CITY of LA GRANDE
ORDINANCE NUMBER 3269
SERIES 2024

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LA GRANDE, UNION COUNTY, OREGON, AMENDING THE STATEWIDE GOAL CHAPTER 9 OF THE CITY OF LA GRANDE COMPREHENSIVE PLAN; RECODIFYING THE COMPREHENSIVE PLAN; REPEALING ORDINANCE NUMBER 3255, SERIES 2022, AND ALL OTHER ORDINANCES OR PARTS OF ORDINANCES IN CONFLICT HEREWITH; 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, Oregon Administrative Rules (OAR) 660, Division 9, provides requirements for conducting an economic opportunities analysis (EOA) and forecasting commercial and industrial employment land needs, which are to be adopted and implemented through the Goal 9 Chapter of a city's comprehensive plan; and,

WHEREAS, in February, 2023, the City of La Grande entered into a contract with Points Consulting, LLC, to conduct an EOA in conformance with Oregon Administrative Rules (OAR) 660, Division 9; and,

WHEREAS, the EOA was completed in October, 2023, identifying a net job growth over the next 20-years (2023-2043) of +7.5% to +12%, which forecasts a need of 31 additional acres of industrial land and 28 additional acres of commercial land over this period. When taking other qualitative factors into consideration, such as characteristics of parcel sizes and shapes, locations and geographic proximity to each other, site availability-willing sellers, and other factors, the Goal 9 EOA identifies a greater demand and need of +121 acres of industrial zoned land and +63 acres of commercially zoned land; and,

WHEREAS, in November, 2023, the City of La Grande Urban Renewal Advisory Commission met and recommended specific updates to the Comprehensive Plan Goal 9 goals and policies to support the conclusions and implementation of the EOA, as well as other long-range economic development efforts and goals; and,

WHEREAS, the City of La Grande City Council held a work session on January 8, 2024, to hear and discuss a presentation on final conclusions of the EOA, along with the Goal 9 goals and policies amendments recommended by the Urban Renewal Advisory Commission; and,

WHEREAS, the City of La Grande Planning Commission held the first evidentiary Public Hearing on January 9, 2024, to consider the proposed EOA and Comprehensive Plan Goal 9 amendments, 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. The Comprehensive Plan text is hereby amended and recodified 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 Staff Report, dated March 6, 2024.

Section 3. Ordinance Number 3255, Series 2022, and all other Ordinances or parts of Ordinances in conflict herewith shall be and hereby are repealed.

Section 4. SEVERABILITY. If any court of competent jurisdiction declares any Section of this Ordinance invalid, such decision shall be deemed to apply to that Section only and shall not affect the validity of the Ordinance as a whole or any part thereof other than the part declared invalid.

Section 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, April 5, 2024.

ADOPTED AND APPROVED on this Sixth (6th) day of March, 2024, by Six (6) of Six (6) Councilors present and voting in the affirmative.

Justin B. Rock, Mayor

ATTEST:

Stacey M. Stockhoff
City Recorder

CITY OF LA GRANDE

COMPREHENSIVE PLAN

FOREWARD

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

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

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

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

The 1981 Plan was not approved due to several goal deficiencies. Consequently, a revised and updated Plan was prepared in 1983. The changes in the Plan reflect both the intent of the Statewide Planning Goals and those of the City of La Grande. The 1983 Plan was acknowledged by LCDC and updated in 1990, 1999, 2003, 2007, 2009, 2013, 2020, 2022 and 2024.

INTRODUCTION

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

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

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

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

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

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

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

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

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

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

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

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

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

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

HISTORY

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

THE PLAN

Plan Classifications

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

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

A brief definition of each land use classification follows:

Plan Classification	Purpose
Medium Density Residential The R-1 Zone shall have a minimum and maximum density of 4 to 6 dwelling units per gross acre. The R-2 Zone shall have a minimum and maximum density of 6 to 10 dwelling units per gross acre.	To provide areas suitable and desirable for single-family residential uses which have or will need public water and sewage services, commercial and educational support facilities and employment opportunities. Planned developments and duplexes are usually included provided the density does not exceed the minimums set forth in the Zoning Ordinance.
High Density Residential The R-3 Zone and R-P Zone shall have a minimum density of 11 dwelling units per gross acre.	To provide areas desirable and suitable for all types of high density residential development including apartments, planned developments, and other multi-family dwelling units. Under certain conditions, with appropriate safeguards, low traffic generating non-residential land uses may be suitably located in close association with high density residential uses. This classification would be applied primarily to locations where intensive commercial areas or public use areas are located nearly.

Hillside Development	To reduce development densities within hillside areas which have been clearly documented by scientific studies and designated by the City of La Grande Comprehensive Plan as a geologic hazard area (i.e. unstable slope, potential landslide topography). Development in these hillside areas have or will need public water and sewer facilities, commercial and educational support facilities and employment opportunities. Limited agricultural uses are permitted on these hillside development lots.
Commercial	To provide areas suitable and desirable for retail, wholesale, office, warehouse, tourist, and their similar commercial activities which are needed by the City and surrounding areas. High density residential development opportunities or mixed use commercial/residential opportunities shall be provided within and adjacent to the central business district. Such areas generally encompass the original commercial areas and radiate from there. Zone classifications will be used to differentiate between commercial activities.
Industrial	To provide areas suitable and desirable for those activities that are involved in processing or reprocessing materials and/or resources. These activities are needed to maintain or improve the City's economy and employment. Industrial areas are generally located where services and transportation improvements are available, and development is compatible with surrounding area uses. Zone classifications can be used to differentiate between industrial activities if necessary.
Public	To indicate areas desired to be used for existing or anticipated public uses such as schools, and other local public, state or federal activities or facilities.

PLANNING GUIDELINES

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

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

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

Statewide Planning Goal 1 - Citizen Involvement

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

Components -

1. Citizen Involvement. To provide for widespread citizen involvement.

2. Communication. To assure effective two-way communication with citizens.

3. Citizen Influence. To provide the opportunity for citizens to be involved in all phases of the planning process.

4. Technical Information. To assure that technical information is available in an understandable form.

5. Feedback Mechanisms. To assure that citizens will receive a response from policy-makers.

6. Financial Support. To insure funding for the citizen involvement program.

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

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

> It is now fairly common for cities to survey citizens on a routine basis to assess citizen attitudes toward a variety of issues that face the community, including growth and development. La Grande conducted such a survey in late 2000 and plans to do so again every two to three years.
>
> La Grande's citizen survey in 2000 reveals that about 57.5% of La Grande households have Internet access. La Grande is upgrading its web site to provide more information for citizens regarding land use planning and other programs.
>
> Measure 56 requires local governments to provide all property owners with mailed notice when City-wide rezonings are being considered, including land use regulations that would limit or prohibit land uses previously allowed in the effected zone. Although very expensive in terms of staff time and postage cost, this requirement has resulted in more citizens becoming involved in Land Development Code amendments in La Grande.

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

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

Objective -

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

Policies –

1. The City of La Grande shall strive to provide for widespread citizen involvement, especially in its land use planning process.

2. The City of La Grande shall strive to assure effective two-way communication with citizens.

3. The City of La Grande shall strive to provide the opportunity for citizens to be involved in all phases of the planning process.

4. The City of La Grande shall strive to assure that technical information is available in an understandable form.

5. The City of La Grande shall strive to assure that citizens will receive a response from policy-makers.

6. The City of La Grande shall strive to insure funding for the citizen involvement program.

7. That the City of La Grande Planning Commission continue to serve as the Committee for Citizen Involvement for the City of La Grande. Continued efforts should be made to ensure that Planning Commission members are selected by an open, well-publicized public process.

8. That the City of La Grande continue efforts to upgrade its web site to include land use information including, but not limited to: Comprehensive Plan, implementation ordinances, meeting agendas, meeting minutes, staff reports, hearing notices, land use maps, special events and opportunities to serve on committees or commissions.

9. That the City of La Grande continue surveying its citizens on a regular basis (every two to three years) to assess citizen attitudes regarding land use and other issues affecting the community.

10. That the City of La Grande produce printed materials that will enable citizens to understand technical aspects of the land use planning program and make such materials readily available to the public.

11. That the City of La Grande staff continue to participate in service club presentations, local radio talk shows and newspaper or newsletter columns in an effort to better communicate with citizens.

12. That the City of La Grande continue to provide all citizens who participate in the land use process with a copy of the final decision and findings.

13. That the City of La Grande explore the feasibility of publishing a newsletter on a regular basis.

14. That the City of La Grande budget adequate resources to continue and enhance its efforts to implement the policies and recommendations of this plan.

Statewide Planning Goal 2 - Land Use Planning

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

Objectives –

1. The overall goal of the La Grande Comprehensive Plan is to provide direction for achieving a safe, healthful, attractive, and workable environment for the citizens of La Grande; and

2. To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure and adequate factual base for such decisions and actions.

Policies –

1. That planning-related decisions will be made on a factual base, and that such base will be updated as base information changes, or at least every two years.

2. That the plans of other local, state and federal agencies will be taken into account in preparing land use plans and making related decisions.

3. That public need be established before plan changes or related requests are approved and that the burden of proof be borne by the requestor.

4. That urban uses will be discouraged from sprawl which may increase service costs, transportation congestion, and the transition of land from agriculture or grazing to urban uses.

5. That orderly, efficient and economical transition will be made in converting rural lands to urban development.

6. Before property is annexed to the City, is should be clearly established that such annexation will provide a clear benefit to the City with recognition of the fact that City services must be provided to such an area.

7. That commercial development be concentrated so as to strengthen existing commercial activities.

8. That compatibility of anticipated uses with surrounding area development will be evaluated in making planning related decisions.

9. That alternative sites and alternative uses will be considered in making land use plan decisions.

10. That commercial and high density residential development will be located in areas where access, service, and related facilities can best accommodate such development.

11. That uses with undesirable noise, smoke, visual, and other objectionable characteristics will be discouraged from locating in areas where such conditions are incompatible with surrounding area development.

Recommendations –

1. That the land use plan and factual base be reviewed at least once every two years for updating.

2. That a public notice be made each time a plan review is being undertaken and that a public statement be made as to the findings of the review.

3. That a process of coordination be established with local, state and federal planning related agencies.

Statewide Planning Goal 3 - Agriculture

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

Objective –

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

Policies –

1. That soil characteristics, crop productivity, flood hazard, resource habitat, economics, and other similar values will be taken into account in determining whether land should be maintained in its existing state or developed for urban uses.

2. That lands used for agricultural purposes will be preserved wherever less productive alternative sites are available for development; and in such instances where existing or potential access, services, etc., are or can be provided to such alternative sites.

3. That wherever possible, urban uses will be separated from agricultural activities by a buffer or transitional area in which development allowed is compatible with both urban and agricultural uses.

4. That in order to protect the most productive agricultural lands, north and east of La Grande, expansions of existing urban uses or development of new urban uses will be encouraged to utilize existing land within the City limits or those areas already developing as such.

Recommendations –

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

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

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

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

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

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

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

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

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

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

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[1] Engineering Geology of the La Grande Area Union County, Oregon, Herbert G. Schlicker and Robert J. Deacon, State of Oregon, Department of Geology and Mineral Industries, March 1971.
[2] Water System Master Plan, City of La Grande, Oregon, Anderson-Perry and Associates, Inc., 1981, p. 83.

1. That operation and maintenance cost will inflate at a rate of 11% per year.

2. That the energy inflation rate will increase at a rate of 15% per year.

3. That bonds financed at 10% for a period of 20 years will be used for the initial capital development.

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

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

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

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

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

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

Wind power is a factored ratio of wind speed. The airport station ranks higher in wind power than other locations in Oregon even though it has the same average annual wind speed because of periods in the

[3] Wind Energy Resource Atlas: Volume 1—The Northwest Region, D. E. Elliot and W. R. Barchet, Pacific Northwest Laboratory, April 1980.
[4] Ibid., p. 87.

winter of very high winds. The power is a factor of wind speed multiplied by eight. For instance, if the wind power is 10 with a wind speed of 5, then a higher wind speed of 10 raises the wind power to 80. It is the period of time from November to March that raises the La Grande area's wind power above other Oregon locations. This is due to the slight increase in wind energy potential.

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

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

A. The north La Grande area has within its potential service area four artesian geothermal wells. Two of these are owned by the City of La Grande and two by Union Pacific Railroad with a total artesian flow of 950 gpm and temperatures of between 70 degrees Fahrenheit and 80 degrees Fahrenheit. City well #1 is used to heat the City maintenance shops and municipal swimming pool. In addition, this well and the Union Pacific #1 well are used by the City in the domestic supply systems. Neither of the other two adjacent wells are being utilized at this time. In addition to residential users within this area, two elementary schools (Riveria and Greenwood) could participate in a heating district with 68,146 square feet of floor space. Also the Boise Cascade sawmill and Del Monte Corporation processing plant have major facilities in the north side area.

B. The La Grande Central Business District (CBD) is located just south and contiguous to the four wells just discussed. The CBD contains 9 blocks of continuous walled buildings two stories and more in height. In the 1930s and 1940s this area was serviced by a heating district which was abandoned when cheaper fossil fuels became available.

C. The line of institutional facilities in the south portion of La Grande has prompted previous action to verify adequate geothermal resources in this area. In December 1979 the Oregon Department of Geology and Mineral Industries drilled three test wells within the institutional facilities study area to try and intercept the extension of the Craig Mountain Fault lineament. The test drilling was part of a low-temperature resource assessment program. The temperature gradient of 905 degrees C/KM was experienced down to a maximum depth of 260 feet. Given this preliminary information, the Oregon DOE is recommending in their final report additional drilling to 1,000 feet where higher temperatures and greater flows may be encountered.

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

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

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

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

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

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

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

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

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

The La Grande citizens use this dead timber to heat approximately 35% of the housing units. By 1990, the percentage of homes heating with fuels other than electricity or gas dropped to about 30 percent. This is largely due to the decay of the now dead trees and not their actual utilization. In the interim, this energy source is the single largest conservation effort of this area on a household basis. The percentage of

households using wood for space heating continued to decrease during the 1990s; however, price increases for natural gas and electricity in the early 2000s has fueled concerns from air quality advocates that wood burning could increase.

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

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

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

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

1. The presence of water lends importance to the zone. Wildlife habitat is composed of food, cover, and water. Riparian zones offer at least one of these critical habitat components and often all three.

2. The greater availability of water to plants, frequently in combination with deeper soils, increases plant biomass production and provides a suitable site for plants that are limited elsewhere by inadequate water.

3. The shape of many riparian zones, particularly the linear nature of streams, maximizes the development of "edge" which is very productive for a variety of wildlife.

4. Riparian zones along the river provide shade which helps in maintaining acceptable water temperatures. They also provide migration routes for wildlife plus the river itself serves as a necessary migration route for steelhead, salmon, and resident fish.

Riparian area protection in the La Grande UGB is provided by the Riparian Protection Area chapter of the Land Development Code. La Grande has elected to use the “safe harbor” process in OAR 660-023-0090 to comply with Goal 5 Riparian Corridor requirements. The safe harbor riparian corridor boundary, for streams with an average annual stream flow greater than 1,000 cubic feet per second is seventy-five feet (75’) upland from the top of each stream bank. The safe harbor riparian corridor boundary, for streams with

an average annual stream flow less than 1,000 cubic feet per second is fifty feet (50') upland from the top of each stream bank. In La Grande, the Grande Ronde River and the three (3) tributaries (Mill Creek, Taylor Creek and the Gekeler Slough) all have average annual flows of less than 1,000 cubic feet per second according to the Union County Water Master's Office and the Water Resource Department's database. Thus, the riparian corridor width included in the Riparian Zone Protection Article of the Land Development Code Ordinance must be no greater than fifty feet (50') upland from the top of each stream bank, unless the City can justify a greater width in protecting water quality under Statewide Goal 6. The Riparian Zone Protection Article will be developed using State model ordinances and comments on such model ordinances received from the Department of Land Conservation and Development.

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

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

BUILDINGS OF HISTORICAL SIGNIFICANCE

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

RESIDENTIAL ARCHITECTURE OF HISTORICAL SIGNIFICANCE

Queen Anne Style

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

Norman Farmhouse

402 Washington Avenue	(1925)

Tudor

401 Washington Avenue	(1926)

Tudor Cottage

602 Penn Avenue	(1920)

Colonial Revival

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

Georgian

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

Italian Villa

709 “O” Avenue	(1920)

Foursquare House

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

English Cottage

1502 Fourth Street	(1925)

On Oregon Trail

1206 “B” Avenue	(1872)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Objectives –

1. To conserve open space and protect natural and scenic resources.

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

Goals –

1. To make available the best possible resource land for this purpose while protecting urban values and environmental concerns such as air quality, noise, aesthetics, fisheries, and wildlife.

2. To maximize the most energy efficient extraction and utilization of the resource by permitting aggregate removal within the UGB where the control of adverse impacts is possible.

3. To encourage both active and passive use of solar energy techniques in residential and commercial buildings.

4. The City of La Grande should facilitate the recognition of historical structures important to the heritage of the La Grande area. This should include seeking status as a Certified Local Government.

5. The City should make every reasonable effort within its regulatory authority to save these structures from defacing or demolition.

Policies –

1. That fish and wildlife areas and habitats shall be protected and managed to prevent destruction by urban development.

2. That the efficient consumption of energy shall be considered when utilizing natural resources.

3. That watersheds and reservoir sites shall be protected from urban encroachment.

4. That the need for open space for the residents of the area shall be considered in the development and expansion of urban uses.

5. The City shall support any future efforts to obtain reliable wind energy data within the La Grande UGB and assist in the interpretation of that data. Should sufficient wind energy potential be found to exist, the City will adopt the best available technology in land use implementing measures to guarantee access and utilization of the wind energy resource.

6. The City has supported the geothermal development efforts of the past and shall continue to support these efforts with staff time and coordination.

7. Should geothermal resources be discovered in sufficient quantity and quality, the City will aid the development of those resources.

8. When feasibility and development of the geothermal resource are shown to be cost effective to the citizens of La Grande, the City will attempt to secure the funds necessary to finance implementation.

9. To consider development of a provision for solar access in the La Grande Land Development Code.

10. The City of La Grande supports the wildlife and fisheries management objective of maintaining the riparian zones along the Grande Ronde River.

11. The City shall implement an Ordinance provision within the Land Development Code Ordinance which regulates the declaration of historical structures, and demolition thereof through a public involvement process.

12. The City of La Grande shall make every possible effort to protect ground water resources whenever they appear threatened.

13. The City of La Grande commits to coordinate with the Oregon Department of Fish and Wildlife and seek to amend the Riparian Corridor Map in the Comprehensive Plan should the Oregon Department of Fish and Wildlife produce fish inventories or other evidence that Taylor Creek is a fish-bearing stream.

Recommendations –

1. That historical sites and/or structures should be investigated for possible preservation and/or acquisition before allowing them to be destroyed for new development.

2. The City continue to evaluate its cultural, historical, natural and scenic areas so as to include appropriate regulations in the Land Development Code Ordinance for their protection.

3. The watershed to the west and south of La Grande should have restricted development so as no to destroy its benefit to the City.

4. In dealing with fish and wildlife areas and habitat, the City should adhere to the Oregon Wildlife Commission's fish and wildlife management plans.

5. The Land Development Code Ordinance should reflect the desire and need for open space by the residents in the urban area.

6. The City should cooperate to the fullest extent possible with all parties public and private, in the conservation and development of drainage ways, game and wildlife habitat and similar natural resources, so as to preserve these amenities for the benefit of future generations.

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

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

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

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

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

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

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

At the local level, in 2001, Union County significantly improved its Smoke Management Program to better regulate field burning. Also in 2001, the City implemented tighter regulation of open burning in the City and enacted programs to promote the composting of yard waste. The number of Open Burning Permits for the Fall, 2001 burning season decreased to 88, compared to 145 permits for the Fall of 2000. Spring, 2002, Open Burning Permits numbered 151 compared to 322 in the Spring of 2001. The Yard Waste Recycling

Program, which began operation in early August of 2001, diverted 276 tons of yard debris from the landfill and open burning by November 30, 2001, (a four month period), when the program closed for the season. During 2002, the Yard Waste Recycling Program attracted 5,965 customers with 1,419,980 pounds (710 tons) of yard waste.

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

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

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

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

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

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

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

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

diversity and complexity; stream bank stability; and maintenance and diversity of macro-invertebrate communities."

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

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

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

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

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

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

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

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

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

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

Noise Level Quality: Two of the major noise sources in La Grande are the Union Pacific Railroad mainline and Interstate 84. The Department of Environmental Quality recommended allowable statistical noise

levels for industrial and commercial noise sources was used as a basis of comparison for a City conducted noise survey. These recommended levels are:

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

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

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

Objective –

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

Policy –

1. That those uses emitting noise and air pollution be located so as not to infringe upon the quality of residential living.

2. That buffer or transition areas be encouraged between industrial and residential uses.

3. That every effort be made to protect the air, water, and land resource from destruction or degradation by urban uses.

4. The City of La Grande shall support and cooperate with the Department of Environmental Quality in their efforts under this program.

5. The City of La Grande shall continue to support and cooperate in all air, water, and noise pollution monitoring through its own efforts or that of the DEQ or other agencies.

6. The City shall review all land use proposals to determine if there may be possible detrimental aspects to the air, water, and noise quality and make sure that these uses conform in all respects to the state and federal emission regulations.

7. The City shall cooperate with the Department of Environmental Quality and the Department of Water Resources in maintaining and evaluating sensitive water aquifers in the City and the Urban Growth Boundary.

8. *The City will work with the Department of Environmental Quality to resolve air quality problems within the City and its Urban Growth Boundary.*

Recommendations –

1. That the City should continue to work with the County in developing a solid waste program that meets state and federal regulations.

2. The zoning ordinance should provide for the protection of air, water, and land resources from the development of specific urban uses.

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

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

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

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

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

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

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

approval by the Water Resources Department and the Department of Environmental Quality. The review shall take place prior to the issuance of well construction permits.

Objective –

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

Policies –

1. Special consideration must be given to development activities of any nature or type on the colluvial slope formation in the west and southwest portion of the planning area.

2. That the channel and floodway of the Grande Ronde River be kept free of obstructions or any other impediments to the free flow of water.

3. That the impact of high ground water be considered before allowing urban development to the east.

4. That development in floodway fringe areas be limited to that which can be constructed to minimize flood losses.

5. That floodway portions be given special attention to avoid development that is likely to cause an impediment to the flow of floodwaters.

6. Individual development request within the Geologic Hazard Area shall receive site plan review as required by the zoning ordinance.

7. The City shall continue to solicit the advice of the Corps of Engineers on all matters affecting the alteration of areas which may change the course or height of floodwaters.

8. The flood hazard areas shall be shown as an overlay zone on a map together with the geologic hazard areas.

9. For any proposed change or alteration of existing wells in the area legally described in Exhibit “A” entitled Diesel Fuel Contamination Area, notice shall be given to the Department of Environmental Quality.

10. No well may be constructed within the area so specified without approval from the Oregon Department of Environmental Quality.

11. The City shall adopt a Hillside Development standard to regulate residential development in hillsides equal to or greater than 25% slope, or in hillside areas where there has been a history of slope failure giving special consideration to parcel minimum size and impacts on slope stability.

Recommendations –

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

Statewide Planning Goal 8 - Recreational Needs

PARK MASTER PLAN

Purpose of this Plan
The La Grande Parks and Recreation Master Plan is intended to help meet the needs of current and future residents by positioning La Grande to build on the community's unique parks and recreation assets and identify new opportunities. The citizen-driven plan establishes a clear direction to guide city staff, advisory committees, and elected officials in their efforts to enhance the community's parks system, open space, community forest, trails, recreation facilities, programs and services. The purpose of this plan is to continue to evaluate and develop a well-planned systemic approach to managing community parks and recreation needs. The Master Plan ensures that these services are consistent, compatible, and complimentary to all current and planned Parks and Recreation services.

Department Description
The La Grande Parks & Recreation Department consists of four different divisions including; 1) Aquatics (Veterans' Memorial Pool), 2) Recreation, 3) Parks Maintenance, and 4) Urban Forestry. The department receives funding authorized by the City Council through budget appropriations. Additional funding is provided through fees charged for specific programs and services and through grant funds. Through these means, parks and recreation programs and services are provided and maintained for the citizens of La Grande.

Methodology of this Planning Process
This project has been guided by a project team, made up of city staff and the Parks & Recreation Advisory Commission. This project consisted of the following tasks.

Needs Assessment, Public Involvement, and Process -

Community Survey
Online and paper survey made available to all residents receiving 491 responses. This data was analyzed and refined by City residency. 411 responses were from La Grande, 25 were missing a city name, and 55 were from outside of La Grande. Consideration of priorities were given to La Grande residents.

Focus Groups
Five online video conference focus groups were held in fall of 2021 with four discussion points:

1. Outdoor Recreation Facilities – What are the priorities for future facilities?
2. Indoor Recreation Facilities - What are the priorities for future facilities?
3. Programs and events – What are we missing, what should we add?
4. Top 3 concerns for the master plan to address.
5. Park locations and parks maintenance needs.

Focus Group results themes included:

- Connectivity of parks between parks. Ideas included creating natural or street corridors where citizens could safely walk or bike between city parks.

Parks & Recreation Advisory Commission Recommendations and Themes

Discussion from December 15, 2021 focused on:

Indoor Facilities
- Recreation Center emerged as a priority including youth/teen space.

Outdoor Facilities
- Priorities set beginning with Riverside Playground replacement.

Programs and Events
- New focus on youth/teen programming.

Neighborhood Park Locations
- Eastern part of La Grande was identified as a priority.

- Accessibility for disabled and different socioeconomic groups.
- Increased youth/teen programs and/or spaces. This included a need for a multi-use, year-round facility with a focus on youth programming.
- More trails throughout town.
- Preserve and grow natural areas within the parks system.

The Parks & Recreation Advisory Commission met on December 15, 2021 to determine common themes and prioritize projects and improvements for the next five years. Members participating included: David Moyal, Chairperson, Bob Mills, Vice Chairperson, Steve Antell, John Briney. Staff present were McKayla Rollins, Aquatic & Recreation Superintendent and Stu Spence, Parks & Recreation Director. The following discussion was focused around the following topics.

Indoor Facilities:

- One of the overwhelming responses is year-round youth programs. If we are looking to the future, the biggest capital investment should be the Recreation Center including gym space, classrooms, and multi-purpose space with a focus on youth programming. This will likely tie into all the indoor facilities. We could look in to developing a "Friends Group" that could be a non-profit partner to support this capital campaign.
    - Explore connecting a Recreation Center to the pool. This would create a better customer experience and could include the construction of a gym, classrooms, multi-purpose space, and new locker rooms at entry. Some ballfields would have to be relocated and parking addressed.
- Riveria School was discussed, but was determined not to be a usable space.
    - It could work if the gym was saved, but the rest of the building demolished.
    - Multipurpose space is really important.

Outdoor Facilities:

- Riverside Playground
- Splash Pad
- Install restrooms at Candy Cane and Benton Parks
- Install shade canopies at Sunnyhill, Candy Cane, and Benton Parks
- Replace playground at Sunnyhill Park
- Trail and Connectivity Opportunities
    - Park to park along street corridors
    - La Grande to Island City Greenway Trail
    - Deal Canyon to Morgan Lake
    - Riverside Park to Fairgrounds
    - Birnie Park to EOU
- Natural Area Expansion Opportunities
    - Pete's Pond and/or Gangloff Park

Parks & Recreation Advisory Commission Recommendations and Themes cont'd

Discussion from December 15, 2021 focused on:

Indoor Facilities
- Recreation Center emerged as a priority including youth/teen space.

Outdoor Facilities
- Priorities set beginning with Riverside Playground replacement.

Programs and Events
- New focus on youth/teen programming.

Neighborhood Park Locations
- Eastern part of La Grande was identified as a priority.

Programs/Events Suggestions

- Morgan Lake Outdoor Education and boating
- Teen recreational sports leagues
- Community Hikes
- Partnering with the Library to create a teen hang out.
- Diving, Jr. Lifeguard program, Teen pool programs
- Ski Bus or other trip opportunities throughout the year.

Neighborhood Park Locations

- The Parks and Recreation Director will work with City Hall to create map with parks and distances and to help identify neighborhoods that need parks.
- Eastern La Grande neighborhood is lacking in park land.
    - We might be able to partner with the School District to improve their facilities for that use in that neighborhood that doesn't have a park. OTECC might be another partner in that neighborhood.

Morgan Lake in the Fall

Goal 1: Maximize Planning Effort

Strategy: Incorporate the action items of this plan into the City's annual work plans to achieve the recommendations of this plan and to enhance effectiveness of staff effort.
Actions:

- Involve and inform City Council at their annual retreat of the recommendations of this plan.
- Incorporate the recommendations from this plan in to City's Budget process and request.

Strategy: Assure that all levels of staff are informed of and are set up to work together to implement the recommendations of this plan.
Actions:

- Inform all levels of staff of the direction of the plan, allow for staff input, encourage buy-in.
- Provide cross-departmental staff teams as appropriate to share recommendations of this plan.

Goal 2: Strategically Increase Programming and Partnerships

Strategy: Develop a standard practice for customer program feedback.
Actions:

- Develop a standard survey (usually at the end of a program) that will help improve programming and be able to respond to customer needs in a timely matter. Give customers an opportunity to provide positive and negative feedback.
- Suggestions for improving programs by staff.
- Annual community outreach on how to improve or what programs to add.
- Annual specific organizational (service clubs and volunteer organizations) outreach

Strategy: Implement and/or modify programs based on research and feedback.
Actions:

- Track new trends that may drive new needs.
- Budget for new or expanded programming.
- Adequately market new or expanded programs.

Strategy: Improve and enhance community partnerships that support the Urban Forestry program.
Actions:

- Improve communications and relationships with OTECC.
- Increase programming and outreach in local schools.

Strategy: Preserve and enhance community forest.
Actions:

- Enhance enforcement language to protect established trees and new tree planting requirements during new development.
- Maintain partnership with Public Works for street tree clearance pruning by zone.
- Develop a marketing campaign for right-of-way planting, pruning, and removing trees.

Goal 3: Provide Equitable Level of Service in Existing Parks and Facilities Throughout the Community

Strategy: Improve existing parks to meet community standards.
Actions:

- Strive to replace, add, or renovate amenities in the following order below.
  - Riverside Playground
  - Splash Pad
  - Restrooms at Candy Cane and Benton Parks
  - Shade canopies at Sunnyhill, Candy Cane, and Benton Parks
  - Sunnyhill Park Playground

Strategy: Improve accessibility and connectivity.
Actions:

- Strive to provide parks, greenways, or indoor facilities within one third mile of residents to ensure continued walkability.
- Work with other City departments that received Community Pathways funding to coordinate our planning efforts.
- Create a walkability analysis map by partnering with other City departments.
- Establish a task force to create a trail and pathway inventory consisting of current and potential future bike/ped friendly public/private natural or street corridors throughout La Grande and into adjacent land connecting other natural areas in the County.
- Use that walkability analysis to create priorities for connections to parks, greenways, or indoor facilities.
- Work with other City departments to create natural or street corridors where citizens could safely walk or bike between city parks.
- Look for trail and pathway opportunities in parks and throughout town.
- Ensure park amenities are accessible to all.
- Intentionally look to add park property on the East side of La Grande.

Strategy: Increase community forestry equity.
Actions:

- Intentionally identify low income, high need areas for tree plantings.
- Organize neighbors in low income, high need areas to advocate for the community forest.
- Plant at least 50 trees along Island Avenue northeast of Interstate 84.
- Work with other city departments on developing sidewalks, curbs, and planting strips in these underserved neighborhoods.

Goal 4: Create increased youth/teen programs and/or spaces.

Strategy: Identify and develop Recreation Center facility.
Actions:

- Identify and engage key community partners including EOU and La Grande School District, contractors, business owners, and foundations.
- Explore a “friends” group non-profit that could support fundraising efforts.

- Ensure there is multi-purpose community space for teen and senior programming, sports, events, activities, classes, meetings, and more.
- Work with engineer/architecture firm to analyze and develop plans.

Strategy: Develop youth/teen programming slate of activities throughout the year.
Actions:

- Ensure specific youth/teen programs are offered and advertised each quarter.
- Utilize Morgan Lake and other outdoor amenities to offer outdoor education for youth.
- Develop teen recreational sports leagues.
- Explore partnerships with the Library, EOU, and/or other partners to create a teen hang out space and programs.
- Develop teen aquatics programming. i.e. Jr. Lifeguard program, evening events
- Develop youth/teen trips. i.e. ski bus, Boise, Pendleton

Goal 5: Preserve and grow natural areas within the parks system.

Strategy: Preserve Gangloff Park as a natural area.
Actions:

- Continue to work with the Native Plant Society and provide budget support for their volunteer projects along with materials and supplies.
- Look for opportunities to purchase adjacent land.

Strategy: Look for opportunities to add natural areas to the parks system inventory.
Actions:

- Meet with Blue Mountain Conservancy for potential partnership opportunity at Pete's Pond.
- Work with other City departments to identify possible natural area park acquisition opportunities.

Recommendations 2022 – 2027 Priorities	Capital Cost Estimate	Capital Funding Sources
Riverside Park Playground Replacement	$125,000	General Fund, Grants, Donations
Hire architect/engineer to provide site analysis for Recreation Center	$25,000	General Fund, Park SDC Funds
Splash Pad Construction	$100,000	General Fund, Grants, Donations
Restroom at Candy Cane Park	$50,000	General Fund, Grants, Public Works
Restroom at Benton Park	$50,000	General Fund, Grants, Public Works
Shade Canopy at Candy Cane Park	$50,000	General Fund, Grants
Shade Canopy at Benton Park	$50,000	General Fund, Grants
Sunny Hills Park Playground Replacement	$40,000	General Fund, Grants, Donations
Shade Canopy at Sunnyhill Park	$50,000	General Fund, Grants

Fiscal Year 1	Actions to accomplish during fiscal year 22-23	Who's responsible
CIP	Hire architect/engineer to provide site analysis for Recreation Center	Director, PRAC Ad Hoc Committee
Goal 1: Maximize Planning Effort	Involve and inform City Council at their annual retreat of the recommendations of this plan.	Director, Superintendent
Goal 1	Inform all levels of staff of the direction of the plan, allow for staff input, encourage buy-in.	All Staff
Goal 1	Provide cross-departmental staff teams as appropriate to share recommendations of this plan.	All Staff
Goal 2	Develop a standard survey (usually at the end of a program) that will help improve programming and be able to respond to customer needs in a timely matter. Give customers an opportunity to provide positive and negative feedback.	Superintendent, Recreation Coordinator
Goal 2	Develop a marketing campaign for right-of-way planting, pruning, and removing trees.	Superintendent, Urban Forester
Goal 3: Provide Equitable Level of Service in Existing Parks and Facilities Throughout the Community	Create a walkability analysis map by partnering with other City departments.	Director
Goal 4: Create increased youth/teen programs and/or spaces.	Identify and engage key community partners including EOU and La Grande School District, contractors, business owners, and foundations.	Director, Superintendent
Goal 4	Explore a "friends" group that could support fundraising efforts for the Recreation Center.	PRAC, Director
Goal 4	Develop teen aquatics programming. i.e. Jr. Lifeguard program, evening events.	Aquatics Activity Coordinator
Goal 4	Develop youth/teen trips. i.e. ski bus, Boise, Pendleton	Superintendent, Recreation Coordinator
Goal 5	Meet with Blue Mountain Conservancy for potential partnership opportunity at Pete's Pond.	Director
Goal 5	Work with other City departments to identify possible natural area park acquisition opportunities.	Director

Fiscal Year 2	Actions to accomplish during fiscal year 23-24	Who's responsible
CIP	Riverside Park Playground Replacement	Director, Parks Maintenance
Goal 1: Maximize Planning Effort	Incorporate the recommendations from this plan in to City's Budget process and request.	All Staff
Goal 2: Strategically Increase Programming and Partnerships	Annual community outreach on how to improve or what programs to add.	Superintendent, Recreation Coordinator
Goal 3: Provide Equitable Level of Service in Existing Parks and Facilities Throughout the Community	Establish a task force to create a trail and pathway inventory consisting of current and potential future bike/ped friendly public/private natural or street corridors throughout La Grande and into adjacent land connecting other natural areas in the County.	PRAC, Director
Goal 3:	Use that walkability analysis to create priorities for connections to parks, greenways, or indoor facilities.	PRAC, Director
Goal 3	Look for trail and pathway opportunities in parks and throughout town.	PRAC, Director
Goal 3	Intentionally identify low income, high need areas for tree plantings.	Director, Urban Forester
Goal 4: Create increased youth/teen programs and/or spaces.	Work with engineer/architecture firm to analyze and develop plans for the Recreation Center.	Director
Goal 4	Utilize Morgan Lake and other outdoor amenities to offer outdoor education for youth.	Superintendent, Recreation Coordinator
Goal 4	Explore partnerships with the Library, EOU, and/or other partners to create a teen hang out space and programs.	Superintendent, Recreation Coordinator
Goal 5: Preserve and grow natural areas within the parks system.	Look for opportunities to purchase adjacent land near Gangloff Park.	Director

Fiscal Year 3	Actions to accomplish during fiscal year 24-25	Who's responsible
Goal 2: Strategically Increase Programming and Partnerships	Increase programming and outreach in local schools.	Urban Forester
Goal 2	Annual specific organizational (service clubs and volunteer organizations) outreach.	Director, Superintendent
Goal 2	Improve communications and relationships with OTECC.	Director, Urban Forester
Goal 3	Organize neighbors in low income, high need areas to advocate for the community forest.	Superintendent, Urban Forester
Goal 4: Create increased youth/teen programs and/or spaces.	Develop teen recreational sports leagues.	Recreation Coordinator

Fiscal Year 4	Actions to accomplish during fiscal year 25-26	Who's responsible
CIP	Splash Pad Construction	Director, Parks Maintenance
Goal 2: Strategically Increase Programming and Partnerships	Enhance enforcement language to protect established trees and new tree planting requirements during new development.	Director, Urban Forester
Goal 3: Provide Equitable Level of Service in Existing Parks and Facilities Throughout the Community	Intentionally look to add park property on the East side of La Grande.	Director

Fiscal Year 5	Actions to accomplish during fiscal year 26-27	Who's responsible
CIP	Restroom at Candy Cane Park	Director, Parks Maintenance
Goal 3: Provide Equitable Level of Service in Existing Parks and Facilities Throughout the Community	Work with other City departments to create natural or street corridors where citizens could safely walk or bike between city parks.	Director
Goal 3	Plant at least 50 trees along Island Avenue northeast of Interstate 84.	Urban Forester
Goal 3	Work with other city departments on developing sidewalks, curbs, and planting strips in these underserved neighborhoods.	Director

Left over CIP Projects that don't fit realistic funding goals for the 5-year plan.

Restroom at Benton Park	$50,000	General Fund, Grants, Public Works
Shade Canopy at Candy Cane Park	$50,000	General Fund, Grants
Shade Canopy at Benton Park	$50,000	General Fund, Grants
Sunny Hills Park Playground Replacement	$40,000	General Fund, Grants, Donations
Shade Canopy at Sunnyhill Park	$50,000	General Fund, Grants

The following pages are the results of the online and paper survey made available to all residents receiving 491 responses. This data was analyzed and refined by City residency. 411 responses were from La Grande, 25 were missing a city name, and 55 were from outside of La Grande. Consideration of priorities were given to La Grande residents.

How Important are each of these to you?
Percentage reporting 'Very important'

	La Grande	Missing	Non-Resident	Overall
Riverside Park	86%	87.5%	88.9%	86.0%
Morgan Lake	78%	59.1%	71.2%	76.2%
Youth Sports	76%	82.6%	79.6%	76.4%
Playgrounds	74%	78.3%	74.5%	74.0%
Neighborhood Parks	72%	66.7%	63.0%	70.7%
Veterans' Memorial Pool	69%	60.9%	80.8%	69.9%
Pioneer Park	68%	70.8%	66.7%	68.3%
Youth Enrichment (i.e., afterschool programs, classes)	68%	73.9%	56.6%	67.2%
Urban Forest (trees near street and in parks)	68%	30.4%	53.7%	64.2%
Youth Summer Camps and Classes	65%	58.3%	54.5%	63.7%
Community Events (i.e., music in the park, summer parties)	62%	50.0%	57.4%	61.3%
Paved Recreational Trails	56%	33.3%	30.2%	52.4%
Athletic Fields	56%	70.8%	60.0%	57.5%
Downtown Greenspace	55%	39.1%	37.5%	52.2%
Designated Open Space	54%	36.4%	37.5%	51.1%
Picnic Areas	52%	39.1%	50.9%	51.1%
Urban Forestry Education (events around Arbor Day, school presentations, etc.)	45%	21.7%	29.1%	42.0%
Senior (55+) Programs (such as trips and excursions)	38%	37.5%	25.5%	36.7%
Adult Education Classes	34%	13.6%	29.6%	32.8%
Outdoor Basketball Courts	32%	29.2%	40.7%	33.2%
Skate Park	29%	25.0%	26.4%	28.1%
Adult Sports Leagues	27%	29.2%	27.5%	27.2%
Tennis Courts	21%	20.8%	20.0%	20.9%
Outdoor volleyball courts	19%	20.8%	19.2%	19.0%
Pickleball Courts	13%	19.0%	17.4%	13.5%

Please answer the following based on how you or someone in your household used these facilities before COVID.
Percentage reporting 'Regularly basis seasonally' or 'Regularly basis throughout the year'

	La Grande
Riverside Park	70%
Playgrounds	61%
Neighborhood Parks	55%
Pioneer Park	53%
Morgan Lake	52%
Youth Sports	41%
Paved Recreational Trails	41%
Athletic Fields	36%
Veterans' Memorial Pool	34%
Community Events (e.g., music in the park)	30%
Picnic Areas	30%
Youth Summer Camps and Classes	19%
Outdoor basketball courts	15%
Youth Enrichment (e.g., afterschool programs)	14%
Adult Sports Leagues	11%
Skate Park	11%
Urban Forestry Education	8%
Outdoor volleyball courts	5%

We would like to know from your perspective how well the below facilities and events suit the community's needs.
Percentage reporting 'Exceptional' and 'Satisfactory'

	La Grande Satisfactory	Exceptional	COMBINED	Don't Know
Playgrounds	62%	36%	98%	7%
Pioneer Park Ballfields	49%	49%	98%	29%
Riverside Park (NOT Dog Park or Playground)	47%	49%	96%	3%
Neighborhood Parks	67%	29%	96%	6%
Picnic Areas	78%	18%	95%	11%
Riverside Park Dog Park	61%	34%	95%	39%
Other athletic Fields	66%	28%	93%	34%
Urban Forest (trees near street and in parks)	60%	32%	92%	14%
Youth Sports	62%	30%	92%	33%
Youth Summer Camps and Classes	63%	28%	90%	46%
Veterans' Memorial Pool	60%	30%	90%	10%
Skate Park	66%	22%	89%	48%
Morgan Lake	55%	33%	88%	8%
Urban Forestry Education	68%	18%	86%	61%
Youth Enrichment (i.e., afterschool programs and classes)	62%	24%	86%	52%
Community Events (i.e., music in the park, summer parties)	66%	18%	84%	23%
Adult Sports Leagues	69%	14%	82%	56%
Outdoor Basketball Courts	65%	18%	82%	44%
Designated Open Space	66%	15%	81%	32%
Outdoor volleyball courts	65%	12%	77%	54%
Adult Education Classes	61%	14%	76%	67%
Senior (55+) Programs (such as trips and excursions)	58%	17%	75%	72%
Paved Recreational Trails	59%	14%	73%	18%
Downtown Greenspace	58%	15%	72%	21%

What are your top three priorities for parks maintenance?
Percentage selected as a top 3 concern

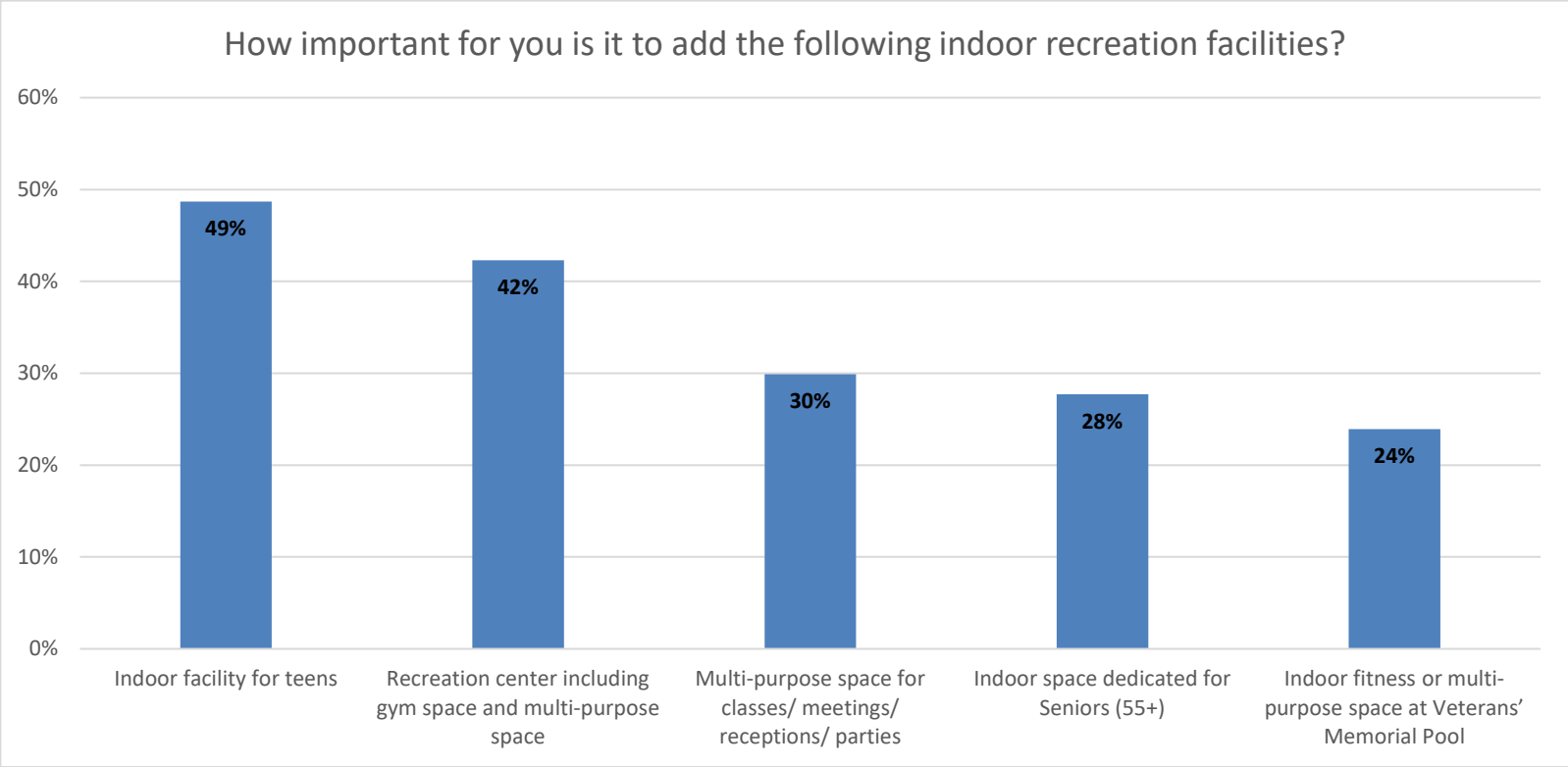
	La Grande
Restroom cleaning/maintenance	78%
Trash pickup and removal	59%
Amenities maintenance (i.e. playgrounds, picnic tables, etc.)	56%
Turf care (i.e. mowing, fertilizing, watering, etc.)	28%
Trail maintenance (i.e. snow removal, surface repair, etc.)	25%
Vegetation rehabilitation and care	17%
Ballfield maintenance	16%
Tree care (i.e. pruning, replacement, etc.)	11%
Other (please specify)	5%

Other:
All of it is important!
All of the above
Available for all ages- including non-sports playing/watching seniors to be used in a wider variety of activities
Building for seniors to meet, play cards, dominoes, mahjong.
Creating access to wild spaces: Gangloff Park, Mt. Emily winter access, Deal Canyon, Riverside walkway, and 12th street hiking trail
Develop Morgan lake to make it more user friendly
Difficult to say because everything was shut down for so long
Expansion of green and natural spaces
More trees planted to replace aging trees.
Need to spend more time supporting youth sports not adult beer drinking softball leagues

night swim hours at Veterans' Memorial Pool(when COVID
threat is over)
Open spaces with native vegetation
Price for activities, we would go to the pool way more often and do camps if they were more
affordable
Regular patrol to prevent misuse
Safety
Safety + speed of vehicles in parks
The parks and playgrounds have so many sketchy people and people speeding
through them.
Tree care and veg management seem to be intertwined.
We need more playgrounds and with more things to do. Fix up old busted park toys. Riverside is falling apart. Wood coming undone. Screws out.
Would be nice to have a dirt track for BMX close to the skate
park.

How important for you is it to add the following indoor recreation facilities?
Percentage reporting 'Very important'

	La Grande
Indoor facility for teens	49%
Recreation center including gym space and multi-purpose space	42%
Multi-purpose space for classes/ meetings/ receptions/ parties	30%
Indoor space dedicated for Seniors (55+)	28%
Indoor fitness or multi-purpose space at Veterans' Memorial Pool	24%



Indoor Recreation Facilities Comments

A Space for kids and teens is again important
Affordable is top priority. The Maridell center was great in theory but too expensive. Hopefully the bowling alley will be affordable.
After hours youth training seminars (mechanics, carpentry, forestry, EMT etc.) at no cost to seniors
Child care programs for all class of society (scholarships)
Disc Golf Course
Dual purpose emergency preparedness center and gym space at Riveria
Extending trail at Riverside park to Imbler
Gymnastics and dance is long overdue.

I’m new to this city, 68 y/o, and used to a place for seniors to meet for potluck lunches, game playing (ex. Cards, dominoes, mahjong, Rummikub.
Senior feel less alone when they have others to socialize with.
I’m not a senior & don’t have any kids yet so some of these questions don’t apply.
Indoor soccer
Indoor soccer space
Indoor sports in cold weather
Meet unmet needs in community
More stuff for seniors would be amazing especially considering the lack of human connection due to COVID
Outdoor pool or water park. Indoor children’s museum or recreation space
Places for kiddos to play in bad weather!!
Seniors have a place and tons of options. There is nothing for our youth in this town other than drugs and breaking the law.
There needs to be fun safe free spaces for kids to go have fun be supervised.
Space able to be reserved for physical activities in privacy.
Splash pad and ice skating
The splash pad needs to be re-opened. There are only so many things parents can do with babies and toddlers and it has been unavailable to the public for 2 years now. I understand COVID19, but even before that it was closed. There needs to be several different splash pads built at 1 or 2 parks for the kids and community that doesn't require paying an excess amount of money for kids to find a way to beat the heat and have fun too.
Unsure on the seniors question. I do not know whether that age group feels they already have what they need or if they desire more.
We need a boys and girls club and Community Center
You need to concentrate on outdoor facilities.
Young Child spaces (esp. with Maridell gone)

How important for you is it to add outdoor recreation facilities?
Percentage reporting 'Very important to me'

	La Grande
Interactive water feature/ play fountain / splash pad	50%
Designated Open Space or Natural Areas	46%
Paved Recreational Trails	46%
Unpaved Recreational Trails	46%
Neighborhood Parks	43%
Outdoor Event Facility / Community Gathering Space	43%
Open Grassy Play Areas	42%
Playgrounds	37%
Downtown Greenspace	34%
Picnic Areas	33%
Pump track (bicycle track)	33%
Outdoor swimming pool	32%
Athletic Fields	31%
Picnic Shelters	30%
Dog Parks	24%
Artificial Turf Football/Soccer Fields	18%
Artificial Turf Softball / Baseball Fields	17%
Outdoor Volleyball Courts	10%
Tennis Courts	9%
Pickleball Courts	8%

Outdoor Recreation Facilities Comments:

Bathroom at Candy Cane park. Very Important. Every park should have a bathroom, especially ones with playgrounds.

Buy the property next to Gangloff Park

community garden

Disc Golf

Disc Golf Course

Extending Riverside Park trail to Imbler

Gymnastics /tumbling

I swim at Vet's memorial pool, run & bring my dogs to the park primarily.

Ice skating

Important to design parks or open spaces that do not attract homeless gathering. Max square is a prime example.
It would be nice if La Grande could compete with Pendleton's aquatic center and Joseph's splash pad in the summer. It used to be cheaper to drive all the way to Pendleton to swim not sure now, and free to play at the splash pad in Joseph. In addition, if Pendleton and Enterprise can keep an ice skating rink open why can't we? We should be the main hub for this area.

Maintain and take care of what you have before adding anything.

Many of these would need policed

Maximize use of existing areas and facilities

Most important: maintain current facilities including parks and trails

nighttime hours at indoor facilities

Outdoor performance space

Park community food gardens

Promote Gangloff Park, make a walking trail along the GR river(west and east)

Roller skating

Trail to Morgan Lake, possibly up Deal Canyon, develop riverfront park (see Boise Whitewater Park), Improve beachfront at Morgan Lake,

Work with Island City to develop quarry ponds into parks

Upgrade pool entry/locker rooms

Upkeep what we have instead of adding more.

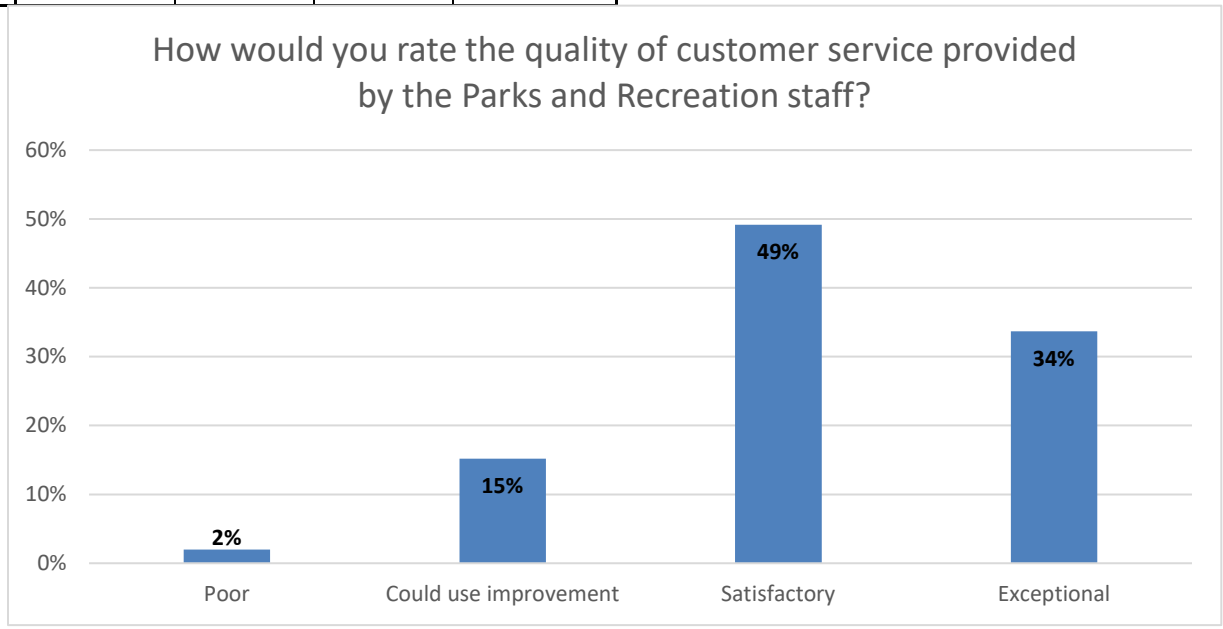
would like to see a Peace Park with a peace pole and other user-friendly areas that is not associated with sports, and without religious or political association

What are your top 3 concerns to address with this Master Plan Update?
Percentage selected as a top 3 concern

	La Grande
Improve or expand trail system	51%
Improve condition/maintenance of existing parks	39%
Increase number of youth programs	38%
Improve condition of existing facilities	32%
Increase number of indoor recreation facilities	32%
Plan ahead for growth	24%
Increase communication for services and programs	21%
Improve funding	17%
Increase number of parks and athletic fields	16%
Improve accessibility	9%
Other (please specify)	8%
Improve tree care, planting, and maintenance	8%

How would you rate the quality of customer service provided by the Parks and Recreation staff?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Poor	6	1.5	2%	2.0
	Could use improvement	46	11.2	15%	17.2
	Satisfactory	149	36.3	49%	66.3
	Exceptional	102	24.8	34%	100.0
	Total	303	73.7	100.0	
Missing	Don't Know	107	26.0		
	System	1	.2		
	Total	108	26.3		
Total		411	100.0		



Where do you get your information about Parks & Recreation programs?
Percentage selected for information source

	La Grande	La Grande Non-social media
Social Media	60%	
Friends	42%	45%
Website	39%	48%
Email	28%	34%
Local newspaper	24%	28%
Activity guide	17%	18%
Local radio stations	14%	8%
Flyers	11%	8%
Other (please specify)	4%	6%

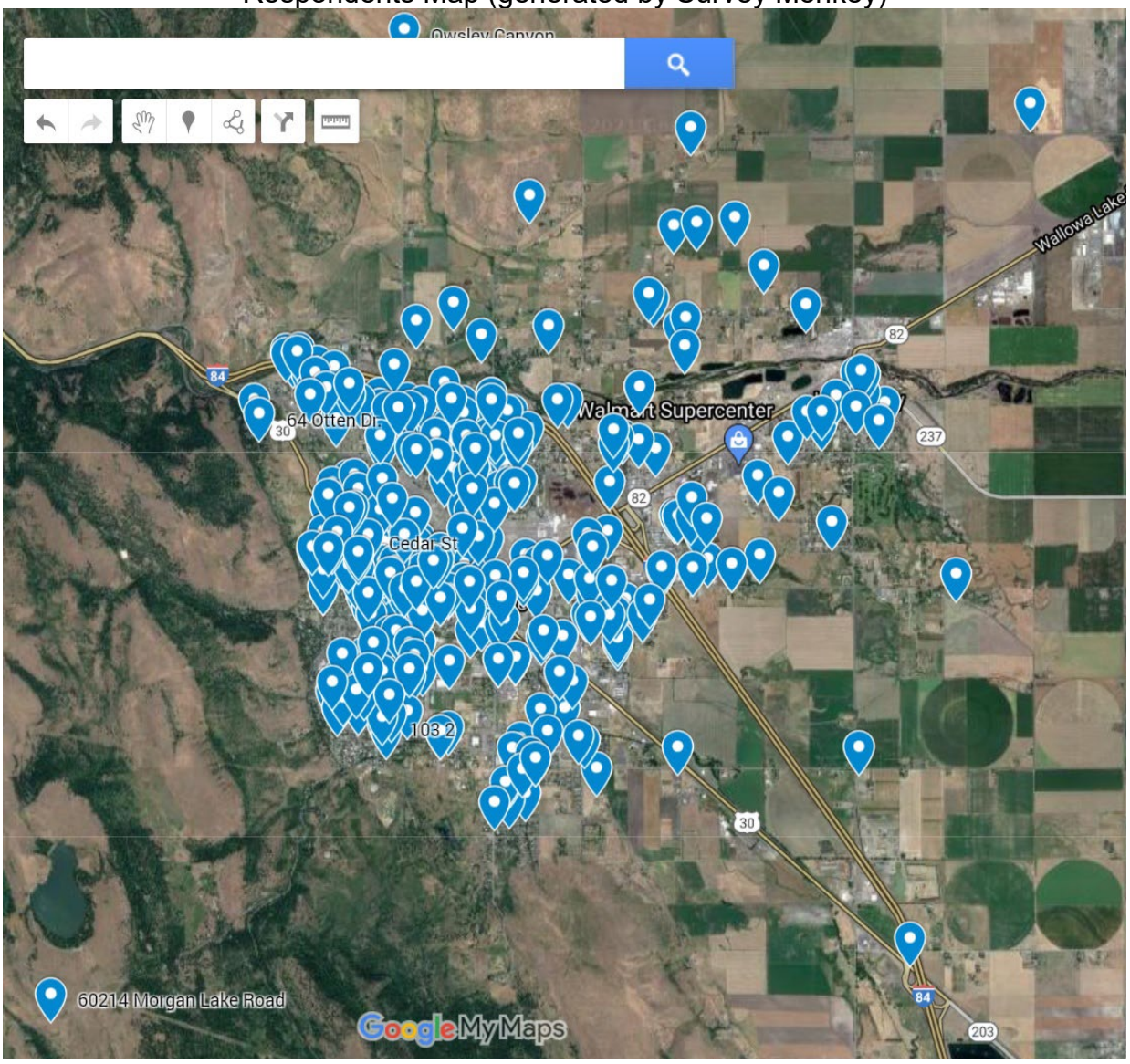
Communication of information needs improved. Don't hear any information.
Community and Work meetings
Firsthand experience as coach
I didn’t know where to find it
Library
library, some stuff it would be a good idea to use it's fb page more.
Park and Rec employees
School
School resources
Schools
This is my first time

What's the best way for you to receive Parks & Recreation information?
Percentage selected for information source

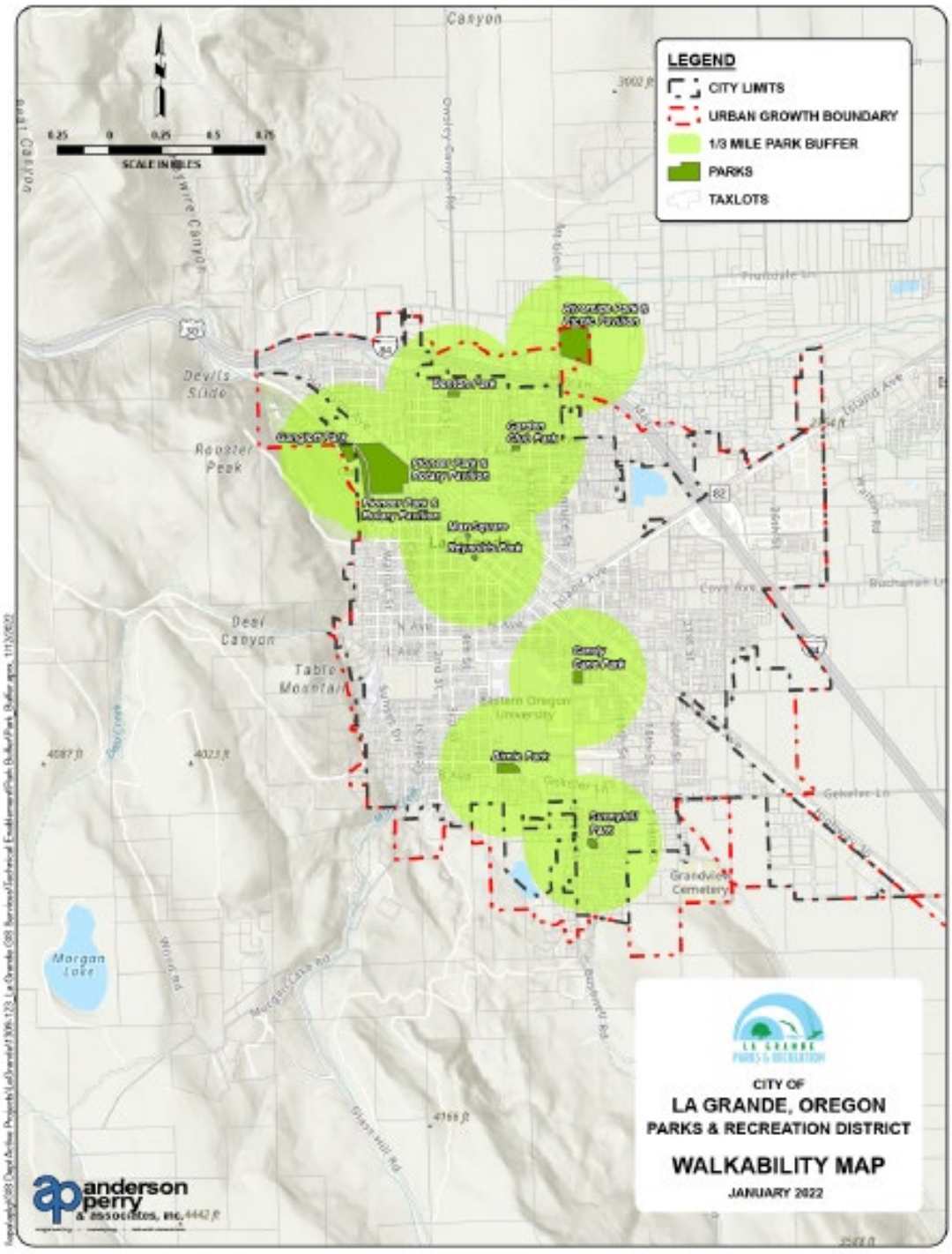
	La Grande	La Grande Non-social media
Social Media	69%	
Email	57%	69%
Website	45%	51%
Activity guide	28%	33%
Friends	26%	22%
Local newspaper	24%	27%
Local radio stations	20%	12%
Flyers	17%	16%
Other (please specify)	3%	5%

a text saying a new activity guide pdf is available would be helpful
K-12 schools, GRH women’s and children’s clinic
Mail
Schools
Social media is the fastest
Text messages
Anything as long as it’s consistent
banners across busy street intersections and how about an event 'billboard'?
School
School resources
Sent home in school communication

Respondents Map (generated by Survey Monkey)



Walkability map – circles around parks represent 1/3 mile radius, the standard reasonable walking distance we are using for reference.



