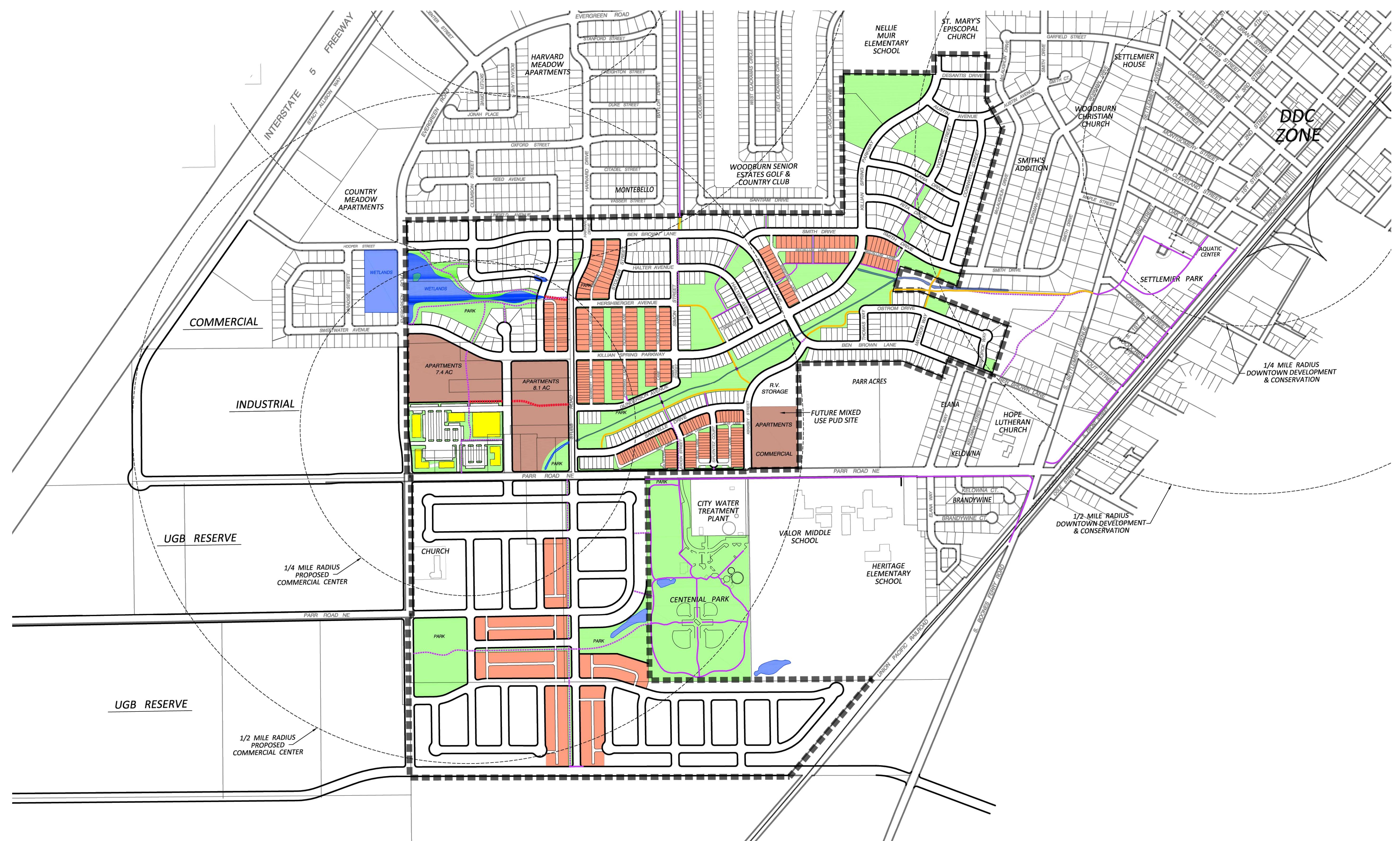
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SHEET

05

OF

06



NODAL DEVELOPMENT OVERLAY CONCEPT PLAN

SCALE: NTS

MILL CREEK III  
TAX MAP 052W13-TL 1200  
MARION COUNTY  
WOODBURN, OREGON

**NODAL DEVELOPMENT  
OVERLAY CONCEPT PLAN**

NO.	DATE	DESCRIPTION	REVISIONS
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# Agenda Item

January 12, 2026

To: Honorable Mayor and City Council through City Manager

From: Chris Kerr, Community Development Director *CK*,

Subject: **Ordinance adopting a revised Transportation System Plan (TSP) and amending the Woodburn Development Ordinance (WDO).**

## **RECOMMENDATION:**

Adopt an ordinance revising the Transportation System Plan, a component of the Woodburn Comprehensive Plan, and making associated amendments to the Woodburn Development Ordinance.

## **BACKGROUND:**

In July 2023, the City Council directed staff to initiate the hiring of a consultant (Kittleson & Associates) to update the 2019 TSP and WDO to address development in this area. Specifically, the revisions were intended to account for recently completed developments and their associated improvements; and identify the necessary future transportation improvements needed to serve the recent Urban Growth Boundary (UGB) expansion area. Associated updates to the WDO were also proposed through this process that would sunset the Interchange Management Area (IMA) district area trip budget as its 20-year planning horizon has expired.

The Planning Commission held a work session on August 14, 2025, to review the proposed amendments. At their October 23, 2025, meeting, the Planning Commission held a public hearing and unanimously recommended that the City Council approve the TSP and WDO amendment package as presented.

The City Council held a public hearing on December 8, 2025. At the public hearing ODOT representatives testified in opposition to the amendment that removes the district trip budget from the IMA. Councilors asked ODOT and City

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Agenda Item Review: City Manager  x  City Attorney  x

staff to clarify questions and expressed support for the amendments as they reflect Woodburn's economic goals.

### **DISCUSSION:**

Based on City Council direction, staff has prepared the attached ordinance for consideration, which incorporates the TSP and WDO amendments presented at the Council hearing on December 8<sup>th</sup>. Associated findings supporting adoption of the amendment package are also included as an attachment to the ordinance and provide, in-part, a response to the objections raised by ODOT during the public hearing process.

### **FINANCIAL IMPACT:**

Modifying the TSP to include needed roadway projects to address the recent and expected development activity in the southwest area of the City is critical to ensure that future development is providing transportation facilities that are both appropriate and predictable. The list of projects in the TSP is used to formulate the City's capital improvement plan as well as determining the SDC schedule. Additionally, these projects allow the city and developers to more accurately confirm the individual proportionate share costs required for an individual development project. Determining these proportionate share costs assures that development costs are borne by applicants rather than the public to the greatest extent legally possible.

The proposed WDO amendment to the IMA district is vitally important and imperative because if no action is taken and the 'cap' were to be reached, hundreds of acres of vacant land in the IMA would be essentially unbuildable - putting the city at a significant risk under the takings clause of the US Constitution.

**COUNCIL BILL NO. 3293**

**ORDINANCE NO. 2643**

**AN ORDINANCE REVISING THE TRANSPORTATION SYSTEM PLAN (“TSP”) TO ACCOUNT FOR THE RECENT URBAN GROWTH BOUNDARY (“UGB”) EXPANSION AND AMENDING THE WOODBURN DEVELOPMENT ORDINANCE (“WDO”) RELATED TO THE INTERCHANGE MANAGEMENT AREA (IMA) (LA 23-01)**

**WHEREAS**, ORS 197.175 requires cities to prepare, adopt, and implement Comprehensive Plans consistent with statewide planning goals adopted by the Land Conservation and Development Commission; and

**WHEREAS**, Oregon Statewide Planning Goal 12 requires cities, counties and the state to create a transportation system plan that takes into account all relevant modes of transportation: mass transit, air, water, rail, highway, bicycle and pedestrian; and

**WHEREAS**, the Woodburn Transportation System Plan (TSP) was last updated in 2019 to guide the management of the appropriate transportation facilities; and

**WHEREAS**, periodic revisions and updates to the TSP are necessary and expected to comply with statutes and administrative rules, administer new and revised long-range plans, and address current issues; and

**WHEREAS**, there has been unprecedented commercial and residential development in the southwest area of the city; and

**WHEREAS**, the City recently completed a UGB expansion, adding 237 acres of new industrial land in the southwest area; and

**WHEREAS**, the current 2019 TSP does not account for the recent development or the recent UGB expansion; and

**WHEREAS**, In July 2023, the City Council directed staff to initiate the hiring of a consultant (Kittleson & Associates) to update the 2019 TSP to address recent developments; and

**WHEREAS**, the City received grant support from Business Oregon to assist with the development of the revised TSP; and

**WHEREAS**, the process was led by a professional consultant with input from a Technical Advisory Committee which included representatives from DLCD, Marion County, ODOT, and technical staff from the city; and

**WHEREAS**, within the study area for the TSP revisions, the City also has an Interchange Management Area (IMA) overlay zoning district, which is intended to guide development around the I-5/OR 214 interchange, focusing on managing traffic, promoting planned industrial growth (part of the Southwest Industrial Reserve - SWIR), and ensuring high-quality development; and

**WHEREAS**, in 2005 the City entered into an Interchange Management Area (IMA) agreement with Oregon Department of Transportation (ODOT); and

**WHEREAS**, as part of the IMA agreement, a 20-year budget cap on peak hour trips within the IMA Overlay District was incorporated into the City's WDO; and

**WHEREAS**, the 20-year peak hour trip budget for the District sunsets at the end of 2025 and the City desires that change to be reflected in revisions to the City's WDO; and

**WHEREAS**, the Woodburn Planning Commission held a public hearing on October 23, 2025 and unanimously recommended approval of the TSP and WDO amendments to the City Council; and

**WHEREAS**, the Woodburn City Council held a public hearing on December 8, 2025, and tentatively approved the legislative amendments on a unanimous vote; **NOW, THEREFORE**,

#### **THE CITY OF WOODBURN ORDAINS AS FOLLOWS:**

**Section 1.** For purposes of this ordinance amendment, all new text is shown as underlined (i.e. new text) and all deleted text is shown as stricken (i.e. ~~deleted text~~). After this ordinance amendment is adopted, the Community Development Director shall correct the TSP and WDO to incorporate all revisions contained herein.

**Section 2.** The revised Transportation System Plan (Exhibit A), attached hereto and incorporated herein, is hereby adopted as an element of Volume II of the Woodburn Comprehensive Plan.

**Section 3.** The Woodburn Development Ordinance is amended as specified in Exhibit B, which is attached hereto and incorporated herein.

**Section 4.** The legislative action taken by this Ordinance is explained and justified by the Analyses & Findings document attached hereto and incorporated herein as Exhibit C.

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 TRANSPORTATION SYSTEM PLAN

Prepared For:

**City of Woodburn**  
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Woodburn, Oregon 97071  
(503) 982-5246

Prepared By:

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# FINAL

September 2019

\*\*\*Updated 2025\*\*\*

This Project is partially funded by a grant from the Transportation and Growth Management ("TGM") Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America's Surface Transportation Act ("FAST Act"), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

### Acknowledgements

The development of the Woodburn Transportation System Plan was guided by the Project Management Team (PMT) a Technical Advisory Committee, and a volunteer Citizen Advisory Committee (CAC). The City of Woodburn would like to thank each of these individuals who devoted their time, expertise, and insight into the development of the plan.

### **Project Management Team (PMT)**

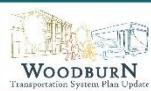
- Chris Kerr, City of Woodburn
- Eric Liljequist, P.E., City of Woodburn
- Michael Duncan, ODOT

### **Citizens Advisory Committee (CAC)**

- Dawn Cole – Estates Officer
- Mark Hester – Business Representative
- Kari Pankey – Parks Board
- Charlie Piper – Planning Commission Chairperson
- Sharon Schaub – City Councilor
- Peter Skei – Industrial Property Representative
- Sheryl Southwell – Industrial Property Representative
- Elias Villegas – Chemeketa College
- John Zobrist - Citizen

### **Consultant Team Members**

- Matt Hughart, AICP, Kittelson & Associates, Inc.
- Molly McCormick, Kittelson & Associates, Inc.
- Julia Kuhn, P.E., Kittelson & Associates, Inc.
- Adrienne DeDona, JLA Public Involvement
- Clinton "CJ" Doxsee, Angelo Planning Group
- Darci Rudzinski, AICP, Angelo Planning Group



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### **\*\*\*NOTE – 2025 TSP UPDATE\*\*\***

Woodburn's Southwest Industrial Reserve (SWIR) has undergone significant changes since the adoption of the 2019 TSP, highlighted by the construction and recent opening of the Amazon fulfillment center along Butteville Road and the soon to be opened extension of Evergreen Road to Parr Road. These changes are occurring amidst the on-going buildout of the Smith Creek and Brighton Pointe residential neighborhoods and various other residential projects. Most recently, the City of Woodburn formally expanded its urban growth boundary (UGB) which added approximately 237 acres of land to the SWIR, creating significant future industrial development opportunities to the area.

To accommodate these land use actions, Woodburn began an sub-area planning process in 2024 to identify and develop a more detailed list of transportation infrastructure projects for the southwest portion of the City. The 2025 TSP Update is the product of this subarea refinement plan.

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# 1 INTRODUCTION

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Why Create a Transportation System Plan?

Woodburn 2019

TSP Update Process

TSP Organization

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## INTRODUCTION

### WHY CREATE A TRANSPORTATION SYSTEM PLAN?

The Woodburn Transportation System Plan (TSP) is a long-range plan that sets the vision for the city's transportation system, facilities and services to meet state, regional, and local needs for the next 20 years. The TSP was developed through community and stakeholder input and is based on the system's existing needs, opportunities, and anticipated available funding. The plan also serves as the Transportation Element of the Woodburn Comprehensive Plan. The purpose of the 2019 TSP update is to address regulatory changes that have occurred in the region since the previous 2005 TSP, as well as to provide an updated list of projects to address local transportation needs and deficiencies.



Pedestrians in Downtown Woodburn



Playground Located Along the Existing Section of Mill Creek Greenway

The TSP addresses compliance with new or amended Federal, State, and local plans policies, and regulations including the Oregon Transportation Plan (OTP), the State's Transportation Planning Rule (TPR), the Oregon Highway Plan (OHP), and presents the investments and priorities for the Pedestrian, Bicycle, Transit, and Motor Vehicle System.

## WOODBURN 2019

As shown in Figure 1, the City of Woodburn lies in the Willamette Valley in Marion County, approximately 30 miles south of Portland and approximately 20 miles north of Salem. Initially starting as land purchased for a tree nursery, construction of the railroad led to rapid development and incorporation as a city in 1889. Further growth occurred as additional tracks and I-5 were constructed. Based on information from the Portland State University Population Research Center (PRC), Woodburn has an estimated 2016 population of 24,795 people, comprising 7.4% of Marion County's 333,950 residents. The community is known for its tourism, local events, and young and diverse population. Big attractions include the Woodburn Premium Outlets, several golf courses, Tulip Festival, Fiesta Mexicana, and the Woodburn Dragstrip with over 4.5 million visitors to the area each year.

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**Figure 1: Regional Map**



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## TSP UPDATE PROCESS

The TSP update process began with a review of local, regional, and statewide plans and policies that guide land use and transportation planning in the city. Goals and objectives were then developed collaboratively with the project's Citizens Advisory Committee (CAC) to guide the evaluation of the existing and future transportation system conditions as well as the development of planned improvements. An inventory of the multimodal transportation system was conducted to serve as the basis for the existing and future conditions analyses. The existing and future condition analyses focused on identifying gaps and deficiencies in the multimodal transportation system based on current and forecast future performances. For each gap and deficiency, a solution, or set of potential solutions, was identified to address the system needs. The solutions were then evaluated to determine the preferred solutions, which were prioritized through the public involvement process and organized into planned project lists. The culmination of the TSP update process is this document, which presents the plans and solutions identified to address the existing and future gaps and deficiencies in the city's transportation system.

### Committees

The project team developed the TSP update in close coordination with city staff, along with representatives from the local community. One formal committee, referred to as the Citizens Advisory Committee (CAC), had a significant role in the TSP update process. The CAC consisted of local residents with an interest in transportation. The CAC provided technical guidance and coordination throughout the project. CAC members reviewed and commented on technical memorandums and participated in committee meetings and community meetings. The CAC served as the voice of the community and the caretakers of the goals and objectives of the TSP update.

### Public Involvement

The Woodburn TSP is the result of a collaboration among various public agencies, the community, and the project team of city staff, Oregon Department of Transportation (ODOT), and consultants. The public involvement process consisted of continuous face-to-face interactions at multiple events. These events included three drop-in style and three on-line open houses spaced over the course of key project milestones. A detailed summary of the open house outreach methods and feedback is provided in the technical companion document to the TSP. At the deliverable level, the project was supported by Citizens Advisory Committee (CAC) made up of interested citizens, business representatives, and Planning Commission members.



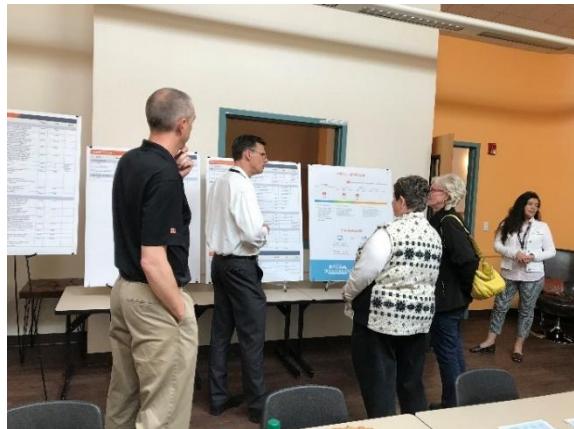
Open House #1



Open House #1



Open House #3



Open House #3

## TSP ORGANIZATION

The Woodburn TSP is comprised of the main TSP summary document (Volume I) and a volume of supporting technical appendices and other supporting documentation (Volume II). Volume I (this document) is organized into the following sections:

- Chapter 1 – Introduction
- Chapter 2 – Setting The Vision for Woodburn's Transportation System
- Chapter 3 – Motor Vehicle System
- Chapter 4 – Transit System
- Chapter 5 - Pedestrian System
- Chapter 6 – Bicycle System
- Chapter 7 – Other Travel Modes
- Chapter 8 – Funding and Implementation Outline
- Chapter 9 – Glossary of Terms

Volume II (under separate cover) contains the technical memorandums prepared during the development of the TSP including the detailed data and technical analyses that informed the plan.



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## 2 THE VISION FOR TRANSPORTATION

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Setting the Vision for Woodburn's Transportation System  
Goals and Objectives

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## SETTING THE VISION FOR WOODBURN'S TRANSPORTATION SYSTEM

Setting a vision for a city's transportation system is an essential first step in maintaining the existing system and establishing the framework to accommodate potential growth. The public involvement process for the TSP provided a forum for the community to express their vision for the future of Woodburn's transportation network. The community advisory committee and other community members expressed a desire for a transportation system that maintains community livability, enhances existing transportation infrastructure, increases safety for all users, and provides a framework for potential growth.

## GOALS AND OBJECTIVES

The project team developed goals and objectives for the TSP update to help guide the review and documentation of the preferred future Woodburn transportation system. As described in Technical Memorandum #6: Preferred Alternatives, the goals and objectives through a range of evaluation criteria that were applied to select preferred alternatives and priority rankings among the identified projects. In compliance with state, regional, and local planning requirements, the goals and objective below emphasize a multimodal system that supports all modes and users.

### **Goal 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.

#### **Objective 1A**

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

#### **Objective 1B**

Develop a plan for providing travel options between Woodburn and Portland or Salem, including intercity bus service and potential bus/carpool park-and-ride facilities.

#### **Objective 1C**

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

### **Objective 1D**

Develop a comprehensive network of sidewalks and off-street pathways that improve pedestrian mobility within neighborhoods and link residential areas to schools, parks, commercial areas, and employment centers.

### **Objective 1E**

Maintain adequate intersection and roadway capacity on the key east-west and north-south arterials.

## **Goal 2 – Connectivity**

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

### **Objective 2A**

Verify and Incorporate the relevant strategies and infrastructure projects from the existing TSP, I-5/OR 214 IAMP, and 99E Refinement Plan

### **Objective 2B**

Identify new east-west and north-south collector/minor arterial streets within the City to relieve traffic demands on Oregon 219/214, 211, and 99E, and coordinate with Marion County to construct the street connections needed outside of the urban growth boundary (UGB).

