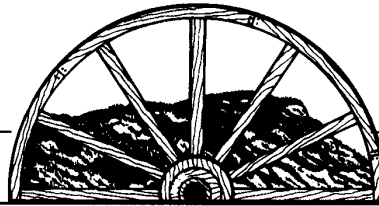

CITY OF



LA GRANDE

THE HUB OF NORTHEASTERN OREGON

COMMUNITY DEVELOPMENT DEPARTMENT / PLANNING DIVISION • P.O. Box 670 • 1000 Adams Avenue • La Grande, OR 97850
Phone: (541) 962-1307 • Fax: (541) 963-3333 • Web: www.cityoflagrande.org

June 26, 2025

Union County Planning Department
1001 4th Street, Suite C
La Grande, OR 97850

RE: Land Use Application Submittal for Comprehensive Plan Amendment

Dear Union County Planning Department,

On behalf of the City of La Grande, I am submitting the attached land use application for a Comprehensive Plan Amendment. The City of La Grande is requesting Union County's consideration and co-adoption of City of La Grande Ordinance Number 3283, Series 2025, which adopts a Goal 14 Urban Growth Boundary Expansion Analysis as an addendum to the Comprehensive Plan.

With regards to application fee, the Union County Board of Commissioners granted a waiver of the land use application fee on June 4, 2025. Please see attachment 2. While this fee was waived, with your support, it is my intention for the City of La Grande to accommodate and cover as much staff time and materials as possible to offset and keep the County costs at a minimum. Thank you again for your support and please let me know how I can assist in keeping your costs down.

Please find the following application attachments for Union County consideration:

1. Union County Planning Department Application
2. Fee Waiver Request & Union County Commissioner Agenda
3. Union County Planning Department Application Narrative
4. City of La Grande City Council Approval & Ordinance 3283, Series 2025
5. City of La Grande Decision Order (also referred to as Staff Report)

If you have any questions, please contact me at 541-962-1307, or by email at mboquist@cityoflagrande.org.

Sincerely,

Michael J. Boquist
Community Development Director

MJB/mjb

Attachments



UNION COUNTY

Planning Department Application

Scott Hartell, Planning Director

1001 4th Street, Suite C La Grande, OR 97850 PHONE (541)963-1014 FAX (541)963-1039 TTY 1-800-735-1232

- Submit application by second Monday for hearings on fourth Monday.

Return To: Union County Planning Department

Request:

Minor Partition _____
Conditional Use _____
Other _____

Major Partition _____
Variance _____

- A. Applicant (1) _____ owner, and/or
(2) _____ authorized agent of real property described as:
Twp. _____ Range _____ Section _____ Tax Lot _____

- B. The applicant requests the following in accordance with the provisions of the Union County Zoning Ordinances:

It is proposed to _____
_____.

- C. Evidence supporting the request: (Attach additional materials if necessary). The applicant alleges that the approval of the application or change would be in harmony with the intent and purpose of said zoning ordinances and that the proposed use conforms to the standards and/or criteria prescribed therefore in said ordinances and would not be detrimental to property or persons in the neighborhood for the following reasons:

_____.

- D. A tentative plan attached including: (1) vicinity map marked "Exhibit A", (2) detailed plot plan marked "Exhibit B" and (3) statements of explanatory information marked "Exhibit C".

\$_____, being the fee provided by Ordinance, is attached.

Signature (s) Authorized Agent

Signature (s) of all landowners

Street/Mailing Address

Street/Mailing Address

City, State, Zip Code

City, State, Zip Code

Phone Number

Phone Number

PLANNING DEPARTMENT STAFF ONLY

Zone (s): _____

Rural Fire Protection District: Circle YES/ NO Name: _____

Overlay Zones: _____

Legal Parcel: _____

Total Acres: _____

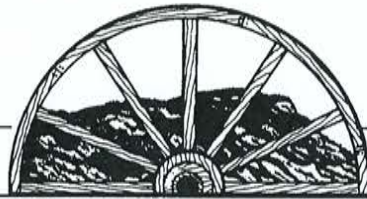
Flood Zone: _____

Firm #: _____

Wetlands Map: _____

Existing Development: _____

CITY OF



LA GRANDE

THE HUB OF NORTHEASTERN OREGON

COMMUNITY DEVELOPMENT DEPARTMENT / PLANNING DIVISION • P.O. Box 670 • 1000 Adams Avenue • La Grande, OR 97850
Phone: (541) 962-1307 • Fax: (541) 963-3333 • Web: www.cityoflagrande.org

May 7, 2025

Union County Board of Commissioners
1106 "J" Avenue
La Grande, OR 97850

RE: REQUEST FEE WAIVER (\$300.00) FOR PLANNING DEPARTMENT APPLICATION
[Co-adoption of City of Ordinance, Amending the La Grande Comprehensive Plan Ordinance 3269, Series 2024]

Dear Commissioners:

On June 4, 2025, the City of La Grande City Council is schedule to adopt an Ordinance that amends the City of La Grande Comprehensive Plan Ordinance to adopt an Urban Growth Boundary (UGB) Expansion Analysis as an addendum to the Plan. This is the second phase of the Goal 9 Economic Opportunities Analysis that you considered and co-adopted in 2024, which identified a need for La Grande to add 63 acres of commercial land and 121 acres of industrial land to its UGB. The UGB Expansion Analysis identifies lands to satisfy this need, but unfortunately there were no property owners interested their properties being added to the City's UGB at this time. As a result, the City is not proposing to expand the UGB, but rather just adopt the Analysis and justification for expanding the UGB in the future as opportunities arise.

In accordance with the *City of La Grande & Union County Joint Management Agreement*, I am preparing a Union County Planning Department Application that requests the Union County Planning Commission's and Union County Board of Commissioners' consideration to co-adopt the proposed Comprehensive Plan amendment. As part of the Union County Planning Department Application, an application fee of \$300.00 is required. In the past the City of La Grande and Union County have mutually granted each other fee waivers for land use application fees, and which the County Planning Department has historically supported. With that in mind, I am respectfully requesting your consideration in granting a waiver of this land use application fee and authorizing the Union County Planning Department to proceed with processing the submitted application.

In consideration of this request, I have discussed this request with Inga Williams, Union County Planning Director, and she has expressed support for this request in exchange for the City providing sufficient quantities of originals and copies of all documents related to this required for consideration by the County Planning Commission and Board of Commissioners. The staff time and material costs are believed to outweigh the land use application fee and prove to be a greater cost savings and benefit to the County.

If you have any questions or concerns regarding this fee waiver request, please let me know. I also intend to be present at the Board of Commission meeting when considering this request to be available for any questions the Commissioners may have at that time. Thank you for your consideration.

Sincerely,

Michael J. Boquist
Community Development Director

Pc. Inga Williams, Planning Director, Union County Planning Department (via email)



UNION COUNTY

BOARD OF COMMISSIONERS

Paul Anderes, Commissioner
R. Matthew Scarfo, Commissioner
Jake Seavert, Commissioner

Shelley Burgess, Administrative Officer

1106 K. Avenue

La Grande, Oregon 97850

PHONE: (541) 963-1001

FAX: (541) 963 1079

TTY: 1-800-735-1232

REGULAR COMMISSION MEETING AGENDA

Joseph Building Annex Conference Room

1106 K. Avenue, La Grande, Oregon 97850

Wednesday, June 4, 2025 | CONVENE: 9:00 AM

Meetings are open to public attendance with meeting participation via Zoom teleconference also available.

- To listen to the meeting, or participate in the public comment opportunity, please call: **(253) 215-8782** or **(301) 715-8592** and enter meeting ID number: **814 2000 6863**. If you do not get through the first time, please try again.
- Join Meeting: <https://us02web.zoom.us/j/81420006863>
- To submit comments by email, or obtain meeting materials you may contact: amoores@union-county.org.
- **PLEASE SUBMIT ALL WRITTEN COMMENTS TO OUR OFFICE BY 5 PM, MONDAY, JUNE 2.**

9:00 AM

- I. Pledge of Allegiance
- II. Agenda Review
- III. Public Comment
- IV. Mike Boquist, City of La Grande Community Development Director
 - a. Fee Waiver Request
- V. Barbara Peden, COD Community Coordinator
 - a. BMCC Contract out of District
- VI. Elected Official, Department Head & Employee Comments
 - a. Doug Wright, Public Works Director
 - i. Airport Ground Lease Transfer
 - b. Odin Miller, Juvenile Director
 - i. Walla Walla County Detention Agreement
 - c. Cody Bowen, Union County Sheriff
 - i. City of Elgin Contract
- VII. Consent Agenda
 - a. Meeting Minutes: April 16, 2025
 - b. Claims Journals: May 14, 15, 21 & 28, 2025
- VIII. Administrative Matters
 - a. Court Order 2025-13: In the Matter of Appointment to the Union County Ambulance District Advisory Committee
 - b. Intergovernmental Agreement for Judicial Service – Elgin

9:30 AM

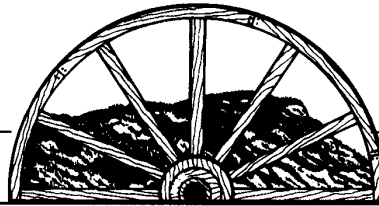
- IX. PUBLIC HEARING – Second Reading of Ordinance 2025-02: In the Matter of Implementing the Authority to Enforce the Onsite Wastewater Treatment Systems Management Program Delegated to Harney County by the State of Oregon Declaring an Emergency
 - a. Staff Report
 - b. Discussion/Action

9:45 AM

- X. Resolution 2025-09: In the Matter of a Resolution Establishing an Onsite Wastewater Treatment System Site Evaluation and Existing System Evaluation Fee Schedule
- XI. PUBLIC HEARING – Second Reading of Ordinance 2025-03: In the Matter of an Ordinance Revising the Union County Transient Tax Ordinance 2020-01
 - a. Staff Report
 - b. Discussion/Action
- XII. Good of the Order
- XIII. Next Meeting Date
 - a. Wednesday, June 11, 2025 at 9 AM
- XIV. Adjournment

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to Allison Moore, (541) 963-1001.

CITY OF



LA GRANDE

THE HUB OF NORTHEASTERN OREGON

COMMUNITY/ECONOMIC DEVELOPMENT DEPARTMENT / PLANNING DIVISION

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

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

UNION COUNTY PLANNING DEPARTMENT APPLICATION NARRATIVE

THE CITY OF LA GRANDE IS PROPOSING AMENDMENTS TO THE CITY'S COMPREHENSIVE PLAN - GOAL 14 CHAPTER

ADOPTION OF 2025 URBAN GROWTH BOUNDARY EXPANSION ANALYSIS

The City of La Grande City Council adopted Ordinance 3283 on June 6, 2025, amending the City of La Grande's Comprehensive Plan, Goal 14 Chapter, adopting a Goal 14 Urban Growth Boundary (UGB) Expansion Analysis as an addendum to the La Grande Comprehensive Plan. This Expansion Analysis is the second phase of a Goal 9 Economic Opportunities Analysis (EOA) that was completed and adopted in March 2024.

The 2024 Goal 9 EOA evaluated the City's commercial and industrial land needs over the next 20-years, resulting in identifying a need for La Grande to add 63 acres of commercial land and 121 acres of industrial land to its UGB over the next 20-years. The 2025 Goal 14 UGB Expansion Analysis is the next phase, which is also required by State law when a land need has been identified. State law requires that an effort be made to expand the City's boundaries and satisfy the 20-year land need identified in the EOA. This effort is the subject of this Comprehensive Plan Amendment application.

In accordance with the *City of La Grande & Union County Joint Management Agreement*, the City of La Grande is requesting the Union County Planning Commission's and Union County Board of Commissioners' consideration to co-adopt the proposed Comprehensive Plan Amendments so they may be used to guide future land use decisions and considerations for expanding the City's Urban Growth Boundary, where applicable.

The following narrative addresses the required review criteria in [UCZPSO Section 23.05\(3\)](#):

3. *A decision on a Land Use Plan text or map amendment by the Planning Commission and Board of Commissioners shall be based on the applicant's ability to meet all of the following:*

- A. *Community attitudes and/or physical, social, economic, or environmental changes have occurred in the area or related areas since plan adoption and that a public need supports the change, or that the original plan was incorrect.***

City Response & Recommended Finding of Fact:

The 2024 Goal 9 – Economic Opportunities Analysis (EOA) was conducted in 2021-2024, which identified a need for La Grande to add 63 acres of commercial land and 121 acres of industrial land to its UGB over the next 20-years. The EOA was adopted in March 2024, and justified the fact that the City of La Grande's "*physical, social, economic, or environmental changes have occurred*" and that there is a "*public need*" for additional commercial and industrial land. As a result of identifying such need, State law required that the City conduct the Goal 14 UGB Expansion Analysis and make an effort to satisfy the "*public need*" identified in the Goal 9 report.

B. Alternative sites for proposed uses will be considered which are comparable with the other areas which might be available for the uses proposed.

City Response & Recommended Finding of Fact:

As part of the Goal 14 UGB Expansion Analysis, the City followed State law requirements for the consideration of alternative sites. First, the City drew a study area boundary (1-mile in distance) outside the perimeter of La Grande's Urban Growth Boundary (see *Figure 3.1 in attached Analysis*). This is the first layer of determine properties that may be eligible for adding to the City's UGB.

Second, the City removed properties within the 1-mile boundary that included natural hazard such as steep slopes 25% or greater, wetland, floodplain, other. The City also evaluated soil types, ranking them from best (high quality/irrigated) to worst, whereby the worst value soil type was ranked #1 or of highest priority consideration for a UGB expansion. Last in this step, the City evaluated all County "exception" lands, such as residentially zoned, industrial parks, other. The narrowing down of eligible property resulted in a significantly reduced land area for consideration, which was broke out into 6 separate study areas (see *Figure 3.2 in attached Analysis*).

Third, the 6 study areas were evaluate further to consider access to municipal water and sewer infrastructure, the quality and capacity of the transportation system, and other utility/capacity issues.

Fourth, This evaluation resulted in the narrowing his criterion appears to address site specific land use requests, such as Urban Growth Boundary expansions. The City's Goal 9 Economic Opportunities Analysis (EOA) is a broader study and analysis of La Grande, evaluating all lands within the City and its Urban Growth Boundary, and forecasting land needs for the next 20-years. The EOA is not site specific and does not propose any change in uses. As a result, this Criterion requiring the consideration of alternative sites does apply to this request. *Note: This criterion would apply to a subsequent related phase, if the City of La Grande seeks to expand its Urban Growth Boundary. In such case, alternative sites are required to be considered under the Statewide Planning Goal 14 process.*

C. All applications to take an exception or exclude certain land from the requirements of one or more applicable statewide planning goals shall be reviewed against the requirements in OAR Chapter 660, Division 4.

City Response & Recommended Finding of Fact:

As discussed in Criterion B above, all exception lands were considered in the Goal 14 analysis. These are illustrated on page 8 of the Goal 14 Report and included in various discussions within the Report.

D. Determine whether the amendment significantly affects a transportation facility. The amendment shall assure that land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accompanied by one of the following:

- Limiting allowed land uses to be consistent with the planned function of the transportation facility;
- Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
- Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

A plan or land use regulation amendment significantly affects a transportation facility if it:

- *Changes the functional classification of an existing or planned transportation facility;*
- *Changes standards implementing a functional classification system;*
- *Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or*
- *Would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.*

City Response & Recommended Finding of Fact:

The proposed Comp. Plan Amendment does not result in any changes in zoning or land use regulations that would influence traffic patterns or impact transportation facilities. As a result, this criterion does not apply. *Note: As noted above in Criterion B, this criterion would apply to a subsequent related phase, if/when the City of La Grande seeks to expand its Urban Growth Boundary. In such case, satisfying the requirements of the Oregon Transportation Planning Rule is required under the Statewide Planning Goal 14 process.*

CITY of LA GRANDE
City Council Regular Session
Wednesday, June 4, 2025

Immediately Following Urban Renewal Agency Regular Session

Council Chambers
La Grande City Hall
1000 Adams Avenue

AGENDA

The meeting will be available for viewing via the City's scheduled Charter Communications channel 180 immediately following the Urban Renewal District Budget Committee Regular Session, City of La Grande Budget Committee Regular Session, and the Urban Renewal Agency Regular Session which begin at 6:00 p.m. on June 4, 2025, on the EO Alive website at <https://eoa.tv> or on the EO Alive.TV Facebook page at <https://www.facebook.com/EOAliveTV>. *Per ORS 192.670(1), some Councilors may be participating in this meeting by electronic communication.*

1. WELCOME to this REGULAR SESSION of the LA GRANDE CITY COUNCIL

- a. Call to Order
- b. Roll Call

2. AGENDA APPROVAL

3. CONSENT AGENDA

The Consent Agenda includes routine items of business which may be approved by one Motion of the Council. Any Councilor so desiring may by request remove one or more items from the Consent Agenda for Individual consideration under the Unfinished or New Business portion of the Agenda.

- a. Consider: Approving Regular Session Minutes; May 7, 2025
- b. Consider: Accepting FY 2025–2026, “Exhibit A”; City/Urban Renewal Agency Intergovernmental Agreement [Strope]
- c. Consider: Approving the Tourism Annual Program of Work and Budget; 2025-2026 [Strope]
- d. Consider: Appointing Citizen to Union County Tourism Promotion Advisory Committee [Rock]

4. PUBLIC COMMENTS

Those individuals who wish to address the Council in connection with any item which is printed on tonight's Agenda may do so during the time that item is under discussion by the Council. Individuals wishing to speak to the Council about non-Agenda items may do so during this Public Comments portion of the Agenda. Please print your name and address on the Public Comments Sign-in Sheet, located on the podium. When addressing the Council, speak loudly and clearly into the Podium microphone, and state your name. Persons interested in providing virtual public comments shall contact City Staff at sstockhoff@cityoflagrande.org or by calling the City Recorder at (541) 962-1309 not later than 5:00 pm the day prior to meeting to make arrangements. In the event the Mayor does not announce a time limit for comments, each speaker is asked to confine their comments to three minutes in length, whether the comments are in-person or virtual.

5. PUBLIC HEARINGS

- a. Consider: Ordinance; Second Reading: Adopting Goal 14 Urban Growth Boundary Expansion Report [Boquist]
- b. Consider: Resolutions: (1) Adopting Budget, Making Appropriations, Levying Taxes; FY 2025-2026
(2) Declaring City's Election to Receive State Revenue Sharing; FY 2025-2026 [Strope/Rajkovich]

6. UNFINISHED BUSINESS

7. NEW BUSINESS

- a. Consider: Resolution; Annexing Property at 315 S 20th Street, File #01-ANP-25 [Boquist]
- b. Consider: Resolution; Annexing Property at 309 S 20th Street, File #02-ANP-25 [Boquist]
- c. Consider: Awarding Bid for Concrete Repair Projects [Carpenter]
- d. Consider: Approving Arts Commission's Recommendations; School Designs for Traffic Signal Box Wraps [Spence]

8. UNION COUNTY COMMISSIONER'S UPDATE

9. STAFF COMMENTS

10. CITY MANAGER COMMENTS

11. CITY COUNCIL COMMENTS

12. ADJOURN

Stacey M. Stockhoff
City Recorder

The City Council is currently scheduled to meet again in a Regular Session on Wednesday, July 2, 2025, at 6:00 p.m. The City Council of the City of La Grande reserves the right to convene an Executive Session for any purpose authorized under ORS 192.660. Persons requiring special accommodations who wish to participate in the City Council Meeting are encouraged to make arrangements prior to the meeting by calling 541-962-1309, or emailing Stacey Stockhoff, City Recorder at sstockhoff@cityoflagrande.org. The City of La Grande does not discriminate against individuals with disabilities.

CITY of LA GRANDE
COUNCIL ACTION FORM

Council Meeting Date: June 4, 2025

PRESENTER: Michael Boquist, Community Development Director

COUNCIL ACTION: PUBLIC HEARING AND SECOND READING BY TITLE ONLY OF PROPOSED
ORDINANCE AMENDING THE GOAL 14 CHAPTER OF THE LA GRANDE
COMPREHENSIVE PLAN

1. MAYOR: Announce that the Public Hearing is still open for the Ordinance to be read a Second Time by Title Only and considered for Adoption; and that the Rules of Order for this Public Hearing were read in their entirety during the Regular Session of May 7, 2025.
2. MAYOR: Request Staff Report.
3. MAYOR: Invite Public Testimony first from those in Favor, then those in Opposition, and then those Neutral to the proposed Ordinance.
4. MAYOR: Invite Council Discussion.
5. MAYOR: Close the Hearing and Entertain a Motion:

Suggested Motion: I move that the proposed Ordinance Amending the Goal 14 Chapter of the La Grande Comprehensive Plan be read for the Second Time by Title Only, Put to a Vote, and Adopted.
6. MAYOR: Invite Additional Council Discussion.
7. MAYOR: Ask the City Recorder to Read the proposed Ordinance for the Second Time by Title Only.
8. MAYOR: Ask for the Vote.

EXPLANATION: The Community Development Department / Planning Division staff is requesting the City Council's consideration of a Comprehensive Plan amendment which includes the adoption of the 2025 Goal 14 Urban Growth Boundary Expansion Report, and adding a reference to such in Appendix C of the Plan.

Please refer to the attached Draft Decision Order and Draft Ordinance for the project background, process followed, analysis, and the report conclusions. Of particular note is that this project did not result in a recommendation to expand the City's Urban Growth Boundary at this time due to a lack of interest by property owners within eligible expansion areas.

The Planning Commission held a public hearing to consider this request on April 8, 2025, and by unanimous vote recommended approval to the City Council. The City Council held a public hearing to consider this request on May 7, 2025. There was no public testimony submitted, and the hearing concluded with the City Recorder reading the proposed Ordinance for the First Time by Title Only.

The City Manager recommends that the City Council proceed with the Second Reading by Title Only of the proposed Ordinance and consider for adoption.

Reviewed By: (Initial)

City Manager _____
City Recorder _____
Building Department _____
ED Department _____
Finance _____
Fire Department _____

Human Resources Dept _____
Library _____
Parks & Rec Department _____
Planning Department _____
Police Department _____
Public Works Department _____

COUNCIL ACTION (Office Use Only)

☐ Motion Passed
☐ Motion Failed: _____
☐ Action Tabled: _____
Vote: _____
☐ Resolution Passed # _____
Effective Date: _____
☐ Ordinance Adopted # _____
First Reading: _____
Second Reading: _____
Effective Date: _____

RULES OF ORDER FOR A LEGISLATIVE PUBLIC HEARING

CITY RECORDER READS TO THE PUBLIC:

- A. These Rules of Order are applicable to the Public Hearing for considering an amendment to the La Grande Comprehensive Plan and the adoption of the Goal 14 Urban Growth Boundary Expansion Report.
- B. This is a legislative hearing, therefore Councilor ex parte or pre-hearing contact does not apply.
- C. The Hearing will proceed as follows:
 - 1. The Mayor will open the Public Hearing and request the Staff Report.
 - 2. The Mayor will then accept public testimony relating to the matter. There is a three-minute time limit for testimony. The order of testimony this evening will begin with that of Proponents (those in favor), followed by Opponents (those opposed), and ending with those Neutral to the Ordinance being considered for adoption.
 - 3. The proceedings are being electronically recorded, to be converted to written Minutes. When testifying, please step to the podium and **clearly print** your name and address on the speaker sign-in sheet. Please **state only** your name before addressing the Council.
 - 4. Members of the City Council may ask questions of the Staff at any time.
 - 5. Subsequent to deliberation, the Mayor will close the Hearing.

CITY of LA GRANDE
ORDINANCE NUMBER 3283
SERIES 2025

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LA GRANDE, UNION COUNTY,
OREGON, AMENDING THE CITY OF LA GRANDE COMPREHENSIVE PLAN ORDINANCE 3269,
SERIES 2024, TO ADOPT THE 2025 GOAL 14 URBAN GROWTH BOUNDARY EXPANSION
ANALYSIS; AND DECLARING AN EFFECTIVE DATE

WHEREAS, Oregon Administrative Rules (OAR) 660, Division 9, includes Statewide Planning Goal 9 (Economic Development), with the intent for cities to provide an adequate land supply for economic development and employment growth; and,

WHEREAS, pursuant to Oregon Administrative Rules (OAR) 660, Division 9, the City conducted an economic opportunities analysis (EOA), forecasting a need for an additional 63 acres commercial land and 121 acres of industrial employment land over the next 20-years; and,

WHEREAS, on March 6, 2024, by Ordinance 3269, Series 2024, the Goal 9 Economic Development Chapter of the City of La Grande's Comprehensive Plan was amended to incorporate the final conclusions of the EOA and update the Goal 9 goals and policies; and,

WHEREAS, Oregon Administrative Rules (OAR) 660, Division 14, includes Statewide Planning Goal 14 (Urbanization), which requires that when the Urban Growth Boundary does not contain sufficient land to accommodate the City's land needs over the next 20-years, the City shall take action to amend its Urban Growth Boundary to accommodate such need; and,

WHEREAS, pursuant to Oregon Administrative Rules (OAR) 660, Division 14, the City conducted a Goal 14 Urban Growth Boundary Expansion Analysis to identify eligible expansion areas and lands to accommodate the City's 20-year commercial and industrial land need; and,

WHEREAS, the City of La Grande City Council held a work session on January 13, 2025, to hear and discuss a presentation on final conclusions of the Goal 14 Urban Growth Boundary Expansion Analysis, along with a recommendation to not proceed with expanding the Urban Growth Boundary at this time due to a lack of willing and participating property owners; and,

WHEREAS, the City of La Grande Planning Commission held the first evidentiary Public Hearing on April 8, 2025, to consider the proposed Goal 14 Urban Growth Boundary Expansion Analysis and Comprehensive Plan amendment, and by unanimous vote recommended approval to the City of La Grande City Council.

NOW THEREFORE, THE CITY OF LA GRANDE ORDAINS AS FOLLOWS:

Section 1. Comprehensive Plan Ordinance 3269, Series 2024, is hereby amended to adopt the Goal 14 Urban Growth Boundary Expansion Analysis as an addendum, as provided in Exhibit A, attached hereto and by this reference incorporated herein as if fully set forth.


Section 2. The City Council of the City of La Grande, Union County, Oregon, shall and hereby does adopt the Findings of Fact and Conclusions of Law in the City Council Decision Order, dated June 4, 2025.

Section 5. EFFECTIVE DATE. This Ordinance shall become effective thirty (30) days after its adoption by the City Council of the City of La Grande, Union County, Oregon, and its approval by the Mayor; specifically, July 4, 2025.

ADOPTED AND APPROVED on this Fourth (4th) day of June, 2025, by SIX
(6) of SIX (6) Councilors present and voting in the affirmative.


Justin B. Rock, Mayor

ATTEST:


Stacey M. Stockhoff
City Recorder

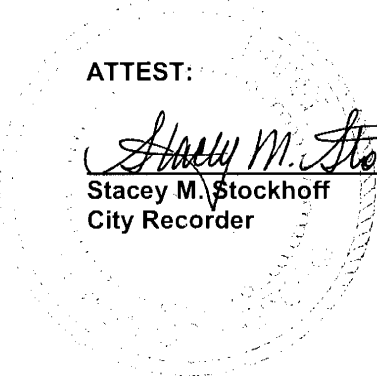


EXHIBIT A

ATTACH HERE

GOAL 14 URBAN GROWTH BOUNDARY EXPANSION ANALYSIS

INDEX OF APPENDICES

- A. Soil interpretations for the La Grande Region
- B. Bibliography
- C. Adopted maps, Appendices, Figures and Related Documents:
 - a) City of La Grande Public Facilities Plan and La Grande Storm Water Master Plan, 1997
 - b) City of La Grande Parks and Recreation Master Plan, 2022
 - c) City of La Grande Public Facility Plan Amendment for Water, Wastewater and Storm Water for the UGB Expansion, 2012
 - d) City of La Grande Water System Master Plan, 1998
 - e) City of La Gande Surface Water Management Plan, 1998
 - f) City of La Grande Wastewater Facility Plan, 1998
 - g) Oregon Highway Plan, 1999
 - h) City of La Grande Goal 9 Economic Opportunities Analysis and Buildable Land Inventory, 2024
 - i) [City of La Grande Goal 14 Urban Growth Boundary Expansion, 2025](#)
- D. La Grande/Island City Transportation System Plan Vol 1, 1999



La Grande Goal 14 Urban Growth Boundary Expansion Study

January 2025

Facilitated by



This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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1. Executive Summary

Previous Analysis

Beginning in 2022, the City of La Grande, Oregon contracted with Points Consulting (PC) and Nexus Planning Services (NPS) to provide an Economic Opportunity Analysis (EOA) to complete Goal 9 of the Statewide Land Use Planning Goals. This study aimed to forecast La Grande's need for employment lands over the next 20 years. Through the population forecast, employment forecast, and industry trends, the project team estimated that approximately 184 acres would be required to fulfill future demand. Furthermore, the forecast identified a need for 63 acres of commercial land, and 121 acres of industrial land. These findings served as a baseline for the Urban Growth Boundary (UGB) Expansion exercise.

Goal 14 Introduction

Following the conclusion and adoption of the Goal 9 EOA to the City of La Grande's Comprehensive Plan, the City contracted once again with Points Consulting, Nexus Planning Services, and now Fehr and Peers to complete Goal 14. This project entailed finding the most suitable locations for the Urban Growth Boundary Expansion in order to accommodate the land need forecasted in the EOA. To complete the Goal 14 process, the project team had to stay in compliance with the Oregon Administrative Rules (OAR Chapter 660-024), which outline the necessary steps required to complete the analysis

To create the initial study area, the team drew a 1- and 1.5- mile radius around the current UGB, which captured approximately 12,975 acres into the study area for analysis. With the initial study area created, the project team visited the site to learn about the available land and began forming refined study areas that would serve as possible expansion candidates. The project team also assessed various hazards such as slopes and floodplains to help eliminate non-viable lands from consideration. Through this process, the project team identified six areas (Areas A - F) that would be suitable for the UGB expansion.

Priorities & Exclusions

The Oregon Administrative Rules also require that the identified areas are evaluated for priority lands, which includes high-value soils and exclusions lands. These priorities help rate which lands should be the first inclusions into the UGB. Another important consideration at this stage was utility access. Buffers were established at 800, 1,000, and 1,500 feet from water and sewer systems. All study areas had access to utilities. Through all the refining processes, a total of 43 parcels and 1,110 acres were eligible for expansion into the UGB. From this list, and with community and city staff feedback, Areas C and E (with maps available in [Chapter 4](#) and [Appendix A](#)) were selected to be the sub-study areas for traffic analysis. The two areas combined contain 148.7 acres of commercial land and 215.4 acres of industrial land, which more than meets the land need found in the EOA.

Sub-study Areas

Sub-study area C is most likely to be zoned with a mix of light industrial and commercial, while sub-study area E will likely be a light industrial park. Using the information provided in the EOA and using general employment predictions for the zoning types, Fehr and Peers conducted a traffic impact analysis. The findings concluded that there would be no major impacts from the increase in employment in Areas C and E. Only Gekeler Land and McAlister Road would need a new four-way stop in the event of future businesses moving in.

2. Introduction

In the past 20 years, the City of La Grande, Oregon has benefited from a number of commercial projects that have helped boost the local economy. One consequence of this commercial expansion was a reduction of available commercial and industrial lands. This shortage has limited the City in regard to business opportunities and further economic development.

In 2023, The City of La Grande hired Points Consulting (PC) and Nexus Planning Services (NPS) to develop an Economic Development and Employment Land Assessment for La Grande to meet the state of Oregon's Department of Land Conservation and Development (DLCD) Goal 9 requirements. The study confirmed that La Grande has a shortage of available commercial and industrial. More specifically, the study found that La Grande's economic growth trajectory leads to a need for 121 additional acres of industrial land, and 63 additional acres of commercial land. On January 9th, 2023, the Economic Opportunity Analysis for Goal 9 was adopted by the City of La Grande.

Following the study, the City of La Grande began the Goal 14 process to satisfy the conclusions of the Economic Opportunity Analysis, which includes identifying lands and expanding the City's Urban Growth Boundary (UGB). To accomplish this goal, the City of La Grande contracted again with Points Consulting and Nexus Planning Services to provide a detailed report that includes GIS maps and findings that address the Goal 14 UGB requirements provided in Oregon Administrative Rule (OAR) 660-024.¹ This body of work also includes a transportation analysis for the expansion areas considered in accordance with the Oregon Transportation Planning Rule per OAR 660-012-0060.² The transportation section of this report was conducted by Fehr and Peers (F&P), who specialize in transportation analysis.

This UGB Expansion Report follows the guidance provided by Statewide Planning Goal 14, which includes the requirements of ORS 197A.300 to 197A.325 Amendment of UGB Outside Metro. The report builds off the work done for Goal 9, which assessed both the supply and demand estimations, and provided a forecast for future land-use demand based on those calculations. It is the City's intent to gather support from the property owners of La Grande and to foster a positive relationship with the community in order to pursue development opportunities.

This report will include the following:

- Policy Framework and Process Overviews
- Land Need Analysis Review
- UGB Expansion Process Details
- Traffic Analysis
- Expansion Recommendations

The UGB amendment must be approved by the City of La Grande and Union County, followed by the Department of Land Conservation and Development.

¹ This refers to the entirety of Chapter 660, Division 24, "Urban Growth Boundaries" in the Oregon Administrative Rules.

² This rule requires a transportation analysis be completed if an amendment to functional plan would significantly affect transportation (Section 1).

Policy Framework

UGB expansions in Oregon, which are guided by Statewide Planning Goal 14, aim to balance economic growth with efficient urban development and the preservation of natural resources. The policies outlined in Oregon Administrative Rules highlight the various steps required to successfully, “provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.” The City of La Grande has determined that the Standard Method pursuant to OAR 660-024 is the most appropriate method for this project. These rules provide a structure in how to establish and evaluate study areas for inclusion in the UGB.

OAR 660-024-0040 establishes a need to demonstrate the demand for the UGB expansion based upon the appropriate 20-year population forecast, and more specifically for the La Grande expansion, an employment needs forecast. The 20-year forecast must coincide with a 20-year planning period consistent with the land need requirements of Goal 14. The proposed expansion areas must be provided upon approval and confirmation that current needs reasonably cannot be accommodated on land inside the UGB.



Gekeler Lane near Areas E and D

A crucial element of this process is the identification and evaluation of a “study area” encompassing potential land for inclusion in the UGB, per OAR 660-024-0065. The study area’s boundaries are determined based on factors such as the size of the city and the distance from the existing UGB, with the possibility of including additional land based on the city’s discretion. Certain lands may be excluded from the study area due to impracticality of providing public services, the presence of development hazards or significant resources, or ownership by federal government for primarily rural uses.

Once a study area is established, OAR 660-024-0067 states that a hierarchy of prioritized lands must be established, with a strong emphasis on protecting valuable resource lands. The first priority is given to land already assigned as urban reserves, land subject to acknowledged exceptions, and non-resource land. Marginal lands hold the second priority, followed by forest or farmland that is not predominately high-value farmland. High-value farmland receives the lowest priority, and cities are generally discouraged from selecting land predominantly composed of prime or unique farm soils.

Goal 14 of Oregon’s Statewide Planning Goals & Guidelines pursuant with OAR 660-015 (14) suggests that plans providing a platform for the transition from rural to urban land should consider the air, land, and water resources of the planning area. The actions taken by the city

should not exceed the carrying capacity of such resources. The use of land within the UGB should be “efficient” and complement the development of livable communities.

