

**BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON**

In the matter of amending the Marion County
Comprehensive plan by adopting a 237-acre
amendment to the City of Woodburn Urban Growth
Boundary for industrial land and rezoning land added
to the urban growth boundary.

) LA 24-001
) Clerk's File No:
) Legislative Amendment
)
)

AN ADMINISTRATIVE ORDINANCE

ORDINANCE NO. 1477

THE MARION COUNTY BOARD OF COMMISSIONERS HEREBY ORDAINS AS FOLLOWS:

SECTION I. Purpose

This ordinance is enacted pursuant to the authority granted general law counties in the State of Oregon by Oregon Revised Statutes (ORS) Chapter 203, and the comprehensive land use planning and coordination with local government provisions under Chapters 195 and 197, by Amending the Marion County Comprehensive plan by adopting a 237-acre amendment to the City of Woodburn Urban Growth Boundary for industrial land and rezoning land added to the urban growth boundary.

SECTION II. Authorization

The Marion County Board of Commissioners initiated a legislative amendment to the Marion County Comprehensive Plan by Resolution No. 24R-33 dated December 18, 2024. The legislative amendments came before the Board at the request of the City of Woodburn for concurrence in and adoption of an urban growth boundary amendment being considered by the city, pursuant to the planning coordination and concurrence provisions under ORS Chapters 195 and 197, and the provisions of the executed December 23, 2015 Urban Growth Boundary and Policy Agreement between Marion County and the City of Woodburn that establishes procedures for addressing land use matters of mutual concern, including amendments to the comprehensive plan and urban growth boundary. The Board held a public hearing on January 29, 2025, for which proper public notice and advertisement was given. The Board closed the hearing on January 29, 2025. All persons present during the public hearing and those provided notice of the hearing, were given the opportunity to speak or present written statements on the proposed amendments.

SECTION III. Evidence and Findings

The Board has reviewed the evidence and testimony in the record. Based on the facts and findings in the record, as contained in Exhibits A and B, which are incorporated herein by this reference, the Board determines that the updated City of Woodburn Urban Growth Boundary amendment conforms with the requirements under ORS Chapter 197 and the Statewide Land Use Planning Goals and Administrative Rules for the development and revision of comprehensive plans, with ORS Chapter 195 for county coordination with local comprehensive plan activities, and the Marion County Comprehensive Plan Urbanization Element on coordination with cities on growth management policies and guidelines.

The amendment adopts a 237-acre amendment to the City of Woodburn Urban Growth Boundary for industrial land to provide a 20-year supply of recreational land and the redesignation of lands included in the boundary expansion from a Marion County comprehensive plan designation of "Primary Agriculture" to City of Woodburn Comprehensive Plan designations of "Southwest Industrial Reserve zone". The land will be rezoned from "Exclusive Farm Use" to Marion County zoning plan designations of "Urban Transition 20 Acre Minimum".

SECTION IV. Amendments to Marion County Comprehensive Plan

The Marion County Comprehensive Plan is amended to include the adoption of an updated City of Woodburn Urban Growth Boundary for application in the area within the urban growth boundary that lies outside the city limits. The Marion County Comprehensive Plan Map is amended to include a 237-acre urban growth boundary expansion and changes in the plan designation of those properties added to the boundary and within the urban growth area as depicted on the maps set forth in Exhibit C. The Marion County Comprehensive Plan and its implementing ordinances (zoning maps) are further amended to include the rezoning of the properties included within the amended urban growth boundary as depicted on the map set forth in Exhibit C to Public.

SECTION V. Repeal Of Portions Of Existing Ordinances

Those portions of Marion County Ordinance No. 572 adopting a City of Woodburn Urban Growth Boundary and a Comprehensive Plan for the area outside the city but within the growth boundary or amendments pertaining to the City of Woodburn, are hereby repealed, or amended as set forth in this ordinance through the adoption of the City of Woodburn Comprehensive Plan updates and amendments, which by reference are incorporated into this Ordinance.

SECTION VI. Severability

Should any section, subsection, paragraph, sentence, clause, or phrase of this Ordinance or any policy, provision, findings, statement, conclusion, or designation to a particular land use or area of land, or any other portion, segment or element of this Ordinance or of any amendments thereto and adopted hereunder, be declared invalid for any reason, such declaration shall not affect the validity and continued application of any other portion or element of this Ordinance or amendments to the Comprehensive Plan, as amended herein; and if this Ordinance or any portion thereof should be held to

be invalid on one ground, but valid on another, it shall be construed that the valid ground is the one upon which this Ordinance or any portion thereof was enacted.

SECTION VII. Effective Date

Pursuant to Chapter 1.10 of the Marion County Code, this is a legislative Administrative Ordinance and shall take effect upon adoption.

SIGNED and FINALIZED this 26th day of February, 2025 at Salem, Oregon.

MARION COUNTY BOARD OF COMMISSIONERS

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Chair

A handwritten signature in blue ink, appearing to be "Bred Hanj", written over a horizontal line.

Recording Secretary

JUDICIAL NOTICE

Oregon Revised Statutes (ORS) Chapter 197.830 provides that land use decisions may be reviewed by the Land Use Board of Appeals (LUBA) by filing a notice of intent to appeal within 21 days from the date this ordinance becomes final.

Facts and Findings

This matter comes before the Marion County Board of Commissioners at the request of the City of Woodburn for concurrence in and adoption of an amendment to the Woodburn Urban Growth Boundary. The city has held public hearings on the amendments and has adopted an ordinance amending the city's urban growth boundary. Because the city's comprehensive plan is a component of the county's comprehensive plan, and Oregon Revised Statutes 197.025(1) gives the county responsibility to coordinate all planning activities with the county, the county must consider whether to concur in the city's amendment. In addition, Goal 14—Urbanization, states:

Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments. An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements [...].

The Marion County Board of Commissioners adopted the Woodburn Urban Growth Boundary and Comprehensive Plan for the area outside the city but within the county on February 6, 1980, (Ordinance No. 572). Marion County and the City of Woodburn entered into an Urban Growth Boundary and Policy Agreement (UGBPA) on December 23, 2015. The UGBPA establishes procedures for coordinating land use matters of mutual concern. The UGBPA provides for the county to concur in the city's comprehensive plan and to adopt those provisions for application within the urban growth area (the area within the urban growth boundary outside the city limits). Such provisions include urbanization policy changes, plan map amendments affecting properties in the urban growth area, and urban growth boundary changes.

During the city's public hearings process on the current amendments to its plan, county planning staff communicated with the city's staff. County staff had no concerns that needed to be addressed by the city's staff.

On December 18, 2024, the Board of Commissioners approved Resolution 24R-33 initiating the review process to amend the Marion County Comprehensive Plan by adopting an amendment to the City of Woodburn Urban Growth Boundary and setting a public hearing date of January 29, 2025, to receive testimony on the proposed amendments.

CITY OF WOODBURN URBAN GROWTH BOUNDARY AMENDMENT

The City of Woodburn is proposing to expand its urban growth boundary (UGB) by 237-acres to provide industrial land for employment and businesses on the southeastern side of the city. The city recently completed and adopted an Economic Opportunities Analysis as well as a Buildable Lands Inventory that identified the need for an additional 370.2 acres of employment land in the city. The plan identified approximately 107-acres for commercial lands and 272.2-acres for industrial lands.

The city identified an area that would help meet this deficit of employment land. The area is known as the Urban Reserve Area/Southwest Industrial Reserve and lies east of Interstate 5 and Butteville Rd NE, and north and south of Parr Rd NE. The area is currently unimproved farmland, and the Union Pacific Railroad runs further to the south.

One of the means the city identified to achieve more employment land was to acquire land outside the urban growth boundary and annex the land into the city. The city went through the process in state statute and Goals 9 and 14. Because the city already designated an area as an Urban Reserve, it has first priority to be considered in any Urban Growth Boundary expansion. There are some areas of rural exception land, but these are subject to a 20-year UGB expansion limitation applied when the city expanded in 2015. Therefore, these lands cannot be considered and the Southwest Industrial Reserve has first priority. This streamlines the review process and allows this land to be considered without applying other Goal 14 locational factors. Goal 14 requires cities to establish a maintain Urban Growth Boundaries to separate urban land from rural lands. UGB's must have a 20-year land supply to meet identified employment, housing and public facility needs. The city identified a need for 107 acres of commercial land and 237 acres of industrial lands. This UGB expansion addresses the industrial land only at this time. The area identified as the Urban Reserve is made up of large lots, with sizes ranging from 3.88 to 59.43 acres. The cities findings state that this will allow for larger industrial developments that could not otherwise have been established as in-fill development on lots existing inside the city. The city has no industrial lots over 20-acres in size, this expansion will fill that gap.

The city determined that the land would efficiently accommodate the needed industrial land. Their Economic Opportunities Analysis identified 24 efficiency measures which Woodburn states they implement 23 already. In addition, the proposed expansion would allow for the orderly and economic provision of public facilities and services.

The city's findings support: the boundary expansion, the priority of land to be included within the urban growth boundary and address the Goal 14 factors and the statutory provisions for an amendment of an urban growth boundary to include sufficient industrial lands within the boundary.

The Urban Growth policies contained in the Urbanization section of the Marion County Comprehensive Plan must also be reviewed against the proposal. The city has addressed each policy in their analysis and staff has found their findings to be adequate for the proposal.

REDESIGNATION OF PROPERTIES ADDED TO THE URBAN GROWTH BOUNDARY

The city determined that the appropriate designation for the properties in its comprehensive plan is the Industrial (I) zone. The city proposes to apply a Southwest Industrial Reserve zone once the land is annexed into the city limits. After they have been included in the UGB and their designation in the Woodburn Comprehensive Plan changed to Industrial, but until the land is annexed, the county must apply an urban zone to the properties consistent with the city plan designation.

Chapter 16.13 of the Marion County Code, the Urban Transition zone states:

“The UT (urban transition) zone is intended to retain and protect for future urban use properties which are undeveloped or underdeveloped and do not have available urban facilities such as sanitary sewer, water, drainage and streets. The zone allows the continuation of legally established uses and establishment of uses compatible with the plan designation. In areas planned for development relying on urban services, transitional uses may be allowed which will not interfere with the efficient, later use of the land for planned urban uses.”

Since the properties are currently undeveloped and are not served by City of Woodburn utilities, applying the UT zone with a 20-acre density limitation to the properties is consistent with the purpose of the zone.

The city has addressed all applicable state planning goals, statutes and rules in addition to their comprehensive plan policies and Marion County’s comprehensive plan’s urbanization policies. Staff has found their proposal to be compliant with these standards.

DECISION

The Board concurs in the Board concur in the City of Woodburn’s Comprehensive Plan amendment to its Urban Growth Boundary by approving amendments to the Marion County Comprehensive Plan for the City of Woodburn Urban Growth Boundary by adding 237 acres for industrial land and re-zoning the land added to the urban growth boundary Urban Transition – 20 acres minimum.

ANALYSES & FINDINGS
Woodburn Comprehensive Plan Map Amendment and UGB Expansion into Urban Reserve Area

I. INTRODUCTION

In January 2024, the City adopted an update to our Economic Opportunities Analysis (“EOA”) which included an employment growth rate of 2.3%, adding an estimated 6,830 jobs by the year 2043. The 2023-2043 Economic Opportunities Analysis (“EOA”) and Buildable Land Inventory (“BLI”) reconciled the 20-year employment demand with existing employment land supply within the existing Urban Growth Boundary (UGB) for an identified need (deficit) of 379.2 total acres of employment land need- see Table 1 below.

Upon adoption of the 2023-2043 Economic Opportunities Analysis (“EOA”) and Buildable Land Inventory (“BLI”), the City Council initiated a Woodburn Comprehensive Plan Map amendment and an amendment to the City of Woodburn/Marion County Urban Growth Coordination Agreement (Coordination Agreement) to incorporate the 237 gross acres identified as the Urban Reserve Area/Southwest Industrial Reserve into the Woodburn Urban Growth Boundary (“UGB”), in order to comply with Goal 9 and Goal 14 under Oregon Administrative Rule (OAR) 660, and meet some of the adopted employment need/deficit.

A. Timeline

Following is the timeline of relevant events carrying out this Legislative Amendment:

- March 25, 2024: Resolution 2230-A Resolution Initiating Consideration of Proposed Legislative Amendments to the Woodburn Comprehensive Plan Map to Amend the Urban Growth Boundary and Incorporate the Previously Established Urban Reserve Area (URA)
- September 4, 2024: 35-day PAPA notice to DLCD
- September 24, 2024: Woodburn Development Ordinance (WDO) notice requirements for legislative amendments mailed and posted
- October 10, 2024: Woodburn Planning Commission Meeting, following a duly noticed public hearing notice
- October 28, 2024: Woodburn City Council Meeting, following a duly noticed public hearing notice

II. APPLICABLE LAW

A. General

Evaluation and expansion of a UGB requires application of several interrelated administrative statutes, Oregon Statewide Planning Goals, Oregon Revised Statute (ORS) 197.298, and the Woodburn Comprehensive Plan.

