

## MEMORANDUM

To: Dave Green, P.E.  
From: Jesse Winterowd / Greg Winterowd  
Date: April 20, 2008  
Re: **Woodburn Population Growth and Land Needs from 2020-2060**

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### PURPOSE

This memorandum presents a reasonable range of population projections for the City to consider in forecasting demand for sanitary sewer facilities and considers staff comments at a meeting held in Woodburn on March 13, 2008. In this memorandum, we suggest a mid-range projection and then calculate how much land will be needed to accommodate this projection, based on assumptions used in *The Woodburn UGB Justification Report*. Finally, we suggest potential areas for future growth. This memorandum is intended to guide the preparation of the City's wastewater facilities master plan.

### POPULATION PROJECTION

Below, we suggest the "book-ends" for a 50-year population forecast by providing high and low city population projections. We recommend a mid-range 2060 projection of 74,136. We then calculate the land area needed for the low, mid-range and high projections.

#### **The High End: Continue the 2.8% Average Annual Growth Rate (AAGR)**

Woodburn has a coordinated Year 2020 population projection of 34,919, based on a 2.8% AAGR from 2002-2020. This growth rate, carried forward from 2020 through 2060, would result in a 2060 population of 105,387 – over 70,000 *additional* people.

Winterbrook applied residential land need assumptions from the *Woodburn UGB Justification Report* to determine future residential land needs.<sup>1</sup> To determine 2020-2060 commercial land needs under this scenario, we assumed that the ratio of developed

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<sup>1</sup> Residential assumptions were: 8.9 dwelling units per net acre; 2.9 persons per household; and 5% vacancy rate. Public / Semi Public assumptions were: Schools at 5 acres per 1000 population; Parks at 7 acres per 1000 population; Institutional at 1 acre per 1,200 population; and Religious at 2 acres per 1000 population.

commercial land area to projected population in 2020 will remain constant through 2060.<sup>2</sup> Under this assumption, Woodburn will need 1,257 *additional* acres of commercial land by 2060. We conservatively assumed that Woodburn's industrial land needs would be roughly the same for the 2020-60 timeframe as projected for the 2002-2020 timeframe – about 400 acres.

**Overall, Woodburn would need approximately 11 square miles (7,082 acres) to meet 2060 growth needs under the 2.8% growth scenario.** To compare:

- The recently amended Woodburn UGB has slightly over 6 square miles for roughly 35,000 people; and
- Woodburn added 1.6 square miles to its UGB in 2005.

### **The Low End: 1% AAGR after 2020 based on the OEA Projection for Marion County**

The Oregon Office of Economic Analysis (OEA) projects population growth for all Oregon counties through 2040. The OEA projection shows that Marion County will grow at about a 1% AAGR from 2020 – 2040, with growth rates declining as the timeframe extends – from an initial 2020-2025 growth rate of around 1.2%, to a 2035-2040 growth rate of just over 0.8%. We extended the lower OEA 2035-40 growth rate to 2060, and then applied it to Woodburn's 2020 projection. *If Woodburn's growth rate mirrors the projected County growth rate (about 1% AAGR), then Woodburn would have a 2060 population of 50,682.*

Winterbrook applied residential land need assumptions from the *Woodburn UGB Justification Report* to determine future residential land needs. To determine 2020-2060 commercial land needs under this scenario, we assumed that the ratio of developed commercial land area to projected population in 2020 will remain constant through 2060. Under this assumption, Woodburn will need 281 *additional* acres of commercial land by 2060. We assumed that Woodburn's would need an additional 400 acres of industrial land to meet 2020-2060 site needs.

**Overall, Woodburn would need approximately 3 square miles (1,979 acres) to meet 2060 growth needs under the 1% growth scenario.** To compare:

- The recently amended Woodburn UGB has slightly over 6 square miles for roughly 35,000 people; and
- The high end scenario would require an additional 11 square miles for roughly 70,000 additional people.

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<sup>2</sup> When Woodburn expanded its UGB in 2005, the City added only 24 acres of commercial land, based on the optimistic assumption that almost all 2020 commercial land needs would be met through redevelopment. By 2020, Woodburn will have an estimated 623 commercial acres to serve a population of almost 35,000. This amounts to about one acre of developed commercial land for every 56 people.