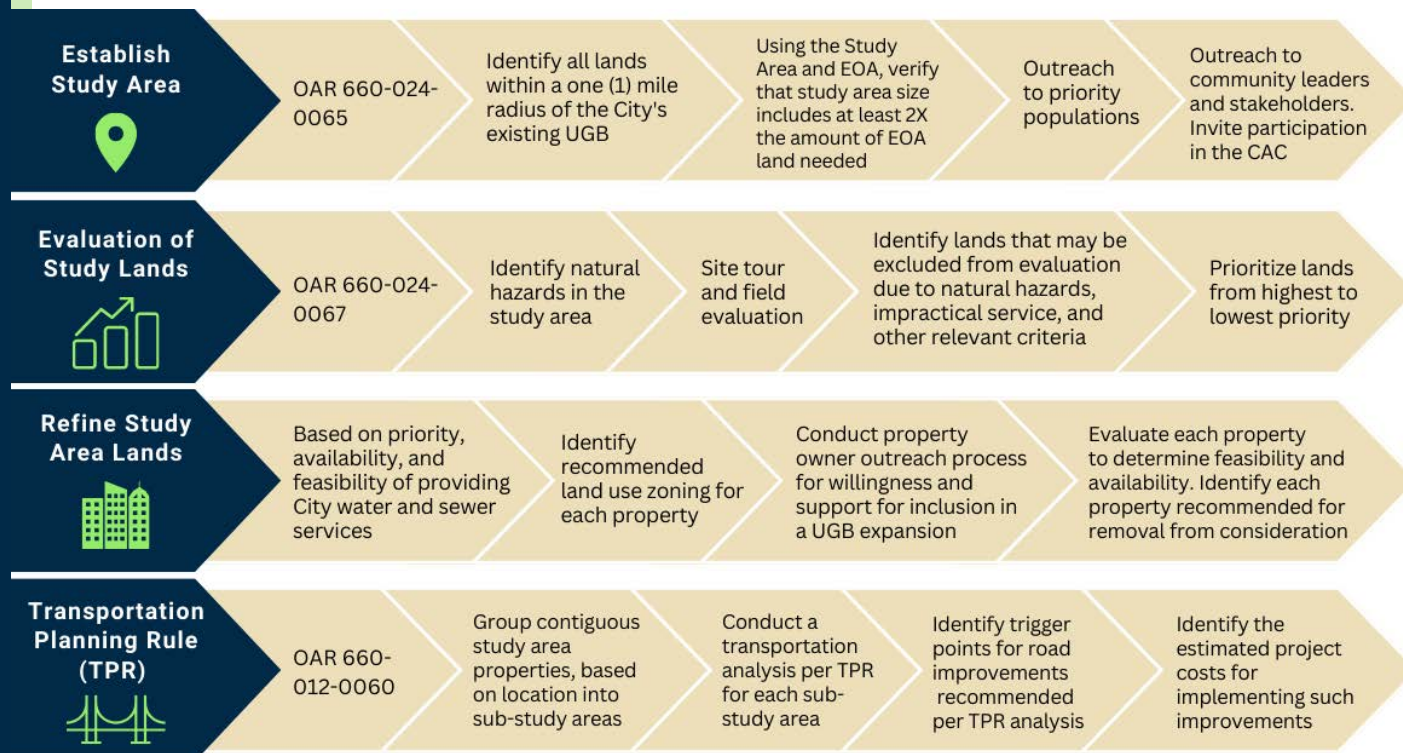
The expected outcome of the project will be the adoption of a final product, and adoption of an Ordinance that amends the city’s Comprehensive Plan map and Land Use Zoning Map to expand the city’s UGB to include the needed commercial and industrial lands per the EOA and apply the city zoning as necessary.

Process Overview

Points Consulting and Nexus Planning Services have collaborated with the City of La Grande throughout the course of this project, resulting in the creation of a variety of UGB expansion scenarios. The project was initiated in late 2023 and included the creation of a Citizens Advisory Committee (CAC) and regular meetings with the City of La Grande to guide the Goal 14 process.³ The project team conducted Bi-weekly planning meetings, public townhalls, and CAC meetings to ensure that we heard input from all stakeholders on the UGB expansion and development in the City of La Grande. The CAC was made up of [18 citizens](#) of La Grande, each coming from different backgrounds and perspectives.

PC, NPS, and the City developed a project work plan to ensure consistent movement towards the finalization of this report. The work plan was established using the guidelines provided by the Oregon Administrative Rules, which were broken down as tasks for the project team. Each step of the process built off the previously completed steps to make sure compliance with all regulatory requirements were met.

Figure 2.1: Project Process Framework



³ More information on the Citizens Advisory Committee and meetings can be found in Appendix B.

The La Grande UGB Expansion Report followed these steps, also provided in Figure 2.1:

- Establishment of the Study Area per OAR 660-024-0065
- Evaluation and Prioritization of Study Area Lands per OAR 660-024-0067
- Refining Study Lands Based on Priorities
- Transportation Planning Analysis with Fehr and Peers per 660-012-0060
- Determination of Sub-Areas
- Final Conclusions and Recommendations

3. UGB Expansion Process

The UGB Expansion Process Chapter of this report will detail the steps taken by PC, NPS, F&P, and the City of La Grande which ultimately arrive at the conclusions and recommendations given at the end of this chapter. Referencing the 'Process Framework' in Chapter 2, the next step after determining the land need ([Appendix B](#)) is to Establish the UGB study area using various radii around the existing UGB.

Following the establishment of a study area, land was prioritized based on exclusions such as slope grading, floodplains, and soil types. Finally, suitability criteria, which includes the evaluation of "exception areas", marginal lands, and farmland, was applied to the parcels that were remaining as candidates for expansion.

For the sake of document flow and consistency, not all maps used during this study are displayed in these chapters, however, all of them are displayed in [Appendix D](#). Only the maps essential for documenting the Goal 14 process are shown here in a truncated portrait format version. The map versions in Appendix D are also shown in full page landscape format for those looking for more detail.

Establishment of Study Area

Pursuant to OAR 660-024-0065(1),⁴ the Statewide Planning Goal 14 UGB expansion program is initiated with the establishment of a "study area" to be considered. With a study area defined, the City can go about analyzing lands for any potential expansion of the current La Grande UGB.

NPS, utilizing Geographical Information Systems (GIS), collected, assessed, and evaluated a large set of data pertaining to the La Grande area. A study area map was then developed displaying a variety of local features. These include municipal boundaries, geological hazards, soil classifications, exception areas, and municipal service lines such as water and sewer. Certain categories of land may be excluded from the study area, including land that cannot accommodate a specific industrial or public facility need.

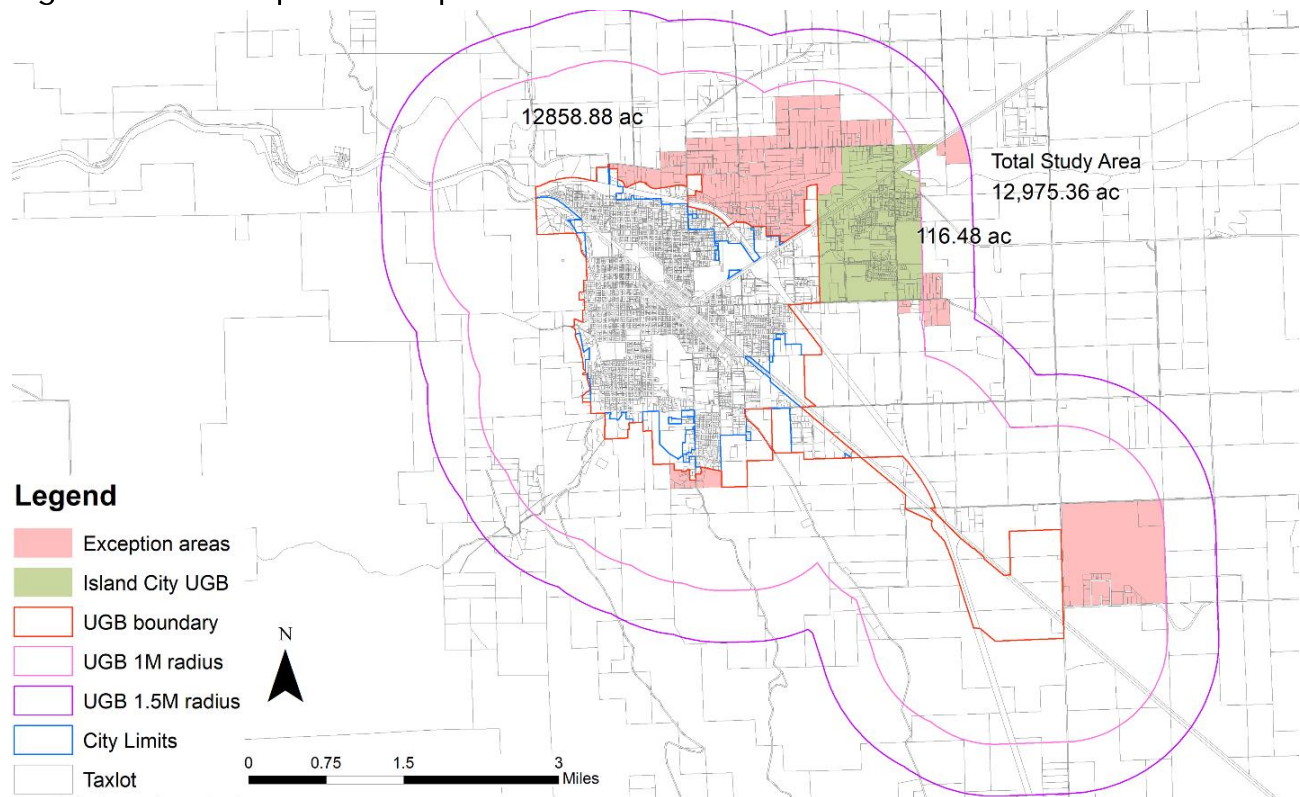
OAR 660-024-0065 provides that the study area identifies lands all within a one-mile radius of the city's existing UGB. It further guides that all "exception areas" are identified within a 1.5-mile radius of the city's existing UGB. Figure 3.1 below includes UGBs for both the City of La Grande and Island City. It also includes a 1-mile and 1.5-mile radius from La Grande's UGB and Exception Areas.

Developing a study area map is the first step in the Goal 14 process. Its 1-mile and 1.5-mile buffers are clearly shown in pink and purple, respectively. Additionally, Union County's Exception Areas are shown in light pink. Most exception areas fall within the 1-mile buffer. Pursuant to ORS 197.298, Exception Areas are to be prioritized for consideration into the UGB Expansion.

⁴ "When considering a UGB amendment to accommodate a need deficit... the city must first identify a "preliminary study area" which shall not include land within a different UGB or the corporate limits of a city within a different UGB..."

Also included in Figure 3.1 is the UGB for Island City, which is mandated to be shown and acknowledged by the City of La Grande in the UGB expansion process. The Island City UGB is an exclusion area and cannot be considered in the preliminary study.

Figure 3.1: UGB Expansion Map Radius 1 and 1.5 Miles



Source: Nexus Planning Services using Data from La Grande GIS

The land area within the identified study area was then compared with the land need established in the EOA. OAR 660-024-0065(5)⁵ outlines the method of identifying land needed to accommodate growth for UGB expansion. According to the rule, "...the city must adjust the area, if necessary, so that it includes an amount of land that is at least twice the amount of land needed for the deficiency determined under OAR 660-024-0050(4)."

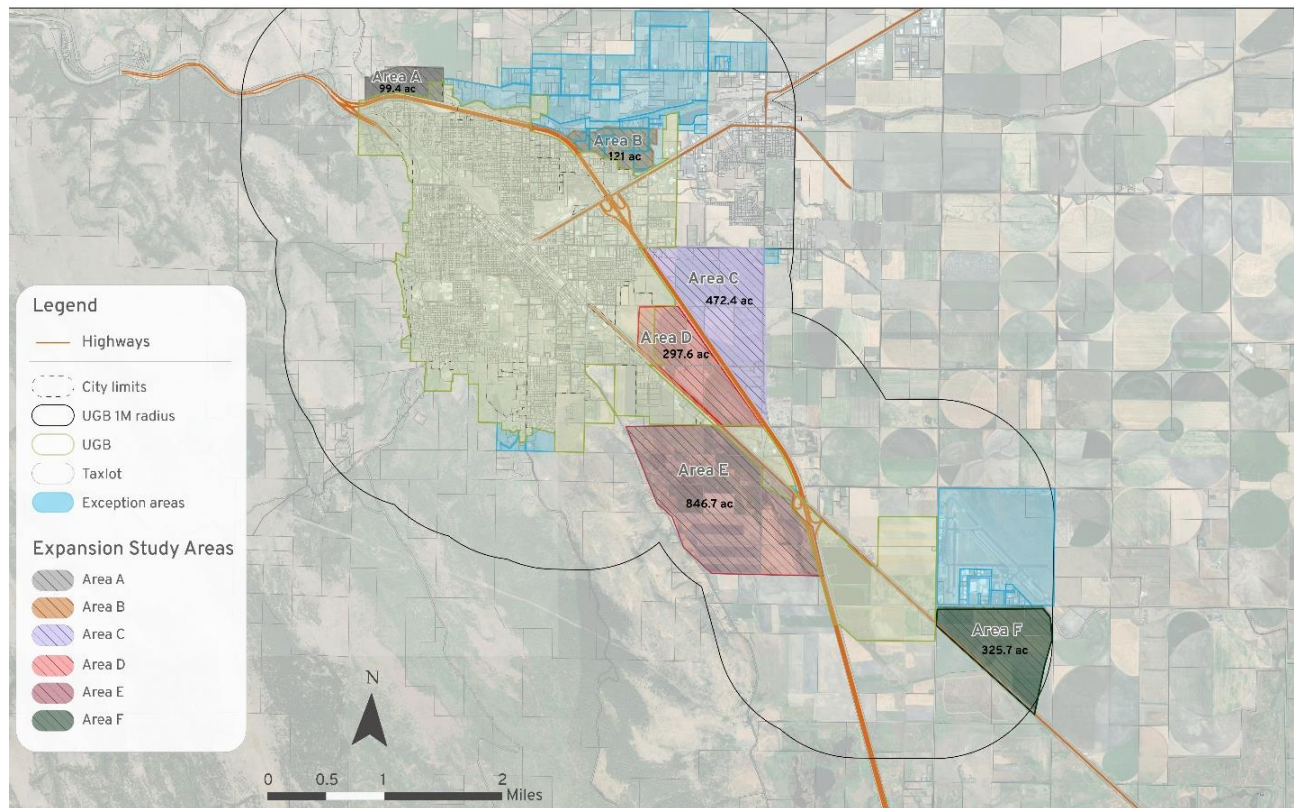
Also mentioned in the Goal 9 EOA, the City needs 184 acres of additional commercial and industrial lands to accommodate expected economic growth. Doubling this amount requires at least 368 acres. Based on spatial analysis, the initial study area for the City's UGB expansion includes 12,975 acres.

From the large study area, which netted approximately 13,000 acres of land, the project team conducted a full day site tour driving to identified parcels/areas on the map to see firsthand the accessibility to the parcels and adjacent or contiguous areas that are developed.

⁵ "After excluding land from the preliminary study area under section (4), the city must adjust the area, if necessary, so that it includes an amount of land that is at least twice the amount of land needed for the deficiency determined under OAR 660-024-0050(4) or, if applicable, twice the particular land need described in section (3). Such adjustment shall be made by expanding the distance specified under the applicable section (1) or (2) and applying section (4) to the expanded area."

Together, the PC and NPS team with the City of La Grande identified six sub-areas/groupings which were selected due to their practicality and local knowledge. The six sub-areas were also identified based on their characteristics (or character area components) such as an expanding business park, existing commercial activity, and large lots needed for industrial uses. The six study areas are identified in Figure 3.2, labeled Areas A-F.

Figure 3.2: Expansion Study Areas



Source: Nexus Planning Services using Data from La Grande GIS

Evaluation and Exclusion of Lands

With the study area defined, it was then necessary to identify the land area needed to accommodate the growth of UGB expansion. Further steps were taken to refine, reduce, and refocus the Study Areas. ORS 197A.320 served as a guide to parcel prioritization.

Per OAR 660-024-0067⁶, once the study area was established, potential UGB expansion lands should be evaluated and narrowed, removing exclusions due to environmental or other constraints. The rule also establishes a need to retain high value agricultural lands based on soil classifications. Further data collection and analysis was conducted of environmental features and community infrastructure to identify lands excluded from the UGB Expansion study area. Excluded areas include those with environmental constraints such as 40% (or

⁶ This rule details the priorities process, which establishes what lands may or may not be high priority lands for the UGB expansion.

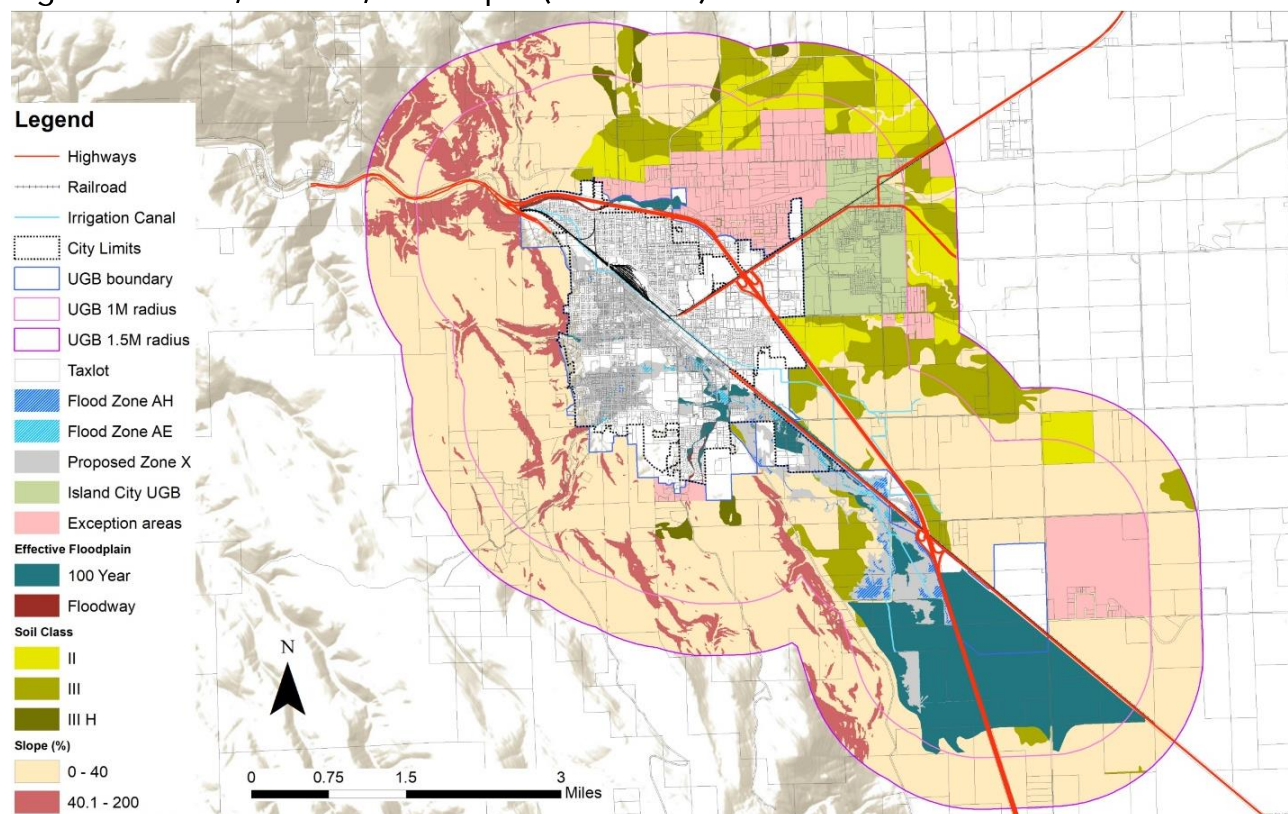
greater) slopes, wetlands, and FEMA-identified flood zones. Other excluded lands are based on the impracticality of providing public services.

ORS 195.300 and 215.710 call for the definition of high-value farmland. In this analysis, High Value Soils (Class II, III, and III H) were identified. OAR 660-024-0065 prioritizes inclusion of Exception Areas. If these are impractical, then areas of low-value soil must be considered. Using the guidelines listed above, the PC and NPS team developed two maps which showcase the Exclusion Areas.

Apply Suitability Criteria

Figure 3.3 shows the Exclusions Map, which highlights all exclusion areas in a solid color. High-value soils encompass the Northeast area of the UGB 1-and 1.5-mile boundaries. Flood zones comprise the Southeast corridor, which surrounds Highway 203 and I-84. The mountainous area of La Grande in the Northwest corner induced slope Exceptions, which continue down the mountain range towards the Southern end. Non-exception lands are available near the City boundaries, and Southeast towards the La Grande Airport. Figure 3.3 shows the Exclusions combined with the UGB Study Areas.

Figure 3.3: Soils, Hazards, and Slopes (Exclusions)



Source: Nexus Planning Services using Data from La Grande GIS

A simpler map that consolidates all exclusions into one solid color for easier identification can be found in [Appendix D](#).

Following the exclusions process, the study area was evaluated following priorities set by OAR 660-024-0067. This section of the OARs details the ranking of available lands from First Priority to Fourth Priority, with First Priority lands being the highest recommendation for inclusion into the UGB. First Priority lands include urban reserves,⁷ exception land, and non-resource land. There are multiple locations in the study area that align with the definition of First Priority lands, including the Northeast portion of La Grande, Area D, and Parts of Area E.

The Second Priority is marginal land, or land that is designated as marginal land under ORS 197.247 (1991 Edition). The PC and NPS teams were notified that there is no Second Priority land in the study area, thus Figure 3.4's "Second Priority" is Priority Three per the OARs. The Third Priority is forest or farmland that is not predominantly high-value farmland as defined in ORS 195.300, not designated for forest or agriculture uses by the comprehensive plan and does not contain prime or unique soils. These soil types encompass all the Western study area and the Southeast portion of the study area, which also contains many floodplains that exclude the land otherwise. Sub-study Areas D, E, and F are surrounded by Third Priority Soils, and more specifically Area F is comprised of Class IV soil, meaning that Area F may not be the most suitable for the UGB expansion.

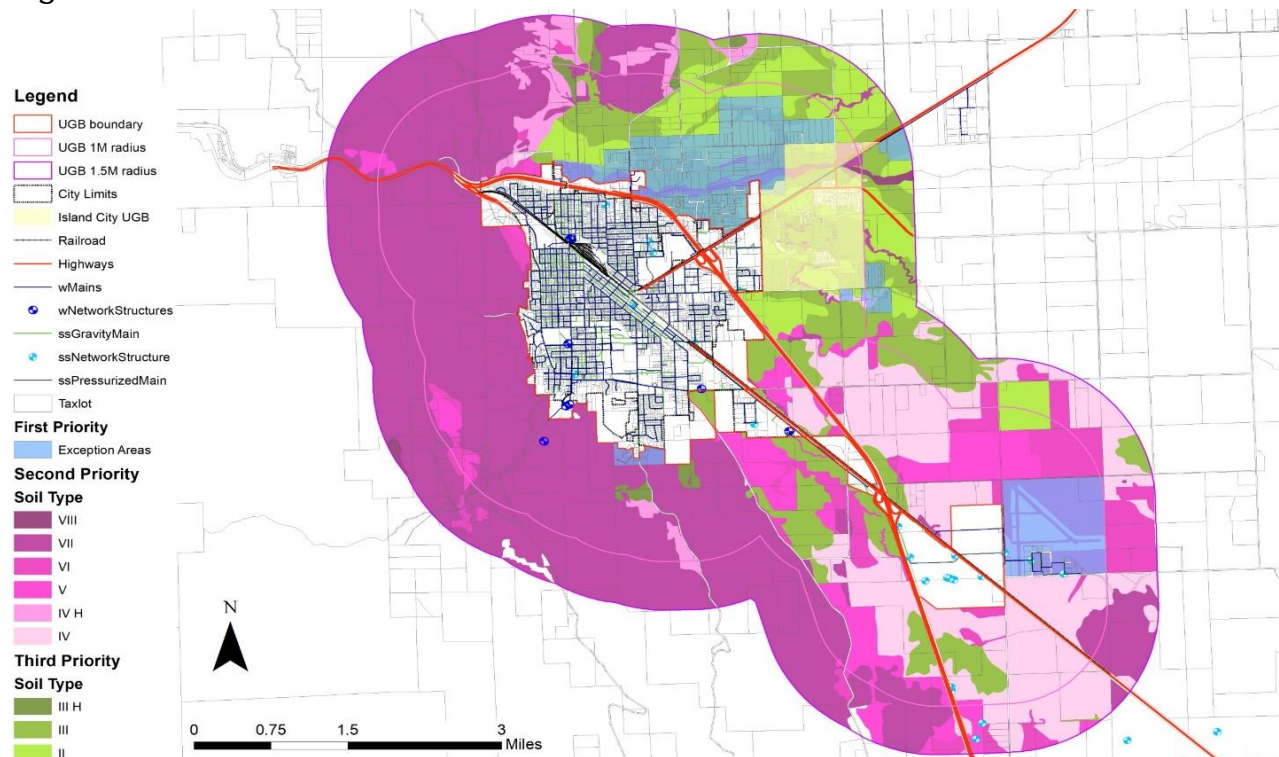
The Fourth Priority is high-value farmland that is designated as agricultural land in an acknowledged comprehensive plan. A city may not select Fourth Priority land that is made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation Service (USDA NRCS), unless there is an insufficient amount of other land to satisfy its land need. This means that the Northeast portion of the study area surrounding the Island City UGB is eliminated unless a land need arises.

Overall, much of the study area contains Second (3rd) and Third (4th) Priority value soils. The Eastern side of the study area contains a mix of both. However, study areas D and portions of E contain either First Priority land or have no conflicts with soil types. Albeit the portion of Area E is small and surrounded by high-value land. Area D presents access challenges with highways on both sides of the Area D boundaries. Area C contains both high-value and non-high-value soils, meaning that the UGB expansion will likely come from a combination of these areas.

Prioritization was also given to lands with access to utility infrastructure. Buffers were established and mapped at varying distances: 800, 1,000, and 1,500 feet from public water distribution and sewer systems. All study areas have access to the required utilities (Figure 3.5).

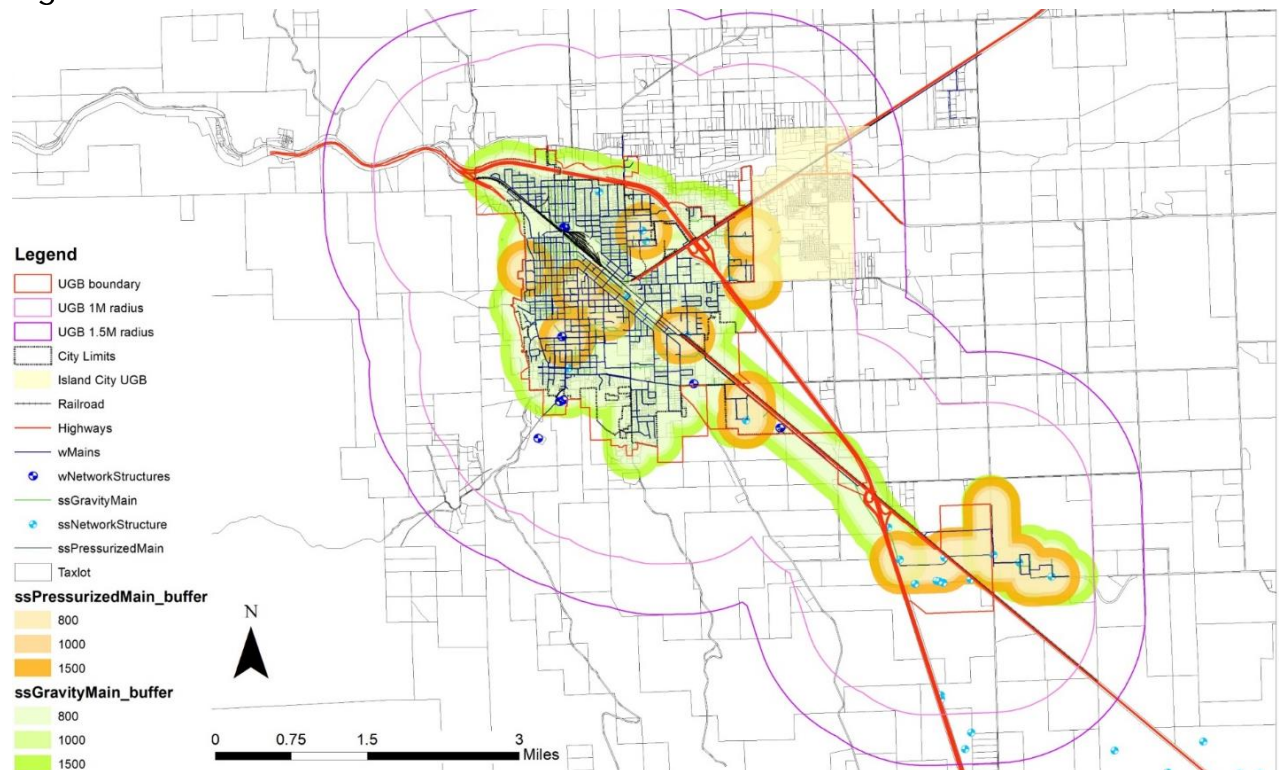
⁷ Urban reserve land is designated under OAR Chapter 660, division 21, in an acknowledged comprehensive plan

Figure 3.4: Priorities



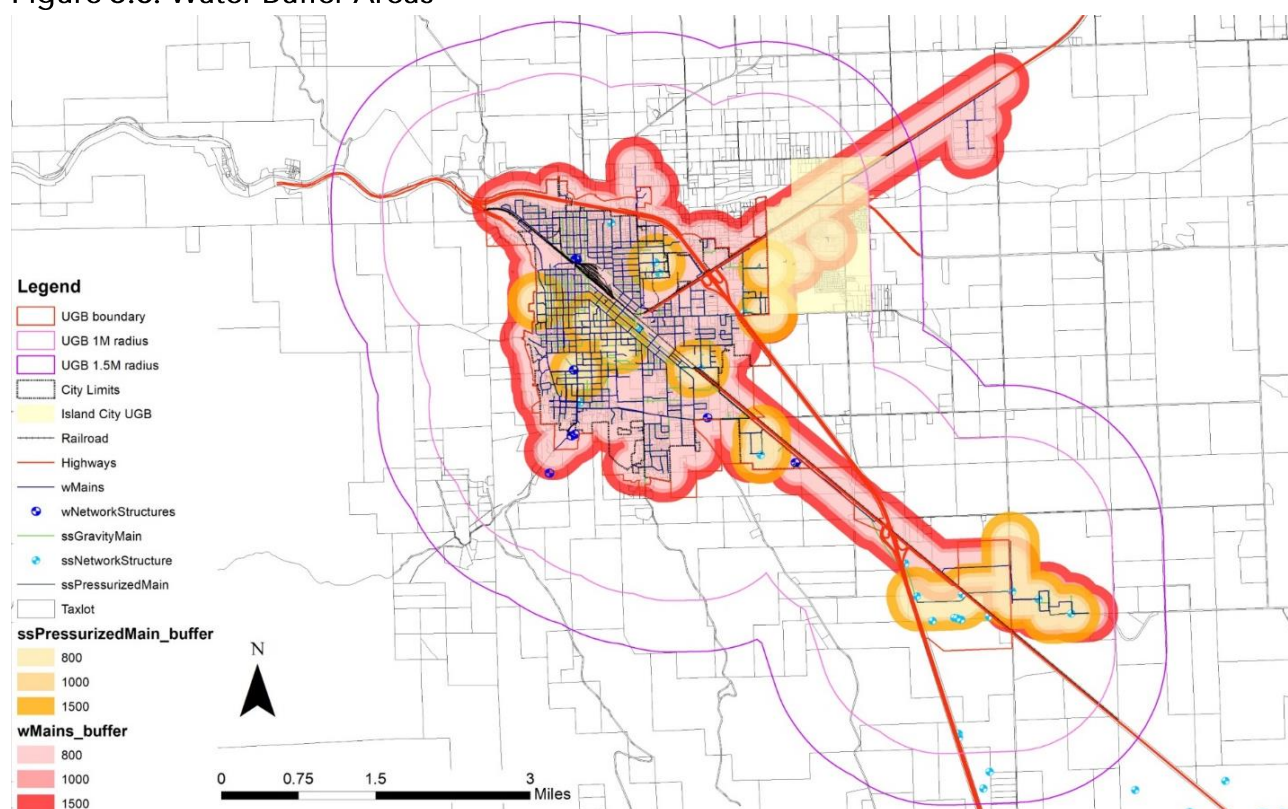
Source: Nexus Planning Services using Data from La Grande GIS

Figure 3.5: Sewer and Wastewater Infrastructure Buffer Areas



Source: Nexus Planning Services using Data from La Grande GIS

Figure 3.6: Water Buffer Areas



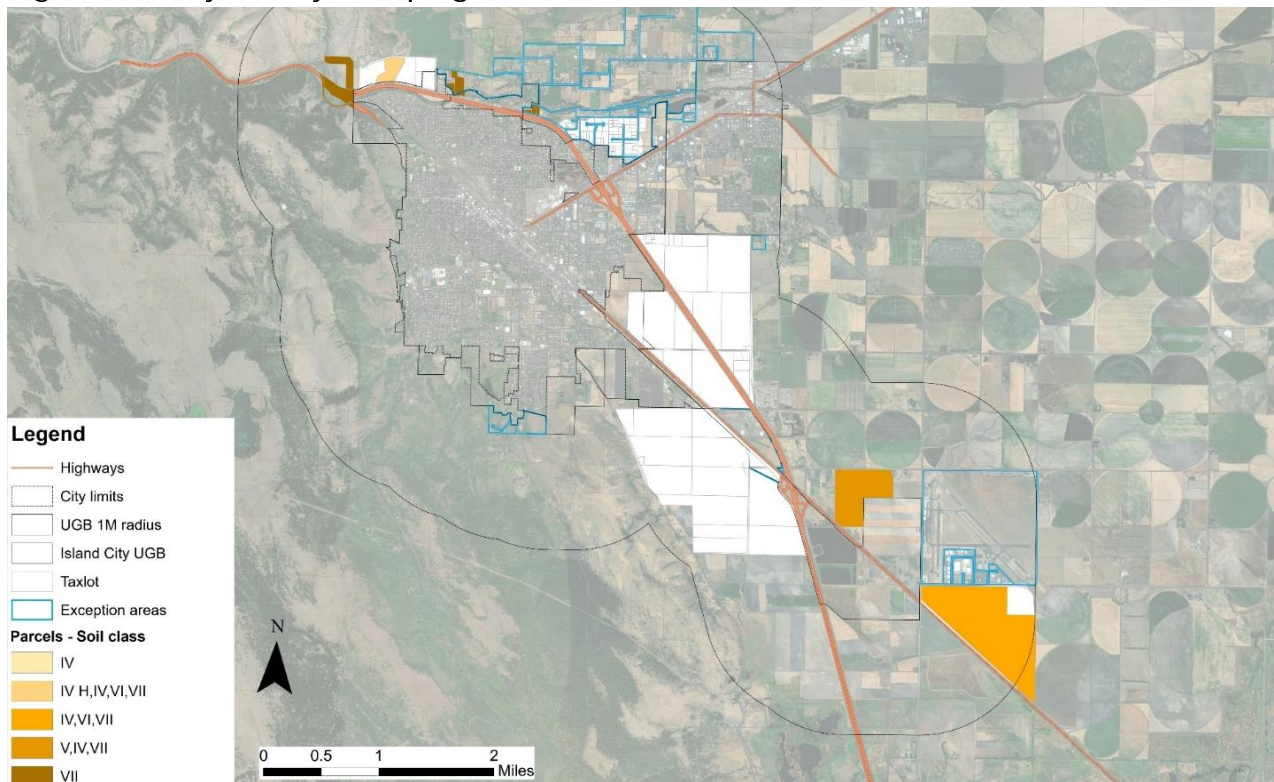
Source: Nexus Planning Services using Data from La Grande GIS

With mapping and analysis compiled based on methodology outlined in OAR 660-024-0067, targeted areas for possible UGB expansion were identified.