As part of the Goal 14 UGB analysis, Woodburn previously addressed capacity needs under Goal 9 (Economic Development) and related statutes and administrative rules under OAR chapter 660-009, and Goal 14. The first step is to determine the “amount of land needed” and a “differentiation of land use types according to their land consumption attributes,” under Goal 14.

B. Amount of Land

The applicable requirements are found in ORS 197.298 and 197.712, Goal 9, OAR chapter 660-009, and Goal 14. The first step is to determine the “amount of land needed” and a “differentiation of land use types according to their land consumption attributes,” under Goal 14.

Goal 14 requires that (emphasis added):

“Establishment and change of urban growth boundaries shall be based on the following:

- (1) *Demonstrated need to accommodate long range urban population*, consistent with a 20-year population forecast coordinated with affected local governments; and
- (2) *Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).*

“In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.”

C. Alternative Sites Analysis

The Goal 9 rule provides that cities “must adopt measures adequate to implement policies adopted pursuant to OAR 660-009-0020”. To accomplish that, compatible employment uses with similar site characteristics may be combined into “broad site categories (OAR 660-009-0025(1)). In addition, OAR 660-009-0025(2) requires jurisdictions to ensure the total acreage of land designated must at least equal the total projected land needs for each industrial or other employment use category identified in the plan during the 20-year planning period.

If there is a need to accommodate population or employment growth, the jurisdiction must first look to land inside the existing UGB to accommodate that need. If some or all of the identified need cannot be accommodated inside the UGB, the jurisdiction then moves to the second step: “application of ORS 197A.320(2)(c), together with Goal 14, to locate and justify inclusion of land to fill that quantified need.” The jurisdiction must follow the priority statute, ORS 197.298(1)(a-d), sequentially. When determining which lands to include within the UGB of a city outside of Metro, the rules of ORS 197A.320 must also be applied.

Marion County and the City of Woodburn adopted Woodburn’s current Urban Reserve Area via Ordinance 2530 in December 2015. Because the City has an adopted, designated Urban Reserve Area to meet 237 gross acres of industrial employment land that is suitable to respond to economic development opportunities and needs, the City Council intends to apply ORS 197.298(1)(a) first.

A local government cannot include lower priority lands within the UGB pursuant to an exception to that priority scheme without first applying the priority scheme to determine whether higher

priority lands can accommodate the identified need. **Since the subject property the City is proposing to bring into the UGB is already Urban Reserve Area (URA), it is the sequential first priority for UGB inclusion.**

As the subsequent priorities under ORS 197.298(1)(b-d) require a more in-depth and costly “locational factor” analysis such as soils analysis, engineering work related to the provision and cost of facilities and services, and assessment of other development hazards or natural resources, the City Council intends to address any remaining employment land deficits adopted in the 2023-2043 EOA and BLI via a later, separate land use process.

Put more simply, the City, when seeking a UGB expansion, will first look to lands within our previously designated Urban Reserve Area (URA) before addressing remaining need under ORS 197.298(1)(b-d) via a separate legislative amendment process.

III. LAND USE DECISION - UGB

A. Summary of Decision

The Urban Reserve Area (URA) is west and south of Parr Road, and consists of approximately 237 gross acres, and forms the Southwest Industrial Reserve (SWIR). In particular, the URA was established to inform the City’s decisions to plan, zone, and protect future industrial land consistent with the City’s adopted Targeted Industries report and EOA for a diversity of lot size and type. The adopted EOA describes seven (7) targeted industries for Woodburn, with a variety of different site size and location preferences. The transportation needs also vary, from industries that desire foot traffic and local shoppers to those that move materials by freight and need good road access for trucks.

1. Employment Land Need

As part of the adopted Buildable Land Inventory (BLI), the City identified 696 individual tax lots and 1,302 gross acres of land zoned for employment (commercial or industrial) within the current Woodburn Urban Growth Boundary. After removing “development constraints” as defined under OAR 660-009, “developed” employment land under OAR 660-038, and other safe harbor deductions to calculate available net acreage of available employment, the resulting BLI study identified 64.8 net acres of remaining commercial/mixed use land and 77.3 net developable acres of remaining industrial land (identified as vacant, partially vacant, and redevelopable)¹. This land is available for future industrial uses, either by new employers or by existing employers expanding their businesses. Notably, the BLI study also identified no availability of commercial/mixed use lots larger than 10 acres and no availability of industrial lots larger than 20 acres to meet targeted industries in the adopted Economic Opportunities Analysis (EOA).

Further, the EOA then provided a forecast for employment land need under Goal 9 and provided a reconciliation of remaining employment land from the BLI. The reports found that in order to reconcile our 20-year forecast of employment land need, the City of Woodburn faces a deficit of employment land over the planning period in both the commercial and industrial categories:

¹ 2023 Buildable Land Inventory (adopted January 2024 via Ordinance 2619).

- **Commercial.** In addition to existing capacity within the UGB, Woodburn will need to add 107 gross acres for non-industrial employment land as identified in the BLI and EOA.
- **Industrial.** In addition to existing capacity within the UGB, Woodburn will need to add approximately 273 gross acres for new industrial capacity.

IV. URBAN RESERVE AREA/URBAN GROWTH BOUNDARY MAP AMENDMENT

In order to address the identified employment land need in an expeditious manner and to allow Woodburn to address the immediate lack of larger lots to meet identified targeted industries, the expansion of the Urban Growth Boundary to incorporate the previously established URA will include eight (8) tax lots and ~237 gross² acres of land to be zoned Southwest Industrial Reserve (SWIR). See Attachment 1 for the previously adopted Urban Reserve Area (URA) Map.

Map	Tax Lot	Acres
052W12	1100	24.02
052W14	0900	42.88
052W14	1000	10.0
052W14	1100	21.74
052W14	1200	3.88
052W14	1500	59.43
052W14	1600	25.0
052W23	0100	50.18

V. STATEWIDE PLANNING GOALS AND STATUTORY FINDINGS

A. Applicable Goals

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

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 3: Agricultural Lands
- Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6: Air, Water and Land Resources Quality
- Goal 7: Areas Subject to Natural Hazards
- Goal 9: Economic Development
- Goal 11: Public Facilities and Services
- Goal 12: Transportation
- Goal 13: Energy Conservation
- Goal 14: Urbanization

² The employment buildable land inventory applies net acreage deductions to gross acreage because street and road improvements are anticipated for development of vacant properties as commercial and industrial properties require streets and roads, public facilities, setbacks, easements, etc. which deduct from actual buildable lot sizes. Meaning, net acreage results in less buildable lot size than gross acreage needed to meet identified demand.

Staff further determines that Goal 15 for the Willamette River Greenway and Goals 16-19 for Coastal Statewide Planning Goals are not applicable.

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

The intent of Goal 1 is to ensure that citizens have meaningful opportunities to participate in land use planning decisions. In relation to Goal 1: Citizen Involvement, Staff finds that the City utilized an extensive public outreach effort via a technical advisory group established to work with the consultant prior to adoption of the BLI and EOA. In addition, the data upon which the UGB expansion is based was shared on the city's project website and with DLCD and Marion County prior to being reviewed at duly noticed public hearings before the Woodburn Planning Commission and the Woodburn City Council and eventual adoption via ORD 2619.

This legislative amendment (LA-24-01) was mailed to all property owners within the Urban Reserve Area (URA) as well as property owners within 250 feet of the URA boundary and interested parties in compliance with the WDO requirements. Notices of both tentatively scheduled Planning Commission and the City Council hearings were included with the WDO notice. All documents relied upon and the proposed amendments were available on the City's website. All of the public input received in the hearing processes was considered and retained under Exhibit B to the staff report.

Following public hearings before the Planning Commission and City Council, the Marion County Board of Commissioners will schedule and conduct a public hearing and provide an additional opportunity for public input on the proposed UGB expansion and Comprehensive Plan Map Amendment based on evidence contained in the record. On October 10, 2024, the Woodburn Planning Commission held their public hearing, reviewed testimony, and unanimously voted to recommend the Woodburn City Council adopt LA-24-01.

Staff concludes that Goal 1 is applicable to its decision and is met.

C. Goal 2: Land Use Planning - OAR 660-015-0000(2)

Goal 2 requires all incorporated cities to establish and maintain comprehensive land use plans and implementing ordinances. It also requires cities to coordinate with other affected government entities in legislative land use processes. The purpose of Goal 2 is 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 basis" for such decisions and actions. Goal 2 also requires the City to communicate and coordinate with all affected cities, counties, special districts, state, and federal agencies.

In approving the UGB expansion and Comprehensive Plan Map Amendment, the City relies on the following land use studies, incorporated into the existing record, that have been prepared by the City or by firms contracted by the City:

- 2023-2043 Woodburn Buildable Land Inventory (Johnson Economics, January 2024)

- 2023-2043 Woodburn Economic Opportunities Analysis (Johnson Economics, January 2024), including Woodburn Population and Employment Projections 2023-2043
- City of Woodburn Public Facilities Plan (October 2005)
- City of Woodburn/Marion County Urban Growth Coordination Agreement (2015)
- Woodburn Comprehensive Plan and Proposed Plan and Zoning Map Changes (Woodburn Community Development Department, 2024)
- Woodburn Transportation System Plan (September 2019)
- Woodburn Parks Master Plan (February 2024)

Staff finds that the above referenced documents provide the foundation for the proposed UGB expansion and Comprehensive Plan Map Amendment. More specifically, the City prepared, and relies on, technical analyses for expanding the urban growth boundary area in accordance with applicable state laws. The City is implementing the Portland State University Population Research Center most current population forecasts and adopted employment growth forecasts, as adopted in the BOA.

Staff further finds, based on the existing record, that the specified studies that the City has undertaken and information received through the public hearing process has provided the City with an adequate factual basis for the UGB expansion into the Urban Reserve Area (URA).

Finally, Goal 2 requires that the City communicate and coordinate with all affected cities, counties, special districts, and state and federal agencies. A Notice of Public Hearing announcing the October 10, 2024 Planning Commission and October 28, 2024 City Council public hearings for LA-24-01, explaining the nature of the proposed amendments and soliciting comments, was mailed to the following potentially affected units of government and agencies on September 24, 2024:

- Marion County Planning Department
- Marion County Public Works
- Marion Soil and Water Conservation District
- Oregon Department of Land Conservation and Development (DLCD)
- Oregon Department of Energy (ODOE)
- Oregon Department of Environmental Quality (ODEQ)
- Oregon Department of State Lands (DSL)
- Oregon Department of Transportation (ODOT)
- Oregon Water Resources Department
- Pudding River Watershed Council
- Woodburn School District
- Woodburn Fire District

Specifically, in regard to coordination with Marion County, the City has followed the Coordination Agreement which provides guidance regarding the applicable UGB amendment process. As coordination with affected cities, Woodburn additionally provided notice and an opportunity to comment to the cities of Hubbard and Gervais.

Notice of the City public hearing was provided to the Department of Land Conservation and Development (DLCD) at least 35 days in advance of the Woodburn Planning Commission hearing date. Notices were sent to all of the other agencies noted above 20 days in advance of the joint hearing in compliance with the WDO. On October 10, 2024, the Woodburn Planning Commission held their public hearing, reviewed testimony, and unanimously voted to recommend the Woodburn City Council adopt LA-24-01.

Staff concludes that Goal 2 is applicable to its decision and is met.

D. Goal 3: Agriculture Lands - OAR 660-015-0000(3)

Woodburn is surrounded by lands designated for agricultural use. Compliance with Goal 3 in the context of a UGB amendment relies on satisfaction of Goal 14 requirements and ORS 197.298 for prioritization of land designated as urban reserve. The establishment of the 237-acre Urban Reserve Area (URA) was established in the 2015 UGCA with Marion County and DLCD provided their order approving the submittal in January 2016.

Staff concludes that Goal 3 is applicable to its decision and is met.

E. Goal 4: Forest Lands - OAR 660-015-0000(4)

Because no land within the URA is designated for forestry use, Goal 4 does not apply.

F. Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces - OAR 660-015-0000(5)

Statewide Planning Goal 5 and OAR chapter 660, division 23, address protection of significant natural, scenic and historic resources and open space. Rules in OAR 660, division 23, specify which resource categories must be protected by comprehensive plans and which are subject to local discretion and circumstances; the rules provide guidance on how to complete inventories and protection programs, and when the rule requirements apply. OAR 660, division 23, requires cities to inventory significant riparian areas, wetlands and wildlife habitat.

Goal 5 requires cities to inventory specified resources and to adopt programs to “protect natural resources” and “conserve scenic, historic and open space resources.” Staff finds that some of the resources that the goal requires to be inventoried do not exist in Woodburn (specifically: federal wild and scenic rivers; state scenic waterways; approved Oregon recreation trails; natural areas listed on the register of natural resources; and federally designated wildlife areas). The Goal 5 resources that *may* apply to Woodburn are limited to the following:

- a. Riparian corridors, including water and riparian areas and fish habitat;
- b. Wetlands;
- c. Wildlife habitat;
- d. Groundwater resources;
- e. Mineral and aggregate resources;
- f. Energy sources;
- g. Cultural areas.