### **The Mid-Range City Projection: 1.9% AAGR after 2020**

The Marion County Comprehensive Plan recognizes that Woodburn is the growth center for northern Marion County. Therefore, it is reasonable to assume that Woodburn will have an increasing percentage of the County's overall population. However, given the OEA projection for Marion County as a whole, it is probably unreasonable to assume that Woodburn will continue to grow at 2.8% from 2020-2060.

The mid-range projection for Woodburn from 2020-2060 is 1.9% - midway between the County OEA projection of 1% and Woodburn's 2005-2020 growth rate of 2.8%. *If* Woodburn grows at 1.9% each year from 2020-2060, *then* Woodburn would have a 2060 population of 74,136.

Winterbrook applied residential land need assumptions from the *Woodburn UGB Justification Report* to determine future residential land needs – and that a significant amount of residential land need would be met through redevelopment in central Woodburn. To determine 2020-2060 commercial land needs under this scenario, we assumed that the ratio of developed commercial land area to projected population in 2020 will remain relatively constant through 2060. Based on staff comments, we reduced projected commercial land need by about 150 acres. Under this assumption, Woodburn will need approximately 550 *additional* acres of commercial land by 2060. We assumed that Woodburn's industrial land needs would be roughly the same for the 2020-60 timeframe as projected for the 2002-2020 timeframe – about 400 acres.

**Overall, Woodburn would need approximately 6.1 square miles (3,935 acres) to meet 2060 growth needs under the 1.9% growth scenario.** To compare:

- The recently amended Woodburn UGB has slightly over 6 square miles for roughly 35,000 people;
- Woodburn added 1.6 square miles to its UGB in 2005;
- The high end scenario would require an additional 11 square miles for 70,000 additional people; and
- The low end scenario would require an additional 3 square miles for roughly 15,000 additional people.

We recommended, and City staff concurred, that the City's 50-year facilities plan should be based on the mid-range projection of 74,136 – slightly more than double the City's 2020 population projection. To achieve this population, Woodburn would need to grow an average annual rate of 2.8% through the Year 2020, and 1.9% from 2020-2060.

Table 1 summarizes population and estimated land needs based on the high, low and mid-range growth scenarios.

**Table 1: Growth Rates from 2020 through 2060**

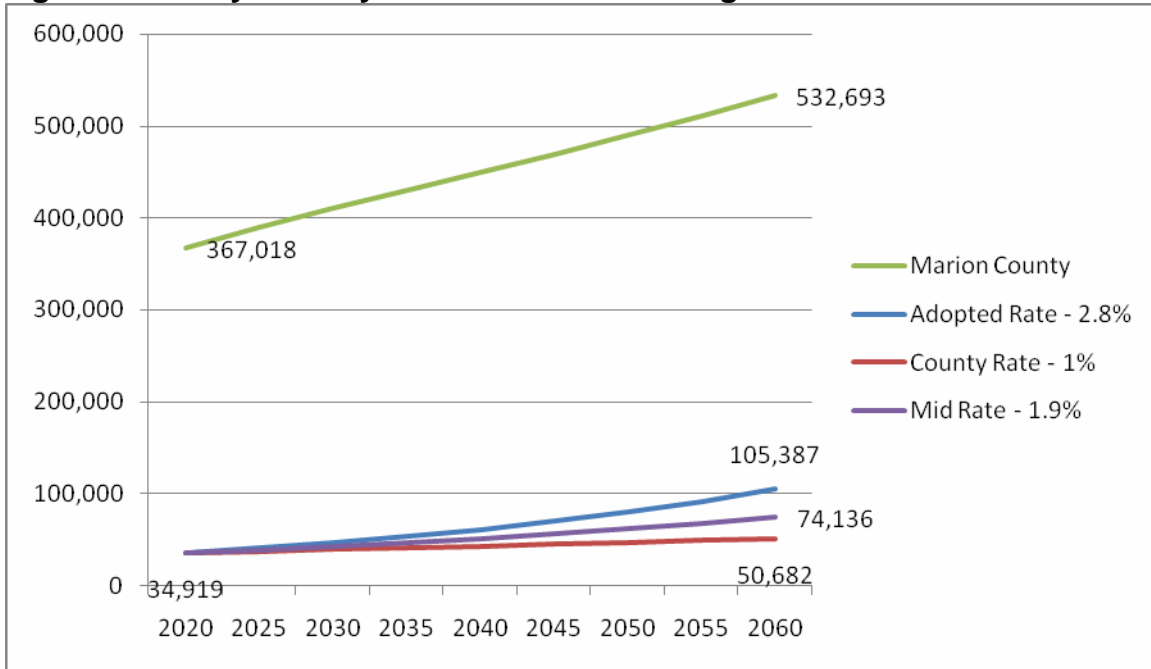
<b>Projection</b>	2060 Population	Residential Acres	Employment Acres	Total Net	Gross Acres	Square Miles
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	Acres						
Adopted Rate: 2.8% AAGR	105,387	3,919	1,657	5,576	7,082	11.1	
County Rate: 1% AAGR	50,682	877	681	1,558	1,979	3.1	
<b>Mid Rate: 1.9% AAGR</b>	<b>74,136</b>	<b>2,148</b>	<b>950</b>	<b>3,098</b>	<b>3,935</b>	<b>6.1</b>	

