

E. Industrial Land Development and Employment

The 2023 Woodburn Economic Opportunities Analysis (EOA) provides the basis and policy direction for Woodburn's economic development efforts. Since the last EOA, adopted in 2001, the City has successfully implemented changes through strategies such as:

- Reversing previous trends that saw Woodburn becoming a bedroom community, with residents commuting to the Portland and Salem areas for employment.
- Making the most of its key comparative advantage – location along the Interstate 5 corridor.
- Reserving several large parcels along the I-5 corridor exclusively for industrial uses and targeted industries.
- Adoption of stringent policies to prevent the re-designation of industrial sites in the Southwest Industrial Reserve overlay (SWIR) to commercial or residential uses.

Woodburn is surrounded by agricultural land, and in keeping with Statewide Planning Goal 9 on economic development, ~~t~~The City cannot avoid using agricultural land to provide for suitable future employment land that meets the needs of the growing population. Generally, the City is committed to providing the infrastructure and land base necessary to attract higher-paying employment opportunities while ensuring ~~that~~ development occurs in an orderly fashion that is coordinated with the provision of public services ~~provisions~~ and population growth, ~~with~~ while ~~also~~ mitigation of traffic, pollution, and other harms resulting from growth ~~and mitigating~~ in compliance with statewide planning goals.

Industrial Land Designations

Location of industrial lands poses more of a problem than any other use in urban areas. They are essential for the City, and in Woodburn's case, must be expanded to accommodate future needs. In general, this type of land use requires good transportation access, served preferably, but not necessarily, by both railroad and highway facilities. Reserving industrial sites with direct access to Interstate 5 is critical to the economic development efforts of the City. Generally, industrial land should not be located adjacent to residential areas without buffering such as green space, a major road, or other buffer. There are four areas that have been established for industrial use in Woodburn. They meet all of the above criteria. They are:

1. In the southeast quadrant of the City, along Highway 99E.
2. In the northeast quadrant of the City; the Woodburn Industrial Park and surrounding development and the area between North Front Street and Mill Creek, north of the Woodburn High School;
3. The southwest quadrant of the I-5 interchange area, specifically the Southwest Industrial Reserve Overlay (SWIR) and Interchange Management Area Overlay (IMA).
4. Downtown Woodburn, mostly east/northeast across the railroad and near Commerce Way and Harcastle Avenue.

Each of these areas serves a different purpose in the City's long-range industrial development plans. The majority of the development in the Southeast Industrial area is either in the city limits or next to it and is primarily used for food processing and associated spray irrigation or processing associated with food processing.

The northeast Front Street industrial park area was really the beginning of Woodburn's industrial expansion in the 1970s. It has been very successful and now covers a large amount of land east and west of both the ~~Southern-Union~~ Pacific Railroad and Highway 99E north of State Highway 214. While important for the economy of Woodburn, almost all of the developable land in this area is currently used by industries that require large undeveloped areas for storage of equipment (i.e., contractors or sales of large equipment). While the land may appear to be unimproved or redevelopable, these industries could not be sustained or exist without large areas for storage of associated equipment. It is expected that full build-out will be realized within the next several years. This area is well served by State Highway 214 and Highway 99E with good highway access and a spur line from the ~~Southern-Union~~ Pacific Railroad that could be developed to serve industries locating in this area. An excellent buffer also exists along Mill Creek to separate industrial uses from adjacent residential uses. It should be pointed out, however, that industrial uses should not be located in or near the floodplain and extensive buffering or screening ought to be deployed for industrial uses.

The third industrial area, the southwest quadrant of the interchange was selected because it is an excellent site for target industries identified in previous economic planning efforts. Not all industries desire to or have the ability to locate adjacent to rail lines. Indeed, some cannot because vibration from the railroad upsets sensitive instruments used in some industrial processes. The key locational factor desired by targeted industries is access to, and visibility from, Interstate 5. As a result of these planning efforts, the Southwest Industrial Reserve Overlay (SWIR) industrial area was adopted along Interstate 5 and provides the primary location for targeted industries in Woodburn. It also affords excellent visibility for industries that wish to maintain good visibility.