Appendix A
Staff Recommendations for Improvements

Some of these have been incorporated into the main plan, but some have not and are routine maintenance or programming items. Although not all are in the plan, staff still believe they are important to include here.

Max Square
- Add greenspace
- Install old Riverside fence to close stage area
- Move irrigation control out of Mamacitas
- Repair alley retaining wall
- Use space for more programs

Reynolds Park (Pocket Park)
- Maintain partnership with LG Mainstreet Downtown to maintain park
- Include on scavenger hunts or other local events to promote park location

Candy Cane Park
- Add covered picnic area (shade canopy or pavilion)
- Add permanent restroom

Sunnyhill Park
- Build loop trail behind playground
- Add covered picnic area (shade canopy or pavilion) NW corner
- New playground and surfacing

Birnie Park
- Add water/power to pavilion
- Add parking

Benton Park
- Add permanent restroom
- Add BBQ
- Add concrete pad for permanent picnic table location

Morgan Lake
- Install gate at road entry for winter closure
- Add at least 2 picnic tables and stand up barbecues to day use area near main dock
- Add vegetation to separate camp sites
- Install wildlife signage

Riverside Park
- Complete loop trail extension
- Repair damaged pavilion roof
- Replace playground with possible destination playground
- Add splash pad

- Re-surface parking area and access road

Pioneer Park
- Construct connector pathway to Gangloff Park

Gangloff Park
- Add historical signage near cabin
- Repair pathways
- Construct connector pathway to Pioneer Park

Community Forest
- Improve tree canopy cover where identified in tree inventory
- Improve diversity of community forest
- Build support for and encourage community engagement

Other thoughts from staff
- Indoor recreation space is a priority
    - Indoor playground for small children/toddlers
    - Multi-purpose community space
    - Multi-purpose sports space (i.e. basketball, volleyball, baseball, soccer)
    - Dedicated teen space
    - Classrooms
- Park restrooms are a priority
    - Candy Cane Park
    - Benton Park
- Opportunity for Trails
    - Little Morgan
    - Gangloff to Pioneer
    - Loop trail at Sunnyhill
- Add more covered picnic areas may take strain off of pavilion rentals
    - Candy Cane Park
    - Sunnyhill
    - Benton

Statewide Planning Goal 9 - Economic Development

I. GOAL AND POLICIES

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

A. GOALS

Goal 1 – To Create High Quality Family Wage Jobs
To promote industrial and commercial development that generates high quality family wage jobs and income for the community and creates sustainable and environmentally sound economic vitality.

Goal 2 – To support economic development, strengthen key industries and promote workforce development
Work collaboratively with key employers for economic development activities to support and strengthen key industries, and workforce development.

Goal 3 –To Promote Retail Development
To promote the development of the City as a Regional Shopping Center by providing a greater range of retail services for residents and visitors. As a Regional Center, allow residents to satisfy their shopping needs within the Community and provide a greater range of services for travelers on I-84.

Goal 4 – To Revitalize the Downtown
To revitalize the Central Business District by building on its historic character, expanding the mix of goods and services offered and creating public spaces and amenities.

Goal 5 – To Establish Sufficient Capacity for Commercial and Industrial Development
To amend the Urban Growth Boundary (UGB) to provide for sufficient land to meet the City's long-term commercial and industrial economic development goals.

B. OBJECTIVES

1. To provide public improvements and infrastructure to support job-creating development. Provide planning and funding for public improvements including streets, utilities, telecommunications and other facilities in support of development that will create a range of types of family wage jobs for residents of La Grande.

2. To provide appropriate sites for businesses creating family wage jobs. Assist in land assembly and infrastructure development for quality industrial districts and business parks to attract businesses that create family wage jobs. To manage the locations of the allowable uses to ensure that the land is properly utilized.

3. To coordinate the City's economic development program with the citizens of La Grande, community-based organizations, Union County, the Union County Chamber of Commerce, the Oregon Community

and Economic Development Department (OCEDD), Northeast Oregon Economic Development District (NEOEDD) and other local, regional, state and federal agencies.

4. To provide public improvements to sites for retail development. To plan and develop infrastructure and public facilities to encourage retail and mixed-use projects.

5. To diversify and strengthen the mix of economic activity in the City of La Grande and the surrounding region without diminishing the livability of the area.

6. To support and utilize regional and local partnerships for greater economic development opportunities.

C. POLICIES

General

Policy 1. The City shall undertake specific activities to encourage the retention and growth of existing businesses, to encourage a diversity of businesses, and to attract new businesses to the community in industries that will provide local employment opportunities that are consistent with community needs and not detrimental to the quality of life in the community.

Policy 2. The City shall undertake specific activities to encourage and support entrepreneurship as a key business development strategy.

Policy 3. The City shall evaluate the suitability of a proposed industrial development according, but not limited, to the following factors: availability of labor force and materials, market locations, transportation and service needs, relationship to present economic base and similar considerations.

Policy 4. The City shall provide for adequate and convenient multimodal access including vehicle, public transit (via Community Connection of Oregon), pedestrian, and bicycle access, as well as parking to accommodate customers and employees in commercial areas.

Policy 5. The City shall require that business development occurs only after sufficient right-of-way, improvements, and special control of access points have been obtained to accommodate the added traffic generated.

Policy 6. The City shall ensure that public services will be planned for and made available to those areas designated and zoned for industrial and commercial uses.

Policy 7. The City shall promote and encourage investment in communications infrastructure, including broadband, to provide opportunities for remote offices, home-based employment, and other communications-dependent employment.

Policy 8. The City shall focus economic development efforts on the following existing industry clusters: Wood Products, Education, General Manufacturing, Small-scale / Boutique Manufacturing. Health Care; and the following emerging/targeted clusters: Regional Retail, Tourism, Truck and Rail Transportation, and Distribution.

Policy 9. The City shall work with regional organizations (e.g., Northeast Oregon Economic Development District (NEOEDD), the Northeast Oregon Business Development, Inc. (NOBD), the Greater Eastern Oregon Development Corporation (GEODC), and local organizations to enhance its economic planning efforts.

Location of Uses

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

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

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

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

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

Policy 15. The City shall encourage the separation of noise sensitive and noise-producing land uses; minimize noise impacts on surrounding properties and protect and maintain the quiet character of those areas of the community unaffected by major noise sources; and locate, design, and buffer noise producing land uses to protect noise sensitive land uses.

Policy 16. The City shall develop and maintain zoning regulations to ensure that commercial and industrial parking does not intrude into adjacent residential neighborhoods.

Policy 17. The City shall encourage redevelopment of existing vacant and underutilized industrial and commercial lands rather than designating additional lands for these purposes whenever possible.

Commercial and Industrial Sites

Policy 18. The City shall market the availability of commercial, industrial, and business park sites to potential employers who provide family wage jobs.

Policy 19. Where areas have been planned for large industrial sites, zoning regulations shall be developed and maintained to keep those sites intact. Such sites shall not be further divided except to create planned industrial parks or development that supports a specific industry.

Policy 20. The City shall protect lots with existing areas of two and one half (2½) acres or more in commercial and industrial zones by requiring approval of a Master Plan to govern proposed uses, development patterns, and parcel sizes, along with subdivisions, partitions, and property line adjustments. The Master Plan shall be used to guide growth and maximize the long-term potential for commercial and industrial employment in accordance with this Goal 9 Chapter.

Policy 21. City has identified areas in which large lot lands are to be located, the City shall develop limited use overlays and specific criteria to protect large sites from any partitioning or from development activities that would inhibit the availability of these lands for future large industrial users.

Policy 22. To prevent decline in existing commercial and industrial areas, the City shall encourage, facilitate, and assist in the redevelopment of existing vacant and underutilized industrial and commercial lands in a manner that meets current standards rather than designating additional lands for these purposes whenever possible.

Planning for Future Growth

Policy 23. The City shall identify land that will provide for the expansion of existing businesses and/or attract new businesses and shall reserve that land for future industrial development that is consistent with community needs and goals and not be detrimental to the quality of life in the area.

Policy 24. The City shall ensure that space for industries is reasonably scaled to the anticipated demand and need.

Policy 25. The City shall prioritize when possible the redevelopment of existing commercial lands to maximize infrastructure efficiencies and preserve capacity for larger parcels.

Policy 26. The City shall maintain at least a ten (10) year supply of vacant serviceable land in a range of parcel sizes within the Urban Growth Boundary (UGB) to accommodate new employers and the growth of existing employers.

Policy 27. A Portion of the land areas to be added to the UGB in the future shall include a limited use overlay and be reserved for businesses which demonstrate an actual need for medium to large sites of approximately 25 to 100 acres or larger per business or development. The objective of this policy shall be to maximize the long-term potential for commercial and industrial employment in accordance with this Goal 9 chapter and shall provide for the maximum use of the parcels, yet be consistent with all other applicable requirements of the law.

Downtown

Policy 28. The City shall encourage Central Business District retail and service uses to remain concentrated and consolidated rather than geographically expanded.

Policy 29. In order to encourage residents to live within close proximity to their place of work, the City shall encourage mixed use development to provide opportunities for commercial, entertainment, professional, cultural, public, and residential activities in the Central Business, General Commercial and Residential-Professional zones.

Policy 30. Residential development; i.e., residential units, shall be supported and encouraged on the second and higher floors in the Central Business and General Commercial Zones, provided that the ground floor store front is used for retail or other commercial purposes.

Policy 31. The City shall support new commercial development along alleys in the downtown.

Policy 32. The City shall support the enhancement, adaptive reuse, and preservation of the existing Historic District in the downtown in order to help restore and protect historic buildings and create a sense of pride among property owners.

GOAL 9: ECONOMIC OPPORTUNITIES ANALYSIS & BUILDABLE LANDS INVENTORY

Prepared by: Points Consulting & Nexus Planning Services

Note: This Project was 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.

1. Executive Summary & Recommendations

Through analysis of past employment trends, review of community and economic development plans, and discussions with community members, the consulting team forecasts healthy employment growth for La Grande over the next 20-years (2023-2043). We anticipate ***employment growth in the range of 470 and 760 jobs over the next twenty-years, resulting in net job growth of +7.5% to +12%.***

DLCD guidance emphasizes the importance of responsible and efficient land-use within existing Urban Growth Boundaries (UGB) to prevent urban sprawl and deterioration of agricultural lands. With respect to those aims, both policy and economic conditions will nudge real estate developers toward in-fill and redevelopment over the next two decades. It is also clear that ***La Grande will need to undergo a UGB expansion and/or reconfiguration of the existing lands within the UGB via the Goal 14 process***. Not doing this could stifle economic growth within the community. The forecasted employment lands shortage is determined based on expected growth in both commercial and industrial land-use sectors. Additionally, despite the existence of lands in the UGB, the City has lost numerous economic development opportunities over the past several years, pointing to a combination of issues including property ownership, zoning, and suitability or parcel sizes and locations. ***Based solely on future employment growth, we forecast that by 2043 La Grande will require: 31 additional acres of industrial lands and 28 additional acres of commercial lands.***

Beyond the gross acreage of existing inventory, the characteristics of existing parcels must also be noted. On the ***industrial side, though there are 45 tax lots available for development, there are just three lots greater than 20-acres***. Each of these larger parcels have been infeasible to develop due to preferences of private landowners. Except for cases of low-impact cottage manufacturing, industrial businesses require between 20-50 acres (and sometimes more). The existing lots that are available are generally not in close geographic proximity to each other and are not held by a common owner, so collapsing them into larger lots is not feasible.

On the ***commercial side, of the 44 parcels available, just one is larger than 10-acres and 14 are between one and ten acres***. Commercial development can often occur on a much tighter scale than industrial development. That said, certain commercial businesses that would be a good fit for the City would not be able to develop in one-acre lots including businesses such as truck stops, hotels and big-box stores. The one remaining area of town with some capacity for medium scale commercial development includes the series of parcels on Mulholland Drive near the intersection of Highway 82 and I-84.

After accounting for the qualitative factors noted above, however, the City would be best served ***by adding at least another 90-acres of industrial land and 35-acres of commercial land to "catch up" to undersupply*** and compensate for existing lands in the UGB that have proven to be effectively unusable for private sector development. Including these quantities and the forecasted demand by 2043, therefore, we anticipate the demand for industrial and commercial lands by 2043 to be: ***+121 acres of industrial land (or a 20% increase in gross industrial lands above existing inventory), and +63 acres of commercial land (a 14% increase).***

To ensure that different business types are accommodated, land use will need to be divided according to appropriate zoning districts. ***The recommended 184 acres could result in between 48 and 88 additional lots spread across a variety of districts.*** Based on projected employment growth, the City's Land Use Codes, and current industry expectations, PC recommends the following distributions according to districts. Note that although I-2 receives the highest share of gross acreage it would only result in between one and three new lots.

Table 1: Required Lot Sizes for Additional Industrial & Commercial Lands

District Type	Acreage Range	Gross Acreage	High-End Lots	Low-End Lots
General Commercial (GC)	0.5 – 1	15.8	32	16
Interchange Commercial (IC) or Other Low-Intensity Commercial	1.3 - 2.2	47.4	38	22
Light Industrial (I-1)	4.5 - 7.5	48.3	11	6
Heavy Industrial (I-2)	20 – 50	66.4	3	1
Business Park (BP)	1.5 - 2.5	6.0	4	2
Grand Total	--	**183.9**	**88**	**48**

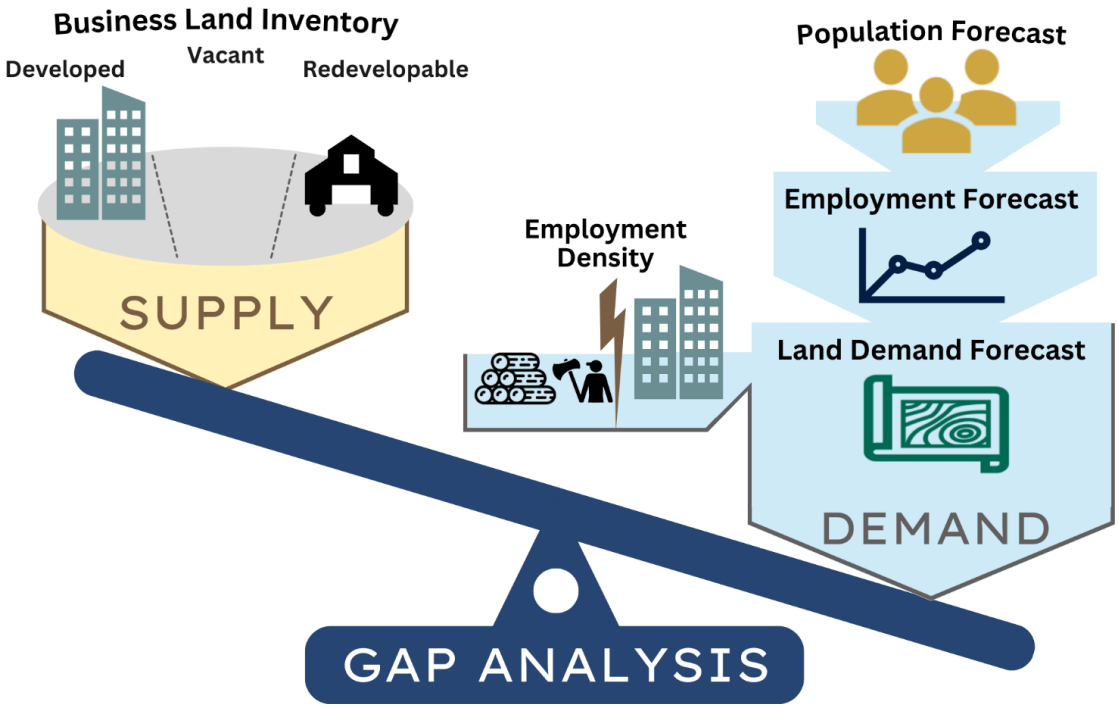
Report Introduction

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. The combined efforts of this project are intended to fulfill the Department of Land Conservation and Development's (DLCD) Goal 9 requirement that cities have an inventory of employment lands available to realize economic growth opportunities. This report is organized by topic:

- I. Executive Summary & Report Introduction
- II. Land Usage & Supply Assessment
- III. Socioeconomic Conditions
- IV. Employment Forecast & Future Land Use Needs
- V. Community Engagement Summary
- VI. Economic Opportunities Assessment
- Appendices

Goal 9 Process

The Goal 9 Economic Opportunities Assessment framework is a multi-stage process that accounts 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 sketched out in further detail in Chapters 4 and 6, but an introductory explanation is helpful grounding for reading this report.



In its most basic terms, the Goal 9 process accounts for supply and demand of land over the next twenty years (2023-2043):

- Supply: the availability of “employment lands” zoned as commercial and industrial in the La Grande Urban Growth Boundary (UGB).
- Demand: land expected to be utilized in the La Grande UGB based on an industry specific employment forecast, which accounts for population growth, employment growth, and employment density by industry.
- Gap analysis: putting together existing supply and forecasted demand yields the solution of whether La Grande will have an appropriate amount of land available to not stifle economic growth in the next 20-years.

2. Land Usage & Supply Assessment

One of the fundamental objectives of the Goal 9 process is to identify the gap between supply and demand for employment lands within the region. The availability of employment lands is underpinned by how land is zoned within the community. Our purpose in this report is to present a holistic picture of

land supply and demand, and to forecast conditions for the next 20-years. La Grande, through a process outlined in Oregon's Administrative Rules, may determine whether and how changes to land use policy and UGB boundaries are justifiable based on this explanation.

Methodology

As a starting point, our team has presented the underlying zoning and land quantities for employment lands within La Grande. This includes the entire supply of industrially and commercially zoned lands. A list and map of lands zoned for commercial and industrial use can be found on the City's online map and website.[5]

Next, our team considered environmental and other development constraints on the city's industrial and commercially zoned parcels. Development constraints are defined by Oregon's Administrative Rules to include "wetlands, habitat areas, environmental contamination, topography, cultural resources, infrastructure deficiencies, parcel fragmentation, natural hazard areas, ownership patterns, and other suitability and availability criteria in order to determine the readiness of the current land supply for industrial, and other employment development." (See OAR 660-009-0005)

Following the assessment of existing constraints, the team then extrapolated the number and location of vacant and redevelopable parcels (with their acreage) for employment lands according to zoning classifications.

Pursuant to the definitions found in OAR 660-009-0005, vacant lands are considered those lands greater than "one half-acre not currently containing permanent buildings or improvement" and those "equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements."

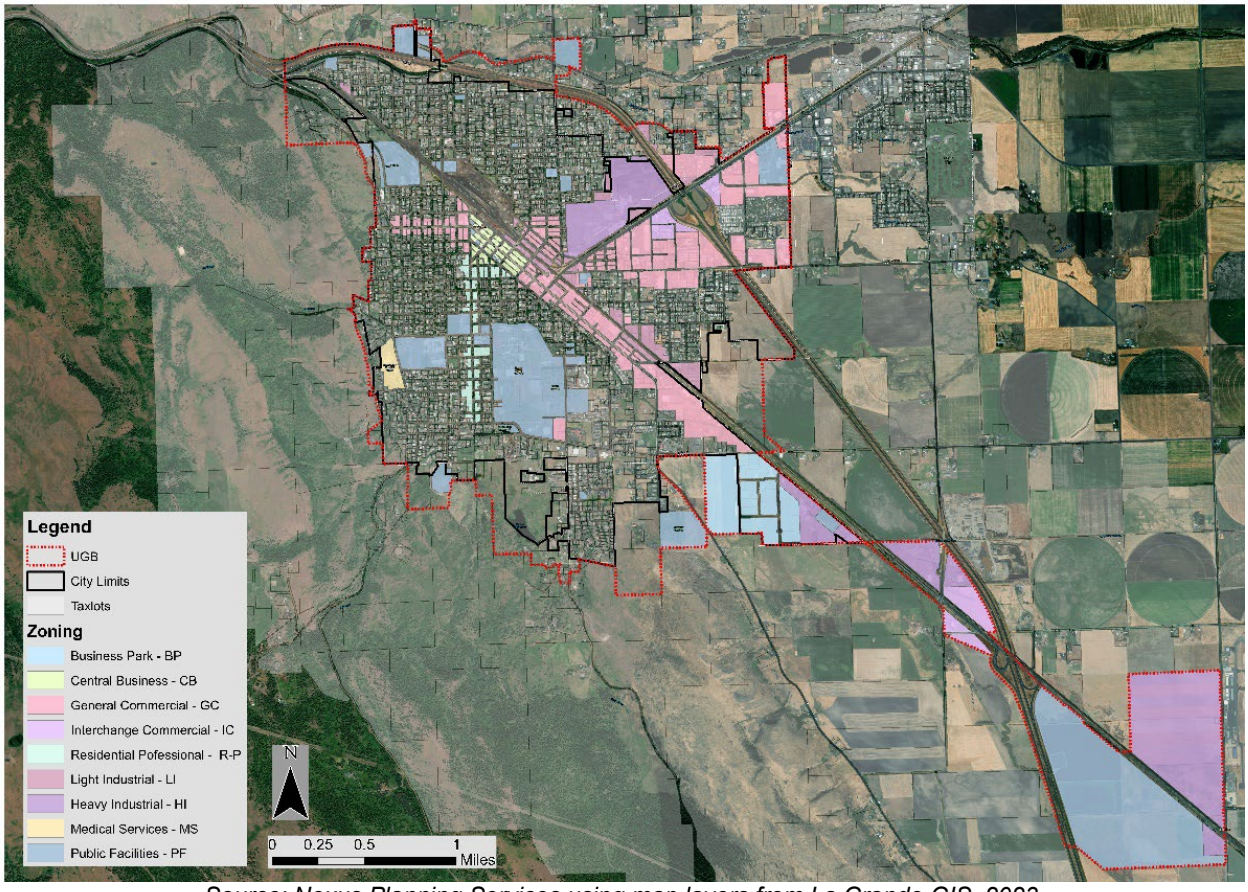
The City has remained consistent with Union County in its count of redevelopable employment lands. Both La Grande and Union County have defined redevelopable employment lands as those properties where the real market value (RMV) improvements are equal to or less than 40% of total RMV for the entire property (inclusive of land and improvement value). This results in narrowing the number of lands available for commercial and industrial use.

[5] https://cityoflagrande.maps.arcgis.com/apps/webappviewer/index.html?id=7ccb75d85bc74111a849979be8c18907

Maps

Figure 1 shows a map of the employment zones in La Grande: the commercial and industrial areas, separated into their various districts. The industrial zones are Light Industrial (I-1), Heavy Industrial (I-2), and Business Park (BP). The commercial zones are Central Business (CB), General Commercial (GC), Interchange Commercial (IC), Residential Professional (R-P), Medical Services (MS), and Public Facilities (PF).

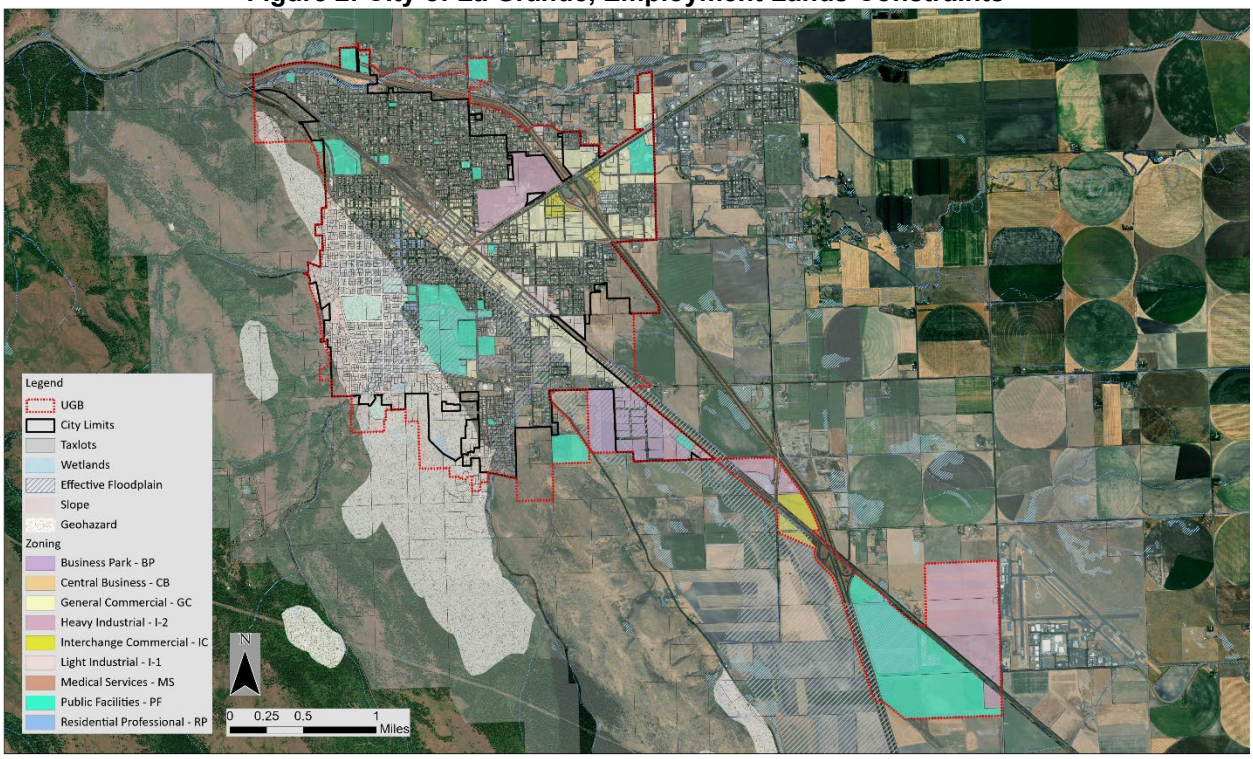
Figure 1: City of La Grande, Employment Lands Zoning



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

Figure 2 shows the constraints to land development in La Grande, such as physical or geographic obstacles. Constrained land is not a part of the employment lands inventory, so determining the constraints is crucial to establishing the supply of employment lands.

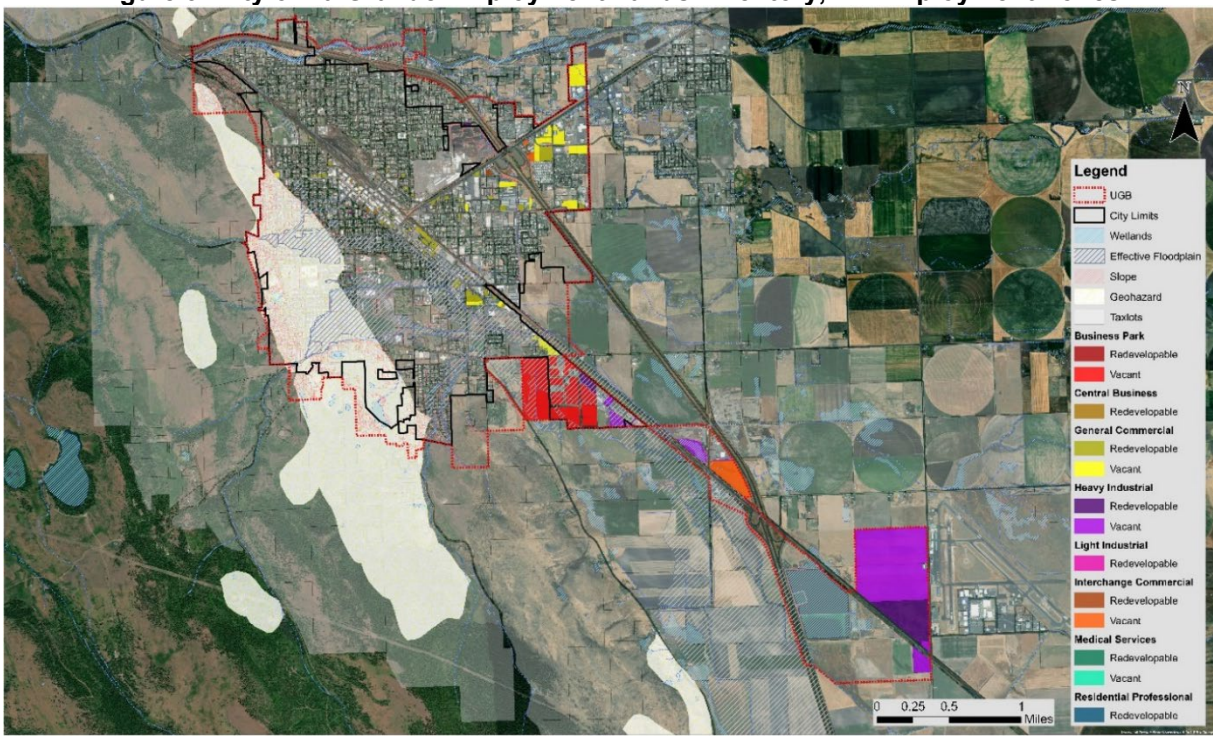
Figure 2: City of La Grande, Employment Lands Constraints



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

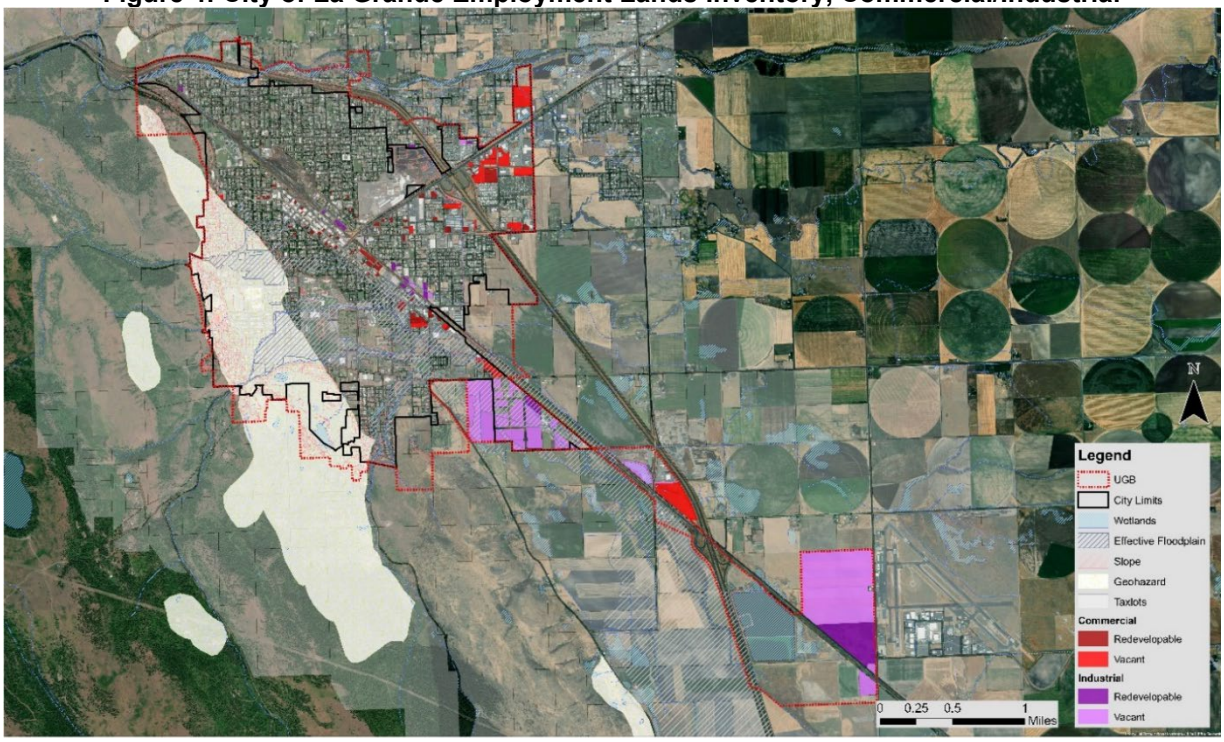
Taking constraints into account, Figures 3-7 show the vacant and redevelopable commercial, and industrially zoned lands in La Grande.

Figure 3: City of La Grande Employment Lands Inventory, All Employment Zones



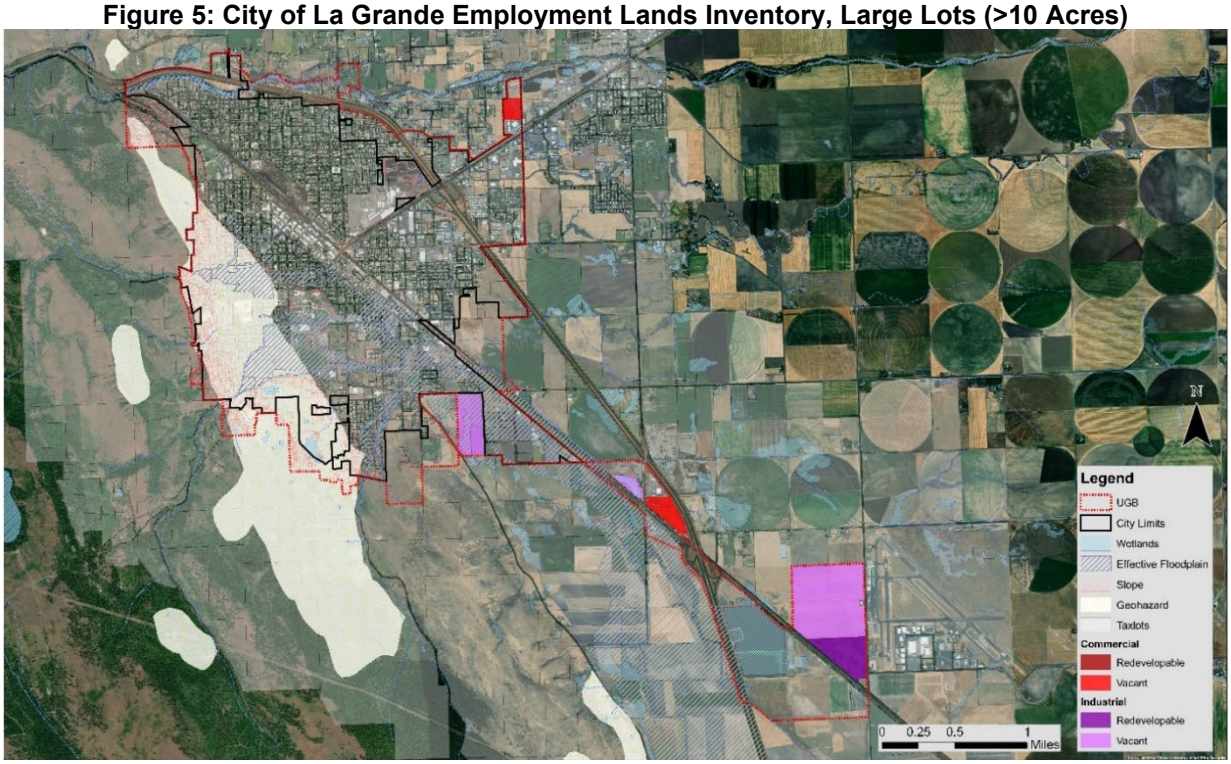
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Figure 4: City of La Grande Employment Lands Inventory, Commercial/Industrial



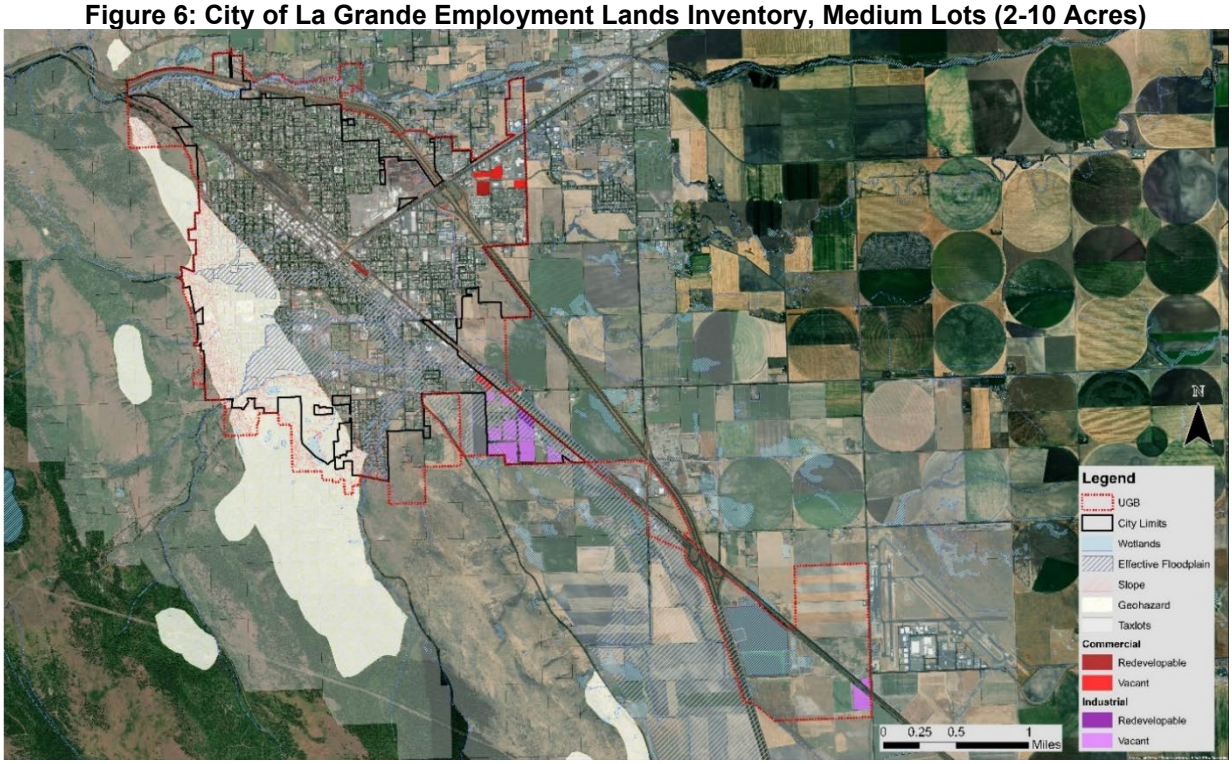
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Figure 5: City of La Grande Employment Lands Inventory, Large Lots (>10 Acres)



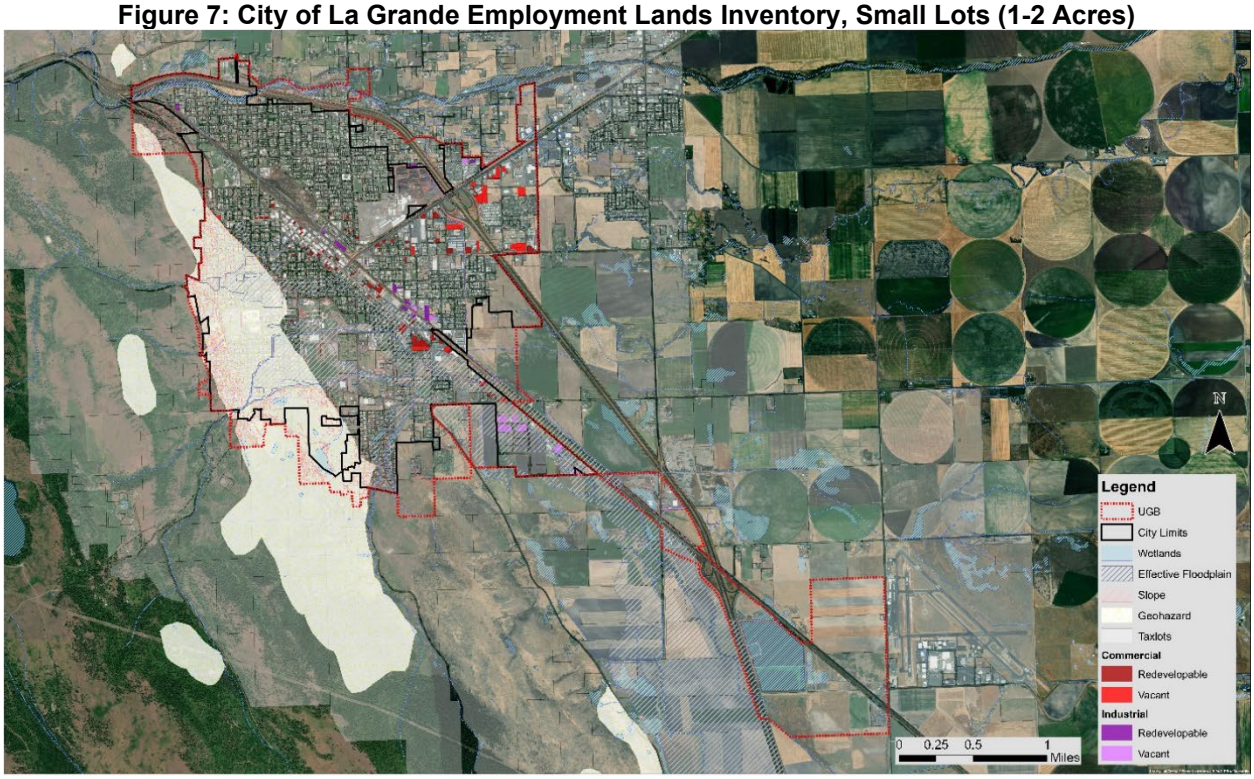
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Figure 6: City of La Grande Employment Lands Inventory, Medium Lots (2-10 Acres)



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

Figure 7: City of La Grande Employment Lands Inventory, Small Lots (1-2 Acres)



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

Employment Lands Inventory

An inventory of the total employment lands in La Grande has been calculated relying on 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.

As a starting point, our team has presented the underlying zoning and land quantities for employment lands within La Grande. We have also extrapolated from these maps the number of vacant and redevelopable parcels with their acreage for employment lands according to zoning.[6] Next, our team considered environmental and other constraints on industrial and commercially zoned parcels. This results in narrowing the number of lands available for commercial and industrial use.

[6] For reference, Appendix B provides details on the types of businesses permitted by right and by conditional use for each district.

Table 2: Total Supply of Available Commercial & Industrial Lands in La Grande

	---Redevelopable---		-----Vacant-----	
Zone	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 3: 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**

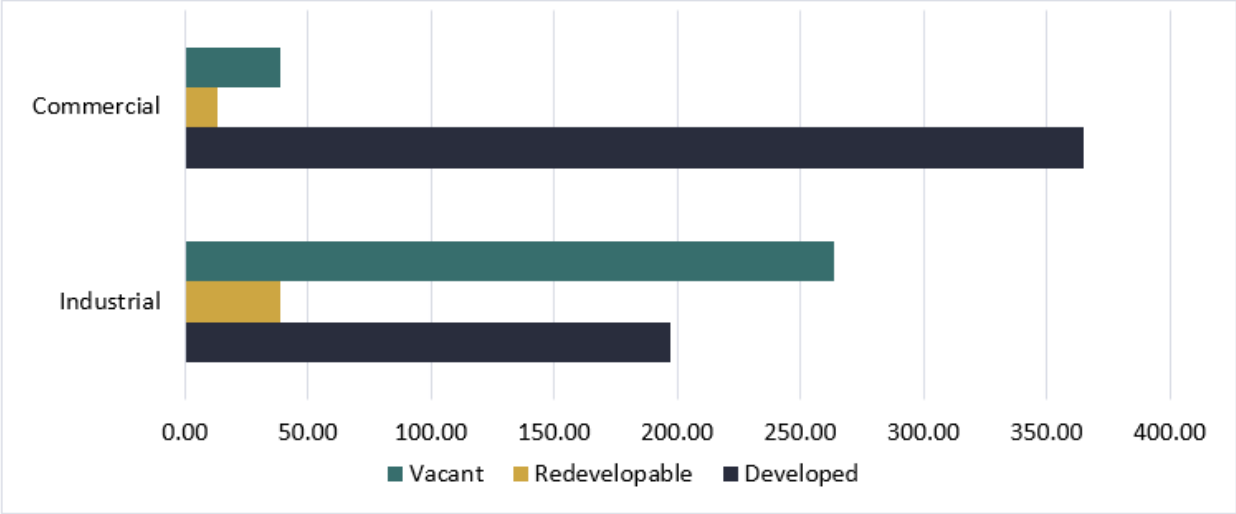
Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Table 4: 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

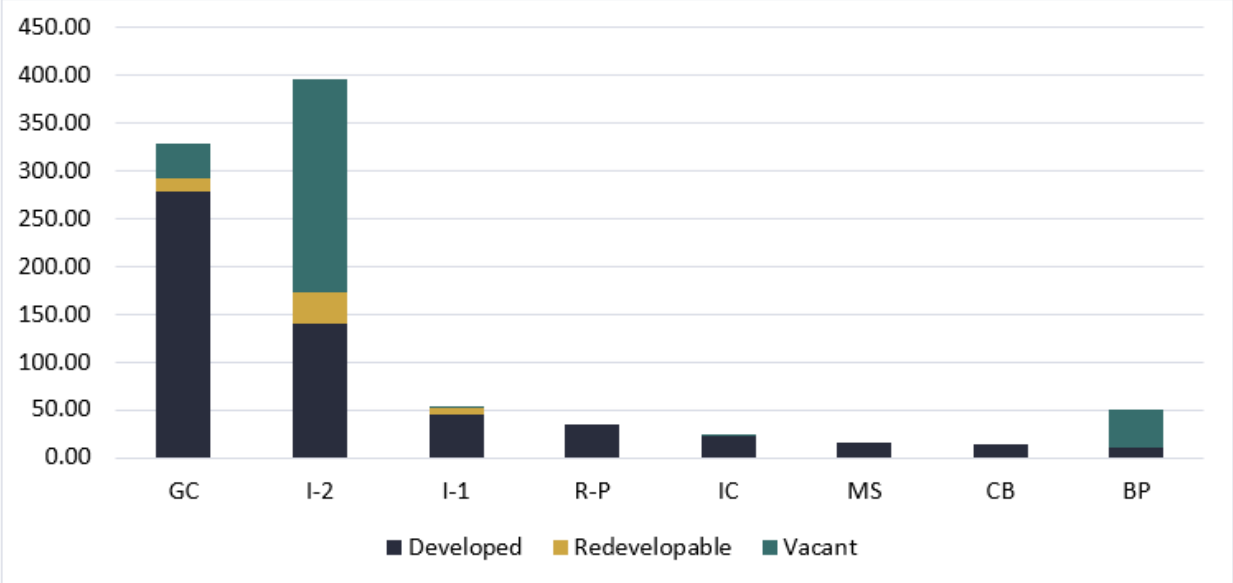
Figure 8: Acres of Vacant, Redevelopable, and Developed Land in La Grande



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

Figure 9 details the data shown in Figure 8 by breaking commercial and industrial acres into their respective zoning districts. More information on allowable uses and density standards for the zoning districts is located in Appendix B.

Figure 9: Acres of Vacant, Redevelopable, and Developed Land in La Grande, by Zone

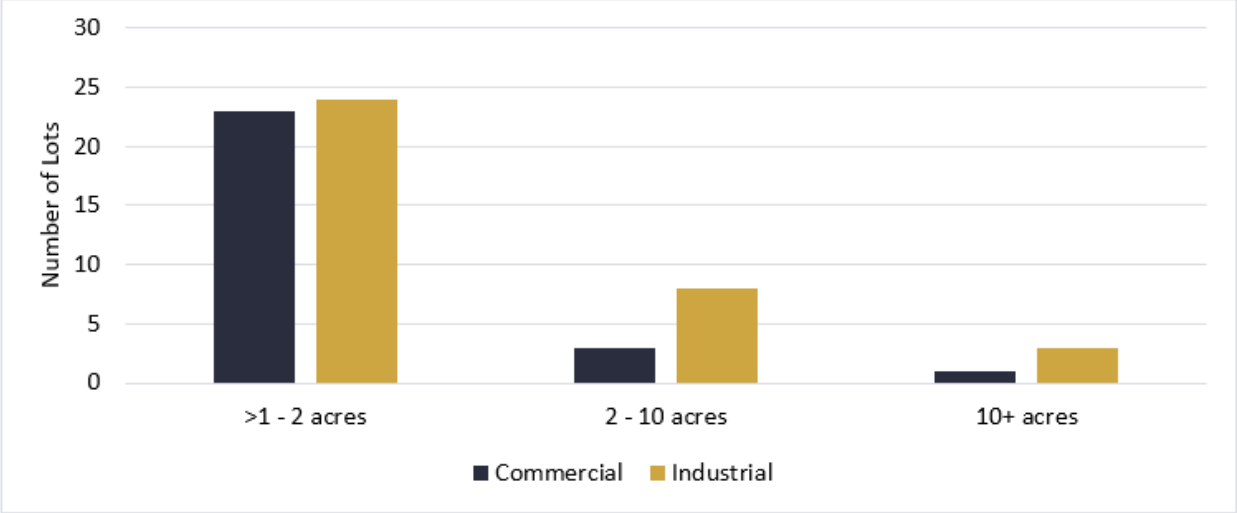


Source: Nexus Planning Services using map layers from La Grande GIS, 2023

Parcel Sizes

The following figures show the number of vacant and redevelopable employment lots by lot size. As Figure 10 shows, most of the unconstrained vacant land in La Grande is found in lots two acres or smaller. There are eleven lots in the two to ten acres range and four lots above ten acres. La Grande does have two lots that are between 75 and 120 acres, both industrial. These particular lots come with other development challenges that are addressed in Chapter 6: Economic Opportunities Assessment.

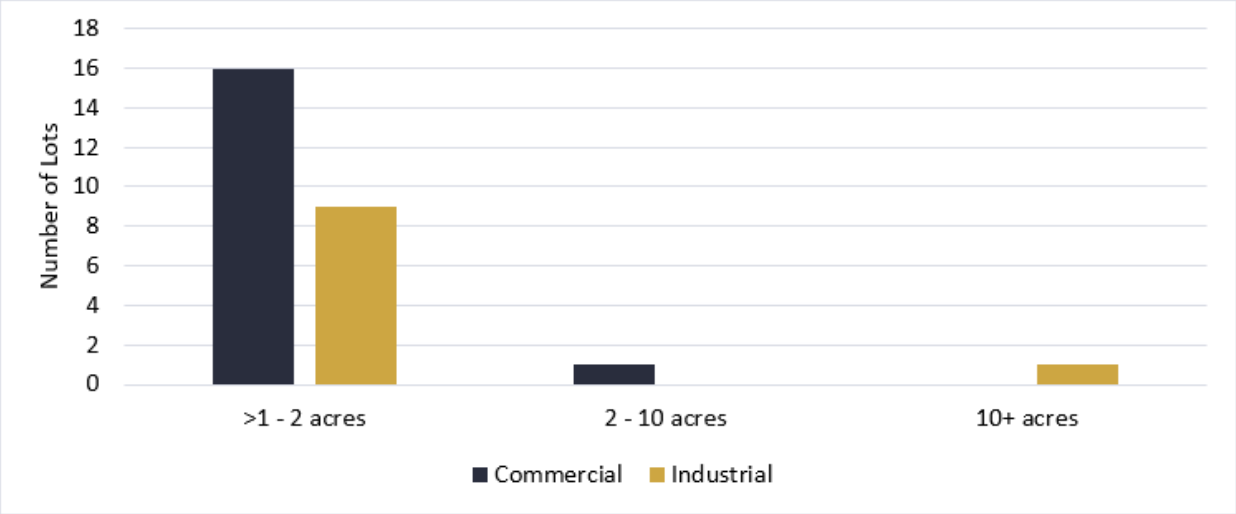
Figure 10: Number of Vacant Lots in La Grande, by Size



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

Redevelopable lots are similarly small, but to an even greater extent. All redevelopable lots in La Grande are two acres or less, with the exception of one commercial lot that is between two and ten acres, and one industrial lot that is over ten acres.

Figure 11: Number of Redevelopable Lots in La Grande, by Size



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

3. Socioeconomic Conditions

Per requirements of the DLCD's Goal 9 framework, the consulting team first addresses the broadest level economic trends affecting the United States and, to some extent, international issues. From there we approach unique aspects to the State of Oregon and finally to La Grande. At certain points we also touch on relevant trends in other neighboring counties in Eastern Oregon (Baker, Grant, Harney, Malheur, Morrow, Umatilla, and Wallowa). At each stage, our focus shifts to particular factors affecting competitiveness and economic opportunities in La Grande.

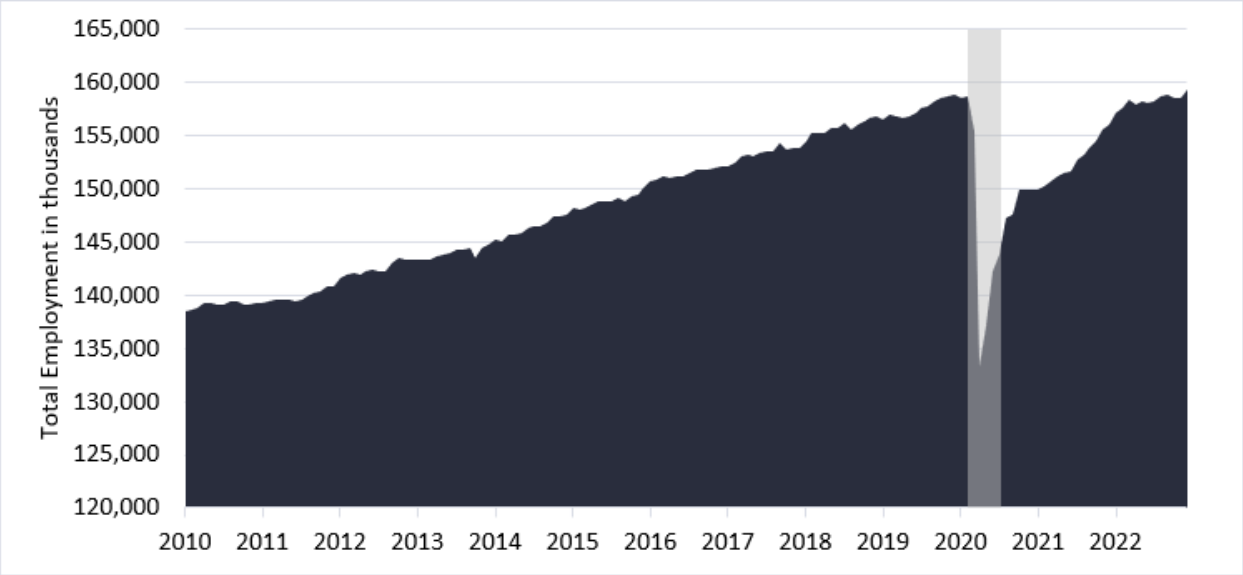
National Economic Overview

Labor Force Participation, Employment & Unemployment

Employment at the national level saw a steady incline from 2010 until 2020, where it experienced a steep decrease due COVID-induced stay-at-home orders. There was a loss of 9.4 million non-farm jobs in 2020, with the largest impact occurring in industries that necessitate in-person interaction, especially tourism and hospitality.[7] The recovery for the overall employment level was swift, however, with certain industries reaching and even exceeding their pre-pandemic levels in 2021.

[7] "COVID-19 ends longest employment recovery and expansion in CES history, causing unprecedented job losses in 2020", Bureau of Labor Statistics. https://www.bls.gov/opub/mlr/2021/article/covid-19-ends-longest-employment-expansion-in-ces-history.htm

Figure 12: National Civilian Employment, 2010-2022

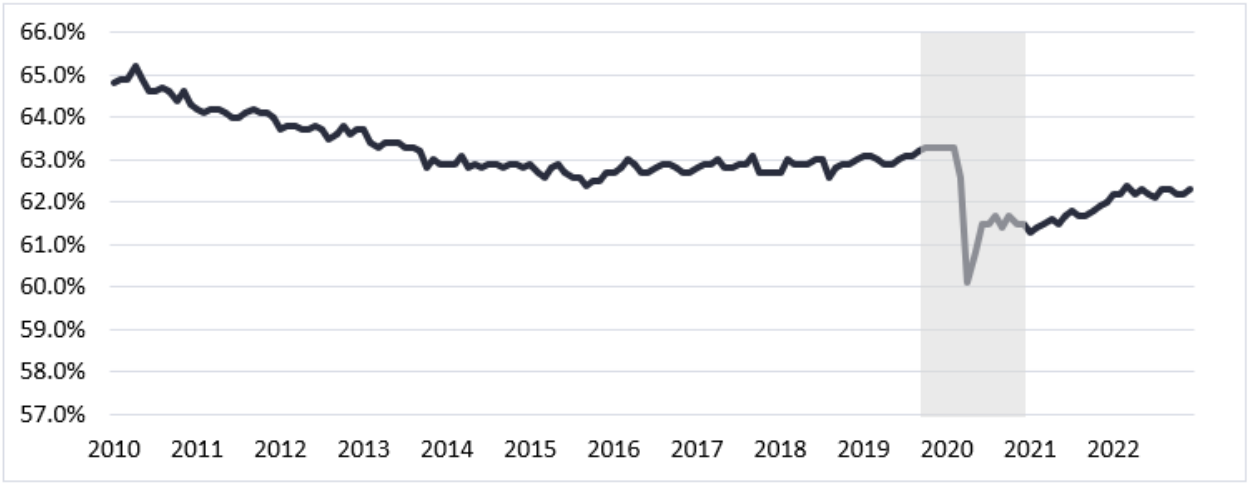


Source: US Bureau of Labor Statistics

The story for national labor force participation is different, having declined slightly since 2010 (see Figure 13). This decline can partly be explained by a shift in demographics. A larger share of Americans are now reaching retirement age, which means that older workers make up a larger share of the population than they did before.[8] As these workers gradually leave the labor force, the labor force participation rate shrinks. Though workers aged 25-54 have a high labor force participation rate, it has not been enough to offset the negative effects inflicted by COVID, given it continues to hover below pre-pandemic levels. The trend for the unemployment rate, however, is more positive at the national level, showing a steady decline since 2010 and strong post-COVID recovery — reaching pre-pandemic levels in 2022.[9]

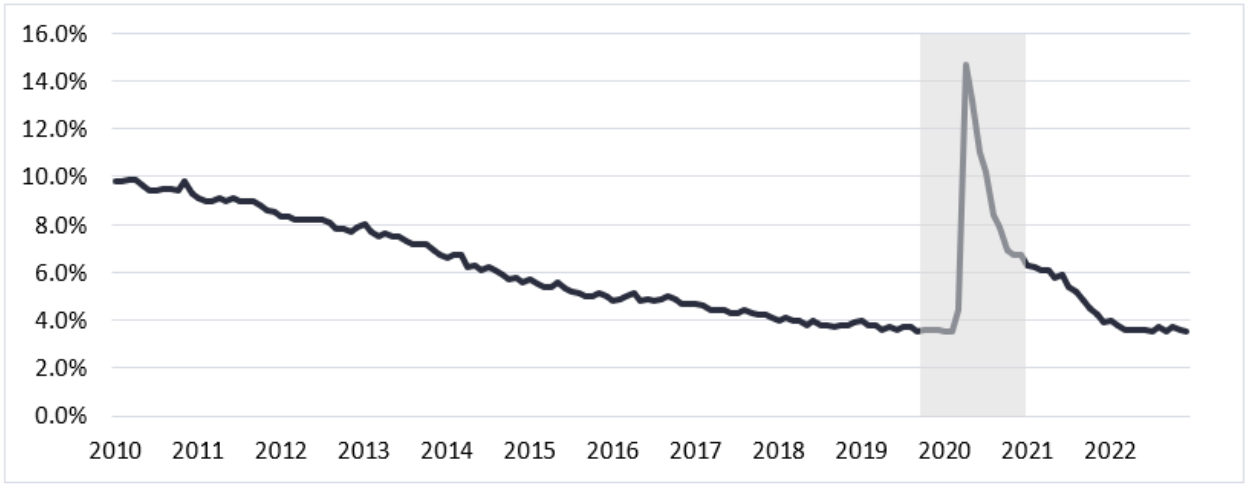
[8] Kreuger, "Where have all the workers gone? An inquiry into the decline of the US labor force participation rate", 2017.
[9] "The Employment Situation in July", The White House, 2022. https://www.whitehouse.gov/cea/written-materials/2022/08/05/the-employment-situation-in-july-2/

Figure 13: National Labor Force Participation Rate, Seasonally Adjusted, 2010-2022



Source: US Bureau of Labor Statistics, 2022

Figure 14: National Unemployment Rate, Seasonally Adjusted, 2010-2022



Source: US Bureau of Labor Statistics, 2022

Inflation

Inflation is always a factor in the national and international economy, but it is currently playing an outsized role in economic behaviors and expectations. It is important to first define what inflation consists of and the ways it may affect the economy. Inflation is a general increase in the overall price of goods and services in the economy.[10] A more colloquial definition is "too many dollars chasing too few goods." Rises in the inflation rate can be spurred on by the Federal Reserve (the Fed) setting interest rates that are too low or by increasing the money supply too rapidly. Other factors may also apply an upward pressure on prices, such as demand exceeding supply for certain goods, or an increase in the costs of production, such as those associated with supply chain interruptions.

There are various versions of inflation which are used by economists and journalists alike. Without getting too far into the details on these various metrics, as of April 2023, 12-month change inflation is 4.9% using the Consumer Price Index (CPI), and 4.4% using Personal Consumption Expenditures (PCE).[11] The Fed is actively managing inflation with adjustments to the federal funds rate. In May 2023, the Fed announced that they were raising the federal funds rate from 5% to 5.25%. At the same time, they also raised the primary credit rate (discount rate) from 5% to 5.25%.[12] All told, the Fed anticipates inflation being several points above average for the majority of 2023. If they achieve their aims, however, they anticipate bringing inflation back to the traditional sub-3.0% level by 2024.

These factors are particularly important for residents of Union County, which tends to be lower income than other areas of the state. Lower-income households are more affected by inflation simply because they spend a higher proportion of their income on consumption (as opposed to investment or savings). The longer-term inflation anticipated by the Fed will put a damper on investment and spending in Union County, which most economists expect to be lifted by 2024.

International Issues & Supply Chain

While supply chain and international issues can seem far afield, global, and national economic problems do affect day-to-day life in La Grande. Supply chain issues can cause higher costs, which are passed on to customers. Furthermore, industries like manufacturing suffer when international exports become more expensive. As such, these issues warrant mention in this report.

Towards the end of 2019 and into 2020, the U.S. struggled in trade due to unprecedented social restrictions, changes or losses in the workforce, and disruptions in the supply chain that created a worldwide recession with hindered trade flows. U.S. imports at this time dropped from $3 trillion to $2.9 trillion, and exports fell from $2.5 trillion to $2.4 trillion. As shown in Figure 15, there was a major decline seen in the second quarter of 2020. Imports fell to $2.3 trillion, and exports to $1.8 trillion. This was the largest drop on record of exports in the U.S., which lead to the highest trade deficit in the last 12 years. Going into 2021, both imports and exports are rising exponentially, and surpassing 2019 numbers by the second quarter.

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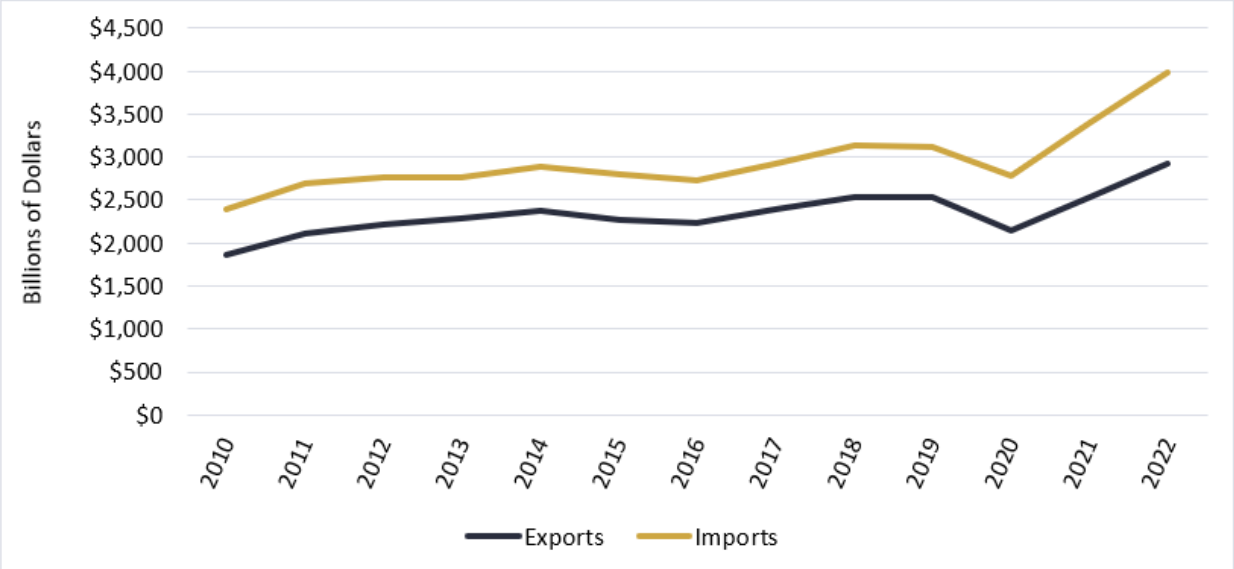
[10] The Federal Reserve, "What is inflation and how does the Federal Reserve evaluate changes in the rate of inflation?" https://www.federalreserve.gov/faqs/economy_14419.htm

[11] CPI uses a "basket of goods" approach which is more subject to price spikes. Arguably the PCE method is more accurate when projecting specific households' budgets as it permits the possibility substitutionary goods to manage household cost increase.