### **Objective 2C**

Develop updated street design standards for arterials, collectors, and local streets.

## **Goal 3 – Safety**

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

### **Objective 3A**

Address existing and potential future safety issues by identifying high collision locations and locations near schools or with a history of fatal, severe injury, and/or pedestrian/bicycle-related crashes and developing strategies to address those issues.

### **Objective 3B**

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

### **Objective 3C**

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

## **Goal 4 – Strategic Investment**

Provide a financially sustainable transportation system through responsible stewardship of assets and financial resources.

### **Objective 4A**

Identify new and innovative funding sources for transportation improvements

### **Objective 4B**

Preserve and maintain the existing transportation system assets to extend their useful life.

## **Goal 5 – Land Use and Transportation Integration**

Review and update land use standards and ordinances to create a balanced built environment where existing and planned land uses are supported by an efficient multi-modal transportation system.

### **Objective 5A**

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

### **Objective 5B**

Identify revisions to the Woodburn Zoning Ordinance for compliance with the Transportation Planning Rule

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## 3 MOTOR VEHICLE SYSTEM

Functional Classification System

Roadway Plan

Freight Plan

Traffic Safety Plan

Local Street Connectivity Plan

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## MOTOR VEHICLE SYSTEM

Streets serve a majority of all trips within Woodburn across all travel modes. In addition to motorists in private vehicles, pedestrians, bicyclists, and public transit riders use streets to access areas locally and regionally. This section summarizes the updated functional classification system, roadway plan, freight plan, safety plan, and local street connectivity plan that make up Woodburn's motor vehicle system.

## FUNCTIONAL CLASSIFICATION SYSTEM

A street's functional classification defines its role in the transportation system and reflects desired operational and design characteristics such as right-of-way requirements, pavement widths, pedestrian and bicycle features, and driveway (access) spacing standards.

Figure 2 illustrates the functional classification of streets within Woodburn, which includes the following designations as defined by the current Woodburn TSP:

- **Freeways** – The primary function of the interstate is mobility, because freeways connect major cities, regions within Oregon, and other states, and serve as major freight routes. The freeway should provide "safe and efficient high-speed continuous flow." The freeway has full access control with access limited to the interchange. Only motorized vehicle traffic is served.
- **Major Arterials** – Primary functions are to serve local and through traffic as it enters and leaves the urban area, connect Woodburn with other urban centers and regions, and provide connections to major activity centers within the UGB. Emphasis should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.
- **Minor Arterials** – Primary functions are to connection major activity centers and neighborhoods within the UGB and to support the major arterial system. Minor arterials should have a higher degree of access, shorter trip lengths, lesser traffic volumes, and lower travel speeds than major arterials. Like major arterials, emphasis should be on traffic flow, pedestrian and bicycle movements. On-street bicycle lanes and sidewalks should be provided.
- **Service Collector** - Primary function is to provide connections between neighborhoods and major activity centers and the arterial street system. Some degree of access is provided to adjacent properties, while maintaining circulation and mobility for all users. Service collectors carry lower traffic volumes at slower speeds than major and minor arterials. On-street bicycle lanes and sidewalks should be provided.

- Access Streets – Primary function is to connect residential neighborhoods with service collectors or arterials. On-street parking and access to adjacent properties is prevalent. Slower speeds should be provided to ensure community livability and safety for pedestrians and cyclists. In many cases, cyclists can “Share the road” with motor vehicles because of low traffic volumes and speeds. Sidewalks or pathways should be provided for pedestrians.
- Local Streets – Primary function is to provide direct access to adjacent land uses. Short roadway distances, slow speeds, and low traffic volumes characterize local streets. Cyclists can share the road with motor vehicles. Sidewalks or pathways should be provided for pedestrians. [Local street designations include residential local streets and industrial local streets.](#)



School Bus



Woodburn Public Library

Table 1 summarizes the functional classifications of the major arterial, minor arterial, and service collector streets within Woodburn and identifies the overlapping ownership/maintenance and jurisdictional relationships that exist.

The functional classifications used in local TSPs should be consistent with other regional planning efforts. As shown in Table 1, there are several streets that currently have conflicting classifications.



**Figure 2: Functional Roadway Classification**



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**Table 1: Functional Classification Comparison by Jurisdiction**

Roadway	Jurisdiction	Functional Classification			Consistent between Jurisdictions?
		Woodburn	Marion County	Federal	
Butteville Road (north of OR 219 and south of OR 219)	County/City	Minor Arterial	Major Collector	Major Collector	No
Butteville Road (segment where aligned with OR 219)	ODOT	Minor Arterial		Minor Arterial	Yes
OR 219 (Butteville Road to Woodland Avenue)	ODOT	Major Arterial		Minor Arterial	No
OR 219 (Woodland Avenue to I-5)	ODOT	Major Arterial		Principal Arterial	No
Woodland Avenue	City	Access Street		Major Collector	No
Arney Road	City/Private	Service Collector		Major Collector	No
I-5	ODOT	Freeway		Interstate	Yes
OR 214 (I-5 to OR 99E)	ODOT	Major Arterial		Principal Arterial	Yes
OR 214 (OR 99E to UGB east limits)	ODOT	Major Arterial		Minor Arterial	No
Stacy Allison Way	City	Service Collector		Local	No
Center Street	City	Service Collector		Local	No
Evergreen Road (OR 219 to Boean Lane)	City	Minor Arterial		Major Collector	No
Evergreen Road (Boean Lane to end of road)	City	Minor Arterial		Local	No
Harvard Drive	City	Access Street		Local	No
Stubb Road	County/City	Access Street	No Designation	Local	No
Parr Road	County/City	Service Collector	Major Collector	Major Collector	No
Hayes Street	City	Service Collector		Major Collector	No
Oregon Way	City	Access Street		Major Collector	No
Astor Way	City	Access Street		Major Collector	No
Country Club Road	City	Access Street		Major Collector	No
Boones Ferry Road/Settlemier Avenue (north of Parr Road)	County/City	Minor Arterial	Arterial	Minor Arterial	Yes
Boones Ferry Road/Settlemier Avenue (south of Parr Road)	County/City	Minor Arterial	Major Collector	Minor Arterial	Yes

Roadway	Jurisdiction	Functional Classification			Consistent between Jurisdictions?
		Woodburn	Marion County	Federal	
Tukwila Drive	City	Access Street		Major Collector	No
Hazelnut Drive	City	Access Street		Major Collector	No
5 <sup>th</sup> Street	City	Access Street		Major Collector	No
Harrison Street	City	Service Collector		Major Collector	No
Lincoln Street	County/City	Service Collector	Local	Major Collector	No
Garfield Street	City	Minor Arterial		Minor Arterial	Yes
Young Street	City	Minor Arterial		Minor Arterial	Yes
Cleveland Street	City	Service Collector		Major Collector	No
Front Street	City	Minor Arterial		Minor Arterial	Yes
Industrial Avenue	City	Service Collector		Major Collector	No
Progress Way	City	Service Collector		Major Collector	No
OR 211	ODOT	Major Arterial		Minor Arterial	Yes
Park Avenue	City	Access Street		Major Collector	No
Hardcastle Avenue	County/City	Service Collector	No Designation	Major Collector	No
Gatch Street	City	Access Street		Major Collector	No
Brown Street	City	Service Collector		Major Collector	No
OR 99E (north of OR 214 and south of Young Street)	ODOT	Major Arterial		Minor Arterial	No
OR 99E (segment where aligned with OR 214)	ODOT	Major Arterial		Principal Arterial	No
Cooley Road	County/City	Service Collector	Local	Major Collector	No

### Roadway Cross-section Standards

A functional classification system as shown in Figure 2 has to work together with roadway cross-section standards to allow for standardization of key characteristics within roadway classifications while also providing some flexibility based on context. A roadway's cross-section and design will vary between streets and between segments based on adjacent land uses and demands, but the overall street network should also be considered. The Woodburn

Development Ordinance Section 3.01.04<sup>1</sup> contains the current roadway cross-sections standards for the city that work together with the identified functional classification system shown in Figure 2.

## ROADWAY PLAN

### Roadway Facilities

The roadway facility types that are currently utilized or that are recommended through the roadway plan projects are described below.

#### **Turn Lanes**

Separate left- and right-turn lanes, as well as two-way left-turn lanes (TWLTL) can provide separation between slowed or stopped vehicles waiting to turn and through vehicles. The design of turn lanes is largely determined based on a traffic study that identifies the storage length needed to accommodate vehicle queues. Turn lanes are commonly used at intersections where the turning volumes warrant the need for separation.

#### **Traffic Signals**

Traffic signals allow opposing streams of traffic to proceed in an alternating pattern. National and state guidance indicates when it is appropriate to install traffic signals at intersections. When used, traffic signals can effectively manage high traffic volumes and provide dedicated times in which pedestrians and cyclists can cross roadways. Because they continuously draw from a power source and must be periodically re-timed, signals typically have higher maintenance costs than other types of intersection control. Signals can improve safety at intersections where signal warrants are met, however, they may result in an increase in rear-end crashes compared to other solutions. Signals have a significant range in costs depending on the number of approaches, how many through and turn lanes each approach has, and if it is located in an urban or rural area. The cost of a new traffic signal ranges from approximately \$250,000 in rural areas to \$500,000 in urban areas.

#### **Signal Timing/Phasing Modifications**

Signal retiming and optimization offers a relatively low-cost option to increase system efficiency. Retiming and optimization refers to updating timing plans to better match prevailing traffic conditions and coordinating signals. Timing optimization can be applied to existing systems or may include upgrading signal technology, such as signal communication infrastructure, signal controllers, or cabinets. Signal retiming can reduce travel times and be especially beneficial to improving travel time reliability. In high pedestrian or desired pedestrian areas, signal retiming can facilitate pedestrian movements through intersections by increasing minimum green times to give pedestrians time to cross during each cycle, which may create additional delay for other

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<sup>1</sup> <https://www.woodburn-or.gov/dev-planning/page/woodburn-development-ordinance-wdo>

intersection users. Signals can also facilitate bicycle movements with the inclusion of bicycle detectors.

Signal upgrades often come at a higher cost than signal timing and phasing modifications and usually require further coordination between jurisdictions. However, upgrading signals provides the opportunity to incorporate advanced signal systems to further improve the efficiency of a transportation network. Strategies include coordinated signal operations across jurisdictions, centralized control of traffic signals, adaptive or active signal control, and transit or freight signal priority as further described in the Transportation System Management and Operations (TSMO) section. These advanced signal systems can reduce delay, travel time, and the number of stops for transit, freight, and other vehicles. In addition, these systems may help reduce vehicle emissions and improve travel time reliability.

### **Roundabouts**

Roundabouts are circular intersections where entering vehicles yield to vehicles already in the circle. They are designed to slow vehicle speeds to 20 to 30 mph or less before they enter the intersection, which promotes a more comfortable environment for pedestrians, bicyclists, and other non-motorized users. Roundabouts have fewer conflict-points and have been shown to reduce the severity of crashes, as compared to signalized intersections. Roundabouts can be more costly to design and install when compared to other intersection control types, but they have a lower operating and maintenance cost than traffic signals. Topography must be carefully evaluated in considering a roundabout, given that slope characteristics at an intersection may render a roundabout infeasible. The cost of a new roundabout ranges from approximately \$2 million to \$4 million depending upon the number of lanes and the slope conditions.



Traffic Signal



Roundabout

### **Through Lanes**

When the demand per lane on a roadway segment has reached saturation, a potential solution is to construct additional through lanes. Although this theoretically adds capacity to the corridor,

added lanes can allow latent demand from the system to show an increase in demand. Added lanes may also create induced demand where drivers see that roadway as less of a barrier with its increased capacity, drawing in additional new demand and potentially maintaining or worsening the rate of congestion.

When a roadway does not have a consistent number of travel lanes per direction along a corridor, an added through lane may provide a consistent cross-section allowing for less weaving by vehicles traveling the corridor.

## Roadway Plan Projects

The projects developed for the roadway plan are summarized in Table 2 and shown in Figure 3. These projects are intended to address existing and projected future transportation system needs for motor vehicles as well as all other modes of transportation that depend on the roadway system for travel, such as pedestrians, bicyclists, transit users, and truck freight.

**Table 2: Roadway Plan Projects**

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R1	Southern OR 219/Butteville Road Intersection	State/ County	Intersection-geometric considerations	Enhanced traffic control (traffic signal, roundabout, or other appropriate geometric enhancements) in coordination with ODOT	High	\$2,750,000
R2	OR 219 from Butteville Road to Willow Road	State	Street design	Widen roadway to include two lanes in each direction and a two-way left-turn lane (in conjunction with pedestrian and bicycle facility improvements) in coordination with ODOT	High	\$1,700,000 (Cost includes B1 and P1)
R3	OR 214 from Cascade Drive to OR 99E	State	Street design	Widen roadway to include two lanes in each direction and a two-way left-turn lane, including changes to signal timing as appropriate, in coordination with ODOT (and in conjunction with bicycle facility improvements)	Medium	\$20,300,000 (Cost includes B2)
R4	OR 99E from Lincoln Street to south UGB	State	Street design	As identified in the Highway 99E Corridor Plan, widen roadway to provide a continuous two-way left-turn lane and wider shoulders, including changes to signal timing as appropriate, in coordination with ODOT (and in conjunction with pedestrian and bicycle facility improvements)	Medium	\$12,300,000 (Cost includes B3, B4, P3, and P4)



# Exhibit A

## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R5	<a href="#">Parr Road from western UGB to western City Boundary</a> <a href="#">Evergreen Road from Parr Road to South Arterial and Parr Road to western City Boundary</a> <a href="#">Parr Road from Stubb Road to Evergreen Road</a>	<a href="#">County</a> <a href="#">City</a>	Street design	Upgrade to Service Collector urban standards including bicycle and pedestrian enhancements	Low	\$0 <sup>1</sup> (Project includes B21 and <a href="#">P15P14</a> )
R6	Butteville Road from <a href="#">current improved extents</a> <a href="#">Le Brun Road OR 219</a> to southern UGB	<a href="#">County</a> <a href="#">City</a>	Street design	Upgrade to Minor Arterial urban standards including bicycle and pedestrian enhancements <a href="#">on the east side</a>	Low	\$0 <sup>1</sup> (Project includes B7 and <a href="#">P6P5</a> )
R7	Brown Street from Comstock Avenue to <a href="#">Vine Avenue end of roadway</a>	City	Street design	Upgrade <a href="#">Brown Street</a> to Service Collector urban standards including bicycle and pedestrian enhancements	Low	\$0 <sup>1</sup> (Project includes <a href="#">P20P19</a> )
R8	OR 214/ I-5 Southbound Ramp Intersection	State	Traffic signal timing	Investigate corridor signal timing and coordination adjustments in coordination with ODOT	Medium	\$15,000
R9	OR 214/ I-5 Northbound Ramp Intersection	State	Traffic signal timing	Investigate corridor signal timing and coordination adjustments in coordination with ODOT	Medium	\$15,000
R10	OR 214/ Evergreen Road Intersection	State	Traffic signal timing	Investigate corridor signal timing and coordination adjustments in coordination with ODOT	Medium	\$15,000
R11	OR 214/ Oregon Way/ Country Club Road Intersection	State	Traffic signal timing	Investigate corridor signal timing and coordination adjustments in coordination with ODOT	Medium	\$15,000
R12	OR 214/ Front Street Ramp Intersection	State	Traffic control	Install intersection capacity improvement such as traffic signal (if warranted), turn lanes, or roundabout in coordination with ODOT	Medium	\$1,000,000
R13	OR 214/ Park Street Intersection	State	Traffic control	Install intersection capacity improvement such as traffic signal (if warranted), turn lanes, or roundabout in coordination with ODOT	Medium	\$1,000,000
R14	OR 214/ OR 211/ OR 99E Intersection	State	Intersection - geometric considerations	Install a second left-turn lane on the southbound approach, install a second receiving lane on the east leg, <a href="#">install a second westbound left-turn lane</a> , and update signal timing in coordination with ODOT	Medium	\$1,900,000



# Exhibit A

## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R15	Parr Road/ Settemier Avenue Intersection	City	Traffic control	Install intersection capacity improvement such as traffic signal (if warranted), turn lanes, or roundabout	Low	\$500,000 <u>to</u> <u>\$3,000,000</u>
R16	OR 99E/ Hardcastle Avenue Intersection	State	Intersection - geometric considerations	Reconfigure the westbound approach to incorporate one left-turn lane and one thru-right turn lane in coordination with ODOT	Medium	\$50,000
R17	OR 99E/ Lincoln Street Intersection	State	Intersection - geometric considerations	Install a shared through-right turn lane on the eastbound approach and reconfigure the existing approach lane as a separate left-turn lane in coordination with ODOT	Medium	\$500,000
R18	OR 99E/ Young Street Intersection	State	Intersection - geometric considerations	As identified in the Highway 99E Corridor Plan, install a third westbound lane to provide separate left, thru, and right turn lanes in coordination with ODOT. Implement protected-permissive left-turn phasing on the eastbound and westbound approaches.	Medium	\$550,000
R19	OR 99E/ Cleveland Street Intersection	State	Traffic control	Install intersection <u>capacity traffic control</u> improvement such as traffic signal (if warranted), turn lanes, or roundabout in coordination with ODOT. Consideration should be given to railroad preemption and the proximity to the signalized intersection at OR 99E and Young Street.	Medium <u>(High?)</u>	\$1,000,000
R20	Ben Brown Lane <u>from Harvard Drive to Evergreen Road</u>	City	New roadway	Extend Ben Brown Lane <u>from Harvard Drive</u> to Evergreen Road <u>at the</u> <u>Access Street standard</u>	Medium	\$5,100,000
R21	Evergreen Road	City	New roadway	Extend south to Parr Road	High	\$4,750,000
R22	Stacy Allison Way <u>from Hooper Street to Industrial Road</u>	City	New roadway	Extend <u>Stacy Allison Way</u> south to <u>UGB Industrial Street</u> <u>Road at the Service Collector standard</u>	Medium	\$7,300,000
R23	Brown Street <u>from Vine Avenue to future South Arterial</u>	City	New roadway	Extend <u>Brown Street</u> south to the <u>future</u> South Arterial <u>at the Service Collector standard</u>	Medium	\$800,000
R24	Woodland Avenue	City	New roadway	Extend west to Butteville Road	Medium	\$2,450,000
R25	East-west Connection in Southwest Woodburn <u>Industrial Road</u>	City	New roadway	<u>Extend Industrial Road to a future Construct a new Local Industrial Street connecting the southern extensions of Stacy Allison Way and Evergreen Road at the Local Industrial standard</u>	Medium	\$1,800,000
R26	Stubb Road <u>from Harvard Drive to Parr Road</u>	County	Street design and new roadway	Upgrade the existing roadway to Access Street standards and extend north to Harvard Drive including bicycle and pedestrian enhancements	Medium	\$1,900,000



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R27	North-south Connection in Southwest Woodburn	City	New roadway	Construct a new Access Street connecting Hayes Street to Stubb Street	Medium	\$5,150,000
R28	OR 99E/ Industrial Avenue Intersection	State/City	Intersection - geometric considerations	Evaluate the need for intersection modifications including traffic control, illumination, signing, and striping, including any sight distance constraints in coordination with ODOT	Medium	\$100,000
R29A	Southern Arterial	City	New roadway	Construct the Southern Arterial from Evergreen Road/Butteville Road to future Evergreen Road extension OR 99E (2 lanes), Close Parr Road/Butteville Road intersection west of Stacy Allison Way extension.	Medium	\$142,250.00 \$6,700,000
R29B	Southern Arterial	City	New roadway	Construct the Southern Arterial from Evergreen Road extension to Settemier Ave (2 lanes), including consideration for a grade separated crossing of the UPRR rail line.	Medium	\$15,500,000
R29C	Southern Arterial	City	New roadway	Construct the Southern Arterial from Settemier Ave to OR 99E (2 lanes).	Medium	\$9,300,000
R30	Woodland Avenue Curve Modification	City	Intersection - geometric considerations	Modify the intersection layout to address truck turning movement constraints	Medium	\$100,000
R31	George Street/Hillsboro Silverton Highway Intersection	State/City	Intersection - geometric considerations	As identified in the Highway 99E Corridor Plan, close vehicular access to George Street from Hillsboro Silverton Highway when future local street access is provided to the east	Medium	\$60,000
R32	Evergreen Road from Parr Road to South Arterial	City	New Roadway	Upgrade and Extend Evergreen Road from Parr Road to the future south to South Arterial	Medium	?? \$1,700,00
R33	Stacy Allison RoadWay from Industrial Road to South Arterial	City	New Roadway	Extend Stacy Allison RoadWay south from Industrial Road to the future South Arterial at the Service Collector standard.	Medium	\$4,250,000?? ??
R34	Killian Spring Drive from Stubb Road to Evergreen Road	City	New Roadway	Extend Killian Spring Drive west to Evergreen Road/Stacy Allison Way.	Medium	?? \$2,130,00
R35	Evergreen Road/-& Stacy Allison RoadWay Intersection Improvements	City	Intersection-traffic control & geometric considerations	Install intersection capacity improvement such as traffic signal (if warranted), or roundabout, at Evergreen Road & Stacy Allison Way; Reconfigure the intersection/modify the traffic control (e.g. traffic signal or roundabout) when warranted.	Medium High	\$500,000 to \$3,000,000 <sup>4</sup> ???
R36	Evergreen Road/-& Hayes Street Intersection Improvements	City	Intersection-traffic control & geometric considerations	Install intersection capacity improvement such as traffic signal (if warranted), or roundabout, at Evergreen Road & Hayes Street; Reconfigure the intersection/modify the traffic control (e.g. traffic signal or roundabout) when warranted.	Medium High	\$500,000 to \$3,000,000 <sup>4</sup> ???



