La Grande Goal 14 Urban Growth Boundary Expansion Study

January 2025

Facilitated by

POINTS CONSULTING

NEXUS PLANNING SERVICES

FEHR PEERS

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.

Contents

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

UBG 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.

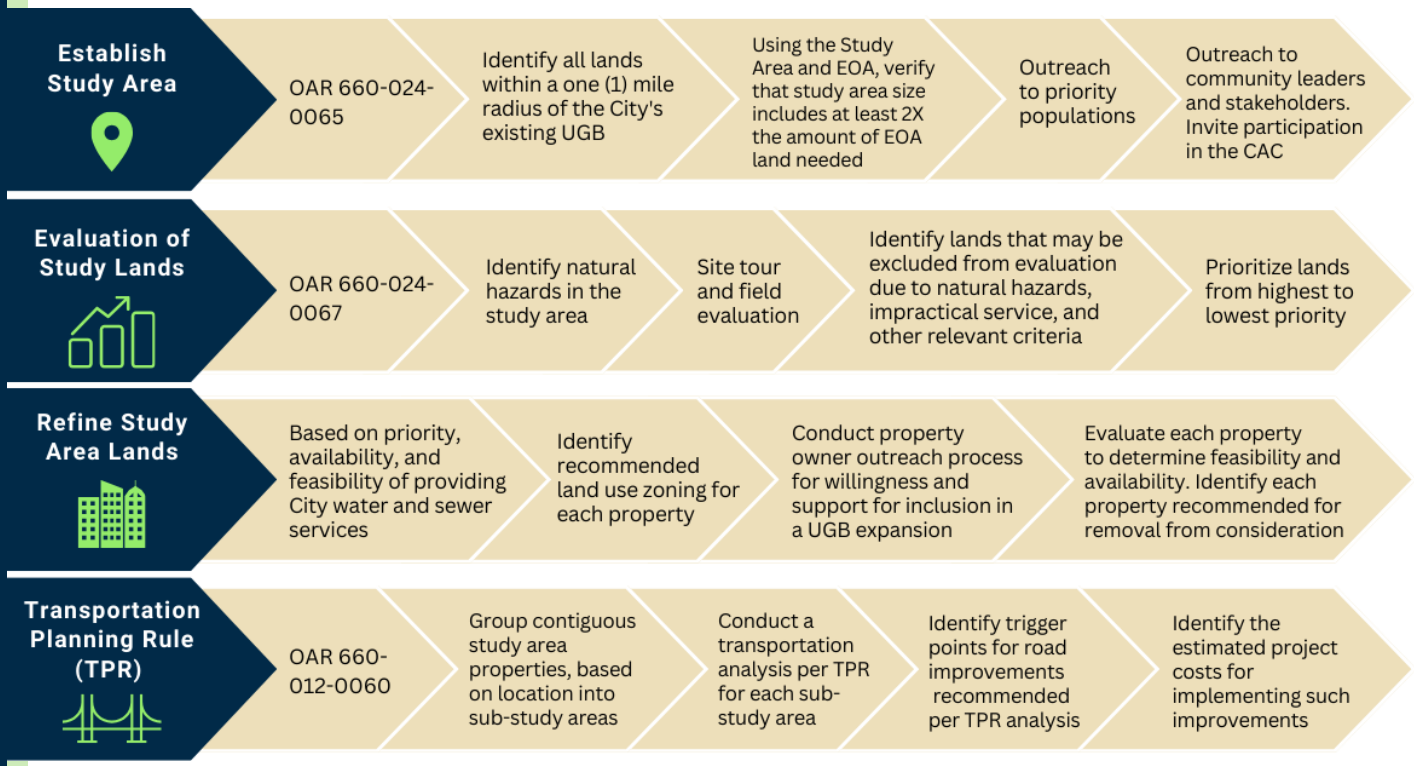
The expected outcome of the project will be the adoption of a final product, and adoption of an Ordinance that amends the city's Comprehensive Plan map and Land Use Zoning Map to expand the city's UGB to include the needed commercial and industrial lands per the EOA and apply the city zoning as necessary.

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.

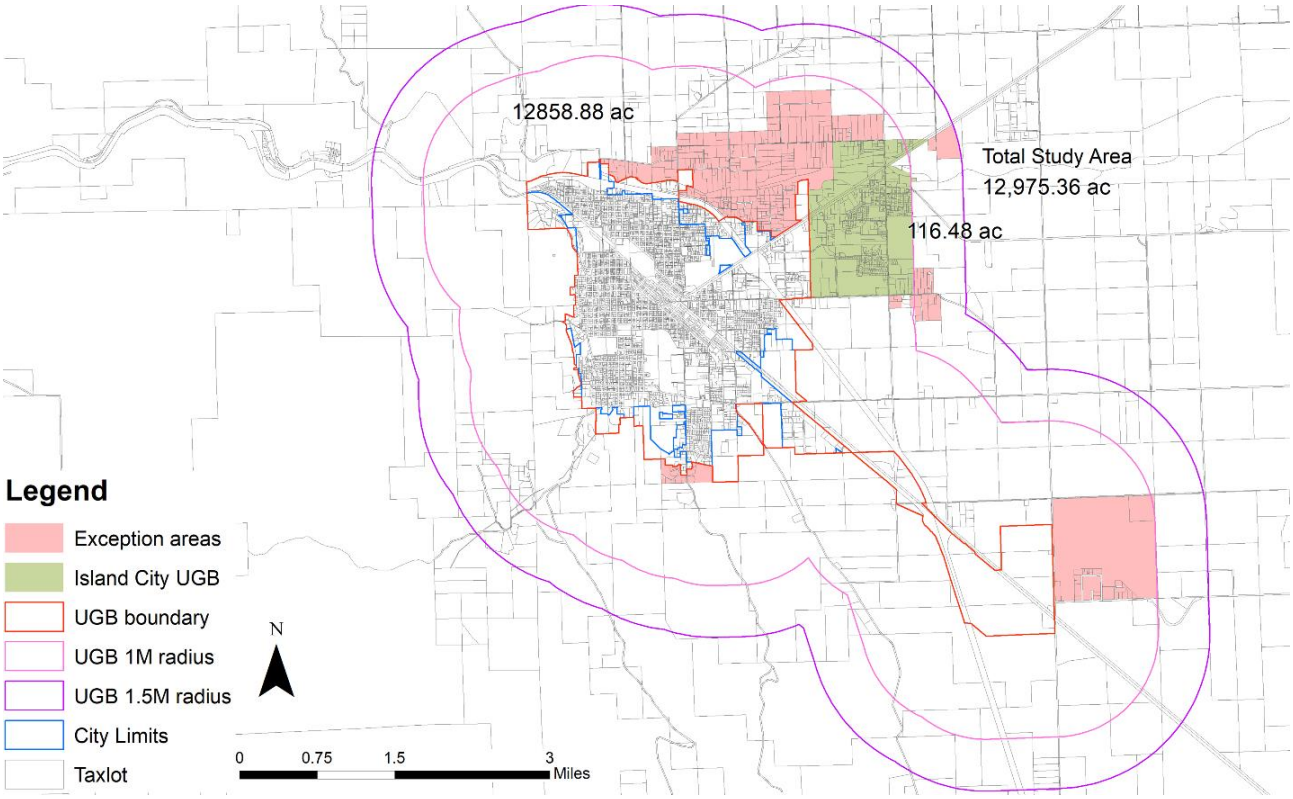
OAR 660-024-0065 provides that the study area identifies lands all within a one-mile radius of the city's existing UGB. It further guides that all "exception areas" are identified within a 1.5-mile radius of the city's existing UGB. Figure 3.1 below includes UGBs for both the City of La Grande and Island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

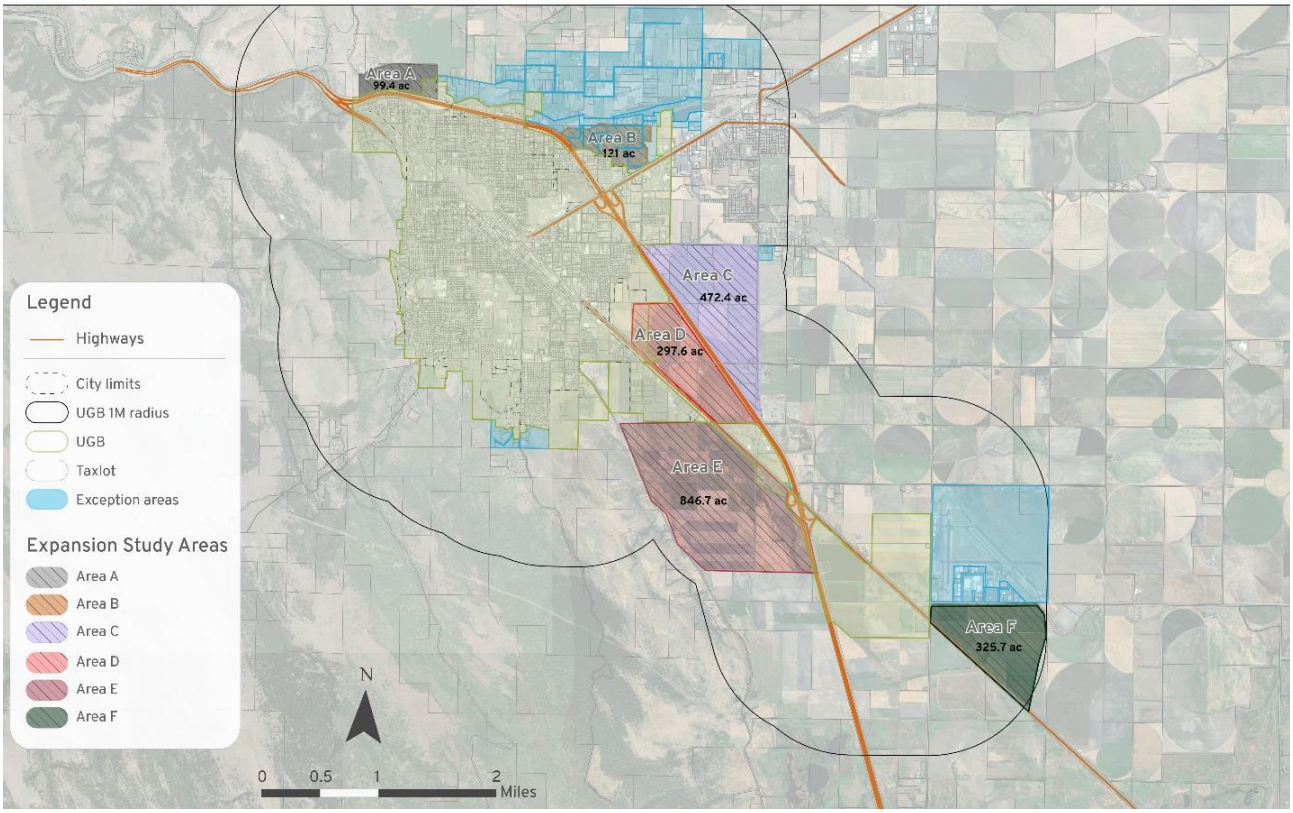
Also mentioned in the Goal 9 EOA, the City needs 184 acres of additional commercial and industrial lands to accommodate expected economic growth. Doubling this amount requires at least 368 acres. Based on spatial analysis, the initial study area for the City's UGB expansion includes 12,975 acres.

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 660-024-0067[6], 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.

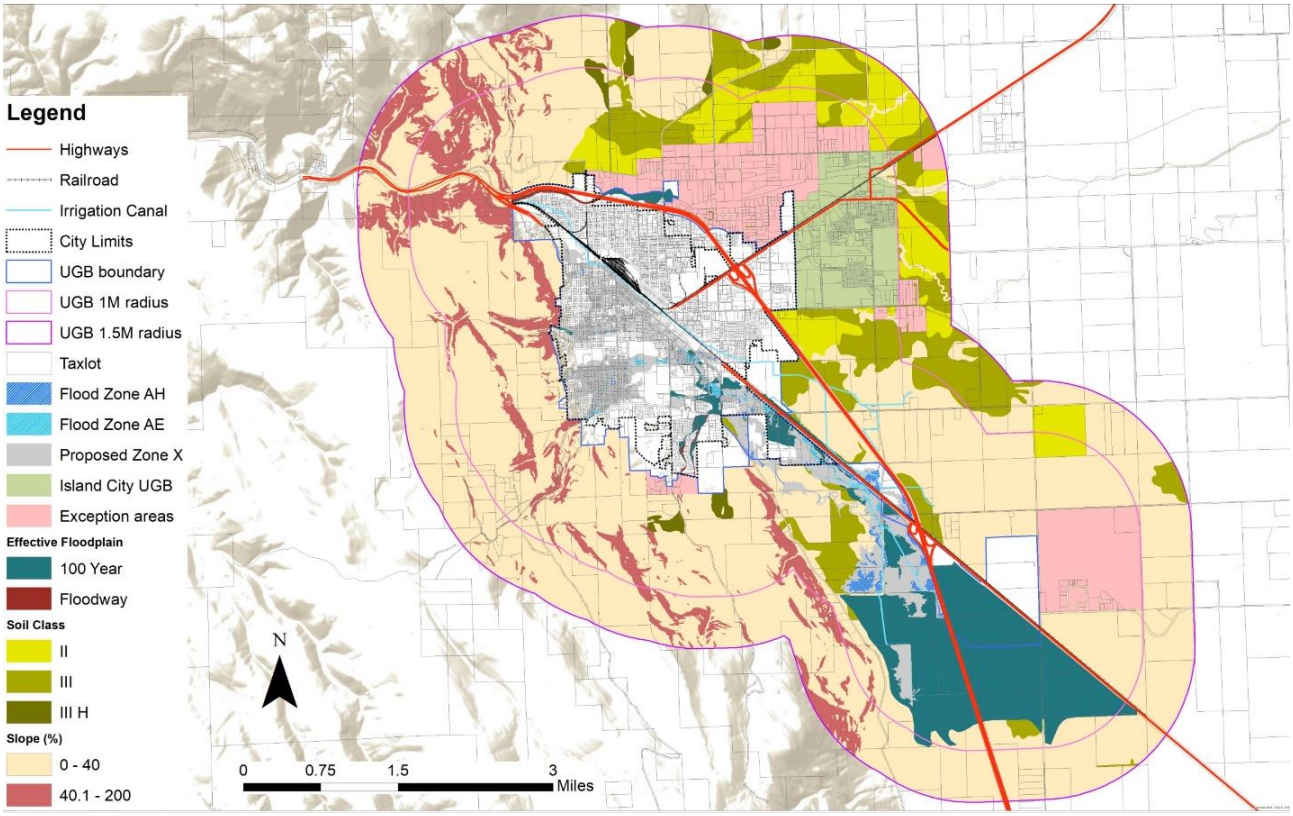
greater) slopes, wetlands, and FEMA-identified flood zones. Other excluded lands are based on the impracticality of providing public services.

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.

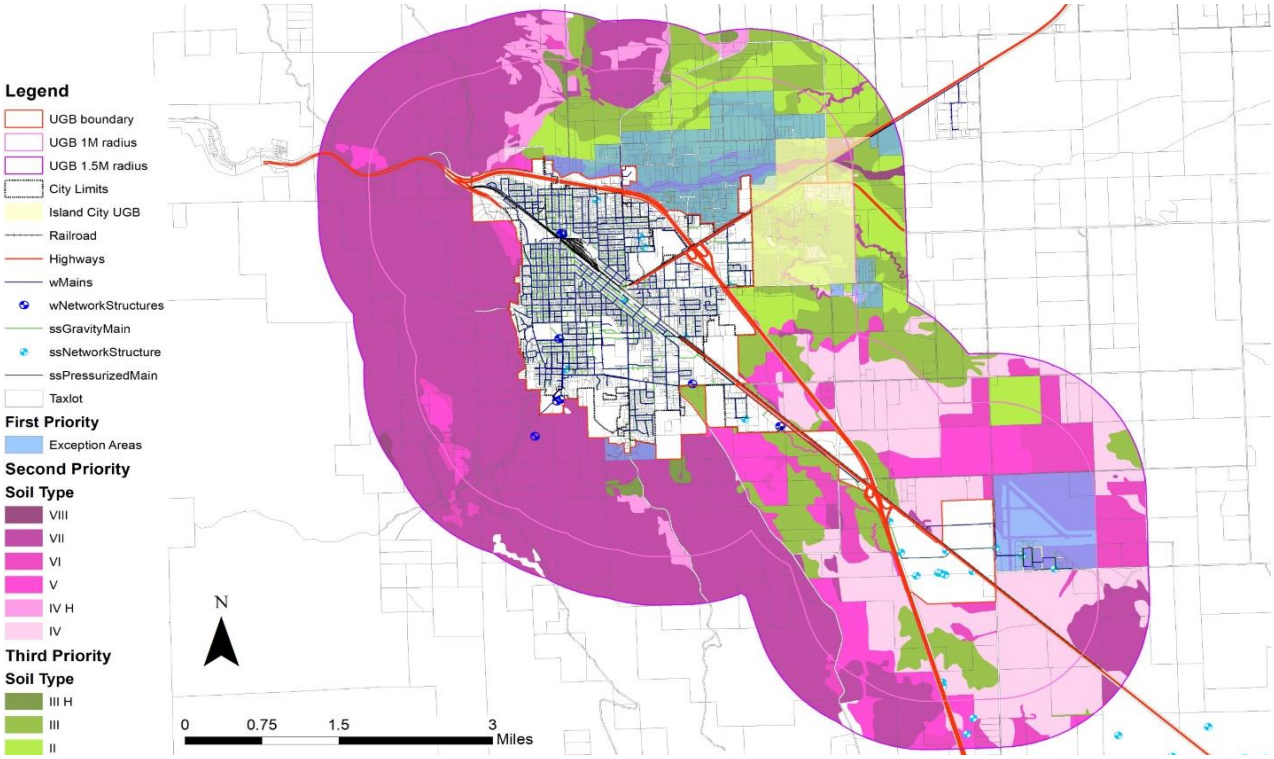
The Fourth Priority is high-value farmland that is designated as agricultural land in an acknowledged comprehensive plan. A city may not select Fourth Priority land that is made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation 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).

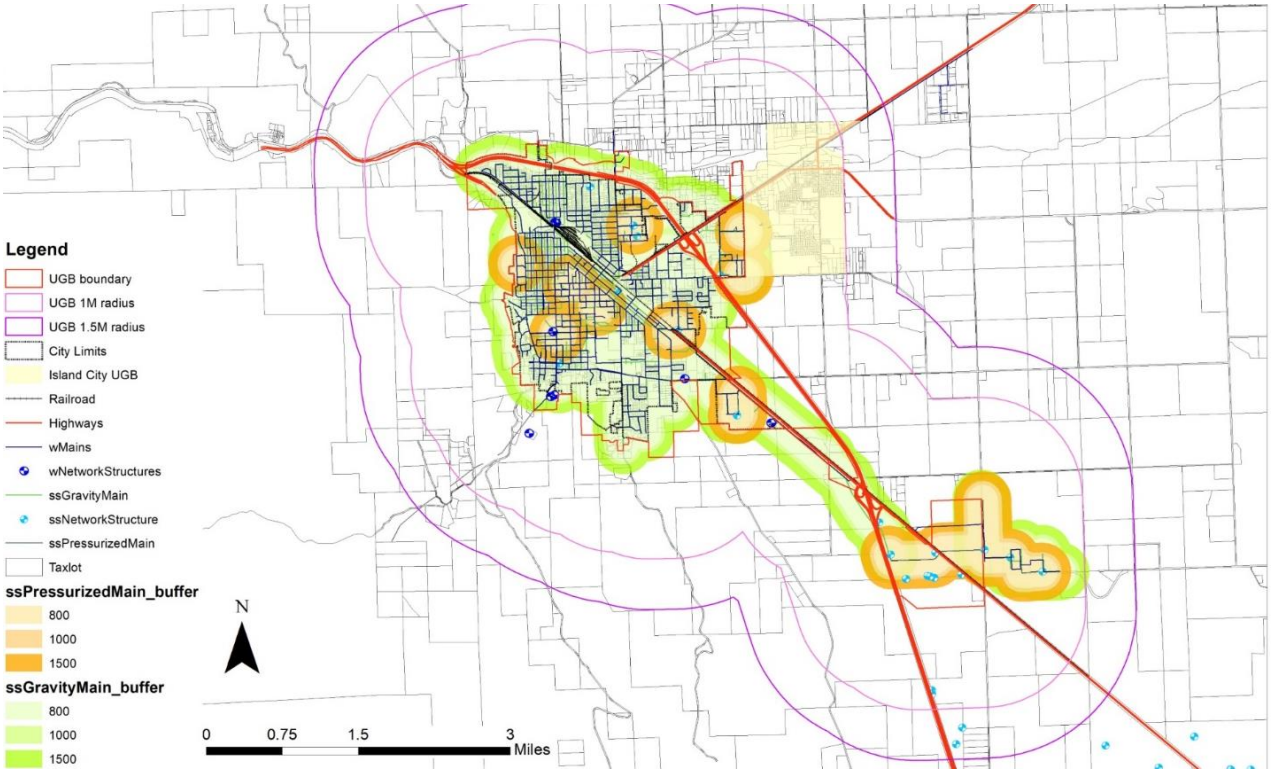
[7] Urban reserve land is designated under OAR Chapter 660, division 21, in an acknowledged comprehensive plan

Figure 3.4: Priorities



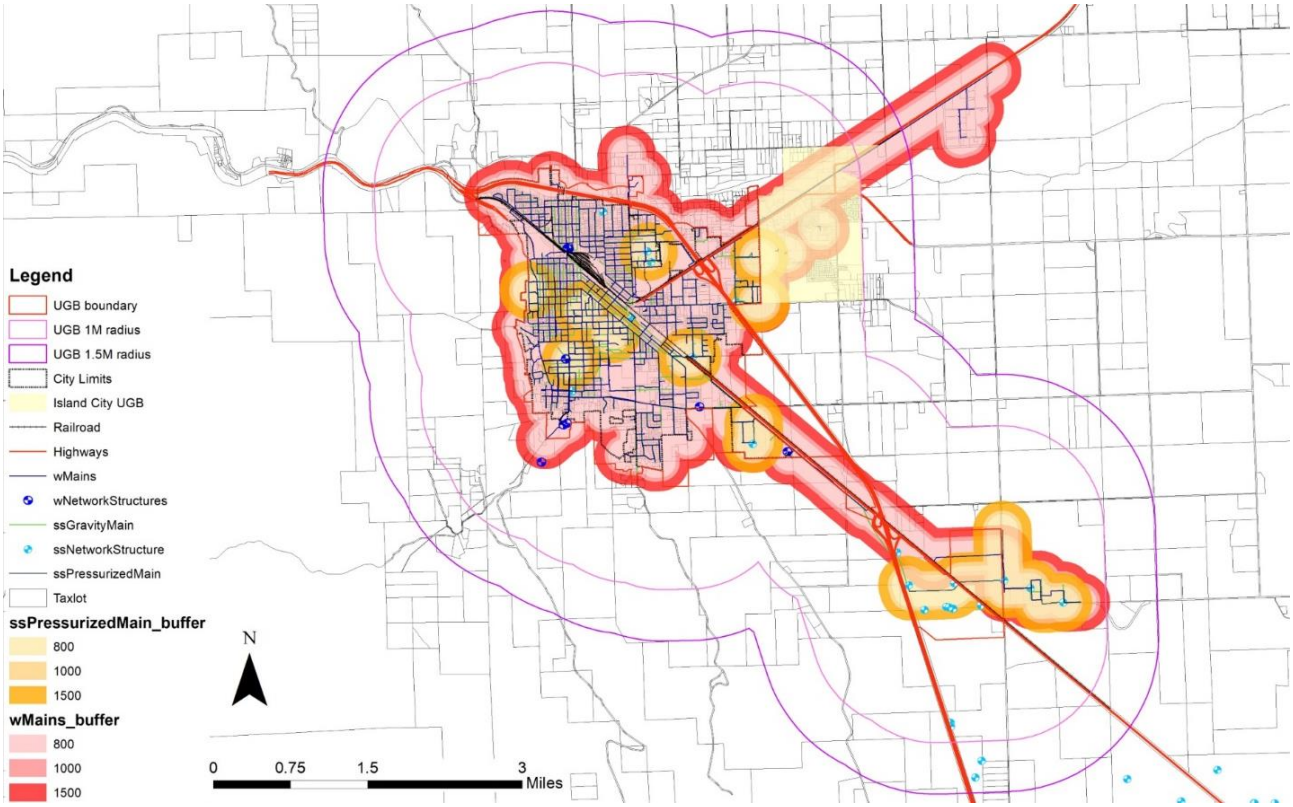
Source: Nexus Planning Services using Data from La Grande GIS