OAR 660-023-0030 through 660-023-0050 contain the requirements for all resources. For each resource category, the rule contains standard requirements and, in some instances, an alternative “safe harbor” standard for satisfying Goal 5. There are safe harbor alternatives for riparian corridors and wetlands (OAR 660-023-090 and 660-023-100).

Riparian Corridors and Wetlands (OAR 660-023-0090 and 660-023-0100)

Safe harbor provisions allow the City to determine significant riparian corridors by using a standard setback distance from all fish-bearing streams, based on ODFW maps indicating fish habitat. The Oregon Department of Fish and Wildlife has designated Mill Creek and Senecal Creek as fish bearing streams. For streams with an average annual stream flow less than 1,000 cubic feet, the riparian corridor standard setback distance of 50 feet upland from the top of each bank defined as the 2-year flood elevation. Where a riparian corridor includes all or part of a significant wetland, the riparian corridor extends upland 50 feet from the upland edge of the wetland. Woodburn has adopted plan policies and implementing regulations that satisfy the riparian corridor and wetland overlay district safe harbor provisions under our Riparian Corridor and Wetlands Overlay District (RCWOD)- see WDO 2.05.05 and 5.01.09. In addition, City staff reviewed and make note of the Oregon Department of State Lands (DSL) Statewide Wetlands Inventory (SWI) map and notes no identified wetlands within the adopted Urban Reserve Area (URA)- see Attachment 4³. Staff also conducted outreach to DSL with the URA SWI map for coordination and DSL notes that wetlands *may* be present and further investigation may be needed. However, the potential for hydric soils within the URA does not preclude the City’s ability to complete the UGB expansion for first priority lands, as requirements for wetland delineations can be conditioned at the time of proposed development and not at the time of a proposed UGB expansion. Staff notes that Woodburn Development Ordinance 2.05.05(H) for RCWOG requires the City to notify DSL “in writing of all applications to the City for development activities, including applications for plan and/or zone amendments, development or building permits, as well as any development proposals by the City that may affect any wetlands, creeks or waterways”. Staff further notes continued coordination with DSL but as no zone amendments or development activity is being proposed at this time, this criteria is met.

Wildlife Habitat for Special Status Species (OAR 660-023-0110(4))

OAR 660, division 23 contains safe harbor provisions for wildlife habitat areas that narrow potentially significant habitats to only the following:

1. Habitat used by a species designated as threatened, endangered or sensitive;
2. Nesting, roosting or watering habitat of osprey or great blue heron;
3. A habitat included in a ODFW adopted management plan;
4. A habitat mapped by ODFW for a species or habitat of concern.

Staff finds that there are no wildlife habitat resources in the UGB expansion area that the City is required to protect other than meeting the minimum protection requirements of the 50 feet riparian corridor and the wetlands protection requirements. The City has a tree preservation ordinance that aims to preserve as many trees as possible during development that received an update and public hearings in 2023.

³ <https://maps.dsl.state.or.us/swi/>, October 2024

Groundwater Resources (OAR 660-023-0140)

The City is required to inventory and protect significant groundwater resources. Significant groundwater resources are limited to: (1) critical groundwater areas and groundwater limited areas designated by Oregon Water Resources Commission and (2) wellhead protection areas if the City chooses to designate such areas.

The Oregon Department of Human Services and Oregon Department of Environmental Quality have developed a Source Water Protection Plan for the City. The plan inventories potential sources of contamination, establishes best management practices for industries within the influence zone of the City's wells, allows the City to develop ordinances to provide protection of the aquifer, and maps the flow patterns of the aquifers in compliance with the OAR. Additionally, the City has adopted and compliant stormwater discharge permits and a stormwater protection ordinance to eliminate illicit discharge (ORD 2556), in consultation with the Oregon Dept. of Environmental Quality.

Mineral and Aggregate Resources (OAR 660-023-0180)

OAR 660-023-0180 addresses identification of significant aggregate resources, approval of mining activity, and protection of the resource from conflicting uses. The rule sets criteria for significance and prescribes a process for evaluating potential impacts from the proposed mining activity. The City takes official notice of the Marion County Comprehensive Plan and notes that its inventory does not contain any mineral or aggregate resource sites in the UGB expansion area. Consequently, Staff finds that OAR 660-023-0180 is inapplicable to the UGB expansion.

Energy Sources (OAR 660-023-0190)

No natural gas, surface water, geothermal, solar, or wind area resource sites have been identified in the Woodburn area and Staff finds that OAR 660-023-0190 is inapplicable to the UGB expansion and URA.

Inventories Required by Goal 5 Performance

Woodburn has previously inventoried all natural resources, scenic, historic and open spaces, amending the Comprehensive Plan, Park Master Plan and Woodburn Development Ordinance accordingly. Adopted goals, policies, and land use standards meet state standards and the City has been found in compliance with Goal 5.

Staff concludes that Goal 5 is applicable to its decision and is met.

G. Goal 6: Air, Water, and Land Resources Quality - OAR 660-015-0000(6)

Goal 6 requires that "air, water and land resource quality" not be "degraded" because of planned urban development. DEQ is responsible for administration of the Clear Air Act and the Clean Water Act at the state level. Cities meet Goal 6 through demonstration of compliance with Environmental Quality Commission (EQC) air, water, and land quality administrative rules. Water quality standards typically are met through EQC approval of plans for sanitary sewer systems. DEQ also regulates point and non-point source emissions related to water and air quality.

Along with other affected state agencies, DEQ was notified of the proposed plan amendment package. Woodburn is in compliance with all applicable EQC requirements.

Staff concludes that Goal 6 is applicable to its decision and is met.

H. Goal 7: Areas Subject to Natural Disasters and Hazards

Goal 7 requires cities to adopt measures to protect people and property from natural hazards, such as floods, erosion, landslides, earthquakes, and weak foundation soils. Because Woodburn is relatively flat, it does not have significant land slide hazards or erosion and deposition hazards. Woodburn has land within the 100-year floodplains of Mill Creek, Senecal Creek and their tributaries. Woodburn has adopted National Floodplain regulations through the Woodburn Development Ordinance and the City is in compliance with Goal 7.

Staff concludes that Goal 7 is applicable to its decision and is met.

I. Goal 8: Recreational Needs - OAR 660-015-0000(8)

The City of Woodburn update its Parks and Recreation Plan in 2024 in compliance with Goal 8. While the proposed UGB expansion into the Urban Reserve Area is limited to a Southwest Industrial Reserve (SWIR) employment zone upon annexation and does not address or meet recreation land needs, the expansion does not propose removal or rezone of any public recreation land. Indeed, while employment land typically creates little impact upon park resources as compared to housing land, the City does have an adopted Parks SDC for employment lands which can have a net positive for future park and recreation land and connectivity via the development of the street network and connections via sidewalks and bike lane improvements.

Staff concludes that Goal 8 is applicable to its decision and is met.

J. Goal 9: Economic Development- OAR 660-015-0000(9)

The Goal 9 rule provides that “[t]he total acreage of land designated in each site category shall at least equal the projected land needs for each category during the 20-year planning period.” OAR 660-009-0025 (2024). This work was completed by the recently adopted EOA. To accomplish Goal 9, compatible employment uses with similar site characteristics are combined into “broad site categories.” In addition, OAR 660-009-0025(1) requires jurisdictions to limit incompatible uses on and adjacent to sites as necessary to protect them for their intended employment function.

This work was completed in the 2015 establishment of an Urban Reserve Area (URA) to be designated as Southwest Industrial Reserve (SWIR) upon annexation. When the 2015 UGB amendment to the Woodburn Comprehensive Plan was adopted, the amendment recognized that the City intended the expansion areas known as the SWIR to be reserved for large lot industrial, creating the specific SWIR zone that limited the size and number of future lots and further addressed development impacts upon adjacent agricultural activities. More specifically, the Woodburn Development Ordinance (WDO) for the Southwest Industrial Reserve (SWIR) Table 2.04.F applies large minimum parcel sizes to ensure needed large industrial sites are preserved,

cannot be converted or rezoned, to further protect the SWIR for intended employment functions. Further, the City's UGCA, Section V requires the City and County to "apply a rural resource zone that establishes a minimum parcel size of at least 80 acres", requires Marion County and City to ensure the URA lands comply with the Woodburn Comprehensive Plan until annexed to the City, and further stipulates that Marion County "shall forward land use activities being considered within the Urban Growth Area by the County to the City for comments and recommendations" (UGCA, I.2). Staff also notes that Woodburn Development Ordinance 2.05.02 for the Interchange Management Area Overlay District (IMA), of which the Urban Reserve Area (URA) is wholly within, protects these lands against rezoning or comprehensive plan map amendment of URA lands to any other uses outside of Southwest Industrial Reserve (SWIR) under Section 2.116.07.B. of the IMA and 2.05.02 of the WDO.

Upon UGB expansion and prior to annexation of the subject properties, Marion County will designate an urban zone (Urban Transition-UT) until the lands are annexed into the City.

Staff concludes that Goal 9 is applicable to its decision and can be met by implementation of the urban growth boundary expansion.

K. Goal 10: Housing - OAR 660-015-0000(10)

The overall intent of Goal 10 is to provide for the housing needs of citizens of the state. The City of Woodburn last updated its Housing Needs Assessment (HNA) in 2019. While some commercially zoned lands in Woodburn may provide housing opportunities, the intent of LA-24-01 is to solely address some of the need (deficit) of industrial employment land identified in the adopted EOA.

The adopted Woodburn HNA does not currently show a housing need (deficit) and Staff concludes that Goal 10 does not apply.

L. Goal 11: Public Facilities and Services - OAR 660-015-0000(11)

Goal 11 requires Woodburn to demonstrate that it can provide adequate public facilities and services to serve buildable land within the UGB. Woodburn and Marion County have agreed in their Coordination Agreement that Woodburn shall be responsible for public facilities planning within the Woodburn UGB. Goal 11 requires Woodburn to adopt "public facilities plans" that address sanitary sewer, storm drainage, water and transportation facilities necessary to support planned growth. The City of Woodburn has adopted and complaint Public Facilities Plans and Transportation Systems Plan, coordinated with Marion County, ODOT, and the Woodburn Fire District and School District to ensure adequate public facilities are available to meet the needs of the community. While the City currently has storm water, wastewater, and transportation system plan updates underway that take into consideration the Urban Reserve Area for future provision of public services, the City of Woodburn also requires a master development plan for streets, sanitary sewer, storm water and water facilities prior to annexation of any Southwest Industrial Reserve (SWIR) lands under WDO 2.05.06.D.

The net to gross acreage assumptions in the adopted EOA include a 20% net to gross for general commercial and a 15% net to gross for industrial uses generally. For example, 10 net acres of commercial land for development would require 2 acres for infrastructure for a total of 12 gross acres. The adopted EOA includes these allowances for needed infrastructure in the estimated gross acreage need, based upon zoning.

In addition, the City of Woodburn requires a master development plan for streets, sanitary sewer, storm water and water facilities prior to annexation of any Southwest Industrial Reserve (SWIR) lands under WDO 2.02.06.D.

Staff finds the City's current public infrastructure plans show an ability to serve the URA and concludes that Goal 11 is applicable to its decision and can be met.

M. Goal 12: Transportation - OAR 660-015-0000(12)

The Transportation Planning Rule (TPR) and the Oregon Highway Plan (OHP) implement Goal 12. The TPR requires local governments to prepare a transportation systems plan (TSP) that meets the requirements of OAR 660-012-020 through 055.

In compliance with OAR 660-012-0350(3), or the Transportation Planning Rule (TPR), where an urban growth boundary is intended to follow an existing or planned street, road or highway right-of-way, the boundary shall be placed on the rural side of the right-of-way or planned right-of-way, so that the right or way is inside the urban growth boundary. In order to comply with this rule, the proposed URA expansion area includes the 60 feet of ROW west of the URA expansion area to accommodate the existing Butteville Road, and 60 feet of future ROW east of the URA expansion area to accommodate the southern future extension of Parr Road.

Woodburn's adopted 2019 Transportation System Plan (TSP) establishes a transportation system that is adequate to serve lands within the UGB and is consistent with the Marion County TSP, and coordinated with ODOT and DLCD. In 2024, the City initiated completion of a TSP "sub-area" plan update for portions of the Southwest Industrial Reserve (SWIR), including the previously adopted Urban Reserve Area (URA), to assess the needs of the road system; public transportation; bicycle and pedestrian system; air, rail, water and pipeline transportation, in coordination with Marion County and ODOT. In addition, the City of Woodburn requires a master development plan for streets, sanitary sewer, storm water and water facilities prior to annexation of any Southwest Industrial Reserve (SWIR) lands under WDO 2.05.06.D.

Woodburn Development Ordinance 2.05.02 for the Interchange Management Area Overlay District (IMA), of which the Urban Reserve Area (URA) is wholly within, ensures that certain industrial land envisioned by the City's adopted targeted industries and Comprehensive Plan are preserved. The Interchange Management Area (IMA) agreement, in coordination with ODOT, already included the adopted Urban Reserve Area in factoring for future employment and IMA trip counts.