Figure 1 compares the range of city forecasts with an extended OEA forecast for Marion County.

**Figure 1: County and City Forecasts – 2020 through 2060**



## THE MAGNITUDE AND POTENTIAL DIRECTION OF GROWTH UNDER THE MID-RANGE SCENARIO

In 2005, Woodburn expanded its UGB to include nearby exception areas and land with relatively poor (generally Class III) agricultural soils. Relatively little Class II agricultural soil was included at that time because there were other options.

Although some Class III soils remain to the southwest (towards Gervais), the predominant agricultural soils classification to the west, southeast, east and north is Class II. Therefore, after including additional Class III land to the southwest, Woodburn has no option – eventually – but to include land with predominantly Class II soils within its future UGB. Because Class II soils predominate in all directions and almost all rural residential exception areas in the vicinity are already in the UGB, Woodburn has more local choice in determining the direction of 2060 growth than it had in determining the direction of 2020 growth.

Under the mid-range scenario, Woodburn will need to expand its UGB by about 6.1 square miles (3,935 gross acres), compared with the 1.6 square miles added to the UGB in 2005. Additions to the UGB must, under state law and Goal 14 (Urbanization), occur in stages based on 20-year need.<sup>3</sup>

Map 1 on the following page is intentionally rough and preliminary. Map 1 shows the Woodburn UGB in dark grey *before* it was expanded in 2005 by Marion County and the City.<sup>4</sup> The Gervais and Hubbard UGBs are also shown in grey. County zoning for the area around the Woodburn UGB is shown in green (agricultural), blue (public), light grey (airport) and yellow (rural residential).