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



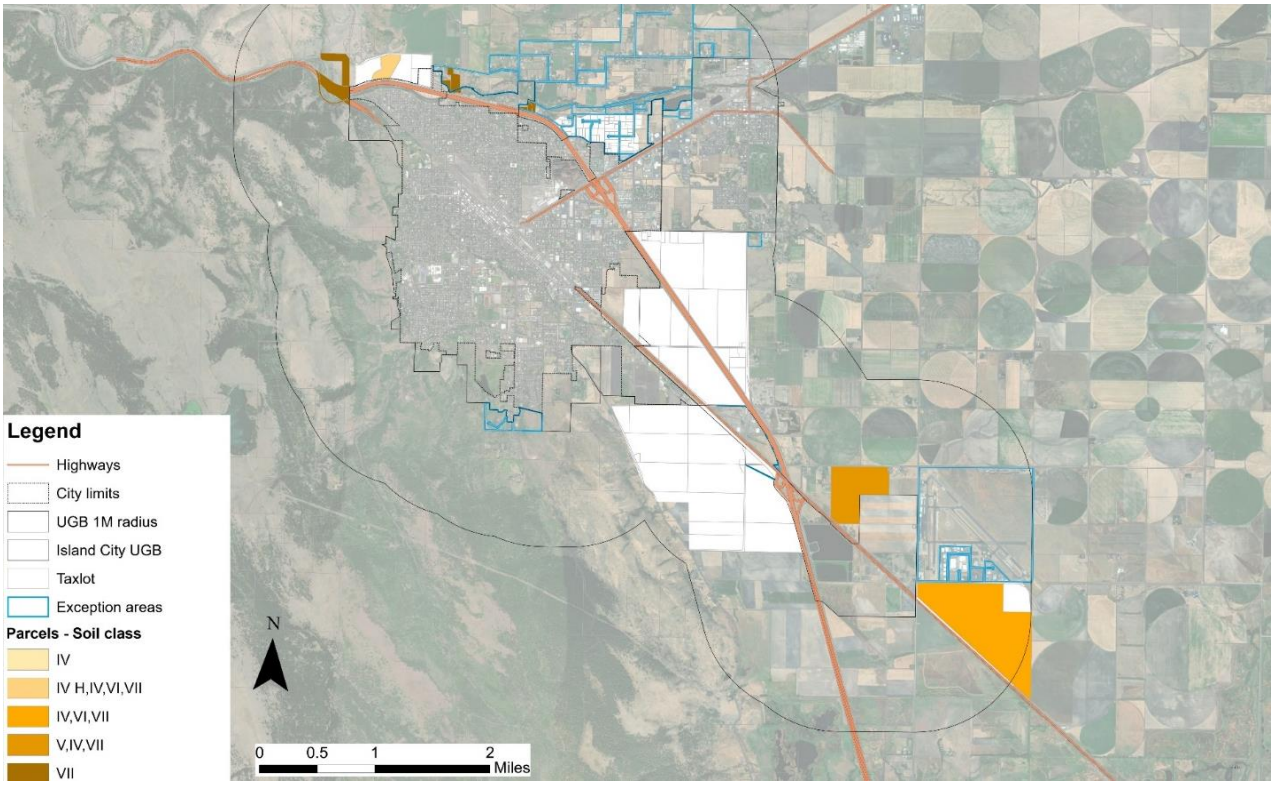
Source: Nexus Planning Services using Data from La Grande GIS

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.

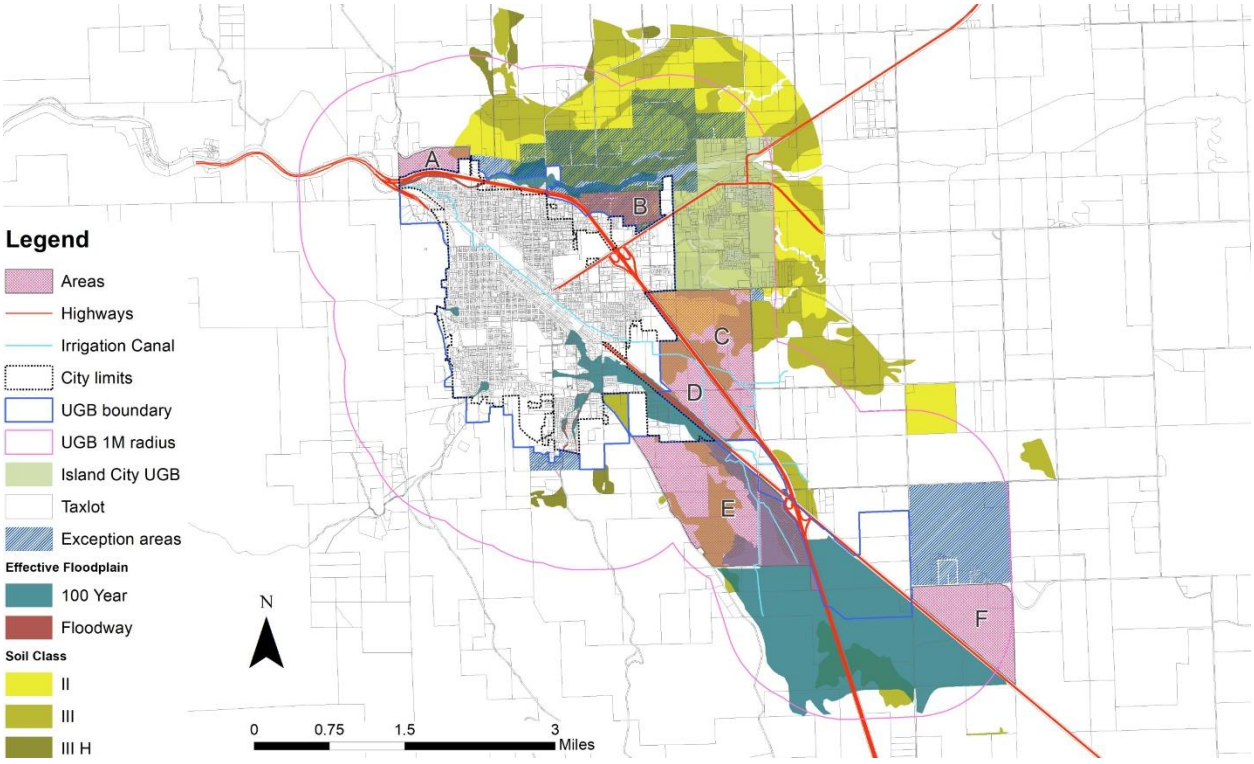
The ORS restricted areas and the ORS defined priorities were sent to both City and public hearings to get refined priorities. This refinement followed the priority considerations as found in ORS 197.298. The Refined Priorities are a mixture of the different ORS restrictions (exception Areas, areas of 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

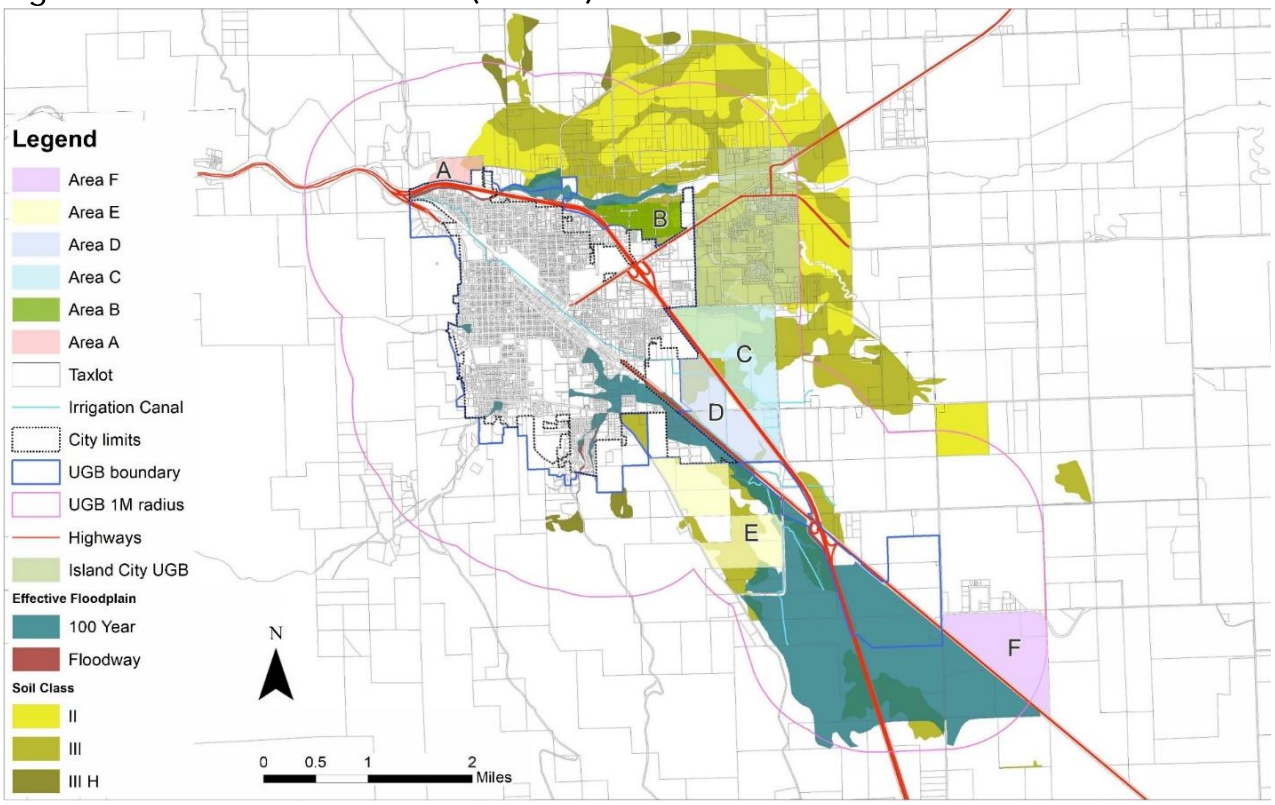
After all parcels in each area were rated, two selections of parcels were reviewed by city staff. The selections were first, a strict selection of parcels that were held closest to the ORS 197.298 prioritization, and second, a selection of parcels that were considered "lenient" in adherence to ORS guidelines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

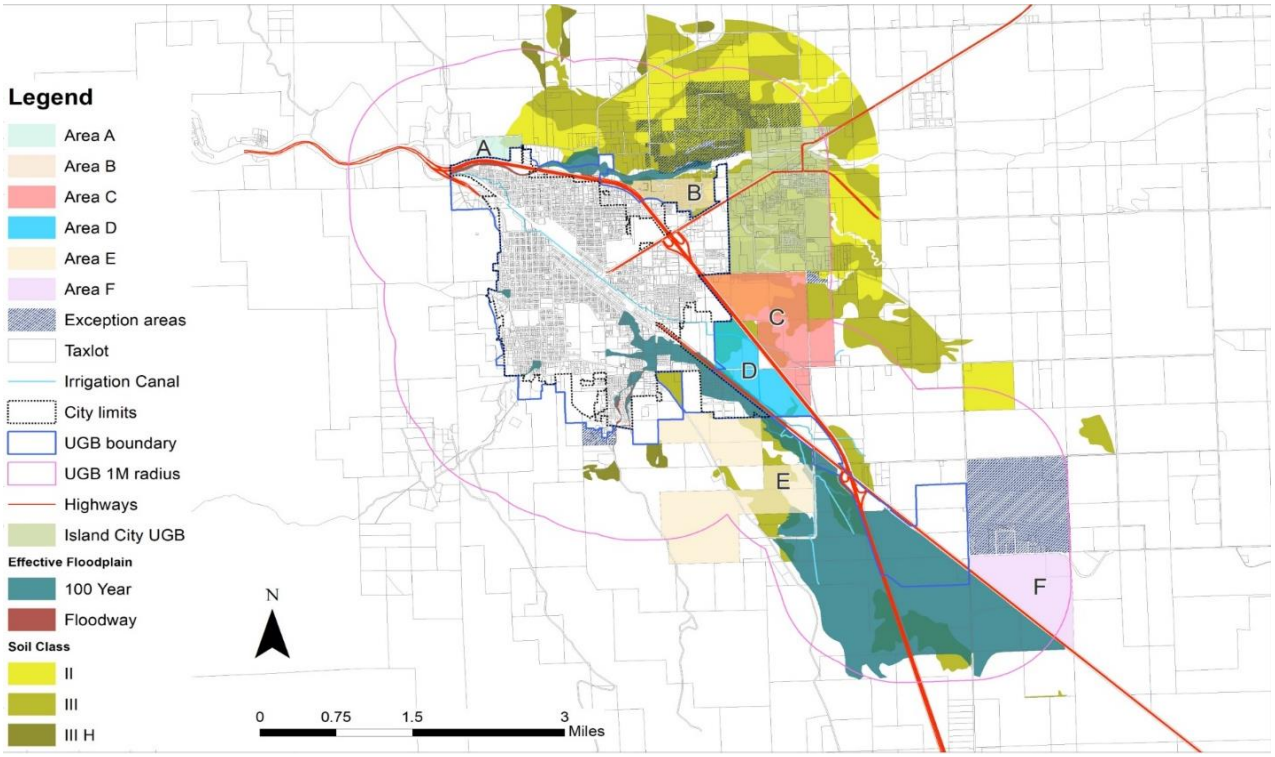
- Area B's western portion is completely excluded because of perceived property owner pushback.
- Area C's northern section was excluded from the Strict recommendation due to the presence of high-value soil. Per guidelines, there should be justification for including high-value lands before exhausting "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)

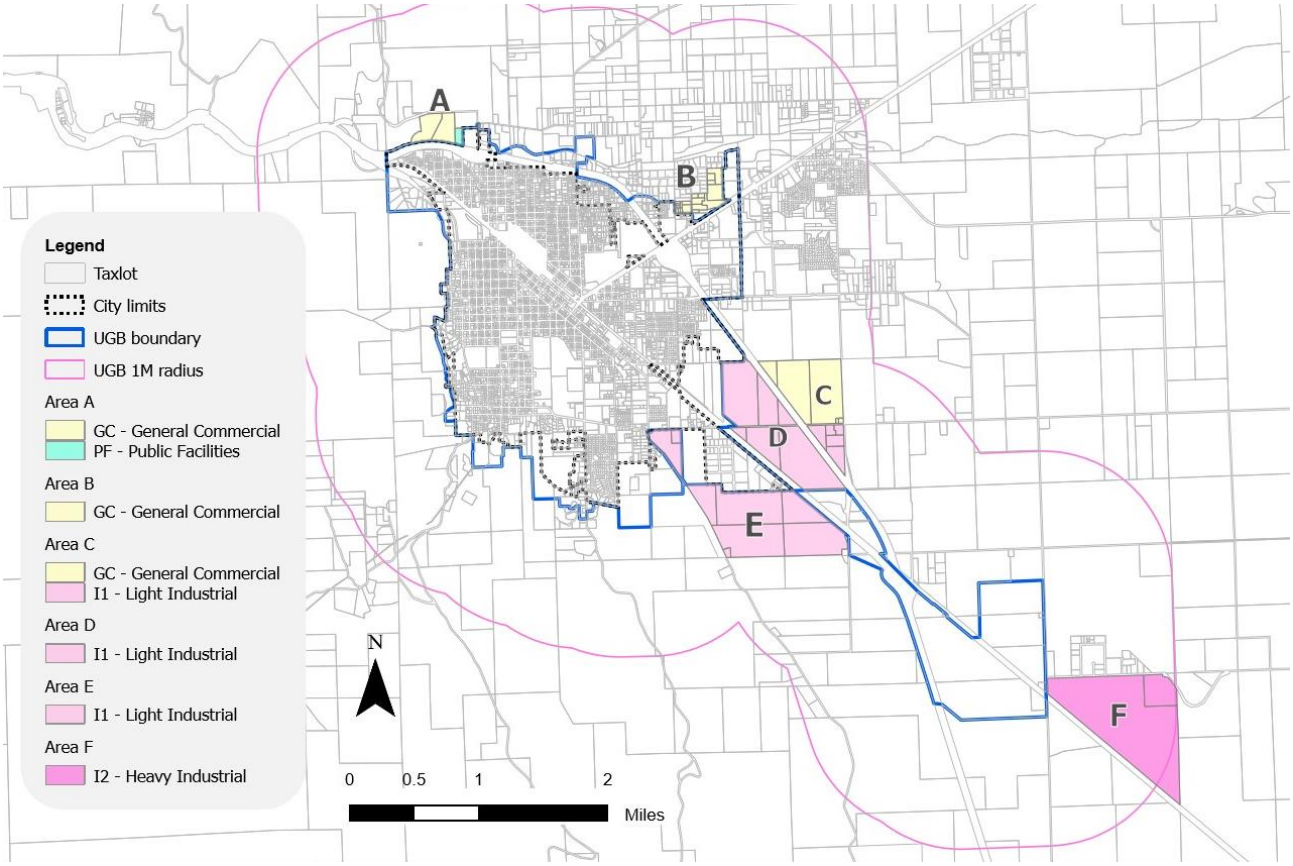


Source: Nexus Planning Services using Data from La Grande GIS

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 norther 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

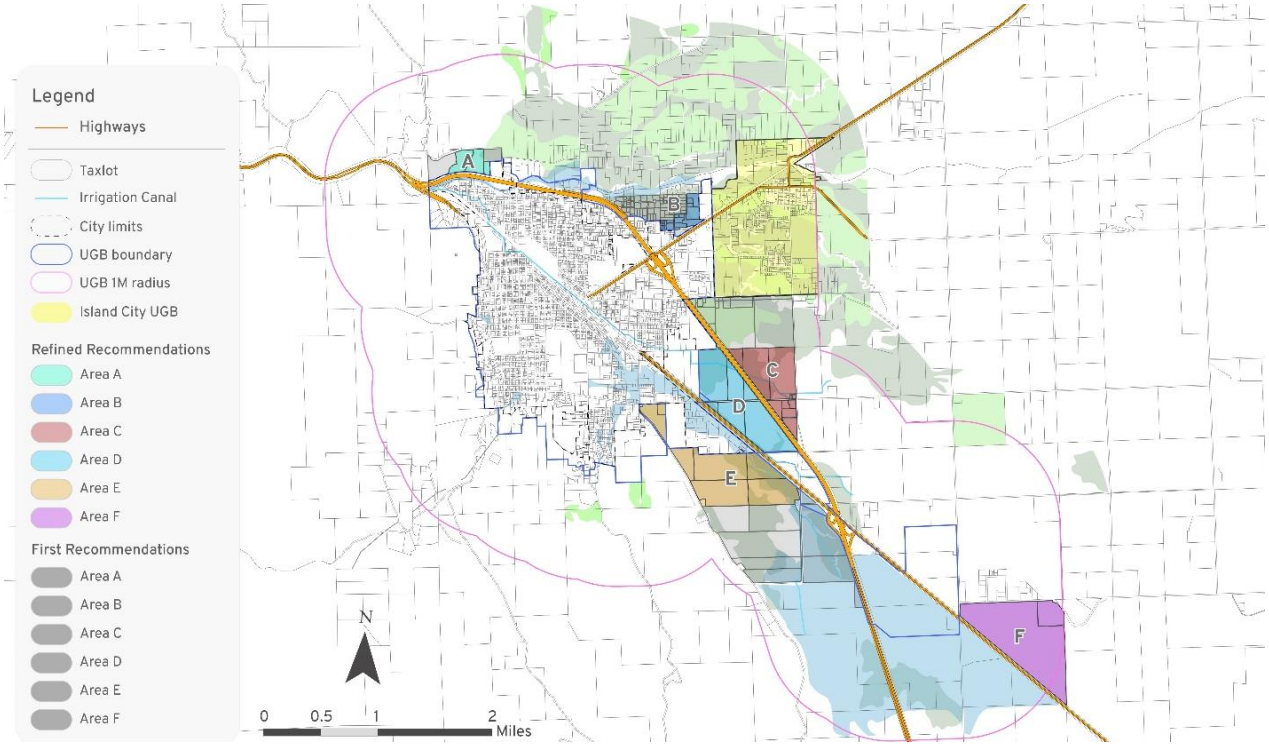
The following section details the comments from the community, City of La Grande, and project team in determining the final Sub-study areas and recommended parcels.