The fourth Industrial area is Downtown Woodburn. This area is the old downtown industrial center and was the first and the original industrial area in Woodburn, which was platted in 1871 and incorporated in 1889. This industrial area is located along the ~~Southern-Union~~ Pacific Railroad (USPRR) in downtown and historically used the USPRR for transportation. This sector has historical significance when considering the path Woodburn has taken and many of these industries have realized additional development and / redevelopment opportunities in recent years. The City wishes to continue to support these historically significant industries and their connection to the USPRR into the future.

It should be noted that of the four industrial areas in Woodburn, only two, the (1) northeast Front Street area and (3) the southwest quadrant of the Interstate 5 interchange and SWIR area are available for future large-scale industrial expansion.

Industrial Development Goals and Policies

Goal

- E-1. Woodburn shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy of the State), the recommendations of the 2023 Woodburn Economic Opportunities Analysis (EOA) and the Woodburn Economic Development Strategies.

Policies

- E-1.1 It is the policy of the City to provide for developments that, whenever possible, will allow residents of the City of Woodburn to work in Woodburn and not have to seek employment in other areas. To accomplish this the City should encourage a healthy, diversified, and sustainable job market within the City through fostering growth and recruitment of employers of a range of sizes, industries, and pay scales, and enough available industrial land for industrial growth to accommodate the residential growth expected in the City.
- E-1.2 Industrial land should be located to take advantage of Interstate 5 access or rail transportation.
- E-1.3 To minimize impacts on the Marion County agricultural land base, Class I agricultural soils shall be preserved outside the Woodburn urban growth boundary (UGB). At the same time, it is important that industrial lands be located in relatively flat areas that have suitable soils and are free from flood risk.
- E-1.4 Industrial areas that are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones to minimize the impact of industrial uses.
- E-1.5 Industries that, through their operating nature, would contribute significantly to a deterioration of the environmental quality of air, land, or water resources of the city should not be allowed within the city limits.
- E-1.6 The City deems the industrial park concept a desirable form of industrial development. Whenever possible, the industrial park concept will be encouraged in an attractive and functional design. Master planning of industrial areas shall be required prior to annexation of industrial land to the City. Master plans shall reserve parcels of sufficient size to meet the needs of targeted industries identified in the EOA.
- E-1.7 Nonconforming industries shall be encouraged to find other areas in which to locate.
- E-1.8 Industrial lands shall be protected from encroachment by commercial or other uses that will either increase the price of industrial land or generate traffic that will interfere with the normal industrial practices.
- E-1.9 The industries attracted and encouraged by the City to locate in Woodburn should generate jobs that would upgrade the skills of the local labor pool.

Goal

- E-2. Woodburn shall reserve suitable sites in the Southwest Industrial Area Overlay (SWIR) for targeted industrial firms, as directed by the 2023 Woodburn Economic Opportunities Analysis (EOA).

Policies

E-2.1 Land within the SWIR designation shall be reserved exclusively for industrial uses identified in the EOA and shall not be converted to another commercial or residential land use map designation.

~~E-2.2 The City Council shall approve a master development plan prior to annexation to the city limits. The master plan shall show how streets, sanitary sewer, water and stormwater services can be sized and located to serve the entire SWIR. The master plan shall show how arterial, collector, local, and other classes of street access can be provided to each lot if land division is proposed. The proposed master plan shall be referred to Marion County for comment prior to consideration by the City Council.~~ The City shall require master development plans prior to annexation of employment land to show how all public infrastructure (streets, sanitary sewer, water, stormwater, etc.) can be sized and located to serve the employment land.

E-2.3 This SWIR master plan shall demonstrate how sites with the size and access characteristics identified in the EOA will be maintained.

