

ORDINANCE 307-2009

AN ORDINANCE AMENDING THE HUBBARD COMPREHENSIVE PLAN AND URBAN
GROWTH BOUNDARY

WHEREAS, the City of Hubbard deemed it necessary to update the Population, Housing, and Land Use sections of the Hubbard Comprehensive Plan; and

WHEREAS, the City has prepared findings in support of an 104.9-acre expansion of the existing urban growth boundary; and

WHEREAS, on February 10, 2009 the City Council reviewed the proposed amendments during a public hearing at which time the public was given full opportunity to be present and heard on the matter; and

WHEREAS, proper notice of the said public hearing was given to the public pursuant to applicable state statutes; and,

WHEREAS, at the close of the public hearing and written record the City Council voted to adopt the proposed amendments with revisions as stated at the March 10, 2009 Council meeting; now therefore,

THE CITY OF HUBBARD ORDAINS AS FOLLOWS:

Section 1. The City Council of the City of Hubbard does hereby adopt those certain amendments to the Comprehensive Plan pertaining to Population, Housing, Land Use and Marion County Coordination and findings in support of an urban growth boundary expansion attached hereto as Exhibit "A".

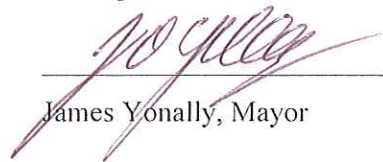
Section 2. The City Council of the City of Hubbard deems and desires it necessary for the preservation of the health, peace, and safety of the City of Hubbard that this Ordinance take effect at once, and therefore an emergency is hereby declared to exist and this Ordinance shall be in full force and effect from and after its passage and approval.

PASSED and adopted by the City Council of the City of Hubbard on this 12th day of May
_____ 2009, by the following votes:

AYES: 4

NAYS: 0

Approved by the Mayor on this 12th day of May 2009.



James Yonally, Mayor

Attest:



Vickie Nogle, City Recorder

EXHIBIT A:

Hubbard Urban Growth Boundary Expansion Findings of Fact

March 10, 2009

Hubbard Urban Growth Boundary Expansion Findings

The City of Hubbard is proposing an expansion of the City's Urban Growth Boundary (UGB) for residential use. The City recently developed a 2029 population that was coordinated with Marion County. The City also conducted a buildable lands inventory and housing needs analysis to identify residential land needs. Those analyses indicate that approximately 75 acres of land designated for residential use will be required to serve the projected 2029 population of 4,683 persons.

Table 1 and **Figure 1** show the properties included in the proposed expansion. The total area of the proposed expansion is approximately 104.9 acres (75 buildable acres).

Table 1
Properties Included in UGB Expansion

Map & Tax Lot	Size (acres)	Area to be included in the UGB	Study Area/Location
41W34CB 3800	1.2	1.2	Study Area 1/Southeast of the existing UGB
41W34CB 3900	0.3	0.3	Study Area 1/Southeast of the existing UGB
41W34CB 4000	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4100	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CB 4200	0.4	0.4	Study Area 1/Southeast of the existing UGB
41W34CB 4300	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CB 4400	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4500	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4600	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4700	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4800	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4900	1.7	1.7	Study Area 1/Southeast of the existing UGB
41W34CB 5000	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W34CC 100	3.6	3.6	Study Area 1/Southeast of the existing UGB
41W34CC 200	6.5	6.5	Study Area 1/Southeast of the existing UGB
41W34CC 300	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 301	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 400	5.1	5.1	Study Area 1/Southeast of the existing UGB
41W34CC 500	0.9	0.9	Study Area 1/Southeast of the existing UGB
41W34CC 501	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CC 600	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CC 700	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CC 800	0.8	0.8	Study Area 1/Southeast of the existing UGB
41W34CC 900	1.8	1.8	Study Area 1/Southeast of the existing UGB
41W34CC 1000	1	1	Study Area 1/Southeast of the existing UGB
41W34CC 1100	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1101	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1200	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W33 100	79.9	47.5	Study Area 3/Southwest of the existing UGB
41W33DB 2700	2.1	1.9	Study Area 3/Southwest of the existing UGB
41W33DB 2800	2.2	2.2	Study Area 3/Southwest of the existing UGB
41W33DB 700	6.3	2.4	Study Area 3/Southwest of the existing UGB
41W28D 1200	8.5	1.1	Study Area 4/West of the existing UGB
Total Area		104.9	
Unbuildable Area¹		29.3	
Total Buildable Area²		75.6	

Source: Marion County Assessor data and MWVCOG 2008

¹ Unbuildable area includes the 50-foot wide riparian corridors located adjacent to Mill Creek and Little Bear Creek, existing rights-of-way, and existing development.

² Buildable area = Total Area minus Unbuildable Area.

Table 2 shows current Marion County Comprehensive Plan designations for the properties included in the UGB expansion. The table also shows the proposed Hubbard Comprehensive Plan designations and zoning that would be applied to these properties upon annexation into the city.

Table 2
Current and Proposed Comprehensive Plan Designations Zoning
for Properties Included in UGB Expansion

Map Number/ Tax Lot	Current Comprehensive Plan Designation	Current Zoning	Proposed Comprehensive Plan Designation	Proposed Zoning Upon Annexation
41W34CB 3800	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 3900	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4000	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4100	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4200	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4300	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4400	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4500	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4600	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4700	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4800	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 4900	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CB 5000	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 100	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 200	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 300	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 301	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 400	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 500	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 501	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 600	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 700	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 800	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 900	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 1000	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 1100	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 1101	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W34CC 1200	Rural Residential	Acreage Residential (AR)	Low-Density Residential	Low-Density Residential (R-1)
41W33 100	Agricultural	Exclusive Farm Use (EFU)	Medium-Density and High-Density Residential ¹	Medium-Density Residential (R-2) and High-Density Residential (R-3)
41W33DB 2700	Agricultural	Exclusive Farm Use (EFU)	Low-Density Residential	Low-Density Residential (R-1)
41W33DB 2800	Agricultural	Exclusive Farm Use (EFU)	Low-Density Residential	Low-Density Residential (R-1)
41W33DB 700	Agricultural	Exclusive Farm Use (EFU)	Low-Density Residential	Low-Density Residential (R-1)
41W28D 1200	Agricultural	Exclusive Farm Use (EFU)	Low-Density Residential	Low-Density Residential (R-1)

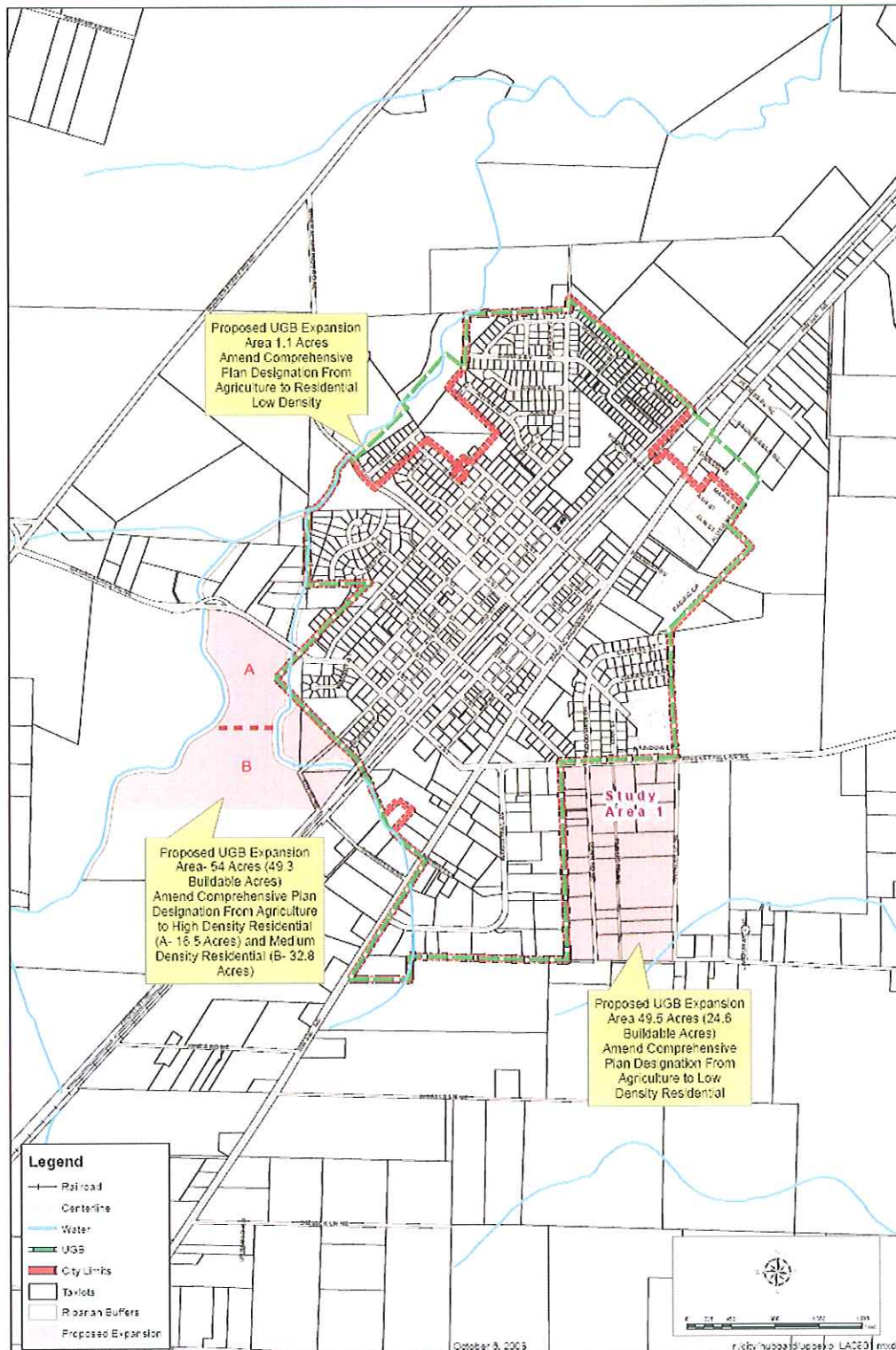
Source: Marion County Assessor data and MWVCOG 2008

¹ As proposed, 32.8 acres would be designated as Medium Density Residential and 16.5 acres would be designated as High Density Residential.

Figure 1

Proposed Hubbard UGB Expansion

LA 08-01 Hubbard Residential UGB Expansion



Analysis of Land Needs

Hubbard Population Projection

As part of Legislative Amendment 08-01, Hubbard has adopted a 2029 population projection that has been coordinated with Marion County as required by Oregon Revised Statutes (ORS) 195.036. The following describes the data used to identify a 20-year average annual growth rate that was used to develop the 2029 projection.

During the period from 1970 through 2000, the population of Hubbard grew from 975 to 2,483 persons. As was the case for many cities in Oregon, population growth slowed dramatically during the period from 1980 to 1990 when the state experienced an economic downturn. From the period from 1990 through 2006, the city's population has grown at an average annual rate of approximately 2.97 percent. As shown in **Table 3**, for the 36-year period from 1970 through 2006, Hubbard's population has grown at an average annual rate of 3.13 percent.

Table 3
Hubbard Population
1970 - 2006

Year	Population	AAGR ¹
1970	975	---
1980	1,640	5.34%
1990	1,881	1.38%
2000	2,483	2.81%
2006	2,960 ²	2.97%
AAGR 1970-2006		3.13%

Source: US Census, Portland State University, and MWVCOG, 2007

¹ Average Annual Growth Rate

² Population estimate from Portland State University Center for Population Research

Marion County's population also increased significantly during the period from 1970 through 2006 as shown in **Table 4**. The County's population increased at an average annual growth rate of 1.98 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000. Hubbard's population grew at an average annual rate approximately 1.15 percent higher than that of Marion County during this 36-year period.

Table 4
Population Trends, Marion County and Hubbard
1970 - 2006

Location	Population					Average Annual Growth Rate				
	1970	1980	1990	2000	2006 ¹	1970-80	1980-90	1990-00	2000-06	AAGR 1970 - 2006
Marion County	151,309	204,692	228,483	284,838	306,665	3.07%	1.11%	2.23%	1.24%	1.98%
Hubbard	975	1,640	1,881	2,483	2,960	5.34%	1.38%	2.81%	2.97%	3.13%

Source: US Census, Portland State University Center for Population Studies, and MWVCOG, 2007

¹ 2006 population estimates from Portland State University

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. **Table 5** shows the forecast population for Marion County for the period from 2000 through 2030. By 2030, the County's forecast population is 410,022 persons. The average annual growth rate for this period is 1.21 percent.

Table 5
Marion County Population Forecast
2000 – 2030

Year	Population	AAGR ¹
2000	284,834	---
2005	302,913	1.13%
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,588	1.16%
2030	410,022	1.06%
AAGR 2000-2030		1.21%

Source: Oregon Office of Economic Analysis, 2004

¹Average Annual Growth Rate

Oregon Revised Statutes (ORS) 195.036 requires that counties “establish and maintain a population projection for the entire area within its boundary for use in maintaining and updating comprehensive plans” and to “coordinate the forecast with the local governments within its area”. On October 21, 1998, Marion County adopted a 2020 population projection for Hubbard. The projected 2020 population for Hubbard was 3,105 persons. This projection was based on an average annual growth rate of 1.50 percent.

Oregon Administrative Rules (OAR) 660-024-0030 provides two “safe harbor” provisions for updating local population forecasts. One “safe harbor” provision allows for an extension of the adopted 20-year forecast using the previously adopted growth rate. The second “safe harbor” provision allows for a 20-year forecast developed by assuming that the city's share of the forecasted county population will be the same as the City's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

The first safe harbor method for updating the population forecast does not provide a sufficient level of accuracy given both historic and recent population trends for the City of Hubbard. As indicated in Table 4 above, the annual rate of population growth in Hubbard from 1970 through 2006 was 3.13 percent, or more than double the 1.5 percent growth rate adopted by Marion County in 1998. Recent population trends also confirm the City continues to grow at an average rate nearly two times the rate adopted by Marion County in 1998, as the average annual growth rate for the City of Hubbard from 2000 to 2006 was 2.97 percent.

Based on recent population trends, it is also not accurate to forecast Hubbard's population as a constant percentage of the Marion County population as allowed by the second safe harbor provision for updating the 20-year population forecast. Given the higher average annual rate of population growth in Hubbard over the past 36 years, the City's portion of the county population has risen over time as shown in **Table 6**.

Table 6
Hubbard Population as a Percentage of Marion County Population
1970 – 2006

Year	Population		Hubbard Portion of County Population
	Hubbard	Marion County	
1970	975	151,309	0.64%
1980	1,640	204,692	0.80%
1990	1,881	228,483	0.82%
2000	2,483	284,838	0.87%
2006	2,960 ²	306,665	0.97%

Source: US Census, Portland State University, and MWVCOG, 2007

While Hubbard has been able to sustain a growth rate of more than three (3) percent over the past 36 years, the City's water and sewer systems will require major expansions over the next 10-20 years that will likely slow the rate of growth experienced in the past. Given these trends, Hubbard adopted a 2029 population projection using an average annual growth rate of 1.85 percent, or 0.35 percent higher than the 1.50 percent annual growth rate adopted by Marion County for Hubbard in 1998. The 1.85 percent average annual growth rate adopted by the City of Hubbard accounts for a higher growth rate anticipated over the first ten (10) years of the forecast period, followed by a slower growth rate anticipated over the last ten (10) years of the forecast period due to capacity constraints associated with the City's water and sanitary sewer systems.

Table 7 shows the population projection for the City of Hubbard through 2029. The 1.85 percent growth rate is applied to the 2007 population estimate developed by Portland State University to derive the population projection through 2029. The projected 2029 population for Hubbard is 4,632 persons. The projection shows that Hubbard will add an additional 1,537 residents between 2007 and 2029.

Table 7
Hubbard Population Projection
2007 - 2029

<u>Year</u>	<u>Population</u>
2007 ¹	3,095
2010	3,270
2015	3,584
2020	3,928
2025	4,305
2029	4,632
Population change 2007 - 2029	1,537
AAGR 2007-2029	1.85%

Source: U.S. Census and Portland State University Center for Population Research, MWVCOG

¹ 2007 Population estimate from Portland State University

Housing Needs Analysis

The Housing Element of the Hubbard Comprehensive Plan presents estimates of housing need for various age and income sectors in the city. The needs analysis data come from a housing needs model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on Census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.*, a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both current and future owner-occupied and rental housing units.

The analysis of housing need is based on the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The 2000 Census identified a 5.7 percent vacancy rate in Hubbard. The analysis assumes that this rate will remain the same in 2029.
- (2) Persons per household. The analysis uses the 2000 Census household size of 3.297 persons per household and assumes that this household size will remain the same in 2029.
- (3) The analysis does not include any reference to persons living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. The 2000 Census did not identify any persons living in group quarters in Hubbard. The analysis assumes that this trend will continue through 2029.
- (4) The ratio of owner-occupied units to rental units found in the 2000 Census would remain the same in 2029. It is assumed that 74.9 percent of all units will be owner-occupied units and the remaining 25.1 percent of all units will be rental units.
- (5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2029 are similar to those in 2000.

Current Housing Needs

Table 8 shows various elements of the current local housing market. The table uses the 2007 population projection for Hubbard developed by The Center for Population Research at Portland State University.

**Table 8
Housing Status
Hubbard, 2008**

Population	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner- Occupied Units	Rental Units	Owner- Occupied Units (percent)	Rental Units (percent)
3,095	3.297	996	939	57	746	250	74.9	25.1

Source: 2000 U.S. Census, Center for Population Research at Portland State University, 2008

The housing needs model shows that 298 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. Census and building permit data shows that 125 multi-family units are currently located in Hubbard. The 2000 Census showed that approximately 43 percent of all local rental units were single-family residences. Using this percentage, as many as 92 single-family units are currently used as rental units. Combined with the 125 existing multi-family units, the estimated supply of rental units in Hubbard consists of 217 units where 298 units are needed. As shown in **Table 9**, the estimated supply of rental housing units in Hubbard does not meet the current need for rental units. An additional 46 multi-family units and 35 single-family dwelling units are needed to meet the current housing need.

Table 9
Rental Housing Supply and Need
Hubbard, 2008

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
298	125	92	217	(81)

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2008

Projected Housing Needs

The 2029 population projection for Hubbard is 4,632 persons. This projection has been adopted by Marion County for the City of Hubbard through a coordinated process required under state law (ORS 195.036). As shown in **Table 10**, 1,537 dwelling units will be needed to accommodate this population.

Table 10
Projected Housing Status
Hubbard, 2029

Population (projected) ¹	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units ²	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
4,632	3,297	1,491	1,405	86	1,117	374	74.9	25.1

Source: 2000 U.S. Census and MWVCOG, 2008

¹ The 2029 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

² Based on an assumed vacancy rate from the 2000 U.S. Census of 5.76 percent.

Table 11 shows the total number of additional dwelling units that will be needed for the period from 2008 through 2029. With 996 residential units in 2008, an additional 495 new housing units will be needed to accommodate the 2029 population.

Table 11
Additional Dwelling Units Needed in Hubbard by 2029

Total Dwelling Units 2008	Total Dwelling Units 2029	Additional Dwelling Units Needed
996	1,491	495

Source: U.S. Census, City of Hubbard and MWVCOG, 2008

Table 12 shows the residential units needed in Hubbard by 2029. Of the 495 new residential units, approximately 157 new rental units will be needed. The analysis of new rental units assumes that approximately 57 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, approximately 90 new multi-family residences and 67 additional single-family dwellings will be needed to meet the projected need for rental units in 2029. In addition, as shown in **Table 12**, the number of rental units currently available is about 81 units (46 multi-family and 35 single-family dwelling units) short of meeting the existing need. Consequently, in order to meet existing and projected need for such housing, a total of 136 new multi-family units will be needed over the next 20 years in addition to 359 new single-family dwelling units.

Table 12
Additional Dwelling Units Needed in Hubbard by 2029

Dwelling Units Needed by 2029	Single-Family Units	Multi-Family Units	Total
Dwelling Units Needed to Meet 2008 Rental Demand	35	46	81
Rental Units Needed 2029	67	90	157
Owner-Occupied Units Needed 2029	257	0	257
Total	359	136	495

Source: MWVCOG, 2008

BUILDABLE LANDS INVENTORY

As part of Legislative Amendment 08-01, a buildable lands inventory was conducted. The buildable lands inventory is used in conjunction with the 2029 population projection to determine if adequate land is available for future residential development.

The buildable lands analysis consists of two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The analysis also includes any buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is vacant or redevelopable.

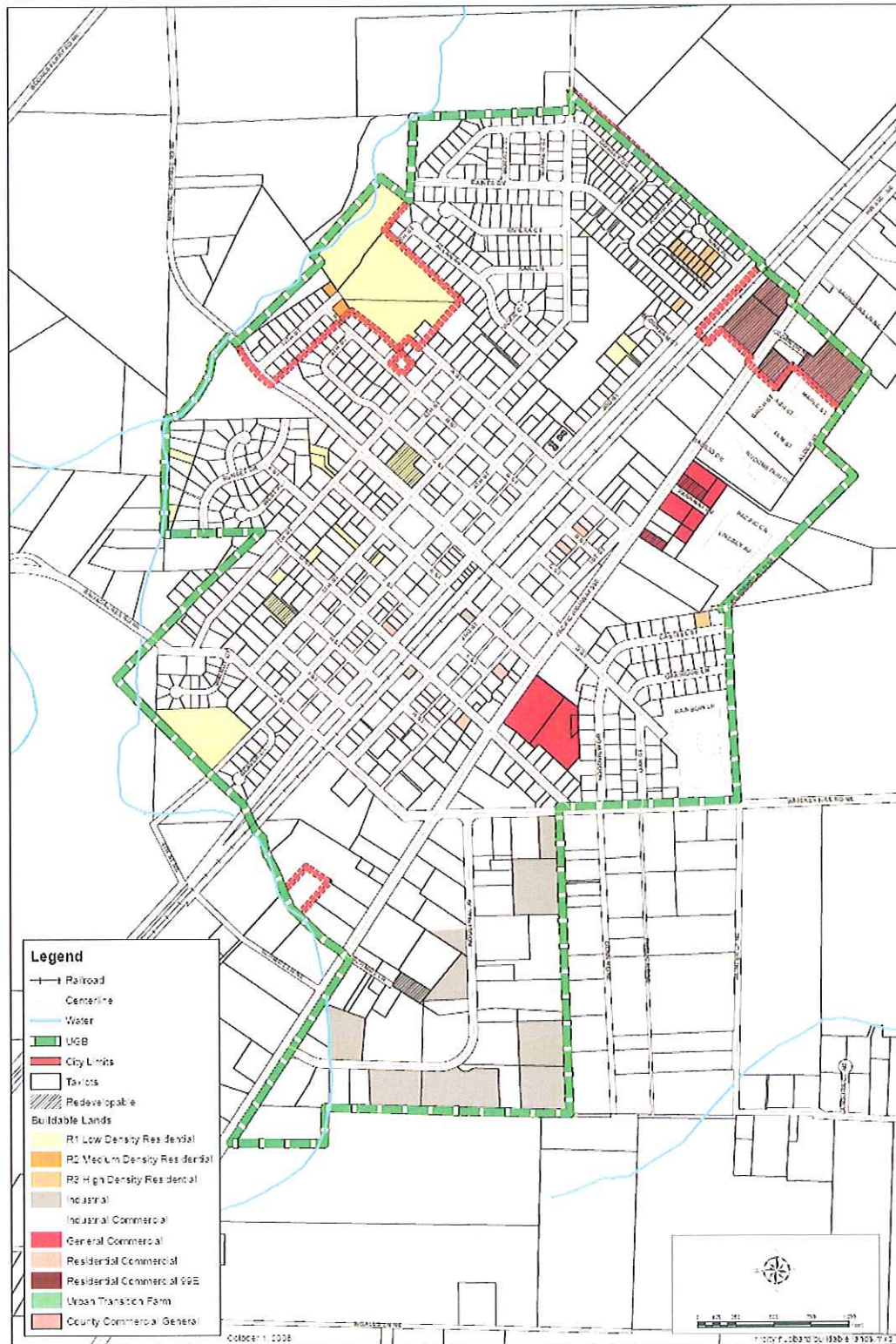
- Vacant residential land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Hubbard is 5,000 square feet, except in the Low-Density Residential (R-1) zone where the minimum lot size is 7,000 square feet. The City allows development of existing lawfully created lots that are smaller than 7,000 square foot minimum lot size in the R-1 Zone. Vacant commercial or industrial land includes all parcels with improvement values of less than \$5,000
- Redevelopable residential land consists of residential-zoned parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant (redevelopable).