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R37	<u>Evergreen Road/ &amp; Harvard Drive Intersection Improvements</u>	<u>City</u>	<u>Intersection-traffic control &amp; geometric considerations</u>	<u>Install intersection capacity improvement such as traffic signal (if warranted), or roundabout, at Evergreen Road, &amp; Harvard Drive</u> <u>Reconfigure the intersection/modify the traffic control (e.g. traffic signal or roundabout) when warranted.</u>	<u>Medium</u> <u>High</u>	<u>\$500,000 to \$3,000,000<sup>4</sup></u> <u>???</u>
R38	<u>Evergreen Road/ Parr Road intersection improvements</u>	<u>City</u>	<u>Intersection traffic control</u>	<u>Convert the intersection to all-way stop control when warranted.</u>	<u>Medium</u> <u>High</u>	<u>\$1020,000?</u> <u>??</u>
R398	OR99E & South Arterial Intersection	State/City	Intersection-traffic control & geometric considerations	<u>Install intersection improvements to accommodate South Arterial connection.</u> <u>Evaluate the appropriate intersection layout, traffic control, signing, and striping, in coordination with ODOT</u>	Medium	\$50,000 <sup>2</sup> <u>???</u>
R4039	<u>Settemier S. Boones Ferry Road/ &amp; South Arterial Intersection</u>	City	Intersection-traffic control & geometric considerations	<u>Install intersection improvements to accommodate South Arterial connection-Evaluate and install the appropriate traffic control (assumed roundabout).</u>	Medium	\$3,000,000 <sup>2</sup> <u>??</u>
R410	Evergreen Road & South Arterial Intersection	City	Intersection-traffic control & geometric considerations	<u>Install intersection improvements to accommodate South Arterial connection with the extension of Evergreen Road.</u> <u>Provide a separate eastbound left-turn lane on the South Arterial. Provide separate southbound left- and right-turn lanes on the Evergreen Road approach. Provide stop-control on the Evergreen Road approach.</u>	Medium	\$480,000 <sup>2</sup> <u>??</u>
R421	Butteville Road & South Arterial Intersection	City	Intersection-traffic control & geometric considerations	<u>Widen Butteville Road to provide a separate southbound left-turn lane. Provide separate westbound left- and right-turn lanes on the South Arterial approach.</u> <u>Stop control the South Arterial Road approach. Install intersection improvements to accommodate South Arterial connection.</u>	Medium	\$476,000 <sup>2</sup> <u>??</u>
R432	<u>Stacy Allison Reed Way</u>	City	Street Design	<u>Widen</u> <u>Upgrade roadway to better accommodate truck freight traffic as a designated Truck Way</u>	Medium	\$7,100,000 <sup>2</sup> <u>??</u>
R443	OR 219 west of Butteville Road	State	Street Design	<u>Widen</u> <u>roadway/highway to include one lane in each direction and a two-way left-turn lane (in conjunction with pedestrian and bicycle facility improvements) in coordination with ODOT</u>	Low	\$4,680,000 <sup>2</sup> <u>??</u>
R454	<u>Gatch Street from Blaine Street to Hardcastle Avenue</u>	City	Street Design	<u>Upgrade</u> <u>Gatch Street to Service Collector urban standards including bicycle and pedestrian enhancements</u>	Low	\$1,870,000 <sup>2</sup> <u>??</u>



# Exhibit A

## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
R465	Brown Street from Cleveland Street to Comstock Avenue	City	Street Design	Upgrade <u>Brown Street</u> to Service Collector urban standards including bicycle and pedestrian enhancements	Low	\$2,810,000 <sup>2</sup> <del>22</del>
R47	<u>Butteville Road/ Realigned Parr Road</u>	<u>City</u>	<u>Intersection – geometric considerations</u>	<u>As part of potential property redevelopment, realign Parr Road to intersect Butteville Road further to the south to provide improved stopping and intersection sight distance. Following implementation of South Arterial (R29) and Evergreen Road extension (R32), close the realigned intersection or convert it to right-in/right-out only.</u>	High	<u>\$750,000</u> to <del>\$3,000,000<sup>4</sup></del> <del>222</del>
R48	<u>Butteville Road/ Existing Parr Road</u>	<u>City</u>	<u>Intersection – geometric considerations</u>	<u>Quickfix Investigate and install potential safety countermeasures to address sight distance limitations for intersection (signage/lights?) (duplicate of S2)</u>	High	<u>\$5075,000</u>
<b>TOTAL High Priority Costs</b>						<u>\$12,201,000</u> <del>24,011,000\$</del> <del>9,200,000</del>
<b>TOTAL Medium Priority Costs</b>						<u>\$104,606,00</u> <del>064,450,000</del> <del>\$74,670,000</del>
<b>TOTAL Low Priority Costs</b>						<u>\$12,360,000</u> <del>9,860,000\$</del> <del>00,000</del>
<b>TOTAL Program Costs (20 years)</b>						<u>\$129,061,00</u> <del>098,321,000</del> <del>\$84,370,000</del>

1. Project to be funded by others
2. The cost estimates presented to not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics.
3. Improvements only on the east side of Butteville Road, due to 20-Year Expansion limitation until January 11, 2036, adopted by the Woodburn City Council on October 31, 2005 (Ordinance No. 2391) and acknowledged by the State of Oregon on December 22, 2006.
4. A cost estimate range is provided to allow for a design project to determine the appropriate intersection control using additional data, such as right-of-way information and surrounding environmental conditions. \$7500,000 is the planning-level cost estimate if a traffic signal is determined, and \$3,000,000 is the planning-level cost estimate if a roundabout is determined. The higher cost estimate was included in all totals.

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**Figure 3: Roadway Plan Projects**



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## FREIGHT PLAN

Efficient truck movement plays a vital role in the economical movement of raw materials and finished products. The designation of freight routes provides for this efficient movement while at the same time maintaining neighborhood livability, public safety, and minimizing maintenance costs of the roadway system. Per the Oregon Highway Plan (OHP), the only designated freight route in Woodburn is I-5. In addition, OR 214 is designated a National Network Truck Route per ODOT TransGIS information online. Freight routes are shown on Figure 4, identifying freight routes and freight ways throughout Woodburn that facilitate the movement of freight in the city.

### National Highway System Routes

The National Highway System (NHS) is designated by the US Department of Transportation Federal Highway Administration and includes roadways that are “important to the nation’s economy, defense, and mobility.”<sup>2</sup> Within Woodburn, I-5 is part of the Eisenhower Interstate System and OR 219, OR 214, and OR 99E are classified as MAP-21 NHS Principal Arterials.

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<sup>2</sup> [https://www.fhwa.dot.gov/planning/national\\_highway\\_system/](https://www.fhwa.dot.gov/planning/national_highway_system/)

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**Figure 4: Freight Routes**



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## TRAFFIC SAFETY PLAN

Traffic safety has a significant impact on how people use the transportation system within Woodburn, particularly in areas where real or perceived safety risks prevent people from using more active travel modes, such as walking, biking, and taking transit. Table 3 identifies the traffic safety projects that will be included in the Woodburn TSP update. Additional safety projects and improvements are identified as part of the pedestrian, bicycle, and transit plans later in the document, in addition to the safety-related projects already discussed in the roadway plan previously in this section. Figure 5 illustrates the traffic safety plan projects.

**Table 3: Traffic Safety Projects**

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
S1	Southern OR 219/Butteville Road	State/County	Intersection - geometric considerations	Enhanced traffic control (traffic signal, roundabout, or other appropriate geometric enhancements) if/when warranted and in coordination with ODOT	High	Cost included in R1
S2	Northern OR 214/ Butteville Road Intersection	State/County	Intersection - geometric considerations	<u>In coordination with ODOT, Enhanced traffic control (traffic signal, roundabout, or other appropriate geometric enhancements) if/when warranted and in coordination with ODOT and safety improvements to address sight distance limitations</u> <u>Warning measures for limited sight distance (duplicate of R48)</u>	Medium	\$750,000 to \$32,000,000 <sup>1</sup>
S3	Front Street/ Lincoln Street Intersection	City	Intersection	Enhanced signs and pavement markings (e.g. stop signs, warning signs, and/or beacons)	Medium	\$50,000
S4	Front Street/ Young Street/ Garfield Street Intersection	City	Intersection - geometric considerations	Evaluate the intersection layout, signing, and striping in correlation to the railroad tracks. Provide clarification for westbound drivers trying to proceed through the intersection	High	\$100,000



## Exhibit A

### CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
S5	OR 99E/ <a href="#">OR 214</a>	City	Lighting	As identified in the Highway 99E Corridor Plan, update roadway lighting to meet ODOT roadway lighting standards in coordination with ODOT	Medium	\$2,150,000
S6	OR 99E access between Young Street and Cleveland Street	State	Intersection	As identified in the Highway 99E Corridor Plan and in coordination with ODOT:  Restrict left-turn movements and eventually close the Silverton Avenue intersection on OR 99E and vacate the segment of Silverton Avenue between OR 99E and Birds Eye Avenue  Restrict left-turn movements onto Birds Eye Avenue from Hillsboro Silverton Highway and eventually close the Birds Eye Avenue intersection on Hillsboro Silverton Highway and vacate the segment of Birds Eye Avenue between Hillsboro Silverton Highway and Silverton Avenue	Medium	\$60,000
S7	OR 99E/ Tomlin Avenue	State	Intersection - geometric considerations	Evaluate the intersection layout, signing, and striping in coordination with ODOT, including any sight distance constraints. Consider restricting the southbound left-turn movement	High	\$100,000



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>2</sup>
S8	Butteville Road/ Parr Road	County/City	Intersection - geometric considerations	<u>Interim</u> <u>Modify</u> <u>intersection to address</u> <u>existing sight distance</u> <u>and geometric</u> <u>limitations</u> <u>(Address sight</u> <u>distance issues- warn</u> <u>drivers with</u> <u>lighting(?)</u> <u>Investigate</u> <u>and install</u> <u>countermeasures to</u> <u>improve overall</u> <u>intersection safety. As</u> <u>part of potential</u> <u>property redevelopment,</u> <u>consider the realignment</u> <u>of Parr Road to intersect</u> <u>Butteville Road further to</u> <u>the south to provide</u> <u>improved stopping and</u> <u>intersection sight</u> <u>distance. Following</u> <u>implementation of South</u> <u>Arterial (R29) and</u> <u>Evergreen Road</u> <u>extension (R32), close the</u> <u>realigned intersection or</u> <u>convert it to right-in/right-</u> <u>out only.</u>	MediumHigh	\$1,000,000 <small>Cost included in R47</small>
S9	City-wide	State/ County/City	Study	Evaluate traffic safety along OR 99E, OR 219/OR214, Front Street, Evergreen Road, and other key corridors to identify appropriate countermeasures	Low	\$100,000
S10	Settlemier Avenue/Hayes Street	City	Intersection— geometric considerations	Enhanced traffic control (traffic signal, roundabout, or other appropriate geometric enhancements)	High	\$500,000 to \$2,000,000+
S11	Butteville Road	City	Lighting	<u>Update roadway lighting</u> <u>to meet City roadway</u> <u>lighting standards</u>	Low	\$700,000
<b>TOTAL High Priority Costs</b>						<b>\$2,200,000</b>
<b>TOTAL Medium Priority Costs</b>						<b>\$5,260,000</b>
<b>TOTAL Low Priority Costs</b>						<b>\$180,000</b>
<b>TOTAL Program Costs (20 years)</b>						<b>\$6,260,000</b>

1. A cost estimate range is provided to allow for a design project to determine the appropriate intersection control using additional data, such as right-of-way information and surrounding environmental conditions. \$500,000 is the planning-level cost estimate if a traffic signal is determined, and \$2,000,000 is the planning-level cost estimate if a roundabout is determined. The higher cost estimate was included in all totals.



2. The cost estimates presented to not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics.

## LOCAL STREET CONNECTIVITY PLAN

As indicated above, the street system within Woodburn is largely built-out. Therefore, there are limited opportunities for new arterial, Service Collector, or Access Streets. However, there are opportunities for new local streets in select areas throughout the city that could improve access and circulation for all travel modes.

Figure 6 illustrates the general location of the local street connections identified for the Woodburn TSP update. Roadway alignments for each connection are not provided as they are anticipated to be determined as part of future development. Costs are not provided for these projects as they are anticipated to be constructed by future development. Any local street connectivity projects that are desired to be city-initiated projects should be identified as a high priority and included in the cost-constrained plan.



**Figure 5: Traffic Safety Projects**



**Figure 6: Local Street Connectivity**



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## 4 TRANSIT SYSTEM

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Existing Transit Service  
Transit Plan Projects and Programs

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## TRANSIT SYSTEM

Public transportation can provide important connections to destinations for people that do not drive or bike and can provide an additional option for all transportation system users. Transit complements walking, bicycling, or driving trips: users can walk to and from transit stops and their homes, shopping or work places, people can drive to park-and-ride locations to access a bus, or people can bring their bikes on transit vehicles and bicycle from a transit stop to their final destination.

### EXISTING TRANSIT SERVICE

The transit system within Woodburn consists of fixed-route and paratransit services as well as school and shuttle bus service.

#### Fixed-Route Service

Public transportation in Woodburn today is provided by Woodburn Transit Service, Cherriots Regional, and Canby Area Transit, as described below. Figure 7 shows the existing transit facilities.

#### Woodburn Transit Service

Woodburn Transit Service operates a fixed-route bus line in Woodburn, providing connections throughout town as shown in Figure 7. As shown, fixed-route transit service is provided along the major east-west corridors linking neighborhoods to all major retail and commercial areas. The route also connects to the Woodburn Memorial Transit Facility located off of OR 214. Service is provided from 7:00 AM to 7:00 PM at approximately 1-hour headways.

#### Cherriots Regional

Cherriots Regional operates the 10X Woodburn/Salem Express bus line that provides weekday service between Salem and Woodburn along the 99E corridor. Stops are located along Front Street, OR 214, Settlemier Avenue and Downtown Woodburn. Cherriots Regional also operates the 20X N. Marion Co./Salem Express bus line that provides weekday services between Salem, Silverton, and Woodburn. Stops are located along OR 214 and 99E. The service operates Monday – Friday from 7:30 AM – 7:00 PM with 2 to 2.5 hour headways.

#### Canby Area Transit

Canby Area Transit (CAT) operates the Route 99 bus line which provides daily bus service between Woodburn and Canby along the 99E corridor. The Woodburn stop is located near the 99E/OR 214 intersection. The service operates Monday – Friday from 6:30 AM – 8:00 PM with headways that range from 1 to 2.5 hours.

### Dial-A-Ride Service

Woodburn provides Dial-A-Ride service for people with disabilities and the elderly living within Woodburn who are not able to utilize the fixed route bus. The service operates Monday - Friday from 7:00 AM - 7:00 PM and utilizes a fully accessible van. The van provides door to door service for any purpose to any location within the Woodburn City limits.

The Dial-A-Ride program also arranges for volunteer drivers to take elderly Woodburn residents and those with disabilities to medical appointments in all areas between Portland and Salem. Requests for service must be made at least one day in advance.

### Other Services

#### Greyhound

The Greyhound bus service provides a regional transportation option, with buses to Portland from Woodburn three times per day. The station is located on Front Street and is open from 9 a.m. to 8 p.m. everyday.

#### Park-and-Rides

The Woodburn Memorial Transit Facility (Park& Ride) is located off of Evergreen Road north of OR 214. Woodburn Transit Service regularly stops at the park & ride facility. The Cascades POINT bus service, operated by MTR Western in partnership with ODOT, makes 2 daily northbound stops and 2 daily southbound stops at the new transit facility. Riders can buy tickets to go as far as Eugene to the south, and Portland to the north. Schedule and ticket information is available at the website and the Amtrak Cascades site.



Woodburn Memorial Transit Center



Bus



**Figure 7: Existing Transit Facilities**



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## TRANSIT PLAN PROJECTS AND PROGRAMS

Public transit service within Woodburn is provided by Woodburn Transit Service, supplemented by regional service provided by Cherriots Regional and Canby Area Transit. In addition to coordinating as needed with local and regional transit agencies to help implement their planned service enhancements, the City of Woodburn can support improved transit service by providing easy and safe walking and bicycling connections between key roadways, neighborhoods, and local destinations; by providing amenities, such as shelters and benches, at transit stops; by encouraging an appropriate mix and density of uses that support public transit; and by providing and planning for park-and-ride locations. Table 4 summarizes the transit plan identified for Woodburn.

