

CITY OF WOODBURN
COMPREHENSIVE PLAN

LAND USE ELEMENT

Prepared by:
The City of Woodburn Planning Department

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Recreation and Parks Goals & Policies

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INTRODUCTION

Woodburn 2014 - A Comprehensive Plan

This Plan was developed during the period from December 1976 through March 1981. It was revised through the Periodic Review process in 1988-1989 and was amended again in 1996. It is intended to guide the development and redevelopment of Woodburn for the next 20 years. Hopefully, through following the Plan the City will maintain and enhance the present quality of life enjoyed by the approximately 16,000 people who call Woodburn their home. The Plan is also intended to comply with the requirements of state law, the Land Conservation and Development Commission Goals and Guidelines. The Plan is also intended as an informational and data source to persons unfamiliar with Woodburn or who wish to find out more about the City, and to act as an educational document for City Council members, Planning Commission members, staff and other interested parties.

The Plan was developed through a series of public workshops. The first workshops were held in December of 1976 where past patterns of City growth were examined and various alternatives for future growth were also considered. Out of these three public workshops, the 1977 "Sketch Plan" was developed. This was to be the general guideline for the consultants which would be working on various aspects of the City's Plan. Over the next 18 months several consultants were hired to develop the more technical aspects of the Comprehensive Plan. Each of the consultants held workshops with the Planning Commission and general public to obtain input during the development of the elements and also after the elements were finished. After the various elements of the Plan were completed, the Planning Commission reexamined the viability of the Sketch Plan. Several changes were deemed necessary due to the new data which had been gathered by the consultants during the planning period. After three public workshops by the City Council. However, additional time was taken to obtain approval from various Local, Regional, and State agencies prior to acknowledgment of compliance from the Land Conservation and Development Commission in March 1981.

ASSUMPTIONS

Any plan is based on assumptions about the future. Assumptions for Woodburn 2014 are as follows:

1. The City will increase in population to approximately 28,000 by the year 2014. Demography of the city will not change drastically but will consist of a cross section of Oregonians.
2. The automobile will continue to be a major source of transit. However, increasing costs of transportation will necessitate, to some degree, other means of transportation such as a mass transit, bicycle and pedestrian paths.
3. There will be an increasing density in housing as compared to past development patterns. New housing types will be developed to cope with rising costs.
4. Woodburn will continue to show a transition from an agricultural-based economy to a manufacturing-based economy.
5. Woodburn is also in transition from a mostly rural area to a service center for smaller surrounding communities.
6. Woodburn will also continue to be a freeway oriented service center.
7. Sources of municipal finance and structure of government will remain essentially the same during the period of the plan. However, privatization of some governmental services may take place.
8. The role of City services in overseeing the location of new developments will be at least as strong as it is in the present and possible stronger.
9. Woodburn will continue to show a transition of lessening the burden on the taxpayer by placing the cost of developing infrastructure onto the developer.
10. Woodburn's development will not be hindered by coming into contact with other districts and jurisdictions.
11. The Industrial base will continue to grow and diversify.

ORGANIZATION OF THE PLAN

Due to the complexity of an urban development, and the desire to comprehensively plan all the factors of urban development, WOODBURN 2014 may appear to some to be a long and complicated plan. Not all persons will desire or need to assimilate all of the information which is contained in this plan. Due to this fact it is divided into several volumes based on the contents of those volumes.

Volume 1 contains the Land Use element which is a general guide to land uses and land use policies in the City, implementation strategies, and the criteria for revision and renewal of the Plan. Volume 1 also contains short abstracts of the other elements in the Comprehensive Plan so that a general idea is given as to what items are covered in the other elements.

Volume 2 includes the physical facility plans. It contains plans for transportation, sewer, water and storm drainage. These are the basic services which cities provide to accommodate developments. Persons interested in developing in the City, especially those interested in selecting locations for new developments, will be most interested in Volume 2.

Volume 3 contains social services plans. It covers housing, economy, recreation and school plans. These are the services which the City provides or on which the City has a significant impact. Persons interested in the economic or social makeup of the City or who are doing various types of housing or market impact analysis will be interested in the social services plans, as well as citizens in general who would like to see how the recreation and school plans coincide.

It is hoped that this Plan will be available and understandable by all. It is a plan which was developed, in a large part, by citizens in Woodburn. An attempt has been made to reduce the technical elements to their most elemental forms while not losing the essential accuracy of the various technical portions of the Plan. The City hopes that by studying Woodburn 2014, a clear picture of the City's future may be developed.

I. PHYSICAL SETTING OF THE CITY

Woodburn is a town of approximately 16,000 persons located midway between Portland and Salem in Oregon's Willamette Valley. Woodburn is 17 miles north of Salem and is 30 miles south of Portland. Its location is central with respect to transportation corridors running north and south in the Mid Willamette Valley. Interstate 5, the major north-south freeway through Oregon, runs through Woodburn's City limits on the west side of the City. Highway 99E, a secondary major north-south transportation route, runs through the east end of Woodburn. State Highway 214, a primary state road, runs east and west bisecting the town. In addition, there are two railroad tracks that run either through, or in close proximity to it; Southern Pacific Railroad which runs through the center of town and around which Woodburn was originally built, and the Burlington Northern Railroad which runs north and south just west of the present City limits. Due to the location of these major transportation

routes, Woodburn has extremely good location with respect to commerce.

The physical setting of the City is on an extremely flat area of the Willamette Valley. The highest point in Woodburn is approximately 187 feet above sea level, located in west Woodburn. The lowest point in the present City limits is approximately 148 feet above sea level, located on the point where Mill Creek drainage channel leaves the City limits. While this gives a relief in the City of 40 feet, most of the area is still extremely flat; averaging about 177 to 182 feet above sea level. This flat plain is divided by two drainage systems; Mill Creek which runs through the center of town, and Senecal Creek which runs through the western city limits. Other than the two drainage channels there are no physical formations of any significance in Woodburn.

The climate of Woodburn is typified by mild, wet winters and warm, dry summers. The daily maximum and minimum mean temperature is 45 degrees=F and 32 degrees=F in January and 82 degrees=F and 51 degrees=F in July. Precipitation varies from an average of 6.9 inches January to .03 inches in July. Another indication of the marked difference in precipitation rates between seasons is the number of days with a cloud cover. January averages 24 cloudy and 4 partly cloudy days as compared to 7 cloudy days and 9 partly cloudy days for the month of July. Winds are generally from the south for 10 months of the year except for July and August when northerly winds are the rule. Wind velocities range between 6.2 and 8.7 miles per hour.

The soils which have developed in this climate are of two associations, Amity silt loam and Woodburn silt loam. Both of these formations are found throughout the City in all areas except drainage channels. These soils are capability unit Class 11 established by the Soil Conservation Service. The drainage channels contain several different types of associations, most commonly Bashaw clay, Dayton silt loam and Concord silt loam. These soils are extremely wet and boggy and are generally Class III and Class IV soils (See Appendix A).

Because of the flatness of the terrain around Woodburn and also because of the basically stable physical environment there are very few limiting factors relating to urban development. The only two of any significance are floodplain areas which occur around the Mill Creek drainage area and unstable soils. Fortunately, for the most part these unstable soils occur in the floodplain areas. They are mostly of the clay type soils which occur in the low drainage areas and insufficient to provide foundations for normal structures.

II. HISTORICAL BACKGROUND

Prior to the arrival of man, the site upon which Woodburn is located would have appeared quite different from today.

Several areas in the immediate vicinity of Woodburn, most notably the Senior Estates areas, would have been swampy, boggy lands typified by water tolerant species and created a bountiful habitat for water fowl and other species associated with marshes. The main break to this landscape would have been the river canyon areas of Senecal Creek and Mill Creek. This area was generally an active

floodplain and was seasonally flooded. The channels at that time were probably very ill-defined, very similar to Senecal Creek today. Vegetation would have been dense, typically there was a thick, shrubby growth in the floodplain areas dominated by water tolerant deciduous trees and an occasional fir tree. However, the composition of vegetation quickly changes as soon as the rise in elevation would allow drainage of the soggy soil. On the slopes of the stream gullies and extending out into the flat areas, one would have found thick growth of firs and oaks, occasionally broken by large grassy plains with scattered oak trees. This change is evident today in the undeveloped areas of Senecal Creek drainage which flows through west Woodburn.

After arrival of Indians in the area the open grasslands would have increased in expanse. It is commonly believed that the Indians set annual fires to increase the supply of foods which they gathered from the grassland habitat.

When Europeans arrived in the Willamette Valley in 1805 to 1830, they encountered numerous small bands of native Americans which collectively became known as the Calapooians. This was the tribe of Indians which inhabited the French Prairie region. There are no known Indian villages or campsites along the Pudding River drainage in the Woodburn area. However, as this area is one of the first settled by Europeans in Oregon, the early contact with Euro-Americans may have driven the Indians to other locations. It would be difficult to imagine Indians not establishing campsites in or near the areas around Woodburn as it would have provided a great deal of habitat for wildlife which was their staple. Treaties signed in 1854 and 1855 officially terminated the native American occupation of the Willamette Valley. The surviving Calapooians were ordered into the Grand Ronde Reservation west of the Coast Mountains.

The earliest settlers in the Willamette Valley were mostly confined to the region known as French Prairie, a portion of the northern valley comprising 200 square miles on the east side of the Willamette River. Champoeg became the seat for Oregon's provisional government in 1843. The area soon became crowded and diffused growth up the Willamette River. Woodburn, in the southern reaches of the French Prairie, was one of the recipients of early settlers from the northern valley and the fertile adjacent soils allowed it to become known as the trade center of the region. Under the influence of industrial development in the form of steamboat and later the railroads, Woodburn realized growth and prosperity that was not true of many of the earliest settlements in the Valley which became bypassed by these new developments in technology. The founding of Woodburn is said to have been due to the efforts of Jesse Settlemyer who purchased the portion of land where the town is now presently located. The land was purchased during the foreclosure sale which had originally been part of the Jean Dubois homestead in the 1840's. Settlemyer apparently saw promise for Woodburn. After founding a nursery in 1863 he focused his energy and resources to attract people in commerce to the area. At this time the existing social and promising economic center of the east French Prairie was Belle Passe, located some 2 2 miles from Woodburn. Woodburn eventually absorbed the attention previously paid to Belle Passe, and it was thought that Woodburn was coming into the position to capitalize on trade and shipping activities because of its proximity to fast growing Portland and Salem. This in conjunction with its agricultural and commercial potential gave it a key position for subsequent growth and development.

Although Jesse Settlemier was instrumental in designing the physical townsite, many claim its real founder was Ben Holladay. If Holladay did not actually found the townsite he at least gave it a major stimulus for growth through his building of the railroad. In 1871 his Oregon and California Railroad established a line by way of Woodburn and some ten years later a narrow gauge railroad also made its appearance in Woodburn. 1871 also saw the first platting of the townsite of Woodburn with the eastern boundary the Oregon and California Railroad established by Ben Holladay.

Jesse Settlemier's efforts to encourage growth continued during this period. A strong agricultural base, railroad and geographic centrality were its strongest features. In addition, Settlemier was at this time successful in subsidizing the railroad to construct a flag station at Woodburn, giving the town major status. Local sentiment has it that by 1880 Woodburn was on the way to becoming the most prominent city in the Willamette Valley (according to the Woodburn Independent). By 1889 Woodburn was incorporated as a City with a home rule charter. Its first mayor was Jesse Settlemier. A school had already been established in 1885 and in its first year was attended by 65 students. Also, in 1888 the Woodburn Independent, the town newspaper, was established.

During the 1890's, Woodburn was realizing some of the commercial and industrial growth which it had boasted it could achieve. A flour mill, planing mills, lumber yards and a marble works were developed.

During the 1890's and the early 1900's Woodburn hoped to attract other industries and commercial enterprises. Woodburn advertised that its desirable features were less expensive land and fewer labor problems than other areas. It was noted, for example, that Woodburn did not suffer from Portland's rise in land prices as well as its racial clashes between laborers. By 1900 Woodburn had 46 businesses, including 3 hotels, a telephone system, a cannery, a grain works, 10 nurseries, 3 lumber yards and other assorted enterprises such as banks and retail outlets. It also possessed several churches and distinctive social groups.

In the early 1900's Woodburn was introduced to the electric railroad or interurbans, as they were called. This particular line was known as the Oregon Electric. The main line originally bypassed the City by some two miles to the west. Its owner at that time favored west Woodburn for their terminus. By 1910, however, a spur was connected to Woodburn. Oddly enough, a town served by two railroads and having sufficient economy to sustain population in commerce was brought partially to its knees by another form of mechanized technology; the automobile. While the town continued to grow and attract some industry of a specific nature, once highway traffic developed it did so at a much slower rate. Woodburn's growth began to slow as it gave way to a changing economy.

Between 1910 and 1940 Woodburn grew in its population by only some 40 persons. Industry, however, continued to expand in the form of a loganberry juice factory and a cannery. In 1925 came the construction of the Woodburn training school for boys, now MacLaren School. In 1929 the Portland Gas and Coke Company installed service facilities. In subsequent years, Bonneville Power provided electricity to both residents and industry.

In 1944 the Birds Eye Division of General Foods built a large cannery facility in Woodburn, attracted by the agricultural productivity of the area. Woodburn promoters at this time maintained that the City still had all the machinery for economic success. It was said by local developers to be a sleeping giant.

While the automobile had retarded its growth as a regional shipping center, the same technology brought suburbia ever closer to the City so that a different type of growth began to occur in Woodburn.

During the 1960's Woodburn underwent some interesting demographic changes. In the decade from 1960 to 1970 there were three separate migrations into Woodburn. The first was the immigration of retired people into the Woodburn area mostly through the Senior Estates development. This development, which was conceived in the 1950's and first platted in 1960 continued its development until 1980 when the last lots in Senior Estates were platted. This brought in approximately 2,500 retired persons into the Woodburn area. The same period also saw immigration of Mexican-Americans into Woodburn, initially attracted by the agricultural labor in the area and then settling down to become residents, and the Old Believer Russian migration to Woodburn. Woodburn's growth through the 1970's exceeded that of the State, the Willamette Valley, and other selected locations in the immediate area. Historically, Woodburn has been able to support its population with a full range of City services and has maintained its identity as a community in the area. It is Woodburn's desire to remain as redistribution center for outlying areas of the Valley. Public polls taken in Woodburn have confirmed this goal. Expansion of the City in an orderly and efficient manner will aid in giving the population the commerce and industry it has always historically desired.

III. PRESENT COMMUNITY

The present population of the City of Woodburn is the result of radical changes in the last twenty-five years. Table 2 pg.10, shows the population mix of Woodburn from 1970 -1994 and compares this to Marion County's population for the same years. While the City, during this time, increased in population by approximately 126%, the population make up of the City also changed drastically. This was due primarily to the various attractions Woodburn has had on various age groups. From 1960 to 1970 population growth was primarily based on Senior Estates and the Woodburn Industrial Park creating jobs. While other factors were also at work, it appears that from 1960-1980 Woodburn went from a relatively normal mix of population to one heavily dominated by seniors. There appears to be more migration in the age groups which one could term young families, that is persons of 25 to 35 years of age with families of young children.

Income characteristics of the City of Woodburn have also begun to show change. In 1970 Woodburn had the lowest per capita household income of the entire state. Since 1970 surveys of the income characteristics of the City of Woodburn have shown that there are still a large number of persons with incomes that are low or moderate, however, there appears to be more persons in the middle

income bracket, and the City's median income is climbing. Table 1 pg. 9, shows the 1993 family income by family size.

The mix of racial and ethnic groups in Woodburn is also quite diverse when compared to Oregon as a whole. Besides the large community of retired persons there is a significant percentage of the population (approximately 28% in 1990) that are of a Mexican-American ethnic background. This group was drawn here mostly during the 60's and 70's by the agriculturally related industries and have settled in the area. In addition, there is a large portion of the Russian "Old Believers" group living in the City limits of Woodburn. Woodburn forms a central area for the Russian settlement in the Mid-Willamette Valley. This group also arrived in the 1960's and 70's, attracted by opportunities in the United States and the rural atmosphere of the Willamette Valley. These groups illustrate the extremely diverse cultural climate of the City.

Table 1
1993 Family Income by Family Size

Family Size	1	2	3	4	5	6	7	8+	Total
Income									
Unknown	9	13	3	3	0	0	0	1	29
Less than \$12,151	54	28	18	17	5	1	3	1	127
\$12,151 to \$16,000	23	17	8	10	4	2	2	2	68
\$16,001 to \$19,450	6	13	2	2	3	1	0	1	28
\$19,451 to \$22,200	9	8	4	2	2	2	1	0	28
\$22,201 to \$25,000	4	10	2	2	4	3	0	2	27
\$25,001 to \$27,750	5	11	4	0	1	1	0	1	23
\$27,751 to \$30,000	3	13	0	5	6	0	0	0	27
\$30,001 to \$32,200	0	9	1	3	1	0	0	0	14
\$32,201 to \$34,400	1	6	1	1	1	0	0	0	10
\$34,401 to \$36,650	1	6	0	2	1	0	1	0	11
\$36,651 or more	4	27	9	14	5	2	2	3	66
Total Reporting Income	110	148	49	58	33	12	9	10	429
Total Reporting Family Size	119	161	52	61	33	12	9	11	458

Notes: Unknown income includes families in which family size was determined, but a qualified respondent was not willing to respond to the income question.

Source: PSU--Center for population Research and Census, June 1994

Table 2
Woodburn Percent of Population by Age

Age	1970	1980	1990	1994
0-5	8.0%	10%	8.6%	9.7%
6-17	18.2%	16%	18.5%	19.2%
18-24	7.5%	10%	9.3%	10.2%
24-44	14.5%	20%	23%	23.4%
45-64	19.0%	15%	13.6%	14.4%
65 and over	32.8%	29%	27%	23.2%

Marion County Percent of Population by Age

Age	1970	1980	1990	1994
0-5	9.5%	7.8%	7.4%	8.5%
6-17	24.6%	18.8%	19%	19%
18-24	10.8%	9.7%	9.5%	9.5%
25-44	22.2%	32.1%	31.7%	30.5%
45-64	20.6%	16.9%	18%	18.7%
65 and over	12.3%	14.7%	14.4%	13.9%

Source: 1970, 1980, 1990 U.S. Census and PSU--Center for Population Research and Census, June 1994.

Figure 1
City Of Woodburn
Population and Housing Units 1994

Total Population		15,232	
Household Population		14,927	
Group Quarters Population		305	
All Housing Units		5,461	
Uninhabitable		10	
All Inhabitable Units	5451		
Vacant or Seasonal	171	3.1%	
Occupied	5280	96.9%	
Population	14927		
Persons per household	2.83		
Single Family, Site-built	3508		
Vacant or Seasonal	117	3.3%	
Occupied	3391	96.7%	
Population	9414		
Persons per household	2.78		
Apartment or Duplex Unit	1253		
Vacant or Seasonal	27	2.2%	
Occupied	1226	97.8%	
Population	4161		
Persons per household	3.39		
Manufactured or Mobile Home	671		
Vacant or Seasonal	21	3.1%	
Occupied	650	96.9%	
Population	1324		
Persons per household	2.04		
Other Units	19		
Vacant or Seasonal	6		
Occupied	13	31.6%	
Population	28	68.4%	
Persons per household	2.15		
All Occupied Units	5280		
Owner Occupied	3392		
Persons	8369		
Renter Occupied	1656		
Persons	5719		
Unknown Occupied	232		
Persons	839		
Single Family, Site-built	3391		
Owner Occupied	2782		
Persons	7147		
Renter Occupied	450		
Persons	1764		
Unknown Occupied	159		
Persons	503		
Apartment or Duplex unit	1226		
Owner Occupied	12		
Persons	42		
Renter Occupied	1173		
Persons	3848		
Unknown Occupied	41		
Persons	271		
Manufactured or Mobile Home	650		
Owner Occupied	591		
Persons	1170		
Renter Occupied	29		
Persons	93		
Unknown Occupied	30		
Persons	61		
Other Units	13		
Owner Occupied	7		
Persons	10		
Renter Occupied	4		
Persons	14		
Unknown Occupied	2		
Persons	4		

Source: Population Enumeration, PSU--Center for Population Research and Census, June 1994.