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable. **Figure 2** shows vacant and redevelopable land within the Hubbard urban area by zoning designation.

Figure 2

Hubbard Buildable Lands

Hubbard Buildable Lands Inventory



Residential Land

Table 13 shows the amount of buildable land for each residential zoning district within the Hubbard urban area. All of the residential land included in this table is located within the existing city limits. No vacant or redevelopable residential land is located between the city limits and Urban Growth Boundary (UGB).

Approximately 16.3 buildable acres are available for residential development within the urban area. Approximately 170 acres within the Hubbard UGB are currently developed for residential use.

Table 13
Buildable Residential Land
Hubbard, 2008

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within the City Limits			
Low Density Residential District (R1)	11.2	0.9	12.1
Medium Density Residential District (R2)	2.7	0.0	2.7
High Density Residential District (R3)	1.0	0.0	1.0
Manufactured Home District (MH)	0.0	0.0	0.0
Residential Commercial District (RC) ¹	0.5	0.0	0.5
Buildable Acres Within the Urban Area	15.4	0.9	16.3

Source: Marion County Assessor data, MWVCOG, 2008.

¹ The Residential Commercial District allows some limited commercial uses, but is primarily oriented to residential development.

RESIDENTIAL LAND NEEDS ANALYSIS

Residential Densities

In order to determine the amount of land needed for future residential development, it is necessary to determine residential densities for single-family and multi-family housing developments.

The Hubbard Development Code specifies the following maximum densities for residential zones:

- Low Density Residential (R-1) – 6 dwelling units per acre
- Medium Density Residential (R-2) – 8 dwelling units per acre
- High Density Residential (R-3) – 12 dwelling units per acre.

Based upon a review of residential development within Hubbard since 1998, the average density of development in the R-1 Zone District is four (4) dwelling units per gross acre and 6.8 dwelling units per gross acre in the R-2 and R-3 Zone Districts.

Efficient Residential Land Use

Statewide Planning Goal 14 (Urbanization) requires cities to utilize land within the UGB efficiently in order to minimize the conversion of farm and forest land resources to urban use. OAR 660-024-0050(4)

requires prior to a local government expanding the UGB to demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB.

State statutes and administrative rules do not currently provide safe harbors or density requirements that define whether or not land is being utilized efficiently within the UGB for cities located outside of the Portland Metropolitan Area. The Marion County Urban Growth Management Framework provides a residential density guideline of four (4) to five (5) dwelling units per acre for residential development in cities between 2,000 and 5,000 people. Based upon a review of historic residential development within the City of Hubbard over the last ten (10) years, residential development within the City of Hubbard currently meets this guideline.

To ensure land continues to be utilized efficiently in the future, the City of Hubbard adopted the following residential efficiency measures:

- On August 12, 2008, the City of Hubbard increased the amount of buildable residential land available within the existing UGB by changing the Comprehensive Plan Map designation from Public to Residential on 12.7 acres the North Marion County School District determined was no longer needed for a future school site.
- As part of Legislative Amendment 08-01, the City of Hubbard adopted the following Comprehensive Plan Growth Management policies:

12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The City shall request that the County not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.

13. Hubbard is committed to working with Marion County to minimize conversion of rural farm and forestlands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve six (6) units per gross acre in the Low-Density Residential Zone (R-1), eight (8) units per gross acre in the Medium Density Residential Zone (R-2), and twelve (12) units per gross acre in the High Density Residential Zone (R-3). The efficiency standard represents the maximum density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, and a greater variety of housing types, Hubbard provides the opportunity for the private sector to achieve at least four (4) to five (5) dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools, and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.

- As part of Legislative Amendment 08-01, the City of Hubbard adopted a new urbanization policy that encourages new single family residential development to achieve an average density of 6.0 dwelling units per net acre (~4.5 units per gross acre¹) and new multi-family developments to

¹ Units per gross acre equals the number of dwelling units divided by the total site area, including land used for roads, parks, creeks, utilities, etc. The future land needs analysis assumes 25 percent of the total site area is used for roads, parks, creeks, utilities, etc.

achieve an average density of 10.0 dwelling units per net acre (~7.5 units per gross acre¹). Future residential development will be reviewed through subsequent Comprehensive Plan updates, to monitor whether or not the target residential densities are achieved.

Based upon the adopted policies above, the average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – **6.0** units per net acre (~4.5 units per gross acre)
- Multi-family residential – **10.0** units per net acre (~7.5 units per gross acre).

Future Residential Land Needs

The housing needs analysis (**Table 12 above**) identified 495 new residential units that will be needed to accommodate the projected 2029 population of 4,632 persons. Of the 495 additional residential units needed, 359 single-family dwelling units and 136 multi-family dwelling units will be needed.

Table 14 shows the projected 2029 housing mix and the number of acres needed to accommodate residential development. Approximately 73.4 net acres will be needed for residential development through 2029.

Table 14
Projected Housing Mix and Residential Land Needs
Hubbard, 2029

Housing Type	Units Needed 2029	Percent of New Units	Density (units/acre)	Acres Needed 2029
Single Family	359	72.5%	6.00	59.8
Multi-Family	136	27.5%	10.00	13.6
Total	495	100.0%		73.4

Source: MWVCOG, 2008.

Oregon Administrative Rules (OAR) 660-024-0040 (9) allows for a local government to estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs.

Adding the additional 25 percent for public land uses as allowed by OAR 660-24-0040 (9) means that approximately 91.7 acres will be needed to meet Hubbard's 20-year land needs for residential development. As shown in **Table 15**, approximately 16.3 acres of vacant or redevelopable residential land are available to accommodate future housing needs within the existing UGB. With only 16.3 acres available within the existing UGB for future residential development, a UGB expansion of approximately 75.4 acres is needed to meet Hubbard's 20-year residential land needs. **Table 15** summarizes the analysis and land need.

Table 15
Summary of Residential Land Needs
Hubbard, 2029

20-year residential land needs	73.4 acres
Additional land needed for public uses - streets, parks, etc. (25% of 20-year land needs)	18.3 acres
Total land needed for residential use through 2029	91.7 acres
Land currently available within the existing UGB for residential development	16.3 acres
Amount of additional land needed within the UGB for future residential use	75.4 acres

Source: MWVCOG, 2008.

Residential and Public Land Need Characteristics

Statewide Planning Goal 14 (Urbanization) allows cities to identify the specific characteristics such as, "parcel size, topography or proximity, necessary for land to be suitable for the identified need."

Based upon a review of the goals and policies found in the Hubbard Comprehensive Plan, the following characteristics of land are needed to meet the City's future residential and public land needs:

- **Proximity to existing and planned commercial and community services.**

The overall goal of the Hubbard Transportation Systems Plan (TSP) is to encourage safe, efficient, convenient, and economic modes of travel that reduce reliance upon one form of transportation, minimizes energy consumption and air quality impacts.

In order to promote a land use pattern that supports reduced reliance upon the automobile, and minimizes energy consumption and air quality impacts, future residential development should be located within close proximity of existing and planned commercial and community services, such as parks, churches, City Hall, and the Hubbard Fire Station. Residential developments located in closer proximity to these areas reduces the number of vehicle miles traveled to reach these destinations and increases the likelihood that residents will use alternate modes of transportation such as, walking and bicycling, to access these sites. Close proximity to these services includes distances of one-half mile or less.

While some new community services such as neighborhood parks, may be constructed near future residential development, a number of other commercial and community services will remain fixed in their current locations due to the relatively small population size of the City of Hubbard. Examples of these services include, the City's general commercial district, community parks, City Hall, and the local fire station. Since the City has not identified a need for new neighborhood commercial centers at this time, new residential development should be located within close proximity of existing commercial and community services in order to support a land use and transportation system that reduces the amount of vehicle miles traveled and provides residents the opportunity to walk or bicycle to these destinations.

- **Access to the local street system by means other than Pacific Highway 99E.**

The Hubbard TSP (1999) specifies the following goal and policy related to the City's street system and an expansion of the UGB:

GOAL: To develop a safe and efficient street system which will handle the projected needs of the community and provide connections to the region.

9. Policy - Consider the future street network when evaluating the need to expand the UGB and the location of the expansion. Construction of the east perimeter road to improve circulation and connectivity in east Hubbard will require an expansion of the UGB in that area.

The future street plan identifies Pacific Highway 99E as the major street that provides regional access to neighboring jurisdictions and Interstate 5. Pacific Highway 99E runs through the middle of Hubbard in a north-south alignment, parallel to the railroad. Pacific Highway 99E is designated as a state regional highway and is under the jurisdiction of ODOT. The management objective of a state regional highway is to provide moderate to high-speed operation in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. The Hubbard TSP (1999) emphasizes mobility over land access on Pacific Highway 99E in order to protect the mobility function of this road as much as possible. These management objectives are also emphasized by Policy 6 of the Hubbard TSP:

6. Policy - Work with ODOT and property owners to minimize accesses to Highway 99E.

In order to preserve the function of Pacific Highway 99E, the location of future residential development should have access readily available to the existing local and collector street system by means other than Pacific Highway 99E.

- **Orderly and economic provision of public facilities and services.**

Hubbard Comprehensive Plan Land Use Policy #7 states the City will consider UGB expansions upon consideration of the orderly and economic provision of public facilities and services. The Housing Section of the Comprehensive Plan also provides the following goal and policy related to residential development and the provision of public facilities and services:

Housing Goal: The City of Hubbard shall ensure that all new housing developments be provided with services (streets, sewer, water, ambulance, police and fire) and that future developments will not overburden the City's ability to provide such services. Further, to ensure that the cost of extending such services shall be borne by the developer.

Housing Policy 1: Residential development should be located in areas that can be served by public facilities and services. The extension of public facilities and services shall be paid by the developer.

Consistent with these Comprehensive Plan goals and policies, future residential land requires access to public facilities and services, including water, sanitary sewer, stormwater, parks, streets, police and fire services, in an economic manner that can be borne by development.

- **Parcels five (5) acres or greater in size.**

The Hubbard Comprehensive Plan sets target densities of six (6) units per acre for single family development and ten (10) units per acre for multi-family development. In order to achieve these target densities and utilize land efficiently within the UGB consistent with Statewide Planning Goal 14 (Urbanization), vacant parcels five (5) acres or greater in size are needed.

Parcels less than five (5) acres in size that are developed with existing residences have limited potential for redevelopment at urban densities due to constraints associated with providing urban services in a cost effective manner and resistance from property owners unwilling to redevelop their properties at urban densities in order to maintain a rural residential lifestyle.

Consistent with the City's housing goals of encouraging development of housing at costs levels that adequately meet the needs of its citizens, vacant parcels five (5) acres in size or greater increase the likelihood of keeping housing costs at an affordable level due to the ability to distribute public infrastructure costs among a greater number of housing units.

Public Land Need

- **Proximity to the historic Mineral Springs site.**

The historic Mineral Springs site is located at 1848 Mineral Springs Road (Marion County Assessor Map Number 041W28D, Tax Lot 1200), directly west of the existing Hubbard UGB line formed by Mill Creek. According to historic records, the Mineral Springs site, known as Wolfer's Mineral Springs, served as a popular community-gathering place as early as 1928 when the Mineral Springs road was put through the Wolfer farm to Boones Ferry Road and opened up public access to the Springs for the first time. In the early 1930's, the mineral baths found on site were developed into a spa-type sanitorium that included overnight accommodations and park facilities, until the property ended in bankruptcy approximately 40 years later.

The City of Hubbard's Comprehensive Plan recognizes the importance of the historic Mineral Springs property through the following public and semi-public land use policies:

2. The City of Hubbard shall encourage the development of the Mineral Springs property as a County or State park.
6. Open spaces and recreational sites and facilities should be encouraged to provide for the leisure time needs of the resident and visitor.

In order to encourage the restoration of the Mineral Springs property as a recreation opportunity in the future consistent with Comprehensive Plan policies #2 and #6 above, the City identified a need for additional public/semi-public land in the vicinity of the historic Mineral Springs site. Including the historic Mineral Springs property within the Hubbard UGB would help encourage the development of the Mineral Springs site as a park facility by providing access to city services such as, water and sewer service, needed to develop the site for urban recreation use.

Development of the Mineral Springs property as a recreation site in the future is also consistent with the proposed regional trail system located adjacent to Mill Creek as identified in the Hubbard Parks Master Plan (See Parks Plan Map, Exhibit 6).

UGB Expansion Study Areas Analysis

Oregon Revised Statutes (ORS) 197.298 describes a priority system to be used when considering land for inclusion within an urban growth boundary. Seven study areas were analyzed for possible inclusion in the Hubbard UGB.

Figure 3 shows the seven (7) study areas included in the UGB analysis. Descriptions of the study areas as well as their relative advantages and constraints for future urban use are described in the findings related to the ORS 197.298 below. County Assessor maps, which are referenced in this report are included as Exhibit 8.

ORS 197.298 Priority of land to be included within urban growth boundary. (1) In addition to any requirements established by rule addressing urbanization, land may not be included within an urban growth boundary except under the following priorities:

(a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan.

Findings: The Hubbard Comprehensive Plan does not designate any land as urban reserve land.

(b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

Findings: Three (3) of the seven (7) study areas consist of existing exception areas or nonresource lands. These are considered by ORS 197.298 (b) as the top priority lands for inclusion within urban growth boundaries.

Study Area 1 (South of Whiskey Hill Rd, West of Painter Lp)

Study Area 1 is approximately 49.3 acres in size and is located on the south side of Whiskey Hill Road east of Highway 99E. The area is zoned Acreage Residential (AR) by Marion County. Properties in this area range in size from 0.3 acres to 6.5 acres in size. All but two of the properties (Assessor Map 41W34CC, Tax Lot 301 and Assessor Map 41W34CC, Tax Lot 600) are developed with single-family residences (including manufactured homes). The properties included in Study Area 1 are shown in **Table 16**.

Figure 3
Hubbard UGB Analysis Study Areas

Hubbard Urban Growth Boundary Analysis

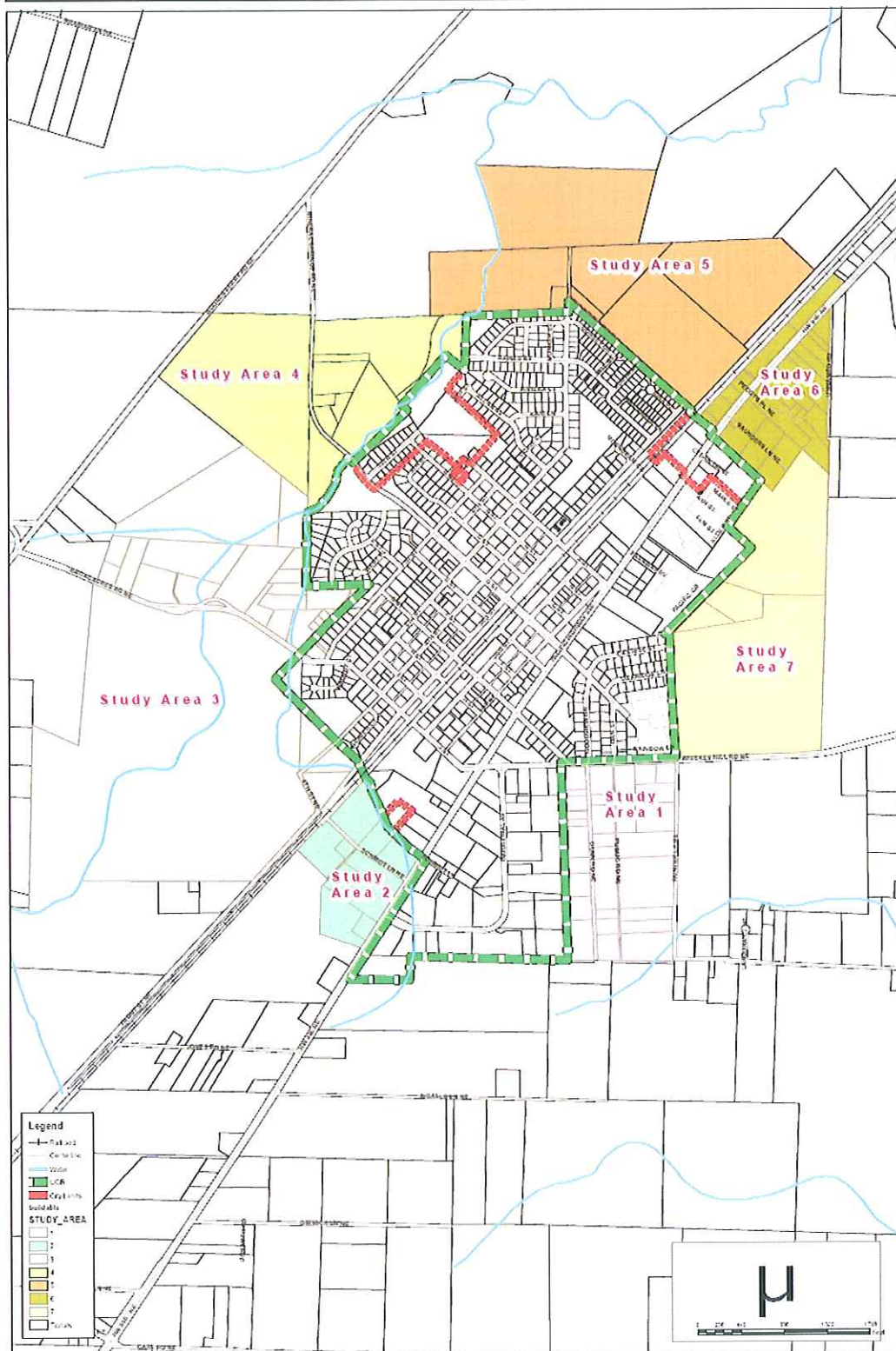


Table 16
Study Area 1 – Area east of the existing UGB on the south side of Whiskey Hill Road
Assessor Map 41W34CB and Assessor Map 41W34CC

Map & Tax Lot	Size (acres)	Existing Development
41W34CB 3800	1.2	Zoned Acreage Residential (AR), single-family residence
41W34CB 3900	0.3	Zoned AR, accessory structures
41W34CB 4000	0.7	Zoned AR, single-family residence
41W34CB 4100	0.5	Zoned AR, single-family residence
41W34CB 4200	0.4	Zoned AR, vacant
41W34CB 4300	3.2	Zoned AR, single-family residence, accessory structures
41W34CB 4400	0.7	Zoned AR, two manufactured homes, accessory structure
41W34CB 4500	2.0	Zoned AR, manufactured home, accessory structure
41W34CB 4600	2.0	Zoned AR, single-family residence, accessory structures
41W34CB 4700	1.1	Zoned AR, manufactured home, accessory structure
41W34CB 4800	1.1	Zoned AR, two manufactured homes, accessory structure
41W34CB 4900	1.7	Zoned AR, manufactured home, accessory structure
41W34CB 5000	2.6	Zoned AR, single-family residence, accessory structures
41W34CC 100	3.6	Zoned AR, single-family residence
41W34CC 200	6.5	Zoned AR, single-family residence, accessory structures
41W34CC 300	1.5	Zoned AR, single-family residence manufactured home
41W34CC 301	1.5	Zoned AR, accessory structure
41W34CC 400	5.1	Zoned AR, single-family residence, accessory structure
41W34CC 500	0.9	Zoned AR, manufactured home
41W34CC 501	0.5	Zoned AR, manufactured home
41W34CC 600	3.2	Zoned AR, vacant
41W34CC 700	0.7	Zoned AR, manufactured home, accessory structures
41W34CC 800	0.8	Zoned AR, two manufactured homes
41W34CC 900	1.8	Zoned AR, single-family residence, accessory structures
41W34CC 1000	1.0	Zoned AR, manufactured home, accessory structures
41W34CC 1100	1.3	Zoned AR, manufactured home
41W34CC 1101	1.3	Zoned AR, manufactured home, accessory structure
41W34CC 1200	2.6	Zoned AR, single-family residence
Total Area	49.3	

Source: Marion County Assessor data and MWVCOG, 2007.

All of the properties in Study Area 1 are proposed for inclusion in the Hubbard UGB for future residential use consistent with the land priority requirements set forth in ORS 197.298. Study Area 1 meets the City's residential land needs identified above for the following reasons:

- **Proximity to existing commercial and community gathering areas.** Study Area 1 is located within 0.3 miles of existing commercial areas found on Pacific Highway 99E; 0.4 miles of the closest church; 0.5 miles of a planned park facility located east of Casteel Street and north of Whiskey Hill Road NE; 0.5 miles of City Hall and the local fire station.

- **Access to the local street system by means other than Pacific Highway 99E.** Study Area 1 has access to Whiskey Hill Road NE, which is designated as a minor arterial street in the Hubbard TSP. Properties within Area 1 also have access to Dunn Road NE and Painter Loop NE which are both currently designated as local county road facilities.
- **Orderly and economic provision of public facilities and services.** Based upon comments provided by the City Engineer and Public Works Superintendent, public facilities and services can be made available to the property (see comments found in Exhibit 4).
- **Parcels five (5) acres or greater in size.** Study Area 1 contains two parcels over five (5) acres in size.

As shown in **Table 16** above, Study Area 1 is currently developed with rural residences on lots that average one (1) to two (2) acres in size. Given the relatively small size of most parcels found in Area 1, in addition to existing development patterns, and infrastructure costs associated with redevelopment, the entire study area is not likely to redevelop at average urban residential densities (6-10 dwelling units per acre). For these reasons, a lower residential density of 3.0 dwelling units per acre was used to calculate the amount of future residential development that could be accommodated within Study Area 1. Based upon this assumption, Study Area 1 could accommodate 148 dwelling units of the projected 495 new dwelling units needed by 2029 (49.3 acres x 3.0 dwelling units per acre = 148 dwelling units) or 24.6 buildable acres of the City's 20-year residential land needs.

Upon including Study Area 1 inside the Hubbard UGB for future residential use, an additional 50.4 acres of land is needed to meet the City's 20-year residential land needs.

Study Area 2 (South of the existing UGB, West of Pacific Highway 99E)

Study Area 2 consists of a 25.2-acre exception area located south of the existing Hubbard UGB on the east side of Pacific Highway 99E. The area is bounded on the west by the Union Pacific Railroad tracks. The City recently expanded the UGB in this area to include 16.6 acres for future commercial and industrial use. The remaining 8.6 acres of exception land located in this area is shown in **Table 17**.

Table 17
Study Area 2 – South of the existing Hubbard UGB on the east side of Highway 99E
Assessor Map Number 41W33DC and Assessor Map 41W33DB

Tax Lot	Size (acres)	Comments
41W33DC 600	3.5	Zoned AR, single-family residence
41W33DC 700	0.5	Zoned AR, single-family residence
41W33DB 2900	4.6	Zoned AR, vacant
Total area	8.6	

Source: Marion County Assessor data and MWVCOG, 2008.

Given the location of Study Area 2 adjacent to existing commercial and industrial development to the north and east across Pacific Highway 99E, this area was not analyzed for inclusion in the UGB to meet the City's residential land needs in order to preserve the area for future commercial and industrial use.