**Table 4: Transit Plan**

Project Number	Location	Responsible Jurisdiction	Description	Priority	Cost Estimate
T1	Woodburn Fleet	Woodburn Transit/City	Coordinate with Woodburn Transit to deliver service enhancements funded through the STIF:  Purchase of Category B and C vehicles (1 each) for use in the City's expanded transit services. (100% funding level 2020-21)	Medium	\$5,000
T2	Woodburn Fleet	Woodburn Transit/City	Coordinate with Woodburn Transit to deliver service enhancements funded through the STIF:  Purchase a Category B vehicle that will replace the second oldest full-size vehicle in the WTS fleet; will be used for the City's existing local fixed route circulator. (130% funding level 2021)	Medium	\$5,000
T3	Woodburn Fixed Route	Woodburn Transit/City	Coordinate with Woodburn Transit to deliver service enhancements funded through the STIF:  Addition of weekend service for Woodburn Transit Service fixed route and paratransit services (Sat. 9am-5pm, Sun. 9am-3pm) by up to 2,156 revenue hours (FY20-21). (100% funding level 2020-21)	Medium	\$5,000
T4	Woodburn Fixed Route	Woodburn Transit/City	Coordinate with Woodburn Transit to deliver service enhancements funded through the STIF:  Modify the existing 60-minute fixed route loop; add an additional 30-minute route that will serve high frequency stops on weekdays (7am-7pm) within the Woodburn city limits. Total additional service will be up to 6,192 revenue hours (FY20-21). (100% funding level 2020-21)	Medium	\$5,000
T5	Woodburn Fixed Route	Woodburn Transit/City	Coordinate with Woodburn Transit to deliver service enhancements funded through the STIF:  Modify the existing 60-min. fixed route by adding a new 30 min. route that serves high frequency stops (up to 1,456 revenue hours); this service will operate Saturdays (9am-5pm) and Sundays (9am-3pm). Also includes Dial-a-Ride (DAR) service. (130% funding level 2020-21)	Medium	\$5,000



## Exhibit A

### CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Description	Priority	Cost Estimate
T6	Woodburn Fixed Route	Woodburn Transit	Increase frequency of existing route to 30 minutes	Medium	\$0 <sup>1</sup>
T7	Woodburn Fixed Route	Woodburn Transit	Convert existing route to two-way operations	Medium	\$0 <sup>1</sup>
T8	City-wide	Woodburn Transit/City	Work with Woodburn Transit as growth occurs to provide new or re-routed service to other areas of Woodburn including: <ul style="list-style-type: none"><li>• Parr Road via an extension of Evergreen Road</li><li>• Crosby Road</li><li>• Butteville Road</li><li>• The employment center southwest of the I-5/OR 214 interchange</li><li>• Woodburn Industrial Park along the Progress Way and Industrial Avenue corridors</li><li>• Gateway subarea between Front Street and Mill Creek</li><li>• Neighborhoods in southeast Woodburn</li></ul>	Medium	\$5,000
T9	Woodburn Company Stores	Woodburn Transit/City	Coordinate with Woodburn Transit to establish a free shuttle between the Woodburn Company Stores and Downtown Woodburn, hourly during peak shopping and entertainment hours	Medium	\$5,000
T10	City-wide	Woodburn Transit/City	Coordinate with Woodburn Transit and major employers to establish a peak-only employer shuttle	Medium	\$5,000
T11	Urban and Rural Cherriots Regional Services	Cherriots/City	Coordinate with Cherriots to deliver service enhancements funded through the STIF:  Expand service for up to 7,557 revenue hours on urban & rural Regional services. Includes startup costs for hiring new employees, and coordination of schedules with connecting services. Also establishes a Youth fare category (ages 6-18).(100% funding level 2020-21)	Medium	\$5,000
T12	Keizer to Wilsonville	Cherriots/City	Coordinate with Cherriots to deliver service enhancements funded through the STIF:  Establish one new Regional route from Keizer to Wilsonville with a stop at the Woodburn Memorial Park and Ride. Increase service on weekdays by 30 percent on urban & rural Regional services by up to 5,245 revenue hours. (130% funding level 2020-21)	Medium	\$5,000
T13	Urban and Rural Cherriots Regional Services	Cherriots/City	Coordinate with Cherriots to deliver service enhancements funded through the STIF:  Add Saturday service to urban & rural Cherriots Regional services with up to 3,919 revenue hours of new service (FY20-21). Includes coordination of schedules with other connecting services. (100% funding level 2020-21)	Medium	\$5,000

Project Number	Location	Responsible Jurisdiction	Description	Priority	Cost Estimate
T14	Urban and Rural Cherriots Regional Services	Cherriots/City	<p>Coordinate with Cherriots to deliver service enhancements funded through the STIF:</p> <p>Add 30 percent more Saturday service to urban &amp; rural Regional services by up to 215 revenue hours (FY20-21). In FY21, adds 6 holidays to the same routes. Includes coordination of schedules with connecting services. (130% funding level 2020-21)</p>	Medium	\$5,000
T15	City-wide	Woodburn Transit/ Cherriots/City	Coordinate transfers between the different agency services in Woodburn	Medium	\$5,000
T16	Woodburn	Cherriots/City	Coordinate with Cherriots to provide a stop in Woodburn for SMART Route 1X, providing service to WES station in Wilsonville and downtown Salem	Medium	\$5,000
T17	Woodburn to Portland	Cherriots/City	<p>Coordinate with Cherriots to consider further new service connections for Woodburn including:</p> <ul style="list-style-type: none"> <li>Service to Portland - connect to TriMet via the Tualatin Park-and-Ride, directly into downtown Portland, or the MAX Orange Line light rail service.</li> <li>Demand-responsive service to Hubbard one day per week</li> </ul>	Medium	\$5,000
T18	City-wide	Woodburn Transit/ Cherriots	Evaluate all bus stops to verify static bus route information signage is visible and accessible and that bike racks are available at major bus stops	Medium	\$25,000
T19	Stop 755016: Walmart	Woodburn Transit	New shelter	Low	\$5,000
T20	Stop 20419: Garfield Street	Woodburn Transit	New shelter	Low	\$5,000
T21	City-wide	Woodburn Transit	Investigate transferring the paratransit system to a local social service agency	Low	\$5,000
<b>TOTAL High Priority Costs</b>					<b>\$0</b>
<b>TOTAL Medium Priority Costs</b>					<b>\$100,000</b>
<b>TOTAL Low Priority Costs</b>					<b>\$15,000</b>
<b>TOTAL Program Costs (20 years)</b>					<b>\$115,000</b>

1. Project to be funded by others.

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## 5 PEDESTRIAN SYSTEM

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Pedestrian Facilities  
Pedestrian Plan Projects

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## PEDESTRIAN SYSTEM

Woodburn's pedestrian system consists of sidewalks, pedestrian crossings, and multi-use paths. A majority of city streets currently have sidewalks on at least one side of the roadway. The pedestrian plan includes several projects to construct new sidewalks where they are lacking and to fill in the gaps in the existing sidewalks along the city's streets. Although many of the pedestrian projects are located on Service Collector streets or higher, a few local street pedestrian projects are included to provide access to essential destinations such as schools, parks, churches, and other land uses. The pedestrian plan also includes several enhanced pedestrian crossings, multi-use paths, and accessways that support the pedestrian system.

## PEDESTRIAN FACILITIES

This section summarizes the facility types integrated into the pedestrian plan, addressing gaps and deficiencies identified in the existing system and forecast as part of future needs.

### Sidewalks

Sidewalks are the fundamental building blocks of the pedestrian system. They enable people to walk comfortably, conveniently, and safely from place to place. They also provide an important means of mobility for people with disabilities, families with strollers, and others who may not be able to travel on an unimproved roadside surface. Sidewalks are usually 6 to 8-feet wide and constructed from concrete. They are also frequently separated from the roadway by a curb, landscaping, and/or on-street parking. Sidewalks are widely used in urban and suburban settings. Ideally, sidewalks could be provided along both sides of the roadway; however, some areas with physical or right-of-way constraints may require that sidewalk be located on only one side. Sidewalk solutions include:

- Fill in the gaps
- Install sidewalks on one-side of the roadway
- Install sidewalks on both sides of the roadway
- Re-construct existing sidewalks with appropriate width and buffer
- Improve existing sidewalks with appropriate lighting

### Accessways

Non-vehicular connections between cul-de-sacs and adjacent roadways can significantly reduce travel distances for pedestrians, thereby encouraging more people to walk. Woodburn has a few existing accessways that create connections between neighborhoods and pedestrian and bicycle routes. Potential new connections could use existing City right-of-way between cul-de-sacs or unconnected roadways to provide a paved path, unpaved path, or trail for non-motorized use.



Sidewalk Gap



Sidewalk Improvements

### Multi-use Paths and Trails

Multi-use paths are paved, bi-directional trails that can serve both pedestrians and bicyclists. Multi-use paths and trails can be constructed adjacent to roadways where the topography, right-of-way, or other issues don't allow for the construction of sidewalks and bike facilities. A minimum width of 10 feet is recommended for low-pedestrian/bicycle-traffic contexts; 12 to 20 feet should be considered in areas with moderate to high levels of bicycle and pedestrian traffic. Multi-use paths can be used to create longer-distance links within and between communities. They play an integral role in recreation, commuting, and accessibility due to their appeal to users of all ages and skill levels.



Accessways



Multi-use Paths and Trails

## Enhanced Pedestrian Crossings

Pedestrian crossing facilities enable pedestrians to safely cross streets, railroad tracks, and other transportation facilities. Planning for appropriate pedestrian crossings requires the community to balance vehicular mobility needs with providing crossing locations for desired routes of walkers. Enhanced pedestrian crossing treatments include:

- Median refuge islands
- High visibility pavement markings and signs
- Rapid rectangular flashing beacons (RRFB)
- Pedestrian Hybrid Beacons
- Curb extensions
- Pedestrian signals
- Pedestrian countdown heads
- Leading Pedestrian interval

Many of the treatments listed above can be applied together at one crossing location to further alert drivers of the presence of pedestrians in the roadway. See Attachment "A" for a detailed description of enhanced pedestrian crossing treatments.



Enhanced Pedestrian Crossing with RRFBs



Enhanced Pedestrian Crossing with Pedestrian Signal

## PEDESTRIAN PLAN PROJECTS

Table 5 identifies the pedestrian plan projects for the Woodburn TSP update. As shown, the projects are separated into projects based on roadway classification, as well as projects at intersections and in other locations throughout the city. The priorities shown in Table 5 are based on the project evaluation criteria as well as input from the project team and the general public. The cost estimates are based on average unit costs for roadway improvements. Table 8 illustrates the location of the pedestrian plan projects.

Table 5: Pedestrian Plan Projects

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
Major Arterials						
P1	OR 219 from Butteville Road to Willow Avenue	State	New sidewalks	Install new sidewalks in coordination with ODOT	Medium	Cost included in R2 <sup>2</sup>
P2	OR 99E from Lincoln Street to southern City Boundary	State	New sidewalks	Remove existing sidewalks and install new sidewalks in coordination with ODOT	Medium	Cost included in R4 <sup>2</sup>
P3	OR 99E from southern City Boundary to southern UGB	State	New sidewalks	Install new sidewalks in coordination with ODOT	Low	Cost included in R4 <sup>2</sup>
Minor Arterials						
P4	Butteville Road/OR 219 from northern UGB to OR 219	State/County	New sidewalks	Install new sidewalks in coordination with ODOT	Medium	\$1,500,000
P5	Butteville Road from <u>current improved extents Le Brun Road OR 219 to</u> southern UGB	County	New sidewalks	Install new sidewalks <u>on the east side Butteville Road</u>	Medium	Cost included in R6 <sup>2</sup>
P6	Evergreen Road from Stacy Allison Way to Boean Lane	City	Sidewalks - Fill in gaps	Fill in the gaps	High	\$200,000
P7	Boones Ferry Road from northern UGB to Hazelnut Drive	County/City	New sidewalks	Install new sidewalks on one side	Medium	\$150,000
P8	Settlemier Avenue from Oak Street to Parr Road	City	New sidewalks	Install new sidewalks on one side. This project improves safe routes to school for Nellie Muir Elementary School, Heritage Elementary School, and Valor Middle School	High	\$300,000
P9	Boones Ferry Road from Parr Road to southern UGB	County/City	New sidewalks	Install new sidewalks. This project improves safe routes to school for Heritage Elementary School and Valor Middle School	HighMedium	\$800,000
P10	Front Street from northern UGB to Hazelnut Drive	City	New sidewalks	Install new sidewalks on one side. This project improves safe routes to school for Woodburn High School	High	\$400,000
P11	Young Street	City	Sidewalks - Fill in gaps	Fill in the gaps	Medium	\$200,000

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P12	OR 211 from OR 99E to eastern UGB	State	New sidewalks	Install new sidewalks in coordination with ODOT	Medium	\$500,000
Service Collectors						
P13	Hayes Street from Harvard Drive to Cascade Drive	City	Sidewalks - Fill in gaps	Fill in the gaps. This project improves safe routes to school for Nellie Muir Elementary School	High	\$600,000
P14	<u>Evergreen Road from Parr Road to South Arterial and Parr Road to western City Boundary. Parr Read from western UGB to western City Boundary</u>	<u>County</u> <u>City</u>	New sidewalks	Install new sidewalks. This project improves safe routes to school for Heritage Elementary School and Valor Middle School	High	Cost included in R5 <sup>2</sup>
P15	Lincoln Street from Cascade Drive to OR 99E	City	Sidewalks - Fill in gaps	Fill in the gaps. This project improves safe routes to school for Washington Elementary School	High	\$450,000
P16	Industrial Avenue from Progress Way to OR 99E	City	New sidewalks	Install new sidewalks	Medium	\$500,000
P17	Progress Way from Industrial Avenue to OR 214	City	New sidewalks	Install new sidewalks	Medium	\$850,000
P18	Hardcastle Avenue from Front Street to Cooley Road	City	Sidewalks - Fill in gaps	Fill in the gaps. This project improves safe routes to school for Washington Elementary School	High	\$450,000
P19	Brown Street from Cleveland Street to end of roadway	City	Sidewalks - Fill in gaps	Fill in the gaps	Medium	Cost included in R7 <sup>2</sup>
P20	Cooley Road from OR 211 to Hardcastle Avenue	County	Sidewalks - Fill in gaps	Fill in the gaps	Medium	\$650,000
Access Streets						
P21	Woodland Avenue from Jory Street to Arney Road	City	New sidewalks	Install new sidewalks on one side	Medium	\$250,000
P22	Stubb Road from Harvard Drive to Parr Road	County	New sidewalks	Install new sidewalks <u>on the west side of the corridor</u>	Medium	Cost included in R26 <sup>2</sup>

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P23	Oregon Way from Country Club Road to OR 214	City	New sidewalks	Install new sidewalks	Medium	\$250,000
P24	Hazelnut Drive from Graystone Drive to Front Street	City	Sidewalks - Fill in gaps	Fill in the gaps. This project improves safe routes to school for Woodburn High School	High	\$150,000
P25	Gatch Street from Hardcastle Road to Cleveland Street	City	Sidewalks - Fill in gaps	Fill in the gaps. This project improves safe routes to school for Washington Elementary School	High	\$350,000
P26	Park Avenue from Hardcastle Avenue to Lincoln Street	City	New sidewalks	Install new sidewalks on one side. This project improves safe routes to school for Washington Elementary School	High	\$65,000
Local Streets						
P27	Willow Avenue from McNaught Road to OR 219	City	New sidewalks	Install new sidewalks on both sides	Medium	\$350,000
P28	Cascade Drive from OR 214 to Hayes Street	City	New sidewalks	Install new sidewalks. This project improves safe routes to school for Nellie Muir Elementary School	High	\$400,000
P29	Ben Brown Lane from end of roadway to Boones Ferry Road	City	Sidewalks - Fill in gaps	Fill in the gaps	Medium	\$200,000
P30	Oak Street from Boones Ferry Road to Front Street	City	New sidewalks	Install new sidewalks on one side	Medium	\$150,000
P31	Ogle Street from Cleveland Street to Boones Ferry Road	City	New sidewalks	Install new sidewalks on one side	Medium	\$900,000
Pedestrian Crossing Enhancements						
P32	Front Street/Young Street	City	Enhanced crossing	Construct ADA-compliant ramps and sidewalks on the east leg of the intersection	Medium	\$15,000
P33	Front Street/Lincoln Street	City	Enhanced crossing	Construct ADA-compliant ramps and sidewalks on the east leg of the intersection. This project improves safe routes to school for St Luke's School	High	\$15,000
P34	Cascade Drive/Hayes Street	City	Enhanced crossing	Install an enhanced pedestrian crossing. This project improves safe routes to school for Nellie Muir Elementary School	High	\$65,150,000
P35	Park Avenue/Legion Park Driveway	City	Enhanced crossing	Install an enhanced pedestrian crossing. This project improves access to Legion Park	Medium	\$65,150,000



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P36	Hazelnut Drive/ Broadmoor Place Accessway	City	Enhanced crossing	Install an enhanced pedestrian crossing. This project improves safe routes to school for Woodburn High School	High	\$65150,000
P37	OR 214/N Bulldog Drive	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, update the existing crossing to an enhanced pedestrian crossing with a pedestrian hybrid beacon coordinated with the surrounding traffic signals in coordination with ODOT. This project improves safe routes to school for Woodburn High School	High	\$150,000
P38	OR 99E from OR 214 to Young Street	State/City	Enhanced crossing – Signalized intersection	As identified in the Highway 99E Corridor Plan, install countdown pedestrian timers and construct ADA enhancements at key signalized intersections along OR 99E in coordination with ODOT, including: <ul style="list-style-type: none"><li>• OR 214/OR 211</li><li>• Hardcastle Avenue</li><li>• Lincoln Road</li><li>• Young Street</li></ul>	Medium	\$605,000
P39	OR 99E from OR 214 to Young Street	State/City	Enhanced crossing	As identified in the Highway 99E Corridor Plan, install curb extensions on minor street legs of intersections (curb extensions to shorten pedestrian crossing distances parallel to OR 99E, not for crossing of OR 99E) between Arlington Street and Cleveland Street (up to 8 locations) in coordination with ODOT. Potential locations include: <ul style="list-style-type: none"><li>• Alexandria Avenue</li><li>• James Street</li><li>• Williams Street</li><li>• Blaine Street</li><li>• Aztec Drive</li><li>• Laurel Avenue</li><li>• Tomlin Avenue</li></ul>	Medium	\$950,000
P40	OR 99E, north of Williams Street	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, install an enhanced pedestrian crossing in coordination with ODOT, that may include raised median refuge island, sidewalk infill, supplemental street lighting, and a potential RRFB (RRFB cost not included).	High	\$75150,000
P41	OR 99E, between NE Laurel Avenue and Tomlin Avenue	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, install an enhanced pedestrian crossing in coordination with ODOT, that may include raised median refuge island, sidewalk infill, supplemental street lighting, and a potential RRFB (RRFB cost not included).	High	\$75150,000

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P42	OR 99E, between Blaine Street and Aztec Drive	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, install an enhanced pedestrian crossing in coordination with ODOT, that may include raised median refuge island, sidewalk infill, supplemental street lighting, and a potential RRFB (RRFB cost not included).	High	\$75,150,000
P43	OR 99E, north of Mount Jefferson Avenue	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, install an enhanced pedestrian crossing in coordination with ODOT, that may include raised median refuge island, sidewalk infill, supplemental street lighting, and a potential RRFB (RRFB cost not included).	Medium	\$75,150,000
P44	OR 99E, north of James Street	State/City	Enhanced crossing	As identified in the Woodburn OR 214/OR 99E Pedestrian Safety Study, install an enhanced pedestrian crossing in coordination with ODOT, that may include raised median refuge island, sidewalk infill, supplemental street lighting, and a potential RRFB (RRFB cost not included).	Medium	\$75,150,000
P45	Boones Ferry Road/ Constitution Avenue/Tukwila Drive	City	Enhanced crossing	Install an enhanced pedestrian crossing. This project improves safe routes to school for Woodburn High School	High	\$65,150,000
Multi-use Pathways						
P46	Mill Creek Greenway	City	Multi-use pathway	<p>As identified in the Mill Creek Greenway Master Plan, construct a multi-use path including at-grade mid-block crossing treatments at the following street connections:</p> <ul style="list-style-type: none"> <li>• Hazelnut Drive</li> <li>• Bulldog Drive (east crossing)</li> <li>• OR 214 (state highway)</li> <li>• Hardcastle Avenue</li> <li>• Lincoln Street</li> <li>• Young Street</li> <li>• Cleveland Street and railroad tracks</li> </ul> <p>This project improves safe routes to school for Woodburn High School</p>	High	\$2,000,000



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P47	Mill Creek Greenway – Northern tributary	City	Multi-use pathway	<p>As identified in the Mill Creek Greenway Master Plan, construct a multi-use path including at-grade mid-block crossing treatments at the following street connections:</p> <ul style="list-style-type: none"><li>• Bulldog Drive (west crossing)</li><li>• Meridian Drive</li><li>• Boones Ferry Road</li></ul> <p>This project improves safe routes to school for Woodburn High School, Lincoln Elementary School, and French Prairie Middle School</p>	Medium	\$700,000
P48	Mill Creek Greenway – Western tributary	City	Multi-use pathway	<p>As identified in the Mill Creek Greenway Master Plan, construct a multi-use path including at-grade mid-block crossing treatments at the following street connections:</p> <ul style="list-style-type: none"><li>• Parr Road</li><li>• Ben Brown Lane</li><li>• Settlemier Avenue</li><li>• Front Street and railroad tracks</li></ul> <p>This project improves safe routes to school for Heritage Elementary School and Valor Middle School</p>	Medium	\$900,000
P49	Evergreen Road Multi-Use Path	City	Multi-use pathway	Construct a multi-use path extending from Evergreen Road south to planned Mill Creek Greenway	Medium	-\$150,000
P50	Washington Elementary School Multi-Use Path	City	Multi-use pathway	As identified in the Mill Creek Greenway Master Plan, construct a north-south multi-use path connection between Hardcastle Avenue and Lincoln Street, west of Washington Elementary School. This project improves safe routes to school for Washington Elementary School	Medium	\$90,000
P51	Mill Creek Greenway - Southern extension	City	Multi-use pathway	As identified in the Highway 99E Corridor Plan, construct extension of Mill Creek Greenway multi-use path to Belle Passi Road	Medium	\$90,000
P52	Evergreen Road Pedestrian Connection	City	Multi-use pathway	Construct a connection between the Evergreen Road multi-use path and pedestrian facilities that are part of future development to the south	Medium	\$20,000
P53	Centennial Park Pedestrian Connection	City	Multi-use pathway	Construct a connection between the Centennial Park multi-use path and pedestrian facilities that are part of future development to the west	Medium	\$20,000
P54	Santiam Drive Pedestrian Connection	City	Multi-use pathway	Construct a connection between Santiam Drive and pedestrian facilities that are part of future development to the south	Medium	\$20,000



## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

### Exhibit A

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
P55	June Way Accessway	State/City	Multi-use pathway	As identified in the Highway 99E Corridor Plan and in coordination with ODOT, install a new accessway to OR 99E (near the Audrey Way intersection), may not connect directly as it runs parallel to OR 99E	Low	\$80,000
P56	Johnson Street Accessway	State/City	Multi-use pathway	As identified in the Highway 99E Corridor Plan and in coordination with ODOT, install a new accessway to OR 99E	Low	\$45,000
P57	Elm Street Accessway	State/City	Multi-use pathway	As identified in the Highway 99E Corridor Plan and in coordination with ODOT, install a new accessway to OR 99E, may not connect directly as it runs parallel to OR 99E	Low	\$25,000
P58	Wilson Street Accessway	State/City	Multi-use pathway	As identified in the Highway 99E Corridor Plan and in coordination with ODOT, install a new accessway to OR 99E	Low	\$55,000
P59	Hawley Street Accessway	State/City	Multi-use pathway	As identified in the Highway 99E Corridor Plan and in coordination with ODOT, install a new accessway to OR 99E (possibly part of future street extension), may not connect directly as it runs parallel to OR 99E	Low	\$55,000
P60	A Street Accessway	City	Multi-use pathway	Install a new accessway that connects A Street north to Cleveland Street and/or Mill Creek Greenway (western tributary).	Low	\$25,000
P61	Greenview Drive Multi-use Path	City	Multi-use pathway	Construct a multi-use path extending from Greenview Drive west to OR 99E	Low	\$70,000
P62 <sup>1</sup>	City-wide	City	Wayfinding	Provide wayfinding to bike routes, multi-use paths, parks, schools, and other essential destinations	Medium	\$30,000
<b>TOTAL High Priority Costs</b>						<b>\$6,430,000<sub>6</sub> -\$750,000<sub>600</sub> -\$000</b>
<b>TOTAL Medium Priority Costs</b>						<b>\$11,070,000<sub>0</sub> -\$10,300,000<sub>8</sub> -\$415,000</b>
<b>TOTAL Low Priority Costs</b>						<b>\$385,000<sub>35</sub> -\$5,000</b>
<b>TOTAL Program Costs (20 years)</b>						<b>\$17,885,000<sub>0</sub> -\$17,405,000<sub>1</sub> -\$5,370,000</b>

1. Project not shown on Pedestrian Plan Map

2. Cost estimates are not included for projects that would be completed as part of a roadway project, such as locations where roadway widening will relocate the curb and require new sidewalks to be installed. The cost for these projects is included in the corresponding roadway projects described later in the memo.