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

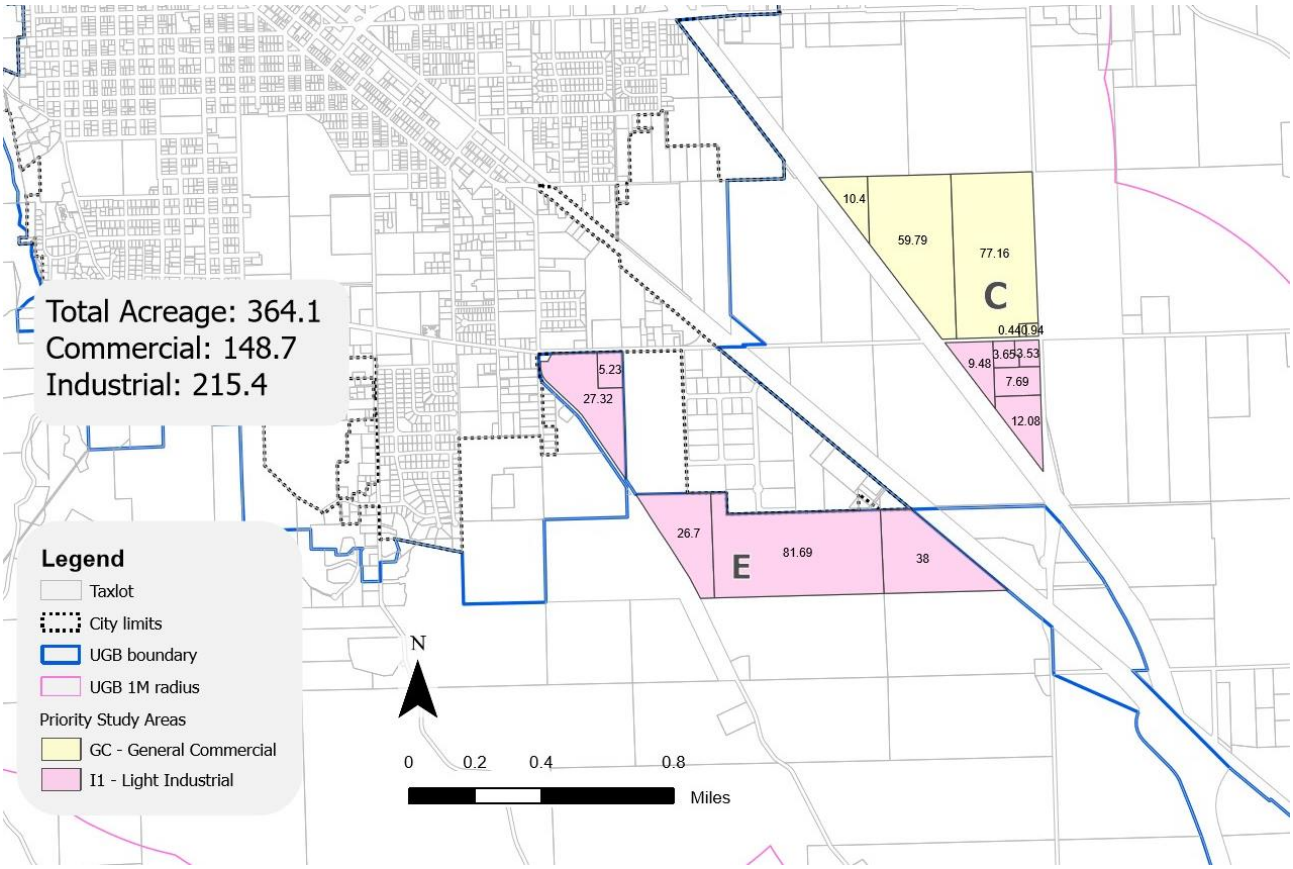
The last phase of City review for the UGB Expansion priorities finalized recommendations for UGB expansion lands. As part of these changes, it was initially recommended to focus the next stage of the Goal 14 study (Transportation Analysis) on Areas C, D, and E. These areas were considered the primary 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 acers, 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 Analysis[8]

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

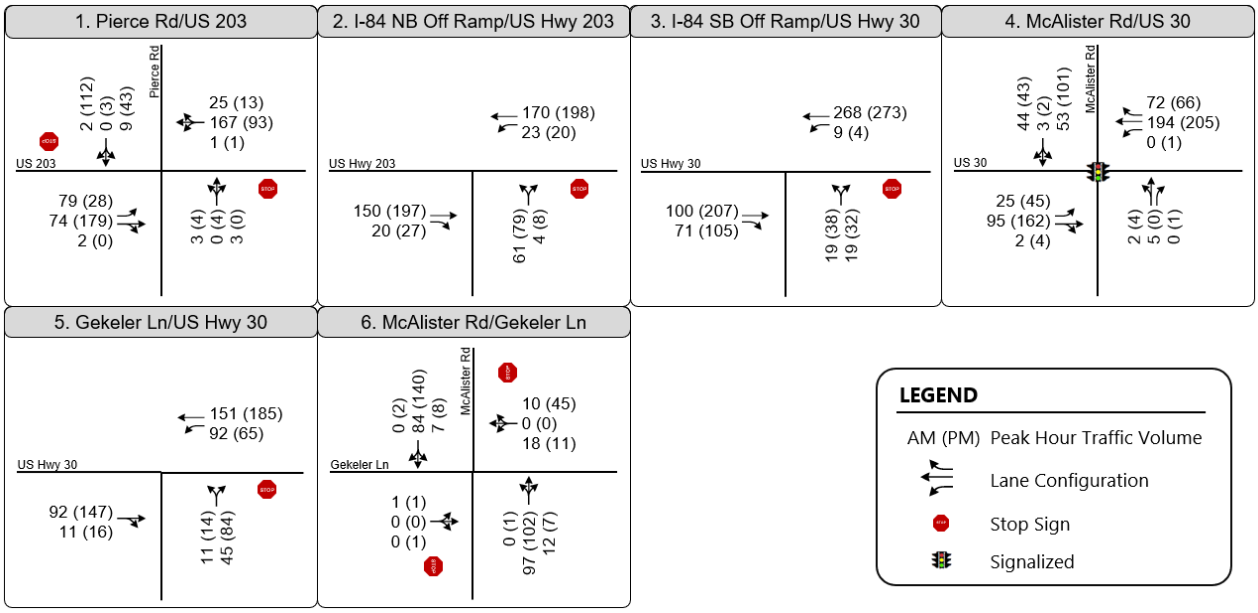
4. Traffic Analysis

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)[1]
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

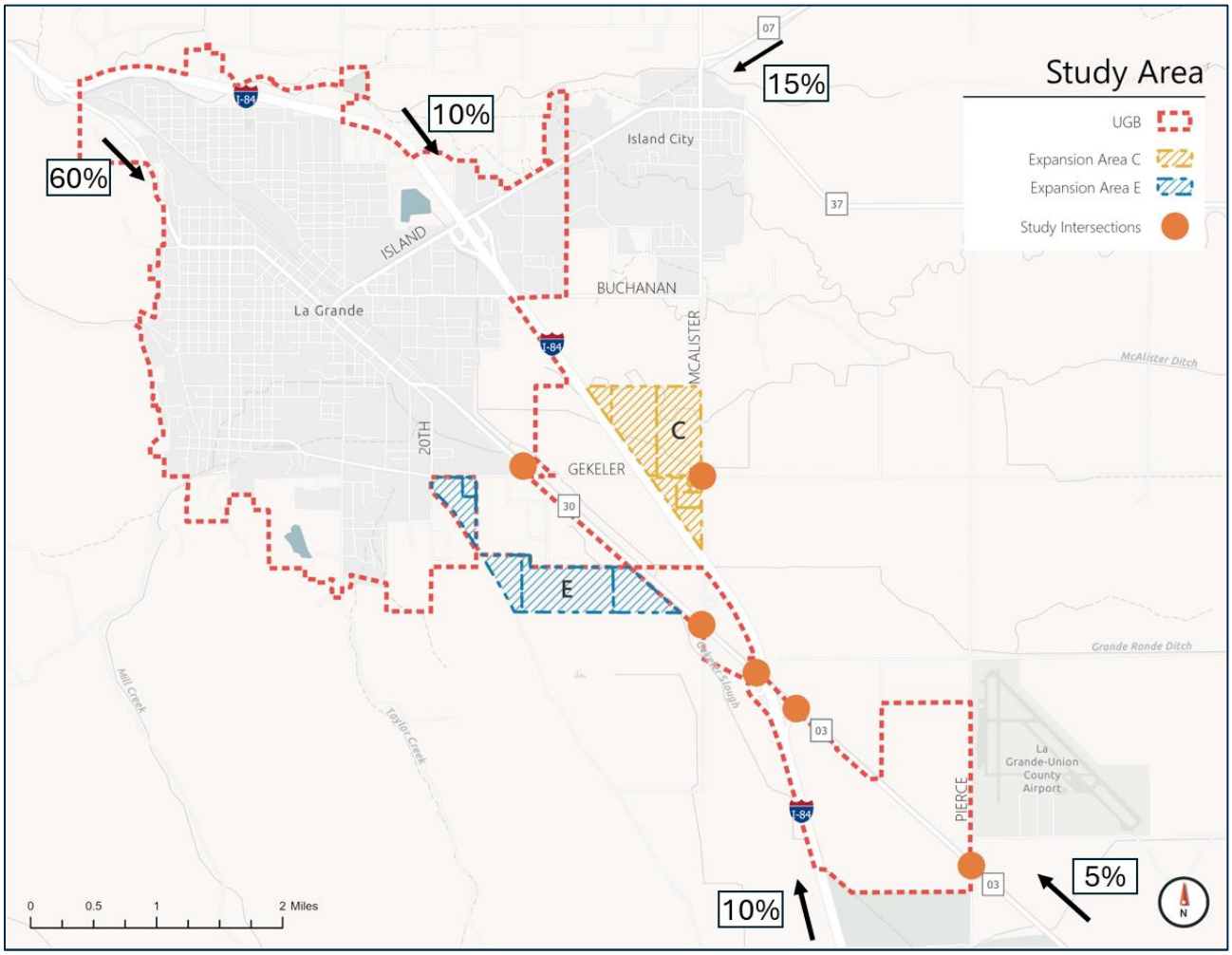
Trip distribution is defined as the direction of approach and departure that vehicles would use to arrive at and depart from the site. The trip distribution estimates for this analysis are based on geographic location of residential population within the region, regional and local roadway networks, existing 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:

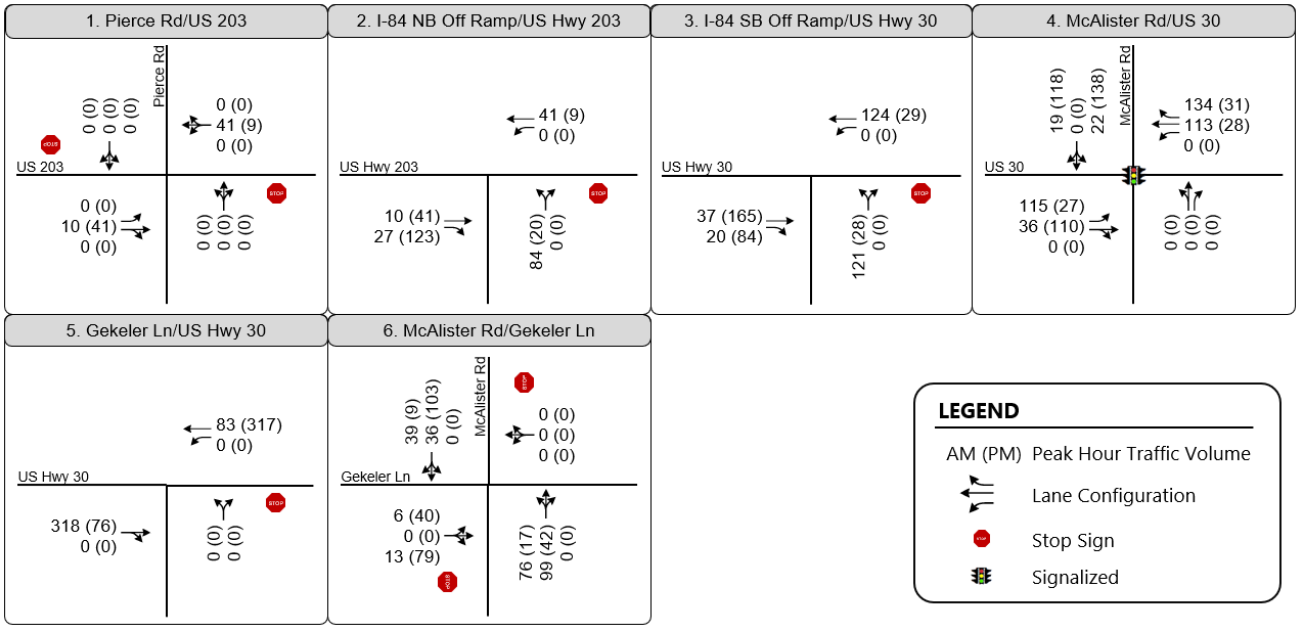
- From North on I-84 – 10%
- From North on US 30 – 60%
- From Northeast on SR 82 (Island City) – 15%
- From South on I-84 – 10%
- From Southeast on SR 203 – 5%

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



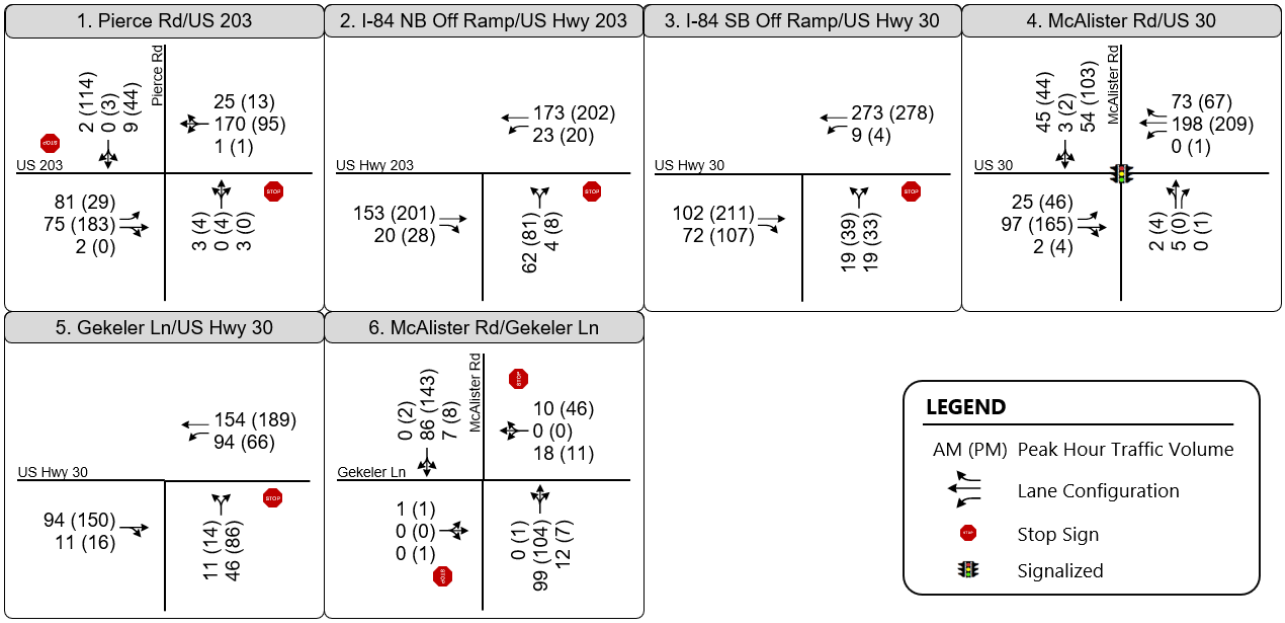
Source: Fehr and Peers

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

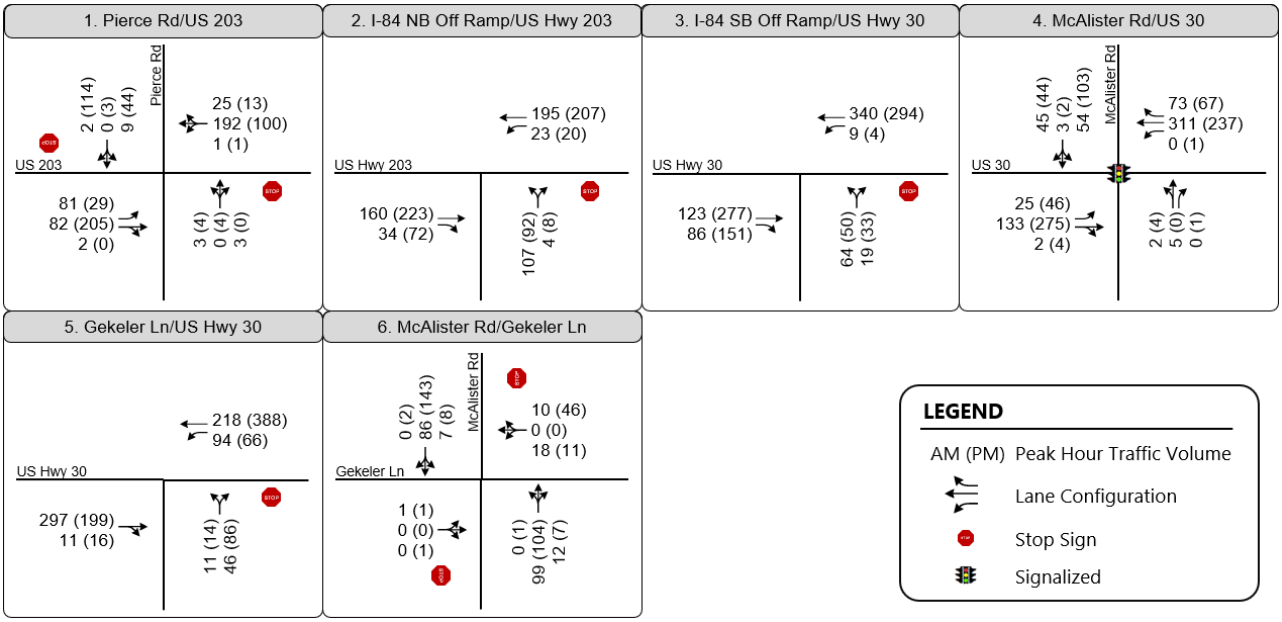
Future plus Area C Rezoning Scenario

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			Future + C		
					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	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

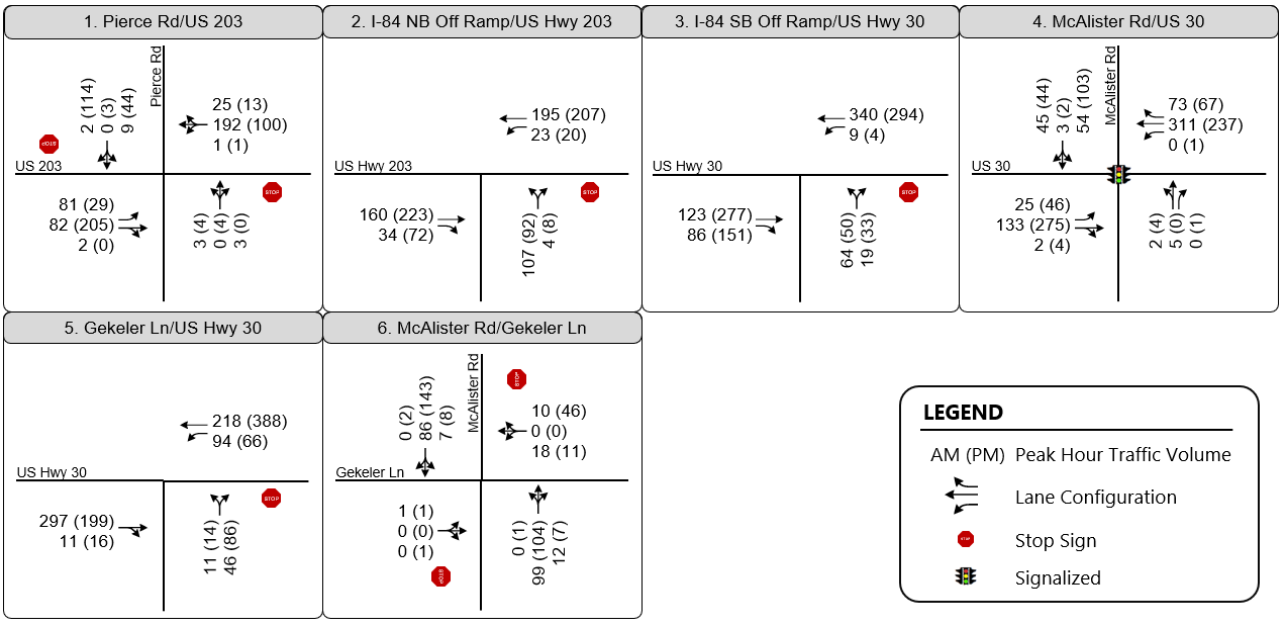
Source: Fehr and Peers

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			Future + 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	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

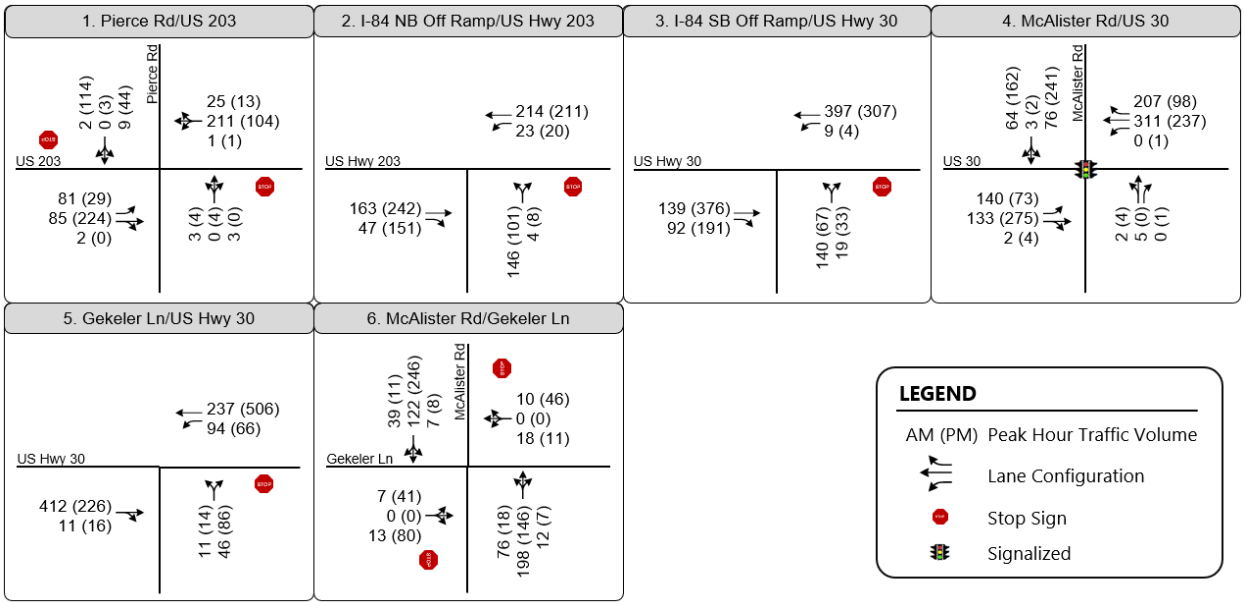
Source: Fehr and Peers

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

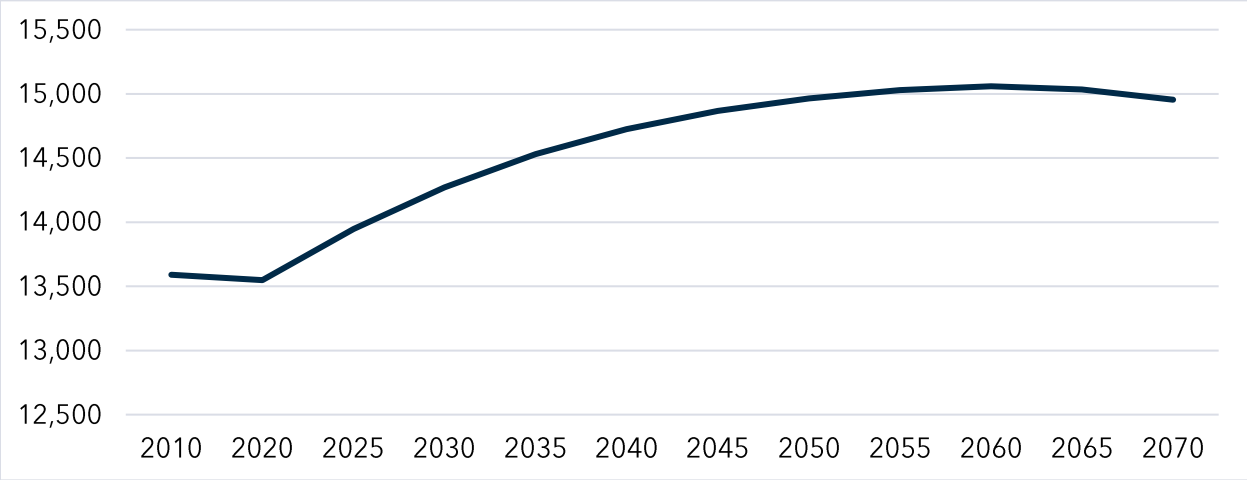
Appendix A: Supplementary Materials

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

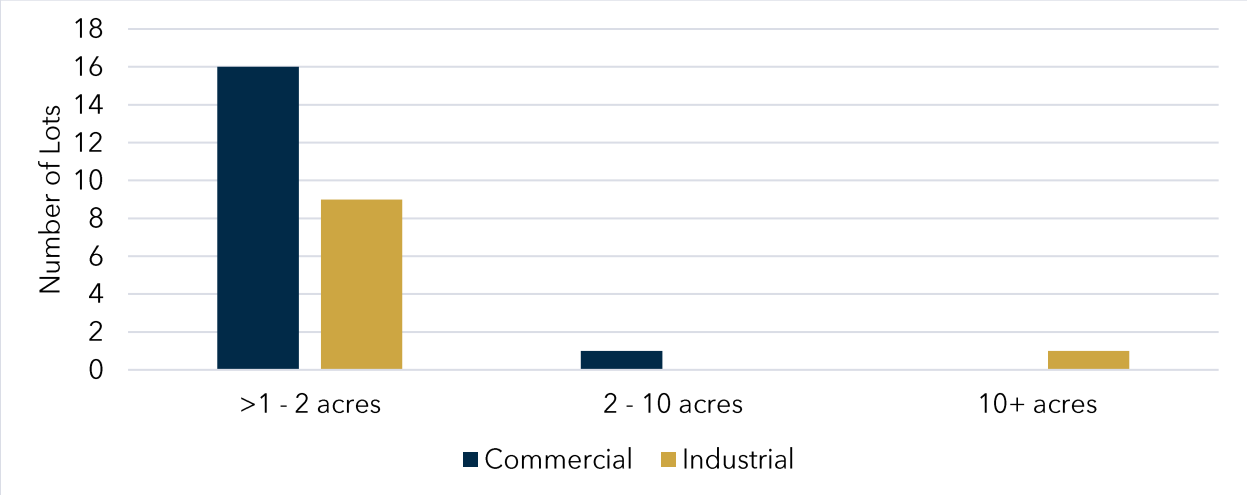
Area E Zoomed	Zoomed parcels of Area E	Appendix D Figure D.23
Area F Zoomed	Zoomed parcels of Area F	Appendix D Figure D.24
Sub- study areas Map	Identification of Areas E and C, which were selected as the highest priority areas	Chapter 3 Figure 3.13, Appendix D Figure D.25
Zoomed Out MLTC Map	Zoomed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