[12] The Federal Reserve, "Minutes of the Board's discount rate meetings from April 10 through May 3, 2023", https://www.federalreserve.gov/newsevents/pressreleases/files/monetary20230530a1.pdf

U.S. imports and exports can be impacted positively or negatively when the dollar's exchange rate increases or decreases. Some examples of this may be how imports become more expensive, or how exports become less expensive to other countries when the dollar's exchange rate decreases. The dollar's exchange rate decreases when the U.S. experiences inflation. Currently, the U.S. is experiencing inflation as the CPI is 4.9% higher now than it was a year ago, which is a few percentage points higher than the Federal Reserve's target rate. The exchange rate is how much one country's currency is worth relative to another country's currency. Inflation in the U.S. impacts how much the dollar is worth relative to other countries' currencies by making the dollar less valuable. Inflation has caused the dollar's exchange rate to decrease, directly impacting imports by making them more expensive. The U.S. must spend more in order to export goods from other countries. Inflation levels above the Federal Reserve's target rate are likely to persist into 2024 at least, due to the Federal Reserve's commitment to gradual interest rate increases to avoid recession.

Figure 15: Prices of Imports & Exports of Goods and Services in U.S. in the Billions, Seasonally Adjusted Annual Rate, 2010-2022



Source: U.S. Bureau of Economic Analysis

When exchange rates increase or decrease, specific industries will be impacted, such as manufacturing and retail trade. The largest industry of employment for Union County is health care & social assistance, followed by manufacturing and retail trade. Both manufacturing and retail trade will be negatively impacted by the change in the dollar's exchange rate. The dollar is becoming less valuable, thus importing will become more expensive for firms to purchase needed components from other countries. Due to the changes in the exchange rate, consumers in Union County will likely be impacted by experiencing higher prices from firms, in industries such as manufacturing and retail trade.

In more recent times, there have been positive improvements to ongoing supply chain challenges, such as progress in available freight capacity, decline in freight costs, softening in commodity prices, stabilized port operations, and container costs that are catching up to pre-pandemic levels. However, challenges are ongoing such as some seen in China with the rise of COVID-19 cases causing

manufacturing plants to be temporarily shut down, and the continuing demand of crude oil.[13] Issues with crude oil are also seen between The European Union and Russia, who are anticipated to ban crude imports to Russia in retaliation to the invasion of Ukraine (2022-present, as of mid-2023). The United States, along with the London Metal Exchange (LME), are still in process of evaluating the ban on Russian aluminum, which has significant impacts on global prices and availability. The U.S.'s East and Gulf Coast ports have recently expanded their lead in terms of share over the West Coast, which has been highly impacted by the decline in container imports from China. The West Coast ports' share of imports have dropped to 36.4% from the previous 37.0%.[14] Global supply chain issues such as these, though seemingly remote from La Grande, nevertheless exert an influence on employment and earnings in the area.

Recession Expectations

The COVID-19 pandemic and the associated safety measures taken to help prevent the spread of the virus caused a severe reduction in economic activity in 2020 and 2021. In consequence, a combination of supply chain issues, economic relief measures, and pent-up consumer demand spurred inflation rates that have since hit 40-year highs in 2022.[15] This, in turn, has led the Fed to raise interest rates and to sustain those hikes — raising rates seven times in 2022. As of June 1, rates have been raised three times in 2023. Many economists anticipate a mild recession to begin later in 2023. In February 2023, the National Association for Business Economics released a survey for economists regarding their recession expectations, and the majority of respondents envisioned a recession sometime in 2023. The survey shows that 21% of respondents predict that recession to begin in the July-September quarter. However, economic indicators such as inflation, the labor market, and interest rates are all sending different signals, causing opinions to range from recession to robust growth in the economy. Historically, the Federal Reserve has never managed to avoid recession when raising interest rates, as it has continued to do through May of 2023.[16]

Political & Regulatory Landscape

Land Use & DLCD Priorities

The DLCD Land Use Planning has established 19 main planning goals for the State of Oregon. Each of the 19 goals address the process of local land use planning, steer the State's resource prevention, provides guidance in urban development, and directs cities and counties that may need to plan for coastal assets. All of which are addressed through local comprehensive plans and reports and must be consistent with the outlined Planning Goals. Implementation of zoning code changes and adoptions must be consistent with each as well. Cities and counties are obliged to submit land use assessments to the DLCD.

Specific goals such as Goal 3 (Agricultural Lands), Goal 4 (Forest Lands), Goal 9 (Economic Development), Goal 14 (Urbanization) narrow in on specific land types, current use, potential use, and future strategies and targets for each.

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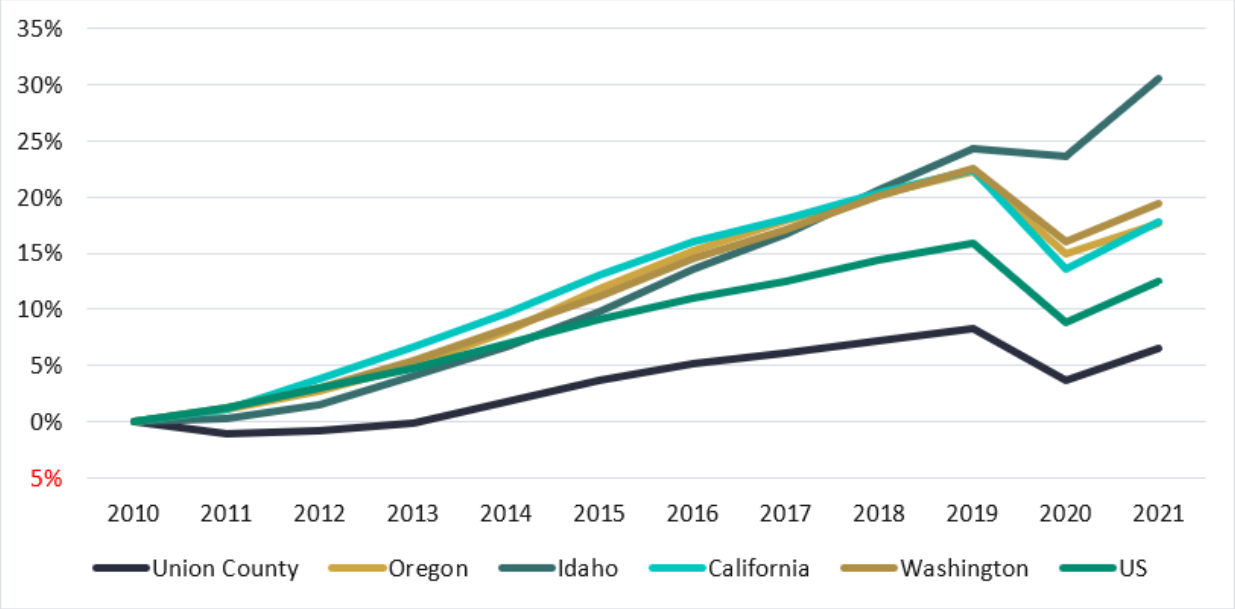
[13] Krimil, "Updated 11.22.2022 - Impacts on Global Supply Chain Logistics," Border States News, November 21, 2022, https://content.borderstates.com/news/coronavirus-impacts-on-global-supply-chain/.
[14] Schuler, Mike. "Falling U.S. Container Imports from China Hit West Coast Ports in October -Report." Captain, November 7, 2022. https://gcaptain.com/falling-u-s-imports-from-china-hits-west-coast-container-ports-in-october-report/.
[15] Alyssa Fowers, "What is causing inflation: The factors driving prices high each month", The Washington Post, 2022. https://www.washingtonpost.com/business/2022/07/26/inflation-causes/
[16] CBS News, "U.S. recession expected to start later than previously predicted," https://www.cbsnews.com/news/us-recession-nabe-forecast-survey-business-economists-push-back/

Regional Economic Overview

Trends in Employment, Income and Business Establishments

While growth in employment in Union County is the lowest of all areas of comparison, it has increased over the past decade. Union County has not shown negative growth in employment since 2013, despite the pandemic dip in 2020. Furthermore, 2021 showed a promising return towards pre-pandemic trends.

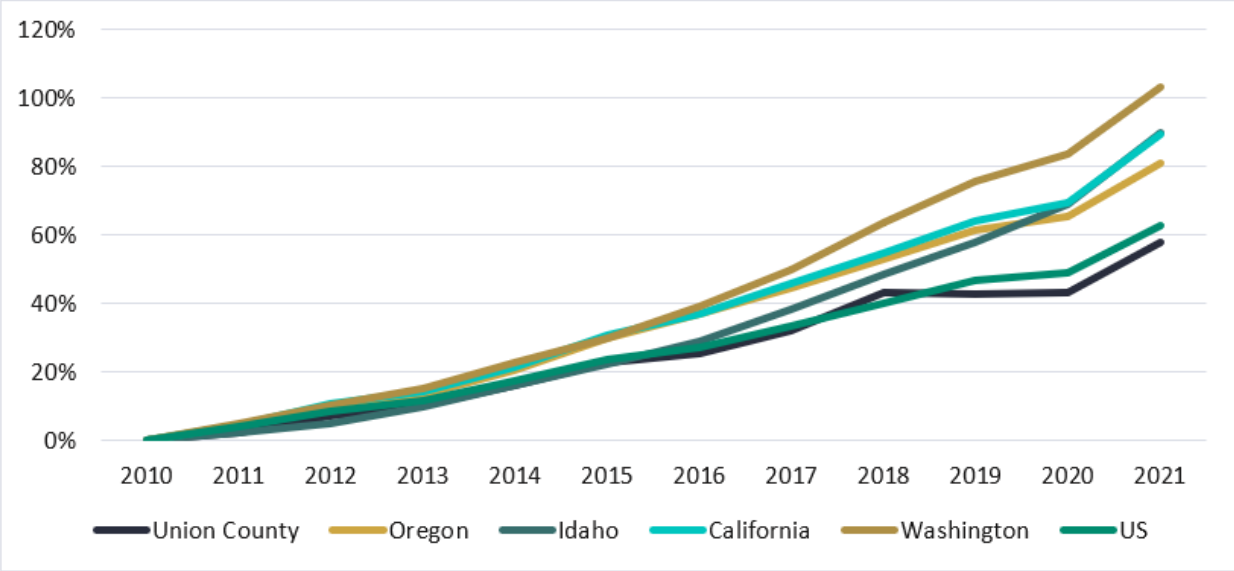
Figure 16: Cumulative Growth in Employment, 2010-2021



Source: US Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2021

Wage growth trends in Union County are comparable to those of the US. Given its more rural location, it is not surprising that the County has a lower growth rate for wages than the rest of the state.

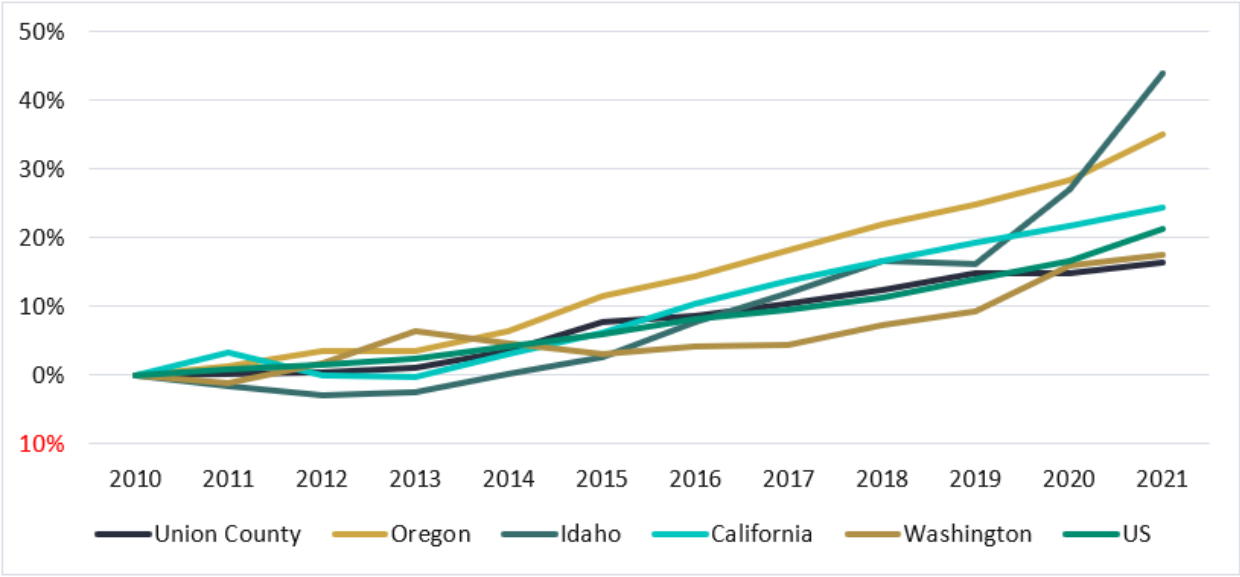
Figure 17: Cumulative Growth in Wages, 2010-2021



Source: US Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2021

The growth in establishments—meaning physical locations such as stores, factories, and offices—tells a different story. Not only does Union County keep pace with US trends, but it also exceeds certain areas in growth. Furthermore, 2020 did not see a significant decrease in growth of establishments.

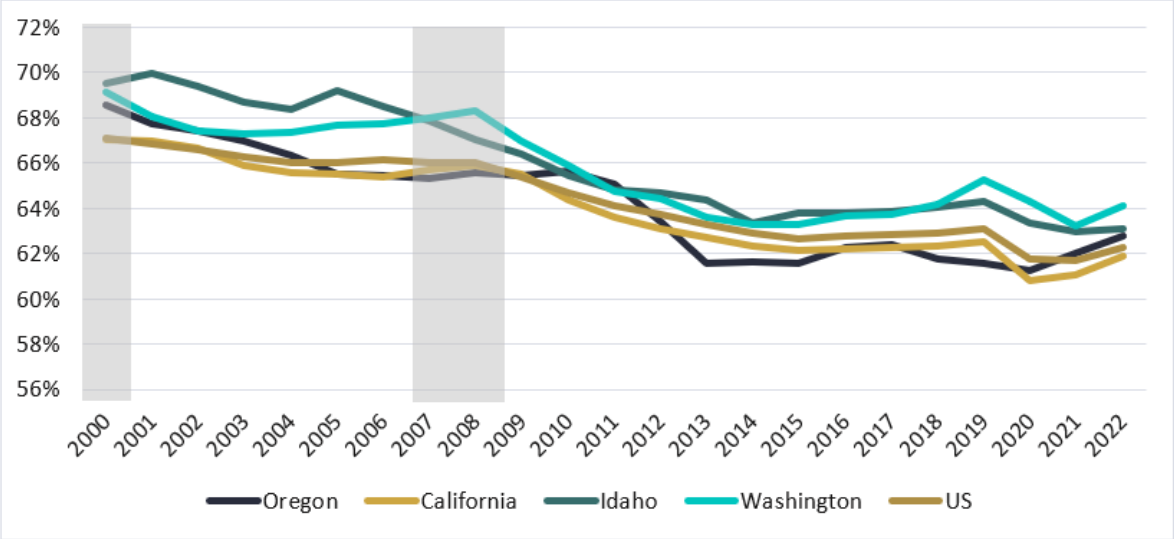
Figure 18: Cumulative Growth in Establishments, 2010-2021



Source: US Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2021

Labor force participation has been on a decline across the Unites States for over twenty years now. Oregon has been hit harder than some other states, with over a 5% decrease in the past twenty years.

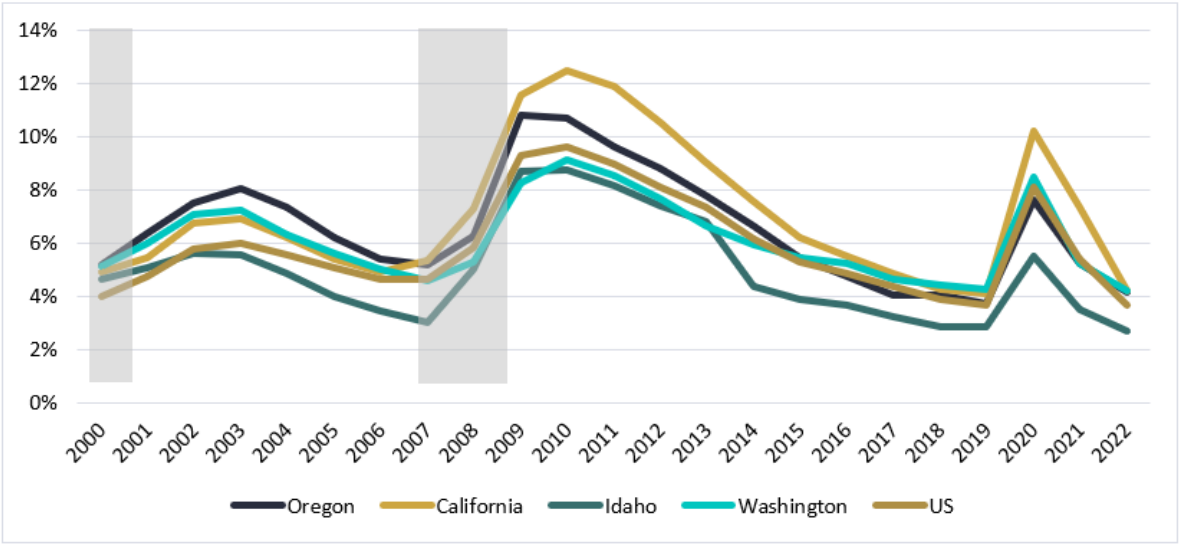
Figure 19: Labor Force Participation over Time, 2000-2022



Source: Bureau of Labor Statistics, 2022

The unemployment rate has been more turbulent. Typically, unemployment rates spike following recessions, as shown in 2009 in Figure 20. While there was a spike in unemployment in 2020, 2022 ushered in some of Oregon's lowest unemployment rates in the past two decades.

Figure 20: Unemployment Rate (Annual Average) over Time, 2000-2022

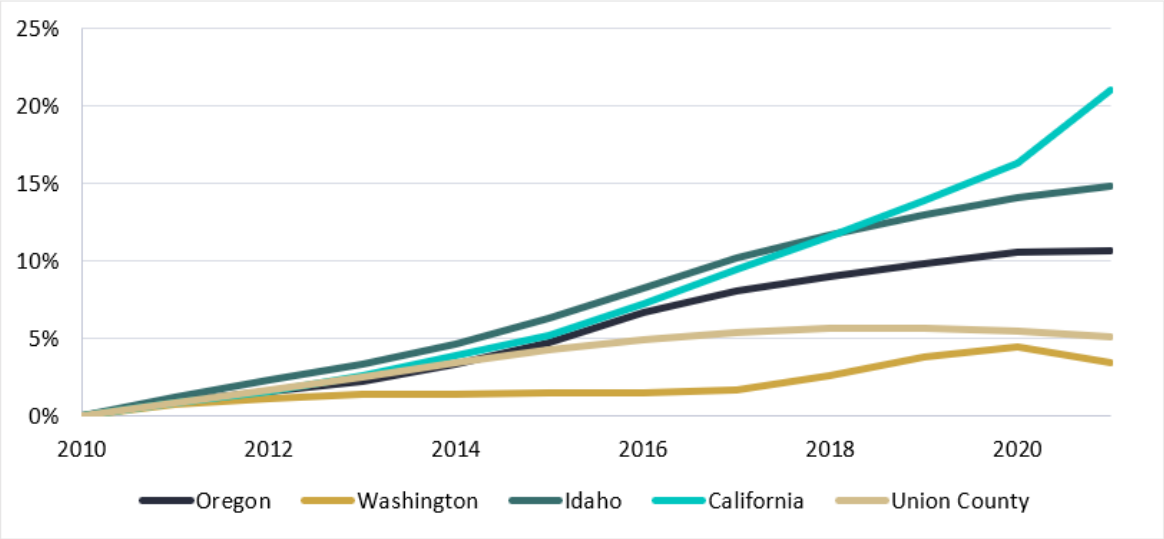


Source: Bureau of Labor Statistics, 2022

Migration & Population Change

While Union County has not quite kept pace with the state of Oregon in terms of growth, it has grown steadily over the past decade. There was a slight population downturn in 2020, in line with the slight leveling in population growth that happened across the state of Oregon during the pandemic years.

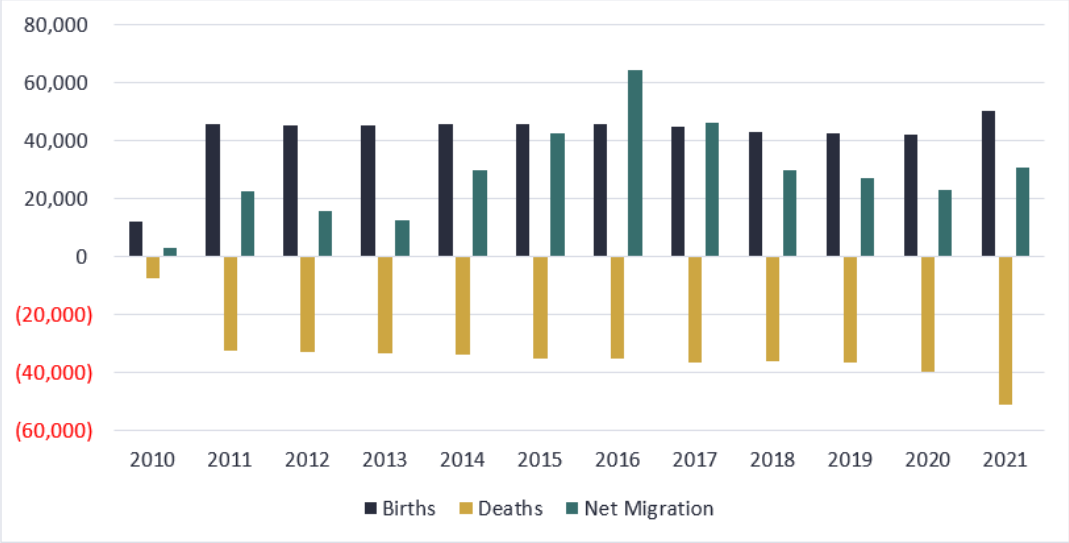
Figure 21: State and Regional Population Change, 2010-2021



Source: US Census Bureau, 2021

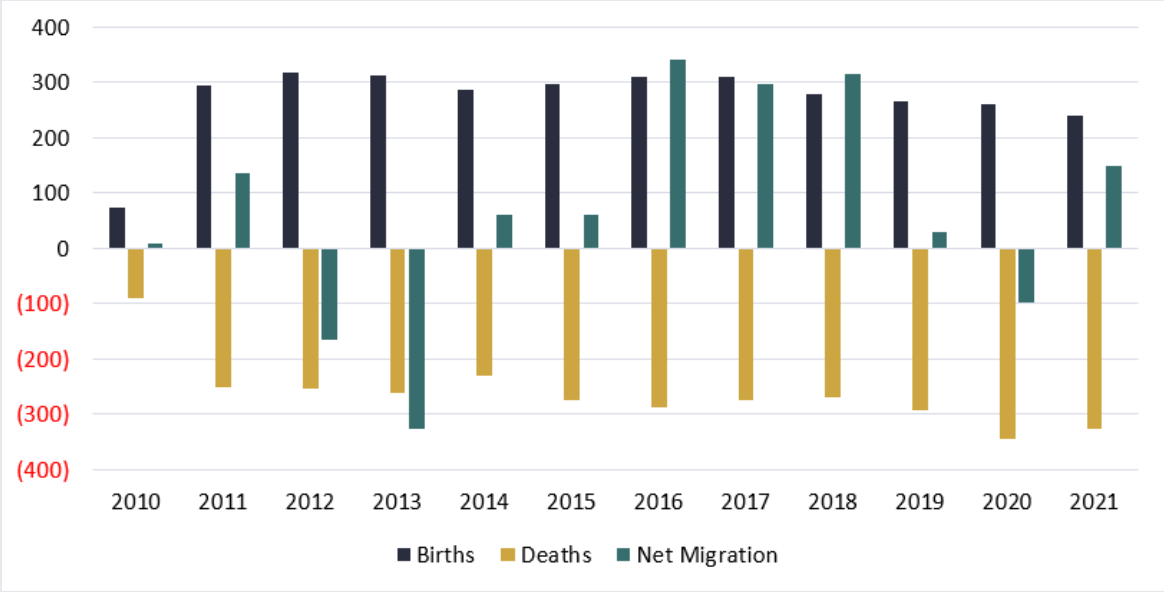
Interestingly, except for 2016 and 2017, most of Oregon's growth in the past decade was driven by births and not migration.

Figure 22: Sources of Population Change in Oregon, 2010-2021



Source: US Census Bureau, Population and Housing Unit Estimates, 2021

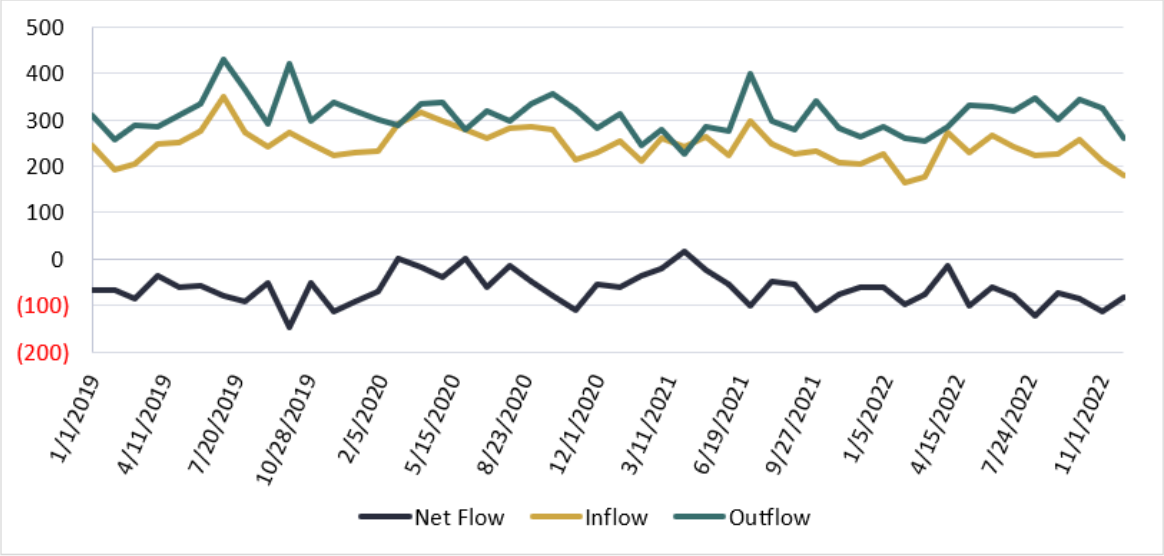
Figure 23: Sources of Population Change in Union County, 2010-2021



Source: US Census Bureau, Population and Housing Unit Estimates, 2021

Figure 24 presents data from Unacast, a technology company that tracks the movement of devices (i.e., mobile phones, tablets, etc.) These data are imperfect and experimental, but they do have the advantage of telling the right-now story without the lag effect that comes with data from the US government. The Unacast data are also cleaned and normalized such that short-term relocations (vacations, etc.) are not counted as migratory changes.

Figure 24: Union County Monthly Migration, 2019-2022



Source: Unacast Monthly Migration Trend Data, 2022

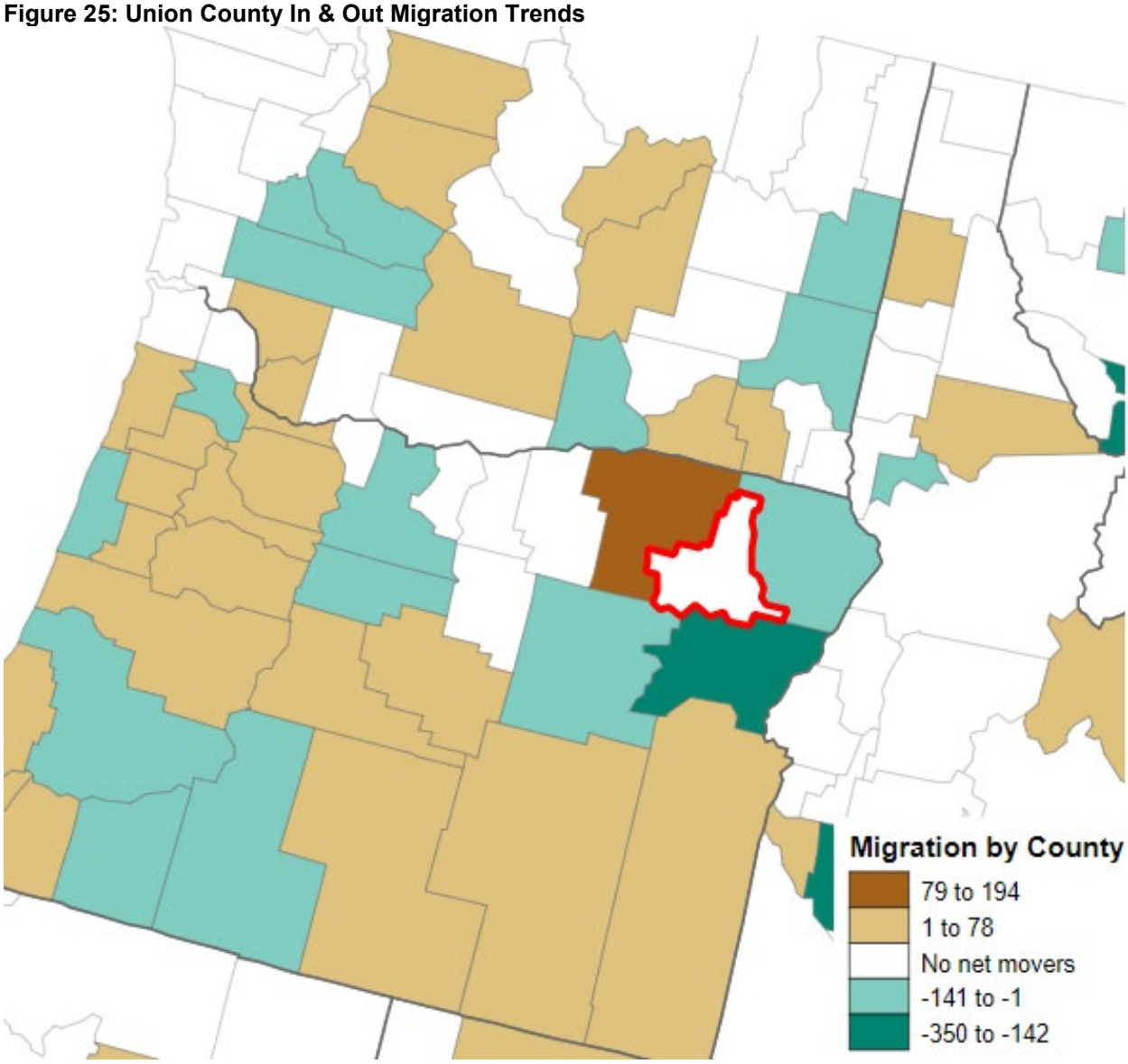
People are mostly moving into Union County from the Northwestern United States, Oregon, California, and Washington. The two notable exceptions are Montgomery County, Texas (just outside of Houston) and Onondaga County, NY (home to Syracuse). Those moving out of Union County are either: moving in-state; following national trends and moving north and east to Idaho, Washington, and Montana; or moving to warmer climates like California, Hawaii, and Florida. Notably, the two largest destinations for those moving out of La Grande are bigger cities in the Inland Northwest, Boise (Ada County) and Missoula (Missoula County).

Table 5: Union County Top In & Out Migration Counties, 2016-2020

Positive Net Migration From		Negative Net Migration to	
Umatilla County, OR	+194	Ada County, ID	(350)
Sonoma County, CA	+78	Missoula County, MT	(179)
Los Angeles County, CA	+71	Baker County, OR	(142)
Montgomery County, TX	+56	Palm Beach County, FL	(111)
Shasta County, CA	+49	Gooding County, ID	(63)
Coos County, OR	+46	Yuba County, CA	(48)
Grant County, WA	+45	Klamath County, OR	(40)
Lane County, OR	+41	Spokane County, WA	(40)
Yamhill County, OR	+41	Benton County, WA	(33)
Onondaga County, NY	+39	Hawaii County, HI	(27)

Source: United States Census Flow Mapper, 2016-2020

Figure 25: Union County In & Out Migration Trends



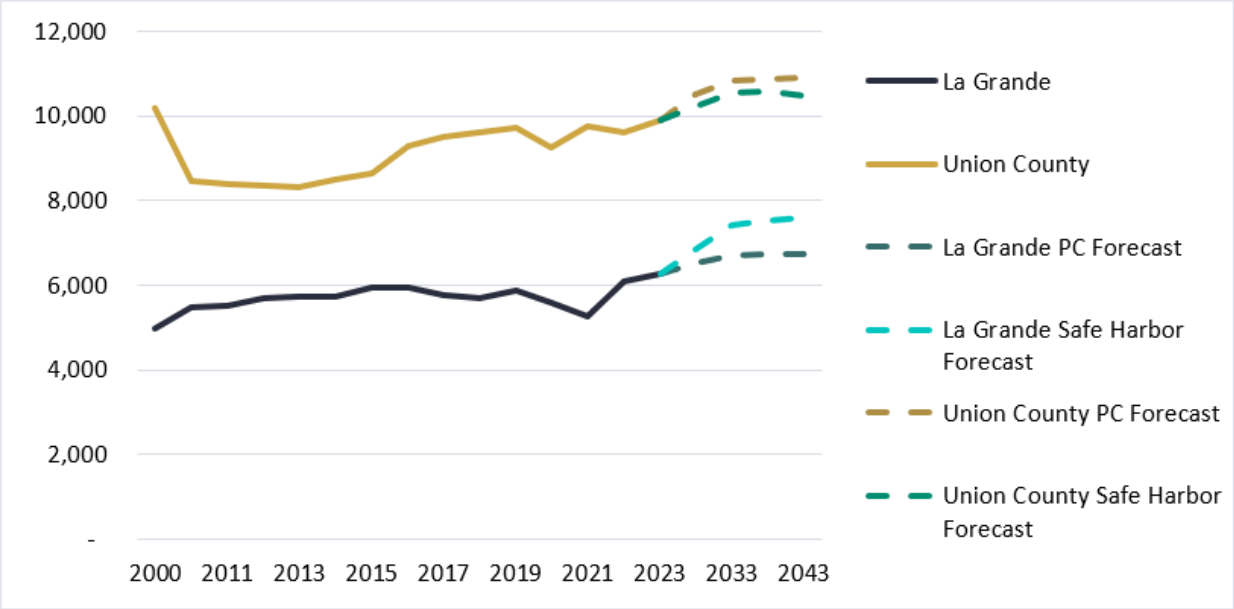
Source: United States Census Flow Mapper, 2016-2020

Union County & La Grande Socioeconomic Trends
Population Overview

The population overviews and calculations utilized by the consulting team in this study are from a combination of sources including the federal government, state government, and local sources. All users of this information should be aware that no single data source is perfectly accurate, especially in areas of smaller populations. The solution for this problem is to present these data sources in layers, with the awareness that they may not always concur with one another. Though we make customized adjustments to these estimates when producing our industrial lands analysis, it is important to see the unmodified data straight from the source before making such adjustments.

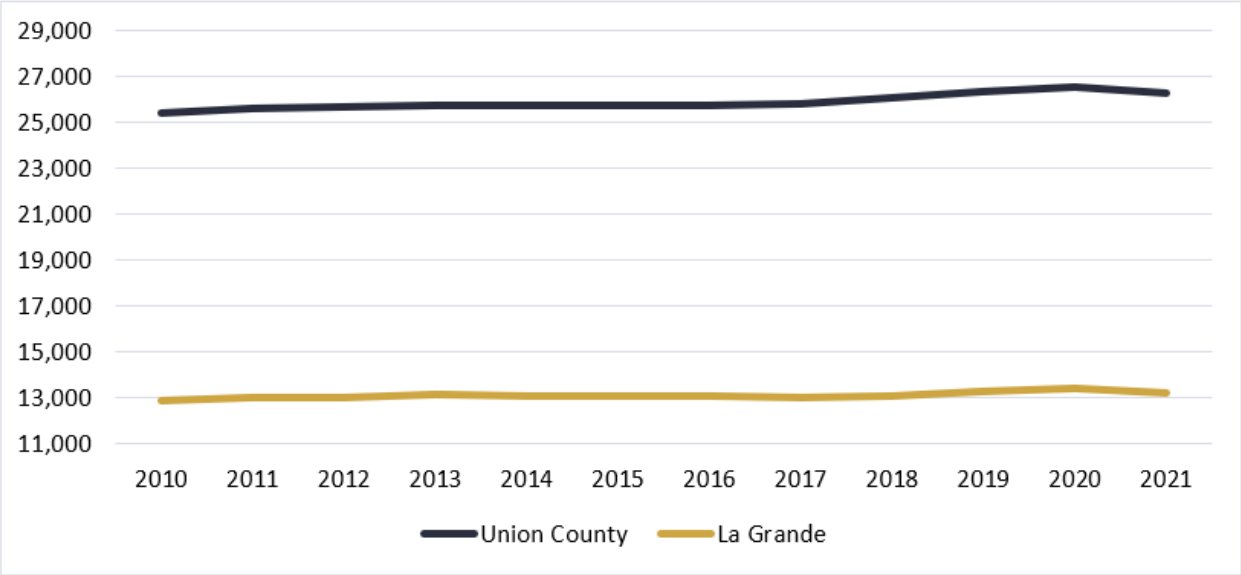
While the population of La Grande did not change significantly between 2010 and 2022, it did see some comparable rates of average annual growth to Union County and the state (0.2%). However, in the long term, La Grande's average annual growth rate is projected to be slightly higher (0.3%) — surpassing the county rate, while trailing the growth rates at the state and national levels over the next 28 years.

Figure 26: Population Forecast Comparison



Source: Points Consulting using US Census Bureau, Esri Business Analyst, and PSU, 2023

Figure 27: La Grande Historic Population Change, 2010-2021



Source: US Census Bureau, 2021

Table 6: Population Change 2010-2021

Area	2010 Pop	2022 Pop	2050 Fore-casted Pop	'10-'22 Change	'10-'22 % CAGR[13]	'22-'50 Change	'22-'50 % CAGR
La Grande	13,095	13,404	14,671	309	0.2%	1,267	0.3%
Union County	25,748	26,673	27,866	925	0.2%	1,193	0.2%
Oregon	3.8M	4.3M	5.6M	0.5M	0.2%	1.3M	0.9%
US	308.7M	334.0M	389.0M	25.3M	0.3%	55M	0.5%

Source: Portland State University, Population Research Center, 2021

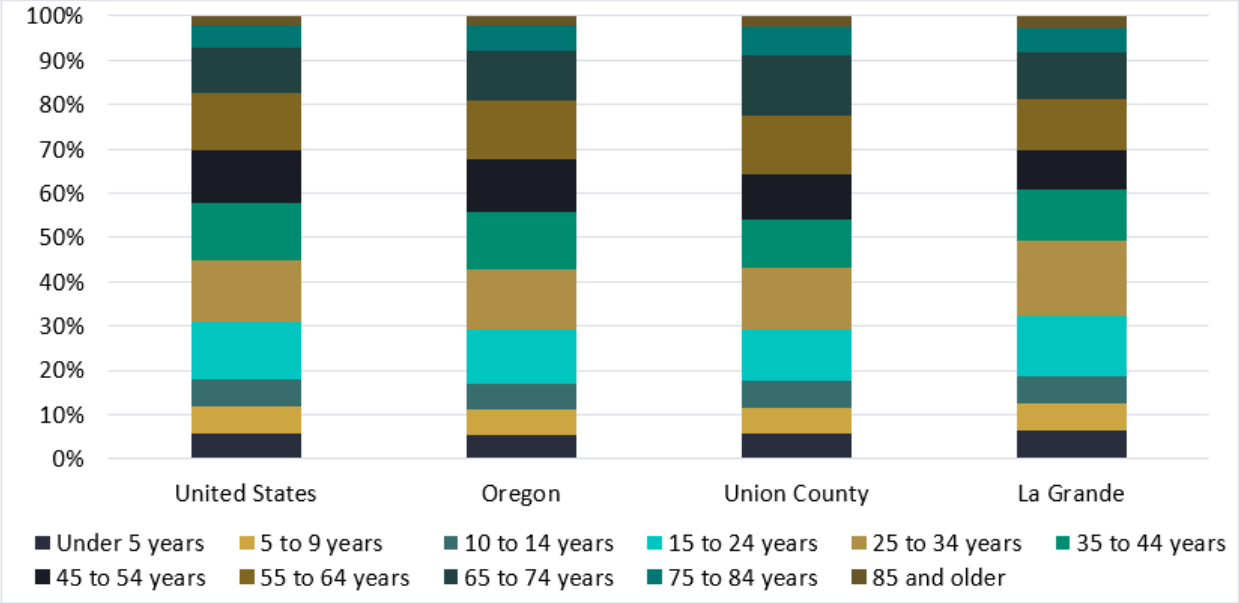
Table 7: Population Growth Over Time

Region	CAGR Past 9 Years	CAGR Past 4 Years	2021 Population	CAGR Next 4-yrs	CAGR Next 9-yrs
La Grande	0.19%	0.41%	13,212	1.73%	0.86%
Union County	0.29%	0.43%	26,255	0.42%	0.30%
Oregon	1.03%	0.59%	4.3M	1.46%	1.18%
US	0.70%	0.47%	337.1M	1.87%	1.32%

Source: Portland State University, Population Research Center, and Oregon Department of Administrative Services

La Grande has a higher percentage of 15-24 and 25–34 year-olds than any of the other areas of comparison, likely due to Eastern Oregon University's presence in the city. While the under-15 population is roughly the same as the other areas of comparison, the 35+ year-old population is smaller in all categories. The 85+ group, however, is largest in La Grande.

Figure 28: Population by Age



Source: ESRI Business Analyst, 2022

La Grande and Union County are majority-white, with the second largest ethnic groups being other races and two or more races, respectively. Not much will change with these demographics in Union County in the next five years. However, La Grande is projected to see growth in individuals of two or more races.

Table 8: Race and Ethnicity Comparison, 2022

Region	White	Black or African American	American Indian and Alaskan Native	Asian	Native Hawaiian and Other Pacific Islander	Some other race	Two or more races	Hispanic or Latino
La Grande	83.0%	0.9%	1.0%	1.1%	3.3%	8.1%	2.5%	6.4%
Union County	85.6%	0.6%	0.9%	0.8%	2.0%	1.8%	8.2%	5.2%
Oregon	74.3%	2.0%	1.5%	4.7%	0.5%	6.3%	10.8%	14.0%
United States	61.0%	12.4%	1.1%	6.1%	0.2%	8.6%	10.6%	19.0%

Source: ESRI Business Analyst, 2022

Table 9: Race and Ethnicity Projection, 2027

Region	White	Black or African American	American Indian, Alaska Native	Asian	Native Hawaiian, Other Pacific Islanders	Some other race	Two or more races	Hispanic or Latino
La Grande	83.0%	0.9%	1.0%	1.1%	3.3%	2.1%	8.5%	6.4%
Union County	85.6%	0.6%	0.9%	0.8%	2.0%	1.8%	8.2%	5.2%
Oregon	72.8%	2.0%	1.5%	4.9%	0.5%	6.5%	11.8%	14.2%
United States	59.5%	12.3%	1.2%	6.4%	0.2%	8.9%	11.5%	19.4%

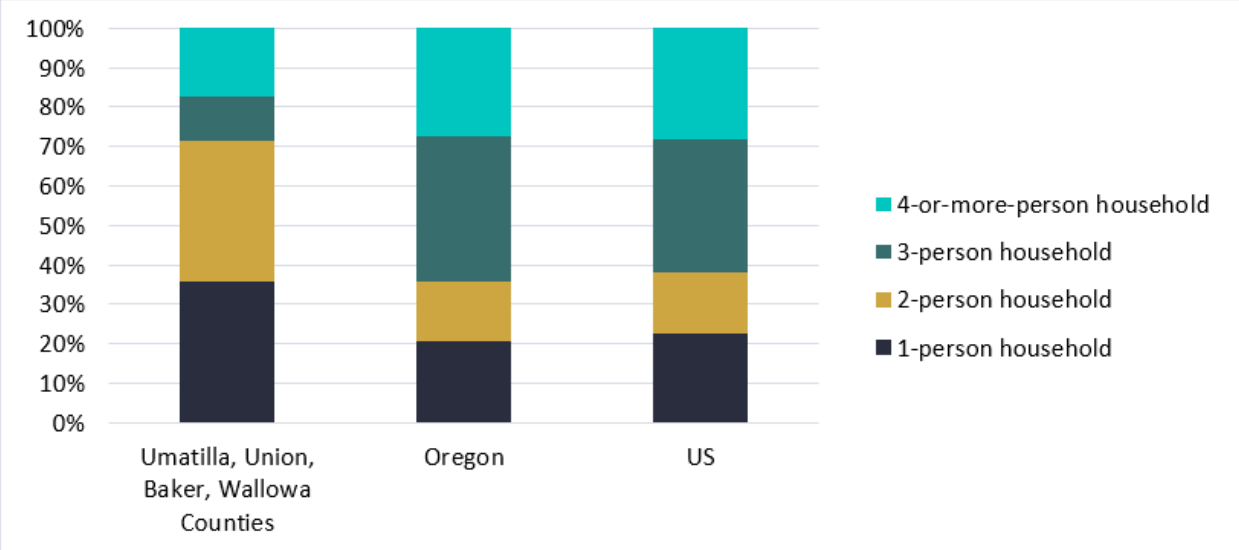
Source: Esri Business Analyst, 2022

Household Characteristics

Sometimes, the data are not available as specifically as needed. For this section, the consulting team used Public Use Microdata Sample (PUMS) data from the American Community Survey to analyze household characteristics of the region. Since data was not available for Union County alone, the consulting team used data at the most granular level they could source — Umatilla, Union, Baker, and Wallowa counties aggregated (the UUWB region). Given the demographic similarities between the counties, the data should still lend valuable insights into households in and around Union County.

The UUWB region shows significant differences in the composition of households between Oregon and the US. The UUWB region has a much larger percentage of one and two-person households than either Oregon or the US. Perhaps the biggest difference is three-person households in the region as compared to the greater areas. Although, there is still a significantly smaller population of four or more-person households in the UUWB than in the other areas.

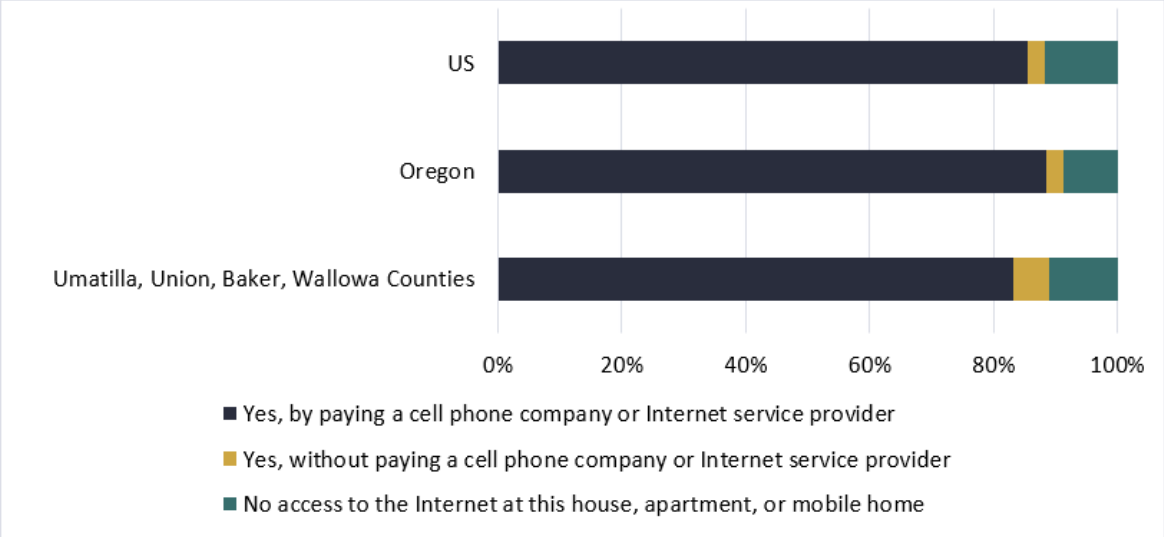
Figure 29: Composition of Households



Source: ACS Public Use Microdata Sample (PUMS), U.S. Census Bureau, 2021

With 11.1% of households without home access to the internet, the UUWB has more access to internet than the US average (11.8%), but less access than the state of Oregon (8.8%). Surprisingly, about twice as many households have free access to the internet in the UWWB than both the US and Oregon (5.6%).

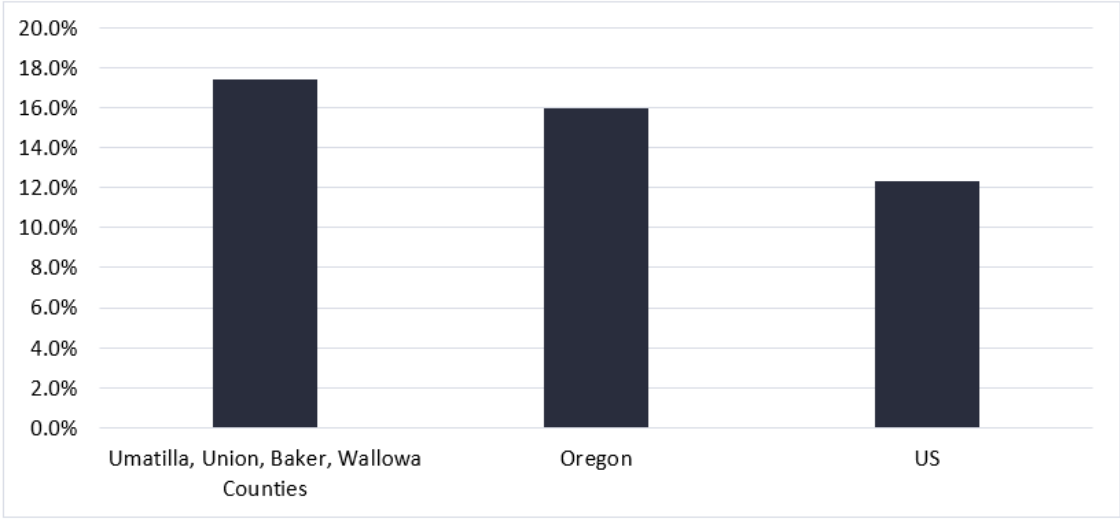
Figure 30: Internet Access



Source: ACS Public Use Microdata Sample (PUMS), U.S. Census Bureau, 2021

A greater percentage of households in the UUWB receive SNAP benefits than in Oregon and the United States. While 17.4% of households are on SNAP in the UUWB, Oregon has 16% and the US, 12.3%.

Figure 31: SNAP Benefit



Source: ACS Public Use Microdata Sample (PUMS), U.S. Census Bureau, 2021

Employment, Earnings, and Establishment Trends
A location quotient (LQ) is a ratio that compares the concentration of a specific industry's employment in a particular area to the national level. It provides a metric for evaluating the prevalence of jobs in a region for a given industry, relative to the same industry across the entire United States (1.0).

Oregon has a very high concentration of businesses in the agriculture, forestry, and fishing sectors. Retail, and accommodation and food services industry concentrations are also higher than the U.S. average.

Table 10: Oregon Employment by Industry

Sector	2010 Jobs	2021 Jobs	%Change	2021 LQ
Agriculture/Forestry/Fishing	40,887	52,044	27.3%	2.31
Mining, Quarrying, and Oil and Gas Extraction	1,762	1,896	7.6%	0.20
Utilities	4,440	4,869	9.7%	0.89
Construction	67,856	112,132	65.2%	0.88
Manufacturing	163,710	182,884	11.7%	1.04
Wholesale Trade	72,726	74,917	3.0%	1.04
Retail Trade	182,072	207,577	14.0%	1.19
Transportation/Warehousing	44,695	70,569	57.9%	0.89
Information	31,916	37,060	16.1%	0.89
Finance/Insurance	55,388	56,360	1.8%	0.78
Real Estate/Rental/Leasing	24,074	28,331	17.7%	1.05
Professional/Scientific/Tech	69,546	103,377	48.6%	0.96
Management of Companies and Enterprises	34,084	50,911	49.4%	1.00
Admin/Support/Waste Management	81,687	99,380	21.7%	0.87
Educational Services	27,421	29,223	6.6%	0.89
Health Care/Social Assistance	196,112	271,520	38.5%	1.03
Arts/Entertainment/Recreation	21,786	19,939	(8.5%)	0.94
Accommodation/Food Services	135,221	146,048	8.0%	1.09
Other Services (Excluding Public)	59,998	61,878	3.1%	0.89
Grand Total	**1.3M**	**1.6M**	**23.1%**	**-**

Source: Census QWI Explorer, 2022

Union County follows Oregon in industry concentrations. Agriculture, forestry, fishing and hunting shows an astonishing LQ of 3.0, three times the national average. Like Oregon, it has a slightly high LQ in retail. Healthcare also has a slightly higher industry concentration in Union County. However, the high concentration in the agriculture, forestry, fishing and hunting industry has come at the expense of other sectors, as many industry concentrations are well below the U.S. average.

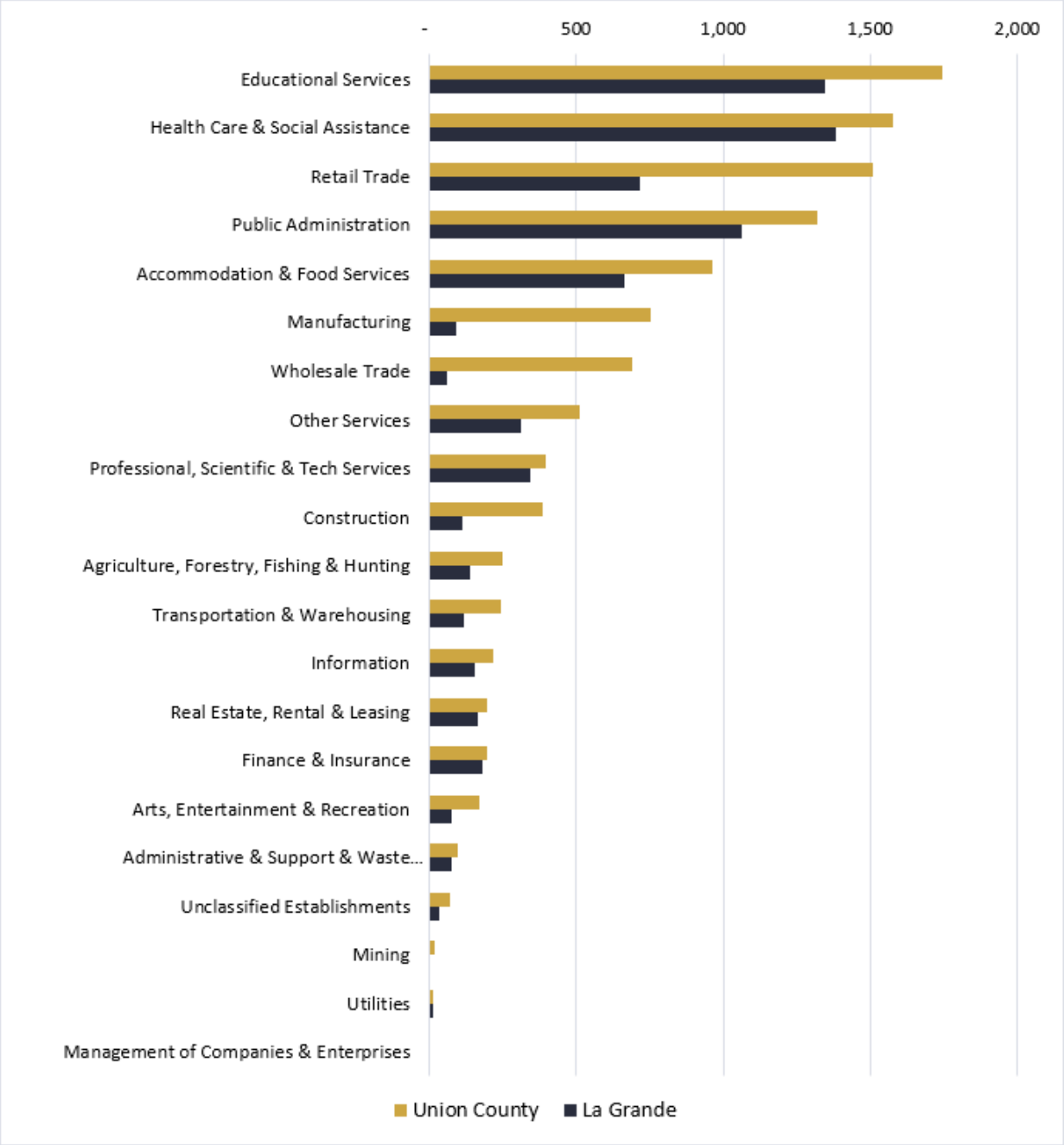
Table 11: Union County Average Employment by Industry

Sector	2010 Jobs	2021 Jobs	% Change	2021 LQ
Transportation and Warehousing	188	276	46.8%	1.0
Professional, Scientific, and Technical Services	209	298	42.6%	0.3
Management of Companies and Enterprises	33	45	36.4%	0.0
Construction	461	589	27.8%	0.5
Agriculture, Forestry, Fishing and Hunting	290	350	20.7%	3.0
Real Estate and Rental and Leasing	69	80	15.9%	1.4
Wholesale Trade	218	248	13.8%	1.0
Health Care and Social Assistance	1457	1633	12.1%	1.6
Administrative and Support and Waste Management and Remediation Services	186	207	11.3%	0.8
Manufacturing	1187	1314	10.7%	1.0
Accommodation and Food Services	816	875	7.2%	0.8
Retail Trade	1248	1333	6.8%	1.2
Arts, Entertainment, and Recreation	51	50	(2.0%)	1.0
Finance and Insurance	220	210	(4.5%)	0.7
Other Services (except Public Administration)	307	287	(6.5%)	1.1
Educational Services	33	29	(12.1%)	0.8
Information	230	86	(62.6%)	0.5
Total	**7,203**	**7,910**	**9.8%**	**--**

Source: U.S. Census Bureau, QWI Explorer

Unsurprisingly, with Eastern Oregon University's campus located in La Grande, the educational services industry dominates employment in La Grande and Union County. Essential services like healthcare, retail, and hospitality and food services also show high employment numbers. However, Union County overall has much larger employment in retail than La Grande, employing approximately twice as many workers. Aside from essential services, public administration has high employment in both areas. The next tier of employment diverges between Union County and La Grande. While Union County has high numbers of manufacturing and wholesale trade workers, La Grande has many workers in the professional, scientific and tech services, and other services industries.

Figure 32: Overall Employment by Industry in La Grande and Union County



Source: Esri Business Analyst, 2022

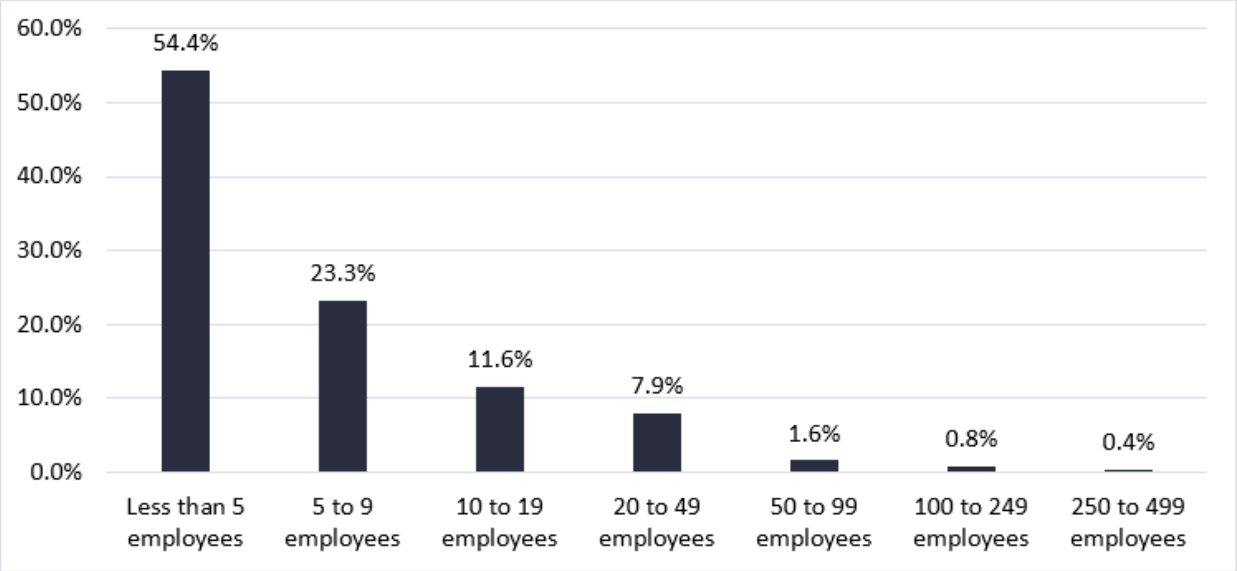
Table 12: Total Establishments by Industry in Union County, 2021

Industry Title	Establishments
Agriculture, Forestry, Fishing, Hunting	77
Utilities	4
Construction	114
Manufacturing	32
Wholesale Trade	31
Retail Trade	96
Information	19
Finance and Insurance	37
Real Estate and Rental and Leasing	21
Professional, Scientific and Technical Services	58
Management of Companies and Enterprises	4
Administrative, Support and Waste Management	37
Health Care and Social Assistance	207
Accommodation and Food Service	77
Other Services	91
All Industries	**1,034**

Source: US Bureau of Labor Statistics, Quarterly Census of Employment and Wages

Union County's business landscape is mostly comprised of small businesses with fewer than five employees. In fact, the percentage of businesses inversely scales with the size of the business. All told, 78% of businesses in Union County employ fewer than ten employees.

Figure 33: Establishments by Number of Employees in Union County, 2020



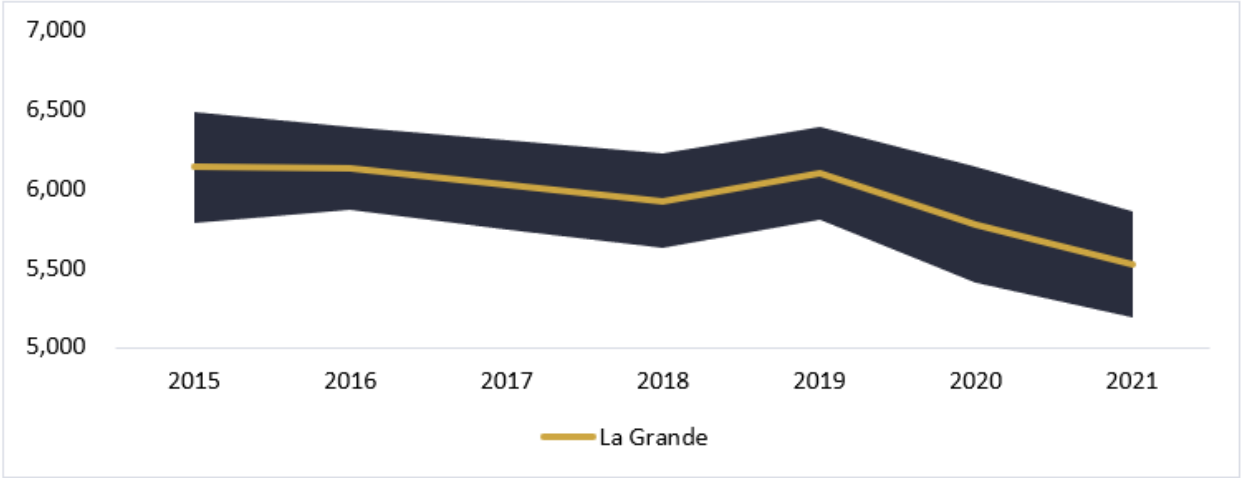
Source: U.S. Census Bureau, County Business Patterns, 2020

Employment & Income in La Grande

The following series of charts show the trends in employment and income in La Grande since 2015. The black bands surrounding the gold trendline represent the margin of error for each annual data point. 2019 saw a rise in employment in both La Grande and Union County. While the pandemic caused a drop in total employment in both areas, Union County as a whole recovered more quickly than La Grande, returning to its pre-pandemic trajectory in 2021. La Grande's total employment has decreased 10% since 2015, a decrease of about 600 jobs in six years. Conversely, Island City has had an increase of 1.5% in total employment over the same period.[17] The overall pattern seems to consistently suggest that La Grande's employment is decreasing and Union County's is increasing.