The priorities for UGB expansion areas included lands with connection to (or feasibility of providing) City water and sewer services. Also deducted were areas of exclusion during the previous tasks. Based on this, the City developed preliminary mapping showing priority groupings for UGB expansion. Figure 3.7 displays the preliminary priority groupings for inclusion in the UGB. City Priority areas are marked in white while the ORS Restricted areas are marked in shades of orange. Areas were identified based on ORS restriction (exclusions, etc.), local preference, infrastructure availability, and service connections. Figures 3.5 – 3.6 were all considered in this task to capture the First Priority areas identified in Figure 3.7.

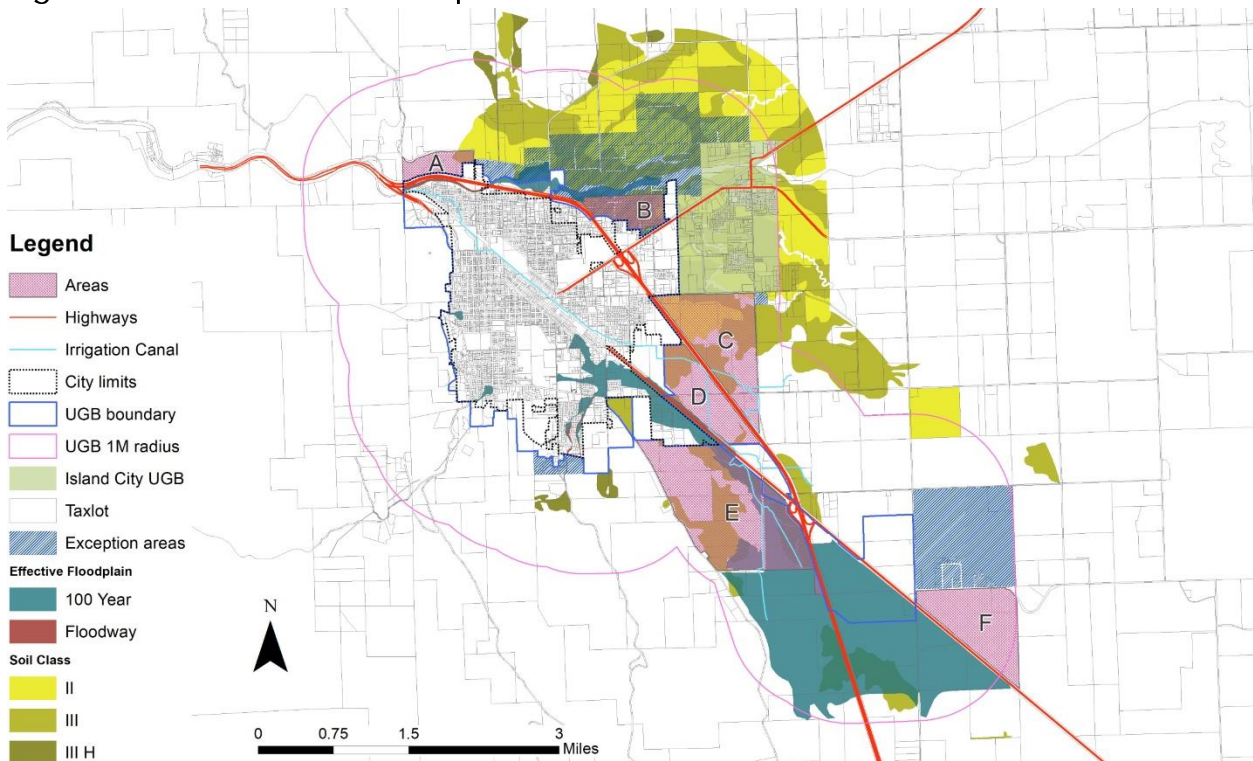
The ORS restricted areas and the ORS defined priorities were sent to both City and public hearings to get refined priorities. This refinement followed the priority considerations as found in ORS 197.298. The Refined Priorities are a mixture of the different ORS restrictions (exception Areas, areas of low-value soil, and areas of high-value soil) after the initial recommendations went through tabulation, deliberation, and site visits. The subsequent result of those deliberations informed the Refined Priorities map shown in Figure 3.8. These areas will continue to be refined throughout the remainder of this report.

Figure 3.7: City Priority Grouping and ORS Restricted Lots



Source: Nexus Planning Services using Data from La Grande GIS

Figure 3.8: Refined Priorities Map with UGB Areas Identified



Source: Nexus Planning Services using Data from La Grande GIS

Refine and Analyze Study Area

The City developed data tables and mapping for analysis to establish the final determinations of priority UGB expansion lands. A methodology was also created to rank recommendations for later stage prioritizations. Following the considerations from the Evaluation and Exclusions Section, which included infrastructure buffers, natural constraints, a site visit, and ORS/OAR constraints, the City agreed to the six areas within the study area to further refine.

A table of parcels was created with the Taxlot code, acreage, land/improvement value, and zoning to organize all parcels in each of the zones. A rating system was created to better quantify parcels in the study areas (A – F) to be included in the UGB expansion prioritization. This system scored each parcel from 1-5 using the following criteria:

1. If the parcel was 40% constrained by floodways, had no feasible connection to utilities (within 1,500 feet), and had no high-value soils
2. If the parcel was not 40% constrained, not able to be feasibly connected to utilities, but had 40% high-value soil coverage
3. Not 40% constrained, not able to be feasibly connected freely to utilities, and no high-value soil
4. Not 40% constrained, able to be connected freely to utilities, but 40% covered by high-value soil
5. Not 40% constrained, able to be connected feasibly to utilities, and does not include any high-value soil

Using this methodology, the project team evaluated each area for total parcel counts and acreage. Tables 3.1-2 show the findings for these calculations. Area F is the largest area, with 354 acres on only 2 parcels. Meanwhile, Area B has the most parcels, but the lowest average parcel size, with only 2.2 acres per parcel. These Areas are complete opposites, and present separate challenges for commercial and industrial development. Further evaluation of the qualitative factors for Areas A – F will be provided later in this report.

Table 3.1: Eligible Parcels & Acreage by Area

	Parcel Count	Total Acreage	Average Parcel Size
Area A	3	45	15.0
Area B	19	41	2.2
Area C	10	175	17.5
Area D	5	244	48.9
Area E	5	251	50.1
Area F	2	354	177.0
Total	43	1,110	25.8

Source: Points Consulting, Nexus Planning Services, and the City of La Grande, 2024

Table 3.2 shows the Parcel ratings for each Study Area, as well as the number of parcels that are rated at a “4” or higher, which means that the parcel would likely be suitable for the UGB expansion. A total of 15 parcels received a “5”, or a perfect score, indicating that the parcel would be the perfect candidate for UGB Expansion. Notably, Area F, with an average parcel size of 177 acres, was determined to be perfect for the UGB Expansion for both of its parcels. However, Area F is not necessarily the best candidate for expansion, given that there are only

two property owners that would dictate entrance into the UGB. Area C had the most 5's (8), with an average parcel size of 17.5 acres.

Table 3.2: Parcel Ratings by Area

Area	1	2	3	4	5	(4 or 5)
Area A	0	0	0	0	3	3
Area B	0	0	0	19	0	19
Area C	0	1	0	1	8	10
Area D	0	0	1	5	0	5
Area E	2	0	1	3	2	5
Area F	0	0	0	0	2	2
Total	2	1	2	28	15	43

Source: Points Consulting and Nexus Planning Services

Narrowing Down Based on Community Feedback

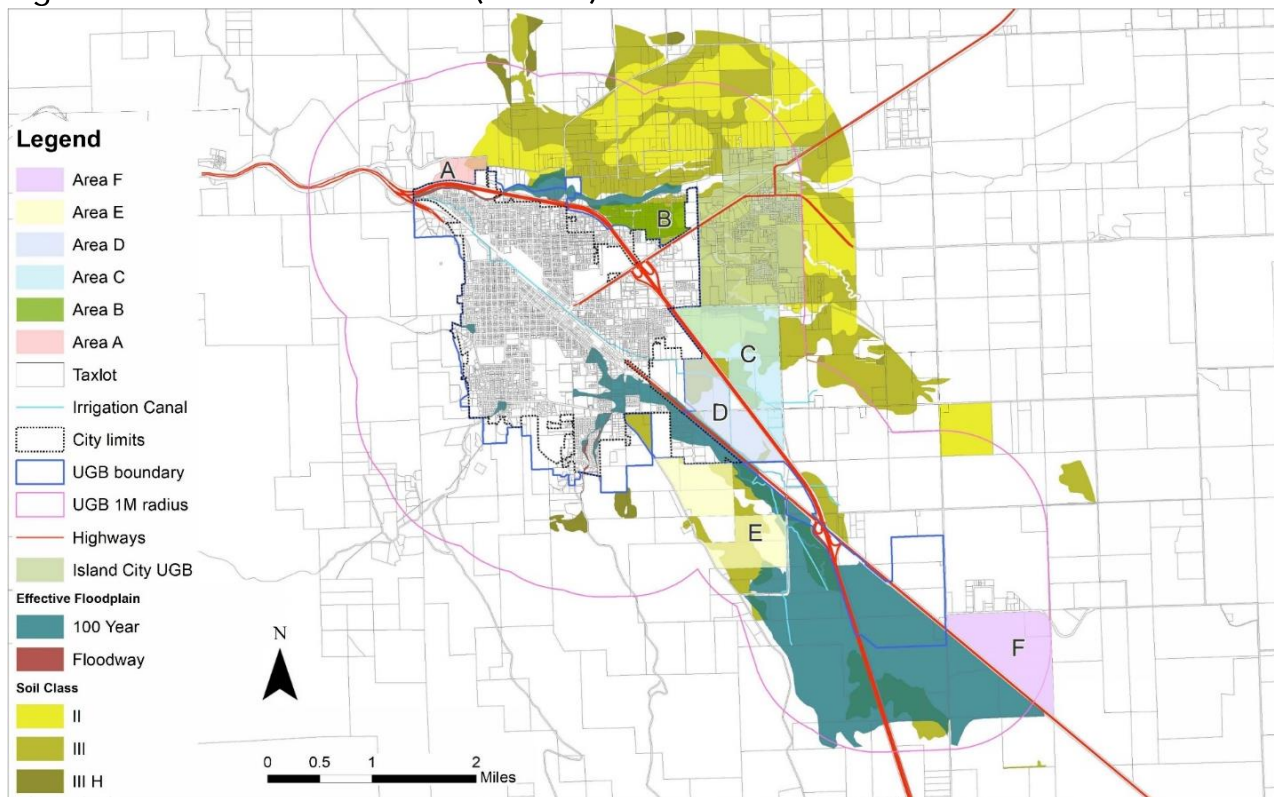
After all parcels in each area were rated, two selections of parcels were reviewed by city staff. The selections were first, a strict selection of parcels that were held closest to the ORS 197.298 prioritization, and second, a selection of parcels that were considered "lenient" in adherence to ORS guidelines that fit more with local community priorities.

The "Strict" excluded all parcels that were 40% constrained, or not within the 1,500 ft. buffer surrounding utilities, and were 40% covered by high-value soil. Meanwhile, the "Lenient" list excluded only parcels that were environmentally constrained and unable to be connected to utilities but included parcels that had 40% coverage of high-value soil. These two tables of parcels were then mapped for the City to review (Figures 3.9 and 3.10).

After both public and City review, the "Lenient" parcels were selected with some modifications based on specific City priorities:

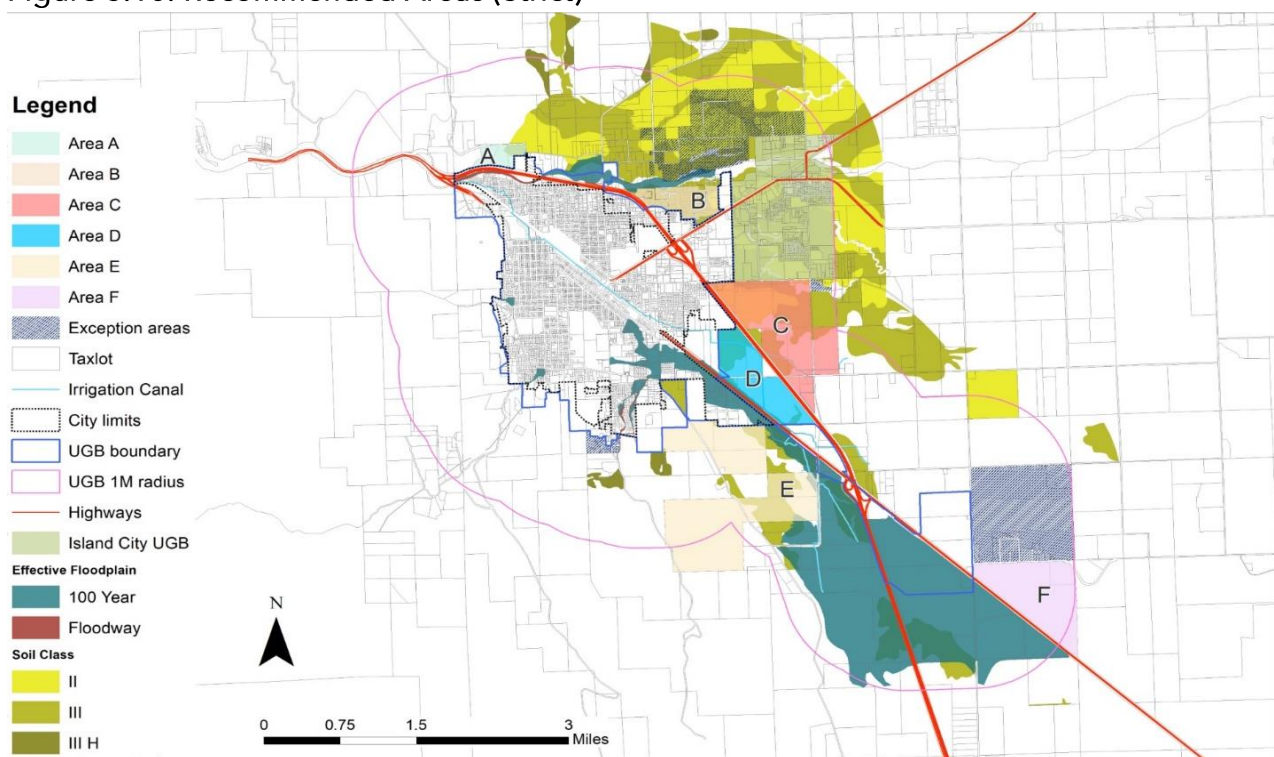
- Area B's western portion is completely excluded because of perceived property owner pushback.
- Area C's northern section was excluded from the Strict recommendation due to the presence of high-value soil. Per guidelines, there should be justification for including high-value lands before exhausting "Exception Areas."
- Area D's northern section was also excluded due to the presence of high-value lands. This was changed as the lands to the north and directly adjacent to the Interstate are more contiguous with the current UGB.
- Area E's northern parcels, adjacent to the business park, were excluded for high-value lands and floodplain constraints. However, the entirety of the northern section of Area E has one owner. They own parcels that incorporate the surrounding areas of the business park. It was deemed more feasible to include them while excluding the southern portion. Likewise, despite massive floodplain constraints, the areas adjacent to the Interstate are recommended. The triangle parcels are completely encircled by the existing UGB.

Figure 3.9: Recommended Areas (Lenient)



Source: Nexus Planning Services using Data from La Grande GIS

Figure 3.10: Recommended Areas (Strict)

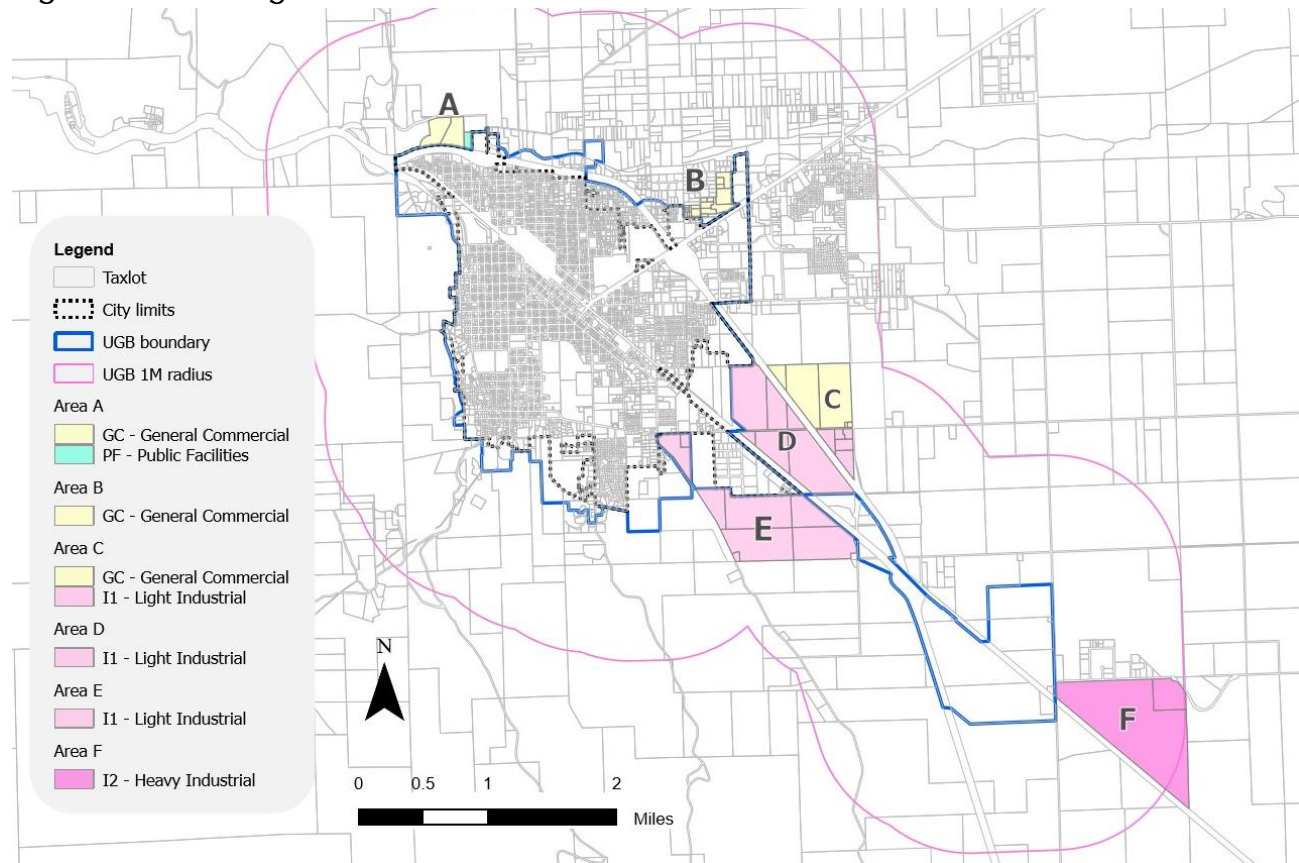


Source: Nexus Planning Services using Data from La Grande GIS

Zoning recommendations were made based on the “lenient” study area boundaries. Land use zoning recommendations followed the best planning practice of trying to match zoning with surrounding zoning and land uses. Therefore, it was recommended Areas A - C are to be General Commercial, Area D is recommended to be Light Industrial if the southern portion is adopted into the UGB, or General Commercial if the northern portion is. Areas E and F should be Heavy Industrial or Light Industrial to best match the land uses of the surrounding areas. Figure 3.11 shows the UGB expansion candidates and details the zoning recommendations for each.

Recommended zoning designations are based on existing City Zones and meet the demand for commercial and industrially zoned lands as identified in the City’s Goal 9 EOA.

Figure 3.11: Zoning Recommendations



Source: Nexus Planning Services using Data from La Grande GIS

Final Conclusions and Recommendations

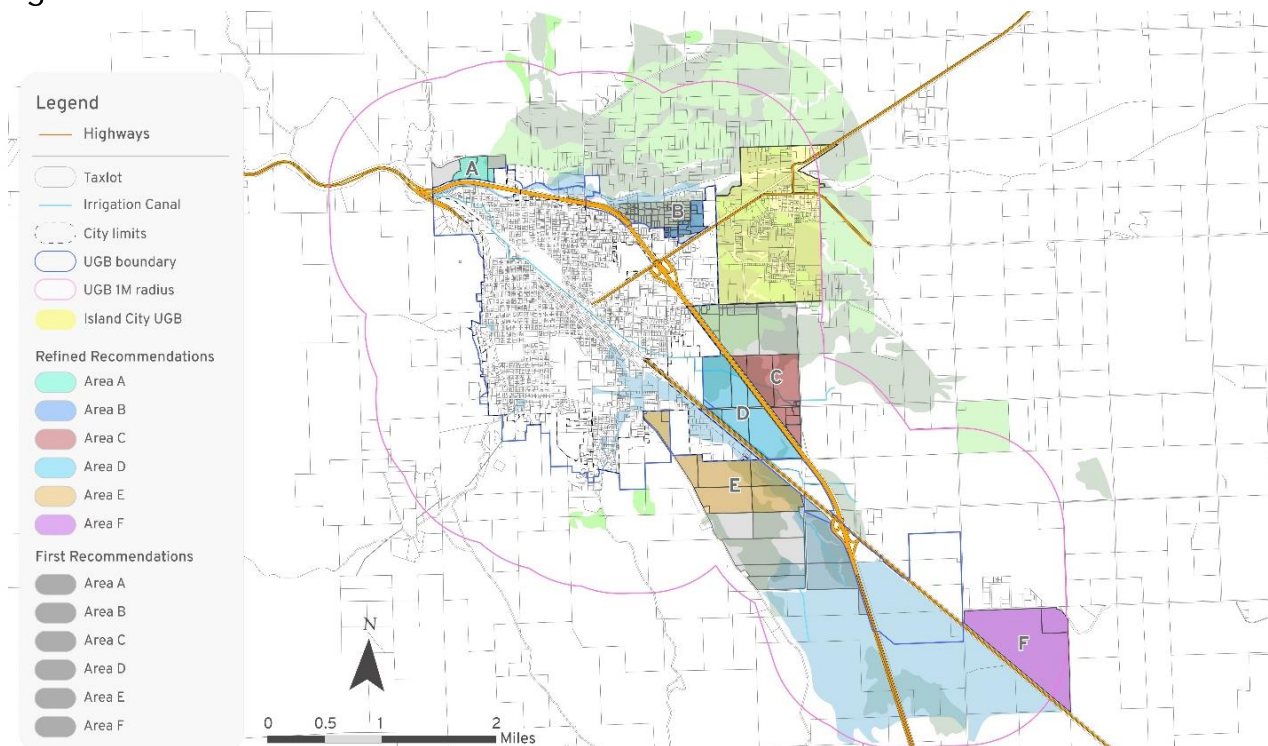
The following section details the comments from the community, City of La Grande, and project team in determining the final Sub-study areas and recommended parcels.

Further comments from the Citizens Action Committee for each area included:

- A - Some challenges on the commercial side, it needs to be developed to support the fairgrounds, furthermore, it can be developed if or when sewer system is developed at the fairgrounds.
- B - Some challenges on the commercial side, good area for retail, restaurants, strip malls, commercial, focus here for commercial development
- C - Some expansion can occur, but needs infrastructure, **further development should be residential**, can develop, but in areas than can be served by infrastructure
- D - Can develop, but focus on areas than can be served by infrastructure, **should be developed as residential**
- E - Current business park, enterprise zone, area is part of the 'path of least resistance', **the area is good for housing, would rather see this developed as housing**
- F - Area is part of the 'path of least resistance', this is a 'shovel ready' area, good for non-residential development, next to airport

Figure 3.12 displays the modifications made by the City to the “lenient” study areas. The original extent of the areas is highlighted in grey, while the current size of each study area from exclusions and feedback are colored. Areas A, B, and E all saw significant decreases from the creation of the study area. The grey areas included up to 2,138 acres of land, and the refined acreage ended with 1,244 acres.

Figure 3.12: Refinement Timeline of Recommended Areas



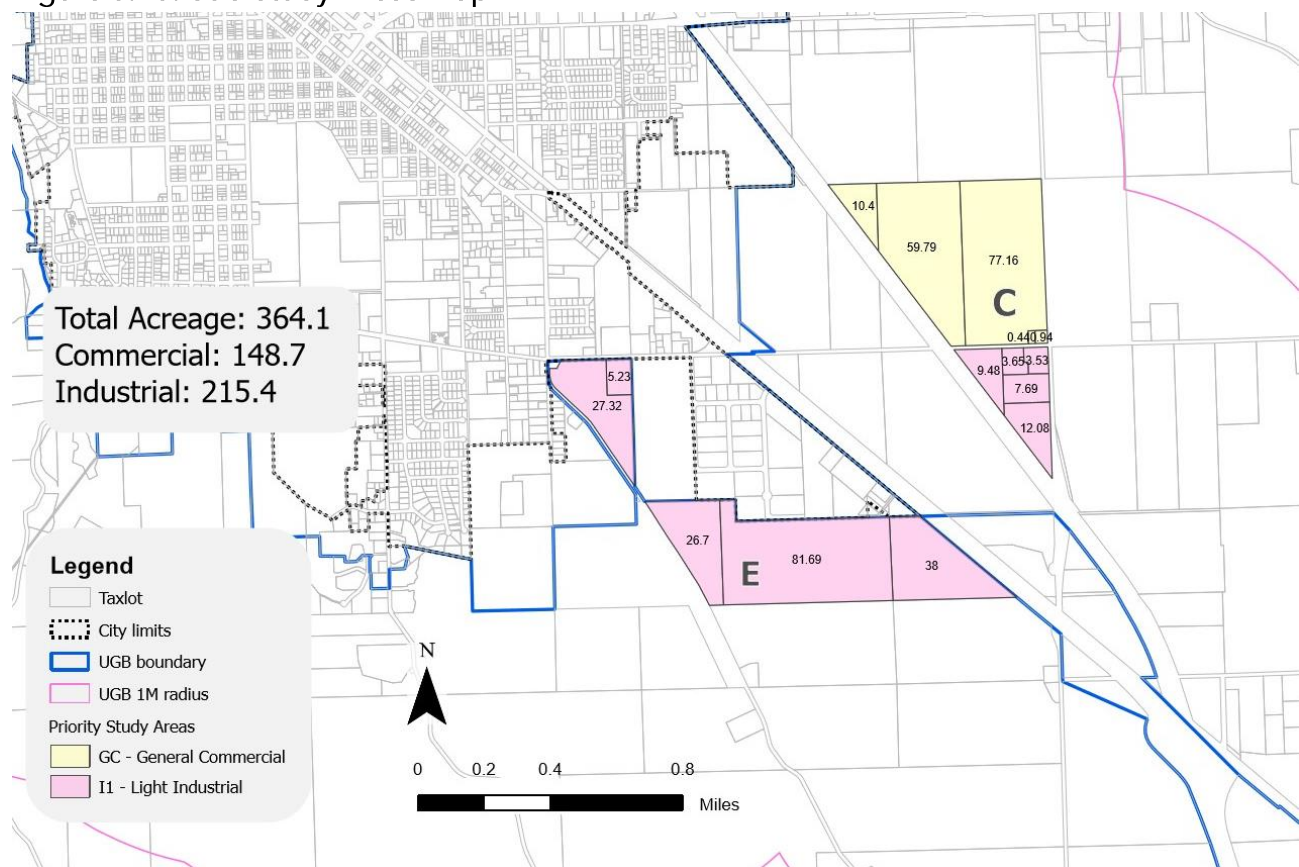
Source: Nexus Planning Services using Data from La Grande GIS

The last phase of City review for the UGB Expansion priorities finalized recommendations for UGB expansion lands. As part of these changes, it was initially recommended to focus the next stage of the Goal 14 study (Transportation Analysis) on Areas C, D, and E. These areas were considered the primary candidates for UGB expansion. However, Area D was largely not compatible with commercial uses due to transportation challenges caused by the railroad and highways on both sides of the area. Areas A and B were met with resistance during community town halls and discussions, given that they are primarily residential areas. Finally, Area F was not selected due to the entirety of the Area being owned by two property owners, making an expansion to the UGB difficult if Area F is selected in the future.

Thus, the final recommended areas would be C and E, which would then become the “sub-study areas”. These lands would be analyzed for potential transportation-related impacts. Oregon’s Transportation Planning Rule (TPR) requires that improvements must be planned to mitigate against such impacts.

Figure 3.13 closely shows these areas along with recommended zoning and acreage. Figures 3.12 (the one above) and 3.13 (the one below) should be considered final recommendations, satisfying the ORS/OAR guidelines and City UGB expansion needs for economic opportunities.

Figure 3.13: Sub-Study Areas Map



Source: Nexus Planning Services using Data from La Grande GIS

Transportation Planning Considerations

A transportation impact assessment was conducted for Areas C and E. These areas were chosen due to their proximity to feasible infrastructure connection and ease of UGB incorporation. Combined area acreage is 364.1 acres, 3.9 acres short of the 368 acre-identified need from the Goal 9 Economic Opportunity Analysis (EOA), which was doubled from the forecasted requirement of 184 acres.

The impact assessment evaluated existing transportation facilities in the vicinity of areas C and E, including an analysis of six different intersections, which are:

- Pierce Road and La Grande-Baker Highway (SR-203)
- I-84 Westbound On- and Off- Ramps & Adams Avenue (U.S. 30)
- I-84 Eastbound On- and Off- Ramps & Adams Avenue (U.S. 30)
- McAlister Road & Adams Avenue (U.S. 30)
- Adams Avenue (U.S. 30) & Gekeler Lane
- McAlister Road & Gekeler Lane

A more comprehensive, descriptive, and complete version of the transportation analysis can be found in [Chapter 4: Traffic Analysis](#). This section of Chapter 3 will highlight the findings from the analysis.

Recommendations

- Expand transit service in areas of impact to mitigate traffic delays.
- Assess traffic impacts (in UGB expansion areas) at time of new proposed development.
- Consider trip generation and traffic demands based on proposed use (commercial or industrial)
 - Calibrate mitigation and required improvements based on impacts of proposed use

Transportation Impacts after Area C and E Rezoning

The Transportation Impact Analysis found only one intersection was below the mobility target during PM peak hours (Table 3.3). Motorists could expect a 65 second delay at the McAlister Road/Gekeler Road intersection during the PM peak. This delay can be attributed to the likely increase in traffic and trips due to the increased activity in C and E after rezoning.

Increased activity on roads leading to and from Areas C and E will put strain on the existing road capacities. Mitigation is required to address deficiencies. Projects in proposed Areas C and E should prepare focused traffic impact analyses to evaluate the circulation and access needs of a new proposed development in the vicinity. Commercial and industrial uses are expected to use Gekeler Lane and McAlister Road as main thoroughfares for shipping/receiving goods and employee/consumers. This will add new traffic (passenger cars and trucks) to multiple turning movements to and from Gekeler Lane, west of McAlister Road.

This improvement will enable vehicles on Gekeler Lane to make safer turns to and from McAlister Road, which will improve the intersection's volume-to-capacity (v/c) ratio to 0.78.

Table 3.3: 2042 plus Proposed Rezoning of Areas C and E Intersection Operations Analysis⁸

INT ID	Intersection	Control Type	Mobility Target v/c	Peak Hour Period	Future Baseline			Future + C + E		
					v/c	LOS	Delay /veh	v/c	LOS	Delay /veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.9	0.16	A/C	19.5
				PM	0.52	A/B	14.6	0.67	A/C	22.4
2	US 30 / I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9	0.30	A/B	14.3
				PM	0.20	A/B	13.3	0.20	A/B	12.6
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2	0.40	A/C	16.2
				PM	0.16	A/B	11.8	0.27	A/C	15.1
4	US 30 / McAlister Road	Signalized	0.90	AM	0.60	B	10.9	0.60	B	16.8
				PM	0.79	B	13.6	0.76	C	26.4
5	US 30 / Gekeler Lane (West)	TWSC	0.90	AM	0.12	A/B	11.1	0.24	A/C	19.7
				PM	0.20	A/B	10.7	0.25	A/B	13.0
6	McAlister Road / Gekeler Lane	TWSC	0.95	AM	0.05	A/B	10.3	0.09	A/B	13.7
				PM	0.13	A/B	10.5	0.98	F	65.0

Source: Fehr and Peers

⁸ For TWSC: v/c (or volume of traffic) is reported for the worst approach. LOS: Level of Service of Major Street/Minor Street. Delay is time waited at intersection experienced by worst approach

For signalized intersections: Critical movement v/c (Xc) ratio calculated per Signalized Intersection Analysis of Chapter 13, Analysis and Procedures Manual, ODOT. LOS: Level of Service of Intersection. Delay: Average Delay

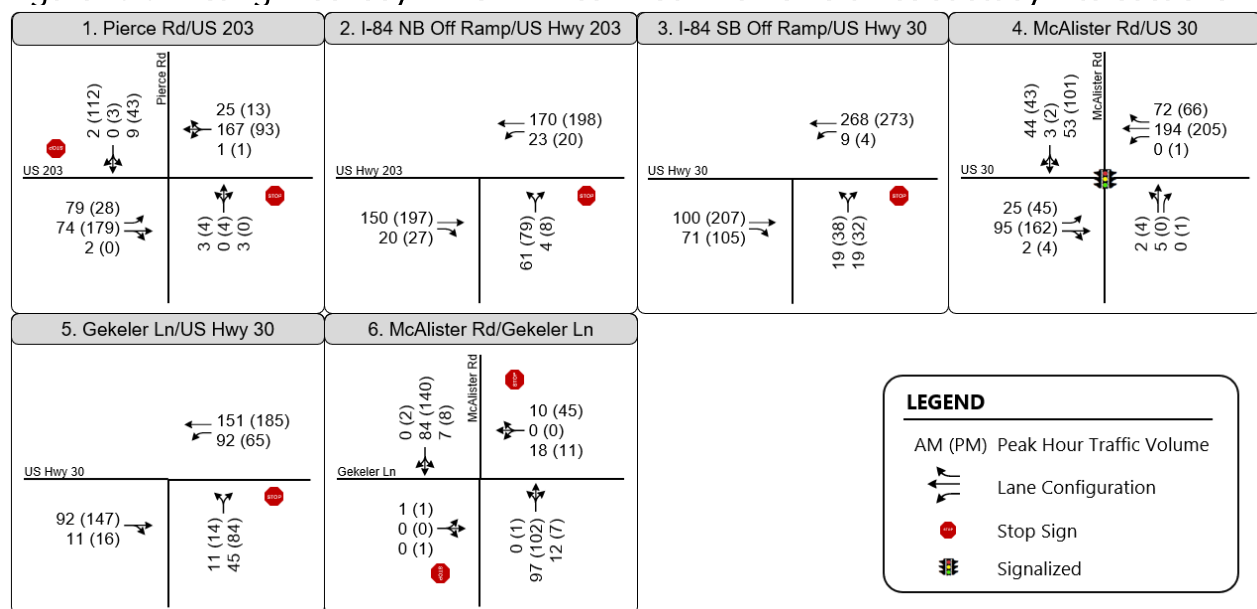
4. Traffic Analysis

The City of La Grande, Fehr and Peers, and the Oregon Department of transportation (ODOT) selected six study locations based on the findings in Chapter 4, which concluded that Areas C and E were the most suitable for UGB expansion. It should be noted that future analysis of traffic impacts may be needed depending on the size of future developments in Area C. Provided below is a list of study intersections:

1. Pierce Road and & La Grande-Baker Highway (SR-203)
2. I-84 Westbound On- and Off-Ramps & Adams Avenue (US 30)
3. I-84 Eastbound On- and Off-Ramps & Adams Avenue (US 30)
4. McAlister Road & Adams Avenue (US 30)
5. Adams Avenue (US 30) & Gekeler Lane
6. McAlister Road & Gekeler Lane

Vehicle, pedestrian, and bicycle turning movement counts were collected during the weekday morning (6 AM – 9 AM) and afternoon (3 PM – 6 PM) peak periods at the six study intersections by ODOT in September 2024. Figure 4.1 shows all intersections and traffic counts with lane considerations.