Goal

E-3. Coordinate with Marion County regarding shared economic development goals and policies, future urban growth boundary (UGB) expansions, and other shared land use issues and processes.

Policies

E-3.1 The City of Woodburn has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:

- (a) Inventories lands suitable for employment use by parcel size;
- (b) Calculates the capacity for jobs in existing Commercial and Industrial plan designations;
- (c) Forecasts future employment by sector;
- (d) Identifies industries that are likely to locate in Woodburn;
- (e) Determines the siting needs of targeted industries;
- (f) Determines whether there are existing sites within the UGB that meet site suitability criteria and are not needed for other land uses; and
- (g) Identify sites outside the UGB that meet site suitability criteria if there are inadequate sites within the UGB.

E-3.2 Expand the Woodburn UGB, as needed, to meet the industrial siting needs identified through an updated Woodburn EOA analyses, consistent with the Statewide Planning Goals and other County guidelines adopted as part of this section.

- E-3.3 Review plans and implementing ordinances to ensure an adequate supply of suitable sites to meet the needs of targeted industries, as required by ORS 197.212 et. seq.
- E-3.4 Work with Marion County, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.

F. Commercial Land Development and Employment

Commercial Land Designations

Commercial lands also pose difficulty in deciding their proper location because of the high traffic commercial uses generate and the necessity for good transportation facilities improvements. They also can impact quite severely on adjacent residential uses, and this must be considered in their location, and especially in their zoning. The commercial areas of the City should be developed at higher densities instead of a sprawling or strip type of development. There are basically five major commercial areas in Woodburn, and they are expected to continue to meet the City's commercial land needs for the foreseeable future.

The first commercial area that the City developed was the historic downtown. It is located on both sides of a railroad track and remains an essential part of the City's economy. The downtown area has experienced a renaissance of new investment from the Latino community. Downtown Woodburn is becoming known throughout the state for its authentic Mexican cultural amenities, shops and restaurants. Although some buildings lack maintenance and might be outmoded, others have been remodeled to provide a greater share of Woodburn's services in the future. The City Urban Renewal District and programs include the downtown core, and the City has initiated numerous programs to support the vitality of the downtown core and community.

The second large commercial area that developed in the city is the commercial strip along Highway 99E. A history of commercial strip zoning along 99E has caused many problems in Woodburn. This is because strip development is the least efficient use of commercial land and road frontage. To improve the efficiency of the commercial land and enhance the appearance and vitality of this important commercial corridor, the City undertook the development of a plan for the highway corridor. The resulting Highway 99E Corridor Plan, adopted via Ordinance 2492 in July 2012, guides future development and redevelopment in the Highway 99E corridor. The City will continue to work with property owners towards redeveloping this area in the future in line with the vision established in the corridor plan. By limiting the supply of vacant "green field" commercial land within the UGB, redevelopment and urbanization of strip commercial lands is more likely. Highway access management policies, which the corridor plan addresses, shall be observed when development, redevelopment, and street improvements occur, and the City of Woodburn notes that the Oregon Department of Transportation (ODOT), not the City, controls and maintains this important transportation corridor that bisects eastern Woodburn.

The third large area of commercial development in the City is the I-5 interchange. This area contains one small shopping center, a large retail use (Walmart), a premium outlet mall,

restaurants, and other highway related uses. In general, commercial uses in West Woodburn, which is the west side of the freeway should be limited to highway related interchange type uses, while on the east side, a more general commercial nature should be encouraged. Land available for development located west and southwest of Evergreen Road should be developed as a large commercial retail node when Woodburn population makes it economically feasible. Access management in the I-5 interchange area is extremely important because the traffic capacity limit of the improved interchange in turn limits commercial growth in West Woodburn. This issue is addressed further and extensively in the 2019 Woodburn Transportation System Plan.