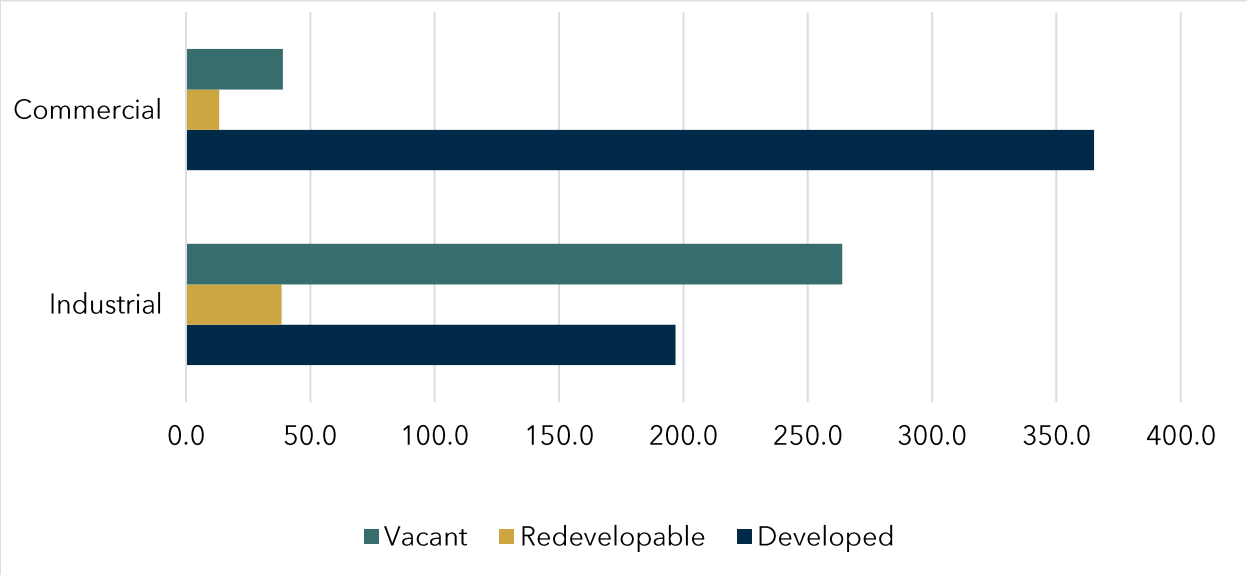
Table A.2: Total Developed Commercial and Industrial Lands in La Grande by Zone

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**

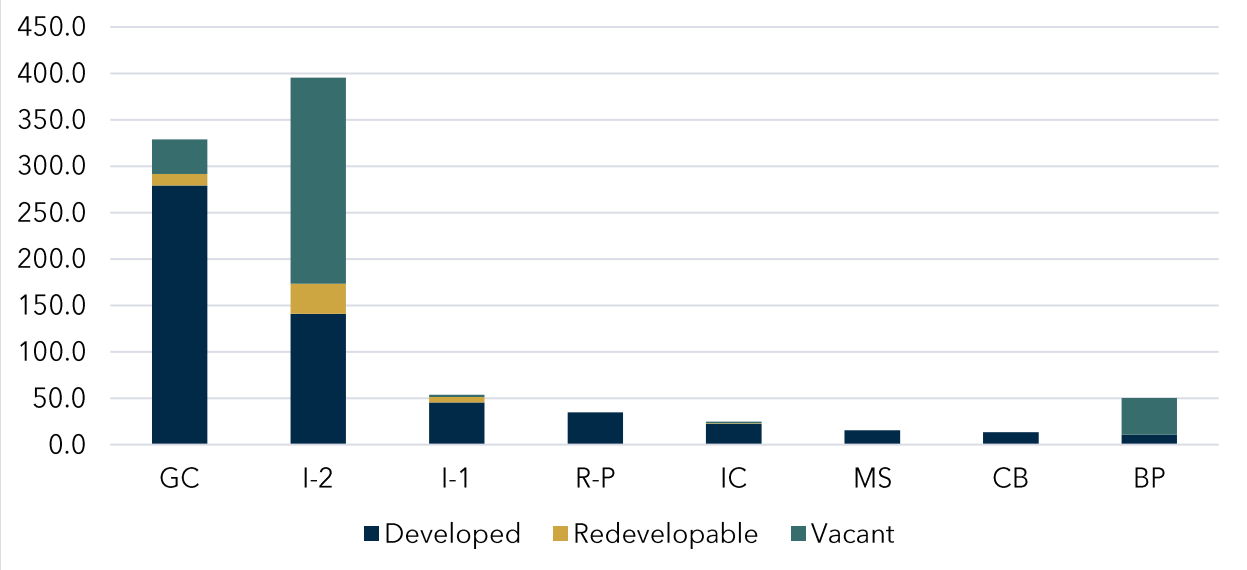
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

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

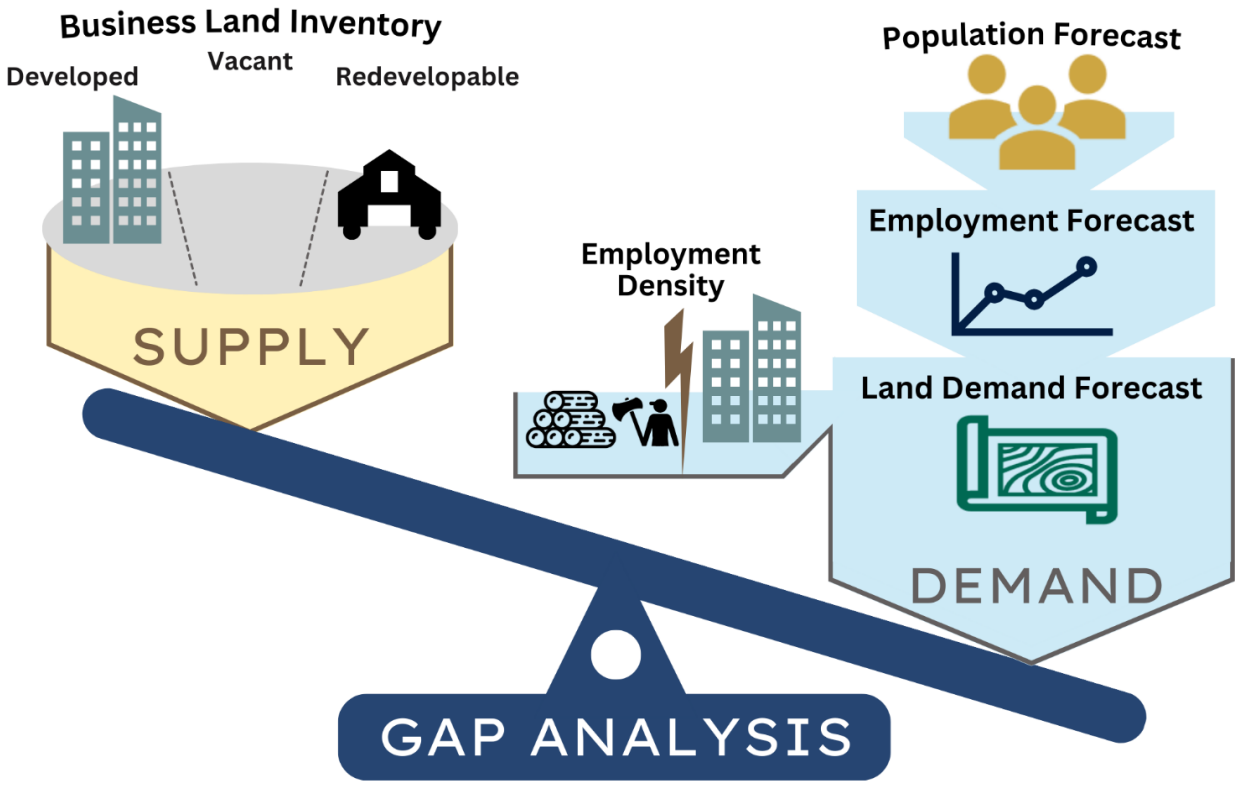
Figure A.4: Acres of Vacant, Redevelopable, and Developed Land in La Grande, by Zone



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 660-032-0020[9] 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] [11] Per La Grand'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)

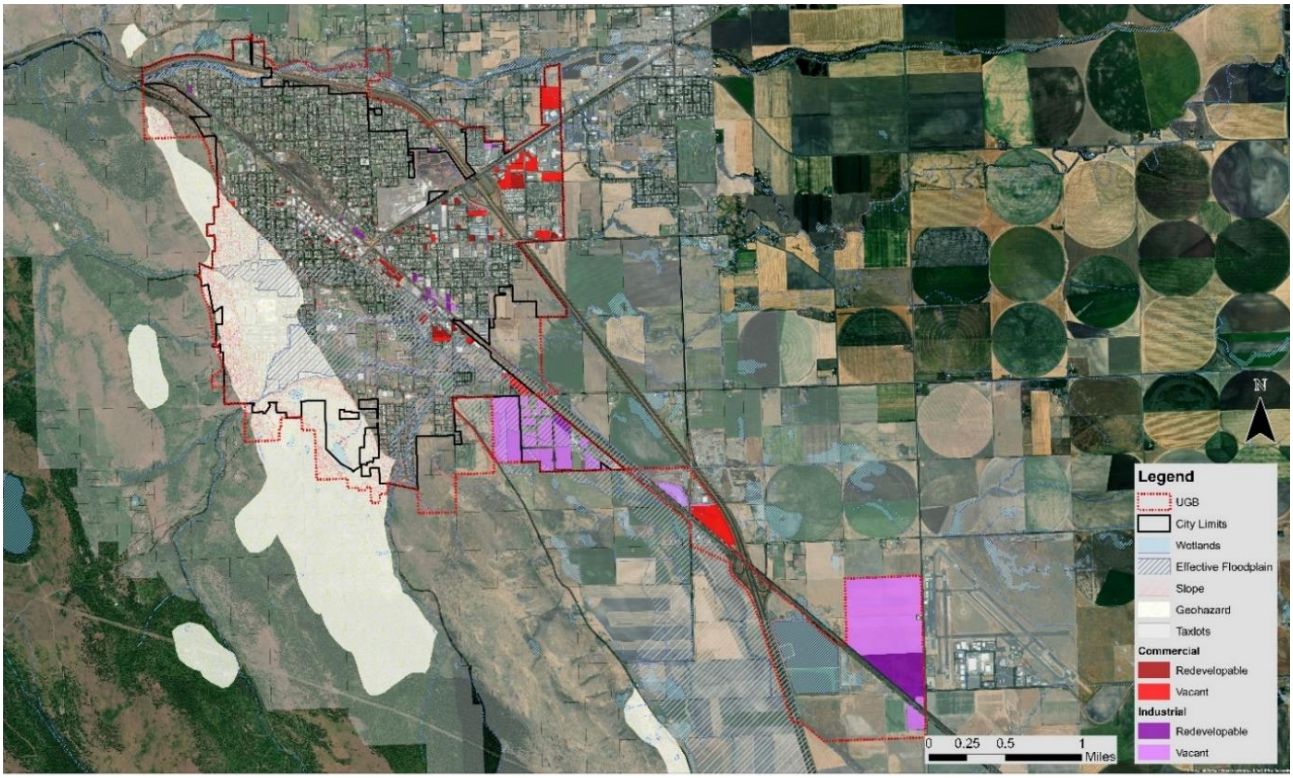
2033					
Land Use	Emp/ Acre (Current)	Forecasted New Emp.	Public Lands Adj.	Real Estate Vacancy	Land Demand (Net Acres)
Industrial Acres	9	136	20%	5%	12.9
Commercial	13	287	20%	5%	18.2
2043					
Land Use	Emp/ Acre (Current)	Forecasted New Emp.	Public Lands Adj.	Real Estate Vacancy	Land Demand (Net Acres)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

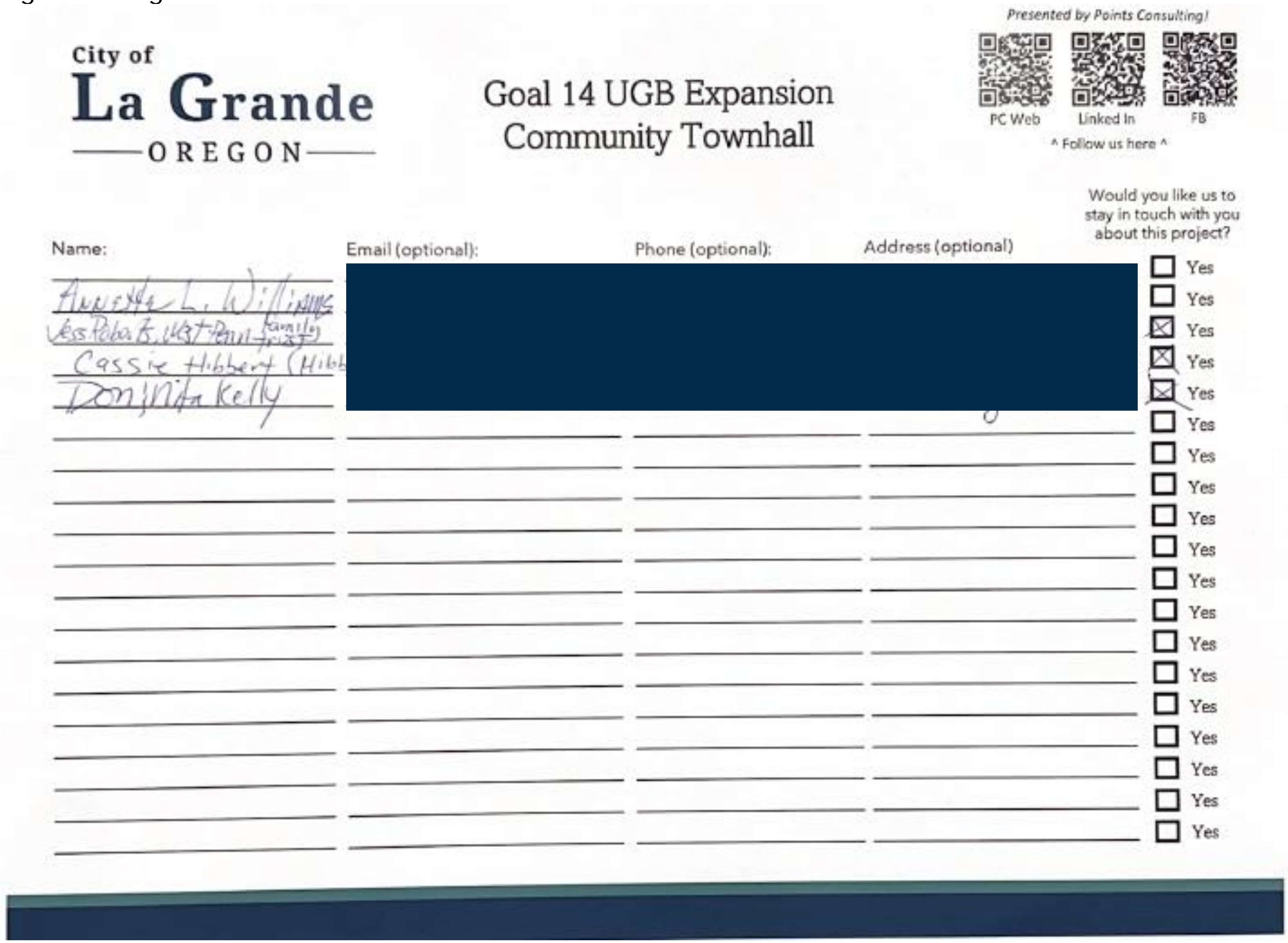
- Dave Tovey – NCFS Director/ ATNI-EDC BOD President, Confederated Tribes of the Umatilla Indian Reservation
- George Mendoza – Superintendent, La Grande School District
- Jeremy Davis – President/CEO, Grande Ronde Hospital
- Patty Glaze – Principal Broker, Realtor, Blue Summit Realty
- Jeff D. Clark – 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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City of La Grande OREGON

Goal 14 UGB Expansion Community Townhall

Name:	Email (optional):	Phone (optional):	Address (optional)	Would you like us to stay in touch with you about this project?
Annette L. Williams	[redacted]			☐ Yes
Jess Roberts, West Penn (family friend)				☐ Yes
Cassie Hibbert (Hibb				☒ Yes
DonjNita Kelly				☒ Yes
				☒ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
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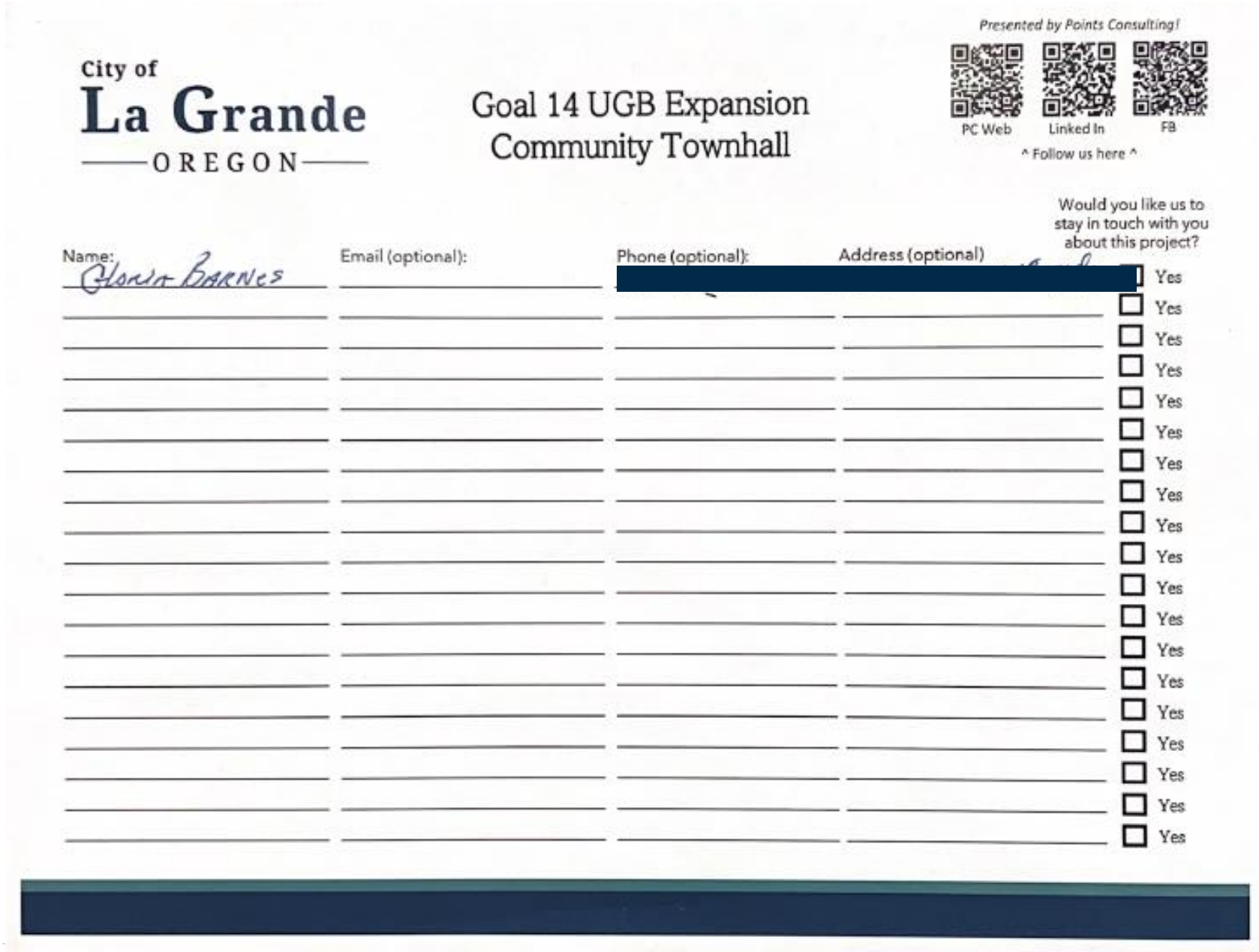

City of La Grande OREGON

Goal 14 UGB Expansion Community Townhall

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Name:	Email (optional):	Phone (optional):	Address (optional)	Would you like us to stay in touch with you about this project?
Glenn Barnes		[redacted]		☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
				☐ Yes
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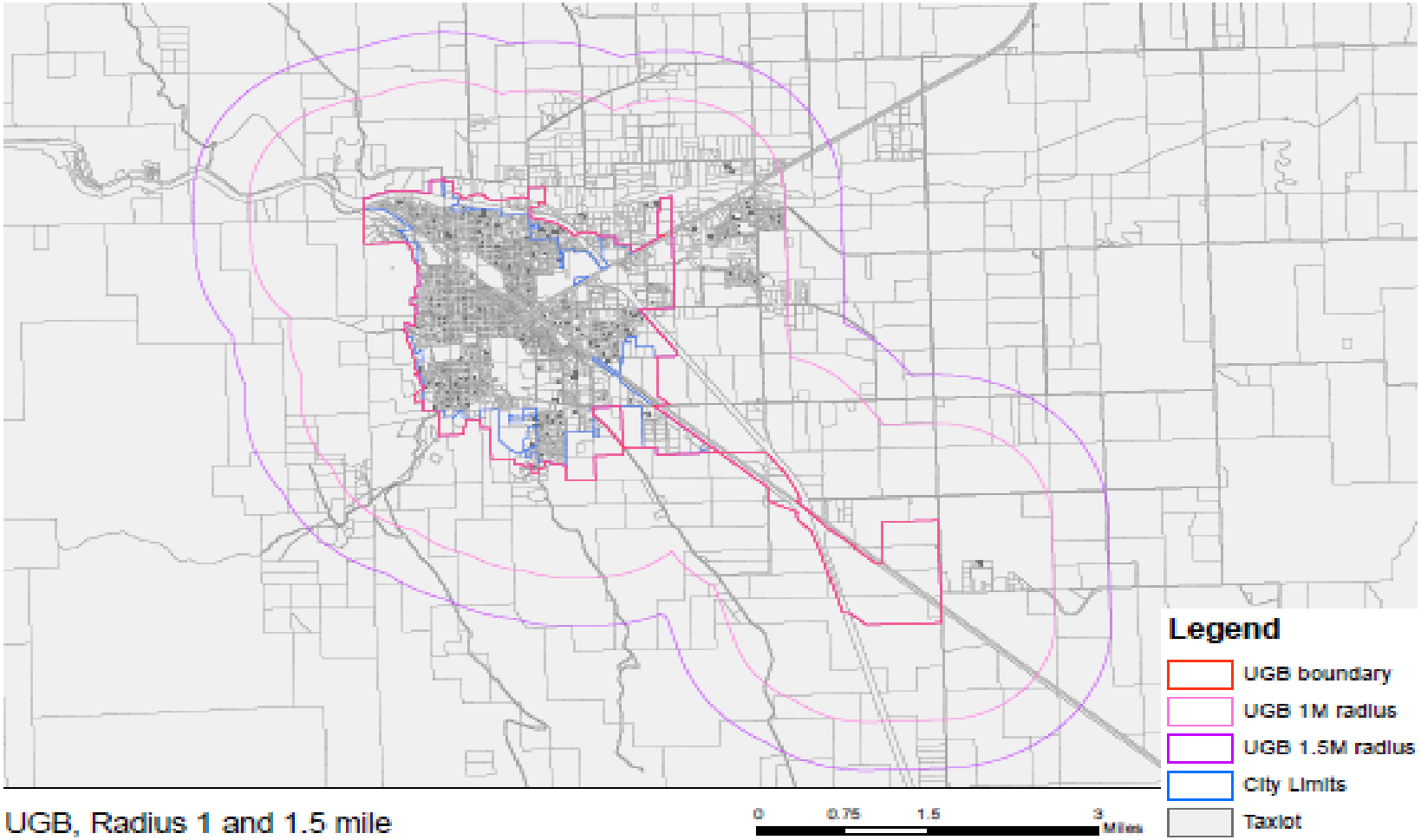
				☐ Yes

