



Oregon  
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

11/25/2013

TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of La Grande Plan Amendment  
DLCD File Number 001-12A

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures\*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, December 10, 2013

This amendment was not submitted to DLCD for review prior to adoption pursuant to OAR 660-18-060, the Director or any person is eligible to appeal this action to LUBA under ORS 197.830 to 197.845. pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Michael Boquist, City of La Grande  
Gordon Howard, DLCD Urban Planning Specialist  
Grant Young, DLCD Regional Representative  
Gary Fish, DLCD Transportation Planner  
Thomas Hogue, DLCD Economic Development Policy Analyst  
Amanda Punton, DLCD Natural Resources Specialist

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FORM 2

DLCD

# Notice of Adoption

This Form 2 must be mailed to DLCD within **20-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

☐ In person ☐ electronic ☐ mailed

DATE  
STAMP

Received 11/20/2013

For Office Use Only

Jurisdiction: **City of La Grande**

Local file number: **02-ZON-12 / 61-CPA-12**

Date of Adoption: **11/13/2013**

Date Mailed: **9/19/2013**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date: May 1, 2012

☒ Comprehensive Plan Text Amendment

☒ Comprehensive Plan Map Amendment

☐ Land Use Regulation Amendment

☒ Zoning Map Amendment

☐ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Urban Growth Boundary Exchange and Rezone and Miscellaneous Comprehensive Plan Amendments to Goals 8, 9, 11 and 12; which includes updating the City's Park Master Plan; and, adopting supporting reports, documentation and Goal/Policy amendments to support the UGB Exchange and Rezone to satisfy the "large lot industrial land need" adopted in 2009 as part of the Comp Plan Goal 9 Economic Opportunities Analysis.

Does the Adoption differ from proposal? Yes, Please explain below:

Yes. The Form 1 submittal included Land Use Regulation Amendments, which were adopted and submitted to DLCD in August 2013. This Form 2 completes the Final adoption of the Comp. Plan and UGB Expansion elements that were included in Form 1.

Plan Map Changed from: **County Zoning**

to: **City Zoning**

Zone Map Changed from: **County Zoning**

to: **City Zoning**

Location: **From City UGB (Gekeler Ln) to County (Pierce Rd)**

Acres Involved: **-300**

Specify Density: Previous:

New:

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
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Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

35-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD File No. 001-13A (19318) [17684]



**DLCD file No.** \_\_\_\_\_

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

City of La Grande and Union County

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Local Contact: **Michael Boquist**

Phone: **(541) 962-1307** Extension:

Address: **PO Box 670**

Fax Number: **541-963-3333**

City: **La Grande**

Zip: **97850-**

E-mail Address: **mboquist@cityoflagrande.org**

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## **ADOPTION SUBMITTAL REQUIREMENTS**

**This Form 2 must be received by DLCD no later than 20 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)**  
per ORS 197.615 and OAR Chapter 660, Division 18

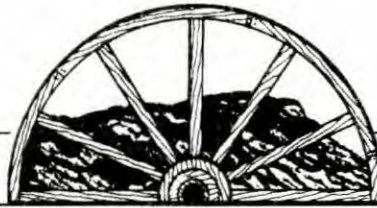
1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light green paper if available.
3. Send this Form 2 and **one complete paper copy** (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615 ).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845 ).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615 ).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 green paper only if available. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us).



CITY OF



LA GRANDE

THE HUB OF NORTHEASTERN OREGON

COMMUNITY/ECONOMIC DEVELOPMENT DEPARTMENT / PLANNING DIVISION

P.O. Box 670 • 1000 Adams Avenue • La Grande, OR 97850

Phone: (541) 962-1307 • Fax: (541) 963-3333 • Email: lgplanning@cityoflagrande.org • Web: www.planning.cityoflagrande.org

November 19, 2013

Attn: Plan Amendment Specialist  
Department of Land Conservation and Development  
635 Capitol Street NE, Suite 150  
Salem, OR 97301-2540

**RE: FORM 2 - NOTICE OF ADOPTION SUBMITTAL**

Dear Plan Amendment Specialist,

Please find enclosed Form 2, paper copy, and a CD that includes the electronic submittal of Form 2, adopting ordinances and supporting documentation (Staff Report, Findings of Fact, etc.).

Originally, this request included 3 elements: (1) Land Development Code amendments, (2) Comprehensive Plan Text amendments, and (3) UGB Expansion/Exchange and Rezone. In August 2013, the County Commissioners co-adopted Element #1, which was submitted to DLCD under a separate Form 2 submittal in September 2013. On November 13, 2013, the Union County Board of Commissioners co-adopted Elements #2 and #3.

Consistent with my September 2013 Form 2 submittal for Element #1, I am submitting Form 2 for Elements #2 and #3, with a CD containing the electronic files. If you find that paper submission is necessary or you require additional documentation, please let me know.

Again, I'd like to thank all DLCD representatives for their continued and active participation on all 3 of these elements and I look forward to hearing from you soon regarding your determination on this submittal.

Sincerely,

Michael J. Boquist  
City Planner

MJB/mjb

Enclosures



BE IT REMEMBERED, that at a regular term of the Union County Board of Commissioners, for the County of Union, sitting for the transaction of County business, begun and held at the Joseph Building Annex in the City of La Grande, in said County and State, on Wednesday of said month and the time fixed by law for holding a regular term of said Court, when were present:

The Honorable	MARK DAVIDSON	Chairman
	STEVE MCCLURE	Commissioner
	WILLIAM ROSHOLT	Commissioner

WHEN, on Wednesday, the 13<sup>th</sup> day of November, 2013, among others the following proceedings were had to-wit:

IN THE MATTER OF AMENDING THE	}	
UNION COUNTY ZONING, PARTITION	}	
& SUBDIVISION ORDINANCE TO	}	ORDINANCE NO.
INCLUDE THE CITY OF LA GRANDE	}	2013-03
ORDINANCE NO. 3209, SERIES 2013}		

WHEREAS, The City of La Grande advertised, held public hearings and adopted Ordinance 3209, Series 2013, removing land from the City of La Grande Urban Growth Boundary (UGB Exchange) and rezoning properties from County zoning to City zoning categories;

WHEREAS, Union County Ordinance 1983-8 & 1990-1, Joint Management Agreement-Union County and the City of La Grande, delegates zoning and planning administration to the City of La Grande for the area between the City Limits and the Urban Growth Boundary and requires the County to adopt land use regulations administered by the City of La Grande;

WHEREAS, on April 8, 2013 Union County received an application from the City of La Grande for co-adoption of City of La Grande Comprehensive Plan amendments, UGB Expansion/Exchange, Rezoning of UGB Expansion Areas, and City Land Development Code Amendments;

WHEREAS, the Union County Planning Commission advertised and held a public hearing April 22, 2013 to accept testimony and review the application and voted to recommend approval of the application to the Union County Board of Commissioners;

WHEREAS, the Union County Board of Commissioners advertised and held de novo public hearings on May 15, 2013, July 10, 2013, August 7, 2013, August 21, 2013 & September 18, 2013 to review the Planning Commission's recommendation, accept public testimony, deliberate and potentially make a decision.

NOW THEREFORE, BE IT ORDAINED BY THE BOARD OF COMMISSIONERS, COUNTY OF UNION, STATE OF OREGON:

#### SECTION 1: AMENDMENTS

Union County Zoning, Partition & Subdivision Ordinance is amended to include the City of La Grande's Ordinance No. 3209, Series 2013 (Attachment "A") which is approved, adopted and affixed hereto.

#### SECTION 2: SUPPORTING FINDINGS

This Ordinance is passed and adopted with the supporting findings included in Exhibit "C".

PASSED AND ADOPTED this 13<sup>th</sup> day of November, 2013 by a vote of the following members of the Board of Commissioners voting therefore.

\_\_\_\_\_  
Mark Davidson, Chairman

\_\_\_\_\_  
*Steve McClure*  
Steve McClure, Commissioner

\_\_\_\_\_  
*William Rosholt*  
William Rosholt, Commissioner

Attest: *Ashley Wilhelm*



Exhibit "C"

1. Union County Ordinances 1983-8 and 1990-1 state the County and City shall have joint input on land use decisions within the City's UGA.
2. The Union County Land Use Plan identifies three criteria to be satisfied before land use regulation amendment approval can be granted.
3. UCZPSO Section 23.05 2. & 3. requires the applicant to satisfy general amendment criteria before Plan amendment approval can be granted.
4. The City of La Grande submitted its ordinance revisions to the Union County Planning Commission in accordance with Union County Ordinance 1983-8.
5. The applicant has satisfied the three Union County Land Use Plan Policies for a land use regulation change because there is a need for 210 acres of industrial land but floodplain issues have forced the change from previously considered locations.
6. The applicant has satisfied UCZPSO Section 23.05 2. & 3. because the public interest supports the changes and the proposed changes are compatible with Land Use Plan policies.
7. The applicant has satisfied the City of La Grande - Union County Joint Management Agreement because the County must adopt City regulations for the UGA for the City to administer.

**CITY of LA GRANDE  
ORDINANCE NUMBER 3209  
SERIES 2013**

**"AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LA GRANDE, UNION COUNTY, OREGON; REMOVING LAND ALONG HIGHWAY 30 FROM THE URBAN GROWTH BOUNDARY; INCORPORATING LAND ALONG HIGHWAY 30 INTO THE URBAN GROWTH BOUNDARY; AMENDING THE ZONING MAP AND COMPREHENSIVE PLAN MAP TO REZONE PROPERTY FROM UNION COUNTY ZONING TO CITY OF LA GRANDE ZONING;" AND DECLARING AN EFFECTIVE DATE"**

WHEREAS, in 2009 the City of La Grande expanded the Urban Growth Boundary (UGB) by approximately 314 acres (UGB Expansion Area) to include land between Gekeler Lane and Interstate 84 to satisfy a "large lot" industrial land need that is identified in the Goal 9 Chapter of the City of La Grande Comprehensive Plan Ordinance, see Exhibit A; and,

WHEREAS, a large portion of the UGB Expansion Area is encumbered by wetland and special flood hazard areas, see dark orange shaded area in Exhibit A, attached hereto and by this reference incorporated herein as if fully set forth. This land is to be removed from the City of La Grande UGB; and,

WHEREAS, the land to be removed from the City of La Grande UGB is to be exchanged with land between Interstate 84 and Pierce Road (UGB Exchange Area). The UGB Exchange Area is to be incorporated into the City of La Grande UGB, see Exhibit B, attached hereto and by this reference incorporated herein as if fully set forth; and,

WHEREAS, the Zoning Map and Comprehensive Plan maps are to be amended to reflect the rezoning of the UGB Exchange Area (only that portion retained in the UGB) and the UGB Expansion Area from County zoning to City of La Grande zoning; and,

WHEREAS, the proper notices were published in *The Observer*, mailed to affected property owners within one hundred feet (100') of affected property, and posted in City Hall, duly advertising the Planning Commission Public Hearing to consider the applications; and,

WHEREAS, notice was provided to the Oregon Department of Land Conservation and Development at least thirty-five (35) days in advance of the first Public Hearing; and,

WHEREAS, the Amendments conform to the City of La Grande Comprehensive Plan and Statewide Planning Goals; and,

WHEREAS, after proper public notice, the Planning Commission has conducted public meetings and a Public Hearing to review these amendments and recommends that the proposed amendments be adopted by the City Council of the City of La Grande, Union County, Oregon; and,

WHEREAS, the City Council of the City of La Grande, Union County, Oregon, has conducted the required Public Hearings to consider the proposed amendments and finds that they would be in the best interests of the community.



Section 6. EFFECTIVE DATE. This Ordinance shall become effective thirty (30) days after its adoption by the City Council of the City of La Grande, Union County, Oregon, and its approval by the Mayor; specifically, May 3, 2013.

ADOPTED this Third (3<sup>rd</sup>) day of April, 2013, by Dir. (6) of Dir.  
(6) Councilors present and voting.

APPROVED this Third (3<sup>rd</sup>) day of April, 2013.

D. S. Pokorney  
Daniel S. Pokorney, Mayor



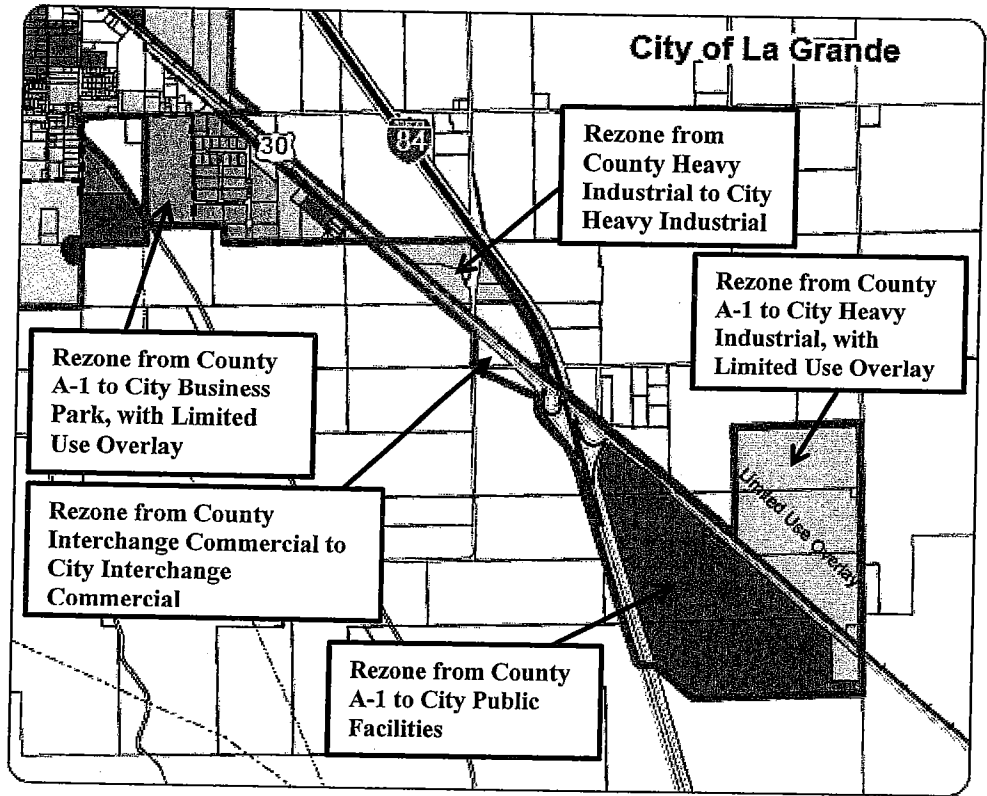
APPROVED AS TO CONTENT AND FORM:

Jonel K. Ricker for  
Jonel K. Ricker  
Legal Counsel for the City of La Grande

Attachments

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EXHIBIT C



**La Grande Zoning**

Hillside Development (HD)	General Commercial (GC)	City Limits UGB Railroad Highways Powerline Pipeline
Rural Residential (RR-1)	Interchange Commercial (IC)	
Low Density Residential (R-1)	Light Industrial (I-1)	
Medium Density Residential (R-2)	Heavy Industrial (I-2)	
High Density Residential (R-3)	Business Park (BP)	
Residential-Professional (R-P)	Public Facilities (PF)	
Central Business (CB)		



**CITY of LA GRANDE  
ORDINANCE NUMBER 3208  
SERIES 2013**

**“AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LA GRANDE, UNION COUNTY, OREGON, AMENDING THE STATEWIDE GOALS CHAPTERS 8, 11 AND 12 OF THE CITY OF LA GRANDE COMPREHENSIVE PLAN; RECODIFYING THE COMPREHENSIVE PLAN; REPEALING ORDINANCE NUMBER 3182, SERIES 2009, AND ALL OTHER ORDINANCES OR PARTS OF ORDINANCES IN CONFLICT HERewith; AND DECLARING AN EFFECTIVE DATE”**

WHEREAS, the Parks and Recreation Advisory Commission has updated the Park Master Plan, which was incorporated into the Goal 5 Chapter of the Comprehensive Plan; and,

WHEREAS, the updated Park Master Plan will amend the Goal 8 Chapter of the Comprehensive Plan, replacing all prior adopted Park Master Plans; and,

WHEREAS, a large portion of the UGB Expansion Area identified in the Goal 9 chapter of the Comprehensive Plan, which was added to the City's UGB in 2006, contains a large amount of land encumbered by wetlands and special flood hazard areas. The Comprehensive Plan Map was amended to remove this encumbered land from the UGB in exchange for land between Interstate 84 and Pierce Road, referenced as the UGB Exchange Area; and,

WHEREAS, the City contracted with Anderson Perry & Associates to conduct a Public Facilities and Services Analysis for the UGB Expansion Area identified in the Goal 9 Chapter of the Comprehensive Plan and the UGB Exchange Area located between Interstate 84 and Pierce Road; and,

WHEREAS, Anderson Perry & Associates recommended amendments to the Goal 11 – Public Facilities & Services Chapter of the City's Comprehensive Plan; and,

WHEREAS, the City contracted with DKS Associates to conduct a Traffic Analysis for the UGB Expansion Area identified in the Goal 9 Chapter of the Comprehensive Plan and the UGB Exchange Area located between Interstate 84 and Pierce Road; and,

WHEREAS, the Traffic Analysis will be incorporated into the Transportation System Plan as a supporting document because it includes long range transportation projects that are necessary to mitigate transportation impacts resulting from development within the UGB Expansion Area and UGB Exchange Area; and,

WHEREAS, the Pedestrian and Bicycle Improvement Plan, Map 3-2, identifies an irrigation ditch in the May Lane area as a future multi-use path and this ditch is to be removed from the Plan as constructing a path at this location is not feasible;

THE CITY OF LA GRANDE ORDAINS AS FOLLOWS:

Section 1. The Comprehensive Plan text shall be and hereby is amended and recodified as follows:

## FOREWARD

Recognizing the need for an effective means of guiding and coordinating the physical development of La Grande, the City Council adopted the Comprehensive Land Use Plan on July 11, 1973.

In 1973, the Oregon State Legislature passed Senate Bill 100 which created the Land Conservation and Development Commission and required all City and County Governments to adopt Comprehensive Land Use Plans in compliance with Statewide goals to be adopted by the L.C.D.C. Thus, in December 1974, the L.C.D.C. adopted 14 Statewide goals that all Comprehensive Plans must address.

As a result of the added requirements placed on La Grande by the goals, the City sought and received a grant from the Federal government to update and revise the City's Comprehensive Plan to comply with the Statewide goals and guidelines.

The City contracted with the firm of Lynn Steiger and Associates to update the Plan. The Plan was subsequently rewritten by Lynn Steiger and Associates after many work sessions with committees and the Planning Commission and adopted by the City in 1977. After adopting new Zoning and Subdivision Ordinances in 1979 and an Urban Area Management Agreement with the County in 1980, the Plan was submitted to L.C.D.C. in 1981.

The 1981 Plan was not approved due to several goal deficiencies. Consequently, a revised and updated Plan was prepared in 1983. The changes in the Plan reflect both the intent of the Statewide Planning Goals and those of the City of La Grande. The 1983 Plan was acknowledged by LCDC and updated in 1990, 1999, 2003, 2005 and 2009.

## INTRODUCTION

THIS INTRODUCTORY MATERIAL HAS BEEN INCLUDED TO PROVIDE CITIZENS AND LOCAL, STATE AND FEDERAL GOVERNMENTAL OFFICIALS A BRIEF EXPLANATION OF THE PLAN IN ORDER THAT THE INFORMATION CAN BE MORE EASILY UNDERSTOOD AND UTILIZED.

The Concept. This Land Use Plan is a public document prepared by the Planning Commission and adopted by the City Council with assistance and input from community residents. It provides long-range guidelines for decision-making with regard to land use suitability, development proposal evaluation, public utility, facility and street improvement projects, and other considerations related to community growth.

The Plan will be used by public bodies as the basis upon which to make community development decisions and by businesses or private individuals to make investment or construction decisions, wherein it is desirable to have some assurance that community growth will take place.

The Purpose. The three basic purposes of this Plan are (1) to encourage desirable growth, (2) to accommodate anticipated development, and (3) to make provisions for those uses which may be needed by a community, but which may have such undesirable characteristics as noise, smoke, or odor.

The Plan can be used to encourage desirable growth in that it identifies those uses which are wanted, and provides areas for their development. Anticipated development, as projected in the Plan, can be accommodated by constructing those road and utility improvements which will be needed in order for that development to be realized. The Plan has also attempted to provide for the location of those uses which may have undesirable characteristics, but are needed in the community.



Flexibility. This Plan is flexible in that provisions are made for reviewing and updating it as conditions in the area change. Such conditions may be economical, physical, social, political, or environmental.

Existing Uses. Any legal use existing at the time this Plan was adopted can be continued providing such use is not determined to be a nuisance under local nuisance provisions.

Legality. The State enabling legislation stipulates that all cities and counties must have plans which (1) assure coordination and consistency (factual basis), in community development decisions, and (2) provide the basis for regulations, e.g. zoning and subdivision ordinances which express public policy. The term coordination above refers (1) to planning interaction with other agencies at various levels of government, and (2) to transportation improvements, which are among the most important means of plan implementation. The law also requires plan review and revision as changing needs and desires arise. In December 1974, the State Land Conservation and Development Commission (L.C.D.C.) adopted fourteen land use planning goals. The state goals do not actually have a direct affect on local plans, but do spell out what must be taken into account in preparing a Plan. Cities and counties are still responsible for preparation of their own respective plans. Counties are required to coordinate all of the plans prepared within their boundaries.

Zoning. In addition to public utility, facility and transportation improvement, zoning is among the most important means of plan implementation. Zoning maps and land use plans are somewhat similar in that both delineate areas suitable for various uses, and attempt to assure use compatibility. Plans are more general and flexible, and provide long-range guidelines for orderly development. Zoning is specific and short-range, and is regulatory rather than recommendatory.

Since the Baker vs. Milwaukee (Oregon Supreme) Court case determined that the Comprehensive Plan has precedence over zoning, any conflicts that exist between this Plan and the Zoning Ordinance will have to be resolved.

Citizen Involvement. A tabloid was prepared and distributed to the local citizens through *The Observer* which explained the planning process being undertaken and the Land Conservation and Development Commission goals. Included in the tabloid was a questionnaire intended to provide the citizens an opportunity to respond to particular issues and questions.

A series of public meetings were held throughout the City to explain the planning effort and the tabloid. The opinions and recommendations received from the citizens are reflected in the Plan Map and related policies and recommendations. A copy of the questionnaire results are filed in the City Planning Office.

Several local and state committees and organizations were contacted and sent copies of the tabloid for their opinions and recommendations as well. Their opinions are also reflected in the Plan Map and related policies and recommendations. The responses received by the various committees and organizations are on file in the City Planning Office.

Other citizen involvement was provided through mailed agenda material, public meeting notices, newspaper articles and radio broadcasts, and polling of Planning Committee members and residents on planning issues.

## HISTORY

Indians used to camp along the Grande Ronde River, fish its water, dig camas in the meadows and hunt game in the surrounding timbered hills. The Grande Ronde Valley then was a valley of peace. But in 1843, the Indians were interrupted by the first wagon train and life has never been the same.

The first white emigrants were impressed by the Grande Ronde Valley but Eastern Oregon then was wild country and every train fought its way to the promised land--the Willamette Valley.

It wasn't until 1860 that any of the pioneers doubled back. In that year a freighter, Ben Brown, took a claim north of the river to farm. But the winter was harsh and spring so late that he moved to the protected southwest corner of the valley. His second claim was on the Oregon Trail at the "rest-up" camp. Most of the wagons lay over here to put their animals back in shape for the worst part of the entire trail--the climb over the Blues.

Ben Brown capitalized on his location. He built a house and converted it into an inn. When others saw how well he was doing, they chose home sites on the dry knoll about the slough near Ben's inn.

The little settlement became known as Brown Town, or Brownsville, but when the first post office was established in May of 1863, the name was changed to La Grande.

La Grande was incorporated by an act of the legislature in 1865, six years after Oregon became a State. The town became a focal point along the transportation route. Although roads were eventually built which bypassed La Grande, they all proved either too steep or were inaccessible in the winter and were abandoned. The Oregon Trail, which followed the old Indian trail over the mountains, proved to be the only satisfactory east-west route and the town of La Grande catered to the freighter's needs.

The cost of travel in the early days was sky high. Enterprising men laid claim to land wherever the road narrowed and they charged an ungodly amount to pass over their property. The situation was so out of hand that in the 1870s residents in La Grande looked to the railroad as its only salvation.

Finally, in 1884 the railroad through the Grande Ronde Valley became a reality. It entered at Orodell Gap and exited at Pyles Canyon.

Since La Grande was built on the dry hill above Gekeler Slough, a mile away from the railroad, residents had two choices, build a branch line or move the town. They chose the latter, and though the buildings of "old town" were still used, all new construction sprang up parallel to the railroad tracks.

In the five year period after 1886, seventeen plats were filed and the population of La Grande more than doubled. With this sudden growth came the demand for public works; between 1885 and 1894, streets and sidewalks, mainly in "new town", were constructed; a water system was constructed; the fire department was organized and the power company began operation.

Building was booming during this period. The year 1890 saw 152 residential buildings go up and in 1891, 183 more were added. By 1892 the boom days were over. Close to three-quarters of all land platted in La Grande today was platted before the turn of the century.

As the railroad changed the complexion of La Grande, so has the advent of the automobile.

The old Oregon Trail Route was designated as part of the federal highway system, but instead of taking the original course through "old town" the highway was built parallel to the railroad down Adams Avenue.

The stretch between Orodell and La Grande, paved in 1924, was the final link in the improved transcontinental route.

A small wave of subdividing occurred after the highway was completed and the recorded plat in 1926 was the last until 1961.

Business and population in La Grande remained stable until, in the 1970s the Interstate freeway was constructed. It bypassed the central part of town and businesses that catered to motorists began to spring up along Interstate 84 exits.

The Interstate highway today is as important to the La Grande community of the future as the Oregon Trail and the railroad once were. In the decades ahead the lines of outside transportation will remain the key to La Grande's development.

## THE PLAN

### Plan Classifications

The land use element of La Grande's Comprehensive Plan is intended to provide a general guide to the future use of land within the City and its urban growth boundary. In addition to the goals, policies, and recommendations, the land use element consists of a map, indicating the proposed location, intent and pattern or the various defined land uses relating to the orderly physical development of La Grande,

The land use plan is based on the existing land use pattern and its relationship to such factors as natural land features; natural hazard areas; accessibility with respect to the existing and proposed transportation network; the nature, amount and direction of projected future growth; the location with respect to existing and proposed public facilities and utilities; relationship to nuisance factors, and the desirability of the location for future ordinance provisions.

A brief definition of each land use classification follows:

<u>Plan Classification</u>	<u>Purpose</u>
<p><b>Medium Density Residential</b></p> <p>The R-1 Zone shall have a minimum and maximum density of 4 to 6 dwelling units per gross acre. The R-2 Zone shall have a minimum and maximum density of 6 to 10 dwelling units per gross acre.</p>	<p>To provide areas suitable and desirable for single-family residential uses which have or will need public water and sewage services, commercial and educational support facilities and employment opportunities. Planned developments and duplexes are usually included provided the density does not exceed the minimums set forth in the Zoning Ordinance.</p>
<p><b>High Density Residential</b></p> <p>The R-3 Zone and R-P Zone shall have a minimum density of 11 dwelling units per gross acre.</p>	<p>To provide areas desirable and suitable for all types of high density residential development including apartments, planned developments, and other multi-family dwelling units. Under certain conditions, with appropriate safeguards, low traffic generating non-residential land uses may be suitably located in close association with high density residential uses. This classification would be applied primarily to locations where intensive commercial areas or public use areas are located nearby.</p>
<p><b>Hillside Development</b></p>	<p>To reduce development densities within hillside areas which have been clearly documented by scientific studies and designated by the City of La Grande Comprehensive Plan as a geologic hazard area (i.e. unstable slope, potential landslide topography). Development in these hillside areas have or will need public water and sewer facilities, commercial and educational support facilities and employment opportunities. Limited agricultural uses are permitted on these hillside development lots.</p>

Commercial	To provide areas suitable and desirable for retail, wholesale, office, warehouse, tourist, and their similar commercial activities which are needed by the City and surrounding areas. High density residential development opportunities or mixed use commercial/residential opportunities shall be provided within and adjacent to the central business district. Such areas generally encompass the original commercial areas and radiate from there. Zone classifications will be used to differentiate between commercial activities.
Industrial	To provide areas suitable and desirable for those activities that are involved in processing or reprocessing materials and/or resources. These activities are needed to maintain or improve the City's economy and employment. Industrial areas are generally located where services and transportation improvements are available, and development is compatible with surrounding area uses. Zone classifications can be used to differentiate between industrial activities if necessary.
Public	To indicate areas desired to be used for existing or anticipated public uses such as schools, and other local public, state or federal activities or facilities.



## **PLANNING GUIDELINES**

The guidelines included in this Plan are included to provide the background information and a policy framework for planning decisions. The goals, policies, and recommendations included in this plan are not the results of wishful thinking, but have been formulated considering community attitudes, inventory material, LCDC goals and guidelines, and the existing and projected population and land use patterns.

Objectives are those general goals that serve as the basis for all planning decisions. Development policies may be specific or general guidelines that are used to evaluate planning decisions being considered. Specific policies are those directives which are recognized in evaluating a particular type of development, or possible location therefore. General policies are those directives which basically apply to all uses and locations in the community. If decisions are made contrary to the development policies, justification for deviating from the policy must be recognized and spelled out (documented). Recommended actions are those activities which need to be undertaken to implement the Plan. Those actions are recommendatory and do not have the same regulatory effect as do the objectives and policies.

The following is part of the La Grande Land Use Plan and will be taken into consideration by both private and public interests in making land use decisions. Any legal use existing at the time this Plan is adopted can be continued, providing the use is not determined to be a nuisance under nuisance ordinance provisions. The objectives, policies and recommendations have been grouped into the 13 Statewide goals that are applicable to the La Grande area.

## **Statewide Planning Goal 1 - Citizen Involvement**

Goal Statement - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Components -

1. Citizen Involvement. To provide for widespread citizen involvement.
2. Communication. To assure effective two-way communication with citizens.
3. Citizen Influence. To provide the opportunity for citizens to be involved in all phases of the planning process.
4. Technical Information. To assure that technical information is available in an understandable form.
5. Feedback Mechanisms. To assure that citizens will receive a response from policy-makers.
6. Financial Support. To insure funding for the citizen involvement program.

Background - The La Grande Planning Commission has served as the Committee for Citizen Involvement as approved by LCDC in 1976. At the time of the information gathering for the original plan in 1977, a survey was printed in the local newspaper, which explained the planning process and sought public opinion on a number of land use issues. When the zoning map and ordinance was adopted in 1979, a colored picture of the map was published on the front page of the local newspaper at the beginning of the hearing process. Throughout the 1990 Periodic Review process, the update and revisions discussed at open work sessions with the Planning Commission and City Council were reported on by the local newspaper. All amendments to the Plan, maps, or implementing ordinances are advertised in the local newspaper and undergo at least two public hearings.

By 2001, several changes have occurred in the ways local governments, including La Grande involve their citizens in the planning process. For example:

It is now fairly common for cities to survey citizens on a routine basis to assess citizen attitudes toward a variety of issues that face the community, including growth and development. La Grande conducted such a survey in late 2000 and plans to do so again every two to three years.

La Grande's citizen survey in 2000 reveals that about 57.5% of La Grande households have Internet access. La Grande is upgrading its web site to provide more information for citizens regarding land use planning and other programs.

Measure 56 requires local governments to provide all property owners with mailed notice when City-wide rezonings are being considered, including land use regulations that would limit or prohibit land uses previously allowed in the effected zone. Although very expensive in terms of staff time and postage cost, this requirement has resulted in more citizens becoming involved in Land Development Code amendments in La Grande.

City Council meetings are now televised on a local cable television channel. It is no longer necessary to attend meetings or read minutes to keep up to date on what issues the City is dealing with.

As of 2001, no official neighborhood groups have been recognized by the City. La Grande does not have a neighborhood program.

Objective -

1. Develop and implement a citizen involvement program that includes all six (6) components of Statewide Goal #1.

Policies –

1. The City of La Grande shall strive to provide for widespread citizen involvement, especially in its land use planning process.
2. The City of La Grande shall strive to assure effective two-way communication with citizens.
3. The City of La Grande shall strive to provide the opportunity for citizens to be involved in all phases of the planning process.
4. The City of La Grande shall strive to assure that technical information is available in an understandable form.
5. The City of La Grande shall strive to assure that citizens will receive a response from policy-makers.
6. The City of La Grande shall strive to insure funding for the citizen involvement program.
7. That the City of La Grande Planning Commission continue to serve as the Committee for Citizen Involvement for the City of La Grande. Continued efforts should be made to ensure that Planning Commission members are selected by an open, well-publicized public process.
8. That the City of La Grande continue efforts to upgrade its web site to include land use information including, but not limited to: Comprehensive Plan, implementation ordinances, meeting agendas, meeting minutes, staff reports, hearing notices, land use maps, special events and opportunities to serve on committees or commissions.
9. That the City of La Grande continue surveying its citizens on a regular basis (every two to three years) to assess citizen attitudes regarding land use and other issues affecting the community.
10. That the City of La Grande produce printed materials that will enable citizens to understand technical aspects of the land use planning program and make such materials readily available to the public.
11. That the City of La Grande staff continue to participate in service club presentations, local radio talk shows and newspaper or newsletter columns in an effort to better communicate with citizens.
12. That the City of La Grande continue to provide all citizens who participate in the land use process with a copy of the final decision and findings.
13. That the City of La Grande explore the feasibility of publishing a newsletter on a regular basis.
14. That the City of La Grande budget adequate resources to continue and enhance its efforts to implement the policies and recommendations of this plan.

## **Statewide Planning Goal 2 - Land Use Planning**

The City has inventoried existing land uses, probable demand for specific land use classifications, and the amount of buildable land in the La Grande area. Within this document there exists a discussion of those elements necessary to insure adequate attention to the state land use goals and the needs of the City. The resolution of these identified needs is reflected in the amount and location of land use classifications on the Plan map and zoning map which are consistent.

### **Objectives –**

1. The overall goal of the La Grande Comprehensive Plan is to provide direction for achieving a safe, healthful, attractive, and workable environment for the citizens of La Grande; and
2. To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

### **Policies –**

1. That planning-related decisions will be made on a factual base, and that such base will be updated as base information changes, or at least every two years.
2. That the plans of other local, state and federal agencies will be taken into account in preparing land use plans and making related decisions.
3. That public need be established before plan changes or related requests are approved and that the burden of proof be borne by the requestor.
4. That urban uses will be discouraged from sprawl which may increase service costs, transportation congestion, and the transition of land from agriculture or grazing to urban uses.
5. That orderly, efficient and economical transition will be made in converting rural lands to urban development.
6. Before property is annexed to the City, it should be clearly established that such annexation will provide a clear benefit to the City with recognition of the fact that City services must be provided to such an area.
7. That commercial development be concentrated so as to strengthen existing commercial activities.
8. That compatibility of anticipated uses with surrounding area development will be evaluated in making planning related decisions.
9. That alternative sites and alternative uses will be considered in making land use plan decisions.
10. That commercial and high density residential development will be located in areas where access, service, and related facilities can best accommodate such development.
11. That uses with undesirable noise, smoke, visual, and other objectionable characteristics will be discouraged from locating in areas where such conditions are incompatible with surrounding area development.

Recommendations –

1. That the land use plan and factual base be reviewed at least once every two years for updating.
2. That a public notice be made each time a plan review is being undertaken and that a public statement be made as to the findings of the review.
3. That a process of coordination be established with local, state and federal planning related agencies.



### **Statewide Planning Goal 3 - Agriculture**

There are no agriculture classifications within the La Grande UGB. There are existing agricultural practices, however, these areas are planned for urban expansion within the UGB and are therefore considered more necessary and available for urban development. The following objectives, policies, and recommendations were considered in the planning process where upon the UGB was established to eliminate agricultural conflicts.

#### **Objective –**

1. To preserve and maintain agricultural lands, and protect valuable soil resources for the agricultural demands of the future.

#### **Policies –**

1. That soil characteristics, crop productivity, flood hazard, resource habitat, economics, and other similar values will be taken into account in determining whether land should be maintained in its existing state or developed for urban uses.
2. That lands used for agricultural purposes will be preserved wherever less productive alternative sites are available for development; and in such instances where existing or potential access, services, etc., are or can be provided to such alternative sites.
3. That wherever possible, urban uses will be separated from agricultural activities by a buffer or transitional area in which development allowed is compatible with both urban and agricultural uses.
4. That in order to protect the most productive agricultural lands, north and east of La Grande, expansions of existing urban uses or development of new urban uses will be encouraged to utilize existing land within the City limits or those areas already developing as such.

#### **Recommendations –**

1. That the City and county work together in protecting the most productive agricultural lands around the City.



## **Statewide Planning Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources**

Statewide Planning Goal 5 requires the City of La Grande to inventory a variety of open space, historic, scenic and natural resources; evaluate their significance and adopt policies and implementation ordinances to protect such resources for future generations. The goal requires that the following resources be inventoried: Mineral and Aggregate Resources, Energy Sources, Fish and Wildlife Habitat and Riparian Areas, Historic Sites, Ground Water Resources, Wetlands, Open Space, Scenic Views and Sites, Federal Wild and Scenic Rivers, Oregon Scenic Waterways, Oregon Recreation Trails, Natural Areas and Wilderness Areas.

Oregon Administrative Rule 660-023 provides procedures and requirements for complying with Goal 5. The City of La Grande has followed this rule in updating this Chapter of the Comprehensive Plan.

**Mineral and Aggregate Resources:** The La Grande area on the valley floor is comprised of several varieties of gravel deposits laid down from rivers and streams entering the Grande Ronde Valley. The eastern two-thirds of the La Grande urban area is comprised of fan gravels or the combination of fan gravel and river and stream gravel.<sup>1</sup> Virtually all of the small parcels adjacent to the river, where the primary deposits of aggregate are located, have established residential uses.

Although portions of the land near the Grande Ronde River have been excavated for gravel in years past, the principal operation for removing gravel has been east of the La Grande Urban Growth area, in Island City along the Grande Ronde River, just upstream of the Wallowa Lake Highway Bridge. This location is depicted on Map Sheet 29 of the 1985 Soil Survey of Union County published by the Soil Conservation Service. In 2001, this mining operation moved to a site on the east side of McAlister Road, just north of Interstate 84. This site is also outside of the La Grande Urban Growth Boundary.

The Department of Geology and Mineral Industries (DOGAMI) has provided the City with a database showing the location of aggregate resources in the La Grande vicinity. Of the fourteen (14) sites included in this database, none are within the City limits or Urban Growth Boundary of La Grande.

**Energy Sources:** La Grande has several potential sources of energy including hydro, solar, biomass, wind and geothermal. These resources are identified and quantified in the following discussion together with applicable zoning provisions necessary to insure the option of developing these resources.

**Hydro Power:** The City of La Grande has an existing facility, the Beaver Creek Watershed, which has a potential for the generation of electrical power. The available energy in the water from a point on the existing intake pipeline near Morgan Lake to a point near the elevation of the high-level 8 million-gallon reservoir is about 205 kilowatts.<sup>2</sup> The upper power plant site has an available head of approximately 900 feet and an operating head of about 800 feet at a flow of 2000 gpm (3 MGD).

The feasibility of this resource was figured in 1982, based upon the following development assumptions:

1. That operation and maintenance cost will inflate at a rate of 11% per year.
2. That the energy inflation rate will increase at a rate of 15% per year.
3. That bonds financed at 10% for a period of 20 years will be used for the initial capital development.

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<sup>1</sup> Engineering Geology of the La Grande Area Union County, Oregon, Herbert G. Schlicker and Robert J. Deacon, State of Oregon, Department of Geology and Mineral Industries, March 1971.

<sup>2</sup> Water System Master Plan, City of La Grande, Oregon, Anderson-Perry and Associates, Inc., 1981, p. 83.

4. That 205 KW will be produced and 95% efficiency will be obtained.

If the construction were to have taken place in 1982 and figuring that the power is valued at \$0.03/KWH, the operation would break even in 1987. Over the 20-year length of time it would take to retire the bond, a total net revenue of \$3,549,822 would be gained. Of course, this is based on several inflation variables but the hydroelectric resource is existing and is owned and operated by the City of La Grande.

The City contracted with Anderson - Perry and Associates and Montgomery Watson Harza Engineers in 2001 to update the feasibility study for a Beaver Creek Hydroelectric Project. The resultant feasibility study, dated January 4, 2002, concluded that it is not economically feasible to build such a hydroelectric facility by itself. However, it may be economically feasible to construct the facility if the City builds a water treatment plant to utilize Beaver Creek water and the costs of the watershed improvements and transmission line could be borne by the Water Division. The ultimate feasibility will depend of the actual value of the power generated.

There are four other natural water courses within the La Grande Urban Growth Boundary which have been evaluated for their hydro electric potential but due to their fluctuations in volume as a result of low water or freezing, they have not been considered as a firm energy source. The hydropower of the watershed intake has another valuable potential which is explained in the Geothermal section of this inventory. An updated study of the hydropower potential of the watershed is being considered in 2001 – 2002 due to rising energy prices.

Wind Power: The La Grande area is identified as having the highest wind power potential in Oregon exclusive of the Columbia River Gorge. In the winter, it is estimated that class 6 and 7 wind power exist for the western part of the Columbia Gorge, the La Grande area, and higher exposed ridge crests and summits in the Cascades and mountains of eastern Oregon.<sup>3</sup> "In winter, the class 6 wind energy at La Grande appears to be primarily due to strong south to southeast winds that are funneled and accelerated through the low gap south of La Grande."<sup>4</sup> The wind data collected is from a monitoring station at the La Grande Airport. The airport is located approximately three miles east of La Grande in direct line with Ladd Canyon through which the winds are funneled and accelerated between the Baker Valley and the Grande Ronde Valley. There is no available data for the La Grande UGB.

The La Grande area is sheltered by the mountains to the south and west as opposed to the airport site. It is presumed that it is due to this sheltering influence that La Grande is established where it is and therefore it is not expected that the wind power documented at the airport is available in La Grande.

Wind power is a factored ratio of wind speed. The airport station ranks higher in wind power than other locations in Oregon even though it has the same average annual wind speed because of periods in the winter of very high winds. The power is a factor of wind speed multiplied by eight. For instance, if the wind power is 10 with a wind speed of 5, then a higher wind speed of 10 raises the wind power to 80. It is the period of time from November to March that raises the La Grande area's wind power above other Oregon locations. This is due to the slight increase in wind energy potential.

Geothermal Energy: The Union County area and more specifically La Grande has been identified as having a very high geothermal energy potential by the Oregon Department of Energy. Union County and the City of La Grande did apply for and receive a \$35,000 District Heating and Cooling Assessment Grant from the Department of Housing and Urban Development/U.S. Department of Energy of which there are only 5 grants awarded in the western United States. This further indicates as interest in the known geothermal resources of this area. A study completed in 1978 entitled Northeast Oregon Geothermal Project and published by the Eastern Oregon Community Development Council identifies over 30 wells in the area with water ranging in temperature from 70 degrees Fahrenheit to 185 degrees Fahrenheit.

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<sup>3</sup> Wind Energy Resource Atlas: Volume 1—The Northwest Region, D. E. Elliot and W. R. Barchet, Pacific Northwest Laboratory, April 1980.

<sup>4</sup> Ibid., p. 87.

Presently three potential district heating/cooling (DHC) systems have been identified within La Grande: (a) the north La Grande area, (b) the La Grande Central Business District, and (c) the institutional facilities in the south area of La Grande.

- A. The north La Grande area has within its potential service area four artesian geothermal wells. Two of these are owned by the City of La Grande and two by Union Pacific Railroad with a total artesian flow of 950 gpm and temperatures of between 70 degrees Fahrenheit and 80 degrees Fahrenheit. City well #1 is used to heat the City maintenance shops and municipal swimming pool. In addition, this well and the Union Pacific #1 well are used by the City in the domestic supply systems. Neither of the other two adjacent wells are being utilized at this time. In addition to residential users within this area, two elementary schools (Riveria and Greenwood) could participate in a heating district with 68,146 square feet of floor space. Also the Boise Cascade sawmill and Del Monte Corporation processing plant have major facilities in the north side area.
- B. The La Grande Central Business District (CBD) is located just south and contiguous to the four wells just discussed. The CBD contains 9 blocks of continuous walled buildings two stories and more in height. In the 1930s and 1940s this area was serviced by a heating district which was abandoned when cheaper fossil fuels became available.
- C. The line of institutional facilities in the south portion of La Grande has prompted previous action to verify adequate geothermal resources in this area. In December 1979 the Oregon Department of Geology and Mineral Industries drilled three test wells within the institutional facilities study area to try and intercept the extension of the Craig Mountain Fault lineament. The test drilling was part of a low-temperature resource assessment program. The temperature gradient of 905 degrees C/KM was experienced down to a maximum depth of 260 feet. Given this preliminary information, the Oregon DOE is recommending in their final report additional drilling to 1,000 feet where higher temperatures and greater flows may be encountered.

Potential users of this resource include the following institutions. Their square footage and associated heat loads are also present based on a three-year average of space and hot water heating requirements.

<b>Facilities</b>	<b>Square Footage</b>	<b>Heat - BTU's</b>
Eastern Oregon University	431,486	80,416,600,000
3 La Grande Schools	285,960	22,264,690,400
School Administration Building	42,750	2,607,815,600
Grande Ronde Hospital	81,000	17,486,800,000
County Courthouse	50,157	1,695,973,100
<b>TOTALS</b>	<b>891,353</b>	<b>124,472,779,100</b>

The potential of geothermal waters being used to support a heating district or being placed into the cities distribution system and thereby benefiting all La Grande consumers is very good.

The Water Master Plan proposes to use the water from the Beaver Creek watershed to drive a turbine creating 210 shaft horse power which could pump 2082 gpm of the geothermal water. This minimizes operating costs of using the resource since no electric pumping is necessary, no chemicals are needed, and no chlorine is required. If this same water were pumped with an electric motor it would cost \$48,500 annually at current power cost of \$0.03/KWH.

Both the Water Master Plan and the Feasibility Assessment of District Heating/Cooling Systems Grant have and will further address the development of geothermal potential in the La Grande area. The heat loads have to be verified in order to ascertain the temperature and quantity of resource which must be available to make the projects feasible. Then the wells will have to be drilled before the resource can be established for exploitation.



**Solar Power:** La Grande potential for solar energy is not well documented. There are, however, several active and passive solar uses in the area which have proven to be cost effective, in the early 1980s for the energy gain. The mid to late 1980s and the 1990s seemed to show a decline in the use of solar energy. However, with the rise in energy prices in 2001, the use of solar and wind energy is expected to increase.

The average solar radiation for the La Grande-Blue Mountain area is very similar to the Willamette Valley for the winter months. This area experiences more direct solar access than west of the Cascades in the summer months. This area averages between 100 langleys per day in January to 650 langleys per day in July. This information is extrapolated from the data collected in Pendleton, Meacham and Boise weather stations.

The technology for utilizing solar energy is improving daily. Whether a system is installed to actively maximize La Grande's solar potential or merely orienting the building to the south to enjoy the warmth of the winter sun, the access to solar radiation must be guaranteed. If people are to be encouraged to utilize solar radiation they must be assured their access to it will not be blocked.

**Biomass:** The La Grande area utilizes the energy from wood to an extent greater than most communities in Oregon. This is largely due to the extensive damage caused by the Mountain Pine Beetle and the Tussock Moth to the Lodgepole Pine forests and fir forests in the 1970s. It is estimated by the Forest Service that approximately one billion board feet of Lodgepole Pine and 120 million board feet of Douglas Fir and White Fir have been killed.

The La Grande citizens use this dead timber to heat approximately 35% of the housing units. By 1990, the percentage of homes heating with fuels other than electricity or gas dropped to about 30 percent. This is largely due to the decay of the now dead trees and not their actual utilization. In the interim, this energy source is the single largest conservation effort of this area on a household basis. The percentage of households using wood for space heating continued to decrease during the 1990s; however, price increases for natural gas and electricity in the early 2000s has fueled concerns from air quality advocates that wood burning could increase.

There is only one recent example of the use of biomass fuel on an industrial level and this is at the Boise Cascade Lumber Mill. Prior to 1993, Boise Cascade produced about 30% of their operating energy by burning wood fuel to produce steam and drive electric turbines. In 1993, Boise Cascade replaced the "hog fuel" system with natural gas-fired boilers. In 2001, as a result of a sharp increase in natural gas prices, Boise Cascade is studying the feasibility of a new hog fuel boiler that would supply 100% of their steam needs and produce electricity that could be sold on the market. By 2002, land had been purchased in the Baum Industrial Park northeast of La Grande for a bio-mass plant that would use wood waste to produce ethanol. This facility could produce 250 construction jobs, 200 jobs in the forest and about 75 jobs at the plant.

**Fish and Wildlife Areas and Habitats:** According to the Oregon Department of Fish and Wildlife, the riparian corridors along the Grande Ronde River, Mill Creek, Taylor Creek and the Gekeler Slough are important fish and wildlife areas as are the wetlands identified in the Local Wetlands Inventory. No other fish and wildlife habitat areas are mentioned in a March 5, 1999, letter addressing La Grande's Comprehensive Plan Periodic Review. At this time, the preference of the City of La Grande is to designate the Grande Ronde River, Mill Creek, and Gekeler Slough (north of Gekeler Lane) as Riparian Corridors and rely on wetland protection regulations to protect habitat along Taylor Creek (until more evidence regarding the existence of a Riparian Corridor along Taylor Creek is provided to the City).

Wildlife use riparian zones (where land and water meet) disproportionately more than any other type of habitat. Of the 378 terrestrial species known to occur in the Blue Mountains, 285 are either directly dependent on riparian zones or utilize them more than other habitats. The aquatic species are numerous, but of greater importance are the salmon and steelhead trout that utilize the river.

This riparian zone in the Grande Ronde corridor is important to wildlife for the following reasons:

1. The presence of water lends importance to the zone. Wildlife habitat is composed of food, cover, and water. Riparian zones offer at least one of these critical habitat components and often all three.
2. The greater availability of water to plants, frequently in combination with deeper soils, increases plant biomass production and provides a suitable site for plants that are limited elsewhere by inadequate water.
3. The shape of many riparian zones, particularly the linear nature of streams, maximizes the development of "edge" which is very productive for a variety of wildlife.
4. Riparian zones along the river provide shade which helps in maintaining acceptable water temperatures. They also provide migration routes for wildlife plus the river itself serves as a necessary migration route for steelhead, salmon, and resident fish.

Riparian area protection in the La Grande UGB is provided by the Riparian Protection Area chapter of the Land Development Code. La Grande has elected to use the "safe harbor" process in OAR 660-023-0090 to comply with Goal 5 Riparian Corridor requirements. The safe harbor riparian corridor boundary, for streams with an average annual stream flow greater than 1,000 cubic feet per second is seventy-five feet (75') upland from the top of each stream bank. The safe harbor riparian corridor boundary, for streams with an average annual stream flow less than 1,000 cubic feet per second is fifty feet (50') upland from the top of each stream bank. In La Grande, the Grande Ronde River and the three (3) tributaries (Mill Creek, Taylor Creek and the Gekeler Slough) all have average annual flows of less than 1,000 cubic feet per second according to the Union County Water Master's Office and the Water Resource Department's database. Thus, the riparian corridor width included in the Riparian Zone Protection Article of the Land Development Code Ordinance must be no greater than fifty feet (50') upland from the top of each stream bank, unless the City can justify a greater width in protecting water quality under Statewide Goal 6. The Riparian Zone Protection Article will be developed using State model ordinances and comments on such model ordinances received from the Department of Land Conservation and Development.

**Historical Sites:** The following buildings were suggested by members of the Union County Museum Society as possible sites that should be considered as historical buildings of different historical architecture. This list is not intended to be a list of all historical sites nor is it intended that all of these buildings should be preserved at any cost.

This list is included so that those sites can be considered by the Landmarks Commission for their historical significance before destruction is allowed. Historical review provisions are incorporated into the Land Development Code Ordinance.

#### **BUILDINGS OF HISTORICAL SIGNIFICANCE**

Federal Building	Built in 1912, remodeled to City Hall, 1982
Slater Building	(1891)
Sugar Factory at North Pine & Z	(1898)
Walter M. Pierce Library	Eastern Oregon University, 1929 Architecture, Traditional, Education
Masonic Temple	Built in 1900
Trinity Baptist Church	901 M. Avenue
Administration Building	Eastern Oregon University, 1929
Gangloff Park Monument	Erected in 1924 – Oregon Trail History
<u>Carnegie Library</u>	<u>(1913)</u>

## **RESIDENTIAL ARCHITECTURE OF HISTORICAL SIGNIFICANCE**

### **Queen Anne Style**

1701 Spring Avenue	(1907)
1710 Second Street	(1896)
701 Main Avenue	(1904)
809 Main Avenue	(1892)
Corner of Fourth Street and "L" Avenue	(1895)
1601 Sixth Street	
1602 Sixth Street	(1900)
1604 Sixth Street	(1900)
Foothill Road, Box 2506	(about 1900)

### **Norman Farmhouse**

402 Washington Avenue	(1925)
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### **Tudor**

401 Washington Avenue	(1926)
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### **Tudor Cottage**

602 Penn Avenue	(1920)
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### **Colonial Revival**

1504 First Street	(1930)
1507 First Street	(1930)
1701 Fourth Street	(1915)

### **Georgian**

708 "O" Avenue	(1920)
1612 Walnut Street	(1924 - 1925)

### **Italian Villa**

709 "O" Avenue	(1920)
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### **Foursquare House**

1508 Second Street	(1915)
1602 Second Street	(1915)
1701 Fourth Street	(1890)

### **English Cottage**

1502 Fourth Street	(1925)
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### **On Oregon Trail**

1206 "B" Avenue	(1872)
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On September 3, 2001, the National Park Service designated a National Register Historic District in downtown La Grande. Owners of contributing resources within the District will be eligible for special property assessment and Federal investment tax credits for qualified rehabilitation projects. The La Grande Urban Renewal District encompasses the La Grande Commercial Historic District and will offer additional resources to promote downtown revitalization.

The City of La Grande formed a local Landmarks Commission and adopted new regulations of Historic Buildings and Sites in 2001. On January 2, 2002, the City received designation as a Certified Local Government from the National Park Service. The Certified Local Government designation recognizes the City's commitment to historic preservation.

**Ground Water Resources:** The following information is extracted from "Potential Ground-Water Development for Municipal Supply, La Grande, Oregon," Anderson & Kelly--Consultants in Engineering and Geology, October 1980. This study was initiated and completed to be a principal resource value to the La Grande Water Master Plan.

Within the area, the mountains and the bedrock floor of these valley are chiefly a thick sequence of Columbia River basalts. In the valley area, the down-faulted basalt has been covered by thick alluvial deposits of clay, silt, sand, and gravel. Most of the domestic wells are shallow, producing from the alluvial fan aquifer in the northern and western part of the study area or from lakebed sediments in the southeastern part of the area. Water levels are generally close to the land surface fluctuating a few feet seasonally.

The alluvial fan wells are generally from 250 to 600 or more feet deep with yields up to 1,000 gpm or more. The water is of good quality. Pumping levels vary with the aquifer characteristics and pumping rate; typically they are from 100 - 200 feet below ground.

The basalt wells are deeper, generally 800 to as much as 1,500 feet -- depending upon the thickness of the overlying alluvium. The water is of good quality. "Long term observation of water levels in wells in both the basalt and alluvial aquifers show no progressive declines." "There is an ample supply of ground water in the La Grande area to support the proposed development of as much as 5,000 gpm peak requirement." "Both aquifers should be capable of supplying 1,000 gpm or more to properly constructed wells." "Wells in either aquifer should be capable of sustained pumping for years without progressive decline in water level or yield." "Water from both aquifers would be of suitable quality for municipal use," according to Anderson & Kelly.

For additional information regarding ground water resources, see the City of La Grande Public Facilities Plan and the City of La Grande Water Master Plan, prepared by Anderson – Perry and Associates in 1997.

**Wetlands:** Wetland and riparian areas provide numerous and complex functions that affect both aquatic and terrestrial systems. Many ecological functions of riparian areas are also provided by wetlands, flood plains and vegetated upland areas. Wetland and Riparian areas often provide a buffer zone between upland uses and water resources, protecting or enhancing water quality, preventing erosion and moderating flood flows. Wetland and Riparian areas often provide important wildlife habitat and contribute to in-stream habitat for fish.

The U.S. Fish and Wildlife Service has provided a new wetlands inventory called the National Wetlands Inventory (NWI). In 1990, during Periodic Review, the City designated wetlands as a Class 1B resource and adopted a Plan Policy to complete the Goal 5 process as soon as adequate information is available.

In 1995, thanks to an EPA Clean Water Act Wetlands Program Enhancement Grant, the City of La Grande hired Fishman Environmental Services to conduct a Local Wetlands Inventory. The Local Wetlands Inventory document was updated by the City in 2002 and submitted to the Division of State Lands for final approval, which was received on January 14, 2003. This Inventory is incorporated as a part of this Plan by reference. A Wetland Protection Areas Article, complying with the Safe Harbor provisions of ORS 660-023-0100 and based on a model ordinance provided by the Department of Land Conservation and Oregon Division of State Lands will be incorporated in the Land Development Code to protect wetlands identified in the Inventory.

**Open Space:** La Grande has a very good coverage of parks and recreational facilities which it maintains and operates in conjunction with the School District's facilities. These facilities, which are addressed in the Parks Master Plan in the Recreation Needs Chapter of this Plan, constitute the bulk of the public open space available in the La Grande Urban Growth Boundary. In addition to the City parks and school district facilities, La Grande has a vast amount of developed open space within the public rights-of-way.

These areas are addressed in the Community Landscape and Forestry Plan, which is adopted as a support document to the Comprehensive Land Use Plan.

In 1999, recognizing the need to acquire additional open space lands in the future, the City of La Grande adopted an ordinance enabling a System Development Charge (SDC) for Parks and Recreation facilities. In 2000, a fee Resolution was passed by the City Council to establish the SDC at \$525.00 per new residential unit.

**Scenic Views and Sites:** The primary scenic resources under jurisdiction by the City are contained in the park system. There are other scenic attractions in the area but most of these are seen from La Grande and are not in La Grande. No official scenic viewpoints have been designated. The City Land Development Code does contain building height restrictions that serve to preserve views of the surrounding mountains. Developers have the option to further regulate building heights by deed restriction in areas where views are important.

**Federal Wild and Scenic Rivers:** The Federal government has designated a portion of the Grande Ronde River as a Wild and Scenic River. The designated portion is located between the confluence with the Wallowa River and the Oregon - Washington border. This portion of the river is not within the jurisdiction of the City of La Grande.

**Oregon Scenic Waterways:** The portion of the Grande Ronde River that is designated as Wild and Scenic is also classified as an Oregon Scenic Waterway. Again, this portion of the Grande Ronde River is outside of the La Grande Urban Growth Boundary.

**Oregon Recreation Trails:** According to the State Parks Division, the closest Oregon Recreation Trail to La Grande is the New Oregon Trail, which runs north-south near Hilgard Junction. This trail is about seven (7) miles west of the La Grande Urban Growth Boundary.

**Natural Areas:** Natural areas are inventoried in the Oregon State Register of Natural Heritage Resources, which is included in the 1998 Oregon Natural Heritage Plan. This Plan was prepared by the Natural Heritage Advisory Council of the State Land Board. A review of this database reveals that La Grande is within the Blue Mountains Eco-Region. The Plan identifies 135 ecosystem cells in the region. The majority of these appear to be located in national forest or wilderness areas. Two (2) cells located south of La Grande at Ladd Marsh are identified by the Plan. The first is a "Low elevation vernal pond with saltgrass and cordgrass." The second is a "Bulrush-cattail marsh, with aquatic beds." This second cell is a proposed State Natural Heritage Conservation Area. Both are outside of the La Grande Urban Growth Boundary.

**Wilderness Areas:** No Wilderness Areas exist within the La Grande Urban Growth Boundary. The 358,461 acre Eagle Cap Wilderness is about 25 miles to the east and the 177,465 acre Wenaha-Tucannon Wilderness is about 37 miles to the north.

#### Objectives –

1. To conserve open space and protect natural and scenic resources.
2. To develop programs that will: (1) insure open space, (2) protect scenic and historic areas and natural resources for future generations, and (3) promote healthy and visually attractive environments in harmony with the natural landscape character.

#### Goals –

1. To make available the best possible resource land for this purpose while protecting urban values and environmental concerns such as air quality, noise, aesthetics, fisheries, and wildlife.
2. To maximize the most energy efficient extraction and utilization of the resource by permitting aggregate removal within the UGB where the control of adverse impacts is possible.



3. To encourage both active and passive use of solar energy techniques in residential and commercial buildings.
4. The City of La Grande should facilitate the recognition of historical structures important to the heritage of the La Grande area. This should include seeking status as a Certified Local Government.
5. The City should make every reasonable effort within its regulatory authority to save these structures from defacing or demolition.

Policies –

1. That fish and wildlife areas and habitats shall be protected and managed to prevent destruction by urban development.
2. That the efficient consumption of energy shall be considered when utilizing natural resources.
3. That watersheds and reservoir sites shall be protected from urban encroachment.
4. That the need for open space for the residents of the area shall be considered in the development and expansion of urban uses.
5. The City shall support any future efforts to obtain reliable wind energy data within the La Grande UGB and assist in the interpretation of that data. Should sufficient wind energy potential be found to exist, the City will adopt the best available technology in land use implementing measures to guarantee access and utilization of the wind energy resource.
6. The City has supported the geothermal development efforts of the past and shall continue to support these efforts with staff time and coordination.
7. Should geothermal resources be discovered in sufficient quantity and quality, the City will aid the development of those resources.
8. When feasibility and development of the geothermal resource are shown to be cost effective to the citizens of La Grande, the City will attempt to secure the funds necessary to finance implementation.
9. To consider development of a provision for solar access in the La Grande Land Development Code.
10. The City of La Grande supports the wildlife and fisheries management objective of maintaining the riparian zones along the Grande Ronde River.
11. The City shall implement an Ordinance provision within the Land Development Code Ordinance which regulates the declaration of historical structures, and demolition thereof through a public involvement process.
12. The City of La Grande shall make every possible effort to protect ground water resources whenever they appear threatened.
13. The City of La Grande commits to coordinate with the Oregon Department of Fish and Wildlife and seek to amend the Riparian Corridor Map in the Comprehensive Plan should the Oregon Department of Fish and Wildlife produce fish inventories or other evidence that Taylor Creek is a fish-bearing stream.

Recommendations –

1. That historical sites and/or structures should be investigated for possible preservation and/or acquisition before allowing them to be destroyed for new development.
2. The City continue to evaluate its cultural, historical, natural and scenic areas so as to include appropriate regulations in the Land Development Code Ordinance for their protection.
3. The watershed to the west and south of La Grande should have restricted development so as no to destroy its benefit to the City.
4. In dealing with fish and wildlife areas and habitat, the City should adhere to the Oregon Wildlife Commission's fish and wildlife management plans.
5. The Land Development Code Ordinance should reflect the desire and need for open space by the residents in the urban area.
6. The City should cooperate to the fullest extent possible with all parties public and private, in the conservation and development of drainage ways, game and wildlife habitat and similar natural resources, so as to preserve these amenities for the benefit of future generations.

## **Statewide Planning Goal 6 - Air, Water, and Land Resources Quality**

Air Quality: The following list, based on DEQ Permit records from 2001, represents an inventory of the major commercial-industrial sources of air discharges:

Rogers Asphalt and Paving  
Blue Mountain Humane Association (Animal Crematory)  
Borden, Inc.  
Boise Cascade Corporation (Particle Board Plant)  
Boise Cascade Corporation (La Grande Sawmill and Planing Mill)  
Del Monte  
R-D Mac, Inc. (Ready-Mix Concrete and Rock Crusher)  
USA Concrete  
Eastern Oregon University (Boilers)

Also area sources include field burning, slash burning, motor vehicles and trains, space heating (especially wood), open burning, and agricultural operations.

In 1988, the City of La Grande was notified that PM<sub>10</sub> particulate matter sampling had resulted in levels exceeding the National Ambient Air Quality Standards. Predominant contributors to these particulate matter levels were wood stoves and dust. La Grande was thus designated as a "non-attainment area" and was required to work with the Oregon Department of Environmental Quality to establish an Air Quality Improvement Program. An Air Quality Commission was formed and a Plan adopted by Council Resolution Number 4122, Series 1991. This Air Quality Improvement Program is adopted as part of this Plan by reference.

Since 1991, the City of La Grande, using CMAQ funds and local street user fees, has been able to apply an oil mat surface to gravel streets in the City limits. This reduced the amount of dust substantially. In addition, the use of wood stoves declined during the 1990s and no additional exceedences of the air quality standards have been monitored. The Air Quality Commission has conducted a consistent community education program to ensure that citizens are aware of air quality issues. To date, only the voluntary aspects of the Air Quality Improvement Plan have been activated. The mandatory provisions have not been used.

Since ten years have elapsed from the date of adoption and implementation of the Air Quality Improvement Program, the City and DEQ will be working on a maintenance plan in the near future to ensure that air quality in La Grande stays within acceptable limits. In September of 2001, the Oregon Department of Environmental Quality (DEQ) indicated that Maintenance Plans are under development for Medford, Grants Pass and Klamath Falls. Once these Plans are completed, the DEQ will begin the process of developing an Air Quality Maintenance Plan for La Grande. In mid 2002, an air quality survey was prepared by DEQ for mailing to a selected sample of La Grande residents. The survey results will assist in the development of the Maintenance Plan. Once this Plan is approved, La Grande will return to attainment status.

At the local level, in 2001, Union County significantly improved its Smoke Management Program to better regulate field burning. Also in 2001, the City implemented tighter regulation of open burning in the City and enacted programs to promote the composting of yard waste. The number of Open Burning Permits for the Fall, 2001 burning season decreased to 88, compared to 145 permits for the Fall of 2000. Spring, 2002, Open Burning Permits numbered 151 compared to 322 in the Spring of 2001. The Yard Waste Recycling Program, which began operation in early August of 2001, diverted 276 tons of yard debris from the landfill and open burning by November 30, 2001, (a four month period), when the program closed for the season. During 2002, the Yard Waste Recycling Program attracted 5,965 customers with 1,419,980 pounds (710 tons) of yard waste.

**Water Quality:** As required by law, the City of La Grande annually reports to its water customers regarding the quality of the water they use. All sources of drinking water are subject to potential contamination by substances that are naturally occurring or man made. Municipal water is tested to ensure that Maximum Contaminant Level (MCL) standards are met. In 2002, the City reported that the water is safe and had passed Federal and State health standards.

La Grande obtains its water from five (5) active wells that tap the Grande Ronde Aquifer. Three (3) of the wells are shallow alluvial wells (the Gekeler, Island City and Highway 30 wells) and two (2) are deep basalt wells (the Second Street and "H" Avenue well and the Twelfth Street well).

La Grande no longer obtains water from the Beaver Creek Reservoir and Watershed southwest of the City. Due to turbidity problems in the past, it would be necessary to construct a water treatment plant to utilize this water source in the future.

Groundwater quality monitoring is ongoing in the vicinity of the Union Pacific Railroad yards in La Grande. A Diesel Impact Area Map appears in the Land Development Code to show what areas of the City may have been impacted by diesel fuel spills in the rail yard. The City updates the map as new information is received from the Oregon Department of Environmental Quality.

La Grande has been taking steps to improve surface water quality. The City participated in the Total Maximum Daily Load (TMDL) study for the Grande Ronde River and is investing about \$12 million dollars to alter its wastewater treatment operation to take wastewater out of the Grande Ronde River. Wastewater will instead be used to create and enhance wetlands in the Ladd Marsh area southeast of the City.

The City recently installed signs on the curb above all storm water catch basins reading "No Dumping – Drains to River." The City has also been requiring bioswales in new developments to treat storm water before it enters the storm drain system.

The City's Riparian Zone Protection Article in the Land Development Code Ordinance will also have a positive impact on water quality. In written comments received from the Oregon Department of Fish and Wildlife, dated September 9, 2002, the agency recommends that the existing one hundred foot (100') riparian corridor boundary be established long-term for the Grande Ronde River.

The Oregon Department of Fish and Wildlife notes that "the Grande Ronde River, in the vicinity of La Grande, is habitat for Snake River spring Chinook salmon, Snake River summer steelhead, and Columbia River bull trout (all listed as threatened under the Federal Endangered Species Act). Habitat use includes migration corridor for all three species, seasonal rearing habitat for juvenile summer steelhead and juvenile spring Chinook salmon, and is potential spawning habitat for summer steelhead. The Grande Ronde River, in the vicinity of La Grande, has been designated as critical habitat for spring Chinook salmon and summer steelhead by the National Marine Fisheries Service and has been proposed as critical habitat for bull trout by the United States Fish and Wildlife Service. Research has shown that a wider riparian buffer width, such as a one hundred foot (100') buffer, will have greater benefits to fish habitat, channel stability, water quality and wildlife habitat than riparian buffers of lesser width. Benefits include: trapping of sediment; filtering of pollutants; trees that provide stream shade; large wood recruitment to stream channels for fish habitat diversity and complexity; stream bank stability; and maintenance and diversity of macro-invertebrate communities."

The Upper Grande Ronde River Sub-Basin TMDL and Water Quality Management Plan, dated December, 1999, indicates that the Grande Ronde River is water quality limited due to temperature, sediment, habitat, dissolved oxygen, pH, algae, nutrients, bacteria and low flow concerns. According to information received from the Oregon Department of Environmental Quality relating to the Section 319 Nonpoint Source Pollution Grant Program, the primary Section 319 project needs include measures to reduce temperatures, sedimentation, bacteria and nutrient loads, restore riparian shade and stabilize the channel.

In determining the appropriate Riparian Zone width to improve water quality in the Grande Ronde River, the City has taken into account the advice of the Oregon Department of Fish and Wildlife and consulted other sources of information, such as the Metro Goal 5 Report, dated July, 2002. Table 7 of this Report contains a summary of scientific studies of the range of riparian corridor widths needed to protect water quality and enhance fish and wildlife habitat.

For temperature regulation and shade, seven (7) studies are listed. Three (3) of the studies call for a riparian corridor width of 33 to 141 feet for this purpose. Four (4) of the studies call for a width of 98 to 250 feet. On average, the riparian corridor width recommended for temperature control is at least 100 feet.

For bank stabilization and sediment control, eight (8) studies are listed. The recommendations vary from 66 to 170 feet, with an average of 109.5 feet.

For pollutant removal, five (5) studies are listed. The recommendations vary from 33 to 141 feet. The two (2) studies recommending a fixed width versus a range of widths recommend a corridor width for this purpose of 98 feet and 100 feet.

For aquatic wildlife habitat, eight (8) studies are listed. The recommendations vary from 50 to 200 feet. The seven (7) studies recommending a fixed width versus a range of widths recommend an average width for this purpose of 113 feet.

Thus, the City of La Grande concludes that the riparian corridor width along both sides of the Grande Ronde River should be one hundred feet (100') to provide for water quality and thus fish habitat improvements. The Riparian Zone Protection Article in the Land Development Code Ordinance will contain this width.

For additional information regarding water quality, see the City of La Grande Public Facilities Plan and the Water Master Plan, which is adopted as part of this Plan by reference.

For additional information regarding storm water, see the City of La Grande Storm Water Master Plan, which is adopted as part of this Plan by reference.

In 2001, the City Council adopted a Storm Water Ordinance as a step toward implementation of the Storm Water Master Plan. This Ordinance regulates discharges into the storm water system and forms a storm water utility that can collect revenue (monthly storm water utility fees and a systems development charge) to begin addressing storm water capital improvement needs.

Noise Level Quality: Two of the major noise sources in La Grande are the Union Pacific Railroad mainline and Interstate 84. The Department of Environmental Quality recommended allowable statistical noise levels for industrial and commercial noise sources was used as a basis of comparison for a City conducted noise survey. These recommended levels are:

<b>7:00 a.m. to 10:00 p.m.</b>	<b>10:00 p.m. to 7:00 a.m.</b>	<b>Taken at 4:00 p.m. City Study Results</b>
L50 – 55 dBA	L50 – 50 dBA	L50 – 40 dBA
L10 – 60 dBA	L10 – 55 dBA	L10 – 71 dBA
L1 – 75 dBA	L1 – 60 dBA	L1 – 79 dBA

The "L" factor is noise level that is exceeded for the noted percentage of time--for example, L50 indicates the level of noise exceeded 50% of the time. The recommended levels were for point use. La Grande does not have a source of noise in the urban area of this type to compare with DEQ's recommendations. The City data was collected on property adjacent to the freeway which is being proposed for subdivision activity. The intermittent passing of trucks caused the low percentage of noise to be very high but the 50% noise levels were less than the maximum allowable. The City has been unable to obtain recommended noise level standards for traffic generated noise. Noise levels along freeways are regulated by the Oregon Department of Transportation Noise Manual, last updated in 1996 and subsequent editions.

Railroad noise is associated with passing trains and their whistles. The Federal Railroad Administration is in the rule-making process regarding the use of locomotive horns. The City should continue to monitor this rule-making process to determine whether the City can obtain "Quiet Zone" status. Doing so may require additional safety measures at "at-grade" rail crossings and an education-enforcement program.

Objective –

1. To maintain and improve the quality of the air, water and land resources of La Grande. Achievement of a natural resource use pattern which gives as much importance to providing for tomorrow's needs and the protection of the natural environment as to providing for the needs of today.

Policy –

1. That those uses emitting noise and air pollution be located so as not to infringe upon the quality of residential living.
2. That buffer or transition areas be encouraged between industrial and residential uses.
3. That every effort be made to protect the air, water, and land resource from destruction or degradation by urban uses.
4. The City of La Grande shall support and cooperate with the Department of Environmental Quality in their efforts under this program.
5. The City of La Grande shall continue to support and cooperate in all air, water, and noise pollution monitoring through its own efforts or that of the DEQ or other agencies.
6. The City shall review all land use proposals to determine if there may be possible detrimental aspects to the air, water, and noise quality and make sure that these uses conform in all respects to the state and federal emission regulations.
7. The City shall cooperate with the Department of Environmental Quality and the Department of Water Resources in maintaining and evaluating sensitive water aquifers in the City and the Urban Growth Boundary.
8. The City will work with the Department of Environmental Quality to resolve air quality problems within the City and its Urban Growth Boundary.

Recommendations –

1. That the City should continue to work with the County in developing a solid waste program that meets state and federal regulations.
2. The zoning ordinance should provide for the protection of air, water, and land resources from the development of specific urban uses.





## **Statewide Planning Goal 7 - Areas Subject to Natural Disasters and Hazards**

Within the La Grande area there exists three recognized natural hazards which may impose constraints on development. The first natural hazard was identified in 1971 when the Oregon Department of Geology and Mineral Industries printed a report entitled "Engineering Geology of the La Grande Area." A large area on the west and south portions of La Grande was indicated as a potential landslide area requiring further study before development consideration. Since 1971 some additional building has occurred in this area and some evidence of soil mass movement has resulted. Therefore the City initiated further study in an effort to more fully realize the appropriateness of allowing further development to occur in the areas identified as potentially hazardous in the 1971 report.

The study of this is entitled "Soil and Hydrologic Properties and Processes Affecting the Stability of Hillslopes in the La Grande Area and the Potential for Residential Development" and was completed in April 1983. As a result, approximately 274 acres of land on the west side of La Grande has been excluded from the planning area. The area south of La Grande is concluded to be suitable for urban densities with appropriate site plan review of individual development projects. Therefore the UGB includes a portion of the previously identified "geologic hazard area." The report, "Soil and Hydrologic {Properties and Processes Affecting the Stability of Hillslopes in the La Grande Area and the Potential for Residential Development," shall be a supporting document of this Plan.

This report identifies the natural and man made influences upon the landslide hazard area which must be considered in reviewing alternatives for development. This report, in conjunction with the Geological Hazard Overlay Zone identified in the Zoning Ordinance, will be implemented when development is proposed in the hazardous areas identified by the Natural Hazard Map and within the La Grande UGB.

Since the adoption of the Comprehensive Plan in December, 1983, when the original response to Goal 7, Natural Hazards, was drafted, the City has experienced increased hillside residential development. This hillside development, although subject to the Geohazard Site Review process, has produced increased downstream flooding, increased erosion due to removal of natural ground vegetation and cutting slopes, and damage to public improvements from increased storm water velocities. The national Clean Water Act National Pollution Discharge Elimination System (NPDES) regulations have increased local requirements for erosion and sedimentation controls. These changes in conditions and regulations have prompted the City to consider a Hillside Development Ordinance to add further standards to residential development on slopes of 25% or greater.

The second known natural hazard is the flood plain and floodway areas within the UGB. Much of the existing City is built in the flood plain as designated by the U.S. Army Corps of Engineers. The majority of the flood plain within the UGB is designated Zone B subject to one foot or less of water in a 100-year flood. In order to regulate development within the flood plain area, the City has adopted the Flood Management Regulations as required by the Department of Housing and Urban Development and incorporated those provisions with the La Grande Zoning Ordinance.

The third known natural hazard is residual diesel fuel. The residual diesel fuel located in the shallow aquifer within the area legally specified in the attached Exhibit map entitled "Diesel Fuel Contamination Area" presents a potential danger to the public health and the environment if disturbed. The area is designated for residential, commercial and industrial uses in the City's Comprehensive Plan. To assure that potential environmental hazards are not created through the use of shallow groundwater in this area, any new well or any changes or alterations to the construction of existing wells will require notification, review and approval by the Water Resources Department and the Department of Environmental Quality. The review shall take place prior to the issuance of well construction permits.

Objective –

1. To protect life and property from natural disasters and hazards.

Policies –

1. Special consideration must be given to development activities of any nature or type on the colluvial slope formation in the west and southwest portion of the planning area.
2. That the channel and floodway of the Grande Ronde River be kept free of obstructions or any other impediments to the free flow of water.
3. That the impact of high ground water be considered before allowing urban development to the east.
4. That development in floodway fringe areas be limited to that which can be constructed to minimize flood losses.
5. That floodway portions be given special attention to avoid development that is likely to cause an impediment to the flow of floodwaters.
6. Individual development request within the Geologic Hazard Area shall receive site plan review as required by the zoning ordinance.
7. The City shall continue to solicit the advice of the Corps of Engineers on all matters affecting the alteration of areas which may change the course or height of floodwaters.
8. The flood hazard areas shall be shown as an overlay zone on a map together with the geologic hazard areas.
9. For any proposed change or alteration of existing wells in the area legally described in Exhibit "A" entitled Diesel Fuel Contamination Area, notice shall be given to the Department of Environmental Quality.
10. No well may be constructed within the area so specified without approval from the Oregon Department of Environmental Quality.
11. The City shall adopt a Hillside Development standard to regulate residential development in hillsides equal to or greater than 25% slope, or in hillside areas where there has been a history of slope failure giving special consideration to parcel minimum size and impacts on slope stability.