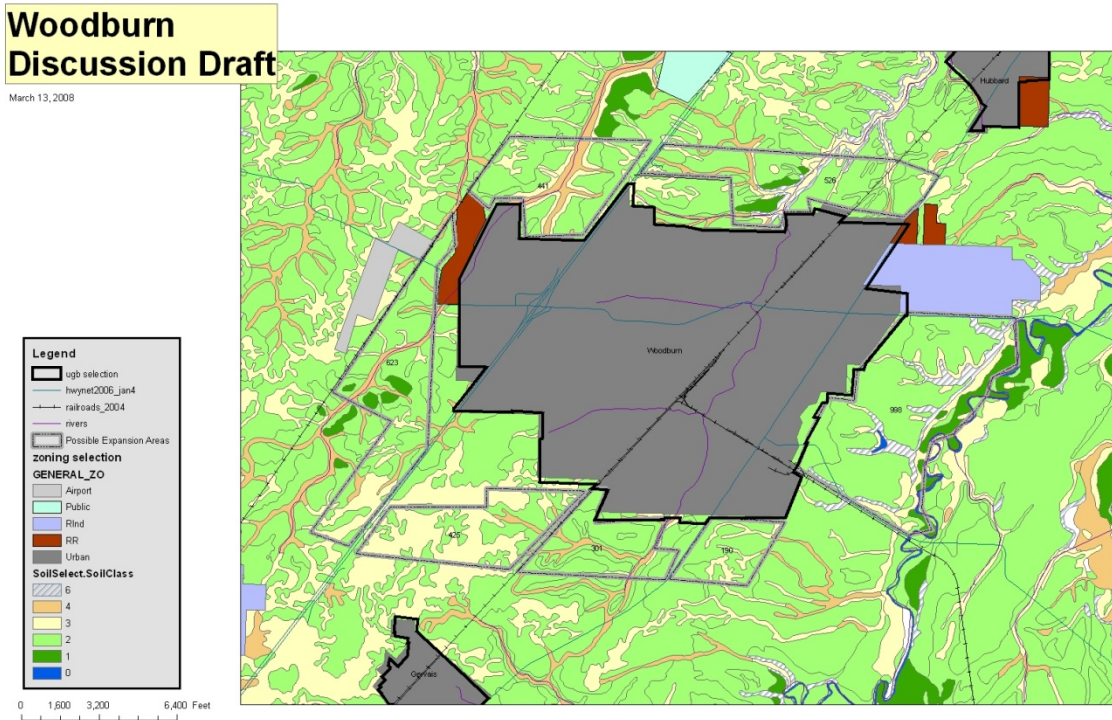
Map 1 also shows where the 5.5 gross square miles of needed land might be located. The light blue areas with numbers show the approximate location and gross acreage of land (most of work is zoned for agricultural use), that we believe *could* be added to the UGB consistent with Goal 14 (Urbanization) and ORS 197.298, Priorities for expansion of urban growth boundaries. This is not intended to be a definitive map. For example, unbuildable land near the Pudding River may or may not be included within a future UGB, depending on open space planning needs. The green agricultural areas abutting the old UGB show the general location of lands that were part of the 2005 UGB expansion.

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<sup>3</sup> Under OAR Chapter 660, Division 021, the City could establish a 50-year urban reserve area (URA) that would create greater certainty regarding the future direction of growth and public facilities planning.

<sup>4</sup> Oregon's Geospatial Database website has not been updated to show Woodburn's adopted 2005 UGB.

## Map 1: Woodburn Potential UGB/URA Expansion Areas



## CONCLUSION

We recommend that the City consider growing *in all directions* to meet residential (including parks, schools and institutions), commercial and industrial land needs. Based on the City's residential and economic land needs analyses, and on our familiarity with Woodburn, one possible land use allocation *could* look something like this:

1. Most of the land to the west of I-5 (the areas labeled with 623 and 441 acres) could be allocated to meet commercial and higher density residential land needs, in a mixed use or traditional configuration. An unbuildable riparian corridor runs between I-5 and the railroad tracks. Over the next 50 years, there is a reasonable likelihood that commuter rail will be extended from Wilsonville to Salem in these areas. There is also the possibility that Gervais will get an I-5 interchange.
2. Land to the southwest (425 acres), between the railroad tracks and I-5, will be needed for employment opportunities targeted in the existing (or future) Woodburn Economic Opportunities Analysis. This would extend the existing industrial area south into the area

with predominantly Class III soils. A respectful buffer remains between the future Woodburn and Gervais urban growth areas.

3. Land to the southeast, east and north (with 310, 190, 998, and 526 acres) will be needed primarily for residential purposes, with some supporting commercial and, perhaps, some limited industrial. Much of the area to the east is owned by the Serres family. The Pudding River floodplain and riparian area is suitable for open space. The Serres family is anxious to develop and have done some preliminary master planning for lower density residential, park and school development.

This possible 50-year future growth area (which with refinements *could* be established as Woodburn's urban reserve area) generally is defined by natural and constructed boundaries that would be effective in limiting impacts to nearby agricultural land:

- The Pudding River defines the east boundary
- Existing small roads define a portion of the south boundary (this area has the least defined natural or constructed boundaries)
- The existing railroad and potential commuter rail line defines the west boundary
- In order to double-load Crosby Road, the northern boundary with agricultural land lacks natural or constructed buffers.