Figure 4.1: Existing Weekday AM & PM Peak Hour Traffic Volumes at Study Intersections



Source: Fehr and Peers, 2024

Traffic operation at study intersections were analyzed using the Synchro 12 software package (PTV Group, 2017), which uses inputs that include intersection turning movement, bicycle, and pedestrian volumes along with intersection lane configuration, traffic control, and signal phasing and timing data.

Data on traffic volumes, lane configuration, traffic control type, and signal timing plans is used to conduct a level of service analysis using the methodology provided in the Highway Capacity Manual (HCM) 7th Edition. A brief description of the methodology along with measures of performance is provided below.

Level of Service

Level of Service (LOS) is a standard method for characterizing delay at an intersection. For signalized and all-way stop controlled (AWSC) intersections, the LOS is based on the average delay for all approaches. For two-way stop controlled (TWSC) intersections, LOS comprises of the worst LOS from each of the major and minor roadways, in that order (e.g. B/C).

Delay

Delay is a direct calculation of the wait time in seconds experienced by motorized vehicles at the intersections. Delay can be calculated for each vehicle, by approach or by intersection. The delay includes the queue delay and the control delay. Queue delays are experienced by vehicles waiting in traffic before getting through the intersection. Control delay is the wait time of vehicles at the intersections exerted by the signalized intersections alone.

Table 4.1 provided definitions of LOS based on calculated delay at both signalized and unsignalized intersections as provided in the Highway Capacity Manual (HCM).

Table 4.1: Level of Service Definitions

Level of Service	Description	Signalized Intersection Delay (seconds/vehicle)	Unsignalized Intersection Delay (seconds/vehicle) ¹¹
A	Free-flowing Conditions	≤ 10	< 0-10
B	Stable Flow (slight delays)	10-20	10-15
C	Stable Flow (acceptable delays)	20-35	15-25
D	Approaching Unstable Flow (tolerable delay)	35-55	25-35
E	Unstable Flow (intolerable delay)	55-80	35-50
F	Forced, unpredictable flow (excessive delay)	> 80	> 50

Source: Fehr and Peers, 2024

To evaluate transportation related impact of future rezoning of UGB expansion areas, ODOT recommends using the OHP recommended mobility targets for state highways. For signalized intersections, ODOT recommends using critical intersection v/c ratio, X_c , and for unsignalized intersections, the OHP recommends using intersection approach v/c ratio.

For state highway facilities, the project team reviewed the Oregon Highway Plan (OHP) to identify mobility targets relevant for intersections along US-30 and the I-84 ramps. Because the City of La Grande has not adopted mobility standards, our team used ODOT recommended targets for local roads for this analysis. This is consistent with the approach used in City of La Grande Transportation System Plan Amendment (May 2012).

Except for the intersection of McAlister Road and Adams Avenue (US 30) which is a signalized intersection, the remaining five intersections operate as two-way or side-street stop controlled (SSSC) intersections. The team obtained signal timing plans for the intersection of McAlister and Adams Avenue (US 30) from ODOT. Lane configurations, and other relevant geographic information for the locations were obtained from aerial maps and input from city staff.

Table 4.2 summarizes existing weekday AM and PM peak hour V/C ratios, delay (in seconds), and LOS analysis. As shown in the table, all study intersections currently meet the mobility targets.

Table 4.2: Existing Conditions Intersection Operations Analysis

INT ID	Intersection	Control Type	Mobility Target v/c	Peak Hour Period	Existing LOS		
					v/c	LOS	Delay /veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.5
				PM	0.50	A/B	14.4
2	US 30 / I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9
				PM	0.19	A/B	13.1
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2
				PM	0.15	A/B	11.7
4	US 30 / McAlister Road	Signalized	0.90	AM	0.70	B	11.0
				PM	0.43	B	11.4
5	US 30 / Gekeler Lane (West)	TWSC	0.90	AM	0.11	A/B	11.0
				PM	0.19	A/B	10.7
6	McAlister Road / Gekeler Lane	TWSC	0.95	AM	0.05	B/B	10.2
				PM	0.13	A/B	10.4

Source: Fehr and Peers, 2024

Table 4.3 provides a summary of each of the areas including gross acreage, likely building square footage, and estimated number of jobs that could be created if the two areas were rezoned to industrial uses. The estimates in Table 4.3 represent a high-density situation. This purposefully overstates the job creation in Areas C and E to demonstrate the traffic impacts in the “worst-case scenario”. It is unlikely that both areas will generate the number of jobs estimated for the traffic impact analysis. Our team estimated jobs for an industrial park use at 9 per acre and jobs for light industrial use were estimated at 13 per acre.

Table 4.3: Summary of Zoning Assumption in Areas C and E

Area	Gross Area (acre)	Area Adjusted for Capacity Constraints (acre)	Potential Gross Building Area (sq ft)	Estimated Jobs
Area C - Industrial Park	174.50	63.00	309,855	567
Area C - Light Industrial	36.43	36.43	128,499	474
Area C Total	210.93	99.43	438,354	1,041
Area E - Light Industrial	147.35	84.57	298,302	1,100

Source: Fehr and Peers

As shown in the table, a total of 99.4 acres are available in Area C and 84.6 acres are available in Area E for development. These quantities of land are adjusted for capacity constraints.

Trip Generation from Rezoning of Areas C and E

Using the information from Areas C and E, trip generation estimates were developed for each location. The Institute of Transportation Engineer (ITE) Trip Generation Manual (11th Edition, 2021) was used to estimate daily, AM and PM peak hour trips. For industrial park use (Land Use Code 130), ITE recommends 2.91 daily trips per employee, of which 0.44 trips per employee occur during the AM peak hour and 0.42 trips occur during the PM peak hour.

Table 4.4: Weekday Trip Generation Rates

Land Use Type	ITE Land Use Code	Daily Rate	AM Peak Hour			PM Peak Hour		
			Rate	In %	Out %	Rate	In %	Out %
Industrial Park	130	2.91	0.44	86%	14%	0.42	20%	80%
Light Industrial	110	3.10	0.53	83%	17%	0.49	22%	78%

Source: Fehr and Peers

For light industrial use (Land Use Code 110), ITE recommends a daily trip rate of 3.1 trips per employee, of which 0.53 occur during the AM peak hour and 0.49 trips occur during the PM peak hour. Table 4.5 shows a summary of daily AM and PM peak hour trip generation estimates.

Rezoning of Area C will result in a total of 3,119 daily trips, of which 501 trips will occur during the AM peak hour and 470 trips will occur during the PM peak hour. Area E will generate a total of 3,410 daily trips, of which 583 trips will occur during the AM peak hour and 1,009 trips during the PM peak hour. Rezoning of the two areas will add a total of 6,529 daily trips, of which 1,084 trips will occur during the AM peak hour and 1,009 trips in the PM peak hour.

Table 4.5: Weekday Trip Generation Summary

Land Use Type	ITE Land Use Code	# of Employees	Daily Total	AM Peak Hour Trips			PM Peak Hour Trips		
				In	Out	Total	In	Out	Total
Zone C Industrial Park	130	567	1,650	215	35	249	48	191	238
Zone C Light Industrial	110	474	1,469	160	91	251	37	195	232
Zone C Subtotal		1,041	3,119	375	126	501	85	386	470
Zone E Light Industrial	110	1,100	3,410	442	141	583	106	433	539
Total for Areas C & E			6,529	817	267	1,084	191	819	1,009

Source: Fehr and Peers

Trip Distribution and Assignment

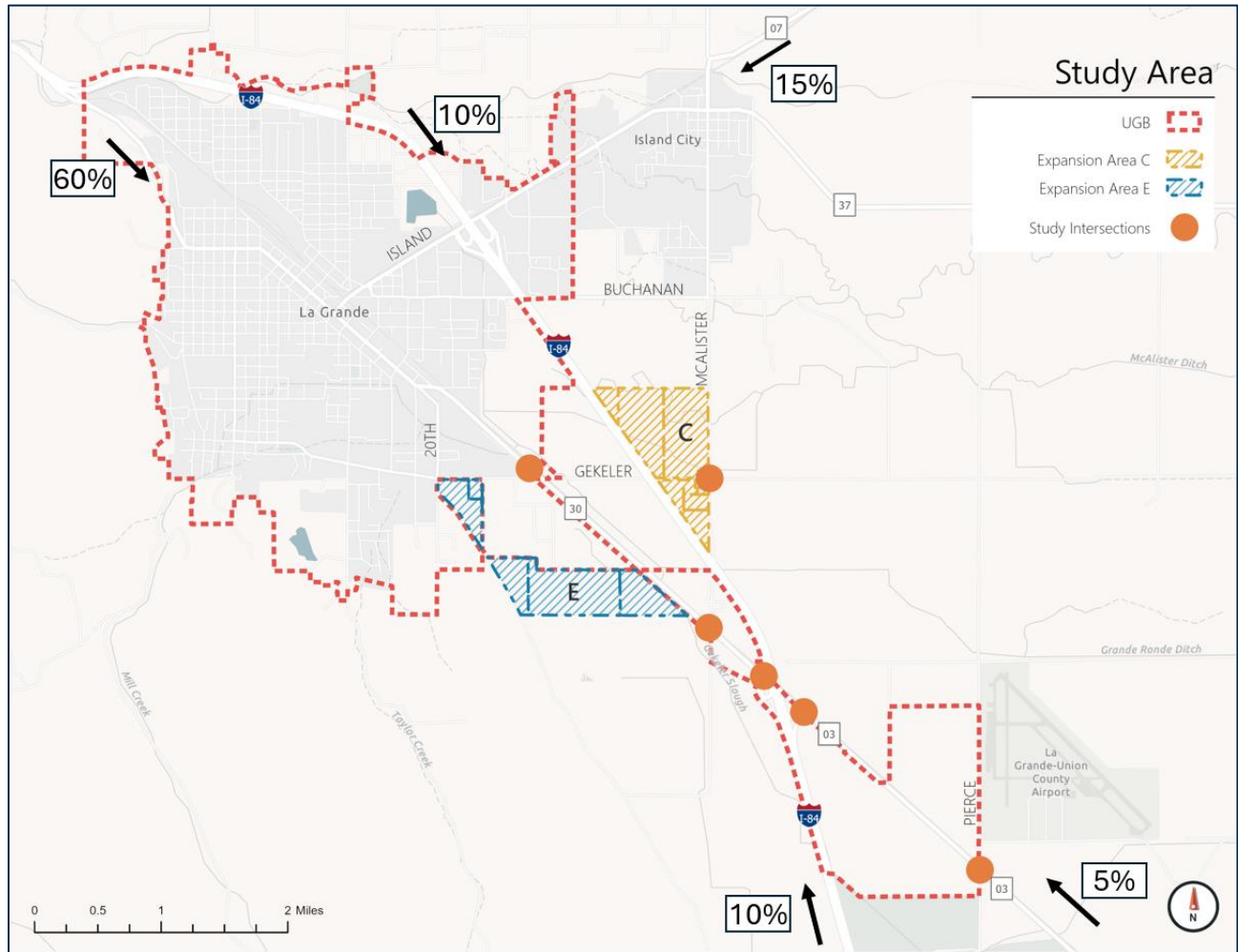
Trip distribution is defined as the direction of approach and departure that vehicles would use to arrive at and depart from the site. The trip distribution estimates for this analysis are based on geographic location of residential population within the region, regional and local roadway networks, existing travel patterns, prior studies, and transportation modeling work completed as part of the City's 2012 TSP. Both Areas C and E are located southeast of the City, while a majority of the City's residential population is clustered between I-84 and Gekeler Lane with U.S. 30 going through the middle. Most trips are likely to originate from

this residential cluster and travel to/from Areas C and E. Trips could also originate from other bedroom communities outside of La Grande including Island City in the Northeast, Union City in the Southeast, and Baker City in the South.

Provided below is a regional distribution of trips on regional roadways:

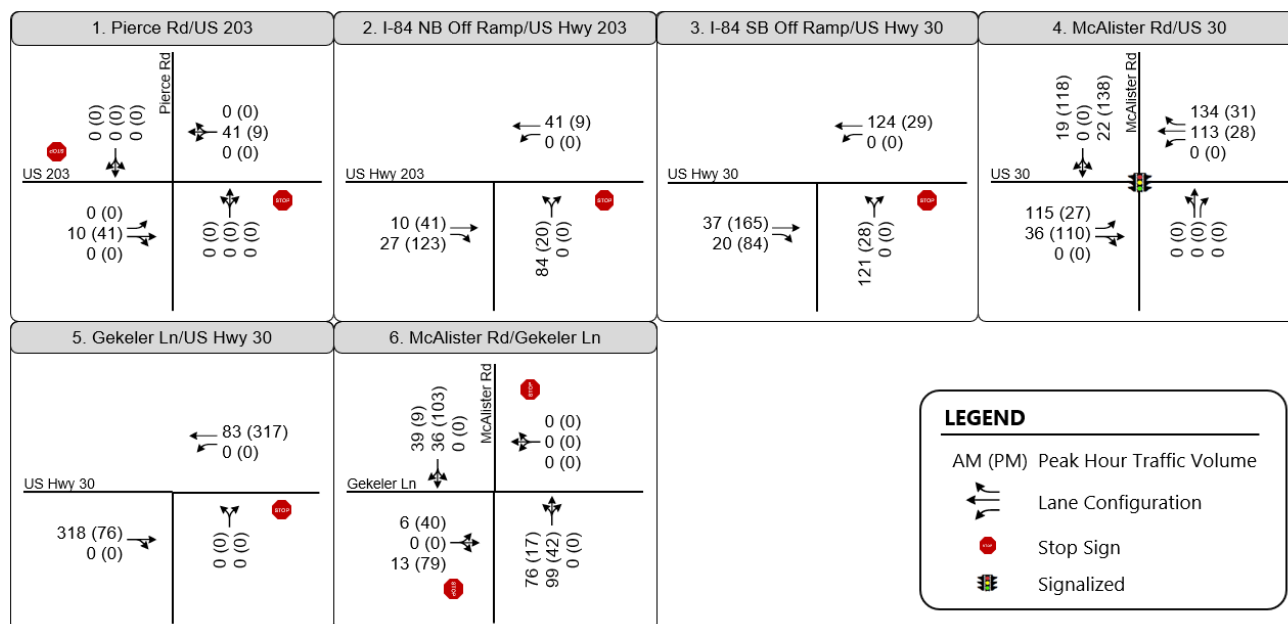
- From North on I-84 - 10%
- From North on US 30 - 60%
- From Northeast on SR 82 (Island City) - 15%
- From South on I-84 - 10%
- From Southeast on SR 203 - 5%

Figure 4.2: Regional Distribution of Trips from Proposed Rezoning of Areas C and E



Source: Fehr and Peers

Figure 4.3: Trip Assignments at Study Intersections – Proposed Rezoning of Areas C and E



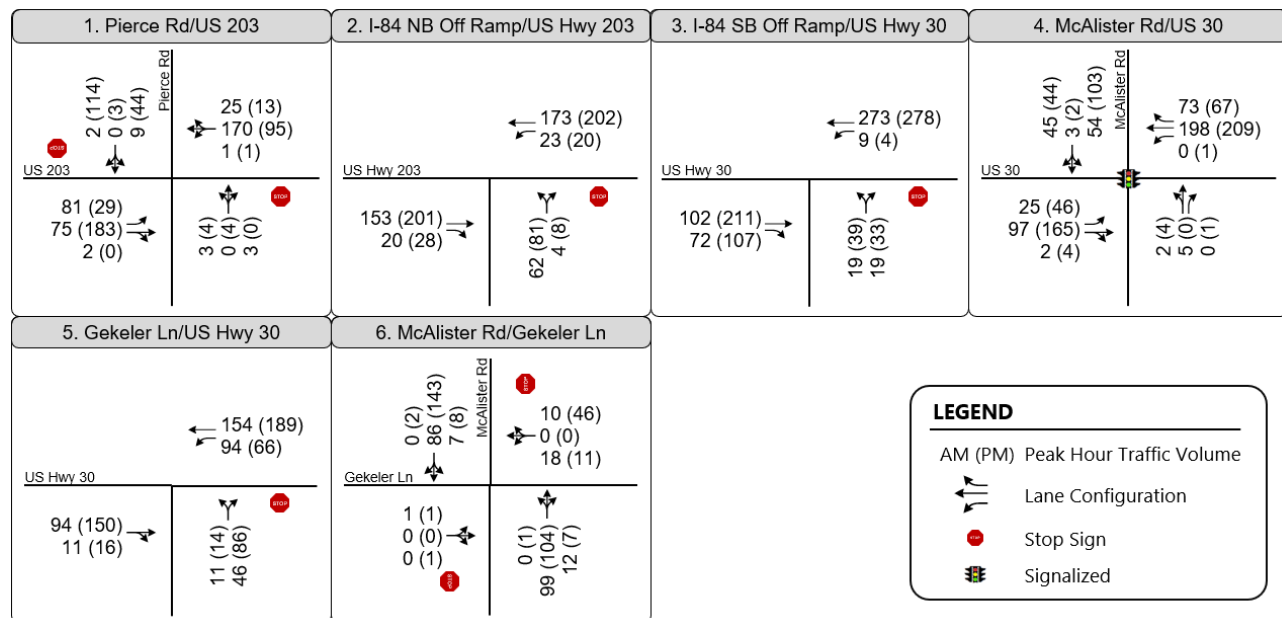
Source: Fehr and Peers

Future Conditions

To evaluate the transportation impact of rezoning in Areas C and E under future conditions, the project team projected traffic volumes for the year 2042 using forecasted growth along highways in the study area, as shown in ODOT's Future Highway Volume Table. Year 2022 volumes were compared to 2042 forecasts along highway segments within the general vicinity of the City of La Grande, resulting in an average annual growth rate of 0.11%. This growth rate was then compared to population growth forecast for Union County, as provided in the Coordinated Population Forecast for Union County, its UGB, and areas outside UGBs - 2019-2069, by the Population Research Center at Portland State University. According to this report, Union County is expected to grow by 8.6% in population from 2019 to 2069 (50 years), or 0.17% per year.

Traffic volumes in 2024 were adjusted with a growth rate of 0.11% per year for a total of 2.2% in order to calculate future 2042 weekday AM and PM peak hour traffic volumes shown in Figure 4.4. Our team also analyzed the traffic volumes to calculate intersections delay, LOS, and v/c ratios under future baseline conditions, which are presented in Table 4.6.

Figure 4.4: 2042 Baseline Weekday AM and PM Peak Hour Traffic Volumes



Source: Fehr and Peers

Table 4.6: 2042 Baseline Intersection Operations Analysis

INT ID	Intersection	Control Type	Mobility Target v/c	Peak Hour period	Future Baseline		
					v/c	LOS	Delay s/veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.9
				PM	0.52	A/B	14.6
2	US 30 / I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9
				PM	0.20	A/B	13.3
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2
				PM	0.16	A/B	11.8
4	US 30 / McAlister Road	Signalized	0.90	AM	0.32	B	10.9
				PM	0.43	B	13.6
5	US 30 / Gekeler Lane (West)	TWSC	0.90	AM	0.12	A/B	11.1
				PM	0.20	A/B	10.7
6	McAlister Road / Gekeler Lane	TWSC	0.95	AM	0.05	A/B	10.3
				PM	0.13	A/B	10.5

Source: Fehr and Peers

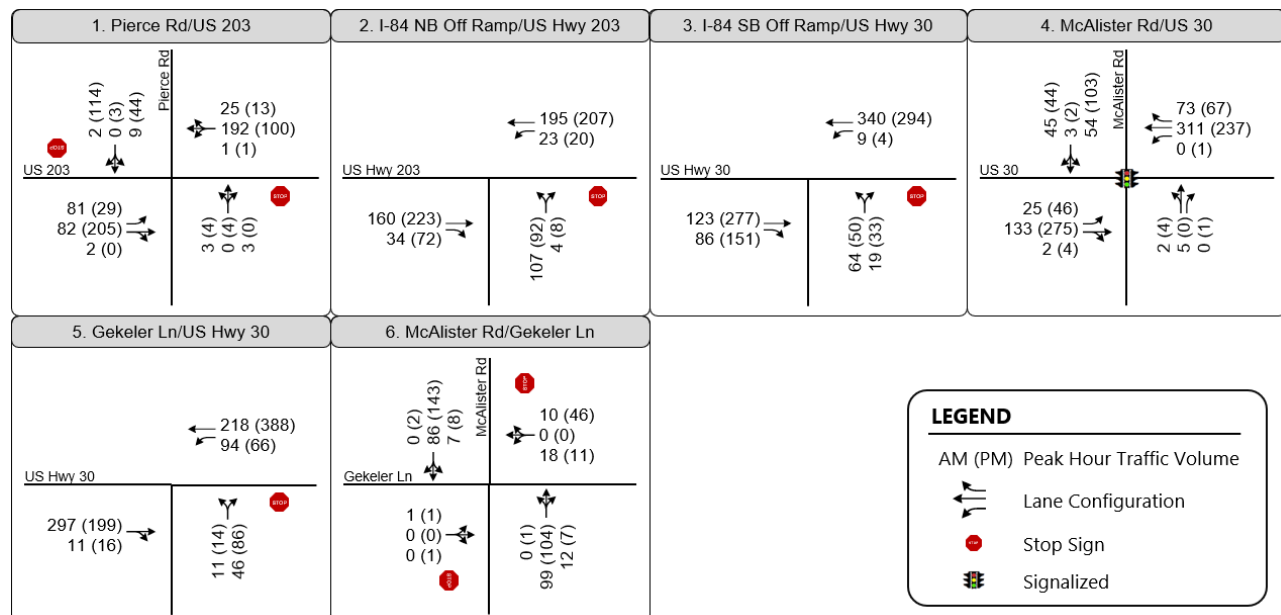
Future plus Area C Rezoning Scenario

Traffic anticipated from Area C rezoning, presented earlier in Figure 4.5, was added to 2042 baseline traffic quantities to calculate "2042 plus Area C Rezoning scenario weekday AM and PM peak hour traffic volumes". These volumes are presented in Figure 4.5.

Our team also analyzed the aforementioned traffic volumes to calculate intersections delay, LOS, and v/c ratios under this scenario. We compared these results to future baseline conditions and mobility targets to determine if any of the intersections will fall below target and will require improvements.

As shown in the table, with the addition of traffic from Area C rezoning, the intersection of Gekeler Lane and McAlister Road will fall below the mobility target under PM peak hour conditions.

Figure 4.5: Future plus Proposed Rezoning of Area C Only – Weekday AM and PM Peak Hour Traffic Volumes



Source: Fehr and Peers

Table 4.7: Future plus Proposed Rezoning of Area C Intersection Operations Analysis

INT ID	Intersection	Control Type	Mobility Target v/c	Peak Hour Period	Future Baseline v/c	Future Baseline LOS	Future Baseline Delay /veh	Future + C v/c	Future + C LOS	Future + C Delay /veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.9	0.16	A/C	18.6
				PM	0.52	A/B	14.6	0.53	A/C	15.1
2	US 30 / I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9	0.20	A/B	12.9
				PM	0.20	A/B	13.3	0.22	A/B	13.8
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2	0.26	A/B	13.1
				PM	0.16	A/B	11.8	0.22	A/B	13.5
4	US 30 / McAlister Road	Signalized	0.90	AM	0.84	B	10.9	0.50	B	14.9
				PM	0.76	B	13.6	0.74	C	25.3
5	US 30 / Gekeler Lane (West)	TWSC	0.90	AM	0.12	A/B	11.1	0.15	A/B	13.1
				PM	0.20	A/B	10.7	0.21	A/B	11.4
6	McAlister Road / Gekeler Lane	TWSC	0.95	AM	0.05	A/B	10.3	0.09	A/B	13.7
				PM	0.13	A/B	10.5	0.98	A/F	65.0

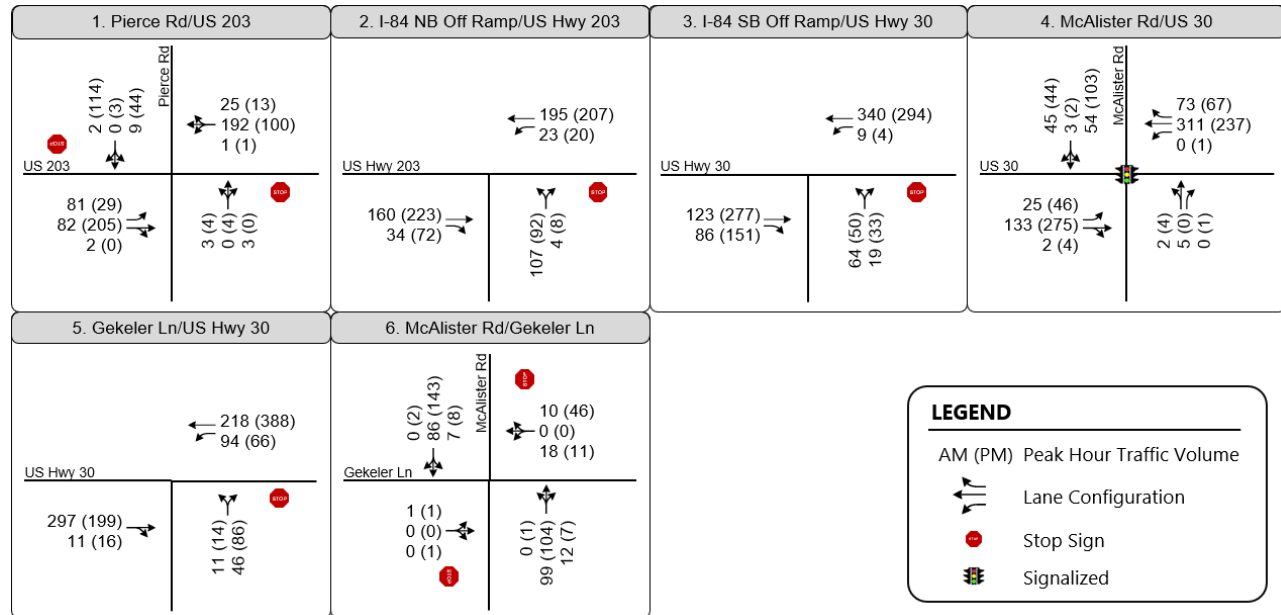
Source: Fehr and Peers

Future Plus Area E Rezoning Scenario

Traffic generated from the rezoning of Area E was added to 2042 baseline traffic volumes to calculate "2042 plus Area E scenario weekday AM and PM peak hour traffic volumes." The results from these volumes are presented in Table 4.8.

As shown in the table, with the addition of the traffic generated from Area E, all intersections will continue to meet mobility targets.

Figure 4.6: Future plus Proposed Rezoning of Area E Only – Weekday AM and PM Peak Hour Traffic Volumes



Source: Fehr and Peers

Table 4.8: 2042 plus Proposed Rezoning of Area E Intersection Operations Analysis

INT ID	Intersection	Control Type	Mobility Target v/c	Peak hour period	Future Baseline v/c	Future Baseline LOS	Future Baseline Delay /veh	Future + E v/c	Future + E LOS	Future + E Delay /veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.9	0.16	A/C	18.8
				PM	0.52	A/B	14.6	0.53	A/C	15.2
2	US 30 / I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9	0.22	A/B	13.1
				PM	0.20	A/B	13.3	0.23	A/B	13.9
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2	0.19	A/B	12.3
				PM	0.16	A/B	11.8	0.20	A/B	12.9
4	US 30 / McAlister Road	Signalized	0.90	AM	0.42	B	10.9	0.51	B	12.6
				PM	0.46	B	13.6	0.51	B	14.0
5	US 30 / Gekeler Lane (West)	TWSC	0.90	AM	0.12	A/B	11.1	0.18	A/C	15.6
				PM	0.20	A/B	10.7	0.23	A/B	12.0
6	McAlister Road /Gekeler Lane	TWSC	0.95	AM	0.05	A/B	10.3	0.05	A/B	10.3
				PM	0.13	A/B	10.5	0.13	A/B	10.5

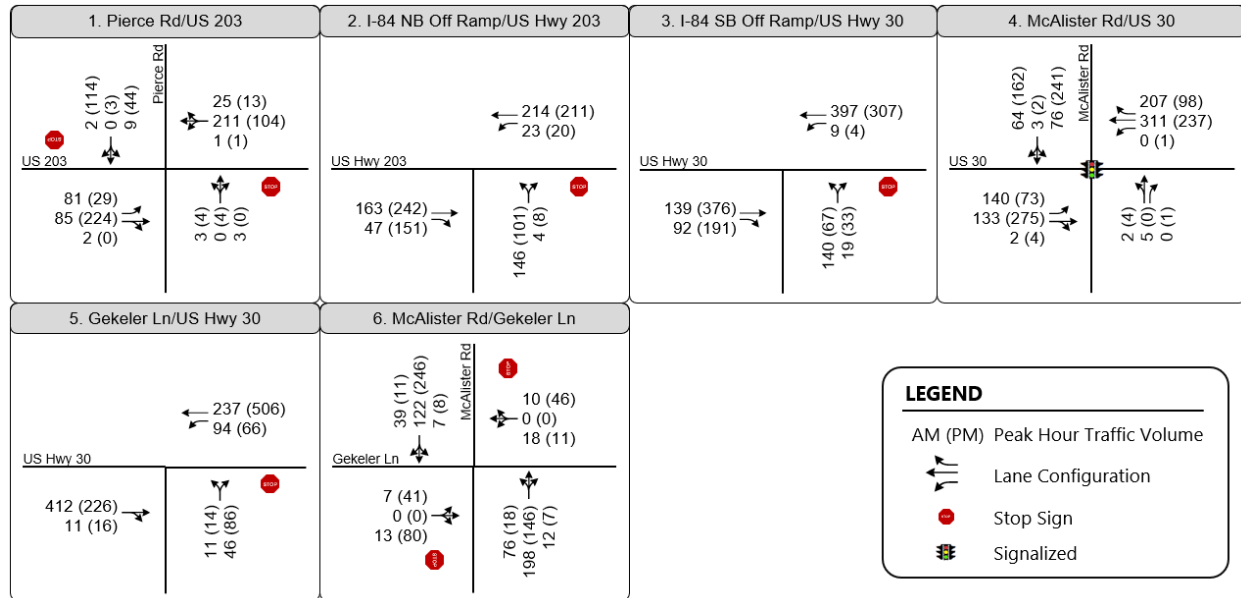
Source: Fehr and Peers

Future plus Areas C + E Rezoning Scenario

Under this scenario, traffic generated from both Areas C and E rezoning were added to future baseline traffic conditions to calculate "2042 plus Areas C and E rezoning scenario weekday AM and PM peak hour traffic volumes." These volumes are presented in Figure 4.7. Results of the intersection operations analysis for this scenario are presented in Table 4.9.

As shown in the table, with the addition of traffic from Areas C and E rezoning, intersection of Gekeler Lane and McAlister Road will fall below the mobility target under PM peak hour conditions.

Figure 4.7: 2042 plus Proposed Rezoning of Areas C and E Weekday AM and PM Peak Hour Traffic Volumes



Source: Fehr and Peers

Table 4.9: 2042 plus Proposed Rezoning of Areas C and E Intersection Operations Analysis

INT ID	Intersection	Control type	Mobility Target v/c	Peak hour period	Future Baseline			Future + C + E		
					v/c	LOS	Delay /veh	v/c	LOS	Delay /veh
1	US 203 / Pierce Road	TWSC	0.75	AM	0.15	A/C	17.9	0.16	A/C	19.5
				PM	0.52	A/B	14.6	0.67	A/C	22.4
2	US 30 /I-84 WB Ramps	TWSC	0.75	AM	0.12	A/B	11.9	0.30	A/B	14.3
				PM	0.20	A/B	13.3	0.20	A/B	12.6
3	US 30 / I-84 EB Ramps	TWSC	0.75	AM	0.08	A/B	10.2	0.40	A/C	16.2
				PM	0.16	A/B	11.8	0.27	A/C	15.1
4	US 30 / McAlister Road	Signalized	0.90	AM	0.60	B	10.9	0.60	B	16.8
				PM	0.79	B	13.6	0.76	C	26.4
5	US 30 /Gekeler Lane (West)	TWSC	0.90	AM	0.12	A/B	11.1	0.24	A/C	19.7
				PM	0.20	A/B	10.7	0.25	A/B	13.0
6	McAlister Road /Gekeler Lane	TWSC	0.95	AM	0.05	A/B	10.3	0.09	A/B	13.7
				PM	0.13	A/B	10.5	0.98	F	65.0

Source: Fehr and Peers

Summary of Recommended Improvements

With the proposed rezoning of Area C, future industrial uses are expected to provide vehicular access via Gekeler Lane with McAlister Road. This will add new traffic to multiple turning movements to and from Gekeler Lane, west of McAlister Road.

A potential improvement at the intersection of McAlister Road and Gekeler Lane could involve reconfiguring the intersection controls from a two-way stop to an all-way stop. This change would allow vehicles on Gekeler Lane to make safer turns to and from McAlister Road, improving the intersection's volume-to-capacity (v/c) ratio to 0.78. The delay for the worst approach would also improve from 65 seconds (LOS F) to 27 seconds (LOS D). Table 4.10 below shows the results of the proposed improvement.

It is recommended that a detailed transportation engineering analysis be conducted as part of any future development proposal to confirm the feasibility and benefit of the proposed improvement at this location.