Oregon Revised Statutes (ORS) 197.298(3) states:

Land of lower priority under subsection (1) of this section 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 in subsection (1) of this section for one or more of the following reasons:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

(b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

(c) 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.

While the exception lands found in Study Area 2 are the highest priority lands for inclusion in the UGB under the land priority system specified in ORS 197.298, Area 2 cannot meet the identified residential and public land needs based upon the following reasons, pursuant to ORS 197.298(3)(a):

- **Parcels five (5) acres or greater in size.** Study Area 2 does not contain any parcels five (5) acres in size or larger.
- **Proximity to the historic Mineral Springs Site.** Study Area 2 is located 0.9 miles from the historic Mineral Springs site.

For these reasons, Study Area 2 was not included in the UGB for residential use.

Study Area 6 (North of the existing UGB, East of Union Pacific Railroad)

The third exception area is Study Area 6, which is located north of the existing Hubbard UGB, on both the east and west sides of Pacific Highway 99E. The overall size of Study Area 6 is approximately 26.0 acres. Property sizes in Study Area 6 range in size from 0.3 acres to 2.1 acres. All properties in Study Area 6 are zoned Acreage Residential (AR), with the exception of two (2) properties located on the west side of Pacific Highway 99E zoned Light Industrial (IL), tax lots 1900 and 2000 (Assessor Map 041W34B).

Properties in this area have frontage and direct access to Pacific Highway 99E, with the exception of Tax Lot 1101 (Assessor Map 41W27CD), which has easement access across adjacent Tax Lot 1100. Several properties are served by Saunders Lane, a private easement that extends to Pacific Highway 99E. These include Assessor Map 41W27CD, tax lots 1200, 1201, and 1202 and Assessor Map 41W34B, tax lots 200, 300, and 400. Properties on the west side of Pacific Highway 99E are located between Pacific Highway 99E and the Union Pacific Railroad tracks. Study Area 6 does not contain any existing local public streets or right-of-ways.

Table 18 shows the properties within Study Area 6.

Table 18
Study Area 6 – North of the existing Hubbard UGB adjacent to Highway 99E
Assessor Map Number 41W27CD and Assessor Map 41W34B

Tax Lot	Size (acres)	Comments
East side of Highway 99E		
41W27CD 100	1.2	Zoned Acreage Residential (AR), two manufactured homes
41W27CD 200	0.6	Zoned AR, vacant
41W27CD 300	1.0	Zoned AR, single-family residence
41W27CD 400	1.2	Zoned AR, single-family residence
41W27CD 500	1.1	Zoned AR, single-family residence
41W27CD 600	1.2	Zoned AR, single-family residence
41W27CD 700	2.5	Zoned AR, single-family residence and three manufactured homes
41W27CD 800	0.9	Zoned AR, manufactured home
41W27CD 900	1.5	Zoned AR, single-family residence
41W27CD 902	2.0	Zoned AR, manufactured home
41W27CD 1100	2.1	Zoned AR, single-family residence
41W27CD 1101	1.5	Zoned AR, single-family residence
41W27CD 1200	1.5	Zoned AR, single-family residence
41W27CD 1201	1.7	Zoned AR, single-family residence
41W27CD 1202	1.5	Zoned AR, single-family residence
41W34B 200	1.5	Zoned AR, single-family residence
41W34B 300	1.5	Zoned AR, single-family residence
41W34B 400	1.6	Zoned AR, single-family residence and manufactured home
41W34B 500	0.2	Zoned AR, single family residence
West side of Highway 99E		
41W27CD 1400	0.5	Zoned AR, accessory structure
41W27CD 1500	0.8	Zoned AR, single-family residence
41W27CD 1600	0.5	Zoned AR, vacant
41W27CD 1700	0.3	Zoned AR, manufactured home
41W27CD 1800	0.4	Zoned AR, single-family residence
41W27CD 1900	1.0	Zoned Light Industrial (IL), vacant
41W27CD 2000	1.0	Zoned IL, vacant
Total area	26.0	

Source: Marion County Assessor data and MWVCOG, 2007.

Study Area 6 is better suited for industrial and commercial use based upon its location adjacent to an active railroad line and a major state highway (OR 99E), in addition to the presence of several existing industrial uses already located within the study area. In order to preserve this area for future commercial and industrial use, Study Area 6 was not considered for inclusion in the proposed residential UGB expansion.

Study Area 6 does not meet the identified residential and public land needs based upon the following reasons, pursuant to ORS 197.298(3)(a):

- **Access to the local street system by means other than Pacific Highway 99E.** Access to parcels in Area 6 is limited to Pacific Highway 99E or private accessways that connect to the highway and have limited capacity. The Hubbard TSP (1999) indicates the southern portion of Study Area 6 will be served by a future collector road; however, the development of this road is dependent upon a UGB expansion to the east on EFU lands containing high-value farmland soils. An expansion of the UGB in this area is not anticipated during the current planning horizon.

The development of future roadways needed to serve redevelopment within Study Area 6 is also unlikely based upon the long, narrow-shaped parcels found within the study area.

- **Orderly and economic provision of public facilities and services.** Redevelopment of the properties in Study Area 6 requires extending City water and sewer services approximately 250 feet from the present location within the Hubbard city limits. While this may be physically possible, it is not economically feasible during the current planning horizon given the size and redevelopment potential of properties located in this area.
- **Parcels five (5) acres or greater in size.** Study Area 6 does not contain any parcels five (5) acres in size or larger.
- **Proximity to existing commercial and community services.** Study Area 6 is not located within close proximity of existing community services such as, the Hubbard Fire Station (~0.9 miles), City Hall/Police Station (0.6 miles), and community church services (0.6 miles).
- **Proximity to the historic Mineral Springs site.** Study Area 6 is located 0.75 miles from the historic Mineral Springs site.

For these reasons, Study Area 6 was not included in the UGB for residential or public use.

ORS 197.298 (b) states that second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

Findings: No such lands are located near the existing Hubbard UGB.

(c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247 (1991 Edition).

Findings: No land designated as marginal land is located within Marion County.

(d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

Findings: The four (4) remaining study areas consist of land designated for agricultural use that is

currently designated as Agricultural on the Marion County Comprehensive Plan Map. A description of the soil capability of each study area is provided as follows.

The area in and around Hubbard is comprised predominantly of soils classified as high-value farmland as defined by Oregon Administrative Rules Chapter 660, Division 33. In general, soils in the Hubbard area both in and around the existing UGB, are comprised predominant of Amity Class II soils on the east side of the urban area and Woodburn, Class II and Class III, soils to the north, south and west. Some specific areas of Terrace Escarpments are found in the area around Mill Creek. See soils map found in Exhibit 5.

The Marion County Soil Survey (Page 109) describes terrace escarpments as follows: terrace escarpments consist of gravelly or silty alluvium that is too variable to be classified as soil. It is moderately steep or steep and occurs along the sidewalls of major streams, on terrace scarps, and on the side slopes bordering channels of intermittent streams.

Study Area 3

Table 19 shows the properties included in Study Area 3, an approximately 210-acre area located to the west of the existing Hubbard UGB on either side of Broadacres Road. The area is bisected by Mill Creek, which extends north and south along the western edge of the existing UGB. All of the properties in the Study Area are zoned Exclusive Farm Use (EFU).

Soils in this area consist primarily include a mixture of Class IIw and Class IIIe soils. Some areas of Terrace escarpments and Class IVw soils are located in the area adjacent to Mill Creek. With the exception of three (3) properties (Tax lots 1700, 1800, and 1900, Assessor Map 41W33B), all of the properties in the Study Area are comprised predominantly of soils defined as high-value farmland.

Table 19
Study Area 3 – Area Adjacent to Broadacres Road
Assessor Map 41W33B, Assessor Map 41W33AC, and Assessor Map 41W33

Map & Tax Lot	Size (acres)	Soils	Comments
North side of Broadacres Road			
41W33B 100	5.0	Labish silty clay loam Class IIIw – 77.3% Woodburn silt loam Class IIIe – 17.6% Woodburn silt loam Class IIw – 4.6% 100% high-value farmland	Zoned Exclusive Farm Use (EFU), vacant
41W33B 200	25.4	Woodburn silt loam Class IIw – 51.0% Terrace escarpments – 15.7% Labish silty clay loam Class IIIw – 13.7% 77.9% high-value farmland	Zoned EFU, vacant
41W33B 1000	7.3	Labish silty clay loam Class IIIw – 33.7% Terrace escarpments – 22.9% Woodburn silt loam Class IIw – 31.5% 68.3% high-value farmland	Zoned EFU, single-family residence
41W33B 1100	3.5	Woodburn silt loam Class IIw – 63.4% Terrace escarpments – 30.7% Labish silty clay loam Class IIIw – 5.9% 68.4% high-value farmland	Zoned EFU, single-family residence
41W33B 1300	2.4	Labish silty clay loam Class IIIw – 58.7% Terrace escarpments – 25.2% Woodburn silt loam Class IIw – 16.1%	Zoned EFU, accessory building

Map & Tax Lot	Size (acres)	Soils	Comments
		75.0% high-value farmland	
41W33B 1500	1.0	Labish silty clay loam Class IIIw – 51.3% Woodburn silt loam Class IIIe – 29.5% Terrace escarpments – 12.9% 87.7% high-value farmland	Zoned EFU, single-family residence
41W33B 1600	1.1	Terrace escarpments – 38.1% Dayton silt loam, Class IVw – 28.6% Woodburn silt loam Class IIw – 22.1% 62.6% high-value farmland	Zoned EFU, single-family residence
41W33B 1700	1.1	Woodburn silt loam Class IIw – 93.1% Terrace escarpments – 6.9% 95.1% high-value farmland	Zoned EFU, access driveway
41W33B 1800	1.0	Terrace escarpments – 58.2% Dayton silt loam Class IVw – 26.4% Woodburn silt loam Class IIw – 15.3% 42.9% high-value farmland	Zoned EFU, single-family residence
41W33B 1900	1.6	Terrace escarpments – 60.5% Woodburn silt loam Class IIw – 24.5% Dayton silt loam Class IVw – 15.0% 40.7% high-value farmland	Zoned EFU, single-family residence
41W33B 2000	1.4	Terrace escarpments – 57.2% Dayton silt loam Class IVw – 42.7% 42.6% high-value farmland	Zoned EFU, single-family residence
41W33AC 4500	2.3	Woodburn silt loam Class IIw – 94.5% Terrace escarpments – 5.5% 94.4% high-value farmland	Zoned EFU, single-family residence and several greenhouses
41W33AC 7600	2.3	Woodburn silt loam Class IIw – 77.0% Terrace escarpments – 22.4% 80.4% high-value farmland	Zoned EFU, vacant with approximately 0.6 acres in the existing City limits, zoned Low-Density Residential (R-1)
South side of Broadacres Road			
41W33 100	79.9	Woodburn silt loam Class IIw – 62.7% Terrace escarpments – 14.8% Amity silt loam Class IIw – 12.8% 85.2% high-value farmland	Zoned EFU, single-family residence
41W33 200	75.1	Woodburn silt loam Class IIw – 35.6% Labish silty clay loam Class IIIw – 27.2% Terrace escarpments – 21.8% 75.4% high-value farmland	Zoned EFU, single-family residence, and two manufactured homes
Total area	210.4		Does not include 0.6 acres of Tax Lot 7600 located within the existing city limits.

Source: Marion County Assessor data, Marion County GIS data, and MWVCOG, 2007.

Study Area 4

Table 20 shows the properties included in Study Area 4, an approximately 118-acre area located to the west and northwest of the existing Hubbard UGB on either side of Mineral Springs Road. The area is bisected by Mill Creek, which extends north and south along the western edge of the existing UGB. All of the properties in the Study Area are zoned Exclusive Farm Use (EFU).

Table 20
Study Area 4 – Area Adjacent to Mineral Springs Road
Assessor Map 41W28D, Assessor Map 41W 33AB and Assessor Map 41W28

Map & Tax Lot	Size (acres)	Soils	Comments
North side of Mineral Springs Road			
41W28D 300	20.7	Woodburn silt loam Class IIw – 39.8% Labish silty clay loam Class IIIw – 30.7% Woodburn silt loam Class IIIe – 29.5% 100.0% high-value farmland	Zoned EFU, single-family residence, and several accessory buildings, bisected by Mill Creek
41W28D 301	1.0	Woodburn silt loam Class IIw – 100% 100.0% high-value farmland	Zoned EFU, single-family residence
41W28D 400	8.2	Labish silty clay loam Class IIIw – 68.5% Woodburn silt loam Class IIIe – 21.2% Woodburn silt loam Class IIw – 10.3% 100.0% high-value farmland	Zoned EFU, owned by North Marion School District, bisected by Mill Creek
41W28D 500	13.9	Woodburn silt loam Class IIw – 53.0% Labish silty clay loam Class IIIw – 29.7% Woodburn silt loam Class IIIe – 16.1% 100.0% high-value farmland	Zoned EFU, vacant
41W28D 600	1.2	Woodburn silt loam Class IIw – 93.8% Amity silt loam Class IIw – 6.2% 100.0% high-value farmland	Zoned EFU, vacant
41W28D 700	3.9	Woodburn silt loam Class IIw – 54.3% Amity silt loam Class IIw – 24.4% Woodburn silt loam Class IIIe – 21.3% 100.0% high-value farmland	Zoned EFU, single-family residence
41W28D 800	0.7	Woodburn silt loam Class IIw – 100% 100.0% high-value farmland	Zoned EFU, single-family residence
41W28D 900	0.8	Woodburn silt loam Class IIIe – 52.1% Woodburn silt loam Class IIw – 47.9% 100.0% high-value farmland	Zoned EFU, manufactured home
41W28D 1000	1.0	Woodburn silt loam Class IIIe – 53.3% Woodburn silt loam Class IIw – 40.1% 100.0% high-value farmland	Zoned EFU, single-family residence
41W28D 1200	8.5	Labish silty clay loam Class IIIw – 69.3% Woodburn silt loam Class IIIe – 26.8% 100.0% high-value farmland	Zoned EFU, single-family residence, and several accessory structures
South side of Mineral Springs Road			
41W33AB 1300	4.8	Labish silty clay loam Class IIIw – 64.7% Woodburn silt loam Class IIIe – 18.7% Terrace escarpments – 11.8% Woodburn silt loam Class IIw – 4.8% 87.3% high-value farmland	Zoned EFU, single-family residence
41W28 300	12.5	Woodburn silt loam Class IIw – 71.5% Amity silt loam Class IIw – 28.5% 100% high-value farmland	Zoned EFU, vacant
41W28 400	40.9	Woodburn silt loam Class IIw – 70.9% Willamette silt loam, Class I – 10.6% 99.9% high-value farmland	Zoned EFU, single-family residence
Total area	118.1		

Source: Marion County Assessor data, Marion County GIS data, and MWVCOG, 2007.

Study Area 5

Study Area 5 is approximately 87.8 acres in size and is located north of the existing Hubbard UGB. **Table 21** shows the properties located in Study Area 5. The Study Area is comprised predominantly of Class IIw, Class IIIe, and Class IIIw soils. All of the properties in the Study Area are zoned Exclusive Farm Use (EFU). With the exception of Tax Lot 600, all of the parcels are in agricultural use.

Table 21
Study Area 5 - Area North of the Existing Hubbard UGB
Assessor Map 41W27

Map & Tax Lot	Size (acres)	Soils	Comments
41W27 400	27.1	Woodburn silt loam Class IIw – 61.1% Woodburn silt loam Class IIIe – 20.8% Labish silty clay loam Class IIIw – 18.1% 100.0% high-value farmland	Zoned EFU, single-family residence, and several accessory structures
41W27 500	9.9	Woodburn silt loam Class IIw – 100.0% 100.0% high-value farmland	Zoned EFU, vacant
41W27 600	1.1	Woodburn silt loam Class IIw – 100.0% 100.0% high-value farmland	Zoned EFU, manufactured home
41W27 700	25.0	Woodburn silt loam Class IIw – 100.0% 100.0% high-value farmland	Zoned EFU, vacant
41W27 800	24.7	Woodburn silt loam Class IIw – 97.9% Woodburn silt loam Class IIIe – 2.1 100.0% high-value farmland	Zoned EFU, vacant
Total area	87.8		

Source: Marion County Assessor data, Marion County GIS data, and MWVCOG, 2007.

Study Area 7

Study Area 7 is approximately 81.0 acres in size and is located east of the existing Hubbard UGB. **Table 22** shows the properties located in Study Area 5. The Study Area is comprised predominantly of Class IIw and Class IIIw soils. All of the properties in the Study Area are zoned Exclusive Farm Use (EFU).

Table 22
Study Area 7 - Area East of the Existing Hubbard UGB on the North Side of Whiskey Hill Rd
Assessor Map 41W34B, Assessor Map 41W34, and Assessor Map 41W27CD

Map & Tax Lot	Size (acres)	Soils	Comments
41W34B 100	24.5	Amity silt loam Class IIw – 68.2% Woodburn silt loam Class IIw – 26.8% Woodburn silt loam Class IIe – 5.1% 100.0% high-value farmland	Zoned EFU, vacant, approx. 3.0 acres in the city limits zoned Manufactured Home Park
41W34B 1300	4.2	Amity silt loam, Class IIw – 100.0% 100.0% high-value farmland	Zoned EFU, manufactured home
41W34B 1402	2.5	Amity silt loam, Class IIw – 100.0% 100.0% high-value farmland	Zoned EFU, accessory structures
41W34 400	50.0	Amity silt loam Class IIw – 72.5% Concord silt loam Class IIIw – 27.4% 100.0% high-value farmland	Zoned EFU, vacant
Total area	81.0		

Source: Marion County Assessor data, Marion County GIS data, and MWVCOG, 2007.

Soils Summary

Based upon a review of the soils found in each of the study areas containing agricultural lands, the area with the lowest soil capability is Study Area 3, followed by Area 2, Area 7 and Area 5.

AGRICULTURAL LAND PRIORITY #1 - STUDY AREA 3

Study Area 3 has the lowest productivity of agricultural lands as measured by its soil capability; therefore Study Area 3 is the next highest priority study area to include in the UGB based upon ORS 197.298.

Study Area 3 can accommodate the City's residential land needs for the following reasons:

- **Proximity to existing commercial and community gathering areas.** Study Area 3 is located within 0.3 miles of existing commercial areas found on 3rd Street; 0.4 miles of the closest church; 0.1 miles to an existing city park (Walnut Vale Park); 0.5 miles of City Hall; and 0.3 miles of the local fire station. In addition, the Hubbard Parks Master Plan identifies a proposed neighborhood park expansion of the Walnut Vale Park adjacent to the proposed expansion area.
- **Access to the local street system by means other than Pacific Highway 99E.** Study Area 3 has access to the local street system through Front Street, which is currently designated as a major collector road in the Marion County TSP that connects with 3rd Street (minor arterial in the Hubbard TSP), and Broadacres Road, a major collector county road that connects to J Street (minor arterial in Hubbard TSP). 4th Street and Sunset Drive, which are local streets within the existing Hubbard UGB, also abut the study area.
- **Orderly and economic provision of public facilities and services.** Based upon comments provided by the City Engineer and Public Works Superintendent, public facilities and services can be made available to the property (see comments found in Exhibit 4).
- **Parcels five (5) acres or greater in size.** Study Area 3 contains several parcels over five (5) acres in size.

Goal 14 - Boundary Location Factors

The residential land needs analysis identifies a need for 75 acres of buildable land. Upon including Study Area 1 for future residential use, the City requires an additional 50.4 acres of buildable residential land.

Because the land in Study Area 3 exceeds the amount necessary for future residential use the four (4) boundary location factors of Goal 14 are applied to the parcels in Study Area 3 to determine which parcels should be included in the UGB for residential use as provided by OAR 660-024-0060(1)(b). A review of the four (4) locational factors as they apply to the parcels found in Study Area 3 is provided as follows.

(1) Efficient Accommodation of Identified Land Needs;

Findings: As part of the Hubbard Comprehensive Plan update, the City identified specific characteristics of land needed for future residential use. These needs include: proximity to existing and planned

commercial and community services (e.g. parks, churches, City Hall); access to the local street network; orderly and economic provision of public facilities and services; and parcels greater than five (5) acres in size.

Within Study Area 3, properties south of Broadacres Road best accommodate the City's identified land needs because this area contains a large parcel under single ownership that is over five (5) acres in size; the area connects to the local street network through three existing streets (Broadacres Rd, Front St and 4th Street); and this area is located closest to an existing park (Walnut Vale Park) that is identified as a planned neighborhood park expansion in the Hubbard Parks Master Plan (2007).

(2) Orderly and economic provision of public facilities and services;

Findings: Public facilities and services as referenced in OAR 660-024-0060(7), include water, sanitary sewer, storm water management, and transportation facilities. As part of the boundary location analysis, an evaluation and comparison of the relative costs, advantages and disadvantages of UGB expansion areas with respect to the provision of public facilities and services was conducted in coordination with public service providers consistent with OAR 660-024-0060(8). Comments regarding public facilities and services were provided by the Hubbard Public Works, Marion County Public Works, and Oregon Department of Transportation (ODOT) (see Exhibits 2, 3 and 4). A review of the provision of public facilities and services as it relates to the parcels in Study Area 3 is provided as follows.

Water - Based upon a review of the City's Water Master Plan (1996), there is currently a six (6) inch water main located in J Street and four (4) inch water lines located north of the study area in 4th Street and Beaver Court. Based upon the location of current water services, the parcels located within Study Area 3 that can most efficiently be served by city water service include parcels located east of Mill Creek and adjacent to 4th and Front streets. Parcels located west of the creek would require city water service to be extended at longer distances which would result in a less economic provision of water service due to the additional costs of extending water service to these parcels.

Parcels north of Broadacres Road are developed with rural residences located on parcels one to two acres in size. The extension of city water service to these parcels would result in a less economic provision of city water service as compared to the larger parcel located south of Broadacres Road due to fewer housing units to distribute the cost of extending city water service to this area.

Sanitary Sewer – Comments provided by the City Engineer and Public Works Superintendent found in Exhibit 4 indicate there is currently an existing sanitary sewer pump station located west of Front Street that can serve a portion of this study area upon completing minor modifications to accept additional sewer flows. The City Engineer indicated that the areas between Mill Creek and Little Bear Creek will require an additional pump station to provide sanitary sewer service to this area.

In general, the area within Study Area 3 that can be most efficiently served by city sanitary sewer service includes properties located east of Mill Creek, south of Broadacres Road, adjacent to Front Street. These parcels are located closest to existing city sanitary sewer services and include parcels of sufficient size to provide for the economic extension of city sanitary sewer service to this area in the future.

Parcels north of Broadacres Road are developed with rural residences located on parcels one to two acres in size. The extension of city sewer service to these parcels results in a less economical extension of city sewer service as compared to the larger parcel south of Broadacres Road since fewer housing units could be constructed in this area to offset the costs associated with providing city sewer service. Additional costs associated with developing in or near Mill Creek and Little Bear Creek could also make the extension of city sewer service cost prohibitive in this area.

Storm Water – Study Area 3 contains two (2) existing natural drainage ways including, Mill Creek and Little Bear Creek. Comments provided by the City Public Works Superintendent (Exhibit 4) indicate that future development will be required to provide their own storm drainage system, which will most likely include an on-site detention system.

Transportation - Existing transportation facilities located within Study Area 3 consist of Front Street, a major collector road in the Marion County TSP that connects with 3rd Street (minor arterial in the Hubbard TSP); and Broadacres Road, a major collector county road that connects to J Street (minor arterial in Hubbard TSP). 4th Street and Sunset Drive, local streets within the existing Hubbard UGB, also abut the study area.

The parcels located in Study Area 3 that contain the greatest connectivity and access to the existing local street network include parcels located south of Broadacres Road NE and west of Front Street. These parcels have frontage on three (3) existing streets (Broadacres Rd, 4th St, and Front St). Parcels with greater street connectivity promote a more orderly expansion of the City's transportation system by providing alternative means for vehicle access rather than reliance on one road for vehicle access to and from the proposed expansion site. A well-connected transportation network also promotes increased access to common residential destinations such as, local parks, churches, and commercial areas through shorter distances that encourage alternative transportation means such as walking and bicycling.