Recommendations –

1. That the issuance of permits for development on existing lots in areas of landslide hazards should be subject to the submission of evidence that the geologic and soil conditions are satisfactory for the purpose of the proposed development and that construction on the site will not adversely affect down-slope lands.

## **Statewide Planning Goal 8 - Recreational Needs**

### **PARK MASTER PLAN**

#### **MISSION**

The responsibility of the City of La Grande Parks and Recreation Department is to:

- Provide an environment and place which enhances a sense of community.
- Promote opportunities for active, healthy lifestyles for all citizens of La Grande.
- Provide the quality of life amenities that enhance economic growth through relocation, a productive work force, increased tourism and recreational spending.
- Protection of natural areas and green spaces, adding to overall livability.

#### **PURPOSE**

The purpose of this Park and Recreation Master Plan is to prepare an effective plan to guide the La Grande Parks and Recreation Department in meeting the park and recreation needs of the citizens of La Grande, Oregon. The Plan is a tool for planning, programming, and budgeting for the Parks and Recreation Department. This will accomplish the following efforts:

- Identify current and future park and recreation needs and desires of the citizens.
- Identify and analyze a range of alternative ways to meet these needs and select the proposals which will best meet citizen needs and financial capabilities.
- Establish an ongoing long-range park and recreational planning process within the department - a process that will involve plan preparation and annual review and updating of the plan's recommendations due to changing conditions and attitudes.
- Coordinate the Park Master Plan with the City's Comprehensive Plan.

#### **OBJECTIVES**

1. To identify and measure the needs and desires of the City's residents for park and recreational facilities and programs.
2. To preserve and protect areas of unique natural and scenic importance for their original and intrinsic value.
3. To maintain a relationship with our past through the retention of historical park sites and structures.
4. To provide a system of multipurpose parks for active and passive recreation.
5. To actively participate in the planning of urban growth and general land use.
6. To provide for the unique recreational needs of the young, the aged, and people with disabilities.
7. To optimize use of the public dollar through:
  - a. cooperative and coordinated facility establishment and program development; and,
  - b. scheduling of acquisition and development.
8. Manage and promote a healthy urban forest.

#### **TIME PERIOD**

The time period of this study is five years, 2012 to 2017, and the recommendations are desired to be achieved during this time period.

## **STANDARDS**

The *Recreation, Park, and Open Space Standards and Guidelines*, compiled by the National Recreation and Park Association (NRPA), no longer exist. It was common to have a national standard of “X” number of acres of parkland or “X” number of facilities per 1,000 persons of population which for La Grande would produce skewed results as we are used more as a regional park system due to our geographic location. The figure of 10 acres of parks and open space per 1,000 persons was the commonly accepted minimum standard and was easily attainable by most communities. But as there is no “anytown” USA and communities are unique and changing, i.e., we all have different climates, different geographics, different fiscal capacities and more importantly different demographics and people we serve. Knowing the best methodology is part art and part science. The Staff and Parks and Recreation Advisory Commission will use a combination of methods to maintain guidelines. Level of service will be linked to level of maintenance as outlined under description of maintenance. Resident’s interests, as shown from survey information combined with an introspective insight by the Parks and Recreation Advisory Commission of La Grande’s social and economic characteristics.

La Grande currently has 45.5 acres of urban developed parklands, 8.53 acres of undeveloped parklands and 5 acres of landscape areas within the Urban Growth Boundary to serve a population of 12,935 and supporting area tourism.

The City of La Grande also owns and maintains Morgan Lake which is 204.5 acres outside of the City's Urban Growth Boundary, bringing the total to 263.5 acres.

## **DEFINITIONS**

Pocket Park	Small area used as a pedestrian rest and relaxation area. Generally in a core shopping area.	Reynolds Park OTECC Parking Lot
Neighborhood Park	Open grass areas for spontaneous play with picnic tables and benches for passive recreation; play structures and multi-use courts. Possibly restrooms or seasonal porta-potties.	Benton Park Birnie Park Candy Cane Park Garden Club Park Sunnyhill Park
Community Park	Area of active or passive recreational opportunities, which could include athletic fields; restrooms; pavilions; kitchen facilities, sports courts; horseshoe pits; volleyball courts; picnic areas; playgrounds; skate parks; walking paths; and open space.	Pioneer Park Riverside Park
Special Use Park	Specialized recreational activities which could include a venue for performances, historic sites, viewpoints, educational and/or informational.	Max Square Gangloff Park
Open Space	Area of natural quality for nature oriented outdoor recreation which could include picnicking, hiking, biking, fishing, swimming and/or boating.	Morgan Lake Grande Ronde River Greenway
Landscape Areas	Area designed for aesthetic and environmental value only.	Island Avenue OTECC Parking Lot

## **BRIEF HISTORY AND FUTURE IMPROVEMENTS ASSESSMENT**

The following pages provide descriptions of existing park facilities.

### **BENTON PARK** **902 Division Street**

#### **PARK HISTORY**

Park property was purchased over a period of time beginning in 1956; final lot was purchased in 1969.

#### **OVERALL DESIGN INTENT**

Benton Park is classified as a "Neighborhood Park" as defined by the City's Park Master Plan. The park is 1.42 acres in size and is located at the corner of Third Street and Benton Avenue.

The intent of the park is to include amenities that consist of open grassy areas for spontaneous play, picnic tables and benches for passive recreation; child play areas, and/or multi-use courts.

#### **EXISTING CONDITIONS**

Open grassy area with an automatic irrigation system. There is a small playground module, two portable picnic tables and sixteen park trees. The Parks Department has placed a "Doggie Scoop Station" at this site.

Facilities are aging, with little or no upgrades in recent years.

High vandalism area.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level III. Irrigation is on an automated system to maintain adequate soil moisture while conserving water.

#### **NEEDED IMPROVEMENTS**

- Pave parking area.
- Add ADA Curb cut by Playground.
- Plant 26 additional trees: six around play/picnic area; 10 along property/fence line; and 10 on north side planting strip.
- Construct small backstop and wing fencing for baseball field.
- New playground equipment.
- Construct chain link fence along the south side of the park.
- Construct half-court basketball court.
- Install signage with park name and rules.

## **CANDY CANE (CONNORDALE) PARK**

### **901 12<sup>th</sup> Street**

#### **PARK HISTORY**

The City of La Grande included this property in a quiet title suit in the year 1925, which resulted in a decree to the City, dated August 2, 1927. A quitclaim deed (deed book 86 page 35), dated August 8, 1927, was acquired from one of the defendants, Amanda C. Moore, for all of block 3, and all of block 2 except lots e and 4. Said deed runs to the City of La Grande and contains recital as follows; “for the purpose of a site, or part of a site, for a city park and playground and buildings connected therewith; and it is understood that this conveyance is made and accepted on condition that said described real estate and playground and building connected therewith, and for no other purpose; and if not so used for such purpose, the title to said real estate shall revert to the grantor herein.”

#### **OVERALL DESIGN INTENT**

Candy Cane Park is classified as a “Neighborhood Park” as defined by the City's Park Master Plan. The park is 1.77 acres in size and is located on the corner of 12<sup>th</sup> Street and “J” Avenue.

The intent of the park is to include amenities that consist of open grassy areas for spontaneous play, picnic tables and benches for passive recreation; child play areas, and/or multi-use courts.

#### **EXISTING CONDITIONS**

Open grassy area with an automatic irrigation system. There is a small playground module, one permanent picnic table, one park bench, one drinking fountain, one BBQ stand, one baseball / softball field with backstop, limited electrical outlets and twenty-nine park trees.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level III. Irrigation is on an automated system to maintain adequate soil moisture while conserving water.

#### **NEEDED IMPROVEMENTS**

- Replace irrigation system.
- Upgrade play structure.
- Install restrooms.
- Repair sidewalks.
- Remove and replace many of the right-of-way trees.
- Install signage with park name and rules.

## **GANGLOFF PARK**

### **11 Highway 30**

#### **PARK HISTORY**

In 1924, Mary T. Foley deeded 2.5 acres of land along Highway 30 on the west edge of La Grande to the Oregon Highway Department. Foley was a descendant of a Grande Ronde Valley Pioneer named Gangloff and she requested the land be dedicated to the pioneers.

In 1983, ownership of the parcel, which overlooks Pioneer Park, was transferred to the City of La Grande with the conditions that it will only be used for a public park and recreational purposes and that it be known as Gangloff Park. At that time, the City entered into an agreement with the La Grande Rotary Club to develop and maintain the park.

In 1991, the William Cusick Chapter of the Native Plant Society of Oregon began discussions with the Rotary Club regarding the development of a wildflower garden and interpretive trail at Gangloff Park. In January 1993, the Rotary Club decided to discontinue their involvement with the park, and shortly thereafter, the Native Plant Society took over the maintenance and development of the park under the leadership of Bob Ottersburg until his death in 2004.

The La Grande-Union County Chamber of Commerce obtained an historic log cabin which was moved to the park in 1993 and served as a Visitor Information Center for several years.

#### **OVERALL DESIGN INTENT**

Gangloff Park is classified as a “Special Use Park” as defined by the City’s Park Master Plan. The park is 2.5 acres in size and is located at the entrance to La Grande on Oregon Highway 30. It was designed by the Native Plant Society.

Special Use Parks are designed for specialized recreational activities, which include walking; viewing; educational and/or informational.

#### **EXISTING CONDITIONS**

Open native grassy area that has a paved walkway throughout the site; three permanent picnic tables; two park benches; a historical log cabin; Signature Rock; and a history display sign.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set in Level II.

#### **NEEDED IMPROVEMENTS**

- Handrail on stairs
- Restrooms
- Interpretive Wayside and Information Center
- Repair fence
- Repave paths
- Improve visitor amenities

## **GARDEN CLUB PARK**

### **1301 “Y” Avenue**

#### **PARK HISTORY**

The City of La Grande acquired the park property from Anna M. Polack in April 1937.

#### **OVERALL DESIGN INTENT**

Garden Club Park is classified as a “Neighborhood Park” as defined by the City’s Park Master Plan. The park is .5 acres in size and is located on the corner of “Y” Avenue and Depot Street.

The intent of the park is to include amenities that consist of open grassy areas for spontaneous play, picnic tables and benches for passive recreation; child play areas, and/or multi-use courts.

#### **EXISTING CONDITIONS**

Open grassy area with an automatic irrigation system. There is a small playground module, one permanent picnic table and eleven park trees.

Facilities are aging, with little or no upgrades in recent years.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level III. Irrigation is on an automated system to maintain adequate soil moisture while conserving water.

#### **NEEDED IMPROVEMENTS**

- New playground equipment.
- Replace irrigation system.
- Replace 75% of sidewalk.
- Install signage with park name and rules.



## **GEORGE S. BIRNIE PARK**

### **1302 "C" Avenue**

#### **PARK HISTORY**

George S. Birnie Park was acquired on December 26, 1972, donated to the City by the La Grande Lions Club. There is an Agreement between Jean R. Birnie and the La Grande Lions Club that states: "the use of the park property is for the purpose of developing a children's park for the use of the children of La Grande and to be known as the "George S. Birnie Park".

#### **OVERALL DESIGN INTENT**

Birnie Park is classified as a "Neighborhood Park" as defined by the City's Park Master Plan. The park is 2.2 acres in size and is located on "C" Avenue near Sixth Street.

The intent of the park is to include amenities that consist of open grassy areas for spontaneous play, picnic tables and benches for passive recreation; child play areas, and/or multi-use courts. Landscaping should be kept to a minimum to ensure the large open spaces are not compromised.

#### **EXISTING CONDITIONS**

Open grassy area with an automatic irrigation system. There is a restroom, small playground module, four permanent picnic tables, seven park benches, one small picnic shelter, four BBQ stands, one drinking fountain, one "doggie scoop station", an Oregon Trail Bi-Centennial Display, walking path; and thirty park trees.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level III. Irrigation is on an automated system to maintain adequate soil moisture while conserving water.

#### **NEEDED IMPROVEMENTS**

- Develop paved parking by the Pavilion and at the west end of the park, which will add needed spaces.
- Replace irrigation system.
- Add surface drainage where needed.

## **ISLAND AVENUE GREENWAY**

### **PARK HISTORY**

This Greenway is located at the I-84 Interstate Freeway and Highway 82 Interchange and parallels the Union Pacific Railroad tracks. The site, which is owned by the State of Oregon and the Union Pacific Railroad, was first developed in 1985 when the La Grande Centennial Committee planted trees along the strip. The La Grande/Union County Chamber of Commerce took over the project to beautify the main entrance to La Grande and the City is now responsible for maintenance.

In 1996, the City signed a 20 year lease with the Idaho Northern & Pacific Railroad Company, which will expire May 31, 2016.

### **OVERALL DESIGN INTENT**

The area is designed for aesthetic value only.

### **EXISTING CONDITIONS**

Landscaped with a paved walkway along the total length, there are approximately 165 trees and general landscaping. The total area has limited automatic irrigation.

### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set for Level II.

### **NEEDED IMPROVEMENTS**

- Replace welcome sign.

## **THOMAS AND F. MAXINE COOK SQUARE**

### **1001 Adams Avenue**

#### **PARK HISTORY**

In November, 1987, a fire destroyed the building that housed seven businesses on this site and the owner decided not to rebuild. A group of community-minded citizens formed the Friends of Mainstreet Committee and kicked off what became a six-year effort to raise \$90,000 to purchase the property so it could be developed into a park. To raise the funds, the group regularly sold homemade strawberry shortcake at all community events and the engraved bricks which adorn the park. Ownership was transferred to the City in 1995. In August 2003, as a result of another fund-raising effort, a bronze recreation of a historical statue/fountain, *Cast Iron Mary*, was placed in the park.

#### **OVERALL DESIGN INTENT**

Max Square is classified as a "Special Use" Park. It is .25 acres in size and is located in the downtown corridor across the street from the City Hall to the south and the City Library to the west. It is designed as a venue for special events, community celebrations and is the home to the Farmers' Market.

#### **EXISTING CONDITIONS**

The park has a concrete and brick surfacing with extensive landscaping, a small stage with concrete seating, two park benches and is the site of the official community Christmas tree.

#### **MAINTENANCE STANDARDS**

This park will be maintained in accordance with the standards set forth in Level III plus the additional maintenance required for special events.

#### **NEEDED IMPROVEMENTS**

- Replace sponsored bricks.
- Upgrade electrical system.

## **MORGAN LAKE**

### **PARK HISTORY**

Please refer to the Recreational Use and Development Plan prepared in 1976, which gives the history of Morgan Lake starting in 1873, as compiled by Howard Fisk and Iver Masterson. More recently, a Morgan Lake Development Plan was adopted in 2008 to provide guidelines for future improvements, many of which were implemented in 2009 and 2010, using grant funds received from the Oregon Department of Fish and Wildlife and the Wildhorse Foundation and in-kind labor from the Oregon Youth Authority RiverBend, the La Grande Rotary Club and Eagle Scout Projects.

### **OVERALL DESIGN INTENT**

Morgan Lake is classified as "Open Space" as defined by the City's Park Master Plan. The Park is 205 Acres in size and is located off Morgan Lake Road on top of Table Mountain, southwest of La Grande.

The intent of this park is to maximize overall recreational benefits in a natural environment with minimum impact and is to be managed primarily for passive recreational pursuits. The Oregon Department of Fish and Wildlife stocks the Lake with rainbow trout annually, making it a prime local fishery.

### **EXISTING CONDITIONS**

In 2009 and 2010, the first phase of the proposed improvements was implemented in accordance with the Morgan Lake Development Plan. Improvements included a host camp site, four (4) fishing piers, a floating dock, pre-fabricated restroom, campsite enhancements, trail and erosion work, entry gate and planting of native vegetation.

Morgan Lake is considered a primitive park that has a history of low levels of maintenance and a high rate of vandalism.

### **MAINTENANCE STANDARDS**

This park will be maintained in accordance with standards set at Level II.

### **NEEDED IMPROVEMENTS**

As outlined in the Morgan Lake Development Plan.

## **PIONEER PARK**

### **501 Palmer Avenue**

#### **PARK HISTORY**

The City of La Grande acquired the various tax lots that make up the park property from the following: Herman and Marjorie Roesch, 1939; Lee and Mary Joan Bouvy, 1945; State of Oregon, 1949; Oregon Department of Transportation, 1979; and the Oregon National Guard, 1999. The current park maintenance shop was part of the old Oregon National Guard Compound and was deeded to the City in 1999 when their new facility was built on 12<sup>th</sup> Street.

#### **OVERALL DESIGN INTENT**

Pioneer Park is classified as a "Community Park" as defined by the City's Park Master Plan. The park is approximately 30 acres in size and is located on the corner of Alder Street and Palmer Avenue.

The intent of the park is to provide diverse recreational opportunities to include amenities that consist of open grassy areas for spontaneous play and multi-use athletic fields; sports courts; skate park; swimming pool; picnic areas; and a covered pavilion. Pioneer Park is identified as a high activities area because of the athletic venues that it provides for the citizens of La Grande.

#### **EXISTING CONDITIONS**

The open grassy areas and multi-use athletic fields have automatic underground irrigation systems. There are two sports courts, which are under repair; a 15,000 square foot skate park; two restrooms; one major baseball stadium which includes covered dugouts, permanent grandstands, a concession area, field lighting and a maintenance building; three small baseball/softball fields, one of which has field lights; and a regulation-sized soccer field. There is a small playground, covered pavilion, five permanent picnic tables and approximately 100 park trees. Pioneer Park is also the home to the Veterans' Memorial Swim Pool, which is listed later in this document.

Park is in fair condition with a mix of new facilities and aging components.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth as Level IV plus the additional maintenance associated with special events and tournaments.

#### **NEEDED IMPROVEMENTS**

- Resurface tennis courts with sports court materials for multi-purpose courts.
- New playground (small to medium size).
- Blacktop parking lot at back soccer field.
- Signage with name and directions.
- Restroom renovation.
- Install athletic field lights on soccer field.
- Replace irrigation on big field, adding central station compatibility.

## **REYNOLDS PARK**

### **1115 Washington Avenue**

#### **PARK HISTORY**

In 1986, Everett J. Reynolds and Margery M. Reynolds deeded this small parcel of land on the south edge of the City's parking lot adjacent to Washington Avenue to the City. The park site was developed by Boy Scout, Matt Valentine of Troop 514 as an Eagle Project in 1986. The Beta Sigma Phi Sorority currently assists with maintenance.

#### **OVERALL DESIGN INTENT**

Reynolds Park is classified as a Pocket Park as defined by the City's Park Master Plan. The park acreage is small (.01 acre) and is located adjacent to the Reynolds Building on Washington Avenue between Fourth and Depot streets. Reynolds Parks is used as a pedestrian rest and relaxation area.

#### **EXISTING CONDITIONS**

Park is landscaped, with a paved walkway running through it. There is one permanent park bench and various plantings.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set in Level II.

#### **NEEDED IMPROVEMENTS**

- Low-volume irrigation system.
- Replace some plantings.

## **RIVERSIDE PARK**

### **3501 Spruce Street**

#### **PARK HISTORY**

The City of La Grande acquired the various tax lots that make up the park property from Edmund and Annie Carbine in 1909. The last land adjustments occurred in 1987 between the City of La Grande and Jim and Bernice Volez, which accomplished a property line adjustment between the two parties. In February 2011, an early morning fire destroyed the 97-year old pavilion, attached maintenance sheds and their contents. The Pavilion is being reconstructed to replicate the old pavilion, using modern materials. This building is being funded using insurance, grant and donation monies.

#### **OVERALL DESIGN INTENT**

Riverside Park is classified as a “Community Park” as defined by the City’s Park Master Plan. The park is approximately 12.4 acres and is located in the City’s Urban Growth Boundary at the corner of Spruce Street and Fruitdale Lane.

The intent of the park is to provide diverse recreational opportunities to include amenities that consist of open grassy areas for spontaneous play; picnic areas; covered pavilion; horseshoe pits; outdoor volleyball areas; and children’s playgrounds. The Park serves as the trailhead for the Grand Tour Scenic Bikeway between La Grande and Baker City.

Riverside Parks is identified as a “Passive Park” primarily used for passive recreation needs of all ages. It is designed to accommodate medium large groups of people for a variety of day uses. Passive and cultural activities are encouraged.

#### **EXISTING CONDITIONS**

The open grassy areas are watered by an underground automatic irrigation system. There is one restroom; thirty-eight picnic tables and seventeen park benches scattered throughout the park; approximately 100 park trees; twelve horseshoe pits; one volleyball pit; four BBQ stands and one tot lot playground. A very large children’s playground, featuring various pieces play equipment was constructed in 2003, and a new pavilion with a modern kitchen facility will be completed in 2012. A pedestrian bridge will be constructed during the summer of 2012, making the park the trailhead to the future Grande Ronde River Greenway.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level IV plus the additional maintenance required by special events and the pavilion kitchen clean-up.

#### **NEEDED IMPROVEMENTS**

- Resurface parking lot adjacent to pavilion.
- Upgrade irrigation.
- Install fencing and boulders along roadway, removing posts.
- Remodel restroom.
- Construct new parking lot and add parking throughout park with car stops.
- Construct a maintenance shop to serve both the park and future Greenway.

## **SUNNYHILL PARK**

### **407 Aquarius**

#### **PARK HISTORY**

The City of La Grande acquired the park property when the Sunnyhill Subdivisions were platted in the 1970's. In 1993, residents of the subdivision formed the Sunnyhill Neighborhood Park Development Committee to plan and develop the park. Since that time, the park has been informally referred to as "Sunnyhill Park". In 1994, the Parks Department, working with the Neighborhood Development Committee, planted turf and installed an automated irrigation system.

#### **OVERALL DESIGN INTENT**

Sunnyhill Park is classified as a "Neighborhood Park" as defined by the City's Park Master Plan. The park is one (1) acre in size and is located on the corner of Aquarius and Gemini streets.

The intent of the park is to include amenities that consist of open grassy areas for spontaneous play, picnic tables and benches for passive recreation; child play areas, and/or multi-use courts.

#### **EXISTING CONDITIONS**

Open grassy area with an automatic irrigation system. There is a small playground module; half court basketball, paved walkway, two portable picnic tables and thirty-six park trees.

Park is fairly new and in good condition and is highly supported by area residents.

#### **MAINTENANCE STANDARDS**

The park will be maintained in accordance with the standards set forth in Level III. Irrigation is on an automated system to maintain adequate soil moisture while conserving water.

#### **NEEDED IMPROVEMENTS**

- Install drainage in lower side of park.



## **VETERANS' MEMORIAL SWIM POOL**

### **401 Palmer Avenue**

#### **POOL HISTORY**

The pool was originally built in 1950 as an outdoor, 50-yard pool, but was closed in 1991 due to significant deterioration. A bond levy was passed in 1996 to renovate the pool, making it an indoor facility with an eight-lane, 25-yard lap pool and a 36' by 59' therapy pool with a water slide. A party room, mechanic room, offices, lobby and restrooms were added on the east side, but the locker room was not replaced, although a concrete block wall was constructed around the shower portion in each locker room.

The newly renovated pool opened in July 1998. In 2000, a zero depth splash park containing baby bungees, geysers, tumble buckets and a mushroom water feature was added for use by smaller children and families.

#### **OVERALL DESIGN INTENT**

Veterans' Memorial Swim Pool is a public pool intended to provide recreational opportunities for the residents of La Grande and the surrounding communities. Programming consists of water aerobics, swim lessons, water babies, gentle exercise classes, lap swimming, life guard training, water safety instructor training, family swims and recreational swims.

The Pool is also used by other organizations to complete their missions. The La Grande Swim Club and the La Grande High School Swim Team both provide competitive swimming and host competitive swim meets. Mountain Valley Therapy and the Grande Ronde Hospital bring their clients to the pool for warm water physical therapy and Eastern Oregon University contracts with the City to use the facility for their students.

#### **EXISTING CONDITIONS**

The facility is generally in good condition. Great strides have recently been made in energy conservation and other means of conservation are being investigated.

#### **MAINTENANCE STANDARDS**

The pool will be maintained in accordance with the standards set forth in Level V.

#### **NEEDED IMPROVEMENTS**

- Replace/upgrade slide.
- Install energy efficient lighting in natatorium
- Install tile in locker room floors.
- Install dehumidification system for heating pools and dehumidifying ambient air.
- Install sky lights.
- Install a family changing room.
- Install a solar system for the outdoor pool.
- Replace or remodel locker room.
- Construct a kitchen in the party room.
- Add a large concession area.
- Construct an adjacent community center on the eastside to house a fitness room, gym, indoor playground and meeting rooms.
- Move Superintendent's office to front entrance and use existing office area/party room for multipurpose rooms.

## **POLICIES**

### **General Policies:**

Facilities within a park may be adjusted to meet the needs and desires of an area and the character of the site.

When a park or related facility is to be located in or near the City of La Grande, City input will be utilized in acquisition, development, and maintenance of the that facility (to provide for coordination with other existing and planned local facilities).

Acquisition of land through donations or long-term lease will be encouraged.

### **Pocket Park Policies:**

Pocket Parks may require low priority for both acquisition and maintenance. The use of volunteers to provide maintenance of these parks will also be encouraged.

### **Neighborhood Park Policies:**

Neighborhood park facilities are for spontaneous use by residents. Highly organized, competitive sports are discouraged.

Restroom facilities will not normally be provided in neighborhood parks.

Neighborhood parks will have second priority for maintenance.

### **Community Park Policies:**

Community park facilities will remain high priority in both maintenance and capital improvements, as they are used by the larger segments of the population and generate local tourism spending.

### **Open Space/Greenways:**

It is desirable to have an appropriate balance of organized recreational facilities and areas retained and protected in their own natural state as found or restored to pre-degraded conditions.

### **Design Intent**

The intent of most of these areas is to protect water resources, wildlife, native vegetation and the ecological impacts of recreation to the natural environment. These areas should:

- Reclaim degraded areas to accommodate natural processes and serve peoples recreational needs and provide educational value by the design and management of the area.
- Protect areas from incremental and cumulative and often unnoticed degrading of natural spaces from fragmentation of uses.
- Provide areas for passive recreation which may include bird watching, fishing, hiking, swimming, etc.

### **Landscape Areas**

These areas are valuable assets, which enhance the value of properties and stimulate pride in the community. Landscaped areas add aesthetic value to shopping areas, entrances and portals within the City which creates a positive impression of the City and a pleasant environment to visit and shop.

### **RECOMMENDATIONS**

As a City with so many great recreational assets, from well groomed athletic fields that support local to region tournaments to quieter, natural settings like Morgan Lake for family camping and fishing trips, a concentrated effort will be needed to maintain the many existing facilities. New acquisitions or facilities must have some amount of priorities related to the overall economic wellbeing of the community. The continued use of private/public partnerships and the use of grant funds will be essential to meet those goals.

## **APPENDIX A**

### **CAPITAL IMPROVEMENT LIST**

- Development of Grande Ronde River Greenway Project.
- Replace aging playground equipment at Benton, Garden Club and Pioneer parks.
- Remodel restrooms at Pioneer and Riverside parks.
- Continue/Complete Development of Morgan Lake in accordance with the Morgan Lake Master Plan.
- Install energy saving improvements at the Aquatics Center
- Renovate shower rooms at Aquatics Center.
- Resurface tennis courts using sports court tiling, making them multi-functional for roller hockey and similar uses.
- Develop a walking path around Pioneer Park.
- Development of old tennis court area in Pioneer Park into overflow parking and green space.
- Construct a replacement Maintenance Shop.
- Construct new parking and resurface current parking areas in Riverside Park.
- Construct an Event Patio east of the Riverside Pavilion Kitchen.

## **APPENDIX B**

### **GENERAL DESCRIPTION OF LEVEL II MAINTENANCE**

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#### **DAILY (Only during peak usage periods)**

- Stock and clean restrooms where applicable.
- Litter Pickup.
- General Safety Walk About.

#### **WEEKLY**

- Stock and clean restrooms where applicable.
- Litter Pickup.
- General Safety Walk About.
- Trash collection.

#### **MONTHLY**

- Litter/Trash pickup by correctional facility personnel and other groups when available (Morgan Lake and Island Avenue).

#### **ANNUALLY**

- Pump Pit Restrooms (Morgan Lake).
- Dam Maintenance (Morgan Lake).
- Inspect trees for hazards and maintenance.

#### **AS NEEDED**

- Inspect dam outlet at Morgan Lake.
- Clean ash and debris from fire rings at Morgan Lake.
- Weed Control (Island Avenue and Reynolds).
- Mowing (Morgan Lake Dam and Island Avenue).
- Irrigation Repairs (Island Avenue).

## **APPENDIX B (Continued)**

### **GENERAL DESCRIPTION OF LEVEL III MAINTENANCE**

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#### **DAILY**

- Trash Collection
- Litter Pickup
- Visual Playground Inspection
- General Safety Walk About

#### **WEEKLY**

- Turf mowed twice weekly in spring and weekly in summer months.

#### **MONTHLY**

- Irrigation generally cycled, observed and reprogrammed as needed; necessary repairs made.
- Detailed playground inspection using checklist.

#### **ANNUALLY**

- Structure repairs and maintenance.
- Fencing, gates and backstops repaired/renovated.
- Picnic tables and benches refurbished.
- Sidewalk and pathway repairs.
- Tree maintenance.
- Tree planting.
- Fertilization of turf.

#### **AS NEEDED**

- Aeration
- Thatching
- Reseeding
- Weed Control
- Edging
- Leaf Pickup
- Snow Removal

## **APPENDIX B (Continued)**

### **GENERAL DESCRIPTION OF LEVEL IV MAINTENANCE**

---

#### **DAILY**

- Trash Collection
- Litter Pickup
- Visual Playground Inspection
- General Safety Walk About
- Clean and prep kitchen/pavilion prior to each rental during spring/summer/fall
- Clean and stock restrooms at least once daily; more often with multiple pavilion bookings or special events in park
- Ball field prep and inspection in season
- SK8 Park clean-up and inspection

#### **WEEKLY**

- Turf mowed twice weekly in spring and weekly in summer months
- Athletic fields mowed twice weekly throughout growing season

#### **MONTHLY**

- Irrigation generally cycled, observed and reprogrammed as needed; repairs on athletic fields are a priority
- Detailed playground inspection using checklist.

#### **ANNUALLY**

- Structure repairs and maintenance.
- Fencing, gates and backstops repaired/renovated.
- Picnic tables and benches refurbished.
- Sidewalk and pathway repairs.
- Tree Maintenance.
- Tree planting.
- Fertilize turf 3 to 5 times
- Aerate 3 to 4 times
- Thatch
- Weed control in turf
- Event Prep

#### **AS NEEDED**

- Over seeding
- Weed Control
- Edging
- Leaf Pickup
- Snow Removal
- Infield renovation and repairs

## **APPENDIX B (Continued)**

### **GENERAL DESCRIPTION OF LEVEL IV MAINTENANCE VETERANS' MEMORIAL POOL**

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#### **DAILY**

- Trash Collection
- Reset chemical panels (3 times day)
- Add briquettes to pulsar units
- Pick up garbage on deck
- Wipe down sinks and pick up garbage in locker rooms

#### **WEEKLY**

- Backwash (9) filters
- Clean strainer baskets (11) in summer w/addition of splash pool
- Add Chemicals to pools
- Full chemical test on both pools
- Check eyewash stations
- Vacuum pools
- Add water to pools
- Fill acid tank
- Wash windows at front entrance
- Wash windows in Lobby
- Check emergency lights
- Check gauges on pool filters
- Check flow meters
- Check injector pumps

#### **MONTHLY**

- |                            |                               |
|----------------------------|-------------------------------|
| • Check fire extinguishers | • Tighten ladders and stairs  |
| • Hose entire deck         | • Soak green clothes bags     |
| • Clean bleachers          | • Clean pulsar pieces in acid |
| • SOS gutter edge          |                               |

#### **QUARTERLY**

- |  |                         |
|--|-------------------------|
| • Change h-vac filters on system 1 and 2 | • Oil motors            |
| • Clean air inlet on h-vac               | • Clean lockers on deck |
| • Clean foot valves in acid tank         | • Adjust pit            |

#### **6-MONTHS**

- Clean sensors
- Run acid through lines



## **APPENDIX B (Continued)**

### **GENERAL DESCRIPTION OF LEVEL II MAINTENANCE VETERANS' MEMORIAL POOL**

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#### **ANNUAL**

- Winterize splash pool
- Un Winterize splash pool
- Clean out deck gutters
- Buff pool tiles
- Clean ladders and chairs
- Wax slide
- Drain, clean and refill large pool
- Drain, clean, paint and refill small pool
- Clean eastside vents
- Carpets cleaned
- Change molding on ez-ladder
- Pull pool gutters and clean
- Clean ceiling vents

#### **CONTRACTED ITEMS**

- Backflow inspection
- Repaint locker room floors
- Spot paint beams
- Change belts and grease motors in h-vac
- Clean large windows
- Clean boilers Heat exchangers
- Sprinkler inspections
- Fire system inspections
- Boiler inspections
- Natatorium bulbs replaced
- Gutters welded
- Tiles repaired

#### **AS NEEDED**

- Garbage outside facility
- Clean garbage cans
- SOS chair lift
- Change batteries in flow meters
- Change batteries in carbon dioxide detectors
- Clean party room



## **Statewide Planning Goal 9 - Economic Development**

### **I. GOAL AND POLICIES**

The following goals, objectives, policies and recommendations have been formulated by the City to direct the community's economic development program during the next five to ten years.

#### **A. GOALS**

##### **Goal 1 – To Create High Quality Family Wage Jobs**

To promote industrial and commercial development that generates high quality family wage jobs and income for the community and creates sustainable and environmentally sound economic vitality.

##### **Goal 2 – To Foster the Growth and Expansion of Eastern Oregon University**

To support the university in its efforts to grow and target educational programs to the region and the state. Provide sites and other infrastructure to businesses seeking to partner with the university.

##### **Goal 3 –To Promote Retail Development**

To promote the development of the City as a Regional Shopping Center by providing a greater range of retail services for residents and visitors. As a Regional Center, allow residents to satisfy their shopping needs within the Community and provide a greater range of services for travelers on I-84.

##### **Goal 4 – To Revitalize the Downtown**

To revitalize the Central Business District by building on its historic character, expanding the mix of goods and services offered and creating public spaces and amenities.

##### **Goal 5 – To Establish Sufficient Capacity for Commercial and Industrial Development**

To amend the Urban Growth Boundary (UGB) and consider an Urban Reserve Area (URA) to provide for sufficient land to meet the City's long-term commercial and industrial economic development goals.

#### **B. OBJECTIVES**

1. To provide public improvements and infrastructure to support job-creating development. Provide planning and funding for public improvements including streets, utilities, telecommunications and other facilities in support of development that will create a range of types of family wage jobs for residents of La Grande.
2. To provide appropriate sites for businesses creating family wage jobs. Assist in land assembly and infrastructure development for quality industrial districts and business parks to attract businesses that create family wage jobs. To manage the locations of the allowable uses to ensure that the land is properly utilized.
3. To coordinate the City's economic development program with the citizens of La Grande, community-based organizations, Union County, Union County Economic Development Corporation, the Chamber of Commerce, the Oregon Community and Economic Development Department (OCEDD), Northeast Oregon Economic Development District and other local, regional, state and federal agencies.
4. To continue and enhance the City's economic development program with EOU as a means of attracting and retaining businesses.
5. To provide public improvements to sites for retail development. To plan and develop infrastructure and public facilities to encourage retail and mixed-use projects.

6. To diversify and strengthen the mix of economic activity in City of La Grande and the surrounding region without diminishing the livability of the area.
7. To support and utilize regional and local partnerships for greater economic development opportunities.

## **C. POLICIES**

### **General**

- Policy 1. The City shall undertake specific activities to encourage the growth of existing businesses, to encourage a diversity of businesses, and to attract new businesses to the community in industries that will provide local employment opportunities that are consistent with community needs and not detrimental to the quality of life in the community.
- Policy 2. The City shall evaluate the suitability of a proposed industrial development according, but not limited, to the following factors: availability of labor force and materials, market locations, transportation and service needs, relationship to present economic base and similar considerations.
- Policy 3. The City shall provide for adequate and convenient vehicle, public transit (via Community Connection of Oregon) and bicycle access and parking to accommodate customers and employees in commercial areas.
- Policy 4. The City shall require that business development occurs only after sufficient right-of-way, improvements, and special control of access points have been obtained to accommodate the added traffic generated.
- Policy 5. The City shall ensure that public services will be planned for and made available to those areas designated and zoned for industrial and commercial uses.
- Policy 6. The City shall promote and encourage investment in communications infrastructure to provide opportunities for remote offices, home-based employment, and other communications-dependent employment.
- Policy 7. The City shall focus economic development efforts on the following existing industry clusters: Wood Products, Education, General Manufacturing, Health Care; the following emerging/targeted clusters: Regional Retail, Truck and Rail Transportation & Warehousing; and the following non-cluster opportunities: medical research and development, other medical services, suppliers, private firefighting, and tourism.
- Policy 8. The City shall take social, aesthetic, and environmental values into consideration when planning for commercial and industrial development.
- Policy 9. The City shall work with regional organizations (e.g., Northeast Oregon Economic Development District (NEOEDD), the Union County Economic Development Corporation (UCEDC), the Northeast Oregon Alliance, the Northeast Oregon Business Development and the Greater Eastern Oregon Development Corporation (GEODC), and local organizations (e.g., Union Commercial Club and Union United) to enhance its economic planning efforts.

### **Location of Uses**

Policy 10. The City shall encourage highway-oriented businesses to be located near intersections of major arterials.

Policy 11. The City shall encourage the grouping of commercial uses in such a manner as will facilitate customer involvement from one store to another.

Policy 12. The City shall locate commercial areas so as to provide good access between them and the trade area served.

Policy 13. In order that residential areas may be free from industrial traffic, the City shall locate industrial areas with access provided primarily to and from major transportation routes which include arterial truck routes, highways, and railroad lines.

Policy 14. The City shall require certain industrial uses generating heavy traffic, noise, smoke, or other nuisances to be located where it is feasible to provide a transition, with light industrial areas, commercial areas, or open space to adjoining land uses.

### **Commercial and Industrial Sites**

Policy 15. The City shall market the availability of commercial, industrial, and business park sites to potential employers who provide family wage jobs. Such marketing should include a description and timeline for the required land use approvals.

Policy 16. The City or its urban renewal agency shall seek to aggregate and redevelop commercial parcels in the area bounded by Cove Avenue, North Albany Street, East R Avenue, and the Grande Ronde Ditch for commercial uses.

Policy 17. Where areas have been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks that support a specific industry.

Policy 18. The City shall protect lots with existing areas of two and one half (2½) acres or more in commercial and industrial zones by requiring approval of a Master Plan to govern proposed uses, development patterns, and parcel sizes, along with subdivisions, partitions, and property line adjustments. The Master Plan shall be used to maximize the long-term potential for commercial and industrial employment in accordance this Goal 9 chapter.

Policy 19. The City shall identify areas where large lot lands are to be located. The City shall develop specific criteria to protect large sites from any partitioning or development activity that would inhibit the availability of these lands for large industrial users in the future.

### **Planning for Future Growth**

Policy 20. The City shall identify land that will provide for expansion of existing businesses and/or attract new businesses and shall reserve that land for future industrial development that is consistent with community needs and goals and not detrimental to the quality of life in the area.

Policy 21. The City shall ensure that space for industries is reasonably scaled to the anticipated demand and need.

Policy 22. The City shall maintain at least a ten (10) year supply of vacant serviceable land in a range of parcel sizes within the Urban Growth Boundary (UGB) to accommodate new employers and the growth of existing employers.

Policy 23. The City should consider establishing Urban Reserve Areas (URAs) adjacent to the UGB to identify the location of future Commercial and Industrial lands that the City will likely include in

future UGB expansions. The establishment of URAs would promote the long range planning of public utilities and services. The City of La Grande shall coordinate with Union County regarding the designation of URAs adjacent to the UGB for Heavy and Medium Industrial uses.

Policy 24. The land areas to be added to the UGB and/or designated as Urban Reserve Areas (URAs) in the future (see Exhibit 2) shall be reserved for businesses which demonstrate an actual need for medium to large sites of approximately 25 to 100 acres or larger per business. The objective of this policy shall be to maximize the long term potential for commercial and industrial employment in accordance with this Goal 9 chapter and shall provide for the maximum use of the parcels yet be consistent with all other applicable requirements of the law.

#### **Downtown**

Policy 25. The City shall encourage Central Business District retail and service uses to remain concentrated and consolidated rather than geographically expanded.

Policy 26. In order to encourage residents to live within close proximity to their place of work, the City shall support and promote mixed-use development in the Central Business, General Commercial and Residential-Professional zones.

Policy 27. Residential development; i.e., residential units, shall be supported and encouraged on the second and higher floors in the Central Business Zone. Residential uses shall also be permitted on the main and higher floors as identified in the "Residential Overlay Zone Map", in an area of the GC General Commercial Zone, provided that the store front is used for retail or other commercial purposes.

Policy 28. The City shall support new commercial development along alleys in the downtown.

Policy 29. The City shall support enhancement of the existing Historic District in the downtown in order to help restore and protect historic buildings and create a sense of pride among property owners.

#### **D. RECOMMENDATIONS**

The City shall consider the following development standards:

- A. Separate noise sensitive and noise-producing land uses; minimize noise impacts on surrounding properties and protect and maintain the quiet character of those areas of the community unaffected by major noise sources, and locate, design and buffer noise producing land uses to protect noise sensitive land uses.
- B. Regulate the type and intensity of land uses within areas subject to natural disasters and hazards.
- C. Require that all development along arterials and major collectors be preceded by and consistent with an approved Master Plan.
- D. A detailed traffic analysis may be required by the City to accompany a Master Plan, when a Master Plan is required, which finds that existing streets and intersections both on and off-site will accommodate the projected traffic increases, or; necessary improvements can be constructed which are in conformance with the Comprehensive Plan Transportation Map.
- E. Commercial and industrial parking shall not intrude into adjacent residential neighborhoods.

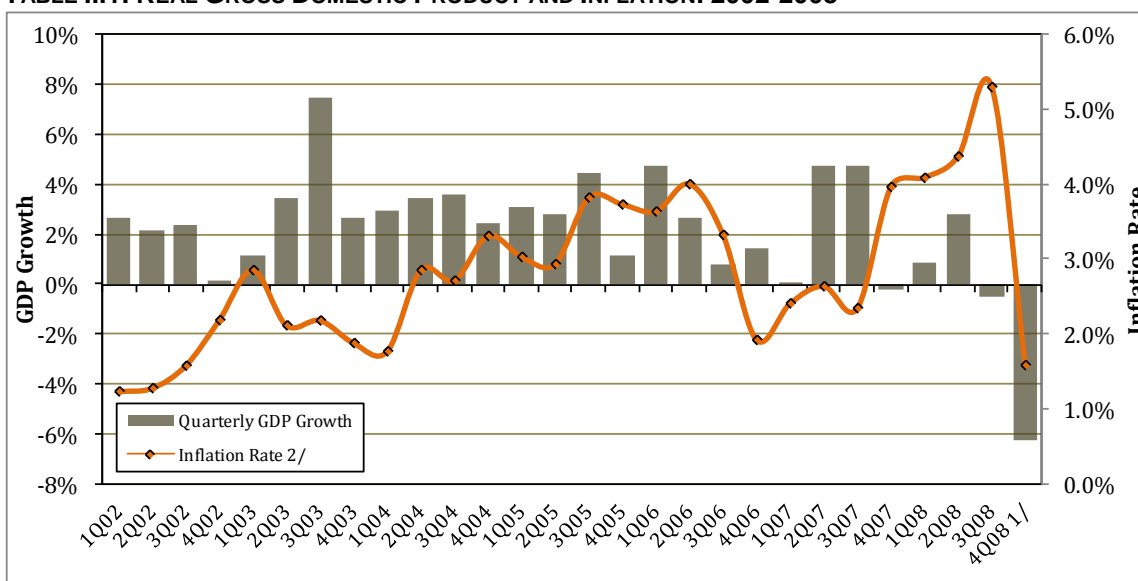
- F. When a Master Plan is required, incorporate into the Master Plan the following:
- Provide the full range of required public facilities and services and pay commensurate system development charges;
  - Mitigate adverse impacts such as noise, traffic and visual aesthetics, on adjacent land uses through methods such as buffering, screening, parking controls, height, bulk and scale limits;
  - Participate in the development of a street system which provides efficient connection to higher order streets and to other activity centers;
  - Develop transit opportunities appropriate to the scale and character of the project;
  - Provide for a safe and convenient pedestrian and bicycle circulation system to and within the development;
  - Provide adequate, but not excessive parking for customers and employees; and,
  - Preserve natural resources and provide required open space.
- G. When a Master Plan is required, require that the Master Plan show:
- Projects at full development including identification of all phases;
  - The locational, design and transportation relationships of proposed development with the rest of the business district and with surrounding land uses;
  - Measures necessary to mitigate adverse impacts on the transportation system and on adjacent land uses; and,
  - Design compatibility with surrounding land uses in regard to elements such as scale, bulk, materials, colors and landscaping.
- H. Support redevelopment of existing vacant and underutilized industrial and commercial lands rather than designating additional lands for these purposes.
- I. Require all commercial and manufacturing operations, except those approved as a temporary use, including warehousing and storage, to be conducted either within enclosed buildings or screened from public view.
- J. Allow mixed use development to provide opportunities for commercial, entertainment, professional, cultural, public, and residential activities.
- K. Maximize the number of jobs per acre by utilizing the land resource in an efficient and functional manner.
- L. Industrial and commercial development adjacent to rail lines shall be designed and constructed in a way that does not preclude the future use of the rail facility.
- M. Given the community's intention to prevent decline in existing commercial areas, the City shall explore opportunities to facilitate and assist in the redevelopment of existing commercial areas, in a manner that meets current standards.
- N. The City shall develop standards in the Land Development Code to encourage or require with development or redevelopment, the consolidation of vehicle accesses on arterial streets and major collectors, where appropriate and practical.

## II. ECONOMIC TRENDS

### A. NATIONAL TRENDS

The National economy is officially in a recession after showing signs of recovery during the first half of 2008. All sectors of the economy are showing signs of decline. Real Gross Domestic Product (GDP) growth declined by 6.2% in the fourth quarter and is expected to meet or exceed that decline in the first quarter 2009. Contributing to the decline, national employment has been falling since the beginning of 2008 while the unemployment rate inched up to 8.1% in February. Conversely, inflation has begun declining after reaching 5.6% in July—its highest level since 1991. Inflation dropped to 0.03% in January.

**TABLE II.1: REAL GROSS DOMESTIC PRODUCT AND INFLATION: 2002-2008**



SOURCE: U.S. Bureau of Economic Analysis (BEA) and the Bureau of Labor Statistics (BLS)

1/ Advanced Estimate

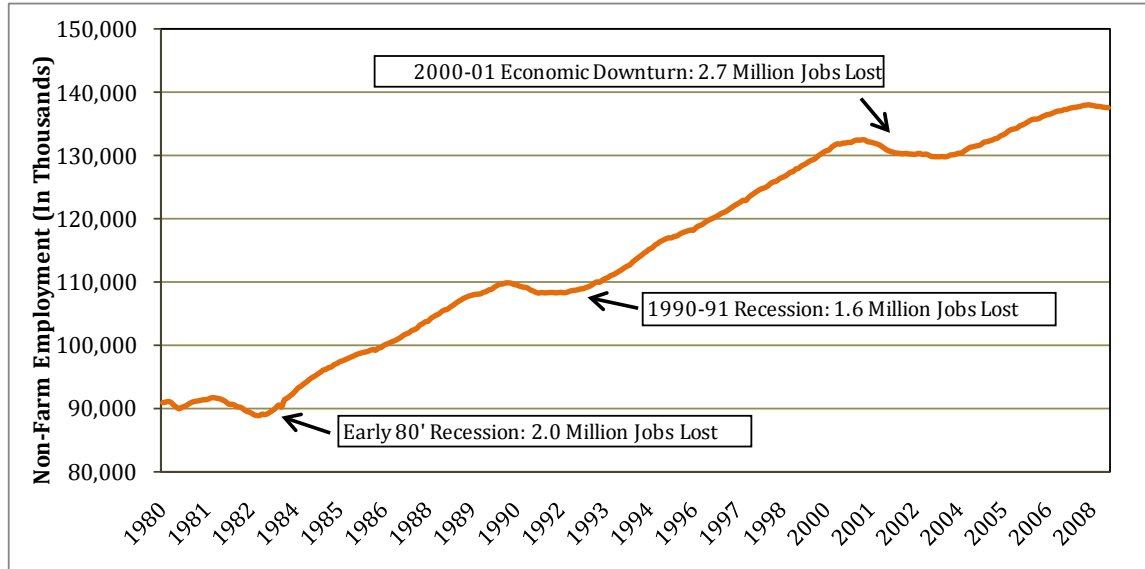
2/ Calculated as a quarterly average from monthly reported data

Uncertainty is heightened in the national economy as a result of the breakdown in financial markets. Exactly how great the impact of the current financial market problems remains to be seen. Aside from the financial crisis, the primary drivers of the current slowdown are declines in construction, real estate, rental and leasing, and mining. Finance and insurance, which showed decline in 2007 for the first time since 1992, is responsible for more than 50 percent of the slowdown. While the private services-producing sector showed overall decline in 2007, growth in the sector continues to surpass overall GDP growth. Six of the seven growth industries in 2007 were in the sector with the information industry group being the fastest growing responsible for almost 20 percent of real GDP growth.

Within the private goods-producing sector, the agriculture industry was the only group showing growth in 2007 although the long term projection for the industry is negative. Most of the slowdown in the goods-producing sector is due to the decline in the construction. Table II.1 shows periods of economic retraction since 1980. It also indicates the peak at the beginning of 2007 and the start of the slowdown.



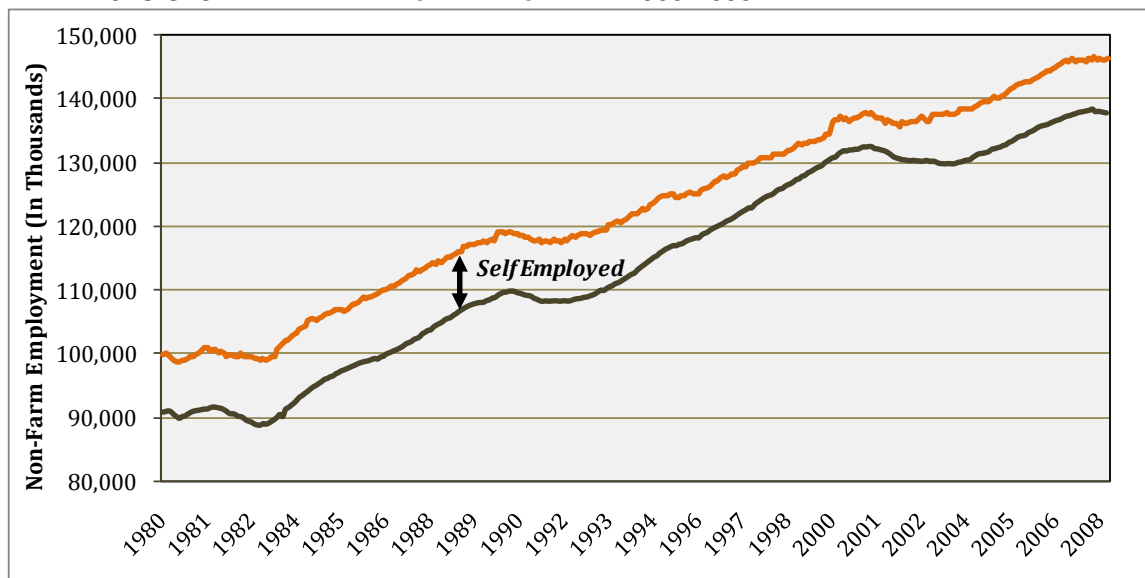
**TABLE II.2: NATIONAL EMPLOYED LEVEL AND RETRACTIONARY PERIODS: 1980-2008**



SOURCE: U.S. Bureau of Labor Statistics

During periods of economic expansion, the independent and self-employed can be expected to grow at a faster rate than payroll jobs. This is largely the result of entrepreneurial activity and derived from employment losses during the previous economic downturn. As the economy stabilizes, we find payroll jobs expanding at an accelerated rate relative to civilian employment as start-ups/independent operators sell out or ventures eventually fail. As Table II.2 indicates, the nation tends to average an 8 to 10 million job differential between payroll and civilian employment.<sup>5</sup> With agricultural employment declining by 7% annually according to the U.S. Department of Agriculture, the self-employed will account for a greater majority of the difference over time.

**TABLE II.3: U.S. CIVILIAN AND PAYROLL EMPLOYMENT: 1980-2008**



SOURCE: U.S. Bureau of Labor Statistics

<sup>5</sup> Civilian employment is defined as all U.S. private employment, including sole-proprietors and self-employed. Payroll employment is defined as employees that are covered under unemployment insurance.

### 1. LONG-TERM INDUSTRY SPECIFIC TRENDS

Since 1980, the composition of the United States economy has undergone a dynamic transformation. In the early 1980s the economy was heavily weighted toward goods producing industries, comprising better than 30% of national employment. In addition to higher levels of educational attainment, technological advances, increased construction activity, and contractual labor arrangements, such as outsourcing, are largely responsible for the Nation's economic shift<sup>6</sup>. Since 1980, service-oriented industries have experienced a 13.2% increase in their share of the national economy. Currently, service industries—as defined by broad NAICS industry groups 42 (Wholesale Trade), 44-45 (Retail Trade), 52-53 (Financial Activities), 54-56 (Professional & Business Services), 61-62 (Education & Health Services), 71-72 (Leisure & Hospitality Services), & 81 (Other Services), comprise 62% of national payroll employment. Since 1980, roughly half the industries in the Nation have displayed reductions in their share of national employment—led by the Manufacturing sector which fell from 20.7% of all employment in 1980 to only 10.2% today. The Nation's growth industries have included Education & Health (+5.5%), Professional & Business Services (+4.6%), and Leisure & Hospitality (+2.4%).

### 2. NATIONAL OUTLOOK

Sweeping reforms are likely in coming years as the Federal government implements a sizable industry bailout plan slated to cost taxpayers in the range of \$500 to \$750 billion. It is unclear when the U.S. economy will come out of the current recession, but experts estimate a turn in the tide by the latter part of 2009 with clear signs of recovery evident by 2010.

As expected, the impact of the bailout plan has yet to be fully realized. During the last quarter of the year, unemployment increased while consumer spending decreased by the largest percentage seen in years. The housing market continued to decline as foreclosures increased. Federal government plans to assist homeowners are ongoing and will have unclear impacts on the housing market—both presently and in the future. Although financial market fall-out has seemed to stabilize, credit markets have nevertheless tightened further, contributing in part to the decline in business capital investment. On the industrial front, production output has declined as demand has dropped substantially. Exports have also declined, with agriculture and industrial products, two of the largest export markets, experiencing the steepest drop. In the near term, as long as the economic forecast is uncertain, the economy will continue to experience pull back by industry and financial markets.

Over the next decade, the composition of employment in the national economy is expected to continue to transition towards more service-oriented jobs. Moving forward, service sector growth will be more demographically driven domestically than the previous decade. For example, Health Service jobs are expected to lead all industries over the next decade, largely driven by the aging national population. In addition to consumer goods, growth in Financial Activities and Leisure & Hospitality are also projected to grow significantly as the result of aging Baby Boomers.

### 3. NATIONAL SUMMARY

Over the last quarter century, the United States economy has transitioned from a goods producing to a service oriented system. Moving forward, service employment growth is expected to continue, with notable strength in Health Services and Professional & Business Services. Identifying industry growth sectors is important as employment in one industry can be affected by changing practices in another. For example, increased use of contractors and consultants has led to greater employment in the management, scientific, and technical consulting services industry—but to reduced employment in the many industries that previously hired management and technical analysts as employees.<sup>7</sup> This trend is expected to continue into the next decade.

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<sup>6</sup> Simmering, Marcia J. Encyclopedia of Management, 2006, Garner, C. Alan. "Offshoring in the Service Sector: Economic Impact and Policy Issues." *Economic Review—Federal Reserve Bank of Kansas City* 89, no. 3 (2004). Goodman, Bill, and Reid Steadman. "Services: Business Demand Rivals Consumer Demand in Driving Job Growth." *Monthly Labor Review*, April 2002.

<sup>7</sup> US Department of Labor. *Occupational Outlook Quarterly*, Vol. 51, Number 3, Fall 2007

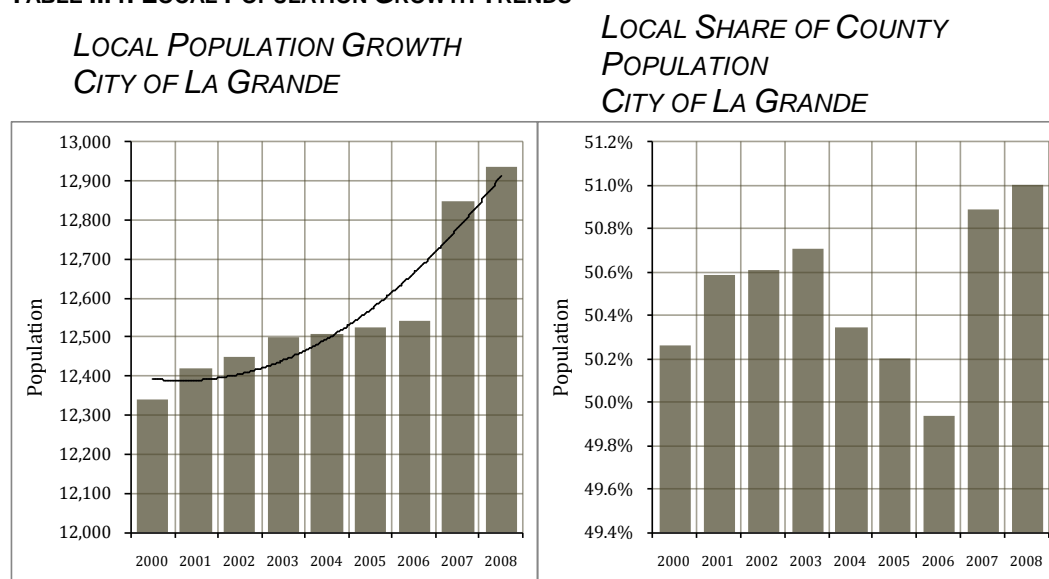
## B. REGIONAL & LOCAL TRENDS

### 1. DEMOGRAPHICS

The City of La Grande is the predominant demographic and economic hub within Union County, comprising close to 51% of the county population. Union County, the second most populous county in the Northeast Oregon Region, consists of approximately 20% of the region's population after Umatilla County's 60% share.<sup>8</sup>

Since the 2000 census, population growth in Union County and the City of La Grande has been sluggish; growing at 0.41% (810 persons) and 0.59% (595 persons), respectively. Union County's other seven incorporated cities as well as its unincorporated areas are also growing at rates of less than one percent. At a regional level, population growth has been stagnant at 0.20%—growth in Umatilla County has been 0.27% while Baker and Wallowa Counties have declined by 0.23%.

**TABLE II.4: LOCAL POPULATION GROWTH TRENDS**



SOURCE: Portland State University Population Research Center

In 2007, regional population was distributed 46% among a younger population age 35 and less. This younger distribution is roughly consistent with the State average of 46.7% but is disparate among the counties within the region. Union and Umatilla counties average about a 46.3% share of persons age 35 and less while Baker and Wallowa average a 36.6% share. The disparity increases when considering persons age 45 and less. Union and Umatilla counties average a 59% share in this age group while Baker and Wallowa average a 47% share. On the other hand, Baker and Wallowa counties have a larger share of persons age 65 and older.

Since 2002 the region and Union County have been shedding population from the age groups less than 19 and 25 to 44, while gaining persons 45 and older with persons age 55 to 64 being the fastest growing segment. The loss of early and middle career individuals may indicate a difficulty finding family-wage employment in the area. Additionally, as the current composition is predominately driven by individuals under 19 years of age (27%), an emphasis on education, entry-level employment and training resources is needed. Failure to provide opportunities locally for a younger demographic base typically results in a "brain drain" condition, where a region's best and brightest seek advancement opportunities elsewhere.

<sup>8</sup> The Northeast Oregon Region is defined collectively as Union, Umatilla, Baker and Wallowa Counties

An area's level of educational attainment is often used as a proxy for the skill level of the population base. From an Economic Development perspective, Union County is at an advantage regionally, with a greater distribution of higher educated persons—21.8% compared to 17.5% regionally. The County's educational attainment level is driven by the City of La Grande's 25.6% share of higher educated persons.

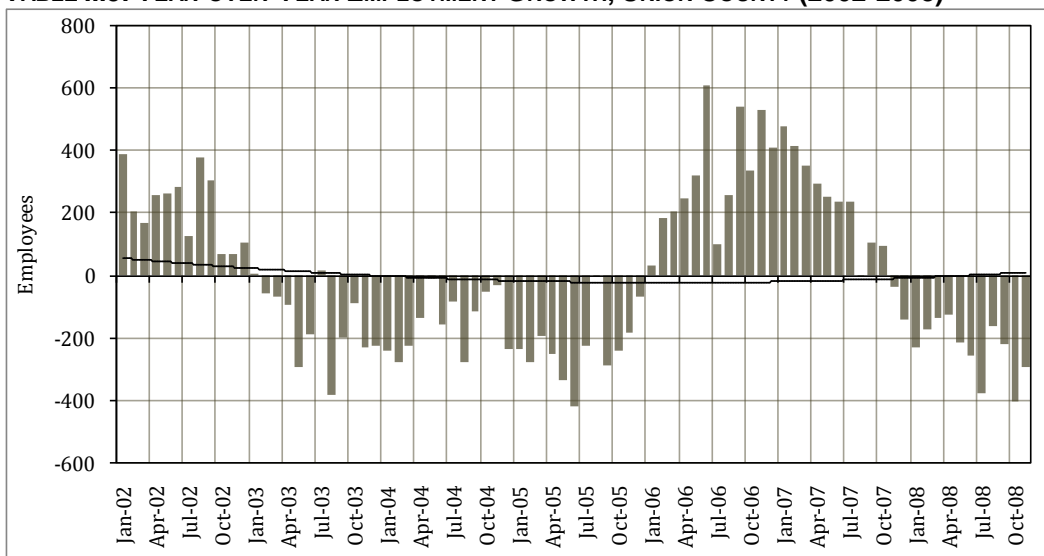
Presumably reflecting the County's relatively younger demographic, since 2000 Union County has had the highest rate of positive natural increase in population in the region. However, net in-migration appears to be the larger contributor to demographic growth in Union County during the current decade—roughly 61% according to data from the Portland State University Population Research Center (PRC). Evaluating sources of in-migration is useful in understanding the interconnectedness of Union County to other regions in Oregon or elsewhere. According the U.S. Internal Revenue Service (IRS) migration trends, Union County is most closely associated with Idaho counties in the Boise area, Umatilla County, and Baker County. This follows anticipated logic given the geographical proximity of these areas. However, in aggregate Union County has net out-migration both within the Northeastern Oregon Region and all of Oregon. In other words, more Oregonian's are moving from Union County to other Oregon counties than vice versa.

## 2. EMPLOYMENT

Unemployment in the region has remained generally higher than the broader State economy. The same can generally be applied to conditions locally in La Grande, although La Grande's economic diversification has led lower levels of volatility over time and local unemployment has more closely followed State trends.

Over the past five years regional employment growth has been moderate with Union County posting job growth of 1.93%. Since January of 2002, Union County has added about 200 jobs with 35 growth months and 43 contraction months.

**TABLE II.5: YEAR-OVER-YEAR EMPLOYMENT GROWTH, UNION COUNTY (2002-2008)**

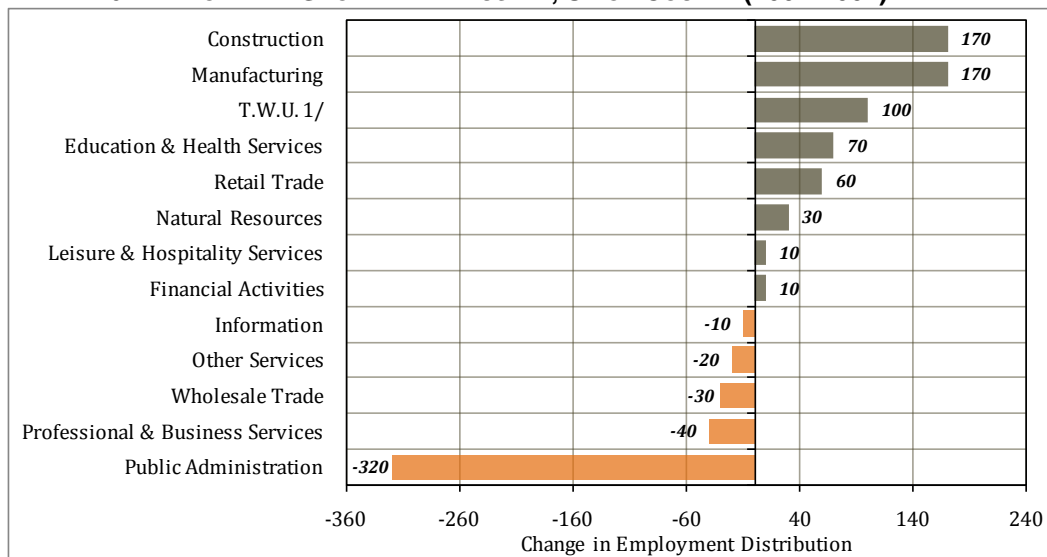


SOURCE: Oregon Employment Department

Employment growth in the region diverges from overall State growth which experienced a 9.23% increase in all sectors between 2002 and 2007 with only two sectors showing little or no growth (Information - 0.14% and Natural Resources 0%). As illustrated in Figure 6, over the past five years five sectors in Union County have declined as measured by employment. Public Administration has experienced steep decline in Union County but has demonstrated strong growth regionally (+324 jobs), driven entirely by Umatilla County which added 774 jobs. The other four sectors showed only minor decline and are declining at the regional level as well with the exception of Professional & Business Services which added

450 jobs regionally, also driven almost entirely by Umatilla County. Manufacturing is growing in Union County but regionally is the steepest declining sector (-294 jobs). Transportation, warehousing and utilities is an important growth sector for Union County and Baker County (+50 jobs) but is experiencing decline in Umatilla County (-177 jobs). Education & Health Services and Retail Trade continue to be growth sectors for Union County and are demonstrating growth regionally as well with the region adding 259 jobs in the Education & Health Services sector and 123 jobs in the Retail Trade sector.

**TABLE II.6: EMPLOYMENT GROWTH BY INDUSTRY, UNION COUNTY (2002-2007)**



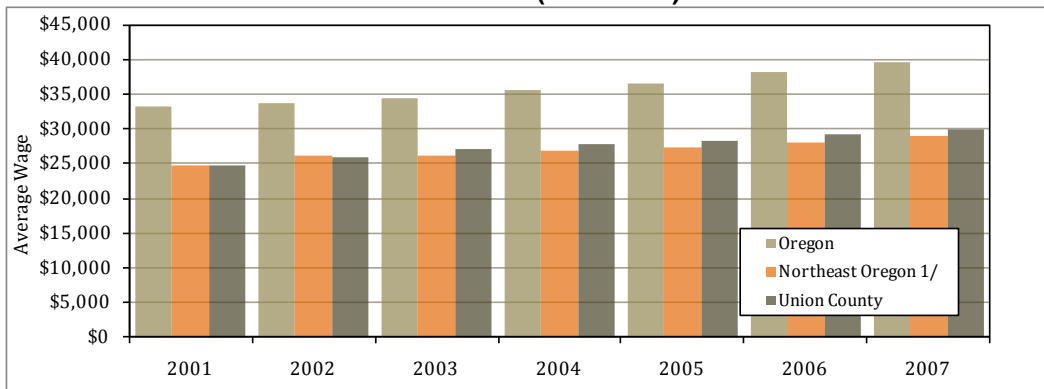
SOURCE: OREGON EMPLOYMENT DEPARTMENT  
1/ Transportation, Warehousing, & Utilities

The largest sectors of the Union County economy roughly mirror sector rankings within a few percentage points at regional levels, however diverge somewhat from State levels. The largest sector in the region is Public Administration. While the State economy has a 16.7% share of Public Administration, Union County has a share of 24.3%. The Manufacturing sector is the second largest employer in the County with a share of 14.7%. Retail Trade and Education & Health Services are important sectors for the County (13.8% and 12.7%, respectively) and region (11.1% and 10.3%, respectively) and are similar in distribution to overall State levels. Natural Resources captures a greater share at the regional level (5.8%) whereas Union County's share of 1.1% represents its smallest sector. The share of employment in the Professional and Business Services sector is substantially less at the region (6.4%) and County (4.2%) than at the overall State level of 11.4%.

### 3. WAGES

Union County's average wage levels by sector are significantly below wage levels statewide. Across all industries, Union County wages averaged \$29,939, 24.3% below the Oregon average of \$39,566. Since 2001, wage levels in Union County have averaged 3.2% annual growth, exceeding slightly the 3.0% annual growth at the State level. Likewise, at a regional level Union County is slightly outpacing growth in neighboring counties: Umatilla posted annual growth of 3.0% since 2001, followed by Baker County at 2.5% and Wallowa County at 2.0%.

**TABLE II.7: AVERAGE ANNUAL WAGE GROWTH (2001-2007)**



SOURCE: Oregon Employment Department  
1/ Northeast Oregon includes Union, Umatilla, Baker and Wallowa Counties

In Union County, the highest paid industry sector is Manufacturing (\$39,544), followed by Transportation, Warehousing & Utilities (\$36,485), Public Administration (\$35,772) and Wholesale Trade (\$35,273). The lowest paid industries are Leisure & Hospitality (\$11,218) and Other Services (\$15,964). Union County has the highest paying wages in the Manufacturing sector—27% higher than Umatilla, 22% higher than Baker County and 56% higher than Wallowa County. Wages in Education & Health Services, Construction, Natural Resources, Information, Wholesale Trade and Retail Trade are also higher than the regional average. Conversely, Union County wages are 15-20% less than the regional average in Professional & Business Services and Other Services.

#### 4. OTHER FACTORS FOR ECONOMIC DEVELOPMENT POTENTIAL

In addition to demographic and economic trends, other factors provide insight into the City's economic development potential. These factors are discussed briefly below:

**Amenity Values** - In land use planning parlance, amenity values are encompassed in the concept of livability. The term livability is rarely, if ever, used in economic terms. Because amenity values are inherently qualitative and subjective in nature, they can be challenging to effectively characterize in quantitative economic terms. Nevertheless, amenity values are characterized in the field of Economics and Economic Geography because amenity values have real economic consequences. For example, Jackson Wyoming is located in a remote area and has few of the typical economic assets required for a vibrant economy. It does, however, have high amenity values that translate into a vibrant economy (Teton County has a median household income of \$59,568 compared to \$33,738 in Union County).<sup>9</sup> Similarly, La Grande and the Northeastern Oregon region have a number of amenities that create potential for economic opportunities, *including but not limited to*:

- Wallowa and Blue Mountains
- Wallowa Whitman National Forest
- Emigrant Springs State Heritage Area
- River and Lake Activities
- Multiple Camping and Hiking Areas
- Multiple Excellent Fishing and Hunting Areas
- Lehman Hot Springs
- Anthony Lakes, Spout Springs and Bluewood Ski Areas
- Several Fine Golf Courses
- Beautiful Mountain and Valley Scenery

<sup>9</sup> 2000 Census DP-3 Sample File

- Pleasant Climate
- La Grande Farmer's Market
- Arts and Entertainment – Union County State Fair, Grande Ronde Symphony Orchestra, Oregon Trail Interpretive Center, Multiple festivals throughout the year, Third Thursday Art Walk.

**Production Inputs (Non-Labor)** - In the past, major manufacturing in La Grande and Union County has depended on a predictable and adequate supply of timber. Federal land management practices have changed since that time and have reduced the available supply of raw materials to the timber industry.

In 2007, Union County had 95,877 harvested acres or 0.07% of total County land.<sup>10</sup> Hays and forage account for about 40% of harvested acres, grains account for another 34% and field crops 13%. In addition, the County has a moderate-sized animal products industry based predominantly on cattle. Presently with little exception these inputs are exported outside of Union County prior to value-added production.

**Economic Development Support Organizations** – Union County and the City of La Grande have the benefit of being served by a multitude of economic development support agencies and organizations at the Federal, State, regional and local level. At the federal level, the area is served by agencies such as the US Forest Service which provides support for the wood products and tourism industries and the USDA Rural Development which supports public infrastructure and services as well as provides funding for area businesses. In addition, State agencies such as the Oregon Department of Land Conservation & Development (DLCD), the Economic & Community Development Department (OECDD) and the Governor's Economic Development Revitalization Team (ERT) provide direct economic development support through means such as grants, strategic regional land and transportation planning and personnel dedicated to leveraging regional assets. Also at the state level, the Oregon State University Extension Service operates in the City of La Grande with the objective of providing knowledge and education resources related to La Grande's agricultural economy. The Extension office offers information and training related to crop and livestock production, such as assistance with air and water quality and controlling damaging diseases caused by pests. In addition, the Extension offers a Forestry Program intended to provide information and educational programs specific to local needs.

Numerous regional organizations operate in La Grande. These include the Northeast Oregon Economic Development District (NEOEDD), the Union County Economic Development Corporation (UCEDC), the Northeast Oregon Alliance, the Northeast Oregon Business Development and the Greater Eastern Oregon Development Corporation (GEODC). NEOEDD offers several services to regional communities and businesses. For example, the organization is available for technical assistance and training related to business and community development, strategic planning and staffing services. In addition, NEOEDD provides fiscal administration for the Northeast Oregon Alliance and the Northeast Oregon Business Development. UCEDC is a private, non-profit organization formed to promote economic development in Union County. Members include the City of La Grande, Union County and numerous area businesses. The organization collaborates with local, regional and state governments to provide resources to current and future businesses. GEODC is a private, non-profit corporation formed to support business creation, retention and expansion in the region. This is accomplished through administering funds to businesses, developing economic development strategy, and assisting in the development of local human resources and physical infrastructure. GEODC is largely funded through federal government programs such as the U.S. Department of Commerce, Economic Development Administration Revolving Loan Fund and the U.S. Department of Agriculture, Rural Development Intermediary Relending Program.

At the County and City level are a plethora of agencies and organizations committed to La Grande's economic success. Union County and its Board of Commissioners and Planning Department have provided economic development support to the City through close collaboration and strategic economic development planning. The Union County Tourism office has been responsible for promoting the area's image as a tourism destination as well as working with business owners such as hotels and restaurants

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<sup>10</sup> This translated into 3% of Oregon's total harvested acres.

as well as local farmers to provide support in attracting visitors to the area. Likewise, the Union County Chamber of Commerce collaborates with other regional and local agencies to promote business and tourism as well as serves as an indispensable source of information regarding local business and consumer trends. The City of La Grande and its Community & Economic Development and Planning Departments partner regularly with local interests such as the Urban Renewal Advisory Committee and the Downtown Association and the Downtown Renaissance to support local development.

**Educational and Technical Training Programs** – Eastern Oregon University (EOU) serves as an educational hub to the region. Its contributions are widespread: from attracting and producing a highly educated workforce to creating economic activity through numerous conferences and events. In addition, EOU's continuing education programs, industry research and technical assistance provide direct support to local industries.

## **C. INDUSTRY CLUSTER ANALYSIS**

Sound economies are best organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. In his pioneering book “The Competitive Advantage of Nations”, Harvard Professor Michael Porter defines clusters as “geographic concentrations of inter-connected companies and institutions working in a common industry”. As an economic development strategy, specific clusters are targeted, and emerge, when a particular geography holds an innate competitive advantage in that industry—whether it is natural resources, human capital, political policies, or geography. For example, Oregon's oldest industries—namely forestry and agriculture, emerged from physical and environmental attributes such as its climate, trees, soils, and access to shipping and distribution networks. In turn, these industries spawned interrelated clusters that include Food Processing & Manufacturing, Wood Product Manufacturing, Wholesaling & Distribution, Machinery Manufacturing, and host of other industries.

With shared ideas, concepts, and competition, knowledge spill-over within clusters encourages secondary effects—innovation, the creation start-ups and spin-off industries, and opportunities for suppliers, manufacturers, and customers. In turn, effects from job creation and wages support tertiary effects such as retail, services, construction, housing and institutional industries.

In light of the baseline economic analysis above, Johnson Gardner reviewed Oregon Employment Department ES-202 employment data for the La Grande Urban Area to determine industries and industry clusters in which the local economy is both regionally competitive and/or has growth potential. We have identified three industry clusters with an existing competitive presence in La Grande and two potentially emerging clusters. Identified targeted industries are evaluated in greater detail below, with broad industry sector profiles available in the technical appendix.



## 1. EXISTING CLUSTERS

### WOOD PRODUCTS

The wood products cluster is a long standing economic driver in La Grande and regionally in Northeastern Oregon. The cluster includes primary and secondary wood products, machinery manufacturing, paper & pulp manufacturing, wholesaling, and business management. The concentration of employment in wood products in La Grande is more than four times the national average. However, industry-wide challenges persist and employment in the wood products cluster is declining annually. Global competition from South America and China have diminished the industry's competitive advantage and undermined Oregon's products on a cost basis. However, the industry has begun to diversify and new opportunities are emerging. For example, efforts are underway to increase the viability of small diameter timber as an industrial supply source for wood products. In addition, the U.S. Forest Service is conducting advanced research which may have long-standing impact on the course of the wood products industry.



Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate-High	Decreasing ↓

The outlook for the wood products industry in La Grande is questionable. It is likely that Boise Cascade's activities in the area will continue to decline. The future composition of La Grande's wood products industry will be considerably altered. La Grande's future potential may rest on industry and technological change. Policies which pursue partnerships between current assets such as Eastern Oregon University and other industry players both statewide and nationally may benefit the industry's outlook.

#### *Cluster Strengths:*

- Highly established in the region and urban area
- Includes a major employer with a diversified operations base
- Eastern Oregon University Biology Department
- Oregon State University has one of the best Forestry and Wood Products institutions in the world
- Pays wages above the regional average

#### *Challenges to Cluster Development:*

- Cost competitiveness from foreign markets
- Timber Investment Management Organizations (TIMO's) driving up the price of land, encouraging higher uses
- A diminishing and aging workforce
- Federal policy limitations affecting access to federal timberlands

## EDUCATION

Eastern Oregon University (EOU) was established in 1929 and has since become a regional asset for higher education, cultural activities and state-of-the-art research. The University recently expanded their Science Center and is currently updating Pierce library to establish a regional information center. The University has received acclaim for their distance learning program which is geared towards assisting rural development in the region. Additionally, EOU has entered into partnerships with Oregon State University's Agricultural Program, Oregon Health & Science University's School of Nursing, and Oregon Institute of Technology's Dental Hygiene Program to create enhanced opportunities for the region. Due in large part to EOU, employment in education in La Grande is nearly three times the national average. The education industry employs over 1,500 persons in La Grande and produces nearly \$50 million in annual payroll.