Table 4.10: Proposed Improvements at McAlister Road/Gekeler Lane – LOS Results

INT ID	Intersection	Control Type	Mobility Target v/c	Peak Hour period	Future Baseline			Future + C + E Mitigated		
					v/c	LOS	Delay /veh	v/c	LOS	Delay /veh
6	McAlister Road /Gekeler Lane	TWSC > AWSC	0.95	AM	0.05	A/B	10.3	0.09	A/B	13.7
				PM	0.13	A/B	10.5	0.78	C/D	27.1

Source: Fehr and Peers

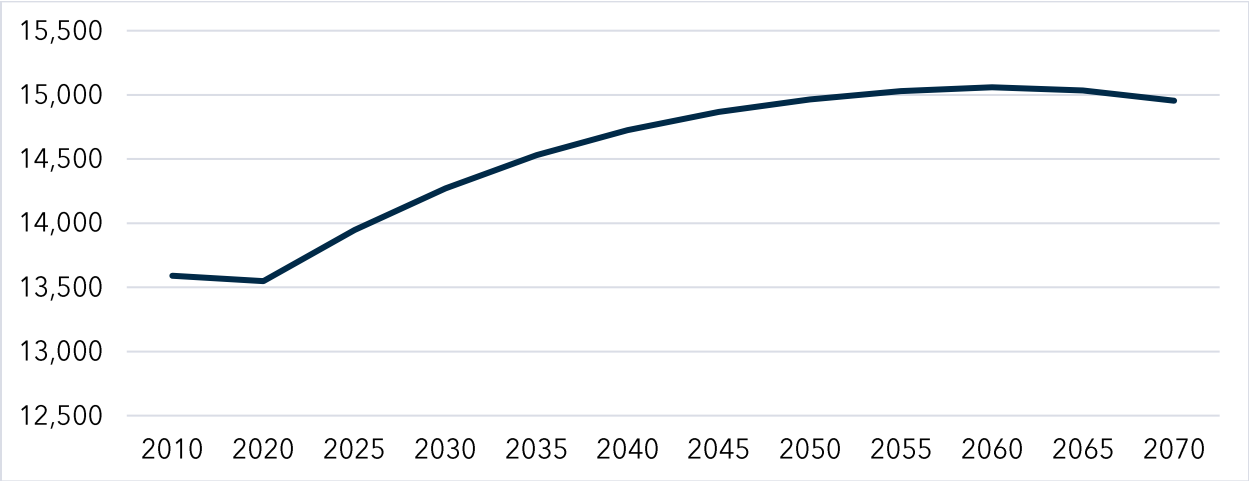
Appendix A: Supplementary Materials

Table A.1: Full List of Maps Utilized for Goal 14 Study

Map Title	Purpose	Location
UGB Radius 1 and 1.5 Miles	Displays the radii of the UGB	Chapter 3 Table 3.1, Appendix D Figure D.1
1 Mile Radius from UGB and Exception Areas	Shows the radii of the UGB with exception areas included	Appendix D Figure D.2
Expansion study areas	Initial areas of study for the UGB	Chapter 3 Figure 3.2, Appendix D Figure D.3
ORS Restricted Lots	Restrictions from the Oregon Revised Statutes	Appendix Figure D.4
City Priority Grouping and ORS Restricted Lots	Restricted Lots from Exception Areas and Soil Classes via ORS	Chapter 3 Figure 3.7, Appendix D Figure D.5
Sewer and Wastewater Buffer Areas	Locations of pressurized and gravity mains within La Grande	Chapter 3 Figure 3.5, Appendix D Figure D.6
Water Buffer Areas	Locations of pressurized and gravity mains within La Grande	Chapter 3 Figure 3.6, Appendix D Figure D.7
Exclusions	Shows all excluded lands from the potential UGB	Chapter 3, Figure 3.3, Appendix D Figure D.8
Simplified Exclusions	Simplified map of the exclusions for reader usability	Appendix D Figure D.9
Priorities	Map of priority lands 1-4	Chapter 3 Figure 3.4, Appendix D Figure D.10
Refined Priorities	Summarization of priorities map	Appendix D Figure D.11
Refined Priorities Map with UGB Areas Identified	Final level of priority summarization	Chapter 3 Figure 3.8, Appendix D Figure D.12
Recommended Areas (Lenient)	Broad level overview of recommended areas for UGB Expansion	Chapter 3 Figure 3.9, Appendix D Figure D.13
Recommended Areas (Strict)	Strict level overview of recommended areas of UGB Expansion	Chapter 3 Figure 3.10, Appendix D Figure D.14
Recommended Areas with Constraints	Recommended study areas with constraints on the map	Appendix D Figure D.15
Zoning Recommendations	Zoning Type recommendations for each recommended area	Chapter 3 Figure 3.11, Appendix D Figure D.16
Refinement Timeline of Recommended Areas	Refine study area maps to reflect all properties removed from consideration	Chapter 3 Figure 3.12, Appendix D Figure D.17
Recommended Expansion Areas	Recommend UGB Expansion Area	Appendix D Figure D.18
Area A Zoomed	Zoomed parcels of Area A	Appendix D Figure D.19
Area B Zoomed	Zoomed parcels of Area B	Appendix D Figure D.20
Area C Zoomed	Zoomed parcels of Area C	Appendix D Figure D.21
Area D Zoomed	Zoomed parcels of Area D	Appendix D Figure D.22

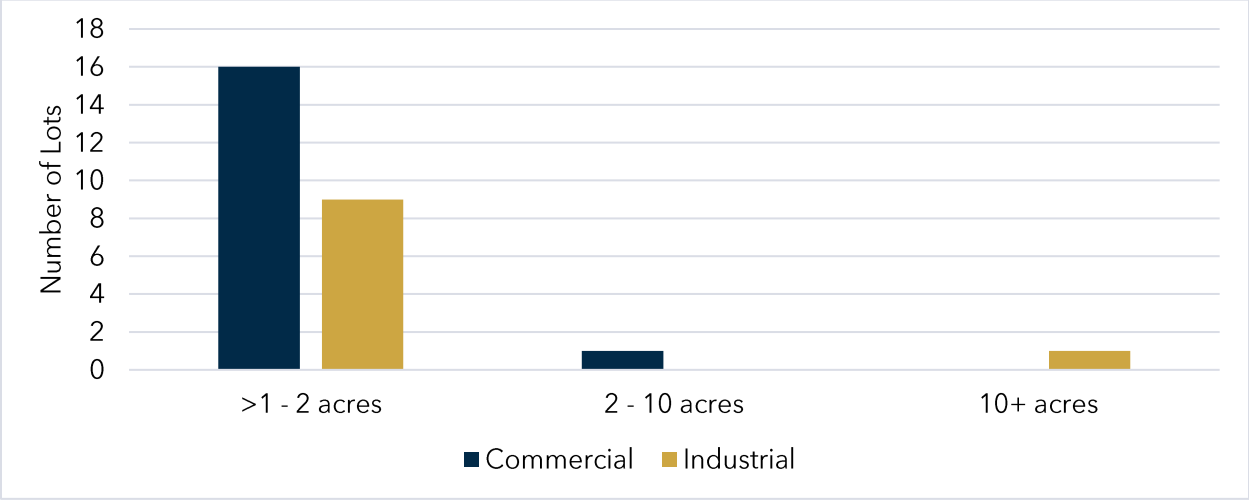
Area E Zoomed	Zoomed parcels of Area E	Appendix D Figure D.23
Area F Zoomed	Zoomed parcels of Area F	Appendix D Figure D.24
Sub- study areas Map	Identification of Areas E and C, which were selected as the highest priority areas	Chapter 3 Figure 3.13, Appendix D Figure D.25
Zoomed Out MLTC Map	Zoomed out map of each Parcel Map	Appendix D Figure D.26

Figure A.1: Portland State University Population Forecast, 2020-2040



Source: Portland State University

Figure A.2: Number of Redevelopable Lots in La Grande, by Size



Source: Nexus Planning Services using data from La Grande GIS, 2023

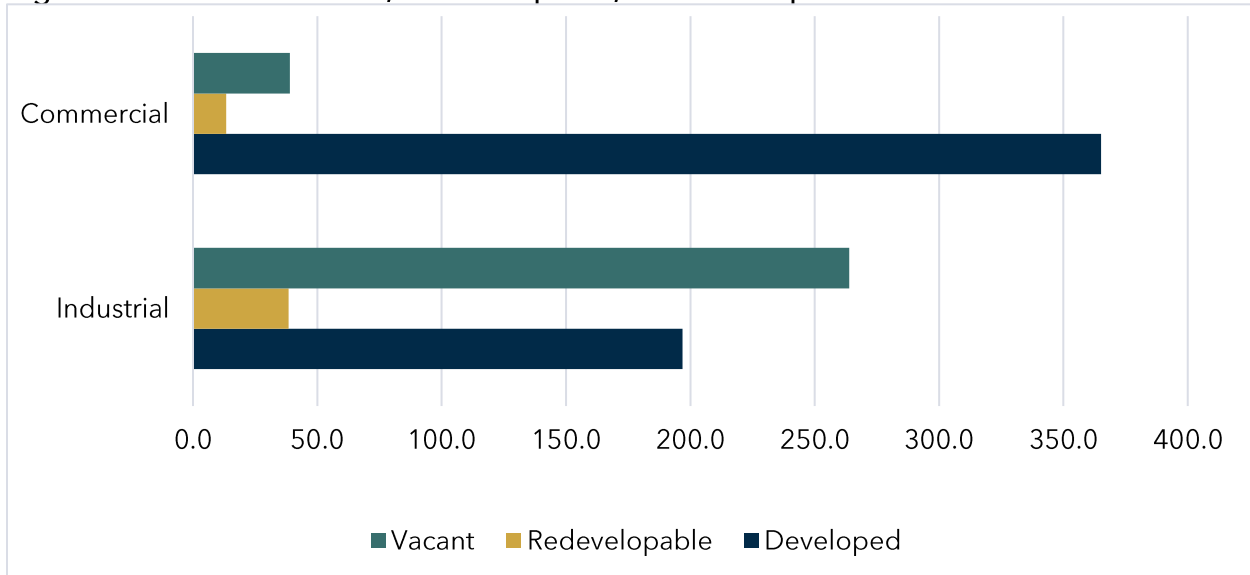
Table A.2: Total Developed Commercial and Industrial Lands in La Grande by Zone

Zone	Lots	Acres
Commercial	798	365.1
Central Business (CB)	111	13.2
General Commercial (GC)	519	279.1
Interchange Commercial (IC)	27	22.5

Medical Services (MS)	14	15.6
Residential Professional (R-P)	127	34.7
Industrial	115	196.9
Business Park (BP)	7	10.5
Light Industrial (I-1)	90	45.5
Heavy Industrial (I-2)	18	140.8
Total	913	562.0

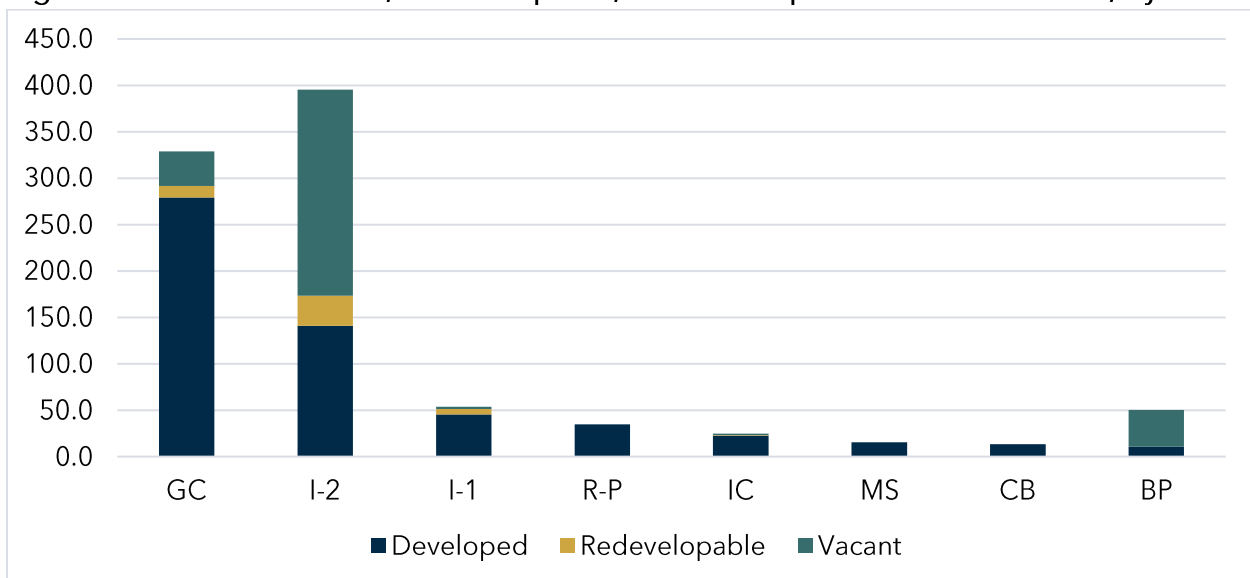
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Figure A.3: Acres of Vacant, Redevelopable, and Developed Land in La Grande



Source: Nexus Planning Services using map layers from La Grande GIS, 2023

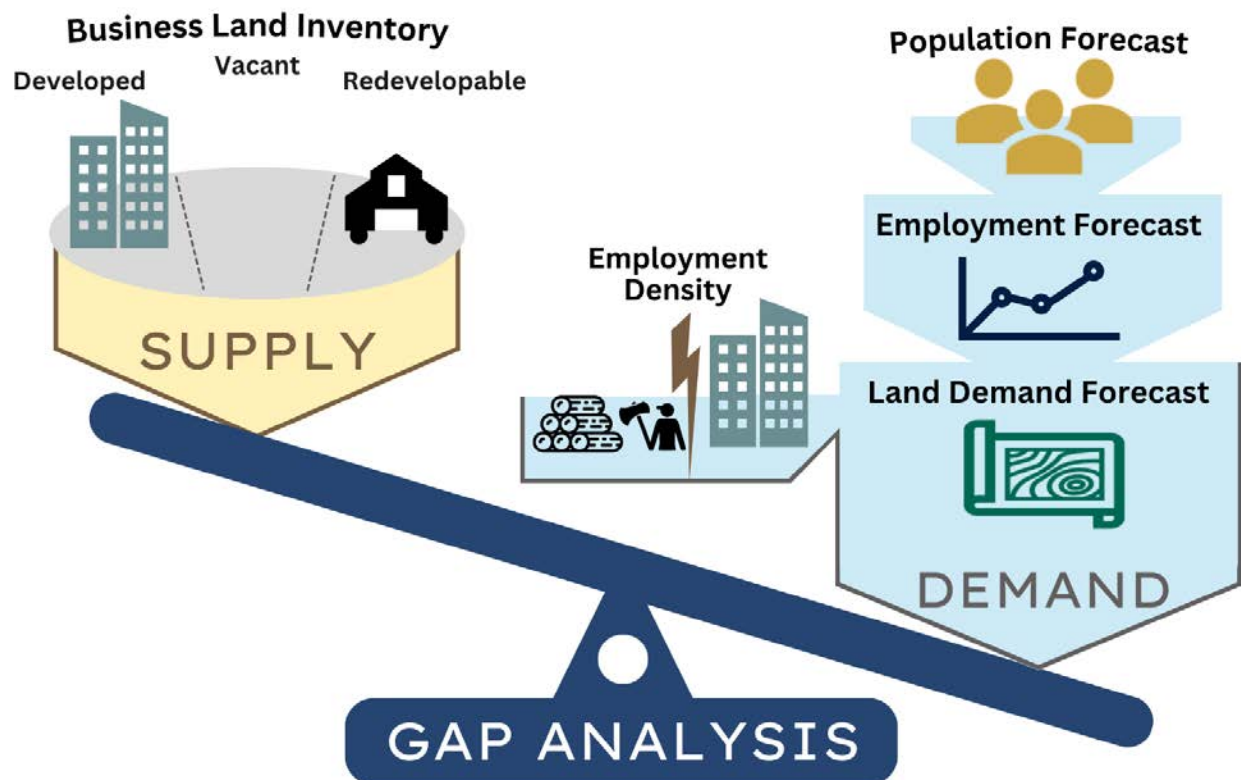
Figure A.4: Acres of Vacant, Redevelopable, and Developed Land in La Grande, by Zone



Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Appendix B: Land Needs

La Grande's land needs for UGB expansion are dictated by the current employment lands inventory, which was calculated in the EOA. The following chapter will detail the findings of the EOA and demonstrate the necessity of an expansion to the UGB. Finding the land needs was a multi-stage process that accounted for both supply side and demand side estimations, and a forecast for future land-use demand based on those calculations. The diagram below explains the various steps involved in this process. These details will be discussed in further detail in the remainder of this chapter.



Employment Lands Inventory and Forecasts

One of the first steps in determining future employment, and subsequently land needed, is to project the expected population growth for the next 20 years. Per OAR 660-032-0020⁹ as required by ORS 195.003, the population forecast is to be completed using the Portland State University (PSU) Population Research Center (PRC). The forecast provided by Portland State University helped develop both employment projections available in the Goal 9 Report.

The PSU Population Forecast projects there will be a 1,177 person increase over the next 20 years, or a 0.4% Cumulative Annual Growth Rate (CAGR). This increase informs the following employment projections.

⁹ This rule details the need for a population forecast when changing a comprehensive plan or land use regulation.

PC calculated the total employment lands inventory in La Grande with a combination of Union County Assessor's Tax Lot data and city specific GIS data for zoning and development constraints. Analysis conducted by NPS shows that there is a total of 417 acres of commercial land and 460 acres of industrial lands (including developed, redevelopable, and vacant parcels) in La Grande.

The PC and NPS team have summarized the total quantity of employment lands available in La Grande in Tables B.1 – B.2. This was done by extrapolating the number of vacant and redevelopable parcels with their acreage for employment lands according to zoning. The team also considered environmental and other constraints on industrial and commercially zoned parcels, which resulted in a narrower number of lands available for commercial and industrial use.

Shown in Table B.1, the current amount of commercial and industrial lands that is deemed as vacant is approximately 263 acres. Within that acreage, there are 62 vacant lots. There are also approximately 52 redevelopable acres in La Grande which occupy a total of 26 lots. Table B.2 shows that the current developed land for industrial and commercial uses totals 562 acres on 913 lots.

Table B.1: Total Supply of Available Commercial & Industrial Lands in La Grande

Zone	Redevelopable		Vacant	
	Lots	Acres	Lots	Acres
Commercial	17	13.3	27	38.9
Industrial	10	38.4	35	224.3
Total	26	51.7	62	263.2

Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Table B.2: Total Developed Commercial and Industrial Lands in La Grande

Zone	Lots	Acres
Commercial Developed	798	365.1
Industrial Developed	115	196.9
Total	913	562.0

Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Following the determination of current available employment lands in La Grande, the PC and NPS team developed a forecast using both the Safe Harbor method and an in-house method consisting of socioeconomic factors and trends. This employment forecast considers jobs by "place of work" rather than by "place of residence." In other words, the actual number of employed people in La Grande is higher than the numbers shown in this section. In the long run, enabling more workers to both live and work within the same community is one of the probable and desirable outcomes from economic development.

The consulting team also followed DLCD guidance related to Goal 9 employment forecasting for La Grande, which originated the "Safe Harbor" method. The Safe Harbor method has been excluded from the contents of the report, as the determination for land need was made using the consulting team's in-house forecast. The projections generated by PC are more

conservative than that of the Safe Harbor method, which ensures that the land need estimate remains grounded.

Table B.3 shows the projected change in employment over the next 20 years by industry.¹⁰ Overall, the forecast results in a total job gain of 472 jobs, and more specifically, 234 commercial jobs and 199 industrial jobs. The Safe Harbor method, which is extrapolated from the PSU Population Forecast, projected an increase of 765 jobs. The variance between the two projections provided a low-end and high-end estimate for the EOA in La Grande.

Table B.3: Numerical Change in Employment Forecast, 2023-2033

Category	Points Consulting Forecast Method	
	10-yr change	20-yr change
Construction & Mining	35	39
Mfg.	41	42
Transport, Com. & Utilities	68	79
Wholesale Trade	34	39
Retail Trade	33	40
Finance, Insurance, Real Estate (FIRE)	33	39
Services	146	156
Industrial Subtotal	178	199
Commercial & Service Subtotal	211	234
Government	33	39
Grand Total	422	472

Source: Points Consulting using State of Oregon Employment Department, PSU, US Census Bureau, and Esri Business Analyst, 2023

Job growth is the primary driver of employment land demand. Therefore, given the positive jobs outlook for the City of La Grande, PC projects an increase in the demand for land for both industrial and commercial purposes. Based on current observed statistics and published metrics, the land demand forecast for La Grande in 2043 is approximately 58.9 acres, with around 30.7 acres for industrial uses and 28.2 acres for commercial uses.

Table B.4 shows the Employment Lands Forecast for La Grande over the next 10 and 20 years. This forecast was adjusted based on existing supply, the employment forecast, and a real estate absorption factor that was encouraged by DLCD guidance. The consulting team also included a 20% public lands adjustment, which accounts for roadways, easements, and rights-of-way that would be built into currently vacant and redevelopable parcels, based on values observed in other approved DLCD reports.

The current land that is available from Table B.4 is severely limited. Three industrial lots over 20 acres are effectively unusable in the short-term due to land ownership issues. The three lots are also inhibited by a limited use overlay, reserving them for large industrial developments; two for a 20+acre project, and one for a 50+ acre project.¹¹ Though there are

¹⁰ The forecast was generated in 2023 during the writing of the EOA.

¹¹ Per La Grande's Land Development Code, Article 3.11, <https://www.cityoflagrande.org/planning-division/documents-and-reports/pages/land-development-code>.

more usable commercial lots in the City's existing inventory, these have also proven to be too small for some purposes. The option of combining parcels into larger lots is also not feasible because virtually all lots are privately owned and separated by existing roadways.

Table B.4: Employment Lands Forecast for La Grande (2033, 2043)

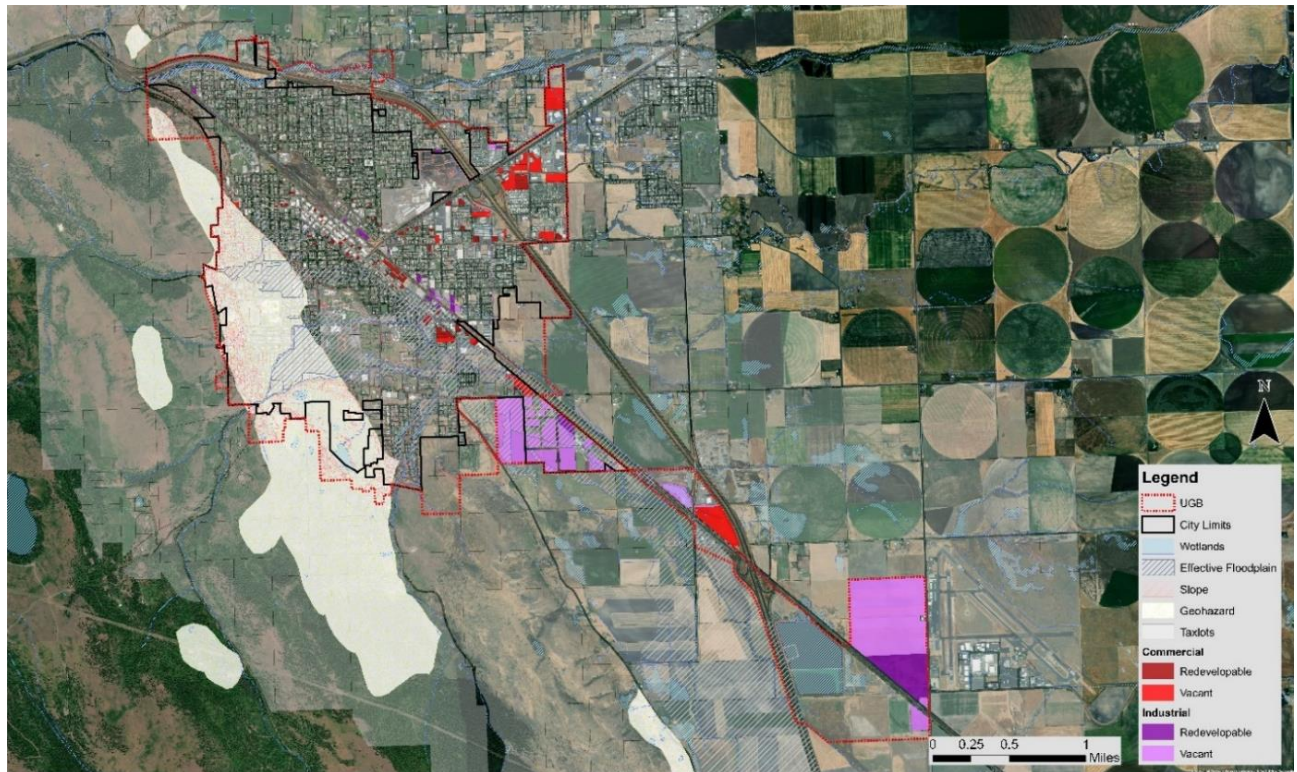
<u>2033</u>					
Land Use	Emp/ Acre (Current)	Forecasted New Emp.	Public Lands Adj.	Real Estate Vacancy	Land Demand (Net Acres)
Industrial Acres	9	136	20%	5%	12.9
Commercial	13	287	20%	5%	18.2
<u>2043</u>					
Land Use	Emp/ Acre (Current)	Forecasted New Emp.	Public Lands Adj.	Real Estate Vacancy	Land Demand (Net Acres)
Industrial Acres	9	321	20%	5%	30.7
Commercial	13	444	20%	5%	28.2

Source: Points Consulting, 2023

In the EOA, an additional 90 acres of industrial land was recommended for the City's inventory based on common needs for industrial tenants. The current supply is weighed down by landowner disagreements and other land issues. An additional 25 acres were recommended for commercial use as well. With PC's recommendations and the catch-up quantities, the total industrial land demand is expected to be 121 acres, and the total commercial land demand is expected to be 63 acres (or 184 acres total). The City of La Grande is currently constrained without considering future job growth, and not expanding the amount of industrial/commercial land available will cause lost economic development opportunities.

Figure B.1 helps visualize the employment lands situation present in La Grande. Of these lots, only six of them are above the size of 10 acres. The size limitation has made development difficult, especially after factoring in differences in vision for future land use.

Figure B.1: City of La Grande Employment Lands Inventory, Commercial/Industrial



Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Appendix C: Community Engagement Summary

PC conducted significant community engagement efforts throughout the course of this project, and attendees, dates, and materials covered during the meetings are summarized below.

On-Site Visit

The PC team conducted two on-site visits to the City of La Grande. The first visit, held in March 2024, was in collaboration with NPS and the La Grande Community and Economic Development Department (CEDD). PC, NPS, and CEDD discussed parcels of interest, their current uses, potential limitations, and reviewed the Oregon State statutes regarding Goal-14. The team later toured several identified parcels within the study area, assessing the region and identifying potential contiguous parcels for consideration in the UGB expansion. The second on-site meeting, held in June of 2024, featured an invitational townhall located in the La Grande Cook Memorial Library. Here, PC presented maps and figures associated with this project, facilitating an open-ended community discussion with citizens and property owners who may be affected by the UGB expansion.

Calls with City of La Grande

From January to November 2024, the PC team conducted bi-weekly meetings with the City of La Grande via Zoom. These meetings provided regular updates on the status of the study and outlined the next steps in the UGB expansion project.

CAC Meetings

The PC team conducted two meetings with the Citizen Advisory Committee (CAC) in collaboration with NPS. The first meeting, held in April 2023, aimed to achieve several key objectives. These included presenting the project timeline, providing an overview of the Oregon Department of Land Conservation and Development's (DLCD) goals, and outlining the standard process for UGB expansion. Additionally, the meeting featured a forecast of employment growth patterns and provided data on land needs distribution. The second meeting, held in June 2024, provided the CAC with updates on progress made since the initial meeting. Key updates included the narrowing of potential areas for UGB expansion based on ORS requirements and an update on properties deemed eligible following an Evaluation of Land.

List of Steering Committee Members

- Dave Tovey - NCFS Director/ ATNI-EDC BOD President, Confederated Tribes of the Umatilla Indian Reservation
- George Mendoza - Superintendent, La Grande School District
- Jeremy Davis - President/CEO, Grande Ronde Hospital
- Patty Glaze - Principal Broker, Realtor, Blue Summit Realty
- Jeff D. Clark - Principal Broker, Realtor, Blue Summit Realty
- Ashley O'Toole - Broker & Property Manager, High County Realty Professionals
- John Garlitz - Director of Facilities & Planning, Eastern Oregon University
- Dr. Daniel Paul Costie - Asst. Professor of Public Policy and Admin., Eastern Oregon University

- Shannon Donovan - Sustainable Rual Systems Program Faculty, Eastern Oregon University
- Kaiger Braseth - Business Owner, Mountain West Moving and Storage
- Derek Howard - President, CB Construction, Inc.
- Carol Summers - Property Owner
- Alana Carollo - Eastern Oregon Visitors Association, URAC and EOVA
- Rikki Jo Hickey - Business Owner, URAC
- Wayne and Penny Waite - Property Owner, Waite Family Farm

Invited with no participation:

- Bill Tovey - Economic Development Director, Confederated Tribes of the Umatilla Indian Reservation
- Eric Quaempets - Department of Natural Resources Director, Confederated Tribes of the Umatilla Indian Reservation

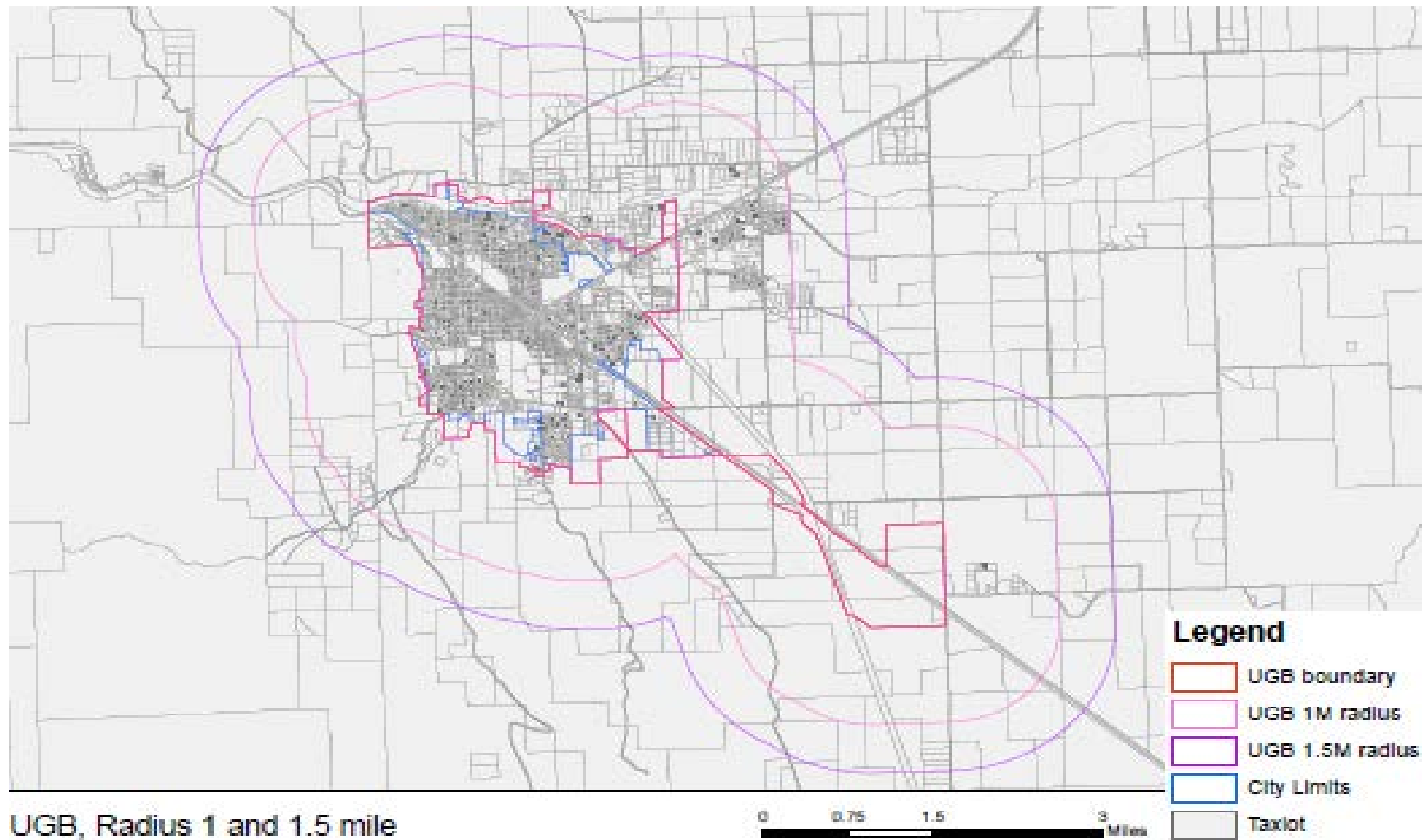
Figure C.1: Sign in Sheets from June Townhall

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Appendix D: Supplemental Maps

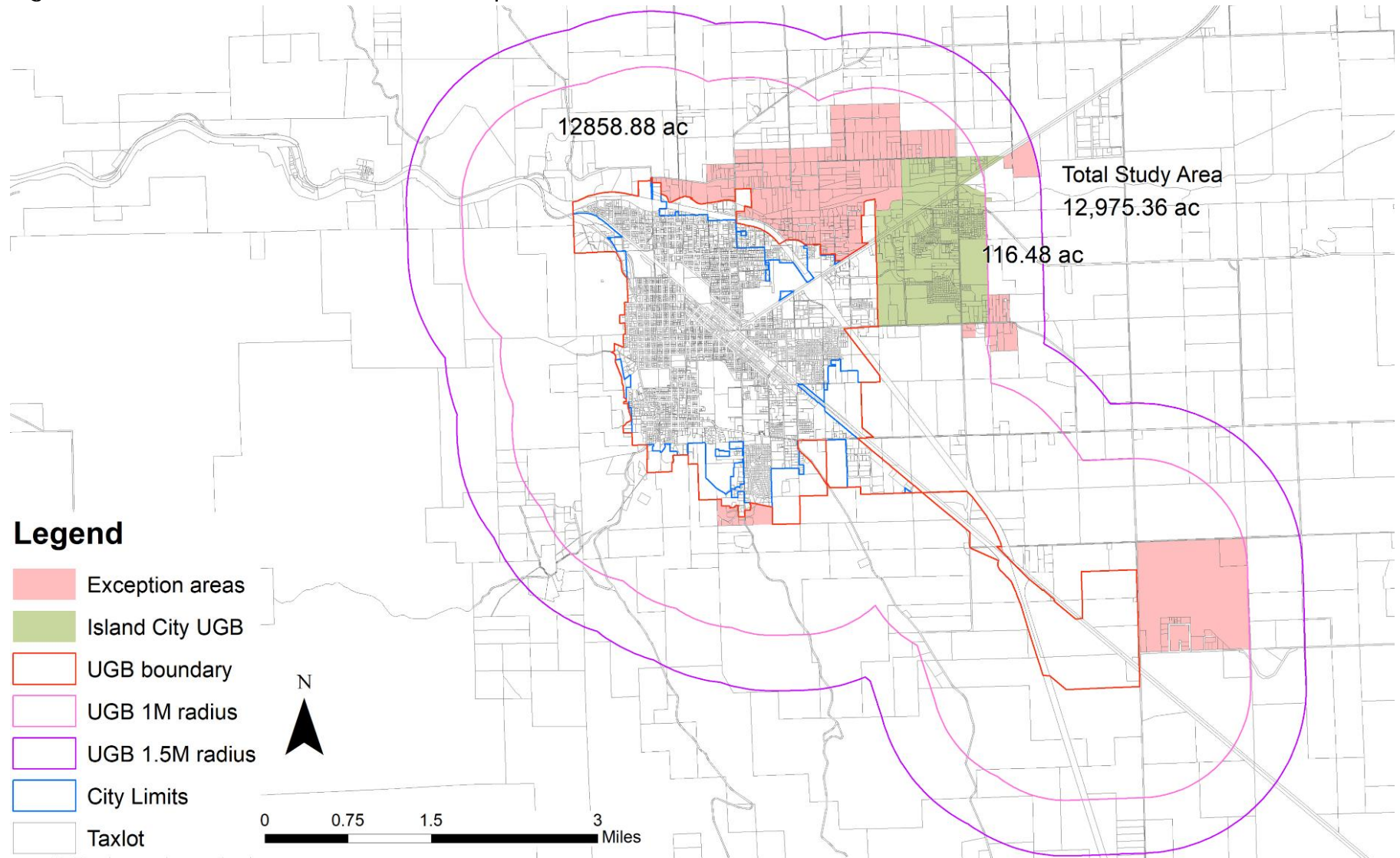
Figure D.1: UGB Radius 1 and 1.5 Miles



UGB, Radius 1 and 1.5 mile

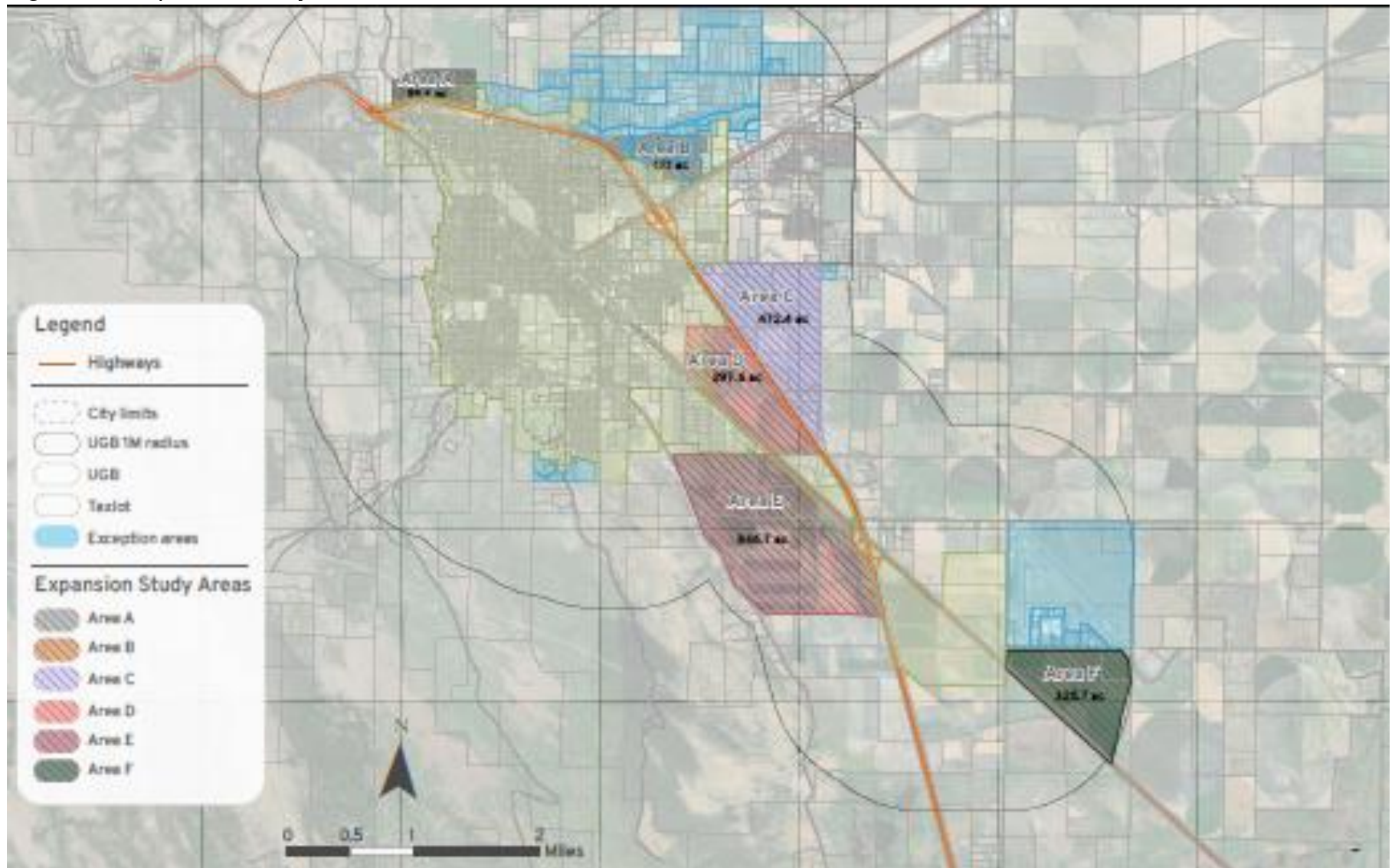
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.2: 1 Mile Radius from UGB and Exception Areas