Marion County provided comments regarding impacts on county transportation facilities as found in Exhibit 2. The Marion County Transportation Planning Division encourages the City to improve street connectivity to avoid directing traffic to a single rural roadway. The County also indicated that it is expected that the City of Hubbard will take over jurisdiction of all County roads adjacent to the proposed expansion areas, including all remaining pieces of the road within, or adjacent to, the new city limits at the time of annexation as these roads will serve predominately urban traffic and provide consistent maintenance responsibility and a single jurisdictional change from City to County.

Marion County Transportation Planning Division also commented that a Transportation Study should be provided since the City is proposing an amendment to the Comprehensive Plan Map designation from agricultural to residential on the areas proposed for inclusion in the UGB.

The City of Hubbard has not performed a transportation study at this time in accordance with OAR 660-024-00020(1)(d), which states:

“The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary.”

The interim zoning applied to the property upon inclusion in the Hubbard UGB is UTF (Urban Transition Farming). According to the Marion County Zoning Ordinance Section 14.00, the purpose of the UTF zone is to, “encourage the continued practice of commercial agriculture in areas planned for future urban development. The UTF zone shall be applied in those areas within an urban growth boundary where the applicable urban area comprehensive plan indicates that land should be retained in large blocks, and acreage residential development is discouraged, to facilitate efficient conversion to urban use.”

Consistent with comments provided by ODOT (Exhibit 3), a transportation study and construction of any transportation measures needed to ensure acceptable transportation service levels will be required as part

of a future zone change application. Transportation impacts from future development will also be considered upon completing an update to the Hubbard TSP anticipated in 2010-2011, subject to the availability of project funding.

(3) Comparative environmental, energy, economic and social (EEES) consequences; and

Findings: Applying the EEES analysis to the parcels located within Study Area 3, the proposed residential expansion area provides the most suitable location for future residential development based upon the following reasons.

Regarding environmental consequences, parcels north of Broadacres Road are mostly one to two acres in size and are divided by Little Bear Creek, an intermittent stream with fish habitat that would be protected by the City's riparian and wetland ordinances upon annexation. Based upon the size of these parcels as compared to the 50 foot riparian buffer, there is a greater potential for variances to reduce the riparian setback by property owners in order to obtain relief from a physical hardship to development. Properties south of Broadacres Road are larger in size and a smaller percentage of the parcels is impacted by the riparian buffer, thus there is a lower potential for property owners to seek variances to the riparian buffer during the development process. For these reasons, properties south of Broadacres Road have potentially fewer environmental consequences upon development as compared to the properties north of Broadacres Road.

With regards to energy consequences, there are some energy savings resulting from including properties south of Broadacres Road as compared to those north of Broadacres Road. Properties south of Broadacres Road would require less energy to extend public facilities and services for future development because these properties are closer to existing public facilities and services found in 3rd and 4th streets. In addition, there would be some minimal energy savings in terms of distance traveled to access the nearest park as property south of Broadacres Road is located within one-half mile of an existing park known as Walnut Vale Park.

Regarding economic consequences, properties south of Broadacres Road provide the greatest economic efficiencies for extending public facilities and services as compared to the rest of the parcels found in Study Area 3, based upon their proximity to existing services and the size of the parcels which would allow development costs to be feasible for development.

Regarding social consequences, the proposed expansion area provides the greatest connectivity with existing neighborhoods and recreation opportunities available from an existing park located adjacent to the property and future opportunities through the development of the Mill Creek Trail as identified in the Hubbard Parks Master Plan (2007).

For these reasons, the proposed residential expansion area best provides for future residential needs, while providing an orderly and economic provision of public facilities, with relatively fewer adverse environmental, energy, economic and social consequences.

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Findings: The proposed residential expansion area in Study Area 3 can provide a compatible boundary between urban uses with nearby agricultural activities occurring outside the UGB based upon the presence of natural and man-made barriers that separate the proposed expansion area from agricultural

lands. The western boundary of the proposed expansion area is bordered by Mill Creek. In addition to the separation formed by the ravine that separates future residential use from adjacent agricultural activities, the City of Hubbard Development Code requires a 50-foot wide riparian area adjacent to the creek that will provide an additional buffer between urban and agricultural uses.

The northern portion of the site is bordered by Broadacres Road NE. Uses north of Broadacres Road consist of the Hubbard Cemetery, and rural residential use, in addition to Mill Creek and Little Bear Creek. The proposed expansion area abuts the city limits and existing UGB to the east. A portion of the expansion area abuts Front Street and the railroad. To the south, the proposed expansion area is separated by an existing residential dwelling and private access road.

For these reasons, the proposed expansion area can provide a compatible boundary between urban uses and nearby agricultural activities occurring on farmland outside the UGB.

Summary of Goal 14 - Boundary Location Factors for Study Area 4 (Residential Land Needs): Upon considering the four boundary location factors of Goal 14, the parcels identified in **Table 23** below were selected for inclusion in the proposed UGB expansion for future residential land use. The proposed UGB expansion includes approximately 54 acres (49.3 buildable acres) of Study Area 3 for future residential use (see Figure 1, Map of Proposed UGB Expansion Areas).

The proposed expansion area for future residential use best accommodates the identified land needs and provides for the most orderly and economic provision of public facilities and services. The proposed expansion area also satisfactorily balances environmental, energy, economic and social consequences as compared to other parcels located in Study Area 3. Additionally, the proposed expansion area can provide a compatible boundary between urban development inside of the proposed UGB and nearby agricultural uses located outside of the proposed UGB.

Table 23
Residential Area Included in the UGB Expansion

Map & Tax Lot	Size (acres)	Area to be included in the UGB (acres)	Location
41W33 100	79.9	47.5	Southwest of the existing UGB
41W33DB 2700	2.1	1.9	Southwest of the existing UGB
41W33DB 2800	2.2	2.2	Southwest of the existing UGB
41W33DB 700	6.3	2.4	Southwest of the existing UGB
Total land		54.0	
Unbuildable land ¹		4.7	
Total Buildable Land²		49.3	

¹ Unbuildable land includes the 50-foot wide riparian corridors located adjacent to Little Bear Creek and Mill Creek, as well as existing rights-of-way.

² Total Buildable Land = Total land minus Unbuildable land.

Upon considering the amount of land provided for residential use in Study Area 3, there remains a need for approximately 1.1 acres of public land. Based upon ORS 197.298(3)(a), the remaining portions of Study Area 3 cannot reasonable accommodate the specific type of land needed for future public use because Study Area 3 is located 0.5 miles from the historic Mineral Springs site.

AGRICULTURAL LAND PRIORITY #2 - STUDY AREA 4

The next study area with agricultural land that receives the highest priority for inclusion within the UGB, is Study Area 4.

Study Area 4 can accommodate the City's public land need for additional recreational opportunities because the historic Mineral Springs site is located on one of the properties found in Study Area 4.

Based upon applying the four locational factors of Goal 14, the proposed expansion area located at 1848 Mineral Springs Road (Marion County Assessor's Map and Tax Lot Numbers 41W28D/1200) can best accommodate the City's public land need for the following reasons:

- The proposed expansion area efficiently accommodates the identified land needs. The residential land needs analysis identified a need for approximately 18.3 acres of land for public use including land for future streets, utilities and parks. Of the 18.3 acres of public land needed, the City identified a specific need for approximately 1.1 acres of future recreation lands located adjacent to Mill Creek and the historic Mineral Springs site. The parcel that best accommodates this need is located at 1848 Mineral Springs Road.
- The proposed expansion area promotes an efficient and orderly expansion of public facilities and services since the property is located adjacent to existing public facilities and services that were recently extended to serve the adjacent property (Mill Creek Subdivision). The property is also located adjacent to a planned recreation trail facility located adjacent to Mill Creek, as indicated in the City of Hubbard Parks Master Plan (2007) (See Exhibit 6, Parks Master Plan Map).
- The proposed expansion area promotes a boundary that supports a compact urban form based upon the location of the existing UGB to the north and south of the proposed expansion area. The proposed expansion area would make the new UGB line follow Mill Creek as it does on the property south of Mineral Springs Road. Using Mill Creek as the new UGB line also supports a land use pattern that promotes compatibility between urban and agricultural uses to the west of the property by allowing the creek to serve as a natural buffer between urban and rural uses.
- Significant natural resources found in the proposed expansion area can be protected through city ordinances that prohibit development within the riparian area of Mill Creek.

APPLICABLE STATEWIDE PLANNING GOALS FINDINGS

Goal 1 - Citizen Involvement

The purpose of Statewide Planning Goal 1 is, "to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

The City of Hubbard provided numerous opportunities for public review and comment on the proposed Comprehensive Plan amendments and UGB expansion. The City conducted a series of ten (10) Planning Commission and City Council public work sessions to review and discuss the proposed amendments beginning in February 2007 and ending in September 2008. In addition, the City received public comment during public hearings held on August 2, 2007 and December 11, 2007, and a public open house held on May 28, 2008.

Additional opportunity for public comment will be provided through the public hearings process on the revised residential UGB expansion proposal including hearings before the Hubbard Planning Commission, Hubbard City Council and the Marion County Board of Commissioners. Public notice for each of these events was provided through the local newspaper, the City's web page, and by mail to interested parties. Copies of the draft amendments to the Comprehensive Plan, Development Code and the findings in support of the UGB expansion were made available for public review at City Hall and the City's web site.

Notice of the proposed plan amendment was provided to the Oregon Department of Land Conservation and Development (DLCD) on December 5, 2008, consistent with the requirements of the post acknowledgement plan amendment process.

The City of Hubbard also coordinated affected government agencies such as, Marion County, Oregon Department of Transportation, and Oregon Department of Land Conservation and Development. Comments from these agencies that submitted written comments were included as part of the public hearing record.

The proposed amendments have been processed in a manner that complies with Statewide Planning Goal 1.

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

The purpose of Goal 5 is to protect natural resources and conserve scenic and historic areas and open spaces. Goal 5 addresses a number of natural and cultural resources and requires local governments to adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations.

The areas proposed for inclusion in the UGB located in study areas 3 and 4 contain mapped wetlands and waterways associated with Mill Creek and Little Bear Creek as shown on the City of Hubbard Significant Natural Resources Map adopted by the City on June 30, 2001. The Hubbard Significant Natural Resources Map identifies show wetland areas adjacent these two creeks that have not been verified on locations currently located outside of the existing UGB.

As part of the UGB expansion analysis, areas located within 50 feet of Little Bear Creek and Mill Creek were deducted from the buildable supply of land available for future development. Consistent with City of Hubbard Natural Resources policies #3 and #5, the City of Hubbard will protect significant wetland

and riparian corridors through the City's adopted Wetland and Riparian requirements found in Hubbard Development Code Sections 2.210 and 2.211 upon verification of these resources at the time of plan amendment and zone change approval.

The proposed amendments are consistent with Goal 5 requirements.

Goal 6 - Air, Water and Land Quality

The purpose of Goal 6 is to maintain and improve the quality of the air, water and land resources of the state. Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations as regard air, water, and land resources. This Goal, however, does not have administrative rules to set compliance standards. Instead, it relies entirely on state and federal regulations for direction and implementation by requiring that "all waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards." State definitions for wastewater and pollutants include pollutants carried by storm water, and impacts on habitat that result from storm water flows.

Compliance with Goal 6 will be furthered by City policies to protect air, water and land resources including:

1. Hubbard will participate in watershed-based efforts to improve fish and wildlife habitat and water quality in the Pudding Watershed. Participation will include having a representative on the Pudding River Watershed Council or coordinating with the small-city representative.
2. Hubbard will contribute to, or comment upon, regional water quality improvement planning and fish recovery plans undertaken by state and federal agencies by reviewing and responding to proposed policies and plans.
3. Hubbard will protect significant groundwater resources by implementing the City of Hubbard Drinking Water Protection Plan as approved by the Department of Environmental Quality.
4. All development activities within the city shall adhere to applicable federal and state air, water, and land quality regulations and standards.
5. Hubbard will continue to support the regional solid waste management program.
6. All development activities within the city shall comply with local and state noise regulations.

Goal 7 - Areas Subject to Natural Hazards

The purpose of Goal 7 is to protect life and property from natural disasters and hazards. Goal 7 addresses development in locations subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" when planning for development in such areas.

The areas proposed for inclusion in the UGB located in study areas 3 and 4 contain mapped flood hazard areas associated with Mill Creek and Little Bear Creek as shown on the City of Hubbard Flood Hazards

Map found in Exhibit 7. The City of Hubbard adopted a floodplain overlay zone to manage development in flood hazard areas consistent with FEMA requirements needed to participate in the National Flood Insurance Program (NFIP). The floodplain overlay zone regulates land use activities within the area designated on the Flood Insurance Rate Map (FIRM) as the 100-year floodplain. Development within designated floodway areas is generally not allowed. As part of the buildable land inventory update, land designated in floodways was deducted from the inventory as unbuildable. Upon annexation inside the city limits, the Hubbard Floodplain Overlay Zone will be applied to these properties and future development on these lands will be managed according to these standards designed to minimize the loss of life and property.

Compliance with Goal 7 will be furthered by City policies to protect air, water and land resources including:

1. Hubbard will promote earthquake hazard awareness and hazard mitigation activities in the community by periodically providing information to residents in their utility bill and displaying pamphlets or other literature related to this topic at city hall.
2. Hubbard will coordinate an assessment of the level of earthquake preparedness in the community and vulnerability of key public facilities. Prioritized lists of hazard reduction activities will be developed.
3. Hubbard will continue to participate in the National Flood Insurance Program. Hubbard will apply the floodplain overlay zone standards to new development that occurs within designated 100-year floodplains.
4. Hubbard will protect transportation facilities and plan for emergencies. Transportation facilities and services located in floodways and floodplains must be designed and constructed to withstand flooding or excessive damage will occur. Emergency management plans and routes must take into account which routes are likely to be closed during flood events and identify alternative routes.
5. Hubbard will work with Marion County to ensure that the flood hazards along Mill Creek, Little Bear Creek, the Pudding River, and tributaries to the Pudding River are defined and mitigated prior to development and construction.
6. Hubbard will continue to implement the Storm Drainage Master Plan and install facilities as funding becomes available.
7. Hubbard will prevent new storm water runoff problems by requiring storm drainage and erosion plans for new development as required by the Hubbard Development Code.

The City through its adopted Comprehensive Plan, Utility Master Plans, and Development Code has applied appropriate safeguards in planning for development of lands within the expanded urban growth boundary and is consistent with the intent and purpose of Goal 7.

Goal 8 - Recreational Needs

The purpose of Goal 8 is to satisfy the recreational needs of the citizens of the state and visitors. Governmental agencies having responsibility for recreation areas, facilities and opportunities are required to plan for current and future recreational needs: (1) in coordination with private enterprise; (2) in

appropriate proportions; and, (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.

The City of Hubbard adopted a Parks Master Plan in 2007 to provide for the recreational needs of its citizens and visitors, and contribute to the city's overall quality of life. The plan describes residents' vision for the future of the City's parks, recreation services, trails and open space facilities. The plan includes an analysis of recreation needs and trends, an inventory of the city's parks and recreation facilities, recommendations for parks and recreation improvements and a plan for future improvements and funding sources to support.

The plan recommends establishing a park system where most or all residents are no more than a five-minute walk (or one-quarter mile) from a neighborhood park/playground or a mini-neighborhood park and can reach that park without having to cross major arterials in the community. The plan also establishes a proposed park system that identifies a network of existing and recommended park and conservation areas (See Parks Master Plan Map, Exhibit 6).

As part of the UGB expansion study, consideration was given to locating future residential development within close proximity of existing and planned park areas. The proposed expansion areas are all located within one-half mile of existing or planned park areas. Additionally, the proposed expansion areas in study areas 3 and 4 include land located adjacent to Mill Creek to facility the development of a regional recreational trail system as identified in the Parks Master Plan.

The City through its adopted Parks Master Plan and future parkland requirements within the expanded UGB area, satisfies the intent and purpose of Goal 8.

Goal 10 - Housing

The purpose of Goal 10 is to provide for the housing needs of citizens of the state. Goal 10 requires that cities determine housing need by type and allocate sufficient buildable land within its urban growth boundary to meet identified housing needs.

As part of the Hubbard Comprehensive Plan update, the City completed a housing needs analysis to identify the amount and type of housing needed in Hubbard over the next 20 years. The housing and lands needs analysis identified a need for additional residential land outside of the existing UGB to meet projected housing needs as described above. These findings, in addition to adopted Comprehensive Plan policies satisfy the intent and purpose of Goal 10.

Goal 11 - Public Facilities and Services

The purpose of Goal 11 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. Goal 11 requires cities to develop public facility plans to address the timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. One of the main objectives of this goal is to plan public services in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs. Findings demonstrating the efficient and orderly provision of public facilities and services are provided through compliance with the requirements of Goal 14. The intent and purpose of Goal 11 have been satisfied.

Goal 12 - Transportation

The purpose of Goal 12 is to provide and encourage a safe, convenient and economic transportation system.

Oregon Administrative Rule 660-024-0020(1)(d) provides: *"The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary;"*

The proposed expansion areas are currently zoned EFU by Marion County. Upon inclusion within the UGB, the lands would remain zoned UTF (Urban Transition Farming). This zone will not allow development to generate enough traffic to significantly affect the existing and planned transportation system. OAR 660-012-060 will be applied upon annexation and rezoning of the land to a zoning designation that allows more intensive urban uses. The City finds that the proposed amendments are consistent with the purpose and intent of Goal 12.

Goal 13 - Energy Conservation

The purpose of Goal 13 is to conserve energy. Goal 13 states, "Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. As part of the UGB expansion analysis, the city considered energy consequences associated with expanding in various locations. The proposed UGB expansion areas minimize travel distances to commercial and community services, including parks, churches, city hall, the local fire station, and commercial activity centers, thereby reducing energy requirements for transportation purposes. In addition, the proposed expansion results in greater energy conservation by promoting an orderly and efficient extension of public facilities and services. Through compliance with the requirements of Goals 14 and 12, the requirements of Goal 13 have been satisfied.

Exhibit 1

Hubbard Transportation Systems Plan Planned Transportation Improvements

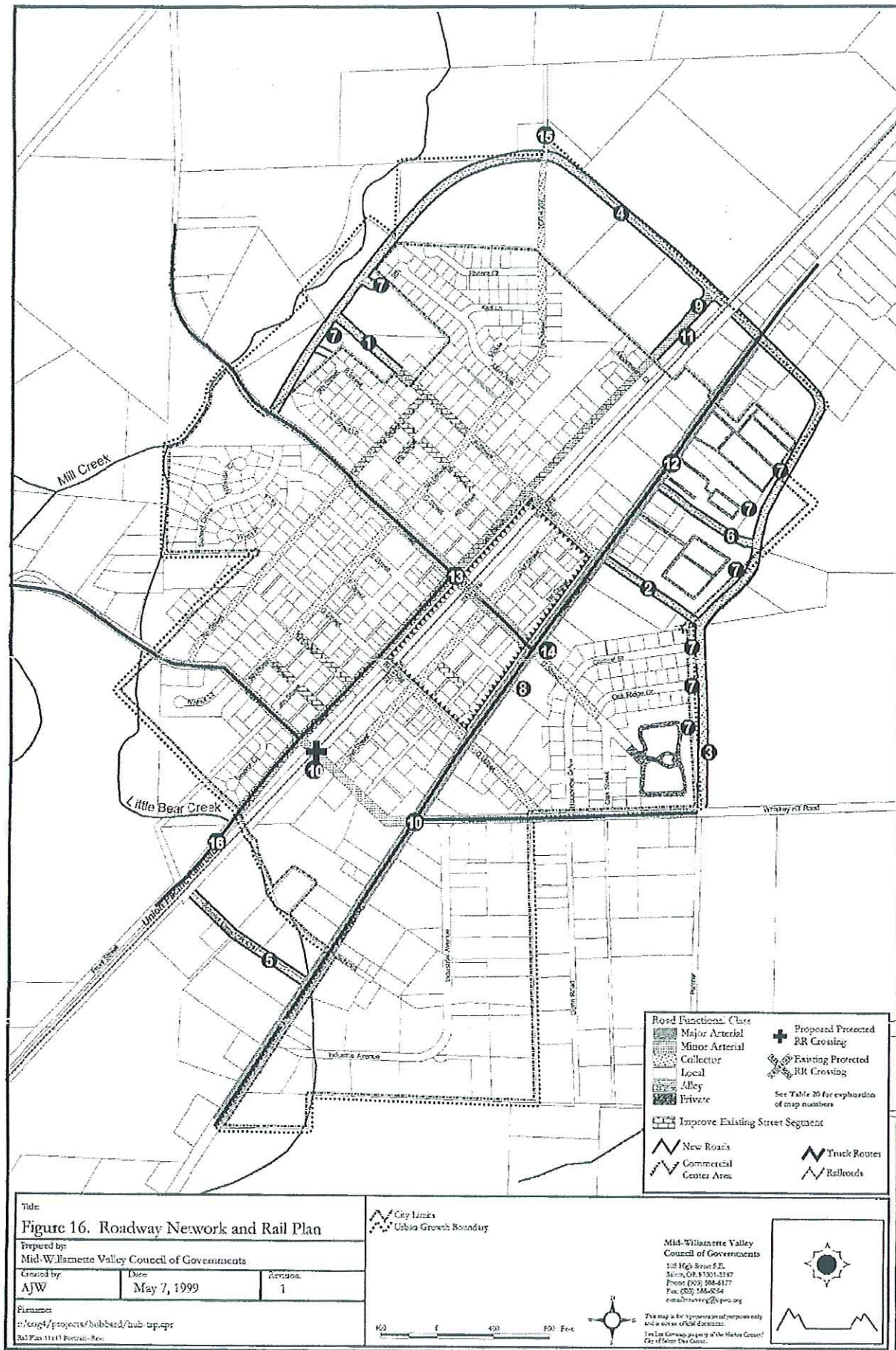


Exhibit 2

Comments on transportation impacts Marion County Public Works



Marion County **OREGON**

PUBLIC WORKS

November 12, 2008

**BOARD OF
COMMISSIONERS**
Sam Brentano
Janet Carlson
Patti Milne

DIRECTOR
Willis G. Worcester, P.E.

ADMINISTRATION

**BUILDING
INSPECTION**

DOG CONTROL

**EMERGENCY
MANAGEMENT**

ENGINEERING

**ENVIRONMENTAL
SERVICES**

OPERATIONS

PARKS

PLANNING

SURVEY

Suzanne Dufner
Hubbard City Planner
Mid-Willamette Valley Council of Governments
105 High Street SE
Salem, OR 97301-3667

RE: Hubbard Urban Growth Boundary Expansion

Dear Suzanne:

This letter is in response to your request for comments regarding the proposed Hubbard Urban Growth Boundary (UGB) expansion, specifically regarding impacts to Marion County transportation facilities. Our comments are based on the information provided and may be revised as additional information becomes available.

Most of the area proposed for expansion located along Broadacres Road does not appear to be adequately served by stub streets and connecting streets from the City. Development in these areas would be isolated from the larger community and predominately served by rural roads rather than urban streets, thus forcing all traffic onto rural County roads. The County encourages improving connectivity in the community rather than directing all traffic to a single rural roadway. It would be more difficult to get urban utilities and drainage systems to these properties. We are less supportive of including these properties into the Hubbard UGB. If they are included, the adjacent Broadacres Road right-of-way should also be included within the UGB.

The area north of Mineral Springs Road has more potential for connectivity. Given the small size of the parcel, the restriction of the creek, and the proximity to city streets, it makes some sense to include this area within the UGB. The Mineral Springs Road right-of-way adjacent to the UGB should be included within the UGB.