The fourth commercial area is the Highway 214/211/99E “Four Corners” intersection in the northeast of Woodburn. This area has become an important commercial district within the City but also serves as a regional retail service center with larger chain retailers and several regional grocery retailers. This commercial district could realize more development in the future. In this area redevelopment and infill should be intensified so as to avoid perpetuating commercial strip development.

The fifth commercial center serves the Nodal Development Overlay area near Parr Road, east of I-5 and in the southwest of Woodburn. Of the area that the land use map designates Nodal Neighborhood overlay, a 10-acre rectangular subarea is zoned the Nodal Neighborhood Commercial (NNC) overlay district. It is along the north side of Parr Road and the east side of a future Evergreen Road extension and is reserved for neighborhood commercial uses that will serve development elsewhere within the Nodal Development Overlay that is higher density residential and within walking and cycling distance (generally one-half mile or less) of the NNC district. It is to be designed and developed as an urban commercial node with primacy for pedestrians, cyclists, and bus transit and limited consolidated, and shared off-street parking.

In addition to these five major areas, there are three other minor commercial areas, two of which are set aside for office uses. One is found at the S-Curve near North Cascade Drive and State Highway 214, and one is located at the northwest quadrant of the intersection of North Settlemier Avenue and State Highway 214. To minimize the traffic impact along State Highway 214, only low traffic generating uses such as offices and other professional service centers should be located along those streets. Large retail uses are not consistent with the overall plan concept for these two areas, although neighborhood-serving retail uses such as delicatessens and coffee shops are allowed. The third small commercial area will be located along Boones Ferry Road, along a drainageway and west tributary of Mill Creek, near the northern edge of the UGB. This two-acre area will serve the day-to-day retail and service needs of recent and planned residential development in the North Boones Ferry Road area.

Commercial Lands Goals and Policies

During the 1990s, Woodburn experienced large-scale commercial growth near Interstate 5. Although commercial development has provided jobs for many Woodburn residents, this growth has contributed to congestion at the I-5/Highway 214 Interchange, which has constrained City ability to attract basic industrial employment that requires I-5 access. Therefore, Woodburn should discourage additional land for “big box” or large-scale auto-dependent commercial development. Woodburn will encourage infill and redevelopment of existing commercial sites and will

encourage neighborhood-serving commercial developments within the Nodal Development Overlay.

Goal

F-1. ~~Identify, promote, and regulate to bring about~~ ~~Encourage~~ urban infill and redevelopment of existing commercial areas within the community, as well as ~~nodal development of~~ neighborhood ~~centers~~~~nodes~~, to meet future commercial development needs, ~~support~~ potential additional housing, and reduce traffic congestion and reliance on ~~motor~~ vehicles for ~~basic~~~~some~~ commercial services.

Policies

F-1.1 The City should at all times have sufficient land to accommodate the retail needs of the City and the surrounding market area while encouraging commercial infill and redevelopment. The City presently has five major commercial areas: Highway 99E, 1-5 Interchange, the downtown area, the Nodal Neighborhood Commercial Area (along Parr Road) area, and the 214/211/99E Four Corners intersection area. No new areas should be established.

F-1.2 Lands for high traffic generating uses (shopping centers, malls, restaurants, etc.) should be located on well improved arterials. The uses should provide the necessary access management and traffic control devices needed to ameliorate their impact on the arterial streets.

F-1.3 Strip zoning and strip development should be discouraged. These are characterized by the use of and parcels, often for retail uses, with access mostly or solely to and from a major street, containing multiple driveway access points, having much surface parking mostly or all between buildings and streets, and with deep setbacks abutting streets. Whenever possible, the City should encourage or require commercial developments which are designed to allow pedestrians to shop without relying on the private automobile to go from shop to shop – a “park once” environment. Therefore, developments should be encouraged to constitute urban districts that allow a one-stop dining, shopping, and recreation opportunity and to the extent feasible, additional residences. Commercial developments or commercial development patterns that necessitate the predominant use of the private automobile shall be discouraged or regulated to not come about in certain areas of the city.