[redacted]

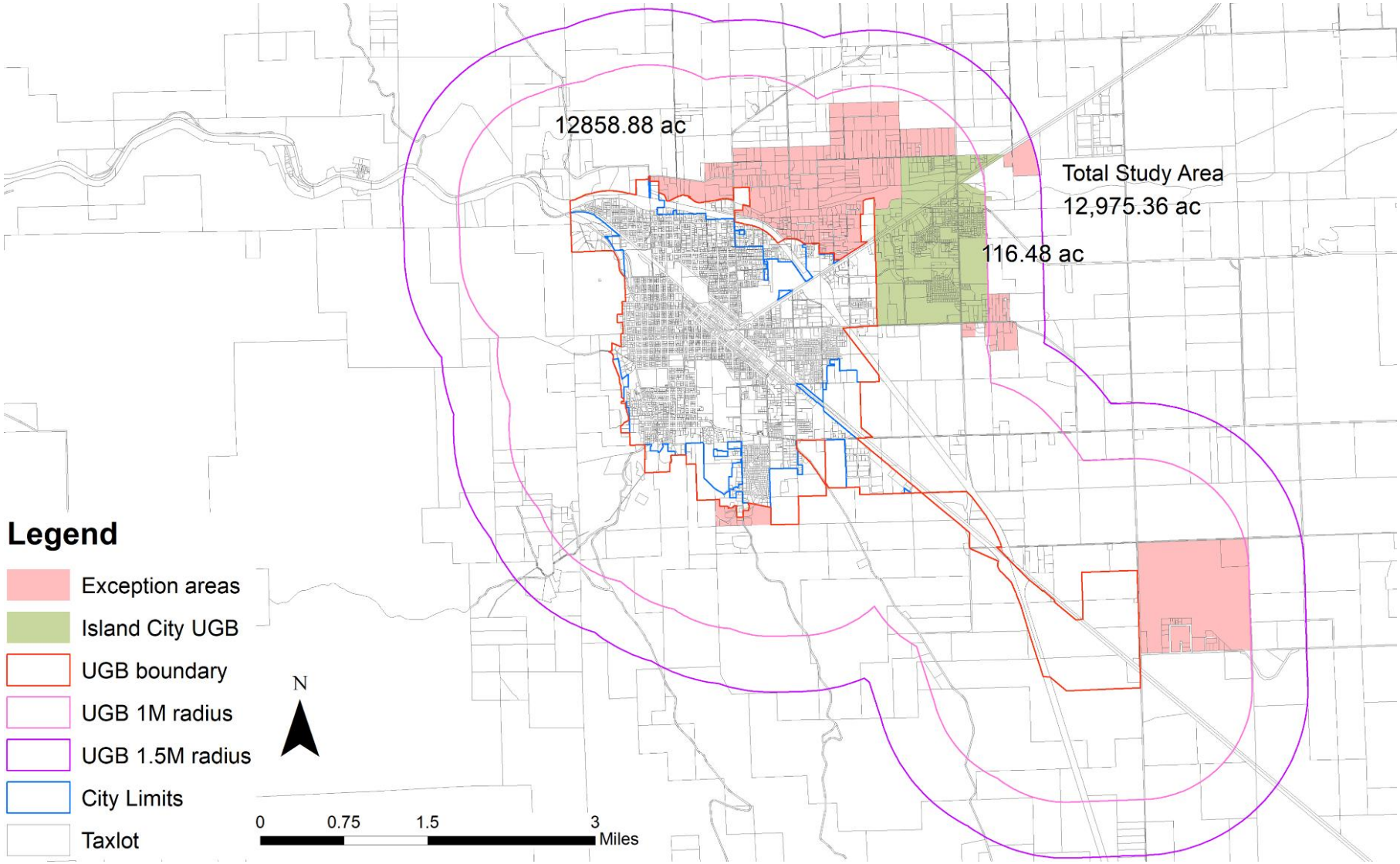
Appendix D: Supplemental Maps

Figure D.1: UGB Radius 1 and 1.5 Miles



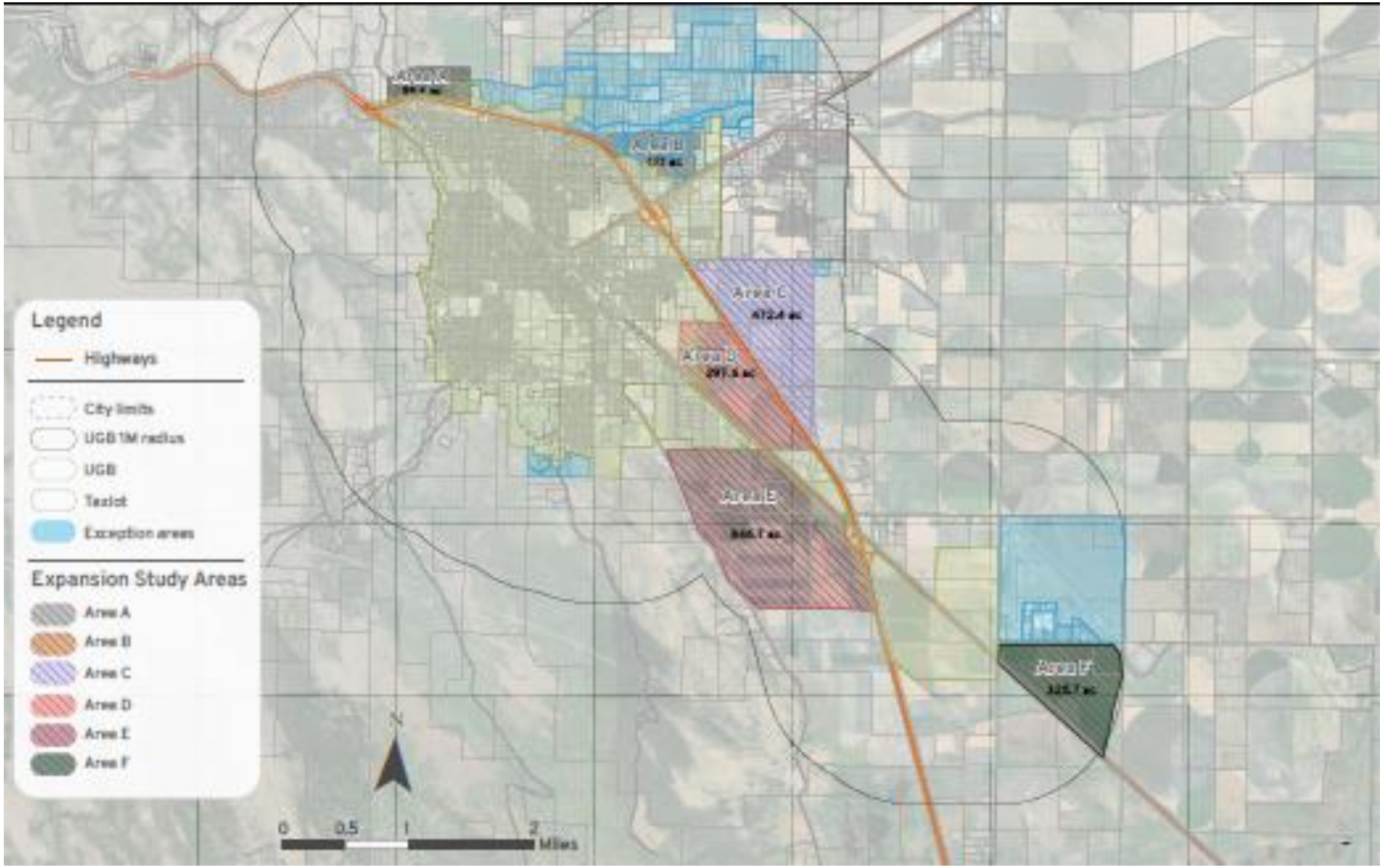
Source: Nexus Planning Services using Data from La Grande GIS

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



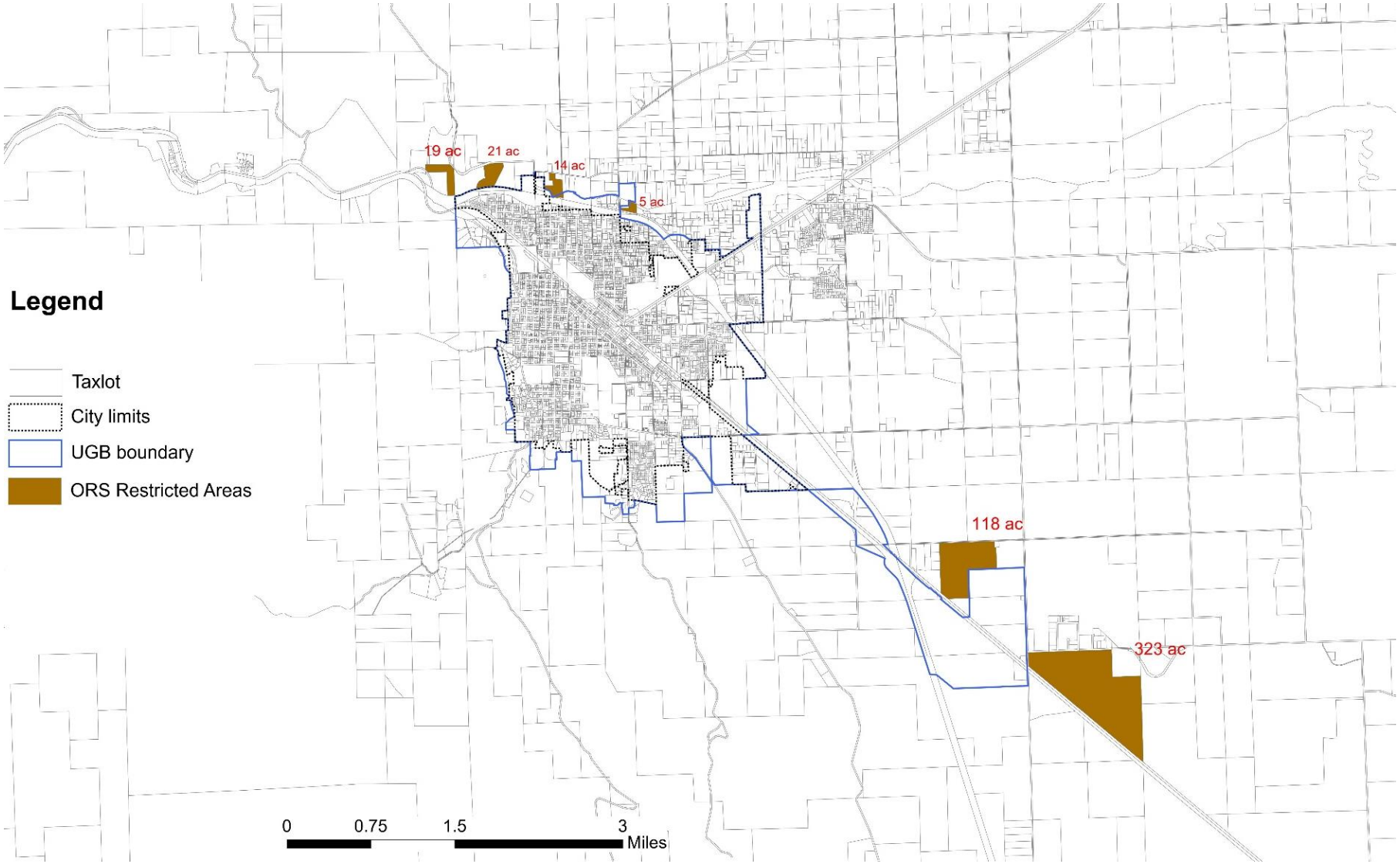
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.3: Expansion Study Areas



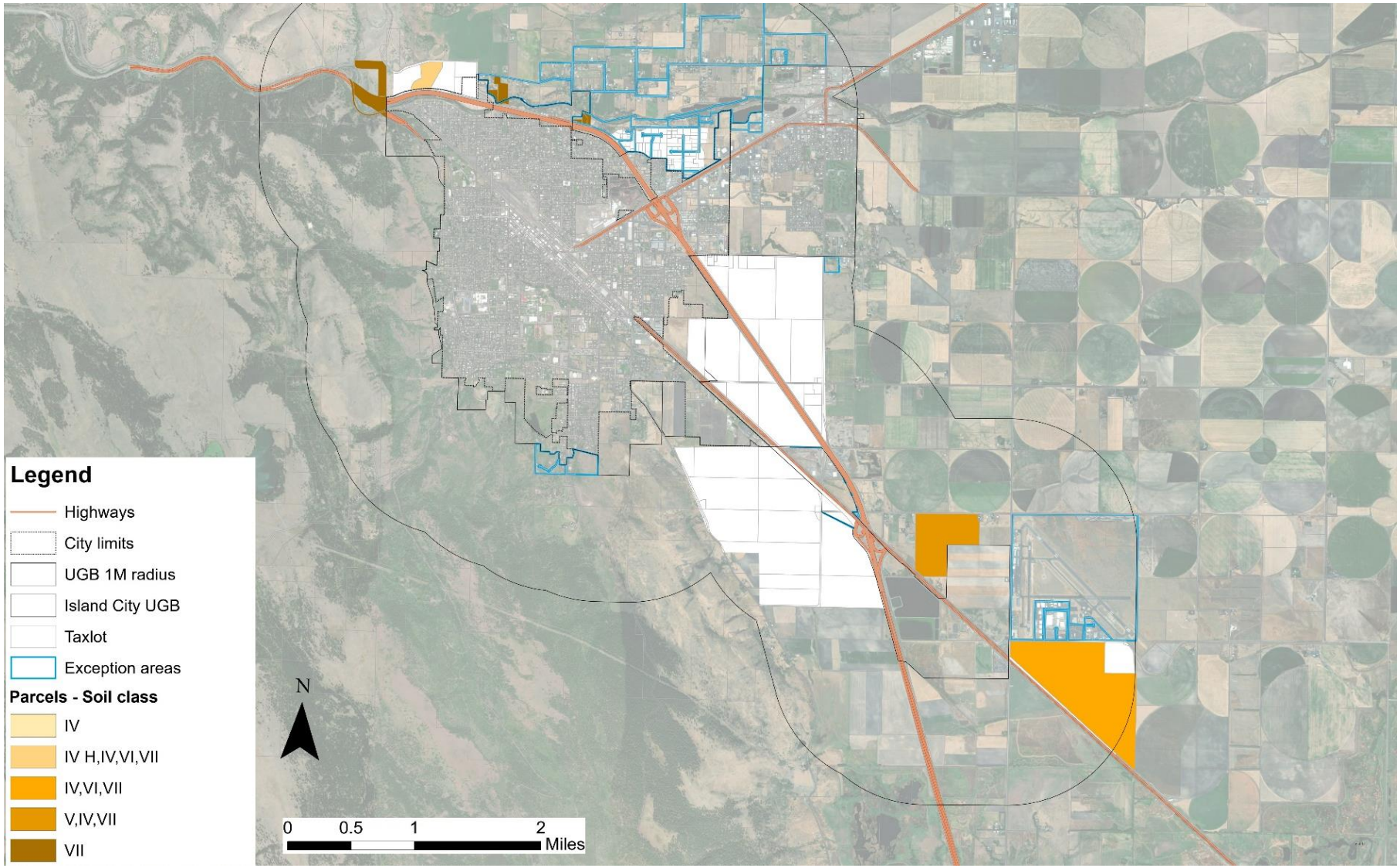
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.4: ORS Restricted Lots



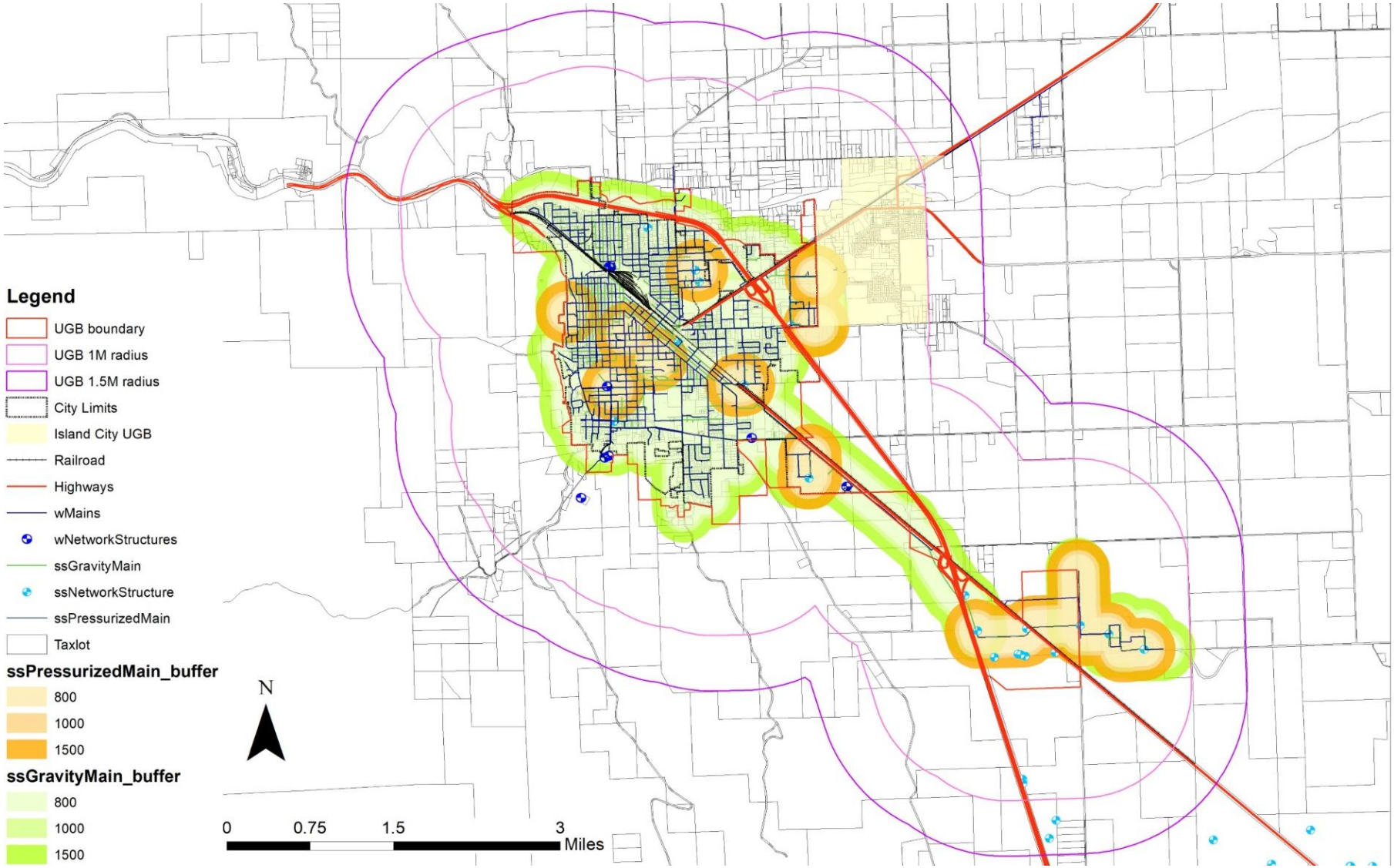
Source: Nexus Planning Services using Data from La Grande GIS

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



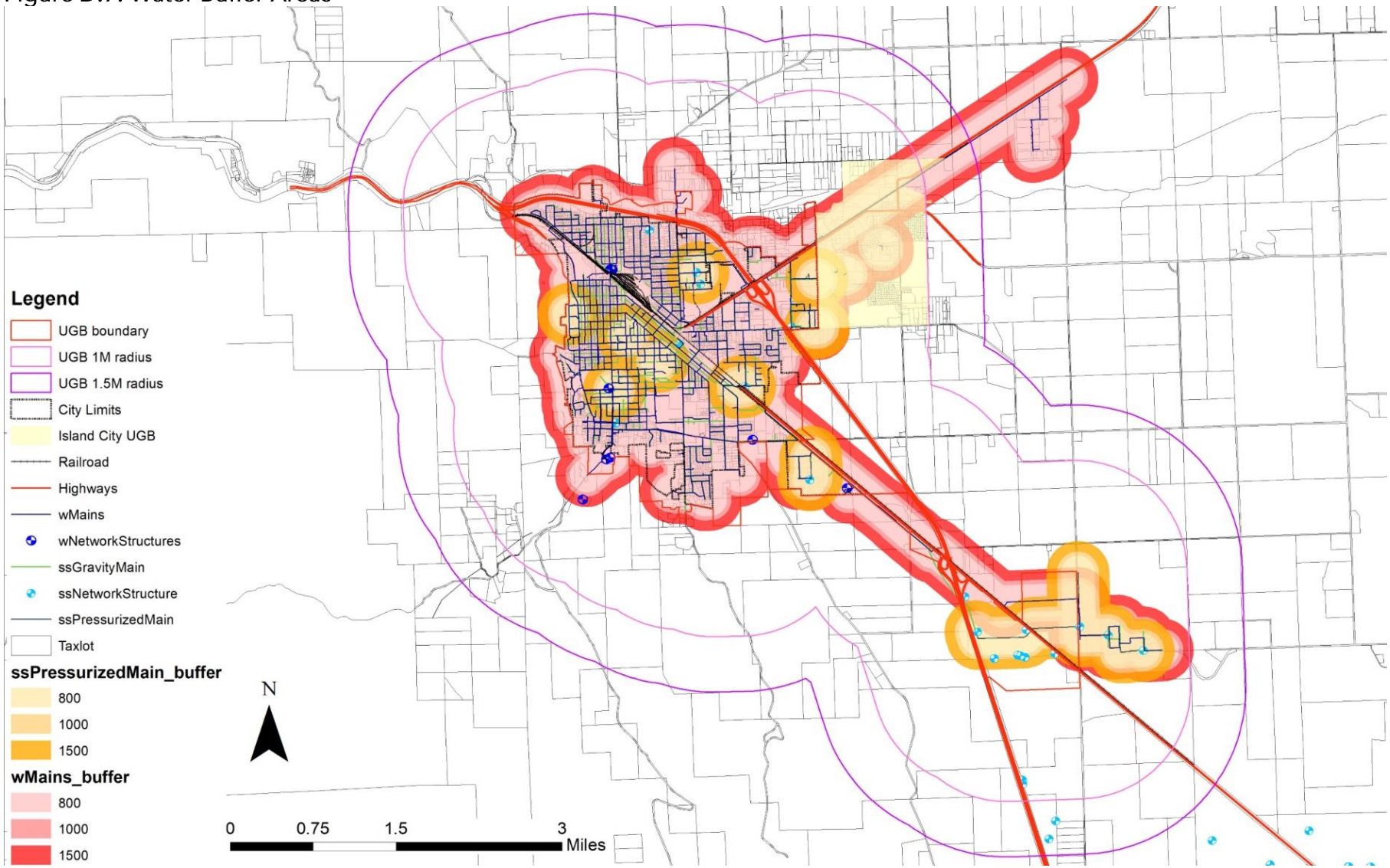
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.6: Sewer and Wastewater Infrastructure Buffer Areas