Table 3
City Wide Multi-Family Housing Inventory (3 Units Or More)
January 1994

NO.	NAME	UNITS	ADDRESS
1	Barclay Square	70	2345 W. Hayes
2	Briarwood Court	12	1208-1218 Newberg Hwy
3	Britewood Apt..	53	1398 E. Cleveland
4	Broadway & D St. (4-plex)	4	447 Broadway
5	Bryan & McKinley	6	1045 McKinley
6	Casa Methodista	3	612, 620, 630 Fourth St.
7	Burnwood Manor	28	601 Young St.
8	Cascade Park (Care Ctr)	92	950 N. Cascade Dr.
9	" Phase 2 (Semi-Care)	63	950 N. Cascade Dr.
10	Colonial Gardens (Life Care)	47	1890 Newberg Hwy
11	Evergreen Estates	64	770 Evergreen Hwy
12	Fairway Villa Apt.. (Over 55)	21	2103 Country Club Rd.
13	Farmdale Apt.	44	1219-1233 Lincoln
14	Fifth Street Apt. (6-plex)	6	1188 Fifth St.
15	Fred Co Kasachev	4	1128,1130,1132,1134 N. Third
16	French Prairie (Care Ctr)	31	601 Evergreen Rd.
17	French Prairie Assisted Living	42	703 Evergreen Rd.
18	Front Street (5-plex)	8	749 Front St.
19	Garden View Manor	15	891 Young St.
20	Gatch & Cleveland	9	109 Gatch
21	Gatch 290	8	290 Gatch
22	Grant Street (5-plex)	5	162 Grant
23	Hayesvilla Apt.	15	1341 Hayes
24	Heritage Arms	25	669 Young
25	Inwood Manor	18	1003,1005,1007 Park Ave.
26	James & Park Ave.	45	1202-1209,1215-1293 James
27	Lincoln 895	6	895 Lincoln
28	Lincoln Park Village	26	1030 Park Ave.
29	Lyn-Mar Apt.	12	1380 Hardcastle
30	Marion Manor	6	807 N. First St.
31	Nuevo Amanecer Phase I	51	1274 N. Fifth
32	Nuevo Amanecer Phase II	34	1274 N. Fifth
33	Pacific Apt.	12	203 N. Pacific Hwy.
34	Panor 360 (Over 45 Adults)	90	950 Evergreen
35	Park Ave / Springhaven	41	1118-1195,1625-1667 Park
36	Park Apt..	26	1469 Park
37	Park Del Manor	25	1215-1293 James
38	Parkview Village	34	1740 Park
39	Rosemont Apt.	11	702-722 Young St.
40	Royal Crest	10	811 Young St.
41	Second St. 723 (4-plex)	4	723 N. Second
42	Stonehedge	192	1601 N. Front
43	Third St. Apt..	4	195 N. Third St.
44	Tierra Lynn & Alexandra	7	1340 Alexandra
45	Tierra Lynn & Mt. Hood Apt..	4	1755,1765,1775,1785 Mt. Hood
46	Tierra Lynn Terrace	19	See 1375 Tierra Lynn
47	Twin Oaks	32	1560 Newberg Hwy.
48	Victorian	24	1590, 1586, 1582, 1578, 1574, 1570 James St.
49	Villa Verdante	20	100 Gatch
50	Woodburn Mtl. Apt..	12	1188 Hwy 99E
51	Woodburn Apt..	11	367 W. Cleveland
52	Woodridge	12	770 Hardcastle
53	No Name Available	8	162 Grant St.
54	No Name Available	7	565 N. Front St.
55	No Name Available	4	575 N. Front St.
56	No Name Available	7	130 Grant St.
57	No Name Available	6	950 Young St.
58	No Name Available	4	960,962,964,966 Hardcastle
59	No Name Available	4	171 Oswald
TOTAL		1,380	

IV. EXISTING LAND USES

The City of Woodburn as it presently exists has gone through several developmental stages, each reflecting the age at which growth was taking place. Growth originally occurred around the townsite of Woodburn which comprised a four block area from Arthur to Lincoln Streets, and from Front to First Streets. This townsite was laid out with the typical 90 degree angles, 50 feet frontages, and 200 foot blocks. The rest of the downtown was platted on a similar format with all the streets running parallel or perpendicular to the railroad tracks. This pattern continued from Settlemier Street east to Tooze Street. This area generally comprised the developed area of Woodburn until the late 1940's.

Between the 40's and the 60's some development occurred between the downtown area and Highway 99E. There were only scattered commercial developments along Highway 99E as late as 1964 when the City's first Land Use Map was drawn. In between the downtown and the highway uses there were several residential areas developing, most notably the Johnson Addition. From 1964 on, Woodburn began to develop in the sprawling pattern so common of the suburbs of the 50's and 60's. Senior Estates, for example, was developed at some distance from the centers of development. While some residential development, most notably the Smith Addition, was contiguous to the downtown areas, most subdivision occurred in scattered sites within the city limits or with special annexations to accommodate them.

In 1967 the City expanded across the freeway and annexed the west Woodburn area, which at that time was largely vacant, for the express purpose of providing sewer and water to a subdivision which had been platted. Lack of a strong annexation policy in the City allowed continuing sprawling developments through the 70's until the 1973 to 1974 period when the City and County began working on an urban growth boundary agreement. Since that time greater care has been given to annexations and City policies have encouraged the in filling of vacant lands.

The City as of January 1996 consists of approximately 3285 acres of which 71% or 2348 acres are currently developed. Currently there is approximately 207 acres which are underdeveloped. There is an additional 729 acres which are undeveloped. There is a total of 823 acres outside the city limits and within the Urban Growth Boundary (UGB). Of this 823 acres 329 are developed, and the remaining 493 acres are undeveloped. The total acreage within the UGB and city limits is approximately 4109 acres. Refer to Table 4 Pg. 26, Land Use Inventory 1996 for the breakdowns in acreage.

The 1996 Land Use Inventory uses the categories Developed, Underdeveloped and undeveloped to describe the intensity of Land Use within each Land Use designation. There are six Land Use designations within the planning area; Single Family Residential, Multi-Family Residential, Industrial, Commercial, Public, and Open Space / Parks. The Land Use study was conducted on a lot-by-lot analysis.

Developed - This category describes land which is 100% utilized within the current Land Use.

A Single Family Residential parcel was considered developed if it had a house already existing on a lot smaller than 12,000 Sq. Ft. The reasoning behind this is that the minimum lot size allowed in a Single Family Residential zone is 6,000 Sq. Ft. as stated by the Woodburn Zoning Ordinance. Therefore, any lot smaller than 12,000 Sq. Ft. with an existing structure could not realize another housing unit, and would be considered as developed.

A Multi-Family Residential parcel would be considered as developed if the density of development would not allow any additional units.

Industrial Land Uses were considered developed if there was an existing industrial use on the particular property.

Commercial land uses were also considered developed if there was a commercial use on the property.

Public uses were determined to be developed if there was an existing structure or if the land was being utilized in some other way. Some examples of public uses are, schools, Library, City Hall, City Shops and various other uses.

Open Space and Parks fell into the developed category because they were utilized under their Land Use designation. Floodplain areas were considered as developed open space. Golf courses were also considered as developed open space.

Underdeveloped - This category of Land Use was considered to be a less intensive land usage than developed land due to the fact that the land is not developed to its fullest capacity.

A Single Family Residential parcel was considered underdeveloped if there was an existing dwelling unit and the lot was greater than 12,000 Sq. Ft. In this case 6,000 Sq. Ft. was subtracted from the total lot square footage and the remaining square footage was considered as underdeveloped.

A Multi-Family Residential parcel was considered underdeveloped if the actual number of dwelling units on a lot is less than the maximum allowable by the Woodburn Zoning Ordinance.

A commercial land use was considered undeveloped if the specific site could realize more development. In the Downtown area where there is a single family house in a commercial zoned area then the lot was considered as underdeveloped because it is not being utilized as it is zoned.

Undeveloped - This category describes the least intense use of land. If land was not being utilized (or vacant) then it was considered to be Undeveloped. This method applies to all Land Uses within the planning area.

Along Highway 99E commercial zoned properties with a single family residential house on them were considered as vacant. This is because the use in this region has continued to be commercial and most likely will continue to be.

A. Commercial

There is a total of approximately 483 acres of commercial land inside the UGB and the city limits. Of this 483 acres there are approximately 252 acres which are developed. There is a total of 28 acres which are underdeveloped. The remaining 203 acres of Commercial land is considered undeveloped. There are essentially five locations for commercial activity.

The first is the downtown area which forms an historic center for the city. This was the bustling commercial center when the main form of transportation was the railroad. However, since the development of automobile transit the downtown has been largely bypassed and ignored as new businesses flocked first to Highway 99E and then to the 1-5 Interchange to receive the benefits of high traffic and visibility. The downtown is an area of older buildings and contains some of the most historic sites in Woodburn, most notably the old City Hall, the Settlemier House, the old Woodburn Public Library and many other fine residences and commercial buildings which were constructed prior to the turn of the century, or shortly thereafter. While the buildings are in generally good condition, the lack of business activity in recent years has led to a decline of the maintenance of these buildings. An overall renovation and beautification of this commercial area is encouraged by the city. Cottage industries, specialty shops and professional offices that are not necessarily dependent on high levels of vehicular traffic.

The second Commercial location is along Highway 99E. This area can be defined as a strip commercial development. Although much of this commercial land use began in the County prior to zoning, the city until recent years has not taken any measures to stop the spread of commercial development. The city is now taking an active role in the improvement of this Highway 99E commercial development. Through the Site Plan Review process upgrades and beautification of this commercial area are possible. One of the current steps in this improvement is to encourage redevelopment at higher densities. This is accomplished by allowing growth upwards instead of outward. Another improvement of this commercial zone is through driveway consolidation. This is accomplished by the Access Management Ordinance, through which the overall objective is to consolidate driveway access points to provide for smoother traffic flows with less disruptions. The Ordinance is in place to cover the area North of Lincoln street to the Northern City Limits. Future work should include covering the area South of Lincoln street to the Southern extents of the commercial zoning.

The third commercial area in Woodburn is the I-5 Interchange. This area serves as an interstate service center. It is a freeway oriented service center. This area also has a more regional retail orientation than the rest of Woodburn. Improvements to the interchange are needed to accommodate development, facilitate traffic flows and to alleviate congestion.

The fourth commercial area is the 214/211/99E "Four Corners" intersection. This area has become an important commercial district within the city. This "Four Corners" area serves as a local retail service center. This commercial district could realize more development in the future. In this area development should be densified so as to not create another commercial strip development.

In addition to the four main areas there are two other small areas, which are available for office Development. One at the S curve near Cascade Drive and State Highway 214, the other at the northeast quadrant of the intersection of Settlemier Avenue and State Highway 214. To minimize the impact along State Highway 214 only low traffic generating uses such as offices and other service centers should be located. Retail uses are not consistent with the overall plan concept for these two areas.

B. Industrial

There is a total of approximately 569 acres of Industrial land within the city and UGB. Of this 569 acres, 364 are developed. The remaining 206 acres are undeveloped. There are basically five areas of Industrial development in the planning area.

The first industrial area is the downtown region. Several small industries are still located here in the old downtown. Agricultural-based industry still plays an important role in this area. This downtown industrial area could realize more development.

The second area is in the southeast portion of the planning area. This industrial area is located north and south of Cleveland street east of Highway 99E. This area is primarily dominated by the food processing industry. The majority of this area is developed. However, there are some undeveloped parcels in this region which could realize industrial activity.

The third area is the Woodburn Industrial Park. This area is located north of Highway 214 and in between the Southern Pacific Railroad and Highway 99E. The area has been a very attractive industrial area due to the fact it has access to two Highways. This area is also on the fringe of the city so there are no conflicts with abutting land uses. Full build-out of the park is expected between the years 2000-2003.

The fourth area is west of Front street from Highway 214 north to the city limits and UGB. This area is mostly undeveloped. With increasing development of industrial land in the region it is expected that this area will realize development as well.

The fifth industrial area is located south of Newberg Highway and west of I-5. This industrial area is becoming increasingly important in Woodburn. This area already has a large warehouse facility developed. The remaining industrial land here could realize development.

C. Residential

There is a total of approximately 2053 acres of residential land inside the city and UGB. Low Density Residential land has a total of 1365 acres. Of this total there are 631 acres developed, 123 acres underdeveloped, and 611 acres undeveloped. High Density Residential has a total of 688 acres. Of this total there are 443 acres developed, 57 acres underdeveloped, and 188 acres undeveloped.

Low Density Residential land is the largest land use designation within the city and UGB. In 1994, 77% of all housing units were detached Single Family units. Considering all lands inside the city and UGB, Low Density Residential lands take up 33% of the total. Low Density Residential areas are generally located between major collectors and arterial streets. Currently there is a strong trend toward Manufactured Housing. This trend is expected to continue into the future. Detached Single Family residences are going to continue to grow and play a major role in Woodburn's housing structure. Along with this Single Family development there is going to be a need to decrease the minimum lot sizes in order to increase Single Family Residential densities.

High Density Residential land is the second largest land usage within the city and UGB. In 1994, 23% of all housing units were Multi-Family. Considering all lands within the city and UGB Multi-Family land usage totaled 17%. Lands devoted to High Density Residential use, in general, are located along collector streets. It is expected that with greater population pressures on residential land that there will be a higher percentage of Multi-Family housing.

D. Public Use

There are approximately 130 acres of Public land within the city and UGB. This 114 acres is fully developed. Public uses have been located based on their various functions. Municipal land uses are generally centered in the downtown area which has been the historic center of activity. School uses have been located in areas which are surrounded by residential developments or expected to be surrounded by residential developments in the future, as is the case with the High School. The "Spring Break Quake" of 1993 did structural damage to the city of Woodburn's Swimming Pool. This damage made the pool unusable. Through a FEMA grant, a voter approved bond and donations a new pool was built in 1995.

E. Open Space / Parks

There are approximately 474 acres of Open Space and Parks within the city and UGB. A majority of the Open Space in the planning area is private land. This private land is not developable because it is floodplain area and golf courses.

The Park Plan has inventoried existing park resources and has identified the need and vicinity for three additional neighborhood parks. The Plan also identifies existing floodplain along Mill Creek, Senecal Creek and Goose Creek for greenways to be preserved as a natural greenway and transportation corridor as encouraged by Policy L-1, of Volume I of the Comprehensive Plan.

Systems Development Charges have assisted with funding for the first phase of development for Centennial Park located on Parr Road in South Woodburn. The first phase was completed in 1999 with two more phases planned for completion by 2006.

City Ordinance #1908 establishes a Tree Ordinance for inventory, preservation and replacement of public and private trees. This effort resulted in Woodburn gaining recognition as a "Tree City,

USA”, by the National Arbor Day Foundation in years, 1985, 1986, and 1987. In 1998, the City adopted a program to assist homeowners with repair, removal and replacement of trees within the public right-of-way.

F. Mineral and Aggregate Resources

Mineral and aggregate resources within Woodburn are not identified on geologic maps prepared by the State Department of Geology and Mineral Industries. There are several gravel quarries located around Marion County, but no known quarry sites have been identified within the City or the Urban Growth Boundary.

G. Energy Resources

Energy resources have not been identified in Woodburn. Except for solar energy, the City is unaware of any energy sources within the City.

In response to Goal M-1 and Policies M-1-1 to M-1-7 the City has adopted a Solar Access Ordinance and Chapter 17 in the Zoning Ordinance, which outlines the process for recordation, regulation, and enforcement of solar access rights.

H. Fish and Wildlife Areas and Habitats

The floodplain provides the major fish and wildlife habitat in the city. The largest area for fish and wildlife habitat is on Senecal Creek which, as mentioned before, continues today in a relatively undisturbed state. Mill Creek, on the other hand, has been channelized and offers little opportunity for fish and wildlife habitat. However, recently a pond has been excavated out of the Mill Creek floodplain on the south end of the city limits and it provides new opportunities for increased fish and wildlife habitat.

I. Ecologically and Scientifically Significant Natural Areas

There appear to be scattered traces and evidence identifying the area as the habitat of Post Ice Age mammals and more recently Willamette Valley Indians. Bones, discovered along the Mill Creek basin North of Highway 214 are believed to be part of an ancient land mammal which occupied the valley since the latest ice age, Robert A. Linder, Department of Geological Sciences, University of Oregon, has collected a number of specimens and is currently engaged in an identification process. If the bones are determined to be of a clearly significant nature, the City would not stand against public appeal to pursue identification of an area as having paleolithic significance.

J. Outstanding Scenic Views and Sites

Outstanding scenic views and sites in Woodburn are very limited. Except for the public parks and an occasional view of the Cascades, no significant scenic views exist. Woodburn has very little topographic variation, and this, combined with a well established urban forest and dense pattern of

existing development has minimized any impact of potential scenic views and sites. The City's elevation varies no more than forty feet to fifty feet within the entire planning area. The City will, however, be sensitive to the potential for scenic views when reviewing new development requests.

K. Water Areas, Wetlands, Watersheds and Groundwater Resources

The City is in the area encompassed by the Pudding River Watershed. A Pudding River Watershed Council has been established for this watershed area and the city is an active participant in this council. Creeks in the city include Mill Creek in the central part and Senecal Creek on the western edge. Both creeks run in a generally northeasterly direction.

The State Department of Environmental quality has provided the City with information identifying a sensitive shallow groundwater aquifer underlying the entire City and urban fringe. The City's drinking water is drawn from deeper sections of the aquifer which are not considered sensitive. The aquifer is drawn down in the summer and fall months, but recovers to approximately the same annual level after heavy winter rains, normally 30-40 inches. Recharge of the aquifer appears to be primarily from surface water infiltration. The City is aware of the potential impacts to groundwater that underground storage tanks, storm drainage, chemical spills, residential on-site sewage disposal systems, and other similar land uses can have. Therefore, through the Zoning Ordinance Chapter Eleven, Site Plan Review Process, the City will notify DEQ of any request to develop, change, alter, or expand property in any way that could potentially impact groundwater and further, the City will support and enforce any requirements or recommendations proposed or mandated by State law or agency.

The area north of Highway 214 to the northern City Boundary along Mill Creek has been identified as Wetland areas by the Division of State Lands.

L. Wilderness Areas

Wilderness areas are not present in Woodburn according to the LCDC definition for the natural resource.

M. Historic Areas, Sites, Structures, and Objects

Historic areas, sites, structures, and objects within the City include:

The following structures are the most notable based on age, unique architecture, and historical significance.

- The Settlemier House at 335 Settlemier;
- The City's Old City Hall at 550 First Street;
- The Original City Library at 280 Second Street;
- The Bank of Woodburn (1891) at 347 Front Street, and
- The Bank Building (1980) at 199 Front Street and Arthur

The Settlemier House located at the corner of Settlemier and Garfield and the original Woodburn City Hall are both listed on the National Register of Historic Places. These two are important historic sites in Woodburn. Several older homes in Woodburn in the downtown area are of interest for

historic and architectural reasons.

The Original City Library was erected in 1914. It consists of two stories and serves as an annex to the new library. The structure is faced with light clay brick and is styled in a Carnegie design which calls for a practical rather than a cosmetic facade.

The original City Hall was built approximately the same time as the library which also consists of the Carnegie Design which was quite prevalent as an architectural standard for public buildings for that period.

The Bank of Woodburn at 347 Front Street consists of a two story structure that still has extruded trim and decorated parapet on the second story.

Recently, the City adopted a Downtown design Conservation District, expanded its boundaries and implemented specific design criteria that affects new construction and rehabilitation of existing structures. Land uses within this new zone have been reevaluated for compatibility with the intent and purpose of the Historic District, and for appropriateness based on the scale and capacity of the district itself.

In addition, the area that is to the west and contiguous to the Downtown Design and Conservation District from Second Street to Settlemier Avenue and from Harrison Street to Oak Street reflects the type of housing stock that accompanied the growth and development of the old downtown.

Historically, this area is an integral part of the Downtown Design and Conservation District (DDCD) and therefore should, to the greatest degree possible, be afforded similar protections similar to the DDCD. To accomplish this objective building standards are encouraged that add architectural details such as dormers, bays or steep roofs to reflect building designs that are characteristic for that period of time for new dwellings, offices or stores or their accessory structures built in this area or other areas in the City that are identified as needing similar protection.

This was done by implementing an overlay zone district. One that does not alter the uses allowed in the underlying zone district or affect existing structures but does impose additional “cosmetic” standards on new construction.

The City will continue to pursue an accurate inventory and applicable ordinance to preserve and protect the City's valued historic structures and sites.

N. Cultural Areas

Cultural areas have not been identified in Woodburn.

O. Potential Approved Oregon Recreation Trails

Potential and approved Oregon recreation trails within Woodburn have not been identified by the State Parks and Recreation Department.

P. Scenic Waterways

Potential and approved Federal wild and scenic waterways and State scenic waterways are not present within Woodburn.

Table 4
Land Use Inventory (January 1996)

Undeveloped	Developed	Underdeveloped	
	Acreage	Acreage	Acreage
<u>Inside City Limits</u>			
Commercial	236.71	27.48	161.10
Industrial	237.49	0	166.71
Single Family	591.05	123.1	316.19
Multi-Family	439.15	57.3	85.50
Public	114.45	0	0
Open Space / Parks	306.41	0	0
Roads / R.O.W.	422.88	0	0
Totals	2348.14	207.88	729.50
<u>Outside City Limits</u>			
Commercial	15.75	1.18	41.44
Industrial	126.1	0	38.80
Single Family	40.50	0	294.98
Multi-Family	3.80	0	102.30
Public	0	0	16.02
Open Space / Parks	57.74	0	0
Roads / R.O.W.	85.37	0	0
Totals	329.26	1.18	493.54

Acres within the City Limits = 3285.52

Acres Outside City within UGB = 823.98

Total acreage within UGB and City Limits = 4109.50

V. ENVIRONMENTAL QUALITY

A. Air Quality

The City's air shed is similar to others in the Willamette Valley. The only sources of pollution are from automobiles and several minor point sources from industries. The City occasionally experiences pollution from field burning, but this is beyond the scope of the City's control. In effect, Woodburn's planning area does not contain any significant air pollution sources since it contains no large polluting industries, highways or other typical pollutant sources.

As outlined in Section L-5 of Volume I (Pg. 75) of the Comprehensive Plan, the City has committed to adherence to DEQ and EPA standards for air quality and emissions control.

In addition, Chapters 33, 34, and 35 of the Zoning Ordinance contain language requiring verifiable approvals from State Department of Environmental Quality, and/or Mid-Willamette Valley Air Pollution Authority before City approval is granted for any potential polluter to locate within the Woodburn planning area. Such an approval takes into consideration air quality, noise, glare, sewage, vibration, etc.

B. Water Quality

November 18, 1993 the City of Woodburn received from the Department of Environmental Quality (DEQ) a Stipulated Final Order which set pollutant load limits for discharges into the Pudding River and gave Woodburn a time frame to develop a facility plan to meet those limits. Since that time the city worked closely with the consulting firm CH2M Hill to complete a facilities plan to comply with federal and state environmental regulations for water quality. This concerted effort is to bring the water quality of the Pudding River back to an acceptable level. In July 1995, the city completed its Draft Facilities Plan and forwarded it to the Department of Environmental Quality. In May, 1996 the Facilities Plan was conditionally approved by DEQ subject to certain conditions.