Existing Presence	Regionally Competitive	Growth Trend
High	Highly	Increasing ↑

From an economic development perspective, EOU is integral to on-going economic growth and strengthening of clusters in the region. As such, EOU's role in future economic development should be approached from two perspectives. The first approach is to encourage the University's strategic planning to continue serving the labor force needs of the region. As an example, the areas need for technical and trade training similar to the educational services provided by a community college would be beneficial for the area. EOU's role in meeting the need or collaborating to meet the need should be explored. The second approach is forming a partnership with the University's research arm in order to foster and encourage private enterprise and establish the critical mass needed for the University's research efforts to be realized in the market place. As geographical isolation and a lack of connection with State's larger industry are two of the University's research primary challenges in collaborating with private companies, the City can pursue goals and policies to mitigate this.

Much in the way high-tech companies have grown and located near prominent technical schools (i.e. Berkley, M.I.T), firms choose sites based on workforce education, quality of life, and public services. Policies that nurture public and private partnerships that provide entry-level opportunities and locally trained professionals will be essential to the on-going economic development of the region.

### *Cluster Strengths*

- Highly competitive accredited institutions offering cutting edge programs.
- Stability.
- Tertiary effects of non-resident student activity.

### *Challenges to Cluster Development*

- "Brain Drain" effect.
- Lack of connection to larger industry in the State.
- Competition from alternative institutions and programs in more urbanized areas.

## GENERAL MANUFACTURING

While the manufacturing industry within La Grande's UGB is relatively small (with exception of the wood products, discussed above), it is included in existing clusters due to the relatively large general manufacturing industry within the area and the potential for relatively strong growth in the future. For example, the La Grande area is home to three RV manufacturing companies as well as Barreto Manufacturing, an industrial landscaping equipment company. Although area manufacturers are struggling to survive the current recession, it is expected that in the long term they will continue to produce jobs vital to the area.



In light of the areas existing manufacturing expertise and experienced workforce, La Grande has the potential to nurture a diverse general manufacturing industry cluster by drawing on the area's existing manufacturing base and know-how. In other words, the most obvious area of potential is to meet the supply needs of existing manufacturers in the region. This opportunity is apparent across the spectrum from State agencies such as the Department of Transportation (ODOT) to manufacturing, trucking and utilities.

Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate	Mixed ←→

Secondly, general manufacturing growth may be realized by drawing on the areas natural resource base. This sector presents the opportunity for small-scale or "boutique" value-added agricultural manufacturing by drawing upon the areas crop or cattle resources. Products associated with this type of value-added agricultural manufacturing may be specialty food products, pharmaceutical or medicinal products or animal products. In addition, research completed by EOU's science department may present small-scale general manufacturing opportunities in the future.

Third, the growth in the alternative energy sector may present additional opportunities for La Grande. Oregon is expected to see the greatest potential in solar PV manufacturing, green building design services, wind power development, sustainable bioenergy and smart grid technologies.<sup>11</sup> Currently, Oregon is experiencing activity in the solar PV industry largely due to the Business Energy Tax Credit (BETC). The table below lists the recent activity.

Company	Year Est. 1/	Location	Projected Jobs
PV Powered	2001	Bend	60 by 2008
Solaicx	2006	North Portland	100 by 2008
SolarWorld	2007	Hillsboro	2,000 by 2010
Peak Sun Silicon	2007	Millersburg	500 by 2011
XsunX	2008	Wood Village	160 by 2009
SpectraWatt	2008	Hillsboro	135 by 2009 2/
Sanya Electric Co.	2008	Salem	180 by 2009
<b>Total</b>			<b>3,135</b>

Solar PV manufacturing companies continue to consider Oregon industrial sites with the Portland metro area and Hillsboro, in particular, receiving the bulk of interest due to its concentration in electronic component/semiconductor manufacturing and its workforce—both educated and experienced.<sup>12</sup>

<sup>11</sup> Climate Solutions and Clean Edge, Inc., "Carbon-Free Prosperity 2025," October, 2008.

<sup>12</sup> Solar PV's manufacturing process is very similar to that of semiconductor manufacturing.

While solar is just starting its growth cycle in Oregon, wind power development is established and growing with expectations to nearly triple within the next ten years. Considering the prevalence of wind power farms in eastern Oregon, the most viable opportunity for La Grande would be the potential to supply maintenance and replacement parts, some of which have relatively short life-spans, for wind turbines.<sup>13</sup>

#### *Cluster Strengths*

- Skilled labor force
- Diverse base of general manufacturing firms
- EOU research and facilities
- State initiatives to encourage manufacturing

#### *Challenges to Cluster Development*

- Lack of critical mass entrepreneurial activity
- Global competition
- Lack of private/public partnerships

### **HEALTH CARE**

The health care industry in La Grande is one with exceedingly high growth potential from an already competitive base. Health care is comprised of Ambulatory Health Services, Hospitals, Nursing & Residential Care Facilities and Social Assistance. Like many other sectors of the economy, La Grande serves as the central hub for services, including health services, across a broad geographic region. In 2006 employment in health care was nearly 88% higher in La Grande than the national average. Moreover, employment growth in the sector grew by 11% (2.6% AAGR) between 2002 and 2006.

In light of an existing advantage in the health services, La Grande has the potential to nurture its health care *industry* into a medical services *cluster*. In addition to Grande Ronde Hospital, La Grande is experiencing double digit employment growth in medical offices and laboratories, residential care facilities and family services. Human capital created locally and the general livability of the region combine to create opportunities for business recruitment.

#### *Cluster Strengths*

- Existing strength in health services.
- Livability of the region.
- Shifting demographics of an aging population, in turn creating a higher need for health professionals.

#### *Challenges to Cluster Development:*

- Lack of seed money for start-up businesses.
- Employee and student retention locally.
- Need for public/private partnerships.

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<sup>13</sup> La Grande's direct use geothermal resources are not sufficient to be used for large-scale energy generation. See [http://www.oregon.gov/ENERGY/RENEW/Geothermal/geo\\_index.shtml](http://www.oregon.gov/ENERGY/RENEW/Geothermal/geo_index.shtml)

## 2. EMERGING/TARGETED CLUSTERS

### REGIONAL RETAIL

Regional retail refers to a cluster of retail industries that serve a broad geographic region. Examples could include auto dealers, general merchandising stores, building materials & supply stores, warehouse clubs and department stores. As a regional economic hub, commercial need in the urban area goes beyond servicing the retail demands of the urban area population alone. It has been mentioned in this analysis that La Grande serves very broad geographic region encompassing as many as 120,000 residents. For example, a retail gap analysis produced by Johnson Gardner using data from Claritas Inc., a national leader in third party data, found that La Grande posted a \$25 million retail surplus in 2007. Roughly \$9.5 million of this surplus was in general merchandising alone. This is in part driven by the fact that as many as 51% of local employees live outside the urban area.



Existing Presence	Regionally Competitive	Growth Trend
Moderate - High	Highly	Increasing ↑

**TABLE II.8: LA GRANDE RETAIL LEAKAGE (2007)**

	Resident Expenditures 1/	Retail Sales 2/	Retail Opportunity
<b>Total Retail Sales</b>	<b>\$193,935,287</b>	<b>\$219,067,585</b>	<b>(25,132,298)</b>
Motor Vehicle and Parts Dealers	\$40,161,843	\$51,838,205	(11,676,362)
Furniture and Home Furnishings Stores	\$4,336,479	\$9,600,488	(5,264,009)
Electronics and Appliance Stores	\$4,470,949	\$1,027,800	3,443,149
Building Material, Garden Equip Stores	\$19,055,909	\$10,484,713	8,571,196
Food and Beverage Stores	\$24,708,429	\$35,984,302	(11,275,873)
Health and Personal Care Stores	\$9,159,230	\$15,513,547	(6,354,317)
Gasoline Stations	\$22,138,059	\$25,314,259	(3,176,200)
Clothing and Clothing Accessories Stores	\$8,028,665	\$5,776,841	2,251,824
Sporting Goods, Hobby, Book, Music Stores	\$3,832,198	\$522,739	3,309,459
General Merchandise Stores	\$22,713,108	\$32,224,900	(9,511,792)
Miscellaneous Store Retailers	\$4,937,452	\$3,784,225	1,153,227
Non-Store Retailers	\$11,771,246	\$10,165,690	1,605,556
Foodservice and Drinking Places	\$18,621,720	\$16,829,876	1,791,844

Source: Claritas, Inc.

1/ Data from the Consumer Expenditure Survey which reflects expenditures made by La Grande residents.

2/ Data from the Census of Retail Trade which reflects retail sales made within the City of La Grande.

As an economic development objective, La Grande has the opportunity to meet the retail needs of a broader region and provide adequate land for drawing retailers to do business in La Grande—recapturing leaking local spending while capturing a greater share of the regional market. La Grande's current work on its downtown is an opportunity to consider services needed in the area while ensuring downtown retail viability.

The impact of big-box retail on small to medium size communities such as La Grande is mixed, but many studies have found that the initial entrance of large retailers negatively impacts specialty stores, such as sporting goods, jewelry, gifts and similar stores whose format directly competes with large general merchandise retailers. However, studies have also found that specialty stores who have evolved to co-exist with large retailers rather than compete directly against them are successful. Large retailers expand the retail market enabling small specialty retail to offer different and/or complementary merchandise. La



Grande's retail opportunities do not necessarily demand large-scale retail, but the fact remains that La Grande's retail market is already drawing on a regional population. The existence of gaps in demand and supply indicate that there are areas where La Grande has opportunity to pursue retailers who can meet local and regional retail needs.

#### *Cluster Strengths*

- Large demographic base
- Existing domestic leakage
- On-going work on Downtown retail

#### *Challenges to Cluster Development*

- Relatively low income demographic
- Creating the locally desired retail environment

### **TRUCK AND RAIL TRANSPORTATION & WAREHOUSING**

In addition to La Grande's growing trucking industry, there is the potential to leverage its location along I-84 and the mainline rail between the Columbia River and Boise to expand its transportation sector and jumpstart its warehousing sector. The U.S. transportation industry has been undergoing change due to rising costs and the impact of ever-increasing imports from China. The result has caused rail to be competitive on shorter hauls. For example, in the past the average train haul was 600 miles, but that has been declining to about 200 miles.<sup>14</sup> As evidence, since 2000 American railroads have invested \$10 billion to expand and maintain tracks. In Oregon, Union Pacific has spent \$250 million during the last five years to expand tracks.<sup>15</sup> As freight demand is expected to increase by 67% during the next 15 years, both rail and trucking will become increasingly viable industries for La Grande.



Existing Presence	Regionally Competitive	Growth Trend
Moderate	Moderate	Increasing ↑

Changes in the transportation industry have impacted the role of rail, boat and trucking in the logistics and site selection decision for countless industries. As such, transportation decisions are driving growth in warehousing. As businesses attempt to balance transportation costs and the timing of meeting supply needs, warehousing is gaining importance in logistics management. Warehousing is expected to add almost 150,000 employees by 2016—a 23.5% gain.

La Grande's location, existing industry and transportation network are attractive assets for future growth potential. However the lack of large, vacant industrial sites has deterred prospective companies from considering La Grande in the past. Further growth in the sector will not be viable unless La Grande is able to meet the need for large industrial sites.

#### *Cluster Strengths*

- Growing trucking industry
- Mainline rail
- Potential for additional rail spurs

#### *Challenges to Cluster Development*

<sup>14</sup> Stackhouse, Steve, "Fueling Change in Intermodal Transportation." Area Development, Aug/Sep 2008.

<sup>15</sup> Bastian, Lisa A., "The New Railroad Resurgence." Area Development, Aug/Sep 2008 and Hsuan, Amy, "Young: Don't Sacrifice Freight for Commuting." Oregonian, 19 Oct 2008.

- Lack of large industrial sites
- Competition from I-5 corridor
- Mountain passes

### 3. MISCELLANEOUS – NON-CLUSTER OPPORTUNITIES

In following with La Grande's already diverse economy is the opportunity for numerous industries which will enhance diversity but most likely never reach the level of cluster. Many of these opportunities were mentioned under the general manufacturing cluster and are not reiterated below. The list below, not meant to be inclusive, considers industries identified as possible sectors of opportunity for the City of La Grande.

- **Medical research and development.** Encouraging strategic partnership between the Grande Ronde hospital and EOU as well as rekindling the partnership with OHSU would encourage development in this sector. Growth in the sector would also require effort targeted to creating private partnerships for EOU and OHSU as well as attracting seed and venture capital funding. While development in this sector faces steep challenges, EOU's Badgley Hall houses the facility and equipment needs to foster this sector on a small scale.
- **Other medical services.** Opportunity to identify gaps in service to complement hospital and other medical services in the area. Some examples are specialists, labs and clinical training.
- **Suppliers.** The supply chain of local and regional industries presents numerous opportunities to meet the needs of manufacturers, educational and medical services, governmental agencies as well as other professional and business companies.
- **Private firefighting.** La Grande's air tanker base presents the opportunity to attract private firefighting companies. Private firefighting is a growing industry due to a long-term decline in public funding for firefighters. As a result, the federal government uses private contractors for firefighting on federal lands and many cities and counties have begun outsourcing their firefighting efforts as well.
- **Tourism.** As La Grande is the starting and ending location of many tourism activities in the area, opportunity exists to identify new services or improve services already offered in order to capture a greater portion of the tourist activities in the area. The current developments with the Downtown project will serve to enhance tourism activities as well.

### **III. EMPLOYMENT FORECAST**

This analysis updates the employment forecasts within the City of La Grande's Urban Growth Boundary. The employment forecasts were generated through 2028 and 2058. The primary source of data on current employment patterns was derived from the State of Oregon Employment Department's ES-202 reports.

#### **A. CREATING A BASE YEAR**

For the year 2006, ES-202 reports estimate employment in La Grande to total 5,868 employees. However, our source ES-202 data reports "covered employment" only—employer firms that are tracked through unemployment insurance. Because this data omits a significant portion of the workforce who are not covered (i.e. sole-proprietors, self-employed, commission workers) we must revise our estimates to reflect true employment. Estimates from the Bureau of Economic Analysis (BEA) indicate that in 2006 covered employment accounted for approximately 63.5% of total employment in Union County, with individual estimates reported by broad sector. Assuming that La Grande roughly tracks the countywide trend, we estimate the *total* employed level in 2006 to be in the area 9,238 employees.

**TABLE III.1: CONVERSION OF COVERED EMPLOYMENT TO TOTAL EMPLOYMENT (2006)**

NAICS	La Grande UGB Covered Employment 1/	Covered Share of Total Employment 2/	Estimated La Grande UGB Total Employment
Natural Resources	30	41.1%	74
Construction	341	56.0%	609
Manufacturing	219	90.3%	243
Wholesale Trade	129	80.0%	161
Retail Trade	836	73.2%	1,141
T.W.U. 1/	163	42.2%	386
Information	133	79.2%	168
Financial Activities	291	41.4%	703
Professional & Business Services	387	59.1%	655
Education & Health Services	2,046	65.0%	3,146
Leisure & Hospitality	675	74.4%	907
Other Services	198	37.8%	522
Public Administration	420	80.3%	523
<b>TOTAL</b>	<b>5,868</b>	<b>63.5%</b>	<b>9,238</b>

SOURCE: Oregon State Employment Department, U.S. Bureau of Economic Analysis, and JOHNSON GARDNER

1/ From the Oregon Employment Department ES-202 data. Covered employment excludes the self-employed and sole-proprietors.

2/ Data from the Bureau of Economic Analysis for 2006, the most recent year complete data is available. Assumptions display the percent of total wage and salary (covered) employment to total nonfarm employment in Union County.

The second step to creating our base year estimate is updating our 2006 total employment estimate to the current period. This process involves the evaluation of countywide economic trends between 2006 and 2008 in addition to current knowledge about local economic activity in La Grande. Outlined in Table III.2, we assume that between 2006 and 2008 the La Grande economy grew at a modest pace, averaging 0.2% annual growth to 9,284 total employees. This estimate will be utilized as the basis of our long-term employment forecast.



**TABLE III.2: UPDATING 2006 TOTAL EMPLOYMENT TO THE CURRENT PERIOD (2008)**

NAICS	2006 Total Employment	Short Term Annual Growth Assumption 1/	2008 Total Employment Estimate
Natural Resources	74	-3.0%	69
Construction	609	1.7%	629
Manufacturing	243	-9.9%	197
Wholesale Trade	161	-2.8%	153
Retail Trade	1,141	-3.0%	1,074
T.W.U.	386	2.5%	405
Information	168	-2.4%	160
Financial Activities	703	-0.7%	694
Professional & Business	655	-0.3%	651
Education & Health	3,146	2.8%	3,322
Leisure & Hospitality	907	0.2%	910
Other Services	522	-2.6%	496
Public Administration	523	0.0%	523
<b>TOTAL</b>	<b>9,238</b>	<b>0.2%</b>	<b>9,284</b>

SOURCE: U.S. Bureau of Labor Statistics and JOHNSON GARDNER

1/ Based on 2006 to 2007 realized growth trend in the Current Employment Survey (CES), BLS. Growth rate was revised for the 2007-2008 growth year to reflect anticipated slowing in the national and regional economy.

## B. ANTICIPATED REGIONAL GROWTH

Table III.3 outlines the State of Oregon's most recent employment growth forecast for Region 13 which includes Baker, Union and Wallowa Counties. The State's outlined growth rates were used as baseline estimates to forecast the rate of employment growth by industry in this analysis.

- Over the forecast period (2006–2016), the region's employment growth is projected to average 1.1% across all industries.
- The Education & Health (2.5% AAGR) sector is expected to display accelerated growth at the regional level during the period with Professional & Business (1.6% AAGR) and Leisure & Hospitality (1.5% AAGR) trailing behind. Only modest rates of growth are expected in the Transportation, Warehousing and Utilities (0.3% AAGR), Information (0.4% AAGR) and Manufacturing (0.4% AAGR) sectors while the Natural Resources sector is expected to decline (-0.4% AAGR).

**TABLE III.3: ANTICIPATED REGIONAL GROWTH, REGION 13**

NAICS	Region 13 Employment		Avg. Annual Growth Rate
	2006	2016	
Natural Resources	230	220	-0.4%
Construction	920	1,030	1.1%
Manufacturing	2,460	2,560	0.4%
Wholesale Trade	367	419	1.3%
Retail Trade	2,383	2,641	1.0%
T.W.U.	780	800	0.3%
Information	260	270	0.4%
Financial Activities	740	820	1.0%
Professional & Business	810	950	1.6%
Education & Health	2,140	2,730	2.5%
Leisure & Hospitality	1,740	2,020	1.5%
Other Services	580	660	1.3%
Public Administration	4,670	5,090	0.9%
<b>TOTAL</b>	<b>18,080</b>	<b>20,210</b>	<b>1.1%</b>

SOURCE: Oregon Employment Department

## C. PRELIMINARY EMPLOYMENT FORECAST

Table III.4 presents a forecast of total employment in La Grande between 2008 and 2028. The forecast utilizes the State of Oregon's Region 13 projected growth rates by sector (Table III.4) and applies these rates of growth to the estimated current employment distribution within the La Grande economy (Table III.3). In addition, the forecast assumes a growth rate of 115% over the Region 13 growth rate for each sector.<sup>16</sup> It should be noted that employment forecasts are speculative over a twenty year horizon and even more so over a fifty year horizon (Table III.5).

As shown, the employment forecast anticipates an increase of 4,198 jobs (1.9% AAGR). Education & Health Services, Professional Services, Leisure & Hospitality, and Retail Trade are expected to account for approximately 82% of net new growth over the forecast period. Other promising sectors are Construction, Financial Activities and Other Services accounting for an additional 13% of new net growth.

**TABLE III.4: 20-YEAR EMPLOYMENT FORECAST (2008-2028)**

NAICS	Base Year	Employment Forecast					2008-2028 Growth	
	2008	2013	2018	2023	2028		Jobs	AAGR
Natural Resources	69	68	67	66	64		-5	-0.4%
Construction	629	671	716	764	815		186	1.3%
Manufacturing	197	202	207	211	216		19	0.5%
Wholesale Trade	153	165	178	192	207		54	1.5%
Retail Trade	1,074	1,139	1,209	1,282	1,360		286	1.2%
T.W.U.	405	411	417	424	430		24	0.3%
Information	160	164	167	171	175		15	0.4%
Financial Activities	694	736	781	828	879		185	1.2%
Professional & Business	651	714	782	857	939		288	1.8%
Education & Health	3,322	3,820	4,393	5,052	5,809		2,488	2.8%
Leisure & Hospitality	910	991	1,080	1,177	1,282		372	1.7%
Other Services	496	534	575	619	667		171	1.5%
Public Administration	523	550	578	607	638		115	1.0%
<b>TOTAL</b>	<b>9,284</b>	<b>10,165</b>	<b>11,149</b>	<b>12,250</b>	<b>13,482</b>		<b>4,198</b>	<b>1.9%</b>

Table III.5 highlights the fifty-year employment forecast for La Grande. The methodology used in arriving at the twenty-year growth rate was similarly applied to the fifty-year forecast. During the next fifty years, the employment forecast anticipates an increase of 15,518 jobs (2.0% AAGR).

**TABLE III.5: 50-YEAR EMPLOYMENT FORECAST SCENARIOS (2008-2058)**

NAICS	Base Year	Employment Forecast										2008-2058 Growth	
	2008	2013	2018	2023	2028	2033	2038	2043	2048	2053	2058		AAGR
Natural Resources	69	68	67	66	64	63	62	61	60	59	57	-12	-0.4%
Construction	629	671	716	764	815	870	928	991	1,057	1,128	1,204	575	1.3%
Manufacturing	197	202	207	211	216	221	226	232	237	243	248	51	0.5%
Wholesale Trade	153	165	178	192	207	223	241	260	281	303	327	174	1.5%
Retail Trade	1,074	1,139	1,209	1,282	1,360	1,443	1,531	1,624	1,723	1,828	1,939	865	1.2%
T.W.U.	405	411	417	424	430	436	442	449	456	462	469	64	0.3%
Information	160	164	167	171	175	178	182	186	190	195	199	39	0.4%
Financial Activities	694	736	781	828	879	932	989	1,049	1,113	1,180	1,252	558	1.2%
Professional & Business	651	714	782	857	939	1,029	1,128	1,236	1,355	1,485	1,627	976	1.8%
Education & Health	3,322	3,820	4,393	5,052	5,809	6,681	7,683	8,835	10,160	11,684	13,437	10,115	2.8%
Leisure & Hospitality	910	991	1,080	1,177	1,282	1,397	1,522	1,658	1,806	1,968	2,144	1,234	1.7%
Other Services	496	534	575	619	667	718	774	833	898	967	1,041	546	1.5%
Public Administration	523	550	578	607	638	670	704	740	777	817	858	335	1.0%
<b>TOTAL</b>	<b>9,284</b>	<b>10,165</b>	<b>11,149</b>	<b>12,250</b>	<b>13,482</b>	<b>14,863</b>	<b>16,413</b>	<b>18,154</b>	<b>20,112</b>	<b>22,317</b>	<b>24,802</b>	<b>15,518</b>	<b>2.0%</b>

<sup>16</sup> Inherent in the employment forecast is the assumption that the Region 13 growth rates are representative of La Grande's employment composition and trends.

## **IV. EMPLOYMENT LAND ANALYSIS**

### **A. INDUSTRIAL AND COMMERCIAL LAND NEED**

This section summarizes the projected need for commercial and industrial land associated with the employment projections through 2028 and then through 2058. Results are followed by a description of the methodology employed by JOHNSON GARDNER to project the need for commercial and industrial space, and subsequently, commercial and industrial land.

Determining the City's required site types involves qualitative and quantitative analysis. The qualitative analysis describes the site characteristics expected to be needed by firms during the planning period. There are three components to the quantitative analysis. The first describes the types of firms likely to locate in La Grande during the planning period. This component was completed through the Target Industry Opportunities Analysis. The second component involves projections of employment. These employment projections have been summarized in the previous section. The third component combines the employment projections with the qualitative component of the Site Requirements analysis to project the commercial and industrial land need and the demanded number of sites.

#### **1. SUMMARY OF COMMERCIAL AND INDUSTRIAL LAND NEED FINDINGS**

The results summarized in Table IV.1 highlight projections of net new demand within the La Grande UGB for commercial and industrial land between 2008 and 2028. Detailed findings by use type and growth scenario are included in the technical appendix. Over the next twenty years, net new demand for commercial and industrial land is expected to range from 113 to 160 net buildable acres, contingent upon La Grande's realized growth pattern through 2028. Specialized uses, including hospitals and other institutional uses, is expected to account for between 50 to 69 net acres of land need.<sup>17</sup> The baseline "Medium Growth Scenario" indicates that La Grande can expect aggregate commercial and industrial land need in the vicinity of 137 acres through 2028.

**TABLE IV.1: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE LA GRANDE UGB (NET BUILDABLE ACRES) (2008-2028)**

Use Type	Need For Land (Acres) By Scenario:		
	Medium Growth	High Growth	Low Growth
<b>COMMERCIAL</b>	<b>53.7</b>	<b>63.7</b>	<b>44.2</b>
OFFICE	38.4	45.5	31.7
RETAIL	12.9	15.4	10.5
<b>INDUSTRIAL</b>	<b>23.0</b>	<b>26.9</b>	<b>19.2</b>
OVERNIGHT LODGING	2.4	2.8	2.0
<b>SPECIALIZED USES 2/</b>	<b>60.0</b>	<b>69.1</b>	<b>49.5</b>
<b>TOTAL</b>	<b>136.8</b>	<b>159.7</b>	<b>112.9</b>

SOURCE: Johnson Gardner LLC

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

<sup>17</sup> The growth rate for "Specialized Uses" land need between 2008 and 2028 and 2008 and 2058 is based on expected population growth rates.

These projections reflect net developable land, required only for building and impervious surface space requirements. Public rights-of-way, utility installations, fire stations, water reservoirs and public facilities, among other things necessary to serve projected land development, are not included. While the methodology is not based on a set density per acre assumption, the output reflects the following average jobs per net acre by broad land employment development categories:

AVERAGE JOBS/NET ACRE	
OFFICE COMMERCIAL	37.9
INDUSTRIAL	14.9
RETAIL COMMERCIAL	16.7
OVERNIGHT LODGING	10.9
SPECIALIZED USES 2/	20.0

In addition to the demand for actual sites, the need for public rights of way and infrastructure must be estimated in order to project the total amount of lands that would be required in the event the Urban Growth Boundary were expanded to provide land for needed employment sites. The City is using 20% for extending infrastructure into new areas to serve new development. The below figure converts the acreages from Table IV.1 to total gross land demand by category. Table IV.2 projects the total land demand for La Grande.

**TABLE IV.2: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE LA GRANDE UGB (GROSS BUILDABLE ACRES) (2008-2028)**

Use Type	Need For Land (Acres) By Scenario:		
	Medium Growth	High Growth	Low Growth
<b>COMMERCIAL</b>	<b>64.4</b>	<b>76.5</b>	<b>53.0</b>
OFFICE	46.1	54.6	38.0
RETAIL	15.5	18.5	12.6
INDUSTRIAL	27.6	32.3	23.1
OVERNIGHT LODGING	2.9	3.4	2.4
SPECIALIZED USES 2/	72.1	82.9	59.4
<b>TOTAL</b>	<b>164.1</b>	<b>191.6</b>	<b>135.5</b>

SOURCE: Johnson Gardner LLC

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

## 2. INDUSTRIAL AND OFFICE LAND NEED METHODOLOGY

Demand for industrial and office commercial land is a direct function of employment growth in industrial sectors that occupy this type of space. As a result, our projections of industrial and office demand are based on forecasted employment growth by industrial sector within La Grande. Methodology for forecasting need for industrial and office commercial land follow a standard, multi-step process, summarized below. A number of exhibits are referenced, which are found in the technical appendix to this document.

### Demand for Office Building Space

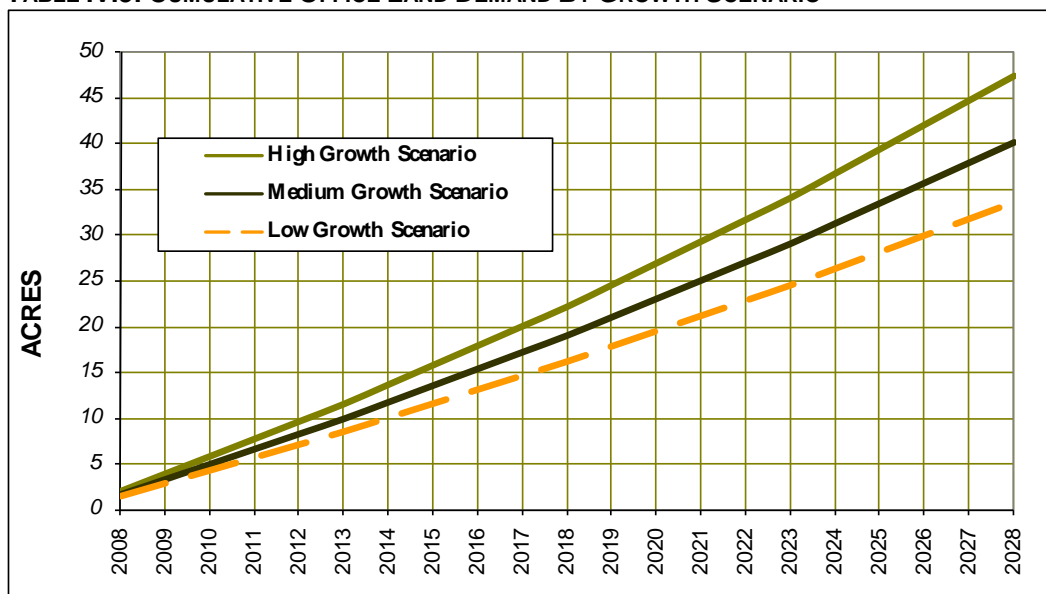
Sector employment growth for each of the three economic scenarios is converted into growth in office employment based on typical percentages of jobs, or capture factors, by sector that will be located in office development rather than industrial development. Employment density ratios, the average space in

square feet necessary per office job, were utilized to calculate total office space demand given projected employment growth. Ratios and densities utilized are from the Urban Land Institute.<sup>18</sup>

#### Demand for Office Commercial Land

Demand for office land is a conversion of demand for space by an office floor area ratio (FAR). FAR is defined as the gross leasable building area divided by the buildable land area used. For example, a 5,000 square foot office building on a 10,000 square foot site would be an example of a 0.50 FAR. For projections under each of the three La Grande economic scenarios, Johnson Gardner assumed a relatively conservative 0.30 FAR. While surface parked office space can be produced at an FAR up to 0.50, the historic pattern in La Grande has included more single story structures at a substantially lower ratio.<sup>19</sup>

**TABLE IV.3: CUMULATIVE OFFICE LAND DEMAND BY GROWTH SCENARIO**



#### DEMAND FOR INDUSTRIAL BUILDING SPACE

La Grande's industry employment growth for each of the three economic scenarios is converted into growth in industrial employment based on typical percentages of employment by sector that will be located in industrial space. Employment is then further stratified by type of space, including warehouse/distribution, general industrial and high-tech/flex space. Finally, employment density ratios, calculated as average square feet of space necessary per industrial job, were utilized to calculate total space demand by industrial space type given projected employment growth. These ratios and densities are based on industry standards.<sup>20</sup>

#### DEMAND FOR INDUSTRIAL LAND

Demand for industrial land is a conversion of demand for space by floor area ratios (FARs) by industrial development type and the addition of non-industrial use demand for industrial land typical of business park space. Projections utilize the following FARs:

- Warehouse/Distribution: 0.31
- General Industrial: 0.30; and
- High-Tech/Flex: 0.26.

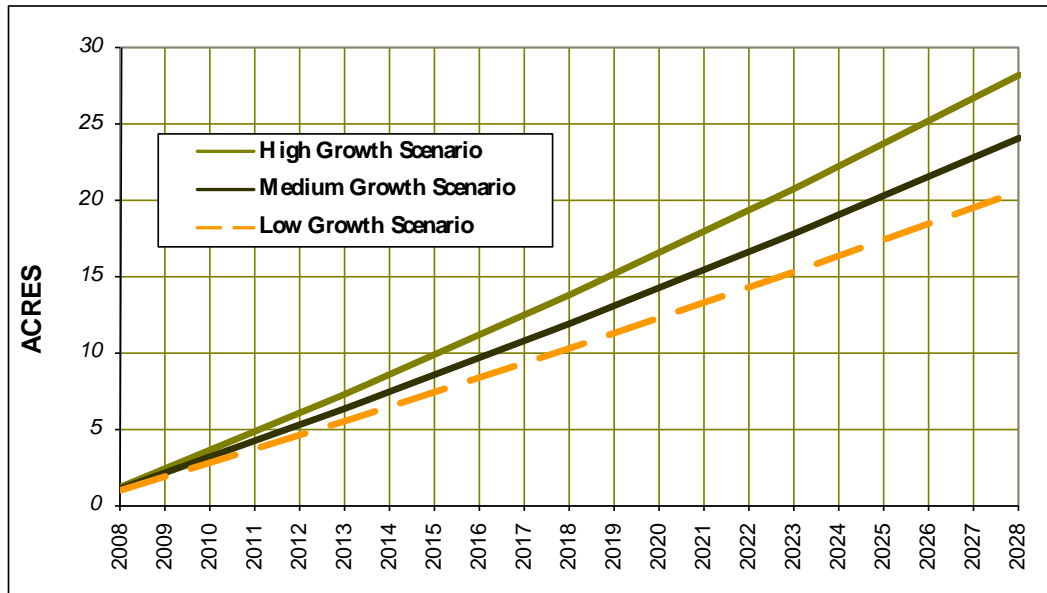
<sup>18</sup> See Appendix: Exhibits 1.01 and 1.02

<sup>19</sup> See Appendix: Exhibit 1.03

<sup>20</sup> See Appendix: Exhibit 1.05 through 1.07

Second, a 20% non-industrial use demand for land was assumed for industrial land projections.<sup>21</sup>

**TABLE IV.4: CUMULATIVE INDUSTRIAL LAND DEMAND BY GROWTH SCENARIO**



### 3. RETAIL COMMERCIAL LAND METHODOLOGY

Unlike industrial and office commercial land need, retail land need is a direct function of households moving into La Grande, typical spending patterns by those households and visitor/tourist spending. Methodology for forecasting retail commercial land need is summarized below.

#### HOUSEHOLD GROWTH PROJECTIONS

For modeling growth in retail commercial land need driven by residential growth, JOHNSON GARDNER utilized the City's population growth projection in the Union County Coordinated Population Forecast as the baseline, medium growth rate. Medium, high and low growth scenarios, and resulting household growth projections through 2028, were estimated as follows:

- Medium Growth Scenario: Assumes population growth rate of 0.76% annually.
- High Growth Scenario: Assumes population growth rate of 0.91% annually.
- Low Growth Scenario: Assumes population growth rate of 0.61% annually.

#### ESTIMATE LA GRANDE PER-HOUSEHOLD RETAIL SPENDING

JOHNSON GARDNER estimated per-household annual spending by retail category utilizing data derived from the US Bureau of Labor Statistics Consumer Expenditure Survey. Categories are as detailed in the following table by the North American Industry Classification System (NAICS).

<sup>21</sup> Non industrial uses in industrial districts include office space as well as support retail. See Appendix: Exhibits 1.08 and 1.09

**TABLE IV.5: AVERAGE HOUSEHOLD EXPENDITURES ON RETAIL GOODS, LA GRANDE UGB**

NAICS	Category	Per Household Expenditures 1/
441	Motor Vehicles and Parts Dealers	\$7,196
442	Furniture and Home Furnishings Stores	\$777
443	Electronics and Appliance Stores	\$801
444	Building Materials and Garden Equipment	\$3,414
445	Food and Beverage Stores	\$4,427
446	Health and Personal Care Stores	\$1,641
448	Clothing and Clothing Accessories Stores	\$1,439
451	Sporting Goods, Hobby, Book and Music Stores	\$687
452	General Merchandise Stores	\$4,070
453	Miscellaneous Store Retailers	\$885
722	Foodservices and Drinking Places	\$3,337
<b>Totals/Weighted Averages</b>		<b>\$28,674</b>

#### **ESTIMATE FUTURE LA GRANDE RESIDENT-DRIVEN RETAIL SALES**

Future retail sales originating within La Grande were simply calculated as the product of future household counts under the medium, high, and low growth scenarios through 2028 and annual average retail sales by category.<sup>22</sup>

#### **DEMAND FOR RETAIL COMMERCIAL SPACE**

Future retail sales are converted into need for developed retail space by calculating the product of future La Grande retail sales by category to a category-specific Sales Support Factor. The Sales Support Factor is the national average retail sales per square foot of space for each category of retail. Sales support factors are from the Urban Land Institute publication *Dollars & Cents*.<sup>23</sup>

#### **DEMAND FOR RETAIL COMMERCIAL LAND**

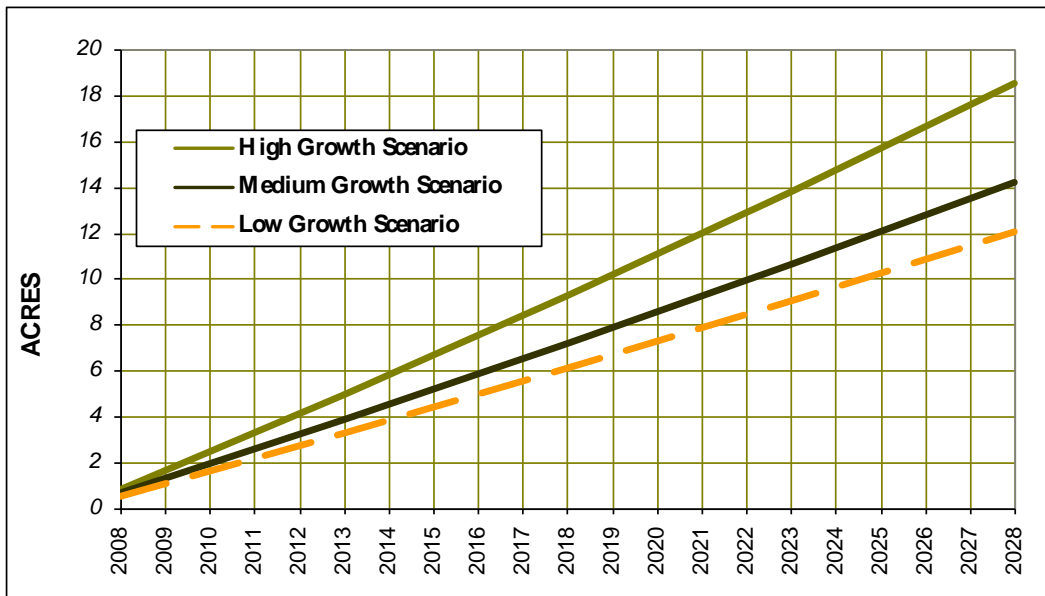
Demand estimates for developed retail space at different time points was then converted into demand for retail commercial land by applying the industry-standard retail Floor Area Ratio (FAR) of 0.25. The FAR assumes standard suburban retail space requiring four parking spaces per 1,000 square feet of retail floor area.<sup>24</sup>

<sup>22</sup> See Appendix: Exhibit 1.12

<sup>23</sup> See Appendix: Exhibit 1.13

<sup>24</sup> See Appendix: Exhibit 1.14

**TABLE IV.6: CUMULATIVE COMMERCIAL RETAIL LAND DEMAND BY GROWTH SCENARIO**



#### REGION/VISITOR SPENDING PROJECTIONS

La Grande's estimated retail sales exceed locally originating sales by a slight margin, reflecting the City's position as an employment center and economic hub, capturing a certain degree of general retail spending, particularly General Merchandising. It was assumed within our analysis that this ratio would remain constant, and that regional/visitor spending would grow at an equivalent rate to locally-originating retail sales.

#### 4. PREPARING FOR UNANTICIPATED ECONOMIC GROWTH

Employment land need forecasts in the above analysis assume a natural or organic rate of expansion for the La Grande economy based on existing industries and trends. In addition to natural growth, however, it is important for the City to have additional land capacity to accommodate economic developments that are presently impossible to anticipate. These specifically include:

- Abnormally high rates of growth in existing or spin-off industry;
- "Home Run" business attraction, such as a sizeable new distribution center for a national retailer;
- Contingency for countering potential economic displacement;
- Ample supply to meet City planning and economic development goals.

La Grande's location and public infrastructure investment will largely shape the identity and form of potential "home run" developments and a probable role as the regional economic center. These features include:

- Prime Interstate 84 access with relatively short distance to Interstate 82 and major distribution and transportation traffic through Tri-Cities and Yakima to the Puget Sound;
- Immediate rail access and traffic between the Midwest, the Port of Portland and ports northward to Seattle;
- Location between technology and computer industry centers in Portland, technology and research activities at the Northwest National Laboratory in Richland, and the technology and computer industry in Boise; *and*
- Eastern Oregon University.



Finally, industrial parcels of versatile size and reasonable development cost have grown scarcer in the Willamette Valley near Interstate 5, particularly in the Portland metro area. The decision by Wal-Mart to locate its distribution center in Hermiston, for example, was driven in part by the issue of industrial land availability with excellent transportation access and reasonable cost.

It is, therefore, reasonable to expect that a combination of all factors mentioned will make La Grande an attractive location for an unprecedented industry or firm to seek a location within the La Grande UGB. It is, therefore, recommended that the City of La Grande consider an industrial land reserve for contingent development. Tables IV.7 and IV.8 indicate adjusted Gross Land Need through 2028 and 2058, respectively, based on the need for land reserves. The baseline scenario assumes the need for one to two large industrial sites and one to two medium industrial sites. The high growth scenario assumes the need for two to three large sites and two to three medium sites. The need for commercial office and retail large and medium sites is increased at a smaller but proportional rate.

**TABLE IV.7: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE LA GRANDE UGB ADJUSTED TO PREPARE FOR UNANTICIPATED GROWTH (GROSS BUILDABLE ACRES) (2008-2028)<sup>25</sup>**

Use Type	Need For Land (Acres)
COMMERCIAL	111.2
OFFICE	73.8
RETAIL	37.4
INDUSTRIAL	210.0
OVERNIGHT LODGING	3.0
SPECIAL USES 2/	75.1
<b>TOTAL</b>	<b>399.2</b>

SOURCE: Johnson Gardner LLC

1/Based on current ratios between locally supported and total sales,  
CE Survey from the BLS and Census of Retail Trade.

2/Hospitals, Clinics, etc. for employment not otherwise categorized.

<sup>25</sup> Explanation of the methodology used to arrive at the estimates in **TABLE IV.7**

Medium Growth Scenario (Gross Acres)					
Total Need	2008-2028			2008-2058	
	Baseline	Aspiration	AAGR	Aspiration	AAGR
Industrial	27.6	210.0	4%	640.9	3%
Office	46.1	73.8	3%	275.5	2%
Retail	15.5	32.4	2%	116.4	2%

*Industrial:* The estimate of 210 acres is based on a net need estimate of 175. The 175 acres is not necessarily based on historical industrial growth trends but rather is a result of interviews conducted during the EOA process. A common trend during those interviews, which included representatives from state, regional and local public and private sectors, was that La Grande needs larger sites (i.e. 50 acres and 100 acres) to accommodate economic opportunities identified in this analysis. Thus, the medium growth scenario conservatively assumed the need for one large (100 net acres) site, one medium (50 net acres) site and multiple small sites (25 net acres; small site need was not adjusted).

*Commercial: Office and Retail:* Commercial land need is based on the baseline historical land need which is derived from estimated employment growth. To achieve the aspirational overlay, the baseline growth is augmented by about half of the growth in aspirational industrial land need, which is approximately 2% AAGR. This metric is used for two reasons: 1) office and retail are expected to indirectly grow as a result of the expected industrial growth at a smaller but proportionate rate; 2) it is an available proxy for expected economic growth.

**TABLE IV.8: PROJECTED AGGREGATE NEED FOR COMMERCIAL AND INDUSTRIAL LAND IN THE LA GRANDE URA ADJUSTED TO INCLUDE LAND RESERVES (GROSS BUILDABLE ACRES) (2008-2058)<sup>26</sup>**

Use Type	Need For Land
	(Acres)
COMMERCIAL	391.9
OFFICE	275.5
RETAIL	116.4
INDUSTRIAL	641.1
OVERNIGHT LODGING	9.5
SPECIAL USES 2/	286.4
<b>TOTAL</b>	<b>1328.9</b>

SOURCE: Johnson Gardner LLC

1/Based on current ratios between locally supported and total sales,  
CE Survey from the BLS and Census of Retail Trade.

2/Hospitals, Clinics, etc. for employment not otherwise categorized.

<sup>26</sup> Explanation of the methodology used to arrive at the estimates in **TABLE IV.8**

*Industrial:* 2058 industrial land need is estimated using the average growth in Commercial land need between 2028 and 2058. This metric is used as it is based on both estimated employment growth as well as the aspirational overlay in order to provide a reasonable proxy for economic growth during the study period. The average annual growth in commercial land need under the medium growth scenario is between 2% and 3%. This translates into a net industrial land need of 534 acres or 641 gross acres.  
*Commercial: Office and Retail:* Commercial land need uses the same methodology through 2058 as described above for 2028. It is based on the estimated employment growth through 2058 as well as the aspirational overlay described above, which remains constant during the study period.

## **V. ANALYSIS OF LAND SUPPLY AND DEMAND, AND SUITABILITY**

### **A. COMMERCIAL AND INDUSTRIAL LAND SUPPLY**

The objective of this section is to calculate the number of acres of buildable land in each plan designation that allows commercial and industrial uses in the existing Urban Growth Boundary (UGB) and the City of La Grande. Buildable land is defined as land that is suitable and available and necessary for the designated uses. This section provides the basis for subsequent calculations on the capacity of the UGB to accommodate future growth.

The following analysis uses methodologies suggested by the *Industrial & Other Employment Lands Analysis Guidebook* produced by the Oregon Department of Land Conservation and Development (DLCD). The steps used in this methodology have been followed to the greatest extent possible, given the data available for the City of La Grande.

#### **1. BUILDABLE VACANT ACRES BY ZONING DISTRICT**

There are five commercial and industrial zones in La Grande as follows:

- General Commercial – GC
- Interchange Commercial – IC
- Business Park – BP
- Light Industrial - M-1
- Heavy Industrial - M-2

Table V.1 shows a complete inventory of buildable land organized by zone and four parcel sizes as follows:

- 0- 0.5 acres
- 0.51-2.0 acres
- 2.01-5.0 acres
- 5.0 acres and larger

Please note: in Table V.1 sites with an asterisk (\*) indicate parcels in, or partially within the 100 Flood Plain (primarily zoned Business Park).

All developed commercial and industrial lands were determined to be unbuildable. For partially vacant lands, the amount of vacant and/or unbuildable land is parcel specific and noted in the “comments” column. Property is identified as “committed” if a permit has been approved by the City and/or construction has commenced.

**TABLE V.1: BUILDABLE COMMERCIAL AND INDUSTRIAL LANDS INVENTORY**

TABLE V.1.1. BUILDABLE COMMERCIAL PARCELS WITH UNDEVELOPED AREAS									
Category	Zone	Classification	Parcel ID	Parcel	Developed	Size (acres)		Buildable	Comments
						Unbuildable	In 100 Yr Flood Plain		
NET BUILDABLE AREA 0.5 ACRES OR SMALLER									
General Commercial	GC	Vacant	3538.4CC/1800 1-32	0.34				0.34	
General Commercial	GC	Part. Vac./Redev.	3538.4CC/1801 1-32	0.22				0.22	
General Commercial	GC	Vacant	3538.5CA/10400 1-32	0.17				0.17	
General Commercial	GC	Vacant	3538.5CD/1400 1-32	0.07				0.07	
General Commercial	GC	Part. Vac./Redev.	3538.5DC/2500 1-32	0.29	0.15			0.15	50% unbuildable (house on south half)
General Commercial	GC	Vacant	3538.6DA/6601 1-32	0.11				0.11	0.07 ac developed (kitchen furniture storage & loading area)
General Commercial	GC	Vacant	3538.8BA/7200 1-32	0.27	0.07			0.20	
General Commercial	GC	Vacant	3538.8DA/7702 1-32	0.30				0.30	
General Commercial	GC	Part. Vac./Redev.	3538.9B8/200 1-32	1.33	0.20	0.63		0.50	Storage units (0.5 ac vacant)
General Commercial*	GC	Part. Vac./Redev.	3538.9CB/101 1-32	0.48	0.48		0.16	0.00	Redevelopable
			Subtotal, area 0.5 acres or smaller	3.58	0.90	0.63		2.06	
NET BUILDABLE AREA 0.51-2 ACRES									
General Commercial	GC	Committed	3538.4CA/1400 1-25	1.50				1.30	Proposed Mobile food extension (0.20 ac) Gravel truck parking for hotel
General Commercial	GC	Committed	3538.4CA/1700 1-25	1.50			0.20	1.50	Gravel truck parking for hotel
General Commercial	GC	Part. Vac./Redev.	3538.4CC/1200 1-32	0.90			0.30	0.60	Existing house (0.30 ac unbuildable (garage area))
General Commercial	GC	Part. Vac./Redev.	3538.4CC/1400 1-32	1.05	0.25			0.80	Redevelopable
General Commercial	GC	Vacant	3538.4CC/601 1-1	1.66			-	1.66	
General Commercial	GC	Vacant	3538.4CC/700 1-1	0.88			-	0.88	
General Commercial	GC	Part. Vac./Redev.	3538.5DD/1000 1-32	1.86	0.93			0.93	50% vacant; existing house
General Commercial	GC	Vacant	3538.8AA/3602 1-32	0.92				0.92	
General Commercial	GC	Vacant	3538.8AB/5501 1-32	0.67				0.67	
General Commercial	GC	Vacant	3538.4DC/703 1-25	1.22				1.22	
General Commercial	GC	Vacant	3538.4DC/702 1-25	1.21				1.21	
			Subtotal, area 0.51-2 acres	13.37	1.18		0.50	11.69	
NET BUILDABLE AREA 2.01-5 ACRES									
General Commercial	GC	Vacant	3538.4/9800 1-25	9.31	6.98			2.33	Proposed Mobile food extension (0.64 ac) 50% vacant; 50% unbuildable
General Commercial	GC	Vacant	3538.4CA/1500 1-25	3.50		0.64		2.86	Vacant w/ 0.3 acre unbuildable
General Commercial	GC	Part. Vac./Redev.	3538.4CA/1600 1-25	3.50	0.50			3.00	Redevelopable
General Commercial	GC	Part. Vac./Redev.	3538.4DA/1200 1-32	2.12	0.25			1.87	House in NW corner
General Commercial	GC	Vacant	3538.4/10800 1-25	3.99				3.99	
			Subtotal, area 2.01-5 acres	22.42	7.73	0.64		14.05	
NET BUILDABLE AREA OVER 5 ACRES									
General Commercial*	GC	Vacant	3538.9CC/701 1-32	15.53				15.53	0.13 ac unbuildable (garage area)
General Commercial*	GC	Vacant	3538.9CD/100 1-32	5.19		0.13		5.06	
General Commercial	GC	Vacant	3538.4AB/100 1-25	18.87				18.87	
			Subtotal, area over 5 acres	39.59	0.00	0.13		39.46	

Category	Zone	Classification	Parcel ID	GC Subtotal	Parcel	Developed	Size (acres)		Buildable	Comments
							Unbuildable	In 100 Yr Flood Plain		
Total GC Lots = 29					78.96	9.81	1.90		67.26	
NET BUILDABLE AREA 0.5 ACRES OR SMALLER										
Interchange Commercial	IC	Committed	3538.4C3/701_1-1	Subtotal, area 0.5 acres or smaller	0.58	0.58	0.00		0.00	Parking lot gravel pit for Super 6
NET BUILDABLE AREA 0.51-2 ACRES										
Interchange Commercial	IC	Vacant	3538.4C4/200_1-1		0.95				0.95	
Interchange Commercial	IC	Vacant	3538.4B9/200_1-25		2.90				2.90	
Interchange Commercial	IC	Vacant	3538.4C4/1300		2.38				2.38	
Total IC Lots = 5					6.81	0.58	0.00		6.23	
NET BUILDABLE AREA 0.51-2 ACRES										
Business Park*	BP	Vacant	3538.168A/600_1-32		0.94			0.94	0.94	
Business Park*	BP	Vacant	3538.168B/1000_1-32		0.94			0.94	0.94	
Business Park*	BP	Vacant	3538.168A/400_1-32		1.02			1.02	1.02	
Business Park*	BP	Vacant	3538.168B/400_1-32		1.02			1.02	1.02	
Business Park*	BP	Vacant	3538.168B/600_1-32		1.02			1.02	1.02	
Business Park*	BP	Vacant	3538.168A/100_1-32		2.04			2.04	2.04	
Business Park*	BP	Vacant	3538.168B/500_1-32		1.02				1.02	
Business Park*	BP	Vacant	3538.168A/500_1-32		0.93			0.93	0.93	
Business Park*	BP	Vacant	3538.168A/700_1-32		0.92			0.92	0.92	
Business Park*	BP	Vacant	3538.168B/1100_1-32		0.92			0.92	0.92	
Business Park*	BP	Vacant	3538.168B/900_1-32		0.92			0.92	0.92	
Business Park*	BP	Vacant	3538.168A/300_1-32		1.00			1.00	1.00	
Business Park*	BP	Vacant	3538.168B/700_1-32		1.04			1.01	1.04	
Total				Subtotal, area 0.51-2 acres	13.73	0.00	0.00		13.73	
NET BUILDABLE AREA 2.01-5 ACRES										
Business Park*	BP	Vacant	3538.168A/600_1-32		2.67			2.67	2.67	
Business Park*	BP	Vacant	3538.168B/1200_1-32		2.67			2.67	2.67	
Business Park*	BP	Vacant	3538.168B/100_1-32		2.67			1.44	2.67	
Business Park*	BP	Vacant	3538.168C/300_1-32		2.67			2.66	2.67	
Business Park*	BP	Vacant	3538.168C/600_1-32		4.19				4.19	
Business Park*	BP	Vacant	3538.168C/200_1-32		3.90				3.90	
Business Park*	BP	Vacant	3538.168C/500_1-32		4.18			1.02	4.18	
Business Park*	BP	Vacant	3538.168D/200_1-32		2.65			0.99	2.65	
Business Park*	BP	Vacant	3538.168C/400_1-32		2.65				2.65	
Total				Subtotal, area 2.01-5 acres	28.25	0.00	0.00		28.25	
NET BUILDABLE AREA OVER 5 ACRES										
Business Park*	BP	Vacant	3538.16/500_1-32		8.17			8.00	8.17	

Category	Zone	Classification	Parcel ID	Parcel	Developed	Unbuildable	In 100 Yr Flood Plain	Buildable	Comments
Business Park	BP	Vacant	3538.16AD/200.1-32	6.26				6.26	
Business Park*	BP	Vacant	3538.16AD/100.1-32	5.43			0.37	5.43	
			Subtotal, area over 5 acres	19.96	0.00	0.00		19.96	
			BP Subtotal	61.94	0.00	0.00		61.94	
NET BUILDABLE AREA 0.5 ACRES OR SMALLER									
Light Industrial	M-1	Part. Vac./Redev.	2538.31CD/1101.1-1	0.55	0.33			0.22	Developed (redevelopable) portion built, portion vacant (outdoor storage).
Light Industrial	M-1	Vacant	3538.5CD/7500.1-32	0.08				0.08	
Light Industrial	M-1	Committed	3538.8AA/4500.1-32	0.41				0.41	Used for outdoor storage (no perm. structures). City garage service, service, city garage service site - still used.
Light Industrial	M-1	Committed	3538.8AA/4800.1-32	1.16	1.16			0.00	
			Subtotal, area 0.5 acres or smaller	2.20	1.49	0.00		0.71	
NET BUILDABLE AREA 0.51-2 ACRES									
Light Industrial	M-1	Committed	3538.8AA/4400.1-32	0.83	0.08	0.19		0.56	Mostly vacant. One building 10% of site, 90% of site is vacant, outdoor storage, 0.19 ac buildable (lighting). Ditch company.
Light Industrial	M-1	Part. Vac./Redev.	3538.8AD/400.1-32	0.60				0.60	
Light Industrial	M-1	Part. Vac./Redev.	3538.9CD/101.1-32	5.78	4.00	1.78		1.78	
			Subtotal, area 0.51-2 acres	7.21	4.08	0.19		2.94	
			M-1 Subtotal	9.41	5.57	0.19		3.65	
NET BUILDABLE AREA 0.51-2 ACRES									
Heavy Industrial*	M-2	Vacant	3538.16AD/102.1-32	0.80		0.26	0.36	0.54	Used for outdoor storage (no perm. structures). 0.26 ac (lighting)
Heavy Industrial*	M-2	Vacant	3538.16AD/200.1-32	2.00		0.26	2.00	1.74	0.26 ac (lighting)
			Subtotal, area 0.51-2 acres	2.80	0.00	0.52		2.28	
NET BUILDABLE AREA OVER 5 ACRES									
Heavy Industrial*	M-2	Vacant	3538.16AD/101.1-32	5.51		0.00	3.23	5.51	Used for outdoor storage (no perm. structures). 0.02 ac (lighting)
			Subtotal, area over 5 acres	5.51	0.00	0.00		5.51	
			M-2 Subtotal	8.31	0.00	0.52		7.79	
			Total	165.33	15.96	2.61		146.76	

Table V.2 shows the summary totals of the number of buildable acres for vacant/partially vacant parcels by size and zone inside the City of La Grande UGB.

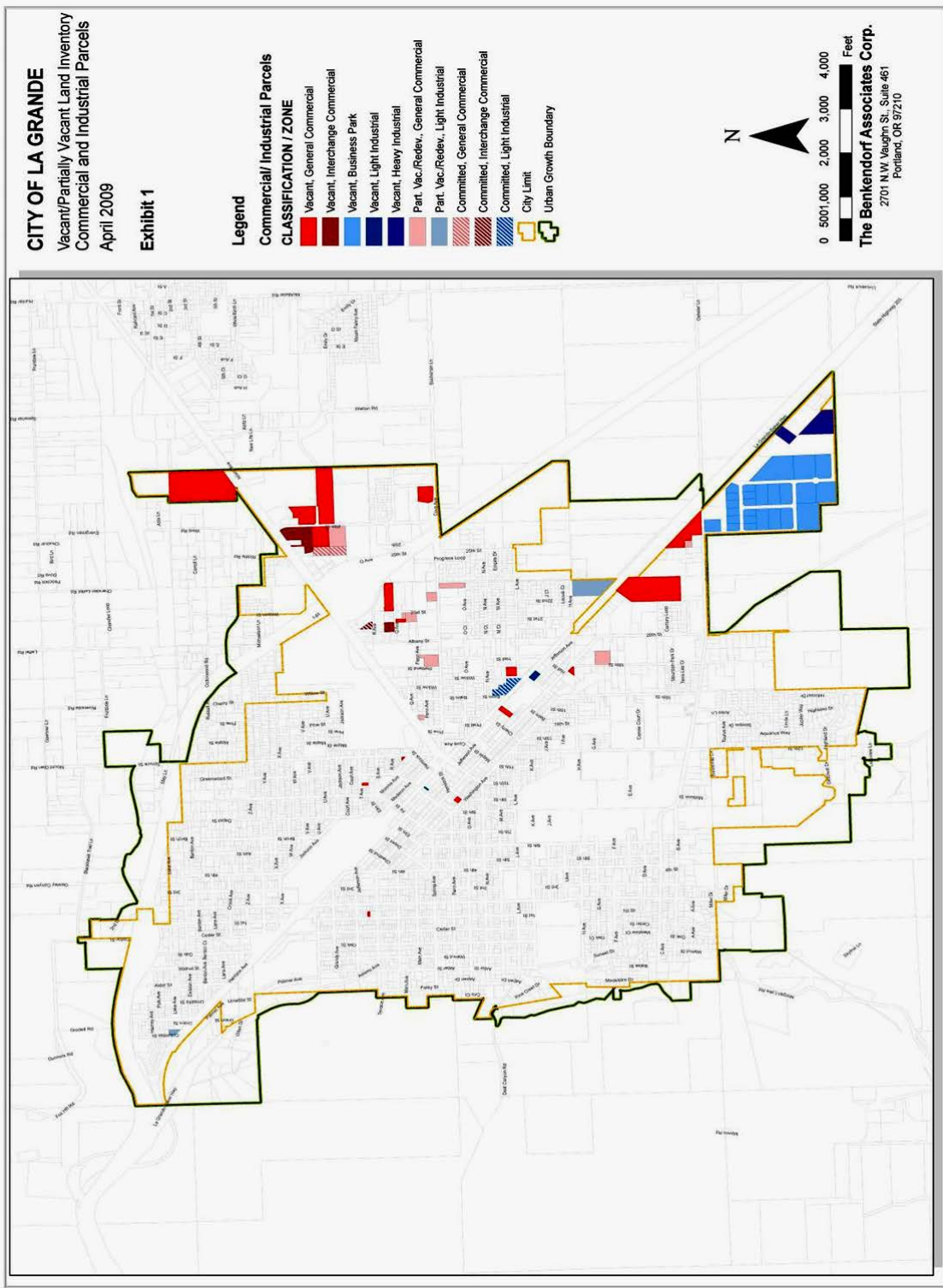
**TABLE V.2:**  
**SUMMARY OF COMMERCIAL AND INDUSTRIAL LAND INVENTORY**

<b>Zone</b>	<b>Number of Lots</b>	<b>Total Net Acres</b>
General Commercial	29	67.26
Interchange Commercial	5	6.23
Business Park	25	61.84
Light Industrial	7	3.65
Heavy Industrial	3	7.79
<b>Total</b>	<b>69</b>	<b>146.76</b>

Approximately one half of the General Commercial inventory is located within two parcels totaling 34.4 acres. Approximately 75 per cent of the parcel on Adams Avenue is within the 100 year flood plain. The largest inventory of business/industrial sites are zoned Business Park, however 32.5 acres are also within the 100 year flood plain. A Flood Plain Mitigation Plan has been prepared and the city is seeking the funds to implement the plan. These parcels can be developed in a manner consistent with the City's existing Flood Plain Ordinance because the flood plain elevation is a foot or less above the ground elevation.

The amount of vacant buildable light and heavy industrial land is negligible, approximately 11.4 acres divided among 10 parcels. As described in subsequent sections of this chapter, there is a substantial need to re-designate existing or designate new parcels for light and heavy industrial use within or outside of the existing Urban Growth Boundary.

Exhibit 1 shows a map of the vacant/partially vacant land inventory for commercial and industrial parcels.





## 2. SITE SUITABILITY

The sites proposed for commercial and industrial use are very suited for this purpose. The small commercial sites are within and adjacent to the existing downtown cluster and would complement and support the existing commercial uses and businesses. The infill and expansion of the downtown area will create a larger critical mass of enterprise and activity which will be supportive of La Grande as a regional center. To enhance the City as a Regional Retail Center, medium and large sites need to be planned for commercial uses. The existing site adjacent to Island Avenue and east of West Avenue and new areas proposed to be included in the UGB will be designed to provide medium and large sites. This area is adjacent to Adams Avenue and in close proximity to the interchange with Interstate 84, a prime location for new commercial development.

The City has virtually no land areas planned and zoned for industrial use. The City's Business Park has been planned for small office and service commercial uses with sites ranging in size from one to two acres with the exception of 3, 5-8 acre sites. The land areas proposed to be added to the UGB and included in the Urban Reserve Areas are very suited for medium and large sites. The area is topographically flat with good access to Adams Avenue and the Interstate 84 interchange with Adams. The planned location for future industrial uses will also have good access to the university and the La Grande and Island City commercial areas.

## **B. COMPARISON OF LAND SUPPLY AND DEMAND – PROJECTED NUMBER OF SITES NEEDED**

The final step in establishing the City's land demand projections is to arrive at the number of sites expected to be needed according to development pattern types during the planning horizon.<sup>27</sup> Because there are subjective components to this analysis, it is important to understand basic assumptions utilized in the analysis. The principal assumptions relate to methodology for identifying and categorizing medium and large sites and these include the following:

- The vast proportion of the employment land base, from the standpoint of total acreage, is consumed by sites larger than half an acre. Some of these are held for speculation and will be divided further, but the vast majority of these parcels are developed and used by going concerns.
- It is much easier to divide employment land into small parcels to meet the needs of smaller users than it is to aggregate small parcels in fractured ownerships to meet the needs of a larger user.

The employment land need documented in Table IV.8, demonstrates that estimating the gross need for employment land, by site category, is possible. Table V.4 provides a detailed assessment of La Grande's employment land need (gross acres) by site category through 2058.

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<sup>27</sup> Development pattern types may be found in the Appendix.

**TABLE V.3: RECONCILIATION OF LA GRANDE EMPLOYMENT LAND ACREAGE NEED & SUPPLY (2008-2058)**

Land Need Reconciliation - Gross Acreage Need											
Commercial Office	Vacant Acres Reconciliation (Total)						Planning Horizon				
		Land Need Projections					Vacant Supply	Balance			
		Typical Acreage	2028	2038	2048	2058		2028	2038	2048	2058
	Large	5.0+	19.2	34.3	51.1	71.7	19.9	0.7	-14.4	-31.2	-51.8
	Medium	1.5-5.0	25.3	45.2	67.4	94.6	28.3	2.9	-17.0	-39.1	-66.3
	Small	0.12-1.5	29.3	52.3	77.9	109.3	13.7	-15.5	-38.6	-64.2	-95.6
	SubTotal		73.8	131.8	196.4	275.5	61.8	-11.9	-70.0	-134.5	-213.7
Commercial Retail											
	Large	25.0+	10.4	17.6	24.6	32.4	0.0	-10.4	-17.6	-24.6	-32.4
	Medium	10.0-25.0	22.5	38.0	53.3	70.1	34.4	11.9	-3.6	-18.9	-35.7
	Small	10.0 or fewer	4.5	7.5	10.6	13.9	39.1	34.6	31.6	28.5	25.2
	SubTotal		37.4	63.1	88.5	116.4	73.5	36.1	10.4	-15.0	-42.9
Industrial											
	Regional Anchor	100.0+	120.0	162.6	220.2	298.3	0.0	-120.0	-162.6	-220.2	-298.3
	Large User	50.0-100.0	54.0	75.3	104.9	146.2	0.0	-54.0	-75.3	-104.9	-146.2
	Medium User	10.0-50.0	24.0	41.4	71.4	123.3	0.0	-24.0	-41.4	-71.4	-123.3
	Small Business	10.0 or fewer	12.0	21.9	40.1	73.2	11.4	-0.6	-10.5	-28.6	-61.8
	SubTotal		210.0	301.2	436.7	641.1	11.4	-198.6	-289.7	-425.2	-629.6
Other											
	Over Night Lodging	Not Estimated	3.0	4.9	7.0	9.5	Not Estimated	-3.0	-4.9	-7.0	-9.5
	Special Uses	Not Estimated	75.1	129.0	198.0	286.4	Not Estimated	-75.1	-129.0	-198.0	-286.4
	Grand Totals		399.2	630.0	926.6	1328.9		-252.5	-483.2	-779.8	-1182.1

Note: Figures may not sum due to rounding. See Appendix A for definitions.

SOURCE: JOHNSON GARDNER

## 5. OFFICE COMMERCIAL LAND ACREAGE NEED FINDINGS

- **Land Need:** La Grande economic growth can be expected to drive 74 acres of gross land need by 2028 to as much as 276 gross acres by 2058.
- **Land Supply:** The City of La Grande currently has a total of 62 vacant, net buildable acres suitable for office commercial development within the current City UGB (see V.1). Existing supply is relatively diversified over the three site sizes.
- **Land Need Reconciliation:** Given documented gross acreage need and existing UGB inventory, La Grande will require anywhere from 12 additional gross acres by 2028 to 214 additional gross acres by 2058 to meet economic opportunities identified in this analysis.

## 6. RETAIL COMMERCIAL LAND ACREAGE NEED FINDINGS

- **Land Need:** La Grande economic growth and resulting population growth is expected to create need for a minimum of 37 gross commercial retail acres by 2028 to as many as 116 gross acres by 2058.
- **Land Supply:** The City of La Grande currently has 74 vacant, developable acres suitable for retail development within its UGB, overwhelmingly concentrated in parcels sized one acre or less. It should again be noted that La Grande presently has no developable sites suitable for large retail commercial development over the planning period, namely sites greater than 25 acres in size.
- **Land Need Reconciliation:** Given documented land need and existing inventory, La Grande will have a surplus of retail commercial sites through 2038, specifically for small sites. By 2058, an additional 43 gross acres suitable for medium and large retail commercial development will be required.

## 7. INDUSTRIAL LAND ACREAGE NEED FINDINGS

- **Land Need:** La Grande economic growth is expected to generate need for a minimum of 210 gross acres by 2028 to as many as 641 gross acres through 2058. Although most individual sites needed will be 10 acres or fewer in size, large site need (100+ acres) will account for the largest share of total land need through 2058.
- **Land Supply:** The City of La Grande currently has 11 vacant, developable acres within its UGB, concentrated exclusively in parcels sized 15 acres or less. It should be underscored that La Grande presently has no developable sites suitable for medium or large industrial development.
- **Land Need Reconciliation:** Given documented site need and existing inventory, La Grande will require 199 additional industrial acres by 2028 and 630 additional industrial acres by 2058 to meet economic opportunities identified in this analysis.

Table V.4 provides a detailed assessment of La Grande employment land need through 2058 in terms of number of sites needed by site size (net acres), with a comparison to developable employment land supply by site classification within the existing La Grande UGB. Results directly correlate to gross land need details provided in Table V.3.

**TABLE V.4: RECONCILIATION OF LA GRANDE EMPLOYMENT LAND SITE NEED & SUPPLY (2008 - 2058)**<sup>28</sup>

Land Need Reconciliation - Site Need Count											
Number of Sites by Development Pattern							Planning Horizon				
		Land Need Projections					Vacant Supply	Balance			
		Typical Acreage	2028	2038	2048	2058		2028	2038	2048	2058
Commercial Office	Large	5.0+	2.4	4.3	6.4	9.0	3.0	0.6	-1.3	-3.4	-6.0
	Medium	1.5-5.0	9.2	16.4	24.4	34.3	9.0	-0.2	-7.4	-15.4	-25.3
	Small	0.12-1.5	40.6	72.6	108.2	151.8	13.0	-27.6	-59.6	-95.2	-138.8
	<b>SubTotal</b>		<b>52.2</b>	<b>93.3</b>	<b>139.1</b>	<b>195.1</b>	<b>25.0</b>	<b>-27.2</b>	<b>-68.3</b>	<b>-114.1</b>	<b>-170.1</b>
Commercial Retail	Large	25.0+	0.3	0.6	0.8	1.1	0.0	-0.3	-0.6	-0.8	-1.1
	Medium	10.0-25.0	1.1	1.8	2.6	3.4	2.0	0.9	0.2	-0.6	-1.4
	Small	10.0 or fewer	3.4	5.7	8.0	10.5	31.0	27.6	25.3	23.0	20.5
	<b>SubTotal</b>		<b>4.8</b>	<b>8.1</b>	<b>11.4</b>	<b>15.0</b>	<b>33.0</b>	<b>28.2</b>	<b>24.9</b>	<b>21.6</b>	<b>18.0</b>
Industrial	Regional Anchor	100.0+	1.0	1.4	1.8	2.5	0.0	-1.0	-1.4	-1.8	-2.5
	Large User	50.0-100.0	1.0	1.3	1.7	2.4	0.0	-1.0	-1.3	-1.7	-2.4
	Medium User	10.0-50.0	1.0	1.7	3.0	5.1	0.0	-1.0	-1.7	-3.0	-5.1
	Small Business	10.0 or fewer	2.0	3.7	6.7	12.2	10.0	8.0	6.3	3.3	-2.2
	<b>SubTotal</b>		<b>5.0</b>	<b>8.0</b>	<b>13.2</b>	<b>22.3</b>	<b>10.0</b>	<b>5.0</b>	<b>2.0</b>	<b>-3.2</b>	<b>-30.0</b>

Note: Figures may not sum due to rounding. See Appendix A for definitions.

SOURCE: JOHNSON GARDNER

## 1. OFFICE EMPLOYMENT SITE NEED FINDINGS

- **Site Need:** La Grande's economic growth is estimated to drive the need for 52 office commercial sites by 2028 and as many as 195 by 2058. The majority of sites for office commercial can be expected in the "Small" category, with typical parcel size at 0.6 acres.
- **Site Supply:** The City of La Grande currently has a total of 25 sites suitable for office commercial development.
- **Site Need Reconciliation:** Given documented site need and existing inventory, La Grande will require 27 new office commercial sites by 2028 and 170 new office commercial sites by 2058 to meet economic opportunities identified in this analysis.

<sup>28</sup> Site Need and Vacant Supply are calculated by taking net acreage estimates (Table V.3 estimates divided by 1.20) divided by the typical acreage.

## 2. RETAIL COMMERCIAL EMPLOYMENT SITE NEED FINDINGS

- *Sites Need:* La Grande population growth, resulting from economic growth opportunity, is expected to create need for a minimum of 5 commercial sites by 2028 to as many as 15 by 2058. The great majority of sites needed will be one acre or less in size ("Small"), though "Medium" site need accounts for up to 20% of future commercial retail site need through 2058.
- *Site Supply:* The City of La Grande currently has 33 sites suitable for retail development within its UGB, overwhelmingly concentrated in parcels sized one acre or less. It should be noted that La Grande presently has no developable sites suitable for large commercial retail development over the planning period, namely sites greater than 25 acres in size.
- *Site Need Reconciliation:* Given documented site need and existing inventory, La Grande will have a surplus of 28 retail commercial sites of medium and small sizes by 2028. By 2058, one additional medium retail commercial site and one additional large and medium retail sites will be required.

## 3. INDUSTRIAL EMPLOYMENT SITE NEED FINDINGS

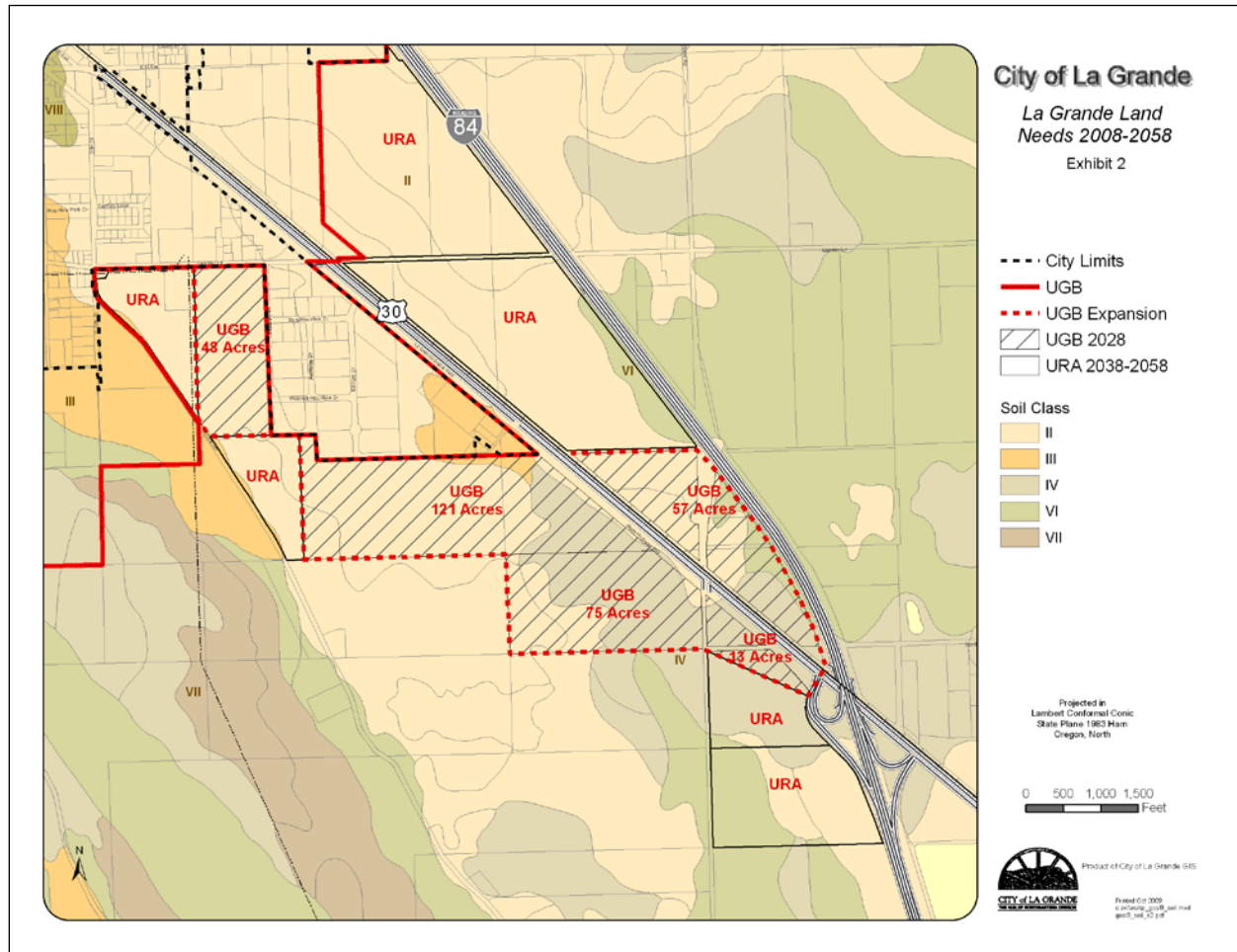
- *Site Need:* La Grande's economic growth is expected to generate need for a minimum of 5 industrial sites by 2028 to as many as 22 by 2058.
- *Site Supply:* The City of La Grande currently has 10 sites suitable for industrial development within its UGB, greatly concentrated in parcels sized 15 acres or less. La Grande currently has zero medium or large developable industrial sites within its UGB.
- *Site Need Reconciliation:* Given documented site need and existing inventory, La Grande will require one additional "Medium User" industrial site, one additional "Large User" industrial site and one additional "Regional Anchor" industrial site by 2028. By 2058, La Grande will require sites in all size categories: three additional "Regional Anchor" industrial sites, two additional "Large User" industrial sites, five additional "Medium User" industrial sites and two additional "Small Business" industrial sites. .

## C. ANALYSIS OF URBAN RESERVE NEED

The City of La Grande has identified a need to reserve land for the future economic development of the City and Union County. The purpose of Urban Reserves is to plan for 10-30 years beyond the planning period required for UGBs. The Land Conservation and Development Commission has adopted rule 660-021-0000 which states: "This division authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion in an urban growth boundary and to be protected from patterns of development that would impede urbanization."

This analysis forecasts a need for 252.5 gross acres of land for commercial and industrial land uses for the 2008-2028 time period (see Table V.3). Approximately, 314 acres are planned to be added to the City's Urban Growth Boundary to accommodate the planned land uses. Of the 314 acres, 114 acres are either undevelopable, committed or fully developed and not available as vacant buildable land. These lands include 65 acres that are dedicated for the City of La Grande's adopted Storm Water Management Plan mitigation area, 6 acres that are committed for transmission lines and 43 acres that are fully developed lands near the interchange of Interstate 84. The remaining 200 acres satisfies the 252.5 gross acre land need.