The City's Transportation System Plan complies with the requirements of Goal 12 regarding transportation and Staff concludes that Goal 12 is applicable to its decision and is met.

N. Goal 13: Energy Conservation - OAR 660-015-0000(13)

Goal 13 provides as follows: To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The URA is adjacent to the existing UGB, thus maintaining a contiguous, compact, energy-efficient urban growth form and reducing vehicle miles traveled by placing employment opportunities near available housing. The UGB expansion area will rely upon municipal services, thereby providing for a logical and economical extension of public facilities.

Staff concludes that Goal 13 is met.

O. Goal 14: Urbanization - OAR 660-015-0000(13)

The net to gross acreage assumptions in the adopted EOA include a 20% net to gross for general commercial and a 15% net to gross for industrial uses generally. For example, 10 net acres of commercial land for development would require 2 acres for infrastructure for a total of 12 gross acres. The adopted EOA includes these allowances for needed infrastructure in the estimated gross acreage need, based upon zoning.

Table 1. Employment Land need (Figure 7.04 from Economic Opportunities Analysis, 2024)

FIGURE 7.04: RECONCILIATION OF LAND SUPPLY AND 20-YEAR DEMAND (WOODBURN)

EMPLOYMENT ZONING DESIGNATION	20 YR. DEMAND (Gross Acres)	BUILDABLE LAND (Acres)	Plus Known Future Emp. Sites (Acres) ¹	TOTAL BLD + Known Sites (Acres)	SURPLUS OR (DEFICIT) (Gross Acres)
COMMERCIAL (RETAIL AND OFFICE)	171.4	64.8	0.0	64.8	(106.6)
Commercial General (CG)		38.2			
Commercial Office (CO)		4.4			
Downtown Dev. & Conservation (DDC)		0.8			
Mixed Use Village (MUV)		0.5			
UGB Commercial		21.0			
INDUSTRIAL (INDUSTRIAL AND OFFICE)	460.7	77.3	110.8	188.1	(272.6)
Light Industrial (LI)		36.6	110.8	147.4	
Industrial Park (IP)		20.4		0	
UGB Industrial		20.2		0	
TOTAL:	632.1	142.1	110.8	252.9	(379.2)

¹Two known sites are currently permitted or under construction for new industrial space that will house future employment. Because of the development status of these sites, they were not counted among the inventory of remaining buildable land. However, these sites do not yet house their future employment and therefore are counted here as providing estimated capacity to hold a share of projected jobs over the next 20 years. These sites are the Amazon distribution facility (81.3 acres), near completion at the time of this analysis. The other site is a planned and permitted multi-tenant industrial development (29.6 acres) also located in the Southwest Industrial Reserve.

Source: Johnson Economics, LLC

Prior to pursuing a UGB expansion, a City must demonstrate that the land needs cannot reasonably be accommodated on land already within the existing UGB by evaluating measures for efficient development of existing land. The supply and type of vacant and partially vacant land within Woodburn's existing UGB is limited however. As demonstrated in the adopted Economic Opportunities Analysis, the largest remaining contiguous development sites in Woodburn are under 20 acres in size, with most being five (5) acres or less (there are no commercial lots over 10 acres and no industrial lots over 20 acres). The EOA also identifies roughly one third of remaining

buildable land in the current UGB are classified as partially vacant parcels “where the decision to add further development is subject to the desires of current property owners and/or tenants... the land for large-lot industrial or large commercial employers is very limited” which limits the City’s ability to meet identified, adopted target services and industries such as those specifically reserved to be accommodated for in the Urban Reserve Area and future Southwest Industrial Reserve (SWIR) zone. Existing parcelization and lot sizes make much of this land unsuitable to meet the identified employment need as demonstrated under OAR 660-024-0067(5) subsections (a) through (g).

In addition, as part of the BLI and EOA public engagement work and eventual adoption, the City and consultant assessed Goal 14 efficiency measures and strategies and the City amended its Goal 14 Comprehensive Plan policies in 2023 (Ordinance 2619) to include:

Goal E-1.1 The City should encourage a healthy, diversified, and sustainable job market within the City through fostering growth and recruitment of employers of a range of sizes, industries, and pay scales, and enough available industrial land for industrial growth to accommodate the residential growth expected in the City.

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

Goal F-1.8 Ensure that existing commercial sites are used efficiently. Consider the potential for reuse, re-tenanting, or redevelopment of existing commercial sites and modifications to zoning regulations that urbanize development to attract new investment.

Goal F-2.4 The City shall provide for a range of incentive options to attract targeted industries.

City staff finds that in order to “encourage a healthy, diversified, and sustainable job market within the City through fostering growth and recruitment of employers of a range of sizes, industries, and pay scales, and enough available industrial land for industrial growth”, the proposed LA-24-01 complies with the City’s Comprehensive Plan Goal Policies and specifically, Goal 9 and Goal 14.

Further, City staff notes that of the 24 efficiency measures identified with the consultant through the EOA adoption process, the City of Woodburn currently uses or partners with local agencies to implement or support at least 23, if not all, efficiency measures / strategies for increasing the development capacity/efficiency of land within the existing UGB (see Attachment 5).

Pursuant to OAR 660-024-0065 and Statewide Planning Goal 14, the City Council has determined the Urban Reserve Area (URA) is identified as a higher priority than any other potential UGB expansion areas, and are therefore discarded from analysis at this time. As shown in Attachment 2 (Marion County zoning and comprehensive plan maps), there are a few acres of rural exception land or publicly zoned lands adjacent to the northeast corner of the city along Highway 99. However, as adopted in the City’s 2015 Comprehensive Plan map (see Attachment

1), the rural exception lands are subject to an adopted 20-year UGB expansion limitation (2015-2035). The Publicly zoned Marion County land, shown in the NE of the UGB along Highway 99E under Attachment A, is an existing youth juvenile facility currently in operation and not available to help meet the City's adopted employment land needs. Additionally, Urban Reserve Area land is first identified as the highest priority for UGB expansion under OAR 660-024-0065 (i.e. all other lands are considered lower priority and thus discarded from future analysis until such time that the Urban Reserve Area land is first brought in).

In accordance with OAR 660-024-0050(4), Staff finds that the BLI inventory "demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040 (Land Need), and the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both". As the adopted BLI indicates, the City lacks any remaining industrial lots >20 acres and, as included in the adopted EOA, the City finds "the largest remaining contiguous development sites in Woodburn are under 20 acres in size, with most being five acres or less and roughly one-third of the remaining buildable land is found in partially vacant parcels where the decision to add further development is subject to the desires of current property owners and/or tenants. The land for large-lot industrial or large commercial employers is very limited" or non-existent. As such, to meet the identified employment need as demonstrated under OAR 660-024-0067(5) subsections (a) through (g) and as identified in the Woodburn Comprehensive Plan, BLI, and EOA, the City cannot reasonably accommodate this employment land need inside the UGB.

The City Council directed the City to initiate completion of the priority expansion in the Urban Reserve Area (URA) and will direct staff to initiate work to address the remaining deficit of commercial and industrial land need following OAR 660-024-0065 and potential additional expansion study area(s), as is permitted under OAR 660-024-0065(9).

Staff concludes that Goal 14 and the City's Comprehensive Plan Goals for Goal 14 are met.

P. Overall Conclusion – Statewide Planning Goals

Based on the foregoing, Staff concludes that Woodburn's UGB amendment (File LA-24-01) conforms to all applicable Statewide Planning Goals.

VI. WOODBURN DEVELOPMENT ORDINANCE

FINDINGS: Amendments to the Comprehensive Plan map enacted by the City Council (see Resolution 2230) are considered Type V Legislative Decisions under Woodburn Development Ordinance (WDO) 4.01.02.E. In compliance with WDO 4.01.014.C, and 4.01.014.D, notice of public hearings for LA-24-01 was published in a newspaper of general circulation at least seven (7) days prior to the Planning Commission and City Council hearings and notice of the scheduled public hearings before the Planning Commission and City Council was sent to affected government entities and affected recognized neighborhood associations as required by the WDO.

Woodburn Development Ordinance 2.05.02 for the Interchange Management Area Overlay District (IMA), of which the Urban Reserve Area (URA) is wholly within, ensures that certain industrial land envisioned by the City's adopted targeted industries and Comprehensive Plan are preserved. In coordination with ODOT, the Urban Reserve Area is already included and accounted for in the IMA trip counts.

Further, the proposed comprehensive plan map amendment from Marion County designation as Exclusive Farm Use (EFU) to City of Woodburn comprehensive plan designation as Southwest Industrial Reserve (SWIR) is found to comply with WDO 2.05.02.F, as the URA is already included and accounted for in the IMA and WDO 2.05.06 which requires master planning prior to annexation.

Staff concludes that the applicable provisions of the Woodburn Development Ordinance are met.

VII. Woodburn Comprehensive Plan

One of four employment areas in Woodburn, the Southwest Industrial Reserve (SWIR) and Interchange Management Area (IMA) overlay is identified in the Woodburn Comprehensive Plan as "an excellent site for target industries identified in previous economic planning efforts...*(with)* access to, and visibility from, Interstate 5... the SWIR was established along Interstate 5 and provides the primary location for some targeted industries in Woodburn."

As identified in the Woodburn Comprehensive Plan, as amended when adopting the 2024 BLI and EOA, Goal E-1 states, "Woodburn shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy of the State), the recommendations of the 2023 Woodburn Economic Opportunities Analysis, and the Woodburn Economic Development Strategy". Staff finds that in order to "allow residents of the City of Woodburn to work in Woodburn and not have to seek employment in other areas... the City should encourage a healthy, diversified, and sustainable job market within the City through fostering growth and recruitment of employers of a range of sizes, industries, and pay scales, and enough available industrial land for industrial growth to accommodate the residential growth expected in the City (Policy E-1.1, Woodburn Comprehensive Plan).

The Urban Reserve Area (URA) was adopted and acknowledged as part of the 2015 Woodburn Comprehensive Plan update via Ordinance No. 2530 in December 2015 and is included as the first priority land for inclusion into the UGB once a demonstrated need for employment opportunities is adopted in compliance with Goal 9. Upon comp plan map amendment to bring in the URA, and in compliance with Woodburn Growth Management Policy G-1.24 and Figure G-1.21, "Consistent with other provisions contained in the Woodburn Comprehensive Plan, all land within the Southwest Industrial Reserve shall be reserved exclusively for industrial uses identified in the EOA and shall not be converted to another commercial or residential plan designation. Specific lot size standards shall be established limiting the size and number of future lots for these properties". Upon future annexation, the URA shall be zoned Southwest Industrial Reserve (SWIR).

Staff concludes that the applicable Woodburn Comprehensive Plan Goals and Policies are met.

VIII. Marion County Code for Urbanization compliance

The Woodburn Comprehensive Plan is considered a component of Marion County's Comprehensive Plan, and Oregon Revised Statutes 197.025(1) gives the county responsibility to coordinate all planning activities with the county and consider whether to concur in a city's amendment. In addition, Goal 14—Urbanization, states:

Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments. An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements [...].

FINDINGS: The Marion County Board of Commissioners adopted the last Woodburn Urban Growth Boundary in December 2015 (Ordinance 2530). Marion County and the City of Woodburn also entered into an Urban Growth Coordination Agreement (UGCA) on December 23, 2015. The UGCA establishes procedures for coordinating land use matters of mutual concern, including County concurrence on a city's urban growth boundary amendment, including plan map amendments affecting properties in the urban growth area.

The City finds, and Marion County concurs, that the Urbanization and Agricultural Lands Goal apply to this legislative amendment. While the established Urban Reserve Area (URA), coordinated between the City and Marion County, maintains a Exclusive Farm Use (EFU) zone until such time as UGB expansion, the Urban Growth Coordination Agreement (UGCA) between the City and Marion County gave "careful consideration shall be given the adverse impact on the integrity of the farmland preservation program when considering the approval of non-farm uses in the midst of areas designated Primary Agriculture" and the City amended and adopted the Southwest Industrial Reserve (SWIR) zone and updated the UGCA to specifically address and meet these goals.

The establishment of the URA was completed in 2015, and the City and County found that Marion County's Agricultural Land Policies were addressed/met at that time and Goal 3 to discourage development of non-farm uses on high-value farmland to ensure uses do not cause adverse impacts on farm uses continues to be met through the UGCA and the careful consideration of the location and the establishment of the URA. Following public hearings before the Planning Commission and City Council, the City will forward the proposed UGB and Plan Map amendment to Marion County, including any comments received, prior to a hearing before the Marion County Board of Commissioners. The City will continue to work cooperatively with Marion County on the co-adoption of the UGB and Comprehensive Plan Map amendments.

The City further finds, and Marion County concurs, the following County comprehensive plan goals apply and are met:

Urban Land Use Goals

Urban Growth Policies

2. The provision of urban services and facilities should be in an orderly economic basis according to a phased growth plan.