3. The cost estimates presented to not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics.



**Figure 8: Pedestrian Plan Projects**



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## 6 BICYCLE SYSTEM

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Bicycle Facilities  
Bicycle Plan Projects

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## BICYCLE SYSTEM

Woodburn's bicycle system consists of on-street bike lanes and other bicycle provided on a few roadways within the city. The bicycle plan includes several projects along the city's Major and Minor Arterial and Service Collector streets for connectivity throughout the city. The bicycle plan also includes projects on access and local street that provide direct access to essential destinations.

## BICYCLE FACILITIES

### Alternative Routes

Designate an alternative route along a parallel street that provides a more comfortable environment for cyclists with the same level of connectivity. The alternative route could be identified by wayfinding signs, which could also be used to identify essential destinations that can be reached by the route. The alternative route may provide shared-lane pavement markings and signs, on-street bike lanes, or other bicycle facilities.

### Shared Lane Pavement Markings and Signs

Shared-lane pavement markings (often called "sharrows") are not a bicycle facility, but a tool designed to help accommodate bicyclists on roadways where bike lanes are desirable but infeasible to construct. Sharrows indicate a shared roadway space for cyclists and motorists and are typically centered in the travel lane or approximately four feet from the edge of the travelway. Sharrows are suitable on roadways with relatively low travel speeds (<35 mph) and low ADT (<3,000 ADT); however, they may also be used to transition between discontinuous bicycle facilities. Sharrows could be applied along a variety of streets within Woodburn where room for on-street bike lanes is limited.

### On-Street bike lanes

On-street bike lanes are striped lanes on the roadway dedicated for the exclusive use of cyclists. Bike lanes are typically placed at the outer edge of pavement (but to the inside of right-turn lanes and/or on-street parking). Bicycle lanes can improve safety and security of cyclists and (if comprehensive) can provide direct connections between origins and destinations. On-street bike lanes could be applied along a variety of streets within Woodburn where space allows.

### Separated Bike Facilities

Separated bike facilities include buffered bike lanes and separated bike lanes, or cycle tracks. Buffered bike lanes are on-street bike lanes that include an additional striped buffer of typically 2-3 feet between the bicycle lane and the vehicle travel lane and/or between the bicycle lane and the vehicle parking lane. They are typically located along streets that require a higher level of separation to improve the comfort of bicycling. Separated bike lanes, also known as cycle tracks, are bicycle facilities that are separated from motor vehicle traffic by a buffer and a physical barrier, such as planters, flexible posts, parked cars, or a mountable curb. One-way

separated bike lanes are typically found on each side of the street, like a standard bike lane, while two-way separated bike lanes are typically found on one side of the street.



On-street Bike Lanes



Buffered Bike Lanes

## Enhanced Crossings

Enhanced bicycle crossing facilities enable cyclists to safely cross streets, railroad tracks, and other transportation facilities. Planning for appropriate bicycle crossings requires the community to balance vehicular mobility needs with providing crossing locations that the desired routes of cyclists. Enhanced bicycle crossings include:

- Bike Boxes – designated space at an intersection that allows cyclists to wait in front of motor vehicles while waiting to turn or continue through the intersection.
- Two-Stage Left-turn Boxes – designated space at a signalized intersection outside of the travel lane that provides cyclists with a place to wait while making a two-stage left-turn.
- Pavement marking through intersections – pavement markings that extend a bike lane through an intersection.
- Bike Only Signals – A traffic signal that is dedicated for cyclists
- Bicycle Detection – Vehicle detection for bicycles

*Additional information on the enhanced bicycle crossing treatments is provided in Technical Memorandum 5: Alternative Analysis and Funding.*

## Wayfinding Signs

Wayfinding signs are signs located along roadways or at intersections that direct bicyclists towards destinations in the area and/or to define a bicycle route. They typically include distances and average walk/cycle times. Wayfinding signs are generally used on primary bicycle routes and multi-use paths.

## BICYCLE PLAN PROJECTS

Table 6 identifies the bicycle plan projects for the Woodburn TSP update. As shown, the projects are separated based on roadway classification. The priorities shown in Table 6 are based on the project evaluation criteria as well as input from the project team and the general public. The cost estimates are based on average unit costs for roadway improvements. Figure 9 illustrates the location of the bicycle plan projects.

**Table 6: Bicycle Plan Projects**

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
Major Arterials						
B1	OR 219 from Butteville Road to Willow Avenue	State	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	Cost included in R2 <sup>2</sup>
B2	OR 214 from Progress Way to OR 99E	State	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	Cost included in R3 <sup>2</sup>
B3	OR 99E from Lincoln Street to southern City Boundary	State	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	Cost included in R4 <sup>2</sup>
B4	OR 99E from southern City Boundary to southern UGB	State	Bike lanes	Widen roadway and install buffered bike lanes in coordination with ODOT	Medium	Cost included in R4 <sup>2</sup>
Minor Arterials						
B5	OR 219 from western UGB to Butteville Road	State	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	\$1,000,000
B6	Butteville Road/OR 219 from northern UGB to OR 219	State/County	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	\$3,200,000
B7	Butteville Road from <u>current improved extent</u> <del>Le Brun Road OR 219</del> to southern UGB	County	Bike lanes	Widen roadway and install bike lanes	Medium	Cost included in R6 <sup>2</sup>
B8	Evergreen Road from OR 214 to Hayes Street	City	Bike lanes	Widen roadway and install bike lanes	Medium	\$500,000
B9	Boones Ferry Road from northern UGB to Hazelnut Drive	County/City	Bike lanes	Widen roadway and install bike lanes	Medium	\$500,000



## Exhibit A

### CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
B10	Settlemier Avenue from Harrison Street to railroad tracks	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Nellie Muir Elementary School, Heritage Elementary School, Valor Middle School, and St. Luke's School	Medium	\$25,000
B11	Boones Ferry Road from Dahlia Street to southern UGB	County/City	Bike lanes	Widen roadway and install bike lanes	Medium	\$1,500,000
B12	Front Street from northern UGB to Boones Ferry Road	City	Bike lanes	Widen roadway and install bike lanes. This project improves safe routes to school for Woodburn High School, Heritage Elementary School, Valor Middle School, and St. Luke's School	High	\$8,050,000
B13	Garfield Street from 3rd Street to Front Street	City	Shared street	Install shared lane markings and signs	Low	\$10,000
B14	Garfield Street from Smith Drive to 3rd Street	City	Shared street	Install shared lane markings and signs	Low	\$10,000
B15 <sup>1</sup>	Young Street	City	Study	Perform a corridor evaluation that would consider design treatments to improve bicycle comfort and safety such as striping, signing, and wayfinding	Medium	\$15,000
B16	OR 211 from OR 99E to eastern UGB	State	Bike lanes	Widen roadway and install bike lanes in coordination with ODOT	Medium	\$1,000,000
Service Collectors						
B17	Arney Road from Robin Avenue to OR 219	State	Shared street	Install shared lane markings and signs in coordination with ODOT	Low	\$5,000
B18	Harvard Drive from Stacy Allison Way to Evergreen Road	City	Bike lanes	Enhance the parallel route of Harvard Drive from Stacy Allison Way to Evergreen Road in place of Stacy Allison Way. Install buffered bike lane striping on both sides of the roadway	Medium	\$15,000
B19	Hayes Street from Harvard Drive to Cascade Drive	City	Bike lanes	Install bike lane striping. This project improves safe routes to school for Nellie Muir Elementary School	Medium	\$35,000
B20	Hayes Street from Cascade Drive to Settlemier Avenue	City	Bike lanes	Widen roadway and install bike lanes. This project improves safe routes to school for Nellie Muir Elementary School	Medium	\$3,000,000



# Exhibit A

## CITY OF WOODBURN | TRANSPORTATION SYSTEM PLAN

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
B21	<a href="#">Evergreen Parr Road from Stubb Street to Evergreen Road</a> <a href="#">Parr Road to South Arterial</a> <a href="#">and Parr Road to western City Boundary</a> <a href="#">Parr Road from western UGB to western City Boundary</a>	<a href="#">County</a> <a href="#">City</a>	Bike lanes	Widen roadway and install bike lanes. This project improves safe routes to school for Heritage Elementary School and Valor Middle School	High	Cost included in R5 <sup>2</sup>
B22	Lincoln Street from Cascade Drive to Front Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Washington Elementary School	Medium	\$20,000
B23	Lincoln Street from Front Street to OR 99E	city	Bike lanes	Install bike lane striping. This project improves safe routes to school for Washington Elementary School	High	\$55,000
B24	Cleveland Street from Front Street to OR 99E	City	Shared street	Install shared lane markings and signs	Low	\$15,000
B25	Hardcastle Avenue from Front Street to OR 99E	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Washington Elementary School	High	\$15,000
B26	Brown Street from Cleveland Street to <a href="#">end of roadway</a> <a href="#">the South Arterial</a>	City	Shared street	Install shared lane markings and signs <a href="#">from Cleveland Street to Spring Boulevard</a> <a href="#">. Install bike lane striping from Spring Boulevard to the South Arterial</a>	Low	\$320,000
B27	Cooley Road from OR 211 to Aubrey Way	County	Bike lanes	Widen roadway and install bike lanes	Medium	\$1,300,000
B28	Cooley Road from Aubrey Way to Hardcastle Avenue	County	Bike lanes	Install bike lane striping	Medium	\$15,000
Access Streets						
B29	Stubb Road from Harvard Drive to Parr Road	County	Shared street	Install shared lane markings and signs	Low	Cost included in R2 <sup>2</sup>
B30	Astor Way from Country Club Road to OR 214	City	Bike lanes	Install bike lane striping	Low	\$25,000
B31	Tukwila Drive from Boones Ferry Road to Hazelnut Drive	City	Shared street	Install shared lane markings and signs	Low	\$5,000

Project Number	Location	Responsible Jurisdiction	Type	Description	Priority	Cost Estimate <sup>3</sup>
B32	5th Street from OR 214 to Garfield Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for St Luke's School	Medium	\$20,000
B33	Gatch Street from Hardcastle Road to Cleveland Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Washington Elementary School	Medium	\$15,000
B34	Park Avenue from OR 214 to Lincoln Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Washington Elementary School	Medium	\$20,000
B35	Evergreen Road from Country Club Court to OR 214	City	Shared street	Install shared lane markings and signs	Low	\$10,000
<b>Local Streets</b>						
B36	Country Club Road from Evergreen Road to Astor Way	City	Bike lanes	Install bike lane striping	Medium	\$40,000
B37	Cascade Drive from OR 214 to Hayes Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Nellie Muir Elementary School	Medium	\$10,000
B38	Smith Drive from Hayes Street to Garfield Street	City	Shared street	Install shared lane markings and signs. This project improves safe routes to school for Nellie Muir Elementary School	Medium	\$5,000
B39	Meridian Drive from Hazelnut Drive to OR 214	City	Shared street	Install shared lane markings and signs	Low	\$10,000
B40	1st Street from Harrison Street to Cleveland Street	City	Shared street	Install shared lane markings and signs	Medium	\$15,000
B40 <sup>1</sup>	City-wide	City	Wayfinding	Provide wayfinding to bike routes, multi-use paths, parks, schools, and other essential destinations	Medium	\$30,000
<b>TOTAL High Priority Costs</b>						<b>\$8,1250,000</b>
<b>TOTAL Medium Priority Costs</b>						<b>\$12,280,000</b>
<b>TOTAL Low Priority Costs</b>						<b>\$1210,000</b>
<b>TOTAL Program Costs (20 years)</b>						<b>\$20,52150,000</b>

1. Project not shown on Bicycle Plan Map.
2. Cost estimates are not included for projects that would be completed as part of a roadway project, such as locations where additional roadway width is needed to install bike lanes. The cost for these projects is included in the corresponding roadway projects described later in the memo.
3. The cost estimates presented to not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics.





**Figure 9: Bicycle Plan Projects**



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## 7 OTHER TRAVEL MODES

Transportation System Management and Operation Plan

Rail Plan

Air Transportation

Marine Transportation

Pipeline

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## OTHER TRAVEL MODES

This section summarizes the plans for other travel modes in Woodburn.

## TRANSPORTATION SYSTEM MANAGEMENT AND OPERATIONS (TSMO) PLAN

Transportation System Management and Operations (TSMO) is a set of integrated transportation solutions intended to improve the performance of existing transportation infrastructure.

Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies are two complementary approaches to managing transportation and maximizing the efficiency of the existing system. TDM addresses the demand on the system: the number of vehicles traveling on the roadways each day. TDM measures include any method intended to shift travel demand from single occupant vehicles to non-auto modes or carpooling, travel at less congested times of the day, etc. TSM addresses the supply of the system: using strategies to improve the system efficiency without increasing roadway widths or building new roads. TSM measures are focused on improving operations by enhancing capacity during peak times, typically with advanced technologies to improve traffic operations.

### Transportation System Management (TSM)

Transportation System Management (TSM) focuses on low cost strategies that can be implemented within the existing transportation infrastructure to enhance operational performance. Finding ways to better manage transportation while maximizing urban mobility and treating all modes of travel as a coordinated system is a priority. TSM strategies include traffic signal timing and phasing, traffic signal coordination, traffic calming, access management, local street connectivity and intelligent transportation systems (ITS). Traffic signal coordination and ITS typically provide the most significant tangible benefits to the traveling public. The primary focus of TSM measures are region-wide improvements, however there are a number of TSM measures that could be used in a smaller-scale environment such as within the City of Woodburn. TSM projects and programs that are recommended for the City of Woodburn to explore include the following:

- Update signal timing plans and coordinate signals to better match prevailing traffic conditions
  - OR 99E from Hardcastle Avenue to Young Street (or to the potential future Cleveland Street traffic signal) is one candidate corridor for coordination
- Implement truck signal priority at key signalized intersections along OR 214 and OR 99E. Truck signal priority can reduce delay, travel time, and the number of stops for freight vehicles, helping reduce vehicle emissions and improve travel time reliability.
- Work with ODOT to develop and implement a Traffic Management Plan for the OR 99E corridor that responds to increased congestion resulting from incidents on I-5 and regional events

## Transportation Demand Management (TDM)

Transportation Demand Management (TDM) is a policy tool as well as a general term used to describe any action that removes single occupant vehicle trips from the roadway during peak travel demand periods. As growth in the City of Woodburn occurs, the number of vehicle trips and travel demand in the area will also increase. The ability to change a user's travel behavior and provide alternative mode choices will help accommodate this potential growth in trips.

*Technical Memorandum 5: Alternative Analysis and Funding* identifies several policies and programs that may be effective for managing transportation demand in the City of Woodburn, especially within the next 10 to 20 years. Table 7 summarizes the strategies that best meet the goals and objectives of the TSP update. As with all new public and private investments, the implementation of TDM strategies is sure to draw opposition from some. Given Woodburn's lack of experience with TDM strategies, it is important that decision-makers understand their long-term costs and benefits and are able evaluate these along-side arguments from opponents in achieving outcomes that best reflect the City's vision and goals while effectively reducing travel demand.

**Table 7: Transportation Demand Management Program Strategies**

Program/Project Number	Name	Responsible Jurisdiction	Description	Priority	Cost Estimate
TDM1	Carpool/Vanpool Match Services	County/City	Coordinate a rideshare/carpool/vanpool program that regional commuters can use to find other commuters with similar routes to work	High	\$5,000/year
TDM2	Carpool/Vanpool Parking Program	City	Coordinate with employers to designate carpool/vanpool preferential parking	Low	\$5,000/year
TDM3	Collaborative Marketing	County/City	Work with nearby cities, employers, transit service providers, and developers to collaborate on marketing for transportation options that provide an alternative to single-occupancy vehicles	Medium	\$5,000/year
TDM4	Limited and/or Flexible Parking Requirements	City	Update the Woodburn Development Ordinance to include strategies that encourage multi-modal transportation	High	\$25,000
TDM5	Parking Management	City	Modify the City's current parking policy to allow for the potential to charge for parking	Low	\$10,000
TDM6	Transit Fare Subsidies	City/ Woodburn Transit	Work with Woodburn Transit to provide transit fare subsidies	Low	\$5,000
TDM7	Employer TDM Measures	City	Work with employers to encourage TDM measures such as allowing employees to work at home one day a week and scheduling shift changes to occur outside of peak travel periods	Low	\$5,000/year
<b>TOTAL High Priority Costs</b>					<b>\$125,000</b>
<b>TOTAL Medium Priority Costs</b>					<b>\$100,000</b>
<b>TOTAL Low Priority Costs</b>					<b>\$215,000</b>
<b>TOTAL Program Costs (20 years)</b>					<b>\$440,000</b>

Other potential TDM projects include:

- Encourage the development of high-speed communication in all part of the city (fiber optic, digital cable, DSL, etc). The objective would be to allow employers and residents the maximum opportunity to rely upon other systems for conducting business and activities than the transportation system during peak periods.
- Encourage developments that effectively mix land uses to reduce vehicle trip generation. These plans may include development linkages (particularly non-auto) that support greater use of alternative modes.

## Land Use

The types and intensities of land uses are closely correlated with travel demand. Land use patterns in many areas of the city are suburban in nature with low densities throughout the city and more industrial and commercial uses in the eastern part of the city near OR 99E. In the future the city will continue to have a mixture of housing and industrial densities, as well as areas of mixed-use development (i.e., a mix of residential, retail, commercial and/or office uses).

*Technical Memorandum 5: Alternative Analysis and Funding* identifies several land use strategies that could be implemented in Woodburn. Table 8 summarizes the strategies that best meet the goals and objectives of the TSP update.