The construction of some collection system improvements will begin in the summer of 1997. Construction of the first phase of the advanced wastewater treatment facilities including the poplar tree plantation will begin in the summer of 1998 with completion expected in the year 2000. It is anticipated that the first phase will accommodate projected growth through 2010. As growth projections are updated the timetable for construction on the preplanned phase two of the wastewater treatment facility will become more defined. Actual need for phase two will be predicated by growth in the community and the need for more capacity at the treatment facility.

C. Solid Waste

No solid waste or hazardous waste sites exist within the Woodburn planning area. Solid waste collection is provided by United Disposal Service, Inc., under a franchise from the City. Wastes are currently disposed of at two locations.

The first is the new Ogden Martin Mass-burn Facility, where Marion County requires United Disposal Service, Inc. to take all burnable waste. The second is the Marion County Landfill site, Northwest of Woodburn's planning area. The landfill site is used for non-burnable, non-hazardous waste, unacceptable to the burn facility.

United Disposal Service, Inc. has recently obtained approval from the City, to locate a transfer station for recyclable materials.

The recycling of waste material has been encouraged by the City, the County, and the private sector, as a positive method for reducing the various costs associated with waste management.

The City of Woodburn will continue to support actions taken by the various public and/or private agencies to improve the handling and management of recyclable materials.

D. Noise

Policy L-6 of Volume I of the City's plan identifies traffic flows along Interstate 5, and Pacific Highway 99E and the Railroad, as the City's primary noise sources.

With the inclusion of the Seed and Fertilizer plant into the City's noise source inventory and the efforts by the City to improve the buffering for future development in this area, the City is remaining consistent with DEQ requirements to inventory and treat major noise sources.

E. Storm drainage

The Woodburn area is characterized by an extremely flat topography and relatively impermeable soils. However a large percentage of the land is vacant or not intensively developed. With an increase in densities and expanded developments there will also be an increase in runoff volumes.

Within the UGB there are two principal drainage ways, Mill Creek, which is subject to the most serious flooding especially upstream, and Senecal Creek, which is more sensitive to times of intense precipitation. Accompanying the main drainage ways are a number of small tributaries which characteristically begin as wide swales of very gentle slope, becoming well defined deep channels near the principal watercourses.

Drainage policies and land use controls are as follows:

1. Piping will be required but natural drainage patterns shall be preserved.
2. Floodplain and major drainage ways should remain in open space and in appropriate areas green way areas should be designated.
3. Developments will provide complete storm water management systems.
4. Developments shall be reviewed for consistency with Storm Water Management and

Comprehensive Plans.

5. Where developments are proposed for higher intensity uses than are indicated on the Comprehensive Plan, adequate provisions must be made to maintain peak runoff within levels indicated on the Storm Water Management Plan.

VI. GROWTH, PAST AND PRESENT

A. Growth Trends

Traditionally, growth has been viewed as an essential ingredient in a prosperous city. Community attitudes toward growth have typically included the following arguments. Growth stabilizes or improves the local tax situation by broadening the tax base and reducing the per capita tax burdens. Modest growth pays its own way and even through some growth may have costs which exceed the new tax revenues, the overall benefits, such as increased retail spending, counterbalance the direct cost. New development brings a broader range of goods and services to the community through secondary and tertiary as well as primary growth. Growth improves local wage levels and brings greater flexibility in job opportunities to existing resident workers, women not currently employed and young persons who might otherwise leave the community for employment possibilities. Growth brings a wider range of choice in housing types and locations. Development and expansion eventually result in improved community facilities such as fire and health services, roads, schools, etc. For the majority of the time growth per se was not perceived as a significant local problem. The City's existing facilities were often able to absorb the moderate increases of gradual growth and the community simply delayed the upgrading or expansion of an adequate facility, artificially inflating the growth as good calculation since overall costs were artificially low.

1. During the 1970's

In the late 1970's, however, there was a swing toward limiting the local rates of growth. Though many in the community still favored expansion, many turned sharply from active promotion of growth in residential development. Past patterns of local growth were improperly planned and social and economic conditions set the community on a course which eventually led to serious problems and dramatic reversal in public attitudes. Where the pursuit of growth had not been carefully plotted and where opportunities for sound land use and provisions for adequate public services had been lost, the honeymoon with growth and expansion evaporated. Beginning in the early 1970's the backlog of demands for more adequate and improved facilities in Woodburn could no longer be ignored. The catch up costs tended to be high, setting the stage for taxpayer reaction against increased cost, poor land use management and further development. To these backlogged investment and tax issues were added demands for expanded public services, the cost of specialized personnel and higher pay scales, increased administrative overhead, inflation and so forth. These items tended to edge tax loads even higher, lending credence in the public minds to the seeming connection between growth and higher costs, as for water and sewer systems; inconvenience, as congestion on roads and highways; environmental damage, as to water supplies and recreational areas; and lower quality public service or overcrowded parks and schools, etc. Perhaps, of even more concern were

problems created by the perceived loss of neighborhood and small town character.

In addition to the traditionally beneficial view toward growth, cities in general felt helpless to control the growth as it was "inevitable". Until the early 1970's and the City of Ramapo and Petaluma's pioneering efforts toward growth management, no American city had addressed the various constitutional needs to controlling growth. Also, in the past many communities have had an inconsistent public policy, on one hand discouraging housing in reaction to pressure from neighborhoods, especially high density types, while on the other hand encouraging industrial and commercial growth which intensified the need for the housing.

Woodburn's experience with growth was similar to many communities during the 60's and 70's. As mentioned in the outset of the Land Use Element, Woodburn traditionally was active in promoting itself as an industrial and commercial center for this section of the Valley. Many of the problems which beset other communities also beset Woodburn due to the rapid rate of growth. As was true of most communities in Oregon which experience this kind of growth, the City was ill-equipped to deal with the problems associated with it. Beginning in the early 70's several problems began occurring due to overcrowded public facilities. Also, many of the original residents began to complain of the deterioration of the quality of life they had enjoyed in Woodburn for so many years. In 1970 Woodburn had, in addition, an economic problem relating to the large number of retired persons living in the community. It had one of the lowest household incomes in the state and to resolve the problem. An industrial park was conceived and developed by a group of local businessmen. The industrial park added approximately 1,000 jobs in a period from 1974 to 1979, and helped stimulate residential and commercial growth.

Taking steps to accommodate the increased population, a new high school was built and opened for students in 1976, ending two years of double shifting in the high school and junior high. Also, two new fire stations and a new city hall were built to accommodate the growing demand for services required by the new population. Due to a combination of the old sewage treatment facility being inadequate to handle the waste treatment for a community this large, and increasingly stringent regulations from the Department of Environmental Quality (DEQ), plans were formulated in 1975 to construct a new sewage treatment facility which would accommodate the expected growth until the year 2000.

However, before the engineering was even begun on the new treatment plant, the problem of sewage treatment came to a head on December 14, 1976. On that day, the Director of DEQ wrote a letter to the Mayor and Council of Woodburn stating that they had reviewed the performance of the City's sewage treatment plant and found that the City was unable to meet consistently the effluent limits in its discharge permit. According to DEQ, "This situation appears to be a result of two separate problems. The relatively high growth rate is placing an increasing strain on your facilities with the present population (10,200 as of July 1, 1976) approaching the plant's total capacity of approximately 11,900". The other problem which was referred to in the DEQ letter was industrial wastes from agricultural processing plants being put into the sewage treatment system in large amounts.

The Department of Environmental Quality requested that an interim program be submitted to them

by February 1, 1977, which would, among other things, take into consideration the City's growth. To quote the DEQ letter, "The City cannot continue its present growth rate without new (sewage treatment) facilities. A program to minimize new house connections may be advisable, including an interim moratorium on new subdivisions". After careful evaluation of the situation, the City decided to investigate the possibility of an ordinance which would somehow allocate the limited number of building permits which were available between January of 1977 and completion of the sewage treatment plant.

Several immediate improvements were made to the procedures which local industries used which were discharging to the City's sewage treatment system. Then, an agreement was reached with DEQ that a total of 1,200 population equivalents could be added to the City before the new treatment facilities were required. A moratorium on all building was called by the Common Council in January of 1977. The City Planning Commission was charged by the Council to develop an ordinance which would allocate the population equivalents in a fair and equitable manner; one which would least disrupt the normal activities of the building industry.

Figure 2

City Growth (Actual and Projected)

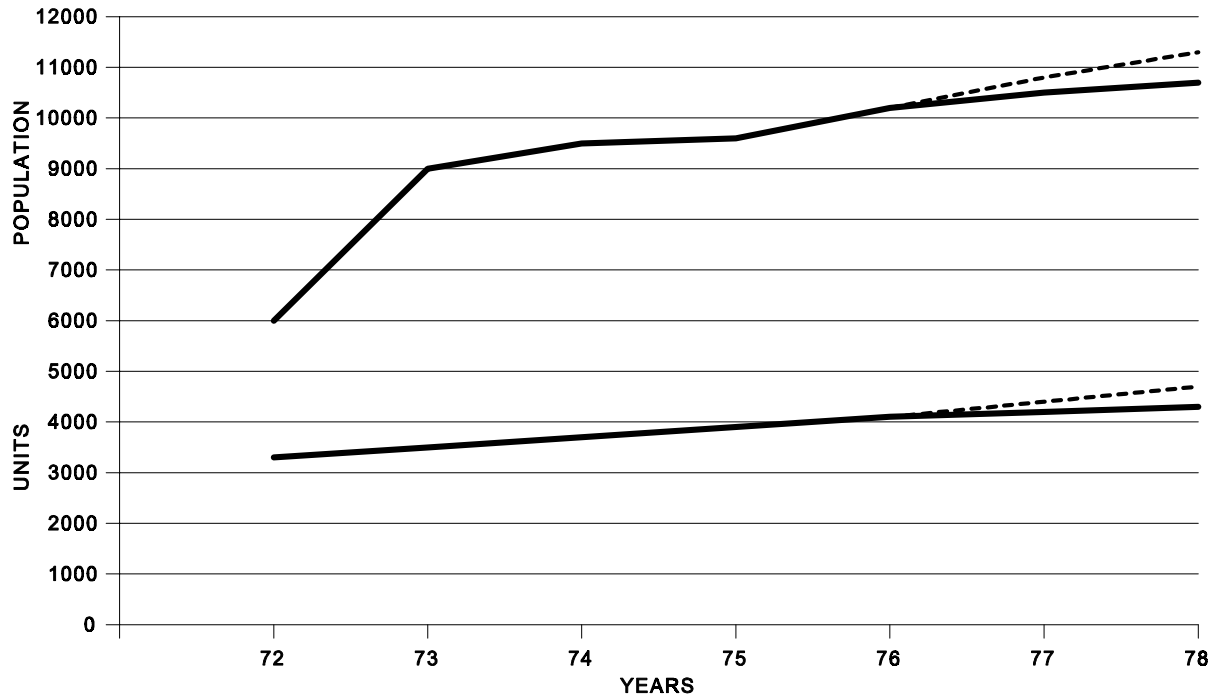


Figure 3

1971-1978 Percent Change in Population

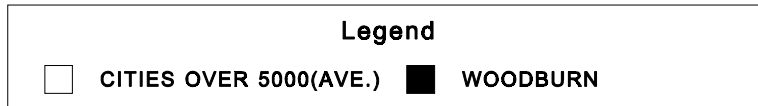
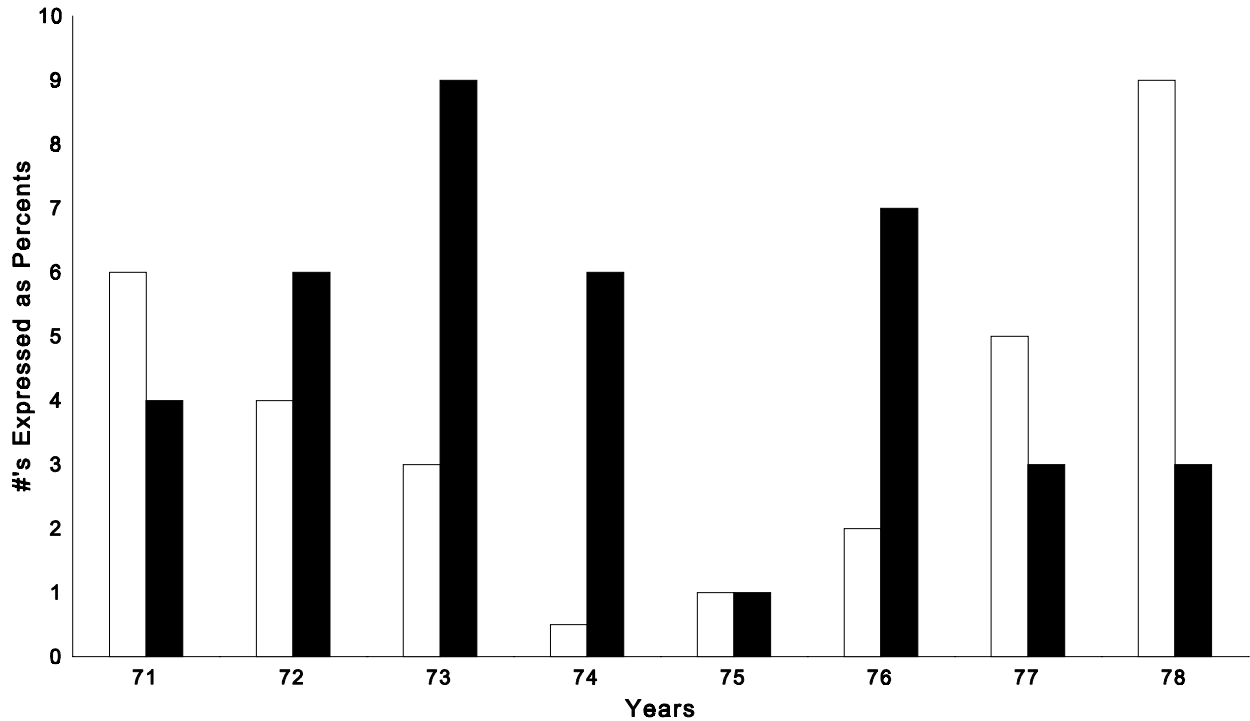


Figure 4

Vacancy Rates 1972-1979

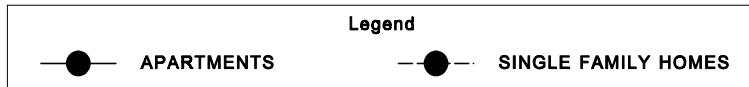
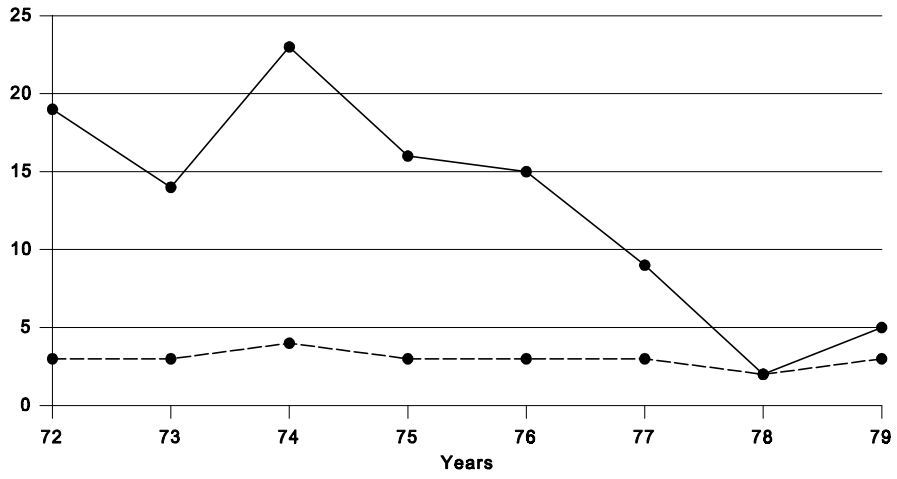


Figure 5
Units Built 1972-1978

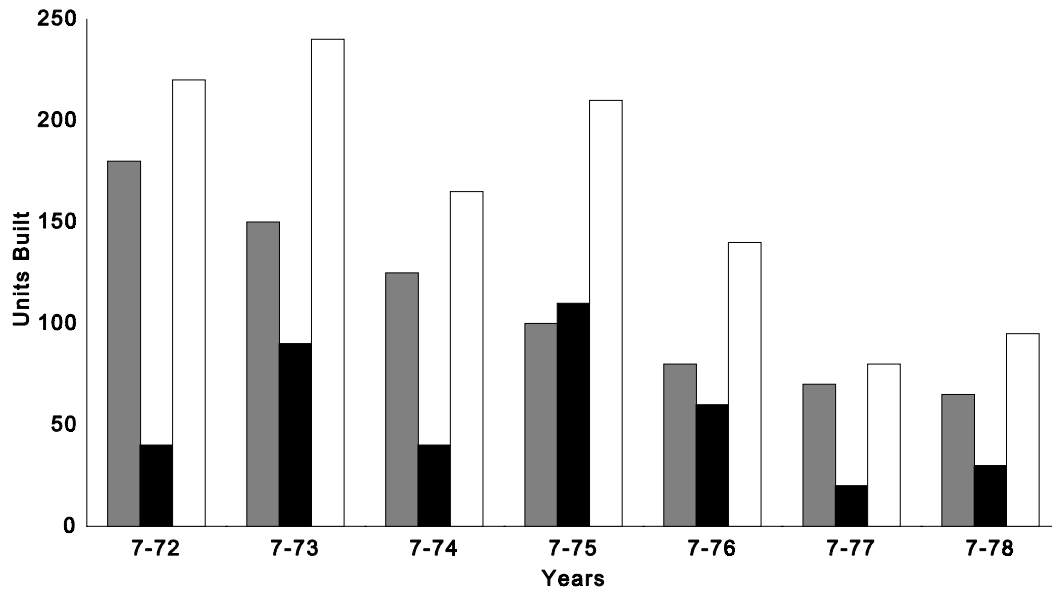
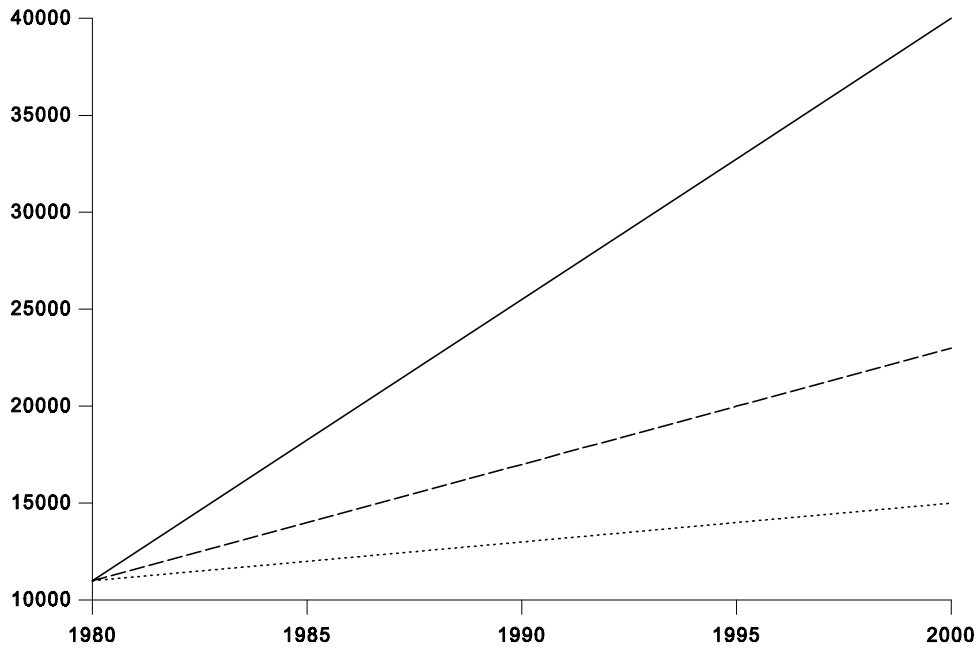


Figure 6

Comparative Growth Rates 1980-2000



During the 1980's there was a state wide downturn in the economy. It affected most areas outside the Portland Metropolitan area. The places which did not see a downturn were the resort areas like Bend and Ashland. The state was losing approximately 30,000 people a year in the early to mid 80's.

Woodburn's population was 11,196 in 1980 and grew to be 13,404 in 1990. The growth rate

averaged 2% from 1980 to 1990. This represents an increase over the decade of 2,208 people. In 1970 the population was 6,750. From 1970 to 1980 the population increased by 4,446 people this represents an approximate growth rate of 7% a year. When you compare the two decades it is obvious that from 1980 to 1990 there was a serious downturn in population increase. This decrease in population increase represents the state of the economy. People were not moving into Woodburn but moving out.

The growth that was realized during the 80's was primarily in the Commercial and Industrial sectors. The placing of Manufactured homes continued to grow slowly during this time period. The building activity for new home construction was slow in the 1980's. (Refer to Building Activity Table 5 pg. 40). The early to mid 80's showed the greatest decline in new home construction. The late 80's began to show an increasing number of new home construction, which can be used to illustrate that the economy was beginning to turn around.

3. The 1990's

In the early 1990's there was tremendous growth, all sectors of the economy were thriving. The greatest increase in housing stock was in the Multi-Family residential sector. In 1990 the city saw 192 units built which was drastically more than any year in the past. The construction of new Single Family homes has continued to grow through the early 1990's. Growth in every land use sector has continued to grow through 1996. We saw a large number of development projects within the time frame from 1990 to 1996. The economy today seems to be going strong with no downturn in sight.