The properties southeast of the existing UGB can be served by existing County roads, such as Painter Loop NE and Dunn Road NE. However, it is anticipated that development in this area will increase the traffic on Whisky Hill Road. Whisky Hill Road is not built to urban standards and will require substantial improvements, including the addition of bike lanes, curbs, sidewalks, and turning lanes as needed. The Whisky Hill Road right-of-way adjacent to the UGB should be included within the UGB. The entire Painter Loop NE and Dunn Road NE rights-of-way within or adjacent to the new UGB should be included within the UGB.

To Suzanne Dufner, Hubbard City Planner
From Karen G. Odenthal, Transportation Planner
RE: Hubbard Urban Growth Boundary Expansion
November 12, 2008

Page 2

Upon annexation of the adjacent properties, the City is expected to take over jurisdiction of all County roads, including all remaining pieces of the road within, or adjacent to, the new city limits as these roads will serve predominately urban traffic and serve more as city streets than rural roads. This is to provide consistent maintenance responsibility and a single jurisdictional change from City to County.

In accordance with OAR 660-012-0060(1), it is expected that a Transportation Study will be performed as part of the UGB expansion proposal since the City proposes to amend the comprehensive plan designation from agriculture to residential. A reasonable worst-case scenario should be assumed for development on all parcels proposed in the UGB expansion. County staff are available to assist in scoping the required analysis with the City's consultant. The County will then review the study and comment on additional impacts to roadways under County jurisdiction at that time.

The County studied the transportation needs on State highways within Marion County in 1998 and again in the 2005 Rural Transportation System Plan (RTSP). The RTSP identifies several needs and future capacity issues on Hwy 99E in the Hubbard area that suggest Hwy 99E cannot handle the additional traffic that could be generated by a UGB expansion without significant capacity improvements. Even though it is not a County road, it is a very important regional facility that cannot be ignored. The potential issues identified in the Marion County RTSP should be considered as part of the evaluation in regard to the comparative boundary alternative analysis. Any new identified transportation need (such as a new collector to serve a proposed area, or additional lanes on an existing facility) should be addressed in the Hubbard Transportation System Plan (TSP). The TSP should also address an equitable methodology for requiring individual parcels being rezoned and annexed to participate financially in solving the larger regional transportation needs.

Thank you for the opportunity to comment on the expansion of the City of Hubbard's Urban Growth Boundary. If you have any questions, please contact me at 503-588-5036.

Sincerely,



Karen G. Odenthal
Transportation Planner

KO:nv

c: John Rasmussen
Les Sasaki
Dan Fricke, ODOT

G:\Engineering\Transportation\TrafAdministration\Correspondence\Recent\HubbardUGB2008.doc

Exhibit 3

Comments on transportation impacts Oregon Department of Transportation



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 2 Headquarters

455 Airport Road SE Building B

Salem, Oregon 97301-5395

Telephone (503) 986-2600

Fax (503) 986-2630

November 13, 2008

Ms. Suzanne Duffner, City Planner
Mid-Willamette Valley Council of Governments
105 High Street SE
Salem, OR 97301

SUBJECT: Hubbard UGB Expansion

Dear Suzanne:

Thank you for your October 22, 2008 letter referring the proposed City of Hubbard residential urban growth boundary (UGB) expansion proposal to the Oregon Department of Transportation (ODOT) for review and comment. Our comments are provided below.

The proposed UGB amendment includes three areas totaling approximately 104 acres. The UGB amendment will be accompanied by comprehensive plan amendments to appropriate designations for future residential uses. As no changes of zoning designations are proposed in this application, the provisions of OAR 660-024-0020(1)(d) apply. That section states:

(d) The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary.

ODOT requests that the City include a provision in this UGB amendment stating that compliance with OAR 660-012-0060 will be required as part of a future zone change application for any of the affected properties. ODOT requests that appropriate conditions be applied to this action that would require the preparation of a transportation impact analysis (TIA) and construction of any measures necessary to ensure consistency with ODOT requirements for OR 99E as part of an annexation/zone change application for any of the parcels included in this UGB amendment.

*Ms. Suzanne Duffner
Mid-Willamette Valley Council of Governments
November 13, 2008
Page 2 of 2*

Marion County, in a letter to the City dated November 12, 2008, points out that the County's Rural Transportation System Plan (RTSP) identifies the need for long-term capacity improvements on OR 99E in the Hubbard area. We agree that these needs should be identified in the City's Transportation System Plan. Further, the City should develop and adopt a funding mechanism to ensure an equitable distribution of costs for any improvements that are necessary as a result of this UGB expansion proposal.

This letter should be included in the record as ODOT testimony. ODOT should be considered a party to the hearing and be entitled to notices of future hearings, or hearing continuances or extensions. Please provide me with a copy of the County's decision, including findings and conditions of approval.

Sincerely,



Daniel L. Fricke
Senior Transportation Planner

DLF:

cc: Karen Odenthal, Marion County

Exhibit 4

Comments on public facilities City Engineer and Public Works Superintendent

MEMORANDUM

TO: Suzanne Dufner
DATE: October 23, 2008
FROM: Jaime
RE: Hubbard Urban Growth Expansion

Following are my comments after reviewing prior comments and the addition of 1.1 acres located north of Mineral Springs Road and east of Mill Creek:

1. The proposed area of 49.5 acres located south of Whiskey Hill Road and West of Painter Loop: The only issue I see would be providing sewer service. A large area can possibly be served by extending a sewer line through the Industrial property to the west. The northerly portion can possibly be served by sewer lines extending from Whiskey Hill Road area.
2. The 54 acres of land located south of Broadacres Road and east of Mill Creek: Minor modifications may be needed to the existing Industrial pump station to provide sewer service to this site.
3. The 1.1 acres located north of Mineral Springs Road and east of Mill Creek: This area will most likely require the construction of a pump station to provide sewer services. I would also be concerned if this property is within a 100 year flood zone – would the City encourage building in a flood zone?
4. In regards to storm drainage, each site will provide their own storm drainage system. That might reduce our capacity. Also keep in mind that most development is required to include a detention system within their development.
5. I believe the proposed UGB will require some type of improvement to the transportation system. This should possibly be addressed by the development process.
6. In 2006, Kennedy Jenks Consultants completed the modifications to the wastewater facility. They also reduced the capacity the City can serve to 3826. I believe this number may be conservative. Also, due to high BOD concentrations the City may have to increase capacity sooner than the 20 year planning period.

7. In 1996, the City completed a Water Master Plan, by KPFF Consulting Engineers. According to the Study, the City can serve a population of approximately 3700 people. I believe this number is very conservative based on our daily records of water consumption.
8. Also, we wanted to remind you that per our Park's Master Plan, the lot currently zoned R2 south of the Walnut Vale subdivision, is marked to be part of the City's future park expansion. The future park vicinity map is located on page 66 of the Parks Master Plan.
9. Finally, without doing an in-depth engineer study of all the areas being considered for the UGB, we can not say for certain how much of these areas can be served by gravity sewer or to what extent lift stations would be required.

Attention: Suzanne Dufner
Regarding: HUBBARD UGB EXPANSION – BOUNDARY COMMENTS
Date: September 17, 2007

The City of Hubbard Department of Public Works has reviewed the 7 Study areas for availability of public services (water, sanitary sewer, storm drainage, and access) and has the following comments;

Study Area 1: All required public services can be made available to the subject property. A large percentage of the property has sanitary sewer service available by gravity sewers. The southerly portion of the property can be served by extension of a public sewer line through the industrial property to the west. The northerly portion can be served by sewers in the Whiskey Hill Road area.

Study Area 3: The existing industrial pump station can be modified to accept additional sewer flows, however the areas between Mill Creek and Little Bear Creek will require an additional pump station.

Study Area 4: Most of this property will require a new pump station which will connect to an existing sewer trunk line in D Street.

Study Area 5: A large percentage of this area can be served by gravity from an existing sanitary sewer trunk which crosses the intersection of 5th and Baines.

Study Area 6: A sanitary sewer trunk line in Baines located west of the railroad can provide service to most of this area.

Study Area 7: The northerly portion of this area could also be served by the sewer trunk line in Baines west of the railroad. The middle section of this area and most of the southerly portion can be served by existing sanitary sewers located in Casteel Street and Oakridge Lane.

Actual field topography will be required to determine the extent that all of the study areas can be served by gravity.

Exhibit 5

Hubbard Soils Map

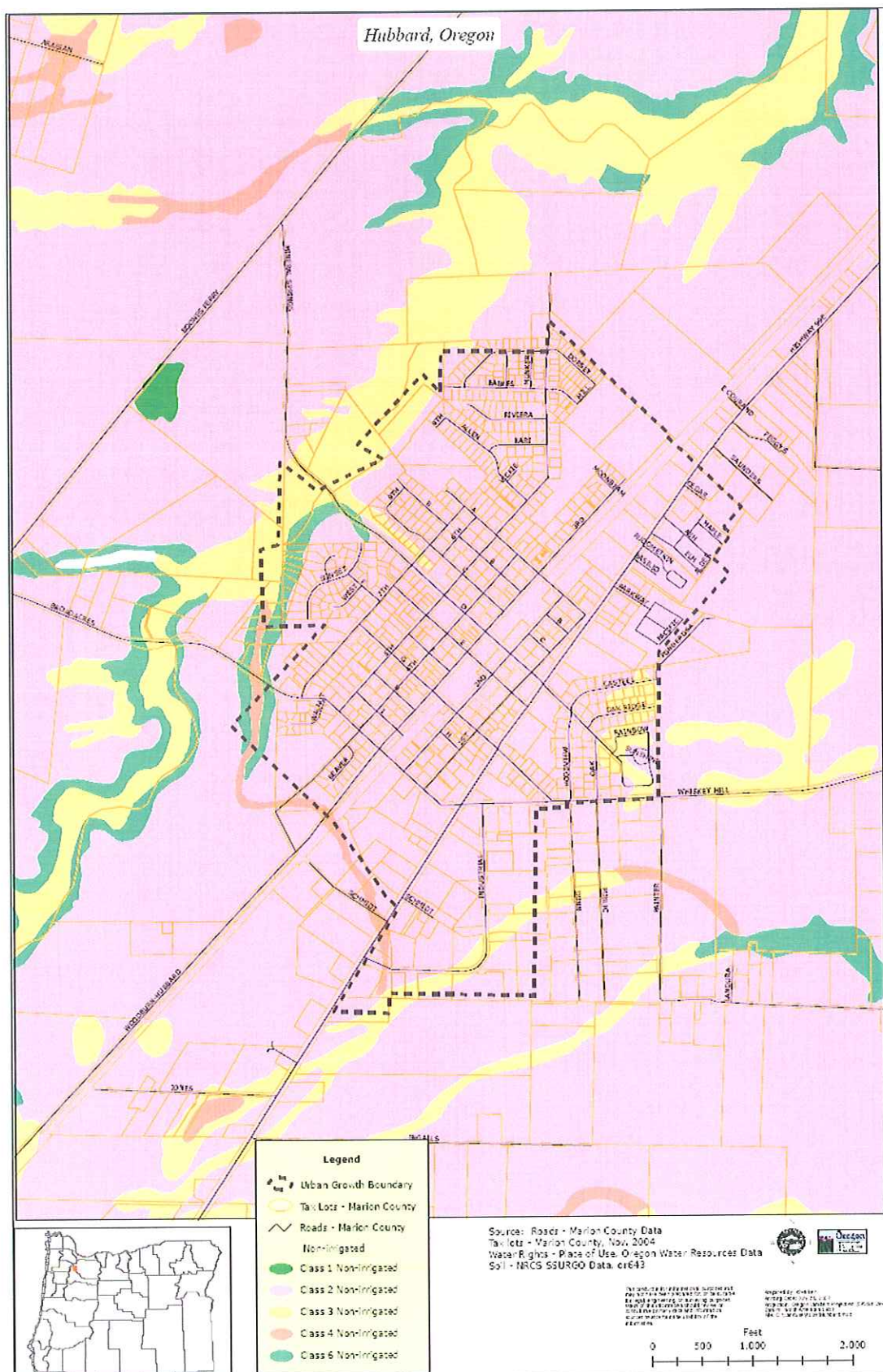


Exhibit 6

Hubbard Parks Master Plan Map

Exhibit 7

Hubbard Flood Hazards Map

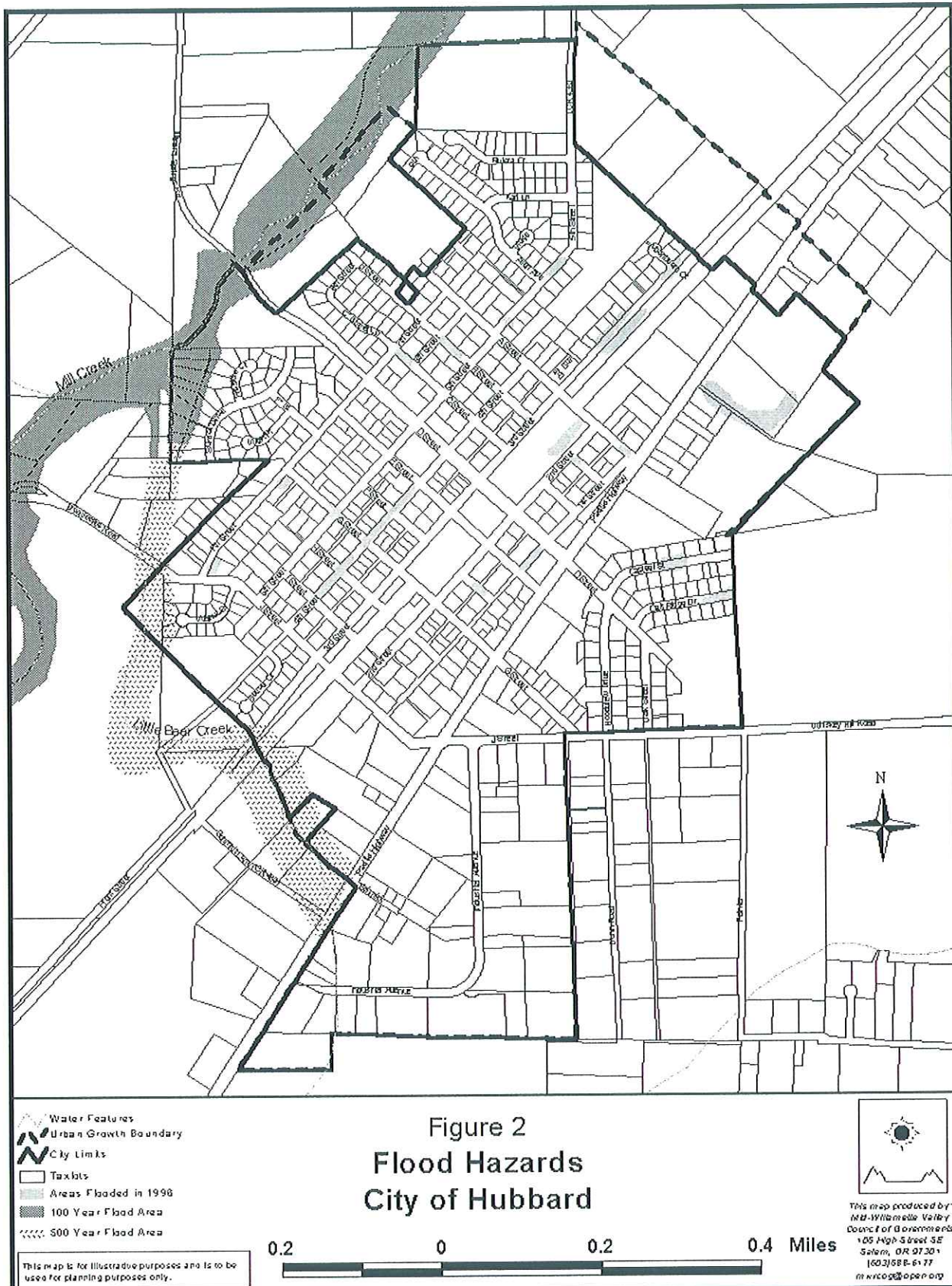


Exhibit 8

Marion County Assessor Maps

The maps are in the following order as presented in the report:

**Assessor Map 41W34CC
Assessor Map 41W34CD
Assessor Map 41W27CD
Assessor Map 41W34B
Assessor Map 41W33DC
Assessor Map 41W33DB
Assessor Map 41W33B
Assessor Map 41W33AC
Assessor Map 41W33
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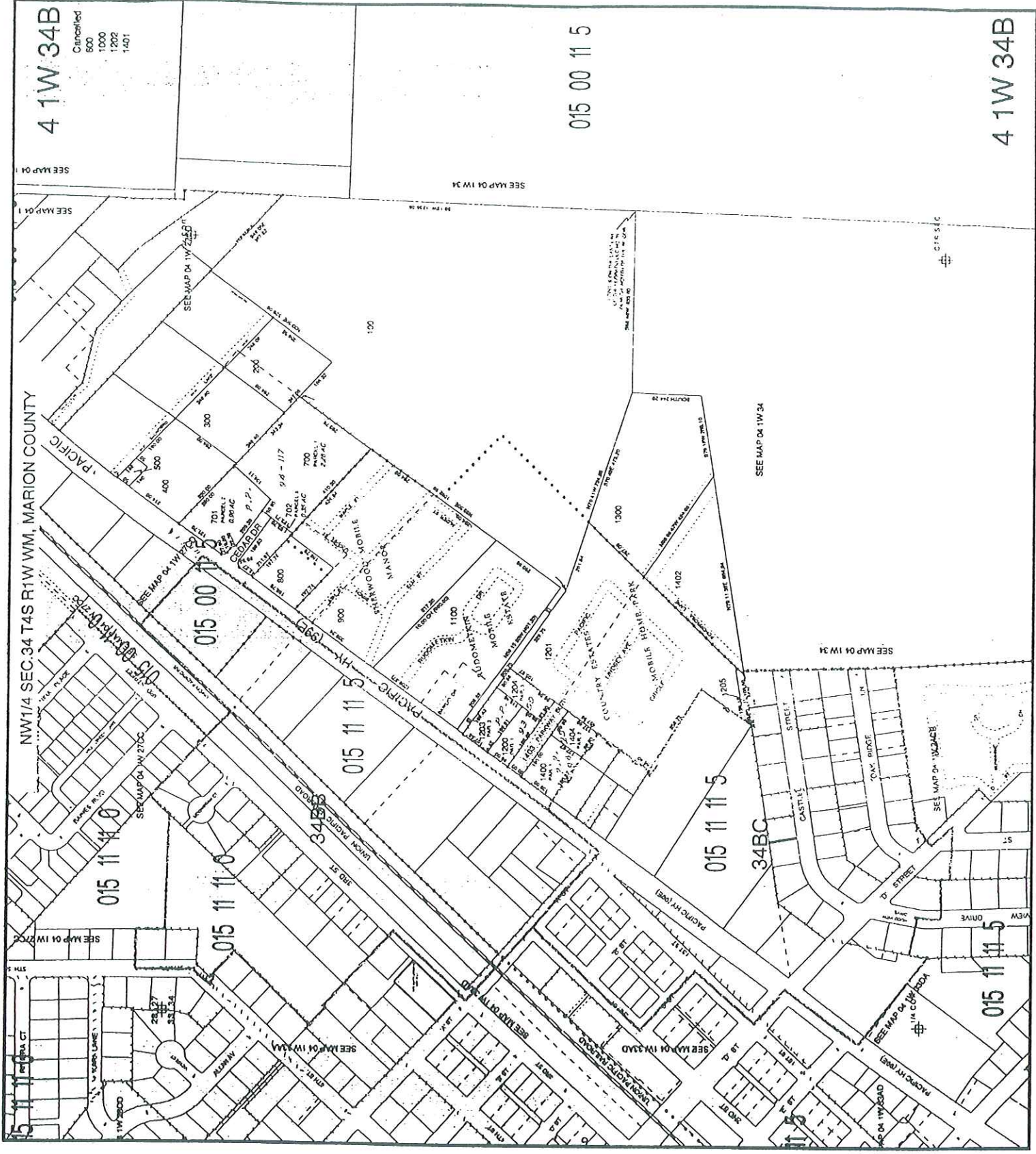
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NOTICE: This map was created for Assessor's Office use ONLY.



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NOTICE: This map was created for Assessor's Office use ONLY.



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Geographic Information Systems

Plot file created: August 23, 2008

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Geographic Information Systems

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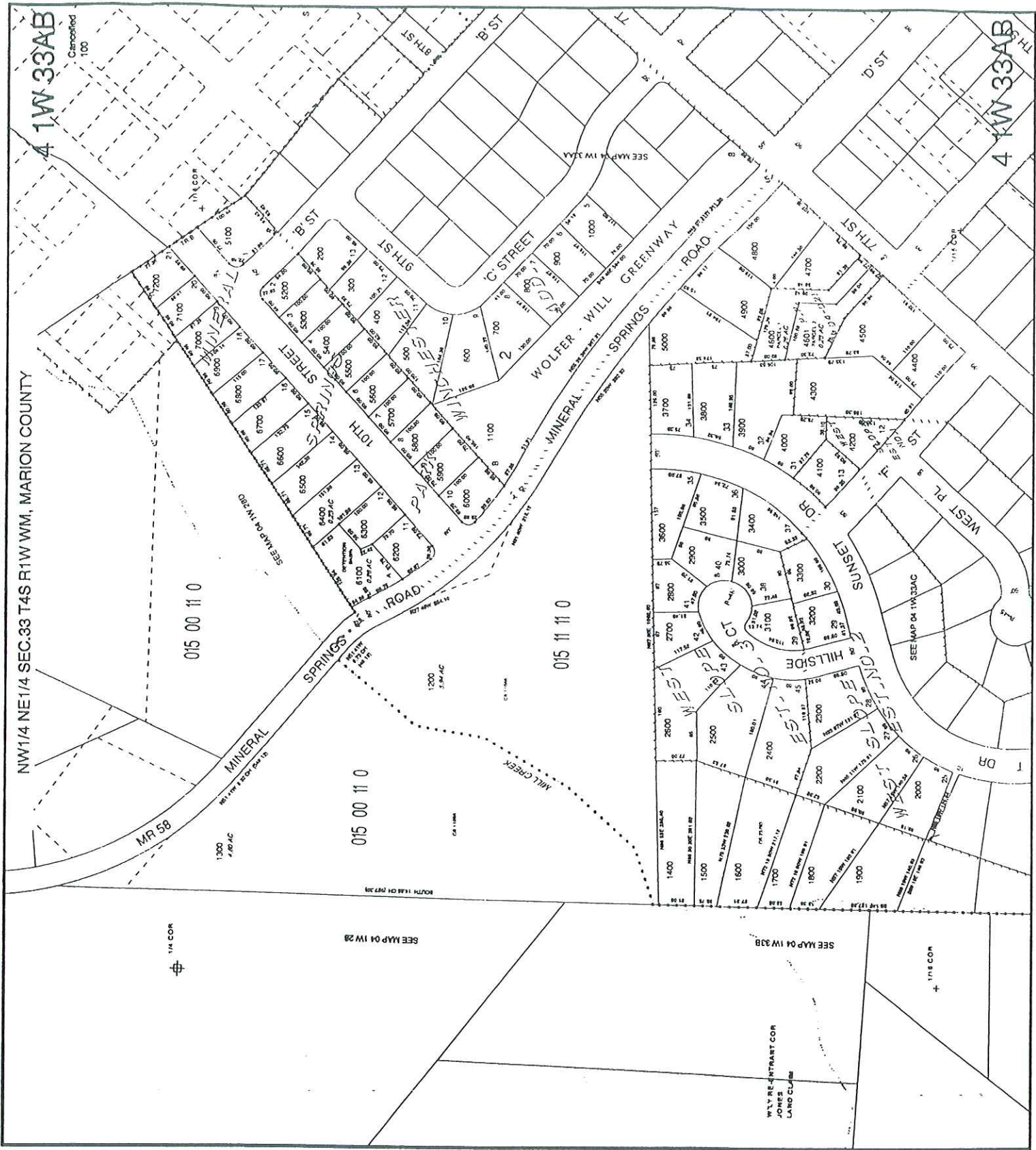
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NOTE: This map was
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Plot file created: August 23, 2008



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Figure 1

NOTICE: This map was created for Assessor's Office use ONLY.