Approximately 930 additional acres are expected to be needed for the 2028-58 time period, with 256.6 needed for commercial uses and 629.6 acres needed for industrial uses. In order to assure that this land area will be available in useable condition for medium and large parcels, the City is encouraged to establish an Urban Reserve Area program, specifically for industrial uses. Additional land may be included in the Urban Reserve area to provide for large commercial uses in the future. See Exhibit 2.



## **APPENDICES**

### **APPENDIX A. REQUIRED SITE TYPE DESCRIPTIONS**

The qualitative component of the site requirements analysis identifies factors such as site sizes (acreage), loading, parking, storage, public facilities, utilities, ownership patterns, surrounding development patterns, proximity to labor, proximity to customers, access to transportation infrastructure, and other site amenities unique to the specific industry. The subsequent tables identify archetypal site requirements according to four major land use categories: Office, Commercial Retail, Industrial and Campus/Institutional.

A detailed matrix of site requirements was produced and organized under the four major employment development patterns: Office, Commercial Retail, Industrial and Campus/Institutional. The detailed matrix is included later in this section. The following table provides a general summary of the site types comprising demand.

	<b>Building Size/SF</b>	<b>Typical Acreage Ranges</b>
<b>COMMERCIAL OFFICE</b>		
Large	60,000-500,000+	3.5-20
Medium	12,000-70,000	0.5-3.0
Small	400-13,000	0.12-3.0
<b>INDUSTRIAL</b>		
Large	90,000-750,000+	20-200+
Medium	25,000-100,000	4.0-25
Small	500-30,000	0.5-5.0
<b>COMMERCIAL RETAIL</b>		
Large	45,000-500,000+	7.0-100
Medium	12,000-50,000	3.5-15
Small	0.5	0.5-5

The level of specificity provided in the required site types will inform land demand and supply analyses and land use designation category development<sup>29</sup>. These general development pattern categories are not intended to be exhaustive, but rather are intended to capture the typical patterns observed in the market today and expected for the future<sup>30</sup>. However, by identifying and planning for typical patterns, the widest range of development patterns have been considered in an effort to analyze demand from these many perspectives. Other than the Downtown pattern, which is unique in many ways, none of the other patterns are intended to have a necessary geography or area associated with them—although some areas of the City will contain more of some archetypes and less of others—reflecting locational characteristics, historical development patterns, existing land use regulations, and market forces.

<sup>29</sup> The typical development pattern presented in this section do not equate to land use districts; nor are they intended to function as *Uses with Special Siting Characteristics* (As that term is used in OAR 660-009-0025(8)), except where Economic Element policy language states otherwise.

<sup>30</sup> Site sizes actually continuous phenomena. The segmentation into size ranges is not statistically defined, but is nonetheless useful for analysis and planning purposes. Hybrid and overlapping development patterns already exist and are common; others hybrids and overlaps may emerge during the planning period.

The subsequent description of site requirements does not include extensive discussions of environmental constraints. This is because employment land development patterns are generally less sensitive to environmental constraints than residential development patterns. Generally, the described acreages assume sites that are largely free from environmental constraints such as slopes, wetlands, and floodplains.



## Commercial Office Development Pattern Types

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/Utilities	Site Sizes and Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Large Office Users (150-1200+ Employees; 60k- 500k sq. ft. built space)	Main Branch/Head- quarters Offices for Banking, Security and Commodity, Real Estate, and Insurance Carriers, Healthcare, Communications, Transportation Services, Back Office Processing	Transportation system that provides access to labor is essential and may require convenient connections to major arterial roadways and State Highways. Convenient airport access is almost always important.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecommunications. Multiple energy suppliers may be a consideration.	Business/Office Park- Usually two to three story buildings. Users are clustered within a larger park of 50 to 400 hundred acres. Large users may also prefer a campus sites and may land bank for potential future expansion.  Under-performing Commercial Sites - Usually adaptive reuse of an under-performing commercial site arrayed within a larger commercial node of 20 to 500 acres.	3.5 to 15 acres	25%	.50 to .75
Medium Office Users (35-175 employees; 12k- 70k sq. ft.)	Community Branches for Banking, Security and Commodity, Real Estate, and Insurance Carriers, and Community Healthcare, Professional Business Services, Legal Services, Communications, Transportation Services	Transportation system that provides access to labor is important and will require convenient connections to at least a minor collector and may require convenient connections to major arterial roadways and State Highways. High visibility access to customers is essential for the consumer oriented users. Airport access is important	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecommunications.	Downtown- Medium users tend to utilize one or two floors of an existing building. Downtown can be cost-prohibitive for uses that require ground floor customer visibility.  Business/Office Park- Occupy buildings individually or with a group of tenants. Users often seek sites near campus development patterns with which they interact. Sites are typically within a larger park of 30 to 100 acres.  Commercial Centers-These are the preferred development patterns for consumer oriented medium sized office users such as branch banks and real estate offices. Sites are typically within a larger community commercial node of 10 to 200 acres.	n/a  0.5 to 3 acres  0.5 to 3 acres	100%  25%  30%	.75 to 2.00  .50 to .75  .60 to 1.50
Small (1-40 employees; 400 to 13k square feet)	Sole proprietor or small partnership of professional service offices for Banking, Security & Commodity, Real Estate, Insurance Agents and Brokers, Business Services and Legal Services	Access to customer base very important to consumer oriented users such as insurance agents/brokers and real estate agents/brokers. Transportation system that provides access to labor is important, but these users may have to compromise convenient access to labor as a cost saving measure. These office users can be served by all functional street classifications Airport access is important.	Water, sewer, and storm drainage must be adequate. Site should have, but may not always, require modern telecommunications.	Downtown- These small user companies absorb the smaller spaces downtown that are too small or have limitations for larger users. Site sizes downtown are predetermined by existing development patterns and to a lesser extent by redevelopment.  Business/Office Park- These small user companies absorb the smaller spaces in larger projects that are too small or have limitations for larger users or occupy expansion areas for medium and large users. Sites are typically within a larger park of 30 to 100 acres.  Commercial Centers - These small user companies absorb the smaller spaces in larger projects that are too small or have limitations for larger users or occupy expansion areas for medium and large users. These sites are most important to consumer oriented users such as insurance agents.	n/a  0.5 to 3 acres  0.5 to 3 acres	n/a  25%  30%	n/a  .50 to .75  .60 to 1.50



### Commercial Retail Development Pattern Types

Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Large Retail Users (45k- 500k sq. ft./ and/or 15+ acres of outdoor	Retail Trade (Regional Retail) Transportation system that provides convenient connections and very high visibility from major arterial roadways and state highways is essential. Pedestrian connections between buildings can be important as well.	Water, sewer and storm drainage must be adequate. Site must be able to be served by modern telecommunications. Multiple energy suppliers may be a consideration.	Large Format Retail – These are large auto oriented stores that house a collection of goods within a single store. A recent trend has seen smaller vendors co-locate within the larger store (Such as a McDonalds within a Wal-Mart). Large format retailers tend to seek sites that are clustered with other large format retailers in regional commercial centers that are 55 to 350+ acres.	6 to 14 acres	25%	.30 to .75
Medium Retail Users (12k- 50k sq. ft./ and/or 3 to 15 acres of outdoor	Retail Trade (Community Retail) Transportation system that provides convenient connections and very high visibility from major arterial roadways and state highways is essential. Pedestrian connections between buildings can be important as well.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecom.	Community Shopping Centers- Typically use leasable area of 30,000 to 100,000. Centers are typically anchored by grocers. These centers serve localized populations, and typically locate near population concentrations.	3 to 10 acres	30%	.30 to .75
Small Retail and Commercial Services (200 to 15k square feet and/or less than 5 acres outdoor storage)	Retail Trade (Downtown and Specialty) Transportation system that provides convenient connections and visibility from higher order roadways and state highways is important and essential for some users. Convenient public transportation may be a consideration, especially for a downtown site. Pedestrian traffic on public sidewalks is very important to Downtown Sites.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecom.	Downtown-Small retailers tend to seek ground floor downtown sites. Users tend to be specialty retail, restaurants, bars and similar uses. Site sizes are dictated by existing development patterns or as a result of a large user or speculative development project.  Free-Standing Shopping Center Pads- These uses are typically service commercial uses such as restaurants, bars and convenience retail such as convenience marts and fuel stations. Sites are very highest visibility within larger projects. Users are co-located within larger projects such as large format retailers and community shopping centers.  Attached Boutique/Specialty- These retail sites are co-located within larger buildings that house anchor users in larger projects such as medium to large format retailers and community shopping centers.  Neighborhood Commercial – These are small stand alone users that usually locate along higher order transportation facilities and sometimes cluster with a few other similar sized users. These users tend to be neighborhood service and convenience retail uses such as coffee shops and neighborhood markets. Sites are usually within a smaller cluster that is up to three acres.	n/a  0.5 to 2 acres  0.5 to 1 acre  0.5 to 1 acre	100%  30%  30%  30%	.75 to 2.00  .40 to .75  .40 to .75  .40 to .75

### Industrial Development Pattern Types

Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
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Large Industrial Users (90K-750+K sq. ft. built space; and/or 20+ acres of outdoor inventory/production areas)	Lumber & Wood, Stone, Glass & Concrete, Trucking & Warehousing, Electric, Gas & Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation	Transportation system that provides convenient connections to state highways is very important. Proximity to natural resources can be important for uses that utilize natural resource inputs. Rail access is important to many uses and can be essential for some uses. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to many users and essential for some.	Water, sewer, and storm drainage must be adequate, some of these uses can consume very large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecomm. Multiple energy suppliers are important to most users and the ability purchase wholesale energy can be essential for some.	Indoor/Outdoor Industrial Processes - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, Agri-business, etc. These development patterns typically process raw materials into intermediate industrial input materials and include lumber mills, plywood plants, aggregate processing plants and co-gen power plants. These users typically have moderate to high levels of airborne emissions, noise production, and waste products. Access to rail can be essential. Users may cluster with similar uses in areas that are 1000+ acres.  Logistics/Warehousing/Transportation Hubs- These development patterns are extremely transportation infrastructure sensitive and require sites with efficient and direct access to the transportation facilities they utilize. Some of these users may not require proximity to large labor forces. These users typically produce moderate to high levels of airborne emissions and noise associated with high volumes of truck traffic, rail yard activities, etc. Users may cluster with similar uses in freight centers that are 2,000+ acres.  Transmission-Regional utility transmission facilities such as regional substations and 500kv lines. Noise, emissions and waste levels vary considerably from facility to facility.  Enclosed Manufacturing - These development patterns contain a wide variety of uses from food production to microchip processors and typically process intermediate materials into finished goods and/or parts. Users are predominantly indoors within enclosed buildings. Convenient access to skilled labor force is essential. These uses typically have low to moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate long-term expansion. Users may seek integration with office developments.  Waste Handling - These development patterns include sanitary landfills, regional transfer stations, recycling plants, and sewage treatment plants and large salvage yards. Users typically have large amounts of outdoor storage/processing. These users typically have moderate to high levels of airborne emissions and noise production.  Spec/Flex Space - Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants. Often multiple tenants occupy a single building. Low to very low levels of airborne emissions, noise production and waste products.	40 to 200 or more acres	40%	.30 to .50
					50 to 400 or more acres	50%	.30 to .75
					20 or more acres	50%	.30 to .75
					20 to 200 or more acres	40%	.30 to .50
					20 to 150 or more acres	40%	.30 to .50
					4 to 25 acres	40%	.25 to .50

Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
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Medium Industrial Users (25k-100k sq. ft. built space; and/or 4 to 25 acres of outdoor inventory/production areas)	Instruments, Electronic Equipment, Printing & Publishing, Transit Transportation Services, Business Services Communications, Construction, Lumber & Wood, Stone, Glass & Concrete, Trucking & Warehousing, Electric, Gas & Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation	Transportation system that provides convenient connections to state highways is very important- and especially Interstate 5. Proximity to natural resources can be important for uses that utilize natural resource inputs. Rail access is important to many uses and can be essential for some uses. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to many users and essential for some.	Water, sewer, and storm drainage must be adequate; some of these uses can consume large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecommunications. Multiple energy suppliers are important to most users.	Indoor/Outdoor Industrial Processes - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, Agri-business, etc. Uses typically contain indoor activities, but typically more than 25 percent of the site is devoted to outdoor inventory and processes on individual lots. Convenient access to skilled labor force is essential. These users often have very unique site requirements specific to each industrial processes. These users typically have moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate medium-term expansion planning. Users often seek sites clustered in industrial areas of 100+ acres.	6 to 25 acres	40%	.30 to .50
				Trucking/Warehousing/Distribution/Waste Transfer Substations/Staging- These development patterns are transportation infrastructure sensitive and require sites with efficient and direct access to the transportation facilities they utilize. Some of these users may not require proximity to large labor forces. These users typically produce moderate levels of airborne emissions and noise associated with high volumes of truck traffic and rail yard activities. Users may cluster with similar uses in freight centers that are 2,000+ acres.	4 to 20 acres	50%	.30 to .75
				Transmission-These are local and small regional substations, natural gas pressure reduction stations for local distribution, and micro power generation uses. These users typically have low levels of airborne emissions, noise production, and waste products.	4 to 10 acres	50%	.30 to .75
				Enclosed Industrial Processes - Including Manufacturing, Repair, Remanufacturing, etc. Uses are predominantly indoors within enclosed buildings on individual lots with typically less than 30 percent of the site devoted to outdoor storage. Convenient access to skilled labor force is essential. These users often have very unique site requirements specific to each industrial processes. These users typically have low to moderate levels of airborne emissions, noise production, and waste products. Site Users often require sufficient area to accommodate medium-term expansion planning. Users often seek sites clustered in industrial/business parks of 100+ acres and some may seek integrated projects with commercial and office patterns.	4 to 20 acres	40%	.30 to .50
				Spec/Flex Space - Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants within a complex and usually there are multiple tenants occupying a single building. Low to very low levels of airborne emissions, noise production and waste products.	4 to 25 acres	40%	.30 to .50

Target Industries	Transportation; Access to Labor and Customers	Public Facilities/Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
<p>Instruments, Electronic Equipment, Printing &amp; Publishing Transk and Transportation Services, Business Services, Communications, Construction, Lumber &amp; Wood, Stone, Glass &amp; Concrete, Trucking &amp; Warehousing, Electric, Gas &amp; Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation</p>	<p>Transportation system that provides reasonably convenient connections to state highways is important. Rail access is important to some uses and is occasionally essential. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to some and can be essential.</p>	<p>Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecommunications. Multiple energy suppliers are important to some users.</p>	<p><b>Indoor/Outdoor Industrial Uses</b> - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, etc. Users typically contain indoor activities, but typically more than 25 percent of the site is devoted to outdoor inventory and processes on individual lots. These users typically have moderate levels of airborne emissions, noise production, and waste products.</p> <p><b>Enclosed Industrial Processes</b> - Including Manufacturing, Repair, Remanufacturing, etc. Users are predominantly indoors within enclosed buildings on individual lots with typically less than 30 percent of the site devoted to outdoor storage. Convenient access to skilled labor force is essential. These users typically have low to moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate limited expansion. Users often seek sites clustered in industrial/business parks of 100+ acres and some may seek integrated projects with commercial and office patterns.</p> <p><b>Flex Space</b> - Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants. Often multiple tenants occupy a single building. Low to very low levels of airborne emissions, noise production and waste products.</p>	<p>1 to 5 acres</p> <p>0.5 to 5 acres</p> <p>0.5 to 5 acres</p>	<p>40%</p> <p>40%</p> <p>40%</p>	<p>.30 to .50</p> <p>.30 to .50</p> <p>.30 to .50</p>

Small (less than 30k square ft built space and/or less than 5 acres outdoor inventory/production areas)



### Campus/Institutional Development Pattern Types

Campus/Institutional development patterns are just that. Campuses are large and medium sized developments usually with a single or very limited set of ownerships. While the many uses within a campus can vary considerably, all the uses within a campus/institutional development are usually aimed at a common purpose or goal. The nature of this common purpose or goal is what shapes the design, site requirements and other characteristics of each individual campus/institutional development. For this reason, the below table describes the site characteristics according to the principal goal of each campus/institution; some uses are merely identified because their requirements will vary too greatly for each particular use.

Type	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size
Intellectual/Academic	Intellectual and Academic Campuses support the development of intellectual labor capital. Over time, the organic process that is intellectual development tends to intertwine with and support the target industry opportunities in the communities where they exist.	The transportation needs for each campus depends on the type of campus and purpose of the campus. In general, intellectual campuses should have reasonably convenient highway connections and have direct connections to two or more arterials. These uses are often served by public transit and can have high alternative transportation use if facilities are well planned. Good air transportation is essential for some.	Water, sewer, and storm drainage must be adequate; some of these uses can consume large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecomm facilities and demands on telecomm facilities can be immense. Multiple energy suppliers can be important as can the ability purchase wholesale energy can be essential for some.	Major University/National Laboratory- These campuses serve statewide, national and international populations. University campuses usually have on-site dormitories. A wide variety of accessory commercial uses is often necessary to serve the campus population. These uses need excellent connections to regional transportation systems and need convenient air service for passengers and freight.  Post-Grad Technology - These can be private and/or public and usually involve research and development. These campuses serve statewide, national and international populations. These users need excellent connections to regional transportation systems and need convenient air service for passengers and freight.  Small College/Community College - These campuses serve regional populations primarily. These may or may not have on-site dormitories. These campuses are sometimes arrayed like a large office user when they are located in a downtown area.	50 to 1,000 or more acres  20 to 200 or more acres  20 to 40 acres
Healthcare	Healthcare	Transportation system that provides reasonably convenient connections to state highways is important. Helipad access is important for many and essential for some. Convenient access to well trained and qualified workforce is essential	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm facilities and demands on telecomm facilities can be immense. Multiple energy suppliers can be important	Regional Hospital - These campuses serve regional populations. Regional hospitals can cause large-scale clustering effects with high degrees of interaction with office users (doctor's offices, surgery centers, clinics, etc) on surrounding lands. Regional hospital sites typically result in clustered office areas around or near its perimeter.	10 to 30 or more acres
Religious	N/A	Use Dependent	Use Dependent	These campus uses are not local places of worship. These are regional and national headquarters, seminaries, and similar uses. The nature and configuration of these uses vary by its purpose, but land use demands can be significant. Under RLUIPA, City's may occasionally need to plan for these uses.	15 or more acres
Military	N/A	Use Dependent	Use Dependent	These are federally owned and operated, so they are exempt from Oregon Land Use Laws. However, they can have far reaching implications for land use planning and a City may need to revise its land use plan significantly if a new military institution or installation use is established.	Varies
Continuing Retirement Community		These uses need reasonably convenient access to the regional transportation system and air services. Access to labor is important.	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm.	These uses serve local, statewide and national populations. CORC's are large retirement destinations. These uses have extensive residential components, but also require on-site healthcare, recreation facilities, and many accessory commercial uses.	Varies
Correctional	N/A	These uses are often not well served by transportation systems by intention.	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm	These users serve regional, statewide or national populations. These may be super-sited, so they are exempt from Oregon Land Use Laws. Large correctional institutions can have far reaching implications for land use planning and a City may need to revise its land use plan significantly if a new correctional institution or installation use is established.	Varies

### **Unique Development Pattern Types:**

In addition to the above four development pattern archetypes, there are a unique development patterns/uses that can affect employment land demands significantly. Some of these uses and development patterns are identified and discussed individually below:

1. Overnight Accommodations – These uses vary in form and demanded amenities. Development patterns range can from RV Parks/campgrounds to downtown hotels and everything in between. Because the market forces at work in the hospitality/accommodations sectors are so unique, it is difficult to project demand for the particular development patterns that may occur. However, some generalizations are appropriate.
2. Special Event Centers – There are a wide variety of uses that serve event functions. These uses can include fairgrounds, conference centers, performing arts centers, and professional athletic venues. Some of these uses consume large amounts of land.

## APPENDIX B. EXHIBITS 1.01 – 1.15. – GOAL 9

### EXHIBIT 1.01 PROJECTIONS OF OFFICE SPACE-UTILIZING EMPLOYMENT BY INDUSTRY SECTOR LA GRANDE UGB 2008-2028

Medium Growth Scenario		Total Employment 1/					Office	Office Space-Utilizing Employment						
Employment Sector		2008	2013	2018	2023	2028	Share 2/	2008	2013	2018	2023	2028		'08-28
Construction		629	666	704	745	788	2%	13	13	14	15	16		3
Manufacturing		197	201	205	209	214	5%	10	10	10	10	11		1
Wholesale Trade		153	163	174	186	199	5%	8	8	9	9	10		2
Retail Trade		1,074	1,131	1,190	1,253	1,319	5%	54	57	60	63	66		12
Transportation, Warehousing & Utilities		405	411	416	421	427	30%	122	123	125	126	128		6
Information		160	163	166	169	173	90%	144	147	150	152	155		11
Financial Activities		694	731	769	810	852	90%	625	658	692	729	767		142
Professional & Business Services		651	705	764	827	896	90%	586	635	687	744	806		220
Education & Health Services		3,322	3,752	4,237	4,786	5,406	40%	1,329	1,501	1,695	1,914	2,162		834
Leisure & Hospitality		910	981	1,056	1,138	1,227	25%	228	245	264	285	307		79
Other Services		496	529	564	602	642	40%	198	211	226	241	257		58
Government		523	546	570	595	622	85%	445	464	485	506	528		84
<b>Total</b>		<b>9,214</b>	<b>9,977</b>	<b>10,817</b>	<b>11,743</b>	<b>12,763</b>	<b>41%</b>	<b>3,759</b>	<b>4,072</b>	<b>4,416</b>	<b>4,795</b>	<b>5,213</b>		<b>1,453</b>
High Growth Scenario		Total Employment 1/					Office	Office Space-Utilizing Employment						
Employment Sector		2008	2013	2018	2023	2028	Share 2/	2008	2013	2018	2023	2028		'08-28
Construction		629	671	716	764	815	2%	13	13	14	15	16		4
Manufacturing		197	202	207	211	216	5%	10	10	10	11	11		1
Wholesale Trade		153	165	178	192	207	5%	8	8	9	10	10		3
Retail Trade		1,074	1,139	1,209	1,282	1,360	5%	54	57	60	64	68		14
Transportation, Warehousing & Utilities		405	411	417	424	430	30%	122	123	125	127	129		7
Information		160	164	167	171	175	90%	144	147	150	154	157		13
Financial Activities		694	736	781	828	879	90%	625	663	703	746	791		166
Professional & Business Services		651	714	782	857	939	90%	586	642	704	771	845		259
Education & Health Services		3,322	3,820	4,393	5,052	5,809	40%	1,329	1,528	1,757	2,021	2,324		995
Leisure & Hospitality		910	991	1,080	1,177	1,282	25%	228	248	270	294	321		93
Other Services		496	534	575	619	667	40%	198	214	230	248	267		69
Government		523	550	578	607	638	85%	445	467	491	516	542		97
<b>Total</b>		<b>9,214</b>	<b>10,097</b>	<b>11,083</b>	<b>12,184</b>	<b>13,418</b>	<b>41%</b>	<b>3,759</b>	<b>4,121</b>	<b>4,525</b>	<b>4,976</b>	<b>5,481</b>		<b>1,722</b>
Slow Growth Scenario		Total Employment 1/					Office	Office Space-Utilizing Employment						
Employment Sector		2008	2013	2018	2023	2028	Share 2/	2008	2013	2018	2023	2028		'08-28
Construction		629	660	693	727	762	2%	13	13	14	15	15		3
Manufacturing		197	201	204	208	211	5%	10	10	10	10	11		1
Wholesale Trade		153	161	171	181	191	5%	8	8	9	9	10		2
Retail Trade		1,074	1,122	1,172	1,225	1,279	5%	54	56	59	61	64		10
Transportation, Warehousing & Utilities		405	410	414	419	423	30%	122	123	124	126	127		5
Information		160	163	165	168	171	90%	144	146	149	151	154		10
Financial Activities		694	725	757	791	827	90%	625	653	682	712	744		119
Professional & Business Services		651	697	746	798	854	90%	586	627	671	718	769		183
Education & Health Services		3,322	3,684	4,087	4,533	5,029	40%	1,329	1,474	1,635	1,813	2,011		683
Leisure & Hospitality		910	970	1,033	1,101	1,173	25%	228	242	258	275	293		66
Other Services		496	524	553	584	618	40%	198	209	221	234	247		49
Government		523	543	563	584	606	85%	445	461	479	496	515		70
<b>Total</b>		<b>9,214</b>	<b>9,859</b>	<b>10,559</b>	<b>11,319</b>	<b>12,144</b>	<b>41%</b>	<b>3,759</b>	<b>4,024</b>	<b>4,310</b>	<b>4,621</b>	<b>4,959</b>		<b>1,200</b>

1/ Johnson Gardner

2/ Share of industry employment that utilizes office space. From the Urban Land Institute converted to NAICS by Johnson Gardner, LLC.

\* Estimate

**EXHIBIT 1.02  
DEMAND PROJECTIONS FOR COMMERCIAL OFFICE SPACE BY INDUSTRY SECTOR  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario		Local Area Jobs in Office Space 1/					Avg. Space	Projected Office Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Per Job 2/	2008	2013	2018	2023	2028	'08-28
Construction	13	13	14	15	16	3	366	5,065	5,360	5,671	6,000	6,349	1,284
Manufacturing	10	10	10	10	11	1	366	3,972	4,052	4,134	4,217	4,302	330
Wholesale Trade	8	8	9	9	10	2	366	3,072	3,283	3,508	3,748	4,005	932
Retail Trade	54	57	60	63	66	12	366	21,622	22,762	23,962	25,226	26,557	4,935
Transportation, Warehousing & Utilities	122	123	125	126	128	6	366	48,970	49,594	50,225	50,865	51,513	2,543
Information	144	147	150	152	155	11	366	58,001	59,106	60,231	61,379	62,548	4,547
Financial Activities	625	658	692	729	767	142	366	251,508	264,754	278,698	293,377	308,828	57,320
Professional & Business Services	586	635	687	744	806	220	366	235,959	255,538	276,742	299,705	324,574	88,615
Education & Health Services	1,329	1,501	1,695	1,914	2,162	834	366	534,906	604,160	682,380	770,727	870,513	335,607
Leisure & Hospitality	228	245	264	285	307	79	366	91,597	98,692	106,337	114,573	123,448	31,851
Other Services	198	211	226	241	257	58	366	79,815	85,142	90,824	96,886	103,352	23,537
Government	445	464	485	506	528	84	366	179,046	186,924	195,149	203,735	212,700	33,654
<b>Total</b>	<b>3,759</b>	<b>4,072</b>	<b>4,416</b>	<b>4,795</b>	<b>5,213</b>	<b>1,453</b>	<b>366</b>	<b>1,513,534</b>	<b>1,639,367</b>	<b>1,777,862</b>	<b>1,930,440</b>	<b>2,098,688</b>	<b>585,155</b>
High Growth Scenario		Local Area Jobs in Office Space 1/					Avg. Space	Projected Office Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Per Job 2/	2008	2013	2018	2023	2028	'08-28
Construction	13	13	14	15	16	4	366	5,065	5,405	5,767	6,154	6,566	1,501
Manufacturing	10	10	10	11	11	1	366	3,972	4,064	4,158	4,255	4,353	381
Wholesale Trade	8	8	9	10	10	3	366	3,072	3,315	3,578	3,861	4,166	1,094
Retail Trade	54	57	60	64	68	14	366	21,622	22,937	24,333	25,813	27,384	5,762
Transportation, Warehousing & Utilities	122	123	125	127	129	7	366	48,970	49,688	50,416	51,155	51,906	2,936
Information	144	147	150	154	157	13	366	58,001	59,273	60,573	61,901	63,259	5,258
Financial Activities	625	663	703	746	791	166	366	251,508	266,789	282,997	300,191	318,429	66,921
Professional & Business Services	586	642	704	771	845	259	366	235,959	258,584	283,378	310,550	340,327	104,368
Education & Health Services	1,329	1,528	1,757	2,021	2,324	995	366	534,906	615,139	707,406	813,513	935,536	400,630
Leisure & Hospitality	228	248	270	294	321	93	366	91,597	99,793	108,723	118,451	129,050	37,454
Other Services	198	214	230	248	267	69	366	79,815	85,965	92,589	99,723	107,406	27,591
Government	445	467	491	516	542	97	366	179,046	188,129	197,673	207,702	218,239	39,193
<b>Total</b>	<b>3,759</b>	<b>4,121</b>	<b>4,525</b>	<b>4,976</b>	<b>5,481</b>	<b>1,722</b>	<b>366</b>	<b>1,513,534</b>	<b>1,659,081</b>	<b>1,821,591</b>	<b>2,003,268</b>	<b>2,206,620</b>	<b>693,086</b>
Slow Growth Scenario		Local Area Jobs in Office Space 1/					Avg. Space	Projected Office Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Per Job 2/	2008	2013	2018	2023	2028	'08-28
Construction	13	13	14	15	15	3	366	5,065	5,315	5,576	5,851	6,138	1,073
Manufacturing	10	10	10	10	11	1	366	3,972	4,040	4,109	4,179	4,251	278
Wholesale Trade	8	8	9	9	10	2	366	3,072	3,251	3,439	3,639	3,850	777
Retail Trade	54	56	59	61	64	10	366	21,622	22,588	23,597	24,652	25,754	4,132
Transportation, Warehousing & Utilities	122	123	124	126	127	5	366	48,970	49,500	50,035	50,577	51,124	2,154
Information	144	146	149	151	154	10	366	58,001	58,939	59,892	60,861	61,845	3,844
Financial Activities	625	653	682	712	744	119	366	251,508	262,733	274,458	286,707	299,502	47,994
Professional & Business Services	586	627	671	718	769	183	366	235,959	252,521	270,246	289,215	309,516	73,557
Education & Health Services	1,329	1,474	1,635	1,813	2,011	683	366	534,906	593,338	658,154	730,049	809,799	274,893
Leisure & Hospitality	228	242	258	275	293	66	366	91,597	97,601	103,998	110,814	118,077	26,481
Other Services	198	209	221	234	247	49	366	79,815	84,325	89,090	94,125	99,443	19,628
Government	445	461	479	496	515	70	366	179,046	185,725	192,653	199,840	207,294	28,248
<b>Total</b>	<b>3,759</b>	<b>4,024</b>	<b>4,310</b>	<b>4,621</b>	<b>4,959</b>	<b>1,200</b>	<b>366</b>	<b>1,513,534</b>	<b>1,619,875</b>	<b>1,735,248</b>	<b>1,860,508</b>	<b>1,996,593</b>	<b>483,059</b>

1/ From Exhibit 1.01

2/ Average office employment density by industry sector based on Urban Land Institute guidelines.

3/ Assumes a market-clearing 10% office space vacancy rate.

\*Estimate



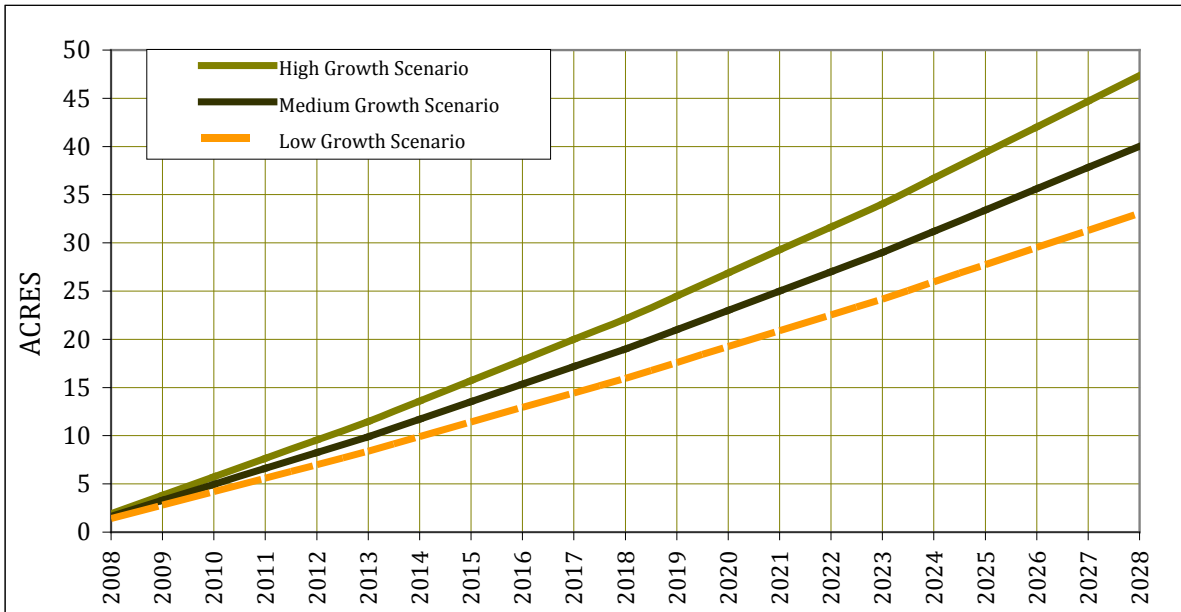
**EXHIBIT 1.03  
DEMAND PROJECTIONS FOR COMMERCIAL OFFICE LAND BY INDUSTRY SECTOR  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario		Projected Office Space Need 1/					Floor to	Predicted Land Need (Acres)					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Area Ratio	2008	2013	2018	2023	2028	'08-28
Construction	5,065	5,360	5,671	6,000	6,349	1,284	0.35	0.3	0.4	0.4	0.4	0.4	0.1
Manufacturing	3,972	4,052	4,134	4,217	4,302	330	0.35	0.3	0.3	0.3	0.3	0.3	0.0
Wholesale Trade	3,072	3,283	3,508	3,748	4,005	932	0.35	0.2	0.2	0.2	0.2	0.3	0.1
Retail Trade	21,622	22,762	23,962	25,226	26,557	4,935	0.35	1.4	1.5	1.6	1.7	1.7	0.3
Transportation, Warehousing & Utilities	48,970	49,594	50,225	50,865	51,513	2,543	0.35	3.2	3.3	3.3	3.3	3.4	0.2
Information	58,001	59,106	60,231	61,379	62,548	4,547	0.35	3.8	3.9	4.0	4.0	4.1	0.3
Financial Activities	251,508	264,754	278,698	293,377	308,828	57,320	0.35	16.5	17.4	18.3	19.2	20.3	3.8
Professional & Business Services	235,959	255,538	276,742	299,705	324,574	88,615	0.35	15.5	16.8	18.2	19.7	21.3	5.8
Education & Health Services	534,906	604,160	682,380	770,727	870,513	335,607	0.35	35.1	39.6	44.8	50.6	57.1	22.0
Leisure & Hospitality	91,597	98,692	106,337	114,573	123,448	31,851	0.35	6.0	6.5	7.0	7.5	8.1	2.1
Other Services	79,815	85,142	90,824	96,886	103,352	23,537	0.35	5.2	5.6	6.0	6.4	6.8	1.5
Government	179,046	186,924	195,149	203,735	212,700	33,654	0.35	11.7	12.3	12.8	13.4	14.0	2.2
<b>Total</b>	<b>1,513,534</b>	<b>1,639,367</b>	<b>1,777,862</b>	<b>1,930,440</b>	<b>2,098,688</b>	<b>585,155</b>	<b>0.35</b>	<b>99.3</b>	<b>107.5</b>	<b>116.6</b>	<b>126.6</b>	<b>137.7</b>	<b>38.4</b>
High Growth Scenario		Projected Office Space Need 1/					Floor to	Predicted Land Need (Acres)					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Area Ratio	2008	2013	2018	2023	2028	'08-28
Construction	5,065	5,405	5,767	6,154	6,566	1,501	0.35	0.3	0.4	0.4	0.4	0.4	0.1
Manufacturing	3,972	4,064	4,158	4,255	4,353	381	0.35	0.3	0.3	0.3	0.3	0.3	0.0
Wholesale Trade	3,072	3,315	3,578	3,861	4,166	1,094	0.35	0.2	0.2	0.2	0.3	0.3	0.1
Retail Trade	21,622	22,937	24,333	25,813	27,384	5,762	0.35	1.4	1.5	1.6	1.7	1.8	0.4
Transportation, Warehousing & Utilities	48,970	49,688	50,416	51,155	51,906	2,936	0.35	3.2	3.3	3.3	3.4	3.4	0.2
Information	58,001	59,273	60,573	61,901	63,259	5,258	0.35	3.8	3.9	4.0	4.1	4.1	0.3
Financial Activities	251,508	266,789	282,997	300,191	318,429	66,921	0.35	16.5	17.5	18.6	19.7	20.9	4.4
Professional & Business Services	235,959	258,584	283,378	310,550	340,327	104,368	0.35	15.5	17.0	18.6	20.4	22.3	6.8
Education & Health Services	534,906	615,139	707,406	813,513	935,536	400,630	0.35	35.1	40.3	46.4	53.4	61.4	26.3
Leisure & Hospitality	91,597	99,793	108,723	118,451	129,050	37,454	0.35	6.0	6.5	7.1	7.8	8.5	2.5
Other Services	79,815	85,965	92,589	99,723	107,406	27,591	0.35	5.2	5.6	6.1	6.5	7.0	1.8
Government	179,046	188,129	197,673	207,702	218,239	39,193	0.35	11.7	12.3	13.0	13.6	14.3	2.6
<b>Total</b>	<b>1,513,534</b>	<b>1,659,081</b>	<b>1,821,591</b>	<b>2,003,268</b>	<b>2,206,620</b>	<b>693,086</b>	<b>0.35</b>	<b>99.3</b>	<b>108.8</b>	<b>119.5</b>	<b>131.4</b>	<b>144.7</b>	<b>45.5</b>
Slow Growth Scenario		Projected Office Space Need 1/					Floor to	Predicted Land Need (Acres)					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Area Ratio	2008	2013	2018	2023	2028	'08-28
Construction	5,065	5,315	5,576	5,851	6,138	1,073	0.35	0.3	0.3	0.4	0.4	0.4	0.1
Manufacturing	3,972	4,040	4,109	4,179	4,251	278	0.35	0.3	0.3	0.3	0.3	0.3	0.0
Wholesale Trade	3,072	3,251	3,439	3,639	3,850	777	0.35	0.2	0.2	0.2	0.2	0.3	0.1
Retail Trade	21,622	22,588	23,597	24,652	25,754	4,132	0.35	1.4	1.5	1.5	1.6	1.7	0.3
Transportation, Warehousing & Utilities	48,970	49,500	50,035	50,577	51,124	2,154	0.35	3.2	3.2	3.3	3.3	3.4	0.1
Information	58,001	58,939	59,892	60,861	61,845	3,844	0.35	3.8	3.9	3.9	4.0	4.1	0.3
Financial Activities	251,508	262,733	274,458	286,707	299,502	47,994	0.35	16.5	17.2	18.0	18.8	19.6	3.1
Professional & Business Services	235,959	252,521	270,246	289,215	309,516	73,557	0.35	15.5	16.6	17.7	19.0	20.3	4.8
Education & Health Services	534,906	593,338	658,154	730,049	809,799	274,893	0.35	35.1	38.9	43.2	47.9	53.1	18.0
Leisure & Hospitality	91,597	97,601	103,998	110,814	118,077	26,481	0.35	6.0	6.4	6.8	7.3	7.7	1.7
Other Services	79,815	84,325	89,090	94,125	99,443	19,628	0.35	5.2	5.5	5.8	6.2	6.5	1.3
Government	179,046	185,725	192,653	199,840	207,294	28,248	0.35	11.7	12.2	12.6	13.1	13.6	1.9
<b>Total</b>	<b>1,513,534</b>	<b>1,619,875</b>	<b>1,735,248</b>	<b>1,860,508</b>	<b>1,996,593</b>	<b>483,059</b>	<b>0.35</b>	<b>99.3</b>	<b>106.2</b>	<b>113.8</b>	<b>122.0</b>	<b>131.0</b>	<b>31.7</b>

1/ From Exhibit 1.02

\*Estimate

**EXHIBIT 1.04**  
**COMPARISON OF CUMULATIVE DEMAND FOR OFFICE LAND**  
**MEDIUM, HIGH AND LOW EMPLOYMENT GROWTH SCENARIOS**  
**2008-2028**



SOURCE: Johnson Gardner, LLC

**EXHIBIT 1.05**  
**PROJECTIONS OF INDUSTRIAL SPACE-UTILIZING EMPLOYMENT BY INDUSTRY SECTOR**  
**LA GRANDE UGB**  
**2008-2028**

<b>Medium Growth Scenario</b>		<b>Total Employment 1/</b>					<b>Industrial</b>	<b>Industrial Space-Utilizing Employment</b>					
<b>Employment Sector</b>	<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>Share 2/</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>08-28</b>
Construction	629	666	704	745	788	30%		189	200	211	224	237	48
Manufacturing	197	201	205	209	214	95%		187	191	195	199	203	16
Wholesale Trade	153	163	174	186	199	95%		145	155	166	177	189	44
Retail Trade	1,074	1,131	1,190	1,253	1,319	0%		0	0	0	0	0	0
Transportation, Warehousing & Utilities	405	411	416	421	427	70%		284	287	291	295	299	15
Information	160	163	166	169	173	10%		16	16	17	17	17	1
Financial Activities	694	731	769	810	852	0%		0	0	0	0	0	0
Professional & Business Services	651	705	764	827	896	10%		65	71	76	83	90	24
Education & Health Services	3,322	3,752	4,237	4,786	5,406	0%		0	0	0	0	0	0
Leisure & Hospitality	910	981	1,056	1,138	1,227	0%		0	0	0	0	0	0
Other Services	496	529	564	602	642	60%		297	317	338	361	385	88
Government	523	546	570	595	622	15%		78	82	86	89	93	15
<b>Total</b>	<b>9,214</b>	<b>9,977</b>	<b>10,817</b>	<b>11,743</b>	<b>12,763</b>	<b>13%</b>		<b>1,262</b>	<b>1,319</b>	<b>1,380</b>	<b>1,444</b>	<b>1,512</b>	<b>250</b>
<b>High Growth Scenario</b>		<b>Total Employment 1/</b>					<b>Industrial</b>	<b>Industrial Space-Utilizing Employment</b>					
<b>Employment Sector</b>	<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>Share 2/</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>08-28</b>
Construction	629	671	716	764	815	30%		189	201	215	229	245	56
Manufacturing	197	202	207	211	216	95%		187	192	196	201	205	18
Wholesale Trade	153	165	178	192	207	95%		145	156	169	182	197	52
Retail Trade	1,074	1,139	1,209	1,282	1,360	0%		0	0	0	0	0	0
Transportation, Warehousing & Utilities	405	411	417	424	430	70%		284	288	292	296	301	17
Information	160	164	167	171	175	10%		16	16	17	17	17	1
Financial Activities	694	736	781	828	879	0%		0	0	0	0	0	0
Professional & Business Services	651	714	782	857	939	10%		65	71	78	86	94	29
Education & Health Services	3,322	3,820	4,393	5,052	5,809	0%		0	0	0	0	0	0
Leisure & Hospitality	910	991	1,080	1,177	1,282	0%		0	0	0	0	0	0
Other Services	496	534	575	619	667	60%		297	320	345	372	400	103
Government	523	550	578	607	638	15%		78	82	87	91	96	17
<b>Total</b>	<b>9,214</b>	<b>10,097</b>	<b>11,083</b>	<b>12,184</b>	<b>13,418</b>	<b>13%</b>		<b>1,262</b>	<b>1,328</b>	<b>1,399</b>	<b>1,474</b>	<b>1,555</b>	<b>293</b>
<b>Slow Growth Scenario</b>		<b>Total Employment 1/</b>					<b>Industrial</b>	<b>Industrial Space-Utilizing Employment</b>					
<b>Employment Sector</b>	<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>Share 2/</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>08-28</b>
Construction	629	660	693	727	762	30%		189	198	208	218	229	40
Manufacturing	197	201	204	208	211	95%		187	191	194	197	201	13
Wholesale Trade	153	161	171	181	191	95%		145	153	162	172	182	37
Retail Trade	1,074	1,122	1,172	1,225	1,279	0%		0	0	0	0	0	0
Transportation, Warehousing & Utilities	405	410	414	419	423	70%		284	287	290	293	296	12
Information	160	163	165	168	171	10%		16	16	17	17	17	1
Financial Activities	694	725	757	791	827	0%		0	0	0	0	0	0
Professional & Business Services	651	697	746	798	854	10%		65	70	75	80	85	20
Education & Health Services	3,322	3,684	4,087	4,533	5,029	0%		0	0	0	0	0	0
Leisure & Hospitality	910	970	1,033	1,101	1,173	0%		0	0	0	0	0	0
Other Services	496	524	553	584	618	60%		297	314	332	351	371	73
Government	523	543	563	584	606	15%		78	81	84	88	91	12
<b>Total</b>	<b>9,214</b>	<b>9,859</b>	<b>10,559</b>	<b>11,319</b>	<b>12,144</b>	<b>13%</b>		<b>1,262</b>	<b>1,311</b>	<b>1,361</b>	<b>1,415</b>	<b>1,471</b>	<b>209</b>

1/ From Exhibit 1.01

2/ Share of industry employment that utilizes industrial space. Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

\* Estimate

**EXHIBIT 1.06**  
**INDUSTRIAL EMPLOYMENT DENSITY WORKSHEET BY INDUSTRY SECTOR**  
**LA GRANDE UGB**  
**2008-2028**

Industrial Space Density	Distribution by Building Type 1/			Square Feet per Job 2/			Average Space per Job			
	Warehouse	General	Tech/	Warehouse	General	Tech/	Warehouse	General	Tech/	Weighted
Employment Sector	Distrib.	Industrial	Flex	Distrib.	Industrial	Flex	Distrib.	Industrial	Flex	Average
Construction	0%	75%	25%	1,350	533	467	0	400	117	517
Manufacturing	0%	75%	25%	1,350	533	467	0	400	117	517
Wholesale Trade	90%	0%	10%	2,746	533	467	2,471	0	47	2,518
Retail Trade	0%	0%	0%	1,350	533	467	0	0	0	0
Transportation, Warehousing & Utilities	100%	0%	0%	1,707	533	467	1,707	0	0	1,707
Information	0%	0%	100%	1,350	533	467	0	0	467	467
Financial Activities	0%	0%	0%	1,350	533	467	0	0	0	0
Professional & Business Services	0%	0%	100%	1,350	533	467	0	0	467	467
Education & Health Services	0%	0%	0%	1,350	533	467	0	0	0	0
Leisure & Hospitality	0%	0%	0%	1,350	533	467	0	0	0	0
Other Services	0%	75%	25%	1,350	533	467	0	400	117	517
Government	50%	0%	50%	1,350	533	467	675	0	234	909

1/ Regional Industrial Land Study Phase II (Otak, Inc. et al, 1999) converted to NAICS by Johnson Gardner, LLC.

2/ Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

**EXHIBIT 1.07**  
**DEMAND PROJECTIONS FOR COMMERCIAL INDUSTRIAL SPACE BY INDUSTRY SECTOR**  
**LA GRANDE UGB**  
**2008-2028**

Medium Growth Scenario		Local Area Jobs in Industrial Space 1/						Avg. Space		Projected Industrial Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	08-28	Per Job 2/	2008	2013	2018	2023	2028	08-28		
Construction	189	200	211	224	237	48	517	107,222	113,452	120,043	127,016	134,395	27,173		
Manufacturing	187	191	195	199	203	16	517	106,506	108,650	110,836	113,066	115,341	8,835		
Wholesale Trade	145	155	166	177	189	44	2,518	401,635	429,147	458,543	489,952	523,513	121,878		
Transportation, Warehousing & Utilities	284	287	291	295	299	15	1,707	532,915	539,704	546,580	553,543	560,595	27,679		
Information	16	16	17	17	17	1	467	8,223	8,380	8,539	8,702	8,868	645		
Professional & Business Services	65	71	76	83	90	24	467	33,453	36,228	39,235	42,490	46,016	12,563		
Other Services	297	317	338	361	385	88	517	168,953	180,229	192,257	205,088	218,776	49,822		
Government	78	82	86	89	93	15	909	78,430	81,881	85,483	89,245	93,171	14,742		
Total	1,262	1,319	1,380	1,444	1,512	250	1,035	1,437,338	1,497,670	1,561,515	1,629,103	1,700,675	263,337		
High Growth Scenario		Local Area Jobs in Industrial Space 1/						Avg. Space		Projected Industrial Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	08-28	Per Job 2/	2008	2013	2018	2023	2028	08-28		
Construction	189	201	215	229	245	56	517	107,222	114,410	122,080	130,264	138,997	31,774		
Manufacturing	187	192	196	201	205	18	517	106,506	108,974	111,499	114,082	116,725	10,219		
Wholesale Trade	145	156	169	182	197	52	2,518	401,635	433,400	467,678	504,666	544,580	142,944		
Transportation, Warehousing & Utilities	284	288	292	296	301	17	1,707	532,915	540,728	548,656	556,700	564,862	31,947		
Information	16	16	17	17	17	1	467	8,223	8,403	8,588	8,776	8,968	745		
Professional & Business Services	65	71	78	86	94	29	467	33,453	36,660	40,175	44,028	48,249	14,797		
Other Services	297	320	345	372	400	103	517	168,953	181,971	195,992	211,093	227,358	58,404		
Government	78	82	87	91	96	17	909	78,430	82,409	86,589	90,982	95,598	17,168		
Total	1,262	1,328	1,399	1,474	1,555	293	1,035	1,437,338	1,506,957	1,581,257	1,660,591	1,745,337	307,999		
Slow Growth Scenario		Local Area Jobs in Industrial Space 1/						Avg. Space		Projected Industrial Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	08-28	Per Job 2/	2008	2013	2018	2023	2028	08-28		
Construction	189	198	208	218	229	40	517	107,222	112,499	118,036	123,844	129,939	22,717		
Manufacturing	187	191	194	197	201	13	517	106,506	108,326	110,177	112,059	113,973	7,467		
Wholesale Trade	145	153	162	172	182	37	2,518	401,635	424,927	449,569	475,640	503,223	101,588		
Transportation, Warehousing & Utilities	284	287	290	293	296	12	1,707	532,915	538,681	544,510	550,402	556,357	23,442		
Information	16	16	17	17	17	1	467	8,223	8,356	8,491	8,628	8,768	545		
Professional & Business Services	65	70	75	80	85	20	467	33,453	35,801	38,314	41,003	43,881	10,428		
Other Services	297	314	332	351	371	73	517	168,953	178,500	188,587	199,243	210,502	41,549		
Government	78	81	84	88	91	12	909	78,430	81,355	84,390	87,538	90,804	12,374		
Total	1,262	1,311	1,361	1,415	1,471	209	1,035	1,437,338	1,488,446	1,542,073	1,598,358	1,657,447	220,109		

1/ From EXHIBIT 1.05

2/ From EXHIBIT 1.06

3/ Assumes a market-clearing 10% industrial space vacancy rate.

\*Estimate

**EXHIBIT 1.08  
INDUSTRIAL FLOOR-TO-AREA RATIO (FAR) WORKSHEET BY INDUSTRY SECTOR  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario Employment Sector	Distribution by Building Type 1/			FAR by industry sector 2/			Average Space per Job			
	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Weighted Average
Construction	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	0.29
Manufacturing	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	0.29
Wholesale Trade	90%	0%	10%	0.31	0.30	0.26	0.28	0.00	0.03	0.31
Retail Trade	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	0.00
Transportation, Warehousing & Utilities	100%	0%	0%	0.31	0.30	0.26	0.31	0.00	0.00	0.31
Information	0%	0%	100%	0.31	0.30	0.26	0.00	0.00	0.26	0.26
Financial Activities	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	0.00
Professional & Business Services	0%	0%	100%	0.31	0.30	0.26	0.00	0.00	0.26	0.26
Education & Health Services	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	0.00
Leisure & Hospitality	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	0.00
Other Services	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	0.29
Government	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	0.00

1/ Regional Industrial Land Study Phase II (Otak, Inc. et al, 1999) converted to NAICS by Johnson Gardner, LLC.

2/ Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

**EXHIBIT 1.09  
DEMAND PROJECTIONS FOR COMMERCIAL INDUSTRIAL LAND BY INDUSTRY SECTOR  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario		Projected Industrial Space Need 1/					Floor to Area	Predicted Land Need (Acres) 3/						
Employment Sector	2008	2013	2018	2023	2028	08-28	Ratio 2/	2008	2013	2018	2023	2028	08-28	
Construction	107,222	113,452	120,043	127,016	134,395	27,173	0.29	10.2	10.8	11.4	12.1	12.8	2.6	
Manufacturing	106,506	108,650	110,836	113,066	115,341	8,835	0.29	10.1	10.3	10.5	10.7	11.0	0.8	
Wholesale Trade	401,635	429,147	458,543	489,952	523,513	121,878	0.31	36.3	38.8	41.4	44.3	47.3	11.0	
Transportation, Warehousing & Utilities	532,915	539,704	546,580	553,543	560,595	27,679	0.31	47.4	48.0	48.6	49.2	49.8	2.5	
Information	8,223	8,380	8,539	8,702	8,868	645	0.26	0.9	0.9	0.9	0.9	0.9	0.1	
Professional & Business Services	33,453	36,228	39,235	42,490	46,016	12,563	0.26	3.5	3.8	4.2	4.5	4.9	1.3	
Other Services	168,953	180,229	192,257	205,088	218,776	49,822	0.29	16.0	17.1	18.3	19.5	20.8	4.7	
Government	78,430	81,881	85,483	89,245	93,171	14,742	0.00	0.0	0.0	0.0	0.0	0.0	0.0	
Total	1,437,338	1,497,670	1,561,515	1,629,103	1,700,675	263,337		124.4	129.7	135.2	141.2	147.4	23.0	
High Growth Scenario		Projected Industrial Space Need 1/					Floor to Area	Predicted Land Need (Acres) 3/						
Employment Sector	2008	2013	2018	2023	2028	08-28	Ratio 2/	2008	2013	2018	2023	2028	08-28	
Construction	107,222	114,410	122,080	130,264	138,997	31,774	0.29	10.2	10.9	11.6	12.4	13.2	3.0	
Manufacturing	106,506	108,974	111,499	114,082	116,725	10,219	0.29	10.1	10.4	10.6	10.8	11.1	1.0	
Wholesale Trade	401,635	433,400	467,678	504,666	544,580	142,944	0.31	36.3	39.1	42.2	45.6	49.2	12.9	
Transportation, Warehousing & Utilities	532,915	540,728	548,656	556,700	564,862	31,947	0.31	47.4	48.1	48.8	49.5	50.2	2.8	
Information	8,223	8,403	8,588	8,776	8,968	745	0.26	0.9	0.9	0.9	0.9	1.0	0.1	
Professional & Business Services	33,453	36,660	40,175	44,028	48,249	14,797	0.26	3.5	3.9	4.3	4.7	5.1	1.6	
Other Services	168,953	181,971	195,992	211,093	227,358	58,404	0.29	16.0	17.3	18.6	20.1	21.6	5.5	
Total	1,437,338	1,506,957	1,581,257	1,660,591	1,745,337	307,999		124.4	130.5	137.0	143.9	151.3	26.9	
Slow Growth Scenario		Projected Industrial Space Need 1/					Floor to Area	Predicted Land Need (Acres) 3/						
Employment Sector	2008	2013	2018	2023	2028	08-28	Ratio 2/	2008	2013	2018	2023	2028	08-28	
Construction	107,222	112,499	118,036	123,844	129,939	22,717	0.29	10.2	10.7	11.2	11.8	12.3	2.2	
Manufacturing	106,506	108,326	110,177	112,059	113,973	7,467	0.29	10.1	10.3	10.5	10.6	10.8	0.7	
Wholesale Trade	401,635	424,927	449,569	475,640	503,223	101,588	0.31	36.3	38.4	40.6	43.0	45.5	9.2	
Transportation, Warehousing & Utilities	532,915	538,681	544,510	550,402	556,357	23,442	0.31	47.4	47.9	48.4	48.9	49.4	2.1	
Information	8,223	8,356	8,491	8,628	8,768	545	0.26	0.9	0.9	0.9	0.9	0.9	0.1	
Professional & Business Services	33,453	35,801	38,314	41,003	43,881	10,428	0.26	3.5	3.8	4.1	4.3	4.6	1.1	
Other Services	168,953	178,500	188,587	199,243	210,502	41,549	0.29	16.0	17.0	17.9	18.9	20.0	3.9	
Total	1,437,338	1,488,446	1,542,073	1,598,358	1,657,447	220,109		124.4	128.9	133.5	138.5	143.6	19.2	

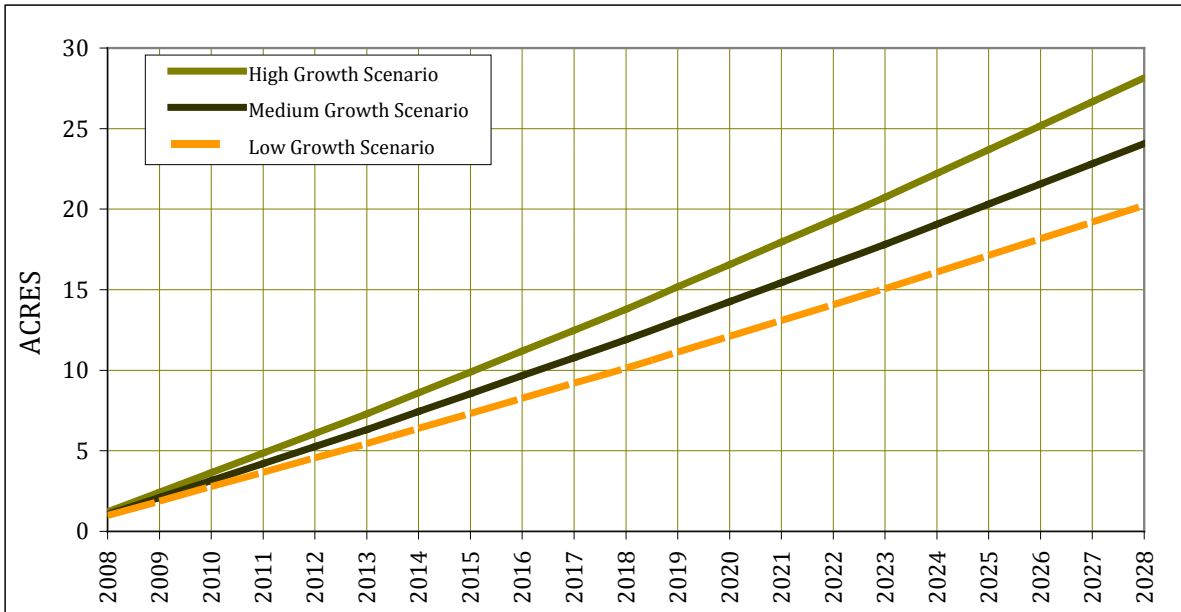
1/ From Exhibit 1.07

2/ From Exhibit 1.08

3/ Assumes a non-traditional industrial land use factor of 10% from Regional Industrial Land Study Phase II (Otak, Inc., et al, 1999).

\*Estimate

**EXHIBIT 1.10**  
**COMPARISON OF CUMULATIVE DEMAND FOR INDUSTRIAL LAND**  
**MEDIUM, HIGH AND LOW EMPLOYMENT GROWTH SCENARIOS**  
**2008-2028**



SOURCE: Johnson Gardner, LLC

**EXHIBIT 1.11**  
**PROJECTED DISTRIBUTION OF DEMAND BY SIZE OF SPACE**  
**LA GRANDE UGB**  
**2008-2028**

Medium Growth	Net New	Distribution of Need by Firm Size/Space Required (SF) 3/							
	Demand for	Under	800-	1,800-	3,800-	9,800-	19,800-	49,800-	Over
	Space (SF)	800	1,800	3,800	9,800	19,800	49,800	100,000	100,000
Office Demand 1/									
2008-2013	125,833	19,340	141,278	13,772	20,906	35,273	14,310	34,731	0
2013-2018	138,495	21,286	155,494	15,158	23,009	38,823	15,750	38,226	0
2018-2023	152,578	23,451	171,305	16,699	25,349	42,770	17,352	42,113	0
2023-2028	168,249	25,859	188,900	18,414	27,952	47,163	19,134	46,439	0
2008-2028	585,155	89,936	656,977	64,043	97,216	164,029	66,546	161,509	0
Share:		6.9%	50.5%	4.9%	7.5%	12.6%	5.1%	12.4%	0.0%
Industrial Demand 2/									
2008-2013	60,332	15,400	24,673	24,431	30,919	16,235	6,441	1,102	6,632
2013-2018	63,845	16,949	27,155	26,890	34,030	17,868	7,090	1,213	7,300
2018-2023	67,587	18,673	29,917	29,624	37,491	19,685	7,810	1,336	8,042
2023-2028	71,573	20,590	32,989	32,666	41,341	21,707	8,613	1,474	8,868
2008-2028	263,337	71,612	114,734	113,611	143,781	75,495	29,954	5,125	30,842
Share:		12.2%	19.6%	19.4%	24.6%	12.9%	5.1%	0.9%	5.3%
High Growth	Net New	Distribution of Need by Firm Size/Space Required (SF) 3/							
	Demand for	Under	800-	1,800-	3,800-	9,800-	19,800-	49,800-	Over
	Space (SF)	800	1,800	3,800	9,800	19,800	49,800	100,000	100,000
Office Demand 1/									
2008-2013	145,547	22,370	163,412	15,929	24,181	40,800	16,552	40,173	0
2013-2018	162,510	24,977	182,457	17,786	26,999	45,555	18,481	44,855	0
2018-2023	181,677	27,923	203,976	19,884	30,183	50,928	20,661	50,145	0
2023-2028	203,352	31,254	228,311	22,256	33,784	57,003	23,126	56,127	0
2008-2028	693,086	106,524	778,156	75,855	115,147	194,286	78,820	191,300	0
Share:		6.9%	50.5%	4.9%	7.5%	12.6%	5.1%	12.4%	0.0%
Industrial Demand 2/									
2008-2013	69,618	17,812	28,538	28,259	35,763	18,778	7,451	1,275	7,672
2013-2018	74,301	19,888	31,864	31,552	39,931	20,967	8,319	1,423	8,566
2018-2023	79,334	22,234	35,622	35,274	44,641	23,439	9,300	1,591	9,576
2023-2028	84,746	24,886	39,872	39,482	49,967	26,236	10,410	1,781	10,718
2008-2028	307,999	84,820	135,896	134,567	170,302	89,420	35,480	6,070	36,532
Share:		12.2%	19.6%	19.4%	24.6%	12.9%	5.1%	0.9%	5.3%
Low Growth	Net New	Distribution of Need by Firm Size/Space Required (SF) 3/							
	Demand for	Under	800-	1,800-	3,800-	9,800-	19,800-	49,800-	Over
	Space (SF)	800	1800 SF	3,800	9,800	19,800	49,800	100,000	100,000
Office Demand 1/									
2008-2013	106,341	16,344	119,394	11,638	17,667	29,810	12,093	29,351	0
2013-2018	115,373	17,732	129,534	12,627	19,168	32,341	13,121	31,844	0
2018-2023	125,259	19,252	140,634	13,709	20,810	35,113	14,245	34,573	0
2023-2028	136,085	20,916	152,789	14,894	22,609	38,147	15,476	37,561	0
2008-2028	483,059	74,244	542,351	52,868	80,254	135,411	54,935	133,329	0
Share:		6.9%	50.5%	4.9%	7.5%	12.6%	5.1%	12.4%	0.0%
Industrial Demand 2/									
2008-2013	51,108	13,014	20,851	20,647	26,130	13,720	5,444	931	5,605
2013-2018	53,627	14,120	22,622	22,400	28,349	14,885	5,906	1,010	6,081
2018-2023	56,285	15,329	24,560	24,320	30,778	16,161	6,412	1,097	6,602
2023-2028	59,089	16,654	26,683	26,422	33,438	17,557	6,966	1,192	7,173
2008-2028	220,109	59,117	94,716	93,789	118,695	62,323	24,728	4,230	25,461
Share:		12.2%	19.6%	19.4%	24.6%	12.9%	5.1%	0.9%	5.3%

1/ From EXHIBIT 1.03

2/ From EXHIBIT 1.07

3/ Utilizes the distribution of businesses by size for the City of La Grande

**EXHIBIT 1.12**  
**PROJECTIONS OF HOUSEHOLD RETAIL SALES**  
**LA GRANDE UGB**  
**2008-2028**

<b>Medium Growth Scenario</b>		<b>Per Household Expenditures 1/</b>	<b>Household Retail Spending in Millions (Households)</b>					
<b>NAICS</b>	<b>Category</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>'08-'28</b>
441	Motor Vehicles and Parts Dealers	\$7,196	\$40.2	\$41.7	\$43.3	\$45.0	\$46.7	\$6.6
442	Furniture and Home Furnishings Stores	\$777	\$4.3	\$4.5	\$4.7	\$4.9	\$5.0	\$0.7
443	Electronics and Appliance Stores	\$801	\$4.5	\$4.6	\$4.8	\$5.0	\$5.2	\$0.7
444	Building Materials and Garden Equipment	\$3,414	\$19.1	\$19.8	\$20.6	\$21.3	\$22.2	\$3.1
445	Food and Beverage Stores	\$4,427	\$24.7	\$25.7	\$26.7	\$27.7	\$28.7	\$4.0
446	Health and Personal Care Stores	\$1,641	\$9.2	\$9.5	\$9.9	\$10.3	\$10.7	\$1.5
448	Clothing and Clothing Accessories Stores	\$1,439	\$8.0	\$8.3	\$8.7	\$9.0	\$9.3	\$1.3
451	Sporting Goods, Hobby, Book and Music Stores	\$687	\$3.8	\$4.0	\$4.1	\$4.3	\$4.5	\$0.6
452	General Merchandise Stores	\$4,070	\$22.7	\$23.6	\$24.5	\$25.4	\$26.4	\$3.7
453	Miscellaneous Store Retailers	\$885	\$4.9	\$5.1	\$5.3	\$5.5	\$5.7	\$0.8
722	Foodservices and Drinking Places	\$3,337	\$18.6	\$19.3	\$20.1	\$20.9	\$21.7	\$3.0
<b>Totals/Weighted Averages</b>		<b>\$28,674</b>	<b>\$160.0</b>	<b>\$166.2</b>	<b>\$172.6</b>	<b>\$179.3</b>	<b>\$186.2</b>	<b>\$26.2</b>

<b>High Growth Scenario</b>		<b>Per Household Expenditures 1/</b>	<b>Household Retail Spending in Millions (Households)</b>					
<b>NAICS</b>	<b>Category</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>'08-'28</b>
441	Motor Vehicles and Parts Dealers	\$7,196	\$40.2	\$42.0	\$44.0	\$46.0	\$48.2	\$8.0
442	Furniture and Home Furnishings Stores	\$777	\$4.3	\$4.5	\$4.7	\$5.0	\$5.2	\$0.9
443	Electronics and Appliance Stores	\$801	\$4.5	\$4.7	\$4.9	\$5.1	\$5.4	\$0.9
444	Building Materials and Garden Equipment	\$3,414	\$19.1	\$19.9	\$20.9	\$21.8	\$22.8	\$3.8
445	Food and Beverage Stores	\$4,427	\$24.7	\$25.9	\$27.1	\$28.3	\$29.6	\$4.9
446	Health and Personal Care Stores	\$1,641	\$9.2	\$9.6	\$10.0	\$10.5	\$11.0	\$1.8
448	Clothing and Clothing Accessories Stores	\$1,439	\$8.0	\$8.4	\$8.8	\$9.2	\$9.6	\$1.6
451	Sporting Goods, Hobby, Book and Music Stores	\$687	\$3.8	\$4.0	\$4.2	\$4.4	\$4.6	\$0.8
452	General Merchandise Stores	\$4,070	\$22.7	\$23.8	\$24.9	\$26.0	\$27.2	\$4.5
453	Miscellaneous Store Retailers	\$885	\$4.9	\$5.2	\$5.4	\$5.7	\$5.9	\$1.0
722	Foodservices and Drinking Places	\$3,337	\$18.6	\$19.5	\$20.4	\$21.3	\$22.3	\$3.7
<b>Totals/Weighted Averages</b>		<b>\$28,674</b>	<b>\$160.0</b>	<b>\$167.5</b>	<b>\$175.2</b>	<b>\$183.4</b>	<b>\$191.9</b>	<b>\$31.9</b>

<b>Low Growth Scenario</b>		<b>Per Household Expenditures 1/</b>	<b>Household Retail Spending in Millions (Households)</b>					
<b>NAICS</b>	<b>Category</b>		<b>2008</b>	<b>2013</b>	<b>2018</b>	<b>2023</b>	<b>2028</b>	<b>'08-'28</b>
441	Motor Vehicles and Parts Dealers	\$7,196	\$40.2	\$41.4	\$42.7	\$44.0	\$45.3	\$5.2
442	Furniture and Home Furnishings Stores	\$777	\$4.3	\$4.5	\$4.6	\$4.7	\$4.9	\$0.6
443	Electronics and Appliance Stores	\$801	\$4.5	\$4.6	\$4.8	\$4.9	\$5.0	\$0.6
444	Building Materials and Garden Equipment	\$3,414	\$19.1	\$19.6	\$20.2	\$20.9	\$21.5	\$2.5
445	Food and Beverage Stores	\$4,427	\$24.7	\$25.5	\$26.3	\$27.1	\$27.9	\$3.2
446	Health and Personal Care Stores	\$1,641	\$9.2	\$9.4	\$9.7	\$10.0	\$10.3	\$1.2
448	Clothing and Clothing Accessories Stores	\$1,439	\$8.0	\$8.3	\$8.5	\$8.8	\$9.1	\$1.0
451	Sporting Goods, Hobby, Book and Music Stores	\$687	\$3.8	\$4.0	\$4.1	\$4.2	\$4.3	\$0.5
452	General Merchandise Stores	\$4,070	\$22.7	\$23.4	\$24.1	\$24.9	\$25.6	\$2.9
453	Miscellaneous Store Retailers	\$885	\$4.9	\$5.1	\$5.2	\$5.4	\$5.6	\$0.6
722	Foodservices and Drinking Places	\$3,337	\$18.6	\$19.2	\$19.8	\$20.4	\$21.0	\$2.4
<b>Totals/Weighted Averages</b>		<b>\$28,674</b>	<b>\$160.0</b>	<b>\$165.0</b>	<b>\$170.0</b>	<b>\$175.3</b>	<b>\$180.7</b>	<b>\$20.6</b>

1/ Claritas, Inc. average retail sales figures for La Grande, Oregon in 2007 dollars.



**EXHIBIT 1.13  
PROJECTIONS OF COMMERCIAL RETAIL SPACE NEED  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario		Household Retail Spending (millions) 1/					Sales Support	Spending-Supported Retail Demand (SF) 3/						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	\$40.2	\$41.7	\$43.3	\$45.0	\$46.7	\$6.6	\$387	114,179	118,584	123,159	127,911	132,846	18,667
442	Furniture and Home Furnishings Stores	\$4.3	\$4.5	\$4.7	\$4.9	\$5.0	\$0.7	\$209	22,793	23,672	24,586	25,534	26,520	3,726
443	Electronics and Appliance Stores	\$4.5	\$4.6	\$4.8	\$5.0	\$5.2	\$0.7	\$302	16,274	16,902	17,554	18,231	18,935	2,661
444	Building Materials and Garden Equipment	\$19.1	\$19.8	\$20.6	\$21.3	\$22.2	\$3.1	\$389	53,934	56,015	58,176	60,421	62,752	8,818
445	Food and Beverage Stores	\$24.7	\$25.7	\$26.7	\$27.7	\$28.7	\$4.0	\$430	63,200	65,639	68,171	70,801	73,533	10,333
446	Health and Personal Care Stores	\$9.2	\$9.5	\$9.9	\$10.3	\$10.7	\$1.5	\$279	36,148	37,543	38,991	40,496	42,048	5,910
448	Clothing and Clothing Accessories Stores	\$8.0	\$8.3	\$8.7	\$9.0	\$9.3	\$1.3	\$156	56,762	58,952	61,226	63,588	66,042	9,280
451	Sporting Goods, Hobby, Book and Music Stores	\$3.8	\$4.0	\$4.1	\$4.3	\$4.5	\$0.6	\$199	21,135	21,951	22,798	23,677	24,591	3,455
452	General Merchandise Stores	\$22.7	\$23.6	\$24.5	\$25.4	\$26.4	\$3.7	\$164	152,060	157,927	164,020	170,348	176,920	24,860
453	Miscellaneous Store Retailers	\$4.9	\$5.1	\$5.3	\$5.5	\$5.7	\$0.8	\$127	42,738	44,387	46,100	47,879	49,726	6,987
722	Foodservices and Drinking Places	\$18.6	\$19.3	\$20.1	\$20.9	\$21.7	\$3.0	\$267	76,819	79,783	82,861	86,058	89,379	12,559
Totals/Weighted Averages		\$160.0	\$166.2	\$172.6	\$179.3	\$186.2	\$26.2		656,043	681,354	707,642	734,944	763,300	107,257
High Growth Scenario		Household Retail Spending (millions) 1/					Sales Support	Spending-Supported Retail Demand (SF) 3/						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	\$40.2	\$42.0	\$44.0	\$46.0	\$48.2	\$8.0	\$387	114,179	119,481	125,030	130,836	136,912	22,733
442	Furniture and Home Furnishings Stores	\$4.3	\$4.5	\$4.7	\$5.0	\$5.2	\$0.9	\$209	22,793	23,852	24,959	26,118	27,331	4,538
443	Electronics and Appliance Stores	\$4.5	\$4.7	\$4.9	\$5.1	\$5.4	\$0.9	\$302	16,274	17,030	17,821	18,648	19,514	3,240
444	Building Materials and Garden Equipment	\$19.1	\$19.9	\$20.9	\$21.8	\$22.8	\$3.8	\$389	53,934	56,439	59,060	61,802	64,673	10,738
445	Food and Beverage Stores	\$24.7	\$25.9	\$27.1	\$28.3	\$29.6	\$4.9	\$430	63,200	66,135	69,207	72,420	75,784	12,583
446	Health and Personal Care Stores	\$9.2	\$9.6	\$10.0	\$10.5	\$11.0	\$1.8	\$279	36,148	37,827	39,583	41,422	43,345	7,197
448	Clothing and Clothing Accessories Stores	\$8.0	\$8.4	\$8.8	\$9.2	\$9.6	\$1.6	\$156	56,762	59,398	62,156	65,042	68,063	11,301
451	Sporting Goods, Hobby, Book and Music Stores	\$3.8	\$4.0	\$4.2	\$4.4	\$4.6	\$0.8	\$199	21,135	22,117	23,144	24,219	25,343	4,208
452	General Merchandise Stores	\$22.7	\$23.8	\$24.9	\$26.0	\$27.2	\$4.5	\$164	152,060	159,121	166,511	174,244	182,335	30,275
453	Miscellaneous Store Retailers	\$4.9	\$5.2	\$5.4	\$5.7	\$5.9	\$1.0	\$127	42,738	44,723	46,800	48,973	51,248	8,509
722	Foodservices and Drinking Places	\$18.6	\$19.5	\$20.4	\$21.3	\$22.3	\$3.7	\$267	76,819	80,387	84,120	88,026	92,114	15,295
Totals/Weighted Averages		\$160.0	\$167.5	\$175.2	\$183.4	\$191.9	\$31.9		656,043	686,509	718,390	751,752	786,662	130,620
Low Growth Scenario		Household Retail Spending (millions) 1/					Sales Support	Spending-Supported Retail Demand (SF) 3/						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	\$40.2	\$41.4	\$42.7	\$44.0	\$45.3	\$5.2	\$387	114,179	117,692	121,314	125,047	128,895	14,716
442	Furniture and Home Furnishings Stores	\$4.3	\$4.5	\$4.6	\$4.7	\$4.9	\$0.6	\$209	22,793	23,494	24,217	24,963	25,731	2,938
443	Electronics and Appliance Stores	\$4.5	\$4.6	\$4.8	\$4.9	\$5.0	\$0.6	\$302	16,274	16,775	17,291	17,823	18,372	2,098
444	Building Materials and Garden Equipment	\$19.1	\$19.6	\$20.2	\$20.9	\$21.5	\$2.5	\$389	53,934	55,594	57,305	59,068	60,886	6,951
445	Food and Beverage Stores	\$24.7	\$25.5	\$26.3	\$27.1	\$27.9	\$3.2	\$430	63,200	65,145	67,150	69,216	71,346	8,146
446	Health and Personal Care Stores	\$9.2	\$9.4	\$9.7	\$10.0	\$10.3	\$1.2	\$279	36,148	37,260	38,407	39,589	40,807	4,659
448	Clothing and Clothing Accessories Stores	\$8.0	\$8.3	\$8.5	\$8.8	\$9.1	\$1.0	\$156	56,762	58,508	60,309	62,164	64,077	7,316
451	Sporting Goods, Hobby, Book and Music Stores	\$3.8	\$4.0	\$4.1	\$4.2	\$4.3	\$0.5	\$199	21,135	21,786	22,456	23,147	23,859	2,724
452	General Merchandise Stores	\$22.7	\$23.4	\$24.1	\$24.9	\$25.6	\$2.9	\$164	152,060	156,739	161,562	166,534	171,658	19,598
453	Miscellaneous Store Retailers	\$4.9	\$5.1	\$5.2	\$5.4	\$5.6	\$0.6	\$127	42,738	44,054	45,409	46,806	48,247	5,508
722	Foodservices and Drinking Places	\$18.6	\$19.2	\$19.8	\$20.4	\$21.0	\$2.4	\$267	76,819	79,183	81,620	84,131	86,720	9,901
Totals/Weighted Averages		\$160.0	\$165.0	\$170.0	\$175.3	\$180.7	\$20.6		656,043	676,230	697,039	718,489	740,598	84,555

1/ From Exhibit R.01

2/ Based on national averages derived from "Dollars & Cents of Shopping Centers," Urban Land Institute, 2008. Median sales for neighborhood scale centers were used.

3/ Assumes a market-clearing retail space vacancy rate of 10%.