B. Periodic Review and the CIP

The Periodic Review Process resulted in adoption of a policy committing the City to its Capital Improvement Plan (CIP). Woodburn's City Council and Department of Public Works have developed a Capital Improvement Plan which will insure adequate public infrastructure where needed through the next twenty years. The Capital Improvement Plan (CIP) is broken down into short term projects and long term projects. Primarily, it outlines the short term projects, with detailed descriptions of the work required, the location of the projects, a time line for their completion, estimates of their cost and the breakdown of various funding resources.

The Plan projects short term projects six years into the future, with ~~an~~ a recommended annual review and update. The long range section of the Plan is designed to predict generally what major projects will be required through the next twenty years. This section is also subject to annual review and amendment. The CIP assures that the City will comply with Statewide Planning Goal 11 - Public Facilities Planning. The plan was designed to comply with the Infrastructure requirements for the city in the way of Water, Streets, Waste Water, and other services. It also attempts to take into consideration Park and Library improvements.

Table 5

New Building Activity for Calendar Years 1980 - 1994

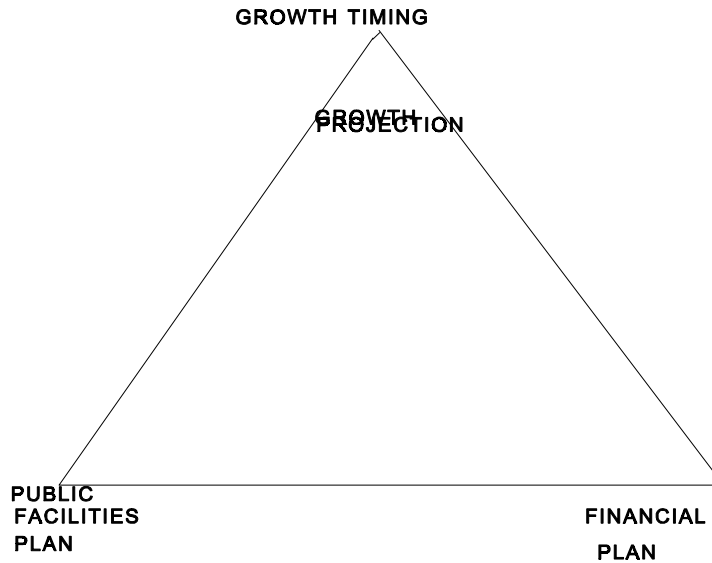
New Construction Only

	1980		1982	
	No.	Value	No.	Value
Single Family Res.	37	\$1,658,372	10	\$355,296
Multi-Family	93	1,170,000	0	0
Manufactured Homes	2	1,337	8	33,900
Commercial	10	688,500	6	346,000
Industrial	N.A.	N.A.	N.A.	N.A.
Total	132	3,518,209	24	735,196
	1984		1986	
	No.	Value	No.	Value
Single Family Res.	14	\$447,900	8	\$289,000
Multi-Family	0	0	2	40,000
Manufactured Homes	10	214,000	13	297,100
Commercial	12	1,153,121	5	729,000
Industrial	N.A.	N.A.	N.A.	N.A.
Total	36	1,815,021	25	1,355,100
	1988		1990	
	No.	Value	No.	Value
Single Family Res.	27	\$1,028,270	12	\$911,000
Multi-Family	33	416,000	192	3,120,000
Manufactured Homes	14	177,000	91	3,201,000
Commercial	10	688,500	6	346,000
Industrial	N.A.	N.A.	N.A.	N.A.
Total	97	4,985,270	155	18,691,000
	1992		1994	
	No.	Value	No.	Value
Single Family Res.	25	\$2,771,192	35	\$4,219,923
Multi-Family	0	0	0	0
Manufactured Homes	29	1,075,896	24	1,044,400
Commercial	30	1,623,860	22	3,151,201
Industrial	11	848,500	7	3,137,100
Total	95	6,319,448	88	11,552,624

Note: These numbers do not include alterations and additions.

C. Theory on Growth Management

To deal with the growth problems of the 1970's the City developed a general theory on growth management. As in any planning methodology, the growth projections were the foundation upon which the other elements of a management system were built. Growth projections include not only population but other factors which influence growth such as housing units, urban land requirements, school age children, etc. Based on these growth projections, a three-element growth management system was built as symbolized by the triangle shown below.



On one point of the triangle are public facility-s plans. Based on the growth projections, these public facility-s plans estimate the size and cost of needed public facilities to meet the anticipated growth.

The second point of the growth management system is the financial plan. Since the cost has been determined from the public facility-s plan, the financial plan is a method of financing, in the most equitable fashion, the needed improvements which will have to be made to keep pace with the growth of the community. Both of these factors have been used often in the past in capital improvement programs.

The third point to the triangle represents timing controls. This can include many types of controls on the timing of growth. Many Communities have used the method of phasing growth into developing areas using a priority system based on extensions of existing key public facilities. However, because of Woodburn's homogeneous environment and small size there is little advantage in developing timing controls based on developing one area over another, and this method also limits the market for land. The City decided that the method to time growth would be an ordinance similar to the limited growth ordinance which had been adopted in the past. It was agreed by all that the growth management ordinance should only be called into effect when growth began exceeding the levels

which had been expected. The best method for doing this would be establishing "population goals" for each year. The growth management mechanism would then go into effect only when population growth exceeded those population goals. In addition, there could be a shortage of key facilities in the City which would require a slowing of growth, either city wide or in a certain area. The growth management ordinance was determined to be a much better means of dealing with this than a moratorium.

The Council then uses the growth management ordinance to bring growth back within the expected boundaries within three years time. In this manner, Woodburn will accommodate its regional share of housing but can prevent, without any great damage, the type of urban sprawl and uncontrolled growth which have destroyed many fine cities in the past.

The triangle as a symbol works well because it shows the interrelationship of the various elements of the Plan. If the growth projections change then all three elements of the Plan would also have to change, public facilities, financial and growth timing. If, however, the growth projection remains the same but there is a change in any one of the three elements of the plan, it would affect the other two elements. This method of managing growth would allow the City to be fully aware of the consequences of its decisions if the growth management plans are carried out.

There may be times in the future when the growth projections would change. For example, if there was a change in the regional growth which would require Woodburn to accept a larger population to accommodate its regional share of growth, this would affect the growth timing mechanism and more importantly, would affect the public facility's plan and the financial plan. The City would then realize what the additional cost of the unexpected increased growth in the region would be in Woodburn. The City might also find that sometime in the future a change in local goals would require a larger population to be accommodated during the planning period. The City could then raise its population projections and the effect of this population projection would be reflected in the public facility's plan and the financial plan. The City, before taking this action, should be aware of the financial implications of such actions.

The City could also find that there would be a need to change the interim goals while retaining the final population goal. For example, if a large industry desired to locate in Woodburn which would have an effect on the local housing market, the City could raise interim goals to accommodate the increased growth which the industry would bring and then phase growth down after the industry's growth is accommodated. This would not necessarily be a change in the growth projection, but a change in the growth timing mechanism. Again, the public facilities plan and financial plan would be affected but not as dramatically as if the growth projection itself had changed.

The City, therefore, sees the growth timing mechanism as an essential element to continued good planning for the City. In Woodburn's situation, located between two large growth centers, it would be almost impossible for the City to adequately plan and manage its growth without some type of mechanism to prevent the economic and social problems which are caused by rapid growth.

D. Economic Element

The overall approach of the City to its economic problems is to work to remove barriers to the free and effective operation of market forces. The City prefers to allow the private sectors to determine the rate of economic growth, the nature and type of growth, and other economic development

parameters. Public policy will be to remove constraints on the free market by making sure that properly zoned land, water, sewer services, police and fire protection and other services are made available. The City will attempt to create conditions conducive to growth and development, but the initiative for economic development will come from the private sector.

The effect of this approach will be essentially a continuation of existing conditions. The basic structure of the local economy will change slowly. Marginal improvements can be expected in the short run and this approach also avoids many of the risks associated with a more aggressive public policy. Even a well planned economic policy involving significant public commitments runs the risk of unfulfilled expectations, unsuccessful investments, financial problems for existing businesses, resource miss-allocation, and a variety of other problems. By adopting a conservative approach to its problems the City minimizes many of these risks and follows the more cautious solutions of the free market. Therefore, effective coordination between the public and the private sectors is important in successful long term planning of Woodburn's economic development.

VII. POPULATION

A. Population Characteristics

One of the most crucial items in developing a Comprehensive Plan for the City is trying to determine how much population the City will gain or lose in the planning period. In 1994 the Center for Population Research at Portland State University determined the population of Woodburn to be 15,232. Woodburn's population is starting to have the same structure as Marion County. The age class of 0-5 has a small difference of 1.2% which Woodburn has a higher percentage. This is characteristic of Woodburn because of the young families. The age group of 24-44 has a large difference in percentage of population. Woodburn is 7.1% lower in this age category than the County. Although Woodburn is much lower, it is showing a large increase since 1970, which is bringing the percentage closer to the County.

Woodburn has shown a continuous growth rate of 3%. As of 1994 Woodburn's population was 6% of Marion County. It is estimated that by the year 2010 Woodburn's population will be 7.7% of Marion County.

B. Population Projections

The population of Woodburn is projected to be 28,000 by the end of this planning period, year 2014. (see Figure 7 Population Projections pg. 49) This figure of 28,000 by the year 2014 was calculated using a 3% growth rate. The age bracket of 65+ has shown a continuous decrease in percentage. This is due to the fact that the Senior population in Woodburn is remaining constant while the population of younger people continues to grow. This situation causes the percentage of 65+ year old people in Woodburn to decrease. It is expected that Woodburn's population percentage will become more like Marion County through this planning period. It is expected that the population will continue to grow and diversify.

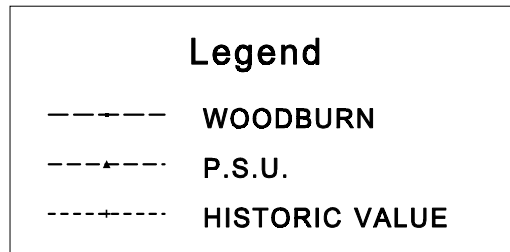
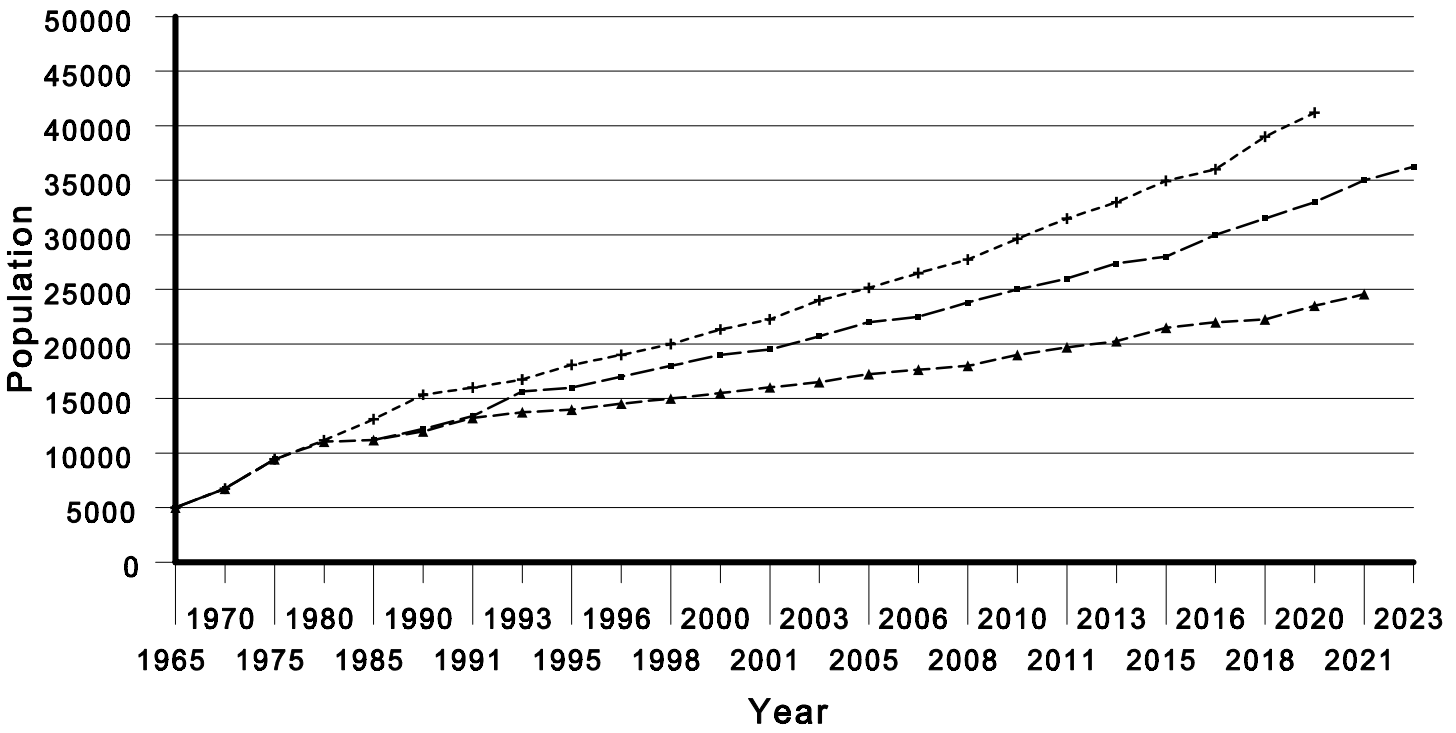
Table 6
Population Enumeration 1980, 1990, 1994
for the City of Woodburn

Age	1980 Census			1990 Census		
	Males	Females	Total	Males	Females	Total
0-4	466	461	927	584	569	1153
5-9	401	392	793	531	525	1056
10-14	372	389	761	466	452	918
15-19	361	397	758	435	394	829
20-24	407	386	793	520	409	929
25-29	380	382	762	476	429	905
30-34	306	323	629	452	371	823
35-39	238	234	472	374	374	748
40-44	193	191	384	310	291	601
45-49	148	166	314	259	254	513
50-54	152	195	347	191	204	395
55-59	205	240	445	190	229	419
60-64	258	349	607	206	295	501
65-69	314	471	785	307	421	728
70-74	388	500	888	360	526	886
75 +	638	893	1531	736	1264	2000
Totals	5,227	5,969	11,196	6,397	7,007	13,404

Age	1994 Census			
	Males	Females	Unknown	Total
Unknown	104	116	860	1080
0-4	700	636	11	1347
5-9	583	587	2	1172
10-14	551	519	1	1071
15-19	486	460	0	946
20-24	572	451	3	1026
25-29	580	441	0	1021
30-34	503	447	0	950
35-39	422	391	0	813
40-44	301	343	5	649
45-49	271	269	1	541
50-54	247	247	0	494
55-59	192	233	2	427
60-64	247	361	1	609
65-69	279	375	2	656
70-74	356	503	2	861
75 +	637	931	1	1569
Totals	7,031	7,310	891	15,232

Figure 7

Population Projections to the year 2023



VIII. LAND NEEDS FOR THE FUTURE

Goal 14 of LCDC requires that a city justify all the land that it will need for the year 2014. Basically, the issues related to establishing an urban growth boundary and the land uses within it can be summarized as follows:

How much area will the City require for urbanization by the year 2014; and

Where should the various land use be located.

Land requirements for the City of Woodburn are based on the expected population increase to 28,000 in the year 2014. Tables 8, 9, 11, and 12 give detailed breakdowns of the land available for development in the plan.

A. Residential

Existing Housing - Although the absolute number of single family homes in Woodburn has grown significantly since 1970, the percentage of single family homes has declined. Table 7 pg. 52, illustrates the steady shift in the mix of housing in the community.

The Woodburn housing market has expanded and grown rapidly since 1960. There has also been a shift to multi-family dwellings and Manufactured Homes. The median family and household incomes are below the Oregon average and, coupled with a vacancy rate of near zero, a large number of Russian and Mexican-American households, and a long waiting list for subsidized housing from people currently living within the City limits, the need for low and moderate income housing is substantial.

To accommodate the anticipated growth the City should take specific leadership in advocating growth and develop policies to encourage development and annexation. Three growth scenarios have been formulated to project new housing requirements. The first scenario would create approximately 6,000 new households, enough for a total population of 25,000.

The City should:

1. Promote and encourage a diversity of housing types and prices;
2. Encourage an orderly extension of services;
3. Expedite review processes for development proposals; and
4. Establish areas suitable for different housing types within the UGB.

Scenario two projects a total population of 20,000 and a total number of households at 8,330. The

City, in order to minimize costs and control the rate of growth, should direct growth to zones of least cost.

The final scenario would severely restrict growth to 15,000 total population and to 6,250 total households. The City in order to protect its present character should strictly limit the number of new residential units and establish and rigidly enforce standards for annexation of additional lands.

The Planning Commission recommended the final housing requirements should be based on a population of 23,000 by the year 2000. If housing demands exceed the average units per year required, a Limited Growth Ordinance would become effective immediately.

Table 7
Housing Type

Type of Use	Year	Number of Units	% of Total
	1970		
Single Family		2546	86%
Multi-Family		261	9%
Manufactured Homes		153	5%
	1980		
Single Family		3419	75%
Multi-Family		911	20%
Manufactured Homes		236	5%
	1990		
Single Family		3587	73%
Multi-Family		896	18%
Manufactured Homes		393	8%
	1994		
Single Family		3508	65%
Multi-Family		1253	23%
Manufactured Homes		671	12%

Note: The figures above are actual Census figures. The data above illustrates some highly inaccurate counts of housing stock. For instance the number of Single Family units for 1990 is higher than the 1994 units. The numbers may be inaccurate because there has been considerable development in these four years. Another problem area is in the Multi-Family category. The 1980 Multi-Family units is 15 units higher than 1990. Again this illustrates that the Census figures for housing units may be inaccurate.

Housing Need - Based on building permits issued since 1980 (Table 5 pg. 40) Manufactured home development increased its share of the City housing market. Manufactured homes made up approximately 5% of the new home permits issued in 1980. In 1990 and 1994 the percentage had grown to 8% and 12%. The City anticipates that the percentage of Manufactured homes will continue to grow during this planning period.

The City of Woodburn currently has 671 Manufactured Home dwelling units, which make up approximately 12% of the total housing. Based on recent permit activity, there has been more interest in the placement of Manufactured homes on single family subdivision lots rather than in the traditional mobile home parks.

With approximately 238 surplus acres designated for multi-family uses and approximately 757 surplus acres designated for single-family uses and with Manufactured homes allowed in either designation under certain standards, Woodburn can more than adequately provide the necessary land for projected increases in Manufactured home, multi-family, and/or single-family development as illustrated in Table 8 and 9 pg. 54.

**Table 8
Potential Housing Development**

Housing Type	# of Units 1994	Undeveloped Underdeveloped Acreage	Units Per Acre	Potential Additional Units
Single Family	3508	734.3	6	3524
Multi-Family	1253	245.1	12	2353

Note: The Single Family units per acre can actually have a higher density than 6 if there is a situation such as a Planned Unit Development (PUD). The Potential Additional Units column is based on the Underdeveloped and Undeveloped land within the City and UGB. There was 20% of the acreage taken out of the total acreage Undeveloped and Underdeveloped column to account for Roads. The remaining 80% was multiplied by the number of Units Per Acre column and the resulting number is the Potential Additional Units for each housing type.

**Table 9
Projected Housing Need**

Housing Type	# of Units 1994	% of Total	Theoretical Housing Needed for Pop of 28,000 by 2014	Surplus/ Deficit Units
Single Family	3508	74	2964	+ 560
Multi-Family	1253	26	1048	+ 1305

Note: Manufactured homes are not figured into this equation because they can be considered as Single Family and as Multi-Family. The Theoretical Housing Needed for the year 2014 at a population of 28,000 was figured out using this equation: Projected population - Current population = X Then you divide X by 2.8 which is the household size and you get a theoretical housing need. To figure out a Surplus / Deficit number you have to take the Potential Additional Units number from Table 8 and subtract the Theoretical Housing Need Number from this Table.

To maintain a stable market in land, the City included approximately 30% more land in the original UGB than required. The surplus was intended to ameliorate the effect of an urban growth boundary increasing the cost of land. This essentially would be balancing the need for housing against economic consequences of an urban growth boundary. Strong annexation policies prevent annexation of land which would not be utilized. To retain flexibility in the Comprehensive Plan and to allow for a good marketplace for land necessary for development, approximately 3096 additional acres of land was included in the UGB.

The rationale for including the additional 30% of land as a vacancy factor was that when the limits of the UGB are reached a monopoly on available land may occur which may drive up the price of land. Simply because agricultural land was included in the UGB does not mean that this land will be utilized for urban uses or even annexed and provided with services during the 20 year planning period. Strong annexation and public service policies included in the Woodburn Comprehensive Plan preclude this type of urban sprawl which has occurred in the past.

Permitted Housing - OAR 660-08-015 requires clear and objective standards, conditions and procedures regulating the development of needed housing. The Woodburn Zoning Ordinance Map delineates four residential zones, two of which are for single family development and two which are for multi-family development. The uses allowed in each zone are:

Table 10
Housing Types Allowed by Zone

Zone		SF	DUP	Multi	M.H. Sub.	M.H. Park
R1S	Senior Residential	P	NP	NP	NP	NP
RS	Res. Single Family	P	CU	NP	P	NP
RL	Limited Multi-Family	P	P	P	NP	CU
RM	Multi-Fam. Residential	P	P	P	NP	CU

Codes:

P = Permitted

NP = Not Permitted

CU - Conditional Use

Table 10 pg. 55 reveals that the residential uses allowed in each zone are clearly defined. Criteria for Conditional Uses are simple, clear, and objective. It should also be noted that the City's Planning Commission under Chapter 11 of the Zoning Ordinance reviews all site plan requests for compliance with zoning standards and conformance to the Comprehensive Plan.