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- STREET LANE, ETC.
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- PARTITION PLAT REF.
- TAX CODE BOUNDARY
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LEGEND

LINE TYPES

- TAX LOT BOUNDARY
- OLD PROPERTY LINE
- ROAD RIGHT-OF-WAY
- VACATED RIGHT-OF-WAY
- RAILROAD
- RAILROAD RIGHT-OF-WAY
- STREAM LAKE ETC
- NON-BOUNDARY
- SUBDIVISION BOUNDARY
- PARTITION PLAT BNDY
- TAX CODE BOUNDARY
- EASEMENT

SYMBOL TYPES

- DLC
- CONTROL POINTS
- SURVEY MONUMENTS
- C.L.O. CORNERS
- SECTION
- 1/4 SEC
- 1/16 SEC
- 1/4 COR
- 1/16 COR

NUMBERS

TAX CODE NO.
000 00 00 0

ACRESAGE - ALL ACRESAGES INCLUDE ANY PORTION THAT MAY LIE WITHIN THE INDICATED PUBLIC RIGHT OF WAY.

TICK MARKS - WHEN A TICK MARK IS INDICATED ON THE EXTENSION OF A LINE, THEN THE DIMENSION GOES TO THE TICK MARK. GENERALLY THIS IS USED WHEN DIMENSIONS GO INTO PUBLIC RIGHT OF WAY.

ARROWS ARE USED WITH DIMENSIONS IN AREAS OF GREATER COMPLEXITY.

NOTICE: This map was created for Assessor's Office use ONLY.



SCALE 1" = 100'
or 1:1200
Plot file created: December 15, 2006
Assessor's Office use ONLY



EXHIBIT B:

Amendments to the Hubbard Comprehensive Plan

March 10, 2009

SECTION XXX POPULATION

Population Trends

During the period from 1970 through 2000, the population of Hubbard grew from 975 to 2,483 persons. As was the case for many cities in Oregon, population growth slowed dramatically during the period from 1980 to 1990 when the state experienced an economic downturn. From the period from 1990 through 2006, the city's population has grown at an average annual rate of approximately 2.97 percent. As shown in **Table 1**, for the 36-year period from 1970 through 2006, Hubbard's population has grown at an average annual rate of 3.13 percent.

**Table 1 – Population Element
Hubbard Population
1970 - 2006**

Year	Population	AAGR ¹
1970	975	---
1980	1,640	5.34%
1990	1,881	1.38%
2000	2,483	2.81%
2006	2,960 ²	2.97%
AAGR 1970-2006		3.13%

¹ Average Annual Growth Rate

² Population estimate from Portland State University Center for Population Research
Source: US Census, Portland State University, and MWVCOG, 2007

Marion County's population also increased significantly during the period from 1970 through 2006 as shown in **Table 2**. The County's population increased at an average annual growth rate of 1.98 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000. Hubbard's population grew at an average annual rate approximately 1.15 percent higher than that of Marion County during this 36-year period.

**Table 2 - Population Element
Population Trends, Marion County and Hubbard
1970 - 2006**

Location	Population					Average Annual Growth Rate				
	1970	1980	1990	2000	2006 ¹	1970-80	1980-90	1990-00	2000-06	AAGR 1970 - 2006
Marion County	151,309	204,692	228,483	284,838	306,665	3.07%	1.11%	2.23%	1.24%	1.98%
Hubbard	975	1,640	1,881	2,483	2,960	5.34%	1.38%	2.81%	2.97%	3.13%

Source: US Census, Portland State University Center for Population Studies, and MWVCOG, 2007

¹ 2006 population estimates from Portland State University

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. **Table 3** shows the forecast population for Marion County for the period from 2000 through 2030. By 2030, the County's forecast population is 410,022 persons. The average annual growth rate for this period is 1.21 percent.

**Table 3 - Population Element
Marion County Population Forecast
2000 – 2030**

Year	Population	AAGR¹
2000	284,834	---
2005	302,913	1.13%
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,588	1.16%
2030	410,022	1.06%
AAGR 2000-2030		1.21%

¹Average Annual Growth Rate

Source: Oregon Office of Economic Analysis, 2004

Oregon Revised Statutes (ORS) 195.036 requires that counties “establish and maintain a population projection for the entire area within its boundary for use in maintaining and updating comprehensive plans” and to “coordinate the forecast with the local governments within its area”. On October 21, 1998, Marion County adopted a 2020 population projection for Hubbard. The projected 2020 population for Hubbard was 3,105 persons. This projection was based on an average annual growth rate of 1.50 percent.

Oregon Administrative Rules (OAR) 660-024-0030 provides two “safe harbor” provisions for updating local population forecasts. One “safe harbor” provision allows for an extension of the adopted 20-year forecast using the previously adopted growth rate. The second “safe harbor” provision allows for a 20-year forecast developed by assuming that the city's share of the forecasted county population will be the same as the city's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

The first safe harbor method for updating the population forecast does not provide a sufficient level of accuracy given both historic and recent population trends for the City of Hubbard. As indicated in Table 2 above, the annual rate of population growth in Hubbard from 1970 through 2006 was 3.13 percent, or more than double the 1.5 percent growth rate adopted by Marion County in 1998. Recent population trends also confirm the city continues to grow at an average rate nearly two times the rate adopted by Marion County in 1998, as the average annual growth rate for the City of Hubbard from 2000 to 2006 was 2.97 percent.

Based on recent population trends, it is also not accurate to forecast Hubbard's population as a constant percentage of the Marion County population as allowed by the second safe harbor provision for updating the 20-year population forecast. Given the higher average annual rate of population growth in Hubbard

over the past 36 years, the city's portion of the county population has risen over time as shown in **Table 4**.

**Table 4 - Population Element
Hubbard Population as a Percentage of Marion County Population
1970 – 2006**

Year	Population		Hubbard Portion of County Population
	Hubbard	Marion County	
1970	975	151,309	0.64%
1980	1,640	204,692	0.80%
1990	1,881	228,483	0.82%
2000	2,483	284,838	0.87%
2006	2,960 ²	306,665	0.97%

Source: US Census, Portland State University, and MWVCOG, 2007

While Hubbard has been able to sustain a growth rate of more than three (3) percent over the past 36 years, the City's water and sewer systems will require major expansions over the next 10-20 years that will likely slow the rate of growth experienced in the past. Given these trends, Hubbard adopted a 2029 population projection using an average annual growth rate of 1.85 percent, or 0.35 percent higher than the 1.50 percent annual growth rate adopted by Marion County for Hubbard in 1998. The 1.85 percent average annual growth rate adopted by the City of Hubbard accounts for a higher growth rate anticipated over the first ten (10) years of the forecast period, followed by a slower growth rate anticipated over the last ten (10) years of the forecast period due to capacity constraints associated with the city's water and sanitary sewer systems.

Table 5 shows the population projection for the City of Hubbard through 2029. The 1.85 percent growth rate is applied to the 2007 population estimate developed by Portland State University to derive the population projection through 2029. The projected 2029 population for Hubbard is 4,632 persons. The projection shows that Hubbard will add an additional 1,537 residents between 2007 and 2029.

**Table 5 - Population Element
Hubbard Population Projection
2007 - 2029**

Year	Population
2007 ¹	3,095
2010	3,270
2015	3,584
2020	3,928
2025	4,305
2029	4,632
Population change 2007 - 2029	1,537
AAGR 2007-2029	1.85%

Source: U.S. Census and Portland State University Center for Population Research, MWVCOG 2008

¹ 2007 Population estimate from Portland State University

SECTION XXX HOUSING

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a housing needs model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on Census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.*, a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of the planning period.

The analysis of housing need is based on the following assumptions:

(1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The 2000 Census identified a 5.7 percent vacancy rate in Hubbard. The analysis assumes that this rate will remain the same in 2029.

(2) Persons per household. The analysis uses the 2000 Census household size of 3.297 persons per household and assumes that this household size will remain the same in 2029.

(3) The analysis does not include any reference to persons living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. The 2000 Census did not identify any persons living in group quarters in Hubbard. The analysis assumes that this trend will continue through 2029.

(4) The ratio of owner-occupied units to rental units found in the 2000 Census would remain the same in 2029. It is assumed that 74.9 percent of all units will be owner-occupied units and the remaining 25.1 percent of all units will be rental units.

(5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2029 are similar to those in 2000.

Current Housing Needs

Table 2 shows various elements of the current local housing market. The table uses the 2007 population projection for Hubbard developed by The Center for Population Research at Portland State University.

**Table 2 - Housing Element
Housing Status
Hubbard, 2008**

Population	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner- Occupied Units	Rental Units	Owner- Occupied Units (percent)	Rental Units (percent)
3,095	3.297	996	939	57	746	250	74.9	25.1

Source: 2000 U.S. Census, Center for Population Research at Portland State University, 2008

The housing needs model shows that 298 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. Census and building permit data shows that 125 multi-family units are currently located in Hubbard. The 2000 Census showed that approximately 43 percent of all local rental units were single-family residences. Using this percentage, as many as 92 single-family units are currently used as rental units. Combined with the 125 existing multi-family units, the estimated supply of rental units in Hubbard consists of 217 units where 298 units are needed. As shown in **Table 3**, the estimated supply of rental housing units in Hubbard does not meet the current need for rental units. An additional 46 multi-family units and 35 single-family dwelling units are needed to meet the current housing need.

**Table 3 - Housing Element
Rental Housing Supply and Need
Hubbard, 2008**

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
298	125	92	217	(81)

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2008

Projected Housing Needs

The 2029 population projection for Hubbard is 4,632 persons. This projection has been adopted by Marion County for the City of Hubbard through a coordinated process required under state law (ORS 195.036). As shown in **Table 4**, 1,537 dwelling units will be needed to accommodate this population.

**Table 4 - Housing Element
Projected Housing Status
Hubbard, 2029**

Population (projected) ¹	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units ²	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
4,632	3.297	1,491	1,405	86	1,117	374	74.9	25.1

Source: 2000 U.S. Census and MWVCOG, 2008

¹ The 2029 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

² Based on an assumed vacancy rate from the 2000 U.S. Census of 5.76 percent.

Table 5 shows the total number of additional dwelling units that will be needed for the period from 2009 through 2029. With 996 residential units in 2008, an additional 495 new housing units will be needed to accommodate the 2029 population.

**Table 5 - Housing Element
Additional Dwelling Units Needed in Hubbard by 2029**

Total Dwelling Units 2008	Total Dwelling Units 2029	Additional Dwelling Units Needed
996	1,491	495

Source: U.S. Census, City of Hubbard, and MWVCOG, 2008

Table 6 shows the residential units needed in Hubbard by 2029. Of the 495 new residential units, approximately 157 new rental units will be needed. The analysis of new rental units assumes that approximately 57 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, approximately 90 new multi-family residences and 67 additional single-family dwellings will be needed to meet the projected need for rental units in 2029. In addition, as shown in **Table 12**, the number of rental units currently available is about 81 units (46 multi-family and 35 single-family dwelling units) short of meeting the existing need. Consequently, in order to meet existing and projected need for such housing, a total of 136 new multi-family units will be needed over the next 20 years in addition to 359 new single-family dwelling units.

**Table 6 - Housing Element
Additional Dwelling Units Needed in Hubbard by 2029**

Dwelling Units Needed by 2029	Single-Family Units	Multi-Family Units	Total
Dwelling Units Needed to Meet 2008 Rental Demand	35	46	81
Rental Units Needed 2029	67	90	157
Owner-Occupied Units Needed 2029	257	0	257
Total	359	136	495

Source: MWVCOG, 2008

SECTION XXX LAND USE

INTRODUCTION

A land use plan indicates the area into which various types of activities are expected to occur. Hubbard designates six categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall not exceed a density of eight (8) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall not exceed a density of twelve (12) units per gross acre.
4. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities. Manufacturing activities are limited to light industrial uses.
6. Public/Semi-Public. Public/Semi-Public uses include all government and semi-public lands and uses. Some future semi-public lands are identified on the Comprehensive Plan Map.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

Table 1 shows the amount of developed acreage by zoning designation within the city. Approximately 253.4 acres are currently developed within the Hubbard urban area.

Land Use Element - Table 1
Developed Land Uses within the Hubbard UGB
By Zone, 2007

Zoning Designation	Acres¹	Percent of Total Area
Residential Low-Density	97.7	33.2%
Residential-Commercial ³	50.6	17.2%
Industrial	40.7	13.8%
Manufactured Housing	27.7	9.4%
Industrial-Commercial ²	21.9	7.4%
Residential Medium-Density	13.4	4.6%
Commercial	11.8	4.0%
Park/Open Space	10.4	3.5%
Public	9.1	3.1%
High Density Residential	8.1	2.7%
Commercial in UGB	3.1	1.0%
Total	294.5	100%

Source: Marion County Assessor and MWVCOG, 2007.

¹ Acreage data is from the Marion County Assessor and does not include public rights-of-way.

² Includes approximately 19.7 acres in residential use and approximately 30.9 acres in commercial use.

³ Includes approximately 12.6 acres in industrial use and approximately 9.3 acres in commercial use.

BUILDABLE LANDS INVENTORY

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant and partially vacant. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is vacant or redevelopable.

- Vacant residential land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Hubbard is 5,000 square feet, except in the Low-Density Residential (R-1) zone where the minimum lot size is 7,000 square feet. The City allows development of existing lawfully created lots that are smaller than 7,000 square foot minimum lot size in the R-1 Zone. Vacant commercial or industrial land includes all parcels with improvement values of less than \$5,000

- Redevelopable residential land consists of residential-zoned parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant (redevelopable).
- Redevelopable commercial and industrial land includes parcels in commercial and industrial zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is probable. For the purpose of this analysis, redevelopable land is defined as commercial or industrial parcels with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

Figure 1 shows vacant and redevelopable land within the Hubbard urban area by zoning designation.

Residential Land

Table 2 shows the amount of buildable land for each residential zoning district within the Hubbard urban area. All of the residential land included in this table is located within the existing city limits. No vacant or redevelopable residential land is located between the city limits and Urban Growth Boundary (UGB).

Approximately 16.3 buildable acres are available for residential development within the urban area. Approximately 170 acres within the Hubbard UGB are currently developed for residential use.

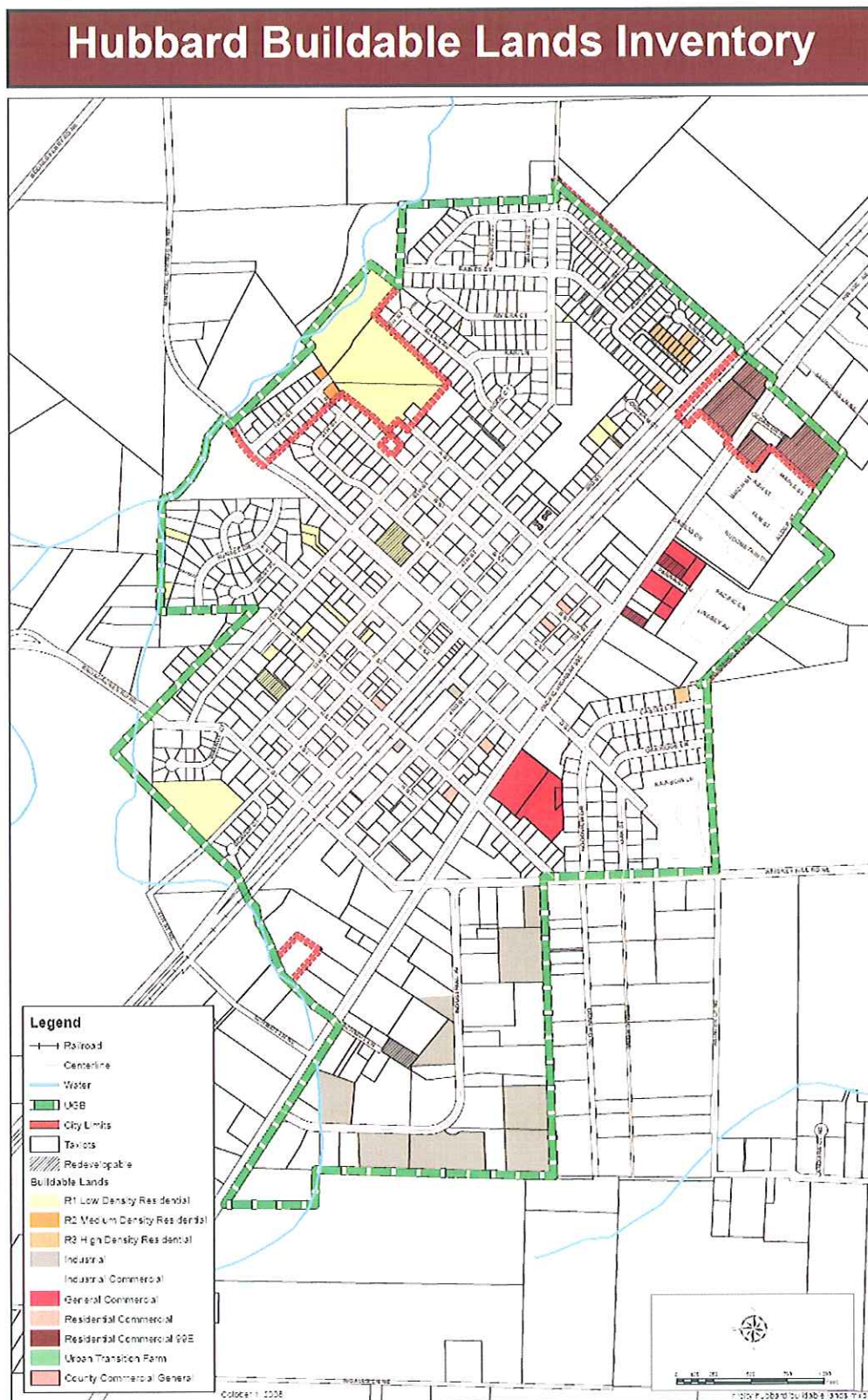
**Land Use Element - Table 2
Buildable Residential Land
Hubbard, 2008**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within the City Limits			
Low Density Residential District (R1)	11.2	0.9	12.1
Medium Density Residential District (R2)	2.7	0.0	2.7
High Density Residential District (R3)	1.0	0.0	1.0
Manufactured Home District (MH)	0.0	0.0	0.0
Residential Commercial District (RC) ¹	0.5	0.0	0.5
Buildable Acres Within the Urban Area	15.4	0.9	16.3

Source: Marion County Assessor data, MWVCOG, 2008.

¹ The Residential Commercial District allows some limited commercial uses, but is primarily oriented to residential development.

Figure 1 – Buildable Lands Map



LANDS NEEDS ANALYSIS

The buildable lands inventory is used in conjunction with the 20 year population projection to determine if adequate land is available for future residential, commercial, and industrial development.

Residential Land Needs

Residential Density and Efficient Land Use

To determine the amount of land needed for future residential development, it is necessary to determine residential densities for single-family and multi-family housing developments. Based upon a review of residential development within Hubbard since 1998, the average density of development in the R-1 Zone District is four (4) dwelling units per gross acre and 6.8 dwelling units per gross acre in the R-2 and R-3 Zone Districts.

Statewide Planning Goal 14 (Urbanization) requires cities to utilize land within the UGB efficiently in order to minimize the conversion of farm and forest land resources to urban use. OAR 660-024-0050(4) requires prior to a local government expanding the UGB to demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB.

State statutes and administrative rules do not currently provide safe harbors or density requirements that define whether or not land is being utilized efficiently within the UGB for cities located outside of the Portland Metropolitan Area. The Marion County Urban Growth Management Framework provides a residential density guideline of four (4) to five (5) dwelling units per acre for residential development in cities between 2,000 and 5,000 people. Based upon a review of historic residential development within the City of Hubbard over the last ten (10) years, residential development within the City of Hubbard currently meets this guideline.

To ensure land continues to be utilized efficiently in the future, the City of Hubbard adopted the following residential efficiency measures:

- On August 12, 2008, the City of Hubbard increased the amount of buildable residential land available within the existing UGB by changing the Comprehensive Plan Map designation from Public to Residential on 12.7 acres the North Marion County School District determined was no longer needed for a future school site.
- The City of Hubbard adopted the following Comprehensive Plan Growth Management policies:
 12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The City shall request that the County not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.
 13. Hubbard is committed to working with Marion County to minimize conversion of rural farm and forestlands, by achieving a compact urban growth form. The

City shall zone buildable land such that the private sector can achieve six (6) units per gross acre in the Low-Density Residential Zone (R-1), eight (8) units per gross acre in the Medium Density Residential Zone (R-2), and twelve (12) units per gross acre in the High Density Residential Zone (R-3). The efficiency standard represents the maximum density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, and a greater variety of housing types, Hubbard provides the opportunity for the private sector to achieve at least four (4) to five (5) dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools, and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.

- The City of Hubbard adopted an urbanization policy that encourages new single-family residential development to achieve an average density of 6.0 dwelling units per net acre (~4.5 units per gross acre¹) and new multi-family developments to achieve an average density of 10.0 dwelling units per net acre (~7.5 units per gross acre¹). Future residential development will be reviewed through subsequent Comprehensive Plan updates, to monitor whether or not the target residential densities are achieved.

Based upon the adopted policies above, the average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – **6.0** units per net acre (~4.5 units per gross acre)
- Multi-family residential – **10.0** units per net acre (~7.5 units per gross acre).

Future Residential Land Needs

The housing needs analysis (Housing Element - Table 6) identified 495 new residential units that will be needed to accommodate the projected 2029 population of 4,632 persons. Of the 495 additional residential units needed, 359 single-family dwelling units and 136 multi-family dwelling units will be needed.

Table 6 shows the projected 2029 housing mix and the number of acres needed to accommodate residential development. Approximately 73.4 acres will be needed for residential development through 2029.

**Land Use Element - Table 6
Projected Housing Mix and Residential Land Needs
Hubbard, 2029**

Housing Type	Units Needed 2029	Percent of New Units	Density (units/acre)	Acres Needed 2029
Single Family	359	72.5%	6.00	59.8
Multi-Family	136	27.5%	10.00	13.6
Total	495	100.0%		73.4

Source: MWVCOG, 2008.

¹ Units per gross acre is equal to the number of dwelling units divided by the total site area, including land used for roads, parks, creeks, utilities, etc. This analysis assumes 25 percent of the total site area is used for roads, parks, creeks, utilities, etc.

Oregon Administrative Rules (OAR) 660-024-0040 (9) allows for a local government to estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for land needs.

Adding the additional 25 percent for public land uses as allowed by OAR 660-24-0040 (9) means that approximately 91.7 acres will be needed to meet Hubbard's 20-year land needs for residential development. Looking back at **Table 2**, approximately 16.3 acres of vacant or redevelopable residential land are available to accommodate future housing needs within the existing urban growth boundary. With only 16.3 acres available within the existing UGB for future residential development, a UGB expansion of approximately 75.4 acres is needed to meet Hubbard's 20-year residential land needs. The following table summarizes the analysis and land need.

Upon considering additional land needed for streets and roads, parks and school facilities, approximately 17 acres of multi-family zoned land will be needed through the year 2029. **Table 2** shows that 1.5 acres of multi-family zoned land (R-3 and RC) is currently available for development within the city limits. To meet multi-family land needs through the year 2029, an additional 16.5 acres of multi-family zoned land is needed.

Approximately 75 acres will be needed for single-family development through the year 2029. At present, about 14.8 acres of single-family zoned land (R-1 and R-2) is available to accommodate single-family residential development. An additional 60.2 acres is needed for future single-family development.