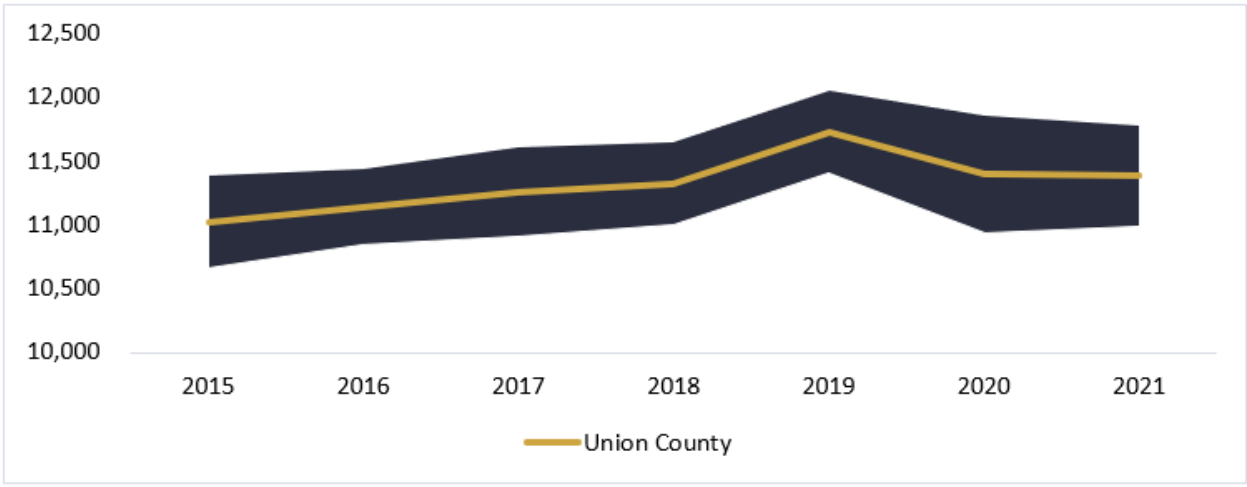
[17] U.S. Census Bureau, American Community Survey, Table DP03

Figure 34: Total Employment in La Grande, 2015-2021



Source: U.S. Census Bureau, 2022

Figure 35: Total Employment in Union County, 2015-2021



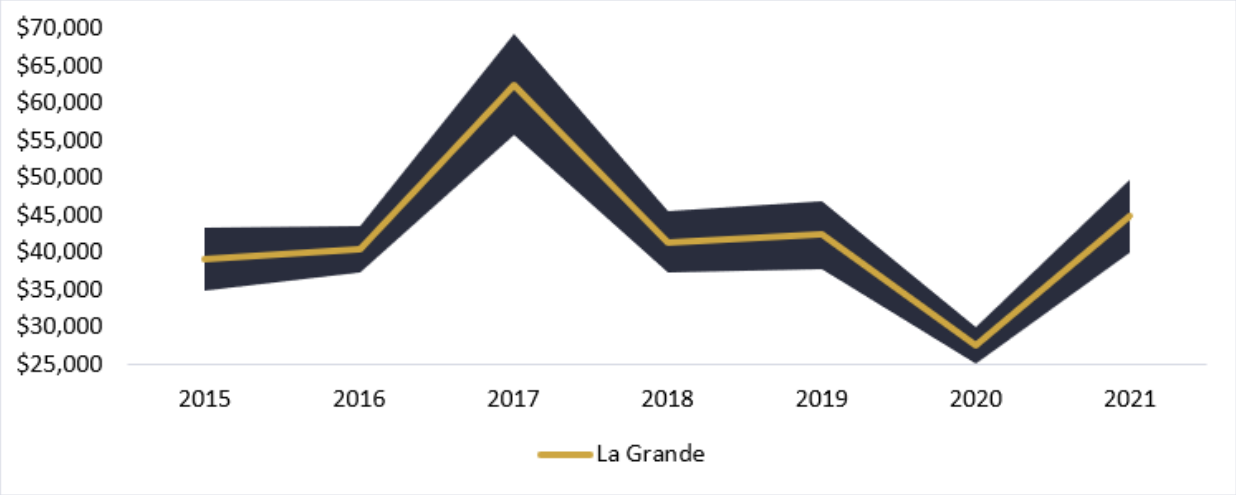
Source: U.S. Census Bureau, 2022

Median household income (MHI) in La Grande and Union County has followed a similar trajectory in the period between 2015 and 2021. The drivers behind some of the income increase in La Grande may be the services sector and jobs in the information industry. These two sectors experienced increases to their average quarterly earnings of over 50% in the period from 2015 to 2021.[18] However, Union County has, on average, an MHI that is $5,870 higher than La Grande's MHI, with the MHI in Island

[18] PC Calculation based on Esri Business Analyst data (2021), and U.S. Census Bureau QWI (2021).

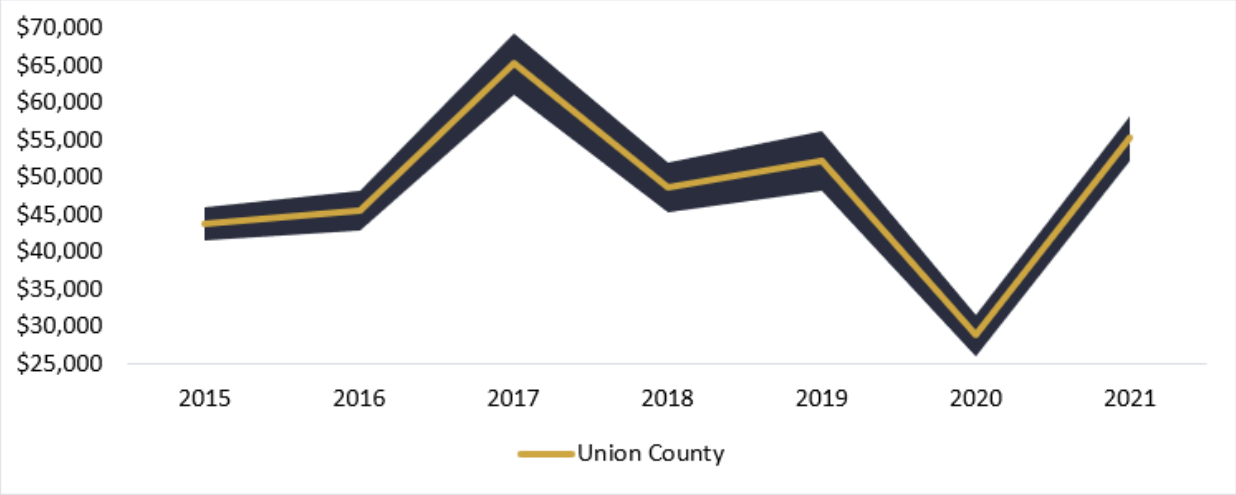
City being close to $13K higher.[19] While MHI in both areas has varied considerably in the past six years, both La Grande and Union County had a higher MHI in 2021 than in 2015

Figure 36: Median Household Income in La Grande, 2015-2021



Source: U.S. Census Bureau, 2022

Figure 37: Median Household Income in Union County, 2015-2021



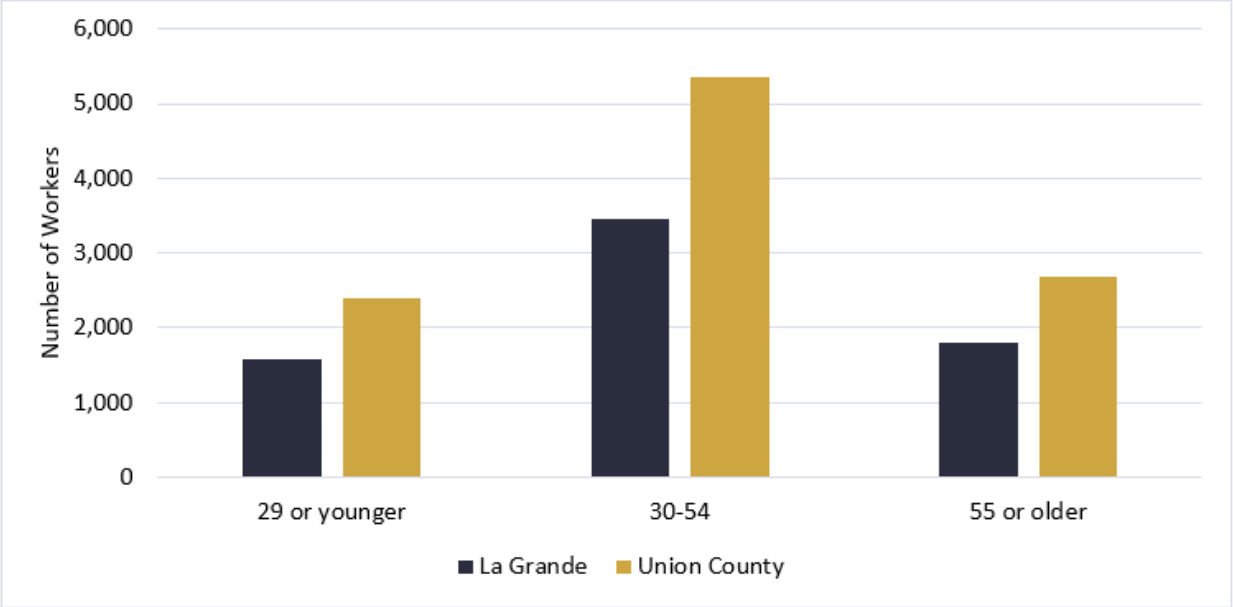
Source: U.S. Census Bureau, 2022

The distribution of workers in each age group is roughly the same in Union County and La Grande. Where the real difference emerges is in the wages earned. There are proportionally more workers in the higher earnings range in Union County than there are in La Grande. While 40% of workers in Union County make more than $3,333 a month, that group is 36% percent of the workforce in La Grande. This

[19] U.S. Census Bureau, Ibid.

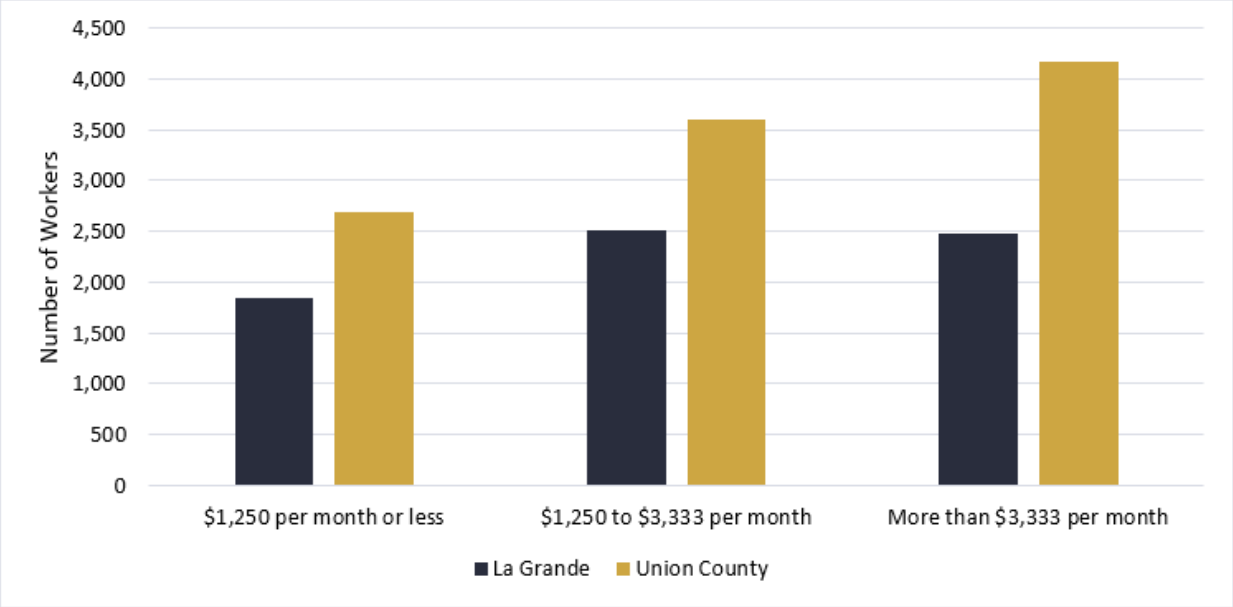
also translates to a higher percentage of middle and lower-wage workers in La Grande than in Union County. While 4% is not a large gap, it is interesting to note that the highest wages in Union County are not being earned in La Grande, the county seat. Educational attainment is essentially the same between La Grande and Union County.

Figure 38: Jobs by Worker Age and Location, 2019



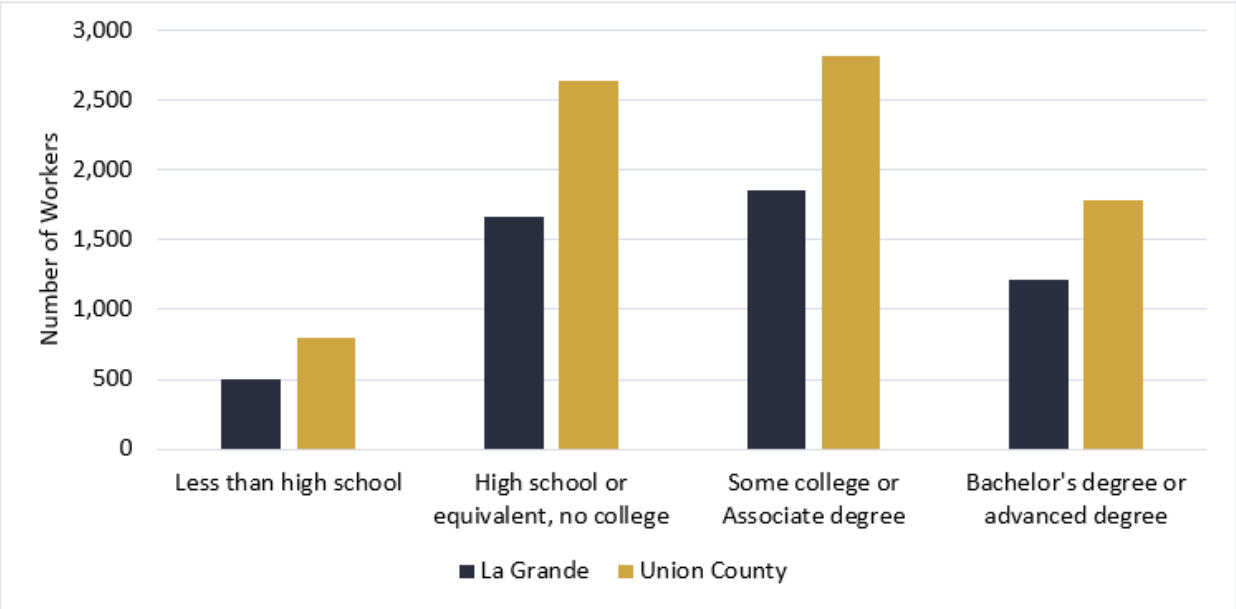
Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

Figure 39: Jobs by Earnings and Location, 2019



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

Figure 40: Jobs by Worker Educational Attainment & Location, 2019



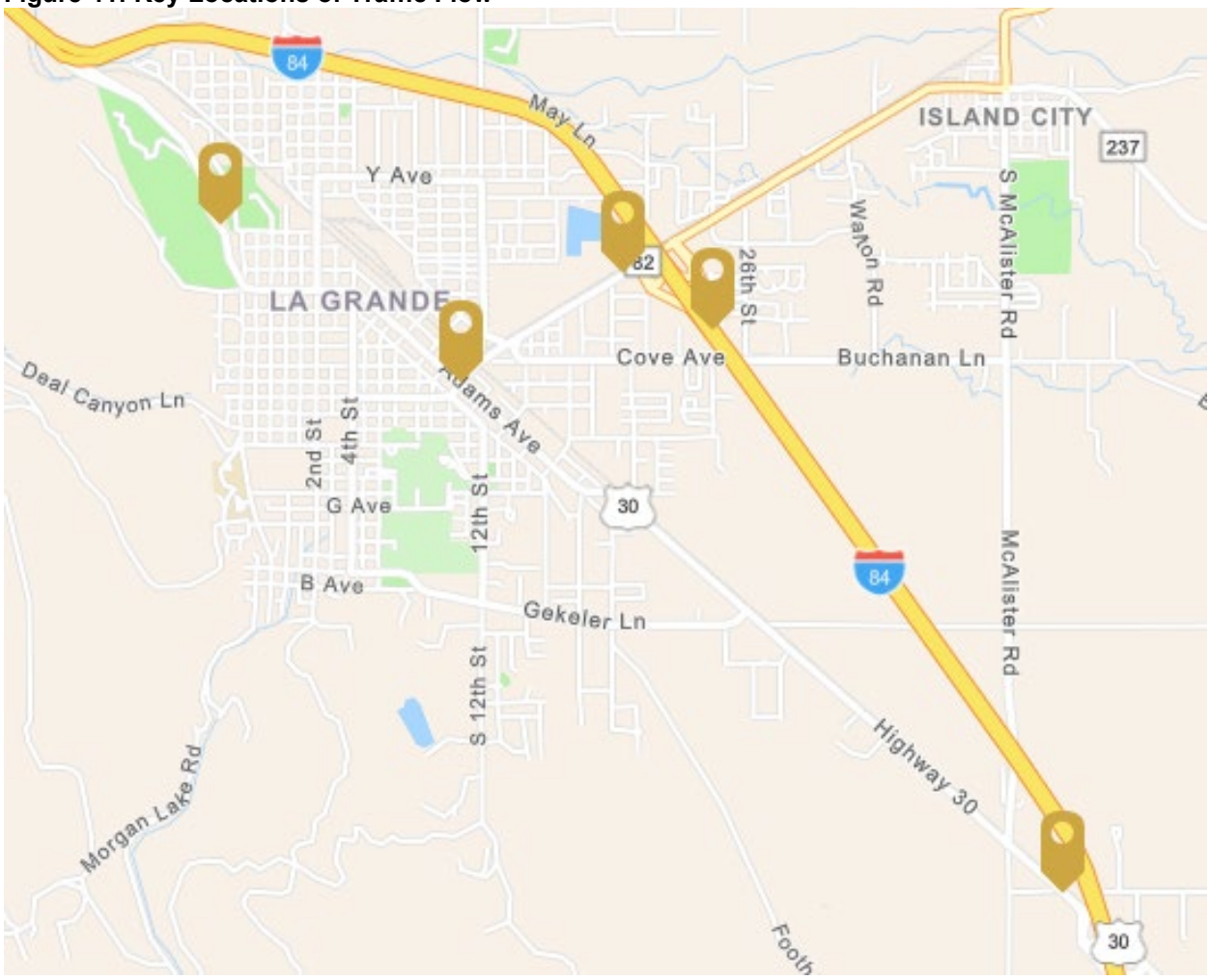
Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2019).

Commuter & Transportation Data

La Grande is a transportation hub with an interstate, several major highways, and railroad lines going through the city. This is an important consideration as goods need to move in and out on those routes. Traffic flows can show the levels of activity on commercial corridors and how those levels change over time. Unfortunately, railroad transportation data are not available for the lines that go through La Grande. However, the Oregon Traffic Monitoring System does provide data on traffic through the city.

The consulting team identified five key areas of interest in and around La Grande for consideration of traffic flow, as shown in Figure 41.

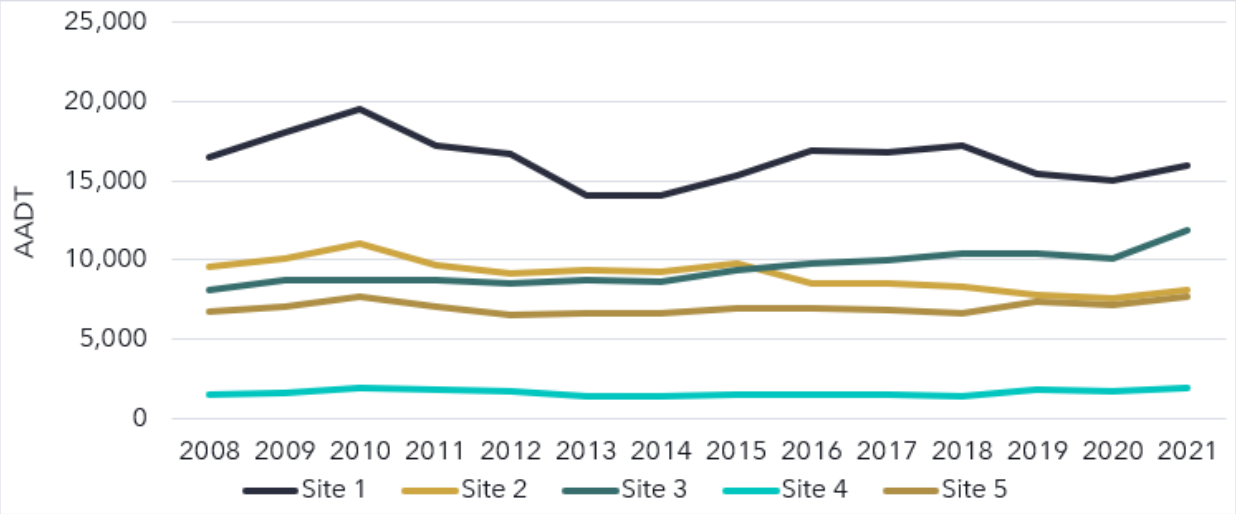
Figure 41: Key Locations of Traffic Flow



Source: Points Consulting using ESRI Business Analyst and Oregon Traffic Monitoring System, 2022

Figure 42 shows annual average daily traffic (AADT) in the key locations from 2008 to 2021. Site 1, roughly halfway between the city centers of La Grande and Island City, consistently has the most daily traffic over time. However, in the past five years, Site 2 downtown has decreased in traffic, while site 3 along I-84 has increased. Sites 4 and 5 have maintained a low, steady flow of traffic over the years.

Figure 42: AADT Over Time, Key Locations



Source: Oregon Traffic Monitoring System, 2022

About half the people who work in La Grande live in La Grande or Island City. The same can be said for people who live in La Grande, about half work in town or in Island City. Most people who live in La Grande and out-commute for work are commuting to the nearest neighboring cities of notable size: Baker, Hermiston, and Enterprise. However, a few are working in Portland, perhaps remotely. Workers who commute into La Grande are all living in neighboring areas, with the notable exception of Bend, again, likely remote workers.

Table 13: Where Workers Live Who are Employed in La Grande

City/Place	Count	Share
La Grande, OR	1,964	43.8%
Island City, OR	183	4.1%
Union city, OR	153	3.4%
Pendleton, OR	125	2.8%
Baker City, OR	114	2.5%
Elgin, OR	105	2.3%
Cove, OR	52	1.2%
Hermiston, OR	46	1.0%
North Powder, OR	32	0.7%
Bend, OR	28	0.6%
All Other Locations	1,681	37.5%

Source: U.S. Census Bureau, On-the-Map, 2020

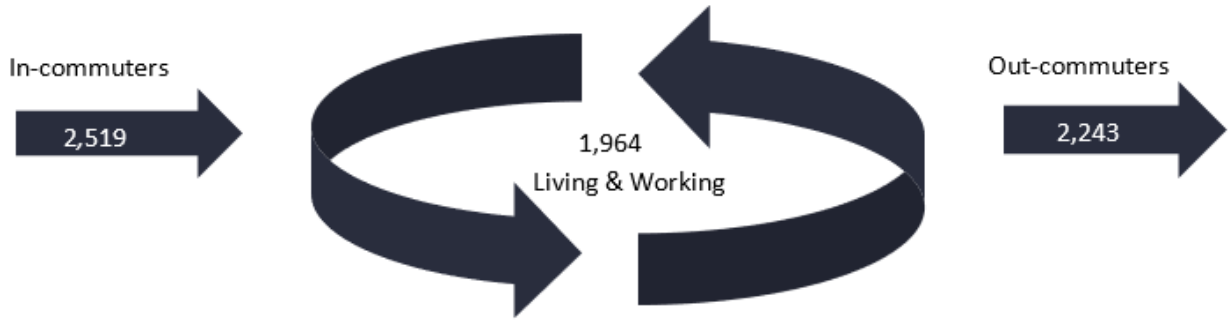
Table 14: Where Workers are Employed who Live in La Grande

City/Place	Count	Share
La Grande, OR	1,964	46.7%
Island City, OR	196	4.7%
Baker City, OR	102	2.4%
Pendleton, OR	99	2.4%
Portland, OR	98	2.3%
Hermiston, OR	64	1.5%
Enterprise, OR	44	1.0%
Ontario, OR	32	0.8%
Salem, OR	31	0.7%
Richland, WA	30	0.7%
All Other Locations	1,547	36.8%

Source: U.S. Census Bureau, On-the-Map, 2020

All told, there are about 2,000 workers living and working in La Grande, with 2,500 commuting in, and 2,200 commuting out of La Grande.

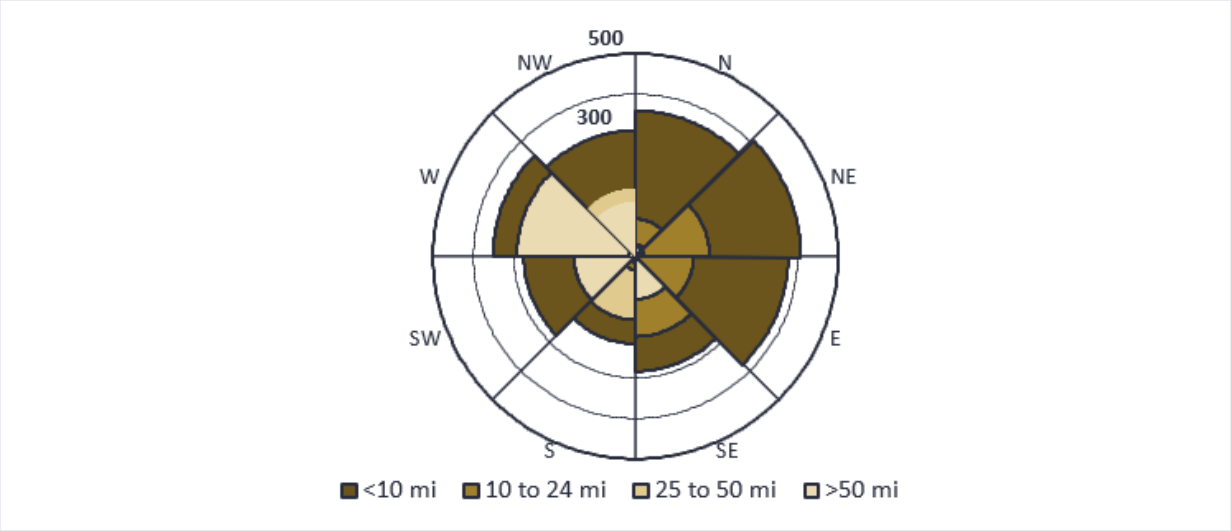
Figure 43: Commuter Inflow and Outflow from La Grande



Source: U.S. Census Bureau, On-the-Map, 2020

As noted previously, Figure 44 shows that those who are commuting out of La Grande for work are commuting to the North and East, primarily.

Figure 44: Distance and Direction of Commute for Workers in La Grande



Source: U.S. Census Bureau, On-the-Map, 2020

4. Employment Forecast & Future Land Use Needs

Determining employment land requirements by community depends on first determining the number of jobs that exist in each community. Unlike some other forms of employment statistics, this employment forecast considers jobs by "place of work" rather than by "place of residence." In other words, the actual number of employed persons 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 (rather than out-commute) is one of the probable and desirable outcomes from economic development.

The consulting team followed DLCD guidance related to Goal 9 employment forecasting for La Grande, which includes the option for a "safe harbor" forecast method and a custom forecast option. The safe harbor method involves extrapolating the Employment Department's 10-year regional forecast for the Eastern Six counties (Baker, Grant, Harney, Malheur, Union, and Wallowa Counties) and applying it to La Grande. On the other hand, our custom forecast method relies on changes to employment over the past 30-years and shifts in the population-to-employment ratio within each community.

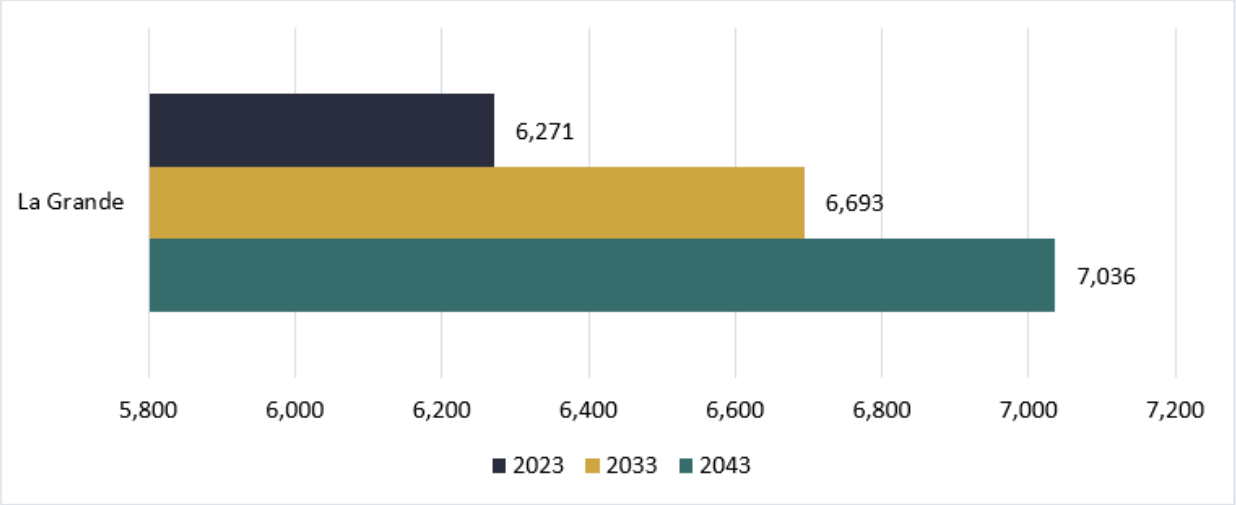
Despite some differences in approach, both methods yielded similar job forecasts for 2033. However, when projecting over the next 20 years, the safe harbor method predicts an increase of 765 jobs, while our custom forecast results in a gain of 472 jobs. Notably, PSU's June 2023 population forecasts for Union County indicated a swifter growth rate for the City of La Grande within the projection period, contributing to the higher numbers in the safe harbor forecast for 2043. Consequently, the variance between these two projections provides us with a low-end and high-end estimate for the growth potential in La Grande. The charts and tables below primarily show the data from the safe harbor projection.

Employment Forecast

Tables 15-16 and Figures 45-46 illustrate the overall job growth rate, as well as the change in employment over time by industry. The forecasts carried out using the state's safe harbor method show a steady increase in employment over the next 20 years for the City of La Grande. Projections show a 6.7% increase over the next ten years for total non-farm employment, and a 12.2% increase over the next twenty years, for a total gain of 765 jobs.

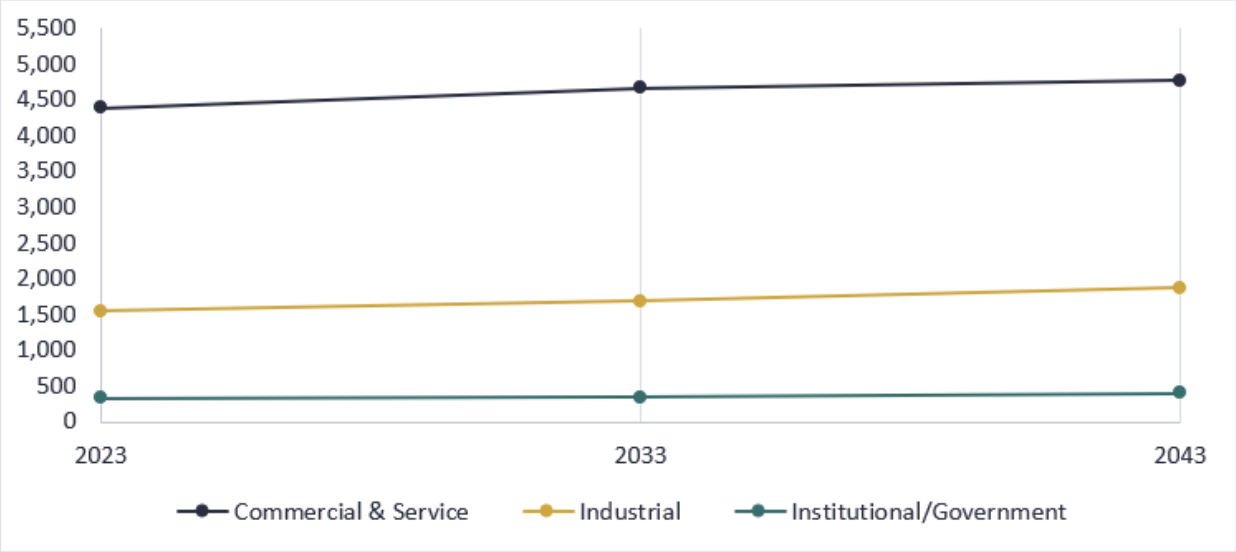
The industry that projections show is going to grow the most in terms of raw numbers over the next 20 years is the services sector, however wholesale trade will experience the largest percentage increase, with a gain of 73.5%. Services are industries that render services rather than products (such as insurance, auto repair, etc.). Wholesale trade includes businesses that hold goods in warehouses that are ultimately shipped to consumers or retail outlets. On the other end of the scale, the finance and insurance, and real estate sectors will add the smallest number of total jobs until 2043 — even slightly decreasing in 2033 — and the services industry will have the lowest percentage growth rate, with an increase of 7.4%.

Figure 45: Total Non-Farm Employment Forecast for the City of La Grande



Source: Points Consulting using State of Oregon Employment Department, and PSU, 2023

Figure 46: La Grande Employment Forecast by Category, 2023-2043



Source: Points Consulting using State of Oregon Employment Department, and PSU, 2023

Table 15: Numerical Change in Employment Comparison Between Safe Harbor and 10-year Forecast, 2023-2033

	Safe Harbor Forecast Method		Points Consulting Forecast Method	
Category	10-yr change	20-yr change	10-yr change	20-yr change
Construction & Mining	58	64	35	39
Mfg.	47	66	41	42
Transport., Com. & Utilities	28	128	68	79
Wholesale Trade	4	64	34	39
Retail Trade	31	64	33	40
Finance, Insurance, Real Estate (FIRE)	(5)	63	33	39
Services	250	253	146	156
Industrial Subtotal	*136*	*321*	*178*	*199*
Commercial & Service Subtotal	*276*	*381*	*211*	*234*
Government	*11*	*63*	*33*	*39*
Grand Total	**423**	**765**	**422**	**472**

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

Table 16: 20-Year Safe Harbor Forecast for La Grande

Category	Current Employment (2023)	Expected Employment (2033)	Percent Growth (10-Years)	Expected Employment (2043)	Percent Growth (20-Years)
Construction & Mining	329	387	17.5%	393	19.3%
Manufacturing	755	802	6.2%	821	8.8%
Transportation, Com. & Utilities	378	405	7.3%	505	33.8%
Wholesale Trade	87	90	4.2%	150	73.5%
Retail Trade	736	767	4.2%	800	8.7%
Finance, Insurance, Real Estate (FIRE)	206	201	(2.3%)	269	30.9%
Services	3,445	3,695	7.3%	3,699	7.4%
Industrial Subtotal	*1,549*	*1,684*	*8.8%*	*1,870*	*20.7%*
Commercial & Service Subtotal	*4,387*	*4,662*	*6.3%*	*4,768*	*8.7%*
Government	*335*	*347*	*3.3%*	*399*	*18.9%*
Grand Total	6,271	6,693	6.7%	**7,036**	12.2%

Source: Points Consulting using State of Oregon Employment Department, and PSU, 2023

Employment Lands Forecast

Job growth is the primary driver of land demand. Therefore, given the positive jobs outlook for the City of La Grande, we project an increase in the demand for land for both industrial and commercial purposes. Based on current observed statistics and published metrics in other eastern Oregon Goal 9 studies, 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.

Each estimate of land demand shown in Table 17 was adjusted based on existing supply, the employment forecast, and a real estate absorption factor that is 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 redeveloped parcels once they are developed, based on values observed in other approved DLCD reports.

Table 17: 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

Future Land Use Conclusions

There is more to the consideration of land demand than strictly the gross acreage of employment lands. As noted in Chapter 2, the majority of redevelopable and vacant lands are very small. The three industrial lots over 20-acres in size are effectively unusable in the short-term due to land-ownership issues. These 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. [20] Though there are 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.

As summarized in the Land Availability Limitations section later in Chapter 5, the number of lost economic development opportunities for the City in the past ten years is further empirical evidence that the City is *already* constrained, even prior to accounting for the next twenty-years of job growth. Based on common needs for industrial-type businesses, the consulting team recommends adding an additional 90-acres of industrial land to the City's inventory. On the commercial side, in-fill opportunities are still present in certain locations, but to provide space for certain types of businesses that have already inquired into La Grande and landed elsewhere, more capacity is required on this front also. PC recommends an additional 25-acres. This would provide available space for larger scale commercial businesses such as big-box stores, truck-stops, and chain hotels. Adding this capacity as soon as possible would allow La Grande to "catch up" to an equilibrium point with existing demand.

Including both the catch-up quantities and the forecasted growth we anticipate the demand for industrial commercial lands by 2043 to be: +121 acres of industrial land (or a 20% increase in industrial lands above existing inventory), and +63 acres of commercial land (a 14% increase).

Parcel Sizes and Zoning Districts

For planning purposes, it is helpful for the City to understand how the recommended commercial and industrial acreage should be split by zoning district and parcel sizes. The challenge with this task is lining up land use parameters by district with industry sector employment data. Permissible business activities by zoning district provide some guidance but they do not align perfectly with standard NAICS-

[20] Per La Grand's Land Development Code, Article 3.11, https://www.cityoflagrande.org/planning-division/documents-and-reports/pages/land-development-code.

code based industries. For example, general industrial manufacturing is permitted by-right in both the I-1 and I-2 districts, with suitability determinations left at the discretion of the Planning Commission.[21] Hence, where PC's employment forecast in Table 16 provides statistics for activities such as Manufacturing, such businesses could locate either in the I-1 or I-2 districts. Additionally, La Grande's land use zones are not highly discriminating on minimum lot sizes by district.[22]

Therefore, the best determination of future land use requirements is to be found be found in examining density patterns for existing lots, along with typical land intensity patterns for recent business expansions and relocations in Eastern Oregon. These factors indicate that business park and light industrial businesses (those suitable for I-1) tend to require smaller lots, 2-5 acres, whereas heavy industrial businesses (those suitable for I-2) tend to require lots of 20+ acres. Commercial usage is a bit more straight-forward as businesses in the typical General Commercial district (GC) require roughly 0.6 acres per lot, and those in the Interchange Commercial (IC) average closer to 1.5 acres per lot.[23] To add one further wrinkle to this consideration, the City of La Grande is actively augmenting its zoning code to allow for maker-space activities in the downtown corridor between Jefferson St. and Washington St., which could result in a new zoning district or an overlay district within the existing GC district.

Table 18 extrapolates the following findings from these assumptions. The recommended 184 acres could result in between 48 and 88 additional lots. In the commercial category, the majority of land should go toward lots in the IC or other, as yet to be designated, low-intensity commercial district, resulting in between 38 and 22 additional lots. In the industrial category, I-2 is anticipated to capture the majority of new lands but, due to size requirements of 20-50 acres/lot, generates just one to three additional lots. Light-industrial could require between six and 11 new lots in the range of 4.5 to 7.5 acres.

[21] Ibid. See Section 2.2.011 and Section 2.2.012.
[22] Ibid. see Article 5.2 on minimum lot sizes.
[23] Based on land-use patterns from La Grande's existing developed lots that are appropriately suited for their underlying district.

Table 18: Required Lot Sizes for Additional Industrial & Commercial Lands

District Type	Acreage Range	Gross Acreage	High-End Lots	Low-End Lots	Business Examples
General Commercial (GC)	0.5 – 1	15.8	32	16	Finance, Real Estate, & Professional
Interchange Commercial (IC) or Other Low-Intensity Commercial	1.3 - 2.2	47.4	38	22	Chain Restaurants and Lodging, Strip Malls, and Maker Spaces
Light Industrial (I-1)	4.5 - 7.5	48.3	11	6	Product Assembly, Transportation, and Construction
Heavy Industrial (I-2)	20 – 50	66.4	3	1	Product Fabrication from Raw Materials
Business Park (BP)	1.5 - 2.5	6.0	4	2	Personal Services, Wholesaling, R&D Facilities, and Recreational Facilities
Grand Total	**--**	**183.9**	**88**	**48**	

5. Community Engagement Summary

The consulting team conducted a series of interviews with key stakeholders and community members on March 8, 2023. Interviewees included city employees, area realtors, and members of local business organizations. From these interviews, several key themes emerged.

Active and Growing Downtown

According to participants, La Grand's downtown is productive and growing. One interviewee said that she knows of multiple businesses that want to move downtown and are looking for space. Furthermore, multiple historic buildings have been renovated and put to new use in recent years. This is, in part, because downtown revitalization had been a big priority for La Grande's urban renewal goals. Downtown also hosts multiple events throughout the year.

Although there are not many vacancies downtown, participants state that they would like to see more retail, entertainment and activities, and restaurant space downtown. Specifically, one participant said that there's a need for a "third space" for people to go that is not work or home. Another participant suggested that might be achieved if some of the professional services (insurance, real estate, service industries) would move out of the downtown area to create more available real estate.

Transportation, Manufacturing, Distribution, and Technology

Given La Grande's proximity to multiple transportation corridors (I-84, the railroad, and the local airport), several interviewees suggested that the city is primed to take advantage of its strong logistical location. One participant suggested a shipping hub. Others suggested more generally that larger distribution and manufacturing businesses would be an all-around good fit for La Grande. On the flip side, several participants said they would like to see growth in the tech sector, an area

in which La Grande has not seen much development up to this point. Overall, shortages of industrial space came up frequently in the team's interviews.

Labor Shortages
Labor shortages in La Grande were also discussed in multiple interviews. A variety of reasons were offered up for the shortages: lack of daycare, lack of housing, and an overall lack of qualified workers. One participant suggested a trade school might help funnel more young people into the workforce. Another participant said that, although Eastern Oregon University is creating qualified workers, the students don't stay in town after they graduate. Someone else said that they know of businesses that would expand if they could, but they don't have the workers to do so.

Lack of Suitable Lodging
Although there are hotels in La Grande, interviewees indicated a gap in the market for mid to high-end lodging. Current hotel stock in the area is aging and deteriorating. Upper-level family and mid-level corporate travelers do not currently have good lodging options in the city. One participant said that out-of-town sports teams traveling for tournaments are often accommodated outside of La Grande, which is a significant lost opportunity for the area. Another participant mentioned that a hotel space with a convention area would be a nice addition to the city, especially given the sporting venues in the area. Someone also made the point that more hotels would relieve some of the pressure on the short-term rental market, which has grown significantly since Covid.

Missed Opportunity with Highway Traffic
Several people mentioned that La Grande could do more to pull traffic off the I-84 into the city. Given La Grande's hub-like position, traffic going and coming from destinations like Portland, Boise, Joseph, and Pendleton travels right by La Grande. One interviewee mentioned that simple changes like more inviting lighting on the exit ramp to La Grande would go a long way to making the city more appealing to passers-by. Others mentioned that better hotel accommodations and recognizable restaurants would likely draw more travelers into La Grande.

Housing
Several participants brought up the issue of housing. One interviewee stated that growth in the business sector must also include housing growth. Anecdotally, there seems to be a shortage of housing for higher-level professional workers, such as doctors or professors. An interviewee said that the hospital and university has had issues recruiting as the people who would otherwise take the job can't find suitable housing for them and their families. "The workforce challenge is downstream from the housing challenge."

Local Desire for More Restaurants/Retail
Interviewees indicated that, in their opinion, La Grande locals would like to see more national franchise family restaurants and retail stores in their city. Participants mentioned that franchise restaurants such as Applebee's or TGI Fridays are located in neighboring cities and may do well in La Grande. Several people mentioned that locals want more retail and grocery options such as Costco, WinCo, Old Navy, Marshalls, and TJ Maxx. However, one participant indicated that although locals want those options, retail hasn't thrived in the past in La Grande due to overall low demand.

6. Economic Opportunities Assessment

Economic Development Opportunities

The economic opportunities of La Grande cannot be derived strictly from quantitative information such as past population and employment records. DLCD guidance permits and encourages assessment of each communities' assets, opportunities, and long-term community planning goals. As such, this section contains a brief treatment of each community's perception of its own employment lands situation along with real and prospective economic development opportunities.

Cottage Manufacturing

Manufacturing businesses in the United States are typically divided between boutique (or cottage) manufacturers and multi-national manufacturers. Among the latter, La Grande currently hosts wood products company, the Boise Cascade Corporation, and snack food manufacturer, Mondelez International. Beyond these, the City is headquarters for many cottage manufacturing businesses employing between 5 to 20 workers per establishment. These businesses are spread across a variety of subindustries such as outdoor products, cosmetics, and wood products. La Grande's location on I-84 just 170 miles from Boise and 260 miles from Portland places it directly in the middle of the supply chain of vendors and suppliers between each of these Pacific Northwest industrial centers. Though small scale currently, any of these businesses could hit a growth phase which would require both more employees and more industrial space.

La Grande Business & Technology Park

The La Grande Business & Technology Park sits within the city limits of La Grande, 1.5 miles away from exit #263 on I-84. The Park holds 62.4 net acres of flat buildable land, 25 acres of which is certified as shovel ready. Lots range in size from one to over eight acres. Park utilities include improved streets, curbs and sidewalks, electrical service, telecommunications/fiber, accessible natural gas, and municipal water and wastewater.[24]

Healthcare Facilities and Treatment

Grande Ronde Hospital is located in La Grande. The hospital system has a twenty-five bed critical access hospital and thirteen outpatient clinics. The hospital employs over 700 people and is in the process of expanding their facilities. The new facilities currently in construction will encompass almost 96,000 square feet of space.[25]

Eastern Oregon University

Eastern Oregon University (EOU) is a public university, established in 1929. According to the university's 2021 evaluation, the university is Union County's third largest employer, with 509 employees. The university pays on average $43,357 per year. In the fall of 2021, 2,825 students were enrolled in EOU. Enrollment has declined overall 33.3% in the past decade.[26]

La Grande Urban Renewal Agency and TIF District

La Grande's Urban Renewal Agency Plan was adopted in 1999 with six goals: revitalize downtown, create high quality family wage jobs, retail development, housing, transportation, and community

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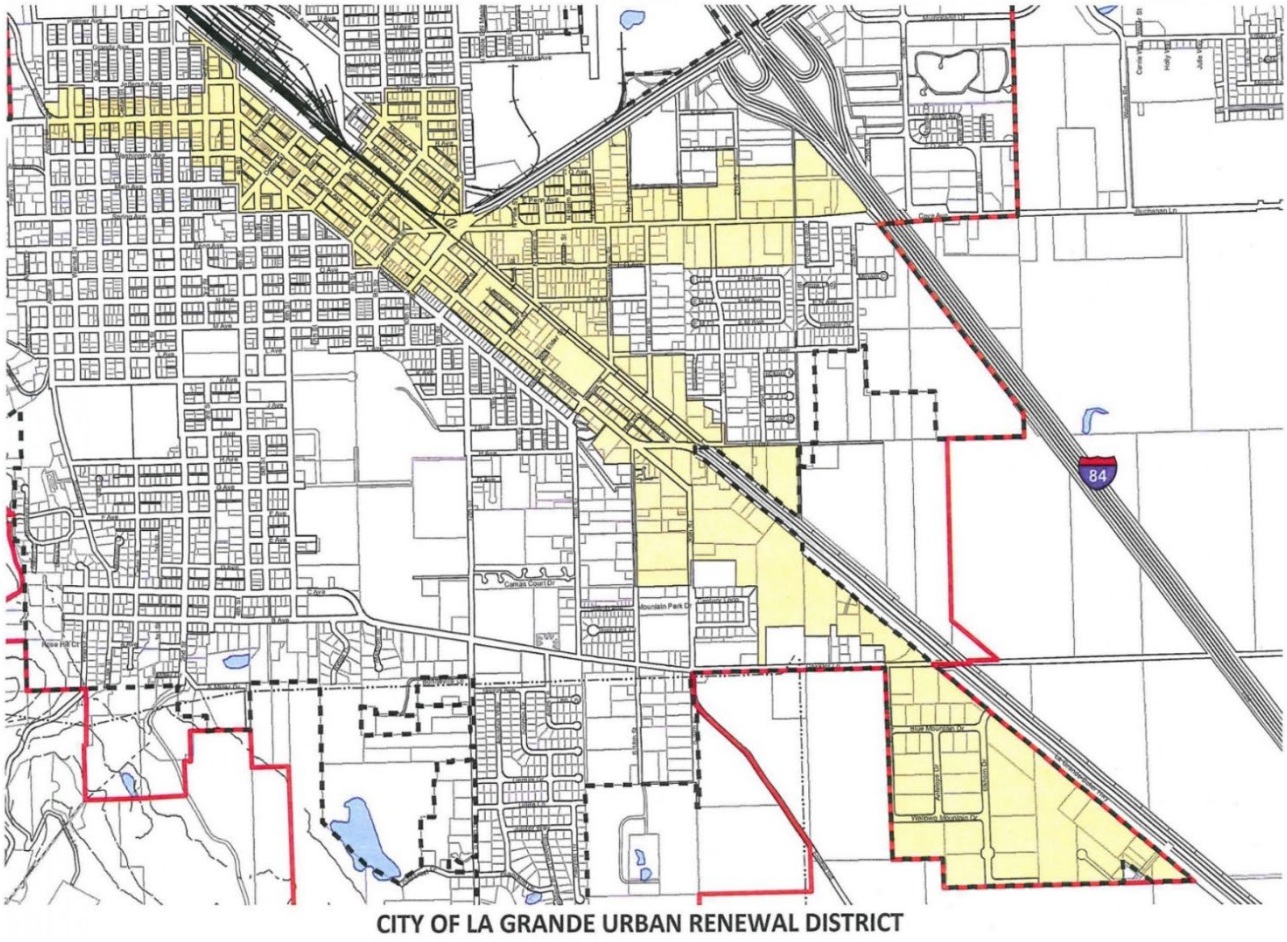
[24] City of La Grande website, https://www.cityoflagrande.org/economic-development-division/pages/la-grande-business-park, accessed July 2023.
[25] Grande Ronde Hospital and Clinics website, https://www.grh.org/about-us/, accessed August 2023.
[26] Summary Points, Eastern Oregon University Evaluation, February 2022, https://www.oregon.gov/highered/research/Documents/Reports/2021-University-Evaluation-EOU.pdf.

facilities. As of 2018, the Urban Renewal Agency (URA) has three established funding programs for projects within the urban renewal district, pictured in Figure 47. The Downtown Building Façade Grant Program provides grants between $500 to $7,500, with the goal of assisting owners of historic downtown buildings with minor exterior renovations. The Call for Project Grants Program was established to assist property owners with larger reinvestments of new construction projects. These grants range from $5,000 to $75,000 and can be used for any capital construction activity inside the district. In 2023, the program allocated a $350,000 budget and nine projects were submitted for consideration.[27] Finally, the Traded Sector Business Attraction Program (La Grande Business and Technology Park) provides cash incentives for commercial and industrial projects, with a primary focus on the La Grande Business and Technology Park. The program awards grants up to $200,000, with a minimum project cost of $500,000.[28]

In conjunction with the URA, La Grande has a tax increment financing (TIF) district. The TIF district allows La Grande to capture the future anticipated increase in tax revenues that is generated by a project in order to invest in current urban renewal.

[27] "Urban Renewal Agency, Urban Renewal Advisory Commission to allocate $350,000 in project funding", Isabella Crowley, The La Grande Observer, https://www.lagrandeobserver.com/news/local/urban-renewal-agency-urban-renewal-advisory-commission-to-allocate-350-000-in-project-funding/article_6d1d65c2-186d-11ee-9e71-d76569643800.html, accessed August, 2023.
[28] City of La Grande website, https://www.lagrandeed.com/about/city-of-la-grande-urban-renewal-agency/p/item/13587/urban-renewal-funding-opportunities-policy, accessed August, 2023.

Figure 47: City of La Grande Urban Renewal District



Recreational Assets

La Grande is in an area of outstanding natural resources. Surrounded by mountains, rivers, and National Forests, La Grande is a destination for many seeking outdoor recreation. These assets not only create an economic impact due to tourist traffic but serve as a magnet for a workforce that is looking for a high quality of life with exceptional recreational opportunities. Some of the most notable recreational opportunities in the area include:

- Morgan Lake
- Mt Emily Recreation Area
- Ladd Marsh Wildlife Area
- Grande Ronde River
- The Grande Tour Scenic Bikeway
- Hells Canyon Scenic Byway
- The Grande Tour Route
- Umatilla National Forest
- Wallowa-Whitman National Forest

- Fox Hill Campground
- Hot Lake Springs
- The Blue Mountains

Land Availability Limitations
Information from the City of La Grande Economic Development office indicates that a lack of appropriately sized lots that owners are willing to part with has been an issue in closing economic development deals over the past several years. In any industry involving sales, it is important to study such "lost leads" as it can help explain what factors lead to the prospect not accepting the deal. In this case, it can help the City of La Grande understand what prevented an otherwise feasible business expansion or relation.

Several examples can be cited as evidence that existing lands in the UGB are not suitable for the needs of prospective businesses. In summer 2023, the City of La Grande failed to secure a prospective outdoor equipment manufacturing company that was looking for 100-acres of industrially zoned land. Though these lands are technically available within the La Grande UGB, existing private landowners were not willing to sell their land at that time. Earlier in 2023, a package distribution center was also forced to look elsewhere when company representatives were unable to find a willing seller in proximity to the Business Park and airport.[29]

Parcels that are owned by the City or the URA have drawn some interest from buyers but there are only four remaining vacant parcels, which are each roughly an acre in size. Among private landowners, there are several unaffiliated private owners who have shown an unwillingness to sell the land when offered a market rate price. To cite several prominent examples:

- One 40+ acre parcel in the vicinity of the airport is a registered Oregon Century Farm. Part of this parcel is zoned industrial and part agricultural. Though Century Farm's status with the Oregon Farm Bureau Foundation[30] puts no legal limitations on land-use, it does project a desire for the owners to maintain the land in line with historic agricultural usage.

- Much of the land zoned as "Business Park" along Gekeler and HWY-30 is owned by a privately-owned by a single private-sector company.

Lost industrial opportunities are the easiest to identify because there is such a drastic gulf between supply and demand, the issue has also affected commercial opportunities as well. La Grande's growth and economic diversity has drawn attention from a variety of business investors in fields as diverse as commercial offices, grocery stores, breweries, and hotels. In most cases, these investors are looking for greenfield between 18-60 acres that can be built to the owners' specifications. The lack of contiguous commercial parcels of these sizes has made these opportunities a non-starter.

Recommendations for Economic Development Enhancements
In the course of the project team's work, we observed certain opportunities that could be worth further investment to spur economic development over the next 20-years. The recommendations are not directed to any particular body, as the organization to take action depends on the location, the resources, and the interest in taking the next steps. These ideas are briefly summarized below:

[29] Memo from City of La Grande Economic Development Department, dated July 31, 2023
[30] Oregon Century Farm & Ranch Program: https://centuryfarm.oregonfb.org/

Challenging Parcels & Goal 14: The cluster of industrial parcels in the southeast corner of the City including both the business park and adjacent to the airport face significant limitations due to ownership issues. These conditions call for a deep dive of land use opportunities via the Goal 14 process, which the City of La Grande is already in the process of implementing. In particular, the Goal 14 process should include conversations with landowners in the area to the south of Island City and the east of La Grande (i.e., south of Cove Ave/Buchanan Lane), which could potentially be annexed by either city.[31] That said, the City of La Grande needs to approach these topics carefully in light of Ballot Measure 7 and the potential for takings disputes.

Strategic Investment within the Urban Renewal District: The consulting team's site visit and subsequent research indicate that there are numerous land-owners across the City who are making suboptimal use of their commercial and industrial properties. Though the City cannot force change on these property owners, investing in capital and community assets through the URA could help leverage market change in that direction. Investing in lands (whether owned by the city or private investors) in the small and medium sized lots (identified in Figures 6 and 7) within the UGA are among the best tools that the City has for upping the standard for commercial and industrial properties in the City. The BLI identifies numerous small parcels that are redevelopable or vacant along Adams Street and Jefferson Street. The economic development department could take a targeted approach to discuss URA funded upgrades to these properties.

City Acquiring More Real Estate Assets: As noted in the Economic Development Opportunities section of this study, the challenge for the City of La Grande is not strictly the number of employment lands available, as there are a fair number of small in-fill parcels available throughout town. A compounding challenge is that the City only owns 12 parcels that are considered redevelopable or vacant. None of these parcels are larger than 1.1 acres and overall compose just 3.9 acres.[32]

- The process of cities acquiring raw land for redevelopment is challenging in Oregon outside of brownfield situations. That said, there appears to be no prohibition against municipal agencies being long-term owners of commercial and industrial properties that can be leased out to businesses. In fact, this practice is quite common among Oregon's Ports, for example, as 15 of the 23 state sanctioned Ports lease land to private sector tenants.[33] This strategy could coincide well with La Grande's intentions of developing a maker-space corridor along Jefferson Street. Many early-stage businesses need flex-space but do not have the cash for a long-term lease or for purchasing a building. This could also be deployed in combination with a co-working space and/or business incubator model. If successful, such an establishment could also serve to spur further demand for industrial lands, as these businesses grow and expand. The starting point of this action would require finding suitable property that could be purchased, renovated, and managed by the City's economic development department.

- Oregon's HB 2734, passed in 2015, provides one possible avenue for the City of La Grande to acquire under or unused industrial lands for redevelopment. Specifically, the legislation deals

[31] Conversations would need to be conducted in accordance with Union County Zoning, Partition and Subdivision Ordinances, particularly article 18.00 associated with the La Grande and Island City UGA Overlay Zone: https://union-county.org/planning/
[32] Points Consulting based on BLI Analysis and Union County Tax Assessor data.
[33] Points Consulting county based on review of Port websites as of July 2023.

with brownfield properties with contamination issues. Though such properties may be limited or come with some expense, opportunities could arise particularly related to decommissioned gas stations and former industrial sites. The University of Oregon published a helpful white paper on this topic, *Lots of Opportunity: Using Oregon's Land Banking Legislation to Spur Brownfield Development,* that provides guidance related to strategies, funding, and local governance issues.[34] This process has been utilized in Clackamas County in 2019, published in the Business Plan for the Clackamas County Land Bank Authority.[35]

Private Sector Development Spurred by Market Forces: The seeming intractability of private landowners to either sell or develop parcels in strategic locations is an ongoing challenge for the City of La Grande. This is a common issue for communities outside of metropolitan areas. Properties can be more difficult to develop (or redevelop) because they are owned by people who are not accustomed to high-stakes real estate transactions. Furthermore, they are often tied up in estates or trusts with numerous decision makers who may have differing priorities. Though difficult in the short-run, so long as economic development is progressing in a positive direction, market forces do tend to soften landowners' perspectives in the long-run. The economic concept of first-movers' advantage helps describe these situations. An opportunity to provide a productive real estate asset map currently exists, but due to the relatively small pool of people in the market, it has yet to be exploited. One or two real estate developers will be the first to make a move but when other landowners see the feasibility and profitability of their projects, they often follow suit. As mentioned, this does not happen overnight and often may take a new generation of decision makers to take advantage of the opportunities. The investments and strategies in the aforementioned recommendations could be part of the catalyst for creating a more lucrative real estate market for such investors.

[34] Kelsey, Zlevor, *Lots of Opportunity: Using Oregon's Land Banking Legislation to Spur Brownfield Redevelopment*, (2016) https://scholarsbank.uoregon.edu/xmlui/handle/1794/19955.
[35] Clackamas County CCLBA Business Plan, https://www.clackamas.us/meetings/bcc/presentation/2019-04-09-2.

APPENDIX A: SUPPLEMENTARY DATA

Census Profile

The profile of La Grande put out by the US Census Bureau states that the city has an overall area of 4.61 square miles, 0.03 square miles of which is water. North of La Grande is Mount Emily, and northeast of La Grande is Island City, a city smaller than La Grande (2020 population being 1,144).

Table 19: La Grande Supplemental Data

	2000 Census	2010 Census	2020 Census
People	12,327	13,082	13,026
Households	5,124	5,395	5,378
Housing Units	5,483	5,794	5,843
Families	2,982	3,073	3,275
Population Density	2,833.5/sq mile	2656.3/sq mile.	----
Housing Density	1,260.3/sq mile	1.265.1/sq mile.	----

Source: United States Census Bureau, 2023.

La Grande 2019 Housing Needs Analysis

According to projections, La Grande's population is expected to grow at a rate of 0.45% annually for the next 20 years, resulting in an increase of more than 1,392 people. To accommodate this growth, the city will need to add 795 new housing units, with 42% of the demand being for single-family homes, 45% for a combination of townhouses, apartments, and other multi-unit residences, and 13% for manufactured homes and other housing types.

The number of low-income households in La Grande, which are defined as those earning 80% or less than the median family income for Union County, represents over 50% of all households. Additionally, almost one out of every four households who rent their homes spend more than half of their income on housing costs.

Currently, La Grande has a waitlist of six months for affordable housing and a very low vacancy rate of less than 5% for high-quality rental apartments. Despite this, the analysis of housing needs indicates that the city's UGB is sufficient to meet future housing demands.

However, based on an evaluation of projected incomes and housing costs, it will be necessary for La Grande to consider rezoning lower-density residential land to high-density residential land in suitable areas.

Union County Economic Development Corporation, Business Retention & Expansion Program 2011/2012: Business Visitation Summary Report

The BR&E Program's initial focus is gathering critical and necessary baseline data and information from the local business community to support the development of strategies and programs that directly assist business in Union County. The baseline data and information, used to measure changes identified in subsequent survey activity, enhances local knowledge of the economy and local awareness of resources needed to support local business.

The BR&E business visitation and survey task force identified 48 businesses in Union County to be contacted and visited in 2011. Of the 48, 37 (77%) gave their time to sit with a BR&E interview team and complete the survey.

Summary of Interview Findings:

- Local firms have had mixed experiences with sales of goods/services over the past three years, and going forward, firms are optimistic that the local economy will improve or at least remain stable in terms of sales.
- Firms are aware of emerging technologies and market forces that affect their business, and they are taking steps to address these challenges.
- Most of the firms interviewed make most of their sales in the "Local" and "Regional" markets, and they see the growth of businesses and population in Union County as important factors for their future success and growth.
- Most of the firms interviewed only have a small percentage of sales via the internet, and they do not use the internet significantly to purchase goods and services.
- Local firms expect to restore lost jobs and add new jobs over the next three years, but recruitment of skilled workers is a challenge due to factors such as distance from metro areas, lower wages, and limited opportunities for advancement. The lack of trade sector vocational training programs in Union County also exacerbates this issue.
- The advantages of doing business in Union County cited by the interviewed firms include the location of La Grande/Union County as the "Hub of NE Oregon," connectivity to I-84 in both east and west directions, and quality of life.
- Disadvantages of doing business in Union County cited by the interviewed firms include the lack of growth, distance to metro markets, difficulty in recruiting skilled workers, and limited availability of local vocational training programs.

In the past 3 years, 46 percent of firms interviewed stated there was an increase in sales, with an average increase of 21%. Sales decreased by 43% with an average decrease of 31%. 11% of businesses reported no change in the past three years.

In the future 3 years, 65% of businesses were optimistic about an increase in sales, with 16% estimating no change. 14% did not report on this metric, and 5% assume a decrease. The expectation of economic recovery was 8% for the next three years.

Market Technology and Emerging Forces

- 70% of the respondent firms acknowledged that emerging technologies or market forces would affect their businesses.
- The most frequently mentioned impacts on businesses were the rapid change in internet usage, social networking, and advanced software, as well as technological advances in equipment and machinery.
- Other impacts included the state of the general economy, new competition from local, regional, national, and international sources, customer preferences, and the need to expand one's market reach with new products/services and/or entering new geographic areas.
- Regarding the nature of the impact of these forces on local businesses, the respondents had a mildly positive perspective.
- 38% of respondents saw a positive impact on production, while only 8% saw a negative impact on production.
- 43% of respondents saw an impact on sales, with 27% being positive and 16% being negative.
- Companies were asked about the geographic location of their goods and services.

- 21 companies interviewed (57%) use the internet to buy goods and supplies.
- For 11 companies, internet purchases account for 15% or less of their total purchases.
- The other 10 companies report that 25% to 99% of their purchases are made online, with an average of about 73% for this group of companies.
- The most frequently purchased goods and services in Union County are office supplies and maintenance items and services, mentioned by 60% of the companies surveyed.
- Almost half of the respondents (49%) also purchase vehicles, servicing, and fuel.
- Some companies obtain other goods and services locally, such as machining and welding services, parts and shop supplies, accounting, payroll, and billing services, shipping, and food. These were mentioned by at least one company.
- Firms were asked to identify potential businesses to target for recruitment to Union County. Though a small percentage responded, these included a high response rate from the manufacturing sector. Most firms responded with the need for more jobs and people, but other responses included construction, steel fabrication, cabinet manufacturing, print shops and laser cutting.
- 37 companies reported employment data, at 3,420 people employed, and 3,479 cumulative employed in the past 3 years. The prediction for the next three years is 3,699.
- 49% of the firms report that they have a peak season for employment, with nearly all being summer, occasionally combined with spring or fall. 70% of the firms report that for any aspect of business, there is no outsourcing outside of the region.
- 78% reported that there were no problems with employee turnover, and 16% reported facing such issues. The reasons cited for employee turnover were drug and alcohol use, attendance problems, and the need to acquire or maintain a commercial driver's license. Notably, housing was not identified as a contributing factor to employee turnover.
- Expansion:
- 76% of the firms said they have enough owned or leased property at their current site to accommodate expansion.
- 22% of the firms reported they don't have enough space at their present location for expansion.
- 68% of the firms have adequate property within Union County to facilitate expansion.
- 24% of firms that had surplus property or buildings responded that they would be willing to sell it as a surplus.
- The biggest reported challenges for building improvements are permitting, zone variances, city and county planning, new local vendors, and design challenges.
- None of the interviewed firms report their intention to close.

APPENDIX B: ZONING CODE DEFINITIONS

The following tables summarize the intent and the desired characteristics for the Commercial and Industrial Zoning Districts outlined in the La Grande Zoning Code.