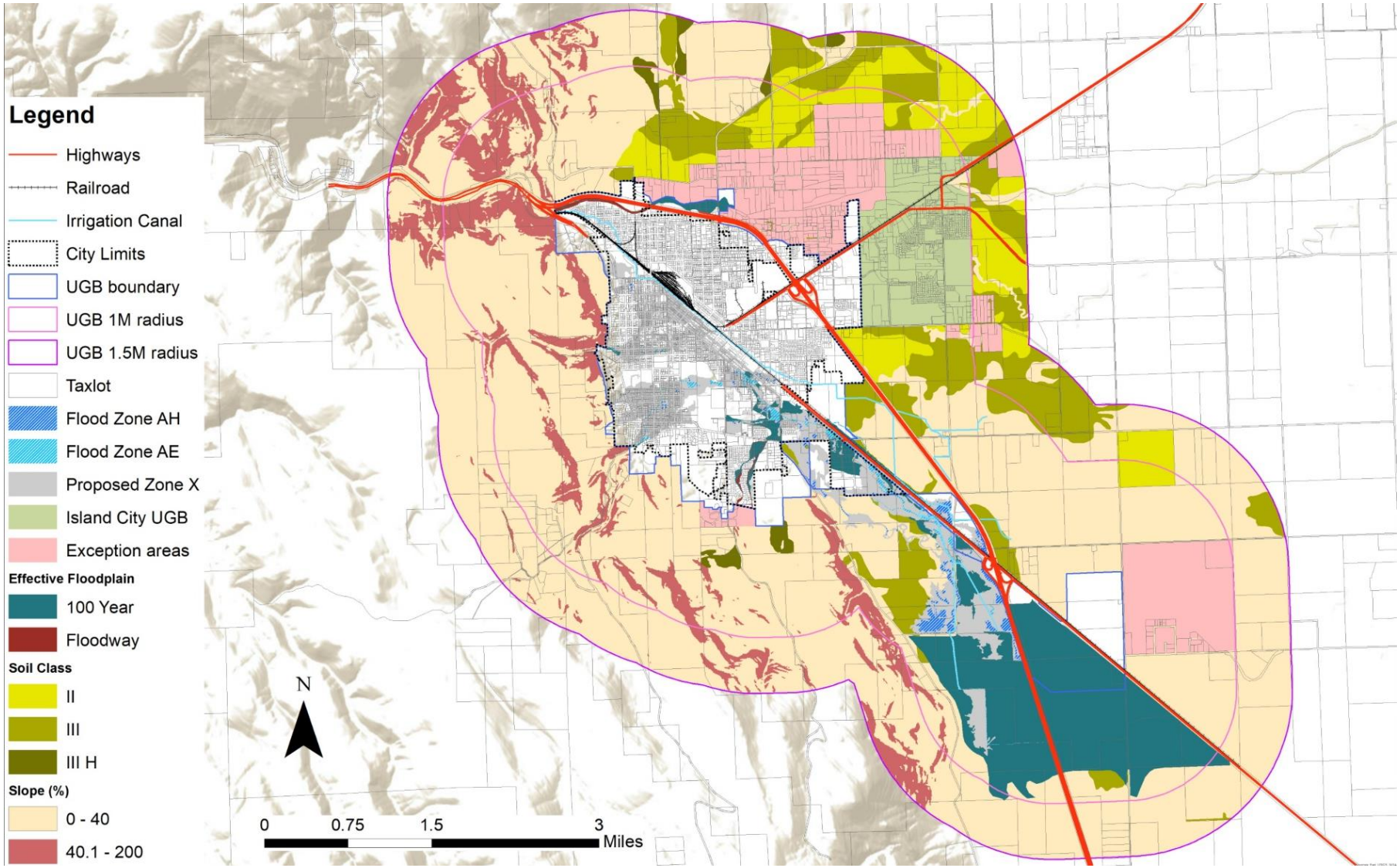
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.7: Water Buffer Areas



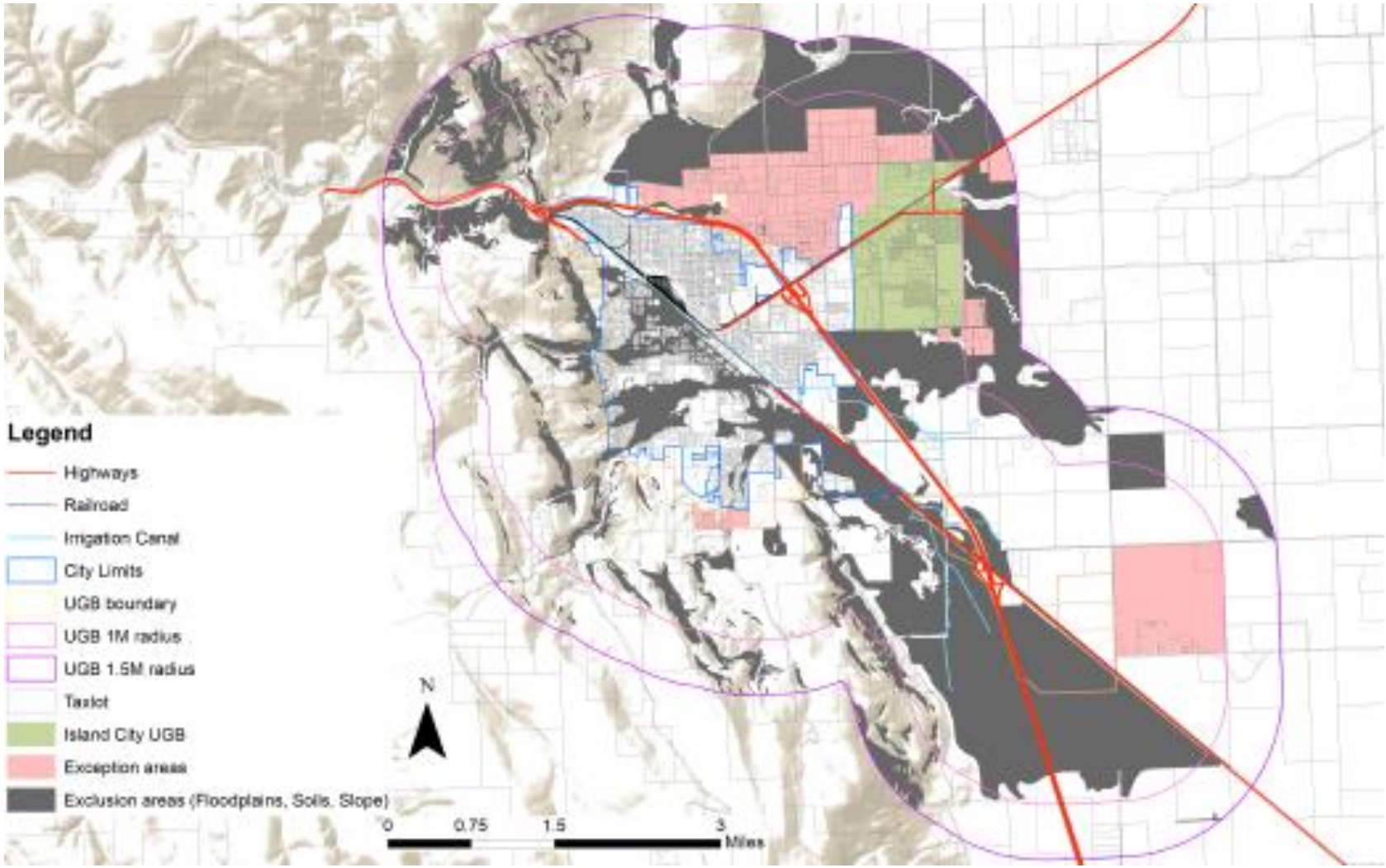
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.8: Task 3.4 Exclusions



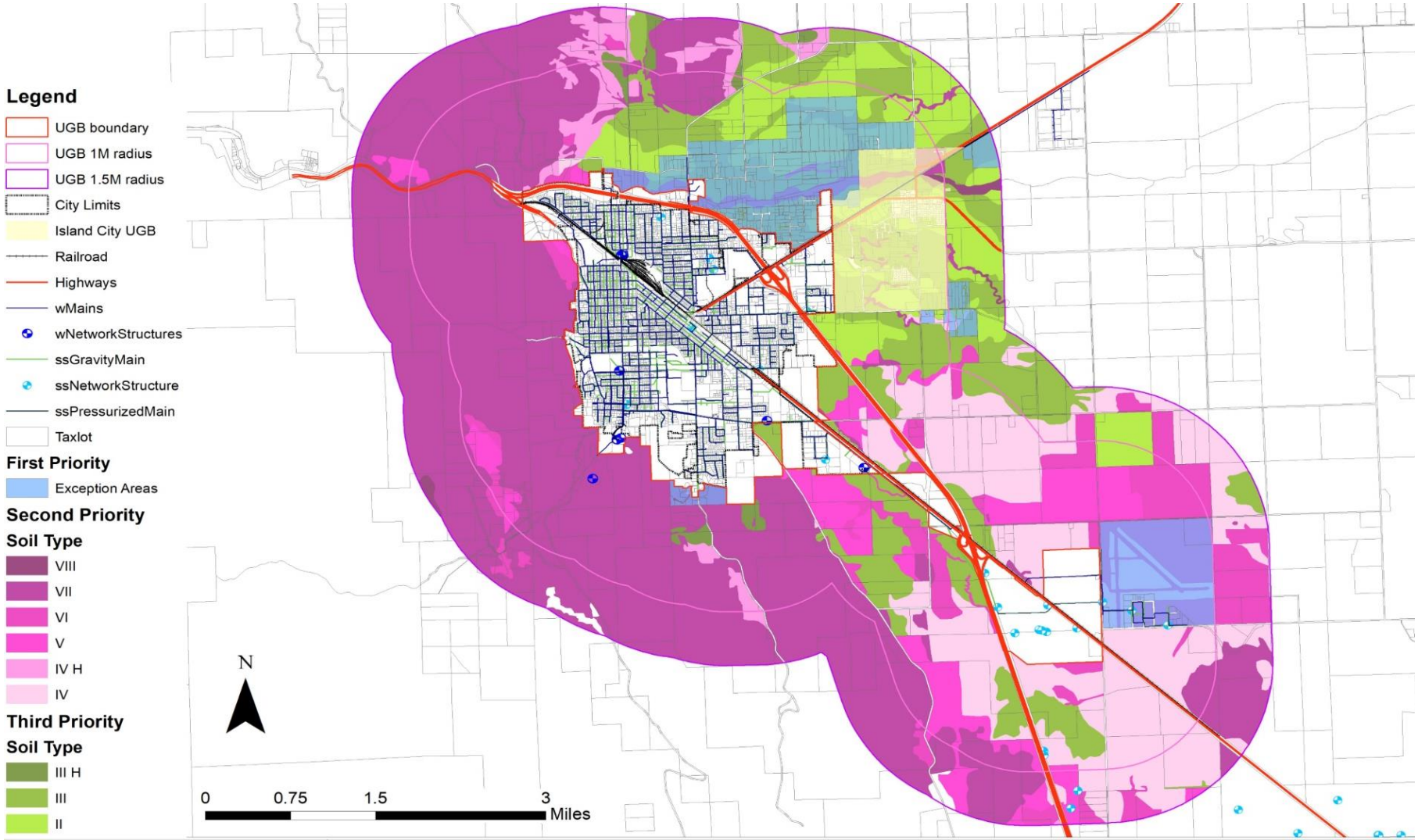
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.9: Simplified Exclusions



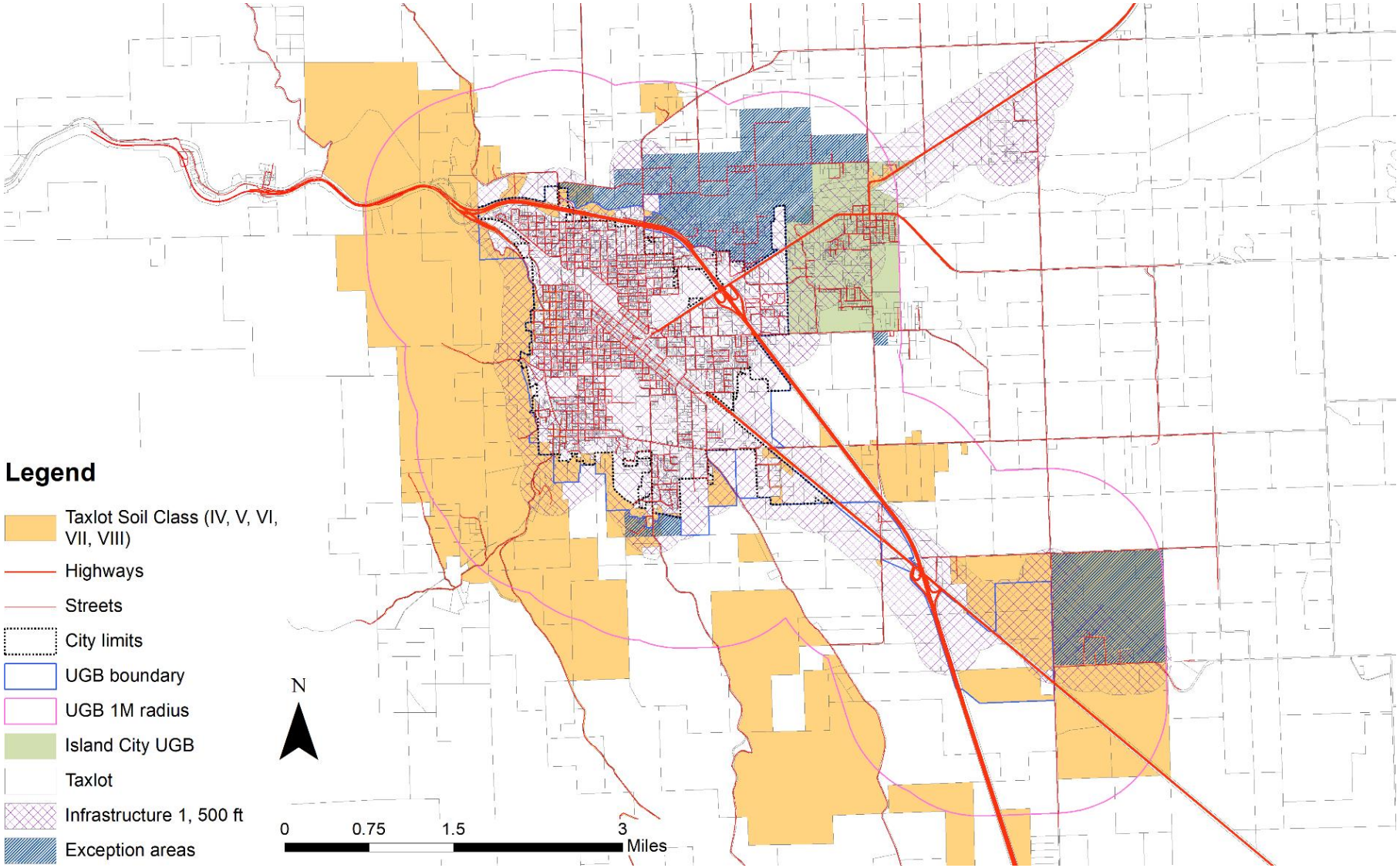
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.10: Priorities



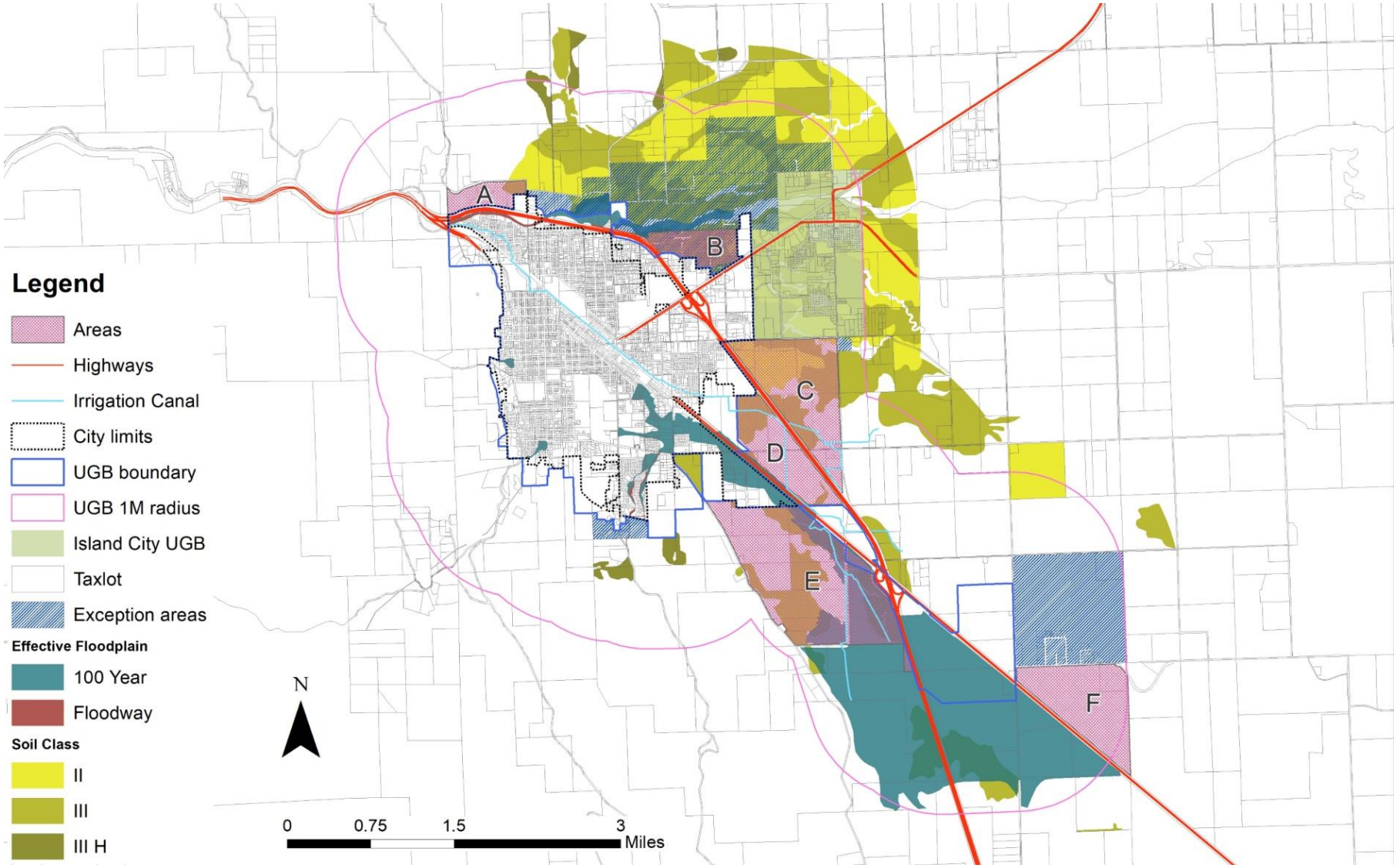
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.11: Refined Priorities



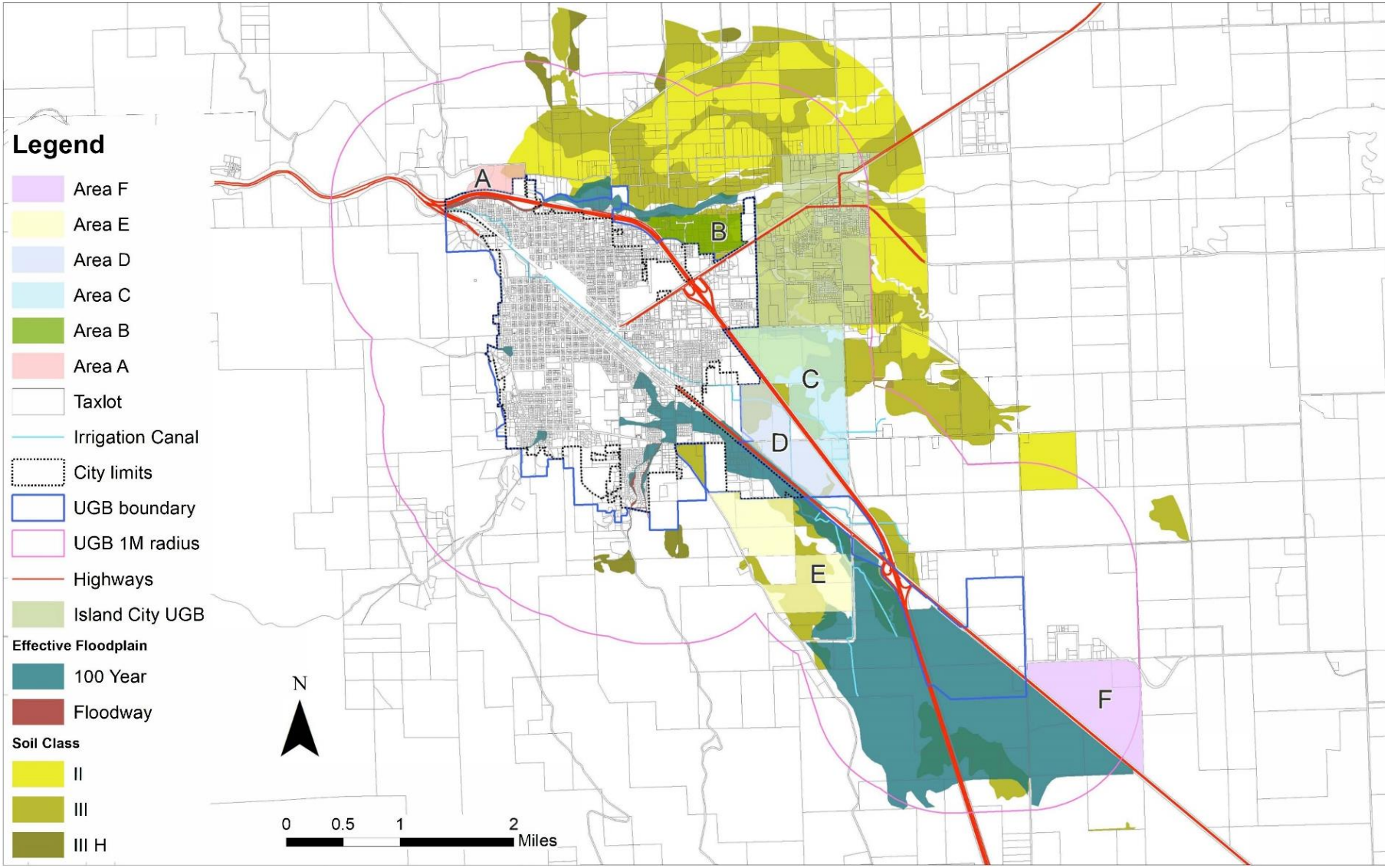
Source: Nexus Planning Services using Data from La Grande GIS