No building permits for Multi-Family residential structures are issued until the site plans have been formally reviewed and approved under the provisions of Chapter 11.

As shown on Table 10 pg. 55 a duplex unit is a conditional use in an RS zone. If the duplex is located on a corner lot of 7,000 sq. ft. or more, meeting all other standards as outlined in the zoning ordinance and/or as required by the Planning Commission, a duplex can be constructed within an RS zone.

Chapter 19 of the Woodburn Zoning Ordinance clearly outlines all standards and conditions for the review and development of both mobile home parks and Manufactured Home subdivisions. In addition, Chapter 17, 20, and 21 of the Zoning Ordinance outline standards and criteria for Solar Access Recordation, Conservation and Renewable Energy Housing, and Planned Unit Developments.

Housing Programs - A circumstance, related to the seasonal influx of transient laborers to Woodburn throws an element of variability into future population projections. It is estimated that

there are as many as 1,600 additional seasonal workers residing in Woodburn throughout the growing season. These people, although very difficult to count, have a significant impact on available housing and services city wide.

Woodburn has nearly a zero percent vacancy rate for rental housing. A housing rehabilitation program is currently in operation offering low interest, deferred loans to low/moderate income homeowners in Woodburn for repair maintenance, and rehabilitation of housing within certain target areas. Areas identified as having the highest percentage of homes in need of basic repair, roofs, foundations, paint, sidewalks, etc., have been targeted for rehabilitation. At present the city is administering approximately \$1,000,000 in a revolving loan fund. which has rehabilitated at least 127 homes over a three year period.

Moreover, since Woodburn's plan and zoning ordinance do not restrict or regulate government assisted housing in areas zoned and planned for residential use, the plan's provision for adequate land for all housing types ensures that adequate land is available for government assisted housing thereby satisfying the requirements of OAR 197.303.

B. Commercial Land

While residential land determination is straight forward, determining the amount of land required for commercial uses is somewhat more complicated. Although several methods are commonly used, data for most are either unavailable for proper analysis, or the method does not appear to apply to Woodburn's situation. The method for which data is available is based on land use per capita. This method depends on the accuracy of the projections for population and on the assumption that present land use per capita will not increase or decrease in the future.

According to data from Woodburn's plans compiled from 1964 to 1996, the use of commercial land per capita has remained fairly consistent. While the total increased from 61.1 acres in 1963 to 211 acres in 1988, and 252 in 1996 the acres per capita remained fairly stable as illustrated below.

Year	Commercial Acres Per capita
1963	0.018
1968	0.019
1979	0.019
1988	0.018
1996	0.016

The historical consistency would indicate that this is a reliable method for projecting needed land. Assuming that the present ratio of population to commercial land use continues, the City should expect to use approximately 448 acres of land for commercial uses in the year 2014, with a population of 28,000 considering a Commercial Acreage Per Capita Use of .016.

It should be noted that some future commercial use will be established on land which is presently in

commercial use, especially on Highway 99E. Many of the present uses are inefficient and were established in the County or when the City was smaller. The land is now more valuable than the current use would suggest. It is also expected that increased densities of commercial uses will be possible, especially mall type developments as opposed to strip commercial. This may also assist in the redevelopment of the downtown area.

Table 11
Commercial - Industrial
Land Uses Designated in Plan

Use	Total Ac. In plan	Dev Ac. 1996	Undev Ac. 1996	Use Per Capita 1996
Commercial	483.7	252.5	231.2	.016
Industrial	569.1	363.6	205.5	.023

Note: Use Per Capita = Developed acreage divided by total population.

Table 12
Commercial - Industrial
Theoretical Land Needs to the Year 2014

Use	Theor. Urban Land Needs for 2014	Actual Available In Plan 1994	Surplus / Deficit
Comm.	448	483.7	+ 35.7
Indust.	644	569.1	- 74.9

Note: Theoretical Land needed = Projected Population * Use Per Capita. (28,000 pop by 2014 * (.023 Industrial) (.016 Commercial) Current Use Per Capita)

C. Industrial Land

The problems with projecting needed industrial land are the same as that with commercial land. However, an added problem is created by the City's desire to increase the amount of industrial land in the future. The reasons are as follows:

1. The City would like to increase the amount of local jobs. Woodburn's household income is fairly low which is caused in a large part by a portion of the community being retired and low income. The City believes that by insuring that new migrants in the City will be coming to fill local jobs rather than coming to live in new retirement communities will help reverse this present demographic makeup.
2. The City is becoming an integrated, full-fledged community rather than a bedroom community for Portland or Salem. Because of this, more local jobs would have to be provided to insure that all residents can find jobs locally if they so desire.
3. The Economic Element of the Comprehensive Plan indicated that Woodburn is presently heavily reliant on the agricultural and Manufactured Home industries. However, we are seeing a transition to manufacturing and service oriented business. The City would like to diversify to include other industries which are less subject to the fluctuations of the housing and agricultural markets.

D. Downtown Development

This-section of the comprehensive Plan outlines the history, the presence, and the future of the Woodburn Downtown Design and Conservation District (DDCD). This discussion will briefly touch on some of the elements that helped shape the DDCD, how it survives today as a retail/industrial center, and what directions are seen as appropriate for future growth and prosperity.

It is important to note that for any downtown area to survive in today's commercial climate, a concerted effort must be made by City officials, property owners, and businessmen alike to put plans into action, and turn ideas into reality.

Woodburn's Downtown Design and Conservation District, once a strong, vital center for trade in agriculture and industry, has experienced a gradual and steady decline as the automobile has replaced the train as a primary means for transporting goods.

In the early 1970's, State Highway 214 was constructed to the North, leaving the Woodburn CBD without any primary highway access.

Recent efforts on the part of public and private planners to design programs to revitalize downtown have not proven entirely successful, due in part to the philosophy that, downtown should be competing with regional shopping centers as a primary retail environment.

It is the purpose of this section to propose a rational direction for growth, emphasizing the

development of small scale cottage industry along with a tight cluster of neighborhood retail business.

IX. GOALS AND POLICIES

The City has established the following goals and policies as general guides for urban development. (Other elements of the Plan have more specific policies relating to the various subjects dealt with in those elements). However, in general these policies will be the guiding factors in decisions relating to land use.

LAND USE DEFINITIONS

Low Density Residential - Residential housing which is developed at less than 6 dwellings units per gross acre, where low density residential is historically considered single family detached housing, has been the predominant development form. However, in the future other forms of development will undoubtedly occur at greater densities.

Typically, low density development may be single family detached housing, single family attached housing, Manufactured Home subdivision (selling lots to Manufactured Home owners), planned unit developments, at 12 or less units per acre. Development should have a high proportion of owner occupied housing, as conventional single family subdivisions do today.

High Density Residential - Residential developments which have density greater than 12 dwelling units per gross acre but less than 25 dwelling units per gross acre are considered high density residential in this Plan. Housing types include: townhomes, garden apartments, mobile home parks (renting spaces to mobile home owners), and similar uses.

Commercial - Land uses in this category include a variety of office, retail and service uses. In general, where all goods or services are bought or sold, the land use is considered commercial.

Industrial - Land uses in this category are limited to manufacturing and warehousing activities, utilities, contracting services, and wholesaling.

Open Space and Parks - This general category includes public recreation areas, such as parks, private open spaces, private recreational facilities, Golf Courses, Floodplain, and Wetland areas.

Public Use - This includes municipal, county, state, federal buildings and lands, schools, churches and other public buildings.

A. Residential Land Development Policies

- A-1. Residential areas should be designed around a neighborhood concept. Neighborhoods should be an identifiable unit bounded by arterials, non-residential uses, or natural features of the terrain. The neighborhood should provide a focus and identity within the community and should have a community facility, such as a school, park, or privately owned community facility to allow for interaction within the neighborhood.
- A-2. Living Environment - Developments in residential area be constructed in such a way that they will not seriously deteriorate over time. Zoning ordinances should be strictly enforced to prevent encroachment of degrading non-residential uses. Construction standards in the State Building Code shall be vigorously enforced, and if necessary, additional standards the City determines should be imposed to insure non-degrading housing units, should be encourage by the City.
- A-3. Development should promote, through the use of moderate density standards and creative design, a feeling of openness and spaciousness with sufficient landscaped area and open space to create a pleasant living environment.
- A-4. Streets in residential areas should be used by residents for access to collectors and arterials. Residential streets should be designed to minimize their use for through traffic, however, whenever possible dead-end streets and cul-de-sacs should be avoided.
- A-5. Residential developments should strive for creative design which will maximize the inherent values of the land being developed and encourage slow moving traffic. Each residential development should provide for landscaping and tree planting to enhance the livability and aesthetics of the neighborhood.
- A-6. Non-residential uses should be prevented from locating in residential neighborhoods. Existing non-conforming uses should be phased out as soon as possible.
- A-7. Home occupations and combination business and home should be allowed if the residential character is unaffected by the use. In the case of home occupations, these can be allowed through the zoning ordinances.
- A-8. High traffic generating non-residential uses should not be located in such a manner as to increase traffic flows on residential streets or residential collectors.
- A-9. Industrial and commercial uses which locate adjacent to residential areas should buffer their use by screening and design control, and should be controlled with sufficient setback so as their location will not adversely affect the residential areas.

- A-10. High density residential areas should be located so as to minimize the possible deleterious effects on adjacent low density residential developments. When high density and low density areas abut, density should decrease in those areas immediately adjacent to low density residential land. Whenever possible, buffering should be practiced by such means as landscaping, sight-obscuring fences and hedges, and increased setbacks.
- A-11. Traffic from high density residential areas should have access to collector or arterial streets without going through other residential areas.

B. Commercial Land Development Policies

- B-1. The City should at all times have sufficient land to accommodate the retail needs of the City and the surrounding market area. The City presently has four major commercial areas: 99E, 1-5 Interchange, the downtown area and the 214/211/99E four corners intersection area. No new areas should be established.
- B-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 traffic control devices needed to ameliorate their impact on the arterial streets.
- B-3. Strip zoning should be discouraged as a most unproductive form of commercial land development. Strip zoning is characterized by the use of small parcels of less than one acre, with lot depths of less than 150 feet and parcels containing multiple driveway access points. Whenever possible, the City should encourage or require commercial developments which are designed to allow pedestrians to shop without relying on the private automobile to go from shop to shop. Therefore, acreage site lots should be encouraged to develop "mall type" developments that allow a one stop and shop opportunity. Commercial developments or commercial development patterns which require the use of the private automobile shall be discouraged.
- B-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.
- B-5. It would be of benefit to the entire City to have Woodburn's Downtown Design and Conservation District an active, healthy commercial area. Downtown redevelopment should be emphasized and the City should encourage property owners to form a local improvement district to help finance downtown improvements.
- B-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 insure by proper regulations that any commercial uses located close to residential areas have the proper architectural and landscaping buffer zones.

- B-7 The Downtown Goals and Policies are included in Section IX of the Plan and are intended as general guidelines to help the City and its 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 CBD these goals should be reviewed and applied as necessary so as to maintain balance and uniformity over time.

C. Industrial Land Use Policies

- C-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 that there be a healthy job market within the City and enough industrial land is available for industrial growth to accommodate the residential growth expected in the City.
- C-2. Industrial land should be located so as to insure that road transportation and secondarily, rail transportation is available to the industrial areas.
- C-3. It is essential that industrial lands be located on areas which have good soils and are free from flooding dangers.
- C-4. Industrial areas which are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones so as to minimize the impact of industrial uses.
- C-5. Industries which, through their operating nature, would contribute to a deterioration of the environmental quality of air, land, or water resources of the City should be forbidden to locate within the city limits.
- C-6. The industrial park concept is one which the City deems is the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design.
- C-7. Industries located in areas which are presently non-conforming shall be encouraged to find other areas to locate.
- C-8. Industrial lands should be protected from encroachment by commercial or other uses which will either increase the price of industrial land or cause traffic

generation which will interfere with the normal industrial practices.

- C-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.

D. Annexation Goals and Policies

Goals

- D-1 The goal is to guide the shape and geographic area of the City within the urban growth boundary so the City limits:
- A. Define a compact service area for the City;
 - B. Reflect a cohesive land area that is all contained within the City; and
 - C. Provide the opportunity for growth in keeping with the City's goals and capacity to serve urban development.
- D-2. The goal is to clearly establish the intent of each proposed expansion of the City; to assess the proposal's conformance with the City's plans and facility capacity and to assess its impact on the community prior to deeming an annexation application complete.
- D-3. The goal is achieve greater utilization of land within the City by:
- a. Incorporating all of the territory within the City limits that will be of benefit to the City into the City.
 - b. Providing the opportunity for the urban in-fill of vacant and under utilized property that is currently unincorporated and surrounded by the City.
 - 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 benefitted residents and development by incorporating all territory into the City limits that will be of benefit.
- D-4. The goal is to use annexation as a tool to guide:
- a. The direction, shape and pattern of urban development;
 - b. Smooth transitions in the physical identity and the development pattern of the community; and
 - c. The efficient use and extension of City facilities and services.

- D-5. The goal is to balance residential development with public facilities and services and with other types of land use in order to allow the community to maintain its equilibrium as it assimilates growth.

Policies

- D-1-1 Annexation policies are extremely important for the City. While it is important that enough land is available to allow for choice in the market place it is also essential to prevent too much land being included in the city limits as this leads to inefficient, sprawling development.

- D-2-2 Prior to the approval of Site Plan, Subdivision or Planned Unit Developments for land annexed to the City west of Interstate 5, a detailed Transportation Impact Study with Oregon Department of Transportation involvement will be required.

A notification period of 45 days will be provided the Department of Transportation to respond to the before mentioned proposal prior to final City action.

The City shall insure that any necessary improvements to I-5 or State Highway 214 required by the development of such lands are provided for prior to the issuance of building permits. It is recognized that the Department of Transportation and City will work with developers in transportation issues. Further, the Department of Transportation may not be able to fund such improvements.

It is also understood by the affected parties that the proposed 100 acre Light Industrial site south of Highway 214 will be issued no more than two access permits to Highway 214. One of these will be at M.P. 36.2396 (Woodland Avenue between M.P. 36.46689).

- D-3-3 The City of Woodburn shall actively manage the location, timing, type and amount of land added to the City.

- D-4-4 Prior to deeming an annexation application complete, the applicant for an annexation shall participate in a mandatory pre-application meeting with city staff. The purpose of the meeting is to assess conformance with the City's goals, policies, standards and criteria regarding annexation.

- D-5-5 A complete annexation petition/application shall be required to include:

- a. All the territory that will be enclaved by the petition, or
- b. Document the lack of consent by the enclaved property owners or by the

resident electors necessary to include the enclave(s) as part of the consent annexation application.

- D-6-6 Annexation applications that do not conform with the annexation criteria and standards may be considered by the Planning Commission, after a public hearing, for an exception. The Commission may grant an exception based on findings of special circumstances and of substantial conformance with the criteria and standards based on mitigating measures. The City Council may review the Commission's action.

E. Citizen Involvement Policies

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

F. Administration and Enforcement Policies

- F-1. Land use ordinances adopted by the City shall be strictly enforced. While the Comprehensive Plan and zoning ordinances are important phases of the land use planning process, without strict enforcement of the code, what actually occurs in the City will not have a direct relationship to the plans and ordinances adopted by the Council. Therefore, strict enforcement must be practiced by the City to insure that the policies of the City are actually being implemented.

G. Housing Goals And Policies

Goal

- G-1. The housing goal of the city is to insure that adequate housing for all sectors of the community is provided.

Policies

- G-1-1. The City will insure that sufficient land is made available to accommodate the growth of the City. This requires that sufficient land for both high density and low density residential developments is provided within the confines of the growth and development goals of the city. It is the policy of the City to assist and encourage property owners, whenever possible, to rehabilitate and renew the older housing in the City.
- G-1-2. It is the policy of the City to encourage a variety of housing types to accommodate

the demands of the local housing market.

- G-1-3. To insure the new concepts in housing are not restricted unduly by ordinances, the City shall periodically review its ordinances for applicability to the current trends in the housing market.
- G-1-4. To provide for the persons living in the community of a lower income, the City will accept its regional share of low income housing. This policy is not intended to provide an overabundance of low income housing which would encourage undue migration of low income persons.

H. Public Services Goals and Policies

Goal

- H-1. Public facilities and services shall be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas shall be based upon (1) the time required to provide the service, (2) reliability of service, (3) financial cost, and (4) levels of service needed and desired.

Policies

- H-1. Public Facilities and services shall be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment.
- H-2. The level of key facilities that can be provided should be considered as a principal factor in planning for various densities and types of urban land uses.

I. Wastewater Goals and Policies

Goal

- I-1. Develop a system that will comply with regulatory treatment requirements of the Clean Water Act for anticipated wastewater flows and reduce the amount of pollutants that are released to the environment.

Policies

- I-1-1. Develop a plan to treat the city's wastewater flows that insures desired efficient quality is maintained under all flow conditions.
- I-1-2. Develop a plan for a collection system that has the capacity to convey the wastewater flows generated.
- I-1-3. Develop a maintenance plan that insures the wastewater treatment system maintains a high degree of reliability throughout its design lifetime.
- I-1-4. Develop an active Inflow/Infiltration (I/I) program that will reduce the levels of I/I flows to the treatment facility.
- I-1-5. Develop a system to monitor and regulate the flows from industrial customers whose wastewater is treated by the city.

Goal

- I-2. Develop a plan that will economically provide for the treatment of wastewater generated by the city's sewer customers accounting for projected growth through the year 2020.

Policies

- I-2-1. Project the wastewater treatment needs of the city through 2020 and provide the resources and infrastructure to meet those projected demands.
- I-2-2. Develop a Capital Improvement Plan to meet the requirements of the Clean Water Act and any other regulatory requirements for the projected system demands.
- I-2-3. Regularly update the plan to guide the city efficiently through anticipated growth to comply with any changed regulatory requirements and evaluate if existing plans are satisfactory.
- I-2-4. Evaluate the feasibility of the full range of funding options for wastewater system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.
- I-2-5. Evaluate the potential impacts of water conservation programs that mitigate some of the increased demands associated with projected future growth.

J. Water Goals and Policies

Goal

- J-1. Develop a system that will provide the water system's customers with safe drinking water that meets quality expectations in sufficient quantity to meet the demand.

Policies

- J-1-1. Develop a plan to treat the city's water supply to reduce elevated levels of iron and manganese which provide undesirable aesthetic effects.
- J-1-2. Develop a plan to monitor and react to changing regulatory requirements to insure that the city is able to supply water that complies with all provisions of the Safe Drinking Water Act.
- J-1-3. Develop a supply and distribution system that provides for reliable fire protection.

- J-1-4. Develop a Wellhead Protection Program for the city which will serve to provide the greatest practical protection for the groundwater resources that provide the city's drinking water supply.

Goal

- J-2. Develop a plan that will economically provide safe, plentiful drinking water to the city's water system customers accounting for projected growth through the year 2020 in accordance with the City of Woodburn Water Master Plan.

Policies

- J-2-1. Project the water needs of the system through 2020 and provide the resources and infrastructure to meet these projected demands. Monitor the status of water rights granted the city to utilize groundwater resources from the Troutdale aquifer.
- J-2-2. Develop a Capital Improvement Plan to meet the water quality goals and requirements, water system distribution needs, desired water storage capacities and future water supply projections.
- J-2-3. Regularly update the plan to guide the city efficiently through anticipated growth to comply with regulatory requirements, identify additional sources, determine treatment options and evaluate service quality.
- J-2-4. Evaluate the feasibility of the full range of funding options for water system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.
- J-2-5. Evaluate and monitor alternative sources that may need to be utilized if contamination or other situations make the existing source unusable and explore opportunities for regional cooperation in water supply.
- J-2-6. Evaluate potential impacts of water conservation programs to mitigate some of the increased demands associated with projected future growth.

K. Transportation Goals and Policies

Goal

- K-1. Establish a framework for the development of facilities to move persons and goods in as safe, effective and efficient a manner as possible under projected year 2015 traffic conditions.

Policies

- K-1-1. Develop a transportation system that interconnects residential areas with employment centers, commercial areas, schools, parks, churches and regional transportation networks.
- K-1-2. Develop a street system wherein arterial streets are of sufficient width to

accommodate traffic flows without interruption. Collector streets should function to conduct traffic between arterial streets, which serve to accommodate movement within neighborhoods.

- K-1-3. To insure that state and federal highways with routes through the City are improved in accordance with projected traffic volumes and the elements contained within this plan.
- K-1-4. Develop a public transit system which will provide service and facilities to improve the mobility and accessibility of the transportation disadvantaged.
- K-1-5. The City shall encourage pedestrian safety and foster pedestrian activity, sidewalks shall be provided on all arterial, service collector, and access streets. Where possible, sidewalks should be detached from the curb, separated by a minimum 4-foot wide parkway strip.
- K-1-6. The City shall encourage large businesses in Woodburn to set up carpool and vanpool matching programs, based on employees= residential location and work shift.
- K-1-7. Access to a development site shall be consistent with an adopted access management plan for specific streets.
- K-1-8. Highway 214 (between the west City limits and Settlemier Avenue/Boones Ferry Road) and Highway 99E between Lincoln Street and the South City limits. The 1991 Oregon Highway Plan classifies the following as Category 5 Highways:
 - Public roads shall be spaced a minimum of one-quarter mile apart;
 - Private driveways shall be full access spaced at least 300 feet apart (which equates to 18 driveways per mile on each side of the roadway); and
 - Traffic signals shall be spaced at least one-quarter-mile apart.
- K-1-9. Where possible, driveway access along Highway 214 and Highway 99E shall be consolidated to meet the driveway density guidelines outlined in the Access Management Plan. Where possible, driveway access along the following sections of Highway 214 shall be consolidated:
 - I-5 / Evergreen Road;
 - Evergreen Road / Oregon Way;

- Oregon Way / Broughton Way; and
- Broughton Way / Settlemier Avenue.