F-1.4 Architectural design of commercial areas should be attractive with a spacious feeling and enough landscaping to reduce the visual impact of large expanses of asphalt parking areas. Nodal commercial and Mixed--Use Village (MUV) areas should be neighborhood and pedestrian oriented, with off-street parking to the rear or side of commercial buildings; any off-street parking that is provided being consolidated and shared; and, with publicly accessible off-street bicycle/pedestrian corridors through superblocks and to neighboring residential areas.

- F-1.5 It would be of benefit to the entire City to have the Woodburn Downtown Development and Conservation District (DDC) function as an active, healthy commercial area. Historic preservation and conversion as well as downtown redevelopment of dilapidated facades ~~and~~, vacant lots, ~~and parking lots~~ should be emphasized, and the City should support and promote property owners ~~to~~ in forming a local improvement district (LID) to help finance downtown improvements. The City may fund planned improvements with urban renewal district funds.
- F-1.6 Commercial office and other low traffic generating commercial retail uses can be located on collectors or in close proximity to residential areas if care in architecture and site planning is exercised. The City should ensure by proper regulations that any commercial uses located close to residential areas either have the proper architectural and landscaping buffer zones or good architecture and urban design allowing for adjacency or an integrated or seamless boundary condition.
- F-1.7 The Downtown Goals and Policies are included in Section K of this Comprehensive Plan and are intended as general guidelines to help the City and Woodburn residents reshape the downtown into a vital part of the community. Generally, development goals are broken into four categories, short-term goals, intermediate term goals, long-term goals, and continual goals. Whenever development is proposed within the downtown, these goals should be reviewed and applied as necessary so as to maintain balance and uniformity over time. Although not part of the Downtown Plan or Woodburn Comprehensive Plan, ~~urban~~ urban renewal district funding can help to realize the goals and policies embodied in these land use plans.
- F-1.8 Ensure that existing commercial sites are used efficiently. Consider the potential for reuse, re-tenanting, or redevelopment of existing commercial sites and modifications to zoning regulations that urbanize development to attract new investment.
- F-1.9 The Gateway Commercial General Overlay zoning district is an area which extends along the east side of the downtown railway. Special use provisions within the overlay district shall allow multi-family residential development either as a stand-alone use or as part of a vertical mixed use project. The intent of allowing multi-family residential development in this area is to provide more consumers living within an area of commercial development and to provide 24-hour a day life into the eastern entrance to the downtown.
- F-1.10 The Highway 99E commercial corridor south of Lincoln Street should be redeveloped over time with more intense mixed use development. The Mixed Use Village Overlay (MUVO) designates an area that is intended to promote efficient use of land and urban services; create a mixture of land uses that encourages employment and housing options in close proximity to one another; restrict land extensive commercial, storage, and industrial uses; and bring about pedestrian-oriented development; with off-street parking to the rear or side of commercial buildings; any off-street parking that is provided being consolidated and shared; and, with pedestrian connections through large city blocks and to neighboring residential areas.

F-1.11 The City will continue to work to beautify the Highway 99E commercial corridor through measures such as replacement of overhead power and telephone lines with underground utilities, enhancing street lighting in the corridor, providing for non-conforming sign amortization, replacing curb-tight sidewalk with landscape strips, providing enhanced streetscape furnishings in key pedestrian areas, and establishing a storefront improvement program. The City will explore options to fund such improvements, including its Capital Improvement Program (CIP), formation of a Local Improvement District (LID), and Urban Renewal funds, and in partnership and with support from ODOT.

Workforce and Target Industry Development

The City's 2023 Economic Opportunities Analysis includes a number of strategies that focus on supporting and improving the quality of the community's workforce and on promoting and developing both existing and future target industries, including a major medical center. The following goal and policies are intended to help achieve those strategies.

Goal

F-2 Enhance the quality of the city workforce and support development of target industries.

Policies

F-2.1 The City shall support the development of a skilled, versatile workforce that meets the needs of current and prospective employers through coordination with and support of the local schools and colleges.