3. Development of the urban area should proceed from its center outward.

4. Development should occur in areas of existing services before extending new services.

9. Sufficient developable land shall be made available to provide choices in the marketplace.

FINDINGS: The City finds and Marion County concurs that in the 2015 establishment of an Urban Reserve Area (URA), to be designated as SWIR upon annexation, the amendment recognized that the City intended the expansion areas known as the SWIR to be reserved for large lot industrial, creating the specific SWIR zone that limited the size and number of future lots and further addressed development impacts upon adjacent agricultural activities. The Woodburn EOA identifies a deficit of 272.6 acres of industrial employment land and, upon expansion of the UGB to incorporate the URA lands, said land will be zoned SWIR in order to partially address the adopted and identified need for large lot industrial in the Woodburn EOA. The previously identified URA site characteristics include that the site is adjacent to the city limits, and has direct access to urban services and facilities to provide for an orderly fashion. In conclusion, the City finds the proposed UGB amendment is consistent with Marion County's policies related to Urban Land Use Goals.

12. An updated intergovernmental agreement between the County and a city that is consistent with the Urban Growth Policies may be required when a city goes through periodic review or updates its comprehensive plan where County concurrence is necessary.

FINDINGS: The City finds, and Marion County concurs, that the existing 2015 Urban Growth Coordination Agreement established the 237- acre Urban Reserve Area. This legislative amendment action is implementing the policies and goals agreed to in the 2015 UGCA and therefore the UGCA is not in need of amendment or updating. At such time that the City initiates the process of a potential UGB amendment to address remaining need identified in the EOA, the City and County may wish to update the UGCA.

City staff concludes that the applicable Marion County Comprehensive Plan Goals and Policies are met.

IX. ATTACHMENTS

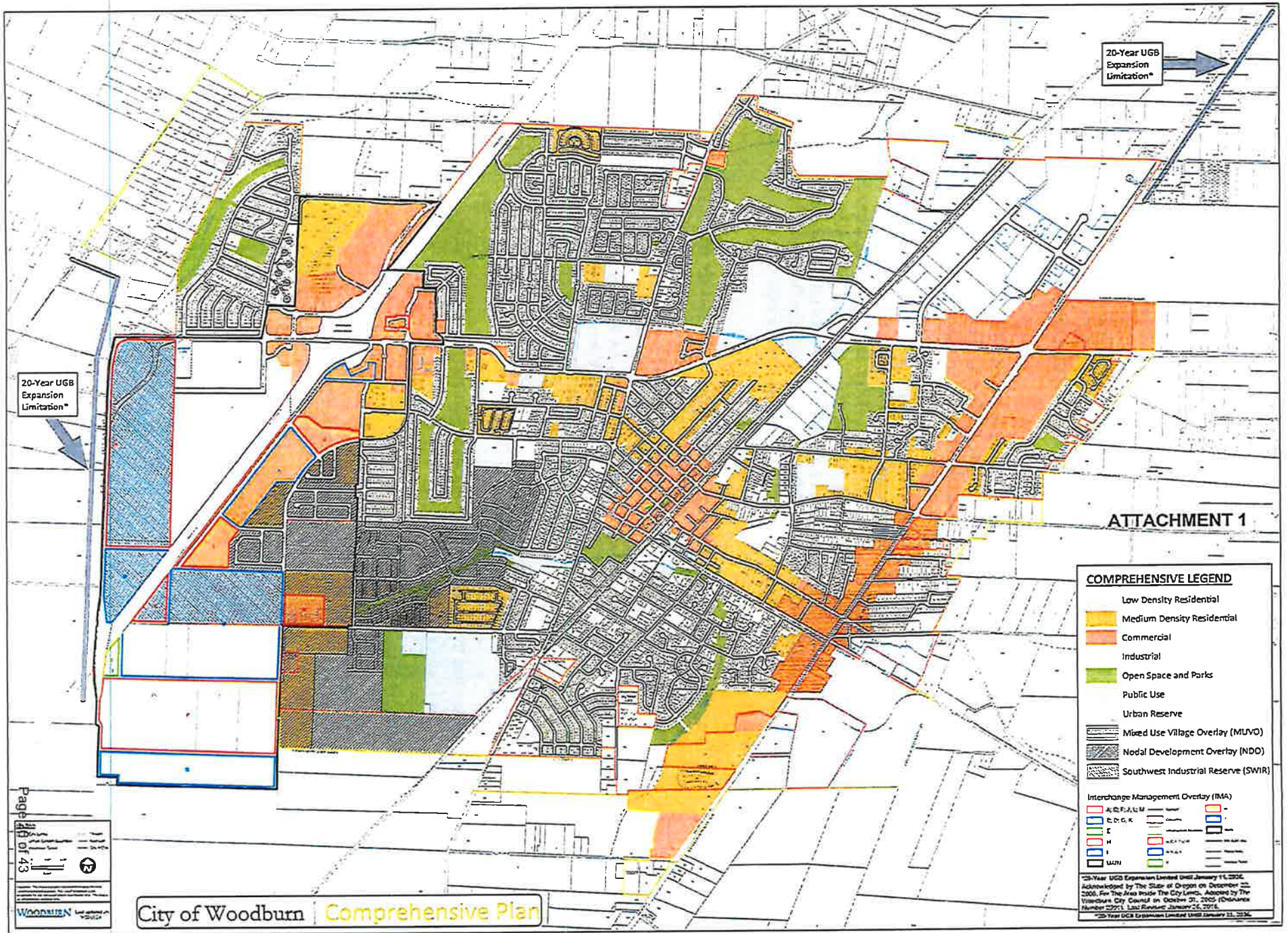
Attachment 1: Urban Reserve Area (URA) Map

Attachment 2: Marion County Zoning and Comprehensive Plan Map, including URA and one mile radius in compliance with OAR 660-024-0065(1)(a) and (b)

Attachment 3: Marion County Soils Map, including URA and one mile radius in compliance with OAR 660-024-0065(1)(a) and (b)

Attachment 4: Department of State Lands (DSL) Statewide Wetlands Inventory map, showing URA

Attachment 5: Goal 14 Efficiency Measures



20-Year UGB
Expansion
Limitation*

20-Year UGB
Expansion
Limitation*

ATTACHMENT 1

COMPREHENSIVE LEGEND

- Low Density Residential
- Medium Density Residential
- Commercial
- Industrial
- Open Space and Parks
- Public Use
- Urban Reserve
- Mixed Use Village Overlay (MUVO)
- Nodal Development Overlay (NDO)
- Southwest Industrial Reserve (SWIR)

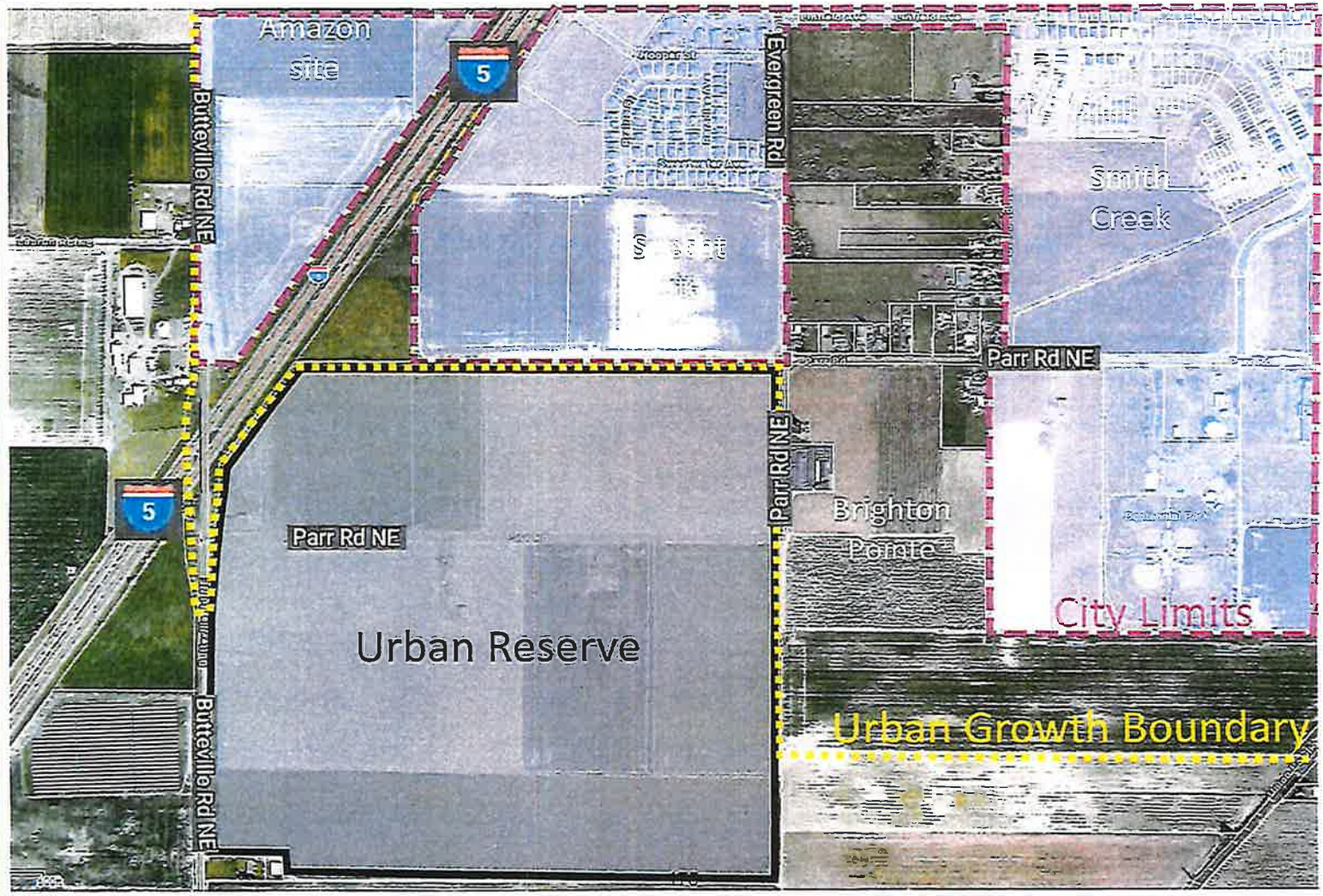
Interchange Management Overlay (IMA)

A, C, F, J, L, M	Interchange	IMA 1
B, D, G, K	Interchange	IMA 2
E	Interchange	IMA 3
H	Interchange	IMA 4
I	Interchange	IMA 5
U, V, W	Interchange	IMA 6

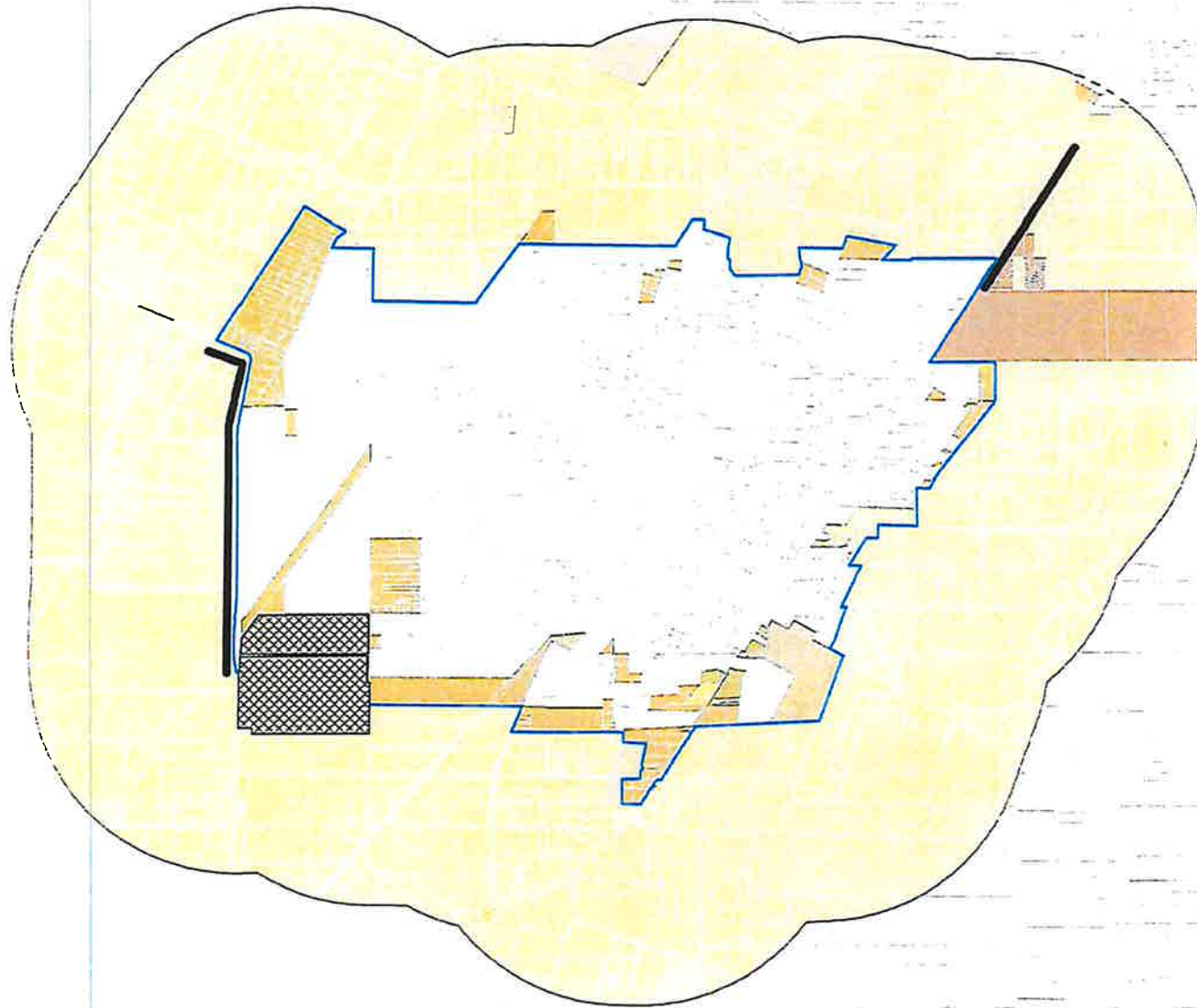
*20-Year UGB Expansion Limitation (UGB) January 11, 2006. Acknowledged by The State of Oregon on December 22, 2006. For The Area Inside The City Limits. Adopted by The Woodburn City Council on October 31, 2005 (Ordinance Number 2297). Last Amended January 26, 2016.
**20-Year UGB Expansion Limitation (UGB) January 11, 2006.