\* Estimate

**EXHIBIT 1.14  
PROJECTIONS OF COMMERCIAL RETAIL SPACE NEED  
LA GRANDE UGB  
2008-2028**

Medium Growth Scenario		Spending-Supported Retail Demand (SF) 1/					Retail	Commercial Retail Land Need (Acres)						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	114,179	118,584	123,159	127,911	132,846	18,667	0.25	10.5	10.9	11.3	11.7	12.2	1.7
442	Furniture and Home Furnishings Stores	22,793	23,672	24,586	25,534	26,520	3,726	0.25	2.1	2.2	2.3	2.3	2.4	0.3
443	Electronics and Appliance Stores	16,274	16,902	17,554	18,231	18,935	2,661	0.25	1.5	1.6	1.6	1.7	1.7	0.2
444	Building Materials and Garden Equipment	53,934	56,015	58,176	60,421	62,752	8,818	0.25	5.0	5.1	5.3	5.5	5.8	0.8
445	Food and Beverage Stores	63,200	65,639	68,171	70,801	73,533	10,333	0.25	5.8	6.0	6.3	6.5	6.8	0.9
446	Health and Personal Care Stores	36,148	37,543	38,991	40,496	42,058	5,910	0.25	3.3	3.4	3.6	3.7	3.9	0.5
448	Clothing and Clothing Accessories Stores	56,762	58,952	61,226	63,588	66,042	9,280	0.25	5.2	5.4	5.6	5.8	6.1	0.9
451	Sporting Goods, Hobby, Book and Music Stores	21,135	21,951	22,798	23,677	24,591	3,455	0.25	1.9	2.0	2.1	2.2	2.3	0.3
452	General Merchandise Stores	152,060	157,927	164,020	170,348	176,920	24,860	0.25	14.0	14.5	15.1	15.6	16.2	2.3
453	Miscellaneous Store Retailers	42,738	44,387	46,100	47,879	49,726	6,987	0.25	3.9	4.1	4.2	4.4	4.6	0.6
722	Foodservices and Drinking Places	76,819	79,783	82,861	86,058	89,379	12,559	0.25	7.1	7.3	7.6	7.9	8.2	1.2
Totals/Weighted Averages		656,043	681,354	707,642	734,944	763,300	107,257	0.25	60.2	62.6	65.0	67.5	70.1	9.8

High Growth Scenario		Spending-Supported Retail Demand (SF) 1/					Retail	Commercial Retail Land Need (Acres)						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	114,179	119,481	125,030	130,836	136,912	22,733	0.25	10.5	11.0	11.5	12.0	12.6	2.1
442	Furniture and Home Furnishings Stores	22,793	23,852	24,959	26,118	27,331	4,538	0.25	2.1	2.2	2.3	2.4	2.5	0.4
443	Electronics and Appliance Stores	16,274	17,030	17,821	18,648	19,514	3,240	0.25	1.5	1.6	1.6	1.7	1.8	0.3
444	Building Materials and Garden Equipment	53,934	56,439	59,060	61,802	64,673	10,738	0.25	5.0	5.2	5.4	5.7	5.9	1.0
445	Food and Beverage Stores	63,200	66,135	69,207	72,420	75,784	12,583	0.25	5.8	6.1	6.4	6.7	7.0	1.2
446	Health and Personal Care Stores	36,148	37,827	39,583	41,422	43,345	7,197	0.25	3.3	3.5	3.6	3.8	4.0	0.7
448	Clothing and Clothing Accessories Stores	56,762	59,398	62,156	65,042	68,063	11,301	0.25	5.2	5.5	5.7	6.0	6.3	1.0
451	Sporting Goods, Hobby, Book and Music Stores	21,135	22,117	23,144	24,219	25,343	4,208	0.25	1.9	2.0	2.1	2.2	2.3	0.4
452	General Merchandise Stores	152,060	159,121	166,511	174,244	182,335	30,275	0.25	14.0	14.6	15.3	16.0	16.7	2.8
453	Miscellaneous Store Retailers	42,738	44,723	46,800	48,973	51,248	8,509	0.25	3.9	4.1	4.3	4.5	4.7	0.8
722	Foodservices and Drinking Places	76,819	80,387	84,120	88,026	92,114	15,295	0.25	7.1	7.4	7.7	8.1	8.5	1.4
Totals/Weighted Averages		656,043	686,509	718,390	751,752	786,662	130,620	0.25	60.2	63.0	66.0	69.0	72.2	12.0

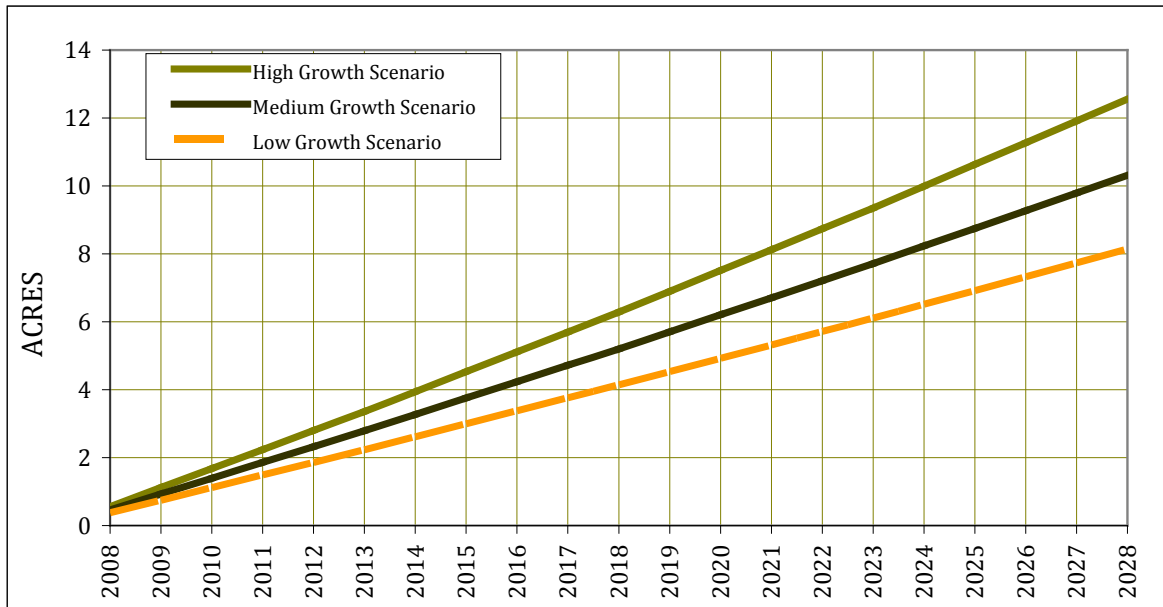
Low Growth Scenario		Spending-Supported Retail Demand (SF) 1/					Retail	Commercial Retail Land Need (Acres)						
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	114,179	117,692	121,314	125,047	128,895	14,716	0.25	10.5	10.8	11.1	11.5	11.8	1.4
442	Furniture and Home Furnishings Stores	22,793	23,494	24,217	24,963	25,731	2,938	0.25	2.1	2.2	2.2	2.3	2.4	0.3
443	Electronics and Appliance Stores	16,274	16,775	17,291	17,823	18,372	2,098	0.25	1.5	1.5	1.6	1.6	1.7	0.2
444	Building Materials and Garden Equipment	53,934	55,594	57,305	59,068	60,886	6,951	0.25	5.0	5.1	5.3	5.4	5.6	0.6
445	Food and Beverage Stores	63,200	65,145	67,150	69,216	71,346	8,146	0.25	5.8	6.0	6.2	6.4	6.6	0.7
446	Health and Personal Care Stores	36,148	37,260	38,407	39,589	40,807	4,659	0.25	3.3	3.4	3.5	3.6	3.7	0.4
448	Clothing and Clothing Accessories Stores	56,762	58,508	60,309	62,164	64,077	7,316	0.25	5.2	5.4	5.5	5.7	5.9	0.7
451	Sporting Goods, Hobby, Book and Music Stores	21,135	21,786	22,456	23,147	23,859	2,724	0.25	1.9	2.0	2.1	2.1	2.2	0.3
452	General Merchandise Stores	152,060	156,739	161,562	166,534	171,658	19,598	0.25	14.0	14.4	14.8	15.3	15.8	1.8
453	Miscellaneous Store Retailers	42,738	44,054	45,409	46,806	48,247	5,508	0.25	3.9	4.0	4.2	4.3	4.4	0.5
722	Foodservices and Drinking Places	76,819	79,183	81,620	84,131	86,720	9,901	0.25	7.1	7.3	7.5	7.7	8.0	0.9
Totals/Weighted Averages		656,043	676,230	697,039	718,489	740,598	84,555	0.25	60.2	62.1	64.0	66.0	68.0	7.8

1/ From Exhibit 2.27

2/ Assumes typical suburban retail profile: single-story with four parking spaces per 1,000 square feet of developed space.

\*Estimate

**EXHIBIT 1.15**  
**COMPARISON OF CUMULATIVE DEMAND FOR COMMERCIAL RETAIL LAND**  
**MEDIUM, HIGH AND LOW GROWTH SCENARIOS**  
**2008-2028**



SOURCE: Johnson Gardner, LLC



## Statewide Planning Goal 10 - Housing

### Objective –

1. To provide for the housing needs of the citizens of La Grande, and to support development of an adequate supply of housing in terms of quantity, quality, and availability especially to groups, such as low and moderate income households, elderly and handicapped households
2. To assure environmental quality in residential areas, and to enhance the financial ability of households to obtain and retain decent dwelling units.
3. To assure an open housing market for all La Grande citizens, and to assure a balance of individual and community needs in residential areas.
4. To provide areas suitable and desirable for all types of single and multiple family residential uses which have or will need public water and sewage services, commercial and education support facilities and employment opportunities.

### I. Buildable Land Inventory

The objective of this section is to calculate the number of acres of buildable land in each plan designation in the existing Urban Growth Boundary (UGB) of the City of La Grande. Buildable land is defined as land that is suitable and available and necessary for the designated uses. This section provides the basis for subsequent calculations on the capacity of the UGB to accommodate future growth.

The following analysis uses a methodology suggested by *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* produced by the Transportation and Growth Management Program (TGM) of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). The steps used in this methodology have been followed to the greatest extent possible, given the data available for the City of La Grande.

#### A. Gross buildable vacant acres by zoning district

The City of La Grande has a GIS-based parcel database that was current as of December 2000. TBAC field-checked a preliminary list of vacant parcels in January 2001. The City and TBAC refined this list through further field-checking and GIS analysis in February and March 2001.

Those parcels considered as vacant in the following analysis include fully vacant parcels and parcels that are partially vacant and/or redevelopable.

Table I.1 shows the land use zones designated by the City of La Grande in its Zoning Ordinance. These zones account for all the land within the UGB.

**Table I.1 City of La Grande Zoning Districts**

<b>Zone</b>	<b>Code</b>
<b>Non-Residential</b>	
Commercial	
General Commercial	GC
Central Business	CB
Interchange Commercial	IC
Industrial	
Light Industrial	M-1
Heavy Industrial	M-2
Other	
Public Facilities	PF
<b>Residential</b>	
Hillside Development Residential	HD
Rural Residential	RR-1
Low Density Residential	R-1
Medium Density Residential	R-2
High Density Residential	R-3
Residential-Professional	R-P

Source: City of La Grande Land Development Code Ordinance

Table I.2 shows the total land within the UGB of the City of La Grande. Note: the Public Facilities (PF) Zone was added to the City of La Grande Zoning Code in March 2001, but the GIS system was not updated as of the writing of this report to allow an inventory of PFzoned parcels.

**Table I.2 Land within UGB by Zoning District**

<b>Zone</b>	<b>Total Acres</b>	<b>Total Parcels</b>	<b>Total Acres in Parcels</b>
PF	338.34	-	-
CB	35.01	113	19.44
GC	390.57	537	324.47
IC	29.45	35	26.82
M-1	191.84	106	69.03
M-2	210.57	29	211.93
HD	160.70	115	150.62
R-1	316.80	173	324.12
R-2	1,322.39	3,173	1,159.41
R-3	302.73	548	239.86
R-P	64.95	155	53.05
RR-1	90.30	15	99.86
Not Zoned (Highway Area)	128.74	-	-
<b>UGB Total</b>	<b>3,582.35</b>	<b>4,999</b>	<b>2,678.62</b>

Source: The Benkendorf Associates Corp., 2001 from data provided by the City of La Grande (December 2000) and updated by the City of La Grande (March 2001).

The gross vacant buildable acreage figures within the UGB of the City of La Grande are shown in Table I.3. Unbuildable vacant land is defined as vacant land which is subject to physical constraints, such as steep slopes or riparian corridors, or was otherwise identified by the City of La Grande as unbuildable. For the purposes of this calculation, unbuildable vacant land also includes the developed portion of partially vacant or redevelopable parcels. For the purposes of this calculation, the vacant land inventory excludes all of the vacant land that is zoned PF (Public Facilities) and/or is owned by a public entity.

Table I.3 below contains an inventory of all parcels identified as vacant and in the UGB. The parcels have been given four classifications: 1) “vacant” - 100% of the parcel has been identified by City Staff as buildable; 2) “partially vacant/redevelopable” - parcels with some development on the site and with development potential on the vacant portion of site, or parcels with major development constraints (such as steep slopes) on a portion of the site; 3) “committed” - the site has already committed to development; and 4) “unbuildable” - 100% of the site has been identified by City Staff as unbuildable, due to constraints such as steep slopes or committed uses on the site.

The “preliminary unbuildable acres” column represents the area of the parcel that was identified by the City of La Grande as unbuildable for a variety of reasons, including: parcels committed to development, steep slopes, and creeks. TBAC and the City conducted further GIS analysis to identify other constraints on the development potential of parcels. These constraints are identified in the table as City-designated riparian buffer areas, pond/lakes, elevations greater than 3,000 feet, and “other/combined” constraints identified by the City, including power transmission lines by themselves or combined with riparian areas. “Preliminary unbuildable acres,” “riparian acres,” “pond acres,” “greater than 3,000 feet acres,” and “other/ combined constraints” acres are subtracted from total parcel area to arrive at the “final gross buildable acres” figure for each parcel.

The table also shows land within the 100-year floodplain for each parcel. This land is not exclusive from the other constraints listed and can potentially overlap with other constraints shown, such as riparian areas. Also, since development is currently allowed in floodplain areas, the presence of floodplains does not necessarily limit development. The City may address this issue as part of Periodic Review.

As shown in Table I.3, a total of 575.68 acres of land in the City of La Grande UGB is classified as vacant buildable, out of a total of 430 vacant parcels containing 856.70 acres. There are a total of 141.1 acres in the parcels listed as in the 100-year floodplain, including: 28.05 acres on 22 unbuildable parcels, 6.34 acres on 3 committed parcels, 63.88 acres on 15 partially vacant/redevelopable parcels (including 49.818 acres on 5 parcels proposed for an industrial/business park; many of the parcels have riparian areas already subtracted from the buildable acreage total), and 42.83 acres on 54 vacant parcels (many of these parcels already have riparian areas subtracted from the buildable acreage total).

In Table I.3, all commercially-zoned land with a final gross buildable acreage figure of less than 0.25 acres has been classified as unbuildable. All industrially-zoned land with a final gross buildable acreage figure of less than 0.5 acres has been classified as unbuildable. The City does not feel that these sites are viable for development.

**Table I.3 Inventory of Vacant Parcels by Zoning District**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.5CC/5200	CB		unbuildable	parking lot	0.118	0.118	0.000	0.000	0.000	0.000	0.000	
3S38.5CC/7200	CB		unbuildable	final buildable acres < 0.25	0.220	0.000	0.000	0.000	0.000	0.000	0.220	
3S38.5CD/8600	GC		committed	committed	0.077	0.077	0.000	0.000	0.000	0.000	0.000	
3S38.5CD/1202	GC		committed	committed	0.121	0.121	0.000	0.000	0.000	0.000	0.000	
3S38.8AC/100	GC		committed	committed; Safeway	6.846	6.846	0.000	0.000	0.000	0.000	0.000	
3S38.9BB/202	GC		committed		2.866	2.866	0.000	0.000	0.000	0.000	0.000	
3S38.9BB/200	GC		committed	committed (storage units) w/ .627 ac unb	1.371	1.371	0.261	0.000	0.000	0.000	0.000	
3S38.4DC/701	GC		committed	committed (La Grande Automotive)	0.921	0.921	0.000	0.000	0.000	0.000	0.000	
3S38.5DD/1001	GC		committed	committed	0.459	0.459	0.000	0.000	0.000	0.000	0.000	
3S38.4DC/500	GC		committed	committed	1.992	1.992	0.000	0.000	0.000	0.000	0.000	
3S38.4/9800	GC		committed	committed (Roberts Ford Expansion)	9.342	9.342	0.000	0.000	0.000	0.000	0.000	
3S38.8DA/500	GC		partial/redevelop	redevelopable	1.284	0.000	0.000	0.000	0.000	0.000	1.284	
3S38.5DD/1000	GC		partial/redevelop	50% vacant; existing house	1.873	0.936	0.000	0.000	0.000	0.000	0.937	
3S38.9CD/101	GC		partial/redevelop	redevelopable	0.489	0.000	0.000	0.000	0.000	0.000	0.489	0.204
3S38.4CC/1200	GC		partial/redevelop	1.79 acres (.75 acre committed); existing house; .302 ac unbuildable (riparian area)	1.922	0.750	0.302	0.000	0.000	0.000	0.870	
3S38.4CA/1600	GC		partial/redevelop	vacant w/ .5 acre redevelopable	3.395	0.000	0.000	0.000	0.000	0.000	3.395	
3S38.4CA/1500	GC		partial/redevelop	50% vacant, 50% redevelopable	3.426	1.714	0.000	0.000	0.000	0.000	1.712	
3S38.6DA/6601	GC		unbuildable	final buildable acres < 0.25	0.114	0.000	0.000	0.000	0.000	0.000	0.114	
3S38.5CD/3800	GC		unbuildable	paved pkg lot	0.218	0.218	0.000	0.000	0.000	0.000	0.000	
3S38.5CA/9900	GC		unbuildable	gravel pkg lot; final buildable acres < 0.25	0.206	0.206	0.000	0.000	0.000	0.000	0.000	
3S38.5CD/2800	GC		unbuildable	final buildable acres < 0.25	0.106	0.000	0.000	0.000	0.000	0.000	0.106	
3S38.5CA/10400	GC		unbuildable	final buildable acres < 0.25	0.166	0.000	0.000	0.000	0.000	0.000	0.166	
3S38.5CD/1400	GC		unbuildable	final buildable acres < 0.25	0.065	0.000	0.000	0.000	0.000	0.000	0.065	
3S38.8BA/100	GC		unbuildable	.146 ac unbuildable (riparian area); final buildable acres < 0.25	0.276	0.000	0.146	0.000	0.000	0.000	0.130	
3S38.8DA/1803	GC		unbuildable	undevelopable (vacant)	0.117	0.117	0.000	0.000	0.000	0.000	0.000	0.115
3S38.8AD/3100	GC		unbuildable	final buildable acres < 0.25	0.127	0.000	0.000	0.000	0.000	0.000	0.127	
3S38.9CD/200	GC		unbuildable	Riparian/other	0.806	0.806	0.245	0.000	0.000	0.000	0.000	0.806
3S38.9CD/202	GC		unbuildable	.065 ac unbuildable (riparian area); final buildable acres < 0.25	0.239	0.000	0.065	0.000	0.000	0.000	0.174	0.239
3S38.5DC/2500	GC		unbuildable	50% committed (house on south half); final buildable acres < 0.25	0.279	0.139	0.000	0.000	0.000	0.000	0.140	



3S38.5DC/501	GC		unbuildable	final buildable acres < 0.25	0.084	0.000	0.000	0.000	0.000	0.000	0.084	
3S38.5DC/400	GC		unbuildable	final buildable acres < 0.25	0.091	0.000	0.000	0.000	0.000	0.000	0.091	
3S38.4CC/1801	GC		unbuildable	committed	0.216	0.216	0.000	0.000	0.000	0.000	0.000	
3S38.4CC/701	GC		unbuildable	.01 ac unbuildable (riparian area); final buildable acres < 0.25	0.092	0.000	0.010	0.000	0.000	0.000	0.082	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.4CA/1700	GC		unbuildable	hotel-gravel truck pkg	1.443	1.443	0.000	0.000	0.000	0.000	0.000	
3S38.4CA/1400	GC		unbuildable	hotel-gravel truck pkg	1.450	1.450	0.000	0.000	0.000	0.000	0.000	
3S38.4AC/700	GC		unbuildable	gravel truck pkg	4.128	4.128	0.000	0.000	0.000	0.000	0.000	
3S38.8AB/2106	GC	M-1	unbuildable	redevelopable; final buildable acres < 0.25	0.174	0.000	0.000	0.000	0.000	0.000	0.174	
3S38.8AB/5501	GC		vacant		0.682	0.000	0.000	0.000	0.000	0.000	0.682	
3S38.8DA/1702	GC		vacant		0.432	0.000	0.000	0.000	0.000	0.000	0.432	0.022
3S38.8AD/2801	GC		vacant		0.253	0.000	0.000	0.000	0.000	0.000	0.253	
3S38.8DA/1200	GC		vacant		2.166	0.000	0.000	0.000	0.000	0.000	2.166	
3S38.8AD/1400	GC		vacant		0.260	0.000	0.000	0.000	0.000	0.000	0.260	
3S38.8AA/3602	GC		vacant		0.941	0.000	0.000	0.000	0.000	0.000	0.941	
3S38.9CD/100	GC		vacant	.128 ac unbuildable (riparian area)	5.344	0.000	0.128	0.000	0.000	0.000	5.216	5.342
3S38.4CD/1200	GC		vacant	.063 ac unbuildable (riparian area)	2.983	0.000	0.063	0.000	0.000	0.000	2.920	
3S38.4DC/700	GC		vacant		3.922	0.000	0.000	0.000	0.000	0.000	3.922	
3S38.4DC/900	GC		vacant		2.893	0.000	0.000	0.000	0.000	0.000	2.893	
3S38.4CC/1400	GC		vacant		1.031	0.000	0.000	0.000	0.000	0.000	1.031	
3S38.4CC/1800	GC		vacant		0.333	0.000	0.000	0.000	0.000	0.000	0.333	
3S38.4CC/700	GC		vacant	.095 ac unbuildable (riparian area)	0.884	0.000	0.095	0.000	0.000	0.000	0.789	
3S38.4CC/601	GC		vacant	.176 ac unbuildable (riparian area)	1.667	0.000	0.176	0.000	0.000	0.000	1.491	
3S38.4DC/800	GC		vacant		1.085	0.000	0.000	0.000	0.000	0.000	1.085	
3S38.9CC/101	GC	R-2	vacant	1.304 ac unbuildable (riparian area)	15.225	0.000	1.304	0.000	0.000	0.000	13.921	12.122
3S38.6DB/11905	GC	R-3	vacant		0.584	0.000	0.000	0.000	0.000	0.000	0.584	
3S38.7BD/900	HD		committed	committed (private/community pool)	0.119	0.119	0.000	0.000	0.000	0.000	0.000	
3S38.18AA/100	HD		partial/redevelop	redevelopable; stables; 1.052 acres undevelopable (power line)	4.727	1.052	0.000	0.000	0.000	0.000	3.675	
3S38.7DC/3500	HD		unbuildable	entire parcel >3000'	0.929	0.929	0.000	0.000	0.926	0.000	0.000	
3S38.7DC/3601	HD		unbuildable	45% slope; >3000'	7.612	7.612	0.000	0.000	7.477	0.000	0.000	
3S38.7/1010	HD		unbuildable	entire parcel >3000'	3.757	0.000	0.000	0.000	3.760	0.000	0.000	
3S38.7DC/3600	HD		unbuildable	unbuildable. 45% slope; >3000'	2.926	2.926	0.000	0.000	2.910	0.000	0.000	
3S38.7/1011	HD		unbuildable	undevelopable (steep and insuf	2.798	2.798	0.000	0.000	2.629	0.000	0.000	

				setback); >3000'								
3S38.7DC/3009	HD		unbuildable	riparian, other	0.272	0.272	0.065	0.000	0.000	0.000	0.000	
3S38.7DC/3002	HD		unbuildable	undevelopable (creek); riparian	0.042	0.042	0.033	0.000	0.000	0.000	0.000	0.041
3S38.7DC/3000b	HD		unbuildable	undevelopable (creek); riparian	0.043	0.043	0.019	0.000	0.000	0.000	0.000	
3S38.7DB/4200	HD		unbuildable	undevelopable (25%+ slope, too small); entire parcel >3000'	0.081	0.081	0.000	0.000	0.084	0.000	0.000	
3S38.7DB/5800	HD		unbuildable	undevelopable (25%+ slope, too small); >3000'	0.140	0.140	0.000	0.000	0.072	0.000	0.000	
3S38.7DB/4200	HD		unbuildable	undevelopable (25%+ slope, too small); entire parcel >3000'	0.278	0.278	0.000	0.000	0.284	0.000	0.000	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.7DB/5700	HD		unbuildable	undevelopable (25%+ slope, too small); riparian; >3000'	0.516	0.516	0.006	0.000	0.485	0.000	0.000	
3S38.7DB/5400	HD		unbuildable	undevelopable (25%+ slope, too small); riparian; >3000'	2.197	2.197	0.108	0.000	1.371	0.000	0.000	
3S38.7/710	HD		unbuildable	undevelopable (25%+ slope, too small); >3000'	8.115	8.115	0.000	0.000	8.046	0.000	0.000	
3S38.18/304	HD		unbuildable	pond; entire parcel >3000'	0.303	0.000	0.000	0.049	0.302	0.000	0.000	
3S38.18AA/500	HD		unbuildable	committed	0.404	0.404	0.000	0.000	0.000	0.000	0.000	
3S38.7BA/200	HD		unbuildable	unbuildable (landlocked)	0.461	0.461	0.000	0.000	0.000	0.000	0.000	
3S38.6B/500	HD		unbuildable	entire parcel >3000'	0.969	0.969	0.000	0.000	0.969	0.000	0.000	
3S38.18/303	HD		vacant	pond; >3000'	9.568	0.000	0.000	0.584	9.524	0.000	0.000	
3S38.7DC/3603	HD		vacant		0.266	0.000	0.000	0.000	0.000	0.000	0.266	
3S38.18/700	HD		vacant	>3000'; 3.46 ac unbuildable (power line & riparian area)	4.917	0.000	0.000	0.000	4.155	3.460	0.000	
3S38.7DC/3602	HD		vacant		0.204	0.000	0.000	0.000	0.000	0.000	0.204	
3S38.7DB/5200	HD		vacant		0.143	0.000	0.000	0.000	0.000	0.000	0.143	
3S38.18AA/600	HD		vacant	.372 acres undevelopable (power line)	1.465	0.372	0.000	0.000	0.000	0.000	1.093	
3S38.7BD/1200	HD		vacant		0.544	0.544	0.000	0.000	0.000	0.000	0.000	
3S38.7BA/1100	HD		vacant		0.214	0.000	0.000	0.000	0.000	0.000	0.214	
3S38.6B/200	HD		vacant	>3000'	5.529	0.000	0.000	0.000	3.628	0.000	1.901	
3S38.6B/1100	HD		vacant		1.094	0.000	0.000	0.000	0.000	0.000	1.094	
3S38.6B/300	HD		vacant	>3000'	0.231	0.000	0.000	0.000	0.137	0.000	0.094	
3S38.17DB/101	HD		vacant		1.022	0.000	0.000	0.000	0.000	0.000	1.022	
3S38.17DB/104	HD		vacant	.883 ac unbuildable (riparian area)	1.963	0.000	0.883	0.000	0.000	0.000	1.080	0.220

3S38.17DB/102	HD		vacant		0.494	0.000	0.000	0.000	0.000	0.000	0.494	
3S38.4CB/600	IC		unbuildable	parking lot	0.299	0.299	0.000	0.000	0.000	0.000	0.000	
3S38.4CB/701	IC		unbuildable	parking lot	0.578	0.578	0.000	0.000	0.000	0.000	0.000	
3S38.4CA/500	IC		unbuildable	parking lot	0.167	0.167	0.000	0.000	0.000	0.000	0.000	
3S38.4CA/1200	IC		unbuildable	parking lot	0.842	0.842	0.000	0.000	0.000	0.000	0.000	
3S38.4BD/2600	IC		unbuildable	parking lot	0.186	0.186	0.000	0.000	0.000	0.000	0.000	
3S38.4BD/2800	IC		unbuildable	parking lot	0.568	0.568	0.000	0.000	0.000	0.000	0.000	
3S38.4CC/200	IC		vacant		0.981	0.000	0.000	0.000	0.000	0.000	0.981	
3S38.5CD/6500	M-1		committed	committed (Miller's Hardware uses for tr	0.387	0.387	0.000	0.000	0.000	0.000	0.000	
3S38.6AD/5000	M-1		committed	committed (City owned)	0.077	0.077	0.000	0.000	0.000	0.000	0.000	
3S38.8AD/700	M-1		committed	committed (possibly redevelopable)	0.541	0.541	0.000	0.000	0.000	0.000	0.000	
3S38.8AA/4400	M-1		committed	committed; .19 ac unbuildable (riparian	0.871	0.871	0.190	0.000	0.000	0.000	0.000	
3S38.8AA/4500	M-1		committed	committed; trucks; riparian	0.647	0.647	0.001	0.000	0.000	0.000	0.000	
3S38.5AD/101	M-1		committed	committed (industrial use)	0.288	0.288	0.000	0.000	0.000	0.000	0.000	
3S38.8AD/1000	M-1		partial/redevelop	redevelopable	0.719	0.000	0.000	0.000	0.000	0.000	0.719	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.5CD/7500	M-1		unbuildable	final buildable acres < 0.5	0.071	0.000	0.000	0.000	0.000	0.000	0.071	
3S38.5CD/7100	M-1		unbuildable	final buildable acres < 0.5	0.149	0.000	0.000	0.000	0.000	0.000	0.149	
3S38.5CD/9000	M-1		unbuildable	undevelopable (railroad)	0.115	0.115	0.000	0.000	0.000	0.000	0.000	
3S38.5CD/9100	M-1		unbuildable	undevelopable (railroad)	0.068	0.068	0.000	0.000	0.000	0.000	0.000	
3S38.5CD/6100	M-1		unbuildable	undevelopable (railroad)	0.186	0.186	0.000	0.000	0.000	0.000	0.000	
2S38.31CD/1101	M-1		unbuildable	redevelopable; .215 ac unbuildable (riparian area); final buildable acres < 0.5	0.522	0.000	0.215	0.000	0.000	0.000	0.307	
3S38.8AD/1001	M-1		unbuildable	redevelopable; final buildable acres < 0.5	0.265	0.000	0.000	0.000	0.000	0.000	0.265	
3S38.9BC/1500	M-1		unbuildable	only redev. w/ adj. prop.	0.050	0.050	0.000	0.000	0.000	0.000	0.000	
3S38.9CB/100	M-1		unbuildable	undevelopable	0.124	0.124	0.000	0.000	0.000	0.000	0.000	
3S38.4BC/1100	M-1		unbuildable	unbuildable (riparian area, other); final buildable acres < 0.5	0.371	0.000	0.335	0.000	0.000	0.000	0.036	
3S38.4BD/2500	M-1		unbuildable	undevelopable (vacant/small)	0.136	0.136	0.000	0.000	0.000	0.000	0.000	
3S38.5AA/2200	M-1		unbuildable	unbuildable (riparian area, other)	0.084	0.084	0.000	0.000	0.000	0.000	0.000	
3S38.8AD/400	M-1		vacant		0.598	0.000	0.000	0.000	0.000	0.000	0.598	
3S38.16AD/400	M-2		committed	committed	1.279	1.279	0.000	0.000	0.000	0.000	0.000	1.280
3S38.16/691	M-2		partial/redevelop	proposed industrial-business park; riparian and landscaping - 25% unbuildable	2.949	0.000	0.737	0.000	0.000	0.000	2.212	2.938
3S38.16/500	M-2		partial/redevelop	proposed industrial-business park; riparian and landscaping - 25% unbuildable	48.962	0.000	12.241	0.000	0.000	0.000	36.721	25.331
3S38.16/600	M-2		partial/redevelop	proposed industrial-business park; riparian and landscaping - 25% unbuildable	14.352	0.000	3.588	0.000	0.000	0.000	10.764	1.431
3S38.16/690	M-2		partial/redevelop	proposed industrial-business park; riparian and landscaping - 25% unbuildable	15.515	0.000	3.879	0.000	0.000	0.000	11.636	15.416
3S38.16/501	M-2		partial/redevelop	redev. 3 ac; 1.310 ac unbuildable (riparian area); proposed industrial-business park; riparian and l	4.715	1.715	1.310	0.000	0.000	0.000	1.690	4.702
3S38.16AD/101	M-2		partial/redevelop	redev. 100%; .07 ac unbuildable (riparian area)	5.170	0.000	0.070	0.000	0.000	0.000	5.100	3.752
3S38.16AD/600	M-2		partial/redevelop	redev. 100%; .231 ac unbuildable (riparian area)	0.149	0.000	0.231	0.000	0.000	0.000	0.000	0.406
3S38.16AD/200	M-2		unbuildable	Riparian/other	1.938	1.938	0.205	0.000	0.000	0.000	0.000	1.938

3S38.16AD/600	M-2		unbuildable	redev. 100%; .231 ac unbuildable (riparian area); final buildable acres < 0.5	0.258	0.000	0.231	0.000	0.000	0.000	0.027	0.406
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**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.16AD/102	M-2		unbuildable	redev. 100%; .006 ac unbuildable (riparian area); final buildable acres < 0.5	0.405	0.000	0.006	0.000	0.000	0.000	0.399	0.769
3S38.16AD/101	M-2		unbuildable	redev. 100%; .07 ac unbuildable (riparian area); final buildable acres < 0.5	0.196	0.000	0.070	0.000	0.000	0.000	0.126	3.752
3S38.16AD/102	M-2		unbuildable	redev 100%; .006 ac unbuildable (riparian area); final buildable acres < 0.5	0.366	0.000	0.006	0.000	0.000	0.000	0.360	0.769
3S38.16AD/500	M-2		unbuildable	riparian, other	1.036	1.036	0.074	0.000	0.000	0.000	0.000	1.511
3S38.16AD/500	M-2		unbuildable	riparian, other	0.506	0.506	0.227	0.000	0.000	0.000	0.000	1.511
3S38.15/900	M-2		unbuildable	committed; riparian	1.983	1.983	0.232	0.000	0.000	0.000	0.000	1.982
3S38.16AD/100	M-2		vacant	12.97 ac. undeveloped w/ 1.389 ac unbuildable (rip	12.257	0.000	1.389	0.000	0.000	0.000	10.868	4.199
3S38.17/1801	R-1		committed	Committed	1.385	1.385	0.000	0.000	0.000	0.000	0.000	
3S38.17BA/100	R-1		committed	committed	2.612	2.612	0.000	0.000	0.000	0.000	0.000	
3S38.17/1600	R-1		partial/redevelop	1 acre committed (rest is vacant); .570 acres undevelopable (power line)	5.729	1.570	0.000	0.000	0.000	0.000	4.159	
3S38.17/1800	R-1		partial/redevelop	17.44 acres (1 acre committed); riparian; 2.719 acres undevelopable (powerline/riparian)	18.106	1.000	0.000	0.000	0.000	2.719	14.387	
3S38.17BA/600	R-1		partial/redevelop	4.76 acres (.5 acre committed, wetlands); existing house; .053 ac unbuildable (riparian area)	4.845	0.500	0.053	0.000	0.000	0.000	4.292	
3S38.6BA/1290	R-1		partial/redevelop	25% committed	1.221	0.305	0.000	0.000	0.000	0.000	0.916	
3S38.17AA/600	R-1		partial/redevelop	4.77 acres vacant, .48 ac committed; .017 ac unbuildable (riparian area)	5.249	0.480	0.017	0.000	0.000	0.000	4.752	0.135
3S38.17AA/500	R-1		partial/redevelop	5 acres vacant, .48 committed; .947 ac unbuildable (riparian area)	5.378	0.480	0.947	0.000	0.000	0.000	3.951	1.256
3S38.17AA/301	R-1		partial/redevelop	.5 acres committed	1.635	0.500	0.000	0.000	0.000	0.000	1.135	
3S38.17AA/501	R-1		partial/redevelop	100% redevelopable; .484 ac unbuildable (riparian area)	1.179	0.000	0.484	0.000	0.000	0.000	0.695	0.621
3S38.17AA/400	R-1		partial/redevelop	vacant w/ 1.5 acres committed; .543	1.867	1.500	0.000	0.000	0.000	0.543	0.000	0.158

				acres undevelopable (power line and riparian								
3S38.17/2100	R-1	HD	partial/redevelop	39.83 acres (3.5 acres committed); riparian; pond; .770 ac unbuildable (riparian area)	39.255	3.500	0.770	0.526	0.000	0.000	34.459	
3S38.6/300	R-1		unbuildable	city park; riparian	3.118	3.118	0.183	0.000	0.000	0.000	0.000	
3S38.6BA/1000	R-1		unbuildable	committed	0.072	0.072	0.000	0.000	0.000	0.000	0.000	
3S38.6BA/800	R-1		unbuildable	committed	0.251	0.251	0.000	0.000	0.000	0.000	0.000	
3S38.6BA/900	R-1		unbuildable	committed	0.330	0.330	0.000	0.000	0.000	0.000	0.000	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
2S38.31DD/100	R-1		unbuildable	ODOT owned/landlocked	0.262	0.262	0.000	0.000	0.000	0.000	0.000	
2S38.32CC/100	R-1		unbuildable	riparian; ODOT owned/landlocked	13.527	13.527	5.054	0.000	0.000	0.000	0.000	8.887
3S38.17AA/503	R-1		unbuildable	riparian, other	1.304	1.304	0.058	0.000	0.000	0.000	0.000	0.381
3S38.17BA/700	R-1		vacant	.035 ac unbuildable (riparian area)	2.440	0.000	0.035	0.000	0.000	0.000	2.405	
3S38.17BD/602	R-1		vacant		0.279	0.000	0.000	0.000	0.000	0.000	0.279	
3S38.17BD/600	R-1		vacant		5.945	0.000	0.000	0.000	0.000	0.000	5.945	
3S38.6/300	R-1		vacant	.475 ac unbuildable (riparian area)	3.665	0.000	0.475	0.000	0.000	0.000	3.190	
3S38.6B/1102	R-1		vacant		1.318	0.000	0.000	0.000	0.000	0.000	1.318	
3S38.6B/1101	R-1		vacant		1.582	0.000	0.000	0.000	0.000	0.000	1.582	
3S38.6BA/1102	R-1		vacant		0.636	0.000	0.000	0.000	0.000	0.000	0.636	
2S38.32CD/301	R-1		vacant		1.166	0.000	0.000	0.000	0.000	0.000	1.166	0.814
2S38.32CD/304	R-1		vacant		0.329	0.000	0.000	0.000	0.000	0.000	0.329	0.248
3S38.17AC/9800	R-1		vacant		0.264	0.000	0.000	0.000	0.000	0.000	0.264	
3S38.17AC/5100	R-1		vacant		0.409	0.000	0.000	0.000	0.000	0.000	0.409	0.041
3S38.17DB/103	R-1		vacant	.318 ac unbuildable (riparian area)	0.750	0.000	0.318	0.000	0.000	0.000	0.432	0.007
3S38.17AA/200	R-1		vacant		7.917	0.000	0.000	0.000	0.000	0.000	7.917	0.003
3S38.17AA/300	R-1		vacant		1.922	0.000	0.000	0.000	0.000	0.000	1.922	
3S38.17AA/502	R-1		vacant	.427 acres undevelopable (power line/riparian)	3.030	0.000	0.000	0.000	0.000	0.427	2.603	4.248
3S38.17/1900	R-1	HD	vacant	riparian; pond; 2.82 acres unbuildable (roadway and riparian area)	38.925	0.000	0.000	7.828	0.000	2.820	28.277	
3S38.17/2000	R-1	HD	vacant	2.95 ac unbuildable (riparian area); >3000'	37.354	0.000	2.950	0.000	1.331	0.000	33.073	
3S38.6AB/5600	R-2		committed	committed (future park land)	3.228	3.228	0.000	0.000	0.000	0.000	0.000	
3S38.6AB/3301	R-2		committed	committed; riparian	0.374	0.374	0.138	0.000	0.000	0.000	0.000	
3S38.6AA/6400	R-2		committed	committed	0.189	0.189	0.000	0.000	0.000	0.000	0.000	
3S38.5BC/7400	R-2		committed	committed (City owned-snow storage)	0.489	0.489	0.000	0.000	0.000	0.000	0.000	
3S38.5BB/3500	R-2		committed	committed	0.290	0.290	0.000	0.000	0.000	0.000	0.000	
3S38.6AA/9301	R-2		committed	committed	0.125	0.125	0.000	0.000	0.000	0.000	0.000	

2S38.32CC/1000	R-2		Committed	Committed	0.117	0.117	0.000	0.000	0.000	0.000	0.000	
3S38.8DD/1314	R-2		committed	committed	0.202	0.202	0.000	0.000	0.000	0.000	0.000	
3S38.8DD/1800	R-2		committed	committed (Nazarene Church w/ devel ball field on east half); developed (no designation)	6.008	6.008	0.000	0.000	0.000	0.000	0.000	4.970
3S38.8AA/4501	R-2		committed	committed; trucks	0.255	0.255	0.000	0.000	0.000	0.000	0.000	
3S38.8AA/2801	R-2		committed	committed	0.097	0.097	0.000	0.000	0.000	0.000	0.000	
3S38.9CD/501	R-2		committed	committed	2.221	2.221	0.000	0.000	0.000	0.000	0.000	
3S38.9CD/600	R-2		committed	committed	0.512	0.512	0.000	0.000	0.000	0.000	0.000	0.088
3S38.9BB/757	R-2		committed	committed	0.172	0.172	0.000	0.000	0.000	0.000	0.000	
3S38.9BB/754	R-2		committed	committed	0.170	0.170	0.000	0.000	0.000	0.000	0.000	
3S38.9BB/785	R-2		committed	committed	0.175	0.175	0.000	0.000	0.000	0.000	0.000	
3S38.9BA/2100	R-2		committed	committed	0.200	0.200	0.000	0.000	0.000	0.000	0.000	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un- buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood- plain acres
3S38.5AD/603	R-2		committed	committed (future road)	0.470	0.000	0.000	0.000	0.000	0.000	0.470	
3S38.5AB/1601	R-2		committed	committed	0.276	0.276	0.000	0.000	0.000	0.000	0.000	
3S38.7DD/4009	R-2		partial/redevelop	6.5 acres vacant (rest is undevelopable); pond	4.527	0.000	0.000	0.960	0.000	0.000	3.567	
3S38.7DD/4000	R-2		partial/redevelop	redevelopable (small out buildings)	0.497	0.000	0.000	0.000	0.000	0.000	0.497	
3S38.8CC/3400	R-2		partial/redevelop	50% vacant	3.062	1.531	0.000	0.000	0.000	0.000	1.531	
3S38.6DA/6000	R-2		partial/redevelop	redevelopable	0.188	0.000	0.000	0.000	0.000	0.000	0.188	
3S38.6AD/4800	R-2		partial/redevelop	redevelopable	0.203	0.000	0.000	0.000	0.000	0.000	0.203	
3S38.6DA/400	R-2		partial/redevelop	redevelopable; existing house	0.241	0.000	0.000	0.000	0.000	0.000	0.241	
3S38.6BA/1600	R-2		partial/redevelop	25% committed	2.587	0.647	0.000	0.000	0.000	0.000	1.940	
3S38.6AB/5400	R-2		partial/redevelop	redevelopable	0.307	0.000	0.000	0.000	0.000	0.000	0.307	
3S38.6AB/5300	R-2		partial/redevelop	redevelopable	0.717	0.000	0.000	0.000	0.000	0.000	0.717	
2S38.31DC/3900	R-2		partial/redevelop	redevelopable	0.539	0.000	0.000	0.000	0.000	0.000	0.539	
3S38.6AA/1100	R-2		partial/redevelop	redevelopable	0.183	0.000	0.000	0.000	0.000	0.000	0.183	
2S38.31DD/3500	R-2		partial/redevelop	redevelopable	0.488	0.000	0.000	0.000	0.000	0.000	0.488	
2S38.31DD/500	R-2		partial/redevelop	50% vacant; east half is vacant; riparian; .186 ac unbuildable (riparian area)	0.700	0.350	0.186	0.000	0.000	0.000	0.164	
3S38.6AA/1101	R-2		partial/redevelop	redevelopable	0.186	0.000	0.000	0.000	0.000	0.000	0.186	
3S38.5BD/15500	R-2		partial/redevelop	redevelopable	0.151	0.000	0.000	0.000	0.000	0.000	0.151	
3S38.6AA/3200	R-2		partial/redevelop	50% vacant	0.328	0.164	0.000	0.000	0.000	0.000	0.164	
3S38.5BA/1900	R-2		partial/redevelop	50% vacant	1.480	0.740	0.000	0.000	0.000	0.000	0.740	
3S38.8AA/3300	R-2		partial/redevelop	1.84 acres (.91 vacant); eastern half	1.888	0.978	0.000	0.000	0.000	0.000	0.910	
3S38.9BC/500	R-2		partial/redevelop	redevelopable	2.390	0.000	0.000	0.000	0.000	0.000	2.390	
3S38.8AB/5100	R-2		partial/redevelop	redevelopable	0.201	0.000	0.000	0.000	0.000	0.000	0.201	
3S38.5DB/800	R-2		partial/redevelop	redevelopable	0.412	0.000	0.000	0.000	0.000	0.000	0.412	
3S38.4BC/300	R-2		partial/redevelop	4.75 acres (1 acre committed)	4.935	1.000	0.000	0.000	0.000	0.000	3.935	
3S38.5AB/3800	R-2		partial/redevelop	50% vacant	0.823	0.411	0.000	0.000	0.000	0.000	0.412	
3S38.5AB/3701	R-2		partial/redevelop	2/3 vacant (steel garage built only)	0.463	0.153	0.000	0.000	0.000	0.000	0.310	
3S38.4BB/400	R-2		partial/redevelop	1.65 acres (1 acre vacant)	1.379	0.379	0.000	0.000	0.000	0.000	1.000	
3S38.18/500	R-2		unbuildable	undevelopable (creek); riparian	0.028	0.028	0.026	0.000	0.000	0.000	0.000	0.026
3S38.18/400	R-2		unbuildable	undevelopable (creek); riparian	0.805	0.805	0.184	0.000	0.000	0.000	0.000	0.259
3S38.7DD/6000	R-2		unbuildable	riparian	0.519	0.519	0.010	0.000	0.000	0.000	0.000	0.055
3S38.7DD/6300	R-2		unbuildable	committed	0.070	0.070	0.000	0.000	0.000	0.000	0.000	
3S38.7DD/6200	R-2		unbuildable	committed	0.220	0.220	0.000	0.000	0.000	0.000	0.000	
3S38.7BA/1201	R-2		unbuildable	undevelopable (too steep & no access); riparian	0.084	0.084	0.071	0.000	0.000	0.000	0.000	0.076



3S38.6DC/5512	R-2		unbuildable	undevelopable (too steep & narrow)	0.071	0.071	0.000	0.000	0.000	0.000	0.000	
3S38.6DC/7600	R-2		unbuildable	undevelopable (too steep & no access)	0.247	0.247	0.000	0.000	0.000	0.000	0.000	
3S38.6AD/4502	R-2		unbuildable	committed	0.165	0.165	0.000	0.000	0.000	0.000	0.000	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.6BA/1800	R-2		unbuildable	unbuildable (steep slopes)	1.314	1.314	0.000	0.000	0.000	0.000	0.000	
3S38.6AB/1400	R-2		unbuildable	Riparian areas, other	0.150	0.150	0.020	0.000	0.000	0.000	0.000	
2S38.31CC/100	R-2		unbuildable	undevelopable (GR river); riparian	0.369	0.369	0.368	0.000	0.000	0.000	0.000	0.017
2S38.31CD/100	R-2		unbuildable	undevelopable (GR river); Riparian/other	0.826	0.826	0.829	0.000	0.000	0.000	0.000	
2S38.31CD/101	R-2		unbuildable	unbuildable (river)	0.941	0.941	0.681	0.000	0.000	0.000	0.000	
2S38.31CD/102	R-2		unbuildable	unbuildable (river)	1.271	1.271	0.747	0.000	0.000	0.000	0.000	
2S38.31DD/400	R-2		unbuildable	undevelopable (GR river); riparian	0.512	0.512	0.514	0.000	0.000	0.000	0.000	
2S38.31DD/600	R-2		unbuildable	ODOT owned/river; riparian	1.267	1.267	0.461	0.000	0.000	0.000	0.000	
2S38.32CC/702	R-2		unbuildable	unbuildable (size/shape)	0.165	0.165	0.000	0.000	0.000	0.000	0.000	
2S38.32CC/701	R-2		unbuildable	unbuildable (shape)	0.462	0.462	0.000	0.000	0.000	0.000	0.000	
2S38.32CD/802	R-2		unbuildable	undevelopable (small/setback conflict)	0.224	0.224	0.000	0.000	0.000	0.000	0.000	
3S38.17AA/502	R-2		unbuildable	100' power easement; 1.194 acres undevelopable (power line/riparian)	1.714	1.714	0.000	0.000	0.000	1.194	0.000	4.248
3S38.17AA/400	R-2		unbuildable	100' power easement; riparian; .551 acres undevelopable (power line)	1.076	1.076	0.000	0.000	0.000	0.551	0.000	0.158
3S38.5DB/1003	R-2		unbuildable	committed	0.110	0.110	0.000	0.000	0.000	0.000	0.000	
3S38.5AB/900	R-2		unbuildable	unbuildable (shape)	0.333	0.333	0.000	0.000	0.000	0.000	0.000	
3S38.5AD/414	R-2		unbuildable	undevelopable (can't meet setbacks)	0.164	0.164	0.000	0.000	0.000	0.000	0.000	
3S38.7DC/3002	R-2		vacant	.042 ac unbuildable (riparian area)	0.104	0.000	0.042	0.000	0.000	0.000	0.062	0.041
3S38.7DC/3000	R-2		vacant		0.115	0.000	0.000	0.000	0.000	0.000	0.115	
3S38.7DC/100	R-2		vacant		0.242	0.000	0.000	0.000	0.000	0.000	0.242	
3S38.7DD/5700	R-2		vacant	.114 ac unbuildable (riparian area)	0.339	0.000	0.114	0.000	0.000	0.000	0.225	0.097
3S38.7DA/1801	R-2		vacant		0.127	0.000	0.000	0.000	0.000	0.000	0.127	
3S38.7AD/5100	R-2		vacant	vacant (existing structure outbuilding); northeastern quadrant	1.005	0.000	0.000	0.000	0.000	0.000	1.005	
3S38.7BA/1202	R-2		vacant		1.382	0.000	0.000	0.000	0.000	0.000	1.382	
3S38.7AB/2700	R-2		vacant	.039 ac unbuildable (riparian area)	0.374	0.000	0.039	0.000	0.000	0.000	0.335	0.053
3S38.7AB/2901	R-2		vacant	.063 ac unbuildable (riparian area)	0.227	0.000	0.063	0.000	0.000	0.000	0.164	0.055
3S38.7AB/2701	R-2		vacant		0.030	0.000	0.000	0.000	0.000	0.000	0.030	
3S38.7AB/2600	R-2		vacant		0.234	0.000	0.000	0.000	0.000	0.000	0.234	
3S38.6DC/7700	R-2		vacant		0.113	0.000	0.000	0.000	0.000	0.000	0.113	
3S38.8CC/3501	R-2		vacant		0.198	0.000	0.000	0.000	0.000	0.000	0.198	
3S38.8CC/3000	R-2		vacant		2.004	0.000	0.000	0.000	0.000	0.000	2.004	
3S38.7AD/6000	R-2		vacant		0.229	0.000	0.000	0.000	0.000	0.000	0.229	

3S38.7AD/5801	R-2		vacant		0.080	0.000	0.000	0.000	0.000	0.000	0.080	
3S38.8CC/2600	R-2		vacant	.087 ac unbuildable (riparian area)	8.065	0.000	0.087	0.000	0.000	0.000	7.978	
3S38.8CD/1604	R-2		vacant	.115 ac unbuildable (riparian area)	0.213	0.000	0.115	0.000	0.000	0.000	0.098	
3S38.8CD/1600	R-2		vacant	.145 ac unbuildable (riparian area)	0.220	0.000	0.145	0.000	0.000	0.000	0.075	
3S38.8/202	R-2		vacant	.657 ac unbuildable (riparian area)	4.066	0.000	0.657	0.000	0.000	0.000	3.409	
3S38.6DC/5502	R-2		vacant		0.152	0.000	0.000	0.000	0.000	0.000	0.152	

### Table I.3 Inventory of Vacant Parcels by Zoning Districts

[illegible]

3S38.5CA/7900	R-2		vacant		0.163	0.000	0.000	0.000	0.000	0.000	0.163	
3S38.5BC/7501	R-2		vacant		0.139	0.000	0.000	0.000	0.000	0.000	0.139	
3S38.5BC/7600	R-2		vacant		0.137	0.000	0.000	0.000	0.000	0.000	0.137	
3S38.5CA/7800	R-2		vacant		0.255	0.000	0.000	0.000	0.000	0.000	0.255	
3S38.5CA/1201	R-2		vacant		0.147	0.000	0.000	0.000	0.000	0.000	0.147	
3S38.5CA/1200	R-2		vacant		0.074	0.000	0.000	0.000	0.000	0.000	0.074	
3S38.5BD/12600	R-2		vacant		0.154	0.000	0.000	0.000	0.000	0.000	0.154	
3S38.5BB/1700	R-2		vacant		0.215	0.000	0.000	0.000	0.000	0.000	0.215	
3S38.6AD/200	R-2		vacant		0.126	0.000	0.000	0.000	0.000	0.000	0.126	
3S38.5BB/2300	R-2		vacant		0.266	0.000	0.000	0.000	0.000	0.000	0.266	
3S38.5BC/1101	R-2		vacant		0.115	0.000	0.000	0.000	0.000	0.000	0.115	
3S38.5BC/1200	R-2		vacant		0.138	0.000	0.000	0.000	0.000	0.000	0.138	

### Table I.3 Inventory of Vacant Parcels by Zoning Districts

[illegible]

3S38.17AB/3900	R-2		vacant		0.196	0.000	0.000	0.000	0.000	0.000	0.196	0.069
3S38.17AB/4100	R-2		vacant		0.206	0.000	0.000	0.000	0.000	0.000	0.206	
3S38.17AB/4200	R-2		vacant		0.204	0.000	0.000	0.000	0.000	0.000	0.204	0.083
3S38.17AB/9100	R-2		vacant		0.202	0.000	0.000	0.000	0.000	0.000	0.202	
3S38.17AB/11000	R-2		vacant	.189 ac unbuildable (riparian area)	0.208	0.000	0.189	0.000	0.000	0.000	0.019	0.046
3S38.17AB/10200	R-2		vacant		0.201	0.000	0.000	0.000	0.000	0.000	0.201	
3S38.17AB/10300	R-2		vacant		0.203	0.000	0.000	0.000	0.000	0.000	0.203	
3S38.17AB/9300	R-2		vacant		0.206	0.000	0.000	0.000	0.000	0.000	0.206	0.011
3S38.17AB/10100	R-2		vacant		0.201	0.000	0.000	0.000	0.000	0.000	0.201	
3S38.17AB/11100	R-2		vacant	.171 ac unbuildable (riparian area)	0.201	0.000	0.171	0.000	0.000	0.000	0.030	0.009
3S38.17AB/10400	R-2		vacant		0.199	0.000	0.000	0.000	0.000	0.000	0.199	
3S38.17AB/10500	R-2		vacant	.014 ac unbuildable (riparian area)	0.202	0.000	0.014	0.000	0.000	0.000	0.188	
3S38.17AB/10000	R-2		vacant		0.204	0.000	0.000	0.000	0.000	0.000	0.204	
3S38.17AB/9400	R-2		vacant		0.204	0.000	0.000	0.000	0.000	0.000	0.204	0.088
3S38.17AB/9500	R-2		vacant		0.210	0.000	0.000	0.000	0.000	0.000	0.210	0.141
3S38.17AB/10600	R-2		vacant	.165 ac unbuildable (riparian area)	0.189	0.000	0.165	0.000	0.000	0.000	0.024	0.001
3S38.17AB/10900	R-2		vacant	.039 ac unbuildable (riparian area)	0.187	0.000	0.039	0.000	0.000	0.000	0.148	0.169
3S38.17AB/10800	R-2		vacant		0.217	0.000	0.000	0.000	0.000	0.000	0.217	0.046

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.17AB/10700	R-2		vacant	.103 ac unbuildable (riparian area)	0.221	0.000	0.103	0.000	0.000	0.000	0.118	0.133
3S38.17AB/9900	R-2		vacant	.034 ac unbuildable (riparian area)	0.190	0.000	0.034	0.000	0.000	0.000	0.156	
3S38.17AB/9600	R-2		vacant		0.192	0.000	0.000	0.000	0.000	0.000	0.192	0.042
3S38.17AB/9700	R-2		vacant	.177 ac unbuildable (riparian area)	0.217	0.000	0.177	0.000	0.000	0.000	0.040	
3S38.17AB/9800	R-2		vacant	.213 ac unbuildable (riparian area)	0.216	0.000	0.213	0.000	0.000	0.000	0.003	0.004
3S38.8DD/1200	R-2		vacant		2.826	0.000	0.000	0.000	0.000	0.000	2.826	1.193
3S38.8DD/1801	R-2		vacant		0.266	0.000	0.000	0.000	0.000	0.000	0.266	0.263
3S38.8DD/1802	R-2		vacant		0.313	0.000	0.000	0.000	0.000	0.000	0.313	0.307
3S38.8DD/700	R-2		vacant	.174 ac unbuildable (riparian area)	0.996	0.000	0.174	0.000	0.000	0.000	0.822	0.996
3S38.8AB/5406	R-2		vacant	.118 ac unbuildable (riparian area)	0.167	0.000	0.118	0.000	0.000	0.000	0.049	
3S38.8AA/3601	R-2		vacant		0.482	0.000	0.000	0.000	0.000	0.000	0.482	
3S38.8AA/3503	R-2		vacant		0.348	0.000	0.000	0.000	0.000	0.000	0.348	
3S38.8AA/3000	R-2		vacant		0.613	0.000	0.000	0.000	0.000	0.000	0.613	
3S38.8AA/3001	R-2		vacant		0.608	0.000	0.000	0.000	0.000	0.000	0.608	
3S38.9/1500	R-2		vacant	.160 ac unbuildable (riparian area)	22.662	0.000	0.160	0.000	0.000	0.000	22.502	0.054
3S38.9/1600	R-2		vacant	3.771 ac unbuildable (riparian area)	30.540	0.000	3.771	0.000	0.000	0.000	26.769	
3S38.9/1500	R-2		vacant	.16 ac unbuildable (riparian area)	15.378	0.000	0.160	0.000	0.000	0.000	15.218	0.054

3S38.9BC/300	R-2		vacant		0.289	0.000	0.000	0.000	0.000	0.000	0.289	
3S38.9BB/726	R-2		vacant		0.183	0.000	0.000	0.000	0.000	0.000	0.183	
3S38.9BC/605	R-2		vacant		0.258	0.000	0.000	0.000	0.000	0.000	0.258	
3S38.9BC/602	R-2		vacant		0.148	0.000	0.000	0.000	0.000	0.000	0.148	
3S38.9BD/3500	R-2		vacant	1.174 ac unbuildable (riparian area)	4.951	0.000	1.174	0.000	0.000	0.000	3.777	
3S38.9BD/3400	R-2		vacant	.380 ac unbuildable (riparian area)	4.915	0.000	0.380	0.000	0.000	0.000	4.535	
3S38.9BA/9501	R-2		vacant	.148 ac unbuildable (riparian area)	0.392	0.000	0.148	0.000	0.000	0.000	0.244	
3S38.9BB/759	R-2		vacant		0.175	0.000	0.000	0.000	0.000	0.000	0.175	
3S38.9BB/758	R-2		vacant		0.173	0.000	0.000	0.000	0.000	0.000	0.173	
3S38.9BB/752	R-2		vacant		0.172	0.000	0.000	0.000	0.000	0.000	0.172	
3S38.9BB/753	R-2		vacant		0.169	0.000	0.000	0.000	0.000	0.000	0.169	
3S38.9BB/762	R-2		vacant		0.181	0.000	0.000	0.000	0.000	0.000	0.181	
3S38.9BB/760	R-2		vacant		0.176	0.000	0.000	0.000	0.000	0.000	0.176	
3S38.9BB/761	R-2		vacant		0.182	0.000	0.000	0.000	0.000	0.000	0.182	
3S38.9BB/751	R-2		vacant		0.173	0.000	0.000	0.000	0.000	0.000	0.173	
3S38.9BB/764	R-2		vacant		0.172	0.000	0.000	0.000	0.000	0.000	0.172	
3S38.9BB/763	R-2		vacant		0.170	0.000	0.000	0.000	0.000	0.000	0.170	
3S38.9BB/765	R-2		vacant		0.179	0.000	0.000	0.000	0.000	0.000	0.179	
3S38.9BD/100	R-2		vacant		8.844	0.000	0.000	0.000	0.000	0.000	8.844	
3S38.9BA/4300	R-2		vacant		0.151	0.000	0.000	0.000	0.000	0.000	0.151	
3S38.9BA/11700	R-2		vacant		7.009	0.000	0.000	0.000	0.000	0.000	7.009	
3S38.9AC/4200	R-2		vacant	.238 ac unbuildable (riparian area)	3.642	0.000	0.238	0.000	0.000	0.000	3.404	
3S38.9AC/8400	R-2		vacant	2.084 ac unbuildable (riparian area)	27.564	0.000	2.084	0.000	0.000	0.000	25.480	
3S38.9AC/4200	R-2		vacant	.238 ac unbuildable (riparian area)	2.856	0.000	0.238	0.000	0.000	0.000	2.618	

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.9AB/800	R-2		vacant		5.573	0.000	0.000	0.000	0.000	0.000	5.573	
3S38.9BA/3900	R-2		vacant		3.518	0.000	0.000	0.000	0.000	0.000	3.518	
3S38.5AC/6002	R-2		vacant		0.247	0.000	0.000	0.000	0.000	0.000	0.247	
3S38.5AC/6000	R-2		vacant		0.355	0.000	0.000	0.000	0.000	0.000	0.355	
3S38.5AD/800	R-2		vacant		0.998	0.000	0.000	0.000	0.000	0.000	0.998	
3S38.4BC/1500	R-2		vacant	.147 ac unbuildable (riparian area)	1.074	0.000	0.147	0.000	0.000	0.000	0.927	
3S38.4BC/1200	R-2		vacant	.14 ac unbuildable (riparian area)	1.158	0.000	0.140	0.000	0.000	0.000	1.018	
3S38.5AB/3703	R-2		vacant		0.121	0.000	0.000	0.000	0.000	0.000	0.121	
3S38.5AB/4300	R-2		vacant		0.576	0.000	0.000	0.000	0.000	0.000	0.576	
3S38.5AC/100	R-2		vacant		0.213	0.000	0.000	0.000	0.000	0.000	0.213	
3S38.5AB/4400	R-2		vacant		0.418	0.000	0.000	0.000	0.000	0.000	0.418	

3S38.4DC/200	R-3		committed	committed; subdividing	7.592	7.592	0.000	0.000	0.000	0.000	0.000	
3S38.8DB/1200	R-3		committed	west 1.6 ac committed (rest developed)	1.800	1.590	0.000	0.000	0.000	0.000	0.210	
3S38.6DB/3700	R-3		partial/redevelop	redevelopable	0.189	0.000	0.000	0.000	0.000	0.000	0.189	
3S38.8DA/3100	R-3		partial/redevelop	redevelopable; drive-in; 1.356 ac unbuildable (riparian area)	6.264	0.000	1.356	0.000	0.000	0.000	4.908	6.264
3S38.8DA/1000	R-3		partial/redevelop	.36 ac committed (dev. limited by creek); .526 ac unbuildable (riparian area)	1.017	0.360	0.526	0.000	0.000	0.000	0.131	0.872
3S38.8DA/2601	R-3		partial/redevelop	redevelopable; .121 ac unbuildable (riparian area)	0.470	0.000	0.121	0.000	0.000	0.000	0.349	0.391
3S38.8DC/900	R-3		unbuildable	100' power easement; power lines (only 55' width outside of easement)	2.410	2.410	0.000	0.000	0.000	0.000	0.000	
3S38.8AD/3203	R-3		unbuildable	undevelopable (vacant)	0.100	0.100	0.000	0.000	0.000	0.000	0.000	0.100
3S38.6DB/2602	R-3		vacant		0.301	0.000	0.000	0.000	0.000	0.000	0.301	
3S38.8DB/1404	R-3		vacant		3.063	0.000	0.000	0.000	0.000	0.000	3.063	
3S38.8DB/1406	R-3		vacant		0.288	0.000	0.000	0.000	0.000	0.000	0.288	
3S38.8DB/1405	R-3		vacant		0.280	0.000	0.000	0.000	0.000	0.000	0.280	
3S38.8DA/2900	R-3		vacant	vacant (w/barn-redevelopable)	3.441	0.000	0.000	0.000	0.000	0.000	3.441	2.482
3S38.8DA/2400	R-3		vacant	.01 ac unbuildable (riparian area)	1.461	0.000	0.010	0.000	0.000	0.000	1.451	1.291
3S38.8DD/501	R-3		vacant	.19 ac unbuildable (riparian area)	0.630	0.000	0.190	0.000	0.000	0.000	0.440	0.095
3S38.8DD/500	R-3		vacant	.976 ac unbuildable (riparian area)	3.250	0.000	0.976	0.000	0.000	0.000	2.274	1.232
3S38.8DD/300	R-3		vacant		0.230	0.000	0.000	0.000	0.000	0.000	0.230	0.140
3S38.8DD/100	R-3		vacant	1.259 ac unbuildable (riparian area)	2.764	0.000	1.259	0.000	0.000	0.000	1.505	2.766
3S38.8AC/2700	R-3		vacant		0.361	0.000	0.000	0.000	0.000	0.000	0.361	0.362
3S38.8DB/501	R-3		vacant		0.669	0.000	0.000	0.000	0.000	0.000	0.669	
3S38.8DB/1000	R-3		vacant		0.837	0.000	0.000	0.000	0.000	0.000	0.837	
3S38.8DB/1100	R-3		vacant		0.621	0.000	0.000	0.000	0.000	0.000	0.621	
3S38.8AC/9000	R-3		vacant		0.204	0.000	0.000	0.000	0.000	0.000	0.204	
3S38.8DA/2701	R-3		vacant	.332 ac unbuildable (riparian area)	1.285	0.000	0.332	0.000	0.000	0.000	0.953	0.701

**Table I.3 Inventory of Vacant Parcels by Zoning Districts**

Parcel	Zone 1	Zone 2	TBAC Final Classification	Notes	Total Acres	Un-buildable Acres	Riparian Acres	Pond Acres	Greater than 3,000' acres	Other/ Combined Constraints	Final gross buildable acres	100 year flood-plain acres
3S38.8DA/2702	R-3		vacant	.047 ac unbuildable (riparian area)	0.076	0.000	0.047	0.000	0.000	0.000	0.029	0.064
3S38.8DA/2402	R-3		vacant	.315 ac unbuildable (riparian area)	1.462	0.000	0.315	0.000	0.000	0.000	1.147	1.313
3S38.8DA/1802	R-3		vacant		0.294	0.000	0.000	0.000	0.000	0.000	0.294	0.065
3S38.4DC/400	R-3		vacant		4.922	0.000	0.000	0.000	0.000	0.000	4.922	
3S38.4DC/100	R-3		vacant	subdividing	0.460	0.000	0.000	0.000	0.000	0.000	0.460	
3S38.4DC/300	R-3		vacant		5.020	0.000	0.000	0.000	0.000	0.000	5.020	
3S38.7DA/5600	R-P		partial/redevelop	50% vacant; western half; riparian	1.288	0.644	0.040	0.000	0.000	0.000	0.604	

3S38.6DD/7600	R-P		vacant		0.232	0.000	0.000	0.000	0.000	0.000	0.232	
3S38.17CA/201	RR-1		partial/redevelop	6.92 acre lot (1 acre committed)	6.600	1.000	0.000	0.000	0.000	0.000	5.600	
3S38.17BD/800	RR-1		partial/redevelop	50% committed; pond	4.214	2.107	0.000	0.008	0.000	0.000	2.099	
3S38.16/900	RR-1		partial/redevelop	6.28 acres vacant (rest is committed); 1.398 ac unbuildable (riparian area)	12.482	6.202	1.398	0.000	0.000	0.000	4.882	
3S38.18/400	RR-1		vacant	.851 acres undevelopable (power line and riparian)	2.557	0.000	0.000	0.000	0.000	0.851	1.706	0.259
3S38.17/1700	RR-1		vacant	riparian; pond; >3000'; 1.339 acres undev (power line/riparian)	36.453	0.000	0.000	0.262	14.582	1.339	20.270	
3S38.17CA/202	RR-1		vacant	>3000'	1.165	0.000	0.000	0.000	0.469	0.000	0.696	
<b>TOTALS</b>					<b>856.70</b>	<b>170.04</b>	<b>65.27</b>	<b>10.22</b>	<b>63.14</b>	<b>13.90</b>	<b>575.68</b>	<b>141.10</b>

Source: The Benkendorf Associates Corp., 2001 from data provided by the City of La Grande (December 2000) and updated by the City of La Grande (March and May 2001).





Table I.4 below shows a summary of the data in Table I.3 by zoning district. As described previously, all commercially-zoned land with a final gross buildable land figure of less than 0.25 acres and all industrially-zoned land with a final gross buildable land figure of less than 0.5 acres have been classified as unbuildable. Since these sites are classified as unbuildable, the buildable acreage is treated as zero. In Table I.4 below, only sites classified as “vacant” and “partially vacant/redevelopable” contribute to the buildable acreage total.

**Table I.4 Summary of Vacant Parcels within UGB by Zoning District**

Primary Zone	Total			Vacant			Partially Vacant/Redevelopable			Committed		Unbuildable	
	Parcels	Total Acres	Buildable Acres	Parcels	Total Acres	Buildable Acres	Parcels	Total Acres	Buildable Acres	Parcels	Total Acres	Parcels	Total Acres
CB	2	0.34	0.00	0	0.00	0.00	0	0.00	0.00	0	0.00	2	0.34
GC	52	87.47	47.61	17	40.69	38.92	6	12.39	8.69	9	24.00	20	10.40
IC	7	3.62	0.98	1	0.98	0.98	0	0.00	0.00	0	0.00	6	2.64
M-1	20	6.27	1.32	1	0.60	0.60	1	0.72	0.72	6	2.81	12	2.14
M-2	17	112.04	78.99	1	12.26	10.87	7	91.81	68.12	1	1.28	8	6.69
HD	34	64.34	11.28	14	27.65	7.61	1	4.73	3.68	1	0.12	18	31.84
R-1	36	215.26	160.49	17	107.93	91.75	10	84.46	68.75	2	4.00	7	18.86
R-2	224	250.62	200.47	155	193.06	179.09	25	28.88	21.38	19	15.57	25	13.11
R-3	30	51.76	34.37	22	31.92	28.79	4	7.94	5.58	2	9.39	2	2.51
R-P	2	1.52	0.84	1	0.23	0.23	1	1.29	0.60	0	0.00	0	0.00
RR-1	6	63.47	35.25	3	40.18	22.67	3	23.30	12.58	0	0.00	0	0.00
<b>Totals</b>	<b>430</b>	<b>856.70</b>	<b>571.59</b>	<b>232</b>	<b>455.50</b>	<b>381.50</b>	<b>58</b>	<b>255.51</b>	<b>190.09</b>	<b>40</b>	<b>57.16</b>	<b>100</b>	<b>88.53</b>

Source: The Benkendorf Associates Corp., 2001.

Note: figures may not add due to rounding.

Table I.5 below shows the inventory for total parcels, vacant parcels and gross buildable land within the La Grande UGB.

**Table I.5 Inventory of Vacant and Developed Land in the City of La Grande UGB**

Zone		Total Parcels			Vacant Parcels				
		Total Acres	Total Parcels	Total Acres in Parcels	Acres	Parcels	Unbuild-able Acreage	Buildable Acreage	Buildable Parcels
<b>Non-Residential</b>									
Commercial									
General Commercial	GC	390.6	537	324.5	87.5	52	39.9	47.6	23
Central Business	CB	35.0	113	19.4	0.3	2	0.3	0.0	0
Interchange Commercial	IC	29.5	35	26.8	3.6	7	2.6	1.0	1
<b>Total Commercial</b>		<b>455.0</b>	<b>685</b>	<b>370.7</b>	<b>91.4</b>	<b>61</b>	<b>42.8</b>	<b>48.6</b>	<b>24</b>
Industrial									
Light Industrial	M-1	191.8	106	69.0	6.3	20	5.0	1.3	2
Heavy Industrial	M-2	210.6	29	211.9	112.0	17	33.0	79.0	8
<b>Total Industrial</b>		<b>402.4</b>	<b>135</b>	<b>281.0</b>	<b>118.3</b>	<b>37</b>	<b>38.0</b>	<b>80.3</b>	<b>10</b>
<b>Total Non-Residential</b>		<b>857.4</b>	<b>820</b>	<b>651.7</b>	<b>209.7</b>	<b>98</b>	<b>80.8</b>	<b>128.9</b>	<b>34</b>
<b>Residential</b>									
Hillside Development Residential	HD	160.7	115	150.6	64.3	34	53.1	11.3	15
Rural Residential	RR-1	90.3	15	99.9	63.5	6	28.2	35.3	6
Low Density Residential	R-1	316.8	173	324.1	215.3	36	54.8	160.5	27
Medium Density Residential	R-2	1,322.4	3,173	1,159.4	250.6	224	50.2	200.5	180
High Density Residential	R-3	302.7	548	239.9	51.8	30	17.4	34.4	26
Residential-Professional	R-P	64.9	155	53.1	1.5	2	0.7	0.8	2
<b>Total Residential</b>		<b>2,257.9</b>	<b>4,179</b>	<b>2,026.9</b>	<b>647.0</b>	<b>332</b>	<b>204.3</b>	<b>442.7</b>	<b>256</b>
<b>TOTAL</b>		<b>3,115.3</b>	<b>4,999</b>	<b>2,678.6</b>	<b>856.7</b>	<b>430</b>	<b>285.1</b>	<b>571.6</b>	<b>290</b>

Source: The Benkendorf Associates Corp., 2001.

Note: figures may not add due to rounding.

#### B. Net buildable acres by zoning district

Net buildable vacant acres are calculated by subtracting land needed for future public facilities from gross buildable vacant acres. For the purpose of this analysis, land needed for future facilities is defined as 25% of all non-public vacant land.

The calculations for subtracting 25% from gross buildable acres to convert to net buildable acres are shown in Table I.6 below.

**Table I.6 Inventory of Net Buildable Land by Zoning District**

<b>Zone</b>		<b>Buildable Parcels</b>	<b>Gross Buildable Acreage</b>	<b>Net Buildable Acreage</b>
<b>Non-Residential</b>				
<b>Commercial</b>				
General Commercial	GC	23	47.6	35.7
Central Business	CB	0	0.0	0.0
Interchange Commercial	IC	1	1.0	0.7
<b>Total Commercial</b>		<b>24</b>	<b>48.6</b>	<b>36.4</b>
<b>Industrial</b>				
Light Industrial	M-1	2	1.3	1.0
Heavy Industrial	M-2	8	79.0	59.2
<b>Total Industrial</b>		<b>10</b>	<b>80.3</b>	<b>60.2</b>
<b>Total Non-Residential</b>		<b>34</b>	<b>128.9</b>	<b>96.7</b>
<b>Residential</b>				
Hillside Development Residential	HD	15	11.3	8.5
Rural Residential	RR-1	6	35.3	26.4
Low Density Residential	R-1	27	160.5	120.4
Medium Density Residential	R-2	180	200.5	150.3
High Density Residential	R-3	26	34.4	25.8
Residential-Professional	R-P	2	0.8	0.6
<b>Total Residential</b>		<b>256</b>	<b>442.7</b>	<b>332.0</b>
<b>TOTAL</b>		<b>290</b>	<b>571.6</b>	<b>428.7</b>

Source: The Benkendorf Associates Corp., 2001.

Note: figures may not add due to rounding

As shown in Table 1-6 above, there are 96.7 acres of net buildable non-residential land and 332.0 acres of net buildable residential land for a total of 428.7 acres of net buildable land on 290 parcels within the UGB of the City of La Grande.

## II. Actual Density and Mix of Housing

### A. Residential mix - City of La Grande

Table II.1 below shows the housing units built and demolished in La Grande from 1990 to 2000.

**Table II.1**  
**Total Number of Housing Units, 1990 – 2000**

Type of Housing	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	Total 1990-2000
Single-family	6	4	16	20	28	14	20	19	13	10	16	166
Multi-family	4	2	2	4	14	0	35	27	2	2	0	92
Manufactured homes (1)	6	17	23	20	24	27	50	44	33	28	18	290
Less demolition	3	2	2	1	4	2	0	2	7	4	6	33
<b>Total</b>	<b>13</b>	<b>21</b>	<b>39</b>	<b>43</b>	<b>62</b>	<b>39</b>	<b>105</b>	<b>88</b>	<b>41</b>	<b>36</b>	<b>28</b>	<b>515</b>

Notes: (1) includes manufactured homes in parks and manufactured homes on single-family lots. The total number of mobile homes within the City as of June 30, 2000 is 340. The total number of residents living in group facilities as of June 30, 2000 is 680.

Table II.2 indicates the number and percentage of housing units by type for the housing stock in the City of La Grande as a whole. Single-family units include manufactured homes on individual lots and single-family attached units.

As shown in Table II.2, there are an estimated total of 5,427 housing units in the La Grande City limits as of December 1999.

**Table II.2 Residential Housing Types in the City of La Grande**

	1990 Housing Mix <sup>(2)</sup>	1990 Housing Mix %	New Housing (from 1990- 2000) <sup>(3)</sup>	New Housing %	Current Housing Mix (2000) <sup>(4)</sup>	Current Housing Mix %
Single-family (detached and attached) <sup>(1)</sup>	3,165	64.4%	400	77.7%	3,565	65.7%
Multi-family	1,387	28.2%	81	15.7%	1,468	27.0%
Manufactured homes	306	6.2%	34	6.6%	340	6.3%
Other	54	1.1%	0	0.0%	54	1.0%
<b>Total</b>	<b>4,912</b>	<b>100.0%</b>	<b>515</b>	<b>100.0%</b>	<b>5,427</b>	<b>100.0%</b>

Notes: Manufactured home totals are for those in parks.

(1) City of La Grande does not distinguish between single-family detached and single-family attached in its data;

(2) 1990 U.S. Census

(3) Data tabulated by the City of La Grande as shown in Table II.1. Includes 35 demolitions from 1990 to 2000 (assumes 11 each for manufactured home, single-family and multi-family units; also assumes that 245 manufactured home units shown in Table II.1 are on single-family lots and counted as single-family units in this table).

(4) Sum of 1990 U.S. Census data and (3) above.

As shown in Table II.2, single-family units represent a greater share of the development that has occurred in the last ten years in La Grande compared to the 1990 overall housing type mix. In 1990 single-family housing represented 64.4 percent of the housing mix, with multi-family units and manufactured homes representing 28.2 percent and 6.2 percent, respectively. Of the housing built from 1990 to 2000, however, 77.7 percent were single-family homes (including manufactured homes built on single-family lots), while multi-family units and manufactured homes represented 15.7 percent and 6.6 percent of the new housing mix, respectively. In 2000, single-family units

represent 65.7 percent of the total housing mix, with multi-family units and manufactured homes at 27.0 percent and 6.3 percent, respectively.