Land Use Element - Table 7
Summary of Residential Land Needs
Hubbard, 2029

20-year residential land needs	73.4 acres
Additional land needed for public uses - streets, parks, etc. (25% of 20-year land needs)	18.3 acres
Total land needed for residential use through 2029	91.7 acres
Land currently available within the existing UGB for residential development	16.3 acres
Amount of additional land that needed within the UGB for future residential use	75.4 acres

Source: MWVCOG, 2008.

In response to the need to provide a 20-year supply of residential land, Hubbard identified areas for an expansion of the existing Urban Growth Boundary (UGB) to include an additional 75 acres for residential development. **Table 8** shows the properties that were added to the UGB for future residential use. **Table 9** shows that approximately 91.3 acres of residential land is available for future development after the UGB expansion. The amount of land available meets Hubbard projected residential land needs through 2029.

Land Use Element - Table 8
Urban Growth Boundary Expansion to Meet 2029 Projected Need for Residential Land

Map & Tax Lot	Size (acres)	Area to be included in the UGB	Study Area/Location
41W34CB 3800	1.2	1.2	Study Area 1/Southeast of the existing UGB
41W34CB 3900	0.3	0.3	Study Area 1/Southeast of the existing UGB
41W34CB 4000	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4100	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CB 4200	0.4	0.4	Study Area 1/Southeast of the existing UGB
41W34CB 4300	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CB 4400	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4500	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4600	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4700	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4800	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4900	1.7	1.7	Study Area 1/Southeast of the existing UGB
41W34CB 5000	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W34CC 100	3.6	3.6	Study Area 1/Southeast of the existing UGB
41W34CC 200	6.5	6.5	Study Area 1/Southeast of the existing UGB
41W34CC 300	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 301	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 400	5.1	5.1	Study Area 1/Southeast of the existing UGB
41W34CC 500	0.9	0.9	Study Area 1/Southeast of the existing UGB
41W34CC 501	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CC 600	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CC 700	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CC 800	0.8	0.8	Study Area 1/Southeast of the existing UGB
41W34CC 900	1.8	1.8	Study Area 1/Southeast of the existing UGB
41W34CC 1000	1	1	Study Area 1/Southeast of the existing UGB
41W34CC 1100	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1101	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1200	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W33 100	79.9	47.5	Study Area 3/Southwest of the existing UGB
41W33DB 2700	2.1	1.9	Study Area 3/Southwest of the existing UGB
41W33DB 2800	2.2	2.2	Study Area 3/Southwest of the existing UGB
41W33DB 700	6.3	2.4	Study Area 3/Southwest of the existing UGB
41W28D 1200	8.5	1.1	Study Area 4/West of the existing UGB
Total Area		104.9	
Unbuildable Area ¹		29.3	
Total Buildable Area²		75.6	

Source: Marion County Assessor data and MWVCOG 2008

¹ Unbuildable area includes the 50-foot wide riparian corridors located adjacent to Mill Creek and Little Bear Creek, existing rights-of-way, and existing development.

² Buildable area = Total Area minus Unbuildable Area.

Land Use Element - Table 9
Buildable Residential Land after UGB Expansion
Hubbard, 2009

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within the City Limits			
Low Density Residential District (R1)	11.2	0.9	12.1
Medium Density Residential District (R2)	2.7	0.0	2.7
High Density Residential District (R3)	1.0	0.0	1.0
Manufactured Home District (MH)	0.0	0.0	0.0
Residential Commercial District (RC)	0.5	0.0	0.5
Net Buildable Acres Within the City Limits	15.4	0.9	16.3
Between the City Limits & UGB			
Low Density Residential	0.0	25.7	25.7
Medium Density Residential	32.8	0.0	32.8
High Density Residential	16.5	0.0	16.5
Net Buildable Acres Between the City Limits & UGB	49.3	25.7	75.0
Net Buildable Acres Within the Urban Area	64.7	26.6	91.3

Source: Marion County Assessor data, MWVCOG, 2008.

Section XXX Marion County Coordination

In 2003, Marion County adopted the “Urban Growth Management Framework” as part of its comprehensive plan. The Framework states its purpose on pages 2-3:

“The purpose of the Growth Management Framework is to:

- 1. Identify common goals, principles, and tools that will lead to more coordinated planning and promote a collaborative approach to developing solutions to growth issues.*
- 2. Be consistent with City plans for growth by modifying the growth projections in response to City feedback.*
- 3. Protect farm, forest, and resource lands throughout the County by considering the existing growth capacity of each community, fostering the efficient use of land, and evaluating urban growth boundary expansion needs.*
- 4. Maintain physical separation of communities by limiting urbanization of farm and forest lands between cities.*
- 5. Maintain community identity by encouraging each community to decide how it should grow and by promoting City decision-making control.*
- 6. Support a balance of jobs and housing opportunities for communities and areas throughout the county that contribute to the needs of regional and City economies.*
- 7. Provide transportation corridors and options that connect and improve accessibility and mobility for residents along with the movement of goods and services throughout the county.*

The Urban Growth Management Framework is a coordination planning strategy that provides a guide cities may follow when considering urban expansion needs and decisions in response to growth issues. The Framework identifies the areas of interest for the County regarding urbanization and possible measures in the form of coordination guidelines, that cities may choose to pursue to accommodate efficient growth. Within the context of the Framework, coordination guidelines are defined as being ‘flexible directions or measures that may be utilized to address specific policy statements.

‘The Framework is intended to provide direction and assistance for the cities through a checklist of factors for consideration in making decisions regarding the impacts of growth. The decision as to how to use the Framework and which guidelines may be important and applicable, is up to the cities. The County recognizes there may be several ways to approach and resolve an issue and the Framework provides flexibility for the cities in coordinating planning efforts with the County.’

Marion County Coordination Goals and Policies

GOAL: To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Hubbard, including population allocations, amendments to acknowledged comprehensive plans and transportation system plans, and achievement of a compact urban growth form, as required by Statewide Planning Goals 2 (Land Use Planning and Coordination), 12 (Transportation) and 14 (Urbanization.)

POLICIES:

1. Marion County Framework Plan goals, policies, and guidelines will be considered when the City considers Comprehensive Plan amendments that require Marion County concurrence.
2. The City of Hubbard shall have primary responsibility to plan for community growth within its Urban Growth Boundary, and recognizes its responsibility to coordinate with Marion County to ensure the efficient use of urbanizable land within the Hubbard UGB.

Proposed new language is shown in bold and underlined. Any proposed deletions are shown as ~~struck through~~.

Land Use Goals and Policies

Goal: To provide adequate lands to service the needs of the projected population to the year ~~2020~~ 2029, and to ensure the conversion of property to urban uses in an orderly and timely manner.

Policies: General:

1. Zoning is an important means of regulating land uses. Future zoning and rezoning should be in conformance with this plan and its policies.
2. Any amendments or changes to this plan should only be made after public hearings and official action by the Planning Commission and City Council.
3. Development should occur as extensions of existing City services.
4. The City will establish and maintain a buildable lands inventory at intervals requested by the City Council.
5. Development of vacant lands within the city with full urban services will be encouraged over annexation of additional lands.
6. The City of Hubbard will consider annexation of property contiguous to the City limits if the developer can provide adequate City-approved water, sanitary sewer, storm drainage facilities, and transportation facilities, if the City can provide adequate public safety services to the property and if other issues of importance to the City are adequately addressed.

Growth Management Goals and Policies

Goal: The City's goal is to manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.

Policies:

1. Hubbard will assure that all expansion areas of the City are served by public facilities and services with adequate capacity. Consideration of proposals that are in variance with City capacity standards and facility master plans shall require findings of appropriate mitigating measures by the Public Works Department. Other public service providers, such as the School District and Fire District, may also address capacity considerations.
2. The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations.
3. The City shall hold development accountable for major streets and street improvements within and abutting the development.
4. The City's policy is to consider the Capital Improvement Program (CIP) when investing public funds or leveraging private investment.
5. The City's policy is to accommodate industrial and commercial growth consistent with the 2008 Hubbard Economic Opportunities Analysis (EOA).
6. The City shall pay for public facilities with system development charges from anticipated growth.
7. The County shall retain responsibility for regulating land use on lands within the urban growth area until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered available, over time, for urban development.
8. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. The City shall respond within twenty days, unless the City requests and the County grants an extension.
9. All land use actions within the urban growth area and outside the City limits shall be consistent with the City's Comprehensive Plan and the County's land use regulations.
10. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the City's Comprehensive Plan, which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.

11. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The City shall request that the County not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.
13. Hubbard is committed to working with Marion County to minimize conversion of rural farm and forestlands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve six (6) units per gross acre in the Low-Density Residential Zone (R-1), eight (8) units per gross acre in the Medium Density Residential Zone (R-2), and twelve (12) units per gross acre in the High Density Residential Zone (R-3). The efficiency standard represents the maximum density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, and a greater variety of housing types, Hubbard provides the opportunity for the private sector to achieve at least four (4) to five (5) dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools, and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.
14. The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations based on consideration of the priority system described in Oregon Revised Statutes 197.298.
15. The City of Hubbard will consider urban growth boundary expansions based upon consideration of the following factors:
 - a. Accommodation of additional population;
 - b. Housing, employment opportunities, and livability;
 - c. Orderly and economical provision of public facilities and services;
 - d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
 - e. The long term environmental, energy, economic, and social consequences of the locality, the region, and the state as the result of allowing Land Use and not preserving and maintaining the land for agricultural uses, and
 - f. Compatibility of the proposed urban use with nearby agricultural activities.

Housing Goals and Policies

Goal: The City of Hubbard shall encourage the development of a range of housing types and cost levels to adequately meet the needs of its citizens.

Policies:

1. The City of Hubbard will provide adequate amounts of residential land within the urban growth boundary to permit development of housing for ~~families~~ households of all income levels.
2. The City of Hubbard will support programs that promote the integration of low income housing with housing targeted toward other income groups.
3. The City of Hubbard shall encourage developers to make all new residential developments as energy-efficient as possible, including consideration of renewable fuel sources.

Goal: The City of Hubbard shall encourage upgrading of the existing housing stock.

Policies:

1. The City of Hubbard will solicit the aid of federal, state, and local agencies in obtaining funding for the rehabilitation of dilapidated housing in the city.
2. The City of Hubbard shall solicit support for and otherwise encourage the weatherization of the existing housing stock to minimize health and economic impacts due to rising fuel cost.

Goal: The City of Hubbard shall ensure that all new housing developments be provided with services (streets, sewer, water, ambulance, police and fire) and that future developments will not overburden the City's ability to provide such services. Further, to ensure that the cost of extending such services shall be borne by the developer.

Policies:

1. Residential development should be located in areas that can be served by public facilities and services. The extension of public facilities and services shall be paid by the developer.
2. Residential development shall be consistent with the city's transportation plan in effect, or as amended, at the time development is proposed.
3. Multi-family housing development should be located close to shopping facilities and arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.

Residential Land:

1. The City of Hubbard will encourage **new single family residential development to achieve an average density of 6.0 dwelling units per net acre (~4.5 units per gross acre) and new multi-family development to achieve an average density of 10.0 dwelling units per net acre (~7.5 units per gross acre).** ~~residential development to continue an overall density of six (6) units per acre.~~
2. Residential development should be diversified to provide for a variety of housing opportunities.
3. The planned unit approach to residential development will be encouraged.
4. Multi-family housing development should be located close to shopping facilities and arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.
5. Houses and structures of historical value should be preserved and protected from encroachment by other non-compatible uses.
6. Open spaces and parks **in residential areas** will be ~~encouraged in larger subdivisions and multi-family developments~~ **developed consistent with the Hubbard Parks Master Plan.**

EXHIBIT B:

**Amendments to the
Hubbard Comprehensive Plan**

March 10, 2009

SECTION XXX POPULATION

Population Trends

During the period from 1970 through 2000, the population of Hubbard grew from 975 to 2,483 persons. As was the case for many cities in Oregon, population growth slowed dramatically during the period from 1980 to 1990 when the state experienced an economic downturn. From the period from 1990 through 2006, the city's population has grown at an average annual rate of approximately 2.97 percent. As shown in **Table 1**, for the 36-year period from 1970 through 2006, Hubbard's population has grown at an average annual rate of 3.13 percent.

**Table 1 – Population Element
Hubbard Population
1970 - 2006**

Year	Population	AAGR ¹
1970	975	---
1980	1,640	5.34%
1990	1,881	1.38%
2000	2,483	2.81%
2006	2,960 ²	2.97%
AAGR 1970-2006		3.13%

¹ Average Annual Growth Rate

² Population estimate from Portland State University Center for Population Research
Source: US Census, Portland State University, and MWVCOG, 2007

Marion County's population also increased significantly during the period from 1970 through 2006 as shown in **Table 2**. The County's population increased at an average annual growth rate of 1.98 percent annually, with most of the growth occurring in the periods from 1970 through 1980 and 1990 through 2000. Hubbard's population grew at an average annual rate approximately 1.15 percent higher than that of Marion County during this 36-year period.

**Table 2 - Population Element
Population Trends, Marion County and Hubbard
1970 - 2006**

Location	Population					Average Annual Growth Rate				
	1970	1980	1990	2000	2006 ¹	1970-80	1980-90	1990-00	2000-06	AAGR 1970 - 2006
Marion County	151,309	204,692	228,483	284,838	306,665	3.07%	1.11%	2.23%	1.24%	1.98%
Hubbard	975	1,640	1,881	2,483	2,960	5.34%	1.38%	2.81%	2.97%	3.13%

Source: US Census, Portland State University Center for Population Studies, and MWVCOG, 2007

¹ 2006 population estimates from Portland State University

Population forecasts for Oregon counties have been developed by the Oregon Office of Economic Analysis. **Table 3** shows the forecast population for Marion County for the period from 2000 through 2030. By 2030, the County's forecast population is 410,022 persons. The average annual growth rate for this period is 1.21 percent.

**Table 3 - Population Element
Marion County Population Forecast
2000 – 2030**

Year	Population	AAGR¹
2000	284,834	---
2005	302,913	1.13%
2010	323,128	1.29%
2015	344,443	1.28%
2020	367,018	1.27%
2025	388,588	1.16%
2030	410,022	1.06%
AAGR 2000-2030		1.21%

¹Average Annual Growth Rate

Source: Oregon Office of Economic Analysis, 2004

Oregon Revised Statutes (ORS) 195.036 requires that counties “establish and maintain a population projection for the entire area within its boundary for use in maintaining and updating comprehensive plans” and to “coordinate the forecast with the local governments within its area”. On October 21, 1998, Marion County adopted a 2020 population projection for Hubbard. The projected 2020 population for Hubbard was 3,105 persons. This projection was based on an average annual growth rate of 1.50 percent.

Oregon Administrative Rules (OAR) 660-024-0030 provides two “safe harbor” provisions for updating local population forecasts. One “safe harbor” provision allows for an extension of the adopted 20-year forecast using the previously adopted growth rate. The second “safe harbor” provision allows for a 20-year forecast developed by assuming that the city's share of the forecasted county population will be the same as the city's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

The first safe harbor method for updating the population forecast does not provide a sufficient level of accuracy given both historic and recent population trends for the City of Hubbard. As indicated in Table 2 above, the annual rate of population growth in Hubbard from 1970 through 2006 was 3.13 percent, or more than double the 1.5 percent growth rate adopted by Marion County in 1998. Recent population trends also confirm the city continues to grow at an average rate nearly two times the rate adopted by Marion County in 1998, as the average annual growth rate for the City of Hubbard from 2000 to 2006 was 2.97 percent.

Based on recent population trends, it is also not accurate to forecast Hubbard's population as a constant percentage of the Marion County population as allowed by the second safe harbor provision for updating the 20-year population forecast. Given the higher average annual rate of population growth in Hubbard over the past 36 years, the city's portion of the county population has risen over time as shown in **Table 4**.

**Table 4 - Population Element
Hubbard Population as a Percentage of Marion County Population
1970 – 2006**

Year	Population		Hubbard Portion of County Population
	Hubbard	Marion County	
1970	975	151,309	0.64%
1980	1,640	204,692	0.80%
1990	1,881	228,483	0.82%
2000	2,483	284,838	0.87%
2006	2,960 ²	306,665	0.97%

Source: US Census, Portland State University, and MWVCOG, 2007

While Hubbard has been able to sustain a growth rate of more than three (3) percent over the past 36 years, the City's water and sewer systems will require major expansions over the next 10-20 years that will likely slow the rate of growth experienced in the past. Given these trends, Hubbard adopted a 2029 population projection using an average annual growth rate of 1.85 percent, or 0.35 percent higher than the 1.50 percent annual growth rate adopted by Marion County for Hubbard in 1998. The 1.85 percent average annual growth rate adopted by the City of Hubbard accounts for a higher growth rate anticipated over the first ten (10) years of the forecast period, followed by a slower growth rate anticipated over the last ten (10) years of the forecast period due to capacity constraints associated with the city's water and sanitary sewer systems.

Table 5 shows the population projection for the City of Hubbard through 2029. The 1.85 percent growth rate is applied to the 2007 population estimate developed by Portland State University to derive the population projection through 2029. The projected 2029 population for Hubbard is 4,632 persons. The projection shows that Hubbard will add an additional 1,537 residents between 2007 and 2029.

**Table 5 - Population Element
Hubbard Population Projection
2007 - 2029**

Year	Population
2007 ¹	3,095
2010	3,270
2015	3,584
2020	3,928
2025	4,305
2029	4,632
Population change 2007 - 2029	1,537
AAGR 2007-2029	1.85%

Source: U.S. Census and Portland State University Center for
Population Research, MWVCOG 2008
¹ 2007 Population estimate from Portland State University

SECTION XXX HOUSING

This section presents estimates of housing need for various age and income sectors in the city. The needs analysis data in this chapter come from a housing needs model created in 2000 by the Oregon Housing and Community Services Department. The data are mostly based on Census figures. Other sources of information include *Regional Consumer Expenditure Survey* that is conducted every year by the U.S. Bureau of Labor Statistics as well as income data collected by *Claritas, Inc.*, a private company. The model uses age, income, and expenditure information to predict the ability of households to afford housing. The analysis is intended to predict need for both owner-occupied and rental housing units at either end of the planning period.

The analysis of housing need is based on the following assumptions:

- (1) Vacancy Rates. At any given time, a number of homes within the community are vacant. The 2000 Census identified a 5.7 percent vacancy rate in Hubbard. The analysis assumes that this rate will remain the same in 2029.
- (2) Persons per household. The analysis uses the 2000 Census household size of 3.297 persons per household and assumes that this household size will remain the same in 2029.
- (3) The analysis does not include any reference to persons living in group quarters. Persons living in group quarters include persons who are institutionalized or living in non-institutional group homes, rooming houses, assisted-living facilities, etc. This definition also includes students living in college dormitories. The 2000 Census did not identify any persons living in group quarters in Hubbard. The analysis assumes that this trend will continue through 2029.
- (4) The ratio of owner-occupied units to rental units found in the 2000 Census would remain the same in 2029. It is assumed that 74.9 percent of all units will be owner-occupied units and the remaining 25.1 percent of all units will be rental units.
- (5) The analysis cannot predict any major changes in the economy and any associated impacts to local household income. The analysis assumes that economic conditions in 2029 are similar to those in 2000.

Current Housing Needs

Table 2 shows various elements of the current local housing market. The table uses the 2007 population projection for Hubbard developed by The Center for Population Research at Portland State University.

**Table 2 - Housing Element
Housing Status
Hubbard, 2008**

Population	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units	Owner- Occupied Units	Rental Units	Owner- Occupied Units (percent)	Rental Units (percent)
3,095	3.297	996	939	57	746	250	74.9	25.1

Source: 2000 U.S. Census, Center for Population Research at Portland State University, 2008

The housing needs model shows that 298 rental units are currently needed. The rental unit market is comprised of both multi-family residences (apartments, duplexes, etc.) as well as single-family dwelling units. Census and building permit data shows that 125 multi-family units are currently located in Hubbard. The 2000 Census showed that approximately 43 percent of all local rental units were single-family residences. Using this percentage, as many as 92 single-family units are currently used as rental units. Combined with the 125 existing multi-family units, the estimated supply of rental units in Hubbard consists of 217 units where 298 units are needed. As shown in **Table 3**, the estimated supply of rental housing units in Hubbard does not meet the current need for rental units. An additional 46 multi-family units and 35 single-family dwelling units are needed to meet the current housing need.

**Table 3 - Housing Element
Rental Housing Supply and Need
Hubbard, 2008**

Rental Units Needed	Existing Multi-Family Units	Single-Family Units Used as Rentals	Total Number of Existing Rental Units	Difference Between Existing Rental Units and Rental Units Needed
298	125	92	217	(81)

Source: Oregon Housing and Community Services Housing Needs Model and MWVCOG, 2008

Projected Housing Needs

The 2029 population projection for Hubbard is 4,632 persons. This projection has been adopted by Marion County for the City of Hubbard through a coordinated process required under state law (ORS 195.036). As shown in **Table 4**, 1,537 dwelling units will be needed to accommodate this population.

**Table 4 - Housing Element
Projected Housing Status
Hubbard, 2029**

Population (projected) ¹	Persons per Household	Total Dwelling Units	Occupied Dwelling Units	Vacant Units ²	Owner-Occupied Units	Rental Units	Owner-Occupied Units (percent)	Rental Units (percent)
4,632	3.297	1,491	1,405	86	1,117	374	74.9	25.1

Source: 2000 U.S. Census and MWVCOG, 2008

¹ The 2029 population projection has been coordinated with the projections for Marion County as required by Oregon Revised Statutes 195.036.

² Based on an assumed vacancy rate from the 2000 U.S. Census of 5.76 percent.

Table 5 shows the total number of additional dwelling units that will be needed for the period from 2009 through 2029. With 996 residential units in 2008, an additional 495 new housing units will be needed to accommodate the 2029 population.

**Table 5 - Housing Element
Additional Dwelling Units Needed in Hubbard by 2029**

Total Dwelling Units 2008	Total Dwelling Units 2029	Additional Dwelling Units Needed
996	1,491	495

Source: U.S. Census, City of Hubbard, and MWVCOG, 2008

Table 6 shows the residential units needed in Hubbard by 2029. Of the 495 new residential units, approximately 157 new rental units will be needed. The analysis of new rental units assumes that approximately 57 percent of the rental market is comprised of multi-family residences, with the remainder comprised of single-family units. Based on this assumption, approximately 90 new multi-family residences and 67 additional single-family dwellings will be needed to meet the projected need for rental units in 2029. In addition, as shown in **Table 12**, the number of rental units currently available is about 81 units (46 multi-family and 35 single-family dwelling units) short of meeting the existing need. Consequently, in order to meet existing and projected need for such housing, a total of 136 new multi-family units will be needed over the next 20 years in addition to 359 new single-family dwelling units.

**Table 6 - Housing Element
Additional Dwelling Units Needed in Hubbard by 2029**

Dwelling Units Needed by 2029	Single-Family Units	Multi-Family Units	Total
Dwelling Units Needed to Meet 2008 Rental Demand	35	46	81
Rental Units Needed 2029	67	90	157
Owner-Occupied Units Needed 2029	257	0	257
Total	359	136	495

Source: MWVCOG, 2008

SECTION XXX LAND USE

INTRODUCTION

A land use plan indicates the area into which various types of activities are expected to occur. Hubbard designates six categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall not exceed a density of eight (8) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall not exceed a density of twelve (12) units per gross acre.
4. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
5. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities. Manufacturing activities are limited to light industrial uses.
6. Public/Semi-Public. Public/Semi-Public uses include all government and semi-public lands and uses. Some future semi-public lands are identified on the Comprehensive Plan Map.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

Table 1 shows the amount of developed acreage by zoning designation within the city. Approximately 253.4 acres are currently developed within the Hubbard urban area.