**Table 8: Land Use Projects**

Program/Project Number	Name	Responsible Jurisdiction	Description	Priority	Cost Estimate
LU1	Commercial and Mixed-use Nodes	City	Establish neighborhood commercial and mixed-use nodes within the city	Low	\$25,000
LU2	Alternative Mobility Targets	State/City	Work with ODOT to develop alternative mobility targets at critical intersections along state highways.	Low	\$25,000
LU3	Right-of-way Dedications	City	Through development, right-of-way dedications should be provided to facilitate the future planned transportation system in the vicinity of the proposed development	Low	\$0 <sup>1</sup>
LU4	Half-street Improvements	City	Through development, half-street improvements (sidewalks, curb and gutter, bicycle lanes/paths, and/or travel lanes) should be provided along all site frontages that do not have full buildup improvements in place at the time of development	High	\$0 <sup>1</sup>
<b>TOTAL High Priority Costs</b>					<b>\$0</b>
<b>TOTAL Medium Priority Costs</b>					<b>\$0</b>
<b>TOTAL Low Priority Costs</b>					<b>\$50,000</b>
<b>TOTAL Program Costs (20 years)</b>					<b>\$50,000</b>

1. Project to be funded by others.



## Access Management Plan

Numerous driveways or street intersections increase the number of conflicts and potential for collisions and decrease mobility and traffic flow. The City of Woodburn, as with every city, needs a balance of streets that provide access with streets that serve mobility. Access management is a set of measures regulating access to streets, roads, and highways, from public roads and private driveways. It is a policy tool which seeks to balance mobility, the need to provide efficient, safe and timely travel with the ability to allow access to individual properties. Proper implementation of access management techniques should guarantee reduced congestion, reduced collision rates, less need for roadway widening, conservation of energy, and reduced air pollution. Measures may include but are not limited to restrictions on the type and amount of access to roadways, and use of physical controls, such as signals and channelization including raised medians, to reduce impacts of approach road traffic on the main facility.

City of Woodburn access spacing standards can be found in the Woodburn Development Ordinance Section 3.04.02 and OAR Division 51, which specifies access management spacing standards for ODOT facilities. In coordination with the access spacing standards presented in these documents, Table 9 summarizes the access management projects identified to help Woodburn balance access and mobility throughout the city.

**Table 9: Access Management Projects**

Program/Project Number	Name	Responsible Jurisdiction	Description	Priority	Cost Estimate
AM1	Access Spacing Standard Modification	City	Develop access management standards that reflect functional classification of the roadway and that coordinate with the ODOT standards that regulate several major roadways in Woodburn	Low	\$25,000
AM2	Alternative Access	City	Investigate and implement opportunities to provide alternative access to nonstate facilities when reasonable access can occur (consistent with the State's Division 51 access management standards)	Low	\$25,000
AM3	Access Variance Process	City	Define a variance process for when the standard cannot be met	Low	\$25,000
AM4	Access Consolidation	City	Establish an approach for access consolidation over time to move in the direction of the standards at each opportunity. Cross-over easements should be provided on all compatible parcels (topography, access, and land use) to facilitate future access between adjacent parcels and inter-parcel circulation.	Low	\$25,000
AM5	Access Movement Restrictions	City	Consider opportunities to restrict certain turning movements at accesses (such as a right in-right out access)	Low	\$25,000
<b>TOTAL High Priority Costs</b>					<b>\$0</b>
<b>TOTAL Medium Priority Costs</b>					<b>\$0</b>
<b>TOTAL Low Priority Costs</b>					<b>\$125,000</b>
<b>TOTAL Program Costs (20 years)</b>					<b>\$125,000</b>

## RAIL PLAN

The existing rail system in Woodburn includes freight rail, while there are currently no passenger rail terminals. Union Pacific Railroad operates a Class I rail line through Woodburn. These tracks parallel the east side of Front Street. A total of five at-grade crossings and one grade separated crossing exist along the rail line. Willamette Valley Railway operates a Shortline Railroad track that parallels the north side of Cleveland Street in the south side of town. A total of five public at-grade crossings exist along this rail line. In addition to these crossings, the rail line serves multiple local businesses along the corridor. Table 10 summarizes the rail system projects that best meet the identified goals and objectives of this plan.

**Table 10: Rail Projects**

Program/Project Number	Name	Responsible Jurisdiction	Description	Priority	Cost Estimate
RA1	Front Street	City	Establish a downtown Amtrak passenger rail stop along Front Street in downtown Woodburn, potentially as a public-private partnership at the "Y" property adjacent to Locomotive Park	Low	\$10,000
RA2	Front Street and Cleveland Street	City	Investigate the opportunity to remove private grade railroad crossings by providing alternative access to parcels as development and redevelopment occurs	Medium	\$10,000
RA3	Butteville Road, north of OR 219	State/County/City	Explore a passenger rail stop if commuter rail is extended between Wilsonville and Beaverton down to Salem	Low	\$5,000
<b>TOTAL High Priority Costs</b>					<b>\$0</b>
<b>TOTAL Medium Priority Costs</b>					<b>\$10,000</b>
<b>TOTAL Low Priority Costs</b>					<b>\$15,000</b>
<b>TOTAL Program Costs (20 years)</b>					<b>\$25,000</b>

## AIR TRANSPORTATION

There are no airports located within the city limits. The closest airports include the Aurora State Airport (classified as an Urban General Aviation Airport) located approximately 8 miles to the north via OR 99E and OR 551 and the Mulino Airport located approximately 14 miles to the northeast via OR 211 and OR 213. No air projects or programs were identified as part of the TSP process.

## MARINE TRANSPORTATION

Marine transportation is not available within the City of Woodburn, and no marine projects or programs were identified as part of the TSP process.

## PIPELINE

There are no major pipeline transport facilities within the Woodburn UGB, and no pipeline projects or programs were identified as part of the TSP process.

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## 8 FUNDING

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**Funding Programs and Revenue**  
**Planned Transportation System Cost Summary**

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## FUNDING

### FUNDING PROGRAMS AND REVENUE

The City of Woodburn has historically relied upon multiple revenue sources to fund the maintenance of its transportation network and make capital improvements. These local gas tax revenue, inter-governmental (primarily state gas tax revenue), franchise fees, and other miscellaneous revenue. Table 11 displays the total revenue by source used to fund transportation projects within Woodburn over the most recent seven years that comprehensive data was available.

**Table 11: City of Woodburn Revenue History**

Revenue Source	FY 2016-2017	FY 2015-2016	FY 2014-2015	FY 2013-2014	FY 2012-2013	FY 2011-2012	FY 2010-2011	Average
Taxes	\$129,412	\$115,692	\$102,517	\$101,761	\$106,537	\$182,109	\$121,196	\$122,746
Inter-Government	\$1,480,082	\$1,454,076	\$1,409,311	\$1,384,277	\$1,597,518	\$1,312,024	\$1,116,011	\$1,393,328
Franchise	\$359,820	\$357,983	\$336,707	\$360,046	\$353,381	\$326,713	\$347,621	\$348,896
Transportation SDC Fees	\$33,396	\$183,698	\$440,595	\$521,933	\$411,527	\$400,172	\$153,268	\$306,370
Other	\$69,856	\$59,518	\$49,532	\$319,086	\$49,457	\$88,767	\$27,147	\$94,766
<b>Revenue Total</b>	<b>\$2,072,566</b>	<b>\$2,170,967</b>	<b>\$2,338,662</b>	<b>\$2,687,103</b>	<b>\$2,518,420</b>	<b>\$2,309,785</b>	<b>\$1,765,243</b>	<b>\$2,266,107</b>

Taxes = Local Gas Tax revenue

Inter-Government = State Gas Tax, State Fund Exchange

Other = Misc. revenue, interest income

Based on the information shown in Table 11, the City of Woodburn has generated an average of approximately \$2,266,107 per year in total revenue for transportation-related maintenance/projects.

### Potential Funding Sources

The projected transportation funding analysis shows that the City of Woodburn will have a limited source of funds that can solely dedicated to transportation-related capital improvement projects over the next twenty years. As such, Woodburn will likely need to seek additional funds via transportation improvement grants, partnerships with regional and state agencies, and other funding sources to help implement future transportation-related improvements. Table 12 identifies a list of potential Grant sources and Partnering Opportunities to consider during the course of the 20-year planning horizon. Following Table 12, Table 13 identifies a list of potential new funding sources for Woodburn to consider in an effort to bolster funds for additional capital improvement projects.

**Table 12: Potential Grant Sources and Partnering Opportunities**

Funding Source	Description	Potential Facility Benefit	Opportunities
Statewide Transportation Improvement Program (STIP)	The Statewide Transportation Improvement Program (STIP) is Oregon's 4-year capital improvement program for major state and regional transportation facilities. This scheduling and funding document is updated every two years. Projects included on the STIP are allocated into the five different ODOT regions.	- Streets - Sidewalks - Bike lanes - Trails	The next STIP (2018-2021) will be organized into two different categories that focus on projects that will fix/preserve the existing transportation network and enhance/improve the transportation network.
Federal Funding	Large trails or trail networks with a transportation purpose can compete for TIGER grant awards. Additional significant federal funding sources include TAP, STP and CMAQ. Depending upon the location and purpose, trails can also be funded by HUD CDBG funds, USDA rural development programs, or EPA funding.	- Multi-Use Trails	Projects in urban areas have traditionally been funded at a minimum of \$10,000,000 and rural trails of lower project costs are considered for TIGER funding.
Oregon Bicycle and Pedestrian Program	The Oregon Pedestrian and Bicycle Grant program ended as a standalone solicitation process in 2012. Grant monies are now distributed through the "Enhance" process in the STIP program noted above.	See STIP above	See STIP above.
ATV Grant Program	Operation and maintenance, law enforcement, emergency medical services, land acquisition, leases, planning, development and safety education in Oregon's OHV (off-highway vehicle recreation areas).	- Multi-Use Trails	<a href="http://www.oregon.gov/opr/ATV/pages/grants.aspx">http://www.oregon.gov/opr/ATV/pages/grants.aspx</a>

**Table 13: Potential New Funding Sources for Consideration by the City of Woodburn**

Funding Source	Description	Potential Facility Benefit	Opportunities
User Fees	Fees tacked onto a monthly utility bill or tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance to the street system. This may be a more equitable assessment given the varying fuel efficiency of vehicles. Regardless of fuel efficiency, passenger vehicles do equal damage to the street system.	Primarily Street Improvements	The cost of implementing such a system could be prohibitive given the need to track the number of vehicle miles traveled in every vehicle. Additionally, a user fee specific to a single jurisdiction does not account for the street use from vehicles registered in other jurisdictions.
Street Utility Fees/Road Maintenance Fee	The fee is based on the number of trips a particular land use generates and is usually collected through a regular utility bill. For the communities in Oregon that have adopted this approach, it provides a stable source of revenue to pay for street maintenance allowing for safe and efficient movement of people, goods, and services.	Preservation, restoration, and reconstruction of existing paved residential streets. Includes sidewalks, ramps, curbs and gutters, and utility relocation.	Other cities have adopted street maintenance utility fees at varying amounts charged to residential meters. Woodburn could consider a similar program.
Optional Tax	A tax that is paid at the option of the taxpayer to fund improvements. Usually not a legislative requirement to pay the tax and paid at the time other taxes are collected, optional taxes are	- Streets - Sidewalks - Bike lanes	The voluntary nature of the tax limits the reliability and stableness of the funding source.

	usually less controversial and easily collected since they require the taxpayer to decide whether or not to pay the additional tax.	- Multi-Use Trails - Transit	
Sponsorship	Financial backing of a project by a private corporation or public interest group, as a means of enhancing its corporate image.	- Multi-Use Trails	Sponsorship has primarily been used by transit providers to help offset the cost of providing transit services and maintaining transit related improvements.
Federal Funding	Trails with a transportation purpose can compete for TIGER grant awards. Depending upon the location and purpose, trails can also be funded by HUD, CDBG funds, USDA rural development programs, or EPA funding.	- Trails	Projects in urban areas have traditionally been funded at a minimum of \$10,000,000 and rural trails of lower project costs are considered for TIGER funding.

## PLANNED TRANSPORTATION SYSTEM COST SUMMARY

Table 14 provides a summary of the full cost of the planned and financially constrained transportation systems. As shown, the full cost of the planned system is approximately \$130,174.5.6 million over the 20-year period, including \$26,826.4 million in high priority projects, \$132,6102.7 million in medium priority projects, and \$14,11.5 million in low priority projects. Based on the anticipated funds available for capital improvement projects, **the financially constrained plan includes all of the high priority projects.** This leaves no forecasted funding for the City to complete medium and low priority projects over the 20-year period without additional funding.

**Table 14: Planned Transportation System Cost Summary**

Project Type	High Priority Projects	Medium Priority	Low Priority	Total
<b>Planned Transportation System</b>				
Bicycle	\$8,125120,000	\$12,280,000	\$110120,000	\$20,515520,000
Pedestrian	\$6,430,0006,750,000	\$10,300270,000	\$355385,000	\$17,405885,000
Roadway	\$12,095,0009,200,000	\$104,606,00074,670,000	\$12,360,000500,000	\$129,061,00084,370,000
Safety	\$2,200,000	\$5,260,000	\$8100,000	\$6,260,0007,560,000
Transit	--	\$100,000	\$15,000	\$115,000
TDM <sup>1</sup>	\$125,000	\$100,000	\$215,000	\$440,000
Land Use	--	--	\$50,000	\$50,000
Access Management	--	--	\$125,000	\$125,000
Rail	--	\$10,000	\$15,000	\$25,000
<b>Total</b>	<b>\$26,845,00026,400,000</b>	<b>\$132,626,000102,720,000</b>	<b>\$14,085,0001,485,000</b>	<b>\$174,481,000130,605,000</b>

TDM: Transportation Demand Management

1: Includes annual costs occurred every year.



### IMPLEMENTATION

The Transportation Planning Rule (TPR), as codified in Oregon Administrative Rules (OAR) 660-012-0045, requires that local jurisdictions identify and adopt land use regulations and code amendments needed to implement the TSP. The land use regulations and code amendments are provided under separate cover.



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## 9 GLOSSARY OF TERMS

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## GLOSSARY OF TERMS

The following terms are applicable only to the Woodburn Transportation System Plan and shall be construed as defined herein.

**Access Management:** Refers to measures regulating access to streets, roads and highways from public roads and private driveways. Measures may include but are not limited to restrictions on the type and amount of access to roadways and use of physical controls such as signals and channelization including raised medians, to reduce impacts of approach road traffic on the main facility.

**Access (Street):** A street designated in the functional classification system that's primary purpose is to connect residential neighborhoods with service collectors or arterials. On-street parking and access to adjacent properties is prevalent. Slower speeds should be provided to ensure community livability and safety for pedestrians and cyclists.

**Accessway:** Refers to a walkway that provides pedestrian and or bicycle passage either between streets or from a street to a building or other destination such as a school, park, or transit stop.

**Alternative Modes:** Transportation alternatives other than single-occupant automobiles such as rail, transit, bicycles and walking.

**Americans with Disabilities Act (ADA):** A civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, and all public and private places that are open to the general public.

**Average Annual Daily Traffic (AADT):** A measure used primarily in transportation planning and traffic engineering that represents the total volume of vehicular traffic on a highway or roadway for a year divided by 365 days.

**Average Daily Traffic (ADT):** This is the measurement of the average number of vehicles passing a certain point each day on a highway, road or street.

**Bicycle Facility:** Any facility provided for the benefit of bicycle travel, including bikeways and parking facilities.

**Bicycle Network:** A system of connected bikeways that provide access to and from local and regional destinations.

**Bicycle Boulevard:** Lower-order, lower-volume streets with various treatments to promote safe and convenient bicycle travel. Usually accommodates bicyclists and motorists in the same travel lanes, often with no specific vehicle or bike lane delineation. Assigns higher priority to through bicyclists, with secondary priority assigned to motorists. Also includes treatments to slow vehicle traffic to enhance the bicycling environment.

**Bike Lane:** Area within street right-of-way designated specifically for bicycle use.

**Capital Improvement Plan (CIP):** A community planning and fiscal management tool used to coordinate the location, timing and financing of capital improvements over a multi-year period.

**Capacity:** The maximum number of vehicles or individuals that can traverse a given segment of a transportation facility with prevailing roadway and traffic conditions.

**Citizen Advisory Committee (CAC):** An advisory committee consisting of volunteer citizens from the community they represent.

**Congestion Mitigation/Air Quality (CMAQ):** A program within the federal ISTEA and TEA-21 regulations that address congestion and transportation-related air pollution.

**Crosswalk:** Portion of a roadway designated for pedestrian crossing and can be either marked or unmarked. Unmarked crosswalks are the national extension of the shoulder, curb line or sidewalk.

**Cycle Track:** An exclusive bike facility that combines the user experience of a separated path with the on-street infrastructure of a conventional bike lane. A cycle track is physically separated from motor traffic and distinct from the sidewalk.

**Demand Management:** Refers to actions which are designed to change travel behavior in order to improve performance of transportation facilities and to reduce need for additional road capacity. Methods may include subsidizing transit for the journey to work trip, charging for parking, starting a van or carpool system, or instituting flexible work hours.

**Department of Environmental Quality (DEQ):** A regulatory agency whose job is to protect the quality of Oregon's environment.

**Department of Land Conservation and Development (DLCD):** A public agency that helps communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life.

**Driveway (DWY):** A short road leading from a public road to a private business or residence.

**Eastbound (EB):** Leading or traveling toward the east.

**Fiscal Year (FY):** A year as reckoned for taxing or accounting purposes.

**Geographic Information Systems (GIS):** A system designed to capture, store, manipulate, analyze, manage, and present all types of spatial or geographical data.

**Grade:** A measure of the steepness of a roadway, bikeway or walkway, usually expressed in a percentage form of the ratio between vertical rise to horizontal distance, (e.g. a 5% grade means that the facility rises 5 feet in height over 100 feet in length.)

**Grade Separation:** The vertical separation of conflicting travelways.

**High Capacity Transit (HCT):** A form of public transit distinguished from local service transit such as bus lines by higher speeds, fewer stops, more passengers, and more frequent service.

**Highway Design Manual (HDM):** A manual that provides uniform standards and procedures for the design of new roadways and the major reconstruction, rehabilitation, restoration, and resurfacing of existing roadways.

**Intelligent Transportation Systems (ITS):** the application of advanced technologies and proven management techniques to relieve congestion, enhance safety, provide services to travelers and assist transportation system operators in implementing suitable traffic management strategies.

**Level of Service (LOS):** A qualitative measure describing the perception of operation conditions within a traffic stream by motorists and or passengers. An LOS rating of "A" to "F" describes the traffic flow on streets and at intersections, ranging from LOS A, representing virtually free flow conditions and no impedance to LOS F representing forced flow conditions and congestion.

**Local (Street):** A street designated in the functional classification system that's primary purpose is to provide direct access to adjacent land uses. Short roadway distances, slow speeds, and low traffic volumes characterize local streets.

**Major Arterial (Street):** A street designated in the functional classification system that's primary functions are to serve local and through traffic as it enters and leaves the urban area, connect Woodburn with other urban centers and regions, and provide connections to major activity centers within the UGB.

**Manual on Uniform Traffic Control Devices (MUTCD):** A document issued by the Federal Highway Administration (FHWA) of the United States Department of Transportation (USDOT) to specify the standards by which traffic signs, road surface markings, and signals are designed, installed, and used.

**Minor Arterial (Street):** A street designated in the functional classification system that's primary functions are to connection major activity centers and neighborhoods within the UGB and to support the major arterial system.

**Multi-Modal:** Involving several modes of transportation including bus, rail, bicycle, motor vehicle etc.

**Multi-Use Path:** Off-street route (typically recreationally focused) that can be used by several transportation modes, including bicycles, pedestrians and other non-motorized modes (i.e. skateboards, roller blades, etc.)

**National Highway System (NHS):** The National Highway System is interconnected urban and rural principal arterial and highways that serve major population centers, ports, airports and other major travel destinations, meet national defense requirements and serve interstate and interregional travel.

**Northbound (NB):** Traveling or leading toward the north.

**Oregon Administrative Rules (OAR):** The official compilation of rules and regulations having the force of law in the U.S. state of Oregon. It is the regulatory and administrative corollary to Oregon Revised Statutes and is published pursuant to ORS 183.360 (3).