Where possible, driveway access along the following sections of Highway 99E shall be consolidated:

- Lincoln Street / Aztec Drive;
- Aztec Drive / Laurel Avenue;
- Laurel Avenue / Highway 214; and
- Highway 214 / End of Curb.

K-1-10. In order to bring Highway 214 and Highway 99E into compliance with the Access Management Policy guidelines, the City of Woodburn shall coordinate with ODOT to:

- Develop a parallel road system to provide local access to businesses adjacent to Highways 214 and 99E and reduce the traffic volumes on Highway 99E; and
- Install two-way left turn lanes along the sections of Highways 214 and 99E.

Goal

K-2. Develop a transportation system that avoids or reduces a reliance upon any one form of transportation.

Policies

K-2-1. Encourage the development of transit services by route expansion, increasing levels of service and appropriate street design to facilitate movement of transit vehicles.

K-2-2. Develop a bikeway and pedestrian system which will provide routes connecting residential areas to schools, parks, places of employment and commercial areas.

K-2-3. Promote optimum efficiency within the transportation system by the use of traffic management techniques including access controls on major arterials and the utilization of available transit system capacity prior to the construction of major new transportation facilities.

- K-2-4. Encourage the design and development of transportation facilities that can be readily modified to accommodate future demands.
- K-2-5. The City shall encourage a reduction in parking for single-occupancy vehicle travel. Where carpool/vanpool, or shared parking is provided, minimum parking requirements may be reduced by 10%.

Goal

- K-3. To provide adequate levels of mobility with a minimum of energy consumption and environmental, social, aesthetic and economic impacts.

Policies

- K-3-1. Encourage the use and development of transportation modes which are the least energy consuming for the movement of people and goods.
- K-3-2. Provide a level of transportation services to the urban area that are compatible with the environmental, economic and social objectives of the community.

Goal

- K-4. To develop an area-wide bicycle and pedestrian plan.

Policies

- K-4-1. To make implementation of the area-wide bicycle and pedestrian plan a cooperative effort between the City of Woodburn and all other governmental jurisdictions within the area.
- K-4-2. To develop a comprehensive bicycle and pedestrian system including both on-street and off-street routes, which make pedestrian activity and bicycle riding feasible, safe and enjoyable as alternative modes of transportation in the area.
- K-4-3. To provide bicycle and pedestrian routes that connect residential areas with the major commercial, employment, recreational and institutional network of the area.
- K-4-4. To provide connections between local bicycle and pedestrian routes and other bicycle and pedestrian routes of a regional, state and national nature.
- K-4-5. To finance the bicycle and pedestrian system as much as possible with non-local funds. Where local funds are required, expenditures will be carefully programmed through the respective capital improvement programs of the various governmental jurisdictions associated with the plan.

K-4-6. To insure that all new commercial, industrial, institutional, residential and recreational developments consider the elements contained within the bicycle and pedestrian plan.

K-4-7. To establish the administrative capability necessary to implement the area wide bicycle and pedestrian plan.

Goal

K-5. Increase safety and improve security for pedestrians, bicyclists and bicycle equipment.

Policies

K-5-1. Provide bicycle and pedestrian routes along arterial and collector streets as these streets are improved, or as programmed into jurisdictional capital improvement plans.

K-5-2. Establish design standards for all new bicycle and pedestrian facilities that are consistent with state and federal design standards.

K-5-3. Establish well-signed bicycle and pedestrian routes throughout the area by installing bike route signs, curb ramps and in some cases safety striping on streets and roads designated by bicycle and pedestrian use in the plan.

K-5-4. Establish a bicycle and pedestrian safety plan by implementing an area wide educational and recreational program oriented toward teaching bicycle and pedestrian safety.

K-5-5. Amend subdivision and zoning codes to require provisions of bicycle and pedestrian facilities.

Goal

K-6. Increase the acceptability for bicycle and pedestrian use.

Policies

K-6-1. Provide bicycle and pedestrian routes within all state, regional and local parks and recreation areas by applying for grant assistance to support the development of

bicycle and pedestrian systems in parks and open space areas.

- K-6-2. Plan off-street routes along creeks and establish routes which lead to local and regional open space areas. Establish local loop routes which take advantage of local amenities and historical areas.
- K-6-3. Construct pedestrian facilities, rest stops, exercise loops and bicycle courses in selected areas.
- K-6-4. Encourage existing developments to install and construct bicycle and pedestrian facilities whenever improvements are planned.

L. Growth Goals

- L-1. The City's goal is to grow to a population of approximately 26,000 by the year 2020. This growth shall be orderly and accompanied by the necessary public services. The growth should be balanced in residential, industrial, and retail sectors of the City. The growth shall not add any additional burdens on the City's taxpayers.
- L-2. The goal is to assure that all expansion areas of the City are served by public facilities and services with adequate capacity.

Woodburn is a City that strives to provide a consistent level of quality public services and facilities to all parts of the City. As the City grows, new development must support and maintain the services and facilities that equal or exceed those in the remainder of the community. Consideration of proposals that are in variance with City capacity standards and facility master plans shall require findings of appropriate mitigating measures by the Public Works Department. Other public service providers such as the School District and Fire District also address capacity considerations.

- L-3. The goal is to achieve and maintain City boundaries that supports the efficient delivery of public services.

The urban growth boundary of the City defines the limits of urban development and urban services. In defining the urban service are, the City limits shape the pattern of police patrols, park service areas and the neighborhood residents identify with. The Urban Growth Boundary identifies the ultimate area and shape of the City in the foreseeable future. In order to achieve the efficient delivery of facilities and services, the City must not sprawl as it grows. Rather the City wants to take a pro-active approach and manage growth so that the benefits of a well designed community are achieved.

L-4 The goal is to limit the amount of vacant land within the City in order to enjoy the benefits of an orderly development pattern, that reduces the rate that farm land is converted to urban use and the optimum use of public service and utility capacity.

There are multiple benefits to the community from managing the amount and location of land available for residential use. Quantitative advantages include more efficient utilization of existing facilities and services that accrue because the amount of by-passed, undeveloped land is reduced. The result includes a more orderly transition in the conversion of farmland to urban uses, conserving agricultural resources in the Urban Growth Boundary to the most practical extent. Furthermore, not only is the investment in unused and underused facilities avoided, but also the operation and maintenance costs are reduced due to a more compact development pattern.

Based on principles of supply and demand, reducing the available supply of residential land slows the rate of development which makes it more manageable. With fewer properties available to develop, the value of existing development and property available to development will increase. With an estimated 16 year inventory of vacant single-family residential land within the City the immediate prospect of increased land costs does not materially detract from the potential benefits of the goal. The land resources within the Urban Growth Boundary define the land available for urbanization. It is prudent for the City to manage the conversion of this area to urban use in a step wise fashion that recognizes benefits of efficient service and facility delivery and a cohesive pattern of community development and identity.

Equally important is the sense of identity and bonding that occurs as a City grows that make a community. A City that is built up in a cohesive pattern as it grows avoids the adverse affects of sprawl and leap from development.

L-5 The goal is to achieve the optimum use of the residential land inventory. Managing the geographic expansion of the City provides an opportunity to initiate the objective of encouraging the inclusion of residential enclaves and the development of infill lots as a higher priority than land on the fringes of the City limits. Annexation provides a point to introduce this concept to the City by applying it to new territory added to the City.

Another concept is to intensify development along transit corridors due to enhanced accessibility. Increased density may be considered along transit corridors through application of clustering density in PUD's and from more intensive zoning classifications.

Annexation provides an opportunity to introduce these concepts into the area by starting with consideration of the requirement in newly annexed areas. The

application of minimum densities will be based on target densities that consider transit service, need and community scale. Target density standards will be established based on specific proposals. In so doing, the City will promote a wider range of living environments and better serve the needs of a diverse population.

L-6 The goal is to further the incremental extension of an interconnected street system.

An interconnected street system improves the efficiency of movement by providing direct linkages between origins and destinations. It also creates alternative routes. Such a system creates stronger ties among activity centers and makes the development of passed over land more attractive. It is common in most communities that streets in new development are “stubbed.” This means a dead end street until the stub is potentially connected by a future phase of development. Annexations provide opportunities to emphasize the ultimate extension and completion of streets. The potential benefit is improved connectivity in the street pattern as the City develops/

L-7 It is the goal to assure the provision of major streets as shown in the Transportation Systems Plan.

The TSP lays out the arterial and collector street extensions and improvements necessary to support approximately a doubling of the population within the City. Due to limitations on the responsibility that developers must exercise regarding offsite transportation impacts, the City shall hold development accountable for major streets within and abutting the development. In addition, the policy of the City is to emphasize development outward in successive steps and phases that avoid unnecessary gaps in the development and improvement of the major streets.

L-8 The goal is to provide opportunities to fulfill community needs identified by the Council.

From time to time the site for a facility to service the community is identified at the edge the City. The City Council shall hold a public hearing on such proposals prior to accepting an annexation application to determine that such facilities are of a community wide scope and that a perimeter location is appropriate.

L-9 The goal is to reflect the City’s development objectives included in the CIP.

The Capital Improvement Program (CIP) is the City’s process of guiding public investment. Such invest of public funds also serve to leverage private investment that coincide with the City’s priorities. In order to leverage the greatest benefit from public projects, special consideration will be considered for compatible and mutually supportive private projects.

- L-10 The goal is to encourage the high standards of design and flexibility that are enabled by the PUD zone.

The Planned Unit Development (PUD) is a planning and design technique that provides greater flexibility in design than is allowed in the application of other techniques, such as the standard subdivision process. The benefits of the PUD techniques include allowing development with mixed uses, housing that is sited based on density with compensating open space, and control of architectural review and common land ownership and management. Consequently, it provides greater opportunities for creative solutions and diversity than the application of traditional ordinance requirements.

- L-11 The goal is to accommodate industrial and commercial development that provides local employment but does not require special community financial incentives.

It is clear that local industrial and commercial development will provide local employment. Such local jobs provide opportunities for local residents and for employees attracted to the Woodburn area. To benefit the community, not only must the development create jobs but it must also operate within the capacity of the City's infrastructure. The City is unwilling to absorb the costs of accommodating new employment that require special financial involvement from the City.

- L-12 The goal is to 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.

M. Growth and Urbanization Policies

- M-1. To insure the growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected rate of growth. The extensions of the existing public services should be in accordance with the master plans in this Comprehensive Plan.

- M-2. To insure that the City's growth does not exceed its ability to provide public services, the City shall adopt a growth control ordinance, similar to the Limited Growth Ordinance now in effect. When and if the growth control is used, the City shall reexamine the public facilities plan and determine at that time if it is in the

public interest to expand facilities to accommodate the additional growth.

- M-3. The City's public facilities now being built are to be paid for by the system development charges from the anticipated growth. To insure that the City's growth does not fall short of the expected growth rate, the City would only take necessary measures to stimulate growth under extreme circumstances.
- M-4. The County shall retain responsibility for regulating land use on lands within the urban growth area 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.
- M-5. 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 and other 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. The City shall respond within twenty days, unless the City requests and the County grants an extension.
- M-6. Upon receipt of an annexation request or the initiation of annexation proceedings by the City, the City shall forward information regarding the request (including any proposed zone change) to the County for comments and recommendations. The County shall have twenty days to respond unless they request and the City allows additional time to submit comments before the City makes a decision on the annexation proposal.
- M-7. 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.
- M-8. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of 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.
- M-9. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
- M-10. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The County shall not allow urban density 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 County. The City shall be responsible for preparing the public facilities plan.

- M-11. 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 insure choices in the market place;
 - c. LCDC Goals;
 - d. Further development of vacant and under utilized 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.

N. Natural and Cultural Resources Goals and Policies

- N-1. It is the City's goal to preserve the natural resources in the City including the unique stands of trees, the scenic areas within the City, and the floodway and floodplain.
- N-2. It is the City's goal to preserve its unique and historically significant cultural and historical resources.
- N-3. It is the City's goal to preserve its air, water and land resources in such a way that the clean air the citizens now enjoy will continue in the future, the good quality and sufficient quantity of water which is now obtained from underground supplies will continue, and that the land resources within the City will be used in such a manner as to insure that they will remain useful to future generations.

Policies

- N-1. The City should establish a tree ordinance with measures requiring an inventory of significant tree stands, as well as a means to preserve such stands. A tree planting program to replace lost stand with comparable species should be established. Developers should be encouraged to leave standing trees in developments where it is possible rather than remove them and replant young trees.
- N-2. Floodplain should be set aside for city green ways and left in a natural state as much as possible. This would prevent building in the floodplain and provide a

natural green way throughout the City.

- N-3. Natural and scenic areas remaining in the City should be preserved .
- N-4. The City should encourage the preservation and restoration of historically significant buildings within the City. This could be done by giving assistance in seeking government funds and historic recognition. An inventory of historic buildings should be completed and analyzed for priorities.
- N-5. The City shall adhere to the standards set forth by the department of Environmental Quality and the Environmental Protection Agency for air quality and emissions control. In addition, the City should adopt and enforce its own standards above and beyond DEQ's, if it is deemed necessary to protect its citizens from local polluters.
- N-6. The primary noise sources within the community are generated by traffic flows on Interstate 5, Pacific Highway 99E, the Railroad, and two industrial sources: North Valley Seeds and Woodburn Fertilizer Company. Noise generated by these sources fall under the jurisdictional responsibilities of the Department of Environmental Quality. Also, any noise pollution sources associated with manufacturing or food processing in the community again are regulated by DEQ. The City shall assist DEQ in the review of development permits to assure that State noise standards are met.
- N-7. The City of Woodburn shall coordinate its efforts in resolving solid waste disposal problems with Marion County.
- N-8. It is the policy of the city to protect the aquifers by all available means which supply Woodburn's domestic water.
- N-9. For surface water regulations, it is City policy to support the Department of Environmental Quality in enforcement of water quality standards on Mill Creek, Senecal Creek and Pudding River.
- N-10. The policy for land use in the City is to use land in such a manner that the particular qualities of each area are enhanced by the development that occurs there. Land use should be maximized so that valuable lands are not wasted. At the same time, land should not be used in such a manner that irreversible damage is done which prohibits further use of the land.
- N-11. Such uses as landfills, junk yards or industrial burial grounds should not be allowed within the city limits as such uses are wasteful of urban land and are not compatible with urban uses.
- N-12. An application for a development involving a structure inventoried as a potential

historic site shall be reviewed by the Planning Commission which shall make findings and recommendations concerning the historical status of the structure .

The Planning Commission may impose conditions on the structure to satisfy the requirements of Section 35 of the Woodburn Zoning Ordinance.

O. Energy Conservation Goals and Policies

Goal

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

Policies

- O-1-1. The City shall review its subdivision and construction codes periodically to insure that the construction types which most conserve energy are encouraged in this City, but not at the expense of health and safety. The City shall encourage new construction types, within the limits of what can be permitted due to health and safety requirements, to permit further use of the solar energy which is available in the Woodburn area.
- O-1-2. The City shall attempt to retrofit, when it becomes cost effective, city buildings and structures so that they may be more energy efficient.
- O-1-3. In all new construction for the City energy systems which rely less on fossil fuels shall be investigated, and if cost effective at a long term, shall be utilized.
- O-1-4. Encourage a minimum energy conservation standard for existing residential buildings.
- O-1-5. Revise land development standards to provide solar access.
- O-1-6. Encourage investments in solar energy by protecting solar access .
- O-1-7. Offer developers a density bonus for development utilizing energy conservation and solar energy measures.

P. Downtown Design and Conservation District (DDCD) Goals and Policies

During 1997, City officials, downtown business and property owners, Downtown Woodburn Association and interested citizens developed vision statements describing character and future revitalization of the Downtown. These vision statements shall be recognized by the City as the overall expression of Downtown's future.

1. **IMAGE OF DOWNTOWN:** Downtown projects a positive image, one of progress and prosperity. Downtown improvements have been visible and well publicized. Downtown's image consists of a combination of elements – physical appearance, and a look, and feel that it is thriving, safe, and vital.
2. **SAFETY:** Downtown is a safe, secure place for customers, employees, and the general public. Safety and security are assured by volunteer efforts, and by physical improvements such as lighting which provides a sense of security.
3. **SOCIAL:** Downtown is a place where a diverse community comes together to work, shop, and play. It is a mirror of the community, the community's "living room". All persons in the community feel welcome, and a part of, their downtown.
4. **BUSINESS ENVIRONMENT:** Downtown is a thriving environment for a variety of businesses. The area contains a good mix of types of businesses, a good overall marketing program is in place, and businesses provide friendly, reliable customer service and convenient hours of operation. Individual businesses are clean, attractive and present a good physical appearance.
5. **ATTRACTORS:** downtown is the center of community life, and serves as a focus to define the community's historic and cultural heritage. A community market brings all of the City's diverse communities together every week. Downtown's architecture, the aquatic center and unique businesses serve as a regional attractor. In addition, downtown offers events and opportunities that draw people together to mingle, learn, and enjoy.
6. **NEIGHBORHOOD:** Downtown is a part of the City's oldest neighborhood. Businesses, government and employment uses are linked to residential neighborhoods, educational facilities, recreation opportunities and good transportation services. Throughout this central neighborhood, both renovation and new development respect the history and traditions of the community.
7. **TRANSPORTATION:** Downtown is easily accessible via the local street system, public transportation, and other alternate modes of transportation. Special transportation facilities improve circulation patterns within the downtown, and provide links between downtown and key events and places.
8. **PARKING:** Downtown contains an ample an convenient supply of parking for customers and employees. White it is not possible to provide downtown parking at the same level as found in shopping centers, good utilization and management of the existing supply of downtown parking has been accomplished.
9. **IMPLEMENTATION:** Implementing the vision for downtown has involved both private and public investments. Investments are made in the management structure for downtown, and in

capital improvements to improve the physical elements of downtown. Planning for these investments, and examining options to pay for them is an on-going process involving the City, Woodburn Downtown Association, property and business owners.

Short Term Goals and Policies

Goal

P-1. Rehabilitation and Financing of the DDCD.

Policies

P-1-1. Because of the decline in both business and industry downtown, many buildings have been abandoned and stand in a state of serious disrepair. It is important in the short term that these undesirable, unsafe structures be condemned and demolished if repair and maintenance is not practical.

Many buildings have been altered without regard to their surroundings, succumbing to short term fads, leaving the buildings quickly looking out of date and incongruent. It is recommended that a system for removing selective building elements, cleaning, maintaining, painting, and adding selective elements be Initiated by property owners with overview from the Woodburn Downtown Association (WDA).

P-1-2. Encourage a balanced financing plan to assist property owners in the repair and rehabilitation of structures. The Plan may include establishment of the following:

- a. Provide on-going investments in downtown improvements.
- ab. Economic Improvement District - a designated area, within which all properties are taxed at a set rate applied to the value of the property with the tax monies used in a revolving loan fund for building maintenance, and improvement.
- bc. Local, State, & National Historic District - a designated district within which resources, and properties are inventoried and identified for historic preservation.
- cd. Establish a "501 C-3" tax exempt organization for the purpose of qualifying for grants.
- e. Analyze the feasibility of establishing an urban renewal district as a long-term funding source for Downtown improvements.

- f. Adopt a capital improvement program and funding strategy for Downtown improvements. Capital improvements shall be designed and constructed to be in harmony with the concepts portrayed in the Woodburn Downtown Development Plan, 1997.
- g. Update the Downtown improvement capital program at least every five years, and involve the Woodburn Downtown Association, property and business owners in the update process.

Goal

P-2. Improve Citizen Involvement in the DDCD.

Policies

- P-2-1. Encourage the organization of a downtown business watch group, where property owners can assist police in eliminating undesirable, illegal behavior in the DDCD.
- P-2-2. Business owners should encourage the involvement and education of their employees in downtown activities, such as the Woodburn Chamber of Commerce and the WDA
- P-2-3. Encourage the City and the Woodburn Downtown Association to oversee all development and ensure general conformance with this document.

Goal

P-3. Improve Open Space Within the DDCD.

Policies

- P-3-1. Introduce new plant materials to the Downtown Design and Conservation District, including:

Ground cover;
Shrubs; and
Trees.

A program to introduce new plant materials would enhance the appearance of the entire downtown. Participation on the part of both the City and the downtown merchants will be needed to see these projects through to a reasonable conclusion.
- P-3-2. Design a set of uniform sign graphics for the DDCD. Using control in developing street graphics provides balance and facilitates easy, pleasant communication

between people and their environment. Points of consideration would include: Area of sign, placement, symbols used, extent of illumination, colors, etc.

Intermediate Term Goals and Policies

Goal

P-4. Improve Pattern of Circulation Within the DDCD

P-4-1. Patterns of pedestrian circulation improved through the repair and/or replacement of sidewalks. A means of providing a sense of place within the downtown accomplished by replacing damaged sections of sidewalk with a decorative brick like pattern of surfacing. Pedestrian safety increased by carrying this surfacing pattern across the streets at each intersection thereby creating a different color and texture over which the automobiles travel.

P-4-2. Curb ramps should be encouraged at all intersections. Improved wheelchair facilities throughout the CBD will provide access to a more diverse cross section of the City's population.

P-4-3. Efforts should continue to evaluate the feasibility of bicycle paths linking the CBD with City schools and parks.

Goal

P-5. Improve Utilities and Landscaping Within the DDCD

Policies

P-5-1. Plans for capital improvement should include a schedule for replacement of overhead power and telephone lines with underground utilities.