Land Use Element - Table 1
Developed Land Uses within the Hubbard UGB
By Zone, 2007

Zoning Designation	Acres¹	Percent of Total Area
Residential Low-Density	97.7	33.2%
Residential-Commercial ³	50.6	17.2%
Industrial	40.7	13.8%
Manufactured Housing	27.7	9.4%
Industrial-Commercial ²	21.9	7.4%
Residential Medium-Density	13.4	4.6%
Commercial	11.8	4.0%
Park/Open Space	10.4	3.5%
Public	9.1	3.1%
High Density Residential	8.1	2.7%
Commercial in UGB	3.1	1.0%
Total	294.5	100%

Source: Marion County Assessor and MWVCOG, 2007.

¹ Acreage data is from the Marion County Assessor and does not include public rights-of-way.

² Includes approximately 19.7 acres in residential use and approximately 30.9 acres in commercial use.

³ Includes approximately 12.6 acres in industrial use and approximately 9.3 acres in commercial use.

BUILDABLE LANDS INVENTORY

For each land type (residential, commercial, and industrial), the analysis was broken into two parts. First, the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. Land in this area is zoned by the County until it is annexed into the city. The City's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant and partially vacant. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is vacant or redevelopable.

- Vacant residential land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Hubbard is 5,000 square feet, except in the Low-Density Residential (R-1) zone where the minimum lot size is 7,000 square feet. The City allows development of existing lawfully created lots that are smaller than 7,000 square foot minimum lot size in the R-1 Zone. Vacant commercial or industrial land includes all parcels with improvement values of less than \$5,000

- Redevelopable residential land consists of residential-zoned parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant (redevelopable).
- Redevelopable commercial and industrial land includes parcels in commercial and industrial zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is probable. For the purpose of this analysis, redevelopable land is defined as commercial or industrial parcels with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

Figure 1 shows vacant and redevelopable land within the Hubbard urban area by zoning designation.

Residential Land

Table 2 shows the amount of buildable land for each residential zoning district within the Hubbard urban area. All of the residential land included in this table is located within the existing city limits. No vacant or redevelopable residential land is located between the city limits and Urban Growth Boundary (UGB).

Approximately 16.3 buildable acres are available for residential development within the urban area. Approximately 170 acres within the Hubbard UGB are currently developed for residential use.

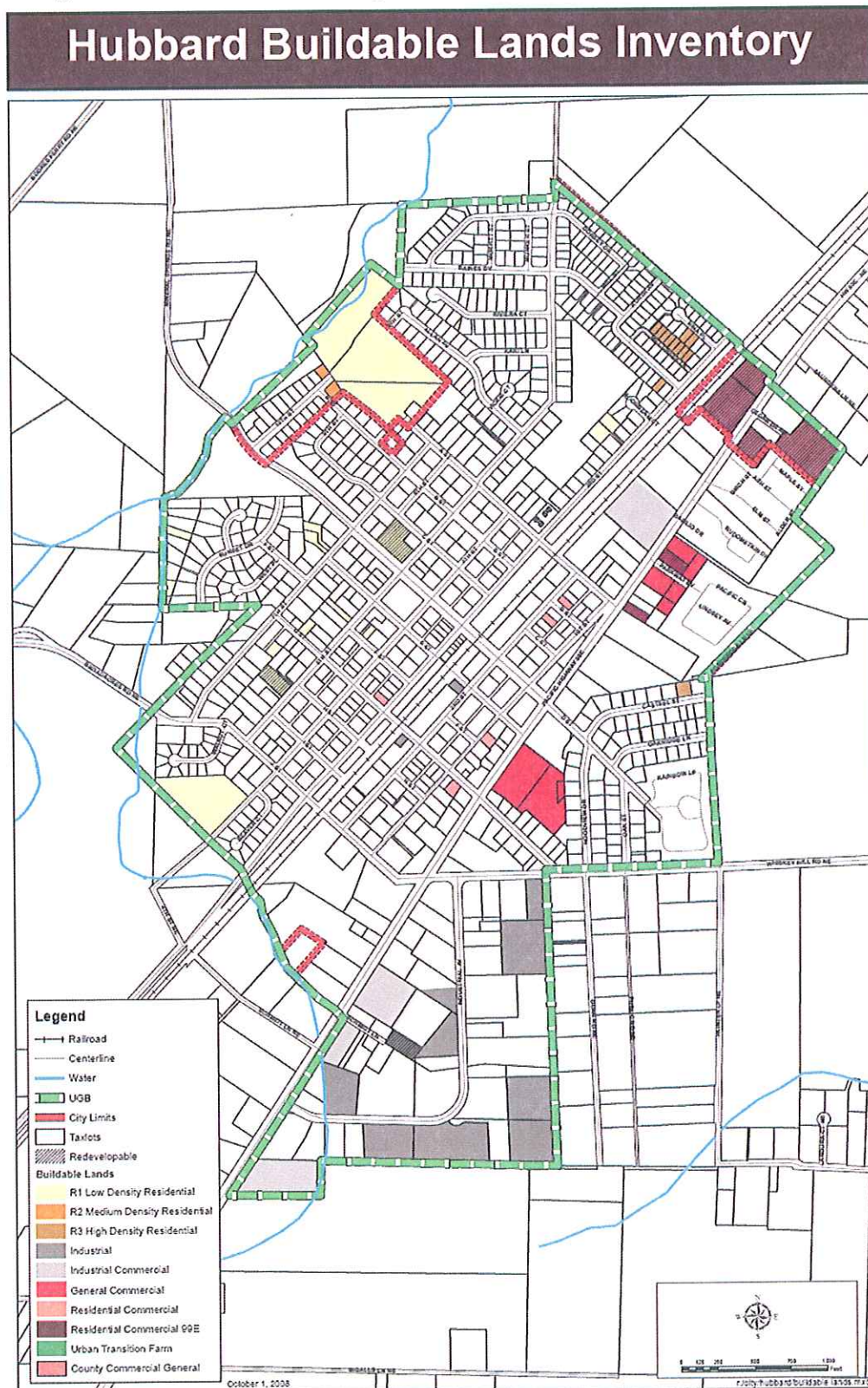
**Land Use Element - Table 2
Buildable Residential Land
Hubbard, 2008**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within the City Limits			
Low Density Residential District (R1)	11.2	0.9	12.1
Medium Density Residential District (R2)	2.7	0.0	2.7
High Density Residential District (R3)	1.0	0.0	1.0
Manufactured Home District (MH)	0.0	0.0	0.0
Residential Commercial District (RC) ¹	0.5	0.0	0.5
Buildable Acres Within the Urban Area	15.4	0.9	16.3

Source: Marion County Assessor data, MWVCOG, 2008.

¹ The Residential Commercial District allows some limited commercial uses, but is primarily oriented to residential development.

Figure 1 – Buildable Lands Map



LANDS NEEDS ANALYSIS

The buildable lands inventory is used in conjunction with the 20 year population projection to determine if adequate land is available for future residential, commercial, and industrial development.

Residential Land Needs

Residential Density and Efficient Land Use

To determine the amount of land needed for future residential development, it is necessary to determine residential densities for single-family and multi-family housing developments. Based upon a review of residential development within Hubbard since 1998, the average density of development in the R-1 Zone District is four (4) dwelling units per gross acre and 6.8 dwelling units per gross acre in the R-2 and R-3 Zone Districts.

Statewide Planning Goal 14 (Urbanization) requires cities to utilize land within the UGB efficiently in order to minimize the conversion of farm and forest land resources to urban use. OAR 660-024-0050(4) requires prior to a local government expanding the UGB to demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB.

State statutes and administrative rules do not currently provide safe harbors or density requirements that define whether or not land is being utilized efficiently within the UGB for cities located outside of the Portland Metropolitan Area. The Marion County Urban Growth Management Framework provides a residential density guideline of four (4) to five (5) dwelling units per acre for residential development in cities between 2,000 and 5,000 people. Based upon a review of historic residential development within the City of Hubbard over the last ten (10) years, residential development within the City of Hubbard currently meets this guideline.

To ensure land continues to be utilized efficiently in the future, the City of Hubbard adopted the following residential efficiency measures:

- On August 12, 2008, the City of Hubbard increased the amount of buildable residential land available within the existing UGB by changing the Comprehensive Plan Map designation from Public to Residential on 12.7 acres the North Marion County School District determined was no longer needed for a future school site.
- The City of Hubbard adopted the following Comprehensive Plan Growth Management policies:
 12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The City shall request that the County not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.
 13. Hubbard is committed to working with Marion County to minimize conversion of rural farm and forestlands, by achieving a compact urban growth form. The

City shall zone buildable land such that the private sector can achieve six (6) units per gross acre in the Low-Density Residential Zone (R-1), eight (8) units per gross acre in the Medium Density Residential Zone (R-2), and twelve (12) units per gross acre in the High Density Residential Zone (R-3). The efficiency standard represents the maximum density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, and a greater variety of housing types, Hubbard provides the opportunity for the private sector to achieve at least four (4) to five (5) dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools, and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.

- The City of Hubbard adopted an urbanization policy that encourages new single-family residential development to achieve an average density of 6.0 dwelling units per net acre (~4.5 units per gross acre¹) and new multi-family developments to achieve an average density of 10.0 dwelling units per net acre (~7.5 units per gross acre¹). Future residential development will be reviewed through subsequent Comprehensive Plan updates, to monitor whether or not the target residential densities are achieved.

Based upon the adopted policies above, the average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – **6.0** units per net acre (~4.5 units per gross acre)
- Multi-family residential – **10.0** units per net acre (~7.5 units per gross acre).

Future Residential Land Needs

The housing needs analysis (Housing Element - Table 6) identified 495 new residential units that will be needed to accommodate the projected 2029 population of 4,632 persons. Of the 495 additional residential units needed, 359 single-family dwelling units and 136 multi-family dwelling units will be needed.

Table 6 shows the projected 2029 housing mix and the number of acres needed to accommodate residential development. Approximately 73.4 acres will be needed for residential development through 2029.

**Land Use Element - Table 6
Projected Housing Mix and Residential Land Needs
Hubbard, 2029**

Housing Type	Units Needed 2029	Percent of New Units	Density (units/acre)	Acres Needed 2029
Single Family	359	72.5%	6.00	59.8
Multi-Family	136	27.5%	10.00	13.6
Total	495	100.0%		73.4

Source: MWVCOG, 2008.

¹ Units per gross acre is equal to the number of dwelling units divided by the total site area, including land used for roads, parks, creeks, utilities, etc. This analysis assumes 25 percent of the total site area is used for roads, parks, creeks, utilities, etc.

Oregon Administrative Rules (OAR) 660-024-0040 (9) allows for a local government to estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for land needs.

Adding the additional 25 percent for public land uses as allowed by OAR 660-24-0040 (9) means that approximately 91.7 acres will be needed to meet Hubbard's 20-year land needs for residential development. Looking back at **Table 2**, approximately 16.3 acres of vacant or redevelopable residential land are available to accommodate future housing needs within the existing urban growth boundary. With only 16.3 acres available within the existing UGB for future residential development, a UGB expansion of approximately 75.4 acres is needed to meet Hubbard's 20-year residential land needs. The following table summarizes the analysis and land need.

Upon considering additional land needed for streets and roads, parks and school facilities, approximately 17 acres of multi-family zoned land will be needed through the year 2029. **Table 2** shows that 1.5 acres of multi-family zoned land (R-3 and RC) is currently available for development within the city limits. To meet multi-family land needs through the year 2029, an additional 16.5 acres of multi-family zoned land is needed.

Approximately 75 acres will be needed for single-family development through the year 2029. At present, about 14.8 acres of single-family zoned land (R-1 and R-2) is available to accommodate single-family residential development. An additional 60.2 acres is needed for future single-family development.

**Land Use Element - Table 7
Summary of Residential Land Needs
Hubbard, 2029**

20-year residential land needs	73.4 acres
Additional land needed for public uses - streets, parks, etc. (25% of 20-year land needs)	18.3 acres
Total land needed for residential use through 2029	91.7 acres
Land currently available within the existing UGB for residential development	16.3 acres
Amount of additional land that needed within the UGB for future residential use	75.4 acres

Source: MWVCOG, 2008.

In response to the need to provide a 20-year supply of residential land, Hubbard identified areas for an expansion of the existing Urban Growth Boundary (UGB) to include an additional 75 acres for residential development. **Table 8** shows the properties that were added to the UGB for future residential use. **Table 9** shows that approximately 91.3 acres of residential land is available for future development after the UGB expansion. The amount of land available meets Hubbard projected residential land needs through 2029.

Land Use Element - Table 8
Urban Growth Boundary Expansion to Meet 2029 Projected Need for Residential Land

Map & Tax Lot	Size (acres)	Area to be included in the UGB	Study Area/Location
41W34CB 3800	1.2	1.2	Study Area 1/Southeast of the existing UGB
41W34CB 3900	0.3	0.3	Study Area 1/Southeast of the existing UGB
41W34CB 4000	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4100	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CB 4200	0.4	0.4	Study Area 1/Southeast of the existing UGB
41W34CB 4300	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CB 4400	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CB 4500	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4600	2	2	Study Area 1/Southeast of the existing UGB
41W34CB 4700	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4800	1.1	1.1	Study Area 1/Southeast of the existing UGB
41W34CB 4900	1.7	1.7	Study Area 1/Southeast of the existing UGB
41W34CB 5000	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W34CC 100	3.6	3.6	Study Area 1/Southeast of the existing UGB
41W34CC 200	6.5	6.5	Study Area 1/Southeast of the existing UGB
41W34CC 300	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 301	1.5	1.5	Study Area 1/Southeast of the existing UGB
41W34CC 400	5.1	5.1	Study Area 1/Southeast of the existing UGB
41W34CC 500	0.9	0.9	Study Area 1/Southeast of the existing UGB
41W34CC 501	0.5	0.5	Study Area 1/Southeast of the existing UGB
41W34CC 600	3.2	3.2	Study Area 1/Southeast of the existing UGB
41W34CC 700	0.7	0.7	Study Area 1/Southeast of the existing UGB
41W34CC 800	0.8	0.8	Study Area 1/Southeast of the existing UGB
41W34CC 900	1.8	1.8	Study Area 1/Southeast of the existing UGB
41W34CC 1000	1	1	Study Area 1/Southeast of the existing UGB
41W34CC 1100	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1101	1.3	1.3	Study Area 1/Southeast of the existing UGB
41W34CC 1200	2.6	2.6	Study Area 1/Southeast of the existing UGB
41W33 100	79.9	47.5	Study Area 3/Southwest of the existing UGB
41W33DB 2700	2.1	1.9	Study Area 3/Southwest of the existing UGB
41W33DB 2800	2.2	2.2	Study Area 3/Southwest of the existing UGB
41W33DB 700	6.3	2.4	Study Area 3/Southwest of the existing UGB
41W28D 1200	8.5	1.1	Study Area 4/West of the existing UGB
Total Area		104.9	
Unbuildable Area ¹		29.3	
Total Buildable Area²		75.6	

Source: Marion County Assessor data and MWVCOG 2008

¹ Unbuildable area includes the 50-foot wide riparian corridors located adjacent to Mill Creek and Little Bear Creek, existing rights-of-way, and existing development.

² Buildable area = Total Area minus Unbuildable Area.

Land Use Element - Table 9
Buildable Residential Land after UGB Expansion
Hubbard, 2009

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within the City Limits			
Low Density Residential District (R1)	11.2	0.9	12.1
Medium Density Residential District (R2)	2.7	0.0	2.7
High Density Residential District (R3)	1.0	0.0	1.0
Manufactured Home District (MH)	0.0	0.0	0.0
Residential Commercial District (RC)	0.5	0.0	0.5
Net Buildable Acres Within the City Limits	15.4	0.9	16.3
Between the City Limits & UGB			
Low Density Residential	0.0	25.7	25.7
Medium Density Residential	32.8	0.0	32.8
High Density Residential	16.5	0.0	16.5
Net Buildable Acres Between the City Limits & UGB	49.3	25.7	75.0
Net Buildable Acres Within the Urban Area	64.7	26.6	91.3

Source: Marion County Assessor data, MWVCOG, 2008.

Section XXX Marion County Coordination

In 2003, Marion County adopted the “Urban Growth Management Framework” as part of its comprehensive plan. The Framework states its purpose on pages 2-3:

“The purpose of the Growth Management Framework is to:

- 1. Identify common goals, principles, and tools that will lead to more coordinated planning and promote a collaborative approach to developing solutions to growth issues.*
- 2. Be consistent with City plans for growth by modifying the growth projections in response to City feedback.*
- 3. Protect farm, forest, and resource lands throughout the County by considering the existing growth capacity of each community, fostering the efficient use of land, and evaluating urban growth boundary expansion needs.*
- 4. Maintain physical separation of communities by limiting urbanization of farm and forest lands between cities.*
- 5. Maintain community identity by encouraging each community to decide how it should grow and by promoting City decision-making control.*
- 6. Support a balance of jobs and housing opportunities for communities and areas throughout the county that contribute to the needs of regional and City economies.*
- 7. Provide transportation corridors and options that connect and improve accessibility and mobility for residents along with the movement of goods and services throughout the county.*

The Urban Growth Management Framework is a coordination planning strategy that provides a guide cities may follow when considering urban expansion needs and decisions in response to growth issues. The Framework identifies the areas of interest for the County regarding urbanization and possible measures in the form of coordination guidelines, that cities may choose to pursue to accommodate efficient growth. Within the context of the Framework, coordination guidelines are defined as being ‘flexible directions or measures that may be utilized to address specific policy statements.

‘The Framework is intended to provide direction and assistance for the cities through a checklist of factors for consideration in making decisions regarding the impacts of growth. The decision as to how to use the Framework and which guidelines may be important and applicable, is up to the cities. The County recognizes there may be several ways to approach and resolve an issue and the Framework provides flexibility for the cities in coordinating planning efforts with the County.’”

Marion County Coordination Goals and Policies

GOAL: To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Hubbard, including population allocations, amendments to acknowledged comprehensive plans and transportation system plans, and achievement of a compact urban growth form, as required by Statewide Planning Goals 2 (Land Use Planning and Coordination), 12 (Transportation) and 14 (Urbanization.)

POLICIES:

1. Marion County Framework Plan goals, policies, and guidelines will be considered when the City considers Comprehensive Plan amendments that require Marion County concurrence.
2. The City of Hubbard shall have primary responsibility to plan for community growth within its Urban Growth Boundary, and recognizes its responsibility to coordinate with Marion County to ensure the efficient use of urbanizable land within the Hubbard UGB.

Proposed new language is shown in bold and underlined. Any proposed deletions are shown as ~~struck through~~.

Land Use Goals and Policies

Goal: To provide adequate lands to service the needs of the projected population to the year ~~2020~~ **2029**, and to ensure the conversion of property to urban uses in an orderly and timely manner.

Policies: General:

1. Zoning is an important means of regulating land uses. Future zoning and rezoning should be in conformance with this plan and its policies.
2. Any amendments or changes to this plan should only be made after public hearings and official action by the Planning Commission and City Council.
3. Development should occur as extensions of existing City services.
4. The City will establish and maintain a buildable lands inventory at intervals requested by the City Council.
5. Development of vacant lands within the city with full urban services will be encouraged over annexation of additional lands.
6. The City of Hubbard will consider annexation of property contiguous to the City limits if the developer can provide adequate City-approved water, sanitary sewer, storm drainage facilities, and transportation facilities, if the City can provide adequate public safety services to the property and if other issues of importance to the City are adequately addressed.

Growth Management Goals and Policies

Goal: The City's goal is to manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.

Policies:

1. Hubbard will assure that all expansion areas of the City are served by public facilities and services with adequate capacity. Consideration of proposals that are in variance with City capacity standards and facility master plans shall require findings of appropriate mitigating measures by the Public Works Department. Other public service providers, such as the School District and Fire District, may also address capacity considerations.
2. The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations.
3. The City shall hold development accountable for major streets and street improvements within and abutting the development.
4. The City's policy is to consider the Capital Improvement Program (CIP) when investing public funds or leveraging private investment.
5. The City's policy is to accommodate industrial and commercial growth consistent with the 2008 Hubbard Economic Opportunities Analysis (EOA).
6. The City shall pay for public facilities with system development charges from anticipated growth.
7. The County shall retain responsibility for regulating land use on lands within the urban growth area until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered available, over time, for urban development.
8. The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area and other land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations. The City shall respond within twenty days, unless the City requests and the County grants an extension.
9. All land use actions within the urban growth area and outside the City limits shall be consistent with the City's Comprehensive Plan and the County's land use regulations.
10. In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments of the City's Comprehensive Plan, which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.

11. The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
12. The City and County shall strive to enhance the livability of the urban growth area and to promote logical and orderly development therein in a cost effective manner. The City shall request that the County not allow urban density uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and County. The City shall be responsible for preparing the public facilities plan.
13. Hubbard is committed to working with Marion County to minimize conversion of rural farm and forestlands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve six (6) units per gross acre in the Low-Density Residential Zone (R-1), eight (8) units per gross acre in the Medium Density Residential Zone (R-2), and twelve (12) units per gross acre in the High Density Residential Zone (R-3). The efficiency standard represents the maximum density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, and a greater variety of housing types, Hubbard provides the opportunity for the private sector to achieve at least four (4) to five (5) dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools, and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.
14. The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations based on consideration of the priority system described in Oregon Revised Statutes 197.298.
15. The City of Hubbard will consider urban growth boundary expansions based upon consideration of the following factors:
 - a. Accommodation of additional population;
 - b. Housing, employment opportunities, and livability;
 - c. Orderly and economical provision of public facilities and services;
 - d. Maximum efficiency of land uses within and on the fringe of the existing urban area;
 - e. The long term environmental, energy, economic, and social consequences of the locality, the region, and the state as the result of allowing Land Use and not preserving and maintaining the land for agricultural uses, and
 - f. Compatibility of the proposed urban use with nearby agricultural activities.

Housing Goals and Policies

Goal: The City of Hubbard shall encourage the development of a range of housing types and cost levels to adequately meet the needs of its citizens.

Policies:

1. The City of Hubbard will provide adequate amounts of residential land within the urban growth boundary to permit development of housing for ~~families~~ households of all income levels.
2. The City of Hubbard will support programs that promote the integration of low income housing with housing targeted toward other income groups.
3. The City of Hubbard shall encourage developers to make all new residential developments as energy-efficient as possible, including consideration of renewable fuel sources.

Goal: The City of Hubbard shall encourage upgrading of the existing housing stock.

Policies:

1. The City of Hubbard will solicit the aid of federal, state, and local agencies in obtaining funding for the rehabilitation of dilapidated housing in the city.
2. The City of Hubbard shall solicit support for and otherwise encourage the weatherization of the existing housing stock to minimize health and economic impacts due to rising fuel cost.

Goal: The City of Hubbard shall ensure that all new housing developments be provided with services (streets, sewer, water, ambulance, police and fire) and that future developments will not overburden the City's ability to provide such services. Further, to ensure that the cost of extending such services shall be borne by the developer.

Policies:

1. Residential development should be located in areas that can be served by public facilities and services. The extension of public facilities and services shall be paid by the developer.
2. Residential development shall be consistent with the city's transportation plan in effect, or as amended, at the time development is proposed.
3. Multi-family housing development should be located close to shopping facilities and arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.

Residential Land:

1. The City of Hubbard will encourage **new single family residential development to achieve an average density of 6.0 dwelling units per net acre (~4.5 units per gross acre) and new multi-family development to achieve an average density of 10.0 dwelling units per net acre (~7.5 units per gross acre).** ~~residential development to continue an overall density of six (6) units per acre.~~
2. Residential development should be diversified to provide for a variety of housing opportunities.
3. The planned unit approach to residential development will be encouraged.
4. Multi-family housing development should be located close to shopping facilities and arterial or collector streets and interspersed with single-family residential when new subdivisions are developed.
5. Houses and structures of historical value should be preserved and protected from encroachment by other non-compatible uses.
6. Open spaces and parks **in residential areas** will be encouraged ~~in larger subdivisions and multi-family developments~~ **developed consistent with the Hubbard Parks Master Plan.**