F-2.2 The City shall encourage educational institutions, vocational training, and workforce development to meet the needs of regional industries.

F-2.3 The City shall prioritize the development and improvement of necessary infrastructure to support the establishment and growth of ~~a major medical center~~ targeted industries.

~~F-2.4 The City shall may provide a range of incentives to attract a major medical center.~~

G. Growth Management and Annexation

Growth Management

Woodburn is proud of its ability to accommodate new residents from diverse economic, social and ethnic backgrounds by ensuring a variety of housing choices and adequate levels of public facilities and services are available. Woodburn is committed to:

- Reserving land near Interstate 5 for basic and local employment, rather than freeway oriented commercial development. Woodburn has adopted stringent master planning standards for industrial development, that ensure efficient land use and retention of scarce industrial sites in the Southwest Industrial Reserve Overlay (SWIR) area.

- Integrating its stream corridors and wetlands into the design of neighborhoods and commercial developments. Accordingly, Woodburn has inventoried its locally significant wetlands and riparian corridors, and protected them from conflicting use by applying the “safe harbor provisions” of the Statewide Planning Goal 5 administrative rule (OAR 660-023-0020) and continues to work toward full build out of the Mill Creek Greenway trail system to provide multi-modal connectivity options and expanded green space areas for residents.
- Using the master planning process as a pre-requisite to annexation or development in Nodal Development Overlay and SWIR areas, to ensure that land is used more wisely and more efficiently.
- Finally, Woodburn is committed to working closely with Marion County in joint efforts to manage growth within and immediately adjacent to the Woodburn UGB.

Growth Management Goals and Policies

Goal

- G-1.1 The City's goal is to manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.
- G-1.2 The City's goal is to have developments construct or fund their proportionate share of street public improvements, and other proportional share of improvements to the greatest extent legally permissible. for the public, to lessen the cost of land development to the City in order to lessen taxpayer burden for landowners in the context of Oregon Ballot Measures 5 (1990) and 50 (1997).

Policies

- G-1.1 Woodburn will assure that all expansion areas of the City are served by public facilities and services with adequate capacity to support future development. Consideration of proposals that vary from City capacity standards and facility master plans shall include mitigating measures determined to be appropriate by the Public Works Department and the Transit Department. Other public service providers such as the Woodburn School District and Woodburn Fire District shall also address capacity considerations.
- G-1.2 Woodburn will encourage the optimum use of the residential land inventory by providing opportunities for infill lots, intensifying development along transit corridors, and applying minimum densities.
- G-1.3 The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations and to shrink existing superblocks and prevent new ones, ~~excepting blocks that the land use map designates industrial where (a) the Transportation System Plan (TSP) does not require a~~

~~street extension or new street or (b) industrial parcel minimum areas, necessitated by state law or Woodburn Comprehensive Plan industrial goals and policies, would be compromised.~~

- G-1.4 The City shall ensure the provision of major streets as shown in the Transportation System Plan (TSP). The City shall hold development accountable for streets within and abutting the developments by having developments upgrade nonconforming streets and construct extended and new streets and off-street bicycle/pedestrian facilities. In addition, the policy of the City is to emphasize development outward in successive steps and phases that avoid unnecessary gaps in the development and improvement of the streets or in an otherwise interconnected street system.
- G-1.5 The City's policy is to consider the Capital Improvement Program (CIP) when investing public funds or leveraging private investment.
- G-1.6 The City shall encourage high standards of design and flexibility that are enabled by the planned unit development (PUD) zone.
- G-1.7 The City's policy is to accommodate industrial and commercial growth consistent with the 2023 Woodburn Economic Opportunities Analysis (EOA).
- G-1.8 Diversify the local economy. Woodburn seeks to diversify the local economy so that the community will prosper and can weather swings in the business cycle, seasonal fluctuations, and other economic variables. The intent is to provide a broad spectrum of commercial and industrial enterprises. The variety of enterprises will not only provide insulation from negative business factors, but a choice in employment opportunities that in turn allows for the diversification in income types.
- G-1.9 To ensure that growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected growth. Extensions of the existing public services should be in accordance with the facility master plans and Public Facility Plan in this Comprehensive Plan.
- G-1.10 Woodburn will ensure that land is efficiently used within the Urban Growth Boundary (UGB) by requiring master development plans for land within Nodal Development Overlay and Southwest Industrial Reserve overlay designations. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).
- G-1.11 The City shall pay for public facilities with system development charges (SDCs) from anticipated growth.
- G-1.12 The County shall retain responsibility for regulating land use on lands within the urban growth area (unincorporated land inside the UGB) until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered to be available, over time, for urban development.