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WOODBURN Official City Seal



Attachment 1



ATTACHMENT 2

Legend

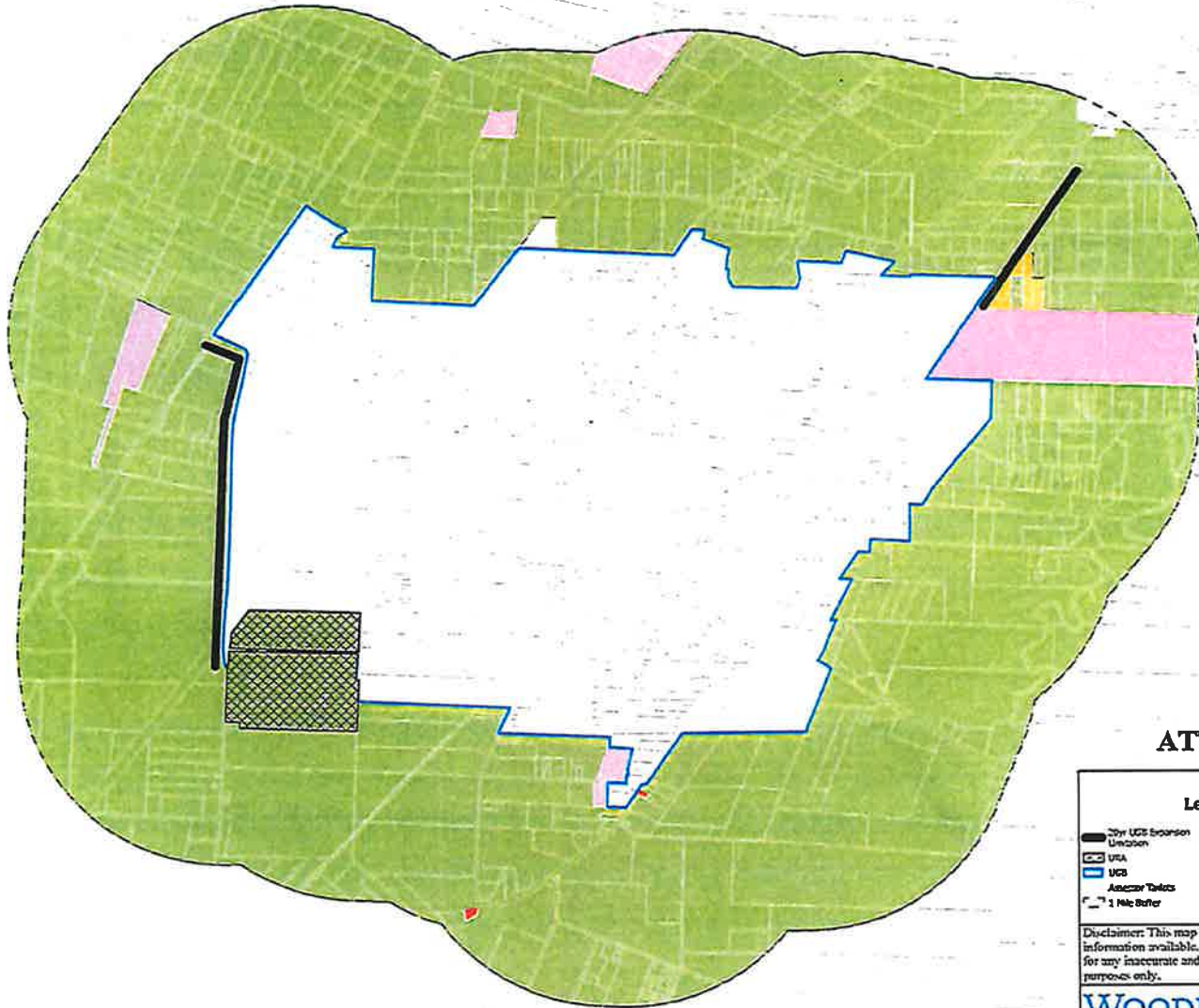
Marion County Zoning			
	Acreage Residential		Industrial
	Commercial		Industrial/Commercial
	Commercial General		Multi Residential
	Commercial Office		Public
	EPJ		Single Residential
	Farm Timber		Special Agriculture
			Timber Conservation
			Urban Development
			Urban Transition

Legend

	1 Mile Buffer							
	URA							
	UGB	<table border="0"> <tr> <td>Miles</td> <td>Miles</td> </tr> <tr> <td>0</td> <td>0.25 0.5</td> </tr> <tr> <td colspan="2"></td> </tr> </table>	Miles	Miles	0	0.25 0.5		
Miles	Miles							
0	0.25 0.5							
	Assessor Taxlots 20yr UGB Expansion Limitation							

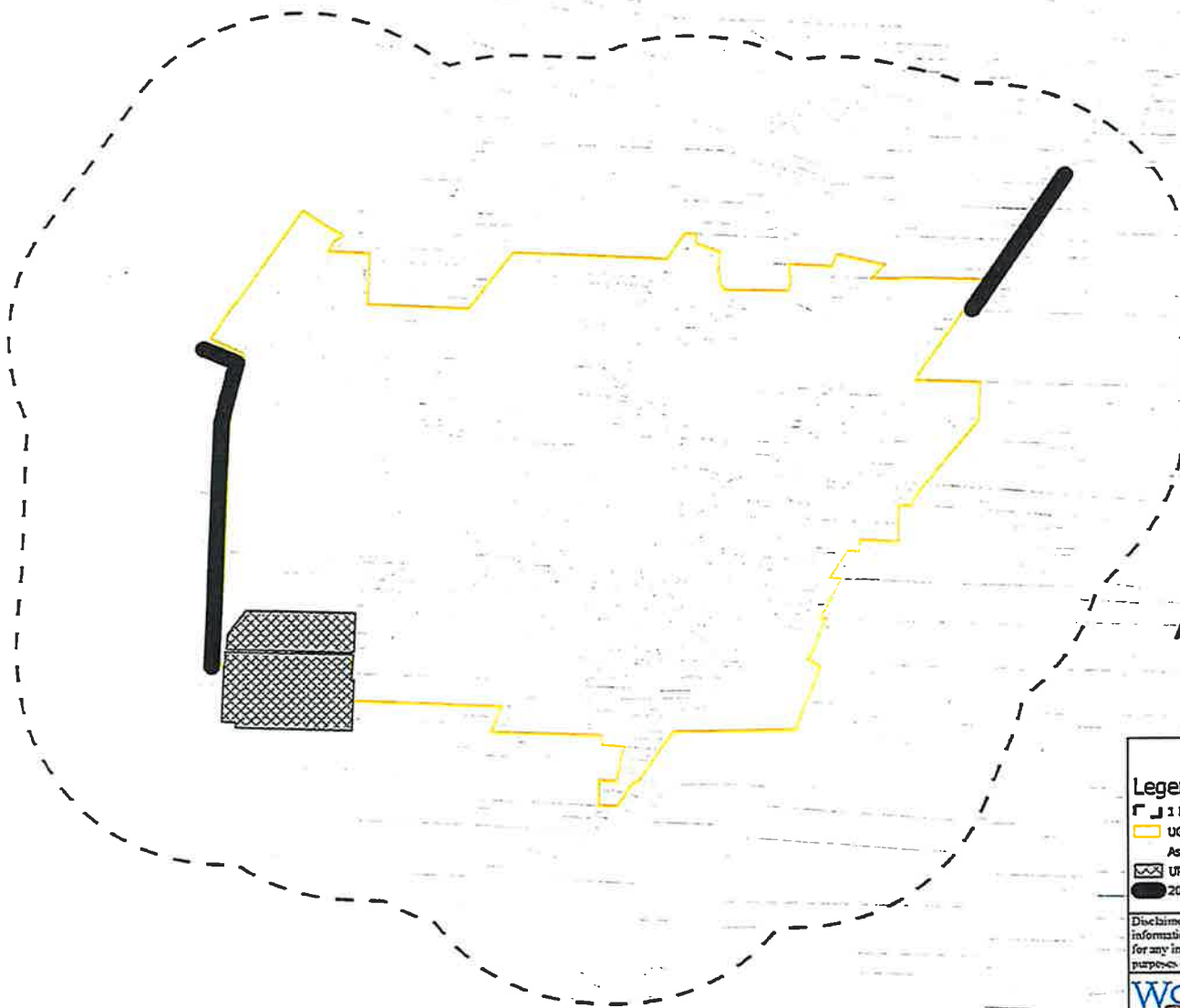
Disclaimer: This map is a graphic representation using the most current information available. The City of Woodburn is not responsible for any inaccurate and/or incomplete data. This map is for informational purposes only.

WOODBURN Last updated on August 23, 2024
Incorporated 1994



ATTACHMENT 2

Legend		Marion County Comp Plan	
City UGA Expansion Limitation	UGA	Commercial	 Miles 0 0.25 0.5
UCA	Ancillary Toilets	Primary Agriculture	
1 Mile Buffer	Public	Rural Residential	
Disclaimer: This map is a graphic representation using the most current information available. The City of Woodburn is not responsible for any inaccurate and/or incomplete data. This map is for informational purposes only.			
		Last updated on September 04, 2024	



ATTACHMENT 3

Legend

- 1 Mile Buffer
- UGS
- Assessor Taxlots
- URA
- 20yr UGS Expansion Limitation

Miles 0 0.25 0.5

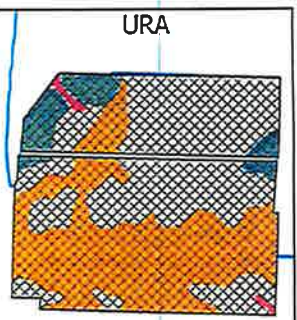
Disclaimer: This map is a graphic representation using the most current information available. The City of Woodburn is not responsible for any inaccurate and/or incomplete data. This map is for informational purposes only.