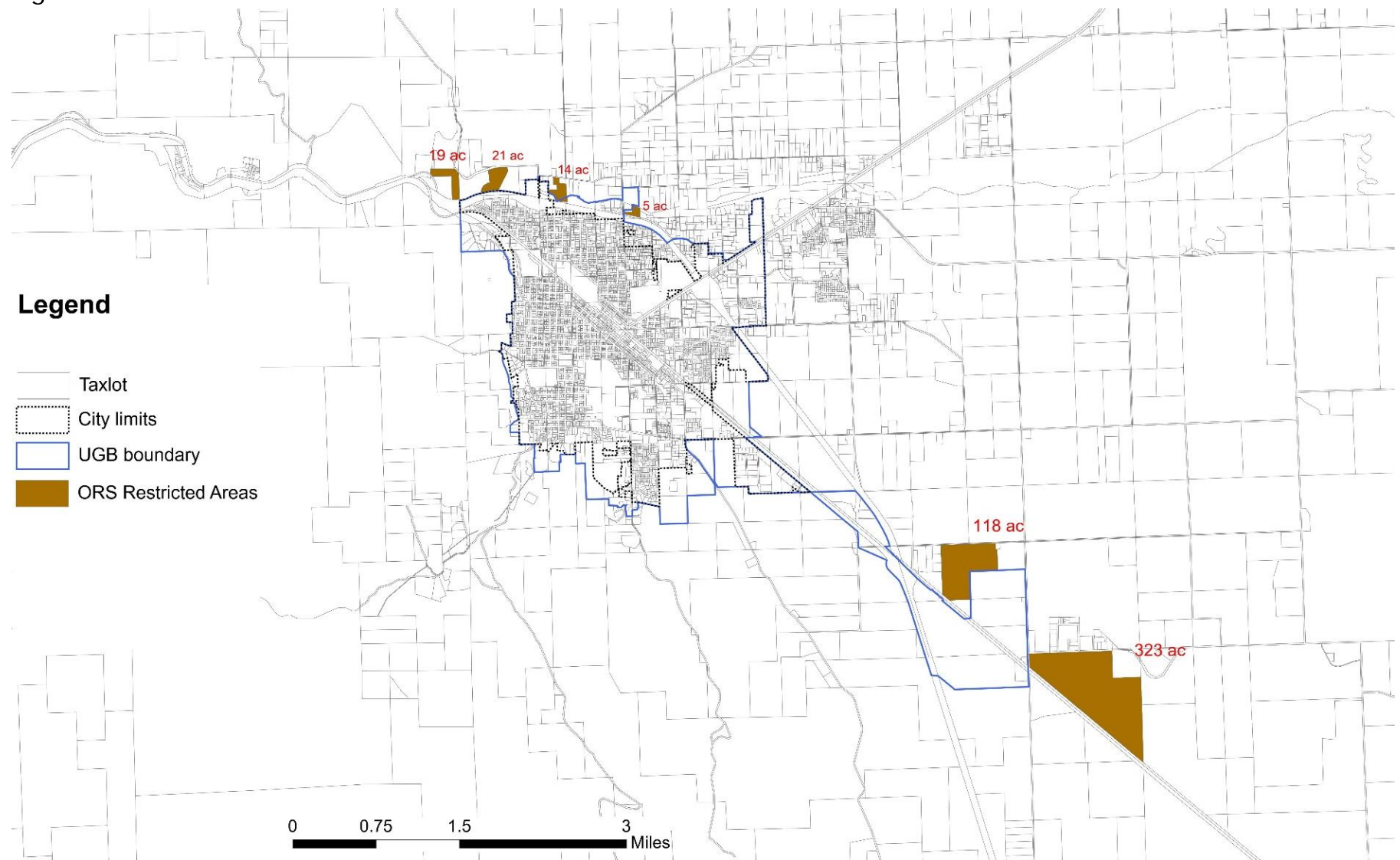
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.3: Expansion Study Areas



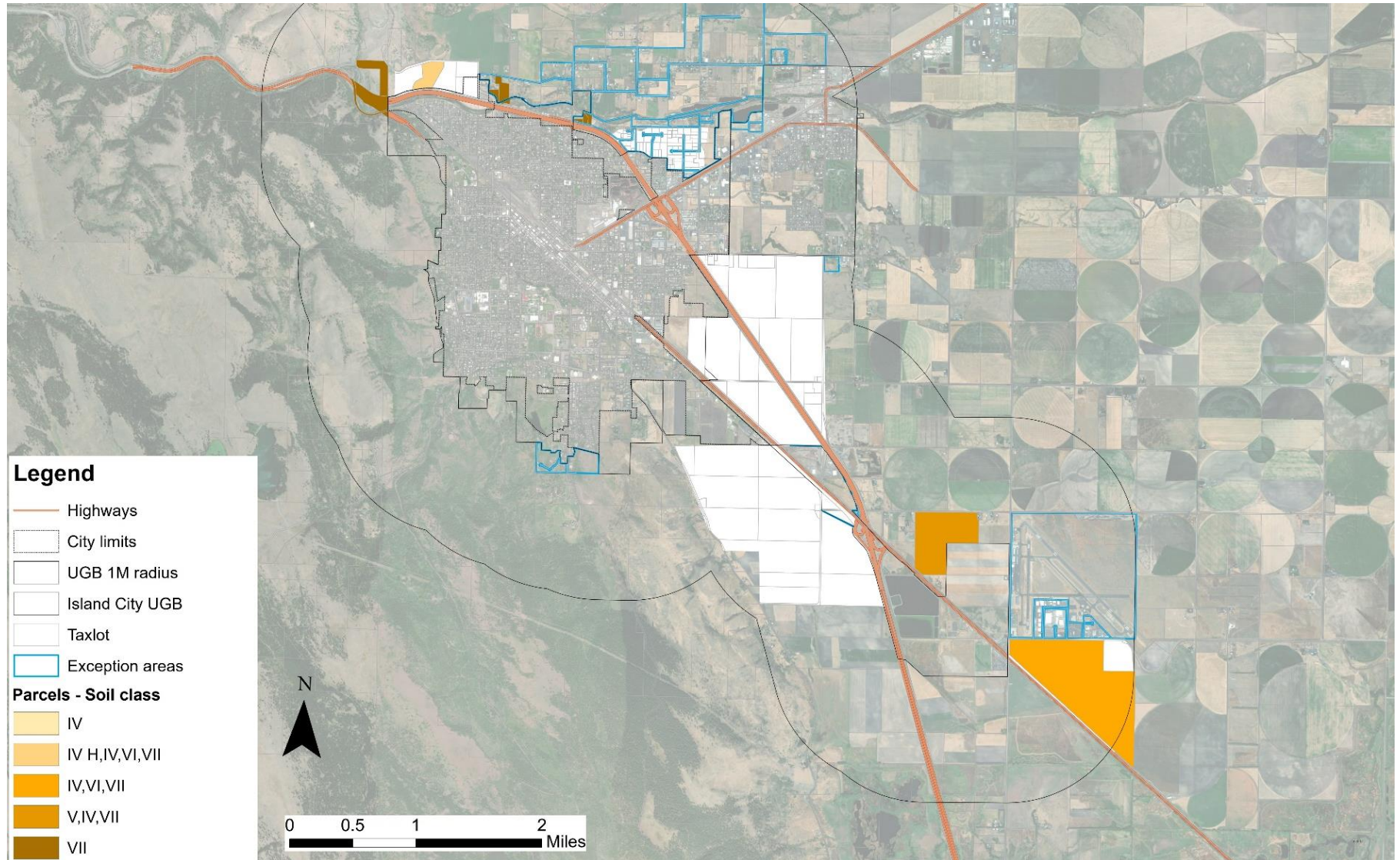
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.4: ORS Restricted Lots



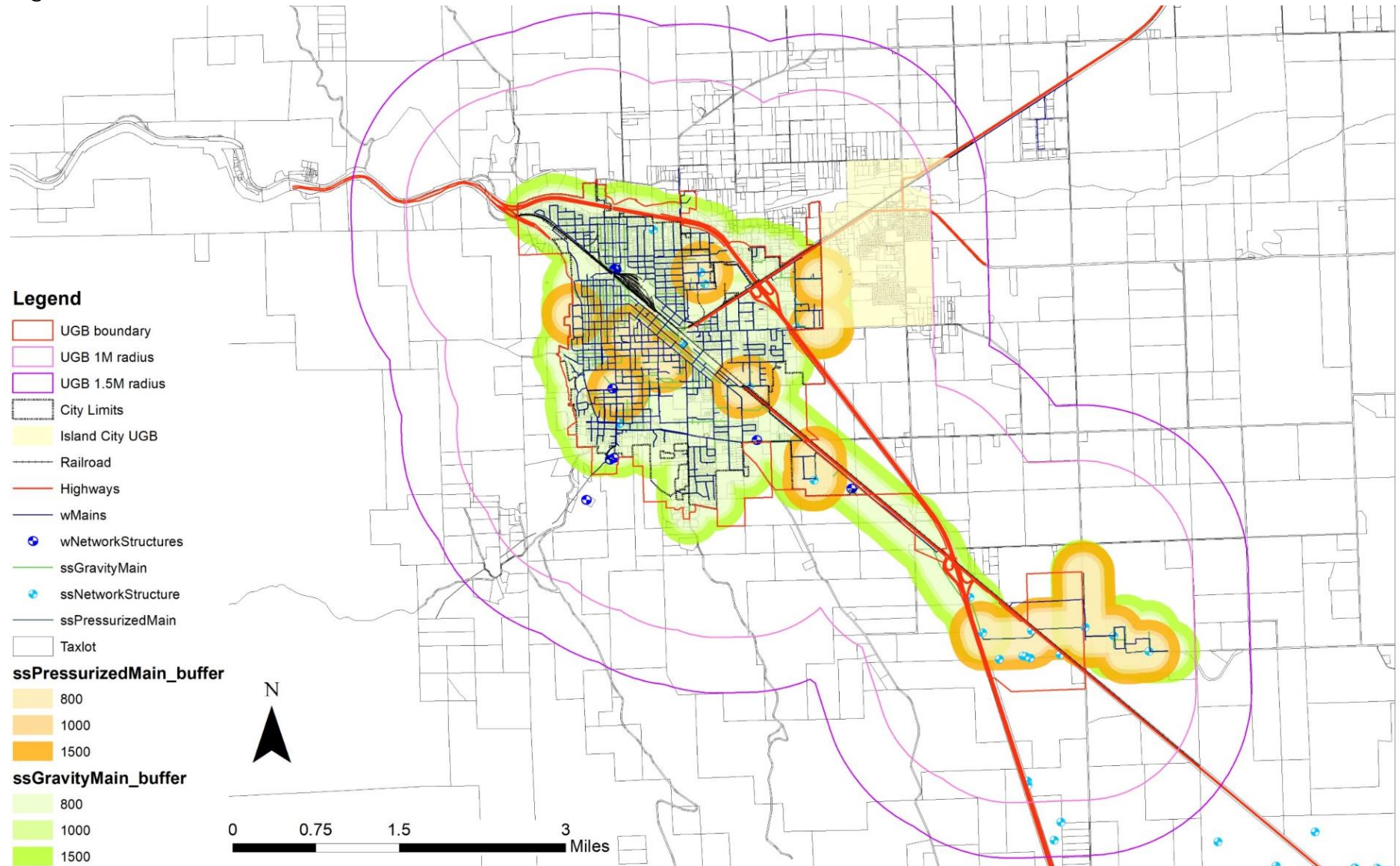
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.5: City Priority Grouping and ORS Restricted Lots



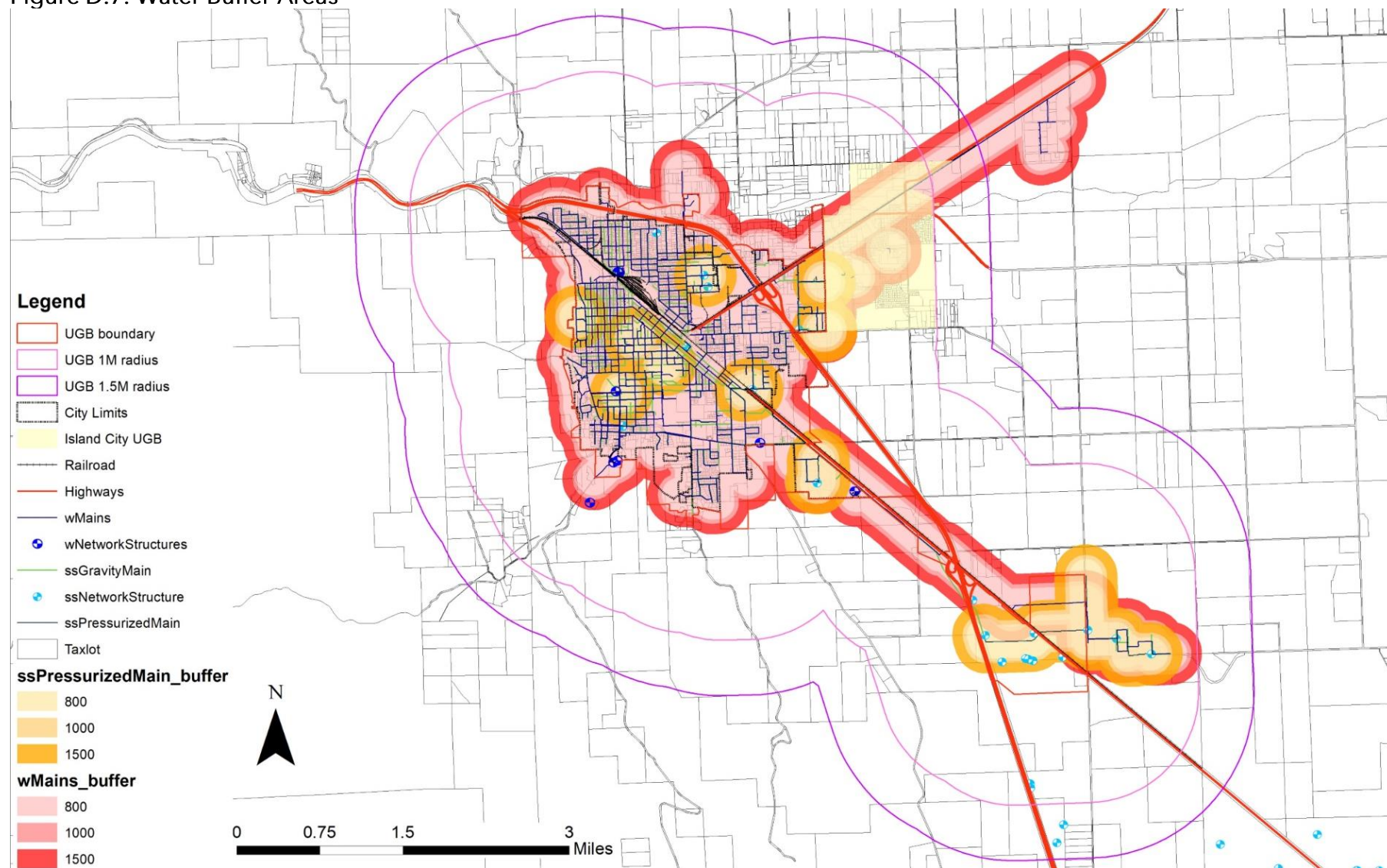
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.6: Sewer and Wastewater Infrastructure Buffer Areas



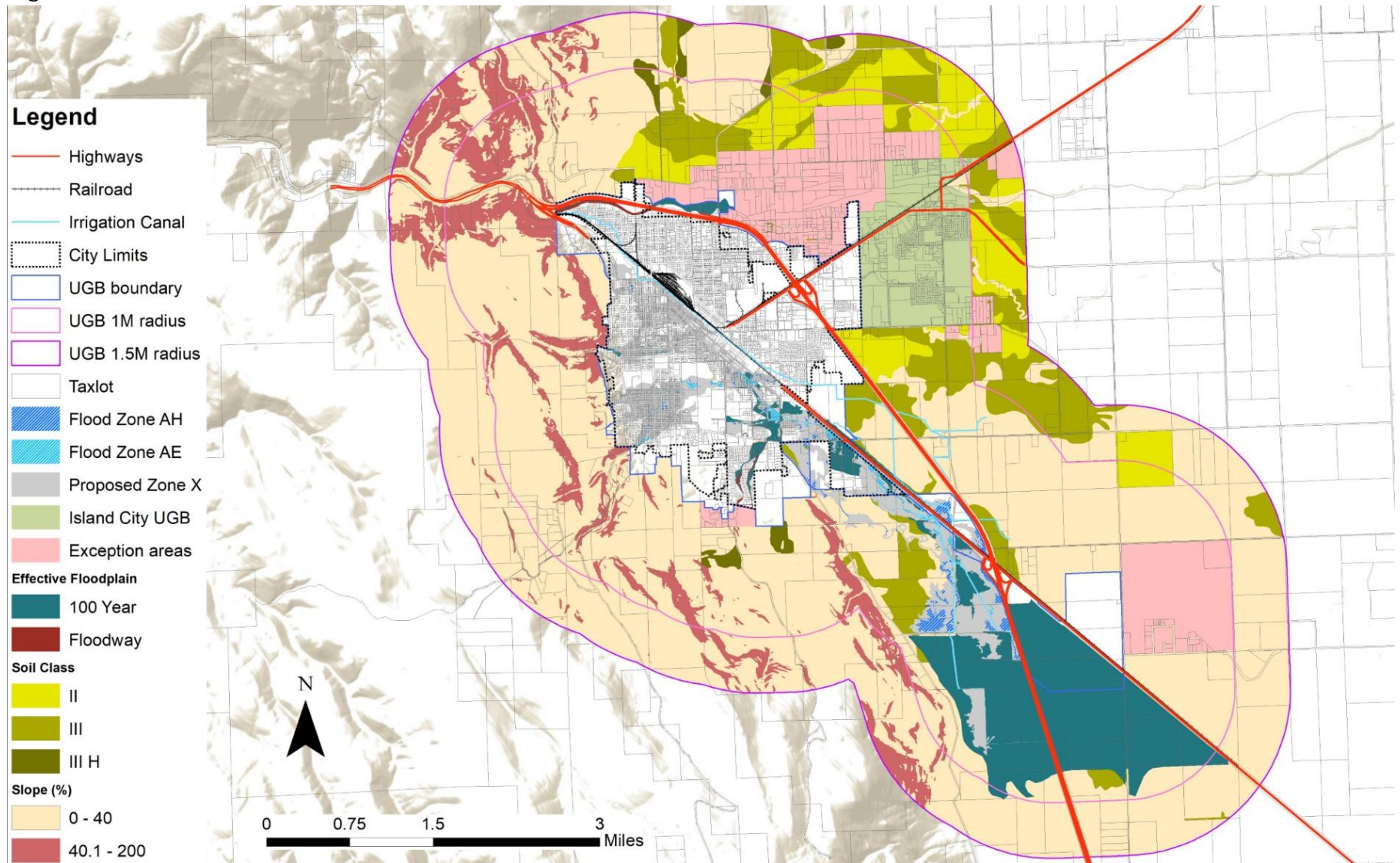
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.7: Water Buffer Areas



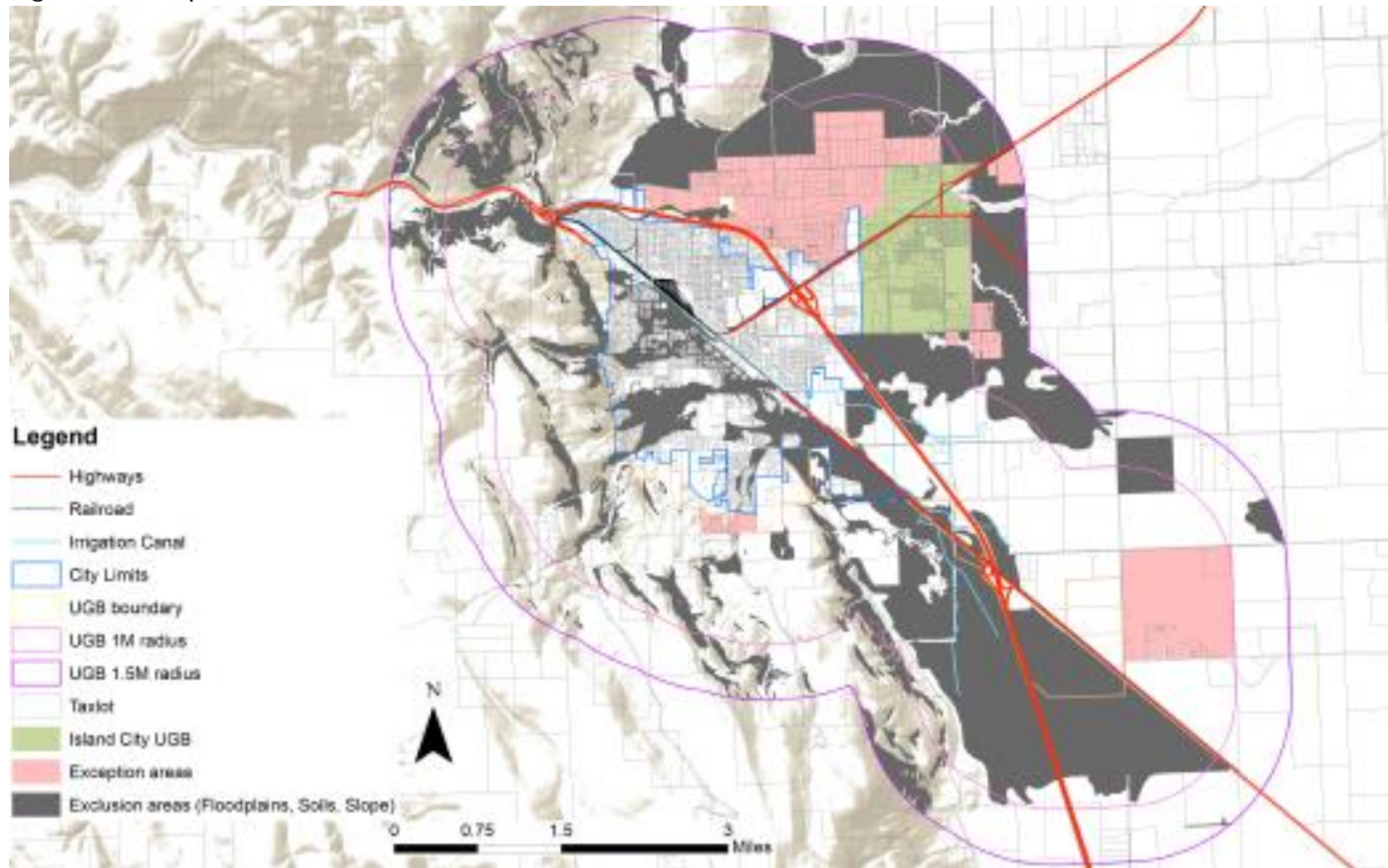
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.8: Task 3.4 Exclusions



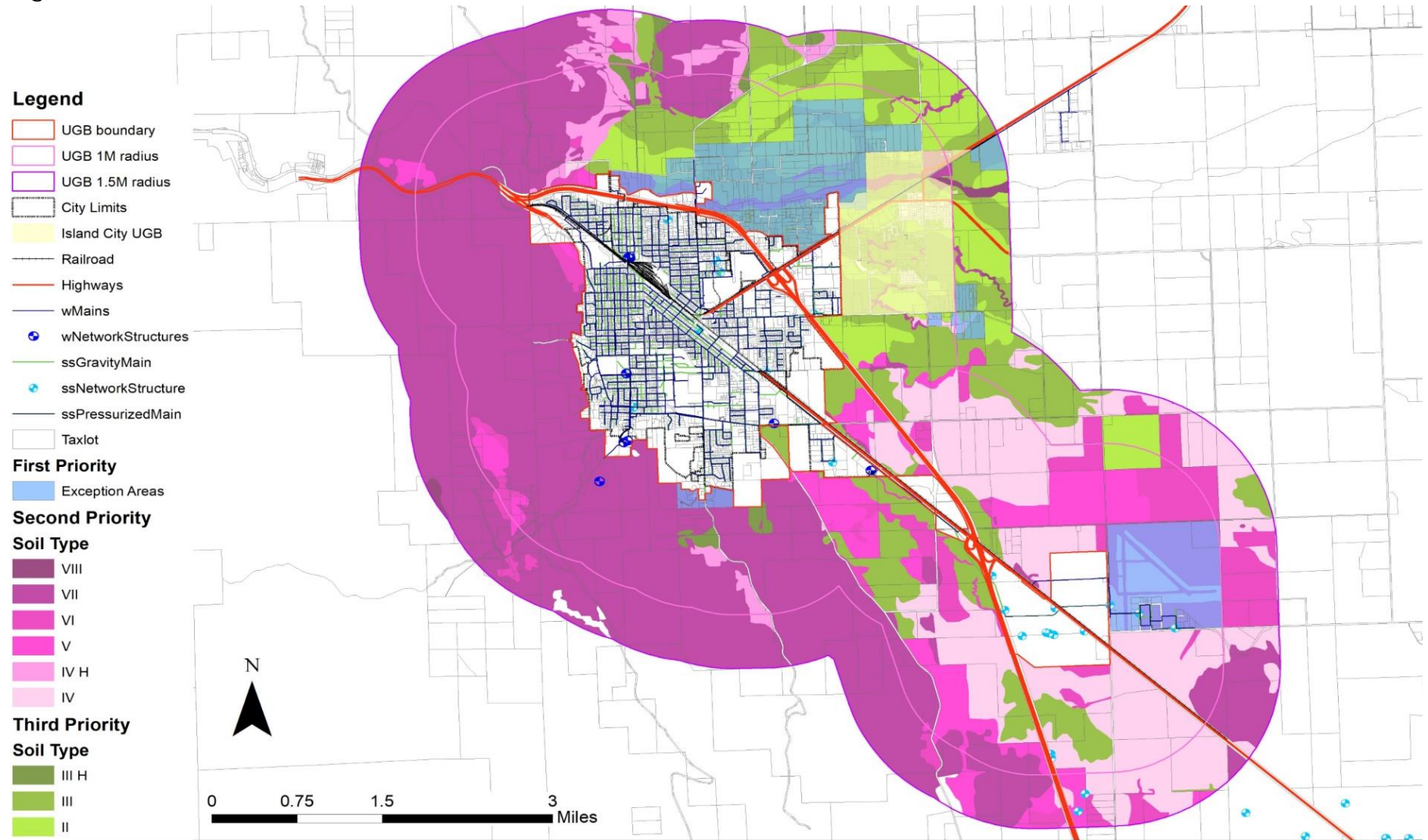
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.9: Simplified Exclusions



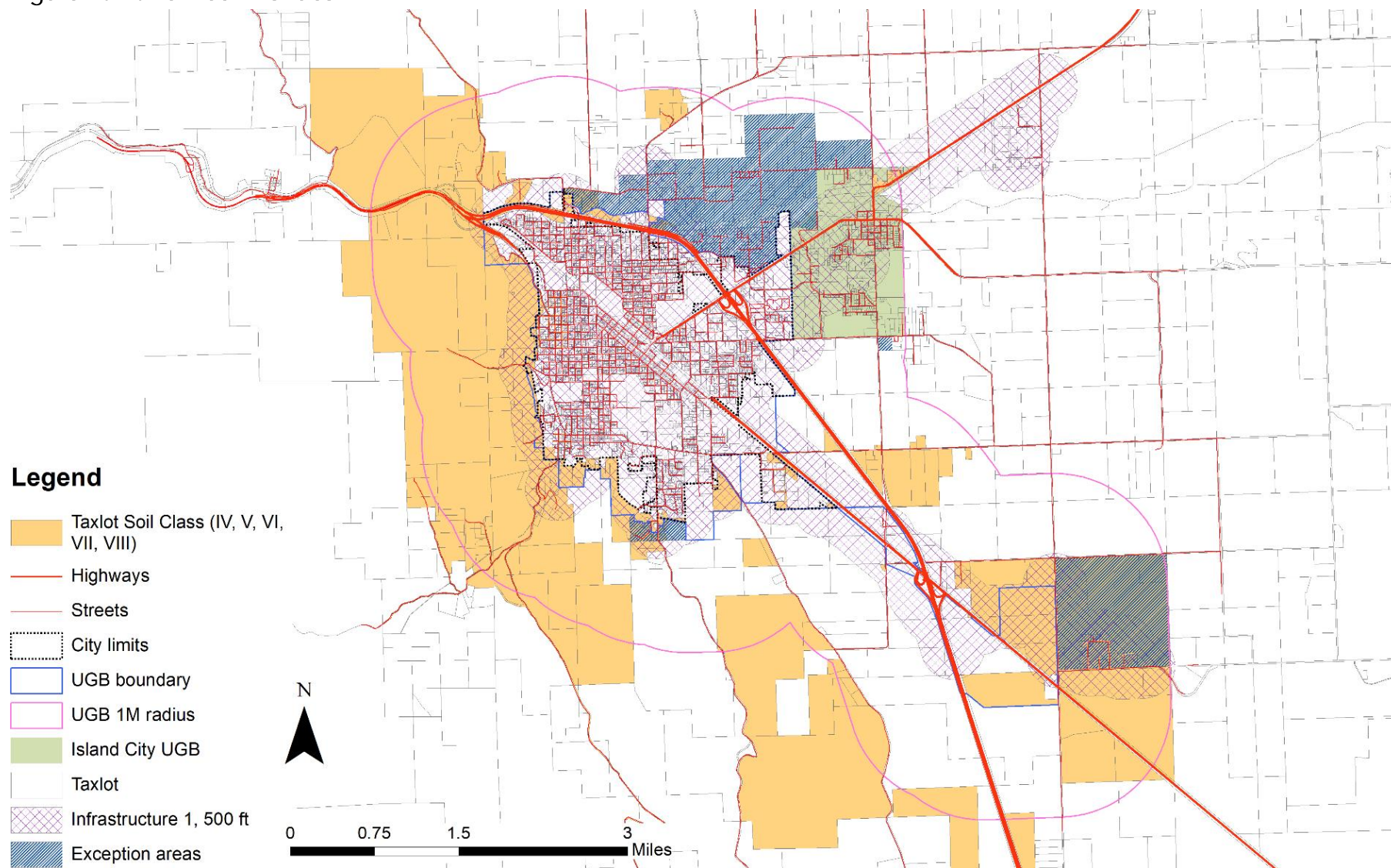
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.10: Priorities



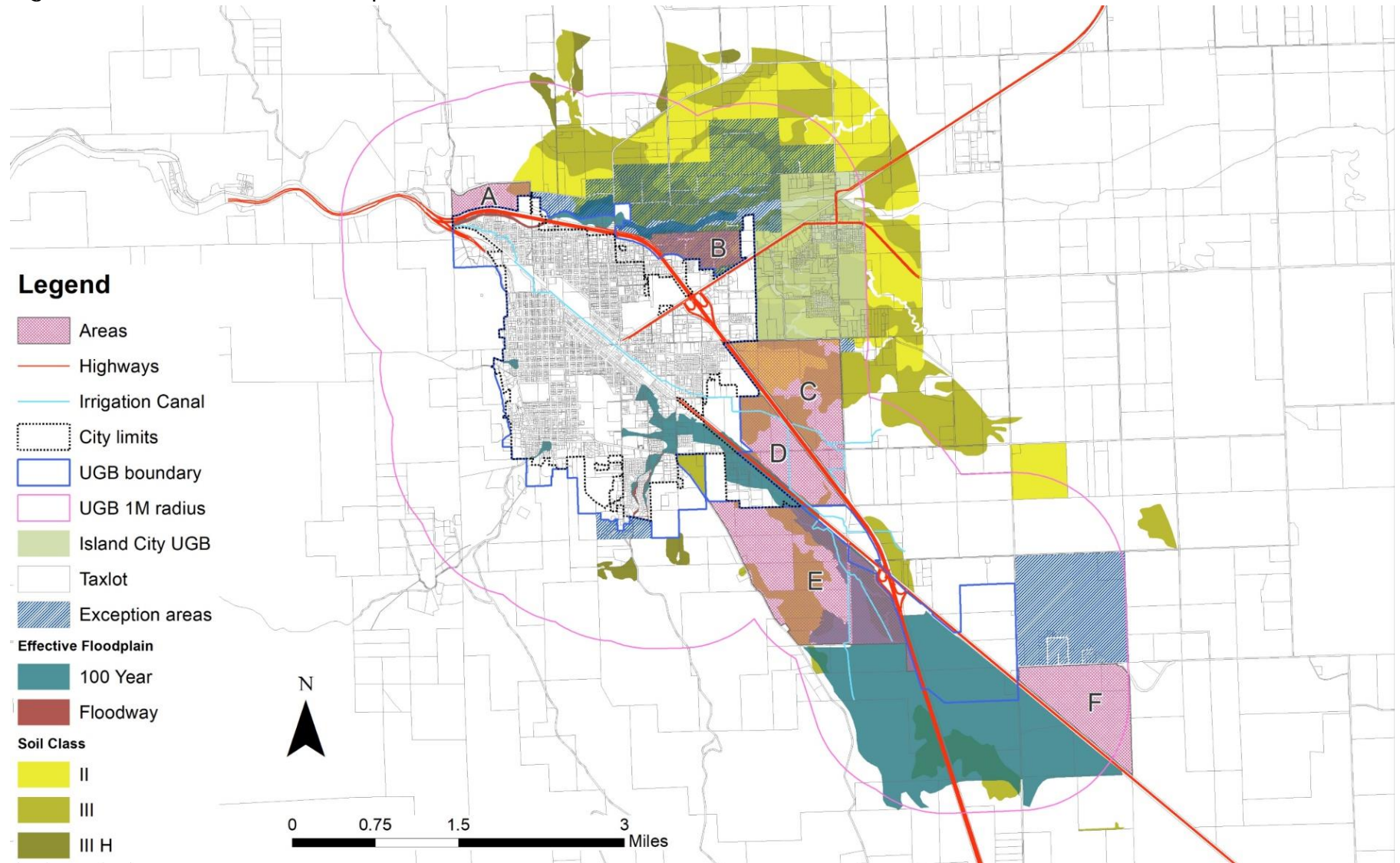
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.11: Refined Priorities