G-1.13 The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area. Land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations.

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

G-1.15 In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments to the City's Comprehensive Plan which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.

G-1.16 The area outside the urban growth boundary, including any areas within the Urban Reserve Area (URA) designation, shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals until urban growth boundary expansion and annexation.

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

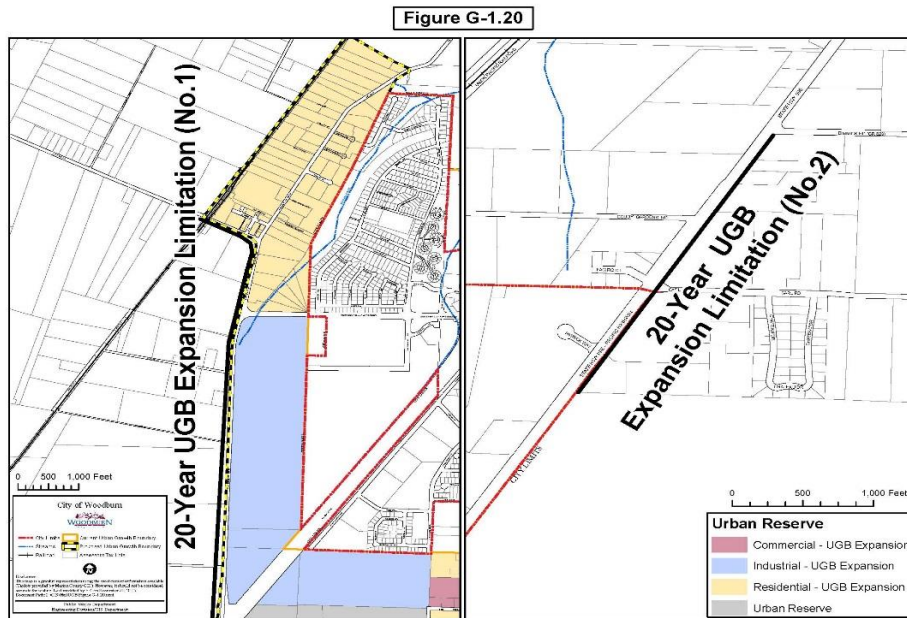
G-1.18 Conversion of land within the boundary to urban uses shall be based on a consideration of:

- (a) Orderly, economic provision for public facilities and services;
- (b) Availability of sufficient land for the various uses to ensure choices in the market place;
- (c) ~~LCDC~~ Goals;
- (d) Further development of vacant and underutilized residential land within the City's buildable land inventory before annexing additional territory for conversion to residential use at urban densities; and
- (e) Applicable provisions of the Marion County and City Comprehensive Plans.

G-1.19 ~~In 2015~~, Woodburn designated and established two 20-year UGB Expansion Limitations as depicted in Figure G-1.20, which was adopted as part of the 2016 Woodburn Comprehensive Plan update via Ordinance No. 2530 in December 2015 ~~that took effect January 2016~~. For 20 years from the date the UGB amendment decision is acknowledged,

the City shall not seek, consider, or approve an expansion of the Woodburn UGB in the following areas:

- West of the portion of Butteville Road NE, as depicted in Figure G-1.20.
- Northeast of Highway 99E located at the northeast edge of the existing UGB, as depicted in Figure G-1.20:



To further the mutual objective of the City and County to enhance livability and promote logical and orderly development in a cost effective manner, both UGB Expansion Limitations shall function as boundaries that shall not be crossed by any UGB expansion for a period of 20 years.