WOODBURN Last updated on August 22, 2024
INCORPORATED 1922

ATTACHMENT 3



- Legend**
- Marion County Soils
- Amity silt loam
 - Bashaw clay
 - Chehalis silty clay loam
 - Cloquato silt loam
 - Concord silt loam
 - Dayton silt loam
 - Labish silty clay loam
 - McBee silty clay loam
 - Newberg fine sandy loam
 - Terrace escarpments
 - Wapato silty clay loam
 - Water
 - Willamette silt loam, 0%-3% slopes
 - Woodburn silt loam, 0%-3% slopes
 - Woodburn silt loam, 12%-20% slopes
 - Woodburn silt loam, 3%-12% slopes



- Legend**
- URA
 - UGB
- JRA Soils
- | Type | URA Percentage |
|----------------------------------|----------------|
| Amity silt loam | 47% |
| Concord silt loam | 44% |
| Dayton silt loam | 1% |
| Woodburn silt loam, 0%-3% slopes | 8% |

Legend

- 1 Mile Buffer
- UGB
- URA

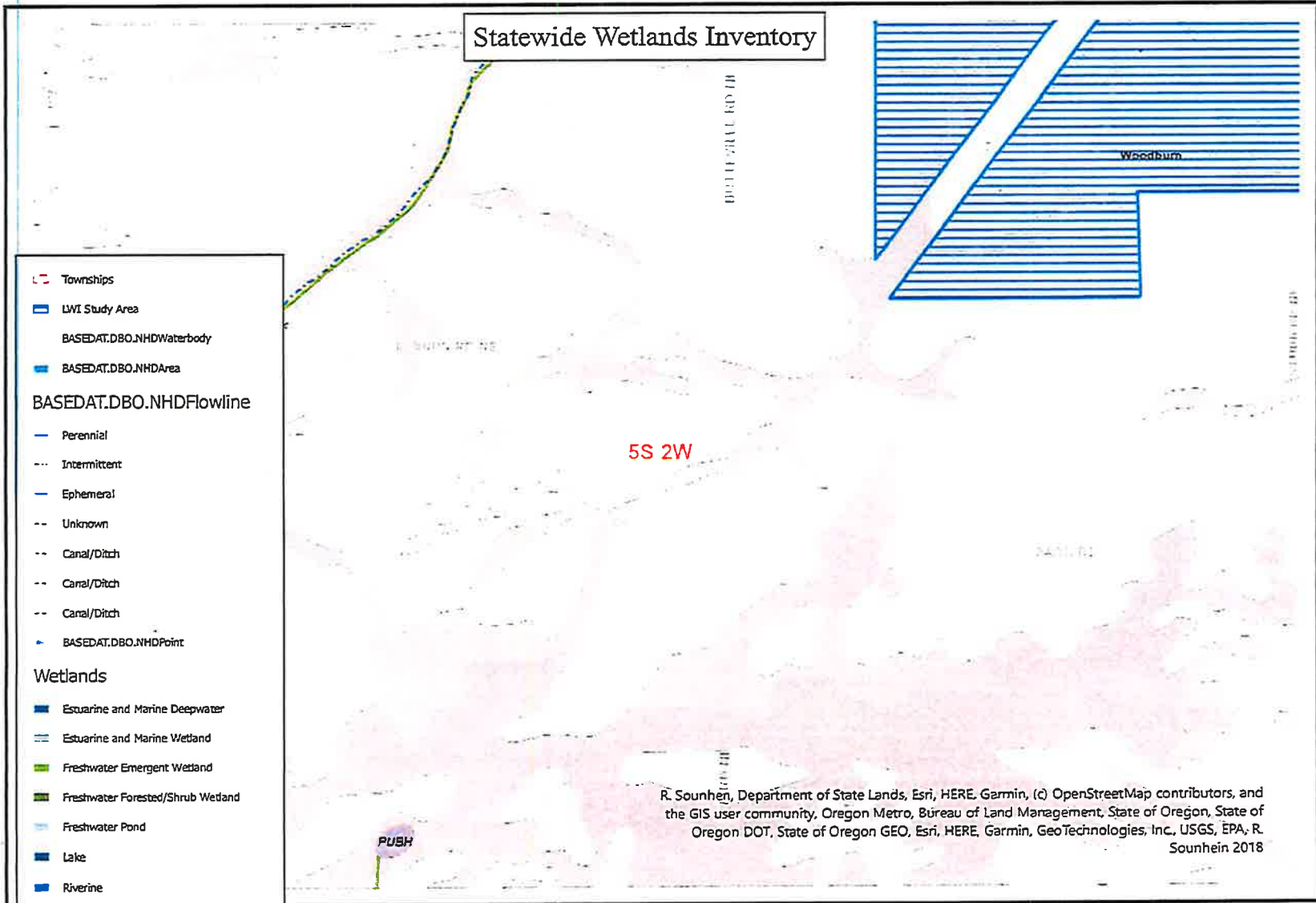
Assessor Taxlots

20yr UGB Expansion Limitation

Miles 0 0.25 0.5

Disclaimer: This map is a graphic representation using the most current information available. The City of Woodburn is not responsible for any inaccurate and/or incomplete data. This map is for informational purposes only.

WOODBURN Last updated on September 03, 2024



- Statewide Wetlands Inventory**
- ┌ Townships
 - LWI Study Area
 - BASEDAT.DBO.NHDWaterbody
 - BASEDAT.DBO.NHDArea
 - BASEDAT.DBO.NHDFlowline**
 - Perennial
 - Intermittent
 - Ephemeral
 - Unknown
 - Canal/Ditch
 - Canal/Ditch
 - Canal/Ditch
 - ▶ BASEDAT.DBO.NHDPoint
 - Wetlands**
 - Estuarine and Marine Deepwater
 - Estuarine and Marine Wetland
 - Freshwater Emergent Wetland
 - Freshwater Forested/Shrub Wetland
 - Freshwater Pond
 - Lake
 - Riverine
 - SWI Agate-Winko Soils
 - SWI Predominantly Hydric Soil Map Units

R. Sounhein, Department of State Lands, Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community, Oregon Metro, Bureau of Land Management, State of Oregon, State of Oregon DOT, State of Oregon GEO, Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA, R. Sounhein 2018

1:18,055
 0 0.1 0.2 0.4 0.6 0.8 m
 The Statewide Wetlands Inventory (SWI) represents the best data available at the time this map was published and is updated as new data becomes available. In all cases, actual field conditions determine the presence, absence and boundaries of wetlands and waters (such as creeks and ponds). An onsite investigation by a wetland professional can verify actual field conditions.

Date: 10/2/2024

 State of Oregon
 Department of State Lands
 775 Summer Street, NE, Ste 100
 Salem, OR 97301-1279



EXCERPT FROM November 1, 2023 MEMORANDUM from Johnson Economics, LLC

Economic Opportunities Analysis Implementation Recommendations

This section discusses a range of strategies and/or action items that the city may consider that are consistent with the findings of the 2023 Economic Opportunities Analysis (EOA). Adoption of the EOA report does not imply commitment to any of these steps although some of these strategies may be incorporated in Comprehensive Plan policies in some form as part of the EOA adoption process.

PROVIDE AN ADEQUATE SUPPLY OF EMPLOYMENT LAND & SITES		
CORE INITIATIVE		City Findings
Actions	Notes	
MEET INDUSTRIAL AND COMMERCIAL LAND NEEDS		
1	Establish and maintain a competitive short-term and long-term supply of employment land, in readily developable sites.	<input checked="" type="checkbox"/> City Council Resolution 2230 and direction to initiate LA-24-01.
		The City should maintain an inventory of available employment land to meet the 20-year economic development needs of the community, including identifying sites of varying sizes that can be readily served with new infrastructure in the short-term. <u>Options:</u> UGB swap or expansion to increase the land supply; rezoning of other land categories to employment categories; public effort to prioritize and serve key employment areas.



2	<p>Prioritize serving key industrial subareas and sites in the TSP and Capital Improvement Plan</p>	<p>Given limited public resources, ensure that all planning efforts reflect the prioritization and sequencing of infrastructure projects to serve key sites and areas.</p>	<p>✓ Updates to the City sewer, water, and storm master plans are currently underway, and an update to the TSP SWIR subarea was initiated in August 2023.</p>
3	<p>Encourage infill, redevelopment and/or adaptive reuse of obsolete or underused properties in current employment zones.</p>	<p>Existing commercial and retail space in the Downtown area and along commercial corridors might be more intensively used, accommodating more job growth in existing employment areas. More intensive development and mixed-use construction often encounter a feasibility gap between costs and end value. Common approaches to bridging this gap include TIF funding, tax credit programs, tax incentives, and public/private partnerships.</p>	<p>✓ City has an existing Urban Renewal Area and Enterprise Zone that include our Downtown areas and commercial corridors and includes URA programs such as façade renewal, business resource programming and assistance, and technical assistance on financial resources to support infill and reuse through our partnerships and Economic Dev. Dept.</p>
4	<p>Inventory properties that might be good opportunity sites for potential public/private catalyst projects.</p>	<p>Public control of a property by the City, TIF agency, or other public agency provides the public with a valuable incentive with which to forge a public/private deal that provides public benefits that a private development might not. Examples include incentivizing the developer to build at greater density, mixed uses, design elements, transit-oriented or other design elements, and other public goods.</p>	<p>✓ The City's Economic and Community Development Depts. maintain inventories of public properties, the City has multiple adopted mixed-use, nodal, and Gateway zones which permit greater densities and mixed uses.</p>



5	Evaluate assisting in wetland mitigation to increase developable land inventory, including creating or partnering in a wetland mitigation bank	Costs of mitigating can be prohibitive for industrial users while on-site mitigation reduces usable site area and can be difficult for a business operator to maintain over time. Mitigation banks allow for off-site mitigation. Credits at existing banks can be difficult or expensive to obtain. A local bank would provide more certainty for mitigation; however, an extensive interagency process is involved.	✓ City staff has engaged with Oregon Councils of Governments (COGs) and Economic Development Districts (EDDs) MWVCOG, in coordination and convening meetings with Jevra Brown.
6	Facilitate clean up and utilization of identified brownfield sites	Work with the appropriate agencies to identify requirements, as well as potential funding sources, to bring environmentally contaminated sites to productive use. Possible incentives include local and state tax abatement programs, and surcharge-based clean up funds.	✓ City staff are listed as a coalition partner in a 2024 EPA Brownfield Assessment Grant with MWVCOG. In addition, the City has a long history of partnerships with Business Oregon and Oregon Dept of Env Quality in assisting private and public cleanup of identified brownfield or USTs (First Street project, AWARE Food Bank Reconstruction, etc.)



POLICY AND CODE STRATEGIES			
7	Continue to improve and streamline development regulations and review processes where possible, to reduce cost and time, and provide predictability.	The community and city work to be development and employer friendly.	<p>✓ Woodburn partners and supports the Woodburn Area Chamber of Commerce which provides a meeting and office space to serve the region. In addition, the City has a full-time Economic Development Dept to respond to business needs and opportunities, including façade renewal, business lending programs, quarterly Industrial Business Roundtable meetings, the North Marion Tourism Alliance, a "Explore North Marion" website and resource https://nmc-works.com/, and quarterly business resource fairs to name a few.</p>
8	Ensure that applicable Comp Plan designations and zoning allow the mix of uses sought in employment areas, and if necessary, limit those uses that don't contribute to goals.	Ensure that the desired zones are in place and permit the uses that are foreseen in the City's existing and future employment areas. Where current zoning does not match the vision, consider rezoning, or amending zone standards.	<p>✓ The City's Economic and Community Development Depts. maintain inventories of public properties and the City has multiple adopted mixed-use, nodal, and gateway zones which permit greater densities and mixed uses. However, in order to protect industrial employment lands, the Interchange Management Area (IMA) now prohibits residential uses in the IMA overlay in order to preserve and protect this employment zone/overlay.</p>



9	<p>Review and update Development Code language to support the desired development types and streetscape initiatives.</p>	<p>A review of code standards can reveal where the adopted standards for elements like building height, setbacks, floor-area-ratio, parking, etc. may be posing difficulties in achieving feasible development in the target industries. Some large-lot commercial businesses and industrial users may benefit from more flexibility in site and building design to allow for creative design solutions and make projects more feasible.</p>	<p>✓ The City's Economic and Community Development Depts. conducted comprehensive development code audit and updates in 2015 as part of the last EOA adoption and in 2019 for the HNA adoption, both in compliance with state building code and subsequent updates have occurred as part of legislative updates. The City has previously approved exception/variances to heights in industrial areas and our 2023 Transit Facility Plan is adding a new "Route C" electric bus to serve our employment areas. Development within the SWIR zone also allows for transportation demand management (WDO 3.04.05.D) which allows for improved walking, cycling, rolling, and public transit for cost effective parking mgmt. solutions and efficient use of the build environment. WDO 3.07.10 for design guidelines offer space for creative design solutions and are non-prescriptive to offer industrial flexibility.</p>
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TARGET INDUSTRIES AND BUSINESS DEVELOPMENT			
CORE INITIATIVE			
Actions	Notes		
SUPPORT AND EXPAND EMPLOYMENT IN TARGETED INDUSTRIES			
10	<p>Adopt and regularly update target industry profiles.</p>	<p>Industry patterns can change significantly over time, and target industries should be assessed regularly for progress on metrics like job creation and new firms.</p>	<p>✓ The City has a lead Economic Dev Director and supporting staff who have completed TIA reports in 2016 and 2023.</p>



<p>11 Maintain and enhance business outreach and communication.</p>	<p>Coordinate business cluster and employment district networking opportunities. Participate in efforts of major regional economic development partners. Potential actions in support of this strategy include developing and updating marketing materials, attending industry tradeshows, following up on referrals by partner organizations, publicizing the success of local businesses, and highlighting competitive advantages of the area for proposals.</p>	<p>✓ The City has a lead Economic Dev Director and supporting staff who lead the City's Urban Renewal Agency, quarterly Industrial Business Roundtable meetings, the North Marion Tourism Alliance, and a "Explore North Marion" website and resource https://nmc-works.com/ to name a few.</p>
<p>12 Develop a marketing plan to attract businesses within the identified target industry business sectors.</p>	<p>Assemble and distribute materials of specific interest to targeted industries and identify key industry groups.</p>	<p>✓ The City has a lead Economic Dev Director and supporting staff who lead the City's Urban Renewal Agency, quarterly Industrial Business Roundtable meetings, the North Marion Tourism Alliance, the North Marion Economic a "Explore North Marion" website and resource https://nmc-works.com/, and quarterly business resource fairs to name a few.</p>



13 Support and engage regional and statewide partners.	Regularly meet and coordinate with groups such as the Woodburn Chamber of Commerce, SEDCOR, Portland General Electric (PGE), the Mid-Willamette Valley Council of Governments, Marion County, and Business Oregon. Promote available employment space and land.	✓ Staff and the City Council provide contractual relationship with MWVCOG, SEDCOR, and the Woodburn Area Chamber of Commerce and regularly attend or serve on regional economic development partner boards and committees.
14 Regularly update Oregon Prospector to promote available employment space and land to site selectors.	Business Oregon provides the Oregon Prospector tool which provides open, free data on available employment lands across the state, including both industrial and commercial properties. Ensure that all key sites are listed, and information is accurate and up to date.	✓ The City has a lead Economic Dev Director and supporting staff who work closely with Business Oregon in responding to “project leads” and in maintaining the Oregon Prospector tool.
15 Promote locally available tools: Enterprise Zone; Opportunity Zone; Urban Renewal Grant Programs.	In all site listings and marketing materials, ensure that the benefits of the existing zones are mentioned where applicable.	✓ Woodburn has an adopted Enterprise Zone, Urban Renewal, and a full-time Economic Development Dept to respond to business needs and opportunities.
SUPPORT SMALL BUSINESS DEVELOPMENT		
16 Develop and/or market programs to assist emerging and under- capitalized firms.	Technical assistance, micro loans, storefront improvement programs, master leases, and credit enhancement. Refer businesses to partner agencies providing grants, training, and other programs.	✓ Woodburn has an adopted Enterprise Zone, Urban Renewal, and a full-time Economic Development Dept to respond to business needs and opportunities, including façade renewal, business lending programs, quarterly Industrial Business Roundtable meetings, the North Marion Tourism Alliance, a “Explore North Marion” website and resource https://nmc-works.com/ and quarterly business resource fairs to name a few.
17 Evaluate development of incubator space.	A shared work or incubator space, often affiliated with a college, economic development agency, or other agency, to provide space for small but promising companies to work and collaborate in a subsidized environment while they grow.	✓ Woodburn partners and supports the Woodburn Area Chamber of Commerce which provides a meeting and office space to serve the region.