P-5-2. Without an adequate system of underground irrigation within the DDCD, plans for landscaping not be as successful. It is therefore recommended that the City include in its Capital Improvement Programs plans to improve underground irrigation systems along streets and at intersections throughout the DDCD.

P-5-3. Street lighting can be both ornamental and useful in making the downtown safe and attractive. Cooperation from both private and public interests can result in a street lighting plan that both serves a utility and attracts people to shop in and enjoy the downtown.

P-5-4. Because of the costs involved in utility and landscaping improvements and the need to maintain general uniformity in designing improvements such as

landscaping and street lighting, the Woodburn Downtown Association (WDA) in cooperation with the City should develop a schedule for improvement that phases development and utilizes annual donations from downtown property owners to assist in the purchase and installation costs.

Long Range and Continuous Goals

Goal

P-6. Attract Business to the DDCD

Policies

P-6-1. To succeed, the DDCD should function in three ways:

As a center for small cottage industry, where goods are produced on a small scale for sale on both a local retail and a regional wholesale level;

As a neighborhood shopping center with retail stores, restaurants, offices and services; and

As a City-wide hub with government and public buildings, arts and entertainment centers.

P-6-2. Encourage improvement of the alley between First Street and Front Street with better pedestrian access, lighting, business access, painting, and landscaping.

Q. Neighborhood Conservation Overlay District Goals and Policies

Goal

Q-1. Preserve, to the greatest extent practical, the architectural integrity of Woodburn's "older" (1890-1940) neighborhoods.

Policies

Q-1-1. Identify residential neighborhoods that contain dwellings built between 1890-1940 which represents that period of time the DDCD was developing.

Q-1-2. Encourage those areas that are determined to be the city's older neighborhoods (1890-1940) to implement the neighborhood conservation overlay district.

- Q-1-3. Seek funding sources to assist homeowners in rehabilitation efforts that implement overlay conservation districts standards.

R. RECREATION AND PARKS GOALS AND POLICIES

Goal

- R-1. It is the goal of the City to provide adequate parks, recreation facilities, and open space to maintain Woodburn’s livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community.
- R-2. Downtown Woodburn should remain a centerpiece of activity, culture, and commerce within the City. Library Park, Woodburn Aquatic Center, Settlemier Park, the Woodburn World’s Berry Center Museum, and Locomotive Park should be used as catalysts for downtown revitalization.

Policies

- R-1-1. The City will insure that sufficient land is made available for parks and open spaces by adopting the system of facility types and standards in the 1999 Parks and Recreation Comprehensive Plan including: Mini-Parks; Neighborhood/School Parks; Community Parks; Municipal Parks; Greenways, Open Space, Trails and Pathways; and Cultural Resources and/or Special Use Parks/Facilities.
- R-1-2. The City will insure the most efficient and effective means of providing sufficient land for neighborhood parks by adopting a neighborhood/school park concept including joint land acquisition and development, thereby strengthening the existing partnership between the City and the Woodburn School District.
- R-1-3. Where neighborhood/school parks are not feasible, it is the policy of the City to acquire neighborhood parks, when practicable, through the development review process.
- R-1-4. As a supplement to the City’s neighborhood parks, it is the policy of the City to encourage new subdivisions to provide mini-parks, meeting City approved standards. The city shall insure that the excessive maintenance impacts of mini-parks are avoided by requiring ownership to be retained by the developer or a homeowner association, with maintenance provided by the developer, the homeowner association, or by the City through a maintenance LID. These facilities may not be used to reduce the requirements for System Development Charge payments.

- R-1-5. It is the policy of the City to manage Mill Creek, Goose Creek and Senecal Creek corridors as public greenways and pathways; multiple functions will include open space and habitat preservation, flood control, cycling and walking on all-weather pathways, nature recreation and education, and limited playground activities where there is a deficiency of neighborhood parks.
- R-1-6. To provide for a continuous public greenway and pathway system, it is the policy of the City to acquire privately-owned segments along Mill Creek, Goose Creek, and Senecal Creek and other stream corridors including the west tributary from Settlemier Park to Parr Road. It is the policy of the City to seek dedication of floodplains and creek corridors for natural areas, neighborhood recreation areas, open space and transportation.
- R-1-7. To insure adequate maintenance of the City's parks, recreation, and open space facilities, the City will prepare comprehensive management plans including maintenance management standards for each facility.
- R-1-8. It is the policy of the City to require multi-family housing projects which exceed four (4) units to provide basic neighborhood park and playground facilities, based on development standards of the Recreation and Parks Department.
- R-1-9. Because recreation participation preferences and interests vary among employment preferences and interests vary among employment ethnic, social, and cultural groups, it is the policy of the City to exercise special sensitivity in selecting the types of recreation programs it offers, and in the design and management of parks, recreation and open

Policies

X. THE LAND USE PLAN

With the land use inventory, the need for new urban land, and the goals and policies of the City established, the development of the land use plan is the next logical step. The Plan formed the best compromise for all parties involved. This Plan was prepared based on the following items.

- 1. Present development patterns of the City.
- 2. Availability and serviceability of the areas for city services.
- 3. Data gathered in the other various elements of the Comprehensive Plan.
- 4. Prior plans and policies of the city including the current Comprehensive Plan document,

and the Urban Growth Boundary Agreement.

5. The projected need for land in the various categories to support the population increase.
6. Goals and Policies of the City.
7. Periodic Review of the Plan.
8. Recent Land Use Inventories.

The Plan represents a continuation of past policies and decisions by the City, and represents the most practical arrangement of land uses while still retaining a desirable and efficient urban form.

The skeleton on which the Plan was built is the existing system of transportation routes through the City, notably I-5, State Highway 214, State Highway 211, Highway 99-E and to a lesser extent, Front Street and the Southern Pacific Railroad. On this Highway and Street Network considerable development has already taken place. The commercial areas in the city are already well established. Supporting residential areas around them are also established although there is considerable vacant land left between the residential developments. This has resulted in a sprawling type development which should be corrected in the future by encouraging In-Fill of these vacant lands.

The Plan can best be described by discussing where each of the four major land uses have been located.

A. Industrial Lands

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. It should not be located adjacent to residential areas without some type of buffering use in between the industrial use and the residential areas; either green space or a major road or other similar buffer. There are five areas which 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;
2. In the northeast quadrant of the City; the Woodburn Industrial Park and surrounding development;
3. The area between North Front Street and Mill Creek, north of the Woodburn High School.
4. The southwest quadrant of the Interstate-5 interchange area.

5. The Downtown area.

Each of these areas serve 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 closely adjacent to it. The majority of land in this Southeast area is being used for spray irrigation of industrial wastes from the food processing plant. As it has been zoned industrial in the County for some time, the City proposed, and the County agreed, that it would be best to have this area in the Urban Growth Boundary so future expansion of the food processing facility on the industrial land would be controlled and regulated by the City. This industrial area could realize additional development.

The Industrial Park area was really the beginning of Woodburn's industrial expansion in the 1970's. It has been very successful and now covers a large amount of land between the Southern Pacific Railroad and Highway 99-E north of State Highway 214. However, as of the writing of this Plan almost all of the developable land has either been sold to industries which intend to locate in Woodburn or is under development. The remaining vacant land in the Woodburn Industrial Park is committed to development. It is expected that full build-out will be realized between the years 2000-2003.

The industrial area on North Front Street north of the Woodburn High School was selected because of several reasons. First of all, it is close to State Highway 214 and therefore has good highway access. Secondly, a spur line from the Southern Pacific Railroad could be developed to serve industries locating in this area. Thirdly, an excellent buffer exists in the Mill Creek area to buffer the industrial uses from the adjacent residential uses. It should be pointed out, however, that industrial uses should not be located in or near the floodplain and extensive screening must be employed by industrial uses.

The fourth industrial area, the southwest quadrant of the interchange was selected because it is an excellent site for industries such as electronic industries. It should be noted that not all industries desire to locate on railroads. Indeed some cannot because vibration from the railroad upsets sensitive instruments used in some industrial processes. Therefore, the industrial area along Interstate-5 provides an alternative for those industries to locate in Woodburn. It also affords excellent visibility for industries which wish to maintain good visibility and high corporate image.

The fifth Industrial area is the Downtown area. This area is the old downtown industrial center. It is the first and the original Industrial area in Woodburn. This Industrial area is located along the S.P.R.R. in Downtown Woodburn. The railroad was utilized for transportation. This sector has historical significance when considering the path Woodburn has taken. This Industrial area can realize additional development and possible redevelopment.

It should be noted that of the five industrial areas in Woodburn, only two, the North Front Street area and the Interstate-5 area are available for future large-scale industrial expansion.

B. Commercial Lands

Commercial lands also pose difficulty in deciding their proper location because of the high traffic which is generated by commercial uses 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 aimed to develop at higher densities instead of a sprawling type development. There are basically four major commercial areas in Woodburn, and they should serve the City for the foreseeable future.

The first commercial area which the City developed was the downtown. It is located on both sides of a railroad track and despite problems in the recent past, it has remained an essential part of the City's economy. It is in a transitional stage at present as it no longer serves as the center of retailing for Woodburn. It presently suffers from a lack of maintenance and outmoded buildings. These need to be remodeled and updated so it can provide a greater share of Woodburn's services in the future.

The second large commercial area which has developed in the City is the commercial strip along Highway 99E. The strip zoning along 99E has caused many problems in the City of Woodburn. This is because this type of development is the least efficient use of commercial land and highway frontage. While there is little which can be done with the areas which have already been developed, some of this will be redeveloping in the future, especially north of Lincoln Street. Access control policies shall be observed when street improvements occur.

The third large area of commercial development in the City is the Interstate-5 Interchange. This contains one small shopping center already and a large amount of highway related uses. In general, commercial uses on the west side of the freeway should be limited to highway related interchange type uses, while on the east side -a more general commercial nature should be encouraged. There are approximately 60 acres available for development located southwest of Evergreen Road. This land should be developed as a large integrated shopping center when Woodburn's population justifies it.

The fourth commercial area is the 214/211/99E "Four Corners" intersection. This area has become an important commercial district within the city. This "Four Corners" area serves as a more local retail service center. This commercial district could realize more development in the future. In this area development should be densified so as to not create another commercial strip development.

In addition to these four major areas there are two other minor commercial areas, both of which are set aside for office uses. One at the S-Curve near Cascade Drive and State Highway 214 and one at the northwest quadrant of the intersection of Settlemier Avenue and State Highway 214. To minimize the impact along State Highway 214 only low traffic generating uses such as offices and other service centers should be located. Retail uses are not consistent with the overall plan concept for these two areas.

C. High Density Residential Lands

High density residential lands present a conflict in two ways. First of all, as they are residential they

must be protected from encroaching commercial and industrial uses or other uses which would be detrimental to any residential use. Also, because they generate more traffic per acre than low density residential uses, they must be located closer to collector and arterial streets. Most of these are located adjacent to an arterial or collector street or at the intersection of major streets. Care should be taken in developing these areas to insure that good transportation flow is accommodated and that on-site recreational uses are provided to some extent to alleviate some of the problems caused by living in high density areas.

D. Low Density Residential Lands

Low density residential areas are the most sensitive land use and must be intensively protected. In general they are not compatible with commercial and industrial uses and some type of buffering technique must be used to protect them. Also, arterials and other transportation corridors can severely affect the usefulness of low density residential areas. In general, low density residential areas have been located according to existing patterns of development and in areas which are protected from high traffic flows and commercial and industrial uses. When greenways are used as buffers between other land uses and low density residential areas it is extremely important to maintain the visual and physical separation that the greenway provides.

E. Public Use

In addition to the four major types of land uses, lands for public use are shown. These are lands which are used or intended for governmental units including lands which are currently owned by the City or School District. Future acquisition sites are not indicated, however, as this may tend to affect the price the public would have to pay. As the location of these sites depends a great deal on price and availability, the City and School District will have to make the decisions at the time the acquisition is needed as to the best location.

F. Open Space / Parks

Open space lands are indicated for three new 3-5 acre neighborhood parks. The vicinities for these parks include east of I-5, north of Parr Road and south of Hayes; another south of Cleveland, east of Union Pacific mainline/Boones Ferry, and west of Hwy. 99E; and another east of Hwy. 99E, south of Blaine and north of Hwy. 211. Additionally, the floodplain areas of the City are indicated for open space. This does not mean that the City will necessarily own these lands, however, any development scheme should leave these floodplain lands as open and undeveloped with structures.

In 1998, the City annexed the 25 acre Centennial Park site located south of Parr Road. In 1999, the City completed Phase 1 of the park's development including two soccer fields, a softball/baseball field and two playgrounds. Future phases, projected for completion in 2006, will construct three additional softball/baseball fields, picnic and concession facilities, athletic field lighting and hard court play surfaces.

The other open space uses such as floodplain areas could serve as transportation routes for pedestrian

traffic, golf carts and bicycle paths. There would have to be a concerted effort by the city to acquire R.O.W. easements through private properties to establish these routes.

XI. IMPLEMENTATION OF THE PLAN

Any comprehensive plan depends on implementation to accomplish the goals and policies established in the plan. Cities have amassed a battery of ordinances to accomplish this purpose. Some ordinances have been more successful than others and in time, no doubt, new methods and techniques will be developed. Implementation should be a continual review of existing ordinances to insure that they are accomplishing the purposes for which they were originally designed. The City recognizes that over time many of the ordinances which are suggested in this plan will be amended and perhaps entirely replaced by new concepts. As long as the ordinance which is developed implements the goals and policies of the plan, a change should not be necessary. However, at a minimum, the City should have basically the following ordinances to implement the plan.

A. Zoning

The key stone of plan implementation is the long used tool of zoning. Zoning code should insure that the location of various land uses and in some cases, the timing of those land uses, is in compliance with the Comprehensive Plan. Zoning ordinances should insure that incompatible uses do not occur, on the other hand they should remain as flexible as possible while still accomplishing the purpose of the plan. The Zoning Map need not be a reflection of the Comprehensive Plan Map. In general, it will be more specific, containing many more designations than the Comprehensive Plan Map. In addition, there will be many cases where the zoning ordinance will be more restrictive than the map. This is because there are areas which must be retained in a more restrictive zone until public facilities are developed or public need is established for a zone change to a less restrictive zone. However, in no case should the Zoning Map allow a use which is less restrictive than that called for in the Land Use Plan.

B. Subdivision and Planned Unit Development Ordinances

The second mainstay of plan implementation is subdivision codes and planned unit development ordinances. These ordinances are designed to regulate the division of large lots of land into smaller parcels, mostly for residential developments. They are the main control the City has over neighborhood developments, rights-of-way acquisition, and minimum lot sizes. The City should carefully review subdivision and PUD ordinances to insure that they are consistent with present trends of the housing market and do not require more land than is reasonably required for public use. However, conversely, the PUD and subdivision ordinances should be so designed to insure that neighborhoods are well served by streets, parks, and in some cases, school sites.

C. Growth Management

The proceeding chapter has dealt extensively with growth management. For the City to accomplish its goals it is essential that an ordinance be developed which will act as a standby to give the City a legal basis for stimulating or slowing down growth in accordance to its plans. The City's past

experience with the Petaluma type ordinance which establishes a quality point system in allocating a limited number of building permits has been satisfactory, however, as this is an ever-changing field, there is no doubt that many new techniques will be developed in the future. The City should continue to investigate any alternative courses of action for growth management.

In addition to the three mainstays of implementation, there are several types of implementation which should be reviewed and implemented by the City at a future date.

D. Site Plan Review

Site Plan Review has been established for Multi-Family (3+ Units), Industrial and Commercial land uses. The objective of Site Plan Review is to ensure that the proper and adequate facilities, and infrastructure are provided. Site Plan Review is a way of creating uniformity in development, limiting conflicts in design and bringing about the overall attractiveness of the community.

E. Sign Ordinance

The City has had a sign ordinance since 1973. It has been successful in controlling proliferation of signs, mostly along main arterials. The Sign Ordinance implements both policies relating to public health, safety and welfare, basically for transportation safety as well as aesthetic goals. This type of ordinance should be continued and a more effective and equitable means of controlling signs should be investigated. This has led to finding alternative types of signs such as monument signs. The objective of monument signs is to reduce the skyscape cluster.

F. Transportation Plan

The Transportation Plan was (Ordinance No. 1915) has been repealed and replaced with Ordinance No. 2170. It defines the goals and objectives of the transportation plan, forecasts population and traffic growth in the City, and identifies transportation improvements needed to satisfy the forecasted growth.

The plan defines:

- The functional classification of roads and streets
- Evaluates interchange alternatives
- Establishes alternative modes of transportation
- Meets the basic guidelines established in Oregon Transportation Planning Rule

G. Capital Improvement Plans

The City has adopted a Capital Improvement Plan CIP, now the objective is to continue to update it periodically. The City is striving toward its goal of orderly growth through adoption of a six year CIP which commits the City financially to the accomplishment of public facilities projects. Related to capital improvement plans for public facilities are system development charges which implement the City's goal of charging new development for the additional services that it requires. The Capital Improvements Plan can be utilized as an information tool to assist in the annual budgeting process and guide the expansion and maintenance of the city's streets, water, sewer, storm drains, etc.

The CIP can be broken down into two general categories:

Short term projects; and

Long Term Projects.

Short term projects are those planned for construction within six years. These projects indicate detailed descriptions of the location of the projects; the work required; a time line for construction and an estimate of the cost with a breakdown of various funding sources.

Long term projects are those intended to meet the needs of the City through the full twenty year planning period.

Recently revised population projections and recent land inventories have revealed hundreds of available undeveloped acres within the UGB that will require main public services line extensions in the future.

A careful study of the long term projects contained in the CIP will reveal that they are generally projects that extend main public facility lines in strategic areas of the undeveloped Urban Growth Boundary.

All of the long term projects as outlined in the CIP have been shown to be necessary to maximize the future development potential for the entire urbanizing area.

The CIP is designed so that both short term projects and long term projects are subject to annual review. This way, the City can add, delete, and reprioritize projects as needs change.

H. Downtown Renewal

One of the main problems with land use and economy in the City has been the stagnated downtown area. In response, the City adopted a downtown development plan. The Plan includes goals and policies addressing financial assistance programs, citizen involvement, and physical improvements. The Plan has been adopted as an element of the Comprehensive Plan.

I. Citizen Involvement

The success of the Woodburn Plan is directly related to establishing a method of receiving citizen input. While complex organizations, such as are required in larger cities, are not necessary in a city the size of Woodburn, clear lines of communication should be maintained by the Boards, Commissions, Council and staff of the City to the general public.

It is essential that a two way flow of communication be maintained for proper city government to occur, especially in land use matters.

J. Housing Codes

As many of the structures in the City grow older, run down, deteriorated structures can begin to detract and blight a neighborhood. While this is not a serious problem at present, the potential exists in Woodburn for this to become a problem in the future, as approximately 800 homes will be in excess of 50 years old by the year 2000. To insure that the housing stock is kept in good shape, the

City has implemented a housing rehabilitation program.

This housing rehabilitation program is currently in operation offering low interest, deferred loans to low/moderate income homeowners in Woodburn for repair maintenance, and rehabilitation of housing within certain target areas. Areas identified as having the highest percentage of homes in need of basic repair, roofs, foundations, paint, sidewalks, etc., have been targeted for rehabilitation. At present the City is administering approximately \$ 1,000,000 in a revolving loan fund. As these monies are paid back to the City, they will be recycled to do additional housing rehabilitation work.

K. Flood Hazard Zone

The only identified natural hazard in Woodburn is the flood area. As this area contains the most unstable soils for development, the City requires flood hazard area regulations to insure that building does not occur. The City has already adopted a Flood Plain Management Ordinance which meets the requirements of the Federal Flood Insurance Program.

This ordinance should be monitored for its effectiveness and kept up to date.

L. Historical Site Zone

As historical sites often require special attention and special regulation, the City has adopted policies to recognize historical sites and to encourage preservation and protection. Policy L-12 of the Plan requires review of development applications for historic properties by the Planning Commission.

Any of these above ordinances would be useless if not vigorously enforced by the City. The recent addition of a codes enforcement officer to the Department of Community Development will insure that city ordinances are enforced and obeyed.

XII. REVIEW, REVISION, AND UPDATE

The planning process is continuous. There is no plan which can foresee all of the problems which the future will bring.

In most cases for decision the Planning Commission and Council will be petitioned by private citizens to change the Land Use Plan designation of a particular parcel of property. This is a quasi judicial activity and should follow the procedures set out for quasi judicial rulings. However, the Planning Commission should insure that whatever changes it makes in the Land Use Plan, they are consistent with other goals and policies established in this Plan. These changes, in general, should be justified by a solid body of evidence presented by the petitioner showing the following:

1. Compliance with the goals and policies of the Comprehensive Plan;
2. Compliance with the various elements of the Comprehensive Plan;
3. Compliance with state-wide goals and guidelines;
4. That there is a public need for the change;

5. That this land best suites that public need; and
6. That the land cannot be suitably used as it is presently designated.

XIII. APPENDIX

- A. Soils Data for the Woodburn Area
- B. Supplementary Discussion of the Urban Growth Boundary
- C. Abstracts
- D. LCDC Goal 5 Work-sheets
- E. Map of Downtown Historical District
- F. Map showing Urban Growth Boundary
- G. Sensitive Groundwater Map

APPENDIX A

SOILS DATA FOR THE WOODBURN AREA

Prepared by: Donna McElroy
Land Resource and Conservation District

Table I

Soil	Depth to Bedrock		
	0 to 20 in.	20 to 40 in.	40 to 60+ in.
Amity Silt Loam			X
Bashaw Clay			X
Concord Silt Loam			X
Dayton Silt Loam			X
Labish Silty Clay Loam			X
Terrace Escarpments	-----Variable-----		
Woodburn Silt Loam			X

Source: Data derived from **OR-SOIL-1** forms. Definition of terms are from "Soil Interpretations for Oregon."