2.2.007 – "RP" Residential Professional Zone

Intent	The purpose of the "R-P" Residential Professional zone is to provide for a desirable mixing of residential land uses with professional office uses in possible close proximity to adjacent residential areas.
Permitted Uses	Single-family, duplex dwellings
Conditional Uses	Lodging facilities- limited to bed and breakfast inns and planned unit development
Min Lot Size	One acre
Residential Density	One single-family or duplex dwelling unit per lot
Lot Coverage	
Setbacks (F,R,S,C)[33]	Fifteen feet, fifteen feet, five feet, fifteen feet
Height	Thirty-five feet
Parking Requirements	One and one-half spaces per dwelling unit for multiple family and one space per each single family and duplex unit

2.2.008 – "CB" Central Business Zone

Intent	The purpose of this zone is to provide for the development of intensive consumer services and retail commercial activities in the central core area of the City.
Permitted Uses	Administrative & professional services, retail, other services
Conditional Uses	Automotive & equipment, community education, community recreation, religious assembly
Min Lot Size	No minimum required lot area
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Sixty feet
Parking Requirements	One space for each 200 square feet of net floor area, plus one space for every two employees

2.2.009 – "GC" General Commercial Zone

Intent	The purpose of this zone is to provide the full range of retail goods and services serving a large area which normally requires a large space for development.
Permitted Uses	Retail, administrative & professional services, automotive & equipment, food & beverage
Conditional Uses	Animal sales and services, lodging: campgrounds, resorts & emergency shelters
Min Lot Size	Two thousand five hundred square feet
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Fifty feet
Parking Requirements	One space for each 400 square feet of gross floor area devoted to retail sales plus one space for each employee, or twenty spaces plus one space for each 400 square feet of gross floor area devoted to retail sales in excess of 5,000 square feet plus one space for each employee and employer if over 5,000 square feet of floor area

2.2.010 – "IC" Interchange Commercial Zone

Intent	The purpose of this zone is to provide commercial services and goods in places conveniently and safely accessible to highways.
Permitted Uses	Accessory structures, automotive & equipment, fuel sales, lodging: motels, hotels, and bed & breakfasts
Conditional Uses	Extensive impact services & utilities, lodging: campground and resort, religious assembly
Min Lot Size	Two thousand five hundred square feet
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Fifty feet
Parking Requirements	One space for each 800 square feet of gross floor area plus one space for each employee and employer

2.2.011 – "I1" Light Industrial

Intent	The purpose of this zone is to provide for areas where manufacturing, storage, sorting and wholesaling distribution can be undertaken in close proximity to one another without encroaching upon the character of the adjacent land uses.
Permitted Uses	Accessory structures, automotive & equipment, general industrial, wholesaling
Conditional Uses	Agricultural supplies & services, animal sales & services, building maintenance services
Min Lot Size	No minimum required
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Fifty feet
Parking Requirements	One space for each 800 square feet of gross floor area plus one space for each employee and employer

2.2.012 – "I-2" Heavy Industrial

Intent	The purpose of this zone is to provide for areas where large areas of land are needed for the fabrication, processing, and movements of raw materials and where the potential impacts of noise, odor, vibration, glare, and/or heat are least likely to affect adjacent land uses.
Permitted Uses	Accessory structures, automotive & equipment, general industrial, heavy industrial
Conditional Uses	Animal sales & services, communications services, research services
Min Lot Size	No minimum required
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Sixty feet
Parking Requirements	One space for each 800 square feet of gross floor area plus one space for each employee and employer

2.2.013 – "PF" Public Facilities Zone

Intent	The purpose of this zone is to provide areas primarily for the location and establishment of facilities which are maintained in public and quasi-public ownership and which utilize relatively large areas of land.
Permitted Uses	Cemeteries, civic administrative services, community education, community recreation, cultural exhibits & library services
Conditional Uses	Animal sales & services, medical services, postal services
Min Lot Size	No minimum required
Lot Coverage	
Setbacks (F,R,S,C)	None required with the exception of matching the residential setback required if abutting a residential zone
Height	Thirty-five feet with a maximum of sixty feet when accommodating for residential zone setback
Parking Requirements	Five spaces per classroom, plus one space for every two employees, plus one space per each fleet vehicle, plus the requirements for public assembly

2.2.014 – "BP" Business Park Zone

Intent	The purpose of this zone is to provide areas for the establishment of light manufacturing and warehousing uses in a park-like setting, with flexibility for siting of certain commercial/office uses where appropriate.
Permitted Uses	Accessory structures, administrative & professional services, building maintenance services, business equipment sales & services, general industrial
Conditional Uses	Extensive impact services & utilities – limited to substations and electrical generation facilities
Min Lot Size	One half acre for lots intended primarily for commercial or office use and one acre for lots intended primarily for industrial or warehouse use
Lot Coverage	
Setbacks (F,R,S,C)	No required minimum, no required minimum unless abutting an alley or a residential zone, no required minimum unless abutting a residential zone or an R-P zone, fifteen feet
Height	Sixty feet
Parking Requirements	One space for every two employees, or not less than one space for each five hundred square feet of gross floor area, plus one space for each fleet vehicle

2.2.015 – "MS" Medical Services

Intent	The purpose of this zone is to provide for the expansion and establishment of hospitals, health services, medical offices and associated medical residential facilities.
Permitted Uses	Medical services – hospitals, medical clinics, dental clinics, etc., group care residential, accessory structures
Conditional Uses	Eating & drinking establishments – limited to cafes or cafeterias, extensive impact services & utilities – limited to fire stations, ambulance services, helistops
Min Lot Size	No minimum required
Lot Coverage	
Setbacks (F,R,S,C)	None specified
Height	Not specified
Parking Requirements	One space for each doctor and each employee plus one space for each 300 square feet of gross floor area

APPENDIX C: PARCEL DETAILS FOR REDEVELOPABLE AND VACANT LANDS

The following tables contain material details for the parcels in La Grande that qualify as vacant or redevelopable. Lists are rank-ordered from largest amount of buildable land to smallest. Any parcel with less than one net buildable acre of space is excluded from this table. The arithmetic behind reductions due to environmental or physical development constraints is excluded in order to conserve page space. Also, the lists exclude ownership information in order to protect the confidentiality of private landowners. Such details are available via the Union County Tax Assessors office, if required for further research.

Table 20: Vacant Industrial Parcels in La Grande

Map Location (Section, Township, Range)	Tax Lot	Zoning District	Gross Acreage	Total Buildable Acres
03S38E23	100	I-2	117.5	117.5
03S38E23	1400	I-2	87.2	87.2
03S38E16B	100	BP	49.9	19.0
03S38E	8000	I-2	9.9	9.9
03S38E16AC	100	BP	5.4	5.4
03S38E16BD	300	BP	6.3	4.4
03S38E16AC	500	BP	4.2	4.2
03S38E16AC	200	BP	3.9	3.9
03S38E15	1100	I-2	10.0	3.1
03S38E16AC	600	BP	4.2	2.2
03S38E23	1501	I-2	2.0	2.0

Source: Nexus Planning Services using Union County Tax Assessor's Office Data

Table 21: Redevelopable Industrial Parcels in La Grande

Map Location (Section, Township, Range)	Tax Lot	Zoning District	Gross Acreage	Total Buildable Acres
03S38E23	1500	I-2	45.9	32.1
03S38E08AD	101	I-1	2.0	1.9
03S38E05CD	6200	I-1	1.4	1.4

Source: Nexus Planning Services using Union County Tax Assessor's Office Data

Table 22: Vacant Commercial Parcels in La Grande

Map Location (Section, Township, Range)	Tax Lot	Zoning District	Gross Acreage	Total Buildable Acres
03S38E04AB	100	GC	11.6	11.3
03S38E04	10800	GC	4.0	4.0
03S38E04	9802	GC	3.0	3.0
03S38E04CA	1301	GC	2.4	2.4
03S38E04	9801	GC	1.9	1.9
03S38E04BD	2902	GC	1.7	1.7
03S38E04CC	601	GC	1.7	1.6
03S38E04CA	1700	GC	1.5	1.5
03S38E04CA	600	IC	1.4	1.4
03S38E04DC	703	GC	1.2	1.2
03S38E04CA	1400	GC	1.3	1.2
03S38E04DC	702	GC	1.2	1.2
03S38E08DA	1201	GC	1.0	1.0

Source: Nexus Planning Services using Union County Tax Assessor's Office Data

Table 23: Redevelopable Commercial Parcels in La Grande

Map Location (Section, Township, Range)	Tax Lot	Zoning District	Gross Acreage	Total Buildable Acres
03S38E08AB	6600	GC	2.1	2.1
03S38E08DA	500	GC	1.2	1.2
03S38E08DA	1200	GC	1.1	1.1
03S38E08DA	1500	GC	1.0	1.0

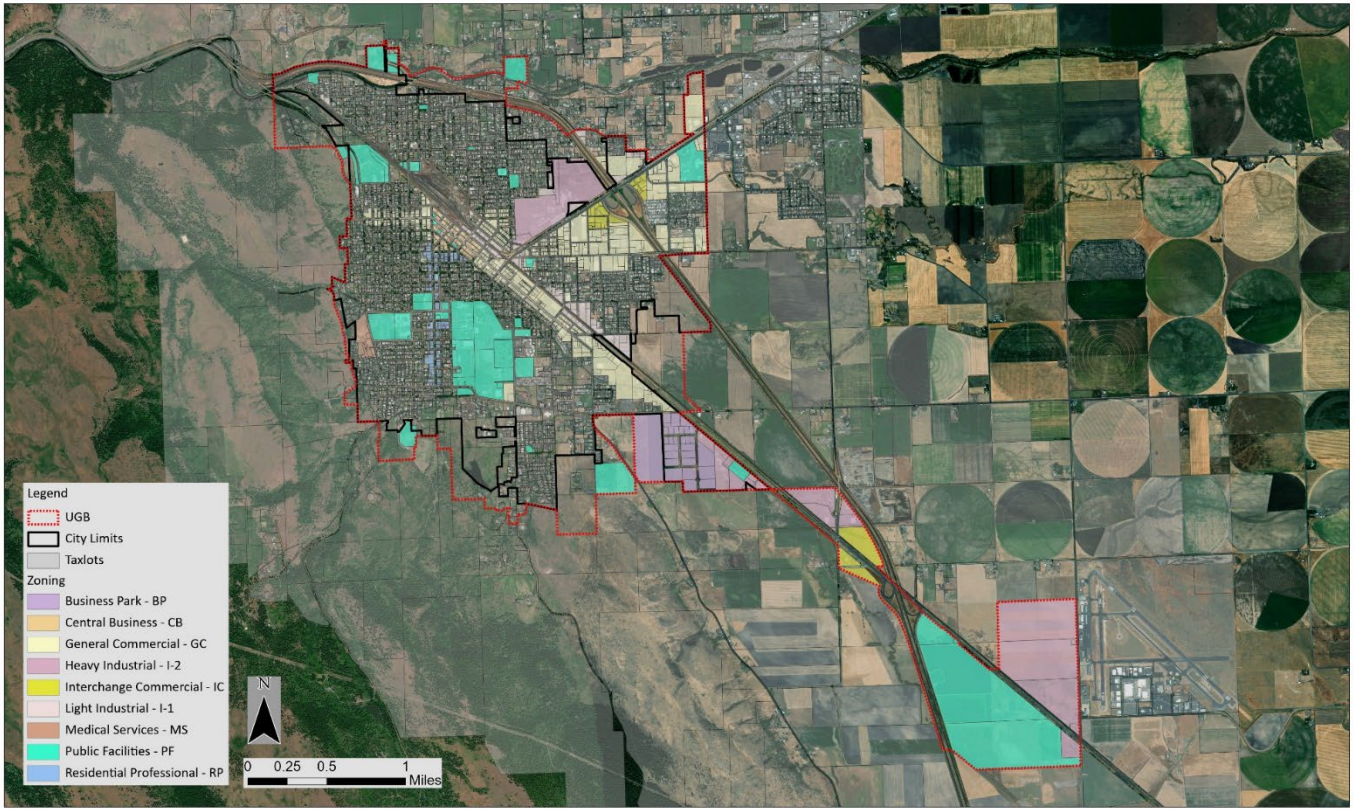
Source: Nexus Planning Services using Union County Tax Assessor's Office Data

APPENDIX D: FULL SIZE MAPS OF LA GRANDE VACANT AND REDEVELOPABLE LANDS

The following pages contains these maps in the following order:

- City of La Grande Employment Lands Zoning
- City of La Grande Employment Lands Constraints
- City of La Grande, Buildable Employment Lands Inventory (All Employment Zones)
- City of La Grande, Buildable Employment Lands Inventory (Commercial/Industrial)
- City of La Grande, Buildable Lands Inventory (Large Lots, >10 Acres)
- City of La Grande, Buildable Lands Inventory (Medium Lots, 2-10 Acres)

City of La Grande, Buildable Lands Inventory (Small Lots, 1-2 Acres)



Nexus Planning Services

www.nexusplanningservices.com

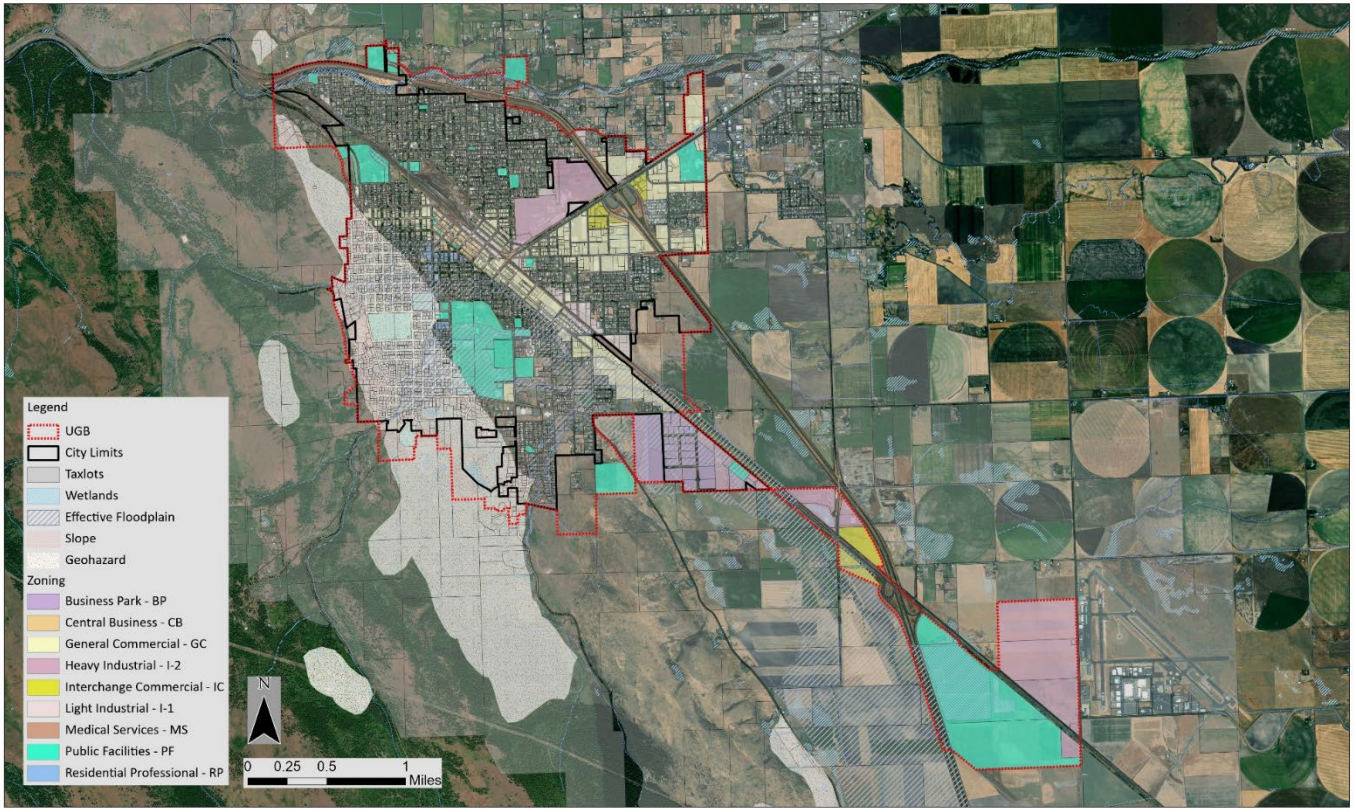
La Grande Economic Opportunities Analysis

City of La Grande Employment Lands Zoning

Date of Creation: 08/03/2023

Data Sources:
City of La Grande Planning Department
Union County Assessor

Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24



Nexus Planning Services
www.nexusplanningservices.com

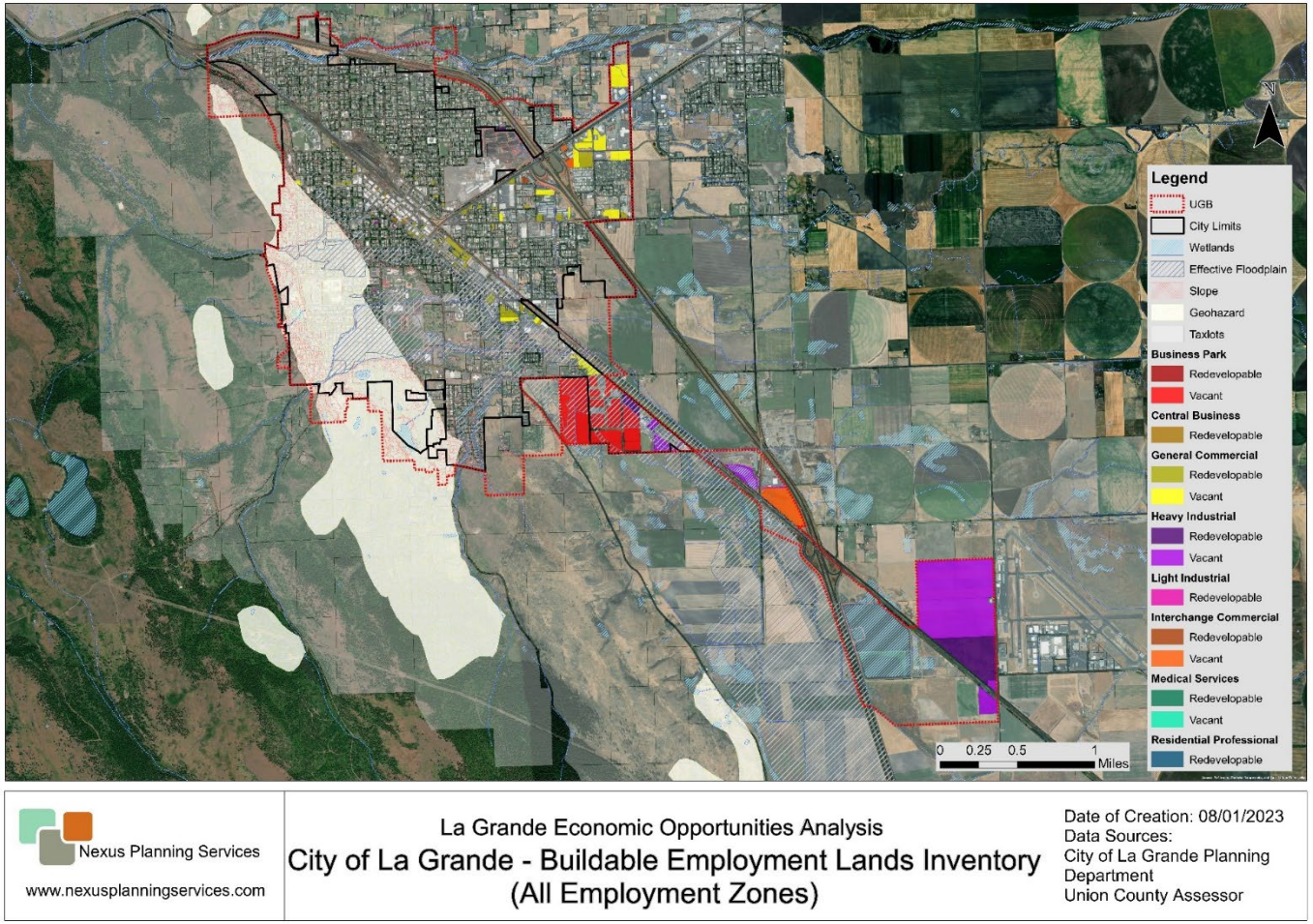
La Grande Economic Opportunities Analysis

City of La Grande Employment Lands Constraints

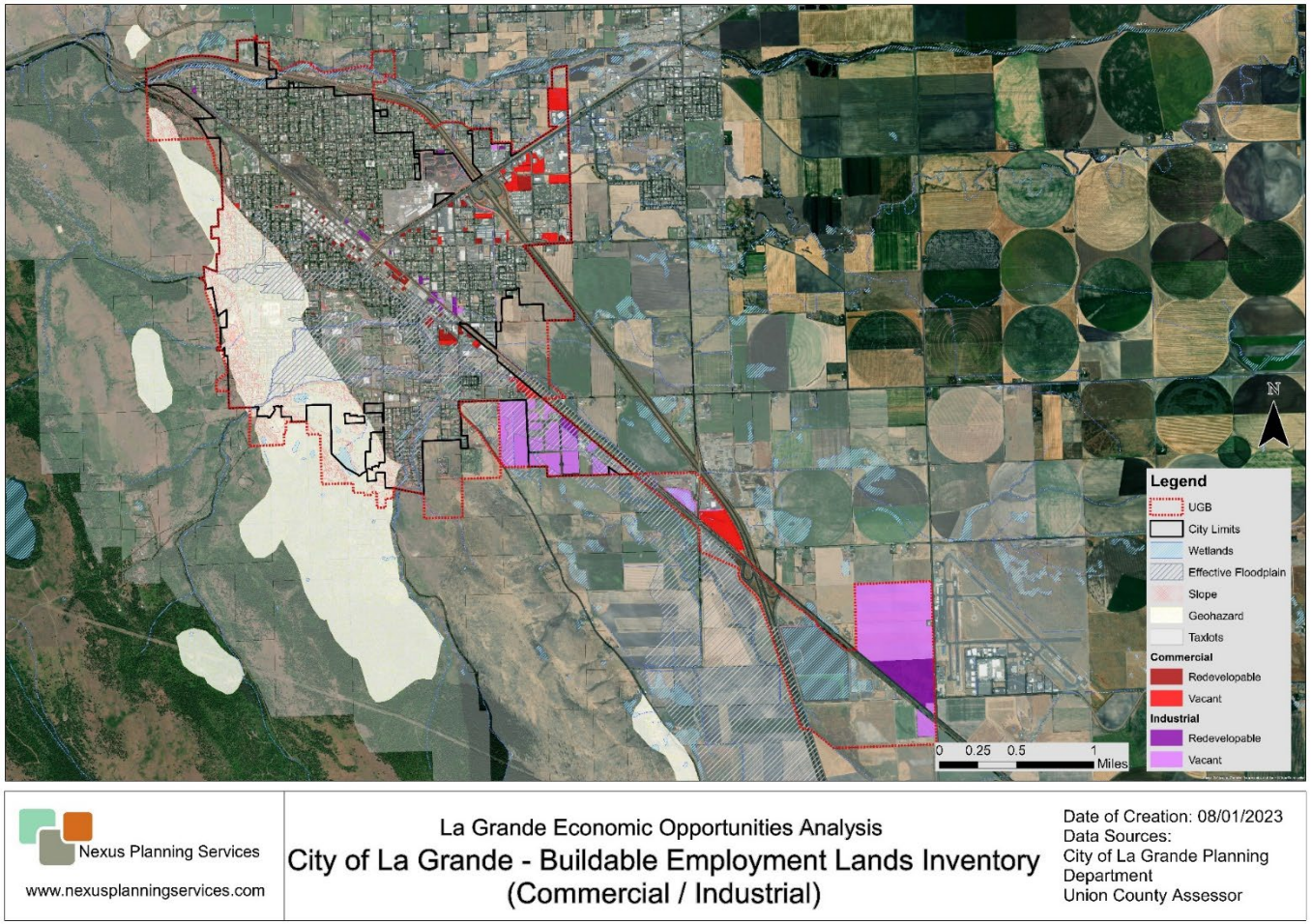
Date of Creation: 08/04/2023

Data Sources:
City of La Grande Planning Department
Union County Assessor

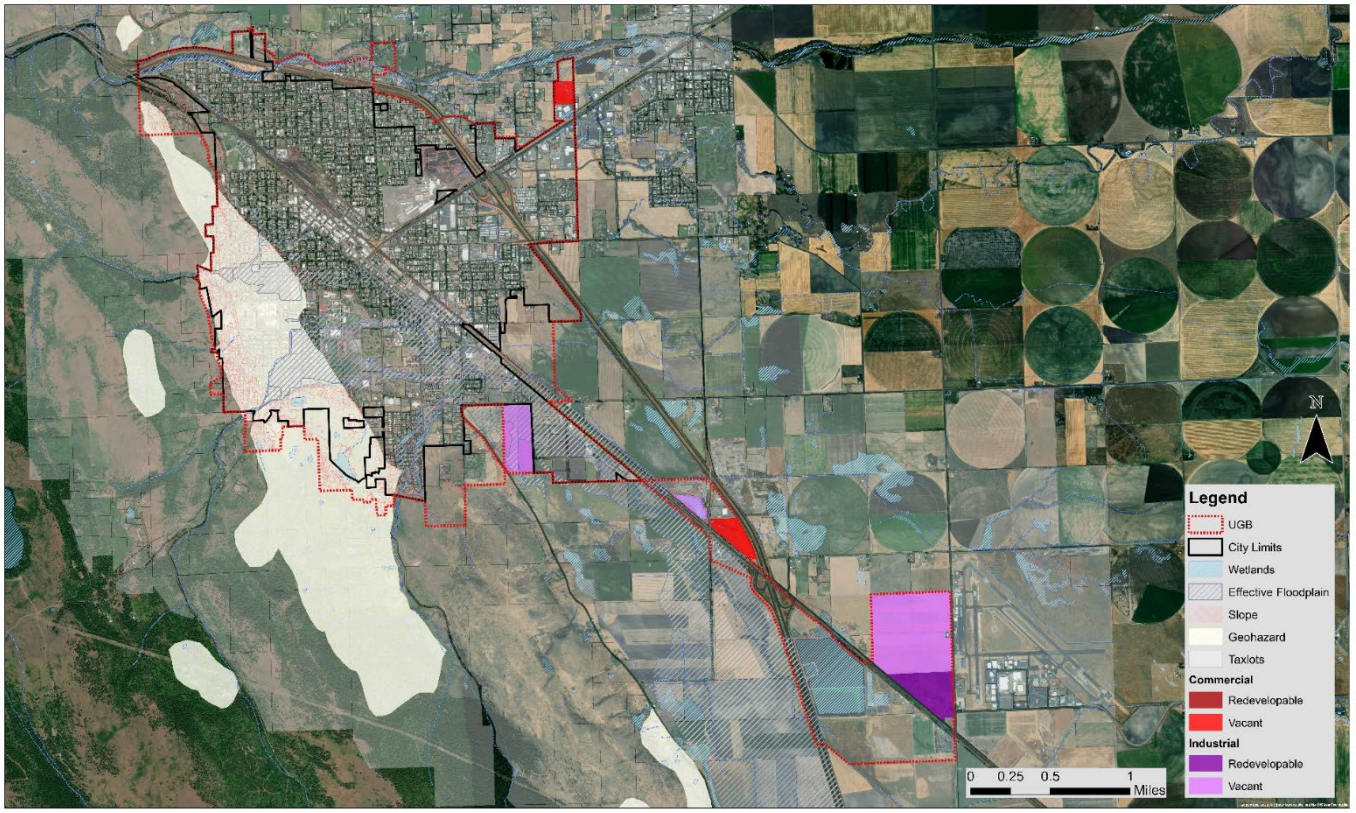
Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24



Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24



Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24

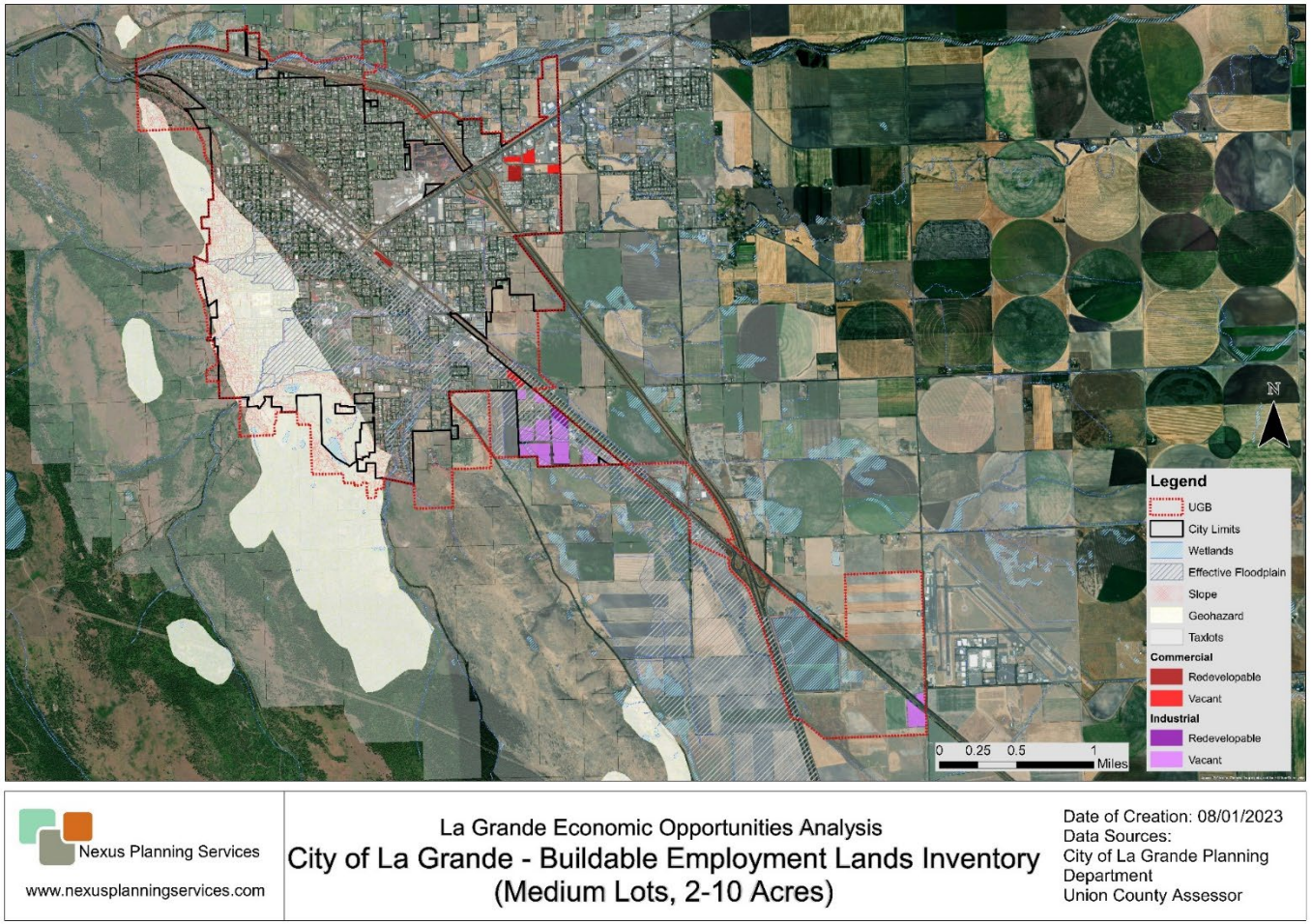


Nexus Planning Services
www.nexusplanningservices.com

La Grande Economic Opportunities Analysis
City of La Grande - Buildable Employment Lands Inventory
(Large Lots, >10 Acres)

Date of Creation: 08/01/2023
Data Sources:
City of La Grande Planning Department
Union County Assessor

Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24

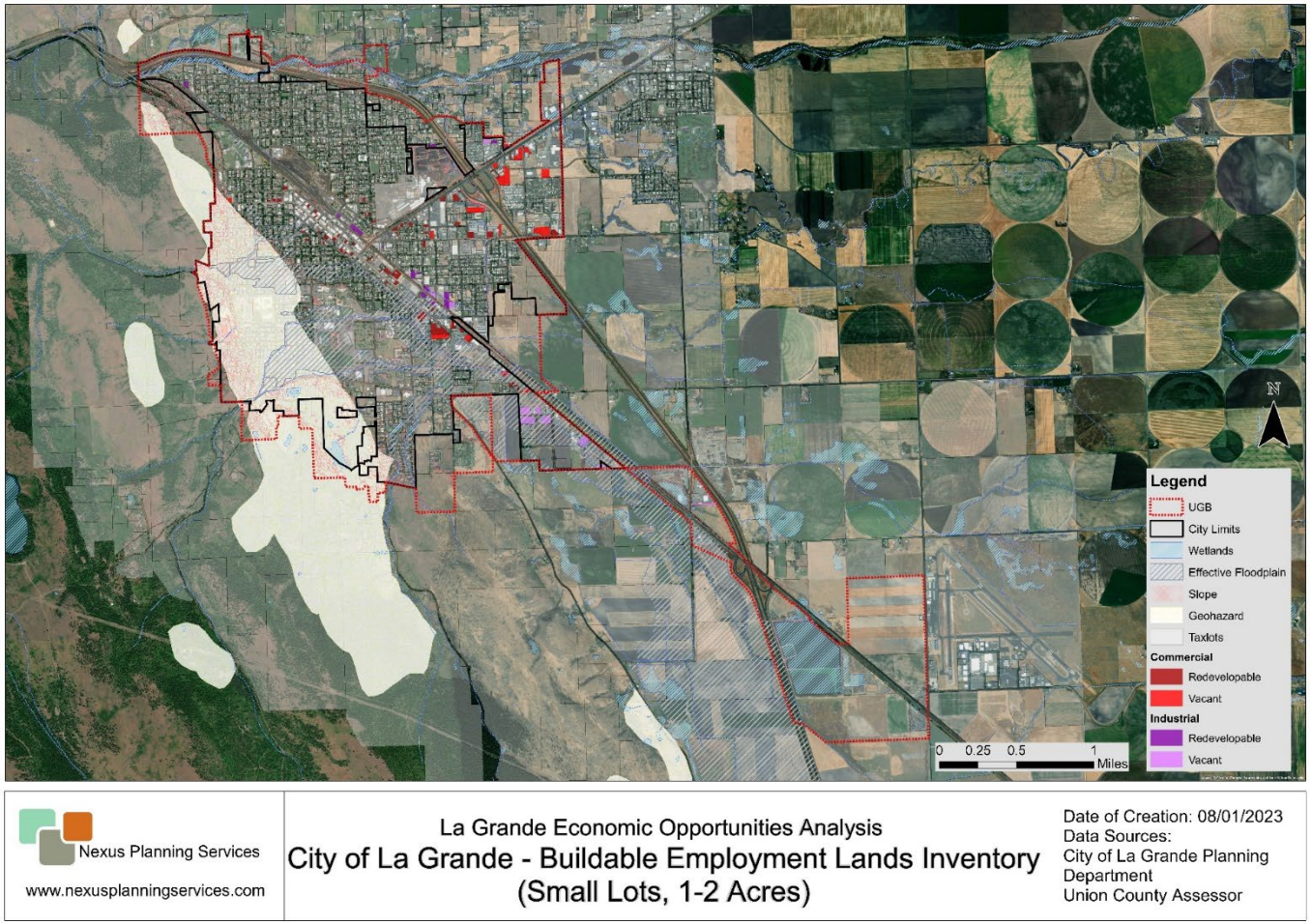


Nexus Planning Services
www.nexusplanningservices.com

La Grande Economic Opportunities Analysis
City of La Grande - Buildable Employment Lands Inventory
(Medium Lots, 2-10 Acres)

Date of Creation: 08/01/2023
Data Sources:
City of La Grande Planning Department
Union County Assessor

Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24



Refer to original report for full size map, on file in the Community Development Department/Planning Division, Comprehensive Plan Amendment File Number 01-CPA-24

Statewide Planning Goal 10 - Housing

The purpose of Statewide Planning Goal 10 is to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs.

Oregon Administrative Rule 660, Divisions 8 and 15 provide procedures and requirements for complying with Statewide Planning Goal 10.

Objective –

1. To provide for the housing needs of the citizens of La Grande, and to support development of an adequate supply of housing suitable for meeting the housing needs of all income levels, but specifically at affordable price ranges and rent levels for the following housing types:
    a. Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
    b. Government assisted housing;
    c. Mobile home or manufactured dwelling parks;
    d. Manufactured homes on individual lots planned and zoned for single-family residential uses; and
    e. Housing for farm workers.

2. To assure environmental quality in residential areas, and to enhance the financial ability of households to obtain and retain decent dwelling units.

3. To provide areas suitable and desirable for all types of single and multiple family residential uses which have or will need public water and sewage services, commercial and education support facilities and employment opportunities.

HOUSING NEEDS ANALYSIS

Section I. Introduction

The La Grande Housing Needs Analysis (HNA) is intended to serve as a basis for the City of La Grande to document new information regarding the city's buildable land inventory (BLI), population and employment trends, and development policies aimed at providing adequate land within the urban growth boundary (UGB) to handle the next 20 years of population growth.

Oregon Regulatory Requirements

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the applicable requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).[36] Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an UGB at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy.

(b) Government assisted housing.[37]

(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.

(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

(e) Housing for farmworkers.

[36] ORS 197.296 only applies to cities with populations over 25,000.
[37] Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

HNA Methodology

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

While ORS 197.296 specifically applies to cities with 25,000 or more population, this statute is generally followed to determine housing needs for La Grande (population 14,240). This analysis incorporates 20-year population growth for the La Grande Urban Growth Boundary (UGB) based on forecasts provided by Portland State University's Population Research Center.

Report Organization

This report provides the technical basis of findings that support proposed housing policy recommendations and subsequent actions that the city will take to update its Comprehensive Plan and Development Code. Each section of this report provides current data, assumptions and results that comprise all findings and conclusions:

I. Introduction.

II. Trends and Forecasts: provides a demographic overview and summary of market trends influencing housing growth in La Grande.

III. Buildable Land Inventory: identifies vacant, partially vacant and redevelopable residential land within the La Grande UGB, and accounts for constraints to get to a final determination of capacity to meet 20-year needs.

IV. Sufficiency of Land Need: this section compares expected land demand to vacant land supply to meet housing mix and densities described in the HNA.

V. Findings and Recommendations: highlights key findings and draft housing policy recommendations.

VI. Glossary: list of key terms used in the housing needs analysis.

Please refer to the Glossary for a list of terms used in the Housing Needs Analysis.

Section II. Trends and Forecasts

Nestled in the Grande Ronde Valley of the Blue Mountains, La Grande is located at the junction of Interstate I-84 and OR 82 and serves as the Union County seat. The town selected the name “La Grande” in 1863 at the suggestion of a Frenchman who was enamored by the area’s scenic beauty.

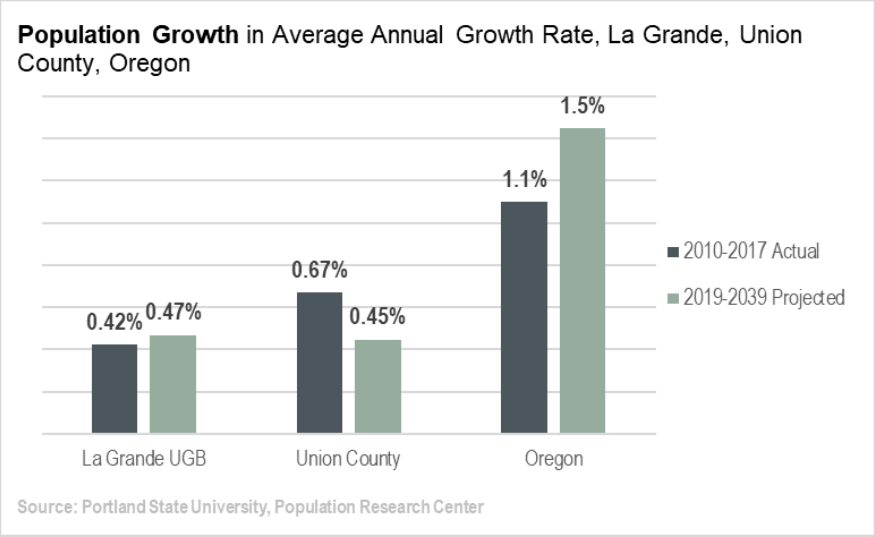
Population

National migration patterns are generating faster population growth for Oregon in comparison to the rest of the nation. However, La Grande is facing much lower growth than the rest of the state. According to the U.S. Census Bureau, population in the Western U.S. is projected to grow at an average annual rate of 1.6%, compared to 1.0% nationally over the next 20 years.

While Oregon continues to experience population growth from natural increases as well as in-migration, many of the communities east of the Cascades have not benefited from this influx. The same is true for the City of La Grande. La Grande has experienced relatively slow growth in the past few decades.

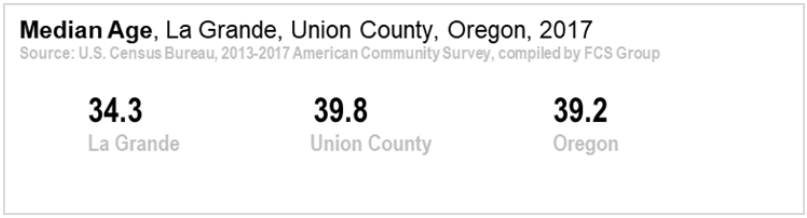
Population within the La Grande UGB is projected to grow from 14,240 to 15,632 over the next 20 years (0.47% avg. annual growth rate), according to Portland State University Population Research Center. As indicated in **Exhibit 2.1**, this growth rate forecast is lower than that of Oregon as a whole, but is projected to slightly outpace that of Union County. As the population of La Grande increases, local demand for all types of housing will also increase.

Exhibit 2.1



La Grande has a relatively high share of younger residents (under age 19) and a lower share of older residents (over age 65) in comparison with Union County and Oregon. The median age of local residents was 34.3 in 2017, which is measurably less than the County and State average. The presence of Eastern Oregon University (EOU) with a student body of 3,741 (in 2015) contributes to the relatively low median age (see **Exhibit 2.2**).

Exhibit 2.2



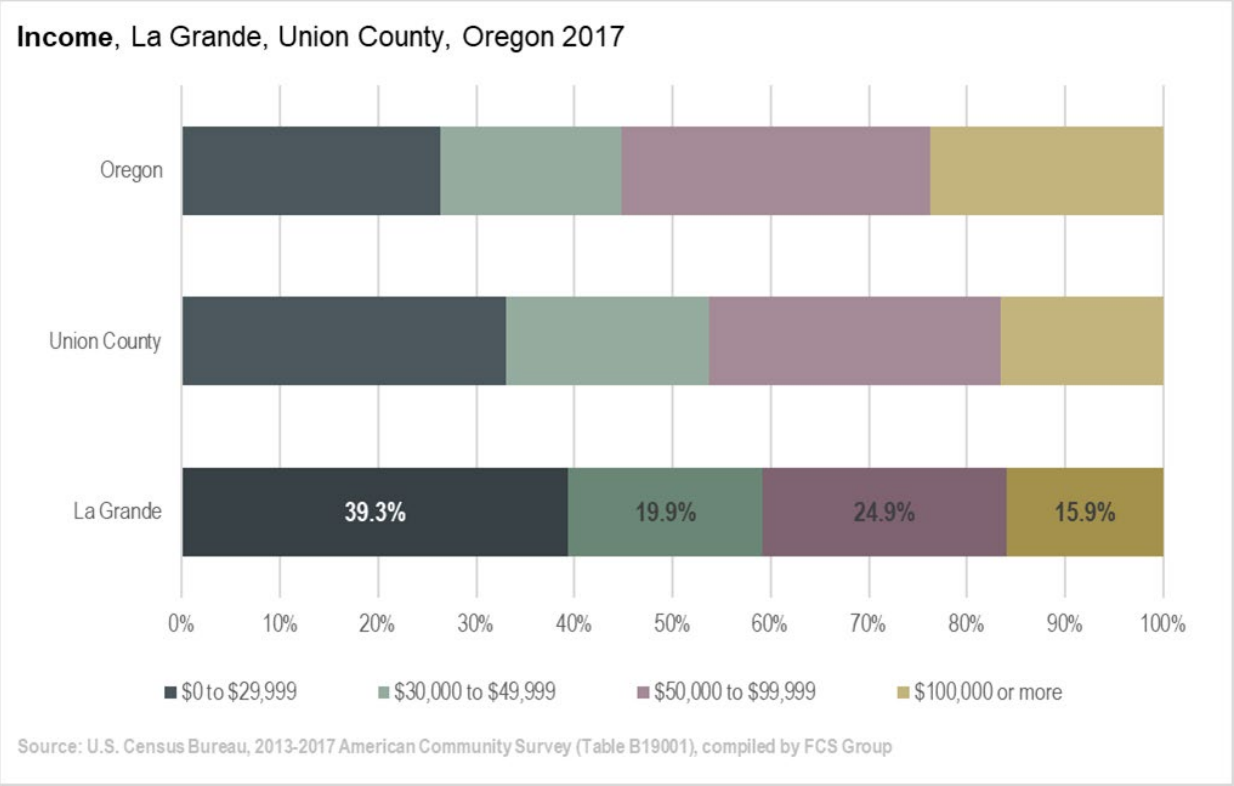
La Grande also has a relatively small average household size, evidenced by that fact that there are 2.18 people per housing unit, well below the State average of 2.32 (see **Exhibit 2.3**).

Exhibit 2.3

Income

Median household income in La Grande ($40,750) is below Union County ($46,228) and well below Oregon ($56,119). As shown in **Exhibit 2.4**, La Grande has a relatively high number of low-income residents earning less than $30,000 per year, and a relatively small share of mid and upper income residents earning more than $50,000.

Exhibit 2.4

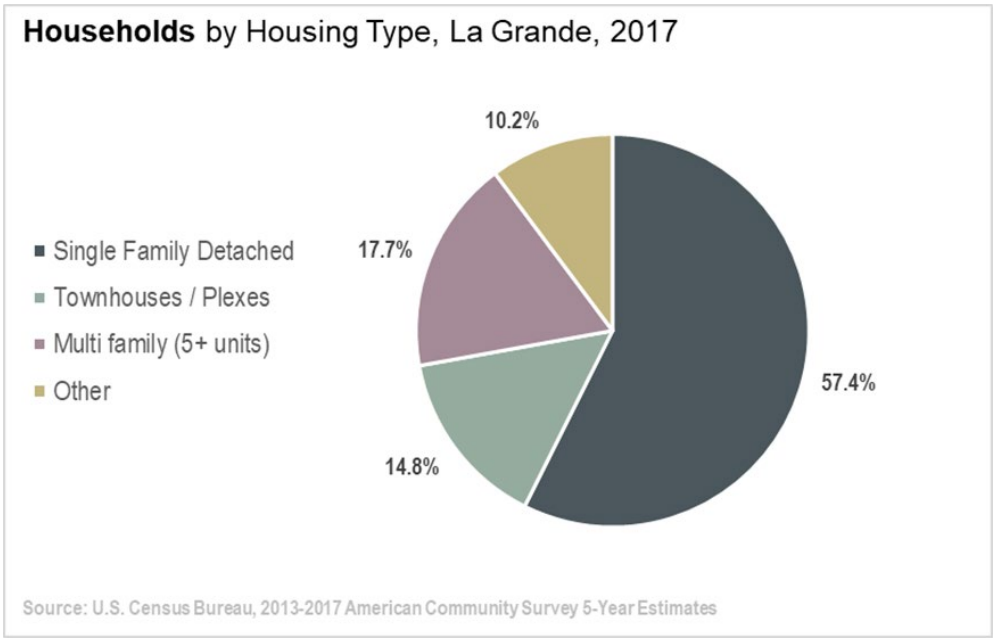


EXISTING HOUSING CHARACTERISTICS

An analysis of historical development trends and local housing market dynamics provides insight regarding how the housing market functions.

Like many rural cities, the existing housing stock in La Grande is dominated by single family detached (low density development) which accounts for over a half of the inventory. Townhomes/plexes (medium density development) comprise 15% of the inventory. Multifamily apartments and condos (with more than 5 units per structure) make up 18% of the inventory. Mobile homes and other housing types account for the remaining 10% of the inventory (see **Exhibit 2.5**).

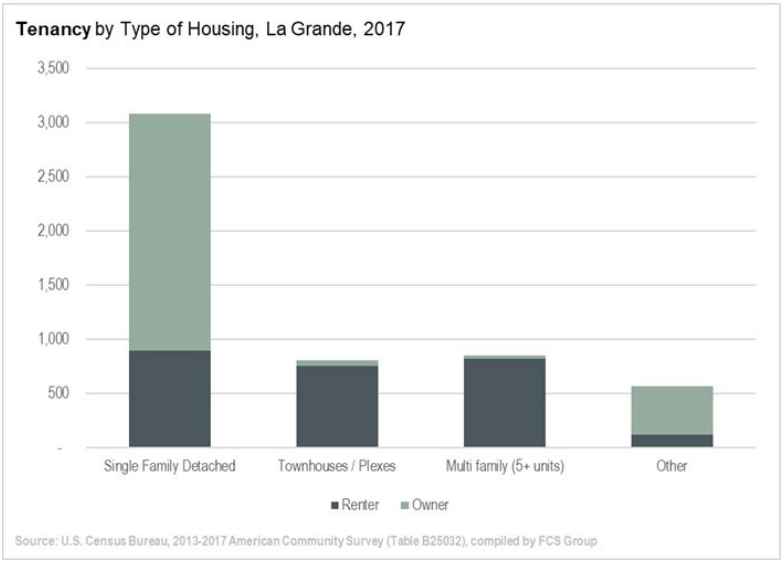
Exhibit 2.5



Housing Tenancy and Occupancy

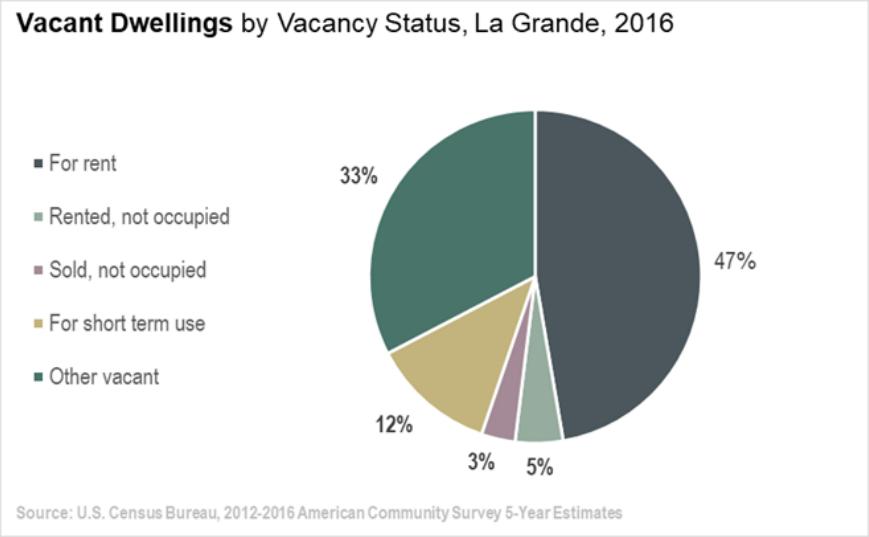
The majority of homeowners in La Grande reside in single family detached homes or mobile homes (as well as manufactured housing) and most renters reside in townhomes/plexes and multifamily (apartment) units (see **Exhibit 2.6**).

Exhibit 2.6



According to the U.S. Census, American Community Survey, as of 2016 the overall housing vacancy rate in La Grande was about 11% overall. Vacancy rates have since declined and the estimated vacancy rate for year-round apartment housing is currently estimated at 6% (see **Exhibit 2.7**). These estimates exclude Eastern Oregon University on-campus student housing. Regional housing agencies report zero vacancies with a 6-month wait list for government-assisted rental housing.

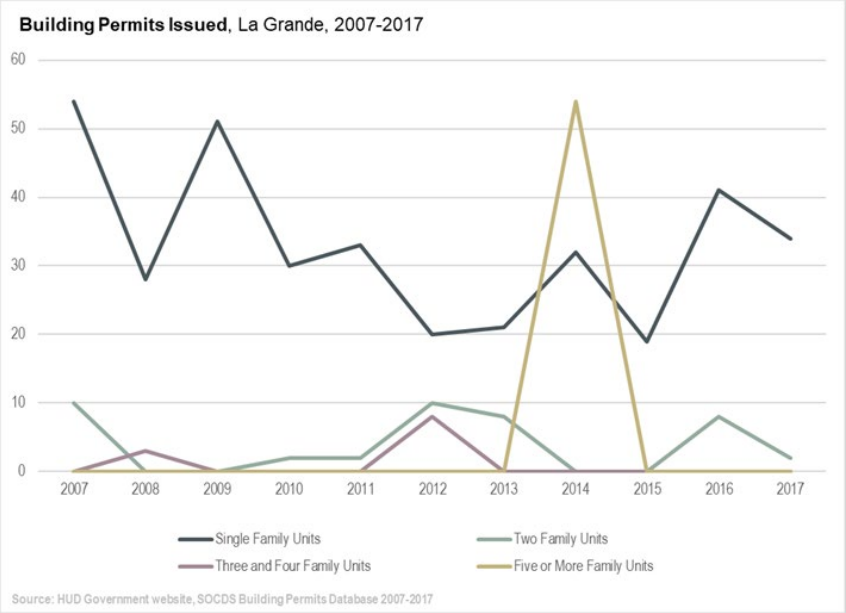
Exhibit 2.7



Construction and Permitting Activity

Single family development has dominated the construction patterns in La Grande. Since 2007, La Grande issued an average of 33 single family permits for new construction annually. This is contrasted with an average of 9.7 new construction permits per year of all other types. A graph of the number of permits issued is provided in **Exhibit 2.8**.

Exhibit 2.8



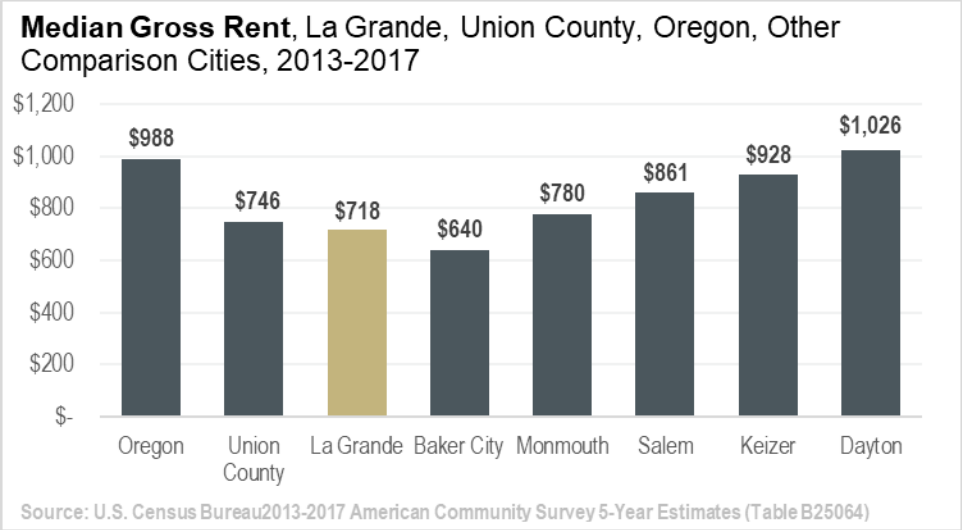
Housing Affordability

The median home price in La Grande was $177,300 (2019, 1st Q), which compares favorably to median homes prices in Union County and Oregon, as a whole (see **Exhibit 2.9**).

Exhibit 2.9

Housing rents are also relatively low in La Grande. Rents in La Grande are about 4% lower than the Union County average, and nearly 30% lower than rents in Oregon as a whole (see **Exhibit 2.10**).

Exhibit 2.10



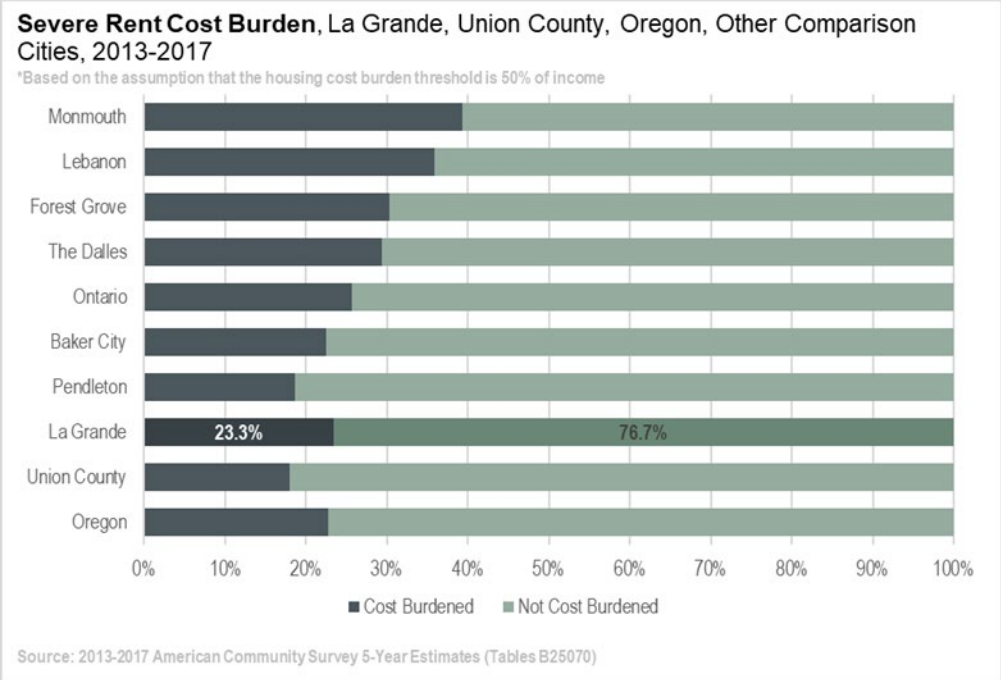
Housing Cost Burdens

While housing prices and rents in La Grande are low in comparison to many areas, the below average household income levels are creating a housing affordability challenge for many residents at this time.

According to the U.S. Housing and Urban Development (HUD), households are considered “cost burdened” if they pay over 30% of their income on housing. Households are “severely cost burdened” if they pay over 50% of their income on housing.

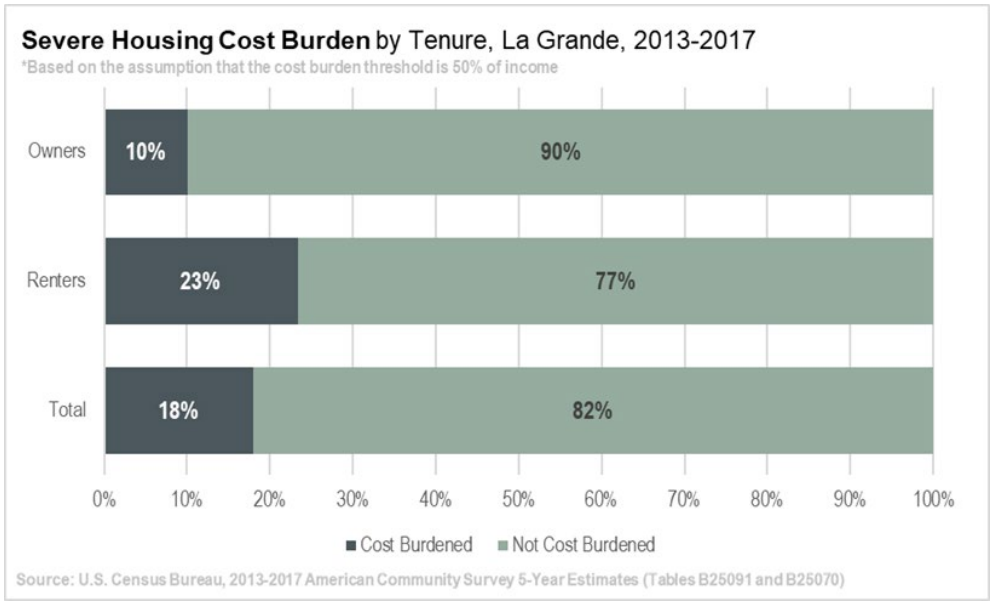
By these standards almost 1 in 4 renters in La Grande are severely cost burdened. This places La Grande slightly above the statewide average, and above the Union County average by 5 percentage points (see **Exhibit 2.11**).

Exhibit 2.11



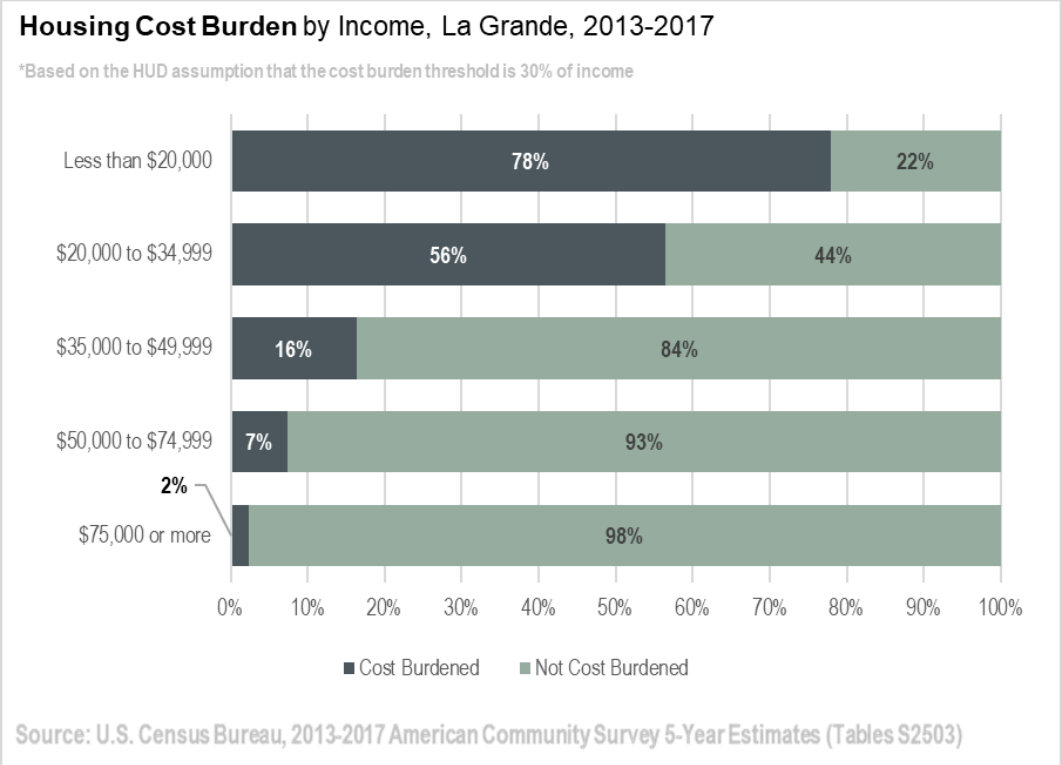
In contrast to renters, only 1 in 10 homeowners with a mortgage are severely cost burdened. Overall, 18% of all households in La Grande are severely cost burdened (see **Exhibit 2.12**).

Exhibit 2.12



When comparing households by income levels, it is clear that the greatest housing cost burden is faced by those earning less than $35,000. About 2 in 3 households earning less than $35,000 face housing cost burden (see **Exhibit 2.13**).

Exhibit 2.13



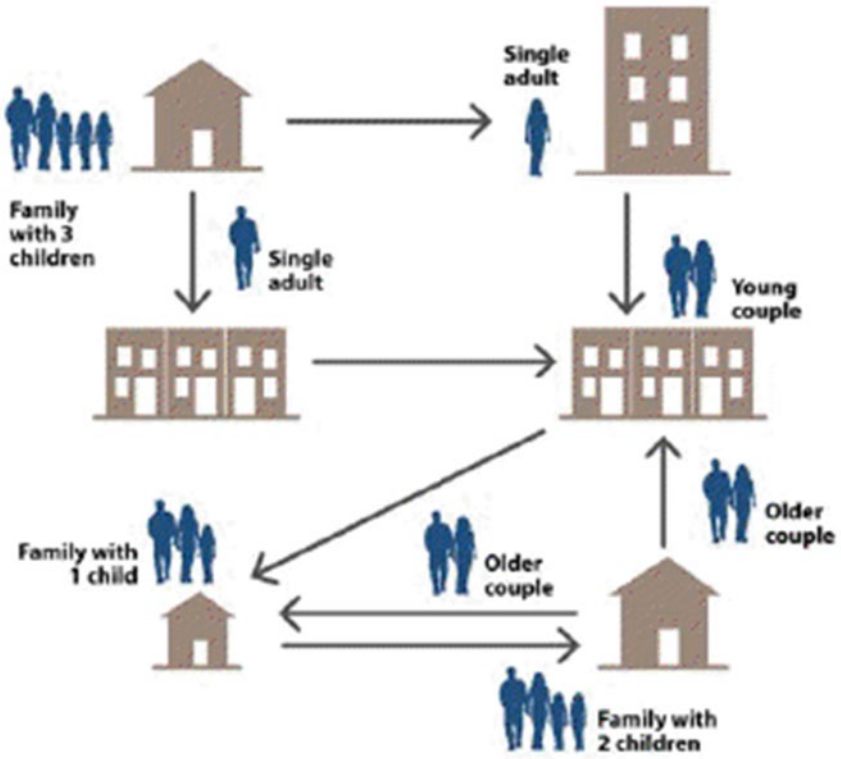
HOUSING NEEDS

Factors Affecting Housing Needs

There is a linkage between demographic characteristics and housing choice. As shown in **Exhibit 2.14**, housing needs change over a person's lifetime. Other factors that influence housing include:

- Homeownership rates increase as income rises.
- Single family detached homes are the preferred housing choice as income rises.
- Renters are much more likely to choose multifamily housing options (such as apartments or plexes) than single-family housing.
- Very low income households (those earning less than 50% of the median family income) are most at-risk for becoming homeless if their economic situation worsens.