**Oregon Department of Transportation (ODOT):** ODOT is a public agency that helps provide a safe, efficient transportation system that supports economic opportunity and livable communities throughout Oregon. ODOT owns and operates two roadways (OR 213 and OR 211) that are located in Molalla or provide access to the city. There are street design and operational standards for these roadways which supersede Molalla's street design and operational standards.

**Oregon Highway Plan (OHP):** The document that establishes long range policies and investment strategies for the state highway system in Oregon.

**Oregon Revised Statutes (ORS):** The codified body of statutory law governing the U.S. state of Oregon, as enacted by the Oregon Legislative Assembly, and occasionally by citizen initiative. The statutes are subordinate to the Oregon Constitution.

**Peak Period or Peak Hour:** The period of the day with the highest number of travelers. This is normally between 4:00 p.m. to 6:00 p.m. on weekdays.

**Pedestrian Connection:** A continuous, unobstructed, reasonable direct route between two points that is intended and suitable for pedestrian use. These connections could include sidewalks, walkways, accessways, stairways and pedestrian bridges.

**Pedestrian Facility:** A facility provided for the benefit of pedestrian travel, including walkways, crosswalks, signs, signals and benches.

**Pedestrian Scale:** Site and building design elements that are oriented to the pedestrian and are dimensionally less than those sites designed to accommodate automobile traffic.

**Regional Transportation Functional Plan (RTFP):** A planning document that contains policies and guidelines to help local jurisdictions implement the policies in the Regional Transportation Plan (RTP) and its modal plans, include those for active transportation, freight movement, and high capacity transit.

**Regional Transportation Plan (RTP):** The transportation plan for the Portland Metro region.

**Right-Of-Way (ROW or R/W):** A general term denoting publicly owned land or property upon which public facilities and infrastructure is placed.

**Safety Priority Index System (SPIS):** An indexing system used by Oregon Department of Transportation to prioritize safety improvements based on crash frequency and severity on state facilities.

**Service Collector (Street):** A street designated in the functional classification system that's primary function is to provide connections between neighborhoods and major activity centers and the arterial street system. Some degree of access is provided to adjacent properties, while maintaining circulation and mobility for all users.

**Shared Roadway:** Roadways where bicyclists and autos share the same travel lane. May include a wider outside lane and/or bicycle boulevard treatment (priority to through bikes on local streets).

**Single-Occupancy Vehicle or Single-Occupant Vehicle (SOV):** A vehicle containing only a single occupant, the driver.

**Southbound (SB):** Traveling or leading toward the south.

**Statewide Transportation Improvement Plan (STIP):** The capital improvement program that identifies funding and schedule of statewide projects.

**System Development Charge (SDC):** Fees that are collected when new development occurs in the city and are used to fund a portion of new streets, sanitary sewers, parks and water.

**Technical Advisory Committee (TAC):** An advisory committee consisting of state, county, and city staff that review and provide feedback on technical memorandums.

**Technical Memorandum (TM):** A document that is specifically targeted to technically capable persons, such as practicing engineers or engineering managers, who are interested in the technical details of the project or task.

**Traffic Control Devices:** Signs, signals or other fixtures placed on or adjacent to a travelway that regulates, warns or guides traffic. Can be either permanent or temporary.

**Transportation Analysis Zone (TAZ):** A geographic sub-area used to assess travel demands using a travel demand forecasting model. Often defined by the transportation network and US Census blocks.

**Transportation Demand Management (TDM):** A policy tool as well as any action that removes single-occupant vehicle trips from the roadway network during peak travel demand periods.

**Transportation and Growth Management (TGM):** A program of the Oregon Department of Transportation (ODOT) that supports community efforts to expand transportation choices. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go.

**Transportation Management Area (TMA):** A Transportation Management Area is an area designated by the Secretary of Transportation, having an urbanized area population of over 200,000, or upon special request from the Governor and the MPO designated for the area.

**Transportation Planning Rule (TPR):** A series of Oregon Administrative Rules intended to coordinate land use and transportation planning efforts to ensure that the planned transportation system supports a pattern of travel and land use in urban areas that will avoid the air pollution, traffic and livability problems faced by other large urban areas of the country through measures designed to increase transportation choices and make more efficient use of the existing transportation system.

**Transportation System Management (TSM):** Management strategies such as signal improvements, traffic signal coordination, traffic calming, access management, local street connectivity, and intelligent transportation systems

**Transportation System Management and Operations (TSMO):** An integrated program to optimize the performance of existing multimodal infrastructure through implementation of systems, services, and projects to preserve capacity and improve the security, safety, and reliability of our transportation system.

**Transportation System Plan (TSP):** Is a comprehensive plan that is developed to provide a coordinated, seamless integration of continuity between modes at the local level as well as integration with the regional transportation system.

**Two-Way Stop Control (TWSC):** An intersection, where one or more approaches is stop controlled and must yield the right-of-way to one or more approaches that are not stop controlled.

**Urban Area:** The area immediately surrounding an incorporated city or rural community that is urban in character, regardless of size.

**Urban Growth Boundary (UGB):** A regional boundary, set in an attempt to control urban sprawl by mandating that the area inside the boundary be used for higher density urban development and the area outside be used for lower density development.

**Vehicle Miles Traveled (VMT):** The cumulative distance a vehicle travels, regardless of number of occupants.

**Volume to Capacity Ratio (V/C):** A measure that reflects mobility and quality of travel of a roadway or a section of a roadway. It compares roadway demand (vehicle volumes) with roadway supply (carrying capacity).

**Westbound (WB):** Leading or traveling toward the west.

**ATTACHMENT 103****PROPOSED WDO AMENDMENT****2.05.01 Interchange Management Area Overlay District****A. Purpose**

The purpose of the Interchange Management Area Overlay District (IMA) is to preserve the long-term capacity of the I-5/Highway 214 Interchange. Preserving the capacity of the interchange is essential for the City's future. Continued access to I-5 is critical for existing businesses and for attracting new businesses and development to the community.

The IMA complements the provisions of the Southwest Industrial Reserve (SWIR) Zoning District by ensuring that industrial land is retained for the development envisioned in the Woodburn Comprehensive Plan. The IMA also ensures that needed industrial, commercial and residential lands within the IMA are protected from incompatible development generating excessive vehicle trips.

The vehicle trip budget (Table 2.05A) identifies by parcel the maximum amount of peak hour trips for each parcel within the IMA and is intended to be high enough to accommodate peak hour trips anticipated by the Woodburn Comprehensive Plan and the Transportation Systems Plan (TSP), but low enough to restrict unplanned vehicle trips that could adversely affect the I-5/Hwy 214 Interchange.

**B. Applicability**

The provisions of this Section apply to all Type II – V land use applications that propose to allow development that will generate more than 20 peak hour vehicle trips (based on the latest Institute of Transportation Engineers Trip Generation Manual) on parcels identified in Table 2.05A. The provisions of Section 2.05.02F apply to all properties within the boundary of the IMA.

**C. Vehicle Trip Budgets**

This Section establishes a total peak hour trip generation budget for planned employment (commercial and industrial) land uses within the IMA.

1. ~~The IMA trip budget for vacant commercial and industrial parcels identified in Table 2.05A is 2,500 peak hour vehicle trips. An estimated 1,500 additional peak hour residential trips are planned within the IMA.~~ The IMA vehicle trip budget is allocated to parcels identified in Table 2.05A on a first-developed, first-served basis.
2. Parcel budgets are based on 11 peak hour trips per developed industrial acre, and 33 peak hour trips per developed commercial acre.
3. The parcel budget for each parcel will be reduced in proportion to actual peak hour vehicle trips generated by new development on any portion of the parcel.
4. The City may allow development that exceeds the parcel budget for any parcel in accordance with this Section.

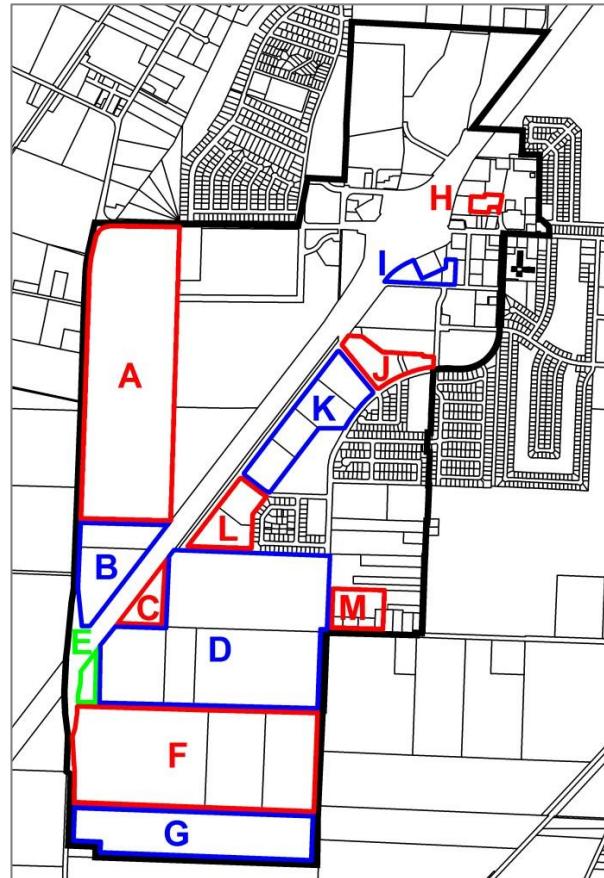


Figure 2.05B – Interchange Management Area Boundary and Subareas

**Vehicle Trip Budget by Parcel (Parcel Budget)**  
**Table 2.05A**

Subarea	Assessor's Tax Lot Number	Comprehensive Plan Designation	Buildable Acres	Maximum Peak Hour Vehicle Trips
A	052W11 00300	SWIR	88	968
B	052W14 00200 052W14 00600	SWIR	22	242
C	052W1400700	SWIR	Exempt	Exempt
D	052W14 00800 052W14 00900 052W14 01000 052W14 01100	SWIR	106	1,199
E	052W14 01200	SWIR	4	44
F	052W13 01100 052W14 01500 052W14 01600	SWIR	96	1,056
G	052W23 00100	SWIR	46	506
H	052W12AC 04301	Commercial	2	66
I	052W12C 00604	Commercial	1	33
	052W12C 00605		3	99
J	052W12C 02300	Commercial	7	231
	052W12C 02400		2	66
K	052W12C 02100	Commercial	7	231
	052W12C 02200		6	198
	052W13 01600		5	165
	052W14 02300		6	198
L	052W14 02000	Commercial	8	264
	052W14 02100		5	165
M	052W13BD 00900 (westerly portion) 052W13BD 01500 052W13BD 01600 052W13BD 01700 052W13BD 01800	Nodal Commercial	9	297

#### D. Administration

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

1. TIA: In addition to Section 3.04.05, the following applies: A Transportation Impact Analysis (TIA) is required for all land use applications subject to the provisions of this Section. The TIA must meet City and ODOT administrative rule (OAR Chapter 734, Division 51) requirements and shall include an evaluation and recommendation of feasible Transportation Demand Management (TDM) measures that will minimize peak hour vehicle trips generated by the proposed development.
2. For a land use application subject to the provisions of this Section:
  - a. The City shall not deem the land use application complete unless it includes a TIA prepared in accordance with TIA Requirements;
  - b. The City shall provide written notification to ODOT when the application is deemed complete. This notice shall include an invitation to ODOT to participate in the City's review process;
  - c. ODOT shall have at least 20 days to provide written comments to the City, measured from the date the completion notice was mailed. If ODOT does not provide written comments during this 20-day period, the City's decision may be issued without consideration of ODOT comments.
3. The details of City and ODOT monitoring and coordination responsibilities are found in the Woodburn – ODOT Intergovernmental Agreement (IGA).
  - a. The City shall be responsible for maintaining a current ledger documenting the cumulative peak hour trip generation impact from development approved under this Section, compared with the IMA trip budget.
  - b. The City may adjust the ledger based on actual development and employment data, subject to review and concurrence by ODOT.
  - c. The City will provide written notification to ODOT when land use applications approved under this Section, combined with approved building permits, result in traffic generation estimates that exceed 33% and 67% of the IMA trip budget.
4. This Section recognizes that vehicle trip allocations may become scarce towards the end of the planning period, as the I-5 Interchange nears capacity. The following rules apply to allocations of vehicle trips against the IMA trip budget:
  - a. Vehicle trip allocations are vested at the time of design review approval.
  - b. Vehicle trips shall not be allocated based solely on approval of a comprehensive plan amendment or zone change, unless consolidated with a subdivision or design review application.
  - c. Vesting of vehicle trip allocations shall expire at the same time as the development decision expires.

E. Allowed Uses

Uses allowed in the underlying zoning district are allowed, subject to other applicable provisions of the Woodburn Development Ordinance and this Section.

F. Comprehensive Plan and Zoning Map Amendments

1. The provisions of this Section (2.05.02.F) apply to all Comprehensive Plan Map amendments within the IMA. This Section does not apply to Zoning Map amendments

that result in conformance with the applicable Comprehensive Plan Map designation, such as Zoning Map amendments that occur when land is annexed to the City.

2. Applications for Comprehensive Plan Map amendments and for Zoning Map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility.
3. To ensure that the remaining capacity of the I-5 Interchange is reserved for targeted employment opportunities and needed housing, this section imposes the following prohibitions on Comprehensive Plan Map amendments within the IMA:
  - a. Comprehensive Plan Map amendments that will increase the net commercial land area within the IMA shall be prohibited.
  - b. Comprehensive Plan Map amendments that allow land uses that will generate traffic in excess of the IMA trip budget shall be prohibited.

G. Interchange Capacity Preservation Standards

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

- ~~1. Peak hour vehicle trips generated by the proposed development shall not, in combination with other approved developments subject to this Section, exceed the IMA trip budget of 2,500.~~
- 2.1. Peak hour vehicle trips generated by the proposed development shall not exceed the maximum peak hour vehicle trips specified in Table 2.05A for the subject parcel, except:
  - a. Development may be allowed to exceed the maximum, if the development will contribute substantially to the economic objectives found in the Comprehensive Plan.
  - b. Residential development on a parcel zoned Commercial shall be allowed to exceed the maximum.
- 3.2. Transportation Demand Management (TDM) measures shall be required to minimize peak hour vehicle trips and shall be subject to annual review by the City.

## Attachment 101

## Analyses &amp; Findings

**A. Legislative Amendment Applicable Provisions of the Woodburn Development Ordinance (WDO)****WDO 4.01 Decision-Making Procedures**

4.01.02E. Type V Decisions (Legislative): Type V decisions involve legislative actions where the City Council enacts or amends the City's land use regulations, comprehensive plan, Official Zoning Map or some component of these documents. Type V decisions may only be initiated by the City Council. The Planning Commission holds an initial public hearing on the proposal before making a recommendation to the City Council. The City Council then holds a final public hearing and renders a decision. Public notice is provided for all public hearings (Section 4.01.14). The City Council's decision is the City's final decision and is appealable to LUBA within 21 days after it becomes final.

This WDO amendment and modification to the TSP are considered a post-acknowledgement plan amendment to the Comprehensive Plan and qualify as a Type V decision. Staff completed all required public notices (originally noticed for October 9, 2025 and continued until October 23, 2025) pursuant to the WDO 4.01.14:

September 4, 2025: 35-day PAPA notice to DLCD

September 18, 2025: (WDO) notice requirements for legislative amendments mailed and posted, including notice to Marion County, service providers and ODOT

October 23, 2025: The Woodburn Planning Commission held a public hearing unanimously recommended approval of the TSP and WDO amendments to the City Council.

December 8, 2025: The Woodburn City Council held a public hearing and voted to tentatively approve the Legislation.

**Woodburn Comprehensive Plan Policies****H. Transportation**

**Goal 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.**

The proposed revisions provide updates for the continued orderly and efficient planning and growth in current and new UGB areas. The update includes planning for transportation with

estimated costs for each project in the subarea. Not modifying the WDO to remove the trip cap in the IMA would prohibit any possibility of orderly growth and would prevent the opportunity for extension of necessary infrastructure to serve the SWIR and UGB expansion properties, as already approved by DLCD as part of our 2024 UGB expansion.

**B-2. Woodburn shall coordinate with affected state agencies regarding proposed comprehensive plan and land use regulation amendments, as required by state law.**

This project was partially funded by a grant from Business Oregon. DLCD, ODOT, and Marion County staff served on the Technical Advisory Group (TAG) that oversaw the project. All required parties were notified of the proposed amendments pursuant to state law and Staff made modifications to the WDO amendment to address written concerns raised by ODOT.

**H-6.2 Woodburn will implement plans as provided in the Woodburn TSP.**

**(b) The TSP shall include a map depicting future street connections for areas to be urbanized. This is especially important in Nodal Development Overlay and Southwest Industrial Reserve overlay areas.**

The TSP revisions were made to the roadway and local street connections maps, including street connections to serve the most recently approved UGB which includes both overlay Districts.

**B. Applicable Statewide Planning Goals**

There are a total of 19 Statewide Planning Goals. Staff finds Goals 3- 10, 13, 15 and Goals 16-19 for Coastal Statewide Planning Goals are not applicable.

Staff finds that the Statewide Planning Goals applicable to this land use decision are as follows:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 9: Economic Development
- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 14: Urbanization

**Goal 1: Citizen Involvement - OAR 660-015-0000(1)**

The City and its consultants provided citizen involvement opportunities in a variety of ways as part of the planning process.

- Technical Advisory Group. The City formed and conducted meetings with a technical advisory group (TAG) that met over four times to review materials and provide direction at key milestones.

- Planning Commission and City Council Meetings. Staff provided public workshops and updates on the TSP update before the Planning Commission and City Council to present information.
- Staff provided notice to the Department of Land Conservation and Development (DLCD) in compliance with OAR 660-018-0020 and notified affected government agencies in conformance with WDO 4.01.14D as outlined above.

## **Goal 2: Land Use Planning - OAR 660-015-0000(2)**

Goal 2 requires each local government in Oregon to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. Goal 2 also includes requirements for coordination with other jurisdictions and government agencies, requires that plans include implementation measures, and that plans be reviewed periodically and amended as needed.

The City last updated and adopted its Transportation System Plan (TSP) in 2019 and in order to ensure that the City has an accurate plan for transportation needs and costs, most specifically for the recently expanded and fast-growing Southwest Industrial Reserve (SWIR), the City Council initiated this Type V legislative process and update with assistance from a transportation consultant.

## **Goal 11: Public Facilities and Services - OAR 660-015-0000(11)**

The City last updated and adopted its Transportation System Plan (TSP) in 2019 and in order to ensure that the City has an accurate plan for transportation needs and costs, most specifically for the recently expanded and fast-growing Southwest Industrial Reserve (SWIR), the City Council initiated this Type V legislative process and update with assistance from a transportation consultant.

## **Goal 12: Transportation - OAR 660-015-0000(12)**

Compliance with Goal 12 is found under Oregon Administrative Rules 660-012 below.

## **Goal 14: Urbanization - OAR 660-015-0000(14)**

The proposal furthers this goal by revising the TSP and WDO to ensure efficient and orderly infrastructure to address growth within the city's UGB, including the recent UGB expansion of 237 acres.

## **C. Applicable Oregon Administrative Rules:**

### **660-012 Transportation Planning Rule (“TPR”)**

Local TSP's and amendments to Plans must comply with the provisions of this rule. The TPR requires local governments to prepare a transportation systems plan (TSP) that meets the requirements of OAR 660-012. The City's existing TSP complies with the requirements of Goal 12 and the proposed revisions do not render any elements out of compliance.

Woodburn's adopted 2019 TSP established a transportation system that is adequate to serve lands within the UGB at that time and is consistent with the Marion County TSP, and in coordination with ODOT and DLCD. The updated elements in the revised TSP include the new UGB area and removal of one of the trip caps in the IMA that is no longer applicable. All other requirements and protections of the IMA still apply. The IMA provisions envisioned by the City's adopted targeted industries and Comprehensive Plan are preserved.

#### **660-012-0010 Provides that transportation planning be divided into two phases, transportation system planning and project development.**

These revisions update the TSP consistent with all provisions of Division 012. The proposed revisions do not render any elements out of compliance and staff finds the two phases are not changed.