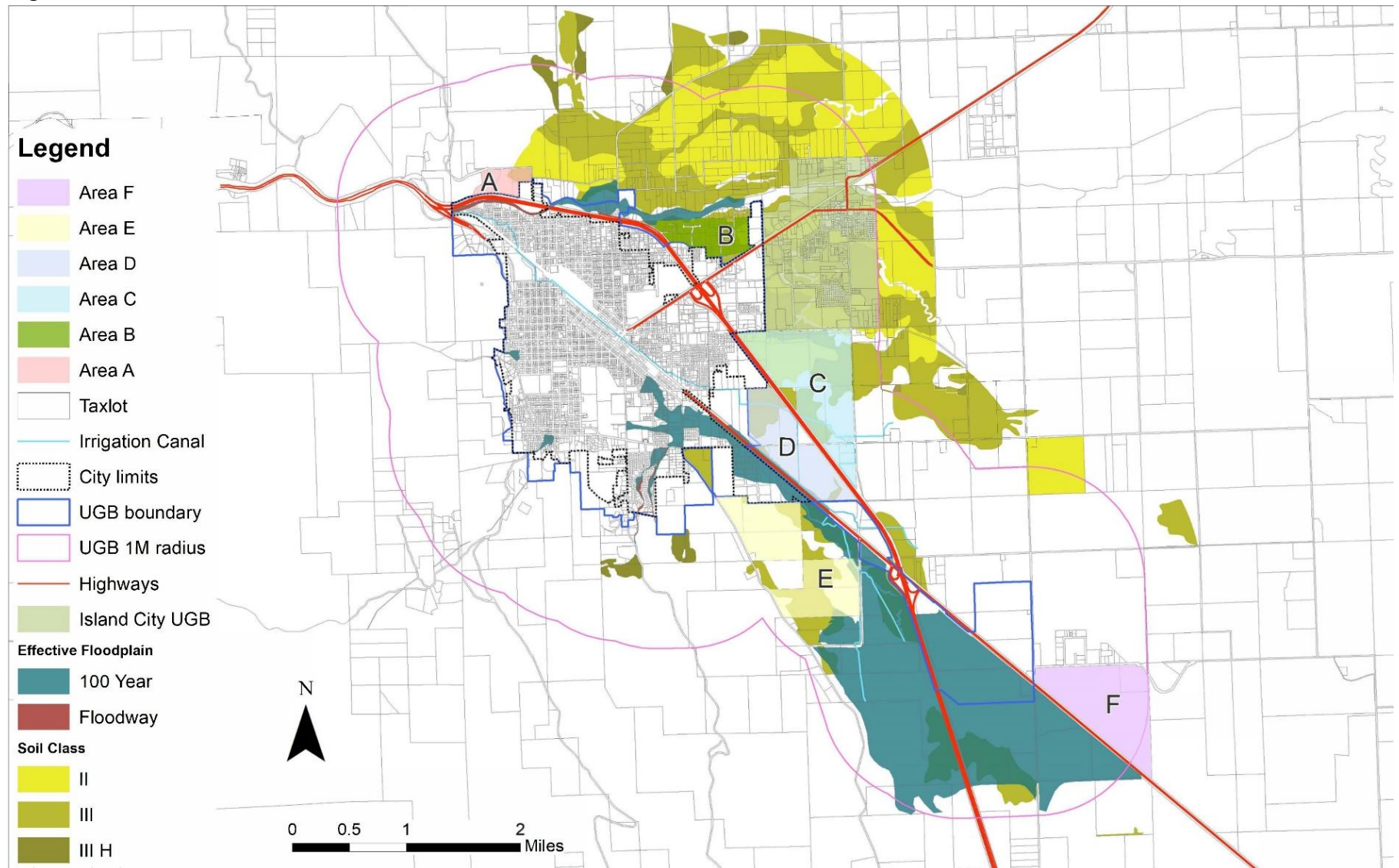
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.12: Refined Priorities Map with UGB Areas Identified



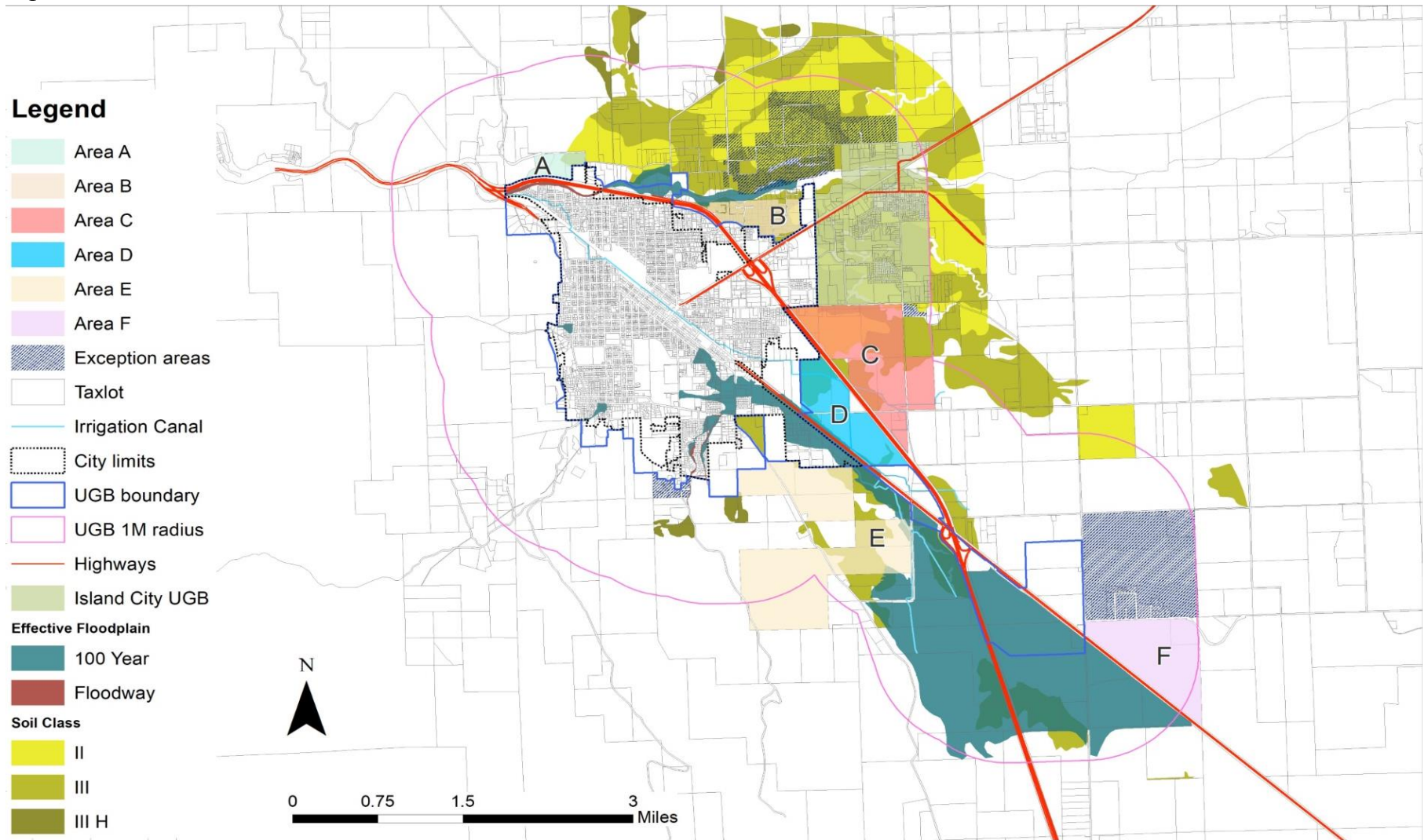
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.13: Recommended Areas (Lenient)



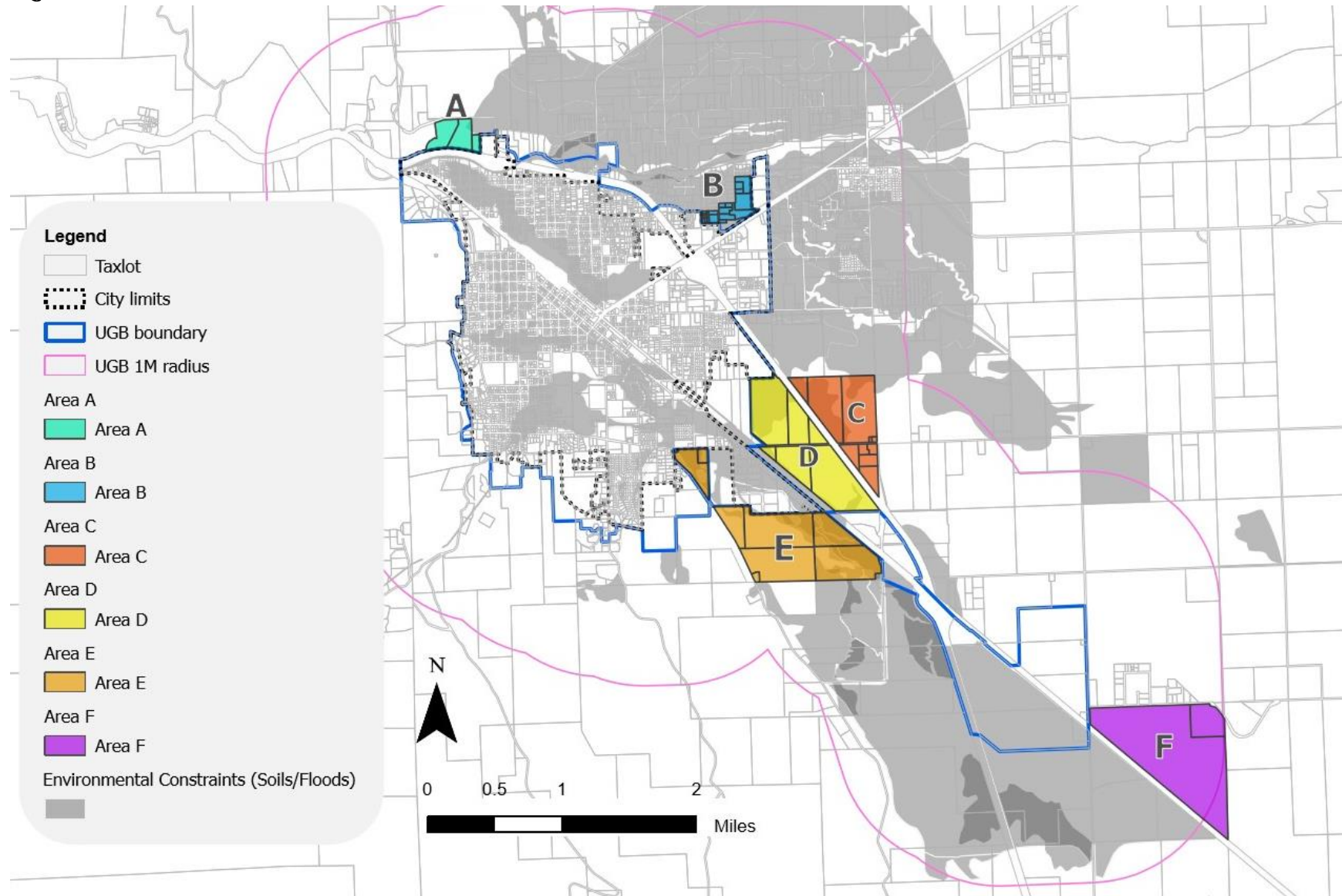
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.14: Recommended Areas (Strict)



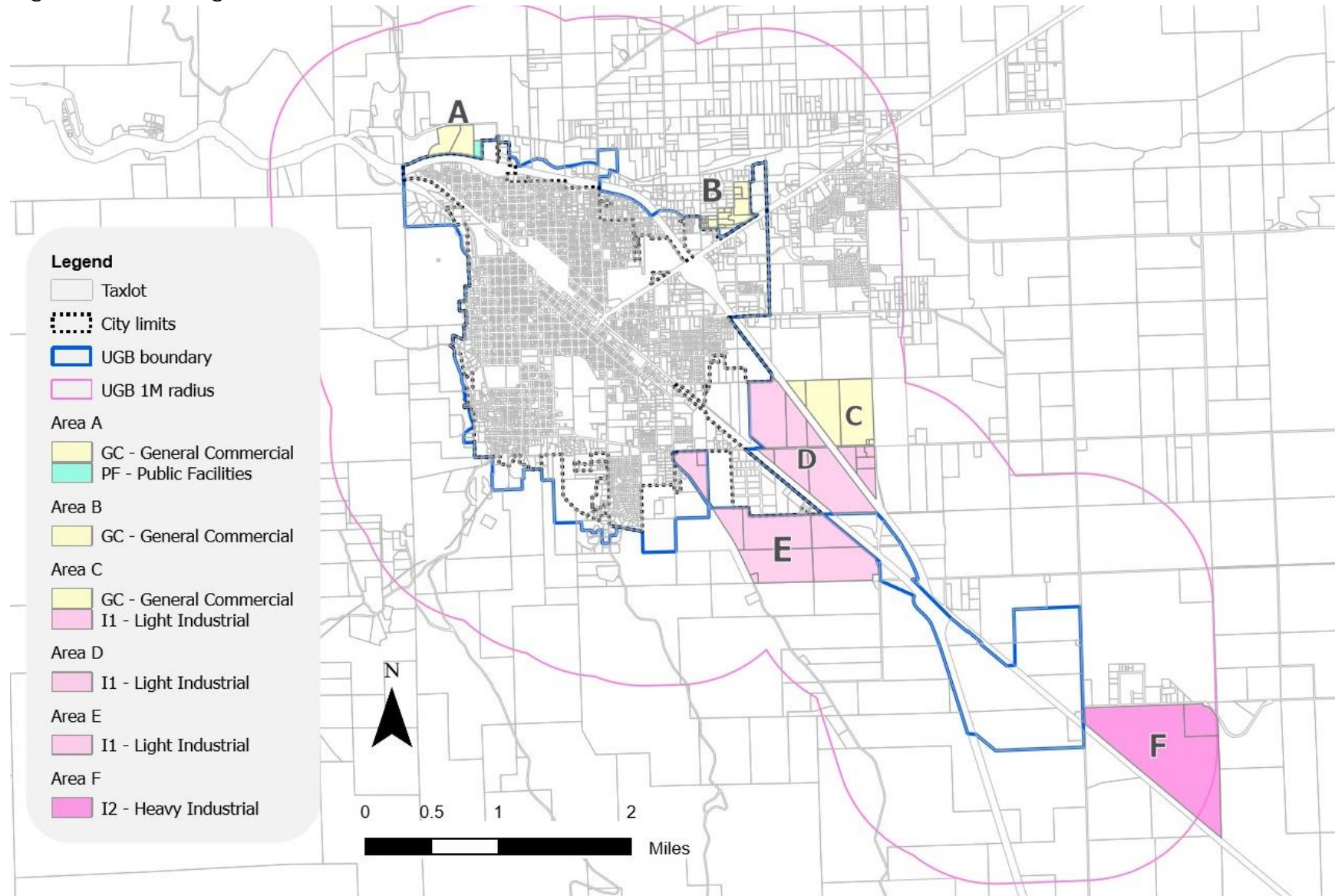
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.15: Recommended Areas with Constraints



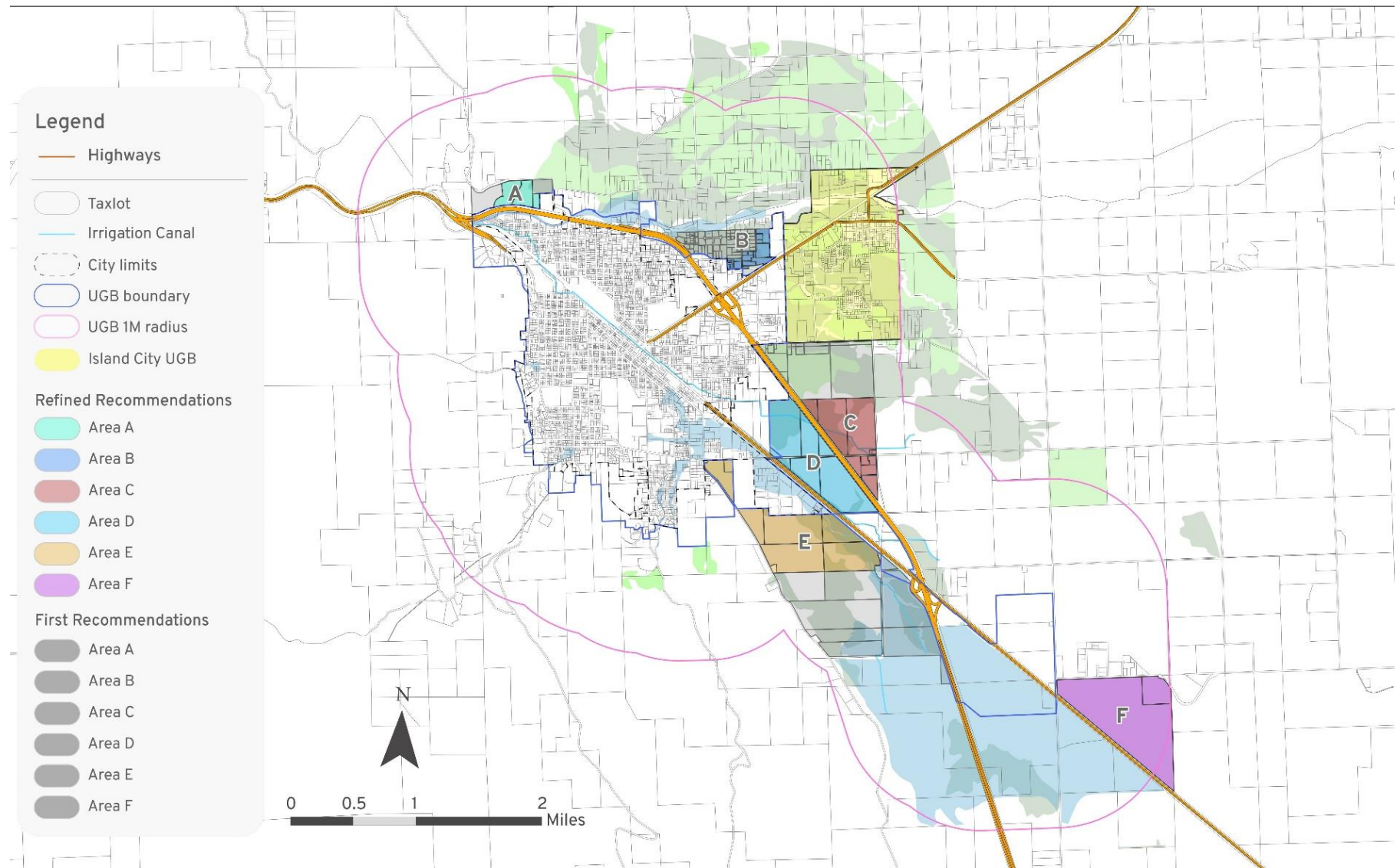
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.16: Zoning Recommendations



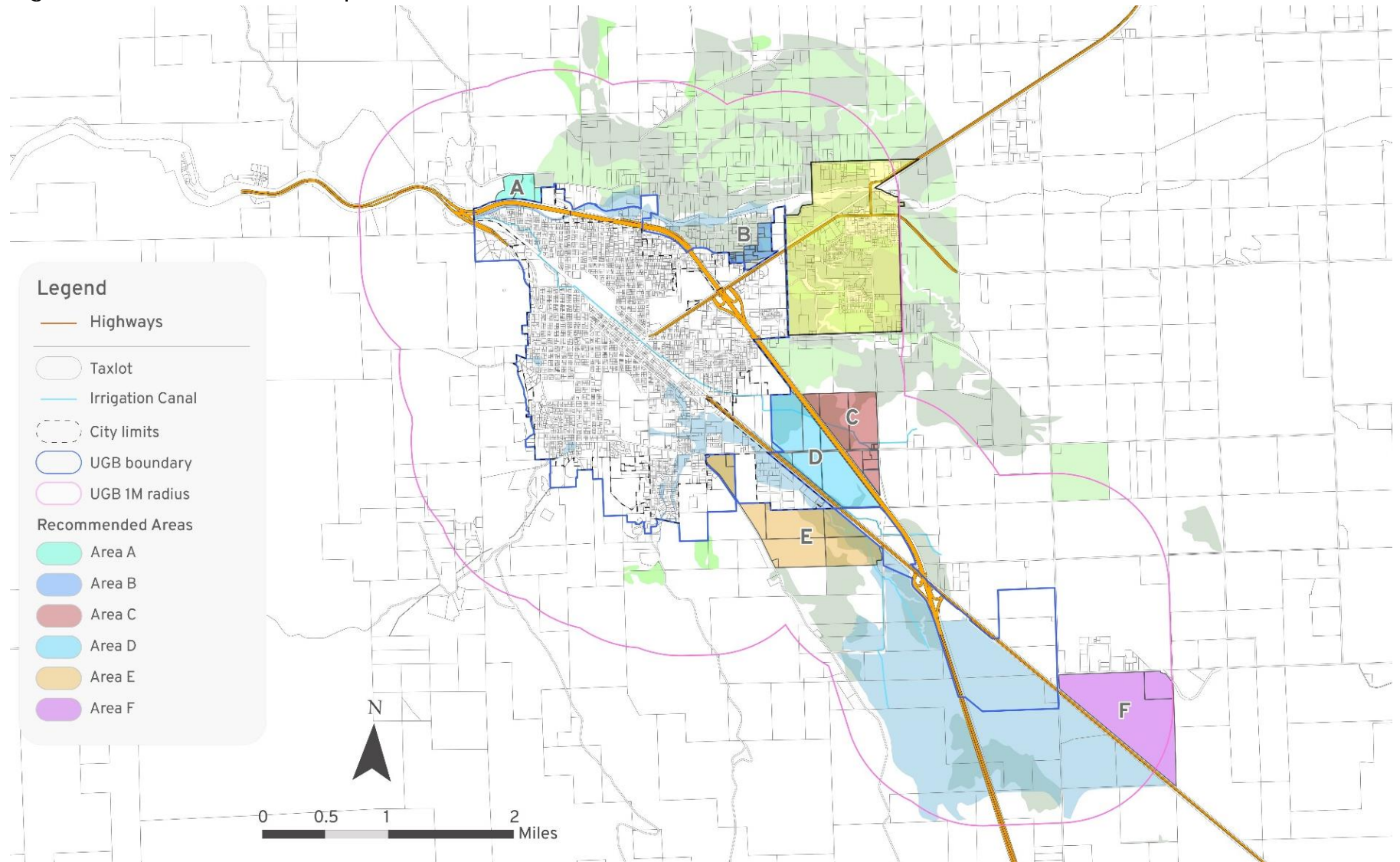
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.17: Refinement Timeline of Recommended Areas



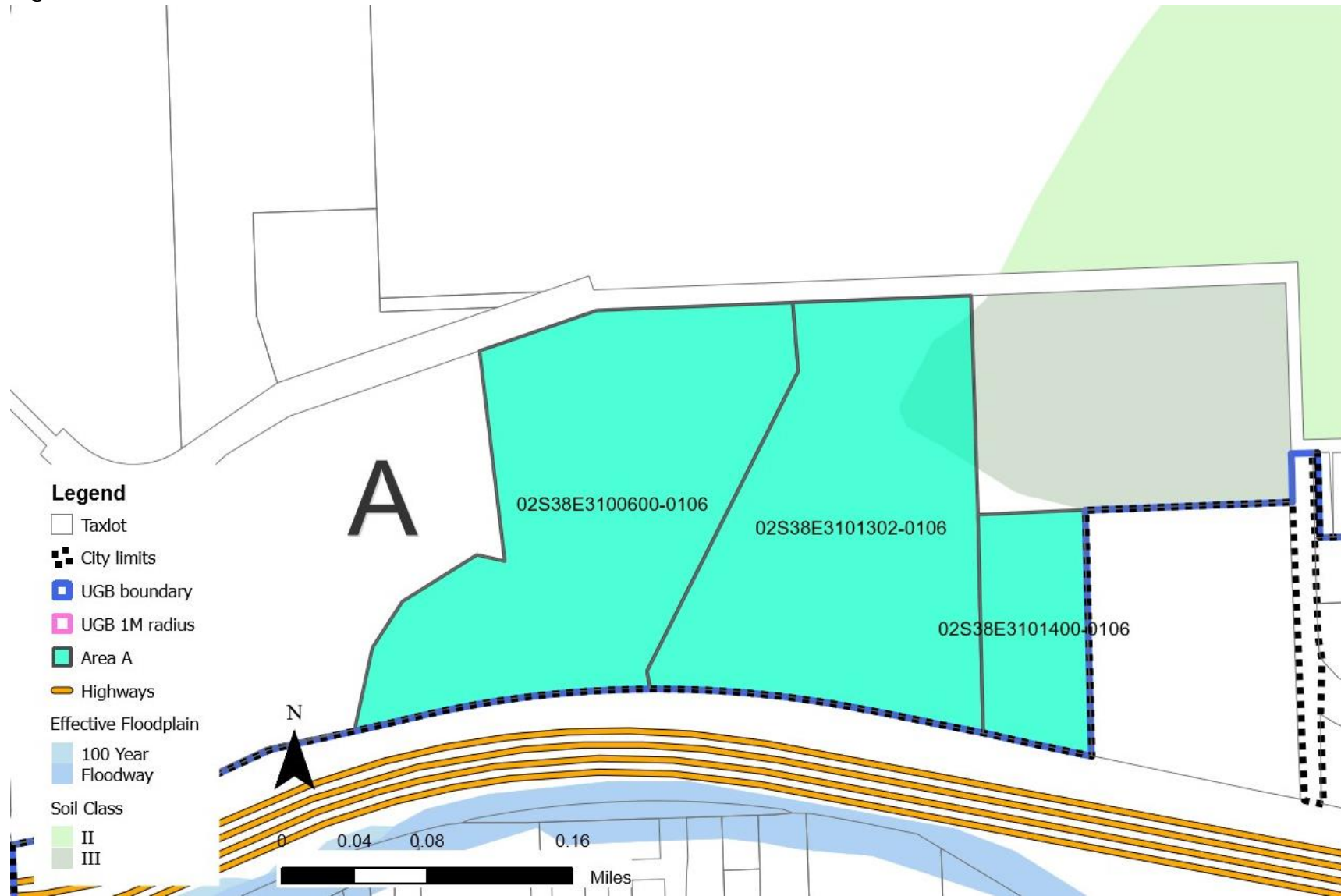
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.18: Recommended Expansion Areas



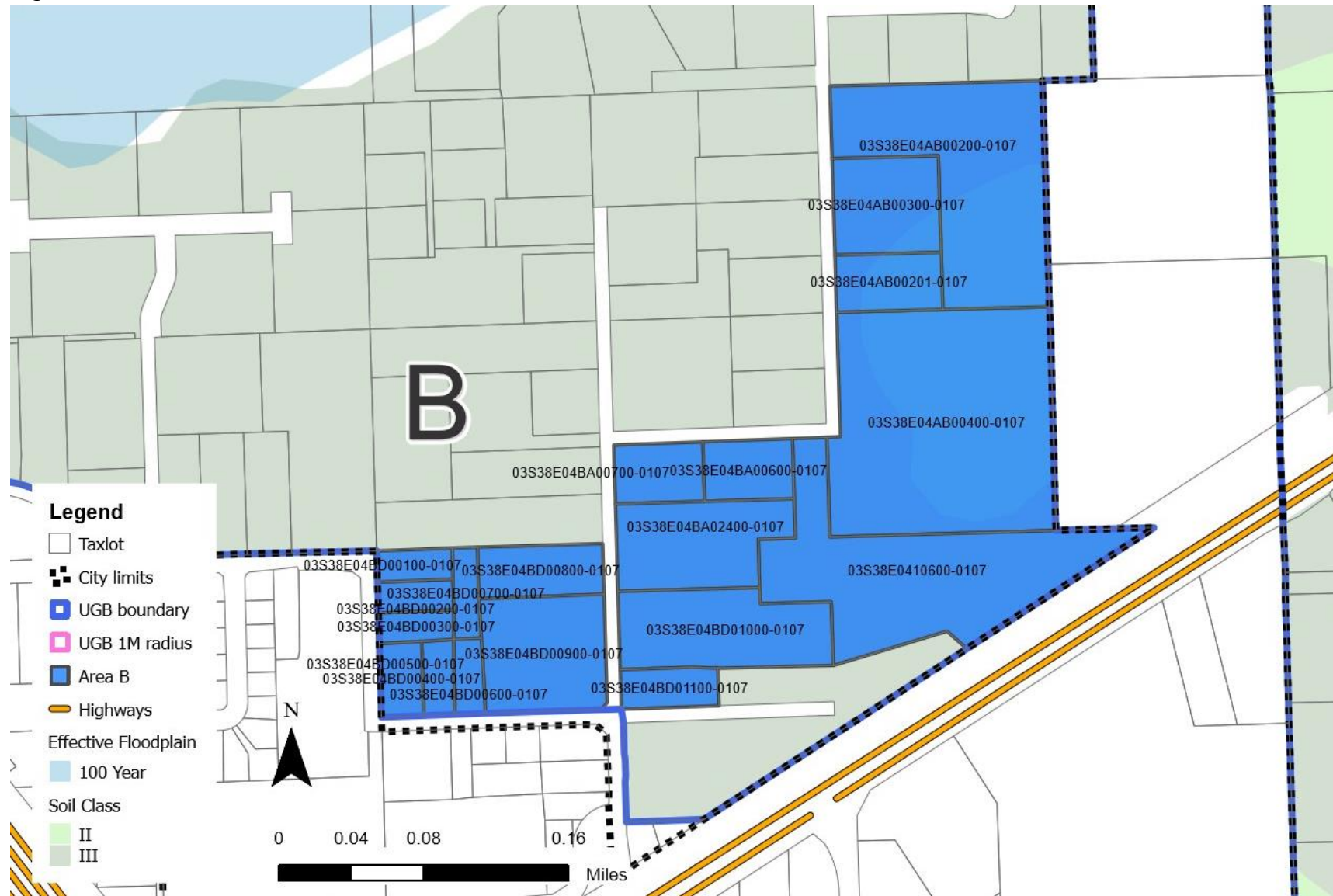
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.19: Area A Zoomed



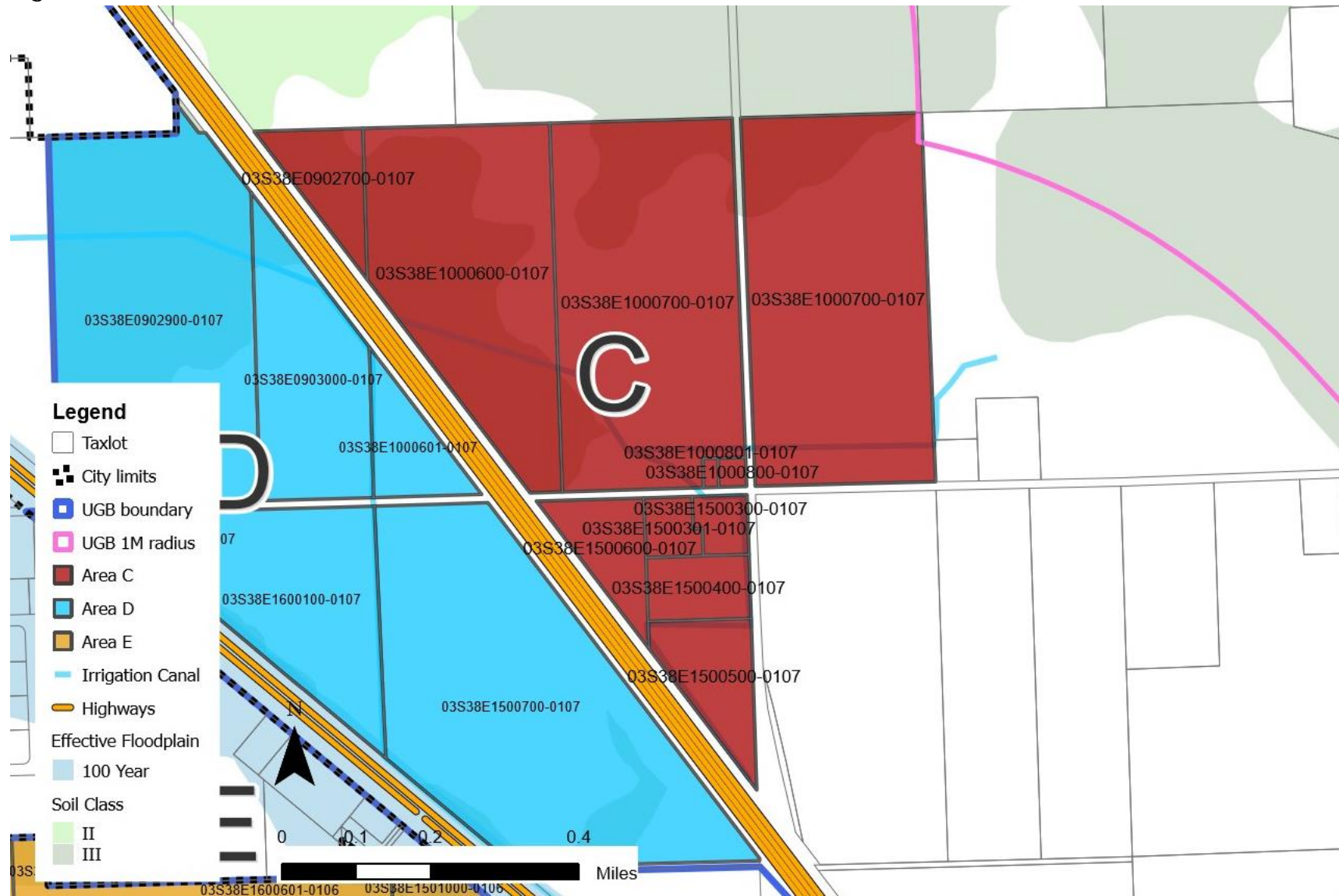
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.20: Area B Zoomed