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



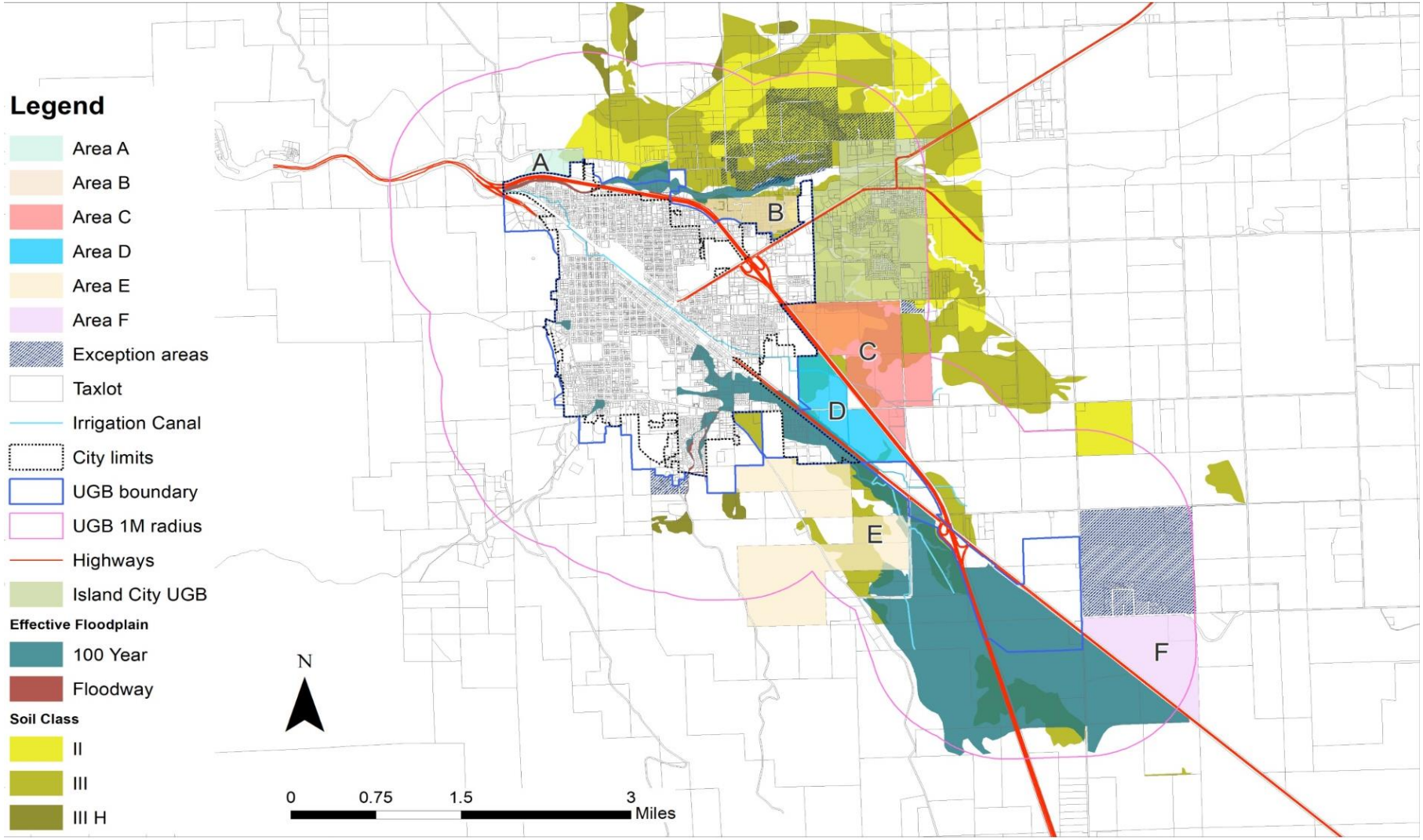
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.13: Recommended Areas (Lenient)



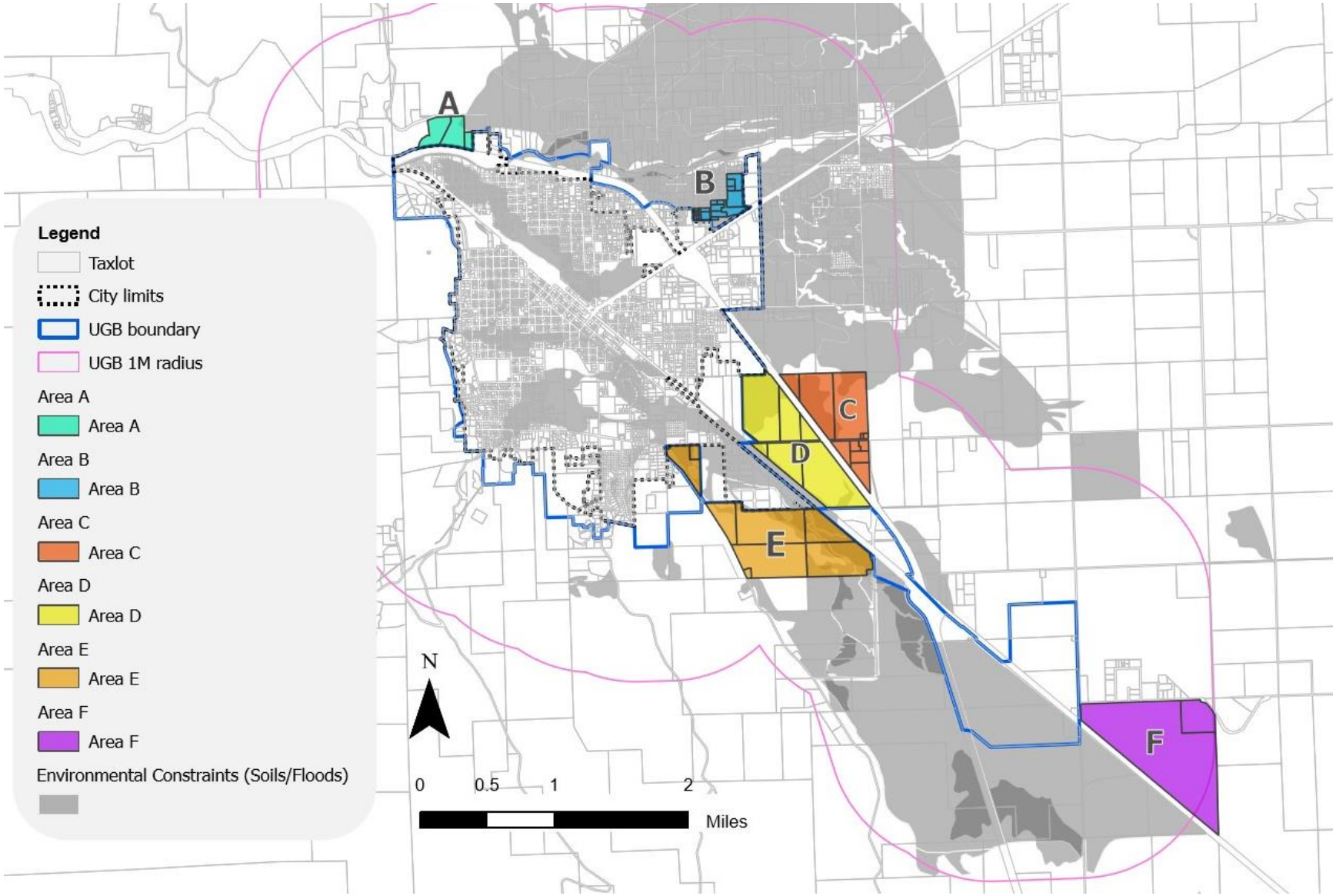
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.14: Recommended Areas (Strict)



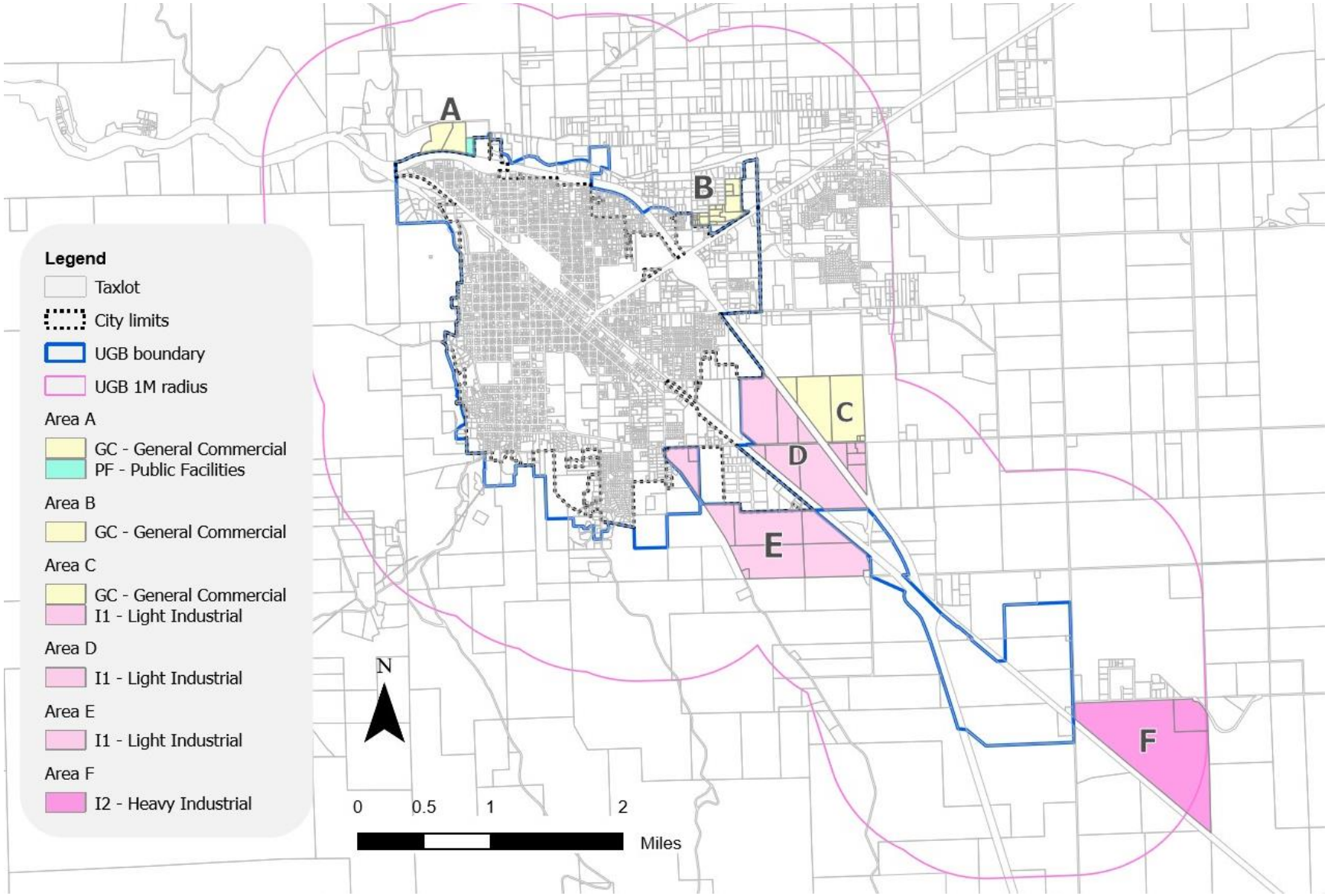
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.15: Recommended Areas with Constraints



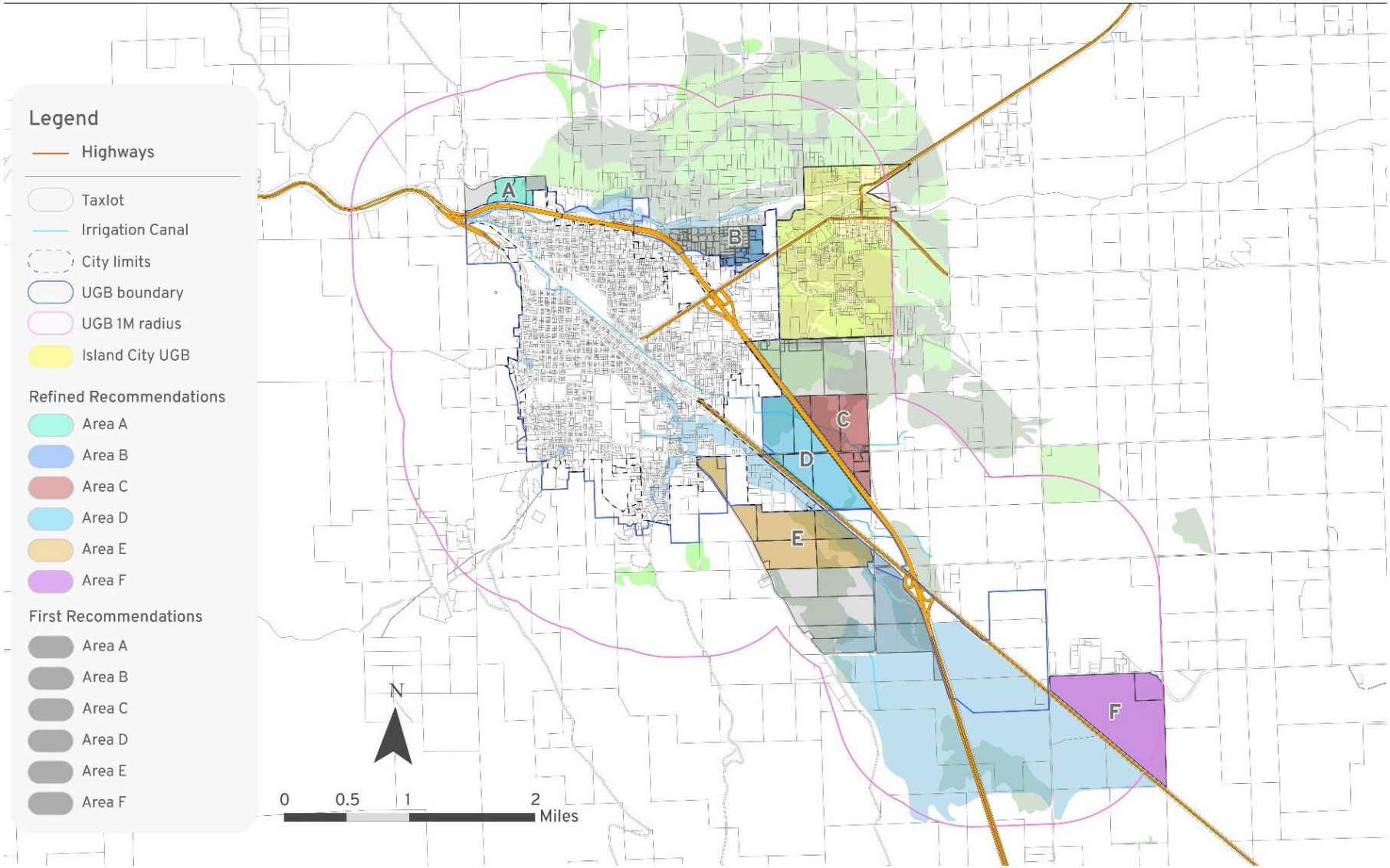
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.16: Zoning Recommendations



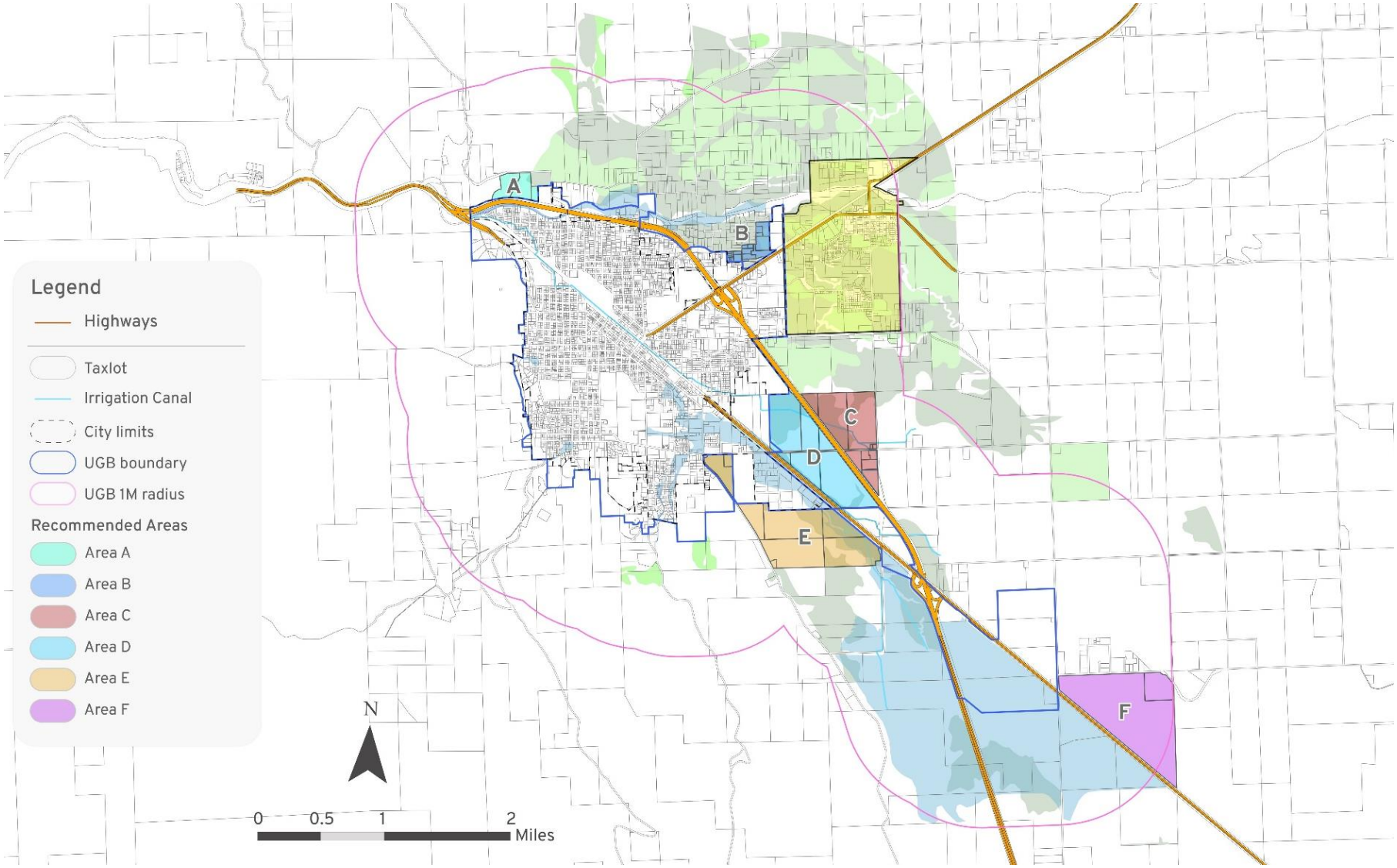
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.17: Refinement Timeline of Recommended Areas



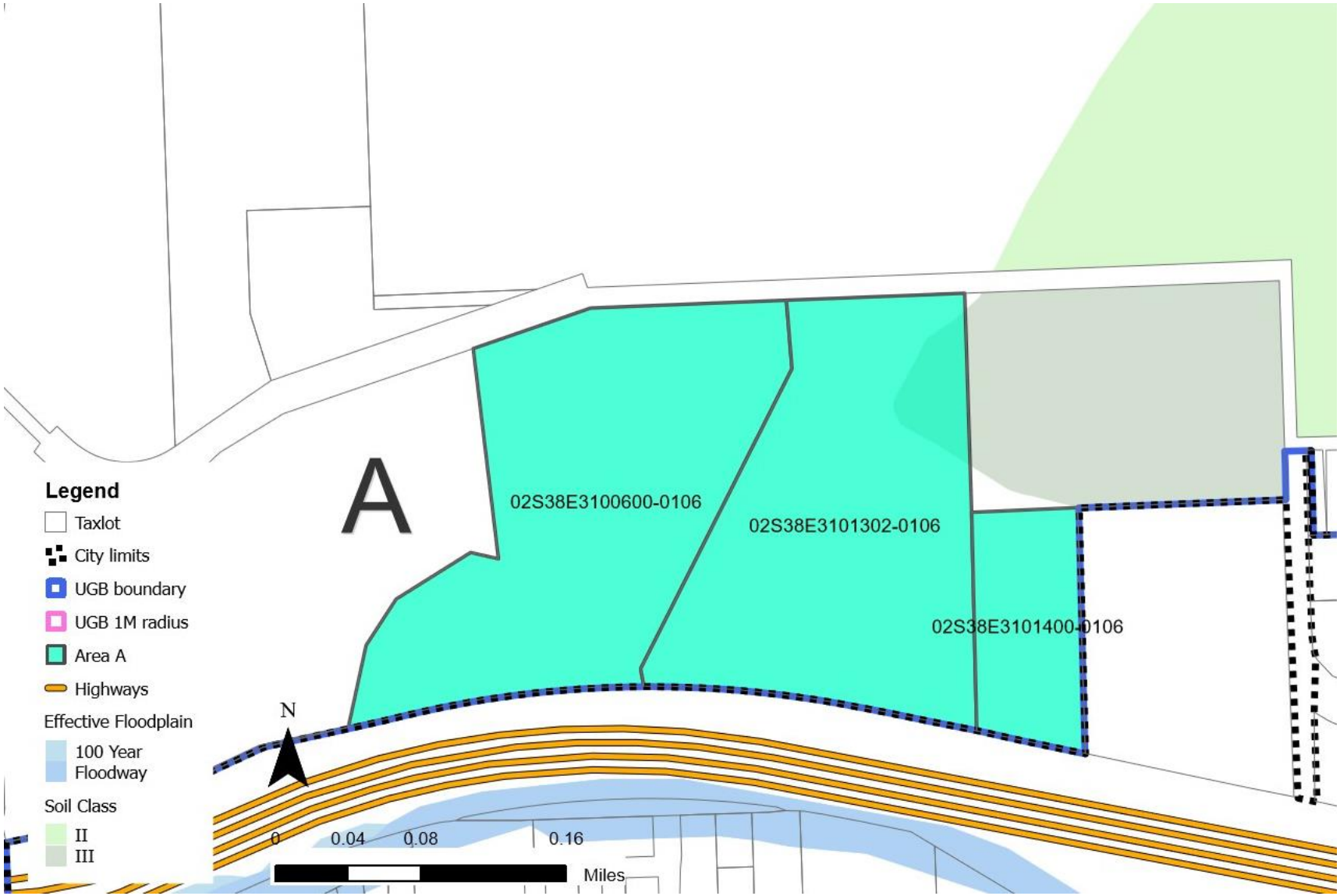
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.18: Recommended Expansion Areas



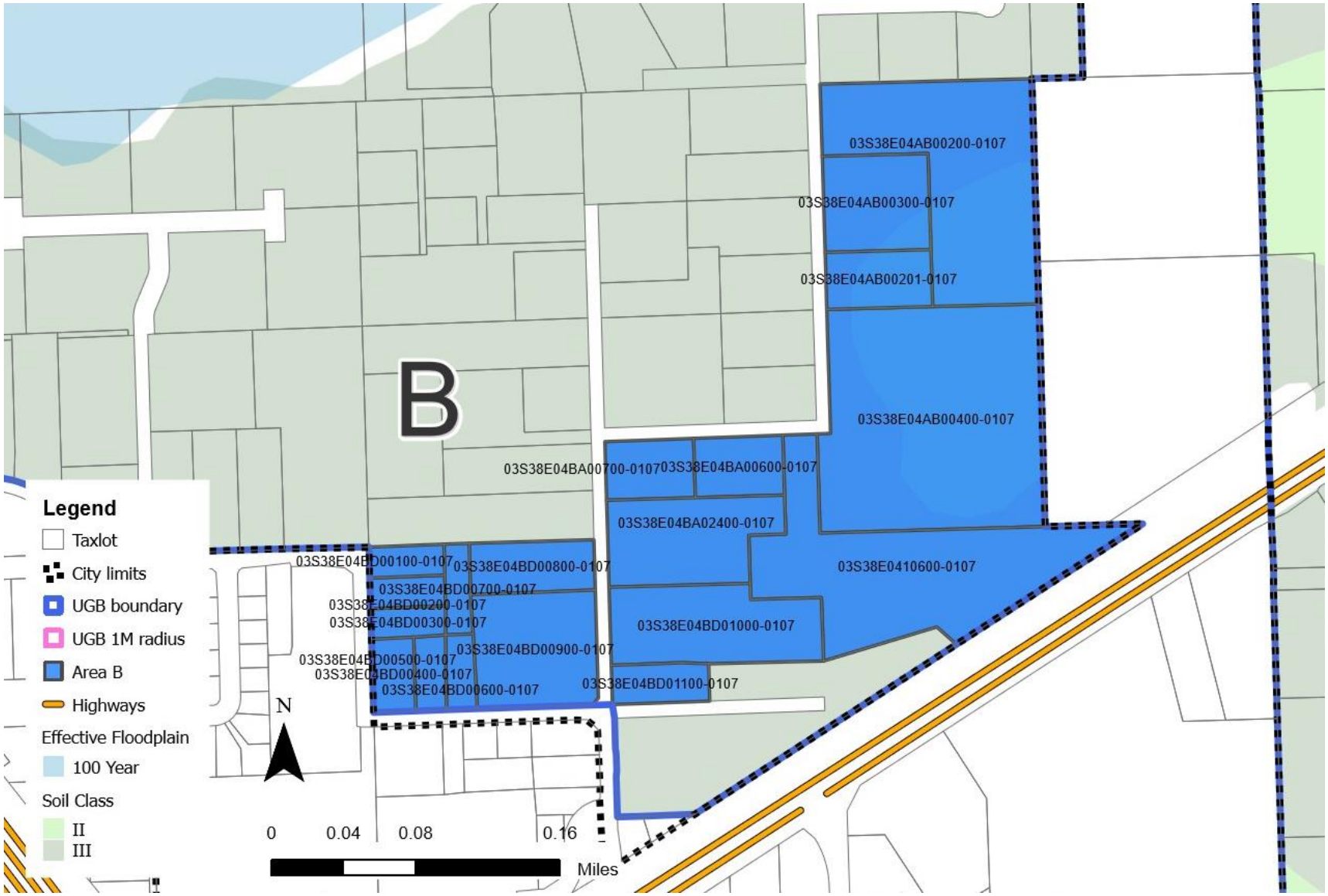
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.19: Area A Zoomed