Table 2
Soils Having a Flood Hazard
Woodburn, Oregon

Soil	Frequency	Duration	Months
Amity Silt Loam	None	---	---
Bashaw Clay	Frequent	Long	Dec.-Apr.
Concord Silt Loam	None	---	---
Dayton Silt Loam	None	---	---
Labish Silty Clay Loam	Frequent	Very Long	Dec.-Apr.
Terrace Escarpments	None	---	---
Woodburn Silt Loam	None	---	---

Source: Data derived from OR-SOILS-1 forms. Definition of terms are from "Soil I Interpretations for Oregon."

Table 5
Soils with Problems of Erosion and Sediment Deposition
Woodburn, Oregon, 1979

Soil Mapping Unit	Degree of Problem	
Amity Silt Loam (Am) (Ba)	Slight	Slight Bashaw Clay Concord Silt Loam (Co)
Dayton Silt Loam (Da) Clay Loam (La) (Te) (WuA)	Slight	None to Slight Labish Silty Slight * Terrace Escarpments Severe Woodburn Silt Loam, 0-3% slopes
Woodburn Silt Loam, 3-12% slopes (WuC) Woodburn Silt Loam, 12-20% Slopes (WuD)		Slight to Moderate Moderate

* Problem is severe under flooding conditions.

Source: Data derived from OR-SOILS-1 forms. Definition of terms are from "Soil Interpretations for Oregon. (K of USLE), Woodburn, Oregon,

Table 5
Ratings of Soils According to the Soil Erodibility Factor
(K of USLE), Woodburn, Oregon, 1979

Soil	Erodibility Class *	
Loam	Low	Moderate Amity Silt Bashaw Clay
Concord Silt Loam Loam Loam	Low	Moderate Dayton Silt High Labish Silty Clay
Terrace Escarpments Silt Loam		None Woodburn High

* Definitions of classes are taken from "Soil Interpretations for Oregon," p. 24.

Source- Data derived from OR-SOIL-1 forms. Definitions of classes are taken from "Soil Interpretations for Oregon," p. 24

Table 7
Soils with Steep Slopes Woodburn, Oregon, 1979

Soil Mapping Units *	General Extent
Terrace Escarpments (Te) Silt Loam, 12-20% slopes (WuD)	Minor Woodburn

* Soil mapping units with slopes sufficiently steep to present management problems. Erosion problems related to agriculture are shown on Table 14.

Table 8
Soil Limitations for Dwellings Without Basements

Woodburn, Oregon, 1979

Soil Mapping Unit	Rating	Restrictive Features
Amity Silt Loam (Am)	Severe	Wetness, low strength Bashaw
Clay (Ba)	Severe	Floods, shrink-swell, wetness
Concord Silt Loam (Co)	Severe	Shrink-swell, wetness Dayton Silt
Loam (Da)	Severe	Wet, shrink-swell, low strength
Labish Silty Clay Loam (La)	Severe	Wetness, floods, low strength
Terrace Escarpments (Te)	Severe	Slope
Woodburn Silt Loam, 0-3% slopes (WuA)	Moderate	Low strength
Woodburn Silt Loam, 3-12% slopes (WuC)	Moderate	Low strength, slope
Woodburn Silt Loam, 12-20% slopes (WuD)	Moderate	Low strength, slope

derived from OR-SOILS-1 forms. Definition of terms are from Interpretations for Oregon

Source: Data
"Soil"

Table 9
Soil Limitations for Small Commercial Buildings
Woodburn, Oregon, 1979

Soil Mapping Unit	Rating	Restrictive Features
Amity Silt Loam (Am)	Severe	Wetness, low strength
Bashaw Clay (Ba)	Severe	Floods, shrink-swell, wetness
Concord Silt Loam (Co)	Severe	Shrink-swell, wetness
Dayton Silt Loam (Da)	Severe	Wet, shrink-swell, low strength
Labish Sifty Clay Loam (La)	Severe	Wetness, floods, low strength
Terrace Escarpments (Te)	Severe	Slope
Woodburn Silt Loam, 0-3% slopes, (WuA)	Moderate	Low strength
Woodburn Silt Loam, 3-12% slopes (WuC)	Moderate to Severe	Low strength, slope
Woodburn Silt Loam, 12-20% slopes (WuD)	Severe	Slope

Source: Data derived from OR-SOILS-1 forms. Definition of terms are from "Soil Interpretations for Oregon."

Table 10
Ratings of runoff Potentials of Soils
Woodburn, Oregon, 1979

Soil	Ratings of Runoff Potential			
	Low (A)	Moderately Low (B)	Moderately High ©	High (D)
Amity Silt Loam			X	
Bashaw Clay				X
Concord Silt Loam				X
Dayton Silt Loam				X
Labish Sifty Clay Loam				X
Terrace Escarpments			X	
Woodburn Silt Loam			X	

Source: Data derived from OR-SOILS-1 forms. Definition of terms are from "Soil Interpretations for Oregon." These ratings correlate with the placement of these soils in the hydrologic soil group categories.

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APPENDIX B

SUPPLEMENTARY DISCUSSION OF THE URBAN GROWTH BOUNDARY

This appendix is intended to explain in further detail the reasons the Urban Growth Boundary was placed in the position it was. The discussion will be confined to those areas between the existing city limits and the Urban Growth Boundary. It should be noted that preservation of agricultural lands was an important consideration, however, all of the lands around Woodburn are in Class 1 through 4 soils, the vast majority being Class 2 soil. Also, those soils in Class 3 and 4 are for the most part in drainage areas and therefore not available for urban development. Therefore, it is not possible to use soil types as a criteria for defining where the UGB should be (refer to pg. 95 for UGB map).

The City instead attempted to exclude lands which had a significant amount of agricultural development, such as orchards, berry fields, hop fields, etc., while making lands which were simply used for row crops or non irrigated farming a lower priority in terms of agricultural preservation. Also, the amount of land necessary for the UGB expansion was kept to a minimum. Additional discussion of the method used to determine the amount of acreage needed into the UGB can be found in Volume 1 of the plan document. The serviceability of the areas are contained in Volume 2 and are also summarized in Volume 1. This appendix intends only to explain the location of the boundary as it was chosen. The areas will be explained by discussing segments of the city limits and/or Urban Growth Boundary identified by a starting and ending point identified by letters. The discussion will proceed in a clockwise manner starting with letter AA@.

The line segment from AA@ to AB@ follows the city limits, from AB@ to AC@ has been designated multi-family residential. This area was included in the Boundary because it has good access and accessibility to city services and also provides needed multi-family residential land without disrupting existing residences.

The line proceeds from AC@ to AD@ along the freeway and then from AD@ to AE@ along a property line. The small, six acre triangle formed by the freeway and line segment AD@ to AE@ is a storage area for recreational vehicles in the Senior Estates. They have requested that it be included in the city limits.

The line then proceeds around the city limits to point AF@. From point AF@ to AG@ it follows existing property boundaries to Mill Creek. The area south of this is designated for low density residential development. It was included because it contains only one filbert orchard which is reaching maturity. It is also very well suited for residential development as it is flat and fairly well serviced by roads. Sewer and water services can easily be extended and economically serve this area. The Mill Creek area also provides a buffer between it and industrial uses planned east.

The line then proceeds from AG@ to AH@. This line was chosen as the southern most boundary of residences located on Crosby Road, also known as Whitney Road. The land in this area is used for residential and industrial purposes; there is very little agriculture occurring.

The line then follows the city limits from AH@ across the north end of the Woodburn Industrial Park down Highway 99E to point AI@. Point AI@ through AJ@ includes approximately 40 acres south of the MacLaren School area. This is included in the boundary and is mostly in ten acre parcels. There are

minor orchard uses in this area but as it is already somewhat developed in industrial and commercial uses, it was included to provide for commercial expansion of the City.

The line then proceeds from AJ@ through AK@ along Cooley Road. From AK@ through AL@ it follows the city limits and from AL@ through AM@ includes an area east of Highway 99E which is essentially urban in its development patterns. This area receives some services from the City, mostly water, although there are also some sewer connections.

From AM@ through AN@ it again follows the city limits and then from AN@ through AO@ follows the property boundaries of Birds Eye to Highway 99E. This includes the area presently zoned Light Industrial plant uses for its spray irrigation of the liquid wastes associated with its processing. It also includes other parcels on Highway 99E which are presently undeveloped but which could be served by the City eventually and be developed as industrial uses.

The line then process from AO@ to AP@ approximately following the south boundary of the limits of gravity sewer service by the City along existing property lines. It includes some areas which have essentially urban density developments, such as Shalimar Mobile Home Park, and several commercial developments on Highway 99E. Most of the land, however, is vacant and is used for agricultural purposes.

The line from AP@ through AQ@ follows Boones Ferry Road at existing property lines including a small area between Southern Pacific Lines and Boones Ferry. The line then proceeds from AQ@ through AR@ at a point which intersects Parr Road. This line follows existing property boundaries and includes areas which may be served by the City through gravity sewer, although some pumping may be required at the far reaches of this Urban Growth Boundary area.

From AR@ through AS@ it follows existing property lines and includes an area which is presently flat and used exclusively for agriculture. IT includes two large owners of property which have portions of their holdings already in the city limits and which are developed. The land is well suited for urban development and can be served by the City. From AS@ through AT@ it follows the I-5 right-of-way and then from AT@ through AA@ follows property lines to encompass approximately 104 acres which the City has included for industrial use.

APPENDIX C

ABSTRACT OF THE WATER SYSTEM ELEMENT

The city is situated within the Pudding River Basin in the Willamette Valley. The City's sole water source is groundwater from the Troutdale Aquifer, a large semi-confined aquifer. The city currently has six active wells in the aquifer. The aquifer is drawn down in the summer months but recovers to approximately the same annual level after winter rains. Several stream beds run in a generally northeasterly direction but no major surface water lie within or near the UGB. The water system has approximately 4,900 service connections which include single family, multi-family, commercial, industrial, city and fire service connections.

The city has sufficient water rights to meet projected water demands through the year 2020. It is anticipated that the Troutdale aquifer will continue to be utilized as the cities sole source of drinking water. For the longer term, it is anticipated that the city may investigate the possibility of regional coordination of water supplies.

The city has identified several actions required to address identified concerns, deficiencies and potential future needs. To satisfy public requirements the city will develop treatment options to reduce elevated iron and manganese levels which have caused concern. Options will also be developed to allow the city to comply with anticipated future federal and state regulatory changes. Design standards and planning will ensure the highest level of fire protection is available. The planning effort will look to provide safe, plentiful drinking water to meet the needs of the city as it grows over the life of the plan. Regular updates of the plan will be utilized to guide the city efficiently through the anticipated growth.

A capital improvement plan to correct existing system deficiencies and provide for anticipated growth has been developed. The plan has an estimated cost of \$20.6 million in 1996 dollars. The city has an ongoing program of system repair, upgrade and preventative maintenance which is accomplished by system staff.

ABSTRACT OF THE WASTEWATER SYSTEM ELEMENT

In November 1993, the City of Woodburn was notified by the U.S. Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ) to develop a plan to meet the more stringent Publicly Owned Treatment Works (POTW) effluent limits developed for the Pudding River. The volume of water in the Pudding River, during the summer months (July and August), is so low the river cannot dilute the treatment plant effluent sufficiently. Low flows result in oxygen levels, needed by certain aquatic life, to be below acceptable limits. The inability to maintain sufficient oxygen levels is the main reason the Pudding River has been classified as a water-quality-limited stream. Total maximum daily loads were established for the Pudding River and waste load allocations set for the Woodburn POTW.

The City has prepared a facilities plan for its wastewater treatment system. A facilities plan defines steps the City should take to meet its future needs for wastewater treatment. The plan results from a process that looks at many possibilities, considers the advantages and disadvantages of each, and identifies the system that can most benefit the community. Once the plan is adopted by the City, it will guide operations and improvements to the City's treatment system through the year 2020.

Improvements to the City's POTW system are needed to meet new water quality regulations established by EPA and DEQ. These regulations designate wastewater treatment and discharge standards that must be met to protect the Pudding River and other bodies of water that receive treated wastewater. The City's current POTW system is not able to meet these stringent new standards, because the POTW treatment facility is not designed for ammonia removal.

In addition to providing upgrade guidelines for the existing system, to meet regulatory requirements, the facilities plan will provide for increasing the system's capacity to accommodate planned residential, commercial and industrial growth. Preparing now for both of these purposes is an efficient and cost effective planning approach. Additional efficiency is built into the plan by providing for phased construction of the improvements. The plan will enable the City to look ahead to long-term needs through the year 2020, while implementing the improvements only as they are needed.

The wastewater treatment facilities will be required to meet a seasonal average effluent standard of 10 milligrams per liter (mg/L) of biochemical oxygen demand (BOD) and 10 mg/L of total suspended solids (TSS) at a design average dry weather flow of 5.0 million gallons per day (mgd) while providing ammonia removal

to 0.5 mg/L. The POTW will utilize effluent reuse, which has a turbidity limit of 2 NTU-s. The estimated cost of these facilities is divided into two phases. Phase 1 estimated costs (in 1998 dollars) are \$38.3 million; Phase 2 estimated costs (in 1998 dollars) are \$11.9 million.

The planning period is 1995 to 2020. The study area encompassed the area within the present urban growth boundary (UGB) of the City of Woodburn and areas where expansion of the UGB can reasonably be expected to have the potential for occurrence by the year 2020. Areas outside the UGB were also included in the study for public health reasons. The city already serves one significant user, the MacLaren School, which is located outside the UGB. The potential exists that other uses, such as trailer parks, outside the UGB could be served in the interest of public health. Expansion of the UGB to serve unsewered areas requires approval of the Department of Land Conservation and Development.

The wastewater collection system conveys wastewater from residential, commercial and industrial facilities to the POTW treatment facility. The hydraulic design capacity of the treatment plant is 3.14 mgd average dry weather flow, and 8.4 mgd peak hourly flow. The plant, however, has treated higher flows. The average total biochemical oxygen demand (BOD5) capacity is 3,350 lb/day BOD5. Currently, the plant has an average daily dry weather flow of 2.10 mgd, with average for the peak month being 2.9 mgd, and a wet weather peak hourly flow of 11.2 mgd. The plant average daily load of BOD5 is 3,562 lb/day and a maximum daily load of 10,575 lb/day.

The City of Woodburn utilized the following population equivalent projections to the year 2020.

- 3.4 percent growth for the summer residential population equivalent
- 3.4 percent growth for the summer commercial population equivalent
- 0.5 to 1.0 percent growth for the permitted industrial population equivalent

Treatment alternatives were evaluated for cost and noncost factors such as flexibility and operational ease. The recommended plan configuration includes:

- New headworks
- Maintaining the existing primary treatment facilities
- Activated sludge with selector technology for secondary treatment and biological ammonia removal.
- Filtration
- Ultraviolet light disinfection for Pudding River discharge and sodium hypochlorite for irrigation dosing
- Ten months Pudding River discharge with two months of effluent reuse on poplar trees

A diagram showing the proposed physical layout of the new treatment facility is attached.

In addition to analyzing the treatment components available to meet water quality objectives, A Big Picture® alternatives were evaluated that considered treatment plant siting issues, wetland tertiary treatment, Willamette River disposal, crop irrigation, treating industrial loads separately, and Side Stream Elevated Pool Aeration. The consensus was to recommend upgrading and expanding at the existing site and recommended plant configuration.

Digested sludge (biosolids) is currently applied to agricultural land as a soil amendment. New sludge regulations require an increase in the digestion capacity and sludge storage capacity at the plant. Biosolid alternatives were evaluated for cost and non-cost factors. The recommended alternative is for land application of liquid digested biosolids on the same site where reclaimed water is used to irrigate poplar trees. Storage lagoons will be provided to store solids during wet winter months when land application cannot occur.

The plant improvements will be made within the existing plant site, so no adverse environmental impacts are expected. Additional environmental assessments will be needed after identifying off site beneficial reuse irrigation areas. The following schedule is anticipated, based on the schedule dictated by the SFO:

- Facilities plan approval July 1996
- Design complete January 1998
- Construction complete September 2000

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ABSTRACT OF THE STORM DRAINAGE ELEMENT

The Woodburn area is characterized by an extremely flat topography and relatively impermeable soils. However a large percentage of the land is vacant or not intensively developed. With an increase in densities and expanded developments there will also be an increase in runoff volumes.

Within the UGB there are two principal drainageways, Mill Creek, which is subject to the most serious flooding especially upstream, and Senecal Creek, which is more sensitive to times of intense precipitation. Accompanying the main drainageways are a number of small tributaries which characteristically begin as wide swales of very gently slope, becoming well defined deep channels near the principal watercourses.

Drainage policies and land use controls are as follows:

1. Piping will be required but natural drainage patterns shall be preserved.
2. Floodplain and major drainageways should remain in open space and in appropriate areas greenway areas should be designated.
3. Developments will provide complete storm water management systems.
4. Developments shall be reviewed for consistency with Storm Water Management and Comprehensive Plans.
5. Where developments are proposed for higher intensity uses than are indicated on the Comprehensive Plan, adequate provisions must be made to maintain peak runoff within levels indicated on the Storm Water Management Plan.

ABSTRACT OF THE TRANSPORTATION ELEMENT

Future transportation needs in Woodburn are directly related to growth. Projections of population and dwellings units have been prepared for the year 2000. These projections indicate the total dwellings units are expected to increase from 4,143 in 1977 to 9,775 in 2000, a 135 percent increase.

Assuming no new roadways are constructed, volumes are expected to increase to near 20,000 daily vehicles on Highway 214 between Settlemier and Interstate I-5 and more than 20,000 daily vehicles West of Settlemier. Another high volume street segment is the portion of Settlemier just South of Highway 214, with 13,000 daily vehicles, on a two lane street.

To accommodate the projected 2000 volumes:

1. 99E from Lincoln to 500 feet North of OR 214 should be widened to four lanes; and
2. OR 214 from Interstate I-5 to Park street should be widened to four lanes;
3. The East Young Street approach to the 99E intersection should be widened to include separate lanes (12 feet) for right, left and through vehicles.

In conjunction with street and road improvements the City should:

1. Control driveway access along arterials and collector streets to minimize the problems of vehicles entering and exiting the traffic flow.
2. Setbacks should be ample for building and parking and future street expansion.
3. There should be adequate vision clearance at intersections to allow for proper and safe movement of vehicles.
4. Construction should be prohibited except for temporary structures on future rights-of-way.
5. The City should establish standards on traffic flows for arterials and collectors based on their capacity to carry those traffic flows.
6. The City should establish a pedestrian and bicycle network within the City.

Also, changes at times will occur because of the following:

1. A mistake was made in drafting of the Plan; and
2. Conditions have changes which would justify a redesignation of a particular parcel.

Commissions and Councils of the future should realize, however, the changes which are made without sufficient justification can undermine the entire comprehensive planning process.

Biennial Review

Every two years from the adoption of the Plan, the City Planning Commission shall, in conjunction with a citizen involvement program, review the Plan, its applicability, its successes and failures, and make a comprehensive report to the council, along with suggested changes, if any are required. This will insure that the Plan will be kept up to date.

Additionally, opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Update

Eventually, the plan will become outmoded and outdated as conditions change. When the City finds that revision is no longer practical or feasible, and the Plan must be rewritten, the appropriate steps shall be taken and a new plan developed.

ABSTRACT OF THE HOUSING ELEMENT

The Woodburn housing market has expanded and grown rapidly since 1960. There has also been a shift to multi-family dwellings and mobile homes. The median family and household incomes are below the Oregon average and, coupled with a vacancy rate of near zero, a large number of Russian and Mexican-American households, and a long waiting list for subsidized housing from people currently living within the City limits, the need for low and moderate income housing is substantial.

To accommodate the anticipated growth the City should take specific leadership in advocating growth and develop policies to encourage development and annexation. Three growth scenarios have been formulated to project new housing requirements. The first scenario would create approximately 6,000 new households, enough for a total population of 25,000.

The City should:

1. Promote and encourage a diversity of housing types and prices;
2. Encourage an orderly extension of services;
3. Expedite review processes for development proposals; and
4. Establish areas suitable for different housing types within the UGB.

Scenario two projects a total population of 20,000 and a total number of households at 8,330. The City, in order to minimize costs and control the rate of growth, should direct growth to zones of least cost.

The final scenario would severely restrict growth to 15,000 total population and to 6,250 total households. The City in order to protect its present character should strictly limit the number of new residential units and establish and rigidly enforce standards for annexation of additional lands.

The Planning Commission recommended the final housing requirements should be based on a population of 23,000 by the year 2000. If housing demands exceed the average units per year required, a Limited Growth Ordinance would become effective immediately.

ABSTRACT OF THE ECONOMIC ELEMENT

The overall approach of the City to its economic problems is to work to remove barriers to the free and effective operation of market forces. The City prefers to allow the private sectors to determine the rate of economic growth, the nature and type of growth, and other economic development parameters. Public policy will be to remove constraints on the free market by making sure that property zoned land, water, sewer services, police and fire protection and other services are made available. The City will attempt to create conditions conducive to growth and development, but the initiative for economic development will come from the private sector.

The effect of this approach will be essentially a continuation of existing conditions. The basic structure of the local economy will change slowly. Marginal improvements can be expected in the short run and this approach also avoids many of the risks associated with a more aggressive public policy. Even a well planned economic policy involving significant public commitments runs the risk of unfulfilled expectations, unsuccessful investments, financial problems for existing businesses, resource misallocation, and a variety of other problems. By adopting a conservative approach to its problems the City minimizes many of these risks and follows the more cautious solutions of the free market. Therefore, effective coordination between the public and the private sectors is important in successful long term planning of Woodburn's economic development.

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