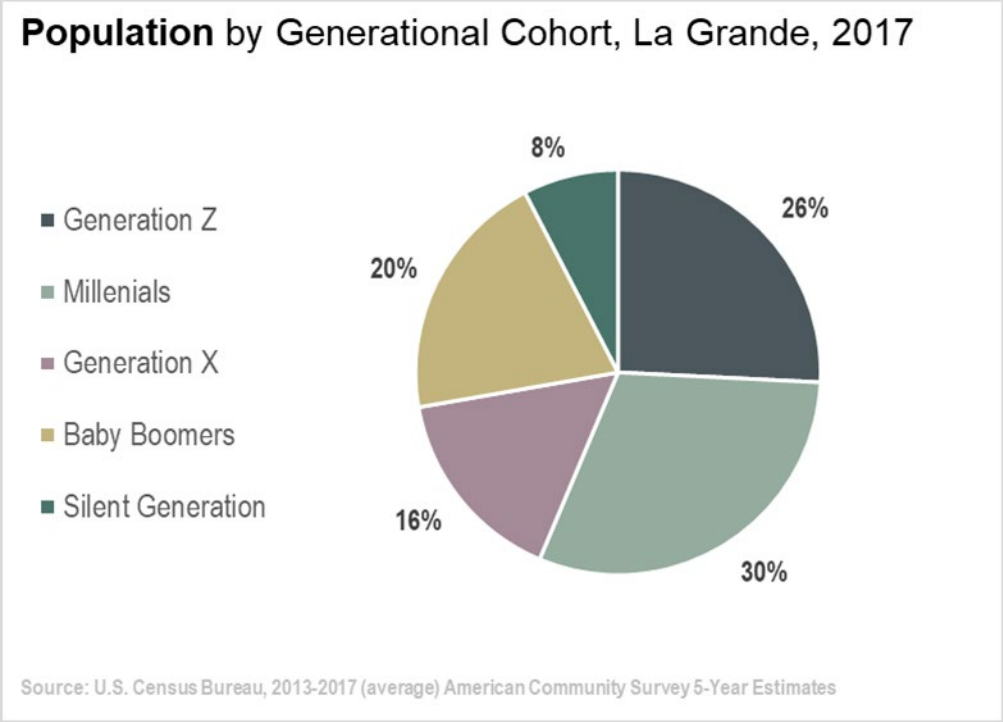
Exhibit 2.14



The relationship between demographic changes, income levels and housing needs can be used to forecast future housing needs.

The primary demographic cohorts in La Grande are shown in **Exhibit 2.15** and described below.

Exhibit 2.15



Greatest/Silent Generation (those born before 1925 to 1945)

This includes retirees better than age 74, who were raised during the Great Depression, Word War I or World War II. This cohort accounted for 8% of the city's population in 2017 and is projected to be the fastest growing segment over the next 20 years. As they reach their 80s some desire to move into assisted living facilities with nearby health care services and transit access.

Baby Boom Generation (those born 1946 to 1964)

Baby boomers (currently age 55 to 74) accounted for 20% of La Grande's residents in 2017, up from 18% in 2010. The boomer population segment has been growing more rapidly than the other cohorts over the past 10 years and many are now entering their retirement years. Boomers usually prefer to "age in place" until after age 80, then may downsize or move in with family members (sometimes opting to reside in accessory dwellings off the main house).

Generation X (born early 1965 to 1980)

GenX is the demographic cohort following the baby boomers and preceding the Millennials. This cohort (currently includes people between age 39 to 54) accounted for 16% of La Grande's residents in 2017, and has been trending upwards over the past several years. GenX households often include families with children, and many prefer to live in single family detached dwellings at various price points.

Millennials (born early 1980s to early 2000s)

Millennials (currently in their twenties or thirties) accounted for 30% of the La Grande residents in 2017, and its numbers overtook the Baby Boomers in recent years. This segment is expected to increase more slowly than the overall population over the next few decades. Younger millennials tend to rent as they attend Eastern Oregon University, establish their careers, and/or pay back student loans. Working millennials often become first-time homebuyers, opting to purchase smaller single family detached homes or townhomes.

Generation Z (born mid-2000s or later)

GenZ includes residents age 19 or less, which accounted for 26% of the La Grande residents in 2017. This segment mostly includes children living with GenXers or younger Baby Boomers, and has been decreasing in numbers in La Grande over the past several years. This trend is forecasted to continue as people are delaying starting families and tend to have fewer children than past generations.

Families with Children

This category includes a subset of the baby boomers and millennials, and also includes householders between the age of 40 and 55. Taken as a whole, this category constitutes the majority of La Grande's population and is expected to increase moderately over the next two decades. Families prefer to live in a variety of single family housing options (detached homes or townhomes/plexes) at price points commensurate with their family income.

Housing Need Forecast

The future (20 year) housing need forecast for La Grande takes into account demographic and socio-economic factors. During the HNA planning process, the consultant team worked closely with the Housing Committee, DLCD, and City planning staff to formulate and evaluate various methods for forecasting La Grande's housing mix. The recommended housing mix is intended to address the changing household demographic and socio-economic patterns which will address the demand for a variety of housing types that are attainable at all income levels.[38]

The housing forecast also anticipates there to be:

- A decrease in average household size as younger residents delay starting families, and older residents become empty nesters and consider downsizing from single family detached homes

[38] For additional background on the various housing forecast methods considered, please refer to the La Grande HNA, Task 4 Memorandum, dated June 2019.

into apartments, condominiums or other forms of shared living arrangements.

- An increase in renters, as younger residents prefer to rent for longer periods as they pay off debt and save money for down payments.

- A need for more affordable housing at price points that are attainable to households earning less than 120% of the area's median income level. This would support greater demand for government assisted housing options, as well market-rate rentals and home ownership options, such as duplexes, townhomes, cottage homes, and manufactured dwellings.

Based on the projected population growth and housing market conditions, La Grande is expected to add 1,392 people and that will require 795 net new dwelling units over the next 20 years.

As indicated in **Exhibit 2.16**, the 20-year projected housing need is expected to consist of: 318 owner-occupied dwellings and 477 renter-occupied dwellings. The types of housing that are most suited to meet qualifying income levels for home ownership vary by family income level.

The housing mix that addresses future demand consists of approximately: 336 single-family detached homes, 115 townhomes/duplexes, 200 multifamily housing units and 100 manufactured housing units. There will also be some "group quarters" housing demand for about 44 people that require shared living arrangements (includes congregate care or group housing).[39]

Exhibit 2.16

Projected 20-year Net New Housing Need by Tenancy, La Grande UGB

Housing Type	Owner-Housing	Renter-Housing	Total
Single Family Detached	226	110	336
Townhomes/Plexes	19	96	115
Multi family (5+ units)	3	197	200
Mobile/manufactured housing	70	30	100
Group Quarters	-	44	44
Total	**318**	**477**	**795**

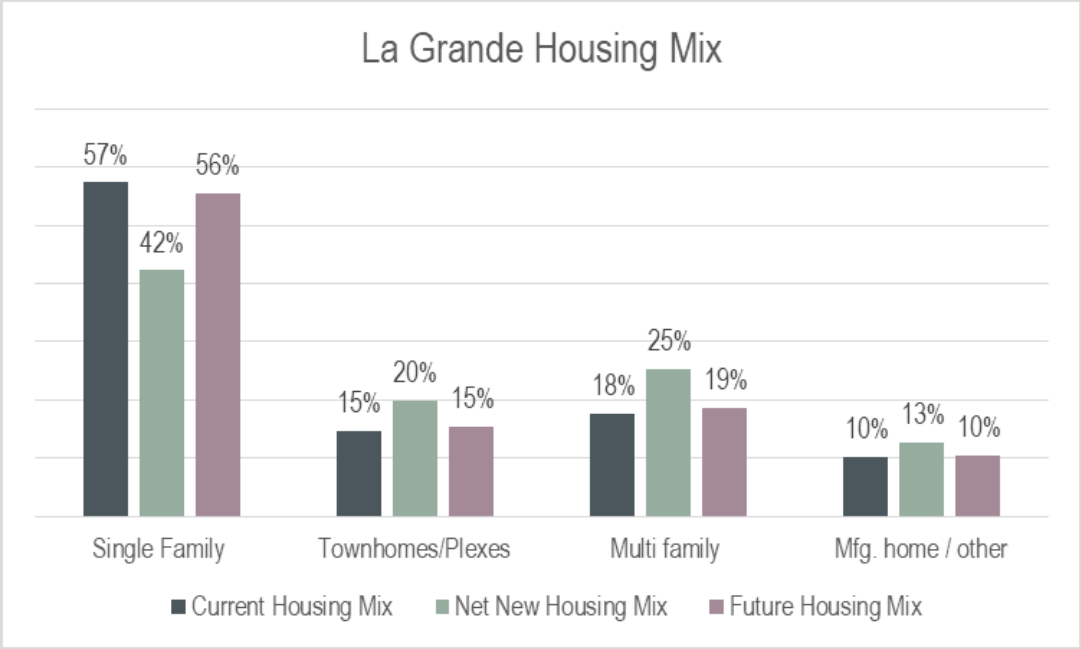
Housing Type	Owner-Housing	Renter-Housing	Total
Low Density*	310	125	436
Medium Density**	6	153	159
High Density***	2	198	200
Total	**318**	**477**	**795**

** Includes mobile homes. ** Includes townhomes, plexes and group quarters.*
**** Includes multifamily structures with 5+ units.*
Note: numbers may not add exactly due to rounding
Source: FCS GROUP based on Task 2 and Task 4 analysis.

[39] Group housing also includes transitional housing, farmworker housing, and off-campus student housing.

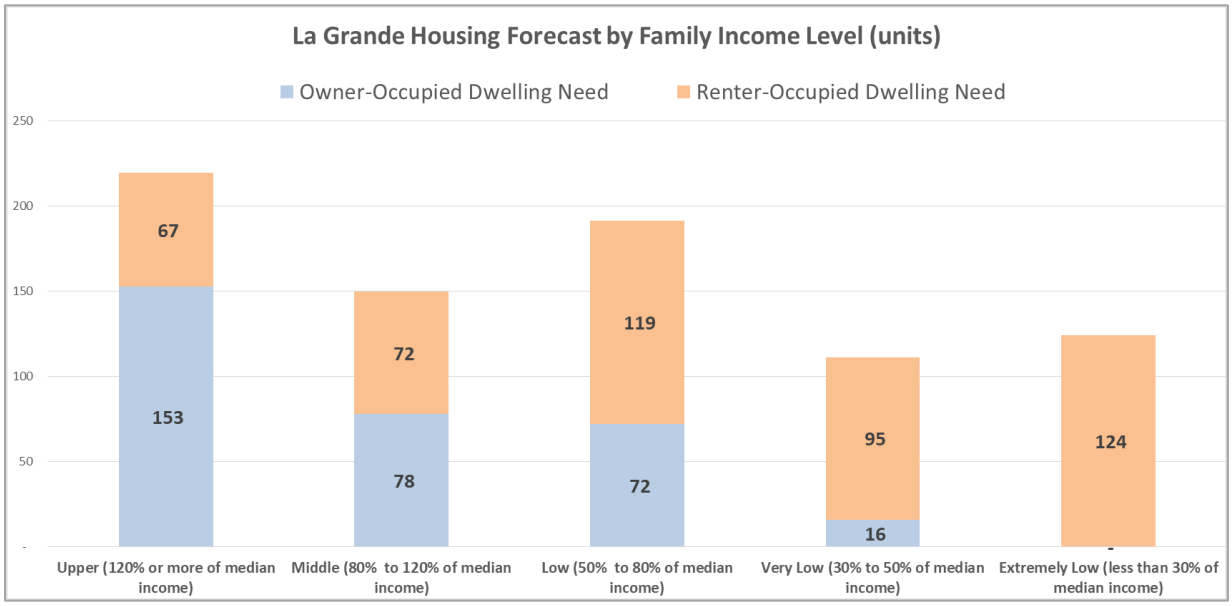
As indicated in **Exhibit 2.17** this new housing mix will include a lower share of single family detached housing than is currently in La Grande today, and a relatively greater share of townhomes/plexes and multifamily apartments.

Exhibit 2.17



The housing forecast takes into account median family income housing attainability levels that assume 30% of income is devoted to housing costs. As shown in **Exhibit 2.18**, this forecast results in a greater share of ownership housing for middle and upper income categories, and a larger share of renter housing for low, very low and extremely low income categories.

Exhibit 2.18



The owner-occupied housing that's suited to meet qualifying income levels is shown in **Exhibit 2.19.**

Exhibit 2.19

Family Income Level	Upper Range of Qualifying Income	Upper Range of Home Price*	Attainable Housing Products	Estimated Distribution of Owner-Occupied Units	Projected Owner-Occupied Units Needed
Upper (120% or more of median income)	N/A	$330,000 or more	Standard Homes	48%	153
Middle (80% to 120% of median income)	$66,580	$330,000	Small and Standard Homes, Townhomes	25%	78
Low (50% to 80% of median income)	$44,386	$264,000	Small Homes, Townhomes, Mfgd. Homes, Plexes	23%	72
Very Low (30% to 50% of median income)	$27,742	$164,400	Govt. Assisted	5%	15
Extremely Low (less than 30% of median income)	$16,645	$98,400	Govt. Assisted	0%	0
Total				**100%**	**318**

**Assumes 30% of income is used for mortgage payment, 20% downpayment, 6% interest, 30-year mortgage for middle and upper-income households, and 0% downpayment for lower-income households.*

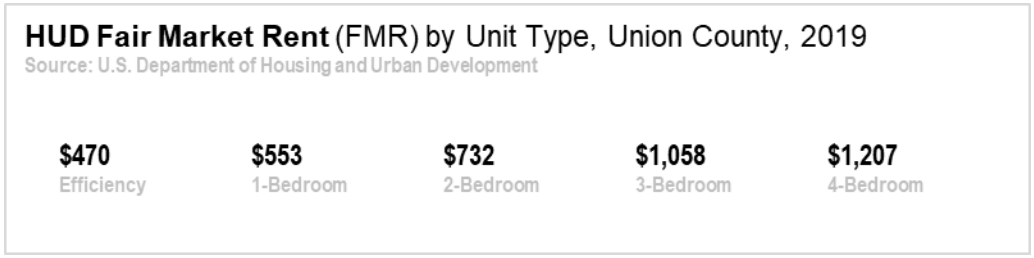
The rental housing forecast that's consistent with qualifying income levels is shown in **Exhibit 2.20**.

Exhibit 2.20

Family Income Level	Upper Range of Qualifying Income	Upper Range of Monthly Rent*	Attainable Housing Products	Estimated Distribution of Units	Renter-Occupied Units Needed
Upper (120% or more of median income)	N/A	$1,387 or more	Standard Homes, Townhomes	14%	67
Middle (80% to 120% of median income)	$66,580	$1,387	Small Homes, Townhomes, Apartments	15%	72
Low (50% to 80% of median income)	$44,386	$925	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.	25%	119
Very Low (30% to 50% of median income)	$27,742	$578	ADUs, Govt. Assisted Apts.	20%	95
Extremely Low (less than 30% of median income)	$16,645	$416	Govt. Assisted Apts.	26%	124
Total				**100%**	**477**

**Assumes 30% of income is used for rental payments. La Grande HNA Task 4 findings, June 2019.*

Currently, the fair market rents within Union County range from $470 for an efficiency (studio) unit to $1,207 for a four-bedroom unit.



Section III. Buildable Lands Inventory

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within the La Grande Urban Growth Boundary (UGB) has been created to determine that amount of land available to meet housing needs. The BLI analysis uses the most current Geographic Information Systems (GIS) data provided available for the La Grande UGB (specific GIS data sources are shown in **Exhibit 3.1**).

BUILDABLE LAND INVENTORY METHODOLOGY

The objective of the residential BLI is to determine the amount of developable land available for future residential housing development within the UGB. The steps taken to perform this analysis are as follows:

1. **Calculate gross acres** by plan designation, including classifications for fully vacant and partially-vacant parcels. This step entails "clipping" all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance that the review output is consistent with OAR 660-008-0005(2).

2. **Calculate gross buildable acres** by plan designation by subtracting land that is constrained from future development, such as such as existing public right-of-way, parks and open space, steep slopes, and floodplains.

3. **Calculate net buildable acres** by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.

4. **Determine total net buildable acres by plan designation** by taking into account potential redevelopment locations and mixed-use development opportunity areas.

Exhibit 3.1

Dataset Name	Type	Description	Source
City_Limits_La_Grande	GIS Layer	La Grande City Limits Boundary	City of La Grande
UGB_La_Grande	GIS Layer	Urban Growth Boundary for areas outside of La Grande city limits	City of La Grande
Urban_Renewal_Area_La_Grande	GIS Layer	Urban Renewal Areas for areas inside of La Grande city limits	City of La Grande
Zoning_La_Grande	GIS Layer	City of La Grande Zoning Designations	City of La Grande
Floodplain_2012	GIS Layer	FEMA 100-yr. Floodplains and Floodways	City of La Grande
Grande_Ronde_River_LaGrande	GIS Layer	Grand Ronde river corridor	City of La Grande
Riparian_Corridor	GIS Layer	Riparian corridors with buffers for stream and river features	City of La Grande
Geohazard	GIS Layer	Layer of geological hazards - steep slopes over 25%	City of La Grande
Taxlot	GIS Layer	Taxlots for City of La Grande and UGB.	Union County Assessor
tblAssessor	Tabular	Related table with valuation and property class coding data	Union County Assessor
OSIP 2017	GIS Service	Web service providing aerial imagery	Oregon-GEO[1]

1 - http://imagery.oregonexplorer.info/arcgis/services

The detailed steps used to create the land inventory are described below.

Residential Land Base

Residential Land Use Classifications

- Hillside Development (HD)
- Rural Residential (RR-1)
- Low-Density Residential (R-1)
- Medium-Density Residential (R-2)
- High Density Residential (R-3)
- Residential Professional (R-P)

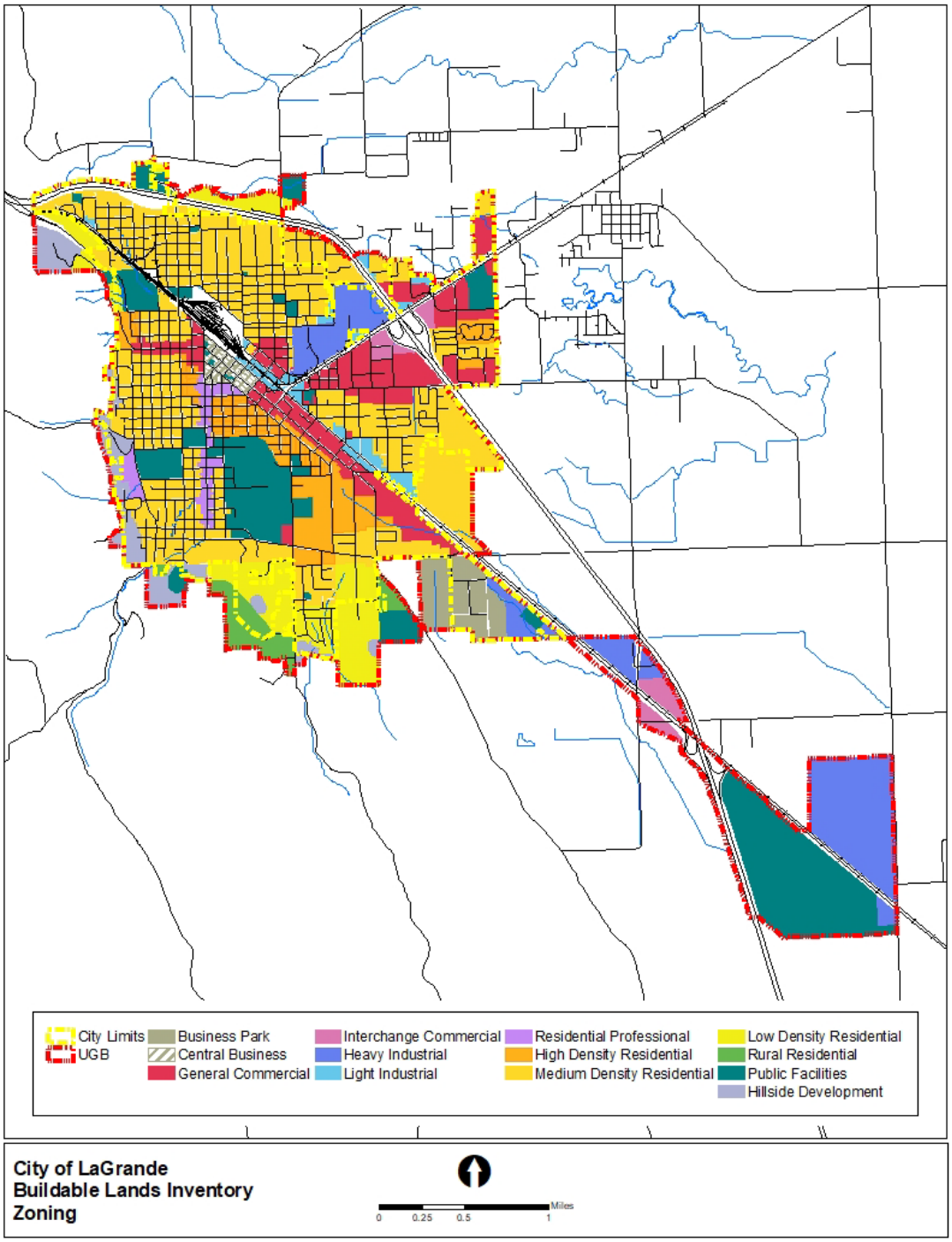
In addition, since commercial and mixed-use zone classifications allow housing development, the following commercial base zone classifications are included in the residential land base:

Commercial and Mixed-Use Land Use Classifications

- Central Business (CB)
- General Commercial (GC)

For analysis purposes, each of these classifications have been grouped into residential development categories that represent the expected level of development based on the housing types/densities that are permitted by the City (housing types must be permitted outright or by conditional development approval). This includes: low, medium and high density residential categories; as well as a commercial/mixed use category (which allows a mix of low, medium and high density housing).

Exhibit 3.2 City of La Grande Zoning Designations



Land Classifications

The next step includes classifying each tax lot (parcel) into one of the following categories.

Vacant land: Properties with no structures or have buildings with very little value. For purpose of the BLI, residential lands with improvement value less than $10,000 are considered vacant. These lands were also subjected to review using aerial photography; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part-vacant or developed.

Partially vacant land: Properties that are occupied by a use (e.g., a home or building structure with value over $10,000) but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and aerial photography. For lots with existing buildings, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part-vacant land inventory.

Vacant Undersized: Properties that are vacant or part-vacant with less than 3,000 sq. ft. of land area. This category is excluded from the vacant land inventory since these lots are not likely large enough to accommodate new housing units. However, it is possible that some may be suitable for accessory dwelling units (ADUs).

Developed & Non-Residential Land Base: Properties unlikely to yield additional residential development for one of two reasons: they possess existing building structures at densities that are unlikely to redevelop over the planning period; or they include parcels with Comprehensive Land Use Plan designations that do not permit housing development.

Public and Constrained (unbuildable) land: Properties which are regarded as unlikely to be developed because they are restricted by existing uses such as: public parks, schools, ballfields, roads and public right-of-way (ROW); common areas held by Home Owners Associations, cemeteries; and power substations. In cases where public-owned land does not fall into one of the above-mentioned categories and is planned or zoned to allow housing, those tax lots are included in the vacant or part-vacant residential land inventory.

These tax lot classifications were validated using aerial photos, building permit data, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

Development Constraints

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2). By definition, the BLI is intended to include land that is “suitable, available, and necessary for residential uses.”

“Buildable Land” includes residential designated land within the UGB, including vacant, part-vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for residential use unless the underlying zoning permits housing.

Land is considered to be “suitable and available” unless it:

- Is severely constrained by natural hazards as determined by the Statewide Planning Goal 7;
- Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
- Has slopes over 25 percent;
- Is within the 100-year flood plain; or
- Cannot be provided or served with public facilities (no land was identified in this category).

Based on state guidelines and data provided by the City of La Grande, the following constraints have been deducted from the residential lands inventory.

- Land within floodplains. This includes lands in flood-hazard areas (the 100-year floodplain).
- Land within Parks and Natural areas that are protected from future development.
- Land with slopes greater than 25%.

Exhibits 3.3-3.5 illustrate these types of “environmental” constraints.

Exhibit 3.3. Floodplains and Floodways

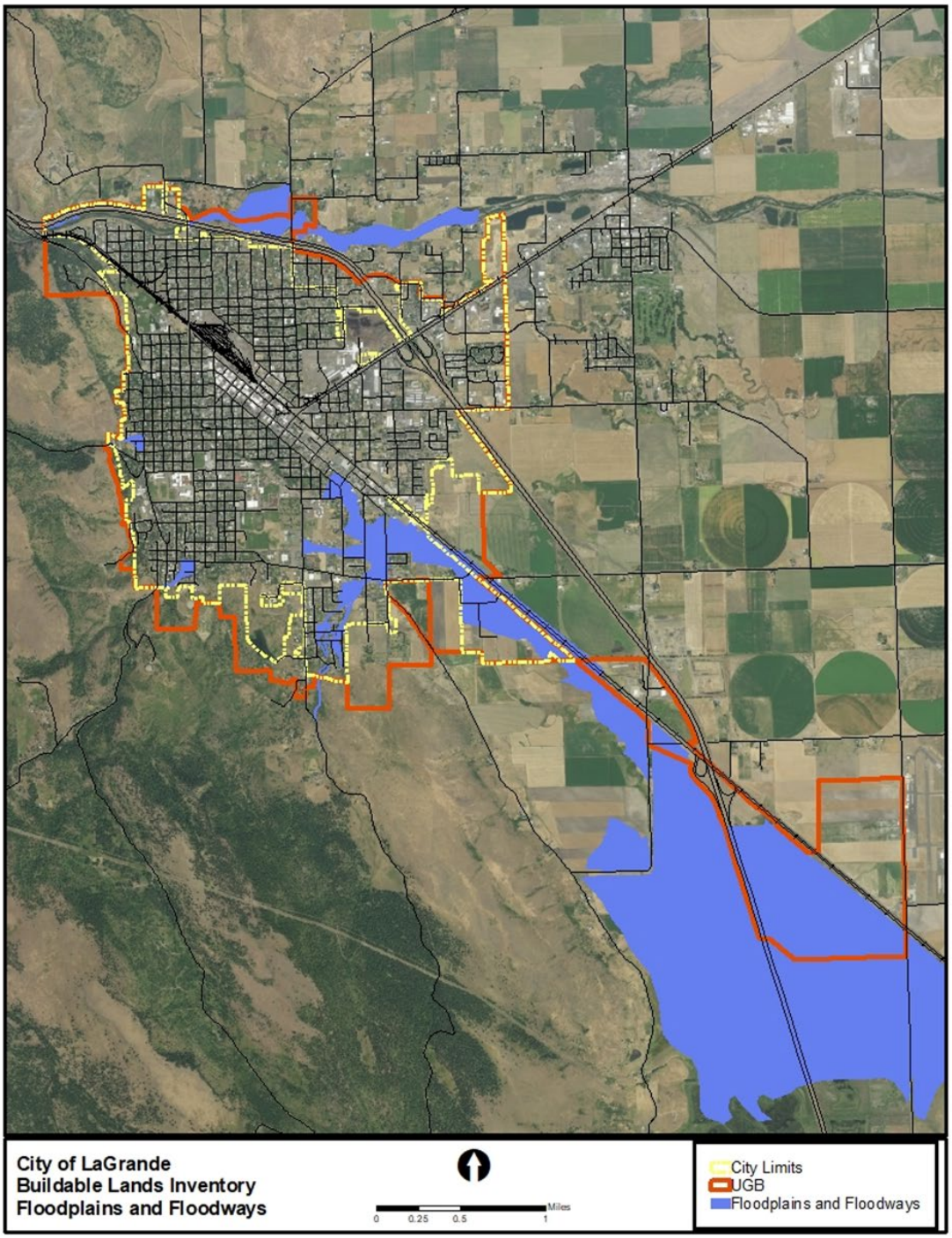


Exhibit 3.4. Steep Slopes

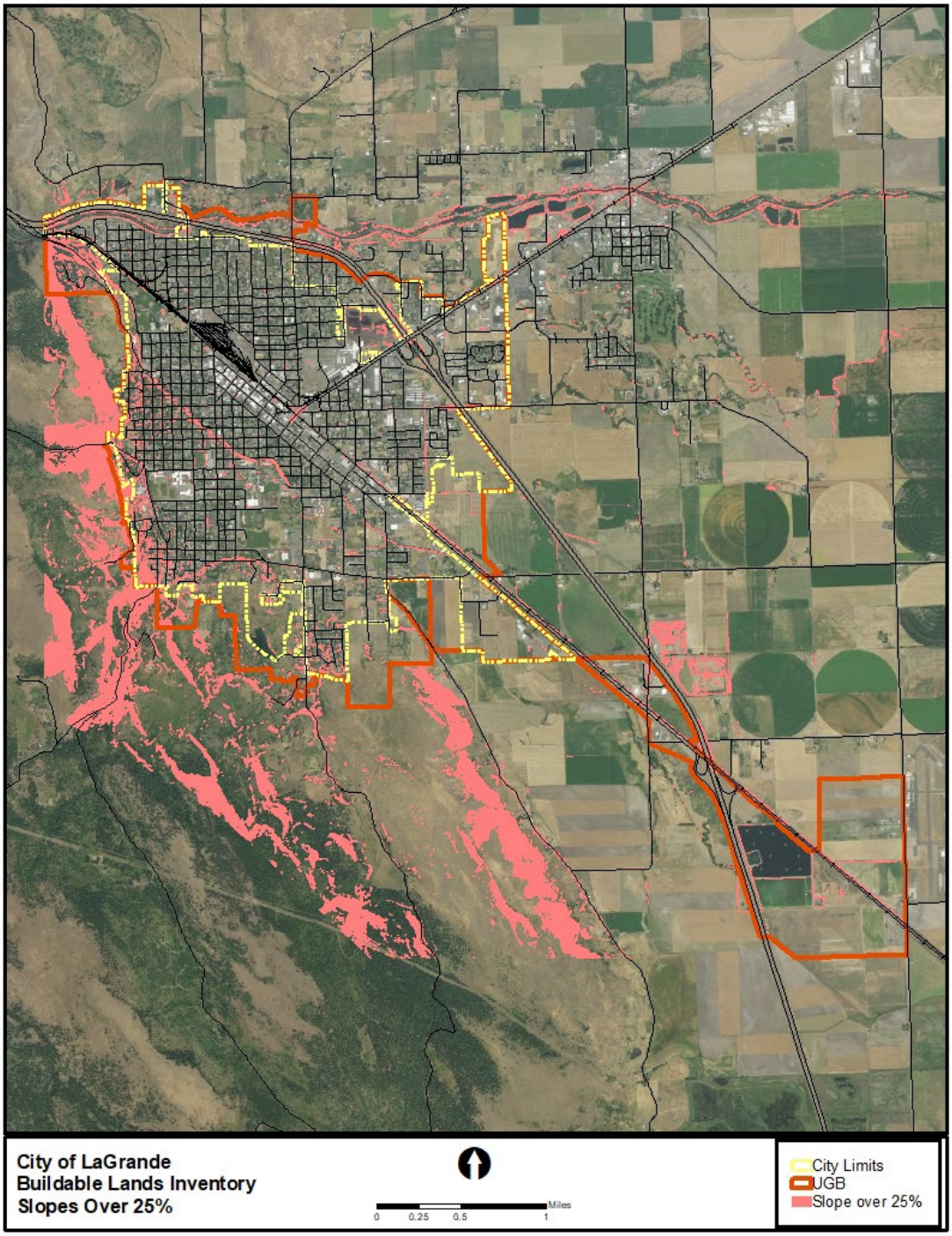
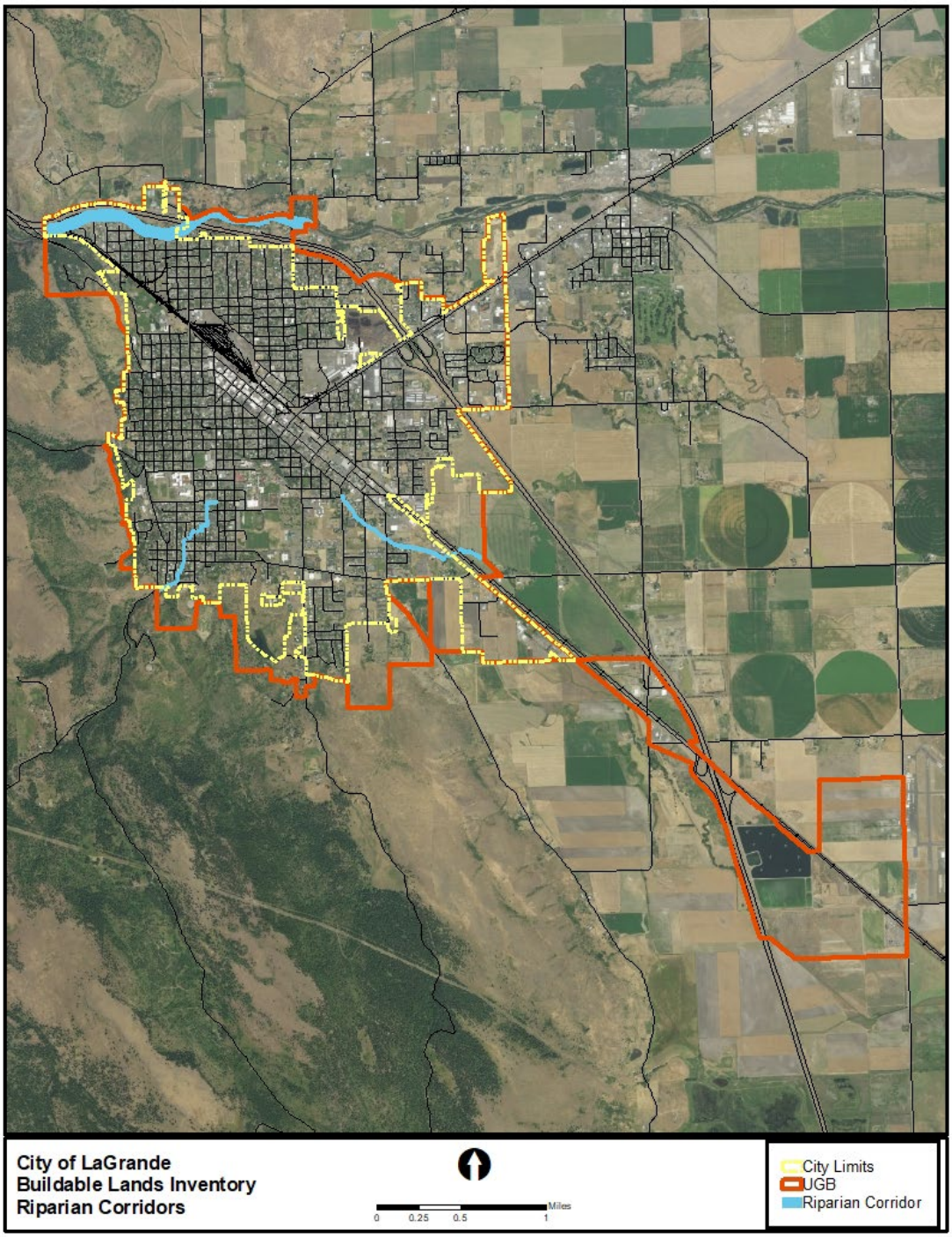


Exhibit 3.5. Riparian Corridors



RESIDENTIAL BUILDABLE LAND INVENTORY RESULTS

Land Base

As noted above, the residential land base for the BLI includes all tax lots in the UGB with residential, commercial and mixed-use land use designations. A summary of the land base by generalized plan designation is provided in **Exhibit 3.6**. The findings indicate that there are 4,973 tax lots in the land base with 2,118 gross acres.

Exhibit 3.6

Generalized Plan Designation	Number of Taxlots	Percent	Total Gross Acres	Percent
Low-Density Residential	410	8%	560	26%
Medium-Density Residential	3,252	65%	905	43%
High-Density Residential	532	11%	138	6%
Commercial/Mixed Use	779	16%	515	24%
Total	**4,973**	**100%**	**2,118**	**100%**

Source: City of La Grande; FCS GROUP.

Development Status

Before the deduction of environmental constraints, the residential land base has been classified by development status to estimate land that is "committed" and not likely to be developed for additional residential uses. These definitions include residential land that is developed, tax lots that exempt residential development, public-ownership, and public right-of-way[40], as described previously (results are summarized in **Exhibit 3.7**).

Exhibit 3.7

				Developed, non-residential and other constrained acres			
Generalized Plan Designation	Acres on Vacant Taxlots	Acres on Part-Vacant Taxlots	Total Vacant & Part-Vacant Acres	Developed or Non-Res Land Base	Public/ Unbuildable	Undersized (less than 3,000 SF)	Total Committed Acres
Low-Density Residential	243	47	290	264	6	0.10	271
Medium-Density Residential	189	19	208	688	9	0.31	697
High-Density Residential	12	3	15	113	9	0.31	122
Commercial/Mixed Use	12	2	14	478	23	0.07	501
Total	**456**	**71**	**527**	**1,544**	**46**	**1**	**1,591**

Source: City of La Grande GIS data, FCS GROUP analysis.

Buildable Land After Constraints and Public Facilities

The BLI methodology calculates the residential land base after accounting for the environmental constraints described previously. The findings indicate that out of a total of 2,118 gross acres, 1,591 acres are

[40] Includes right-of-way that is defined as a tax lot in the GIS database, which exempts residential development. This includes most major existing right-of-way which is excluded from the buildable land base.

committed (derived from **Exhibit 3.7**) and 44 acres are environmentally constrained (derived from **Exhibit 3.8**).

After allowing for future public facilities and future right-of-way, there are 370 net buildable acres within the residential vacant and part-vacant land inventory. The BLI includes 190 acres with low-density plan designations, 151 acres with medium-density designations, 14 acres with high-density designations and 14 acres in commercial and mixed-use designations (see **Exhibit 3.8**).

As noted above, approximately 87% of the buildable land inventory is classified as vacant and 13% is classified as partially vacant land.

Exhibit 3.8

Generalized Plan Designation	Total Acres	Committed Acres	Env. Constrained Acres	Buildable Acres	Less Future Public Facilities*	Net Buildable Acres
Low-Density Residential	560	271	36	254	63	190
Medium-Density Residential	905	697	7	202	50	151
High-Density Residential	138	122	1	14	-	14
Commercial/Mixed Use	515	501	0	14	-	14
Total	**2,118**	**1,591**	**44**	**484**	**114**	**370**

Source: City of La Grande GIS data, FCS GROUP analysis.

* assumes 25% of buildable low and medium densitiy land area is utilized for future public facilities.

Commercial and Mixed-Use Land Assumptions

It should be noted that all vacant and part-vacant commercial and mixed-use land (14 acres in total) is reflected in the table above. This land was included because housing development is a permitted use (i.e. it is allowed on upper floors only) on land with commercial and mixed-use zoning. However, since most commercial and mixed-use zoned land area will be developed for non-residential use (e.g., retail, services, office, etc.), it is assumed by the City of La Grande that only 1% of the commercial and mixed-use land area will be developed as housing over the next 20 years. That assumption will be reflected in the "Residential BLI Results" section of this report below.

Redevelopment Areas

The combination of vacant, part-vacant and redevelopable land area for the residential and commercial/mixed use classifications results in the total La Grande residential buildable land inventory. As shown in **Exhibit 3.9** this is primarily made up of 191.1 acres of low-density land (190.4 acres of vacant land and 0.8 acres of redevelopable land); 151.9 acres of medium-density land (151.2 acres of vacant and 0.7 acres of redevelopable land); and 14.5 acres of high-density land (14.3 acres of vacant and 0.2 acres of redevelopable land).

The commercial and mixed-use land area expected for housing includes 0.2 acres (13.9 acres of vacant land plus 4.5 acres of redevelopment land multiplied by the 1% housing conversion factor). The sum of all categories provides 357.7 acres of buildable residential land within the La Grande UGB.

Exhibit 3.9

Land Classification	Vacant & Part Vacant	Redevelopable Land	Housing Development Factor*	Total Buildable Residential Land
Low Density	190.4	0.8	100%	191.1
Medium Density	151.2	0.7	100%	151.9
High Density	14.3	0.2	100%	14.5
Commercial and Mixed Use	13.9	4.5	1%	0.2
Grand Total	**370**	**6.2**	**-**	**357.7**

Source: derived from prior tables using City of La Grande GIS data.

*Assumes a 3% housing redevelopment rate per City Staff.

Exhibits 3.10 and 3.11 illustrate the buildable vacant and partially vacant buildable land areas for the residential and commercial/mixed-use land base within the La Grande UGB.

Exhibit 3.10

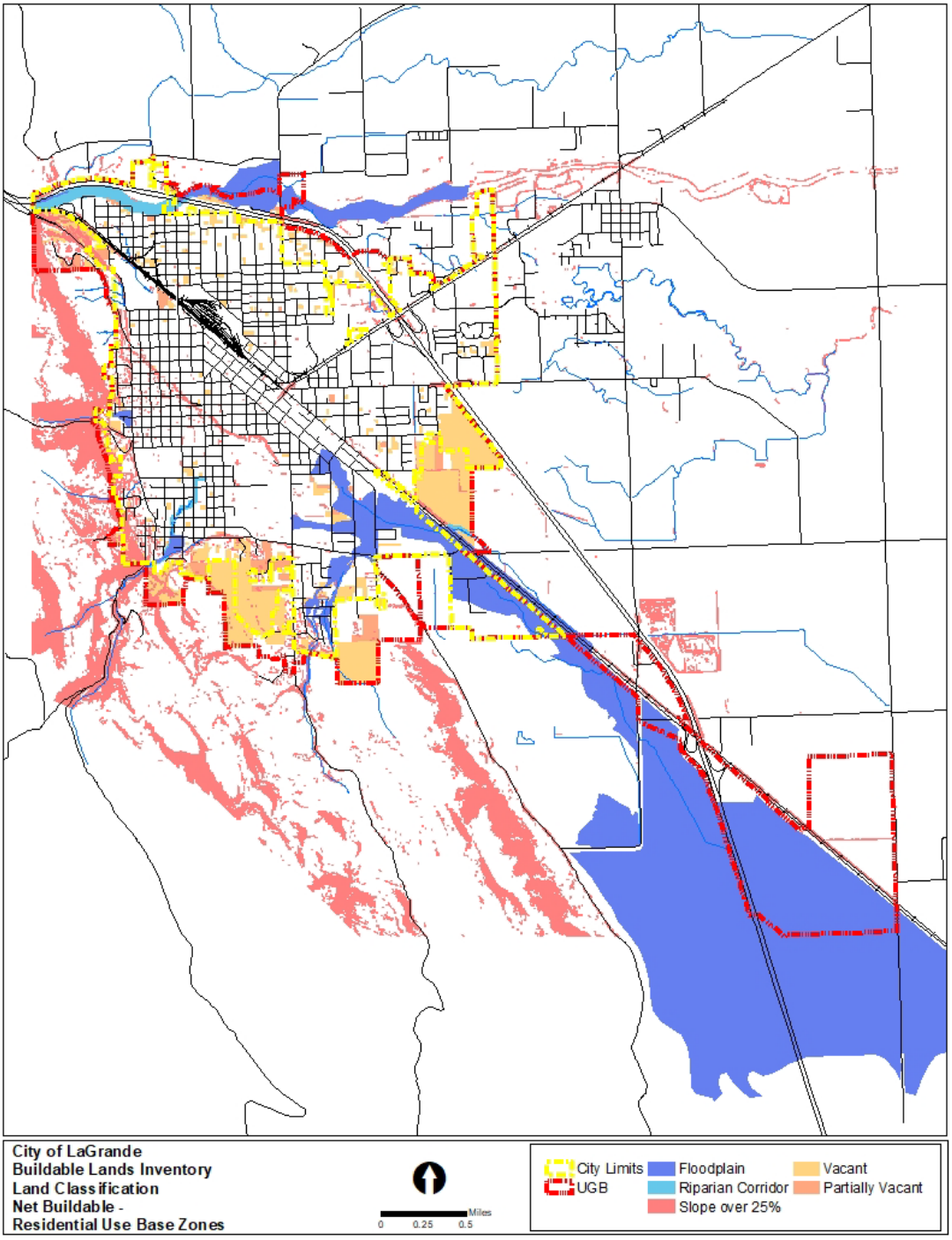
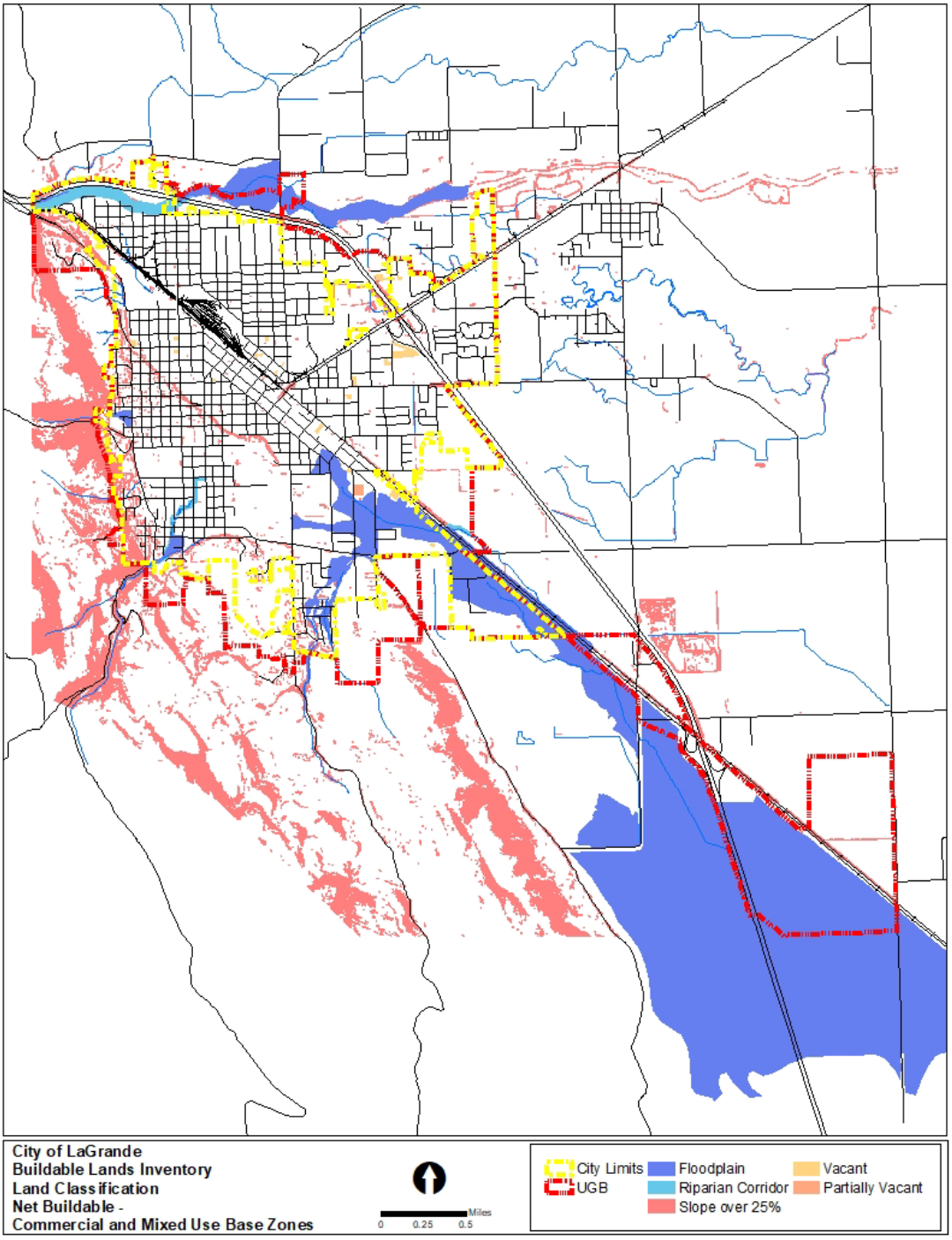

City of LaGrande
Buildable Lands Inventory
Land Classification
Net Buildable -
Residential Use Base Zones
0
0.25
0.5
Miles
City Limits
UGB
Floodplain
Riparian Corridor
Slope over 25%
Vacant
Partially Vacant

Exhibit 3.11


City of LaGrande
Buildable Lands Inventory
Land Classification
Net Buildable -
Commercial and Mixed Use Base Zones
0
0.25
0.5
Miles
City Limits
UGB
Floodplain
Riparian Corridor
Slope over 25%
Vacant
Partially Vacant

Section IV. Land Sufficiency Analysis

This section provides an estimate of residential development capacity (measured in new dwelling units) and an estimate of La Grande's ability to accommodate needed new housing units for the 2019 to 2039 period, based on the analysis in the housing needs.

A comparison of 20-year residential land needs (demand) is made relative to the residential buildable land inventory. This provides a means of reconciling housing land demand with buildable land supply within the La Grande UGB. The evaluation of UGB land requirements to accommodate the planned housing need included three steps.

Step 1 included a determination of the total number of dwelling units by general land use types including low-, medium-, high-density housing types as well as manufactured homes (see Section 2).

Step 2 considered the amount of land required to address this housing demand based on the expected average development density assumptions for zoning designations for each general housing type (see **Exhibit 4.1**).

Step 3 included a comparison between the land need determined in Step 2 to the residential buildable land inventory presented in Section 3 of the HNA.

Housing Needs

As discussed in Section 2, the forecasted housing mix for La Grande includes 795 housing units. This results in net new housing development as follows:

- Low density: 436 dwellings (including standard and small lot single family detached housing and manufactured housing units)
- Medium density: 159 dwellings (includes townhomes, plexes and group quarters units)
- High density: 200 dwellings (includes apartments and condominiums with 5+ units per structure)

Residential Land Needs

The second step in the reconciliation of land needs estimated the amount of net buildable land area required to address the housing growth forecast. This step applied average expected levels of density (dwellings per acre) to each of the general residential development categories listed in Step 1 to arrive at a total residential land need forecast.

Exhibit 4.1. La Grande Residential Classifications and Density Assumptions

Relative Housing Density	Housing Types	Local Zoning Classifications	Allowed Minimum Density (DU per acre or sq. ft.)	Expected Avg. Density (DU per acre)
Low Density 	Single family detached	HD (Hillside Residential), R-1, RR-1 (Rural Residential)	1 – 7.3 per acre	1 – 7.3 (4 avg.)
Medium Density 	Small lot single family, townhomes, plexes, cottages	R-2, R-P (Residential Professional)	5,000 Sq. ft.	7 (avg.)
High Density 	Apartments, condos	R-3	5,000 Sq. ft.	14 (avg.)
Commercial and Mixed Use 	Apartments or condos with commercial	CB (Central Business), GC (General Commercial)	N/A	14 (avg.)

UGB Sufficiency Analysis

As shown in **Exhibit 4.2**, the forecasted housing need (795 dwelling units) is expected to require 146 acres of buildable land area. Since the current UGB includes 358 acres, there is an overall residential land surplus of 212 acres at this time.

The BLI findings indicate that the existing amount of vacant and redevelopable land within the La Grande UGB is generally sufficient to accommodate planned 20-year housing needs.

However, when you consider land needs for high density housing (primarily apartments) there is expected to be no remaining surplus of high density land supply after 20 years. This finding indicates that based on analysis of projected incomes and housing costs, La Grande will need to look for opportunities to rezone surplus lower density residential land to high density residential land, where appropriate.

Exhibit 4.2

Reconciliation of Residential Land Need, La Grande UGB

	Recommended Forecast
Net New Dwellings/Units	**Hybrid**
Low Density*	436
Medium Density**	159
High Density***	200
Total	**795**
Land Need (net acres)	
Low Density*	109
Medium Density**	23
High Density***	14
Total	**146**
Buildable Land Inventory (net acres)	
Low Density*	191
Medium Density**	152
High Density***	14
Commercial/Mixed Use	0
Total	**358**
UGB Land Surplus/Deficit (net acres)	
Low Density*	82
Medium Density**	129
High Density***	0
Commercial/Mixed Use	0
Total	**212**
Adequacy of UGB to meet housing need	adequate

* Includes detached units and mobile homes.
** Includes townhomes, plexes and group quarters.
*** Includes multifamily structures with 5+ units.

Section V. Findings and Recommendations

As mentioned previously, La Grande's population growth over the next 20 years will result in new households that will require additional housing.

Key Findings

Key findings of the housing needs analysis are:

- La Grande's population is forecast to grow at 0.45% per year over the next two decades, adding more than 1,392 new residents.
- Population growth will require the addition of 795 new dwelling units over the next 20 years.
- About 42% of the future housing need will consist of single family detached housing, 45% will be a mix of plexes, townhomes and apartments; and 13% will be comprised of manufactured housing and other housing types.
- The share of low-income households in La Grande (those making 80% or less of the median family income level for Union County) is represented by over 1 in 2 households.
- Almost 1 in 4 renter households are severely rent burdened with over 50% of their income going towards monthly housing costs.
- La Grande has an existing 6 month wait list for affordable housing, and vary low (less than 5% vacancy rate) for quality market-rate rental apartments.
- The results of the housing needs analysis indicates that the current UGB is sufficient to accommodate future housing needs.
- Based on an analysis of projected incomes and housing costs, La Grande will need to look for opportunities to rezone surplus lower density residential land to high density residential land, where appropriate

Housing Policy Recommendations

As part of the HNA process, FCS GROUP met with City staff and the HNA Advisory Committee to discuss potential housing policies that cities throughout Oregon have implemented to address various housing issues, which are summarized in OAR 660-038-0190(5) measures to accommodate needed housing in the UGB. In addition, the findings contained in the Oregon DLCD workbook titled "Housing and U" was also discussed.

The purpose of the draft housing element comprehensive plan amendments is to strengthen and renew the City of La Grande's intention to help foster development of a wide variety of housing to meet the needs of the community. The following recommendations are intended to supplement or replace the existing housing policies in the comprehensive plan.

New Housing Goal

To encourage the development of a variety of housing types to meet the needs and desires of the community, and assure that residents of La Grande have the opportunity to live in safe and sanitary housing at a reasonable cost.

New Housing Strategies

Strategy 1: Increase Opportunities for Multifamily Development

- Consider opportunities to rezone surplus lower-density residential land to high-density residential land, where appropriate
- Explore Opportunity Zone investments that include housing component
- Support policies that could utilize urban renewal funding grants or loans to leverage private investment of multiuse housing developments within downtown
- Encourage higher density development around existing and proposed major commercial areas and near Eastern Oregon University campus

Strategy 2: Develop Affordable Housing

- Identify public-owned properties that could be used for affordable housing
- Partner with nonprofits to leverage local, state and federal grants and Opportunity Zone investments to develop affordable housing
- Utilize urban renewal funding or financing to help leverage downtown housing redevelopment
- Consider deferrals or waivers of SDCs for affordable housing developments
- Create a limited year tax abatement program for development of affordable and market-rate multifamily housing
- Encourage the provision of separate water meters for townhomes and plexes
- Continue to support subsidized water/sewer utility charges for qualifying households

Strategy 3: Enhance Condition of Existing Housing Stock

- Explore creation of a limited year tax abatement program that promotes redevelopment of existing housing stock throughout the city

Strategy 4: Support Measures that Increase Housing Capacity

- Residential development in most areas of the city should be planned at a density of between 5 and 24 units per acre
- Encourage Planned Unit Developments that optimize number of dwelling units
- Reevaluate neighborhood street design standards, amenities and other requirements for Planned Unit Developments to help enhance development feasibility

- Work with federal agencies to revise FEMA floodplain maps

Strategy 5: Address Severe Rent Burdens

- Encourage installation of separate water meters for 2-4 unit plexes
- Continue to provide affordable water/sewer rates for low income households
- Monitor annually the % of severely rent burdened households
- Monitor annually the number of total housing units, regulated affordable units, multifamily units, regulated affordable multifamily units and single family units, and regulated affordable single family units

GLOSSARY

Accessory Dwelling Unit (ADU): A small living space located on the same lot as a single-family house.

Buildable Lands Inventory (BLI): An assessment of the capacity of land within the city's Urban Growth Boundary to accommodate forecasted housing and employment needs.

Buildable Residential Land: Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

Constrained land: Land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

Cost Burdened: Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

Cottages: Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

Density: Defined by the number of housing units on one acre of land.

Development density: Expected number of dwelling units (per acre) based on current zoning designations.

Family: A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

High Density: Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condos.

Housing Needs Analysis (HNA): The Housing Needs Analysis consists of four distinct reports that analyze the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand going into 2040.

Housing Unit (or Dwelling Unit): A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

Household: Consists of all people that occupy a housing unit.

HUD: Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

Low Density: Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single-family detached homes.

Manufactured Housing: is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at least 320 square feet in size, usually with a permanent chassis to assure the initial and continued transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

Manufactured Home Park (or manufactured home park): a local zoning designation that is specifically intended to address demand for this housing type. OAR chapter 813, division 007 is adopted to implement section 9, chapter 816, Oregon Laws 2009, and sections 2, 3 and 4, chapter 619, Oregon Laws 2005, as amended by sections 10 to 12, chapter 816, Oregon Laws 2009, and sections 19, and 21, chapter 503, Oregon Laws 2011 for the purpose of regulating manufactured dwelling parks.

Median Family Income (MFI): The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

Medium Density: Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

Mixed Use: Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

Multi-Family Housing: Stacked flats in a single buildings or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

Oregon Administrative Rules (OAR): Administrative Rules are created by most agencies and some boards and commissions to implement and interpret their statutory authority (ORS 183.310(9)). Agencies may adopt, amend, repeal or renumber rules, permanently or temporarily. Every OAR uses the same numbering sequence of a three-digit chapter number followed by a three-digit division number and a four-digit rule number. For example, Oregon Administrative Rules, chapter 166, division 500, rule 0020 is cited as OAR 166-500-0020. (oregon.gov)

Part-vacant land: Unconstrained land that has some existing development but can be subdivided to allow for additional residential development.

Plexes and Apartments: Multiple units inside one structure on a single lot. Usually each unit has its own entry.

Seasonal dwellings: These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone’s usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

Severely Cost Burdened: Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

Single Family Attached: Dwelling units that are duplexes without a subdividing property line between the two to four housing units. “Attached” duplexes require a single building permit for both dwelling units. The “attached” units would be addressed with one numerical street address for the overall structure with separate alpha-numeric unit numbers for each dwelling.

Single Family Detached: Free standing residential building**,** unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

Townhome (also known as duplexes, rowhouse, etc.): Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

Urban Growth Boundary (UGB): Under Oregon law, each of the state’s cities and metropolitan areas has created an urban growth boundary around its perimeter – a land use planning line to control urban expansion onto farm and forest lands.

Vacant housing unit: A housing unit is vacant if no one is living in it at the time of enumeration, unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

Vacant land: Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.

Statewide Planning Goal 11 - Public Facilities and Services

I. Introduction

The City of La Grande's Public Facilities Plan presents and directs the management of existing public facilities, as well as the design and implementation of future public facilities for the 20 year planning period. This Public Facilities Plan constitutes the public facilities and services element of the City of La Grande's Comprehensive Plan, and satisfies the requirements of Statewide Planning Goal 11 Public Facilities and Services.

The City of La Grande is located in northeastern Oregon's Union County, near the Umatilla National Forest and at the western entrance to the Grande Ronde Valley. The La Grande area is known for its striking landscape and outdoor recreational opportunities. According to the year 2000 Portland State University (PSU) estimate, the City has a population of 13,015, 14,015 including the City's Urban Growth Boundary (UGB). The facilities outlined in the Master Plan have been designed to be consistent with the population forecasts in the City's Comprehensive Plan. While La Grande is a close knit community, the City also has close ties with nearby Island City, which abuts La Grande's UGB. Located on Interstate 84, approximately 55 miles southeast of Pendleton, Oregon and 44 miles northwest of Baker City, Oregon, the City provides a variety of shopping, residential, recreational and employment opportunities within its Urban Growth Boundary and for residents of the surrounding area. Eastern Oregon University, one of eight public, four year colleges and universities in Oregon, is located in La Grande. The majority of non-agricultural jobs are concentrated in the industrial/manufacturing sector, the wholesale and retail sector, and the service sector. The rate of unemployment in La Grande is relatively low, thereby contributing to the area's stable economy.

A. Sources of Information

The sources of information that were used in this Public Facilities Plan include: The City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande, Anderson Perry & Associates, Inc.; City of La Grande, Oregon 1998 Water System Master Plan, Anderson Perry & Associates, Inc.; City of La Grande 1983 (1999 revised) Comprehensive Plan; The September 1999 La Grande/Island City Transportation System Plan by McKeever/Morris, Inc., and David Evans and Associates, Inc.; The City of La Grande, Oregon 1998 Surface Water Management Plan by Anderson Perry & Associates, Inc.; The City of La Grande, Oregon 1998 Wastewater Facilities Plan by Anderson Perry & Associates, Inc.; La Grande Storm Sewer System Development Charge, Ordinance Number 2974, Series 2001; La Grande Ordinance 2708, Series 1985; La Grande Resolution Number 4155, Series 1992; La Grande Resolution Number 4356, Series 2000; La Grande Resolution Number 4339, Series 2000; La Grande Resolution Number 4338, Series 2000; The Department of Land Conservation and Development's (DLCD) Oregon Administrative Rules Chapter 660 Compilation, 1998 Edition; and Oregon's Statewide Planning Goals & Guidelines, 1995 Edition.

B. Policy Statements

In the Statewide Planning Goals for the State of Oregon, the purpose of Goal 11 Public Facilities and Services is to "plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." The Public Facilities Plan complies with Statewide Planning Goal 11.

In Division 11, Public Facilities Planning, of DLCD's Oregon Administrative Rules Chapter 600, 1998 Edition, a "Public Facilities Plan" is described as being a "support document or documents to a comprehensive plan. The public facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans within an urban growth boundary containing a population greater than 2,500. Certain elements of the Public Facility Plan shall be adopted as part of the comprehensive plan as specified in OAR 660-11-045." Please refer to Section 660-11-0005 of DLCD's Oregon Administrative Rules Chapter 600, 1998 Edition, for definitions (2) through (10) of the required systems and terms for a public facilities plan. Section 660-11-0010 of the same State of Oregon document lists the required items that must be included in a Public Facilities Plan.

The following are a list of policies to be incorporated into the City's Comprehensive Plan.

1. The City of La Grande will continue to provide and maintain urban services (water, sewer, storm drainage, services and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area prior to or concurrent with development and following annexation.

2. The City will require urban development to be served by urban services.

3. That the capacity for supplying sewer and water service not be so committed to development outside the City Limits that development within the City Limits is limited.

4. That municipal services will not be planned for nor provided outside of the Urban Growth Boundary (UGB) with the following exceptions: 1) The industrial park northeast of Island City; 2) Land designed for industrial uses near the La Grande Airport; and 3) Water or sewer services provided by agreement with the City of Island City or the Island City Area Sanitation District.

5. The City will prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.

6. That underground installation of utilities be encouraged on all new development.

7. The City will coordinate the extension of public services with other service providers, including Union County, La Grande School District 1 and other utility service providers.

8. The City will ensure that no new wastewater facilities, included constructed wetlands, will be located within a 5,000 lineal foot radius of the Union County Airport or within 10,000 lineal feet unless the appropriate bird strike hazard study is completed and approved.

9. The City will adopt, periodically review and update long range master plans for its water, sewer, storm drainage and transportation systems.

10. The City will comply with state and federal regulations for utility systems.

11. That the cost for public services and street improvements for land being converted to urban uses be borne by the developer.

12. The City will monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.

13. The City will establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.

14. The City will maintain a 5 year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.

15. The City will protect its water supply by: establishing wellhead protection measures; working with landowners and managers for protection of water sources; adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage and transportation infrastructure.

16. The City will establish standards for storm drainage detention and management facilities and encourage wherever feasible natural storm drainage management techniques, such as detention basins, landscaping, retention ponds and natural drainage ways.

17. The City will take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.

18. The City shall continue to regulate solid waste removal in the La Grande area through franchise agreement.

19. The City shall cooperate and facilitate the operation of a landfill site for solid waste as necessary with Union County and the landfill operator.

20. The City will cooperate with the Oregon Department of Transportation in implementing its improvement program.

21. In order to comply with the 1999 Oregon Highway Plan, the City will apply the Access Management Standards as presented in Appendix C to its transportation system wherever necessary.

22. The City will comply with Policy 1F, Highway Mobility Standards, of the 1999 Oregon Highway Plan which states: “It is the policy of the State of Oregon to use highway mobility standards to maintain acceptable and reliable levels of mobility on the state highway system. These standards shall be used for: Identifying state highway mobility performance expectations for planning and plan implementation; Evaluating the impacts on the state highways of amendments to transportation plans, acknowledged comprehensive plans and

land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-060); and Guiding operations decisions such as managing access and traffic control systems to maintain acceptable highway performance.

23. The City of La Grande supports the operation and development of the La Grande – Union County Airport as set forth in the Airport Master Plan Update of July, 1998. Should the La Grande Urban Growth Boundary be expanded in the future to territory beneath the Airport's imaginary surfaces, the City will take steps to comply with OAR 660, Division 13 (Airport Planning).

24. The City shall require all new industrial users to submit projections for water demands and flow, and wastewater demands, flows, and strengths. The City will evaluate the projections to determine if the industrial use proposes to use large quantities of water, to generate large quantities of wastewater, and/or to generate high strength wastewater. The City will require a detailed analysis if the water projections or wastewater projections exceed the assumptions set forth in the "2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande" by more than 50 percent, or if the projected wastewater strengths exceed the discharge strengths set forth in the current "La Grande Sewer Service Rate Ordinance."