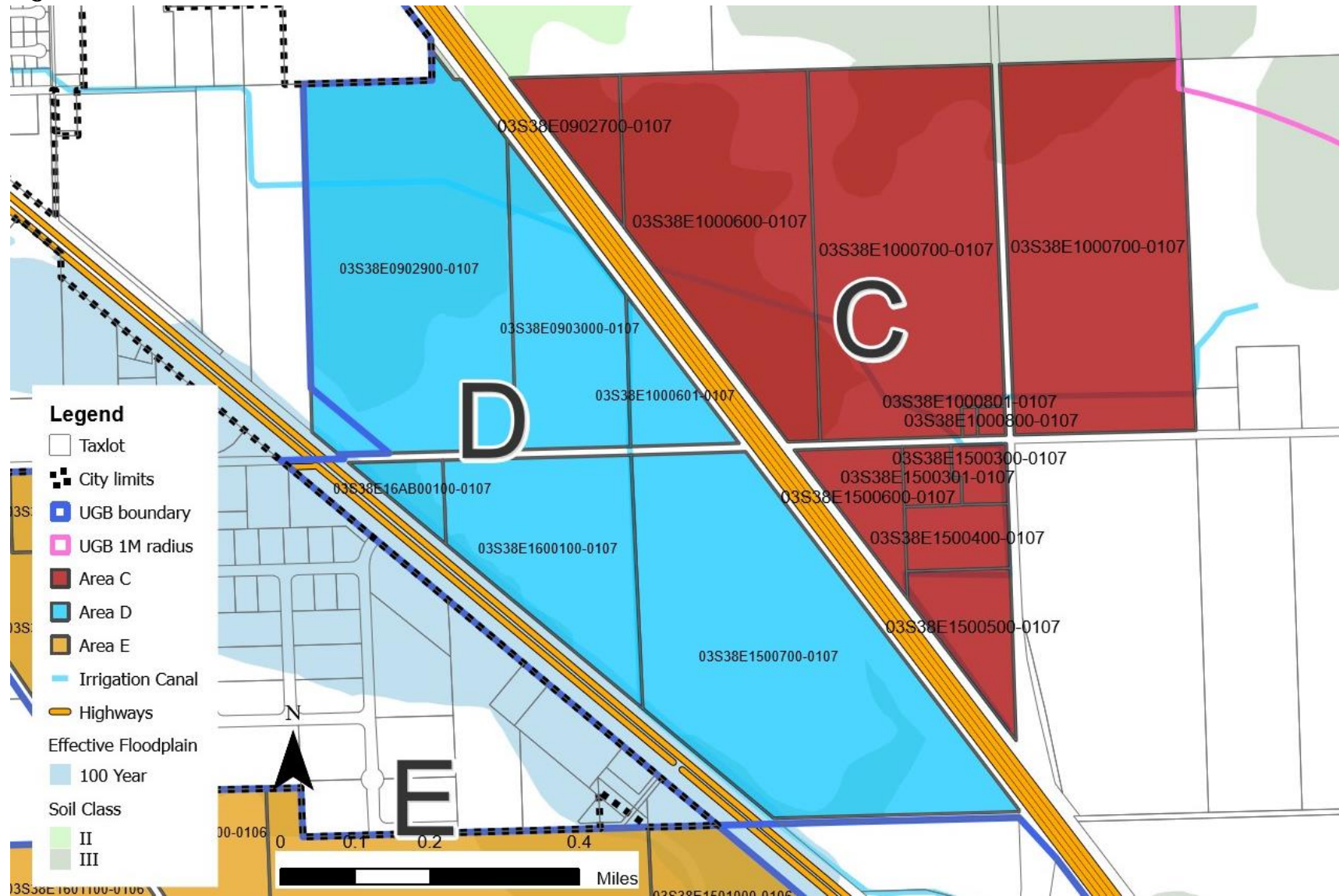
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.21: Area C Zoomed



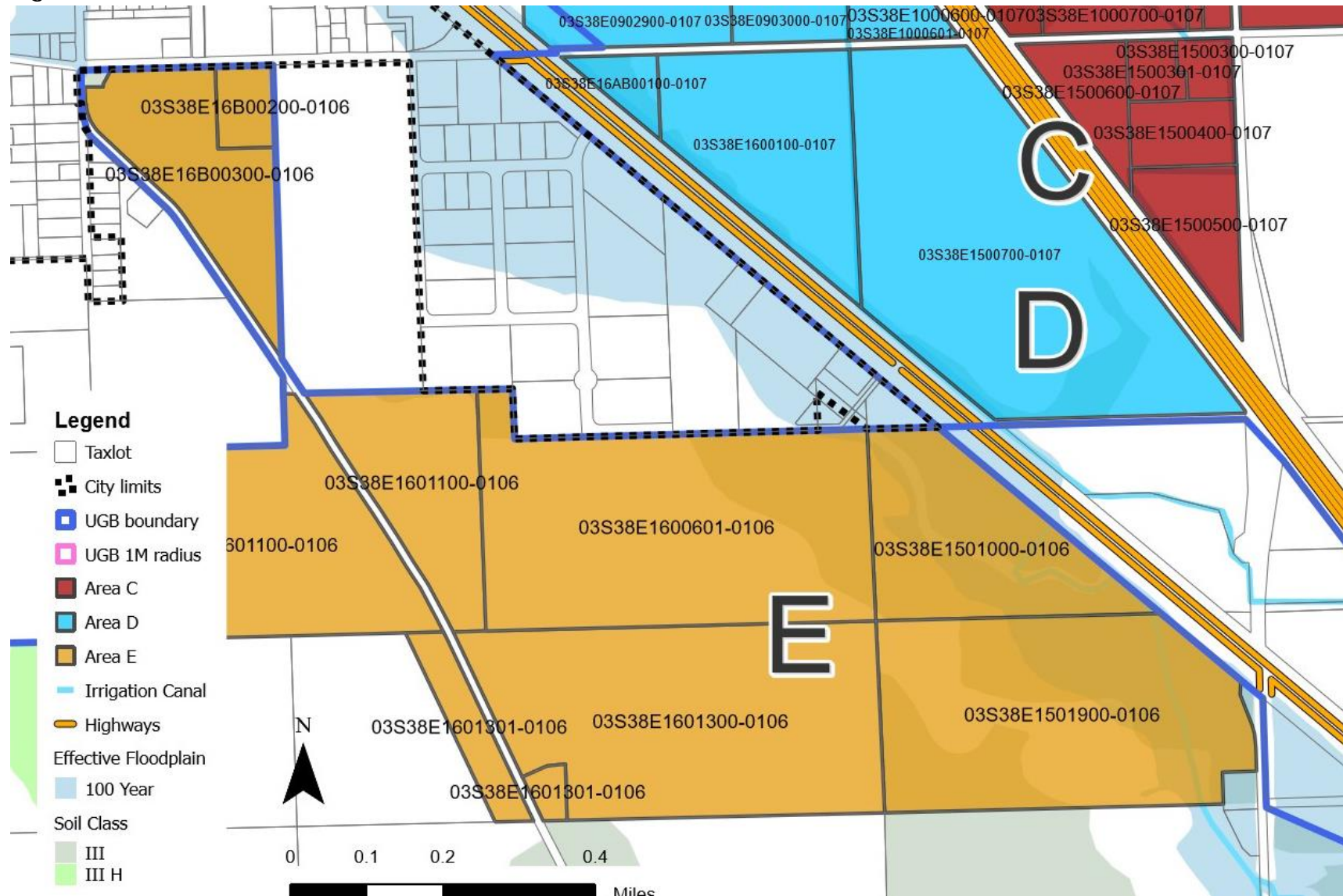
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.22: Area D Zoomed



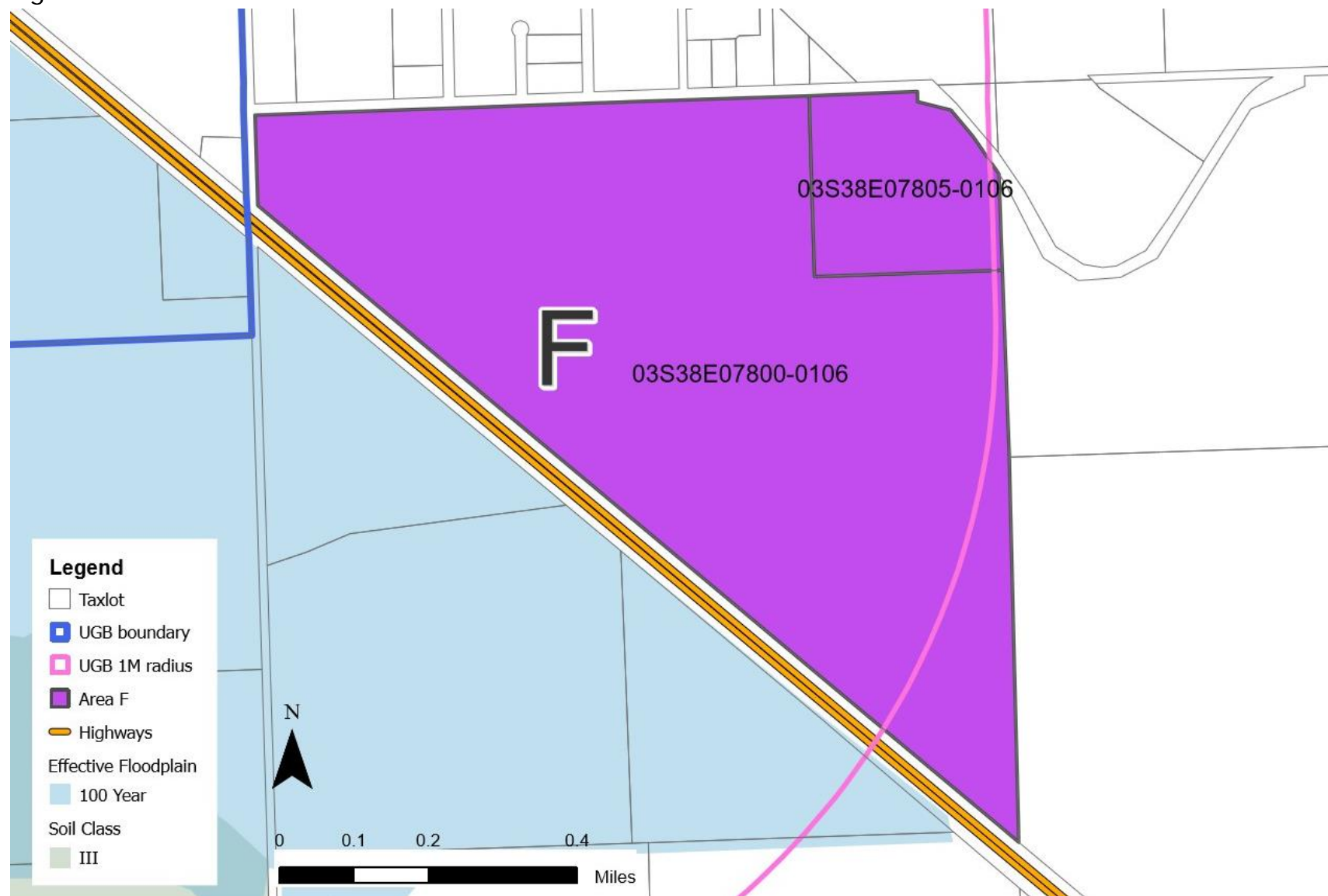
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.23: Area E Zoomed



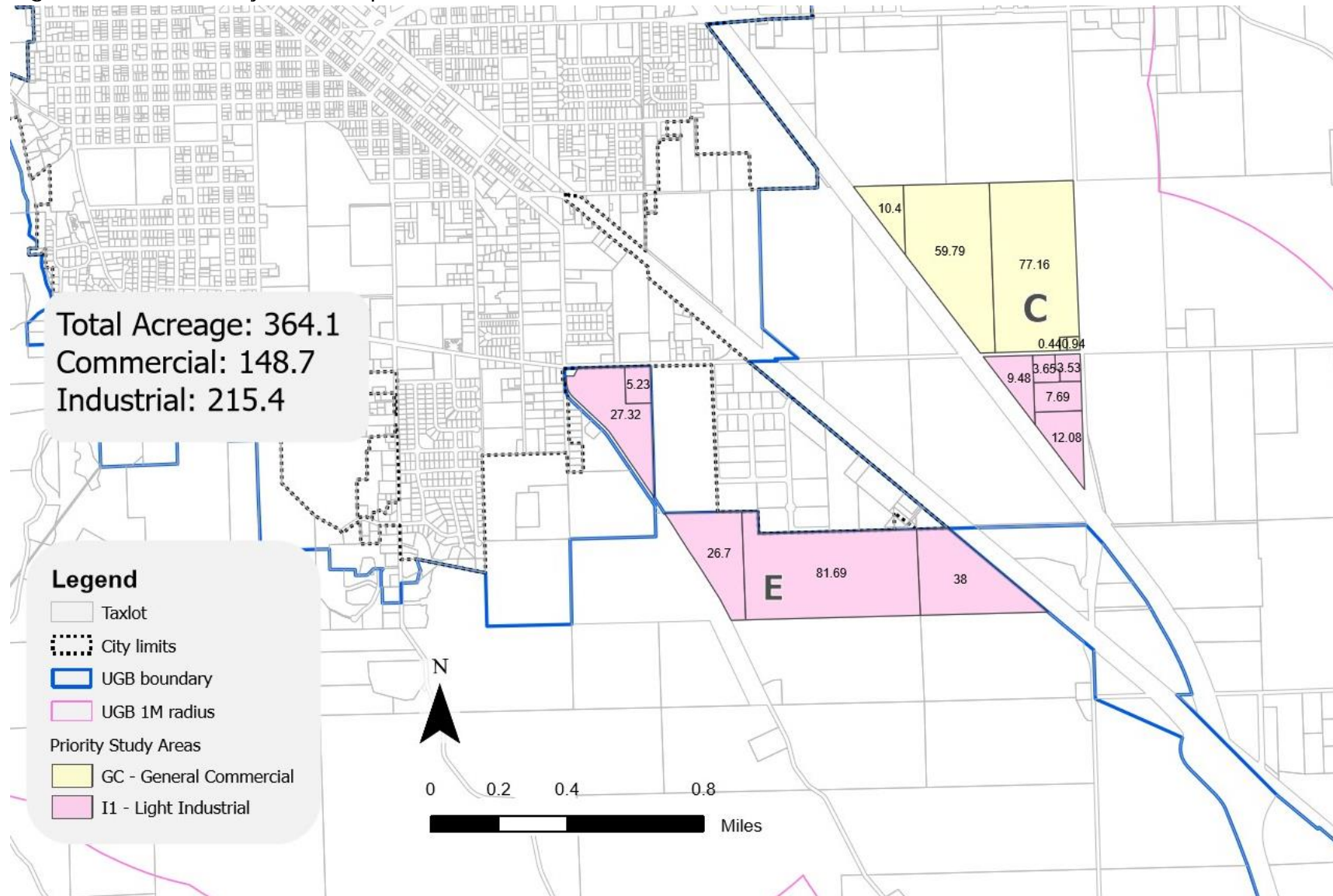
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.24: Area F Zoomed



Source: Nexus Planning Services using Data from La Grande GIS

Figure D.25: Sub-Study Areas Map



Source: Nexus Planning Services using Data from La Grande GIS

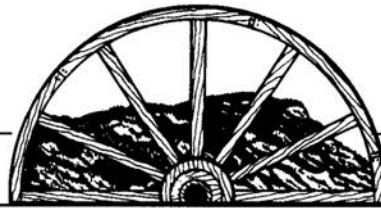
Legend

- Taxlot
- City limits
- UGB boundary
- UGB 1M radius
- Area A
- Area B
- Area C
- Area D
- Area E
- Area F
- Irrigation Canal
- Highways
- Effective Floodplain
 - 100 Year Floodway
- Soil Class
 - II
 - III
 - III H

0 0.45 0.9 1.8 Miles

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CITY OF



LA GRANDE

THE HUB OF NORTHEASTERN OREGON

COMMUNITY DEVELOPMENT DEPARTMENT / PLANNING DIVISION • P.O. Box 670 • 1000 Adams Avenue • La Grande, OR 97850

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

BEFORE THE CITY OF LA GRANDE DECISION ORDER

File Number: 01-CPA-25

April 8, 2025

HEARING BODY(IES):	Planning Commission (Recommendation)	City Council (Final Decision)
HEARING DATE(S):	Tuesday, April 8, 2025	Wednesday, May 7, 2025 Wednesday, June 4, 2025
HEARING TIME(S):	6:00 p.m.	6:00 p.m.
HEARING LOCATION:	City Hall Council Chambers, located at 1000 Adams Avenue, La Grande, Oregon; and may be watched live (or viewed later) on the City of La Grande's YouTube page at (http://www.youtube.com/@cityoflagrandeoregon7161).	

I. Application Information

Proposal:	The City of La Grande Comprehensive Plan Ordinance 3269, Series 2024, is proposed to be amended to include the adoption of the 2025 Goal 14 Urban Growth Boundary Expansion Report, adding a reference to such Report in Appendix C.
Applicant:	City of La Grande, Community Development Department
Address/Location:	Not Applicable. The Goal 14 Urban Growth Boundary Expansion Report does not include any changes to land use code amendments, nor does it expand or change the City of La Grande's Urban Growth Boundary.
Decision Order Prepared By:	Michael J. Boquist, Community Development Director

II. Schedule of Procedural and Public Hearing Requirements

In accordance with City Code, Subpart B, Chapter 101, Article III, Division 9 – Comprehensive Plan Document Amendment, Section 101-346; and Division 4 – City Council Review Procedure (*formerly Land Development Code Ordinance 3266, Series 2023, Articles 8.7, 9.3 and 9.4*), Comprehensive Plan Amendments are subject to the City Council’s review and decision authority, upon receiving a recommendation from the Planning Commission. In accordance with Article III, Division 5 – Public Hearings, the public meetings and public hearings for the consideration of the proposal were scheduled as follows:

City of La Grande Adoption Schedule

February - June 2024.....	Citizen Advisory Committee and Property Owner Outreach
January 13, 2025.....	Work Session before the City Council, with Planning Commission invited to attend.
February 19, 2025.....	35-Day Required Notice to the DLCD (PAPA Notice)
March 12, 2025.....	Public Notice Mailed to all Property Owners within eligible UGB expansion areas.
March 12, 2025.....	Public Notice Advertised in <i>The Observer</i> , Local Newspaper
April 8, 2025.....	Public Hearing #1, before the Planning Commission
May 7, 2025.....	Public Hearing #2, before the City Council, and First Reading of the adopting Ordinance by Title Only.
June 4, 2025.....	Public Hearing #3, before the City Council, and Second Reading of the adopting Ordinance by Title Only.
June 6, 2025.....	DLCD Notice of City Adoption - Post Acknowledgement Plan Amendment (PAPA).
July 4, 2025.....	Effective Date of Adopted Ordinance.

Union County Co-Adoption Schedule (Estimated)

August, 2025.....	Public Hearing #4, before the Union County Planning Commission for Co-Adoption.
September, 2025.....	Public Hearing #5, before the Union County Board of Commissioners, and First Reading of the co-adopting Ordinance by Title Only.
October, 2025.....	Public Hearing #6, before the Union County Board of Commissioners, and Second Reading of the co-adopting Ordinance by Title Only.
November, 2025.....	DLCD Notice of County Adoption - Post Acknowledgement Plan Amendment (PAPA).

III. Public Notice Information

Public notice was issued in accordance with City and State laws. The post-acknowledgement plan amendment (PAPA) notice was provided to the Oregon Department of Land Conservation and Development (DLCD) on the date stated in Decision Order Section II above, which was at least 35-days before the first evidentiary hearing in accordance with OAR 660-018-0020. As the adoption of the Goal 14 UGB Expansion Report does not expand or change the City of La Grande's Urban Growth Boundary, nor change any land use regulations, this proposal is not subject to Measure 56 notice requirements. However, the City has elected to provide mailed public notice to all property owners with the eligible UGB expansion areas, even though such notice is not required by City or State laws. Such notice was mailed on the date stated in Decision Order Section II above, which was at least 20-days in advance of the first evidentiary hearing. Advertised notice of all public hearings were provided in accordance with City and State laws, on the date stated in Decision Order Section II above, which was at least 20-days in advance of the first evidentiary hearing. All public hearing notices and materials were published on the City of La Grande website – Planning Commission's webpage, which meets or exceeds the requirements to be made available to the public at least seven days before the first evidentiary hearing. Agendas and meeting materials for subsequent evidentiary hearings before the City Council were also published on the City of La Grande website – City Council & Mayor webpage.

IV. Review Process and Appeals

Amendments to the Comprehensive Plan Ordinance is a legislative review process that is subject to the Planning Commission's and City Council's review and approval. The process requires the Planning Commission to first hold a public hearing to consider the proposed amendments and make a recommendation(s) to the City Council. The Planning Commission's recommendation(s) cannot be appealed. The City Council then holds a subsequent public hearing to consider the proposed amendments, along with the Planning Commission's recommendation(s). In total, the City Council holds at least two (2) public hearings to consider the proposed amendments, with public comments typically considered during the first public hearing. After the closing of the second public hearing, the City Council deliberates and may make a final decision. Upon receiving a final decision from the City Council, the City of La Grande Community Development Director mails written notice of the decision to any parties entitled to such notice. Such decision can then be appealed to the Oregon Land Use Board of Appeals (LUBA) if a person with standing files a Notice of Intent to Appeal within twenty-one (21) days of the date the decision was mailed, or thirty (30) days from the date of Ordinance adoption, whichever is later.

Subsequent to the City Council's decision, the proposed amendments are forwarded to Union County for co-adoption. This co-adoption goes before the Union County Planning Commission for a recommendation and subsequently to the Union County Board of Commissioners for adoption. A final decision of the Union County Board of Commissioners may also be appealed to the Oregon Land Use Board of Appeals (LUBA).

V. General Facts and Overview

1. From 2022-2024, the City conducted and completed a Goal 9 Economic Opportunities Analysis (EOA) & Buildable Lands Inventory, prepared by *Points Consulting & Nexus Planning Services*. The Goal 9 EOA analysis and final report was completed on October 10, 2023, with final adoption by City Ordinance on March 6, 2024.
2. The Goal 9 EOA forecasted a need for an additional 63 acres of commercial land and 121 acres of industrial employment land over the next 20-years.
3. In early 2024, the Oregon Department of Land Conservation and Development (DLCD) awarded the City a Technical Assistance Grant to conduct a Goal 14 Urban Growth Boundary (UGB) Expansion Analysis, in accordance with Oregon Administrative Rules (OAR) 660, Division 14, which includes Statewide Planning Goal 14 (Urbanization). Such Statewide Planning Goal requires that when the Urban Growth Boundary does not contain sufficient land to accommodate the City's land needs over next 20-years, the City shall act to amend its Urban Growth Boundary to accommodate such need.
4. The City contracted with *Points Consulting & Nexus Planning Services* to conduct the Goal 14 UGB expansion analysis, provide a recommendation on eligible expansion areas, and to develop findings that support such expansion.
5. The Goal 14 analysis and final report was completed on October 10, 2023, which identified six (6) eligible UGB expansion areas (Areas A-F), of which were further narrowed to two (2) areas (Areas C and E) for conducting a traffic analysis in accordance with OAR 660-012-0060.
6. Areas C and E contain roughly 148.7 acres of land to be targeted for commercial development, and 215.4 acres of land for industrial development (approx. 364 total acres). Areas C and E include approximately 180 acres more land than meets the need found in the Goal 9 EOA, which affords the City with several options to expand the UGB by 184 acres as opportunities arise.
7. The City Council and Planning Commission held a joint work session on January 13, 2025, to discuss the final conclusions of the Goal 14 analysis, along with a recommendation from *Points Consulting & Nexus Planning Services* and City staff.
8. While the Goal 14 analysis identified approximately 364 acres of land that meet the Goal 14 criteria for a UGB expansion, there was a lack of interested or willing property owners for participating in a UGB expansion at this time.
9. Because of the lack of interested or willing property owners for participating in a UGB expansion, the City has elected to not move forward with a UGB expansion at this time.
10. To support a future Goal 14 UGB expansion as economic development opportunities arise, the Goal 14 analysis is proposed to be adopted into the La Grande Comprehensive Plan as an Addendum and referred to at such time that an expansion is proposed.
11. Attached to Ordinance: **Exhibit A – Goal 14 UGB Expansion Report**, prepared by *Points Consulting*. The Goal 14 UGB Expansion Project was completed per the methodology and requirements provided in City of La Grande Ordinance No 3269, Series 2024, Comprehensive Plan, Goal 14 Chapter; and in accordance with OAR 660-024.

VI. City Code - Comprehensive Plan Document Amendment Review Criteria and Findings

Comprehensive Plan Document Amendments are subject to the review criteria and procedures set forth in City Code, Subpart B, Chapter 101, Article III, Division 9 – Comprehensive Plan Document Amendment.

Section 101-343 Purpose: The purpose of the comprehensive plan document amendment is to provide for changes in periodic needs, desires, and the rate of development, and in order to carry out the statewide planning goals.

Section 101-345 Review Criteria: A proposed comprehensive plan document amendment shall be approved if the reviewing authority finds:

(1) *That the proposed amendment is in compliance with state planning goals;*

Finding: This review criterion is believed to be met. This proposed amendment results from a Goal 9 process that began in 2022, and concluded in 2024. From 2022-2024, the City conducted and completed a Goal 9 Economic Opportunities Analysis (EOA) & Buildable Lands Inventory that forecasted a need for an additional 63 acres of commercial land and 121 acres of industrial employment land over the next 20-years. The adoption of the Goal 9 EOA, triggered the proposed Goal 14 UGB expansion process.

In accordance with Statewide Planning Goal 14 (OAR 660-024-0020), the Goal 14 UGB expansion process included:

- Public participation and involvement in accordance with Statewide Planning Goal 1;
- Study and justification based on a factual need in accordance with Statewide Planning Goal 2;
- Land resource quality as it relates to the Goal 14 process for evaluating the quality of soil types and prioritization in accordance with Statewide Planning Goal 6;
- Eliminating natural hazard areas from consideration in the Goal 14 process, in accordance with Statewide Planning Goal 7;
- Conformance with the City's Goal 9 EOA, in accordance with Statewide Planning Goal 9;
- Evaluating the availability and capacity of public facilities and services in the Goal 14 process, in accordance with Statewide Planning Goal 11;
- Evaluating transportation infrastructure in the Goal 14 process, in accordance with Statewide Planning Goal 12 and in accordance with the Oregon transportation planning rule per OAR 660-012-0060;
- Evaluating and following all Goal 14 UGB expansion requirements pursuant to Statewide Planning Goal 14.

The requirements of the above Statewide Planning Goals as they relate to the adoption of this Goal 14 UGB Expansion Report, prepared by *Points Consulting*, are addressed throughout the report, beginning on page 8. Each of the applicable requirements are referenced, along with an explanation of what the requirement means and how the process was followed and how the analysis conforms to such requirement. Please refer to the attached report for detailed findings relating to applicable Statewide Planning Goals, specifically Goal 14; as, well as Criterion 2 below related to the City

Comprehensive Plan Goals and Policies which overlap and also address the Statewide Planning Goals.

- (2) *That the proposed amendment is in conformance with the policies of the comprehensive plan; and*

Finding: The City of La Grande's Comprehensive Plan is structured and modelled after the Oregon Statewide Planning Goals. The City's Comprehensive Plan Goals and Policies, in its entirety has been accepted and acknowledged by the Oregon Department of Land Conservation and Development (DLCD) as conforming to the Oregon Statewide Planning Goals. The City's Comprehensive Plan is amended as needed to maintain such conformance. Following are specific elements of the Comprehensive Plan that are applicable to this proposed amendment.

As discussed above, this proposed amendment results from a Goal 9 EOA that forecasted a need for the City of La Grande for an additional 63 acres of commercial land and 121 acres of industrial employment land over the next 20-years. In accordance with Goal 5 of the City's Comprehensive Plan Goal 9 chapter, the City is to ensure that there is sufficient capacity for commercial and industrial development within its Urban Growth Boundary. To achieve this, when a "need" is identified, the City is to amend the UGB to *"provide for sufficient land to meet the City's long-term commercial and industrial economic development goals."*

The City's Goal 9 Policies 20-24 provide for *"Planning for Future Growth."* Policy 20 calls for identifying expansion area lands to satisfy the Goal 9 EOA need. Policy 21 calls for such land to be sized or *"reasonably scaled"* to meet the need. Policy 22, calls for accommodating sufficient land to meet a 10-year need. Policy 23 calls for considering establishing an Urban Reserve Area (URA), which the City has elected not to pursue. Policy 24 calls for specific sized lands (25-100 acre parcels) to be added to the UGB and reserved for specific industry types, which the City accomplished in 2013 and established a limited use overlay protecting such lands.

In addition to Goal 9, which was the driver for the proposed amendment, the following Comprehensive Plan Goals and Policies are also found applicable:

Goal 1 – Citizen Involvement

This Goal includes 14 policies, of which policies 1, 2, 3, 4, and 10 are applicable. These policies require opportunities for public engagement through the planning process and that technical information be made readily available in an understandable form.

As part of this Goal 14 UGB expansion process, a citizen advisory committee was established to evaluate UGB expansion opportunities, help identify priority lands for a UGB expansion and make recommendations to the City. Once proposed expansion areas were identified, a public meeting (open house) was held to receive public input on eligible expansion areas. Such input was essential in influencing the narrowing down of eligible lands to 2 focus areas that are most feasible. Following the completion of the analysis, the adoption process for amending the Comprehensive Plan includes a minimum of 3 public hearings before the City's Planning Commission and City Council, followed by 3 additional hearings before the County's Planning Commission and Board of Commissioners. These events fulfill the Goal 1 citizen involvement requirements.

Goal 2 – Land Use Planning

This Goal includes 11 policies, of which policies 1, 2, 3, 4, 5, 7, 8, 9, 10, and 11 are applicable. These policies require that decisions be made on a factual basis, based on need. Then, as part of a UGB expansion process, that alternative sites be considered, that compatibility with surrounding uses be considered, urban sprawl be minimized, and that commercial and industrial uses be concentrated to strengthen their business activities. All of these elements were satisfied in the Goal 14 process and are discussed in the Goal 14 UGB Expansion Report.

Goal 6 – Air, Water and Land Resource Quality

This Goal includes 8 policies, none of which specifically apply to this UGB expansion analysis. However, in general, these policies direct the City to be good stewards of the land and to minimize adverse impacts on the environment, residential neighborhoods, etc. by evaluating resources and creating buffer areas if needed. All of these factors were considered in the site selection process, especially as the six (6) eligible expansion areas were narrowed down to two (2) focus areas. Factors considered included evaluating the location of streams, rivers, riparian areas, the quality of soils, and proximity of residential neighborhoods. The two (2) final areas for consideration result in the least impact on all air, water and land resources.

Goal 7 – Areas Subject to Natural Disasters and Hazards

This Goal includes 11 policies that focus on protecting life and property from natural disasters and hazards. This is accomplished through the policies by avoiding specific areas, such as steep slopes, wetlands, floodplains, etc. All of these elements are discussed in the Goal 14 UGB Expansion Report, which explains that all areas of natural hazard were avoided in the site selection process.

Goal 10 – Housing

Although this Goal is not applicable to this Goal 14 project, a response to the applicability of this Goal is being provided at the request of the *Fair Housing Council of Oregon*, which includes the reasoning and justification as to why Goal 10 is not applicable to this project.

This 2025 Goal 14 Urban Growth Boundary Expansion project does not include a residential component, such as a residential land needs analysis or a UGB expansion analysis for residential lands, as this Goal 14 project was specifically limited to addressing only commercial and industrial land needs.

Specific to Goal 10, the City of La Grande conducted a residential land needs analysis per Statewide Planning Goal 10 requirements in 2020, which concluded that La Grande has 300+ acres of surplus land zoned residential. As a result, there was no justification for considering any expansions of the City's UGB for residential lands, and thus there was no justification to include a residential component as part of this Goal 14 UGB expansion project.

The City of La Grande's next periodic review for updating the residential buildable lands inventory, housing needs analysis and housing production strategy is scheduled to begin around 2028, per DLCD's periodic review schedule. Such review and update are anticipated to be exclusively focused on conformance to Statewide Planning Goal 10 – Housing requirements.

Goal 11 – Public Facilities and Services

This Goal includes 24 policies, all of which are fairly general in nature and do not specifically apply to this Goal 14 process. However, in general the Goal

11 policies discuss evaluating the capacity of the City's existing system and ensuring that it is not over committed to such degree that lands within the City cannot be adequately served. Also, as the City expands, that City water and sewer will be extended to new development. All of these issues were considered in the Goal 14 UGB Expansion Report which reflect that the City has sufficient supply and ability to serve the proposed two (2) areas of focus.

Goal 12 – Transportation

This Goal has 20 policies sorted into 6 categories that include the transportation system, land use compatibility, funding, coordination and implementation. These goals focus on evaluating the City's transportation system and ensuring that all streets have sufficient capacity and function as identified in the City's transportation system plan. Unfortunately, the City's transportation system plan was adopted in 1999, and is outdated with respect to the traffic analysis, capacities and projects included. As a result, new focused area studies have been conducted for large projects and for UGB expansion considerations, as is the case with this Goal 14 UGB Expansion Report. The traffic analysis conducted for this Goal 14 project evaluated all of the streets and intersections in the vicinity of the two (2) focus area, identifying that the transportation system has sufficient capacity to support the proposed UGB expansion. However, depending on the specific industry and size of development, minor improvements were recommended and may be required at the intersection of Gekeler Lane and McAlister Road. The Goal 14 UGB Expansion Report also discusses that at such time that the City does expand the UGB to accommodate a new industry, additional traffic studies may be necessary to determine the actual impacts and necessary mitigation for a proposed development vs. the assumptions provided in this Report.

Goal 14 – Urbanization

This Goal includes 8 policies, discussing residential, commercial and industrial UGB expansions. The policies require studies to be conducted to determine the City's 20-year land need, considering rezoning existing areas before expanding the UGB, ensuring that the City has sufficient capacity to serve proposed areas with City services, and require urban services and annexation be provided as part of development. This Goal also refers to State law requirements for UGB expansions and conformance with ORS 197.296(4) and ORS 197.298, and OAR 660-004-0010. All of these requirements are addressed in the Goal 14 UGB Expansion Report.

- (3) *That the proposed amendment is supported by specific studies or other factual information which documents the public need for the amendment.*

Finding: As referenced previously in this Decision Order, this proposed UGB expansion project was initiated based on the factual results of the Goal 9 EOA conducted between 2022-2024. Such study forecasted a need for the City of La Grande to add an additional 63 acres of commercial land and 121 acres of industrial employment land over the next 20-years.

VII. Recommended Conclusions and Order

Based on the analysis and Findings of Fact in this Decision Order, the proposed Goal 14 Comprehensive Plan amendment satisfies the requirements established City Code, Subpart B, Chapter 101, Article III, Division 9 – Comprehensive Plan Document Amendment, and are consistent with Oregon Administrative Rules (OAR) 660, Division 9.

On the date stated in Decision Order Section II above, the Planning Commission met to consider the proposed Goal 14 Comprehensive Plan amendment; and, by unanimous vote recommended approval to the City Council.

Upon receiving the recommendation from the Planning Commission, and based on the Findings of Fact within this Decision Order, the City Council concludes that the proposed Goal 14 Comprehensive Plan amendment **(met/did not meet)** the requirements established in City Code, Subpart B, Chapter 101, Article III, Division 9 – Comprehensive Plan Document Amendment, and by **(majority / unanimous)** vote, the City Council **(approved/denied)** the proposed Comprehensive Plan Document Amendment.