G-1.20 In 2015, the City and Marion County jointly agreed to establish an Urban Reserve Area (URA) consistent with state law. The URA is designated and established west and south of Parr Road as specified in Figure G-1.21, which is adopted as part of the Woodburn Comprehensive Plan. Designating a URA achieves the following objectives: (a) It identifies appropriate lands to be reserved for eventual inclusion in the UGB; (b) In conjunction with Marion County's adoption of policies and regulations for the URA, it protects this land from development patterns that would impede long-term urbanization; and (c) it provides more certainty for jurisdictions, service districts and property owners to undertake longer-term planning for public facilities and services such as transportation, sewer and water, schools and parks.



G-1.21 Woodburn’s employment forecasts and site suitability analysis are found in the adopted Woodburn EOA.

G-1.22 Woodburn will consider residential and commercial redevelopment and infill potential for purposes of calculating UGB capacity, prior to expanding the UGB. Woodburn will also constrain the supply of commercial land to encourage redevelopment along Highway 214 west of Interstate 5, and along Highway 99W.

G-1.23 Woodburn has identified two areas for mixed-use development – Downtown Woodburn and the Nodal Development District along Parr Road. The UGB Justification Report includes specific estimates of the number of new housing units and commercial jobs that can be accommodated in these overlay districts.

G-1.24 Consistent with other provisions contained in the Woodburn Comprehensive Plan, all land within the Southwest Industrial Reserve shall be reserved exclusively for industrial uses identified in the EOA and shall not be converted to another commercial or residential plan designation. ~~Specific lot size standards shall be established limiting the size and number of future lots for these properties.~~

G-1.25 Woodburn recognizes that residential uses present the most adverse conflicts with both agricultural practices and with many industrial uses, especially those that use trucks as part of their regular business practice. Woodburn and Marion County recognize that the land to the west of Butteville Road NE is a critical part of the irreplaceable land base of the region’s agricultural industry. Therefore, to minimize conflicts between urban and agricultural uses and to minimize conflicts between the industrial uses in Southwest Industrial Reserve and other urban uses, the City and County will:

- Ensure that the design of any improvements to the portion of Butteville Road NE serving the Southwest Industrial Reserve not encourage any urban traffic unrelated to the industrial use in the immediate area and unrelated to agricultural uses west of Butteville Road.
- As industrial development is planned for in the Southwest Industrial Reserve consideration shall be given to methods that mitigate impacts from development and adjacent agricultural activities. This can include buffers or increased setbacks along Butteville Road, provided that any buffers needed to reduce conflicts between the industrial uses and agricultural activity west of Butteville Road NE are located inside the UGB.

G-1.26 The City will collaborate with regional transportation agencies, including ODOT, to monitor, and update as needed, a coordinated approach to maintaining circulation and mobility in the I-5 interchange area.

G-1.27 The City will coordinate with other agencies to encourage improvement of the regional transportation system, including highways, rail, and air, to accommodate residential and employment growth expected in the City.

G-1.28 The City will factor into growth management the Transit Development Plan adopted via Resolution No. 2213 in June 2023.

Annexation Goals and Policies

Goal

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

Policies

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

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

- Incorporating all of the territory within the City limits that will be of benefit to the City.
- Providing an opportunity for the urban in-fill of vacant and under-utilized property.

- (c) Fostering an efficient pattern of urban development in the City, maximizing the use of existing City facilities and services, and balancing the costs of City services among all benefited residents and development.
- (d) Requiring master development plans for land within Nodal Development Overlay or Southwest Industrial Reserve overlay designations prior to annexation. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).