C. Service Agreements

The City of La Grande provides cost efficient sewer and water service to its residents, and maintains several service agreements with neighboring areas and businesses. For disposal of the City's solid waste, La Grande has a franchise with City Garbage Collectors for both residential and commercial operations. Both the City and the franchise holders operate within Union County's Solid Waste Service District. The present sanitary sewer collection system serves the entire City and UGB, as well as the Island City Area Sanitation District (ICASD). Treatment of the ICASD sewage is provided at the City of La Grande's upgraded Wastewater Treatment Plant by way of agreement which establishes treatment rates and flows, or approximately 10 percent of the total operating costs. In addition, while the City provides water service for community members inside the City Limits and UGB, it also serves the Baum Industrial Park and the Airport Industrial Park. The City receives its electric service from the Oregon Trail Electric Cooperative. All Urban Service Agreements with the aforementioned municipalities were recently reviewed and it was therefore concluded that there is no need to revise or change the agreements at this time.

II Water System

A. Sources

The City's existing water supply system consists of five wells: two basalt wells and three alluvial wells. The water from the five wells is described as being of good quality, although taste and odor problems have been repeatedly reported as occurring in the distribution system. The problems with the taste and odor of the water may be caused by bacteriological growth within the distribution system; however, these claims have not been scientifically substantiated. La Grande's water supply includes the following sources and areas to which the City holds the water rights.

Beaver Creek Watershed. In the Fall of 1992, the Beaver Creek Watershed water supply was placed into a reserved status after completion of the La Grande Twelfth Street Well pumping station. The reason for placing the Beaver Creek Watershed in reserve status was to bring it into compliance with the Safe Drinking Water Act, which requires this water supply source to have some type of filtration system prior to being incorporated into the jurisdiction's water system. The City of La Grande has entered into an agreement with the U.S. Forest Service concerning the Beaver Creek Watershed and its reserved status. Since 1992, the City has occasionally utilized the reserved watershed for the purpose of running a slow sand filter pilot study, as well as for other related demonstrations. According to the City's 1998 Water System Master Plan, the City has proceeded to maintain and protect its physical improvements in the watershed. Continued debate concerning the watershed has occurred as the U.S. Forest Service has developed its comprehensive plan for the watershed considering fire suppression and logging in the watershed. As a result, there will be ongoing discussions as protection and use of the watershed is further reviewed.

Wells. The City's present water supply consists of five (5) operational wells. Two (2) of these wells are comprised of deep basalt and are known as the Second Street and "H" Avenue Well, and the Twelfth Street Well. The other three (3) wells are alluvial wells and are known as the Gekeler Well, the Island City Well and the Highway 30 Well. Please refer to Figure U8-2 in the 1998 Master Plan Update for the location of these wells. As mentioned above, the water quality of the wells has typically been described as good.

- Second Street and "H" Avenue Well. This Well has been a primary water source for the City since 1984 when it was placed into operation. When the Well was placed into operation in 1984, it had a shut-in artesian pressure of 72 psi and an artesian flow of approximately 2,000 gallons per minute. As the water has gradually been withdrawn from the Well, the shut-in pressure of the Well has decreased, thereby reducing the flow from the Well. In 1997, the shut-in pressure from the Well dropped to 29 psi, and rose slightly to 31 psi in 2001. This is an indication that the static water level may be stabilizing. However, it is much too early to determine whether this trend will continue. It was concluded in the 1998 Water System Master Plan that continued reliance on this Well as a primary water source cannot proceed, as water is being removed from the aquifer at a greater rate than it is being replenished. Therefore, it has since been recommended that the City limit its use of this well and establish a withdrawal rate that can be sustained by natural recharge of the aquifer.

- Twelfth Street Well. Constructed in 1991, this Well is located to the west of Twelfth Street and north of Gekeler Lane. The Twelfth Street Well has a depth of 2,436 feet and is constructed in the deep basalt aquifer that lies underneath the City. At the time the Well was constructed it had an artesian flow of 2,600 gallons per minute and a shut-in pressure of 72½ psi. The overall quality of the water is very good; however, there have been instances when a hydrogen sulfide odor is detectable. The Well has been used as a primary water supply source since it became operational in 1992. The Twelfth Street Well has experienced a moderate decline in the artesian shut-in pressure, similar to that observed in the Second Street and "H" Avenue Well. In 1997 the Well's shut-in pressure changed from 72½ psi to 53 psi; a year later the recorded shut-in pressure was 55 psi. It is too early to determine if the static water level will stabilize near 48 psi or continue to decline.

While the decline in the shut-in pressure of the Twelfth Street Well is not as dramatic as the one observed in the Second Street and "H" Avenue Well, it is clear that continued reliance on these two basalt wells as primary water supply sources for the City is not possible due to the fact that the water being removed from the aquifer is occurring at a faster rate than it is being replaced.

- Gekeler Well. This Well has a pumping capacity of approximately 1,350 gallons per minute with good water quality.

- Island City Well. The Island City Well is an alluvial well and has a pumping capacity of approximately 1,400 gallons per minute. Although this Well is reliable, it creates water quality problems when it is turned off for extended periods of time. When the Well is fully operational, water quality problems do not exist.

- Highway 30 Well. The Highway 30 Well and pump station was completed and brought on-line in the Fall of 2000. It is a 550 foot deep alluvial well, equipped with a 250 Hp pump and motor which produces 1,850 GPM. A 12" transmission line connects this Well to the 16" transmission line, which is located along Highway 30. The City reports that the water quality from this Well is good.

- Other Wells. "As outlined in the 1990 Master Plan (City of La Grande), there are two (2) other City-owned basalt wells located near the City Shops. The status of these wells is the same as existed in the 1990 Master Plan. These wells have not been utilized for a number of years. Additionally, Railroad Well Number 2, which was once used by the City, is currently not available to the City because the Union Pacific Railroad now has full jurisdiction over this well." (1998 City of La Grande Water System Master Plan, Anderson Perry & Associates)

B. Disinfection System

In 1995, the City installed hypochlorinators on each of the water sources and at the booster pump station which pumps up to the 8 MG reservoir, in order to maintain a chlorine residual within the distribution system. A process of chlorination has also been utilized in order to help reduce the periodic bacterial problems in the distribution system and to minimize water quality complaints among system users. Water quality tests from each of the wells have not revealed any water quality problems from the actual water sources.

C. Storage System

There are three reservoirs located in various parts of La Grande that provide storage for the City's water; two are currently operational, while the remaining reservoir is not in use at the present time. The two reservoirs that are currently being used are: the 8 MG high level reservoir, constructed in 1968, and the 3.5 MG low level reservoir, constructed in the 1930s. The third reservoir, which is presently not in use, is a 0.5 MG underground tank that is located in the City's Public Works shop facility.

High Level Reservoir. The high level reservoir has a capacity of 8 million gallons, thereby allowing it to serve as the City's major storage reservoir. In the 1990 City of La Grande Water

System Master Plan, the City Staff reported this reservoir as being in excellent condition and requiring only periodic cleaning on the maintenance schedule. The high level 8 MG reservoir was ideally located when the City was using the Beaver Creek water supply system. However, since the watershed has been put in reserve status, the 8 MG reservoir piping has been reconfigured in order to receive all of its water from two 1,000 gpm booster pumps located at the 3.5 MG reservoir. The 8 MG reservoir is situated at a relatively high elevation, thereby requiring excessive electrical energy to operate the pumps in order to get the well water into the reservoir. When water flows out of the 8 MG reservoir a large amount of energy is wasted through the pressure reducing stations. This wasted energy certainly contributes to higher than desirable operating costs. Yet, the 8 MG reservoir is very important to the City's water system as it provides the majority of the emergency and fire storage for the system. In addition, the 8 MG reservoir supplies water to the system's high level distribution zones through pressure reducing valves.

3.5 MG Reservoir. According to the 1990 City of La Grande Water System Master Plan, the City Staff notes that this reservoir is in good condition and should not require major repairs/maintenance in the near future. The City Staff also reported several small cracks in the floor slab of the reservoir, although these repairs are easily managed and inexpensive. A 12" diameter outlet line from the 8 MG high level reservoir feeds into a high level distribution system. Water is supplied to the Low Level Distribution System piping from the 3.5 MG reservoir through an 18" transmission line and from the City Wells. The 3.5 MG reservoir can also be filled directly with water from the Second Street and "H" Street Well via a 14" transmission line. The Twelfth Street Well, Gekeler Well, Highway 30 Well and Island City Well pump into the distribution system and when demands are less than the supply, the excess water flows into the 3.5 MG reservoir.

0.5 MG Reservoir. This reservoir is an underground, covered, reinforced concrete storage facility located by the City Shops. The 0.5 MG reservoir is currently not in use, and reported to be in fair condition. The 1990 City Staff reported the reservoir as displaying cracks in the concrete, but not to the extent that they pose any major problem. In the past, water from City Well Number 2 and Railroad Well Number 2 supplied water to the 0.5 MG. The water from this reservoir was then "boosted" into the distribution system by booster pumps located at the City Shops. The 0.5 MG reservoir did not greatly enhance the storage system and primarily served as a wet well for the booster pumps.

D. Pumping System

The City's current pump system consists of a main booster pump station located at the 3.5 MG reservoir and several pumps located at the wells. There are two 1,000 gpm booster pumps located at the 3.5 MG reservoir. These booster pumps draw from the 3.5 MG low level reservoir and move the water up to the high level 8MG reservoir. The 8 MG reservoir provides gravity flow to two high level distribution systems. The water level in the 8 MG reservoir is maintained at 20 to 30 feet for summertime operation, and at 12 to 20 feet for wintertime operation. The elevation of the 8 MG reservoir is 3,400 ft. Consequently, water coming from the 8 MG reservoir must be reduced in pressure before it can be used in any of the City's three distribution pressure zones. This is accomplished when the water flows through a series of pressure reducing valves located at the 3.5 MG reservoir, the Highlands Hills pressure reducing station and at the Second Street pressure reducing station.

The water level in the 8 MG reservoir is maintained by booster pumps located at the 3.5 MG reservoir. If the water level in the 8 MG reservoir drops to a preset point, the booster pumps will start based upon preset start/stop points at the SCADA master control panel. The booster pumps move water from the 3.5 MG reservoir up to the 8 MG reservoir. The water level in the 3.5 MG reservoir is maintained by pump stations from the various wells. The well pumps operate based upon start/stop points at the SCADA master control panel.

E. Distribution System

La Grande's water distribution system consists of approximately 65 miles of distribution line and is generally in a state of good condition. At the present time, minor repairs are being made to the distribution system in terms of replacing deteriorated lines and looping dead end lines. In order to finance the necessary maintenance and repairs made to the distribution system, the City annually budgets for maintenance, replacement and upgrading the distribution system. The operation of each pressure zone is briefly discussed in the text below.

- The High Level System is located along the western edge of the City and contains approximately five miles of piping. Water for the High Level Distribution System flows by way of gravity through a 12" diameter pipe, from the 8 MG reservoir to the control building located beside the 3.5 MG reservoir. At the control building it flows through pressure reducing valves, then to the Second Street pressure reducing station and then into the High Level Distribution System. Approximately 10 to 12 percent of the total water volume is used in this distribution system. Under the present conditions, the current and projected future demands are able to be accommodated by this distribution system. The City recently constructed a high level booster pump system on Second Street that will increase available fire flows to all areas in the High Level System. Table II.1 lists additional improvements to the High Level System that will be needed to serve lands in the Urban Growth Boundary as development occurs. There are several dead-end pipelines in the system that should be cross-connected or looped as development occurs in order to provide increased pressure and flows. The pipeline distribution grid needs to be extended at the north end of the High Level System to serve future development. The basic pipeline grid is expected to cost $200,000 to $275,000. Please refer to the 1990 City of La Grande Water System Master Plan.

- The Highland Hills System serves as a second high pressure system located just south of Gekeler Lane and east of Twelfth Street. This system is indirectly supplied by the 8 MG reservoir through pressure reducing valves located at the 3.5 MG reservoir and the Second Street pressure reducing station. The third and final pressure reducing station that serves this pressure zone is located at Gekeler Lane and Twelfth Street. This system can provide service up to an elevation of 2,900 feet. According to the 1998 Water System Master Plan, if development were to occur in the Highland Hills System area at elevations higher than 2,900 feet, improvements to the water system would be required. These improvements could include: a booster pump station, a reservoir located at the proper elevation, extended piping from either the Second Street pressure reducing station or the 3.5 MG pressure reducing station. The improvements are estimated to cost $550,000 to $700,000, depending on the type of system selected to serve the area.

- The Low Level System provides water service for approximately 80 percent of the City's population over 58 miles of piping. These figures account for nearly 88 percent of the City's

total water demand. The service elevations for the system are between 2,700' and 2,850'. The water for the system is supplied from the 3.5 MG reservoir through an 18" line. With regards to the system's ability to meet present and future average and peak day demands, it has been determined that the system can readily meet these conditions. In response to recommendations that were made in the 1990 Water System Master Plan, improvements have been made to the system including water line loops and upgrades, which have subsequently earned the system a "good" rating. A major change in the service area of the Low Level System has been the addition of a 16" water transmission line that provides service to the La Grande/Union County Airport and Industrial Park Areas.

F. Fire Protection

According to the City's Comprehensive Plan, fire protection should be provided to all new development within the City's UGB. The La Grande Rural Fire Department is the primary fire service provider for most areas within the City's UGB. For those areas not protected by the La Grande Rural Fire District, the City of La Grande Fire Department will provide fire protection. A Fire Protection Agreement between the property owner and the City of La Grande shall be required. The Fire Protection Agreement shall provide for annual payment for services by the La Grande Fire Department. If City water lines are unavailable to serve the development, a La Grande Fire Department approved on-site water storage system shall be required in order to provide a water supply for fire protection.

G. Master Plan

Based on the population projections for the year 2020, the City of La Grande will need an additional water supply in order to meet the future demands of its citizens. The City's current peak demands are the same as the City's total supply capacity. In the 1998 Water System Master Plan, the City was advised to seek out additional water sources, despite the City's current ownership of all the water rights for its primary water sources. Therefore, it has been recommended that the City develop alluvial wells in the eastern portion of La Grande by 1999. The City recently constructed a new well and pump station at Location "A", as recommended in the 1998 Master Plan. This location is referred to as the Highway 30 Well. For more information on Well A, please refer to the 1998 Water System Master Plan, Chapter 8, Figure U8-2. A second alluvial well has also been recommended for the two to five year construction period after the installation of Well A.

In addition, the City still possesses the water rights to the Beaver Creek Watershed water supply, although it is currently not being used. As a protective measure, it has been suggested that the City determine that its water rights to the Watershed are properly established. This supply can be activated when the system becomes cost effective. In order for the Beaver Creek Watershed to be utilized by the City, State and Federal requirements dictate that a water treatment plant must first be constructed. Before the surface water from the Beaver Creek Watershed can be distributed it must be treated. It is also recommended that the City obtain additional water rights to the Grande Ronde River, so as to ensure an adequate water supply for future water demands.

As noted in the 1990 and 1998 Water System Master Plans, the City has adequate storage facilities that are in good condition and will require only regular cleanings and basic maintenance. Anderson Perry & Associates have identified a potential need for additional

storage in the future: a possible reservoir on the north end of the High Level System; a possible reservoir for a prospective low-low level system; and a possible reservoir in the southern portion of the City to provide service to a new pressure zone, which will serve the higher elevation areas where development is expected to occur.

The City's Distribution System has been identified as an area that requires varying degrees of improvement. The needs of the system have been identified and separated into three categories: general Low Level Distribution System upgrades, new well distribution system improvements, and the High Level System booster pumping station. For more information on the general Low Level Distribution System improvements, please refer to Chapter 6 of the 1998 Water System Master Plan.

H. Planned Improvements

In terms of priority during the short term planning period, several specific recommendations have been made to the City regarding improvements to the water system. As an additional water supply was determined to be immediately necessary for the City, Well A (Highway 30 Well) was constructed by the City and is fully operational. In addition to the development of Well A, a High Level Booster Pumping Station has also been constructed per the recommendation of the 1998 Water System Master Plan. The booster pumping station will enable the High Level Distribution System to provide adequate fire flows and to ensure minimum water pressures and supply to area customers. However, as the new Well A does not fulfill the City's total water needs, a second well, Well B, has been proposed for construction within the next two to five years.

A third priority improvement that was recommended by the 1998 Master Plan, involves the City's distribution system. The plan would make additions to the distribution system piping located throughout the City as it becomes financially feasible.

According to the 1998 Master Plan, the Low Level Distribution System will require major improvements during the short term planning period. These improvements will be made specifically to the primary grid system in the eastern portion of the City, in order to accommodate the future water supply sources east of La Grande. Please refer to Chapter 6 of the 1998 Water System Master Plan for a complete list of the recommended improvements to the primary grid system. These improvements are estimated to cost between $1,000,000 and $1,500,000, and need to be completed prior to the construction of the scheduled Well B.

During the 20 year planning period the need for an additional well, Well C, has been determined and is scheduled to be located at the La Grande Airport. The need for a third well has been forecasted in conjunction with the need to create a new distribution system called the Low-Low Level System. Ideally this system would include primary distribution lines, a low-low level reservoir to be constructed south of the City, and a booster pumping station which would allow the flow to be pumped from the Low-Low Level System into the existing Low Level System.

It is important to mention in this section the 27 item list of Water System Needs as presented in the 1990 Water System Master Plan. According to the 1998 Water System Master Plan, the 1990 list is still applicable despite the completion of several of the items and the partial completion of others. Please refer to Chapter 10 of the 1990 City of La Grande Water System Master Plan in order to view the complete list of Water System Needs.

For more information on the City of La Grande's water system and short term water projects' location, please refer to Appendix Exhibits A-1, Water System Improvements (Figure U6-2); A-2, Existing and Future High Level Distribution Systems (Figure U6-1); and A-3, Possible Low-Low Level Distribution System (FigureU6-3).

I. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The existing water system has sufficient water supply and storage capacity to service the UGB expansion area. For more information, refer to the "City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande."

Table II.1 Recommended City of La Grande Water System Improvements

System Need	Description and Location of Improvement	Priority Rating/Status	1998 Estimated Cost	Estimated Construction Period	Responsible
Water Supply					
1	Second New Well and Pumping Station (Well B)	3	$1,016,000 (1)	2001 – 2004	City
2	Third New Well and Pumping Station (Well C)	5	$1,016,000 (1)	2010 – 2020	City
Storage					
1	Low-Low Level Storage Reservoir	5	$300,000 (1)	2010 – 2020	City
Distribution System					
1	"K" Avenue – Second Street to Sunset Drive Water Line	2	$115,000 (1)	2000 – 2002	City
2	Alder Street – "K" Avenue to Adams Avenue Water Line	3	$260,000 (1)	2002 – 2005	City
3	Additional Fire Hydrants	3	$35,000 (1)	Ongoing	City
4	Willow Street – Jackson Avenue to "X" Avenue and "X" Avenue – Spruce Street to Willow Street Water Line	4	$180,000 (1)	2000 – 2005	City
5	Loop north end pipes on Greenwood, Fir and Depot Streets	4	$45,000 (1)	2000 – 2005	City
6	Cove Avenue from Twenty-First Street to Progress Loop	2	$35,000 (1)	2000 – 2002	City
7	Fire Hydrant Upgrades	3	$60,000 (1)	Ongoing	City
8	New Well Distribution System Improvements	3	$1,000,000 - $1,500,000	2001 – 2004	City
9	Low-Low Level Distribution System and Booster Station	5	Unknown	2010 – 2020	City
10	North End High Level Grid	4	$200,000 - $275,000	2005 – 2020	City/Developers
11	Highland Hills System Grid	4	$550,000 - $700,000	2000 – 2020	City/Developers
	TOTAL		**$4,812,000 - $5,537,000**		

(1) Constructed as a special Capital Project.
(2) Constructed as an annual Capital Outlay Project.

III. Wastewater

The focus of the 1998 Wastewater Facilities Plan for the City results from the City's desire to make improvements to the existing wastewater system in order to comply with the National Pollution Discharge Elimination System (NPDES) permit to operate a wastewater treatment system, and to accommodate the projected population growth for the City through the 20 year planning period. Note that all of the following information is based on the 20 year planning period, as established in the 1998 Wastewater Facilities Plan. The Plan contains population projections for both La Grande and Island City. The Island City population projections are considered because the City transports its wastewater to the La Grande Wastewater Treatment Plant. A combined estimation of 21,740 for both communities was used as a target population for the 1998 Wastewater Plan.

A. Treatment Facilities System

The City of La Grande operates and maintains a wastewater treatment plant with secondary and tertiary treatment. Wastewater flows from the City's 27" trunk line via gravity to the treatment plant headworks. There are four influent pumps at the treatment plant headworks: two are located in the original 1963 pump station and have individual capacities of 3.7 MGD; and the other two are located in the 1979 pump station and have separate capacities of 2.2 MGD.

From the headworks, the incoming wastewater is pumped to the treatment lagoon system, which includes a 3.5 acre pre-aeration cell and two non-aerated stabilization ponds that total 97 acres in size. The original treatment lagoons were constructed in 1963, with improvements being completed in 1970 and 1979 and the finished product being the City's present system.

In the treatment lagoons, the incoming wastewater receives treatment in the pre-aeration cell and in the stabilization ponds. The pond effluent then flows by gravity to the treatment facility, which houses chemical addition facilities, namely the flocculation basin, and dissolved air floatation basins. The chemicals are added to the effluent for the purpose of coagulating the suspended solids, particularly algae. Prior to the introduction of the wastewater into the dissolved air floatation basins it is disinfected through a process of chlorination. The next stage in the process involves the introduction of fine bubbles into the dissolved air floatation basins, which attach to the flocculated material and cause it to rise to the surface where it is then removed. Finally, the effluent from the dissolved air floatation basins flows by gravity to the effluent pumping station. For more information on the treatment facility process and system, please refer to Chapter 3 of the 1998 Wastewater Facilities Plan.

The majority of the City's treated wastewater is pumped five miles to the north to the discharge point located at the Grande Ronde River. Water is not pumped into the Grande Ronde River year round. During the summer months, a portion of the treated wastewater is used to fill approximately 50 acres of Oregon Department of Fish and Wildlife (ODF&W) wetland areas. A share of the City's treated wastewater is also used for irrigation purposes on a variety of crops that the ODF&W produces in order to provide wildlife and waterfowl habitat.

B. Primary Collection System

The wastewater collection system for the City contains segments that are over 85 years old, and are primarily located between “L” Avenue and “Y” Avenue west of Spruce Street. The segments of the system north of “Y” Avenue and south of “L” Avenue are approximately 50 years old. The newer portions of the system lie in the east and southeast sections of the City. The newer portions of the collection system are approximately 40 years old. The majority of the City’s collection system piping lies in the public right-of-way, such as in streets and alleys; easements have been obtained where necessary. Service to private homes lie partially on private property and connect to the City’s collection system through manufactured tees and wyes, that have been either installed at the original time of construction or through field constructed taps which have been added as the need arises.

Due to the considerable age of portions of the City’s wastewater collection system, problems often occur concerning considerable infiltration and inflow (I/I) in the system caused by high groundwater and storm events. The result of these high water events is high flows into the treatment lagoons, which creates operational problems, inefficient treatment, and, in extreme high water events, the bypassing of raw or partially treated sewage to Gekeler Slough. The problem with I/I is thereby extended to other portions of the collection system, which makes effective removal costly and difficult.

The City’s collection system is distributed among 10 basins located throughout the City. The function of the basin designations is to “identify, monitor and describe areas of the collection system for flow monitoring, field work and presentation purposes.

The flow of the collection system functions mainly by gravity, however, due to the variation in the elevations of the City, six pump stations, two pumps per station, are used in order to overcome the differences in grade.

- Pump Station Number 1 is located in Basin VIII on South Twenty-Sixth Street, north of Buchanan Lane near Interstate 84. Pump Station Number 1 receives flow by gravity through 6,000 feet of upstream piping.

- Pump Station Number 2 is located near the intersection of North Cherry Street and “U” Avenue. Pump Station Number 2 receives flow by gravity through 5,500 feet of upstream piping.

- Pump Station Number 3 is located at the beginning of Basin VIII, near the intersection of East “H” Avenue and Highway 30. The flow for Pump Station Number 3 is derived from Pump Station Number 1 and all of the sources within Basin VIII, most of which are residential. In addition, Pump Station Number 3 also receives wastewater flow from the La Grande downtown and other small businesses in the area.

- Pump Station Number 4 is located on North Depot Street. This pump station is considered to be a “lift station”, and receives a minimal amount of flow from several residences, which it then discharges to a nearby manhole where the flow is then moved by gravity to the treatment plant.

The final two pump stations are located at the La Grande/Union County Airport Industrial site.

- The first pump station is located on the western segment of the Smith Loop, approximately 800 feet to the north of Airport Lane. This pump station, constructed during Phase I of the Airport Industrial Park Infrastructure Improvements during 1991, collects wastewater via a 2,500 foot, 8" pipe gravity collection system.

- The second pump station was constructed during Phase II of the Airport Industrial Park Infrastructure Improvements (1998), and is located at the intersection of the Forest Service Driveway and Airport Lane. This pump station collects wastewater from a gravity collection system through a 1,500 foot, 8" pipe.

For more information on the six pump stations, please refer to Chapter 3 of the 1998 Wastewater Facilities Plan.

With regards to the collection system of the City of La Grande, Island City and the Island City Area Sanitation District (ICASD) must also be mentioned and included in this section. The ICASD serves the residential and commercial areas within and near Island City and the Baum Industrial Park. The wastewater collected by the ICASD is subsequently discharged to La Grande's main trunk line, located near the intersection of McAlister Lane and Highway 30. The ICASD is solely responsible for the financing, operation and maintenance of their collection system. This information is presented only for the purpose of context and its relationship to the La Grande wastewater collection system.

C. Master Plan

In the 1998 Wastewater Facilities Plan, it was recommended that the City make significant improvements to the existing collection system. The existing collection system needs immediate replacement and/or repair in order to operate properly and consistently. The reported main system deficiency concerns the inadequate capacity of the main trunk line to handle peak flow events. For the purpose of clarification in this Public Facilities Plan, the main trunk line is the 27" diameter pipeline that extends from the intersection of Gekeler Lane and Highway 30 to the wastewater treatment plant. In addition, most of the City's collection system lines are degraded and leak.

In the year 2000, an Addendum was added to the 1998 Wastewater Facilities Plan in response to difficulties with the original, proposed treatment system improvements. These issues prompted a re-evaluation of the recommended improvements, which in turn produced six new alternatives for development. Included in these six alternatives was the assumption that the general treatment improvements, as outlined in the Wastewater Facilities Plan, would be applied to all six of the alternatives with minor variations as they relate to the various treatment systems. From these six alternatives the La Grande City Council selected Alternative 1, Aerated Lagoons and Wetland Disposal. For more information on the proposed six alternatives, please refer to the year 2000 Addendum to the 1998 Wastewater Facilities Plan.

As mentioned above, recommendations for several general improvements to the City's wastewater system were also included in Alternative 1, Aerated Lagoons and Wetland Disposal. These improvements include: Trunk Line Improvements; New Headworks Facility; Influent Pump Station Improvements; Lagoon Biosolids Dredging; Alum-Algae Biosolids

Disposal Improvements; and Treatment Plant Building Improvements. These improvements are scheduled for completion in December 2002. The collection system improvements will occur annually, on a budget of $500,000 to $600,000 per year for the next 40 years.

Included in the phases of Alternative 1, Aerated Lagoons and Wetland Disposal, is the investigation of the aerated lagoons in conjunction with the proposed general system improvements. Combined, these improvements will provide the necessary treatment capacity that is required in order to manage the biologic loadings that enter the treatment system. Another function of these concurrent improvements would be the system's ability to process through the lagoons and send for disposal the high flows that result from inflow and infiltration during intense rainfall and snow melt events, which in turn cause groundwater levels to rise.

After receiving biological treatment in the lagoons, the effluent will be discharged either into wetlands constructed by the Oregon Department of Fish & Wildlife (ODF&W), or into the Grande Ronde River for the flow rates and during the months in which such discharging is permitted. For the months when it is not permissible to discharge the effluent into the Grande Ronde River, the effluent will be released into the wetlands that have been created by ODF&W. A portion of the wetland disposal system will include the construction of approximately 52 acres of wetlands, on a 100 acre facility that is operated by the City of La Grande. According to the year 2000 Wastewater Addendum, the wetlands are required in order to obtain a three to six day detention time and disinfecting period prior to the release of the effluent into a facility with the potential for human contact. After the period of detention in the City constructed wetlands and disinfecting of the wetland effluent, the flows will be discharged into the ODF&W wetlands.

The implementation of Alternative 1 was originally proposed as being dependent on the completion of two items: a modification to the NPDES permit, which allows discharge into the ODF&W wetlands; and the development of a satisfactory agreement between the City and ODF&W. ODF&W has amply demonstrated that it is willing to work in agreement with the City and would like to use the effluent.

There are numerous advantages to implementing the improvements contained in Alternative 1. According to the year 2000 Wastewater Addendum, Alternative 1 will provide needed water to the ODF&W wetlands, as well as work in conjunction with the La Grande Airport's restrictions on the construction of "additional water impoundments within their restricted zone and will also help improve habitat migratory birds and effluent treatment above and beyond the traditional treatment required prior to discharge into the natural receiving systems".

For information on the construction schedule and cost estimates for Alternative 1, please refer to the following Table III.1.

D. Planned Improvements

As indicated on the following Table III.1, a series of improvements are scheduled to be made to the City's wastewater treatment system during the short term planning period, beginning in June of 2001. These improvements will include: improvements to the trunk line entering the treatment plant, new headworks facilities, influent pump station modifications, lagoon sludge removal, alum algae sludge disposal improvements, treatment plant building improvements, treatment plant piping improvements, and electrical control system improvements.

For the long-term, 20 year planning period, the City will budget $500,000 to $600,000 annually on collection system improvements to be made to the collection system over a 40 year period.

As stated in the above text, the current and future improvements to La Grande's wastewater treatment system and general system will enable the City to better accommodate the future needs of its residents, as well as those customers in Island City who receive service from ICASD.

For more information on the City of La Grande's wastewater system and short term projects' location, please refer to Appendix Exhibits A-4, Wastewater System Vicinity Map (Figure 1-2); and A-5, Existing Wastewater ICASD Collection System (Figure 3-1).

E. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The existing wastewater treatment plant has sufficient capacity to service the UGB Expansion and Exchange Area. For more information, refer to the "City of La Grande, Oregon, 2012 Public Facilities Plan Amendment for Water, Wastewater, and Stormwater for the Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande."**Table III.1 City of La Grande Wastewater System Improvements, Alternative 1**

System Need	Description of Improvement	2000 Estimated Cost	Estimated Construction Period	Estimated Completion Date	Responsible
Wastewater					
1	Outfall Line and Trunk Line	$2,000,000	June 1, 2001	November 1, 2001	City
2	Outfall Highway and Railroad Boring	$300,000	June 1, 2001	November 1, 2001	City
3	Wetland Construction	$1,200,000	June 1, 2001	November 1, 2001	City
4	Lagoon Improvements: Pre-Aeration Cell and Pond A	$2,300,000	June 1, 2001	November 1, 2001	City
5	Wetland Disinfection	$1,300,000	April 15, 2002	November 1, 2001	City
6	Headworks	$900,000	April 15, 2002	November 1, 2002	City
7	Treatment Plant Building	$2,300,000	April 15, 2002	November 1, 2001	City
8	Lagoon Improvements:	$1,700,000	June 1, 2002	November 1, 2002	City

	Pond B and Settling Ponds				
	Total	**$12,000,000**			

Source: City of La Grande, May 2001

IV. Stormwater

A. Stormwater Management

The City of La Grande manages stormwater through the use of drainage ditches, drainage canals, street drainage, catch basins, underground storm drain piping, and dry wells. The area west of the Union Pacific Railroad, which receives runoff from Deal Creek, Mill Creek, and Taylor Creek, utilizes drainage canals and underground piping for creek flows. The remaining runoff from the basin is transported to the drainage canals and underground piping via streets, catch basins, and drainage ditches. The combined runoff outfalls into Gekeler Slough, which eventually drains into Catherine Creek.

The area east of the Union Pacific Railroad develops runoff primarily from the developed and undeveloped land within the City limits. Drainage ditches and dry wells are used more predominantly within this area due to minimal ground slope. Some larger ditches occur at the downstream section of the basin which feeds into Gekeler Ditch. Eventually, this ditch drains into Catherine Creek.

B. Outfall Location

The area west of the Union Pacific Railroad outfalls into Gekeler Slough. This slough eventually drains into Catherine Creek. Although the majority of the area east of the Union Pacific Railroad utilizes dry wells, any runoff that does accumulate and flows downstream will outfall into Gekeler Ditch. Gekeler Ditch eventually drains into Catherine Creek.

C. Master Plan

The City of La Grande is in the process of developing a Stormwater Management Plan. This Management Plan is divided into six phases. Phase I addresses City-wide hydrology and water quality issues. Phase II addresses lower Mill Creek, Taylor Creek, and Gekeler Slough hydraulic capacity. Phase III addresses upper Deal Creek and upper Mill Creek hydraulic capacity. Northeast La Grande hydraulic analysis is addressed in Phase IV. Northwest La Grande hydraulic analysis is addressed in Phase V and Phase VI is a summary of the completed plan.

In 1998, Phase I and Phase II were completed. Major points of interest include the water quality analysis performed, the water quality standards developed, and the hydraulic improvements proposed for lower Mill Creek, Taylor Creek, and Gekeler Slough (Alternative D). Alternative D hydraulic improvements include improving the hydraulic capacities of both Taylor Creek and Lower Mill Creek drainage to contain the 100-year flood event and diverting these flows away from the Gekeler Slough using the new Taylor Creek/Gekeler Slough Bypass. Additionally, stormwater conveyed within Gekeler Slough, upstream of Twentieth Street, will be diverted into the Taylor Creek/Gekeler Slough Bypass. The Taylor Creek/Gekeler Slough Bypass will be constructed along the east side of Foothill Road proceeding northeasterly back to the original

course of drainage, downstream of the Forest Service Complex, and adjacent to Highway 30. At this confluence, an approximate 60-acre detention facility is proposed to reduce the peak flow rate conveyed downstream.

D. Planned Improvements

The Taylor Creek, Lower Mill Creek, Taylor Creek/Gekeler Slough Bypass, and the detention facility comprise the improvements proposed for the Study Area 1 Improvement Plan. As shown on Table IV.1, the total estimated cost is $6,643,000, to be extended over a 40-year planning period. The Appendix to this document contains Figures 5-1 and 5-14, which depict the study area as well as illustrates the hydraulic improvements for the selected Alternative D.

Phase III is the next phase of the Stormwater Management Plan to be developed. This Phase will be the hydraulic analysis of upper Deal Creek and upper Mill Creek (Study Area 2). This drainage area includes Eastern Oregon University. It is important to have Phase III hydraulics performed within the short-term priorities because Study Area 2 drains into Study Area 1. Study Area 3 (northeast La Grande) and Study Area 4 (northwest La Grande) have less priority and can be performed later as Areas 1 and 2 are implemented. The estimated cost to perform the hydraulic analysis for Study Area 2 and to develop improvement alternatives is approximately $66,000. For more information on the proposed Stormwater Management Plans, please refer to the 1998 La Grande Surface Water Management Plan.

E. 2012 Urban Growth Boundary Expansion and Exchange Area in Southeast La Grande

The City of La Grande and Union County are currently preparing a Surface Water Management Plan for areas along Gekeler Slough. The Management Plan will evaluate alternatives and include recommendations and updates to the Goal 11 Chapter (Public Facilities and Services) of the Comprehensive Plan. The Management Plan will consider the following items that are pertinent to the UGB Expansion and Exchange Area:

- Reserving land in the UGB Expansion and Exchange Area for:
  - A strip of land along the Gekeler Slough for stormwater capacity and other improvements. (The width can be evaluated and determined as part of the current Surfac Water Management Plan effort.)
  - The portions of the proposed Taylor Creek/Gekeler Slough Bypass Channel that will be located in the UGB Expansion and Exchange Area.
  - Access easements to operate and maintain the needed stormwater improvements.
- Identifying possible methods to acquire the land reserved for the proposed improvements and easements, including dedication by the developer of the parcels.
- Developing and implementing a System Development Charge or other funding mechanism to help pay for stormwater improvements identified in the Surface Water Management Plan.

After the City approves the current phase of the Surface Water Management Plan, the City should consider adopting additional surface water management policies that pertain to development within the UGB Expansion and Exchange Area.

Table IV.1 City of La Grande Surface Water Improvement Plan, Alternative D Area I Hydraulic Improvements Preliminary Plan

Planning Period	Item	Project Description	Construction Year	Funding	Estimated Cost
Short-term Plan (0 to 8th Year)	1.	Construct East/West Diversion and Aires Lane channel improvements.	4th Year	City - $50,000/yr.	$210,900
	2.	Construct Lower Mill Creek channel improvements.	8th Year	City - $50,000/yr.	$206,600
	3.	Obtain right-of-way for GEK2B and the Taylor/Gekeler Slough bypass channel, including purchase of two houses.	8th Year	SRF Loan, General Obligation Bonds, Industrial Park & County Participation	$761,700
Mid-term Plan (9th to 12th Year)	1.	Construct Stage 1 pilot channel for Taylor Creek/Gekeler Slough bypass and floodplain berm.	10th Year	City - $50,000/yr.; City, County, Industrial Park	$150,000
	2.	Demolition of existing houses at Lower Mill Creek and Gekeler/Twentieth St. intersection.	11th Year	City - $50,000/yr.	$86,700
	3.	Construct Stage 1 GEK2B. Low point at Mtn. View Estates and Gekeler/Twentieth St. intersection.	12th Year	City - $50,000/yr.	$75,000
Long-term Plan (13th to 20th Year)	1.	Construct Stage 2, Taylor Creek/Gekeler Slough.	-	-	$729,700
	2.	Construct Stage 2, GEK2B Improvements.	-	-	$754,500
	3.	Construct Taylor Creek Improvements	-	-	$487,500
	4.	Construct storage recovery facility.	-	-	$2,163,200
Extended Plan (21st to 40th Year)	1.	Construct GEK2, GM, and GEKI	-	-	$1,018,000
			TOTAL		**$6,643,800**

V. Transportation

The City of La Grande has adopted a Transportation Plan for the UGB, which shall be considered a support document to the Comprehensive Land Use Plan. All major transportation needs are discussed within the Transportation Plan. In addition, the Transportation Planning Goals set forth in the La Grande/Island City Transportation System Plan, Volume I, pages 3 through 4, are incorporated herein as if fully set forth. For more information on the City's Transportation Plan, please refer to Volume I of the adopted La Grande/Island City Transportation System Plan, Ordinance Number 2946, Series 1999.

A. Roadway System

The planning area for the City's Transportation System Plan (TSP) includes not only the City and its Urban Growth Boundary (UGB), but also Island City and its respective UGB. Accordingly, the planning area for the City's TSP also includes the area to the south of Gekeler Lane in La Grande, but outside of the current UGB. The TSP also includes the La Grande/Union County Municipal Airport, including the area to the south of the Grande Ronde River located between the La Grande and Island City UGBs. The TSP serves as a 20 year multi-modal plan addressing the motor vehicle, pedestrian, bicycle, transit, rail, air, water and pipeline transportation systems of La Grande and Island City.

1. Interstate 84

The City of La Grande is served by the Old Oregon Trail (Interstate 84), which runs east to west and connects many of the communities proximal to the northern and eastern part of Oregon. Interstate 84 provides the La Grande and Island City area with a western connection to Portland and Washington State, as well as an eastern route to Idaho and Utah. 5.73 miles of Interstate 84 are located within the planning area. Access from the four lane freeway to the surface street system is provided at three interchanges: the north interchange at exit 259 (for eastbound traffic only); the Oregon State Highway 82 interchange at exit 261; and the South La Grande Interchange at exit 264.

2. Wallowa Lake Highway (Oregon State Highway 82)

The Wallowa Lake Highway serves as a direct link between La Grande and Island City, and is the only connection between Union and Wallowa Counties. The highway is part of the U.S. Forest Service's Wallowa Mountain Scenic Byway, which forms a loop through La Grande, Wallowa and Baker City. The Lewiston/Clarkston area can also be accessed by the Wallowa Lake Highway via a connection with Oregon State Highway 3 in the town of Enterprise. In addition, the Wallowa Lake Highway also provides access to the scenic attractions in the Wallowa Mountains and Hells Canyon.

Access to the Wallowa Lake Highway begins southeast of La Grande's downtown area at the intersection of Adams Avenue (U.S. Highway 30) and Island Avenue. This portion of the Highway is referred to as Island Avenue in La Grande, while in Island City the same portion of road is known as First Street and McAlister Road. In addition, the La Grande portion of the Oregon State Highway 82 (Island Avenue) contains one of only two grade-separated crossings of the Union Pacific Railroad tracks.

3. La Grande-Baker Highway (U.S. Highway 30)

   The La Grande-Baker Highway, which was assigned a "District Level of Importance" in the 1991 Oregon Highway Plan (OHP), parallels Interstate 84 through Union and Baker Counties, thereby connecting the municipalities of La Grande, Union, North Powder, Haines and Baker City. According to the OHP, the primary function of the La Grande-Baker Highway is to serve local traffic and access. Highway 30, referred to in La Grande as Adams Avenue, leaves the vicinity of Interstate 84 and follows the La Grande-Baker Highway through the City for 5.39 miles until it ultimately rejoins with the Interstate at the other end of the City. To the south of La Grande, the Highway is known as Oregon 203.

B. Street System

Three types of streets exist within the planning area: arterials, collectors and local streets. Depending on their location within the planning area, the streets are maintained by La Grande, Island City and/or Union County.

Arterials in the City of La Grande's Comprehensive Plan are defined as connecting major traffic generators, providing continuous and efficient routes into and through the City, and connecting with County arterials and/or State highways.

Collectors are described in the City's Comprehensive Plan as carrying traffic between neighborhoods and arterials, with traffic collection being the primary purpose and access to local land, a secondary function.

Local Streets in the City's Comprehensive Plan are defined as providing access to abutting properties.

Please refer to Appendix D of the 1999 La Grande/Island City TSP, Volume 1, for more information on the functional classification, jurisdictional responsibility and physical characteristics of arterial and collector streets within the planning area.

C. Pedestrian System

In the La Grande/Island City planning area, sidewalks are present along many of the collectors and arterials. Typically, both sides of the street have sidewalks for pedestrian use. Island Avenue does not have a sidewalk along its north side, due to the fact that it is the side that is closest to the railroad tracks. Although, sidewalks have recently been constructed on the north side of Island Avenue between Albany Street and Walton Road, in order to improve pedestrian accessibility and safety. The City's pedestrian system also includes a pedestrian signal located at the Adams Avenue and Cherry Street intersection; most of the other signalized intersections in the planning area are equipped with pedestrian call buttons.

D. Bicycle System

According to the 1999 La Grande/Island City TSP, an inventory of the designated bicycle lanes in the planning area is as follows:

- Designated bicycle lanes exist on both sides of Island Avenue between Monroe Avenue in La Grande and the Grande Ronde River in Island City.

- Bicycle lanes also are located along "C" Avenue and Gekeler Lane in La Grande between Sixth and Twelfth Streets, as well as along Gekeler Lane between Twelfth and Sixteenth Streets.

- Cove Avenue from Willow Street to Interstate 84.

- Along Buchanan Lane between Interstate 84 and McAlister Road.

- Along McAlister Road between Buchanan Lane and First Street in Island City, thereby connecting Island City and La Grande by bicycle.

There is also adequate shoulder space for bicyclists on portions of Adams Avenue (U.S. Highway 30) just within and slightly beyond La Grande's City Limits. In addition, the wide sidewalk on Willow Street from Cove Avenue to Adams Avenue was installed with the intention of it being a shared bicycle and pedestrian facility.

E. Public Transit Facilities

At the present time there is no mass transit system, or fixed route inter-city public transit system that serves the general public within the La Grande/Island City area. According to the 1999 TSP, "various forms of demand-responsive public transportation are available, primarily serving population groups with special needs. Regular fixed-route services are available for trips between the La Grande/Island City urban area and other urban areas." For more information on the available forms of demand-responsive public transportation, including both local transit and inter-city, please refer to the 1999 TSP or contact the City's Transportation Department.

F. Airport Facilities/Service

The La Grande/Union County Municipal Airport provides charter air service to the area; however, no commercial air service is available at the present time. A Master Plan for the Airport facility was prepared by CH2M and was adopted in 1998. 55 miles northwest of La Grande is the City of Pendleton, which offers the closest commercial air service, with daily Horizon Air flights to and from Portland and the Tri-Cities (Pasco).

G. Rail Service

The main railroad line that links Portland with Boise, Idaho travels directly through La Grande, which is served by the Union Pacific Railroad, a Class I line-haul freight railroad. The La Grande switching yard enables rail service to Enterprise and Joseph by way of a branch line formerly operated by Idaho Northern Pacific Railroad. In 2001, Union and Wallowa County officials and citizens were working with the Oregon State Parks and Recreation Department on a potential purchase of the line for an excursion train while the owner sold the rail salvage rights.

Passenger rail service along this line is no longer available, as Amtrak suspended trips through the area in 1997. Amtrak now coordinates with Greyhound bus lines in order to provide service to passengers from eastern Oregon to the Portland Amtrak station.

H. Pipeline Service

Included in the La Grande/Island City TSP is pipeline transportation, which includes the transmission lines for electricity, cable television and telephone services, in addition to the pipeline transport of water, sanitary sewage and natural gas. Please refer to Chapter 3 of the 1999 TSP , Volume II, for more information.

I. Master Plan

In accordance with the Oregon Transportation Planning Rule, alternate options were formulated and evaluated for the 1999 TSP. In the 1999 TSP, McKeever/Morris and DEA assert that each of the transportation system improvement options was designed to address safety, specific deficiencies, access management and other areas of concern. The recommended transportation system improvements include both state highway and local road projects.

In order to determine which of the recommended improvements were appropriate for La Grande and Island City, the consultants evaluated each of the improvement options based on a specific set of criteria. See the 1999 TSP for further information regarding each improvement recommendation, including the estimated cost of each improvement option, as well as for a detailed explanation of the evaluation criteria.

J. Planned Improvements

1. Street System Plan

The Street System Plan in the 1999 La Grande/Island City TSP presents a series of roadway and intersection improvements that have been recommended to commence within the current 20 year planning period. The proposed improvements will help preserve and enhance the existing roadway system, while at the same time improving existing facilities and promoting the development of more transportation efficient land uses. The proposed projects include new roadways, new traffic signals and improvements to the existing street system. Listed in the following Table V.1 are the recommended improvements to be made to the existing transportation system in the planning area. These improvements are part of the two cities efforts to meet the requirements of the Statewide Transportation Improvement Program.

Table V.1 Proposed Street Improvement Plan for the Short-term Planning Period

Street and Project Name	Location	Functional Classification	Project Description	Planning Period	Estimated Cost
Twenty-Sixth Street realignment and May Lane/Island Avenue Signalization	Twenty-Sixth Street to May Lane and Island Avenue	Minor Collector	Realign Twenty-Sixth Street/May Lane by installation of one traffic signal at May Lane and Island Avenue	Currently ongoing; scheduled for completion in 2004	$757,000

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

Note: Projects are divided into categories of short-term (0-5 years), mid-term (5-10 years) and long-term (10-20 years).

2. Pedestrian System Plan

   The Pedestrian System in La Grande and Island City includes: sidewalks, walkways, crosswalks, curb ramps, signals, signing, supporting facilities, paths and shoulders in rural areas. All local, collector and arterial streets are required to have sidewalks or walkways, as dictated in the current design standards for both cities. In addition, the plan recommends a continuous system that is in good condition that will connect residential areas. The two municipalities wish to comply with this objective since the purpose of the system is to provide safe and direct inter-city access to all areas of the cities, while at the same time encouraging people to walk as an alternate mode of transportation.

   The pedestrian system network for La Grande should support and provide access to the downtown retail area. As stated in the 1999 TSP, La Grande is striving to create a pedestrian-friendly civic commercial area in the historic downtown blocks. Please refer to the La Grande Downtown Design Plan for specific project information.

3. Proposed Pedestrian System Projects

   Figure 7-5 and Table V.X at the end of this section contain complete indexes of the recommended pedestrian projects. The Table lists the specific locations and improvements to be accomplished over the next 20 years in the cities of La Grande and Island City. The projects are divided into categories of short-term (0 - 5 years), mid-term (5 - 10 years) and long-term (10 - 20 years).

   As a part of the 2001 construction period, improvements are being made to the La Grande pedestrian system on Cove Avenue and Albany Street. These improvements have been funded with a grant from the Oregon Department of Transportation's Local Street Network Fund. Below in Table V.2 is a list of the short-term projects scheduled for the La Grande and Island City pedestrian systems.

Table V.2 Recommended Short-term Pedestrian Projects

	Street/Road	Beginning	Ending	Side of Road	Planning Period	Estimated Cost
1.	Albany Street	Cove Avenue	Island Avenue	Both	Currently ongoing	$122,000
2.	Cove Avenue	Portland Street	East La Grande City Limits	South	Currently ongoing	*
3.	Cove Avenue	Portland Street	East La Grande City Limits	North	Currently ongoing	*
4.	East "L" Avenue	Willow Street	Twenty-Fifth Street	Both	2001-2004	$190,000
5.	"H" Avenue	Sunset Drive	Eighth Street	North	2001-2004	-
6.	Island Avenue	Monroe Avenue	East La Grande City Limits	North	Completed 2001	-
7.	Twelfth Street	Gekeler Lane	"J" Avenue	West	2001-2004	$219,000
8.	Twenty-Fifth Street	East "L" Avenue	Cove Avenue	Both	2001-2004	$105,000
					TOTAL	**$636,000**

* Included as part of roadway project cost estimate. (1999 TSP)
Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

4. Bike System Plan

As reported in the 1999 TSP, the La Grande/Island City Bicycle System Plan includes: bike lanes, paths, shoulders on rural roads, shared roadways on low-traffic streets, signals, signing, pavement markings and parking facilities. When properly configured into most arterial and collector streets, the bicycle system would provide safe and direct access to all parts of the City, while at the same time encouraging people to consider alternatives to automobiles. The recommended bikeway improvements should be added when a new street is built or when improvements are being made to existing streets. The 1999 TSP recommends that on arterials and collectors that are not scheduled to be improved as part of the street system plan, bike lanes should be constructed on these streets when the traffic volume exceeds 3,000 vehicles per day. In addition, the marking of bicycle lanes on streets with direct access to schools should be considered a high priority.

The selected bicycle projects for La Grande and Island City are based on corridors between likely destinations and frequently traveled areas. The plan also took into consideration the need for better bicycle facilities and access routes to nearby Eastern Oregon University. The City has been working closely with the University to identify projects that will enhance bicycle circulation in the area. Consideration was also given to bicycle routes that will link the University to the commercial and residential areas of La Grande.

5. Proposed Bicycle System Projects

The recommended bicycle projects for both La Grande and Island City are catalogued in Figure 7-6 and Table V.X at the end of this section, and will most likely occur while improvements are being made to the identified streets. However during the short-term

planning period, the majority of improvements projects will involve the installation of signs. For further information on the options recommended for the cities bike system, please refer to Chapter 7, Volume II, of the 1999 La Grande/Island City TSP. Below in Table V.3 the ongoing, short-term bicycle system improvements for the City of La Grande are listed.

Table V.3 Recommended Short-term Bicycle System Improvement Projects for the City of La Grande

Street/Road	Beginning	Ending	Facility	Side of Road	Planning Period	Cost Estimate
Cove Avenue	Pine Street	East La Grande City Limits	5-ft lanes	Both	Short-term; ongoing	$99,000
					TOTAL	**$99,000**

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

6. Transit Plan

As presented in the 1999 TSP, the Transit Plan should be developed to meet the needs of the "transportation-disadvantaged": the elderly, disabled, children, and those who do not have access to a car. These services should be provided within the constraints of reasonable funding and available resources. Four transit strategies and corresponding categories have been recommended in the 1999 TSP and include: Demand-Responsive Transit; Fixed-Route Local Service; a Transit Center; and Inter-city Transit. Presently, there are not any specific transit-related improvements scheduled for the 20 year planning period. For more information on the Transit Plan, please refer to the 1999 TSP, Chapter 7, Volume II.

7. Rail Service

As mentioned above in Section G, Amtrak passenger service was available in the La Grande/Island City area until 1997. With highway funding limited and extensive rail infrastructure already in place, the reinstatement of Amtrak has been recommended in the 1999 TSP and should be supported.

8. Air Service Plan

The Master Plan acknowledges the fact that air travel is becoming an increasingly popular mode of transportation. As stated in the 1999 TSP, the feasibility of creating an Eastern Oregon regional airport to serve the needs of La Grande and Baker City communities should be studied. If a regional airport does not prove to be practical, it should be noted that the travel demand on the interstate system and on the Pendleton Airport will certainly increase.

Below in Tables V.4 and V.5, the transportation projects for La Grande and Island City are summarized and organized by the projects funding priority, improvement type and total cost estimate.

Table V.4 Summary of Estimated Transportation Improvement Costs for the City of La Grande

Funding Priority	Improvement Type	Total Estimated Cost (1998 dollars)
Short-term (0-5 years)	Roadway and Intersection	$3,691,000
Mid-term (5-10 years)	Roadway and Intersection	$6,522,000
Long-term (10-20 years)	Roadway and Intersection	$1,390,000
"As development occurs"	Roadway and Intersection	$3,695,000
Varied	Pedestrian	$3,542,000
Varied	Bicycle	$298,000
	Total	**$19,138,000**

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

Table V.5 Summary of Estimated Transportation Costs for Island City

Funding Priority	Improvement Type	Total Estimated Cost (1998 dollars)
"As development occurs"	Roadway and Intersection	$2,986,000
Varied	Pedestrian	$726,000
Varied	Bicycle	
	Total	**$4,621,000**

Source: City of La Grande, May 2001; 1999 La Grande/Island City TSP

For more information on the City of La Grande's transportation system and short term projects' location, please refer to Appendix Exhibits A-8, Recommended Roadway and Intersection Projects (Table 3); A-9, Recommended Pedestrian System Improvements (Table 4); A-10, Recommended Bicycle System Improvements (Table 5); A-11, Recommended Roadway Plan (Figure 7-4); A-12, Recommended Pedestrian Plan (Figure 7-5); and A-13, Recommended Bicycle Plan (Figure 7-6).

VI. Short Term Facility Projects

Projects that are considered to be "short term" are those scheduled to begin construction within the five year planning period. This means that the projects must have approximately commenced between the years 1999 and 2004. The improvements recommended in the 1999 TSP are of varying priority levels, since a few low priority improvement projects are currently underway. Please refer to the Transportation Element of this Plan for further information of the recommended improvement priority ratings.

The water system improvements have also been ranked in terms of their priority to the City. The highest priority project listed in the City's 1998 Water System Master Plan was the construction of a new water supply and pumping station. The City has since constructed Well A, commonly referred to as the Highway 30 Well, and an accompanying pump station at the same location. The other primary improvements involve the construction of another new water supply and numerous improvements to the City's distribution system.

The short term improvements planned for the two remaining systems, Wastewater and Stormwater, have recently been amended. In the year 2000, an Addendum was incorporated into the City's Wastewater Master Plan for the purpose of re-prioritizing system improvements. At the present time, the Stormwater system improvements are focused on Area 1.

Table VI.1 Complete Table of Short Term Facility Projects (2000-2005 Planning Period)

Improvement	Priority Rating/Status	Year	Cost Estimate	Responsible
Water				
New Well Distribution System Improvements	Adopted; high priority	2001-2004	$1,000,000 - $1,500,000	City
Second New Well and Pumping Station (Well B)	Adopted; high priority	2001-2004	$1,016,000	City
"K" Avenue – Second Street to Sunset Drive Water Line	Adopted; medium priority	2000-2002	$115,000	City
Alder Street – "K" Avenue to Adams Avenue Water Line	Adopted; medium priority	2002-2005	$260,000	City
Additional Fire Hydrants	Ongoing	Ongoing	$35,000	City
Willow Street – Jackson Avenue to "X" Avenue and "X" Avenue to Spruce Street to Willow Street Water Line	Adopted; low priority	2000-2005	$180,000	City
Loop north end pipes on Greenwood, Fir and Depot Streets	Adopted; low priority	2000-2005	$45,000	City
Cove Avenue from Twenty-First Street to Progress Loop	Adopted; medium priority	2000-2002	$35,000	City
Fire Hydrant Upgrades	Adopted; medium priority	Ongoing	$60,000	City
		Subtotal	**$2,746,000 - $3,246,000**	
Wastewater				
Outfall Line and Trunk Line Improvements	Adopted	2001	$2,000,000	City
Outfall Highway and Railroad Boring	Adopted	2001	$300,000	City
Wetland Construction	Adopted	2001	$1,200,000	City
Lagoon Improvements: Pre-Aeration Cell and Pond A	Adopted	2001	$2,300,000	City
Wetland Disinfection	Adopted	2002	$1,300,000	City
Headworks	Adopted	2002	$900,000	City
Treatment Plant Building	Adopted	2002	$2,300,000	City
Lagoon Improvements: Pond B and Settling Pond	Adopted	2002	$1,700,000	City
		Subtotal	**$12,000,000**	

Table VI.1 Complete Table of Short Term Facility Projects (Continued) (2000-2005 Planning Period)

Improvement	Priority Rating/Status	Year	Cost Estimate	Responsible
Stormwater (0 to Eighth Year)				
Construct East/West Diversion and Aries Lane channel improvements	Adopted	2002	$210,900	**City**
Construct Lower Mill Creek channel improvements	Adopted	2006	$206,600	City
Obtain right-of-way for GEK2B and the Taylor/Gekeler Slough bypass channel, including purchase of two houses	Adopted	2006	$761,700	City
			Subtotal	**$1,179,200**
Transportation				
Twenty-Sixth Street realignment and May Lane/Island Avenue Signalization	Adopted	Currently ongoing	$757,000	City
Albany Street (from Cove Avenue to Island Avenue)	Adopted	Currently ongoing	$122,000*	City
Cove Avenue (from Portland Street to East La Grande City Limits	Adopted	Currently ongoing	*	City
East "L" Avenue (from Willow Street to Twenty-Fifth Street)	Adopted	2001-2004	$190,000	City
"H" Avenue (from Sunset Drive to Eighth Street)	Recommended	2001-2004	-	City
Twelfth Street (from Gekeler Lane to "J" Avenue)	Adopted	2001-2004	$219,000	City
Twenty-Fifth Street (from East "L" Avenue to Cove Avenue)	Adopted	2001-2004	$105,000	City
Cove Avenue (from Pine Street to East La Grande City Limits)	Adopted	Currently ongoing	$99,000	City
			Subtotal	**$1,492,000**
		Total	**$17,417,200 - $17,917,200**	

*Included as part of roadway project cost estimate (1999 TSP)

VII. Funding Mechanisms

A. Existing Water System Funding Mechanisms

Source: City of La Grande, Oregon; Resolution Number 4356, Series 2000
Name of Program: Water System Development Charges (SDCs)

The City of La Grande has several SDCs in place for generating funds for the City's water system. As stated in Resolution Number 4356, Series 2000, water rates and related fees, including connection, are billed to the users of the City of La Grande's water system: "All properties receiving City water and/or sewer service which is dissected by the City limits line shall pay inside the City utility rates, if any portion of the residence is inside the City limits. Utility rates shall be those charged outside the City limits, if the residence lies completely outside of the City limits."

The first set of fees concerns the application for service, which is to be paid prior to the installation of the water meter. These charges are as follows:

Table VII.1 Water Meter/Installation Charges

	Cost of Installation	
Meter Size	**Gravel Street**	**Paved Street**
¾ inch tap	$693.00	$945.00
1 inch tap	$877.00	$1129.00
1½ inch tap	$1733.00	$1995.00
2 inch tap – compound meter	$2468.00	$2783.00
2 inch tap – turbo (irrigation) meter	$1943.00	$2258.00

Source: City of La Grande, 2001

Note: Taps that are larger than 2 inches will be charged the Engineer's estimate plus 15% overhead (adjusted at completion installation).

The citizens of La Grande who have water meters are also billed a basic water service charge based upon the amount of water used. Additional fees are applied when water is used in excess of the base rate. User water accounts are also billed monthly for fire protection and standby hydrants. See the following three tables for the City's various rates and fees.

Table VII.2 Water Service Rates

Meter Size	Base Rate	Inside City	Outside City
¾ inch R	Up to 667 C.F.	$10.85	$21.69
¾ inch Duplex/I meter	Up to 1,334 C.F.	$21.70	$43.41
¾ inch B	Up to 667 C.F.	$13.20	$26.40
1 inch B	Up to 800 C.F.	$21.70	$43.41
1½ inch B	Up to 1,600 C.F.	$35.40	$70.79
2 inch B	Up to 2,600 C.F.	$54.38	$108.96
3 inch B	Up to 4,800 C.F.	$126.38	$252.76
4 inch B	Up to 8,000 C.F.	$271.87	$543.73
6 inch B	Up to 16,000 C.F.	$434.98	$869.97

8 inch B	Up to 28,000 C.F.	$696.36	$1392.72

Source: City of La Grande, 2001 Note: Basic rate is based on cubic feet.

Table VII.3 Water Used in Excess of Base Rate (per 100 cubic feet)

Occurrence/Amount	Inside City	Outside City
First 5,000 C.F.	$0.71	$1.43
Next 45,000 C.F.	$0.58	$1.16
Next 100, 000 C.F.	$.44	$.88
Excess	$.37	$.74

Source: City of La Grande, 2001

Table VII.4 Water Service Rates for Fire Protection and Standby Hydrants (Monthly Rates)

	Inside City		Outside City	
Line Size	Metered	Unmetered	Metered	Unmetered
2 inch	$7.40	$14.81	$14.79	$29.59
4 inch	$11.10	$22.20	$22.21	$44.42
6 inch	$18.50	$37.00	$37.00	$74.00
8 inch	$25.90	$51.81	$51.80	$103.59
10 inch	$36.99	$73.98	$73.97	$147.95

Source: City of La Grande, 2001

In the event that the water lines must be extended in order for a residence(s) to receive water service from the City, the fees for extensions are as follows: $28.00 per lineal foot in a gravel street, or $31.00 per lineal foot in a paved street for a six inch main line and hydrants. If a main line larger than 6 inches is required for the development, the developer of the property will pay the actual cost of the full extension. According to La Grande's Resolution Number 4356, Series 2000, the cost for the extension will not be less than the acreage/frontage assessment. For more information on the conditions involving line extension costs, please refer to the City of La Grande's Resolution Number 4356.

Fees for related City water services are also collected by the City for the following occurrences: water service during freezing events; service within an assessment district or adjacent to an existing main; delinquent accounts; and after hours service.

B. Water System Funding Options

1. Loans

A. Source: State of Oregon, Oregon Department of Environmental Quality
Name of Program: Clean Water State Revolving Fund (CWSRF) Program

Through this program, lower-than-market rate loans are available to public agencies for the planning, design and construction of wastewater treatment systems, non-point source water pollution control projects, and for estuary management plans. On a regular basis, an application period permits prospective applicants to submit preliminary applications. This program is intended for the planning, design and construction of water pollution control

facilities to attain and maintain water quality standards, which are necessary to protect beneficial uses, such as swimming, boating, farming and drinking water.

Any public agency, for publicly owned projects, is eligible for funding under this loan program. Activities that qualify for these funds include: wastewater system facility plans and studies, secondary treatment facilities, advanced wastewater treatment facilities, sludge disposal and management, interceptors, force mains and pumping stations, infiltration and inflow correction, major sewer replacement and rehabilitation, combined sewer overflow correction, collector sewers, storm water control and non-point source control.

2. Grants and Loans

A. Source: State of Oregon, Oregon Economic and Community Development Department (OECDD)
Name of Program: Safe Drinking Water Revolving Loan Fund Program

The Safe Drinking Water Revolving Loan Fund Program was created by Congress in 1996 to assist states in establishing loan financing to construct and improve local public drinking water systems in order to comply with the Safe Drinking Water Act, i.e., to protect the public health. It is intended to assist community and nonprofit, non-community drinking water systems plan, design and construct drinking water facilities needed to correct non-compliance with current or future drinking water standards and to further the public health protection goals of the federal Safe Drinking Water Act and Oregon's Drinking Water Quality Act. With regards to the type and amount of funding available under this program, the OECDD will structure a financing package that may include a Safe Drinking Water Direct Loan, as well as loans or grants from other department programs. The total loan limit per project under this program is $2,000,000.

Eligible applicants include community water systems and nonprofit, or non-community water systems. Community water systems are defined as being a public water system which has 15 or more service connections that are used on a year-round basis by residents, or which regularly serve 25 or more year-round residents. This includes any water system which is owned privately, by a nonprofit, or is a City, district or port under Oregon law. Nonprofit or non-community water systems are defined as being a public water system that is not a community water system and that regularly serves at least 25 people and is legally recognized under Oregon law as a nonprofit entity.