B. Residential density - City of La Grande

In order to determine the existing residential density in the City of La Grande, an inventory of all parcels in the Assessor's parcel database (provided by the City of La Grande and cross-referenced to the City of La Grande parcel database) that met the following criteria was made:

1. In the City of La Grande UGB and in a City of La Grande residential zone: R-1, R-2, R-3, R-P, RR-1, or HD Zone;
2. Listed as in residential use (SFD, SFA-1, MFA, or MHP) in the Assessor's parcel database, and not listed in the vacant parcel list (see Table I.3); and
3. Improved value listed as greater than zero in the Assessor's parcel database.

Residential units in zones other than those listed above were not considered for the purposes of this calculation. This is because the calculation is intended to provide direction for determining projected development densities in City of La Grande residential zones in the next 20 years. Residential density (in dwelling units per acre) was calculated using the following methodology:

- Average density: total dwelling units divided by total acreage;
- Median density: the median of the individual densities (dwelling units on the lot divided by lot size) for each developed lot, weighted by dwelling units;
- Average density totals: average density: total dwelling units divided by total acreage;
- Median density totals for each housing type: average of median densities for each component, weighted by dwelling units.

The *median density* figures shown in Table II.3 and II.4 below are a much more accurate representation of overall development density in La Grande than the *average density* figures. This is because the average density figures can be unduly swayed by extremely large or small lots. For example, in Table II.3, the average density of the 121 developed lots zoned R-1 is distorted by 14 lots larger than 1 acre (2.66, 2.46, 2.49, 2.38, 2.73, 2.86, 1.23, 1.02, 1.17, 2.07, 4.25, 1.95, 2.36, and 1.70 acres). These existing large lots do not provide an accurate picture of what lot sizes current R-1 zoning provides for. The R-1 Zone (Low Density Residential) is intended to implement the Comprehensive Plan designation of a low density residential land use of a density between 4 and 6 dwelling units per acre. The median density of 5.7 units per acre for existing lots reflects this more accurately.

As another example, the R-2 Zone is intended to develop at densities of 5 to 10 dwelling units per acre. The average density of existing development is well below this (at 4.05 units per acre. This is again due to a number of existing large lots that would not be allowed under current zoning.

**Table II.3 Existing Residential Development Density  
City of La Grande Residential Zones**

	<b>Total Acreage</b>	<b>Developed Lots</b>	<b>Dwelling Units (DU)</b>	<b>Average Density (DU/acre)</b>	<b>Median Density (DU/acre)</b>
<b>Single-Family Detached (SFD)</b>					
R-1 Zone	67.7	121	121	1.79	3.7
R-2 Zone	579.0	2,501	2,501	4.32	5.6
R-3 Zone	89.6	430	430	4.80	6.6
R-P Zone	16.7	94	94	5.61	6.7
RR-1 Zone	5.1	6	6	1.18	1.1
HD Zone	32.0	52	52	1.62	2.9
<b>Total single-family detached</b>	<b>790.2</b>	<b>3,204</b>	<b>3,204</b>	<b>4.05</b>	<b>5.7</b>
<b>Single-Family Attached (SFA-1)</b>					
R-2 Zone	27.5	126	252	9.16	11.0
R-3 Zone	2.9	19	38	12.90	13.9
R-P Zone	0.8	6	12	14.23	18.2
<b>Total single-family attached</b>	<b>31.3</b>	<b>151</b>	<b>302</b>	<b>9.65</b>	<b>11.7</b>
<b>Multi-Family (MFA)</b>					
R-2, R-3 and R-P zones	26.3	27	385	14.64	12.9
<b>Manufactured Home Park (MHP)</b>					
R-2 and R-3 zones	43.8	8	385	8.79	9.0
<b>TOTAL</b>	<b>891.6</b>	<b>3,390</b>	<b>4,276</b>	<b>4.80</b>	<b>6.0</b>

Source: The Benkendorf Associates Corp., 2001 from Assessor's parcel database provided by the City of La Grande.

As shown in Table II.3 above, the median density of existing single-family detached units in La Grande is 5.7 dwelling units per acre. Single-family attached units have a median density of 11.7 dwelling units per acre. Multi-family units have a median density of 12.9 dwelling units per acre and manufactured homes in parks have a median density of 9.0 dwelling units per acre. The overall median density in La Grande for all dwelling units in residential zones is 6.0 dwelling units per acre (weighted average of the median densities of single-family, multi-family, and manufactured home park units).

Table II.4 below shows residential development densities for recent development (1990-2000). This data was compiled for all single-family residential (detached or attached) parcels for which the "building year" field in the Assessor's parcel database was listed as 1990 or later. There were not sufficient multi-family units or manufactured home parks listed in the Assessor's parcel database as built in 1990 or later in residential zones to provide recent density figures for these units.

**Table II.4 Residential Development Density  
for Recent (1990-2000) Development  
City of La Grande Residential Zones**

	<b>Total Acreage</b>	<b>Developed Lots</b>	<b>Dwelling Units (DU)</b>	<b>Average Density (DU/acre)</b>	<b>Median Density (DU/acre)</b>
<b>Single-family (SFD)</b>					
R-1 Zone	9.8	25	25	2.56	4.6
R-2 Zone	50.1	195	195	3.90	5.1
R-3 Zone	1.3	6	6	4.70	4.5
R-P Zone	0.6	2	2	3.47	3.9
RR-1 Zone	1.0	1	1	1.04	1.0
HD Zone	4.1	6	6	1.45	1.8
<b>Total</b>	<b>66.8</b>	<b>235</b>	<b>235</b>	<b>3.52</b>	<b>4.9</b>
<b>Single-family attached (SFA-1)</b>					
R-2 Zone	1.3	6	12	9.58	10.0

Source: The Benkendorf Associates Corp., 2001 from Assessor's parcel database provided by the City of La Grande.

As shown in Table II.4 above, densities for single family detached and attached development for the last ten years are slightly below the densities for all existing development shown in Table II.3.

The objective of this section is to determine the amount of residential land needed in the City of La Grande for each needed housing type for the next 20 years.

The following analysis uses a methodology suggested by *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* produced by the Transportation and Growth Management Program (TGM). The steps used in this methodology have been followed to the greatest extent possible, given the data available for the City of La Grande. Since the City of La Grande is a small City, much of the data which is available for larger urban areas, such as Public Use Microdata Samples (PUMS) from the 1990 U.S. Census and detailed historical data from 1970 and 1980 U.S. Census is not available. Consequently, not all of the suggested analysis steps in the Workbook have been conducted.

A. New housing units needed in the next 20 years.

1. Existing population and historical growth

The Center for Population Research and Census is located in the School of Urban and Public Affairs at Portland State University. Its primary responsibility is to produce the official population estimates for Oregon's counties and incorporated cities. The most recent population estimates were released on December 13, 2000, for counties and cities in Oregon as of July 1, 2000, (these figures have been subsequently revised upwards for the City of La Grande and Union County by 460 people). As shown in Table III.1, PSU estimated the City of La Grande's population at 13,015, or 52.1 percent of the total Union County population of 24,960. As shown in Table III.1 below, the City estimates the population of the La Grande UGB at 14,015, or 56.1 percent of the total Union County population (based on an Urban Area population outside of City limits of 1,000).

U.S. Census figures for 2000 were released near the end of this study. They are not being used in this study because the City has evidence of an undercount and will be working



through the Census Count Question Resolution (CQR) process to correct the problem. Block-level data will not be available until some time between June and September of 2001 for the City to review and find undercounts. The process could take several months to resolve after that.

The 2000 Census showed a population of 12,327 in La Grande and 24,530 in Union County as of April, 2000, (compared to 13,015 and 24,960, respectively, shown in Table III.1 below).

## 2. Population projections

The following section summarizes population projections that have been made for La Grande and Union County. The Office of Economic Analysis (OEA) of the Oregon Department of Administrative Services is the main forecasting body for the State of Oregon. The latest Long Term Employment and Population Forecasts were released in January 1997. The forecast shows a Union County population projection of 26,971 in 2020.

Population estimates and projections for 1990, 2000, and 2020 are shown in Table III.1 below.

**Table III.1 Population Estimates and Projections 1990-2020**

	<b>1990<sup>(1)</sup></b>	<b>2000<sup>(2)</sup></b>	<b>2020<sup>(3)</sup></b>
Union County	23,598	24,960	26,971
La Grande UGB	-	14,015	-
City of La Grande	11,763	13,015	-

Notes: <sup>(1)</sup> 1990 U.S. Census for City and County

<sup>(2)</sup> State-certified population estimate - PSU (for July, 2000); and City of La Grande estimate for UGB

<sup>(3)</sup> 1997 Oregon Office of Economic Analysis (OEA) projection

Sources: 1990 U.S. Census  
Center for Population Research and Census, Portland State University  
Oregon Office of Economic Analysis (OEA)  
City of La Grande

The growth rates implied by these estimates and projections are shown below. Table III.2 below shows the annual average growth rate (AAGR) for the population estimates and projections for Union County and the City of La Grande.

**Table III.2 Annual Average Growth Rate (AAGR)  
for Population Estimates and Projections 1990-2020**

	<b>1990 Census – 2000 PSU Estimate</b>	<b>2000 PSU Estimate – 2020 OEA Projection</b>
Union County	0.56%	0.39%
La Grande UGB	-	-
City of La Grande	1.02%	-

As shown in Table III.2, the annual average growth rate (AAGR) implied by the PSU population estimate for Union County in 2000 and the OEA forecast for 2020 is 0.39 percent. PSU estimates show an AAGR of 0.56 percent for Union County and 1.02 percent for the incorporated area of La Grande from 1990 to 2000.

### 3. Scenarios

The projection information from the above analysis is integrated into Table III.3 below. Two population projections are presented.

Scenario A is based on the official population estimates and projections from PSU and OEA. The population projection for the La Grande Urban Area is based on maintaining the same percentage of the total County population within the UGB as is estimated for 2000. Because of the findings of the 2000 U.S. Census, which showed that La Grande grew at an annual rate of only 0.49 percent during the 1990s, it appears that Scenario A is a closer indication of recent growth. While the City intends to plan for growth in accordance with the findings of Scenario A, the City intends to implement Scenario B in the future upon completion of further research, analysis and coordination with DLCD and OEA.

Scenario B is based on a higher growth rate for Union County and La Grande that will be proposed to the State of Oregon by Union County and the City of La Grande. This scenario assumes a 1 percent AAGR for Union County for the next 20 years and maintaining the same percentage of the total county population within the UGB as is estimated for 2000.

Scenario B is further justified by planned growth at Eastern Oregon University. Enrollment is projected to increase to 4,250 in twenty (20) years from the current enrollment of 2,000. While 83 percent of students currently reside on campus, this percentage is expected to decline as enrollment increases, since sufficient housing facilities will not be available. A total of fifty (50) faculty members, administrative and operational support staff are expected to be added in Phase I of the expansion, with another fifty (50) faculty members and administrative staff in Phase II.

This planned growth at Eastern Oregon University would have not only direct impacts to La Grande, but also would potentially generate indirect impacts because of spin-off ventures in the private sector that would be supported. These include research and development and bio-technology ventures that could take advantage of the trained workforce and university research efforts. Because of the private sector growth that it supports, growth at Eastern Oregon University can be assumed to generate additional employment and household growth beyond its direct impacts.

As shown in Figures III.3a and III.3b below, the growth rate for the La Grande urban area for 2000-2020 is 0.39 percent in Scenario A and 1.00 percent in Scenario B. Scenario A projects

a population growth of 1,129 for the La Grande Urban Area, while Scenario B projects a population growth of 3,086 for the 2000-2020 period.

**Table III.3a Scenario A - Population Projection 2000-2020**

	<b>Current Population (July, 2000)<sup>(1)</sup></b>	<b>Projected Population (2020) - OEA<sup>(2)</sup></b>	<b>Projected Growth 2000-2020</b>	<b>% Increase</b>	<b>Annual Average Growth Rate (AAGR)</b>
Union County	24,960	26,971	2,011	8.1%	0.39%
La Grande UGB	14,015	15,144	1,129	8.1%	0.39%

Notes:

<sup>(1)</sup> 2000 La Grande UGB population based on PSU estimated for the incorporated area + a population of 1,000 estimated by the City of La Grande as within the Urban Area and outside of City limits.

<sup>(2)</sup> 2020 Projected UGB population based on 56.15% share of total County population.

**Table III.3b Scenario B - Population Projection 2000-2020**

	<b>Current Population (July, 2000)<sup>(1)</sup></b>	<b>Projected Population (2020) - OEA<sup>(2)</sup></b>	<b>Projected Growth 2000-2020</b>	<b>% Increase</b>	<b>Annual Average Growth Rate (AAGR)</b>
Union County	24,960	30,456	5,496	22.0%	1.00%
La Grande UGB	14,015	17,101	3,086	22.0%	1.00%

Notes:

<sup>(1)</sup> 2000 La Grande UGB population based on PSU estimated for the incorporated area + a population of 1,000 estimated by the City of La Grande as within the Urban Area and outside of City limits.

<sup>(2)</sup> 2020 Projected UGB population based on 56.15% share of total County population.

#### 4. Household Projection

The average household size for new households in La Grande in the next 20 years has been estimated at 2.20 persons/household, based on an existing Citywide figure of 2.25 used by PSU. In general, average household size across the state is decreasing gradually and is projected to continue. In 1990, the persons per household figure in La Grande was 2.41 (based on 11,763 total population minus 582 people in group quarters, and then divided by 4,640 households).

The total number of new households in 2020 was projected by dividing the new projected population in 2020 by the projected average household size for new households. Table III.4 shows the results of this analysis for Scenarios A and B.

**Table III.4 Scenarios A and B - New Household Projection 2000-2020**

	<b>Projected New Population (2020)</b>	<b>Projected Household Size for New Population</b>	<b>Projected New Households (2020)</b>
La Grande UGB - Scenario A	1,129	2.20	513
La Grande UGB - Scenario B	3,086	2.20	1,403

Notes: Non-household population (person in group quarters) factored in by household size figure. There were an estimated 582 persons in group quarters in the City of La Grande in 1990 (U.S. Census)

As shown in Table III-4, there are 513 new households projected in Scenario A and 1,403 new households projected in Scenario B in the La Grande Urban Area in 2020. The projected total number of new housing units needed in the community in the next 20 years is equivalent to the projected number of new households.

**B. National, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type and mix.**

This section is intended to determine how the projected number of new households will be distributed among different housing structure types in 20 years. In order to make this determination, it is necessary to analyze factors that will likely influence housing choice in the future (e.g., the decision to buy a single-family home as opposed to renting an apartment, the need for housing a seasonal labor force, second homes in recreation areas).

Major state and national housing and demographic trends, which may influence the housing types that will be needed in the next 20 years, are summarized below. This information about national and state housing trends is a summary of information in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*.

- Households are becoming smaller. More households are being formed by “empty nesters,” young singles, and couples than by the “traditional family”.
- Declining household sizes suggest (with other things, especially income, being equal) a shift toward smaller-sized housing.
- Age of the head of the household is increasing. Aging of the baby boomers is the primary cause of this factor.
- Greater household age generally indicates a greater propensity toward home ownership. However, home ownership rates decline in the 65 and older age group. Older households also have a tendency to “trade down” to smaller housing types as their children leave the household.
- Household incomes are generally increasing though they have not kept pace with housing prices or rents. Demand for more affordable housing types (e.g., manufactured homes, apartments, townhouses, and small-lot single-family houses) will increase as housing costs continue to outstrip income growth.

In conclusion, smaller households, older households and higher housing costs are expanding markets for “alternative housing”. Housing types which will see greater demand include smaller-lot single-family developments, manufactured housing, and duplexes.

At the same time, local trends in La Grande and Union County contradict some of the national trends. There is a strong demand for traditional large lots with aesthetic amenities. La Grande’s quality of life and surrounding scenic beauty contributes to this need. Household size in La Grande is slightly lower than the Statewide average and has been decreasing gradually.

**C. Local demographic characteristics of the population and, if possible, household trends that relate to demand for different types of housing.**

Some of the best indicators of housing needs are household incomes by household size and age of head of household. Ideally, an analysis would examine these statistics cross-tabulated against each other. However, cross-tabulation of this data can only be obtained from Public Use Microdata Samples (PUMS) from the 1990 Census for larger metropolitan areas. The smallest geographic level for which PUMS data is available is 100,000 people. The PUMS area that includes the City of La Grande contains all of the following counties: Gilliam, Wheeler, Morrow, Umatilla, Union, Wallowa, and Baker. This information is not useful for conducting a housing analysis for the City of La Grande. Therefore, non-cross-tabulated data is examined separately in order to determine the connection of this demographic information to housing need.

Unfortunately, 2000 Census numbers are not yet available and tabulations in the 1970 Census and 1980 Census for household income, household size, and age of householder are unavailable or unavailable in the same format as the 1990 Census. For example, household size and household income breakdowns are unavailable for places with less than 50,000 in population. Therefore, a trend analysis of these variables is impossible. The general trend analysis presented in Part B is a substitute for a more detailed trend analysis.

Table III.5 below provides a summary of household income, age of the head of household, household size, and tenure for the City of La Grande in 1990. This information is examined in more detail in subsequent tables.

**Table III.5 City of La Grande  
Household Income, Size, Age of Head of Household, and Tenure, 1990**

	<b>Number</b>	<b>% Share</b>
<b>Household Income</b>		
<\$10,000 ( Very Low)	1,148	24.7%
\$10-14,999 (Low )	548	11.8%
\$15-24,999 (Mid)	913	19.7%
\$25-34,999 (High-Mid)	742	16.0%
\$35-49,999 (High)	739	15.9%
>\$50,000 (Very High)	550	11.9%
<b>Total</b>	<b>4,640</b>	<b>100.0%</b>
Median Income	\$21,318	-
<b>Household Size</b>		
1	1,332	28.7%
2	1,674	36.1%
3	610	13.1%
4	595	12.8%
5+	429	9.2%
<b>Total</b>	<b>4,640</b>	<b>100.0%</b>
<b>Age of Head of Household</b>		
15-24	580	12.5%
25-34	855	18.4%
35-44	1,072	23.1%
45-54	520	11.2%
55-64	505	10.9%
65+	1,108	23.9%
<b>Total</b>	<b>4,640</b>	<b>100.0%</b>
<b>Renter Households</b>	2,141	46.1%
<b>Owner Households</b>	2,492	53.7%

Source: 1990 U.S. Census, STF3A Database.

Note: Small discrepancies in the number of households are due to sampling in the Census tabulation.

Table III.6 below illustrates housing types broken down by tenure (whether the housing is renter- or owner-occupied).

**Table III.6 City of La Grande Structure Type by Tenure, 1990**

<b>Structure Type</b>	<b>Renter-Occupied</b>	<b>% Renter-Occupied</b>	<b>Owner-Occupied</b>	<b>% Owner-Occupied</b>	<b>Vacant</b>	<b>% Vacant</b>	<b>Total</b>
Single-family detached	689	22.9%	2,218	73.8%	98	3.3%	3,005
Single-family attached	131	81.9%	21	13.1%	8	5.0%	160
Multi-family (2+ units)	1,190	85.8%	42	3.0%	155	11.2%	1,387
Manufactured homes	111	36.3%	182	59.5%	13	4.2%	306
Other	20	37.0%	29	53.7%	5	9.3%	54
<b>Total</b>	<b>2,141</b>	<b>43.6%</b>	<b>2,492</b>	<b>50.7%</b>	<b>279</b>	<b>5.7%</b>	<b>4,912</b>

Source: 1990 U.S. Census, STF3A Database.

As shown in Table 3-6, in 1990 there were 4,912 housing units in the City of La Grande. Of these, 4,633 were occupied and 279 were vacant - a vacancy rate of 5.7 percent. Of the occupied housing units, 2,141 were renter-occupied (46.2 percent of occupied units and 43.6 percent of all units) and 2,492 were owner-occupied (53.8 percent of occupied units and 50.7 percent of all units).

Single-family detached housing units had the highest percentage of owner-occupancy. Single-family attached units were overwhelmingly occupied by renters. Apartments units had a large vacancy rate - 11.2 percent - with almost all of the occupied units naturally occupied by renters. Manufactured homes were owner-occupied at almost a 60 percent rate, suggesting that these units are a popular alternative to ownership of single-family homes.

Table III.7 below examines housing tenure by the age classification of the head of the household.

**Table III.7 City of La Grande Age of Household Head by Tenure, 1990**

<b>Age of Head of Household</b>	<b>Renter-Occupied</b>	<b>% Renter-Occupied</b>	<b>Owner-Occupied</b>	<b>% Owner-Occupied</b>	<b>Total</b>
Under 25	602	97.3%	17	2.7%	619
25-34	592	71.1%	241	28.9%	833
35-44	388	38.5%	620	61.5%	1,008
45-54	164	33.7%	323	66.3%	487
55-64	115	23.1%	383	76.9%	498
65+	280	23.6%	908	76.4%	1,188
<b>Total</b>	<b>2,141</b>	<b>46.2%</b>	<b>2,492</b>	<b>53.8%</b>	<b>4,633</b>

Source: 1990 U.S. Census, STF3A Database.

As shown in Table III.7, propensity for home ownership in La Grande is the least among younger households and increases steadily with age.

Among the youngest householder age group (15-24 years), over 97 percent of households were renters in 1990, as compared to 46 percent of all households in La Grande. Householders aged 25-34 also had large rental rates, with over 71% such households renting their housing. Householders aged 35-44 and 45-54 were more representative of the population as a whole. For older householders aged 55-64, however, almost 77 percent owned their own home. This rate

was almost identical for households with the head above the age of 65. Table III.8 below shows how income correlates with the age of the householder.

**Table III.8 City of La Grande Age of Household Head by Income, 1990**

Age of Head of Household	<\$10,000 (Very Low)	\$10,000-14,999 (Low)	\$15,000-24,999 (Mid)	\$25,000-34,999 (High-Mid)	\$35,000-49,000 (High)	\$50,000+ (Very High)	Total
Under 25	64.3%	11.0%	18.1%	4.1%	0.3%	2.1%	100.0 %
25-34	20.8%	15.6%	20.6%	19.2%	16.8%	7.0%	100.0 %
35-44	9.1%	9.1%	17.0%	20.5%	25.0%	19.2%	100.0 %
45-54	14.8%	5.0%	11.9%	15.8%	24.0%	28.5%	100.0 %
55-64	16.4%	4.2%	14.3%	24.0%	23.8%	17.4%	100.0 %
65+	30.6%	18.6%	28.5%	11.8%	7.2%	3.2%	100.0 %
<b>Total</b>	<b>24.7%</b>	<b>11.8%</b>	<b>19.7%</b>	<b>16.0%</b>	<b>15.9%</b>	<b>11.9%</b>	<b>100.0 %</b>

Source: 1990 U.S. Census, STF3A Database.

The median household income in 1990 for La Grande was \$21,318 (see Table III.5). Income ranges have therefore been divided into the categories shown in Table III.8.

As shown in Table III.8, 36.5 percent of all households were in the Very Low and Low income groups, 35.7 percent were in the Mid and High-Mid income groups, and 27.8 percent were in the High and Very High income groups.

Younger households where the age of the head of the household (householder) was in the under 25 age group had lower incomes than the population as a whole and many more households in the Very Low income group. Households where the householder was in the 35 to 44 and 45 to 54 age group had much lower percentages in the Very Low income group and had 44.2 percent and 52.5 percent rates, respectively, of households in the High and Very High income groups.

Households with the householder beyond retirement age (65+ years) had low income levels, with almost half of these households in the Very Low and Low income categories. However, it should be remembered that, relative to housing need, these households tend to be "cash poor and equity rich," meaning that they have high home-ownership rates (76 percent, see Table III.7) and have frequently paid off their mortgages. Therefore, the reduced income that these post-retirement households have does not necessarily translate into housing affordability problems.

Table III.9 below illustrates housing affordability among income groups. Note that due to the way the Census tabulates these figures, the income groups shown do not exactly correspond to the income groups in Table III.6.



**Table III.9 City of La Grande Housing Affordability by Income Group, 1990**

<b>Income Group</b>	<b>Renter with Housing Cost Burden</b>	<b>Owner with Housing Cost Burden</b>
<\$10,000 ( very low)	84.80%	67.84%
\$10-19,999 (low )	34.64%	18.08%
\$20-34,999 (mid)	3.23%	6.42%
\$35-49,999 (high)	0.00%	1.44%
>\$50,000 (very high)	0.00%	0.00%
<b>Total</b>	<b>44.26%</b>	<b>13.87%</b>

Source: 1990 U.S. Census, STF3A Database.

A 'housing cost burden' is defined by the U.S. Department of Housing and Urban Development (HUD) as a household which pays more than 30 percent of its gross income for housing, including utilities. As shown in Table III.9, 44 percent of all renter households and 14 percent of all owner households had a housing cost burden in 1990. However, housing cost burdens were concentrated almost exclusively among the lower income groups in La Grande. Of households with an income at less than \$10,000 per year, 85 percent of those renting and 68 percent of those owning their home had a housing cost burden. Among the households with an income of between \$10,000 and \$19,999, 35 percent of renters and 18 percent of owners had a housing cost burden. Of the households with incomes greater than \$20,000 there are no significant cost burdens experienced - except for 3 percent of renter-occupied households and 6 percent of owner-occupied households with incomes of \$20,000 to \$34,999 and 1 percent of owner-occupied households with incomes of \$35,000 to \$49,999.

- D. Housing types that are likely to be affordable to the projected population based on household income.

The following types of housing are addressed by this study:

- Detached single-family houses
- Attached single-family houses
- Multi-family apartments
- Multi-family apartments for low-income households (government-assisted)
- Manufactured housing on single-family lots
- Manufactured housing in parks

Table III.10 below illustrates the income groups in the City of La Grande in 1990, the percentage of total households that each income group represents, and the type of housing which is financially attainable by each group. This information is derived from the analysis in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*.

**Table III.10 City of La Grande  
Households by Income Group and Type of Financially Attainable Housing**

<b>Income Group</b>	<b>Household Income Range</b>	<b>% of Total Households in 1990</b>	<b>Financially Attainable Housing</b>
Very low	<\$10,000	24.7%	Multi-family, manufactured homes in parks, subsidized housing
Low	\$10-14,999	11.8%	Attached single- and multi-family, manufactured homes in parks
Mid	\$15-24,999	19.7%	Single-family manufactured homes, attached single- and multi-family, manufactured homes in parks
High-Mid	\$25-34,999	16.0%	Single-family detached on smaller lots, attached single- and multi-family, manufactured homes in parks
High	\$35-49,999	15.9%	All housing types
Very high	>\$50,000	11.9%	All housing types

Source: 1990 U.S. Census, STF3A Database. Financially attainable housing list derived from *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, TGM program, ODOT and DLCD, p. 19.

E. Additional units needed by structure type.

Tables III.12a and III.12b below present a numerical distribution of the new projected needed housing types for each income group in the La Grande Urban Area in 2020 for Scenarios A and B. These distributions are based on Table III-10 above, estimates of current tenure by income, and projections of housing need by income group. Based on the analysis in parts B and C of this section, emphasis has been placed on a greater projected need for alternative housing types versus large-lot single-family residences in the next 20 years.

The relative distribution of income groups has been kept the same as in 1990, as shown in Tables III.8 and III.10. Homeownership/renter rates were distributed as follows:

<u>Income Group</u>	<u>Owners/Renters</u>
Very Low:	25/75%
Low:	35/65%
Mid:	55/45%
Mid-High:	65/35%
High:	75/25%
Very High:	85/15%

These percentages were allocated to the different housing types using the following formula:

**Table III.11 City of La Grande Income Category by Housing Type**

	Very low	Low	Mid	Mid-High	High	Very high
<b>Owner-occupied</b>						
Single-family detached	2%	7%	35%	61%	75%	85%
Single-family attached	3%	4%	1%	0%	0%	0%
Apartments	0%	0%	0%	0%	0%	0%
Manufactured homes	20%	24%	19%	4%	0%	0%
<b>Subtotal</b>	<b>25%</b>	<b>35%</b>	<b>55%</b>	<b>65%</b>	<b>75%</b>	<b>85%</b>
<b>Renter-occupied</b>						
Single-family detached	7%	10%	11%	13%	13%	9%
Single-family attached	4%	3%	2%	2%	1%	1%
Apartments	44%	33%	19%	12%	11%	5%
Manufactured homes	20%	19%	13%	8%	0%	0%
<b>Subtotal</b>	<b>75%</b>	<b>65%</b>	<b>45%</b>	<b>35%</b>	<b>25%</b>	<b>15%</b>
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Table III.12a Scenario A  
Projection of New Households by Income Group and Housing Need**

	Very Low		Low		Mid		Mid-High		High		Very High		TOTAL	
	%	units	%	units	%	units	%	units	%	units	%	units	%	units
<b>Owner-occupied</b>														
Single-family detached	2%	3	7%	4	35%	35	61%	50	75%	61	85%	52	74.7%	205
Single-family attached	3%	4	4%	2	1%	1	0%	0	0%	0	0%	0	2.6%	7
Apartments	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0.0%	0
Manufactured homes	20%	25	24%	15	19%	19	4%	3	0%	0	0%	0	22.7%	62
<b>Total</b>	<b>25%</b>	<b>32</b>	<b>35%</b>	<b>21</b>	<b>55%</b>	<b>56</b>	<b>65%</b>	<b>53</b>	<b>75%</b>	<b>61</b>	<b>85%</b>	<b>52</b>	<b>100%</b>	<b>275</b>
<b>Renter-occupied</b>														
Single-family detached	7%	9	10%	6	11%	11	13%	11	13%	11	9%	5	22.2%	53
Single-family attached	4%	5	3%	2	2%	2	2%	2	1%	1	1%	1	5.0%	12
Apartments	44%	56	33%	20	19%	19	12%	10	11%	9	5%	3	49.1%	117
Manufactured homes	20%	25	19%	12	13%	13	8%	7	0%	0	0%	0	23.7%	57
<b>Total</b>	<b>75%</b>	<b>95</b>	<b>65%</b>	<b>39</b>	<b>45%</b>	<b>45</b>	<b>35%</b>	<b>29</b>	<b>25%</b>	<b>20</b>	<b>15%</b>	<b>9</b>	<b>100%</b>	<b>238</b>
<b>Total</b>	<b>100%</b>	<b>127</b>	<b>100%</b>	<b>61</b>	<b>100%</b>	<b>101</b>	<b>100%</b>	<b>82</b>	<b>100%</b>	<b>82</b>	<b>100%</b>	<b>61</b>	<b>100%</b>	<b>513</b>
<b>Percentage out of Total Units</b>	<b>24.7%</b>		<b>11.8%</b>		<b>19.7%</b>		<b>16.0%</b>		<b>15.9%</b>		<b>11.9%</b>		<b>100%</b>	

**Table III.12b Scenario B**  
**Projection of New Households by Income Group and Housing Need**

	Very Low		Low		Mid		Mid-High		High		Very High		TOTAL	
Owner-occupied	%	units	%	units	%	units	%	units	%	units	%	units	%	units
Single-family detached	2%	7	7%	12	35%	97	61%	137	75%	168	85%	141	74.7%	561
Single-family attached	3%	10	4%	7	1%	3	0%	0	0%	0	0%	0	2.6%	20
Apartments	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0.0%	0
Manufactured homes	20%	69	24%	40	19%	52	4%	9	0%	0	0%	0	22.7%	171
<b>Total</b>	<b>25%</b>	<b>87</b>	<b>35%</b>	<b>58</b>	<b>55%</b>	<b>152</b>	<b>65%</b>	<b>146</b>	<b>75%</b>	<b>168</b>	<b>85%</b>	<b>141</b>	<b>100%</b>	<b>751</b>
Renter-occupied														
Single-family detached	7%	24	10%	17	11%	30	13%	29	13%	29	9%	15	22.2%	144
Single-family attached	4%	14	3%	5	2%	6	2%	4	1%	2	1%	2	5.0%	33
Apartments	44%	153	33%	55	19%	52	12%	27	11%	25	5%	8	49.1%	320
Manufactured homes	20%	69	19%	31	13%	36	8%	18	0%	0	0%	0	23.7%	155
<b>Total</b>	<b>75%</b>	<b>260</b>	<b>65%</b>	<b>108</b>	<b>45%</b>	<b>124</b>	<b>35%</b>	<b>79</b>	<b>25%</b>	<b>56</b>	<b>15%</b>	<b>25</b>	<b>100%</b>	<b>651</b>
<b>Total</b>	<b>100%</b>	<b>347</b>	<b>100%</b>	<b>166</b>	<b>100%</b>	<b>276</b>	<b>100%</b>	<b>224</b>	<b>100%</b>	<b>223</b>	<b>100%</b>	<b>166</b>	<b>100%</b>	<b>1,403</b>
<b>Percentage out of Total Units</b>	<b>24.7%</b>		<b>11.8%</b>		<b>19.7%</b>		<b>16.0%</b>		<b>15.9%</b>		<b>11.9%</b>		<b>100%</b>	

As shown in Table III.12a, in Scenario A, a total of 275 new owner-occupied units and 238 new renter-occupied units are projected to be needed by 2020 in the La Grande UGB, for a total of 513 housing units. As shown in Table III.12b, in Scenario B, a total of 751 new owner-occupied units and 651 new renter-occupied units are projected to be needed by 2020 in the La Grande UGB, for a total of 1,403 housing units. These figures, however, do not account for a structural vacancy rate for housing.

Tables III.13a and III.13b show the projected housing needs and allow for a structural vacancy rate for new units for Scenarios A and B, respectively. Vacancy rates are estimated at 3 percent for all new owner-occupied units and 6 percent for all new renter-occupied units. The projected needed housing mix is also compared to the housing mix within the City limits of La Grande as tabulated in the 1990 U.S. Census.

**Table III.13a Scenario A**  
**Projected Housing Needs by Housing Type and Tenure**

	<b>1990 Housing Mix %<sup>(1)</sup></b>	<b>Projected Need %</b>	<b>Projected Needed Units</b>	<b>Structural Vacancy Rate</b>	<b>Total Projected Needed Units</b>
<b>Owner-occupied</b>					
Single-family detached	89.0%	74.7%	205	3.0%	211
Single-family attached	0.8%	2.6%	7	3.0%	7
Multi-family	1.7%	0.0%	0	3.0%	0
Manufactured homes	7.3%	22.7%	62	3.0%	64
<b>Total</b>	<b>98.8%</b>	<b>100.0%</b>	<b>275</b>	<b>3.0%</b>	<b>283</b>
<b>% of housing mix</b>	<b>53.8%</b>	<b>-</b>	<b>53.6%</b>	<b>-</b>	<b>52.8%</b>
<b>Renter-occupied</b>					
Single-family detached	32.2%	22.2%	53	6.0%	56
Single-family attached	6.1%	5.0%	12	6.0%	13
Multi-family	55.6%	49.1%	117	6.0%	124
Manufactured homes	5.2%	23.7%	57	6.0%	60
<b>Total</b>	<b>99.1%</b>	<b>100.0%</b>	<b>238</b>	<b>6.0%</b>	<b>253</b>
<b>% of housing mix</b>	<b>46.2%</b>	<b>-</b>	<b>46.4%</b>	<b>-</b>	<b>47.2%</b>
<b>Total</b>					
Single-family detached	61.2%	50.3%	258	3.6%	267
Single-family attached	3.3%	3.7%	19	4.9%	20
Multi-family	28.2%	22.8%	117	6.0%	124
Manufactured homes	6.2%	23.2%	119	4.4%	124
<b>Total</b>	<b>98.9%</b>	<b>100.0%</b>	<b>513</b>	<b>4.4%</b>	<b>536</b>

Notes:

<sup>(1)</sup> Totals do not add to 100% because the table does not include the “other” category in U.S. Census.

**Table III.13b Scenario B**  
**Projected Housing Needs by Housing Type and Tenure**

	<b>1990 Housing Mix %<sup>(1)</sup></b>	<b>Projected Need %</b>	<b>Projected Needed Units</b>	<b>Structural Vacancy Rate</b>	<b>Total Projected Needed Units</b>
<b>Owner-occupied</b>					
Single-family detached	89.0%	74.7%	561	3.0%	578
Single-family attached	0.8%	2.6%	20	3.0%	20
Multi-family	1.7%	0.0%	0	3.0%	0
Manufactured homes	7.3%	22.7%	171	3.0%	176
<b>Total</b>	<b>98.8%</b>	<b>100.0%</b>	<b>751</b>	<b>3.0%</b>	<b>774</b>
<b>% of housing mix</b>	<b>46.6%</b>	<b>-</b>	<b>53.6%</b>	<b>-</b>	<b>52.8%</b>
<b>Renter-occupied</b>					
Single-family detached	32.2%	22.2%	144	6.0%	153
Single-family attached	0.0%	5.0%	33	6.0%	35
Multi-family	0.0%	49.1%	320	6.0%	339
Manufactured homes	0.0%	23.7%	155	6.0%	164
<b>Total</b>	<b>32.2%</b>	<b>100.0%</b>	<b>651</b>	<b>6.0%</b>	<b>691</b>
<b>% of housing mix</b>	<b>53.4%</b>	<b>-</b>	<b>46.4%</b>	<b>-</b>	<b>47.2%</b>
<b>Total</b>					
Single-family detached	62.7%	50.3%	705	3.6%	731
Single-family attached	3.3%	3.7%	53	4.9%	55
Multi-family	26.6%	22.8%	320	6.0%	339
Manufactured homes	6.3%	23.2%	325	4.4%	340
<b>Total</b>	<b>98.9%</b>	<b>100.0%</b>	<b>1,403</b>	<b>4.4%</b>	<b>1,464</b>

Notes:

<sup>(1)</sup> Totals do not add to 100% because the table does not include the “other” category in U.S. Census.

As shown in Table III.13a, taking into account structural vacancy rates, a total of 283 owner-occupied units and 253 renter-occupied units, for a total of 536 units, are projected to be needed over the next 20-year time period in Scenario A. This breaks down to 52.8 percent owner-occupied units and 47.2 percent renter-occupied units.

As shown in Table III.13b, taking into account structural vacancy rates, a total of 774 owner-occupied units and 691 renter-occupied units, for a total of 1,464 units (total is not sum of components due to rounding), are projected to be needed over the next 20-year time period in Scenario B. The projected tenure is the same as in Scenario A - 52.8 percent owner-occupied units and 47.2 percent renter-occupied units.

- F. Density range projected for each plan designation and the average projected density for all residential types.

Table III.14 shows the plan designations for residential zoning districts in the City of La Grande, the permitted and conditional residential uses for each zone, and the minimum lot sizes and maximum densities permitted. Note that the maximum allowed development densities are based on minimum lot sizes and therefore do not include the additional land required for streets and other infrastructure. Based on the maximum allowed densities in each residential zone, the density range to accommodate a wide variety of housing types is available.

**Table III.14 Allowed Housing Types and Densities -City of La Grande Zoning Districts**

<b>Residential Zone</b>		<b>Permitted Residential Uses</b>	<b>Conditional Residential Uses</b>	<b>Minimum Lot Size</b>	<b>Maximum Allowed Density (Dwelling Units) (DUs) Per Acre</b>
Hillside Development Residential	HD	Single family dwellings	none	1 acre	1
Rural Residential	RR-1	Single family dwellings	none	15,000 sq. ft. - individual lots 17,000 sq. ft. - when creating 2 or more lots <sup>(1)</sup>	2.90
Low Density Residential	R-1	Single family dwellings	PUDs	6,000 sq. ft. - individual lots 8,700 sq. ft. - when creating 2 or more lots <sup>(1)</sup>	7.26
Medium Density Residential	R-2	Single family dwellings; duplexes	PUDs; accessory residential unit; manufactured home park	4,800 sq. ft. - individual lots 7,000 sq. ft. - when creating 2 or more lots <sup>(1)</sup> 1 duplex per 6,000 sq. ft.	9.08 for SF DU 14.52 for duplex
High Density Residential	R-3	Single family dwellings; duplexes; apartments	PUDs; accessory residential unit; manufactured home park	5,000 sq. ft. for first DU + 1,000 sq. ft. for each additional DU	8.71 for SF DU 14.52 for duplex 18.67 for triplex 31.11 for ten-plex
Residential-Professional	R-P	Single family dwellings; duplexes	Accessory residential unit; Multi-family - 5,000 1st unit: 1,000 each unit after; Attached single family.	5,000 sq. ft. 1 duplex per 6,000 sq. ft.	8.71 for SF DU 14.52 for duplex

Source: City of La Grande Development Code (Chapter 2 - Land Use Zones)

Note: 3,000 square feet per unit for attached single family for zones R-1 through R-P.

<sup>(1)</sup> Refers to average lot size not to be exceeded.

The projected density range for each housing type is estimated below. This estimation is based on the types of structures that would be allowed in each designation and on an estimate of the density at which each structure type is likely to develop in the community.

Tables III.15a and III.15b below show net residential acreage needed by housing type in the La Grande Urban Area in 2020 for Scenarios A and B. Net land needs are calculated by dividing the number of needed units of each structure type by the density at which it is most likely to be developed for each type of housing. Since this figure does not take into account the land needed for public facilities (including streets and utilities) it is directly comparable to the “net buildable acreage” figure in Table I.6.

Projected development densities were developed by City of La Grande Staff based on current development activity.

**Table III.15a Scenario A Acreage Needed by Housing Type**

Type of unit	Allocated Housing Units	Housing Units %	Projected Development Density (units/acre)	Net Acreage Needed
Single-family detached	267	49.9%	4.00	66.8
Single-family attached	20	3.8%	8.00	2.5
Multi-family	124	23.1%	11.00	11.3
Manufactured homes in parks	124	23.2%	5.00	24.9
<b>Total</b>	<b>536</b>	<b>100.0%</b>	<b>5.08</b>	<b>105.5</b>

Note: Numbers may not add due to rounding.

**Table III.15b Scenario B Acreage Needed by Housing Type**

Type of unit	Allocated Housing Units	Housing Units %	Projected Development Density (units/acre)	Net Acreage Needed
Single-family detached	731	49.9%	4.00	182.7
Single-family attached	55	3.8%	8.00	6.9
Multi-family	339	23.1%	11.00	30.8
Manufactured homes in parks	340	23.2%	5.00	67.9
<b>Total</b>	<b>1,464</b>	<b>100.0%</b>	<b>5.08</b>	<b>288.3</b>

Note: Numbers may not add due to rounding.

In Scenario A, a total of 105.5 net acres of residential land are projected to be required over the next 20 years to meet the projected housing demand of 536 units, assuming that projected development densities are met.

In Scenario B, a total of 288.3 net acres of residential land are projected to be required over the next 20 years to meet the projected housing demand of 1,464 units, assuming that projected development densities are met.



#### IV. Future Land Needs for Commercial and Industrial Land Uses

The objective of this section is to determine the amount of commercial and industrial land that will be needed in the UGB of the City of La Grande for the next 20 years. To do this, regional economic forecasts are examined in order to determine the land needed by industry sector and land use type.

The employment data that is presented in this section is only available at the county and, in some cases, the regional level. Specific employment data is not available for the City of La Grande or its UGB. For this reason, the analysis treats larger regional trends as applying to the City of La Grande. While this is necessarily a generalization, it does provide a reasonable estimate of land use needs.

##### A. Existing employment patterns by sector.

Table IV.1 provides a summary of recent population and employment data for Union County for the 1990 through 1999 time period.

**Table IV.1 Union County Recent Employment Data**

Year	Population	Per Capita Income	Annual Average Covered Wage	Annual Average Unemployment %	Total Employment	Nonfarm Payroll Employment
1990	23,600	\$14,980	\$17,776	7.0%	10,950	9,020
1991	24,000	\$15,353	\$18,790	6.9%	10,880	8,820
1992	24,000	\$16,101	\$19,925	8.3%	10,970	8,930
1993	24,300	\$16,828	\$20,016	7.8%	11,350	9,240
1994	24,500	\$17,472	\$20,327	6.4%	11,750	9,400
1995	24,400	\$18,252	\$20,331	6.3%	11,560	9,470
1996	24,500	\$18,460	\$20,849	7.8%	11,650	9,550
1997	24,500	\$19,606	\$21,864	7.9%	11,460	9,630
1998	24,400	\$20,272	\$22,877	6.9%	11,690	9,680
1999	24,500	n/a	n/a	6.0%	11,530	9,760

Source: *Oregon Data Sheets: Union County*, Oregon Employment Department, April 1999.

As shown in Table IV.1, nonfarm payroll employment in Union County increased by 740 (from 9,020 to 9,760), or 8.2 percent, over the 1990 to 1999 time period. The population in Union County increased by 900, or 3.8 percent, over the same time period.

The following is a summary of recent economic trends in Union County provided by the Oregon Employment Department:

*Slow but steady job growth best characterizes Union County's employment trends. Over the years, the county seems to have had fewer instances of boom-and- bust-type experiences than its neighbors. That means fewer really bad years but, also, fewer really good years. As an example, consider data from the late 1990s. Union County's nonfarm employers put together a net gain of 70 jobs in 1995, 80 jobs in 1996, 80 jobs in 1997, and another 80 jobs in 1998. You can't get much more consistent than that!*

*Before you start thinking that labor market conditions in Union County are completely predictable, you need to look at industrial differences, too. There's quite a lot of variation between the eight major industrial divisions.*

*Like the other counties of Northeast Oregon, wood products manufacturing is on a downward path here, too. The timber industry of Union County employed an estimated 870 workers in 1998, the fewest since 1964.*

*However, the loss of 370 wood products manufacturing jobs was almost entirely balanced by a gain of 340 jobs among other manufacturing companies in Union County. The number of jobs with these other manufacturers has more than doubled between 1990 and 1998.*

*The plight of the wood products industry is pretty well known by now. Far less attention has been given to job losses in Union County's transportation/communications/ utilities industry. On a percentage basis, transportation/ communications/utilities has suffered even more than wood products during the 1990s in Union County. Each of the three components - transportation and communications and utilities - shed jobs between 1990 and 1998. This industrial division has decreased in size for nine consecutive years now.*

*A leading contributor to Union County's net job growth in the 1990s has been the wholesale and retail trade division (+390). This portion of the economy has seen widespread job increases among many types of stores, the largest of which have been at eating and drinking places, general merchandise stores, and auto dealers and service stations.*

*Mirroring the pattern of Baker County, Union County's fastest growing industry of the 1990s (when measured by percent increase in jobs) has been construction and mining. In just eight years, employment in construction and mining is up by an amazing 113.3 percent in Union County. This isn't the result of some large, one-time project. It comes from general growth in the industry as well as reflecting just how low construction employment was in 1990.*

Table IV.2 provides a summary of the most recently available figures for employment by industry in Union County.

**Table IV.2 Union County Nonfarm Payroll Employment By Industry**

	<b>February 2001<sup>(1)</sup></b>	<b>% of Total</b>
<b>Total Employment</b>	<b>11,400</b>	<b>-</b>
<b>Total Nonfarm Payroll Employment<sup>(2)</sup></b>	<b>9,920</b>	<b>100.0%</b>
Goods Producing <sup>(3)</sup>	1,820	18.3%
Service Producing <sup>(4)</sup>	8,100	81.7%
<b>Manufacturing, Total</b>	<b>1,530</b>	<b>15.4%</b>
Lumber and Wood Products	820	8.3%
Other Manufacturing	710	7.2%
<b>Nonmanufacturing, Total</b>	<b>8,390</b>	<b>84.6%</b>
Construction and Mining	290	2.9%
Transportation and Public Utilities	480	4.8%
Wholesale and Retail Trade	2,460	24.8%
Finance, Insurance, and Real Estate	370	3.7%
Services	2,060	20.8%
Government	2,730	27.5%
Federal	180	1.8%
State	1,200	12.1%
Local	1,350	13.6%

Source: *Eastern Oregon Labor Trends*, Oregon Employment Department, April 2001.

Note: Estimates are subject to revision.

(1) Preliminary estimate.

(2) Nonfarm payroll data are based on 1987 Standard Industrial Classification (SIC) manual. The data are by place of work. Persons working multiple jobs are counted more than once. The data exclude the self-employed, volunteers, unpaid family workers, domestics, and persons involved in labor disputes. Persons on sick leave, vacations, or holidays, and being paid for that period by the employer, are considered employed.

(3) Goods producing agencies include manufacturing, mining, and construction.

(4) Service-producing industries include transportation, communications & utilities, real estate; services; and government.

As shown above, manufacturing accounts for 15.4 percent of the payroll employment in Union County (with Lumber and Wood Products accounting for 53.6 percent of manufacturing employment), with nonmanufacturing-related employment accounting for the remaining 84.6 percent. Of the major nonmanufacturing employment sectors, Trade accounts for 24.8 percent of total employment, Services accounts for 20.8 percent, and Government accounts for 27.5 percent.

#### B. Sector-level employment forecasts.

The following section summarizes regional employment projections and estimates the impact on the City of La Grande.

The following long-term employment forecast for Union County was prepared by the Oregon Office of Economic Analysis (OEA) in 1997. As shown in Table IV.3 below, employment is projected to increase by 430 over the 10-year period from 2000 to 2010. It is projected to increase by another 61 over the next 10 years to the year 2020, for a total increase of 491 from 2000 to 2020.

The projected increase of 491 in employment from 2000 to 2020 represents a total increase of 5.1 percent, or an annual average growth rate (AAGR) of 0.25 percent for the twenty-year period (0.44 percent AAGR for 2000-2010 and 0.06 percent AAGR for 2010-2020) compared to the 1.30 percent AAGR for the 1990 to 2000 time period.

As these figures demonstrate, long-term economic forecasts call for a gradual slowing down of economic growth towards the second half of a 20-year time frame. This is consistent with Statewide and national forecasts.

**Table IV.3 Union County Employment Forecast**

	1990	1995	2000	2005	2010	2015	2020
Union County	8,469	9,066	9,639	9,916	10,069	10,111	10,130

Source: Oregon Office of Economic Analysis, Long Term Population and Employment Forecasts, County Employment Forecasts, January 1997.

Table IV.4 shows employment projections made by the Oregon Employment Department for the 1998-2008 time frame. These projections were only made on a regional basis. Union County is part of Region 13, which included Union, Baker, Grant and Wallowa Counties when the forecast was made.

**Table IV.4 Employment Projections by Industry, 1998 - 2008**  
**Region 13: Union, Baker, Grant and Wallowa Counties**

	1998	2008	Change	% of Change	Annual Average Growth Rate (AAGR)
<b>Total Nonfarm Payroll Employment</b>	<b>19,990</b>	<b>22,220</b>	<b>2,230</b>	<b>11.2%</b>	<b>1.06%</b>
Goods Producing	3,730	3,960	230	6.2%	0.60%
Service Producing	16,260	18,260	2,000	12.3%	1.17%
<b>Manufacturing, Total</b>	<b>2,930</b>	<b>3,060</b>	<b>130</b>	<b>4.4%</b>	<b>0.44%</b>
Durable Goods	2,740	2,870	130	4.7%	0.46%
Lumber and Wood Products	1,820	1,700	-120	-6.6%	-0.68%
Other Durable Goods	920	1,170	250	27.2%	2.43%
Nondurable Goods	190	190	0	0.0%	0.00%
<b>Nonmanufacturing, Total</b>	<b>17,060</b>	<b>19,160</b>	<b>2,100</b>	<b>12.3%</b>	<b>1.17%</b>
Construction and Mining	800	900	100	12.5%	1.18%
Transportation, Communications and Utilities	1,050	1,120	70	6.7%	0.65%
Trade	4,690	5,270	580	12.4%	1.17%
Wholesale Trade	730	820	90	12.3%	1.17%
Retail Trade	3,960	4,450	490	12.4%	1.17%
Finance, Insurance, and Real Estate	780	970	190	24.4%	2.20%
Services	3,890	4,620	730	18.8%	1.73%
Health Services	1,260	1,370	110	8.7%	0.84%
Other Services	2,630	3,250	620	23.6%	2.14%

**Table IV.4 Employment Projections by Industry, 1998 - 2008**  
**Region 13: Union, Baker, Grant and Wallowa Counties (Continued)**

	1998	2008	Change	% of Change	Annual Average Growth Rate (AAGR)
Government	5,850	6,280	430	7.4%	0.71%
Federal	1,010	1,000	-10	-1.0%	-0.10%
State	1,480	1,740	260	17.6%	1.63%
Local	3,360	3,540	180	5.4%	0.52%

Source: The Benkendorf Associates Corp. based on Oregon Employment Department, *Industry Projections, 2008, Workforce Region 13, July 1, 1999*

As shown in Table IV.4, nonfarm payroll employment is expected to increase by 2,230 jobs in Region 13 over the 1998-2008 period - an AAGR of 1.06 percent. This is much greater than the 0.44 percent AAGR for employment for 2000-2010 for Union County made by the Oregon Office of Economic Analysis (OEA) discussed above.

The employment projection made by the Oregon Employment Department (OED) in Table IV.4 shall be used as the basis for projections for the La Grande rather than the OEA projections. This is because the OED projection: 1) has a short-term (10 year) growth rate projection similar to recent population growth rates in Union County (1.02 percent for 1990 to 2000); 2) is more recent than the OEA projection; and 3) breaks down employment projections by industry.

As shown in Table IV.4, manufacturing employment in Region 13 is expected to grow at a much lower rate than overall employment, with only a 4.4 percent total projected growth. The industry sectors with the greatest projected relative increases in employment are: Other Durable Goods (27.2%), Finance, Insurance, and Real Estate (24.4%), Other Services (23.6%) and State Government (17.6%). The industry sectors with the largest projected employment gains are: Retail Trade (490 jobs), Other Services (620 jobs) and State Government (260 jobs)

Table IV.5 below shows the 1998-2008 OED employment projection for Region 13. It also shows a projected 2020 employment projection extrapolated from the growth rate for the 1998-2008 period and the existing 2000 employment.

**Table IV.5 Employment Projection Summary, 1998 - 2018**  
**Region 13: Union, Baker, Grant and Wallowa Counties**

	<b>2000 employe nt</b>	<b>2008 employe nt</b>	<b>change 1998- 2008</b>	<b>AAGR 1998- 2008</b>	<b>estimated 2020 employment</b>	<b>estimated employment growth 2000- 2020</b>
Region 13	19,450	22,220	2,770	1.34%	26,070	6,620

Source: Oregon Employment Department (OED); The Benkendorf Associates Corp.

In order to apply these regional projections to the City of La Grande, several assumptions are made. These are listed as follows:

- The La Grande Urban Area will capture employment growth as a percentage of regional employment growth equivalent to the ratio of its projected population growth to the projected population growth of the region.
- The La Grande Urban Area will capture employment growth by industrial sector at the same rate as these industrial sectors make up total employment growth for the region. This assumption provides a useful assessment of the land necessary for employment growth if the City of La Grande is able to capture its 'fair share' of regional employment growth by industry.

The methodology used here is a basic "gravity model", commonly used in economic development analysis. The basic assumption behind this is that a locality will attract investment relative to a given region based on its relative size. In this case, population growth is used as a proxy for employment growth. This is done because there are no direct economic projections for La Grande (or indeed for any other sub-county area) broken down by industry.

Table IV.6 shows the projected 2020 population levels in Region 13 (1997 OEA projections) and the La Grande Urban Area in order to determine the share that the La Grande Urban Area represents of the Region 13 population.

**Table IV.6 Union County and La Grande Population - 2000 & 2020**

	<b>2000 Population</b>	<b>2020 Projected Population</b>	<b>2000-2020 Growth</b>
<b>Scenario A</b>			
<b>Region 13 Total</b>	<b>56,860</b>	<b>64,357</b>	<b>7,497</b>
Union County	24,960	26,971	2,011
Baker County	16,700	19,893	3,193
Grant County	8,000	9,245	1,245
Wallowa County	7,200	8,248	1,048
La Grande UGB	14,015	15,144	1,129
La Grande UGB as % of Union County	56.15%	56.15%	56.15%
La Grande UGB as % of Region 13	24.65%	23.53%	15.06%
<b>Scenario B</b>			
<b>Region 13 Total</b>	<b>56,860</b>	<b>67,842</b>	<b>10,982</b>
Union County	24,960	30,456	5,496
Baker County	16,700	19,893	3,193
Grant County	8,000	9,245	1,245
Wallowa County	7,200	8,248	1,048
La Grande UGB	14,015	17,101	3,086
La Grande UGB as % of Union County	56.15%	56.15%	56.15%
La Grande UGB as % of Region 13	24.65%	25.21%	28.10%

Sources: Center for Population Research and Census, Portland State University; Oregon Office of Economic Analysis (OEA); TBAC.

As shown in Table IV.6, the population in the La Grande Urban Area was estimated at 24.65 percent of the total Region 13 population for 2000 and projected to decline to 23.53 percent of the total Region 13 population for 2020 under Scenario A. The projected population growth from 2000 to 2020 for the La Grande Urban Area represents 15.06 percent of total Region 13 population growth under Scenario A.

Under Scenario B, the population in the La Grande Urban Area is projected to increase to 25.21 percent of the Region 13 total in 2020. The projected population growth from 2000 to 2020 for the La Grande Urban Area represents 28.1 percent of total Region 13 population growth under Scenario B.

Table IV.7 below shows the employment projections for Region 13 converted to the La Grande Urban Area. The 2000 employment figure for the La Grande Urban Area was estimated by taking the current Union County nonfarm employment of 9,920 (see Table IV.2) and multiplying by the Urban Area share of the county population of 56.15 percent (see Table IV.6). The employment growth from 2000 to 2020 was estimated by multiplying the 2000-2020 Region 13 job growth of 6,620 (see Table IV.5) by the Urban Area share of the Region 13 population growth for 2000 to 2020 of 15.06 percent under Scenario A and 28.1 percent under Scenario B (see Table IV.6).

**Table IV.7 Employment Projections, 2000-2020 La Grande Urban Area**

			<b>2000</b>	<b>Job growth 2000-2020</b>	<b>2020 employment</b>	<b>% growth 2000-2020</b>	<b>2000-2020 AAGR</b>
La Grande Scenario A	UGB	-	5,570	997	6,567	17.9%	0.83%
La Grande Scenario B	UGB	-	5,570	1,860	7,430	33.4%	1.45%

Sources: TBAC, based on :Oregon Office of Economic Analysis, *Long Term Population and Employment Forecasts, County Employment Forecasts, January 1997*; and Oregon Employment Department, *Nonfarm Payroll Employment for Union County, July 2000*.

As shown in Table IV.7, under Scenario A, a total of 997 new jobs are projected for the La Grande Urban Area for 2020 for a total employment of 6,567. This is equivalent to a 0.83 percent annual average growth rate (AAGR). Under Scenario B, a total of 1,860 new jobs are projected for the La Grande Urban Area for 2020 for a total employment of 7,430. This is equivalent to a 1.45 percent annual average growth rate (AAGR).

Table IV.8 below shows the projected new employment by industry for the La Grande Urban Area for 2020. The relative percentages of the industry employment sectors are identical to those of the new employment shown in Table IV.4.



**Table IV.8 Employment Projections by Industry, 2000-2020 La Grande Urban Area**

	% of Total	Employment Growth Scenario A	Employment Growth Scenario B
<b>Total Nonfarm Payroll Employment</b>	<b>100.00%</b>	<b>997</b>	<b>1,860</b>
Goods Producing	10.31%	103	192
Service Producing	89.69%	894	1,668
<b>Manufacturing, Total</b>	<b>5.83%</b>	<b>58</b>	<b>108</b>
Durable Goods	5.83%	58	108
Lumber and Wood	-5.38%	-54	-100
Other Durable Goods	11.21%	112	209
Nondurable Goods	0.00%	0	0
<b>Nonmanufacturing, Total</b>	<b>94.17%</b>	<b>939</b>	<b>1,752</b>
Construction and Mining	4.48%	45	83
Transportation, Communications and Utilities	3.14%	31	58
Trade	26.01%	259	484
Wholesale Trade	4.04%	40	75
Retail Trade	21.97%	219	409
Finance, Insurance and Real Estate	8.52%	85	158
Services	32.74%	326	609
Health Services	4.93%	49	92
Other Services	27.80%	277	517
Government	19.28%	192	359
Federal	-0.45%	-4	-8
State	11.66%	116	217
Local	8.07%	80	150

Source: The Benkendorf Associates Corp.

### C. Employee per acre ratios

The following table presents typical square foot per employee and land coverage ratios by land use and industry classification. These numbers are based on typical nationwide figures and modified slightly downward for the La Grande area. There is no data available at the local level for employee per acre ratios.

The coverage ratios listed in Table IV.9 refer to the typical land area which is taken up by a structure on its site. In other words, the 20 percent coverage ratio for industrial uses means that an industrial building will typically take up 20 percent of the land area on an industrial site. The employees per acre figure is calculated by dividing the square foot floor area per employee figure by the coverage ratio in order to determine the total land area per employee figure. This figure is then converted to employees per acre.

In Table IV.9 industry types are repeated for each land use type-e.g., new retail trade is listed under industrial, office, and retail land uses. This is because employees of a certain industry work at jobs located on multiple land use types. For example, as shown in Tables IV.10a and IV.10b below, retail trade has a capture factor of 10 percent in industrial space, 2 percent in office space, and 88 percent in retail space. This means that, on average, 10 percent, 2 percent, and 88 percent of retail trade employment is in industrial, office, and retail space, respectively.

More compact, pedestrian-oriented development patterns might affect certain sector employee/acre ratios. Some of the office and retail land uses; particularly services and retail trade would be able to increase employee per acre ratios primarily by reducing parking lot size requirements. In this analysis for La Grande, standard ratios shall be used in order to avoid underestimating land needs. If land use regulations which encourage compact, pedestrian-oriented development patterns are put into place, land use needs will be less than the estimates presented in this section.

**Table IV.9 Allocated Employees Per Acre by Land Use Type and Industry**

Land Use and Industry Type	Floor Area Per Job (sq. ft.)	Coverage Ratio	Employees per Acre
<b>Industrial</b>		<b>20%</b>	
Manufacturing	750		11.62
Construction and Mining	750		11.62
Transportation, Communication and Public Utilities	1,400		6.22
Wholesale Trade	1,100		7.92
Retail Trade	2,500		3.48
Financial, Insurance and Real Estate	350		24.89
Services	350		24.89
Government	300		29.04
<b>Office</b>	-	<b>25%</b>	
Manufacturing	225		48.40
Construction and Mining	225		48.40
Transportation, Communication and Public Utilities	250		43.56
Wholesale Trade	225		48.40
Retail Trade	225		48.40
Financial, Insurance and Real Estate	225		48.40
Services	250		43.56
Government	200		54.45
<b>Retail</b>	-	<b>20%</b>	
Transportation, Communication and Public Utilities	300		29.04
Retail Trade	500		17.42
Financial, Insurance and Real Estate	300		29.04
Services	300		29.04

Source: Hobson Johnson & Associates and The Benkendorf Associates Corp.

D. Employee/acre ratios compared to employment forecasts by sector

Tables IV.10a and IV.10b applies the employee/acre ratios presented in Table IV.9 to the employment projections by sector for La Grande presented in Table IV.8. New jobs by sector are listed in the first column. Note that these figures are repeated for each land use type; i.e., new retail trade jobs are listed under industrial, office, and retail land uses. The capture factor refers to the rate at which the employees of a certain industry type work on a certain land use type. For example, as stated previously, retail trade has a capture factor of 10 percent in industrial space, 2 percent in office space, and 88 percent in retail space. This means that, on average, 10 percent, 2 percent, and 88 percent of retail trade employment is in industrial, office, and retail space, respectively. The capture factors are based on typical nationwide industry averages.

The adjusted new jobs figure refers to the employment in a specific land use type and industry sector after capture factors are taken into account. Floor area requirements are calculated based on the floor area requirements per job shown in Table IV.9. Land requirements are calculated by dividing the required floor area by the coverage ratio listed in Table IV.9.

**Table IV.10a Projection of Land Required by Employment Sector  
La Grande Urban Area, 2000-2020  
Scenario A**

<b>Land Use and Industry Type</b>	<b>New Jobs - 2000- 2020</b>	<b>Capture Factor</b>	<b>New Jobs - 2000-2020 (adjusted)</b>	<b>Floor Area Required (sq. ft.)</b>	<b>Land Required (net acres)</b>
<b>Industrial</b>	-	-	<b>245</b>	<b>208,534</b>	<b>23.9</b>
Manufacturing	58	85%	49	37,052	4.3
Construction and Mining	45	60%	27	20,119	2.3
Transportation, Communication and Public Utilities	31	60%	19	26,289	3.0
Wholesale Trade	40	85%	34	37,622	4.3
Retail Trade	219	10%	22	54,768	6.3
Financial, Insurance and Real Estate	85	10%	8	2,973	0.3
Services	326	25%	82	28,558	3.3
Government	192	2%	4	1,153	0.1
<b>Office</b>	-	-	<b>263</b>	<b>59,822</b>	<b>5.5</b>
Manufacturing	58	15%	9	1,962	0.2
Construction and Mining	45	40%	18	4,024	0.4
Transportation, Communication and Public Utilities	31	30%	9	2,347	0.2
Wholesale Trade	40	15%	6	1,358	0.1
Retail Trade	219	2%	4	986	0.1
Financial, Insurance and Real Estate	85	80%	68	15,290	1.4
Services	326	25%	82	20,398	1.9
Government	192	35%	67	13,457	1.2

**Table IV.10a Projection of Land Required by Employment Sector  
La Grande Urban Area, 2000-2020  
Scenario A (Continued)**

<b>Land Use and Industry Type</b>	<b>New Jobs - 2000- 2020</b>	<b>Capture Factor</b>	<b>New Jobs - 2000-2020 (adjusted)</b>	<b>Floor Area Required (sq. ft.)</b>	<b>Land Required (net acres)</b>
<b>Retail</b>	-	-	<b>368</b>	<b>148,835</b>	<b>17.1</b>
Transportation, Communication and Public Utilities	31	10%	3	939	0.1
Retail Trade	219	88%	193	96,392	11.1
Financial, Insurance and Real Estate	85	10%	8	2,548	0.3
Services	326	50%	163	48,956	5.6
<b>Total</b>	<b>-</b>	<b>-</b>	<b>876</b>	<b>417,191</b>	<b>46.5</b>

Source: The Benkendorf Associates Corp. and Hobson Johnson & Associates

Note: Only 37% of all government jobs are captured in the land use categories in the table; the remainder are assumed to locate on public land

**Table IV.10b Projection of Land Required by Employment Sector  
La Grande Urban Area, 2000-2020  
Scenario B**

<b>Land Use and Industry Type</b>	<b>New Jobs 2000-2020</b>	<b>Capture Factor</b>	<b>New Jobs 2000-2020 (adjusted)</b>	<b>Floor Area Required (sq. ft.)</b>	<b>Land Required (net acres)</b>
<b>Industrial</b>	-	-	<b>457</b>	<b>389,040</b>	<b>44.7</b>
Manufacturing	108	85%	92	69,124	7.9
Construction and Mining	83	60%	50	37,534	4.3
Transportation, Communication and Public Utilities	58	60%	35	49,044	5.6
Wholesale Trade	75	85%	64	70,188	8.1
Retail Trade	409	10%	41	102,175	11.7
Financial, Insurance and Real Estate	158	10%	16	5,547	0.6
Services	609	25%	152	53,277	6.1
Government	359	2%	7	2,152	0.2
<b>Office</b>	-	-	<b>491</b>	<b>111,604</b>	<b>10.2</b>
Manufacturing	108	15%	16	3,660	0.3
Construction and Mining	83	40%	33	7,507	0.7
Transportation, Communication and Public Utilities	58	30%	18	4,379	0.4
Wholesale Trade	75	15%	11	2,534	0.2
Retail Trade	409	2%	8	1,839	0.2
Financial, Insurance and Real Estate	158	80%	127	28,526	2.6
Services	609	25%	152	38,055	3.5
Government	359	35%	126	25,106	2.3

**Table IV.10b Projection of Land Required by Employment Sector  
La Grande Urban Area, 2000-2020  
Scenario B (Continued)**

<b>Land Use and Industry Type</b>	<b>New Jobs 2000-2020</b>	<b>Capture Factor</b>	<b>New Jobs 2000-2020 (adjusted)</b>	<b>Floor Area Required (sq. ft.)</b>	<b>Land Required (net acres)</b>
<b>Retail</b>	-	-	<b>686</b>	<b>277,665</b>	<b>31.9</b>
Transportation, Communication and Public Utilities	58	10%	6	1,752	0.2
Retail Trade	409	88%	360	179,828	20.6
Financial, Insurance and Real Estate	158	10%	16	4,754	0.5
Services	609	50%	304	91,332	10.5
<b>Total</b>	-	-	<b>1,634</b>	<b>778,310</b>	<b>86.8</b>

Source: The Benkendorf Associates Corp. and Hobson Johnson & Associates

Note: Only 37% of all government jobs are captured in the land use categories in the table; the remainder are assumed to locate on public land

As shown in Table IV-10a, a total of 23.9 net acres of industrial land, 5.5 net acres of office land and 17.1 net acres of retail land, for a total of 46.5 net acres of non-residential land is estimated to be needed over the next 20 years in the La Grande Urban Area in Scenario A. This table only takes into account land needs for 37 percent (2 percent in industrial space and 35 percent in office space) of government employment. The remainder is assumed to be located on the land zoned for public facilities and community services (PF Zone).

A total of 44.7 net acres of industrial land, 10.2 net acres of office land and 31.9 net acres of retail land, for a total of 86.8 net acres of non-residential land is estimated to be needed over the next 20 years in the La Grande Urban Area in Scenario B. Again, this table only takes into account land needs for 37 percent (2 percent in industrial space and 35 percent in office space) of government employment.

Tables IV.11a and IV.11b provides a summary of land needs for industrial, office, and retail land. The job growth and the net acreage figures are from Tables IV.10a and IV.10b. The jobs/net acre figure is calculated based on these figures. A standard vacancy rate of 10 percent has been applied to all new employment land needs.

**Table IV.11a Employment Land Needs-2020, La Grande Urban Area  
Scenario A**

	<b>Industrial</b>	<b>Office</b>	<b>Retail</b>	<b>Total</b>
Job growth	245	263	368	876
Jobs/net acre	10.2	47.9	21.5	18.8
Preliminary buildable acres (net) needed by 2020	23.9	5.5	17.1	46.5
Vacancy rate	10%	10%	10%	10%
<b>Total net buildable acres needed by 2020</b>	<b>26.3</b>	<b>6.0</b>	<b>18.8</b>	<b>51.2</b>

Note: figures may not add due to rounding. Source: The Benkendorf Associates Corp.

**Table IV.11b Employment Land Needs-2020, La Grande Urban Area  
Scenario B**

	<b>Industrial</b>	<b>Office</b>	<b>Retail</b>	<b>Total</b>
Job growth	457	491	686	1,634
Jobs/net acre	10.2	47.9	21.5	18.8
Preliminary buildable acres (net) needed by 2020	44.7	10.2	31.9	86.8
Vacancy rate	10%	10%	10%	10%
<b>Total net buildable acres needed by 2020</b>	<b>49.1</b>	<b>11.3</b>	<b>35.1</b>	<b>95.5</b>

Note: Figures may not add due to rounding.

Source: The Benkendorf Associates Corp.

As shown in Table IV-11a, a total of 26.3 net buildable acres of industrial land, 6.0 net buildable acres of office land and 18.8 net buildable acres of retail land (for a total of 24.8 net acres of commercial land) are projected to be needed for new employment needs in La Grande in 2020 in Scenario A, taking into account structural vacancy.

As shown in Table IV-11b, a total of 49.1 net buildable acres of industrial land, 11.3 net buildable acres of office land and 35.1 net buildable acres of retail land (for a total of 46.4 net acres of commercial land) are projected to be needed for new employment needs in La Grande in 2020 in Scenario B, taking into account structural vacancy.

## V. 20 year land need compared to vacant buildable land

This section compares the mix of projected housing types to the mix of existing development; compares projected residential density to existing residential density; compares 20-year land need to land availability; and discusses whether any measures are required to meet housing mix or density projections, or to provide for additional land to address the residential, commercial, and industrial land needs for the next 20 years for the La Grande Urban Area.

### A. Comparison of the existing housing mix with the projected housing mix.

Table V.1 below compares the current housing mix to the projected needed housing mix.

**Table V.1 Existing and Projected Residential Mix**

	<b>1990 Housing (1)</b>	<b>Existing Housing (2000) (2)</b>	<b>Recent Housing Construction Only (1990- 2000) (3)</b>	<b>Projected New Needed Housing Scenario A (2000-2020) (4)</b>	<b>Projected New Needed Housing Scenario B (2000-2020) (5)</b>					
<b>Housing type</b>	<b>Units</b>	<b>Mix</b>	<b>Units</b>	<b>Mix</b>	<b>Units</b>	<b>Mix</b>	<b>Units</b>	<b>Mix</b>	<b>Units</b>	<b>Mix</b>
Single-family detached and attached	3,165	64.4%	3,565	65.7%	400	77.7%	288	53.7%	786	53.7%
Single-family detached	3,005	61.2%	n/a	n/a	n/a	n/a	267	49.9%	731	49.9%
Single-family attached	160	3.3%	n/a	n/a	n/a	n/a	20	3.8%	55	3.8%

**Table V.1 Existing and Projected Residential Mix (Continued)**

Multi-family units	1,387	28.2%	1,468	27.0%	81	15.7%	124	23.1%	339	23.1%
Manufactured homes in parks	306	6.2%	340	6.3%	34	6.6%	124	23.2%	340	23.2%
Other	54	1.1%	54	1.0%	0	0.0%	n/a	n/a	n/a	n/a
<b>Total</b>	<b>4,912</b>	<b>100.0%</b>	<b>5,427</b>	<b>100.0%</b>	<b>515</b>	<b>100.0%</b>	<b>536</b>	<b>100.0%</b>	<b>1,464</b>	<b>100.0%</b>

- (1) From Table III.6
- (2) From Table II.2
- (3) From Table II.2
- (4) From Table III.13a
- (4) From Table III.13b

As shown in Table V.1 above, the projected new housing mix is roughly equivalent to the existing (2000) housing mix. A higher percentage of manufactured homes are projected to be needed to meet housing demand. Single-family detached homes and multi-family units are projected to be needed at lower rates.

- B. Comparison of the existing net density for specific housing types with the needed net density ranges.

Table V.2 below compares the current housing density to the projected density for new housing. The existing housing density and recent housing development density (1990-2000) in the City of La Grande was obtained from Tables II.3 and II.4. Projected density figures were obtained from Tables III.15a and III.15b.

**Table V.2 Existing and Projected Residential Mix**

<b>Housing Type</b>	<b>Existing Density (2000)</b>	<b>Recent Density (1990-2000)</b>	<b>Maximum Allowed Density (Current Zoning Districts)</b>	<b>Projected Density for New Housing (2000-2020)</b>
Single-family detached	5.7	4.9	HD Zone: 1.00; RR-1 Zone: 2.16; R-1 Zone: 5.00; R-2 Zone: 6.20; R-3 Zone: 8.71; R-P Zone: 8.71	4.0
Single-family attached	11.7	10.0	R-2, R-3 and R-P Zones: 14.52	8.0
Multi-family units	12.9	n/a	R-3 Zone: 18.67 for triplex, 31.11 for ten-plex	11.0
Manufactured homes in parks	9.0	n/a	R-2 Zone: 5.00; R-3 Zone: 8.71	5.0
<b>Total</b>	<b>6.0</b>	<b>n/a</b>		<b>5.1</b>

Source: The Benkendorf Associates Corp.

As shown in Table V.2 above, the projected housing densities for new housing are less than existing housing densities and recent housing densities. As discussed previously, the projected housing densities were provided by City of La Grande Staff, based on current development activity.

**C. Comparison of net buildable acreage needed to net buildable acreage available**

Table V.3 below shows the assumptions used to calculate the number of potential residential units on the net buildable acreage figures by zoning district shown in Table I.6. The density ranges are from Table V.2 above. The calculations make the following assumptions regarding housing types for each zone:

1. 100 percent of the parcels in the HD, RR-1, and R-1 zones will develop as single-family detached units;
2. 60 percent of the land in the R-2 zone will develop as single-family detached units, 5 percent will develop as single-family attached units, 5 percent will develop as multi-family units (duplexes), and 30 percent will develop as manufactured home park units;
3. 80 percent of the land in the R-3 zone will develop as multi-family units and 20 percent will develop as manufactured home park units; and
4. 10 percent of the land in the R-P zone will develop as single-family detached units, 10 percent will develop as single-family attached units, and 80 percent will develop as multi-family units (30% as duplexes and 50% as other multi-family units).



**Table V.3 Projected Residential Units on Net Buildable Land**

Residential Zone		Net buildable acreage	Density (DU/acre) and residential type (percentage)	Potential Residential Units Single-family detached	Single-family attached	Multi-family	Manu-factured homes	Total units
Hillside Development Residential	HD	8.5	1.0 - single-family detached	8	n/a	n/a	n/a	8
Rural Residential	RR-1	26.4	2.0 - single-family detached	53	n/a	n/a	n/a	53
Low Density Residential	R-1	120.4	4.0 - single-family detached	481	n/a	n/a	n/a	481
Medium Density Residential	R-2	150.3	4.0 - single-family detached (60%); 8.0 - single-family attached (5%); 11.0 - multi-family (duplex) (5%); 5.0 - manufactured home parks (30%)	361	60	83	226	730
High Density Residential	R-3	25.8	11.0 - multi-family (80%), 5.0 - manufactured home parks (20%)	n/a	n/a	227	26	253
Residential-Professional	R-P	0.6	4.0 - single-family detached (10%); 8.0 - single-family attached (10%); 11.0 - multi-family (duplex) (80% - 30% duplex, 50% other)	0	1	6	n/a	7
<b>Total</b>		<b>332.0</b>		<b>903</b>	<b>61</b>	<b>316</b>	<b>252</b>	<b>1,532</b>

Source: The Benkendorf Associates Corp.

As shown in Table V.3 above, a total of 1,532 units are estimated to be able to be built on the 332.0 net acres of buildable residential land, for an overall density of 4.61 units per net acre.

Tables V.4a and V.4b below show needed residential units and acreage compared to available land and potential units for the 2000-2020 time period.

**Table V.4a Projected Additional Needed Residential Acreage  
Scenario A**

Type of unit	Net Acreage Needed (1)	Allocated Units (1)	Net Buildable Acreage Available (2)	Potential Units on Net Buildable Acreage (3)	Deficit (Surplus) of Units	Additional Acreage Needed
Single-family detached	66.8	267	298.4	903	(636)	-
Single-family attached	2.5	20	7.8	61	(41)	-
Multi-family	11.3	124	7.7	316	(192)	-
Manufactured homes in parks	24.9	124	18.0	252	(128)	-
<b>Total</b>	<b>105.5</b>	<b>536</b>	<b>332.0</b>	<b>1,532</b>	<b>(996)</b>	<b>-</b>

(1) From Table III.15a

(2) From Table I.6

(3) From Table V.3

**Table V.4b Projected Additional Needed Residential Acreage  
Scenario B**

Type of unit	Net Acreage Needed (1)	Allocated Units (1)	Net Buildable Acreage Available (2)	Potential Units on Net Buildable Acreage (3)	Deficit (Surplus) of Units	Additional Needed Acreage
Single-family detached	182.7	731	298.4	903	(172)	-
Single-family attached	6.9	55	7.8	61	(6)	-
Multi-family	30.8	339	7.7	316	23	2.1
Manufactured homes in parks	67.9	340	18.0	252	88	17.5
<b>Total</b>	<b>288.3</b>	<b>1,464</b>	<b>332.0</b>	<b>1,532</b>	<b>(68)</b>	<b>-</b>

- (1) From Table III.15b  
(2) From Table I.6  
(3) From Table V.3

As shown in Table V.4a above, under Scenario A, there are 105.5 acres of net buildable residential land projected to be needed for 536 units. There are 332.0 acres of net buildable residential land available with a total potential of 1,532 units based on current zoning and density projections. Overall, there is a surplus capacity of 996 units.