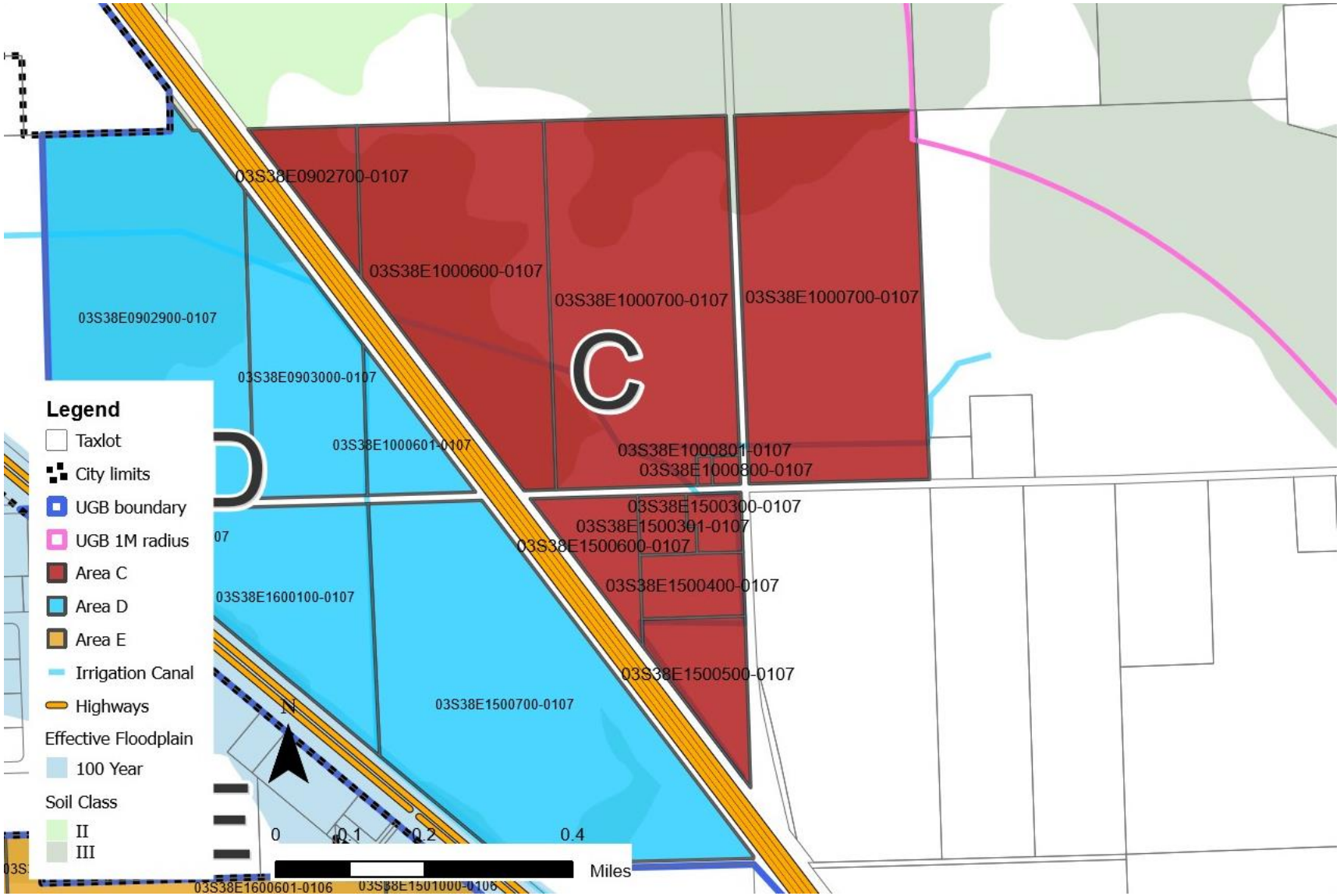
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.20: Area B Zoomed



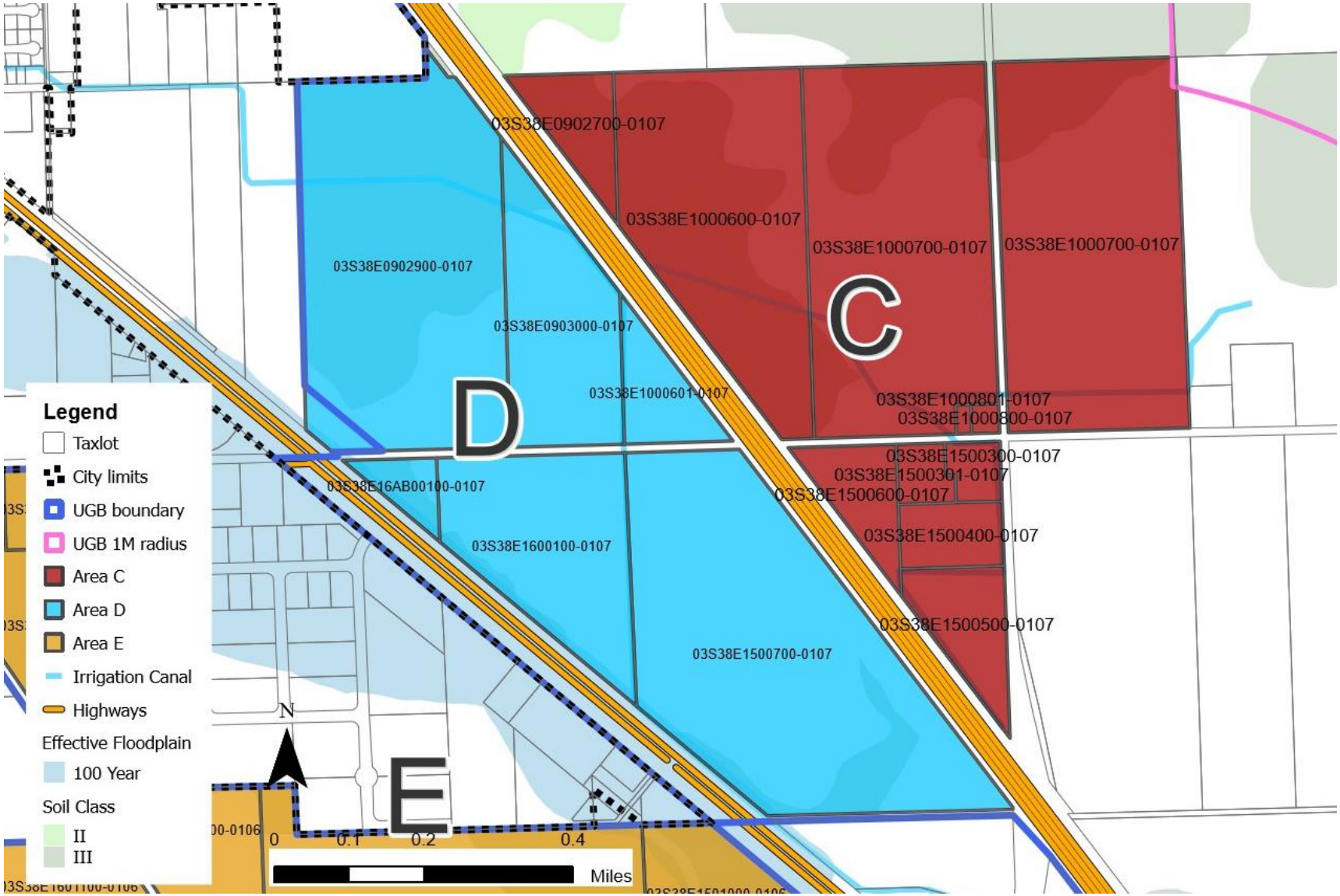
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.21: Area C Zoomed



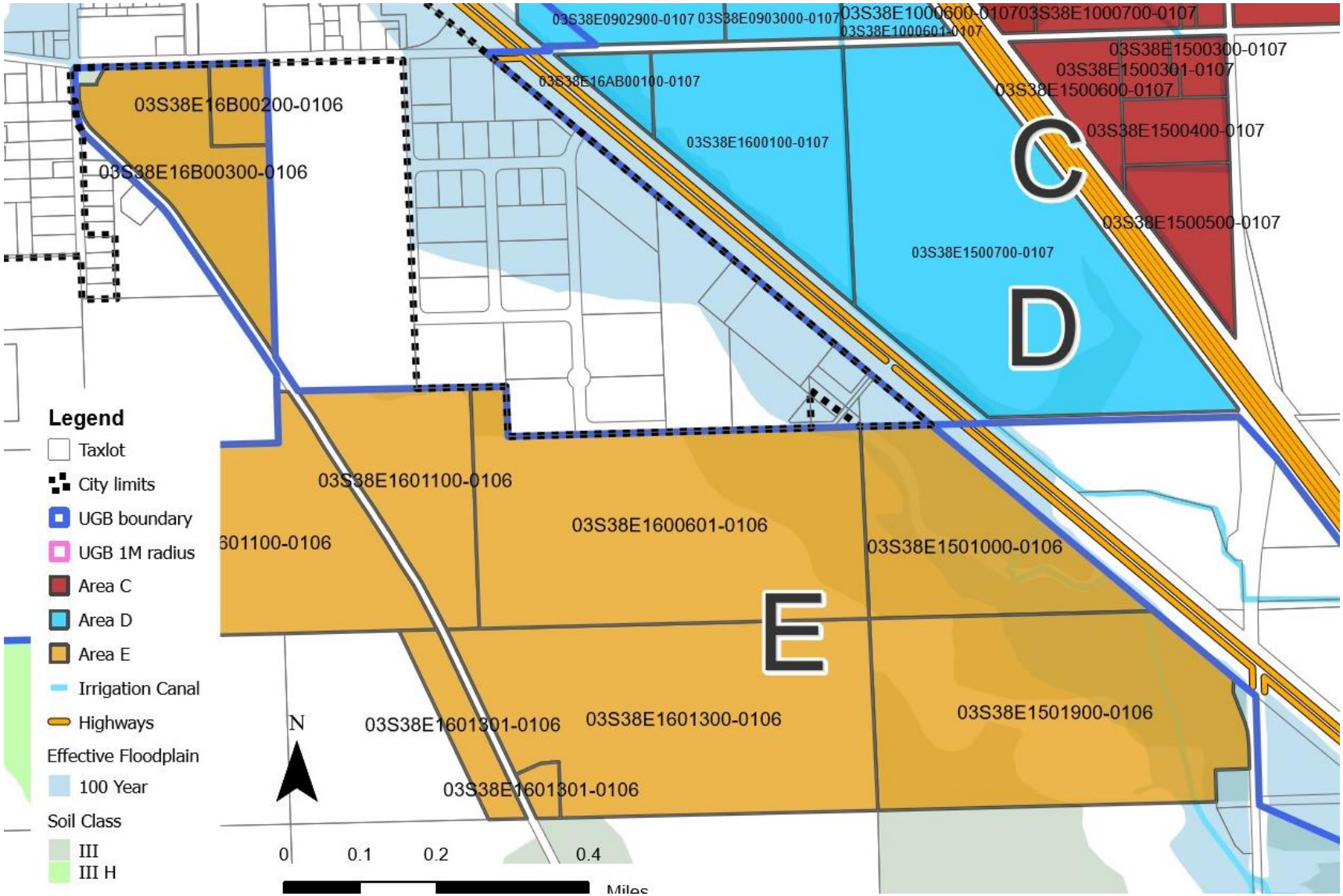
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.22: Area D Zoomed



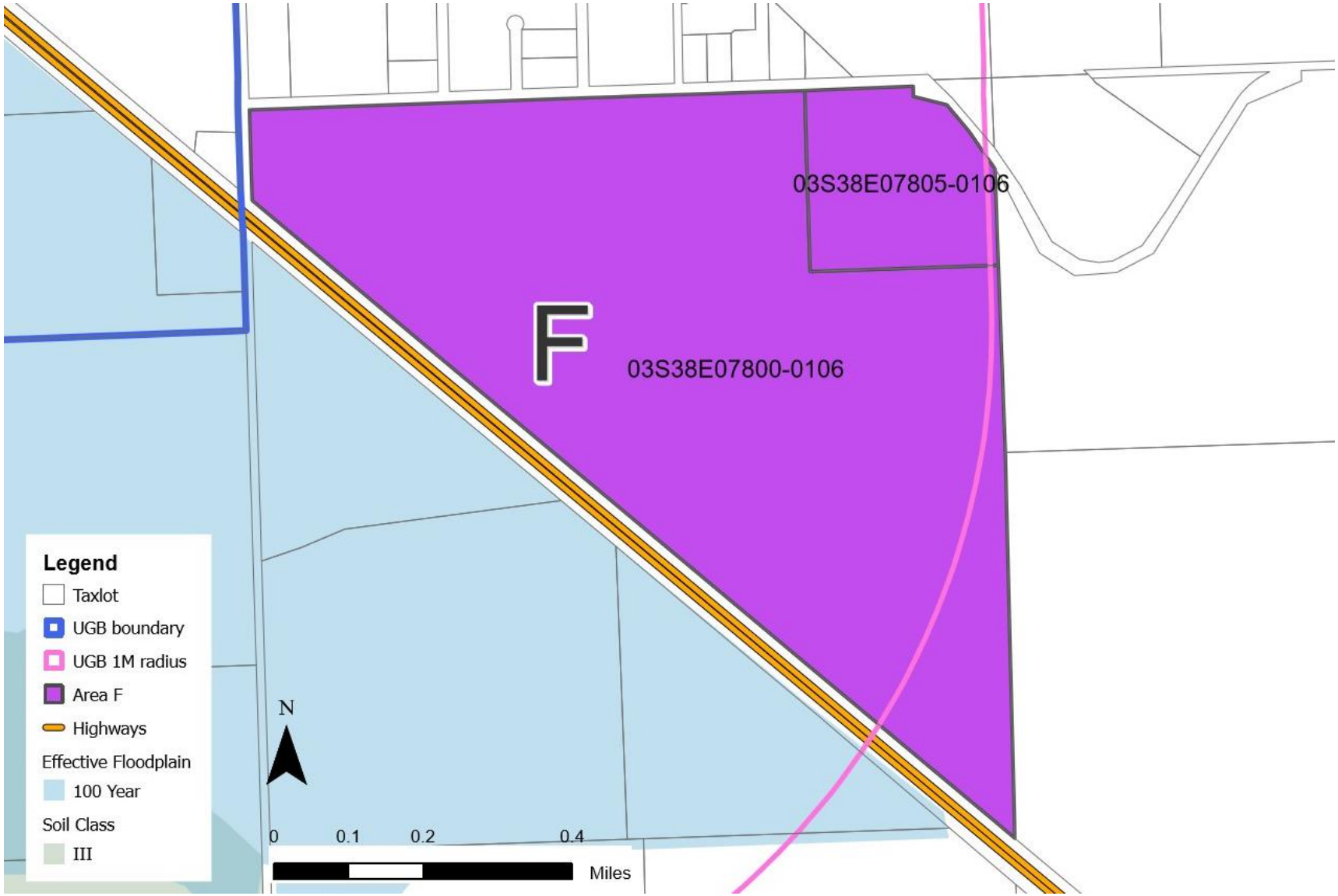
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.23: Area E Zoomed



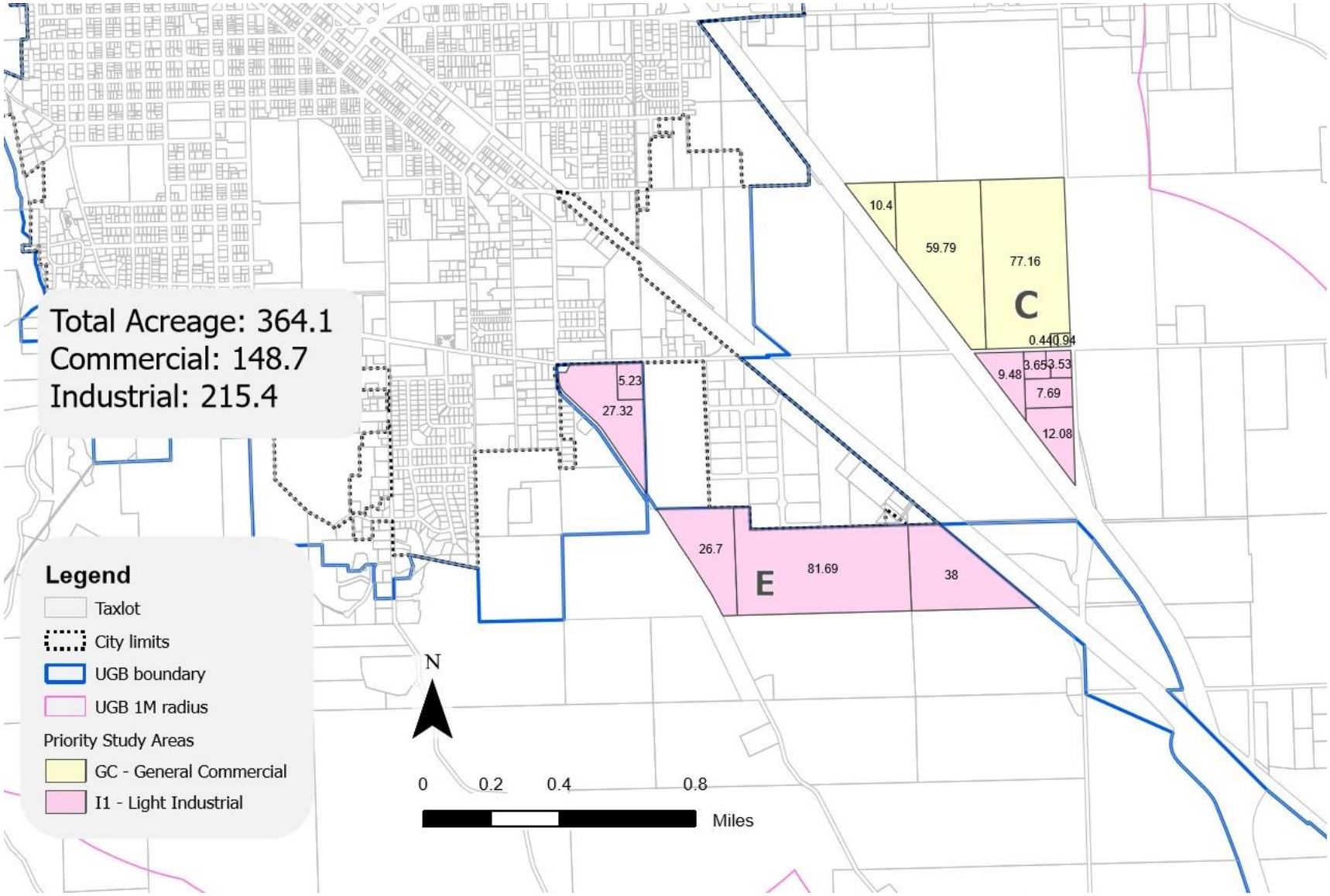
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.24: Area F Zoomed



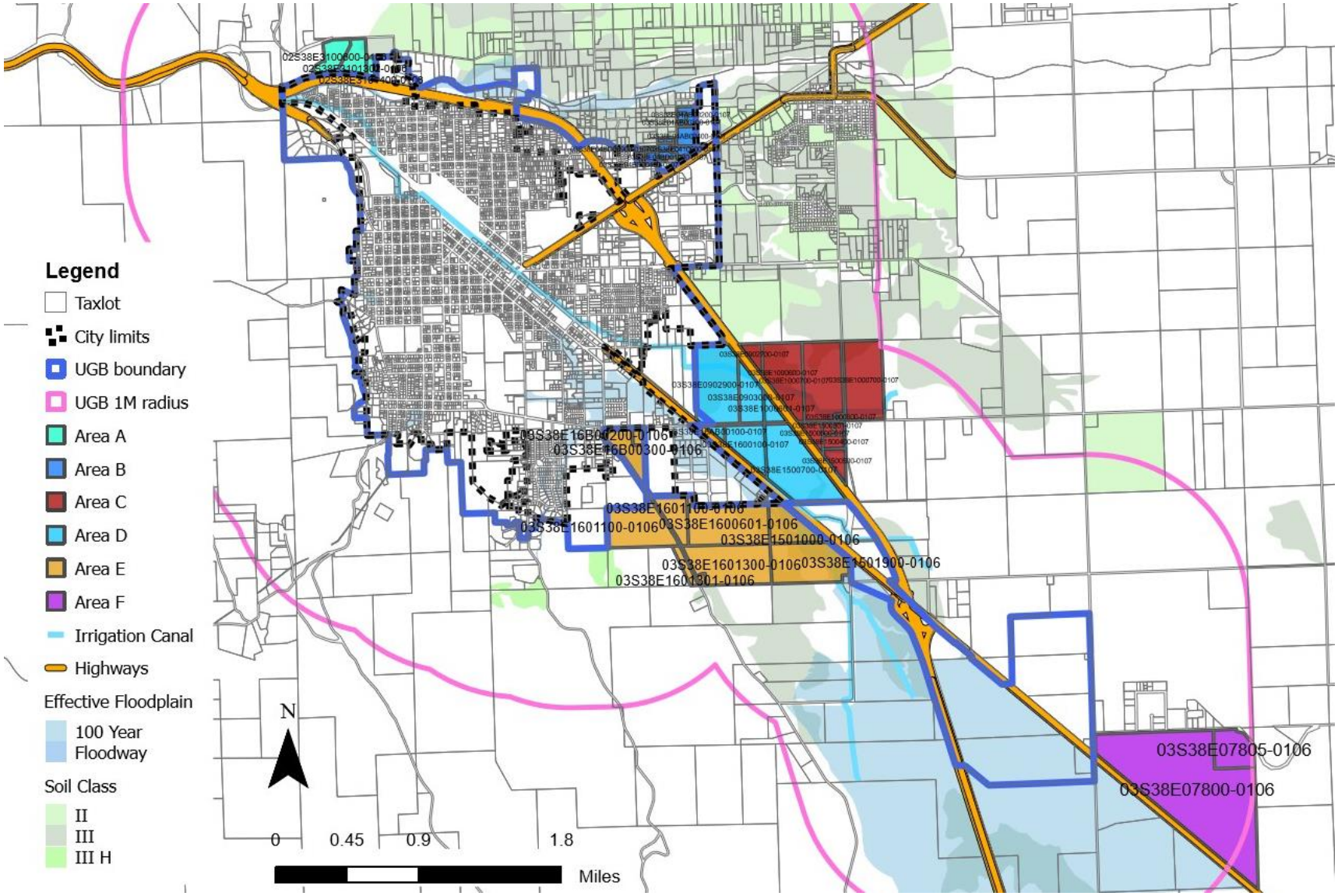
Source: Nexus Planning Services using Data from La Grande GIS

Figure D.25: Sub-Study Areas Map



Source: Nexus Planning Services using Data from La Grande GIS

Figure D.27: Zoomed out MTLC Map



Source: Nexus Planning Services using Data from La Grande GIS