Program eligibility is limited to projects necessary to ensure that water systems comply with applicable requirements and to further public health protection goals of drinking water quality standards administered by the Oregon Health Division. Eligible activities include planning and preliminary engineering, design and specifications and construction of improvements to drinking water systems. The following are considered eligible program activities: All drinking water facilities necessary for source of supply, filtration, treatment, storage, transmission and metering; the acquisition of real property directly related to or necessary for the proposed project, including rights-of-way, easements and facility sites; preliminary and final engineering, surveying, legal review and other support activities necessary for the construction of the water system; construction contingencies in approved change orders, as approved by the Oregon Economic and Community Development Department. A reasonable amount of community growth may be accommodated in the

project to cover the useful life of an eligible project if that growth is based upon current and reasonable population projections agreed to by local and state land use planning authorities. Growth may not be the primary purpose for constructing the facilities; public health improvement must be the main purpose of the project.

B. *Source: State of Oregon, OECDD*
Name of Program: Water/Wastewater Financing Program

The purpose is to provide financing for the construction of public infrastructure needed to ensure compliance with the Safe Drinking Water Act or the Clean Water Act. It is intended to assist local governments that have been hard hit with state and federal mandates for public drinking water systems and wastewater systems. Applicants eligible for this program include municipalities, as described in the Special Public Works Fund Applicant's Handbook: cities, county districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

Activities that qualify a municipality as being eligible for funding under this program involve the issuance of a Notice of Non-Compliance to the System by the appropriate regulatory agency with the Safe Drinking Water Act or the Clean Water Act. In addition, public infrastructure required to ensure compliance by creating or improving the following: water source, treatment, storage and distribution, wastewater collection and capacity, storm system, purchase of rights of way and easements necessary for infrastructure and design and construction engineering.

The grant/loan amounts for this program are determined by a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). The maximum direct loan amount under this program is $500,000 when financed with lottery funds. The maximum bonded loan, when funded through the sale of State Revenue Bonds is $10,000,000. The loans are generally repaid with Utility Revenues, General Funds or Voter Approved Bond Issues.

The maximum grant is $500,000, including the cost of issuance and debt service reserve, in the case of a bonded loan. Technical Assistance grants and loans may finance preliminary planning, engineering studies, and economic investigations to determine project feasibility. Up to $10,000 in grant funds and $20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

C. Existing Wastewater Funding Mechanisms

Source: City of La Grande, Oregon; Resolution Number 4338, Series 2000
Name of Program: Sewer System Development Charges and Sewer Service Rates

The City has several SDCs in place for users of the City's sanitary sewer system. These basic fees include residential, commercial and industrial user rates, sanitary and storm sewer tap charges, inspection charges and sewer main connection fees. The following tables outline the rates/fees for each of the aforementioned SDCs.

Table VII.5
Sanitary Sewer User Rate Classifications

Zone	Milligrams	Liters Lbs.	Rates
Residential I	750	0 – 1.5	$25.28 per month
			$50.57 duplex
Commercial I	0 – 240	0 – 1.5	$2.11 per 100 c.f. of water
Commercial II	241 – 475	1.6 – 3.0	$2.59 per 100 c.f. of water
Commercial III	476 – 725	3.1 – 4.5	$3.16 per 100 c.f. of water
Commercial IV	726 – 950	4.6 – 6.0	$3.79 per 100 c.f. of water
Commercial V	951 – 1200	6.1 – 7.5*	$4.30 per 100 c.f. of water
Commercial VI	Septage Haulers		$62.08 per 1000 gallons

*All users with a strength of discharge estimated in excess of 7.5 pounds of BOD or total suspended solids per 100 c.f. shall have per unit charges for discharge strength, based on actual testing of their sewer discharge. For the term of this Resolution, users with discharge strength in excess of 7.5lb/c.f. shall pay an added thirty-nine ($0.39) cents per 100 c.f. of water used for each one (1) pound increment or portion thereof.

Source: City of La Grande, 2001

Note: Users outside the City of La Grande limits will pay an additional twenty percent (20%) sewer user rate for residential and classes one (I) through six (VI).

Commercial and industrial charges that are not specifically listed within Resolution Number 4338, Series 2000, or which fall within 2 or more classifications shall be assessed based on the user's total contribution to the total waste water loading of the treatment works, as determined by the City's Engineering Division Staff. The elements to be assessed include: sewage strength, chemical composition, impact on treatment systems and delivery flow rate.

Table VII.6
Sanitary and Storm Sewer Tap Charges
(Based on 4" Taps)

Depth of Sewer Tap at Main	Gravel Street	Paved Street
0 to 8 feet	$779.00	$1,002.00
8 to 12 feet	$947.00	$1,169.00
12 to 16 feet	$1,196.00	$1,469.00
Over 16 feet* (Deposit)	$1,632.00	$2,099.00

* Total cost minus deposit.

Source: City of La Grande, 2001

These charges provide for a maximum of fifty feet of 4" diameter pipe from the property line to the tap at the public sewer. Larger pipe sizes and/or longer lengths shall be charged according to the actual cost to the City.

Table VII.7
Sewer Main Connection Fees

Depth of Sewer Tap at Main	Gravel Street	Paved Street
0 to 8 feet	$29.16/foot	$36.36/foot
8 to 12 feet	$36.36/foot	$46.58/foot
Over 12 feet	$53.52/foot	$68.64/foot

* Charges listed are per lineal foot of main.
Source: City of La Grande, 2001

For additional information on additional sanitary sewer fees, please refer to La Grande's Resolution Number 4338, Series 2000.

D. Wastewater System Funding Options

1. Overview of Available Options

There are multiple State and Federal grant and loan programs available to communities who are seeking to improve their Public Facilities. The many programs that are available are tailored to various project types, community size and community economic situation. These programs include: the Oregon Economic Development Department (OEDD); USDA Rural Development (RD); the U.S. Economic Development Administration (EDA), and the Oregon Department of Environmental Quality (DEQ). In order to identify a community's need for funding a specific public works project, the State Community Economic Revitalization Team (SCRET) created the Northwest Economic Adjustment Initiative. The Initiative has established a process whereby separate counties prioritize their potential projects prior to them being considered by funding agencies. Anderson Perry & Associates cite in the La Grande 1998 Wastewater System study that "because some of the funding programs that have been identified as secondary or backup sources of funding will use the SCRET process to actively participate in the local prioritization process and actively educate people in these agencies about the importance of their project".

2. Qualifying Options

The City currently only qualifies for low interest loans from the DEQ through the State Revolving Loan Fund (SRF). These loans and reserve funds will be used to finance improvements to the municipalities' wastewater systems. The loans will be repaid through user rates, or SDCs.

The City's population is too large for the RD funding program. These funds are not an option for the City unless RD changes the population requirement.

The EDA programs require cities to show a funding need in order to maintain, or build the utility system capacity necessary to attract and keep existing industry. At this time, the City of La Grande is unable to show such a need, but this program may be available for future improvements.

The OECDD has several programs available that include the Water/Wastewater Financing Program, Special Public Works Program, and Community Development Block Grant. The City of La Grande does not qualify for funding under the Water/Wastewater or Community Development Block Grant programs because the City's median household income is too high. The Special Public Works Program requires the identification of a business or industry and need for utility improvement in order to attract new business.

Even though most of these programs are currently unavailable to the City, they may potentially become funding alternatives in the future.

3. Grants

   A. *Source: State of Oregon*
   Name of Program: Oregon Economic Development Department, Community Development Block Grant Program

   The OECDD administers the Community Block Development Grant (CBDG), which annually receives funding for this program by the U.S. Department of Housing and Urban Development (HUD). In order to be eligible for funding under this program, the agency requires that a need must exist for the resolution of a community's current water quality compliance problem. According to the City's 1998 Wastewater System Study, the City has received several Notices of Non-Compliance, and therefore complies with this eligibility requirement.

   A second requirement for this grant program is that more than 51 percent of the inhabitants of the City must have an income rating of low-to-moderate. According to a recent income survey, 64.7 percent of the City's residents have an income rating of low-to-moderate. Having met the two requirements, the City of La Grande is therefore eligible for funding under this grant program. Grant funds are accepted year-round and are available up to an aggregate maximum of $750,000 for planning design and construction of facilities.

4. Loans

   A. *Source: State of Oregon*
   Name of Program: State Revolving Loan Fund (SRF)

   The Oregon Department of Environmental Quality administers the SRF loan program and offers low interest rate loans to public agencies for the purpose of planning, design and construction of water pollution control facilities (i.e. wastewater treatment plants). Please refer to the 1998 La Grande Wastewater System Study for more information on the rates for the SRF loan program.

   B. *Source: U.S. Federal Government*
   Name of Program: Rural Development (RD)

   The Rural Development loan and direct grant program is provided by the U.S. Department of Agriculture. Under the loan program the agency purchases local bonds at rates that are below the market rates. The U.S. Department of Agriculture sets the interest rates for these loans based upon the median household incomes (MHI) of the community, as well as upon other varying factors. The RD/grant loan program appears to be a potential source of low-interest, 40-year term loan monies only. According to the 1998 Wastewater System Study, the City is not in the position to receive grants from the program. Anderson Perry & Associates recommends that this program could only be considered as a secondary, backup source of loan funds for Phase II improvements, and should not be considered for the relatively small Phase I improvements.

5. Grants and Loans

   A. *Source: State of Oregon*
   Name of Program: Water/Wastewater Financing Program

For information on this financial program, please refer to the Water System Funding portion of this Chapter, Section B, Subsection 3.

B. *Source: Oregon Economic & Community Development Department (OECDD)*
Name of Program: Special Public Works Program

To view the funding package for the selected alternative, please refer to the 2000 Addendum to the 1998 La Grande Wastewater System Study.

C. *Source: U.S. Federal Government*
Name of Program: U.S. Economic Development Administration (EDA)

The EDA grant and loan programs are available to cities for public works projects that are able to be shown as needed to maintain, or build the capacity necessary to attract new and keep existing industry. Funds are also available for the purpose of stimulating a community's economy, as the goal of this program is to create and retain jobs. This agency has invested money in several projects located in Eastern Oregon over the past few years for Public Works Improvement Projects in communities where businesses were locating or planning to locate in the near future.

E. Proposed Stormwater System Funding Mechanisms

Source: City of La Grande, Oregon
Name of Program: Proposed Surface Water System Development Charges

The City of La Grande has instituted a Systems Development Charge and a Stormwater Utility Fee for the City's Storm Sewer Utility Fund. The fee will provide the City with a method for funding storm sewer system operations, maintenance and improvements. At the present time, neither rates nor a date of implementation has been established.

F. Stormwater System Funding Options

For information on the funding mechanisms available for the City's Stormwater System, please refer to the Section F of this Chapter, Special Public Works Fund.

G. Existing Transportation System Funding Mechanisms

1. *Source: City of La Grande, Oregon; Resolution Number 4155, Series 1992*
Name of Program: Street User Fees (System Development Charges)

As stated in Ordinance Number 2708, Series 1985, the City of La Grande has established a fund for the purpose of generating monies for the construction, reconstruction, maintenance and repair of streets. The City Council has determined that City streets benefit all citizens of La Grande, and therefore, has concluded that the citizens should share in the costs of construction, reconstruction, major maintenance and repair of existing streets. The user fee is charged to each City utility rate payer within the City Limits; the user fee appears on either the rate payer's water or sewer statement. A low-income senior citizen may be entitled to a reduced user fee as established by Resolution. All street user fees are placed into a separate fund and are only used for the aforementioned purposes.

As stated in Resolution Number 4155, Series 1992, the Street User Fees are as follows:

Table VII.8
Street User Fees

Effective Date	Regular	Senior Citizens
July 1, 1992	$3.00/month	$1.50/month
July 1, 1993	$3.50/month	$1.75/month
July 1, 1994	$4.00/month	$2.00/month

Source: City of La Grande, 2001

H. Transportation System Funding Options

1. Grants

A. Source: State of Oregon, Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD)
Name of Program: Transportation Growth Management (TGM) Grant Program

The Transportation Growth Management Grant Program was enacted to integrate transportation planning with the Statewide land use planning program to achieve benchmarks for mobility, air quality and community design. The program's mission is: to enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian, bicycle, and transit-friendly communities.

Through legislative approval, approximately $6,000,000 is available for TGM grants for the 1999-2001 biennium planning period. The TGM program receives support from federal transportation funds; each grant requires a local match of approximately 10 percent. This program has no set minimum or maximum amount for the TGM grants.

Awards in the 1997-1999 biennium averaged around $60,000. Individual awards ranged from $3,200 to $200,000. Past grant amounts for Category 1 ranged from $4,250 to $180,000, Category 2 ranged from $11,000 to $264,200, while Category 3 ranged from $12,120 to $125,000.

Cities, counties and metropolitan planning organizations are the principal recipients. Others eligible include councils of government when acting on behalf of governments, and special districts for cooperative and urban service agreements.

The eligible activities for the available grants fall into three categories:

- Category 1 grants help local governments develop transportation system plans and ordinances to implement the Transportation Planning Rule, as well as the 1998 Oregon Highway Plan.

- Category 2 grants are used to help local governments reconsider land use patterns in order to meet transportation needs by planning for compatible land uses along state highways to implement the 1998 Oregon Highway Plan.

- Category 3 grants enable local governments to implement plans that support an efficient and balanced transportation system.

B. *Source: State of Oregon, ODOT*
Project Type: Bike and Pedestrian Grants

ODOT's Bike and Pedestrian Program offers two programs to assist in the development of walking and bicycling improvements: local grants and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state and 20 percent local match ratio is required in order to qualify. Suitable projects include: curb extensions; pedestrian crossings; intersection improvements; shoulder widening and re-striping for bike lanes.

The second program concerns projects on urban state highways with little or no right-of-way taking and few environmental impacts. These projects are eligible for Small-Scale Urban Project Funds. Both of these programs are limited to projects costing up to $100,000. For projects that cost more than $100,000 and involve acquisition of the right-of-way, or have significant environmental impacts should be submitted to ODOT for inclusion in the "STIP".

C. *Source: State of Oregon, ODOT*
Name of Program: Transportation Safety Grant Program

The objective for this program is to reduce the number of transportation-related accidents and fatalities through coordination with multiple other state programs. Managed by ODOT's Transportation Safety Section (TSS), these funds are intended to aid a program for three years. Programs eligible for funding include: impaired driving, youth, pedestrian, occupant protection, speed, enforcement, bicycle and motorcycle safety.

TSS grants the available funds each year by way of a report that identifies the major safety programs, offers suggestions to counter measures to existing safety issues, and lists the successful projects that are selected for funding. In this manner there is no application process.

D. *Source: State of Oregon*
Name of Program: Special Transportation Fund (STF)

The STF grants funds in order to maintain, develop and improve transportation services for persons with disabilities, as well as for people over 60 years of age. Three quarters of the funds are distributed to mass transit districts and transportation districts. The counties are eligible for the funds on a per capita formula where such districts do not exist. The remaining funds are distributed on a discretionary basis.

E. *Source: State of Oregon, Oregon Economic Development Department (OECDD) and ODOT.*
Name of Program: Immediate Opportunity Grant Program

OECDD and ODOT designed a program in order to assist local and regional economic development efforts. The program is funded by state gas tax revenues and has

approximately $7 million per year available for grants. Eligible projects and activities include: improvement of public roads; inclusion of an economic development-related project of regional significance; creation or retention of primary employment; and the ability to provide local funds (50/50) to match grant. The maximum amount of any grant under the program is $500,000.

F. Source: U.S. Federal Government
Name of Program: Enhancement Program

This is a federally funded program for projects which demonstrate a link to the "intermodal transportation system, compatibility with approved plans, and local financial support." In order to qualify for this program a 10.27 percent local match is required. "Within the five Oregon regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered and other transportation-related criteria."

G. Source: Federal Government
Name of Program: Highway Bridge Rehabilitation or Replacement Program (HBRR)

As previously mentioned in the Planned Improvements section, federal funding is available for the replacement or rehabilitation of bridges from all functional categories. A portion of the HBRR is allocated for the improvement of bridges under local jurisdictions. In order to determine the amount available for a particular project, a "quantitative ranking system is applied to the proposed projects based on a sufficiency rating, cost factor and load capacity"; they are ranked against other Statewide projects, and require 10 percent matches from both the state and local jurisdiction.

H. Source: State of Oregon
Name of Program: Emerging Small Business Program

The Emerging Small Business Program can provide transportation project funding in exchange for the governing body agreeing to award the construction contract to an Emerging Small Business contractor.

2. Loans

A. Source: State of Oregon, Department of Transportation (ODOT)
Name of Program: Oregon Transportation Infrastructure Bank (OTIB)

This program is a revolving loan fund which was designed to promote innovative transportation funding solutions. Eligible applicants for the OTIB program include: cities, counties, transit districts, other special districts, port authorities, tribal governments, state agencies and private for-profit and not-for-profit entities. OTIB currently offers direct loans for eligible projects. These loans may be funded from available OTIB resources or through the sale of revenue bonds.

In order for projects to be considered eligible for funding under this program, they must comply with the eligibility for funding regulations stated in Title 23 or Title 49 of the Code of Federal Regulations (CFR). However, eligible projects generally include: Highway projects such as roads, signals, intersection improvements and bridges;

transit capital projects such as buses, equipment and maintenance or passenger facilities and bikeway or pedestrian access projects within the highway right-of-way.

In order to be federal-aid eligible, roads must be open to public travel and functionally classified as a major collector or higher. Eligible project costs include preliminary engineering, required environmental studies, acquisition of right-of-way, equipment, construction including project management and engineering, inspections, financing costs and contingencies.

I. Existing Parks and Recreation Funding Mechanisms

Source: City of La Grande, Oregon; Resolution Number 4339, Series 2000, Article 7.1 of the Land Development Code
Name of Program: Parks and Recreation Systems Development Charge (SDC)

Per the recommendation of the Parks and Recreation Advisory Committee and Planning Commission, a Systems Development Charge (SDC) of $525.00 per new dwelling unit constructed in the City of La Grande or its urban growth boundary has been established for the purpose of generating funds for parks and recreation capital improvements.

J. Special Public Works Fund

Source: Oregon Economic & Community Development Department (OECDD)
Type of Funds Available: Loans and Grants
Name of Program: Special Public Works Fund

The purpose of the Special Public Works Fund is to create jobs, especially family-wage jobs, for Oregonians; loans and grants to construct public infrastructure to support industrial/manufacturing and eligible commercial economic development. "Eligible commercial" means commercial activity that is marketed nationally or internationally and attracts business from outside Oregon. Examples include the Oregon Coast Aquarium, OMSI, Baker City Oregon Trail Interpretive Center. While this is primarily a loan program, grant funds are available based upon economic need of the municipality.

Eligible applicants for this program are municipalities as described in the Special Public Works Fund Applicant's Handbook, which generally includes: cities, county service districts, port authorities and counties, sanitary districts, tribal councils of Native American tribes, water control districts, water supply districts, water and wastewater authorities.

In order for a municipality to be eligible for loans and/or grants under this program, public infrastructure is a requirement so as to enable eligible businesses to locate or expand: airports, design and construction engineering, port facilities, and publicly owned railroad spurs and sidings. Necessary infrastructure for the purchase of rights of way and easements include: roadways, bridges, storm drainage, wastewater collection and capacity, and water source, treatment, storage and distribution.

In addition, specific industrial/manufacturing and eligible commercial businesses must commit to the creation of permanent, full-time-equivalent jobs for a municipality to be eligible. Up to $10,000 in grant funds may be awarded for each full-time-equivalent job created (based on demonstrated financial need); of jobs created, 30% must be "family wage" jobs. Another requirement for eligibility

is a public and/or private investment equal to at least twice the infrastructure cost, with the infrastructure built to the correct capacity for the purpose of being able to adequately support industrial and manufacturing development.

For distressed communities, meaning communities without firm business commitments, grant funds of up to $250,000 per project may be awarded. These types of communities were formerly known as "severely affected" communities. Technical Assistance grants and loans may finance preliminary planning, engineering studies and economic investigations to determine infrastructure feasibility for these communities.

The Special Public Works Fund provides grants and loans to eligible communities by conducting a financial analysis based on a demonstrated need and the applicant's ability or inability to afford additional loans (debt capacity, repayment sources and other factors). Loans are generally repaid with Utility Revenues, Local Improvement Districts, General Funds or Voter Approved Bond Issues. Financing limits depend on the project: up to $10,000,000 Bond Loan, up to $1,500,000 Collateral Loan, up to $500,000 for grants, and for technical assistance, up to $10,000 in grant funds and $20,000 in additional loan funds may be awarded to eligible applicants under 5,000 in population.

K. Bonds

1. *Source: General Municipality*
   Name of Program: General Obligation Bonds

   General Obligation Bonds are voter-approved and represent the least expensive borrowing mechanism that is available to municipalities. These types of bonds are primarily supported by a separate property tax levy, that has been approved explicitly for the purpose of retiring the debt. Accordingly, the levy does not terminate until all the remaining debt is paid. The tax is levied proportionately throughout the taxing jurisdiction based on the assessed value of the property. Typically, general obligation debts result from public improvement projects that will benefit the entire community.

   “State statutes require that the general obligation indebtedness of a municipality not exceed 3 percent of the real market value of all taxable property in the City. Since general obligation bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47 and 50. Although new bonds must be specifically voter-approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, un-issued voter-approved bonds, or refunding bonds.”

2. *Source: General Municipality*
   Name of Program: Limited Tax Bonds

   Limited Tax General Obligation Bonds (LTGO’s) are comparable to general obligation bonds in that they represent the obligation of the municipality. LTGO’s do not require voter approval due to the fact that the municipality’s obligation is limited to its current revenue sources and is not secured by the general public’s ability to raise taxes.

   In addition, since the LTGO’s are not secured by the full taxing power of the issuer, the bond represents a higher borrowing cost than the general obligation bonds. “The municipality must pledge to levy the maximum amount under constitutional and statutory limits, but not the

unlimited taxing authority with GO bonds. Because LTGO's are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50."

3. *Source: General Municipality*
   Name of Program: Bancroft Bonds

   According to Oregon Statute, municipalities are permitted to issue Bancroft Bonds which guarantee the City's full commitment and credit to assessment bonds. The bonds then become general obligations of the City, although they are paid with assessments. Typically, these bonds provide a City with the ability to pledge its credence and credit in order to obtain a lower borrowing cost and therefore, avoid obtaining voter approval. Since Bancroft bonds are not voter approved, the taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, Bancroft bonds have not been used by municipalities who were required to compress their tax rates.

Appendix

The following appendix contains the necessary exhibits and figures that illustrate the existing public facilities in La Grande, and indicate the location of new and proposed facility projects.

A-1	Water System Recommended Improvements[1]	Figure U6-2
A-2	Existing and Future High Level Distribution Systems[1]	Figure U6-1
A-3	Possible Low-Low Level Distribution System[1]	Figure U6-3
A-4	Wastewater Vicinity Map[2]	Figure 1-2
A-5	Existing Wastewater ICASD Collection System[2]	Figure 3-1
A-6	Surface Water Study Area[3]	Figure 5-1
A-7-1	Surface Water Alternative D Management Plan[3]	Figure 5-14
A-7-2	Surface Water Alternative D Management Plan[3]	Figure 5-14
A-8	Recommended Roadway and Intersection Projects[4]	Table 3
A-9	Recommended Pedestrian System Improvements[4]	Table 4
A-10	Recommended Bicycle System Improvements[4]	Table 5
A-11	Recommended Roadway Plan[4]	Figure 7-4
A-12	Recommended Pedestrian Plan[4]	Figure 7-5
A-13	Recommended Bicycle Plan[4]	Figure 7-6

[1] Source: City of La Grande, Oregon Water System Master Plan by Anderson Perry & Associates, (1998).
[2] Source: City of La Grande, Oregon Wastewater Facilities Plan by Anderson Perry & Associates, (1998).
[3] Source: City of La Grande, Oregon Surface Water Management Plan by Anderson Perry & Associates, (1998).
[4] Source: City of La Grande & Island City, Oregon Transportation System Plan by McKeever/Morris Inc. and David Evans and Associates Inc., (1999).

Objective

1. To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

2. To encourage and provide for a coordinative, cooperative program involving all affected public agencies in the La Grande areas for the acquisition, development and maintenance of public facilities.

3. To insure that the needs for public facilities, including schools, parks, and other public administrative and operational buildings, will be provided in an orderly, economical manner consistent with an overall plan for the future development of the community.

Recommendations

1. Identification and prior acquisition should be made where possible, of areas to be used for future schools, parks, open space, fire, police and other related public facilities.

2. That a capital improvement plan be maintained and reviewed yearly.

3. Fire stations should be located on major streets in a manner that will facilitate their response to all parts of their protection territory, and shall be as close to high hazard loss areas as is feasible.

4. Sites for future public facilities should be acquired in advance of actual need, in order to obtain maximum economy in site acquisition.

5. In evaluation and selection of sites for public administrative and operational facilities, the Planning Commission should base its recommendation upon the consideration of relevant planning principles including land use, physical site demands and development potentials, accessibility, and acquisition and development costs and the needs and development plans of other public agencies in the area.

6. In the acquisition of property for public administrative and operation use, the proceedings of condemnation should be used only as a last resort, and should be used only to acquire property in accordance with the Comprehensive Plan.

7. The City should pledge cooperative development of school and parks on a continuing basis, and should encourage the school district to actively participate on a continuing basis in the planning, acquisition and development of future sites for joint utilization.

8. Public agencies should observe the spirit as well as the letter of all local zoning, subdivision and similar regulatory ordinances, and all local development plans when siting public facilities.

Statewide Planning Goal 12 - Transportation

The City has adopted a Transportation Plan for the UGB which shall be considered a support document to the Comprehensive Land Use Plan. All major transportation needs are discussed within the Transportation Plan. Please refer to Volume I of the adopted La Grande/Island City Transportation System Plan.

The Transportation Planning Goals set forth in the La Grande/Island City Transportation System Plan, are as follows:

Transportation Access and Options

1. Ensure a safe and efficient transportation system allowing access into and through the community for all users, including the transportation disadvantaged.

2. Improve personal mobility and access to transportation services by expanding the variety and availability of travel modes throughout the region.

3. Improve the movement of goods and delivery of services throughout the region using a variety of travel modes.

4. Provide connectivity between transportation options and to locations outside the study area.

5. Improve the overall safety and efficiency of transportation system operations by: 1) Managing access to and development along State-maintained highway corridors; 2) Promoting transportation demand management strategies; and 3) Adopting Ordinances to ensure safe and convenient connections between travel modes.

6. Provide adequate mobility and access for emergency services.

Transportation System

1. Ensure adequate capacity for future travel demand on collector and arterial streets and on the local highways to enable economic development in the community.

2. Improve the local circulation system to reduce the community's reliance on U.S. Highway 30 (Adams Avenue) and Oregon State Highway 82 (Island Avenue).

3. Ensure the integration of adequate bike and pedestrian pathways through the community, particularly to connect schools and activity centers.

4. Protect the function of existing and planned roadways as identified in the Transportation System Plan through the application of appropriate access management techniques.

Land Use Compatibility

1. Improve area-wide quality of life by: 1) Increasing the compatibility of regional transportation system development with existing and future land use patterns, and 2) Minimizing the impacts of transportation system development on the natural and built environment.

2. Provide a transportation system that attracts people to live and work in the area and supports and enhances the local economy, including the recreation and tourism industry.

3. Enhance or maintain a balance between jobs and housing in sub-districts of the urban area in order to reduce the number and length of trips.

Funding

1. Develop a transportation system that is economical and affordable for the users and for the community to construct and maintain.

2. Ensure sustained funding for needed transportation improvement projects.

Coordination

1. Develop recommendations that ensure the Transportation System Plan will be consistent with the goals, policies, and action strategies of the Oregon Transportation Plan, Statewide Planning Goals, Oregon Benchmarks, the Transportation Equity Act for the Twenty-First Century (TEA-21), the Clean Air Act Amendments (CAAA), and the Americans with Disabilities Act (ADA).

2. Coordinate with the Oregon Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan.

3. Provide timely notice to ODOT regarding any land use action on or adjacent to a State transportation facility.

Implementation

1. The Transportation System Plan is an element of the Comprehensive Plans for La Grande and Island City.

2. Maintain a Transportation System Plan that is flexible and adaptable to changing future conditions.

Statewide Planning Goal 13 - Energy Conservation

Through the plan and implementing ordinances of the City, it is apparent that energy conservation can be achieved. The residential and commercial density factors allow intense development of their respective uses while controlling growth in the urban area. The single family residential zone has no maximum density limit except for a height and landscaping requirement. The commercial and industrial zones have no minimum lot size or setback. The City Zoning Ordinance also allows planned unit development and neighborhood convenience centers in residential classifications.

The City is exploring its geothermal potential independently and in concert with the major heat load institutions in the La Grande area. The City will encourage solar orientation in the subdivision review process in order to aid the further application of the solar access ordinance. The City has potential for utilizing wind power and will encourage implementation of the appropriate wind generation technology in this area, as it becomes available.

The City is also proposing to develop its hydro energy from the Beaver Creek watershed. This may occur in two projects with a hydroelectric plant and also to directly drive turbine pumps for the new City well.

Objective –
1. To conserve energy.

2. Land and uses developed on the land be managed and controlled so as to minimize the conservation of all forms of energy, based upon sound economic principles.

Goals –
1. Encourage the use of renewable energy resources.

2. Encourage walking and/or bicycling between place of business and place of residence.

Policies –
1. That high density residential, commercial and industrial uses be located so as to minimize energy consumption.

2. That maximum use of renewable energy resources be developed to preserve the non-renewable resources.

3. Sidewalks will be required on both sides of each street plated.

4. Sidewalk improvement will be included where necessary when the adjoining street is undergoing significant street reconstruction.

Recommendations –
1. That high density residential, commercial and industrial uses be located along the major arterial systems to achieve greater energy efficiency.

2. That the City investigate the use of geothermal, solar, wind, and water resources for energy production in the La Grande Area.

Statewide Planning Goal 14 - Urbanization

The La Grande Urban Area Comprehensive Plan addresses and complies with the urbanization goal. As a result of the needs analysis considered under the separate goals for land use planning through analyzing currently developed property, vacant property, and our future needs for the different land use classifications, an Urban Growth Boundary has been established as part of the Plan. Also taken into consideration in this analysis is the availability of the City to provide urban services at a reasonable cost in order that the potential for future development is not unnecessarily burdened with excessive costs of extending those services.

Natural barriers to development and resource land considerations have also been incorporated into the justification for the Urban Growth Boundary.

A. Strategies and Policies for Efficient Conversion of Urbanizable Land

This section discusses strategies and policies for the efficient conversion of urbanizable land to urban uses within the La Grande Urban Growth Boundary.

1. Residential Development

ORS 197.296(7) requires that in establishing that actions and measures … demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types … and is zoned at density ranges that are likely to be achieved by the housing market ... Actions or measures, or both, may include but are not limited to:

a. Increases in the permitted density on existing residential land;

b. Financial incentives for higher density housing;

c. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;

d. Removal or easing of approval standards or procedures;

e. Minimum density ranges;

f. Redevelopment and infill strategies;

g. Authorization of housing types not previously allowed by the plan or regulations; and

h. Adoption of an average residential density standard.

Policies: These policies are included to ensure efficient use of land within the Urban Growth Boundary (UGB) and that needed density ranges and housing types are provided.

1. The City should examine measures to encourage residential densities to approach the maximum allowed in each zone. Such measures could include density bonuses (allowing increased densities in exchange for a certain percentage of housing in a development reserved for lower-income groups), easing of parking restrictions for senior housing complexes, and easing of regulations to encourage infill development;

2. The City should examine measures that would increase the likelihood that the need for very low-income and/or government-assisted housing is met, as follows:

   a. Provide financial incentives to developers of multi-family units to build more low-cost units. This could be done as a part of the Federal Low Income Housing Tax Credit Program.

   b. Assist in the application (with a Housing Authority, non-profit organization or private developer) for additional housing assistance for the construction of low-cost units from Federal and/or State sources. The data presented in this document can be used to document the future need for such housing.

3. The City should implement the following principles to ensure that land zoned for higher densities is in locations appropriate for the housing types needed when it rezones Union County zoned land for residential development:

   a. Higher density residential designations should be located near existing or planned employment centers, neighborhood commercial centers, schools, and community parks;

   b. Higher density residential designations should be dispersed across the community as opposed to being concentrated in one area.

2. Conversion of Urbanizable Land Based on Provision of Adequate Public Services and Facilities Policies:

   a. The conversion of urbanizable lands to urban uses shall take into account the carrying capacities of public facilities and services, and no such conversion shall be permitted that exceeds such capacities.

   b. The City shall require full urban services to be provided to all urban-level development within the Urban Growth Boundary.

   c. The City shall require annexation prior to providing urban services and permitting urban-level development.

   d. The City shall require detailed land use and public facilities plans for conversion areas prior to approval of and as part of the conversion plan amendment.

   e. Lands which are brought into the Urban Growth Boundary which are in resource zoning shall retain that zoning as a holding zone and be considered urbanizable land until it can be provided with urban services and annexed.

3. Urban Growth Boundary Management Agreement

   The City has reviewed its Urban Growth Boundary Management Agreement with Union County regarding land use responsibilities within the Urban Growth Boundary and the Agreement is in compliance with Goal 14 and the Administrative Rule.

4. Urban Reserve Planning
   The City should consider adopting an Urban Reserve Area outside of its Urban Growth Boundary in order to preserve land for eventual urbanization and to restrict development from limiting eventual urban uses. If an Urban Reserve Area is adopted, it must meet the requirements of OAR 660-21.

B. Review Modifications to the Urban Growth Boundary

This section reviews the existing Urban Growth Boundary and proposes modifications of the Boundary based on development suitability and good urban growth management strategies.

ORS 197.296(4) states that if the … urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:

1. Amend its Urban Growth Boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the Urban Growth Boundary;

2. Amend its comprehensive plan, functional plan or land use regulations, pursuant to ORS 197.296 (5) to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for twenty (20) years without expansion of the Urban Growth Boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or

3. Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

C. Statewide Planning Goal Compliance

Whenever a change in the Urban Growth Boundary (UGB) is considered, the governing body proposing such change shall address the factors found in Goal 14 - Urbanization.

ORS 197.298 establishes a hierarchy for consideration of addition of various types of land adjacent to Urban Growth Boundaries. Under this hierarchy, farm and forest land cannot be added to an Urban Growth Boundary until all adjacent land in other land categories is considered and either rejected or exhausted. The ability to reject certain categories of land to serve identified land needs is allowed, but for certain specified reasons only.

The categories of land are, in priority order, as follows:

1. Land designated as “urban reserve;”

2. Nonresource land and “exceptions land;”

3. Marginal land (available to Lane and Washington County only); and

4. Farm and forest resource land, with the most productive resource land given the lowest priority for inclusion in an Urban Growth Boundary.

Land of lower priority may be included in an Urban Growth Boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated to be required for one or more of the following reasons:

1. Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

2. Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

3. Maximum efficiency of land uses within a proposed Urban Growth Boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Expansion of an Urban Growth Boundary requires acknowledgement by the State, which is a determination that the proposed amendment is consistent with the applicable Statewide Planning Goals. Such proposals shall address all legal standards relevant to an Urban Growth Boundary amendment set forth in ORS 197.298, Statewide Planning Goal 14, OAR 660-004-0010, as well as any applicable local standards.

Goal 14: Requires that Establishment of and Change to the Urban Growth Boundary be Based Upon Consideration of the Following Factors:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with Land Conservation Development Commission (LCDC) goals.

2. Need for housing, employment opportunities, and livability.

3. Orderly and economic provision for public facilities and services.

4. Maximum efficiency of land uses within and on the fringe of the existing urban area.

5. EESE (Environmental/ Economic/Social/Energy) consequences.

6. Retention of agricultural land, with Class I being the highest priority for retention and Class VI the lowest priority.

7. Compatibility of the proposed urban uses with nearby agricultural uses.

D. Urban Growth Boundary Modification Criteria
   1. State Requirements. The City shall use the seven Goal 14 factors listed above and the hierarchy for consideration of additional land as described in ORS 197.298 to evaluate the priority of expansion areas to the Urban Growth Boundary.

   2. Local Requirements. The City shall consider other additional factors in evaluating proposed expansion areas to the Urban Growth Boundary, as follows:

a. Feasibility to serve the expansion area at reasonable cost and with minimum impacts on existing development. Development should not conflict with planned public facilities on urbanizable land.

b. Topography of the proposed expansion area and implications for requirements for sewer service (gravity flow vs. pumping stations).

c. Groundwater resources within the proposed expansion area that could be developed for addition to the City's water system at reasonable cost.

d. Existing or planned capacity of transportation systems to serve the proposed expansion area.

e. Proximity and access of the proposed expansion area to schools, parks, bikeways, recreational resources, shopping, and employment.

f. Environmental and/or natural resource limitations or hazards.

g. Impact of proposed expansion area on prime agricultural lands, irrigation districts, and agriculture industry facilities.

h. Impact of proposed expansion area on open space and other natural resource features.

i. Consideration of potential land use conflicts created by proposed expansion areas and compatibility with existing land use pattern.

j. Visual impact of development of the proposed expansion area.

BACKGROUND INFORMATION

THE BACKGROUND INFORMATION PROVIDED IN THIS SECTION WAS A PART OF THE FACTUAL BASE CONSIDERED IN PREPARING THE PLAN MAP AND ARRIVING AT THE PLAN OBJECTIVES, DEVELOPMENT POLICIES AND IMPLEMENTATION RECOMMENDATIONS.

The considerations taken into account in plan preparation can generally be classified as socio-economic, use, environmental, and governmental factors. The various elements of each of these classifications are illustrated below and are outlined in the following pages of this section.

LAND USE PLAN CONSIDERATIONS

SOCIO-ECONOMIC FACTORS	USE FACTORS
Population	Existing Uses
Employment	Zoning
Community Survey	Housing Conditions
	Parcel and Ownership Date
ENVIRONMENTAL FACTORS	**GOVERNMENTAL FACTORS**
Soils Conditions	Streets and Walks
Slope	Water Supply
Flood Hazards	Sewage Disposal
Resource Values	Schools
	Other Services and
	Facilities

Those background elements that were suitable for summarization and/or mapping are found in the following subsections addressing the 14 Statewide Planning Goals.

The Statewide Planning Goals and Guidelines are addressed in this Plan by categorizing the City's objectives, policies, and recommendations into the 14 Statewide Goals, with each goal topic having the City's objectives, policies and recommendations.

Summaries of the data, maps, and charts that were developed from which the objectives, policies, and recommendations are based are included in this section.

Existing Land Uses

One of the basic steps in development of a Comprehensive Plan for a community is the preparation of an existing land use map, and an analysis of the land use pattern. Without a thorough knowledge of the existing patterns of development, it is not possible to adequately plan for the future.

The land use inventory locates the established land uses, those areas presently being used for residential neighborhoods, for commercial shopping areas, for industrial, etc., and identifies some possible land use conflicts which should be recognized by a plan.

With basic land use pattern of La Grande being more or less stable in the past, conflicts have arisen from the mixture of incompatible land uses. This transition or mixture of incompatible uses is a result of one use gradually being overtaken by another use through a period of time. An example of this is in once predominately residential areas immediately adjacent to the City's central business district, old residential properties give way to commercial development as they become available, and the line between the business district and adjacent residential areas become unclear.

Existing residential densities tend to influence the future character of residential neighborhoods, and of the City as a whole since they provide a frame of reference with which local residents tend to distinguish between, for example, "high" density of apartment dwelling, and "low" density development that characterize single-family residential neighborhoods.

Since residential uses generally occupy the greatest amount of land in a community, residential densities tend to determine the overall quantity of land that will be devoted to urban purposes.

More importantly, residential densities provide a basis for determining the appropriate size and location of such fixed public investments as major streets, sewer trunks, and laterals, and water mains. The adequate siting of fire stations, schools, parks, and other public service facilities is also directly related to the pattern of residential densities. Since these facilities must serve the present as well as the future needs, a significant departure from existing density levels should be carefully considered.

Residential Land Uses

Residential uses account for the largest single major use of developed land in the UGB. All of the two-family and multi-family units are located in the City. Residential development in the City is fairly compact. There are small areas of vacant land and agricultural uses among the residential uses but this is mostly on the fringe of the City. La Grande has a few new residential areas that have been developed within the last ten years but the majority of residences are over ten years of age. There are many two-story homes built in the 20s and 40s, some of which are being converted to apartments near the central business area.

Prior to the later 1960s essentially all residential development was single family or site constructed housing. In the 1970s this began to change. Several developments for mobile homes were constructed on the east edge of the City. Apartment projects were built in all quadrants of the City and about one half or 250 units received some type of renter subsidy. Single family housing construction has continued with several small subdivisions on the edge of the City.

Commercial Land Uses

Commercial land uses, generally encompass activities in the retailing, warehousing and service functions. Commercial uses are dispersed throughout the urban area.

Commercial development has occurred primarily along Adams Avenue, from the west City limits to the south City limits, with the core of the central business district being concentrated between Third, Spruce, and Washington and Jefferson. This core area contains approximately 73 gross acres, 50 net acres with an estimated 978,792 square feet of gross floor area, and a total of 238 commercial, residential, governmental, fraternal, and transient establishments.

Surrounding the core area in the fringe is a conglomerate of marginal and non-C.B.D. activities. The commercial uses located outside of the C.B.D. represent a variety of activities, although the most numerous are gasoline service stations and grocery stores.

The other major area of commercial activity is that strip along the Oregon State Highway 82 (Island Avenue), going toward Island City, consisting of primarily highway oriented activities such as gas service stations, restaurants, and transient establishment. The exception to the above is the development of the La Grande Town Center, which covers approximately 12 acres and 133,000 square feet of gross floor area, with 15 commercial establishments.

Industrial Land Uses

Industrial land uses in the La Grande urban area occupy approximately 128 acres, with 76 acres (60%) of which are located in the City. The major type of industrial uses located in the La Grande area reflects agricultural and forest related resources with over three-fourths of the industrially used land being occupied by enterprises engaged in lumber and wood products manufacturing or food products processing. Most of the industrial activities are located adjacent to the Union Pacific Railroad.

The industrial development in the past has been primarily agricultural or forest related, but there exists now a definite trend of other more diversified industrial uses that are locating in the La Grande area.

As noted in earlier planning reports, a significant proportion of La Grande's heavy industrial base is located in the industrial park near Island City, outside of our Urban Growth Boundary.

Table 8 shows the existing acreage of land inside and outside the City limits, within the Urban Growth Boundary for the various land uses discussed.

Public and Semi-Public Land Uses
Approximately 308 acres of land in the urban growth area is devoted to public and semi-public uses. Of this 308 acres, 207 acres (67%) is occupied by either schools, churches, or cemeteries. Approximately 261 acres (85%) of the total public and semi-public land uses are within the City limits.

Agricultural Land Uses

The Urban Growth Boundary contains very few parcels of ground that are being used for agricultural production. There are approximately 160 acres of land that is used for pasture or being cultivated that is composed of four parcels of property ranging in size from 20 to 80 acres. Each of these parcels border the City limits and are proposed for urban expansion.

TABLE 8. WITHIN UGB, OCTOBER 11, 1983

	Occupied	Vacant	Total
Commercial	210	116	326
Industrial	219	205	424
Medium Density Residential	1,385	316	1,796
High Density, Residential	179	54	233

Soils Evaluation

Soils in the La Grande Urban Development boundary are predominately the La Grande, Catherine, Palouse, Oxbow, Waha, and Hoopal series. A major consideration with reference to soil types is its capability or suitability for field crops. Soils are classified into eight classes with reference to their limitations.

Within the La Grande Urban Development boundary, four of the eight soil classes are predominate. They are Class II, Class III, Class VI, and Class VIII. Well over fifty percent of these soils are presently developed with one type of urban use or another.

Class I	-	Soils have few limitations that restrict their use.
Class II	-	Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
Class III	-	Soils have severe limitations that reduce the choice of plants, require special conservation practices, or both.
Class IV	-	Soils have very severe limitations that reduce the choice of plants, require very careful management, or both.
Class V	-	Soils are not likely to erode but have other limitations, impracticable to remove, that limit their use largely to pasture, range, woodland, or wildlife.
Class VI	-	Soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife.
Class VII	-	Soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to pasture or range, woodland, or wildlife.
Class VIII	-	Soils and land forms have limitations tat preclude their use for commercial plants and restrict their use to recreation, wildlife, water supply, or to aesthetic purpose.

Capability subclasses are soil groups within one class; they are designated by adding a small letter, e, w, or s, to the class numeral, for example IIe. The letter e shows that the main limitations is risk of erosion, unless close-growing plant cover is maintained; w shows that water in or on the soil interferes with plant growth or cultivation; and shows that the soil is limited mainly because it is shallow, droughty, or stone.

Of the six soil series for the La Grande area, the major series is La Grande. This series consists of somewhat poorly drained soils formed in silty alluvium over gravel, gently sloping at elevations from 2,200 to 4,000 feet. Permeability is moderate, runoff is slow and the erosion hazard is slight. It has severe limitations for septic tanks, structures and roads due to floods and wet subsoil.

The La Grande soils are well suited for production of grains, peas, and alfalfa. The soils generally have a capability rating of IIw. See USDA Soil Conservation Service interpretation sheets for characteristics of all soils series in this area.

The following chart shows the six major soils series in the La Grande urban area, with soil limitations affecting sanitary facilities and structural development along with the predominate capability of each soil series.

While reviewing the chart below, it is important to realize that because a certain soil series may have severe limitations for some particular use, this does not necessarily mean that the use cannot be accomplished. It points out that problems may exist but with proper engineering, design, and construction methods, many of the problems can be overcome.

TABLE 9. SOIL INTERPRETATIONS FOR THE LA GRANDE CITY AREA

Soil Series	**Soil Capability**	**Soil Limitations**		
		Drainfields	**Roads**	**Foundations**
La Grande	IIw	Severe	Moderate	Severe
Catherine	IIw	Severe	Severe	Severe
Palouse	IIe, IIIe	Slight-Moderate	Slight-Moderate	Moderate-Severe
Oxbow	IVs	Severe	Severe	Severe
Waha	IIIe	Severe	Moderate-Severe	Severe
Hoopal	IIIw	Severe	Moderate	Moderate
Rough & Stony Slopes	VIII	Severe	Severe	Severe

Geological Summary of the La Grande Urban Area

Fan gravel, terrace gravel, river and stream gravel, colluvium and Columbia River basalt formations make up the underlying geology of the La Grande area.

The Columbia River basalt formations consist of areas of lava flows and interbedded tuffs (porous rock formed by consolidation of volcanic ash, dust, etc.), of mid-Miocene age. These areas encompass most of the mountain to the west of La Grande. The tuff beds exist west and south of La Grande, marking areas of landslide topography.

Colluvium is the accumulation of mixed rock fragments and soil at the foot of a slope, and is present in the foot-slope area west of La Grande.

Fan gravels are large fan-shaped gravel deposits on the valley floor caused by rapidly flowing streams, such as the Grande Ronde River, entering the valley and dumping the gravel thus forming the fans. The deposits have been utilized for sand and gravel for concrete aggregate, as road base course, and for fill. Much of this gravel is overlain by several feet of floodplain silt.

Terrace gravels generally consist of well-rounded, weakly cemented basalt pebbles and occasional cobbles with sand and volcanic ash. The gravels overlie the Columbia River basalt at the edge of the mountain front and inter-finger with the fill sediments toward the center of the valley.

Three general types of areas in and around La Grande could present serious problems for construction: (1) unstable basalt slopes, (2) areas of unstable colluvium, and (3) valley areas with a high water table. It is possible that certain types of development can proceed satisfactorily in these areas, but the inherent geologic and engineering characteristics that create the problems must first be recognized and considered in the development plans. A summary of these hazards is indicated below.

A. Basalt slopes - tuff (volcanic ash) beds greatly reduce the slope stability. Steep slopes and thick tuff beds should be considered as potential slide areas. If these areas are developed, cuts and fills are made during construction or lot leveling and increased moisture, resulting from disruption of natural drainage, will make the areas even more unsafe. Roadside water, water from roof drains, dry wells and septic tanks, and heavy watering of lawns during the summer months all increase ground water levels, the major cause of slope movement.

B. Colluvium slopes - the colluvium is hazardous from a stability standpoint, and is relatively porous and easily infiltrated by runoff. Because of wetness, the colluvial slopes are unstable. Development in these areas may likely sustain damage from slope movement. Movement of the slopes may not be observable until some time after development has occurred.

   Much of the colluvial soils west and south of La Grande (adjacent to the steep mountain slopes) have been partially developed. As housing densities increase, the problems of slope stability are also likely to increase. Design and construction should recognize these hazardous conditions.

C. High water table - Unconfined ground water is a potential hazard in the Grande Ronde Valley. Unconfined ground water is that water which is under atmospheric pressure and is free to rise and fall in response to recharge and withdrawal from the water body. Near surface water tables are a hazard to construction, and excavations in such areas quickly fill with water. Areas where

the water table is less than 10 feet from the ground surface are considered to have moderate development limitations. Higher water tables cause increasingly greater problems.

The areas with the least potential for construction problems in the future development of La Grande are those with stable soil and bedrock conditions. Their locations are indicated on the geologic maps as: (1) areas underlain by terrace gravels, (2) basalt surfaces with gentle slopes, and (3) valley areas where the water table remains at least 10 feet below ground surface at all times.

Included as a support document to this Plan and the Geologic Hazard provisions with the Zoning Ordinance is the study recently completed entitled, Soil and Hydrologic Properties and Processes Affecting the Stability of Hillslopes in the La Grande Area and the Potential for Residential Development by Bart Barlow.

Population and Employment Characteristics

Population

The City of La Grande was incorporated in 1865. Between 1960 and 1970 both La Grande and Union County experienced a moderate growth rate. Baker and Pendleton showed population declines during that period. La Grande's population increase during that period was 631 or an increase of 7%.

Between 1970 and 1980 La Grande continued to show a population increase of 2,415 or 20%. This is a change from 9,645 in 1970 to 12,060 in 1980. Between 1980 and 1990, the population of La Grande decreased from 12,060 to 11,766; a decrease of 2.5%. During the 1990s, the population increased from 11,766 to 12,327, an increase of 4.8%. During the 1990s, the population of Union County increased from 23,598 to 24,530 (an increase of 3.9%).

Income

An important aspect of an area's population is the level of family income. The family income governs the level of participation in community support and the area economy. The ability of the economy to deliver economic benefits to the people depends on the level of family income. Also, since income coupled with other social factors affect the lifestyles of the people, it may also indicate the types of consumer markets available. The level of family income also affects the community's ability to finance needed public facilities and services.

The average pay per job in 1999 for Union County was $23,569 according to the Oregon State Employment Division. This is well below the current State average pay per job of $30,867 and below the national average of $33,313. The percentage of families with lower incomes is slightly higher than the rest of Union County and the state; and at the same time the percentage of families with a higher level of income is also higher in La Grande than the rest of Union County. This is due to La Grande serving as a regional center for commerce, medical, and educational resources.

Employment

La Grande's labor force is vulnerable to seasonal fluctuations in the timber and agriculture industry. Currently the national economic situation has affected lumber mills in La Grande to only a small degree with periodic short layoffs lasting only one or two weeks. There has been a significant slow down of new construction and people involved in the building industry have been impacted.

La Grande does serve as a regional center for two counties which also stabilizes the economy and therefore the employment situation. Essentially all of the county's state and federal offices are located in La Grande as well as Eastern Oregon University and a large complex of medical offices adjacent to Grande Ronde Hospital.

The unemployment rate has been in the 6% range during the first half of 2001. This is slightly above the State average of 5.2% and the national average of 4.2%. There has been no massive deterioration of the area employment base but rather a situation where there is a larger increase in the population than there is in employment opportunities. This situation is expected and will not change unless significant industrial development occurs and then the percentage of unemployed will only decrease temporarily.

Present Street Facilities

The City street system is a framework that shapes the City in many ways. The location of streets affects the size, shape and orientation of building lots. This in turn affects the setting of the individual buildings. This combination of streets, blocks, lots, and buildings plays a large part in developing the total character of the City.

The street patterns and their conditions are extremely important in the development of the City with reference to the possible development of new areas and their main purpose of providing safe, expeditious, and effective movement of traffic.

There are approximately 60 miles of street right-of-way in La Grande, accounting for about 464 acres of land.

The City has an adopted Transportation System Plan which includes mapping of the classification of streets and a listing of future transportation projects, with cost estimates and time frames.

Parks and Recreation

A new Parks and Recreation Master Plan was adopted as part of the Comprehensive Plan in 1996. A detailed inventory of parks and recreation facilities is included therein.

Fire Protection

La Grande has a 15 member full-time fire department, providing a four-man shift, 24 hours a day for approximately two-thirds of the time. When someone is on vacation or sick leave then there is a three-man shift. There are also 17volunteer firemen fully trained who respond to the fire calls. The City has four pumper trucks, one elevating platform truck, a rescue truck, and a haz-mat response truck.

The existing fire station is located at the corner of Elm Street and Washington Avenue. However, construction was scheduled to begin during the summer of 2001 on a new Fire Station at the intersection of Cove Avenue, Cherry Street and Pine Street. Plans were being developed to operate a regional fire museum in the old station.

The City Fire Department serves everyone within the City limits, and contracts with various residents outside the City limits for fire protection. On a scale of 1 to 10 established by Insurance Services Office, La Grande has a fire rating of 4 or good.

Police Protection

The La Grande Police Department consists of 24 full-time employees of which 15 are certified officers. This constitutes approximately 1.3 officers per 1,000 population, in comparison with the average for the West Coast of 1.8 officers per 1,000 population. There are also 11 reserve officers.

The Police Department is located at the corner of Sixth Street and "K" Avenue together with the Sheriff's Office in the Union County Corrections Facility. The joint facility was completed in 1978.

At the present time the City Police does not normally respond to calls outside the City limits. However with the central dispatching between the Police and Sheriff's Office, the City Police do respond if they are the closest and it is a life-threatening situation.

Schools

There are eight (8) public schools in the La Grande area that serve the La Grande urban area residents. All of these schools are located within the La Grande City limits except Island City Elementary School. There are five (5) public grade schools, a middle school, a high school and Eastern Oregon University.

Central Elementary is a 14.9 acre site located on "K" Avenue and Sunset Drive serving all that area east of Twelfth Street and south of Adams Avenue.

Riveria Elementary is a 2.7 acre site located on Second Street and “Y” Avenue, serving all that area north of Adams Avenue and west of Depot Street.

Greenwood Elementary is a 5.2 acre site located on Spruce Street and “V” Avenue serving all that area east of Depot Street, north of Adams Avenue and the Oregon State Highway 82 (Island Avenue), and west of the freeway.

Willow Elementary is a 3.1 acre site located at Willow and East “O” Avenue and serves all that area south of the Oregon State Highway 82 (Island Avenue), west of the freeway, north of Gekeler Lane and east of Twelfth Street.

A new Middle School was completed for the fall of 1976. This school is located on an 8.4 acre site at Fourth Street and “K” Avenue.

The High School is located on a 13 acre site at Second Street and “K” Avenue.

Both the Middle and High Schools serve the entire La Grande urban area as well as the Island City area.

Table 10 compares the enrollment in the School District in 1983 and 2001. It is evident that enrollment is declining and that schools are operating within their intended capacity. Two (2) of the elementary schools in La Grande (Willow and Riveria) are becoming very old. The School District has been considering closing these schools and building a new elementary school.

As noted earlier, Eastern Oregon University is located within the City limits. Eastern is a four-year multipurpose regional college with a wide range of degree programs.

The campus is located in the south central part of La Grande on a 110 acre site at Eighth Street and “M” Avenue.

Eastern Oregon University prepared a new Master Plan in 2001 which anticipates the student population increasing from 2,000 in 2001, to 3,000 by 2010, and 4,250 by 2020. A portion of this student enrollment will be served at a variety of “distance learning” locations. About 30% of the students would be housed on-campus. A new Science Building is being planned, which will enable some of the projected growth to occur.

TABLE 10. SCHOOL DISTRICT ENROLLMENT

School	Student Load Potential	Student Enrollment 1983	Student Enrollment 2001
Central Elementary School	440	430	373
Riveria Elementary School	205	169	152
Greenwood Elementary School	410	361	329
Willow Elementary School	195	184	190
Island City Elementary School	190	154	160
Middle School	500	520	379
High School	1,100	830	731

Library

The La Grande Library was built in 1913 at the corner of Fourth Street and Penn Avenue. The book shelving capacity is currently as much as possible in the 8,640 square foot structure. While the building does have some size and functional limitations, the City has reinforced it so its structural and architectural integrity is sound. Handicap access was installed to the basement level and the restrooms were also altered for handicap accessibility. The library is patronized by the county residents who comprise 30% of the total library users.

City Hall

The City offices moved in 1982 from Elm Street and Washington Avenue where they had been located for 72 years. The new location at Fourth Street and Adams Avenue is a building constructed in 1912 as the area Post Office. The building is on the Federal Register of Historic Places and is in excellent condition. All of the City Planning Commission meetings and City Council meetings are held on the main floor, which is accessible to the handicapped.

Airport

La Grande owned and managed the La Grande Airport for many years but has turned over management to Union County. It is situated on 640 acres approximately three miles southeast of the City. The airport is served by two paved runways approximately 4,600 feet in length by 150 feet wide. Present facilities include a fixed base operator, tie-down areas, enclosed hanger space, an aircraft maintenance building, a Forest Service warehouse and offices and a fire retardant bomber facility managed by the Forest Service. An industrial park has been developed on about 200 acres bordering the airport.

PLAN IMPLEMENTATION

The Comprehensive Plan provides a guide for the future growth of the community. However, it is of limited value unless provisions are made for its implementation. The controls and measures which can be utilized to accomplish the objectives outlined by the Comprehensive Plan are varied; they range from legal controls such as zoning and subdivision codes to cooperative agreements between operating agencies such as joint provisions for the use of school recreation facilities. Some are immediate and complete in their effect, such as the construction of various public works projects (schools, roads, etc.). Others may occur more gradually over a period of years toward the accomplishment of Plan objectives. Implementing measures are subject to the pressures of day-to-day problems and decisions, but should be used to provide the implementation of the adopted Comprehensive Plan.

The following section discusses implementing measures that may be utilized by the City. Others may be adopted or utilized from time to time, or new ones may be developed in the future which will prove to be useful.

Zoning

Zoning is an official land use control established to serve the public health, safety, and welfare and to provide the economic, social, and aesthetic advantages resulting from the orderly use of land. Zoning is probably the single most commonly used legal device available for implementing the Comprehensive Plan. It is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space for each type of development. The use of land structures, building height, setback of structures from the street right-of-way line, lot size, density of development and similar matters are regulated in each zone. Zoning regulations governing each specific zone classification must be uniformly applied to all areas given that zone classification.

In establishing zones of land use, the City decides what types of land uses will and will not be found in each area. However, zoning provides only a framework for growth.

In areas where the adopted zoning allows a higher intensity of land use than presently exists, zoning may have a substantial impact on existing development in that zone. Among the primary use of zoning has been the protection of the physical character of existing neighborhoods, the protection of property values and the maintenance of neighborhood stability. Changes of zones within the developed areas may constitute real or imagined threats to property values and to the stability of an area.

One situation which commonly threatens older residential neighborhoods is the use of zoning to facilitate a change in the character of a neighborhood either to a higher density residential use or to commercial uses. Residential areas surrounding expanding commercial areas are especially vulnerable to redevelopment for higher rent uses, and zoning may play a part in determining the timing of such development.

Zoning Ordinance provisions and zoning maps can be amended. However, such amendment must be consistent with the Comprehensive Plan. Where there are conflicts between the zoning and the Comprehensive Plan, the Zoning Ordinance must be brought into conformance and be consistent with the Plan.

Subdivision

A Subdivision Ordinance is an official control pertaining to the division of land. Subdivision Ordinances coordinate the otherwise unrelated plans of a great many individual developers, and in the process to assure that provision is made for such major elements of the land development plan as right-of-way for major thoroughfares, parks, school sites, major water lines, and sewer outfalls, and so forth. They also allow for the control of the internal design of each new subdivision, so that its pattern of streets, lots, and other facilities will be safe, pleasant, and economical to maintain. Also a list of improvements that are the responsibility of the developer such as paved streets, water supply and sewage disposal systems are generally included.

Official Maps

An official map is an Ordinance intended to implement the Transportation Plan through the reservation of land for future streets, or the widening of existing streets. Within the proposed rights-of-way of these streets, Building Permits for substantial new construction cannot be granted in order that the purchase and removal of improvements will not be necessary when the streets are to be developed or widened.

This type of Ordinance provides an opportunity for delaying of construction which is proposed within a mapped street. If investigation shows that the property owner can carry out his project satisfactorily by the relocation of his structure to avoid the path of the proposed street, a change in locations would be required. If preservation of the proposed street would make use of the property impossible, the City would have an opportunity to purchase the property.

Building and Housing Codes

A Building Code establishes minimum standards of safe design and construction for structures to be constructed, altered, repaired, or moved. The City of La Grande has been enforcing the Uniform Building Code since 1965.

A Housing Code establishes minimum standards for safety of existing housing. Ordinances often call for the repair, vacation, or demolition of structures determined to be dangerous to the health, safety, and welfare of the general public or occupants of the building.

Capital Improvement Program

A Capital Improvement Program is the prioritization and scheduling of public physical improvements for a community over a specific period of time. Scheduling is based on a series of priorities, according to need, desire, or importance of such improvements, and the municipality's present and anticipated financial standing.

Capital Improvement Programming is a vital element of the community's total planning effort. As a Plan implementation tool, a City's Capital Improvement Program has an importance comparable to that of the Zoning and Subdivision Ordinances.

The Program should be brought up to date each year and should be based on realistic project costs and the ability of the City to finance the improvements.

A Capital Improvement Program was prepared in 1977 and has not been updated.

City - County Coordination

A number of proposals of this Plan pertain to areas outside the City limits. Implementation of these proposals can occur only through annexation, cooperation between the City of La Grande and Union County or through implementation by the County. La Grande should work closely with the County with regard to such areas as land use controls, subdivision design, and street and park development if the proposals of this Plan are to become a reality.

UPDATING THE PLAN

In order to plan for changes, the Comprehensive Plan itself must be continually re-evaluated and updated. The Plan should be reviewed and, if needed, changed each biennium to reflect: changes in community attitudes, policies and priorities; changes in the economic, social, cultural, and technological aspects of both the community and society in general; changes in community needs as projects are completed and also as an emergency may arise which demands a shift in emphasis; and, changes in the information which is available about the community when analysis of such information points out that basic community characteristics are changing.

Biennial review, updating and re-adoption of the Plan provides the opportunity for reconsideration of short-term proposals and also of long term considerations. This process is intended to make the Plan and the planning process a regular ongoing part of local government instead of a peripheral activity, and to provide an opportunity for general review of proposals contained in the Plan immediately prior to review of the budget, so as to increase the likelihood of the implementation of the proposals.

The Plan should be reviewed at the beginning of the calendar year by the Planning Commission. It should be the task of this body to review the Plan and recommend changes to the Plan in the form of amendments they feel to be necessary. The Plan and amendments shall be considered at a public meeting at each of the four (4) major grade schools (Willow, Greenwood, Central, and Riveria). After these meetings, the Commission will then submit their recommendations to the City Council at which time a public hearing will be held where official action can take place.

When it becomes apparent that the Comprehensive Plan and database have become outmoded, a more thorough review and complete revision of the Plan should take place. This is expected to occur at 7 - 10 year intervals.

Minor changes to the Plan, those that do not have significant effect beyond the immediate area of the change, should not be made more frequently than once a year, if at all possible. The changes should be based on special studies of other information, which will serve the factual basis to support the change. The public need and justification for the particular change should be established.

A request for minor change to the Plan shall be submitted to the Planning Office at least 30 days prior to the date that the Planning Commission is to hold the public hearing.

The Staff will evaluate the request and recommendations and set up a public hearing date for the Planning Commission review. After the Planning Commission holds the hearing, they will make a recommendation to the City Council, who in turn will hold a public hearing, then act on the amendments.

APPENDIX

A. Soil interpretations for the La Grande Region

B. Bibliography

C. Adopted Maps, Appendices, Figures and Related Documents

APPENDIX A
SOIL INTERPRETATIONS FOR THE LA GRANDE REGION

		Soil Limitations		
Soil Series	**Soil Capability**	**Drainfield**	**Roads**	**Foundations**
Veazie	IIIs	Severe	Severe	Severe
La Grande	IIw	Severe	Moderate	Severe
Catherine	IIw	Severe	Severe	Severe
Palouse	IIe, IIIe, Ive	Slight-Moderate	Slight-Moderate	Moderate-Severe
Oxbow	IVs, VIs	Severe	Severe	Severe
Alicel	IIe, IIIe	Slight-Moderate	Moderate	Moderate
Ukiah	VIIs	Severe	Moderate	Moderate
Waha	IIIe, IVi	Severe	Moderate-Severe	Severe
Hot Lake	IIw, IIIe, IVe	Severe	Severe	Severe
Gwim	VIIs	Severe	Severe	Severe
Anatone	VIIs	Severe	Severe	Severe
Umapine	IIIw	Moderate	Slight	Moderate
Imbler	IIe, IIIe	Slight	Moderate	Moderate
Hoopal	IIIw	Severe	Moderate	Moderate
Conley	IIw, IIIw, IVw	Severe	Severe	Severe
Emily	IIIs, IVs	Slight	Moderate	Slight-Moderate
Tolo	IIIe, VIe, VIIe	Moderate-Severe	Moderate-Severe	Moderate-Severe
Klicker	VIe, VIIs	Severe	Moderate-Severe	Moderate-Severe
Jett	IIe	Slight	Moderate	Moderate
Phys	IIIs, IVs	Moderate	Slight	Moderate
Hall Ranch	VIe, VIIe	Severe	Severe	Severe
Wilkens	Vw	Severe	Severe	Severe
Snell	VIIs	Severe	Moderate-Severe	Severe
Hutchinson	IIs, IIIe, IVe, VIe	Severe	Severe	Severe

APPENDIX B
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