As discussed previously and shown in Table III.3a, Scenario A is based on a projected annual average growth rate (AAGR) of 0.39 percent for population for the twenty-year planning period from 2000 to 2020. The number of housing units in La Grande increased by 515 from 1990 to 2000 (see Tables II.2 and V.1), an AAGR of 1.0 percent, while population grew at a 1.02% AAGR from 1990 to 2000 (based on 1990 Census figures and 2000 PSU figures, see Table III.2). Scenario A, based on the official state population forecast for Union County, does not take these recent growth rates into account.

Scenario B is based on an AAGR of 1.0 percent that mirrors actual growth rates in La Grande from 1990 to 2000. Under Scenario B, there are 288.3 acres of net buildable residential land projected to be needed for 1,464 units. There are 332.0 acres of net buildable residential land available with a total potential of 1,532 units based on current zoning and density projections. Overall, there is a surplus capacity of 68 units. However, there is a projected deficit of 23 multi-family units and 88 manufactured home units based on current zoning. These units would require 2.1 acres and 17.5 acres of vacant buildable land, respectively, based on the density assumptions (11.0 and 5.0 units/acre), for a total of 19.6 acres.

The City has a desire to provide residential areas with 1-acre lot sizes to attract higher-end residential communities. The City feels that it is losing out on this market to other communities in the region that offer this housing type. The provision of 1-acre lots is not reflected in the analysis above and could require additional land beyond that shown in the analysis unless compensated for by increasing densities elsewhere.

Table V.5 below shows the comparison of net buildable acreage needed to net buildable acreage available in the La Grande Urban Area for commercial and industrial land for the next twenty years.

**Table V.5 Projected Additional Needed Commercial and Industrial Acreage**

<b>Zone</b>		<b>Net Buildable Acreage Available (1)</b>	<b>Net Buildable Acreage Needed Scenario A (2)</b>	<b>Net Buildable Acreage Needed Scenario B (3)</b>	<b>Deficit (Surplus) of Net Buildable Acreage Scenario A</b>	<b>Deficit (Surplus) of Net Buildable Acreage Scenario B</b>
<b>Commercial</b>						
General Commercial	GC	35.7	-	-	-	-
Central Business	CB	0.0	-	-	-	-
Interchange Commercial	IC	0.7	-	-	-	-
<b>Total Commercial</b>		<b>36.4</b>	<b>24.8</b>	<b>46.3</b>	<b>(11.6)</b>	<b>9.9</b>

**Table V.5 Projected Additional Needed Commercial and Industrial Acreage (Continued)**

<b>Industrial</b>		-	-	-		
Light Industrial	M-1	1.0	-	-	-	-
Heavy Industrial	M-2	59.2	-	-	-	-
<b>Total Industrial</b>		<b>60.2</b>	<b>26.3</b>	<b>49.1</b>	<b>(33.9)</b>	<b>(11.1)</b>
<b>TOTAL</b>		<b>96.7</b>	<b>51.2</b>	<b>95.5</b>	<b>(45.5)</b>	<b>(1.2)</b>

- (1) From Table I.6
- (2) From Table IV.11a
- (3) From Table IV.11b

As shown in Table V.5, in Scenario A, there are surpluses of both commercial and industrial land (11.6 and 33.9 net buildable acres, respectively). Scenario B shows a deficit of 9.9 acres of commercial land and a surplus of 11.1 acres of industrial land.

The figures above are based on land demand that is strictly accounted for in employment projections. However, this does not account for the ability of La Grande to compete successfully against other communities in the region for large-scale commercial and industrial projects that require large sites. As shown in Table I.3, there is only one commercially-zoned site that has more than 10 acres of gross buildable area (Parcel #3S38.9CC/101 with 12.12 acres) and only one additional site with more than 5 acres of gross buildable area (Parcel #3S38.9CD/100 with 5.22 acres). As shown in Table I.3, there is only one industrially-zoned site that has more than 30 acres of gross buildable area (Parcel #3S38.16/500 with 36.72 acres of gross buildable area) and only four additional sites with more than 5 acres of gross buildable area (Parcel #3S38.16/600 (10.76 acres), Parcel #3S38.16/690 (11.64 acres), Parcel #3S38.16AD/101 (5.10 acres), and Parcel #3S38.16AD/100 (10.87 acres)).

In order to have the potential to attract large-scale commercial or industrial operations, La Grande requires additional commercial and industrial land beyond what is strictly indicated by the employment forecast. The additional land should allow for large-scale commercial development and industrial development. Under current conditions, potential large-scale commercial and industrial facilities will need to “assemble” a site, which is costly and time-consuming. If

companies can find a suitable development site in another City in this region, they will likely chose it over a redevelopment site in La Grande. Unfortunately, a surplus land condition exists in at least two (2) cities in this region that received Urban Growth Boundary acknowledgement several years before La Grande. La Grande's relatively tight land supply makes it difficult to compete with these "land rich" communities.

Table V.6 below shows the total gross acreage needs for commercial and industrial land, with the addition of the potential for large-scale commercial and industrial development to the net land needs shown in Table V.5.

**Table V.6 Gross Needed Commercial and Industrial Acreage, Including Large Sites**

<b>Zone</b>	<b>Scenario A Deficit (Surplus) of Net Buildable Acreage (1)</b>	<b>Scenario B Converted to Gross Acreage (2)</b>	<b>Additional Gross Acreage Needed for Large Sites</b>	<b>Total Gross Acreage Needed</b>	<b>Deficit (Surplus) of Net Buildable Acreage (1)</b>	<b>Converted to Gross Acreage (2)</b>	<b>Additional Gross Acreage Needed for Large Sites</b>	<b>Total Gross Acreage Needed</b>
Total Commercial	(11.6)	(14.5)	80.0	65.5	9.9	12.4	80.0	92.4
Total Industrial	(33.9)	(42.4)	160.0	117.6	(11.1)	(13.9)	160.0	146.1
<b>Total Non-Residential</b>	<b>(45.5)</b>	<b>(56.9)</b>	<b>240.0</b>	<b>183.1</b>	<b>(1.2)</b>	<b>(1.5)</b>	<b>240.0</b>	<b>238.5</b>

(1) From Table V.5

(2) Net acreage plus 25%

As shown in Table V.6 above, if these large tracts of commercial and industrial land can be justified in the future Scenario A requires 65.5 additional gross acres of commercial land and 117.6 additional gross acres of industrial land within the UGB, for a total of 183.1 acres of non-residential land. Scenario B requires 92.4 additional gross acres of commercial land and 146.1 additional gross acres of industrial land within the UGB, for a total of 238.5 acres of non-residential land. Again, the City recognizes that further research, analysis and coordination with DLCD and OEA will need to occur before such large scale commercial or industrial lands could be added to the Urban Growth Boundary.

#### Policies –

1. The City recognizes that public interest requires that every citizen be given the opportunity to provide themselves with safe, sanitary and adequate housing.
2. That an adequate housing supply will be encouraged through development of new dwelling units, maintenance or rehabilitation of existing units, and removal of dwelling units unsuitable for rehabilitation.
3. That all types of residential units, including mobile home. modular and manufactured units, are acceptable resources of housing and that recognition will be reflected in zoning, building codes and other regulatory means without compromising quality standards.
4. That quality residential environments will be assured by considering safety, health, design, provision of services and overall ecology in the area.
5. The City will exercise primary governmental control in any housing activities which occur within the City limits, including those activities undertaken or assisted by other governmental organizations.

6. The City will assertively develop and use effective techniques to assure that its housing policies are implemented and administered.
7. A mix of low and moderate cost housing should be encouraged, but an undue concentration in any area should be avoided.
8. That medium density residential be located away from activities which generate heavy traffic and are otherwise incompatible with living areas.
9. That medium density residential areas be located with reference to shopping and other public and private services and be provided with good access to centers of employment.
10. That planned developments and duplexes be included in medium density residential areas provided the density does not exceed 10 units per gross acre.
11. That high density residential areas be located in such a manner as to be provided with good access to arterial streets, shopping facilities, schools, and major employment centers.
12. That high density development be located so that traffic generated by the high density development will not be required to travel through areas of lesser density en route to principal community facilities.
13. That high density development be located in areas where municipal utility facilities economically can be provided at a level adequate to meet the demand for the concentrated service.
14. That the street pattern within the residential neighborhood permits convenient circulation and easy, safe access to neighborhood parks and schools.
15. That residential areas be developed in a manner that provides a healthful, aesthetically pleasing atmosphere, and in a manner that affords safe and convenient access to neighborhood commercial centers, schools, and other public facilities.
16. That certain non-residential uses be located within residential areas if careful control is exercised over their location and their relationship to abutting property.

Recommendations –

1. The City encourage development of residential units in an amount and variety sufficient to accommodate a wide range of taste and income levels.
2. The City work cooperatively with private developers and investors to solve the problem of development of suitable housing for low income levels.
3. The City protect residential property values from depreciating influences consistent with overall objectives of the Comprehensive Plan.
4. "Planned unit developments" and other innovative design and development techniques should be encouraged to provide freedom in land development and assist in achieving land use plan objectives.
5. The City should review and process applications promptly and expeditiously so as to not unnecessarily impede developmental processes.
6. Provision should be made for the satisfactory accommodation of off-site built housing within the City.

7. The Land Development Code should allow for the location of manufactured homes within the City on residential lots and manufactured homes in manufactured home parks, providing certain conditions are met as stipulated in the Land Development Code.
8. The Land Development Code should provide for the location of certain non-residential uses, subject to conditions that would serve to preserve the residential character of the neighborhood.
9. That high density residential areas be used as a transitional use between certain commercial areas and medium density residential uses.
10. High density areas be encouraged around existing and proposed major commercial areas and near the Eastern Oregon University campus.
11. The City's zoning ordinance should be revised to reflect the residential density established by the land use plan and more than 2 residential zones should be provided for.
12. Residential development in most of the City should be planned at a density of between 5 and 10 dwelling units per net acre.
13. Provisions for planned high density residential developments should be included in the zoning ordinance in the high density zone, to provide for greater freedom in development than that permitted by strict interpretation of the zoning ordinance requirements.
14. Ensure that residential development meets projected densities. Projected densities have been set low to correspond with recent development patterns, but the City should still examine measures to encourage residential densities to approach the maximum allowed in each zone.
15. Ensure that the R-3 zone does not develop with single-family units and that the R-2 zone does not develop with more than the assumed 60 percent of land devoted to single-family detached units. The assumptions of the number of multi-family and manufactured home units that could develop on vacant R-2 and R-3 zoned sites are dependent on the mix of land devoted to each housing type shown in Table V.3.
16. Rezone some R-2 land to R-3 to allow for additional multi-family units and manufactured home units, or take steps to encourage greater production of manufactured home parks and/or multi-family units on R-2-zoned land. Scenario B shows a shortfall of a total of 2.1 acres of land for multi-family development and 17.5 acres of land for manufactured home units.
17. Encourage the development of residential areas designed to attract higher-end residential uses as may be desired by "footloose" entrepreneurs, high-income retirees and others.
18. Conduct a study to determine feasibility of adding large sites to the Urban Growth Boundary for industrial and commercial uses under Scenario A. The first phase of this study should be a Target Industries Analysis.
19. If large-lot commercial or industrial lands can be justified after further study, said lands shall be protected by large-lot zoning to ensure that such lands are not subdivided down to sizes that preclude the type of land uses being sought.

20. Upon acceptance of the one percent (1%) growth rate by the Office of Economic Analysis, add land to the Urban Growth Boundary or convert other lands for commercial uses. The new land areas should allow for large-scale commercial development.
21. Upon acceptance of the one percent (1%) growth rate by the Office of Economic Analysis, add land to the Urban Growth Boundary or convert other lands for industrial uses. The new land areas should allow for large-scale industrial development.





## **Statewide Planning Goal 11 - Public Facilities and Services**

### **I. Introduction**

The City of La Grande's Public Facilities Plan presents and directs the management of existing public facilities, as well as the design and implementation of future public facilities for the 20 year planning period. This Public Facilities Plan constitutes the public facilities and services element of the City of La Grande's Comprehensive Plan, and satisfies the requirements of Statewide Planning Goal 11 Public Facilities and Services.

The City of La Grande is located in northeastern Oregon's Union County, near the Umatilla National Forest and at the western entrance to the Grande Ronde Valley. The La Grande area is known for its striking landscape and outdoor recreational opportunities. According to the year 2000 Portland State University (PSU) estimate, the City has a population of 13,015, 14,015 including the City's Urban Growth Boundary (UGB). The facilities outlined in the Master Plan have been designed to be consistent with the population forecasts in the City's Comprehensive Plan. While La Grande is a close knit community, the City also has close ties with nearby Island City, which abuts La Grande's UGB. Located on Interstate 84, approximately 55 miles southeast of Pendleton, Oregon and 44 miles northwest of Baker City, Oregon, the City provides a variety of shopping, residential, recreational and employment opportunities within its Urban Growth Boundary and for residents of the surrounding area. Eastern Oregon University, one of eight public, four year colleges and universities in Oregon, is located in La Grande. The majority of non-agricultural jobs are concentrated in the industrial/manufacturing sector, the wholesale and retail sector, and the service sector. The rate of unemployment in La Grande is relatively low, thereby contributing to the area's stable economy.

#### **A. Sources of Information**

The sources of information that were used in this Public Facilities Plan include: The City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande, Anderson Perry & Associates, Inc.; City of La Grande, Oregon 1998 Water System Master Plan, Anderson Perry & Associates, Inc.; City of La Grande 1983 (1999 revised) Comprehensive Plan; The September 1999 La Grande/Island City Transportation System Plan by McKeever/Morris, Inc., and David Evans and Associates, Inc.; The City of La Grande, Oregon 1998 Surface Water Management Plan by Anderson Perry & Associates, Inc.; The City of La Grande, Oregon 1998 Wastewater Facilities Plan by Anderson Perry & Associates, Inc.; La Grande Storm Sewer System Development Charge, Ordinance Number 2974, Series 2001; La Grande Ordinance 2708, Series 1985; La Grande Resolution Number 4155, Series 1992; La Grande Resolution Number 4356, Series 2000; La Grande Resolution Number 4339, Series 2000; La Grande Resolution Number 4338, Series 2000; The Department of Land Conservation and Development's (DLCD) Oregon Administrative Rules Chapter 660 Compilation, 1998 Edition; and Oregon's Statewide Planning Goals & Guidelines, 1995 Edition.

#### **B. Policy Statements**

In the Statewide Planning Goals for the State of Oregon, the purpose of Goal 11 Public Facilities and Services is to "plan and develop a timely, orderly and efficient arrangement of

public facilities and services to serve as a framework for urban and rural development.” The Public Facilities Plan complies with Statewide Planning Goal 11.

In Division 11, Public Facilities Planning, of DLCD’s Oregon Administrative Rules Chapter 600, 1998 Edition, a “Public Facilities Plan” is described as being a “support document or documents to a comprehensive plan. The public facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans within an urban growth boundary containing a population greater than 2,500. Certain elements of the Public Facility Plan shall be adopted as part of the comprehensive plan as specified in OAR 660-11-045.” Please refer to Section 660-11-0005 of DLCD’s Oregon Administrative Rules Chapter 600, 1998 Edition, for definitions (2) through (10) of the required systems and terms for a public facilities plan. Section 660-11-0010 of the same State of Oregon document lists the required items that must be included in a Public Facilities Plan.

The following are a list of policies to be incorporated into the City’s Comprehensive Plan.

1. The City of La Grande will continue to provide and maintain urban services (water, sewer, storm drainage, services and transportation infrastructure) to residential, commercial and industrial lands within the City’s Urban Growth Area prior to or concurrent with development and following annexation.
2. The City will require urban development to be served by urban services.
3. That the capacity for supplying sewer and water service not be so committed to development outside the City Limits that development within the City Limits is limited.
4. That municipal services will not be planned for nor provided outside of the Urban Growth Boundary (UGB) with the following exceptions: 1) The industrial park northeast of Island City; 2) Land designed for industrial uses near the La Grande Airport; and 3) Water or sewer services provided by agreement with the City of Island City or the Island City Area Sanitation District.
5. The City will prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.
6. That underground installation of utilities be encouraged on all new development.
7. The City will coordinate the extension of public services with other service providers, including Union County, La Grande School District 1 and other utility service providers.
8. The City will ensure that no new wastewater facilities, included constructed wetlands, will be located within a 5,000 lineal foot radius of the Union County Airport or within 10,000 lineal feet unless the appropriate bird strike hazard study is completed and approved.
9. The City will adopt, periodically review and update long range master plans for its water, sewer, storm drainage and transportation systems.
10. The City will comply with state and federal regulations for utility systems.

11. That the cost for public services and street improvements for land being converted to urban uses be borne by the developer.
12. The City will monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.
13. The City will establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.
14. The City will maintain a 5 year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.
15. The City will protect its water supply by: establishing wellhead protection measures; working with landowners and managers for protection of water sources; adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage and transportation infrastructure.
16. The City will establish standards for storm drainage detention and management facilities and encourage wherever feasible natural storm drainage management techniques, such as detention basins, landscaping, retention ponds and natural drainage ways.
17. The City will take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.
18. The City shall continue to regulate solid waste removal in the La Grande area through franchise agreement.
19. The City shall cooperate and facilitate the operation of a landfill site for solid waste as necessary with Union County and the landfill operator.
20. The City will cooperate with the Oregon Department of Transportation in implementing its improvement program.
21. In order to comply with the 1999 Oregon Highway Plan, the City will apply the Access Management Standards as presented in Appendix C to its transportation system wherever necessary.
22. The City will comply with Policy 1F, Highway Mobility Standards, of the 1999 Oregon Highway Plan which states: "It is the policy of the State of Oregon to use highway mobility standards to maintain acceptable and reliable levels of mobility on the state highway system. These standards shall be used for: Identifying state highway mobility performance expectations for planning and plan implementation; Evaluating the impacts on the state highways of amendments to transportation plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-060); and Guiding operations decisions such as managing access and traffic control systems to maintain acceptable highway performance.
23. The City of La Grande supports the operation and development of the La Grande – Union County Airport as set forth in the Airport Master Plan Update of July, 1998. Should the La Grande Urban Growth Boundary be expanded in the future to territory beneath the

Airport's imaginary surfaces, the City will take steps to comply with OAR 660, Division 13 (Airport Planning).

24. The City shall require all new industrial users to submit projections for water demands and flow, and wastewater demands, flows, and strengths. The City will evaluate the projections to determine if the industrial use proposes to use large quantities of water, to generate large quantities of wastewater, and/or to generate high strength wastewater. The City will require a detailed analysis if the water projections or wastewater projections exceed the assumptions set forth in the "2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande" by more than 50 percent, or if the projected wastewater strengths exceed the discharge strengths set forth in the current "La Grande Sewer Service Rate Ordinance."

#### C. Service Agreements

The City of La Grande provides cost efficient sewer and water service to its residents, and maintains several service agreements with neighboring areas and businesses. For disposal of the City's solid waste, La Grande has a franchise with City Garbage Collectors for both residential and commercial operations. Both the City and the franchise holders operate within Union County's Solid Waste Service District. The present sanitary sewer collection system serves the entire City and UGB, as well as the Island City Area Sanitation District (ICASD). Treatment of the ICASD sewage is provided at the City of La Grande's upgraded Wastewater Treatment Plant by way of agreement which establishes treatment rates and flows, or approximately 10 percent of the total operating costs. In addition, while the City provides water service for community members inside the City Limits and UGB, it also serves the Baum Industrial Park and the Airport Industrial Park. The City receives its electric service from the Oregon Trail Electric Cooperative. All Urban Service Agreements with the aforementioned municipalities were recently reviewed and it was therefore concluded that there is no need to revise or change the agreements at this time.

## II Water System

#### A. Sources

The City's existing water supply system consists of five wells: two basalt wells and three alluvial wells. The water from the five wells is described as being of good quality, although taste and odor problems have been repeatedly reported as occurring in the distribution system. The problems with the taste and odor of the water may be caused by bacteriological growth within the distribution system; however, these claims have not been scientifically substantiated. La Grande's water supply includes the following sources and areas to which the City holds the water rights.

Beaver Creek Watershed. In the Fall of 1992, the Beaver Creek Watershed water supply was placed into a reserved status after completion of the La Grande Twelfth Street Well pumping station. The reason for placing the Beaver Creek Watershed in reserve status was to bring it into compliance with the Safe Drinking Water Act, which requires this water supply source to have some type of filtration system prior to being incorporated into the jurisdiction's water system. The City of La Grande has entered into an agreement with the U.S. Forest Service concerning the Beaver Creek Watershed and its reserved status. Since 1992, the City has occasionally utilized the reserved watershed for the purpose of running a slow sand

filter pilot study, as well as for other related demonstrations. According to the City's 1998 Water System Master Plan, the City has proceeded to maintain and protect its physical improvements in the watershed. Continued debate concerning the watershed has occurred as the U.S. Forest Service has developed its comprehensive plan for the watershed considering fire suppression and logging in the watershed. As a result, there will be ongoing discussions as protection and use of the watershed is further reviewed.

**Wells.** The City's present water supply consists of five (5) operational wells. Two (2) of these wells are comprised of deep basalt and are known as the Second Street and "H" Avenue Well, and the Twelfth Street Well. The other three (3) wells are alluvial wells and are known as the Gekeler Well, the Island City Well and the Highway 30 Well. Please refer to Figure U8-2 in the 1998 Master Plan Update for the location of these wells. As mentioned above, the water quality of the wells has typically been described as good.

- **Second Street and "H" Avenue Well.** This Well has been a primary water source for the City since 1984 when it was placed into operation. When the Well was placed into operation in 1984, it had a shut-in artesian pressure of 72 psi and an artesian flow of approximately 2,000 gallons per minute. As the water has gradually been withdrawn from the Well, the shut-in pressure of the Well has decreased, thereby reducing the flow from the Well. In 1997, the shut-in pressure from the Well dropped to 29 psi, and rose slightly to 31 psi in 2001. This is an indication that the static water level may be stabilizing. However, it is much too early to determine whether this trend will continue. It was concluded in the 1998 Water System Master Plan that continued reliance on this Well as a primary water source cannot proceed, as water is being removed from the aquifer at a greater rate than it is being replenished. Therefore, it has since been recommended that the City limit its use of this well and establish a withdrawal rate that can be sustained by natural recharge of the aquifer.
- **Twelfth Street Well.** Constructed in 1991, this Well is located to the west of Twelfth Street and north of Gekeler Lane. The Twelfth Street Well has a depth of 2,436 feet and is constructed in the deep basalt aquifer that lies underneath the City. At the time the Well was constructed it had an artesian flow of 2,600 gallons per minute and a shut-in pressure of 72½ psi. The overall quality of the water is very good; however, there have been instances when a hydrogen sulfide odor is detectable. The Well has been used as a primary water supply source since it became operational in 1992. The Twelfth Street Well has experienced a moderate decline in the artesian shut-in pressure, similar to that observed in the Second Street and "H" Avenue Well. In 1997 the Well's shut-in pressure changed from 72½ psi to 53 psi; a year later the recorded shut-in pressure was 55 psi. It is too early to determine if the static water level will stabilize near 48 psi or continue to decline.

While the decline in the shut-in pressure of the Twelfth Street Well is not as dramatic as the one observed in the Second Street and "H" Avenue Well, it is clear that continued reliance on these two basalt wells as primary water supply sources for the City is not possible due to the fact that the water being removed from the aquifer is occurring at a faster rate than it is being replaced.

- **Gekeler Well.** This Well has a pumping capacity of approximately 1,350 gallons per minute with good water quality.

- Island City Well. The Island City Well is an alluvial well and has a pumping capacity of approximately 1,400 gallons per minute. Although this Well is reliable, it creates water quality problems when it is turned off for extended periods of time. When the Well is fully operational, water quality problems do not exist.
- Highway 30 Well. The Highway 30 Well and pump station was completed and brought on-line in the Fall of 2000. It is a 550 foot deep alluvial well, equipped with a 250 Hp pump and motor which produces 1,850 GPM. A 12" transmission line connects this Well to the 16" transmission line, which is located along Highway 30. The City reports that the water quality from this Well is good.
- Other Wells. "As outlined in the 1990 Master Plan (City of La Grande), there are two (2) other City-owned basalt wells located near the City Shops. The status of these wells is the same as existed in the 1990 Master Plan. These wells have not been utilized for a number of years. Additionally, Railroad Well Number 2, which was once used by the City, is currently not available to the City because the Union Pacific Railroad now has full jurisdiction over this well." (1998 City of La Grande Water System Master Plan, Anderson Perry & Associates)

#### B. Disinfection System

In 1995, the City installed hypochlorinators on each of the water sources and at the booster pump station which pumps up to the 8 MG reservoir, in order to maintain a chlorine residual within the distribution system. A process of chlorination has also been utilized in order to help reduce the periodic bacterial problems in the distribution system and to minimize water quality complaints among system users. Water quality tests from each of the wells have not revealed any water quality problems from the actual water sources.

#### C. Storage System

There are three reservoirs located in various parts of La Grande that provide storage for the City's water; two are currently operational, while the remaining reservoir is not in use at the present time. The two reservoirs that are currently being used are: the 8 MG high level reservoir, constructed in 1968, and the 3.5 MG low level reservoir, constructed in the 1930s. The third reservoir, which is presently not in use, is a 0.5 MG underground tank that is located in the City's Public Works shop facility.

**High Level Reservoir.** The high level reservoir has a capacity of 8 million gallons, thereby allowing it to serve as the City's major storage reservoir. In the 1990 City of La Grande Water System Master Plan, the City Staff reported this reservoir as being in excellent condition and requiring only periodic cleaning on the maintenance schedule. The high level 8 MG reservoir was ideally located when the City was using the Beaver Creek water supply system. However, since the watershed has been put in reserve status, the 8 MG reservoir piping has been reconfigured in order to receive all of its water from two 1,000 gpm booster pumps located at the 3.5 MG reservoir. The 8 MG reservoir is situated at a relatively high elevation, thereby requiring excessive electrical energy to operate the pumps in order to get the well water into the reservoir. When water flows out of the 8 MG reservoir a large amount of energy is wasted through the pressure reducing stations. This wasted energy certainly contributes to higher than desirable operating costs. Yet, the 8 MG reservoir is very important to the City's water system as it provides the majority of the emergency and fire

storage for the system. In addition, the 8 MG reservoir supplies water to the system's high level distribution zones through pressure reducing valves.

**3.5 MG Reservoir.** According to the 1990 City of La Grande Water System Master Plan, the City Staff notes that this reservoir is in good condition and should not require major repairs/maintenance in the near future. The City Staff also reported several small cracks in the floor slab of the reservoir, although these repairs are easily managed and inexpensive. A 12" diameter outlet line from the 8 MG high level reservoir feeds into a high level distribution system. Water is supplied to the Low Level Distribution System piping from the 3.5 MG reservoir through an 18" transmission line and from the City Wells. The 3.5 MG reservoir can also be filled directly with water from the Second Street and "H" Street Well via a 14" transmission line. The Twelfth Street Well, Gekeler Well, Highway 30 Well and Island City Well pump into the distribution system and when demands are less than the supply, the excess water flows into the 3.5 MG reservoir.

**0.5 MG Reservoir.** This reservoir is an underground, covered, reinforced concrete storage facility located by the City Shops. The 0.5 MG reservoir is currently not in use, and reported to be in fair condition. The 1990 City Staff reported the reservoir as displaying cracks in the concrete, but not to the extent that they pose any major problem. In the past, water from City Well Number 2 and Railroad Well Number 2 supplied water to the 0.5 MG. The water from this reservoir was then "boosted" into the distribution system by booster pumps located at the City Shops. The 0.5 MG reservoir did not greatly enhance the storage system and primarily served as a wet well for the booster pumps.

#### D. Pumping System

The City's current pump system consists of a main booster pump station located at the 3.5 MG reservoir and several pumps located at the wells. There are two 1,000 gpm booster pumps located at the 3.5 MG reservoir. These booster pumps draw from the 3.5 MG low level reservoir and move the water up to the high level 8MG reservoir. The 8 MG reservoir provides gravity flow to two high level distribution systems. The water level in the 8 MG reservoir is maintained at 20 to 30 feet for summertime operation, and at 12 to 20 feet for wintertime operation. The elevation of the 8 MG reservoir is 3,400 ft. Consequently, water coming from the 8 MG reservoir must be reduced in pressure before it can be used in any of the City's three distribution pressure zones. This is accomplished when the water flows through a series of pressure reducing valves located at the 3.5 MG reservoir, the Highlands Hills pressure reducing station and at the Second Street pressure reducing station.

The water level in the 8 MG reservoir is maintained by booster pumps located at the 3.5 MG reservoir. If the water level in the 8 MG reservoir drops to a preset point, the booster pumps will start based upon preset start/stop points at the SCADA master control panel. The booster pumps move water from the 3.5 MG reservoir up to the 8 MG reservoir. The water level in the 3.5 MG reservoir is maintained by pump stations from the various wells. The well pumps operate based upon start/stop points at the SCADA master control panel.

#### E. Distribution System

La Grande's water distribution system consists of approximately 65 miles of distribution line and is generally in a state of good condition. At the present time, minor repairs are being made to the distribution system in terms of replacing deteriorated lines and looping dead end lines. In order to finance the necessary maintenance and repairs made to the distribution

system, the City annually budgets for maintenance, replacement and upgrading the distribution system. The operation of each pressure zone is briefly discussed in the text below.

- The High Level System is located along the western edge of the City and contains approximately five miles of piping. Water for the High Level Distribution System flows by way of gravity through a 12" diameter pipe, from the 8 MG reservoir to the control building located beside the 3.5 MG reservoir. At the control building it flows through pressure reducing valves, then to the Second Street pressure reducing station and then into the High Level Distribution System. Approximately 10 to 12 percent of the total water volume is used in this distribution system. Under the present conditions, the current and projected future demands are able to be accommodated by this distribution system. The City recently constructed a high level booster pump system on Second Street that will increase available fire flows to all areas in the High Level System. Table II.1 lists additional improvements to the High Level System that will be needed to serve lands in the Urban Growth Boundary as development occurs. There are several dead-end pipelines in the system that should be cross-connected or looped as development occurs in order to provide increased pressure and flows. The pipeline distribution grid needs to be extended at the north end of the High Level System to serve future development. The basic pipeline grid is expected to cost \$200,000 to \$275,000. Please refer to the 1990 City of La Grande Water System Master Plan.
- The Highland Hills System serves as a second high pressure system located just south of Gekeler Lane and east of Twelfth Street. This system is indirectly supplied by the 8 MG reservoir through pressure reducing valves located at the 3.5 MG reservoir and the Second Street pressure reducing station. The third and final pressure reducing station that serves this pressure zone is located at Gekeler Lane and Twelfth Street. This system can provide service up to an elevation of 2,900 feet. According to the 1998 Water System Master Plan, if development were to occur in the Highland Hills System area at elevations higher than 2,900 feet, improvements to the water system would be required. These improvements could include: a booster pump station, a reservoir located at the proper elevation, extended piping from either the Second Street pressure reducing station or the 3.5 MG pressure reducing station. The improvements are estimated to cost \$550,000 to \$700,000, depending on the type of system selected to serve the area.
- The Low Level System provides water service for approximately 80 percent of the City's population over 58 miles of piping. These figures account for nearly 88 percent of the City's total water demand. The service elevations for the system are between 2,700' and 2,850'. The water for the system is supplied from the 3.5 MG reservoir through an 18" line. With regards to the system's ability to meet present and future average and peak day demands, it has been determined that the system can readily meet these conditions. In response to recommendations that were made in the 1990 Water System Master Plan, improvements have been made to the system including water line loops and upgrades, which have subsequently earned the system a "good" rating. A major change in the service area of the Low Level System has been the addition of a 16" water transmission line that provides service to the La Grande/Union County Airport and Industrial Park Areas.



#### F. Fire Protection

According to the City's Comprehensive Plan, fire protection should be provided to all new development within the City's UGB. The La Grande Rural Fire Department is the primary fire service provider for most areas within the City's UGB. For those areas not protected by the La Grande Rural Fire District, the City of La Grande Fire Department will provide fire protection. A Fire Protection Agreement between the property owner and the City of La Grande shall be required. The Fire Protection Agreement shall provide for annual payment for services by the La Grande Fire Department. If City water lines are unavailable to serve the development, a La Grande Fire Department approved on-site water storage system shall be required in order to provide a water supply for fire protection.

#### G. Master Plan

Based on the population projections for the year 2020, the City of La Grande will need an additional water supply in order to meet the future demands of its citizens. The City's current peak demands are the same as the City's total supply capacity. In the 1998 Water System Master Plan, the City was advised to seek out additional water sources, despite the City's current ownership of all the water rights for its primary water sources. Therefore, it has been recommended that the City develop alluvial wells in the eastern portion of La Grande by 1999. The City recently constructed a new well and pump station at Location "A", as recommended in the 1998 Master Plan. This location is referred to as the Highway 30 Well. For more information on Well A, please refer to the 1998 Water System Master Plan, Chapter 8, Figure U8-2. A second alluvial well has also been recommended for the two to five year construction period after the installation of Well A.

In addition, the City still possesses the water rights to the Beaver Creek Watershed water supply, although it is currently not being used. As a protective measure, it has been suggested that the City determine that its water rights to the Watershed are properly established. This supply can be activated when the system becomes cost effective. In order for the Beaver Creek Watershed to be utilized by the City, State and Federal requirements dictate that a water treatment plant must first be constructed. Before the surface water from the Beaver Creek Watershed can be distributed it must be treated. It is also recommended that the City obtain additional water rights to the Grande Ronde River, so as to ensure an adequate water supply for future water demands.

As noted in the 1990 and 1998 Water System Master Plans, the City has adequate storage facilities that are in good condition and will require only regular cleanings and basic maintenance. Anderson Perry & Associates have identified a potential need for additional storage in the future: a possible reservoir on the north end of the High Level System; a possible reservoir for a prospective low-low level system; and a possible reservoir in the southern portion of the City to provide service to a new pressure zone, which will serve the higher elevation areas where development is expected to occur.

The City's Distribution System has been identified as an area that requires varying degrees of improvement. The needs of the system have been identified and separated into three categories: general Low Level Distribution System upgrades, new well distribution system improvements, and the High Level System booster pumping station. For more information on the general Low Level Distribution System improvements, please refer to Chapter 6 of the 1998 Water System Master Plan.

#### H. Planned Improvements

In terms of priority during the short term planning period, several specific recommendations have been made to the City regarding improvements to the water system. As an additional water supply was determined to be immediately necessary for the City, Well A (Highway 30 Well) was constructed by the City and is fully operational. In addition to the development of Well A, a High Level Booster Pumping Station has also been constructed per the recommendation of the 1998 Water System Master Plan. The booster pumping station will enable the High Level Distribution System to provide adequate fire flows and to ensure minimum water pressures and supply to area customers. However, as the new Well A does not fulfill the City's total water needs, a second well, Well B, has been proposed for construction within the next two to five years.

A third priority improvement that was recommended by the 1998 Master Plan, involves the City's distribution system. The plan would make additions to the distribution system piping located throughout the City as it becomes financially feasible.

According to the 1998 Master Plan, the Low Level Distribution System will require major improvements during the short term planning period. These improvements will be made specifically to the primary grid system in the eastern portion of the City, in order to accommodate the future water supply sources east of La Grande. Please refer to Chapter 6 of the 1998 Water System Master Plan for a complete list of the recommended improvements to the primary grid system. These improvements are estimated to cost between \$1,000,000 and \$1,500,000, and need to be completed prior to the construction of the scheduled Well B.

During the 20 year planning period the need for an additional well, Well C, has been determined and is scheduled to be located at the La Grande Airport. The need for a third well has been forecasted in conjunction with the need to create a new distribution system called the Low-Low Level System. Ideally this system would include primary distribution lines, a low-low level reservoir to be constructed south of the City, and a booster pumping station which would allow the flow to be pumped from the Low-Low Level System into the existing Low Level System.

It is important to mention in this section the 27 item list of Water System Needs as presented in the 1990 Water System Master Plan. According to the 1998 Water System Master Plan, the 1990 list is still applicable despite the completion of several of the items and the partial completion of others. Please refer to Chapter 10 of the 1990 City of La Grande Water System Master Plan in order to view the complete list of Water System Needs.

For more information on the City of La Grande's water system and short term water projects' location, please refer to Appendix Exhibits A-1, Water System Improvements (Figure U6-2); A-2, Existing and Future High Level Distribution Systems (Figure U6-1); and A-3, Possible Low-Low Level Distribution System (Figure U6-3).

#### I. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The existing water system has sufficient water supply and storage capacity to service the UGB expansion area. For more information, refer to the "City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande."

**Table II.1 Recommended City of La Grande Water System Improvements**

<b>System Need</b>	<b>Description and Location of Improvement</b>	<b>Priority Rating/Status</b>	<b>1998 Estimated Cost</b>	<b>Estimated Construction Period</b>	<b>Responsible</b>
<b>Water Supply</b>					
1	Second New Well and Pumping Station (Well B)	3	\$1,016,000 (1)	2001 – 2004	City
2	Third New Well and Pumping Station (Well C)	5	\$1,016,000 (1)	2010 – 2020	City
<b>Storage</b>					
1	Low-Low Level Storage Reservoir	5	\$300,000 (1)	2010 – 2020	City
<b>Distribution System</b>					
1	“K” Avenue – Second Street to Sunset Drive Water Line	2	\$115,000 (1)	2000 – 2002	City
2	Alder Street – “K” Avenue to Adams Avenue Water Line	3	\$260,000 (1)	2002 – 2005	City
3	Additional Fire Hydrants	3	\$35,000 (1)	Ongoing	City
4	Willow Street – Jackson Avenue to “X” Avenue and “X” Avenue – Spruce Street to Willow Street Water Line	4	\$180,000 (1)	2000 – 2005	City
5	Loop north end pipes on Greenwood, Fir and Depot Streets	4	\$45,000 (1)	2000 – 2005	City
6	Cove Avenue from Twenty-First Street to Progress Loop	2	\$35,000 (1)	2000 – 2002	City
7	Fire Hydrant Upgrades	3	\$60,000 (1)	Ongoing	City
8	New Well Distribution System Improvements	3	\$1,000,000 - \$1,500,000	2001 – 2004	City
9	Low-Low Level Distribution System and Booster Station	5	Unknown	2010 – 2020	City
10	North End High Level Grid	4	\$200,000 - \$275,000	2005 – 2020	City/Developers
11	Highland Hills System Grid	4	\$550,000 - \$700,000	2000 – 2020	City/Developers
<b>TOTAL</b>			<b>\$4,812,000 - \$5,537,000</b>		

(1) Constructed as a special Capital Project.

(2) Constructed as an annual Capital Outlay Project.

### III. Wastewater

The focus of the 1998 Wastewater Facilities Plan for the City results from the City's desire to make improvements to the existing wastewater system in order to comply with the National Pollution Discharge Elimination System (NPDES) permit to operate a wastewater treatment system, and to accommodate the projected population growth for the City through the 20 year planning period. Note that all of the following information is based on the 20 year planning period, as established in the 1998 Wastewater Facilities Plan. The Plan contains population projections for both La Grande and Island City. The Island City population projections are considered because the City transports its wastewater to the La Grande Wastewater Treatment Plant. A combined estimation of 21,740 for both communities was used as a target population for the 1998 Wastewater Plan.

#### A. Treatment Facilities System

The City of La Grande operates and maintains a wastewater treatment plant with secondary and tertiary treatment. Wastewater flows from the City's 27" trunk line via gravity to the treatment plant headworks. There are four influent pumps at the treatment plant headworks: two are located in the original 1963 pump station and have individual capacities of 3.7 MGD; and the other two are located in the 1979 pump station and have separate capacities of 2.2 MGD.

From the headworks, the incoming wastewater is pumped to the treatment lagoon system, which includes a 3.5 acre pre-aeration cell and two non-aerated stabilization ponds that total 97 acres in size. The original treatment lagoons were constructed in 1963, with improvements being completed in 1970 and 1979 and the finished product being the City's present system.

In the treatment lagoons, the incoming wastewater receives treatment in the pre-aeration cell and in the stabilization ponds. The pond effluent then flows by gravity to the treatment facility, which houses chemical addition facilities, namely the flocculation basin, and dissolved air floatation basins. The chemicals are added to the effluent for the purpose of coagulating the suspended solids, particularly algae. Prior to the introduction of the wastewater into the dissolved air floatation basins it is disinfected through a process of chlorination. The next stage in the process involves the introduction of fine bubbles into the dissolved air floatation basins, which attach to the flocculated material and cause it to rise to the surface where it is then removed. Finally, the effluent from the dissolved air floatation basins flows by gravity to the effluent pumping station. For more information on the treatment facility process and system, please refer to Chapter 3 of the 1998 Wastewater Facilities Plan.

The majority of the City's treated wastewater is pumped five miles to the north to the discharge point located at the Grande Ronde River. Water is not pumped into the Grande Ronde River year round. During the summer months, a portion of the treated wastewater is used to fill approximately 50 acres of Oregon Department of Fish and Wildlife (ODF&W) wetland areas. A share of the City's treated wastewater is also used for irrigation purposes on a variety of crops that the ODF&W produces in order to provide wildlife and waterfowl habitat.

## B. Primary Collection System

The wastewater collection system for the City contains segments that are over 85 years old, and are primarily located between “L” Avenue and “Y” Avenue west of Spruce Street. The segments of the system north of “Y” Avenue and south of “L” Avenue are approximately 50 years old. The newer portions of the system lie in the east and southeast sections of the City. The newer portions of the collection system are approximately 40 years old. The majority of the City’s collection system piping lies in the public right-of-way, such as in streets and alleys; easements have been obtained where necessary. Service to private homes lie partially on private property and connect to the City’s collection system through manufactured tees and wyes, that have been either installed at the original time of construction or through field constructed taps which have been added as the need arises.

Due to the considerable age of portions of the City’s wastewater collection system, problems often occur concerning considerable infiltration and inflow (I/I) in the system caused by high groundwater and storm events. The result of these high water events is high flows into the treatment lagoons, which creates operational problems, inefficient treatment, and, in extreme high water events, the bypassing of raw or partially treated sewage to Gekeler Slough. The problem with I/I is thereby extended to other portions of the collection system, which makes effective removal costly and difficult.

The City’s collection system is distributed among 10 basins located throughout the City. The function of the basin designations is to “identify, monitor and describe areas of the collection system for flow monitoring, field work and presentation purposes.

The flow of the collection system functions mainly by gravity, however, due to the variation in the elevations of the City, six pump stations, two pumps per station, are used in order to overcome the differences in grade.

- Pump Station Number 1 is located in Basin VIII on South Twenty-Sixth Street, north of Buchanan Lane near Interstate 84. Pump Station Number 1 receives flow by gravity through 6,000 feet of upstream piping.
- Pump Station Number 2 is located near the intersection of North Cherry Street and “U” Avenue. Pump Station Number 2 receives flow by gravity through 5,500 feet of upstream piping.
- Pump Station Number 3 is located at the beginning of Basin VIII, near the intersection of East “H” Avenue and Highway 30. The flow for Pump Station Number 3 is derived from Pump Station Number 1 and all of the sources within Basin VIII, most of which are residential. In addition, Pump Station Number 3 also receives wastewater flow from the La Grande downtown and other small businesses in the area.
- Pump Station Number 4 is located on North Depot Street. This pump station is considered to be a “lift station”, and receives a minimal amount of flow from several residences, which it then discharges to a nearby manhole where the flow is then moved by gravity to the treatment plant.

The final two pump stations are located at the La Grande/Union County Airport Industrial site.

- The first pump station is located on the western segment of the Smith Loop, approximately 800 feet to the north of Airport Lane. This pump station, constructed during Phase I of the Airport Industrial Park Infrastructure Improvements during 1991, collects wastewater via a 2,500 foot, 8" pipe gravity collection system.
- The second pump station was constructed during Phase II of the Airport Industrial Park Infrastructure Improvements (1998), and is located at the intersection of the Forest Service Driveway and Airport Lane. This pump station collects wastewater from a gravity collection system through a 1,500 foot, 8" pipe.

For more information on the six pump stations, please refer to Chapter 3 of the 1998 Wastewater Facilities Plan.

With regards to the collection system of the City of La Grande, Island City and the Island City Area Sanitation District (ICASD) must also be mentioned and included in this section. The ICASD serves the residential and commercial areas within and near Island City and the Baum Industrial Park. The wastewater collected by the ICASD is subsequently discharged to La Grande's main trunk line, located near the intersection of McAlister Lane and Highway 30. The ICASD is solely responsible for the financing, operation and maintenance of their collection system. This information is presented only for the purpose of context and its relationship to the La Grande wastewater collection system.

#### C. Master Plan

In the 1998 Wastewater Facilities Plan, it was recommended that the City make significant improvements to the existing collection system. The existing collection system needs immediate replacement and/or repair in order to operate properly and consistently. The reported main system deficiency concerns the inadequate capacity of the main trunk line to handle peak flow events. For the purpose of clarification in this Public Facilities Plan, the main trunk line is the 27" diameter pipeline that extends from the intersection of Gekeler Lane and Highway 30 to the wastewater treatment plant. In addition, most of the City's collection system lines are degraded and leak.

In the year 2000, an Addendum was added to the 1998 Wastewater Facilities Plan in response to difficulties with the original, proposed treatment system improvements. These issues prompted a re-evaluation of the recommended improvements, which in turn produced six new alternatives for development. Included in these six alternatives was the assumption that the general treatment improvements, as outlined in the Wastewater Facilities Plan, would be applied to all six of the alternatives with minor variations as they relate to the various treatment systems. From these six alternatives the La Grande City Council selected Alternative 1, Aerated Lagoons and Wetland Disposal. For more information on the proposed six alternatives, please refer to the year 2000 Addendum to the 1998 Wastewater Facilities Plan.

As mentioned above, recommendations for several general improvements to the City's wastewater system were also included in Alternative 1, Aerated Lagoons and Wetland Disposal. These improvements include: Trunk Line Improvements; New Headworks Facility; Influent Pump Station Improvements; Lagoon Biosolids Dredging; Alum-Algae Biosolids Disposal Improvements; and Treatment Plant Building Improvements. These improvements

are scheduled for completion in December 2002. The collection system improvements will occur annually, on a budget of \$500,000 to \$600,000 per year for the next 40 years.

Included in the phases of Alternative 1, Aerated Lagoons and Wetland Disposal, is the investigation of the aerated lagoons in conjunction with the proposed general system improvements. Combined, these improvements will provide the necessary treatment capacity that is required in order to manage the biologic loadings that enter the treatment system. Another function of these concurrent improvements would be the system's ability to process through the lagoons and send for disposal the high flows that result from inflow and infiltration during intense rainfall and snow melt events, which in turn cause groundwater levels to rise.

After receiving biological treatment in the lagoons, the effluent will be discharged either into wetlands constructed by the Oregon Department of Fish & Wildlife (ODF&W), or into the Grande Ronde River for the flow rates and during the months in which such discharging is permitted. For the months when it is not permissible to discharge the effluent into the Grande Ronde River, the effluent will be released into the wetlands that have been created by ODF&W. A portion of the wetland disposal system will include the construction of approximately 52 acres of wetlands, on a 100 acre facility that is operated by the City of La Grande. According to the year 2000 Wastewater Addendum, the wetlands are required in order to obtain a three to six day detention time and disinfecting period prior to the release of the effluent into a facility with the potential for human contact. After the period of detention in the City constructed wetlands and disinfecting of the wetland effluent, the flows will be discharged into the ODF&W wetlands.

The implementation of Alternative 1 was originally proposed as being dependent on the completion of two items: a modification to the NPDES permit, which allows discharge into the ODF&W wetlands; and the development of a satisfactory agreement between the City and ODF&W. ODF&W has amply demonstrated that it is willing to work in agreement with the City and would like to use the effluent.

There are numerous advantages to implementing the improvements contained in Alternative 1. According to the year 2000 Wastewater Addendum, Alternative 1 will provide needed water to the ODF&W wetlands, as well as work in conjunction with the La Grande Airport's restrictions on the construction of "additional water impoundments within their restricted zone and will also help improve habitat migratory birds and effluent treatment above and beyond the traditional treatment required prior to discharge into the natural receiving systems".

For information on the construction schedule and cost estimates for Alternative 1, please refer to the following Table III.1.

#### D. Planned Improvements

As indicated on the following Table III.1, a series of improvements are scheduled to be made to the City's wastewater treatment system during the short term planning period, beginning in June of 2001. These improvements will include: improvements to the trunk line entering the treatment plant, new headworks facilities, influent pump station modifications, lagoon sludge removal, alum algae sludge disposal improvements, treatment plant building improvements, treatment plant piping improvements, and electrical control system improvements.

For the long-term, 20 year planning period, the City will budget \$500,000 to \$600,000 annually on collection system improvements to be made to the collection system over a 40 year period.

As stated in the above text, the current and future improvements to La Grande's wastewater treatment system and general system will enable the City to better accommodate the future needs of its residents, as well as those customers in Island City who receive service from ICASD.

For more information on the City of La Grande's wastewater system and short term projects' location, please refer to Appendix Exhibits A-4, Wastewater System Vicinity Map (Figure 1-2); and A-5, Existing Wastewater ICASD Collection System (Figure 3-1).

E. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The existing wastewater treatment plant has sufficient capacity to service the UGB Expansion and Exchange Area. For more information, refer to the "City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande."



**Table III.1 City of La Grande Wastewater System Improvements, Alternative 1**

<b>System Need</b>	<b>Description of Improvement</b>	<b>2000 Estimated Cost</b>	<b>Estimated Construction Period</b>	<b>Estimated Completion Date</b>	<b>Responsible</b>
<b>Wastewater</b>					
1	Outfall Line and Trunk Line	\$2,000,000	June 1, 2001	November 1, 2001	City
2	Outfall Highway and Railroad Boring	\$300,000	June 1, 2001	November 1, 2001	City
3	Wetland Construction	\$1,200,000	June 1, 2001	November 1, 2001	City
4	Lagoon Improvements: Pre-Aeration Cell and Pond A	\$2,300,000	June 1, 2001	November 1, 2001	City
5	Wetland Disinfection	\$1,300,000	April 15, 2002	November 1, 2001	City
6	Headworks	\$900,000	April 15, 2002	November 1, 2002	City
7	Treatment Plant Building	\$2,300,000	April 15, 2002	November 1, 2001	City
8	Lagoon Improvements: Pond B and Settling Ponds	\$1,700,000	June 1, 2002	November 1, 2002	City
	<b>Total</b>	<b>\$12,000,000</b>			

Source: City of La Grande, May 2001

#### IV. Stormwater

##### A. Stormwater Management

The City of La Grande manages stormwater through the use of drainage ditches, drainage canals, street drainage, catch basins, underground storm drain piping, and dry wells. The area west of the Union Pacific Railroad, which receives runoff from Deal Creek, Mill Creek, and Taylor Creek, utilizes drainage canals and underground piping for creek flows. The remaining runoff from the basin is transported to the drainage canals and underground piping via streets, catch basins, and drainage ditches. The combined runoff outfalls into Gekeler Slough, which eventually drains into Catherine Creek.

The area east of the Union Pacific Railroad develops runoff primarily from the developed and undeveloped land within the City limits. Drainage ditches and dry wells are used more predominantly within this area due to minimal ground slope. Some larger ditches occur at the downstream section of the basin which feeds into Gekeler Ditch. Eventually, this ditch drains into Catherine Creek.

##### B. Outfall Location

The area west of the Union Pacific Railroad outfalls into Gekeler Slough. This slough eventually drains into Catherine Creek. Although the majority of the area east of the Union Pacific Railroad utilizes dry wells, any runoff that does accumulate and flows downstream will outfall into Gekeler Ditch. Gekeler Ditch eventually drains into Catherine Creek.

##### C. Master Plan

The City of La Grande is in the process of developing a Stormwater Management Plan. This Management Plan is divided into six phases. Phase I addresses City-wide hydrology and water quality issues. Phase II addresses lower Mill Creek, Taylor Creek, and Gekeler Slough hydraulic capacity. Phase III addresses upper Deal Creek and upper Mill Creek hydraulic capacity. Northeast La Grande hydraulic analysis is addressed in Phase IV. Northwest La Grande hydraulic analysis is addressed in Phase V and Phase VI is a summary of the completed plan.

In 1998, Phase I and Phase II were completed. Major points of interest include the water quality analysis performed, the water quality standards developed, and the hydraulic improvements proposed for lower Mill Creek, Taylor Creek, and Gekeler Slough (Alternative D). Alternative D hydraulic improvements include improving the hydraulic capacities of both Taylor Creek and Lower Mill Creek drainage to contain the 100-year flood event and diverting these flows away from the Gekeler Slough using the new Taylor Creek/Gekeler Slough Bypass. Additionally, stormwater conveyed within Gekeler Slough, upstream of Twentieth Street, will be diverted into the Taylor Creek/Gekeler Slough Bypass. The Taylor Creek/Gekeler Slough Bypass will be constructed along the east side of Foothill Road proceeding northeasterly back to the original course of drainage, downstream of the Forest Service Complex, and adjacent to Highway 30. At this confluence, an approximate 60-acre detention facility is proposed to reduce the peak flow rate conveyed downstream.

#### D. Planned Improvements

The Taylor Creek, Lower Mill Creek, Taylor Creek/Gekeler Slough Bypass, and the detention facility comprise the improvements proposed for the Study Area 1 Improvement Plan. As shown on Table IV.1, the total estimated cost is \$6,643,000, to be extended over a 40-year planning period. The Appendix to this document contains Figures 5-1 and 5-14, which depict the study area as well as illustrates the hydraulic improvements for the selected Alternative D.

Phase III is the next phase of the Stormwater Management Plan to be developed. This Phase will be the hydraulic analysis of upper Deal Creek and upper Mill Creek (Study Area 2). This drainage area includes Eastern Oregon University. It is important to have Phase III hydraulics performed within the short-term priorities because Study Area 2 drains into Study Area 1. Study Area 3 (northeast La Grande) and Study Area 4 (northwest La Grande) have less priority and can be performed later as Areas 1 and 2 are implemented. The estimated cost to perform the hydraulic analysis for Study Area 2 and to develop improvement alternatives is approximately \$66,000. For more information on the proposed Stormwater Management Plans, please refer to the 1998 La Grande Surface Water Management Plan.

#### E. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The City of La Grande and Union County are currently preparing a Surface Water Management Plan for areas along Gekeler Slough. The Management Plan will evaluate alternatives and include recommendations and updates to the Goal 11 Chapter (Public Facilities and Services) of the Comprehensive Plan. The Management Plan will consider the following items that are pertinent to the UGB Expansion and Exchange Area:

- Reserving land in the UGB Expansion and Exchange Area for:
  - A strip of land along the Gekeler Slough for stormwater capacity and other improvements. (The width can be evaluated and determined as part of the current Surface Water Management Plan effort.)
  - The portions of the proposed Taylor Creek/Gekeler Slough Bypass Channel that will be located in the UGB Expansion and Exchange Area.
  - Access easements to operate and maintain the needed stormwater improvements.
- Identifying possible methods to acquire the land reserved for the proposed improvements and easements, including dedication by the developer of the parcels.
- Developing and implementing a System Development Charge or other funding mechanism to help pay for stormwater improvements identified in the Surface Water Management Plan.

After the City approves the current phase of the Surface Water Management Plan, the City should consider adopting additional surface water management policies that pertain to development within the UGB Expansion and Exchange Area.

**Table IV.1 City of La Grande Surface Water Improvement Plan, Alternative D  
Area I Hydraulic Improvements Preliminary Plan**

<b>Planning Period</b>	<b>Item</b>	<b>Project Description</b>	<b>Construction Year</b>	<b>Funding</b>	<b>Estimated Cost</b>
Short-term Plan (0 to 8 <sup>th</sup> Year)	1.	Construct East/West Diversion and Aires Lane channel improvements.	4 <sup>th</sup> Year	City - \$50,000/yr.	\$210,900
	2.	Construct Lower Mill Creek channel improvements.	8 <sup>th</sup> Year	City - \$50,000/yr.	\$206,600
	3.	Obtain right-of-way for GEK2B and the Taylor/Gekeler Slough bypass channel, including purchase of two houses.	8 <sup>th</sup> Year	SRF Loan, General Obligation Bonds, Industrial Park & County Participation	\$761,700
Mid-term Plan (9 <sup>th</sup> to 12 <sup>th</sup> Year)	1.	Construct Stage 1 pilot channel for Taylor Creek/Gekeler Slough bypass and floodplain berm.	10 <sup>th</sup> Year	City - \$50,000/yr.; City, County, Industrial Park	\$150,000
	2.	Demolition of existing houses at Lower Mill Creek and Gekeler/Twentieth St. intersection.	11 <sup>th</sup> Year	City - \$50,000/yr.	\$86,700
	3.	Construct Stage 1 GEK2B. Low point at Mtn. View Estates and Gekeler/Twentieth St. intersection.	12 <sup>th</sup> Year	City - \$50,000/yr.	\$75,000
Long-term Plan (13 <sup>th</sup> to 20 <sup>th</sup> Year)	1.	Construct Stage 2, Taylor Creek/Gekeler Slough.	-	-	\$729,700
	2.	Construct Stage 2, GEK2B Improvements.	-	-	\$754,500
	3.	Construct Taylor Creek Improvements	-	-	\$487,500
	4.	Construct storage recovery facility.	-	-	\$2,163,200
Extended Plan (21 <sup>st</sup> to 40 <sup>th</sup> Year)	1.	Construct GEK2, GM, and GEKI	-	-	\$1,018,000
			<b>TOTAL</b>		<b>\$6,643,800</b>

## V. Transportation

The City of La Grande has adopted a Transportation Plan for the UGB, which shall be considered a support document to the Comprehensive Land Use Plan. All major transportation needs are discussed within the Transportation Plan. In addition, the Transportation Planning Goals set forth in the La Grande/Island City Transportation System Plan, Volume I, pages 3 through 4, are incorporated herein as if fully set forth. For more information on the City's Transportation Plan, please refer to Volume I of the adopted La Grande/Island City Transportation System Plan, Ordinance Number 2946, Series 1999.

### A. Roadway System

The planning area for the City's Transportation System Plan (TSP) includes not only the City and its Urban Growth Boundary (UGB), but also Island City and its respective UGB. Accordingly, the planning area for the City's TSP also includes the area to the south of Gekeler Lane in La Grande, but outside of the current UGB. The TSP also includes the La Grande/Union County Municipal Airport, including the area to the south of the Grande Ronde River located between the La Grande and Island City UGBs. The TSP serves as a 20 year multi-modal plan addressing the motor vehicle, pedestrian, bicycle, transit, rail, air, water and pipeline transportation systems of La Grande and Island City.

#### 1. Interstate 84

The City of La Grande is served by the Old Oregon Trail (Interstate 84), which runs east to west and connects many of the communities proximal to the northern and eastern part of Oregon. Interstate 84 provides the La Grande and Island City area with a western connection to Portland and Washington State, as well as an eastern route to Idaho and Utah. 5.73 miles of Interstate 84 are located within the planning area. Access from the four lane freeway to the surface street system is provided at three interchanges: the north interchange at exit 259 (for eastbound traffic only); the Oregon State Highway 82 interchange at exit 261; and the South La Grande Interchange at exit 264.

#### 2. Wallowa Lake Highway (Oregon State Highway 82)

The Wallowa Lake Highway serves as a direct link between La Grande and Island City, and is the only connection between Union and Wallowa Counties. The highway is part of the U.S. Forest Service's Wallowa Mountain Scenic Byway, which forms a loop through La Grande, Wallowa and Baker City. The Lewiston/Clarkston area can also be accessed by the Wallowa Lake Highway via a connection with Oregon State Highway 3 in the town of Enterprise. In addition, the Wallowa Lake Highway also provides access to the scenic attractions in the Wallowa Mountains and Hells Canyon.

Access to the Wallowa Lake Highway begins southeast of La Grande's downtown area at the intersection of Adams Avenue (U.S. Highway 30) and Island Avenue. This portion of the Highway is referred to as Island Avenue in La Grande, while in Island City the same portion of road is known as First Street and McAlister Road. In addition, the La Grande portion of the Oregon State Highway 82 (Island Avenue) contains one of only two grade-separated crossings of the Union Pacific Railroad tracks.

### 3. La Grande-Baker Highway (U.S. Highway 30)

The La Grande-Baker Highway, which was assigned a “District Level of Importance” in the 1991 Oregon Highway Plan (OHP), parallels Interstate 84 through Union and Baker Counties, thereby connecting the municipalities of La Grande, Union, North Powder, Haines and Baker City. According to the OHP, the primary function of the La Grande-Baker Highway is to serve local traffic and access. Highway 30, referred to in La Grande as Adams Avenue, leaves the vicinity of Interstate 84 and follows the La Grande-Baker Highway through the City for 5.39 miles until it ultimately rejoins with the Interstate at the other end of the City. To the south of La Grande, the Highway is known as Oregon 203.

### B. Street System

Three types of streets exist within the planning area: arterials, collectors and local streets. Depending on their location within the planning area, the streets are maintained by La Grande, Island City and/or Union County.

Arterials in the City of La Grande’s Comprehensive Plan are defined as connecting major traffic generators, providing continuous and efficient routes into and through the City, and connecting with County arterials and/or State highways.

Collectors are described in the City’s Comprehensive Plan as carrying traffic between neighborhoods and arterials, with traffic collection being the primary purpose and access to local land, a secondary function.

Local Streets in the City’s Comprehensive Plan are defined as providing access to abutting properties.

Please refer to Appendix D of the 1999 La Grande/Island City TSP, Volume 1, for more information on the functional classification, jurisdictional responsibility and physical characteristics of arterial and collector streets within the planning area.

### C. Pedestrian System

In the La Grande/Island City planning area, sidewalks are present along many of the collectors and arterials. Typically, both sides of the street have sidewalks for pedestrian use. Island Avenue does not have a sidewalk along its north side, due to the fact that it is the side that is closest to the railroad tracks. Although, sidewalks have recently been constructed on the north side of Island Avenue between Albany Street and Walton Road, in order to improve pedestrian accessibility and safety. The City’s pedestrian system also includes a pedestrian signal located at the Adams Avenue and Cherry Street intersection; most of the other signalized intersections in the planning area are equipped with pedestrian call buttons.

### D. Bicycle System

According to the 1999 La Grande/Island City TSP, an inventory of the designated bicycle lanes in the planning area is as follows:

- Designated bicycle lanes exist on both sides of Island Avenue between Monroe Avenue in La Grande and the Grande Ronde River in Island City.

- Bicycle lanes also are located along “C” Avenue and Gekeler Lane in La Grande between Sixth and Twelfth Streets, as well as along Gekeler Lane between Twelfth and Sixteenth Streets.
- Cove Avenue from Willow Street to Interstate 84.
- Along Buchanan Lane between Interstate 84 and McAlister Road.
- Along McAlister Road between Buchanan Lane and First Street in Island City, thereby connecting Island City and La Grande by bicycle.

There is also adequate shoulder space for bicyclists on portions of Adams Avenue (U.S. Highway 30) just within and slightly beyond La Grande's City Limits. In addition, the wide sidewalk on Willow Street from Cove Avenue to Adams Avenue was installed with the intention of it being a shared bicycle and pedestrian facility.

#### E. Public Transit Facilities

At the present time there is no mass transit system, or fixed route inter-city public transit system that serves the general public within the La Grande/Island City area. According to the 1999 TSP, “various forms of demand-responsive public transportation are available, primarily serving population groups with special needs. Regular fixed-route services are available for trips between the La Grande/Island City urban area and other urban areas.” For more information on the available forms of demand-responsive public transportation, including both local transit and inter-city, please refer to the 1999 TSP or contact the City's Transportation Department.

#### F. Airport Facilities/Service

The La Grande/Union County Municipal Airport provides charter air service to the area; however, no commercial air service is available at the present time. A Master Plan for the Airport facility was prepared by CH2M and was adopted in 1998. 55 miles northwest of La Grande is the City of Pendleton, which offers the closest commercial air service, with daily Horizon Air flights to and from Portland and the Tri-Cities (Pasco).

#### G. Rail Service

The main railroad line that links Portland with Boise, Idaho travels directly through La Grande, which is served by the Union Pacific Railroad, a Class I line-haul freight railroad. The La Grande switching yard enables rail service to Enterprise and Joseph by way of a branch line formerly operated by Idaho Northern Pacific Railroad. In 2001, Union and Wallowa County officials and citizens were working with the Oregon State Parks and Recreation Department on a potential purchase of the line for an excursion train while the owner sold the rail salvage rights.

Passenger rail service along this line is no longer available, as Amtrak suspended trips through the area in 1997. Amtrak now coordinates with Greyhound bus lines in order to provide service to passengers from eastern Oregon to the Portland Amtrak station.

#### H. Pipeline Service

Included in the La Grande/Island City TSP is pipeline transportation, which includes the transmission lines for electricity, cable television and telephone services, in addition to the pipeline transport of water, sanitary sewage and natural gas. Please refer to Chapter 3 of the 1999 TSP , Volume II, for more information.

#### I. Master Plan

In accordance with the Oregon Transportation Planning Rule, alternate options were formulated and evaluated for the 1999 TSP. In the 1999 TSP, McKeever/Morris and DEA assert that each of the transportation system improvement options was designed to address safety, specific deficiencies, access management and other areas of concern. The recommended transportation system improvements include both state highway and local road projects.

In order to determine which of the recommended improvements were appropriate for La Grande and Island City, the consultants evaluated each of the improvement options based on a specific set of criteria. See the 1999 TSP for further information regarding each improvement recommendation, including the estimated cost of each improvement option, as well as for a detailed explanation of the evaluation criteria.

#### J. Planned Improvements

##### 1. Street System Plan

The Street System Plan in the 1999 La Grande/Island City TSP presents a series of roadway and intersection improvements that have been recommended to commence within the current 20 year planning period. The proposed improvements will help preserve and enhance the existing roadway system, while at the same time improving existing facilities and promoting the development of more transportation efficient land uses. The proposed projects include new roadways, new traffic signals and improvements to the existing street system. Listed in the following Table V.1 are the recommended improvements to be made to the existing transportation system in the planning area. These improvements are part of the two cities efforts to meet the requirements of the Statewide Transportation Improvement Program.



**Table V.1 Proposed Street Improvement Plan for the Short-term Planning Period**

<b>Street and Project Name</b>	<b>Location</b>	<b>Functional Classification</b>	<b>Project Description</b>	<b>Planning Period</b>	<b>Estimated Cost</b>
Twenty-Sixth Street realignment and May Lane/Island Avenue Signalization	Twenty-Sixth Street to May Lane and Island Avenue	Minor Collector	Realign Twenty-Sixth Street/May Lane by installation of one traffic signal at May Lane and Island Avenue	Currently ongoing; scheduled for completion in 2004	\$757,000

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

Note: Projects are divided into categories of short-term (0-5 years), mid-term (5-10 years) and long-term (10-20 years).

## 2. Pedestrian System Plan

The Pedestrian System in La Grande and Island City includes: sidewalks, walkways, crosswalks, curb ramps, signals, signing, supporting facilities, paths and shoulders in rural areas. All local, collector and arterial streets are required to have sidewalks or walkways, as dictated in the current design standards for both cities. In addition, the plan recommends a continuous system that is in good condition that will connect residential areas. The two municipalities wish to comply with this objective since the purpose of the system is to provide safe and direct inter-city access to all areas of the cities, while at the same time encouraging people to walk as an alternate mode of transportation.

The pedestrian system network for La Grande should support and provide access to the downtown retail area. As stated in the 1999 TSP, La Grande is striving to create a pedestrian-friendly civic commercial area in the historic downtown blocks. Please refer to the La Grande Downtown Design Plan for specific project information.

## 3. Proposed Pedestrian System Projects

Figure 7-5 and Table V.X at the end of this section contain complete indexes of the recommended pedestrian projects. The Table lists the specific locations and improvements to be accomplished over the next 20 years in the cities of La Grande and Island City. The projects are divided into categories of short-term (0 - 5 years), mid-term (5 - 10 years) and long-term (10 - 20 years).

As a part of the 2001 construction period, improvements are being made to the La Grande pedestrian system on Cove Avenue and Albany Street. These improvements have been funded with a grant from the Oregon Department of Transportation's Local Street Network Fund. Below in Table V.2 is a list of the short-term projects scheduled for the La Grande and Island City pedestrian systems.

**Table V.2 Recommended Short-term Pedestrian Projects**

	<b>Street/Road</b>	<b>Beginning</b>	<b>Ending</b>	<b>Side of Road</b>	<b>Planning Period</b>	<b>Estimated Cost</b>
1.	Albany Street	Cove Avenue	Island Avenue	Both	Currently ongoing	\$122,000
2.	Cove Avenue	Portland Street	East La Grande City Limits	South	Currently ongoing	*
3.	Cove Avenue	Portland Street	East La Grande City Limits	North	Currently ongoing	*
4.	East "L" Avenue	Willow Street	Twenty-Fifth Street	Both	2001-2004	\$190,000
5.	"H" Avenue	Sunset Drive	Eighth Street	North	2001-2004	-
6.	Island Avenue	Monroe Avenue	East La Grande City Limits	North	Completed 2001	-
7.	Twelfth Street	Gekeler Lane	"J" Avenue	West	2001-2004	\$219,000
8.	Twenty-Fifth Street	East "L" Avenue	Cove Avenue	Both	2001-2004	\$105,000
					<b>TOTAL</b>	<b>\$636,000</b>

\* Included as part of roadway project cost estimate. (1999 TSP)

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

#### 4. Bike System Plan

As reported in the 1999 TSP, the La Grande/Island City Bicycle System Plan includes: bike lanes, paths, shoulders on rural roads, shared roadways on low-traffic streets, signals, signing, pavement markings and parking facilities. When properly configured into most arterial and collector streets, the bicycle system would provide safe and direct access to all parts of the City, while at the same time encouraging people to consider alternatives to automobiles. The recommended bikeway improvements should be added when a new street is built or when improvements are being made to existing streets. The 1999 TSP recommends that on arterials and collectors that are not scheduled to be improved as part of the street system plan, bike lanes should be constructed on these streets when the traffic volume exceeds 3,000 vehicles per day. In addition, the marking of bicycle lanes on streets with direct access to schools should be considered a high priority.

The selected bicycle projects for La Grande and Island City are based on corridors between likely destinations and frequently traveled areas. The plan also took into consideration the need for better bicycle facilities and access routes to nearby Eastern Oregon University. The City has been working closely with the University to identify projects that will enhance bicycle circulation in the area. Consideration was also given to bicycle routes that will link the University to the commercial and residential areas of La Grande.

#### 5. Proposed Bicycle System Projects

The recommended bicycle projects for both La Grande and Island City are catalogued in Figure 7-6 and Table V.X at the end of this section, and will most likely occur while improvements are being made to the identified streets. However during the short-term planning period, the majority of improvements projects will involve the installation of

signs. For further information on the options recommended for the cities bike system, please refer to Chapter 7, Volume II, of the 1999 La Grande/Island City TSP. Below in Table V.3 the ongoing, short-term bicycle system improvements for the City of La Grande are listed.

**Table V.3 Recommended Short-term Bicycle System Improvement Projects  
for the City of La Grande**

<b>Street/Road</b>	<b>Beginning</b>	<b>Ending</b>	<b>Facility</b>	<b>Side of Road</b>	<b>Planning Period</b>	<b>Cost Estimate</b>
Cove Avenue	Pine Street	East La Grande City Limits	5-ft lanes	Both	Short-term; ongoing	\$99,000
					<b>TOTAL</b>	<b>\$99,000</b>

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

#### 6. Transit Plan

As presented in the 1999 TSP, the Transit Plan should be developed to meet the needs of the “transportation-disadvantaged”: the elderly, disabled, children, and those who do not have access to a car. These services should be provided within the constraints of reasonable funding and available resources. Four transit strategies and corresponding categories have been recommended in the 1999 TSP and include: Demand-Responsive Transit; Fixed-Route Local Service; a Transit Center; and Inter-city Transit. Presently, there are not any specific transit-related improvements scheduled for the 20 year planning period. For more information on the Transit Plan, please refer to the 1999 TSP, Chapter 7, Volume II.

#### 7. Rail Service

As mentioned above in Section G, Amtrak passenger service was available in the La Grande/Island City area until 1997. With highway funding limited and extensive rail infrastructure already in place, the reinstatement of Amtrak has been recommended in the 1999 TSP and should be supported.

#### 8. Air Service Plan

The Master Plan acknowledges the fact that air travel is becoming an increasingly popular mode of transportation. As stated in the 1999 TSP, the feasibility of creating an Eastern Oregon regional airport to serve the needs of La Grande and Baker City communities should be studied. If a regional airport does not prove to be practical, it should be noted that the travel demand on the interstate system and on the Pendleton Airport will certainly increase.

Below in Tables V.4 and V.5, the transportation projects for La Grande and Island City are summarized and organized by the projects funding priority, improvement type and total cost estimate.

**Table V.4 Summary of Estimated Transportation Improvement Costs  
for the City of La Grande**

<b>Funding Priority</b>	<b>Improvement Type</b>	<b>Total Estimated Cost (1998 dollars)</b>
Short-term (0-5 years)	Roadway and Intersection	\$3,691,000
Mid-term (5-10 years)	Roadway and Intersection	\$6,522,000
Long-term (10-20 years)	Roadway and Intersection	\$1,390,000
"As development occurs"	Roadway and Intersection	\$3,695,000
Varied	Pedestrian	\$3,542,000
Varied	Bicycle	\$298,000
	<b>Total</b>	<b>\$19,138,000</b>

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

**Table V.5 Summary of Estimated Transportation Costs for Island City**

<b>Funding Priority</b>	<b>Improvement Type</b>	<b>Total Estimated Cost (1998 dollars)</b>
"As development occurs"	Roadway and Intersection	\$2,986,000
Varied	Pedestrian	\$726,000
Varied	Bicycle	
	<b>Total</b>	<b>\$4,621,000</b>

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

For more information on the City of La Grande's transportation system and short term projects' location, please refer to Appendix Exhibits A-8, Recommended Roadway and Intersection Projects (Table 3); A-9, Recommended Pedestrian System Improvements (Table 4); A-10, Recommended Bicycle System Improvements (Table 5); A-11, Recommended Roadway Plan (Figure 7-4); A-12, Recommended Pedestrian Plan (Figure 7-5); and A-13, Recommended Bicycle Plan (Figure 7-6).

## VI. Short Term Facility Projects

Projects that are considered to be "short term" are those scheduled to begin construction within the five year planning period. This means that the projects must have approximately commenced between the years 1999 and 2004. The improvements recommended in the 1999 TSP are of varying priority levels, since a few low priority improvement projects are currently underway. Please refer to the Transportation Element of this Plan for further information of the recommended improvement priority ratings.

The water system improvements have also been ranked in terms of their priority to the City. The highest priority project listed in the City's 1998 Water System Master Plan was the construction of a new water supply and pumping station. The City has since constructed Well A, commonly referred to as the Highway 30 Well, and an accompanying pump station at the same location. The other primary improvements involve the construction of another new water supply and numerous improvements to the City's distribution system.

The short term improvements planned for the two remaining systems, Wastewater and Stormwater, have recently been amended. In the year 2000, an Addendum was incorporated into

the City's Wastewater Master Plan for the purpose of re-prioritizing system improvements. At the present time, the Stormwater system improvements are focused on Area 1.

**Table VI.1 Complete Table of Short Term Facility Projects (2000-2005 Planning Period)**

Improvement	Priority Rating/Status	Year	Cost Estimate	Responsible
Water				
New Well Distribution System Improvements	Adopted; high priority	2001-2004	\$1,000,000 - \$1,500,000	City
Second New Well and Pumping Station (Well B)	Adopted; high priority	2001-2004	\$1,016,000	City
“K” Avenue – Second Street to Sunset Drive Water Line	Adopted; medium priority	2000-2002	\$115,000	City
Alder Street – “K” Avenue to Adams Avenue Water Line	Adopted; medium priority	2002-2005	\$260,000	City
Additional Fire Hydrants	Ongoing	Ongoing	\$35,000	City
Willow Street – Jackson Avenue to “X” Avenue and “X” Avenue to Spruce Street to Willow Street Water Line	Adopted; low priority	2000-2005	\$180,000	City
Loop north end pipes on Greenwood, Fir and Depot Streets	Adopted; low priority	2000-2005	\$45,000	City
Cove Avenue from Twenty-First Street to Progress Loop	Adopted; medium priority	2000-2002	\$35,000	City
Fire Hydrant Upgrades	Adopted; medium priority	Ongoing	\$60,000	City
Subtotal			\$2,746,000 - \$3,246,000	
Wastewater				
Outfall Line and Trunk Line Improvements	Adopted	2001	\$2,000,000	City
Outfall Highway and Railroad Boring	Adopted	2001	\$300,000	City
Wetland Construction	Adopted	2001	\$1,200,000	City
Lagoon Improvements: Pre-Aeration Cell and Pond A	Adopted	2001	\$2,300,000	City
Wetland Disinfection	Adopted	2002	\$1,300,000	City
Headworks	Adopted	2002	\$900,000	City
Treatment Plant Building	Adopted	2002	\$2,300,000	City
Lagoon Improvements: Pond B and Settling Pond	Adopted	2002	\$1,700,000	City
Subtotal			\$12,000,000	

**Table VI.1 Complete Table of Short Term Facility Projects (Continued) (2000-2005 Planning Period)**

Improvement	Priority Rating/Status	Year	Cost Estimate	Responsible
<b>Stormwater (0 to Eighth Year)</b>				
Construct East/West Diversion and Aries Lane channel improvements	Adopted	2002	\$210,900	City
Construct Lower Mill Creek channel improvements	Adopted	2006	\$206,600	City
Obtain right-of-way for GEK2B and the Taylor/Gekeler Slough bypass channel, including purchase of two houses	Adopted	2006	\$761,700	City
			<b>Subtotal</b>	<b>\$1,179,200</b>
<b>Transportation</b>				
Twenty-Sixth Street realignment and May Lane/Island Avenue Signalization	Adopted	Currently ongoing	\$757,000	City
Albany Street (from Cove Avenue to Island Avenue)	Adopted	Currently ongoing	\$122,000*	City
Cove Avenue (from Portland Street to East La Grande City Limits)	Adopted	Currently ongoing	*	City
East "L" Avenue (from Willow Street to Twenty-Fifth Street)	Adopted	2001-2004	\$190,000	City
"H" Avenue (from Sunset Drive to Eighth Street)	Recommended	2001-2004	-	City
Twelfth Street (from Gekeler Lane to "J" Avenue)	Adopted	2001-2004	\$219,000	City
Twenty-Fifth Street (from East "L" Avenue to Cove Avenue)	Adopted	2001-2004	\$105,000	City
Cove Avenue (from Pine Street to East La Grande City Limits)	Adopted	Currently ongoing	\$99,000	City
			<b>Subtotal</b>	<b>\$1,492,000</b>
			<b>Total</b>	<b>\$17,417,200 - \$17,917,200</b>

\*Included as part of roadway project cost estimate (1999 TSP)

## VII. Funding Mechanisms

### A. Existing Water System Funding Mechanisms

*Source: City of La Grande, Oregon; Resolution Number 4356, Series 2000*  
*Name of Program: Water System Development Charges (SDCs)*

The City of La Grande has several SDCs in place for generating funds for the City's water system. As stated in Resolution Number 4356, Series 2000, water rates and related fees, including connection, are billed to the users of the City of La Grande's water system: "All properties receiving City water and/or sewer service which is dissected by the City limits line shall pay inside the City utility rates, if any portion of the residence is inside the City limits. Utility rates shall be those charged outside the City limits, if the residence lies completely outside of the City limits."