ATTACHMENT 5 to LA-24-01 FINDINGS



<p>18 Evaluate development of shared fabrication space and/or "makers" collective.</p>	<p>Look for opportunities to repurpose existing space to support multi-tenant maker spaces. These provide small spaces for craftsmen and artisans to work and share tools and knowledge, to incubate new businesses. A good fit for a local economy with diverse manufacturing base and workforce.</p>	<p>✓ This information has been shared with the City's Economic Dev Dept for future conversations with the Woodburn Area Chamber of Commerce, Willamette Workforce Partnership, and SEDCOR. The City's community center project has a \$40 million bond for the November 2024 election and can offer a commercial kitchen space and additional meeting and incubator space for Woodburn and the region.</p>
<p>19 Connect small business opportunities with property owners.</p>	<p>The City can serve as a clearinghouse or matchmaker, matching business needs with local property owners. This could include food carts, which can serve as an incubator for future food service tenants.</p>	<p>✓ Woodburn partners and supports the Woodburn Area Chamber of Commerce which provides a meeting and office space to serve the region. In addition, the City has a full-time Economic Development Dept to respond to business needs and opportunities, including façade renewal, business lending programs, quarterly Industrial Business Roundtable meetings, the North Marion Tourism Alliance, a "Explore North Marion" website and resource https://nmc-works.com/, and quarterly business resource fairs to name a few.</p>
<p>WORKFORCE INITIATIVES</p>		
<p>20 Support connections between local industry, K-12, CCC, Pacific U, and state education and training courses.</p>	<p>Help match training programs to employers, potentially coordinating internships, or regular interaction with local businesses. Ensure that these programs address target industries in particular, and stay up to speed on rapidly evolving industry norms and technology.</p>	<p>✓ Woodburn is a member of and meets regularly with our area Economic Development District, SEDCOR, the Willamette Workforce Partnership, Woodburn Area Chamber of Commerce, and the local branch of Chemeketa Community College.</p>



21	Promote workforce training resources.	Increase knowledge of existing resources for job seekers.	<p>✓ Woodburn is a member of and meets regularly with our area Economic Development District, SEDCOR, the Willamette Workforce Partnership, Woodburn Area Chamber of Commerce, and the local branch of Chemeketa Community College. In addition, the City's Economic Development Dept hosts a quarterly Industrial Business Roundtable and periodic business resource fairs in our area.</p>
22	Ensure the housing policies allow for an appropriate mix of housing for the local workforce.	The community should strive to provide the full range of housing types and price points to meet the needs to the full workforce and encourage residents to both live and work in Woodburn.	<p>✓ The City's Economic and Community Development Depts. maintain inventories of public properties and the City has multiple adopted mixed-use, nodal, and gateway zones which permit greater densities and mixed uses. However, in order to protect industrial employment lands, the Interchange Management Area (IMA) now prohibits residential uses in the IMA overlay in order to preserve and protect this employment zone/overlay.</p>
23	Support local affordable housing developers.	Low-wage positions are a foundational component of any local economy, and most industries rely on this workforce either primarily, or through their supporting firms. Subsidized affordable housing is one key segment of the workforce housing puzzle.	<p>✓ The City partners and support local affordable housing developers, including past and current partnerships in the sale or transfer of opportunity sites for housing projects as they arise.</p>
24	Prioritize childcare as a workforce readiness issue.	Childcare is a commonly identified need for working households if all adults are working, or working unusual hours, etc. This topic is increasingly raised as an important part of attracting and maintaining an available workforce. Home-based childcare businesses are also usually a category of self-employment, which is identified as a target industry.	<p>✓ The City has provided feedback to the Oregon Legislature and Business Oregon related to HB 3005 and recently provided support to a local non-profit childcare provider on a fund application related to HB 3005.</p>

ATTACHMENT 5 to LA-24-01 FINDINGS

LA-24-01 - EXHIBIT B

20-Year UGB Expansion Limitation*

20-Year UGB Expansion Limitation*

- COMPREHENSIVE LEGEND**
-  Low Density Residential
 -  Medium Density Residential
 -  Commercial
 -  Industrial
 -  Open Space and Parks
 -  Public Use
 -  Mixed Use Village Overlay (MUVO)
 -  Nodal Development Overlay (NDO)
 -  Southwest Industrial Reserve (SWIR)

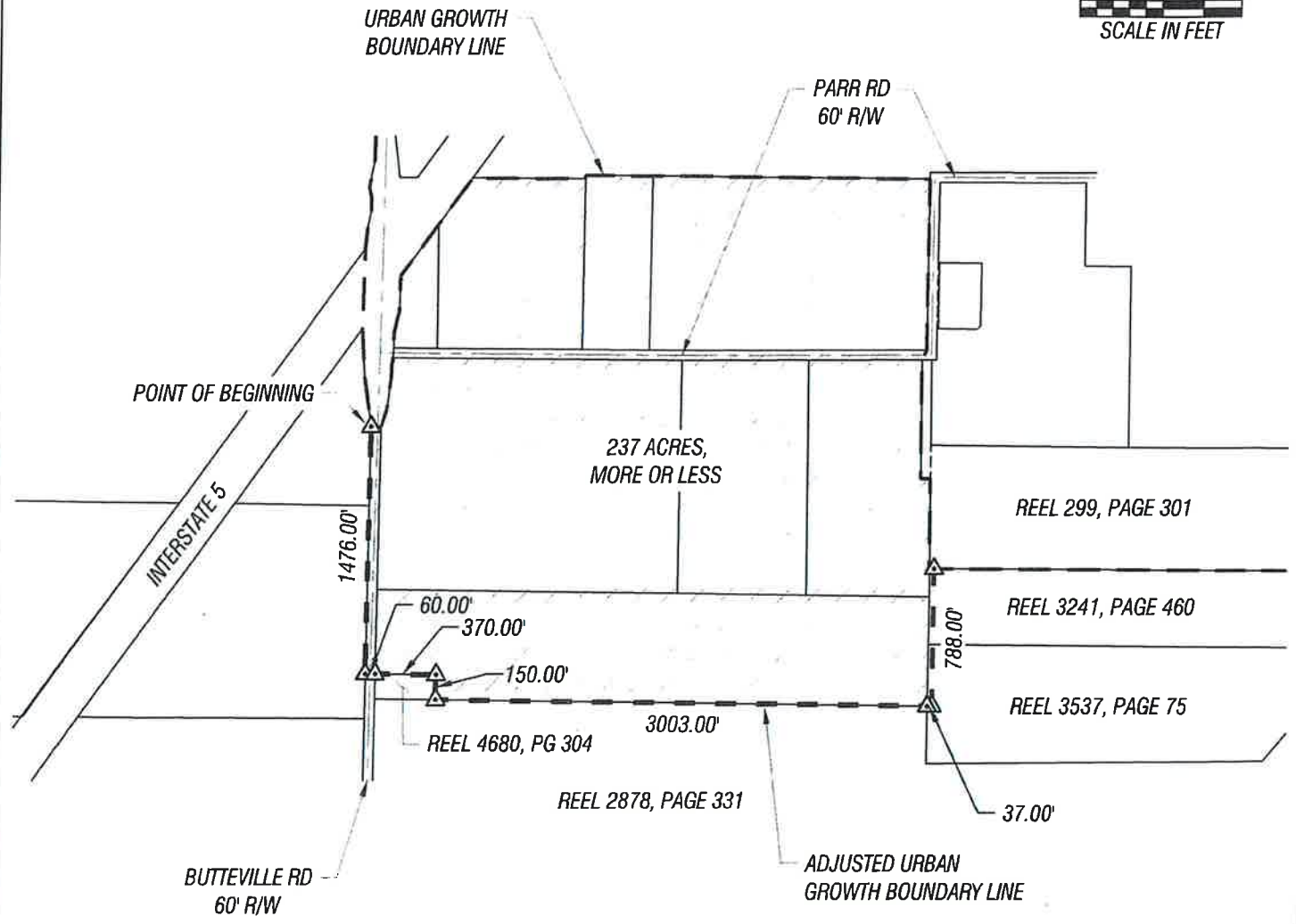
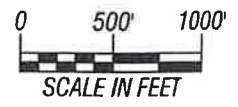
WOODBURN

City of Woodburn
 Planning & Development Department
 1000 Woodburn Road, Woodburn, OR 97151
 Phone: 503.338.2200
 Fax: 503.338.2201
 Website: www.ci.woodburn.or.us

*20-Year UGB Expansion Limited until January 23, 2034. Acknowledged by The State of Oregon on December 22, 2000, For The Area Inside The City Limits. Adopted by The Woodburn City Council on October 31, 2005 (Ordinance Number 23011). Last Revised: January 25, 2018.

REAL PROPERTY IN SECTIONS 13, 14, 23 & 24
 TOWNSHIP 5 SOUTH, RANGE 2 WEST, WILLAMETTE MERIDIAN
 CITY OF WOODBURN, MARION COUNTY, OREGON

Exhibit C



THE BOUNDARY LINES, SHOWN HEREON, ARE DRAWN FOR GRAPHICAL PURPOSES ONLY, AND IN CALCULATING THE AREA THEREOF. NO MONUMENTATION SHALL BE SET AND THIS MAP SHALL NOT BE RECORDED WITH THE COUNTY AS A SURVEY.

- LEGEND:**
- EXISTING URBAN GROWTH BOUNDARY
 - - - PROPOSED URBAN GROWTH BOUNDARY
 - △ CALCULATED POINT

REGISTERED
 PROFESSIONAL
 LAND SURVEYOR

Chris Fogerson
 OREGON
 MARCH 14, 2023
 CHRIS FOGERSON
 81040PLS

EXPIRATION DATE: *12/31/2025*

EXHIBIT - B

ADJUSTMENT TO URBAN GROWTH BOUNDARY

LEI ENGINEERING & SURVEYING OF OREGON	2564 19TH St SE Salem, Oregon 97302 (503) 399-3828 www.leiengineering.com	SCALE: 1"=1000' PRJCT NO: 15-602 DATE: 11-15-2024 PAGE: 3 OF 3



MARION COUNTY BOARD OF COMMISSIONERS

Board Session Agenda Review Form

Meeting date: February 26, 2025

Department: Public Works

Title: Adoption of an Ordinance Concurring in the City of Woodburn UGB Amendment

Management Update/Work Session Date: November 12, 2024 Audio/Visual aids []

Time Required: 5 min Contact: Austin Barnes Phone: 503-566-4174

Requested Action: Adopt an Ordinance Concurring in the City of Woodburn UGB Amendment.

Issue, Description & Background: On October 28th, 2024, Woodburn held a public hearing to consider a 237-acre amendment to its urban growth boundary for industrial lands. In November, the city submitted its adopting ordinance with a letter requesting the county concur. On December 18, 2024, the Marion County Board of Commissioners approved a resolution initiating amendments to the county comprehensive plan to consider concurring in the city's amendment and scheduled a public hearing for January 29, 2025. On January 29, the Board held a hearing and after considering the evidence in the record, concurred in the city's amendment, directing staff to return with an ordinance consistent with their decision. On June 26 2024, the Board scheduled adoption of the ordinance at the next regular board session. Now the Board must consider adopting the ordinance.

Financial Impacts: None

Impacts to Department & External Agencies: None

List of attachments: Ordinance

Presenter: Austin Barnes

Department Head Signature: [Signature]