#### **660-012-0015 Includes requirements for preparation and coordination of transportation system plans.**

The proposed revisions comply with all of the applicable requirements for preparation, coordination and adoption of TSPs as is required under this section of the TPR. The TSP amendments are incorporated as part of City's Comprehensive Plan. The preparation of the Plan was closely coordinated with affected government agencies and service providers, including a Technical Advisory Group (TAG) comprised of ODOT, Marion County, and DLCD staff. The revisions also amend projects and cost summary basis under Chapter 3 of the TSP to remove completed project and add new needs for expansion areas. The proposed revisions do not render any elements out of compliance.

#### **660-012-0020 This section of the TPR describes the elements that TSPs must contain.**

Staff finds these amendments, together with the previously adopted and acknowledged TSP, include all of the elements required by the TPR and are consistent with OAR-660-012-0020. These minor amendments to the TSP include updates to Chapters 3 (“Motor Vehicle System”) and 8 (“Planned Transportation System Cost Summary”). The amendments do not alter previously adopted policies, financial plans, TDM provisions, or non-vehicular plans. The projects added to the project list include locations, descriptions, providers, and planning level cost estimates per this Division. The proposed revisions do not render any elements out of compliance.

**660-012-0030 The provisions of this section set forth how needs shall be identified in TSP's.**

The amendments comply with these requirements as noted in Technical Memorandum #2, dated May 31, 2024 which included an assessment of needs for Bicycle Facilities; Pedestrian Facilities; Transit Service; Streets and Highways; Intersection Operations; and, Transportation Safety within and directly adjacent to, the study area and incorporated into the revised TSP. The proposed revisions do not render any elements out of compliance.

**660-012-0035 This section concerns how the transportation system alternatives analysis was performed.**

The City has an acknowledged TSP consistent with the TPR provisions of 660-012-0035. Proposed amendments to the TSP account for the new UGB expansion area, address existing development(s), and remove completed TSP projects for a more current cost basis. As described in the Technical Memoranda prepared by the consultant and included in this amendment, ODOT's Analysis Procedures Manual (APM versions 1 and 2) as well as guidance by the TAG, provide the basis for transportation system alternatives. Three alternatives were considered including a 'No-Build' option.

**660-012-0040 This section of the TPR requires that a TSP include a transportation financing program and sets forth what such a program is required to include.**

The funding program in the TSP is reasonably assured and the proposed revisions did not significantly modify the financing program. There are no changes to the fiscally constrained dollar amounts. The TSP amendments include a list of planned transportation facilities including the estimated timing and rough cost estimates. The proposed changes are de minimis and are consistent with OAR 660-012-0040.

**660-012-0045 The provisions of this section concern how a TSP is implemented.**

The City has an adopted and acknowledged TSP, an approved WDO, and Public Works Standards that implement the TSP. The proposed revisions, together with previously adopted and acknowledged ordinances, fully implement the applicable provisions of OAR 660-012-0045. The WDO amendment to the IMA does not adversely impact the long-term capacity of the interchange since the IMA parcel trip caps remain in place as well the transportation demand management (TDM) measures. The only revision is to remove the 20-year planning cap for area peak hour trips that has expired. All other IMA regulations remain in place on applicable properties within the IMA. These amendments have been adopted pursuant to all local and state requirements.

**660-012-0060 This section sets forth requirements for plan and land use regulation amendments.**

These amendments, together with previously adopted and acknowledged ordinances, fully implement the applicable provisions of OAR 660-012-0060. The revisions and WDO amendment do not alter any of the mobility targets for the interchange. The IMA trip cap

remains in place on applicable properties in the IMA; therefore, no re-evaluation is necessary at the intersection at this time. The transportation facilities identified in the TSP amendments are considered to be financially feasible and are included in the System Cost Summary.



# Agenda Item

January 12, 2026

TO: Honorable Mayor and City Council through the City Manager

FROM: McKenzie Granum, City Attorney

SUBJECT: **Ordinance Vesting Administrative Authority of City in Newly Titled City Manager Officer Position**

## **RECOMMENDATION:**

Adopt an ordinance affirming the vestiture of the prior City Administrator duties and authorities in the newly titled City Manager position pursuant to the enactment of the City of Woodburn Charter of 2026.

## **BACKGROUND:**

In November 2025, the electors of the City passed a ballot measure to amend the Woodburn Charter ("Charter"). That enactment went into effect on January 1, 2026. Part of the amendment that was made to the Charter included changing the title of the office of the City Administrator to City Manager (See Section 21).

It was the intent of the City Council as part of the ballot referral for the Charter Amendment that the general authorities and duties of the previously titled City Administrator position would carry forward to the newly named City Manager position and that Scott Derickson, the preceding City Administrator, would assume the newly titled role of City Manager without interruption.

## **DISCUSSION:**

The purpose of the proposed ordinance is to memorialize the effect of the Charter's title change and ensure that all authority previously granted to the City Administrator is now vested in the City Manager.

The ordinance also specifies that the provisions of all previously adopted ordinances, resolutions, administrative orders, rules, or policies of the City that reference the City Administrator will hereafter be construed to mean City Manager and grant such authority to that officer in accordance with the provisions of the Charter.

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Honorable Mayor and City Council

January 12, 2026

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Upon ordinance passage, the City Recorder will also then have authority to undertake a process to update associated governing documents of the City and change references of City Administrator to City Manager.

**FINANCIAL IMPACT:**

There are de minimis costs associated with updating official documents and references around the City that will be assumed over time and in the regular course of business.

**COUNCIL BILL NO. 3294**

**ORDINANCE NO. 2644**

**AN ORDINANCE PROVIDING FOR ADMINISTRATIVE AUTHORITY OF THE CITY TO VEST IN THE CITY MANAGER PURSUANT TO THE NEWLY ENACTED AMENDMENTS TO THE WOODBURN CITY CHARTER; AND DECLARING AN EMERGENCY.**

**WHEREAS**, following a vote of the electors of Woodburn in November 2025, on January 1, 2026, the City enacted an amended charter, now referred to as the City of Woodburn Charter of 2026 ("Charter"); and

**WHEREAS**, as part of the Charter amendment, the City modified and updated the title of the office of the City Administrator to City Manager; and

**WHEREAS**, the powers and duties of the City Manager are intended to remain unchanged from that of the previously titled City Administrator position and are described and detailed under Section 21 of the Charter; and

**WHEREAS**, it is the intent of the City that the newly titled City Manager be vested with all duties and authorities of the prior City Administrator position; and

**WHEREAS**, the purpose of this ordinance is to memorialize the effect of the Charter's title change and ensure that all authority previously granted to the City Administrator is now vested in the City Manager; **NOW THEREFORE**,

**THE CITY ORDAINS AS FOLLOWS:**

**Section 1. City Manager Duties & Authority**. Pursuant to Section 21 of the amended Charter, the City Manager assumes all administrative duties and authorities as described in the Charter and as previously held by the office of the City Administrator.

**Section 2. Effect on City Ordinances & Resolutions**. The City Manager shall hereafter assume and be granted all powers, duties, roles, responsibilities, and/or authorities previously granted to the City Administrator officer under the adopted ordinances, resolutions, administrative orders, rules, and other policies of the City.

The provisions of all previously adopted ordinances, resolutions, administrative orders, rules, or policies of the City that reference the City Administrator will hereafter be construed to mean City Manager and grant such authority to that officer in accordance with the provisions of the Charter.

**Section 3. Authority to Update City Administrator Title References**. Following this ordinance adoption, the City Recorder or their designee may update the title references of the office of "City Administrator" to "City Manager" (and "Administrator"

to "Manager" as those abbreviated terms are used) in all ordinances, resolutions, administrative orders, rules, and other policy or governing documents of the City.

Failure of the City Recorder to update any singular title reference in an ordinance, resolution, administrative order, rule, policy, or governing document of the City will not be deemed to invalidate or limit the effect of Section 2 of this Ordinance.

**Section 4. Emergency Clause.** This Ordinance being necessary for the immediate preservation of the public peace, health and safety, and so the City may ensure clear designations of authority in the appropriate officer of the City, this ordinance shall take effect immediately upon passage and approval by the Mayor.

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

January 12, 2026

TO: Honorable Mayor and City Council

FROM: Scott Derickson, City Manager  
McKenzie Granum, City Attorney

SUBJECT: **Committee, Commission, and Board Member Appointment Procedures**

## **RECOMMENDATION:**

Receive report and advise staff on any desired future action.

## **BACKGROUND:**

Per a request from the Mayor, this report is intended to serve as a general review and summary of the City's procedures for the appointment of members to City volunteer committees, commissions, and boards. The City currently supports and has members on the following active committees, commissions, or boards: (1) Budget Committee; (2) Planning Commission; (3) Library Board; (4) Recreation and Parks Board; and (5) Public Art & Mural Committee.

Per the powers vested through the City Charter, the Mayor has the following authority:

“The mayor shall appoint the committees of the council as provided by the rules of the council. The mayor shall appoint or remove the members of the boards, committees, and commissions as provided by ordinance.”

Woodburn Charter Section 20.

Per the Council Bylaws, the appointment procedure is further detailed as follows:

### **“Section 4. City Officers.**

A. Mayor . . .

(2) Consistent with the Woodburn City Charter all appointments by the mayor are subject to Council confirmation.

(3) The Mayor shall make a good faith effort to confer with the Council about who he/she will appoint to a committee so that any comments, objections, etc. of

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individual councilors may be considered by the Mayor prior to the appointment. Both the Mayor and Council shall make every possible effort to avoid embarrassment to appointees.

(4) In the event that the Council does not confirm any appointment made by the Mayor and submitted to the Council for consideration, the Mayor shall within 10 days make a new appointment and submit it to the Council."

Woodburn Ordinance No. 2182.

Though not a mandated process, often when an individual is interested in serving on one of the City's Boards or Commissions, they usually first complete a Committee/Board Application (attached hereto), and return the completed form to the City Administrator's Office for consideration. When a position opens up on a committee, the Mayor then often reviews the applications on file to select an appropriate replacement. Mayors have also historically met with or conducted informal interview-style meetings with interested and perspective applicants before making their appointment decisions. No further standardized background check procedure is otherwise used prior to appointment decisions being made.

### **DISCUSSION:**

Beyond the Charter authority and Council Bylaw rules described above, the specific procedures governing membership and appointments for each of the City's committees, commissions, and boards, include the following:

#### **(1) Budget Committee**

The budget committee shall consist of the members of the governing body and a number, equal to the number of members of the governing body, of electors of the municipal corporation appointed by the governing body; if there are electors fewer than the number required, the governing body and the electors who are willing to serve shall be the budget committee; and if there are no electors willing to serve, the governing body shall be the budget committee.

Appointive members of the budget committee may not be officers, agents or employees of the municipal corporation.

Appointive members of a budget committee that prepares an annual budget shall be appointed for terms of three years. The terms shall be staggered so that, as near as practicable, one-third of the terms of the appointive members end each year.

## **(2) Planning Commission**

The Commission shall consist of a total of seven members appointed by the Mayor to a full or unexpired term, and confirmed by the City Council. Any vacancy in the Commission shall be filled by appointment by the Mayor with the consent of the City Council for the unexpired portion of the term.

All members of the Commission shall be legal residents of the City of Woodburn, with the exception of one member, who may reside outside the City.

No more than one member shall be engaged principally in the buying, selling, or developing of real estate for profit as an individual, or as a member of any corporation that is engaged principally in the buying, selling or developing of real estate for profit. No more than one member shall be engaged in the same kind of business, trade or profession.

The terms of office of each Commissioner shall be four years, or until a successor is appointed and qualified. The terms of the Commissioners shall be staggered so that not more than three members' terms of office will expire in the same year. The terms of office shall expire at midnight on December 31.

The Council may remove a Commissioner, after hearing, for misconduct or nonperformance of duty.

## **(3) Library Board**

The Board shall consist of seven (7) members, appointed by the Mayor with the approval of the City Council, and shall be responsible to the Mayor and City Council. Six (6) members shall be appointed from resident voters of the City or of the urban growth boundary. The seventh member shall be a high school student residing within the City of Woodburn or within five (5) miles of the City's Urban Growth Boundary. Members shall possess a background and interest in library science and programs, library management and operations, or literacy. Members shall serve without pay. Terms of office, excepting that of the student member, shall be four (4) years from the date of appointment and staggered so three positions will expire every two years. The term of office for the student member shall commence on the date of appointment and shall extend to the final day of the student member's Senior year of high school. All other appointments shall be made annually, in December, or upon the expiration or other termination of the member's term of office. Each member of the Committee serves at the pleasure of the Mayor and City Council and may be

removed prior to expiration of their terms without cause or hearing. Members may be removed by the Mayor pursuant to City resolution. In addition to the appointed members, the Mayor or the Mayor's representative and the Director will serve as ex-officio members.

#### **(4) Recreation and Parks Board**

The Board shall consist of seven (7) members, appointed by the Mayor with the approval of the City Council, and shall be responsible to the Mayor and City Council. Six (6) members shall be appointed from resident voters of the City or of the Urban Growth Boundary. The seventh member shall be a high school student residing within the City of Woodburn or within five (5) miles of the City's Urban Growth Boundary. Members shall possess a background and interest in recreation management, leisure services, parks management, or parks and recreation operations. Members shall serve without pay. Terms of office, excepting that of the student member, shall be four (4) years from the date of appointment and staggered so three positions will expire every two years. The term of office for the student member shall commence on the date of appointment and shall extend to the final day of the student member's Senior year of high school. All other appointments shall be made annually, in December, or upon the expiration or other termination of the member's term of office. Each member of the Committee serves at the pleasure of the Mayor and City Council and may be removed prior to expiration of their terms without cause or hearing. Members may be removed by the Mayor pursuant to City resolution. In addition to the appointed members, the Mayor or the Mayor's representative and the Director will serve as ex-officio members.

#### **(5) Public Art & Mural Committee**

The Woodburn Public Arts and Mural Committee shall consist of seven to nine members appointed by the Mayor to a full or unexpired term, and confirmed by the City Council. Any vacancy in the Committee shall be filled by appointment by the Mayor with the consent of the City Council for the unexpired portion of the term.

The Woodburn Public Arts and Mural Committee shall consist of two City Council/Urban Renewal Agency members, two representative members from the local art community, and one member from the City Planning Commission. Additional committee members may include representatives from the Chamber Board, Woodburn Downtown Association, Downtown Advisory Review Subcommittee (DARS), the Woodburn Tourism Advisory Committee, a member of a local-area educational institution (e.g. Woodburn School District), and at-

Honorable Mayor and City Council

January 12, 2026

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large community member(s) who have experience, training or expertise in the visual arts, art history, art criticism, or art education.

All members of the Committee shall be legal residents of the City of Woodburn, except those members representing the arts community, who may or may not reside within the Woodburn City limits.

**FINANCIAL IMPACT:**

None.

**CITY OF WOODBURN**  
**APPLICATION FOR COMMISSION/COMMITTEE/BOARD MEMBER**



Name:		Date:	
Present Address:			
City/State/Zip:			
Phones:	Work:	Home:	Cell:
Email:		Years Lived in Woodburn:	
Occupation:			
Education:			
Address for Past 5 Years:			
City/State/Zip:			
Registered Voter: <input type="checkbox"/> Yes <input type="checkbox"/> No		Resident of Woodburn: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Commission/Committee/Board Applying For (excluding City Council and Mayor position):			
<input type="checkbox"/> Woodburn Budget Committee <input type="checkbox"/> Woodburn Library Board <input type="checkbox"/> Woodburn Planning Commission		<input type="checkbox"/> Woodburn Public Arts and Mural Committee <input type="checkbox"/> Woodburn Recreation and Parks Board <input type="checkbox"/> Other (Specify) _____	
Why you want to apply:      			
What experience/expertise/interest do you have for this group?      			

When you apply, it is understood that you will be volunteering to attend all meetings and to actively participate. Commissions/Committees/Boards generally meet once monthly during the evening hours. Some groups may meet more often, if necessary. A resume may be attached to this application but is not required.

**Return completed applications to:**  
City of Woodburn - Office of the Mayor  
270 Montgomery Street  
Woodburn, OR 97071

For City Use Only

Dated Received: \_\_\_\_\_

Mayor's Decision: \_\_\_\_\_



# Agenda Item

January 12, 2026

TO: Honorable Mayor and City Council through City Manager

FROM: Chris Kerr, Community Development Director *CK*,  
Heidi Hinshaw, Associate Planner

SUBJECT: **Council Briefing of Planning Commission partial approval of a Modification of Conditions application (MOC 25-02) from Marion County Housing Authority for "Farmdale Apartments" at 1219 & 1233 W Lincoln Street; Associated with DR 25-02, PAR 24-03, VAR 25-03**  
**Approved December 11, 2025**

## **RECOMMENDATION:**

Staff recommends that the City Council take no action on this item and provides this summary pursuant to [Woodburn Development Ordinance \(WDO\)](#) Section 4.02.02. The Council may call up this item if desired and, by majority vote, initiate a review of the Planning Commission decision.

## **Public Hearing Summary:**

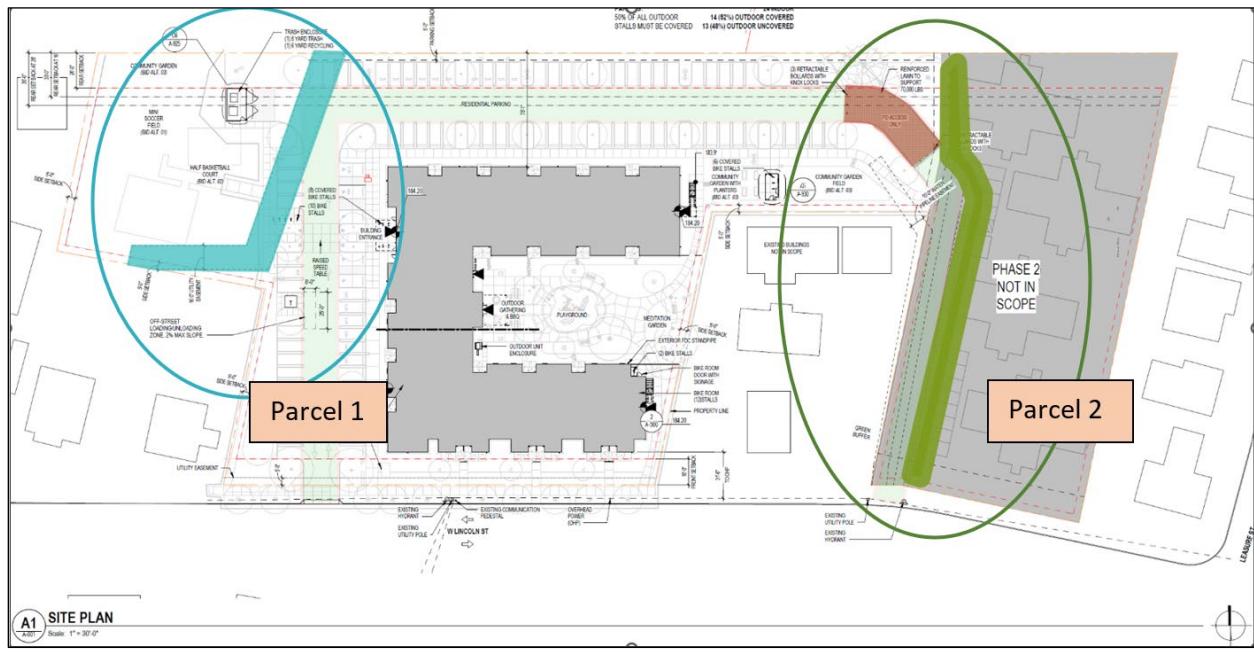
On December 11, 2025, the Planning Commission unanimously approved a Modification of Conditions application to change two conditions of approval:

1. To change the vehicular access between two new parcels to emergency and maintenance vehicles only, and
2. A new condition which relocated the public Mid-Block Pedestrian Corridor from Parcel 1 to Parcel 2, to be developed at a later date.

No testimony other than from the applicant team was received. The motion to approve read: "revise[d] Condition 8b and [...] partially approve[d] VAR 25-03 by replacing two Conditions with a new condition which moves the corridor onto Parcel 2;" this is illustrated in Figure 1 below.

Additional application materials are found via the [DR 25-02 City project webpage](#).

**Figure 1**



Notes: Teal circle indicates original location of Mid-Block Corridor; Green circle indicates an example of a possible new location. Red area shows where vehicular access will now be limited to emergency & maintenance vehicles only.

## **DISCUSSION:**

n/a

## **FINANCIAL IMPACT:**

n/a

## **Attachment(s):**

None.