The first set of fees concerns the application for service, which is to be paid prior to the installation of the water meter. These charges are as follows:

**Table VII.1 Water Meter/Installation Charges**

Meter Size	Cost of Installation	
	Gravel Street	Paved Street
¾ inch tap	\$693.00	\$945.00
1 inch tap	\$877.00	\$1129.00
1½ inch tap	\$1733.00	\$1995.00
2 inch tap – compound meter	\$2468.00	\$2783.00
2 inch tap – turbo (irrigation) meter	\$1943.00	\$2258.00

Source: City of La Grande, 2001

Note: Taps that are larger than 2 inches will be charged the Engineer's estimate plus 15% overhead (adjusted at completion installation).

The citizens of La Grande who have water meters are also billed a basic water service charge based upon the amount of water used. Additional fees are applied when water is used in excess of the base rate. User water accounts are also billed monthly for fire protection and standby hydrants. See the following three tables for the City's various rates and fees.

**Table VII.2 Water Service Rates**

Meter Size	Base Rate	Inside City	Outside City
¾ inch R	Up to 667 C.F.	\$10.85	\$21.69
¾ inch Duplex/I meter	Up to 1,334 C.F.	\$21.70	\$43.41
¾ inch B	Up to 667 C.F.	\$13.20	\$26.40
1 inch B	Up to 800 C.F.	\$21.70	\$43.41
1½ inch B	Up to 1,600 C.F.	\$35.40	\$70.79
2 inch B	Up to 2,600 C.F.	\$54.38	\$108.96
3 inch B	Up to 4,800 C.F.	\$126.38	\$252.76
4 inch B	Up to 8,000 C.F.	\$271.87	\$543.73
6 inch B	Up to 16,000 C.F.	\$434.98	\$869.97
8 inch B	Up to 28,000 C.F.	\$696.36	\$1392.72



Source: City of La Grande, 2001    Note: Basic rate is based on cubic feet.

**Table VII.3 Water Used in Excess of Base Rate (per 100 cubic feet)**

<b>Occurrence/Amount</b>	<b>Inside City</b>	<b>Outside City</b>
First 5,000 C.F.	\$0.71	\$1.43
Next 45,000 C.F.	\$0.58	\$1.16
Next 100, 000 C.F.	\$.44	\$.88
Excess	\$.37	\$.74

Source: City of La Grande, 2001

**Table VII.4 Water Service Rates  
for Fire Protection and Standby Hydrants (Monthly Rates)**

<b>Line Size</b>	<b>Inside City</b>		<b>Outside City</b>	
	<b>Metered</b>	<b>Unmetered</b>	<b>Metered</b>	<b>Unmetered</b>
2 inch	\$7.40	\$14.81	\$14.79	\$29.59
4 inch	\$11.10	\$22.20	\$22.21	\$44.42
6 inch	\$18.50	\$37.00	\$37.00	\$74.00
8 inch	\$25.90	\$51.81	\$51.80	\$103.59
10 inch	\$36.99	\$73.98	\$73.97	\$147.95

Source: City of La Grande, 2001

In the event that the water lines must be extended in order for a residence(s) to receive water service from the City, the fees for extensions are as follows: \$28.00 per lineal foot in a gravel street, or \$31.00 per lineal foot in a paved street for a six inch main line and hydrants. If a main line larger than 6 inches is required for the development, the developer of the property will pay the actual cost of the full extension. According to La Grande's Resolution Number 4356, Series 2000, the cost for the extension will not be less than the acreage/frontage assessment. For more information on the conditions involving line extension costs, please refer to the City of La Grande's Resolution Number 4356.

Fees for related City water services are also collected by the City for the following occurrences: water service during freezing events; service within an assessment district or adjacent to an existing main; delinquent accounts; and after hours service.

## **B. Water System Funding Options**

### **1. Loans**

- A. *Source: State of Oregon, Oregon Department of Environmental Quality*  
*Name of Program: Clean Water State Revolving Fund (CWSRF) Program*

Through this program, lower-than-market rate loans are available to public agencies for the planning, design and construction of wastewater treatment systems, non-point source water pollution control projects, and for estuary management plans. On a regular basis, an application period permits prospective applicants to submit preliminary applications. This program is intended for the planning, design and construction of water pollution control facilities to attain and maintain water quality standards, which are necessary to protect beneficial uses, such as swimming, boating, farming and drinking water.

Any public agency, for publicly owned projects, is eligible for funding under this loan program. Activities that qualify for these funds include: wastewater system facility plans and studies, secondary treatment facilities, advanced wastewater treatment facilities, sludge disposal and management, interceptors, force mains and pumping stations, infiltration and inflow correction, major sewer replacement and rehabilitation, combined sewer overflow correction, collector sewers, storm water control and non-point source control.

## 2. Grants and Loans

### A. *Source: State of Oregon, Oregon Economic and Community Development Department (OECD)*

*Name of Program: Safe Drinking Water Revolving Loan Fund Program*

The Safe Drinking Water Revolving Loan Fund Program was created by Congress in 1996 to assist states in establishing loan financing to construct and improve local public drinking water systems in order to comply with the Safe Drinking Water Act, i.e., to protect the public health. It is intended to assist community and nonprofit, non-community drinking water systems plan, design and construct drinking water facilities needed to correct non-compliance with current or future drinking water standards and to further the public health protection goals of the federal Safe Drinking Water Act and Oregon's Drinking Water Quality Act. With regards to the type and amount of funding available under this program, the OECD will structure a financing package that may include a Safe Drinking Water Direct Loan, as well as loans or grants from other department programs. The total loan limit per project under this program is \$2,000,000.

Eligible applicants include community water systems and nonprofit, or non-community water systems. Community water systems are defined as being a public water system which has 15 or more service connections that are used on a year-round basis by residents, or which regularly serve 25 or more year-round residents. This includes any water system which is owned privately, by a nonprofit, or is a City, district or port under Oregon law. Nonprofit or non-community water systems are defined as being a public water system that is not a community water system and that regularly serves at least 25 people and is legally recognized under Oregon law as a nonprofit entity.

Program eligibility is limited to projects necessary to ensure that water systems comply with applicable requirements and to further public health protection goals of drinking water quality standards administered by the Oregon Health Division. Eligible activities include planning and preliminary engineering, design and specifications and construction of improvements to drinking water systems. The following are considered eligible program activities: All drinking water facilities necessary for source of supply, filtration, treatment, storage, transmission and metering; the acquisition of real property directly related to or necessary for the proposed project, including rights-of-way, easements and facility sites; preliminary and final engineering, surveying, legal review and other support activities necessary for the construction of the water system; construction contingencies in approved change orders, as approved by the Oregon Economic and Community Development Department. A reasonable amount of community growth may be accommodated in the project to cover the useful life of an eligible project if that growth is based upon current and reasonable population projections agreed to by local and state land use planning authorities. Growth may not be the primary purpose for constructing the facilities; public health improvement must be the main purpose of the project.

**B. Source: State of Oregon, OECDD**  
**Name of Program: Water/Wastewater Financing Program**

The purpose is to provide financing for the construction of public infrastructure needed to ensure compliance with the Safe Drinking Water Act or the Clean Water Act. It is intended to assist local governments that have been hard hit with state and federal mandates for public drinking water systems and wastewater systems. Applicants eligible for this program include municipalities, as described in the Special Public Works Fund Applicant's Handbook: cities, county districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

Activities that qualify a municipality as being eligible for funding under this program involve the issuance of a Notice of Non-Compliance to the System by the appropriate regulatory agency with the Safe Drinking Water Act or the Clean Water Act. In addition, public infrastructure required to ensure compliance by creating or improving the following: water source, treatment, storage and distribution, wastewater collection and capacity, storm system, purchase of rights of way and easements necessary for infrastructure and design and construction engineering.

The grant/loan amounts for this program are determined by a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). The maximum direct loan amount under this program is \$500,000 when financed with lottery funds. The maximum bonded loan, when funded through the sale of State Revenue Bonds is \$10,000,000. The loans are generally repaid with Utility Revenues, General Funds or Voter Approved Bond Issues.

The maximum grant is \$500,000, including the cost of issuance and debt service reserve, in the case of a bonded loan. Technical Assistance grants and loans may finance preliminary planning, engineering studies, and economic investigations to determine project feasibility. Up to \$10,000 in grant funds and \$20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

**C. Existing Wastewater Funding Mechanisms**

**Source: City of La Grande, Oregon; Resolution Number 4338, Series 2000**  
**Name of Program: Sewer System Development Charges and Sewer Service Rates**

The City has several SDCs in place for users of the City's sanitary sewer system. These basic fees include residential, commercial and industrial user rates, sanitary and storm sewer tap charges, inspection charges and sewer main connection fees. The following tables outline the rates/fees for each of the aforementioned SDCs.

**Table VII.5**  
**Sanitary Sewer User Rate Classifications**

<b>Zone</b>	<b>Milligrams</b>	<b>Liters Lbs.</b>	<b>Rates</b>
Residential I	750	0 – 1.5	\$25.28 per month
			\$50.57 duplex
Commercial I	0 – 240	0 – 1.5	\$2.11 per 100 c.f. of water
Commercial II	241 – 475	1.6 – 3.0	\$2.59 per 100 c.f. of water

Commercial III	476 – 725	3.1 – 4.5	\$3.16 per 100 c.f. of water
Commercial IV	726 – 950	4.6 – 6.0	\$3.79 per 100 c.f. of water
Commercial V	951 – 1200	6.1 – 7.5*	\$4.30 per 100 c.f. of water
Commercial VI	Septage Haulers		\$62.08 per 1000 gallons

\*All users with a strength of discharge estimated in excess of 7.5 pounds of BOD or total suspended solids per 100 c.f. shall have per unit charges for discharge strength, based on actual testing of their sewer discharge. For the term of this Resolution, users with discharge strength in excess of 7.5lb/c.f. shall pay an added thirty-nine (\$0.39) cents per 100 c.f. of water used for each one (1) pound increment or portion thereof.

Source: City of La Grande, 2001

Note: Users outside the City of La Grande limits will pay an additional twenty percent (20%) sewer user rate for residential and classes one (I) through six (VI).

Commercial and industrial charges that are not specifically listed within Resolution Number 4338, Series 2000, or which fall within 2 or more classifications shall be assessed based on the user's total contribution to the total waste water loading of the treatment works, as determined by the City's Engineering Division Staff. The elements to be assessed include: sewage strength, chemical composition, impact on treatment systems and delivery flow rate.

**Table VII.6**  
**Sanitary and Storm Sewer Tap Charges**  
**(Based on 4" Taps)**

Depth of Sewer Tap at Main	Gravel Street	Paved Street
0 to 8 feet	\$779.00	\$1,002.00
8 to 12 feet	\$947.00	\$1,169.00
12 to 16 feet	\$1,196.00	\$1,469.00
Over 16 feet* (Deposit)	\$1,632.00	\$2,099.00

\* Total cost minus deposit.

Source: City of La Grande, 2001

These charges provide for a maximum of fifty feet of 4" diameter pipe from the property line to the tap at the public sewer. Larger pipe sizes and/or longer lengths shall be charged according to the actual cost to the City.

**Table VII.7**  
**Sewer Main Connection Fees**

Depth of Sewer Tap at Main	Gravel Street	Paved Street
0 to 8 feet	\$29.16/foot	\$36.36/foot
8 to 12 feet	\$36.36/foot	\$46.58/foot
Over 12 feet	\$53.52/foot	\$68.64/foot

\* Charges listed are per lineal foot of main.

Source: City of La Grande, 2001

For additional information on additional sanitary sewer fees, please refer to La Grande's Resolution Number 4338, Series 2000.

## D. Wastewater System Funding Options

### 1. Overview of Available Options

There are multiple State and Federal grant and loan programs available to communities who are seeking to improve their Public Facilities. The many programs that are available are tailored to various project types, community size and community economic situation. These programs include: the Oregon Economic Development Department (OEDD); USDA Rural Development (RD); the U.S. Economic Development Administration (EDA), and the Oregon Department of Environmental Quality (DEQ). In order to identify a community's need for funding a specific public works project, the State Community Economic Revitalization Team (SCRET) created the Northwest Economic Adjustment Initiative. The Initiative has established a process whereby separate counties prioritize their potential projects prior to them being considered by funding agencies. Anderson Perry & Associates cite in the La Grande 1998 Wastewater System study that "because some of the funding programs that have been identified as secondary or backup sources of funding will use the SCRET process to actively participate in the local prioritization process and actively educate people in these agencies about the importance of their project".

### 2. Qualifying Options

The City currently only qualifies for low interest loans from the DEQ through the State Revolving Loan Fund (SRF). These loans and reserve funds will be used to finance improvements to the municipalities' wastewater systems. The loans will be repaid through user rates, or SDCs.

The City's population is too large for the RD funding program. These funds are not an option for the City unless RD changes the population requirement.

The EDA programs require cities to show a funding need in order to maintain, or build the utility system capacity necessary to attract and keep existing industry. At this time, the City of La Grande is unable to show such a need, but this program may be available for future improvements.

The OECDD has several programs available that include the Water/Wastewater Financing Program, Special Public Works Program, and Community Development Block Grant. The City of La Grande does not qualify for funding under the Water/Wastewater or Community Development Block Grant programs because the City's median household income is too high. The Special Public Works Program requires the identification of a business or industry and need for utility improvement in order to attract new business.

Even though most of these programs are currently unavailable to the City, they may potentially become funding alternatives in the future.

### 3. Grants

#### A. *Source: State of Oregon*

*Name of Program: Oregon Economic Development Department, Community Development Block Grant Program*

The OECDD administers the Community Block Development Grant (CBDG), which annually receives funding for this program by the U.S. Department of Housing and Urban

Development (HUD). In order to be eligible for funding under this program, the agency requires that a need must exist for the resolution of a community's current water quality compliance problem. According to the City's 1998 Wastewater System Study, the City has received several Notices of Non-Compliance, and therefore complies with this eligibility requirement.

A second requirement for this grant program is that more than 51 percent of the inhabitants of the City must have an income rating of low-to-moderate. According to a recent income survey, 64.7 percent of the City's residents have an income rating of low-to-moderate. Having met the two requirements, the City of La Grande is therefore eligible for funding under this grant program. Grant funds are accepted year-round and are available up to an aggregate maximum of \$750,000 for planning design and construction of facilities.

#### 4. Loans

- A. *Source: State of Oregon*  
*Name of Program: State Revolving Loan Fund (SRF)*

The Oregon Department of Environmental Quality administers the SRF loan program and offers low interest rate loans to public agencies for the purpose of planning, design and construction of water pollution control facilities (i.e. wastewater treatment plants). Please refer to the 1998 La Grande Wastewater System Study for more information on the rates for the SRF loan program.

- B. *Source: U.S. Federal Government*  
*Name of Program: Rural Development (RD)*

The Rural Development loan and direct grant program is provided by the U.S. Department of Agriculture. Under the loan program the agency purchases local bonds at rates that are below the market rates. The U.S. Department of Agriculture sets the interest rates for these loans based upon the median household incomes (MHI) of the community, as well as upon other varying factors. The RD/grant loan program appears to be a potential source of low-interest, 40-year term loan monies only. According to the 1998 Wastewater System Study, the City is not in the position to receive grants from the program. Anderson Perry & Associates recommends that this program could only be considered as a secondary, backup source of loan funds for Phase II improvements, and should not be considered for the relatively small Phase I improvements.

#### 5. Grants and Loans

- A. *Source: State of Oregon*  
*Name of Program: Water/Wastewater Financing Program*

For information on this financial program, please refer to the Water System Funding portion of this Chapter, Section B, Subsection 3.

- B. *Source: Oregon Economic & Community Development Department (OECD)*  
*Name of Program: Special Public Works Program*

To view the funding package for the selected alternative, please refer to the 2000 Addendum to the 1998 La Grande Wastewater System Study.

- C. *Source: U.S. Federal Government*  
*Name of Program: U.S. Economic Development Administration (EDA)*

The EDA grant and loan programs are available to cities for public works projects that are able to be shown as needed to maintain, or build the capacity necessary to attract new and keep existing industry. Funds are also available for the purpose of stimulating a community's economy, as the goal of this program is to create and retain jobs. This agency has invested money in several projects located in Eastern Oregon over the past few years for Public Works Improvement Projects in communities where businesses were locating or planning to locate in the near future.

E. Proposed Stormwater System Funding Mechanisms

- Source: City of La Grande, Oregon*  
*Name of Program: Proposed Surface Water System Development Charges*

The City of La Grande has instituted a Systems Development Charge and a Stormwater Utility Fee for the City's Storm Sewer Utility Fund. The fee will provide the City with a method for funding storm sewer system operations, maintenance and improvements. At the present time, neither rates nor a date of implementation has been established.

F. Stormwater System Funding Options

For information on the funding mechanisms available for the City's Stormwater System, please refer to the Section F of this Chapter, Special Public Works Fund.

G. Existing Transportation System Funding Mechanisms

1. *Source: City of La Grande, Oregon; Resolution Number 4155, Series 1992*  
*Name of Program: Street User Fees (System Development Charges)*

As stated in Ordinance Number 2708, Series 1985, the City of La Grande has established a fund for the purpose of generating monies for the construction, reconstruction, maintenance and repair of streets. The City Council has determined that City streets benefit all citizens of La Grande, and therefore, has concluded that the citizens should share in the costs of construction, reconstruction, major maintenance and repair of existing streets. The user fee is charged to each City utility rate payer within the City Limits; the user fee appears on either the rate payer's water or sewer statement. A low-income senior citizen may be entitled to a reduced user fee as established by Resolution. All street user fees are placed into a separate fund and are only used for the aforementioned purposes.

As stated in Resolution Number 4155, Series 1992, the Street User Fees are as follows:

**Table VII.8**  
**Street User Fees**

<b>Effective Date</b>	<b>Regular</b>	<b>Senior Citizens</b>
July 1, 1992	\$3.00/month	\$1.50/month
July 1, 1993	\$3.50/month	\$1.75/month
July 1, 1994	\$4.00/month	\$2.00/month

Source: City of La Grande, 2001

## H. Transportation System Funding Options

### 1. Grants

- A. *Source: State of Oregon, Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD)*  
*Name of Program: Transportation Growth Management (TGM) Grant Program*

The Transportation Growth Management Grant Program was enacted to integrate transportation planning with the Statewide land use planning program to achieve benchmarks for mobility, air quality and community design. The program's mission is: to enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian, bicycle, and transit-friendly communities.

Through legislative approval, approximately \$6,000,000 is available for TGM grants for the 1999-2001 biennium planning period. The TGM program receives support from federal transportation funds; each grant requires a local match of approximately 10 percent. This program has no set minimum or maximum amount for the TGM grants.

Awards in the 1997-1999 biennium averaged around \$60,000. Individual awards ranged from \$3,200 to \$200,000. Past grant amounts for Category 1 ranged from \$4,250 to \$180,000, Category 2 ranged from \$11,000 to \$264,200, while Category 3 ranged from \$12,120 to \$125,000.

Cities, counties and metropolitan planning organizations are the principal recipients. Others eligible include councils of government when acting on behalf of governments, and special districts for cooperative and urban service agreements.

The eligible activities for the available grants fall into three categories:

- Category 1 grants help local governments develop transportation system plans and ordinances to implement the Transportation Planning Rule, as well as the 1998 Oregon Highway Plan.
- Category 2 grants are used to help local governments reconsider land use patterns in order to meet transportation needs by planning for compatible land uses along state highways to implement the 1998 Oregon Highway Plan.
- Category 3 grants enable local governments to implement plans that support an efficient and balanced transportation system.

- B. *Source: State of Oregon, ODOT*  
*Project Type: Bike and Pedestrian Grants*

ODOT's Bike and Pedestrian Program offers two programs to assist in the development of walking and bicycling improvements: local grants and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state and 20 percent local match ratio is required in order to qualify. Suitable projects include: curb extensions; pedestrian crossings; intersection improvements; shoulder widening and re-striping for bike lanes.



The second program concerns projects on urban state highways with little or no right-of-way taking and few environmental impacts. These projects are eligible for Small-Scale Urban Project Funds. Both of these programs are limited to projects costing up to \$100,000. For projects that cost more than \$100,000 and involve acquisition of the right-of-way, or have significant environmental impacts should be submitted to ODOT for inclusion in the "STIP".

- C. *Source: State of Oregon, ODOT*  
*Name of Program: Transportation Safety Grant Program*

The objective for this program is to reduce the number of transportation-related accidents and fatalities through coordination with multiple other state programs. Managed by ODOT's Transportation Safety Section (TSS), these funds are intended to aid a program for three years. Programs eligible for funding include: impaired driving, youth, pedestrian, occupant protection, speed, enforcement, bicycle and motorcycle safety.

TSS grants the available funds each year by way of a report that identifies the major safety programs, offers suggestions to counter measures to existing safety issues, and lists the successful projects that are selected for funding. In this manner there is no application process.

- D. *Source: State of Oregon*  
*Name of Program: Special Transportation Fund (STF)*

The STF grants funds in order to maintain, develop and improve transportation services for persons with disabilities, as well as for people over 60 years of age. Three quarters of the funds are distributed to mass transit districts and transportation districts. The counties are eligible for the funds on a per capita formula where such districts do not exist. The remaining funds are distributed on a discretionary basis.

- E. *Source: State of Oregon, Oregon Economic Development Department (OECD) and ODOT.*  
*Name of Program: Immediate Opportunity Grant Program*

OECD and ODOT designed a program in order to assist local and regional economic development efforts. The program is funded by state gas tax revenues and has approximately \$7 million per year available for grants. Eligible projects and activities include: improvement of public roads; inclusion of an economic development-related project of regional significance; creation or retention of primary employment; and the ability to provide local funds (50/50) to match grant. The maximum amount of any grant under the program is \$500,000.

- F. *Source: U.S. Federal Government*  
*Name of Program: Enhancement Program*

This is a federally funded program for projects which demonstrate a link to the "intermodal transportation system, compatibility with approved plans, and local financial support." In order to qualify for this program a 10.27 percent local match is required. "Within the five Oregon regions, the funds are distributed on a formula

based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria.”

*G. Source: Federal Government*

*Name of Program: Highway Bridge Rehabilitation or Replacement Program (HBRR)*

As previously mentioned in the Planned Improvements section, federal funding is available for the replacement or rehabilitation of bridges from all functional categories. A portion of the HBRR is allocated for the improvement of bridges under local jurisdictions. In order to determine the amount available for a particular project, a “quantitative ranking system is applied to the proposed projects based on a sufficiency rating, cost factor and load capacity”; they are ranked against other Statewide projects, and require 10 percent matches from both the state and local jurisdiction.

*H. Source: State of Oregon*

*Name of Program: Emerging Small Business Program*

The Emerging Small Business Program can provide transportation project funding in exchange for the governing body agreeing to award the construction contract to an Emerging Small Business contractor.

2. Loans

*A. Source: State of Oregon, Department of Transportation (ODOT)*

*Name of Program: Oregon Transportation Infrastructure Bank (OTIB)*

This program is a revolving loan fund which was designed to promote innovative transportation funding solutions. Eligible applicants for the OTIB program include: cities, counties, transit districts, other special districts, port authorities, tribal governments, state agencies and private for-profit and not-for-profit entities. OTIB currently offers direct loans for eligible projects. These loans may be funded from available OTIB resources or through the sale of revenue bonds.

In order for projects to be considered eligible for funding under this program, they must comply with the eligibility for funding regulations stated in Title 23 or Title 49 of the Code of Federal Regulations (CFR). However, eligible projects generally include: Highway projects such as roads, signals, intersection improvements and bridges; transit capital projects such as buses, equipment and maintenance or passenger facilities and bikeway or pedestrian access projects within the highway right-of-way.

In order to be federal-aid eligible, roads must be open to public travel and functionally classified as a major collector or higher. Eligible project costs include preliminary engineering, required environmental studies, acquisition of right-of-way, equipment, construction including project management and engineering, inspections, financing costs and contingencies.

I. Existing Parks and Recreation Funding Mechanisms

*Source: City of La Grande, Oregon; Resolution Number 4339, Series 2000, Article 7.1 of the Land Development Code*

*Name of Program: Parks and Recreation Systems Development Charge (SDC)*

Per the recommendation of the Parks and Recreation Advisory Committee and Planning Commission, a Systems Development Charge (SDC) of \$525.00 per new dwelling unit constructed in the City of La Grande or its urban growth boundary has been established for the purpose of generating funds for parks and recreation capital improvements.

J. Special Public Works Fund

*Source: Oregon Economic & Community Development Department (OECD)*

*Type of Funds Available: Loans and Grants*

*Name of Program: Special Public Works Fund*

The purpose of the Special Public Works Fund is to create jobs, especially family-wage jobs, for Oregonians; loans and grants to construct public infrastructure to support industrial/manufacturing and eligible commercial economic development. "Eligible commercial" means commercial activity that is marketed nationally or internationally and attracts business from outside Oregon. Examples include the Oregon Coast Aquarium, OMSI, Baker City Oregon Trail Interpretive Center. While this is primarily a loan program, grant funds are available based upon economic need of the municipality.

Eligible applicants for this program are municipalities as described in the Special Public Works Fund Applicant's Handbook, which generally includes: cities, county service districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

In order for a municipality to be eligible for loans and/or grants under this program, public infrastructure is a requirement so as to enable eligible businesses to locate or expand: airports, design and construction engineering, port facilities, and publicly owned railroad spurs and sidings. Necessary infrastructure for the purchase of rights of way and easements include: roadways, bridges, storm drainage, wastewater collection and capacity, and water source, treatment, storage and distribution.

In addition, specific industrial/manufacturing and eligible commercial businesses must commit to the creation of permanent, full-time-equivalent jobs for a municipality to be eligible. Up to \$10,000 in grant funds may be awarded for each full-time-equivalent job created (based on demonstrated financial need); of jobs created, 30% must be "family wage" jobs. Another requirement for eligibility is a public and/or private investment equal to at least twice the infrastructure cost, with the infrastructure built to the correct capacity for the purpose of being able to adequately support industrial and manufacturing development.

For distressed communities, meaning communities without firm business commitments, grant funds of up to \$250,000 per project may be awarded. These types of communities were formerly known as "severely affected" communities. Technical Assistance grants and loans may finance preliminary planning, engineering studies and economic investigations to determine infrastructure feasibility for these communities.

The Special Public Works Fund provides grants and loans to eligible communities by conducting a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). Loans are generally repaid with Utility Revenues, Local Improvement Districts, General Funds or Voter Approved Bond Issues. Financing limits depend on the project: up to \$10,000,000 Bond Loan, up to \$1,500,000 Collateral Loan, up to \$500,000 for grants, and for technical assistance, up to

\$10,000 in grant funds and \$20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

#### K. Bonds

1. *Source: General Municipality*  
*Name of Program: General Obligation Bonds*

General Obligation Bonds are voter-approved and represent the least expensive borrowing mechanism that is available to municipalities. These types of bonds are primarily supported by a separate property tax levy, that has been approved explicitly for the purpose of retiring the debt. Accordingly, the levy does not terminate until all the remaining debt is paid. The tax is levied proportionately throughout the taxing jurisdiction based on the assessed value of the property. Typically, general obligation debts result from public improvement projects that will benefit the entire community.

"State statutes require that the general obligation indebtedness of a municipality not exceed 3 percent of the real market value of all taxable property in the City. Since general obligation bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47 and 50. Although new bonds must be specifically voter-approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, un-issued voter-approved bonds, or refunding bonds."

2. *Source: General Municipality*  
*Name of Program: Limited Tax Bonds*

Limited Tax General Obligation Bonds (LTGO's) are comparable to general obligation bonds in that they represent the obligation of the municipality. LTGO's do not require voter approval due to the fact that the municipality's obligation is limited to its current revenue sources and is not secured by the general public's ability to raise taxes.

In addition, since the LTGO's are not secured by the full taxing power of the issuer, the bond represents a higher borrowing cost than the general obligation bonds. "The municipality must pledge to levy the maximum amount under constitutional and statutory limits, but not the unlimited taxing authority with GO bonds. Because LTGO's are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50."

3. *Source: General Municipality*  
*Name of Program: Bancroft Bonds*

According to Oregon Statute, municipalities are permitted to issue Bancroft Bonds which guarantee the City's full commitment and credit to assessment bonds. The bonds then become general obligations of the City, although they are paid with assessments. Typically, these bonds provide a City with the ability to pledge its credence and credit in order to obtain a lower borrowing cost and therefore, avoid obtaining voter approval. Since Bancroft bonds are not voter approved, the taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, Bancroft bonds have not been used by municipalities who were required to compress their tax rates.

## Appendix

The following appendix contains the necessary exhibits and figures that illustrate the existing public facilities in La Grande, and indicate the location of new and proposed facility projects.

A-1	Water System Recommended Improvements <sup>1</sup>	Figure U6-2
A-2	Existing and Future High Level Distribution Systems <sup>1</sup>	Figure U6-1
A-3	Possible Low-Low Level Distribution System <sup>1</sup>	Figure U6-3
A-4	Wastewater Vicinity Map <sup>2</sup>	Figure 1-2
A-5	Existing Wastewater ICASD Collection System <sup>2</sup>	Figure 3-1
A-6	Surface Water Study Area <sup>3</sup>	Figure 5-1
A-7-1	Surface Water Alternative D Management Plan <sup>3</sup>	Figure 5-14
A-7-2	Surface Water Alternative D Management Plan <sup>3</sup>	Figure 5-14
A-8	Recommended Roadway and Intersection Projects <sup>4</sup>	Table 3
A-9	Recommended Pedestrian System Improvements <sup>4</sup>	Table 4
A-10	Recommended Bicycle System Improvements <sup>4</sup>	Table 5
A-11	Recommended Roadway Plan <sup>4</sup>	Figure 7-4
A-12	Recommended Pedestrian Plan <sup>4</sup>	Figure 7-5
A-13	Recommended Bicycle Plan <sup>4</sup>	Figure 7-6

<sup>1</sup> Source: City of La Grande, Oregon Water System Master Plan by Anderson Perry & Associates, (1998).

<sup>2</sup> Source: City of La Grande, Oregon Wastewater Facilities Plan by Anderson Perry & Associates, (1998).

<sup>3</sup> Source: City of La Grande, Oregon Surface Water Management Plan by Anderson Perry & Associates, (1998).

<sup>4</sup> Source: City of La Grande & Island City, Oregon Transportation System Plan by McKeever/Morris Inc. and David Evans and Associates Inc., (1999).

## Objective

1. To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
2. To encourage and provide for a coordinative, cooperative program involving all affected public agencies in the La Grande areas for the acquisition, development and maintenance of public facilities.
3. To insure that the needs for public facilities, including schools, parks, and other public administrative and operational buildings, will be provided in an orderly, economical manner consistent with an overall plan for the future development of the community.

## Recommendations

1. Identification and prior acquisition should be made where possible, of areas to be used for future schools, parks, open space, fire, police and other related public facilities.
2. That a capital improvement plan be maintained and reviewed yearly.
3. Fire stations should be located on major streets in a manner that will facilitate their response to all parts of their protection territory, and shall be as close to high hazard loss areas as is feasible.
4. Sites for future public facilities should be acquired in advance of actual need, in order to obtain maximum economy in site acquisition.
5. In evaluation and selection of sites for public administrative and operational facilities, the Planning Commission should base its recommendation upon the consideration of relevant planning principles including land use, physical site demands and development potentials, accessibility, and acquisition and development costs and the needs and development plans of other public agencies in the area.

6. In the acquisition of property for public administrative and operation use, the proceedings of condemnation should be used only as a last resort, and should be used only to acquire property in accordance with the Comprehensive Plan.
7. The City should pledge cooperative development of school and parks on a continuing basis, and should encourage the school district to actively participate on a continuing basis in the planning, acquisition and development of future sites for joint utilization.
8. Public agencies should observe the spirit as well as the letter of all local zoning, subdivision and similar regulatory ordinances, and all local development plans when siting public facilities.

## **Statewide Planning Goal 12 - Transportation**

The City has adopted a Transportation Plan for the UGB which shall be considered a support document to the Comprehensive Land Use Plan. All major transportation needs are discussed within the Transportation Plan. Please refer to Volume I of the adopted La Grande/Island City Transportation System Plan.

The Transportation Planning Goals set forth in the La Grande/Island City Transportation System Plan, are as follows:

### Transportation Access and Options

1. Ensure a safe and efficient transportation system allowing access into and through the community for all users, including the transportation disadvantaged.
2. Improve personal mobility and access to transportation services by expanding the variety and availability of travel modes throughout the region.
3. Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.
4. Provide connectivity between transportation options and to locations outside the study area.
5. Improve the overall safety and efficiency of transportation system operations by: 1) Managing access to and development along State-maintained highway corridors; 2) Promoting transportation demand management strategies; and 3) Adopting Ordinances to ensure safe and convenient connections between travel modes.
6. Provide adequate mobility and access for emergency services.

### Transportation System

1. Ensure adequate capacity for future travel demand on collector and arterial streets and on the local highways to enable economic development in the community.
2. Improve the local circulation system to reduce the community's reliance on U.S. Highway 30 (Adams Avenue) and Oregon State Highway 82 (Island Avenue).
3. Ensure the integration of adequate bike and pedestrian pathways through the community, particularly to connect schools and activity centers.
4. Protect the function of existing and planned roadways as identified in the Transportation System Plan through the application of appropriate access management techniques.

### Land Use Compatibility

1. Improve area-wide quality of life by: 1) Increasing the compatibility of regional transportation system development with existing and future land use patterns, and 2) Minimizing the impacts of transportation system development on the natural and built environment.
2. Provide a transportation system that attracts people to live and work in the area and supports and enhances the local economy, including the recreation and tourism industry.

3. Enhance or maintain a balance between jobs and housing in sub-districts of the urban area in order to reduce the number and length of trips.

#### Funding

1. Develop a transportation system that is economical and affordable for the users and for the community to construct and maintain.
2. Ensure sustained funding for needed transportation improvement projects.

#### Coordination

1. Develop recommendations that ensure the Transportation System Plan will be consistent with the goals, policies, and action strategies of the Oregon Transportation Plan, Statewide Planning Goals, Oregon Benchmarks, the Transportation Equity Act for the Twenty-First Century (TEA-21), the Clean Air Act Amendments (CAAA), and the Americans with Disabilities Act (ADA).
2. Coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan.
3. Provide timely notice to ODOT regarding any land use action on or adjacent to a State transportation facility.

#### Implementation

1. The Transportation System Plan is an element of the Comprehensive Plans for La Grande and Island City.
2. Maintain a Transportation System Plan that is flexible and adaptable to changing future conditions.



## **Statewide Planning Goal 13 - Energy Conservation**

Through the plan and implementing ordinances of the City, it is apparent that energy conservation can be achieved. The residential and commercial density factors allow intense development of their respective uses while controlling growth in the urban area. The single family residential zone has no maximum density limit except for a height and landscaping requirement. The commercial and industrial zones have no minimum lot size or setback. The City Zoning Ordinance also allows planned unit development and neighborhood convenience centers in residential classifications.

The City is exploring its geothermal potential independently and in concert with the major heat load institutions in the La Grande area. The City will encourage solar orientation in the subdivision review process in order to aid the further application of the solar access ordinance. The City has potential for utilizing wind power and will encourage implementation of the appropriate wind generation technology in this area, as it becomes available.

The City is also proposing to develop its hydro energy from the Beaver Creek watershed. This may occur in two projects with a hydroelectric plant and also to directly drive turbine pumps for the new City well.

### Objective –

1. To conserve energy.
2. Land and uses developed on the land be managed and controlled so as to minimize the conservation of all forms of energy, based upon sound economic principles.

### Goals –

1. Encourage the use of renewable energy resources.
2. Encourage walking and/or bicycling between place of business and place of residence.

### Policies –

1. That high density residential, commercial and industrial uses be located so as to minimize energy consumption.
2. That maximum use of renewable energy resources be developed to preserve the non-renewable resources.
3. Sidewalks will be required on both sides of each street plated.
4. Sidewalk improvement will be included where necessary when the adjoining street is undergoing significant street reconstruction.

### Recommendations –

1. That high density residential, commercial and industrial uses be located along the major arterial systems to achieve greater energy efficiency.
2. That the City investigate the use of geothermal, solar, wind, and water resources for energy production in the La Grande Area.



## Statewide Planning Goal 14 - Urbanization

The La Grande Urban Area Comprehensive Plan addresses and complies with the urbanization goal. As a result of the needs analysis considered under the separate goals for land use planning through analyzing currently developed property, vacant property, and our future needs for the different land use classifications, an Urban Growth Boundary has been established as part of the Plan. Also taken into consideration in this analysis is the availability of the City to provide urban services at a reasonable cost in order that the potential for future development is not unnecessarily burdened with excessive costs of extending those services.

Natural barriers to development and resource land considerations have also been incorporated into the justification for the Urban Growth Boundary.

### A. Strategies and Policies for Efficient Conversion of Urbanizable Land

This section discusses strategies and policies for the efficient conversion of urbanizable land to urban uses within the La Grande Urban Growth Boundary.

#### 1. Residential Development

ORS 197.296(7) requires that in establishing that actions and measures ... demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types ... and is zoned at density ranges that are likely to be achieved by the housing market ... Actions or measures, or both, may include but are not limited to:

- a. Increases in the permitted density on existing residential land;
- b. Financial incentives for higher density housing;
- c. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- d. Removal or easing of approval standards or procedures;
- e. Minimum density ranges;
- f. Redevelopment and infill strategies;
- g. Authorization of housing types not previously allowed by the plan or regulations; and
- h. Adoption of an average residential density standard.

Policies: These policies are included to ensure efficient use of land within the Urban Growth Boundary (UGB) and that needed density ranges and housing types are provided.

1. The City should examine measures to encourage residential densities to approach the maximum allowed in each zone. Such measures could include density bonuses (allowing increased densities in exchange for a certain percentage of housing in a development reserved for lower-income groups), easing of parking restrictions for senior housing complexes, and easing of regulations to encourage infill development;

2. The City should examine measures that would increase the likelihood that the need for very low-income and/or government-assisted housing is met, as follows:
          - a. Provide financial incentives to developers of multi-family units to build more low-cost units. This could be done as a part of the Federal Low Income Housing Tax Credit Program.
          - b. Assist in the application (with a Housing Authority, non-profit organization or private developer) for additional housing assistance for the construction of low-cost units from Federal and/or State sources. The data presented in this document can be used to document the future need for such housing.
      3. The City should implement the following principles to ensure that land zoned for higher densities is in locations appropriate for the housing types needed when it rezones Union County zoned land for residential development:
        - a. Higher density residential designations should be located near existing or planned employment centers, neighborhood commercial centers, schools, and community parks;
        - b. Higher density residential designations should be dispersed across the community as opposed to being concentrated in one area.
2. Conversion of Urbanizable Land Based on Provision of Adequate Public Services and Facilities  
Policies:
  - a. The conversion of urbanizable lands to urban uses shall take into account the carrying capacities of public facilities and services, and no such conversion shall be permitted that exceeds such capacities.
  - b. The City shall require full urban services to be provided to all urban-level development within the Urban Growth Boundary.
  - c. The City shall require annexation prior to providing urban services and permitting urban-level development.
  - d. The City shall require detailed land use and public facilities plans for conversion areas prior to approval of and as part of the conversion plan amendment.
  - e. Lands which are brought into the Urban Growth Boundary which are in resource zoning shall retain that zoning as a holding zone and be considered urbanizable land until it can be provided with urban services and annexed.
3. Urban Growth Boundary Management Agreement  
The City has reviewed its Urban Growth Boundary Management Agreement with Union County regarding land use responsibilities within the Urban Growth Boundary and the Agreement is in compliance with Goal 14 and the Administrative Rule.

4. Urban Reserve Planning

The City should consider adopting an Urban Reserve Area outside of its Urban Growth Boundary in order to preserve land for eventual urbanization and to restrict development from limiting eventual urban uses. If an Urban Reserve Area is adopted, it must meet the requirements of OAR 660-21.

B. Review Modifications to the Urban Growth Boundary

This section reviews the existing Urban Growth Boundary and proposes modifications of the Boundary based on development suitability and good urban growth management strategies.

ORS 197.296(4) states that if the ... urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:

1. Amend its Urban Growth Boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the Urban Growth Boundary;
2. Amend its comprehensive plan, functional plan or land use regulations, pursuant to ORS 197.296 (5) to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for twenty (20) years without expansion of the Urban Growth Boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or
3. Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

C. Statewide Planning Goal Compliance

Whenever a change in the Urban Growth Boundary (UGB) is considered, the governing body proposing such change shall address the factors found in Goal 14 - Urbanization.

ORS 197.298 establishes a hierarchy for consideration of addition of various types of land adjacent to Urban Growth Boundaries. Under this hierarchy, farm and forest land cannot be added to an Urban Growth Boundary until all adjacent land in other land categories is considered and either rejected or exhausted. The ability to reject certain categories of land to serve identified land needs is allowed, but for certain specified reasons only.

The categories of land are, in priority order, as follows:

1. Land designated as "urban reserve;"
2. Nonresource land and "exceptions land;"
3. Marginal land (available to Lane and Washington County only); and

4. Farm and forest resource land, with the most productive resource land given the lowest priority for inclusion in an Urban Growth Boundary.

Land of lower priority may be included in an Urban Growth Boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated to be required for one or more of the following reasons:

1. Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
2. Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or
3. Maximum efficiency of land uses within a proposed Urban Growth Boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Expansion of an Urban Growth Boundary requires acknowledgement by the State, which is a determination that the proposed amendment is consistent with the applicable Statewide Planning Goals. Such proposals shall address all legal standards relevant to an Urban Growth Boundary amendment set forth in ORS 197.298, Statewide Planning Goal 14, OAR 660-004-0010, as well as any applicable local standards.

Goal 14: Requires that Establishment of and Change to the Urban Growth Boundary be Based Upon Consideration of the Following Factors:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with Land Conservation Development Commission (LCDC) goals.
2. Need for housing, employment opportunities, and livability.
3. Orderly and economic provision for public facilities and services.
4. Maximum efficiency of land uses within and on the fringe of the existing urban area.
5. EESE (Environmental/ Economic/Social/Energy) consequences.
6. Retention of agricultural land, with Class I being the highest priority for retention and Class VI the lowest priority.
7. Compatibility of the proposed urban uses with nearby agricultural uses.

D. Urban Growth Boundary Modification Criteria

1. State Requirements. The City shall use the seven Goal 14 factors listed above and the hierarchy for consideration of additional land as described in ORS 197.298 to evaluate the priority of expansion areas to the Urban Growth Boundary.
2. Local Requirements. The City shall consider other additional factors in evaluating proposed expansion areas to the Urban Growth Boundary, as follows:
  - a. Feasibility to serve the expansion area at reasonable cost and with minimum impacts on existing development. Development should not conflict with planned public facilities on urbanizable land.

- b. Topography of the proposed expansion area and implications for requirements for sewer service (gravity flow vs. pumping stations).
- c. Groundwater resources within the proposed expansion area that could be developed for addition to the City's water system at reasonable cost.
- d. Existing or planned capacity of transportation systems to serve the proposed expansion area.
- e. Proximity and access of the proposed expansion area to schools, parks, bikeways, recreational resources, shopping, and employment.
- f. Environmental and/or natural resource limitations or hazards.
- g. Impact of proposed expansion area on prime agricultural lands, irrigation districts, and agriculture industry facilities.
- h. Impact of proposed expansion area on open space and other natural resource features.
- i. Consideration of potential land use conflicts created by proposed expansion areas and compatibility with existing land use pattern.
- j. Visual impact of development of the proposed expansion area.





## BACKGROUND INFORMATION

**THE BACKGROUND INFORMATION PROVIDED IN THIS SECTION WAS A PART OF THE FACTUAL BASE CONSIDERED IN PREPARING THE PLAN MAP AND ARRIVING AT THE PLAN OBJECTIVES, DEVELOPMENT POLICIES AND IMPLEMENTATION RECOMMENDATIONS.**

The considerations taken into account in plan preparation can generally be classified as socio-economic, use, environmental, and governmental factors. The various elements of each of these classifications are illustrated below and are outlined in the following pages of this section.

### LAND USE PLAN CONSIDERATIONS

<b>SOCIO-ECONOMIC FACTORS</b>	<b>USE FACTORS</b>
Population	Existing Uses
Employment	Zoning
Community Survey	Housing Conditions
	Parcel and Ownership Date
<b>ENVIRONMENTAL FACTORS</b>	<b>GOVERNMENTAL FACTORS</b>
Soils Conditions	Streets and Walks
Slope	Water Supply
Flood Hazards	Sewage Disposal
Resource Values	Schools
	Other Services and
	Facilities

Those background elements that were suitable for summarization and/or mapping are found in the following subsections addressing the 14 Statewide Planning Goals.

The Statewide Planning Goals and Guidelines are addressed in this Plan by categorizing the City's objectives, policies, and recommendations into the 14 Statewide Goals, with each goal topic having the City's objectives, policies and recommendations.

Summaries of the data, maps, and charts that were developed from which the objectives, policies, and recommendations are based are included in this section.

## Existing Land Uses

One of the basic steps in development of a Comprehensive Plan for a community is the preparation of an existing land use map, and an analysis of the land use pattern. Without a thorough knowledge of the existing patterns of development, it is not possible to adequately plan for the future.

The land use inventory locates the established land uses, those areas presently being used for residential neighborhoods, for commercial shopping areas, for industrial, etc., and identifies some possible land use conflicts which should be recognized by a plan.

With basic land use pattern of La Grande being more or less stable in the past, conflicts have arisen from the mixture of incompatible land uses. This transition or mixture of incompatible uses is a result of one use gradually being overtaken by another use through a period of time. An example of this is in once predominately residential areas immediately adjacent to the City's central business district, old residential properties give way to commercial development as they become available, and the line between the business district and adjacent residential areas become unclear.

Existing residential densities tend to influence the future character of residential neighborhoods, and of the City as a whole since they provide a frame of reference with which local residents tend to distinguish between, for example, "high" density of apartment dwelling, and "low" density development that characterize single-family residential neighborhoods.

Since residential uses generally occupy the greatest amount of land in a community, residential densities tend to determine the overall quantity of land that will be devoted to urban purposes.

More importantly, residential densities provide a basis for determining the appropriate size and location of such fixed public investments as major streets, sewer trunks, and laterals, and water mains. The adequate siting of fire stations, schools, parks, and other public service facilities is also directly related to the pattern of residential densities. Since these facilities must serve the present as well as the future needs, a significant departure from existing density levels should be carefully considered.

### Residential Land Uses

Residential uses account for the largest single major use of developed land in the UGB. All of the two-family and multi-family units are located in the City. Residential development in the City is fairly compact. There are small areas of vacant land and agricultural uses among the residential uses but this is mostly on the fringe of the City. La Grande has a few new residential areas that have been developed within the last ten years but the majority of residences are over ten years of age. There are many two-story homes built in the 20s and 40s, some of which are being converted to apartments near the central business area.

Prior to the later 1960s essentially all residential development was single family or site constructed housing. In the 1970s this began to change. Several developments for mobile homes were constructed on the east edge of the City. Apartment projects were built in all quadrants of the City and about one half or 250 units received some type of renter subsidy. Single family housing construction has continued with several small subdivisions on the edge of the City.

### Commercial Land Uses

Commercial land uses, generally encompass activities in the retailing, warehousing and service functions. Commercial uses are dispersed throughout the urban area.

Commercial development has occurred primarily along Adams Avenue, from the west City limits to the south City limits, with the core of the central business district being concentrated between Third, Spruce, and Washington and Jefferson. This core area contains approximately 73 gross acres, 50 net acres with an estimated 978,792 square feet of gross floor area, and a total of 238 commercial, residential, governmental, fraternal, and transient establishments.

Surrounding the core area in the fringe is a conglomerate of marginal and non-C.B.D. activities. The commercial uses located outside of the C.B.D. represent a variety of activities, although the most numerous are gasoline service stations and grocery stores.

The other major area of commercial activity is that strip along the Oregon State Highway 82 (Island Avenue), going toward Island City, consisting of primarily highway oriented activities such as gas service stations, restaurants, and transient establishment. The exception to the above is the development of the La Grande Town Center, which covers approximately 12 acres and 133,000 square feet of gross floor area, with 15 commercial establishments.

#### Industrial Land Uses

Industrial land uses in the La Grande urban area occupy approximately 128 acres, with 76 acres (60%) of which are located in the City. The major type of industrial uses located in the La Grande area reflects agricultural and forest related resources with over three-fourths of the industrially used land being occupied by enterprises engaged in lumber and wood products manufacturing or food products processing. Most of the industrial activities are located adjacent to the Union Pacific Railroad.

The industrial development in the past has been primarily agricultural or forest related, but there exists now a definite trend of other more diversified industrial uses that are locating in the La Grande area.

As noted in earlier planning reports, a significant proportion of La Grande's heavy industrial base is located in the industrial park near Island City, outside of our Urban Growth Boundary.

Table 8 shows the existing acreage of land inside and outside the City limits, within the Urban Growth Boundary for the various land uses discussed.

#### Public and Semi-Public Land Uses

Approximately 308 acres of land in the urban growth area is devoted to public and semi-public uses. Of this 308 acres, 207 acres (67%) is occupied by either schools, churches, or cemeteries. Approximately 261 acres (85%) of the total public and semi-public land uses are within the City limits.

#### Agricultural Land Uses

The Urban Growth Boundary contains very few parcels of ground that are being used for agricultural production. There are approximately 160 acres of land that is used for pasture or being cultivated that is composed of four parcels of property ranging in size from 20 to 80 acres. Each of these parcels border the City limits and are proposed for urban expansion.

**TABLE 8. WITHIN UGB, OCTOBER 11, 1983**

	<b>Occupied</b>	<b>Vacant</b>	<b>Total</b>
Commercial	210	116	326
Industrial	219	205	424
Medium Density Residential	1,385	316	1,796
High Density, Residential	179	54	233

## Soils Evaluation

Soils in the La Grande Urban Development boundary are predominately the La Grande, Catherine, Palouse, Oxbow, Waha, and Hoopal series. A major consideration with reference to soil types is its capability or suitability for field crops. Soils are classified into eight classes with reference to their limitations.

Within the La Grande Urban Development boundary, four of the eight soil classes are predominate. They are Class II, Class III, Class VI, and Class VIII. Well over fifty percent of these soils are presently developed with one type of urban use or another.

Class I	-	Soils have few limitations that restrict their use.
Class II	-	Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III	-	Soils have severe limitations that reduce the choice of plants, require special conservation practices, or both.
Class IV	-	Soils have very severe limitations that reduce the choice of plants, require very careful management, or both.
Class V	-	Soils are not likely to erode but have other limitations, impracticable to remove, that limit their use largely to pasture, range, woodland, or wildlife.
Class VI	-	Soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife.
Class VII	-	Soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to pasture or range, woodland, or wildlife.
Class VIII	-	Soils and land forms have limitations that preclude their use for commercial plants and restrict their use to recreation, wildlife, water supply, or to aesthetic purpose.

Capability subclasses are soil groups within one class; they are designated by adding a small letter, e, w, or s, to the class numeral, for example IIe. The letter e shows that the main limitation is risk of erosion, unless close-growing plant cover is maintained; w shows that water in or on the soil interferes with plant growth or cultivation; and s shows that the soil is limited mainly because it is shallow, droughty, or stony.

Of the six soil series for the La Grande area, the major series is La Grande. This series consists of somewhat poorly drained soils formed in silty alluvium over gravel, gently sloping at elevations from 2,200

to 4,000 feet. Permeability is moderate, runoff is slow and the erosion hazard is slight. It has severe limitations for septic tanks, structures and roads due to floods and wet subsoil.

The La Grande soils are well suited for production of grains, peas, and alfalfa. The soils generally have a capability rating of IIw. See USDA Soil Conservation Service interpretation sheets for characteristics of all soils series in this area.

The following chart shows the six major soils series in the La Grande urban area, with soil limitations affecting sanitary facilities and structural development along with the predominate capability of each soil series.

While reviewing the chart below, it is important to realize that because a certain soil series may have severe limitations for some particular use, this does not necessarily mean that the use cannot be accomplished. It points out that problems may exist but with proper engineering, design, and construction methods, many of the problems can be overcome.

**TABLE 9. SOIL INTERPRETATIONS FOR THE LA GRANDE CITY AREA**

Soil Series	Soil Capability	<u>Soil Limitations</u>		
		<b>Drainfields</b>	<b>Roads</b>	<b>Foundations</b>
La Grande	IIw	Severe	Moderate	Severe
Catherine	IIw	Severe	Severe	Severe
Palouse	Ile, IIle	Slight-Moderate	Slight-Moderate	Moderate-Severe
Oxbow	IVs	Severe	Severe	Severe
Waha	IIle	Severe	Moderate-Severe	Severe
Hoopal	IIIw	Severe	Moderate	Moderate
Rough & Stony Slopes	VIII	Severe	Severe	Severe

## **Geological Summary of the La Grande Urban Area**

Fan gravel, terrace gravel, river and stream gravel, colluvium and Columbia River basalt formations make up the underlying geology of the La Grande area.

The Columbia River basalt formations consist of areas of lava flows and interbedded tuffs (porous rock formed by consolidation of volcanic ash, dust, etc.), of mid-Miocene age. These areas encompass most of the mountain to the west of La Grande. The tuff beds exist west and south of La Grande, marking areas of landslide topography.

Colluvium is the accumulation of mixed rock fragments and soil at the foot of a slope, and is present in the foot-slope area west of La Grande.

Fan gravels are large fan-shaped gravel deposits on the valley floor caused by rapidly flowing streams, such as the Grande Ronde River, entering the valley and dumping the gravel thus forming the fans. The deposits have been utilized for sand and gravel for concrete aggregate, as road base course, and for fill. Much of this gravel is overlain by several feet of floodplain silt.

Terrace gravels generally consist of well-rounded, weakly cemented basalt pebbles and occasional cobbles with sand and volcanic ash. The gravels overlie the Columbia River basalt at the edge of the mountain front and inter-finger with the fill sediments toward the center of the valley.

Three general types of areas in and around La Grande could present serious problems for construction: (1) unstable basalt slopes, (2) areas of unstable colluvium, and (3) valley areas with a high water table. It is possible that certain types of development can proceed satisfactorily in these areas, but the inherent geologic and engineering characteristics that create the problems must first be recognized and considered in the development plans. A summary of these hazards is indicated below.

- A. Basalt slopes - tuff (volcanic ash) beds greatly reduce the slope stability. Steep slopes and thick tuff beds should be considered as potential slide areas. If these areas are developed, cuts and fills are made during construction or lot leveling and increased moisture, resulting from disruption of natural drainage, will make the areas even more unsafe. Roadside water, water from roof drains, dry wells and septic tanks, and heavy watering of lawns during the summer months all increase ground water levels, the major cause of slope movement.
- B. Colluvium slopes - the colluvium is hazardous from a stability standpoint, and is relatively porous and easily infiltrated by runoff. Because of wetness, the colluvial slopes are unstable. Development in these areas may likely sustain damage from slope movement. Movement of the slopes may not be observable until some time after development has occurred.

Much of the colluvial soils west and south of La Grande (adjacent to the steep mountain slopes) have been partially developed. As housing densities increase, the problems of slope stability are also likely to increase. Design and construction should recognize these hazardous conditions.

- C. High water table - Unconfined ground water is a potential hazard in the Grande Ronde Valley. Unconfined ground water is that water which is under atmospheric pressure and is free to rise and fall in response to recharge and withdrawal from the water body. Near surface water tables are a hazard to construction, and excavations in such areas quickly fill with water. Areas where the water table is less than 10 feet from the ground surface are considered to

have moderate development limitations. Higher water tables cause increasingly greater problems.

The areas with the least potential for construction problems in the future development of La Grande are those with stable soil and bedrock conditions. Their locations are indicated on the geologic maps as: (1) areas underlain by terrace gravels, (2) basalt surfaces with gentle slopes, and (3) valley areas where the water table remains at least 10 feet below ground surface at all times.

Included as a support document to this Plan and the Geologic Hazard provisions with the Zoning Ordinance is the study recently completed entitled, Soil and Hydrologic Properties and Processes Affecting the Stability of Hillslopes in the La Grande Area and the Potential for Residential Development by Bart Barlow.

## **Population and Employment Characteristics**

### **Population**

The City of La Grande was incorporated in 1865. Between 1960 and 1970 both La Grande and Union County experienced a moderate growth rate. Baker and Pendleton showed population declines during that period. La Grande's population increase during that period was 631 or an increase of 7%.

Between 1970 and 1980 La Grande continued to show a population increase of 2,415 or 20%. This is a change from 9,645 in 1970 to 12,060 in 1980. Between 1980 and 1990, the population of La Grande decreased from 12,060 to 11,766; a decrease of 2.5%. During the 1990s, the population increased from 11,766 to 12,327, an increase of 4.8%. During the 1990s, the population of Union County increased from 23,598 to 24,530 (an increase of 3.9%).

### **Income**

An important aspect of an area's population is the level of family income. The family income governs the level of participation in community support and the area economy. The ability of the economy to deliver economic benefits to the people depends on the level of family income. Also, since income coupled with other social factors affect the lifestyles of the people, it may also indicate the types of consumer markets available. The level of family income also affects the community's ability to finance needed public facilities and services.

The average pay per job in 1999 for Union County was \$23,569 according to the Oregon State Employment Division. This is well below the current State average pay per job of \$30,867 and below the national average of \$33,313. The percentage of families with lower incomes is slightly higher than the rest of Union County and the state; and at the same time the percentage of families with a higher level of income is also higher in La Grande than the rest of Union County. This is due to La Grande serving as a regional center for commerce, medical, and educational resources.

### **Employment**

La Grande's labor force is vulnerable to seasonal fluctuations in the timber and agriculture industry. Currently the national economic situation has affected lumber mills in La Grande to only a small degree with periodic short layoffs lasting only one or two weeks. There has been a significant slow down of new construction and people involved in the building industry have been impacted.

La Grande does serve as a regional center for two counties which also stabilizes the economy and therefore the employment situation. Essentially all of the county's state and federal offices are located in La Grande as well as Eastern Oregon University and a large complex of medical offices adjacent to Grande Ronde Hospital.

The unemployment rate has been in the 6% range during the first half of 2001. This is slightly above the State average of 5.2% and the national average of 4.2%. There has been no massive deterioration of the area employment base but rather a situation where there is a larger increase in the population than there is in employment opportunities. This situation is expected and will not change unless significant industrial development occurs and then the percentage of unemployed will only decrease temporarily.

### **Present Street Facilities**



The City street system is a framework that shapes the City in many ways. The location of streets affects the size, shape and orientation of building lots. This in turn affects the setting of the individual buildings. This combination of streets, blocks, lots, and buildings plays a large part in developing the total character of the City.

The street patterns and their conditions are extremely important in the development of the City with reference to the possible development of new areas and their main purpose of providing safe, expeditious, and effective movement of traffic.

There are approximately 60 miles of street right-of-way in La Grande, accounting for about 464 acres of land.

The City has an adopted Transportation System Plan which includes mapping of the classification of streets and a listing of future transportation projects, with cost estimates and time frames.

#### Parks and Recreation

A new Parks and Recreation Master Plan was adopted as part of the Comprehensive Plan in 1996. A detailed inventory of parks and recreation facilities is included therein.

#### Fire Protection

La Grande has a 15 member full-time fire department, providing a four-man shift, 24 hours a day for approximately two-thirds of the time. When someone is on vacation or sick leave then there is a three-man shift. There are also 17 volunteer firemen fully trained who respond to the fire calls. The City has four pumper trucks, one elevating platform truck, a rescue truck, and a haz-mat response truck.

The existing fire station is located at the corner of Elm Street and Washington Avenue. However, construction was scheduled to begin during the summer of 2001 on a new Fire Station at the intersection of Cove Avenue, Cherry Street and Pine Street. Plans were being developed to operate a regional fire museum in the old station.

The City Fire Department serves everyone within the City limits, and contracts with various residents outside the City limits for fire protection. On a scale of 1 to 10 established by Insurance Services Office, La Grande has a fire rating of 4 or good.

#### Police Protection

The La Grande Police Department consists of 24 full-time employees of which 15 are certified officers. This constitutes approximately 1.3 officers per 1,000 population, in comparison with the average for the West Coast of 1.8 officers per 1,000 population. There are also 11 reserve officers.

The Police Department is located at the corner of Sixth Street and "K" Avenue together with the Sheriff's Office in the Union County Corrections Facility. The joint facility was completed in 1978.

At the present time the City Police does not normally respond to calls outside the City limits. However with the central dispatching between the Police and Sheriff's Office, the City Police do respond if they are the closest and it is a life-threatening situation.

## Schools

There are eight (8) public schools in the La Grande area that serve the La Grande urban area residents. All of these schools are located within the La Grande City limits except Island City Elementary School. There are five (5) public grade schools, a middle school, a high school and Eastern Oregon University.

Central Elementary is a 14.9 acre site located on "K" Avenue and Sunset Drive serving all that area east of Twelfth Street and south of Adams Avenue.

Riveria Elementary is a 2.7 acre site located on Second Street and "Y" Avenue, serving all that area north of Adams Avenue and west of Depot Street.

Greenwood Elementary is a 5.2 acre site located on Spruce Street and "V" Avenue serving all that area east of Depot Street, north of Adams Avenue and the Oregon State Highway 82 (Island Avenue), and west of the freeway.

Willow Elementary is a 3.1 acre site located at Willow and East "O" Avenue and serves all that area south of the Oregon State Highway 82 (Island Avenue), west of the freeway, north of Gekeler Lane and east of Twelfth Street.

A new Middle School was completed for the fall of 1976. This school is located on an 8.4 acre site at Fourth Street and "K" Avenue.

The High School is located on a 13 acre site at Second Street and "K" Avenue.

Both the Middle and High Schools serve the entire La Grande urban area as well as the Island City area.

Table 10 compares the enrollment in the School District in 1983 and 2001. It is evident that enrollment is declining and that schools are operating within their intended capacity. Two (2) of the elementary schools in La Grande (Willow and Rivera) are becoming very old. The School District has been considering closing these schools and building a new elementary school.

As noted earlier, Eastern Oregon University is located within the City limits. Eastern is a four-year multipurpose regional college with a wide range of degree programs.

The campus is located in the south central part of La Grande on a 110 acre site at Eighth Street and "M" Avenue.

Eastern Oregon University prepared a new Master Plan in 2001 which anticipates the student population increasing from 2,000 in 2001, to 3,000 by 2010, and 4,250 by 2020. A portion of this student enrollment will be served at a variety of "distance learning" locations. About 30% of the students would be housed on-campus. A new Science Building is being planned, which will enable some of the projected growth to occur.

**TABLE 10. SCHOOL DISTRICT ENROLLMENT**

<b>School</b>	<b>Student Load Potential</b>	<b>Student Enrollment 1983</b>	<b>Student Enrollment 2001</b>
Central Elementary School	440	430	373
Riveria Elementary School	205	169	152
Greenwood Elementary School	410	361	329
Willow Elementary School	195	184	190
Island City Elementary School	190	154	160
Middle School	500	520	379
High School	1,100	830	731

#### Library

The La Grande Library was built in 1913 at the corner of Fourth Street and Penn Avenue. The book shelving capacity is currently as much as possible in the 8,640 square foot structure. While the building does have some size and functional limitations, the City has reinforced it so its structural and architectural integrity is sound. Handicap access was installed to the basement level and the restrooms were also altered for handicap accessibility. The library is patronized by the county residents who comprise 30% of the total library users.

#### City Hall

The City offices moved in 1982 from Elm Street and Washington Avenue where they had been located for 72 years. The new location at Fourth Street and Adams Avenue is a building constructed in 1912 as the area Post Office. The building is on the Federal Register of Historic Places and is in excellent condition. All of the City Planning Commission meetings and City Council meetings are held on the main floor, which is accessible to the handicapped.

#### Airport

La Grande owned and managed the La Grande Airport for many years but has turned over management to Union County. It is situated on 640 acres approximately three miles southeast of the City. The airport is served by two paved runways approximately 4,600 feet in length by 150 feet wide. Present facilities include a fixed base operator, tie-down areas, enclosed hanger space, an aircraft maintenance building, a Forest Service warehouse and offices and a fire retardant bomber facility managed by the Forest Service. An industrial park has been developed on about 200 acres bordering the airport.

## PLAN IMPLEMENTATION

The Comprehensive Plan provides a guide for the future growth of the community. However, it is of limited value unless provisions are made for its implementation. The controls and measures which can be utilized to accomplish the objectives outlined by the Comprehensive Plan are varied; they range from legal controls such as zoning and subdivision codes to cooperative agreements between operating agencies such as joint provisions for the use of school recreation facilities. Some are immediate and complete in their effect, such as the construction of various public works projects (schools, roads, etc.). Others may occur more gradually over a period of years toward the accomplishment of Plan objectives. Implementing measures are subject to the pressures of day-to-day problems and decisions, but should be used to provide the implementation of the adopted Comprehensive Plan.

The following section discusses implementing measures that may be utilized by the City. Others may be adopted or utilized from time to time, or new ones may be developed in the future which will prove to be useful.

### Zoning

Zoning is an official land use control established to serve the public health, safety, and welfare and to provide the economic, social, and aesthetic advantages resulting from the orderly use of land. Zoning is probably the single most commonly used legal device available for implementing the Comprehensive Plan. It is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space for each type of development. The use of land structures, building height, setback of structures from the street right-of-way line, lot size, density of development and similar matters are regulated in each zone. Zoning regulations governing each specific zone classification must be uniformly applied to all areas given that zone classification.

In establishing zones of land use, the City decides what types of land uses will and will not be found in each area. However, zoning provides only a framework for growth.

In areas where the adopted zoning allows a higher intensity of land use than presently exists, zoning may have a substantial impact on existing development in that zone. Among the primary use of zoning has been the protection of the physical character of existing neighborhoods, the protection of property values and the maintenance of neighborhood stability. Changes of zones within the developed areas may constitute real or imagined threats to property values and to the stability of an area.

One situation which commonly threatens older residential neighborhoods is the use of zoning to facilitate a change in the character of a neighborhood either to a higher density residential use or to commercial uses. Residential areas surrounding expanding commercial areas are especially vulnerable to redevelopment for higher rent uses, and zoning may play a part in determining the timing of such development.

Zoning Ordinance provisions and zoning maps can be amended. However, such amendment must be consistent with the Comprehensive Plan. Where there are conflicts between the zoning and the Comprehensive Plan, the Zoning Ordinance must be brought into conformance and be consistent with the Plan.

## Subdivision

A Subdivision Ordinance is an official control pertaining to the division of land. Subdivision Ordinances coordinate the otherwise unrelated plans of a great many individual developers, and in the process to assure that provision is made for such major elements of the land development plan as right-of-way for major thoroughfares, parks, school sites, major water lines, and sewer outfalls, and so forth. They also allow for the control of the internal design of each new subdivision, so that its pattern of streets, lots, and other facilities will be safe, pleasant, and economical to maintain. Also a list of improvements that are the responsibility of the developer such as paved streets, water supply and sewage disposal systems are generally included.

## Official Maps

An official map is an Ordinance intended to implement the Transportation Plan through the reservation of land for future streets, or the widening of existing streets. Within the proposed rights-of-way of these streets, Building Permits for substantial new construction cannot be granted in order that the purchase and removal of improvements will not be necessary when the streets are to be developed or widened.

This type of Ordinance provides an opportunity for delaying of construction which is proposed within a mapped street. If investigation shows that the property owner can carry out his project satisfactorily by the relocation of his structure to avoid the path of the proposed street, a change in locations would be required. If preservation of the proposed street would make use of the property impossible, the City would have an opportunity to purchase the property.

## Building and Housing Codes

A Building Code establishes minimum standards of safe design and construction for structures to be constructed, altered, repaired, or moved. The City of La Grande has been enforcing the Uniform Building Code since 1965.

A Housing Code establishes minimum standards for safety of existing housing. Ordinances often call for the repair, vacation, or demolition of structures determined to be dangerous to the health, safety, and welfare of the general public or occupants of the building.

## Capital Improvement Program

A Capital Improvement Program is the prioritization and scheduling of public physical improvements for a community over a specific period of time. Scheduling is based on a series of priorities, according to need, desire, or importance of such improvements, and the municipality's present and anticipated financial standing.

Capital Improvement Programming is a vital element of the community's total planning effort. As a Plan implementation tool, a City's Capital Improvement Program has an importance comparable to that of the Zoning and Subdivision Ordinances.

The Program should be brought up to date each year and should be based on realistic project costs and the ability of the City to finance the improvements.

A Capital Improvement Program was prepared in 1977 and has not been updated.

## City - County Coordination

A number of proposals of this Plan pertain to areas outside the City limits. Implementation of these proposals can occur only through annexation, cooperation between the City of La Grande and Union County or through implementation by the County. La Grande should work closely with the County with regard to such areas as land use controls, subdivision design, and street and park development if the proposals of this Plan are to become a reality.

## **UPDATING THE PLAN**

In order to plan for changes, the Comprehensive Plan itself must be continually re-evaluated and updated. The Plan should be reviewed and, if needed, changed each biennium to reflect: changes in community attitudes, policies and priorities; changes in the economic, social, cultural, and technological aspects of both the community and society in general; changes in community needs as projects are completed and also as an emergency may arise which demands a shift in emphasis; and, changes in the information which is available about the community when analysis of such information points out that basic community characteristics are changing.

Biennial review, updating and re-adoption of the Plan provides the opportunity for reconsideration of short-term proposals and also of long term considerations. This process is intended to make the Plan and the planning process a regular ongoing part of local government instead of a peripheral activity, and to provide an opportunity for general review of proposals contained in the Plan immediately prior to review of the budget, so as to increase the likelihood of the implementation of the proposals.

The Plan should be reviewed at the beginning of the calendar year by the Planning Commission. It should be the task of this body to review the Plan and recommend changes to the Plan in the form of amendments they feel to be necessary. The Plan and amendments shall be considered at a public meeting at each of the four (4) major grade schools (Willow, Greenwood, Central, and Riveria). After these meetings, the Commission will then submit their recommendations to the City Council at which time a public hearing will be held where official action can take place.

When it becomes apparent that the Comprehensive Plan and database have become outmoded, a more thorough review and complete revision of the Plan should take place. This is expected to occur at 7 - 10 year intervals.

Minor changes to the Plan, those that do not have significant effect beyond the immediate area of the change, should not be made more frequently than once a year, if at all possible. The changes should be based on special studies of other information, which will serve the factual basis to support the change. The public need and justification for the particular change should be established.

A request for minor change to the Plan shall be submitted to the Planning Office at least 30 days prior to the date that the Planning Commission is to hold the public hearing.

The Staff will evaluate the request and recommendations and set up a public hearing date for the Planning Commission review. After the Planning Commission holds the hearing, they will make a recommendation to the City Council, who in turn will hold a public hearing, then act on the amendments.

## **APPENDIX**

- A. Soil interpretations for the La Grande Region
- B. Bibliography
- C. Adopted Maps, Appendices, Figures and Related Documents



**APPENDIX A  
SOIL INTERPRETATIONS FOR THE LA GRANDE REGION**

<b>Soil Series</b>	<b>Soil Capability</b>	<b>Soil Limitations</b>		
		<b>Drainfield</b>	<b>Roads</b>	<b>Foundations</b>
Veazie	III <sub>s</sub>	Severe	Severe	Severe
La Grande	II <sub>w</sub>	Severe	Moderate	Severe
Catherine	II <sub>w</sub>	Severe	Severe	Severe
Palouse	II <sub>e</sub> , III <sub>e</sub> , IV <sub>e</sub>	Slight-Moderate	Slight-Moderate	Moderate-Severe
Oxbow	IV <sub>s</sub> , VI <sub>s</sub>	Severe	Severe	Severe
Alicel	II <sub>e</sub> , III <sub>e</sub>	Slight-Moderate	Moderate	Moderate
Ukiah	VII <sub>s</sub>	Severe	Moderate	Moderate
Waha	III <sub>e</sub> , IV <sub>i</sub>	Severe	Moderate-Severe	Severe
Hot Lake	II <sub>w</sub> , III <sub>e</sub> , IV <sub>e</sub>	Severe	Severe	Severe
Gwim	VII <sub>s</sub>	Severe	Severe	Severe
Anatone	VII <sub>s</sub>	Severe	Severe	Severe
Umapine	III <sub>w</sub>	Moderate	Slight	Moderate
Imbler	II <sub>e</sub> , III <sub>e</sub>	Slight	Moderate	Moderate
Hoopal	III <sub>w</sub>	Severe	Moderate	Moderate
Conley	II <sub>w</sub> , III <sub>w</sub> , IV <sub>w</sub>	Severe	Severe	Severe
Emily	III <sub>s</sub> , IV <sub>s</sub>	Slight	Moderate	Slight-Moderate
Tolo	III <sub>e</sub> , VI <sub>e</sub> , VII <sub>e</sub>	Moderate-Severe	Moderate-Severe	Moderate-Severe
Klicker	VI <sub>e</sub> , VII <sub>s</sub>	Severe	Moderate-Severe	Moderate-Severe
Jett	II <sub>e</sub>	Slight	Moderate	Moderate
Phys	III <sub>s</sub> , IV <sub>s</sub>	Moderate	Slight	Moderate
Hall Ranch	VI <sub>e</sub> , VII <sub>e</sub>	Severe	Severe	Severe
Wilkens	V <sub>w</sub>	Severe	Severe	Severe
Snell	VII <sub>s</sub>	Severe	Moderate-Severe	Severe
Hutchinson	II <sub>s</sub> , III <sub>e</sub> , IV <sub>e</sub> , VI <sub>e</sub>	Severe	Severe	Severe

## **APPENDIX B BIBLIOGRAPHY**

Special Flood Hazard Information, Mill Creek-Gekeler Slough, Department of the Army, Corps of Engineers, June, 1973

Engineering Geology of the La Grande Area, State of Oregon, Department of Geology and Mineral Industries, 1971.

Twelve Decades - The Historical Context of Development Decisions in La Grande, Bureau of Governmental Research and Service, 1971.

Economic and Population Characteristics and Prospects for Growth, Bureau of Governmental Research and Service, 1969.

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The La Grande Central Business District, Bureau of Governmental Research and Service, 1970.

Existing Land Use in the La Grande Urban Area, Bureau of Governmental Research and Service, 1969.

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General Soil Map with Soil Interpretations for Land Use Planning, Union County, Oregon, U.S. Department of Agriculture, Soil Conservation Service, October 1973.

Human Resources Data 1970, League of Oregon Cities, October 1972.

1970 Origin-Destination Study for La Grande, Oregon, Oregon State Highway Division, December 1971.

The Other Side of the Mountains - A Statistical Handbook of Northeast Oregon, Eastern Oregon Community Development Council, June 1975.

Wastewater Facilities Plan, La Grande, Oregon, Cornell, Howland, Hayes, Merryfield and Hill (CH2M-Hill), September 1975.

General Social and Economic Characteristics = Oregon, U.S. Department of Commerce, Bureau of the Census, February 1972.

Selected Characteristics of Oregon Population, Bureau of Municipal Research and Service, September 1962.

Section 2. The La Grande/Island City Transportation System Plan–Vol. 1 shall be and hereby is amended to add the DKS Traffic Analysis for the UGB Expansion Area and UGB Exchange Area as a supporting document.

Section 3. The Pedestrian and Bicycle Improvement Plan, adopted by Ordinance Number 3058, Series 2007, shall be and hereby is amended to remove the multi-use path recommendation for the parcel(s) of land in the May Lane and Cottonwood Road area, as identified on Map 3-2.

Section 4. The City Council of the City of La Grande, Union County, Oregon, shall and hereby does adopt the Findings of Fact and Conclusions of Law in the City Council Staff Report, dated April 3, 2013.

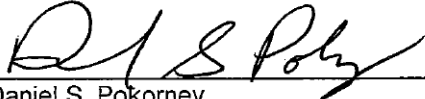
SECTION 5. Ordinance Number 3182, Series 2009, and all other Ordinances or Parts of Ordinances in conflict herewith shall be and hereby are repealed.

Section 6. SEVERABILITY. If any court of competent jurisdiction declares any Section of this Ordinance invalid, such decision shall be deemed to apply to that Section only and shall not affect the validity of the Ordinance as a whole or any part thereof other than the part declared invalid.

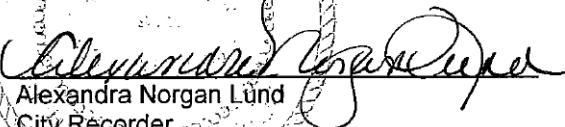
Section 7. EFFECTIVE DATE. This Ordinance shall become effective thirty (30) days after its adoption by the City Council of the City of La Grande, Union County, Oregon, and its approval by the Mayor; specifically, May 3, 2013.

ADOPTED this Third (3<sup>rd</sup>) day of April, 2013, by Six (6) of Six (6) Councilors present voting.

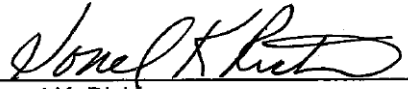
APPROVED this Third (3<sup>rd</sup>) day of April, 2013.

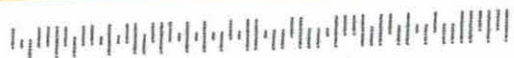
  
Daniel S. Pokorney  
Mayor

ATTEST:

  
Alexandra Norgan Lund  
City Recorder

APPROVED AS TO FORM AND CONTENT:

  
Jonel K. Ricker  
Legal Counsel for City of La Grande



**CITY OF LA GRANDE**  
Community & Economic Development Dept.  
P.O. Box 670 / 1000 Adams Avenue  
La Grande, Oregon 97850

Attn: Plan Amendment Specialist  
Dept. of Land Conservation & Dev.  
635 Capitol Street NE, Suite 150  
Salem, OR 97301-2540

DEPT OF  
NOV 20 2013  
LAND CONSERVATION  
AND DEVELOPMENT